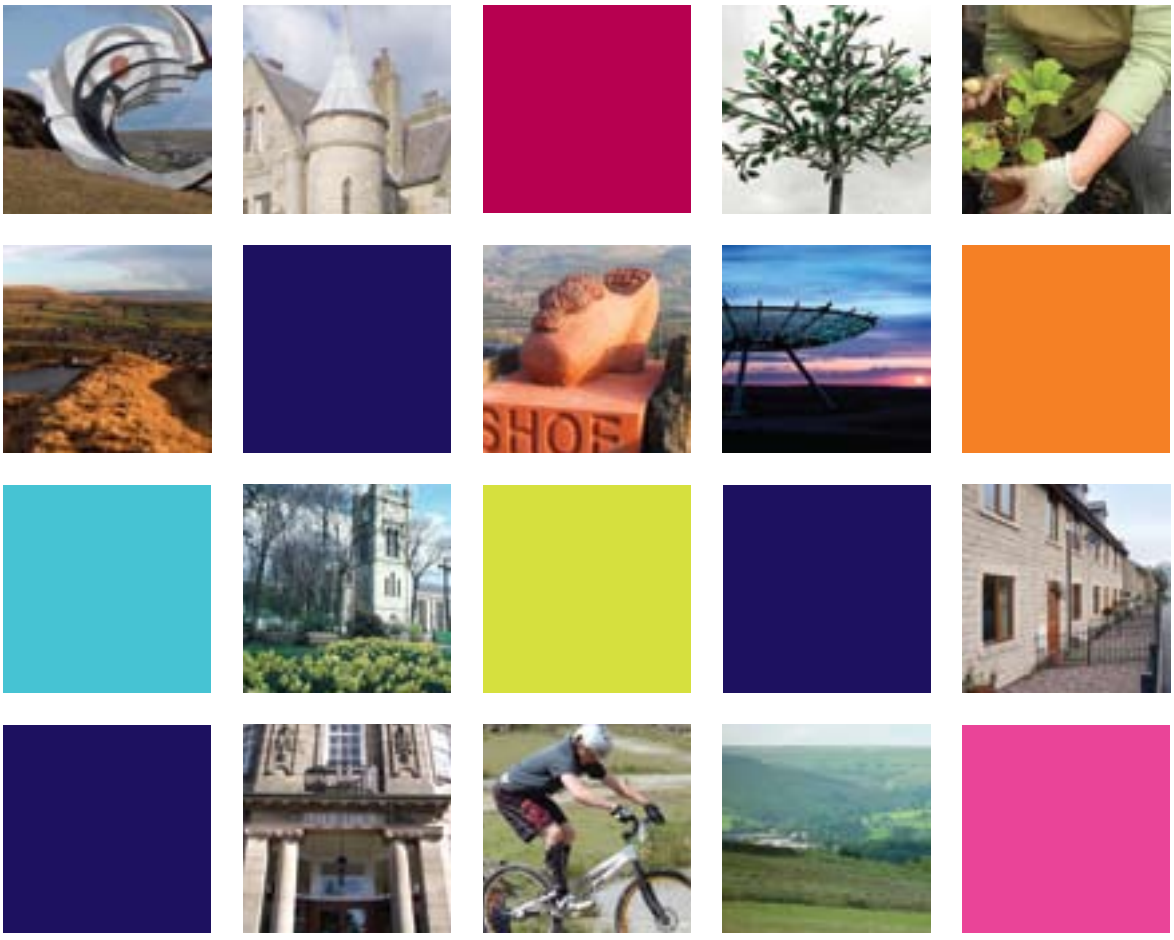
FROM EAST TO WEST

Making Rossendale the Best

Core Strategy Development Plan Document:
The Way Forward (2011 - 2026) Submission Document



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BOROUGH COUNCIL

Contents

General Information **4**
Chapter 1 – Consultation and History of the Core Strategy **8**
Chapter 2 – Context and Background **16**
Chapter 3 – Rossendale in 2026, Spatial Vision and Strategic Objectives **28**
Chapter 4 – Area Vision Policies **34**
AVP 1 Whitworth, Facit and Shawforth 38
AVP 2 Bacup, Stacksteads, Britannia and Weir 42
AVP 3 Waterfoot, Lumb, Cowpe and Water 46
AVP 4 Rawtenstall, Crawshawbooth, Goodshaw and Loveclough 50
AVP 5 South West 54
AVP 6 Haslingden and Rising Bridge 58
Chapter 5 – Topic Planning Policies **62**
Policy 1 General Development Locations and Principles 65
Policy 2 Meeting Rossendale's Housing Requirement 67
Policy 3 Distribution of Additional Housing 71
Policy 4 Affordable and Supported Housing 74
Policy 5 Meeting the Needs of Gypsies, Travellers and Travelling Showpeople 75
Policy 6 Training & Skills 77
Policy 7 Social Infrastructure 78
Policy 8 Transport 80
Policy 9 Accessibility 82
Policy 10 Employment Provision 84
Policy 11 Retail & Other Town Centre Uses 86
Policy 12 The Valley Centre 93
Policy 13 Protecting Key Local Retail 94
Policy 14 Tourism 95
Policy 15 Overnight Visitor Accommodation 97
Policy 16 Preserving & Enhancing the Built Environment 99
Policy 17 Rossendale's Green Infrastructure 100
Policy 18 Biodiversity, Geodiversity and Landscape Conservation 104
Policy 19 Climate Change and Low and Zero Carbon sources of Energy 106
Policy 20 Wind Energy 108
Policy 21 Supporting the Rural Economy and its Communities 110
Policy 22 Planning Contributions 112
Policy 23 Promoting High Quality Designed Spaces 114
Policy 24 Planning Applications Requirements 116
Chapter 6 - Delivery Mechanisms and Contingencies **118**
Sustainability Appraisal and Habitats Regulation Assessment **127**
Appendix One: Parking Standards **128**
Glossary **132**

Photo: Ian Lawson

Table of figures

Fig 1:	Typical Cross Section Through Rossendale	19
Fig 2:	Rossendale Area Vision and Policy Areas	20
Fig 3:	Local Development Framework	21
Fig 4:	Overall Policy Influences	21
Fig 5:	Health Deprivation Index 2007 Across Rossendale	22
Fig 6:	Rossendale Service Access Thresholds	23
Fig 7:	Settlement Pattern	24
Fig 8:	Road Network	25
Fig 9:	Whitworth, Facit and Shawforth Area Vision Map	40
Fig 10:	Bacup, Stacksteads, Britannia and Weir Area Vision Map	44
Fig 11:	Waterfoot, Cowpe, Lumb and Water Area Vision Map	48
Fig 12:	Rawtenstall, Crawshawbooth, Goodshaw and Loveclough Area Vision Map	52
Fig 13:	Southwest Rossendale Area Vision Map	56
Fig 14:	Haslingden and Rising Bridge Area Vision Map	60
Fig 15:	Housing Trajectory	69
Fig 16:	Previously Developed Land Trajectory	69
Fig 17:	Proposed Residential Distribution	72
Fig 18:	Rawtenstall Town Centre Boundary	88
Fig 19:	Bacup District Centre Boundary	89
Fig 20:	Haslingden District Centre Boundary	90
Fig 21:	Waterfoot Local Centre Boundary	91
Fig 22:	Whitworth Local Centre Boundary	92
Fig 23:	Rossendale Green Infrastructure Map	101
Fig 24:	Rossendale Environmental Assets	103

Insert 1	Core Strategy Components and Strategic Objectives	31A
Insert 2	Key Diagram	31B

What is the Core Strategy?

The Core Strategy is the lead document within the Council's Local Development Framework (LDF) which is the Council's plan for the future of Rossendale. This stage of the process sets out the intended approach for addressing the issues facing Rossendale, taking account of, and responding to the unique character of the Borough.

The Core Strategy shows how development planned for Rossendale up to 2026 will shape the area, setting out the long term vision for the future.

Where is it up to?

There are five stages in preparing the Core Strategy, they are:

1. Gathering Evidence
2. Options & Preferred Options
3. Publication
4. Submission & Independent Examination
5. Adoption, Monitoring & Review

These stages are set by the Government and are necessary, in order to create a plan which is capable of being delivered.

They must follow the order set out and abide to a strict set of regulations which govern the way that planning policy documents are created and developed.

An explanation of the stages and how and when you can get involved is included over the page.

What do the Stages Mean?

Stage	What is it?	Do I get to have any input?
1. Evidence Gathering	This is where we get all the facts, figures and statistics to help us make achievable and deliverable decisions and plans.	Not normally. This stage is to get factual and/or scientific data about certain topics and/or issues.
2. Options & Preferred Options	Using the evidence above a variety of 'Options' are developed to address an issue or deal with a particular topic. Once responses have been received on the 'Options', work begins on developing a 'Preferred Option' which should address the comments made earlier.	Yes! We want your comments on the 'Options' put forward to help us get it right. Your comments will help us to come up with a 'Preferred Option' which hopefully you'll like. You will also be able to comment on the 'Preferred Option' during the consultation period. This is the best stage to give us your comments, as it will be more difficult to address them later on in the process.
3. Publication	This is a formal stage of the process. We will publish the final version of the document for a consultation period of 6 weeks. However unlike the previous stage, it is not a further opportunity to make representations on the content of the plan, but solely for matters of soundness (i.e. that all key facts have been considered).	Yes, but this stage is more concerned with how we have used the evidence in Stage 1, to inform the options and conclusions made in Stage 2. Thus enabling us to make the best and most appropriate decisions in the final document. General comments and representations on the options put forward should have been made during Stage 2.
4. Submission & Independent Examination **WE ARE HERE!**	When we are satisfied that the best and most appropriate plan has been prepared, we will submit the Core Strategy to the Secretary of State (the Government) to be independently assessed and examined by an appointed Planning Inspector. www.planning-inspectorate.gov.uk	Yes. The document will be "examined in public" and you can watch the proceedings and might be contacted by the Inspector to speak and give evidence. However no new/ further representations on the Core Strategy can be made and the decision to discuss particular topics and call certain people to speak is up to the Inspector.
5. Adoption, Monitoring & Review	After Stage 4, the Inspector will issue their decision with regard to quality and soundness of the document which can only be adopted when they have determined that is fit for purpose. After this, the Council will monitor the effectiveness of the policies and whether there is any need to review any part of the Core Strategy.	No. At this stage all comments and representations will have been received, taken into consideration and if necessary evidence will have been given at the examination. This is the final stage in the preparation of the Core Strategy and, once adopted, it will replace the current Local Plan as set out in the document.

How to Use this Document

The Way Forward (Core Strategy) is made up of three main parts:

1. The Spatial Vision and Strategic Objectives

Set out what Rossendale will be like in 2026 after this plan has been successfully implemented and achieved.

From this vision, 8 objectives are proposed which cover the main issues for Rossendale and set out how the planning process for the next 15 years will address the issues identified as well as improve and deliver them.

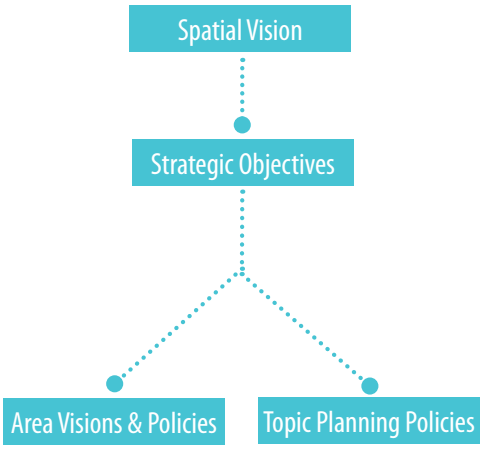
2. Area Visions and Policies

Are broad plans for parts of Rossendale and aim to provide some idea/degree of certainty about the future of local areas for local people, developers, investors and Rossendale Borough Council.

3. Topic Planning Policies

Stipulate where, when and how different types of development will be encouraged and what standards are expected. They also set out how our natural environment and built heritage will be protected from development and enhanced through contributions and improvements.

The diagram (below) illustrates how the Spatial Vision identifies a number of Strategic Objectives, which then set the principles and aims carried through and delivered by the Area Visions and Policies as well as the Topic Planning Policies which will ultimately achieve the Spatial Vision for Rossendale.



This approach to the Core Strategy means that issues and opportunities are considered at both the strategic Borough-wide and local community levels, making The Way Forward a meaningful and realistic planning document for the future of Rossendale, focused on delivery.

Other Chapters and Relevant Information

Glossary – a glossary of terms and abbreviations can be found at the back of the document to help with many of the planning terms that are used throughout the document.

Accompanying Documents – alongside the Core Strategy there are a number of other documents which support its policies and set out some of the reasoning behind why certain decisions have been made and why some policies have not been included in the document.

Other accompanying documents include:

- **Core Strategy DPD Sustainability Appraisal** - To ensure that all the economic, environmental and social impacts of the Core Strategy are fully considered a Sustainability Appraisal (SA)/Strategic Environmental Assessment (SEA) is required. Sustainability Appraisal has been integral to the preparation of the Core Strategy. Each of the Plan's objectives, as well as each of the individual policies, has been assessed against 17 separate criteria by an independent consultant. The criteria covered a wide range of indicators covering economic, environmental and social impacts. As a result of recommendations made by the consultant a number of policies were subsequently modified by the Council and re-examined by the consultant as part of a cyclical process. This process not only met the requirements of the relevant regulations but helped to ensure that the published document is as robust and sound as is possible.

  More information on the SA is available on page 127-129 and within the full Sustainability Appraisal report accompanying this Core Strategy.

- **Core Strategy DPD Habitat Regulations Assessment/ Appropriate Assessment** - The Core Strategy has been screened under the Habitat Regulations (as amended in 2007) for its effect on European (or Natura 2000) nature conservation sites. Natura 2000 sites include Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites (protected wetlands). Sites within 25km of the Borough boundary have been considered for any direct or indirect impacts that development in Rossendale may cause.

  Like the Sustainability Appraisal, the Habitat Regulations Assessment has been an important guide in developing and amending this Core Strategy. Although there are no European/Natura 2000 designated sites in Rossendale, it is important to consider the possible effects of this plan on those sites outside the Borough. These sites include:

  - Rochdale Canal SAC;
  - South Pennine Moors SAC;
  - Peak District Moors (South Pennine Moors Phase 1) SPA;
  - South Pennine Moors SPA and;
  - Bowland Fells SPA

  Where it was deemed that a planning policy had the potential to adversely affect one or more of these sites, the policy has been amended to either neutralise the effect or mitigate against it. This iterative process was significant when setting the housing targets and locations for the Borough.

  More information on the HRA is available on page 127 or within the full Habitat Regulations Assessment report accompanying this Core Strategy.

- **Alternative Options document** To keep The Core Strategy as concise and easy to read as possible much of the explanation and justification for the decisions taken have been put into this document including policies that you may have seen in earlier versions of the Core Strategy, and why they have not been taken forward in this document.

- **Evidence Base Documents** – The Core Strategy must be based on facts, to ensure that key issues are identified and addressed and that what is written is capable of happening. Many studies and assessments have been undertaken to support and inform this Core Strategy. These evidence base documents include:

  - Strategic Housing Land Availability Assessment (SHLAA)
  - Strategic Housing Market Assessment (SHMA)
  - Employment Land Study
  - Retail and Town Centre Study
  - Strategic Flood Risk Assessment (SFRA)
  - Affordable Housing Viability Assessment (AHVA)
  - Open Space and Play Equipment Audit
  - South Pennine Renewable Energy Study
  - Landscape Capacity Study for Wind Development in the South Pennines
  - Tourism Study
  - East Lancashire Railway Study
  - Gypsy and Traveller Area Assessment

CHAPTER 1

Consultation and History of The Core Strategy

Consultation

This chapter of the Core Strategy looks at all the consultation that has happened on the earlier versions of the Core Strategy and sets out:

- When consultation took place and on which version
- How many representations/comments were received
- The main topics and issues that were raised
- How the topics and issues have been addressed

This brief overview outlines the journey of the Core Strategy, the comments received and the changes we have made as a result.

The chapter is broken down into two parts:

1. **Public consultation responses** – the comments and representations received from local residents, community and action groups, businesses, land owners, developers, architects and planning agents; and
2. **Statutory body comments** – organisations and companies who must be involved in the planning process such as:
   - Highways Agency
   - Lancashire County Council – highways, education etc
   - East Lancashire Primary Care Trust (PCT)
   - United Utilities – electricity and water
   - Lancashire Police
   - Lancashire Fire Brigade
   - Environment Agency
   - English Heritage
   - Natural England
   - Government Office North West
   - Surrounding Districts and Local Planning Authorities

This chapter only highlights the main points and issues raised by each of the groups to provide a snap shot of the representations and comments made.

A full list of all the specific comments made the Proposed Submission document are included within the Regulation 30(e) Statement.

Consultation History

1. The preparation of the Core Strategy has taken into account the views of the public and stakeholders at various stages of consultation. Where possible, the strategy seeks consensus. In reality there will be issues around which complete agreement cannot be achieved. Where this is the case, such issues are identified, and the approach taken justified.

2. A number of alternative options have been put forward at different consultation stages. Consultation began in 2005 with the Issues and Options Consultation, followed by the Preferred Options consultation, and then the subsequent Addendum Report on Preferred Options (2006). After taking external advice following the Addendum Report on Preferred Options consultation, it was decided that the Core Strategy should be reworked to facilitate greater public engagement and to ensure that the document and its evidence base were sound.

3. After progressing work on the new version of the Core Strategy in 2008, the Area Visions consultation was carried out in 2009 to introduce greater local specificity and relevance into the document. *The Proposed Way Forward* consultation, also held in 2009, received a large response from both the public and stakeholders, and led to some significant changes to existing policies and the introduction of three new policies (Policies 17, 18 and 19). In 2010, a Bespoke consultation was held, which sought opinion on the policies which had either been created or significantly altered following the previous consultation event (*The Proposed Way Forward – 2009*). The Proposed Submission Publication document was subject to a formal 6 week consultation that concluded on the 1st November 2010. The following table charts the progression of the Core Strategy through the various consultation stages:

Consultation Event	Dates	No. of responses
Issues and Options consultation	Dec-Jan 2005/06	8
Preferred Options consultation	Apr-May 2006	31
Addendum Report on Preferred Options consultation	Oct-Nov 2006	27
Core Strategy preparation restarted	2008	N/A
Area Visions consultation	Jan-Aug 2009	149
The Proposed Way Forward consultation	Nov-Dec 2009	79 (a) / 1087 (b)
Bespoke consultation	May-Jun 2010	13
Publication consultation	Sept-Nov 2010	32

N.B. Responses to The Way Forward consultation consisted of both formal letters (a) and informal comment slips (b)

Initial Consultations

4. Initial consultations on the Core Strategy (Issues and Options, Preferred Options and Addendum Report on Preferred Options) covered a wide range of issues concerning all parts of the document; however there were no dominant themes brought to light. Nevertheless several comments were received concerning settlement hierarchy, town and village boundaries, planning gain and affordable housing provision. These issues have been fully addressed and incorporated into subsequent versions of the Core Strategy – namely in Policy 1: General Development Locations, Policy 22: Planning Contributions, and Policy 4: Affordable and Supported Housing. The Addendum Report on Preferred Options consultation raised concerns over Gypsy and Traveller accommodation, which have now been addressed in Policy 5: Meeting the Needs of Gypsies, Travellers and Travelling Show People.

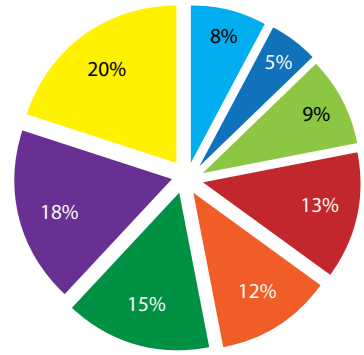
5. The amount of evidence gathered and its robustness was also questioned during this consultation period. As a result significant work has been undertaken to ensure that the essential pieces of evidence to support the LDF are robust. These evidence documents have informed the Core Strategy plans and policies.

6. These documents include the Strategic Housing Land Availability Assessment (SHLAA), Strategic Housing Market Assessment (SHMA), Employment Land Study, Retail and Town Centre Study, Strategic Flood Risk Assessment (SFRA), Affordable Housing Viability Assessment (AHVA), Tourism Study, Landscape Capacity Study for Wind Energy Development in the South Pennines, Renewable and Low Carbon Energy Study and an Open Space and Play Equipment Audit. A number of these studies and assessments incorporated individual steering groups and consultation seminars/events to ensure that the key issues identified in previous versions of the Core Strategy were not overlooked as the evidence was updated.

Area Visions Consultation

7. To make the Core Strategy as relevant to Rossendale and its highly distinct places as possible, Area Visions were produced for eight (later consolidated to six) areas covering the entire Borough to assess local issues and opportunities and set out possible options to suitably address them. 149 representations were received between January and August 2009, which shaped the structure and content of the Area Vision policies, and their relationship to other policies within the Core Strategy. The following chart displays the main issues that generated public concern across the Borough, chiefly:

- Respect for local heritage and its preservation
- Conservation of the natural environment and green spaces
- Safeguarding local jobs and creating new economic opportunities
- Improvement of building designs



(Figures from Area Visions Consultation Exercise, 2009)

- Provide New Houses
- Encourage Local Businesses
- Encourage New Development
- Improve Building Designs
- New Rail Link
- Protect Our Heritage
- Promote Local Jobs
- Conserve Our Environment

8. In addition, further discussion and analysis of public consultation responses revealed major concerns over:

Infrastructure Capacity and Location of New Residential Development

9. Many of the comments centred on concerns that existing infrastructure may be incapable of accommodating increased levels of development. In particular, concerns were raised over the amount of new housing proposed and how this would impact upon the congestion of local roads, and the number of available school places. Research has been undertaken to assess both the capacities of existing infrastructure and any plans for future infrastructure provision, including identifying any funding gaps. With this information, the Council and service/utility providers can strategically align investment and ensure that new development is appropriately timed and located. Policy 8: Transport and Policy 22: Planning Contributions now address these issues, and strategic reviews will continue over the lifetime of the Core Strategy.

Greenfield Development

10. Representations on new residential development were mainly concerned with where it was to be located and the development of greenfield sites rather than existing previously developed sites. National policy encourages Local Authorities to locate new residential development on previously developed land where possible; and planning obligations and the proposed tariff-based levy system make it possible for Local Planning Authorities to collect funds towards infrastructure projects. Policy 1: General Development Locations, Policy 2: Meeting Rossendale's Housing Needs, and Policy 22: Planning Contributions now address these issues.

Local Built Heritage and Conservation

11. In particular, concerns were raised about the importance of the built heritage in Bacup, which is recognised as the best preserved mill town in the country. Following discussions with the Council's conservation officer and advice from English Heritage, Policy 1: General Development Locations, Policy 16: Preserving and Enhancing the Built Environment and Area Vision Policies 1-6 have been amended to fully address these issues.

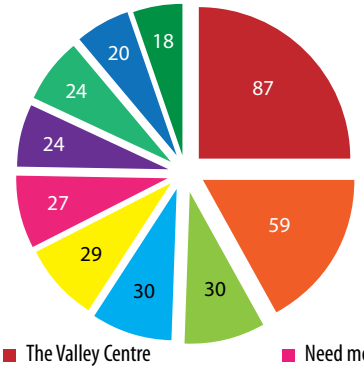
Countryside and Landscape Protection/ Development

12. Alongside more general concerns regarding landscape protection, responses discussed what kinds of development would be acceptable in countryside areas, especially given the potential tourism and recreation attractions. Policy 17: Rossendale's Green Infrastructure. Policy 18: Biodiversity, Geodiversity and Landscape Conservation. Policy 14: Tourism and Policy 15: Overnight Visitor Accommodation now address these issues in full.

The Proposed Way Forward Consultation

13. Held during November and December 2009, The Proposed Way Forward consultation gave the public and stakeholders a chance to comment on the Core Strategy document in its entirety. This was either through formal written representations, or through discussion and comments slips at 9 consultation events held throughout the Borough in libraries, markets and supermarkets. A total of 79 formal written representations and 1087 comments slips were received, the majority of which were supportive of the progress made on the Core Strategy document, and welcomed the changes and local specificity incorporated through the previous Area Visions consultation.

14. The following chart details the ten most common points raised at The Proposed Way Forward consultation events:



(Figures from The Way Forward consultation, 2010)

- The Valley Centre
- Commuter Rail Link is important
- Need more local shops / variety
- Tourism is important / need events for tourists
- Need better car parking
- Need more facilities for young people
- Protect / enhance the countryside
- Whitworth has a good community spirit / is a nice town
- Too many hot food takeaways
- Keep Bacup Leisure Hall open

The Valley Centre

15. The importance of the need to redevelop The Valley Centre led to the strengthening of Policy 12 in terms of priority for action and the requirement for high quality design, and has fed into the appointment of a consortium of consultants headed by Building Design Partnership to produce a masterplan and framework for the future redevelopment of the site.

Climate Change and Conservation

16. Representations particularly from Natural England, 4NW, Lancashire County Council and the Lancashire Wildlife Trust, raised concerns over biodiversity, Green Infrastructure provision, landscape conservation and the overall approach to climate change. Through subsequently working with these partners, the Council introduced three new policies Policy 17: Rossendale's Green Infrastructure, Policy 18: Biodiversity, Geodiversity and Landscape Conservation, and Policy 19: Climate Change and Low and Zero Carbon Energy to fully address any weaknesses identified, and give clearer direction for the development of renewable energy and the conservation of natural assets in the Borough.

Housing Deliverability

17. Concerns were also raised, mainly by developers, about the provision of housing on brownfield sites (versus greenfield sites) and the deliverability of housing in line with the settlement hierarchy as identified in The Proposed Way Forward document. Whilst the Council maintains its commitment to delivering approximately 65% of housing on brownfield land (in line with general public opinion), Policy 3: Distribution of Additional Housing was amended following the consultation – placing an increased percentage of new residential developments in the Bacup, Haslingden and Whitworth areas, thereby reducing the pressure on Rawtenstall and particularly the Borough's smaller settlements. The amended distribution framework will also make the commitment to achieve brownfield land targets more tenable.

Bespoke Consultation

18. Between May – June 2010, a special consultation was carried out solely on policies which had either been newly created or where amendments could be considered to be significant since consultation on The Proposed Way Forward. This gave respondents a chance to check that the changes that had been made reflected their original concerns. A total of 13 responses were received, mainly voicing support for the new policies (Policies 17, 18 and 19), and suggesting minor amendments to the text where necessary.

Proposed Submission Consultation

19. Between September and November 2010 a consultation was undertaken on the Soundness and Legal Compliance of the document. A total of 32 responses were received, many of which supported the document. The main concerns raised related to housing provision.

Professional Body Responses

20. In order to ensure that the Core Strategy reflects and complements the aspirations of our partners, it is important to work closely with key stakeholders. Successful delivery of the development plan is dependent on many bodies supporting and working towards common goals. This has been achieved through meetings and correspondence with key partners and stakeholders throughout all stages of the preparation of this plan to ensure compliance with other strategies and documents.

Infrastructure

21. Detailed discussions have been held with the utility and service providers to:

- Identify and map areas where current provision is lacking or under stress
- Identify current provision and proposed provision over the lifetime of the plan
- Ensure providers are aware and can prepare for future requirements.

22. Based on discussions with key providers, the provision of infrastructure will not constrain development identified in the Core Strategy.

23. The importance of planning obligations and the proposed Community Infrastructure Levy as mechanisms to contribute towards new/improved infrastructure is recognised. Due to the new system not being confirmed as of yet, the exact approach to be taken in Rossendale is not yet determined.

Transport

24. The East Lancashire Railway is a key underused asset in Rossendale. It currently has an important tourist role which the Railway Company is keen to develop through station enhancements and better links to the town centres of Rawtenstall and Bury. However, there is also potential to develop a commuter rail link delivering a 35 minute service to Manchester. This is supported by the railway. Ongoing studies funded by the Greater Manchester Integrated Transport Authority are examining the feasibility of developing such a scheme. These will also consider bus enhancements and "Park and Ride" options along the railway line.

25. The A56/M66 forms the main road link into the Borough. The Highways Agency has indicated support for initiatives to reduce dependency on car travel and efforts to increase cycling and walking in the Borough. The amount of out-commuting from Rossendale towards Manchester contributes to traffic congestion on the M66 and junction 18 of the M62/M60. The Highways Agency is working with Rossendale and other authorities to examine methods to better manage the existing motorway including through use of the hard shoulder for both buses and cars.

26. Lancashire County Council is the Highway Authority for all other roads, cycleways and public transport in the Borough. It is considering options for a new bus station in Rawtenstall and has identified ways to improve the cycleway network. Projects and ongoing maintenance countywide are funded through the Local

Transport Plan (LTP). A new Local Transport Plan (LTP3) will come into operation in 2011.

Water

27. United Utilities deliver the water supply and waste water treatment across Rossendale, with the Environment Agency having responsibility for flood and pollution prevention. United Utilities have confirmed that there are no capacity issues either for treatment works or sewers and that their Forward Plan will address surface water run-off issues through new storage facilities in Stacksteads and Rawtenstall.

Flood Risk

28. In accordance with Planning Policy Statement (PPS) 25 a Strategic Flood Risk Assessment (SFRA) has been undertaken to identify areas at risk of flooding across the Borough. The study identified that 2.6% of Rossendale falls within Flood Zones 2 and 3. The SFRA Flood Zones show the areas that are potentially at risk of flooding are along narrow strips of land immediately adjacent to watercourses, which is due to the well defined channels of the watercourses, their general steepness and relatively small sizes. Urban locations within the study area that are potentially affected by flooding include parts of Bacup, Haslingden, Rawtenstall and Whitworth. There are some cross-border issues with Bury in the south-west of the Borough as well as significant associated flood risks in Salford as a result of the River Irwell. In addition, there are numerous smaller settlements in the study area that have areas at risk of surface water flooding. United Utilities are in the midst of undertaking a series of Unsatisfactory Intermittent Discharge (UID) projects in Stacksteads, and in Rawtenstall at Bank Street, St Mary's Way, Bacup Road/Marcross Street, Bacup Road/Highfield Road and Holmebridge to alleviate the amount of surface water runoff entering the local river system. The Environment Agency is also working with the Lancashire County Council, and other partners to ensure that flood risk is carefully managed. Development proposed in specific areas of risk will be subject to detailed assessment. In general, although flood risk exists in some areas, it does not pose a widespread issue and no particular flooding concerns were identified that would prejudice the overall delivery of the Core Strategy.

Green Infrastructure

29. This can be defined as a network of woodlands, rivers, natural landscapes, countryside and other types of natural features which conserve habitats for plants and animals. Green Infrastructure has many important roles such as reducing flood risk, improving local air quality and providing walking and exercise opportunities for local residents. Lancashire Economic Partnership have recently completed an audit of the county on this topic.

30. The Open Space Audit (2008) concluded that there was no fundamental shortfall of open space in Rossendale. Localised shortfalls could be addressed by the re-use of existing spaces and an improvement in quality of some of the existing areas. This will require funding being obtained from a variety of sources including planning obligations.

Electricity and Gas

31. United Utilities and National Grid are responsible for the supply of electricity across the Borough. National Grid manages the gas network. Discussions have been held to ensure sufficient

supply capacity is available for proposed growth. There is a need to reinforce elements of the existing network but there are no identified constraints that would affect implementation of the Core Strategy.

Telecommunications

32. BT Openreach is responsible for supply and management of the landline network. A major upgrade is being undertaken nationally to improve the speed of the network, especially the upgrading of cabinets and cables to allow high speed broadband. The intention is to roll this out by 2012/13. In March 2010 the Government published a Report on Next Generation Access (superfast broadband) which identified those areas in the UK most likely to require government intervention to ensure the necessary improvements. The report addressed both technical issues and the impact on social exclusion and rurality of superfast broadband provision. If the target of 90% of homes having Next Generation Access by 2017 is to be met it will require significant investment in parts of Rossendale, including around Bacup/ Stacksteads/Weir and around Edenfield.

33. Mobile phone operators have a one year plan of investment in new masts and are unable to provide information further ahead. New masts will be required where there is a poor signal and/or current high demand but this will primarily be a consolidation of the existing network.

Health

34. Regular stakeholder meetings are held with the PCT through the Local Strategic Partnership. The Group shares information on respective planning processes and seeks to ensure that there is a correlation between future development and new health infrastructure investment. The East Lancashire Primary Care Trust (PCT) has invested in improving infrastructure including the redevelopment of Albion Mill, Rawtenstall, in a £10m programme to develop a health hub in Rossendale. This provides up to date facilities for the whole Borough including a base for the Hospice, though more acute cases will still need to travel to Burnley or Blackburn. Various mobile outreach facilities will be provided. The existing Rossendale Hospital has been closed. Whitworth Health Centre is managed by Rochdale PCT and will only require periodic upgrades through the Core Strategy period.

35. Mental Health Services are provided by Lancashire Care Trust. The main centre in Rossendale is at Balladen House, Rawtenstall which has recently been refurbished and will continue to serve the Borough. A new Intensive Care Facility for the whole of East Lancashire is proposed at Burnley Bridge, Hapton near Burnley.

Ambulance Services

36. Existing ambulance services are run by North West Ambulance Trust. The local base has been switched to the new Health Hub in Rawtenstall.

Education

37. There has been significant recent investment in education facilities in the Borough, such as the development of sixth form facilities at Alder Grange High school near Rawtenstall and a new eco-friendly primary school at Waterfoot. Due to the economic downturn ambitious plans to rebuild all of the Borough's secondary schools have been dropped but new forms of school governance proposed nationally may create new opportunities to improve existing facilities. A proposal to build a vocational training facility in the Bacup area is regarded as a priority that will require a partnership approach to deliver.

Police

38. There are currently proposals to establish a new access point on James Street in Bacup that would result in the closure of the existing Police Station. The continued use of facilities in Rawtenstall will be kept under review as part of the future development of the Valley Centre.

Fire Brigade

39. There are currently fire stations in Rawtenstall, Bacup and Haslingden. The level of cover varies from station to station with Rawtenstall forming the main 24 hour facility. Existing arrangements are reviewed every three years.

CHAPTER 2

Context and Background

Context

40. This chapter sets out the key influences on Rossendale, looking back at the history of the Borough through to the present day, highlighting key turning points, trends and events that have helped shape and define the Rossendale we know today.

41. It looks at both the strengths and weaknesses of the Borough and identifies its role within Lancashire, highlighting major influences and similarities with our neighbours, and the impact(s) that they have on Rossendale, and vice versa.

43. The chapter also outlines the key issues, opportunities and challenges facing Rossendale today and looks at facts and figures to demonstrate the key issues, which then form the basis of the rest of the plan.

44. Information in this chapter comes from many different national and regional sources plus specially commissioned Evidence Base documents such as those on employment and and retail uses in town centres.

Geography and Connectivity

45. Rossendale is one of the smallest boroughs in Lancashire covering an area of 138 sq kilometres with a population of 67,300. It is located in the south-east of the county and forms part of a group of authorities known as "Pennine Lancashire" which comprises of Burnley, Hyndburn, Pendle, Ribble Valley and Blackburn with Darwen. Rossendale is very much a border authority. The Borough is situated immediately north of Greater Manchester and only 18 miles from Manchester city centre. Rossendale is bounded by the metropolitan authorities of Bury (to the south-west) and Rochdale (to the south-east). Calderdale (to the east) forms part of the West Yorkshire conurbation.

46. Rossendale occupies a strategic location within the region, astride the M66/A56(T), linking the M60/M62 with the M65 motorway. This popular commuter route and the proximity to Manchester make Rossendale highly accessible and able to play an important role within the sub-region, acting as a gateway to Pennine Lancashire as a whole. Whilst the influence of Manchester as a centre for employment, shopping, leisure and other services is felt throughout the Borough, there are also strong links with other adjoining authorities, notably Bury, Burnley and Rochdale.

47. It is undoubtedly this proximity to Manchester and the other industrial centres of Pennine Lancashire as well as the unique topography of Rossendale that resulted in rapid change and development during the industrial revolution, as water from the Borough's rivers and tributaries and coal largely brought in by rail were used to power mills supporting the textile, shoe and slipper industries. Moreover, it is also this accessibility, particularly to Manchester, that has resulted in significant amounts of new commuter housing in the west of the Borough being built in the last 25 years, particularly in areas such as Helmshore, Edenfield and Crawshawbooth.

48. The Borough is defined by a series of interlocking valleys dissecting open moorland, which has determined how the district has grown and developed over the years. A series of closely linked small towns line the valley floors, the largest being Rawtenstall and Bacup. Expansive long distance views are available from the uplands, with the Rights of Way network forming an important leisure resource both for local people and for those from further afield. Rossendale forms part of the broader South Pennine Landscape Character Area defined by Natural England (which includes the West Pennine Moors) stretching west towards Chorley and to the east, including parts of Calderdale, Burnley, Pendle and Bradford Districts.

49. Rossendale possesses one of the most complete historic environments in the Pennine Lancashire sub-region. Patterns of settlement in the Borough reflect the usefulness of different parts of the landscape to different groups over time, their activities separated by topography and geology. The evidence of farming, quarrying, mining and industry is organised in layers within the steep sided valleys, following springlines, tracks, coal seams and river courses. The result is a landscape of contrasts, where different historic periods are identifiable and the juxtaposition of one historical type with another can be abrupt and memorable.

50. The Borough's uplands have been extensively quarried over many years and continue to be so. Many of the buildings in the Borough are built from the local sandstone which gives the towns and villages in the area a distinct identity. A number of the disused quarries have seen re-use for leisure purposes, notably Lee Quarry, near Bacup which has become a major destination for mountain bikers.

Development and Deprivation

51. However like many other areas the rapid and intense development which occurred during the industrial revolution and subsequent decline in manufacturing has left a legacy of derelict and contaminated land and buildings (in particular mills), poor health, and low education attainment figures. There have been improvements in recent years but parts of Rossendale still show signs of deprivation.

52. During the process of moving on from its proud industrial heritage, a tangible split separating the west of Rossendale from the east has occurred. The road connections in the west coupled with an attractive environment, protected in part by a Green Belt designation, means certain areas of Rossendale are desirable for commuting and as a result there are relatively high house prices to the north, south and west of the main town of Rawtenstall. Indeed, there are areas around Haslingden (with the exception of Haslingden centre which does have localised problems) and Rawtenstall that are categorised as being in the top 25% of least deprived areas nationally.

53. Conversely, the east of Rossendale has not developed and moved on to the same extent as the west and is regarded as the more deprived end of the Rossendale valley in socio-economic terms. This is predominantly due to perceived poor interconnectivity between Bacup and Rawtenstall resulting in a perception of isolation. In addition to poor access, the east is also the location for Rossendale's Housing Market Renewal (HMR) Pathfinder. This covers Bacup, Stacksteads and Britannia and aims to deal with the issue of low house prices and poor demand in the area. There is a concentration of areas in the east of the Borough which are within the top 10% of most deprived areas in the country. As a result of poor access and desirability, the east of the Borough is lagging behind the west and much attention is needed to make it a successful and attractive place for people to live, work and visit.

