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Outline Planning Application

To Staffordshire Moorlands District Council

For the construction of residential development on land adjacent to 10 Cheadle Road, Cheddleton, Staffordshire, ST13 7HL

On behalf of Mr J. Arnold

PLANNING POLICY STATEMENT

July 2016

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SUPPORTING STATEMENT

For the construction of residential development on land adjacent to 10 Cheadle Road, Cheddleton, Staffordshire, ST13 7HL

On behalf of Mr J. Arnold

July 2016

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THIS DOCUMENT IS TO BE READ IN CONJUNCTION WITH 0255/01 HERITAGE STATEMENT AND ACCOMPANYING PLANS SUBMITTED AS PART OF THE APPLICATION.

1.0 INTRODUCTION

1.1 This Supporting Statement (Statement) is written on behalf of Mr John Arnold, under the Town and Country Planning Act 1990 to Staffordshire Moorlands District Council, under consideration for the delivery of residential development on land adjacent to 10 Cheadle Road, Cheddleton, Staffordshire ST13 7HL. The application is made on behalf of Mr John Arnold (Applicant), who seeks outline planning permission for the proposal with all matters reserved apart from layout and access.

1.2 The predominate objective of the application is to deliver residential development on a parcel of land to the west of Cheadle Road which sits between Hollow Lane and the Caldon Canal that will offer no detrimental impact on surrounding receptors and delivers a proposal which is respectful to the character of the existing settlement.

1.3 A previous application was submitted on the site in January 2016 for outline permission for five houses. This updated application has taken into consideration the Case Officers recommendations and reasons for refusal to provide a revised low key development which will have less of an impact on the setting of the surrounding Listed Building and Conservation Area than the previous application. Layout and access are addressed as reserved matters in this application. Only access was a reserved matter in application SMD/2016/0051. The highways had no objections to the application subject to conditions requiring completion of the access and further details of the relocation of the Bus Stop. The revised application therefore proposes to use the same access as the previous application.

1.4 The development proposes to deliver the dwellings in a manner that will have a negligible impact upon the surrounding environment while providing a housing contribution to the localised settlement and therefore is considered to be providing

"sustainable development": that which is supported by the National Planning Policy Framework (NPPF).

1.5 This statement identifies both the local and national planning polices and the material considerations that are most pertinent in the consideration of the application and evaluates these issues against policy where appropriate.

1.6 This application takes into consideration the advice and requirements of the National Planning Policy Guidance of 2014 (as updated).

2.0 LOCATION & DESCRIPTION

2.1 Site Location

The site in question lies immediately adjacent to Cheadle Road and immediately adjacent to the settlement of Cheddleton. The parcel of land sits in between Hollow Lane and the Caldon Canal. The proposal takes advantage of a parcel of land that has an immediate relationship with the settlement of Cheddleton, itself a densely populated settlement with a range of architectural styles and immediately available facilities. As such it is considered that the location of the site, its positioning in relation to surrounding residential development and its ability to take advantage of existing settlement infrastructure to access facilities identifies the location as sustainable in principle.

2.2 The site sits immediately adjacent to the settlement boundary which wraps itself around the southern boundary of the site and immediately east running along Cheadle Lane continuing north. It is clear that this settlement boundary has been drawn in a manner that incorporates existing dwellings into it and should the settlement boundary be updated in a manner that meets standard requirements for sustainable locations then the land would be incorporated within it. Further into the Supporting Statement therefore consideration of policies relating to land within the settlement boundary have also been considered.

2.3 The ownership boundary has a gradient rising from 99.8m AOD as its lowest point to 107.65m AOD a difference in levels of approximately 8.85m. The gradient of the part of the site which falls within the development boundary is relatively low, and minimal excavation work will be required. This is to maintain the prominent landscape which is visible when approaching the settlement.

2.4 While the application site sits outside of the settlement boundary it sits within the Cheddleton Conservation Area. There are also a number of listed buildings in the close vicinity to the site. To the north are seven Grade II* listed buildings at Cheddleton Flint Mill; to the south-east is the Red Lion Pub (Grade II); and to the south is Hall House (Grade II). There is also a cluster of listed buildings and structures near St. Edward's Church to the south-west along Hollows Lane. The impact of the development on the historic assets is evaluated in the accompanying Heritage Assessment 0255/01

2.5 Proposed Development

The proposal seeks to incorporate three residential dwellings each with a car parking area off a single access driveway track that takes advantage of the existing and established access onto Cheadle Road. The configuration of the dwellings has been undertaken in a manner so as to provide a good standard of internal and external space whilst providing a negligible impact upon existing surrounding environment by way of a low key approach design with minimal impacts on rights to light, physical overbearing and overlooking impacts.

