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# Planning and Affordable Housing Statement

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Cheadle North Strategic Development Area

Persimmon Homes (North West) Ltd

March 2018



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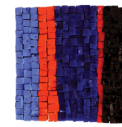
Paul Williams

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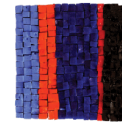
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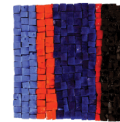


## **1 INTRODUCTION**

- 1.1 This Planning Statement accompanies a planning application for up to 300 dwellings and a primary school, submitted on behalf of Persimmon Homes (North West). It covers a site identified as the Cheadle North Strategic Development Area by Staffordshire Moorlands Council.
- 1.2 The application is in 'hybrid' form because it seeks a combination of detailed approval (full planning permission) and approval in principle (outline permission) to provide a comprehensive vision for the site. This is further described in Section 2, 'The Proposals'.
- 1.3 This Statement considers the site and its surroundings and previous planning history of relevance. It goes on to summarise the planning policies which are material to the proposal, together with other guidance and evidence which have been taken into account. The analysis addresses all of the issues which we consider to be relevant to the determination of the planning application. It concludes that planning permission should be granted, having regard to the development plan and other material considerations.
- 1.4 This Statement should be considered alongside the Design and Access Statement, which sets out how the proposals have evolved, based on the assessment of the context and pre-application consultation, and how these have been evaluated to produce the design principles and concepts used in the submission.
- 1.5 The application is also supported by the following documents:
- Arboricultural Impact Assessment prepared by Urban Green
  - Coal Mining Risk Assessment for Phase 2 prepared by e3P
  - Design and Access Statement prepared by FPCR
  - Ecological Assessment prepared by TEP
  - Economic Benefits Assessment prepared by Lichfields
  - Flood Risk Assessment and Drainage Appraisal prepared by RSK
  - Heritage Statement prepared by C. Henshaw
  - Landscape Visual Impact Assessment and Landscape Strategy prepared by FPCR
  - Noise Assessment prepared by Hepworth Acoustics



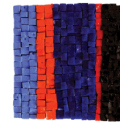
- Phase 1 Ground Investigations Report(including Coal Mining Risk Assessment for Phase 1) prepared by e3P
- Preliminary Site Investigation (Phase 2 Development Site) prepared by e3P
- Statement of Community Involvement prepared by Mosaic Town Planning
- Sustainability/Energy Statement prepared by JSP Sustainability Ltd
- Transport Assessment and Travel Plan prepared by Croft Transport Solutions
  
- The plans submitted as part of the application are:
  - Location Plan (Ref: ARC/LP/01)
  - Planning Layout Phase 1 (Ref: ARCH/PL/PH1 Rev M)
  - Illustrative Masterplan (Ref: 8060-L-07 Rev C)
  - Land Use and Phasing Plan (Ref: ARC/PP/01)
  - Topographical Survey
  - Engineering Appraisal Phase 1 (Ref: 10-01-01 Rev P1)
  - Engineering Appraisal Phase 2 (Ref: 10-01-02 Rev P1)
  - Alnwick Housetype Plans and Elevations (Ref: AN-NW02A)
  - Chatsworth Housetype Plans and Elevations (Ref: CT-WD10)
  - Chedworth Housetype Plans and Elevations (Ref: CD-WD10)
  - Chedworth Housetype (Render) Plans and Elevations (Ref: CD-WD11)
  - Clayton Corner Housetype Plans and Elevations (Ref: CCA-WD10)
  - Clayton Corner Housetype (Render) Plans and Elevations (Ref: CCA-WD11)
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  - Hatfield Housetype Plans and Elevations (Ref: HT-WD10)
  - Kendal Housetype Plans and Elevations (Ref: KL-WD10)
  - Roseberry Housetype Plans and Elevations (Ref: RS-WD10)
  - Roseberry Housetype (Render) Plans and Elevations (Ref: RS-WD11)
  - Souter Housetype Plans and Elevations (Ref: SU-WD10)



- Souter Housetype (Render) Plans and Elevations (Ref: SU-WD11)
- Winster Housetype Plans and Elevations (Ref: WS-WD10)

Pre-Application Discussions

- 1.6 The application has been preceded by community consultation and pre-application discussions with the Council. These are set out in the submitted Statement of Community Involvement.
- 1.7 In response to a request for a screening opinion, the Council has confirmed that an Environmental Impact Assessment is not required.



## 2 THE PROPOSALS

2.1 This section provides additional information about the development proposals. It should be read in conjunction with the Design and Access Statement, which describes the physical characteristics of the development in more detail.

2.2 The application description is as follows:

*“Hybrid planning application on land east of Froghall Road and north of Ayr Road/Cheltenham Avenue, Cheadle seeking 1) full permission for 125 dwellings and access to proposed primary school and 2) outline permission for up to 175 dwellings and primary school with multi-use games area, with all matters reserved”*

2.3 The overall site of 12.55 Ha is described by the Council as the ‘Cheadle North Strategic Development Area’ within the draft Staffordshire Moorlands Local Plan, which we discuss in Section 5. The Parameters Plan shows that the Phase 1 area is 4.96ha; the Phase 2 Residential Area is 5.35ha and the Education/Community Facility is 2.21ha.

