

Planning Statement

For Mr Ian Craggs | 15-123

Permission in principle for 1 - 9 dwellings –
Land to the south of The Heath, Glossop, SK13 7QE

Project: 15-123
Site Address: Wimberry Hill Farm, Woodhead Road, Glossop, SK13 7QE
Client: Mr Ian Craggs
Date: 27 October 2025
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Appendices

EP1. Appeal decision ref. APP/H1033/W/23/3320701



1. Introduction

- 1.1 This Statement has been prepared on behalf of Mr Ian Craggs in support of a Stage 1 Permission in Principle (PIP) application for the erection of 1 - 9 no. dwellings on land to the south of The Heath, Glossop.
- 1.2 The site lies within the administrative area of High Peak Borough Council.
- 1.3 The National Planning Practice Guidance (PPG) provides guidance on what matters are within the scope of a decision on whether to grant a PIP. The scope is limited to location, land use and amount of development only. Other matters, including design, ecology, and highways, are considered at Technical Details Stage 2 and are not issues for consideration as part of this Stage 1 PIP application. Notwithstanding this, the following technical reports are enclosed in support of the application:
- Transport Statement prepared by SCP
 - Heritage Statement prepared by Pegasus
 - Landscape Visual Statement prepared by FPCR
 - Air Quality Assessment prepared by SLR
- 1.4 There are no site specific or policy considerations which would prevent planning permission from being granted in accordance with the guidance in paragraph 11 of the Framework. All detailed matters would be addressed at the subsequent Stage 2 Technical Details application.



2. Context

Site location and description

- 2.1 The site is located to the north of Glossop and in close proximity to the settlement boundary to the north. Access is currently taken to from The Heath to the north of the site, a private roadway which connects to Cemetery Road to the east.
- 2.2 The site extends to approximately 0.52ha. It is bound by an existing residential properties to the south and west, The Heath and further existing properties to the north, and existing residential access track to the east with trees and garden centre buildings beyond.
- 2.3 A Public Right of Way (PROW) runs east to west along The Heath (footpath ref. 110).
- 2.4 The site is located in the open countryside and to the east of the North Road allocation (Local Plan Policy DS7), which has since been built out by Taylor Wimpey. The previous decisions and allocation of the North Road site demonstrate that this part of Glossop has been previously found to be a sustainable location for accommodating new housing development. The application site has good pedestrian connections to the North Road development and is equally accessible to Glossop's services and amenities.

Relevant planning history

- 2.5 A desk-based search of the Council's records revealed the following history:
 - HPK/0002/9815 – Preparing New All Weather Riding Surface in Existing Field Used For Horse Riding And Exercising, Including Floodlights – Approved 10/10/1990
 - HPK/2007/0611 - Retrospective Application for Change of Use And Extension To Existing Stable Block Building (temporary Structure) To Home Office With Decking Area – Approved 24/09/2007
 - HPK/2021/0222 - Low-density complex of 15 no. luxury tourist lodges with associated reception building, access and landscaping at The Heath, Glossop - Refused 13/12/2022 and dismissed at appeal 04/12/2023 (PINS ref. APP/H1033/W/23/3320701)
- 2.6 The abovementioned appeal decision (ref. APP/H1033/W/23/3320701) is enclosed at Appendix **EP1** and its relevance is discussed in Section 5 of this Statement.



Adjacent development context

- 2.7 The site is located in close proximity to land to the west of Cemetery Road which is currently subject of a separate outline planning application for up to 84 dwellings, public open space and associate works (ref. HPK/2025/0301).
- 2.8 A further outline application for up to 7 dwellings, which is effectively a minor second phase of the development proposed under HPK/2025/0301, has also been submitted on land to the south of the site.
- 2.9 The development proposed through this PIP application could be delivered independently of the abovementioned proposals, or in combination with them. There are no cumulative impacts which would prevent this PIP application from being granted.



3. The proposal

- 3.1 Permission in Principle is sought for the construction of 1 - 9 dwellings.
- 3.2 The application is accompanied by a parameters plans and an indicative layout based on 9 dwellings. An extract of the indicative layout is shown below:



- 3.3 The permission in principle consent route is an alternative way of obtaining planning permission for housing-led development. Permission in Principle cannot be granted for applications which are major development¹, habitats development, householder development or schedule 1 development. The application proposes a range of 1 - 9 dwellings on 0.52 hectares of land. Therefore, the proposal would not comprise major development and is within the parameters of the permission in principle application route. The National Planning Practice Guidance (PPG) provides guidance on what matters are within the scope of a decision on whether to grant a PIP.
- 3.4 The scope of the 'Permission in Principle' application is limited to planning considerations concerning location, land use and amount of development only. Other matters, including design, ecology, flood risk

¹ As defined in the Permission in Principle Order 2017: major development comprises 10 or more dwellings, a floor space of 1,000sqm or more, or a site area of 1 hectare or more.

and highways, are considered at Technical Details Stage 2 and are not issues relevant for this PIP application. Furthermore, local authorities cannot list the information they require for permission in principle applications in the same way they can for other applications for planning permission.

- 3.5 Notwithstanding the above, in light of the relationship with the two applications for outline planning permission on adjacent land, details relating to landscape, highways, contamination, air quality and heritage are provided in support of this application insofar as they relate to the principle of development and the cumulative impacts of the combined planning applications.
- 3.6 The proposed development is an example of sustainable development within a settlement which will provide a modest and beneficial contribution to the Council's inadequate housing land supply.
- 3.7 As the matters that are used to assess this PIP application are restricted, the submitted plans are limited to the following:
- Site location plan (ref. 105 Rev P1)
 - Land use parameters plan (ref. 106 Rev P1)
 - Building heights and access parameters plan (ref. 107 Rev P1)
 - Density parameters plan (ref. 108 Rev P1)
 - Indicative layout (ref. 109 Rev P1)
- 3.8 The above are enclosed to demonstrate safe access from the highway and an adequate amount of available land to comfortably provide space for 1 - 9 dwellings.
- 3.9 As illustrated on the indicative layout submitted as part of the application, it is anticipated that the dwellings will be accessed from a primary road, with approximately four properties served from a shared drive to the south end of the site. The boundary with The Heath would benefit from natural screening from existing trees. However, these details will be fully considered at the Technical Details stage.



