ASPBURY Planning
Your Vision, Our Focus

Hillswood Care Ltd.

Hillswood Lodge, 9 The Close, Leek Road, Endon

Spatial Planning Statement

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To support a Full Planning Application to Staffordshire Moorlands District Council for the erection of a two storey side extension to an existing residential care home

Our REF: MJD/HILLS/18/1609

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1.0 INTRODUCTION

1.1 This Spatial Planning Statement has been prepared to support a planning application submission to Staffordshire Moorlands District Council for a two storey side extension to an existing residential care home at Hillswood Lodge, Endon, on behalf of Hillswood Care Ltd. It should be noted that this application effectively forms a resubmission of a planning application reference: SMD/2018/0082 submitted in February 2018 which was refused at Planning Committee in August 2018.

1.2 The Statement should be read in combination with the following supporting information submitted with this Application:

- Design and Access Statement (Forefront Development Consulting)
- Proposed Site and Location Plan Drawing Ref: 17-143-13 (Forefront Development Consulting)
- Proposed Floor Plans and Roof Plan Drawing Ref: 17-143-11 (Forefront Development Consulting)
- Proposed Elevations and Section Drawing Ref: 17-143-12 (Forefront Development Consulting)
- Existing and Proposed Visualisations (Forefront Development Consulting))

1.3 Firstly, this Statement outlines details of the site, general locality and the planning history, followed by the particulars of the proposed development of the site. The Statement then goes on to review local and national planning policy, and finally outlines an assessment of the proposed scheme against all policy considerations and relevant material considerations.

1.4 The Statement concludes that the proposed development represents an opportunity to support the growth of an existing and well-established local business which will in turn continue to support existing employment and create new employment opportunities. In addition, the development will provide specialist care facilities which are essential to meet the needs of a growing aging population. Overall, this application has sought to address the concerns raised by Members, specifically those regarding the amenity of neighbouring dwellings, by incorporating a revised design of the proposed extension, particularly to the roof, to that which was previously refused.

1.5 Having regard to local and national planning policy, and all other material considerations, it is considered that the proposed development complies with National and Local policy Frameworks and is acceptable.

2.0 SITE AND SURROUNDING CONTEXT

2.1 The site, as seen in Figure 1 below, is within the ownership of Hillswood Care Limited. The site is located within the development boundary of Endon, entirely within the administrative boundary of Staffordshire Moorlands District Council, and is located to the north west of Leek Road (A53) in a private cul de sac known as The Close.

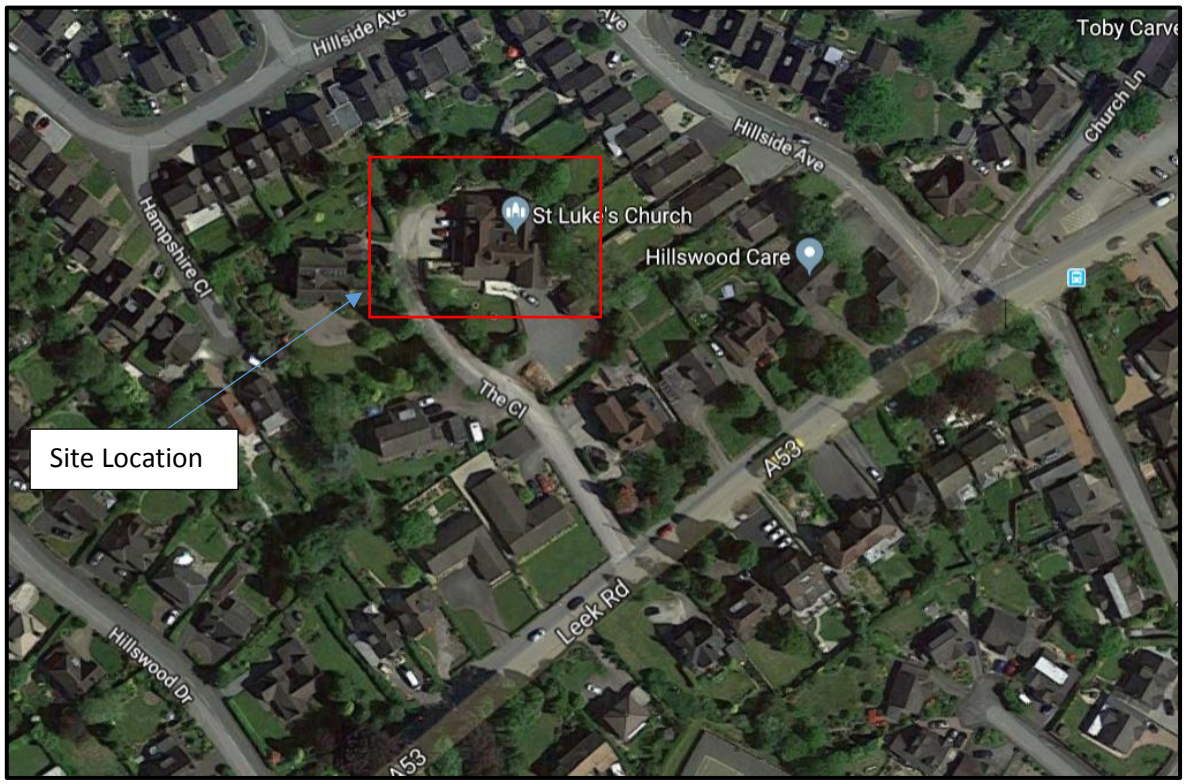

Figure 1: Site Location in context (Source: Google Maps)

2.2 The site comprises a large existing two storey detached building which is used as a specialist elderly residential care home, surrounded by associated grounds used in part as amenity landscaped garden space and hard surface car parking to the front and rear of the building. Hillswood Lodge is an early 20th Century construction composed of cream coloured rendered walls and dark grey roof tiles, incorporating hipped roofs and both dormer and gable ends. In recent years, the building has been the subject of a two storey front and side extension with a large front gable end. The height of the existing two storey building to its ridge measures 9.85 metres, whilst the building height to its eaves measures 7.3 metres, as shown on Drawing Ref: 17-143-12 submitted in support of this application.