Natural Environment

54. Rossendale contains some priority habitats listed on the UK Biodiversity Action Plan with the predominant habitats in the Borough being Upland Heath and Blanket Bog with Wet

Figure 1. Typical cross-section through Rossendale

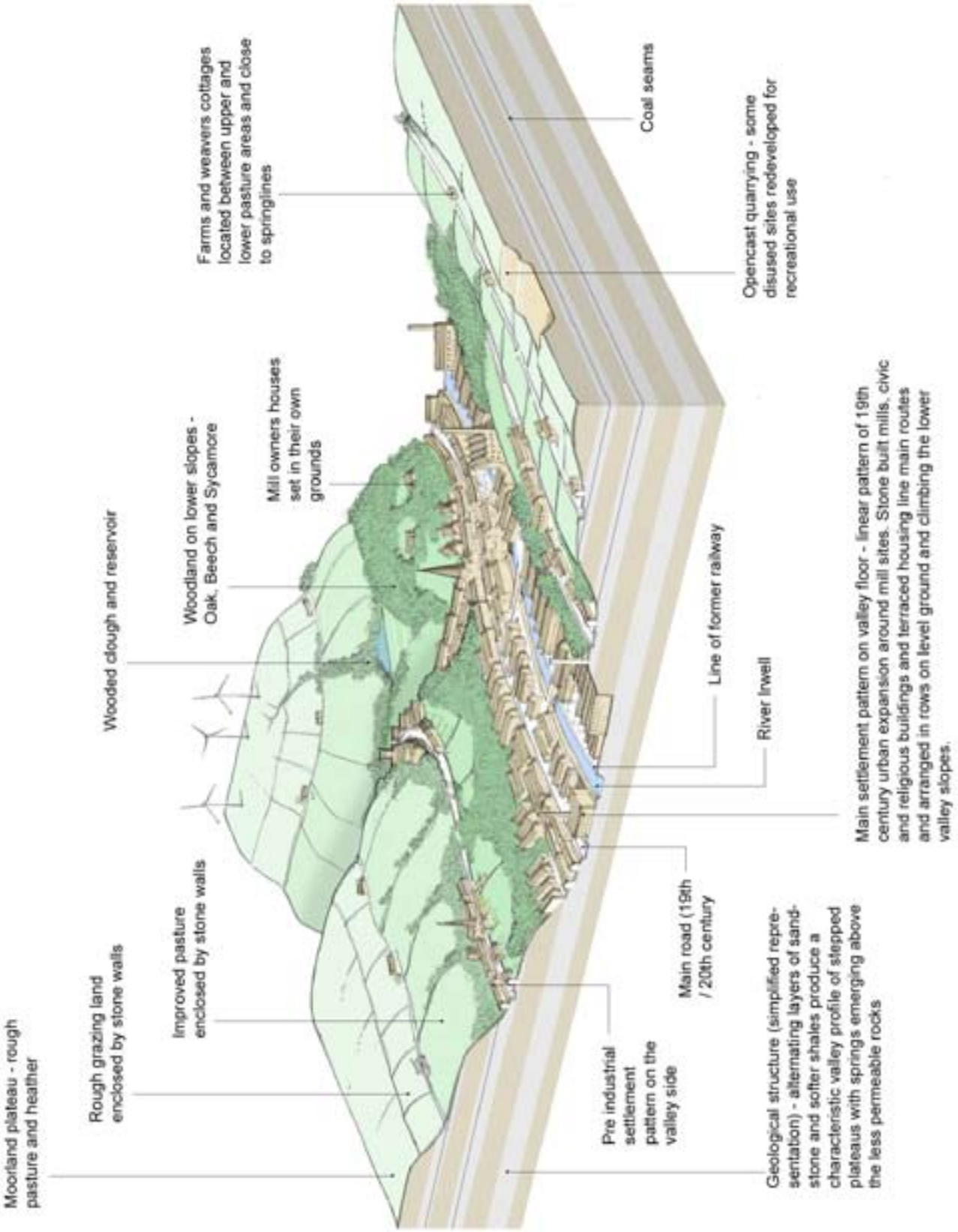


Figure 2: Rossendale Area Vision and Policy Areas

Woodland in the south west. The Borough has 3 Sites of Special Scientific Interest (SSSIs). Lower Red Lees Pasture in the south west of the Borough is in an unfavourable declining condition due to lack of appropriate grazing reducing species diversity. Hodge Clough is in a favourable condition though the condition of the woodland may deteriorate unless there is more intervention. Lee Quarry is managed for recreation and the site's features are still visible, though more interpretation of its geological features should be considered.

55. Healey Dell, on the far south east border with Rochdale, is the Borough's only Local Nature Reserve (LNR), with an area of 25ha. Government guidance states that Rossendale should have at least 67 ha of designated LNR – leaving a current shortfall of 42ha. Over the lifetime of the Core Strategy, the Council aims to address this shortfall by working towards formal designation of other sites.

56. There is considerable accessible countryside in and around Rossendale when assessed using Natural England classifications. There are 7 RIGGS sites in the Borough (Regionally Important Geological and Geomorphological Sites). The agricultural land quality in the Borough is poor; with sites classified at grades 4 and 5 (i.e. the poorest grades), and generally used for grazing.

57. The recycling rate within Rossendale is similar to the national rate and better than some other Pennine Lancashire authorities, but at 34.5% this is well below the average for Lancashire at 41.2%.

Built Heritage

58. In terms of built heritage, there are currently 9 designated Conservation Areas within Rossendale, namely, Bacup Town Centre (identified by English Heritage as a Conservation Area at risk), Chatterton/Strongstry, Fallbarn, Goodshawfold, Higher Cloughfold, Irwell Vale, Loveclough Fold, Rawtenstall Town Centre and Whitworth Square.

59. The Borough contains numerous historic buildings, including approximately 263 listed buildings - of which 2 are classed as being 'at risk' (namely Grane Mill in Haslingden and St. John's Church in Crawshawbooth).

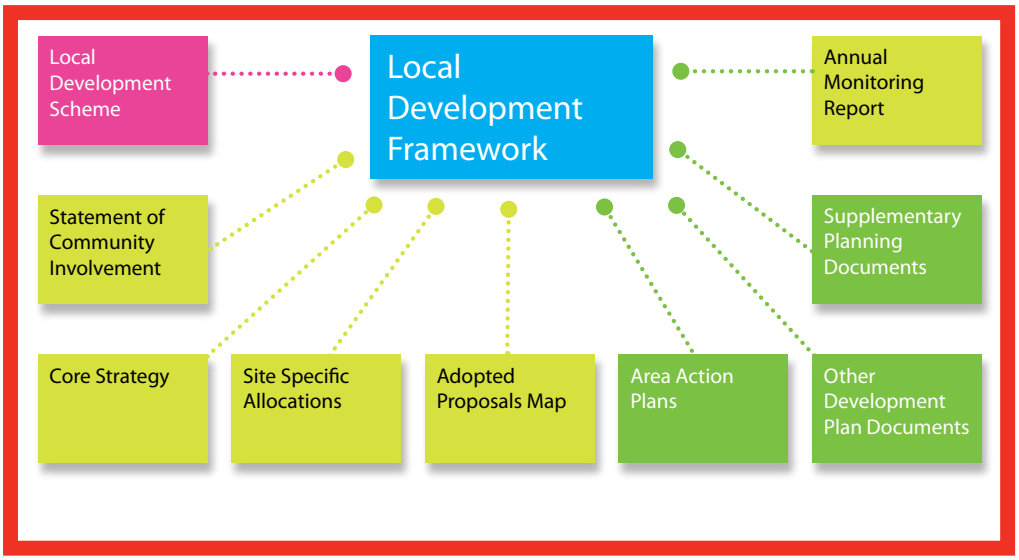
Policy Context

60. The Core Strategy forms only one part, albeit an important one, of the planning framework for Rossendale. It is one element of the Local Development Framework (LDF), a library of documents that will form the Development Plan for the Borough, as illustrated by Figure 3. The Core Strategy is an overarching document that sets the main direction and amount of development for the next 15 years. It puts into a physical form the content of the Sustainable Community Strategy (SCS). Together the Core Strategy and the SCS provide direction on how key issues affecting the Borough will be tackled over the next 10-15 years.

National, Regional and Sub Regional influence

61. Figure 4 shows the national, regional and sub-regional influences on the Local Development Framework for Rossendale. The documents shown in bold form part of the Development Plan for Rossendale. At a national level the Government sets out planning principles through a series of Planning Policy Statements (PPS's). The relevant principles have to be applied in the preparation of Core Strategies. These are being supplemented and ultimately replaced with a series of National Policy Statements.

Figure 3: The Local Development Framework



Key

Timescale

The timetable for preparing the planning documents of the Local Development Framework

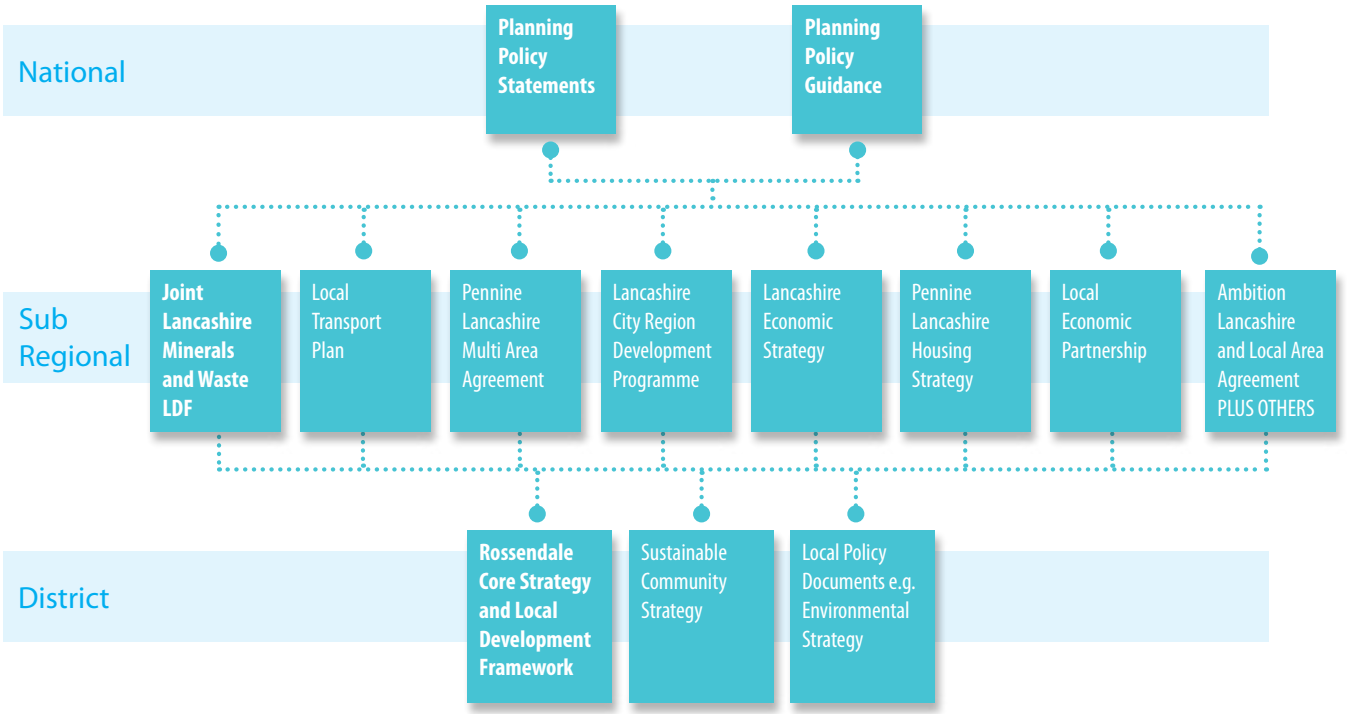
Required documents

The Council is required by planning law to produce documents in this colour

Optional documents

The Council can choose to produce documents in this colour but they are not required by planning law.

Figure 4: Overall Policy Influences



62. The Northern Way is an initiative that covers the three northern regions including the North West and was instrumental in developing a number of policy principles including the concept of City Regions. Rossendale is situated in the Central Lancashire City Region. The Northern Way Vision has no statutory status but has been influential in some policy areas such as transport.

63. Although it is expected that the Regional Spatial Strategy for the North West will been revoked, an emerging document that considers development in the region "Future North West: Our Shared Priorities" has been prepared as a non-statutory document.

64. In addition Pennine Lancashire has submitted a bid to create a Local Economic Partnership, including the districts of Rossendale, Burnley, Ribble Valley, Blackburn with Darwen and Pendle.

65. The Local Transport Plan (LTP) for Lancashire produced by the County Council provides the framework for transport priorities and investment in the Borough. A revised document will come into operation in 2011.

66. All Minerals and Waste planning issues are dealt with through the various Joint Lancashire Minerals and Waste Local Development Framework documents prepared jointly by Lancashire County Council, Blackburn with Darwen and Blackpool Councils. They are therefore not addressed in this Core Strategy.

67. As well as the documents listed above many other documents form important sub-regional context for the Core Strategy. These include:

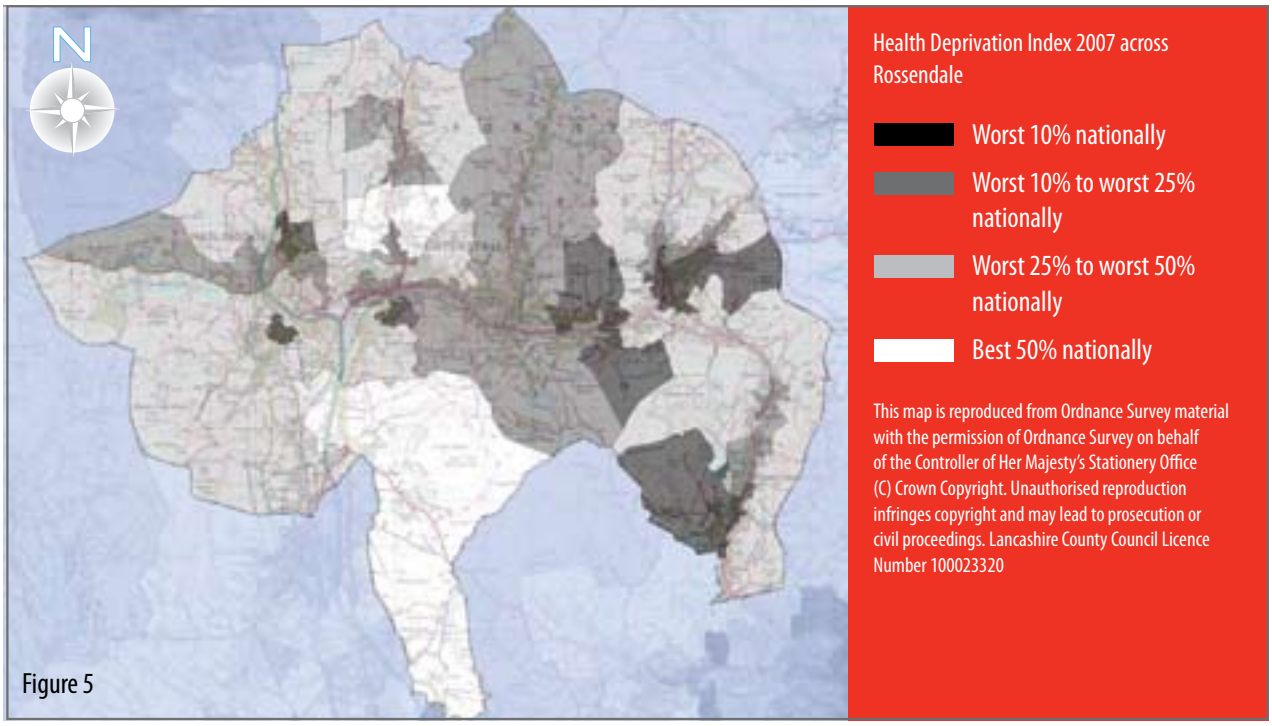


Figure 5

- Lancashire Economic Strategy/Pennine Lancashire Economic Strategy
- City Region Development Programme
- Pennine Lancashire Spatial Guide
- Pennine Lancashire Housing Strategy
- Rights of Way Improvement Plan
- West Pennine Moors Management Plan
- Lancashire Landscape and Heritage SPG

68. "Ambition Lancashire", Lancashire Partnership's Sustainable Community Strategy, was adopted in 2005 and revised by the partnership in 2008. The Partnership brought together local authorities, Primary Care Trusts, the Police, voluntary groups and a range of other bodies to produce the strategy. The targets and indicators in the Local Area Agreement (LAA) reflect and were informed by the priorities in "Ambition Lancashire". The principles of "Narrowing the gap" (deprivation, health, education, social cohesion) and "Active and Engaged Communities", set out in Ambition Lancashire have also been applied to the development of targets and indicators in the LAA. The LAA contains 35 NI targets from the National Indicator Set (NIs) and some of these indicators have targets which are broken down to district level. These were agreed within the thematic groups and between the theme lead, LAA Co-ordinator, Government Office and central government. Each of these district level targets formed the Lancashire target (aggregated) but they are not additional to the 35 NI LAA indicators. Government funding (Performance Reward Grant) has been related to the delivery of these targets.

69. Another very important document is the Pennine Lancashire Multi Area Agreement (MAA). This establishes various investment priorities agreed between the six local authorities in the area (Burnley, Blackburn with Darwen, Hyndburn, Pendle, Ribble Valley and Rossendale) and Central Government. Key priorities areas include funding arrangements: transport initiatives; worklessness; broadband delivery; higher education; planning and housing. A non statutory "Spatial Guide" is being produced. A key MAA priority for Rossendale is the plan to re-instate the commuter rail link to Manchester. Rossendale Borough Council is also a member of Regenerate Pennine Lancashire (formerly Elevate) which plays a key role in managing regeneration and housing improvements across the area. This enables issues of cross-border interest to be fully addressed.

70. As well as joint working with authorities in Lancashire, strong relationships exist with the adjoining metropolitan authorities. This includes landscape studies and renewable energy analysis as part of a consortium of South Pennine authorities including those in Greater Manchester and West Yorkshire. The East Lancashire Railway involves Rossendale engaging strongly with Bury, Rochdale and Greater Manchester Integrated Transport Authority to develop the potential of this important piece of infrastructure.

71. In addition to the above initiatives various partners have their own medium and long term plans, e.g. the Health Authorities and the Environment Agency. Rossendale Borough Council also has a number of Corporate Policy documents, such as the Environment Strategy, which have fed into preparation of the document.

Issues, Problems and Challenges/ Issues Facing Rossendale

Demographics

72. The total population of Rossendale was 67,300 in mid 2008 and in recent years growth has been minimal. However, forecasts

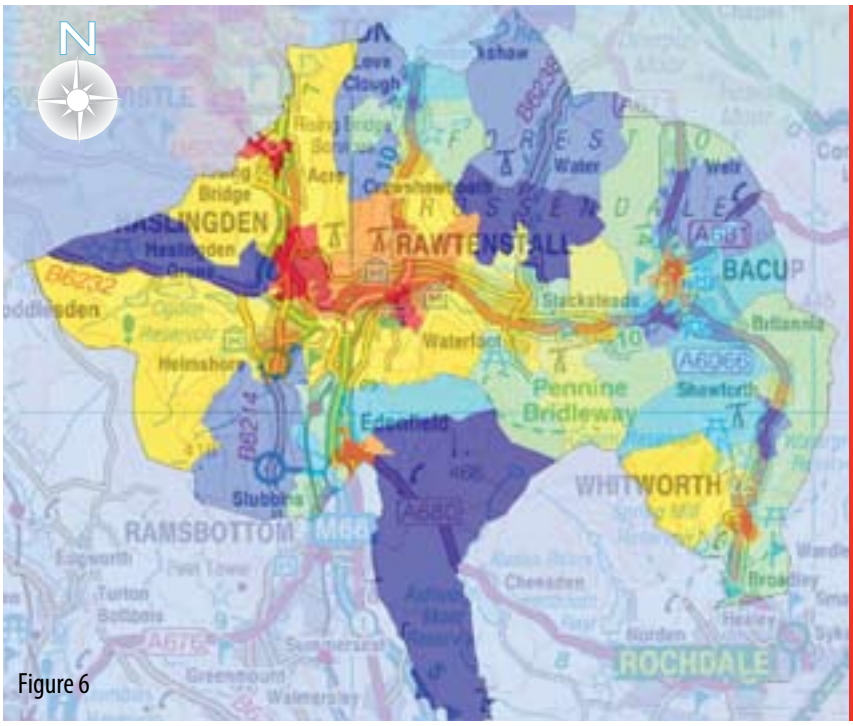


Figure 6

predict that the population of the Borough will increase by 6.3% over the next 15 years to approximately 71,300. Nonetheless, Rossendale has a significant local problem in retaining 20-24 year olds which make up only 4.84% of the population, lower than both the North West (5.79%) and England and Wales (6.01%). This indicates that large numbers of young people leave the area looking for better job opportunities elsewhere. There is however a relatively high proportion of young families compared to the regional trend. Life expectancy for men at 75.4 in Rossendale is amongst the worst in the country although the life expectancy for women at 81 is slightly greater than the regional average but still lower than the national figure (source ONS).

73. Levels of multiple deprivation are high compared to that of neighbouring areas. Rossendale is ranked as the 92nd most deprived authority out of 354 authorities. Levels of multiple deprivation are higher than that of the neighbouring unitary authorities of Calderdale and Bury, ranked 107th and 122nd respectively. Aspects of deprivation such as crime and employment show few extremes, but there is a high degree of health deprivation in the Borough with 20% of Super Output Areas (SOAs) being among the worst 10% in the country. Mental health problems and long-term sickness are particularly significant and are concentrated around Bacup, Stacksteads and Whitworth in the east as well as Haslingden in the west. However, overall Rossendale is less deprived than its Pennine Lancashire neighbours with the exception of Ribble Valley.

74. Crime rates in Rossendale are predominantly lower than both regional and national averages and it remains a comparatively safe borough to live in.

Economic Activity

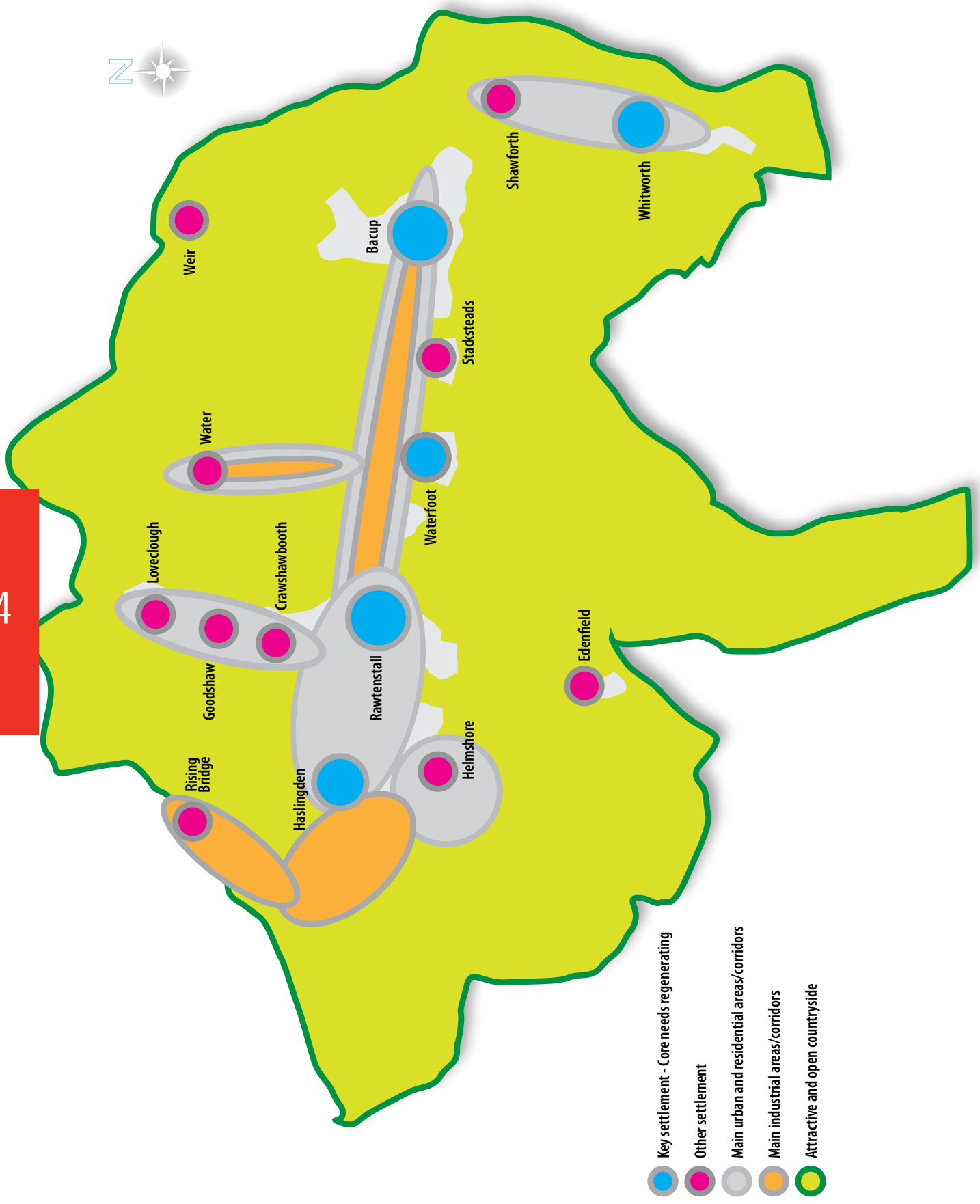
75. Rossendale has had slow economic growth over the last 30 years, a result of the long term contraction of the Borough's established local industries, such as textiles, clothing and footwear. This has left many sites underused or in need of remediation. Also the Borough has limited flat land available because of its topography, and many sites adjoin the River Irwell and are at risk of flooding, or are close to residential areas. The Employment Land Study (2009) notes that manufacturing within Rossendale has been more resilient than many other places, even within the region.

76. At 86% the Borough has a high proportion of very small firms, with 0 to 9 employees. (This is slightly higher than regional and national figures, of 82% and 83 % respectively). Rossendale has very few large firms with 0.9% having more than 100 employees. (This compares with 1.6% in the North West and 1.5% nationally). The largest private sector employers in the Borough, employing more than 250 people, and excluding retailers, are in manufacturing (floor underlay, filtration and screening products, and furniture). The manufacturing sector accounts for a much higher proportion of local employment than in the region. In the public sector, the Council employs 200 staff.

77. Rossendale over the period 1998 to 2007 saw a decrease in the number of employee jobs, similar to other Pennine Lancashire authorities, at a time when job numbers were increasing nationally and regionally. The number of VAT registrations has been increasing although at a lower rate than that for Lancashire, and survival rates for new businesses are slightly lower than county and regional averages (68% compared to 73% and 71%) though business start-ups have been improving and are more successful than the national picture.

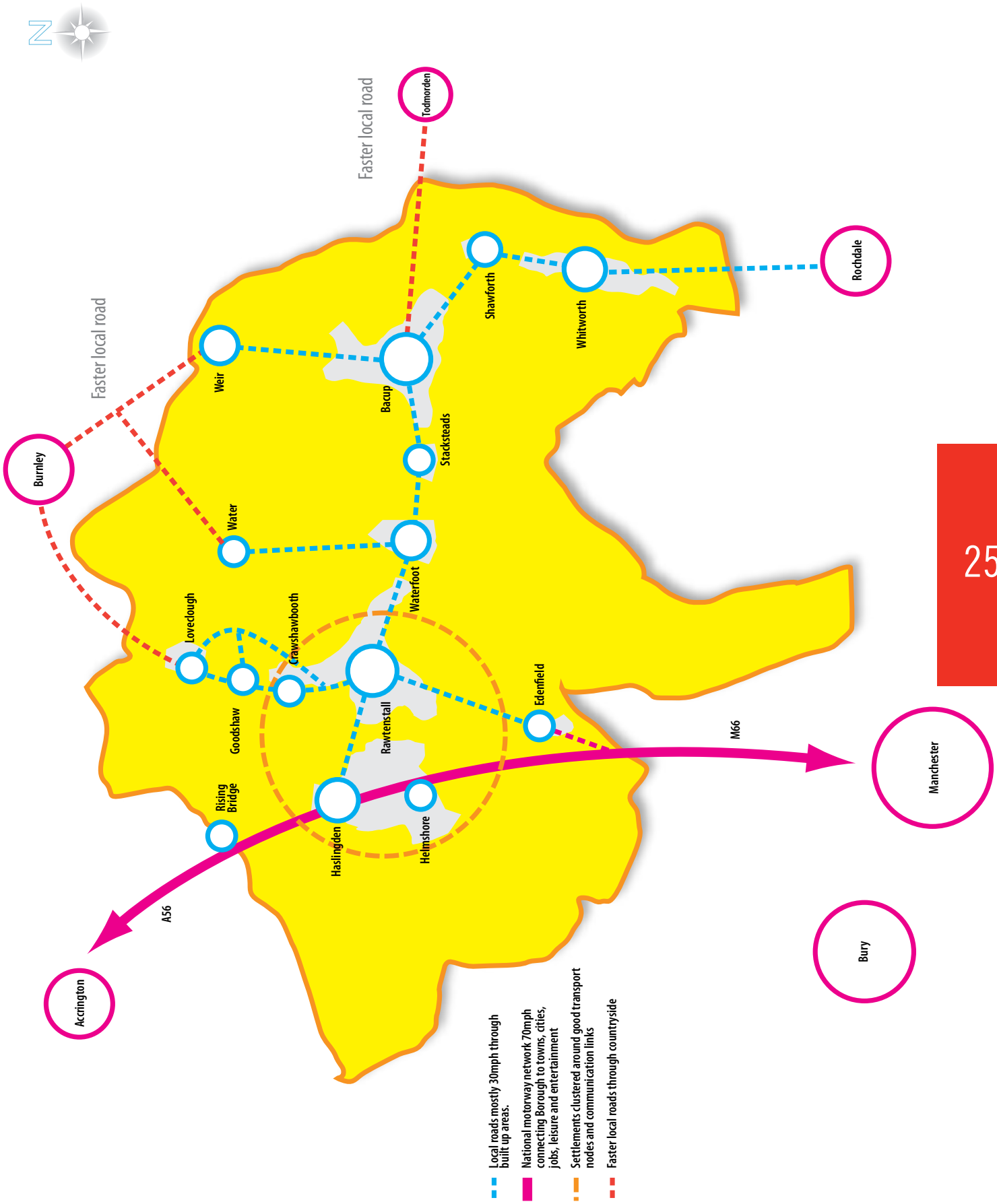
78. Unemployment within Rossendale has traditionally been lower than regional and national averages. However, for a short period in 2009 the unemployment rate peaked, exceeding

Figure. 7: Settlement Pattern



Not to scale

Figure 8: Road Network



Not to scale

county figures for the first time in ten years. The rate has since declined. However, the ILO unemployment rate, which includes those seeking work but not claiming benefits, at 4.8 % is below national (5.3%) and the north west figures (5.9%).

79. Overall the Borough's labour force has more highly skilled occupations and fewer lower skilled manual jobs than the North West averages. For example residents in managerial, professional and associate professional occupations account for 46% of workers compared to 40% in the North west and 43% nationally. The relatively highly skilled nature of residents' occupations contrasts with the low skills levels of Rossendale's workforce.

80. The proportion of residents with higher-level qualifications is relatively low (22.3% of working age residents have a degree compared with the regional average of 25.4% and the national figure of 28.6%). The proportion of residents with no qualifications at 12.3% is significantly lower than the average for the North West (at 15%). Although the average wage levels of working residents in the Borough compare with county and regional averages (all being about 5% below the national average), work place levels are much lower (24% below the regional figure and 24% lower than the national figure).

81. These reflect the types of jobs most common within the Borough as being generally lower paid. It also suggests that many residents are commuting out to better paid jobs (particularly in Manchester). This is supported by Rossendale's relatively low self-containment rate, which reflects the proportion of working age residents in work locally, rather than commuting elsewhere. Rossendale has the largest gap between wages of residents and employees within Lancashire, pointing to significant disparities within the Borough. For example the annual household income of residents in Eden ward is more than £40,000 compared to Stacksteads, where it is £26,000. The UK average is £35,000.

Built Environment and Housing Market

82. Rossendale is characterised by its stone-built terraced housing, most of which was constructed before 1919 which forms a third of the housing stock in the Borough. Partly as a result of the abundance of this type of housing stock, Rossendale has suffered from housing market failure, particularly in the east of the Borough. To tackle the problems of housing market decline, low demand and abandonment, Rossendale was included in Elevate East Lancashire (Regenerate Pennine Lancashire from November 2009), one of the Government's nine housing market renewal pathfinders. Bacup, Britannia and Stacksteads have been incorporated into this programme, which aims to improve the quality and diversity of the housing stock, along with improving economic prosperity, the environment and community life within these areas. Unfitness is a major problem with 9.1% of the stock falling into this category compared to just 2.4% nationally. Many properties are poorly insulated which contributes to significant amounts of fuel poverty and high domestic CO_2 emissions. A recent stock condition survey concluded that £60 million worth of investment is required across Rossendale's private sector housing to bring the current housing stock in line with the decent homes standards.

83. Although demand for housing has been high in parts of Rossendale, average property prices in the Borough remain among the lowest in the region. Despite having relatively low house prices when compared to regional and national averages, affordability is a major issue for many wanting to access the housing market. This is further aggravated by a local low-wage economy, resulting in an acute affordable housing need throughout Rossendale. The ratio of median house prices to median earnings in 2008 was 6.53 compared to a Lancashire figure of 5.49.

Accessibility

84. The railway link between Rawtenstall and Bury is no longer in general use, although it provides a very successful part-time tourist-orientated steam train service operated by East Lancashire Railway, attracting over 100,000 visitors per year. There are aspirations to open up this line as part of a Manchester to Rawtenstall Commuter Rail Link.

85. Communications in the east-west directions of Rossendale are not as good as those in the west, with only one main road (A681 – A671) that traverses the breadth of the Borough. This is almost entirely lined with urban development and limited to 30mph. It is from this primary road that many of the secondary roads are fed, predominantly towards the north of the Borough along the naturally occurring valleys. Peak hour congestion problems are significant around the gyratory and Burnley Road, Rawtenstall , and in Haslingden and Stacksteads. It is therefore not unexpected that car reliance in Rossendale is high, with 45% of households owning a car or van and 25% having access to two cars or vans. Nevertheless in some wards notably around Stacksteads and Bacup, over 40% of households do not own a car and many services are concentrated in the west of the Valley. Thus the promotion of alternatives to the car and location of facilities such as GP's, shops and schools will remain a key issue.

86. While Rossendale has highly urbanised valleys the upland area has very little built development though it has been extensively quarried and mined. This and the densest public rights of way network in Lancashire offer a major resource for local walkers and activity based leisure. However, as well as being the largest network in Lancashire it is one of the worst maintained and some of the quarries present significant safety risks. The Rossendale area contains surface coal resources and has previously been subjected to coal mining activities which will have left an environmental legacy. This legacy has the potential to lead to public safety hazards unless there is awareness and any risks have been fully considered and appropriate treatment/ mitigation measures have been incorporated within new developments.

Regeneration

87. Derelict and vacant land and buildings is a key challenge for Rossendale with 122.33 ha of previously developed land identified in 2008. While this is a resource for positive re-use, many of the sites are located in prominent locations in or adjacent to town centres and are deterring investment and halting regeneration.

88. The town centres in the Borough are in significant need of enhancement. The Valley Centre in Rawtenstall requires either replacement or refurbishment as it undermines the attractiveness of the whole centre. Bringing forward an acceptable scheme has been hampered by the recession. The New Hall Hey area has a part -implemented retail/office permission and together with the railway station is poorly related into the town centre. A new bus station with modern facilities and integrated into the town centre is required. Down the Valley in Bacup the centre has been unable to attract significant national retailers as the major superstores are all clustered in and around Rawtenstall. It has many vacant and under-used buildings, a number of which are listed as being of historic value but will be costly to repair. It has significant potential however to be a very attractive place to visit and live. In addition, English Heritage is supporting regeneration initiatives in the town. Haslingden would benefit from upgrading and enhancing streets and pavements, a reduction in the number of vacant shop units and a limit on the number of hot food takeaways. The markets increase diversity within Rawtenstall, Haslingden and Bacup each face challenges to their viability as do many small shops, both within centres and outside them. However, throughout the Borough, are several retail outlets which attract shoppers from outside the Borough.

89. Indoor leisure facilities within the Borough are concentrated at Haslingden Leisure Centre and Haslingden Pool, Marl Pits at Rawtenstall, Whitworth Leisure Centre and Bacup Leisure Hall. Secondary School facilities are available for public use in evenings

Key Issues

Regeneration

- **Current poor condition of Valley Centre and New Hall Hey in Rawtenstall**
- **Regeneration of Bacup town centre whilst respecting its historic character**
- **Vacancies and public realm in Haslingden Town Centre**
- **Reducing vacant and derelict land and buildings**
- **Meet identified local housing needs**

Connectivity

- **Potential of East Lancashire Railway as commuter link to Manchester**
- **Addressing the east-west split within Rossendale**
- **How to enhance the tourist potential of Rossendale including walking/cycling access and outdoor leisure**
- **Enhance Rawtenstall town centre including provision of a new bus station and walking links from the station/New Hall Hey**
- **Local traffic congestion e.g. gyratory in Rawtenstall**
- **Improve access to services and employment especially from the east of the area**

Environment

- **Giving due consideration to the presence of surface coal resources and addressing issues relating to former coal mining activities**
- **Reduce impact of climate change including high local per capita CO_2 production**
- **Protecting, enhancing, extending, linking and improving access to the Borough's valued nature conservation resources so as to improve biodiversity and enable species to adapt to the impacts of climate change.**
- **Ensuring that the landscape qualities of the Borough are respected and enhanced.**
- **Safeguarding the extent and openness of the designated Green Belt**

Design

- **Promote sustainable design and reinforce local distinctiveness**
- **Accommodating development in a way that respects the character of the area**
- **Conserve and improve the built heritage**

Economic Growth and Tackling Deprivation

- **Retain Key Age Groups (20-24)**
- **Manage and expand the local rural economy**
- **Improve health and wellbeing especially in the most deprived wards**
- **Increase educational attainment and improve local skills**
- **Meet local employment and business needs**
- **Lack of overnight accommodation for visitors**

CHAPTER 3

Rossendale in 2026 Spatial Vision and Strategic Objectives

Rossendale in 2026

90. This chapter is the starting point for the rest of the Core Strategy and sets out a vision of what Rossendale will be like in 2026 after this plan has been successfully implemented.

91. From this vision, 8 objectives are proposed which cover the main issues for Rossendale and set out how the planning process for the next 15 years will address, improve and deliver them.

92. The 8 Strategic Objectives are Borough-wide and include the following:

- Public transport improvements
- Meeting housing needs
- Improve access to education, skills, training, health and job opportunities
- Enhance and protect our built heritage
- Supporting and encouraging local businesses and new sectors of the economy
- Improve and promote Rawtenstall as the main town centre, supported by Bacup, Haslingden and other local centres
- Enhance and protect out natural environment
- Reduce the impact of climate change

93. This chapter also sets out the key projects that will help transform Rossendale into a place where people want to live, work and visit. The Transformational Projects include:

- The Adrenaline Gateway
- Bacup Town Centre Renaissance and Regeneration
- The Rossendale Health Campus
- Manchester to Rawtenstall Commuter Rail Link
- Haslingden Renaissance Plan
- Rawtenstall Town Centre Regeneration
- Bacup 14-21 Vocational Education Campus

94. All policies and plans from this point on must help to achieve these objectives and the overall vision for Rossendale.

Spatial Vision

Rossendale is defined by its Pennine moorland countryside and small stone built towns and villages located along the valley floors and will continue to be so.

By 2026, we aim to reduce inequalities across the Borough by strengthening opportunities in the east of Rossendale and fulfilling the potential of the west of the Borough.

Rawtenstall and its surrounding communities will be the central focus of the Borough. The Valley Centre will be redeveloped and will act as a regeneration catalyst for the rest of the town centre, incorporating additional and increased choice of shopping and office facilities, well linked to a new bus interchange and Rawtenstall train station.

Rossendale's distinctive landscapes and natural assets will continue to be protected and enhanced for both their intrinsic value to biodiversity and their recreational and economic value to local people and tourists alike.

The east of Rossendale including Bacup, Stacksteads, Britannia and Whitworth will continue to develop as tourist destinations for sport and recreational activities as well as an area of historical and architectural interest.

Most development including housing and affordable housing will take place within the urban boundaries of the main settlements, capitalising on the move towards a low-carbon economy and supporting sustainable lifestyles. Particular emphasis will be placed on realising the objectives of the existing Housing Market Renewal programme and any subsequent initiatives in the east.

Rawtenstall together with Haslingden, Bacup and Whitworth will remain priority areas for economic development including employment and office space.

Transformational Projects

95. The six projects identified in Rossendale's Sustainable Community Strategy 2008-2018 which will assist in the transformation of the Borough over the next 5 to 10 years will also aid in delivering the Strategic Objectives outlined on pages 31.