4. Policy context

Development plan context

4.1 The development plan comprises the High Peak Local Plan, which was adopted in April 2016. The relevant policies of the Local Plan are listed below:

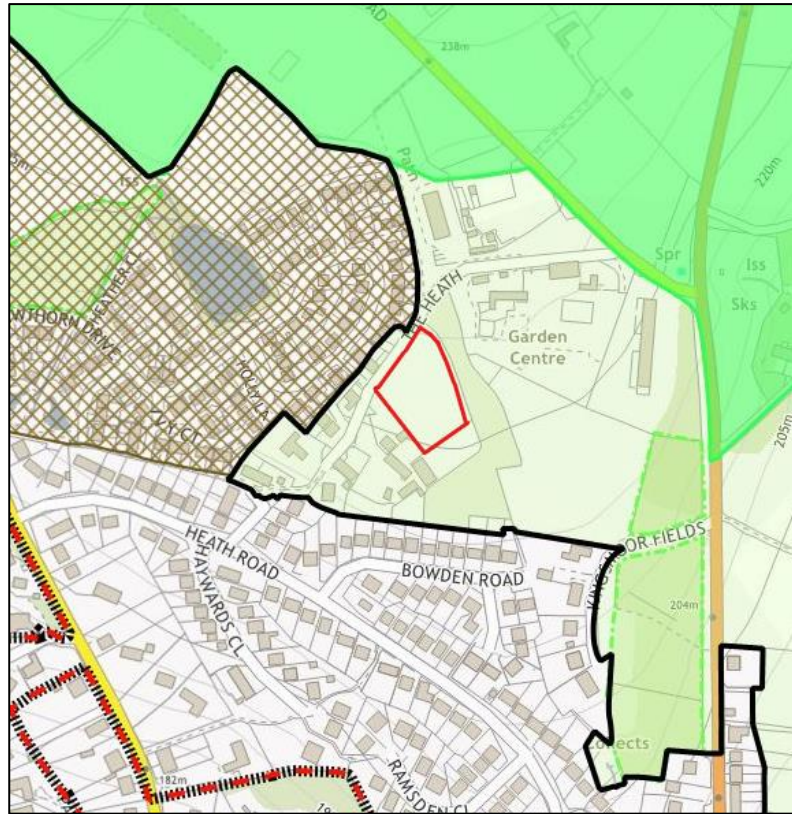
- Policy S1 – Sustainable Development Principles
- Policy S1a – Presumption in Favour of Sustainable Development
- Policy S3 – Strategic Housing Development
- Policy S5 – Glossopdale Sub-area Strategy
- Policy EQ2 – Landscape Character
- Policy EQ3 – Rural Development
- Policy H1 – Location of Housing Development
- Policy H3 – New Housing Development

4.2 The Council undertook a review of the High Peak Local Plan 2016 and have considered the following policies to be out of date:

- Policy S3 - Strategic Housing Development
- Policy S4 - Maintaining & Enhancing an Economic Base
- Policy H4 - Affordable Housing

4.3 The site is located outside of the settlement boundary of Glossop, and within the open countryside. An extract of the policies map with the site edged red is shown below:





National planning policy and guidance

2024 National Planning Policy Framework (the Framework)

- 4.4 The Framework was originally published in 2012. It was updated in July 2018, February 2019, July 2021, September 2023, December 2023 and most recently in December 2024. The Framework is a material consideration in the determination of planning applications.

National Planning Practice Guidance (the PPG)

- 4.5 The PPG was originally published in March 2014 and has since been updated.

Other material considerations

Supplementary Planning Documents / Guidance

- 4.6 The following Supplementary Planning Documents (SPDs) are relevant:
- Developer Contributions SPD (2023)
 - High Peak Design Guide SPD (2018)



- Residential Development SPD (2005)
- Housing Needs in High Peak SPD (2007)
- Landscape Character SPD (2006)
- Glossop Design and Place Making Strategy (2011)

Emerging local plan

4.7 The Council has commenced a Local Plan Review. The Local Development Scheme 2025 sets out the following timetable:

- Early Engagement - January to March 2023
- Preferred Options consultation - Spring 2025
- Proposed Submission Consultation - Winter 2025
- Submission of Local Plan - Spring 2026
- Examination - Summer 2026
- Adoption - Autumn 2026

4.8 The Early Engagement consultation has already been undertaken. Although the Preferred Options consultation was due to be carried out in Spring 2025, this has not yet been published. A Call for Sites was opened on 1st September 2025. The Local Plan Review is at a very early stage and can only be afforded very limited (if any) weight in the determination of this application.

5 year housing land supply

4.9 The Council's Five-Year Housing Land Supply Interim Position Statement (March 2025) assesses the supply against a base date of 1st April 2023 and a five year period to 31st March 2028. This claims that at 1st April 2023, High Peak had a deliverable five year housing land supply of 1,653 dwellings. The Council's statement reports that this equates to a supply of 2.85 years.