2.3 The care home provides specialist, full-time accommodation for up to 20 residents and is operating at capacity, employing 21 staff members.

2.4 Within the grounds of the care home there is a two-storey detached building known as The Cottage located in close proximity to the north eastern boundary of the site, as seen in Figure 2 below. The topography on site slopes downwards towards The Cottage and the south eastern boundary towards Leek Road.



Figure 2: Existing detached building known as 'The Cottage' (Source: Site Visit)

2.5 In addition, there are several large mature trees located within the grounds and in close proximity to the south western, north eastern and north western boundaries of the site. Of particular note, there are several well established trees which are protected by a Tree Preservation Order (TPO) located within the neighbouring gardens of dwellings fronting Hillside Avenue, which lie close to the north eastern boundary of Hillswood Lodge, as seen in Figure 3 below.

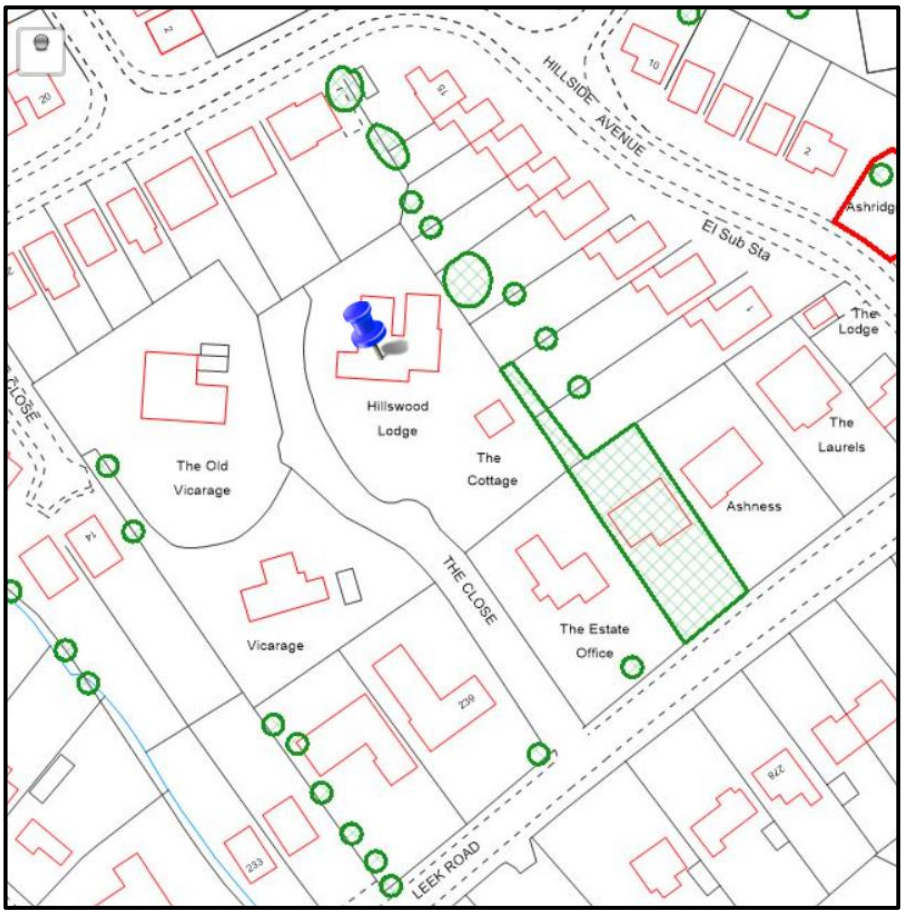

Figure 3: Protected Tree Map (Source: Interactive Planning Map, Staffordshire Moorlands District Council website)

2.6 The site is accessed via two points from the cul de sac, with the main entrance point being immediately to the south of the car park. The Close is accessed off Leek Road to the south east of the site.

2.7 As seen in Figure 1, the site is enclosed by the rear boundaries of neighbouring dwellings which front on to Hillside Avenue to the north and north east, and Leek Road to the south and south east. A number of neighbouring dwellings on Hillside Avenue are single storey

bungalows and are characterised as having extensive rear gardens ranging from 24-32.5 metres in depth to the rear protrusions of dwellings fronting Hillside Avenue which meet the boundary of Hillswood Lodge. Several large detached dwellings are also located within The Close, to the west and south west of Hillswood Lodge.

2.8 The site is accessible via Leek Road (A53) to the south which provides good vehicular access to neighbouring towns and the city of Stoke on Trent, located approximately 5km to the south west of the site. There are also several bus stops accessible along Leek Road which provide services to the local area and to Stoke on Trent. There are several accessible local services in close proximity to the site, including a family restaurant, several Places of Worship, a pharmacy and shop.