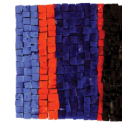
### Full Application

2.4 This encompasses 4.96 Ha of the site and seeks permission for Phase 1 of the residential development. The proposed 125 dwellings comprises the following:

- 2 bed: 43 Units (including 8 no. Affordable Rent and 5 no. Shared Ownership)
- 3 bed: 37 Units
- 4 bed: 45 Units

2.5 The properties are predominantly 2 storey other than 7 no. 2.5 storey units situated at focal positions within the site. The design and layout of the housing is explained within the Design & Access Statement.

2.6 Phase 1 includes a Local Equipped Area for Play (LEAP) to the north east. This equipment will be aimed at children between the ages of 3 and 9, so that it combines with the existing playground area to the north of Donkey Lane to provide a comprehensive resource. There will be additional public open space to the south of this, incorporating the remediated location of a former mine shaft, an existing public right of way and a section of hedge which will be reinforced by additional planting.



- 2.7 The primary site access is from Froghall Road via a priority controlled junction and will be 5.5m wide with a 2.4m by 43m visibility splay. It will require the relocation of the existing bus stop. In addition there is a secondary access proposed for Phase 1 from a continuation of Ayr Road. The access plans are shown in Plans 4 and 5 of the Transport Assessment.
- 2.8 Access to the school will be available directly from the new spine road provided within Phase 1 so that it can be delivered as a stand-alone project, regardless of the rate of delivery of the Phase 2 housing.

Outline Application

- 2.9 Outline permission is sought for a primary school within a site of 2 Ha and Phase 2 of the residential development consisting of up to 175 homes.
- 2.10 Whilst layout is a reserved matter, the Parameters Plan identifies the location of the school site and includes a suggested layout. This has the school building centrally located, with its main frontage to the proposed spine road. There would be a school field to the west, with car parking to the eastern side. Formal sports provision would be to the north-east of the main buildings, conveniently located for a changing rooms adjacent to the car park. It is anticipated that this will be in the form of a 60m x 40m multi-use games area or MUGA, with the general public able to use the sports facility outside of school hours.
- 2.11 It will be the role of Staffordshire County Council as Local Education Authority (LEA) to progress the school according to its own specifications and timetable, ensuring that the necessary school places are available when required.
- 2.12 Persimmon Homes will develop the housing element as a continuation of Phase 1. This is intended to allow a seamless transition, with the Masterplan showing the overall development concept. Phase 2 will have a more spacious character on the periphery combined with additional planting to create a transition to adjacent countryside. The undeveloped corridor of Cecilly Brook will contribute to this and will incorporate a balancing pond for sustainable drainage (SUDS), providing added ecological value.
- 2.13 Whilst approval is not sought for layout, Persimmon Homes propose a planning condition that no built development should occur within Flood Zone 3 (or 8m from the watercourse);



this removes the need for a sequential test because the proposal then directs development only to areas of low flood risk.

- 2.14 All matters are reserved so that the housing layout and mix can adapt in the light of experience with Phase 1 and the future housing market. Retaining access as a reserved matter will allow the internal road network to be adjusted as the scheme evolves. However, points of access are shown in the form of the continuation of the spine road from Phase 1 and the continuation of Cheltenham Avenue into the site (Plan 6 of Transport Assessment).

#### Developer Contributions

- 2.15 Persimmon Homes are willing to make a number of contributions in order to ensure that the impact of the development is acceptable. These will be subject to detailed consideration during the determination period, having regard to policy requirements, consultee responses, development viability and the legal tests contained within the Community Infrastructure Regulations 2010.
- 2.16 At this stage, having regard to pre-application discussions, Persimmon anticipate that the following will be offered by means of a Section 106 legal agreement or other appropriate mechanisms:
- **Education:** Persimmon Homes will provide land for the school, and access to the boundary of the school site as part of the first phase of development, at no cost to the Local Education Authority. The value of this will exceed the financial contribution to education which would otherwise have arisen from Phase 1. Therefore an element of this benefit is also attributed to Phase 2, leading to a residual financial contribution for primary education which is currently expected to be **£676,875**. Following pre-application discussions, the Local Planning Authority have confirmed that sufficient spaces currently exist to accommodate the expected additional secondary school pupils arising from the development, therefore no contribution is provided in this regard.
  - **Open Space:** Persimmon Homes will make a financial contribution to meet the playing pitch requirements for Phase 1 of the development; the Council has indicated that this will be spent on the multi-use games area within the school site on the basis

that this will be a dual use facility with public access outside of school hours. This sum is expected to be **£229,574**. The Council has indicated a preference for the inclusion of allotments as an alternative to a playing pitch within Phase 2. Based on a value of £200,000 for the provision of land and laying out the allotments, a residual sum of **£88,034** could be offered to the Council as an off-site playing field contribution for Phase 2.

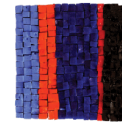
Regarding children's play, Phase 1 will incorporate provision as part of the development; the Council has indicated that it would prefer an off-site contribution for Phase 2 which Persimmon estimate to be **£224,973**.

A legal agreement will provide for the long-term management of play areas and incidental open space within the site.

