

PLANNING STATEMENT

S73 Planning application for the variation of description, conditions, and approved plans.

Anzio Camp, Buxton Road, Blackshaw Moor, Leek, Staffordshire ST13 8TN

August 2023 (Rev.1)



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DOCUMENT REVIEW

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1. INTRODUCTION

- 1.1. Brownshore Management has been instructed to submit a variation of condition application under Section 73 of The Town and Country Planning Act 1990 (as amended) to revise selected conditions and approved drawings.
- 1.2. This application relates to the extant planning permission:
Ref: SMD/2014/0683
Location of Development: Anzio Camp Buxton Road Blackshaw Moor Leek Staffordshire ST13 8TN
Description of Development: Erection of extra care housing, live work units, ancillary social centre and facilities building change of use to holiday park
Thereafter referred to as the '2015 Planning Permission'.
- 1.3. Since the application is a variation of condition, the supporting documentation submitted with this application solely relate to the changes proposed to the extant development and the LPA are requested to refer back to the approved documents under the 2015 Planning Permission as necessary.
- 1.4. The current scheme includes:
 - Extra Care Housing
 - 42 extra care cottages – 1 and 2 bedrooms;
 - 2 residential/ nursing homes with a total of 80 extra care ensuite bedrooms;
 - Facilities building for maintaining the extra care development;
 - Holiday Park
 - 45 holiday lodges
 - Social centre building housing a shop, cafe and community meeting rooms
 - 4 Live/ Work units
 - Associated Proposals
 - Car parking;
 - Extensive landscaping, managing neglected trees;
 - Ecological improvements;
 - Upgrading of A53, including right turn lane;
 - 2 new bus stops and pedestrian crossing on Buxton Road;
 - Travel Plan to encourage travel to and from the site by sustainable travel modes; and
 - Noise mitigation.

2. SITE DESCRIPTION

Site

- 2.1. The Anzio Camp site comprises a former army residential training base, first established in the early 1940s and de-commissioned in 2004.
- 2.2. The site contains 17 buildings with a combined floor area of some 14,760m² and with hardstanding amounting to some 17,200m². Several of the existing buildings are two/ two and a half storey height.
- 2.3. The buildings include residential accommodation, training facilities, maintenance shed, offices, stores, caretaker's bungalow, and other buildings.
- 2.4. A survey plan accompanies the planning application which shows the position of buildings on the site and their existing heights. The site slopes generally down from the east to the west, with a difference in levels across the site of 18 metres.
- 2.5. The site is 15.4 hectares (38 acres).
- 2.6. The existing buildings were surveyed in 2012 and it was concluded and agreed by the Council during the assessment of the 2015 planning permission that the retention of the buildings for the proposed uses would not be a realistic option.

Site Location and Surroundings

- 2.7. The site lies close to the boundary with the Peak District National Park and is approximately 2 miles Northeast of Leek. Agricultural land and woodland surround the remainder of the site.
- 2.8. Access to the site is direct from the A53 (Buxton Road), which is subject to a 50mph speed limit and forms the western boundary to the site.
- 2.9. There are no PROW crossing any of the farmland immediately surrounding the site.
- 2.10. The site is not within an Area of Outstanding Natural Beauty, Green Belt, it does not lie within a Conservation Area and there are no Listed Buildings.
- 2.11. Land to the northeast is identified as a Site of Biological Importance (SBI) ('Anzio Training Camp').

3. PLANNING

Planning History

3.1 The planning history at the site includes:

a) SMD/2019/0417

Certificate of lawfulness for the implementation of planning permission SMD/2014/0683 consisting of works involving the demolition of one building and the digging of foundations in respect of a building approved under the planning permission

Decision: Lawful - Cert of Lawful Use

b) SMD/2014/0683

Erection of extra care housing, live work units, ancillary social centre and facilities building change of use to holiday park.

Decision: Approved

Staffordshire Moorlands Local Plan (2014 – 2033)

3.2 The interactive policies map for the Local Plan confirm the site has the following allocations:

- Regeneration Opportunity (DSR5 - Former Anzio Camp - Blackshaw Moor)
- Churnet Valley Masterplan Boundary (SS11)
- Countryside (SS9 SS10 H1 DC3)

3.3 The key policy is the assessment of the development opportunities at the site focused on Policy DSR 5 - Anzio Camp. This policy identifies *“land amounting to approximately 15.4 hectares is identified as an opportunity site for mixed use development.”*ies Policy DSR5 states that uses that may be suitable include employment, extra care housing, tourist accommodation.

4. DEVELOPMENT PROPOSALS

Extant Development

- 4.1 The application site has extant planning via SMD/2014/0683 Erection of extra care housing, live-work units, ancillary social centre and facilities building change of use to a holiday park.
- 4.2 The lawful use was approved by the LPA on 9 November 2015. Development commenced and planning permission therefore remains extant.