2.6 To accommodate for the safety of the bus stop directly adjacent to the access it is proposed that the Bus Stop is relocated further down Cheadle Road away from the proposed access.

2.7 Due to the sensitive location of the development site it is imperative that landscaping is introduced on the site to minimise the impact of the development on the setting of the Conservation Area and the listed curtilages directly adjacent to the site. The development will improve and increase planting on the eastern boundary between the development land and the canal. Existing vegetation along the northern and western boundaries will be maintained and enhanced, the existing vegetation isolates the site

from the wider landscape including the Green Belt and the listed curtilages at Flint Mill. The most prominent views of the site are along the eastern boundary from Cheadle Road. To minimise the impact on localised views the development line is to sit along the norther boundary of the site as to retain all development to one site and retain two thirds of the site as undeveloped land.

2.8 The physical containment of the site within the incorporation of a wider site boundary is undertaken so as to provide a definitive but low key infill development that looks to holistically incorporate itself into the localised settlement in a naturalistic manner.

2.9 Biodiversity

An extended Phase 1 Ecological Survey has been undertaken by Ken Wainman and Mark Weston in support of the application with the conclusion being raised that the ecological impact of the proposed works are likely to be minimal given that the site is considered to be of no special ecological importance and subject to the proposed mitigation proposed development can take place in a manner that does not impact upon ecology. This is the same ecology report which accompanied application SMD/2016/0051 of which the councils ecologist did not raise a response to the application.

2.10 Arbocultural Survey

There are a number of tress present on site, in particular around the boundaries. The accompanying tree report advises that the majority are in poor to moderate condition. It is considered that given the location of the proposed dwellings from the retained trees that the proposals would not have an adverse impact upon trees or hedges.

3.0 PLANNING POLICY STATEMENT

3.1 Planning History

A previous application was submitted on the site in January 2016 for Outline permission with all matters reserved except access for the erection of five houses (1 affordable) and diversion of a public right of way. Application Reference SMD/2016/0051. This application was refused for three reasons. It is considered that the reasons for refusal have been addressed in this application to provide a development which is suitable in this location.

3.2 Planning Policy Framework

Analysis of the application against the Development Plan refers to the assessment of the following national and local planning policies and guidance documents pertinent to the application site:

- Staffordshire Moorlands Core Strategy (2014)
- Emerging Documents
- National Planning Policy Framework (NPPF) (2012)
- Supplementary Planning Documents

3.3 LOCAL PLANNING POLICY

3.4 Staffordshire Moorlands Core Strategy (2014)

The Core Strategy was adopted on the 26th March 2014. It is a strategic District wide plan which influences how and where the Staffordshire Moorlands will develop in the future.

3.5 Core Strategy policies SS1 and SS1a, identify that development should contribute positively to the social, economic and environmental improvement of the Staffordshire

Moorlands. . With reference to the three mutually dependent roles it is considered that the proposal accords with all three. From an economic perspective the proposal looks to incorporate dwellings to the benefit of housing supply in the area; from a social perspective the proposal provides high quality dwellings in an area that does not impact upon immediate receptors but maintains the right to enjoyment of the existing receptors in the surrounding area; and from an environmental perspective the proposal provides a development that does not impact upon the surrounding environment in a detrimental manner.

3.2 Core Strategy SS6a states that housing should be allocated where it will meet local housing needs and that where development lies outside of the built up areas this must be low scale development on small sites which relate well to the built up area and can be assimilated into the landscape and have good access. The local planning authority are currently in the position of being unable to demonstrate adequate deliverable and developable land for housing over the next 5 years. Therefore there is a significant demand to put forward suitable sites which can support housing development such as the proposal site at Cheddleton. The benefit of providing housing at a time when the council cannot demonstrate a 5 year housing supply brings significant social benefits of providing much needed housing and that the social benefits of providing development on this parcel of land outweighs the impact that the development has on the Green Belt given that the site is isolated from the wider Green Belt and has a stronger connection with the adjacent settlement boundary than the Green Belt and the open countryside to conform to policy SS6a.