2.9 There are no Listed Buildings on or directly adjacent to the site, and the site is not within a Conservation Area designation. There are however several listed buildings in the local area, the closest of which is the Grade II Listed 'The Plough Inn' located approximately 0.2km to the east of the site, notably, this is also within a Conservation Area, the boundary of which meets the eastern boundary of The Laurels which fronts Leek Road.

2.10 The site does not incorporate and is not close to any environmental designations. In addition, the site lies within an area identified within Flood Zone 1 and is therefore considered to be at low risk of flooding.

Relevant Planning History

2.11 There have been several recent and relevant planning applications on site, which are listed as follows:

- Change of use to residential care home for the elderly- Approved (Ref: SMD/1984/0734)
- Two storey extensions- Approved (Ref: SMD/1988/0505)
- Change of use of garage to provide sheltered accommodation- Approved (Ref: SMD/1991/1199)
- Extension to provide office- Approved (Ref: SMD/1992/1145)
- Bedroom and lounge extensions- Approved (Ref: SMD/2013/0998)
- Lounge area extension- Approved (Ref: SMD/2014/0417)

- Bedroom extensions (revision to SMD/2013/0998)- Approved (Ref: SMD/2014/0547)
- Single-storey front extension- Approved (Ref: SMD/2015/0536)
- Two storey side/front extension- Withdrawn (Ref: SMD/2017/0097)

2.12 Most recently, a planning application for a two storey side extension was refused at planning committee on the 30th August 2018 (Ref: SMD/2018/0082). The Decision Notice states one reason for refusal, as follows:

"The proposed care home extension, by virtue of a combination of its height, two-storey form, excessive width and siting close to the rear boundaries of properties on Hillside Avenue, would lead to a visually intrusive and overbearing form of development when viewed from the rear windows and rear garden of No.3 Hillside Avenue, significantly harming the residential amenities of the occupants thereof. The benefits of the scheme in providing additional care home accommodation in a sustainable location are outweighed by the adverse impact on the existing residential amenities of the area identified. The proposal is contrary to policies H1 and DC1 of both the Council's Core Strategy Development Plan Document (adopted March 2014) and the emerging Local Plan (Submission Version- February 2018) and is also therefore not in line with Section 12 of the National Planning Policy Framework (NPPF), 'Achieving Well Designed Places'."

2.13 The Officers Committee Report considered the policy context and principle of development, design and visual impact of the proposed development, impact on residential amenity and impact on highway safety associated with the proposed development. With regard to the principle of development, the Officer commented that, *"the principle of enlargement of the care home within the confines of a large village, close to a range of shops and services in a sustainable location, is therefore acceptable".*

2.14 Of particular note, in the context of the design and visual impact of the proposed development, the Officer highlighted that since the eaves height of the proposed extension had been restricted, in combination with the sloping topography of the site, the proposed extension would appear *"subservient to the main building in terms of scale and would avoid dominating the more historic main building on the site".* The Officer also noted that the proposed development sought to *"harmonise with the character and appearance of the main*

building" incorporating features such as hipped roofs, gable ends along the front elevation, cream rendering and black clay roof tiles. Although the Officer commented that the rear elevation of the proposed extension would harmonise less well, *"partly due to the lack of fenestration (to avoid overlooking problems) and other detail",* the Officer confirmed that this elevation is not visible from The Close or surrounding public realm. (N.B. This comment is relevant in the consideration of the revised design.)

2.15 Having regard to the established and mature trees along the boundaries and within the grounds of the site, the Officers Report confirms that the Tree Officer consulted was satisfied that in the context of the TPO'd tree on the boundary of the application site, *"the extension would not significantly affect roots and therefore the tree would not be affected by the construction of the extension."* Therefore, on this point, the Officer concluded that the proposal was policy compliant and therefore a reason for refusal in this context could not be sustained.

2.16 Turning to the impact of the proposed development on residential amenity of neighbouring dwellings, the Officer drew particular attention to the potential impact on No.5 and No.3 Hillside Avenue given their proximity to the proposed extension. In the context of No.5, the Officer did not consider there to be a *"significantly intrusive"* or *"overbearing"* impact to the occupants of the dwelling. The Officer commented that the *"combination of the two-storey and pitched roof form of the extension, together with its height, width and siting (3.0 metres from the rear boundary) would present a significantly intrusive and overbearing form of development when viewed from the rear windows and rear garden of No.3, sufficient to harm the residential amenities of the occupants thereof."* In addition, the potential for hedgerow planting to replace the loss of a hawthorn hedge along the boundary of No.3 could not be replaced given the limited space available.

2.17 In respect of the existing Cottage on site which was proposed to be removed as part of the development, the Officer considered that the Cottage was not a visually intrusive feature on site when compared with the extension proposed. In addition, the potential for overlooking from the Cottage was deemed to be *"significantly less harmful to residential amenity than the overbearing presence of the proposed extension".* The Officer did however note that the proposed development would not harm the amenity of any other neighbouring dwellings. This is a subjective Officer view that we do not concur with and in illustration included below, (Figure 4), the 'view' from The Cottage directly into the rear garden of No.3 Hillside Avenue. The current proposal does not overlook the property at all.

