

ROSSENDALE DRAFT LOCAL PLAN
Pre-Submission Publication Version
Regulation 19 Consultation
APPENDIX 4



November 2018

Rossendale
BOROUGH COUNCIL

This appendix includes information we have received from individuals to support their comments on the Rossendale Draft Local Plan. This information includes photographs, maps and statements and it is organised numerically by the individual reference number for each person. Confidential information including personal addresses, signatures, contact details etc. have been removed.

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Rossendale Draft Local Plan Proposals **(Regulation 19 Consultation) - Proposed** **Housing Plans For Rossendale – Letter Of** **Objection – 25/09/2018**

I AM A Resident of Crawshawbooth and would like to object to the RBC Proposed Housing Scheme, currently under Review.

- Since 2009 RBC have made frequent declarations that there will be no developments West of A682 Burnley Road in this area (H13 / H17). This Statement is within RBC's 'Core Strategy' and supported in 2015 and 2017 by Planning Inspectors.
- No Locals have been consulted about the proposed scheme, until the recent meeting at 'The Top Club', Loveclough. As RBC have continually failed in their duty to keep the Community informed and we are literally weeks away from 'decision day' and as some of these buildings are to be built within the specific area in which I live, I feel justified to object about the specific areas around which I reside (H4,H5,H7,H13,H17) :
- Sites designated are within RBC's stated "Countryside" area and lie outside of RBC's 'Urban Boundary'
- H13 is located directly between the two 'Conservation Areas' of 'Loveclough Fold' and 'Goodshaw Fold' - *I am also concerned that this area between those two villages will be targeted in the future.*
- There is no guarantee that "the scale and nature of the development would be in keeping with the character of the Settlement" as those guarantees have been broken in the past.

- 179 houses crammed into the tiny areas of H4, H5, H13 and H17 will change these areas forever, reduce the already scarce amenities, seriously affect the appearance and rural setting of our historic 'Swinhaw Hall' and all squeezed in between two "Conservation" areas.
- Increase of Traffic on A682
- *There are no Infrastructure plans (within the proposal) – no plans to create or improve the area, prior to building in relation to :*
- No provision for a Doctors Surgery
- No provision for a Dentist Surgery
- No provision for any kind of Shops
- No detail improvements regarding Water capacity
- No detail improvements regarding Waste Water capacity
- School capacity is already at 100%
- Road capacity is already at a seriously dense level
- The area H13 is already open to flooding within the very area where another 93 Houses are proposed to be built
- 183 new houses in the Loveclough / Crawshawbooth area will equate to say 250+ vehicles and between 200 and 300 children.
- Our roads are smaller, country roads and – as officially stipulated in the recent meeting at 'The Top Club' in Loveclough CANNOT be widened – *a daily traffic snarl up, waiting to happen.*
- Our Primary School is at CAPACITY NOW with it's maximum +/-300 pupils and is a VILLAGE SCHOOL.
- I and other Residents who live here, do not want a larger, sprawling School which is situated on the one and only road through this VILLAGE area – *the congestion in front of the School is already of a dangerous nature.*

Crawshawbooth and Loveclough are small VILLAGES....Loveclough is just a collection of countryside houses, in a RBC ,DESIGNATED "Countryside" area and no longer even has a Public House.

It is stated by Locals that few current Residents of the area, will be in a position to purchase any of these new abodes, which leaves the obvious conclusion that non-Rossendalians will continue to proliferate in the area – we will soon become the ‘Manchester overspill’ area, which some believe Rossendale already is – a little like Milton Keynes has become an overspill area for London. There ends the attraction of living in a Village.

I am concerned that Rossendale will become a completely different area – more congested, with little to zero road improvement, with (in my own area) a compacted Primary School and similarly over-subscribed Secondary School (Just over 1 mile away, towards Rawtenstall). All of these points of objection, are subjects which are beneficial to the local community – there are few benefits TO the community of welcoming another 300-400 individuals and similar amount of vehicles, to our already congested area.

In addition just this week, we have had the news that Rossendale has the 3rd most congested road system, outside of any City in England NOW.



Within this RFP report, our own Conservative MP Jake Berry states “Our Transport System in East Lancashire.....has been underfunded for decades

which is why our levels of congestion are so bad". This would appear to be one of those "known" facts, ignored by Government, in place of more salubrious projects.

I would hope that RBC will take on board the comments provided by myself and others within Rossendale, when coming to a final conclusion on this matter : the destruction of what is a natural area of beauty and which includes conservation areas, is a seriously damaged future for Rossendale to accept.

Regards

Mr Chris Henry

**ROSSENDALE DRAFT LOCAL PLAN Regulation 19 Consultation August 2018.
Rossendale Civic Trust Comments 4 October 2018.**

1. Overview – Local Plan’s local history:

A. 4 years Delayed Progress to 2017’s Regulation 18 Consultation : Rossendale Civic Trust, after seeing Rossendale Borough Council deliver a Core Strategy well before others such as Bury and Blackburn, then saw progress slowed by reduced staffing and politically driven policy changes, and **note these 2011 Planning Inspector’s expectations:-**

Report to Rossendale Borough Council by Roland Punshon BSc Hons, MRTPI an Inspector appointed by the Secretary of State for Communities and Local Government 10 October 2011...concludes that the Rossendale Borough Council Core Strategy Development Plan Document provides an appropriate basis for the planning of the borough over the next 15 years. The Council has sufficient evidence to support the strategy and can show that it has a reasonable chance of being delivered.....

*24. PPS12 requires that the CS should provide a policy basis for at least 15 years from the date of adoption. **The Council expects adoption to take place in 2011 and, in line with the guidance, the plan period ends in 2026. I have taken into account concerns that, by the time the Council’s Site Allocations DPD is prepared and adopted, only about 13 years of the plan period would remain.....***

*25. **The fact that the Site Allocations DPD may not be in place until 2013 should not prevent the Council from giving pragmatic consideration to development proposals before that time.....***

B. RCT, after RBC’s 15 September reply to Freedom of Information Request – FOI/3684 on LOCAL PLAN POLICY 2 – DENSITIES DELIVERED 2011-2015, came to conclusion. Rossendale could soon be “built out” with low density developments surely not in accordance with the Local Plan’s Core Strategy, nor a way to deal with our national need to build for an increasing and not that rich population; and a need to take note of Census occupancy figures.

C. RCT then saw 24th February 2016 the formal Notice of Withdrawal of draft Local Plan Part 2 “Lives and Landscapes” and:-

3 Mar 2016 - We have started a campaign “Keep Rossendale Valley Green” and our Council Leader Alyson Barnes has written a letter to David Cameron ...

The Tory Government want to build over 5,000 new houses in Rossendale.

We know that there is a national housing shorting and we want to play our part but the number of new houses is just too much for Rossendale to cope with. Rossendale is set in steep valleys which leave little room for building. Large areas of green belt land will need to be built on to accommodate 5,000 houses.

We have started a campaign “Keep Rossendale Valley Green” and our Council Leader Alyson Barnes has written a letter to David Cameron asking him to reverse his government’s decision to force the Council to build houses that will damage our Valley forever.

We want as many people as possible to join the campaign and so we are asking you to add your name to Alyson’s letter asking David Cameron to reconsider. You can sign the letter and read more about the campaign at:

<http://www.keerossendalevalleygreen.co.uk/>

D. RCT now see, from Jake Berry MP Rossendale and Darwen 14 September 2017:-

One of my priorities at the last election was to defend our local countryside from over development so I’m really pleased to confirm that our local housing figures, which have caused such controversy are set to be dramatically slashed.

There was outrage last year when plans were published to build up to five thousand new houses across the Rossendale Valley, when the Council controversially selected playing fields, countryside and football pitches for development.

1 of 53. 04/10/2018. RCT’s second and final draft response, to amend 2017’s for 2018.

Under the Government's new plans announced today, currently being consulted upon, Rossendale will see its housing figures cut by over half from the plans previously proposed by Labour. The numbers for Blackburn with Darwen Borough council have also been reduced.

I'm delighted that after raising this issue at the highest levels that I've been able to get the housing figures reduced to protect more of our local green spaces. Rather than playing political games, I've got on with the job, working on a cross-party basis and I'm so pleased that we have succeeded. This is a victory for everyone here in Rossendale & Darwen.

Given the reduction we have managed to secure - I'm calling on the Councils to now suspend any proposal to remove land from our green belt and prioritise new developments on brownfield and former industrial sites.

The Government's new figures apply from April 2018 and are subject to consultation but they confirm that the number of new homes required for Rossendale over the next 10 years has been reduced to just 2,120 and the numbers for Blackburn with Darwen have been cut to just 1,530.

RCT note how practicalities must not stand in way of politics.

2. RCT's comments now follow in turn after each Local Plan Policy's Blue y Red texts:-

Strategic Policy SS: Spatial Strategy

The Council will focus growth and investment in Key Service Centres, on major sites and on well located brownfield sites whilst protecting the landscape and current built character and rural areas.

Greenfield development will be required within and on the fringes of the urban boundary to meet housing and employment needs. The Council will require that the design of such development relates well in design and layout to existing buildings, green infrastructure and services

To promote vibrant local communities and support services, an appropriate scale of growth and investment will be encouraged in identified Local Service Centres, providing it is in keeping with their local character and setting.

The Council will work with partners and developers to protect and enhance the Ecological Corridor Network and the Borough's built heritage.

Growth and investment will be concentrated in:

a) The Key Service Centres of:

i. Rawtenstall

ii. Bacup

iii. Haslingden

iv. Whitworth

b) Major Sites allocated at:

i. Edenfield

ii. Futures Park

iii. New Hall Hey

iv. Carrs Industrial Estate

c) A level of growth and investment appropriate to the settlement size will be encouraged at the following Urban Local Service Centres to help meet housing, employment and service needs:

i. Waterfoot

ii. Broadley/Tonacliffe

iii. Stacksteads

iv. Crawshawbooth

v. Helmshore

vi. Facit

vii. Stubbins

viii. Britannia

d) Limited growth and investment will be encouraged at the following Rural Local Service Centres to help meet local housing and employment needs and to support the provision of services to the wider area:

i. Loveclough/Goodshaw

ii. Water

iii. Weir

iv. Whitewell Bottom

e) In other places – such as smaller villages and substantially built up frontages development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.

i. Acre

ii. Chatterton

iii. Cowpe

iv. Ewood Bridge

v. Irwell Vale

vi. Turn

vii. Sharneyford

Rossendale Civic Trust support this Strategic Strategy, but notes exclusion of Newchurch, Cloughfold and Balladen, are they to have no change in the Local Plan?

Strategic Policy SD1: Presumption in Favour of Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (the Framework). The Council will always work proactively with applicants to jointly find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

b) specific policies in the Framework indicate that development should be restricted.

RCT supports SD1 subject to amendment to definitions of sustainable development in 2011 Core Strategy and NPPF 2012, and prefers these: *Resolution 42/187 of the United Nations General Assembly defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The UK Sustainable Development Strategy Securing the Future set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just*
3 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

society; achieving a sustainable economy; promoting good governance; and using sound science responsibly. Not just a lot of low density “aspirational” housing”. Nor now demolished free grant money projects such as Blackburn’s Waves Leisure Pool that followed the 1981 riots.

Strategic Policy SD2: Urban Boundary and Green Belt

All new development in the Borough will take place within the Urban Boundaries, defined on the Policies Map, except where development specifically needs to be located within a countryside location and the development enhances the rural character of the area.

Land has been removed from Green Belt in the following locations on the basis that exceptional circumstances exist:

- H69 Cowm Water Treatment Works, Whitworth**
- H70 Irwell Vale Mill**
- H71 Land east of Market Street**
- H72 Land west of Market Street, Edenfield**
- H73 Edenwood Mill, Edenfield**
- NE1 Extension to Mayfield Chicks, Ewood Bridge**
- NE2 Land north of Hud Hey, Haslingden**
- NE4 Extension of New Hall Hey, Rawtenstall**

The Council will expect that the design of development on the above sites minimises the impact on “openness” to the satisfaction of the Local Planning Authority. Development will also be expected to contribute to compensatory improvements to land elsewhere in the Green Belt, enhancing both its quality and public access.

RCT support SD2 and note *Examples would include farm diversification or certain types of tourism uses. But does this mean farms becoming almost inset villages in the Green Belt as proposed 2016/0424 Pleasant View Farm housing in Holcombe – located just outside the Green Belt to the west of Holcombe Road. RCT also note Rossendale’s “protected areas” within the unparished areas (c) Containing the settlements of Haslingden, Rawtenstall and Bacup - 2009 No. 2098 HOUSING, ENGLAND The Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009. It’s intended to stop affordable rural social housing being lost.*

Policy SD3: Planning Obligations

Where developments will create demands for additional services, facilities and infrastructure or exacerbate an existing deficiency the Council may seek a contribution or legal agreement to address this issue where it cannot be suitably addressed through the use of planning conditions or other mechanisms. Where sought such contributions will reflect the most up to date national guidance and may include, but not exclusively, the following issues:

- Affordable Housing**
- Public Open Space**
- Green infrastructure**
- Sustainable transport**
- Schools and Educational facilities**
- Health infrastructure**
- Sports and recreation facilities**

RCT support SD3, and note that some “brownfield” sites have poor road access, as they were served by the natural infrastructure of their location, and abandoned transport systems: Housing Site H68 111 units 3.7Ha 30/Ha at Spring Mill in Whitworth, next to River Spodden and Rochdale to Bacup Railway, for a crow 300m to A671 Market Street’s regular 464 bus service, but 1000m via Wallbank Estate and Hall Street, 00s of houses and schools. So a need

to provide a new route into this area. And as mostly inset into Green Belt, instead of an estate layout, a compact urban village, such as Mount Pleasant Village, Nangreaves north of Bury.

Chapter 1: Housing

Strategic Policy HS1: Meeting Rossendale's Housing Requirement

The net housing requirement for the period 2019-2034 will be achieved through:

- a) Providing at least 3,180 additional dwellings over the plan period equating to 212 dwellings a year
- b) Delivering an overall amount of 30% of all new dwellings on previously developed land (PDL) across the Borough
- c) Keeping under review housing delivery performance on a yearly basis

The housing requirement figure for Edenfield Community Neighbourhood Forum for 2019-2034 is 456 dwellings.

A. RCT object to HS1's focus on "aspirational" housing, despite explanations: *Strategic Housing Market Area Assessment (SHMA) (2016).....based on the projected increase in the number of households over the plan period, uplifted to take account of worsening market signals and the need to provide affordable housing.....particularly highlights a need for larger, aspirational property types in Rossendale to rebalance the stock away from small terraced properties and reduce the high levels of outmigration to adjoining areas. It also evidences the need for more good quality, specialist accommodation designed specifically for the growing elderly population.*

B. RCT compared the build rate in 2017 of 265/year, with the 172/year delivered from 2011 – 2016, the present Core Strategy 247/year and the Inspectors 222/year:-

Report to Rossendale Borough Council by Roland Punshon BSc Hons, MRTPI

29. The Council's proposed annual rate of housing delivery would be in general conformity with the RS. Whilst I am satisfied that house building rates of more than 222 dwellings per annum could be achieved, I have seen no evidence to persuade me that substantially higher annual rates could be consistently maintained. In addition, given the character of the local environment with its narrow, developed valleys and open uplands, I am concerned that a substantial increase in requirement to meet the need/demand levels identified by the Council's SHMA could be difficult to achieve without causing unacceptable harm to the character and appearance of the area.....A robust Monitoring and Implementation Strategy will assist in this regard (see Issue 10 below). In these circumstances I am satisfied that, in the light of the existing evidence, the adoption of a housing requirement of 222 dwellings per annum is appropriate although the level of the overall housing requirement will need to be kept under regular review and the DPD should be adapted as appropriate.

C. RCT note adoption now of 212/year 2016-2026 in 14 September 2017 Department for Communities and Local Government Planning for the right homes in the right places: consultation proposals, and explained:-

Indicative assessment of housing need based on proposed formula, 2016 to 2026. This is calculated based on the formula proposed in the consultation document Planning for the right homes in the right places. It uses affordability ratios for 2016, and average household growth over the period 2016 to 2026 from the 2014 based household projections. The Local Plan figures used to calculate the proposed cap are included in column I. The assessment is indicative, as actual figures will depend on the most recent data available at the time the need is calculated. For the purposes of the calculation, plans adopted within five years of the date of publication have been considered up to date.

Current local assessment of housing need, This has been collected by DCLG from publically available reports. Where possible we have used the latest available figure on the Local Authority's website, with sources for these provided in column G. This is to provide a point of comparison for the formula based assessment of need. Whilst every opportunity has been taken to ensure the latest

figures have been taken, these figures should be treated with caution as not every local authority has been able to provide confirmation prior to publication.

Proportion of Local Authority land area covered by Green Belt, National Parks, Areas of Outstanding Natural Beauty or Sites of Special Scientific Interest *Calculated from publically available data from DCLG, Natural England and the ONS. This provides an indication of land that is not generally available for development, to illustrate the point in the consultation document that not all authorities will be able to meet their need in full within their own area.*

RCT note Rossendale ONS Code - E07000125, to then compare with its neighbours:-

Indicative assessment of housing need based on proposed formula, 2016 to 2026
(*dwellings per annum*) – **212**. Bury - 597. *Hyndburn – 60.

Current local assessment of housing need, based on most recent publically available document
(*dwellings per annum*)- **265**. Bury – 610. *Hyndburn - 180 - 350

Proportion of Local Authority land area covered by
Green Belt, National Parks, Areas of Outstanding Natural Beauty or Sites of Special Scientific Interest
- **31%**. Bury - 60%. *Hyndburn - 58%

D. RCT 18/9/17 question to DfCLG: 14 September consultation on housing numbers, that proposes 212/year 2016-2026, and notes present revised local plan consultation of 265/year, and current 2011 – 2016 Local Plan Core Strategy of 247/year, which was based on Planning Inspector's 222/year and a previous shortfall. Now on a first scan through/word find look at this consultation, as it makes no mention of individual LA's past 2011-2016 Table 100 deliveries – Rossendale 172/year, am thinking that it's based on where we are now nationally, and so past shortfalls on local plans are not a issue;

21/9/19 HOUSSTATS: *You are correct that the method does not account for past shortfalls (except where these impact affordability).*

So we are now looking at a reduction from the present Core Strategy 3700 growth to 2026, on basis of 860 for 2011-16 plus 10 x 212, to 2980 dwellings. **and to 2034???**

And now outcome of latest ONS projections' Table 329b shows for Rossendale 30000 households in 2014, 33000 households in 2039. Is that 3000 dwellings, at 120/year???

RCT also see for Rossendale a potential problem: in areas close to neighbours with high demand: Bury and Rochdale, and those with low demand: Hyndburn and Burnley.

E. RCT see as still relevant comments on abandoned 2015 Local Plan's Housing Needs

The 1951 Census shows Rossendale with a population of 68958 living in 22550 dwellings. The 1971 Census shows 61857 in 22460 dwellings. In 2001 the Census shows c65600, and the Council Tax Dwelling Stock Total was 28960. By 2009 LCC estimate population at 67100, and 2009 Council Tax Dwelling Stock Total is 30544.

We see an occupancy reducing from c3/dwelling, c2.75/dwelling, c2.3/dwelling, to an estimated c2.2/dwelling. Will the 2011 Census help to show where Rossendale's housing stock is becoming so under occupied? With the retirement of the "baby-boom" generation will this under occupation increase?

To counter the Local Plan's aim for 3 and 4 bed "asprational" needs. Is there an unmet demand for new 2 bedroom 3 person and 3 bedroom 4 person houses, with their wheelchair accessible ground floors as required by current Building Regulations: to facilitate policies for more care in the home?

What's the engines driving growth in Executive, Low Cost Market, Affordable and Registered Social Landlord Housing. The RSS's target was 222 dwellings / year from 2003 - 2021, it had a shortfall of c370 due to a market slump, and so we see the :Local Plan11/26's 15 years target is now 3700: (222 x 15 + 370). But is this really just a paper target of convenience, that does not take account of the

6 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

practicalities: that most of Rossendale's potential housing sites are not large, and further many have access problems of steep roads, that will need significant investment to enable their satisfactory use. And what's real aims? Planned urban villages at 50/Ha or, as appears so frequently in Stage 2, "low density" 25/Ha suburban estates?

Compare with other Core Strategies for the period 2011 – 2026:-

Warrington, CS estimated 2010 at 198,900, 9099 dwellings = 0.046d/p now 202,228.

Blackburn + Darwen, CS at 141,200, 9365 dwellings = 0.066d/p.

Rossendale, CS at 67,300, 3700 dwellings = 0.055d/p.

Given Warrington's strategic location on M6, M62, M56, West Coast Main Line, Liverpool to Manchester Line, future HS2, Manchester Ship Canal, and between Liverpool and Manchester Airports, and no hilly terrain, why should the more remote Pennine Lancashire be aiming for so much more new housing? Are we seeing the same sort of wishful aims that produced that oversized bus station in Preston?

Policy HS2: Housing Site Allocations

The following sites, shown on the adopted Policies Map, have been allocated for housing development. Applicants will be expected to prepare Masterplans for sites of 50 dwellings or over in order to provide a comprehensive approach to development of the site:

A. RCT welcomes HS2 and HS7's return to aims of 2011 Core Strategy density targets, and notes how in 2017:

Table 1: Housing Site Allocations Total Potential Housing Number 3622.....When calculating the potential numbers of housing on each site a density of 30 dwellings per hectare has been used unless more detailed information is available.....

B. RCT's not seen mention of the 2013-14 Urban and Green Belt Boundary Review required by 2011 Core Strategy in response to developer's views that there were insufficient good sized well located sites within the present boundaries. That they just happened to own sites outside these boundaries.....

C. RCT object to no reference to "Report to Rossendale Borough Council by Roland Punshon BSc Hons, MRTPI an Inspector appointed by the Secretary of State for Communities and Local Government 10 October 2011"

Appendix D: Monitoring and Implementation Strategy:-

70% of all new residential development in Rawtenstall, Bacup, Haslingden and Whitworth to be built at 50 dwellings per hectare. 85% of all new residential development in all other areas to be built at 30 dwellings per hectare.

D. RCT welcome more logical distribution of Site Allocations, 3622 dwellings in 2017, now 2853 + 4 pitches = 2857:

Rossendale West with good accessibility from M66/A56T – 836, now 797.

Rossendale Central with fair but often congested access from A681 and A682 – 1276, now 909.

Rossendale East with poor and often slow access from A681 and A671 – 1510, now 1151

Note the well used "rat run" along Newchurch Road, was in 2017 proposed to serve an extra 300++ houses, and seen by one RCT Member: my own concerns are less wide-ranging and are chiefly centred on the proposals for the many housing sites on or adjacent to Newchurch Road. Should all these eventually come to fruition there will be a considerable increase in traffic in both directions along Newchurch Road. This will be most apparent at the west end at the junction with Burnley Road (A682) and at the east end for those leaving Turnpike at the awkward junction with the B6283. The access and exit from Union Street, in Rawtenstall, already problematic, will inexorably become more difficult as Union Street is the only access to properties on Union Street, Green Street, Rose Bank, Hurst Lane, Hurst Crescent And Waingate Village. **We have written to RBC (& LCC) on this matter several times over the years our representations seem to fall on**

7 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

deaf ears. They just don't seem to care but the situation will become intolerable if all these sites are made available for housing.

E. RCT object to lack of a policy for council owned land to retain its original purpose, kept for future generation's needs, and if proposed for housing, it should be offered on tender to RSL's. And given the often poor quality of unbuilt on land, there should be at least some trial holes to check its nature, stability and wetness before any changes of use are proposed.

F. RCT in conclusion welcome 2018's changes to HS2: for meeting national needs: *Fixing Our Broken Housing Market, Department for Communities and Local Government (February 2017)*. Its section on housing density that does not quite fit with 30/Ha, often delivered and still desired by too many house builders.

Policy HS3: Edenfield

Within the area defined on the Policies Map at Edenfield (Housing Allocation H72) new residential development will be permitted subject to the following:

- a) Comprehensive development of the entire site is demonstrated through a masterplan;**
- b) The implementation of development in accordance with an agreed Design Code. The Design Code shall include the design principles for the whole of the site and will incorporate, amongst other elements:**
 - a. Specific character areas incorporating detailing design requirements**
 - b. A highway hierarchy and design considerations**
 - c. A greenspace and landscape structure**
 - d. A movement framework maximising connectivity by cycle and foot**
 - e. Layout considerations**
 - f. Parking and garaging**
 - g. Appropriate building and hard surfacing materials**
 - h. Maximising energy efficiency in design**
 - i. Details of appropriate boundary treatments**
 - j. Lighting**
 - k. Details of the laying of services, drainage and cables**
 - l. Bin storage and rubbish collection**
 - m. Ecology and nature conservation**
 - n. Design and layout considerations in respect of the setting of the Grade II* Listed Edenfield Parish Church**
 - o. Design and Layout considerations in respect of the existing housing within the allocation**
 - p. The relationship with the adjacent retained recreation ground**
 - q. The relationship to Market Street, in particular the Horse and Jockey**
 - r. Noise mitigation in respect of the adjacent A56**
 - s. A Health Impact Assessment**
 - t. Provision for a one form entry Primary School on site if Edenfield Primary School cannot be expanded to the required level**
- c) A phasing and infrastructure delivery schedule for the area. The schedule shall include, amongst other elements:**
 - a. A comprehensive approach towards access to the site by all modes and the impacts on the local road network including parking management**
 - b. Foul drainage**

- c. On site Affordable Housing
- d. Surface water drainage strategy including details of Sustainable Urban Drainage
- e. Nature conservation and enhancement works
- f. Provision and layout of public open space (including the provision of a neighbourhood Equipped Area of Plan NEAP)
- g. Provision of footpath and cycle links
- h. Tree works and tree protection measures
- d) An agreed programme of implementation in accordance with the masterplan;
- e) Identification of mechanisms to enhance the quality of, and access to, Green Belt land in the area between the development site and Rawtenstall/Haslingden.

A. RCT support HS3 for Edenfield, and note its now *An area comprising 15.25 ha (gross site area) has been identified as potential for providing. Whereas in 2017: residential development, area comprising 26 ha (gross site area) has been identified as potential for providing residential development, subject to national policy in the Framework and other relevant policies of this Local Plan e.g. policy on affordable housing. - will require a well designed scheme that responds to the sites context, makes the most of environmental, heritage and leisure assets and delivers the necessary sustainability, transport, connectivity, accessibility (including public transport) and infrastructure requirements –*

B. RCT advise that to make sense, to justify the ambition of a Masterplan, we should have a representative community involvement to look at the overall area of Edenfield – not just what's in ownership of a potential developer. To look at the potential ways that it could become an example of, how to do well, an expanded village in the Green Belt. Including, a maybe unwelcome to some, development along a Local Distributor or Spine Road from the areas of Horncliffe Mansion on Bury Road past the Cricket Ground, link to Plunge Road, a Dearden Clough Lake, and on to Rochdale Road. Look for example at how another part of the A56 helped to create the valued areas around Lymm Dam in north Cheshire.

Policy HS4: Loveclough

Within the area defined on the Policies Map at Loveclough (Housing Allocation H13) new residential development will be permitted subject to the following:

- a) Comprehensive development of the entire site is demonstrated through a masterplan;
- b) The implementation of development in accordance with an agreed Design Code. The Design Code shall include the design principles for the whole of the site and will incorporate, amongst other elements:
 - a. Specific character areas incorporating detailing design requirements
 - b. A highway hierarchy and design considerations
 - c. A greenspace and landscape structure including mitigation to protect the landscape character of the area;
 - d. A movement framework maximising connectivity by cycle and foot
 - e. Layout considerations including respecting the setting of and enhancing Loveclough Conservation Area
 - f. Parking and garaging
 - g. Appropriate building and hard surfacing materials
 - h. Maximising energy efficiency in design
 - i. Details of appropriate boundary treatments
 - j. Lighting
 - k. Details of the laying of services, drainage and cables

- l. Bin storage and rubbish collection**
- m. Ecology and nature conservation**
- n. The relationship with the adjacent retained recreation ground**
- o. A Health Impact Assessment**
- c) A phasing and infrastructure delivery schedule for the area. The schedule shall include, amongst other elements:**
 - a. Foul drainage**
 - b. On site Affordable Housing**
 - c. Surface water drainage strategy including details of Sustainable Urban Drainage**
 - d. Nature conservation and enhancement works**
 - e. Provision of footpath and cycle links including improvements to the existing network of surrounding rights of ways which will connect into the site.**
 - f. Tree works and tree protection measures**
 - g. Measures to deal with minerals identified at the site**
 - h. A contribution towards increased school provision within the area (if identified as necessary)**
 - i. A contribution to creation of car parking provision within the centre of Crawshawbooth**
- d) An agreed programme of implementation in accordance with the masterplan.**

RCT support HS4 and welcome the related aims: to keep sections of the Urban Boundary to the east of Burnley Road to maintain open views to the West. RCT note this policy in earlier Local Plans was supported at recent planning appeals.

Policy HS5: Swinshaw Hall

Within the area defined on the Policies Map at Swinshaw Hall (Housing Allocation H5) new residential development will be permitted subject to the following:

- a) Comprehensive development of the entire site is demonstrated through a masterplan;**
- b) The implementation of development in accordance with an agreed Design Code. The Design Code shall include the design principles for the whole of the site and will incorporate, amongst other elements:**
 - a. Specific character areas incorporating detailing design requirements**
 - b. A highway hierarchy and design considerations**
 - c. A greenspace and landscape structure including mitigation to protect the landscape character of the area;**
 - d. A movement framework maximising connectivity by cycle and foot**
 - e. Layout considerations**
 - f. Parking and garaging**
 - g. Appropriate building and hard surfacing materials**
 - h. Maximising energy efficiency in design**
 - i. Details of appropriate boundary treatments**
 - j. Lighting**
 - k. Details of the laying of services, drainage and cables**
- l. Bin storage and rubbish collection**
- m. Ecology and nature conservation**

- n. The relationship with the adjacent retained Loveclough Park
- o. A Health Impact Assessment
- p. Design and layout considerations to respect and protect the setting of Swinshaw Hall
- q. Archaeological investigation of the area south of Swinshaw Hall for a potential historic burial ground
- c) A phasing and infrastructure delivery schedule for the area. The schedule shall include, amongst other elements:
 - a. Foul drainage
 - b. On site Affordable Housing
 - c. Surface water drainage strategy including details of Sustainable Urban Drainage
 - d. Nature conservation and enhancement works
 - e. Provision of footpath and cycle links
 - f. Tree works and tree protection measures
 - g. Measures to deal with minerals identified at the site
 - h. A contribution towards increased school provision within the area (if identified as necessary)
 - i. A contribution to creation of car parking provision within the centre of Crawshawbooth
- d) An agreed programme of implementation in accordance with the masterplan.

RCT support HS5.

Policy HS6: Affordable Housing

New housing developments of 10 or more dwellings (0.35 hectares or part thereof) will be required to provide on-site affordable housing as follows:

- a) A requirement of 30% on-site affordable housing from market housing schemes subject to site and development considerations (such as financial viability). Of the overall housing contribution, at least 10% should be available for affordable home ownership unless the proposal provides solely for Build for Rent, provides specialist accommodation to meet specific needs (e.g. purpose built accommodation for the elderly), is a self-build proposal, or is exclusively for affordable housing, entry level exception sites or rural exception sites.
- b) On any rural exception sites there will be a requirement of 100% on-site affordable housing unless it can be demonstrated that a small element of market housing is required to make the scheme viable.
- c) The affordable housing shall be provided in line with identified needs of tenure, size and type as set out in the latest available information on housing needs. In particular the SHMA indicates there is a requirement for:

Older peoples housing, especially extra care and residential care, of around 1700 units by 2034

Housing suitable for Disabled people

Social rented housing in rural communities

d) Within larger housing developments, the affordable housing will be evenly distributed throughout the development. Where a site has been divided and brought forward in phases, the Council will consider the site as a whole for the purposes of calculating the appropriate level of affordable housing provision.

In exceptional circumstances, off-site provision or financial contributions of a broadly equivalent value instead of on-site provision will be acceptable where the site or location is unsustainable for affordable housing.

The size of the development should not be artificially reduced to decrease or eliminate the affordable housing requirement, for example, by sub-dividing sites or reducing the density of all or part of a site. The Council will consider the site as a whole for the purposes of calculating the appropriate level of affordable housing provision.

A. RCT supports HS6 subject to inclusion of a policy to identify sites for affordable and social housing to be purchased by the Council for use by RSLs for shared ownership and general let housing in order to meet: *The Council's SHMA has demonstrated that there is considerable need for affordable housing in Rossendale and it states that the issue must be tackled to prevent the problem from becoming more acute. The study recommends that there is a need for at least 158 affordable dwellings to be provided in Rossendale per year in addition to market housing and potentially that there is a need for up to 321 affordable dwellings per year.*

B. RCT notes loss on sites, such as Whinberry View from claims of unforeseen site problems.

C. RCT note that in 1977 Rossendale had c7230 LA dwellings, 29.3% of c24680 total housing stock. In 2009 RSLs had 3503 self contained units and 1022 supported bedspaces to total 4525, or 14.8% of 30544 total housing stock. **In 2016 Rossendale had 80 LA owned buildings, RSL's 4680 (14.8%), private sector 26950, Total 31710. From 2011 to 2016, gain 860 houses, of which 184 or 20% are social, but NOTE Together Housing Group had 66 sales from Right to Buy and Right to Acquire, and it was 150 from 2006-2011.**

Policy HS7: Housing Density

The density of the development should be in keeping with local areas and have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area.

High densities shall be provided within sustainable locations particularly on sites within defined town centres and locations within 300m of bus stops on key transport corridors.

Explanation

The Government's Housing White Paper 'Fixing our broken housing market' (2017) encourages better use of land for housing by encouraging higher densities where appropriate, such as in urban locations where there is high housing demand. This is repeated in the Framework within the "Making effective use of land" chapter and especially paragraph 123.

Densities in excess of 40 dwellings per hectare will be expected to be delivered in town centres within Rossendale. Other sustainable locations where higher densities will be expected include sites within the urban boundary and within 300 metres walk to bus stops on key corridors such as the X43 and 464 bus routes. High quality design can ensure that high density proposals are good quality schemes.

It is recognised that housing densities will be lower in other areas of the Borough because of physical constraints and on site issues, for example, topography, areas at risk of flooding and landscape.

A. RCT notes previous objections and welcomes HS7 and how it's Explanation has changed from 2017: *Densities in excess of 30 dwellings per hectare will be expected to be delivered in sustainable locations within Rossendale. Sustainable locations include urban areas and areas around public transport nodes. The figure of 30 dwellings per hectare is reflective of historic housing densities in some parts of Rossendale.*

B. RCT note present 2011 Core Strategy was adopted after: *"Report to Rossendale Borough Council by Roland Punshon BSc Hons, MRTPI an Inspector appointed by the Secretary of State for Communities and Local Government 10 October 2011"*

Appendix D: Monitoring and Implementation Strategy:-

70% of all new residential development in Rawtenstall, Bacup, Haslingden and Whitworth to be built at 50 dwellings per hectare. 85% of all new residential development in all other areas to be built at 30 dwellings per hectare.

C. RCT have noted in a July 2014 RBC Annual Monitoring Report:-

Progress towards Targets

*In 2013/2014 only 3.5% of dwellings built in Rawtenstall, Bacup, Haslingden and Whitworth were built at 50 dwellings per hectare. Although the cumulative three year figure is slightly higher at 9.8%, **this figure also falls well below the target and trigger.***

The results are significantly underperforming against the target despite the Council working with partners and developers to encourage higher density housing developments. It may be necessary to review this policy or investigate why high densities are not being achieved, and consider how this can be resolved.

For areas outside Rawtenstall, Bacup, Haslingden and Whitworth, the density of new residential development being built at 30 dwellings per ha or above was 92.5% in 2013/2014 which is above the target. Over the cumulative three years the figure stands at 67% which is marginally below the trigger

The results are significantly underperforming against the target despite the Council working with partners and developers to encourage higher density housing developments

D. RCT suggest this example, to maybe illustrate how choices made by RBC lead to their not achieving their Core Strategy Policy 2 targets. Look at the 2015 Local Plan's withdrawn consultation: Tier 1 site H16 Whinberry View, detailed in Site Allocations as 29 houses on 0.6Ha at 48/Ha. But on this area it was actually 23 houses at 38/Ha. The developer purchased 166 Bacup Road to get 29 houses on 0.72Ha and so 40/Ha. Now the northern part of this site is in an area of sloping Greenlands, and there's now permission, for 28 – 39/Ha, to cut into this with sheet piling and retaining walls close to a densely tree planted boundary with Rossendale BC's H13 Greenlands. **RCT's representations suggested the exclusion of the site's Greenland and a simple 3 row layout of 31 terraced houses on 0.6Ha at 52/HA.**

E. RCT in 2017 did not see the proposal, to come down from 50 to 30/Ha, meeting the aims of this White Paper where it talks about:-

A.67 Local planning authorities decide what sort of density is appropriate for their areas. A locally led approach is important to ensure that development reflects the character and opportunities presented by each area. At the same time, authorities and applicants need to be ambitious about what sites can offer, especially in areas where demand is high and land is scarce, and where there are opportunities to make effective use of brownfield land given the strong economic and environmental benefits.

*A.68 To help ensure that effective use is made of land, and building on its previous consultations, 105 **the Government proposes to amend the National Planning Policy Framework to make it clear that plans and individual development proposals should:***

***make efficient use of land and avoid building homes at low densities** where there is a shortage of land for meeting identified housing needs*

ensure that the density and form of development reflect the character, accessibility and infrastructure capacity of an area, and the nature of local housing needs (which may, for example, mean terraced houses.

F. RCT in 2017 therefore suggested this alternative to HS5, and see it as still relevant:-

Residential development should seek to achieve the maximum density compatible with good design, the protection of heritage assets, local amenity, the character and quality of the local environment, and the safety and convenience of the local and strategic road network.

70% of all new residential development in Rawtenstall, Bacup, Haslingden and Whitworth to be built at 50 dwellings per hectare. 85% of all new residential development in all other areas to be built at 30 dwellings per hectare.

Housing type densities:-

1. Low cost Market Housing: 3 bed / 4 person and 3 bed / 5 person mostly in linked pairs and short terraces at about 40 - 60 / Ha.

2. So called “Aspirational” Market Housing: 4 bed / 6 person and 5 bed / 7 person detached at about 20 – 40 / Ha.
3. Apartment Housing both Social and Market: at 100 – 200 / Ha.
4. Social “General Let” Housing: 3 bed / 4 person, 3 bed / 5 person and 4 bed / 6-8 person in terraces at about 70 – 90 / Ha.
5. Category 1 Social Housing for old persons: 1 bed 2 person and 2 bed / 3 person single storey in terraces at about 50 – 70 / Ha.

Standard definition of Housing Density, as DOE Circular 88/71 26 November 1971. Housing Density (bed spaces) per hectare.

Appendix 6

DEFINITION OF SITE AREA FOR YARDSTICK PURPOSES

The following should be substituted for the definition in paragraph 10 of Appendix II to MHLG Circular 36/67 (Welsh Office Circular 28/67).

Site area: The site area is the area of the land used for housing.

It includes:—

- (i) the space occupied by dwellings, gardens etc., and by those shops and garages which are incorporated in blocks of dwellings;
- (ii) any small incidental open space (e.g. children’s play space, drying grounds or parking space for visitors’ cars);
- (iii) space provided for accommodating tenants’ cars;
- (iv) space occupied by roads, footpaths and access ways internal to the layout;
- (v) half the width of surrounding roads up to a maximum of 20 feet (6.10 metres) except in the case of any major highway where vehicular access into the site is prohibited throughout the length of the site.

(Note: Where an Improvement Line applies, this is to be taken as indicating the line of the surrounding road in which the boundary is to be drawn).

It excludes:—

- (i) land proper for appropriation for public open space;
- (ii) areas used for all other types of development (e.g. schools, commercial premises including shops not incorporated in blocks of dwellings, electricity transformer or sub-stations except where these are incorporated in blocks of dwellings);
- (iii) land reservations alongside projected trunk highways for embankments, cuttings, etc.;
- (iv) land unfit to be used for building.

Note 1. It may sometimes be necessary to draw a hypothetical boundary between the proposed blocks of dwellings and existing or future blocks. The position of such a boundary should be determined reasonably in relation to the number of storeys in the blocks between which it is drawn.

Note 2. Where under (iii) or (iv) land forming an embankment or cutting is excluded the measurement of site area should be made to the edge of the embankment or cutting and not to a line 20 feet (6.10 metres) beyond it.

RCT nevertheless welcome this proposal to test at the Inquiry of the Local Plan:

Density (net)

Net site density includes only those areas which will be developed e.g. for housing and directly associated uses such as access roads within the site, private garden spaces, car parking areas, incidental open spaces and landscaping and children’s play areas where these are to be provided. It excludes major distributor roads; primary schools; adult / youth play spaces or other open spaces serving a wider area; and significant landscape buffer strips.

Policy HS8: Housing Standards

In accordance with the national regime of optional technical standards for housing, the Council will adopt the following local standards for new housing developments, in line with the National Planning Practice Guidance:

a) Access - at least 20% of any new housing provided on a site should be specifically tailored to meet the needs of elderly or disabled residents, or be easily adaptable in line with the Optional Standards. In this regard the Council will adopt a flexible approach where necessary, taking into consideration specific factors, such as size of the site; site topography and vulnerability to flooding, along with evidence on the economic viability of individual developments; and

b) Internal space – the nationally described space standards should be the minimum with more generous provision provided where possible.

The Council will expect submitted information to demonstrate how points a) and b) have been achieved.

As an alternative to implementation of Optional Space Standards developers will be expected to demonstrate that the requirements of “Building for Life 12” (or successor documents) have been met within the scheme.

RCT support HS8 and note that: *The SHMA also shows that there is a high percentage of households containing one or more adults with some form of disability (15.8%) and found that households containing a disabled resident were more likely to consider that their home is unsuitable than the Borough-wide average.*

Note Part M Building Regulations, which from mid 80s aimed to help “care in the community” to ensure that most people are able to access and use buildings and their facilities. It applies to all housing – so what’s the extra guidance for at least 30%??? Is it to avoid repeats of all purpose Kitchen Dining Lounges to allow wheelchair space in Bathrooms and Bedrooms??? To avoid “cheapskate” aims to achieve wheelchair housing at “Parker Morris” areas???

Policy HS9: Private Residential Garden Development

Within the urban boundary applications to provide additional dwellings within private residential gardens on sites not allocated for housing will be supported where:

- It would not result in a cramped form of development or have a detrimental impact on the character of the area or the street scene;
- It would not result in an unacceptable loss of residential amenity to neighbouring properties in terms of loss of privacy, overlooking, loss of light, increased noise or an overbearing impact;
- It is designed to a high standard using appropriate materials to enhance local character and distinctiveness;
- Appropriate outdoor amenity space is provided for both the existing buildings and proposed dwelling(s);
- It would not have a severe adverse impact on highway safety or the operation of the highway network;
- The vehicular access and car parking arrangements would not have an unacceptable impact on neighbours in terms of visual amenity, noise or light;
- Important landscape features and boundary treatments which contribute to the character, appearance or biodiversity of the area would be retained and where possible enhanced; and
- When assessing applications for garden sites, the Council will also have regard to sustainability, such as access to public transport, schools, businesses and local services and facilities.

Proposals which significantly undermine amenity and harm the distinctive character of an area will be refused.

RCT support HS9.

Policy HS10: Open Space Requirements in New Housing Developments

Housing developments of 10 or more new dwellings (0.35 hectares or part thereof) will be required to make provision for open space and recreation facilities, where there are identified local deficiencies in the quantity, accessibility or quality and/or value of open space and recreation facilities.

Where there is an identified local deficiency in quantity and/or accessibility to open space, provision will be required. This should be on-site for housing schemes of 100 or more dwellings. For smaller schemes or where this is not appropriate, payment of a financial contribution towards off-site provision or improvements to existing open spaces and recreation facilities will be required.

In Whitworth and Bacup in particular but not exclusively, contributions will be sought for Suitable Alternative Natural Greenspace (SANG's) to minimise recreational pressure on sensitive habitats.

Where there is existing provision but an identified local deficiency in the quality and/or value of these open spaces and recreation facilities, a financial contribution towards improving these sites will be required.

The size of development should not be artificially reduced to decrease or eliminate the open space requirement, for example, by sub-dividing sites or reducing the density of all or part of a site. The Council will consider the site as a whole for the purposes of calculating the appropriate level of open space provision.

An update to the existing accompanying Supplementary Planning Document will establish the following:

- i. The minimum local standards and how they will be applied.
- ii. Accessibility and qualitative assessments, to determine the amount of new open space provision required as part of a residential development or
- iii. Appropriate financial contributions required from new residential developments.

RCT support HS10 subject to inclusion of a reference to Sport England guidance, which no doubt will be in the SPD. RCT also note need to ensure that open spaces, which can include unadopted parking and their access areas, need to have accountable and insured management, and in passing note that this is often why they have been planned out of areas. RCT note the Street Manager provisions for frontagers to such areas in the 1991 New Roads and Streetworks Act.

Policy HS11: Playing Pitch Requirements in New Housing Developments

Housing developments of 10 or more new dwellings (0.35 hectares or part thereof) will be required to pay a financial contribution towards improvements to existing playing pitches in the Borough where there is an identified local need.

The size of development should not be artificially reduced to minimise or eliminate the contribution to the playing pitch requirement, for example, by sub-dividing sites or reducing the density of all or part of a site. The Council will consider the site as a whole for the purposes of calculating the appropriate level of playing pitch/open space provision.

An accompanying Supplementary Planning Document will establish that, where there is a local need for playing pitches based on the Playing Pitch Strategy, appropriate financial contributions will be sought from new residential developments

RCT support HS11 subject to inclusion of a reference to Sport England guidance on needs that might require new facilities, and note: *Poor condition pitches include those at Haslingden Sports Centre and Maden Recreation Ground, Bacup. The main reason for pitches performing poorly was inadequate drainage. The Study recommends that investment in pitch quality and maintenance should be a priority.*

Policy HS12: Private Outdoor amenity space

All new residential development should provide adequate private outdoor amenity space.

This should be in the form of gardens unless the applicant can demonstrate why this is not achievable and proposes a suitable alternative.

In determining the appropriate size for outdoor amenity space for individual dwellings regard will be had to:

- The size and type of dwelling(s) proposed; and
- The character of the development and the garden sizes in the immediate neighbourhood.

Amenity space for individual dwellings should be useable and have an adequate level of privacy. All boundary treatments should be appropriate to the character of the area.

RCT support HS12.

Policy HS13: House Extensions

Permission will be granted for the extension of dwellings provided that the following criteria are satisfied:

- a) The extension respects the existing house and the surrounding buildings in terms of scale, size, design, fenestration (including dormer windows) and materials, without innovative and original design features being stifled;
- b) There is no unacceptable adverse effect on the amenity of neighbouring properties through overlooking, loss of privacy or reduction of daylight;
- c) The proposal does not have an unacceptable adverse impact on highway safety; and
- d) In the case of the Green Belt or the Countryside, the proposed extension should not result in a disproportionate increase in the volume of the original dwelling. Increases of up to 30% (volume) are not considered disproportionate.

RCT support HS13 subject to inclusion of a presumption against roof extensions, such as wall to wall “box dormers” that do not respect their locations.

Policy HS14: Replacement Dwellings

Permission will be granted for the replacement of dwellings provided that the following criteria are satisfied:

- a) The proposed replacement dwelling respects the surrounding buildings in terms of scale, size, design and facing materials, without innovative and original design features being stifled;
- b) There is no unacceptable adverse effect on the amenity of neighbouring properties through overlooking, loss of privacy or reduction of daylight; and
- c) Safe and suitable access to the site can be achieved.

And in the case of the Green Belt or countryside:

- d) The proposed replacement dwelling would not detract from the openness to a greater extent than the original dwelling; and
- e) The proposed replacement dwelling would not be materially larger than the dwelling it replaces nor involves enlarging the residential curtilage. Increases of up to 30% (volume) are not considered to be materially larger.

RCT support HS14.

Policy HS15: Rural Affordable Housing – Rural Exception Sites

A limited number of dwellings exclusively to meet a local need for affordable housing may be allowed adjoining the urban boundaries providing all of the following criteria are met:

- a) There is no suitable site available within the urban boundary;
- b) The scale and nature of the development would be in character with the settlement;
- c) The development would significantly contribute to the solution of a local housing problem that cannot be solved in any other way;
- d) The occupancy of the dwellings would be limited to people with a close local connection and who are unable to afford market housing; and
- e) The development is managed by a Registered Provider, similar body or is a Starter Home.

RCT support HS15 subject to plan/s to relate it to The Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009 No. 2098, and that Council has no proposals to remove such areas from within the present Urban and Green Belt Boundaries – in particular where social housing has been built.

Policy HS16: Conversion and Re-Use of Rural Buildings in the Countryside

Proposals for the conversion of an existing building in the countryside will be permitted where:

- The proposal does not have a materially greater impact on the openness of the area and the proposal will not harm the character of the countryside;
- The building is of a permanent and substantial construction, structurally sound and capable of conversion without the need for more than 30% reconstruction;
- The conversion works and facing materials to be introduced would be in keeping with the original building, and important architectural and historical features would be retained. Particular attention will be given to curtilage formation, including appropriate boundary treatments and landscaping, which should be drawn tightly around the building footprint and the requirement for outbuildings, which should be minimal;
- The proposals would serve to preserve or enhance the setting of any nearby Listed Buildings or Conservation Area they are within, or the amenity of nearby residents;
- The building and site has a satisfactory access to the highways network and the proposal would not have a severe impact on the local highway network;
- Satisfactory off-street parking, bin storage and bin collection points can be provided without adversely impacting on rural character and mains services are available for connection into the scheme;
- The development does not require the removal of, or damage to, significant or prominent trees, hedges, watercourses, ponds or any other natural landscape features;
- The development would not have an unacceptable impact on nature conservation interests or any protected species present;
- Drainage and sewerage requirements are met to the satisfaction of the relevant agencies;
- If an agricultural building, it is not one substantially completed within ten years of the date of the application;
- The proposal would not harm the agricultural or other enterprise occupying the land or buildings in the vicinity; and
- The re-use of the building must not be likely to result in additional farm buildings which would have a harmful effect on the openness of the area.

All applications should accord with guidance set out within the latest version of the “Conversion and re-use of buildings in the Countryside” Supplementary Planning Document.

RCT support HS16.

Policy HS17: Rural Workers Dwellings

Proposals for permanent residential accommodation, outside of the urban boundary in well-established agricultural enterprises, where it is required to enable agriculture, horticulture, forestry (or other rural based enterprise) for workers to live at, or in the immediate vicinity of, their place of work will be supported where it can be demonstrated that (a):

- i. There is a clearly established functional need;**
- ii. The functional need relates to a full time worker or one primarily employed in agriculture, forestry or rural based enterprise activities;**
- iii. The unit and the agricultural or forestry activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so;**
- iv. The functional need could not be fulfilled by another dwelling on the unit or any other existing accommodation in the area which is suitable and available;**
- v. The dwelling achieves a high standard of design and its siting is well related to the existing farm buildings or its impact on the landscape could be minimised; and**
- vi. The dwelling is of a size and scale commensurate with the established functional requirement of the rural enterprise. Dwellings that are unduly large in relation to the needs of the rural enterprise will not be permitted.**

If a new dwelling is essential to support a new farming or forestry activity on an established unit or on a new agricultural unit, an application should be made for temporary accommodation. The application should satisfy all the following criteria (b):

- i. There is clear evidence of a firm intention and ability to develop the new enterprise concerned;**
- ii. a functional need relating to the enterprise;**
- iii. There is clear evidence that the new activity has been planned on a sound financial basis;**
- iv. the functional need could not be fulfilled by another existing dwelling on the unit or any other**
- v. existing accommodation in the area which is suitable for and available for occupation by the workers concerned;**
- vi. the proposal would not give rise to significant environmental damage, particularly in relation to its impact on the landscape;**
- vii. satisfactory vehicular access and parking can be achieved within the site; and**
- viii. satisfactory infrastructure including drainage facilities are available.**

Where existing dwellings are subject to conditions restricting occupancy, applications to remove such conditions will not be permitted unless the applicant can demonstrate

that there is no longer any realistic agricultural or forestry need both from the enterprise and the locality for the restriction to be maintained by meeting all the following criteria (c):

- i. the essential need which originally required the dwelling to be permitted no longer applies in relation to the farm unit and that the dwelling will not be required similarly in the longer term;**
- ii. the property has been actively marketed in specialist and local press and estate agents at least once a month for a minimum of 12 months;**
- iii. the advertised selling price is realistic given the age, size, condition and location of the property; and**
- iv. following marketing that meets criteria c) ii) and iii) above, no realistic offers have been made to the vendors from people eligible to occupy the dwelling meeting the terms of the planning condition concerned.**

RCT support HS17.

Policy HS18: Gypsies, Travellers and Travelling Showpeople

A Transit site accommodating a minimum of four pitches will be provided on a site at Futures Park, Bacup shown on the Policies Map as an Employment Mixed Use site M4.

Four additional pitches will be provided by intensification on two existing private sites (at Tong Lane, Bacup and Cobland View, Stacksteads) subject to obtaining any relevant permission for siting and infrastructure.

Two additional pitches may be required towards the end of the Plan period. The following factors will be considered as part of the consideration of any planning application:

- Access to the road network;**
- Access to schools and services;**
- Availability of water and infrastructure services;**
- Proximity to existing development and the settled community particularly with respect to noise and light; and**
- Adequacy of landscaping and boundary treatments.**

RCT support HS18, should it also include access to employment.

Policy HS19: Specialist Housing

Development proposals for specialist forms of housing, including retirement accommodation, extra care accommodation and supported accommodation services, will be supported provided that:

- The development is well located so that shops, public transport, community facilities and other infrastructure and services are accessible for those without a car, as appropriate to the needs and level of mobility of potential residents, as well as visitors and staff;**
- The development contains appropriate external amenity space of an acceptable quantity and quality;**
- Adequate provision is made for refuse storage and disposal facilities; and**
- It would not have an unacceptable impact on the character of the area or the amenity of the occupiers of neighbouring properties**
- The design and layout of the accommodation and its relation to its broader context fully meets the requirements of the residents of the specific type of accommodation proposed.**

The following sites are allocated on the Policies Map specifically for specialist accommodation:

- H22- Former Bacup Health Centre**
- H53- Waterfoot Primary School**
- H67- Land Behind Buxton Street, Whitworth**

RCT support HS19 provided it recognises a distinction between Circular 82/69 Category 1 and 2 housing for old people who are mostly able bodied and in retirement and other extra care CQC regulated accommodation proposed for these 3 sites.

Policy HS20: Self Build and Custom Built Houses

The Council will support individuals who wish to commission or build their own dwelling by identifying suitable serviced plots of land. To ensure a variety of housing provision developers of schemes comprising of 50 dwellings or over will be encouraged, where possible, to make at least 10% of plots available for sale to small builders or individuals or groups who wish to custom build their own homes.

The following housing sites allocated under Policy HS2 are identified specifically for selfbuild and custom build housing:

□□H6- Land south of 1293 Burnley Road, Loveclough - 5 units

□□H61 Hareholme - 9 units

□□H58 Lea Bank – 9 units

RCT support HS20

Chapter 2: Employment Growth and Employment

Strategic Policy EMP1: 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 27 hectares for business, general industrial or storage and distribution (Use Classes B1, B2 and B8) for the period up to 2034.

RCT support EMP1 and note: *The Council's Employment Land Review (ELR) (2017) identifies an overall lack of good quality small to medium-sized industrial premises for industrial and manufacturing (B2 and B8), which is suppressing demand. The high levels of manufacturing and industrial uses, and the need to export products, means that the need for industrial premises is greatest in the west of the Borough where there is ready access to the A56 and M66.*

In terms of office uses, activity is generally focused to the west of the Borough around Rawtenstall and Haslingden. Whilst there is a current oversupply in the short term the ELR evidences a need for new office accommodation (B1a) in the longer term to meet the forecast growth in the service sector, and suggests that this could be located in Rawtenstall.

RCT note a need to appreciate, that as with comparison goods, Rossendale neighbours are more likely to be chosen for larger office users. The LCC involved development at Rising Bridge remained vacant, and became mostly occupied by LCC.

RCT have seen occasional planning applications for so called "live work" developments, and can't see this supported in these policies. They have potential as a buffer between employment and housing sites.

Policy EMP2: Employment Site Allocations

The following sites shown on the Policies Map are allocated and protected for business, general industrial or storage and distribution (Use Classes B1, B2 or B8 respectively) in the period 2019- 2034. Rossendale Council will require a masterplan or development brief on sites identified with an *.

RCT provisionally support EMP2, subject to masterplan for all new sites listed to ensure sensitive relationship to Green Belt and Gateway locations.

Policy EMP3: Employment Site and Premises

All existing employment premises and sites last used for employment and not allocated for other purposes will be protected for employment use unless a clearly justified case can be made for a change of use. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under the following criteria:

a) whether there would be an unacceptable reduction on the quantity of employment land supply;

b) The proposal does not result in a net loss of jobs;

c) the relative quality and suitability of the site for employment and

d) an assessment of the existing provision for the proposed use and whether there is a clearly identified need;

- e) the location of the site and its relationship to other uses;
- f) whether the ability to accommodate smaller scale employment requirements would be compromised;
- g) there would be a net improvement in amenity;
- h) the site and/ or buildings are listed or locally listed heritage assets and their re-use or development is the most appropriate means to secure and maintain an acceptable and viable use that is consistent with their conservation in line with other relevant policies in this Plan; and
- i) The site has an adequate access and its redevelopment would not create a traffic hazard.

Any proposals for housing use on all employment sites/premises will need to address criteria

(a)-(i) above and also be subject to:

- (j) convincing evidence of lack of demand for employment re-use and employment redevelopment demonstrated through a rigorous and active marketing strategy to be agreed with the Council and normally of 12 month duration;;
- (k) an assessment of the viability of employment development including employment re-use and employment redevelopment; and
- (l) where the existing buildings make a positive contribution to the local area a structural survey and assessment of the building to demonstrate the feasibility of retaining and converting the building as part of the residential development. Where an existing building will be lost as part of the development, there will be the requirement to consider the re-use of the existing materials within the new development.

An accompanying Supplementary Planning Document will be produced which will set out a balanced criteria based approach, including marketing and an assessment of the viability of employment use, under which all proposals for re-use will be assessed. The SPD will ensure the maintenance and creation of employment opportunities in Rossendale and set out the marketing requirements.

RCT support EMP3

Policy EMP4: Development Criteria for Employment Generating Development

Proposals for new employment generating development, including extensions to existing premises, which provides for or assist with the creation of new employment opportunities, inward investment and/or secures the retention of existing employment within the Borough will be supported provided that:

- The scale, bulk and appearance of the development is compatible with the character of its surroundings;
- There is no significant detrimental impact on the amenity of neighbouring land uses and the character of the area by virtue of increased levels of noise, odour, emissions, or dust and light impacts, surface water, drainage or sewerage related pollution problems;
- The site has an adequate access that would not create a traffic hazard or have an undue environmental impact;
- The traffic generated does not have a severe adverse impact on local amenity, highway safety or the operation of the highways network; and
- Appropriate provision is made for on-site servicing and space for waiting goods vehicles.
- Adequate screening is provided where necessary to any unsightly feature of the development and security fencing is located to the internal edge of any perimeter landscaping;
- On the edges of industrial areas, where sites adjoin residential areas or open countryside, developers will be required to provide substantial peripheral landscaping;
- Open storage areas should be designed to minimise visual intrusion; and

The proposal will be served by public transport and provide pedestrian and cycle links to adjacent areas.

RCT support EMP4

Policy EMP5: Employment Development in non-allocated employment areas

New small scale employment development (Use Classes B1, B2, B8, and A2 (A2 limited to under 100m² of new floorspace)), will be permitted in areas where employment is not the principal land use provided there would be no detriment to the amenity of the area in terms of scale, character, noise, nuisance, disturbance, environment and car parking.

RCT support EMP5

Policy EMP6: Futures Park

Within the area defined on the Policies Map at Futures Park (M4) new high quality development will be permitted subject to the following:

- a) Comprehensive development of the site is demonstrated through a masterplan;
- b) Environmental constraints are reflected in the design
- c) A phasing and infrastructure delivery schedule for the area; and
- d) An agreed programme of implementation in accordance with the masterplan.

The following uses are considered to be acceptable:

- i. Employment uses comprising B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution);
- ii. Hotel (Use Class C1), Restaurants and cafes (Use Class A3) and drinking establishments (Use Class A4);
- iii. Leisure uses (Use Class D2);
- iv. Retail (Use Class A1);
- v. Pedestrian and cycle route – “Valley of Stone” Greenway and link to Lee Quarry
- vi. Transit site for Gypsies and Travellers

RCT support EMP6 and note it as: *An area comprising 4.6 hectares at Futures Park, Bacup has been identified as having the potential to accommodate a flexible mixed use scheme, subject to national policy in the Framework and other relevant policies of this Local Plan. The area will require a well designed scheme that responds to the sites context, makes the most of environmental and leisure assets, takes account of the nearby Leisure facility at Lee Quarry and delivers the necessary sustainability, transport, connectivity, accessibility (including public transport) and infrastructure requirements. Rossendale Council therefore requires a Masterplan for the development of this site.*
RCT note the mixed use aims, which need noting in other Policies, such as Retail R1, as a competitor to other centres.

Policy EMP7: New Hall Hey

Within the area defined on the Policies Map at New Hall Hey (NE4) new high quality development will be permitted subject to the following:

- a) Comprehensive development of the site is demonstrated through a masterplan;
- b) The implementation of development in accordance with an agreed design code. The Design Code shall include the design principles for the whole of the site and will incorporate, amongst other elements:
 - a. A greenspace and landscape structure reflecting both its status as a “gateway” to the Borough and ecological value
 - b. A movement framework supported by a Transport Assessment and Travel Plan

- c. Existing overhead and underground infrastructure
- d. Layout considerations
- e. Parking and garaging
- f. Appropriate building and hardsurfacing materials
- g. Measures to mitigate and enhance the impact on the setting of the listed Hardman's Mill
- h. Maximising energy efficiency in design
- i. Details of appropriate boundary treatments
- j. Lighting
- k. Details of the laying of services, drainage and cables
- l. Bin storage and rubbish collection
- m. Ecology and nature conservation
- n. The relationship with the adjacent Irwell Sculpture Trail
- o. The relationship with the River Irwell
- c) A phasing and infrastructure delivery schedule for the area. The schedule shall include, amongst other elements:
 - a. Highway hierarchy
 - b. Bridge over the River Irwell
 - c. Foul and surface water drainage including flood risk mitigation
 - d. Surface water drainage strategy including details of Sustainable Urban Drainage
 - e. Nature conservation and enhancement works
 - f. Provision of footpath and cycle links
 - g. Tree works and tree protection measures
- d) An agreed programme of implementation in accordance with the masterplan.

The following uses are considered to be acceptable:

- i. Employment uses comprising B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution).

RCT support EMP7 and note it as: *An area comprising 6 hectares to the south of the A682 is a highly accessible part of the Borough and includes 2 distinct sites (the land between the A682 and the River Irwell (Area A and the land between the River Irwell and the East Lancashire Railway (Area B)) that are divided by the River Irwell.* **RCT also note the recent permission on the adjacent employment area for a very large shed, with no “masterplan” nor “visuals” for its presentation to this “gateway” location.**

Chapter 3: Retail

Strategic Policy R1: 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 centres, in accordance with the Retail hierarchy set out below (the boundaries of which are identified on the Policies Map):

Town Centre : Rawtenstall

District Centres : Bacup, Haslingden

Local Centres : Crawshawbooth, Waterfoot, Whitworth

Neighbourhood Parade : Stacksteads, Helmshore, Edenfield and Facit

Development proposals will be expected to maintain or strengthen the retail offer and vitality and viability of town, district, local and neighbourhood parades.

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

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 reinforces the role of the market

Where retail, leisure and office development is proposed outside of the defined centre boundaries, an impact assessment will be required where the floorspace exceeds:

Rawtenstall Town Centre : 400 sq.m

Bacup and Haslingden District Centres : 300 sq.m

Crawshawbooth, Waterfoot, Whitworth Local Centres : 200 sq.m

Proposals that require planning permission which would result in the loss of A1 uses in the PSA of the town, district and local centres will only be supported where:

- It would make a positive contribution to the vitality and viability of the relevant centre;
- It would not result in a significant break in retail frontage or lead to the loss of retail floorspace at a scale that would be harmful to the shopping function of the centre or which would reduce the ability of local communities to meet their day-to-day needs within the centre;
- It is compatible with a retail area and would maintain an active frontage and be immediately accessible to the public from the street; and
- There would be no significant adverse impacts on the character of the area, the amenity of local residents, road safety, car parking or traffic flows.

RCT give qualified support to R1, but Note:

A. Lower Cloughfold, alongside Bacup Road, is not identified as a neighbourhood centre or parade. Nor are large standalones: Musbury Fabrics in Helmshore, Winfields at Rising Bridge, Tesco at Sykeside, Rossendale Interiors in Stacksteads, and New Hall Hey's 3 Retail Parks.

B. NOTE so far not located gross retail areas to compare, BUT the WYG study does tend to confirm Planning Inspector's "is Rossendale shopped out" comment during Core Strategy Hearings in Public 2011. Also come to view that comparison shopping might be better viewed over-all Rossendale, rather than for each centre.

C. RCT note in particular these Sections from White Young Green's April 2017 Rossendale Town Centre, Retail, Leisure and Tourism Study. NOTE use of Primary and Secondary Shopping Area boundaries from 2011 Core Strategy, which include more area and longer walks in Rawtenstall than Bacup and Haslingden, and so should be treated with some caution, eg:

that the new Morrisons foodstore has not been accounted for as it falls outside the centre's current boundary. If this 2,231 sq.m was included in our analysis, then the proportion of convenience floorspace would be higher than the national average.

*7.86 One reason for this is that whilst Rawtenstall town centre benefits from a very strong independent comparison goods retail offer, **representation by national multiple operators is considered to be low for a centre of this size. An important factor is that Rossendale is surrounded by larger, higher order centres such as Bury, Burnley, Rochdale and Accrington which already accommodate these national multiples.** As such, the commercial demand to gain*

representation in Rossendale as well is more limited, particularly as Rossendale residents are already likely to be travelling to these higher order centres (and retailers) to undertake their comparison goods shopping.

7.87 The other key reason is that Rawtenstall is considered to historically have had units of insufficient scale and format to accommodate the business models of many comparison goods focussed national multiples. However, this **position is changing with the introduction of New Hall Hey Retail Park**, the first phase of which involves a terrace of four large format units, whilst the second (which is under construction) involves a further three and an accompanying restaurant.

7.88 It should be noted that **comparison goods retailer TK Maxx, which forms part of Phase I of the New Hall Hey scheme**, opened following the undertaking of the household shopper survey in February 2016 and as such the influence of this new addition to the Borough's retail offer is not reflected in our results. Given that TK Maxx represents the largest fashion focussed retail unit in Rossendale, it is anticipated that it has had some positive impact on the Borough's ability to retain such comparison goods shopping trips. It has also evidently improved local consumer choice within this goods sector.

7.89 With some 1,493 sq.m (GIA) of modern, comparison goods floorspace remaining unlet as part of Phase I of the New Hall Hey scheme and a further 743 sq.m (GIA) available as part of the forthcoming Phase II, it is not considered that the planning authority needs to take any urgent action through their forthcoming plan to address a qualitative need for an improved comparison goods offer in the Borough. The **existing and future floorspace proposed at New Hall Hey** is considered to have the potential to attract the type of national multiples which are capable of improving the Borough's market share over the short to medium-term.

7.90 In terms of **future comparison goods provision above and beyond that already approved and constructed at New Hall Hey; where need does arise**, in the first instance this should be provided within Rawtenstall town centre's Primary Shopping Area, in accordance with the requirements of national planning policy.

D. RCT note that past actions have present consequences, and that New Hall Hey Retail Park was built against Officers advice to Members in their reporting on Application 2005/617 to DEVCON of 5 April 2006, in which they gave this:-

Recommendation

That planning permission be refused for the following reasons:

- 1) The applicant has failed to demonstrate that a need presently exists for the proposed development of a non-food retail park at this out of centre site of New Hall Hey which is contrary to PPS6: Planning for Town Centres.
- 2) The proposal fails the sequential approach to site selection in that there exist better located town centre and edge of centre opportunities for comparison shopping development that would better support the existing town centre shopping function and are therefore contrary to PPS6: Planning for Town Centres and Policy 16 (Retail, Entertainment and Leisure Development) of the Joint Lancashire Structure Plan 2001-2016.
- 3) The applicant has **failed to demonstrate that the proposals would not adversely affect the vitality and viability of Rawtenstall town centre** which is contrary to PPS6: Planning for Town Centres.

RESOLVED:

That members of the Committee be minded to approve the application as a refusal would be detrimental to the future of Rossendale and that the Chief Executive in consultation with the Officers and the Chair be given delegated authority to determine the conditions to be attached to the consent together with the Heads of Terms in respect of a Section 106 Agreement and to issue a decision notice if the application is not called in by the Government Office.

Reasons

Having taken into account all relevant material planning considerations, this committee considers that planning permission for this proposed development should be resolved to be granted (subject to a Section 106 agreement relating to sustainable transport initiatives and highway works) because in our judgement its positive impacts in terms of the wider economic, environmental, social and physical

regeneration opportunities and benefits which the scheme will bring to the local community and to the town, are all key issues which, when weighed in the balance with other factors, should be given conclusive weight in this case. In addition, the approval of this application will have very positive and significant sustainable development benefits resulting from the reduction in car-borne journeys made by many people who currently travel out of the Valley to do their non-food shopping and to access leisure facilities that are not available locally. Taken together, it is the view of Committee that these positive regeneration and other benefits plainly outweigh any perceived objections to the development including those based upon retail capacity, need, or potential negative impacts on the town centre's future vitality and viability.

E. RCT note, with New Hall Hey Retail Park, these particular Representations, 23/05/2016, on Major Application 2016/0129: Erection of 3no. Retail Units (A1) and a Restaurant/Refreshment Unit (A1/A3/A5) with associated access, car parking, and landscaping. Land off Swanney Lodge Road, Rawtenstall, Rossendale.

1. Design and Access Statement submitted by the Applicant shows proposals for 3557 sq.m gross retail area, to add to New Hall Hey Retail Park's existing 6182 sq.m, of which 3,817 sq.m gross is at ground floor level, **to give this Out of Centre Retail Park a new gross retail area of 9739 sq.m, and to increase its car parking from 157 to 381 spaces.**

2. Rawtenstall Town Centre estimated net **Primary Shopping Area is 5911 sq.m** and its Secondary is 6543 sq.m. Its public **car parking** for shoppers, workers, commuters and residents is 281 Long Stay + 171 Short Stay = 452 + On-street c118 = **Total c570 Spaces.**

3. Rossendale Local Plan Core Strategy 2011. This was subject to Hearings in Public before a Planning Inspector, who considered it in relation to the new National Planning Policy Framework, and, as adopted by Rossendale Borough Council, it does not support food sales at New Hall Hey:-

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

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.

4. National Policy on retail locations. RCT note NPPF's S2 Ensuring the vitality of town centres, where the definition of Edge of Centre, shows this as within 300m of a Primary Shopping Area. New Hall Hey is far Out of Centre at c.800m.

5. RCT would remind Members that, having given Planning Approval 2007/030 for the erection of 3 retail units measuring 3358 sq.m, 1412 sq.m and 1412 sq.m, these units were constructed by August 2010; and then **remained vacant until Members were persuaded in 2014 to allow** a variation of the conditions, attached to this 2007 planning permission, so that 1,162 sq.m of the gross floor space (Unit A1) can sell all Class A1 goods, including **food, drink** and clothing, along with ancillary uses. In order, it appears to RCT, **to bring a M&S Simply Food to Rossendale; a decision that looks to have "trumped" both local and national planning policies and their intentions to ensure the vitality of town centres.**

6. Rawtenstall Town Centre Retail Growth and Potential. RCT suggest that if a need was not evident in 2006, it certainly isn't now. Did Rawtenstall, or Rossendale, really need this Out of Centre's M&S's 1162sq.m of Simply Food sales, when it had a new Asda, Lidl, Tesco, B&M's 340sqm of food sales in the 3543 sqm ex Focus DIY, the Valley Centre cleared for redevelopment, and the vacated New Hall Hey Station Court: 2181sqm gross, c150 car spaces.

RCT estimate net retail, from VOA data, shows Rawtenstall Town Centre's:- Primary 5911sq.m, Secondary 6543sq.m, Edge 20203sqm to total 32657sqm. **The real change for Rawtenstall was Asda's 10986sqm nett, 13106sqm gross.**

F. RCT note LCC's Lancashire Profiles, which shows gross retail area in Rossendale: 974 - 90,000sqm, 1998 - 92,000sqm, 2008 - 119,000sqm or 29% Lancashire's No 1 for growth in retail space to Hyndburn's 16.6%, and Burnley's 13.5%.

27 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

Town	Population	Gross Retail sqm	Sqm/head
Chorley	104,000	173,000	1.65
Rossendale	67,300	119,000	1.77
Blackburn+Darwen	140,700	312,000	2.22
Hyndburn	81,600	196,000	2.40
Preston	132,000	457,000	3.46

Does this show the effects of being close to larger centres?

Maybe, but then take the situation of a large town, close to both other large towns, and also city centres. We see Warrington, where a main high street Boots has moved into a Debenhams expanded Golden Square, and its site is now proposed for a smaller Retail Market. Where a population growth from 122,300 in 1968 to 202,228 in 2011, relates to a 55% reduction of town centre shopping floorspace to 4.8 sqft per person – 0.45 sqm/p, but its gross retail of c296,000 sqm is only 1.46 sqm/p.

Or are we also seeing the effects of the change to larger retail units with more efficient use of space: better ratios of net to gross areas: 49-51 Bank Street ex Woolworths' 49% to Asda St Mary's Way's 84%?

So note Rossendale's recent growth: Tesco x 2, a new Asda, a Lidl, Bacup's 2022sqm Morrisons, and a B&M with Planning Permission for 340sqm of food sales in the 3543 sqm ex Focus DIY. Did Rawtenstall or Rossendale need an Out of Centre 1162sqm of food sales in M&S? And now an Aldi as part of 3557 sq.m gross retail area, added to New Hall Hey Retail Park's existing 6182 sq.m.

Policy R2: Rawtenstall Town Centre Extension

Within the area defined on the Policies Map within Rawtenstall Town Centre shown as an extension to the Primary Shopping Area, redevelopment will be permitted subject to the following:

- a) Comprehensive development of the site is demonstrated through a masterplan;**
- b) The implementation of development in accordance with an agreed design code; and**
- c) An agreed programme of implementation in accordance with the masterplan.**

The following mixes of uses are considered to be appropriate:

- i. Retail (Use Class A1);**
- ii. Hotel (Use Class C1);**
- iii. Restaurants and cafes (Use Class A3);**
- iv. Drinking establishments (Use Class A4);**
- v. Leisure uses (Use Class D2);**
- vi. Employment uses comprising B1 (Business)**
- vii. Residential units above ground floor level.**

RCT support the hopes in R2, but ask where's the nice big landscaped car park.

Policy R3: Development and Change of Use in District and Local Centres

The boundaries of the District and Local Centres are defined on the Policies Map. The following criteria apply for change of use and development in District and Local Centres:

- a) Planning permission will be granted for A1, A2, A3, and A4 uses which support the role and function of District and Local Centres.**

b) A5 uses (hot food takeaways) will be permitted where the proposal would not adversely impact, either individually or cumulatively, on the function, vitality and viability of the centre, subject to the provisions of other policies in this Plan.

c) Planning permission will be not be granted for non-retail uses (including the loss of A1 use) unless it can be shown that there is no demand for retail or commercial use or the property was last occupied by a non-retail/non-commercial use. This will need to be demonstrated through an active 12 month marketing process showing that the property has been offered for sale or rent on the open market at a realistic price and that no reasonable offers have been refused.

The provision of flats on the upper floors of the building will be encouraged but this will not apply where the applicant can demonstrate that the whole building will be fully utilised for retail/commercial purposes.

RCT support R3.

Policy R4: Existing Local shops

Development proposing the change of use or loss of any premises or land currently or last used as a local shop (Use Class A1) outside of the defined town centre; district or local centre boundaries will be permitted where it can be demonstrated that:

- a) The use is not financially viable; and
- b) There is sufficient provision in the local area

RCT support R4.

Policy R5: Hot Food Takeaways

The development of hot food takeaways will be supported provided the following criteria are met and subject to other policies of this plan:

- the development is located within a town or district centre and it would not adversely impact the vitality and viability of the area;
- where the proposed development would be located outside of the primary shopping area of the town or district centre it is of no more than 100 square metres (gross) floorspace and it would not give rise to an over-concentration of hot food takeaways that adversely impacts the vitality and viability of the area;
- where the proposed development is located within 400m of a primary school and/or secondary school that lies outside of designated town and district shopping centres, takeaway opening hours are restricted at lunchtimes and school closing times;
- development for A5 use would not adversely contribute to obesity in wards where more than 22% of Reception class age pupils are classified by Public Health England as obese;
- healthy eating options are promoted as part of the menu;
- where a new shopfront is proposed it is of a high quality design that is in scale and keeping with the area;
- provision is made for the control and management of litter both on site and on the public highway;
- provision is made for the treatment and management of cooking odours and any external flue/means of extraction would not cause harm to visual or residential amenity, and;
- The development would not give rise to unacceptable adverse impacts on local amenity, privacy or highway safety.

RCT support R5 subject to retention of: *The development of hot food takeaways (use class A5) will be considered against the latest guidance published by the Council, currently the “Interim Statement on Hot Food Takeaways”.* **The development of hot food takeaways will not be**

permitted on sites located within 250 metres of a school entrance, youth-centred facility or a park boundary.

Policy R6: Shopfronts

The Council will seek the retention of shopfronts and commercial frontages with features of architectural or historic interest (particularly those in Conservation Areas), unless the replacement or significant alteration of these shopfronts would better preserve or enhance the character of the building and the wider area.

Proposals for new shopfronts and commercial frontages and the improvement of existing frontages should reflect the character of the area. All proposals will be assessed against the policies set out in the “Shopfront design” Supplementary Planning Document including any subsequent updates.

RCT support R6.

Chapter 4: Environment

Strategic Policy ENV1: High Quality Development in the Borough

All proposals for new development in the Borough will be expected to take account of the character and appearance of the local area, including, as appropriate, each of the following criteria:

- a) Siting, layout, massing, scale, design, materials, lighting, building to plot ratio and landscaping.**
- b) Safeguarding and enhancing the built and historic environment.**
- c) Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area.**
- d) The scheme will not have an unacceptable adverse impact on neighbouring development by virtue of it being over-bearing or oppressive, overlooking, or resulting in an unacceptable loss of light.**
- e) Ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.**
- f) Ensuring no unacceptable harm to Heritage assets and their setting.**
- g) Link in with surrounding movement patterns, encourage permeability and reflect the principles of “Manual for Streets”**
- h) Not prejudice the development of neighbouring land, including the creation of landlocked sites.**
- i) Demonstration of how the new development will connect to the wider area via public transport, walking and cycling.**
- j) Minimising opportunity for crime and malicious threats, and maximising natural surveillance and personal and public safety.**
- k) Providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, providing open space, appropriate boundary treatments and enhancing the public realm.**
- l) Including public art in appropriate circumstances.**
- m) There is no adverse impact to the natural environment, biodiversity and green infrastructure unless suitable mitigation measures are proposed.**
- n) That proposals do not increase the risk of flooding on the site or elsewhere, where possible reducing the risk of flooding overall, having regard to the surface water drainage hierarchy.**

o) A Development Brief or Design Code (as appropriate) will be required to support major new development and smaller proposals as appropriate (this document will be proportionate to the size of the scheme). Such documents should set out the design principles, the appropriateness of the development in the context of the area and consideration of innovative design.

p) Where appropriate applications shall be accompanied by an independent Design Stage Review or use methodologies such as “Building by Design”

q) Making provision for the needs of special groups in the community such as the elderly and those with disabilities

r) Consideration of Health impacts, including through a Health Impact Assessment for major developments, looking particularly at effects on vulnerable groups, and identification of how these may be mitigated,

s) Designs that will be adaptable to climate change, incorporate energy efficiency principles and adopting principles of sustainable construction including Sustainable Drainage Systems (SuDS); and

t) Ensuring that contaminated land, land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate investigation, remediation and mitigation measures.

RCT support ENV1.

Strategic Policy ENV2: Heritage Assets

The Council will support proposals which conserve or, where appropriate, enhance the historic environment of Rossendale.

Particular consideration will be given to ensure that the significance of those elements of the historic environment which contribute most to the Borough’s distinctive identity and sense of place are not harmed. These include:

The historic town centres of Bacup, Haslingden and Rawtenstall;

Pre-industrial farmhouses and weavers cottages;

The legacy of mill buildings and their associated infrastructure including engine houses, chimneys and mill lodges and the relationship to nearby terraced workers housing;

The fine examples of Victorian Mill Owners Mansions;

The infrastructure associated with the Boroughs mining and quarrying heritage;

The nineteenth Century Institutional buildings including its libraries, institutes, schools and former public baths;

The range, wealth and quality of its places of worship;

The network of historic open spaces, parks, gardens, and cemeteries;

Proposals affecting a designated heritage asset (or an archaeological site of national importance) should conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is clearly justified and outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances. Where permission is granted for a development which would result in the partial or total loss of a designated heritage asset, approval will be conditional upon the asset being fully recorded and the information deposited with the Historic Environment Record (HER).

Proposals which would remove harm or undermine the significance of a non-designated heritage asset will only be permitted where the benefits are considered sufficient to outweigh the harm to the character of the local area.

Where the proposal affects (non-designated) archaeological sites of less than national importance it should conserve those elements which contribute to their significance in line with the importance of the remains. In those cases where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through the preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development, the findings of which should be deposited with the Historic Environment Record.

Proposals within or affecting the setting of a conservation area will only be permitted where it preserves or enhances the character and appearance of the area including those elements which have been identified within the conservation area appraisal as making a positive contribution to the significance of that area.

All applications which affect a heritage asset should be accompanied by a Statement of Significance which may form part of a Design and Access statement and/or a Heritage Impact Assessment. This should provide the information necessary to assess the impact of the proposals on the heritage asset and its setting including demonstrating how the proposal has taken into account the elements that contribute to its significance including where relevant its architectural and historic interest, character and appearance.

As well as fulfilling its statutory obligations, the Council will:

- Seek to identify, protect and enhance local heritage assets;
- Promote heritage-led regeneration including in relation to development opportunities;
- Produce conservation area appraisals and management plans;
- Develop a positive strategy to safeguard the future of any heritage assets that are considered to be “at risk”;
- Adopt a proactive approach to utilising development opportunities to increase the promotion and interpretation of the Borough’s rich archaeological wealth; and
- Develop a positive heritage strategy for the Borough.

RCT supports ENV2 and welcomes the proposals to add, to the present nine conservation areas:

Haslingden, Crawshawbooth, Helmshore and Newchurch, and to extend Chatterton Strongstry. And notes:-

A. RCT would also hope that the Management Proposals Plans are *to be developed, and where necessary, brought back to Council for specific approval for their incremental implementation as resources allow, including the re-designation of Conservation Area boundaries.* THE CABINET Wednesday 26th October 2011.

B. RCT welcome the news *that the Council are developing a local list of non-designated heritage assets which include buildings, monuments, sites, places, areas or landscapes of significance.* These heritage assets don’t meet national standards for designation but make a significant contribution to Rossendale’s landscape and merit consideration in planning decisions. The identification of heritage assets on the list plays an important role in ensuring the proper validation and recording of Rossendale’s local heritage assets and in protecting the Borough’s individual character and distinctiveness. Assets on the list have been carefully selected in accordance with guidance on Local Heritage Listing from Historic England.

RCT assume that this present list stems from that produced by The Rossendale Heritage Network in 1992, noted in Rossendale District Local Plan: First Review’s Public Inquiry 1994 Inspector’s Report: para 2.602, and as referred to in:-

***Core Strategy DPD Consultation 16th May – 27th June 2011
Representations Received & Council’s Response
Published by Rossendale Borough Council Forward Planning Team July 2011***

Council's Response includes:-

The Council believes that the building does have local significance; the countersigning adviser to the June 2008 English Heritage Adviser's report on potential Listing said of the former Workhouse that it is "clearly of interest in a local context, especially with the imposing main frontage". This was re-iterated in a DCMS letter to Jake Berry MP in 2010.

The Rossendale Heritage Network Group document "Rossendale's Local List" includes this property "Rossendale General Hospital" as site ref RST 26 where it states that it is the only unlisted building in Rawtenstall that is mentioned in Pevsner. Although not formally adopted by RBC, the existence of this document suggests that properties included within it should be recognised as heritage assets according to PPS5. In addition the site and buildings are shown and referenced in the Lancashire Historic Town Survey – Historic Town Assessment Report for Haslingden dated June 2005 (cover dated July 2006). The site is therefore already a recognised heritage asset -whilst it is not "designated" it does have local significance.

RCT note that the LPA, gave permission for demolition, after Valuation Office Agency Report.

The VOA noted that the LPA wished to retain the building, but it supported the viability of the applicant's development options for the site. It included an extract from NPPF's clause 173, and noted that, in the absence of listed building or other protection, the NPPF, in effect, supported both applicants and landowners aims to get best profit and return from their projects and land disposals.

Policy ENV3: Landscape Character and Quality

The distinctive landscape character of Rossendale, including large scale sweeping moorlands, pastures enclosed by dry stone walls, and stonebuilt settlements contained in narrow valleys, will be protected and enhanced.

The Council will expect development proposals to conserve and, where possible, enhance the natural and built environment, its immediate and wider environment and take opportunities for improving the distinctive qualities of the area and the way it functions.

Development proposals which are in scale and keeping with the landscape character and which are appropriate to its surroundings in terms of siting, design, density, materials, external appearance and landscaping will be supported.

In order to protect and enhance the character and quality of the landscape, development proposals should:

- Respond positively to the visual inter-relationship between the settlements and the surrounding hillsides and follow the contours of the site;**
- Not have an unacceptable impact on skylines and roofscapes;**
- Be built to a density which respects the character of the surrounding area with only low density development likely to be acceptable in areas abutting the Enclosed Upland or Moorland Fringe Landscape Character Areas;**
- Retain existing watercourses, trees and green infrastructure features that make a positive contribution to the character of the area;**
- Incorporate native screen planting as a buffer to soften the edge of the building line in valley side locations;**
- Take into account views into and from the site and surrounding area; retaining and, where possible, enhancing key views; and**
- Retain and restore dry stone walls, vaccary stone flag walls and other boundary treatments which are particularly characteristic of Rossendale.**

Development proposals should incorporate a high quality of landscape design, implementation and management as an integral part of the new development. Landscaping

schemes should provide an appropriate landscape setting for the development and respect the character and distinctiveness of the local landscape.

RCT support ENV3 and welcome how the *Council has commissioned various consultants to better understand Rossendale's valuable landscape and to investigate the potential effects of development. The Council together with neighbouring local authorities commissioned Julie Martin Associates to undertake a study⁵ to investigate the potential effects of wind energy development on the character and quality of the landscapes of Rossendale and the wider South Pennines area.*

More recently, the Council commissioned Penny Bennett Architects to develop this approach into a broader application to all development. This Study recommends that development should not generally take place within enclosed upland or moorland fringe landscape character types, identifies the importance of green infrastructure such as native screen planting and the need for development to retain key views to important landmarks.

Policy ENV4: Biodiversity, Geodiversity and Ecological Networks

Development proposals that have potential to affect a national or locally-designated site as shown on the Policies Map and its immediate environs or on protected habitats or species will be expected to be accompanied by relevant surveys and assessments detailing likely impacts. A sequential approach should be followed to avoid harm and where possible enhance biodiversity, and where not possible, provide appropriate mitigation and as a last resort, on and off-site compensatory measures to offset the impact of development. Any development that adversely affects or damages a Site of Special Scientific Interest (SSSI) will not normally be granted permission.

Development proposals should protect areas of biodiversity and protected species; areas of geodiversity and ecological networks and where possible enhance sites and linkages. Any adverse effects should be first of all avoided; if this is not possible, minimised and mitigated against, and where this cannot be achieved, compensated for with a net gain for biodiversity demonstrated.

Key components of Ecological Networks have been identified on the Policies Map. As well as designated ecological areas these include "Greenlands" which are areas of open space including parks, cemeteries and open land many of which were previously included in the Core Strategy. Opportunities to enhance components of the Ecological Network, particularly the defined "core areas" and "Stepping Stones" and the linkages between them will be supported with development proposals affecting them expected to identify how this is being addressed. A Supplementary Planning Document (SPD) will be produced setting out more fully the elements within and the role of Ecological Networks.

The design and layout of new development should retain and enhance existing features of biodiversity or geodiversity value within and immediately adjacent to the site. Ecological networks should be conserved, enhanced and expanded. Development proposals will be expected to demonstrate how ecological networks are incorporated within the scheme.

Where appropriate, development should incorporate habitat features of value to wildlife especially priority species, within the development (including within building design).

Developments of 100 dwellings or more will be expected to undertake an "Appropriate Assessment" of the impact of the proposal on the Breeding Bird Assemblage for the South Pennine Special Protection Area that are also present within the Borough. The Appropriate Assessment should identify measures necessary to avoid, minimise or mitigate against harm.

Provision of, or contributions to creation of, Sites of Suitable Alternative Natural Green Space (SANGS) will be sought where development would have an individual or cumulative impact on Priority Species resident in or making use of habitat in the Borough.

The Council will work with other authorities and partner organisations in the South Pennines to develop a Visitor Management Plan for the South Pennine Special Protection Area (SPA).

RCT support ENV4.

Policy ENV5: Green Infrastructure networks

Development proposals will be expected to support the protection, management, enhancement and connection of the green infrastructure network, as identified on the Policies Map. Proposals which enhance the integrity and connectivity of the green infrastructure network will be supported. Development proposals should seek first to avoid or if not feasible, mitigate biodiversity impacts on-site. Schemes which would result in a net loss of green infrastructure on-site will only be permitted if:

- The loss resulting from the proposed development would be replaced by equivalent or better provision elsewhere (achieving an overall net gain in biodiversity offsite compared to that lost including long-term management proposals); and
- The proposals would not have an unacceptable impact on amenity, surface water run-off, nature conservation or the integrity of the green infrastructure network.

Where practicable and appropriate, new green infrastructure assets incorporated into development proposals should be designed and located to integrate into the existing green Infrastructure network and should maximise the range of green infrastructure functions and benefits achieved.

RCT support ENV5 provided that it is amended to include Greenlands and a commitment to consult with Natural England where the acquisition and creation of Green Infrastructure/Greenland has been grant funded by them, as successor to the Countryside Commission, following their involvement in the creation of Rossendale Groundwork Trust in 1983.

Policy ENV6: Environmental Protection

Development which has the potential, either individually or cumulatively, to result in pollution that has an unacceptable impact on health, amenity, biodiversity including designated sites, air or water quality will only be permitted if the risk of pollution is effectively prevented or reduced and mitigated to an acceptable level by:

- Undertaking assessments and/or detailed site investigations of land which is or may be affected by contamination and implementing appropriate remediation measures to ensure the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area;
- Ensuring developments are sensitively designed, managed and operated to reduce exposure of sensitive uses and wildlife to noise and noise generation having regard to the location of the proposed development, existing levels of background noise and the hours of operation;
- Assessing the impacts of new development on surface water and groundwater quality and implementing suitable measures to control the risk of these being adversely affected;
- Incorporating appropriate measures to prevent light pollution through the design and siting of the development and by controlling the level of illumination, glare, and spillage of light including through the use of developing technologies such as LED; and
- Undertaking Air Quality Assessments to the satisfaction of the Council for proposals which have the potential to have a significant adverse impact on air quality, particularly within or adjacent to an Air Quality Management Area (AQMA) shown on the Policies Map, and implementing measures such as Travel Plans, dust suppression techniques and the incorporation of electric car charging points to both mitigate the effects of the development on air quality and to ensure that the users of the development are not significantly adversely affected by the air quality within that AQMA. Provision of electric charging points will be expected on all new housing developments unless exceptional circumstances can be demonstrated.

Development will not be permitted if the risk of pollution cannot be prevented or if mitigation cannot be provided to an appropriate standard with an acceptable design.

New development proposals for sensitive uses, such as housing or schools, located near to existing noise, odour or light generating uses will be expected to demonstrate that the proposal is compatible with the surrounding uses and that an acceptable standard of amenity

would be provided for the occupiers of the development, for example through the use of mitigation measures to reduce the exposure of the occupants to pollution, the design of the building and its orientation and layout.

RCT support ENV6.

Policy ENV7: Wind Turbines

Community led proposals for wind turbines in all parts of the Borough will be supported provided they meet the technical requirements set out below.

Areas suitable for commercial Wind Turbines have been identified on the Policies Map.

Single, and exceptionally, small groups of Turbines of up to 59m may be suitable in the “*Enclosed Uplands Areas Suitable for Wind Turbines*” shown on the Policies Map. New larger turbines or re-powering of existing ones may be considered on the “*High Moorland Plateau Areas Suitable for Wind Turbines*” shown on the Policies Map provided areas of deep peat (over 40cm depth) and blanket bog are avoided. Development of new wind turbines over 25 metres in height or re-powering of existing machines outside these areas would be resisted. .

All areas of the Borough are considered to be potentially suitable for single turbines of up to 25m in height.

Commercial proposals for new wind turbines or re-powering of existing schemes outside Suitable Areas defined on the Policies Map should demonstrate that the criteria used for designating these areas have been fully addressed in their proposals as well as covering the criteria set out below.

Proposals for commercial wind farms and individual turbines (including repowering of existing schemes) within Areas of Search shown on the Policies Map will only be supported if the following criteria are addressed to the satisfaction of the Local Planning Authority:

- The impacts identified by the local community have been taken into account and fully addressed;
- The scale, height and siting of the turbine(s) and all supporting information is appropriate to the area taking into account:
 - o The vertical height and horizontal expanse of the topography;
 - o The degree of openness of the landscape;
 - o The scale of adjacent landscape features, buildings and walls;
 - o The proximity to designated and non-designated built heritage assets;
 - o The proximity to distinctive landforms, such as a ridgeline, knoll or rock outcrop, which makes a key contribution to local landscape character;
 - o The presence of existing settlement or field patterns; and
 - o The opportunities to screen or reduce the visual impact of the development;
- It would not result in the loss of, or significantly detract from, key views of scenic landmarks or landscape features;
- The design, colour, layout and arrangement of turbines are appropriate to their setting;
- The proposal would not result in unacceptable visual clutter in combination with other existing structures with cumulative impacts fully assessed to the satisfaction of the Council;
- There would be no unacceptable harm to neighbour amenity, protected species or the use of public rights of way or bridleways or a severe impact on highway safety;
- Shadow and Reflective Flicker impacts on buildings and Public Rights of Way are fully assessed with a precautionary approach taken to mitigation;
- The scheme would not result in unacceptable noise impacts, including amplitude modulation, on residential properties and other sensitive users;

- The impact on geology, including former mine workings, peat and hydrogeology is fully appraised and issues identified addressed including restoration plans as appropriate;
- No development is proposed on areas of peat of over 40cm depth;
- Impacts on designated species and ecological assets are avoided or minimised;
- The proposal does not cause unacceptable harm to any heritage assets and their setting;
- The impact on recreational assets is assessed and impacts on key routes such as the Pennine Bridleway and Rossendale Way are avoided or if this is not possible, mitigated;
- The scale, siting and design of any ancillary structures and access tracks are appropriate to the character of the area and the landscape setting;
- The submission contains a Construction Management Plan, including impacts on the Highway network, and incorporates proposals for managing the de-commissioning and removal of the turbines and the restoration of the site;
- Any landscape features removed or altered to enable the erection of the turbine are reinstated and the design, materials and scale of any new fencing or walling needed is appropriate to the character of the local area;
- Issues with respect to the following are appropriately addressed to the satisfaction of the Local Planning Authority:
 - o Shadow and reflective flicker
 - o TV and phone reception
 - o Air traffic radar reception; and
- A de-commissioning scheme is included.