The six transformational projects identified in the Sustainable Community Strategy include:

Project	How Will It be Delivered?	When Will it be Delivered?
The Adrenaline Gateway – delivering a unique leisure and cultural experience by making a wide range of adrenaline sports activities accessible to people from across the North West.	Through the identification of locations and sites to support adrenaline sports, particularly mountain biking throughout Rossendale and actively support suitable schemes and proposals and where necessary assist with gap funding through the regeneration process.	The Adrenaline Gateway is not a project, but a concept that will be delivered and improved upon throughout the life of the Core Strategy. The success of Lee Quarry is already evident and it is anticipated that this will continue to grow and develop in the years to come.
Bacup Town Centre Regeneration and Renaissance – to stimulate economic activity in Bacup town centre by attracting new and growing businesses to the area.	Through the preparation of a Conservation Area Appraisal and Management Plan and bidding for funding to attract investment in bringing back into use and renovating historically important commercial buildings in the Conservation Area. By developing and implementing planning policies which will attract new and different businesses to the town and give the area a unique role and identity.	Work on the Conservation Area Appraisal is nearing completion and funding from English Heritage has been secured to assist and undertake conservation work, including the preparation of a Management Plan. It is anticipated that the first stages of the Bacup Town Centre Regeneration and Renaissance work will be completed within the first 5 years of this plan.
The Rossendale Health Campus	The Health Campus in Rawtenstall is completed and was funded by the East Lancashire Primary Care Trust.	
Manchester to Rawtenstall Commuter Rail Link – will aim to provide a frequent and regular railway connection between Pennine Lancashire and Greater Manchester.	Joint working and partnership with the East Lancashire Railway Trust, Rossendale Borough Council, Greater Manchester Public Transport Executive, neighbouring authorities and Network Rail will be required to help deliver this project, funding opportunities are being explored.	This is a long term goal for Rossendale as it is acknowledged that delivery is complex. However, it is anticipated that the railway will be re-opened to commuter journeys toward the end of the life of this Core Strategy.

Project	How Will It be Delivered?	When Will it be Delivered?
Haslingden Renaissance Plan – to identify key areas for improvement in Haslingden town centre.	Through the re-definition of the town centre, a new Conservation Area and an Area Vision and policy which will guide new development to the town, improving key areas in the process. Improvements will be made through focused regeneration efforts and schemes.	The renaissance of Haslingden is a long term goal and will be an ongoing project throughout the life of this Core Strategy.
Rawtenstall Town Centre Regeneration – planned regeneration including redevelopment of the Valley Centre, the creation of a retail, leisure and business park on New Hall Hey and a hotel on the former college site.	Through the identification of the Valley Centre redevelopment as a Council priority and partnership working with committed developers to deliver the right type of development on the site. The same is true for New Hall Hey and the former college site and the Council is committed to working with the landowners and prospective developers to achieve the best results for the sites and Rossendale.	The Regeneration of Rawtenstall and in particular the redevelopment of the Valley Centre should be deliverable within the first half of the plan.
Additional Transformational Projects Identified Through the LDF Process		
Bacup 14-21 Vocational Education Campus	Partnership working between Accrington and Rossendale College, Lancashire County Council, local secondary schools, LCDL and grant funding bodies.	The education campus in Bacup should deliverable within the first half of the plan.

96. These projects will be delivered through the planning and regeneration processes and will act as catalysts for future growth and development in Rossendale.

CHAPTER 4

Area Visions and Policies

Rossendale in 2026

97. An Area Vision is a broad plan for a part of Rossendale and aims to provide some direction for the future of local areas for local people, developers, investors and the Council.

98. The six Area Visions cover the following broad areas:

- Whitworth, Facit and Shawforth
- Bacup, Stacksteads, Britannia and Weir
- Waterfoot, Cowpe, Water and Lumb
- Rawtenstall, Crawshawbooth, Goodshaw and Loveclough
- Haslingden and Rising Bridge
- South West Rossendale: Helmshore, Edenfield, Stubbins, Irwell Vale and Lumb and Ewood Bridge

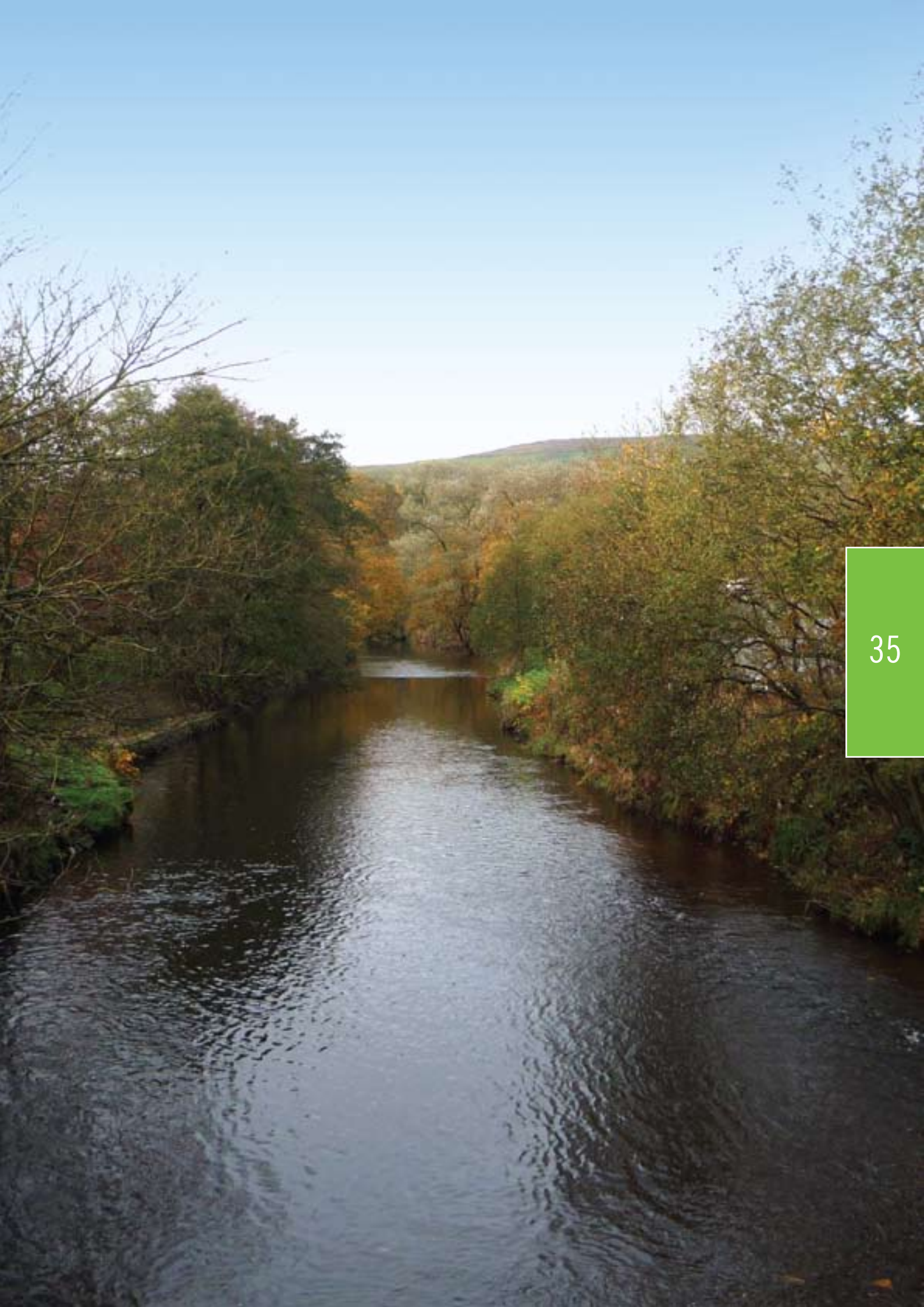
99. The Area Visions outline the strengths, weaknesses, opportunities and threats of each area, and then propose a way forward to address the key issues and make the best use of any opportunities, whilst meeting all the necessary needs and demands.

100. Each Area Vision and Policy is accompanied by a map, illustrating where and how the policy and vision could be achieved.

101. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. A minimum of three options were consulted on for each Area Vision and the proposals put forward reflect the responses received to these.

102. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

103. The Area Visions and Policies should not be read in isolation. They act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.



104. he Area Visions and Policies are aimed at addressing local issues and problems and maximising local strengths and opportunities. In doing so, the Area Visions and Policies provide a level of certainty about the future of the areas and set out the principles for future development and improvements within Rossendale's LDF.

105. The overall vision for Rossendale and the strategic objectives to achieve this (page 31A) are aimed at tackling borough-wide issues. However, there are certain areas within Rossendale where some of the key issues identified (page 27) are more relevant or significant. Hence to make the Core Strategy as effective as possible at addressing the key issues and achieving the Vision and Strategic Objectives across the Borough, Area Visions have been created to give local areas the attention and direction they need, to address their own individual problems and make the most of their strengths and opportunities.

106. Between January and August 2009, Rossendale was split into eight areas, influenced by housing market area boundaries, existing Area Action Plan (AAPs) boundaries as well as reflecting Rossendale's fierce local identities which are upheld by local residents and communities. During the consultation process, 149 representations were received and it was suggested that a consistent approach to the Area Vision boundaries was required. In addition it was felt that too much emphasis was placed upon Rawtenstall and Bacup as a result of the existing AAP boundaries and other settlements were not given the degree of attention required.

107. It was decided that to better link the areas together and reflect the reality of communities within Rossendale, each Vision and Policy should reflect the housing market boundaries and properly illustrate the relationships between communities and neighbouring areas and settlements.

108. Subsequently the Area Visions for Rawtenstall and Crawshawbooth, Loveclough and Goodshaw have been combined

to form one Area Vision and Policy and the Area Visions for Bacup and Stacksteads, Britannia and Weir have been combined to form one Area Vision and Policy, resulting in a reduction from 8 to 6 Area Visions and Policies.

109. The Area Visions and Policies should not be read in isolation. The principles for all future development are set out in the Topic Planning Policies in Chapter 5 and will apply to every planning application, proposal and allocation that will come forward between now and 2026.

110. It is important to understand that the Area Visions and Policies do not override or take precedence over the Topic Planning Policies, but act to guide and steer development in local areas and communities, reflecting their distinctive characteristics.

Area Vision and Policy for Whitworth, Facit & Shawforth

Vision

111. To promote Whitworth as a prime location of choice to live and work, capitalising on the area's assets and facilities, and ensuring that Whitworth's leisure and tourism potential is sensitively realised to support the tourism offer available in the east of Rossendale.

AVP 1: Strategy for Whitworth, Facit and Shawforth

The Vision for Whitworth will be achieved through the following:

Environmental Protection and Development

- **The area's key landscape, land and geological resources, heritage, ecological assets, water courses (including water quality) and leisure offer, (e.g. open moorland, Cowm Reservoir, River Spodden and Healey Dell) will be conserved and enhanced. Current Greenbelt and urban boundaries will be maintained.**
- **Proposals supporting recreation pursuits will be encouraged including access, connections and improvements to long distance routes, such as the Pennine Bridleway, Whitworth cycleway and other routes linking the settlements to recreational opportunities (e.g. to the mountain bike trails at Lee Quarry). Proposals which support the Adrenaline Gateway, and provide tourism and leisure opportunities (for people of all ages) will be encouraged. Supporting development such as cafes, parking and small scale overnight accommodation will be encouraged in appropriate locations.**

Town Centre

- **The centre of Whitworth will be consolidated (as discussed in Policy 11: Retail and Other Town Centre Uses) which will serve the local community and attract some small scale additional shops, and other local facilities.**

Housing and Employment Sites

- **Under-used and vacant land and buildings, particularly mill buildings and complexes (e.g. Facit, Albert and Orama mills), will be actively supported for alternative uses - preferably mixed-use, where they are no longer viable for their existing use. The remediation of contaminated land for further redevelopment will also be actively supported.**
- **Most new residential, employment and office developments will take place as part of the redevelopment of existing employment sites which are proven to be no longer economically viable.**

Access to Services and Transport Infrastructure

- **Access to key services will be improved through the enhancement of existing pedestrian and cycle routes, in addition to high quality public transport provision - creating safe, convenient and sustainable transport options between peoples home, work and key services.**

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of Whitworth, Facit and Shawforth.

Background

112. The area known as Whitworth covers the entire length of the Whitworth Valley, an area of about seven square miles, with a population of about 7,500 people. It lies in the foothills of the South Pennines, lying between Bacup and Rochdale. It is a long, thin settlement, surrounded by countryside, some of which is designated as Green Belt. It is made up of the communities of Healey, Whitworth, Facit and Shawforth, all of which are linked by the A671.

113. The River Spodden rises near the village of Shawforth, and flows through Whitworth until its confluence with the River Roch, south of Rochdale. Although the river flows through the urban areas of Shawforth, Whitworth and Wallbank, the wider area drained by the River Spodden is predominantly rural in nature.

114. The twentieth century saw improvements in the living conditions of Whitworth's population and in the amenities provided. Cramped terraces, which had been built quickly and densely to house the influx of workers in the cotton mills, have been replaced, modernised or renovated in both the public and private sector. Civic buildings have been erected and parks and open spaces provided. In April 1976, an area in and surrounding Healey Dell at the south end of the Valley became legally designated as a statutory Local Nature Reserve, the only one in Rossendale.

Strengths, Opportunities and Key Issues

Issues	Strengths and Opportunities
■ Development constrained by surrounding topography and much of the countryside is designated as Green Belt. ■ The town is socially mixed, though this masks some significant deprivation issues (e.g. above average uptake of free school meals.) ■ Former mills are becoming unsuitable for modern manufacturing and are falling vacant and into disrepair, under pressure to be developed for non-employment uses. ■ Although the community spirit is strong, the town does not have a real centre, with key facilities spread out along its length including several small shopping parades, Several informal comments have been made about creating a heart for the town. The retail offer is relatively good with independent shops as well as limited national operators.	■ Residents have access to a range of key services. (E.g. four primary schools, a secondary school, medical centre, hospital, swimming pool, library and a newly built community centre). ■ Leisure opportunities are available with good access to the countryside; Cowm Reservoir regularly hosts competitions for water related sports. ■ The settlement is served by a Quality Bus Corridor (the 464 bus), which links Rochdale to Accrington via the Borough's other key settlements of Bacup, Waterfoot, Rawtenstall and Haslingden. However, the main road is a single carriageway so improvements are limited. ■ There is a good mix of housing, and the town has several buildings of historical and architectural interest and contains a Conservation Area.

Fig ure 9: Whitworth, Facit and Shawforth Area Vision Map

- Housing Major: >10, Minor: <10
- Main Roads
- Improved Countryside Access
- Urban/Built-up Area
- Local Centre Boundary
- Safeguarded Employment Sites
- Healey Dell Nature Reserve
- Green Belt
- Improved Recreation Leisure & Tourism Facilities
- Pennine Bridleway
- Rossendale Way
- Reservoirs
- Whitworth Cycleway
- Conservation Area

Strategic Objectives Met:	SO1 and SO2
Alternative Options Explored:	1. Promote Tourism with Significant Associated Development 2. Promote Whitworth as a Prime Location of Choice to Live and Work 3. Minimal Development
Indicators	1. Number of vacant business premises 2. Number of overnight visitor accommodation places 3. Improvements in public transport provision and cycle facilities
Targets	1. Overall decrease in amount of vacant business premises 2. Increase in the provision of overnight accommodation
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, Rochdale MBC, Developers, Local Businesses, , Lancashire County Developments Ltd,
Implementation	Management of developer investment, redefinition of local centre boundary, proactive management of planning applications and encouragement of reuse of derelict sites and buildings, negotiations with landowners, Conservation Area Character Appraisal and management plan, other appropriate plans and policies.
Monitoring & Review	1.Annual Monitoring Report (AMR) 2.Planning application liaison 3.Planning application process

115. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

116. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

Area Vision for Bacup, Stacksteads, Britannia & Weir

Vision

117. Bacup will be the hub of the Valley's emerging tourism industry, building on its rich built and natural heritage supported by complementary developments and opportunities within Stacksteads, Britannia and Weir. The area's distinct sense of place is to be retained and enhanced, with vacant sites and buildings to be occupied and open spaces retained. Local people will have a variety of employment and residential opportunities to choose from, supported by appropriate training and educational facilities.

AVP 2: Strategy for Bacup, Stacksteads, Britannia and Weir

Within Bacup, Stacksteads, Britannia and Weir it is proposed that:

Heritage and Sense of Place

- The distinct local heritage and sense of place of the area will be conserved and enhanced, particularly through regeneration initiatives.
- Further policies for this area will be developed through the Local Development Framework. This will build on the area's distinct sense of place, available regeneration opportunities, and promote Bacup's vitality and viability. It will also seek to strengthen links within the town and to nearby settlements and key attractions and the open countryside.

Housing

- Limited residential development on infill sites in Weir and Britannia will be supported where they contribute to the aims of the HMR area or any future programmes.
- Larger housing schemes will be accommodated in Stacksteads and Bacup where they contribute to the aims of the HMR area or any future programmes.

Access

- Pedestrian and cycle connections throughout the area and to visitor attractions such as the Adrenaline Gateway, Lee Quarry, the Irwell Sculpture Trail and the wider countryside will be improved and enhanced (particularly along the old railway lines).
- Improvements to public transport provision and accessibility to and from the area will be prioritised.
- Town centre parking in Bacup and at key visitor locations will be provided and improved.

Employment, Retail and Tourism

- Proposals for tourism and leisure related developments as well as farm diversification which generate local employment opportunities will be considered favourably.
- Retail development which does not affect the vitality and viability of any centre will be supported, where it would generate local training and / or employment opportunities, and improve the offer for Bacup.
- Newline and Suttons industrial estates will be safeguarded for employment uses, while Futures Park will be promoted as a location for education and skills development with provision for some small scale office development in combination with facilities supporting the tourism visitor economy.

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of Bacup, Stacksteads, Britannia and Weir.

Background

118. Bacup, Stacksteads, Britannia and Weir are four distinct communities lying in the east and north east of Rossendale occupying a dramatic landscape setting with a rich natural environment, surrounded by the moorlands of the South Pennines. There is a strong sense of place provided partly by the traditional stone buildings and the small terraces on the valley sides.

119. The settlements developed and grew primarily because of the cotton industry in the 19th century. Bacup has been described as a 'remarkable survivor' given that it remains much as it was at the turn of the 20th century, the boom-time of the Industrial Revolution, is regarded as one of the best preserved mill towns in the country and English Heritage is supporting the Council's work in historic preservation and enhancement.

120. Bacup, Stacksteads and Britannia have been included within the Regenerate Pennine Lancashire Housing Market Restructuring Programme, one of the housing pathfinders aimed at bringing about improvements in areas of low housing demand. However, unlike other Pathfinder initiatives, residents successfully ensured that demolition should not be considered as a means of balancing the housing market by reducing the number of terraced houses.

121. Consultation has previously been undertaken on two Area Visions covering the areas. However, given the linkages between these four settlements it has been decided to create one Area Vision for this key area of the Valley.

Strengths, Opportunities and Key Issues

Issues	Strengths and Opportunities
■ Poor public realm with high number of vacant, dilapidated buildings ■ Anti-social behaviour, poor general health, low skills and educational attainment, high crime, ageing and declining population (18-24 year olds moving away) ■ Employment market focused on traditional manufacturing sector ■ Housing market failure with generally low house prices and dominance of terraced housing ■ Perception of isolation – 'at the end of 3 valleys' ■ Difficult to deliver sites due to constraints – contamination etc ■ Limited opportunities for private sector investment	■ Distinct sense of place and heritage value ■ Good access to countryside with potential for tourism and outdoor leisure opportunities (e.g. mountain bike trails, bridleways, hill walking) ■ Close to employment opportunities in Rochdale and Burnley ■ Quality Bus Corridor linking to Accrington and Rochdale but poor access to Manchester City Centre ■ Renewable energy potential (wind, hydroelectric etc) ■ Proximity to and attraction of the Adrenaline Gateway project and Lee Quarry

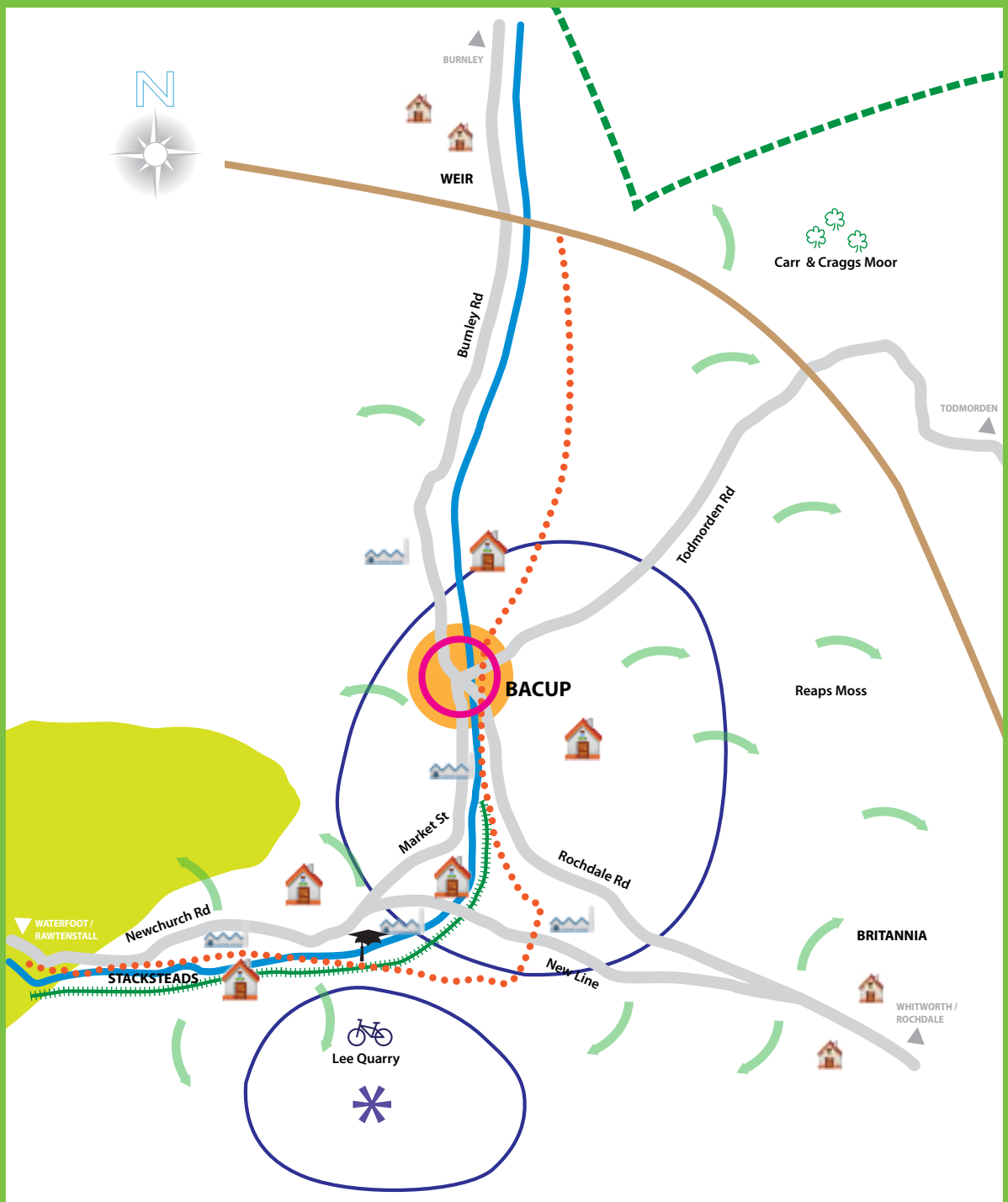


Figure 10: Bacup, Stacksteads, Britannia and Weir Area Vision Map

Strategic Objectives Met:	**All.**
Alternative Options Explored:	Bacup: 1. Creating a Sustainable Bacup, based on Tourism and Employment Opportunities 2. Encouraging Vocational Training Opportunities in Bacup 3. Promoting High-Tech and e-Based Industry 4. Bacup an Eco-Town Stacksteads, Britannia and Weir: 1. Housing - led Regeneration 2. Employment/Training led Regeneration 3. Limited Development
Indicators	1. Number of jobs created in tourism 2. Skills levels of local people 3. Number of visitors 4. Number applications approved contrary to advice from Rossendale Borough Council conservation team or English Heritage.
Targets	1. Increase in the number of jobs created in the tourism and leisure sectors 2. Increase in the number of people gaining NVQ Levels 1-3 3. Increase in visitor numbers 4. No applications approved contrary to advice from Rossendale Borough Council conservation team or English Heritage.
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, Developers, Local Businesses, Regenerate Pennine Lancashire, Accrington and Rossendale College, Lancashire County Developments Ltd, Irwell Sculpture Trail.
Implementation	Management of developer investment, redefinition of town centre boundaries, proactive management of planning applications and encouragement of reuse of derelict sites and buildings, negotiations with landowners, Conservation Area Appraisal and management plan, other appropriate plans and policies.
Monitoring & Review	1. Annual Monitoring Report (AMR) 2. Planning application liaison 3. Planning application process

122. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

123. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

Area Vision and Policy for Waterfoot, Cowpe, Lumb and Water

Vision

124. Waterfoot will have a distinct and vibrant local centre acting as a small retail niche supporting local businesses. The area will support the wider tourism and leisure opportunities and facilities within Rossendale with appropriately located facilities and services. This will in turn be supported by improved access to the countryside. The majority of previously-developed sites and buildings will have been developed for functional and sustainable uses, contributing to the atmosphere and community spirit of the area. Some additional employment and housing development will act to support the local economy and provide people with a choice of employment and residential opportunities.

AVP 3: Strategy for Waterfoot, Cowpe, Lumb and Water

To achieve the vision for Waterfoot, Cowpe, Lumb and Water, the Council will:

Town Centre and Regeneration

- **Consolidate Waterfoot promoting it as a local centre for small businesses and independent shops, incorporating public space provision through a small square or other public focal point.**
- **Actively encourage the re-use of derelict/underused sites and buildings (in particular the Victoria Arcade) and develop a strategy to assemble brownfield land for development.**

Community Facilities and Leisure

- **Provide additional leisure and recreation provision within the smaller settlements combined with promoting activities in the rural communities and within or adjoining the main urban area, identify suitable sites for tourism development to support the Adrenaline Gateway.**
- **Enable community facilities such as schools, health, youth and community centres limited expansion to provide improved services and to identify and promote sites to enable community focal points to be delivered.**
- **Improve bus stops, shelters and interchanges.**

Access to the Countryside

- **Identify and promote sites which encourage access to the outdoors and leisure opportunities across the sub area and provide ancillary visitor accommodation as well as car parks, toilets and camping facilities.**
- **Improve access (including signage) to the countryside and local tourist and leisure attractions. Additional growth for the leisure and tourism sectors within the area will be targeted where appropriate to some of the existing Greenland areas (Local Plan Saved Policy: E1)**

Housing and Employment Sites

- **Identify and allocate appropriate sites for new housing development in the Waterfoot area including affordable housing, providing a housing mix which encourages families and young people to stay in the Borough.**
- **Protect and promote the existing industrial sites predominantly to the south of the A681 but also north of Waterfoot centre which are able to take advantage of good public transport links.**

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of Waterfoot, Cowpe, Lumb and Water.

Background

125. Located in the centre of Rossendale and shaped by the two main arteries of Bacup Road and Burnley Road East, Waterfoot and the surrounding areas expanded rapidly in the nineteenth century with the growth of industrialisation. The slipper industry did much to put Waterfoot on the map, and resulted in the construction of the Victoria Arcade by Sir Henry Whittaker Trickett, the "Slipper King".

126. Today the area boasts a unique character among the other settlements in Rossendale largely in part due to Victoria Parade which has a distinctive canopied walkway in decorative iron and glass. However, since the decline of the slipper and footwear manufacturing industry, much of the built environment has fallen into disrepair, with many of the industrial buildings and those which supported the working community left vacant and derelict.

127. Access to the countryside is good and several well known routes converge in the area such as the Pennine Bridleway, Mary Towneley Loop and the Irwell Sculpture Trail giving access to the unspoilt hill scenery.

Strengths, Opportunities and Key Issues

Issues	Strengths and Opportunities
■ Amount of vacant and underused buildings and land ■ No strategy for bringing vacant and derelict buildings back into use ■ Decline in vitality and viability of Waterfoot town centre ■ Lack of a clear town centre boundary for Waterfoot ■ Increasing number of hot food takeaways ■ External perception of congestion ■ Local heritage poorly maintained ■ Lack of supporting infrastructure for leisure and tourism ■ Retention and promotion of employment land and facilities ■ Very little public space or focal points in Waterfoot	■ Good quality bus links to Burnley, Rawtenstall and beyond ■ Good access to the countryside including the Mary Towneley Loop (part of the Pennine Bridleway) and Irwell Sculpture Trail ■ Strong local identities and sense of community ■ Local heritage icons – Victoria Arcade, Waterfoot library building ■ Local cultural and community assets – Horse and Bamboo Theatre ■ Outdoor activities such as fishing and water sports at Clowbridge, Clough Bottom and Cowpe reservoirs

Figure 11: Waterfoot, Cowpe, Lumb and Water Area Vision Map

- Housing Major: >10, Minor: <10
- Main Roads
- Improved Countryside Access
- Reservoirs
- Safeguarded Employment Sites
- Local Centre Boundary
- Green Belt
- Community Facilities
- Irwell Sculpture Trail
- Mary Towneley Loop/Pennine Bridleway
- Victoria Arcade
- Town Square

Strategic Objectives Met	S01, S02, S03, S04, S06 and S07.
Alternative Options Explored	1. Major Growth including housing, employment, retail 2. Major Growth – tourism and recreation 3. Consolidate and improve existing facilities and services
Indicators	1. Number of vacant derelict sites and buildings in Waterfoot town centre. 2. Number of small business start ups based in Waterfoot town centre. 3. Number of well maintained, clearly waymarked rights of way into the countryside, linked to existing footpaths and bridleways.
Targets	1. Annual reduction in amount of derelict sites and buildings. 2. Annual increase in small business start-ups. 3. Annual increase
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, Developers, Local Businesses, Housing Associations.
Implementation	1. Management of developer investment, redefinition of town centre boundaries, proactive management of planning applications and encouragement of reuse of derelict sites and buildings, negotiations with landowners. 2. Development of subsequent planning and regeneration documents and plans i.e. Masterplan, neighbourhood plans etc 3. Providing advice in a later document on retail frontages to reduce key vacancies and ensure vitality and viability
Monitoring & Review	1. Annual Monitoring Report (AMR) 2. Planning application process

128. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

129. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

Area Vision and Policy for Rawtenstall, Crawshawbooth, Goodshaw and Loveclough

Vision

130. Rawtenstall will be a place where people will want to live, visit and shop. The Valley Centre and its surroundings will be a revitalised heart for the town complemented by high quality small shops on Bank Street and a thriving market. A new commuter rail link to Manchester, attractive walking routes from the station to the town centre and a new bus facility will all contribute to better transport links. New Hall Hey will be developed as a high quality retail and office location.

Housing will be focussed on Rawtenstall with no major development in Crawshawbooth, Goodshaw and Loveclough. The integrity of existing open spaces will be maintained. The Village Centre of Crawshawbooth will continue to offer a range of local services served by enhanced parking facilities. Walking and cycling improvements in Crawshawbooth, Goodshaw and Loveclough will offer improved countryside access.

AVP 4: Strategy for Rawtenstall, Crawshawbooth, Goodshaw and Loveclough

The vision for Rawtenstall, Crawshawbooth, Goodshaw and Loveclough will be achieved through the following:

Town Centre

- **An SPD/Masterplan to guide the overall planning of Rawtenstall Town Centre.**
- **The redevelopment of the Valley Centre as a mixed use project that will complement its conservation Area setting, enhance Rawtenstall's townscape and provide accessible, attractive new streets and spaces for all users, particularly pedestrians.**
- **Pedestrian links to Rawtenstall Railway Station from the town centre will be made direct and attractive. Station facilities, including parking, will be enhanced to a standard suitable for commuter use.**
- **The diversity of small shops in Rawtenstall will be retained and enhanced and the potential of the market maximised.**

Accessibility and Community Facilities

- **Rawtenstall Bus Station will be rebuilt to provide high quality passenger facilities and a landmark new development in the town centre.**
- **New developments will be located in proximity to, and well linked to public transport and Green Infrastructure networks to maximise the potential usage of sustainable modes of travel.**
- **New bridleway and cycling routes will be created in Crawshawbooth, Goodshaw and Loveclough in particular along the River Limy, also known as Limy Water.**
- **Parking in Crawshawbooth Village Centre will be enhanced.**
- **The rejuvenation of Marl Pits Leisure Centre and Ski Rossendale will be undertaken to maximise leisure opportunities for all sections of the community.**

Heritage

- **Rawtenstall, Goodshawfold and Loveclough Fold Conservation areas will be protected from inappropriate development and opportunities taken for enhancement. Consideration will be given to creation of a Conservation Area in Crawshawbooth.**

Environmental Protection

- **The natural environment will be protected and enhanced in line with policies 17 and 18. The River Irwell and Limy Water will also be protected from inappropriate developments and enhanced where possible.**

Housing and Employment Land

- **Housing will be focused on the Rawtenstall area with no new major greenfield development in Crawshawbooth, Goodshaw and Loveclough.**
- **Open land to the west of Burnley Road north of Crawshawbooth will be protected from development.**
- **New Hall Hey will be safeguarded for bulky goods retail and business use. An extension for business use of land to the south of Hardman's Mill will be favourably considered subject to flood risk issues being fully addressed.**
- **Consideration will be given for mixed-use development including market and supported housing within the current built up area of the Rossendale Hospital Site. Proposals for this site will be assessed in accordance with Policy 1 (General Development Locations and Principles).**

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of Rawtenstall, Crawshawbooth, Goodshaw & Loveclough

Background

131. Rawtenstall is and will continue to be the largest town in Rossendale. It is the biggest shopping centre in the Borough but the Valley Centre is a vacant, rundown eyesore which conflicts with the general attractiveness of the Rawtenstall Conservation Area. The town is very accessible for Manchester via the A56 which fuels housing demand. The East Lancashire Railway has an important tourist role but is poorly integrated into the town centre. Its potential as a commuter link to Manchester is currently unrealised.

132. Crawshawbooth, Goodshaw and Loveclough are distinct settlements north of Rawtenstall that have seen considerable recent housing growth. This has put pressure on schools and the highway network as well as the attractive local countryside and wildlife.

Strengths, Opportunities and Key issues

Issues	Strengths and Opportunities
■ Amount of vacant and derelict land and buildings – particularly in Rawtenstall ■ Housing pressures in Crawshawbooth, Goodshaw and Loveclough ■ Traffic congestion on the Gyratory and Burnley Road including associated air quality problems ■ Loss of local services and vitality in Crawshawbooth village ■ Lack of car parking provision ■ Local landscape and wildlife issues in Goodshaw and Loveclough ■ Poor links between the railway station, town centre and market	■ Redevelopment of the Valley Centre, New Hall Hey and Rawtenstall bus station ■ Potential for a Manchester to Rawtenstall commuter line ■ Maximising the role of the East Lancashire Railway as a tourist attraction ■ Improving and redeveloping leisure facilities – particularly at Ski Rossendale ■ Good access to the countryside, including the Irwell Sculpture and Shoe Trails

Figure 12: Rawtenstall, Crawshawbooth, Goodshaw and Loveclough Area Vision Map

Strategic Objectives Met:	**S01, S02, S03, S05,S06 and S07.**
Alternative Options Explored:	Rawtenstall: 1. Rawtenstall as a major employment and retail destination 2. Rawtenstall as a sub-regional economic and retail hub servicing the needs of the community 3. Rawtenstall as a regional tourism destination Crawshawbooth, Loveclough and Goodshaw: 1. Managed growth – selective growth whilst harnessing benefits 2. Limited growth – restricted levels of development reduced benefits to be harnessed 3. No planned growth – windfall sites
Indicators	1. Redevelopment of the Valley Centre 2. Construction of a new bus station including high quality links to rail station 3. Completion of a) New Hall Hey development and b) related land to south
Targets	1. Redevelopment of the Valley Centre to be completed by 2014/15 2. Bus station and public realm improvements to be completed by 2014/15 3. New Hall Hey development to be completed by 2016
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, LCDL, Groundwork, East Lancashire Railway, neighbouring authorities, private developers, local businesses.
Implementation	Planning application process, negotiations with private developers, LCDL funding, Local Transport Plan, partnership working with Greater Manchester authorities and East Lancashire Railway.
Monitoring & Review	1. Annual Monitoring Report and Local Transport Plan AMR 2. Liaison with Lancashire County Council/ELR/Groundwork through AMR 3. Planning application liaison 4. Planning application process

133. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

134. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

Area Vision for South-West Rossendale

Vision

135. The rural character and nature of individual settlements within the area will have grown and developed into better linked and sustainable communities. The area will support the wider tourism and leisure opportunities within Rossendale with appropriately located facilities and services. This will in turn be supported by improved access to the countryside, retention of existing Green Belt boundaries and the conservation of local heritage.

136. The majority of previously-developed sites and buildings will have been developed for necessary and sustainable uses, contributing to the atmosphere and community spirit of the area. Some additional employment and housing development will act to support the local economy and provide local people with a choice of employment and residential opportunities.

AVP 5: Strategy for South-West Rossendale

The vision for South West Rossendale will be achieved through:

Environmental Protection

- **Maintaining existing Green Belt and urban boundaries.**
- **Careful consideration of local flood risk issues in the determination of all new development, especially in areas of high risk such as Irwell Vale and Lumb and Ewood Bridge.**

Heritage

- **Conservation and enhancement of distinct local heritage, especially in the conservation areas of Irwell Vale and Lumb, Chatterton and Strongstry.**

Tourism and Leisure

- **Promotion of outdoor recreation such as:**
  - **The Irwell Sculpture Trail**
  - **The East Lancashire Railway including the halt in Irwell Vale**
  - **The River Irwell**
  - **Haslingden Grane and reservoirs**
  - **Other countryside rights of ways**

Supported by appropriately located small scale overnight accommodation, local shops, cafes and other necessary facilities including limited parking provision.

Transport

- **Land in the vicinity of Ewood Bridge being investigated as a possible "Park and Ride" site to support the Manchester to Rawtenstall commuter line.**
- **Increased and improved management of the local infrastructure and transport provision.**

Housing Development

- **Limited residential development on previously developed land and infill sites (between built up areas and developments) in Edenfield, Ewood Bridge and Stubbins will be supported, and affordable housing needs will be met.**
- **Larger housing and employment schemes in suitable locations and where possible on previously developed land, accommodated in Helmshore; supported by improvements to local community facilities and infrastructure.**

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of the South-West.

Background

137. South-West Rossendale encompasses the settlements of Helmshore, Edenfield, Irwell Vale and Lumb, Ewood Bridge and Stubbins. The area is sparsely populated with the majority of residents living in the aforementioned settlements separated by Green Belt and countryside. Outside these settlements there are several rural communities scattered across the landscape, but which due to accessibility and land designation issues are not highlighted for any significant planned changes.

138. Development in the area as a whole owes much of its existence to the damp hilly environment, which was ideal for the wool and cotton trades that grew with the Industrial Revolution, starting with small mills in the late 1700s and later developed into large industrial textile mills by the latter half of the nineteenth century.

139. Today the local landscape in the area is dominated by Scout Moor wind farm (the largest on shore wind farm in England as of 2010) to the east and Peel Tower on Holcombe Moor to the west making for very unique surroundings.

140. Attractive surroundings coupled with a buoyant housing market and good access to Manchester and other regional cities and economic hubs, has resulted in a significant increase in new housing to support the influx of people moving to Rossendale and working elsewhere. This area of the Borough is one of the most affluent in the sub-region.