- **Highways Improvements:** The Highway Authority has raised the possibility of a financial contribution toward works to improve the capacity of the town centre road network. The only relevant scheme of which we are aware is the improvement of a mini roundabout within the town centre. Whilst Phase 1 of the residential development will not result in any significant increase in congestion, Persimmon have factored in a contribution of £1,500 per plot from Phase 2 which would total **£262,500**.
- **Affordable Housing:** Persimmon Homes propose that 10% of the dwellings on the site should be affordable, of which 60% would be for social/affordable rent and 40% intermediate or starter homes. The level of 10% is intended to ensure a viable development, having regard to the costs of complying with the additional requirements listed above. The 60/40 split is based on the latest position of the Council as set out in the submission Local Plan and so is presumed to reflect its latest comprehensive evaluation of what is appropriate.

2.17 The above represents Persimmon Homes' understanding of the likely s106 contributions that will be sought and are borne out of pre-application discussions. It is acknowledged that these figures may change during the determination process

and therefore the Company reserves the right to revise the above having regard to scheme viability.



### **3 SITE AND SURROUNDINGS**

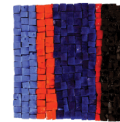
- 3.1 The 12.55 hectare site is located to the north of Cheadle and to the east of the A521 (Froghall Road). The presence of an existing enclave of development to the north of Donkey Lane means that the site is already surrounded by existing development on three sides. Nearby development is predominantly residential, other than a transport depot on the opposite side of Froghall Road.
- 3.2 The north-eastern boundary is formed by a field boundary, with open countryside beyond. There is a listed farmhouse within this at Broad Haye, although this is dominated by utilitarian agricultural buildings which are closer to the application site. The eastern boundary contains Cecilly Brook and is within Flood Zones 2 and 3. The proposed development area is to be confined to Flood Zone 1.
- 3.3 There are a number of hedges and trees within or bordering the site, predominantly along field boundaries. A single tree is covered by a Tree Preservation Order (SM182T00). A Public Rights of Way (Cheadle 38) crosses the site from Donkey Lane and then follows the southern boundary.
- 3.4 Whilst the land has the appearance of a greenfield site, it is affected by the legacy of coal mining activity with disused shafts present.
- 3.5 The site is approximately 900m to the north of Cheadle town centre. Plan 8 within the Transport Statement shows the proximity of local services, and also an illustrative 2km pedestrian catchment area; the majority of Cheadle can be accessed along with various amenities such as The Alton Arms Public House, Iceland, Boots Pharmacy, Morrisons, Cheadle Police Station, ASDA, Cheadle Methodist Church and The Post Office. There are also bus stops close to the site, with up to 3 services per hour linking to the town centre, Uttoxeter, Hanley and Leek.
- 3.6 The physical characteristics of the site and its surroundings are described in more detail in the Design and Access Statement.

#### Local Plan Designation

- 3.7 Phase One currently falls within the settlement boundary of Cheadle and is shown as 'development committed, under construction or completed' on the 1998 Staffordshire

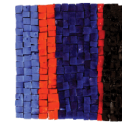
Moorlands Local Plan Proposals Map which remains in force, whereas the Outline application area is open countryside. An unspecified area of the site is identified within the Staffordshire Moorlands Core Strategy (2014) as a Broad Location for Housing under Policy SS5c.

- 3.8 Relevant policies, together with the proposed allocation of the site for housing and primary school in the emerging local plan, are set out in Section 5 below.



#### **4 PLANNING HISTORY**

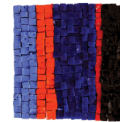
- 4.1 The Staffordshire Moorlands Local Plan shows Phase 1 of the housing development to be 'development committed, under construction or completed', although explanatory information has not been found.
- 4.2 A planning application for residential development of 7.5 acres at Donkey Lane is described as both 'invalid' and 'refused' on the Council's website (SMD/1980/1023).
- 4.3 An application for 198 dwellings was withdrawn in 2002 (SMD/2000/0629),



## 5 PLANNING POLICY, GUIDANCE AND EVIDENCE BASE

### National Planning Policy and Circulars

- 5.1 The National Planning Policy Framework (NPPF) provides the overarching planning principles for all new development.
- 5.2 Paragraph 7 of NPPF states that there are three dimensions to sustainability: economic, social and environmental. The social role includes ***“supporting strong, healthy and vibrant communities, by providing the supply of housing required to meet the needs of present and future generations”***.
- 5.3 Paragraph 8 of NPPF states that economic, social and environmental gains should be sought jointly and simultaneously through the planning system
- 5.4 Paragraph 11 reiterates that Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 deems that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.5 Paragraph 14 of NPPF states that a presumption in favour of sustainable development must be applied where development plan policies are out of date, and specific policies in the Framework do not restrict development; this means granting permission unless ***“any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.” (parag. 14)***
- 5.6 Paragraph 17 sets out 12 core planning principles which should underpin decision taking. Whilst they are applicable to the proposal in general, the following are of particular relevance:
  - Planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth.



- Planning should promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas...
- Planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- Planning should deliver sufficient community and cultural facilities and services to meet local needs.