Applicants will be expected to take into account the latest Good Practice guidance produced by or on behalf of the Council on assessing the Landscape Impacts of Wind Turbines.

RCT objects to parts of ENV7:-

A. To Areas of Search as shown on the Policies Map, and note evidence base is: The *Landscape Capacity Study for Wind Energy Developments in the South Pennines* by Julie Martin Associates (JMA2010), its map for Rossendale should be added or linked to the Policy Map and should be brought, up to date, to now include and clearly mark, as well as the present Scout Moor and other Wind Turbines, those that were refused -1, and those that were approved -2, by the Secretary of State's decisions in 2017 on Scout Moor:-

1. *the proposed turbines sited near to the edge of the moor would have a significant adverse effect on the landscape character and visual amenity.would result in significant adverse visual effects and would harm the appearance of the area for local receptors to the north and west of Scout Moor.*
2. *the proposal would be largely contained within the footprint of the existing wind farm and would have a negligible effect on the local landscape..... would integrate well with the existing wind farm and would have a localised visual effect of minor significance.*

It should also locate important open view areas, such as to west of Burnley Road, Loveclough, that have been included in Local Plans and supported at Planning Appeals.

B. To no provision to secure compatibility with developing Local Plans and Spatial Frameworks of adjoining areas: how larger turbines are visible for the greatest distance; RCT note:-

October 2016 First Draft Greater Manchester Spatial Framework, in its 242 pages, is silent on renewable and other energy sources: solar, shale, nuclear, wind, hydro, biomass, or even district heating in GM15 Carbon Emissions. A Second Draft is expected in 2018.

GMSF's 2015 Background Infrastructure and Environment section on Carbon Emissions: 16.5
In the case of wind turbines, national planning guidance directs that "a planning application should not be approved unless the proposed development site is an area identified as suitable for wind energy development in a Local or Neighbourhood Plan. Wind energy development will need to have been allocated clearly in a Local or Neighbourhood Plan. Maps showing the wind resource as

37 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

favourable to wind turbines or similar will not be sufficient". The question for the GMSF is therefore (a) is there sufficient potential for renewable energy generation in Greater Manchester (b) should this be within the scope of the GMSF and (c) is the available evidence sufficient?

GMSF's Background Paper Greater Manchester Spatial Energy Plan 2016 Evidence Base Study: While technical potential can be identified there are considerable challenges in getting new onshore wind projects through the planning system which is likely to be constrained by the **current policy position (DCLG, 2015)****..... A recent series of studies carried out for GM (JBA Consulting, 2014) identified a number of potential sites for wind turbines across 6 of the districts in GM.....Across the 6 districts a total of 60MW of potential wind resource has been identified (JBA Consulting, 2014). Using the output factor from existing wind in the GM area this could provide 141GWh per year. This is 1.1 % of the total 2015 electricity consumption in GM. There are large wind sites within Greater Manchester (Scout Moor), but the electricity and carbon savings are not attributed to GM but to neighbouring counties.

C. RCT notes from **Written Ministerial Statement on Wind Energy Development (June 2015): In applying these new considerations, suitable areas for wind energy development will need to have been **allocated clearly** in a Local or Neighbourhood Plan. Maps showing the wind resource as favourable to wind turbines, or similar, will not be sufficient. Whether a proposal has the backing of the affected local community is a planning judgement for the local planning authority.

D. RCT while welcoming the policy's safeguards, objects to a presumption to support individual turbines without taking account of their "cumulative" affects: the impact of a large number of single turbines over a wide area could be far worse than a small group. Overall, there is a need to acknowledge that by appearing to be accommodating of turbines, Rossendale Borough Council is opening itself up to more possible Appeals and Inquiries which are time, energy and financially draining. The Council should, in its policy, make clear that applications for ALL turbines MUST go through a public assessment process and that notice will be taken of the results of that process. Recent experience should inform this policy.

Policy ENV8: Other forms of Energy generation

The Council will take a positive approach to renewable energy proposals in the Borough, such as solar and hydro-electric schemes, including community led initiatives, subject to the Authority being satisfied that any negative impacts, including of any supporting infrastructure, can be minimised. Proposals for decentralised energy generation and distribution will be given positive consideration subject to their wider environmental impacts.

Consideration of energy generation through extraction of carbon based resources (coal, gas, etc) is the responsibility of Lancashire County Council as Minerals and Waste Authority.

RCT supports ENV8.

Policy ENV9: Surface Water Run-Off, Flood Risk, Sustainable Drainage and

Water Quality

All Development proposals including on allocated sites will be required to consider and address flood risk from all sources. A sequential approach will be taken and planning permission will only be granted for proposals which would not be subject to unacceptable flood risk, or materially increase the risks elsewhere and where it is a type of development that is acceptable in the Flood Plain. Assessment should be informed by consideration of the most up to date information on Flood Risk available from the Environment Agency, the Strategic Flood Risk Assessment (SFRA) and from the Lead Local Flood Risk Authority.

Developers will be expected to provide appropriate supporting information to the satisfaction of the Local Planning Authority such as Flood Risk Assessments for all developments in Flood Zones 2 and 3. Site specific mitigation measures should be clearly identified.

All development proposals will be required to manage surface water as part of the development and should seek to maximise the use of permeable surfaces/areas of soft landscaping, and the use of Green Infrastructure as potential sources of storage for surface

water run-off. New development should not increase on-site or off-site surface water run-off rates and, where practicable, should seek to reduce surface water run-off to greenfield rates.

Discharge of surface water into the public sewer network should only be considered where it can be demonstrated that no other option is feasible.

Proposals for major development as identified by the Town and Country Planning (Development Management Procedure) (England) Order 2015 and subsequent amendments will be expected to incorporate Sustainable Drainage Systems (SuDS) which manage any surface water run-off arising from the development and minimise the risk of flooding on the development site and in the surrounding area. The proposed drainage measures should fully integrate with the design of the development and priority should be given to SuDS techniques which make a positive contribution to amenity, biodiversity and water quality as well as overall climate change mitigation. Alternatives to SuDS will only be permitted where it is demonstrated that SuDS are impractical or there are other exceptional circumstances. All SuDS schemes should incorporate clear implementation, management and maintenance arrangements.

Proposals for minor development in areas at risk of flooding should also incorporate SuDS into the design of the scheme unless there is clear evidence that it would be inappropriate. Drainage proposals for minor schemes should at least demonstrate that SuDS solutions have been considered.

Development proposals which discharge surface water runoff to foul drainage connections or combined sewers will only be permitted if it has been demonstrated that:

Separate surface water drainage is not available and cannot be practicably provided;

Sufficient capacity exists in the foul or combined sewer; and

The proposal would not exacerbate the risk of flooding or result in deterioration in water quality. Use of septic tanks will only be permitted where connection to the foul sewer network is not feasible.

RCT support ENV9, and note that *the Council commissioned JBA Consulting to undertake a Level 1 and Level 2 Strategic Flood Risk Assessment (2016) for Rossendale*⁸. *This study looked at a large number of potential development sites in the Borough and made recommendations in relation to their potential flood risk. The Council has taken the recommendations into account when considering individual site assessments for the Local Plan.* **RCT note that Rossendale has many wet and well spring'd slopes, and of the long tradition of private culverts to water courses and even to public sewers, which with the private sewers transfer, we should gradually see being recorded, and possible need's to require SuDS works.**

Policy ENV10: Trees and Hedgerows

Development proposals must seek to avoid the loss of, and minimise the risk of harm to, existing trees, woodland, and/or hedgerows of visual or nature conservation value. Any harm to ancient and veteran trees should be avoided unless wholly exceptional circumstances can be demonstrated. Where trees and/or woodlands are to be lost as a part of development this loss must be justified as a part of an Arboricultural Implications Assessment (AIA) submitted with the application.

The Council will expect developers to plan for retention by using an AIA to inform site layout, in advance of the submission of any application. Where trees, woodland and/or hedgerows lie within a development site, they should wherever possible be incorporated effectively within the landscape elements of the scheme.

Development proposals should:

not result in the loss of trees or woodland which are subject to a Tree Preservation Order or which are considered worthy of protection;

not give rise to a threat to the continued well-being of retained trees, woodlands or hedgerows;

not involve building within the canopy or root spread of trees, woodlands, or hedgerows which are to be retained, except where it can be proven that the construction can be carried out in accordance with the most up-to-date British Standard and an appropriate method statement is fully adhered to;

make a positive contribution to Green Infrastructure where it is within or adjacent to identified Green Infrastructure networks; and

make a positive contribution to biodiversity.

To ensure that the benefits of the proposed development outweigh the harm resulting from the loss of trees, woodlands or hedgerows, compensatory planting must take place at a ratio of at least 2:1. Where this ratio cannot be achieved this must be fully justified with the compensatory measures proposed clearly justified.

Trees within a Conservation Area that are 75mm diameter or above at 1.5m above ground level, and trees protected by tree preservation orders will be given detailed consideration when considering planning consent. Any planning proposal must seek to retain these trees unless there are sound arboricultural reasons (as justified within the AIA) for their removal.

RCT support ENV10 and note that *Rosendale generally has a low level of tree coverage and the retention and protection of trees, woodland and hedgerow is critical in terms of biodiversity and also to protect the Borough's individual landscape and character. Trees and hedges also have an important role in management of climate change including urban cooling effects. Core woodland areas exist at Whitworth, Buckshaw Brow, Edenfield and the Ogden Reservoir Valley and these areas are connected by "stepping stone" habitats as identified on the Lancashire Ecological Network Maps. RCT note the legacy of Lancashire County Council and Rosendale Groundwork's often Countryside Commission/Natural England and Forestry Commission grant funded tree plantings; and the so far unsuccessful LCC grant bid funded Community Woodland Project from Cloughfold to Waterfoot.*

Chapter 5: Leisure and Tourism

Strategic Policy LT1: Protection of Playing Pitches, Existing Open Space, Sport and Recreation Facilities.

Playing Pitches, Existing Open Space, Sport and Recreational Facilities are shown on the Policies Map.

Development proposals which would result in the loss of playing pitches and associated facilities and land or buildings in recreational or sporting use or last used as such or which would prejudice the use of these areas for sport and recreation will be resisted and only be permitted where:

A replacement of the same type, of an equal or greater quantity and quality is provided in an appropriate location; or

It is demonstrated to the Council's satisfaction that there is a surplus of recreational land, buildings or facilities of the same type relative to the current and likely future needs of the local community. All development affecting playing pitches and associated facilities will be considered against the most up to date version of the Playing Pitch Strategy; or

The development involves the loss of a small part of a larger site in recreational use and would result in the enhancement of recreational facilities on the remainder of the site, or on a nearby site serving the same community and a net gain in sports provision can be demonstrated; or

In the case of school playing fields or built sports facilities, the development is for education purposes or the Department for Education is satisfied that the land is no longer required for school use and its loss would not result in a shortfall in recreational open space/playing pitches/sports facilities for the local community now or in the future

RCT support LT1 and note that *the Council commissioned a Playing Pitch Strategy for the Borough (2016) which identified a deficit of football pitches and rugby pitches and recommended that all*

existing pitches should be retained, including those not currently in use. Development on such pitches will only be permitted if replacement of equal or higher quality is provided elsewhere in the Borough. **RCT however note the Council's recent planning permission for housing on a private football pitch and adjoining Council Greenland, where the replacement pitch is some distance at Marl Pits. There's reference to "Hubs", but neither Haslingden and Marl Pits are on regular bus routes. And where's the Hub for East Rossendale?**

Policy LT2: Community Facilities

Development proposing the change of use or loss of any premises or land currently or last used as a community facility (including public houses, post offices, community centres, village and church halls, places of worship, children's centres, libraries, cultural facilities, theatres, parks and open spaces and health facilities) will be permitted where it can be demonstrated that:

- a) The facility no longer serves the local needs of the community in which it is located; and**
- b) Adequate alternative provision has been made, or is already available, in the settlement or local area; and**
- c) The use is no longer financially viable; and**
- d) The facility is in an isolated location remote from public transport routes; or**
- e) There is an amenity or environmental reason why the facility is no longer acceptable.**

The creation of new community facilities as part of proposed new developments will be encouraged. Such proposals should, where appropriate, give an indication of how ongoing maintenance will be addressed.

RCT support LT2 and note that *the provision and retention of community facilities is considered to be integral for ensuring that communities are sustainable in the long term. The Council will however safeguard community facilities against unnecessary loss, particularly where this would reduce the community's ability to meet its day to day needs locally, unless it is demonstrated that the facility which would be lost is no longer required or suitable or that an appropriate replacement facility would be provided.*

RCT note the 1974 Local Government Reorganisation legacy of spending balances and loading future generations, still retains, the over budgeted Haslingden Sports Centre, Marl Pits Swimming Pool and Sports Facilities, and Whitworth Swimming Pool. However Bacup no longer has its Leisure Centre, and it's unclear how far the facilities at Fearn's Comprehensive School were intended to be a Joint User Project by Lancs CC, as Bacup BC did not appear to provide funding. East Rossendale is now less well provided for, and is proposed to have most new housing.

RCT also note a 1995 Sports Council funded project at Fearn's: its Fearn's Dual Use Scheme Management Agreement provision for funding directed to a community use, however there is at 26 February 2004 Council a line on 2004/5 Savings – Fearn's, end capital contribution £39,950, but that's all: no sign, so far, of the decision process taken by Members and Officers.

Policy LT3: Tourism

Tourism throughout the Borough will be promoted in the following ways:

- Supporting the "Adrenaline Valley"**
- 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), 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.

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 supporting infrastructure, such as enhanced access through car parking, bike racks, public realm and public transport improvements. The use of existing buildings will be encouraged.

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

Landscape character

Visual quality (including light pollution)

Neighbour amenity

Highways

Nature conservation assets

RCT supports LT3 and note that *the tourism sector has an important role to play in Rossendale's future prosperity. As reported in the 2017 Rossendale Town Centre, Retail, Leisure and Tourism Study, STEAM data from 2015 noted that Rossendale attracted 2% of all tourist visiting Lancashire, providing a total economic impact of £53m, which had grown by 3% from the previous year. RCT also notes that an ageing population might be more likely to come to see heritage assets, and at times notes that its Grade II Listed Weavers Cottage on Bacup Road is often left off local lists.*

Policy LT4: Overnight Visitor Accommodation

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

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

They are appropriate to the locality;

They are complementary to existing tourism facilities;

There is suitable access by a variety of modes;

The capacity of the existing infrastructure is adequate;

There are no adverse impacts on visual amenity, landscape or nature conservation and

The development will not reduce the amount of land for the purposes of open space and recreation.

All ancillary facilities should be designed (in terms of style and materials) to take into account their functions and blend into their settings, with appropriate landscaping and boundary treatments.

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 the centres of Rawtenstall, Haslingden or Bacup. Outside 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.

RCT support LT4 and note *A key finding of the 2017 Town Centre, Retail, Leisure and Tourism Study is that whilst the tourist economy in Rossendale is improving, the Borough is lacking in overnight accommodation, with 'staying visitors' accounting for just 22% of the total 'visitor days' recorded in the Valley in 2015 (compared to 31% at the county level). As the tourism offer improves*

in the Borough it expected that the number of overnight stays will increase. STEAM data from 2015 noted that Rossendale only has 268 visitor 'beds' distributed throughout the Borough, with no modern hotel space available. Accordingly this Report recommended that the Council should prioritise overnight accommodation and look to promote delivery of a modern 'budget' hotel to serve the Rossendale area.

However RCT also note past unsuccessful developer's aims for hotels in New Hall Hey, and site of demolished Accrington and Rossendale College. RCT is concerned that the notion of a "budget" hotel, as a priority, is not just looking for a use to go onto the Council/RTB's site of the demolished Valley Centre. Could more rooms close to local pubs, restaurants and Just Eat "takaways" be as attractive for "staying visitors", than the utilitarian, out by 10.00am, ambience of a "budget" hotel. Or somewhere safe to "park-up" their VW Camper Van.

Policy LT5: Equestrian Development

Proposals for new, or extensions or alterations to existing, private or commercial equestrian facilities will be supported subject to the following criteria:

- In the case of indoor facilities or commercial stables, priority is given to the re-use and conversion of existing buildings or the proposal forms part of a farm diversification scheme;**
- The siting, design and materials would not have an unacceptable impact on visual amenity or the character of the area. They should be well related to existing trees, hedges or landscape features, avoiding prominent positions, and generally at least 30 metres away from neighbouring residential properties;**
- A small private development will involve no more than three horses. For development proposals involving more than three horses, the applicant should submit a statement with the planning application detailing why accommodation of the size proposed is required;**
- Traditional designs will generally be the most appropriate, clad externally in timber and with an internal timber frame, with a maximum ridge height of 3.5 metres for stables. Tack rooms and hay stores should be part of the same building, and each should be of a similar size to an individual stable;**
- Any new or extended stables and associated infrastructure (including ménages, hard-standing, fencing and riding-arena) is of a scale that is proportionate to the activity proposed;**
- Hard-standing areas, access tracks and sand paddocks should be of the minimum size necessary and should not encroach on the open countryside;**
- The design of storage or parking of horse boxes on site, and fencing is appropriate to the local vernacular and not suburban in appearance;**
- Sand paddocks/ménages will utilise existing ground levels unless absolutely necessary and should not appear built out of the ground and thus alien to the natural contours of the land;**
- Floodlighting will be resisted particularly in the open countryside or close to residential properties. Where floodlighting is proposed, it should be designed to minimise light spillage from the lit area and ensure that protected species will not be adversely affected;**
- The site has adequate vehicle access and the proposal would not have an unacceptable impact on the local highway network and highway safety. The movement of horses or vehicles resulting from the siting of stables should not create danger to horses and riders, or to other road users. Stables are best sited to have safe and convenient access to the bridleway network or minor roads, although existing bridleways should not become over-intensively used as a result of the development;**
- The proposal meets appropriate national standards for horse welfare and management such as those established by the British Horse Society and should include details of effective land management to avoid over-grazing and run-off;;**

□□ There should be proper screening for car and horse-box parking and appropriate arrangements for the storage and disposal of manure which would not have an unacceptable impact on surface or ground-water or residential amenity; and

□□ Provision is made for removing any equipment and re-instating the land once its use for horses is no longer required or where the stables and associated development have been unused for a period of at least six months within 10 years of their completion.

RCT support LT5's aims *To minimise the visual impact of proposals, the design, siting and scale of any new or extended stables and associated infrastructure will be expected to be appropriate to its context and should not have an adverse impact on the visual amenity of its surroundings.*

RCT question policy on use timber, it does burn and horses don't use keys, and note recent stables in stone, visible from A56 near Edenfield

Policy LT6: Farm Diversification

Proposals for farm diversification which require planning permission will be permitted on existing farm holdings provided that:

□□ They would make a positive contribution to the continued viability of the farm holding;

□□ They would retain or enhance the character of traditional farm buildings;

□□ Where possible, the proposal re-uses existing buildings of substantial and permanent construction which are structurally sound and capable of conversion without major alterations or the development is well-related to existing buildings if no suitable buildings are available for re-use;

□□ The agricultural diversification is subservient to the main agricultural use of the farm;

□□ Wherever possible, they add value to produce of the farm or produced locally, or contribute to the tourism economy;

□□ The scale and nature of the diversification proposals are appropriate for the location and would not have an unacceptable impact on residential amenity, landscape character, the enjoyment of the countryside or the purposes of the Green Belt;

□□ They do not require new dwellings within the rural area to support the enterprise;

□□ They do not create extensive areas of hardstanding; and

□□ The volume and type of traffic that would be generated is appropriate to the accessibility of the site and the standard of the local highway network.

RCT support LT6, and suggest specific support for funding grant applications for projects that would bring benefits to the community in terms for example of improved access to the countryside outside the Urban and Green Belt Boundaries.

Chapter 6: Transport

Strategic Policy TR1: Strategic Transport

Opportunities to enhance the Borough's external and internal connectivity will be actively supported. Proposals which reduce the need to travel will also be encouraged. Working closely with partners inside and outside the Borough, focus will be on the following:

□□ Improving links to Greater Manchester and the M60/M62 and enhancements to the A56;

□□ Developing the potential of the East Lancashire Railway for both transport and tourism purposes;

□□ Developing the strategic cycle network (Valley of Stone Greenway/National Cycle Route 6) including links between the different routes and to neighbouring authorities;

□□ Addressing congestion hotspots identified in the Highway Capacity Study, specially the gyratory in Rawtenstall;

- Promoting sustainable transport solutions to address congestion and air pollution;
- Addressing known road safety issues;
- Integrating transport more effectively into proposals to improve the public realm where there are opportunities to do so, for example, the area outside Bacup Library and pedestrian links between Rawtenstall Railway Station and town centre; and
- Ensuring that development that generates significant movement is located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

A site for “Park and Ride” facilities will be protected at Ewood Bridge and is shown on the Policies map.

RCT support TR1 and note that *Traffic congestion in Rossendale is most pronounced around the gyratory in Rawtenstall but is also evident from Crawshawbooth into Rawtenstall, Haslingden Tesco roundabout, in Waterfoot and Stacksteads. A new bus station is currently being built in Rawtenstall as part of the Spinning Point development and the Council will explore other opportunities to improve bus services. However RCT sees a need to remind us all of the roles in Rossendale of GOV UK:-*

A. Rossendale in Lancashire’s Roads.

While there is now only a heritage railway, some parts of Rossendale are well served by roads. More were to be, but as you can see from this 1965 LCC Major Road Proposals Plan, the M65 is not there, nor the use of the Haslingden Bye-pass as an A56T diversion instead of the Crawshawbooth Bye-pass.

This left Rawtenstall with just the dual carriageway of St Mary’s Way, meeting, at “Tup Bridge”, the single carriageway Burnley Road. There are many local memories of its original Queens Square Bus Station on the site of what’s now the Fire Station.

And there’s an abandoned section of Pedestrian Underpass, intended for a new Queens Square Bus Station; but this was, RCT believe, prevented by? GOVUK’s DOE or MoT, the highway authority, or the North West Roads Construction Unit who were responsible for the design and construction of these roads?

B. The A56T Diversion from Rawtenstall to Haslingden.

RCT see that the 1970s abandonment of the Crawshawbooth Bye-pass, with up to 4 alternate routes, has moved the focus for new development towards the M66/A56T Corridor. What’s now classed as Rossendale West: Edenfield, Helmshore, Haslingden, Acre, and Rising Bridge, has since the 1980s seen the construction of new housing estates, business parks, and retail outlets.

Compare Haslingden Sykeside Tesco’s Business Rates of £210/sqm with Rawtenstall Bocholt Way Tesco’s £180/sqm, the X41 Transdev commercial bus service from Blackburn to Manchester via Rising Bridge, Acre, Haslingden and Helmshore with no reason to detour to a Rawtenstall Bus Station. Rawtenstall is reached by the 464 Rosso from Accrington to Rochdale. But as for “sustainable transport modes” in terms of NPPF 2012, **RCT note the long walks between bus stops in Haslingden for these services – Not quite Super Stops? Not part of a “Hub and Spoke” bus route pattern. How sustainable to need to look at car park charges to help with running costs of Rawtenstall Bus Station – no grant “free money”.**

C. RCT note these proofs of how Rossendale’s roads were “sorted” with no local say:

Hansard 29 March 1972

Mr Michael Heseltine. Alternative routes for the northern end of the Edenfield-Rawtenstall by-pass to the Calder Valley fast route, details of which were announced by my hon. Friend the Minister of Local Government on 17 March, are currently being investigated. In the meanwhile work on detailed plans for the Crawshaw-booth bypass had been suspended. However minor improvements to the A56 are being considered.

45 of 53. 04/10/2018. RCT’s second and final draft response, to amend 2017’s for 2018.

Haslingden Bye-pass Public Enquiry Inspector Philip M Vine 17 June 1976:

75. Bearing in mind the above facts, I reach the following conclusions:-

1 With regard to the Department's intention that the Haslingden Bye-pass shall form the outhern section of a diversion from Bent Gate to Huncoat of the existing A56 from Rawtenstall to Burnley, **I am unable to reach the conclusion that such diversion is preferable to an improvement on the line, or approximate line, of the existing A56.** Although the diversion of the A56 as proposed by the Department may well be the preferred solution to the undoubted inadequacy of the existing A56, insufficient evidence was tendered by the Department to justify such a conclusion.

No evidence, or insufficient evidence was given as to:-

- a) comparative costs of construction,
- b) comparative costs of land acquisition,
- c) comparative quantified travel benefits or disbenefits,
- d) comparative numbers of properties affected,
- e) comparative environmental impact,
- f) comparative predicted traffic flows.

Policy TR2: Footpaths, Cycleways and Bridleways

The Council will support the development and enhancement of a strategic Public Rights of Way network including enhancements to surfacing, signage and feeder routes. Key routes are shown on the Policies Map and include:

- The "Valley of Stone Greenway" (Rawtenstall to Rochdale)**
- National Cycle Route 6 (Bury-Accrington)**
- Rawtenstall to Clowbridge Reservoir**
- Pennine Bridleway (Mary Townley Loop)**
- Irwell Sculpture Trail/ Rossendale Way.**

Proposals to improve, extend or add to the existing footpath, cycleway and bridleway network in the Borough and in new development will be supported providing they:

- a) **Are integrated with existing routes to facilitate access on foot, by bicycle and by horse;**
- b) **Where appropriate, identify gaps in the existing network and map potential new link routes, particularly in areas where there is a high level of demand;**
- c) **Facilitate access to the network of footpaths, bridleways and cycleways by requiring new development adjacent to existing pedestrian, bridleway or cycle routes to provide direct, safe and secure links to these routes where possible.**
- d) **Do not harm residential amenities;**
- e) **Do not harm nature conservation interests;**
- f) **Take into account the needs of agriculture;**
- g) **Are located and designed to minimise the risk of crime;**
- h) **Have regard to the needs of people with impaired mobility; and**
- i) **Have regard to other users of the route and vehicular traffic.**
- j) **The development would not reduce, sever or adversely affect the use, amenity or safety of a Public Right of Way (PROW), or prejudice the planned development of the network, if acceptable provision is made to mitigate those effects, or divert or replace the right of way before the development commences. Any replacement or diverted PROW must be no less convenient or safe, and of no lower quality than the facility being replaced; Where developments are directly related to the Public Rights of Way network contributions may be sought for their enhancement.**

RCT support TR2 where *Although Rossendale has the densest public rights of way network in Lancashire, much of the network is in a poor condition and there is an identified need to develop, extend, upgrade and improve access to the network.*

However RCT see need to note the legacy of Lancashire County Council, and Rossendale Groundwork's creation of many new pedestrian, cycle and horse riding routes, such as Alan Fishwick Way, Lench Valley Cycleway, Cloughfold Greenway, often from "free money" grants from Countryside Commission, and which are not part of the LCC network, and which should be under the same management structure. This might ultimately require "hard choices" to achieve a well maintained core network.

Policy TR3: Road Schemes and Development Access

Permission will not be granted for any development on land which:

- 1) Is required to allow road access to a site allocated on the Policies Map for development; or**
- 2) will prejudice the construction of identified road schemes.**

RCT support TR3, but must note the recent permission for a bungalow that would prevent the linking of Hollins Way, a mid 1960s Spine Road intended to serve developments from Burnley Road to Newchurch Road. But those were the days: when infrastructure was done first as at Runcorn New Town, and in the early years of Warrington New Town.

Policy TR4: Parking

All proposals for new development will be required to meet the parking standards set out within Appendix 1 unless the applicant can provide an evidence based approach as to why a different level of provision would be appropriate, to the satisfaction of the Local Highway Authority.

Where parking is being provided to serve new development or to address specific local parking problems in existing residential and business areas, including in Crawshawbooth, the Council will expect the parking provision to:

- Be conveniently located in relation to the development it serves;**
- Be safe, secure and benefit from natural surveillance;**
- Be designed to ensure that the use of the parking provision would not prejudice the safe and effective operation of the highway network;**
- Not dominate the street scene or detract from the character of the area;**
- Incorporate secure, covered cycle parking in line with the Parking Standards set out in the Local Plan unless otherwise agreed;**
- Incorporate charging points for electric vehicles where the Council considers it appropriate to do so; and**
- Where appropriate, incorporate adequate soft landscaping and permeable surfaces to avoid the over-dominance of parking and to limit surface water run-off.**

Proposals to redevelop existing garage colonies will only be supported where:

- It has been demonstrated to the satisfaction of the Council that the garage colony is vacant or underused and there is unlikely to be any future demand for the facility; and**
- The redevelopment of the site would not result in a significant increase in on-street parking which would have an adverse impact on the street scene or on highway safety.**

RCT support TR4 and note that *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 in "Manual for Streets" (2007) to ensure that layouts are not car dominated.*

However this needs to state – unless at least 3 metres internal width. Gradients of parking spaces in many developments are irresponsibly too steep, and where located running down to key access roads, such as Hollins Way; the Council should be prepared to accept their past actions by providing grants to remodel, closer to level, such private parking areas.

Rossendale Civic Trust support TR4's retention of Core Strategy parking standards, but note some inequalities in Rossendale's Public Car Parking, and, see below, have specific objections to present policies affecting Bacup.

Areas and Numbers. - 2 February 2013

Core Strategy Parking Standards for A1 Retail with accessibility reductions:

Food: 1 Space / 15 - 22sqm

Non Food: 1 Space / 21 - 31sqm

Bacup*

116 Long Stay – 117 in 2014 + 91 On-street = Total 208

Net Retail less Coop and Morrisons 4095sqm

35sqm / Off-road Space

20sqm / Off-road + On-street Space.

Crawshawbooth

7 Long Stay + 13 Short Stay = 20

Net Retail 899sqm

45sqm / Space

Haslingden

168 Long Stay + 66 Short Stay = 234

Net Retail less Winfields, Coop and Holden Wood 5982 sqm

26sqm / Space

Rawtenstall

285 Long Stay + 136 Short Stay = 421

+ On-street 118 = Total 539 Spaces

Net Retail Primary and Secondary less Lidl and Focus 8877sqm

21sqm / Off-road Space

65 sqm / Short Stay Off-road Space

16/17sqm / Total Space

35 sqm / Total Short Stay and On-street

Waterfoot

94 Long Stay + 34 Short Stay = 128

+ On-street c60 = Total 188 Spaces

Net Retail 3129sqm

24 sqm / All Off-road Space

92 sqm / Short Stay Off-road Space

17 sqm / Total Space.

33 sqm / Total Short Stay and On-street

Whitworth

83 Long Stay

Net Retail less Coop 1114sqm

13sqm / Space

***RCT note comments on Bacup THI's Public Realm 2014.** RCT did not see the complete replacement of St James Square's present working highway layout of sufficient priority to spend a reported £400,000. Bacup, unlike other shopping centres in Rossendale, has less car parking: c96 to Rawtenstall's c529, and far less in relation to number and size of its shops: 1/43sqm to Rawtenstall's 1/16-17sqm of net retail floor area, and no Short Stay Car Park close to its centre. 48 of 53. 04/10/2018. RCT's second and final draft response, to amend 2017's for 2018.

Now with a large supermarket and its 132+ space car park on the edge of the town centre, the town centre shops are at a disadvantage. The best way to conserve Bacup's historic town centre is to have successful traders. A need, as set out in the 2011 approved local plan, "Town centre parking in Bacup and at key visitor locations will be provided and improved".

Our members also had concerns about the suitability of "shared space" at well over national guidance of 100 vph, and we gave detailed comments on the concept design for St James Square, and where we saw a need for some changes in priorities. **Not very sustainable.**

3. Rossendale Infrastructure Delivery Plan August 2018.

Rossendale Civic Trust shares the view given in its :-

Executive Summary

Much of the infrastructure in Rossendale, as in many parts of the country, dates from the Victorian era and has been progressively added to as new development comes forward. While utilities have an ongoing maintenance programme, additional growth brought forward by the Plan will necessitate new infrastructure investment. Much of this will be required on a case by case basis as new development comes on stream.

RCT has summarised the text and sees some key issues in bold, where present capacity ought to affect where and when development should take place.

A. Education

Currently LCC have indicated they are **not actively looking for additional secondary schools sites** and continue to monitor the housing to be brought forward to understand the impact across secondary schools in Rossendale.

Current data provided by Lancashire County Council School Planning Team indicate that there is a **projected shortfall of primary school places across the Rawtenstall and Ramsbottom areas** within the next 5 years of the local plan.

LCC have indicated that **if the planned level of development proposed at Edenfield goes ahead they may require either a school extension or a new school.** The cost of a new School would be in the region of £4 million.

Secondary schools currently show a **surplus across the district, Fearn's is the main High School with available space.** Currently LCC have indicated they are not actively looking for additional secondary schools sites and continue to monitor the housing to be brought forward to understand the impact across secondary schools in Rossendale.

There is **no additional need for Sixth Form provision within the local Plan** as it is anticipated there will be sufficient spare capacity across the district and beyond.

RCT NOTE where's Accrington and Rossendale College after sale and exit from its site in Rawtenstall, and withdrawal from motorcycle maintenance training in Bacup.

B. Transport

The valley nature of the Borough and the high degree of urbanisation along main roads means that there is little option for widening or making junction improvements to the existing network. Significant congestion occurs in the peak periods around Rawtenstall especially on the Gyrotory which is expected to reach capacity by 2023; at the bottom end of Bank Street and at Tup Bridge junction. Waterfoot roundabout and Toll Barr, Stacksteads are also sites of significant congestion.

Current projects being undertaken by LCC as Highway Authority include roadworks as part the Townscape Heritage Initiative (THI) for Bacup, notably around St James Square.

The local road network links into the Strategic Road Network (SRN) which in the case of Rossendale is the A56/M66 corridor. It suffers from peak hour congestion and lack of resilience when any blockages occur. Performance is forecast to continue to deteriorate over the Plan period.

A56/M66 Corridor Study –*The A56/M66 is of strategic importance to the Borough as it forms the key link between Rossendale and Manchester, the Regional Centre plus the M60/M62. It is also the main corridor for accessing the rest of East Lancashire.*

The lack of a link to the national rail network is perceived by many local people and businesses as a constraint on the growth potential of the Borough. The Jacobs Study indicated that an investment in excess of £50 million would be required to bring forward a functional rail link together with the need for an ongoing annual subsidy in excess of £500 000. It is recognised that this is a long term project over the life of the Plan.

The Study recommended.....Improvements at Rising Bridge by signalling the roundabout there have recently been completed by Highways England. Full grade separation between the A56 and the Accrington-Haslingden road (i.e. a bridge) will be expensive (£30-40 million) and unlikely to score highly enough to feature in the next national Roads Investment Strategy 2020-2025

There is currently no proposal for upgrading the M66 to a Smart Motorway. However the route is one of those being looked at in the Transport for the North (TFN) Central Strategic Corridor Study which will feed into the overall TfN Strategic Plan. This Study is now due to report back in Autumn 2018 with the Strategic Plan being published in early 2019.

Highways England would be likely to resist the construction of new accesses onto its network in Rossendale in line with Circular DfT Policy Circular 02/2013 'The Strategic Road Network and the Delivery of Sustainable Development'.

There are geotechnical issues with the A56 embankment in Edenfield that would need to be addressed in any adjacent development proposals.

Rossendale Highway Capacity Study

Mott McDonald was employed by Rossendale Borough Council to undertake a Study of 15 key junctions in the Borough to identify if they were capable of accommodating Local Plan induced traffic growth. Stage 1 of the work identified which junctions were likely to reach operational capacity on one or more of their arms within the Plan period due to Local Plan induced growth.

Those junctions which were examined in detail in Stage 2 were:

- *The Gyratory in Rawtenstall and associated junctions on St Mary's Way*
- *The A56 roundabout at Bentgate, Haslingden*
- *Tesco Haslingden roundabout*
- *Rising Bridge junction A56 (marginal as to whether Local Plan derived)*
- *Waterfoot*
- *Toll Bar, Stacksteads*
- *Edenfield*

The Gyratory is expected to be able to function acceptably in the first five years of the Plan but beyond that intervention would be required if Local Plan development proposals are to progress. Addressing the issue of the Gyratory is therefore essential for years 5-15 of the Local Plan Housing Trajectory.

Anything other than a "do minimum" option is likely to be a major scheme bid of in excess of £10 million including the cost of relocating the Fire Station.

The schemes at Edenfield, Toll Bar and Waterfoot are challenging to implement because of the constrained urban environment. All the junctions are likely to become at capacity towards the end of the Plan period. Further work is being undertaken by the developers' consultants to look at options for Edenfield. The most difficult junction to address is Toll Bar which is likely to

require a comprehensive approach wider than highway interventions to operate satisfactorily.

The results of the Study are currently being discussed with Lancashire County Council and Highways England to ensure that the analysis and solutions identified are acceptable to all parties.

RCT note, more capacity in West and even East Rossendale, and maybe a need to consider their locations as more suitable for traffic generating growth than those that need an expensive relocation of the Fire Station for a rebuilding of the Rawtenstall Gyrotory.

RCT also note “final” issue of this capacity study was 1 October 2018.

Access to employment sites study to identify potential access points to proposed employment sites is currently ongoing.

Cycling

East Lancashire Strategic Cycle Network...obtained £3.5 of Government Growth Fund money as well as match funding in excess of £1 million from Lancashire County Council..... upgrading National Cycle Route 6 from the border with Bury at Stubbins to the border with Hyndburn at Rising Bridge and the “Valley of Stone Greenway” from Rawtenstall station to Rochdale. Both these routes use significant lengths of former railway line and deliver significant health and tourism as well as transport benefits.....complementary cycle routes are proposed which would be implemented post 2020:-

- Valley of Stone – NCR6 link - £520 000;
- NCR6 – Haslingden town centre - £69 000
- Valley of Stone – Bacup town centre £452 000; and
- Rawtenstall railway station – New Hall Hey retail park - £100 000
- Rawtenstall-Dunnockshaw –not available

Air Quality Management Areas have been declared at Bacup Road/Bury Road junction in Rawtenstall and Haslingden Sykeside roundabout due to NOX emissions from vehicles. A Management Plan has been developed and Rosso Bus has purchased a number of low emission vehicles which help to reduce the impacts.

C. Utilities

Water and sewerage

current investment period for United Utilities is the period 2015-2020. The next investment period will be 2020-2025.....outcome of the bid may impact on investment in strategic infrastructure that traverses the Borough.

Water. no principle concerns regarding proposed developments.... full impact of any development proposal cannot be fully determined until more details are known..... supply of water required.....dependent on nature of the industry and occupier.

Wastewater, important to know whether foul and surface water will connect to the public sewer..... may be necessary to coordinate.....development with infrastructure improvements through planning condition.....**cumulative impact of development can be different in reality as a result of windfall sites.**

Reservoirs include the Grane Reservoirs near Helmshore; Clowbridge near Loveclough; Cloughbottom above Water and Cowm in Whitworth, which supplies Rochdale; and Cowpe Reservoir near Waterfoot.....their associated water catchments are an important resource for Rossendale and beyond.....**importance of managing the impact on water catchment land will be relevant in the consideration of future development proposals on catchment land, such as wind farms.**

Water trunk mains are significant assets that will need to be carefully considered if they are within or near to a development sites both in terms of the construction process and in terms of the layout of a development site.

Irwell Vale Waste Water Treatment Works serves the whole Borough.....no in principle concerns with the growth proposed within Rossendale at the wastewater treatment works for the forthcoming investment period for United Utilities.

Importance of prioritising the use of Sustainable Drainage Systems (SUDS).....to manage the impact on both public sewers and watercourses.....importance of applicants engaging in early dialogue with both the lead local flood authority and United Utilities and giving full consideration to how they can ensure the most sustainable approach to drainage is secured.

Managing flood risk is a significant issue in Rossendale.....floods of 2012 and 2015. Environment Agency has identified **five culverts that most need attention**.....Greave Clough and Spodden North are the highest scoring culverts.....also considering further flood risk alleviation measures in the Irwell Vale area.

Electricity

Specific development proposals within the Rossendale area are unlikely to have a significant direct effect upon National Grid's electricity transmission infrastructure. The local electricity supply network is operated by Electricity North West. The network is generally performing adequately but there are a number of **substations which are operating at capacity, e.g in Edenfield** and which will require enhancement before more major development can be accommodated.

Gas

A high pressure gas pipeline....runs through the west of the Borough with a governor to the south of Helmshore.....runs roughly parallel to the A56 before leaving the Borough north of Rising Bridge. There are no known plans to enhance the network in the Borough but routine maintenance may be required.

Telecommunications.

Openreach.....is committed to upgrade cabinets without high speed broadband where more than 30 new houses would link into it or where they are approached by the local community via Community Fibre Partnerships.....working on delivering high speed rural broadband as part of a wider programme known as Broadband Delivery UK.

Mobile reception.....**significant gaps in coverage...exacerbated by the topography**...Whitworth area for the Vodafone/O2 network and Stacksteads for EE. Mobile operators have short term rolling plans for improving coverage, including the construction of new or higher masts

Health.

GP practices would be full in the first five years of the Plan.....greatest pressure of growth on Bacup and Rawtenstall.....Ramsbottom were the proposed growth of Edenfield to progress.....CCG's in both Bury and Rochdale report anticipated capacity pressures on their services within the first five years of the Plan.....ability to expand physically to accommodate growth.....NHS would provide up to 75% of the necessary finance the remainder needs to be met by the practice itself.

There are 7 dentists within Rossendale. 4 of these are currently willing to take on additional NHS patients.

There are no Hospitals within Rossendale.....Accident and Emergency.....

Blackburn....Burnley Fairfield in Bury and Rochdale Hospital also perform complementary roles in parts of the Borough.....locality wide services....Rawtenstall and Bacup Primary Care Centres.

Mental health.....significant issue in Rossendale.....Lancashire Care NHS Trust

Lancashire County Council plays a major role in delivering adult social care alongside the CCG. **Delivery of this function is facing financial pressures.....affect both the provision of new facilities and the quality of care.**

Emergency services

North West Ambulance Service....base in Stacksteads...no identified need for expansion or substantial change

Lancashire Police.....Waterfoot.....shut the public counter....a “drop-in” base for staff with services managed from Burnley.....medium term... facility may be subject to review.

Fire.....no current plans to alter facilities.....need to improve.....Gyratory.....expensive signalised option = relocation of fire station.....£4.5 million.

Community Facilities

Libraries review in 2018....Crawshawbooth Library has now Independent Community Library... Bacup and Whitworth Libraries along with Rawtenstall and Haslingden will be retained.

Community Centres

- Crawshawbooth Community Centre
- Edenfield Community Centre
- Haslingden Link and Children’s Centre, Bury Road, Haslingden
- Whitewell Bottom Community Centre
- The Maden Centre, Bacup
- The Riverside, Whitworth
- The Doals, Weir

Lancashire County Council runs Youth Club facilities at The Old Fire Station in Rawtenstall and Market Street in Whitworth.

Sports Facilities

Leisure Centres at Haslingden and Marl Pits in Rawtenstall plus Whitworth Swimming Pool....**future investment priorities.....discussed with key partners Sport England and Lancashire**

Sport.....other Sports Facility providers...Fearn’s High School...Whitworth High School....Haslingden and Rawtenstall Cricket Clubs.....Council.....Playing Pitches at a number of locations.....Maden Recreation Ground in Bacup.....Playing Pitch Strategy....key locations.

Rawtenstall Ski Slope is a Community Interest Community.....investing in new facilities.

RCT note aims: discussed with key partners, and then see how Lancashire County Council have asked Pugh on 18 October 2018 to auction the ex Alder Grange Playing Field, that’s labelled RA in this Local Plan Consultation, with a reserve of £20k.

4. Conclusion for Rossendale Civic Trust has to be to congratulate the Forward Planning Team and their colleagues for their substantial and detailed production of this 2018 stage of the Rossendale Draft Local Plan.

25 September 2018

1 OCT 2018

To Rossendale Borough Planning

tel

Local Plan, H 74, land between Grane Rd and Holcombe Rd.

Housing need

Not so long ago when Central Government urged local authorities to increase house-building, assisted by easing of 'planning restraints', Rossendale Borough declared that it had enough housing for the needs of its inhabitants. Since the 1960s private housing development was encouraged in the area, and a substantial part of the population use Haslingden as a dormitory and work elsewhere. Rossendale is a low wage area. The price of new houses in the proposed development would be beyond the reach of a large proportion of the borough's inhabitants, and these houses would be bought by dormitory residents who earn better incomes elsewhere. There is no housing need.

Green Spaces

Holcombe Rd is the de facto and official [?] boundary of the built-up area. This should not mean that building should take place right up to the limit. Green spaces enhance the quality of life of urban dwellers. Building on this piece of land would do enormous damage to this semi-rural environment.

Flood risk

The piece of land [local plan H 74] has always been known to be very wet. It is thought that old culverts from the construction of the turnpike road still carry water from the higher land to the north. It has deep peaty topsoil [old moss land] overlaying hillwash. Previous ground tests for proposed commercial development are reported to have found 'no bottom'. The previous owner, William Greenwood [deceased] had a small tractor [Fordson Dexter] and he said that for many months of the year he could not use it on the land because it would sink. In more recent times a local contractor with a modern tractor with large profile tyres was commissioned to flail the large growth of rushes. He had to abandon the job because tractor was sinking. The land absorbs rainfall which is released slowly into Ogden Brook. At the base of the slope is a new development, an office block. Even with major downpours, eg 26 December 2015, there are no reports of run-off affecting these premises. Allowing the land to be covered with houses would cause major run-off. This would be contrary to the stated policy of reducing flood risk- Sustainability Appraisal Box 11.1.

Acreage of site 8,11 @4047 m sq per acre =32,821 m sq

1 mm of rain produces 32,8 cu m of water, etc, now completely absorbed.

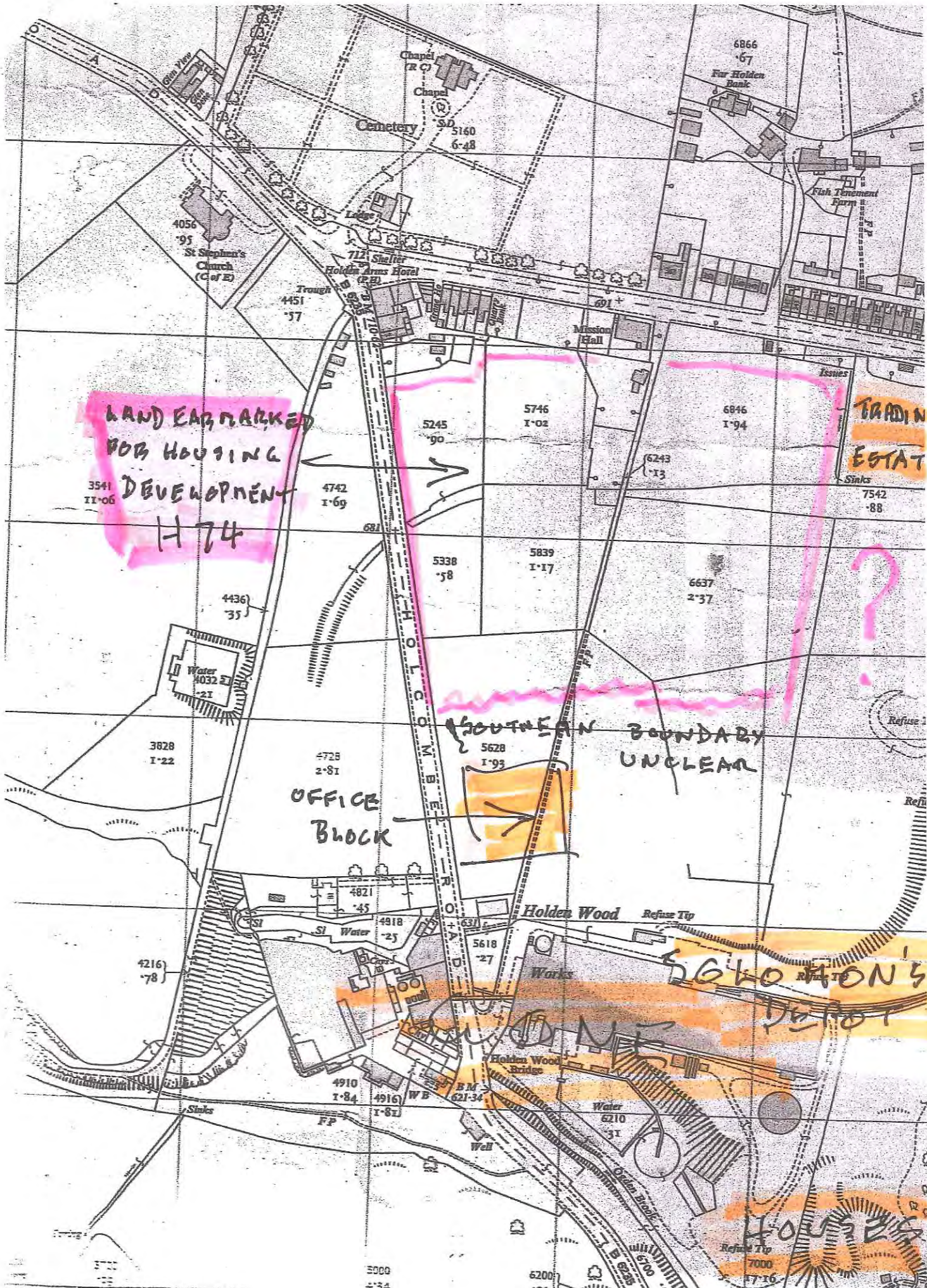
Covering the site with houses, [roads, driveways, roofs etc] would create app.75% run-off.

1mm rain @ 75% run-off = c 24,6 cu m of water etc

Worst possible scenario – 50 mm rain 1,200 cu m water would flow into the Helmshore sewer and Ogden Brook causing major flood risk downstream..

Traffic

The B 6232 used to be a little-used road carrying mainly local traffic. All this changed in 1998 when the M 65 was connected at Guide. The road has become a major arterial axis in the Northwest of England. It funnels a huge amount of traffic between the Blackburn and Preston greater area, the Fylde etc and the Greater Manchester area and beyond. What used to be a pleasant place to live has become an extremely unpleasant environment of heavy traffic , bad driver behaviour and danger. Recent speed control measures have made some difference. The proposed housing development of c 170 homes would put that same number of cars into an already traffic-blighted environment. As the houses would only be likely to be purchased by people on incomes higher than the area norm, and earned outside Rossendale, probably at least 50% of households would have two cars. The Grane Rd area cannot now cope with the present levels of traffic – to add more would be utterly irresponsible.



LAND EARMARKED
FOR HOUSING
DEVELOPMENT
H74

SOUTHERN BOUNDARY
UNCLEAR

OFFICE
BLOCK

SOLARON'S
DEPOT

TRADING
ESTATE



DR D S HEMPSALL
SECRETARY
LIMEY VALLEY RESIDENTS ASSOCIATION

18 September 2018

Rossendale Borough Council
The Planning Department
The Business Centre
Futures Park
Bacup
Lancashire
OL13 0BB

Dear Sirs,

Re: ROSSENDALE DRAFT LOCAL PLAN PROPOSALS, Regulation 19 Consultation

The association appreciates that Rossendale Borough Council and its planners are caught between a rock and a hard place. On the one hand, there is central government making its demands for strategic planning on local authorities. On the other are the interests and concerns of those residents - and council tax payers - who will be affected, usually adversely, by what is proposed. This is the present situation as what is proposed for LVRA's area of operation has appeared at what is effectively one minute to midnight. That this is so is wholly unsatisfactory.

At this, the Publication (Regulation 19) stage of the evolving Local Plan, residents' ability to respond is constrained by three criteria: Soundness, Legal and Duty to Cooperate. On **Soundness**, there has been a manifest failure to consult those residents most affected by the last-minute additions – for that is what they are – to the proposed Local Plan. This smacks either of desperation or, more sinisterly, of a deliberate concealment of plans which only now have been sprung upon residents. On this occasion, the association hopes that it is the former, not the latter, which applies.

The failure to consult is demonstrable and has the effect of vitiating the plan so far as it applies in our area. Locals are far better placed than any to comment on the appropriateness (or otherwise) of particular sites, having a knowledge of the topography and attendant issues which elude even the most conscientious planners. On **Legal**, the failure to consult on these proposals until this stage is manifestly contrary to natural justice. Whilst collectively the association has no legal expertise, it is legitimate to ask whether or not Rossendale Borough Council has truly followed its own procedures before foisting on residents these last-ditch proposals?

As RBC has failed previously to consult on these proposals, the association is justified in making reference to the specifics of the four sites which are of most concern. They are as follows: H4 Turton Hollow Goodshaw (30 houses); H5 Swinshaw Hall, Loveclough (47 houses); H13 Loveclough WMC and land at rear (95 houses); H17 Land south of Goodshawfold Road (7 houses). As residents, we know the area well and wish to register our objections and, in a couple of instances, proffering constructive criticism which LVRA hopes will be helpful.

Whilst we are aware of Rossendale Borough Council's commitment to providing 3180 new houses over the next 15 years as required by central government, the proposal for land availability in

Goodshaw Ward as stated above is inappropriate, excessive, ill-advised and, to existing residents and council tax payers, unacceptable.

First, what is proposed conflicts with Rossendale Borough Council (RBC)'s previously adopted Core Strategy, arrived at in 2011 after consultation with residents' representatives. Since 2009, RBC has repeatedly given an undertaking that there will be no new developments west of the Burnley Road (A682) in this area. The sites in question are designated as countryside and lie outside the council's current urban boundary. Two Planning Inspectors have supported this undertaking in recent times, in 2015 and again only last year, 2017. Approval of H13, and H17, a total of 102 houses would mark a complete U-turn on this undertaking and, frankly, a betrayal of residents.

Here, it would have been beneficial for RBC and its planners to consult local residents whose knowledge of their environment is second to none. One of our number has made a detailed study of H13. By careful measurement, he has concluded that what is planned for the site (which lies to the west of the Burnley Road) could equally as well be situated on the site shown in the accompanying map – **Annex 1** - which lies to the east. He has identified other options on the east side of the A682 which he will be happy to share. Doing so would allow RBC to maintain its undertaking not to develop on the west side with honour. Indeed, the alternative shown is larger than H13, thereby allowing some additional housing to help meet RBC's remaining shortfall. Moreover, the site includes the additional benefit of existing road access.

Secondly, whilst the previous suggestion helps RBC achieve its target, the sheer number of properties proposed in areas H4, H5, H13 and H17 (179 houses) is simply excessive. It amounts to an additional Badgercote plus Penny Lodge and is disproportionate. The destruction of amenity will be profound and will encourage speculative applications in the future. Furthermore locating a large development at H5 will seriously affect the setting of Swinshaw Hall, a historic building and H13 - an overwhelming development - is located between the two conservation areas of Goodshawfold and Loveclough Fold. Both developments are particularly ill-advised.

Again, local wisdom may be instructive. H5 and H13 are both sloping, ill-drained sites. The topography is self-evident; the land is sour as the presence of tussocks proves. With respect, recent past development of such sites which are sodden with run-off is discouraging. At Badgercote, for example, there is an on-going problem of properties' basements being inundated by run-off, especially in the inclement weather which is so frequent. The reason is clear. The construction company was McDermotts and its planners had neither interest in, nor knowledge of the existing land drain network. As it happens, McDermotts have very recently built a new development at Brown Leaves in the Ribble Valley. On what is a flat site, a number of the properties are affected by wholly inadequate drainage, producing sodden ground which feeble attempts at remediation have failed to solve. The association is fearful that similar such developers may be allowed to move into its area of operation. Given RBC's frankly limp-wristed approach when dealing with developer malfeasance, residents can have no confidence that control will be properly exercised.

Thirdly, all discussion of a proposed rail link south from Rawtenstall is irrelevant. The road network simply cannot support the additional volume of traffic. The A682 – Burnley Road – is already a very busy main road linking Burnley and Rawtenstall and the addition of further traffic has both environmental and safety implications. The proposals suggest that an additional ± 360 vehicles will use this road daily mainly travelling towards Rawtenstall. This would be in addition to the estimated 300+ cars from the proposed new housing at The Hollins (H11, 70 houses) and Reedsholme Works (H12, 100 houses). Furthermore the geography of the area prevents any upgrading of the A682 to a suitable standard. Additionally, the existing traffic bottleneck in Rawtenstall with an additional ± 700 vehicles will be intensified. This is reinforced by the observation made very recently by an officer of RBC that "solving Rossendale's traffic problems is impossible".

It is both ironic (and timely) that the front-page headline of the Rossendale Free Press this very week reads: "We've got the worst traffic in the country". The accompanying story on page 5 retails the

National Infrastructure Commission's report which asserts that, outside Britain's cities, Rossendale has the worst traffic problems in the country (Annex 2). Whilst this brooks no contradiction and merely underlines the daily misery endured by residents commuting both north and south, the proposal to add to the problem as outlined in RBC's proposals is rendered risible.

Fourthly, the local primary school is already full and there are no published plans for it to expand to accommodate an additional estimated ± 300 pupils. It came as news to the LVRA that, after years of rejecting any expansion, the current head teacher is now agreeable to the school's enlargement. The LVRA has on its strength a number of people with enormous experience in the educational sector, including a retired school inspector. It is their judgment that any enlargement of the school as may be required is simply not feasible on its present cramped site. What is effectively a doubling in size is educationally unsound.

Fifthly, there will be increased pressure and demand on the existing overburdened infrastructure. The sewerage system is already under pressure (not least from discharges of animal blood and viscera from an abattoir to the north lying outside the borough which, we are advised, is a matter of prosecution) and this will only increase if the proposals are given the go-ahead. The increased demand on medical and dental provision will be extreme with an additional 7-800 residents' need to be catered for. Given, for example, the difficulty which the St James practice has in attracting permanent members of staff, the association feels that the frankly third-rate service provided there will decline further to Third World standard.

Finally, interest shown in acquiring land in the vicinity of Loveclough has been high. It is self-evident that this will be top of any developer's wish-list and allowing building to proceed in the timeframe RBC has adopted will turn Loveclough into a building site for five years, making residents' lives intolerable. Moreover, once permission has been granted for the western sites, Rossendale Borough is certain to be inundated with applications to build on land from Boundary Garage to Crawshawbooth, the area being more attractive to developers than, say, Bacup. Given that permission would have to be granted if these proposals are adopted and implemented, RBC would have no grounds for refusing applications and thus allowing wholesale development in an area of considerable natural beauty.

We urge Rossendale Borough Council to take all the above into account when reaching a final decision on housing land availability. In fine, LVRA's objections are reducible to two. First, the land allocated is inappropriate for the reasons set out above: implementation will produce a developmental and environmental disaster. Secondly, the association is frankly appalled by the way in which the proposals have been belatedly foisted on unsuspecting residents without due process, thereby reducing to almost nil their ability to respond.

Yours faithfully,

HARD COPY FOLLOWS BY POST

Annex 1



Annex 2

“Manchester suffers the worst congestion of anywhere outside London, according to a new league table released today by the National Infrastructure Commission.

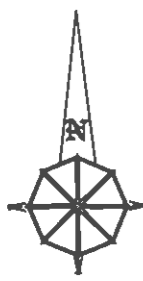
While the capital still sees more traffic congestion than any other area of the country, Manchester tops the league outside London, with Liverpool second and Birmingham in third place.

Rounding off the top 10 are cities from across England – one is in Yorkshire, two are in the East Midlands, while a further two cities are in the South West, and two spots are filled by cities in the wider South East.

In fact, the first area of the country to appear on the league table that is not a city is the area of Accrington and Rossendale – appearing at number 26. All other spots above that are filled by cities.”

Source: *National Infrastructure Commission, National Infrastructure Assessment, 08 September 2018*; based on research evidence presented to the NIC and published as *Prospective: Transport connectivity report, 25 June 2018*.

Proposed promotion of land to the north of Newchurch Road,
Newchurch in Rossendale for residential development ~



Notes:

All work is to be carried out to the latest current British standards Codes of Practice and recognised working practices.

All work and materials should comply with Health and Safety legislation.

All dimensions are in millimetres where explicitly shown otherwise

The contractor should check and certify all dimensions as work proceeds and notify the architect of any discrepancies

Do not scale off the drawings, if in doubt ask



Gary Hoerty Associates
Gary Hoerty Associates Chartered Surveyors

Project: (No: Sch.675.1807.GH)

Proposed promotion of land to the north of Newchurch Road, Newchurch in Rossendale for residential development.

Title: Potential development land

Drawing No: Sch/675/1807/01

Drawn: PF

Client: Mr & Mrs J Schofield + Mr M Schofield

Date: October 2014

Scale: 1:2500 @ A3

Amendments:

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**Rossendale Draft Local Plan Pre-Submission Publication Version
Proposal – allocation on green field site for 174 houses at Grane Village**

Name: ALAN BABY Date: 29.9.18

Address:

How long have you lived at the above address:

		Please Tick	
		Yes	No
1:	Are you concerned about the amount of traffic using Grane Road?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2:	Does the speed of traffic using Grane Road worry you?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3:	Does the traffic noise concern you?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4:	Can you feel the vibration in your property when HGV's pass?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5:	Have you suffered any damage to your property due to vibration and/or impact from vehicles using Grane Road?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6:	Does the volume of traffic make you feel afraid when walking along Grane Road?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7:	Do you experience difficulty crossing Grane Road due to the amount of traffic?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
8:	Is your property affected by excessive dust caused by passing traffic?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
9:	Do you or a member of your household suffer from Bronchitis, Asthma or any other respiratory complaint?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
10:	Does the volume of traffic affect your quality of life, if so please explain how?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<i>THE NOISE OF HGV'S AND VEHICLE TRANSPORTERS PLUS LARGE COMMERCIAL VEHICLES BACK AND FORTH FROM SOLOMONS GOING UP AND DOWN HOLCOMBE ROAD.</i>		
11:	Do you think a roundabout at the Cemetery would aid road safety?	<input type="checkbox"/>	<input type="checkbox"/>
12:	Do you drive a vehicle?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	(a) If yes to the above, do you experience any difficulty entering the flow of traffic on Grane Road?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	(b) How many minutes does this take (please circle) 1-5 5-10 More		<u>5-10</u>
13:	Do you object to the allocation of 174 new houses with access on Grane Road? <u>HOLCOMBE RD.</u>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Further comments you may wish to make (Please continue overleaf if necessary):

IT SEEMS TO ME IF THIS PLAN GOES AHEAD WITH THE AMOUNT OF HOUSES SUGGESTED WHERE IS THE INFRASTRUCTURE TO ACCOMMODATE THEM SUCH AS SCHOOLS-DOCTORS-ETC. ALSO AS THE LAND IS RATHER MARSHY THE CHANCE OF TOP WATER CREATING FLOODING AT THE BOTTOM OF

HOLCOMBE RD. AND THE BROOKE.
THE TRAFFIC PROBLEM IS ALSO NOW GETTING CRITICAL
ON CRANE RD. AN EXTRA 250-300 MORE CARS
POURING ONTO IT IS UNIMAGINABLE. IT SEEMS TO
ME IT IS HEADING TO GRID LOCK (THEN WHAT WILL YOU DO?)
THERE ARE NO ALTERNATIVES. DONT BE BULLIED BY
THE GOVERNMENT!!

**Grane Residents' Association
Public Meeting
Holden Arms**

8.00 pm on Tuesday 25 September 2018

To discuss the

Draft Local Plan Consultation

Which can be viewed currently at Haslingden Library

**This includes the proposed designation for housing to accommodate 174 houses
at the new Grane Village with possible access on Grane Road**

We hope that you will be able to attend to give your views on these proposals as your views
and objections must be submitted by 5 October 2018 at the following address:

www.rossendale.gov.uk/localplan

or in writing to

Forward Planning, The Business Centre, Futures Park, Bacup, OL13 0BB

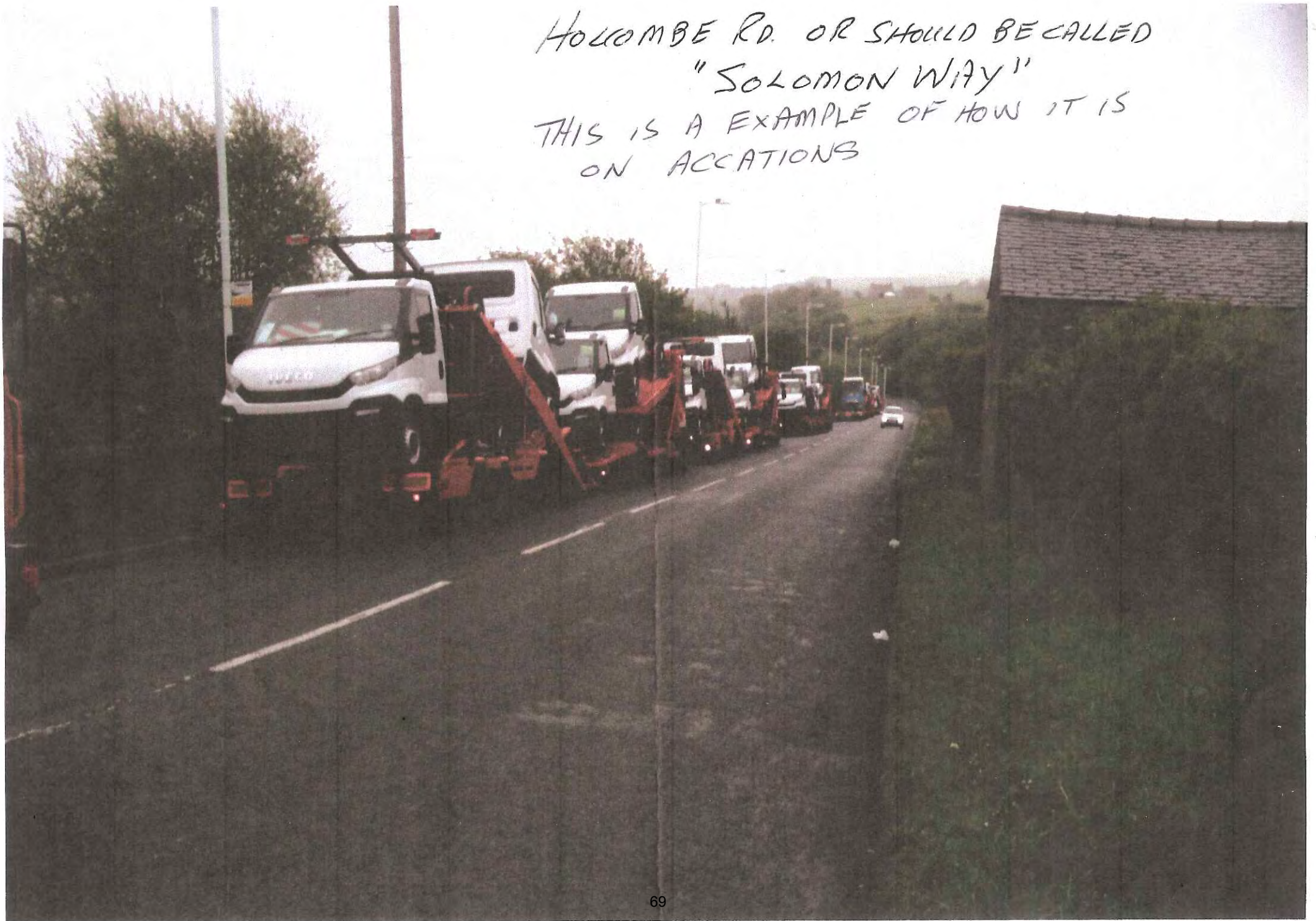
Proposed changes to our locality

Proposed housing development bordered by Grane Road and Holcombe Road



Completed questionnaires may also be handed in at the meeting on 25 September or
delivered to Louise Muskett, The Mission Hall, Grane Road or Margaret Murray,
Stoneycroft, Grane Road. Check us out on Facebook  Grane Residents' Association

HOLCOMBE RD. OR SHOULD BE CALLED
"SOLOMON WAY"
THIS IS A EXAMPLE OF HOW IT IS
ON ACCATIONS



ROSSENDALE BOROUGH COUNCIL

DRAFT LOCAL PLAN

REGULATION 18 CONSULTATION

CLIENT:

Mr N Teague

SITE:

Land at Elm Street, Edenfield

DATE:

9 October 2017

Report Drafted By	Report Checked By	Report Approved By
ELG	DC	DC
06.10.17	06.10.17	09.10.17

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1. INTRODUCTION

BRIEF

- 1.1 Hourigan Connolly is instructed by Mr N Teague in respect of his land interests at Elm Street, Edenfield.
- 1.2 Rossendale Borough Council (RBC) is preparing a new Local Plan which will guide the future planning and development of the area. Following the adoption of the Local Plan Part 1: Core Strategy in November 2011, RBC commenced work on its Local Plan Part 2: Site Allocations and Development Management Policies. However, this document was halted in favour of the preparation of a full new Local Plan which has now been issued for consultation from Monday 24 July to Monday 9 October 2017. This edition of the Local Plan comprises the Regulation 18 consultation document which sets out the Council's preferred approach to future housing, employment and leisure uses over the Plan period. Once adopted the Local Plan will replace the Core Strategy (2011).
- 1.3 Within the draft Local Plan, sites have been proposed for development (for housing or employment use), for environmental protection and for recreation uses, as identified on the Draft Policies Map. Changes are also proposed to the existing Green Belt and the Urban Boundary. Also, four additional Conservation Areas, along with an extension to an existing Conservation Area, are being considered.
- 1.4 Documents included in the Draft Local Plan Consultation are the Draft Local Plan (Written Statement), the accompanying Policies Map (including the 6 area maps) and the Infrastructure Delivery Plan.
- 1.5 The evidence base which supports the Local Plan comprises the following documents:
- Strategic Housing Land Availability Assessment (SHLAA) (2017).
 - Strategic Housing Market Assessment (SHMA) (2017).
 - Employment Land Review (2017).
 - Green Belt Review (2016).
 - Environmental Network Study (2017).
 - Gypsies and Travellers Accommodation Assessment (2016).
 - Town Centre, Retail, Leisure and Tourism Study (2017).
 - Playing Pitch Strategy (2016) (previously published).
 - Strategic Flood Risk Assessment (SFRA) (2016).

**Rossendale Borough Council – Draft Local Plan (Regulation 18) Consultation
Submission on behalf of Mr N Teague (Land at Elm Street, Edenfield)**

- Local Plan Viability Study 2015 and Updated Viability Study in relation to Affordable Housing (2017).
- Landscape Study (2015) (previously published).
- Landscape capacity study for wind energy developments in the South Pennines (2014) (previously published).
- Heritage Impact Assessment of Housing Sites (2017).

1.6 In addition to the above documents, the Council's Sustainability Appraisal, although not strictly evidence, has informed the development of the draft policies.

BACKGROUND

1.7 Hourigan Connolly is instructed to review and comment on the emerging Local Plan in relation to land at Elm Street, Edenfield. The site falls outside of the urban boundary and is designated at Green Belt, and this Representation sets out why the Council should consider amending the urban boundary in this location order to promote sustainable development.

SCOPE

1.8 In preparing these submissions we have reviewed the documents mentioned above as well as other documents forming the evidence base that underpins the emerging Local Plan.

1.9 This representation is structured as follows:

- Legislative and Policy Context.
- The Site.
- Green Belt Review.
- Proposed Extended Employment Allocation.
- Conclusions.

2. LEGISLATIVE & POLICY CONTEXT

INTRODUCTION

- 2.1 In this Chapter we set out the relevant legislative and policy context before going on to examine the Council's Local Plan document.

LEGISLATIVE CONTEXT

- 2.2 Part 2 of the Planning & Compulsory Purchase Act 2004 (As amended) deals with Local Development.
- 2.3 The RBC Local Plan is being brought forward following changes to the Development Plan making system in England which are set out in the Localism Act 2011. Part 6 Sections 109 – 144 of the Localism Act deal with Planning.
- 2.4 Following revocation of the North West Regional Strategy (RS) in May 2013, Council's such as RBC will set their own housing and employment targets against objectively assessed needs.
- 2.5 The Town & Country Planning (Local Planning) (England) Regulations (SI No. 767) came into force on 6 April 2012 and guide the preparation of Local Plans.

MINISTERIAL STATEMENTS

- 2.6 In his Written Statement of 23 March 2012 the then Minister for Decentralisation and Cities the Rt. Hon Greg Clark MP referred to a pressing need to ensure that the planning system does everything it can to help England secure a swift return to economic growth. He urged local planning authorities to make every effort to identify and meet the housing, business and other development needs of their areas.
- 2.7 The National Planning Policy Framework (hereafter referred to as the Framework) (see below) was subsequently published on 27 March 2012 and urges local planning authorities to boost significantly the supply of housing.
- 2.8 In his Written Statement of 6 September 2012 the Secretary of State for Communities and Local Government the Rt. Hon Eric Pickles MP noted an increase in house building starts between 2009 and 2011 but said that there was far more to do to provide homes to meet Britain's demographic needs and to help generate local economic growth.
- 2.9 There can be no doubt that house building is a driver of the local economy besides providing homes for local people and that Local Planning Authorities should plan for the release of land for development.

FRAMEWORK REQUIREMENTS

- 2.10 Paragraphs 150 to 185 of the Framework deal with Plan-making.
- 2.11 The importance of the Local Plan is identified as the key to delivering sustainable development and a cornerstone of the development management process (Paragraph 150 refers).
- 2.12 The requirement for Local Plans to be prepared with the objective of contributing to the achievement of sustainable development is embodied in Paragraph 151 of the Framework and stems from the requirements set out under Section 39(2) of the Planning & Compulsory Purchase Act 2004. Local Plans must also be consistent with the principles and policies of the Framework.
- 2.13 Paragraph 152 of the Framework requires local planning authorities to seek opportunities to achieve and secure net gains for each of the three dimensions of sustainable development. These three dimensions are defined in Paragraph 7 of the framework as economic, social and environmental. According to Paragraph 7 of the Framework these dimensions give rise to the need for the planning system to perform a number of roles:
- *“an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*
 - *a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and*
 - *an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy”.*
- 2.14 Paragraph 8 of the Framework states that the roles mentioned in Paragraph 7 should not be undertaken in isolation, because they are mutually dependant and should be sought jointly and simultaneously through the planning system.
- 2.15 The importance of Local Plans taking into account local circumstances is highlighted in Paragraph 10 of the Framework to ensure that they respond to the different opportunities for achieving sustainable development.
- 2.16 Paragraph 152 of the Framework goes on to deal with adverse impacts on any of the dimensions of sustainable development and sets out three tests:

**Rossendale Borough Council – Draft Local Plan (Regulation 18) Consultation
Submission on behalf of Mr N Teague (Land at Elm Street, Edenfield)**

- Firstly significant adverse impacts on any of the dimensions should be avoided, and where possible, alternative options which reduce or eliminate such impacts should be pursued.
- Where adverse impacts are unavoidable, measures to mitigate the impact should be considered.
- Where adequate mitigation measures are not possible, compensatory measures may be appropriate.

2.17 Paragraph 154 of the Framework requires Local Plans to be aspirational but **realistic** and address the spatial implications of economic, social and environmental change.

2.18 The requirement for local planning authorities to set out strategic priorities for their areas in their Local Plans is established in Paragraph 156 of the Framework. Such policies are required to deliver:

- *“the homes and jobs needed in the area;*
- *the provision of retail, leisure and other commercial development;*
- *the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- *the provision of health, security, community and cultural infrastructure and other local facilities; and*
- *climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape”.*

2.19 The importance of using a robust and proportionate evidence base for Plan making is dealt with in Paragraphs 158 to 177 of the Framework. Paragraph 158 is of particular relevance to these submissions:

“Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals”.

2.20 A number of topics are discussed and for the purpose of this document we will focus on housing (Paragraph 159), business (Paragraphs 160 – 161), infrastructure (Paragraph 162) and environment (Paragraphs 165 – 168).

GREEN BELT

- 2.21 In respect of Green Belt Paragraph 80 of the Framework lists the five national purposes of the Green Belt as follows:
- To check the unrestricted sprawl of large built-up areas;
 - To prevent neighbouring towns merging into one another;
 - To assist in safeguarding the countryside from encroachment;
 - To preserve the setting and special character of historic towns; and,
 - To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 2.22 Paragraph 83 goes on to state that Local Planning Authorities (LPA's) with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.
- 2.23 Paragraph 84 states when drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.
- 2.24 Paragraph 85 sets out that when defining new Green Belt boundaries LPA's should:
- ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
 - not include land which it is unnecessary to keep permanently open;
 - where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
 - make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
 - satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and

2.25 define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

BUSINESS

2.26 Paragraph 160 of the Framework outlines the importance of local planning authorities having a clear understanding (from a robust evidence base) of business needs within the economic markets operating in and across their area.

2.27 Paragraph 161 of the Framework establishes the importance of understanding business needs (both quantitative and qualitative) and ensuring that sufficient suitable land (both existing and future) is available to meet needs.

HOUSING

2.28 Paragraph 159 outlines the importance of preparing a Strategic Housing Market Assessment (SHMA) to assess **full** housing needs and a Strategic Housing Land Availability Assessment (SHLAA) to establish **realistic** assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

2.29 Of particular importance is the requirement for the SHMA to identify the scale and mix of housing and the range of tenures that the local population is likely to need over the Plan period which:

- *“meets household and population projections, taking account of migration and demographic change;*
- *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and*
- *caters for housing demand and the scale of housing supply necessary to meet this demand”.*

INFRASTRUCTURE

2.30 An objective of government policy is the delivery of growth. Central to this objective is ensuring that infrastructure has the capacity or can be enhanced to deliver growth. A number of factors are outlined in Paragraph 162 of the Framework which need to be considered at a local level including transport, water, foul drainage, energy, telecommunications, waste, health, social care, education, flood risk and coastal change management.

ENVIRONMENT

2.31 Paragraphs 165 to 168 of the Framework deal with environmental matters and set out the requirement that a sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors.

SOUNDNESS

2.32 Paragraph 182 of the Framework deals with the examination of Local Plans. The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. Local planning authorities are required to submit Plans for examination which they consider “sound” – namely that they are:

- **“Positively prepared** – *the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;*
- **Justified** – *the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;*
- **Effective** – *the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and*
- **Consistent with national policy** – *the plan should enable the delivery of sustainable development in accordance with the policies in the Framework”.*

NATIONAL PLANNING PRACTICE GUIDANCE – LAUNCHED 6 MARCH 2014

2.33 On 28 August 2013 the government launched its draft National Planning Practice Guidance (NPPG). The draft NPPG was subject to consultation for 6 weeks and was launched on 6 March in its final form. The NPPG replaces some 230 planning guidance documents but will result in no amendments to the Framework.

2.34 The Housing and Economic Land Availability Assessment section of the NPPG is worthy of specific mention in relation to this Report, in particular paragraph 030 (reference ID: 3-030-20140306 confirms):

“Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five year supply. Considerable weight

should be given to the housing requirement figures in adopted Local Plans, which have successfully passed through the examination process, unless significant new evidence comes to light. It should be borne in mind that evidence which dates back several years, such as that drawn from revoked regional strategies, may not adequately reflect current needs.”

2.35 The NPPG deals with deliverable sites as follows at paragraph 031 (Reference ID 3-031-20140306):

“WHAT CONSTITUTES A ‘DELIVERABLE SITE’ IN THE CONTEXT OF HOUSING POLICY?”

Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within five years.

However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgments on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.

The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first 5 years. Plan makers will need to consider the time it will take to commence development on site and build out rates to ensure a robust five-year housing supply.”

2.36 In regards to how often a Local Plan should be reviewed, the NPPG states at paragraph 008 of the section titled ‘Local Plans’ (Reference ID 12-008-20140306) that:

“HOW OFTEN SHOULD A LOCAL PLAN BE REVIEWED?”

To be effective plans need to be kept up-to-date. Policies will age at different rates depending on local circumstances, and the local planning authority should review the relevance of the Local Plan at regular intervals to assess whether some or all of it may need updating. Most Local Plans are likely to require updating in whole or in part at least every five years. Reviews should be proportionate to the issues in hand. Local Plans may be found sound conditional upon a review in whole or in part within five years of the date of adoption.”

GOVERNMENT CONSULTATION ON STANDARDISED METHODOLOGY FOR HOUSING NEED (SEPTEMBER 2017)

- 2.37 On 14 September 2017 the Government announced a consultation on a Standardised Methodology for Assessing Local Housing Need, the basis of which was included in the White Paper (February 2017) and is aimed at helping local authorities plan for the right homes in the right places.
- 2.38 As the consultation document sets out, the root cause of the dysfunctional housing market in the UK is that for too long we have not built enough homes. The Government is aiming to deliver 1.5 million new homes between 2015-2022 and is attempting to create a system which is clear and transparent for local authorities. The new methodology will apply to all future plans, with the exception of those which have been submitted or will be submitted before 31 March 2018.
- 2.39 The standard methodology is principally aimed at tackling problems of affordability as the proposed formula simply uplifts the household projections figure, based on market signals.
- 2.40 For Rossendale the proposed standard methodology has little impact on the annual housing requirement (which, it is suggested should be 212 rather than the current 265 dwellings per annum). However, it should be noted that the proposed standard methodology is currently on consultation and may therefore be subject to changes in due course. It is also worth noting the heavy speculation that the proposed methodology focuses on growth in the south east to the detriment of other parts of the UK, in particular the north west.

3. THE SITE

SITE LOCATION

3.1 The site's general location is identified below in Figure 3.1.



Figure 3.1 – Land at Elm Street, Edenfield– not to scale.

- 3.2 The site lies to the south of Elm Street, with properties along Rochdale Road forming the south western boundary and the line of a former hedgerow forming the eastern boundary. This parcel of land forms part of a much larger parcel which is also within the ownership of our client – this wider parcel is bounded by Gincroft Lane, Michael Wife Lane and Plunge Road.
- 3.3 As is evident from the aerial image above, land at Elm Street has a close physical relationship with the existing built up part of the settlement, and the parcel provides an opportunity for rounding off the urban area.

SITE DESCRIPTION

- 3.4 The site extends comprises vacant greenfield land currently located within the Green Belt. Adjacent to the site, to the north east, there is a barn which has recently been converted to 2 No. apartments. This is also within the ownership of Mr N Teague and is outlined in red below.



Figure 3.2 – Land at Elm Street, Edenfield.

SURROUNDING AREA

- 3.5 The subject site is located on the edge of the settlement of Edenfield. The site is approximately 1 mile to the north of Ramsbottom and 2.5 miles south of Rawtenstall. The village is mainly residential in nature and it has seen recent growth as a commuter settlement serving Greater Manchester and Lancashire.
- 3.6 The village centre is located along Market Street (approximately 150 metres from the site) where a range of local services and facilities can be found, including a baker, butcher, pharmacy, post office newsagent and takeaway.
- 3.7 The centre of Edenfield lies at the intersection of the A676 providing links to Bolton, the A680 providing links to Accrington and Rochdale and the A56 to Rawtenstall and Bury. The M66 motorway terminates at Edenfield where it becomes the A56 dual carriageway known as the Edenfield Bypass.
- 3.8 This unremarkable site has a close physical relationship with the existing settlement (being surrounded by development to the north, south and west), and it does not relate to the wider

countryside which dominates the landscape further to the east and north. Furthermore, the site is relatively flat compared to other parts of the village and the Borough more widely.

FLOOD RISK

3.9 According to the Flood Map for Planning provided by the Environment Agency, the site lies within Flood Zone 1. Only those areas which lie adjacent to the course of Dearden Clough Brook further to the south are identified as being in Flood Zones 2 and 3.

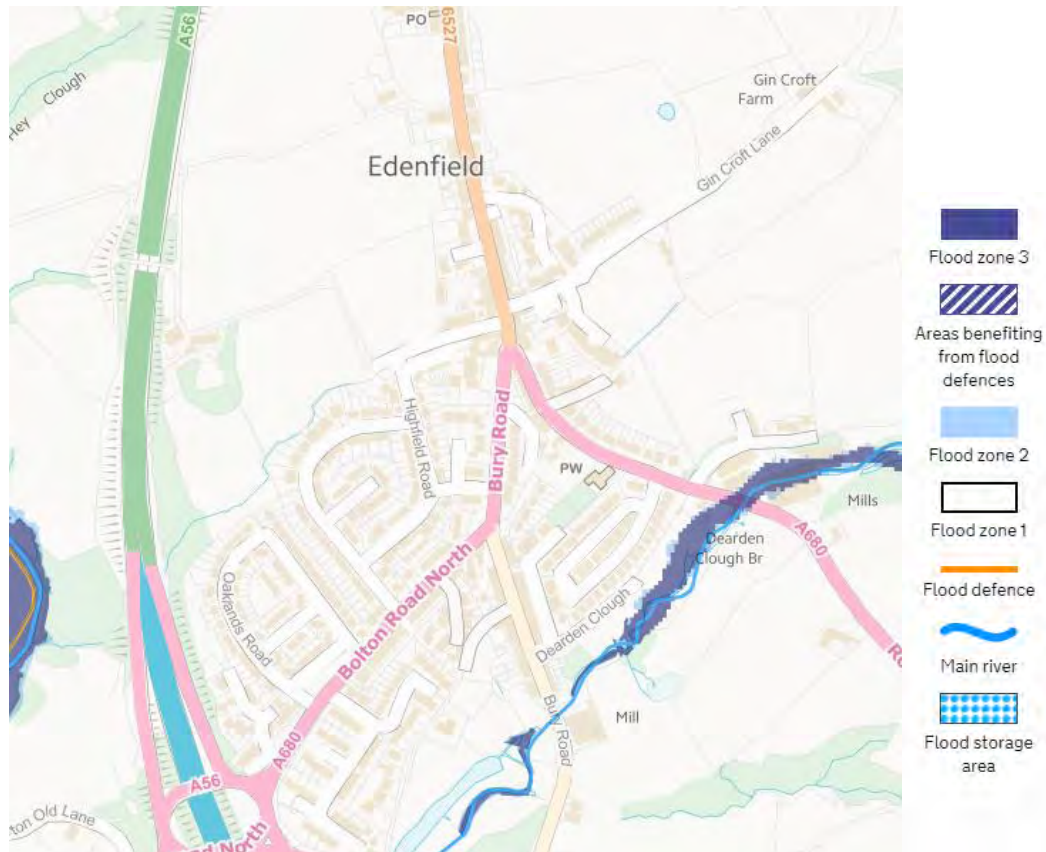


Figure 3.2 – Extract from Flood Map for Planning

LANDSCAPE

3.10 The Council commissioned a Landscape Character Assessment in 2015. The document separates areas of the Borough into various landscape character types, with reference to those identified in the Lancashire Landscape Strategy. The subject site which is located on the edge of the urban area of Edenfield falls into an area identified as 'Settled Valley'. The area is not identified as one which is of particular value.



Figure 3.3 – Extract from Landscape Character Areas Plan

3.11 The Landscape Character Assessment goes on to assess specific sites in relation to their development potential, although land at Elm Street is not considered in detail in this regard.

PUBLIC RIGHTS OF WAY

3.12 Footpath number 14-3-FP164 runs in close proximity to the site to the south. The wider land which is in the ownership of our client is bounded by further footpaths as shown within Figure 3.4.

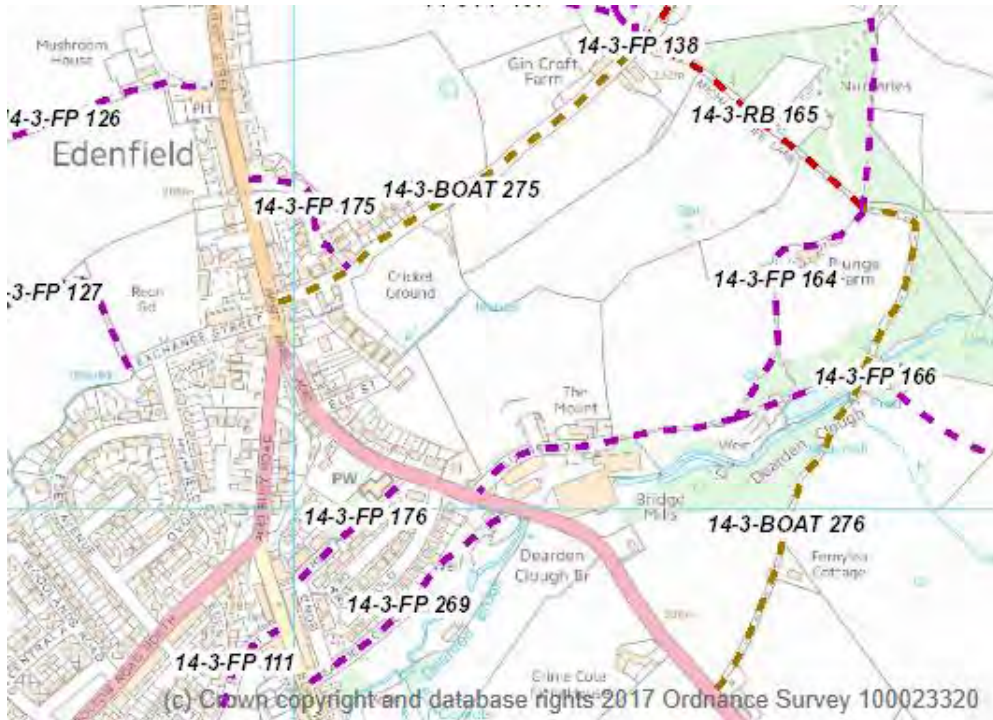


Figure 3.4 Extract of Lancashire County Council’s PROW Mapping

AGRICULTURAL LAND QUALITY

3.13 According to the agricultural land quality database, land in this area is considered to be of poor or very poor value. This is identified in Figure 3.5 below.

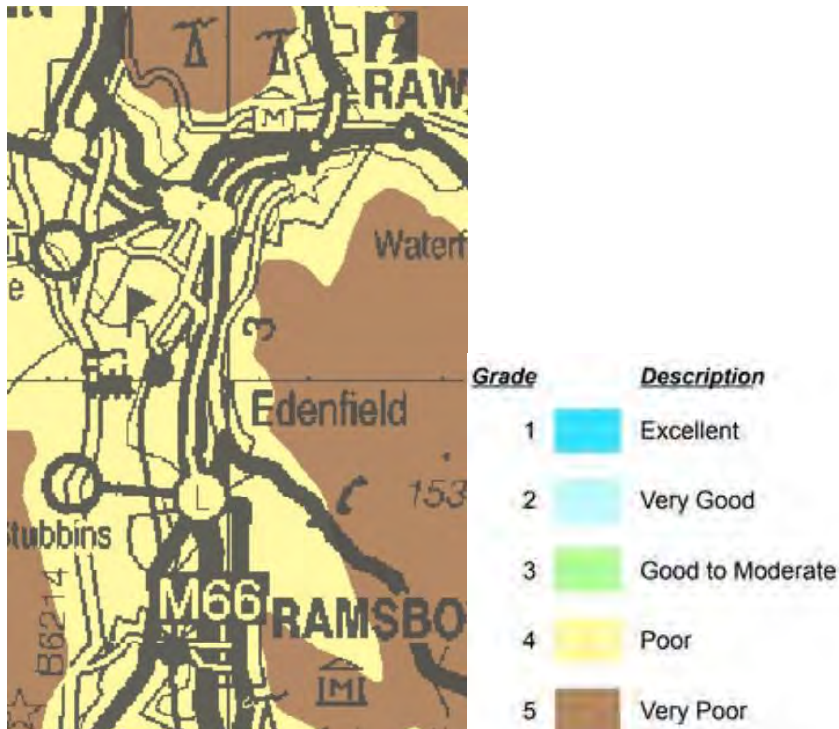


Figure 3.5 Extract of Natural England’s Agricultural Land Classification Mapping

ECOLOGY

- 3.14 The site is not a statutory Ecological or Heritage asset neither is it within 1 km of a National Nature Reserve, Ramsar Site, Site of Special Scientific Interest or Special Protected Area.

SUMMARY

- 3.15 In summary, none of the statutory or other designations identified would preclude development of the site.

4. GREEN BELT REVIEW

4.1 As part of the evidence base to inform the emerging Local Plan, a Green Belt Review was carried out by LUC with the final report being published in November 2016. The purpose of the review was to carry out an independent and comprehensive assessment of Green Belt within the Borough to inform the preparation of the new Local Plan. One of the key aims of the review was to provide clear conclusions on the relative performance of Green Belt which will enable Rossendale Borough Council to consider whether there are ‘exceptional circumstances’ (as per Paragraph 83 of the Framework) to justify altering Green Belt boundaries through the Local Plan process to meet development needs.

4.2 As previously identified, the Framework sets out five purposes of the Green Belt as follows:

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and,
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

4.3 In common with other studies we have reviewed the LUC Green Belt Assessment firstly establishes Green Belt parcels – in this instance there are 80 parcels included within five broad areas of Green Belt. In that respect the subject site falls within Parcel 47, as identified below.

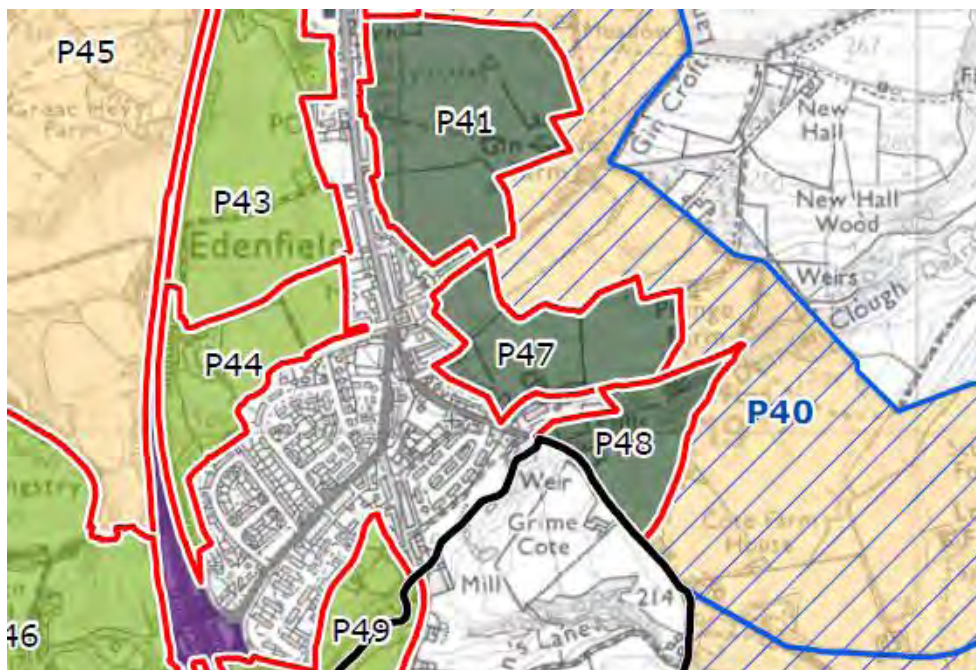


Figure 4.1 Extract from Green Belt Review (2016) Green Belt Parcels around Edenfield

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4.4 Parcels were formed through the identification of land that contains the same or very similar land uses or character bounded by recognisable features. These features are described as:

- Natural features i.e. substantial watercourses; and
- Manmade features i.e. motorways A and B roads, railways.

4.5 Less prominent features such as walls, woodland, hedges, tree lines, streams and ditches were also considered where other more permanent boundaries were not present.

4.6 Two types of parcel were identified:

- Areas adjacent to built up areas (relatively small parcels); and
- Broad areas of Green Belt that may be more remote from settlement.

4.7 The boundary of Parcel 47 is identified in further detail in Figure 4.2 below.



Figure 4.2 Extract from Green Belt Review (2016) identifying Parcel 47

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4.8 An assessment has then been made by LUC as to the ratings of the Green Belt parcels in Rossendale against the first four objectives of including land within the Green Belt as set out in Paragraph 80 of the Framework.

