**DELEGATED DECISION REPORT**

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| **SMD/2017/0693**<br>**Valid 31/10/2017** | **6 THE BRIDGE**<br>**TEANFORD MILL**<br>**BREACH LANE**<br>**UPPER TEAN** | **CHANGE OF USE FROM FORMER MILL BUILDING TO FORM A SINGLE DWELLING HOUSE**<br><br>**(FULL - MINOR)** |

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## MAIN ISSUES

- Green Belt
- Design
- Highways
- Amenity
- Flood risk
- Ecology
- Living conditions of future residents - extant planning permission (SMD/2017/0091)

## DESCRIPTION OF SITE

The application site is located within Teanford, to the north of Upper Tean. It is located within the ward of Cheadle. The application site is located outside the development boundary and is located within the Green Belt.

The application site is a former mill building constructed from red facing brickwork, with a monopitched tiled roof. To the south / southeast of the building lie a variety of poor quality storage structures and containers which are spread across the site. The extant planning permission (SMD/2017/0091) is also located within the applicant's ownership and the permission requires these structures to be cleared from the site. The mill building extends to the north of the building proposed for conversion and is currently used for commercial storage purposes. Further commercial storage buildings lie to the southwest of the building in a single storey structure. To the south-west of the site lies a detached dwelling of modest proportions, with a terrace of 6 dwellings located beyond that to the south.

The building occupies a total floorspace of 108 square metres set over two floors.

## PROPOSAL

The planning application seeks permission for the conversion of part of the former mill into a single dwelling, by changing the lawful planning use. The proposed development would create a four bedroom dwelling. The accommodation would comprise of an entrance hall and WC leading into an open plan kitchen and living

area, with small utility room to the side. At first floor, it is proposed to create three bedrooms and a separate study and a bathroom.

The proposed development includes a yard to the front of the building which will provide off road parking for the proposed dwelling.

The proposed development would require the removal of an asbestos roof – this would need to be carefully managed through the appropriate channels. It is recommended that a planning condition could be attached to any grant of planning permission in this regard.

**RELEVANT LOCAL AND NATIONAL PLANNING POLICIES**

**Core Strategy Development Plan Document (Adopted 2014)**

S01 Spatial Objectives
SS1 Development Principles
SS1a Presumption in Favour of Sustainable Development
SS6 Rural Areas
R2 Rural Housing
DC1 Design Considerations
S4 Pollution and Flood Risk
T1 Development and Sustainable Transport
NE1 Biodiversity and Geological Resources

**National Planning Policy Framework**

Paragraph(s) 1-17
Section(s) 7 & 9

**SITE HISTORY / RELEVANT PREVIOUS APPLICATIONS**

**SMD/1989/1071** Site for residential development REFUSED 12/03/1990

**SMD/2017/0091** Proposed demolition/removal of existing commercial structures and erection of detached dwelling. APPROVED 12/07/2017. This application is also within the ownership of the applicant but has not yet been built. It is within close proximity to the current planning application for determination and shares the same vehicular access arrangement.

**DOC/2017/0074** Discharge of all conditions relating to application SMD/2017/0091. APPROVED 22/06/2017

**CONSULTATIONS**

**Publicity**

Site Notice expiry date: 10/01/2018

Neighbour consultation period ends: 10/01/2018
Press Advert: N/A

**Public Comments**

N/A

**Town / Parish Comments**

Cheadle Town Council has no objections to this application.

**Environmental Health**

N/A

**Staffordshire County Council Highways**

No objection, subject to the following conditions:
The development hereby permitted shall not be brought into use until the access, parking, servicing and turning areas have been provided in accordance with the approved plans. The parking, turning and servicing areas shall thereafter be retained unobstructed as parking, turning and servicing areas for the life of the development.

The existing parking area provided for the existing cottages shall be retained unobstructed as parking for the cottages for the life of the development

**Lead Local Flood Authority**

No comments have been received from the Lead Local Flood Authority

**OFFICER COMMENTS**

**Principle of Development**

Core Strategy Policy

Section 38 (6) of the Planning and Compulsory Act 2004 requires proposals to be determined in accordance with the Development Plan taking into consideration any material considerations relevant to the determination of the application.

The local development plan for this site comprises the Staffordshire Moorland Core Strategy (adopted 26th March 2014) and any relevant Supplementary Planning Documents (SPD's).

The National Planning Policy Framework (NPPF) published in March 2012 sets out the Government's planning policies for England and how these are expected to be applied. As stated in paragraph 2 of the NPPF, the document is a material consideration which must be taken into account in planning decisions.

The proposed development is located outside the development boundary within the Green Belt where Policy R2 of the adopted Core Strategy applies which relates to rural housing. It states that other than the sites identified through the site Allocation DPD, the following forms of housing development will be permitted: affordable housing, new dwellings which meet essential local need, replacement dwellings, the conversion of non-residential buildings and extensions to dwellings. The proposal is therefore in accordance with Policy R2 and is acceptable in principle.