4.10 Having regard to the housing requirement, the strategic policies of the Local Plan (adopted June 2016) are more than five years old and have been reviewed and found to require updating. Therefore, in accordance with paragraph 78 and footnote 39 of the Framework, the five-year supply should be measured against the local housing need using the standard method set out in the Planning Practice Guidance (PPG). The calculation within the Council's statement is based on the new standard method of 553 dwellings per annum (dpa) in accordance with the 2024 Framework. However, the recently published new dwellings stock estimates mean that the LHN has seen a marginal increase to 567 dpa, or a requirement of 2,835 dwellings over five years (i.e. 567 x 5).



4.11 The 2024 Framework also reintroduced the requirement for a 5% buffer, meaning that the five year requirement comes to 2,977 dwellings (i.e. 2,835 x 1.05). On the basis of the Council's claimed supply, the five year housing land supply position therefore amounts to 2.78 years, significantly below the target. This is demonstrated in the below table:

A	Local housing need	567
B	Five year requirement $((A \times 5) \times 1.05)$	2,977
C	Annualised five year requirement $(B / 5)$	595
D	Council's claimed deliverable supply at 1 st April 2024	1,653
E	Supply in years (D / C)	2.78
F	Shortfall $(D - B)$	-1,324

4.12 For the purposes of this Planning Statement we have not assessed the deliverable supply in detail. However, even on the Council's figures, a supply of only 2.78 years represents a significant and serious shortfall. The implications of the five-year housing land supply shortfall are discussed below.



5. Planning considerations

Decision making context

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.2 The site is situated within the open countryside and part of the site is adjacent to the settlement boundary of Glossop to the north. Policy EQ3 of the Local Plan sets out a number of forms of residential development that will be allowed in the open countryside, outside of settlement boundaries, including:
- The redevelopment of a previously developed site, where it does not have an adverse impact on the character and appearance of the countryside; and,
 - Development in accordance with Policy H1.
- 5.3 Policy H1 states that development on unallocated sites will only be supported within defined built up area boundaries of the towns and larger villages on all sites suitable for that purpose. However, it goes on to states that the Council will give consideration to sustainable sites outside of the settlement boundaries provided they meet certain criteria. The proposed development complies with the policy as follows:
- Part of the application site adjoins the settlement boundary for Glossop to the north (shown on the adopted local plan proposals map) and existing residential areas to the south and west.
 - The proposed development would be well related with the existing pattern of development and surrounding land uses. It sits within the context of existing development to the north, south and west, and an existing residential track to the east. It is well contained by a combination of existing dwellings and road infrastructure.
 - The scale of the proposed development is minor and is appropriate for Glossop, noting that Glossopdale is a key focus for development in the Local Plan.
 - The application is supported by a Landscape Visual Statement which demonstrates that the proposed development would not result in any unacceptable impact on landscape character, nor lead to prominent intrusion into the countryside. The proposals will be in-keeping with the setting where modern residential development surrounds much of the site. The previous appeal decision, which was for a different development and determined in an entirely different planning context, is addressed below in the landscape / character and appearance section.
 - The site comprises an accessible location, located within walking and cycling distance of a wide range of services and amenities (see the accompanying Transport Statement). It can be



noted that the Council allocated the adjacent North Road site (Local Plan Policy DS7), which benefits from similar accessibility credentials.

- The proposal would not place undue strain on local and strategic infrastructure. The proposals are minor in scale and financial contributions towards infrastructure can be secured by planning obligations where necessary to make the development acceptable in planning terms.

5.4 Therefore, whilst the site falls within the open countryside, the principle of the proposed development complies with Policies EQ3 and H1 of the Local Plan. Furthermore, under Policy S2 Glossop is identified in this policy as one of five market towns which are the main focus for housing, employment and service growth, consistent with maintaining and where possible enhancing their role, distinctive character, vitality and appearance. The proposals would therefore be wholly consistent with the spatial strategy and Policy S2.

The tilted balance

5.5 Without prejudice to our view that the proposed development complies with the development plan, if the Council comes to an alternative conclusion, there are material considerations which indicate that planning permission should be granted. National planning policy as set out in the Framework, and the application of the tilted planning balance, is a very important material consideration in this case.

5.6 As discussed in Section 4 above, the Council cannot demonstrate a five year supply of housing land by a very significant margin. Therefore, the tilted balance is engaged in accordance with paragraph 11(d) of the Framework, which states:

“where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁸, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination⁹.”

5.7 There are no protected assets or assets of particular importance as defined in footnote (7) in relation to this site (SSSI, Green Belt, Local Green Space, National Landscape, National Park, Heritage Coast, irreplaceable habitats or designated heritage assets). Footnote 7 is therefore not engaged.



5.8 Footnote 9 of the Framework states:

“The policies referred to are those in paragraphs 66 and 84 of chapter 5; 91 of chapter 7; 110 and 115 of chapter 9; 129 of chapter 11; and 135 and 139 of chapter 12.”

5.9 The planning balance stipulated by paragraph 11(d) of the Framework is addressed below.

5.10 Footnote 8 of The Framework clarifies that the most important policies will be considered out-of-date in circumstances where the LPA cannot demonstrate a five-year supply:

“This includes, for applications involving the provision of housing, situations where: the local planning authority cannot demonstrate a five-year supply of deliverable housing sites (with the appropriate buffer as set out in paragraph 78)”

5.11 The lack of a five-year housing land supply does not just trigger the application of the tilted balance. When footnote 8 and paragraph 11(d) of the Framework are read together, the lack of supply renders the ‘most important policies for determining the application’ out-of-date.

5.12 Therefore, as the purpose of Paragraph 11(d) is to remove all policy barriers, then the policies related to the provision of housing including the policies attached to the provision of housing in the open countryside, should be considered the ‘most important for determining the application’ and by standing in the way of granting permission, any weight given to out-of-date policies must be reduced.