Parcel ref	Purpose 1a	Purpose 1b	Purpose 2	Purpose 3	Purpose 4
45	Not Applicable	Not Applicable	Moderate	Strong	Weak
46	Moderate	Moderate	Strong	Moderate	No Contribution
47	Strong	Strong	Weak	Moderate	Weak
48	Strong	Strong	No Contribution	Moderate	Weak
49	Moderate	Moderate	Strong	Weak	No Contribution
50	Moderate	Moderate	Strong	Weak	No Contribution
51	Strong	Strong	Weak	Strong	Moderate

Figure 4.3 Extract from Green Belt Review (2016) – Overall Assessment Table

Parcel Ratings	
Strong	Parcel performs strongly against this Purpose.
Moderate	Parcel performs moderately well.
Weak	Parcel performs poorly.
No Contribution	Parcel makes no contribution.
Not Applicable	It is not applicable to make an assessment. (This is particularly relevant to P1a and 1b and whether the parcel is adjacent to the large built up area or not)

Figure 4.4 Extract from Green Belt Review (2016) – Parcel Ratings

4.9 It can be seen in Figure 4.3 that the Council’s Green Belt Assessment for Parcel 47 concluded that the parcel has a ‘strong’ role in relation to Purpose 1a and Purpose 1b, a ‘weak’ role in relation to Purpose 2, a ‘moderate’ contribution in relation to Purpose 3 and a ‘weak’ contribution in relation to Purpose 4. Purpose 5 is not detailed within the table given that all sites have been considered as equal in this regard.

4.10 We have considered the Council’s Green Belt Review and the analysis of the subject site below.

PARCEL 47

4.11 The assessment for Parcel 47 states that it lies adjacent to Edenfield and it lies between Edenfield and Rawtenstall.

4.12 In our view Parcel 47 is far too broad a study area which has led to skewed conclusions being reached by LUC. In our opinion there is a clear distinction between the western most part of Parcel 47 to that in the east. In that respect we comment on the conclusions reached by LUC below.

PURPOSE 1A - DOES THE PARCEL EXHIBIT EVIDENCE OF EXISTING URBAN SPRAWL AND CONSEQUENT LOSS OF OPENNESS?

- 4.13 As identified within the assessment of the subject site, the land lies on the edge of Edenfield which forms part of the large built up area of Ramsbottom/Bury. The assessment considers that there are few urbanising features within the parcel and that there is a strong sense of openness. This may be the case for the eastern part of the parcel, however, the area to the west has a strong relationship with the existing urban area and the sense of openness is limited. Parts of the parcel are distinctly different in character and this means the assessment is flawed.
- 4.14 The western side of the parcel offers a sensible opportunity to round off the settlement and would not constitute unrestricted sprawl of the built up area.

4.15 **Result: No contribution.**

1B - DOES THE PARCEL PROTECT OPEN LAND FROM THE POTENTIAL FOR URBAN SPRAWL TO OCCUR?

- 4.16 Land on the western side of the parcel makes a **Weak Contribution** to protecting land from the potential for urban sprawl. Containment can be achieved using existing building lines and former field boundaries.
- 4.17 **Result: Weak contribution.**

PURPOSE 2: TO PREVENT NEIGHBOURING TOWNS MERGING INTO ONE ANOTHER

- 4.18 The assessment identifies that although this parcel lies between Edenfield and Rawtenstall, the settlements are 2km apart and so this parcel has a weak role in terms of preventing neighbouring towns merging into one another.
- 4.19 Again, the varying nature of land included within Parcel 47 makes it difficult to make a fair assessment and we consider that land on the western side of the parcel would have no contribution to this purpose.

4.20 **Result: No contribution.**

PURPOSE 3: TO ASSIST IN SAFEGUARDING THE COUNTRYSIDE FROM ENCROACHMENT

- 4.21 It is stated within the assessment of Parcel 47 that properties along Plunge Road already give a sense of encroachment in this area.
- 4.22 In our view, existing buildings along Plunge Road, and others to the north along Boundary Edge and Gincroft Lane mark out the limits of the existing urban area. The western part of Parcel 47

does not go beyond these limits and therefore inclusion of some of this land within the urban area would not constitute encroachment. There is no basis for the Council considering that this site has a moderate role in this regard.

4.23 **Result: No contribution.**

PURPOSE 4: TO PRESERVE THE SETTING & SPECIAL CHARACTER OF HISTORIC TOWNS

4.24 The assessment of Parcel 47 considers its relationship with the historic settlement of Ramsbottom. However, it is concluded that the effects of development within this parcel on the character of the historic settlement are likely to be limited. We therefore agree with the conclusion that the site is rated as ‘weak’ in this regard.

4.25 **Result: Weak.**

PURPOSE 5: TO ASSIST IN URBAN REGENERATION BY ENCOURAGING THE RECYCLING OF DERELICT & OTHER URBAN LAND

4.26 It is noted that in line with the methodology all sites have been considered as having an equal contribution to this purpose, though it is not stated what this is.

4.27 **Result: Equal contribution.**

OVERALL ASSESSMENT

4.28 We consider the assessment which has been carried out for the subject site, which comprises part of the land included within Parcel 47 to be flawed as it overestimates the value of the Green Belt in this location. This is largely due to the fact that the parcel is too large and varied in nature for a fair assessment to be made.

4.29 We advocate that our client’s land, particularly that to the west, makes a very weak to no contribution to four of the purposes of including land in the Green Belt and the remaining purpose 5 cannot be used for assessment purposes as all of the sites in the Borough are given equal weighting.

4.30 In line with the Council’s methodology **the overall assessment for our client’s site should therefore be weak.**

4.31 We consider the subject site as an appropriate site for release from the Green Belt as it is adjacent to the settlement boundary and has existing development on 3 sides. The site would form a logical extension to Edenfield in this location.

4.32 We reserve the right to make further representations in support of the release of the subject site from the Green Belt.

5. REPRESENTATIONS

- 5.1 In light of the assessment included within this report, we consider that land at Elm Street, Edenfield should be considered for release from the Green Belt.
- 5.2 Figure 5.1 shows the current Green Belt designation which covers the site in the emerging Local Plan Proposals Map. The extent of the urban boundary of Edenfield is marked with a red line.



Figure 5.1 Extract from Local Plan Proposals Map identifying urban boundary

- 5.3 It is clear that the area which lies immediately behind properties on Rochdale Road is enclosed on three sides and, as set out in Section 4 of this report, has a very limited role in terms of the five purposes of the Green Belt as identified in the Framework.
- 5.4 The nature of the existing urban boundary in this location means that this part of the Green Belt provides an opportunity for rounding off the settlement without causing encroachment into the surrounding Green Belt which is more open in nature. In a Borough such as Rossendale which has a significant amount of smaller settlements and a large amount of countryside, it is imperative that sustainable sites on the edge of existing urban areas are fully considered in terms of their ability to meet the Borough's development needs where appropriate. Rossendale is further limited due to its topography and the subject site lies in a relatively flat part of the Borough.
- 5.5 Edenfield is a sustainable settlement and the subject site is within 150m of local services along the high street. The village has good road links to Ramsbottom, Rawtenstall and beyond. Access to the site is achievable via Elm Street.

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5.6 The site is entirely appropriate for inclusion within the urban boundary of Edenfield. Indeed, part of the wider Green Belt parcel may have a future role in delivering sustainable development beyond the emerging Local Plan period.

PROPOSED MODIFICATION

5.7 The Council is respectfully requested to modify the proposed urban boundary of Edenfield to include land to the rear of properties along Rochdale Road as shown below.



Figure 5.2 Proposed Amendment to Green Belt Boundary

5.8 The extension of the urban boundary in this location is considered entirely appropriate having regard for the site’s limited Green Belt function and the fact that it is bounded by the urban area on three sides.

5.9 We contend that this would properly reflect the provisions of Paragraph 83 of the Framework which sets out that amendments to Green Belt boundaries can only be made in exceptional circumstances and through the local plan process. In addition, the amendment to the Green Belt boundary in this instance would be fully in accordance with Paragraph 84 of the Framework which sets out that such amendments should only be made to facilitate sustainable development patterns.

6. CONCLUSIONS

- 6.1 The starting point for consideration of the Council's Local Plan is the well- established principle embodied in Paragraph 158 of the Framework that Development Plans must be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.
- 6.2 The Framework is clear at Paragraph 83 that Green Belt boundaries can be amended in exceptional circumstances, through the local plan process. Paragraph 84 further states that this can only be done in order to facilitate sustainable development.
- 6.3 It has been highlighted in this Representation that land at Elm Street does not meet the five purposes of the Green Belt as set out in Paragraph 80. As a result, and in order to provide for sustainable development over the plan period, the land should be included within the urban boundary of Edenfield and subsequently it should be removed from the Green Belt.

Hourigan Connolly

9 October 2017

Forward Planning
Rossendale Borough Council
One Stop Shop
Bacup
OL130BB

03/10/2018

Dear Sir/ Madam,

ROSSENDALE LOCAL PLAN PRE-SUBMISSION VERSION CONSULTATION

I am a resident of Private lane, Haslingden and have been for over 20 years. This letter comprises my representation to Rossendale Borough Council (RBC) regarding the Pre-Submission Draft of the Rossendale Local Plan (RLP) which is currently the subject of public consultation. It also provides comments on other relevant "background documents" which comprise the supporting evidence for the RLP.

I currently live adjacent to Haslingden Cricket Club (HCC). The club has been located at its current location since its foundation in 1853. The club is a founder member of the Lancashire Cricket League, one of the most prestigious amateur cricket leagues in the country. HCC is a focal point in the community and the only cricket club in Haslingden and Helmshore and is used by local teams and other sections of the community for the purposes of cricket development such as local secondary and primary schools.

The entire Cricket Club site is currently allocated as Greenland (E.1) and Recreation Area (E.2) within the Rossendale Core Strategy (RCS) (2011). RBC's Strategic Housing Land Availability Assessment (SHLAA) assesses the site under SHLAA reference: 16284. The SHLAA identifies that the site is in active use as Open space, cricket practice area and car park area adjoining Haslingden Cricket Club (HCC).

My representation relates to proposed allocation H52 - Land to the rear of Haslingden Cricket Club. Appendix 4 of the RLP identifies 0.75ha as capable of delivering 30 dwellings within 5 years. The remainder of this representation explains why proposed allocation H52 does not comprise a deliverable or developable site in accordance with the requirements of the National Planning Policy Framework (NPPF) and should therefore not be allocated within the RLP.

Policy Context

The NPPF provides the policy context for the emerging Local Plan. In this regard, insofar as its policies are relevant to this representation. Paragraph 96 states that: *"Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate."*

Paragraph 97 identifies that:

“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.”*

Paragraph 127 requires that planning policies and decisions should ensure that developments:

- “a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience”*

The Glossary to the revised NPPF provides a definition of ‘deliverable’ which requires that:

“To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. Sites that are not major development, and sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years”.

The Glossary to the NPPF also provides a definition of ‘developable’ which requires that:

“To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged”.

The Planning Practice Guidance (PPG) states:

“Strategic policy-making authorities will need to provide robust, up to date evidence to support plan preparation. Their judgments on deliverability of housing sites, including windfall sites, will need to be clearly and transparently set out”.

Existing use

The area proposed for development and identified within the SHLAA and Proposed Proposals Map is currently used as car-parking, open space and as a practice area. These uses will be considered in turn.

Open Space and Practice Area

Paragraph 97 of the NPPF clearly identifies that an assessment needs to be undertaken to demonstrate that sport’s facilities are surplus to requirement to facilitate the development of the land.

The Rossendale, Pendle & Burnley Playing Pitch Strategy (2016) provides a strategic framework for the maintenance and improvement of existing outdoor sports pitches and ancillary facilities between 2016 and 2026. The Playing Pitch Strategy considers the existing scenarios for Sports facilities across the area and identifies that the existing quantity of grass wicket pitches should be protected.

The Playing Pitch Strategy provides specific analysis for Haslingden Cricket Club as can be seen below:

53	Haslingden CC Rossendale	Cricket	Club	One standard quality pitch with 21 grass wickets and one non turf wicket. No spare capacity during peak time. One cricket practice area off the outfield, concrete and not been used for years.	Lancashire County Cricket Groundsmen Association and LOCE to work with club to review quality issues.	LOCE Club	Local	M	S	Protect. Enhance
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The strategy clearly concludes that this facility needs to be protected and enhanced.

The Playing Pitch Strategy identifies that there is a single practice pitch; this was located in the north western corner of the facility to the west of the car park. This practice pitch is located next to my house and I can confirm that it was used for a significant period of time; the practice pitch was not maintained and has not been used in the recent past. This land does however, comprise land which is capable of being used for practice areas as it has been in the past.

Prior to the assessment being undertaken HCC submitted application reference 2012/266 in May 2012 for the construction of artificially-surfaced cricket nets, to provide 8 sets of wickets in 4 lanes. The site location plan can be seen below:



The application for the practice nets was approved on 24 July 2012 and practice facilities have now been delivered.

The Council's committee report in relation to application reference: 2012/266 provides the following description of the site:

"Haslingden Cricket Club is accessed via a Private Lane off Broadway, Haslingden. It consists of a with a cricket pitch towards the east and a 2-storey club house, parking and other outbuildings towards the west end. To the south and west of the club house is a grassed area used for practice purposes, which is bounded by the rear gardens of residential properties fronting Grasmere Road, with boundary treatments consisting of timber panel fencing and trees / shrubs."

It is clear from the description and application above that the proposed development area comprises uses essential to the running of the cricket club and predominantly land which is used for either practice purposes or car parking. The entire site therefore accords with the definition of 'Playing Field' used by Sports England and included within the Glossary of the NPPF:

"Playing Field: Means the whole of a site which encompasses at least one playing pitch. The reference to 'the whole of a site' applies to all areas of a playing field not just those which happen, for the time being, to be laid out as pitches"

Sport England is a statutory consultee on planning applications affecting playing field land (as set out in S12010/2184 (The Town & Country Planning (Development Management Procedure) (England) Order 2010). This policy states that: Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all or any part of a playing field, or land last used as a playing field or land allocated for use as a playing field in an adopted or draft deposit plan, unless, in the judgement of Sport England, specific circumstances apply.

It has been identified in this representation that the land proposed as allocation H52 is in use and allocated as playing field land.

The five specific exceptional circumstances where Sport's England will not object to a planning application are identified as:

"E1: A carefully quantified and documented assessment of current and future needs has demonstrated to the satisfaction of Sport England that there is an excess of playing field provision in the catchment, and the site has no special significance to the interests of sport.

E2: The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use.

E3: The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting/ancillary facilities on the site.

E4: The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.

E5: The proposed development is for an indoor or outdoor sports facility, the provision of which would be of artificial sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields. Sport England's policy statement is in line with the requirements of the NPPF (para 74) in relation to the protection of sports facilities.

The loss of the car park, practice areas and open space would comprise the loss of sporting/ ancillary facilities as well as land which could be made into practice facilities. The loss of this land would affect the use of the club as it would restrict the practice facilities at the club and the club would lose the car park which is fundamental to HCC's ability to function in this location. This therefore indicates that there is no specific circumstance to identify that Sport's England would approve of the proposed development.

Paragraph 97 of the NPPF clearly identifies that an assessment needs to be undertaken to demonstrate that sport's facilities are surplus to requirement to facilitate the development of the land. An assessment of the site has been undertaken within the Council's playing pitch strategy and it has been clearly identified that all Cricket Pitches within the Borough should be retained, with Haslingden Cricket Club specifically being identified as a club which should be retained and expanded. The proposed allocation of H52 is contrary to the recommendations of the playing pitch strategy and contrary to the provisions within Paragraph 97 of the NPPF. This is a conclusion which has clearly been reached by RBC within their SHLAA report which states the following:

“The site is available although the south-eastern corner has a planning permission for a cricket practice area and the northern part is currently used as a car park for the cricket club. The site is suitable for a housing development subject to Sports England and Highways agreements due to concern on cricket pitch availability in the Borough and loss of car parking.”

It is therefore clear that RBC’s own evidence identifies that the site is not currently developable as the agreement of Sport’s England and Highways has not been provided and it has been identified within this representation that Sport’s England’s policies indicate that the proposals would be subject to an objection. H52 is therefore not available and its allocation within the RLP is unsound.

Car-Park

HCC’s car park is located to the north-east of the site and has been expanded recently to accommodate an increased number of patrons. On match days and when the club hosts events the car park is filled to its full capacity as is evidenced within the photos appended to this representation.

The car park is used as an ad-hoc ‘fair ground’ during HCC’s annual Bonfire Night event (which HCC have hosted for over 15 years). Due to the loss of the parking facility for this event, HCC has to place marshals at the entrance to Private Lane ensuring only vehicles of residents’ enter the road. It is necessary for HCC to do this, as without the car-park there is limited space for vehicles to turn or park on Private Lane and the event causes increased pedestrian footfall. The removal of the car-park permanently, as is proposed within the RLP, would necessitate this type of solution on all match days and events. A parking solution such as this would be detrimental to the amenity of local residents on Private Lane and be a significant monetary drain for the management of the club. The permanent removal of the car park would create/ worsen parking issues on the surrounding residential streets, as it would force patrons to park elsewhere. The loss of this car park and development of the HCC site would therefore be contrary to Paragraph 127 of the NPPF as the proposal would not function well immediately or for the lifetime of the development and would have a detrimental effect to residential amenity. This is a conclusion which has clearly been reached by RBC within their SHLAA report which states the following:

“The site has a planning permission for a cricket practice area. The Playing Pitch Strategy indicates that all cricket facilities should be retained, therefore the development is subject to Sports England agreement. The remaining part of the site appears suitable for housing development, although if the development occurs on the car park it can lead to highway issues in terms of access and safety. The vehicular access to the site is also via a private lane which restraints the access. The site is considered suitable for housing development subject to Sports England and Lancashire County Council Highways agreement.”

RBC’s own evidence identifies that the site will be “suitable in medium to long term”. The site is evidently not suitable in its current form and therefore is not developable in accordance with the NPPF’s definition. The site is therefore not available and the allocation of the site within the RLP is unsound.

The loss of the car park may also have an impact on the future of HCC, though the sale of the land to a developer may provide short term monetary gains, it would limit the future expansion of the Club and limit the size and nature of events it can host. The NPPF clearly advocates for the protection of retention of sporting facilities such as HCC and the important role and function a historic club such as this plays in the health, well-being and social cohesion of the community.

Vehicular Access

The SHLAA identifies that the access to the site via Private Lane is narrow and states that this is a '*major constraint*' to development. The SHLAA fails to identify that Private Lane comprises a single track road with a 'token' 0.5m pavement along the southern side. The land along the entire northern boundary of Private Lane is within third party ownership. The land to the south east of Private Lane, comprises my land and another residential property in private ownership. The road narrows at the entrance to Private Lane and is also within third party ownership on both sides and subsequently the lane could not be widened to accommodate the increased quantum of development as required and identified within the SHLAA.

The access on to Private Lane from Broadway via Grasmere Road requires that a driver navigate a blind bend on to a single track road. This often requires the driver entering Private Lane to wait for other vehicles to exit the road. The vehicles waiting have to wait on a small hill at the junction with Broadway; during peak times this can cause traffic to back up to the bus stop on Broadway. This creates a significant hazard as during peak times the junction between Broadway, Grasmere Road and Private Lane is congested by ad-hoc parking for school drop off and pick up and Private Lane is used by many pupils of Haslingden High as a cut through on the way to and from school. This increases the level of traffic and congestion in this location and reduces visibility. A development of 30 dwellings would more than double the number of dwellings on Private Lane (23 currently) and therefore significantly increase the level of traffic and increase the risk of accidents for both pedestrians and vehicles.

Due to the access constraints the site is not considered to comprise a 'suitable' location for development as required by the NPPF and subsequently cannot be considered deliverable or developable.

Development Quantum

Proposed allocation H52, as stated previously, is identified as a 0.74ha piece of land capable of delivering 30 dwellings by 2023. This comprises a proposed development density of 41 Dwellings per Hectare (DPH).

The SHLAA identifies that the net developable area is 0.45ha and proposes a density of 30 DPH. This results in a development yield of 13 dwellings, a figure which is substantially lower than that proposed by RBC within the RLP.

As is identified above, a significant proportion of the developable area included within the SHLAA comprises the car park, which is critical to the existing and future use of the club. The net developable area in both the SHLAA and the RLP should exclude the car park (as extended) to ensure that HCC can continue to run viably. This would reduce the net developable area of the scheme further.

The densities proposed by both the SHLAA (30DPH) and the RLP (41 DPH) are unachievable and are not consistent with densities of the surrounding area. The density of existing dwellings on Private Lane is approximately 23 DPH; the development along the northern boundary is a modern development built by McDermott Homes within the last 18 years and comprises an efficient layout which maximises space. It is evident that the development yield proposed within allocation H52 should be considered in this context and a more appropriate yet realistic density of 20 DPH anticipated should be proposed. This would provide a maximum development yield for H52 of 9 dwellings.

The removal of the car park from the developable area and the reduction in density would result in a proposal of approximately 4 dwellings; this level of development does not pass the threshold allocation size. The reduction in development yield raises significant concerns regarding the viability of the proposed development considering the access, surface water flooding and Sport's England constraints. RBC and HCC have not demonstrated that the site is suitable or available with a realistic prospect that the site can be viably delivered as is required by the NPPF. The site is therefore not deliverable and its allocation is not sound.

Conclusion

To conclude I respectfully request that allocation H52 be removed from the RLP. This representation has clearly identified that the proposed allocation of Land to the rear of Haslingden Cricket Club does not comprise a deliverable allocation for the following reasons:

- The proposed development area currently comprises a '*Playing Field*' and it has been identified within RBC's Playing Pitch Strategy that the site should be retained and expanded. The development of the land would therefore be contrary to Paragraph 97 of the NPPF and would likely result in an objection from Sport's England as there are no specific circumstances which warrant its development.
- The proposed development area contains HCC's carpark. The carpark is essential to the ability of the site to operate as a Cricket facility. The removal of the car park would have a detrimental impact on residential amenity and create a significant traffic management and parking problem within the surrounding area on match days and when the club hosts events.
- The access to the site is not adequate and the road would need to be widened. The land is not within HCC's ownership and it has not been demonstrated that there is an alternative access solution available.
- The density and developable area indicated within Appendix 4 of the RLP are over-stated. The reduction in both of these to a realistic area would reduce the quantum of development able to be delivered and impact on the viability of the site.

The inclusion of this site within the RLP is therefore contrary RBC's evidence base and the NPPF and the allocation is not considered sound.

Yours sincerely,

Mrs J. George

Appendix

Photos taken from my property summer 2018 showing the use of the car park:



Photo taken from my property summer 2018 showing the location of the ageing practice pitch:



Photos taken from my property Summer 2018 showing the use of the playing field for practicing purposes:





Official copy of register of title

Title number LA834029

Edition date 19.09.2018

- This official copy shows the entries on the register of title on 25 Sep 2018 at 08:40:09.
- This date must be quoted as the "search from date" in any official search application based on this copy.
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- Issued on 25 Sep 2018.
- Under s.67 of the Land Registration Act 2002, this copy is admissible in evidence to the same extent as the original.
- This title is dealt with by HM Land Registry Fylde Office.

A: Property Register

This register describes the land and estate comprised in the title.

LANCASHIRE : ROSSENDALE

- 1 (24.12.1998) The Freehold land shown edged with red on the plan of the above Title filed at the Registry and being 51 Bankside Lane, Bacup (OL13 8HJ).
- 2 (24.12.1998) The land was formerly copyhold of the Manor of Accrington New Hold and there are excepted from this registration the mines and minerals and rights excepted on the enfranchisement thereof.
- 3 (24.12.1998) The land has the benefit of the following rights granted by but is subject to the following rights reserved by the Conveyance dated 8 January 1964 referred to in the Charges Register:-

"TOGETHER with the appurtenances and in particular with the free rights (in common with the Vendor and all others entitled thereto) of passage and running of water and soil to and from the property hereby conveyed through the sewers drains and watercourses which are now or may hereafter be laid in or under the adjoining property and Bankside Lane aforesaid but EXCEPT AND RESERVING hereout unto the Vendor and his successors in title the right of running water and soil through the sewers drains and watercourses laid in or through the property hereby conveyed and full and free right at all times hereafter to erect buildings of any description and for any purpose on his land adjoining the property hereby conveyed notwithstanding that the same may affect any right of light which the property hereby conveyed might otherwise be entitled to or acquire."
- 4 (13.04.1999) A new title plan based on the latest revision of the Ordnance Survey Map has been prepared.

B: Proprietorship Register

This register specifies the class of title and identifies the owner. It contains any entries that affect the right of disposal.

Title absolute

- 1 (19.09.2018) PROPRIETOR: RAYMOND JAMES KAY of 51 Bankside Lane, Bacup OL13 8HJ.

Title number LA834029

B: Proprietorship Register continued

2 (19.09.2018) The price stated to have been paid on 7 September 2018 was £225,000.

C: Charges Register

This register contains any charges and other matters that affect the land.

1 (24.12.1998) A Conveyance of the land in this title and other land dated 8 January 1964 made between (1) John Raymond Kay (Vendor) and (2) Dennis Brown (Purchaser) contains the following covenants:-

"The Purchaser hereby covenants with the Vendor as follows:-

That there shall not be erected on the land hereby conveyed any buildings other than a private dwellinghouse with the necessary outbuildings and garage accommodation

No noxious or offensive trade or business shall be carried on upon the land hereby conveyed or any part thereof and no act or thing shall be done or suffered thereon which shall be a nuisance or annoyance to the owner or occupiers of adjacent land."

End of register

These are the notes referred to on the following official copy

The electronic official copy of the title plan follows this message.

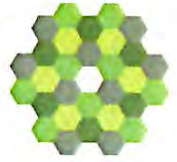
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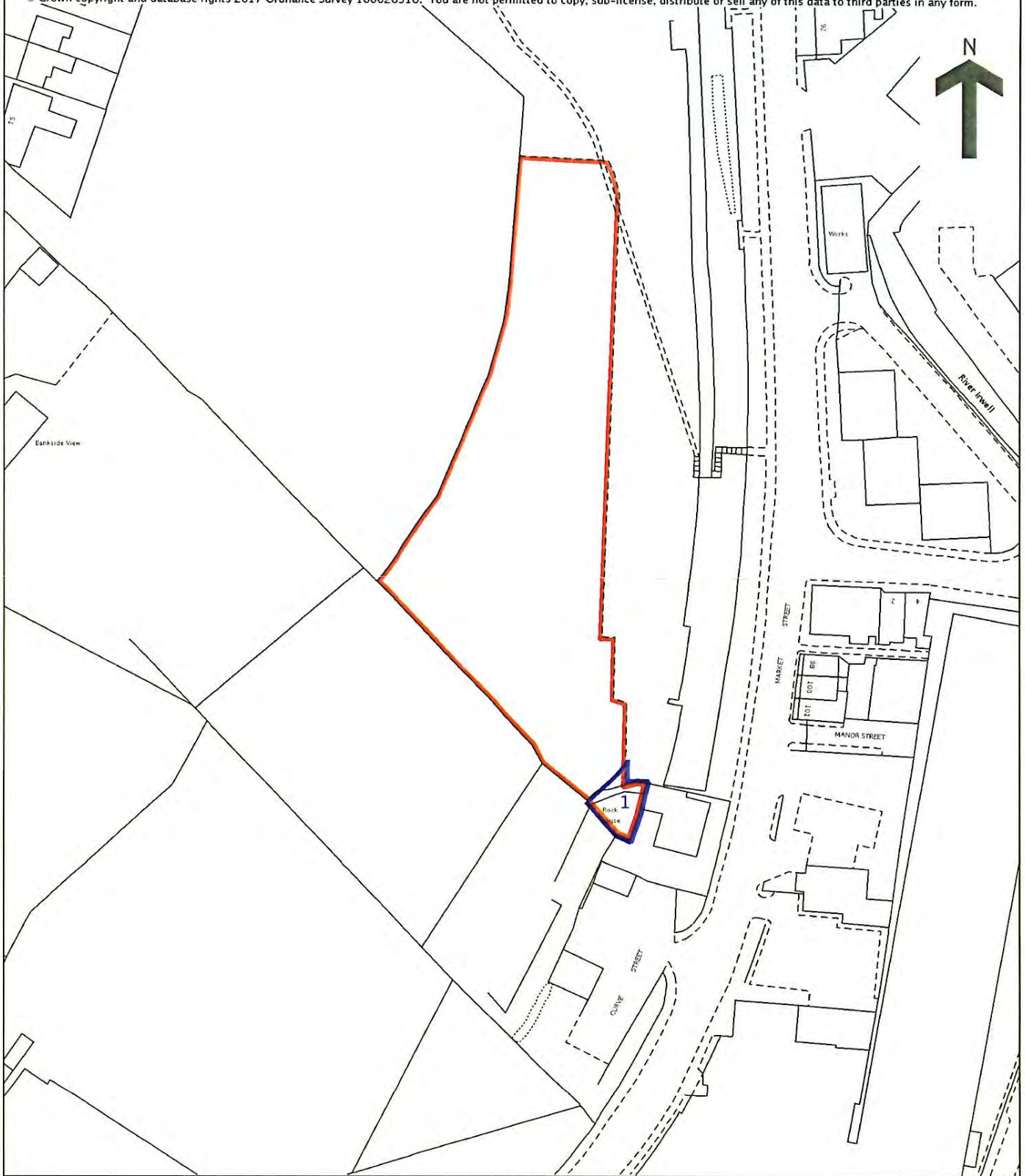
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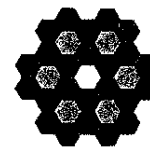
HM Land Registry
Official copy of
title plan

Title number **LAN186778**
Ordnance Survey map reference **SD8622SE**
Scale **1:1250**
Administrative area **Lancashire : Rossendale**



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Official copy of register of title

Title number LAN186778

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- This title is dealt with by HM Land Registry Fylde Office.

A: Property Register

This register describes the land and estate comprised in the title.

LANCASHIRE : ROSSENDALE

- 1 The Freehold land shown edged with red on the plan of the above title filed at the Registry and being Land on the east side of Bankside Lane, Bacup.
- 2 (03.08.2009) The land in this title was formerly copyhold of the Manor of Accrington New Hold. This registration takes effect subject to the exceptions and reservations of the mines, minerals and other rights on enfranchisement.

B: Proprietorship Register

This register specifies the class of title and identifies the owner. It contains any entries that affect the right of disposal.

Title absolute

- 1 (31.01.2017) PROPRIETOR: RAYMOND JAMES KAY of High Withins, Hall Fold, Whitworth, Rochdale OL12 8TT.
- 2 (31.01.2017) The value as at 31 January 2017 was stated to be under £100,000.

C: Charges Register

This register contains any charges and other matters that affect the land.

- 1 (03.08.2009) The parts of the land affected thereby are subject to the leases set out in the schedule of leases hereto.
The leases grant and reserve easements as therein mentioned.

Schedule of notices of leases

Registration date and plan ref.	Property description	Date of lease and term	Lessee's title
---------------------------------	----------------------	------------------------	----------------

Title number LAN186778

1	23.07.2004	Rock House, Market Street	03.10.1853	LA963524
	Edged and		999 years	
	numbered 1 in			
	blue			

NOTE 1: The lease comprises also other land

NOTE 2: The land in this title is not part of the land originally demised by the lease of which short particulars are set out above but is registered as an accretion to that lease, having been acquired by encroachment from the land originally demised

End of register

These are the notes referred to on the following official copy

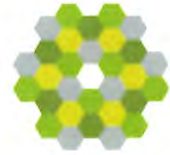
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Official copy of register of title

Title number LA834029

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This title is dealt with by HM Land Registry, Fylde Office.

A: Property Register

This register describes the land and estate comprised in the title.

LANCASHIRE : ROSSENDALE

- 1 (24.12.1998) The Freehold land shown edged with red on the plan of the above Title filed at the Registry and being 51 Bankside Lane, Bacup (OL13 8HJ).
- 2 (24.12.1998) The land was formerly copyhold of the Manor of Accrington New Hold and there are excepted from this registration the mines and minerals and rights excepted on the enfranchisement thereof.
- 3 (24.12.1998) The land has the benefit of the following rights granted by but is subject to the following rights reserved by the Conveyance dated 8 January 1964 referred to in the Charges Register:-

"TOGETHER with the appurtenances and in particular with the free rights (in common with the Vendor and all others entitled thereto) of passage and running of water and soil to and from the property hereby conveyed through the sewers drains and watercourses which are now or may hereafter be laid in or under the adjoining property and Bankside Lane aforesaid but EXCEPT AND RESERVING hereout unto the Vendor and his successors in title the right of running water and soil through the sewers drains and watercourses laid in or through the property hereby conveyed and full and free right at all times hereafter to erect buildings of any description and for any purpose on his land adjoining the property hereby conveyed notwithstanding that the same may affect any right of light which the property hereby conveyed might otherwise be entitled to or acquire."

- 4 (13.04.1999) A new title plan based on the latest revision of the Ordnance Survey Map has been prepared.

B: Proprietorship Register

This register specifies the class of title and identifies the owner. It contains any entries that affect the right of disposal.

Title absolute

- 1 (26.11.2007) PROPRIETOR: ANDREW MAKIN of 51 Bankside Lane, Bacup, Lancashire OL13 8HJ.

Title number LA834029

B: Proprietorship Register continued

- 2 (26.11.2007) The price stated to have been paid on 26 October 2007 was £225,000.
- 3 (26.11.2007) RESTRICTION: No disposition of the registered estate by the proprietor of the registered estate, or by the proprietor of any future registered charge, is to be registered without a written consent signed by the proprietor for the time being of the Charge dated 26 October 2007 in favour of The Royal Bank of Scotland PLC referred to in the Charges Register.

C: Charges Register

This register contains any charges and other matters that affect the land.

- 1 (24.12.1998) A Conveyance of the land in this title and other land dated 8 January 1964 made between (1) John Raymond Kay (Vendor) and (2) Dennis Brown (Purchaser) contains the following covenants:-

"The Purchaser hereby covenants with the Vendor as follows:-

That there shall not be erected on the land hereby conveyed any buildings other than a private dwellinghouse with the necessary outbuildings and garage accommodation

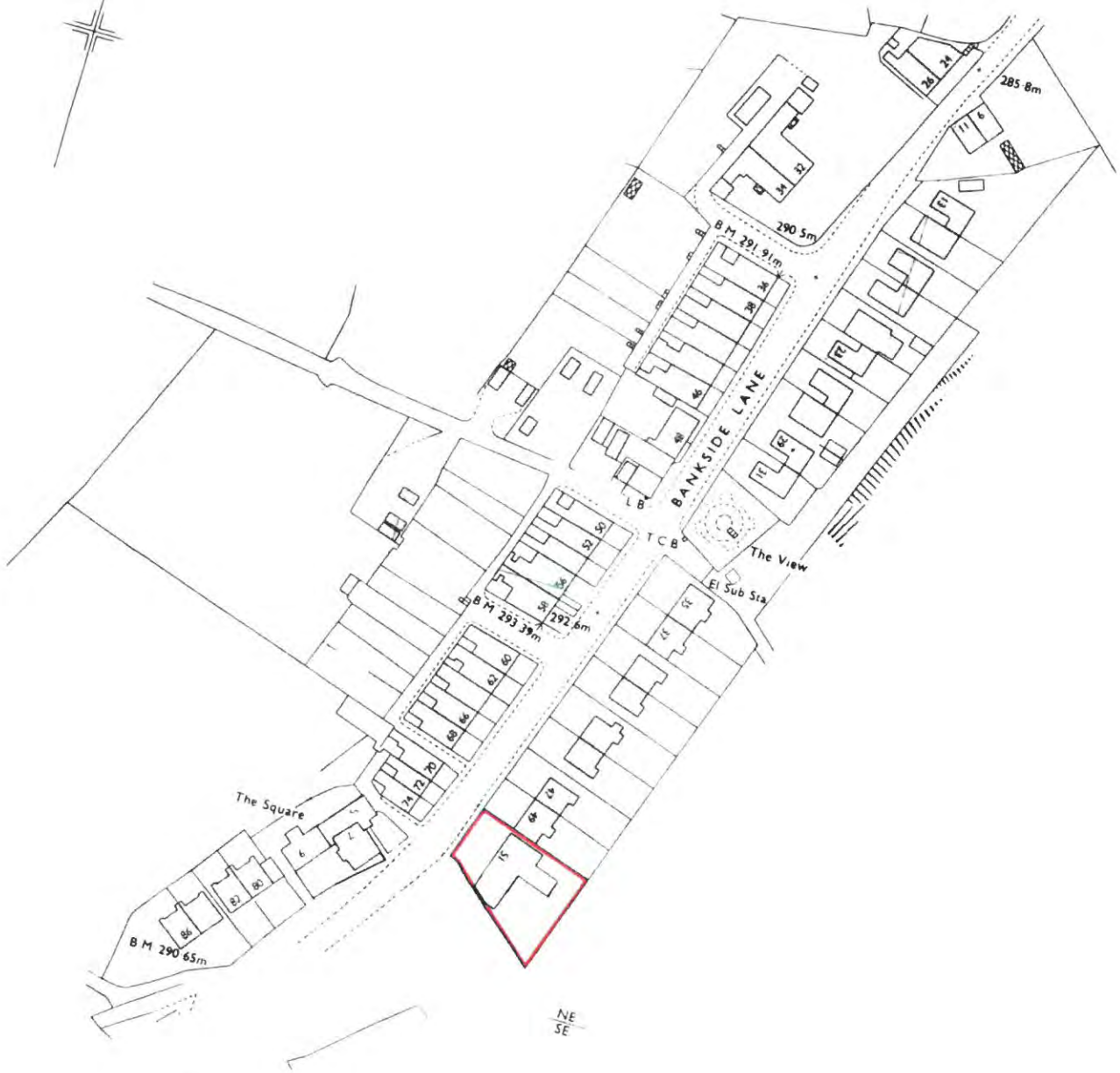
No noxious or offensive trade or business shall be carried on upon the land hereby conveyed or any part thereof and no act or thing shall be done or suffered thereon which shall be a nuisance or annoyance to the owner or occupiers of adjacent land."

2 (26.11.2007) REGISTERED CHARGE dated 26 October 2007.

3 (08.05.2018) Proprietor: THE ROYAL BANK OF SCOTLAND PLC (Scot. Co. Regn. No. SC083026) of Mortgage Centre (Offset), Amsterdam Place, Amsterdam Way, Norwich NR6 6JA.

End of register

H.M. LAND REGISTRY		TITLE NUMBER	
		LA83 029	
ORDNANCE SURVEY PLAN REFERENCE ©	SD 8622	SECTION D	Scale 1/1250
COUNTY LANCASHIRE	DISTRICT ROSSENDALE	© Crown copyright	



From: Bill Booker < >
Sent: 05 October 2018 15:15
To: Carl Copestake; Alan Corinaldi-Knott
Cc: Lew Wright < > ; Peter Czajkowskyj
Subject: Bankside Lane, Bacup
Attachments: SCP_18257_SK01 Rev A - Visibility Splays.pdf; SCP_18257_ATR01 Rev C - Swept Path Analysis.pdf

Message originated from outside Knights

Dear Carl/Alan,

As instructed we have reviewed the comments raised by the Highway Authority in respect of the site to the south of Bankside Lane, Bacup.

NETWORK IMPACTS ASSOCIATED WITH THE PROPOSALS

The proposed scheme is for up to 30 dwellings which would be anticipated to generate around 20 vph (total two way) during the peak highway hours. This equates to 1 additional vehicle passing along Bankside Lane every 2 minutes on average during the highway peak hours which cannot be considered to represent a severe cumulative impact on the local highway network.

Whilst it was noted that there are areas with parked cars along Bankside Lane it was also noted that there are also accesses into properties along Bankside Lane with dropped crossings which provide gaps in the parking.

Additionally, it should also be noted that Bankside Lane is a residential road where access for refuse vehicles is already required.

ACCESS ONTO BANKSIDE LANE

There is an existing site from the site onto Bankside Lane which, by virtue of the granting of an operator's licence, must have been considered to be safe to accommodate large goods vehicles. The access is located on the outside of a bend in Bankside Lane and with the extended site frontage it is possible to provide an upgraded access to the site, as can be seen on SCP/18257/SK01 Rev A

The scheme is designed to allow a 5.5m wide carriageway plus a 2m wide footway to each side.

The available visibility onto Bankside Lane would be 2.4m x 25m in either direction. The available visibility is in accordance with the 20 mph speed limit in place along Bankside Lane.

It would be necessary to remove the existing garage to no 51 Bankside Lane and to redesign the drive for no 51 onto Bankside Lane as well.

SWEPT PATH ASSESSMENT

The turning head located within the site can accommodate the council refuse vehicle and the revised site access is able to accommodate movement into and out from the site, as illustrated on SCP/18257/ATR01 Rev C. To assist we have also added a number of parked cars located outside terraces properties on Bankside Lane. It can be seen that the refuse vehicle is able to manoeuvre into and out from the site in a safe manner.

CONCLUSIONS

A scheme with up to 30 dwellings on the site is capable of being accessed in a safe manner and the access road laid out in a manner to facilitate access for refuse vehicles to and from the site in forward gear.

The anticipated network impact associated with the proposals would be minimal at an additional vehicle every 2 minutes on average on Bankside Lane.

Regards
Bill Booker
Director
On behalf of



Transportation Planning : Infrastructure Design

Colwyn Chambers • 19 York Street • Manchester • M2 3BA

Tel

Mob:

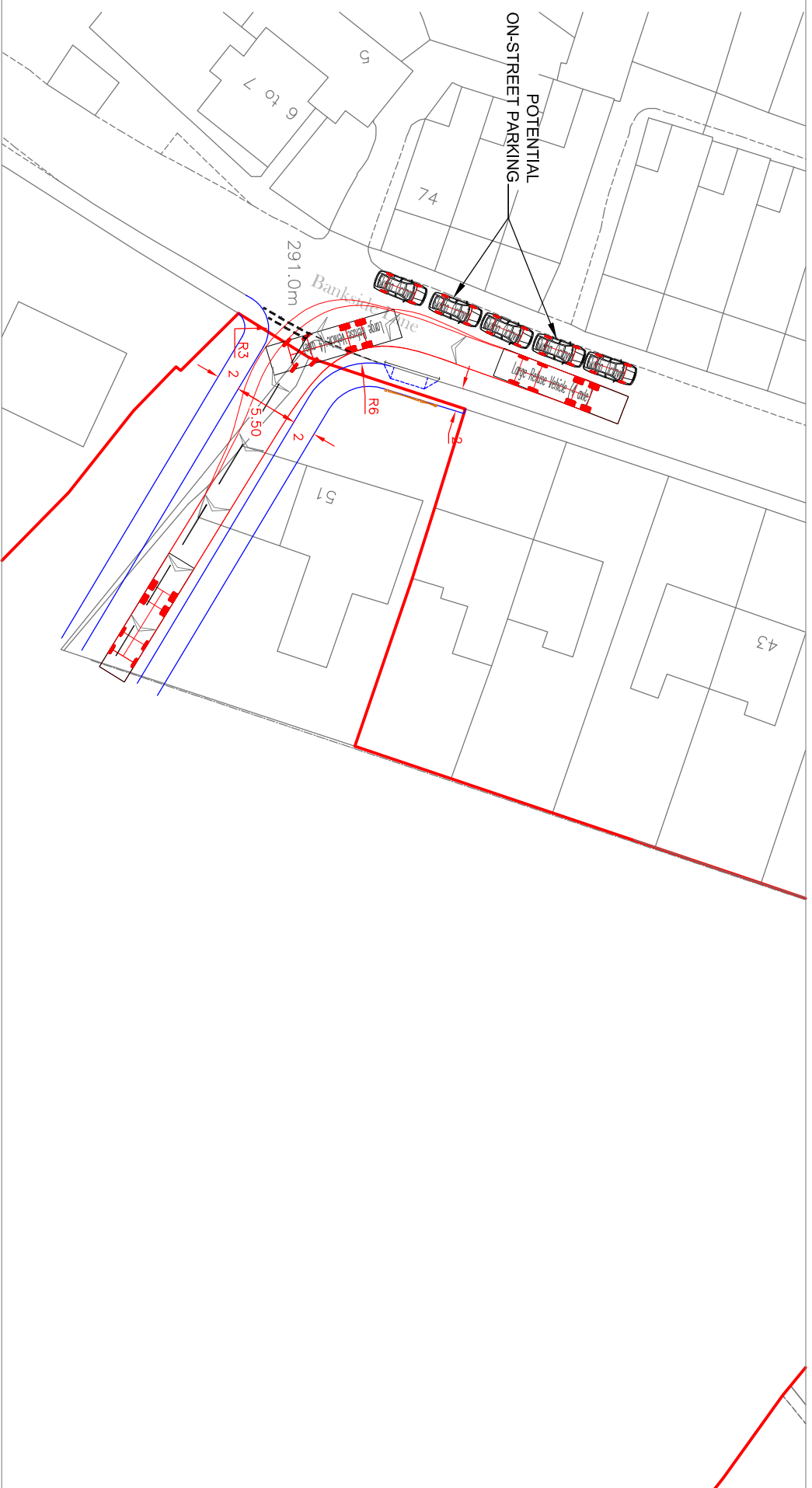
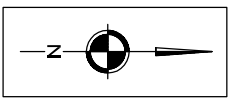
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REFUSE VEHICLE -
LEFT IN FROM BANKSIDE LANE



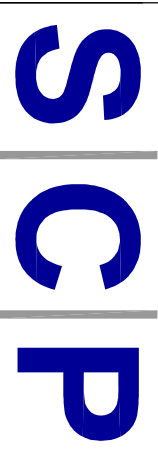
REFUSE VEHICLE -
RIGHT OUT ONTO BANKSIDE LANE



NOTES

REVISIONS

REV	DESCRIPTION	DATE	BY
A	-UPDATED SITE LAYOUT PLAN UNDER LAD	26.07.18	BA
B	-REVISED SITE ACCESS DETAIL	04.10.18	BA
C	-REVISED SITE ACCESS DETAIL -SWPT PATH ANALYSIS UPDATED TO SUIT	05.10.18	BA



Transportation Planning : Infrastructure Design

Colwyn Chambers, 19 York Street, Manchester, M2 3BA, Tel 0161 832 4400,
www.scptransport.co.uk, Email info@scptransport.co.uk

Client Name:

PULMANN ASSOCIATES LTD

Project Title:

BANKSIDE LANE, BACUP

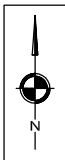
Drawing Title:
SWPT PATH ANALYSIS -
11.34m LARGE REFUSE VEHICLE
(4 - AXLE)

Drawn By: BA Date: 06.07.2018

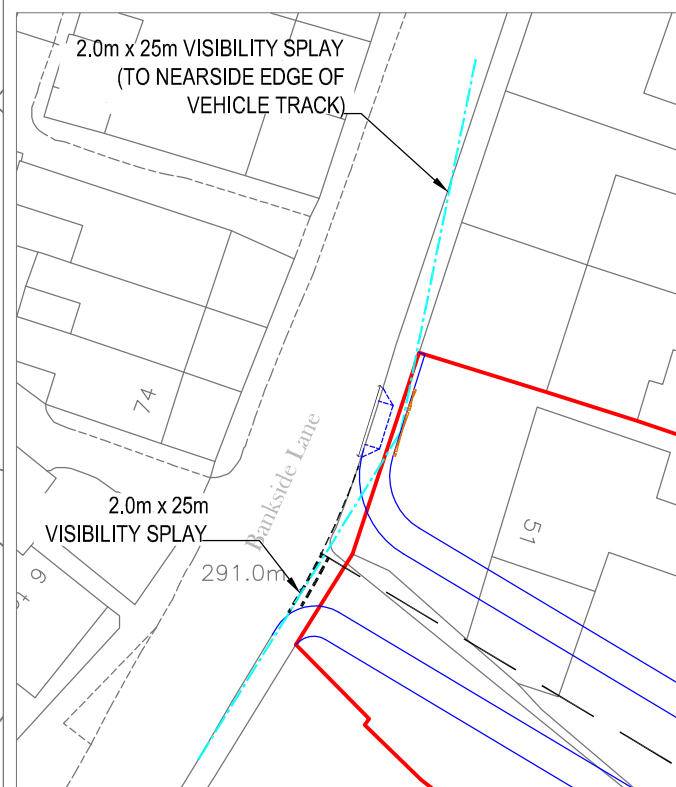
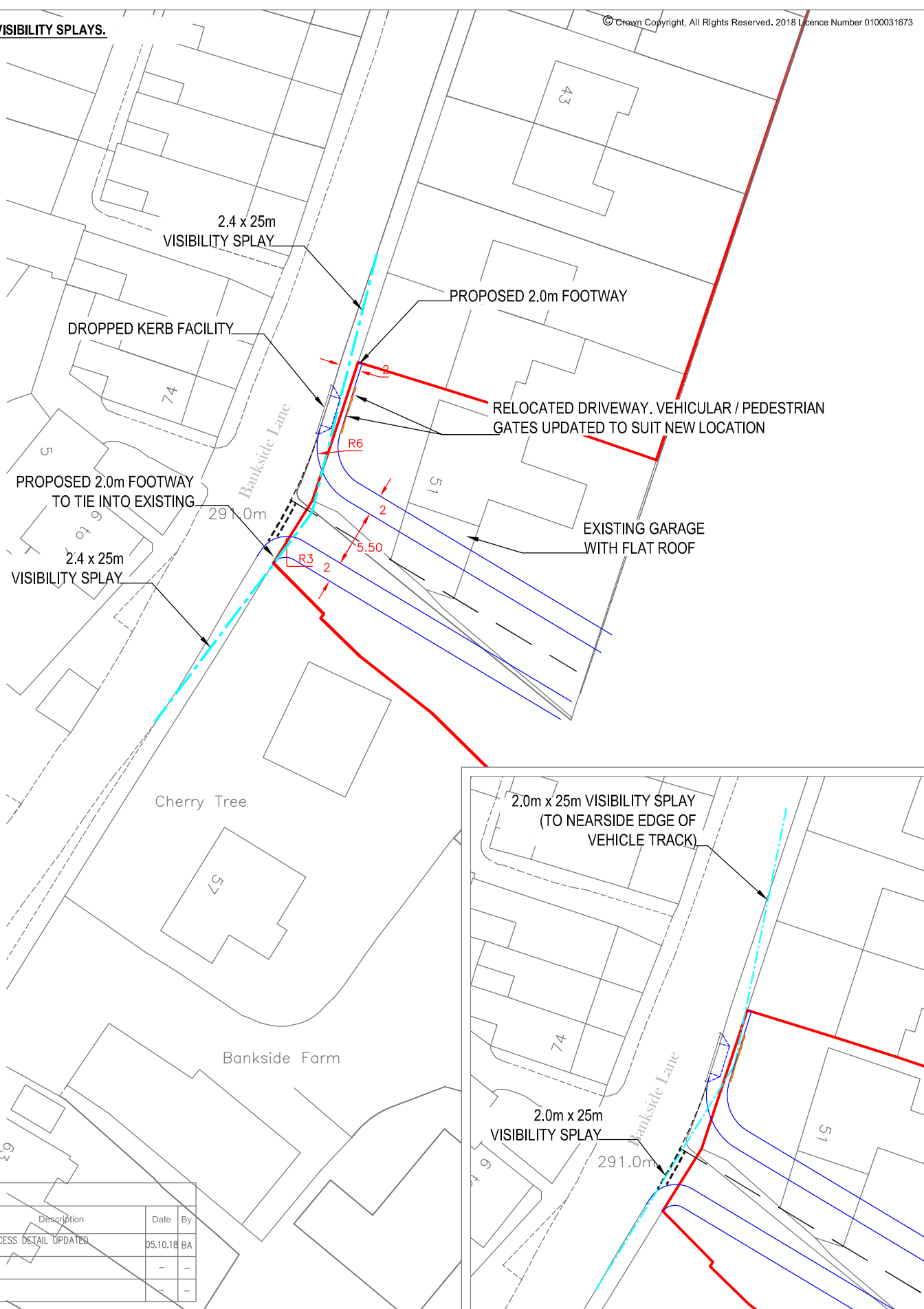
Checked: WB Scale: 1:500 @ A3

Status: PLANNING Approved/Unapproved: -

Drawing No. SCP/18257/ATR01 Rev. C



VISIBILITY SPLAYS.



REVISIONS			
Rev	Description	Date	By
A	SITE ACCESS DETAIL UPDATED	05.10.18	BA
-	-	-	-
-	-	-	-



Project Title
PULMANN ASSOCIATES LTD
BANKSIDE LANE, BACUP

Drawing Title
PROPOSED SITE ACCESS ARRANGEMENT
 121

Scale
1:500 @ A4
 Date
04.10.2018
 Approved/Unapproved
 -

By
BA
 Checked
WB
 Status
PLANNING

Drawing No.
SCP/18257/SK01
 Revision
A

H.M. LAND REGISTRY

TITLE NUMBER

GM487200

ORDNANCE SURVEY
PLAN REFERENCE

SD8018

Scale

1/2500

COUNTY GREATER MANCHESTER

BURT DISTRICT

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Robert Wells

5th October 2018

To Rossendale Borough Council Forward Planning Department,

Please find enclosed my submission as part of the Regulation 19 consultation of the Local Plan. I am agreeable to be contacted by the planning inspector at the inspection of the local plan and to present evidence. The submission to the consultation is eight pages long. Any concerns, please feel free to contact me.

Kind Regards,

Rob Wells

Regulation 19 Consultation Response

Robert Wells – Local Resident of Bacup

With reviewing the Local Plan, I have noted my concerns below and urge the Council to remove the use of Futures Park as a G&T transit site and to reconsider the evidence of need.

My main submission is that the evidence justifying the need is not sufficiently robust to justify the inclusion of a transit site within Rossendale and that therefore, the allocation of a site is removed from the Local Plan. I would propose that a further study is carried out on a cross-authority basis and that the evidence is considered in co-operation with neighbouring authorities to deal with this cross-authority issue.

Please find below my concerns over the Regulation 19 local plan specifically with regards to the HS18 policy and the use of Futures Park for this allocation.

LEGAL

The lack of consultation. The decision to go to regulation 19 consultation with a site that has not been, in any way, raised as part of the regulation 18 consultation has not given the opportunity for local residents and elected representatives to be consulted in a proper manner. Regulation 19 consultation is a much more focused consultation on the three areas – legal, duty to co-operate and soundness. Inserting controversial uses under regulation 19 certainly seems against the spirit of the legislation and against planning policy in provision of traveller sites - ‘paying particular attention to early and effective community engagement’.

Restrictive Covenants on ‘Futures Park’ site. The site was purchased and cleared to create jobs and provide an employment site of a significant size within the borough. Grants were paid out on this basis totalling a reported £5 million. Restrictive covenants are mentioned within the topic paper and the ‘title successor’ has not been consulted or properly identified. The covenant details from the land owner – RBC - have been requested multiple times but they have ignored requests. This is a concern as this is a material consideration to the soundness of the plan and given RBC’s history in managing risk, raises concerns as to ‘openness and transparency’ of the consultation, especially given the potential for clawback of historical grants.

Contaminated Land. The site has been identified as contaminated with heavy metals, hydrocarbons and potentially containing biological pathogens. A ground investigation study from 2013 commissioned by RBC stopped investigating intrusively the plot area identified for the G&T site specifically because of the risk identified of ‘anthrax’ spores being released. Under the EPA 1990 legislation, RBC is under legal duties to proactively inspect for contaminated land against current use. No evidence of this has been made public in relation to current use, despite multiple requests for information regarding risk assessments / details of testing regimes since the report was commissioned over five years ago.

SOUNDNESS

WORDING OF POLICY HS18

The requirements of HS18 transit provision contradict each other within the Local Plan. Under HS18 it states a minimum of 4 pitches:

Policy HS18: Gypsies, Travellers and Travelling Showpeople

A Transit site accommodating a minimum of four pitches will be provided on a site at Futures Park, Bacup shown on the Policies Map as an Employment Mixed Use site M4.

Yet under the HS2 allocations section, details a maximum of 4 pitches:

Mixed-use including residential								
M1	Waterside Mill, Bacup	0.09	39	433	Years 6-10	Brownfield	Mixed-use	EMP2
M2	Spinning Point, Rawtenstall	1.56	28	18	Years 1-5	Brownfield	Mixed-use	EMP2
M3	Isle of Man Mill, Water	0.54	16	30	Years 6-10	Mixed	Mixed-use	EMP2
M4	Futures Park, Bacup		1 transit site for Gypsies and Travellers to include up to 4 pitches			Mixed	Mixed-use	EMP2 and HS18
Total area, total number of dwellings and average density		95.11	2853	53				

This direct contradiction is confusing and indicates that 4 and only 4 pitches will be created. This allows for no room for expansion or reduction with regards to future needs and creates confusion in the minds of anyone responding to the consultation as to what is meant.

EVIDENCE OF NEED

The GTAA 2016 assessment

https://www.rossendale.gov.uk/downloads/file/13613/evosv_and_traveller_accommodation_assessment_2016

where 'need' is assessed lacks robust evidence for the justification of a transit site to be provided within the Local Plan. The key points in relation to this are:

- 20% of the key stakeholders have no relevance to the study. The National Bargee Travellers Association (Rossendale Borough does not have any navigable waterways) and the Showman's Guild (when even the report has identified they are of no relevance to Rossendale) distort the relevance of the stakeholder's views.
- Only 20% of the key stakeholders identify that a 'Transit site' would be useful.
- There is no raw data to identify whether the 20% of key stakeholders who were of no relevance to the study are responsible for the 20% of key stakeholders who thought that a transit site would be useful.
- There is no evidence of any of the persons who were part of the 'unauthorised encampments' being approached for their views on needs.

- The date range for evidence within the plan will be six years out of date by the time a decision is made on the recommendations. Latest data specifically shows a halving of the number of illegal encampments over a similar time frame.
- Significant details are missing within the data are present. 25% of the 'Unauthorised Encampments' data is missing!
- The 'Caravan Count' data recorded by RBC questions the reliability of RBC to accurately count caravans or to capture data effectively. This has not been carried out for any of the data range within the report.
- The authors of the report, Arc4, have excluded 'Unauthorised Encampment' activity for other GTAA assessments in relation to Appleby Fair as it distorted the data. In the case for Rossendale's GTAA, the authors have based the assessment on this activity. This shows that inconsistencies in methodology to reach recommendations are present from one of the leading consultancies in this area.
- Arc4 have reached differing recommendations where greater need has been proven, such as consideration to working more closely with other authorities, consideration to the use of a TSOA etc. These options have not been explored in my opinion and with the different range of recommendations within Arc4 reports generally, I question whether they have a standardised methodology for coming to their conclusions or are truly independent in their views.

ASSET UTILISATION

From the unauthorised encampment data provided from the Forward Planning team, had the site been provided two years ago, as per the recommendations – 4 pitches with capacity for 8 caravans, the site would have seen less than a 1% utilisation of the asset.

This land is specifically designated as for Employment. This is in extremely short supply in this part of the Borough and with the utilisation being so low, should not be considered for this use.

SITE SELECTION

A basic principle of selecting a site would be to identify the fundamental requirements of need are for such a site. The GTAA 2016 details specifically the considerations to bear in mind when considering site selection quoting previously published guidance in the absence of current specific guidance.

The regulation 18 and now the regulation 19 documents show no evidence that the needs of the fundamental design of a site have been considered in the site selection or the policy. There is no consideration to previously published guidance and in the absence of any current guidance on design, previous guidance should be sought.

The DCLG Designing Gypsy and Traveller Sites - Good Practice Guide 2008 gives an indication of the issues which should form part of any consideration of a traveller site. While this is withdrawn, the HCA published a review of non-mainstream housing design guidance which specifically identifies the DCLG guidance as 'succinctly outlines the physical requirements for site provision for travellers'.

The Reg. 19 plan specifically states the provisions would be 'toilets, water and waste bins would be provided'. There is no evidence that actual end user needs have been sufficiently considered.

This is significantly less than the requirements set out in the two quoted publications above and more resembles a Temporary Stop Over Area than a traveller transit site. TSOA's do not require formalising within a Local Plan as I understand.

The considerations in the topic paper for the comparison of sites look more of a brainstorming session between the ruling party and council officers rather than a coherent strategy for provision. There is no evidence of a robust methodology followed on site selection. This is contrary to Planning Policy for Traveller Sites 2015.

FUTURES PARK – SPECIFIC CONCERNS OVER SITE SELECTION

Location of the allocation for HS18 within Futures Park has not been disclosed in the Local Plan Reg. 19 document. The area contains existing buildings, close proximity to residents housing, established dense woodland with badger setts, a historical landfill site and areas of highly contaminated land.

This risk of contaminated land was considered to be so high that RBC in consultation with the Land Contamination Specialists, stopped intrusive testing of an area within the proximity of the leather waste. They further concluded that the area of land waste was more extensive than previously thought. Currently, erosion of some of the more unstable banks is exposing leather waste within the area.

No discussions or detail has been given as to who would bring this site forward, how it would be done and how much it would cost. The allocation of the transit site is not considered in the suitability and sustainability assessments.

A recent article within the Lancashire Telegraph demonstrates the publicity this site has had with the potential for Anthrax contamination.



The Ground investigation report relating to this area is detailed under the not progressed planning application – link below:

<https://www.rossendale.gov.uk/planningApplication/3436>

Without identification of the location within the Local Plan of the specific area, it can only be assumed that the whole site is allocated to HS18. In this case, the site is located far too close to local residents, is subject to level 3 flood zone and at high risk of surface water flooding. For housing vulnerable people, this does not seem appropriate.

The site which has been identified outside of the consultation document was only presented 3 weeks after being voted through by council (without any papers being presented to members) and is the most contaminated area of Futures Park and has not been considered as part of the sustainability study. This area has been the subject of press articles and radio discussions about the concerns over anthrax spores being present due to the historical landfill use of the land by leather waste.

<http://www.rossendalenews.org.uk/local-plan-update-10sp-published/>

The area identified within the press release by Rossendale Council looks to be specifically excluded from the Sustainability Appraisal, presumably due to the contamination concerns and not viable for development.

EMP6 – Futures Park policy states the following:

A number of the uses listed in the policy are main town centre uses as defined in the Framework. Development proposals for main town centre uses will be subject to the impact tests set out in the Framework and this Local Plan.

Development must be of a high quality design using construction methods and materials that make a positive contribution to design quality, character and appearance. The development must contribute towards the sustainable use of resources both in design of buildings and layout. Implementation of development must be in accordance with an agreed Design Code/Masterplan.

The second paragraph first line seems at odds with the provision of a gypsy and traveller transit site.

In terms of positive planning, the site was added at the very last opportunity at a time when the Councillor proposing the site was facing pressure from the residents in his area (where he is due for re-election in 2019).

Councillors have stated on record statements like 'If it has to be in anyone's backyard, it should be in the Councils'. Statements such as 'I would oppose the building of this' and that 'there is not even an intention to build this' in the local press are of concern. The fact that 2,000 people have signed a petition against the use of Futures Park is indicative as to how badly this has been planned or consulted upon with the residents and other elected officials. This is more than the number of votes received by any of the local politicians within Rossendale Borough Council and gives an indication as to the irritation residents feel with how this issue has been dealt with by RBC.

ABILITY TO DELIVER THE ALLOCATION

The available plots of land have not been developed for nearly 15 years, despite a number of firms wanting to develop the land. More recently, back in 2013, planning permission was granted for the development of the 'Trail Head' centre, to compliment the Lee Quarry tourist attraction. This was to develop a facility for mountain bikers to embrace tourism and jobs within the area.

This was never progressed due to the contamination of the land at Futures Park. The costs of remediation of the land were considered too high for a commercial venture, let alone a temporary housing allocation that would be used so infrequently.

The proposed location identified outside of the local plan does not have vehicular access, contains thick woodland, significant slopes and unstable land, significant contamination and badger setts. To bring this site forward as deliverable would be uneconomically viable and the potential for clawback of grants shows how flawed the site selection process has been.

The impact on industry, future employment use of the land, tourism and the impact of residents has not been sufficiently considered and in my view, it is unfeasible to consider this site as an option.

Sites have already been excluded due to a few hundred objections. Within 3 weeks, close to a 2000 petition has been signed calling on the Council and MP to stop this site going ahead. The MP is supportive and a groundswell of elected representatives have privately stated their objection to the site being used for this allocation.

Our MP has also stated on record his views to the local press

<https://www.rossendalefreepress.co.uk/news/travellers-site-rossendale-not-needed-14981836>

which state specifically that within East Lancashire, there are enough G&T sites and that further provision is not necessary. These councils fall under the 1st tier Council, Lancashire, which ensures that there would be no loss of enforcement powers in the event of an existing site being shared with other authorities.

Bacup has a severe shortage of employment land available. There is a desperate need for the retention of large sites within the area for employment. The development of the site as a mixed use site presents inherent problems with future development for employment and could impact future investment.

The site identified is based on a pre-Victorian landfill site. The land is unstable and the site is covered with thick vegetation. The most recent stage 2 environmental study raises concerns over asbestos, heavy metals and VOCs in the area and the potential for biological pathogens (Anthrax) on the land.

The costs to remediate the ground are unknown but anticipated to be high with the nature of the contamination – potential 'Anthrax' contamination, heavy metals, disturbance of the ground risk of exposure and the sites proximity to the River Irwell, local residents on Lee street and Flag street, the categorisation of the site as an Important Wildlife Site and the proximity to the SSSI (Lee Quarry).

DUTY TO CO-OPERATE

Gypsy and Traveller sites within a 15 minute drive are sitting empty and significantly under-used. These are already built, councils have received New Home Bonus money for and are sitting unused. This excess capacity has been demonstrated in Hyndburn's latest GTAA report. This indicates that the DTC principle is not met and certainly 'no stone has been unturned'.

The evidence within the DTC topic paper is poor with basic errors that I have pointed out, being corrected whilst the document has been out for consultation. No minutes are available for some of the 'evidence' contained within the topic paper and there is very little documentary evidence that has been brought before Council to indicate that the Duty to Co-operate principle has been met. These cross authority meetings that have been attended are predominantly by Council officers who have very limited authority to make decisions. To make any substantial progress on the Duty To Co-operate, this will have to be approved by Cabinet or Council and I see little to indicate that this is the case, especially on the HS18 policy.

In the GTAA 2016 report for Rossendale, this is an example of the failure of the Duty to Co-operate. Transit accommodation for Gypsies and Travellers is clearly a cross-authority issue. Yet, the evidence base used for the identification of need is not a joint exercise. The Greater Manchester GTAA is a good example of best practice – with the small authorities like RBC, it makes little sense to plan for such infrastructure on the basis of Rossendale's identification of need. It would be the equivalent of planning a commercial airport per authority!

The Memorandum of Understanding in appendix 1 is again a good example as to the lack of co-operation with other authorities and lack of detail within the plan:

PARTIES TO THE MEMORANDUM

The Memorandum is agreed by the following Local Authorities:

Insert names

Signed:

Annex One – Background Context

BACKGROUND

This is not valid as contains no names or signatures and is indicative as to the rushed way that this document has been put together.

Homes England –have been meeting regularly with RBC but as a result of a failed Empty Homes scheme grant which has cost the Rossendale tax payer £5 million. Homes England (formerly the HCA) were negotiating the grant with RBC due to the potentially criminal negligence demonstrated by RBC in managing the joint project between East Lancs authorities.

My understanding is that court action against other neighbouring authorities has been instigated to recover this extensive loss of public monies that Rossendale have been hit for, with some councils settling out of court. This may be a factor in the lack of co-operation on a clearly cross-authority issue and the confidence others have of working with Rossendale Borough Council.



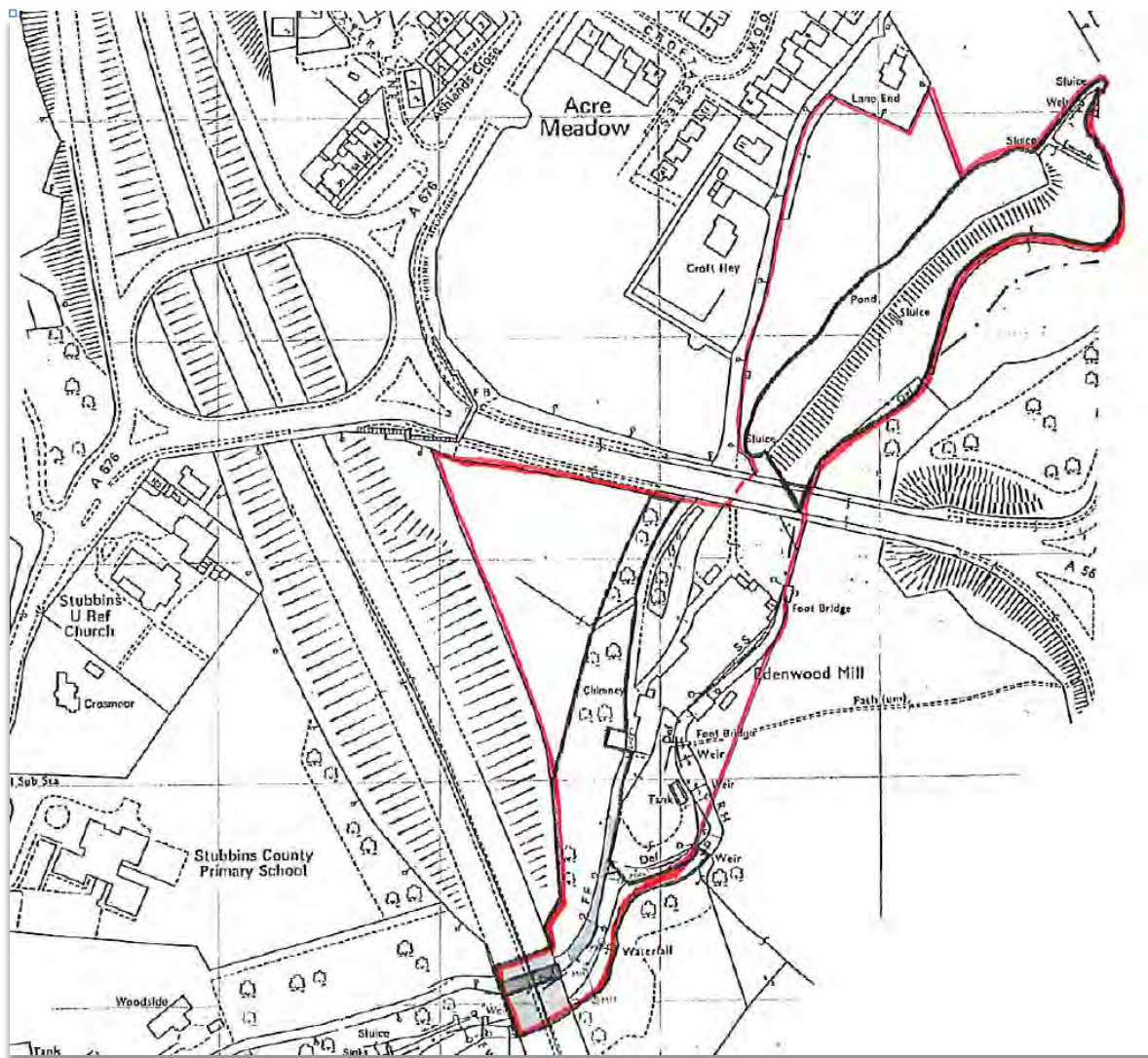
Forward Planning
Rossendale Borough Council
One Stop Shop
Bacup
OL13 0BB

Our ref: G187/L002
Date : 3 October 2018

Dear Sir / Madam

**REPRESENTATIONS ON BEHALF OF TURNBULL AND STOCKDALE
EDENWOOD MILL AND ASSOCIATED LAND, EDENFIELD
ROSSENDALE DRAFT LOCAL PLAN - PRE-SUBMISSION PUBLICATION VERSION**

We act for *Turnbull and Stockdale* and have been instructed to assist the company in responding to the Council's consultation on the *Pre-Submission Publication Version of the Local Plan*.





The Council is aware that *Turnbull and Stockdale* owns Edenwood Mill and its associated land, which is unused, surplus to requirements, not fit for purpose and in derelict / deteriorating condition. The full extent of our client's land – in respect of these representations – is identified with the red boundary on the plan above. The land towards the west (to the immediate rear / east of Croft Hey) comprises a quite steep wooded embankment, which our client accepts is unlikely to accommodate housing due to its relief. However, all of our client's land should be considered for release, and it would clearly be inappropriate to leave a land-locked parcel of land as Green Belt. It is likely that, as part of a future housing scheme, that steep part of the site will be offered / retained as open space / green buffering.

Planning permission was granted for residential conversion of the Mill on 15 February 2007 (ref. 2004/513). That application (now lapsed) promoted the extension, alteration and conversion of the Mill to form 25 apartments, including the formation of passing bays along Edenwood Lane.

Realistically, the former mill is now beyond restoration and would require a very considerable amount of cross subsidy to render it remotely viable (in all likelihood requiring far more land and development than is available to our client).





Our client is pleased to see part of its land allocated for housing under site ref: H73 (see Policies Map extract above). They welcome that allocation, but question and object to the omission of parts of their land. These omissions are made up of two plots of land, namely Plots 'A' and 'B' as marked on the Policies Map extract above.

Plot 'A' corresponds with the Mill's former car park. It is unclear why this has been omitted from the housing allocation, and we suggest / request its inclusion as part of the allocation. There is no logic in excluding that small part of brownfield land, and permission has been granted in the recent past for its use as part of the residential conversion scheme.

Plot 'B' is the land to the north of the proposed allocation. This comprises a former man-made lodge and adjacent land, which is capable of accommodating a modest number of new homes. To support these representations we enclose drawing ref: PL-700-01 (Proposed Site Plan). This suggests the scope to accommodate in the region of 8 dwellings on this part of our client's land, but we anticipate that it could include more than 8 homes depending on their size / type.

Our client accordingly objects to its ongoing Green Belt designation and requests its allocation for housing as an extension to site H73.

Considering the Green Belt credentials of this particular parcel of land (ie Plot B), we question the extent to which it fulfils any of the purposes of Green Belt when it is considered in its own right, and particularly given the proposed release of site H73. If that allocation is taken forward, the remaining land will be left as little more than an 'indent' in the newly formed settlement boundary, and that will serve no meaningful or logical purpose.

Considering the five purposes of the Green Belt as set out in the Revised NPPF, we comment as below.

To check the unrestricted sprawl of large built-up areas

We contend that the release of this discrete parcel of land (Plot B) in conjunction with H73 will not result in the 'unrestricted sprawl' of a large built up area. First, Edenfield is not a 'large built up area'. The site is an ideal site for release from the Green Belt, for reasons of its self-containment (having regard to H73 and the adjacent settlement. It is a logical 'flex' extension, which lacks overall visibility, and the stream that flanks the eastern edge removes any opportunity for 'urban sprawl' or encroachment. Nor is the land 'open', which is the principal attribute of any Green Belt.

To prevent neighbouring towns merging into one another

The release of Plot B for a small number of homes will be barely perceptible when considering both the actual and perceived gap between settlements (in this case between Edenfield and the nearest settlement, Ramsbottom).

To assist in safeguarding the countryside from encroachment

Following the release and development of H73 for housing, Plot B will not read as part of the countryside. It will be flanked by housing and hard development to the north, south and west, and



as noted above will be left as nothing more than an 'indent' in the settlement boundary. Building a small number of quality homes on this site (and in the context of the release of H73) would not, therefore, constitute encroachment into the countryside.

To preserve the setting and special character of historic towns

Edenfield can reasonably be described as a historic town, but its historic core is some distance from the subject land. More modern housing flanks its eastern edge (albeit at a higher level). Again, in the context of site H73, the remaining parcel of land (Plot B) represents the logical 'rounding off' of this part of Edenfield, and cannot sensibly be argued as harming the special character of a historic town.

To assist in urban regeneration, by encouraging the recycling of derelict and other urban land

It is very evident that, while the emphasis correctly remains on reusing brownfield land, there is insufficient brownfield land to accommodate the future needs of the Borough. It is for that reason why the Council has little option but to release sizeable areas of Green Belt land in order to accommodate its needs. Put simply, there is not sufficient brownfield land to accommodate future needs, and as such it cannot be suggested that the release of this small, discrete parcel of land might prejudice the use of derelict and other urban land in the Borough.

The above demonstrates that the subject site (Plot B) does not serve any true Green Belt purpose, and particularly if site S73 is developed for housing.

SHLAA 2018

While we appreciate that the purpose of the SHLAA is not to allocate sites, it is worth highlighting that Edenwood Mill is included as a potential site for housing development in the 2018 SHLAA (see extracts at Annex A).

The site scores well in the SHLAA, as it is previously developed, adjoining Edenfield's settlement boundary. Notably, the assessment confirms that any landscape impacts will be 'low' (we agree). The assessment also explains that :

"The site is also identified as a Woodland Stepping Stone Habitat and therefore the area available for development has been reduced by 50% to allow protection of the habitat. It is considered that the site can become suitable in the medium term subject to the access being improved, the woodland habitat being preserved and if it is demonstrated that there are no flood risk issues to the proposed residential units."

Our client assumes that the above is the rationale behind allocating only part of our client's land and to leave the northern section as Green Belt. While our client acknowledges and is respectful of the ecological sensitivities, it is considered that these can and will be addressed via a future planning application (following appropriate surveys and with suitable mitigation), but it is not appropriate to try to second guess that assessment work and retain Plot B as Green Belt. Once site H73 is developed, the retention of Plot B as Green Belt will make little sense. Instead, it is entirely logical



to release the entirety of the land, and allow technical / environmental matters to be addressed robustly via a planning application.

One other matter we wish to raise in respect of the SHLAA is the recorded 'Delivery Timeframe'. It is not clear why it is being suggested that the timeframe will be 6 – 10 years. We feel that it is more likely that housing can and will be delivered in years 3 – 5, and we requested that that be adjusted.

CONCLUSIONS

Adjustment of the Green Belt and a corresponding change to the settlement boundary for Edenfield to integrate both Plot A and Plot B would be a positive change that supports wider regeneration and would help to reinvigorate this part of Edenfield, while accommodating quality and much needed new homes in a discrete, sustainable location. Fundamentally, the land serves no proper Green Belt function or purpose, and this will be particularly the case when site H73 is developed for housing.

Our client therefore objects to the retention of Plots A and B within the Green Belt and considers that proposition to be **unsound** because the retention of the land as Green Belt is not logical in the context of H73 and is therefore not positively prepared, justified, effective, or consistent with national policy. We would be grateful if the Council / Inspector at EIP would have due regard to the contents of this letter and allocate Plots A and B as part of housing allocation ref: H73.

If you require any further information or wish to discuss matters, please do not hesitate to contact Richard Gee at the above offices.

Yours faithfully
Roman Summer Associates Ltd

Richard Gee
Director



ANNEX A

EXTRACTS FROM SHLAA (AUGUST 2018)

GENERAL INFORMATION

Site Ref **SHLAA16271** Most Recent Source **Planning application 2004/513** Site Gross Area (ha) **0.87**

Site Name **Edenwood Mill, Ramsbottom**

Greenfield versus Brownfield **Brownfield** Designations **None**

Site Location - Urban Area, Countryside or Green Belt **Green Belt adjoining the urban area**

Current Land Use **Derelict mill and woodland**

Characteristics of the site reducing the development area **Woodland Stepping Stone Area covering the majority of the site (area available for development reduced by 50% to allow for protection of the habitat)**

Area available for development **0.43** Net Development Area (ha) **0.38** Density **30 dwellings per hectare** Crown Copyright. Licence no.: 100023294

Yield calculated **11** Yield proposed by applicant **25** Current planning permission

AVAILABILITY

Land ownership **single ownership**

Comments **private ownership**

Intentions of landowner **developer/landowner willing to deliver residential units in the short term (next 5 years)**

Comments **The landowner submitted a planning application for the conversion of the mill to 25 apartments which has been approved but is now expired (2004/513). The landowner has renewed an interest in developing the site (email received 16.01.2017).**

Legal constraints / ownership issues **no legal or ownership constraints known**

Comments

SUITABILITY

Topography **gradient present but can be mitigated**

Comments **Flat part along the brook but steep slopes going up towards the west**

Vehicular access **access is a major constraint and significant new infrastructure is required**

Comments **Significant constraints as Eden Lane and Rosebank are narrow lanes. Potential access via the site to the north.**

Distance to strategic road network **within 1.5km (approximately 1 mile)**

Comments **780m to M66 junction**

Access by public transport **high frequency bus service (half hourly or more frequent) within 400m (0.24 miles)**

Comments **380m to bus stop of Bolton Road North with access to several services**

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Access to primary school **access within 500m (0.31 miles)**

Comments **460m to Stubbins Primary School**

Access to secondary school **access within 5km (approximately 3 miles)**

Comments **3690m to Haslingden High School Specialist Arts College and 3.5km to Woodhey High School**

Access to GP surgery **access within 3km (1.8 miles)**

Comments **1.7km to nearest GP in Ramsbottom**

Access to a local centre or convenience shop **access within 1.5km (approximately 1 mile)**

Comments **1.3km to Edenfield local centre and 1.9km to Morrisons in Ramsbottom**

Access to a park or play area **access within 1.5km (approximately 1 mile)**

Comments **1040m to nearest play area**

Flood risk **less than 50% in flood zone 2 or affected by medium surface water flood risk**

Comments **Less than 10% of the site is within flood zone 3 and 2. Also, less than 10% of the site is at high and medium risk of surface water flooding.**

Ecological value **located in a Biological Heritage Site, Local Geodiversity Site or Core Area or Stepping Stone areas**

Comments **Majority of the site within a Woodland Stepping Stone Habitat. The area available for development has been reduced by 50% to allow the protection of part of the habitat.**

Recreational value **presence of Public Rights Of Way or informal use**

Recreational value comment **Public right of way going through the site**

Heritage assets **site does not contain or adjoin a Listed Building and site is not within or adjoins a Conservation Area**

Comments **Chatterton / Strongstry Conservation Area situated 300m to the west of the site**

Landscape value **low landscape impact**

Comments **Settled Valleys. The independent landscape study concluded that the site is suitable for development with mitigation.**

Land contamination **potential contamination issues or known issues but capable of remediation**

Comments **Potential land contamination on a large part of the site**

Mineral sterilisation **if entirely within or partly within a Mineral Safeguarding Area or surface coal area**

Comments **May require further site investigation**

Land instability **if no known issues and situated in a low risk development area**

Comments

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Proximity to dangerous structures	not within any HSE consultation zones
Comments	
Bad neighbour	site in residential or retail area
Comments	
Constraints due to utilities	no known utilities infrastructure on site
Comments	Waste water infrastructure under the lane, not affecting the development

ACHIEVABILITY

Extra costs of development	if significant extra costs required.
Comments	New vehicular access. Land contamination report. Flood risk assessment. Ecological impact assessment. Demolition of derelict mill.
Market area	high value market area (£190 to £210/sqm)
Comments	


CONCLUSION

Availability summary	Available now
Justification	The landowners submitted a planning application for the conversion of the mill into 25 apartments in 2004, and renewed an interest to develop the site (email received in January 2017).
Suitability summary	Suitable in medium to long term
Justification	Planning permission was granted in 2004 for the conversion of the mill into 25 apartments (ref 2004/513). However, the vehicular access is a significant constraint for the development of the site. The site is also identified as a Woodland Stepping Stone Habitat and therefore the area available for development has been reduced by 50% to allow protection of the habitat. It is considered that the site can become suitable in the medium term subject to the access being improved, the woodland habitat being preserved and if it is demonstrated that there are no flood risk issues to the proposed residential units.
Viability and achievability summary	Achievable now
Justification	Significant extra costs have been identified with the development of the site (e.g. demolition costs, creation/improvement of the vehicular access). However the site is within a high value market area, therefore the development can still be viable. It is considered that the site can be developed quickly once the constraints have been addressed.
Conclusion	Developable in the medium to long term (within 6 to 10 years, or after 10 years)
Justification	The site is considered to be available as the landowner submitted a planning application for the conversion of the mill into 25 apartments in 2004 and renewed an interest in developing the site in January 2017. The site can become suitable if the vehicular access is improved or if a new access is created. The woodland habitat should also be preserved and the flood risk should be adequately mitigated. The development is considered viable as the site is situated in a high market value area. Overall, the site is developable in the medium term.

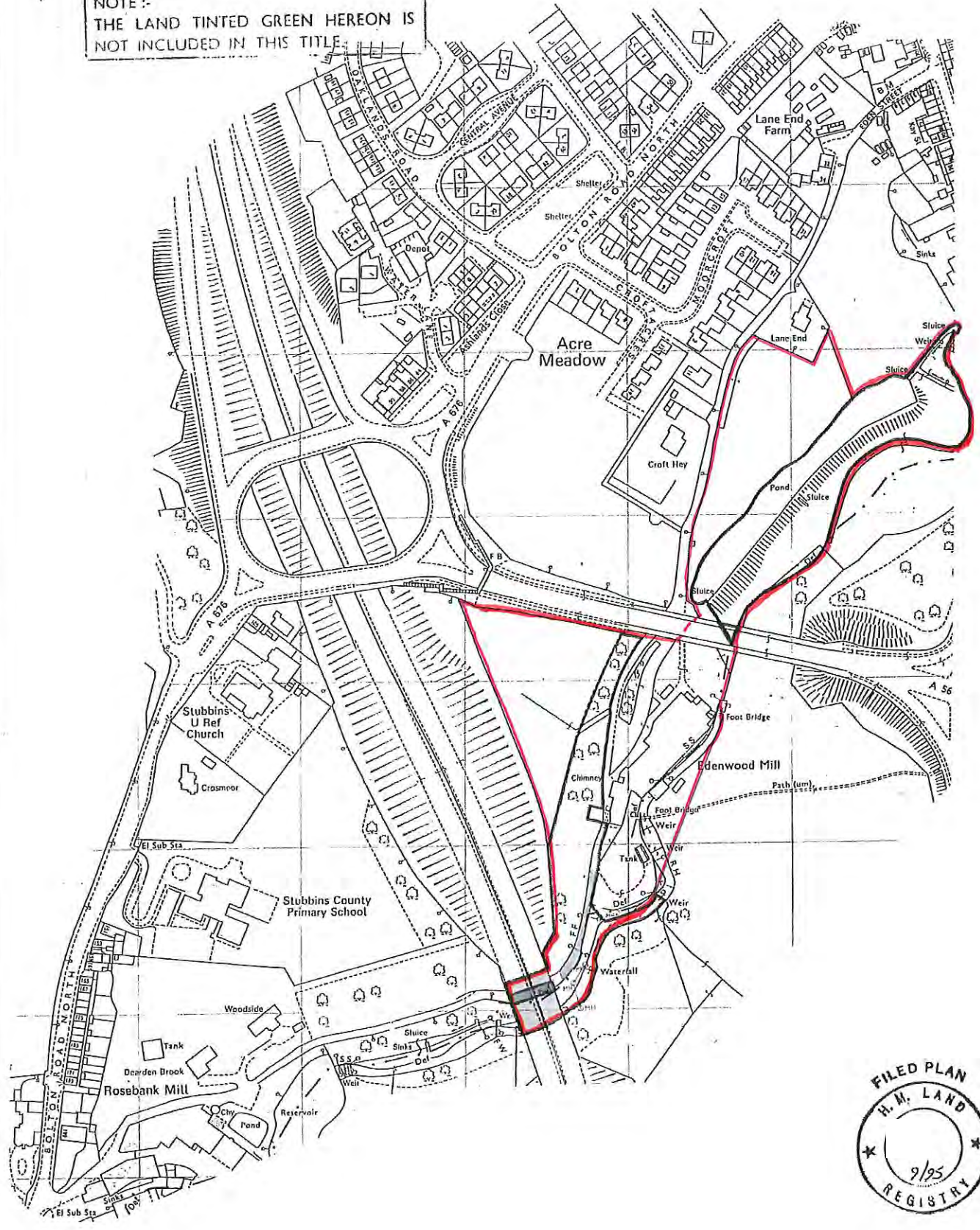
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Delivery (next 5 years) Delivery (6 to 10 years) Delivery (11 to 15 years)

H.M. LAND REGISTRY		TITLE NUMBER	LA 764288	
ORDNANCE SURVEY PLAN REFERENCE	SD7918	Scale		
COUNTY	LANCASHIRE	ROSSENDALE DISTRICT	© Crown Copyright	

NOTE :-
THE LAND TINTED GREEN HEREON IS
NOT INCLUDED IN THIS TITLE.



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Rossendale Draft Local Plan

Pre-Submission Publication Version Regulation 19 Consultation

Representations on behalf of
Edenfield Community Neighbourhood Forum (ECNF)

5th October 2018



Mr Michael Atherton
Planning Manager
Forward Planning
Rossendale Borough Council
One Stop Shop
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By Email Only: forwardplanning@rossendalebc.gov.uk

Rossendale Draft Local Plan

Pre-Submission Publication Version Regulation 19 Consultation

Response on behalf of Edenfield Community Neighbourhood Forum

Dear Mr Atherton,

Troy Planning + Design (Troy Hayes Planning Limited) has been instructed by Edenfield Community Neighbourhood Forum (ECNF) to prepare representations to the Rossendale Local Plan (Regulation 19) Consultation. I confirm that we wish to appear at the upcoming Local Plan examination hearings on behalf of ECNF.

As you will be aware, Edenfield is a designated neighbourhood area (see Appendix 1 for the designated neighbourhood area boundary) and the ECNF is the qualifying body preparing the Neighbourhood Plan. We are providing the Forum with consultancy support on the Neighbourhood Plan which is currently making good progress through its initial stages.

In summary, we consider that the Local Plan, Sustainability Appraisal and supporting evidence base to be unsound and not legally compliant. We explain our reasons for this in the attached documentation.

We request to be notified of the following via email address: _____ or
by post at Troy Planning + Design 1 St Peter's Square, Manchester, M2 3AE:

- When the Rossendale Local Plan has been submitted to the Secretary of State for independent examination
- Publication of the recommendations of the person appointed to carry out the independent examination of the Rossendale Local Plan
- Adoption of the Rossendale Local Plan

Please find attached our representations to the Local Plan consultation. We have grouped our detailed representations into the following sections:



- Overall Comments
- Statement of Representations
- Local Plan Policies
- Sustainability Appraisal

The Appendices to our representations are:

- Appendix 1: Edenfield Neighbourhood Area Boundary
- Appendix 2: Letter from MHCLG Secretary of State (11 September 2018)
- Appendix 3: Calverton PC v Nottingham CC Judgement
- Appendix 4: Viewpoint Map (with photos) of Edenfield

We enclose a separate attachment listing of individuals who support these representations. As you will note from the enclosed list it is comprised of the Edenfield Village Residents Association and 1,213 individuals. The individuals comprise 898 residents of Edenfield, 156 other residents of Rossendale Borough and 159 people residing outside of the Borough. Please be aware that it is a condition of these individuals' support that their details are only shared with Rossendale Borough Council and the Planning Inspectorate.

Also enclosed the results of an analysis of sites and land supply throughout the Borough which has been undertaken by the ECNF. The information contained in that document is a result of data analysis with RBC Officers in order to attempt to understand the reasons for discounting / not including sites in the plan. It is a working document and we will continue to update and clarify with RBC and the Planning Inspector as necessary.

Please include this Cover Letter as part of our formal representations.

Yours sincerely,

Troy Hayes (MRTPI, AICP)
Managing Director





Overall Comments

1. We have a number of important points to make on matters which do not necessarily fall under the specific policies of the Local Plan and consider that it would be helpful to set these out under this 'overall comments' section so that the RBC and the Inspector are aware of these from the outset of reading our representations:
 - It is unknown whether RBC will submit its Local Plan to the Secretary of State before or after the 24th January 2019 date set by MHCLG in terms of the version of the NPPF used for examination purpose, we have therefore referred to both the 2012 NPPF and 2018 NPPF in a number of places in this document. We wish to provide further representations on this matter as part of the examination once the outcome of the submission date is known.
 - The Local Plan appears to have two titles. On the cover of the document it is referred to as the 'ROSSENDALE DRAFT LOCAL PLAN Pre-Submission Publication Version Regulation 19 Consultation' whereas the footer throughout the document refers to it as 'Local Plan Written Statement (Regulation 19). This makes it confusing to the reader as to what the Local Plan should be called and should be addressed in the Council's modifications.
 - The Local Plan contains no paragraph numbers. Apart from being unusual, not including paragraph numbers makes the Local Plan much more difficult to comment on when referring to specific paragraphs. This is also the case with the Topic Papers which have no paragraph numbers. The Infrastructure Delivery Plan does not include page numbers or paragraphs. Therefore, our representations refer to page numbers and explain where on the page we are referring to without the help of paragraph numbers.
 - The Local Plan includes various text colours with some policy wording set out in the colour blue and others in the colour red. The Local Plan, as far as we can see, does not explain this colour coding so we are unclear of its significance.
 - The Site Allocations & Development Management Development Plan Document Economic Viability Study (February 2016) and Update in Relation to Affordable Housing (2017) are out of date and not fit for purpose. The original study was undertaken in 2015 and published in 2016 and was prepared according to the study to "*assess the viability of development across the Borough to ensure that the current policies contained within the adopted Core Strategy Development Plan Document are deliverable. The results of the testing will assist the Council in formulating the Site Allocations and Development Management DPD ('Local Plan Part 2')*"¹. The purpose of the update to this study in 2017 is solely focused on affordable housing. Therefore the Council does not have a whole plan viability study which assesses the

¹ Site Allocations & Development Management Development Plan Document Economic Viability Study (February 2016) – Executive Summary



Local Plan's policies and its proposed allocations therefore the plan cannot be considered to be viable.

- There are a number of outstanding key evidence base and topic paper that have not been made available for this consultation at all or were released after the consultation commenced and not subject to the full 6-week consultation as required by the Regulations. These are set out below with a summary:
 - **Local Plan Errata:** The Local Plan Errata document is dated 3rd September which is eleven days after the consultation on the Local Plan commenced (23rd August). The proposed changes in the Errata are not insignificant as they deal with errors to housing sites, employment sites and the housing trajectory. RBC should have extended their consultation period by at least 11 days to compensate for these late changes.
 - **Employment Topic Paper:** The webpage for the Local Plan Consultation states that *"Please see below the relevant documentation, a further Topic Paper on Employment will be made available soon."* It would appear that RBC still has outstanding work to do on its employment strategy and evidence given that this topic paper has not been prepared in time of consultation.
 - **Highways Capacity Study:** The Emerging Local Plan webpage explains that *"The Council commissioned a Highways Capacity Study to undertake a Highways Capacity Analysis in relation to the draft Local Plan. The Technical Note on phase one of the study is available to download [here](#). Further analysis is currently being undertaken to identify solutions and the final report will be available to view [here](#) in due course."* However, this study is not available as part of the Local Plan consultation. RBC has clearly proceeded with a Local Plan and spatial strategy without understanding the results of a key evidence base study on highways capacity in the Borough. Furthermore, the representors to the Local Plan, such as ourselves, have not been given the opportunity to review and comment on this evidence base as part of any consultation by RBC. Surely RBC should have awaited the results of the evidence base before it decided to proceed with their preferred strategy and consider their Local Plan to be sound. The Council instead decided to agree a Pre-Submission Plan despite it missing key evidence base including the Highways Capacity Study.
- The Heritage Impact Assessment (2018) of the proposed site allocations does not specify the heritage assets which are being assessed. For instance, it does not mention the Grade II* Listed Building (Edenfield Parish Church). Nor does the study indicate whether the 'setting' of heritage assets are assessed. We note that the Stubbins Conservation Area and its setting are not mentioned or considered by the assessment in relation to the strategic site proposed in Edenfield. These are very considerable shortcomings of the study which mean it is not compliant with the NPPF and not fit for purpose.



- The Sustainability Appraisal has incorrectly referenced many housing allocations within the Local Plan including the largest proposed housing allocation (H72) as H74. As such, it undermines the credibility of this document and whether the assessments for each site have been accurately undertaken.