Housing Land Supply

Given the Council's current position on housing land supply, the applicant has suggested that the site would be a contribution towards achieving a five year supply of housing land and this application would engage the presumption in favour of sustainable development enshrined within the National Planning Policy Framework.

It is acknowledged that Staffordshire Moorlands cannot currently demonstrate a 5 year housing land supply. Therefore, according to paragraph 49 of the Framework policies for the supply of housing are out of date and applications for residential development should be considered in the context of the presumption favour of sustainable development. For decision taking this means granting permission unless, inter alia, specific policies in the Framework indicate that development should be restricted. These are listed at Footnote 9 and include Green Belt policies.

Green Belt

The NPPF makes provision for Green Belt within paragraphs 79-82. Paragraph 89 of the NPPF states that local planning authorities should regard the construction of new dwellings in the Green Belt as inappropriate. However, there is also provision at paragraph 89 for extension to existing buildings and at paragraph 90 for the re-use of buildings, provided that the buildings are of permanent and substantial construction. It is considered that the proposed development accords with local and national planning policy, in terms of Green Belt issues

Commercial Reuse.

Policy R2 provides for conversion of non-residential rural buildings where suitable and worthy in physical, architectural and character terms and either viable alternative uses are unavailable or conversion would enable a building of particular merit to be safeguarded. This is not a building of particular merit but is suitable and worthy in physical and architectural terms and not unsuitable in terms of character. R2 would also normally require a market evaluation of the viability of the building for commercial use. However, given the chronic housing land supply shortage and the fact that due to compliance with NPPF Green Belt policy the presumption in favour of sustainable development is engaged, it is not considered that the loss of the employment site outweighs the benefits arising from the provision of an additional dwelling.

In light of the above, the principle of development is considered to be acceptable subject to the application demonstrating with relevant national and local planning policy relating to design, highways, highways, flood risk, and amenity.

**Design**

Policy SS1 of the adopted core strategy sets out a number of development principles which new development should adhere to in order to contribute positively to the social, economic, and environmental improvement of the Staffordshire Moorlands.

Policy SS1a of the adopted core strategy reflects the presumption in favour of sustainable development set out within the National Planning Policy Framework (NPPF). It states that planning applications that accord with relevant policies in the Local Plan will be approved without delay.

Policy DC1 of the adopted core strategy sets out a list of design considerations that new development should incorporate into any new scheme. It states that all development shall be well designed and reinforce local distinctiveness by positively contributing to and complementing the special character and heritage of the area.

Chapter 7 of the NPPF highlights the importance of good design, that good design is indivisible from planning and should contribute positively to making places better for people.

The application is accompanied by a structural survey, which confirms the fabric of the building is structurally capable of being converted into a residential dwelling house. It is considered that the proposed design is in keeping with the Staffordshire Moorlands and the materials proposed are characteristic of the area, particularly given that external changes are to be kept to a minimum and good use is made of existing openings. No detail has been provided of the proposed boundary treatment, materials etc. but this can be secured by condition.

**Ecology**

Policy NE1 of the Adopted Core Strategy relates to biodiversity and geological resources. It states that biodiversity will be conserved, enhanced and positively managed in order to resist any proposed development which could have an adverse effect upon protected species. The policy also seeks to ensure a net biodiversity gain, ensuring that any unavoidable impacts are appropriately managed.

The planning application has been submitted with an accompanying bat and nesting bird survey in support of the proposals, the report has been prepared by Absolute Ecology Wildlife Surveys. The survey concludes that the building has potential nesting opportunities for protected birds. The report concludes that there have been sightings of bats within the vicinity of the building, but that no bat roosts have been identified.

It is recommended that a condition is added to any grant of planning permission in relation to construction works, to ensure this does not take place during the bird nesting season when disruption to habitats could occur. Similarly, it is recommended that a condition regarding bats is applied, in order to preserve and enhance any

wildlife corridor which is being used by the local bat population and that their habitat is not destroyed.

It is considered that the proposed development accords with Policy NE1 of the adopted Core Strategy.

**Amenity**

In accordance with Policy DC1 all new development should be designed to protect the amenity of the area, including residential amenity, in terms of satisfactory daylight, sunlight, outlook and privacy.

Paragraph 17 of the NPPF highlights twelve principles that should underpin both plan-making and decision taking. One such principle is that planning should always seek to secure high quality design and good standard of amenity for all existing and future occupants of land and buildings.

It is important to consider the amenity of the proposed dwelling which has an extant planning permission at (SMD/2017/0091).

In terms of residential amenity considerations, the principal windows of the proposed dwelling house will not give rise to any overlooking of neighbouring residential occupiers to the south and southeast, and there will be no conflict with the Council's informal amenity standards. As a consequence the proposal will not give rise to significant and demonstrable adverse impacts to neighbouring residential amenity.