Strengths, Opportunities and Key Issues

Issues	Strengths and Opportunities
■ Constrained by the Green Belt ■ Significant development pressures, which could lead to an erosion of the area's character and appeal ■ Access and Infrastructure – much of the area is only accessible by private vehicle, and many of the roads are unadopted and poorly maintained, making some routes difficult to navigate ■ Flood Risk – the area has a history of flooding and the Strategic Flood Risk Assessment (SFRA) illustrates that this is a key issue for much of the area ■ Increasing Visitor Traffic – the area is riddled with footpaths, cycle tracks, bridleways attracting increasing numbers of visitors, adding to the existing pressure on roads and services	■ Excellent transport links to Manchester and wider region ■ Strong and attractive housing market ■ Picturesque environment and access to the countryside including the Irwell Sculpture Trail, Rossendale Way and other Countryside Rights of Ways (CROWs) ■ East Lancashire Railway halt in Irwell Vale ■ Distinct local heritage ■ Good access from Helmshore to Haslingden Grane for Ogden Reservoir and Holden Wood

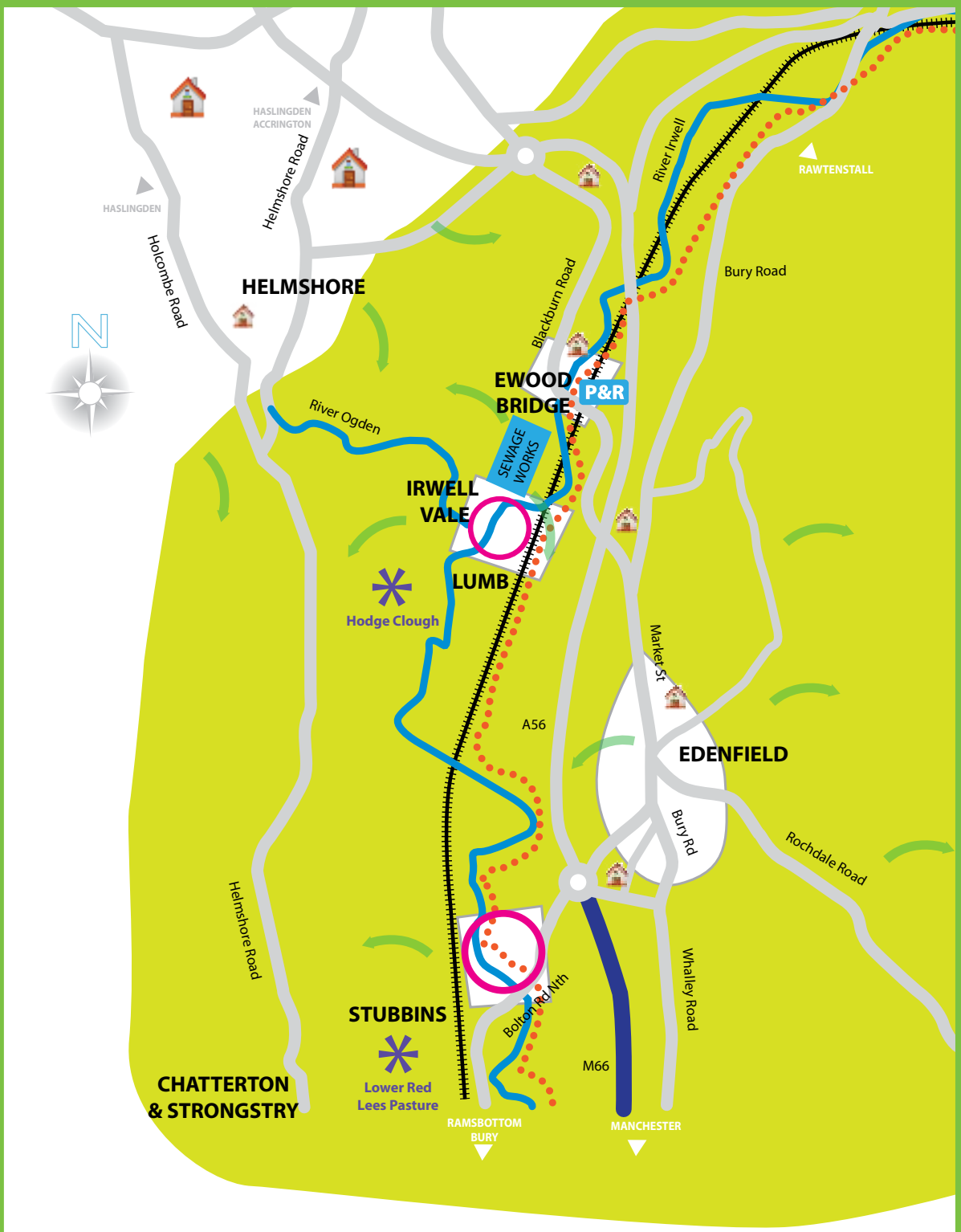


Figure 13: Southwest Rossendale Area Vision Map

- Housing Major: >10, Minor: <10
- Main Roads
- Railway Line
- Urban/Built-up Area
- Green Belt
- Improved Countryside Access
- P&R Park and Ride
- Irwell Sculpture Trail
- Conservation Area
- Site of Special Scientific Interest (SSSI)

Strategic Objectives Met	SO2, SO4 and SO7
Alternative Options Explored:	1. No change/ do nothing 2. Moderate and sustainable growth in all sectors 3. Residential and tourism development 4. Increased residential development and sustainable growth in all sectors and changes to green belt boundaries
Indicators	1. Amount, type and location of approved development 2. Improvements to existing infrastructure and/or new provision 3. Amount and type of visitor attractions and facilities 4. Number of applications approved contrary to Environment Agency advice on flooding and water quality grounds
Targets	1. Significant developments to contribute (where necessary and appropriate) to improving local infrastructure 2. No applications to be approved contrary to advice from the Environment Agency on flooding grounds or advice contained within the Strategic Flood Risk Assessment (SFRA)
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, developers, private sector partners and local community
Implementation	Planning application process; working with local communities, landowners and interest groups and partnership working with public sector partners;
Monitoring & Review	1. Planning approvals through Annual Monitoring Report (AMR) 2. Annual monitoring by partners within Rossendale Borough Council 3. AMR -liaison with key partners

141. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

142. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

Area Vision and Policy for Haslingden and Rising Bridge

Vision

143. Haslingden and Rising Bridge will be attractive places to live and work for all sections of the community. New housing and employment development will be encouraged within the urban boundary and should be primarily on previously developed land. In the countryside improved access and management will help to contribute to resident's enjoyment of the area.

144. Haslingden Centre will be rejuvenated with reduced numbers of vacancies and a broad range of shops. Deardengate will be made more attractive for users including improved public space works.

AVP 6: Strategy for Haslingden and Rising Bridge

The vision for Haslingden and Rising Bridge will be achieved through the following:

Housing and Employment Sites

- **New residential development will be primarily located on previously developed land and reflect local requirements for affordable housing.**
- **Economic development will continue to be focused on the Carrs and Broadway industrial estates and will be safeguarded for office and light industry, general industry and storage and distribution (B1, B2 and B8) and the Business Hub at Rising Bridge will be safeguarded for office (B1) uses. Access by bus and cycle will be enhanced.**

Heritage

- **A Conservation Area will be designated for the town centre area.**

Town Centre

- **A vacant buildings strategy will be developed and implemented for Haslingden town centre.**
- **Deardengate, Haslingden will be enhanced by the following measures:**
- **Improvements to the market**
- **Improvements to public space**
- **Pavement widening using materials appropriate to the Conservation Area**
- **Traffic management measures including cycle facilities and parking provision**
- **The Primary Shopping Area (PSA) will be promoted for A1 and A2 uses.**
- **A focus on enhancing shop fronts including a consistent approach to design of shutters**

Further analysis of this centre and its potential future status will be addressed through the Allocations DPD.

Tourism and Leisure

- **Tourism proposals (including accommodation) will be supported through measures such as improved signage and public access to attractions such as the Halo Panoptican and Haslingden Grane.**
- **Haslingden Leisure Centre will be further developed as a community sports and leisure facility for the western part of the Borough.**

An SPD/Masterplan will be produced to guide the overall planning and development of part(s) of Haslingden and Rising Bridge

Background

145. Haslingden and Rising Bridge have seen considerable housing and employment growth in recent years though the Urban Boundary and Green Belt protection have limited encroachment into the countryside. Because of its good external links via the A56 the area is attractive to commuters and businesses leading to pressure to build on greenfield sites as well as previously developed land. Existing industrial sites require refurbishment.

146. Haslingden has a long shopping centre mostly focussed on Deardengate with a large number of independent traders. There are however substantial numbers of vacancies and a concentration of hot food takeaways.

147. The "Halo" Panoptican has raised the profile of the area though improved signage will need to be installed. The west of the area including Haslingden Grane is within the West Pennine Moors Management Area and offers increased opportunities for walking and other leisure activities. Haslingden Pool is an important leisure resource.

Strengths, Opportunities and Key Issues

Issues	Strengths and Opportunities
■ Amount of vacant and derelict buildings and land – particularly in Haslingden town centre ■ Number of hot food takeaways in Haslingden town centre ■ No pedestrianised shopping area(s) ■ No single focal point for community ■ Development pressures on the countryside ■ Lack of housing choice ■ Tightly-knit urban area – constraining amount of developable sites ■ Lack of leisure, cultural and recreation facilities	■ Well linked accessible employment sites – Carrs Industrial Estate and Broadway, and the business hub at Rising Bridge. ■ Excellent quality bus services – Accrington to Manchester X40 and X41 ■ Halo Panoptican and increased tourism interest ■ Access to the countryside including the Shoe Trail and Kings Highway as well as Haslingden Grane ■ Abundance of local history and heritage including several Commemorative Blue Plaques

Figure 14: Haslingden and Rising Bridge Area Vision Map

Strategic Objectives Met:	**SO2, SO4, SO5, SO6 and SO7**
Alternative Options Explored:	1. Major Growth 2. Medium Growth 3. Limited Growth 4. No Growth, Windfall Sites and Conservation
Indicators	1. Amount of vacant retail units in Haslingden Town Centre 2. Implementation of a Public Realm Strategy 3. Completion of phased programme of improvements at Haslingden Leisure Centre
Targets	1. 5% reduction per year in vacant retail units 2. Public Realm Strategy completed by 2012 3. Haslingden Leisure Centre improvements completed by 2016
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, Rossendale Leisure Trust, Groundwork, developers, private sector partners
Implementation	Planning application process; working with shop owners, landowners and interest groups; partnership working with public sector partners; Rossendale Leisure Trust
Monitoring & Review	Annual Monitoring Report (AMR)

148. The maps identify broad areas of potential development and protection and have been informed by a series of assessments and studies. The maps do not seek to allocate land for specific uses or signal that planning applications would be approved for the types of development indicated.

149. The Area Visions and Policies should not be read in isolation, they act as a guide for future development in the area, but proposals and allocations will be determined in line with the other policies in the Core Strategy.

CHAPTER 5

Topic Planning Policies

Rossendale in 2026

150. Topic Planning Policies set out the Council's approach to particular types of development. They will apply to all developments of that type and set the standards that the Council will expect proposals to meet. The policies should be read as a whole and are not set out in any specific order or level of priority.

151. Planning deals with all types of development, so there are many topics. However the Topic Planning Policies in the Core Strategy include policies that specifically or indirectly cover the following issues:

- General Development Locations
- Development Principles
- The Natural Environment
- Housing
- Economy & Employment
- Tourism
- Retail and Town Centre Uses
- Social & Community Facilities
- Transport
- Infrastructure
- Health
- Education
- Climate Change
- The Built Environment

152. The Topic Planning Policies will set out:

- What - we plan to do about the topic (e.g. the built environment)
- Why - we need to do something about it
- How - we plan to achieve this
- When - (broadly) we anticipate this being completed
- Who - will deliver/provide it

153. he Topic Planning Policies are designed to cover development across Rossendale and are therefore quite broad. Further guidance on Topic Policies may be developed through later Local Development Documents (e.g. Supplementary Planning Documents).

SHOE
TRAIL

154. Topic Planning Policies cover the different types of development that will occur in Rossendale over the next 15 years and set out the Council's approach to managing new development at the same time as protecting and enhancing our natural and man-made assets.

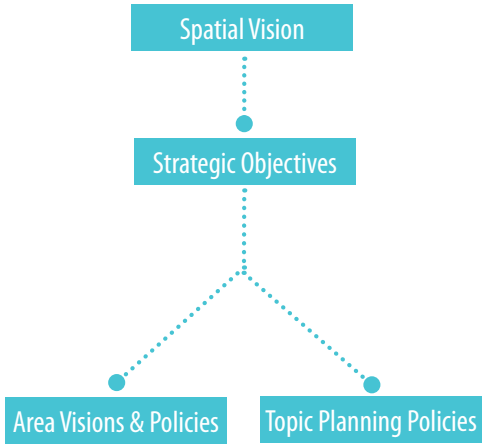
155. While the Area Visions and Policies set out the principles for new development and proposals in specific areas within Rossendale and provide a steer for future development, the Topic Planning Policies stipulate where, when and how different types of development will be encouraged and what standards are expected. They also set out how our natural environment and built heritage will be protected from development and enhanced through contributions and improvements.

156. The diagram (right) illustrates how the Spatial Vision identifies a number of Strategic Objectives, which then set the principles and aims carried through and delivered by the Area Visions and the Topic Planning Policies which will ultimately achieve the Spatial Vision for Rossendale.

157. This approach to the Core Strategy means that issues and opportunities are considered at both the strategic Borough-wide and local community levels, making the document a meaningful and realistic planning document for the future of Rossendale, focused on achieving delivery.

158. The Topic Planning Policies should not be read in isolation. The principles for all future development and improvements are given local guidance and acknowledgment in Chapter 4: Area Visions and Policies and will apply to every planning application, proposal and allocation that will come forward in those areas between now and 2026.

159. It is important to understand that the Topic Planning Policies do not override or take precedence over Area Visions and Policies, but are complementary and set the principles and standards which all future development and improvements will be expected to achieve.



Policy 1: General Development Locations and Principles

The Council will seek to maintain Rossendale's distinctive environment through implementing the following approach:

General Development Locations

The greatest amount of new development should take place in Rawtenstall with the majority of other development taking place in Bacup and Haslingden.

Urban Boundary

Development within Rossendale should take place within the defined urban boundary (Local Plan Saved Policy DS1), unless it has to be located in the countryside, and should be of a size and nature appropriate to the size and role of the settlement. The urban boundary defined in Local Plan Saved Policy DS1 will be reviewed and where necessary amended in the Site Allocations DPD in accordance with the following criteria:

- **Recent development dictates a necessary change to the boundary**
- **Anomalies and inconsistencies indicate that amendments need to be made**
- **An extension/amendment to the urban boundary would not adversely affect aspects of the natural environment such as biological, geological, geomorphological, green infrastructure and landscape character assets, including habitats and species of importance for nature conservation or should be capable of full mitigation**
- **Any amendment/extension would not result in the amalgamation of settlements**
- **The amendment/extension would not result in a significant impact on local views and viewpoints**

Green Belt & Countryside

Proposals outside the urban boundary will be determined in accordance with the relevant national and local planning guidance:

- **The former Rossendale Hospital site, on Haslingden Road, is defined as a Major Developed Site in the Green Belt. Detailed boundaries and development criteria will be included in the Site Allocations DPD. The existing building footprint will form the starting point for consideration of any proposal.**

Should a review of the existing Green Belt boundaries (Local Plan Saved Policy DS3) be appropriate, this will be done through the Site Allocations DPD. This will need to satisfy the criteria set out in national guidance and will in particular take into account:

- **Affect on openness, in particular the significance of local and longer distance views into the site**
- **The overall integrity of the Green Belt**
- **Whether small scale selective rounding off of Green Belt boundaries would assist in the creation of sustainable development opportunities**
- **Any significant changes to the Green Belt would be exceptional**

Overall Development Approach

The Council will seek to enhance the quality and sustainability of places and individual developments by taking into account the following criteria when preparing LDF documents and considering individual planning applications:

- **Make best use of under-used, vacant and derelict land and buildings**
- **Complement and enhance the surrounding area(s) of the development through the use of inclusive design and locally distinctive materials which enhances the character and heritage of Rossendale**
- **Minimise negative impacts upon existing infrastructure capacities by considering its capacity levels and plans for future upgrades and expansion**
- **Taking a precautionary approach to flood risk**
- **Maximise energy efficiency and demonstrate effective use of low carbon technologies**
- **Maximise access by public transport, walking and cycling in a manner that promotes safe and inclusive communities and promote co-location of services and facilities**
- **Enhance and protect the countryside and biodiversity resources including habitats and species**
- **Wherever possible, improve the amount of, links to and the quality of the local network of open spaces and green infrastructure**
- **Contributes to maintaining and creating sustainable and inclusive communities**

160. Rossendale has a distinctive settlement pattern that this policy seeks to both maintain and enhance. The urban area primarily consists of a string of individual settlements along the valleys that merge into each other. Rawtenstall is the largest settlement with the best transport links and is the main retail and service centre for the Borough. Because of this function and the potential demand for new development that would be stimulated if the East Lancashire Railway was re-opened for commuter use it is proposed that the greatest amount of development should be located here. Bacup is the main centre for the east of the Borough and is a focus for regeneration, with a particular emphasis on maximising the potential of its historic buildings and promoting development that will meet the needs of the local population. Haslingden has excellent external links via the A56 and contains a number of key employment locations. The town centre is in need of enhancement that reflects its historic context.

161. Development in other settlements is expected to be primarily focussed in Whitworth with Stacksteads, Waterfoot, Helmshore and Edenfield playing important supporting roles. Improvements to existing employment, retail and service provision will be supported as identified in other policies in this document. In smaller settlements such as Goodshaw, Loveclough, Irwell Vale, Water and Weir development should primarily support local needs.

162. There is a considerable amount of vacant, under-used and previously developed land and buildings. This can be found in virtually all settlements with a significant proportion in Rawtenstall, as well as Bacup, Haslingden and Whitworth. Re-use of this resource will help improve the quality of the local environment as well as help to reduce the pressure to build on greenfield, peripheral locations.

163. The focus on urban areas is not intended to prohibit necessary development in rural areas such as that which is essential for agriculture and related activities, tourism, sports and leisure and small scale business purposes. Wherever possible such development should be located in villages unless it can be demonstrated that a location in the open countryside is required (see Policy 21). The intention is to ensure that the qualities that make the countryside of the area distinctive are retained. Alterations to existing buildings in the countryside, such as barns, are addressed in the "Re-use of Buildings in the Countryside" SPD. The existing urban boundary will be reviewed as part of the Site Allocations DPD in order to reflect changes on the ground since the Local Plan was adopted in 1995. It is anticipated that the changes will primarily take the form of "rounding off" to reflect the local context and take into account where any opportunities for sustainable development exist.

164. Part of the Borough, particularly in the south west and around Whitworth is already designated as Green Belt where developments that affect "openness" will be strictly controlled. Existing Green Belt boundaries will not be subject to a Strategic Review but the Site Allocations DPD may consider small scale local changes where this would not adversely affect the openness of the Green Belt and would assist in the assembly of otherwise sustainable development sites. The former Rossendale Hospital site is identified as a Major Developed Site in the Green Belt. This reflects the quality of the original Victorian buildings and the potential for redevelopment. Development should be based on the existing building footprint reflecting guidance in Planning Policy Guidance Note 2 (PPG2) "Green Belts" Annex C Paragraphs 4 and 5 .

165. Promoting sustainable development is a key focus of the Core Strategy and is reflected in the Overall Development Approach. These will form the basis for analysis of sites in a future Site Allocations Development Plan Document and sets general principles for the preparation of Supplementary Planning Documents (SPD's). For individual planning applications the Overall Development Approach should be read alongside Policy 23: Promoting High Quality Design and Spaces and Policy 24: Planning Application Requirements.

166. Effective management and utilisation of existing infrastructure is fundamental to effective implementation of the Core Strategy and has been taken into account during the preparation of this document. There are, for example, local constraints on the highway network and the utilities infrastructure which will require full consideration as part of the Site Allocations DPD.

167. Use of high quality materials, the enhancement of historic buildings and places, and the relationship with open space, natural habitats, waterways and the Rights of Way network ("green infrastructure") are all particularly important in the local context. The steep valley sides and views from moorland ridges mean that medium/longer distance views from above can be significant.

168. The damp climate of Rossendale combined with the topography results in locally significant problems with surface water run-off. Developments should examine options for sustainable drainage systems. Significantly greater energy efficiency in refurbished as well as new buildings would help to reduce the impact of new development on the utilities networks as well as reducing the existing high per capita production of CO^2.

169. The high level of car usage together with concentrations of low car ownership means that new development should be made as accessible as possible by alternative means. Locations within 400 metres of bus stops on primary bus corridors will be particularly favoured. The narrow Victorian road network means that large areas are difficult to access by large vehicles, including refuse vehicles. New development should create attractive, safe streets and also take into account the ability to service the area. The latter will be particularly important for refurbishment of older employment premises. The location of services and facilities with housing and employment can all help reduce the need to travel.

170. The use of appropriate local materials, labour and suppliers for building will be pursued. This would both reduce the building's carbon footprint and to encourage development that reflects the local context.

Strategic Objectives Met	S01-7
Alternative Options Explored	1. Rawtenstall, Bacup and Haslingden on the same level, supported by Whitworth and Edenfield. 2. Rawtenstall as main centre with Bacup, Haslingden and Whitworth as supporting centres. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Amount of development within the urban boundary. 2. Concordance of development to settlement hierarchy. 3. Amount of new development on Green Belt or countryside land.
Targets	1. At least 95% to be within urban boundary. 2. Majority of development to take place in Rawtenstall (30%), Haslingden (20%) and Bacup (20%). 3. Maximum of 5% of all development.
Delivery Agency(s)	Developers, Rossendale Borough Council, Partners.
Implementation	Proactive management of planning applications and land allocation within the LDF.
Monitoring & Review	Monitoring of planning applications through Annual Monitoring Report (AMR).

Policy 2: Meeting Rossendale's Housing Requirement

The net housing requirement for the period 2011-2026, will be achieved through:

1. **Providing at least 3330 net additional dwellings over the plan period 2011-2026 equating to 222 dwellings per year**
2. **Allocating land to meet the requirement for the period 2011-2026; including indicative phasing where appropriate**
3. **Delivering an overall amount of 65% of all new dwellings on previously developed land (PDL) across the Borough. Rawtenstall will have a lower PDL figure, with substantially higher levels in Bacup, Haslingden and Whitworth**
4. **Supporting the reuse and conversion of appropriate buildings for housing**
5. **Encouraging higher density developments (50+ dwellings per hectare) in sustainable locations, such as within and adjacent to Rawtenstall, Bacup, Haslingden and Whitworth and where well served by public transport, with a minimum density of 30dph across the Borough**
6. **Safeguarding the character of established residential areas from over-intensive and inappropriate new development; and**
7. **Prioritising the development of previously developed land. However, greenfield development will be permitted where:**
   - i. **It is for 100% affordable and/or supported housing schemes; or**
   - ii. **It forms a minor (15% of the overall site size or delivers 9 or less houses) part of a larger development site and is essential to the successful delivery of the development as a whole; or**
   - iii. **It delivers a significant social, economic, or environmental benefit, or**
   - iv. **The application is for a barn conversion and it can be demonstrated that the site has been marketed for economic uses for 12 months, to the satisfaction of the Council, and is not viable for these purposes**

171. Planning Policy Statement 12: Local Spatial Planning requires the Core Strategy to look forward 15 years from the point of adoption and therefore we have applied an annual housing target of 222, contained in the previously adopted Regional Spatial Strategy for the North West (2008).

The Housing Evidence Base

172. The key evidence in demonstrating how the housing requirement will be met is the Strategic Housing Land Availability Assessment (SHLAA). Rossendale's first SHLAA was completed in March 2009 and indicates the housing land supply at April 1st 2008. The assessment concludes that Rossendale's entire 15-year housing requirement can be met on previously-developed land with a surplus of over 5000 potential dwellings on available brownfield and greenfield land.

173. However the recession, which commenced in 2008, has had a significant impact upon the rate of housing completions. Annual returns for 2008/2009 and 2009/2010 illustrated that total net completions were 54 and 173 respectively, compared to a target of 222. Housing completions will continue to be monitored through the Annual Monitoring Report and updates to the Strategic Housing Land Availability Assessment.

174. Furthermore, it is envisaged that there will be approximately 50 demolitions in each of the forthcoming 5-year periods, and so given that dwelling targets are 'net of clearance replacement', it is necessary to make an allowance for 150 dwellings to be cleared and replaced over the 15-year plan period. Clearance figures show that there were 44 demolitions in the five-year period 1 April 2003 (the base date of the RSS) to 31 March 2008, which equates to a five-year average of approximately 9 dwellings per annum.

175. With the forthcoming revocation of the Regional Spatial Strategies, the setting of housing targets has been delegated to local authorities. The Council supported the original Option 1 figures during the preparation of the RSS, which was justified by the evidence base, including population forecasting and housing market growth etc. Since the adoption and subsequent revocation of the RSS the Council's own evidence base including SHLAA and SHMA illustrated that this was a realistic target. As a result it is considered appropriate to continue to use the target specified in the RSS for Rossendale's Local Development Framework.

New Plan Period

176. The Core Strategy covers a period of 15 years from the date of adoption, anticipated to be 2011, taking the plan period for this Core Strategy up to 2026.

177. Given the forthcoming revocation of the RSS, it is considered rational and appropriate to re-start the plan period and discard any over/under supply that may have occurred against the RSS targets since 2003.

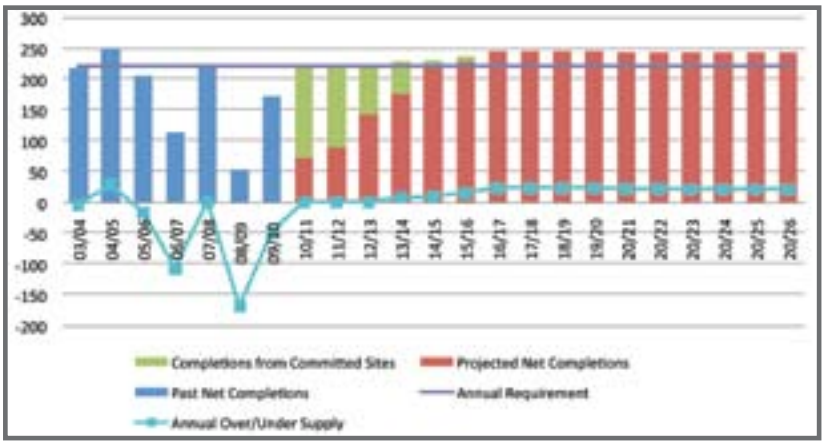
178. During this period (2003-2010) there have been several significant events/factors which have affected and influenced the delivery of new housing in Rossendale, namely:

- Introduction of a housing restraint/moratorium between 2005 – 2007 as a result of the requirements of the Joint Lancashire Structure Plan (2001-2016) reducing housing provision from 220 to 80 dwellings a year
- Introduction of the Regional Spatial Strategy and increases in housing requirement from 80 dwellings per year to 222 dwellings per year
- Onset and impact of the recession on the delivery of new housing between 2008 and 2010

179. This has resulted in an under provision of 483 houses (at 1st April 2010) since the start of the RSS plan period in 2003. In order to make up this shortfall it would be necessary to significantly increase the annual target over large sections of the plan period.

180. However taking into consideration historic completion rates and trends as well as the economic uncertainty, it is considered that such an approach is neither logical nor realistic. The revocation of the RSS means that the housing delivery requirements previously set out for the plan period (2003-2021) are no longer part of the statutory development plan and as such, the housing targets and monitoring will start from the date of adoption of this Core Strategy for a period of 15 years at the original rate of 222 dwellings per year.

Figure 15: Housing Trajectory



181. Figure 15 illustrates past, present and future housing delivery for Rossendale. As explained above reduced completion rates between 2006 and 2010 are due to the Joint Lancashire Structure Plan (2001-2016), adoption of the Regional Spatial Strategy and onset of the global recession. The cumulative over/under supply has been calculated through the subtraction of actual/ projected completions from the annual requirement, set at a constant rate of 222 dwellings per year.

182. As is evident, were any surplus/deficit from previous years carried forward into the plan period 2011-2026, an additional 483 dwellings would have to be added onto the annual targets from the start of the plan, requiring a standard yearly target of 254.

183. As previously stated, historic completion rates during years of economic stability and growth did not deliver this level of housing and as such it is not considered realistic to carry forward the under supply.

Figure 16: Previously Developed Land Trajectory

184. Figure 16 shows the completions taking place on both previously developed land (PDL) and greenfield sites compared to the relevant development plan target. It demonstrates that the target set in the policy is achievable and realistic.

185. It should be noted that the large decrease in PDL completions between 2006 and 2009 due the implementation of three large greenfield sites with historic extant permissions totalling 533 dwellings, as well as the onset of the recession, making brownfield sites more difficult to deliver.

Staggered Levels of Previously-Developed Land Targets

186. In order to deliver 65% of all new dwellings on previously-developed land, it has been necessary to assess the amount of brownfield land available across the Borough.

187. Through this assessment it is apparent that there is not a sufficient amount of suitable previously-developed land available in the Rawtenstall area. It is also recognised, that the Rawtenstall area is one of the more attractive housing markets and is likely to receive a greater amount of housing development than other areas. As the main town centre for Rossendale it is anticipated that the re-opening of the Manchester to Rawtenstall commuter link, will stimulate increased levels of investment and development in the town and this is reflected by lowering the brownfield land target to 40% in the Rawtenstall area. Phasing will be applied to site allocation to bring forward previously developed land and sites within the urban boundary as a priority.

188. In other areas of the Borough particularly Bacup, Haslingden and Whitworth, there is a large amount of available and suitable previously-developed land. It is therefore considered appropriate to expect these areas to provide increased levels of new housing of 80% or above, on previously-developed sites to meet the overall Borough-wide target of 65%. This approach will also aid the regeneration of these areas and re-invigorate and revitalise their centres and local communities.

189. The Site Allocations DPD will identify new housing sites in the Borough including a limited number of greenfield sites in sustainable locations. The circumstances where other greenfield development will be acceptable are set out in the policy. In order to demonstrate significant social, economic and environmental benefits developers would be expected to show how the proposal addresses local housing priorities set out in the most up to date SHMA. It should also clearly align with economic priorities such as attracting or retaining specific groups of workers identified by the Local Economic Partnership and securing the employment of local construction operatives. Environmentally, the submission should show how it enhances considerations such as the visual appearance and biodiversity of the Borough and should be constructed to a higher standard than the relevant current minimum level set by the Code for Sustainable Homes.

190. The assessment shows that through the differential approach to brownfield land targets it will be possible to achieve and exceed the target for dwellings built on previously-developed land set out in this policy.

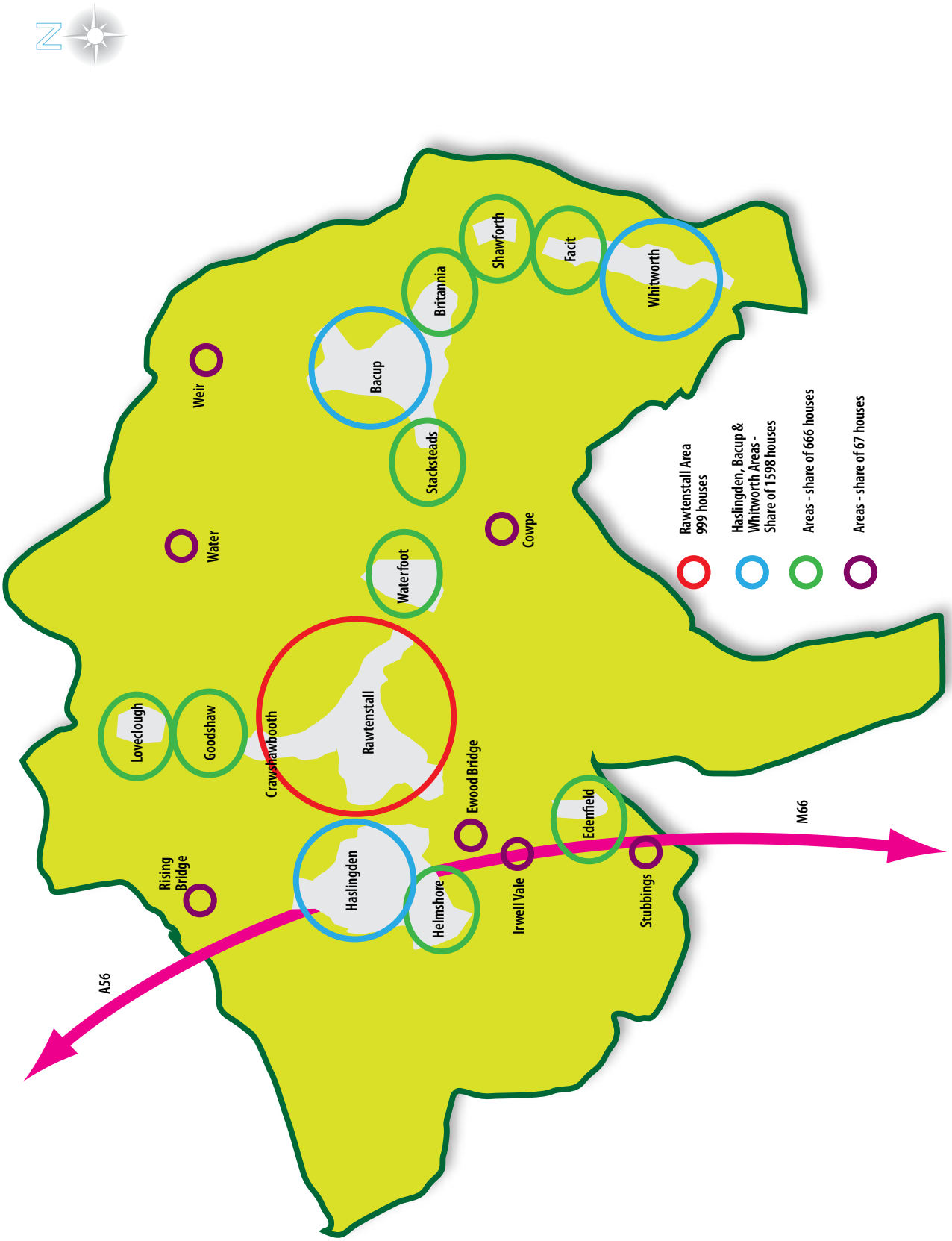
Strategic Objectives Met	S02
Alternative Options Explored	1. Set higher housing targets than required in the RSS. 2. Create a flexible policy capable of conforming with any revisions to the RSS or other regional plan. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Housing trajectory. 2. Amount of residential development on previously developed land.
Targets	1. To meet the housing provision requirement. 2. 40% of all new dwellings on previously-developed land in the Rawtenstall area (see Fig 17) 3. 80% of all new dwellings on previously-developed land in the Bacup area (see Fig 17) 4. 80% of all new dwellings on previously-developed land in the Whitworth area (see Fig 17) 5. 90% of all new dwellings on previously-developed land in the Haslingden area (see Fig 17) 6. 50% of all new dwellings on previously-developed land in all other areas.
Delivery Agency(s)	House builders, Registered Social Providers, Green Vale Homes, Rossendale Borough Council.
Implementation	Allocation of land through LDF, developer investment and grant funding.
Monitoring & Review	1. Housing completions will be monitored through the Annual Monitoring Report (AMR). 2. Completions on Previously-Developed Land and Greenfield land will be monitored through the Annual Monitoring Report (AMR). 3. Updates to the Strategic Housing Land Availability Assessment (SHLAA) will be undertaken periodically throughout the life of the Core Strategy, taking into account the findings of Annual Monitoring Reports.

Policy 3: Distribution of Additional Housing

The scale and distribution of the housing requirement within Rossendale will be as follows:

1. **The largest number of additional houses will be built in the Rawtenstall area, equating to approximately 30% of the overall requirement.**
2. **Smaller but significant numbers of additional houses will be built in the towns of Bacup, Haslingden and Whitworth equating to approximately 48% of the overall housing requirement.**
3. **Following these settlements/areas, housing development in the areas of Helmshore, Edenfield, Goodshaw, Loveclough, Waterfoot, Stacksteads, Britannia, Facit and Shawforth will be permitted having regard to their relative size and function, the need for urban regeneration, housing market renewal, the capacity of infrastructure, opportunities for new housing, the capacity for growth and past house building trends. The combined total of housing development in these areas equates to approximately 20% of the overall requirement.**
4. **Limited numbers of additional houses will be built in settlements such as Water, Stubbins, Rising Bridge, Irwell Vale, Ewood Bridge and Weir to meet the needs of the settlement and help to create sustainable communities, reflecting their relative size and function and their limited capacity to accommodate growth. In these areas new housing development will make up approximately 2% of the total housing requirement.**
5. **In other villages and smaller settlements, housing development will be of a very limited scale and only permitted where they meet identified local needs.**

Figure 17: Proposed Residential Distribution



Not to scale

191. The pressures for housing development remain strong in Rossendale, particularly in the more accessible west of the Borough in areas such as Helmshore, Rawtenstall, Crawshawbooth, Goodshaw and Edenfield. This demand must be carefully managed to ensure that the qualities and characteristics that attract people to Rossendale in the first place are not damaged and that demand can be accommodated without placing excessive pressures on existing infrastructure and services. In tandem with high demand in the west, much of the east struggles with housing market decline and therefore needs significant investment and promotion to overcome these difficulties. However, the distribution of additional housing within the Borough will take into account potential impacts on sites designated for their nature conservation value.

192. Figures for approximate overall housing development have been calculated from the 426 developable sites identified and assessed in the Council's Strategic Housing Land Availability Assessment (SHLAA) 2009 (updated 2010) for deliverability within 5, 10 and 15 years. The available sites were broken down by Super Output Areas (SOAs) coinciding with the hierarchy of residential development set out in the policy to give the amount of deliverable sites in that area.

193. The corresponding percentages reflect the size and role of the settlements/areas, market demand and the availability of suitable housing land.

Strategic Objectives Met	S02
Alternative Options Explored	1. Do not specify preferred locations for housing development and let the market decide. 2. Direct most new housing to the HMR (Housing Market Renewal) Area. 3. Distribute housing figures equally in all urban areas. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Proportion of residential developments within the identified areas as detailed in Policy 3. 2. Proportion of new dwellings which comply with relevant Code for Sustainable Homes/Life Time Homes standards.
Targets	Residential developments to take place in accordance with the percentages set out in Policy 3.
Delivery Agency(s)	House builders, Registered Social Providors, Green Vale Homes, Rossendale Borough Council.
Implementation	Allocation of land through LDF, developer investment and grant funding.
Monitoring & Review	Housing approvals and completions will be monitored through the Annual Monitoring Report (AMR).

Policy 4: Affordable and Supported Housing

Affordable Housing

Delivery of affordable housing will be achieved by:

1. **Allocating land specifically for affordable housing development through the Site Allocations DPD;**
2. **Overall affordable housing targets for all new private sector residential development as follows:**
   a. **A minimum of 30% on Greenfield sites over 8 dwellings. A maximum target of 40% will be sought wherever practicable, particularly on large sites or those within areas of high demand.**
   b. **A maximum 20% requirement on brownfield sites over 15 dwellings.**
   c. **A relaxation of the above requirements will only be considered if there are abnormal costs, and the applicant pays for the Council to approach an independent specialist to undertake a site-specific economic viability assessment to ensure that full affordability potential is reached.**
   d. **Affordable provision should comprise an equal mix of affordable housing tenures. On marginal sites, the Council will be flexible in terms of tenure mix, however the final split should respond to local needs.**
   e. **Presumption will be for on-site provision unless no local need exists. In such cases a commuted sum in lieu of on-site provision will be required to buy vacant residential properties and bring them back into use as affordable units through a Registered Social Provider (RSP) up to a decent homes standard. The Council will look to use its various powers to acquire property if a negotiated price cannot be reached. This may include the use of Compulsory Purchase Orders (CPO) as well as Empty Dwelling Management Orders (EDMO).**
3. **Supporting "rural exceptions" in small rural settlements for 100% affordable housing schemes to meet an identified local need where the development is small in scale and where that need cannot be met in any other larger settlement.**

Supported Housing

Supported housing will be achieved by:

4. **Allocating land specifically for supported housing development through the Site Allocations DPD.**
5. **Actively supporting proposals, particularly for elderly accommodation and care provision for those with physical disabilities, learning difficulties and mental health needs.**

194. In requiring provision, the Council will have regard to the level of need and split between affordable housing tenures including size, type & form; as identified in the most up to date Strategic Housing Market Assessment; Housing Needs Assessment or similar.

195. PPS3 clearly states that providing affordable housing is a key role of the planning system. Evidence from the Strategic Housing Market Assessment 2008 demonstrates that there is an annual requirement for 327 net additional affordable houses in Rossendale, and recommends a 30 percent contribution target be set to deliver this need, of which 35 percent should be intermediate housing. In terms of size requirements, it also stresses the demand for four or more bedroom houses as well as one bedroom accommodation.

196. In addition, the Affordable Housing Economic Viability Assessment (2009) prepared for Rossendale Borough Council concludes that of 72 sites assessed across the Borough, 78 percent would be viable with a 30 percent affordable housing requirement under 'normal' market conditions. However, although the assessment concluded that a Borough-wide affordable target of 30% was viable, it recommended altering the thresholds at which affordable housing would be required, to maximise affordable housing provision and achieve the redevelopment of brownfield land.