5.7 Paragraph 49 of NPPF confirms that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

5.8 With regard to community services such as schools paragraph 70 of the Framework states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should ***“ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”***

5.9 Paragraph 72 states ***“The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should: give great weight to the need to create, expand or alter schools...”***

#### **Local Planning Policy**

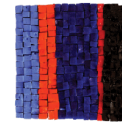
##### Staffordshire Moorlands Local Plan (1998)

5.10 Whilst this Plan is largely superseded by the Core Strategy, a relevant appeal decision has confirmed that the settlement boundaries from this document remain in force. The area over which full permission is sought currently falls within the settlement boundary of Cheadle and is shown as ‘development committed, under construction or completed’ on the Proposals Map, whereas the Outline application area is designated as open countryside.

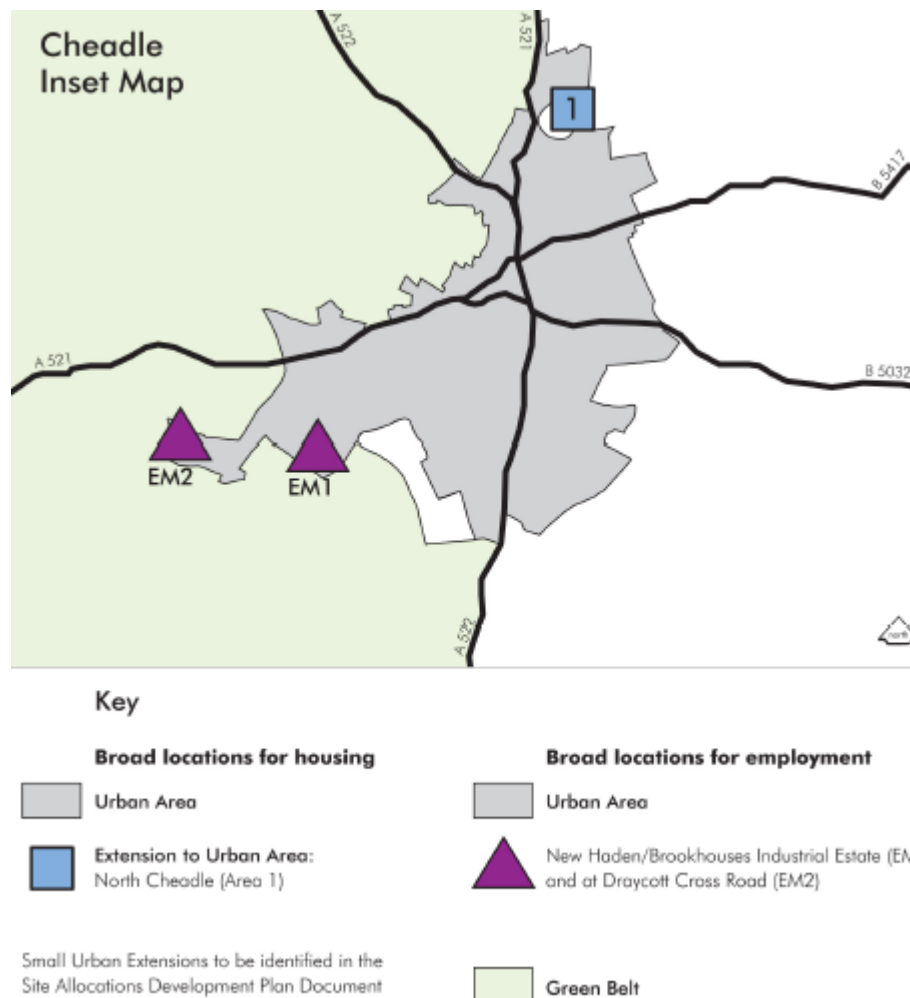
##### Staffordshire Moorlands Core Strategy (2014)



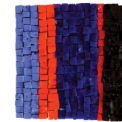
- 5.11 Policy SS2: Future Provision of Development requires 6,000 net additional dwellings between 2006 and 2026.
- 5.12 Paragraph 7.27 states ***“The rate of housing development in Cheadle will be increased from a past average of 42 dwellings/annum to 60.5 dwellings/annum reflecting the need to strengthen Cheadle’s role in the District, bring forward infrastructure improvements through development and create a more self-sufficient town. Opportunities for development on brownfield sites are limited in Cheadle and therefore in the medium to longer term greenfield site development on the edges of the town will be required. It is considered that the most sustainable way of expanding the housing market area is through urban extensions in appropriate areas which can deliver suitable infrastructure improvements.”***
- 5.13 Regarding education and community facilities in general terms ***“To address the identified need for health and education provision, redevelopment or development of services and facilities will...be considered appropriate in principle, where this meets an established need or shortfall”*** and ***“In order to maximise both the provision of community services and the best use of developed sites and existing facilities, the Strategy proposes to promote the co-location or sharing of community uses where this is relevant thus reducing the need to find additional sites. Of particular relevance would be school facilities and grounds where the buildings and facilities can be utilised for other uses at appropriate times.”*** (parag. 7.32)
- 5.14 Policy SS5: Towns proposes 1,320 net housing completions in Cheadle between 2006 and 2026.
- 5.15 Policy SS5c Cheadle Area Strategy states ***that “The Council and its partners will seek to expand the role of Cheadle as a significant service centre and a market town...Sites on land adjacent to the urban area shall be in locations which relate well to the urban area, can be assimilated into the landscape, and would help secure infrastructure improvements for the benefit of that part of the town.”***
- 5.16 This policy references an ***“Extension to the urban area to the north (Area 1)”*** as the **first priority** for additional housing development outside of the urban area. The text refers to this as a ‘broad location’ which might accommodate up to 240 dwellings and this is shown on the



Cheadle Inset Map of the Key Diagram (p221) reproduced on the following page. The expansion of housing and community provision is to include ***“providing additional educational, health and community facilities, including, if required....a new primary school to serve north/east Cheadle”***.