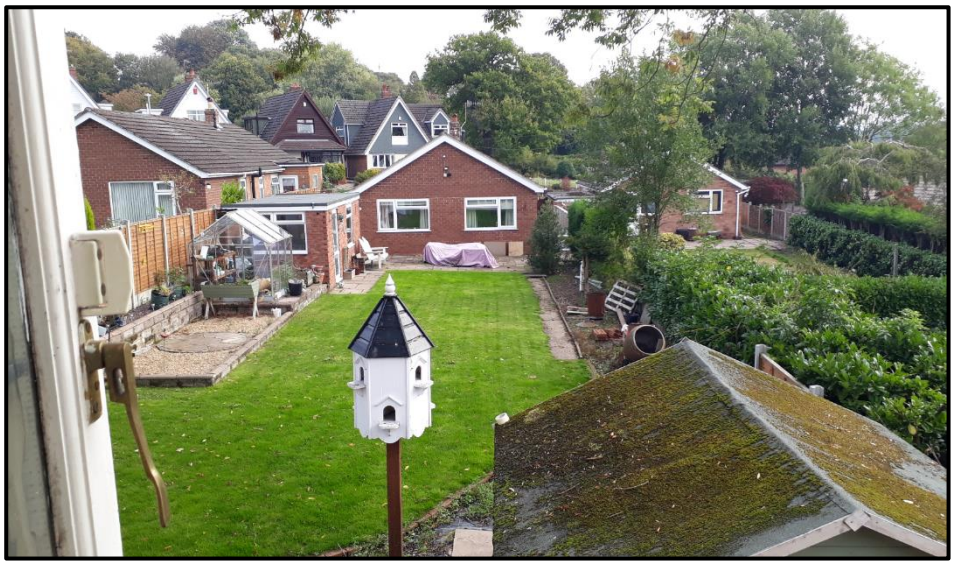

Figure 4: View of the rear garden of No.3 Hillside Avenue from the first floor window on the north eastern elevation of the building known as 'The Cottage'

2.18 The Officers Report stated that the Highways Authority did not have any objection to the proposed development and raised no issues.

2.19 In the planning balance, the Officer considered that, given the provisions of the Framework, *"significant weight"* is afforded given the demand for care home accommodation in sustainable locations. However, the Officer stated that *"the benefits of the scheme are outweighed by adverse impacts in the form of the significant harm to the residential amenities of No.3 Hillside Avenue due to the intrusive and overbearing nature of the extension"* which is contrary to the NPPF which seeks to promote high quality design. As such, the Officer recommended refusal to Committee Members.

2.20 During the Committee Meeting on the 30th August 2018, residents of two dwellings off Hillside Avenue made representations in objection to the proposal citing concerns in respect of the private amenity of their properties, impact on the view from their properties and the overbearing nature of the proposed development. A view of the application site was provided during the Meeting for Members to consider, as seen at Figure 5, below. In addition, the Applicant made a representation to Members in support of the Application emphasising the national imperative for providing specialist care facilities for a growing elderly population and the importance of supporting local business growth and employment opportunities.



Figure 5: View of the Application site and existing care home from a neighbouring property (Source: Slide 30 of the Staffordshire Moorlands District Council Planning Committee presentation available via webcast) NOTE: The hedgerow shown in the above image within the Hillswood Lodge site, along the north eastern boundary of the site, has been removed since this photograph was taken. The Cottage is entirely exposed in this location, as demonstrated by Figure 4.

3.0 PROPOSED DEVELOPMENT

3.1 This Full Planning Application seeks planning permission for the erection of a front and side two storey extension to provide additional bedroom, assisted bathrooms and lounge accommodation to be used as part of the existing specialist residential care home at Hillswood Lodge, Endon. The Application forms a resubmission of that which was refused planning permission in August 2018 (Ref: SMD/2018/0082) and incorporates an amended design of the proposed extension which seeks to address the concerns raised by Members previously, particularly with regard to the comments made pertaining to the amenity of the neighbouring dwelling at No.3 Hillside Avenue. In response to this, the proposed development has been revised to reduce the overall bulk in appearance of the proposed two storey extension, with particular attention paid to the design of the roofscape. It should be noted that a Design and Access Statement has been submitted in support of this Application and should be read in combination with this Section of the Statement for further detail.

3.2 The site as existing is used as a specialist residential care home and is located within a residential area, the proposed extension seeks to remove an existing building known as The Cottage and erect an extension utilising its footprint and a portion of the surrounding land within the Applicants ownership. The Cottage is a redundant building on the site which has been left disused, albeit secure, for a number of years.

Design, Scale and Layout of Proposed Development

3.3 The proposed development is applied for in full and as such detailed elevational, floor and layout plans are submitted in support of this Application. In addition to this, details of the proposed landscaping and materials have also been included with this Application.

3.4 As seen on Drawing Ref: 17-143-11 and 17-143-12, the development proposed is for a two-storey side extension to the existing residential care home at Hillside Lodge and will protrude at an angle from the eastern elevation of the existing building running in parallel to the north eastern boundary of the site. The proposed extension will be positioned 3.0 metres from the north eastern boundary of the site and a further 4.5 metres from the south eastern boundary of the site. Within the 3.0 metre gap to the north east, the proposed development will include native hedgerow planting (beech hedge) to grow to a maintained width of 1.0 metre and a height of approximately 3.2 metres. The hedgerow planting proposed will appear in the context of existing hedgerows along the north eastern boundary of the site which are located within the rear gardens of neighbouring properties and a large tree located within the rear garden of No.3 Hillside Avenue which is the subject

of a TPO. As seen on Section Drawing Ref: 17-143-12, the existing tree canopy alongside the re-instated hedgerow will soften and break up the overall mass of the extended building. Visualisations of the existing built development and proposed extension have also been submitted to demonstrate the reduced impact of the proposed development on the amenity and outlook of neighbouring dwellings, as seen in Figure 6 and 7 below. As noted in Section 2.0, the previous planning application on site (Ref: SMD/2018/0082) investigated at length the potential impact of the proposed two storey extension on this tree. It was previously agreed with the Tree Officer that there would be no adverse impact on the tree as a result of the development proposed, since that time there has been no change to the site conditions and the development proposed by this application is not positioned any closer to the tree than that which was proposed previously, as such, it is not considered that this poses a constraint to this development.