Proposed Development

- 4.3 The proposed development set out within this application seeks to vary selected conditions and plans of planning permission Ref. SMD/2014/0683.
- 4.4 The proposed revision relates solely to substituting the building type for the extra care provision.

Substitution accommodation building type; replace care home buildings with lodge accommodation. Accommodation purpose and use to remain as extant planning permission (Use Class C2).

- 4.5 The variation to the accommodation type retains the extant use (extra care) and the variation only substitutes the buildings (in terms of scale and mass, not the Use Class or occupancy capacity). The variation to the description relates to the following:

Extra Care Housing

- 42 extra care cottages – 1 and 2 bedrooms
- Extra care lodges (approx 60 beds)
- ~~2 residential/ nursing homes with a total of 80 extra care ensuite bedrooms~~
- Facilities building for maintaining the extra care development

Holiday Park

- 45 holiday lodges
- Social centre building housing a shop, cafe, and community meeting rooms

Live Work Units

- 4 Live/ Work units

- 4.6 The lodges fall within the definition of a caravan as stated by the Caravan Sites and Control of Development Act 1960 and updated by Caravan Sites Act 1968; Section 13 (1). The lodges are classed as caravans in terms of planning and the associated land use. The number and location of the lodges are therefore not definitive as they are mobile in their character and classification, this offers a flexible provision of extra care accommodation as lodges can be provided to meet the needs of the current and future residents at the site.
- 4.7 The number of lodges is therefore variable as it is a land use. This allows for the number and internal configuration of lodges to meet the needs of residents at the site. This replaces the previous and fixed model of accommodation via x2 care homes that are limited in their flexibility to meet varied care needs.

Benefits of the Proposed Scheme

- 4.8 The variation to the development retains a broad range of established land uses and features (including extra care accommodation, holiday lodges, dwellings, highway access/egress, landscape improvements and management) and therefore it maintains the principle of development and delivers the benefits of the original scheme as supported by the LPA.
- 4.9 The use of lodge accommodation in substitution for care home accommodation offers a more adaptable and flexible type of accommodation. Lodges are able to be adapted to specific care needs, remain more accessible, and can be updated as required.

Viability

- 4.10 After undertaking direct discussions with national providers of care homes and care facilities, it has been consistently confirmed the market and economics for delivering the care facilities at the site are not economically viable. Therefore, there is no commercial appetite for developing the care home elements of the extant planning permission.
- 4.11 The economic viability of the development relies on utilising the extant land uses, this includes extra care accommodation, holiday accommodation and residential dwellings (live-work units and holiday cottages). The substitution of accommodation type (buildings; not Use Class) of the extant uses does not introduce new uses and the principle of development is considered appropriate.

5. PLANNING POLICY

Introduction

- 5.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, applications for planning permission should be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 5.2 The adopted Development Plan includes the Staffordshire Moorlands Local Plan 2014-2033 (adopted September 2020).
- 5.3 Policy DSR5 Anzio Camp; states:
Land amounting to approximately 15.4 hectares is identified as an opportunity site for mixed-use development.
- *Uses which may be suitable are employment, extra care housing, tourist accommodation;*
 - *Development should be complementary to and not undermine the role of the towns and larger villages nor shall it undermine wider strategic objectives;*
 - *Development should avoid or minimise environmental impacts and congestion and safeguard and enhance natural and cultural assets;*
 - *Development shall be in accordance with the Churnet Valley Masterplan*
- 5.4 Policy SS5a states the area will be promoted through increasing tourist opportunities for visitors. This will be achieved and delivered by providing additional high-quality holiday accommodation and establishing links with the Peak District National Park.
- 5.5 Policy SS10(4) - Regenerate underused major developed areas in the countryside; Anzio Camp is an identified major developed area with suitable uses for it being employment, extra care housing and tourist accommodation.
- 5.6 Policy DC1 requires all development to be well-designed and reinforce local distinctiveness by positively contributing to and complementing the special character and heritage of the area.
- 5.7 Policy DC3 states the Council will protect and, where possible, enhance the local landscape and the setting of settlements in the Staffordshire Moorlands, this would be achieved by resisting development which would harm or be detrimental to the character of the local and wider landscape.
- 5.8 Policy R1 states all development in the rural areas outside the development boundaries of the towns and villages will be assessed according to the extent to which it enhances the character, appearance, and biodiversity of the countryside, promotes the sustainable diversification of the rural economy, facilitates economic activity, meets a rural community need and sustains the historic environment.
- 5.9 Policy SD1 states the Council will require all development to make sustainable use of resources and adapt to climate change. In addition, Policy E3 states new tourism and cultural development will be assessed according to the extent to which it supports the economy, tourism and leisure having regard to Policies SS5, SS6 and SS7.
- 5.10 Policy E1 requires new employment development to be assessed according to the extent to which it supports and improves the local economy (including the existing and future workforce) and having regard to Policies SS5 and SS6.
- 5.11 Policy NE1 requires that the biodiversity and geological resources of the local and neighbouring areas will be protected.