Statement of Representations

Not Legally Compliant

2. We consider that the Statement of Representations is not compliant with the Regulations². The Regulations state that the Statement of Representations must specify the subject matter of the Local Plan. Although RBC provides a specification of what the Local Plan covers it does not mention Green Belt and is misleading. We consider that the Statement of Representations is misleading and incomplete given the significant actions of RBC in claiming it has exceptional circumstances and proposing strategic Green Belt release in the Local Plan.

Local Plan Policies

Strategic Policy SS: Spatial Strategy

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy.

3. The First Paragraph of Strategic Policy SS states that:
“The Council will focus growth and investment in Key Service Centres, on major sites and on well located brownfield sites whilst protecting the landscape and current built character and rural areas.”
4. The policy then designates the following Key Service Centres explaining that this is where growth and investment will be concentrated:
 - i. Rawtenstall
 - ii. Bacup
 - iii. Haslingden
 - iv. Whitworth
5. It then goes on to designate the following Urban Local Service Centres stating that *“a level of growth and investment appropriate to the settlement size will be encouraged at the following Urban Local Service Centres to help meet housing, employment and service needs”*:
 - i. Waterfoot
 - ii. Broadley/Tonacliffe
 - iii. Stacksteads
 - iv. Crawshawbooth
 - v. Helmshore

² The Town and Country Planning (Local Planning) (England) Regulations 2012



- vi. Facit
 - vii. Stubbins
 - viii. Britannia
6. Edenfield is not identified in the Local Plan as a Key Service Centre. Edenfield is not in fact identified in the Local Plan as being an Urban Local Service Centre, or a Rural Local Service Centre either. The Local Plan fails to place Edenfield in the settlement hierarchy at all. However, the Strategy Topic Paper explains that one of the key reasons the strategic allocation was selected at Edenfield was because it is a 'Local Service Centre'³. There is not even a 'Local Service Centre' classification in Strategic Policy SS. The Local Plan⁴ explains that 'Local Service Centres' *"that are close to the Key Service Centre towns and are more urban in character are distinguished from Local Service Centres in more rural locations"*. It is unclear what is meant by this.
 7. The Strategy Topic Paper states that: *"Background work which informed the development of the Hierarchy is attached in the Appendix. The purpose of focussing development in or adjacent to Service Centres is to provide residents with the opportunities to access a range of services as easily as possible, especially for those without access to a car."*⁵
 8. The Appendix to the Strategy Topic Paper provides a 'Draft Settlement Hierarchy Criteria' (our emphasis). The Hierarchy consists of 5 level of settlements in the hierarchy with Level 1 being the highest order settlement and 5 being the lowest order settlement. The rationale and methodology behind the hierarchy is entirely unclear. It appears to identify 'sub rankings' under each level of settlement for instance Rawtenstall has a sub ranking of '1a' within the Level 1 settlement presumably because it has "higher order shops" and a "greater range of bus services" than Bacup, Haslingden and Whitworth which are sub ranked as '1b'.
 9. Within the Appendix, Edenfield is identified as a 'Level 3' because it has a *"Local Parade or more than one shop; good quality bus service (around perimeters for Helmshore); Primary schools; playing fields"*. In terms of Edenfield:
 - The draft Criteria does not define what a Local Parade is. We note that the Local Plan Strategic Policy R1 identifies Edenfield as a 'Neighbourhood Parade' however it does not define what a Neighbourhood Parade is either.
 - In terms of 'good quality bus service' it does not define what is considered 'good' or 'quality'. Edenfield has a bus service however it is poor in the late evening so should not be considered as 'good quality bus service' however this depends on how this terminology is defined.

³ Strategy Topic Paper Page 11

⁴ Local Plan (Reg 19)Page 9

⁵ Strategy Topic Paper Page 9



- Edenfield (neighbourhood plan area) has one primary school so does not fit the criteria of having multiple primary schools (although this does not restrict entry to village residents).
 - Edenfield has only one playing field therefore it does not fit this criterion either.
10. Based on the above analysis and the Council's criteria, Edenfield should be lower in the hierarchy of settlements. The method for setting the criteria is poorly defined, we therefore reserve the right to comment on any future iterations of the hierarchy criteria prepared by the Council.
11. It is inexplicable based on its own settlement hierarchy why RBC proposes in its Strategic Policy SS the identification of 'Major Sites' where will be allocated:
- I. Edenfield
 - II. Futures Park
 - III. New Hall Hey
 - IV. Carrs Industrial Estate
12. For avoidance of doubt, all of the proposed Major Site allocations are in or adjacent to Key Service Centres apart from Edenfield. All of the proposed Major Site allocations are proposed for 100% employment uses (apart from Gypsy and Traveller provision at Futures Park). Therefore, a small village which is likely to be distinctly at the lower tiers of the settlement hierarchy has been identified as a suitable location for a Major Site despite not having the services and infrastructure that are required to facilitate major housing development.
13. We have attempted to understand how RBC has come to the conclusion that, in settlement hierarchy terms, Edenfield is suitable settlement to take a 'Major Site'. We provide a number of quotations from the Local Plan and the Strategy Topic Paper which attempt to explain this with our comments. Given the numerous inconsistencies throughout the documents, the below points are not comprehensive but provide evidence as to the unstructured and illogical approach taken by the Council in selecting its spatial strategy.

*"A number of major sites are identified, some of which are outside the urban boundary and or where previously in Green Belt. Their strategic value for development has led to their inclusion in the Plan. These sites reflect, where possible, the priorities of the Council and key partners."*⁶

Comment: What does the Council consider to be 'strategic value for development'? Given that this was clearly a key consideration for the Council in deciding to propose the release of Green Belt in Edenfield much further explanation needs to be provided as to why 'strategic value for development' meets the Government's high policy standard for having 'exceptional circumstances' to justify Green Belt Release.

⁶ Local Plan (Reg 19) Page 5

Comment: This paragraph states that these sites reflect the priorities of the Council and key partners. Exactly what priorities were key in deciding which ‘major sites’ were allocated? The site selection process does not appear to be evidence led. What priorities are embodied within the Edenfield sites proposed for allocation? Finally, which ‘key partners’ is the Council referring to?

“The land is immediately adjacent to Edenfield which though a discrete settlement in functional terms forms an extension of the large built up area of Ramsbottom in neighbouring Bury MBC. The opportunities for high quality, Masterplan led development are considered to outweigh the effect of the scale of the proposed development on a designated Key Service Centre.”⁷

Comment: This statement is about Edenfield forming an extension of the large built up area of Ramsbottom is unfounded (see map below). Edenfield is not an extension of Ramsbottom and Ramsbottom is on its own not a ‘large built up area’ even in the Council’s own Green Belt Study.



Figure 1: Existing Green Belt in Edenfield and Surrounding Area
Source: <http://troyplanning.com/project/green-belt-map/>

Comment: The statement that the opportunity for a high-quality masterplan led development outweighs the effect of the scale of the proposed development on a designated Key Service Centre needs to be clarified by the Council. This seems to suggest that the strategic release of Green Belt at Edenfield was chosen as it has the opportunity for high quality masterplan led development which is to be favoured by the Council over the effect of development in Key Service Centres.

⁷ Local Plan (Reg 19) Page 7



14. The Strategy Topic Paper (see Figure below) states the reasons why the site was selected. We address each of the bullet points and address the other points such as Green Belt exceptional circumstances elsewhere in our representations.

“The proposed housing is deliverable with willing land owners and would make a significant contribution to overall housing numbers”:

- Any housing site being deliverable with willing land owners is not unique. Furthermore, there is no evidence to suggest the site is ‘deliverable’ in line with the NPPF definition for deliverability. The Council has provided no evidence in respect of site deliverability. The Strategy Topic Paper is selective in terms of the infrastructure section which although it identifies £0.2 million to improve the Edenfield mini roundabout (not including land, utilities, demolition costs) fails to set out some of the other estimated costs associated with the development from its own evidence base which we summarise below.
- The Topic Paper and the Local Plan fail to set out the infrastructure costs set out in the Council’s Infrastructure Delivery Plan (2018). The IDP states that:
 - Lancashire County Council (LCC) have indicated that if the planned development at Edenfield goes ahead they may require either a school extension or a new school with a new school cost estimate in the region of £4 million. It states that a new primary school would be a Free School and not maintained by the education authority. It is unclear where this cost estimate is derived from and what the logic is in terms of any new school being a Free School and not maintained by the education authority.
 - There are geotechnical issues with the A56 embankment in Edenfield that would need to be addressed in any adjacent development proposals. The IDP provides no further information than this however the geotechnical issues should be considered in much greater detail by the LPA before suggesting that the site is suitable and deliverable.
 - In respect of the Edenfield roundabout scheme referred to above, the IDP states the following.

“the schemes at Edenfield, Toll Bar and Waterfoot are challenging to implement because of the constrained urban environment. All the junctions are likely to become at capacity towards the end of the Plan period. Further work is being undertaken by the developers’ consultants to look at options for Edenfield”

- It is particularly concerning that **a)** the Council consider improvements to the Edenfield roundabout to be challenging (as well as their description of Edenfield as a constrained urban environment) **b)** the junction is ‘likely’ to be at capacity towards the end of the plan period **c)** the Council is reliant on the developers’ consultants to “look at options for Edenfield”. Apart from it being



entirely unclear what options the developers are looking at for Edenfield in respect of the roundabout, the Council's reliance on a third party with a clear conflict of interest to provide crucial evidence for the Local Plan is unacceptable.

"The land is in an area of high viability for housing and proven market demand. This facilitates building but also provides the opportunity for developer contributions to be secured for affordable housing, appropriate infrastructure and a high standard of design and layout:

- The viability evidence for the Local Plan is out of date and not fit for purpose as these representations already set out therefore the Council has no evidence to support the claims it makes.

"Edenfield is close to the M66 and on the X41 bus route so has good accessibility."

- Edenfield does not have access to M66 (entry or exit). The X41 service is not guaranteed medium and long term. Bus operators have removed the service in the past due to traffic congestion in Edenfield.
- We question and challenge the simplicity of the Council's statement as a reason for selecting this area for strategic development. If more consideration went into this reason for site selection then the Council should have set it out here.

"It is a Local Service Centre"

- As these representations already explain, Edenfield is not identified as a Local Service Centre in the Local Plan or in the Strategy Topic Paper so this statement is inaccurate.

"The Green Belt Review did not consider that the land performed strongly in Green Belt terms"

- We address Green Belt matters under Policy SD2. However, we consider this statement that the Green Belt Study considered that the land did not perform strongly in Green Belt to be misleading and inaccurate.

"Only the southern part of the site is supported by the Landscape Study"

- This is a simplistic, misleading and inaccurate statement which we address later in our representations.



The proposed site at Edenfield is by a significant margin the largest proposed housing allocation within the Local Plan (400 dwellings) and a strategic Green Belt release. This comprises just over 12.5% of the total housing figure for the Borough. The site was selected for a range of reasons:

- The proposed housing is deliverable with willing developers and would make a significant contribution to overall housing numbers
- The land is in an area of high viability for housing and proven market demand. This facilitates building but also provides the opportunity for developer contributions to be secured for affordable housing, appropriate infrastructure and a high standard of design and layout.
- Edenfield is close to the M66 and on the X41 bus route so has good accessibility
- It is Local Service Centre
- The Green Belt Review did not consider that the land performed strongly in Green Belt terms

It is recognised that there is strong local opposition to the site and the allocation is not supported by Edenfield Community Neighbourhood Forum. Only the southern part of the site is supported by the Landscape Study. Infrastructure issues with the road network will

require further detailed analysis as part of the Masterplanning process. Extensions to Edenfield Primary School (or a new school) will be required to accommodate additional pupil numbers. The scale of the housing provision will be significant for the size of the settlement. However it is considered that, looking at the planning balance, the overall benefits for the Borough outweigh the local impacts and that "Exceptional circumstances" exist for the release of this land for housing. The site will help contribute to addressing past housing under delivery; contribute to a balanced housing supply across the Borough; is viable and contributes to housing mix across the Borough.

Figure 2: Excerpt from Strategy Topic Paper Page 11



15. We note an inaccuracy in the Local Plan. The supporting text of the Local Plan states the Borough is covered by 20% Green Belt⁸ whereas the Topic Paper states that it is covered by 23% Green Belt⁹. One of these must be inaccurate. The Topic Paper states that most of the Green Belt is concentrated in the south west of the borough¹⁰ however we consider that the communities in the north west and south east of the borough, including Whitworth, may feel they have been left out of this description given that both of these areas have a significant amount of Green Belt as well.
16. Additionally, in this Paper the Council has only identified 2,853 of the 3,180 homes target but has not included the sites with five or less houses referred to as 'Small Sites'. The shortfall is 327 which equates to 21.8 homes per annum. The Council has achieved this target in the past from 'Small Sites' and there is little doubt it can be achieved in the future. They have also not included 'windfall developments' such as Hawthorn House which occur from time to time. Note the 'Small Site' numbers only represent 10% of the total number of homes involved.

Strategic Policy SD2: Urban Boundary and Green Belt

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy.

17. We consider that the Local Plan and Strategic Policy SD2 to be unsound in relation to its approach to Green Belt and particularly the proposed release of Green Belt land in Edenfield.
18. Green Belt Exceptional Circumstances, as required by the NPPF, have not been demonstrated by the Council and there are a number of methodological and assessment errors with the Green Belt Review evidence base. We provide our detailed comments on this below.

Exceptional Circumstances

19. The importance of protecting and securing the Green Belt around Edenfield is part of the current policy of the RBC Development Plan The 2011-2026 RBC Core Strategy (November 2011) identified that Edenfield would be an 'Area for Green Belt Review'. Policy 1 of the Core Strategy identified that a review of the existing Green Belt boundaries would be undertaken as part of the Site Allocations DPD. This review would only be limited to small scale changes and cartographic corrections that do not adversely impact on the purposes of including land in the Green Belt.
20. The Site Allocations and Development Management Policies Plan Document was withdrawn in February 2016 so this review never took place, The Green Belt Review in the Core Strategy was clearly only concerned with small scale changes and cartographic corrections and did not intend for the removal of 'strategic' sites from the Green Belt. Therefore, it is unclear from

⁸ Local Plan (Reg 19) Page 5

⁹ Strategy Topic Paper Page 4

¹⁰ Strategy Topic Paper Page 4



the Local Plan or from the Green Belt Topic Paper what changed in the intervening period between preparing its Site Allocations and Development Management Policies Plan Document that made RBC consider it had exceptional circumstances that warranted the strategic release of Green Belt in Edenfield. We are aware that this time coincided with Taylor Wimpey acquiring a significant amount of the land within the proposed allocation in this plan (Parcel 43 of the Green Belt Review).

21. The National Planning Policy Framework (NPPF) is clear that Green Belt boundaries should only be altered in 'exceptional circumstances' however Rossendale appear to have failed to consider whether it has exceptional circumstances or what these exceptional circumstances might be until it prepared its Green Belt Topic Paper when it published its Regulation 19 Local Plan.
22. ECNF requested that RBC provide verbally and in writing what its exceptional circumstances were during our meeting with RBC on 13th March 2018 and on subsequent occasions. The Council's purported exceptional circumstances were not available to the Councillors when it voted to proceed with the Regulation 18 Local Plan in 2017 or when it voted to agree the Regulation 19 Local Plan on 11th July 2018.
23. The Green Belt Topic Paper prepared by the Council is inadequate and fails to demonstrate exceptional circumstances in Rossendale. It lists nine reasons that it has exceptional circumstances:
 - 1) To meet housing land requirements through a balanced approach to supply
 - 2) Address past under-delivery
 - 3) Provision of a balanced employment portfolio in suitable locations for the market
 - 4) To enable a balanced approach of housing and employment
 - 5) Provide a good mix of housing types across the Borough
 - 6) Viability
 - 7) Other authorities are unable to meet housing / employment need
 - 8) Improving the Green Belt
24. Without dissecting each of these reasons individually, it is clear that the reasons RBC provides for exceptional circumstances are actually basic requirements of the NPPF.
25. Green Belt should only be released in 'exceptional circumstances' with the National Planning Policy Framework (2012) Paragraph 83 stating that "*Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.*"
26. The changes to the NPPF in relation to Green Belt point towards an even greater scrutiny of how exceptional circumstances have been evidenced and justified through the preparation of Local Plans, whether the local authority has fully examined all other reasonable options to



meet its development needs (including suitable brownfield sites, underutilised land, the optimisation of development density and statements of common ground with neighbouring authorities).

27. There is no reason why these national policy requirements from NPPF 2018 should not apply to Rossendale and their Local Plan regardless of when the Local Plan is submitted. These are sound planning principles regardless of whether the Plan is submitted under NPPF 2012 or 2018.
28. We draw your attention to the recent Secretary of State's direction to East Hertfordshire District Council regarding the halting of the adoption of the East Hertfordshire Local Plan (see Appendix 2) due to proposed Green Belt release. The Secretary of State's direction appears to align with this added scrutiny of proposed Green Belt release.
29. We provide a few key paragraphs from the NPPF (2018) in relation to how Green Belt should be approached in Local Plans:
- *"Once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans."¹¹*
 - *"Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the strategic policy-making authority should be able to demonstrate that it has examined fully all other reasonable options for meeting its identified need for development. This will be assessed through the examination of its strategic policies, which will take into account the preceding paragraph, and whether the strategy:
 - a) *makes as much use as possible of suitable brownfield sites and underutilised land;*
 - b) *optimises the density of development in line with the policies in chapter 11 of this Framework, including whether policies promote a significant uplift in minimum density standards in town and city centres and other locations well served by public transport; and*
 - c) *has been informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground."¹²**
 - *"Where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously-developed and/or is well-served by public transport. They should also set out ways in which the impact of removing land from the Green Belt can be*

¹¹ Paragraph 136 (NPPF 2018)

¹² Paragraph 137 (NPPF 2018)



offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.”

30. The *Calverton Parish Council v Nottingham City Council*¹³ (see Appendix 3 to these representations) provides a number of tests for what should be considered and ‘grappled with’ before an LPA determines whether it has exceptional circumstances.

31. The Hon. Mr Justice Jay concluded that having an objectively assessed need does not amount to ‘exceptional circumstances’:

“it would be illogical, and circular, to conclude that the existence of an objectively assessed need could, without more, be sufficient to amount to “exceptional circumstances” within the meaning of paragraph 83 of the NPPF.” (Paragraph 50)

32. In that case, Mr. Justice Jay concluded that having undertaken the first stage of assessing objectively assessed need; the local authority should at least identify and then grapple with a number of matters as a minimum. These matters are set out below together with the full text:

“In a case such as the present it seems to me that, having undertaken the first-stage of the Hunston approach (sc. assessing objectively assessed need), the planning judgments involved in the ascertainment of exceptional circumstances in the context of both national policy and the positive obligation located in section 39(2) should, at least ideally, identify and then grapple with the following matters:

- *the acuteness/intensity of the objectively assessed need (matters of degree may be important);*
- *the inherent constraints on supply/availability of land prima facie suitable for sustainable development;*
- *(on the facts of this case) the consequent difficulties in achieving sustainable development without impinging on the Green Belt;*
- *the nature and extent of the harm to this Green Belt (or those parts of it which would be lost if the boundaries were reviewed); and*
- *the extent to which the consequent impacts on the purposes of the Green Belt may be ameliorated or reduced to the lowest reasonably practicable extent.”*¹⁴

33. Whilst RBC’s Green Belt Topic Paper refers to this case it has not ‘grappled’ with these steps and importantly has critically not undertaken the ‘staged approach’ from the Hunston¹⁵ case which Mr Justice Jay refers to in his Judgement. In Hunston, the Court of Appeal:

¹³ EWHC 1078 (Admin) (21 April 2015)(Appendix 2)

¹⁴ EWHC 1078 (Admin) (21 April 2015)(see Appendix 2 to these representations)- Paragraph 51

¹⁵ St Albans CC v Hunston Properties Limited



“...endorsed a two-staged approach to the application of paragraph 47 of the NPPF. The first stage is to reach a conclusion as to the “full objectively assessed needs for market and affordable housing”. This is a purely quantitative exercise. The second stage involves an exercise of planning judgement (in relation to development control or the formation of a local plan, as the case may be) as to whether the policy constraints in the NPPF carry the consequence that the objectively assessed needs should not be met.”

34. We deal with RBC’s objectively assessed needs in relation to Policy HS1 in these representations, however it is important to explain here that the quantum of housing RBC is planning for has decreased since its previous draft Local Plan which was based on the Council’s SHMA (2016) with the current draft Local Plan being based on the Government’s standardised methodology. These housing needs are set out below (2019-2034):

- Rossendale Draft Local Plan (Regulation 18 draft) Policy HS1: At least **4,000 dwellings (265 dwellings per annum)**
- Rossendale Draft Local Plan (Regulation 19 draft) Policy HS1: At least **3,180 dwellings (212 dwellings per annum)**

35. Therefore, its stated housing requirement has decreased by 820 dwellings and when the earlier Local Plan made allocations, for what it considered to be suitable sites, for an additional 442 dwellings than what its Regulation 19 Local Plan is planning for.

36. The Regulation 18 Local Plan made allocations for 3,622 dwellings¹⁶. The Council’s Core Strategy has a target of 247 dwellings per annum which considerably more than that set in the draft Local Plan. The Council’s Authority Monitoring Report (AMR)¹⁷ shows that the Council has delivered 938 new dwellings between 2012-2017 which equates to 188 dwellings per year as an average with the Council delivering 265 dwellings in the 2013/14 monitoring year.

37. On this basis alone the ‘trigger’ (the second stage of the Hunston test) for considering whether the Council has exceptional circumstances should not have been engaged. As we set out under Policy HS1 in these representations, the latest household projections¹⁸ indicate a downward trend in housing need for RBC further raising the question as to why RBC considers its OAN is of such an acuteness and intensity to warrant considering releasing the Green Belt. The reasons the Council provides for exceptional circumstances are basic requirements of plan making in the NPPF.

Green Belt Review (2016)

38. We have analysed the Rossendale Green Belt Review (LUC) (2016) which supported the emerging Local Plan. We query how robust / reliable their site visits were when considering the assessment for Parcels 39, 43 and 44 (which form part of the draft HS2.71 allocation). We

¹⁶ Rossendale Regulation 18 Local Plan (Table 1 Housing Site Allocations)

¹⁷ Rossendale AMR (2014-2017)

¹⁸ 2016-based household projections in England (Note that new 2016 based projections are due to be published by ONS on 3rd December 2018)

query a number of the parcel assessments made in the Green Belt Review where we consider there to be inconsistencies throughout the study. Parcels 39, 43 and 44 form part of the proposed allocation of the Local Plan and we have assessed these in turn below.

- 39. It is important to note that Purpose 1 was split into two sub purposes: Purpose 1a (whether land has already been affected by sprawl and whether it retains an open character) and Purpose 1b (the potential for urban sprawl to occur in the absence of Green Belt designation). Only parcels in settlements which abut the large built up area of Greater Manchester have been considered under purpose 1 for this study, which have included Parcels 34, 39, 43 and 44 (which all scored Moderate under both Purpose 1a and 1b). Clearly these areas which were assessed under Purpose 1 are more ‘at risk’ given their proximity to the large built up area of Greater Manchester. This is a factor which has not been properly taken into consideration in the findings of the Review.

Parcel 39



Figure 3 – Blackburn Road facing West/South-West facing towards A56 (Source: Google)

- 40. Parcel 39 of the Green Belt Review has been recommended for removal in the study. This parcel forms part of the draft Policy HS2.71. As assessed in Appendix 4.1 of the Green Belt Review, the site scored ‘Moderate’ with regards to Purpose 1 (to check unrestricted sprawl of large built-up areas) and Purpose 3 of the Green Belt (to assist in the safeguarding of the

countryside from encroachment). With regards to Purpose 1, LUC also considered that “*the A56 dual-carriageway defines the western boundary and detracts from the sense of openness in parts*”. The A56 ‘boundary’ is also referenced in the assessment under Purpose 3. Whilst a ‘satellite view’ might suggest that the A56 forms a boundary, the reality on the ground due to topography and key public views reveals that this is not the case on the ground. The assessment of this site under Purposes 1 and 3 should be ‘Strong’. The parcel proposed for removal contributes to the openness and permanence of the Green Belt at this location.

Parcel 43



Figure 4 - Market Street facing West towards A56 (Source: Google)

41. Parcel 43 of the Green Belt review has been recommended for removal in the study. This parcel forms part of the allocation in Edenfield. Figure 4 above is a Google Street View image taken from Market Street looking west towards the A56. As assessed in Appendix 4.1 of the Green Belt Review, the site scored ‘Moderate’ with regards to Purpose 1 (to check unrestricted sprawl of large built-up areas) and Purpose 3 of the Green Belt (to assist in the safeguarding of the countryside from encroachment). The assessment made the same judgements on the A56 relating to the impact on the Green Belt with regards to Purpose 1 and 3 of the Green Belt as in Parcel 39. However, more so than with Parcel 39, this photo does not clearly identify this boundary; instead showing a rural area which appears to have the key Green Belt characteristic of being ‘open’.

Parcel 44



Figure 5 – Exchange Street facing west towards A56 (Source: Google)

42. This parcel is located to the south of Parcel 43. This site can be assessed in a similar way to that of 39 and 43, however it scored ‘Weak’ under Purpose 3. As with Parcel 39 it is considered that there would be an encroachment into the countryside and the A56 does not form a defensible boundary. Therefore, it is considered that this site should also score ‘Strong’ under Purposes 1 and 3.

Assessment process

43. In addition to Parcel 43, Parcels 17, 21, 26, 29, 30, 31, 32, 33, 35, 39, and 44 have been recommended for removal in the Green Belt Review. Figure 6 identifies these parcels and their assessments. Parcels 22 and 28 have also been shown below, however these have not been recommended for removal from the Green Belt in the Local Plan and their scores are used as a comparison against those which have been recommended for removal. There appears to be inconsistency in the method for areas recommended for removal.



Parcel (Location)	No.	Purpose 1a	Purpose 1b	Purpose 2	Purpose 3	Purpose 4	Purpose 5
17 (Rawtenstall)		N/A	N/A	Moderate	Weak	Weak	Equal Contribution
21 (Rawtenstall)		N/A	N/A	Weak	Weak	No Contribution	
22 (Haslingden)		N/A	N/A	Moderate	Weak	No Contribution	
26 (Ewood Bridge)		N/A	N/A	Moderate	Moderate	No Contribution	
28 (Ewood Bridge)		N/A	N/A	Moderate	Weak	No Contribution	
29 (Ewood Bridge)		N/A	N/A	Moderate	Weak	No Contribution	
30 (Helmshore)		N/A	N/A	Weak	Moderate	No Contribution	
31 (Helmshore)		N/A	N/A	Weak	Moderate	No Contribution	
32 (Ewood Bridge)		N/A	N/A	Moderate	Weak	No Contribution	
33 (Ewood Bridge)		N/A	N/A	Weak	Weak	No Contribution	
34 (Edenfield)		Moderate	Moderate	Weak	Moderate	No Contribution	
35 (Ewood Bridge)		N/A	N/A	Weak	Moderate	No Contribution	
39 (Edenfield)		Moderate	Moderate	Weak	Moderate	No Contribution	
43 (Edenfield)		Moderate	Moderate	Weak	Moderate	No Contribution	
44 (Edenfield)		Moderate	Moderate	Weak	Weak	No Contribution	

Figure 6: Assessment of Green Belt Parcels (Source: LUC Green Belt Review 2016).

44. Table 4.3 of the of the Green Belt Review identifies the degree of potential harm to the Green Belt if the parcels in question were to be released. Table 4.2 of the Green Belt Review identifies the definition of harm.

Stage 2 assessment of parcels	Potential harm caused by release of parcel
Makes a STRONG contribution to one or more GB purposes.	High
Makes a MODERATE contribution to one or more GB purposes. No strong contribution to any purpose.	Medium
Makes a WEAK contribution to one or more GB purposes. No strong, or moderate contribution to any purpose.	Low
Makes NO contribution to any GB purposes. No strong, relatively strong, moderate, relatively weak or weak contribution to any purpose.	None

Figure 7: Framework for assessing harm (Source: LUC Green Belt Review 2016 Table 4.2)



Parcel ref	Purpose 1a Rating	Purpose 1b Rating	Purpose 2 Rating	Purpose 3 Rating	Purpose 4 Rating	Degree of Harm
34	Moderate	Moderate	Weak	Moderate	No Contribution	Medium
39	Moderate	Moderate	Weak	Moderate	No Contribution	Medium
43	Moderate	Moderate	Weak	Moderate	No Contribution	Medium
44	Moderate	Moderate	Weak	Weak	No Contribution	Medium

Figure 8: Degree of Harm by Green Belt Parcels for HS2.71 (Source: LUC Green Belt Review 2016 Table 4.3)

45. Therefore, taking into consideration Figures 7 and 8 above, only Parcels 21 and 33 identified in Figure 4 score as ‘Low’ harm for removal. All remaining parcels scored a ‘Moderate’ harm for removal, including all Green Belt parcels which make up the area for the proposed strategic allocation in Edenfield. It is also not clear why Parcels 22 and 28 were not recommended for removal, given these Parcels scored less favourably in the Green Belt Review than Parcel 43 (given Parcel 43 contained two ‘Moderate’ scores compared to one each for Parcels 22 and 28).
46. Therefore, as Parcels 39, 43 and 44 should be rated as ‘Strong’ under Purpose 1 and 3 (following our assessments on 39, 43 and 44) the potential harm caused by release of the parcels would be considered ‘High’. However, it is also considered that this assessment process identified in Figure 7 is not consistent with the resultant recommendations for those parcels recommended for removal from the Green Belt – as Parcels 39, 43 and 44 have all been recommended for removal from the Green Belt despite their release considered to have a ‘Medium’ degree of harm on the Green Belt.
47. The Green Belt which surrounds Edenfield village is very much linked to the functional Green Belt surrounding Manchester and is critical to the protection against sprawl and ensuring that the designated Green Belt land remains open.
48. This Green Belt is valued by local residents and forms a key part of the village’s linear character and identity. Rossendale Borough Council has proposed this strategic release of Green Belt which would result in a population increase for Edenfield in excess of 50%.



Strategic Policy HS1: Meeting Rossendale’s Housing Requirement

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

49. Strategic Policy HS1 outlines that at least 3,180 additional dwellings would be required over the plan period (2019-2034) – equating to 212 dwellings a year. The housing requirement for Edenfield Community Neighbourhood Forum over this plan period would be 456¹⁹. This equates to 14.3% of the borough’s housing requirement over this plan period.
50. For context, the Regulation 18 Draft Local Plan stated that dwellings required over the Plan Period would be 4,000²⁰. Therefore, this is a reduction of 820 over the plan period (20.5% decrease).
51. The 2017 mid-year population estimates for Rossendale Borough, according to Lancashire County Council via the Office for National Statistics, is 70,365²¹. The Edenfield Community Neighbourhood Forum note on their website that Edenfield has approximately 2,300 inhabitants residing within approximately 970 dwellings in Edenfield²².
52. The population of Edenfield is approximately 3% of the total for the Rossendale Borough. The inclusion of 456 dwellings within Edenfield would increase the number of dwellings by approximately 47%. As noted in our representations, Edenfield was identified as a ‘Level 3’ settlement therefore, any proposed housing need for Edenfield should reflect its settlement hierarchy within the Borough.
53. Paragraph 78 of the NPPF 2018 states that in order to promote sustainable development in rural areas, housing should be located where it will “*enhance or maintain the vitality of rural communities*”. It is considered that a 47% increase in the settlement to approximately 1,450 homes would cause a detrimental impact on the rural nature and character of the settlement (particularly along Market Street), which is a linear row of dwellings with key views of valley to both the east and west. The settlement is surrounded by Green Belt and low in the settlement hierarchy, therefore cannot be considered an urban area of comparable scale to Rawtenstall, Haslingden and Bacup. Therefore, it is considered that HS1 would not be consistent with national policy.
54. The Explanation for Strategic Policy HS1²³ provided in the Local Plan states that the need for new housing in Rossendale has been assessed through the Council’s Strategic Housing Market

¹⁹ Local Plan (Reg 19) Page 18

²⁰ Local Plan (Reg 18) Page 6

²¹ <https://www.lancashire.gov.uk/lancashire-insight/population-and-households/population/mid-year-population-estimates/>

²² <http://edenfieldcommunityforum.uk/welcome/>

²³ Local Plan (Reg 19) Page 18



Assessment (SHMA). However, no justification has been provided as to why the Council has given the Edenfield Community Neighbourhood Forum a housing target of 456 dwellings over the plan period.

55. Further to the above points, the Council has given ECNF a housing target and proposed allocations as to where the development will be located which in theory removes the ability of the Neighbourhood Plan to determine an appropriate level of housing need for its area or allocate any housing sites. The housing target for ECNF is unjustified, undeliverable and an entirely inappropriate level of housing for the village.
56. We note that while some new sites for housing were included in the Regulation 19 Pre-Submission Draft, over 1,000 dwellings were removed from consideration between Regulation 18 and Regulation 19 draft Local Plans. This equates to a removal of over 25% of sites across the whole of the Borough.
57. Rossendale Borough had 1,188 vacant homes as of 2017, according to Lancashire County Council - based on figures from the Department of Communities and Local Government and Council Tax records²⁴. We consider that Rossendale Borough Council should have considered assessing whether to include some or all of these vacant homes in calculating the OAN.
58. Policy HS1 does not provide justification of whether all brownfield land sites were considered. While discussed further in this Representation's analysis into the soundness of EMP2, the inclusion of land to be considered for employment use has not been fully justified by an up-to-date Employment Land Review – therefore some of this Brownfield Land initially considered for employment should be considered for housing.
59. A comparison of the brownfield and mixed sites lists in the Regulation 18 and Regulation 19 Plans highlights that 21 prospective sites with the capability of delivering 656 homes were reclassified for various reasons.

²⁴<https://www.lancashire.gov.uk/lancashire-insight/population-and-households/households-and-housing/vacant-dwellings/>



Strategic Policy HS2: Housing Site Allocations

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

60. Strategic Policy HS2 identifies that proposed housing allocation H72 located within Edenfield will accommodate 400 dwellings. The Council has not justified the site selection process, particularly why Edenfield has been selected for such a large amount of housing in a single allocation.
61. The Local Plan has failed to allocate a key strategic site suitable for housing. The site is Stubbins Vale Mills (EE37) which has been partially vacant for several years and will be completely vacant in 2019. The owners have previously requested partial change of use to residential (refused) and now wish to dispose of the entire site for residential development. There is no justification for retaining this site for employment use when there is a significant amount of employment land remaining unallocated.

Strategic Policy HS3: Edenfield

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

62. Strategic Policy HS3 on Pages 23-25 identifies that proposed housing allocation H72 would be subject to:
 - a) a comprehensive development of the entire site through a Masterplan;
 - b) the implementation of development in accordance with an agreed Design Code;
 - c) phasing and infrastructure delivery schedule for the area;
 - d) agreed programme of implementation in accordance with the masterplan; and
 - e) identifications of mechanisms to enhance the quality and access to Green Belt land in the area.
63. A Masterplan and Design Code would indeed be necessary for the delivery of housing of this scale. However, to address point (b), applicants are required to provide details on (not restricted to) lighting, parking, noise, refuse and design layout (amongst other matters). These are matters which would be addressed through a planning application (particularly as required in validation checklists) and therefore do not need to be noted within the policy. However, it is of note that the proposed allocation H72 is located close to the A56 by-pass, which is a busy dual carriageway. Due to the valley which Edenfield sits within, the land slopes towards the A56. Most of the proposed development would be at a higher elevation than the A56 which results in a significant impact on openness and important views from and into the village.
64. The noise and air pollution, exacerbated by the prevailing westerly wind alone make this an unsuitable development area. The Local Planning Authority should have investigated these matters further before proposing such a large allocation for housing.

65. The requirement to identify mechanisms to enhance quality and access to Green Belt land shows that the policy fails to reflect and understand the principle of Green Belt. Paragraph 133 of the NPPF (2018) states that *“the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.”* The Council appear to muddle Green Belt and green space.



Figure 9 - Extent of Public Rights of Way around Edenhfield

66. This policy has been drafted to its length (spreading over three separate pages) to overcompensate for the lack of detail and evidence to justify this housing allocation, particularly with notable absences of the Highways Capacity Study, a local highways access study, Employment Land Review (to be discussed in addition regarding to Policy EMP2) and the late release of the Green Belt Exceptional Circumstances²⁵. Work to assess the suitability of the site for housing should be front loaded in the process and provided by the Local Planning Authority

67. The Local Plan has been supported by the ‘Lives and Landscapes Assessment for Rossendale Borough Council’ (2015), prepared by Penny Bennett. A large portion of land which now accommodates the emerging allocation H72 was assessed as part of this landscape for scope of Assessment (Appendix E). ‘Area A’ (as seen in Appendix E) is the largest of these areas and when assessed against various criteria, it has been considered unsuitable for development on landscape grounds. Therefore, factoring in the impact on the openness and permanence of the Green Belt, the proposed allocation H72 should not be supported due to the impact on landscape grounds.

²⁵ Rossendale Local Plan Green Belt Topic Paper



OUTCOME OF SITE ASSESSMENT	
Land east of the motorway Area A	Not suitable for development on landscape grounds
Land east of the motorway Area B	Site suitable for development
Land east of the motorway Area C	Site suitable for development with mitigation
Land east of the motorway Area D	Site suitable for development with mitigation

Figure 10 – taken from Appendix E of Lives and Landscape Assessment for Rossendale Borough

Strategic Policy EMP1: Provision for Employment

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

- 68. This policy sets an employment land target of 27 hectares which is not adequately justified by the supporting text and the Employment Topic Paper has not been published alongside this Local Plan consultation.
- 69. The policy does not provide any breakdown of B1, B2, B8 land or any land for non-B jobs. Nor does the policy or explanatory text explain how these figures equate to job numbers in the Borough.
- 70. There is approximately 20ha of land that has been identified for employment use in the Local Plan but has not been allocated.
- 71. There is no analysis provided in terms of how the employment land and jobs would (or would not) balance with the Local Plan target in the Local Plan and what the implications would be for transport movements within the Borough and surrounding sub region.

Strategic Policy EMP2: Employment Site Allocations

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

- 72. Strategic Policy EMP2 provides a list of existing employment and new employment and mixed-use sites within the Plan Period (2019 – 2034) to meet the target of 27 hectares of employment land. We consider that the Local Plan ‘oversupplies’ employment land protecting employment sites that could be released for housing.



Strategic Policy TR1: Strategic Transport

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy

73. Strategic Policy TR1 notes in its final bullet point that the focus will be:

“Ensuring that development that generates significant movement is located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.”

Paragraph 102 of the NPPF (2018) notes that transport issues should be considered from the earliest stages, so that:

“a) the potential impacts of development on transport networks can be addressed;

b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;

c) opportunities to promote walking, cycling and public transport use are identified and pursued;

d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and

e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.”

74. The allocation of 456 dwellings within Edenfield, will generate ‘significant movement’ – particularly as a proportional increase to the 970 dwellings already located within Edenfield²⁶

75. Given Edenfield’s rural location, it is expected there will be a larger reliance on private motor vehicle usage in comparison to urban areas such as Bacup, Haslingden and Rawtenstall. Given the minimal services located within Edenfield, particularly no secondary school or doctor’s surgery, local residents are already having to travel outside of the settlement for these services. Edenfield is served by bus services, notably the X41 ‘Red Express’ bus service between Manchester and Accrington and the 481 (Blackburn to Bury), 482 (Bacup to Bury) and 483 (Burnley to Bury) bus services. While bus services during the day time are frequent, evening services are less frequent with the last bus out of Edenfield in either direction not long after 10 pm.

76. It has been noted by Edenfield Community Neighbourhood Forum during a recent community workshop for the Neighbourhood Plan (in 2018), that local bus services have been cancelled in the past due to the issues with traffic caused by on-street parking along Market Street. Therefore, it is considered that need to travel is not able to be minimised given the lack of

²⁶ <http://edenfieldcommunityforum.uk/welcome/>



services and that sustainable transport is not able to be maximised, due to operational issues in the past and limited evening bus services.

77. The Highways Capacity Study, which was prepared by Mott MacDonald, was supposed to be a key evidence document for Regulation 18 Draft Local Plan Consultation in 2017. This document was only made available to the public on 1st October 2018, just 4 days before the end of this Regulation 19 consultation. As such, we have not had sufficient time to review this document. Given the delay in its release, we are querying whether this Regulation 19 consultation should have taken place without the release of this vital evidence, let alone submitting a Local Plan to the Planning Inspectorate which has not been adequately evidenced or consulted on.

78. RBC however did release a Technical Note in advance of the Highway Capacity Study. The junctions of Rochdale Road/Market Street and A56/M66 Junction 0 (located within Edenfield) have been assessed. Of particular note is the Rochdale Road/Market Street junction – this has been assessed as not being able to accommodate the full fifteen years of the plan. The Technical Note did state for this junction, along with other junctions that could not accommodate the full 15 years of the plan:

“operational performance at these junctions is notably poor in both the Reference Case and Local Plan scenarios at 2024 and 2034. The poor performance is not necessarily a result of the Local Plan allocations, it is considered however that the views of LCC should be sought nonetheless.”

79. Therefore, it is not justified as to why RBC have considered proposed housing allocation H72 of this scale for Edenfield when it is likely to have poor performance as early as 2024, irrespective of the Local Plan allocations.

80. It is understood that the developers with housing land interests in Edenfield are undertaking their own assessment of impact/potential for housing to the West of Market Street at a more local level to assess the impact of potential junctions off Market Street and Exchange Street. It is understood that the RBC will not be undertaking their own study at this scale and will be accepting that of the developers. Therefore, questions should be asked as to the impartiality of these studies – questioning whether Policy TR1 has been positively prepared and appropriately evidenced.

81. Therefore, in consideration of Paragraph 102 and commenting on each of the criteria as identified above –

a) the potential impacts of development on transport networks can be addressed;

Comment: The potential impacts of development on transport network cannot be addressed without the appropriate evidence base being available.



- b) *opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*

Comment: No strategic level highway or public transport improvements are proposed in the proposed policy map for Edenfield.

- c) *opportunities to promote walking, cycling and public transport use are identified and pursued;*

Comment: No improvement has been proposed within the Reg 19 Policies Map.

- d) *the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*

Comment: The potential impacts of development on transport network cannot be addressed without the appropriate evidence base being available.

- e) *patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places."*

Comment: This would only be addressed at the design and Masterplan stage – however it is not clear (due to lack of appropriate evidence base or justification) as to whether existing parking and traffic issues within Edenfield have been taken into consideration or mitigated (particularly due to the high level of existing on-street parking within Edenfield).

Sustainability Appraisal (July 2018)

Not Legally Compliant

Unsound: Not Positively Prepared, Not Justified, Not Effective, Not Consistent with National Policy.

82. Section 2.3 of the Sustainability Appraisal (SA) explains that *“four Strategy approaches to delivering development requirements and what this will mean in terms of the location and quanta of development”*. It states that the four alternatives for quanta of development were assessed for their likely impacts on sustainability. The four alternatives are:

- 3,000 dwellings and 10ha of employment land;
- 7,000 dwellings and 24 ha of employment land;
- 2,000 dwellings and 6ha of employment land; and
- 5,000 dwellings and 9 ha of employment land.

83. The SA provides no explanation as to why these four strategy approaches were selected. It simply provides a brief explanation that the SHMA identified a housing need of between 265-335 dpa and the Regulation 19 housing figure of 212 dwellings per annum which it states is 3,180 over the plan period. It provides no explanation as to why the employment land figures



were selected for these strategy approaches or how the housing and employment land quantum relate to each other.

84. The SA then jumps to a section explaining that *“The Council has considered various spatial strategies for delivering development proposed in the Local Plan”*²⁷. Table 2.2 of the SA sets out four ‘spatial options’. However the description of Table 2.2 is *“Spatial strategy reasonable alternatives considered by the Council and assessed in Appendix D”*. By this point of reading the SA we have presented with such inconsistent terminology that it is unclear as to what we consider are:

- ‘Strategy Approaches’; or
- ‘Spatial Strategies’; or
- ‘Spatial Strategy Reasonable Alternatives’

85. Appendix D of the SA is called ‘Strategic Spatial Options’ so the reader is presented with the fourth term for what may or may not be the same approaches, strategies and reasonable alternatives listed above. Appendix D attempts to explain how the housing and employment figures were tested in the SA stating that:

*“The Council’s Strategic Housing Market Area Assessment (SHMA) (2016) examined economic and demographic evidence to assess the housing needs in the borough for the Plan period. Since then, the Government implemented a new standard methodology for calculating housing figures. Using this approach, the annual housing need for Rossendale is 212dpa. Over the Plan period (2019 – 2034) this would equate to a total of 3,180 dwellings. The Council therefore consider there to be a need for a total of 3,180 dwellings over the Plan period (in addition to 27ha of employment land).”*²⁸

86. It states that the 3,180 dwellings in addition to the 27ha of employment land. It is unclear as to where the 27ha of employment land has come from.

87. Table D.1 of the Appendix D is entitled: ‘Spatial Options and Quanta reasonable alternatives assessed in this report’, which appears to be the fifth term for what appear to be the same other ‘options’ already mentioned above. Table D.1 is included below and summarises the Spatial Options tested. It is completely unclear as to why the quanta of development or how the distribution of development was prepared as they seem to be random. This raises considerable concern as to how much of the SA can be relied on. What is most worrying is that the SA supposedly informed the preparation of the Local Plan. For instance:

- Why do none of the options test the selected housing target for the Local Plan?
- Why do none of the options seek to meet the 27ha of employment land stated above which is the target in the Local Plan?

²⁷ Sustainability Appraisal August 2018 (Para 2.4.1)

²⁸ Sustainability Appraisal August 2018 (Appendix D, Para 1.1.4)



- Why do none of the options test the Local Plan housing target and employment target as an option?
- Why do three of the four options test an employment land figure which is many times smaller than the employment land target of the Local Plan?
- Why are 7,000 dwellings tested as a reasonable alternative? This is more than double the Local Plan Target.
- Why are 2,000 dwellings tested which is considerably lower than the objectively assessed need figure?

88. We have a number of questions about the Spatial Options which highlight how flawed the SA is. There is only one option which includes Edenfield (Option B).

89. Spatial Option A:

Distribution

- This option does not include Edenfield however shows that it can nearly meet the Local Plan housing target.
- What does “58ha on urban boundaries” mean and which urban boundaries is it referring to?
- What is the breakdown between housing and employment land as it simply says 23ha Rawtenstall, 23ha Bacup, 9.5ha Whitworth?
- It states 5ha Green Belt sites – where are these sites and what type of development was tested?
- <20% Brownfield sites – where is this brownfield land it is referring to?

90. Spatial Option B:

Distribution

- Why is significant development at Edenfield part of this Option? What is considered significant?
- 25ha of greenfield in villages – what villages and why was 25ha selected?
- Where are the 11ha of Green Belt which were tested?
- <10% Brownfield sites – where is this brownfield land it is referring to?



Table D.1: Spatial Options and Quanta reasonable alternatives assessed in this report

	Spatial Option A	Spatial Option B	Spatial Option C	Spatial Option D
Quanta	3,000 dwellings 10ha employment	7,000 dwellings 24ha employment	3,000 dwellings 6ha employment	5,000 dwellings 9ha employment
Distribution	<ul style="list-style-type: none"> - 58ha on urban boundaries - 23ha Rawtenstall - 23ha Bacup - 9.5ha Whitworth - 5ha Green Belt sites - < 20% brownfield sites 	<ul style="list-style-type: none"> - Significant development at Edenfield - 25ha of greenfield sites in villages - 11ha Green Belt sites - < 10% brownfield sites 	<ul style="list-style-type: none"> - Focus on urban areas - Increase density to 40-45dph - Maximise reuse of vacant mills - More development in deprived locations - Development linked to existing services - 35% brownfield sites 	<ul style="list-style-type: none"> - Mix of development across Borough - Increase density to 40-45 dph - 14ha Bacup - 10 ha Rawtenstall - < 20% brownfield sites
Benefits	<ul style="list-style-type: none"> - Reduces urban sprawl by focusing development near urban boundaries - Opportunities for brownfield development 	<ul style="list-style-type: none"> - More than double the housing need - No issues with housing deliverability - Maximises growth opportunities 	<ul style="list-style-type: none"> - Focus on brownfield development - Better related and maximises the use of current services - Limited disturbance to landscape 	<ul style="list-style-type: none"> - Exceeds the housing need - Combines strategies - Optimal use of brownfield land - Retains key existing employment sites
Potential issues and risks	<ul style="list-style-type: none"> - Just short of the housing need - Short of employment land need - Release of Green Belt - Limited availability at Haslingden - Road capacity issues - Landscape impacts 	<ul style="list-style-type: none"> - Large release of Green Belt - Development related to opportunity not need or services - Strong environmental and landscape impacts - Road capacity issues 	<ul style="list-style-type: none"> - Falls short of housing and employment land need - Loss of employment sites for housing - Loss of open space in urban areas 	<ul style="list-style-type: none"> - Short of employment land need - Limited availability at Haslingden - Flood risk - Road capacity issues

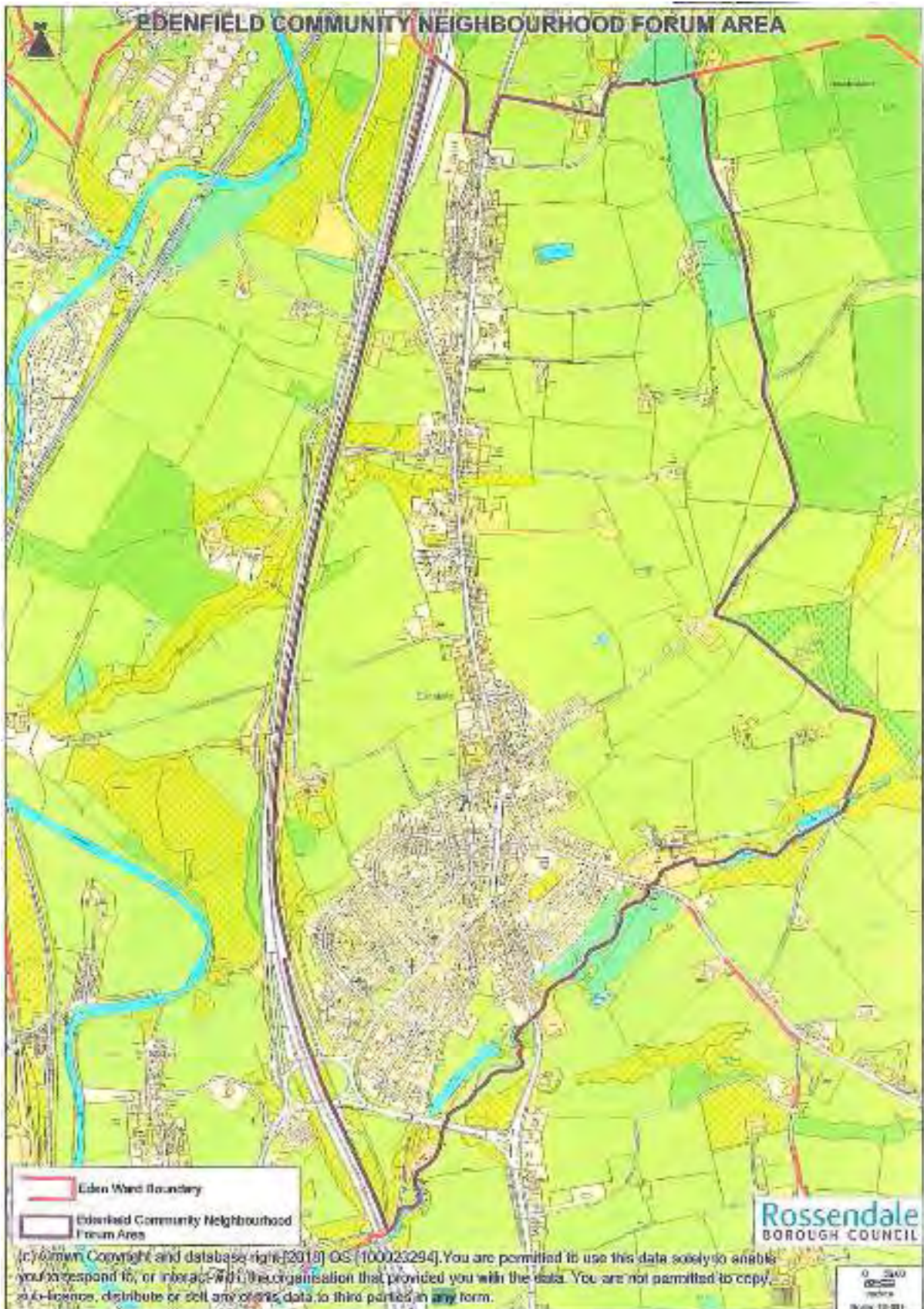
Figure 11 Table D.1 Spatial Options and Quanta reasonable alternatives assessed in this report (SA Appendix D)

91. The land west of Market Street has been wrongly identified as allocation H74 (rather than H72).
92. The SA fails to refer to any specific heritage assets and their setting. It assumes that a future masterplan will address and mitigate any heritage assets however this is not an assumption that can be relied upon. There is no reference to the Grade II* listed Edenfield Parish Church



in the SA or Elton Banks Grade II listed building in Edenfield. Nor does the SA mention the Stubbins Conservation Area or consider the impact on its setting which is near to the proposed strategic development in Edenfield.

APPENDIX 1 - EDENFIELD COMMUNITY NEIGHBOURHOOD FORUM AREA



APPENDIX 2 - Letter from MHCLG Secretary of State (11 September 2018)



Ministry of Housing,
Communities &
Local Government

The Rt Hon James Brokenshire MP
*Secretary of State for Housing, Communities and Local
Government*

*Ministry of Housing, Communities and Local
Government*

Councillor Linda Haysey,

Tel
Email

www.gov.uk/mhclg

11 September 2018

Dear Councillor Haysey

East Hertfordshire District Council's Local Plan

I have received several requests to intervene in the East Herts District Plan ("the Plan"), including from Stephen McPartland MP (Stevenage), the Hertfordshire branch of the Campaign to Protect Rural England, Aston Parish Council, Eastwick & Gilston Parish Council, Thorley Parish Council, Bishop's Stortford Civic Federation and Protecting Aston's Community Existence (PACE). The requests raise a number of issues including the proposed release of land within the Green Belt.

In respect of the issues identified above, I am considering whether to give a direction to East Hertfordshire District Council in relation to the Plan under section 21 of the Planning and Compulsory Purchase Act 2004. Therefore, in exercise of my powers under section 21A of that Act (inserted by section 145(5) of the Housing and Planning Act 2016), I hereby direct East Hertfordshire District Council not to take any step in connection with the adoption of the Plan, while I give the issues raised in the letters further consideration.

This direction will remain in force until I withdraw it or give a direction under section 21 of the 2004 Act in relation to the Plan.

My officials will be in touch with your officers to discuss next steps.

RT HON JAMES BROKENSHERE MP



Neutral Citation Number: [2015] EWHC 1078 (Admin)

Case No: CO/4846/2014

IN THE HIGH COURT OF JUSTICE
QUEEN'S BENCH DIVISION
PLANNING COURT

Royal Courts of Justice
Strand, London, WC2A 2LL

Date: 21/04/2015

Before:

MR JUSTICE JAY

Between:

CALVERTON PARISH COUNCIL	<u>Claimant</u>
- and -	
(1) NOTTINGHAM CITY COUNCIL	<u>Defendants</u>
(2) BROXTOWE BOROUGH COUNCIL	
(3) GEDLING BOROUGH COUNCIL	
-and-	
(1) PEVERIL SECURITIES LIMITED	<u>Interested Parties</u>
(2) UKPP (TOTON) LIMITED	

Richard Turney (instructed by **Public Access**) for the **Claimant**
Morag Ellis QC and Annabel Graham-Paul (instructed by **Nottingham, Broxtowe and Gedling Borough Councils**) for the **Defendants**
Richard Honey (instructed by **Walker Morris, Leeds**) for the **Interested Parties**

Hearing date: 24th March 2015

Approved Judgment

The Hon. Mr Justice Jay:

Introduction

1. This is an application brought under section 113 of the Planning and Compulsory Purchase Act 2004 (“the Act”) to quash, in part, the Greater Nottingham - Broxtowe Borough, Gedling Borough and Nottingham City - Aligned Core Strategies (“the ACS”), adopted by the Defendants in September 2014. The ACS is part of the development plan for each of the three Council’s areas.
2. Broxtowe Borough and Gedling Borough are contiguous with the outer boundary of the city of Nottingham, and substantially comprise Green Belt. The Claimant is a Parish Council within Gedling Borough and may be described as an enclave within Green Belt. Two Interested Parties have intervened in these proceedings: they own land at Toton, which is within Broxtowe Borough and technically, Green Belt. Although Toton is some distance away from the city boundary, it may fairly be characterised as within the main built-up area of Nottingham.
3. Development within Green Belt is never without controversy. It is clear from the “Chronology of Events”, namely Appendix 1 to the witness statement of Alison Gibson dated 11th November 2014, that a strategic review of the Nottingham-Derby Green Belt has been on the table for some time. The precise concatenation of events is not relevant to this application. The ACS was subject to independent review by a planning Inspector, Ms Jill Kingaby, and examination hearings took place in 2013 and 2014. On 24th July 2014 the Inspector published her report, approving the ACS with modifications. The Claimant’s advisors identified what were considered to be legal deficiencies in the report, but notwithstanding its contentions the ACS was adopted by the three Councils on various dates in September 2014.
4. The Inspector’s report and the ACS will require more detailed exposition subsequently. At this stage, it is appropriate to turn to the relevant legislative framework. I will focus now on the legislative provisions relevant to Grounds 1 and 2; Ground 3 raises a discrete point, and will be addressed subsequently.

The Statutory Scheme

5. I was taken to all the relevant provisions of the Act. Some of these explain the status of the ACS as a local plan, included in the local development documents which form part of the development plan for each of the three Council’s areas (see, in particular, sections 15, 17 and 38). I will concentrate on the statutory provisions which bear on the issues between the parties.
6. Section 19(2) of the Act provides:-

“In preparing a development plan document or any other local development document the Local Planning Authority must have regard to –

(a) national policies and advice contained in guidance issued by the Secretary of State;

...

(h) any other local development document which has been adopted by the Authority;”

7. Section 20 provides for independent examination by the Secretary of State’s Inspector. Pursuant to section 20(5):-

“The purpose of an independent examination is to determine in respect of the development plan document –

a) whether it satisfies the requirements of section 19...;

b) whether it is sound;”

8. The definition of the adjective “sound” is not to be found in the Act itself but in national policy - the latter being “guidance issued by the Secretary of State” for the purposes of sections 19(2)(a) and 34, and to which regard must be paid.

9. Miss Morag Ellis QC for the Defendants placed particular weight on section 39 of the Act, which provides:-

“Sustainable Development

1) This section applies to any person who or body which exercises any function –

b) under Part 2 of this Act in relation to local development documents;

...

2) The person or body must exercise the function with the objective of contributing to the achievement of sustainable development”

10. I agree that this confers a positive obligation on the Councils, but its limitations need to be understood. “Sustainable development” is not a concept which is defined in the Act, in which circumstances the enlightenment which is required may only be found in national policy.

11. Section 113 confers powers on this Court to intervene if satisfied “that a relevant document [including a development plan] is to any extent outside the appropriate power”. It is common ground that the jurisdiction of this Court on this statutory appeal is akin to Judicial Review. The Court of Appeal has explained on a number of occasions (see, for example, Blythe Valley BC v Persimmon Homes (North East Limited) and another [2009] JPL 335) that whether a development plan complied with national policy guidance was largely a matter of planning judgment with which the

Court should be slow to interfere, subject always to that guidance being properly understood.

National Policy

12. Relevant national policy is located in the National Planning Policy Framework (“the NPPF”), published by the Department for Communities and Local Government in March 2012. I was taken to the National Planning Policy Guidance finalised in March 2014. This is referred to in the Inspector’s report, but in my view does not significantly supplement the NPPF.
13. “Sustainable development” is not expressly defined in the NPPF, but light is nonetheless thrown on it. The effect of paragraph 6 of the NPPF is that the substantive policies set out elsewhere in this national policy, interpreted and applied compendiously, amount to the Government’s view of what sustainable development means. On one view, it represents a balance between three factors – economic, social and environmental – which are admittedly not necessarily complementary (see paragraph 7). On another, if certain environmental factors are identified, then their weight must be assessed and these factors constitute a restriction or brake on what would otherwise be sustainable development. The NPPF is not worded with fine legal precision (it is a policy, not a commercial contract), but some further assistance is given by paragraph 14, which provides: -

“At the heart of the NPPF is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.

For **plan-making** this means that:-

- Local Planning Authorities should positively seek opportunities to meet the development needs of their areas;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole;
 - or
 - specific policies in this framework indicate development should be restricted.”

14. This last aspect is footnoted as follows:-

“For example, those policies relating to sites protected under the Birds and Habitats Directive (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of

Outstanding Natural Beauty, heritage coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.”

15. I agree with Miss Ellis that development which meets objectively assessed needs is presumptively sustainable, but I would add that the preposition “unless” is drawing attention to a policy constraint. That approach is reinforced by the footnote.
16. The parties are agreed that paragraph 47 of the NPPF is another important provision. It provides:-

“To boost significantly the supply of housing, Local Planning Authorities should:

- Use their evidence base to ensure that their local plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this framework, including identifying key sites which are critical to the delivery of the Housing Strategy over the plan period;
- Identify and update annually a supply of specific deliverable sites sufficient to provide 5 years’ worth of housing against their housing requirements with an additional buffer of 5%...
- Identify a supply of specific, developable sites for broad locations for growth, for years 6-10 and, where possible, for years 11-15;

...”

17. The subordinate clause, “as far as is consistent with the policies set out in this framework”, is arguably slightly more generous (in terms of favouring sustainable development) than the “unless” in paragraph 14 of the NPPF, but ultimately nothing turns on this. It should be emphasised, though, that paragraph 47 does not create a statutory duty (c.f. section 39(2) of the Act); it constitutes policy to which regard must be had.
18. Section 9 of the NPPF deals with “Protecting Green Belt Land”. A fundamental aim of Green Belt policy is to prevent urban sprawl. Under paragraph 80 of the NPPF, the Green Belt serves five purposes, one of which is explicitly environmental – “to assist in safeguarding the countryside from encroachment”. Paragraphs 83 and 84 are particularly relevant, and provide:-

“83. Local Planning Authorities with Green Belts in their areas should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review

of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.

84. When drawing up or reviewing Green Belt boundaries Local Planning Authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.”

19. Paragraphs 83 and 84 are, clearly, complementary provisions. Mr Richard Turney for the Claimant is entitled to emphasise the second sentence of paragraph 83. The review process referred to in paragraph 84 cannot ignore that sentence. On the other hand, I agree with Miss Ellis that the review process must consider “sustainable patterns of development” – e.g. the desirability of an integrated transport network. During any review process, the *consequences* for sustainable development must be carefully considered. The second sentence of paragraph 84 is not altogether clear. On the face of things, it might well be argued that it appears to reinforce the need to protect the Green Belt, but in my view it is capable of being interpreted slightly more broadly. The *consequences* for sustainable development may require revision of the Green Belt. Nonetheless, I do not readily agree with Miss Ellis that paragraph 84 throws any light on the meaning of “exceptional circumstances” within paragraph 83, or should be taken as somehow diluting this aspect. Sustainable development embraces environmental factors, and such factors are likely to be negatively in play where release of Green Belt is being considered. The second sentence of paragraph 83 supplies a fetter or brake on development which would, were it not for the Green Belt, otherwise be sustainable; but in deciding whether exceptional circumstances pertain regard must be had to the whole picture, including as I have said the *consequences*.
20. “Exceptional circumstances” remains undefined. The Department has made a deliberate policy decision to do this, entrusting decision-makers with the obligation of reaching sound planning judgments on whether exceptionality exists in the circumstances of the individual case.
21. Paragraph 150ff of the NPPF deal with “Local Plans”. Paragraph 151 reflects section 39(2) of the Act. Paragraph 152 is material and provides:-

“Local Planning Authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation

measures are not possible, compensatory measures may be appropriate.”

22. I read this provision as making clear that the identification of “exceptional circumstances” (although not expressly mentioned) is a planning judgment for the Local Planning Authority. However, net gains across all three of the dimensions of sustainable development may not always be possible. In these circumstances, the impingement on environmental factors will require the identification of exceptional circumstances in order to be justified (“significant adverse impacts on any of these dimensions should be avoided”), and - to the extent that this cannot be achieved - must be ameliorated to the extent possible.
23. I appreciate that section 39(2) of the Act imposes a positive obligation to achieve sustainable development, and that if such development is not carried out then there would be harm to the economic and social dimensions which form part of this concept. However, I do not accept Miss Ellis’ submission that the issue boils down to the balancing of three *desiderata*. Review of Green Belt in the face of sustainable development requires exceptional circumstances. Refraining from carrying out sustainable development, and thereby causing social and economic damage by omission, does not.
24. Paragraph 182 of the NPPF explains the meaning of “sound”:-

“The local plan will be examined by an independent Inspector whose role is to assess whether the plan has been prepared in accordance with the duty to co-operate, legal and procedural requirements, and whether it is sound. A Local Planning Authority should submit a plan for examination which it considers is “sound” – namely that it is:

- **Positively Prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable developments;
- **Justified** – the plan should be the most appropriate strategy, when considered against a reasonable alternative, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priority; and
- **Consistent with National Policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.”

25. The phrases “consistent with national policy” and “in accordance with the policies in the Framework” reflect earlier language; and, ultimately, sections 19 and 34 of the Act.

The ACS

26. Within the ACS, aspects of Policy 2, “The Spatial Strategy”, and Policy 3 “The Green Belt”, are under challenge. As I have said, the Inspector approved the ACS with modifications, and the version in the bundle contains the Inspector’s input. I will examine the ACS in its final, modified form.
27. Policy 2 states that a minimum of 30,550 new homes will be provided for between 2011 and 2028, with the majority in the main built-up area of Nottingham. Paragraph 2 of Policy 2 refers to a “settlement hierarchy” of growth, with the main built-up area of Nottingham being at the top of the tree, and “Key Settlements” at the third tier. Calverton is specified as a “Key Settlement”, with up to 1,055 new homes. It is common ground that the building of these homes will require a revision of the existing Green Belt boundary. These “Key Settlements”, and other “Strategic Locations” which are marked on the ACS with an asterisk, “will be allocated through Part 2 Local Plans”. On the other hand, “Strategic Allocations”, including the Interested Parties’ land at Toton, and land at Field Farm, are available for development from the date of adoption.
28. Policy 2 also sets out the justification for the approach taken. I have had regard to paragraph 3.2.10, but will focus for the purposes of this Judgment on the Inspector’s Report.
29. Policy 3 deals with the Green Belt. Save for the “Strategic Allocations” already considered, the policy contemplates that the detailed review of Green Belt boundaries, to the extent necessary to deliver the distributions in Policy 2, will be undertaken in what is described as “Part 2 Local Plans”. A sequential approach will then be deployed, prioritising the use of land which is not currently within Green Belt. To the extent that adjustment of any Green Belt boundary is required, regard will be had in particular to its statutory purposes.
30. Paragraph 3.3.1 is clearly germane:-

“The Nottingham-Derby Green Belt is a long established and successful planning policy tool and is very tightly drawn around the built-up areas. Non-Green Belt opportunities to expand the area’s settlements are extremely limited and therefore exceptional circumstances require the boundaries of the Green Belt to be reviewed in order to meet the development requirements of the Aligned Core Strategies in Part 2 Local Plans.”
31. It is clear from this that the Defendants appear to have had regard to the criterion of “exceptional circumstances”. The issue raised by Mr Turney’s submissions is whether the approach taken properly engaged with it.

The Inspector's Report

32. The proceedings before the Inspector were lengthy and complex, and a mass of evidence – only some of which is before the Court in these proceedings – was supplied. It is unnecessary to dwell on the proceedings, save to pause to consider a number of points advanced by Mr Turney during his oral argument.
33. Before and during the course of the proceedings, the Inspector appears to have formulated, with the assistance of the parties, the main issues arising in relation to each of the elements of the ACS policy. Thus, as regards “the Spatial Strategy and Housing Policy”:-

“The main issues are:

- i. whether the local context, vision and spatial objectives set out in Chapter 2 of the ACS objectives are appropriate, locally distinctive and provide a sound basis for planning the area over the next 15 years; whether Policy 2, the spatial strategy, follows logically from the local context, visual, and spatial objectives, and is sound (i.e. positive, justified, consistent with national policy and capable of delivery); and
- ii. whether appropriate provision is made for new housing in the three Local Authority areas, having regard for the requirements of the NPPF and taking account of the proposed numbers, the phasing and distribution of housing, affordable housing, and provision for gypsies and travellers, and other groups.”

A number of specific questions were then posed, which I have borne in mind.

34. As for “Green Belt”:

“The main issue is: whether the spatial strategy and Policy 3 of the ACS are consistent with the fundamental aim and purposes of Green Belts as set out in the NPPF, and whether the proposals for alterations to Green Belt boundaries are underpinned by the quick review processes and justified by exceptional circumstances.

Questions

The Councils contend that, having objectively assessed the full need for housing across their areas and reviewed their strategic housing land availability assessments, some alteration to Green Belt boundaries is required to accommodate the growth in housing and associated development. Is there substantive evidence to counter this argument?

The ACS is founded on a two-stage review of Green Belt boundaries: (i) strategic assessment to find the most sustainable locations for large scale development around Greater Nottingham and define a limited number of strategic allocations for growth, and (ii) a detailed examination of individual sites and settlements suitable for sustainable growth with precise boundaries being established in subsequent development plan documents. Given the commitment of the Local Authorities to produce core strategies and consequent, more detailed development plan documents, what precisely is wrong with this two-step approach reviewing the Green Belt? Will it delay the development process unreasonably as some suggest?"

Mr Turney criticised both the formulation of these questions and the Defendants responses to them, and I have had regard to both.

35. On 23rd October 2013 the Inspector sent a note to the parties which said, amongst other things: -

“Having reviewed all the evidence in respect of housing requirements for the full plan area, I consider the Policy 2: the Spatial Strategy which states that “a minimum of 30,550 new homes will be provided for” is sound.”

36. Mr Turney made much of this, in support of a submission that the Inspector came to a conclusion on the issue of soundness before addressing the Green Belt and environmental considerations which were plainly relevant to that issue. I will revert to this alleged criticism in due course.

37. The Inspector’s report is quite lengthy, and it would unnecessarily overburden this Judgment if I were to set out every single relevant passage. I will therefore focus on what is key, reassuring the parties that I have borne in mind the entire document.

38. The key passages in the Inspector’s report include the following:-

“29. Local Plans should meet the full, objectively assessed needs for market and affordable housing in their HMA, as far as is consistent with other policies set out in the NPPF. This requires an initial assessment of “need” based on likely demographic change over the plan period...

40. ...I consider that the significant boost in housing supply, to which paragraph 47 of the NPPF refers, is absolutely necessary to reverse the long-term, upward trend in real house prices associated with undersupply and the growing numbers of people, notably young adults and families, who find suitable housing unaffordable.

41. Even though a boost in Greater Nottingham’s housing provision as envisaged may not on its own reduce higher house prices significantly, it should make a positive contribution to

balancing the mismatch between supply and demand/need ... a failure to encourage overall house building would only restrict further the availability of affordable, as well as new market, housing ...

45. I have taken account of the Court of Appeal judgment for “Hunston”. I have noted the Councils’ observation that, whilst the judgment pronounced on the interpretation of the first two bullet points in paragraph 47 of the NPPF, the planning decision did not directly consider the question of the soundness or otherwise of a development plan. The issue in dispute was whether, in advance of the area-wide balancing of the many facets of sustainable development which are needed to secure a sound local plan, a Section 78 Inspector could or should take account of policy constraints when deciding what was the relevant figure for “full, objectively assessed needs”.

48. Nevertheless, the Hunston judgment importantly sought “a definitive answer to the proper interpretation of paragraph 47” of the Framework. The judgment is clear that the full objectively assessed needs for housing in the area have to be the starting-point when assessing the adequacy of housing supply... The approach to housing need assessment which the judgment supports is not therefore different to that supported by the PPG, which as explained above, I have fully considered in examining in the ACS.

47. Policy 2 of the ACS states that “a minimum” of 30,550 new homes would be provided, which wording should encourage and not impede the provision of additional housing. In looking to meet the needs, the councils have assumed that fewer houses will be developed on windfall sites than in past, once an up to date local plan underpinned by regularly reviewed SHLAAs is in place. However, if windfalls continue to come forward at the same rate as in the past, this should not be perceived as a negative factor as the aim is to boost the supply of new housing. Proposed change **Mod 3**, reinforces the essential point that the councils will adopt a proactive and positive approach to the delivery of new housing.

48. Proposed new paragraph 3.2.6a, **Mod 6**, includes a commitment to review the ACS’s future housing projections, based on the 2011 Census data and expected in 2014, show that the Councils’ assumptions underpinning its planned housing provision are no longer appropriate. **Mod 17** sets out the process and timing for initiating such a review. The NPPF expects local plans to meet their full needs for housing, “as far as is consistent with the policy set out in the Framework”. Subsequent sections of my report address policy for the distribution of housing across the authorities, policy for protecting the Green Belt, for environmental and infrastructure

planning, among other things. These confirm that delivery of the minimum housing numbers should be feasible. I agree with the Councils that there should be no insurmountable constraints to meeting the fully objectively assessed need for housing.

49. I conclude that the overall level of housing provision proposed by the ACS is justified and consistent with national planning policy. The proposed changes are necessary to reflect the Councils' commitment to keep the local plan under review and to ensure that the planned level of housing remains sound.

...

67. Understandably, there is considerable amount of local opposition to the prospect of development here in the Green Belt [in the context of Field Farm]. However the work which has been done to identify the site and will continue to take it forward has been undertaken by the Council as a democratically elected local planning authority. It considers that it has made its decision in the best interests of the Borough and its people, particularly those who now or in the future will need a home of their own. Having regard to the housing requirements and limited availability of alternative sustainable sites, the Councils' decision to allocate this site in the ACS meets the exceptional circumstances requirement as set out in the NPPF for the alteration of Green Belt boundaries. Field Farm's inclusion as a strategic allocation in the ACS is justified.

...

70. ...I share the Councils' view that the potential for land at Toton to help meet the requirements for housing and mixed use development in Broxtowe Borough constitutes the exceptional circumstances needed to remove the land from the Green Belt. Its potential to maximise the economic benefits from the proposed HS2 station reinforces the Councils' case for changing the Green Belt boundary at Toton.

...

98. The NPPF seeks a significant boost in the supply of housing, and this is not required to occur only in the first five years of a plan. The first bullet of paragraph 47 expects local plans to meet their full, objectively assessed needs "as far as is consistent with the policies set out in this Framework". Although The Court of Appeal judgment (Hunston) quotes protection of the Green Belt and land in an area of outstanding natural beauty or national park as examples of such policies, I see no justification to look only at land-use designation policies. The NPPF includes a range of other policy matters

requiring local plans to be aspirational but realistic, to take account of relevant market and economic signals, and be effective and deliverable.

99. In this case, I am satisfied that the prospective build rates for each 5 year tranche do not represent an attempt to suppress house building in the early years or rely on past poor economic conditions to justify low housing targets. The proposed build rates are supported by convincing evidence on the operation of housing markets ... As the Councils argued, however, significantly increasing the supply of sites in the early years would not necessarily speed delivery, would require the release of additional Green Belt land contrary to national policy, and could delay progress on some of the more challenging regeneration sites.

...

Issue 2 – Whether the Spatial Strategy and Policy 3: the Green Belt are consistent with the NPPF and whether the approach to making alterations to the Green Belt is justified.

110. ...In order to meet the housing requirements of 30,550 new homes and achieve sustainable growth with supporting infrastructure, jobs and services, I accept the Councils' judgement that future development will have to extend beyond Nottingham's main built up area.

111. The NPPF continues the well-established planning policy of protecting Green Belt land. The Green Belt boundaries are drawn tightly around Nottingham, and to promote development beyond the Green Belt's outer edge would extend travel to work and for other purposes in an unsustainable fashion. Areas of safeguarded land exist in Gedling Borough, but these are unlikely to meet all the plan area's development requirements outside the main built up area. I agree with the Councils that the exceptional circumstances required for alterations to Green Belt boundaries exist.

...

113. The evidence base was criticised as being too dated, related to a different search for more substantial extensions, and not subject to adequate public consultation. However, I accept that the Green Belt and settlement pattern are largely unchanged since 2005/6 ... Ashfield District Council I am advised, assessed all possible sites against the five purposes of including land in the Green Belt enabling the least valuable sites to be identified. Even if the assessment of the ACS area was more strategic, I consider that sufficient investigation of the characteristics of

potential sites for developments of differing sizes was carried out...

114. The ACS envisages a two-staged approach to altering Green Belt boundaries, with the precise boundaries for individual sites to be released from the Green Belt being established in the Part 2 Local Plans. The NPPF does not directly support this approach, probably because it expects a single local plan for each authority in contrast to the previous preference for a core strategy followed by more detailed development plan documents. Newark and Sherwood and South Staffordshire with adopted plans were cited as authorities which had used the two-stage approach taken by the Greater Nottingham Councils.

...

116. I have considered the arguments that a more rigorous assessment could have been carried out of the inner urban edge of the Green Belt, before sites which would only result in long-distance commuting were selected ...

117. Regarding the risk of coalescence of Kimberley, Whatnall and Nuthall, I consider it appropriate that the Part 2 Local Plan should assess the impact of any new development at this more detailed level, having regard for the aim and purposes of the Green Belt...

118. I strongly support the view that, with a two-stage review process, the ACS should give more direction to Part 2 Local Plans to emphasise that Non-Green Belt sites have first preference, and that sites to be released from the Green Belt must have good sustainability credentials. A sequential approach should secure an effective policy consistent with national policy, and this would be achieved with main modification **Mod 18...**”

Relevant Jurisprudence

39. The Court of Appeal in St Albans CC v Hunston Properties Limited and another [2014] JPL 599 endorsed a two-staged approach to the application of paragraph 47 of the NPPF. The first stage is to reach a conclusion as to the “full objectively assessed needs for market and affordable housing”. This is a purely quantitative exercise. The second stage involves an exercise of planning judgement (in relation to development control or the formation of a local plan, as the case may be) as to whether the policy constraints in the NPPF carry the consequence that the objectively assessed needs should not be met. The issue in Hunston was whether “very special circumstances” existed (see paragraphs 87 and 88 of the NPPF), but in my judgment the position must be the same in a case involving a local plan.

40. At paragraph 10 of his judgment, Sir David Keene said this:-

“The Framework does not seek to define further what “other considerations” might outweigh the damage to the Green Belt, but in principle there seems no reason why in certain circumstances a shortfall in housing land supply might not do so.”

41. The two-stage approach underwent further examination in Solihull Metropolitan Borough Council v Gallagher Estates Limited and another [2014] EWCA Civ 1610. In that case, Laws LJ endorsed the conclusion of Hickinbottom J that:-

“Paragraph 47 requires full housing needs to be objectively assessed, and then a distinct assessment made as to whether (and, if so, to what extent) other policies dictate or justify constraint.”

Mr Turney placed particular reliance on paragraph 36 of the judgment of Laws LJ. There, he said:-

“The fact that a particular site within a Council’s area happens not to be suitable for housing development cannot be said without more to constitute an exceptional circumstance, justifying an alteration of the Green Belt by the allocation to it of the site in question. Whether development would be permitted on the sites concerned in this case, were they to remain outside the Green Belt, would depend upon the Council’s assessment of the merits of any planning application put forward.”

42. Mr Turney sought to turn this through 180 degrees, and submitted that the fact that a particular site happens to be suitable for housing development cannot, without more, constitute an exceptional circumstance justifying an alteration of the Green Belt. I agree with Mr Turney insofar as this goes, but in my view there is not a precise symmetry here. The issue in Solihull was whether land could be allocated to Green Belt: in other words, the point was addition, not subtraction. The mere fact that a particular parcel of land happens to be unsuitable for housing development cannot be a Green Belt reason for expanding the boundary. In a case where the issue is the converse, i.e. subtraction, the fact that Green Belt reasons may continue to exist cannot preclude the existence of countervailing exceptional circumstances – otherwise, it would be close to impossible to revise the boundary. These circumstances, if found to exist, must be logically capable of trumping the purposes of the Green Belt; but whether they should not in any given case must depend on the correct identification of the circumstances said to be exceptional, and the strength of the Green Belt purposes. In the present context, one needs to continue to bear in mind paragraph 10 of Hunston (see paragraph 39 above), and to draw a distinction between, on the one hand, suitability without more, and on the other hand, suitability and availability. Suitability *simpliciter* cannot logically be envisaged as an exceptional circumstance (here, the second sentence of paragraph 36 of Solihull applies); suitability and availability may do, subject to the refinements discussed below.

43. Miss Ellis placed particular reliance on the decision of Patterson J in IM Properties Development Limited v Lichfield District Council [2014] EWHC 2440 (Admin). This case was decided after the first instance decision in Solihull and before the case reached the Court of Appeal. Patterson J observed that the only statutory duty was that contained in section 39(2) of the Act (see paragraph 97 of her judgment). At paragraphs 99 and 100 Patterson J said this:-

“99. Here, the release from the Green Belt as proposed in Lichfield which is seen by the Defendant as consistent with the town-focused spatial strategy. The further releases have been the subject of a revised sustainability appraisal by the Defendant. That found that no more suitable alternatives existed for development.

100. The principal main modifications endorsed by the Defendant expressly referred to the Green Belt review and to the supplementary Green Belt review as informing the release of Green Belt sites. They contained advice as to the relevant test that members needed to apply. Both documents were available to the decision-making committees and were public documents. Ultimately, the matter was one of planning judgement where the members had to consider whether the release of Green Belt land was necessary and, in so determining, had to be guided by their statutory duty to achieve sustainable development.”

44. “Necessary” may be seen as broadly synonymous with “the existence of exceptional circumstances”. Mr Turney submitted that these passages are both *obiter* and inconsistent with Solihull. It is unnecessary for me to reach concluded views about this. My preference would be to express the point made in the final sentence of paragraph 100 slightly differently: the issue is whether, in the exercise of planning judgment and in the overall context of the positive statutory duty to achieve sustainable development, exceptional circumstances existed to justify the release of Green Belt.

The Claimant’s Grounds

45. Mr Turney has advanced three grounds on behalf of the Claimant, namely:
- (1) Failure to consider whether housing numbers should be reduced to prevent release of Green Belt land;
 - (2) Failure to apply national policy in considering the release of Green Belt land;
 - (3) Failure to comply with the Environmental Assessment of Plans and Programmes Regulations 2004 (“the SEA Regulations”).

The Claimant's Grounds Developed

46. As I indicated during oral argument, it seems to me that Ground 2 is logically prior to Ground 1. They are, in any event, inextricably intertwined. Accordingly, I will take these together. Although advanced under a different statutory regime, it also seems to me that Mr Turney's third Ground interacts with his earlier Grounds.
47. The primary thrust of Mr Turney's submission, both in oral argument and in his written Reply, is that the Inspector adopted a circular approach. The evidence demonstrates that she considered the 30,550 figure for new housing, and concluded that it was sound, before paying any attention to the environmental and Green Belt constraints. This is borne out by the note the Inspector sent to the parties (see paragraph 35 above), and indeed her examination of Policy 2 in her report. At no stage, so the submission runs, did the Inspector properly consider whether the meeting of objectively assessed needs would be consistent with national policy; and, if so, to what extent. Furthermore, the formulation of the main issue assumed that objectively assessed needs should be met: hence the circularity. Put another way, the "exceptional circumstances" are defined as the requirement to meet the objectively assessed needs.
48. On Mr Turney's argument, the use of the term "insurmountable constraints" in paragraph 48 of the Inspector's report shows that proper regard was not paid to the question of "exceptional circumstances"; the two terms or concepts cannot be readily assimilated the one to the other. Accordingly, the Inspector's approach violated paragraph 47 of the NPPF and a proper application of the two-stage test stipulated by the Court of Appeal in Hunston.
49. Mr Turney advanced two further, specific submissions. First, he contended that the hierarchical approach underpinning both the Inspector's report and the ACS itself suggests there were no exceptional circumstances. Secondly, Mr Turney advanced a methodological attack on the two-stage process, namely Part 1 and Part 2 of the Local Plan. The application of this two-staged process meant that exceptional circumstances were ignored or sidelined: on the one hand, they were not properly considered within Part 1 (because the assumption was that the review of the Green Belt boundary would be left over to Part 2); on the other hand, when Part 2 is reached there would be no room for considering exceptional circumstances, because any later development plan document would have to accord weight to the ACS. The die has been cast. In support of this submission, Mr Turney drew on the Inspector's analysis of the position relating to Field Farm, where exceptional circumstances were considered. Without prejudice to his submission that this analysis was also flawed (and he made the same point as regards the Interested Parties' land, where exceptional circumstances were found), his contention was that a similar approach both could and should have been consistently applied throughout.

Analysis and Conclusions on Grounds 1 and 2

50. I agree with Mr Turney that it would be illogical, and circular, to conclude that the existence of an objectively assessed need could, without more, be sufficient to amount to "exceptional circumstances" within the meaning of paragraph 83 of the NPPF. No

recourse to what I called during oral argument the “mantra” of planning judgment could save a decision from a successful section 113 challenge in such circumstances.

51. In a case such as the present, it seems to me that, having undertaken the first-stage of the Hunston approach (sc. assessing objectively assessed need), the planning judgments involved in the ascertainment of exceptional circumstances in the context of both national policy and the positive obligation located in section 39(2) should, at least ideally, identify and then grapple with the following matters: (i) the acuteness/intensity of the objectively assessed need (matters of degree may be important); (ii) the inherent constraints on supply/availability of land *prima facie* suitable for sustainable development; (iii) (on the facts of this case) the consequent difficulties in achieving sustainable development without impinging on the Green Belt; (iv) the nature and extent of the harm to *this* Green Belt (or those parts of it which would be lost if the boundaries were reviewed); and (v) the extent to which the consequent impacts on the purposes of the Green Belt may be ameliorated or reduced to the lowest reasonably practicable extent.
52. Although it seems clear that what I have called an ideal approach has not been explicitly followed on a systematic basis in the instant case, it is a counsel of perfection. Planning Inspectors do not write court judgments. The issue which properly arises is whether the Inspector’s more discursive and open-textured approach, which was clearly carried through into the ACS, was legally sufficient.
53. It is clear from (i) the formulation of the main issues; (ii) the frequent references in the Inspector’s report to the need to protect the Green Belt; and (iii) the several references to “exceptional circumstances”, that the Inspector had in mind the broad contours and content of paragraph 83 of the NPPF. It is indisputable that she had regard to Hunston and the need for a two-staged approach, with the ascertainment of the objectively assessed need being the “initial” stage (to adopt the epithet used by the Inspector). The main issues might have been expressed with slightly more focus and precision, but I do not accept that their formulation somehow dictated, or pre-judged, the outcome. Further, the Inspector’s note dated 23rd October 2013 needs to be read in context: although her reference to the 30,550 housing figure being “sound” is somewhat ambiguous, the note read as a whole indicates that the Inspector had not yet reached a conclusion about Green Belt matters. I read the note as indicating that the Inspector had reached the provisional conclusion which we may now discern at paragraph 48 of her report.
54. Paragraphs 40 and 41 of her report indicate that the Inspector considered that the need for additional housing supply was acute, both generally and in this particular area. Paragraph 48 of the report indicates that in the Inspector’s view the 30,550 figure was both feasible and deliverable, although at that stage she was stating in terms that consistency with other NPPF policies would be considered later in the report. Thus, *pace* Miss Ellis’ skeleton argument and submissions, I do not read the last sentence of paragraph 48 of the report as containing any finding about exceptional circumstances. We see such a finding at paragraphs 67 and 70 (in relation, respectively, to Field Farm and the Interested Parties’ land at Toton), and at paragraph 110ff. The “insurmountable obstacles”, or their absence, relate to matters of feasibility and deliverability. Even if I am wrong about this, and paragraph 48 is to be read as a harbinger of paragraph 111, it seems clear that what the Inspector must be taken to

have meant is that the reason why the obstacles were surmountable was that exceptional circumstances existed.

55. Field Farm and Toton are separately addressed because these sites were allocated in the ACS as land suitable for immediate development. The Inspector was considering specific sites, not strategic areas the precise delineations of which would require subsequent analysis and review. The key sentence in paragraph 67, “having regard to the housing requirements and limited availability of alternative, sustainable sites”, contains in these circumstances a logically coherent reason for holding that exceptional circumstances existed. Mr Turney sought to persuade me that the issue of limited availability could not sensibly add to the issue of objective assessment of need, but I cannot agree; this was a free-standing factor which was clearly capable of amounting to an exceptional circumstance. Additionally, an examination of all the reasoning contained within paragraphs 63-67 of the report reveals that the Inspector paid regard to the purposes of the Green Belt, the nature and quality of the proposed impingement, and the issue of sustainability. As for the latter, this Green Belt was drawn close to the City boundary and it would have been difficult to have undertaken sustainable development beyond the outer boundary of the Green Belt. This was an issue which, albeit hardly decisive, was properly taken into account – it is referred to specifically in paragraph 84 of the NPPF. All these factors were properly assessed in determining the existence of exceptional circumstances.
56. A similar approach underpins the Inspector’s broader consideration of the Spatial Strategy and Policy 3 within the ACS. The formulation of the issue, “whether the approach [in the ACS] to making alterations to the Green Belt is justified”, is a reference to paragraphs 47, 83 and 86 of the NPPF. At paragraph 110, the Inspector accepts the Defendants’ contention that the acuteness of the need is such that some intrusion into the Green Belt (and its consequent revision) will be required. Paragraph 111 may be quite brief but, read both in isolation and in conjunction with the remainder of the report, makes clear that the Inspector is continuing to ask herself the same sorts of questions that she posed, and answered, at paragraphs 63-67 of her report: viz. (i) limited availability; (ii) the location of the Green Belt in relation to the main built-up area of Nottingham; and (iii) sustainability (to which paragraph 86 of the NPPF relates, in particular). Footnote 26 to her report (relating to the first sentence of paragraph 111) is a legally accurate statement of the position under paragraphs 47, 83 and 86 of the NPPF. It follows that the core conclusion in the first sentence of paragraph 111 of the report – that exceptional circumstances exist – cannot be successfully impugned. Albeit with less than complete precision, I consider that the Inspector has, at least in legally sufficient terms, followed the sort of approach I have set out under paragraphs 19, 21, 22 and 43 above.
57. I agree with Miss Ellis that Mr Turney’s submissions go too far, and tend to the very circularity he seeks to identify in the Inspector’s report. Specifically, his submissions are in danger of according excessive weight to paragraph 83 of the NPPF, by stacking up a series of objections to sustainable development which came close to being insurmountable.
58. As for Mr Turney’s separate point about the two-staged approach adopted by the ACS, I agree that, in principle, there is a danger of the issue of exceptional circumstances falling between two metaphorical stools. If, for example, exceptional circumstances were not properly considered at Stage 1, it would be difficult for the

issue properly to be addressed at Stage 2. Although section 19(2)(a) of the Act would no doubt continue to apply, the ACS would be a powerful dictator of subsequent policy, particularly in circumstances where Stage 2 is only concerned with the detail, and not with the principle.

59. The question arises of whether the flawed approach I have just outlined was, in fact, the approach adopted by the Inspector. In my judgment, it was not. As the Inspector correctly observed, a two-staged approach is not impermissible in principle although it is not expressly authorised by the NPPF. The Inspector recognised that there were some weaknesses inherent in such an approach (see paragraphs 116 and 117), but these were manageable. In my judgment, the key point is that the Inspector was able to reach an evidence-based conclusion as to the presence of exceptional circumstances at the first stage, and that she was not in some way adjourning the matter over for substantive consideration at Stage 2. Further, in modifying the ACS so as to achieve a sequential approach to site release (with Green Belt release occurring, as it were, last) the Inspector was achieving an overall state of affairs which, as she put it, “should secure an effective policy consistent with national policy” (paragraph 118). Not merely was this a legally tenable approach, it was in my judgment both sensible and appropriate in the circumstances of the instant case. I would not go so far as to hold that paragraph 118 of the report directly applied paragraph 83 of the NPPF, and somehow satisfied the touchstone of exceptional circumstances; but what it did was to bring about an outcome which has the strong tendency to protect the Green Belt and its purposes. For example, to the extent that release of Green Belt land would be required, the first candidate for release would be land nearer the inner boundary. The sequential approach was, therefore, a factor to be taken into account.
60. I agree with Miss Ellis that in relation to the Part 2 Local Plan exercise it would remain incumbent on the Defendants to act consistently with national policy, in line with sections 19(2)(a) and 34 of the Act.
61. I am far from convinced that Mr Turney’s first ground really adds to his second. The complaint is that consideration was not given to a figure lower than 30,550, such that revision of the Green Belt might not be required. It is of course correct that the majority of the new housing will not be built on Green Belt land, from which it follows that removing several thousand homes from the aggregate figure could well lead to the consequence that no Green Belt release would be required. However, the issue for the Inspector was whether the release of some Green Belt land was justified, having regard to the objectively assessed need. The Inspector concluded that it was, applying paragraphs 47, 83 and 86 of the NPPF. If it was not justified, the Green Belt boundaries would have remained as before. It was not incumbent on the Inspector to “salami-slice” the objectively assessed need further, and to consider some hypothetical lower number. Such an obligation would only have arisen if meeting the whole of the objectively assessed need was not justified, because exceptional circumstances did not exist to amount to that justification.
62. Given these conclusions, the Interested Parties do not need to succeed on their separate submissions directed to the particular attributes of their land at Toton. However, I accept the submissions of Mr Richard Honey for the Interested Parties that his clients’ land may be separately considered. First, the subject land is a co-ordinated, mixed-use site, and the Claimants in these proceedings are not challenging those aspects of the ACS which cover employment and transport. Secondly, detailed

consideration was given at paragraphs 68-76 of the report to whether exceptional circumstances existed to justify the revision of the Green Belt to accommodate this particular mixed-use site. Given that the Interested Parties' site was both highly sustainable and on built-up land, albeit within Green Belt, the robust conclusions appearing at paragraph 70 of the Report are hardly surprising.

63. It follows that, despite the clarity and force of Mr Turney's submissions on his primary grounds of appeal, I cannot accept them.

Ground 3

64. By this Ground the Claimant seeks to challenge the Defendants' sustainability appraisal dated June 2012, which it is submitted failed to satisfy the requirements of the SEA Regulations. The general principles are not in dispute: the SEA Regulations provide the framework for development consent decisions to be subject to an assessment of their environmental effects, in line with the purposive interpretation mandated by the SEA Directive (2001/42/EC) (see, for a detailed exposition, Walton v Scottish Ministers [2013] PTSR 51).

65. Regulation 12 of the SEA Regulations provides:-

“Preparation of Environmental Report

12.—(1) Where an environmental assessment is required by any provision of Part 2 of these Regulations, the responsible authority shall prepare, or secure the preparation of, an environmental report in accordance with paragraphs (2) and (3) of this Regulation.

(2) The report shall identify, describe and evaluate the likely significant effects on the environment of—

(a) implementing the plan or programme; and

(b) reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme.”

66. Schedule 2 to the SEA Regulations identifies the matters which, so far as may be relevant, ought to be included in the report.