5.13 In relation to housing land supply, the council’s position is that it can demonstrate a supply of 2.85 years. It is therefore necessary to consider the benefits of the proposed development, and whether any adverse impacts of the development would significantly and demonstrably outweigh these benefits.

Benefits of development

5.14 This is a PIP application, which seeks only the principle of planning permission; it is not a detailed application. Therefore, a tilted balance assessment for the principle of development can only be made against the matters upon which a PIP scheme is submitted and assessed, those being the location, land use and amount of development and the elements of sustainable development that contribute to these matters.

5.15 At the heart of the Framework, there is a presumption in favour of sustainable development. Paragraph 7 states that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 states that achieving sustainable development has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways:

‘an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at



the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and

an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.’

Delivery of market housing

- 5.16 The site could deliver much-needed dwellings on a site in a sustainable location.
- 5.17 Paragraph 61 of The Framework sets out the Government’s objective of “*significantly boosting the supply of homes*”. It is well established that the delivery of homes, at a time of a national housing crisis, can be given significant weight. The Council cannot demonstrate a five-year housing land supply by a considerable margin. Thus, the weight to be given to the delivery of housing is substantial.
- 5.18 Furthermore, there has been significant under delivery against the Local Plan housing requirement to date. This is shown in Table 9 of the Authority Monitoring Report 2023-2024, an extract of which is provided below:



Table 9 Annual Housing Completions 2011-2024 (net)

Year	High Peak Completions (outside Peak District National Park) (net)	High Peak completions (within Peak District National Park) (net)
2011/12	102	14
2012/13	207	7
2013/14	36	1
2014/15	100	9
2015/16	160	1
2016/17	330	2
2017/18	498	4
2018/19	380	6
2019/20	305	3
2020/21	249	0
2021/22	387	2
2022/23	426	0
2023/24	268	0
Total	3,448	49

- 5.19 The table illustrates that housing delivery between 2011/12 and 2023/24 has fallen significantly short of the housing requirement set out in Policy S3, with more than half of the requirement (3,552 dwellings) remaining to be delivered between 2024/25 and 2030/31. There is no prospect of the adopted housing requirement being met.
- 5.20 Looking further ahead, local housing need has more than doubled following the publication of the revised Framework in December 2024. The emerging local plan is at very early stages, but it is very clear that additional sites will need to be identified to ensure that the housing needs will be met in the future. In context of this, it is considered that the only way of addressing the shortfall is through consenting development on unallocated sites on land that may be designated as open countryside, but sustainably located. The site provides an opportunity to deliver homes to meet future housing needs.
- 5.21 In addition to the publication of the new Framework, which includes a number of new measures to boost significantly the supply of housing (including the re-instatement of the need to maintain a five-year supply at all times, the re-instatement of the 5% buffer and a new standard method for calculating local housing need), statements from the new Government place great focus on the delivery of housing, and has made it clear that addressing the housing crisis is an absolute priority. The Written Ministerial Statement (WMS): “Building the homes we need”



5.22 The Deputy Prime Minister and Secretary of State for Housing, Communities and Local Government issued a WMS entitled “*Building the homes we need*” on 30 July 2024. The WMS has the effect of Government policy and is therefore a material consideration in planning decisions (*Cala Homes (South) Ltd v Secretary of State [2011] EWCA Civ 639*). The WMS is highly relevant to this application as it elevates the importance of delivering housing and the weight to be given to the benefits associated with that delivery. The WMS states:

“We are in the middle of the most acute housing crisis in living memory. Home ownership is out of reach for too many; the shortage of houses drives high rents; and too many are left without access to a safe and secure home”

5.23 The WMS outlines the Government’s clear intention and commitment to making changes to the housing and planning system to:

“improve affordability, turbocharge growth and build the 1.5 million homes we have committed to deliver over the next five years”

5.24 Under the sub-heading “Delivering More Affordable Homes”, the WMS sets out the Government’s commitment to improving affordability alongside the proposals to increase supply. Many of these changes have now been implemented through the revised Framework.

5.25 The WMS concludes by stating:

“There is no time to waste. It is time to get on with building 1.5 million homes”.

5.26 A major step change in delivery will be needed to meet this ambitious commitment.

Letter from the Deputy Prime Minister to local authorities: “Playing your part in building the homes we need”

5.27 Following the WMS, the Deputy Prime Minister wrote to local authorities on 30th July 2024. The letter outlined the Government’s proposed changes to achieve the delivery of additional housing (now implemented through the December 2024 Framework). The letter also confirms Government’s commitment to building 1.5 million new homes over the next five years.

5.28 In summary:

- There is a national and local housing crisis.
- Nationally it is a government policy imperative to boost the supply of housing and the Government’s recent statements in relation to housing and planning only increase the weight that needs to be attached to the delivery of housing.
- The Council cannot demonstrate a five-year housing land supply and the most important policies for determining the application are out-of-date.



- 5.29 The delivery of housing in a sustainable location on the edge of an existing settlement should therefore be given substantial positive weight in the planning balance.

Economic benefits

- 5.30 The proposed development would result in a number of economic benefits, both during the construction period and once the development is completed. Construction related jobs and indirect jobs would be created during the build period, which would benefit local contractors and suppliers. The proposed development would also provide homes for the local and borough wide workforce.
- 5.31 Once the development is completed and homes are occupied, the residents of the proposed scheme would contribute to supporting the local services and businesses within Glossop.
- 5.32 The development will therefore help to sustain local services within Glossop and beyond through provision of local jobs and increase expenditure in the area. This is a further benefit of the proposed development.