Figure 6: Existing visualisation of the site from the rear of a neighbouring dwelling (Prepared by Forefront Development Consulting)



Figure 7: Proposed visualisation of the site from the rear of a neighbouring dwelling (Prepared by Forefront Development Consulting)

3.5 Internally, the proposed development will accommodate ten additional bedrooms with integral en-suite bathrooms, two sitting rooms, two assisted bathrooms, an office and a store room which will be divided over two levels. Facilities will also include an internal staircase, fire escape staircase and lift. It should be noted that the design of bedrooms to incorporate en-suite bathrooms is in response to market demand and consumer expectations. In addition, bedrooms will be in single occupancy as opposed to providing double rooms to ensure the most effective use of space and efficiency whilst also ensuring high standards of accommodation for residents. The proposed extension will be integrated into the eastern elevation of the existing two storey building and will result in the loss of two existing bedrooms. Taking this into consideration, the number of bed spaces created for new residents by the proposed development will provide accommodation for an additional 8 residents.

3.6 The proposed development will face the existing car park and garden area fronting the care home and does not propose any fenestration to the rear of the extension along the first floor of the north eastern boundary, internally this is formed as a hallway with rooflights only to protect the amenity of neighbouring properties. Windows are proposed along the rear of the ground floor elevation of the extension which will be below the proposed hedge and existing fence line along the north eastern boundary of the site.

3.7 Externally, the front elevation of the proposed development facing the grounds of the care home measures 6.4 metres to its ridge which will be formed of a vertical tile hanging and hipped roof to the south, whilst the rear elevation of the extension along the north western boundary with Hillside Avenue dwellings will measure 5.05 metres and will appear as a flat roof. The depth of the extension, excluding front and rear protrusions, measures 9 metres. As seen on Drawing Ref: 17-143-12, the maximum roof height of the proposed extension from ground level to the ridge of the roof measures 6.4 metres. The roof ridge of the proposed extension would join the eastern elevation of the existing building 0.9 metres below the eaves of its roof and would therefore appear subservient to the main building which measures 7.3 metres to its eaves, and 9.85 metres to its ridge.

3.8 As outlined in the preceding section, Staffordshire Moorlands District Council have an adopted Design Guide Supplementary Planning Document (21st February 2018) which guides the design of development in the District. Although, this document does not set out minimum distance requirements between buildings, in the context of the development proposed it is considered that the proposed extension is located a substantial distance from dwellings fronting Hillside Avenue. The distances measured from the rear elevations of dwellings fronting Hillside Avenue to the north easternmost boundary of the site range from 24 metres (No. 7 Hillside Avenue), 28 metres (No. 3 Hillside Avenue) and 32.5 metres (No.1 Hillside Avenue). The properties listed are those immediately abutting the proposed development site. As previously identified, the amenity of the occupants of these dwellings will be maintained by reducing the mass of the roof of the extension by the incorporation of a flat roof element and by the planting of a hedgerow maturing quickly to 3.2 metres in height. The flat roof element will not be visible in the public domain, and a dummy pitch is provided at the public/front aspect as the section on the cross section included on plan Ref: 17-143-12 illustrates.

3.9 The proposed extension will utilise materials which will match and complement the existing two storey building, including render to match the existing building, sandtoft 20/20 clay roof tiles and Upvc windows.

3.10 In addition, the proposed development will result in the creation of 7 new employment opportunities.

3.11 The proposed development does not require the loss of any existing car parking spaces and does not seek to include provision for further car parking on site. It should be noted that this was the case proposed by the previous application (Ref: SMD/2018/0082) which the Highways Officer raised no objection to.

4.0 PLANNING POLICY CONTEXT

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined against the Development Plan, unless there are material considerations which indicate otherwise. In combination with Local Planning Policy, the National Planning Policy Framework (NPPF, 2018) forms a material consideration to the determination of a Planning Application.

4.2 At the current time, Planning Applications within the administrative boundary of Staffordshire Moorlands District Council are determined against the Saved Policies of the Staffordshire Moorlands Local Plan Proposals Map/Settlement Boundaries (adopted 1998) and the Staffordshire Moorlands Core Strategy and Development Plan Document (adopted 26th March 2014). In addition, the emerging Local Plan Submission Version was submitted to the Secretary of State for examination in June 2018 with an examination in public timetabled for the Autumn of this year. Subject to the comments of the Inspector, the target adoption for the new Plan is Spring 2019 at which point the new Local Plan will supersede the policies contained within the Core Strategy. Given the Local Plan is at an advanced stage of examination, the emerging policies can be given some weight. In addition to this, and of particular importance to this Application, Staffordshire Moorlands District Council adopted a Design Guide Supplementary Planning Document in February 2018.