67. The jurisprudence governing the application of Regulation 12 is not substantially in dispute. I am able to draw heavily on paragraphs 19 and 20 of Mr Turney's Skeleton Argument. The following propositions emerge from the decisions of this Court in Save Historic Newmarket v Forest Heath District Council [2011] JPL 1233 and Heard v Broadland DC [2012] Env LR 233:-

- (1) It is necessary to consider reasonable alternatives, and to report on those alternatives and the reasons for their rejection;

- (2) While options may be rejected as the Plan moves through various stages, and do not necessarily fall to be examined at each stage, a description of what alternatives were examined and why has to be available for consideration in the environmental report;
 - (3) It is permissible for the environmental report to refer back to earlier documents, so long as the reasons in the earlier documents remain sound;
 - (4) The earlier documents must be organised and presented in such a way that it may readily be ascertained, without any paper chase being required, what options were considered and why they had been rejected;
 - (5) The reasons for rejecting earlier options must be summarised in the final report to meet the requirements of the SEA Directive;
 - (6) Alternatives must be subjected to the same level of analysis as the preferred option.
68. In City and District of St Albans v SSCLG [2009] EWHC 1280 (Admin) Mitting J quashed the relevant policies because reasonable alternatives to them were not identified, described and evaluated before the choice was made.
69. Section 7 of the Sustainability Assessment, “Developing and Appraising Strategic Options”, is at issue. This purported to consider reasonable alternatives in line with the SEA Directive and the SEA Regulations. Three options were specifically considered, namely (1) what was described as the “high growth” option, entailing 71,700 new homes, (2) the “medium growth” or ACS option (based on a figure of 52,050 homes – which differs from the eventual ACS figure substantially, although nothing appears to turn on this), and (3) a “low growth” option based on what was described as past house building rates (41,888 new homes). The sustainability assessment analysed each option. It concluded that the high growth option secured more housing than was necessary, and was unlikely to be achievable in any event. As for the medium growth option:-
- “[It] would provide housing in line with the Regional Plan. Its impacts would be similar to that of Option 1 without such positive and negative impacts on the corresponding SA objectives, given that less housing would be provided, but it would meet the needs of the local population, and would allow for more limited in-migration to the planned areas. This level of growth would have a positive impact on the housing and health SA objectives but a negative impact on heritage, environment, bio-diversity and GI, landscape, natural resources and flooding, waste, energy and climate change and transport SA objectives.”
70. As for the low growth option:-
- “[It] proposes housing growth below that of the Regional Plan. This is only a minor positive impact on the housing SA objective, as less housing will be provided. All other SA

objectives either have a negative, neutral or unknown score. Constraining housing supply would have a negative impact on health as this could exacerbate homelessness. This level of housing provision would not meet the needs of the local population (using the 2008 based housing projections); out-migration would also be unlikely. The impact on sensitive land or sites would be less, hence the lower negative scores for heritage, environment, bio-diversity and GI, landscape, natural resources and flooding, waste, energy and climate change and transport SA objectives. There would also be a negative impact on the employment SA objective as this scenario would constrain the labour force. No further mitigation is put forward and is set out for the first two appraisals.”

71. On my understanding, Mr Turney advances two related submissions on the Sustainability Assessment. First, he submits that no consideration was given to an option which, in terms, entailed no impingement on existing Green Belt land (in which circumstances no Green Belt review would be required). Secondly, criticism is made of the manner in which the low growth option was examined, in particular in the context of the implications for the Green Belt. In regard to both submissions, Mr Turney took issue with paragraph 22 of Miss Gibson’s witness statement, which provides:-

“The quantum of development allowed for in this lower, below trend assessment of housing provisions was broadly equivalent to the level of housing provision possible without requiring development in the Green Belt, according to the Councils’ strategic housing land availability assessments. (DDB8 demonstrates how this is worked out) and the sustainability consequences described would be the same.”

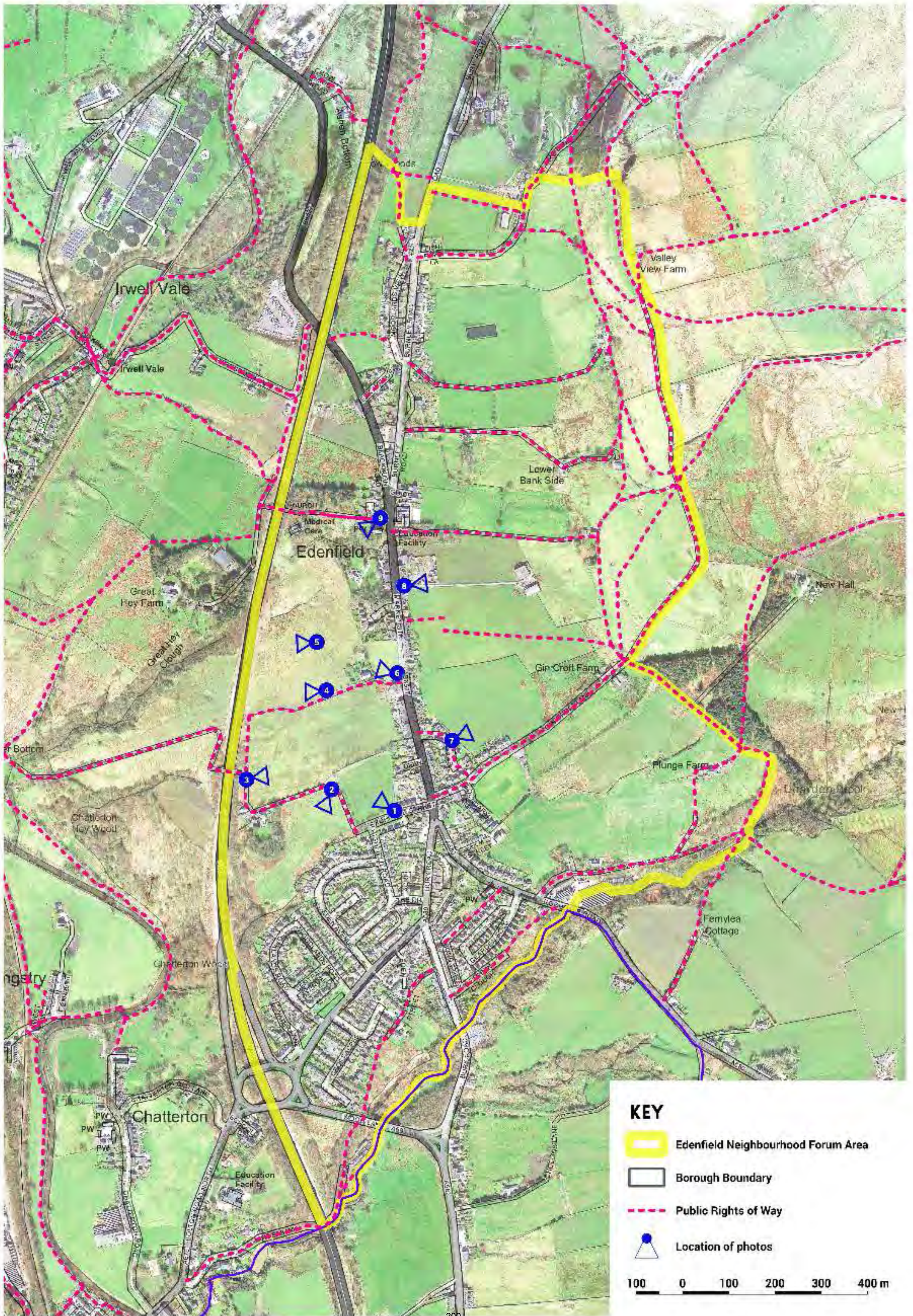
72. Mr Turney submits that reaching down into Miss Gibson’s witness statement entails an impermissible “paper chase”, particularly when one factors in the need to bring into consideration the calculations contained within DDB8.
73. In his written submissions Mr Turney took issue with other passages in Miss Gibson’s witness statement which indicate how the evidence base for the Sustainability Assessment was assembled. Mr Turney did not press these points in oral argument, and in my judgment they relate to matters of such minutiae that they cannot properly advance the gravamen of the Claimant’s third ground.
74. I cannot accept Mr Turney’s submissions on his third ground. Pages 116 and 117 of the Sustainability Assessment do expressly consider the consequences of not reviewing the boundaries to the Green Belt, and the consequent advantages and disadvantages. In my judgment, having regard to paragraph 22 of Miss Gibson’s witness statement does not entail an impermissible paper chase: this is admissible, expert evidence which explains the context of the low-growth option within the Sustainability Assessment. This is the option which did not involve incursion into the Green Belt. Furthermore, I take Miss Ellis’ point that there were district-specific sustainability assessments within the scope of the overall exercise: see for example, pages 82 and 87-142 in relation to Broxtowe Borough Council. Ultimately, it was for

the Defendants in the exercise of their collective planning judgement to identify which “reasonable alternatives” needed to be considered, and in my view the approach taken simply cannot be impugned in these proceedings for error of law.





Conclusion

75. This appeal brought under section 113 of the Planning and Compulsory Purchase Act 2004 must be dismissed.

APPENDIX 4
VIEWPOINT MAP & PHOTOS



KEY

-  Edenfield Neighbourhood Forum Area
-  Borough Boundary
-  Public Rights of Way
-  Location of photos

100 0 100 200 300 400 m



Photo nr 1. Recreation Ground Facing North West



Photo nr 2. PROW facing South West



Photo nr 3. Facing East from Public Footpath



Photo nr 4. Facing West from Public Path



Photo nr 5. Facing West from the fields



Photo nr 6. View from PROW (Horse and Jockey)



Photo nr 7. Heycroft View Facing East



Photo nr 8. Market Street Facing East



Photo nr 9. Edenfield Parish Church and Setting

Examination and Comparison of the Housing Site Allocation Lists issued in July 2017 & August 2018 and the Brownfield and Mixed Site Register issued in April and June 2018.

1) Omissions & Changes

a) Sites completed or under construction and not on the 2018 HSA list.

SHLAA Ref	New Ref	Ha	Num.	Location.	Comments	Num Changes
16054			7	Land nr Greensnook Farm	Under Construction	-7
16372		0.15	8	Hurst Platt Waingate Rd.	Under Construction	-8
16368		1.87	41	Former Hospital	Under Construction	-41
16273		0.8	11	Croft End Stubbins.	Under Construction.	-11
16124		1.01	14	Former Kearns Mill	Under Construction.	-14
16358			10	Horse & Jockey. Eden	Under Construction	-10
?	*		8	Methodist Church. Eden	Under Construction	-8
?	*		9	Hawthorn House. Eden	Planning Approved	-9
16173	*	0.58	17	Whinberry View	Under Construction	-17
16186	*	0.24	7	Constable Lee Court	Completed	-7
16298	*	0.25	32	Wavell House	Under Construction	-32
16354	*	0.05	5	Bacup Conservative Club	Under Construction	-5
16355	*	0.23	7	Adj. 368 Rochdale Rd.	Under Construction	-7
16369	*	0.05	3	7, John St. Has.	Under Construction	-3
16370	*	0.64	19	Orama Mill	Completed	-19
16366		1.09	27	Land off Douglas Road.	Completed	-27
16371		0.38	9	Hollins Way. Reedsholme	Under Construction	-9
16303	*	0.25	12	Holden Vale Hotel	Completed	-12
Total						-246

* Were not on Regulation 18 Plan HSA list dated July 2017. Number on list from above 127.

b) Sites in Green Belt that are on 2017 HSA list but not on 2018 HSA List.

(Comments in Red added by Forward Planning Team.)

16248		0.71	21	Haslam Farm	Recommendations of Green Belt Study	-21
16255		1.51	45	West of Moorland View	As above	-45
16285		0.52	15	RGC. Greens Lane	As above	-15
16002		2.27	68	East of Tonacliffe School	Not identified for release from Green Belt, Impact on Moorland habitat!	-68
16001		1.75	52	Horsefield Avenue. Tonacliffe.	As above	-52
16384		0.25	7	Snig Hole Helmshore	Rec. Of Green Belt Study- Parcel 30.	-7
16026		0.62	19	Land off Quarry St. Shawforth.	As above. Parcel 65. Drainage issues raised + Owner not renewed Interest!	-19
16280		0.18	5	Holme Lane Haslingden	As above.	-5

Total						-232
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- c) **Potential housing sites from the Brownfield & Mixed Sites list obtained in April 2018 that were reclassified on the list issued on the 26.06.18.** (Note they were originally described as deliverable, developable and viable but none of these were on the HSA list dated July 2017.) (Comments from Mixed Sites lists, **red comments from Forward Planning Team.**)

16093		0.76	38	Toll Bar Business Park	Previously deliverable in next five years for housing, now Employment.	-38
18426		0.14	40	Heritage Arcade	Previously option was conversion into apartments, now Substantial Harm-Grade 11* Church. Site	-40
16050		5.38/3.74	112	Off Coal Pitt Lane	Previously considered to be developable, now Unwilling Landowner?	-112
16072		3.31/2.07	62	Lower Old Clough Farm	Previously developable, now Landowners Intentions Unknown?	-62
16211		0.71/0.33	10	North of Commercial St.	Previously considered to be viable, now Landscape Impact	-10
16215		0.81/0.72	21	Oppos. 1019 Burnley Rd	Considered viable and achievable, now Landscape impact.	-21
16218		4.78/3.15	94	South of Goodshaw Fold.	Previously likely to be available in the longer term, now Retain as Employment.	-94
16250		0.4/0.22	6	Woodtop Garage.	Considered viable and achievable, now access Issues.	-6
16276		4.78/2.2	66	Off Blackburn Rd.	Previously suitable for a mixed development, now Employment	-66
16307		0.37	11	Rear of Helmshore Rd.	Previously considered to be viable and achievable, now Small Holdings.	-11
16316		0.51/0.46	13	Belmont Farm	Previously site could be developable in the future, now access Issues	-13

16331		0.42/0.27	8	West of Fern Terrace	Prev. Developable in medium to longer term now Mini Park.	-8
18416		0.2	6	Adj. 146 Fallbarn Crescent.	Site can be delivered in medium to longer term, now Topography, size and water run-off.	-6
16347		1.3	24	Round Hill road R.B.	Prev. Relatively easy site to develop, now more suitable for employment	-24
16009		0.3	9	Rear 303-321 Market St.	Considered site is available & developable, now latest planning is for employment use.	-9
16114		3.84/2.03	61	Hugh Mill Cowpe.	Prev. Split Greenfield & Brownfield site, developable in the longer term , now considered to be Green Belt.	-61
16154		0.2/0.19	6/8	Haulage Yd. Water	Prev. overall site considered to be developable in long term, now Land Contamination	-8
18424		0.61/0.55	16	Forest Mill. Water	Prev. Development can be delivered in medium term, now Employment Use	-16
16282		0.42/0.18	5	Clod Lane. Haslingden	Prev. Viable and achievable, now Green & Brownfield Site	-5
16275		1.93/0.52	28	Adj. To Hardsough Lane.	Viable and achievable subject to availability, now Part Green Belt/Caravan Storage	-28
16387		0.66/0.45	18	Albion Mill. Waterfoot.	Prev. discussion needed with LCC & Environmental Agency, now Housing rejected, retain for employment.	-18
Total						-656

d) Sites on the HSA 2017 list that have been removed for the reasons stated. (Comments in red from Forward Planning Team.)

16376		0.12	5	Land Adj. 83 Booth Rd. Tun.	PP for one bungalow	-4
16082		0.19	11	Anvil St. Bacup.	Owners want employment	-11
16075		0.74	22	Huttock Farm	Highway issues	-22
16076		1	30	Huttock Top Bacup.	Highway issues	-30
16077		1.34	40	South Huttock Top Farm	Highway issues	-40
16088		1.08	32	West of Sow Clough.	Highway issues	-32
16079		1.57	47	Off Newchurch Road	Highway issues	-47
16324		0.2	6	Rear Highfield home.	PP for 2 dwellings	-4
16174		1.83	55	Newchurch Rd/Bacup Rd.	Ground conditions/wildlife/access	-55
16170		0.16	5	Conway Road.	Too small	-5
16234		0.3	5	North Hall Carr Rd.	Sale for one self-build dwelling	-5
16227		0.45	13	Behind 173-187Has. Old Rd	Poor access	-13
16184		0.8	24	Hollins Lane	Poor access	-24
16392		0.9	27	North of Hollins Lane	Poor access	-27
16206		1.04	31	Swinshaw Hall	Will be used for Landscaping only in Masterplan.	-31
16381		0.9	27	West of Dobbin Lane	Access issues	-27
16172		0.25	7	Higher Cloughfold.	Access and woodland	-7
Part of 16243	HS 2.68	1.38	5	Lower Clowes/Lomas Lane	Removed from list, U.B. change prop for future!	-5
16288		0.18	5	Land off Curven Edge	Ground conditions & contamination	-5
16132		0.36	11	Park Rd Garage	Flooding	-11
16143		0.17	5	Scout Road WB	Access, gradients and surface water	-5
16164		1.35	40	Behind Myrtle Grove Mill	Access/visual impact	-40
16155		0.32	9	Land by St. Peters School	Access conflicts with school	-9
16407		1.08	32	South of Shawclough Rd.	Tree planting/minor contamination	-32
16377		1.58	47	South of Isle of Man Mill	Landscape, uncertain landowner intentions	-47
16020		1.16	35	Barlow Bottoms.	Removed. Council agreed to undertake a consultation on 11.07.18.	-35
16229		0.75	22	Land Oakenhead Wood	Access unsuitable	-22
Total						-595

e) Sites on the HSA 2017 list that have suffered Housing Number reductions on the 2018 list. (Comments in red from Forward Planning Team.)

16203+ 16205+ 16207	H5	1.72	47 Prev. 51	Swinshaw Hall Loveclough	Heritage Impact Assessment recommended reduction	-4
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16197	H7	0.77	10/23	Adj. Laburnum cottages.	Detailed consideration of comments	-13
16317	H8	0.29	9/11	Oak Mount Garden	Detailed assessment	-2
16362	H9	1.57	31/34	Oaklands /Lower Cribden.	Detailed consideration	-3
16188+ 16361+ 16360+ 16363	H 11	2.62	70/73	Hollins/Hollins Way	Detailed consideration	-3
16240+ 16383	H 18	1.87	25/56	Carr Barn & Farm	Heritage Impact Assessment recommended reduction to reduce effect on listed building	-31
16112	H 23	0.17	9/11	Glen Mill, 64 NewCh Rd.	Latest planning application	-2
16053	H 26	1.43	26/33	Off Greensnook Lane	New planning application	-7
16051+ 16052+ 18419	H 40	2.98	53/75	Off Todmorden Rd. Bacup	Consideration of Landscape, topography and access	-22
16071	H 43	0.16	10/14	West of Burnley Rd. Weir	Detailed consideration of site	-4
16073	H 44	2.48	46/52	Irwell springs Weir	Permission for 56 and 10 built; 46 was based on density	-6
16171+ 16393	H 60	4.55	80/13 5	Johnny Barn Farm+East of Cloughfold	Heritage Impact assessment on Heightside plus TPO's	-55
16256+ 16262+ 16263	H 73	15.2 5	400/ 406	Land West of Market Street.	Consideration of developer submissions and wider information	-6
16397	M3	0.54	16/22	Isle of Man Mill	Developer submission and use of part of the site for employment	-6
16045+ 16047	H 30	1.7/ 2.53	51/76	Tong Farm, Bacup.	Landscape Study.	-25
Total						-189

f) Other Site Changes. (Comments from Forward Planning Team.)

16120/ 18120	*	0.07	2	Water House Cowpe.	Too small	-2
18429	**	0.4	12	Waterfoot Police Station	Not considered developable.	-12
16158		0.19	6	Rear of Boar's Head.	Substantial Harm on Grade 11 Church.	-6
Total						-20

*On HSA 2017 list but not HSA 2018 list.

**On Mixed Site List.

2) Additional Sites.

a) New Sites added to the 2018 list. (Comments from Forward Planning Team.)

16066	H 37	0.84/ 2.1	63/25	Prev. East of Rochdale Road, now off Gladstone St Bacup.	Further investigation of LCC access options but unknown ownership?	+38
18428	H 20	0.16	16	Old Market Hall	Site now considered deliverable	+16
16284	H 52	0.74	30	Rear of H.C.C. Greenfield in U.Boundary.	Site now supported by Sport England.	+30
18213	H 13	2.8	84	Loveclough W. M Club+ Land to rear	Includes 16367 & 16213, giving net gain of 66.	+66
18422		0.69/ 0.75	19/22	Former Oakenhead Centre	Was this previously 16229? No, different sites. As in Planning application	-3
?	M1	0.09	39	Waterside Mill Bacup.	Compulsory purchase order proposal	39
18067	H 39	5.03/ 5.93	151/ 151	Land of Cowtoot Lane + Football Field.	Land Area increased but density reduced?	0
Total						186

b) Sites with Number Increases on the 2018 HSA list compared with the 2017 HSA list.

(Comments from Forward Planning Team.)

16080+ 16081	H 33	3.22	63/ 61	Off Rockclffe Road	Revised plans?	2
16159	H 59	1.95	80/ 58	Adj. to Dark lane	Increased densities but also depends on landowner	22
16304+ 16402	H7 4	4	174/ 120	Grane Village	Inclusion of adjacent landowners land plus higher density on existing scheme	54
16270+ 16271	H 73	0.94	47/ 28	Edenwood Mill	Landowner suggestion but Green Belt implications	19
16238	M2	1.56	28/ 24	Spinning Point	Latest iteration of scheme	4
16128	H 53	0.4	21/ 20	Waterfoot Primary School	Latest scheme	1
Total						102

3) Employment Site Comments.

a) Employment Site Allocations.

Information from 2.2 Chapter 2: Employment Growth and Employment.

Policy EMP2: Employment Site Allocations.

Employment	Site Name	Goss	Estimated	Use Class	Policy.
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Allocation Ref.		Area (ha)	Net Developable Area (ha)		
New Employment					
NE1	Extension to Mayfield Chicks, Ewood Bridge	2.81	2.81	B1, B2, B8.	EMP2
NE2	Land North of Hud Hey, Haslingden	3.43	*2.70	B1,B2,B8	EMP2
NE3	Carrs Industrial Estate North Extension, Haslingden	5.67	*4.84	B1,B2,B8	EMP2
NE4	Extension of New Hall Hey, Rawtenstall	6.18	*5.20	B1,B2,B8	EMP7
NE5	Baxenden Chemicals Ltd, Rising Bridge	4.92	4.40	B1,B2,B8	EMP2
Total New Employment		23.01	19.95		
Mixed -Use					
M1	Waterside Mill, Bacup	0.09	0.09	A1,B1,B2,C3	EMP2
M2	Spinning Point, Rawtenstall	1.56	1.56	A1,A2,A3,A4,A5, B1,C1,C3,D2	R2
M3	Isle of Man Mill, Water	1.13	0.51	B1,B2,B8,C3	EMP2
M4	Futures Park, Bacup	4.59	*	A1,A3,A4,B1,B2, B8,C1, Transit site for Gypsies and Travellers	EMP6 and HS18
M5	Park Mill, Helmshore	0.86	0.40	A1,A3	EMP2
Total Mixed-Use		8.23	2.56		
Existing Employment					
EE1	Beech Industrial Estate	2.36	0.00	B1,B2,B8	EMP2
EE2	Henrietta Street	9.90	0.58	B1,B2,B8	EMP2
EE3	The Sidings	5.63	0.00	B1,B2,B8	EMP2
EE4	Beta Burnley Road	0.32	0.00	B1,B2,B8	EMP2
EE5	Burnley Road	0.78	0.00	B1(c),B2,B8	EMP2
EE6	Kings Cloughfold	4.72	0.00	B1,B2,B8	EMP2
EE7	Myrtle Grove	3.77	0.00	B1,B2,B8	EMP2
EE8	Turton Hollow Road	2.88	0.00	B1,B2,B8	EMP2
EE9	Springvale Works, Shawclough Road	1.01	0.00	B1,B2,B8	EMP2
EE10	Mayfield Chicks @ Adjoining Ewood Bridge Mill	2.80	0.00	B1,B2,B8	EMP2
EE11	Prinny Hill Road	0.34	0.00	B1,B2,B8	EMP2
EE12	Large Site at Hud Hey	7.74	1.70	B1,B2,B8	EMP2
EE13	Land off Manchester Road, (Solomons)	1.50	1.36	B1,B2,B8	EMP2
EE14	Commerce Street & Grove Mill	1.39	0.00	B1,B2,B8	EMP2
EE15	The Courtyard	0.70	0.00	B1,B2,B8	EMP2
EE16	Carrs Industrial Estate	20.56	0.00	B1,B2,B8	EMP2
EE17	Three Point Business Park	4.20	0.00	B2,B8	EMP2

EE18	Knowsley Road Industrial Estate	15.97	0.00	B2,B8	EMP2
EE19	Solomon's Site	3.14	0.80	B1,B2,B8	EMP2
EE20	Wavell House	0.48	0.00	B1,B2,B8	EMP2
EE21	Piercy Mount Industrial Estate Burnley Road East	0.64	0.00	B1,B2,B8	EMP2
EE22	Land at Robert Street	1.04	0.00	B1,B2,B8	EMP2
EE23	Rossendale Motor Sales, Bury Road	0.29	0.06	B1,B2,B8	EMP2
EE24	New Hall Hey	3.66	0.5	B1,B2,B8	EMP2
EE25	New Hall Hey Road	2.48	0.00	B1,B2,B8	EMP2
EE26	Novaks	0.52	0.00	B1,B2,B8	EMP2
EE27	Rising Bridge Business & Enterprise Village	0.56	0.00	B1,B2,B8	EMP2
EE28	Hollands Bakery & Baxenden	5.77	0.00	B2,B8	EMP2
EE29	Freeholds Road	1.04	0.00	B1,B2,B8	EMP2
EE30	Toll Bar Business Park	0.93	0.00	B1,B2,B8	EMP2
EE31	Atherton Holme Works	3.06	0.00	B1,B2,B8	EMP2
EE32	Nun Hills	1.46	0.00	B1,B2,B8	EMP2
EE33	Acre Mill Road	1.78	0.00	B1,B2,B8	EMP2
EE34	Ormerods	2.28	0.00	B1,B2,B8	EMP2
EE35	Broad Clough	1.40	0.00	B1,B2,B8	EMP2
EE36	Bridge Mills, Plunge Road	1.33	0.00	B1,B2,B8	EMP2
EE37	Stubbins Vale Mill	3.45	0.00	B1,B2,B8	EMP2
EE38	Georgia Pacific	5.17	0.00	B1,B2,B8	EMP2
EE39	Cuba Industrial Estate	2.42	0.00	B1,B2,B8	EMP2
EE40	Riverside Business Park	6.04	0.00	B1,B2,B8	EMP2
EE41	Forest Mill	0.65	0.00	B1,B2,B8	EMP2
EE42	Waterfoot Mills	1.84	0.00	B1,B2,B8	EMP2
EE43	Warth Mill	7.08	0.18	B1,B2,B8	EMP2
EE44	Hugh Business Park	1.46	0.00	B1,B2,B8	EMP2
EE45	Bacup Coal Yard	0.41	0.00	B1,B2,B8	EMP2
EE46	Burnley Road East	0.82	0.00	B1,B2,B8	EMP2
EE47	Station Road	0.70	0.28	B1,B2,B8	EMP2
EE48	Spodden Mill	1.85	0.00	B1,B2,B8	EMP2
EE49	Bridge End Mills	1.87	0.00	B1,B2,B8	EMP2
EE50	Bridge Mill	1.23	0.00	B1,B2,B8	EMP2
EE51	Kippax Mill	1.36	0.00	B2,B8	EMP2
Total Existing Employment		154.78	5.46		
Total Employment Allocation		186.02	27.97		

*To be determined as part of the masterplanning approach.

Please note the previous statement with respect to the shortfall of Land was corrected in the Errata. The Council identified more than the 27ha they required for Employment purposes without having to allocate any of the Brownfield and Mixed Sites that had been rejected for Housing in 3b below. (Figures in red are those corrected in the Errata.)

b) Sites not Included in Employment Site Allocation List.

(The list below was submitted to RBC and the comments in red were made-

SHLAA Ref.	Site Name	Comment	Gross Area	Est. Net A.D.	Comments
16347	Round Hill Rd. R.B.	Housing rejected. Use for Employment	1.3ha	0.5ha	
18426	Heritage Arcade	Residential rejected. Use for Employment	0.14ha	0.14ha	
16009	Rear of 303-321 Market St. Whit.	Last Planning Permission Employment Use.	0.3ha	0.3ha	
16026	South of quarry Street. Shawforth.	Housing rejected. Use for Employment Use.	1.16ha	0.53ha	
16050	Land of Coalpitt Lane	Not housing,	5.38ha	3.74ha	
16114	Hugh Mill	List shows 1.46ha for H.M. Business Park, site 3.83ha	2.37ha	2.03ha	
16132	Park Rd. Garage	Housing rejected. Continue Employment.	0.41ha	0.3ha	
16154	Vacant Haulage Yd Burnley Rd East.	Retain Employment Use.	0.2ha	0.19ha	
16155	Land by St. Peters School.	Housing Rejected. Poss for Employment.	1.13ha	0.32ha	
16164	Land behind Myrtle Grove Mill.	Rejected for Housing.	3.57ha	1.35ha	
16215	Opposite 1019 Burnley rd.	Rejected for Housing.	0.81	0.72ha	
16218	South of Goodshaw Fold Rd.	Housing Rejected-Retain Mill as Employment Site.	4.78	3.15ha *	Part of EE 51.
16387	Albion Mill. Burnley Rd. East.	Housing rejected. Retain Employment?	0.66ha	0.45ha	
16275	Adj Hardsough Lane	Housing rejected. Retain Employment Use.	1.93ha	0.92ha	
16031	Britannia shore Service station.	Housing rejected. Owner wants to use for Employment	0.26ha	0.26ha	
16068	Bacup Leisure Centre	Owner wants to develop for Employment.	0.53ha	0.47ha	
16082	Anvil St. Bacup.	Maintain Employment Use on the Site	0.19ha	0.19ha	
16129	Gaghills Lane. Waterfoot.	Not suitable for Residential.	0.84ha	0.13ha	
16130	Mill End Mill Waterfoot.	Not suitable for Residential. Retain Employment.	1.28Ha	0.9ha	
16253	Townsend Fold	Owner wants for Employment.	3.67ha	1.51ha *	Part of EE 40.
16333	Hutch Bank Quarry	Housing rejected. Retain employment	22.3ha	2.61ha	
16386	Globe Mill, Burnley Rd East.	Retain for Employment.	0.31ha	0.26ha	
16145	Shawclough Wks. Waterfoot.	Allocate for employment.	1.67ha	0	EE 9. Site Fully Occupied.

18421	Grane Rd . Mills	Housing rejected, maintain for Employment.	3.33ha	0	Part of EE 16. Part of EMP 37
16342	Winfields. Acre	Landowner expressed wish to develop the site for Retail & other uses.	2.67ha	1.55ha	
18430	Albert Mill & Britannia Mill.	Retain as Employment Use	1.42ha	0.82?	Part of EE 12 Part of EMP 09.
16085	Far Holme Mill. South of Newchurch Rd. Stackstead	Active Employment site	0.82ha	0	Part of EE 33
16125	Bacup Rd Coal Yard	Active employment site.	0.4ha	0	EE 45
16139	Dale Mill. Burnley Rd. East.	Active Employment Site, Owner wants to retain it.	1.25ha	0	Part of EE 42 &EMP 24
16162	Myrtle Grove House.	Active Employment Site.	0.27ha	0	Part of EE 7
16223	Corn Exchange	Owner to retain as Employment Site.	0.88ha	0	Part of EE 22
?	Chatterton Mill, Chatterton Stubbins	Active Employment Site	?	?	Missed off list. Cannot be added at this stage.
16211	North of Commercial Street	Housing rejected.	0.71	?	
16250	Woodtop Garage	Housing Rejected.	0.4	?	
16276	Off Blackburn Rd	Was Mixed now Employment.	4.78/ 2.2	?	Only 2.8 on EE list?
16307	Rear of Helmshore Rd.	Housing Rejected.	0.37	?	
16316	Belmont Farm	Housing Rejected.	0.51	?	
16331	West of Fern Terrace.	Housing rejected.	0.42	?	
16282	Clod Lane Haslingden.	Housing Rejected.	0.42	?	
16275	Adj to Hardsough Lane	Housing rejected.	1.93	?	
Additional Employment Land Available			50.92ha	23.4ha	

05.10.18

Mr. Michael Atherton
Planning Manager
Forward Planning
Rossendale Borough Council
One Stop Shop
Bacup OL13 0BB
By e-mail: forward planning@rossendalebc.gov.uk

Dear Mr. Atherton

Please find appended my Objection to the Rossendale Local Plan (Regulation 19) Consultation.

In summary I consider the Council's conclusion that "it is necessary to release Green Belt Land to meet the Housing Need" is inaccurate and I confirm that there are many alternatives available to the Council to meet the Housing needs without the use of Green Belt Land. Furthermore I believe the Council have failed to follow the National Planning Policies or provide any justifiable Exceptional Circumstances to warrant the release of Land from the Green Belt for Housing needs.

I have prepared my objections into the following sections:-

- 1) The lack of any Exceptional Circumstances to justify the use of Green Belt Land.
- 2) The failure to follow National Planning Policy by not taking into account all reasonable alternatives.

I hereby confirm that I wish to appear at the upcoming Local Plan Examination Hearing as a Resident of the Village of Edenfield and the Secretary of Edenfield Community Neighbourhood Forum.

Additionally, I request notification via e-mail to edenaashworth@yahoo.co.uk or by post to the above address:

- When the Rossendale Local Plan has been submitted to the Secretary of State for independent examination
- Publication of the recommendations of the person appointed to carry out the independent examination of the Rossendale Local Plan
- Adoption of the Rossendale Local Plan

Finally, I request that you include this cover letter as part of my formal objection.

Yours sincerely

Alan G. Ashworth.

I object to Rossendale Borough Council's Regulation 19 draft Local Plan on the basis that it is Unsound, it is Not Consistent with National Planning Policies and the Strategy adopted is Not Justified.

In particular I object to Strategic Policy SS relating to Edenfield and Strategic Policy SD2 and Policy HS2 (in so far as they relate to site H72) and Policy HS3.

The following evidence is supplied to support my claims:-

- 1) **The Council have failed to demonstrate any "Exceptional Circumstances" that would justify the release of Land from the Green Belt in the Borough and therefore the proposal is contrary to National Planning Policy.** Furthermore they appear to have overlooked the fact that Housing Need in itself is not an Exceptional Circumstance. My comments on the specific points they raised under Exceptional Circumstances in their Green Belt Topic Paper are as follows:-

- a) **To meet Housing Land Requirement through a balanced approach to supply.** The Borough's target has been reduced from 3975 to 3180 for the fifteen year period from 2019-2034, a reduction of twenty percent. The new figure of 3180 equates to ten percent of the existing stock of homes in the Borough. In Edenfield there is to be an increase of approximately forty-seven percent to the Housing number, in comparison with the ten percent for the Borough as a whole, and this will double the built-up area of Edenfield and increase its population by fifty percent. The infrastructure is already under great pressure and the highways have been identified as being a major issue. **How could this be considered to be a balanced approach to supply?**

- b) **Address past under-delivery.** This can surely not be considered to be a reason to release land from the Green Belt when the Council can simply reclassify empty employment sites for residential purposes. For example the Stubbins Vale Mill site could accommodate close to half of the total housing proposed on land in the Green Belt and the Council are aware that the site owners are interested in developing it for residential purposes. Part of this site is available now, the remainder will become available in 2019, before the Plan takes effect, and the majority of the infrastructure is in place to enable easy deliverability. This option and similar ones that are available should be used to meet the need to address the previous under delivery without taking land from the Green Belt for this purpose.

- c) **Provision of a balanced employment portfolio in suitable locations for the market.** Whilst it is accepted that some of the extensions to the employment sites proposed in the Plan are sensible, for example NE1 to NE5 and M1 to M5, the Council need to re-

examine their Employment Site List, include the numerous Sites that have been omitted and collate accurate figures on vacancies in terms of Offices, Retail Premises and Industrial Units on existing sites before taking the easy option of using Green Belt Land. The existing Employment Site Allocation list is inaccurate, sites are missed off the list and some of the site measurements are incorrect. (Refer to Appendix 1 section 3a & 3b.)

- d) **To enable a balanced approach of housing and employment.** The Council have already identified more sites than are required to meet the future needs of the Borough for Employment and they have admitted that several sites have not been carried forward from the previous plan due to poor demand, or where sites are considered to be suitable for other development, including Residential. (Refer to page 54 in the Rossendale Draft Local Plan, Pre-Submission Publication Version, Regulation 19 Consultation and sections 1c, 3a & 3b in Appendix 1.)

If the sites that are not being carried forward were to be reviewed in an objective manner they would provide a far more balanced approach that would also eliminate any perceived need to use Green Belt land for housing.

- e) **Provide a good mix of housing types across the Borough.** There is reference in section 1 of the Exceptional Circumstances (Green Belt Topic Paper, Part 7) to the large site at Edenfield (H72) being able to contribute to a balanced housing supply by ensuring a mix of housing types and sizes, including affordable provision. This surely cannot in any way be considered as an exceptional circumstance when a good mix of housing types can just as easily be achieved on the larger Brownfield Sites available such as Stubbins Vale Mill. Green Belt Land should not be considered for release, while Brownfield sites are available.

- f) **Viability.** The Council are putting forward an argument for Developers to sell properties (mainly four/five bedroom homes) at a premium price in Edenfield. The high values achievable, they say, would help to fund infrastructure. (Refer to page 25 in the Green Belt Topic Paper.) The infrastructure issues can be similarly funded from the construction of higher density housing on Brownfield sites such as those identified in item (e) above. The fact that values for residential development in the south-west of the Borough are higher than in other parts can hardly be described in any way shape or form as an exceptional circumstance.

- g) **Other Authorities are unable to meet housing /employment need.** There is no need to seek assistance from other Authorities. The Council are aware that there are more than sufficient Brownfield and Mixed Sites to cover the needs identified for both Housing and

Employment in Rossendale; they just need to reclassify the Brownfield sites that have not been listed. Again why they consider this to be an exceptional circumstance is difficult to comprehend. (Refer to 1c, 3a & 3b in Appendix 1.)

- h) **Improving the Green Belt.** Policy HS3e (improving access to Green Belt land) is referred to stating that it will be “particularly important with respect to the land to the west of Market Street in Edenfield”. The Green Belt Topic Paper further states that “the developers of this site will be required to identify how they will address this issue.” I am at a loss as to how this could possibly be conceived to be an exceptional circumstance - any problems that arise will only be brought about by allowing building on the Green Belt. If the Green Belt is maintained and all new housing development takes place on the Brownfield and Mixed Sites, this is not an issue.

- i) **Other Issues Raised. A56 Border and Master Plan Scheme.** These are two issues that should not have been taken into account. The A56 does divide the Green Belt in Edenfield into easterly and westerly portions, but the possibility of its being an alternative boundary is no justification for removing the easterly portion from the Green Belt. It is not exceptional for a road to run through the Green Belt. The same applies to the Masterplan Scheme, the opportunity to Masterplan the sites does not provide justification for removing it from the Green Belt. Any large undeveloped or cleared site can be master planned.

- j) **RBC’s Conclusion.** (Section 8 of the Green Belt Topic Paper.) I would robustly challenge the Council’s conclusion that after their examination of “a wide range of sites being considered and the potential for Brownfield land and higher densities given detailed examination” that it is still necessary to have to release Green Belt land for housing. **There are many alternatives available to the Council and these are listed in Appendix 1 sections 1c, 1d, 1e, 1f, 3a and 3b. It is also apparent that the Council are keeping their options open on some of the Brownfield sites with their comments in the fourth paragraph of page 54 in their Pre-Submission Publication document.**

2) The Strategy that Rossendale Borough Council have followed is not justified because it has not taken into account any reasonable alternatives.

I believe there are sufficient developable Brownfield Land/Sites and other Sites within the Borough to satisfy the Housing Need without the need to release Land from the Green Belt. This statement is based on the facts gained from examination of the Regulation 19 Plan and comparison with the Regulation 18 Plan and noted below:-

- a) **The Brownfield and Mixed Site List issued on 26th June 2018** was compared with the previous list issued in July 2017 and it was noted that twenty-one Sites with the potential for 656 homes had been removed that were previously considered to be developable or deliverable or viable. The reasons for the removal include Landscape Impact, Access Issues, Topography and the possibility that they are more suitable for Employment Use. (Refer to item 1c in Appendix 1.) The Landscape Impact comments are truly amazing when the Council have chosen to ignore similar comments made by their own Consultants Penny Bennett Associates with respect to part of the Green Belt Land they are proposing to release in Edenfield. The comment was:-**“NOT SUITABLE FOR DEVELOPMENT ON LANDSCAPE”**. (Refer to Appendix 3.) Additionally, the majority of those twenty-one re-classified sites failed to make it to the Employment Site Allocations List and are now presumably in the group referred to on Page 54 of RBC’s Pre-Submission Publication document. The relevant comment passage is:

“Following recommendations in the ELR, several employment site allocations and sites have not been carried forward from the previous plan primarily due to poor demand or where sites are considered to be better suited for other development, including residential. This is in line with the Framework, which seeks to avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose.”

- b) **An analysis of the Housing Site Allocation Lists issued in July 2017 and August 2018** highlights that 595 homes have been removed due to Highway Issues, Access, Flood Risk and Contamination etc when only twelve months previously they were considered to be acceptable. This represents close to seventeen percent of the homes identified on the July 2017 HSA list being removed. **Surely this is excessive culling by any stretch of the imagination and needs to be re-examined? (Refer to item 1d in Appendix 1.)**
- c) **A further analysis of the HSA July 2017 and August 2018** lists highlights that on fifteen sites the Council have reduced the density of homes, resulting in an additional loss of 189 homes when they should have been looking to optimise site density rather than use Green Belt. This is contrary to Paragraphs 122 and 123 of the National Planning Policy Framework. Other Site changes have resulted in a loss of a further twenty homes, making 209 in total. (Refer to items 1e and 1f.)
- d) **The Council’s Employment Site Allocation List** at pages 51 to 53 of the draft Local Plan has been examined and found to be outdated and inaccurate with long-established Employment sites being missed off. They calculated a target of 27ha for projected growth for B1, B2 and B8 uses. (We cannot determine the breakdown of this particular figure or how it has been derived because we are still awaiting the publication of their Employment Land Review.) They have however identified 28ha for growth without

including the Brownfield Sites that they reclassified from Housing to Employment Use and we estimate these to be close to 20ha. (More than sufficient to cover the Housing Need without having to use Green Belt Land.) (Refer to items 3a and 3b in Appendix 1.)

- e) **In the Green Belt Topic Paper** produced by the Council there are only five Housing sites proposed and they are as follows:-

H 69 Cowm Waste Water Treatment Works 20 homes.
H 70 Irwell Vale Mill, Irwell Vale 45 homes
H 71 Edenfield Land East of Market Street 9 homes.
H 72 Edenfield Land West of Market Street. 400 homes.
H 73 Edenfield - Around Edenwood Mill / Wood Lane. 47 homes.

This gives a total of 521 homes proposed in the Green Belt of which 456 are in Edenfield. (87.5%). The developments proposed for Edenfield will virtually double the built up area for the village and increase the population by more than fifty percent.

- f) **Empty Homes.** Statistics provided by Lancashire County Council highlight that there were 1,188 empty homes in Rossendale in 2017, and serious consideration must be given to including a proportion of these before releasing valuable and irreplaceable land from the Green Belt. This option has been utilised by the Authority for Burnley which is an adjacent Borough. (Refer to Appendix 2.)

- g) **Small Sites.** The Council have identified 2,853 of the 3,180 homes target but they have not included the sites with five or less houses referred to as Small Sites. The shortfall is 327 which equates to 21.8 homes per annum. The Council have achieved this target in the past from the Small Sites and there is little doubt it can be achieved in the future. They have also not included “windfall developments” such as Hawthorn House which occur from time to time. Note the Small Site numbers only represent ten percent of the total number of homes involved.

Conclusion. It will be apparent from the alternatives listed above that there were many choices available to Rossendale Borough Council to achieve easily the reduced target of 3,180 homes without resorting to the use of Green Belt Land. The difficulty is in trying to understand why they have chosen to ignore the facts and just blindly ploughed ahead with a proposal to destroy Village life in Edenfield, change it forever and utilise vast swathes of its valuable and irreplaceable Green Belt.

Furthermore they have failed to follow National Planning Policies or provide any justifiable Exceptional Circumstances.

I strongly recommend that they be instructed to re-examine the real possibilities outlined in items 2a, 2b, 2c, 2d, 2f and 2g but this time with a positive view based on the NPPF guidelines.

Appendix 1

Examination and Comparison of the Housing Site Allocation Lists issued in July 2017 & August 2018 and the Brownfield and Mixed Site Register issued in April and June 2018.

Section 1 Omissions & Changes

1a) Sites completed or under construction on 2017 HSA list but not on the 2018 HSA list.

SHLAA Ref	New Ref	Ha	Num.	Location.	Comments	Num Changes
16054			7	Land nr Greensnook Farm	Under Construction	-7
16372		0.15	8	Hurst Platt Waingate Rd.	Under Construction	-8
16368		1.87	41	Former Hospital	Under Construction	-41
16273		0.8	11	Croft End Stubbins.	Under Construction.	-11
16124		1.01	14	Former Kearns Mill	Under Construction.	-14
16358			10	Horse & Jockey. Eden	Under Construction	-10
16366		1.09	27	Land off Douglas Road.	Completed	-27
16371		0.38	9	Hollins Way. Reedsholme	Under Construction	-9
Total						-127

Additionally, we were advised there were at least another 119 homes either completed or under construction in 2017/8.

1b) Sites in Green Belt that were on 2017 HSA list but not on 2018 HSA List.

(Comments in Red added by Forward Planning Team.)

16248		0.71	21	Haslam Farm	Recommendations of Green Belt Study	-21
16255		1.51	45	West of Moorland View	As above	-45
16285		0.52	15	RGC. Greens Lane	As above	-15
16002		2.27	68	East of Tonacliffe School	Not identified for release from Green Belt, Impact on Moorland habitat!	-68
16001		1.75	52	Horsefield Avenue. Tonacliffe.	As above	-52
16384		0.25	7	Snig Hole Helmshore	Rec. Of Green Belt Study- Parcel 30.	-7
16026		0.62	19	Land off Quarry St. Shawforth.	As above. Parcel 65. Drainage issues raised + Owner not renewed Interest!	-19
16280		0.18	5	Holme Lane Haslingden	As above.	-5
Total						-232

1c) Potential housing sites from the Brownfield & Mixed Sites list obtained in April 2018 that were reclassified on the list issued on the 26.06.18. (Note they were originally described as deliverable or developable or viable but none of these were on the HSA list dated July 2017.) (Comments from Mixed Sites lists, **red comments from Forward Planning Team.)**

16093		0.76	38	Toll Bar Business Park	Previously deliverable in next five years for housing, now Employment.	-38
18426		0.14	40	Heritage Arcade	Previously option was conversion into apartments, now Substantial Harm-Grade 11* Church. Site	-40
16050		5.38/3.74	112	Off Coal Pitt Lane	Previously considered to be developable, now Unwilling Landowner?	-112
16072		3.31/2.07	62	Lower Old Clough Farm	Previously developable, now Landowners Intentions Unknown?	-62
16211		0.71/0.33	10	North of Commercial St.	Previously considered to be viable, now Landscape Impact	-10
16215		0.81/0.72	21	Oppos. 1019 Burnley Rd	Considered viable and achievable, now Landscape impact.	-21
16218		4.78/3.15	94	South of Goodshaw Fold.	Previously likely to be available in the longer term, now Retain as Employment.	-94
16250		0.4/0.22	6	Woodtop Garage.	Considered viable and achievable, now access Issues.	-6
16276		4.78/2.2	66	Off Blackburn Rd.	Previously suitable for a mixed development, now Employment	-66

16307		0.37	11	Rear of Helmshore Rd.	Previously considered to be viable and achievable, now Small Holdings.	-11
16316		0.51/0.46	13	Belmont Farm	Previously site could be developable in the future, now access Issues	-13
16331		0.42/0.27	8	West of Fern Terrace	Prev. Developable in medium to longer term now Mini Park.	-8
18416		0.2	6	Adj. 146 Fallbarn Crescent.	Site can be delivered in medium to longer term, now Topography, size and water run-off.	-6
16347		1.3	24	Round Hill road R.B.	Prev. Relatively easy site to develop, now more suitable for employment	-24
16009		0.3	9	Rear 303-321 Market St.	Considered site is available & developable, now latest planning is for employment use.	-9
16114		3.84/2.03	61	Hugh Mill Cowpe.	Prev. Split Greenfield & Brownfield site, developable in the longer term , now considered to be Green Belt.	-61
16154		0.2/0.19	6/8	Haulage Yd. Water	Prev. overall site considered to be developable in long term, now Land Contamination	-8
18424		0.61/0.55	16	Forest Mill. Water	Prev. Development can be delivered in medium term, now Employment Use	-16

16282		0.42/0.18	5	Clod Lane. Haslingden	Prev. Viable and achievable, now Green & Brownfield Site	-5
16275		1.93/0.52	28	Adj. To Hardsough Lane.	Viable and achievable subject to availability, now Part Green Belt/Caravan Storage	-28
16387		0.66/0.45	18	Albion Mill. Waterfoot.	Prev. discussion needed with LCC & Environmental Agency, now Housing rejected, retain for employment.	-18
Total						-656

**1d) Sites on the HSA 2017 list that have been removed for the reasons stated.
(Comments in red from Forward Planning Team.)**

16376		0.12	5	Land Adj. 83 Booth Rd. Tun.	PP for one bungalow	-4
16082		0.19	11	Anvil St. Bacup.	Owners want employment	-11
16075		0.74	22	Huttock Farm	Highway issues	-22
16076		1	30	Huttock Top Bacup.	Highway issues	-30
16077		1.34	40	South Huttock Top Farm	Highway issues	-40
16088		1.08	32	West of Sow Clough.	Highway issues	-32
16079		1.57	47	Off Newchurch Road	Highway issues	-47
16324		0.2	6	Rear Highfield home.	PP for 2 dwellings	-4
16174		1.83	55	Newchurch Rd/Bacup Rd.	Ground conditions/wildlife/access	-55
16170		0.16	5	Conway Road.	Too small	-5
16234		0.3	5	North Hall Carr Rd.	Sale for one self-build dwelling	-5

16227		0.45	13	Behind 173-187Has. Old Rd	Poor access	-13
16184		0.8	24	Hollins Lane	Poor access	-24
16392		0.9	27	North of Hollins Lane	Poor access	-27
16206		1.04	31	Swinshaw Hall	Will be used for Landscaping only in Masterplan.	-31
16381		0.9	27	West of Dobbin Lane	Access issues	-27
16172		0.25	7	Higher Cloughfold.	Access and woodland	-7
Part of 16243	HS 2.68	1.38	5	Lower Clowes/Lomas Lane	Removed from list, U.B. change prop for future!	-5
16288		0.18	5	Land off Curven Edge	Ground conditions & contamination	-5
16132		0.36	11	Park Rd Garage	Flooding	-11
16143		0.17	5	Scout Road WB	Access, gradients and surface water	-5
16164		1.35	40	Behind Myrtle Grove Mill	Access/visual impact	-40
16155		0.32	9	Land by St. Peters School	Access conflicts with school	-9
16407		1.08	32	South of Shawclough Rd.	Tree planting/minor contamination	-32
16377		1.58	47	South of Isle of Man Mill	Landscape, uncertain landowner intentions	-47
16020		1.16	35	Barlow Bottoms.	Removed. Council agreed to undertake a consultation on 11.07.18.	-35
16229		0.75	22	Land Oakenhead Wood	Access unsuitable	-22
Total						-595

1e) Sites on the HSA 2017 list that have suffered Housing Number reductions on the 2018 list. (Comments in red from Forward Planning Team.)

16203+ 16205+ 16207	H5	1.72	47 Prev. 51	Swinshaw Hall Loveclough	Heritage Impact Assessment recommended reduction	-4
16197	H7	0.77	10/23	Adj. Laburnum cottages.	Detailed consideration of comments	-13
16317	H8	0.29	9/11	Oak Mount Garden	Detailed assessment	-2
16362	H9	1.57	31/34	Oaklands /Lower Cribden.	Detailed consideration	-3
16188+ 16361+ 16360+ 16363	H 11	2.62	70/73	Hollins/Hollins Way	Detailed consideration	-3
16240+ 16383	H 18	1.87	25/56	Carr Barn & Farm	Heritage Impact Assessment recommended reduction to reduce effect on listed building	-31
16112	H 23	0.17	9/11	Glen Mill, 64 NewCh Rd.	Latest planning application	-2
16053	H 26	1.43	26/33	Off Greensnook Lane	New planning application	-7
16051+ 16052+ 18419	H 40	2.98	53/75	Off Todmorden Rd. Bacup	Consideration of Landscape, topography and access	-22
16071	H 43	0.16	10/14	West of Burnley Rd. Weir	Detailed consideration of site	-4
16073	H 44	2.48	46/52	Irwell springs Weir	Permission for 56 and 10 built; 46 was based on density	-6
16171+	H	4.55	80/13	Johnny Barn Farm+East of	Heritage Impact assessment	-55

16393	60		5	Cloughfold	on Heightside plus TPO's	
16256+ 16262+ 16263	H 73	15.2 5	400/ 406	Land West of Market Street.	Consideration of developer submissions and wider information	-6
16397	M3	0.54	16/22	Isle of Man Mill	Developer submission and use of part of the site for employment	-6
16045+ 16047	H 30	1.7/ 2.53	51/76	Tong Farm, Bacup.	Landscape Study.	-25
Total						-189

1f) Other Site Changes. (Comments in red from Forward Planning Team.)

16120/ 18120	*	0.07	2	Water House Cowpe.	Too small	-2
18429	**	0.4	12	Waterfoot Police Station	Not considered developable.	-12
16158		0.19	6	Rear of Boar's Head.	Substantial Harm on Grade 11 Church.	-6
Total						-20

*On HSA 2017 list but not HSA 2018 list.

**On Mixed Site List.

Section 2 - Additional Sites.

a) New Sites added to the 2018 list. (Comments in red from Forward Planning Team.)

16066	H 37	0.84/ 2.1	63/25	Prev. East of Rochdale Road, now off Gladstone St Bacup.	Further investigation of LCC access options but unknown ownership?	+38
18428	H 20	0.16	16	Old Market Hall	Site now considered deliverable	+16
16284	H	0.74	30	Rear of H.C.C.	Site now supported by Sport	+30

	52			Greenfield in U.Boundary.	England.	
18213	H 13	2.8	84	Loveclough W. M Club+ Land to rear	Includes 16367 & 16213, giving net gain of 66.	+66
18422		0.69/ 0.75	19/22	Former Oakenhead Centre	Was this previously 16229? No, different sites. As in Planning application	-3
?	M1	0.09	39	Waterside Mill Bacup.	Compulsory purchase order proposal	39
18067	H 39	5.03/ 5.93	151/ 151	Land of Cowtoot Lane + Football Field.	Land Area increased but density reduced?	0
Total						186

**2b) Sites with Number Increases on the 2018 HSA list compared with the 2017 HSA list.
(Comments in red from Forward Planning Team.)**

16080+ 16081	H 33	3.22	63/ 61	Off Rockcliffe Road	Revised plans?	2
16159	H 59	1.95	80/ 58	Adj. to Dark lane	Increased densities but also depends on landowner	22
16304+ 16402	H7 4	4	174/ 120	Grane Village	Inclusion of adjacent landowners land plus higher density on existing scheme	54
16270+ 16271	H 73	0.94	47/ 28	Edenwood Mill	Landowner suggestion but Green Belt implications	19
16238	M2	1.56	28/ 24	Spinning Point	Latest iteration of scheme	4
16128	H 53	0.4	21/ 20	Waterfoot Primary School	Latest scheme	1
Total						102

Section 3 Employment Site Comments.

3a) Employment Site Allocations.

Information from 2.2 Chapter 2: Employment Growth and Employment.

Policy EMP2: Employment Site Allocations.

Employment Allocation Ref.	Site Name	Gross Area (ha)	Estimated Net Developable Area (ha)	Use Class	Policy.
New Employment					
NE1	Extension to Mayfield Chicks, Ewood Bridge	2.81	2.81	B1, B2, B8.	EMP2
NE2	Land North of Hud Hey, Haslingden	3.43	*2.70	B1,B2,B8	EMP2
NE3	Carrs Industrial Estate North Extension, Haslingden	5.67	*4.84	B1,B2,B8	EMP2
NE4	Extension of New Hall Hey, Rawtenstall	6.18	*5.20	B1,B2,B8	EMP7
NE5	Baxenden Chemicals Ltd, Rising Bridge	4.92	4.40	B1,B2,B8	EMP2
Total New Employment		23.01	19.95		
Mixed -Use					
M1	Waterside Mill, Bacup	0.09	0.09	A1,B1,B2,C3	EMP2
M2	Spinning Point, Rawtenstall	1.56	1.56	A1,A2,A3,A4,A5, B1,C1,C3,D2	R2
M3	Isle of Man Mill, Water	1.13	0.51	B1,B2,B8,C3	EMP2
M4	Futures Park, Bacup	4.59	*	A1,A3,A4,B1,B2, B8,C1, Transit site for Gypsies and Travellers	EMP6 and HS18
M5	Park Mill, Helmshore	0.86	0.40	A1,A3	EMP2
Total Mixed-Use		8.23	2.56		
Existing Employment					
EE1	Beech Industrial Estate	2.36	0.00	B1,B2,B8	EMP2
EE2	Henrietta Street	9.90	0.58	B1,B2,B8	EMP2
EE3	The Sidings	5.63	0.00	B1,B2,B8	EMP2
EE4	Beta Burnley Road	0.32	0.00	B1,B2,B8	EMP2
EE5	Burnley Road	0.78	0.00	B1(c),B2,B8	EMP2
EE6	Kings Cloughfold	4.72	0.00	B1,B2,B8	EMP2
EE7	Myrtle Grove	3.77	0.00	B1,B2,B8	EMP2
EE8	Turton Hollow Road	2.88	0.00	B1,B2,B8	EMP2
EE9	Springvale Works, Shawclough Road	1.01	0.00	B1,B2,B8	EMP2
EE10	Mayfield Chicks @ Adjoining Ewood Bridge Mill	2.80	0.00	B1,B2,B8	EMP2
EE11	Prinny Hill Road	0.34	0.00	B1,B2,B8	EMP2
EE12	Large Site at Hud Hey	7.74	1.70	B1,B2,B8	EMP2

EE13	Land off Manchester Road, (Solomons)	1.50	1.36	B1,B2,B8	EMP2
EE14	Commerce Street & Grove Mill	1.39	0.00	B1,B2,B8	EMP2
EE15	The Courtyard	0.70	0.00	B1,B2,B8	EMP2
EE16	Carrs Industrial Estate	20.56	0.00	B1,B2,B8	EMP2
EE17	Three Point Business Park	4.20	0.00	B2,B8	EMP2
EE18	Knowsley Road Industrial Estate	15.97	0.00	B2,B8	EMP2
EE19	Solomon's Site	3.14	0.80	B1,B2,B8	EMP2
EE20	Wavell House	0.48	0.00	B1,B2,B8	EMP2
EE21	Piercy Mount Industrial Estate Burnley Road East	0.64	0.00	B1,B2,B8	EMP2
EE22	Land at Robert Street	1.04	0.00	B1,B2,B8	EMP2
EE23	Rosendale Motor Sales, Bury Road	0.29	0.06	B1,B2,B8	EMP2
EE24	New Hall Hey	3.66	0.5	B1,B2,B8	EMP2
EE25	New Hall Hey Road	2.48	0.00	B1,B2,B8	EMP2
EE26	Novaks	0.52	0.00	B1,B2,B8	EMP2
EE27	Rising Bridge Business & Enterprise Village	0.56	0.00	B1,B2,B8	EMP2
EE28	Hollands Bakery & Baxenden	5.77	0.00	B2,B8	EMP2
EE29	Freeholds Road	1.04	0.00	B1,B2,B8	EMP2
EE30	Toll Bar Business Park	0.93	0.00	B1,B2,B8	EMP2
EE31	Atherton Holme Works	3.06	0.00	B1,B2,B8	EMP2
EE32	Nun Hills	1.46	0.00	B1,B2,B8	EMP2
EE33	Acre Mill Road	1.78	0.00	B1,B2,B8	EMP2
EE34	Ormerods	2.28	0.00	B1,B2,B8	EMP2
EE35	Broad Clough	1.40	0.00	B1,B2,B8	EMP2
EE36	Bridge Mills, Plunge Road	1.33	0.00	B1,B2,B8	EMP2
EE37	Stubbins Vale Mill	3.45	0.00	B1,B2,B8	EMP2
EE38	Georgia Pacific	5.17	0.00	B1,B2,B8	EMP2
EE39	Cuba Industrial Estate	2.42	0.00	B1,B2,B8	EMP2
EE40	Riverside Business Park	6.04	0.00	B1,B2,B8	EMP2
EE41	Forest Mill	0.65	0.00	B1,B2,B8	EMP2
EE42	Waterfoot Mills	1.84	0.00	B1,B2,B8	EMP2
EE43	Warth Mill	7.08	0.18	B1,B2,B8	EMP2
EE44	Hugh Business Park	1.46	0.00	B1,B2,B8	EMP2
EE45	Bacup Coal Yard	0.41	0.00	B1,B2,B8	EMP2
EE46	Burnley Road East	0.82	0.00	B1,B2,B8	EMP2
EE47	Station Road	0.70	0.28	B1,B2,B8	EMP2
EE48	Spodden Mill	1.85	0.00	B1,B2,B8	EMP2
EE49	Bridge End Mills	1.87	0.00	B1,B2,B8	EMP2
EE50	Bridge Mill	1.23	0.00	B1,B2,B8	EMP2
EE51	Kippax Mill	1.36	0.00	B2,B8	EMP2
Total Existing Employment		154.78	5.46		
Total Employment Allocation		186.02	27.97		

*To be determined as part of the masterplanning approach.

Please note the previous statement with respect to the shortfall of Land was corrected in the Errata. The Council identified more than the 27ha they required for Employment purposes without having to allocate any of the Brownfield and Mixed Sites that had been rejected for Housing in 3b below. (Figures in red are those corrected in the Errata.)

3b) Sites not included in Employment Site Allocation List.

(The list below was submitted to RBC Forward Planning Team and the comments in red were made.)

SHLAA Ref.	Site Name	Comment	Gross Area	Est. Net ha	Comments
16347	Round Hill Rd. R.B.	Housing rejected. Use for Employment	1.3ha	0.5ha	
18426	Heritage Arcade	Residential rejected. Use for Employment	0.14ha	0.14ha	
16009	Rear of 303-321 Market St. Whit.	Last Planning Permission Employment Use.	0.3ha	0.3ha	
16026	South of quarry Street. Shawforth.	Housing rejected. Use for Employment Use.	1.16ha	0.53ha	
16050	Land of Coalpitt Lane	Not housing,	5.38ha	3.74ha	
16114	Hugh Mill	List shows 1.46ha for H.M. Business Park, site 3.83ha	2.37ha	2.03ha	
16132	Park Rd. Garage	Housing rejected. Continue Employment.	0.41ha	0.3ha	
16154	Vacant Haulage Yd Burnley Rd East.	Retain Employment Use.	0.2ha	0.19ha	
16155	Land by St. Peters School.	Housing Rejected. Poss for Employment.	1.13ha	0.32ha	
16164	Land behind Myrtle Grove Mill.	Rejected for Housing.	3.57ha	1.35ha	
16215	Opposite 1019 Burnley rd.	Rejected for Housing.	0.81	0.72ha	
16218	South of Goodshaw Fold Rd.	Housing Rejected-Retain Mill as Employment Site.	4.78	3.15ha *	Part of EE 51.

16387	Albion Mill. Burnley Rd. East.	Housing rejected. Retain Employment?	0.66ha	0.45ha	
16275	Adj Hardsough Lane	Housing rejected. Retain Employment Use.	1.93ha	0.92ha	
16031	Britannia shore Service station.	Housing rejected. Owner wants to use for Employment	0.26ha	0.26ha	
16068	Bacup Leisure Centre	Owner wants to develop for Employment.	0.53ha	0.47ha	
16082	Anvil St. Bacup.	Maintain Employment Use on the Site	0.19ha	0.19ha	
16129	Gaghills Lane. Waterfoot.	Not suitable for Residential.	0.84ha	0.13ha	
16130	Mill End Mill Waterfoot.	Not suitable for Residential. Retain Employment.	1.28Ha	0.9ha	
16253	Townsend Fold	Owner wants for Employment.	3.67ha	1.51ha *	Part of EE 40.
16333	Hutch Bank Quarry	Housing rejected. Retain employment	22.3ha	2.61ha	
16386	Globe Mill, Burnley Rd East.	Retain for Employment.	0.31ha	0.26ha	
16145	Shawclough Wks. Waterfoot.	Allocate for employment.	1.67ha	0	EE 9. Site Fully Occupied.
18421	Grane Rd . Mills	Housing rejected, maintain for Employment.	3.33ha	0	Part of EE 16. Part of EMP 37
16342	Winfields. Acre	Landowner expressed wish to develop the site for Retail & other uses.	2.67ha	1.55ha	
18430	Albert Mill & Britannia Mill.	Retain as Employment Use	1.42ha	0.82?	Part of EE 12Part of EMP 09.
16085	Far Holme Mill. South of Newchurch Rd. Stackstead	Active Employment site	0.82ha	0	Part of EE 33
16125	Bacup Rd Coal Yard	Active employment site.	0.4ha	0	EE 45

16139	Dale Mill. Burnley Rd. East.	Active Employment Site, Owner wants to retain it.	1.25ha	0	Part of EE 42 & EMP 24
16162	Myrtle Grove House.	Active Employment Site.	0.27ha	0	Part of EE 7
16223	Corn Exchange	Owner to retain as Employment Site.	0.88ha	0	Part of EE 22
?	Chatterton Mill, Chatterton Stubbins	Active Employment Site	?	?	Missed off list. Cannot be added at this stage
16211	North of Commercial Street	Housing rejected.	0.71	?	
16250	Woodtop Garage	Housing Rejected.	0.4	?	
16276	Off Blackburn Rd	Was Mixed now Employment.	4.78/2.2	?	Only 2.8 on EE list?
16307	Rear of Helmsore Rd.	Housing Rejected.	0.37	?	
16316	Belmont Farm	Housing Rejected.	0.51	?	
16331	West of Fern Terrace.	Housing rejected.	0.42	?	
16282	Clod Lane Haslingden.	Housing Rejected.	0.42	?	
16275	Adj to Hardsough Lane	Housing rejected.	1.93	?	
Additional Employment Land Available			50.92ha	23.4ha	

The individual lists in Appendix 1 have been submitted to the Forward Planning Team at RBC at the various stages of preparation and I have been very grateful for their prompt support and their relevant comments.

However more recently I have noted a reluctance to provide clarity on some of the issues and they have put forward general comments rather than responding to the specific questions raised. This has been disappointing; it leaves some important issues unanswered and makes it extremely difficult to accurately calculate the total Brownfield Site areas available for Housing and Employment.

Appendix 2.

Empty Homes List from Lancashire County Council.

Hi

This is the information on LCC website on the number of empty homes in Rossendale is 1,188 as at oct 2016

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Vacant dwellings by local authority	4-Oct	3-Oct	1-Oct	7-Oct	6-Oct	5-Oct	3-Oct	2-Oct	C d 2016
	2010	2011	2012	2013	2014	2015	2016	2017	
Burnley	3,226	2,824	2,978	2,626	2,458	2,456	2,384	2,267	
Chorley	1,624	1,672	1,752	1,528	1,485	1,409	1,384	1,364	
Fylde	1,848	1,827	1,784	1,755	1,702	1,618	1,543	1,592	
Hyndburn	2,446	2,547	2,565	2,312	2,166	1,962	1,874	1,755	
Lancaster	2,528	2,427	2,540	2,388	2,274	2,457	2,738	2,756	
Pendle	2,688	2,746	2,554	2,519	2,190	2,045	1,897	1,859	
Preston	2,601	2,399	2,478	2,193	2,301	2,289	2,584	2,694	
Ribble Valley	848	822	842	940	797	813	874	791	
Rossendale	1,437	1,470	1,585	1,575	1,441	1,372	1,271	1,188	
South Ribble	1,330	1,462	1,545	1,573	1,418	1,399	1,323	1,323	
West Lancashire	1,554	1,632	1,603	1,670	1,559	1,390	1,580	1,482	
Wyre	1,878	1,984	1,925	1,784	1,619	1,548	1,275	931	
Lancashire-12	24,008	23,812	24,151	22,863	21,410	20,758	20,727	20,002	
Blackburn with Darwen UA	3,372	3,417	3,474	3,405	3,368	3,002	2,941	2,838	
Blackpool UA	3,605	3,860	3,932	3,955	4,092	3,961	3,549	3,673	
Lancashire-14	30,985	31,089	31,557	30,223	28,870	27,721	27,217	26,513	
England	737,147	719,352	704,357	635,127	610,123	600,179	589,766	605,891	
Source: Department for Culture and Local Government. Council tax base						Live tables on dwelling stock (including vacants)			



From TECHNICAL RESPONSE LETTER DATED 14.04.18

The emerging Local Plan was supported by the 'Lives and Landscapes Assessment for Rossendale Borough Council' (2015), prepared by Penny Bennett. A large portion of the emerging allocation HS2.71 was assessed as part of this landscape (see Appendix E) for scope of Assessment. 'Area A' (as seen in Appendix E) is the largest of these areas and when assessed against various criteria, it has been considered unsuitable for development on landscape grounds (see Figure 8). Therefore, factoring in the impact on the openness and permanence of the Green Belt, the proposed allocation HS2.71 should not be supported due to the impact on landscape grounds.

OUTCOME OF SITE ASSESSMENT	
Land east of the motorway Area A	Not suitable for development on landscape grounds
Land east of the motorway Area B	Site suitable for development
Land east of the motorway Area C	Site suitable for development with mitigation
Land east of the motorway Area D	Site suitable for development with mitigation

Figure 8: (Outcome of Site Assessment (Source: Penny Bennett 'Lives and Landscape Assessment for Rossendale Borough Council')

Brownfield Land Register

A total of 32 sites have been identified in the 2017 RBC Brownfield Land Register, with a minimum net capacity of 499 homes. 272 of these dwellings have planning permission with 227 dwellings proposed on land that does not have planning permission. Whilst we understand that there are criteria for including sites within the Brownfield Land Register, small brownfield sites (smaller than 0.25 ha) that form part of a larger greenfield site and brownfield which are located within Green Belt have not been included. We would like to be provided with a list and/or plan of these sites and their potential yield, to understand if there is further capacity available with some of these brownfield sites to reduce pressures on potential strategic removal of Green Belt land as proposed in Edenfield.

Highways Capacity Study

We are aware that RBC have yet to publish the Phase 1 Highways Capacity Study and its release is now anticipated in early May 2018. Our response is based on the Phase 1 Highways Capacity Technical Note, which was made public in January 2018. 'Junction 10' (A56/M66 Junction 0) and 'Junction 11' (Rochdale Road/Market Street relate to Edenfield).

Whilst no issues have been raised over the build out of the plan up to 2034 at Junction 10, concerns have been raised about the potential capacity with Junction 11 after 2024. There does not appear to be any assessment of a proposed junction on Market Street to provide access for the HS2.71 proposal. An alternative access point along Blackburn Road has not been assessed and it is of concern that the cumulative impacts of the development brought through HS2.71 (through new access) has not been taken into consideration.

Rossendale Draft Local Plan: Pre-Submission Publication Version

Representations by The Peel Group

Paper 1: Overarching Representation

October 2018



Turley

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Executive Summary

This report forms one of a series of papers which collectively provide comments on the Rossendale Draft Local Plan Pre-submission Publication Version (August 2018) (PSLP) on behalf of Peel Holdings (Land & Property) Limited (hereafter “Peel”). The full suite of documents is as follows:

- Paper 1 – Overarching representation (this paper)
- Paper 2 - Assessment of Housing Needs
- Paper 3 - Critique of Housing Land Supply
- Paper 4 - Identification of Safeguarded Land Requirements

Collectively the above papers set out a number of critical concerns about the PSLP and its evidence base. As a result, Peel does not consider the PSLP to be capable of being found to be sound in its current form. A number of changes to the consultation plan are needed to correct soundness. These are considered in turn below.

Plan period

The NPPF makes clear that the strategic policies of a Local Plan should:

“...look ahead over a minimum 15 year period from adoption...” (paragraph 22)

This requirement has been substantially strengthened compared to the original NPPF (2012) which set out merely a ‘preference’ for Local Plans to be based on a fifteen year timeframe (paragraph 157).

The PSLP relates to a 15-year plan period, from 2019 to 2034. However, RBC’s current timetable¹ for the Local Plan anticipates adoption in March 2020. If this is achieved it would mean that from the point of adoption there would only be 14 years of the plan period remaining. The DLP is therefore inconsistent with the requirement of the NPPF in this respect, such that it is unsound in accordance with the tests at paragraph 35.

To correct this point of soundness, the plan period should be extended to at least 2036 such that the plan covers a full 15 year period.

Spatial Strategy and distribution of residential development sites

Strategic Policy SS1

Whilst seeking to promote a hierarchical approach to the distribution of development according to settlement size and role, the spatial strategy does not reflect the importance and dominance of Rawtenstall and Borough wide function as the main service centre within Rossendale and the most sustainable location to accommodate development. This is reflected in Rawtenstall being defined as a Key Service Centre and in the same tier as significantly

¹ *Local Development Scheme and Proposals Map Timetable*, Rossendale Borough Council (December 2016)

smaller settlements of Bacup, Whitworth and Haslingden. The Council has failed to present evidence to justify this approach.

Strategic Policy SS is unsound in its current form. It is **not consistent with the NPPF** in not representing the most sustainable approach to growth when compared to reasonable alternatives. It is **not justified** insofar as it runs contrary to the prevailing evidence around the role and function of settlements within the Borough.

To address this point of unsoundness, Rawtenstall should be defined as a 'strategic service centre' in a tier of its own and the first priority location for development.

The spatial distribution of housing allocations (Policy HS2)

As a result of the deficiencies in Strategic Policy SS, the distribution of housing allocations is unbalanced and does not reflect the logical settlement hierarchy. The Council has failed to adequately justify this approach. Most notably there is an under provision of residential allocations in Rawtenstall, relative to its existing size and role within the Borough and an overprovision of allocations in Bacup.

Whilst the physical constraints to development in parts of Rossendale are recognised, and would justify some over or under provision in individual settlements relative to their position in the hierarchy in order that the numerical housing requirements of the plan can be met, the extent to deviation from the logical hierarchy is substantial and is not justified at this stage. This is particularly the case when there are evidently suitable and sustainable development sites located in Rawtenstall, including Peel's land holdings at Haslam Farm, which could be released for development through the Local Plan.

In this context, the distribution of residential allocations as presented through Policy HS2 **cannot be justified** and is unsound as a result. It does not represent an appropriate strategy and a sustainable means of meeting the Borough's development requirements compared to reasonable alternatives which exist. It therefore presents a **clear conflict with NPPF**.

The distribution of allocations also means that the PSLP will fail to meet, or come close to meeting, the affordable housing needs of the Borough. The allocation of sites in weaker market areas means there is no prospect of delivering affordable housing on the majority of proposed allocations based on the Council's own evidence base. This aspect of the plan is at odds with paragraph 61 of the NPPF and so is **not consistent with national policy**. It is unsound as a result.

To address this point of soundness, additional sites in strong market areas around West Rossendale should be allocated for residential development. This should include seeking to distribute development according to spatial strategy set out in the Rossendale Core Strategy as an approach proven to represent a sound and sustainable strategy. This strategy would be reflective of the sustainability of Rawtenstall as a development location and its status as the dominant service centre within the Borough as well as the viability of development in West Rossendale generally.

Meeting housing needs

In advancing a 'minimum need' for housing as its housing requirement the Council has failed to positively plan for the needs of its residents or local economy. The Council's own recently

prepared evidence confirms that the full need for housing is significantly higher than the starting point minimum need figure calculated through the standard method. This recognises that in order to support economic growth and create the conditions for businesses to invest, expand and adapt the authority will need to see a greater growth in its working age population than projected under the official household projections which form the basis for the standard method calculation.

The Council has sought to constrain the economic growth it plans to provide for in both the level of need for housing and employment land. This approach is not supported by the evidence it has published, and is not considered to represent an appropriate strategy for Rossendale. Crucially it will not deliver sufficient affordable housing to meet its needs or address worsening affordability. It is also evident that the Borough has delivered, in a number of recent years, annual completions of new homes which have exceeded the 'minimum need', notwithstanding that low average rates of delivery have been achieved over a 10+ year period. The Rossendale market is evidently strong enough to support higher levels growth when the right sites are brought forward in the right locations to attract major housebuilders.

In accordance with PPG, this is a clear indicator of a greater level of housing need than is proposed to be planned for under the housing policies of the PSLP. The proposed housing requirement is therefore unsound as it is not positively prepared or justified based on the tests established through NPPF.

The proposal to plan for the provision of just 212 homes per annum is evidently not a sustainable approach to the growth of the Borough taking account of reasonable alternatives available to the Council. The proposal is not supported by the prevailing evidence base and will exacerbate the continued under provision and under delivery of affordable housing across the Borough. **It is fundamentally unsound as a result. This aspect of the PSLP is not effective, is not justified and presents a series of conflicts with NPPF, including paragraphs 59 and 60.**

To address this, Peel considers that the Council should progress the Local Plan on the basis of this providing a minimum of 265 dwellings per annum. This would support a reasonable and expected level of job growth throughout the plan period whilst enabling a reduction in out-commuting, would sustain development at a level that has recently been achieved in the Borough, enable a more positive contribution to be made to the delivery of affordable housing as needed across Rossendale and reflect a range which was recently considered to be appropriate and sustainable by the Council.

Housing land supply

It is a critical requirement of the plan that it delivers, with certainty, a sufficient supply of homes, in accordance with NPPF (paragraph 59). Local Plans must identify a supply of developable land to achieve this over the plan period (paragraph 67).

The PSLP seeks to achieve this through allocation of sites for development and reliance on various sources of supply. In this case, Peel does not consider the sources of land identified by the Council to be capable of delivering the numerical requirements of the PSLP even based on an annual housing requirement of 212 units per annum, which Peel believes to be below the proper requirement. Collectively this does not present a developable supply of land to the level assumed by the Council.

Peel's analysis has demonstrated that the realistic developable supply identified by the Council is 2,102 units. Based on different requirement scenarios, this would present a shortfall against the requirement as follows:

- a) 1,078 units based on 212 units per annum between 2018 and 2034;
- b) 1,873 units based on 265 units per annum between 2018 and 2034;
- c) 1,502 units based on 212 units per annum between 2018 and 2036;
- d) 2,403 units based on 265 units per annum between 2018 and 2036.

Peel considers that the Local Plan should be progressed on the basis of a housing requirement of 265 units per annum and should cover the period to 2036 (scenario d above). Having regard to the realistic developable supply, a shortfall in housing land supply of 2,403 against the proper Local Plan requirement would exist.

This shortfall would increase to 2,854 when a flexibility allowance of 10% is applied to the overall requirement (increasing this to 4,955) or to 3,079 based on a 15% flexibility (bringing the total requirement to 5,181 units) as also proposed by Peel for the reasons explained.

The Local Plan will therefore need to find an additional source of land to meet this residual requirement if it is to progress on a sound basis. This will need to be met exclusively through the release of land in the Green Belt and open countryside.

As a result the above, the PSLP as presented does not satisfy paragraph 67 of the NPPF. This aspect of the plan is **not consistent with national policy** and is unsound therefore. Further, the inadequacy of the housing land supply means that the PSLP is **not effective** in meeting the development needs of the Borough, raising a further critical point of soundness.

In order to correct soundness, a further supply of developable land capable of providing an additional c3,000 residential units needs to be identified by the Council and allocated for development through the Local Plan. This should include Peel's land holdings at Haslam Farm, Moorland Rise and Burnley Road each of which have been proven to present suitable and deliverable development opportunities capable of delivering affordable housing through previous submissions to the Local Plan.

Safeguarded land

Contrary to the prevailing evidence and guidance in the NPPF, the Council has failed to properly consider the need to release further land from the Green Belt for safeguarding purposes and to provide a supply of land to call on to meet the Borough's development needs beyond the plan period. The Council's approach means that a further review of the Green Belt is likely to be required as part of the development of the next Local Plan, undermining the long term permanence of the Green Belt as is its defining characteristic (NPPF paragraph 133).

The failure to make adequate provision for safeguarded land presents a **conflict with national policy, including paragraphs 133 and 139 of the NPPF. This aspect of the PSLP is unsound as a result.**

The Sustainability Appraisal

A deficient Sustainability Appraisal process has been pursued which does not satisfy the requirements of the Strategic Environmental Assessment (SEA) Directive. Principally the SA process has failed to demonstrate that the PSLP represents the most sustainable approach when considered against reasonable alternatives.

Most notably, the SA concludes that an option of delivering 5,000 residential units, rather than 3,180 as proposed, represents the most sustainable approach to growth. The Council has selected a growth option that is contrary to the findings of the SA therefore.

Furthermore, the SA does not allow the relative sustainability of different options for the spatial distribution of development across the Borough to be considered insofar as each is considered in the context of an associated housing requirement which varies by spatial option. As such, one approach to distribution cannot be independently assessed, in terms of its inherent sustainability, relative to another.

The SA cannot be relied upon in its current form and does not meet the relevant legal and procedural requirements as a result. This deficiency also means that the PSLP's evidence base is also deficient. The PSLP is **unsound as a result in not being justified**.

Site specific comments

Peel's representations to the Local Plan, and prior to that the Core Strategy, have made the case for the allocation of its land holdings for residential development. Evidence has been shared with Rossendale Council which demonstrates that each site represents a sustainable and deliverable development opportunity, able to contribute to meeting the development needs of the Borough, including the need for high quality family housing and affordable homes.

In the context of the critical deficiencies identified in the PSLP, Peel would reiterate that its land holdings at Moorland Rise, Haslingden (c 110 units); Burnley Road, Edenfield (c 38 units); and Haslam Farm, Rawtenstall (c 155 units) should be allocated for residential development through the Local Plan. This will go some way to addressing the points of soundness raised.

The previous draft version of the Local Plan proposed the allocation of part of Peel's land at Haslam Farm for residential development. This allocation has not been carried forward into the PSLP. The Council has provided no evidence to support this position, aside from the suggestion of the site being affected by additional constraints that have not previously been considered. In response, Peel has presented a revised development framework for this site which demonstrates that the site can still accommodate around 155 residential dwellings allowing for a sufficient easement to the Haweswater Aqueduct which runs beneath the site.

Peel fully supports the PSLP's proposed allocation of Peel's land holdings at Blackburn Road, Edenfield and Kirkhill Avenue, Haslingden for residential development over the plan period.

Comments on other policies

A number of amendments to detailed policies are set out in this representation. These are required to ensure that the policy requirements do not unduly constrain future development proposals and in order that these policies satisfy the requirements of NPPF.

Correcting soundness

A number of steps need to be taken by the Council in progressing the Local Plan and before it is submitted for examination. These are critical to the ability of the plan to be found sound. These can be summarised as follows:

- Extend the plan period to 2036 such that it covers at least a full 15 year period from adoption;
- Adjust the plan's housing requirement to 265 dwellings per year, with a resultant 17 year requirement of 4,505 units to 2036, plus an appropriate flexibility allowance of between 10 and 15% to safeguard against under delivery;
- Redefine the spatial strategy for the Borough (as articulated through Strategic Policy SS) such that Rawtenstall is identified as a 'Strategic Service Centre' in its own tier reflecting its role and importance in the Borough;
- Seek to deliver a higher proportion of the overall housing requirement in Rawtenstall, reflecting its role and status as the most sustainable location for growth and consistent with the Core Strategy, and in the west of the Borough more generally where development, including affordable housing, is viable, ensuring that the numerical housing requirements of the plan to be achieved;
- Identify and allocate further housing sites to deliver an additional c3,000 homes over the plan period (to 2036) reflecting the extended plan period, the increased annual housing requirement and the realistic developable supply from the sources identified through the PSLP. In this context, Peel's land holdings at Burnley Road, Edenfield; Moorland Rise, Haslingden; and Haslam Farm, Rawtenstall represent sustainable and developable sites for residential development and should be allocated as such in the Local Plan;
- Allocate safeguarded land (removed from the Green Belt) to contribute to meeting the Borough's development requirements beyond the plan period and to avoid the need for a further Green Belt review as part of a future review of the plan. This should be based on rolling forward the housing need requirement over a 15 year period and replicating the split between Green Belt and non-Green Belt land in delivering this over the plan period. This would require around 19 ha of land (equivalent to approximately 500 residential units) to be safeguarded for residential development beyond the plan period if the PSLP housing requirement and supply were taken as read. In reality, the safeguarded land requirement will be significantly higher than this since:
 - a) The proper annual housing requirement is higher than proposed in the PSLP;

b) The total proportion of the overall housing requirement to be met through the release of land from the Green Belt is significantly higher than assumed by the Council and expressed through the PSLP due to deficiencies in the developable supply identified through these representations.

1. Introduction

- 1.1 This representation is prepared by Turley on behalf of Peel Holdings (Land & Property) Limited (hereafter “Peel”). It provides comments to Rossendale Borough Council (RBC) on the Pre-Submission Publication Version of the Rossendale Draft Local Plan² (August 2018) (‘PSLP’) which is currently the subject of public consultation.

Peel Group

- 1.2 The Peel Group is a major investment company and is one of the leading infrastructure, real estate, transport and investment enterprises in the UK. Its diverse network of businesses ranges from ports to airports; land to leisure; media to hotels; wind farms to shopping centres, nature parks to canals, residential sites to agricultural uses.
- 1.3 Peel’s track record is one of delivering transformation and creating vibrant places through regeneration and innovation. Peel invests for the long term. For example, at MediaCityUK in Salford Peel delivered a £650 million investment in Europe’s largest construction project during the recession. Its’ £400 million investment in the Port of Liverpool opening up new export markets for the North.

Peel Land and Property

- 1.4 Peel has extensive real estate assets which consist of 1.2 million sq m (13 million sq ft) of investment property and over 15,000 hectares (37,000 acres) of strategic land and water throughout the UK, with particular concentrations in the North West of England, Yorkshire and the Medway. The breadth of Peel Land and Property’s assets covers transformational developments including MediaCityUK and Liverpool Waters. Its’ landholdings accommodate offices, retail and business parks, shopping centres, leisure and sports venues, residential developments and agricultural land.

Scope of representations

- 1.5 This report forms part of a suite of documents which collectively comprise Peel’s response to the PSLP and accompanying background documents published. The full suites of documents submitted is as follows:
- Paper 1: Overarching Representation (this report)
 - Paper 2: Assessment of Housing Needs
 - Paper 3: Critique of Housing Land Supply
 - Paper 4: Identification of Safeguarded Land Requirements
- 1.6 Peel has also historically provided Rossendale Council with a series of site-specific representations in respect of its various land interests in the Borough and their

² *Rossendale Draft Local Plan: Pre-Submission Publication Version*, Rossendale Borough Council (August 2018)

proposed treatment through the development of the Local Plan and, prior to this, the Core Strategy. These sites are known to RBC and are as follows:

- Land at Kirkhill Avenue and Moorland Rise, Haslingden
- Land at Haslam Farm, Rawtenstall
- Land at Blackburn Road, Edenfield
- Land at Burnley Road, Edenfield

1.7 These sites represent sustainable development opportunities able to make a contribution to meeting the Borough's housing requirements, including the provision of high quality family homes and affordable housing in accordance with local needs. Their allocation for development is justified in the context of the critical points of soundness raised within this representation. Whilst not sufficient on their own to correct soundness, they would go some way to doing so in addressing the significant housing land supply gap which this representation has identified.

1.8 Development Framework for these sites have previously been submitted to the Council, in 2013, with additional supporting technical information submitted in 2015 and 2017. These submissions demonstrate that each site represents a sustainable development opportunity and outlines how the sites could be delivered over the plan period.

1.9 For completeness, updated Development Framework plans for each site are provided with these representations at Appendix 2.

1.10 These representations provide comments on the soundness of the plan, in accordance with the requirements of paragraph 35 of the NPPF. They are provided following a full review of the PSLP and the evidence base which has informed this.

1.11 Whilst Peel supports the progression of the Local Plan, a number of critical points of soundness are raised within these representations. The Council is urged to act on these points before the PSLP is progressed to submission. It is Peel's view that a failure to do so will result in the PSLP being found to be unsound at Examination. The key issues raised in this regard are as follows:

- The plan does not aim to meet the Borough's proper housing need and so does not meet the requirements of paragraph 59 and 65 of the NPPF;
- The plan sets out an unsustainable and unjustified spatial strategy, with an overprovision of housing within the eastern parts of the Borough, most notably at Bacup, at the expense of Rawtenstall which is proven to be the most sustainable location to accommodate growth. The spatial strategy cannot be justified therefore;
- The spatial strategy advanced undermines the deliverability of the plan in placing an over reliance on development being brought forward in a location where viability is marginal. The plan is not effective therefore;

- The spatial strategy will result in an under provision of affordable housing relative to need through directing a disproportionate level of housing development to those parts of the Borough where it cannot be viably delivered. The plan fails to meet the requirements of paragraphs 59 of the NPPF;
- The Council has overestimated the realistic developable supply of housing from the sources identified and relied upon. The PSLP does not demonstrate a 15 year developable supply of housing land, contrary to the requirements of paragraph 67 of the NPPF;
- The plan fails to make adequate provision for safeguarded land to meet potential development requirements beyond the current plan period and to ensure the Green Belt can endure over the long term, contrary to the requirements of paragraphs 133 and 139 of the NPPF;
- A deficient Sustainability Appraisal has been undertaken which does not test reasonable alternatives to the PSLP, nor has it demonstrated that the PSLP represents the most sustainable option compared to reasonable alternatives. It does not meet the legal requirements of the Strategic Environmental Assessment (SEA) Directive therefore.

1.12 A number of measures are needed to correct these points of soundness, including identifying an additional supply of developable housing land and allocating this in the plan. This must be focused within the western part of the Borough, including Rawtenstall.

Structure of representations

1.13 This is Paper 1 of Peel’s representations to the Pre-submission Local Plan. It provides a detailed response to the content and policies set out within the Pre-submission Local Plan. It is structured as follows:

- Section 2: considers the length of the plan period proposed
- Section 3 considers the proposed spatial strategy and distribution of residential allocations throughout the Borough
- Section 4: considers the housing needs of the Borough
- Section 5: considers the extent to which the Local Plan identifies a developable supply of land to meet its housing requirements
- Section 6: provides comments on the need for safeguarded land to meet development requirements beyond the plan period
- Section 7: considers the Sustainability Appraisal and whether the Council has considered reasonable alternatives to the Pre-submission Local Plan

- Section 8: Provides specific comments on sites proposed for allocation by Peel and their treatment through the Pre-submission Local Plan
- Section 9: Provides comments on other policies of the Pre-submission Local Plan which are not covered in sections 1 to 7
- Section 10: Provides summarising comments and sets out changes needed to correct the critical points of unsoundness outlined in Peel's representations

1.14 All comments in Paper 1 should be read in the context of the other papers submitted by Peel.

1.15 Whilst Peel's comments are restricted to the policies and aspects of the PSLP referred to within this representation report, Peel reserves the right to provide comments on other aspects of the plan and its evidence base, and to submit additional evidence in relation to the Local Plan and its soundness as part of future consultations.

2. The plan period

- 2.1 The NPPF makes clear that the strategic policies of a Local Plan should:
- “...look ahead over a minimum 15 year period from adoption...”* (paragraph 22)
- 2.2 This requirement has been substantially strengthened compared to the original NPPF (2012) which set out merely a ‘preference’ for Local Plans to be based on a fifteen year timeframe (paragraph 157).
- 2.3 The PSLP relates to a 15-year plan period, from 2019 to 2034. However, RBC’s current timetable³ for the Local Plan anticipates adoption in March 2020. If this is achieved it would mean that from the point of adoption there would only be 14 years of the plan period remaining. The DLP is therefore inconsistent with the requirement of the NPPF in this respect, such that it is unsound in accordance with the tests at paragraph 35.
- 2.4 Moreover, as is often the case, it is possible that there will be a delay in adoption. This is particularly the case with the DLP given the soundness concerns raised in this representation.
- 2.5 As such, it is necessary that the plan period is extended. This extension should be by a minimum of one year and preferably by two years to guard against the likelihood of a further delay in the adoption of the Local Plan. This would result in a plan period from 2019 to 2035 or 2036. This will necessitate a commensurate increase in the housing requirement.
- 2.6 In light of the above, the plan period as proposed is **not in accordance with national planning policy** and is **unsound** as a result.

³ *Local Development Scheme and Proposals Map Timetable*, Rossendale Borough Council (December 2016)

3. The Spatial Strategy and distribution of housing allocations

- 3.1 The spatial strategy for the Borough is articulated through **Strategic Policy SS**. It is delivered principally through **Policy HS2** which allocates land for development for housing throughout the Borough.
- 3.2 The intent of Policy SS is to direct development to the most sustainable locations where it will build on and take advantage of existing concentrations of activity and service provision. This is reflected in the establishment of a hierarchy based approach to distribution, focused on the key service centres and identified major sites first, with growth beyond these locations (at Urban Local Centres, Rural Local Centres and 'other places') being more limited. This represents a sound approach in principle.
- 3.3 However, Peel does not support Strategic Policy SS as set out and considers this to be unsound in the form presented. Most notably:
- Rawtenstall is the dominant service centre within Rossendale and should be defined as such within the hierarchy, reflecting that it represents the most sustainable location for growth. This is overwhelmingly supported by the prevailing evidence base to the PSLP;
 - A disproportionate level of development is directed towards Bacup due, in part, to deficiencies in Strategic Policy SS and the relative treatment of Rawtenstall and Bacup in this regard. This means that the plan pursues a strategy of seeking to deliver the most development in a location which is evidently less sustainable than the alternative of building on the settlement of Rawtenstall, where possible and viable, as the dominant service centre in the Borough. It also compromises the deliverability of the PSLP and its housing requirement and will exacerbate the continued under provision of affordable housing in the Borough.
- 3.4 These matters are considered in detail below.

Settlement Hierarchy – the role and status of Rawtenstall

- 3.5 The proposed Development Hierarchy is established on pages 7-10 of the PDLP and confirmed within Strategic Policy SS: Spatial Strategy. This policy identifies that the Council will focus growth and investment in the Key Service Centres (KSCs), the identified 'major sites', and well located brownfield sites with a view to protecting the landscape, the established built character and the rural areas.
- 3.6 The KSCs are identified as:

i. Rawtenstall

ii. Bacup

iii. Haslingden

iv. Whitworth

3.7 The Major Sites comprise:

i. Edenfield

ii. Futures Park

iii. New Hall Hey

iv. Carrs Industrial Estate

3.8 The supporting text confirms that Rawtenstall is the Borough's primary centre and is **complemented** by Bacup, Haslingden and Whitworth which act as KSC's.

3.9 The Strategy Topic Paper⁴ provides further detail on the primacy of Rawtenstall and the status of the other KSCs and states:

"Rawtenstall is identified as the Borough's primary centre within the Development Hierarchy. This reflects the fact that it is the largest settlement in the Borough; is a key nodal point on the road network and is identified as the principle centre in the retail hierarchy. Bacup, Haslingden and Whitworth are Key Service Centres again reflecting their role as the main settlements within their immediate catchment area and their accessibility by bus." (sic)

3.10 The Strategy Topic Paper makes reference to 'background work' which informed the development of the hierarchy and that this included as Appendix 1 of the Topic Paper. The document titled 'Draft Settlement Hierarchy Criteria' comprises only one side of text and establishes five levels of settlement which appear to be based on key characteristics of sustainability, with Level 1 being the most sustainable.