Other benefits

- 5.33 Notwithstanding the benefits provided by the provision of housing at a time when the Council has an inadequate supply, the amount of development on the site would be low density and would allow for appropriate amenity space and green infrastructure as shown on the indicative layout plan.
- 5.34 Notwithstanding that landscape details can be agreed at Stage 2 of this PIP application, the Stage 1 application is accompanied by a Landscape Visual Statement, which demonstrates that the proposed development will not give rise to any unacceptable landscape and visual harm.
- 5.35 Quality landscaping shall provide environmental benefits to assist in the eventual delivery of a 10% net gain in biodiversity. A suitable biodiversity scheme, whether through on-site or off-site mitigation and compensation could alleviate any ecological harm.
- 5.36 Whilst a 10% net gain is now required on all developments like this, by the Environment Act, a net gain in biodiversity is nevertheless a tangible benefit of development which must be attached weight in the planning balance.

Adverse impacts

Conflict with the adopted development plan

- 5.37 As set out above, we consider that the proposed development accords with policies EQ3 and H1 of the Local Plan. However, if the Council forms an alternative view, any conflict with these policies can only be



afforded limited weight. The Council's Local Plan review has determined that the policies relating to the spatial strategy (Policy S3) and others are now out of date, and further, the Council cannot currently demonstrate a five year supply of housing land. There is an inevitable need to bring forward sites beyond the existing settlement boundaries to address the housing land supply shortfall.

Landscape / character and appearance

- 5.38 The Council cannot demonstrate a five-year supply. In circumstances where greenfield sites are required for new homes, it is inevitable that some degree of adverse effect and harm will arise in landscape and visual terms. In this instance, the proposed development would assimilate well into the adjacent built context, and any impacts would be localised and limited.
- 5.39 Detailed landscape proposals and considerations are not within the scope of this application. Nevertheless, the application is supported by a detailed Landscape Visual Statement (LVS) by FPCR. This concludes that the overall landscape effects of the development upon the site and its immediate context would not result in any unacceptable impact on landscape character, nor lead to prominent intrusion into the countryside. The proposals will be in-keeping with the setting where modern residential development surrounds much of the site.
- 5.40 In relation to the previous proposals on the site for 13 lodges which were dismissed at appeal on landscape grounds (see Appendix **EP1** for appeal decision), the proposed development and dismissed scheme are fundamentally different and the reasons for this are set out below:
- Firstly, the proposed application is for Permission in Principle, which does not require any technical or design details to be submitted, therefore landscaping and planting would not be provided or considered until Stage 2 Technical Details consent. The application format also means that the final development could comprise just one dwelling. It is also important to note that the dismissed scheme extended to a wider area than the proposed PIP application.
 - Secondly, the planning policy context in which the appeal was dismissed is materially different and has significantly changed since the appeal was determined. Firstly, the policies most relevant to the dismissed appeal related to tourism, rather than market housing, therefore the benefits and weight afforded to them are materially different.
 - Thirdly, whilst both proposals would encroach into the open countryside, the proposed PIP scheme is for the provision of new homes at a time that the local authority cannot demonstrate a 5 year supply of housing. Within this context, there is a need to release greenfield sites and the landscape impacts of doing so are inevitable, the alternative being Green Belt release to meet local housing needs. The proposed site is therefore a prime candidate as it is surrounded by urban context and is situated in a sustainable location.



- Finally, as outlined at paragraph 5.3 above and within the LVS, the proposed development would not result in any unacceptable impact on landscape character, nor lead to prominent intrusion into the countryside.

5.41 Therefore, no landscape reasons exist relevant to the principle of development which indicate that planning permission should not be granted.

Other considerations

5.42 Whilst not within the remit of Stage 1 PIP applications, technical notes relating to air quality, highways, and heritage are enclosed in so far as they relate to the principle of development or cumulative impacts of proposed adjacent development. The detailed consideration relating to these matters will be considered through any future Stage 2 Technical Details application.

Air Quality

5.43 An Air Quality Assessment has been prepared by SLR. Whilst the individual air quality considerations of the proposed development will be fully assessed at Stage 2 of the PIP process, the report also assesses the cumulative impacts should the site be developed in conjunction with the two nearby parcels also subject to planning applications for residential development.

5.44 Insofar as these matters relate to the principle of all three parcels coming forward, the air quality impacts from are deemed to be 'not significant' and 'insignificant' subject to appropriate mitigation, which can be secured at the technical details stage.

Highways

5.45 The accompanying Transport Assessment prepared by SCP demonstrates that the proposed development would not have a detrimental impact on traffic generation or highway safety. The internal road layout and full access arrangements are reserved for the Stage 2 Technical Details approval.

5.46 The note further demonstrates that the cumulative impacts of the combined adjacent proposals would not cause any harm which would mean that development on the proposed parcel could not be delivered in conjunction with the adjacent proposed developments, should all three application be granted planning permission.



Heritage & archaeology

- 5.47 Whilst heritage and archaeology fall outside the scope of a PIP application, a Heritage Statement prepared by Pegasus is enclosed with the application and demonstrates that the site has low archaeological potential and would not cause harm to the significance of any designated heritage assets arising from the implementation of the proposals. There are therefore no reasons in heritage terms which dictate that permission in principle should not be granted.

Cumulative impacts

- 5.48 The site could be delivered as an individual development, or in combination with the adjacent two outline applications for residential development for up to 92 dwellings total. Having regard to any cumulative impacts of the three sites (combined total of up to 101 dwellings), the enclosed technical reports demonstrate that any affects are either insignificant, or can be appropriately mitigated. In any case, the technical considerations relating to the PIP application fall to be considered under Stage 2 Technical Details consent, or will be appropriately assessed through the outline applications on the adjacent sites, which comprise majority of the combined residential development (92 dwellings).
- 5.49 The proposed scheme for up to 9 dwellings is therefore considered acceptable in principle, whether as a standalone development or having regard to its contribution to cumulative impacts in combination with the adjacent sites.