Staffordshire Moorlands Core Strategy Development Plan Document (Adopted March 2014)

4.3 The Core Strategy outlines that between 1991 and 2001 there was a recorded population decrease across the District, however, as stated in Paragraph 2.4 of the Core Strategy, this was attributed to a natural decrease in the number of births in the District. Since that time, the District has continued to record a fall in its population, although this has been balanced by migration to the area and as such a steady increase in population. Of particular importance to this application, Paragraph 2.21 outlines that in the years 2006-2026 the most significant population change will be in older age groups in the District (65+), as demonstrated in Figure 8 overleaf. As such, this increase will represent an *'ageing population'* in the District, as stated in Paragraph 2.22 the Staffordshire Flexicare Strategy identifies a need for *"867 flexicare housing places by 2020 and 1,185 places by 2030, principally for older persons."* Although 'flexicare' is defined within the Flexicare Strategy as a form of independent living with available care and communal facilities and not nursing or residential care home accommodation, it should still be taken into consideration that there is a need in the District for specialist accommodation specifically catering for elderly members of the community.

Fig. 5 Population Projections 2006 – 2026					
	2006	2016	2026	Change 2006 – 2026	% Change 2006 – 2026
0 – 14	15,300	14,600	14,600	- 700	- 5%
15 -24	10,500	9,000	8,900	- 1,600	- 15%
25 – 34	9,300	9,600	9,000	- 300	- 3%
35 – 49	21,200	18,200	17,000	- 4,200	- 20%
50 – 64	21,100	21,400	21,900	+ 800	+ 4%
65 – 84	15,900	21,200	24,200	+ 8,300	+ 52%
85+	2,000	3,000	4,600	+ 2,600	+ 130%
TOTAL	95,300	97,100	100,200	+ 4,900	+ 5%

Figure 8: Population projections (Source: Staffordshire Moorlands Core strategy, March 2014, Paragraph 2,21, page 26)

4.4 Policies from the Core Strategy which are considered to be relevant to this application are listed as follows:

- Policy SA1: Creating distinctive, sustainable, self-supporting settlements
- Policy SA2: Meeting the needs of our communities
- **Policy SA3: Encouraging a strong, prosperous and diverse economy**
- **Policy SS1: Development Principles**
- Policy SS1a: Presumption in Favour of Sustainable Development
- Policy SS6a: Larger Villages Area Strategy
- **Policy H1: New Housing Development**
- **Policy DC1: Design Considerations**
- Policy T1: Development and Sustainable Transport

4.5 Policy SA3: Encouraging a strong, prosperous and diverse economy- The Policy states that *"A strong focus of the strategy is developing and diversifying in a sustainable mannertheeconomyofStaffordshireMoorlandsandmeetinglocalemploymentneeds in the towns and villages by distributing employment growth and change across the District. This will be particularly important in strengthening the District's role within the sub-region and is central to achieving self-sufficient communities."* The commentary associated with the Policy is of particular importance to this application and states that *"The Strategy provides strong support for the growth of existing businesses...and providing opportunities for their*

expansion are central to the delivery of a thriving economy. Allied to this is the importance of growing Small and Medium Enterprises in the District…"

4.6 Policy SS1 Development Principles- The Policy outlines that development will be expected to contribute to the social, economic and environmental improvement of the District to provide:

- *"A mix of types and tenures of quality, affordable homes to meet the needs and aspirations of the existing and future communities*
- *quality local services, including provision for education, healthcare, leisure, community, cultural and tourist facilities in response to anticipated population change and visitor numbers;*
- *easy access to jobs, shops and transport services by all sections of the community;*
- *increased economic prosperity and opportunities for employment and greater local capacity with an educated, skilled and flexible workforce;*
- *a healthy, safe, attractive and well-maintained environment;*
- *development which maintains the distinctive character of the Staffordshire Moorlands, its individual towns and villages and their settings;*
- *development that is undertaken in a way that protects and enhances the natural and historic environment of the District and its surrounding areas both now and for future generations.*
- *Development which secures high quality, sustainable environments, efficient and effective use of resources and contributes effectively to tackling climate change and reduced carbon emissions."*

4.7 In addition Policy SS1 states that proposals for development will be considered int he context of *"District-wide Spatial Strategy and with regard to both its direct and indirect cumulative impact over the longer term. New development will make the best use of previously developed land and buildings and will follow a sequential approach to the sustainable location of development. "*

4.8 Policy H1: New Housing Development- The Policy states that new housing development in the District should provide a mixture of housing sizes, types and tenures and will be assessed in the context of *"the extent to which it provides for high quality, sustainable housing and to which it meets identified local housing market needs and the strategy for the area having regard to the location of the development, the characteristics of the site and the economics of provision".* In addition, the policy outlines that *"housing for special groups, particularly for older people, should meet a genuine and proven local need and demand and be of a scale and in a location which is appropriate to its needs."* Of particular importance, the background associated with this policy states outlines that the policy

seeks to the ensure that there is *"an appropriate range and type of housing is provided which meets identified needs arising from changes in population structure, including special needs for the elderly" (Paragraph 8.4.2).*

4.9 Policy DC1: Design Considerations- The Policy states that development in the District will be well-design and consider the character and context of the area, new development should:

- *"Be of a high quality and add value to the local area, incorporating creativity, detailing and materials appropriate to the character of the area;*
- *Be designed to respect the site and its surroundings and promote a positive sense of place and identity through its scale, density, layout, siting, landscaping, character and appearance;*
- *create, where appropriate, attractive, functional, accessible and safe public and private environments which incorporate public spaces, green infrastructure including making provision for networks of multi-functional new and existing green space (both public and private) in accordance with policy C3, landscaping, public art, 'designing out crime' initiatives and the principles of active design;*
- *incorporate sustainable construction techniques and design concepts for buildings and their layouts to reduce the local and global impact of the development, and to adapt to climate change, in accordance with policy SD1;*
- *protect the amenity of the area, including residential amenity, in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping;*
- *promote the maintenance, enhancement, restoration and re-creation of biodiversity and geological heritage, where appropriate, in accordance with policyNE1;*
- *provide for safe and satisfactory access and make a contribution to meeting the parking requirement arising from necessary car use;*
- *ensure that existing drainage, waste water and sewerage infrastructure capacity is available, and where necessary enhanced, to enable the development to proceed;*
- *ensure, where appropriate, equality of access and use for all sections of the community."*