In terms of the amenity of future occupants, the proposed dwelling will benefit from a large area of domestic curtilage to its front that extends to some 332 square metres. Whilst this will have the effect of reducing the area of domestic curtilage associated with the dwelling approved under application SMD/2017/0091, the amenity space retained for that unit (210 square metres) will remain comfortably in excess of the minimum required by the Council's informal amenity standards (65 square metres).

**Highway Safety**

Access to the site will be taken via the new vehicular access recently approved under application SMD/2017/0091, with a spur created to serve the proposed dwelling. The approved vehicular access connects with the existing vehicular access that services Nos.1-6 The Bridge, Teanford.

The planning statement which accompanies the planning application states that the application site is located to the north of the existing cluster of properties on The Bridge, and will be approached via a new vehicular access that connects to the existing access off Breach Lane serving those properties.

Further the planning statement indicates that the principle of this new access has already been established through the extant planning permission (SMD/2017/0091), and the proposal encompasses a spur leading off the approved access and connecting to the application site. The statement suggests that the access will be of

sufficient width to accommodate the traffic generated by the proposed development and will lead into an area of parking and manoeuvring space that is sufficient to enable vehicles to exit the site in a forward gear. Finally, the planning statement states that the access onto Breach Lane affords reasonable visibility in both directions on egress, and as such the proposed development will not give rise to harm to highway safety in the locality.

Policy T1 of the adopted Core Strategy sets out the Council's position on development and sustainable transport. It states that the Council will promote sustainable patterns of transport which reduce reliance on the private car. It also requires that the appropriate level of car parking is provided.

Staffordshire County highways has been consulted on this planning application and have no objections to the application being approved, subject to conditions which are set out above.

**Flood Risk**

Policy SD4 of the Adopted Core Strategy concerns Flood Risk. It states that the Council will seek to ensure that the effects of pollution are avoided and that areas at risk of flooding are the least developed. The policy goes further, stating that the preference will be for the development of land at lowest risk of flooding. This adopts a similar sequential approach to that set out in Section 10 (paragraphs 100 and 101) of the NPPF.

The River Tean is located approximately 45m to the west of the application site.

The planning application is accompanied by a Flood Risk Assessment, prepared by Ambiental Technical Solutions Ltd. The report has undertaken an assessment of fluvial, ground water and surface flood risk in the area immediately surrounding the site. It concludes that whilst the existing building itself is within flood zone 1, the entire red edge site is within each of the flood zone categories.

The FRA concludes the following on flood risk: Bespoke flood modelling has been undertaken for River Tean to determine flood levels (including climate change flood levels) at the area of the proposed Mill building development (see Appendix B for full report). Analysis of modelled flood levels within River Tean has shown the area of the Mill footprint to be located more than 800mm above the 1 in 100 year and 1 in 100 year + plus climate change (20%, 30% and 50%) flood events. As such, and given that:

- the Mill footprint is located within Flood Zone 1 (Low Risk of Flooding);
- analysis of hydraulic modelling data has confirmed that the proposed development is located more than 800mm above the 1 in 100 and 1 in 100 year plus climate change modelled flood events;
- in terms of flood vulnerability, significant betterment can be achieved through the implementation of flood alert & warning procedures and an evacuation plan.

There is a flood zone which relates to the River Tean, to the west of the application site. The building itself is located within flood zone 1, considered by the environment Agency to be at least risk from flooding. However, part of the vehicular access to the site is located within Flood Zone 2.

In the absence of any objection from the LLFA, following the guidelines contained within NPPF, the proposed development type is considered to be suitable assuming appropriate mitigation (including adequate warning and evacuation procedures) can be maintained for its lifetime. This could be secured by an appropriately worded planning condition.

**CONCLUSION / PLANNING BALANCE**

The application seeks consent for the conversion of Teanford Mill, to accommodate a four bedroomed residential dwelling. The submitted plans show that the proposed residential development is located within close proximity to an extant planning permission (SMD/2017/0091) for another residential dwelling.

The site is located outside the development boundary within the Green Belt and should be considered as a conversion of an existing building. The principle of development is therefore considered to be acceptable subject to according with national and local policies.

Due to the nature of the layout, direction of sunlight, relationship between the nearby properties, and the nature and scale of the proposed development, it is considered that this application will not result in any adverse harm to the residential amenity of current or future occupiers (or neighbouring residential property), given the significant distance between these properties and the application site.

Overall, this application, is considered to accord with all relevant local development plan policies and other material considerations which includes the NPPF. In accordance with paragraph 14 of the NPPF the application is thereby recommended for approval subject to appropriate conditions being attached.

**OFFICER RECOMMENDATION : Approve with conditions**

**Case Officer: Laura Barrowclough**
**Recommendation Date: 19th February 2018**

X B.J. Haywood

Signed by: Ben Haywood

**On behalf of Staffordshire Moorlands District Council**