Footnote 9 considerations

- 5.50 Paragraph 11(d) of the revised Framework requires particular regard to be had to key policies in the Framework for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination. Footnote 9 clarifies that the policies referred to are those in paragraphs 66 and 84 of chapter 5; 91 of chapter 7; 110 and 115 of chapter 9; 129 of chapter 11; and 135 and 139 of chapter 12. Addressing these matters in turn:
- **Affordable housing (paragraph 66):** The proposal would not provide affordable housing and as a PIP application for minor development, it is not required to do so.
 - **Sequential test (paragraph 91):** The site is located in flood zone 1 and is at low risk of surface water flooding.
 - **Accessibility (paragraphs 84, 110 and 115):** The proposal does not comprise isolated homes in the countryside for the purpose of paragraph 84 of the Framework. The site comprises an accessible location as evidenced in the enclosed Transport Statement. The proposal is entirely consistent with paragraphs 110 and 115 of the Framework.



- **Making effective use of land (paragraph 129):** The land is grassland, and it is not in use for agricultural purposes. The proposal is made as a PIP application only. The provision of a well-designed, low-density scheme in a sustainable location would make effective and efficient use of redundant land, having regard to the site's location, its characteristics and the wider area. The proposal is consistent with paragraph 129 of the Framework.
- **Design (paragraphs 135 & 139):** The proposal, as a PIP application is not required to demonstrate detailed design, and a detailed design can be agreed between the applicant and the LPA at Technical Details Stage 2 of the PIP application.

Planning balance: conclusion

5.51 Taking all the above into account, any perceived adverse impacts would not significantly and demonstrably outweigh the substantial benefits of the proposal at a time of local and national insufficient housing supply. Therefore, in accordance with paragraph 11(d) of the Framework planning permission should be granted.



6. Conclusion

- 6.1 The proposed development site lies adjacent to the settlement boundary of Glossop and is in a sustainable and accessible location.
- 6.2 The Council is unable to demonstrate a 5-year housing supply, and the policies that are envisaged to be the most important for determining any future application are currently out-of-date.
- 6.3 When determined under the remit of a Stage 1 PIP application, the application for 1 - 9 dwellings demonstrates economic, social and environmental benefits, through the outcomes of the provision of much needed housing stock. Balanced against these benefits, no significant adverse harm can be identified.
- 6.4 The site could be delivered as an individual development, or in combination with the adjacent two applications for residential development. Having regard to any cumulative impacts of the three sites (combined total of up to 101 dwellings), the enclosed technical reports demonstrate that any affects are either insignificant, or can be mitigated. In any case, the technical considerations fall to be considered under Stage 2 Technical Details consent or will be appropriately assessed through the outlined applications on the adjacent sites, which comprise majority of the combined residential development (92 dwellings).
- 6.5 Therefore, the planning balance, when assessed from a tilted balance starting point, falls firmly in favour of the application being granted.
- 6.6 This Statement demonstrates that the proposed development is acceptable in its proposed location, land-use and amount of development. Accordingly, this Stage 1 PIP should be granted in accordance with the sustainable development ethos of the National Planning Policy Framework (2024). All other considerations can be dealt with through a Technical Details Stage 2 application.





EP1



Appeal Decision

Site visit made on 31 October 2023

by A Veevers BA(Hons) DipBCon MRTPI

an Inspector appointed by the Secretary of State

Decision date: 04 December 2023

Appeal Ref: APP/H1033/W/23/3320701

Land at The Stables, The Heath, Glossop, Derbyshire SK13 7QF

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Craggs, Unique Holiday Stays Ltd, against the decision of High Peak Borough Council.
 - The application Ref HPK/2021/0222, dated 15 April 2021, was refused by notice dated 13 December 2022.
 - The development proposed is 13 no. luxury tourist lodges with associated reception building, access and landscaping.
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Decision

1. The appeal is dismissed.

Preliminary Matters

2. The address on the Council's decision notice more accurately reflects the location of the appeal site than that on the application form and I note that it has been used on the appeal form. I have therefore used it in the banner heading above.
3. I have taken the description of development from the application form, omitting wording that is not an act of development.
4. During the course of the application the scheme was amended from 15 lodges to 13 and was subsequently publicised and determined by the Council on that basis. This amendment is also reflected on the appeal form and in the Council's decision. Consequently, I am satisfied that interested parties had the opportunity to make comment and that no party will be prejudiced by my use of it in the banner heading above and it is the basis upon which I determine this appeal.
5. The residents of The Mews and Heath Barn, The Heath, requested that I view the appeal site from their property, and I was able to do so on my site visit.

Main Issue

6. The main issue is the effect of the proposal on the landscape character and appearance of the area.

Reasons

Landscape effects

7. The appeal site (the site) is located on the periphery of Glossop and comprises two fields of rough pasture bisected by a private driveway to Heath Barn, which

lies outside the site. Access to the site is off The Heath, a single-track road which is also a Public Right of Way (PROW). The site is bound by fences, hedgerows and trees. There are also trees within the site and evidence indicates that those on the eastern parcel of land are protected by a Tree Preservation Order. The site is surrounded by fields to the south-east, a garden centre and stables to the north-east, and residential development to the west, north and south.