3.3 Policy H1 advises that housing development should be at the most appropriate density. It is considered that due to the siting of the parcel of land outside of the development boundary and within the Conservation Area that contributing three houses on the site

is suitably balanced for the site to deliver a proposal which provides significant social benefits without harming the surrounding built and natural landscape to deliver a development which is compatible with the sites location and character. It is also considered that the layout of the development has taken into consideration the guidelines of policy DC1 which states that new development should be of a high quality design to add value to the area and that development should not impact on neighbouring amenity.

3.4 Policy SS7 states that development should be of a scale and nature and of a high quality design which conserves and enhances the heritage, landscape and biodiversity of the area. While scale and appearance are reserved matters in this application, it is considered that the delivery of three dwellings on the site would not detract from the semi-rural character of the site. The previous application was refused on the grounds that the development would detract from the rural nature of the land. It is however considered that due to the positioning of this parcel of land which is bordered on three sides by development that its rural character is weak. Delivering only three houses on the site leaves a large remainder of the site un-developed, it is therefore considered that the development contributes to a semi-rural character which should be more associated with this parcel of land than comparing it to a rural character, given that the site lies directly adjacent to the development boundary.

3.5 To adhere to the guidance of policy DC2, it is considered that the low scale development proposed on the field would not cause an urbanising effect when compared to the Industrial units which are located opposite the site and also sit adjacent to Caldon Canal and the boundary of the Conservation Area. While it is accepted that the proposal properties would be of a different architectural style as the Flint Mill Complex it would be considered as inappropriate to replicate the Grad I Listed

Buildings. It is not considered that the proposal would be out of character and would impinge harm on the adjacent listed buildings.

3.6 With regard to the impact upon the local biodiversity the accompanying ecology report did not identify any protected species on the site and that issues could be dealt with through good working practices and controls imposed by conditions, to be compliant with Core Strategy Policy NE1.

3.7 It should therefore be considered that the weight attached to delivering housing for an identified need, on a site which lies adjacent to the settlement boundary and is within close proximity to a range of amenities, outweighs the impact of the development on the heritage assets adjacent to the site, this is provided that suitable landscape is incorporated into the final design.

3.8 NATIONAL POLICY

3.9 Department for communities and Local Government- National Planning Policy Framework (NPPF, March 2012)

3.10 The framework sets out the Governments' requirements for the planning system and is a material consideration in planning decisions. The main objective of the NPPF is to push the planning system to contribute towards the achievement of "sustainable development" through the performance in three mutually dependent roles: an economic role, a social role and an environmental role.

3.11 Paragraph 9 of the NPPF states that: *"Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):*

- *making it easier for jobs to be created in cities, towns and villages;*
- *moving from a net loss of bio-diversity to achieving net gains for nature;*
- *replacing poor design with better design;*
- *improving the conditions in which people live, work, travel and take leisure; and*
- *Widening the choice of high quality homes.*

Plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas."

3.12 It is considered that the application site does not sit in isolation, as the site sits immediately adjacent to other dwellings in the area which make up the settlement of Cheddleton. The proposal meets the three arms of sustainable development as defined in NPPF Paragraph 7; it contributes to the localised housing supply (socio-economic) in a manner that does not cause significant harm to the environment (environmental). As such, where the issue of sustainability is discussed in the NPPF, it is considered that the proposal accords with it.

3.13 Paragraph 50 states: To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, Local Planning Authorities should:

- *"Plan for a mix of housing based on current and future demographic trends, market trends and the needs for different groups within the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own home);*
- *Identify the size, type, tenure and range of housing that is required in particular for locations reflecting the local demand; and*

- *Where they have identified the affordable housing need, set policies for meeting this need on site, unless of site provision or a financial contribution of broadly equivalent value can be robustly justified (for example, to improve or make effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time."*

3.14 The proposal has used the findings of the SHMA to determine, the type and tenure of housing which is required in the area. The proposal addresses the identified preference for the area and has allocated a parcel of land for development that is of a reasonable size to sit two/three bed properties.

3.15 Paragraph 49 of the Framework advises that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year housing supply of deliverable housing supply. In March 2015 the local planning authority demonstrated a housing supply equal to 1.84 years. Paragraph 14 of the NPPF advises that where relevant policies are out of date permission should be granted unless; *"any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the polices in the Framework taken as a whole; or Specific policies in this Framework indicted development should be restricted.* It is however considered that on balance the inappropriateness of introducing new development within the Conservation Area on an area of Green Belt land which the established development boundary wraps itself significantly does not outweigh the benefits of delivering residential development on this parcel of land in a District that can currently not demonstrate enough deliverable and developable land for five years.