3.11 The key characteristics of level 1 are highlighted as: *Town Centre or District Centre-retail & leisure; leisure facilities; high frequency bus service; range of primary schools; GP's.*

3.12 Rawtenstall is identified within sub-tier 1a of Level 1 with a note which states 'higher order shops; greater range of bus services'. Bacup, Haslingden and Whitworth are included as sub-tier 1b. No commentary or justification is provided either in the DLP or the Strategy Topic Paper which informs how these rankings were made or how it has impacted on the settlement hierarchy or distribution of development. This is an inadequate evidential base on which to make a key policy decision.

3.13 The emerging plan is proposed to replace the Core Strategy⁵ which was adopted in 2011. Policy 3 of the Core Strategy confirms that the largest number of houses will be built in the Rawtenstall area equating to approximately 30% of the overall requirement (approximately 1,110 houses), whilst a smaller but significant number of additional

⁴ Strategy Topic Paper (2018)

⁵ Local Plan Part 1: Core Strategy (2011-2026)

houses will be built in the towns of Bacup, Haslingden and Whitworth equating to approximately half of the overall housing requirement (approximately 1,850 houses). This is articulated through Figure 3.1 below taken from the Core Strategy.

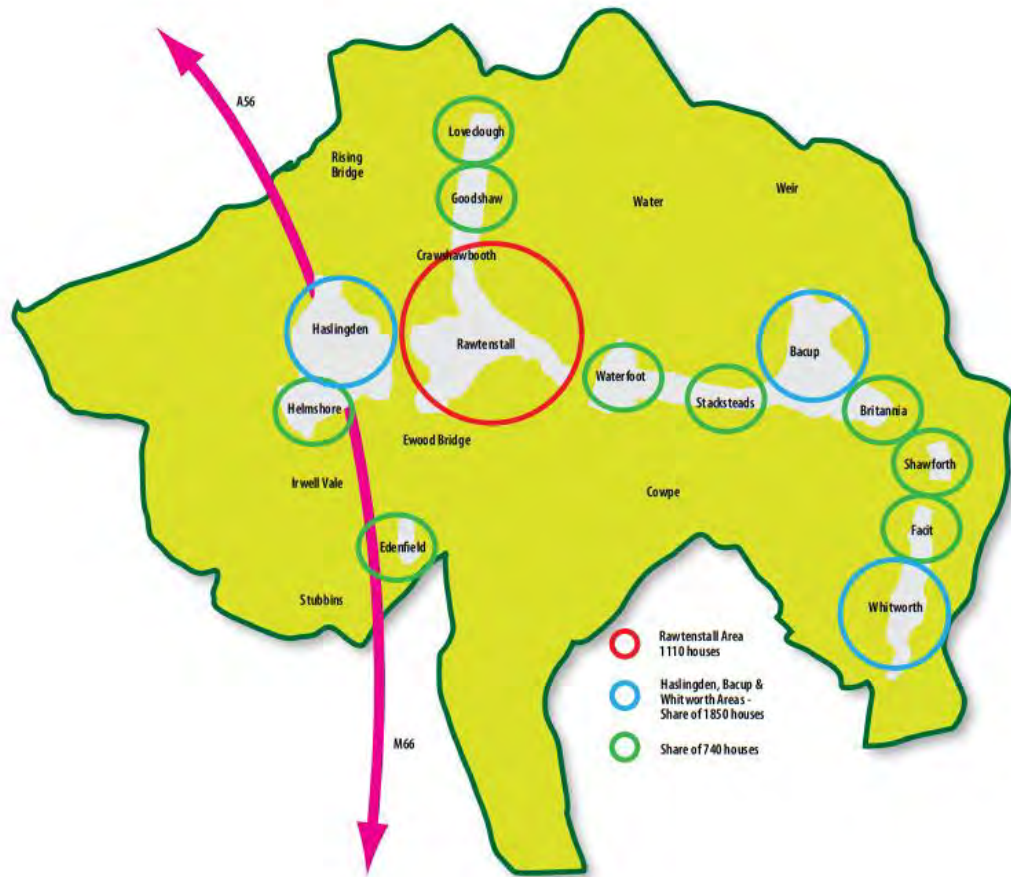


Figure 3.1: Rossendale Core Strategy Figure 18: Proposed Residential Distribution

Source: Rossendale Borough Council 2011

- 3.14 The Core Strategy was subject an Examination in Public eight years ago and the aforementioned spatial strategy was deemed to be found to be sound. This spatial distribution was considered to represent a balanced approach, reflective of the relative sustainability of each settlement and their ability to accommodate growth.
- 3.15 Little has changed in the intervening period to suggest that a fundamental shift away from this strategy is appropriate. No evidence has been provided within the PSLP or the supporting evidence base to justify amending the settlement hierarchy to include settlements other than Rawtenstall in the highest tier.
- 3.16 Rawtenstall's status in this regard is reinforced by other aspects of the PSLP. Strategic Policy R1 establishes a Retail Hierarchy and confirms that retail development and other town centre uses, including offices, leisure, arts, culture and tourist facilities will be focused within the defined centres in accordance with the hierarchy. This is set out as follows:

Town Centre: Rawtenstall

District Centres: Bacup, Haslingden

Local Centres: Crawshawbooth, Waterfoot, Whitworth

Neighbourhood Parade: Stacksteads, Helmshore, Edenfield and Facit

- 3.17 This highlights that in the view of the Council, Rawtenstall functions as a centre at a level higher than the other KSCs in terms of services. This is further confirmed by the Town Centre Study⁶, undertaken by WYG. As part of this study WYG commissioned a survey of 400 households across the study area and included questions on convenience and comparison goods shopping patterns.
- 3.18 The results confirmed almost 33% of all food trips made by respondents took place in Rawtenstall, 11.2% in Haslingden and only 7.9% in Bacup. In relation to non-food trips, only 20.4% were made to destinations in Rossendale. Of these trips 63% were made in Rawtenstall, 19% in Haslingden and 12% in Bacup.
- 3.19 As part of the same study WYG also undertook a health check of each centre in December 2016. This sought to identify data such as the overall quantum of floorspace (comprising retail, finance, leisure and vacant units) in the centre, as well as the number of separate units.
- 3.20 The evidence prepared by WYG, along with the hierarchy established in Policy R1, demonstrates clearly that Rawtenstall functions as the principal centre within the borough with a much greater level of services available to the population. As confirmed by WYG, Bacup, Haslingden and Whitworth are evidently lower order centres which serve a more localised catchment.
- 3.21 Further, the RBC website provides a profile of the four town centres including information on population as well as a brief settlement profile (https://www.rossendale.gov.uk/info/210200/town_centres). The text estimates the population of the four settlements is as follows:
- Rawtenstall: 23,000
 - Haslingden: 16,000
 - Bacup: 15,000
 - Whitworth: 7,500
- 3.22 This confirms that the population of Rawtenstall is almost three times the size of Whitworth despite being part of the same tier of settlement.
- 3.23 The Settlement Hierarchy Criteria included as an appendix to the Strategy Topic Paper places great emphasis on the range of bus services which are available in the various centres. The bus network map for east Lancashire, which is provided at Appendix 1 of

⁶ Town Centre, Retail, Leisure and Tourism Study (2017)

this report, confirms that Rawtenstall lies at the heart of the network with almost all major services running through the settlement, including up to 11 services which link the town with Burnley, Accrington, Blackburn, Bolton, Bury, Rochdale and Todmorden. By contrast Bacup has only six services, four of which also serve Rawtenstall.

- 3.24 To summarise, the above analysis has demonstrated that Rawtenstall is unique in the context of Rossendale being by far the largest and most important service centre in the Borough with all others being relatively small in comparison. It is of Borough-wide significance serving the whole Local Authority area and is evidently the most sustainable location to accommodate the growth requirements of the Local Plan. This was clearly reflected in the Core Strategy in which Rawtenstall was correctly identified as the priority location for growth and as the most sustainable centre in this regard.
- 3.25 There is no justified reason to deviate from this approach and the Council has not attempted to fully explain this fundamental shift in strategy. The balanced spatial strategy as presented in the Core Strategy should therefore be retained and reflected in the settlement hierarchy set out in Strategy Policy SS. To achieve this Rawtenstall should be identified as a 'Strategic Service Centre' in a tier on its own, with the Key Service Centres of Bacup, Haslingden and Whitworth sitting below this.
- 3.26 This change will ensure that, through the implementation of the spatial strategy (including allocation of sites and determination of planning applications in accordance with the spatial strategy), development is, where possible, directed to the most sustainable locations where it will benefit from accessibility to services, employment and public transport connections. This is a core planning principle upon which the plan should be based, as required by paragraph 103 of the NPPF.

Distribution of allocations

- 3.27 The deficiencies in Strategic Policy SS play out through the distribution of residential allocations in Policy HS2.
- 3.28 The Strategy Topic Paper includes a section on page 9 titled 'How development is distributed' and provides a table which details the distribution of development amongst KSCs. This identifies that the largest proportion of development is to be delivered within Bacup 23%, with Rawtenstall accommodating just 14%.
- 3.29 This strategy for distribution contrasts greatly with the approach which has been taken with the Core Strategy - one which was found to be sound - and also with the evidence base which has been published with the emerging plan. It runs entirely contrary to the objective of Strategic Policy SS to direct development to the most sustainable locations and does not reflect the status and role of Rawtenstall outlined above. This deficiency originates from the definition of the settlement hierarchy in Strategic Policy SS which, as outlined, has placed Bacup in the same tier as Rawtenstall despite its clear different in size and role.
- 3.30 Peel strongly objects to the Council's decision to allocate only 14% of residential dwellings in Rawtenstall. In accordance with its recommendation above, Rawtenstall should accommodate a higher level of development which reflects its proper status and importance in the Borough.

- 3.31 The only attempt made by the Council to justify its approach is provided at page 10 of the Strategy Topic Paper which points to challenges in identifying a developable supply of land in Rawtenstall. The challenges to delivery of development in Rossendale are recognised, and it would be unreasonable to expect the Local Plan to stick rigidly to a hierarchy in terms of development distribution. A degree of deviation from the hierarchy is fully expected and justified for this reason and in the interests of ensuring a developable supply of housing land can be maintained.
- 3.32 However, in this instance Peel strongly challenges the Council's claims around the extent to which Rawtenstall is a constrained location, particularly as the Council has decided not to allocate Peel's land at Haslam Farm in Rawtenstall for residential development. Peel's submissions in respect of this site throughout the progression of the Local Plan have demonstrated that this represents a sustainable and developable site.
- 3.33 This has included the submission of technical evidence to demonstrate that the site is fully deliverable and a scheme which responds positively to any identified constraints can be progressed. Part of this site was proposed for allocation through the Draft Local Plan. The Council has since withdrawn this allocation without justified reason. This only serves to exacerbate the unsustainability of the spatial strategy set out in directing further development away from Rawtenstall.
- 3.34 Specific comments on Peel's land at Haslam Farm are provided in Section 7. An updated Development Framework for this site is also submitted as part of Peel's representation to the PSLP.
- 3.35 Further the Council's own evidence (in form of the 2016 Keppie Massie Viability Study) indicates that the spatial distribution of allocations as proposed could undermine the delivery of the Local Plan's housing requirements and will fail to optimise the level of affordable housing provided during the plan period.
- 3.36 This study shows that development viability in Bacup is marginal. Moreover, affordable housing is not viable in Bacup at all. This contrasts with areas in the west of the Borough, including parts of Rawtenstall, Edenfield and Haslingden where the Council's evidence indicates that up to 40% affordable housing is viable. Whilst Peel has a number of comments on this evidence base, appended to Paper 3 of Peel's representations, it agrees with the general position set out regarding the relative viability of developing in eastern parts of the Borough compared to the west.
- 3.37 This evidence base further supports the view that the spatial distribution of allocations is sub-optimal and won't realise the objectives of the plan. Further, the distribution of allocations will evidently not deliver sufficient affordable housing to meet the needs of the Borough. Based on the Keppie Massie Viability Study, and extant permissions, Peel has estimated that the proposed allocations would deliver just 402 affordable homes over the plan period (27 per annum) against an annual need for at least 158 affordable homes (2,370 over the plan period) based on the 2016 SHMA.
- 3.38 As a combined result of these points, the PSLP's spatial strategy is evidently not the most sustainable compared to reasonable alternatives. It is fundamentally unsound as a result.

Spatial Strategy and distribution of development – summary and assessment of soundness

Strategic Policy SS1

- 3.39 Whilst seeking to promote a hierarchical approach to the distribution of development according to settlement size and role, the spatial strategy does not reflect the importance and dominance of Rawtenstall and the strategic Borough wide function as the main service centre within Rossendale and the most sustainable location to accommodate development. The Council has failed to present evidence to justify this approach.
- 3.40 Strategic Policy SS is therefore unsound in its current form. It is **not consistent with the NPPF** in not representing the most sustainable approach to growth when compared to reasonable alternatives. It is **not justified** insofar as it runs contrary to the prevailing evidence around the role and function of settlements within the Borough.
- 3.41 To address this point of unsoundness, Rawtenstall should be defined as a ‘strategic service centre’ in a tier of its own and the priority location for development.

The spatial distribution of housing allocations (Policy HS2)

- 3.42 As a result of the deficiencies in Strategic Policy SS, the distribution of housing allocations is unbalanced and does not reflect the logical settlement hierarchy without adequate justification being provided by the Council. Most notably there is an under provision of residential allocations in Rawtenstall, relative to its existing size and role within the Borough and an overprovision of allocations in Bacup.
- 3.43 Whilst the physical constraints to development in parts of Rossendale are recognised, and would justify some over or under provision in individual settlements relative to their position in the hierarchy in order that the numerical housing requirements of the plan can be met, the extent to deviation from the logical hierarchy is substantial and is not justified at this stage. This is particularly the case in this instance given that there are suitable and sustainable development opportunities in Rawtenstall which are not supported by the PSLP. This includes Peel’s land holdings at Haslam Farm, which could be released for development through the Local Plan.
- 3.44 In this context, the distribution of residential allocations as presented through Policy HS2 **cannot be justified** and is unsound as a result. It does not represent an appropriate strategy and a sustainable means of meeting the Borough’s development requirements compared to reasonable alternatives which exist. It therefore presents a **clear conflict with NPPF**.
- 3.45 The distribution of allocations also means that the PSLP will fail to meet, or come close to meeting, the affordable housing needs of the Borough. The allocation of sites in weaker market areas means there is no prospect of delivering affordable housing on the majority of proposed allocations based on the Council’s own evidence base. This aspect of the plan is at odds with paragraph 61 of the NPPF and so is **not consistent with national policy**. It is unsound as a result.
- 3.46 To address this point of soundness, additional sites in strong market areas around West Rossendale should be allocated for residential development. This should include

seeking to distribute development according to spatial strategy set out in the Rossendale Core Strategy as an approach proven to represent a sound and sustainable strategy. This strategy would be reflective of the sustainability of Rawtenstall as a development location and its status as the dominant service centre within the Borough as well as the viability of development in West Rossendale generally.

4. Meeting Housing Needs

- 4.1 This chapter comments on the scale of housing delivery which is planned for by Strategic Policy HS1 (Meeting Rossendale's Housing Requirement) of the PSLP.

Context

- 4.2 Establishing a housing requirement is one of the key strategic purposes of a Local Plan. This is made clear in the NPPF, which states that strategic policies should set out an overall strategy for the pattern, scale and quality of development and “...*make sufficient provision for...*” housing including affordable homes (paragraph 20). Establishing a sound housing requirement is therefore critical to the Government's overarching objective of significantly boosting the supply of homes.
- 4.3 Strategic Policy HS1 of the PSLP proposes a housing requirement of 212 dwellings per annum (dpa) over the period 2019 to 2034. It is substantially lower than the 265 dpa requirement proposed in the previous draft of the Local Plan⁷ - a decrease of 20%. This is because RBC has simply sought to adopt the “indicative” minimum starting point housing need figure for Rossendale, published by Government in September 2017 alongside the consultation on its proposed “standard method” for calculating housing needs⁸.
- 4.4 The approach of RBC in this regard is demonstrably unsound. The NPPF sets out that the purpose of strategic policies is to address RBC's “...*priorities for the development and use of land in its area...*” (paragraph 17). RBC should not therefore simply and automatically be adopting the minimum starting point standard method figure as its housing requirement, even if it is politically expedient to do so. In accordance with national policy, the Council should be considering its priorities for development and growth, and ensuring that the housing requirement – and other relevant strategic policies – is sufficient to deliver those priorities.
- 4.5 The revised PPG – updated on 13 September, after the release of the PSLP – provides important guidance in this respect. It makes clear that the standard method is only a formula to identify the minimum housing need in an area and should be “...*undertaken separately from assessing land availability, establishing a housing requirement figure, and preparing policies to address this...*” (Reference ID: 2a-001-20180913). In simple terms, the standard method figure is not a housing requirement. It is quite clearly only a minimum starting point.
- 4.6 In some circumstances it may be appropriate for a housing requirement to align with the minimum starting point identified by the “standard method”. However, in other circumstances, such as those in Rossendale, it will be appropriate and necessary for the achievement of a sustainable development that the requirement exceeds the minimum starting point. This is made clear by the PPG, which states as follows:

⁷ *Rossendale Draft Local Plan: Regulation 18 Consultation*, Rossendale Borough Council (July 2017)

⁸ *Planning for the right homes in the right places: consultation proposals*, Ministry of Housing, Communities & Local Government (September 2017)

“The standard method for assessing local housing need provides the minimum starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore there will be circumstances where actual housing need may be higher than the figure identified by the standard method.” (Reference ID: 2a-010-20180913)

4.7 This expectation from Government that authorities plan above the minimum benchmark set by the standard method is further highlighted in its acknowledgement that the method will not in isolation deliver the 300,000 homes that it has confirmed are needed annually to address the housing crisis.

4.8 The Government has been clear to articulate its expectation that authorities plan above the ‘*minimum*’ benchmark set by the standard method

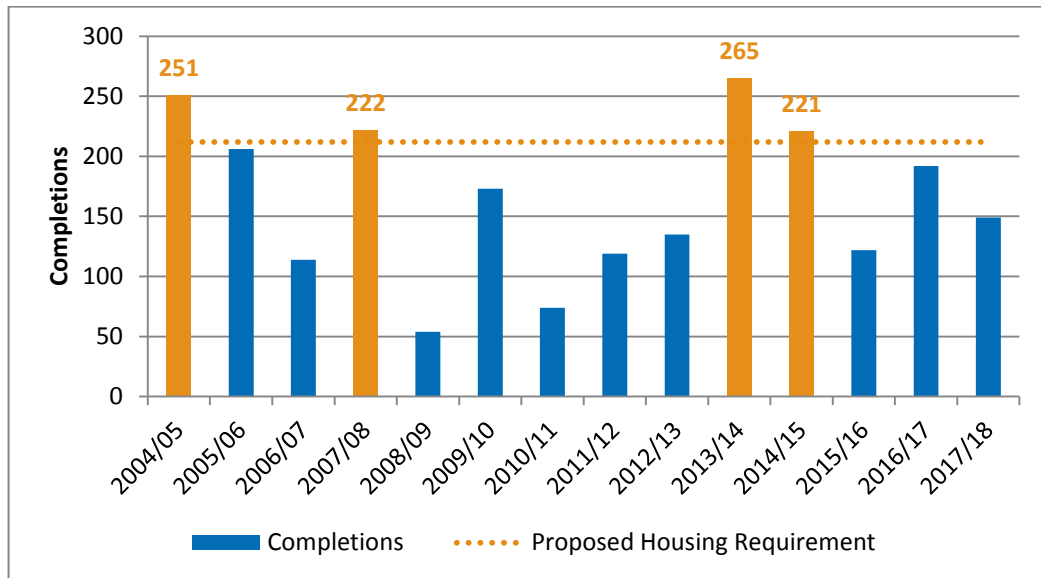
4.9 The PPG sets out particular circumstances in which an authority should consider a higher housing requirement. These include where past levels of delivery or previous assessments of need (e.g. a SHMA) have exceeded the minimum standard method figure. This is clearly the case in Rossendale:

- Its recent SHMA⁹ for Rossendale identified a need for between 265 and 335 dwellings per annum. This considered need holistically taking account of employment growth requirements, worsening market signals, affordable housing need and the demographic challenges which are present in the borough.
- Figure 4.1 illustrates that past rates of delivery have exceeded the minimum starting point “standard method” figure on a number of occasions, including twice in the last five years. The market is sufficiently strong to deliver development at this rate therefore, subject to good quality sites being made available. Relatively lower rates of delivery over the last 10 years will be attributable, as least in part, to RBC’s failure to prepare a Local Plan and make available a good quality supply of development land. Indeed the level achieved in 2013/14 represented a peak in recent years, with the Council previously welcoming this acceleration in housing provision and envisaging that such a rate of development would be sustained to ‘*satisfy and take advantage of the demand that has built-up*’¹⁰.

⁹ *Strategic Housing Market Assessment*, Lichfields (December 2016)

¹⁰ Rossendale Borough Council (2014) Authority Monitoring Report 2013/14, p26

Figure 4.1: Considering Minimum Need in the Context of Previous Delivery Levels



Source: Rossendale Borough Council

- 4.10 In direct contradiction with the NPPF / PPG, RBC has chosen to simply adopt what was the minimum starting point “standard method” figure as its requirement, without any consideration as to whether this figure is sufficient to meet actual housing need or address the Borough’s priorities. It has seemingly taken this approach on the basis that it is politically expedient to deliver as few homes as possible. The PSLP’s approach in this regard is clearly inconsistent with the policies of the NPPF and the guidance set out in the PPG. It is unjustified and has not been positively prepared.
- 4.11 The above factors which require consideration on the basis of the PPG indicate a greater need for housing in Rossendale than implied by the standard method, either now or when previously applied by the Council in deriving its proposed requirement. Departure from the conclusions of evidence commissioned less than two years ago has not been justified. This is despite the availability of evidence – summarised below and presented in detail at Paper 2 – which reinforces these conclusions and reaffirms the importance of planning for a more reasonable level of provision, to ensure that wider policy objectives are supported and the needs of all parts of the community are met.
- 4.12 The remainder of this chapter considers the extent to which the proposed requirement will be effective at meeting housing needs and addressing the Borough’s priorities. It draws upon the detailed and technical evidence which is set out in full in the accompanying Paper 2.

Supporting Rossendale’s Economy

- 4.13 RBC has sought to justify planning for the ‘minimum’ housing need on the basis of a perceived alignment with its proposed strategy to allocate 27 ha of employment land. It is understood that the Council has taken the view that the balance between employment and housing should be considered sound, provided it can be

demonstrated that enough jobs will be provided for the new households that will live in the houses that are planned¹¹.

- 4.14 This justification, however, fails to take into account the Council's own published evidence with regards the likely future labour demand to which the Plan should respond in order to create the conditions in which businesses can invest, expand and adapt¹². The Council's published Employment Land Review (2017) identified that between 22 ha – 32 ha would be needed in Rossendale. The upper end of this range was directly linked to supporting forecasts of baseline employment growth and regeneration and economic policy objectives.
- 4.15 By contrast, the 27ha provided for within the DLP was most closely tied to a scenario which constrained the growth in new homes to 220 per annum. This evidently creates a significant degree of circularity and fails to accord with paragraph 81 of the NPPF which confirms that in setting economic planning policies plan-makers should '*seek to address potential barriers to investment, such as... housing*'.
- 4.16 The correct approach in accordance with the NPPF/ PPG should have been to explore how policy can support economic growth and productivity and to '*positively seek opportunities to meet the development needs of their area*'¹³.
- 4.17 The evidence assembled in Paper 2 confirms that it is reasonable for the Council to assume that its economy will continue to grow by at least 0.6% per annum. This recognises that:
- Its economy has seen growth of 0.8% annually over the past five years;
 - Whilst baseline 'off-the-shelf' forecasts suggest a more muted level of growth over the plan period (0.3 – 0.4%) this is significantly influenced by these forecasts assuming a sustained and substantial decline in manufacturing jobs in Rossendale;
 - The Council and the LEP have specifically established through the SEP and other supporting strategies that '*Initiatives are underway to ensure this does not happen and that manufacturing sub-sectors with the potential to grow are fully supported*'¹⁴; and
 - The Council previously responded more positively to these objectives with the adopted Core Strategy targeting a 3% net increase in jobs over a fixed five-year period, equating to an average growth of approximately 0.6% per annum.
- 4.18 Demographic modelling commissioned to inform these representations – taking into account the recently published 2016-based sub-national population and household

¹¹ This position was expressed by the Council in a letter addressed to Turley and dated 21 September 2018 responding to queries raised regarding the Draft Rossendale Local Plan on behalf of Peel.

¹² MHCLG (2018) National Planning Policy Framework, paragraph 80

¹³ MHCLG (2018) National Planning Policy Framework, paragraph 11

¹⁴ Lancashire Economic Partnership (2016) 'The Lancashire Skills and Employment Strategic Framework 2016 – 2021', page 10

projections (SNPP/ SNHP) – has confirmed that 283 homes per annum would be needed to support employment growth of this scale.

- 4.19 This assumes a continuation of current commuting patterns. It is recognised that the Council has through the PDP expressed an ambition to “*claw-back’ out-commuters’* and reduce out-commuting rates¹⁵. It is apparent that such an ambition could only have any reasonable prospect of being achieved where Rossendale’s economy demonstrably achieves stronger growth including the generation of range of different types of employment opportunities.
- 4.20 The modelling confirms that where each new job was created and undertaken by a resident in Rossendale, assuming a job growth rate of 0.6% per annum, in the order of 240 homes per annum would still need to be provided for. Recognising the existing relationships with other larger proximate economies, principally Greater Manchester, such a significant shift in commuting patterns would be extremely unlikely to occur. However, this provides a range of between 240 and 283 homes per annum as reasonably being expected to be required to support the borough’s expected economic growth.
- 4.21 The proposed requirement of 212 dpa would fall well short of supporting the economic growth potential of the borough. Indeed the analysis indicates that provision of this scale would only support in the order of 1,500 new jobs over the plan period, a level which falls below all of the other indicators considered, including recent past trends and forecasts. Such a requirement would therefore plan for a slowing of job growth in Rossendale.
- 4.22 The provision of only the ‘*minimum*’ 212 homes per annum would also have a series of other adverse consequences regarding the borough’s sustainable future. The evidence confirms it would:
- Intensify change in the borough’s age profile, by failing to counterbalance a prevalent ageing trend with growth in the working age population;
 - Lead to a further worsening in affordability, by sustaining delivery at a rate that has been demonstrably insufficient to avert a continued recent deterioration in the relationship between house prices and earnings; and
 - Fail to provide the supply of affordable housing evidenced as needed in the borough.
- 4.23 When considered in this context – as required by the PPG – there is **no justification for claiming that only 212 dwellings per annum are needed in Rossendale.**

A more reasonable housing requirement

- 4.24 The evidence presented in Paper 2 demonstrates that the Council must make provision for a **minimum of 265 homes per annum** in Rossendale over the emerging plan period to meet the borough’s housing needs.

¹⁵ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p49

4.25 This level of provision would:

- Sustain delivery at a rate that has been proven to be capable of being achieved in the Borough in an individual year, subject good quality sites, of sufficient scale being made able in viable areas, and which demonstrably facilitated the provision of much-needed affordable housing and temporarily reversed a prevalent local trend of worsening affordability;
- Support a reasonable and expected level of job growth throughout the plan period whilst also enabling a reduction in out-commuting;
- Enable a more positive contribution to be made in the delivery of affordable housing which is clearly in high need across the borough; and
- Reflect a range of provision which was recently considered to be appropriate and sustainable by the Council, having demonstrated in its own housing need evidence base and planned for in the previous consultation on the Local Plan.

Housing requirement – summary and assessment of soundness

4.26 In advancing a ‘minimum need’ for housing as its housing requirement the Council has failed to positively plan for the needs of its residents or local economy. The Council’s own recently prepared evidence confirms that the full need for housing is significantly higher than the starting point minimum need figure calculated through the standard method. This recognises that in order to support economic growth and create the conditions for businesses to invest, expand and adapt the authority will need to see a greater growth in its working age population than projected under the official household projections which form the basis for the standard method calculation.

4.27 The Council has sought to constrain the economic growth it plans to provide for in both the level of need for housing and employment land. This approach is not supported by the evidence it has published, and is not considered to represent an appropriate strategy for Rossendale. Crucially it will not deliver sufficient affordable housing to meet its needs or address worsening affordability. It is also evident that the Borough has delivered, in recent years, annual completions of new homes which have exceeded the ‘minimum need’. In accordance with PPG, this is a clear indicator of a greater level of housing need than is proposed to be planned for under the housing policies of the PSLP. The proposed housing requirement is therefore unsound as it is not positively prepared or justified based on the tests established through NPPF.

4.28 The proposal to plan for the provision of just 212 homes per annum is evidently not a sustainable approach to the growth of the Borough taking account of reasonable alternatives available to the Council. The proposal is not supported by the prevailing evidence base and will exacerbate the continued under provision and under delivery of affordable housing across the Borough. **It is fundamentally unsound as a result. This aspect of the PSLP is not effective, is not justified and presents a series of conflicts with NPPF, including paragraphs 59 and 60.**

5. The housing land supply

- 5.1 The DLP identifies a housing requirement of 3,180 additional dwellings during the plan period 2019 to 2034. This is intended to be delivered through a variety of sources of land, including 75 sites specifically allocated for residential development, proposed to provide 2,853 dwellings. This falls 10.3% (327 units) short of the proposed housing requirement of the PSLP. This gap in provision is proposed to be met through small sites (i.e. delivery from sites of less than five dwellings) and vacant homes coming back into use.
- 5.2 Peel does not agree that the sources of supply will provide the level of development anticipated by the Council. This is supported by prevailing evidence as presented in Paper 3 submitted as part of this representation. Each matter considered in Paper 3 is summarised below.

Requirement for a flexibility allowance

- 5.3 An appropriate allowance for unforeseen circumstances or non-delivery of sites which might otherwise pass the 'developable' test should be included in the Council's calculation of realistic supply. Based on data from a range of market areas, DCLG analysis has indicated that between 10 and 20% of planning permissions are not implemented whilst a further 15 to 20% are subject to revised application proposals resulting in delays to delivery. As such it is reasonable to assume that upwards of 15% of total supply anticipated will not come forward during the plan period to 2034.
- 5.4 The need for a flexibility allowance to account for under delivery is being pursued in a number of Local Plans within the wider region and is emerging as good practice to provide certainty that plans will be delivered. It is also supported by the Local Plans Expert Group. This can be achieved through making allocations above the housing requirement or allocating 'reserve sites' which can come forward in the event of non-delivery. This is especially relevant in Rossendale where, notwithstanding the comments provided in section 3 of this report, the PSLP will be reliant upon delivery in a number of weak market areas.

Small sites and vacant homes

- 5.5 An allowance for small sites should only be applied to years 4 to 15 of the Local Plan based on the evidence presented by Arup in its 'critical friend' review of the SHLAA. The PSLP proposes an allowance for small sites from years 1 to 15. Based on the historic average, Peel considers that small sites would yield up to 207 dwellings over the plan period.
- 5.6 The supporting text to Policy HS2 states that "*bringing vacant dwellings back into use is not counted within the allocations in line with national guidance*". This implies that RBC is relying on delivery of housing through bringing vacant housing back into use to make up the gap in the housing supply. Paragraph 70 of the NPPF is clear that where an allowance (windfall) is to be made as part of the supply there should be compelling evidence they will provide a reliable source and that this will continue in the future.

- 5.7 The PSLP and the supporting Topic Papers provide no detail on historic supply from vacant units or how this is set to emerge in the future. This evidence should include funding streams which may be available to housing providers and at the very least the number of dwellings which have been developed in this manner since the adoption of the Core Strategy. No reference has been made by RBC on these points.
- 5.8 Therefore any allowance from vacant dwellings coming back into use should be disregarded as a contribution to housing supply, based on the wording of the NPPF.

Assessment of individual allocations

- 5.9 An assessment of all sites proposed for allocation through the Local Plan has been undertaken by Peel’s consultant team to determine whether each can reasonably be defined as a developable site based on the definition in Annex 2 NPPF, that being ‘...in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.’ In this instance the ‘point envisaged’ is 2034. From this assessment a more realistic developable supply from the allocations identified is set out.
- 5.10 The PSLP allocates 75 sites for residential development with an assumed cumulative capacity of 2,853 units. Peel’s review of the allocations has identified a series of critical concerns around a number of sites, including known physical and ownership constraints. As a result it considers that the PSLP has not demonstrated these sites are developable (having regard to the NPPF definition) or will deliver the number of units the Council assumes.
- 5.11 A detailed appraisal of each site is presented within Paper 3. This concludes that 30 of the 75 sites do not meet the definition of developable and should be entirely discounted from the Local Plan supply. The Council has overestimated the realistic yield from a further 14 sites and underestimated the yield from three sites. The effect of this is that the realistic developable supply from the 75 allocations is 1,895 units, rather than 2,853 as claimed by the Council. An allowance of 207 dwellings from small sites can be added to this giving a total developable supply of 2,102 units from the sources identified.

Housing land supply – summary and assessment of soundness

- 5.12 It is a critical requirement of the plan that it delivers, with certainty, a sufficient supply of homes, in accordance with NPPF (paragraph 59). Local Plans must identify a supply of developable land to achieve this over the plan period (paragraph 67).
- 5.13 The PSLP seeks to achieve this through allocation of sites for development and reliance on various sources of supply. In this case, Peel does not consider the sources of land identified by the Council to be capable of delivering the numerical requirements of the PSLP even based on an annual housing requirement of 212 units per annum, which Peel believes to be below the proper requirement (see section 4). Collectively this does not present a developable supply of land to the level assumed by the Council.

- 5.14 Peel's analysis has demonstrated that the realistic developable supply identified by the Council is 2,102 units. Based on different requirement scenarios, this would present a shortfall against the requirement as follows:
- a) 1,078 units based on 212 units per annum between 2018 and 2034;
 - b) 1,873 units based on 265 units per annum between 2018 and 2034;
 - c) 1,502 units based on 212 units per annum between 2018 and 2036;
 - d) 2,403 units based on 265 units per annum between 2018 and 2036.
- 5.15 As outlined previously, Peel considers that the Local Plan should be progressed on the basis of a housing requirement of 265 units per annum and should cover the period to 2036 (scenario d above). Having regard to the realistic developable supply, a shortfall in housing land supply of 2,403 against the proper Local Plan requirement would exist.
- 5.16 This shortfall would increase to 2,854 when a flexibility allowance of 10% is applied to the overall requirement (increasing this to 4,955) or to 3,079 based on a 15% flexibility (bringing the total requirement to 5,181 units) as also proposed by Peel for the reasons explained.
- 5.17 The Local Plan will therefore need to find an additional source of land to meet this residual requirement if it is to progress on a sound basis. This will need to be met exclusively through the release of land in the Green Belt and open countryside.
- 5.18 As a result the above, the PSLP as presented does not satisfy paragraph 67 of the NPPF. This aspect of the plan is **not consistent with national policy** and is unsound therefore. Further, the inadequacy of the housing land supply means that the PSLP is **not effective** in meeting the development needs of the Borough, raising a further critical point of soundness.
- 5.19 In order to correct soundness, a further supply of developable land capable of providing an additional c3,000 residential units needs to be identified by the Council and allocated for development through the Local Plan. This should include Peel's land holdings at Haslam Farm, Moorland Rise and Burnley Road each of which have been proven to present suitable and deliverable development opportunities capable of delivering affordable housing through previous submissions to the Local Plan. Updated Development Framework plans in respect of these sites are submitted as part of these representations at Appendix 2. Specific comments on these sites are provided in section 7 of this representation.

6. Safeguarded land

- 6.1 In accordance with paragraph 139 of the NPPF, it is necessary for the Council to consider the need to designate safeguarded land (to be removed from the Green Belt) to meet potential development requirements beyond the plan period.
- 6.2 The designation of safeguarded land is a critical step in ensuring the Green Belt can endure in the long term, and reflecting its intended purpose and permanence, in accordance with paragraph 133 of NPPF. Any consideration of whether safeguarded land is needed it should be approached with a view to ensuring a further review of the Green Belt is not required following the current plan period.
- 6.3 In respect of Rossendale, it is accepted by the Council that exceptional circumstances exist to justify the release of land from the Green Belt during the current plan period. This is necessitated by the imperative of meeting the Borough's development needs and the relative absence of non-Green Belt opportunities to achieve this in a sustainable manner. Only in the unlikely event that the Borough's future housing requirements fall substantially below the current plan requirements would the need to call on further Green Belt land to meet development requirements beyond the plan period be avoided having regard to the relative paucity of the developable urban land supply.
- 6.4 In this case, the specific circumstances of the PSLP justify a further release of land from the Green Belt to be safeguarded specifically to meet development needs beyond the current plan period. Most notably, the Council's strategy to 'focus first' on brownfield sites within the urban capacity is likely to exhaust 'developable' reserves during the Plan period, which will only serve to reduce the supply of non-Green Belt land beyond the Plan period.
- 6.5 In light of these conclusions, it is patent that the Council's failure to address the need for safeguarded land is contrary to the tests of soundness in the NPPF. The Council have failed to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period as required by the NPPF.
- 6.6 To address this, it is recommended that additional land is removed from the Green Belt and allocated as safeguarded land. The calculation of the safeguarded requirement may be based on rolling forward the housing need figure which is adopted as part of the emerging Local Plan and replicating the Green Belt and non-Green Belt split. Using the housing requirement and allocations favoured by the Council, this is set out as follows:

Annual housing requirement (based on SOAN)	212 ¹⁶
Housing requirement over a 15 year period based on SOAN	3,180
Housing land requirement in Green Belt (PSLP proposal)	18.61 ha
Employment land requirement in Green Belt (PSLP)	12.42 ha
Total safeguarded land requirement	31.03ha

6.7 In reality, the safeguarded land requirement will be significantly higher than this since:

a) The proper annual housing requirement is higher than proposed in the PSLP (see section 4);

b) The total proportion of the overall housing requirement to be met through the release of land from the Green Belt is significantly higher than assumed by the Council and expressed through the PSLP due to deficiencies in the developable supply identified through these representations (see section 5).

6.8 Peel is of the view the Council's safeguarded land requirement is based on rolling forward the housing need figure which is adopted as part of the emerging Local Plan and replicating the Green Belt and non-Green Belt split. Increasing the housing requirement and the allocation of Green Belt sites will therefore result in a need to allocate more safeguarded land.

Safeguarded land – summary and assessment of soundness

6.9 In summary, contrary to the prevailing evidence and guidance in the NPPF, the Council has failed to properly consider the need to release further land from the Green Belt for safeguarding purposes and to provide a supply of land to call on to meet the Borough's development needs beyond the plan period. The Council's approach means that a further review of the Green Belt is likely to be required as part of the development of the next Local Plan, undermining the long term permanence of the Green Belt as is its defining characteristic (NPPF paragraph 133).

6.10 The failure to make adequate provision for safeguarded land presents a **conflict with national policy, including paragraphs 133 and 139 of the NPPF. This aspect of the PSLP is unsound as a result.**

¹⁶ Not accepted by Peel as set out in Section 4

7. The Sustainability Appraisal and consideration of reasonable alternatives

- 7.1 The PSLP Sustainability Appraisal (SA) was prepared by Lepus and published in August 2018. Section 2 of the Report sets out the SA process to date, and includes an assessment of 'reasonable alternatives'. Section 2.3 specifically focuses on the amount of housing and employment development.
- 7.2 The document acknowledges the needs identified in the 2016 SHMA as well highlighting the standard methodology for calculating housing need in the revised NPPF. The following four alternative strategy approaches were considered for their impact on sustainability:
- Option A - 3,000 dwellings and 10ha of employment land;
 - Option B - 7,000 dwellings and 24ha of employment land;
 - Option C - 2,000 dwellings and 6ha of employment land; and
 - Option D - 5,000 dwellings and 9ha of employment land.
- 7.3 The SA states that *"Overall, Option D was considered to be the best performing option. It would allow the Council to deliver a scale of development which satisfies the local needs whilst also providing scope for mitigating the potentially adverse impacts of development."*
- 7.4 At the end of Section 2 the SA provides further detail on the Preferred Approach and states:
- "The Council are seeking to satisfy local development needs by delivering 27ha of employment land and 3,180 dwellings at 212 dwellings per annum. The Council's preferred spatial approach is Spatial Option D (see Appendix D), which seeks to meet the Borough's development requirements whilst protecting the natural and historic environment. Option D seeks to promote balanced housing growth by encouraging development in areas of the Borough that would benefit from regeneration as well as recognising high levels of market demand in the west of the Borough. This Option seeks to maximise use of brownfield land and higher densities on sites in accessible locations."*
- 7.5 The commentary above appears to avoid mention of the fact that the PSLP fails to meet the amount of development which is considered as part of Option D (and indicated to represent the most sustainable through the SA process undertaken). The housing requirement identified in Policy HS1 is nearly 2,000 dwellings less than the figure included within Option D.
- 7.6 It is evident that the SA has therefore been retro-fitted to meet the housing figure which the standard methodology has produced. Consequently the SA has failed to assess the sustainability of not meeting the needs identified in the SHMA and the

impact this will have out-commuting and affordability. Option D is not a true reflection of the strategy adopted in the PSLP. The Council has failed to explain the justification for selecting a growth option which deviates from the findings of the SA.

- 7.7 Furthermore, the appraisal of spatial options within the SA is deficient insofar as these are not considered in isolation. Instead each is tied to a different housing requirement figure. For example, the option of a more equal distribution between Bacup and Rawtenstall (Option A) is considered but only in the context of a housing requirement figure of 3,000 units. Conversely, an option whereby Bacup accommodates more residential development than Rawtenstall is also considered (Option D) but only in the context of an overall housing requirement figure of 5,000 units. This means that the true sustainability of each spatial distribution is not properly understood as there are other variables (namely a variable housing requirement) influencing judgements on the relative sustainability of each.
- 7.8 In this regard, it is noted that Spatial Option D (which includes Bacup accommodating approximately 40% more residential development than Rawtenstall) is deemed to represent the most sustainable option, principally because of the positive score in respect of the 'housing' criteria of the assessment framework (due to it including 5,000 houses rather than Option A for example which includes only 3,000 as per the PSLP). Had the housing requirement aspect of Spatial Option D been combined with the spatial distribution aspect of Option A (which sees Bacup and Rawtenstall accommodating a more equal level of development), this may have scored more favourably than Option D as presented.
- 7.9 As it has transpired, whilst Option D is identified as the most sustainable through the (defective) SA process, the housing requirement component of Option A has effectively been taken forward into the DLP, with the spatial distribution aspect of Option D. This combination of Options A and D has not been tested through the SA and has not been proven to represent a sustainable approach relative to the alternative options.
- 7.10 As a result of the above, it is evident that a deficient SA process has been pursued which does not satisfy the requirements of the Strategic Environmental Assessment (SEA) Directive. Principally the SA process has failed to demonstrate that the PSLP represents the most sustainable approach when considered against reasonable alternatives. It cannot be relied upon in its current form and does not meet the relevant legal and procedural requirements therefore. This deficiency also means that the PSLP's evidence base is also deficient. The PSLP is **unsound as a result in not being justified.**

8. Site specific comments

- 8.1 Peel has a number of land interests in Rossendale which it has promoted for development throughout the progression of the Core Strategy and Local Plan. This has included submission of Development Frameworks in 2013 setting out an analysis of each site and the development potential presented. Subsequent to this Peel provided the Council with further technical information relating to site access/highway impact, flood risk and drainage and landscape impact in respect of each site as part of its representations to the Lives and Landscapes DPD in 2015. In 2017 an analysis of each site's Green Belt contribution, in response to the findings of the Council's 2016 Green Belt Review, was included as part of Peel's representations to the Draft Local Plan in 2017.
- 8.2 The Council has been aware of these development opportunities and Peel's proposals for the site since before the preparation of the Core Strategy. The Development Frameworks and subsequent evidence submitted have demonstrated that each site represents a suitable and sustainable development opportunity, capable of making a positive contribution to meeting Rossendale's needs for high quality family housing, including affordable units, and that through a considered design response, identified constraints can be adequately mitigated. This evidence also demonstrates that none of the sites would give rise to unacceptable impacts in terms of landscape, traffic / transport and flood risk / drainage. Each makes a limited contribution to the Green Belt and the strategic function of the Rossendale Green Belt would not be prejudiced by the release of these modest scale sites.
- 8.3 Updated Development Framework plans are provided as part of these representations at Appendix 2.
- 8.4 The previous sections of this report and the accompanying papers have demonstrated the need for the release of additional land, and an increase in the allocation of land in Rawtenstall and the western parts of the Borough, to meet Rossendale's housing requirements. Exceptional justification for the release of Green Belt land for this purpose exists.
- 8.5 In this context, each of Peel's sites should be released for development. In this regard, the following site specific comments are made:
- **Land at Haslam Farm, Rawtenstall** – this paper has identified a need for the release of additional Green Belt to deliver around 3,000 dwellings over the plan period and for additional development in Rawtenstall to effectively deliver the plan's spatial strategy. This provides strong strategic level justification for the allocation of this site therefore.

The northern part of the Haslam Farm site has previously been proposed as a residential allocation through the Draft Local Plan. The Council's reasons for not carrying this forward are set out in the Housing Topic Paper. The table at Appendix B of this paper presents sites which were proposed for allocation in the Draft Local Plan which are now not proposed for allocation in the PSLP. A

total of 38 sites are listed. The table provides comments on each. In respect of the subject site it simply states the following:

*Stepping stone habitat. Landowner wants expansion to south.
Objection from ELR Ltd. Strong objection from Residents and Friends of
Townsend Fold (petition). Significant underground infrastructure
limiting development. Green Belt*

Nowhere has the Council presented a full assessment of the site nor has it considered whether the potential constraints identified can be overcome. It has taken the decision to 'deallocate' the site without express justification for this.

A number of points are raised in the commentary. In response the plan at Appendix 2 shows how this site could be delivered allowing for an easement requirement to avoid building over the Haweswater Aqueduct which runs beneath the site. This shows that a viable and appropriate development of 155 dwellings can still be achieved on this site.

There are no constraints to the achievement of a suitable site access, as demonstrated through the Updated Development Framework. Notwithstanding this, the plan at Appendix 2 shows that the site benefits from multiple options for achieving an adequate access, with an access of Holme Lane to the north of the site being equally viable and appropriate.

Finally in respect of the Council's reasons for not taking this site forward through the Local Plan, objections from local residents and the opportunity of an adjacent leisure facility does not provide justified reason for discounting the site. The representations of the community and the ELR are relevant but should only be given weight insofar as they raise valid points, relevant to planning. The existence of objections, however significant in number, does not justify the Council's decision and is strongly challenged by Peel.

The full site (both north and south parcels) should therefore be allocated for residential development through the Local Plan with a development capacity of approximately 155 dwellings.

- **Land at Blackburn Road, Edenfield** – the proposed allocation of Peel's land at Blackburn Road, Edenfield (as proposed through Site Allocation H72) is supported. As evidenced through the submitted Development Framework, and associated technical evidence shared with the Council, the site is not affected by any insurmountable constraints and an adequate access into the site off Blackburn Road can be achieved. It occupies a sustainable location in relation to the settlement of Edenfield and makes a very limited contribution to the Rossendale Green Belt. The site can make a contribution to affordable housing also.
- **Land at Burnley Road, Edenfield** - In the context of the need to identify an additional supply of land to deliver around 3,000 additional residential dwellings over the plan period, the allocation of Peel's land at Burnley Road

would represent a sustainable approach to growth. As demonstrated through the submitted Updated Development Framework, and associated technical evidence shared with the Council, the site is not affected by any insurmountable constraints, occupies a sustainable location within the settlement of Edenfield, close to key services and public transport connections, can achieve an acceptable site access arrangement and will not give rise to any significant impacts from a landscape, highways and flood risk/drainage points of view, subject to a careful design approach being pursued. The site can also make a contribution to affordable housing. It should be allocated for development within the Local Plan with a development capacity of approximately 38 dwellings.

- **Land at Kirkhill Avenue/Moorland Rise, Haslingden** – Peel fully supports the proposed allocation of land at Kirkhill Avenue for residential development. However it considers that the allocation should be extended to include the adjacent Moorland Rise site. These sites combine to present a single integrated development opportunity and rounding off of the north eastern part of Haslingden up to the logical settlement boundary provided by Kirkhill Road/Haslingden Old Road.

In the context of the need to identify an additional supply of land to deliver at least a further 3,000 residential dwellings over the plan period, the allocation of the Moorland Rise site would represent a sustainable approach to growth. This would require a modest release of land from the Green Belt and, as demonstrated through the submitted Development Framework, and associated technical material shared with the Council, could be delivered in a manner which avoids material harm to the landscape and via an acceptable access solution. The combined site can also make a contribution to affordable housing. The allocation at Kirkhill Avenue should therefore be extended to include the Moorland Rise site with a combined development capacity of approximately 110 dwellings.

It is noteworthy that the Council has previously deemed the full site to be suitable for development in principle through the proposed allocation of the Moorland Rise site as 'safeguarded land' in the Draft Lives and Landscapes DPD (the previously proposed Part 2 plan to the Core Strategy), alongside the allocation of the Kirkhill Avenue site for development during the plan period.

9. Comments on other policies

SD1: Presumption in favour of sustainable development

- 9.1 Peel welcomes the inclusion of Policy SD1 in the Pre-submission Local Plan, which outlines the Council's overall approach to the determination of planning applications in accordance with NPPF.
- 9.2 However, as presented the detailed wording of Policy SD1 is not consistent with the presumption in favour of sustainable development set out at paragraph 11 of the NPPF. The third paragraph of the policy should be amended as follows:

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission ~~unless material considerations indicate otherwise, taking account whether~~ unless:

a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against policies in the NPPF taken as a whole; or

b) specific policies in the NPPF relating to the protection of areas or assets of particular importance indicate that development should be restricted.

SD2: Urban Boundary and Green Belt

- 9.3 Policy SD2 identifies the sites to be released from the Green Belt to meet development requirements over the plan period. Elsewhere within this representation, Peel has set out its view that additional sites need to be released from the Green Belt to meet the full development needs of the Borough over the plan period and to provide a supply of land (safeguarded) to meet development needs beyond the plan period.
- 9.4 The final paragraph of Policy SD2 states that *'The Council will expect that the design of development on the above sites minimises the impact on "openness" to the satisfaction of the Local Planning Authority.*
- 9.5 Peel strongly objects to the above requirements and does not consider these to be necessary or justified. Paragraph 133 of the NPPF notes that 'openness' and 'permanence' are the essential characteristics of the Green Belt. Once released from the Green Belt, sites will no longer form part of the Green Belt and will not be subject to Green Belt policy controls and restrictions. There is no justification for seeking to minimise the impact of their development on openness, since they will not form part of the Green Belt upon being developed and indeed this would place a significant constraint on the development capacity of these sites, undermining the Local Plan's ability to deliver its development requirements. Other design and landscape policy considerations will apply to these sites which will ensure that the schemes brought forward are appropriate to their setting and context, including their relationship with retained open land in the wider area.

SD3: Planning Obligations

- 9.6 Peel does not object to the principle of Policy SD3, however it should be noted that any requirement for a S106 contribution will need to be based on clear evidence of need, including that there is insufficient capacity within existing infrastructure to accommodate the development, and be compliant with Regulations 122 and 123 of the Community Infrastructure Levy Regulations 2010.

HS6: Affordable Housing

- 9.1 Policy HS6 proposes to apply an affordable requirement of 30% on-site affordable housing on all market housing schemes subject to site and development considerations (such as financial viability).
- 9.2 This approach does not comply with NPPF requirements or Planning Practice Guidance 2018 ('PPG').
- 9.3 The Council's Updated Economic Viability Study (2017) (UVES) shows that the proposed Policy HS6 will not be appropriate to apply to sites in value Zone 1, including Bacup, Stacksteads and Weir, as no affordable housing is viable in these locations. Also, 30% affordable housing provision is not viable in three of the schemes tested within value Zone 2, comprising "*Whitworth and less affluent portions of Rawtenstall*". 30% affordable housing on brownfield sites is also shown to be unviable in all value zones.
- 9.4 As outlined in section 3 of this paper, the portfolio of allocated sites will deliver a very limited level of affordable housing, notwithstanding the aspirations of Policy HS6, due to their spatial distribution and over reliance on land within weak housing market areas.
- 9.5 Affordable housing viability will be reduced further, following appropriate adjustments to modelling in line with representations provided by Peel in respect of the UVES.
- 9.6 NPPF Paragraph 57 states that "*Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable.*"
- 9.7 PPG reinforces the NPPF (2018). PPG is clear that the role for viability assessment is primarily at the plan making stage. Policies introduced to the plan should be realistic and deliverable. PPG paragraph 2 states:

"The role for viability assessment is primarily at the plan making stage. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.

It is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. Drafting of plan policies should be iterative and informed by engagement with developers, landowners, and infrastructure and affordable housing providers.

Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage.”

- 9.8 Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage¹⁷.
- 9.9 The role for viability assessment at the plan making stage is hence to ensure that policies are realistic and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.
- 9.10 Of parallel importance, PPG states in no uncertain terms that the process of developing plan policies that introduce costs to development, and may impact on viability, must be prepared collaboratively via industry engagement.
- 9.11 It is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. Drafting of plan policies should be iterative and informed by engagement with developers, landowners, and infrastructure and affordable housing providers¹⁸.
- 9.12 Turley has received no further engagement since comments were submitted on behalf of Peel in respect of the UEVS following its publication in June 2017.
- 9.13 The Council has referred to the findings of the UEVS without requiring amendments in line with comments received from representors and without appropriate reference to the results produced within the UEVS, which should have directed the Council to the conclusion that a requirement for 30% affordable housing on all new housing developments of 10 or more dwellings is not viable and will impact on the viability and deliverability of schemes in many areas of Rossendale Borough.
- 9.14 The proposed affordable housing policy is regarded as unsound as it will undermine deliverability of the plan.

HS7: Density

- 9.15 Policy HS7 should be amended as follows:

*The density of the development should be in keeping with local areas and ~~have no~~ **should not give rise to significant** detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area.*

*High densities shall be provided, **where possible**, within sustainable locations particularly on sites within defined town centres and locations within 300m of bus stops of key transport corridors.*

¹⁷ MHCLG (2018) PPG – Viability: Paragraph: 002 (Reference ID: 10-002-20180724)

¹⁸ MHCLG (2018) PPG – Viability: Paragraph: 002 (Reference ID: 10-002-20180724)

HS8: Housing Standards

- 9.16 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

HS9: Private Residential Garden Development

- 9.17 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

HS10: Open Space Requirements

- 9.18 The general approach to Policy H10 is supported. However, this indicates that on all schemes of fewer than 100 dwellings, open space provision will be required to be secured via a financial contribution towards off site provision. This policy approach is inflexible. There may be instances where schemes of fewer than 100 dwellings provide opportunities for onsite open space provision, which should not be precluded by the policy.
- 9.19 The second paragraph of the policy should be amended as follows:

*Where there is an identified local deficiency in quantity and/or accessibility to open space, provision will be required. This should be on-site for housing schemes of 100 or more dwellings. **Where it is demonstrated that this is not appropriate, payment of a financial contribution towards off-site provision or improvements to existing open spaces and recreation facilities will be required. Either on site, where appropriate, or a financial contribution towards off site provision will be required in respect of smaller schemes below 100 units.***

HS11: Playing Pitch Requirements

- 9.20 Policy HS11 should be clear that the requirement for a contribution to playing pitch provision is only required where existing provision is insufficient to meet the needs of the development having regard to relevant adopted standards. It should be amended as follows:

*Housing developments of 10 or more new dwellings will be required to pay a financial contribution towards improving existing playing pitches in the Borough where **it is proven that existing provision cannot meet the needs of the development based on locally adopted standards.***

- 9.21 It is noted that a future SPD will be developed to establish the relevant standard, local level needs and the scale of financial contributions required per dwelling.

HS12 to HS20

- 9.22 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

EMP1 to EMP7

- 9.23 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

R1 to R6

- 9.24 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

ENV1: High Quality Development in the Borough

- 9.25 Peel generally supports the intent of Policy ENV1. However Peel does not agree with criterion 'O' of the policy as drafted. This requires major development proposals to be subject to a Development Brief or Design Code. It is unclear what this specifically requires. It is also unclear how the Council would define 'major development proposals' in this context.
- 9.26 Major proposals need to be subject to a clear design framework governing the whole site, but in many cases this can be articulated through a Design and Access Statement which forms part of a planning application. This can then be subject to a planning condition, if appropriate, requiring the component parts of the development to be delivered in accordance with this. The design code/brief can in effect be developed and approved through the development management process.
- 9.27 As such, whilst Peel supports the intent of criterion o, it should be modified to be clear that there is no explicit requirement for a design brief or code to be endorsed or approved by the Council prior to a scheme progressing to a planning application.

ENV2: Heritage Assets

- 9.28 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

ENV3: Landscape character and quality

- 9.29 This policy seeks to 'protect and enhance' the distinctive landscape character of the Borough. It sets out the expectation that development proposals 'conserve and where possible enhance' the natural and built environment.
- 9.30 The landscape character and quality of Rossendale is a key consideration in the determination of planning applications and should inform the design approach to sites. However, it will be necessary for some level of impact on this to be permitted in order for the Local Plan's development requirements to be met. The policy should recognise this. Minimisation of harm and incorporation measures into schemes to achieve this should be supported but impacts cannot be eradicated entirely. The objective of the policy should be to reduce and manage these impacts as much as practicably possible.
- 9.31 The first two paragraphs of the policy should be amended to read as follows:

*The distinctive landscape character of Rossendale, including large scale sweeping moorlands, pastures enclosed by dry stone walls and stone built settlements contained in narrow valleys will be protected and enhanced **where possible***

*The Council will expect development proposals to, **where possible**, conserve and enhance, the natural built environment, its immediate and wider environment and take opportunities for improving the distinctive qualities of the area and the way it functions.*

Policy ENV4: Biodiversity, Geodiversity and Ecological Networks

- 9.32 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy ENV5: Green Infrastructure networks

- 9.33 Policy ENV5 seeks to protect the Borough's 'green infrastructure' from inappropriate development. Green infrastructure is a catch all term applied to a variety of open land in the Borough according to its environmental quality and contribution. The development potential of green infrastructure will vary according to its green infrastructure function and contribution. For example, some such land may be a wildlife corridor for local wildlife but it otherwise not accessible or does not contain and habitats of specific importance.
- 9.34 As drafted, the policy would prevent the development of green infrastructure sites unless either replacement provision is achieved; and the proposal would not have an unacceptable impact on amenity, surface water run off, nature conservation or the integrity of the green infrastructure network.
- 9.35 Peel does not agree that both of these criteria need to be satisfied. If the second criteria is met (essentially that the green infrastructure function and contribution of the site is not undermined through the development proposal) then there should be no requirement to satisfy the first criteria (namely re-provision).
- 9.36 This defect in the policy is rectified by the substitution of 'and' with 'or' between the first and second criteria as listed.

Policy ENV6: Environmental Protection

- 9.37 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy ENV7: Wind Turbines

- 9.38 Peel supports the proposed allocation of the area for commercial wind turbines as shown on the proposals map reflecting the viability and suitability of such provision in this location. However, there are a number of aspects of Policy ENV7 which Peel does not currently support and which it considers to be unsound.

- 9.39 Firstly there is no reasonable justification for supporting only ‘community led’ wind turbines. The suitability of any wind turbine proposals will be judged on their own merits, having regard to the prevailing policy context. It is unreasonable to single out a specific type of operator / owner for special treatment and, in effect excluding other types of operator / owner. This aspect of the policy is unsound.
- 9.40 The repowering of existing turbines may provide a viable and efficient way of creating new renewable energy capacity. Where existing turbines are present, these schemes have clearly been proven to be acceptable in policy and environmental terms in the past. Whilst applications for repowering would need to be considered on their own merits, having regard to the prevailing planning policy and environmental context, such locations are, in principle, suitable for wind turbines. In this context, it is inappropriate to establish a presumption against repowering of existing turbines outside of the defined area, as proposed within Policy ENV7. This would potentially preclude an otherwise acceptable development and an effective and efficient means of delivering an increase in renewable energy capacity from being delivered. The policy is overly onerous and restrictive in this regard.
- 9.41 This is compounded by the policy seemingly providing in principle support for the development of wind turbines up to 25m anywhere in the Borough. This may lead to greater overall environmental harm, in cumulative terms, than supporting, as first principle, the repowering of existing wind turbines.
- 9.42 The second paragraph of the policy should therefore be reworded as follows:

*Areas suitable for commercial wind turbines have been identified on the Policies Map. Single, and exceptionally, small groups of turbines of up to 59m may be suitable in the “Enclosed uplands areas suitable for wind turbines” shown on the policies map. New larger turbines ~~or re-powering of existing ones~~ may be considered on the “High Moorland Plateau Areas Suitable for Wind Turbines” shown on the Policies map provided areas of deep peat (40cm depth) and blanket bog are avoided. Development of new wind turbines over ~~25m in height or re-powering to existing machines~~ outside these areas would be resisted. **The repowering of existing wind turbines will be determined will be supported where it is proven that this will not lead to unacceptable environmental and other impacts.***

- 9.43 The policy outlines that commercial wind farm developments will be supported subject to impacts identified by the local community having been taken into account and fully addressed. Peel does not agree with this criterion in its current form. The views of the local community are important and should be capable of influencing the design and planning process. Requiring a development to take the views of the local community into account is not unreasonable. However, some views of the community may be in conflict with the prevailing evidence developed as part of a planning application (e.g. in relation to noise or visual impact) whilst some matters raised may not be relevant to the planning process. It is unreasonable to expect a developer to ‘address’ all issues raised by the local community in this regard insofar as this could be interpreted as a requirement for the scheme to reflect every requirement and request identified by the community.

- 9.44 This aspect of the policy should be amended to require developers to *‘secure the input of the local community and show how their views have been taken into account in developing the scheme.’*
- 9.45 The policy identifies that the opportunity to ‘screen’ wind turbines will be one consideration in determining the appropriateness of their scale, height and siting. The opportunity to ‘screen’ a wind turbine rarely exists, though steps can often be taken to reduce visual impact through appropriate siting or colouring for example. The reference to ‘screen’ should be removed therefore.
- 9.46 The fourth bullet point of the policy should be amended to reflect that the limited scope for different design interpretations of wind turbines to respond to a site’s physical setting and context. Achieving a wind turbine scheme which can be deemed to be objectively ‘appropriate to its setting’ will often not be possible given the prevailing countryside context in which such developments are typically delivered. Reflecting this, the fourth bullet of the policy should be rewritten as follows:

Reasonable steps are taken to ensure the massing, colour and layout of turbines to respect their setting as far as practicable

- 9.47 The criterion requiring that ‘shadow and reflective flicker impacts on buildings and public rights of way’ should be amended to remove reference to ‘a precautionary approach taken to mitigation’. Conservative assumptions are typically inherent within any impact assessment and associated mitigation strategy to provide an appropriate degree of certainty that a) the impacts represent a worst case scenario and b) that the mitigation measures will be effective. In effect, a precautionary approach is typically taken as standard. This aspect of the criterion should therefore be removed.
- 9.48 The eighth bullet refers to noise impact. Inherent within any noise assessment for a wind turbine scheme is the requirement to consider amplitude modulation. There is no requirement to single this out as a specific aspect of noise to be considered. This should be removed from the policy.
- 9.49 The stipulation that *‘no development is proposed on peat depth of over 40cm’* should be deleted. This is entirely arbitrary and fails to take account of the fact that such development may be small in nature, e.g. road crossing, and can be mitigated elsewhere by restoration and improvement techniques across a far wider area, resulting in more gains than losses.

Policy ENV8: Other forms of Energy generation

- 9.50 Peel supports the generality of Policy ENV8 and suggests that it might also serve as a model for ENV7 which is currently overly prescriptive, having regard to the issues outlined above.
- 9.51 Notwithstanding this, it should be pointed out that a proposal for a gas-based generator using existing gas distribution infrastructure would not be the purview of Lancashire County Council. The policy would benefit from clarification that only those proposals requiring *new* fuel extraction infrastructure would be the responsibility of Lancashire County Council.

Policy ENV9: Surface Water Run-Off, Flood Risk, Sustainable Drainage and Water Quality

9.52 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy ENV10: Trees and Hedgerows

9.53 The retention of trees and hedgerows within development proposals will not always be possible or practical and it is important that policy compliant proposals are able to proceed where this is the case, if justified having regard to the wider benefits of the proposal.

9.54 The bullet points in paragraph 3 of the policy should therefore be amended as follows:

- *Not result in the loss of trees or woodland which are subject to a TPO or which are considered worthy of protection **where possible;***
- *Not give rise to a threat to the continued well-being of retained trees, woodland or hedgerows **where possible;***
- ***Not result in an adverse impact on the** ~~Make a positive contribution to Green Infrastructure where it is within or adjacent to identified Green Infrastructure networks~~ **where possible;** and*
- *Make a positive contribution to biodiversity, **where possible.***

Policy LT1: Protection of playing pitches, existing open space , sport and recreation facilities

9.55 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy LT2: Community Facilities

9.56 Peel does not agree that all of the criteria listed at a to e should be required to be satisfied permit a proposal involving the loss of a community facility to proceed rather only one of these criteria should be required to be met. 'And' should therefore be replaced by 'or' after each criterion as listed.

Policies LT3 to LT6

9.57 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy TR1: Strategic transport

9.58 No comments at this stage though Peel reserves the right to provide comments as part of the Local Plan examination

Policy TR2: Footpaths, cycleways and bridleways

- 9.59 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy TR3: Road schemes and development access

- 9.60 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

Policy TR4: Road schemes and development access

- 9.61 No comments at this stage, though Peel reserves the right to make further comments as part of the Local Plan Examination.

10. Correcting soundness

10.1 The PSLP will be subject to an independent examination into its soundness and legal compliance. The tests of soundness are presented in paragraph 35 of the NPPF. This notes that Local Plans are sound only if they are:

- a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- b) Justified – an appropriate strategy taking into account reasonable alternatives, and based on proportionate evidence;
- c) Effective – deliverable over the plan period and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
- d) Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.

10.2 This representation has outlined a number of critical areas of the PSLP where it does not satisfy the above tests of soundness:

- **The plan is not positively prepared** – it does not seek to meet the proper housing requirements of the plan which should be based on achieving 265 dwellings per year, not 212 as proposed, plus provision of an appropriate flexibility allowance to safeguard against under delivery;
- **The plan is not justified** – the spatial strategy results in an overprovision of planned development in the east of the Borough, particularly Bacup, and an under provision in the west, including Rawtenstall. This is contrary to the prevailing evidence which overwhelmingly demonstrates that Rawtenstall and West Rossendale is the most sustainable location for growth and the most viable location to deliver housing, including affordable housing. The selected spatial strategy has not been proven to represent a sustainable approach compared against reasonable alternatives;
- **The plan is not effective** – the PSLP does not identify a 15 year developable supply of housing land to meet the Borough’s proper housing needs. The housing requirements of the PSLP will not be met therefore.
- **The plan is not consistent with national policy** – it presents a number of fundamental conflicts with the NPPF including:
 - Not being based on a 15 year plan period (paragraph 22);

- Under-estimating the level of housing needed over the plan period; (para 59 and 61);
- Selecting a spatial strategy which will exacerbate the existing and longstanding under provision and under delivery of affordable housing in Rossendale (paragraph 59);
- Not identifying a developable supply of land to meet the numerical housing requirements of the plan, even based on the Council's proposed (inadequate) requirement of 212 dwellings per annum (paragraph 67);
- Failing to direct development to the most sustainable locations (including Rawtenstall and West Rossendale) without express justification (paragraph 103);
- Not being informed by a legally compliant Sustainability Appraisal process (paragraph 32);
- Presenting policies (including in relation to the housing requirement, spatial strategy and distribution of development) which run counter to the prevailing evidence base without justification (paragraph 31);
- Not providing for safeguarded land to meet the development requirements of the Borough beyond the plan period (paragraph 139).

10.3 The PSLP has been informed by a defective Sustainability Appraisal process which does not allow the relative sustainability of the different growth and spatial options to be determined independently. The Sustainability Appraisal does not satisfy the Strategic Environmental Assessment (SEA) Direction and so the plan does not meet relevant legal and procedural requirements.

10.4 A number of steps need to be taken by the Council in progressing the Local Plan and before it is progressed to submission. These can be summarised as follows:

- Extend the plan period to 2036 such that it covers at least a full 15 year period from adoption;
- Adjust the plan's housing requirement to 265 dwellings per year, with a resultant 17 year requirement of 4,505 units to 2036, plus an appropriate flexibility allowance of between 10 and 15% to safeguard against under delivery;
- Redefine the spatial strategy for the Borough (as articulated through Strategic Policy SS) such that Rawtenstall is identified as a 'Strategic Service Centre' in its own tier reflecting its role and importance in the Borough;
- Seek to deliver a higher proportion of the overall housing requirement in Rawtenstall, reflecting its role and status as the most sustainable location for growth and consistent with the Core Strategy, and in the west of the Borough

more generally where development, including affordable housing, is viable, ensuring that the numerical housing requirements of the plan to be achieved;

- Identify and allocate further housing sites to deliver an additional c3,000 homes over the plan period (to 2036) reflecting the extended plan period, the increased annual housing requirement and the realistic developable supply from the sources identified through the PSLP. In this context, Peel’s land holdings at Burnley Road, Edenfield; Moorland Rise, Haslingden; and Haslam Farm, Rawtenstall represent sustainable and developable sites for residential development and should be allocated as such in the Local Plan.
- Allocate safeguarded land (removed from the Green Belt) to contribute to meeting the Borough’s development requirements beyond the plan period and to avoid the need for a further Green Belt review as part of a future review of the plan. This should be based on rolling forward the housing need requirement over a 15 year period and replicating the split between Green Belt and non-Green Belt land in delivering this over plan period. This would require around 19 ha of land to be safeguarded for residential development beyond the plan period if the PSLP housing requirement and supply were taken as read. In reality, the safeguarded land requirement will be significantly higher than this since:
 - a) The proper annual housing requirement is higher than proposed in the PSLP;
 - b) The total proportion of the overall housing requirement to be met through the release of land from the Green Belt is significantly higher than assumed by the Council and expressed through the PSLP due to deficiencies in the developable supply identified through these representations.

Appendix 1: East Lancashire Bus Network Plan

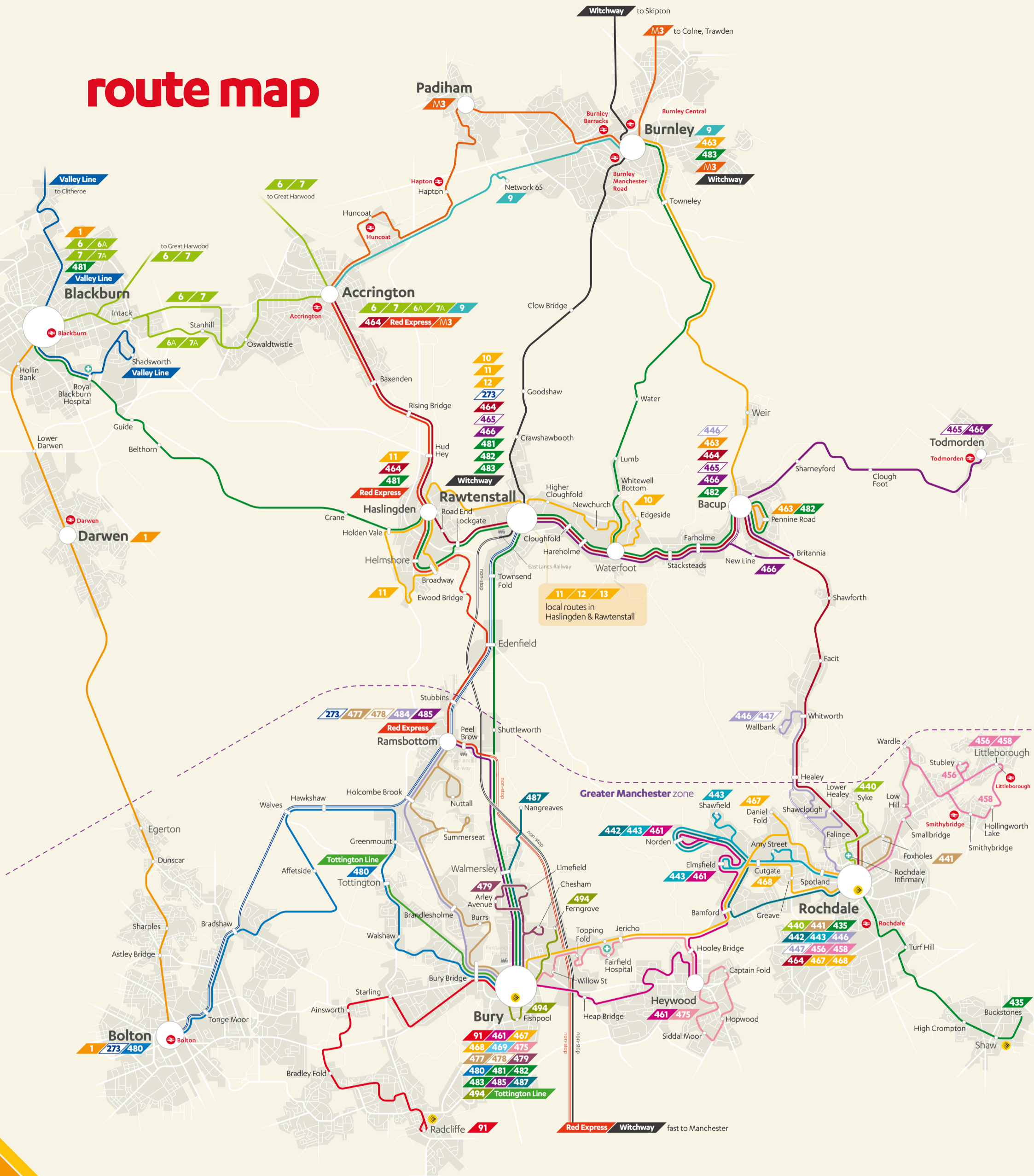
Appendix 2: **Updated Development Framework
plans relating to Peel’s landholdings**

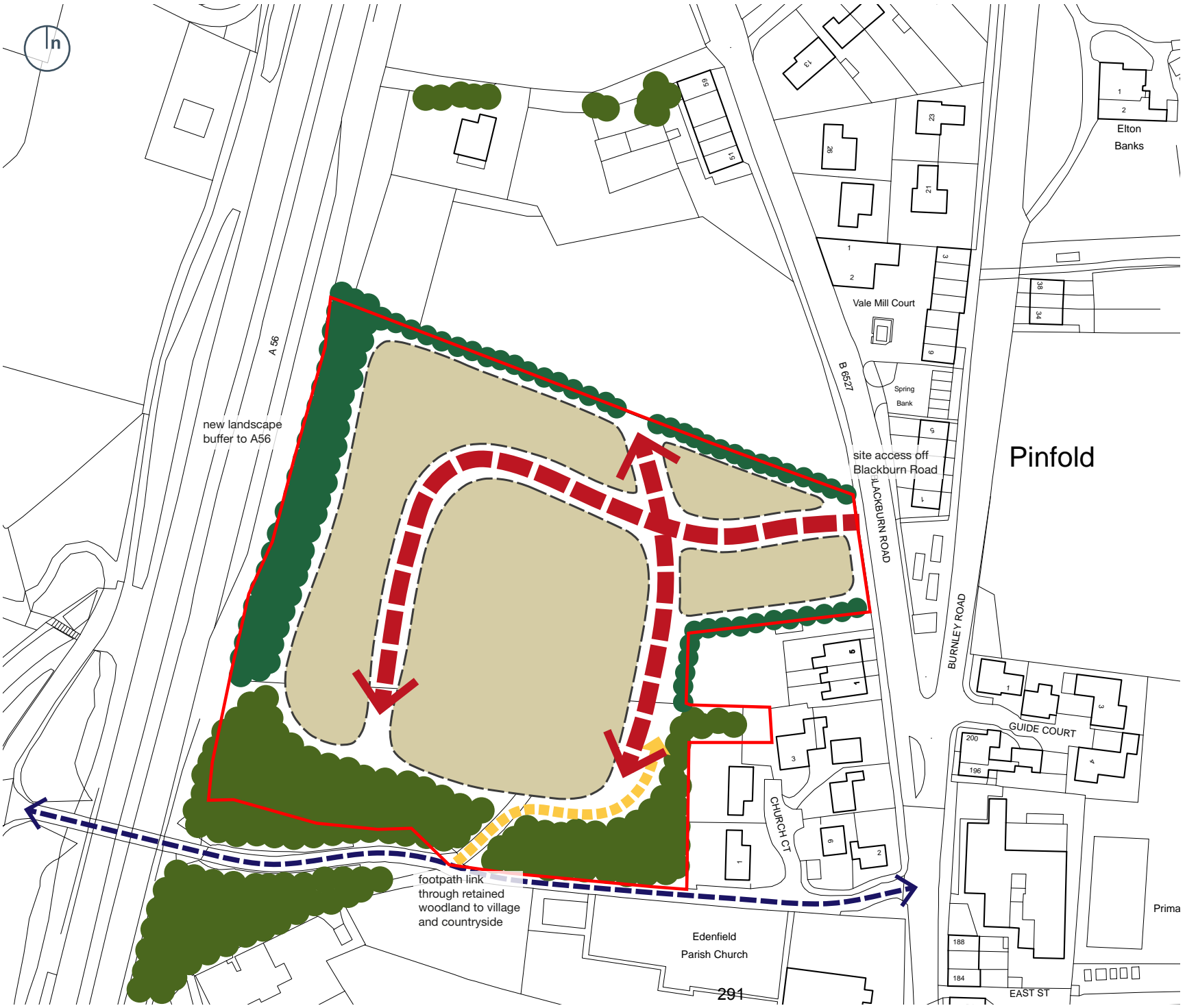
Turley Office

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Turley

route map





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- KEY**
- Site boundary
 - Residential development
 - Access
 - Existing footpath
 - Footpath link
 - Existing trees
 - Proposed trees

CLIENT:
 Peel Holdings

PROJECT:
 Blackburn Road, Edenfield

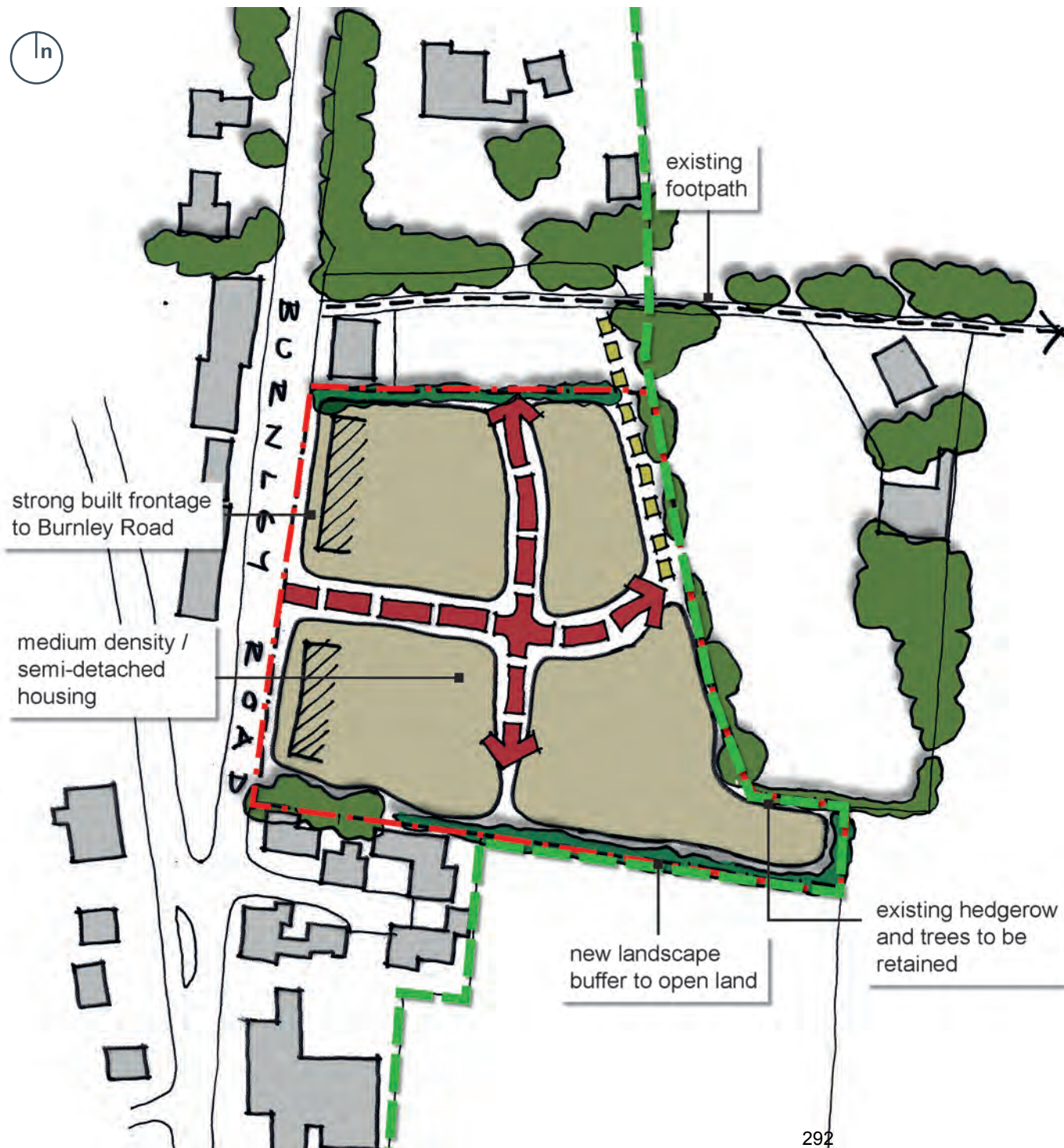
DRAWING:
 Development Framework Plan

PROJECT NUMBER:
 PEEM2067

DRAWING NUMBER: PEEM2067_3003
CHECKED BY:

REVISION: 00
STATUS: Draft

DATE: October 2018
SCALE: not to scale @ A4



KEY

- Site boundary
- Development parcels (site)
- Development parcels (outside site)
- Access
- Footpath link
- Existing landscaping
- Proposed landscaping
- POS
- Revised Green Belt boundary
- Frontage to Burnley Road

right of Turley

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CLIENT:
Peel Holdings

PROJECT:
Burnley Road, Edenfield

DRAWING:
Development Framework Plan

PROJECT NUMBER:
PEEM2067

DRAWING NUMBER: PEEM2067_3005
CHECKED BY:

REVISION: 00
STATUS: Draft

DATE: October 2018
SCALE: not to scale @ A4



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KEY

- Site boundary
- Residential development
- Residential development (outside ownership)
- Access
- Footpath link
- Existing trees
- Proposed trees
- POS
- Revised Green Belt boundary
- Water main and easement

development blocks to front main route through the site

side elevations to railway / industrial uses

new landscape buffer to adjacent uses and railway

potential vehicular and pedestrian access from Holme Lane

potential vehicular and pedestrian access from Bury Road

potential emergency access

potential footpath access into site providing links to bus route

potential site access from Bury Road

strengthen planting along revised Green Belt boundary

CLIENT:
Peel Holdings

PROJECT:
Haslam Farm, Rossendale

DRAWING:
Development Framework Plan

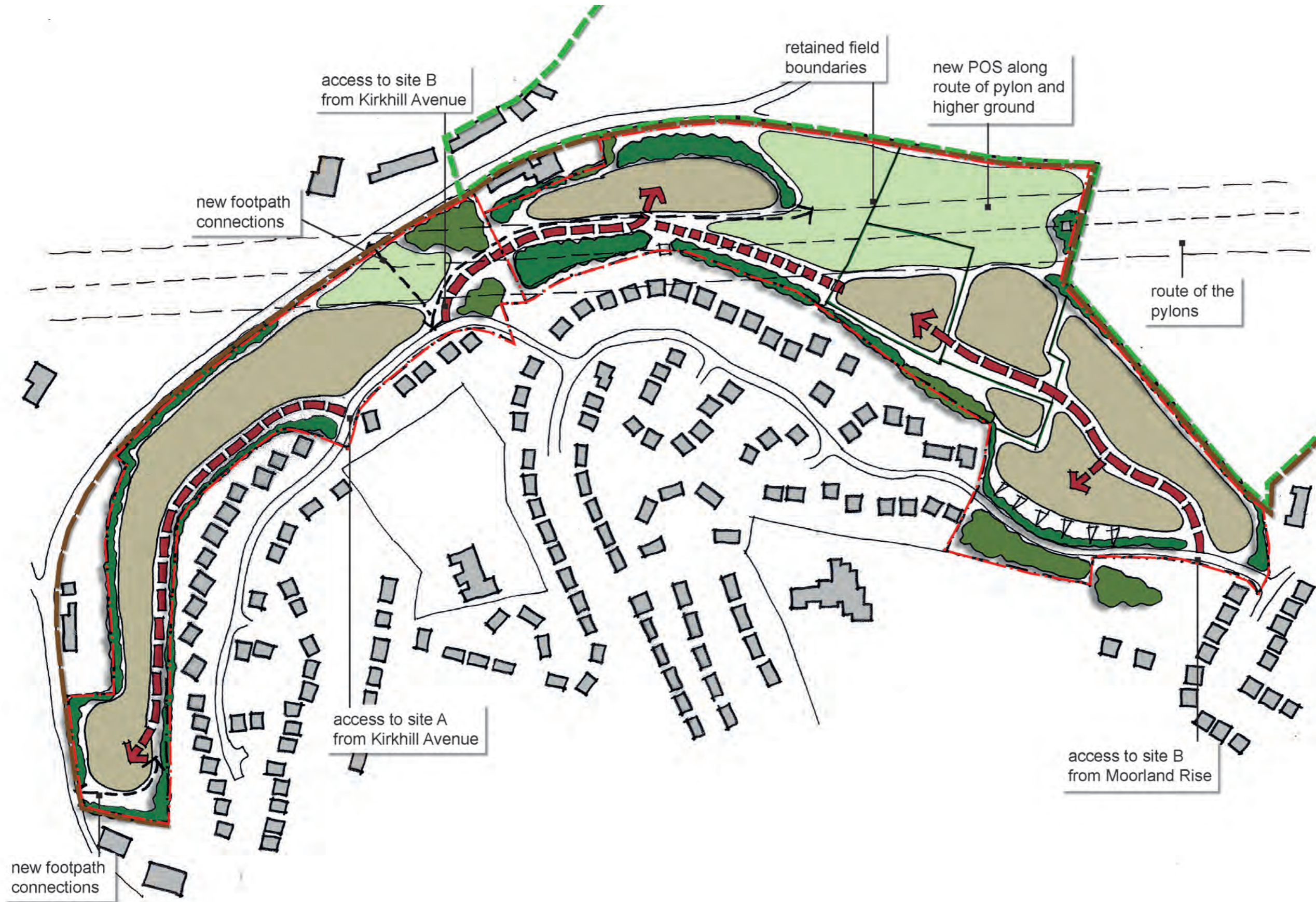
PROJECT NUMBER:
PEEM2067

DRAWING NUMBER: PEEM2067_3001
CHECKED BY:

REVISION: 03
STATUS: Draft

DATE: October 2018
SCALE: not to scale





- KEY**
- Site boundary
 - Development parcels (site)
 - Access
 - Existing landscaping
 - Proposed landscaping
 - POS
 - Revised Green Belt boundary
 - Proposed Urban boundary

CLIENT:
Peel Holdings

PROJECT:
Land at Kirkhill Avenue & Moorland Rise, Haslingden

DRAWING:
Development Framework Plan

PROJECT NUMBER:
PEEM2067

DRAWING NUMBER: PEEM2067_3004 **CHECKED BY:**

REVISION: 00 **STATUS:** Draft

DATE: October 2018 **SCALE:** not to scale @ A3

**Rossendale Draft Local Plan: Pre-Submission
Publication Version**
Representations by The Peel Group

Paper 2: Assessment of Housing Needs

October 2018

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Client

Peel Holdings Land & Property Ltd

Our reference

PEEM2067

October 2018

1. Introduction

- 1.1 This technical report has been prepared by Turley to support representations submitted on behalf of our client Peel Holdings (Land & Property) Limited (hereafter “Peel”) to the Pre-Submission Publication Version of the Rossendale Draft Local Plan¹ (PSLP).
- 1.2 The report provides an assessment of the proposed housing policies within the PSLP in the context of the revised National Planning Policy Framework² (NPPF), and related Planning Practice Guidance (PPG) on housing need assessment.
- 1.3 The PSLP proposes the delivery of 212 dwellings per annum (dpa) over the period from 2019 to 2034. The PSLP claims that this level of provision will accommodate the ‘*minimum*’ need for housing determined through the standard method. The figure is drawn from consultation material released by the Ministry of Housing, Communities and Local Government (MHCLG) in September 2017, and is not reflective of an up-to-date application of the methodology.
- 1.4 The NPPF requires plan-makers to take account of the latest calculation of minimum needs following the standard method, up to the point at which Local Plans are submitted. It is therefore important to acknowledge that this ‘*minimum*’ figure will be subject to change through the subsequent stages of the development of Rossendale’s Local Plan. This report specifically considers the implications of the publication of the 2016-based household projections, but also recognises that the Government has confirmed its intention to consult on revisions to the standard method. This provides a high degree of uncertainty as to the starting point for determining the appropriate level of housing for which the Plan must make provision.
- 1.5 Outside of changes to the output of the standard method, it is of equal importance – as recognised in the NPPF – that the Council acknowledges that the output of the standard method should only be used to inform the housing requirement within its Plan³. It is not a cap but a minimum figure from which the Plan should ensure that other local policy objectives can be supported and that it contributes to the Government’s stated objective of achieving sustainable development and significantly boosting the supply of homes⁴.
- 1.6 The updated PPG – published since the PSLP was released, and not taken into account by the Council – is explicit in confirming that the standard method ‘*does not produce a housing requirement*’⁵. It further states that any such output from the method should be considered in the context of:

¹ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version

² MHCLG (2018) National Planning Policy Framework

³ *Ibid*, paragraph 60

⁴ *Ibid*, paragraph 59

⁵ PPG Reference ID 2a-002-20180913

- Previous delivery levels, which – if higher than the ‘*minimum need*’ identified through the method – could be ‘*indicative of greater housing need*’⁶; and
- Recent assessments of need, including those produced within a Strategic Housing Market Assessment (SHMA). It states that ‘*an assessment of lower need should be justified*’ where earlier assessments ‘*suggest higher levels of need*’ than implied by plan-makers⁷.

1.7 In this context, this report considers the extent to which the emerging housing policies can be judged as being sound against the tests set through the NPPF⁸. This includes detailed consideration of:

- The national policy context within which the Local Plan is being prepared (**section 2**);
- The minimum need for housing in Rossendale, based on an up-to-date application of the standard method, consideration of recent assessments of housing need and an appreciation of historic rates of delivery (**section 3**);
- The Council’s ambitions to secure economic growth in Rossendale, and the economic implications of its proposed level of housing provision. This recognises that housing is a fundamental part of the infrastructure needed to support economic growth in the borough (**section 4**);
- The adverse economic and social consequences likely to arise from the housing requirement proposed in the PSLP, affecting communities and businesses in Rossendale (**section 5**);
- The type of homes that need to be planned for in Rossendale (**section 6**); and
- The implications for the ongoing development of a sound Local Plan for Rossendale (**section 7**).

⁶ PPG Reference ID 2a-010-20180913

⁷ *Ibid*

⁸ MHCLG (2018) National Planning Policy Framework, paragraph 35

2. National Policy Context

- 2.1 The publication of the revised NPPF represents an important change in the policy context for the preparation of the Rossendale Local Plan.
- 2.2 The NPPF retains at its core the Government's commitment to ensuring that the planning system achieves the parallel objectives of delivering the homes that are needed, supporting the ongoing development of a strong, responsive and competitive economy, making effective use of land and protecting and enhancing the natural environment⁹.
- 2.3 This recognises the role of the NPPF in supporting the Government's plan '*Building a country that works for everyone*'¹⁰, which establishes a clear set of objectives and actions to tackle the challenges facing the country. This includes the objectives to:
- **Build the homes people need**, with the Government expressing a target of delivering 300,000 homes per year by the mid-2020s; and
 - **Make the economy work for everyone**, including through measures set out in the Industrial Strategy.

Building a strong, competitive economy

- 2.4 The Government is cognisant of the risks facing the national economy in the context of a time of comparative sustained weak growth and economic uncertainty. Government has anticipated this by publishing its Industrial Strategy and by expressing its financial support for initiatives like the Northern Powerhouse and Midlands Engine. The Northern Powerhouse Independent Economic Review (NPIER) highlighted the important relationship between attracting and retaining a skilled population in the North, demonstrating that population growth beyond '*business as usual*' will be required to achieve '*transformational*' growth in the North.
- 2.5 Section 6 of the NPPF is entitled '*Building a strong, competitive economy*' and articulates how planning must '*help create the conditions in which businesses can invest, expand and adapt*'¹¹.
- 2.6 At paragraph 80, the Government is clear to stress that in plan-making and decision taking the '*approach taken should allow each area to **build on its strengths, counter any weaknesses and address the challenges of the future***' (emphasis added).
- 2.7 In the context of plan-making and the development of responsive planning policies, paragraph 81 confirms the importance of establishing a clear economic vision and strategy supported by the establishment of criteria for local and inward investment to match the strategy and meet anticipated needs. Importantly this recognises the need to '*address potential barriers to investment, such as inadequate infrastructure, services*

⁹ MHCLG (2018) National Planning Policy Framework, paragraph 8

¹⁰ <https://www.gov.uk/government/collections/a-country-that-works-for-everyone-the-governments-plan>

¹¹ MHCLG (2018) National Planning Policy Framework, paragraph 80

or housing' (emphasis added), whilst being *'flexible enough to accommodate needs not anticipated in the plan... and to enable a rapid response to changes in economic circumstances'*.

2.8 The NPPF retains a clear recognition of the importance of ensuring that planning policies are mutually supportive in their economic and social (including housing) objectives. This is consistent with the updated PPG, which confirms that the Government is *'supportive of ambitious authorities who want to plan for growth'* by surpassing any *'minimum starting point'* derived from the standard method¹². This is necessary to achieve the Government's target of delivering 300,000 homes per annum.

2.9 This also acknowledges that the standard method *'does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour'*¹³. As a result, the PPG is clear in stating that:

*"Where additional growth above historic trends is likely or is planned to occur over the plan period, an appropriate uplift may be considered"*¹⁴

2.10 The PPG does not seek to provide an exhaustive list of the circumstances in which such an uplift is appropriate, but indicates that this could be pursued where:

- Growth strategies are in place, particularly where they *'identify that additional housing above historic trends is needed to support growth'* or funding is in place to promote and facilitate growth¹⁵; or
- Strategic infrastructure improvements are planned that would support new homes.

Significantly boosting the supply of homes – going beyond a *'minimum'*

2.11 In setting out the policy framework to realise the *'Government's objective of significantly boosting the supply of homes'*, the NPPF is clear to stress the importance of ensuring that plan-making delivers a *'sufficient amount and variety of land'*¹⁶.

2.12 To these ends, paragraph 60 states that strategic policies on housing should be informed by the outcome of the standard method within the context of a local housing need assessment in determining the **minimum** number of homes needed. This clearly does not prohibit authorities from planning for levels of housing which exceed this *'minimum'* benchmark, as highlighted previously in this report.