6. PLANNING APPRAISAL

Introduction

- 6.1 In terms of assessing the development proposal for a change of use the following key matters are identified for consideration:

- Principle of Development
- Planning Policy
- Land Use
- Plans

Principle of Development

- 6.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that all planning applications must be determined in accordance with the adopted development plan *unless material considerations indicate otherwise*.
- 6.3 The extant development establishes the principle of development at the Anzio site, and this includes extra-care accommodation. The S73 variation of the extant planning permission retains extra-care accommodation and it is the scale and mass of the building type that is the focus of this application.
- 6.4 The variation, by retention of the extant land use (extra-care accommodation), maintains the principle of development and conformity of the uses supported by the Council's adopted planning policies.

Planning Policy

- 6.5 The relevant planning policies have been identified and set out within Chapter 5 of this Planning Statement.
- 6.6 The key policy for the site and the assessment of this variation remains Policy DSR5 Anzio Camp;
Land amounting to approximately 15.4 hectares is identified as an opportunity site for mixed-use development.
- *Uses which may be suitable are employment, extra care housing, tourist accommodation;*
 - *Development should be complementary to and not undermine the role of the towns and larger villages nor shall it undermine wider strategic objectives;*
 - *Development should avoid or minimise environmental impacts and congestion and safeguard and enhance natural and cultural assets;*
 - *Development shall be in accordance with the Churnet Valley Masterplan*
- 6.7 The variation, by retention of the extant land use (extra-care accommodation) maintains the principle of development and conformity of the uses supported by Policy DSR5.
- 6.8 Additional policies (Chapter 4) remain relevant in the assessment of this proposed variation to the extant planning permission. The development proposals, albeit subject to variation, retain the principle of development for the scheme (extra-care accommodation) and the policies (Chapter 4) have been satisfied by the extant planning permission.

- 6.9 The proposed variation (substitution of the care home buildings; not the Use Class of the land) is not considered to generate material considerations so significant to affect matters including landscape, ecology, employment, visual amenity, heritage, or highways. Therefore, it is considered that the variation remains in accordance with the planning policies relevant to the site, the development, and the wider socio-economic, environmental/historic landscape.
- 6.10 It is recognised that the LPA and/or Statutory Consultees may consider requesting additional and supplementary. In this instance, please notify the Planning Agent as soon as possible and these matters can be discussed and resolved at the earliest opportunity.

Land Use

- 6.11 It is acknowledged that the Anzio site is a large, developed site in the countryside containing a significant scale and mass of development. The proposed variation to the extant planning permission removes the larger of the buildings across the site and replaces it with lodge extra-care accommodation (Use Class C2).

7. CONCLUSION

- 7.1 To provide a conclusion and having considered the appropriate national and local planning policies and guidance the proposed development accords with each of the policies assessed and with planning guidance.
- 7.2 It is apparent there are several material considerations set out within this Planning Statement that demonstrate the NPPF (2021), NPPG, and Local Plan provide demonstrable weight in the planning balance to support this development.
- 7.3 The site has extant planning permission for uses including extra care accommodation, holiday accommodation, and associated facilities and infrastructure. Only the care home buildings of the extant planning permission would be substituted and replaced with lodge accommodation.
- 7.4 Lodges provide an increased level of flexible modular accommodation in terms of the ability to design and construct external and internal modifications for accessibility and extra care.
- 7.5 The lodges are also able to be externally and/or updated and/or retrofitted to meet the changing needs of current and future residents. This is a material consideration over the originally consented care homes as they effectively reflect an outdated model for extra care, and do not have the ability to be readily updated to meet the needs of future residents.
- 7.6 In addition to planning policies and guidance the following can be concluded:
- a) The Local Plan allocates the Anzio site as a major regeneration site able to accommodate a range of uses including extra-care accommodation.
 - b) The site and the local area have direct access to regular public transport to local and larger settlements.
 - c) The regeneration of a major brownfield site for extra-care accommodation provides significant socio-economic and environmental benefits locally and including the wider tourism network.
 - d) The development offers significant direct and indirect economic benefits in terms of local spend, and the supply chains supporting the development through the redevelopment phases and the future operations at the site.
 - e) The site is isolated from neighbouring uses and will not contribute to any loss of visual or neighbouring amenities.
 - f) The site will utilise the existing vehicular access from the A53 (Buxton Road).
 - g) The proposed development accords with national planning guidance and development plan planning policies.
- 7.7 In these circumstances, recognising the allocation within the Local Plan, policies related to the site and extra-care accommodation, and material considerations (including the NPPF (2021), NPPG) it is considered that planning permission can be supported.