Staffordshire Moorlands Local Plan 2016-2031 (Submission Version)

4.10 The emerging policies of the Staffordshire Moorlands Local Plan 2016-2031 considered to be of relevance to this application are listed as follows:

- Policy SS1: Development Principles
- SS1a: Presumption in Favour of Sustainable Development
- Policy SS2: Settlement Hierarchy
- Policy SS3: Future Provision and Distribution of Development

- Policy SS8: Larger Villages Areas Strategy
- Policy H1: New Housing Development
- **Policy DC1: Design Considerations**
- Policy NE2: Trees, woodland and hedgerow
- Policy T1: Development and Sustainable Transport

4.11 Draft Policy DC1: Design Considerations- The Policy states that development in the District will be designed to reinforce local distinctiveness and be well designed, new development should:

1. *"be of a high quality and add value to the local area, incorporating creativity, detailing and materials appropriate to the character of the area;*
2. *be designed to respect the site and its surroundings and promote a positive sense of place and identity through its scale, height, density, layout, siting, landscaping, character and appearance;*
3. *create, where appropriate, attractive, active, functional, accessible and safe public and private environments which incorporate public spaces, green infrastructure including making provision for networks of multi-functional new and existing green space (both public and private), landscaping, public art, 'designing out crime' initiatives and the principles of Active Design;*
4. *incorporate sustainable construction techniques and design concepts for buildings and their layouts to reduce the impact of the development;*
5. *protect the amenity of the area, including creation of healthy active environments and residential amenity, in terms of satisfactory daylight, overbearing development, sunlight, outlook, privacy, soft landscaping as well as noise, odour and light pollution;*
6. *promote the maintenance, enhancement, restoration and re-creation of biodiversity and geological heritage, where appropriate;*
7. *provide for safe and satisfactory access and make a contribution to meeting the parking requirement arising from necessary car use;*
8. *require new developments to be well integrated for car, pedestrian and cycle use as well as other sustainable transport links;*
9. *ensure that existing drainage, waste water and sewerage infrastructure capacity is available, and where necessary enhanced, to enable the development to proceed;*
10. *ensure, where appropriate, equality of access and use for all sections of the community;*
11. *be served by high speed broadband (>30mbps) unless it can be demonstrated through consultation with Next Generation Access Network providers that this would not be possible, practical or economically viable. In all circumstances during construction of the site sufficient and suitable ducting should be provided within the site and to the property to facilitate ease of installation at a future date."*

Staffordshire Moorlands Design Guide Supplementary Planning Document (21st February 2018)

4.12 The Supplementary Planning Document (SPD) sets out the principles of good design in the District which proposed development should take into consideration. It is identified that the scale, material and proportions of new development should respect surrounding development. Overall, the SPD highlights several key points, which are as follows:

- *"Consider views into and out of the site.*
- *In rural areas use ground hugging forms of development.*
- *In towns and villages be guided by the existing context, pattern and grain of development and building heights.*
- *Respect the existing roofscape in term of pitch, materials and details.*
- *Large buildings are often difficult to accommodate so consider a low profile, shallow roof and the use of recessive colours.*
- *Site large buildings in shallow depressions and use extensive landscaping to reduce their impact.*
- *New development should be guided by the existing character and context. Consider both contemporary and traditional forms that are high quality and functional*
- *Respect surrounding scale but jumps in scale may be acceptable at key locations.*
- *Reflect the proportions of neighbouring buildings. Respect the solid to wall ratio and arrangement of windows.*
- *Modern materials allow for larger glazed openings. This is a desirable feature but care needs to be taken over their insertion in traditional forms of development.*
- *Aim for zero carbon emissions on new development."*

4.13 Having regard to the design of extensions to existing buildings, the SPD outlines that extensions should *"respect the dominance of the original building and be subordinate to it in terms of its size and massing. Setting back the new section from the building line and keeping the eaves and ridge lower than the parent building will help".*

National Planning Policy Framework (July 2018)

4.14 At the heart of the National Planning Policy Framework (NPPF) is the presumption in favour of sustainable development. The Framework identifies three dimensions associated with sustainable development, comprising an economic, social and environmental role, as outlined by Paragraph 8. Furthermore, Paragraph 11 sets out that "*proposals that accord with an up-to-date development plan"* should be approved without delay, in accordance

with the *"presumption in favour of sustainable development"* (Paragraph 10). In instances where there are no relevant Development Plan policies or policies are out of date, planning permission should be granted unless:

"i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."

4.15 As set out in Section 5 of the Framework, to meet overarching Government objectives it is important that *"a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay".*

4.16 Of particular importance to this Application, Paragraph 80 states that:

"Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future."

4.17 Paragraph 118 sets out how planning policies and decisions should ensure the most effective use of land. Parts c and d of the paragraph state that planning policies and decisions should:

"c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)"

4.18 Section 12 outlines the importance of 'Achieving well-designed places', specifically Paragraph 124 states that:

"The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable

development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process."