- 5.17 The intention having been that this would be progressed through an intended Site Allocations DPD which would have defined the precise boundary. The Core Strategy was accompanied by a Sustainability Appraisal Report; Section O provides a sustainability appraisal of the Broad Locations and page 126 provides a site-specific assessment to which we have had regard in our analysis.



- 5.18 Policy H1 New Housing Development: ***“New housing development should provide for a mix of housing sizes, types and tenure including a proportion of affordable housing”.***
- 5.19 Policy H2 Affordable and Rural Needs Housing: seeks 33% affordable housing; ***“The actual level of provision will be determined through negotiation taking into account development viability and other contributions... Unless circumstances dictate otherwise and in agreement with the Council, 70% of all affordable dwellings provided on each site should be social rented housing with the remainder being intermediate housing.”***
- 5.20 In addition, there are a number of general development management policies which are relevant to the application.

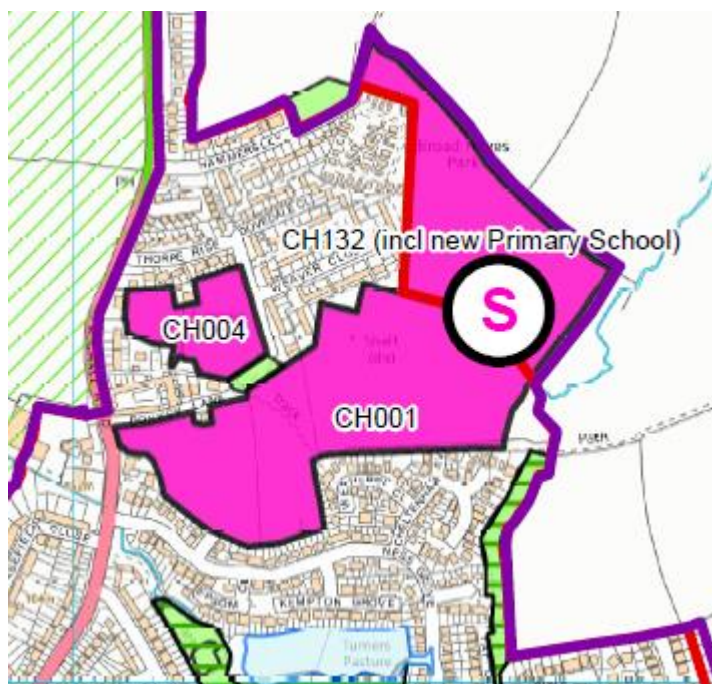
Submission Staffordshire Moorlands Local Plan (2018)

- 5.21 The site is allocated as ***‘Cheadle North Strategic Development Area’*** for 320 dwellings under Policy H2. Policy DSC1 is the accompanying site-specific policy and states ***“Land amounting to 11.2 ha is allocated for residential development of approximately 320 dwellings, including a new County Primary School and school/community playing pitches (approximately 2ha) and associated public open space.”*** The comprehensive masterplan should include:
- Transport Assessment along with suitable access design;
  - Detailed investigation work in relation to the mining legacy of the site;
  - Provision of a landscaping plan including submission of landscape and visual impact assessments to address recommendations set out in the Council's Landscape, Local Green Space and Heritage Impact Study;
  - A detailed assessment of the significance of the heritage asset and how it may be affected, in addition to mitigation measures including screening of the north-eastern boundary as set out in the Council's Landscape, Local Green Space and Heritage Impact Study;
  - Consideration of the growth that may impact on the Cecilly Brook Local Nature Reserve (LNR) in order to manage the impact on the Green Infrastructure Network

and the LNR to ensure that Local Plan policy requirements can be met for minimising impacts on biodiversity (and providing net gains in biodiversity where possible); and establishing coherent ecological networks that are more resilient to current and future pressures; as well as enabling water quality improvements in line with the Water Framework Directive objectives;

- Surveys and actions recommended by the Extended Phase 1 Habitat Survey and Local Wildlife Assessment and include measures for protection and enhancement of site biodiversity and protection of any geodiversity;
- Priorities and actions identified in the Council's Green Infrastructure Strategy;
- Retention of trees protected by Tree Preservation Orders;
- A site specific flood risk assessment and early discussions with the Lead Local Flood Authority;
- Contributions towards infrastructure, public open space, education, services and other community needs including sports facilities as required;
- Affordable housing in accordance with Policy H3; and
- Public footpaths crossing the site will need to be retained and pedestrian connections should be made to the residential areas surrounding the site.

5.22 The evidence base includes an Initial Sustainability Appraisal Report (April 2016) which considers the site under references CH001 and CH132. We have had regard to this in our analysis. The following extract from the associated Cheadle map shows the location of the site in relation to the town centre, including the letter 'S' which denotes the approximate location envisaged for the school:



- 5.23 Other policies of relevance are concerned with the amount and distribution of development, including Policy SS3 Cheadle Area Strategy which seeks to expand its role of Cheadle as a significant service centre and a market town, this takes forward Policy SS4 which proposes that 25% of the authority's housing development should be within the town. Policy H3 Affordable Housing provides a target of 33% affordable housing, with the actual level of provision will be determined through negotiation taking into account development viability and other contributions. The policy seeks 60% of all affordable dwellings as social/affordable rented housing with the remaining 40% being intermediate/starter homes. A range of development management policies are also relevant.