2.13 Indeed, the Government has been clear to articulate its expectation that authorities do just that, acknowledging that the output of the standard method will not in isolation

¹² PPG Reference ID 2a-010-20180913

¹³ *Ibid*

¹⁴ *Ibid*

¹⁵ *Ibid*

¹⁶ MHCLG (2018) National Planning Policy Framework, paragraph 59

deliver the 300,000 homes it has confirmed as being needed annually by the mid-2020s to avert the current housing crisis. The Housing Minister recently confirmed that:

*“The standard method is intended to provide what we believe is a realistic starting point for assessing the number of homes needed for each area. ...that is not a target. That is your starting point... It relies on past trends, so does not account for changing circumstances, for example new infrastructure. **Where growth is expected beyond historic trends authorities are encouraged to establish higher lead figures.** ...All we are saying is that it is a methodology. It is a starting point for councils to use as part of their need and supply policies”¹⁷ (emphasis added)*

- 2.14 In responding to a question which directly challenged the limitations of the methodology – with regards to a concern that there will be a ‘battle’ at Local Plan examinations in the North, when variant housing requirement figures are justified and intended to reflect the aspirations of northern areas – the Housing Minister was clear to respond that:

*“I very firmly hear that aspiration and that intent. That is something I certainly do not want to discourage at all. I would underline that the methodology is based on historic trends, which simply show more growth in the south than the north. **I would underline that the standard method is a minimum, not a maximum, and there is absolutely nothing to stop local authorities planning for growth. ...Authorities can certainly plan for growth in their numbers and their ambition, and that is something I firmly encourage**”¹⁸*

- 2.15 Paragraph 60 of the NPPF provides this flexibility to plan for provision above the ‘minimum’ starting point, confirming that an alternative approach can be used to derive an alternative ‘minimum’ where this is justified by exceptional circumstances. As highlighted earlier, this is further articulated within the PPG which describes the Government’s commitment to ‘ensuring more homes are built’ and its support for ‘ambitious authorities who want to plan for growth’¹⁹. There is no policy constraint on planning for a level of housing provision in excess of the minimum figure calculated, with any such uplift to be considered ‘prior to and separate from considering how much of this need can be accommodated in a housing requirement figure’²⁰.

- 2.16 This is further reinforced in the definition of ‘local housing need’ provided within the NPPF’s glossary, which confirms that justified alternative approaches are allowed in the determination of the number of homes needed.

Implications

- 2.17 In the context of the evidence compiled in the following sections of this report and the economic objectives articulated by the Council, it is clear that the NPPF and the

¹⁷ Housing, Communities and Local Government Committee oral evidence: MHCLG priorities for the Secretary of State, HC 1036 (9 July 2018) – Rt Hon James Brokenshire MP, Secretary of State, Ministry of Housing response to Question 32

¹⁸ *Ibid* - Response to Questions 35 and 36

¹⁹ PPG Reference ID 2a-010-20180913

²⁰ *Ibid*

updated PPG clearly support plan-led approaches to accommodating a more positive position, which recognise the need for higher than minimum housing growth. This will be critical in ensuring that Rossendale does not constrain the future potential of its economy or lead to a more unsustainable future for its current and future communities.

- 2.18 A failure to provide the homes needed to support planned and anticipated investment will have significant implications, both in terms of posing a risk that the local economy and businesses are constrained in their growth or that there are adverse consequences with regards to the sustainability of growth including further pressure and an overheating of the local housing market.

3. Establishing the Minimum Need for Housing in Rossendale

3.1 As set out in section 2, the NPPF requires local planning authorities to calculate the ‘*minimum*’ need for housing. Authorities are encouraged to inform their assessment through the use of the standard method, or provide justification for an alternative approach. Consideration should also be given to whether previous delivery levels or earlier assessments indicate a higher need than implied by the standard method. Each of these factors is considered in this section.

Application of the Standard Method

3.2 Applying the standard method based on the datasets currently available suggests a ‘*minimum*’ need for 187 homes per annum in Rossendale²¹. This implies a lower ‘*minimum*’ need than that referenced in the PSLP (212dpa) which as noted in section 1 was based on the indicative figures published by the Government in September 2017.

3.3 As illustrated in the table below, this is principally caused by the reduction in the demographic baseline for the calculation, following the release of the 2016-based household projections on 20 September. This offsets the effect of a larger adjustment to take account of affordability, given that the median affordability ratio in Rossendale is now 5% higher than was the case last year.

Table 3.1: Outcome of Standard Method

	September 2017	September 2018	Change
Demographic baseline ²²	187	162	-13%
Affordability ratio	6.14	6.44	+5%
Affordability adjustment	13.375%	15.25%	+14%
Minimum housing need	212	187	-12%

Source: ONS; Turley analysis

3.4 As set out in the introduction to this report, the Government raised its concern in July 2018 that the integration of the 2016-based household projections would cause a ‘*significant reduction*’ in the minimum need figures derived through the method²³. It acknowledged that this conflicts with the fundamental purpose of reforms such as the standard method, which ‘*should lead to more homes being built*’²⁴. These concerns were merited, given that the standard method now illogically suggests a need for fewer

²¹ This is based on the projected annual formation of 162 households between 2018 and 2028 using the 2016-based household projections, with an adjustment of 15.25% based on the 2017 median affordability ratio (6.44)

²² MHCLG calculated the demographic baseline over the decade from 2016 to 2026, but has since confirmed through the PPG that the method should set the baseline over a ten year period from the current year

²³ MHCLG (2018) ‘Government response to the draft revised National Planning Policy Framework consultation: a summary of consultation responses and the Government’s view on the way forward’, p26 – 27

²⁴ *Ibid*

homes in England than were delivered last year²⁵. This casts serious doubt around the validity of the standard method in its current form, and the Government is expected to imminently consult on a revised approach that will be implemented from early 2019.

- 3.5 Aside from this uncertainty, the updates to the PPG make clear that the standard method should not be the only determinant of housing need. It is explicitly a '*starting point*', and there are circumstances where uplifts should be applied to reflect the likelihood of higher needs in future²⁶. Previous delivery levels and recent assessments of need are two such factors which should be considered, and are explored further below.

Previous delivery levels

- 3.6 The updated PPG states that:

*"Where previous delivery has exceeded the minimum need identified it should be considered whether the level of delivery is indicative of greater housing need"*²⁷

- 3.7 The Council's SHMA highlights that:

*"Dwelling completions in Rossendale over the past decade have fluctuated significantly and have been impacted by the recession. Annual completions collapsed from 222 (net) new dwellings in 2007/08, to just 54 (net) new dwellings in 2008/09, at the height of the recession"*²⁸

- 3.8 The above can be brought up to date by incorporating recently published monitoring data²⁹. This suggests that an average of 164 dwellings per annum have been completed in Rossendale since 2004, albeit any such average is clearly influenced by the demonstrable impact of the recession and potentially the limitations of the land identified through the local planning process to date.
- 3.9 Indeed, the historic provision of 164 dwellings per annum on average since 2003 is some 26% lower than the now-revoked regional requirement (222dpa) and 34% lower than the requirement adopted in the Core Strategy (247dpa). Only once has delivery reached even the lower estimate of housing need concluded in the Council's SHMA (265 – 335dpa), with historic provision on average some 38% below the lower end of this range.
- 3.10 When years with lower delivery are omitted and a midpoint is taken, however – through the calculation of an upper quartile – delivery of 217 homes per annum has been achieved in Rossendale during these stronger years.

²⁵ The standard method as currently drafted suggests a national need for around 210,000 homes per annum, which falls below the 217,345 homes completed in 2016/17

²⁶ PPG Reference ID 2a-010-20180913

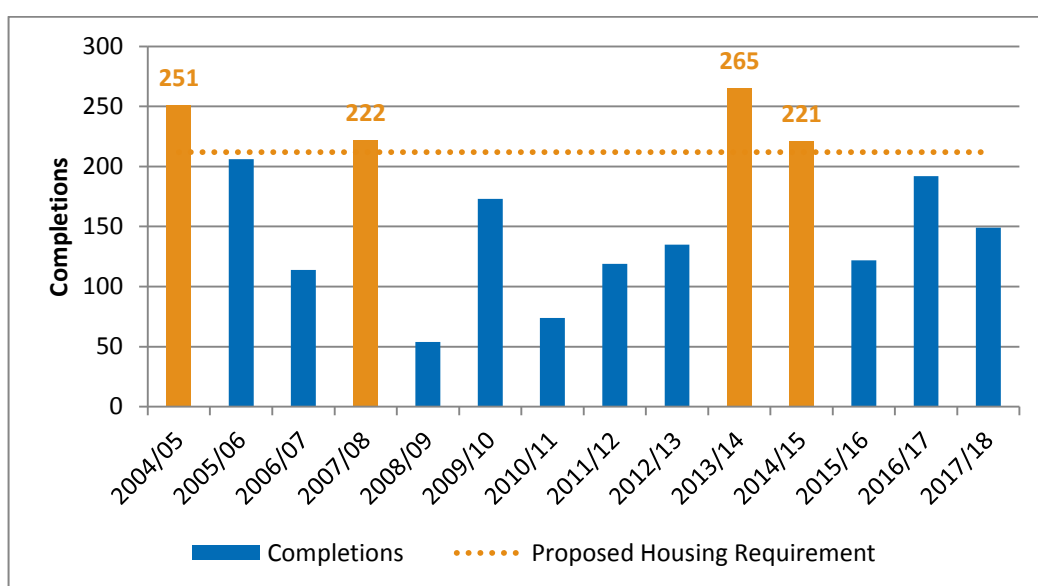
²⁷ PPG Reference ID 2a-010-20180913

²⁸ Lichfields (December 2016) Rossendale Strategic Housing Market Assessment, paragraph 4.41

²⁹ Rossendale Borough Council (2017) Authority Monitoring Report 2014/2015, 2015/2016 & 2016/2017; Rossendale Borough Council (2018) Housing Topic Paper

- 3.11 The Council’s proposed requirement for 212 dwellings per annum is annually circa 29% higher than the historic average, reflecting an issue of cumulative under-delivery as noted above, but falls below this calculated upper quartile.
- 3.12 It is also important to note – and illustrated below – that higher levels of delivery than implied under the standard method and then proposed through the PSLP have been achieved in the borough in individual years. This evidently includes two years since the recession, with development in 2013/14 peaking at a level some 25% higher than proposed in the PSLP. The Council previously welcomed this acceleration in housing provision, and envisaged such a rate of development being sustained to ‘*satisfy and take advantage of the demand that has built-up*’³⁰.

Figure 3.1: Considering Minimum Need in the Context of Previous Delivery Levels



Source: Rossendale Borough Council

- 3.13 Furthermore, the rate of development in Rossendale has exceeded the annual need for 187 homes now suggested by the standard method on six occasions, by as much as 42% in 2013/14. In accordance with the PPG, there is therefore clear evidence of ‘*greater housing need*’ than implied by the ‘*minimum*’ figures calculated through the standard method.
- 3.14 Both the standard method and the requirement proposed in the PSLP would represent a regression from levels of housing delivery which have been achieved in a number of individual years recently. This is not the Government’s intended outcome with the standard method part of a range of planning changes aimed at boosting supply to address the national housing crisis.

³⁰ Rossendale Borough Council (2014) Authority Monitoring Report 2013/14, p26

Recent assessments of need

- 3.15 The PPG states that a higher figure than implied by the standard method should be considered where previous assessments – such as those contained in SHMAs – ‘*suggest higher levels of need*’³¹. In such circumstances, ‘*an assessment of lower need should be justified*’³².
- 3.16 A comprehensive SHMA for Rossendale – containing over 200 pages of evidence and research – was produced less than two years ago, in December 2016. This was specifically commissioned by the Council and published to inform the development of its Local Plan. It assessed the full need for housing in Rossendale based on the stepped methodology prescribed at the time by the relevant PPG.
- 3.17 The SHMA concluded that between **265 and 335 dwellings per annum** will be needed in Rossendale over its assessment period (2014 – 2034). The following table summarises how this conclusion was reached, by replicating Table E.1.1 of the SHMA.

Table 3.2: Conclusions of Rossendale SHMA (2014 – 2034)

	Dwellings per annum 2014 – 2034	Adjustment from previous stage	Uplift from ‘starting point’
Demographic ‘starting point’	183	–	–
Adjustments to demographic-led needs	220	+37	+20%
Uplift for market signals (10%)	242	+22	+32%
Employment-led needs	269 – 335	+86 – 152	+47 – 83%
Affordable housing needs ³³ (10%)	266 – 335	+83 – 152	+45 – 83%
Objectively assessed need	265 – 335	+82 – 152	+45 – 83%

Source: Lichfields, 2016

- 3.18 In the tests established through the PPG, this recent assessment indicates a need for at least 25% more homes in Rossendale than the proposed requirement derived by the Council through the standard method, or some 58% higher at the upper end of its concluded range. While it is recognised that this element of the PPG was added during the ongoing consultation, the Council evidently has not presented any justification for its claimed lower need or its dismissal of earlier published evidence as guidance now requires.
- 3.19 In contrast, the SHMA is clear in establishing and justifying the full scale of concluded need, identifying that:

³¹ PPG Reference ID 2a-010-20180913

³² *Ibid*

³³ 10% uplift applied to need implied by demographic projections (266dpa) to establish lower end of OAN range

- A continuation of long-term migration trends in Rossendale would generate a need for **220 dwellings per annum**, when a recovery in younger household formation rates is assumed;
- The '*very high need for affordable housing*' in Rossendale justifies an uplift in housing provision, with a further 10% increase from the uplifted demographic projection (242dpa) advocated as a minimum to suggest that over **266 dwellings per annum** would be required to support the delivery of much-needed affordable housing;
- A minimum of **269 dwellings per annum** will be needed in Rossendale to support even modest employment growth of 90 jobs per annum, based on forecasts produced by Experian; and
- Supporting the 3% net job growth targeted every five years by the adopted Core Strategy would require a labour force that generates a need for **335 dwellings per annum** in Rossendale.

3.20 The SHMA also considered factors that the Council would need to consider in translating the OAN into a future housing requirement. The following were identified as being important for the Council to take into account:

- The need to support an appropriate level of economic growth;
- The need to provide for a better balance between jobs and population to reduce the need to travel;
- The need for affordable and specialist housing; and
- The ability of the borough's housing market to support new housing delivery.

3.21 The PSLP does not address any of these considerations in proposing its housing requirement.

Summary and implications

3.22 The NPPF requires local planning authorities to calculate the '*minimum*' need for housing. The standard method provides a starting point, but consideration should also be given to previous delivery levels and earlier assessments where they are indicative of higher needs.

3.23 The requirement proposed in the PSLP (212dpa) is based purely on the application of the standard method, despite updates to its underlying datasets meaning that a need for 187 homes per annum is now implied. This is principally due to a reduction in the demographic baseline following the release of the 2016-based household projections. However, the Government has clearly indicated that such reductions conflict with its aim of building more homes, and is expected to imminently consult on a revised approach that will be implemented from early 2019. This casts serious doubt around the validity of the standard method in its current form.

3.24 Aside from this uncertainty, recent updates to the PPG reaffirm that the standard method should be used only to provide a *'starting point'*. It specifies other factors which should be considered, and in this regard it is notable that:

- Previous delivery in Rossendale has in six years out of the last fourteen exceeded the level now implied by the standard method. Levels of delivery have in a number of individual years also exceeded that proposed in the PSLP based on an earlier application of the method. This includes higher rates of delivery during two years since the recession, which the Council welcomed and expected to be sustained by local market demand; and
- A comprehensive and recently published SHMA identifies a need for between 265 and 335 dwellings per annum in Rossendale, based on the stepped methodology prescribed at the time. This indicates that there is an evidence-based assessment of need for at least 25% more homes than proposed by the Council, or than suggested by the method. In such circumstances, the PPG requires justification for claims of lower need, which has not been provided by the Council.

3.25 The above clearly indicate a greater need for housing in Rossendale than implied by the standard method, either now or when previously applied by the Council in deriving its proposed requirement. Departure from the conclusions of evidence commissioned less than two years ago has not been justified. This is despite the availability of evidence – introduced in the following sections – which reinforces these conclusions and reaffirms the importance of planning for a more reasonable level of provision, to ensure that wider policy objectives are supported and the needs of all parts of the community are met. As such, the requirement proposed in the PSLP is unsound.

4. Supporting Rossendale's Economy

- 4.1 As introduced in section 2, the NPPF requires authorities to set out positive and proactive strategies which encourage sustainable economic growth, while seeking to address potential barriers to investment. Inadequate housing is identified as one such potential barrier at paragraph 81.
- 4.2 The PSLP states that *'the Council is not pursuing a higher figure based on 'economic uplift''*³⁴. It is clear, however, that employment features amongst the key issues to be addressed through the Local Plan's strategy³⁵. This reflects the Council's identification of *'a shortage of available, flat land with good access'* in those areas where businesses wish to locate – particularly close to the A56 corridor – and the fact that existing businesses are frequently located on constrained sites³⁶. This forms part of the justification for the proposed allocation of new employment land. It also underpins the Council's commitment to *'developing new and existing economic and commercial opportunities in the borough'*, expressed through its Corporate Strategy³⁷.
- 4.3 This section considers the scale of housing provision that is likely to be needed to support Rossendale's economy, taking account of its defining local characteristics and its prospects for future employment growth. The extent to which the Council's proposed housing requirement may constrain this economic growth is also considered, alongside consideration of its ambitions to more effectively retain labour by reducing out-commuting.
- 4.4 Reference is made throughout to documents published by the Council, although it is noted that an Employment Topic Paper has not been made available within the consultation period. This is despite clear reference to such a document being *'made available soon'* on the Council's website. Peel reserves the right to comment on the contents of this Topic Paper following its release.

An overview of Rossendale's economy

- 4.5 The Employment Land Review (ELR) commissioned by the Council and completed in February 2017 provides valuable economic context on Rossendale:

"Rossendale's economic context is reflective of its industrial past. The borough has witnessed slower economic growth over the last 30 years compared to the rest of the country and region. This has been driven by a decline in traditional local industries such as textiles, clothing and footwear. Consequently, some of the former mill buildings are underutilised, and due to the borough's topography there are difficulties in finding suitable sites for employment uses. This also presents growth opportunities for the borough though. Many of the mill buildings have potential to be renovated for

³⁴ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p18

³⁵ Rossendale Borough Council (August 2018) Rossendale Local Plan Strategy Topic Paper, p4

³⁶ *Ibid*, p4

³⁷ <https://spark.adobe.com/page/bIKQIEokWBOoj/>

*employment or housing uses. Targeted regeneration of key sites could act as a catalyst for wider growth over the coming plan period*³⁸

- 4.6 The ELR summarises strengths, weaknesses, opportunities and threats relating to Rossendale's economy:
- **Strengths** include the borough's relatively strong representation of manufacturing businesses, its lower business death rate, the qualifications of its workforce and the number of people working in managerial or professional occupations. The lower earnings of those working in the borough were viewed as attractive to businesses, and its proximity to key growth areas such as Manchester, Leeds and Liverpool was also highlighted;
 - A '*restructuring*' of Rossendale's economy which has led to employment decline is identified as a **weakness**, alongside the relatively low earnings of residents in those more deprived parts of the borough in particular. An underrepresentation of more productive service sectors amongst the employment and business base is also highlighted, which has led to employers favouring other types of employment space over offices. Some premises are identified as being of insufficient quality for modern businesses;
 - **Opportunities** include prospective growth in the service sector, highlighted in employment forecasts. There is identified scope to regenerate former mill buildings to catalyse economic growth, and evidence that the '*more prosperous areas in the west of the borough*' are driving demand for employment space. The dominance of smaller businesses in the borough also leads to more '*flexible*' space requirements than would be the case with larger businesses; and
 - **Threats** include the low start-up rates of businesses, which could lead to a slow uptake of new employment space and regeneration opportunities. Some key local businesses were found to occupy sites which do not meet their needs, which is exacerbated by the short supply of fit-for-purpose industrial premises and perceived oversupply of office space. The topography and flood constraints also threaten the amount of land available for businesses. The relatively slow rate of employment growth forecast relative to the wider North West and UK is also seen as a threat.

Wider context

- 4.7 The Council's evidence base has highlighted that Rossendale's economy is characterised as being an exporter of labour. The SHMA identifies that the low jobs density in the borough (0.54 in 2014, but ranging between 0.57 and 0.62 over the subsequent two years) importantly contributes to the relatively high level of out commuting from the borough. It also identifies that the economic centres of Manchester, Bury and Rochdale act as strong pulling forces for the residents of Rossendale.
- 4.8 It is noted that evidence assembled for the Greater Manchester Spatial Framework³⁹ (GMSF) identified that Greater Manchester (GM) accounted for more than two thirds

³⁸ Lichfields (2017) Rossendale Employment Land Review, paragraph 3.2

of the net out-commuting from Rossendale, but that flows to and from other locations were also important. It was also noted within the study that GM was also a relatively important source of workers for Rossendale, with this, however, being distributed across the GM authorities.

- 4.9 Although available evidence does not isolate the type of roles commuted to by Rossendale’s residents, the distance travelled by people working in different industries was recorded by the 2011 Census and provides valuable insight on these trends. This shows that residents are more likely to travel longer distances (20km+) to access roles in finance, insurance, public administration, information/communication and professional, scientific and technical activities⁴⁰. Each of these sectors is underrepresented in Rossendale when compared to the wider North West and England, as shown in the following table. This indicates that people commute longer distances to work in roles that are less likely to be available in Rossendale.

Table 4.1: Distance Travelled by Labour Force and Industrial Profile of Rossendale

	Proportion of residents travelling over 20km	Proportion of employment in		
		Rossendale	North West	England
Financial & insurance	44%	1%	3%	4%
Public administration	32%	1%	4%	4%
Information & communication	31%	1%	3%	4%
Professional, scientific & technical	29%	7%	8%	9%
All sectors	17%			

Source: Census 2011; Business Register and Employment Survey 2016

- 4.10 The Council’s evidence – in the form of both the SHMA and the ELR – confirms that the notably higher earnings potential in neighbouring economic centres is also a key factor which drives out-commuting. This continues to be exhibited by the latest available evidence, with the 2017 Annual Survey of Hours and Earnings (ASHE) indicating that residents in full-time employment annually earn 31% more on average than those working in Rossendale. This suggests that such residents are commuting elsewhere for higher-paid employment opportunities.
- 4.11 There is no indication that these factors drawing Rossendale residents to work elsewhere will abate. The Council’s SHMA has highlighted strong commuting links with Greater Manchester in particular, where the further development of a ‘*thriving and productive economy*’ is sought⁴¹. The Greater Manchester Strategy targets improved

³⁹ Greater Manchester Spatial Framework (GMSF) Strategic Options Background Paper 1 Area of Assessment (November 2015)

⁴⁰ Residents working in electricity, gas, steam and air conditioning supply are most likely to travel more than 20km to work, but this sector accounts for a small number of residents (95) and is therefore excluded from this analysis

⁴¹ Greater Manchester Combined Authority (2017) Greater Manchester Strategy

economic growth, increasing numbers of business start-ups, further inward investment and higher paid roles which are more productive. These targets form part of a wider ambition for Greater Manchester to drive *‘economic growth through nurturing and developing all...industries, attracting new businesses and ensuring strong and productive sectors across the city-region’*. It aims to be *‘at the heart of a thriving Northern Powerhouse’* and *‘a top 20 global city by 2035’*, which remains *‘outward looking...open...and connected’*⁴². This will include the further strengthening of existing employment locations while creating new destinations, which capitalise on the *‘unique strengths’* of Greater Manchester⁴³. The anticipated further development and growth of Greater Manchester – where employment levels have grown by around 10% since 2011⁴⁴ – provides important economic context for Rossendale.

How does the PSLP plan for new job growth?

- 4.12 The PSLP expressly seeks to *‘provide sufficient employment land to meet the borough’s requirement of 27 hectares for business, general industrial or storage and distribution...for the period up to 2034’*⁴⁵. Table 2 of the PSLP indicates that its existing and proposed allocations would provide a total of 28.4ha of developable employment land.
- 4.13 The PSLP highlights that such a level of provision falls midway within the range of employment land evidenced as being needed in the borough within the ELR (22 – 32ha). This range was derived through consideration of six different scenarios, with its lower end based on a continuation of past take-up rates (21.86ha) and its upper end more closely linked to:
- Baseline employment forecasts from Experian (30.27ha);
 - Regeneration and policy objectives (31.61ha); and
 - The demand for jobs generated by the Council’s current requirement for 247 dwellings per annum, adopted in its Core Strategy (30.32ha).
- 4.14 The scale of employment land proposed within the PSLP would fail to meet the need evidenced by these scenarios, falling below both a policy-off (baseline) and policy-on forecast of the economic potential of Rossendale.
- 4.15 Instead, the Council has chosen to align with a scenario which constrains this economic growth based on labour supply, and an assumption that only 220 homes are provided in the borough each year. This clearly builds in an assumption that housing supply will fall below the level currently required by the Core Strategy.
- 4.16 The SHMA indicates that such a level of housing provision would accommodate a continuation of long-term migration trends, but clearly concludes that this would not

⁴² *Ibid*, p33 – 34

⁴³ *Ibid*, p34

⁴⁴ ONS (2017) Business Register and Employment Survey, 2011 – 2016. It should be noted that employment data for 2016 includes Pay as You Earn (PAYE) businesses, which are excluded from 2011 estimates

⁴⁵ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p49

meet the borough's objectively assessed housing needs when taking account of market signals and employment trends (Table 3.2). It concludes that at least 265 dwellings per annum are needed in Rossendale, and constraining provision of housing and employment land below this level demonstrably would not meet the full need for housing.

4.17 This undermines the Council's claim that providing 27ha of employment land would represent '*a balanced approach to housing and employment provision*'⁴⁶. By definition, this balance is only achieved both by constraining housing supply below evidenced needs, and constraining the economic potential of Rossendale. This is an inherently circular approach which conflicts with the NPPF, and its requirement for plans to '*positively seek opportunities to meet the development needs of their area*' and '*as a minimum, provide for objectively assessed needs for housing and other uses*'⁴⁷.

4.18 In this regard, the limitations of assessing the need for employment land based solely on labour supply are clearly highlighted in the ELR:

*"It should be noted that by their nature, labour supply approaches are more conservative given that they relate to a (proportionately) declining working age population. Furthermore, whilst housing growth and employment requirements are clearly related, it is questionable whether there is a direct causal relationship between the two, particularly once considerations relating to changing commuting practices, fluctuating unemployment rates and economic activity rates are taken into account. **These local labour supply-based estimates therefore provide a benchmark for comparison with other approaches rather than a sound basis for future planning in isolation**" (emphasis added)*

4.19 On this basis, the assertion that the Council's proposed housing requirement is justified by the need to achieve a balance with employment land provision is flawed and strongly challenged. In accordance with the NPPF, policies must aim to '*create the conditions in which businesses can invest, expand and adapt*' and '*positively and proactively encourage sustainable economic growth*'⁴⁸. The economic growth which could be supported in Rossendale is considered further in the remainder of this section, alongside consideration of the implications for housing as infrastructure to support this growth.

Considering historic and future employment growth

4.20 The ELR highlights that the long-term decline in employment in Rossendale has been predominantly driven by the loss of traditional manufacturing industries, which has not been fully counterbalanced by a growing service sector. This differs from the prevailing trend in other parts of the North West and wider UK⁴⁹.

⁴⁶ Rossendale Borough Council (August 2018) Rossendale Local Plan Strategy Topic Paper, p10

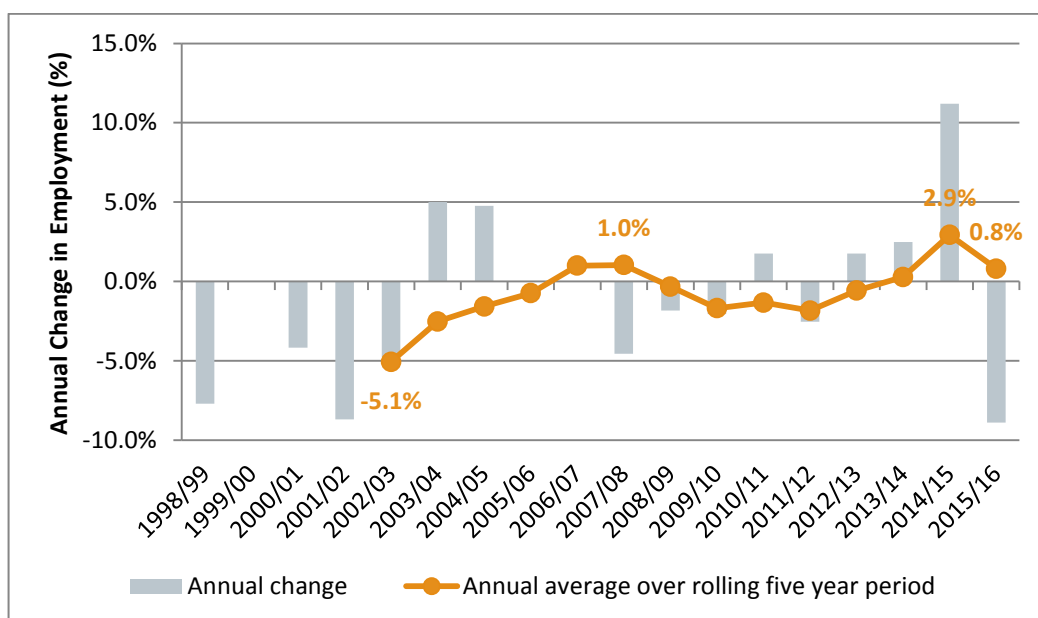
⁴⁷ MHCLG (2018) National Planning Policy Framework, paragraph 11

⁴⁸ *Ibid*, paragraphs 80 – 81

⁴⁹ Lichfields (2017) Rossendale Employment Land Review, paragraphs 3.3 – 3.4

- 4.21 Although there is a long-term historic trend of decline, there have been shorter periods in which employment levels have grown in the borough. There is, however, evident volatility, as would often be anticipated from a restructuring economy.
- 4.22 In such circumstances, there is benefit in smoothing volatility through the rolling calculation of annual averages to understand prevalent trends. Establishing annual trends within a five year period is considered appropriate, and supported by the Council’s existing monitoring of job growth over a rolling period of five years based on its Core Strategy target⁵⁰.
- 4.23 The following chart presents both annual change in employment and the annual average when calculated over the previous five year period. This is based upon the latest available data from the Business Register and Employment Survey (BRES) – which is the ‘official source of employee and employment estimates’⁵¹ – and the Annual Business Inquiry⁵² (ABI) which it replaced from 2009.

Figure 4.1: Annual Job Growth in Rossendale (1998 – 2016)



Source: ONS

- 4.24 An improving trend in Rossendale is evident when annual averages are calculated over a rolling five year period. While employment levels on average declined by some 5.1% annually at the turn of the century (1998 – 2003), job growth of 1.0% per annum was achieved in the borough during the years prior to the recession (2003 – 2008). The

⁵⁰ Rossendale Borough Council (2017) Authority Monitoring Report 2014/2015, 2015/2016 & 2016/2017

⁵¹

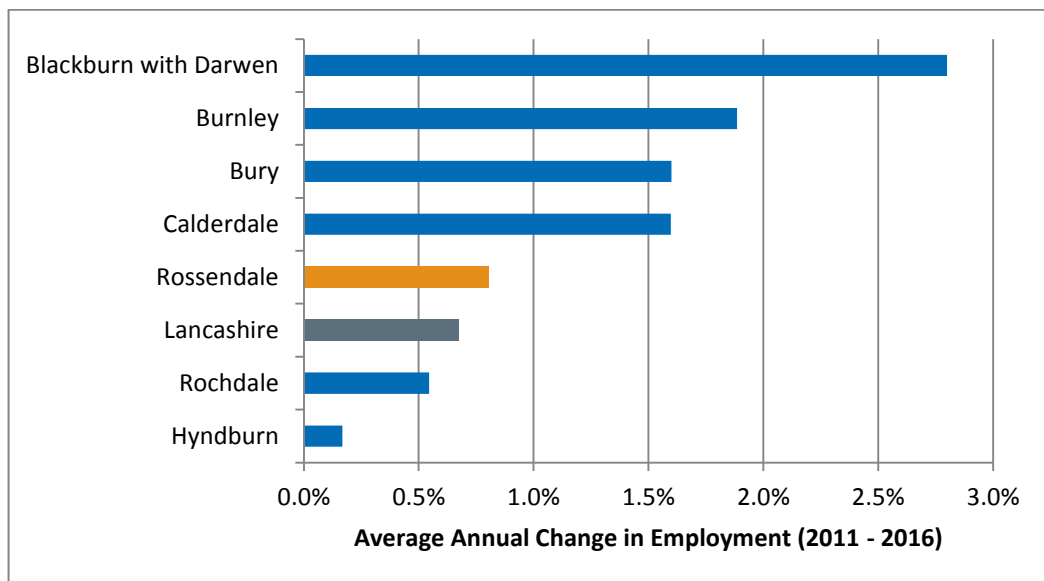
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/bulletins/businessregisterandemploymentsurveybresprovisionalresults/previousReleases>

⁵² ABI data is based on a count of “employees”, while the BRES data presented from 2009 onwards is based on “employment”. The latter includes employees plus working owners, and therefore represents a more comprehensive measure of jobs

economic downturn meant that this recovery was not sustained, a picture not uncommon across much of England.

- 4.25 More recent years, however, have shown a return to growth. Over five years to 2015, job growth of almost 3% per annum was achieved, albeit this was influenced by an unprecedented spike in employment growth in a single year (2014/15). Employment growth has averaged 0.8% per annum over the past five years for which data is currently available (2011 – 2016). This falls below both the recent and pre-recession peaks. As shown in the following chart, such a rate of growth is also lower than recorded over the same period in all but two neighbouring authorities, but slightly exceeds that seen across Lancashire (0.7%).

Figure 4.2: Benchmarking Recent Employment Growth in Rossendale (2011 – 16)



Source: ONS

- 4.26 The Council’s evidence included consideration of an Experian forecast within the SHMA. Such forecasts are produced by a number of different economic forecasting houses, and are frequently used by plan-makers to provide an indication of how a local economy may grow in the future. As highlighted in the SHMA, these forecasts take account of ‘macro-economic factors and...[the] existing business base, mix of sectors and inherent economic qualities’⁵³.
- 4.27 Forecasts are regularly updated to take account of additional data available at a local and national level as well as the forecasting houses’ understanding of the prospects of different sectors. On this basis, an up-to-date set of employment forecasts have been procured from Experian⁵⁴ to provide the latest intelligence as to the potential for future job growth in Rossendale. This reaffirms an expectation that the recent growth in employment will be sustained in Rossendale. Over the plan period proposed in the PSLP (2019 – 2034), average job growth of 0.3% per annum is forecast.

⁵³ Lichfields (December 2016) Rossendale Strategic Housing Market Assessment, paragraph 6.34

⁵⁴ Experian (June 2018) Local Market Forecasts Quarterly

- 4.28 This is consistent with the level of job growth suggested by the earlier Experian forecast (September 2016) presented in the SHMA, which anticipated employment growth of 0.3% per annum over the Council's revised plan period⁵⁵ (2019 – 2034).
- 4.29 Whilst the latest Experian forecast suggests employment growth of 0.3% per annum over its plan period from 2019, it is important to note that stronger job growth (0.5%) is anticipated on average over the first five years of its *forecast* period (2016 – 2021). This provides both a strong indication of a continuation of more positive growth in the short term, and also identifies a risk that the selected plan period omits stronger job growth anticipated in the initial years of the forecast (2016 – 2019).
- 4.30 Such a rate of employment growth is also proportionate to that implied by forecasts recently commissioned by the Lancashire Enterprise Partnership⁵⁶ (LEP) and produced by Oxford Economics. Although this is limited to the next decade (2018 – 2028), they suggest that employment in Rossendale could grow by an average of 0.4% per annum throughout this period, which is slightly higher than the anticipated average across Lancashire (0.3%).
- 4.31 In interpreting any such forecast, it is important to recognise that the level of growth suggested is influenced by assumptions on the prospects of individual sectors. Experian forecasts a further contraction of the manufacturing sector over the plan period (2019 – 2034), leading to a 15% reduction in employment levels in the sector. A similar 13% reduction is forecast by Oxford Economics within the forecasts commissioned by the LEP.
- 4.32 Further consideration of the BRES data introduced earlier in this section, however, indicates that employment in the sector has actually stabilised in Rossendale over recent years, consistently supporting 4,500 – 5,000 jobs throughout the eight year period for which BRES data is available (2009 – 2016). This suggests that the assumptions applied by global forecasting houses in this regard may overstate the future scale of decline in the local manufacturing industry.
- 4.33 The applicability of this “off-the-shelf” forecast must also be considered in the context of relevant economic strategy. Lancashire’s Strategic Economic Plan (SEP) aims to ‘*re-establish Lancashire as an economic powerhouse and a national centre of excellence in advanced manufacturing by maximising its clear competitive strengths and capabilities*’⁵⁷.
- 4.34 Specifically, the LEP recognises that economic forecasts anticipate decline in employment levels in the manufacturing sector, but states that:

⁵⁵ Growth over this revised plan period has been established with reference to the POPGROUP output sheets for Scenario G presented at Appendix 2 of the SHMA

⁵⁶ Lancashire Enterprise Partnership (2018) Lancashire Skills and Enterprise Hub: employment forecasts and future demand for labour matrix

⁵⁷ Lancashire Enterprise Partnership (2016) ‘The Lancashire Skills and Employment Strategic Framework 2016 – 2021’

“Initiatives are underway to ensure this does not happen and that manufacturing sub-sectors with the potential to grow are fully supported”⁵⁸

- 4.35 The impact of Experian’s assumption that manufacturing in Rossendale will continue to significantly decline rather than stabilise is highlighted when considered that job growth approaching 0.5% per annum could reasonably be expected to occur were manufacturing employment assumed to remain stable throughout the plan period rather than decline. Growth of 0.6% per annum is implied over the next decade when adjusting the Oxford Economics forecast on the same basis.
- 4.36 Such a level of growth would be proportionate to the 3% net increase in jobs targeted by the Council over a fixed five year period, within the adopted Core Strategy⁵⁹. This would equate to average growth of around 0.6% each year, which Figure 3.1 shows has been surpassed when an average is taken over recent five year periods (2010 – 15; 2011 – 16). This has been acknowledged by the Council within its monitoring⁶⁰.
- 4.37 In the context of recent historic performance and the comparative strengths of the local manufacturing business base, it is both reasonable and justified for the Council to continue to plan for employment growth in the region of 0.6% per annum. This recognises that such a level of growth has been sustained over recent years and was also achieved as the economy improved prior to the recession. Indeed, higher levels of employment growth were achieved during these peaks, providing assurance that growth of 0.6% per annum is not overly optimistic but suitably representative of the economic prospects of Rossendale.

Housing as a potential barrier to employment growth in Rossendale

- 4.38 The extent to which the housing requirement proposed in the PSLP would support sustainable economic growth or create the conditions for business investment has not been tested by the Council. This is despite the NPPF clearly stating that planning policies should ‘*seek to address barriers to investment*’, such as inadequate housing or other infrastructure⁶¹.
- 4.39 Comparison with recent assessments commissioned by the Council – presented in section 3, and explicitly required by the PPG – confirms that a higher level of housing provision than proposed would be needed to support baseline or recently targeted employment growth.
- 4.40 This conclusion is reaffirmed by updated modelling, produced by Edge Analytics using the industry standard POPGROUP suite of software. This modelling draws upon the latest available demographic evidence – including the 2016-based household projections – and has been used to estimate the labour force growth which could result

⁵⁸ Lancashire Economic Partnership (2016) ‘The Lancashire Skills and Employment Strategic Framework 2016 – 2021’, page 10

⁵⁹ Rossendale Borough Council (2011) Core Strategy Development Plan Document: the Way Forward (2011-2026), Policy 10

⁶⁰ Rossendale Borough Council (2017) Authority Monitoring Report 2014/2015, 2015/2016 & 2016/2017, p34

⁶¹ MHCLG (2018) ‘National Planning Policy Framework’, paragraph 81 (c)

from providing 212 dwellings per annum in Rossendale over the emerging plan period (2019 – 2034) .

- 4.41 The modelling applies reasonable assumptions on future labour force behaviour, comparable to those applied previously in the Council’s published SHMA. The underpinning assumptions are summarised below in order to provide transparency in the approach adopted and confidence in its outcomes:
- **Unemployment** is assumed to remain fixed at its current rate (3.3%). This is lower than both the pre-recession (4.3%) and long-term averages (5.8%), indicating that any further marked reduction in unemployment would be without recent precedent. Indeed, such an assumption is considered to be comparatively optimistic, particularly when considered that the SHMA assumed a gradual recovery to the pre-recession average by 2020 and no change thereafter;
 - **Economic activity** rates are initially set with reference to the 2011 Census, which provided a detailed breakdown for Rossendale by age and sex. Adjustments are subsequently applied to these rates based on the latest national forecasts produced by the Office for Budget Responsibility⁶² (OBR). Comparable but now superseded OBR projections were used in the Council’s SHMA;
 - **Commuting** is assumed to remain fixed at the ratio recorded by the 2011 Census, with the SHMA similarly assuming that commuting patterns remain static; and
 - **Allowance for people holding more than one job** (‘double jobbing’) is made with reference to the Annual Population Survey (APS), drawing upon an average of ten years’ historic data (6.2%). As in the SHMA, this is fixed throughout the modelling period.
- 4.42 This modelling indicates that the labour accommodated through provision of 212 dwellings per annum in Rossendale could support fewer than 1,500 additional jobs in the borough. This equates to growth of only 0.3% per annum over the plan period, which is less than half the rate of growth concluded as reasonable for Rossendale earlier in this section (0.6%).
- 4.43 Aside from this modest scale of employment growth, the profile of the labour force under this scenario is also an important consideration. The modelling indicates that the provision of 212 dwellings per annum in Rossendale would lead to negligible growth of 0.5% in the working age population (16 – 64) over the plan period. This suggests that older residents form a sizeable component of the assumed labour force under this scenario, with the borough relying on older people working for longer if even this limited level of job growth is to be achieved. This is considered further in section 5 of this report.

⁶² Office for Budget Responsibility (2018) Fiscal Sustainability Report

Providing the homes that are needed

- 4.44 The housing likely to be needed over the plan period to grow employment by 0.6% each year in Rossendale can be established through POPGROUP. This is based on the labour force behaviour assumptions introduced earlier in this section, although a sensitivity is also presented on commuting. This reflects the Council's aim to support job growth by retaining labour, and its ambition for a more insular labour market.
- 4.45 When commuting is held constant at the ratio recorded by the 2011 Census, the modelling suggests that **283 dwellings per annum** would be needed in Rossendale to annually grow employment levels by 0.6% throughout the plan period. This is 34% higher than the level of provision proposed within the PSLP, reflecting the need to provide additional housing to accommodate a stronger growth in the labour force than could be supported by such a level of provision. This falls within the range concluded in the Council's SHMA (265 – 335dpa), but takes full account of the latest available evidence.
- 4.46 As highlighted above, the PSLP expresses the Council's ambition to 'claw-back' out-commuters' and reduce out-commuting rates⁶³. It is noted that the Local Plan would need to significantly grow the number and evolve the type of employment opportunities in Rossendale to meaningfully affect commuting trends, requiring a level of economic ambition that is not evident in the PSLP. Any such policy ambition must also be framed against a realisation of the factors which attract residents elsewhere, including the availability of higher paid employment opportunities in sectors which are not represented in Rossendale. It also must appreciate that the likelihood that these commuting destinations will themselves continue to grow, with no indication that their wider influence will moderate.
- 4.47 This is also recognised by the LEP and the Growth Deal, with the SEP recognising that:
- "...places such as Skelmersdale, in West Lancashire, and Rossendale, in East Lancashire, are equally capable of taking advantage of their adjacency to growth opportunities in neighbouring city-regions, especially in Liverpool and Manchester. The Growth Deal positions the connectivity solutions necessary to maximise these key cross-boundary opportunities"*⁶⁴
- 4.48 To further explore this issue, however, a sensitivity test has been developed through POPGROUP. This retains the level of employment growth concluded above (0.6% per annum) but assumes that each new job created in the borough is filled by a resident of Rossendale. This suggests that the provision of **240 dwellings per annum** could achieve this level of employment growth, and support a reduction in the commuting ratio from the 1.35 workers per job recorded in 2011 to a ratio of 1.32 by the end of the plan period (2034). This improving position aligns with the Council's ambitions, while appreciating that a fundamental change in the commuting position cannot solely be achieved through the Local Plan given the wider factors which influence this trend.

⁶³ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p49

⁶⁴ Lancashire Enterprise Partnership (2014) Lancashire Strategic Economic Plan: a growth deal for the arc of prosperity, paragraph 3.15

Summary and implications

- 4.49 The NPPF requires authorities to set out positive and proactive strategies which encourage sustainable economic growth, while seeking to address potential barriers to investment such as housing. The Council has not considered the extent to which its proposed housing requirement would support the local economy or create favourable conditions for business investment.
- 4.50 The analysis in this section indicates that the provision of only 212 dwellings per annum in Rossendale would only marginally grow the working age population, and grow employment levels in the borough by only 0.3% each year. This would represent a departure from the rate of growth seen annually over the past five years (0.8%), and falls significantly below recent peaks. Although a comparable rate of growth is forecast by Experian, this is predicated upon a further contraction of the local manufacturing industry, which would depart from the more positive and stable position seen in the sector over recent years and the strategic objectives of the LEP.
- 4.51 The Council has previously targeted employment growth of 0.6% per annum within its Core Strategy. This continues to be reasonable in the context of the analysis in this section. Updated demographic modelling indicates that supporting such a level of employment growth would require the provision of 283 dwellings per annum over the plan period. Fewer homes would be required (240dpa) when assumed that each new job is filled by a resident – in line with the Council’s ambitions to reduce out-commuting – yet it is important to recognise that wider factors influence this trend, which are unlikely to abate.
- 4.52 The above indicates that an elevation in the proposed housing requirement is needed to support Rossendale’s economy, and avert consequences detailed in the following section. The evidence in this section indicates that between 240 and 283 dwellings per annum will be needed in Rossendale over the plan period.

5. Adverse Consequences of the Proposed Requirement

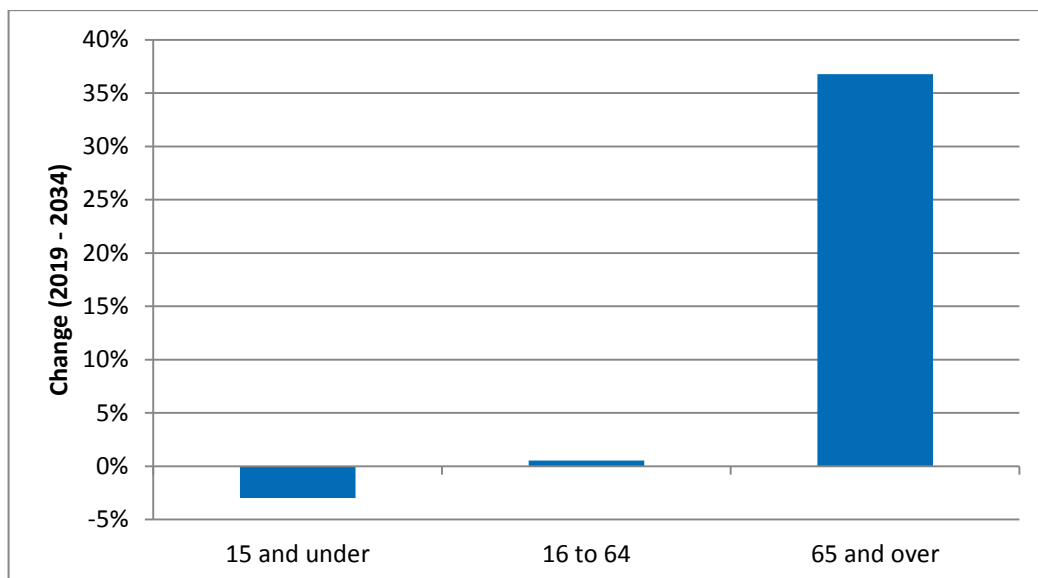
5.1 The evidence presented within this report indicates that the proposed provision of 212 dwellings per annum will not meet the housing needs of Rossendale. Indeed, there is evidence that such a limited level of provision will have adverse social and economic consequences for the borough. These consequences are summarised in this section and strongly indicate a need to elevate housing provision beyond the proposed level.

Intensifying change in the borough's age profile

5.2 As highlighted in section 4 of this report, modelling by Edge Analytics suggests that the provision of 212 dwellings per annum in Rossendale would provide for an almost negligible growth in the borough's working age population (16 – 64) over the plan period. Reflecting this limited growth and changes in the age profile of this labour force, the number of children in the borough would be expected to decline by around 3% under such a scenario.

5.3 Older age cohorts would be the principal driver of population growth in Rossendale, with the modelling suggesting that the number of residents aged 65 and over in the borough would increase by over a third (37%).

Figure 5.1: Effect of PSLP on Size of Age Cohorts in Rossendale (2019 – 2034)



Source: Edge Analytics, 2018

5.4 The resultant pronounced ageing of the borough's population would have socio-economic consequences, not least because it would run the risk of creating imbalanced and unsustainable communities where families and working age people are locally underrepresented.

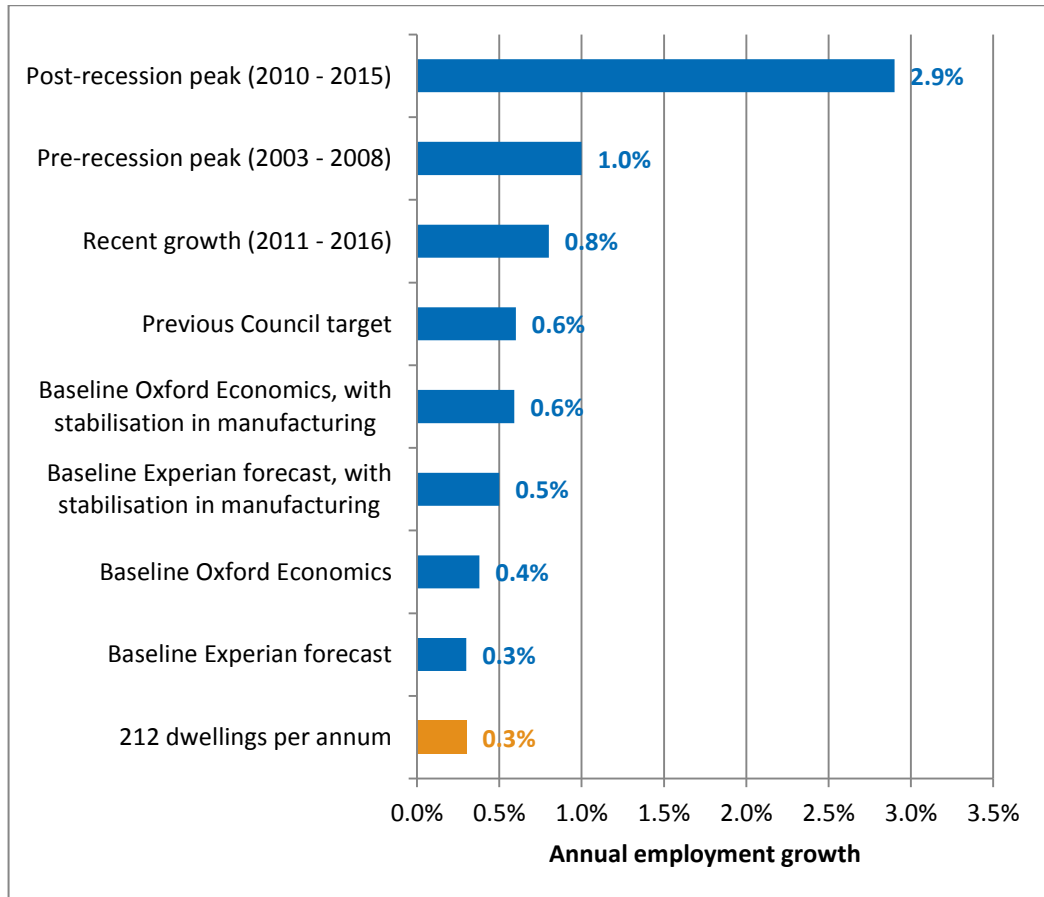
- 5.5 By the end of the plan period, the reduction in the population aged under 65 and the comparably significant growth of older cohorts would have substantially elevated the old age dependency ratio in the borough. While there are currently 0.29 older people (65+) per working age resident, this would increase to 0.42 by 2034 under the PSLP.
- 5.6 This in turn will have consequences for social infrastructure across the borough. A reduction in need and demand from younger cohorts would impact on the social fabric of smaller, more rural settlements in the borough. This will potentially include school provision as well as other services which are currently used by families. Growth of older population also implies more demand for local health and social care provision, without a corresponding growth of revenue to support this.

Constraining the local economy

- 5.7 The LEP has been clear to identify that an ageing of the workforce across Lancashire *'presents the biggest challenge to the LEP meeting its economic targets'*⁶⁵.
- 5.8 Section 4 highlighted that the provision of 212 dwellings per annum would support only limited employment growth in Rossendale throughout the plan period. Employment levels could grow by an average of 0.3% each year under such a scenario, which is less than half the rate annually achieved on average over the past five years and still further below the higher rates achieved in the recent past (2010 – 2015) and prior to the recession. This is illustrated in Figure 5.2.

⁶⁵ Lancashire Economic Partnership (2016) 'The Lancashire Skills and Employment Strategic Framework 2016 – 2021', page 9

Figure 5.2: Benchmarking Employment Growth Annually Supported through PSLP



Source: Edge Analytics; Turley analysis

- 5.9 Whilst the provision of 212 dwellings per annum would facilitate a degree of job growth, there is a real risk that the planned provision of housing would serve to constrain rather than positively support the economic prospects of the borough and its businesses to invest, expand and adapt⁶⁶.
- 5.10 Specifically, in only planning for essentially a ‘*minimum*’ level of provision for new housing infrastructure, this will limit the extent to which the borough’s economy can ‘*build on its strengths, counter any weaknesses and address the challenges of the future*’⁶⁷.
- 5.11 This is most apparent when recognising that at best it would support only the Experian off-the-shelf baseline forecast. As highlighted in section 4, this forecast assumes a continued and relatively significant contraction in the local manufacturing base.
- 5.12 This contrasts with evidence of a recent stabilisation in this sector of the local economy and local strategies aimed at supporting manufacturing businesses, to improve their resilience and adapt and grow in the future. In this context for example, the Lancashire Skills and Employment Strategic Framework has seven designated priority sectors with

⁶⁶ MHCLG (2018) National Planning Policy Framework, paragraph 80

⁶⁷ *Ibid*

the first being 'Advanced Manufacturing'. This recognises that this represents the most significant employer in the identified travel to work area within which Rossendale is located⁶⁸.

- 5.13 It also fails to consider the needs of local businesses noting that four of the key employers identified in the borough by the Lancashire Skills Hub are in the manufacturing sector⁶⁹ (JJO Plc, Interfloor, Holland Pies, and Solomon Commercials).
- 5.14 It is of note that across Lancashire, research assembled by the LEP has identified that employers in the county face higher than average issues, compared to the North West and nationally, in filling vacancies as a result of skills gaps and shortages⁷⁰. Attracting and retaining the workers that are required is evidently an important priority across the area, and requires housing options that are affordable for such workers.
- 5.15 This also has an implication for the Council's stated objective to address the perceived '*major issue*' of out-commuting. A greater retention of workers living and working in the borough will only be achieved where Rossendale successfully supports growth in its economy, and create a range of jobs which align with the skills and qualifications of its residents. Planning for a level of new housing growth which supports at best only a modest baseline level of growth is more likely to mean that the borough's economy will fall further behind rates of growth in other neighbouring economies. This in turn would be likely to generate a greater push factor rather than a pull factor with regards to the commuting habits of its resident base.
- 5.16 Limiting housing provision to the level proposed in the PSLP therefore presents a real potential risk that the future prospects of Rossendale businesses will be constrained where sufficient labour is not planned for to be accommodated. The approach being adopted by the Council in this regard also contrasts with the positive stance that the LEP has taken across Lancashire, with it confirming:

*"The LEP's growth ambition for the Lancashire economy is such that, allied to our own strategic investment plans and those of others, we envisage housing build completion rates returning to levels not seen since the mid-1990s"*⁷¹

Worsening affordability and pressure on house prices

- 5.17 The Council's evidence confirms that worsening affordability is an important issue in Rossendale. This has resulted from the supply of housing failing to keep pace with demand.
- 5.18 The standard method – upon which the Council's proposed requirement is based – incorporates an adjustment that is applied to '*start to address the affordability of*

⁶⁸ The Lancashire Business Register and Employment Survey (2018) includes Rossendale as part of the Blackburn with Darwen, Hyndburn, Rossendale and Ribble Valley Travel to work Area

⁶⁹ *Ibid*, page 20

⁷⁰ *Ibid*, page 23

⁷¹ Lancashire Economic Partnership (2016) 'The Lancashire Skills and Employment Strategic Framework 2016 – 2021', page 6

homes, and...slow down the rate at which local affordability ratios are increasing'⁷². This is based on the most recently published affordability ratio.

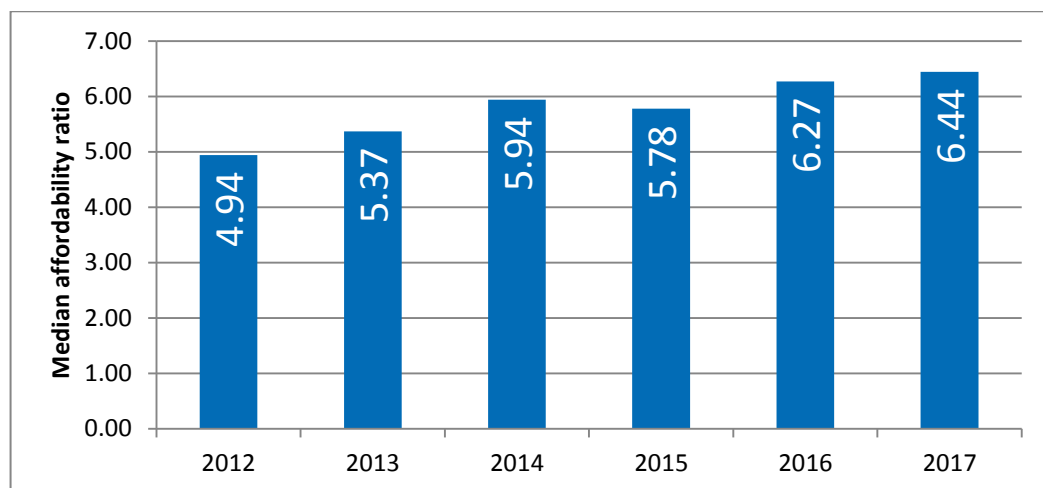
5.19 This evidently draws upon only one indicator, contrasting with the range of market signals suggested in earlier guidance as being indicative of the local balance between housing supply and demand. In the context of this guidance, it is notable that the Council's SHMA highlighted that:

*"...the rate of change in house prices is one of the highest of any of the local comparators, including the average for England, and the borough has also seen an increase in its affordability ratio. The borough has also under-delivered against previous housing targets"*⁷³

5.20 Such consideration of the rate of change remains important, as the standard method only responds to any deterioration after this worsening has occurred. Table 3.1 of this report highlighted that the relationship between median house prices and earnings in Rossendale has worsened by 5% over the past year. This ratio has worsened by some 30% since 2012, which is three times the rate seen nationally over the same period⁷⁴ (10%).

5.21 As highlighted in section 3, the Council has only once met its adopted housing requirement during this period. Indeed, it is notable that affordability modestly improved during the year which followed this peak rate of delivery⁷⁵, which is the only annual improvement seen in the past five years.

Figure 5.3: Recent Change in Median Affordability Ratio



Source: ONS

⁷² PPG Reference ID 2a-006-20180913

⁷³ Lichfields (December 2016) Rossendale Strategic Housing Market Assessment, paragraph 7.9

⁷⁴ ONS (2018) House price to workplace-based earnings ratio

⁷⁵ The affordability ratio in Rossendale reduced by 3% between 2014 and 2015. This followed the delivery of 265 homes in 2013/14 and 221 homes in 2014/15, with a lag time typically seen before the effects of new supply are reflected in such measures

- 5.22 This indicates that delivery over subsequent years – when between 122 and 192 homes per annum were completed – has not been sufficient to address worsening affordability in Rossendale. Such a rate of delivery has also not been sufficient to meet evidenced housing need, with the SHMA concluding that at least 265 dwellings per annum would be needed in the borough to address worsening market signals and meaningfully contribute towards meeting affordable housing needs.
- 5.23 On the basis of the SHMA’s evidence, the provision of 212 dwellings per annum would implicitly not be reasonably expected to improve affordability issues in the borough. The result would be that further residents within Rossendale would be prohibited from having their housing needs met within the local housing market, potentially having further adverse consequences for the age profile of the borough recognising that this is most likely to impact on younger households.

Failing to provide the supply of affordable homes which are needed

- 5.24 The PSLP acknowledges the ‘*considerable need for affordable housing in Rossendale*’, and the urgent need to address this issue ‘*to prevent the problem from becoming more acute*’⁷⁶. Reference is made to the SHMA, and its conclusions that between 158 and 321 affordable homes are needed in the borough each year.

- 5.25 The PPG continues to make clear that:

“The total affordable housing need can...be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, taking into account the probable percentage of affordable housing to be delivered by eligible market housing led developments. An increase in the total housing figures included in the plan may need to be considered where it could help deliver the required number of affordable homes”⁷⁷

- 5.26 Policy HS6 of the PSLP seeks to ensure that 30% of homes delivered on larger sites are affordable. On this basis, planning to provide 212 dwellings per annum could at best deliver up to 64 affordable homes each year, which equates to less than half of the affordable homes evidenced as being needed annually in Rossendale.
- 5.27 A much lower figure is likely once viability considerations and smaller sites are taken into account, with Paper 3 of Peel’s submission estimating that only 291 affordable homes could be provided across the plan period based on developable supply. This equates to only 19 affordable homes each year, which represents a fraction of the need for affordable housing in Rossendale and less than half the average level of delivery over recent years (45pa; 2010 – 2017).
- 5.28 The Council’s monitoring indicates that there is recent precedent whereby a considerably larger number of affordable homes have been delivered than could be supported by the PSLP. This coincided with the recent peak in housing provision⁷⁸ (2013/14), when the delivery of 265 homes included some 133 affordable homes. The

⁷⁶ Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p33

⁷⁷ PPG Reference ID 2a-027-20180913

⁷⁸ Rossendale Borough Council (2014) Authority Monitoring Report 2013/2014

PSLP could at best support the provision of less than half this recent level of affordable housing delivery, and in reality is likely to annually deliver some 85% fewer affordable homes than this recent peak. This will not meet an evidenced need for affordable housing in Rossendale.

Summary and Implications

5.29 This section evidences the adverse consequences that would likely result from the level of housing provision proposed in the PSLP. This indicates that the provision of only 212 dwellings per annum in Rossendale over the plan period would:

- Intensify change in the borough's age profile, by failing to counterbalance a prevalent ageing trend with growth in the working age population. This would have adverse social and economic consequences for the borough;
- Constrain its economic potential, by providing labour capable of supporting employment growth at only half the rate that could be reasonably achieved in the borough;
- Lead to a further worsening in affordability, by sustaining delivery at a rate that has been demonstrably insufficient to avert a continued recent deterioration in the relationship between house prices and earnings; and
- Fail to provide the supply of affordable housing evidenced as needed in the borough.

6. Planning for the Right Type of Homes

- 6.1 Aside from planning for the number of homes required to meet housing needs and support economic growth in Rossendale, it is also important to consider the type of housing likely to be required.
- 6.2 Evidence from the 2011 Census shows that housing size and tenure varies considerably amongst households in Rosendale, based on the occupation of their household representative. As shown in the following table, those employed in managerial or professional occupations are more likely to own and occupy larger housing in the borough, while people in elementary or sales roles are more likely to rely on other tenures and occupy smaller housing. A clear relationship with income can also be seen from the below table, based on regional data from the Annual Survey of Hours and Earnings (ASHE).

Table 6.1: Housing Size and Tenure by Occupation in Rossendale 2011

	Households with 4 or more bedrooms ▼	Owner occupiers, including shared ownership	Median full-time earnings, North West
Managers, directors & senior officials	40%	88%	£37,494
Professional occupations	36%	87%	£35,996
Associate professional & technical	29%	85%	£31,052
All occupations	24%	78%	£26,746
Administrative & secretarial	20%	79%	£21,216
Skilled trades occupations	18%	78%	£25,195
Caring, leisure & other services	15%	62%	£17,528
Process, plant & machine operatives	14%	75%	£18,332
Sales & customer service	13%	62%	£24,316
Elementary occupations	10%	61%	£18,766

Source: Census 2011

- 6.3 The Council's SHMA recognises that the successful attraction and retention of people who work in the local economy requires larger and higher quality housing stock, in order to allow the borough to '*effectively compete against more diverse housing markets or housing markets with a higher concentration of aspirational homes nearby*'⁷⁹. This reflects:

⁷⁹ Lichfields (December 2016) Rossendale Strategic Housing Market Assessment, paragraph 12.30

“...a need to rebalance the stock away from the traditional 2-up, 2-down terraced properties that are ubiquitous across Rossendale. There is also a policy motivation to reduce the level of terraced properties in the area. Furthermore, there is also a need to encourage more affluent, aspirational households to remain in Rossendale, and providing them with a range of larger, more expensive properties could be part of an effective strategy to reduce levels of out-migration in this key economic group”⁸⁰

- 6.4 Accordingly, the SHMA recommends making provision for 60% of all new homes to be houses with at least 3 bedrooms, with half of all homes (50%) detached or semi-detached. The recommended provision of detached dwellings in particular is intended to provide ‘more aspirational property types’ in Rossendale⁸¹.

Table 6.2: SHMA Recommendations on Size and Type

Size ►	1 or 2 bedrooms		3 or 4 bedrooms		
All properties	40%		60%		
Type ►	Semi	Detached	Terraced	Flat	Bungalow
All properties	25%	25%	10%	10%	30%

Source: Lichfields, 2016

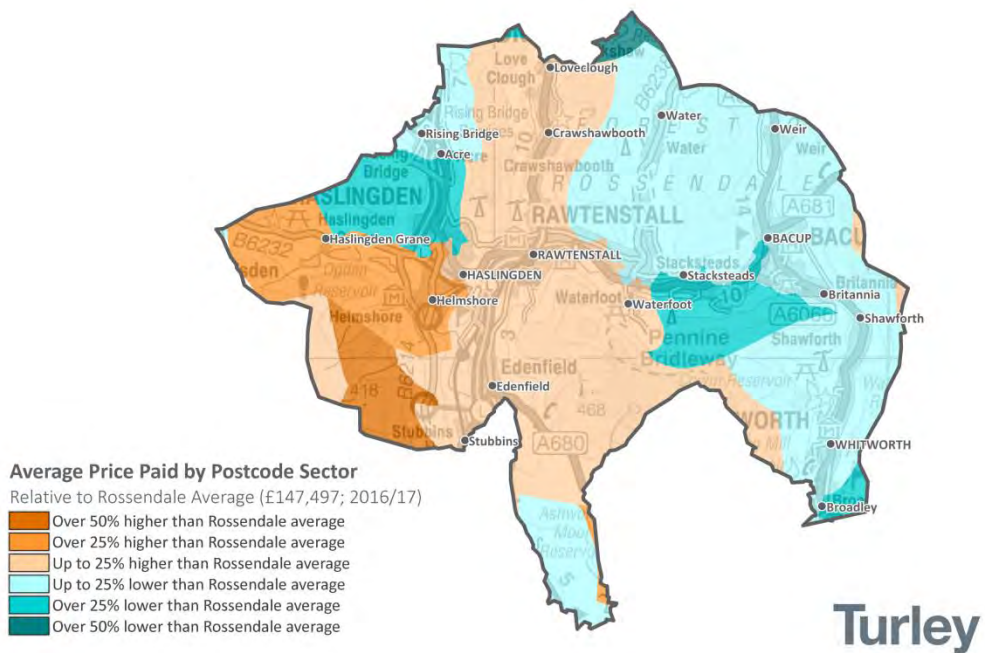
- 6.5 Although the PSLP references this evidenced ‘need for larger, aspirational property types in Rossendale to rebalance the stock away from small terraced properties and reduce the high levels of out-migration to adjoining areas’⁸², it contains no policy on housing size and type. The Council does not appear to have considered the extent to which its allocations could provide the larger, aspirational housing needed in Rossendale.
- 6.6 Spatial distribution is an important factor in this regard, given that the strength of the residential market significantly varies across Rossendale. Figure 6.1 shows that a price premium is typically paid to the west of the borough, when compared with the average price paid across Rossendale. This contrasts with the east, where lower values are prevalent relative to the borough average.

⁸⁰ *Ibid*, paragraph 12.32

⁸¹ *Ibid*, paragraph 12.32

⁸² Rossendale Borough Council (August 2018) Draft Local Plan: Pre-Submission Publication Version, p18 – 19

Figure 6.1: Average Price Paid by Postcode Sector in Rossendale (2016 – 2017)



Source: Turley; Land Registry

6.7 As a result of this variation, the provision of high quality family housing will only be viable in certain locations. The PSLP’s proposed strategy of directing the largest share of development towards a weaker eastern market in Bacup⁸³ must be considered within this context, as further explored Paper 3 of Peel’s submission to the PSLP consultation.

Summary and implications

6.8 Further consideration of housing type is required within the PSLP, given that housing size and tenure varies considerably depending on households’ income and economic circumstances.

6.9 The PSLP directs the largest share of housing development towards a weaker eastern market in Bacup. However, the Council does not appear to have considered the extent to which this strategy could viably support the Council’s specific objective of increasing the stock of larger, aspirational housing that is evidenced as being needed in Rossendale. As noted in the preceding section this strategy also impacts on its objective of providing for those in need of affordable housing need.

⁸³ Rossendale Borough Council (August 2018) Rossendale Local Plan Strategy Topic Paper, p9

7. Conclusion

- 7.1 The Publication Draft Local Plan (PSLP) proposes a requirement for 212 dwellings per annum in Rossendale over the period from 2019 to 2034. This report has been prepared by Turley on behalf of Peel to consider the extent to which such a level of provision would meet the borough's housing needs.
- 7.2 The proposed requirement is directly derived from the Government's standard method for assessing housing needs, which was introduced through the revised NPPF to provide authorities with the '*minimum starting point in determining the number of homes needed in an area*'⁸⁴. The requirement to draw upon datasets that are regularly updated means that this '*starting point*' will regularly change, and indeed the release of the 2016-based household projections means that a lower need for 187 homes per annum is now implied by the method for Rossendale. The Government has, however, clearly stated that such reductions conflict with its aim of building more homes, and is expected to imminently consult on a revised approach that will be implemented from early 2019. This creates serious doubt around the validity of the standard method in its current form, which has evidently formed the basis for the Council's proposed housing requirement.
- 7.3 Regardless of this, the updated PPG is clear that the method '*does not produce a housing requirement*'⁸⁵, and identifies circumstances where uplifts should be applied to reflect the likelihood of higher needs in future⁸⁶. It also confirms that the output from the method should be considered in the context of:
- **Previous delivery levels**, which can be indicative of greater housing need when higher than the minimum need identified through the method. Whilst the authority has cumulatively under-delivered against previous plan targets and assessed levels of need a review of annual historic rates of delivery confirm that Rossendale has achieved delivery of **up to 265 homes** in a single year in recent years. Indeed looking at individual annual rates of delivery it is evident that the authority has achieved levels which have exceeded the current or previous outcome of the standard method on at least four occasions prior to and following the recession. The PSLP would therefore represent a regression from recently achieved levels of delivery, which conflicts with the intentions of Government; and
 - **Recent assessments of need**, with a requirement to justify departure from the conclusions of SHMAs where they suggested higher levels of housing need. A comprehensive SHMA identified a need for **between 265 and 335 dwellings per annum** in Rossendale less than two years ago, based on the stepped methodology prescribed at the time. This indicates a need for at least 25% more homes than would be provided by the PSLP, with the Council having provided no justification for its lower assessment of need.

⁸⁴ PPG Reference ID 2a-010-20180913

⁸⁵ PPG Reference ID 2a-002-20180913

⁸⁶ PPG Reference ID 2a-010-20180913

7.4 When considered in this context – as required by the PPG – there is **no justification for claiming that only 212 dwellings per annum are needed in Rossendale**. The analysis in this report further confirms that such a level of provision would:

- **Constrain employment growth in Rossendale**, contrary to the NPPF's requirement to identify and proactively address barriers to investment and economic growth, including infrastructure such as housing. This also conflicts with the strategy of the LEP. Housing provided through the PSLP would only marginally increase the working age population of Rossendale, and would grow employment by only 0.3% each year. This is far lower than has been achieved in recent years (0.8%) and unjustifiably halves the Council's previously adopted growth target (0.6%). The latter target continues to appear reasonable in the context of the analysis in this report, and would generate a need for 283 homes per annum over the plan period when assumed that existing commuting trends are held constant. A lower need for 240 homes per annum is suggested when it is assumed, for illustrative purposes, that each new job is held by a resident. This is not considered to represent a reasonable or realistic position, but serves to illustrate the most optimistic parameters in this regard. This recognises the potential to achieve the Council's ambition to more effectively retain labour in the context of a continuation of recent stronger job growth performance whilst remaining cognisant that such a shift would be unlikely to be achieved in full;
- **Cause a further deterioration in housing affordability**, following a period – since 2012 – in which the relationship between median earnings and house prices in Rossendale has worsened at three times the rate seen nationally. The Council only once met its adopted housing requirement during this period, and it is notable that affordability modestly improved during the year which followed this peak. Delivery over subsequent years has not been sufficient to sustain this improvement, causing a further worsening and a failure to meet evidenced housing needs;
- **Fail to provide the affordable homes needed in Rossendale**. On the basis of the land identified and the proposed housing requirement it is evident that the PSLP will fall considerably short of delivering against the evidenced annual need for 158 affordable homes within the borough. The Council has, however, evidently been successful in recently securing more affordable homes than would be annually provided through the PSLP, with 133 affordable homes delivered when housing delivery rates peaked in 2013/14. This serves to illustrate the important relationship between the overall planned level of provision and affordable housing delivery; and
- **Increase imbalance in the borough's demographic profile**, such that older cohorts aged over 65 are the principal driver of future population growth. As previously highlighted, the PSLP would barely grow the working age population, and would also cause a decline in the number of children in the borough. This risks creating imbalanced and unsustainable communities where families and working age people are underrepresented, causing adverse social and economic consequences and potentially impacting upon the future viability of service provision.

- 7.5 Drawing together the analysis in this report, it is considered that the Council must make provision for a **minimum of 265 homes per annum** in Rossendale over the emerging plan period to meet the borough's housing needs. This would sustain delivery at a rate that has been recently achieved in the borough, which demonstrably facilitated the provision of much-needed affordable housing and temporarily reversed a prevalent local trend of worsening affordability. Furthermore, a need for at least 265 dwellings per annum has been evidenced within the Council's evidence base less than two years ago, and updated modelling presented within this report continues to indicate that provision of this scale (240 – 283dpa) would be needed to sustain a reasonable level of job growth throughout the plan period. Falling midway within this range allows for an improvement in the scale of out-commuting in the context of stronger job growth, while ensuring that future job growth in the borough is not threatened by a continuation of those wider drivers which attract residents elsewhere.
- 7.6 These economic considerations are also of relevance to the type of housing provided in Rossendale, given that housing size and tenure varies considerably depending on households' income and economic circumstances. The Council's evidence does not appear to have considered the extent to which its allocations and spatial strategy could viably provide the larger, aspirational housing that is evidenced as being needed in the borough.
- 7.7 It is clear that the housing requirement proposed in the PSLP is not justified by evidence, and is not underpinned by an appropriate strategy when taking account of reasonable alternatives. It is therefore considered to be contrary to national policy and would not lead to sustainable development.

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Rossendale Draft Local Plan: Presubmission Publication Version

Representations by the Peel Group

Paper 3: Critique of Housing Land Supply

Appendix 1

Rossendale Delivery Viability Critique

October 2018

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4.	Affordable Housing	13

Steve Smith MRICS
Associate Director
Economics – Development Viability
Turley

October 2018

1. Executive Summary

- 1.1 Turley Development Viability has provided independent critique by way of representations to Rossendale Borough Council ('the Council') in 2017 relating to the viability evidence base which was produced by Keppie Massie in respect of the Development Management Policies DPD (now abandoned) and emerging affordable housing policy.
- 1.2 No response has been received to the submitted representations and, whilst the viability work is referenced within the Council's PSLP and supporting papers, the extent to which it has influenced the current proposed policies is unclear.
- 1.3 The PSLP and the Council's five year land supply document sets out proposed new build residential delivery which appears to take no account of the results of the Council's viability testing.
- 1.4 The results show that new build residential development in the lowest value areas is unviable or very marginal for greenfield and brownfield sites, but 32% of the Council's total delivery (including an assumed contribution to affordable housing) is planned in these areas.
- 1.5 No justification or evidence is provided to support the proposed levels of residential delivery (total units and units per annum). Housing delivery that is planned without appropriate regard to viability cannot be regarded as sound, being inappropriately evidenced and unsuitable for adoption.
- 1.6 The PSLP proposes 30% affordable housing on all new residential schemes despite the Council's evidence showing that such delivery is unviable in two of the four value areas included in the Council's viability evidence.
- 1.7 The proposed affordable housing policy is regarded as unsound, being contrary to National Planning Policy and Planning Practice Guidance requirements.

2. Introduction

Purpose

- 2.1 On behalf of the Peel Group, Turley Development Viability has reviewed the deliverability of the PSLP site allocations, particularly in respect of the spatial distribution of the allocations and the strength of the residential market in the low value locations where the PSLP proposes large scale residential delivery. Commentary has also been provided in respect of the PSLP proposal for all residential schemes to provide 30% affordable housing (subject to site specific viability).
- 2.2 The review has been carried out by Steve Smith MRICS, Associate Director, with support from Matt Spilsbury MRICS, Director.

3. Viability Testing

Viability Background

- 3.1 The Rossendale Borough Council ('the Council') Housing Topic Paper - Rossendale Local Plan August 2018 *"explains how the housing need for the Borough has been evidenced and the reasoning behind the identification of the sites allocated for future housing development within the Local Plan"*.
- 3.2 Housing Topic Paper Paragraph 1.2 lists the evidence base documents which have informed the formulation of strategic or local policies in respect of site allocation. The viability assessment work undertaken by Keppie Massie in 2016 and updated in 2017 is not referenced. This is of significant concern as evidence of viability is critical to the delivery of housing in support of the PSLP's strategic objectives.
- 3.3 Viability of delivery is a fundamental requirement within the assessment of whether site allocations can be regarded as *'developable'* in the terms defined in the Glossary of the National Planning Policy Framework 2018 ('NPPF'). Housing delivery that is planned without appropriate regard to viability is unsound, being inappropriately evidenced and unsuitable for adoption.
- 3.4 Whilst viability is referenced a number of times within the Housing Topic Paper, it is not clear whether the Keppie Massie assessments of viability have been given full consideration or how the assessments have shaped the PSLP's strategy and allocations.
- 3.5 It is encouraging that the Local Plan Strategy Topic Paper August 2018 refers in Section 2 to *"Viability work"* within the list of evidence base documents that have formed the basis of the background information for the PSLP and we regard it as essential that the Local Plan is drawn in line with the viability evidence provided to the Council by their advisors, with appropriate reference being made to representations made by interested parties during the consultation process and the Council's evidence should be amended in line with accepted representations.
- 3.6 Turley provided representations on behalf of Peel Holdings (Land and Property) Limited in respect of the Updated Economic Viability Study ('UEVS') in Relation to Affordable Housing which was produced by Keppie Massie in June 2017. Neither the Council nor its advisors have provided any response to the submitted representations and we continue to have concerns that the basis of viability assessment is flawed, overestimating the viability of residential delivery in each of the four value locations identified within the UEVS.

Viability Assumptions Critique

- 3.7 The main areas of concern are briefly set out as follows:
 - the UEVS is based on the Council's earlier Economic Viability Study February 2016 ('EVS'), which was produced in support of the Council's Site Allocations and Development Management Policies DPD (the 'DPD'). However, the Council has withdrawn the DPD and we regard the previous evidence base as historic

and not fully reflecting current draft policy, including the current reference to the need for larger aspirational dwellings and quality housing which will cater for an ageing population. There are concerns that an update to a previous viability assessment for the preparation of a DPD does not adequately reflect, or test the deliverability of current local needs as outlined in the PSLP and supporting evidence;

- correction of errors relating to unit mix are required, increasing the number of 4 bed units in line with comparable schemes. The housing mix does not reflect the Council's desire to deliver a higher percentage of larger house types;
- the cost of constructing garages has not been included within the Council's appraisals;
- the EVS states that construction "*rates per m² are derived from data held by WYG based on a large range of housing projects carried out in recent years*".

No evidence is provided by Keppie Massie or WYG to support the adopted construction costs. The Examiner within the recent Cheshire East Council CIL Examination (12-13 September 2018) has rejected this approach, requesting disclosure of the evidence base;

- construction costs reduce as scheme size increases, with no reasoning or evidence provided;
- contractor's profit and overheads are deducted from the cost base of generic and site specific assessments and it is not possible to determine whether this deduction is appropriate;
- housing professional fees are adopted at 6-7% for site specific testing and rates for generic testing are not specified. A rate of 9% of all construction costs is regarded as reasonable and in line with Harman Guidance¹;
- no copies of appraisals are provided with either the UVS or UEVS, preventing appropriate critique and analysis, and reducing the ability to understand the adopted approach; and
- in all but the lowest value zone, the residential land value benchmarks adopted for brownfield land are significantly higher than those adopted for greenfield land. No evidence is provided to show that a greenfield land owner would be prepared to release their land for a lower value than a brownfield land owner.

3.8 These factors combine to inflate values and suppress costs without evidence to show that such assumptions are realistic or justified. Peel is concerned that the effect is to significantly overestimate the viability and, thereafter, deliverability of the PSLP's strategy and proposals. Both the EVS and UEVS demonstrate that affordable housing

¹ Viability Testing Local Plans - Advice for planning practitioners - June 2012

provision is not viable in the lowest value locations in the borough. For the reasons set out above, we consider that the levels of affordable housing within the other three value zones are inflated beyond that which would be proven with the use of appropriate appraisal assumptions.

Value Zone 1 Viability

3.9 UEVS Tables 3.1 and 3.2 show that delivery of 100% market housing schemes are unviable or very marginal in Zone 1 value areas (Bacup, Stacksteads and Weir).

3.10 With amendments to appraisal assumptions in line with commentary set out above, we are of the opinion that all results will show 100% market housing delivery to be unviable.

3.11 Tables 3.1 and 3.2 are repeated as follows:

Zone 1 Results at 30 dwellings per hectare			Brownfield			Greenfield		
Scheme	No Units	Policy	Surplus (per sq.m)	Surplus % GDV	Policy Impact (per sq.m)	Surplus (per sq.m)	Surplus % GDV	Policy Impact (per sq.m)
1	10	Baseline	-£33	-1.89%		£28	1.61%	
		10% affordable homes				-£33	-2.02%	£61
2	25	Baseline	-£55	-3.20%		£4	0.21%	
		10% affordable homes				-£47	-2.88%	£51
3	50	Baseline	-£73	-4.22%		-£19	-1.10%	
		10% affordable homes						
4	75	Baseline	-£64	-3.73%		£8	0.46%	
		10% affordable homes				-£50	-3.01%	£58
5	150	Baseline	-£36	-2.07%		£19	1.08%	
		10% affordable homes				-£24	-1.43%	£42

Table 3.1 – Zone 1 Results at 30 dwellings per hectare

Zone 1 Results at 40 dwellings per hectare			Brownfield		
Scheme	No Units	Policy	Surplus (per sq.m)	Surplus % GDV	Policy Impact (per sq.m)
1	10	Baseline	£19	1.12%	
		10% affordable homes	-£42	-2.54%	£61
2	25	Baseline	£2	0.10%	
		10% affordable homes	-£49	-2.99%	£51
3	50	Baseline	-£18	-1.06%	
		10% affordable homes			
4	75	Baseline	£3	0.17%	
		10% affordable homes	-£39	-2.36%	£42
5	150	Baseline	£21	1.22%	
		10% affordable homes	-£22	-1.30%	£42

Table 3.2 - Zone 1 Results at 40 dwellings per hectare

3.12 The UEVS determines that delivery of market housing (no affordable housing) on 30dph brownfield land in Bacup, Stacksteads and Weir is unviable.

3.13 Greenfield viability testing showed that four of the generic schemes were “marginally viable” and the 50 unit scheme was “unviable”.

3.14 Based on the Council’s evidence, it is clear that the delivery of housing in Zone 1 locations must be regarded as being at risk and of limited attraction to local or national house builders. The lack of any margin within the Council’s own evidence base results suggests that delivery expectations in these locations should be at a level which reflects the anticipated levels of demand from house builders.

3.15 As outlined above, we have concerns in respect of a number of the assumptions adopted within the Council’s DPD and affordable housing viability testing. In addition, the evidence base should be updated to reflect the proposed PSLP policies.

- 3.16 A number of the adopted assumptions are un-evidenced, at levels which do not match market expectations, or exclude essential cost items. Correction of the highlighted assumptions will reduce viability, and it must be anticipated that the marginally positive viability results will turn negative. Sales values in Zone 1 locations are insufficient to enable housing development to take place on a viable basis.
- 3.17 As an example of the impact of correction of a cost exclusion relates to garage provision.
- 3.18 Neither the EVS nor UEVS make reference to the costs associated with construction of garages within any of the generic or site specific appraisals.
- 3.19 The Turley *“Comments on Keppie Massie/WYG Updated Economic Viability Study in Relation to Affordable Housing (‘UEVS’)”*, which were provided to the Council in October 2017, stated that whilst *“garages will not attract a full £/m² house build cost, the costs of garage construction are substantial. Failure to accommodate and clearly set out these costs represents a shortcoming of the EVS, which follows to the UEVS.”*
- 3.20 We are aware that Rossendale adopts Joint Lancashire Structure Plan (2005) standards in respect of parking requirements, as follows: 1 bed – 1 space; 2-3 bed – 2 spaces; 4+ - 3 spaces.
- 3.21 In line with our understanding of market housing delivery, we would anticipate: 1 and 2 bed units to be provided with surface parking; 50% of 3 beds to benefit from a detached single garage plus a surface space and 50% surface parking only; 100% of 4 beds with a detached single garage and two surface spaces; and 100% of 5 beds to be provided with a double detached garage and a surface space.
- 3.22 Whilst surface parking will be covered within external works costs, the cost of constructing garages falls outside a developer’s assessment of external works. It is a cost which is separately assessed.
- 3.23 In line with our understanding of average current costs of delivery, costs should be included at £7,000 per single detached and £11,000 per double detached. Some larger 4 bed townhouses (2.5 or 3 storey) may be provided with an integral garage at lower cost, but numbers of these house types are limited.
- 3.24 In order to establish the impact of inclusion of appropriate garage costs within the Council’s viability testing, we have taken the Council’s core generic scheme mixes and applied garage costs in line with the above ratios and cost levels.
- 3.25 It should be noted that whilst the Council’s UEVS testing includes a 150 unit scheme, no dwelling mix is provided for this scale of development and we have extrapolated the 150 unit inputs from those stated for a 100 unit scheme on a pro-rata basis.
- 3.26 We have adopted the Council’s inputs for a 100% market sale greenfield scheme (no affordable housing) within the following table:

No. of Units	Total sq ft	£psf	Total MV GDV	Viability Surplus (£ per sq m)	Viability Surplus (£)	Viability Surplus (% of GDV)	Cost of garages (£)	Revised Viability Surplus (£ per sq m)	Revised Viability Surplus (£)	Revised Surplus (% of GDV)
10	1,021	1,722	1,758,162	28	28,588	1.61	59,360	-£30.14	-£30,772	-1.8
25	2,541	1,722	4,375,602	4	10,164	0.21	133,840	-£48.67	-£123,676	-2.8
50	4,931	1,722	8,491,182	-19	-93,689	-1.1	271,600	-£74.08	-£365,289	-4.3
75	7,469	1,722	12,861,618	8	59,752	0.46	417,760	-£47.93	-£358,008	-2.8
150	14,938	1,722	25,723,236	19	283,822	1.08	827,400	-£36.39	-£543,578	-2.1

3.27 The inclusion of garage construction costs in line with market expectations generates significant levels of negative viability for each of the generic testing typologies. It must be assumed that the results of site specific testing in Zone 1 locations will follow the same pattern, although it is noted that the UEVS does not include site specific testing.

3.28 Viability will reduce further following the inclusion of appropriate professional fees, contingency and finance costs assessed against the garage costs.

3.29 Similar amendments to other headline appraisal assumptions such as professional fees, construction costs and benchmark land values will have a similar negative impact upon viability, clearly indicating that the achievable sales values in Bacup are currently insufficient to support residential development, with schemes of all scale levels unable to provide the required levels of return to either (or both) the land owner or the developer.

Value Zone 1 Deliverability

3.30 We are aware that new build development has taken place in Bacup in recent years, but understand that such development relates to sites where planning permissions were gained 8-13 years ago and development has been underway for many years.

3.31 At the time of these historic planning permissions, development in Bacup may have appeared viable, but with limited sales value inflation, higher construction cost inflation, and slow sales rates, we regard it as unlikely that the developers that have been exposed to the Bacup market will be prepared to further invest in the location.

3.32 Other national developers continually monitor the performance of their competitor's development sites and will be aware that Key Performance Indicators have not been achieved on the sites in Bacup and we regard it as unlikely that Bacup will be regarded as an appropriate location for significant new build residential investment. This is evidenced by the Council's viability assessment.

3.33 Average sales prices in Bacup are set out on Zoopla, with a 10.51% increase reported in the last 10 years. BCIS Average Price construction costs have increased by 27.26% from

3Q 2008 to 3Q 2018. It is clear that development viability in Bacup has reduced due to sales value inflation falling significantly below the increase in costs of construction.

- 3.34 According to Land Registry data, the schemes by Harron Homes (Bacup), McDermott Homes (Bacup), Wain Homes (Bacup) and Persimmon (Whitworth) respectively achieved monthly market sales rates as follows: 1.5; 1; 0.8; and 1.7. These rates fall well below standard national housebuilder rates of circa 2.5 per month in the north west of England. Financial information published by Persimmon indicates an average UK achieved sales rate of 3.38 per month, with their Healey Walk Scheme in the higher value location of Whitworth achieving half of their UK average.
- 3.35 The Rossendale 5 Year Housing Land Supply Report (2017 – 2022) indicates only 22 homes currently under construction in the Bacup delivery area, as identified in Policy 3 of the Core Strategy. 67 homes are defined as holding unimplemented planning permission, and no schemes have resolution to grant.
- 3.36 The 67 homes with unimplemented planning permission will be reduced to 60 when updated in line with the revised permission for Greensnook Lane, which has reduced the originally consented 33 units to the current 26 units, which are now under construction.
- 3.37 It is apparent that the desire to develop residential schemes of scale within Bacup is very low.
- 3.38 The PSLP proposes that 370 units will be delivered in Bacup during years 1-5 of the Local Plan, with a further 319 during years 6-15. The first five year's delivery equates to 74 units per annum or 6.16 units per month.
- 3.39 Average residential delivery from the three new build sites in Bacup equates to an average of 0.88 sales per month. With the addition of the Persimmon scheme in Whitworth, the average increases to 1.14 sales per month.
- 3.40 Current rates of delivery in Bacup (0.88 sales per month) will require at least seven sales outlets in order to reach the Council's proposed delivery of 370 units in Bacup during years 1-5 of the Local Plan.
- 3.41 In addition to the current lack of viability and very slow sales rates, Bacup is a relatively small settlement and developers will be very cautious about entering a location where competition for purchasers will be high. Competition for purchasers will increase with the number of sales outlets.
- 3.42 Developers will assess a slower sales rate when they are aware that a competitor development site is located in close proximity. They may be prepared to proceed in locations where sales values are sufficiently high to support slower sales, but will reject schemes where sales values are low.
- 3.43 The prospect of encouraging seven developers into a small, low value, settlement area is regarded as unachievable and unsound. The provision of allocated development land in this location will not, in itself, create demand from developers or purchasers.

- 3.44 Under the “Housing” key topic heading, the PSLP states that *“The majority of new housing will be located in and around the main centres of Rawtenstall and Bacup with these centres accommodating in total around 50% of the housing requirement. The majority of the other development will be located in other identified settlements.”*
- 3.45 The Rossendale Local Plan Strategy Paper August 2018 includes a proposed housing distribution by settlement as follows:

How development is distributed

Housing is distributed between the Key Service Settlements as follows:

Settlement	Housing numbers	% of Total Allocated Housing
Rawtenstall	407	14.1
Bacup	689	23.0
Haslingden	122	4.2

Whitworth	213	7.4
TOTAL	1431	48.7

The remainder of the housing provision is split between the Local Service Centres with Edenfield having the greatest amount with 15.8% of the total allocation. This is primarily due to the strategic location west of Market St which is considered to be of broader Borough-wide significance. 9.5% of the housing target is currently unallocated.

- 3.46 The Strategy Paper proposes that Rawtenstall and Bacup will deliver 37.1% of total allocated housing, falling well below the 50% set out in the PSLP.
- 3.47 Taking both the PSLP and Strategy Paper into account, it can be seen that Bacup is regarded as a very significant area for housing delivery over the next 15 years.
- 3.48 The Strategy Paper states: *“The high levels of housing allocations in Bacup reflect a number of factors including the availability of land. While levels of viability are not as high as in the western parts of the Borough the construction of a range of housing types will help to diversify the stock away from the predominant character of terraced properties and contribute to the wider regeneration of the area.”*
- 3.49 The Council’s own evidence shows that residential delivery in Bacup is very marginal and, with appropriate amendments to appraisal methodology, it will be determined that residential development of any significant scale in Bacup is currently unviable due to low sales values in comparison to more accessible and desirable areas/settlements within the borough.
- 3.50 The planned delivery of 23% of housing in the Bacup area over the Local Plan period is inappropriate and unachievable and deliverability of the plan is regarded as unsound.

Value Zones 2, 3 & 4 Deliverability

- 3.51 Delivery in UEVS value Zone 2 is also regarded as unable to meet PSLP policy requirements and, with appropriate adjustments, viability testing will show that

delivery in locations with the Zone 2 sales values of £175 psf is unviable or very marginal with nil affordable housing and delivery expectations in the Zone 2 locations of *“Whitworth and less affluent portions of Rawtenstall”* must be managed appropriately.

- 3.52 Higher sales values in Zone 3 (Crawshawbooth, Northern Rawtenstall, and portions of Helmshore and Haslingden) and Zone 4 (Affluent parts of Rawtenstall, Haslingden and Helmshore, and Edenfield), as set out within the UEVS, generate higher levels of viability which will enable viable development of large scale residential development even following required amendments to the viability assumptions. In order to generate residential development at the required levels, the Council must focus allocations in areas of higher sales values, where viability is higher.
- 3.53 However, following revisions to appraisal assumptions, it must be anticipated that the level of deliverable affordable housing will reduce from that shown within the UEVS, and Local Plan policies must align with the results of the Council’s viability testing.

4. Affordable Housing

Affordable Housing Deliverability

- 4.1 PSLP Policy HS6: Affordable Housing proposes to apply an affordable requirement of 30% on-site affordable housing on all market housing schemes subject to site and development considerations (such as financial viability).
- 4.2 This policy requirement does not comply with NPPF requirements or Planning Practice Guidance 2018 ('PPG').
- 4.3 The UEVS shows that the proposed Policy HS6 will not be appropriate to apply to sites in value Zone 1, including Bacup, Stacksteads and Weir, as no affordable housing is viable in these locations. Also, 30% affordable housing provision is not viable in three of the schemes tested within value Zone 2, comprising *"Whitworth and less affluent portions of Rawtenstall"*.
- 4.4 30% affordable housing on brownfield sites is also shown to be unviable in all value zones.
- 4.5 Affordable housing viability will be reduced further, following appropriate adjustments to modelling in line with representations provided in respect of the UVES, which was produced by Keppie Massie in June 2017.
- 4.6 NPPF Paragraph 57 states that *"Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable."*
- 4.7 PPG reinforces the NPPF (2018). PPG is clear that the role for viability assessment is primarily at the plan making stage. Policies introduced to the plan should be realistic and deliverable. PPG paragraph 2 states:
- "The role for viability assessment is primarily at the plan making stage. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan."*
- It is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. Drafting of plan policies should be iterative and informed by engagement with developers, landowners, and infrastructure and affordable housing providers.*
- Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage."*
- 4.8 NPPF (2018) paragraph 16 (point C) confirms that plans must be prepared positively, in a way that is aspirational but deliverable. Paragraph 34 elaborates confirming that

plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Critically, the Local Authority must be able to demonstrate that such policies do not undermine the deliverability of the plan.