4.19 In addition, Paragraph 127 outlines that planning policies and decisions should ensure developments:

"a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users46; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience."

5.0 ASSESSMENT OF PROPOSED DEVELOPMENT

5.1 As identified in Section 4.0, the National Planning Policy Framework has at its heart a *"presumption in favour of sustainable development",* subsequently, in accordance with other government policies, Local Planning Authorities should support development which seeks to promote the use of brownfield land and development to meet specialist housing needs in the community. In addition, the Framework identifies a need to support and encourage existing businesses. The Framework is a material consideration in the determination of Planning Applications and establishes how decision makers, namely the Local Planning Authority, should attribute weight to adopted and emerging policy. This section of the Statement provides an assessment of the proposed development, in the context of the statutory Development Plan and all other material considerations.

5.2 The proposed development seeks the erection of a two storey front and side extension to provide additional bedroom, assisted bathrooms and lounge accommodation to be used as part of the existing specialist residential care home at Hillswood Lodge, Endon, as detailed in Section 3.0. The Application forms a resubmission of that which was refused planning permission in August 2018 by the Planning Committee (Ref: SMD/2018/0082). The scheme proposed incorporates a significantly amended roof design to the proposed extension which seeks to address the concerns raised by Committee Members previously namely in respect of the impact of the proposed development on adjacent residential properties.

5.3 The development proposed seeks to expand the existing operations of a successful local business creating new employment opportunities and supporting the existing employment opportunities provided by the business. As established by Policy SA3 of the Staffordshire Moorlands Core Strategy Development Plan Document, emphasis is placed on the importance of supporting the growth and providing opportunities for the expansion of existing businesses in the District, as such, the proposed development is in accordance with local policy and the Framework, which importantly, places significant weight on the need to support economic development " *taking into account both local business needs and wider opportunities for development"* (Paragraph 80).

5.4 In assessing whether there is a need for specialist care home facilities in the District, in accordance with Policy SS1 and H1, as outlined in Paragraph 4.3 of this Statement, there is an identified ageing population in the District and a recognised need to provide specialist accommodation specifically catering to the needs of the elderly community as supported by Policy H1. Furthermore, Paragraph 118 of the Framework clearly states that in making the most effective use of land, planning policies and decisions should give *"substantial weight"* to the use of suitable brownfield sites for new homes and for *"other identified*

needs". As identified previously, a need for specialist residential care facilities for elderly members of the community has been demonstrated and therefore, the development of this previously developed land to address this demonstrable need is in accordance with the Framework.

5.5 Turning to the design of the development proposed by this Application, as set out in Section 3.0, the proposed extension will be of a high quality design and will appear in keeping with the existing built development on site incorporating matching facing materials and a similar design style. The proposed extension will appear subservient to the existing development on site and has been designed with no windows along its first floor rear elevation. Furthermore, although existing dwellings fronting Hillside Avenue are located a substantial distance away from the north eastern boundary of the site (ranging from 24-32.5 metres to the rear protrusions of dwellings fronting Hillside Avenue) the proposed development incorporates a proposed three metre high hedge to ensure the amenity of neighbouring dwellings is protected. The form of the roofline proposed has been amended to include a flat roof to the rear of the extension to soften the perceived dominance of the extension. Overall therefore, the proposed development is in accordance with Policy DC1 and the Staffordshire Moorlands Design Guide Supplementary Planning Document and the Framework.

6.0 SUSTAINABLE DEVELOPMENT

6.1 In respect of determining whether or not the proposed scheme represents sustainable development, it is necessary to consider the potential benefits of the proposal and residual harms of the scheme in terms of its economic, social and environmental role, as specified by the Framework.

Economic Role

6.2 The proposed development will contribute to, and indeed, promote the use of existing services in the local and wider area, including neighbouring villages.

6.3 In the short term, the proposed development would create some employment and trade for the local economy through construction on site and associated works.

6.4 In the long term, the proposed development will generate up to seven new employment opportunities and continue to support the existing 21 staff members employed on site.

Social Role

6.5 The proposal seeks to provide essential additional specialist residential care development to accommodate increasing demand from a growing aging population and will incorporate high standards of design.

6.6 The proposal is considered to be in an accessible location, in close proximity to neighbouring urban areas and good transport links, which is considered essential in achieving sustainable social development.

Environmental Role

6.7 The proposed development has sought to incorporate good design and landscape screening to protect the amenity of neighbouring properties. Overall, the impact of development on neighbours is now considered to be marginal and will improve the existing site by removing an existing, redundant and visually unattractive building.

7.0 CONCLUSION

7.1 The proposed development seeks the erection of a front and side extension to provide additional bedroom, assisted bathroom and lounge accommodation to be used as part of the existing specialist residential care home at Hillswood Lodge, Endon on behalf of Hillswood Care Ltd.

7.2 This Statement has taken into consideration the site, general locality and planning history, the proposed development of the site, local and national planning policy, and has provided an assessment of the proposed scheme against all policy considerations and relevant material considerations.

7.3 Overall, the proposal represents an opportunity to support the growth of an existing and well-established local business which will in turn continue to support existing employment and create new employment opportunities. The development will provide specialist care facilities which are essential to meet the needs of a growing aging population. In addition, the proposal has taken into consideration the concerns of Members in relation to the previous scheme to ensure that the design of the development proposed would not result in an adverse impact on the amenity or outlook of neighbours. As such, the proposed development accords with the provisions of adopted local and national planning policy and is considered to represent sustainable development.



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