#### **Other Relevant Guidance and Reports**

##### Housing Delivery Schedule 2017

- 5.24 Based on the Core Strategy requirement of 6,000 dwellings for 2006-2026, the Council has calculated that it has a housing land supply of only 1.99 years. There have only been 189 net dwellings completed in Cheadle since 2006/7, with commitments for a further 244.

##### Strategic Housing Market Area (SHMA) Update 2017

- 5.25 This document forms part of the evidence base for the emerging Local Plan. This suggests that the annual housing requirement falls within a range of 235 to 330, including a modest

uplift for affordable housing. It implies that the figure should be nearer to the top of the range: ***“If the Council were to pursue a figure significantly lower than 330 dpa whilst also planning for a level of annual job growth or even job stabilisation, it would need to justify how it would mitigate or avoid the adverse housing, economic and other outcomes that a lower-growth approach would give rise to. It would also need to evidence how the adverse impacts of meeting housing need would ‘significantly and demonstrably outweigh the benefits’ [Framework §14] as well as make provision, through the duty-to-cooperate, for those needs to be met in full elsewhere within the wider HMA.”*** (parag. 8.10).

Infrastructure Delivery Plan Baseline Report (2016)

- 5.26 This document identifies the need for new primary school provision in Cheadle. It states ***“It may be necessary to consider locating the school within the north east of the area to avoid the impacts of congestion in the centre.”*** (Table 12).

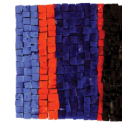
## 6 ANALYSIS

### Principle

- 6.1 In accordance with section 38 of the Planning and Compensation Act 1991, the starting point in considering the application should be the Development Plan. The adopted Core Strategy identifies a broad location for the extension of Cheadle at the site under Policy SS5c. This is identified on the Key Diagram and expected to accommodate around 240 houses. It is to be the first priority for additional housing development outside of the urban area. Whilst the specific boundaries have not been defined, this clearly establishes the principle of a significant amount of new housing in this location.
- 6.2 The Council's Housing Delivery Schedule (31st March 2017) identifies a total net deliverable supply of 1,442 dwellings over 5 year, of which 224 are in Cheadle. This equates to a 1.99 year supply, compared with the 5 year provision required by paragraph 47 of NPPF. As the Council cannot demonstrate a 5 year supply of housing land, the application must be assessed on the basis of paragraphs 49 and 14 of the National Planning Policy Framework (NPPF) and the presumption in favour of sustainable development. In short, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The remainder of this analysis will set out the overwhelming benefits of granting planning permission, including the provision of the school which in itself constitutes a significant benefit.

### Housing Delivery

- 6.3 It is not only the absence of 5 year supply which should be given significant weight, but the low actual delivery of both market and affordable housing. Under Core Strategy Policy SS2, an average of 360 dwellings should currently be completed per annum in the period 2016-21, but the net total in 2016/17 was just 128 or 36% of this requirement. The Council's expectation is that Cheadle should deliver 60.5 dwellings per annum but, since the peak of 46 in 2009/10, the annual average has been fewer than 13.
- 6.4 The involvement of Persimmon Homes as a leading national housebuilder with a proven track record will provide a significant boost for delivery within Cheadle and benefit the position in Staffordshire Moorlands as a whole. Such assurances of delivery should be afforded significant weight in the decision-making process.



#### Affordable Housing

- 6.5 In the last year for which an Annual Monitoring Report is available (2015/16), just 19 affordable housing units were built in the Staffordshire Moorlands, of which 0 were in Cheadle.
- 6.6 The proposed level of affordable dwellings at the site has been determined by the viability of the scheme, but nevertheless there will be 30 houses provided in addition to the other benefits of the scheme including provision of the primary school.

#### Education and Community Provision

- 6.7 Adopted Core Strategy Policy SS5c anticipates the need for a new primary school within this area of Cheadle and paragraph 72 of NPPF states how the Government attaches great importance to ensuring that a sufficient choice of school places is available.
- 6.8 As noted in the policy section earlier, the adopted Core Strategy supports the development of schools in principle where there is an established need and it also promotes the sharing of community uses such as school grounds.
- 6.9 Significant weight should be afforded to the provision of land (and financial contributions) as part of this application, to support delivery of a new school and community facility in accordance with Policy SS5c of the adopted Core Strategy.

#### Emerging Local Plan

- 6.10 Whilst the submission Local Plan which allocates the site for housing and a school has limited weight at present, the allocation of this particular site should be given significant weight due to the location having already been included within the adopted Core Strategy. Whilst the number of dwellings proposed is now higher, the previous figure was only indicative and not based on specific site boundaries. The application of paragraph 14 of the Framework in the context of a severe housing shortfall emphasises the need to maximise delivery.