3.16 The NPPF Framework sets the role of housing in supporting the broader sustainability of villages. Paragraph 55 of the Framework seeks to avoid the building of new isolated homes in the countryside except for very special circumstances. As the application is for outline it cannot be judged against the prescription relating to exceptional quality or innovative design. However as the development is of a limited size and the site boundaries would not extend beyond the existing development line, the level of harm attached to the open countryside would be negligible as the location of the proposal would share a stronger relationship with the built up area than it would with the open countryside.

3.17 Chapter 7 Requiring Good Design states that *"The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people."* It is considered that good design is reflected in the proposed layout of the development site. The design has taken into consideration the existing elements on and adjacent to the site to incorporate residential development on the site which is laid out as such to minimise the impact of the development on the surrounding natural and built landscape.

3.18 Chapter 9 of the NPPF relates to the protection of Green Belt land. Paragraph 79 states that; *"the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence."*

Paragraph 80 states the five main purposes of the Green Belt;

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;

- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

3.19 With regard to the above it is considered that the location of the development is such that the proposal will not encourage urban sprawl or encroachment into the countryside.

3.20 Paragraph 87 and 88 advises that Very Special Circumstances need to be demonstrated in support of Green Belt applications. The Very Special Circumstances to support this application are outlined in chapter 5.

3.21 Paragraph 87 *"As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances"*

3.22 Paragraph 88 "*when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.*

3.23 It is considered that the proposals location in the Green Belt is the most sensitive location to developing housing in a Green Belt location without inflicting harm on the open countryside and complying with the objectives of the Green Belt.

3.24 Chapter 12 of the NPPF, conserving and enhancing the historic environment, provides guidance on applications that impact upon the historic environment. Paragraph 128 states *"In determining applications, local planning authorities should require an application to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary."*

3.25 Paragraph 129 *"Local Planning Authorities should identify and assess the particular significance on any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal."*

3.26 Paragraph 131 *"in determining planning application, local planning authorities should take account of*

- *The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.*
- *The positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability; and*
- *The desirability of new development making a positive contribution to local character and distinctiveness."*

3.27 Paragraph 135 of the NPPF states that "*when determining an application the effects of that application on the significance of a non-designated heritage asset should be taken into account, and a balanced judgement will be needed having regard to the scale of any harm or loss on the significance of that asset*"

3.28 The impact of the development on the setting of the Conservation Area and the historic assets is evaluated in detail in the accompanying heritage statement 0255/01. Overall it concludes that due to the location of the proposal site and the positioning of the proposed development on the site that the proposal offers minimal detrimental impact to the surrounding receptors and delivers a respectful development in this sensitive location.

4.0 VERY SPECIAL CIRCUMSTANCES

4.1 There are several material considerations that must be taken into account in considering the development. It is therefore essential that the weight in favour of the development of the dwelling within the Green Belt outweighs any harm to the Green Belt through loss of openness as a result of the built elements of the proposal.

4.2 The development sites location in the Green Belt does not conform to the five purposes of the Green Belt, this is at it is considered that the location of the application site sits in isolation of the Green Belt. The parcel of land is distinctly separated from the wider Green Belt and countryside by the trees along the north western boundary of the site, which distinctly isolates the development from the wider countryside. The built up development on either side of the parcel of land further demonstrates that the land is not viewed within the wider landscape and has a distinct local connection with the built environment. It is therefore considered that due to the sites existing boundaries development can be sensitively delivered on the site without having a negligible impact on the character and conforming to the settlement pattern identified along Cheadle Road, safeguarding the countryside from encroachment. The application is located directly adjoining the village of Cheddleton and would be well sited adjacent to existing residential development. It would represent a sustainable form of development and would not be isolated in the open countryside. It would therefore be consistent with the local development plan and the national Framework.

4.3 It has been identified that the council is significantly underperforming in being able to demonstrate adequate deliverable and development land to support a five year housing supply, it is therefore considered that the social benefits of the proposal outweigh the

inappropriateness of developing on this parcel of Green Belt which has been identified as having a stronger relationship with the settlement boundary than the countryside.

4.4 It is therefore considered that the application on the site is applicable with local and national planning policy. However if on reflection the LPA consider that the application is not appropriate development then very special circumstances have been identified and weighted to support the application.

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