197. Affordability of housing and property vacancy are important Borough-wide issues. Whilst the issues will be more apparent in some areas, evidence concludes that there is no area within Rossendale that does not need affordable housing or have vacant residential properties. Hence it is considered that all residential developments above the thresholds stated, will have an impact on affordable housing and vacant residential properties.

198. Thus the approach to securing affordable housing through the methods stated is considered to be in accordance with the principles and provisions of Circular 05/05 and The Community Infrastructure Levy Regulations 2010.

199. Whilst there is an acute affordable housing need in Rossendale, the Strategic Housing Market Assessment (2008) also concludes that there is a large need for supported housing, particularly in terms of suitable and appropriate accommodation for the elderly and those households with specific needs, such as limiting long-term illness.

200. Supported housing or 'housing related support' is available to people with a wide range of support needs, for example:

- people with physical disabilities
- older people with extra care needs and those who need support to manage their own homes
- people with mental health needs
- people with learning disabilities
- young people leaving care and those wanting to live independently
- people with alcohol and/or substance misuse problems
- people fleeing domestic violence
- homeless people in temporary accommodation

201. The location of affordable and supported housing will take into account potential impacts on sites of nature conservation value.

Strategic Objectives Met	S02
Alternative Options Explored	1. Allow only 100% Affordable Housing schemes to meet identified need. 2. Do not have an Affordable Housing policy. 3. Generic Affordable Housing policy and defer details to a subsequent SPD. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Amount of affordable dwelling completions. 2. Completed new dwellings by number of bedrooms and dwelling type. 3. Amount of supported housing completions. 4. Completed supported houses by type/purpose and number of bedrooms.
Targets	1. As per up to date SHMA requirements. 2. As per up to date housing mix requirements in SHMA.
Delivery Agency(s)	House builders, Registered Social Landlords, Green Vale Homes, Rossendale Borough Council.
Implementation	1. Allocation of land through LDF, developer investment and grant funding. 2. Proactively manage planning applications.
Monitoring & Review	Annual Monitoring Report.

Policy 5: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople

Sufficient housing provision must be made to meet the needs of the whole community.

It is proposed that:

1. **Up to 5 Permanent pitches and up to 3 transit pitches are provided.**
2. **The preferred areas of search are Haslingden, Waterfoot, Stacksteads and Bacup.**
3. **Sites will be located in places that have good access to the road network, within easy reach of schools, shops and other facilities, should have adequate space for business and storage activities and be accessible by foot, cycle or public transport.**
4. **Sites should be located where they are capable of being served by adequate water and waste infrastructure services.**
5. **All sites should be well landscaped, be close to "green infrastructure" networks and take into account impact on local residents including noise and light pollution.**

202. In recent years, Rossendale has seen increased interest in Gypsy and Traveller accommodation and at present, there is only one authorised permanent pitch.

203. Gypsies and Travellers have a rich heritage, however they are the most socially excluded ethnic minority in the country and nearly a quarter of Gypsies and Travellers who live in caravans have no authorised place to stay and raise their families. This causes difficulties for those families in terms of access to basic facilities and services as well as potentially causing inconvenience for local residents with a consequent risk of community tensions.

204. Recent legislation and guidance from the Government has indicated a commitment to taking steps to resolve some of the long-standing accommodation issues for members of the Gypsy and Traveller communities.

205. The provision levels set out in the policy are based on the evidence base provided by the Gypsy and Traveller Area Assessment GTAA dating from 2007 updated for Rossendale in 2010 and the evidence base for the former Regional Spatial Strategy Partial Review (2010). The figures in the policy are a pragmatic approach based on the evidence available. The required provision in Rossendale will be brought forward in the Site Allocations Development Plan Document, and monitored through Core Output indicator H4.

206. It is considered that the criteria outlined in the policy will be relevant to both Gypsy, Traveller and Travelling Showpeople requirements. However, work undertaken for both the Lancashire

207. Gypsy and Traveller Area Assessment (GTAA) and the evidence base for the former RSS indicates that there is no demand for Travelling Showpeople in Rossendale.

208. Site selection should take into account national guidance contained in "Designing Gypsy and Traveller Sites: Good Practice Guide" (CLG May 2008). The Council will also expect all applicants to demonstrate that they have considered the criteria set out in the policy. The site should be large enough to accommodate not only living accommodation but also storage areas for any business related activities. Many Gypsy families contain children and access to services is important and encourages better integration with the settled community. The location of pitches should therefore be close to (within one mile) of at least two of the following: shops, school, community facilities, GP. Road access should be capable of accommodating vans or rigid axle lorries and ideally be located within 400 metres of a bus route.

209. Access to water and waste services (including rubbish collection) is important. If the proposed plot is not on the mains water and sewerage network the applicant will be expected to demonstrate that suitable alternative arrangements are available.

210. Access to open space is important for children and may also be required if the family keep livestock. Sites should be sensitively screened both to provide privacy and to reduce any visual impact on neighbours. Screening should take into account noise reduction and light pollution, particularly if the site is in a rural location and be appropriate to the local context.

Strategic Objectives Met	**SO2 and SO3**
Alternative Options Explored	1. Do not have a policy for Gypsies and Travellers and Travelling Show People 2. Incorporate provisions for Gypsies and Travellers and Travelling Showpeople in generic Housing Requirements Policy 3. Identify specific sites or 'areas of search' for Gypsies and Travellers and Travelling Showpeople provision Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Meeting any needs identified through regional / sub-regional surveys.
Targets	1. 100% of identified need met.
Delivery Agency(s)	Rossendale Borough Council, Gypsy, Traveller and Travelling Showpeople Groups.
Implementation	Carrying out needs-assessments at regional, sub-regional and local levels. Determination of planning applications and allocation of land through LDF.
Monitoring & Review	Monitor annually through AMR's.

Policy 6: Training and skills

The following approach will be taken toward improving and providing new opportunities for training and skills:

- **The Council will work closely with public, private and voluntary sector partners to maximise access to training and work opportunities for those wanting to enter the labour market or seeking to upgrade existing skills including through the negotiation of Local Employment Charters as part of the planning application process. The enhancement of educational and training facilities including plans for a facility for 14-21year olds in the Bacup area will be actively supported**
- **The Council will particularly seek to maximise training opportunities for residents living in the more deprived parts of the Borough**
- **The Council will seek to negotiate, where appropriate, training agreements and other measures with employers to ensure that new development contributes to raising skills levels within the Borough and increasing the number of local people in employment**
- **Training opportunities in all sectors of the economy will be encouraged but with particular emphasis on the following sectors:**
  - **ICT and specialist engineering**
  - **Tourism and leisure**
  - **Renewable energy engineering, manufacture and installation**
  - **Traditional skills**

211. Rossendale has a number of wards with concentrations of low educational attainment (worst 20% nationally). This includes the centre of Haslingden, the eastern end of Stacksteads, parts of Bacup and the Hall Carr area of Rawtenstall. High levels of benefit dependency, restrictions in employment to low pay/low skill jobs and broader social and environmental problems lead directly from this. Efforts to enhance access to skills and training will be focussed on benefitting the areas of the Borough and individuals most in need.

212. Providing opportunities for enhanced education and training is essential to improving residents' quality of life and providing a skilled workforce for local employers. The Council will work with employers to encourage employment and training of local staff, including in the construction sector. Local Employment Charters will be used as a mechanism to achieve this including through the planning conditions and section 106 agreements.

213. Construction of a new sixth form college at Alder Grange School is projected to be completed in 2011 with enhancements to the facilities of other secondary schools in the Borough expected in the next five years. Development will occur within the existing school curtilages and will be expected to respect the built and environmental character of the site.

214. Further and Higher Education opportunities are currently limited with students on vocational courses such as NVQ's currently having to travel outside the Borough. This reduces uptake of such courses, especially in the east of Rossendale. A partnership of Lancashire County Council, local secondary schools, Accrington and Rossendale College, Rossendale Borough Council, Lancashire County Developments Ltd and other bodies are seeking to develop a major new facility near Bacup. Targeted at the 14-21 age group it will specifically address training issues for sectors such as construction, catering and health. It is hoped that this will significantly enhance educational uptake and reduce deprivation in the Borough.

215. Training and Skills development will be encouraged across all sectors of the economy including the construction and retail trades. Reviving and enhancing traditional skills such as stonemasons and blacksmiths would help reinforce local distinctiveness. Particular focus will be paid to diversifying the economy and raising local wage levels, e.g. in the ICT and specialised engineering sectors. The growth of renewable technologies offers the opportunity for enhancing skills to operate in this sector. The tourism sector (including hospitality) offers a range of jobs and the Council would want to support training that will enable growth in this sector.

Strategic Objectives Met	SO3 and SO5
Alternative Options Explored	1. Education institutions will be supported in finding appropriate sites to locate in the Borough. 2. Developers of major schemes to provide construction training for local people and this should be a condition of appropriate planning permissions. 3. A percentage of jobs created in new developments should be dedicated for people resident in Rossendale. 4. Developers should be encouraged to identify skill needs at an early stage and work with training organisations to ensure local people have the relevant skills at the right time. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Percentage of working age population qualified to at least NVQ level 4. 2. Percentage of relevant local population with access by non-car modes to (a) primary school; (b) secondary school; (c) further education facilities within 15 minutes for primary schools and 30 minutes for secondary/further education. 3. Skills gaps in the current workforce reported by employers. 4. Number of Local Employment Charters a) conditioned as part of planning consent b) as a % of all Employment Charters.
Targets	1. Overall increase in the number of people achieving NVQ level 4 or higher. 2. 80% of local population with access to a primary school by non-car modes within 15 minutes. 3. 75% of local population with access to a secondary school by non-car modes within 30 minutes. 4. 75% % of local population with access to a further education facility by non-car modes within 30 minutes. 5. Overall increase in the skill levels of current workforce NVQ 1-3.
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, Developers, Accrington and Rossendale College, Local Schools.
Implementation	Extraction of relevant data for analysis from national audits. Carrying out needs-assessments at local level. Determination of planning applications and allocation of land through LDF.
Monitoring & Review	1. AMR. 2. LTP Annual Monitoring Report. 3. AMR. 4. AMR.

Policy 7: Social Infrastructure

It is proposed that social infrastructure improvements and provisions will be delivered as follows:

The loss of social infrastructure such as pubs, post offices, community halls, youth centres, parks and open space that require a change of use application will be resisted, particularly in local centres and small settlements. All the following factors will be considered when assessing applications:

- **The availability of alternatives within 15 minutes travelling time by non car modes**
- **The financial viability of the existing use**
- **The results of marketing the site for existing or other community uses for a minimum period of six months**
- **Whether it is possible for the community facility to be retained in the same locality, but combined with another use**

A positive approach will be taken to the development of new and enhanced social infrastructure, especially where this creates options for a variety of uses and user groups and reduces the need to travel.

The Council will support the delivery of broadband and communications technology to all parts of the Borough and will encourage and facilitate its use.

216. The last decade has witnessed a significant decline in the number of pubs and post offices in Rossendale. This is primarily the result of changing economics, increased use of the internet and the dominant role of supermarkets. The "Spatial Planning in Lancashire: Annual Monitoring Report 2" (Lancashire County Council 2009) indicates that the percentage of the population in Rossendale with access to five basic services within 1km (food shop, GP, primary school, post office and bus stop) has declined from 59.4% in 2003/04 to 46.2% in 2007/08. Within Lancashire only Ribble Valley has a lower level of service access. This is primarily due to closure of Post Offices and consolidation of health facilities in Rawtenstall and Bacup as well as the linear nature of the settlements. Places such as Edenfield, Helmshore, Stacksteads, Water and Weir all perform poorly against these criteria.

217. Leisure facilities in the Borough are also being consolidated. This will result in improved swimming pools being constructed in Haslingden and Marl Pits, Rawtenstall. The latter will also include a new outdoor football/netball area. Equipment in parks and play areas will be progressively improved in line with priorities set out in the Council's Open Space Strategy and a long-term programme set in place to enhance the Borough's principal parks to "Green Flag" standard. Open Space issues are also addressed in Policy 17.

218. The planning system is limited in its ability to prevent closures but can through the planning application process require applicants to demonstrate that all reasonable measures have been taken to reuse the building for its previous use. Working both within the Council and with partners, opportunities for business support and grants will be examined. Where closure and/or a change of use is proposed applicants will be expected to demonstrate that the existing use is not viable and that a thorough marketing exercise has been undertaken to try and retain a community use of the building. This should include targeted advertising through estate agents and newspapers and inviting expressions of interest from community groups.

219. Over 700 voluntary and community groups exist in Rossendale providing a wide range of services through facilities such as the Maden Centre in Bacup. Other providers such as the Health Trusts, Lancashire County Council and the Borough Council also have an essential role. The development of new facilities will be supported through the planning process, and work with partners both for standalone schemes or as part of larger developments. The Council is particularly keen to encourage social infrastructure that can be used by a range of different users or groups.

Strategic Objectives Met	**S01, S03 and S05**
Alternative Options Explored	1. Leave to the market to decide. 2. Pursue a more interventionist approach working with partners. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Index of Multiple Deprivation - access to service indicator. 2. Change of use applications from pubs and post offices. 3. Access to 5 basic services. 4. Number of Green Flag registered parks.
Targets	1. Minimal decline in access to service indicator <2% across the borough. 2. Less than 50% of applications for change of uses approved. 3. Decline of no more than 5% for access to 5 basic services over 2007/08 levels. 4. 2 parks to have Green Flag status by 2018.
Delivery Agency(s)	Rossendale Borough Council, Developers, NHS, Relevant PCTs, voluntary sector.
Implementation	Analysis and monitoring of data from national/sub-regional audits. Determination of planning applications and allocation of land through LDF.
Monitoring & Review	1. Measure when IMD updated. 2. Annually through AMR.

Policy 8: Transport proposals including Rawtenstall-Manchester Railway link

It is proposed that transport improvements and provision within Rossendale will be achieved as set out below:

RAWTENSTALL-MANCHESTER RAILWAY

The East Lancashire Railway corridor from Rawtenstall to the Borough boundary will be safeguarded for combined use as a commuter and heritage railway operation with land in the vicinity of Ewood Bridge to be investigated as a "Park and Ride" site. Pedestrian links from Rawtenstall Railway Station to the town centre will be enhanced.

BUSES

Working in conjunction with key partners such as Lancashire County Council and the bus operators the following measures will be pursued to enhance the road based public transport network:

- **Development of a new bus station in Rawtenstall town centre**
- **Introduction of bus priority measures at key congestion locations and improvement of bus stops**
- **Bus Park and Ride facilities in Rawtenstall**

ROADS

The Council will work with the Highway Authority to reduce congestion at key locations within the Borough, such as the gyratory in Rawtenstall, the Tesco roundabout at Haslingden, Stacksteads and the Waterfoot area. It will also work with the Highways Agency to pursue the most effective management of the A56/M66 corridor for all users

PARKING

Car parking standards including provision for the mobility impaired and cycles are included as an appendix to this document. Working with partners, car parking management in Rawtenstall, Bacup and Haslingden town centres and other locations will be undertaken as part of an overall policy of maintaining business vitality, integrated transport access and creation of attractive places.

In older residential and business areas with specific local parking problems a range of measures will be supported, including new off-street provision where this does not cause environmental or highway issues.

220. 47% of the Borough's workforce commutes to employment outside the Borough. There are significant flows to Burnley and Hyndburn. The 2001 census showed over 8 000 people travel to work in Greater Manchester while in excess of 3 000 travel in the opposite direction. Peak hour congestion on the M66 is an increasing problem which causes problems not only for car drivers but also for passengers on the Transdev X40/X41/X43 and X44 buses and for movement of goods.

221. The East Lancashire Railway is a key asset for the Borough. It currently operates a successful tourist service between Rawtenstall, Bury and Heywood (near Rochdale). It also has potential to perform an important role as a commuter service enabling a 35 minute journey from Rawtenstall to and from central Manchester. Implementation of this could significantly contribute to raising the profile of the Borough and assist regeneration. Provision of "Park and Ride" facilities in the area of Ewood Bridge is of strategic importance to this proposal. Facilities will be needed in the vicinity of Rawtenstall station to encourage people to leave their cars while improved walking routes and bus interchange will also be pursued. These proposals will be subject to detailed consideration through the Site Allocations DPD and related documents. Appraisal of how best to deliver the whole scheme is being undertaken for a cross-border partnership of planning and transport authorities participating in the East Lancashire/West Rochdale Area Study (ELWRAS). This is being led by Greater Manchester Integrated Transport Authority. The earliest date of implementation is expected to be 2014/15 and will incorporate consideration of detailed design issues to ensure that the historic ambiance of the line and buildings is retained.

222. Bus services perform an essential role in the movement

of people. The present Bus Station facilities in Rawtenstall are outdated and unattractive for the public and Rossendale Transport. Lancashire County Council has previously consulted on development of a replacement facility. Redevelopment of the bus station will be considered as a part of the broader regeneration of the town centre including the Valley Centre and will be examined through a Masterplanning/SPD exercise which is due to report by the March 2011. Bus waiting facilities elsewhere in the Borough will be improved wherever opportunities exist.

223. Express services to Manchester suffer delays within and outside the Borough due to congestion. Bus priority measures will be examined as part of the ELWRAS Study and will be developed in association with Lancashire County Council and the Highways Agency. Options for bus based "Park and Ride" in and around Rawtenstall will also be appraised.

224. Traffic congestion in Rossendale is limited to peak hours and is most pronounced around the gyratory in Rawtenstall, from Crawshawbooth into Rawtenstall, Haslingden Tesco roundabout, in Waterfoot and Stacksteads. The Borough Council will continue to work with Lancashire County Council to examine ways to improve traffic flows including through Accessibility Planning techniques. Working with the Highways Agency the Council will seek to ensure effective management of the A56/M66 corridor as one of the key gateways to the Borough. This will include looking at enhanced signage to key locations in the Borough and promoting enhanced reliability for car and bus travellers and freight.

225. Car parking issues are particularly pressing in the centres of Rawtenstall, Bacup and Haslingden but also affect smaller settlements such as Crawshawbooth. Parking should be managed to maximise short stay provision and to minimise impacts on neighbours. This may include provision of off-road parking in older areas with limited on-road opportunities. Specific consideration should be given to the needs of cyclists and disabled users. Car Parking Standards are based on the former adopted RSS and Joint Lancashire Structure Plan Standards. When identifying parking levels for individual schemes applicants will be expected to demonstrate they have taken into account the accessibility of the site by all means of transport as well as existing parking conditions in the vicinity of the site. For larger proposals this will include consideration of parking levels through a Transport Assessment and Travel Plan in order to reduce impacts on the highway network.

Strategic Objectives Met	S01, S03 and S07
Alternative Options Explored	1. Not to safeguard the railway corridor for commuter use and focus on bus improvements. 2. To specify in more detail locations for the bus station and Park and Ride facilities. 3. To identify the railway line as a strategic site. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection
Indicators	1. Congestion – average journey time per mile during the morning peak. 2. Number of ELR users-commuter and tourist. 3. Number of local bus journeys originating in the area. 4. Planning permissions granted with car parking provision in excess of adopted standards.
Targets	1.Reduce congestion in key areas of the borough. 2. To increase tourist and commuter use. 3. To increase number of local bus journeys. 4. To manage car parking on new developments.
Delivery Agency(s)	Highways Agency, Rossendale Borough Council, Lancashire County Council, ELR, Network Rail, Bus Operators and voluntary groups, Developers.
Implementation	Analysis and monitoring of Lancashire County Council, ELR and planning application data. Development of employment sites in accessible locations through Core Strategy and Development Management
Monitoring and Review	1. Annual Monitoring Report (AMR) from Lancashire County Council. 2. Data from East Lancashire Railway for inclusion in AMR. 3. AMR from Lancashire County Council . 4. AMR.

Policy 9: Accessibility

It is proposed that the following principles be applied to all new development within Rossendale:

- **The Transport User Hierarchy will form the basis for consideration of all applications.**
- **New development within the urban boundary should be concentrated close to main public transport corridors such as Rising Bridge-Whitworth or within 400 metres of a bus stop with regular services. Enhanced links to key services and employment opportunities, including in adjacent Boroughs, such as Kingsway in Rochdale, will be pursued. Supporting innovative schemes for "demand responsive" transport will be pursued for hard to access locations. Accessibility planning will be used as a tool to identify the most appropriate form of response.**
- **The design and improvement of streets and the wider urban environment as attractive places for all users will be given high priority.**
- **The footpath, cycleway and bridleway network including the Rossendale Way, Irwell Sculpture Trail and National Cycle Network will be developed and enhanced in an integrated manner as part of Rossendale's "Green Infrastructure" and Tourism Strategy. Measures to encourage use by the mobility impaired and those experiencing health issues will be promoted.**
- **The Council will promote the delivery of its services as well as those of key stakeholders in the Borough, through means that where possible avoid the need to travel (e.g. web-based services and local provision) and that can be implemented in a cost-efficient and effective manner.**

226. National policy on transport, e.g. in "Manual for Streets" (2007) and DfT "Guidance on Transport Assessment" as well as the Lancashire County Council document "Creating Civilised Streets" supports a transport user hierarchy. Rossendale Borough Council will reflect this in consideration of applications and policy documents in the following order of priority:

- Pedestrians and mobility impaired users
- Cyclists and equestrians
- Emergency Vehicles and refuse collection
- Public Transport, motorcycles and taxis
- Freight movement
- Private cars

227. The hierarchy approach does not mean that the private cars are not important, rather that the impact of the proposal on users higher up the hierarchy is given consideration first and that the design of the scheme reflects this. This supports both sustainable travel and better designed places.

228. Some wards in Rossendale, in particular around Bacup and Stacksteads, have low car ownership rates. Locating new development close to good quality public transport links is important for ensuring that individuals have opportunities to access key services such as health, education and leisure. This equally applies to origins (new housing) as well as destinations. Main transport corridors are classed as those with at least a 15 minute frequency peak hour service while regular services should have at least a 30 minute peak hour frequency.

229. Traditional bus services operate most efficiently on routes with lots of users, such as Haslingden-Rawtenstall-Bacup. Serving outlying housing estates is often unprofitable and a more flexible "demand responsive" approach is often most appropriate. Working with both Lancashire County Council and the voluntary sectors, innovative approaches will be encouraged. Accessibility planning techniques such as use of "Accession" computer software and Travel Planning can be used to identify areas with poor links to social infrastructure such as hospitals and schools and can help examine and tailor the most appropriate ways to address this. This work is undertaken by Lancashire County Council but the Council will also expect developers of large proposals requiring frequent public access (e.g. major health facilities) to undertake such work. The Council will work with Lancashire County Council and local businesses to enhance access by non-car means to employment concentrations such as Carrs Industrial Estate at Haslingden.

230. Streets and public places are important places not just for movement of traffic but also as places where people live, shop and play. A large number of older streets in the Borough are unadopted and in poor condition while other streets are car dominated. New development proposals and regeneration schemes will be assessed against their ability to deliver attractive streets and public places building on good practice in "Manual for Streets" and "Creating Civilised Streets". Where new footpaths are proposed it is expected that these should provide attractive, direct, safe links and integrate well into the existing networks, including "Green Infrastructure" identified in Policy 17. Upgrading and better maintenance of existing infrastructure will also be encouraged.

231. Rossendale has the densest public rights of way network in Lancashire but much of it is in poor condition. The network has great potential for active tourism which has already been

demonstrated by initiatives such as the Mary Towneley Loop bridleway as well as providing physical and mental health benefits for local residents. Public footpaths and bridleways are an essential component of the Boroughs 'Green Infrastructure' resource and play an important role in linking the towns to the nearby countryside. Working with partners' emphasis will be on developing good quality urban and rural networks and ensuring that broader benefits, including for biodiversity, are retained . Cycle routes both on and off road will also be enhanced with a particular focus on the corridor between Rawtenstall and Bacup.

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Strategic Objectives Met	**S01, S03, S06 and S07**
Alternative Options Explored	Rely on the market to decide how and where accessibility should be improved and enhanced. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Access to services and facilities by public transport, walking and cycling. 2. Working age people with access to employment by public transport (and other specified modes). 3. Percentage of Rights of Way network in good condition. 4. Percentage of new developments within 400m of a bus stop with regular services.
Targets	1. To maintain accessibility at 2009 levels. 2. To maintain employment accessibility at 2009 levels. 3. To improve the % of the network in good condition by 5% by 2014 and 10% by 2020. 4. Minimum of 90% of new development to be within 400 metres of a bus stop with regular services.
Delivery Agency(s)	Lancashire County Council annual monitoring, bus companies, Rossendale Borough Council, Groundwork, Developers.
Implementation	Through the consideration of planning applications and use of developer contributions working in collaboration with delivery agencies and partners.
Monitoring & Review	1. Lancashire County Council / AMR. 2. ROWIP/LTP data collection. 3. Lancashire County Council Strategic Planning Annual Monitoring Report(s) (AMR).

Policy 10: Provision for Employment

The Council together with developers and other partners will seek to provide sufficient employment land to meet the Borough's requirement of 20.84 hectares for B1, B2 and B8 use classes (i.e. for Business, General Industrial and Storage and Distribution) for the period up to 2026.

The Council will continue to encourage the retention and growth of its indigenous companies, providing support and facilities for new smaller scale hi-tech and creative industries, and encouraging business start-ups by supporting 'incubator units' and 'move-on facilities' (small, affordable units for new businesses). Employment opportunities related to increasing Rossendale's tourism offer and enhancing its visitor economy will also be supported where appropriate and supported by other policies in the Core Strategy.

It is expected that new sites will be needed to meet demand in the Rawtenstall area and the Bacup, Waterfoot and Stacksteads Corridor.

This provision will be met through the Allocations Development Plan Document, where the Council will protect the best sites in terms of their location, access and suitability. New proposals should primarily be located within the defined urban boundary and maximise the use of previously developed land and buildings, meet high energy standards, and be accessible by modes other than the private car. In particular the Council will seek to protect and make best use of key employment locations in Rawtenstall (New Hall Hey), Bacup (Futures Park), Haslingden (Carrs Industrial Estate) and Rising Bridge. Renovation of older industrial estates will be encouraged to improve their attractiveness, and support will be given to encourage re-use of mill buildings for employment purposes, where appropriate.

Office development (B1 and A2 uses) should be primarily located in or adjacent to the town centres of Rawtenstall, Bacup and Haslingden.

The loss (or partial loss) of existing employment sites to non employment generating uses will be supported where:

(a) the access to the site is poor and cannot be improved, and

(b) the current use has an adverse impact on the neighbouring land uses, and

(c) re-development for employment uses is economically unviable and the site is unlikely to be used for existing or future employment purposes, and

(d) the site has been marketed for 12 months, or less in exceptional circumstances, using a methodology agreed by the Council, and

(e) the redevelopment has no negative impacts on surrounding land uses.

The re-use and retention of suitable buildings, including those in rural areas, for appropriate employment generating uses will be supported where:

- **it assists diversification of the existing employment base, or**
- **it supports the creation or growth of a local business, or**
- **it retains buildings of significant architectural, historic or artistic interest, or**
- **it contributes to a wider regeneration initiative, and in all cases**
- **The proposal promotes the enhancement of the environment and accessibility provision, minimises transport impacts and makes best use of the existing space**

The Council will in general support the creation and expansion of small businesses within the Borough, and promote flexible start up accommodation in the form of small offices and industrial units within the key settlements of Rawtenstall, Bacup and Haslingden. 'Move on' facilities will also be encouraged to support their growth, such as at New Hall Hey. Opportunities for home-working will be encouraged, where appropriate.

Proposals for creative industries in Waterfoot and Bacup will be given positive consideration, in line with this policy. This policy is linked to Policy 14, which recognises the employment opportunities associated with developing the tourism sector within the Borough, that are not within the traditional employment use classes of B1, B2 and B8.

232. An Employment Land Review has been undertaken (Nathaniel Lichfield and Partners (NLP), 2009) which considers a gross requirement of 20.84 ha of land is needed for Use Classes B1, B2 and B8 (Light Industry, General Industry and Warehousing) over the plan period to 2026. This assumes that initially the current economic downturn will have significant impacts but in the long term there will be a return to 'business as usual'. The Council will monitor that this figure is still appropriate throughout

the plan period. As of 2009 the Borough's portfolio of committed employment land stood at 18.7ha, leaving a shortfall of 2.14ha. However, as NLP's Study acknowledges not all of the committed sites, which includes sites allocated under the 1995 Rossendale District Local Plan, will be taken forward through to the Site Allocations Development Plan Document.

233. The revoked Regional Spatial Strategy for the North West (2008) identifies Rossendale has seen a contraction of local employment opportunities with the decline of textiles, clothing and footwear over the past 30 years. Manufacturing in particular has declined leaving employment sites under-used or in need of remediation or redevelopment. Manufacturing, however, is still a significant source of local albeit low paid employment, and opportunities should be provided to support local businesses to start up, diversify and expand where appropriate, providing opportunities for employees to improve and expand their skills.

234. The number of Rossendale residents who commute out of the Borough to work (generally to the north Manchester towns and the city centre, as well as to Burnley and Hyndburn) is relatively high at 47%. The average wage levels of working residents in the Borough are similar to county and regional averages but this disguises that workplace earnings are 20% lower than the regional average, indicating that the majority of jobs in Rossendale are lower paid. The Borough's residents tend to be employed as managers, professionals or in administrative work (61% compared to a national average of 55%). However, the lack of skills, particularly in some deprived wards to the east of the Borough, is significant and the Council is committed to working with its partners to set up a vocational training centre in the east of the Borough, most likely at Futures Park , to improve the skills and qualification levels of the Borough's residents (see Policy 6).

235. The Employment Land Review has noted that many of even the more popular industrial estates are in need of renovation to increase their attractiveness and meet the demands of modern businesses. Furthermore, the need for both start up and follow on accommodation to develop and foster new businesses has been identified. A site has been completed at Rising Bridge and it is intended that through partner working more of these facilities will be provided throughout the Borough.

236. Rossendale's economy is relatively small and is still undergoing employment contractions in part because of the long term decline in manufacturing generally but also due to the current recession. The Borough's supply of employment space is limited with constraints based on topography and flood risk. Rossendale's economic growth is to be focussed on the consolidation and enhancement of existing strengths and indigenous businesses, encouraging and providing for small and start-up businesses and facilitating the expansion of established firms.

Strategic Objectives Met	**S03, S04, S05, S06, S07**
Alternative Options Explored	1. Do not have a policy and continue to rely on the market to determine supply. 2. Make provision for more employment land than a need is identified for. 3. Make provision for less employment land, assuming greater commuting. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Annual amount of additional employment land provided. 2. Employment land (B1, B2, B8) provided: (a) within urban boundary; (b) within 400m of regular public transport service. 3. Office development (B1 and A2 uses) located in or adjacent to the town centres of Rawtenstall, Bacup and Haslingden.
Targets	1. Accord with most up-to-date employment land study (currently 20.84 ha 2011-2026). 2. (a) 100% of employment (B1, B2, B8) land to be provided within the urban boundary (b) 90% of employment land to be within 400m of regular public transport services. 3. 80% of planning approvals for B1 and A2 to be within or adjacent to the the town centres of Rawtenstall, Bacup and Haslingden.
Delivery Agency(s)	Rossendale Borough Council, developers, employers, partners.
Implementation	Determination of planning applications and allocation of land through LDF. Management of developer investment.
Monitoring & Review	Annual Monitoring Report.

Policy 11: Retail and Other Town Centre Uses

Retail development, together with other town centre uses, including offices, leisure, arts, culture and tourist facilities, will be focused within the defined town and local centres.

Major proposals will be directed to Rawtenstall with other large schemes encouraged to locate in the district centres of Bacup and Haslingden.

The Retail hierarchy is set out below:

Key Retail Centre:	**Rawtenstall**
District Centres:	**Bacup, Haslingden**
Local Centres:	**Waterfoot, Whitworth**
Neighbourhood Centres:	**All other centres (including Edenfield, Stacksteads, Helmshore, Crawshawbooth)**

This hierarchy supports the Council's vision of achieving a quality retail development at the Valley Centre in Rawtenstall, with ancillary local retail in the other centres. Rawtenstall is also the focus for medium and large scale retail and leisure development.

Retail proposals will be directed to the Primary Shopping Areas (PSA). Proposals for non-retail uses appropriate to town centres will be considered favourably within the town centre boundary, which encompasses but extends beyond the PSA.

Both the Primary Shopping Area (PSA) and town centre boundary have been defined for Rawtenstall, Bacup and Haslingden. For the smaller settlements of Waterfoot and Whitworth the local centre boundary is the same as the PSA.

Proposals for new convenience floorspace of greater than 200m^2 will be resisted unless:

- **it forms part of a wider town, district or local centre regeneration scheme, and**
- **it can be demonstrated to the Council's satisfaction that it will not have a negative impact on the vitality and viability of other centres.**

All developments (convenience and comparison) will be expected to provide Impact Assessments where they are above the following thresholds:

- **Rawtenstall – 750m^2**
- **Bacup and Haslingden – 500m^2**
- **All other centres and outside defined settlement boundaries– 200m^2**

237. The retail hierarchy recognises Rawtenstall's role as the dominant centre in the Borough, providing retail facilities, services and civic functions to Rossendale's residents. Bacup and Haslingden are also important, but serve smaller catchments.

238. This hierarchy supports the Council's vision of achieving a quality, well designed, mainly higher order retail development at the Valley Centre, with only appropriate retail at New Hall Hey, which cannot be accommodated in the Town Centre, such as bulky goods.

239. The Council intends to partner developers in providing training opportunities and associated local jobs for people, as discussed in Policy 6. Additional convenience choice may be expected at Bacup to improve the town's offer. However, the number of supermarkets trading within the catchment area of Rawtenstall suggests that additional provision is unlikely to be supported within Rawtenstall.

240. It has been necessary to amend town centre boundaries to allow the contraction and consolidation of these centres. This is to increase the viability and vitality of these centres.

241. The key retail centre, district centre and local centre boundaries have been re-defined in the context of PPS 4 and the health checks undertaken as part of the Retail and Town Centre Study (NLP, 2009). The Primary Shopping Area (PSA) has been defined for Rawtenstall, Bacup and Haslingden. This is the primary boundary for retail development, and is made up of primary shopping frontages and contiguous secondary frontages. The town centres of Waterfoot and Whitworth have also been redefined. As these centres do not have areas of predominantly leisure, business and other main town centre uses adjacent to the primary shopping area, the town centre does not extend beyond the PSA. No boundaries have been set for the smaller neighbourhood centres.

Strategic Objectives Met	S06
Alternative Options Explored	1. Do not have a policy and let the market decide and rely on other guidance Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1 Number of planning permissions granted for retail developments outside defined town and district centres. 2. Percentage of retail developments with floorspaces above thresholds specified in Policy 11 with impact assessments provided.
Targets	1. No applications for retail developments outside town and district centres approved. 2. 100% of retail applications above the thresholds set in Policy 11 will supply impact assessments.
Delivery Agency(s)	Rossendale Borough Council, partners, developers.
Implementation	Determination of planning applications and allocation of land through LDF.
Monitoring & Review	Annual Monitoring Report(s)

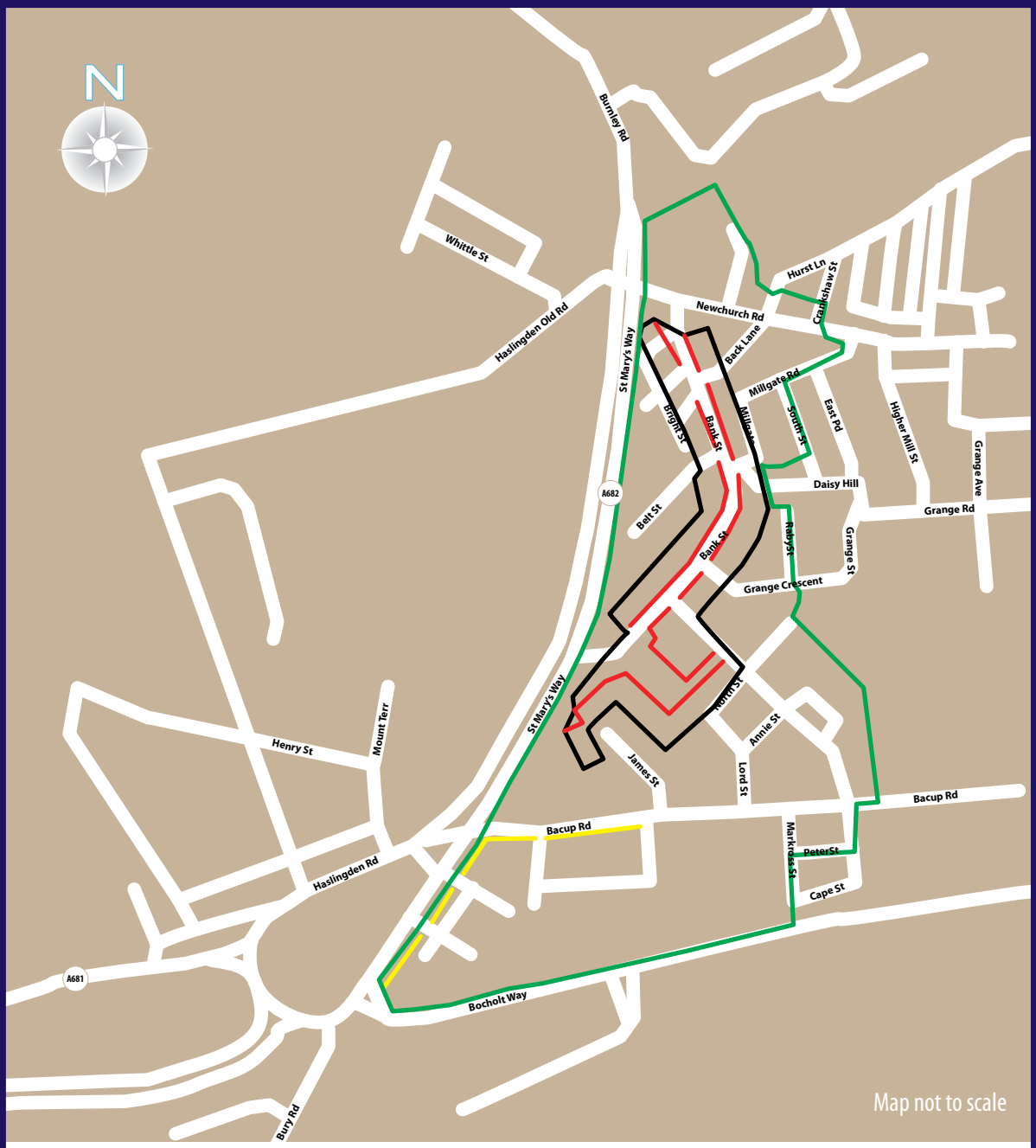

Figure 18: Rawtenstall Town Centre Boundary

- Primary Shopping Area
- Primary Shopping Frontage
- Secondary Shopping Frontage
- Town Centre Boundary

Maps are for illustration purposes only. Detailed town centre boundaries can be viewed in the Retail and Town Centre Study 2009