#### **Development Management Issues**

##### Highways and Transportation

- 6.11 A Transport Assessment has been provided by Croft Transport Solutions. The traffic impact assessment indicated that the proposed development can be accommodated on the local highway network, with a minimal impact on the junctions in the area. Additional delays

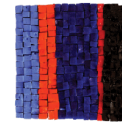


during peak periods are forecast to be minimal and the Council is considering improvements to the Cheadle town centre highway network.

- 6.12 The proposed development benefits from being accessible on foot with the existing and proposed pedestrian provision providing access to Cheadle town centre and the surrounding areas. The site is accessible by bus with bus services providing access to local destinations such as Cheadle town centre, Uttoxeter and Hanley. A Framework Travel Plan will be implemented to encourage the use of non-car modes.
- 6.13 The comprehensive masterplanning of the site integrating formal areas of play, a primary school and community facilities alongside residential development further supports the sustainability credentials of the site.

#### Flood Risk and Drainage

- 6.14 The location of the proposed development is within Flood Zone 1, and so at a very low risk of flooding from fluvial sources. Whilst there is Flood Zone 2 and 3 within the site boundary, this will not be developed and sustainable drainage (SUDS) features should remain outside of Flood Zone 3.
- 6.15 Flood risk from surface water is generally very low across the site. Existing risks to housing from surface water runoff are found on the western boundary. The development of this land could provide a betterment to the existing drainage by directing this runoff to a sewer network.
- 6.16 Flood risk from other sources – groundwater, sewers, reservoirs and artificial sources – is low. The development will have no impact on other forms of flooding when flows are attenuated and discharged to the watercourse at a rate of 39.8l/s (QBar Greenfield runoff rates).
- 6.1 The current proposals are to convey surface water runoff by gravity, towards the eastern low point where attenuation for the 1in 100 year event plus 40% climate change will be provided. It is considered unlikely infiltration based SUDS can be utilised given the geology of the site. There will be a combination of over-sized pipes, cellular storage and an attenuation basin which can also provide ecological benefits. From this location it is proposed to discharge water into the brook at a controlled rate.



- 6.2 Overall the development of the site should not be precluded on flood risk or drainage grounds.

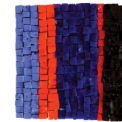
#### Ground Conditions

- 6.3 Intrusive ground investigations in Phase 1 comprising three deep rotary boreholes did not identify any shallow coal seams or evidence of historic mine workings to the base of the boreholes. The only potential area of shallow working is in the southern sector but no outcrop is recorded and so any workings would be at a lower depth meaning no risk of subsidence. A capped shaft is thought to have been an air shaft and a 20m stand-off is recommended. Additional test boreholes will be required for Phase 2 due to the potential risk of subsidence from unrecorded coal workings.
- 6.4 Localised made ground and the filled shaft could be a source of hazardous ground gas. In relation to groundwater, there is no evidence of risk to controlled water receptors or the wider environment.
- 6.5 The partial site report advises that the mine entry must be subject to a stabilisation solution including pressure grouting and capping, with no structures within a minimum 5m stand-off zone. It sets out foundation options appropriate to clay soils present and advises that soakaway drainage may not be feasible. A large volume of topsoil will be generated and cut/fill works will be required given topographic variation across the site.

#### Trees

- 6.6 The proposed phase 1 development necessitates the removal of 4 trees, 4 groups, 2 sections of one other group, the majority of H7 and sections of a further 3 hedgerows. Consultants Urban Green consider these to all be of low value and recommend that this tree loss is mitigated by replacement planting. Except for H17, the tree stock within the Phase 2 area is predominately confined to the boundaries of the site and therefore this can be developed with limited arboricultural impact.
- 6.7 The Urban Green report contains a Tree Protection Plan. The new driveway within the rooting area of T11 will need to be constructed using an above ground system to avoid damage to the roots of this TPO tree.

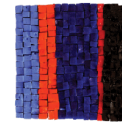
#### Landscape



- 6.8 The Landscape Assessment concludes that the site's landscape is of medium quality and has the capacity to absorb change through the introduction of high quality development. The site is well located within the existing built development of Cheadle and will provide a logical extension of the town to the north. A relatively small number of residents will have significant visual changes as a result of the development. Land to the north of the site and the east remains the most sensitive due to topography and open countryside to the east. Proposed buffers and additional planting have helped mitigate against the potentially negative impacts at these locations. Whilst there would inevitably be some adverse landscape and visual effects, these would be localised and limited in their extent. As a result of the delivery of public open space, reinforced hedgerows, and Cecilly Brook enhancement planting to the southern boundary all giving rise to beneficial effects, the adverse effects would diminish over time as the Green Infrastructure framework becomes established and matures, and provides screening and softening of the development.

#### Ecology

- 6.9 The submitted Ecological Assessment is based on a desktop study, extended Phase 1 Habitat Study, a preliminary bat roost assessment of trees and water vole and otter surveys.
- 6.10 The trees, scrub and hedgerows on site offer suitable habitat for nesting birds. No evidence of badger was found during the extended Phase 1 survey. Water vole evidence was found present along the brook during surveys in June and September 2017.
- 6.11 The impacts on habitats assessed within this report are similar for both Phase 1 and Phase 2 of the development if they were to be developed separately. However, impacts on the brook located to the east of the site and the associated presence of water vole are only relevant to the Phase 2 development.
- 6.12 It is assumed that any Phase 2 development will respect an 8m buffer from the watercourse, and that the hydrological design will ensure there is no risk of pollution or siltation during construction or operation, in accordance with standard Environment Agency guidance. The brook corridor should be kept unlit (using a Sensitive Lighting Design) where possible in Phase 2 development.