8. The site is not part of any formal landscape designations. However, at a local level it is within both 'Settled Valley Pastures' and 'Urban' landscape types as defined in the Landscape Character Supplementary Planning Document SPD5 2006 (LCSPD). Because the site comprises the valley slopes of pastoral fields along a winding lane, intersected by hedgerows and trees, it exhibits features characteristic of a semi-rural landscape type and contributes positively to the wider appearance of the area.
9. However, although some of the wider area around the site contains many of the features of a settled valley pasture landscape typology, its location close to the edge of Glossop and near to houses and businesses means that this area is also influenced by the urban landscape of built development and commercial businesses nearby.
10. Nevertheless, albeit at the transition between the urban area of Glossop and the rural Peak District beyond, gaps in the site's boundaries along The Heath and a PROW close to the southern boundary allow views through the site from the public realm.
11. Policy EQ2 of the High Peak Local Plan (2016) (HPLP) seeks to, amongst other things, protect, enhance and restore the landscape character of the area for its own intrinsic beauty and for its benefit to the economic, environmental and social well-being of the area. The policy lists several ways that this can be achieved which include ensuring that development has regard to maintaining biodiversity interests, is sympathetic to the landscape character area and resisting development that would harm the setting of a settlement. Policy E7 of the HPLP refers specifically to development proposals involving chalet accommodation and requires that development does not have a prominent and adverse impact on the character and appearance of the immediate or wider landscape, is well screened by existing landscaping and that any permanent structures would not be visible even during winter months.
12. The appellant's Landscape and Visual Impact Appraisal (LVIA), prepared under relevant best practice guidelines, focusses upon the landscape and visual effect from key receptors in the surrounding area and concludes that views of the site are contained and limited to locations within proximity, with wider views generally restricted by vegetation and existing development.
13. The proposal would include the creation of two new accesses off The Heath, either side of an existing driveway to Heath Barn. One would provide access to 8 accommodation lodges on the west parcel of land. The other would provide access to 4 accommodation lodges, a reception lodge linked to a kitchen /cycle store lodge and a spa lodge on the eastern parcel of land.
14. The introduction of several large timber clad lodges with their associated parking and patio areas and privacy screens in this location would be an

incursion of built form in stark contrast to the current open area of undeveloped grassland. It would urbanise this part of the countryside.

15. Nevertheless, given the topography of the site and the modest size of the proposal, the proposed development would have limited visibility in wider landscape views. Whilst the lodges would be raised slightly above ground level on a dry-stone wall plinth, their relatively low profile would not disrupt the skyline. Given the limited number of lodges proposed on the eastern part of the site would be partially screened by existing and proposed trees and hedgerows and that residential development would surround the site on the other three sides, the proposal would be seen in its wider context with the surrounding built development and intervening vegetation.
16. In this respect, the visual envelope of the proposed development would be contained, and the loss of the rough pasture would be localised to the site and its immediate context. Therefore, given the surrounding urbanising features and the proposed tree and hedge planting which could contribute to the mosaic of woodland in the surrounding area, the wider landscape harm would be limited.

Visual effects

17. In relation to visual effects, the site is clearly visible from The Heath PROW to the north and the PROW to the south from Bowden Road to Woodhead Road. Moreover, as the appeal site is close to surrounding residential properties and given the topography and lack of any existing substantive boundary treatment along the western and southern boundaries of the site, the sensitivity of occupants of these properties as visual receptors would be high and the magnitude of change arising from the proposal for such receptors and those using the PROWs would be substantial.
18. The proposed development would be clearly visible for occupiers of first floor rooms of several properties on Hawthorn Drive. The two proposed access points would also provide views of the development when viewed from The Heath PROW. However, the proposed landscaping along the northern edge of the site and the descendant topography would limit the visibility of the lodges. When viewed from this PROW, the proposal would be seen in the context of urban features, including properties along Hawthorn Drive and the rear garden close boarded fence along the edge of The Heath. Nevertheless, due to the presence of three accesses close together on The Heath, some views into the site would still be obtainable even in the long term, despite the provision of additional landscaping. Therefore, the magnitude of visual harm when viewed from The Heath and properties on Hawthorn Drive would be slight.
19. As a result of the topography of the site and limited vegetation along parts of the PROW to the south, users of this path would have a clear line of sight of the proposed development. The absence of tree planting along the eastern boundary of plot 4 and the southern boundary of plot 3, would exacerbate the prominence of the proposal, which would be highly noticeable when viewed from the south-east, even when viewed against the backdrop of existing built development. Therefore, given the elevated position of the site when viewed from the PROW to the south, combined with the proximity of lodges on plots 3 and 4 to the eastern boundary of the site, and the limited space for landscape screening here, the magnitude of visual harm from this PROW would be moderate even in the long term.

20. It would appear that the lodges are staggered to follow the contours of the land in the southern part of the site. The plans indicate that there would be curved retaining stone walls to plots 4, 5 and 6 which would help reduce the visual effect of the proposal when viewed from houses and gardens along Bowden Road to the south. Given the proposed tree planting along the southern edge of the site and the distance of proposed lodges on plots 4,5 and 6 from this boundary, they would be likely to be largely screened in the long-term. However, no topographical survey, levels details or sections are before me, thus I cannot be certain that this would be the case.
21. In terms of the visual effects for residential occupiers to the west, the dense arrangement of lodges, access driveway and parking bays on the west parcel of land would be highly visible to those residents with little relief between for landscaping.
22. The minimal gaps between lodges and their associated raised balustrade decking, privacy screens and parking areas would introduce a substantial amount of built form to the site. Even though a native hedgerow would be planted along the west boundary of the site, the very limited distance between plots 12,13,14 and 15 to the hedge would not ensure the development would be well screened in views towards the site from the west. While this part of the appeal site lies close to the built-up area of Glossop, it is adjacent to a loosely arranged group of traditional buildings. In this context, the number of lodges with little space for vegetative screening would result in a prominent development that would not respect the character and appearance of its immediate surroundings. The magnitude of visual harm when viewed from properties to the west of the site would be significant.
23. In comparison, the more spacious arrangement of lodges on the east parcel of land, interspersed with existing mature trees, proposed landscaping and ponds would diminish the overall visual effect of the built form when viewed from the east.
24. The use of cedar cladding and a green roof on most of the lodges, would help mitigate the visual effect of the proposal against the semi-rural surroundings. Indeed, the Council raised no concerns with the design of and materials used for the lodges.
25. The proposed planting scheme would include a native species boundary hedge and clusters of new planting including trees would result in more filtered views of the appeal site and help soften the appearance of the lodges and associated roads and parking areas. I have also had regard to the appellant's suggestion that additional landscaping could be required by a condition on any grant of permission. However, due to the limited gap between some lodges and the boundary of the appeal site as set out above, it would be unlikely that sufficient landscaping could be incorporated to mitigate the visual harm in these areas.
26. Moreover, due to leaf fall from deciduous trees, even once matured after some years there would be seasonal variation in the extent of screening. As such, the proposal would be considerably more visible in winter months. Therefore, the proposal would remain noticeable and disrupting to those high sensitivity receptors to the west and those using the PROW to the south. No robust evidence is before me to indicate otherwise. Consequently, in the context of this site, the magnitude of the visual harm would be significant.