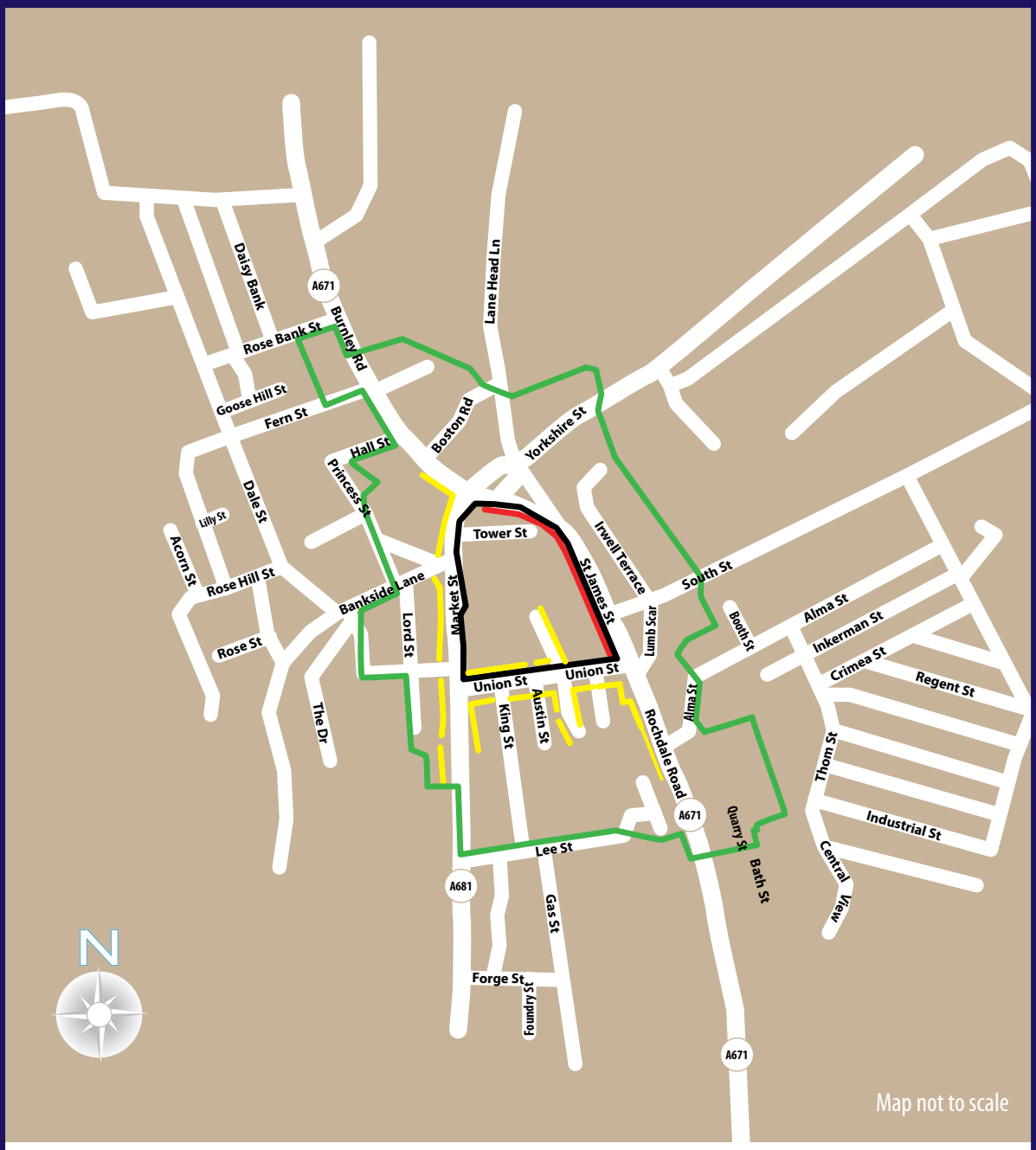

Figure 19: Bacup District Centre Boundary

- Primary Shopping Area
- Primary Shopping Frontage
- Secondary Shopping Frontage
- Town Centre Boundary

Maps are for illustration purposes only. Detailed town centre boundaries can be viewed in the Retail and Town Centre Study 2009

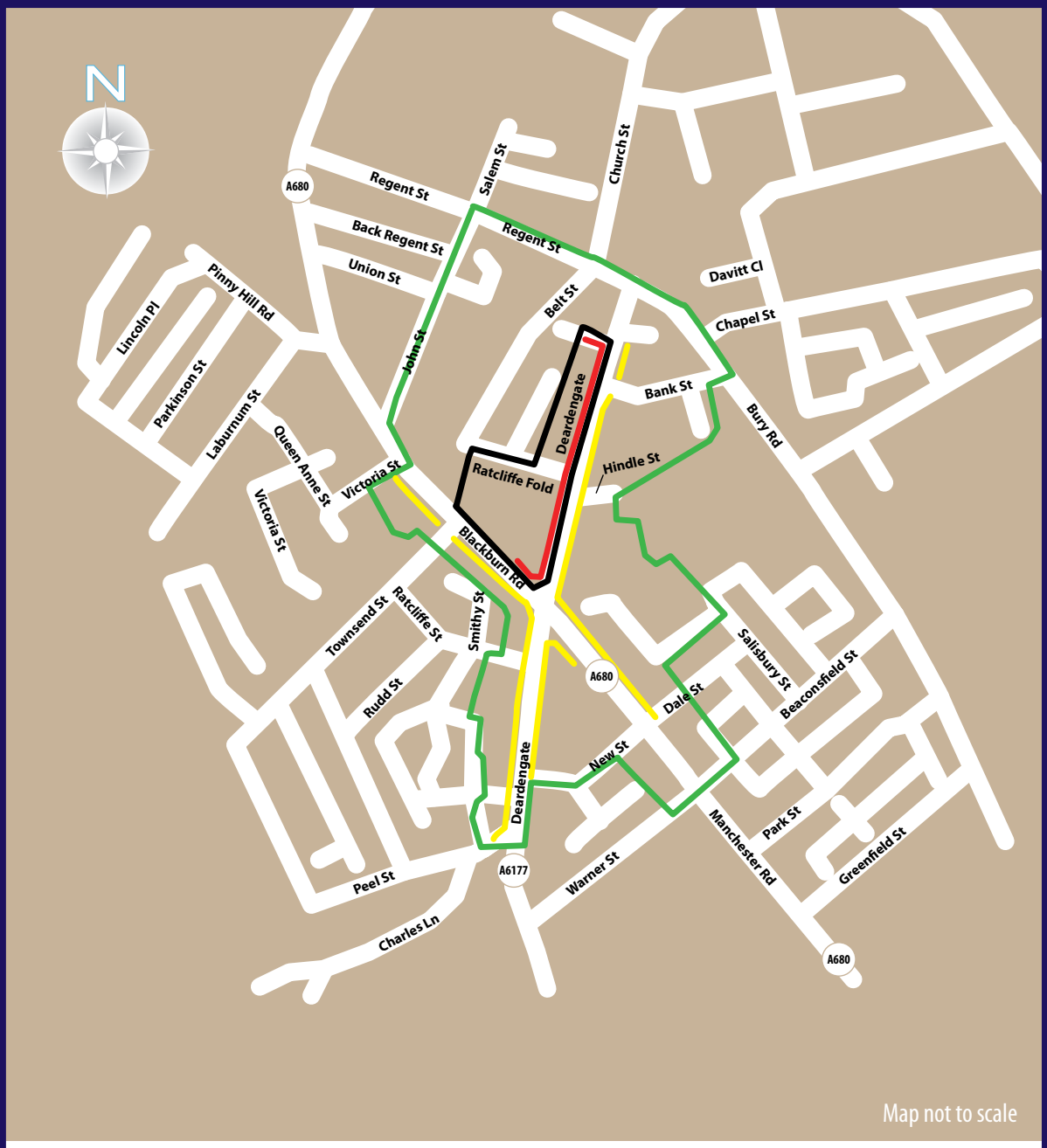

Figure 20: Haslingden District Centre Boundary

- Primary Shopping Area
- Primary Shopping Frontage
- Secondary Shopping Frontage
- Town Centre Boundary

Maps are for illustration purposes only. Detailed town centre boundaries can be viewed in the Retail and Town Centre Study 2009

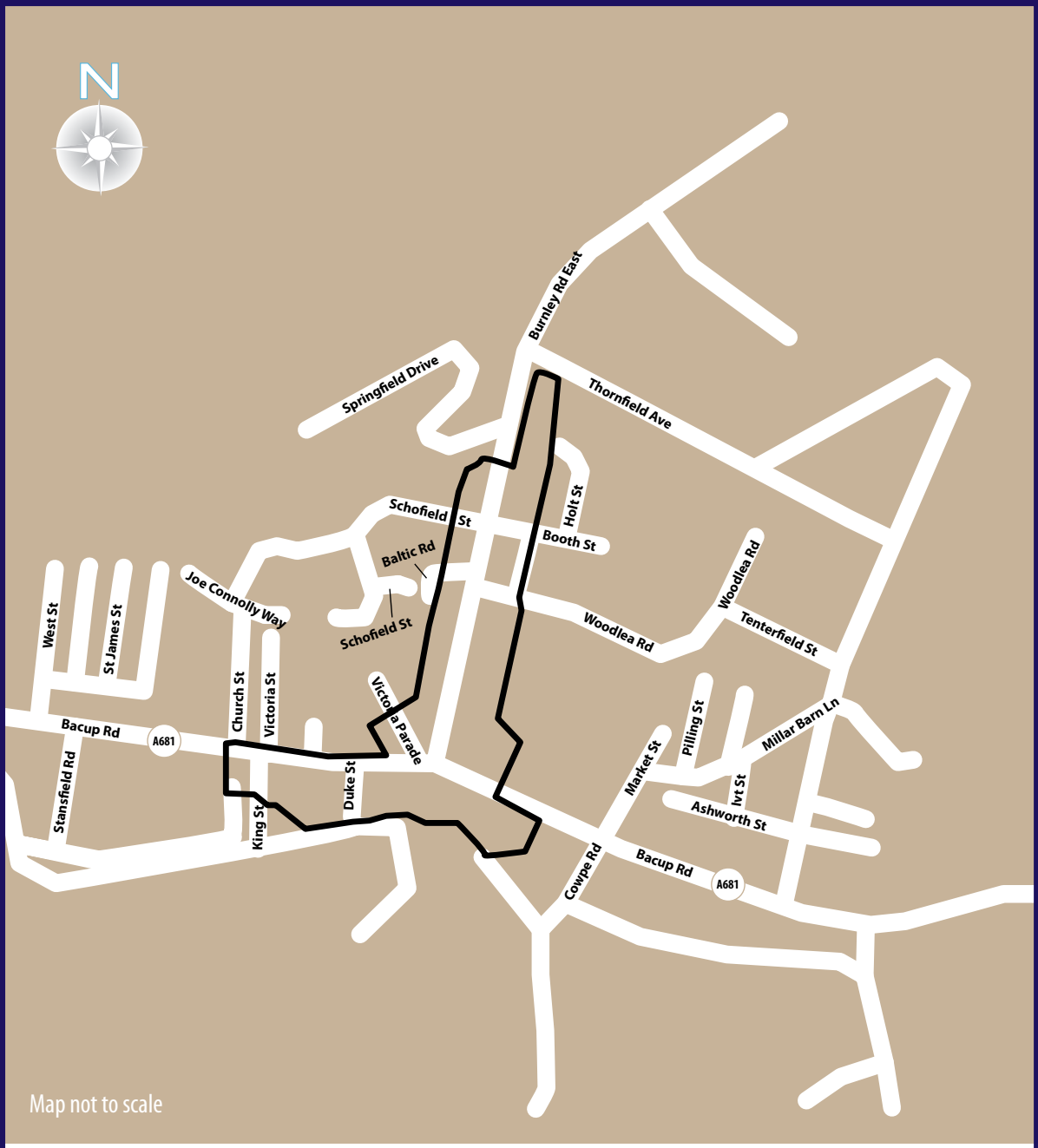

Figure 21: Waterfoot Local Centre Boundary

Primary Shopping Area

Maps are for illustration purposes only. Detailed town centre boundaries can be viewed in the Retail and Town Centre Study 2009

Figure 22: Whitworth Local Centre Boundary

Primary Shopping Area

Maps are for illustration purposes only. Detailed town centre boundaries can be viewed in the Retail and Town Centre Study 2009

Policy 12: The Valley Centre, Rawtenstall

It is proposed that the regeneration of the Valley Centre will be achieved as follows:

The regeneration of the Valley Centre and adjacent buildings in Rawtenstall is of strategic importance. A high quality masterplan-led design approach is being developed and will include the following elements:

- **A focal point for retailers with supporting other uses appropriate to a town centre, including office, leisure and civic uses**
- **Examination of the potential for a relocated bus station**
- **Design which responds to the existing townscape in concept, layout and design detailing and enhances Rawtenstall's urban grain**
- **Street masterplanning and design which provides active frontages**
- **A mix of uses that encourages natural surveillance and a safe street environment**

Housing may also be appropriate and all designs should take into account public transport access, parking provision and public open space provision.

242. The Valley Centre is a vacant shopping arcade that is currently semi-derelict and presents a negative image of the centre of Rawtenstall and the Borough as a whole. It is the Council's top redevelopment priority reflecting strong public concern about the appearance of the structure. Rawtenstall, the only centre identified as a town centre within Rossendale, has a strong convenience goods offer and a good selection of independent shops. The Retail and Town Centre Study (2009) notes an absence of multiple retailers and suggests that the Valley Centre is a prime site that would be complementary to existing shops on Bank Street for improving the town's overall retail offer and attractiveness.

243. The current building is a typical 1960's design. Redevelopment of the shopping centre and other nearby buildings such as the Police Station and the One Stop Shop has the potential to significantly enhance the built environment and character of this area of Rawtenstall. (see Area Vision Policy AVP4)

244. It is envisaged that the redeveloped Valley Centre will incorporate a range of uses including retail, a strong civic presence, leisure and possibly residential.

245. The Council has achieved short term improvements to the site through a Section 215 notice under the Town and Country Planning Act 1990. It is negotiating with the current owners as well as other potential development partners to bring this site forward for mixed uses as quickly as possible. If a negotiated agreement cannot be achieved the Council may pursue a Compulsory Purchase Order. To facilitate progress consultants have been commissioned to prepare a Masterplan and viability assessment for the site as part of a broader SPD for Rawtenstall Town Centre.

Strategic Objectives Met	S06
Alternative Options Explored	1. Do not have a policy and continue to rely on the market to determine how the Valley Centre should be redeveloped 2. Detailed policy setting out the components and scale of development Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection
Indicators	1. Amount of public space provided in any redevelopment scheme. 2. Percentage of (a) retail; (b) office; (c) civic uses in any redevelopment scheme. 3. Ratio of car parking spaces provided per unit in any redevelopment scheme.
Targets	1. To complete redevelopment by 2015.
Delivery Agency(s)	Rossendale Borough Council, developers, partners.
Implementation	Determination of planning applications and allocation of land through LDF. Management of developer investment.
Monitoring & Review	Annual Monitoring Report(s)

Policy 13: Protecting Key Local Retail and other Services

It is proposed that smaller retail and other service centres will be supported and protected.

The important role of smaller, independent shops will be supported in all defined shopping centres with schemes to enhance and / or expand such facilities given positive consideration.

The Borough has a supply of 'corner shops' which serve local communities. These need to be protected to avoid longer trips being made to other centres, which has implications for inclusivity, as well as reducing the need to travel. Where the Council considers the loss of the retail facility may have negative impacts for the local community, it will be necessary to provide additional information and market the building for a period of at least 18 months.

The existing markets at Bacup, Haslingden and Rawtenstall will be retained. Consideration will only be given to relocation where:

- **this forms part of a wider regeneration initiative and**
- **it positively re-enforces the role of the market**

246. Independent shops are important in terms of the services and access to goods that they provide, as well as the jobs and investment they create. They also contribute to the distinct sense of place of the Borough's settlements. Some outlets, such as top of the range clothes shops, attract a clientele from outside the Borough. Working with partners, the Council will seek to support local retailers through initiatives such as shopfront upgrading.

247. Many corner shops however operate on the margins of viability primarily because of the lower prices and wider range of goods offered by national retailers. The planning system is limited in its ability to support these facilities but can require that changes of use are fully justified. These corner shops have an important function, particularly in the east of the Borough, providing employment and reducing the need to travel.

248. The Borough's markets provide an important function but have been affected by the national decline in market use. The Council will continue to support markets including through improvements to the surroundings and related signage and capitalise on their tourism potential

Strategic Objectives Met	SO6
Alternative Options Explored	1. Locate all new retail provision to the main district and town centres 2. Do not have a policy and continue to rely on the market to determine the future of local retail and other service provision Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	Loss of independent shops becoming vacant or changing to another use.
Targets	Nil
Delivery Agency(s)	Rossendale Borough Council, Rossendale Chamber of Trade, Owners and Developers
Implementation	Through the planning application process.
Monitoring & Review	Annual Monitoring Report(s)

Policy 14: Tourism

Tourism, and in particular the active sports industry, is important to Rossendale, and is a key opportunity for the whole Borough. Tourism growth will capitalise on leisure pursuits and the unique sense of place within the Valley, giving particular emphasis to the east of the Borough.

Tourism throughout the Borough will be promoted by:

- **Ensuring through the Allocations Document that key sites are identified for tourism in general and specifically to support the "Adrenaline Gateway"**
- **The development, extension and upgrading of footpaths, cycleways and bridleways (specifically the Rossendale Way, Irwell Sculpture Trail and Mary Towneley Loop, and more generally the Public Rights of Way network), and supported by appropriate signage, interpretation and public art.**
- **Support for the clustering of tourism related activities.**
- **Events promotion**
- **Taking a positive approach to development of complementary accommodation and hospitality facilities.**

Rossendale has a strong cultural offer, and proposals for the enhancement of existing facilities and activities as well as the development of new facilities and activities will be considered favourably. This will also include any supporting necessary infrastructure requirements, such as enhanced access through car parking, bike racks, public realm and public transport improvements. The use of existing buildings will be encouraged, particularly where located outside the urban boundary.

New development outside the urban boundary will be considered acceptable where it is essential for the proposed facility, no sites within the urban boundary are suitable, and there are no unacceptable impacts affecting:

- **landscape, or**
- **visual quality (including light pollution), or**
- **amenity to neighbours (including noise pollution), or**
- **nature conservation assets.**

The Council will seek to minimise any negative effects on the transport network brought about by increased tourism development, and will seek developer contributions as appropriate in line with policy 22. The Council will also work with partners, including neighbouring authorities, to encourage joint bus-rail services and ticketing.

Planning proposals for the expansion and enhancement of creative industries such as artist studios and the theatres in Bacup and Waterfoot will be given positive consideration.

The countryside and features of local heritage interest will be protected and enhanced for their own value, their value to local residents and for their tourism value. Key biodiversity sites and landscape assets will be conserved and where possible enhanced alongside the development of the local tourist industry, in particular within the designated West Pennine Moors area and the moorland of the South Pennines.

Access to tourism specific training will, through cross-sector partnership, be actively supported, in line with Policy 6.

249. Rossendale is situated within Pennine Lancashire, an area shaped by the past cotton industry and its associated large mills and dense terraced housing, all of which contribute to the Borough's culture and heritage. Yet above the densely urban settlements in the valley bottoms, rise the moorlands and farming communities of the South Pennines. These areas were also used in part for quarrying, mining and to locate reservoirs to supply water.

250. Remote in parts,yet on on the Lancashire border with West Yorkshire and Greater Manchester, these moorland areas also provide opportunities for recreation. For example, Lee Quarry in Bacup is used for mountain bike trails, Cowm Reservoir in Whitworth for water sports and the Pennine Bridleway for horse riding and hill walking. In addition to providing outstanding recreational opportunities for local people, these assets could be maximised to provide employment and income generating opportunities, given the Borough's proximity to the conurbations of Greater Manchester and West Yorkshire.

251. The Council is committed to promoting the tourism opportunities available within Rossendale, recognising their economic, social and environmental potential for the Borough's residents. It is intended that any tourism development should have a low impact on Rossendale's natural environment and cultural heritage, while helping to generate income and employment opportunities for local people.

252. The Council is working with partners, including Lancashire County Developments Ltd, Lancashire County Council, Groundwork and others, including private individuals, in taking forward tourism related schemes. The western parts of the Borough are included in the West Pennine Moors (including Haslingden Grane), which is managed by a partnership comprising local authorities, United Utilities, wildlife organisations, community groups and recreational user groups. The West Pennine Moors is an area being promoted for sustainable tourism.

253. The "Adrenaline Gateway" is a concept that seeks to market and develop extreme and outdoor sports facilities in the Borough. A mountain biking facility at the disused Lee Quarry near Bacup is attracting riders from throughout the north-west. An extension of the facility to Cragg Quarry (Cowpe) has been completed and provides additional walking and mountain biking trails using rights of way and old tramways. In addition an indoor facility and "basecamp" is proposed near Bacup. Other major outdoor sports facilities include Ski Rossendale near Rawtenstall (which is in need of major refurbishment) and the Mary Towneley Loop bridleway. Long distance walkways include the Rossendale Way and Irwell Sculpture Trail, and it is intended that through Policy 9 (on Accessibility) the footpath, cycleway and bridleway network will be developed and enhanced.

254. As well as active sports the Borough has a network of creative art providers including theatres, artists and sculptors, which both provide employment and attract visitors. Rawtenstall hosts the northern terminus of the East Lancashire Railway and has worked successfully in the past with the Railway Company and partnering Greater Manchester authorities to extend the line to Heywood. It is the aspiration of all partners to create the country's first dual use heritage / commuter rail link, which will also help to attract visitors.

255. Tourism facilities are available throughout the Borough. However, given how the Borough has evolved, with the west being generally more prosperous and the east experiencing signs of deprivation, it is considered appropriate to focus on providing new opportunities in the east. Lee Quarry and Bacup's heritage, for example, could act as catalysts for expanding the tourism industry and provide a new focus for employment and economic opportunities, while allowing established tourism attractions throughout the Borough to flourish. The benefits of tourism to the Borough include, in addition to employment and income generating opportunities, health and well-being benefits, an increased awareness of the natural and historic environments, and social and recreational opportunities.

Strategic Objectives Met	S05 and S07
Alternative Options Explored	1. Focus tourism development solely on the Adrenaline Gateway and extreme sports 2. Focus on existing attractions and discontinue the Adrenaline Gateway project 3. No tourism policy Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1.. Number of tourism-related jobs generated within the Borough. 2. Number of planning permissions granted for tourism-related developments.
Targets	1. Annual increase. 2. Cumulative increase over the lifetime of the Core Strategy.
Delivery Agency(s)	Rossendale Borough Council, partners, developers, Natural England, Lancashire County Council Lancashire and Blackpool Tourist Board, North West Development Agency, Pennine Lancashire.
Implementation	Determination of planning applications and allocation of land through LDF. Management of developer investment.
Monitoring & Review	Annual Monitoring Report(s)

Policy 15: Overnight Visitor Accommodation

The Council will take a positive approach to new, small-scale, high quality visitor accommodation. This includes hotels, bed and breakfast establishments, self-catering facilities, bed and tack, camping barns, and sites to be used for camping and caravanning. Proposals will be supported particularly where use is made of existing buildings.

Proposals will be supported at locations both within and outside of the urban boundary where:

- **they are appropriate to their locality (including in terms of size, amenity to neighbouring uses), and**
- **they are complementary to existing tourism facilities, and**
- **access is good by a variety of modes (with no adverse effects on the local road network), and**
- **the capacity of existing infrastructure is adequate, and**
- **there are no harmful effects on visual amenity, landscape, or nature conservation assets, and**
- **the development will not reduce the amount of land in use for the purposes of open space or recreation, and**
- **where need can be demonstrated.**

In addition for areas outside the urban boundary it will be expected that, where it is appropriate to the type of establishment (for example, a hotel), use will be made of existing buildings (particularly outside the urban boundary).

All ancillary facilities should be designed (in terms of style and materials) to take account of their functions and blend into their settings.

Ancillary facilities such as cycle storage or horse paddocks will be encouraged in locations such as along bridleways or the cycle network.

Any large scale hotel proposals (40 bedrooms or over) should be located in or adjacent to the town centres of Rawtenstall or Bacup. Outside of these centres, large scale hotel proposals will only be supported where they form part of a wider regeneration scheme, can demonstrate a wider community benefit and access to the site can be provided by a variety of modes.

256. Joint work is being undertaken with adjoining Pennine Lancashire authorities, which has also identified Rossendale as having one of the lowest numbers of overnight accommodation stays in the sub-region. As the tourism offer improves it is expected that the number of overnight stays will increase. Opportunities including bed and breakfast establishments, bed and tack along the bridleways, and camping and caravan sites will be encouraged. The intrinsic qualities that define Rossendale's character should not be harmed, and where possible will be strengthened by these proposals.

257. Most new visitor accommodation is intended to be small scale (offering no more than 10 bed spaces or pitches) and could in many cases encourage the re-use of existing buildings. Caravan site proposals should be able to demonstrate good access arrangements and be well screened to minimise visual impact. Any new developments will be required to take appropriate steps to prevent any negative impacts on the landscape, heritage features (or their settings), biodiversity and sites of importance for nature conservation.

Strategic Objectives Met	**S05, S07**
Alternative Options Explored	1. Focus new overnight accommodation close to Adrenaline Gateway and Extreme Sports Attractions. 2. Focus on bringing large hotels to the Borough in advance of local provision. 3. Restrict overnight accommodation to local independent provision close to existing attractions and facilities in suitable and appropriate locations. Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Number of planning permissions approved for bed & breakfast and small hotel facilities. 2. Percentage of large hotel developments (≥40 rooms) located in or adjacent to either Rawtenstall or Bacup town centres. 3. Number of caravan sites, camping facilities and bunk barns given planning permission.
Targets	1. Annual increase in the number of bedrooms. 2. All large hotel developments to be located in or adjacent to either Rawtenstall or Bacup town centres (or meet criteria in Policy 15). 3. One of each type of facility delivered in Rossendale by 2016.
Delivery Agency(s)	Developers, Partners, Rossendale Borough Council, Lancashire and Blackpool Tourist Board, Regenerate Pennine Lancashire.
Implementation	Determination of planning applications and allocation of land through LDF. Management of developer investment.
Monitoring & Review	Annual Monitoring Report(s).

Policy 16: Preserving and Enhancing Rossendale's Built Environment

The Council will protect, conserve, preserve and enhance Rossendale's historic built environment including Listed Buildings, Conservation Areas, Registered Parks and Gardens, Scheduled Ancient Monuments, archaeological sites, historic landscapes and locally identified buildings, sites and structures. These heritage assets all contribute to the local distinctiveness and character of the area. Their futures, including their settings will be safeguarded and secured by:

1. **Promoting the positive management of the Borough's heritage assets, avoiding unnecessary loss and requiring appropriate mitigation of any negative impacts.**
2. **Extending the heritage protection for areas and/or buildings worthy of retention, conservation and enhancement through the designation of appropriate additional Conservation Areas and Listing.**
3. **Enhancing the value of Rossendale's historic built environment by carrying out Conservation Area Appraisals, implementing Conservation Area Management Plans and public access measures.**
4. **Protecting significant urban public realm (space) from development.**
5. **Ensuring that all development is:**
   a. **Located in a way that respects the distinctive quality of the historic landscape and setting and retains or enhances the character and context.**
   b. **Of a high standard of design, reinforcing the local distinctiveness of Rossendale**
6. **Encouraging innovative new design(s), where it responds to the character, scale and setting of historic buildings and areas.**
7. **Maximising the potential for the re-use of buildings of historic or local interest for appropriate uses to ensure their future longevity. However where this is not possible/appropriate, considerate and sensitive redevelopment will be supported, subject to advice from the Councils' Conservation Team and English Heritage.**
8. **The Council will support those schemes and proposals which contribute to conservation-led regeneration, particularly where they exploit the regeneration potential of the textile mill-towns and traditional architecture of rural villages within Rossendale.**

258. Rossendale has a distinctive built environment, with many buildings and structures pre-dating the industrial revolution, constructed from locally quarried stone and which are important local assets.

259. Accordingly, all new development should be based on a thorough understanding of the context, significance and local distinctiveness of the site and its surroundings and should be of a high quality in terms of its urban, landscape and architectural design and use of materials.

260. There are nine Conservation Areas in Rossendale at various stages of re-appraisal including – Bacup Town Centre, Chatterton/ Strongstry, Fallbarn, Goodshawfold, Higher Cloughfold, Irwell Vale, Loveclough Fold, Rawtenstall Town Centre and Whitworth Square. Other areas have been identified for future appraisal and evaluation as additional designations. It is anticipated that by 2015 all designated conservation areas will have Conservation Area Appraisals and Management Plans.

Strategic Objectives Met	S04, S06 and S07
Alternative Options Explored	1. Only provide a policy for preserving and enhancing the built environment in Conservation Areas and for listed buildings and monuments 2. Rely on other guidance Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Number of applications approved contrary to the advice from Rossendale Borough Council conservation team and/or English Heritage. 2. Number of up-to-date Conservation Area appraisals. 3. Number of listed buildings, scheduled monuments and Conservation Areas considered to be "at risk".
Targets	1. No applications approved contrary to Rossendale Borough Council, Lancashire County Council Archaeology Service or English Heritage advice. 2. Appraisals and Management Plans completed by 2015. 3. Overall reduction in the number of listed buildings, scheduled monuments and conservation areas considered to be "at risk".
Delivery Agency(s)	Rossendale Borough Council, Developers, Partners, Regenerate Pennine Lancashire, Lancashire County Council Archaeology Service, Pennine Lancashire, English Heritage
Implementation	1. Determination of planning applications. 2. Management of Conservation Areas
Monitoring & Review	Annual Monitoring Report(s) (AMR)

Policy 17: Rossendale's Green Infrastructure

The Council will promote the protection, enhancement and where appropriate the expansion of the Green Infrastructure network in the following ways:

1. **Identification and illustration of the Green Infrastructure network (see figure 23)**
2. **Preparation of more detailed policies through the future Site Allocations DPD, assisted by the definition of key national, regional and the most significant local sites on the Proposals Map.**
3. **As part of the Council's response to climate change, new developments will be required to maximise the environmental risk management benefits of Green Infrastructure where possible through:**
   a. **Flood risk management (utilising Sustainable Drainage Systems)**
   b. **Providing shade, cooling and carbon storage through the planting of appropriate vegetation and tree species**
   c. **Contributing to a reduction in air, water, noise and light pollution.**
4. **Manage and appropriately enhance existing Green Belt, open spaces, urban green corridors and woodlands (as shown on figure 23) and continue to protect Greenlands (policy E.1 as designated in the Rossendale District Local Plan 1995). Where redevelopment takes place to enhance Green Infrastructure, the Council will seek to ensure that where necessary, opportunities are taken to address any issues of land instability or surface hazards resulting from historic mining activity.**
5. **Resist the fragmentation of the network by new development, and pursue the implementation of Natural England's Access to Natural Greenspace Standards (ANGSt) over the lifetime of the Core Strategy.**
6. **Expect new developments to contribute to the provision of recreational green space, and to incorporate improvements to the quality of, and access to, existing Green Infrastructure in accordance with local circumstances.**
7. **Support the improvement of and access to the Public Rights of Way network (in particular the Pennine Bridleway, Rossendale Way, Irwell Sculpture Trail, Shoe Trail and National Cycle Routes) and other linear corridors in line with Policy 9 and maximise the potential of Green Infrastructure to support sustainable and active tourism, in conjunction with the Adrenaline Gateway project.**

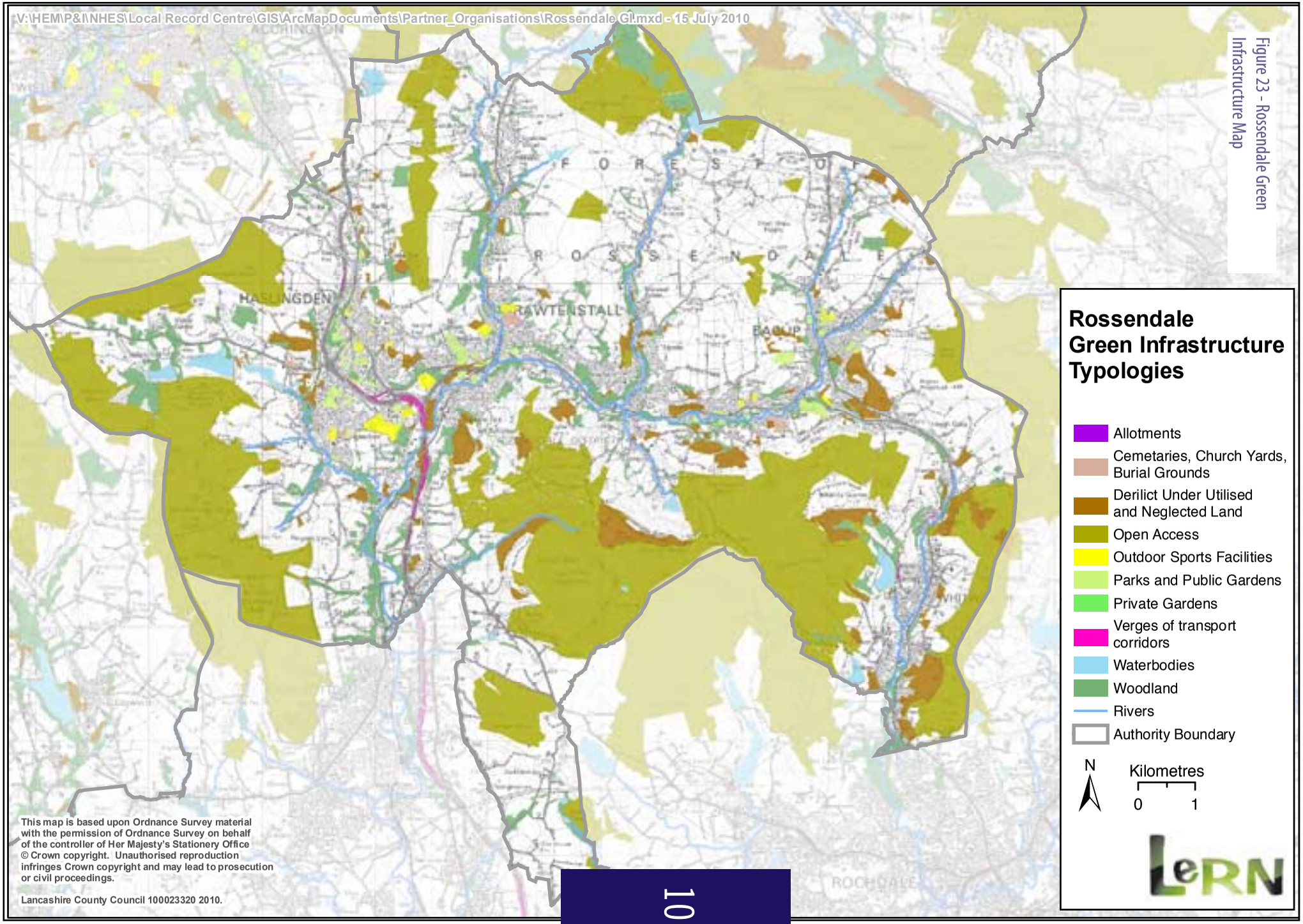

Figure 23 - Rossendale Green Infrastructure Map

261. Green Infrastructure is the Borough's life support system – a multifunctional network of green spaces, corridors and waterways that lie within and between Rossendale's towns and villages, often intertwined with distinctive features of industrial heritage - including the open countryside, the Green Belt, woodlands, agricultural land, parks, sports pitches, play areas, rivers, footpaths, gardens, allotments, along with many other formal and informal open spaces. Green Infrastructure provides multiple social, economic and environmental benefits and can support sustainable development whilst enhancing quality of life for residents and visitors alike. It also has an important role in providing habitats and migratory routes for many species of flora and fauna, as well as helping the Borough mitigate and adapt to climate change. The conservation and enhancement of our rich variety of Green Infrastructure, along with improving its accessibility, connectivity and potential to enhance people's quality of life is therefore a priority.

262. Rossendale has one of the densest Public Rights of Way networks in the country, but also one which is in a generally poor state of repair. In order to realise the potential social, environmental and economic value of these assets, the Council will work with Lancashire County Council, partners and community groups to define, upgrade and increase the accessibility of the network over the lifetime of the Core Strategy.

263. Rossendale's Green Infrastructure will be widely recognised as one of the Borough's key strengths, and will attract and support sustainable development and regeneration whilst delivering wider social, economic, environmental, health and climate change adaptation and mitigation benefits.

264. Green corridors will provide clean and safe routes linking areas of open space, and provide an alternative sustainable transport network throughout the Borough, with particular emphasis on accessibility and inclusivity for a wide variety of users. The Council will promote greater awareness of the Green Infrastructure network through appropriate signage and publicity.

265. The Council will work with community groups, partners and landowners towards achieving Green Flag Award status for eligible parks and green spaces within the Borough over the lifetime of the Core Strategy.

Strategic Objectives Met	**S01, S07 and S08**
Alternative Options Explored	1. Reliance on other national and regional guidance 2. Include Green Infrastructure within a wider policy on the natural environment.
Indicators	1. Overall satisfaction with the area (NI 5) 2. Adult participation in sport (NI 8) 3. Per capita CO2 emissions in Local Authority area (NI 186) 4. Condition of existing public rights of way.
Targets	1. Annual increase in satisfaction with the area. 2. Annual increase in adults participating in sport. 3. Annual reduction in CO2 emissions per capita. 4. Two thirds of rights of way network to be in 'good' condition by 2016; 80% by the end of the plan period.
Delivery Agency(s)	Rossendale Borough Council, Lancashire County Council, NWDA, developers, Pennine Lancashire, local community.
Implementation	The determination of planning applications and allocation of land through the LDF.
Monitoring & Review	Annual Monitoring Report(s)

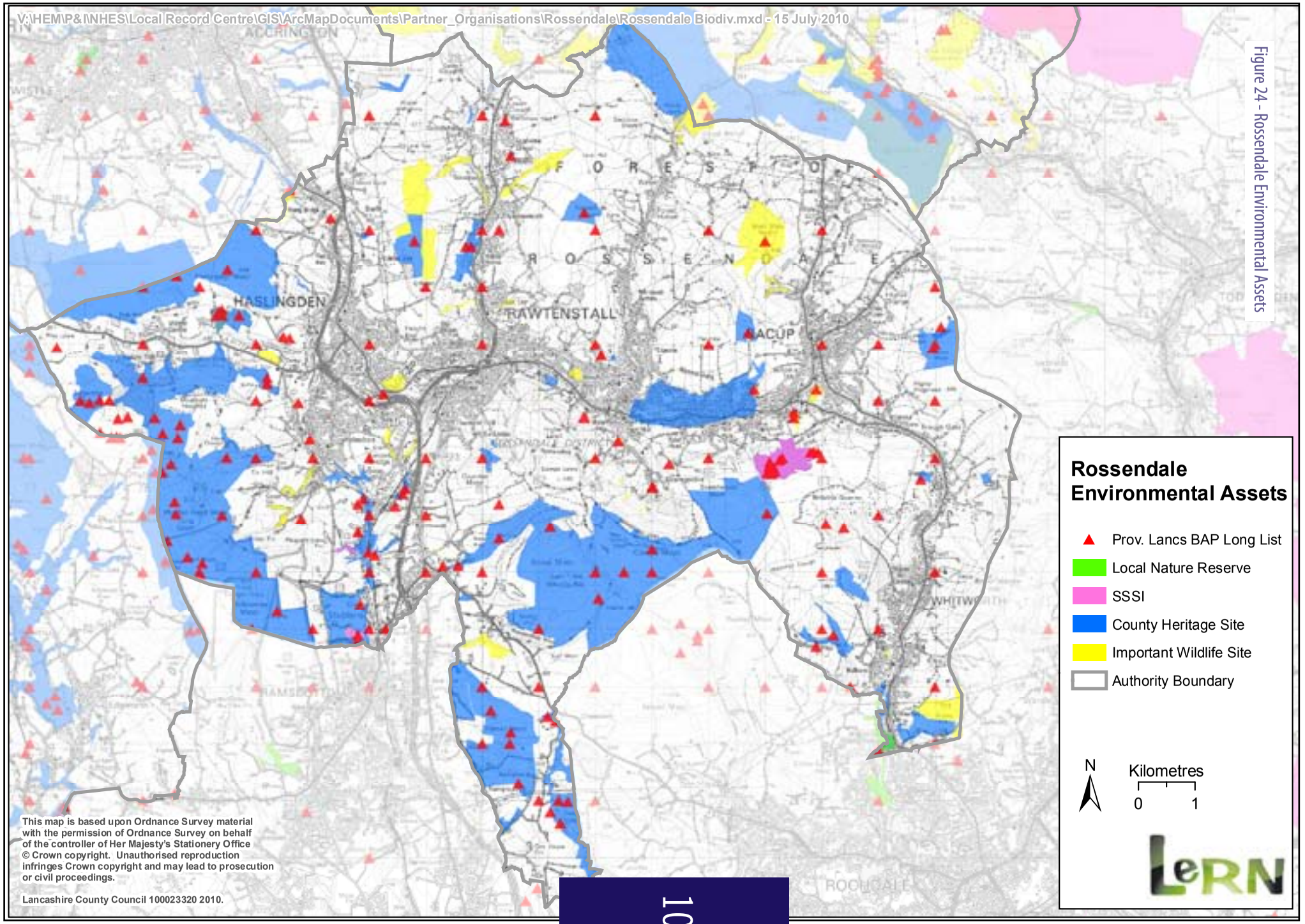

Figure 24 - Rossendale Environmental Assets

Policy 18: Biodiversity, Geodiversity and Landscape Conservation

The Council will seek to avoid any harmful impacts of development on all aspects of Rossendale's natural environment – including its biodiversity, geodiversity and landscape assets, priority habitats and species and statutory designated sites. Current and future biodiversity and geodiversity assets will be given full and appropriate protection, and enhanced where possible.