- 6.13 Infill planting of retained internal hedgerows will help create greater connectivity to the boundary hedgerows and riparian corridor east of the site, a key feature which has potential to be used by foraging and commuting bats.
- 6.14 Habitat enhancements measures for a range of species should be considered and implemented within the scheme design where possible. Any vegetation clearance should be conducted outside of the bird nesting season (March-August) in order to avoid potential harm to nesting birds.

#### Noise

- 6.15 In order to protect the amenity of the residents in the new dwellings close to the proposed primary school and multi-use games area, an acoustic fence of at least 2 metres in height is recommended in the submitted report. Standard double glazing is concluded to be adequate for all bedrooms and living rooms. Bedrooms closest to the A521 will require an acoustically treated means of ventilation to achieve the internal noise criteria. Noise from the proposed electricity substation should be controlled to be no more than the existing background sound level at the nearest dwellings.

#### Heritage Impact

- 6.16 A Heritage Statement has been prepared to support the residential development of the site. This considers remnants of industrial archaeology, including the routes of former tramways of which sections are now used as footpath.
- 6.17 There will be only a limited impact on the setting of the Grade 2 listed Broad Haye Farmhouse. This is already dominated by substantial functional agricultural buildings and is separated from the site by a field.
- 6.18 There is existing vegetation on the north-eastern boundary of the site and this should be reinforced to mitigate the impact of the development in the wider landscape. This will have the added benefit of screening the site from the listed building. The section of footpath can be retained as existing.

#### **The Planning Balance**

#### Economic Sustainability



- 6.19 The submitted Economic Benefits Assessment sets out the direct, indirect and induced economic benefits of the housing development that are both quantifiable and non-quantifiable. An accompanying infographic is attached as an Appendix to this statement.
- 6.20 The benefits include the creation of 41 equivalent full-time jobs during construction and supporting a further 62 'spin off' jobs from the wage spending of construction workers and supplier sourcing. Some £6.3M of direct and indirect Gross Value Added (GVA) will be generated during the construction phase, whilst during the first occupation of the dwellings around £1.7M will be spent on goods and services, a proportion of which will be retained locally. It is estimated that residents will subsequently spend £2.7M annually at a local level. There will eventually be £434,000 in annual Council Tax receipts in addition to the New Homes Bonus of some £1.4M over a 4 year period.
- 6.21 The construction and operation of the school will provide additional benefits, including long-term direct employment within the subject site.

#### Social Sustainability

- 6.22 The provision of a range of market and affordable housing in a local authority which has experienced significant and prolonged under-delivery should be given substantial weight.
- 6.23 The mix of new dwellings, the school, multi-use games area and allotments will contribute to a healthy, integrated and inclusive community consistent with paragraph 70 of NPPF. The shared use of school facilities by the community is specifically promoted by the Core Strategy.

#### Environmental Sustainability

- 6.24 The proposal involves the loss of greenfield Grade 2 agricultural land; however, it is evident that the housing needs of both Cheadle and Staffordshire Moorlands cannot be met without utilising a modest proportion of such land.
- 6.25 The site is in a sustainable location, within walking of the services and facilities of Cheadle town centre and served by existing bus routes. The inclusion of the school will reduce the need to travel, not only by residents of the site but from the existing residential areas to the north of the town.



- 6.26 The site has not been designated as having particular landscape value and is well related to the existing settlement form of Cheadle. Built development shown on the indicative layout will not be prominent from the listed Broad Haye farmhouse having regard to the intervening farm field and the intended siting of allotments at the northern end of the application site.
- 6.27 The provision of allotments contributes to environmental sustainability in itself. No build development will occur outside of areas with low flood risk and the proposals also include sustainable drainage (SUDS) so far as is practicable given ground conditions.
- 6.28 The development provides an opportunity to secure a series of habitat enhancements which are set out at paragraph 6.13 in the Ecology Assessment.

## 7 CONCLUSION

- 7.1 Significant weight should be given to the fact that the site is already identified as the first choice for an extension of the urban area of Cheadle in the adopted Staffordshire Moorlands Core Strategy. Whilst the submission Local Plan is currently in draft form, it confirms the Council's continued commitment to the site in the context of the latest evidence base and identified development requirements.
- 7.2 Even had the site not been already preferred, the precarious housing land supply position in Staffordshire Moorlands means that national planning policy directs that permission should be granted unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits.
- 7.3 The application of this presumption in favour of sustainable development requires the balancing of the economic, social and environmental impacts of development. Our analysis has quantified the economic benefits from the construction and occupation of the housing, to which must be added those from the construction and operation of the school. The delivery of market and affordable housing, the provision of a new educational facility, the proposed shared use of the multi-use games area and the laying out of allotments will all have social benefits. Although some greenfield land will be lost, there is scope to mitigate landscape and ecology impacts and the site is in a highly sustainable location.
- 7.4 In conclusion, the balance of arguments in favour of the proposed development is overwhelming and planning permission should be granted without delay in accordance with the Government's planning policy agenda to boost significantly the supply of housing.