27. I therefore find that the development would result in limited adverse harm to the value of the wider landscape but would result in a significant magnitude of visual harm when viewed within its immediate surroundings. Thus overall, I find there would be an adverse but largely contained harm to the landscape character and appearance of the area. Nevertheless, I attribute significant weight to this harm.
28. Given the above, the proposal would conflict with Policies EQ2 and EQ6 of the HPLP in so far as the proposal would not protect, enhance or restore the landscape character and which together, amongst other things, seek that development respects the character and context of the landscape and does not cause unacceptable effects by reasons of visual intrusion. The proposal would also fail to accord with the aims of Policy E7 of the HPLP as set out previously in my decision and would conflict with the provisions of the Framework in respect of protection of the character of the countryside and landscape setting.

Other Matters

29. Residents have raised several other concerns including, but not limited to, highway safety, parking, noise, privacy, tree and biodiversity interests, safety and security, air and light pollution, littering, flood risk and drainage. However, the Council did not refuse the application for these reasons and based upon the information available to me I have no reason to disagree. I have noted the appellant's comments highlighting the absence of identified harm in relation to the above matters. However, the absence of harm is a neutral factor in the overall planning balance.
30. I appreciate that the appellant sought pre-application advice and that the application was recommended for approval by officers. Nevertheless, Members ultimately came to a different conclusion. I have dealt with the appeal on its planning merits based on the evidence before me and found it would result in unacceptable harm.

Planning Balance

31. Tourism is an important part of the local economy and is recognised as such within Policies S5 and E6 of the HPLP which support the growth of a sustainable tourism economy and local employment opportunities, where the scale is appropriate to the location. Policy EQ3 of the HPLP also sets out that new development in the countryside should be strictly controlled in order to protect the landscape's intrinsic character and distinctiveness. However, the policy goes on to state that this aim should also facilitate sustainable rural community needs, tourism and economic development by, amongst other things, ensuring that development is of a high-quality design and by supporting proposals for tourist and visitor facilities in sustainable locations where identified needs are not met by existing facilities as well as supporting rural employment where a rural location can be justified. Paragraph 84 of the Framework also supports rural tourism where the countryside character is respected.
32. The appeal site is located within an area identified on the HPLP as Glossopdale. Noting the appellants Statement of Tourism Need which includes excerpts from the HPLP and other tourism related publications, it appears that there is demand for quality tourism accommodation in the area, and I have no doubt the proposal would allow year-round good quality accommodation.

33. I note support for the proposal from the Council's Regeneration Service who advise that the proposal would encourage overnight stays in the area and that even if there would be no overall increase in visitor numbers, the conversion of a day visitor to a staying visitor through the investment in facilities which encourage people to stay locally would have an average boost to the local economy of £204.25 per visitor plus a significant supply chain boost. It has also put to me that the proposal would meet growing demand where there is a current lack of supply. However, given my findings in relation to the visual harm to the character and appearance of the area, this weighs significantly against the appeal site as a good location on which to address the undersupply of overnight visitor accommodation in the area.
34. The construction and operation of the proposal would result in job creation with 16 full-time staff on a 24-hour shift basis (albeit I recognise this number was suggested by the appellant for their original scheme for 15 lodges). There would also be indirect job creation within supply and service chains.
35. I have given careful consideration to the sustainability credentials of the proposed development, including the use of appropriate materials and its location in close proximity to various local services and facilities. I have also had regard to the proposed ecological measures and native planting. However, I note Derbyshire Wildlife Trust conclude that despite an overall minor net gain in habitat units, the proposal would result in a slight loss in high distinctiveness woodland and medium distinctiveness grassland. Therefore, I consider the biodiversity effects of the proposal would be neutral. Similarly, even if the surface treatment of The Heath would be upgraded, I give this neutral weight.
36. Bringing all the benefits of the proposed development together, overall, on the basis of the evidence presented, I afford them moderate weight.
37. There would be conflict with the development plan as I have found that the proposal would not be sensitive to its surroundings and would have a material adverse effect on the character and appearance of the local landscape to which I have apportioned significant weight. However, outside of my findings on the main issue, there would also be considerable benefits because of the appeal scheme encouraged by other elements of the development plan and the content of the Framework. In effect, the visual landscape protection policies of the development plan and the Framework in this case pull against the tourism related and economic benefits to the area.
38. Taking all of these considerations together in the overall planning balance, the harm that I have found to the landscape character and appearance of the area would not be outweighed by the benefits.

Conclusion

39. In conclusion, the proposal would conflict with the development plan when taken as a whole, and there are no other considerations, including the Framework, that outweigh this conflict. Accordingly, the appeal should be dismissed.

A Veevers

INSPECTOR