Development which would affect a species or habitat protected by law will not be permitted unless it can be demonstrated that:

a) There is no adverse impact on the species and/or habitats concerned;

b) Alternative provision is effective in maintaining the affected species and/or habitats.

The Council will expect any development proposals to:

1. **Safeguard and enhance landscape character, in accordance with the landscape character assessment in the Julie Martin Associates (2010) study[1].**
2. **Conserve and enhance biodiversity, and avoid any negative effects on strategic wildlife corridors, ecological networks and habitats – including on previously developed land.**
3. **Conserve and enhance statutory and local sites of biodiversity, geological and geomorphological importance and interest.**
4. **Ensure that watercourses (and groundwater flows) are protected from encroachment and adverse impacts, and that water quality is maintained or improved (including during the construction process) in line with the Water Framework Directive (WFD). Where appropriate, the Council will seek the enhancement and restoration of modified watercourses.**
5. **Ensure that air pollution emissions are minimised.**
6. **Avoid any loss of trees, woodland, hedgerows and other types of foliage and flora, and ensure that where necessary, developments make provision for new and replacement planting.**
7. **Promote sustainable use (including for recreation, tourism and leisure) of the natural environment where it does not prejudice the future of the landscape or other environmental assets.**
8. **Take opportunities to create features of biodiversity value including within new developments, where practicable.**

Where negative effects on biodiversity, geodiversity or landscape character are unavoidable, suitable measures will be required to mitigate any negative impacts. The Council will require that full compensatory provision is made where mitigation is not possible.

[1] Julie Martin Associates (2010) Landscape Capacity Study for Wind Energy Developments in the South Pennines

266. One of Rossendale's most significant selling points is the dramatic and attractive landscape and natural environment that surrounds the urban area, which is one reason why many people decide to live, work and visit here. Rossendale's natural assets are considerable and make a major contribution to the Borough in terms of their cultural value; their significance for providing a local identity to Rossendale; their value for tourism; and their general contribution to the quality of life. It is therefore of the utmost importance that that such assets are protected.

267. The Council will seek to conserve and enhance the diverse range of key habitats, landscapes and other assets which make up Rossendale's natural environment, namely:

- The open countryside, moorlands and woodlands
- The Green Belt
- Biological Heritage Sites
- Priority Biodiversity Action Plan (BAP) Habitats
- Green spaces, green corridors and woodlands within Rossendale's urban areas
- Local air and water quality
- Land of recreational and amenity value
- 7 Regionally Important Geological and Geomorphological Sites (RIGGS)
- 52 Biological Heritage Sites (BHS)
- Impact on internationally designated sites

268. Rossendale's statutory designated sites include:

- Healey Dell Local Nature Reserve (LNR)
- 3 Sites of Special Scientific Interest (SSSI) at Lower Red Lees Pasture, Lee Quarry and Hodge Clough

269. New development has the potential to contribute towards delivering a step change increase in biodiversity resources through sustainable design, location and the creation or restoration of priority habitats. The Council will seek to secure this increase in biodiversity in line with Lancashire BAP targets.

270. In line with national policy (PPS 9 – Biodiversity and Geological Conservation), the Council will expect that proposals maximise the potential for incorporating beneficial biodiversity and geological features as part of good design in and around developments – and will use planning obligations where necessary to secure such inclusions.

Strategic Objectives Met	S04 and S07
Alternative Options Explored	1. Reliance on other national and regional guidance. 2. Only provide a policy for protecting statutory designations and areas of important wildlife habitats.
Indicators	1. Number of applications submitted outside the urban boundary in the countryside or Green Belt. 2. Number and type of applications approved outside the urban boundary in the countryside or Green Belt. 3. Percentage of developments incorporating biodiversity, geodiversity and landscape character enhancements. 4. Proportion of local sites where positive conservation management has been or is being implemented. 5. Change in areas of biodiversity habitat.
Targets	1. Annual reduction in the number of inappropriate applications submitted outside the urban boundary. 2. No inappropriate applications for development approved outside the urban boundary in the countryside or Green Belt. 3. Annual increase in percentage of developments incorporating biodiversity, geodiversity and landscape character enhancements. 4. Annual increase. 5. Annual increase.
Delivery Agency(s)	Rossendale Borough Council, Developers, Local Communities, Pennine Lancashire, Natural England, Environment Agency, Lancashire Natural and Historic Environment Services.
Implementation	Determination of planning applications and allocation of land through the LDF.
Monitoring & Review	Annual Monitoring Report(s)

Policy 19: Climate Change and Low and Zero Carbon Sources of Energy

Renewable and low carbon power (all types) and heating will meet at least 25% of the energy needs of the Borough by 2025. Renewable energy generation capacities for the period up to 2025 are set out in tables within the supporting text.

The Council will promote mitigation of climate change by:

1. **Locating new development in sustainable, accessible locations which minimise the need for travel and length of journeys, in line with Policy 1.**
2. **Requiring that new developments adopt energy-efficient, water-efficient and low carbon designs and layouts which meet or exceed the most up to date relevant national and regional standards. The Council will also maximise opportunities for increasing energy efficiency in existing buildings.**
3. **Requiring that natural passive heating and cooling systems are incorporated into new developments where appropriate.**
4. **Conserving and enhancing the Borough's peatlands.**
5. **Expecting new developments to provide tree planting on site, or where this is not appropriate to make contributions towards tree planting elsewhere through planning obligations.**

The Council will promote adaptation to climate change by the following measures:

6. **Securing planning obligations for energy infrastructure and climate change adaptation measures.**
7. **New development should not be located in areas considered to be at a high risk of flooding in accordance with the Rossendale Borough Council SFRA. Where development cannot be accommodated in areas of low flood risk and this is demonstrated to the Council, it will only be acceptable where appropriate mitigation is undertaken and demonstrated that the development is not at an unacceptable risk of flooding and will not increase flood risk elsewhere.**
8. **Expecting new developments to implement Sustainable Drainage Systems (SuDS) - such as incorporating permeable paving, swales, soakaways and conserving floodplains where appropriate, and minimise the use of impermeable surfacing in order to slow down the passage of rainwater into waterways and contribute to flood prevention.**
9. **Requiring that new developments incorporate water saving and recycling measures where possible to minimise water usage.**

All types of renewable and low carbon energy generation proposals (e.g. solar photovoltaic, hydro electric, biomass, solar thermal, ground source heat, etc) will be given positive consideration provided that they can demonstrate that:

a) **They do not have a significant visual, noise, odour or other impact on local residents and sensitive users.**
b) **They do not adversely impact key land resources, areas of ecological, geological or geomorphological value, cultural heritage or biodiversity assets.**
c) **They do not have a significant impact (either alone or cumulatively) on the character and value of the natural or urban landscape.**
d) **Their contribution to carbon emissions reduction and other community benefits outweigh other considerations. Proposals for wind energy developments will also be assessed against Policy 20.**

271. The Council is committed to climate change mitigation and adaptation as part of the Government's drive towards a low carbon economy and sustainable lifestyles (in line with PPS 1 and PPS 22). Climate change is one of the greatest challenges facing contemporary society, and it is vital that action is taken in Rossendale to reduce its impact through the implementation of sustainable forms of development which are robust to more extreme weather events, and a commitment towards lowering our carbon emissions. Renewable and low carbon energy has the potential to provide secure, green, locally generated electricity and heat which can either provide on-site power to developments or can be exported to the national grid for wider distribution. Energy efficiency measures and carbon neutral building design also have a major contribution to make towards sustainable development, and will be actively encouraged by the Council.

272. Rossendale's topography makes it suitable for a range of renewable and low carbon energy generation technologies;

the sensitive and appropriate implementation of which the Council will support in order to facilitate the transition to a low-carbon future. Reflecting the Government's stance in PPS 22 (and the draft PPS: Planning for a Low Carbon Future in a Changing Climate), small scale (on site) renewable energy and combined heat and power (CHP) projects can provide a limited but valuable contribution to meeting energy needs both locally and on a national scale when considered together. When assessing applications, the Council will therefore not look upon a small potential energy output capacity as grounds for rejecting proposals, but will expect that a careful consideration of scale, location, design and other measures has been made, along with a demonstration of any environmental, economic and social benefits. The Council will seek to conserve and enhance the borough's peatlands, which act as an important carbon sequestration resource – effectively reducing levels of atmospheric CO2.

273. Energy consumption in the Borough in 2006 was 2106 GWh with gas consumption accounting for nearly half that figure while renewables contributed just 6GWh (source: BERR). Renewable energy can come in a number of forms including small and commercial scale wind power; photovoltaics; ground-source heat pumps; combined heat and power, biomass and hydropower. Local generation of power, both within a development or a small geographic area has the advantage of increasing efficiency by reducing losses that occur through transmission.

274. Rossendale currently has the highest level of domestic CO^2 emissions of all Lancashire authorities (source: DEFRA 2006). A significant number of households, particularly those living in terraced stock in the east of the Borough, suffer from fuel poverty primarily due to poor insulation. Proposals that improve the energy efficiency of the existing building stock will be encouraged.

275. Building Regulations, the Code for Sustainable Homes, BREEAM and Building for Life assessments all promote ever increasing levels of energy efficiency in new development. The Council will wherever economically viable encourage development that exceeds current minimum standards including in upgrades of existing stock.

Renewable Electricity and Heat Generation Capacities

276. Rossendale Borough Council participated in a sub-regional study led by Pendle Borough Council examining the potential for renewable power generation in the Southern Pennines. The study considered the viability of different forms of energy generation, identified possible constraints and set out suitable areas for development. The study also identified pragmatic generation capacities for different technologies at district level, which have been inserted in the tables below.

The Council will consider developing a future LDD on renewable energy provision and energy efficiency based on the findings of this Study and other related work.

Type of Renewable Electricity Generation Technology	Pragmatic Generation Capacity (MW)	% Contribution of Technology
Commercial Wind	20.1	84.38
Small Scale Wind	0.57	2.39
Solar PV	1.84	7.72
Hydropower	0.64	2.69
Anaerobic Digestion	0.24	1.01
Other	0.43	1.81

Type of Renewable Heat Generation Technology	Pragmatic Heat Generation Capacity (MW)	% Contribution of Technology
Waste Wood	0.64	2.97
Anaerobic Digestion	0.08	0.37
Woodfuel	0.31	1.44
Solar Thermal Energy	4.50	20.90
Ground Source Heating	16.00	74.31

Strategic Objectives Met	S07, S08
Alternative Options Explored	1. Not to specify the potential output from different renewable technologies 2. To set more ambitious targets 3. Emphasise landscape and habitat protection Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Number of residential developments achieving current national standard Code for Sustainable Homes level. 2. Number of non-residential developments achieving current national standard for sustainable design of non-residential developments. 3. Number of residential developments exceeding part(s) of the current national standard for the Code for Sustainable Homes, where circumstances and viability allow. 4. Number of renewable energy schemes in Rossendale.
Targets	1. 100% of residential developments. 2. 100% of non-residential developments. 3. 10% of residential developments. 4. Annual increase.
Delivery Agency(s)	Developers, Partners, Rossendale Borough Council.
Implementation	Determination of planning applications and allocation of land through LDF. Management of developer investment.
Monitoring & Review	1. Development Management/Building Control records 2. Annual Monitoring Report(s)

Policy 20: Wind Energy

Wind energy proposals and provision, including ancillary equipment and access roads, will be given positive consideration subject to the following criteria:

- **They do not have a significant impact, alone or cumulatively, on landscape character and value, including urban areas and the wider South Pennine landscape based on the most up to date studies and assessments**
- **They do not have a significant visual, noise or "flicker" impact on local residents and sensitive users**
- **They do not adversely impact areas of ecological value or fragment the migration routes of protected bird species**
- **The integrity of areas of deep peat is not adversely affected, including by dissection for access roads, and water quality and colour is protected**
- **Impacts on the historic environment are minimised**
- **The electromagnetic impacts on aviation navigation systems and "line of sight" communications are adequately addressed**
- **Community benefits, in particular contributions to energy efficiency measures, would outweigh other considerations**

Developers will be expected to provide evidence to support their proposals including Landscape, Visual and Environmental Assessments and to demonstrate that any impacts can be satisfactorily mitigated where negative impacts cannot be removed solely through site selection.

277. Rossendale is an attractive area for wind energy developers as it has a significant wind resource. Scout Moor is the largest onshore wind farm in England. The UK Renewable Energy Strategy (July 2009) sets out how the Government aims to source 15% of energy production from renewable sources by 2020 with wind anticipated to meet two thirds of this figure. The draft National Policy Statement on Energy (EN1) (November 2009) assumes an even more ambitious target of 30%. The South Pennine Renewable Energy Study (Maslen 2010) identifies wind as the most easily captured renewable energy resource in Rossendale with a potential (landscape impact-limited) generation output of 20.67MW. This is based on an efficiency multiplier of 0.27 as turbines do not always operate at maximum potential capacity.

278. Whilst Rossendale has a remaining potential (landscape impact-limited) generation capacity of 20.67MW, the borough is currently only 4.03MW short of reaching a notional target of 30% of electricity consumed being generated from renewable sources, due primarily to an already large installed base of commercial scale wind turbines.

279. The climate change and economic benefits of wind power generation are significant but must be weighed against the wider effects on the community.

280. Wind energy developments vary in scale from small individual turbines to multi-turbine developments. This policy applies both to small individual turbines and large scale commercial wind farms. The scale of associated infrastructure such as access tracks and links to the National Grid are usually related to the size of the overall development. Developers will be expected to provide supporting evidence to support their proposal that reflects latest good practice including landscape, visual and ecological assessments. The level of evidence required will be in proportion to the scale of the proposal.

281. Larger schemes in particular provoke strong feelings particularly on the basis of impacts on views. The relationship between wind turbines, long distance vistas across open moorland and views when looking up from the urbanised valleys are all important. A comprehensive South Pennine study has been undertaken (Julie Martin Associates 2010) to create an objective method for analysing the local and cross-border landscape impacts of wind energy and will form the basis for the Council's consideration of the landscape impacts of applications. Issues to be considered include scale, affects on skylines, landscape condition, wildness and tranquillity and amenity value. It will also contribute towards assessment of the impact of proposals on historic buildings and townscapes. The document will contribute towards a future SPD on renewable energy.

282. Noise from rotating turbines and light reflecting from the blades, known as "flicker effect" can have an impact on nearby residents as well as affecting other parties such as horse riders. The latter is of particular significance in areas close to the Pennine Bridleway. Ecological impacts can include affects on migrating birds though this can usually be mitigated by good design. Construction of turbine masts in deep peat can also adversely impact water quality with the disturbed peat leaching and causing discolouration. Disturbing peat deposits also releases stored carbon, reducing the overall positive CO_2 benefits. This can occur both by construction of turbines foundations and by disturbance of blanket bog to create access roads. Good design and appropriate mitigation measures will be required.

283. Wind turbines have an impact on aircraft navigation and radiation systems. The Local Authority will expect developers of turbines over 25 metre base to tip height to consider and if necessary mitigate this.

284. The harmful impacts of wind energy generation can be reduced to differing degrees by careful siting. Further advice is included in PPS22 "Companion Guide" (2004) and in the National Policy Statements on Energy and Renewable Energy (EN1 and EN3). Developers will be expected to apply latest good practice on environmental impact assessment.

285. Negative effects of wind energy development can be compensated by ensuring that the community benefits from the development of wind farms in its area. The Council will seek to negotiate appropriate local agreements using guidance contained in the document "Delivering community benefits from wind energy development: A Toolkit" (Renewables Advisory Board July 2009). The value of community benefits should be clear and measurable to be considered as a material consideration and should where possible demonstrate public engagement and support. Given the low energy efficiency of much of the older terraced housing stock a particular focus will be on establishing a fund to increase energy performance and reduce carbon emissions.

Strategic Objectives Met	S07
Alternative Options Explored	1. Consider applications on a case by case basis 2. Prioritise energy generation over broader environmental impacts 3. Presumption against wind farm development Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Percentage of commercial wind farm applications granted planning permission contrary to policy. 2. MW of installed generating capacity 3. Number of community benefit agreements negotiated
Targets	1. No commercial wind farm applications approved contrary to Rossendale Borough Council policy and evidence. 2. Annual increase in MW generation within Rossendale. 3. Community benefits agreed for each development over 5 turbines.
Delivery Agency(s)	Rossendale Borough Council, developers, partners, National Grid, Infrastructure Planning Commission
Implementation	Management of developer investment. Determination of planning applications and allocation of land through LDF.
Monitoring & Review	1. RenewableUK (formerly BWEA) records 2. Annual Monitoring Report(s)

Policy 21: Supporting the Rural Economy and its Communities

The rural environment and economy will be protected and enhanced through the following principles:

Development will be restricted to existing rural settlement boundaries and within identified major developed sites. Outside of these areas, proposals should demonstrate the social and/or economic needs/benefits for the local rural community and strict consideration will be given to the impact of rural development on the countryside (including the natural environment) and/or Green Belt.

Support will be given to the social and economic needs of rural communities by encouraging:

- **The retention or expansion of appropriately sized businesses**
- **The re-use or replacement of suitable rural buildings for employment generating uses**
- **Proposals seeking to widen local facilities and services for everyday needs**
- **Live-work units**
- **Diversification of the agricultural economy for business purposes**
- **Sustainable tourism developments, including recreation and leisure uses appropriate to a countryside location such as horse-related activities**
- **Arts and crafts based industries**
- **Technological developments needed to facilitate employment development in rural areas and help address social exclusion**
- **The improvement of public transport links to identified urban centres, employment areas and visitor attractions**
- **Increased accessibility to and from rural communities by sustainable modes of travel**

In all cases, the Council will seek to protect the most productive and versatile agricultural land in the Borough, including agricultural practices unique to the area.

286. Although the vast majority of people in Rossendale live and work in the urban areas, large swathes of the Borough are covered by countryside and Green Belt, within which there are a number of communities providing local services.

287. The importance of providing for the social and economic needs of rural communities and supporting the rural economy are key considerations for the Council. Many aspects of the Core Strategy influence the sustainability of the rural economy, including the scale, location and type of housing (Policies 2 and 3) as well as environmental considerations (Policy 17). A careful balance is required to support proposals that assist the economic sustainability of local communities, whilst addressing any potential environmental consequences.

288. Whilst the spatial vision for Rossendale states that services, facilities and future development should take place within existing urban areas and centres, it is essential that a framework for the delivery of rural regeneration – including affordable housing, rural services, environmental management and economic activity – is provided.

289. There is a clear link between the economic stability of rural areas, and the likely success in achieving a well-managed countryside. Reflecting this, it will be particularly important to encourage environmentally sensitive schemes which capitalise on the tourism potential of the rural parts of the Borough.

Strategic Objectives Met	S01, S02, S03, S05, S07, S08
Alternative Options Explored	1. Do not have a policy and rely on other guidance 2. Actively promote the development or expansion of rural communities to become self-sufficient Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1. Number and type of applications approved outside the urban boundary in the countryside or Green Belt. 2. Need and demand for services in rural areas 3. Amount and types of farm diversification 4. Greenfield land development and barn conversions
Targets	1. At least 60% of rural population to have access to at least 5 services within 30 minutes public transport time. 2. 80% of all rural applications to be on previously-developed land.
Delivery Agency(s)	Rossendale Borough Council, Developers, Local Communities, Rural Futures, Natural England, Lancashire County Council
Implementation	Determination of planning applications and the allocation of land through the LDF.
Monitoring & Review	Annual Monitoring Report(s)

Policy 22: Planning Contributions

PLANNING OBLIGATIONS

Where developments will create additional need for improvements/ provision of services or facilities or exacerbate an existing deficiency, contributions will be sought to ensure that the appropriate enhancements/ improvements are made, and appropriate management arrangements are in place.

Contributions will be sought for (but not limited to) the following areas:

- **Sustainable Waste Management**
- **Countryside Access**
- **Built Heritage**
- **Affordable and Supported Housing, including Gypsy, Traveller and Travelling Showpeople Sites**
- **Crime and Disorder**
- **Landscape Character and Design**
- **Green Infrastructure**
- **Natural Heritage**
- **Biodiversity**
- **Youth & Community**
- **Inland Waterways**
- **Public Realm and Public Art**
- **Low and Zero Carbon Energy Generation**
- **Energy Efficiency**
- **Provision/funding for training and employment opportunities for local residents**

Where proposals involve the development of previously-developed land or buildings, the Council will only apply those contributions deemed essential/critical to help deliver the site and/or provide benefits to the immediate community.

Further guidance on planning obligations will be provided in a subsequent Supplementary Planning Document (SPD).

COMMUNITY INFRASTRUCTURE LEVY (CIL)/ TARIFF BASED APPROACH

The provision, maintenance and improvement of Rossendale's infrastructure is key to the creation of sustainable communities and delivery of development.

Under the Planning Act 2008 and the Community Infrastructure Levy Regulations 2010, infrastructure includes:

- **Roads and other sustainable transport facilities**
- **Flood defences**
- **Schools and other educational facilities**
- **Medical facilities**
- **Sporting and recreational facilities; and**
- **Open spaces**

The Council intends to apply planning obligations to the above forms of infrastructure in accordance with the Section 106 tests set out in the Community Infrastructure Levy Regulations until such a time as the Council has prepared a Charging Schedule for either CIL or a Tariff based approach.

290. This policy sets out the overarching framework in relation to the negotiation of planning obligations, agreements and the Community Infrastructure Levy (CIL).

291. In implementing this policy and determining priorities for negotiating a planning obligation or agreement, the policy tests as contained in Circular 05/2005 (to be replaced by a new s106 policy annex) and where appropriate the Community Infrastructure Levy Regulations will be applied. In doing so the Council will have regard to:

- Key strategic issues- supporting the vision, aims and objectives of the Local Strategic Partnership's Sustainable Community Strategy as articulated in the Council's Corporate Plan and the Core Strategy.
- Key local needs – as identified through community and evidence base documents such as local housing needs studies, playing pitch and sports facility studies, education plans and other evidence base documents relating to the needs of specific areas within Rossendale.

292. It is important that development costs including the cost of implementing planning agreements do not prejudice development that supports the Council's aspiration to see the regeneration and improvement of the Borough. If it is claimed that a development is unable to support the costs of a planning obligation (other than those essential to allow the development to proceed) then this could be the subject of negotiations. In such cases, the developer will have to demonstrate non viability via an "open book" approach. Normal development costs and the costs of high quality building materials and urban design considerations are universally applicable, and will not be allowed for in negotiations to reduce planning obligations.

293. Planning agreements will be drafted by the Council, and where appropriate, wil be based on model heads of terms which will be agreed with the developer, who will be responsible for the costs incurred in preparing the agreement. The developer will also be required to pay a fee for the Council's costs in administering and monitoring the agreement.

294. A Supplementary Planning Document will be prepared to amplify the policy, identify priorities and set out the criteria for calculating planning obligations as well as details on administration and monitoring fees.

295. In addition, the Council will consider implementing the Community Infrastructure Levy (CIL) to implement a standard charge for developments which put increased pressure on existing infrastructure.

296. A detailed infrastructure assessment of the Borough and an infrastructure delivery plan will be prepared and maintained throughout the course of the plan period and beyond, should the Community Infrastructure Levy be considered appropriate for Rossendale.

297. Moreover, it should be noted that planning obligations and possibly the introduction of a Community Infrastructure Levy will form part of a much wider plan/ programme to secure the provision/ improvement of infrastructure, services and facilities. Provision and funding for new and upgraded facilities etc will also be sought from various funding sources and providers

Strategic Objectives Met	S01-8
Alternative Options Explored	1. Ad hoc requests through Section 106 agreements 2. No or very limited Planning Obligations 3. Tariff based approach 4. Enhanced Section 106 agreements 5. No developer contributions Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection
Indicators	1. Percentage of planning applications approved with planning contributions 2. Number of major residential developments which do not have affordable housing provision
Targets	1. All major developments provide planning contributions 2. All other developments to contribute as appropriate
Delivery Agency(s)	Rossendale Borough Council, Developers, Partners
Implementation	Management of developer investment. Determination of planning applications and allocation of land through LDF
Monitoring & Review	1. Annual Monitoring Report(s) 2. Planning Contributions database 3. Development rates will be checked and updated every 6 months to ensure contributions are not unduly onerous

Policy 23: Promoting High Quality Design and Spaces

The Council will ensure that Rossendale's places and buildings are attractive, safe and easy to use, by ensuring that all new developments:

- **Promote the image of the Borough, through the enhancement of gateway locations and key approach corridors.**
- **Are of the highest standard of design that respects and responds to local context, distinctiveness and character**
- **Contribute positively to local identity and heritage in terms of scale, density, layout, materials and access**
- **Maintain the relationship between the urban areas and countryside, particularly at the rural-urban interface where the contrast between the natural and built environments is most prominent**
- **Have public and private spaces that are safe, attractive, easily distinguished, accessible and complement the existing built form**
- **Protect important local and longer-distance views**
- **Use locally sourced sustainable, high quality and innovative materials appropriate for the development and its surroundings including recycled materials wherever feasible**
- **Engage with their surroundings and provide adequate natural surveillance (overlooking) for neighbouring streets and spaces**
- **Promoting high quality landscaping and construction for streets and public spaces**
- **Incorporate well defined and recognisable routes, spaces, interchanges, landmarks and entrances reflecting guidance in "Manual for Streets" that provides for convenient movement ,that are well connected to public transport, community facilities and services of individual communities and neighbourhoods, without compromising security**
- **Incorporate car parking design that is integrated with the existing public realm and other pedestrian and cycle routes**
- **Create a sense of ownership by providing a clear definition between public and private spaces**
- **Are designed to make crime difficult to commit by increasing the risk of detection and provide (where necessary) for well designed security features**
- **Provide places that are designed with management and maintenance in mind, avoiding the creation of gated communities**
- **Be flexible to respond to future social, technological and economic needs**
- **Provide active ground floor frontages where located in town and district centres**
- **Contribute to a reduction in energy consumption and CO2 emissions and facilitate adaptation to climate change through efficient layouts and designs which accord with or exceed current national standards (such as Code for Sustainable Homes, BREEAM and Building Regulations)**
- **Are subject to a Building for Life assessment where the development in question is a major residential scheme**

298. High quality design that is responsive to the local context is essential if the character of Rossendale is to be both protected and enhanced. Designs based on standard templates applied on a national basis may not be appropriate, especially in sensitive locations. A high quality built environment involves consideration of the visual appearance of individual buildings but also how those buildings relate to the places in which they are located. In Rossendale the relationship of town and countryside, hill and valley, stone and other materials are particularly important. The topography of the area means that visual impact of an individual building or group of buildings can be as greater when looked down upon from higher ground or from the valley below than it is within its immediate situation. Scale, massing, materials and roofscape can all significant factors. All proposals will therefore be considered for their impact on the broader surroundings as well as on the local area.

299. The effect of constricted valley floors together with steep hillsides is that in many locations in the Borough there is a very distinct urban/rural interface with terraced streets ending at the edge of a field. The impact of new development on the integrity of the urban boundary is a factor that, where relevant, developers will be expected to demonstrate in their submissions.

Much of the character of the built environment reflects the use of local materials, particularly stone. The design of new

development should wherever use locally sourced materials. The use of stone, including recycled materials, will be encouraged. However, the use of sustainable modern materials that will be durable in the predominantly damp climate will be considered where this contributes to a high quality proposal.

300. The experience and quality of places is strongly influenced by the relationship of spaces between buildings as well as the buildings themselves. This includes both hard surfaces and appropriate soft landscaping. National guidance in "Manual for Streets" (2007) emphasises the role of streets, squares and pedestrian areas in creating attractive, safe and permeable multi-use spaces. Rossendale Borough Council will apply these principles not only in looking at the design of the development itself but how well it integrates with the surrounding street pattern and "green infrastructure" (see Policy 17). Good quality developments will be expected to use design features to limit crime, including natural surveillance and consideration of long term maintenance, especially of the public realm. Designs should accommodate the car, including in the provision of parking, but should not be dominated by the car. Residential and town centre developments should in particular consider how people can meet and children play. Direct and safe walking and cycling links to key services such as shops, schools and bus stops will be expected in design proposals.

301. New buildings and places should be capable of accommodating change during their expected lifetime. This includes adaptability to both the changing external environment and the requirements of users. Rossendale Borough Council will expect all new development to meet and where possible exceed the latest national standards for sustainable development both in design of individual buildings and layouts. Orientation, insulation, use of passive heating, renewable technologies, appropriate planting, green roofs and sustainable drainage are examples of features that should be considered (see Policy 19). Adaptability for users is also an important consideration. In an era of increasing life expectancy "Building for Life" standards will allow people to stay in their homes longer while well-designed business space should be adaptable to the requirements of future users.

Strategic Objectives Met	S01-8
Alternative Options Explored	1. Do not have a policy and rely on other guidance in the plan 2. Rely on published national guidance Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1 Number of developments performing well in Building for Life assessment 2. Number of schemes exceeding latest code for sustainable housing requirements 3. Design awards
Targets	1. 80% of appeals on design issues to support Council's position
Delivery Agency(s)	Rossendale Borough Council, Developers, Local Communities, Rural Futures, Natural England, Lancashire County Council and design bodies
Implementation	Determination of planning applications and the allocation of land through the LDF
Monitoring & Review	Annual Monitoring Report(s)

Policy 24: Planning Application Requirements

In addition to adhering to the policies of this Plan as a whole, applications will be given positive consideration subject to all the relevant requirements below being properly addressed in the supporting documentation. These requirements will include whether the development:

1. **Has adequately considered the on and off-site impacts of the proposal in terms of climate change, flood risk, wildlife, natural resource use, pollution and air quality and identified any measures necessary for mitigation and/or enhancement**
2. **Maximises environmental performance including meeting and where possible exceeding latest good practice guidance such as "Code for Sustainable Homes" and "Building for Life", management of construction waste, passive heating/cooling and provision of on and off-site renewable energy and/or heat**
3. **Makes efficient use of land, including where appropriate providing for dual use and co-location of facilities**
4. **Positively contributes to the townscape, historic environment, local distinctiveness, landscape, biodiversity and provision of "Green Infrastructure"**
5. **Is compatible with its surroundings in terms of style, siting, layout, orientation, visual impact, local context and views, scale, massing, height, density, materials and detailing**
6. **Incorporates public spaces, landscaping, usable open space and public art**
7. **Protects the amenity of the area, including residential amenity in terms of satisfactory daylight, sunlight, outlook, privacy, soft landscaping and by mitigating noise and light pollution**
8. **Contribute to public safety including through 'secured by design' initiatives**
9. **Provides direct walking, cycling and public transport access and addresses parking (all modes) and servicing issues as part of overall design quality including through Travel Planning**
10. **Demonstrates that existing drainage, waste water and sewerage infrastructure capacity is maintained and where necessary enhanced, to enable development to proceed including, where appropriate, the use of sustainable drainage systems (SuDS)**
11. **Ensures that sustainable storage and disposal of solid waste is positively addressed within the design**
12. **Ensures where appropriate, equality of access and use for all sections of the community including, for residential proposals, delivery of "Lifetime Homes" requirements**
13. **Conforms to policies within Minerals and Waste LDF documents including safeguarding of resources. In addition extraction of shallow coal should be considered before construction commences on developments affecting known deposits**
14. **Identifies and adequately addresses any issues of contamination or land instability, and incorporates a land remediation scheme (where appropriate) to the satisfaction of the relevant agency**

302. This policy sets out topics relevant to the consideration of all planning applications that developers will be expected to consider when making submissions for planning permission. It is not a fully comprehensive list of every matter. Rather it builds upon and should be read alongside the other policies of the Core Strategy in particular the Overall Development Approach set out in Policy 1 and the Design principles set out in Policy 23. It does however provides a clear indication of the principal Development Management issues that the Council expects to be relevant when considering planning applications.

303. It is recognised that not all policy requirements will be relevant to every location. For example, both the presence of shallow coal and contaminated land are site specific. The intention is to provide a mechanism to ensure that applicants have given proper consideration to all relevant factors, including giving attention to detailed local considerations. Through this process the policy aims to ensure that development is of a high quality, effectively manages resources, takes place in the right locations and is designed to ensure acceptable impacts on others and on the environment. Developers will be expected to explicitly address the policy requirements within the Design and Access Statement submitted with their application. Other relevant documentation such as Transport Assessments, Travel Plans and Environmental Impact Assessments will also be required where development exceed the current national thresholds or at lower levels where the Council considers them appropriate. Relevant specialist bodies such as the County Council and the Environment Agency will be consulted as appropriate as well as internal consultees on matters such as air and noise pollution. The overall intention is to facilitate high quality schemes that reflect

the overall policy emphasis of the plan and also address detailed on-site issues that can make a significant difference to the overall functioning of the proposal.

304. "Public spaces" and "usable open space" in Bullet 6 are related but different terms. "Public Spaces" are areas of all types which are not constrained by private ownership where people can meet. This can include streets, squares and greenspace. "Usable Open Space" includes parks, playgrounds, public playing fields and informal open space.

305. Lancashire County Council is the Mineral Planning Authority for the Rossendale area. A Minerals and Waste Core Strategy has already been approved. All applications that primarily involve minerals or waste disposal are decided by the County Council. Where a proposal being considered by Rossendale Borough Council affects known mineral reserves the County Council, and where appropriate, the Coal Authority will be consulted.

Following adoption of the Core Strategy the Council will prepare a Site Allocations and Development Management DPD. It is intended that this will include a small number of key Development Management policies that will provide further guidance for developers and officers. The Council also intends to produce Supplementary Planning Documents which will interpret and expand this policy for specific developments, including most particularly a Design SPD, a Renewable Energy and Energy Efficiency SPD and SPD's for each of main the town centres. Until these SPDs are produced, any current relevant existing Supplementary Planning Guidance notes/Documents will be used, including:

- Alterations and Extensions to Residential Properties SPD
- Open Space and Play Equipment Contributions SPD
- Re-Use of Buildings in the Countryside SPD

Strategic Objectives Met	S04,5,7
Alternative Options Explored	1. Produce a Development Management Development Plan document 2. Include a range of development management policies within Core Strategy 3. Rely on national and regional guidance Other options explored are set out in the Alternative Options document which is available alongside the Core Strategy for inspection.
Indicators	1 Number of planning permissions granted contrary to the advice of English Heritage or Rossendale Borough Council's own conservation section. 2. Amount of derelict land in the Borough. 3. Percentage of residential developments meeting "Life time Homes" Standards 4. Number of planning applications referred to Design panels.
Targets	1. No planning applications approved contrary to the advice of English Heritage or Rossendale Borough Council's own conservation section. 2. Annual decrease in the amount of derelict and vacant land in Rossendale. 3. 100% of residential development to meet standard by 2016 4. Annual increase in the number of applications referred to Design panels.
Delivery Agency(s)	Rossendale Borough Council, English Heritage, Lancashire County Council, developers, partners.
Implementation	Determination of planning applications and the allocation of land through the LDF.
Monitoring & Review	1. Annual Monitoring Report(s) 2. National Land Use Database monitoring 3. AMR

CHAPTER 6

Delivery Mechanisms and Contingencies

This chapter sets out the delivery mechanisms and contingencies for the Topic Planning Policies contained in the Core Strategy. One purpose of these policies is to deliver the Transformational Projects, which are discussed in Chapter 1 and referred to throughout the Core Strategy where appropriate. Hence the delivery mechanisms, risks and contingencies considered in this chapter for the Topic Planning Policies also address the Transformational Projects.

Delivery Mechanisms and Contingencies

Development Locations

Policy 1: Main Development Locations

Delivery Agencies: Developers, Rossendale Borough Council, Partners, Local Economic and Enterprise Partnerships (LEP).

Delivery Mechanisms: DPDs, SPDs, effective development management and Core Strategy policy implementation.

Risks (Low/Medium/High): Developer land holdings primarily outside main locations (L/M); Development opportunities in hard to service locations (L/M).

Contingencies:

1. Work with key partners to bring forward difficult to develop sites in preferred locations.
2. Proactive engagement with developers.

Triggers:

1. Action to be taken if over 40% of development outside preferred centres of Rawtenstall, Bacup and Haslingden (AMR).

Housing

Policy 2: Meeting Rossendale's Housing Requirement

Delivery Agencies: House builders, landowners, Registered Social Landlords, Rossendale Borough Council, LEP.

Delivery Mechanisms: Work with key partners to stimulate the market, DPDs, SPDs, effective development management.

Risks (Low/Medium/High): Significant problems in meeting requirements due to: market recession (H); unavailability of funding for developers and purchasers (H); availability of sites (L/M); initial high greenfield figures due to historic permissions (H).

Contingencies:

1. Bring forward the release of appropriate housing sites identified for the later phases in the plan period.

Triggers:

1. Average (2 years+) annual shortfall in housing delivery identified through teh AMR.

Policy 3: Distribution of Additional Housing

Delivery Agencies: House builders, landowners, Registered Social Landlords, Rossendale Borough Council.

Delivery Mechanisms: DPDs, SPDs, negotiations with developers and landowners to promote house building in preferred locations.

Risks (Low/Medium/High): House builders and landowners only push sites in locations attractive to market (H); higher levels of development put forward outside Rawtenstall (H); short term supply strongly influenced by location of existing permissions (M).

Contingencies:

1. Demonstrate availability of suitable sites in preferred locations.
2. Building on evidence base, allocate sites through Site Allocations DPD in 2012.
3. Manage housing supply through planning application process and annual monitoring.

Triggers:

1. Level of provision in each defined area has over 25% variation from published figure (running average).

Policy 4: Affordable and Supported Housing

Delivery Agencies: House builders, landowners, Registered Social Landlords, Rossendale Borough Council.

Delivery Mechanisms: DPDs, SPDs, negotiations with house builders, planning conditions, effective monitoring.

Risks (Low/Medium/High): Lack of value in market housing for affordable housing (M); Shortage of funding for Housing Associations (M).

Contingencies:

1. Use 2009 Viability Report and open book accounting where appropriate to assess viability.
2. Monitoring of supported housing by type.

Triggers:

1. Developer refusal to provide 30% affordable provision.
2. Annual Monitoring Report (below % target for Brownfield / Greenfield sites).

Policy 5: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople

Delivery Agencies: Rossendale Borough Council, Gypsy and Traveller community.

Delivery Mechanisms: Site Allocations DPD.

Risks (Low/Medium/High): Lack of suitable sites (M/H); local community resistance to establishment of Gypsy sites (H).

Contingencies:

1. Address site allocation issues through forthcoming DPD.
2. Monitor number of Gypsy permissions granted.

Triggers:

1. Number of applications approved / refused (AMR).

Training and Skills

Policy 6: Training and Skills

Delivery Agencies: Accrington and Rossendale College, Lancashire County Council, DfES, Learning and Skills Council, local schools, LCDL, Rossendale Borough Council, developers, Job Centre, employers.

Delivery Mechanisms: Negotiations with appropriate agencies, partnership working to secure grant funding, planning conditions and agreements.

Risks (Low/Medium/High): Unable to deliver buildings due to: lack of national funding (M/H); lack of County Council funding (H); failure to agree operational agreements (L/M). Unable to deliver training and skills through employment due to: developer resistance (M/H); lack of suitable potential employees (M); no mechanism for enabling training (M).

Contingencies:

1. Work with partners to ensure that balance of scheme (Facilities, Further/Higher Education and skills offered) will obtain funding.
2. Phase development.
3. Identify private sector support for key project elements.
4. Develop Training charter with Job Centre / local employers / college.

Triggers:

1. Approval for College not secured by November 2011 (AMR / LAA monitoring).
2. Number of planning conditions approved with lcal employment charters and implemented (50% not implemented) (AMR / Job centre records).

Policy 7: Social Infrastructure

Delivery Agencies: Developers, Lancashire County Council, grant funding agencies, interest groups.

Delivery Mechanisms: Planning application process, effective negotiations with developers and funding / delivery agencies.

Risks (Low/Medium/High): Inadequate marketing of properties (H); lack of support from Planning Inspectors at appeal (M); lack of market demand (M/H).

Contingencies:

1. Allow a minimum of six months marketing in order to pursue alternatives.
2. Work with voluntary groups.
3. Government bodies and business groups to look at alternative delivery mechanisms.

Triggers:

1. Number of community facilities lost greater than 50% of applications made (AMR).

Transport and Accessibility

Policy 8: Transport

Delivery Agencies: East Lancashire Railway, Network Rail, DfT, Lancashire County Council, Greater Manchester ITA, neighbouring authorities, bus operators, interest groups.

Delivery Mechanisms: Development of employment and housing sites in accessible locations through DPDs. Negotiations with Lancashire County Council, GMITA and other stakeholders to pursue ELR commuter link.

Risks (Low/Medium/High):

Railway for commuter use:

Study finds lack of business case (M/H); inadequate funding available (M); lack of partner support (L/M); technical implementation issues (M).

Park and Ride sites:

Unavailability of suitable sites (M); access issues to and from site (M); unsuitability for operators (M).

Bus station:

Availability of funding (M); agreement on preferred site (L/M); establishing suitable access arrangements (M).

Highway improvements including bus lanes:

Significant improvements to gyratory too expensive (M/H); bus lane proposals result in significant objections (M); bus lanes make car congestion worse (M/H).

Car parking:

Opposition to principles of parking policy (M).

Contingencies:

Railway for commuter use:

1. Work closely with whole range of partners.
2. Pursue lobbying.
3. Ensure project benefits identified in relevant technical and policy documents.
4. Identify alternative delivery mechanisms.
5. Progress monitored every six months (Steering Group).
6. Use of alternative sources of funding to LTP3.

Park and Ride sites:

1. Examine options through Working Group and LTP3 process including use of compulsory purchase.
2. Site(s) purchased and planning approval achieved (AMR).

Bus station:

1. Use of alternative sources of funding to LTP3.
2. Lower cost scheme delivered and or phasing of key elements.

Highway improvements including bus lanes:

1. Low cost alternatives including signage and signalling examined.
2. Use of alternative sources of funding to LTP3.

Car parking:

1. Liaison with partners to obtain agreement on key parking management issues.

Triggers:

Railway for commuter use:

1. Project not progressing by 2013/14.

Park and Ride sites:

1. Project not progressing by 2013/14.

Bus station:

1. Bus Station not implemented by 2013/14 (LTP3 and Core Strategy AMR's).

Highway improvements including bus lanes:

1. No improvements commenced by 2013/14 (AMR).

Car parking:

1. No adopted parking standards in place.

Policy 9: Accessibility

Delivery Agencies: Bus operators, Lancashire County Council, voluntary groups, Rossendale Borough Council, developers, Groundwork, landowners.

Delivery Mechanisms: Site Allocations DPD, planning application process.

Risks (Low/Medium/High): Bus operators withdrawing services (M/H); County Council subsidies reduced (M/H); limited ability of voluntary groups to deliver services (M); developer resistance to high quality development (M); Lancashire County Council (Highways) resistance to designs (L/M); lack of funding for long distance trails and cycleways (M); lack of broadband delivery to areas currently lacking high-speed access (L/M).

Contingencies:

1. Focus major development close to corridors with high likelihood of maintaining high frequency services.
2. Establish parameters through Lancashire version of "Manual for Streets".
3. Agreement on funding for footpaths through LTP3.

Triggers:

1. Annual review of bus services (AMR) shows no improvement in accessibility.
2. Publication of agreed version of Lancashire "Manual for Streets" document.

Employment, Retail and Tourism

Policy 10: Employment Land Provision

Delivery Agencies: Developers, existing employers, LEP, HCA, LCDL, Rossendale Borough Council, Regenerate Pennine Lancashire.

Delivery Mechanisms: DPD's, SPD's, planning applications process, management of developer investment.

Risks (Low/Medium/High): Lack of site owner interest in refurbishing existing key sites/buildings (M); pressure to develop allocated employment sites for alternative uses (M); lack of demand for town centre office sites (M/H); lack of suitable sites for new employment (L/M).

Contingencies:

1. Monitor implementation through AMR.

Triggers:

1. Amount of floorspace being delivered does not meet overall provision.
2. Number of applications for refurbishments; alternative uses and office developments by location.

Policy 11: Retail and other Town Centre Uses

Delivery Agencies: Rossendale Borough Council, developers, retailers, interest groups, Lancashire County Council, LEP, HCA.

Delivery Mechanisms: DPD's and SPD's. Town Centre Masterplans, planning application process.

Risks (Low/Medium/High): Retailers and leisure operators unwilling to invest in town centres (M); high number of vacancies in Town Centres (M).

Contingencies:

1. Work with private partners/developers to bring forward key schemes.

Triggers:

1. Amount of floorspace being delivered outside the identified Primary Shopping Areas..
2. Number of long-term vacancies in Town Centres not reducing (AMR).

Policy 12: The Valley Centre

Delivery Agencies: Owner, Rossendale Borough Council, Lancashire County Council, business interests, LCDL, developers, LEP.

Delivery Mechanisms: Management of developer investment, planning application process, consideration of Compulsory

Purchase Order, development partnership.

Risks (Low/Medium/High): Difficulties in identifying economically viable scheme (M/H); owner resistance to alternative schemes (M/H); lack of national retailer interest (M); land assembly problems (M); highway and transport difficulties (M); lack of funding for high quality physical environment (M).

Contingencies:

1. High level Development Team approach with direct negotiation with developer.
2. Establish District/County working group to address highway issues.
3. Employ property and legal specialists to identify deliverable schemes.

Triggers:

1. Working group not functioning properly (meeting at least quarterly).
2. Lack of progress on scheme delivery (Quarterly analysis).

Policy 13: Protecting Key Local Retail and other Services

Delivery Agencies: Rossendale Borough Council; private traders; property industry; voluntary groups; funding bodies.

Delivery Mechanisms: DPDs and SPDs, planning application process.

Risks (Low/Medium/High): Lack of market interest from potential occupiers (M/H); Reducing patronage of markets (M); inadequate marketing (H).

Contingencies:

1. Develop a funding/support scheme for potential occupiers.
2. Markets decline to point of non-viability.

Triggers:

1. Loss of corner shops exceeds 60% of those marketed (annual liaison with Markets Officer / AMR).

Policy 14: Tourism

Delivery Agencies: Developers, Lancashire and Blackpool Tourist Board, Rossendale Borough Council, Lancashire County Council, funding bodies, tourist industry, LCDL, landowners.

Delivery Mechanisms: SPDs and DPDs, management of developer investment, working with partners to secure funding for tourist developments.

Risks (Low/Medium/High): Lack of available funding for key projects (M); Lack of investor interest in supporting infrastructure (M); lack of visitor numbers (L/M); lack of marketing (L/M).

Contingencies:

1. Alternative funding sources pursued if initial bids fail.
2. Assessment of marketing.

Triggers:

1. Failure of initial funding bids.
2. Less than 3 applications for tourist-related facilities per year (AMR).
3. No increase in total visitor numbers over 3 years (STEAM data).
4. No increase in total number of people employed in tourism-related industries over 3 years.
5. No increase in number of adverts and positive references to Rossendale's tourism offer in press (Tourism Officer).

Policy 15: Overnight Visitor Accommodation

Delivery Agencies: Developers, Tourist Board, Rossendale Borough Council, Lancashire County Council, funding bodies, hoteliers, accommodation providers, business support agencies.

Delivery Mechanisms: SPDs and DPDs, planning application process, management of developer investment and promotion of the Borough's tourist industry as an incentive for investment.

Risks (Low/Medium/High): Lack of investor interest (M/H); lack of suitable sites (L/M); lack of visitors (L/M); lack of tailored small business support (L/M).

Contingencies:

1. Work with funding agencies to develop support packages for developers.
2. Identify suitable sites through Site Allocations DPD.

Triggers:

1. Increase in number of planning applications approved.
2. Sites identified in Site Allocations DPD by 2012/13.

The Natural and Built Environment and Low and Zero Carbon Energy

Policy 16: Preserving and Enhancing Rossendale's Built Environment

Delivery Agencies: Rossendale Borough Council, English Heritage, Developers and building owners, Civic Trust, Lancashire County Council, voluntary groups, Natural England, Groundwork.

Delivery Mechanisms: DPDs, SPDs, Masterplans, management of Conservation Areas, planning application process.

Risks (Low/Medium/High): Financial cost of repairing/enhancing structures (M/H); concentrations of buildings in poor state of repair (M); Owner resistance to maintaining key structures (M); lack of long term grants and support (especially in certain areas)(M); works undertaken without permission (M).

Contingencies:

1. Focus attention on the major concentration of issues in Bacup.
2. Identification of key issues through Conservation Area Appraisal.
3. Masterplanning in Haslingden/Rawtenstall provides complementary improvements to Conservation Area.

Triggers:

1. Conservation Area Appraisals undertaken according to timetable.

Policy 17: Rossendale's Green Infrastructure

Delivery Agencies: Rossendale Borough Council, Natural England, Environment Agency, Regenerate Pennine Lancashire, Forestry Commission (English Woodland Grant Scheme), Civic Trust, interest groups, Lancashire County Council, Groundwork, landowners, DEFRA.

Delivery Mechanisms: DPDs, SPDs, planning application process, coordination of projects with Rossendale Borough Council's 'Green Team' and other relevant organisations, integrated public rights of way planning with Lancashire County Council.

Risks (Low/Medium/High): Lack of awareness of need for Green Infrastructure provision (M); unavailability of funding for relevant maintenance/enhancement (M); lack of co-ordination between relevant parties (M).

Contingencies:

1. Green Infrastructure Working Group established covering Rossendale to improve co-ordination issues.

Triggers:

1. Group established by end of 2011.

Policy 18: Biodiversity, Geodiversity and Landscape Conservation

Delivery Agencies: Rossendale Borough Council, Natural England, Local Communities, Regenerate Pennine Lancashire, Environment Agency, Lancashire County Council NHES, Rochdale Metropolitan Borough Council, landowners.

Delivery Mechanisms: Management of development through planning application process, allocation of land through the LDF, consultation with Natural England, Lancashire County Council and other stakeholders.

Risks (Low/Medium/High): Lack of awareness of relevant designations and local sensitivities (M); unavailability of funding for relevant maintenance/enhancement (M); lack of co-ordination between relevant parties (M); unwillingness of landowners to cooperate (H).

Contingencies:

1. Agreed package of actions through Rossendale Biodiversity Action Plan (BAP).
2. Annual monitoring of additional sites of biodiversity / geodiversity / landscape value.

Triggers:

1. BAP actions agreed by 2011.
2. Monitoring of additional sites in place by 2011.

Policy 19: Climate Change and Low and Zero Carbon Sources of Energy

Delivery Agencies: Rossendale Borough Council, Renewable energy developers, interest groups, national and regional bodies, Building Control and Approved Inspectors, Lancashire County Council, EA, developers, utility companies.

Delivery Mechanisms: National Policy Statements, DPDs, SPDs, sub-regional feasibility / impact studies, discussions with developers and other stakeholders, management of developer investment.

Risks (Low/Medium/High): (M); lack of developer interest in some technologies; public opposition (M/H); Planning Inquiry decisions (M); limited ability to viably deliver renewables in some sectors (M/H)

Contingencies:

1. Concentrate on delivering specific schemes including working closely with affected parties.
2. Analysis of Planning Inquiry decisions.
3. Analyse number of refusals on energy efficiency grounds and planning obligations negotiated.

Triggers:

1. Annual monitoring of schemes coming forward by technology (AMR).
2. Decisions overturned in over 50% of cases (AMR).
3. Number of upgrades to above Building Regulation standard and value of planning obligations negotiated (AMR / s106 monitoring).

Policy 20: Wind Energy

Delivery Agencies: Rossendale Borough Council, Renewable energy developers, interest groups, national and regional bodies, Building Control and Approved Inspectors, Lancashire County Council, Environment Agency, developers, utility companies.

Delivery Mechanisms: National Policy Statements, DPDs, SPDs, sub-regional feasibility / impact studies, discussions with developers and other stakeholders, management of developer investment.

Risks (Low/Medium/High): Conflict between landscape

quality issues and wind energy proposals (H); viability issues on enhancing energy efficiency of existing housing stock (M); developer resistance to planning obligations (M); public opposition (H).

Contingencies:

1. Monitoring number of appeal decisions refused on landscape grounds and supported by Planning Inspectorate.

Triggers:

1. 75% of decisions supported by Planning Inspectorate (AMR).

Policy 21: Supporting the Rural Economy and its Communities

Delivery Agencies: Rossendale Borough Council, Development Agency, NFU, Lancashire County Council, voluntary groups, Country Landowners Association, LEP.

Delivery Mechanisms: planning application process, allocation of land through LDF.

Risks (Low/Medium/High): Inappropriate development proposals in the countryside are proposed (M); rural diversification schemes are refused without clear justification (L/M).

Contingencies:

1. Inappropriate barn conversions and other uses in the countryside are refused permission.

Triggers:

1. Number of planning consents in countryside by type (AMR).
2. Number of new rural businesses created in Rossendale (AMR and applications for development funding).

Development Management

Policy 22: Planning Contributions

Delivery Agencies: Rossendale Borough Council, Lancashire County Council, Developers, Infrastructure providers, neighbouring authorities, planning agents.

Delivery Mechanisms: DPDs and SPDs, management of developer investment, allocation of land through LDF, planning application process.

Risks (Low/Medium/High): Developer resistance to planning obligations (M/H); if Community Infrastructure Levy or a tariff-based system adopted, need to establish viability and infrastructure requirements (M/H); amount of time/resources to negotiate agreements (M); changing economic conditions undermine viability (M/H).

Contingencies:

1. Renegotiate s106 consents as appropriate.
2. Reassess contributions system.

Triggers:

1. Key infrastructure not brought forward due to lack of funding.
2. Schemes not progressing.

Policy 23: Promoting High Quality Design and Spaces

Delivery Agencies: Rossendale Borough Council, developers, planning agents, architects, householders, stakeholders.

Delivery Mechanisms: DPDs, SPDs, masterplans, determination of planning applications, pre-application discussions, Building For Life assessment procedures, Design Review Panel referrals.

Risks (Low/Medium/High): High quality design not given due attention in proposals (M/H); implementation of design features makes schemes unviable (M/H), lack of applicants coming forward for pre-application discussions (M).

Contingencies:

1. Publicity used to encourage applicants to enter pre-application discussions.
2. Promote details Building For Life assessments to developers.
3. Review policy criteria.

Triggers:

1. More than 30% of applications approved contrary to specific elements in policy (AMR).
2. More than 50% of appeals supported by Planning Inspectorate contrary to policy.

Policy 24: Planning Application Considerations

Delivery Agencies: Rossendale Borough Council, developers, planning agents, householders, stakeholders.

Delivery Mechanisms: DPDs and SPDs, determination of planning applications.

Risks (Low/Medium/High): Submitted proposals do not meet one or more policy criteria (M/H); criteria for policies not supported at appeals (L/M); implementation of criteria makes schemes unviable (M/H); lack of applicants coming forward for pre-application discussions (M).

Contingencies:

1. Publicity used to encourage applicants to enter pre-application discussions.
2. Review policy criteria.

Triggers:

1. More than 30% of applications approved contrary to specific elements in policy (AMR).

2. More than 50% of appeals supported by Planning Inspectorate contrary to policy.

Transformational and Key Projects

The Adrenaline Gateway

Desirable / Essential: Essential

Key Partners: Rossendale Borough Council, Lancashire County Council, developers, Lancashire and Blackpool Tourist Board, Groundwork, Lancashire County Developments Limited (LCDL), LEP, landowners, interest groups.

Key Delivery Policies: Area Vision Policies, Policy 1, Policy 14, Policy 15, Policy 17, Policy 21.

Committed Funding: Funding in place for Lee Quarry / Crag Quarry extension and link to Pennine Bridleway. £50,000 (LCDL) secured for feasibility study into indoor facility at Futures Park (Ice climbing wall).

Possible Funding: LCDL.

Current Status: Branding of a collection of facilities throughout Rossendale including: Lee Quarry mountain bike facility, Cragg Quarry mountain bike facility, multi-user bridleway between Lee and Cragg quarries, Facit Quarry mountain bike facility (to be developed 2011), Landgate Quarry mountain bike facility (to be developed 2011), multi-user bridleway linking Lee Quarry with Facility and Landgate quarries (to be developed 2011), indoor adrenaline sports facility at Futures Park (planned – funding currently being finalised). Ski Rossendale and the water-skiing facility at Cowm Reservoir may potentially also come under the Adrenaline Gateway brand in future.

Level of Risk: Low / Medium (Footpaths / bike trails) Medium / High (Developments)

Contingency Approach: Seek alternative funding sources, maintain concentration on promotion of footpaths / rights of way for walking, bridleways for cycling.

Bacup Town Centre Regeneration and Renaissance

Desirable / Essential: Essential

Key Partners: Rossendale Borough Council, developers, English Heritage, Regenerate Pennine Lancashire, shop owners, building owners, tenants, users.

Committed Funding: Limited at present.

Key Delivery Policies: Area Vision Policy 2, Policy 1, Policy 11, Policy 13, Policy 14, Policy 16.

Possible Funding: HCA, LEP.

Current Status: Previous research carried out, Conservation Area Appraisal being carried out.

Level of Risk: Medium / High

Contingency Approach: Focus regeneration on selected key buildings and sites, selective demolition.

Rossendale Health Campus

Desirable / Essential: Essential

Key Partners: East Lancashire Primary Care Trust.

Key Delivery Policies: Policy 7.

Committed Funding: £10 million.

Possible Funding: N/A

Current Status: Delivered – became operational in May 2010.

Level of Risk: Low

Contingency Approach: N/A

Commuter Rail Link

Desirable / Essential: Essential

Key Partners: Lancashire County Council, GMITA, Rossendale Borough Council, ELR, Network Rail, Bury and Rochdale Councils.

Key Delivery Policies: Policy 1, Policy 8, Policy 9, Policy 14, Area Vision Policy 4.

Committed Funding: £75,000 for East Lancashire / West Rochdale Area Study.

Possible Funding: GMITA Transport Fund (potentially £20 million), Lancashire County Council.

Current Status: Study being undertaken, due for publication end of 2010.

Level of Risk: Medium / High

Contingency Approach: Bus priority measures on A56 / M66, traffic management.

Haslingden Renaissance Plan

Desirable / Essential: Essential

Key Partners: Rossendale Borough Council, Groundwork, developers, neighbouring authorities.

Key Delivery Policies: Area Vision Policy 6, Policy 1, Policy 11, Policy 13, Policy 16.

Committed Funding: Rossendale Sustainable Economic Development Programme.

Potential Funding: LCDL.

Current Status: Public Realm Strategy consultation held in summer 2010. Currently seeking funding.

Level of Risk: Medium/High

Contingency Approach: Focus regeneration on selected key buildings and sites, selective demolition.

Rawtenstall Town Centre Regeneration (Including The Valley Centre)

Desirable / Essential: Essential

Key Partners: Developers, Rossendale Borough Council, Lancashire County Council, Regenerate Pennine Lancashire.

Key Delivery Policies: Area Vision Policy 4, Policy 1, Policy 11, Policy 12, Policy 13, Policy 14, Policy 16, Policy 23.

Committed Funding: £10,000 for building wrap, Rossendale Borough Council commitment to fund feasibility study / SPD (£40,000) and NWDA £50,000.

Possible Funding: Lancashire County Council, Rossendale Borough Council, private investment.

Current Status: High level steering / working group in place, s215 notice served, viability assessment being carried out, discussions ongoing with developers, masterplanning by consultants.

Level of Risk: Medium

Contingency Approach: Compulsory Purchase Order, negotiations with developer, negotiations with alternative developers.

New Hall Hey Development

Desirable / Essential: Essential

Key Partners: Developers, Rossendale Borough Council, LCDL.

Key Delivery Policies: Area Vision Policy 4, Policy 1, Policy 11.

Committed Funding: Administrator currently finalising release of the site.

Possible Funding: LCDL for office developments. Possible £2 million from ERDF, possible £3 million from LCDL.

Current Status: Discussions with administrators, ERDF and LCDL, buildings on site being completed.

Level of Risk: Low / Medium (retail), Medium / High (offices)

Contingency Approach: Completion notice served to developer, renegotiation of Planning Permissions and s106 agreements.

Bacup 14-21 Vocational Education Campus

Desirable / Essential: Essential

Key Partners: Lancashire County Council, LCDL, Accrington & Rossendale College, Learning and Skills Council, local schools.

Key Delivery Policies: Area Vision Policy 2, Policy 6, Policy 7.

Possible Funding: Lancashire County Council and LCDL £3.5 million, Learning and Skills Council, PLACE (£1 million).

Current Status: Uncertain due to changing responsibilities of the Local Education Authority.

Sustainability Appraisal

A Sustainability Appraisal (SA) has been undertaken at all stages of the preparation of the Core Strategy. For this Pre-Submission version the Sustainability Appraisal has been undertaken by Atkins, and a Report outlining their findings accompanies the Core Strategy. SA is a legal requirement for Development Plan Documents, as set out in the 2004 Planning and Compulsory Purchase Act. The requirement to undertake SA also includes the mandatory Strategic Environmental Assessment (SEA) as required under European legislation.

In the UK SEA and SA are combined into a unified process to ensure economic, social and environmental impacts of the proposed policies are assessed. Hence all references to SA will include the SEA too. SA is intended to be an iterative process to improve policies.

The UK advocates a 5 stage approach to SA. This has been carried out on the Core Strategy and includes the following stages:

Stage A – Assembly of the evidence base to inform the appraisal, and establish the framework for undertaking the appraisal (in the form of sustainability objectives).

Stage B – Appraisal of the plan objectives, options and preferred options / policies against the framework taking into account the evidence base, and propose mitigation measure for alleviating the plan's adverse effects as well as indicators for monitoring the plan's sustainability.

Stage C – Preparation of a sustainability appraisal report documenting the appraisal process and findings.

Stage D – Consultation of stakeholders on the plan and sustainability appraisal report.

Stage E – Monitoring the implementation of the plan (including its sustainability effects).

Habitats Regulations Assessment

Under the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations) the first stage of the Habitat Regulations Assessment process (Stage 1 - Screening) has been undertaken on the Core Strategy in order to see whether its proposals could result in likely significant effects upon international sites. International sites are those that have been designated for their international nature conservation interests and include:

- Special Areas of Conservation (SAC) designated under European Council Directive 92/43/EEC(a) on the Conservation of Natural Habitats and of Wild Fauna and Flora (the Habitats Directive);
- Special Protection Areas (SPA) designated under the European Council Directive 79/409/EEC on the Conservation of Wild Birds (the Birds Directive); and,

- The UK Government in the Circular accompanying Planning Policy Statement 9 Biodiversity and Geological Conservation has as a matter of policy chosen to apply the Habitats Regulations Assessment procedures in respect of Wetlands of International Importance (Ramsar sites), candidate SACs (cSACs) and potential SPAs (pSPAs) even though these are not European sites as a matter of law.

There are no international sites within Rossendale. However there are five international sites within 25 km of the Core Strategy boundary including: Rochdale Canal SAC, South Pennine Moors SAC, Peak District Moors (South Pennine Moors Phase 1) SPA, South Pennine Moors SPA and Bowland Fells SPA.

The HRA of the Core Strategy has found that there are no likely significant effects on these five international sites. A copy of this assessment is available on request from Rossendale Borough Council.

HRA Process Going Forward Lower Tier Plans

In addition to the Core Strategy, all of Rossendale Borough Council's Local Development Documents (LDDs) will be subject to the HRA process. This will include the following plans:

- Site Allocations Development Plan Document (DPD);
- Adopted Proposals Map DPD; and,

The need to carry out the HRA process on Supplementary Planning Documents (SPD) will be reviewed and agreed with Natural England when they are produced.

Should the HRA process on lower tier plans (such as the Site Allocations DPD) determine that there are proposals that might lead to likely significant effects on international sites, the Council will work with Natural England to agree suitable mitigation measures. However, should it not be possible to adequately mitigate the effects the proposal will not be included in the Plan. Where there are reasons of overriding public interest and the HRA is unable to conclude that there are no significant effects on the international site(s), the Secretary of State will be notified to allow them to call in the Plan for determination. In these situations compensatory measures to protect the international site(s) must be put in place.

Development Control

Any development proposals that arise from the policies within the Core Strategy that may have a likely significant effect on an international site will be subject to further consideration and assessment through the HRA process. Developers will be required to provide the Competent Authority (in this case Rossendale Borough Council) with a thorough ecological assessment of the likely effects of the proposed development on the relevant international site (or sites) so as to allow the Competent Authority the ability to carry out the relevant stage(s) of the HRA process.

Any development that, through the relevant stages of the HRA process, cannot demonstrate to the Competent Authority and Natural England that it would not have a significant effect on an international site (or that the effects can be adequately mitigated) will be refused. This is in accordance with the precautionary principle enshrined within the Habitats Regulations.

Where there are reasons of overriding public interest and the Competent Authority is unable to conclude no significant effects on the international site(s), the authority will notify the Secretary of State and allow them to call in the application for determination. In these situations compensatory measures to protect the international site(s) must be put in place.

APPENDIX ONE: Parking Standards

General guidance

The following Parking Standards apply to all new development and changes of use. The standards are maxima with the exception of cycles, mobility impaired and motorcycles which are minimum standards and are based on net floor area.

Applicants will be expected to submit the attached Accessibility Questionnaire for all developments that require a full Transport Assessment. These thresholds are set out in the DfT document "Guidance on Transport Assessment" (2007). The Council will consider reductions in parking levels on sites which demonstrate good accessibility by other modes.

Parking levels for all development should be considered as part of a broader appraisal of accessibility to the site by all modes with the aim of increasing use by walking, cycling and public transport and reducing car use as promoted in PPG13 "Transport". Both the Design and Access Statement and any Transport Assessment should consider wider access into the site; how walking and cycling links can be enhanced by good design and layout; existing on and off-street parking provision and usage in the vicinity of the development and where appropriate parking management measures.

Travel Plans will be required at thresholds set out in DfT "Guidance on Transport Assessment" and will be expected to reflect latest good practice in developing an evidence base, setting targets and monitoring.

Detailed Issues

Cycling and motorcycles - provision for long stay parking (covered, secure) should be made at locations where users are likely to remain for more than 3 hours, such as employment sites with more than 30 staff. Other cycle and motorcycle parking should be secure (e.g. Sheffield stands), clearly signed and close to the main entrance to the building.

Cycle Parking should be based on 1 space per 10 car spaces

Motorcycle provision should be based on 1 space per 25 car spaces

A minimum of 1 space should be provided for developments with less than 10 spaces

Mobility impaired - Provision should be made on the basis of 1 per 10 car spaces unless the developer can prove the need for less. Where this is the case the lowest level of provision acceptable would be the relevant figure from latest DfT guidance. A minimum of 1 mobility impaired space should be provided for smaller developments

"Parent and child" spaces should form a proportion of the overall mobility impaired standard at retail and leisure uses.

Covered, safe parking provision for mobility scooters should be made in new residential development where there is likely to be a high proportion of older or mobility impaired users.

Residential- Garages will not be counted towards parking provision figures unless suitable evidence is provided. A creative approach should be taken to residential parking design building in principles from "Manual for Streets" (2007) to ensure that layouts are not car dominated.

Provision should be made in family housing for secure provision for at least 2 cycles.

Mixed use - provision should be based on the proportion of the different uses. The only exception to this would be where there are significantly different patterns of occupation by users; e.g. a school by day and leisure use in the evening in which case the standard for the use with the highest demand should be used.

Large open areas (e.g. Bulky goods warehouses) - parking levels should be reduced by 50% for large open areas.

Town centre uses - new parking provision proposals should be assessed against the overall supply and management of private and public on and off-street parking. Suitable management arrangements should be utilised, e.g. to manage short stay parking stay periods in line with the broader town centre parking strategy.

Uses not specified - these will be considered on a case by case basis. Developers will be expected to provide a clear rationale for the number of spaces provided.

Design - the design of parking should be of a high quality, incorporating clear pedestrian routes and good signage. Larger car parks should incorporate design features to break up large areas of open space. Drainage should be sustainable wherever possible and incorporate oil traps to prevent damage to surface water systems.

Coaches and Taxis - Pick up points for taxis should be provided at retail developments of over 2 500m^2 and major leisure developments. Coach parking/drop off points should be provided as appropriate, e.g. at leisure destinations.

Operational parking - requirements for operational parking and servicing should be set out separately in the Transport Assessment

Land Use	Standard	Accessibility reduction
A1 Retail		
Food	1:14m^2	1:15-1:22m^2
Non Food	1:20m^2	1:21-1:31m^2
A2 Financial/ Professional	1:30m^2	1:31-1:48m^2
A3 Restaurants	1:5m^2	1:5-1:7.5m^2
A4 Drinking Premises	1:5m	1:5-1:7.5m^2
A5 Hot Food Takeaways	1:8m^2	1:8.5-1:12m^2
B1 Offices/Light Industry		
Offices	1:30m^2	1:31-1:48m^2
Call Centres	1:30m^2	1:31-1:48m^2
Research and development	1:30m^2	1:31-1:48m^2
Light Industry	1:30m^2	1:31-1:48m^2
Business Parks	1:35m^2	1:37-1:54m^2
B2 General Industrial	1:45m^2	1:47-1:69m^2
B8 Storage and Distribution	1:100m^2	1:105-1:154m^2
C1 Hotels & Boarding Houses	1 per bedroom including staff	n/a
C2 Residential Institutions		
Nursing Homes	1 per 5 bedrooms	n/a
Residential training centres	1 per bedroom	n/a
Hospitals	1 per bed plus 4 per consulting room	via Travel Plan
C3 Residential		
Sheltered	1 per 3 bedrooms	n/a
1 bedroom	1 space	via Travel Plan
2-3 bedrooms	2 spaces	via Travel Plan
4 + bedrooms	3 spaces	via Travel Plan
D1 Non residential institutions		
Medical and Health centres	1 per 2 staff plus 4 per consulting room	via Travel Plan
Crèches/Nursery/Day Centres	1 per member of staff plus drop-off zone	via Travel Plan

Land Use	Standard	Accessibility reduction
Higher and Further Education	1 per 2 staff plus 1 per 10 students	via Travel Plan
Primary and Secondary Schools	2 per classroom	via Travel Plan
Sixth Forms	1 per 2 staff plus 1 per 10 students	via Travel Plan
Training and Conference Centres	1:35m^2	1:37-1:54m^2
Art Galleries, Museums, Libraries	1:30m^2	1:31-1:48m^2
Public Halls/Places of Worship	1:10m^2	1:10.5-1:15m^2
D2 Assembly and Leisure		
Cinemas and Concert Halls	1 per 5 seats	1:5-1:8 seats
Other leisure buildings	1:22m^2	1:23-1:33m^2
Playing pitches	12 per ha pitch area	via Travel Plan
Stadia	1 per 15 seats or based on Transport Assessment	via Travel Plan
Miscellaneous		
Cash and Carry	1:40m^2	1:42-1:54m^2
Car Sales	1:50m^2 internal area	n/a
Vehicle repairs	1:50m^2	n/a
Taxi Booking Offices	1 per 1.5 cars within 100 metres of office	n/a
Filling Stations	1 space plus any relevant retail element with each pump counting as a parking space	n/a

Accessibility Questionnaire

Site Description:

Application Reference:

Access Type	Criteria	Criteria Score	Sub-score
Walking	Distance to nearest bus stop from main entrance to building (via direct, safe route)	<200m	5
		<300m	3
		<500m	1
		>500m	0
	Distance to nearest railway station from main entrance to building (only relevant if commuter rail link opens)	<400m	3
		<1km	2
		>1km	0
Cycling	Proximity to defined cycle routes	<100m	3
		<500m	2
		<1km	1
Public Transport	Bus frequency of principal service from nearest bus stop during operational hours of the development	**Urban/ Suburban**	
		15 minutes or less	5
		30 minutes or less	3
		>30 minutes	1
		Villages and Rural	
		Hourly or less	5
		2 Hourly or less	2
		1 or more per day	1
	Number of bus services serving different localities stopping within 200 metres of main entrance	4 or more localities served	5
		3	3
		2	2
		1	1

Access Type	Criteria	Criteria Score	Sub-score
	Train frequency from nearest station (Mon-Sat daytime) (if within 15 minutes drive)	30 minutes or less	3
		30-59 minutes	2
		Hourly or less frequent	1
	Drive to nearest station	10 minutes or less	2
		15 minutes or less	1
Other	Travel reduction Opportunities	Facilities on site or within 100 metres that reduce the need to travel:	
		* food shop/ café	1
		* newsagent	1
		* crèche	1
		* other	1

Total Aggregate Score

High = 24-30

Medium: 16-23

Glossary

Term/Acronym	Explanation
4NW	The former regional planning body for the north west.
AAP	Action Area Plan
Affordable Housing	Includes social rented housing and intermediate Affordable Housing (e.g. shared ownership) provided to households at a cost low enough for them to afford. Households eligible for Affordable Housing are those who cannot afford open market housing.
AGMA	Association of Greater Manchester Authorities
AHEVA	Affordable Housing Economic Viability Assessment
AMR	Annual Monitoring Report
AQMA / AQMP	Air Quality Management Area / Air Quality Management Plan
AVP	Area Vision Policy
BERR	Department for Business, Enterprise and Regulatory Reform
BHS	Biological Heritage Site
BREEAM	The Building Research Establishment and Environmental Assessment Method
Brownfield Land and Sites	See "Previously Developed Land"
BSF	Building Schools for the Future Program
BWEA	British Wind Energy Association
CIL	Community Infrastructure Levy
CO_2	Carbon Dioxide - one of the major greenhouse gases responsible for climate change
Comparison Goods	Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.
Convenience Goods	Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/ magazines and confectionary.
Core Strategy	The Core Strategy will set out the key elements of the planning framework for Rossendale comprising a Spatial Vision and Strategic Objectives, a spatial strategy, core policies as well as a monitoring and implementation framework.
CROWS	Countryside Rights of Way
Deprivation	The condition of being deprived of what one once had or ought to have.
District Centre	District centres will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.
DPD	Development Plan Document
Dwelling	A self-contained building or part of a building used as a residential accommodation, and usually housing a single household. A dwelling may be a house, bungalow, flat, maisonette or converted farm building.
Economically inactive	Those people who are not in work, but who do not satisfy all the criteria for unemployment, that is, wanting a job, seeking in the last four weeks and available to start in the next two.
ELR	Employment Land Review
Employment Land	Land for the development of light industry and business premises (use class B1), general industry (use class B2) and warehouses (use class B8).
Evidence Base	The information and data that have informed the development of policies.
Flicker (Shadow)	Shadows from wind turbine blades which vary in length according to the suns altitude and position, and can cause flickering at nearby properties
Formal Provision	Open space provided for organised sporting activities, such as pitches, courts and bowling greens.

Front-loading consultation	Detailed consultation undertaken at the policy development stage so as to reduce the need for time and resource consuming consultation at the detailed planning stage (i.e. to establish the principle of certain types of development in specific areas so as to set down with greater certainty what would or would not be appropriate there).
GONW	Government Office North West
Green Belt	Area of land, largely rural or semi-rural in character, adjacent to the urban area and protected from development by permanent and severe restrictions on building. The term 'Green Belt' refers to areas specifically designated for protection in development plans, in accordance with Government guidance and is not equivalent to the more general term 'greenfield'.
Greenfield Land or Site	Land (or a defined site) that is not currently and has not previously been developed.
Green Infrastructure	'Green Infrastructure' is a network of multi-functional greenspace. It is set within, and contributes to a high quality natural and built environment.
Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin.
HCA	Homes & Communities Agency
Hectare (ha)	Metric unit of area equal to 10000 square metres or 2.47 acres.
HMO	Houses in Multiple Occupation
HMR	Housing Market Renewal
Housing Associations	Common term for the independent, not-for-profit organisations registered with and regulated by the Housing Corporation. Housing Associations are able to bid for funding from the Housing Corporation. *See also:* Registered Social Landlords.
ILO	International Labour Organisation - is a specialised agency of the United Nations that deals with labour issues.
IMD	Indices of Multiple Deprivation - taking into account a number of factors, including health, economic, social and housing issues and combines them into a single indicator.
Industrial Development	Refers to general industry (use class B2) and warehouses (use class B8).
IRS	Integrated Regional Strategy
LAA	Local Area Agreement - a three year agreement between central government and the local area committing local organisations to improve targets
LAP	Local Area of Play
LCDL	Lancashire County Developments Ltd
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
Lifetime Homes	A standard that has been developed to help house builders produce flexible, adaptable and accessible homes that can respond to changes in individual circumstances. E.g. caring for young children, temporary injuries, declining mobility with age.
LNR	Local Nature Reserve
Local Plan Saved Policies	Current policies that are up-to-date and relevant and so can be continued into the new system
LSP	Local Strategic Partnership
LTP	Local Transport Plan
MAA	Multi Area Agreement
NHS	National Health Service

NI	National Indicators
NLP	Nathaniel Lichfield and Partners
Node	Connection point, or a redistribution or an end point
NVQ	National Vocational Qualification
ODPM	Office of the Deputy Prime Minister
Office Development	Refers to office and business development (use class B1)
ONS	Office of National Statistics
PCT	Primary Care Trust
PDL	Previously Developed Land
Plan Period	The time period over which a specific document will remain valid.
Planning Obligation	A private agreement, usually negotiated in the context of a planning application, between a local authority and persons with an interest in the land (e.g. owner, developer).
PPG	Planning Policy Guidance note
PPS	Planning Policy Statement
Previously Developed Land	Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition includes defence buildings, but excludes: Land that is or has been occupied by agricultural or forestry buildings. Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures. Land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed. Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).
PSA	Primary Shopping Area
Ramsar Sites	Protected Wetlands
Registered Social Landlords (RSL)	Technical name for a body registered with the Housing Corporation. Most Housing Associations are RSLs. They own or manage both social rented and intermediate Affordable Housing. *See also:* Housing Associations.
RES	Regional Economic Strategy
RIGGS	Regionally Important Geological & Geomorphological Sites
ROWIP	Rights of Way Improvement Plan
RSS	Regional Spatial Strategy for the North West
SA	Sustainability Appraisal
SAC's	Special Areas of Conservation
Saved Policies	Former local plan policies that are up-to-date and relevant and so can be continued into the new system.
SBI	Sites of Biological Importance
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment

SO	Strategic Objectives
SOA	Super Output Area - a geographical area desigend for the colelction and publication of small area statistics.
Social Rented Housing	Rented housing owned and managed by local authorities and registered social landlords.
SPA's	Special Protection Areas
Spatial	Of, relating to, involving, or having the nature of space.
Spatial Options	The realistic options available for future development.
Spatial Planning	Spatial planning goes beyond traditional land use planning to bring together and combine land use planning with other policies that can influence the nature of places and how they work.
Spatial Portrait	A description of the character and state of the borough.
Spatial Vision	Aspirations for the future development of the borough.
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
SSSI	Sites of Special Scientific Importance
Stakeholders	Any group or individual with an interest in any part or parts of the LDF and its various LDDs.
Sustainability Appraisal	Sustainability appraisal is a tool used to assess the impact of plan policies from an environmental, economic and social perspective. It is intended to provide a systematic process through which the performance of a plan can be tested against the objectives of sustainable development, while the plan is still being produced.
Sustainable Development	Development which meets the needs of the present generation without harming the ability of future generations to meet their needs; to do this, such development limits damage to the environment, and keeps the consumption of natural resources to levels manageable in the long term.
THI	Townscape Heritage Initiative
Travelling Showpeople	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such).
Trigger	Point at which action should be taken
UID	Unsatisfactory Intermittent Discharge - an overflow on the sewer network that requres improvement to meet environmental standards for the water body into which it discharges or affects.
Under-occupied dwellings	Households with more than one spare bedroom.
UPS	Urban Potential Study
Use Class	Similar categories of land are grouped into 'Use Classes'. There are sixteen use classes as determined by the Town and Country Planning (Use Classes) Order 1987 (as amended by ODPM Circular 03/2005).
Windfall Site	A site not specifically identified for development in a plan, but which becomes available for development or is granted planning permission during the lifetime of the plan.
WFD	Water Framework Directive

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If you would like a summary of this information in large print, on audio cassette or language other than English, please let us know and we will be happy to arrange it.

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আপনি যদি এসব তথ্যের সার সংক্ষেপ বড় হরফের ছাপায়, অডিও ক্যাসেটে অথবা ইংরেজী ছাড়া অন্য কোন ভাষায় পেতে চান তাহলে অনুগ্রহ করে আমাদেরকে জানালে আমরা অবশ্যই খুশী মনে তার ব্যবস্থা করব।

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Other formats available on request.
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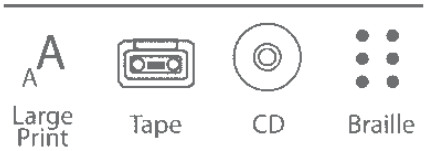

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