- 4.9 Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage².
- 4.10 The role for viability assessment at the plan making stage is hence to ensure that policies are realistic and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.
- 4.11 Of parallel importance, PPG states in no uncertain terms that the process of developing plan policies that introduce costs to development, and may impact on viability, must be prepared collaboratively via industry engagement.
- 4.12 It is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. Drafting of plan policies should be iterative and informed by engagement with developers, landowners, and infrastructure and affordable housing providers³.
- 4.13 Turley has received no further engagement since comments were submitted on behalf of Peel Holdings (Land and Property) Limited in respect of the UEVS following its publication in June 2017.
- 4.14 The Council has referred to the findings of the UEVS without requiring amendments in line with comments received from representors and without appropriate reference to the results produced within the UEVS, which should have directed the Council to the conclusion that a requirement for 30% affordable housing on all new housing developments of 10 or more dwellings is not viable and will impact on the viability and deliverability of schemes in many areas of Rossendale Borough.
- 4.15 The proposed affordable housing policy is regarded as unsound as it will undermine deliverability of the plan.

² MHCLG (2018) PPG – Viability: Paragraph: 002 (Reference ID: 10-002-20180724)

³ MHCLG (2018) PPG – Viability: Paragraph: 002 (Reference ID: 10-002-20180724)

Density	Delivery Timescale	GF/BF	Allocation	Policy	Reg 18 Ref	SHLAA Ref	Brownfield Land Register 2017	SHLAA Market Area	Owner/ Developer	Constraints identified in the SHLAA	Sustainability Appraisal	Turley Comments	Turley Anticipated Delivery	Dwellings in Years 1-5	Dwellings in Years 6-15	Amount of affordable housing potential.*
50	Years 1-5	BF	Housing	HS2	HS2.81	SHLAA16176	ROSBS029	High value market area (£190 to £210/sqm) - At the edge between the high value market area and the medium value market area	Private ownership	Parts of the site at low risk of surface water flooding . The site adjoins the River Inwell (flood zone 3). Part of the site flooded during the flood events in December 2015. Potential contamination issues or known issues but capable of remediation. Trees at the south east corner of the site - reduced developable area to 1.08 ha and a net developable area of 0.97. SHLAA identifies yield of 39 dwellings.	Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing therefore there is no realistic prospect of delivery within 5 years. The density has been reduced to 30 dph to reflect the flood risk concerns and avoid ground floor development. This has resulted in a development yield which accords with the 39 dwellings within the SHLAA.	39	0	39	4
550	Years 1-5	BF	Housing	HS2	HS2.63	SHLAA16373	N/A	N/A	Z Khan	N/A	Minor Adverse Impacts to CH2 and CH5 - Grade 2 listed building. Minor adverse impact to MA1 - increase waste generation.	2014/0233 - approved for conversion to 11 apartments on 16.10.2014 - conditions are yet to be discharged and permission has expired and the site has stalled. There is no clear evidence that there is a developer connected to the site and that delivery will occur within 5 years. The site is considered developable.	11	0	11	0
28	Years 1-5	BF	Housing	HS2	N/A	SHLAA18422		high value market area (£190 to £210/sqm)	B&E Boys	More than 50% in flood zone 2 or affected by medium surface water flood risk, or more than 10% in flood zone 3 or affected by high surface water flood risk	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to WF2 - surface water flooding Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	2018/0132: detailed application approved for 19 dwellings by B&E Boys. Viability was submitted with the application which identified that no affordable housing could be delivered. Site is considered deliverable within 5 years.	19	19	0	0
30	Years 1-5	Mix	Housing	HS2	HS2.50	SHLAA16220	N/A	high value market area (£190 to £210/sqm)	Public Ownership and Private Ownership	SHLAA comprises a gross site area of 1.59 - this is reduced to 1 to reflect that 30% of the ownership is unknown. Public ownership for a large part of the site and private ownership for a small parts of the site to the north and south east corner. The intentions of the private landowner are unknown. The part in public ownership is available for development. North west part is steep. There is a pronounced slope on the western part of the site and known land stability issues. Within 10m from flood zone 2 and adjoins an area at high risk of surface water flooding. Site adjoins an active employment site that can affect the amenity of future residents. Waste water pipe goes through the site	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing therefore there is no realistic prospect of delivery within 5 years. There are significant topographical constraints, a retaining wall along the southern boundary of the site, a number of trees which may require retention, access improvement works, potential noise mitigation and the site is currently informally used as Public Open space. In order to respond to the constraints of the site a reduced density of 20 dph should be used and this has subsequently been applied.	20	0	20	6
27	Years 1-5	GF	Housing	HS2	HS2.47	SHLAA16203	N/A	high value market area (£190 to £210/sqm)	Public ownership (RBC)	Several public rights of way going through the site. Gross site area 0.49 (southern part of the allocation) (13 dwellings) No significant constraints have been identified for this site. The site is situated far away from a strategic road but has good access to public transport. The site is considered suitable in the short term for a housing development. The public rights of way should be maintained as far as possible.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor Adverse Impacts to WF2 - surface water flooding Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation. Minor adverse impact to ES1- outside of target distance for both primary and secondary school	Access from Goodshaw Lane is poor, the lane is narrow and the distance to a main carriageway is long. It is not clear whether the road is able to be widened. The central part of the site has not been assessed and subsequently it is unclear if this is suitable, the northern part of the site has been identified as unsuitable and therefore should not be included. The site is not considered suitable due to the significant access constraints and clear evidence that the site is accessible without extensive highway improvement works which may render the site unviable. The site should not be considered to be developable.	0	0	0	0
						SHLAA16205	N/A	high value market area (£190 to £210/sqm)	Family ownership but both owners willing to release the site	To the north but adjacent to SHLAA 16203 Gross Site area 0.53 - 14 dwellings Countryside NOT adjoining the urban area. Access off Goodshaw Lane (narrow lane) - lane needs widening. Public right of way along the northern boundary of the site and to the west The landowners have expressed an interest to develop the site for housing in the call for sites exercise (2016 and 2003). A planning application was submitted in 1976 and refused.						
						SHLAA16207	N/A	high value market area (£190 to £210/sqm)	Private ownership	Countryside NOT adjoining the urban area. Access off Goodshaw Lane (narrow lane) - lane needs widening. Public right of way along the northern boundary of the site and to the west Majority of the site is identified as Grassland Stepping Stone Habitat, therefore the area available for development is reduced by 50% to allow protection of part of the habitat. The site is within the Settled Valley landscape character type, however the independent landscape study concluded that the site is not suitable on landscape grounds. Waste water infrastructure going through the site that can restrain development layout. Also, utilities constraints in the vicinity of the site. Small part of the site at medium and low risk of surface water flooding (near the pond at Swinshaw Farm)						
26	Years 1-5	GF	Housing (Self Build)	HS18	HS2.48	SHLAA16209	N/A	high value market area (£190 to £210/sqm)	Public Ownership (RBC)	Countryside NOT adjoining the urban area Adjacent to Burnley Road however the site is at a higher level and separated by a retaining wall Public right of way going through the site Site is within the Settled Valley landscape character type, although it provides views to the moors Only the local park is within walking distance, the other local services are situated further away	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation. Minor adverse impact to ES1- outside of target distance for both primary and secondary school	Undulating site with retaining wall along the frontage. There is no evidence to identify that access can be provided to the proposed properties and development can be delivered viably. Site is not accessible, therefore not suitable for development and should not be considered developable.	0	0	0	0

32	Years 1-5	GF	Housing	HS2	HS2.51	SHLAA16197	N/A	high value market area (£190 to £210/sqm)	Public Ownership (RBC)	Western part of the site is flat while eastern part slopes upward from west to east The site is 60m away from St Mary's and All Saints Church which is a listed building Eastern part of the site has potential land contamination issues. The site is informally used as a recreational area. The site is accessible via Church Street, however, the street is congested due to on-street parking.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to CH3 - Viewable from a Grade 2 listed building. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation.	There is no clear evidence that the site is controlled by a developer and no application submitted on the site. The site should not therefore be considered deliverable within 5 years. The site is currently in informal use as public open space, access to the site is narrow with on-street parking, which may restrict the number of dwellings which can be delivered. The eastern portion of the land appears to comprise made ground and there is a significant difference in levels. The site should not be considered to be developable.	0	0	0	0
31	Years 1-5	GF	Housing	HS2	HS2.60	SHLAA16317	N/A	high value market area (£190 to £210/sqm)	Private ownerships (2 land titles)	Both landowners are willing to develop the land (email received 29.11.2016) Steep garden Access from narrow lane The site is considered suitable now for housing development but the yield may be lower depending on the type of housing proposed.	Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation.	There is no clear evidence that the site is controlled by a developer and no application submitted on the site. The site is therefore not deliverable within 5 years. The site is currently in use as a back garden, access is off a private, narrow lane Due to the sloping nature of the site and the need to consider the setting it is unlikely that 8 dwellings will be delivered on the site. The density should be reduced to 15 dwellings per ha, which will subsequently place the site within the 'small sites' category, and should therefore not be included within the supply.	0	0	0	0
20	Years 1-5	GF	Housing	HS2	HS2.61	SHLAA16362	N/A	high value market area (£190 to £210/sqm)	McDermott Homes Ltd	N/A	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to CH3 - Viewable from a Grade 2 listed building. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Detailed application for 34 dwellings (2015/0334) was submitted on 06.08.2015. The application was approved on 15.12.2015. Applications to discharge conditions have been approved. The committee report identified that an offsite affordable housing contribution of £300,000 was acceptable in this case.	34	34	0	0
28	Years 1-5	GF	Housing	HS2	HS2.65	SHLAA16404	N/A	high value market area (£190 to £210/sqm)	Public Ownership	Currently used as open space with footpaths Steep slope towards the river but relatively flat along Bury Road More than 10% of the site is within flood zone 3 (0.12ha) Footpath goes through the site and 50% of the site is wooded Small area with potential land contamination Waste water infrastructure crisscrossing the site There are some active businesses to the north west (on the other side of the river), however if the trees are retained it will act as an effective screen and protect the amenity of future residents.	Coincides with flood zone 3. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Several significant constraints on the site which would reduce the developable area and subsequently the sites viability. The site is small and subsequently any reduction in developable area would render the site unviable and/or in the small sites category. The site is not suitable for development and should be removed from the supply.	0	0	0	0
27	Years 1-5	GF	Housing	HS2	HS2.42	SHLAA16188	N/A	high value market area (£190 to £210/sqm)	Owned by a developer	The landowner expressed an interest in 2008 and summer 2015. Part of the site has been granted planning permission for 9 dwellings (2016/0295). Less than 10% of the site affected by medium and low surface water flood risk Public right of way going through the site 2 listed buildings adjoin the site. the agent stated the site will not be completed within the short term, it is assumed that delivery could start in the next five years, with completion in the medium term. According to the history of delivery by the developer, 5 dwellings per year are likely to be built instead of the average of 20 (considering past delivery)	Minor Adverse Impacts to CH4 - Could alter the character of a conservation area Minor Adverse Impacts to WF2 - surface water flooding Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	The wider site is considered to be developable, rather than deliverable as there is no planning permission. The 9 units with planning permission are considered deliverable.	54	9	45	13
						N/A			N/A							
						N/A			N/A							
						N/A			N/A							
50	Years 1-5	BF	Housing	HS2	HS2.43	SHLAA16190	ROSBS037	high value market area (£190 to £210/sqm)	N/A	N/A	Minor Adverse impact on BG4 - adjacent to important biological or heritage asset. Major adverse WF1 - Coincides with flood zone 3 Minor adverse impact WF2 - Surface Water Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	Outline application with all matters reserved except for access, for demolition of existing buildings and structures, and replacement with residential development of up to 107 units - 2016/0267. Viability assessment assumes delivery of affordable housing is unviable. Reserved Matters application is imminent.	107	107		0
						SHLAA16191			Taylor Wimpey	25% of the site had potential land contamination Less than 10% of the site is at high and medium risk of surface water flooding. About 25% of the site is at low risk of surface water flooding. Public right of way along the northern boundary						
						SHLAA16367			ROSBS013	N/A						

30	Years 1-5	Mix	Housing	HS2	HS2.49	SHLAA18213	n/a	high value market area (£190 to £210/sqm)	Private Ownership	<p>Part of the site to the north, behind the Working Men's Club, has planning permission for 2 dwellings (2016/0478). The landowner owning a large part of the site has expressed an interest for residential development</p> <p>Site slopes westwards</p> <p>Less than 10% of the site is at high risk of surface water flooding and medium risk of surface water flooding.</p> <p>About 20% of the site (0.21ha) is identified as a Grassland Stepping Stone Habitat and has been excluded from the area available for development.</p> <p>PROW along the north-western boundary of the site</p> <p>The site is within the Settled Valley Landscape character type. However the site provides long views to the west part of the Valley from Burnley Road. The landscape assessment of the site situated to the south concluded that development was unsuitable.</p> <p>May require further site investigation or a coal mining risk assessment.</p>	<p>Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside.</p> <p>Minor Adverse Impact CH2 - Grade 2 listed building.</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to H1 - Not close to health facilities</p> <p>Minor adverse impact to MA1 - increase waste generation.</p> <p>Minor adverse impact to ES1 - outside of target distance for both primary and secondary school</p>	<p>No clear evidence that there is a developer connected with the site - there has been no detailed application submitted. Site is therefore not considered deliverable within 5 years.</p> <p>The landscape assessment does not provide a specific landscape conclusion on the site.</p>	95	0	95	29
24	Years 1-5	GF	Housing	HS2	HS2.70	SHLAA16236	N/A	high value market area (£190 to £210/sqm)	Single Private Ownership	<p>Site sloped gently towards Hardman Avenue</p> <p>An outline planning application (2015/0489) submitted for 26 dwellings which was reduced to 24 was approved subject to the signing of a section 106 agreement. But the agreement was never signed and the application was then refused.</p> <p>Historic surface water run -off issues</p> <p>presence of Public Rights Of Way or informal use adjoins no. 2 to 8 Middle Carr Farm listed buildings (grade II)</p>	<p>Minor Adverse Impacts to L4 - diminish views to the countryside.</p> <p>Minor Adverse Impacts to L3 -Loss of moorland fringes / uplands</p> <p>Minor Adverse Impact CH3 - viewable from a Grade 2 listed building.</p> <p>Minor Adverse Impacts to NR1 - loss of greenfield</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to CCA1 - loss of green infrastructure.</p> <p>Minor adverse impact to MA1 - increase waste generation</p>	<p>The application has stalled and there is no clear evidence that the site is deliverable within 5 years.</p> <p>The scheme has been reduced to reflect the application and the level of affordable housing provision within the submitted Heads of Terms.</p>	24	0	24	7
29	Years 6-15	GF	Housing	HS2	HS2.45	SHLAA16187	N/A	medium value market area (£170/sqm)	Single Private Ownership	<p>Steep slope present on site</p> <p>Access via a narrow lane (Lime Tree Grove) leading to Willow Avenue or via Cribden Street restricted by street parking.</p> <p>St Paul's Church is a listed building adjoining the site.</p> <p>The site is owned by a developer wishing to develop 4 houses on site. However, based on a 30 dwellings per hectare density, there is potential for 10 dwellings on the site.</p> <p>The agent representing the landowner commented during the summer 2015 consultation that the site is unlikely to be completed within the next five years. The development is therefore achievable in the medium term.</p>	<p>Minor Adverse Impact CH3 - viewable from a Grade 2 listed building.</p> <p>Minor Adverse Impacts to NR1 - loss of greenfield</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to CCA1 - loss of green infrastructure.</p> <p>Minor adverse impact to MA1 - increase waste generation</p>	<p>The developer is stating a lower density on site and there are topographical issues - the site capacity should be reduced to 4 dwellings - this reduction places the site within the 'small sites' bracket and should subsequently be removed from the supply to avoid double counting.</p>	0	0	0	0
30	Years 6-15	GF	Housing	HS2	HS2.46	SHLAA16189	N/A	high value market area (£190 to £210/sqm)	The site is owned by a developer wishing to develop the site for housing.	<p>There is an area at high, medium and low risk of surface water flooding along the northern boundary of the site.</p> <p>Local services are situated within the medium range, except the primary school which is situated further away. A small area along the northern boundary where Edge End Clough runs, is at high, medium and low risk of surface water flood risk.</p> <p>The agent representing the landowner commented during the summer 2015 consultation that the site is unlikely to be completed within the next five years.</p> <p>The landowner has expressed an interest in developing the site in 2008 via the call for sites, and reiterated the potential to deliver 10 dwellings on site.</p>	<p>Minor Adverse Impacts to L4 - diminish views to the countryside.</p> <p>Minor Adverse Impacts to NR1 - loss of greenfield</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to CCA1 - loss of green infrastructure.</p> <p>Minor adverse impact to MA1 - increase waste generation</p> <p>Minor adverse impact to T1 - Outside of the desired distance for both bus and rail</p>	<p>The number of dwellings proposed should be reduced to match the owners intentions of 10 dwellings on site.</p>	10	0	10	0
30	Years 6-15	GF	Housing	HS2	HS2.52	SHLAA16219	N/A	High value market area (£190 to £210/sqm)	The northern parcel is in private ownership. The other parcels are in unknown ownership.	<p>The landowners of the northern parcel (12% of the site) expressed an interest to develop the site for housing (email received September 2017).The intentions of the other landowners are unknown.</p> <p>Less than 10% at high risk of medium surface water flooding (area excluded from the net developable area). Less than 50% of the site at medium and low risk of surface water flooding.</p> <p>Public rights of way going through the site.</p> <p>May require further site investigation or a coal mining risk assessment.</p>	<p>Minor Adverse Impacts to L4 - diminish views to the countryside.</p> <p>Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside.</p> <p>Minor Adverse Impacts to NR1 - loss of greenfield</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to CCA1 - loss of green infrastructure.</p> <p>Minor adverse impact to H1 - Not close to health facilities</p> <p>Minor adverse impact to MA1 - increase waste generation</p>	<p>The site size should be reduced to reflect the land where the owners intentions are clear - this would render the site a 'small site' and therefore should be removed from the supply to avoid double counting.</p>	0	0	0	0
20	Years 6-15	GF	Housing	HS2	HS2.67	SHLAA16240 SHLAA16383	N/A	high value market area (£190 to £210/sqm)	Single private ownership Single private ownership	<p>The current landowner (0.78ha) supports the allocation of the site for housing development (letter received in August 2015) however no intentions to develop the site in the short term came forward, therefore the delivery is likely to be within the medium to long term.</p> <p>Access of Lomas Lane - widening required to make suitable for more vehicles but space is limited</p> <p>Public right of way along the northern boundary</p> <p>The site adjoins 2 listed buildings: Carr Farm and Gravestone in grounds of Carr House (both grade II)</p> <p>The site contains trees protected by TPO that should be preserved as part of the development.</p>	<p>Minor Adverse Impacts to L4 - diminish views to the countryside.</p> <p>Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside.</p> <p>Minor Adverse Impact CH3 - viewable from a Grade 2 listed building.</p> <p>Minor adverse impact WF2 - Surface Water</p> <p>Minor Adverse Impacts to NR1 - loss of greenfield</p> <p>Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions.</p> <p>Minor adverse impact to CCA1 - loss of green infrastructure.</p> <p>Minor adverse impact to H1 - Not close to health facilities</p> <p>Minor adverse impact to MA1 - increase waste generation</p>	<p>No clear evidence that there is a developer connected with the site - there has been no detailed application submitted. The access issues need resolving and it needs to be evidenced that both sites can be accessed prior to the site being considered developable.</p>	0	0	0	0

26	Years 6-15	GF	Housing	HS2	HS2.69	SHLAA16244	N/A	N/A	N/A	N/A	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation	An application was submitted and approved in 2002 and a Lawful Development Certificate to confirm that a material start was made on planning permission 2002/532 prior to the expiration date of that permission was submitted (2016/0273) and approved on 6 September. This development has not been delivered in 16 years there is no clear evidence that there is a developer connected with the site. The site can therefore not be considered deliverable within 5 years.	7	0	7	0
100	Years 1-5	BF	Housing	HS2	N/A	SHLAA18428	ROSBS035	low value market area (£150/sqm)	Private Ownership: Beacon Developments Limited	A planning application was submitted in 2010 for residential use (2010/0101). Site adjoins a woodland stepping stone area. The property is listed (Grade II) and situated within Bacup Town Centre Conservation Area. May require further site investigation or a coal mining risk assessment	Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation	Very high density proposed on the site and there are issues relating to viability. Previous application refused for conversion to 16 apartments and construction of 12 courtyard apartments 2010/0101, 2009/0562. It has not been demonstrated that the site is suitable or viable and should not be considered developable.	0	0	0	0
31	Years 1-5	BF	Housing	HS2	HS2.18	SHLAA16060	ROSBS007	low value market area (£150/sqm)	Multiple private ownerships	A planning permission was submitted and granted permission in 2008 for apartments. Some landowners have expressed an interest to release the site for development. Vacant Land currently Small part of the site affected by high, medium and low risk of surface water flooding. Public footpath along the eastern boundary of the site potential contamination issues	Minor Adverse Impact CH3 - viewable from a Grade 2 listed building. Minor Adverse Impact CH4 - alter the character of a conservation area. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Coincides with Flood Zone 2 as well as SWFR 1/30 Minor adverse impact to MA1 - increase waste generation	2008/0244 - approved Reserved Matters for 2 blocks of apartments (50 units) - 2002/502 - not implemented. The SHLAA identifies that only 'some' of the landowners are willing to release the site for development. There is no reasonable prospect that the site will become available and should be removed from the supply.	0	0	0	0
110	Years 1-5	BF	Housing (special Needs)	HS17	HS2.19	SHLAA16063	ROSBS018	low value market area (£150/sqm)	Private ownership (Krinvest LTD)	N/A	Minor Adverse Impact CH2 - adjacent to a Grade 2 listed building. Minor Adverse Impact CH4 - alter the character of a conservation area. Coincides with Flood Zone 2 as well as SWFR 1/30 Minor adverse impact to MA1 - increase waste generation	Outline application: Erection of 22no. bedroom care home (Use Class C2) with all details for approval except for landscaping. Krinvest LTD have a history of delivering care home developments. Previous application 2016/0035 - Outline Application for the erection of a three storey building to contain: nursery (Use Class D1), offices (Use Class B1) and 10no. residential apartments (Use Class C3), with details of access, appearance, layout and scale for approval.	22	22	0	0
53	Years 1-5	BF	Housing	HS2	HS2.25	SHLAA16112	ROSBS028	low value market area (£150/sqm)	Private Ownership (S&S Preparations)	Car repairs, spare parts sales, storage and distribution. The landowner has expressed an interest to develop the site for housing use in the short term. An outline planning application has been approved for the demolition of the mill and the erection of 9 residential units (2017/0130). Site located within Stacksteads Gorge Local Geodiversity Site The southern half of the site has potential land contamination issues, therefore a land contamination survey will be required. Flood risk mitigation, land contamination survey (and potential decontamination)	Minor Adverse Impact BG5 - Coincides with Stacksteads Gorge Local Geodiversity Site. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation	2017/0130 - outline application for 9 dwellings approved. Site is developable but there is no clear evidence that there is a developer connected with the site and no discharge of condition applications submitted. The site is therefore not considered deliverable within 5 years.	9	0	9	0
175	Years 1-5	BF	Housing	HS2	HS2.26	SHLAA16357	ROSBS011	low value market area (£150/sqm)	Private Ownership (MSI Property Investments Ltd)	N/A	Minor Adverse Impact CH3 - viewable from a Grade 2 listed building. Minor Adverse Impact BG5 - Coincides with Stacksteads Gorge Local Geodiversity Site. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation	Conversion of public house and two retail units to 7 Apartments - 2015/0261. The permission expires 12.11.2018 and no conditions have been discharged. The site is therefore considered developable but not deliverable due to the stalled nature of the site.	7	0	7	0
30	Years 1-5	Mix	Housing	HS2	HS2.24	SHLAA16109 part of SHLAA16107	N/A	low value market area (£150/sqm)	Single private owner 4 Land titles. Half of the site in public ownership (Lancashire County Council), half of the site in private ownership.	Land owner has expressed interest to develop the site for housing in the short term (1.22ha) Countryside NOT adjoining the urban area within 700m to Stacksteads recreation ground via footpath Contamination testing carried out as part of the application 2011/0548 showed that the site is clear from contamination except from benzo(a)pyrene (BAP) to the north of the site. Land contamination report, especially for the southern part of the site One of the landowner (owning 25%) expressed an interest for log cabins but not a residential development (phone call received 02.12.2016). Another landowner (owning less than 10%) of the site expressed an interest to develop the site. Another landowner owning 13% of the site does not wish to release the site for housing. LCC is willing to release the site for a housing development, thus 50% of the site is available now. Steep slopes within the northern section, however the area along Blackwood Road is relatively flat. The site is adjacent to the Stacksteads Gorge Local Geodiversity Site. A narrow strip of Wetland and Heath Corridor goes through the site. Some areas of the site have potential land contamination	Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation Minor adverse impact to T1 - Outside of the desired distance for both bus and rail	The site is within 5 ownerships, some public and private with mixed opinions on whether the site is available for development. The site area has been amended to reflect this but it has not been made clear whether the section of the site owned by LCC can be accessed effectively. There is no clear evidence that there has a developer attached; no planning applications have been submitted; and both fields will need to be sold separately. Therefore the site can not be considered deliverable within within 5 years. Keppie Massey report identifies that affordable housing would not be viable in this location.	41	0	41	0
18	Years 1-5	GF	Housing	HS2	HS2.1	SHLAA16053	N/A	low value market area (£150/sqm)	B&E Boys	N/A	Minor Adverse Impact CH3 - viewable from a Grade 2 listed building. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation Minor adverse impact to T1 - Outside of the desired distance for both bus and rail	Topography on the site is a constraint. Application for 33 dwellings 2015/0358 has been approved and conditions discharged. Further application for 26 dwellings has been submitted to address topography issues - 4 of the approved dwellings will be built out as currently approved. No affordable housing is to be provided on site.	30	30	0	0

33	Years 1-5	GF	Housing	HS2	HS2.5	SHLAA1608 3	N/A	low value market area (£150/sqm)	Small part in private ownership (to the east), large part in public ownership.	The part of the site in public ownership is available for development (0.15ha). The private landowner does not wish to release the land for development. Access off Fernhill Drive. It is a steep 2 sided road but cars often park on one side of the road. Topography. low surface water flood risk as the properties along Newchurch Street further south outside the site boundary. Informal recreational use on site. Presence of sewers on site	Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation	There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing. Therefore there is no realistic prospect of delivery within 5 years. There are significant topographical constraints relating to the access which may limit the level of development on this site further.	5	0	5	0
30	Years 1-5	GF	Housing	HS2	HS2.15	SHLAA1604 0	N/A	medium value market area (£170/sqm)	Private Ownership	Former water treatment works and vacant land. Drain and area at high risk of surface water flooding (0.4ha), Wetland and Heath Stepping Stone Habitat (approx. 2.5ha) has reduced the net developable area to 2.1ha. The landowner has expressed an interest to develop the site for housing and keep an area for open space. Gradient present but can be mitigated Wetland and heath habitat conservation or enhancement. Flood risk and landscape mitigation. Coal risk assessment. There is a wetland and heath stepping stone habitat covering approximately 2.5ha, this area has been excluded from the area available for development.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation.	The development yield should be reduced to reflect the owners intentions to leave part of the site as Public Open Space. The DPH has therefore been reduced to 20. There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing therefore there is no realistic prospect of delivery within 5 years. The Keppie Massie report identifies that the site would be capable of delivering 20% affordable housing.	42	0	42	8
30	Years 1-5	GF	Housing	HS2	HS2.16	SHLAA1604 2	N/A	low value market area (£150/sqm)	Multiple private ownership	High surface water flood risk (0.06ha) Unilateral agreement to keep part of the site as open space One of the landowner has expressed an interest to develop the site for housing in the short term via the call for sites exercise (2016). Potential access via Fieldfare Way, Goldcrest Avenue Or Tong Lane. Lancashire County Council Highways Department commented that: "There is insufficient width between 112 – 114 Pennine Road to provide a vehicular access that is safe and suitable to the site. The land would be sufficient to provide a pedestrian/cycleway only. Alternative means of vehicle access to the highway network will be required." Public footpath going along the northern boundary. Land used for dog walking. May require further site investigation or a coal mining risk assessment.	Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Access for the site is unresolved the site can not be considered deliverable currently. There are several land owners who have no interest in developing and a unilateral agreement which prohibits development on part of the site. The ownership issues with no evidence as to how these will be resolved mean that the site does not have a realistic prospect of becoming available and therefore can not be considered developable.	0	0	0	0
						SHLAA1604 3			Public ownership (Rossendale Borough Council)	Access from Fieldfare Way or Goldcrest Avenue is not within the same ownership - Ransom. Site used informally (e.g. dog walking). Sewers present on site						
30	Years 1-5	GF	Housing	HS2	HS2.17	SHLAA1604 7	N/A	low value market area (£150/sqm)	single ownership	Access improvements required to the site from Tong Lane (single track) One of the landowner has expressed an interest in developing the site (1.15ha) but the intentions of the second landowner are unknown. Outline planning application has been submitted (2018/0271) for 33 dwellings on land excluding southern part of the site - application still under consideration. C. 5.5km to strategic road network Secondary school c. 5km Community facilities c. 1.5km Presence of public right of way or informal use High landscape impact potential contamination issues Severe instability issues or entirely or partly within a high risk development area. Extra costs associated with access improvements, coal risk assessment, landscape assessment and demolition	Minor adverse impacts L4 - Diminish views of countryside and rural nature Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land Minor adverse impacts CCM1 - increase greenhouse gas emissions Minor adverse impacts CCA1 - loss of green infrastructure Minor adverse impacts H1 - does not meet the criteria for facilities Minor adverse impacts MA1 - increase in waste generation	LCC comment on another allocation: "Tong Lane itself is constrained in width by buildings and has poor pedestrian provision. There is a higher than average percentage of HGV traffic on Tong lane due to the Quarry to the north. The site access off Tong End is too narrow currently and requires widening and what is potentially third party land. The provision of 20 houses appears high considering the site is crossed by the reservoir spillways however the provision of any additional housing would be a concern due to the constraints of Tong Lane and the site access."	0	0	0	0
						SHLAA1604 5			single ownership	Access off Tong lane via single narrow lane Strategic highway network is located more than 5.5km Secondary school located more c. 5km away GP Surgery within 3km Local facilities c. 1.5km Park/play area within 1.5km Presence of PRoW or informal use on the site High Landscape impact Contamination issues Severe instability issues or entirely or partly within a high risk development area		Access requires 3rd party land, it has not been identified whether a suitable access can be achieved. The site is unsuitable and therefore should be removed from the supply.				
31	Years 1-5	GF	Housing	HS2	HS2.21	SHLAA1603 8	N/A	medium value market area (£170/sqm)	Multiple ownerships	Access to the site is a major constraint and significant infrastructure is required C. 5.5km to strategic highway network primary school access c. 1.5km Secondary School 5km Community facilities c. 1.5km Severe instability issues or entirely or partly within a high risk development area site is in a mixed use area significant costs associated with access constraints	Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land Minor adverse impacts CCM1 - increase greenhouse gas emissions Minor adverse impacts CCA1 - loss of green infrastructure Minor adverse impacts H1 - does not meet the criteria for facilities Minor adverse impacts MA1 - increase in waste generation	Access to the site is proposed to be taken from Stack Lane, a steep and narrow single lane / track. Access is a major constraint and significant new infrastructure is required. The site has been subject to a previous planning application (LPA Ref. 2010/0010) which sought outline planning permission for residential development. This was refused as was the appeal. There is no evidence that there is a developer connected with the site at present. The refusal of planning permission and appeal indicates that the site is unsuitable for development and therefore should not be allocated.	0	0	0	0

29	Years 1-5	GF	Housing	HS2	HS2.28	SHLAA16098	N/A	low value market area (£150/sqm)	Private Single Ownership	C. 5.5km to strategic highway network Limited access to public modes of transport Community facilities c. 1.5km Located in Biological Heritage Site, Local Geodiversity site or Core Area or Stepping Stone areas	Minor adverse impact BG5 - coincides with Stacksteads Gorge Local Geodiversity Site Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land Minor adverse impacts CCM1 - increase greenhouse gas emissions Minor adverse impacts CCA1 - loss of green infrastructure Minor adverse impacts H1 - does not meet the criteria for facilities Minor adverse impacts MA1 - increase in waste generation	There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing. Therefore there is no realistic prospect of delivery within 5 years.	10	0	10	0
20	Years 1-5	GF	Housing	HS2	HS2.4	SHLAA16080	N/A	low value market area (£150/sqm)	Single private ownership	Located c. 5.5km from strategic highway network Secondary school c. 5km Community facilities c. 1.5km Adjacent to SSSI, LNR, Biological Heritage Site, Local Geodiversity Site or Core Area or Stepping Stone areas Site contains or adjoins Listed Building Presence of utilities infrastructure Extra costs associated within ecological and landscape mitigation, heritage assessment	In Flood zone 1 but SWFR 1/30 is present within the site Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land Minor adverse impacts CCM1 - increase greenhouse gas emissions Minor adverse impacts CCA1 - loss of green infrastructure Minor adverse impacts H1 - does not meet the criteria for facilities Minor adverse impacts MA1 - increase in waste generation	A Grade II listed building is situated within the site - development could affect the setting of the asset. SHLAA identifies that the site is capable of accommodating 37 dwellings. No indication that a developer is intending to bring forward a development on the site. However, given that the adjacent part of the site is being developed it is likely that this will be brought forward as a second phase of development and is therefore currently considered developable. Keppie Massie report identifies that affordable housing is not viable in this location.	37	0	37	0
						SHLAA16081			Barnfield Construction	N/A		The site is considered to be deliverable. A full planning application was approved in 2018 for the development of 26 dwellings. A number of DoC application have subsequently been approved: 2018/0314; 2018/0339; 2018/0391 and 2018/0457.	26	26	0	0
32	Years 1-5	GF	Housing	HS2	HS2.3	Part of SHLAA16065	N/A	low value market area (£150/sqm)	Single public ownership	Former burial grounds present within the site restraining the area available for development (net developable area reduced to reflect this) Located c. 5.5km from strategic highway network Secondary school c. 5km Presence of Public Rights of Way or informal use Site within or adjoins conservation areas Presence of utilities infrastructure on site	Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land Minor adverse impacts CCM1 - increase greenhouse gas emissions Minor adverse impacts CCA1 - loss of green infrastructure Minor adverse impacts MA1 - increase in waste generation	A formal burial ground is present within the site. Presence of Public Rights of Way or informal recreation use is applicable to the site. In addition to the former burial ground, the site adjoins the Bacup Town Conservation area and the Historic Core landscape character type is applicable. Sewers are present on the site. The SHLAA identifies that the site is capable of delivering 9 dwellings in the next 5 years. There is no developer attached and no detailed applications therefore the site is not considered deliverable with a realistic prospect of delivery within 5 years.	9	0	9	0
31	Years 6-15	BF	Housing	HS2	HS2.30	SHLAA16110	N/A	low value market area (£150/sqm)	Single private ownership	Access improvements required Site located c. 5.5km from Strategic Highway Network Primary school c. 1.5km Community facilities located c. 1.5km more than 50% in flood zone 2 or affect by medium surface water flood risk, or more than 10% in flood zone 3 or affect by high surface water flood risk located in biological heritage site, local geodiversity or core area of stepping stones area Potential land contamination issues Site is in mixed-use area extra costs associated with flood risk mitigation, contamination	Minor adverse impact BG5 - Coincides with Stacksteads Gorge Local Geodiversity Site. Coincides with Flood Zone 3. SWFR 1/30 is also present within the site Minor adverse impact CCM1 - increase greenhouse gas emissions Minor adverse impact to H1 - Not close to health facilities Minor adverse impact to MA1 - increase waste generation	The developable part of the site is located within Flood Zone 2 and is therefore considered unviable without significant mitigation. At present the site is occupied by B2/B8 industrial units. The site is also located within the Stacksteads Gorge Local Geodiversity site. Access to the majority of the site is proposed to be taken from Newchurch Road. This access is considered unfeasible without significant access improvements. Such improvements would include widening/strengthening the existing bridge which is likely to be unviable. Given the access constraints it is considered that only 0.10ha of the site is available for development and this would be considered a small site. Given the above constraints the site is considered to be an unsuitable location for residential development and therefore considered to be undevelopable.	0	0	0	0
60	Years 6-15	BF	Housing	HS2	HS2.31	SHLAA16353	ROSB5009	low value market area (£150/sqm)	Pub Landlord	N/A	Minor adverse impacts CH2 - adjacent to Grade II Listed Building Minor adverse impacts H1 - does not meet the criteria for facilities Minor adverse impacts MA1 - increase in waste generation	Permission for outline planning permission for 9 dwellings was approved in November 2015 (2015/0030). A further application for the retention of the Public House with living accommodation above and change of use of part of the building to Class B1 use (LPA Ref. 2015/0286). Subsequent DoC application submitted (2016/0288). The most recent planning history indicates that the site will not be brought forward for residential development. The site is therefore considered to be unavailable for residential development and should therefore be considered not developable.	0	0	0	0

30	Years 6-15	Mix	Housing	HS2	HS2.23	part of SHLAA16066	N/A	low value market area (£150/sqm)	Multiple ownerships	<p>Only area owned by LCC is considered available for development</p> <p>Ownership constraints or ransom strip issues</p> <p>Gradient present</p> <p>Access requires improvements</p> <p>Site is located c. 5.5km from Strategic highway network</p> <p>Secondary school c. 3km</p> <p>Site adjacent to Conservation area</p> <p>Potential contamination issues</p> <p>severe instability issues or entirely or partly within a high risk development area</p> <p>presence of utilities infrastructure on site that could affect development</p> <p>extra costs associated with access, coal risk assessment and land contamination</p>	<p>Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land</p> <p>Minor adverse impacts CCM1 - increase greenhouse gas emissions</p> <p>Minor adverse impacts CCA1 - loss of green infrastructure</p> <p>Minor adverse impacts H1 - does not meet the criteria for facilities</p> <p>Minor adverse impacts MA1 - increase in waste generation</p>	<p>The site has ownership constraints, with only the area owned by LCC available for development. In order to facilitate this a ransom is required.</p> <p>Access to the site is considered a constraint and it is likely that significant investment would be required to deliver a suitable access. Access from Gladstone Street is not within LCC ownership.</p> <p>Development of the site would likely have an impact on the adjoining Bacup Conservation area.</p> <p>The site has a sloped topography falling significantly from east to west, and there is also the potential for severe instability issues.</p> <p>Part of the site is located within the Coal Authority high risk development area.</p> <p>This therefore means that the site is not available with a reasonable prospect of delivery, until a suitable access is identified the site is not considered developable and should not be allocated within the plan.</p>	0	0	0	0
46	Years 6-15	GF	Housing	HS2	HS2.14	SHLAA16359	N/A	low value market area (£150/sqm)	Private ownerships			Outline: 2016/0487, S73 appeal: 2017/0031 RM: 2017/0551 and DoC approved (2018/0367)	6	6	0	0
25	Years 6-15	GF	Housing	HS2	HS2.7	SHLAA18067	N/A	low value market area (£150/sqm)	Public ownership (RBC)	<p>gradient present on the site</p> <p>access is considered to be a major constraint with significant infrastructure required</p> <p>site is located c. 5.5km from strategic road network</p> <p>limited public modes of transport</p> <p>secondary school c. 3km</p> <p>access to community facilities 1.5km</p> <p>site is adjacent to SSI, LNR, Biological Heritage Site, Local Geodiversity Site or Core Area or Stepping Stone areas</p> <p>Site within or contains park, play area or playing pitch currently in use</p> <p>High landscape impact</p> <p>Severe instability or entirely or partly within a high risk development area</p> <p>Significant extra costs associated within access, landscape mitigation and coal risk assessment</p>	<p>Minor adverse impacts L4 and L5 - diminish views of countryside and extension of the urban built form into the countryside</p> <p>Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land</p> <p>Minor adverse impacts CCM1 - increase greenhouse gas emissions</p> <p>Minor adverse impacts CCA1 - loss of green infrastructure</p> <p>Minor adverse impacts H1 - does not meet the criteria for facilities</p> <p>Minor adverse impacts MA1 - increase in waste generation</p> <p>Minor adverse impact T1 - outside target distance for public transport</p>	<p>Access to the site is limited, and significant improvements are required in order to facilitate this. Access is proposed to be taken across the existing football pitches. The development of the site would require a like for like replacement football pitch which would be a significant abnormal cost to development.</p> <p>Development of the site would have a high landscape impact - a landscape study conducted in 2015 confirms that the site is not suitable for development on landscape grounds except for a small area of 0.32ha.</p> <p>The site has several large abnormal costs, is located in a low value area and it has not been demonstrated that the site could be delivered viably. The site is therefore not considered to be developable and should not be allocated.</p>	0	0	0	0
18	Years 6-15	GF	Housing	HS2	HS2.6	SHLAA16051	N/A	low value market area (£150/sqm)	Private ownership	<p>1.08 reduced to 0.97 - Yield: 29</p> <p>gradient present on the site</p> <p>site is located c. 5.5km from the strategic road network</p> <p>limited access to public modes of transport</p> <p>c. 1.5km from access to a primary school</p> <p>c. 3km from access to a secondary school</p> <p>not located near amenity facilities</p> <p>site is considered to be have a medium landscape impact</p> <p>severe instability issues or entirely or partly within a high risk development area</p> <p>Extra costs associated coal risk assessment, gradient mitigation and landscape assessment</p>	<p>Minor adverse impacts L4 and L5 - diminish views of countryside and extension of the urban built form into the countryside</p> <p>Minor adverse impact CH3 - viewable from Grade II listed building</p> <p>Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land</p> <p>Minor adverse impacts CCM1 - increase greenhouse gas emissions</p> <p>Minor adverse impacts CCA1 - loss of green infrastructure</p> <p>Minor adverse impacts H1 - does not meet the criteria for facilities</p> <p>Minor adverse impacts MA1 - increase in waste generation</p>	<p>Site needs to be planned comprehensively as access can only be provided for two of the three land parcels.</p> <p>The site is considered developable although further information should be supplied regarding the access. The Keppie Massie report identifies that affordable housing would not be viable in this location.</p>	53	0	53	0
						SHLAA16052			The site is in single ownership but the access is within another ownership.	<p>2.03ha reduced to 1.52 to accommodate trees. Yield calculated: 46</p> <p>The site is in single ownership but the access is within another ownership.</p> <p>The landowner has expressed an interest to develop the land for residential use in the short term (call for sites 2011).</p> <p>LCC Highways comment: Subject to vehicular access being secured via the Moorside Crescent Estate and designed in accordance with Manual for Street to maximise permeability and distribute traffic throughout the estate, the site access would be acceptable.</p> <p>Within the Settled Valleys, however the landscape study (2015) concluded that the southern half of the site is suitable for development with mitigation while the northern part of the site is not suitable.</p> <p>May require further site investigation or a coal mining risk assessment</p>						
						SHLAA18419			Private ownership	<p>Site is 0.59 reduced to 0.49ha Yield - 14</p> <p>Access from Todmorden Road</p> <p>The leasers have expressed an interest to release the site for development (draft Local Plan regulation 18 consultation).</p> <p>May require further site investigation or a coal mining risk assessment</p> <p>Coal risk assessment. Gradient mitigation. Landscape assessment.</p>						
30	Years 6-15	GF	Housing	HS2	HS2.22	SHLAA16058	N/A	low value market area (£150/sqm)	Multiple public and private ownerships	<p>Site is located more than 5.5km from the Strategic Highway Network</p> <p>Limited access to modes of public transport</p> <p>The site is located c. 1.5km from the nearest primary school</p> <p>Site within or contains park, play area or playing pitch currently in use</p> <p>Potential land contamination issues or known on a small part of the site</p>	<p>Minor adverse impact CCA1</p> <p>Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land</p> <p>Minor adverse impacts CCM1 - increase greenhouse gas emissions</p> <p>Minor adverse impacts CCA1 - loss of green infrastructure</p> <p>Minor adverse impacts H1 - does not meet the criteria for facilities</p> <p>Minor adverse impacts MA1 - increase in waste generation</p>	<p>The majority of the site is land associated with a park and play area. The loss of the play space has not been justified.</p> <p>The topography of the site slopes considerably in the western area of the site.</p> <p>There is no clear evidence that there is a developer connected with the site. The site is considered to be unsuitable for residential development and as such the site is considered to be undevelopable.</p>	0	0	0	0

29	Years 6-15	GF	Housing	HS2	HS2.8	SHLAA16070	N/A	Medium value market area (£170/sqm)	Multiple private ownerships	<p>Intention of landowners unknown</p> <p>Site is located more than 5.5km from the Strategic Highway Network</p> <p>Limited access to modes of public transport</p> <p>The site is located c. 1.5km from the nearest primary school</p> <p>There are no secondary schools within 5km</p> <p>GP Surgery is c. 3km</p> <p>1.5km for amenity facilities</p> <p>Limited access to park/play area</p> <p>Presence of Public Rights of Way or informal use</p> <p>Severe instability issues or entirely or partly within a high risk of development</p> <p>Extra costs associated with coal risk assessment+Q57</p>	<p>Minor adverse impacts L1, L4 and L5 - loss of importance features of the enclosed uplands, diminish views of a countryside and rural nature, minor extension of the urban built form into the countryside</p> <p>Minor adverse impacts NR1 - The proposed development could result in the loss of greenfield land</p> <p>Minor adverse impacts CCM1 - increase greenhouse gas emissions</p> <p>Minor adverse impacts CCA1 - loss of green infrastructure</p> <p>Minor adverse impacts H1 - does not meet the criteria for facilities</p> <p>Minor adverse impacts MA1 - increase in waste generation</p>	<p>There are constraints associated with landownership. The landowner who controls 0.79 ha of the site is interested in developing the site. The intentions of the landowners owning the remaining part (0.98ha) of the site are unknown. The delivery is therefore calculated on the 0.79ha section of the site.</p> <p>Keppie Massie report identifies that 20% affordable housing can be delivered in this area.</p>	22	0	22	4
22	Years 6-15	GF	Housing	HS2	HS2.9	SHLAA16071	N/A	Medium value market area (£170/sqm)	Multiple private ownerships	<p>Constraints relating to vehicular access - improvements required</p> <p>Site is located more than 5.5km from the Strategic Highway Network</p> <p>Limited access to modes of public transport</p> <p>The site is located c. 1.5km from the nearest primary school</p> <p>There are no secondary schools within 5km</p> <p>GP Surgery is c. 3km</p> <p>1.5km for amenity facilities</p> <p>Presence of Public Right of Way or informal use</p> <p>Severe instability issues or entirely or partly within a high risk development area</p> <p>Extras costs associated with coal risk assessment and access improvements</p>	<p>Minor adverse impacts L1 and L4 - loss of important features of the Enclosed uplands landscape and diminish views of the countryside and rural nature</p> <p>Minor Adverse impact NR1 - loss of green infrastructure</p> <p>Minor adverse impact CCM1 - increase Greenhouse Gas</p> <p>Minor adverse impact CCA1 - Loss green infrastructure</p> <p>Minor adverse impacts H1 - unable to satisfy relevant criteria</p> <p>Minor adverse impact MA1 - increase in waste generation</p>	<p>Access to the site is a constraint. Poor access off Burnley Road via Deer Street that would need to be improved. Poor access via a narrow lane leading to no. 4 Doals House. Possible access from Hill Side Crescent subject to ransom strip. This therefore means that the site is not available with a reasonable prospect of delivery, until a suitable access is identified. The site is not considered developable and should not be allocated within the plan.</p>	6	0	6	
19	Years 6-15	GF	Housing	HS2	HS2.10	SHLAA16073	N/A	Medium value market area (£170/sqm)	Inwell Spring Developments Ltd	N/A	<p>Minor Adverse Impact L4 - diminish views of the countryside and rural nature</p> <p>Minor adverse impact NR1 -</p>	<p>Reserved Matters - X/2003/154 has been submitted and applications to discharge conditions have been submitted. However, the application appears to be submitted by a landowner, there is no evidence of developer control on the site. The site should not be considered deliverable within 5 years.</p> <p>The Keppie Massie report identifies that affordable housing would not be viable in this location.</p>	46	0	46	0
67	Years 1-5	BF	Housing	HS2	HS2.36	SHLAA16329	ROSB019	Medium value market area (£170/sqm)	Evoh Properties	N/A	<p>Minor adverse impact CH3 - viewable from a Grade II Listed Building</p> <p>Minor adverse impact MA1 - increase in waste generation</p>	<p>The site benefits from full planning permission for the erection of 8no. Dwellings. The dwellings are currently being built out and are likely to be completed prior to the plan period. The allocation should therefore be removed from the plan.</p> <p>LPA Ref: 2016/0320, 2017/0221, 2017/0621, 2017/0626, 2018/0032 and 2018/0212.</p>	0	0	0	0
200	Years 1-5	BF	Housing	HS2	HS2.41	SHLAA16374	N/A	Medium value market area (£170/sqm)	Private ownership	<p>The nearest secondary school is within 5km</p> <p>2012/0096 - planning permission expired. The landowner submitted an outline planning application for a change of use from a retail shop and warehouse into 8 terraced dwelling houses in 2012 but this has now expired.</p>	<p>Minor adverse impact MA1 - increase in waste generation</p>	<p>The site is stalled and there is no evidence that there is a developer connected with the site. Therefore there is no clear evidence that dwellings will be delivered within 5 years. The site is considered developable.</p>	8	0	8	0
30	Years 1-5	GF	Housing	HS2	HS2.33	SHLAA16319	N/A	High value market area (£190 to £210/sqm)	Private Ownership	<p>Topography of the site is identified as a constraint</p> <p>Access requirements need to be improved</p> <p>The site is located c. 1.5km to 5.5km from the strategic road network</p> <p>The site has limited access to modes of public transport</p> <p>The nearest secondary school is c. 5km</p> <p>The nearest GP is c. 3km</p> <p>The nearest local centre is c. 1.5km</p> <p>Less than 50% of the site is in flood zone 2 or affect by medium surface water flood risk</p> <p>Presence of public rights of ways or informal use across the site</p> <p>The site has the potential for a medium impact on landscape</p> <p>Extra costs required to facility access improvements, landscape assessment and surface water flooding mitigation</p>	<p>Minor adverse impacts L1 and L4 - loss of important features of the Enclosed uplands landscape and diminish views of the countryside and rural nature</p> <p>Minor Adverse impact NR1 - loss of green infrastructure</p> <p>Minor adverse impact CCM1 - increase Greenhouse Gas Emissions</p> <p>Minor adverse impact CCA1 - loss of green infrastructure</p> <p>Minor adverse impact MA1 - increase in waste generation</p> <p>Minor adverse impact T1 - outside of target distance of both railway station and bus stops</p>	<p>No application submitted and no clear evidence that a developer is attached. The site is considered developable.</p>	22	0	22	6
29	Years 1-5	GF	Housing	HS2	HS2.35	SHLAA16325	N/A	Medium value market area (£170/sqm)	Private ownership	<p>Access requirements of identified as a constraint - improvements are required</p> <p>The nearest primary school is located c. 1.5km away</p> <p>The nearest secondary school is within 5km</p> <p>Nearest facilities are c. 1.5km</p> <p>Nearest park/play area is c. 1.5km</p>	<p>Minor adverse impact L4 - likely to diminish views of countryside and rural nature</p> <p>Minor adverse impact NR1 - loss of greenfield</p> <p>Minor Adverse Impact CCM1 - increase Greenhouse Gas Emissions</p> <p>Minor adverse impact CCA1 - loss of green infrastructure</p> <p>Minor adverse impact MA1 - increase in waste generation</p>	<p>Outline application for 3 dwellings and 4 apartments refused (X/2004/552; Full application for one dwelling refused (2004/623); full planning application for one dwelling refused (2004/758).</p> <p>All previous applications on the site have been refused. The SHLAA identifies that there has been no interest for a significant time in developing this area. The site is within close proximity and bounded on all sides by existing residential dwellings.</p> <p>The site is constrained by the nature of its topography. Dense vegetation is located across the site, particularly in the north.</p> <p>There is no clear evidence that there is a developer connected to the site. The land owner has not promoted the site since 2008, land owner interests are therefore currently unknown. The site is not available and therefore is not considered developable with a reasonable prospect of delivery.</p>	0	0	0	0

33	Years 1-5	GF	Housing	HS2	HS2.40	SHLAA1638 8	N/A	Medium value market area (£170/sqm)	Public Ownership	Topography of the site is identified as a constraint, although this can be mitigated The nearest secondary school to the site is c. 5km The nearest park/play area is c. 1.5km Less than 50% of the site is located in Flood Zone 2 or if affected by medium surface water flood risk Potential contamination issues	Minor adverse impact NR1 - loss of greenfield Minor adverse impact CCM1 - increase Greenhouse Gas Emissions Minor adverse impact CCA1 - loss of green infrastructure Minor adverse impact MA1 - increase in waste generation	The constraints identified in the SHLAA do not reflect the site. Two public rights of way are present on/within close proximity to the site. Mature trees and shrubbery are located across the site. The site is used as an area of informal open space with a walled seating area located adjacent to Grane Road. The topography of the site is steep and the site falls significantly from east to west. There is no clear evidence that there is a developer connected with the site - there has been no application submitted. The site is therefore not considered to be developable and does not comprise a suitable location for housing and therefore should be removed from the supply.	0	0	0	0
30	Years 1-5	GF	Housing	HS2	HS2.37	SHLAA1630 8	N/A	Medium value market area (£170/sqm)	Public ownership	Site affected by high, medium and low risk of surface water flooding - Area at high risk of surface water flooding (0.21ha) - more than 50% in flood zone 2 or affected by medium surface water flood risk, or more than 10% in flood zone 3 or affected by high surface water flood risk. The site may be used for informal recreation but no formal public right of way run through the site. Half of the site has potential land contamination issues. May require further site investigation or a coal mining risk assessment	Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	There is no known developer interest in the site and therefore the site is considered developable not deliverable. Keppie Massie report indicates that the site could deliver 20% affordable housing.	30	0	30	6
38	Years 6-15	GF	Housing	HS2	HS2.38	SHLAA1632 3	N/A	Medium value market area (£170/sqm)	Private ownership	There was a developer interest in 2007 to develop residential units (planning application 2007/0746) - Previous invalid application for an outline residential development. Could not become available until contamination issues addressed. Unclear if landowner wants to progress immediately Risk of surface water flooding along stream which makes up southern boundary of the site as well as from main road. Was previously a cotton mill on the site and current presence of a petrol station and underground tanks. Potentially high remediation costs but would require site investigation. Site in mixed-use area: Industry across the road (Metso) and to the north (Grane Mill)-otherwise residential. Culvert to the south of the site. Significant land decontamination costs are expected from the petrol station and former mill. Next to main road which could reduce attractiveness.	Minor adverse impacts CH1 - viewable from a Grade II* listed building. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	Land owner interests are unclear. There is no known developer interest in the site and therefore the site is considered developable not deliverable.	6	0	6	0
41	Years 6-15	GF	Housing	HS2	N/A	SHLAA1628 4	N/A	High value market area (£190 to £210/sqm)	Unregistered in land registry but consultation found site in private ownership	Current use: Openspace, cricket practice area and car park area adjoining Haslingden Cricket Club Access is a major constraint and significant new infrastructure is required - Narrow private lane to access the site. 1630m to nearest GP Small area at medium risk of surface water flooding. Playing Pitch Strategy indicates that all cricket facilities should be retained. Woolpack Inn is a listed building (grade II) situated on Manchester Road, approximately 200m from the site. Not adjoining the site. Site area reduced from 0.74ha to 0.45ha to include the practice area. The development yield provided is 13 dwellings.	Minor adverse impact L4 - diminish views of a countryside and rural nature. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Narrow lane to access the site, third party land would be required to widen the road. The land indicated is currently used for carparking and events which is essential to the use, the loss of this land would limit the club and cause significant parking and traffic issues within the surrounding area. Planning permission 2012/266 - Construction of a 4 bay non-turf cricket practice facility and associated cricket cage and perimeter fencing was approved within the area identified on 24 Jul 2012. It was stated that the nets were required as the current training facilities are inadequate, these nets have since been built and are used by the club. This is in a central area and was located as such to provide an adequate distance from neighbouring residential properties. The provision of dwellings closer to the existing facilities would cause harm to amenity and restrict the club. The loss of the proposed land would be contrary to NPPF and would comprise the loss of an existing facility, contrary to the Playing Pitch Strategy. The site does not comprise a suitable location for development and should not be allocated.	0	0	0	0
53	Years 1-5	BF	Housing (special Needs)	HS17	HS2.90	SHLAA1612 8	ROSBS002	Medium value market area (£170/sqm)	Lakeland Independent Accommodation	N/A	Coincides with Flood Zone 3.	2016/0599 - conversion of school buildings to supported living accommodation (Use Class C2) The scheme proposes 20 1-bedroom supported living units and subsequently the number of dwellings has been reduced to reflect the level of development proposed.	20	20	0	0
100	Years 1-5	BF	Housing	HS2	HS2.95	SHLAA1639 0	ROSBS031	Medium value market area (£170/sqm)	Mulberry Lettings	N/A	Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre Minor adverse impact to MA1 - increase waste generation.	2016/0440 - Planning permission granted on the site. Site considered deliverable.	6	6	0	0
157	Years 1-5	BF	Housing	HS2	HS2.87 and HS2.96	SHLAA1611 6 and SHLAA1611 7	ROSBS025 and ROSBS024	Medium value market area (£170/sqm)	Private family ownership	Gradient present but can be mitigated. The lane from Cowpe to access the garage colony is at low risk of surface water flooding. Potential land contamination on the whole site, thus a land contamination report will be required prior to development. Commercial properties to the north and west, including a demolition company that can affect the amenity of future resident. Inactive employment site to the east proposed for residential use, offices and storage yard to the north east in active use. Waste water infrastructure present on site under an access lane.	Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	The density is extremely high and unjustified for a constrained site, the density would likely be lower than that proposed. The site therefore comprises a small site and should be removed from the supply to prevent double counting.	0	0	0	0

83	Years 1-5	BF	Housing	HS2	HS2.89	SHLAA16127	ROSBS030	Medium value market area (£170/sqm)	Single private ownership	Millar Barn lane to the south of the site is at medium risk of surface water flooding. No recreational value on the site. However, the Pennine Bridleway runs via Millar Barn lane. Potential land contamination. Mixed-area of residential properties and workshops	Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to MA1 - increase waste generation.	The density is extremely high, the density would likely be lower than that proposed. The site therefore comprises a small site and should be removed from the supply to prevent double counting.	0	0	0	0
32	Years 1-5	GF	Housing	HS2	HS2.94	SHLAA16147	N/A	Medium value market area (£170/sqm)	Public ownership (Rossendale Borough Council)	Wooded area to the north east corner of the site and steep slopes to the west reduces the net developable area to 0.22ha from 0.44ha. Very steep in parts, flat on others. 6.5km to nearest strategic road network (A56 junction). Small part of the site (less than 10%) affected by flood zone 2. The strategic flood risk assessment recommends a flood risk assessment. Public right of way going through the site. Most of the site covered with SPC.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.	There is no clear evidence that there is a developer involved in the site and therefore the site is not considered deliverable.	7	0	7	0
29	Years 1-5	GF	Housing (Self Build)	HS18	HS2.80	SHLAA16166	N/A	Medium value market area (£170/sqm)	Public ownership (Rossendale Borough Council)	Adj to Woodland stepping stone habitat. Land contamination issues to the south of the site but not on site. Waste water infrastructure going through the site.	Minor adverse impact BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Linear site with a waste water pipe through the site. There is no clear evidence that there is a developer involved in the site and therefore the site is not considered deliverable.	9	0	9	0
41	Years 1-5	Mix	Housing	HS2	HS2.82	SHLAA16159	N/A	Medium value market area (£170/sqm)	Culzean Developments	N/A	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impacts CH1 - viewable from a Grade II* listed building. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor adverse impact NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	2016/0563 - Outline application for demolition of all existing buildings and structures and erection of up to 100no. dwellings (Use Class C3) with all matter reserved except for access. Requirement to pay £130,755 to provide a new pitch at Marl Pitts. The application does not propose any affordable housing. The planning statement identifies a density of 37 dph.	80	30	50	0
18	Years 6-15	GF	Housing	HS2	HS2.53	SHLAA16171	N/A	High value market area (£190 to £210/sqm)	Hurstwood Holdings.	Gradient present but can be mitigated. Reservoirs underground. Flood risk issues further downstream. Objection from Lead Local Flooding Authority (LCC). The developer is currently working on the mitigation of the risks. Public rights of way along the eastern boundary. Adjacent to Cloughfold Conservation Area. Small part of the site (less than 10%) with potential land contamination issues. Landscape assessment recommended due to the prominent location of the site within the Enclosed Uplands Landscape Character Type.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor adverse impact to CH4 - could potentially alter the character of a Conservation Area. Minor adverse impact to WF2 - coincides with Surface Water Flood Risk 1/30 years. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	Outline planning application for 47 dwellings withdrawn in 2014 (2014/0520). New outline application submitted (2015/0517) for up to 30 dwellings 8 of which are affordable was approved 2 July 2018. The majority of SHLAA 163893 remains undeveloped and there is no clear evidence that there is a developer in control of the site and therefore this area remains 'developable'.	80	30	50	24
						SHLAA16393			Private Ownership	The landowner supports the development of housing on this land in the short or medium term. Also a developer has expressed an interest. Pretty level but slight gradient up hill. There is an existing paved single track access up to Far Heightside from Newchurch Road but this should be capable of improvement. Far corner of site adjoins Heightside (listed) but this is largely screened by extensive planting. Very minor part of east of site has a UU easement through it						
27	Years 6-15	GF	Housing (Self Build)	HS18	HS2.83	Part of SHLAA16161	N/A	Medium value market area (£170/sqm)	Public ownership (Rossendale Borough Council)	There is pronounced slope on the site. Less than 10% of the site is within flood zone 3 and flood zone 2 in the vicinity of the River Irwell. This area is excluded from the developable area. The northern part of the site is at low risk of surface water flooding. Grassland and woodland stepping stone habitat within the northern part of the site. Northern and eastern part of the site adjacent to Woodlands Close is a grassland area used for kick around. Staghills Lodge is a Listed Building grade II adjoining the southern boundary of the site. The grassland area adjacent to Woodlands Close has contaminated land issues. An assessment of the extent of the contamination and mitigation measures is required. Waste water infrastructure going through the site.	Minor Adverse Impacts to L3 - loss of important features of the Moorland Fringes/Upland Pastures. Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor adverse impact to BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.	The site is considered developable.	9	0	9	0
29	Years 6-15	GF	Housing	HS2	HS2.85	SHLAA16168	N/A	Medium value market area (£170/sqm)	Public ownership (LCC)	School playing field and wooded area Woodland Stepping Stone Habitat. Area available for development reduced by 50% to protect part of the habitat. Net developable area - 0.28ha. Gradient present but can be mitigated. Less than 10% of the site at medium risk of surface water flooding along Peel Street. 90% of the site is within a woodland Stepping Stone habitat. The site is used for recreational purposes by the school and not the public. A third of the site is situated within Cloughfold Conservation Area. Small pockets of land with potential land contamination.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impact to CH4 - could potentially alter the character of a Conservation Area. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	It has not been demonstrated that the site is surplus to requirement and it is currently in active use as a play area. 90% of the site comprises woodland stepping stone habitat whereas only 50% of the developable area has been removed. If only 10% of the site were to be developed the site would be considered a small site and should be removed from the allocations to avoid double counting. The site is therefore not considered to be a suitable location for development and should be removed from the plan.	0	0	0	0

28	Years 6-15	GF	Housing	HS2	HS2.93	SHLAA16146	N/A	Medium value market area (£170/sqm)	Private ownership	The landowner expressed an interest to develop social housing on this land during a call for sites (2008). Gradient present but can be mitigated. 6.4km to nearest strategic road network (A56/A682 junction). Burnley Road East is at high risk of surface water flooding. Yate Cottages and Higher Hollin are Listed Buildings within the vicinity but there are not adjoining the site. Heritage assessment needed.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre Minor adverse impact to MA1 - increase waste generation.	The owners intentions are likely to have changed in the ten years since the 2008 call for sites especially as there is no clear evidence of recent correspondence, the housing market has changed and there have been two local plans. There is therefore no reasonable prospect that the site will become available and should not be allocated within the plan.	0	0	0	0
31	Years 6-15	GF	Housing	HS2	HS2.100	SHLAA16149	N/A	Medium value market area (£170/sqm)	Private ownership	0.46ha with a net developable area of 0.36ha to accommodate a well and electricity sub station. Access via Hargreaves Fold Lane which is a narrow single lane leading to a single track. 8.1km to nearest strategic road network (A56 junction). 3.8km to Waterfoot Health Centre. Hargreaves Fold Lane leading to the site is at medium risk of surface water flooding. Hargreaves Fold Cottages and Farmhouse LB within 150m. SHLAA concludes: "The site is available now and the development is considered viable. However, due to its isolated location in respect to local services, the site is not considered suitable for a residential development."	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.	The topography of the site is a significant constraint as is the widening of the carriageway. The site is on an edge of countryside location and is likely to come forward as two separate sites. It is therefore unlikely that the 31 dph density will be delivered and subsequently this should be reduced to 20 dph. As the sites are likely to come forward as two separate sites separated by land ownership and Hargreaves lane, neither site would be large enough to deliver affordable housing due to the constraints of both sites	15	0	15	3
						SHLAA16150			Private Ownership - 1 land title with several owners.	0.47ha with a net developable area of 0.39 to accommodate treed area adjoining Burnley Road East. The landowner would like to make the site available in the future (5 or 10 years) (phone call received 05.12.2016). Mixed slopes. Access via Hargreaves Fold Lane is poor as it is a narrow single lane. Hargreaves Fold Lane is owned by the site owner. The access requires improvements as it is currently a narrow single lane. Land engineering works required to flatten the site. Heritage assessment to understand impact on the settings of Listed Buildings.						
43	Years 1-5	BF	Housing	HS2	HS2.105	SHLAA16006	ROSBS001	Medium value market area (£170/sqm)	KGG Associates	N/A	Minor adverse impacts CH3 - viewable from a Grade II listed building. Coincides with Flood Zone 3. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact to MA1 - increase waste generation.	2014/0078 - Outline planning application for the demolition of existing buildings and replacement with residential development with all matters reserved except access and layout. Application approved 17.09.2014 with no affordable housing. Demolition works have occurred and subsequently the permission is extant. However, there is no clear evidence that a developer is connected with the site. The site is considered to be developable not deliverable.	49	0	49	0
29	Years 1-5	GF	Housing	HS2	HS2.102	SHLAA16019	N/A	Medium value market area (£170/sqm)	Eastern part of the site owned by Lancashire County Council, the western part of the site is in unknown ownership	Site area is reduced to 0.17ha. 6.5km to nearest strategic road network (A58/ A671 junction). A small part of the site is affected by high, medium and low risk of surface water flooding, however this area is not located within the area available for development. Church of St John's the Evangelist on the other side of Market Street is a listed building. There is potential land contamination to the north of the site. Sewer present on site but within the wooded area and not within the developable area.	Not considered in the sustainability appraisal	There is no clear evidence that there is a developer connected to the site and there has been no application or evidence of marketing. Therefore there is no realistic prospect of delivery within 5 years.	5	0	5	0
68	Years 1-5	GF	Housing (Special Needs)	HS17	HS2.103	SHLAA16021	N/A	Medium value market area (£170/sqm)	Calico Homes	N/A	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	2014/0522 - for the Erection of a 28-bed specialist care home (Use Class C2) providing residential, nursing and dementia care, with associated access, car parking and landscaping was approved on 9 April 2015. Applications to discharge conditions have been submitted since.	28	28	0	0
30	Years 1-5	BF	Housing	HS2	HS2.107	SHLAA16005		Medium value market area (£170/sqm)	Gleeson Homes	The landowner is willing to develop the site for housing. A planning application for 45 dwellings was approved on part of the site and works have started although no dwellings are yet completed (ref 2012/0171). 5.6km to nearest strategic road network (A58 / A671 junction). There are small pockets of high, medium and low surface water flood risk on site. The part of the site affected by flood zone 3 and 2 is excluded from the developable area. Adjoins the Biological Heritage Site "Healey Dell LNR". Footpath and bridleway going through the site. Known land contamination issues that would require remediation especially to the south of the site.	Minor Adverse Impacts to L3 - loss of important features of the Moorland Fringes/Upland Pastures. Minor adverse impact BG3 - minor adverse impact on Healey Dell local nature reserve cannot be ruled out. Minor adverse impact BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Minor Adverse Impacts to WF2 - surface water flooding. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.	2018/0318 - detailed application for the Erection of 119 no. two-storey (2, 3 and 4 bed) houses, with associated infrastructure and access works - application currently pending. The proposed scheme does not include any affordable housing.	119	59	60	0

29	Years 6-15	Mix	Housing	HS2	HS2.108	SHLAA16016		Medium value market area (£170/sqm)	Private ownership	<p>5.9km to nearest strategic road network (A58 / A671 junction). No bus services within 400m (0.24 miles) - within 500m from bus stop with 2 services (464: every 15 mins and 446: hourly). The flood zone 3 has been excluded from the net development area. More than 50% of the site is within Flood Zone 2 and small parts of the site are affected by high and medium surface water flood risk. Site adjoins 3 Listed Buildings (no. 28, 30 and 32 Tong End). Potential contamination issues.</p> <p>LCC comment: "Tong Lane itself is constrained in width by buildings and has poor pedestrian provision. There is a higher than average percentage of HGV traffic on Tong lane due to the Quarry to the north. The site access off Tong End is too narrow currently and requires widening and what is potentially third party land. The provision of 20 houses appears high considering the site is crossed by the reservoir spillways however the provision of any additional housing would be a concern due to the constraints of Tong Lane and the site access."</p>	<p>Minor Adverse Impacts to L3 - loss of important features of the Moorland Fringes/Upland Pastures. Minor Adverse Impacts to CH2 - adjacent to a Grade II Listed Building. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor Adverse Impacts to WF2 - surface water flooding. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation. Minor adverse impact T1 - absence of non-car transport infrastructure.</p>	<p>LCC have identified that the current access to the site is not appropriate and potentially third party land would be required to ensure the development is delivered and no evidence has been provided to demonstrate that this can be overcome. The site is therefore not in a suitable location for housing development and is therefore not deliverable.</p>	0	0	0	0
31	Years 1-5	Mix	Housing	HS2	HS2.110	SHLAA16278		High value market area (£190 to £210/sqm)	Private ownership	<p>Access via Irwell Vale Road is fair although road is quite narrow. Access via Milne Street is poor as it is via a single lane bridge. No bus services within 400m (0.24 miles) - Comments Roughly 780m to bus stop with two services - 842 and X41 - the latter being half hourly. No GP access within 3km (1.8 miles) - 4360m to nearest GP. No access to a local centre or convenience shop within 1.5km (approximately 1 mile) - 2.3km to Tesco at Sykeside. The mill is in flood zone 3 and almost the entirety of the site is in flood zone 2. Adjoins a woodland Stepping Stone Habitat. Site partly within Irwell Vale Conservation Area and adjoins Listed Buildings on Aitken Street. Potential contamination issues or known issues but capable of remediation.</p>	<p>Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impact to CH4 - could potentially alter the character of a Conservation Area. Minor adverse impact BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Coincides with Flood Zone 3. Site also coincides with SWFR 1/30. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.</p>	<p>The SHLAA concludes that the site is: "not suitable for a housing development due to the high risk of flooding from the river Ogden and from surface water. The site is also isolated from local services. Any application for the site would be subject to the Exception Test." The site should therefore not be allocated</p>	0	0	0	0
29	Years 1-5	BF	Housing	HS2	HS2.74	SHLAA16259	N/A	High value market area (£190 to £210/sqm)	Private ownership	<p>Packhorse Farm Barn has been granted permission for a change of use from sale of animal feeds to a garage with access off Market Street. Access to land to the east can be subject to ransom strip. The landowner expressed an interest to develop the site for residential use in the past (call for sites received in 2008) and in various meetings.</p>	<p>Minor adverse impact to CH4 - could potentially alter the character of a Conservation Area. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.</p>	<p>The site is subject to a ransom strip and there is no clear evidence that the land owner's intentions remain as they did in 2008. Until the access to the site has been fully determined there is not a realistic prospect that the site can be developed viably and is not considered developable.</p>	0	0	0	0
26	Years 6-15	Mix	Housing	HS2	HS2.71	SHLAA16358; SHLAA16258; SHLAA16262 and SHLAA16263	N/A	High value market area (£190 to £210/sqm)	Private ownership	<p>Minor Adverse Impacts to L1 - potentially result in the loss of important features of the Enclosed Uplands Landscape Character Type. Minor Adverse Impacts to L4 - diminish views to the countryside. Minor adverse impacts CH1 - viewable from a Grade II* listed building. Minor adverse impact BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Minor adverse impact BG5 - coincides with Stacksteads Gorge Local Geodiversity Site. Minor adverse impact to WF2 - coincides with Surface Water Flood Risk 1/30 years. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.</p>	<p>Site is considered suitable and available.</p>	400	0	400	120	
50	Years 1-5	Mix	Housing	HS2	HS2.73	SHLAA16271	N/A	High value market area (£190 to £210/sqm)	Private ownership	<p>Flat part along the brook but steep slopes going up towards the west. Significant constraints as Eden Lane and Rosebank are narrow lanes. Potential access via the site to the north. Less than 10% of the site is within flood zone 3 and 2. Also, less than 10% of the site is at high and medium risk of surface water flooding. Majority of the site within a Woodland Stepping Stone Habitat. The area available for development has been reduced by 50% to allow the protection of part of the habitat. Public right of way going through the site. Potential land contamination on a large part of the site.</p>	<p>Coincides with Flood Zone 3. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.</p>	<p>Further information regarding the access should be provided. There is no clear evidence that there is a developer attached to the site and no planning applications have been submitted subsequently the site is considered developable.</p>	47	0	47	14
						SHLAA16270			Multiple private ownerships	<p>Access off Wood Lane to be created subject to approval by LCC Highway. Public right of way along Eden Lane but not within the site. Chatterton / Strongstry Conservation Area within 265m to the west of the site. Requires landscape setting mitigation.</p>						

44	Years 6-15	Mix	Housing	HS2	HS2.78	SHLAA1630 4	High value market area (£190 to £210/sqm)	Multiple private ownership	Potential access points from Holcombe Road or Grane Road. Less than 10% of the site is at high risk of surface water flooding and less than 50% of the site is at medium risk of surface water flooding. Small strip of land is within the woodland and grassland Stepping Stone as identified on the Lancashire Ecological Network Maps (0.19 ha). Public footpath 394 running through the site and informal use by local residents. High landscape impact. The site has potential land contamination. May require further site investigation or a coal mining risk assessment. About a fifth of the site is within the HSE middle consultation zone. A gas governor adjoins the site. The courtyard is a business park in active use adjoining the site to the north east. Offices and a gas valve compound are situated to the south. A gas governor adjoins the site and a high pressure gas pipeline is situated within 20 meters to the east.	Minor Adverse Impacts to L2 - loss of important features of the Reservoir Valleys. Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor adverse impacts CH3 - viewable from a Grade II listed building. Minor adverse impact BG1 - within the Impact Risk Zone of a SSSI. Minor adverse impact BG4 - adjacent to an Important Wildlife Site or a Biological Heritage Site. Minor Adverse Impacts to NR1 - loss of greenfield. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact CCA1 - loss of green infrastructure. Minor adverse impact to MA1 - increase waste generation.	The SHLAA identifies a density of 30dph. This appears to be more appropriate as no evidence has been provided to justify the increased density considering this edge of countryside location which is identified as having high landscape sensitivity. The site is also subject to several constraints which may further reduce the developable area. The density within the SHLAA should be used.	120	0	120	36	
						SHLAA1640 2			Private ownership							No access to primary school within 1.5km (approximately 1 mile) - 1.9km to Haslingden Primary School. No access to local centre within 1.5km (approximately 1 mile) - 1.8km to Haslingden Town Centre. Public right of way along the northern boundary of the site. St Stephen is a listed building on Grane Road situated 200m to the north west but does not adjoin the site. There is potential land contamination due to the previous bleach works. Site adjoins employment site. May require further site investigation or a coal mining risk assessment.
433	Years 6-15	BF	Mixed-use	EMP2	N/A	SHLAA1606 9	ROSBS038	Low value market area (£150/sqm)	Private ownership	Gradient present but can be mitigated. Landowner unreachable. Intentions unknown More than 5.5 km / 3.5 miles to A56 /A682 junction. Adjacent to a flood zone 2 area and a high risk surface water flooding area. Waterside Mill is a Listed Building grade II and is within Bacup Town Centre Conservation Area. Potential contamination issues or known issues but capable of remediation.	The site coincides with the Grade II Listed Building Waterside Mill. Development here would be acceptable should the highest standard of works are undertaken with careful consideration given to the setting of the Listed Building and the Conservation Area. Minor adverse impact to CCM1 - increase Greenhouse Gas. Minor adverse impact to MA1 - increase waste generation.	Approval now expired for conversion to 16 flats - 2000/299. The landowner intentions are unknown, the historic application expired, the site is a listed building. It has not been demonstrated that a scheme is viable or that there is a willing land owner.	0	0	0	0
18	Years 1-5	BF	Mixed-use	EMP2	GHS2.55	SHLAA1623 8	N/A	High value market area (£190 - £210/sqm)	RTB Partnership	N/A	Minor Adverse Impacts to CH2 -adjacent to a Grade II Listed Building. Minor adverse impact to CH4 - could potentially alter the character of a Conservation Area. Minor adverse impact to MA1 - increase waste generation.	Screening opinion request (2018/0048) was submitted in January 2018 which identified the following: "The proposal also includes scope for 30 residential units or a 72no. bed hotel on the 1st and 2nd floor of the aforementioned retail/ café/ leisure units. The proposal is Phase 2 of the wider Spinning Point development." The screening letter provides details as to the size of a hotel building. There is evidence to suggest that the site may be developed for other uses, there is no application submitted and there is no clear evidence that there is a developer attached and therefore the site can not be considered deliverable.	28	0	28	8
30	Years 6-15	Mix	Mixed-use	EMP2	HS2.97	SHLAA1639 7	N/A	Medium value market area (£170/sqm)	Multiple private ownerships	Existing employment uses are excluded and net developable area is 0.74ha. Landowner wants to retain mill for employment use and provide housing scheme on the land at the back (regulation 18 consultation). 8.2km to A56 at Rawtenstall. 4280m to nearest GP. Small area of Flood Zone 2/3 flooding immediately behind Isle of Man Mill. Potential contamination issues or known issues but capable of remediation - 2x SPC.	Minor Adverse Impacts to L4 - diminish views to the countryside. Minor Adverse Impacts to L5 - Minor extension of the urban form into the countryside. Minor Adverse Impacts to NR1 - loss of greenfield Minor adverse impact to CCM1 - increase Greenhouse Gas Emissions. Minor adverse impact to CCA1 - loss of green infrastructure. Minor adverse impact H1 - access to health service, greenspace or leisure centre. Minor adverse impact to MA1 - increase waste generation.	The site is constrained due to the access and subsequently the level of development which may be achieved on site needs to be determined. There is no clear evidence that the site is controlled by a developer and no detailed application has been submitted therefore it is agreed that the site is developable not deliverable.	16	0	16	3
												1895	426	1469	291	

Rossendale Draft Local Plan
Representations to Pre-Submission Publication
Version

Paper 3: Critique of the Housing Land Supply

The Peel Group

October 2018

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Our reference

PEEM2067

5 Oct 2018

1. Introduction

- 1.1 This report presents a technical review and critique of the strategy advanced to date by Rossendale Borough Council (RBC) within the Publication Draft Local Plan (PSLP) with regards to the distribution and supply of new homes. This should be read in the context of the other papers, in particular Paper 2 which identifies that the proposed housing requirement is insufficient.
- 1.2 Turley has previously submitted representations in October 2017 on behalf of Peel Holdings (Land & Property) Ltd ('Peel') outlining concerns with regards to the proposed land supply within the Draft Local Plan (DLP) and the lack of flexibility it demonstrates in the context of a recognised need to boost the supply of housing in the borough.
- 1.3 The PSLP identifies a housing requirement of 3,180 additional dwellings for the plan period 2019-2034, which equates to 212 dwellings a year. Policy HS2 of the PSLP allocates 77 sites for housing (including 3 for mixed use) with an overall estimated yield of 2,853 dwellings.
- 1.4 This falls over 10% (327 dwellings) short of the proposed housing requirement and the PSLP alludes to the fact that the shortfall will be met through:
 - Small sites (i.e. delivery from sites of less than 5 dwellings)
 - Vacant homes coming back into use.
- 1.5 The PSLP identifies Rawtenstall as the borough's primary centre and yet allocates almost twice as much housing land in Bacup, in the east of the borough, where development is least viable.
- 1.6 Peel considers that the PSLP is unsound as continued reliance on this strategy will mean that the Plan will not fully meet the housing needs of the borough. This report provides a critical review of the assumptions underpinning the Council's strategy for providing land for residential development with a particular focus on those elements of the land supply which are considered to present the greatest risks in delivery. This is undertaken through a consideration of comparator evidence and local market intelligence.
- 1.7 This report is structured as follows:
 - **Section 2: Spatial Strategy** – a summary and review of the proposed spatial distribution of development;
 - **Section 3: Housing Land Supply** – A review of the proposed supply of housing land including a review of the deliverability and developability of housing allocations and the risks of relying on the delivery of small sites;
 - **Section 4: Conclusion** – the analysis is drawn together to highlight the potential risks associated with the strategy.

2. Spatial Strategy

- 2.1 The opening section of the PSLP is titled ‘Spatial Strategy’ and identifies several of the major issues impacting the borough as well as establishing the development hierarchy which is confirmed within Strategic Policy SS: Spatial Strategy.
- 2.2 The following section, titled Chapter 1: Housing, sets out the housing requirement for the plan period, and how the Council intends for this to be met. The Local Plan is supported by Topic Papers covering Strategy, Housing and Green Belt which provide further background.

Distribution of Development

- 2.3 The Strategy Topic Paper includes a section on page 9 titled ‘How development is distributed’ and provides a table which details the distribution of development amongst KSCs.

How Development is Distributed

Housing is distributed between the Key Service Settlements as follows:

Settlement	Housing numbers	% of Total Allocated Housing
<i>Rawtenstall</i>	<i>407</i>	<i>14.1</i>
<i>Bacup</i>	<i>689</i>	<i>23.0</i>
<i>Haslingden</i>	<i>122</i>	<i>4.2</i>
<i>Whitworth</i>	<i>213</i>	<i>7.4</i>
TOTAL	1431	48.7

The remainder of the housing provision is split between the Local Service Centres with Edenfield having the greatest amount with 15.8% of the total allocation. This is primarily due to the strategic location west of Market St which is considered to be of broader Borough-wide significance. 9.5% of the housing target is currently unallocated.

Source: Rossendale Borough Council 2018

- 2.4 The figures highlight the fact that the largest share of development is focused on Bacup, rather than Rawtenstall. This strategy for distribution contrasts greatly with the approach which has been taken with the Core Strategy, and also with the evidence base which has been published with the emerging plan.

Viability of Spatial Strategy

- 2.5 The evidence base for the emerging Local Plan includes a Viability Study (2016)¹ prepared by Keppie Massie, and this was updated in 2017² specifically to address

¹ Local Plan Economic Viability Study (2016)

affordable housing and the level that can be supported in Rossendale. The update sought to review the appraisal assumptions of the original report and assess any changes in the property market conditions. Based on average sales prices for new build development in different areas of Rossendale, the study zones the borough accordingly for testing purposes. The review of the property market includes analysis of sales of dwellings completed since the original report and the work concludes that the zones and values adopted in 2016 remain relevant. The zones are as follows:

Zone 1 - Bacup, Stacksteads and Weir

Zone 2 - Whitworth and less affluent portions of Rawtenstall

Zone 3 - Crawshawbooth, Northern Rawtenstall, and portions of Helmshore and Haslingden

Zone 4 - Affluent parts of Rawtenstall, Haslingden and Helmshore, and Edenfield

- 2.6 Appended to this Report is a review of the approach that Keppie Massie have undertaken in assessing viability (Appendix 1). This raises several concerns in the way that the assessment has been carried out and the assumptions that have been used. It also questions how the viability evidence has influenced the strategy for the PSLP.
- 2.7 This is a major concern as the Council's own evidence shows that residential delivery in Bacup is only marginally viable and, with appropriate amendments to appraisal methodology, it should be determined that residential development of any significant scale in Bacup is currently unviable due to low sales values in comparison to more accessible and desirable areas/settlements within the borough. The planned delivery of 23% of housing in the Bacup area over the Local Plan period is inappropriate and unachievable and on this basis the deliverability of the plan is regarded as unsound.

Viability of Affordable Housing

- 2.8 The Rossendale SHMA³ was prepared by Lichfields (published in December 2016) and provides an assessment of net affordable housing need in the borough.
- 2.9 The document presents a number of scenarios for identifying affordable housing need in Rossendale Borough over the period 2014 to 2034, incorporating both the Housing Register and the Booster Survey data. The SHMA concludes that given the Booster Survey data is almost two years old, the lower 158 dpa / 321 dpa figures are the most appropriate to take forward for the purposes of defining affordable housing need in Rossendale.
- 2.10 The evidence therefore confirms that the quantitative need for affordable housing in Rossendale is 'considerable' and that affordability and the supply of both market and affordable housing must be addressed in order to prevent the problem from becoming more acute⁴. In the same section the SHMA confirms that the affordable housing target

² Updated Economic Viability Study in Relation to Affordable Housing (2017)

³ Strategic Housing Market Assessment 2017

⁴ Policy Advice, SHMA, Page 177

is to be established by RBC through the emerging Local Plan and there will be a need to establish a balance between housing need requirements and viability of delivery. In spatially distributing development in the Borough, allocations in stronger, higher value market areas are required to secure both the quality of housing sought through policy and the viable delivery of affordable housing, in response to the evidence of substantial need.

- 2.11 Policy HS6 of the PSLP relates to affordable housing and sets out a requirement for 30% of new market schemes (major development of 10 or more dwellings) to be provided on-site as affordable. The latest Annual Monitoring Report⁵ covers the years 2014-2017 and confirms that in that time only 90 affordable homes were completed, which comprises only 16% of all homes completed in that time.
- 2.12 As set out above the evidence base for the emerging Local Plan includes a Viability Study which was updated in 2017 specifically to address affordable housing⁶ and the level that can be supported in Rossendale. Based on the value zones identified by Keppie Massie the results of testing are provided in Table 4.1 of the Study, titled 'Summary of Level of Affordable Housing that can be supported', which is provided below.

Table 2.1: Summary of Level of Affordable Housing that can be supported

Value Zone	Area	Net Sales Prices per sq.ft	Level of Affordable Housing that can be Supported		
			Brownfield @ 30 dph	Brownfield @ 40 dph	Greenfield @ 30 dph
Zone 1	Bacup, Stacksteads and Weir	£160	0%	0%	0%
Zone 2	Whitworth and less affluent portions of Rawtenstall	£175	0%	0%	20%
Zone 3	Crawshawbooth, Northern Rawtenstall, and portions of Helmshore and Haslingden	£190	0%	10%	30%
Zone 4	Affluent parts of Rawtenstall, Haslingden and Helmshore, and Edenfield	£210	10%	20%	40%

Source: Keppie Massie, 2017

⁵ Authority Monitoring Report for 2014/15, 2015/16 and 2016/17

⁶ Updated Economic Viability Study in Relation to Affordable Housing

- 2.13 The Updated Viability Assessment then provides the following commentary for each zone (emphasis added).

*4.04 The testing indicates that in Zone 1 due to the limited revenues that are received **there is a limited prospect of developments being able to support an affordable housing provision.***

*4.05 In Zone 2 viability improves, and whilst **brownfield sites will struggle to support an affordable housing provision we consider that greenfield sites will be able to provide an onsite provision of up to 20%.***

*4.06 In terms of Zone 3, viability improves further. If we assume that higher density development is provided on brownfield Sites (as is often the case), based on the results of our testing we consider that an **onsite provision of up to 10% can be supported and in some cases it may be possible to 20% although results become very marginal.** We consider that an onsite provision of 30% can be supported on greenfield sites.*

*4.07 Viability improves in Zone 4, and **we consider that brownfield developments can support 10% affordable housing provision at 30 dwelling per hectare and up to 20% at higher densities.** For greenfield sites the results it may be possible to achieve up to 40% affordable housing provision.*

- 2.14 As detailed in this Report the spatial distribution adopted within the PSLP involves 23% of development being allocated to Bacup, which is located wholly within zone 1, the least viable location for new development within the borough. In total, 934 of the allocated dwellings are located within zone 1, which equates to 33% of the supply. It is therefore clear that based on the evidence produced by Keppie Massie (and the review appended to this Report) that there is a very limited prospect of any development in zone 1 being able to support affordable housing. All of zone 2, which includes Whitworth, which includes allocations of around 213 units is only capable of providing a contribution of 20% affordable housing on greenfield sites, and zero on brownfield sites.

- 2.15 This approach fails to acknowledge the issues identified in the SHMA with regards to the limited supply of affordable housing.

- 2.16 Turley have undertaken an exercise whereby the viability assumptions in the table above (Table 2.1) have been applied to all of the allocated sites based on the zone in which they are located. If all of the allocations were to be developed as envisaged, and this Paper strongly challenges this assumption, then only 402 affordable dwellings would be delivered in the 15-year plan period. This equates to approximately 26 dwelling per annum, a fraction of the need identified in the SHMA.

Of the 77 allocations included within Policy HS2, 23 comprise sites of 5-9 units (161 dwellings in total). Paragraph 63 of the NPPF is clear that affordable housing should not be sought for residential developments that are not major developments (i.e. 9 or fewer). The over-emphasis on the allocation of smaller sites will only impact further on the delivery of affordable dwellings in Rossendale.

3. Housing Land Supply

Components of Supply

- 3.1 The PSLP identifies a housing requirement of 3,180 additional dwellings for the plan period 2019-2034, which equates to 212 dwellings a year. Policy HS2 of the PSLP allocates 77 sites for housing (including 3 for mixed use) with an overall estimated yield of 2,853 dwellings. As set out in Paper 2 of these representations Peel are of the view that the Plan must make provision for a minimum of 265 homes per annum in Rossendale over the emerging plan period to meet the borough's housing needs.
- 3.2 The figure of 2,853 falls over 10% (327 dwellings) short of the proposed housing requirement and the PSLP alludes to the fact that the shortfall will be met through:
- Small sites (i.e. delivery from sites of less than 5 dwellings)
 - Vacant homes coming back into use.
- 3.3 It is therefore clear that a significant 'gap' exists between the housing requirement and the housing land supply identified in Policy HS2.
- 3.4 Peel considers that this approach would be contrary to the NPPF and the stated aim⁷ that *"strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for housing (including affordable housing), employment, retail, leisure and other commercial development"*.
- 3.5 The NPPF also requires⁸ that *"strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area"*.
- 3.6 It is unrealistic to expect that every identified site – either brownfield or greenfield – will be delivered or will provide the number of new homes from it within the plan period. DCLG analysis⁹ has indicated that between 10-20% of planning permissions are not implemented, whilst a further 15-20% are subject to a revised application process which delays delivery. As a result, it is reasonable to assume that upwards of 15% of the total supply anticipated within the plan period will not come forward by 2034. It is therefore essential to allow the flexibility of additional provision, especially in area of low market demand and/or poor viability.
- 3.7 Numerous Local Plans have acknowledged that not all allocated sites will come forward in a plan period and have therefore included flexibility allowances or reserve sites. For example:

⁷ MHCLG (2018) National Planning Policy Framework, paragraph 20

⁸ MHCLG (2018) National Planning Policy Framework, paragraph 23

⁹ DCLG Presentations to the HBF Planning Conference (September 2015)

- The Cheshire East Local Plan provides an additional 7% housing land to provide for an element of non-delivery;
- The West Lancashire Local Plan includes ‘Plan B’ sites, which was concluded to be “...a constructive response to the uncertainty inherent in planning for housing provision...”¹⁰ which would maintain the level of supply whilst allowing for peaks and troughs in the trend of provision; and
- The draft St Helens Local Plan¹¹ has identified land for Green Belt release and safeguarding, and includes a mechanism in Policy LPA05 ‘Meeting St. Helens’ Housing Need’ to undertake a review of those sites for release should there be under-delivery during the course of the plan period. It reduces the capacity of the identified SHLAA supply by 10% to reflect non-delivery and adds a 20% buffer for “...choice, flexibility and to compensate for lead in times...”.

3.8 Moreover, this is also an approach currently being taken by the Secretary of State (SoS). For example, in determining a recovered appeal for a mixed-use development proposal including 235 dwellings in July 2017¹², the SoS considered the housing land supply position of the relevant authority and noted that:

“...planning permissions exist for 4,465 dwellings on sites of fewer than 10 dwellings. The Secretary of State has deducted 10% from this to allow for non delivery...”
(paragraph 22)

And that:

“Applying average lead in and delivery rates, the Secretary of State has gone on to deduct 1,458 units from the supply of planning permissions on sites of 10 or more dwellings, to reflect the fact that some sites may not deliver, or may not deliver within the five year period. The Secretary of State considers that this is likely to reflect the overall rate of non-delivery.” (paragraph 23)

3.9 RBC has made no such allowances and there is therefore a very high degree of risk that the land supply identified in the PSLP will not be delivered. The Local Plans Expert Group¹³ (LPEG) identified this as a particular problem in maintaining the supply of homes which are required to meet needs:

“...because Plans tend only to allocate the minimum amount of land they consider necessary, once adopted, there is little that Local Plans can do to address any shortages that appear in the five year supply...” (paragraph 11.2)

3.10 This is a particular issue where, as in Rossendale, Green Belt boundaries are (and as proposed will be) tightly drawn around the urban area. The LPEG report therefore sets out a clear recommendation that Local Plans should make provision for, and provide a mechanism for the release of, developable ‘reserve sites’ equivalent to 20% of their

¹⁰ Report on the Examination into the West Lancashire Local Plan (September 2013)

¹¹ St. Helens Local Plan 2018-2033: Preferred Options, St. Helens Council (December 2016)

¹² Appeal reference: APP/D0840/W/153002925

¹³ Report to the Communities Secretary and to the Minister of Housing and Planning, Local Plans Expert Group (March 2016)

housing requirement. The inclusion of a similar approach in the Local Plan for the Borough would be a positive way of reducing the delivery risk which is currently inherent within it and will ensure that it meets the soundness test of being “effective”, i.e. deliverable over its plan period.

- 3.11 Peel is therefore of the view that allocations should not only fill the gap between the figure highlighted in Policy HS2 but exceed the overall housing requirement to reduce the risk of non-delivery. As set out elsewhere in these representations, this approach is considered to be essential in Rossendale given the concerns about viability and market demand in the east of the borough.

Historic Forecasting of Housing Delivery

- 3.12 As set out above, the delivery of homes in Rossendale since 2011 is well below the housing requirement and the trajectory included in the Core Strategy. In the seven years since 2011, only 1,206 dwellings have been delivered, which is an average of 172 per annum. The overall total represents a shortfall of 523 when measured against the cumulative annual average for the plan period, which is 247dpa. This shortfall is equivalent to more than two years’ supply and put simply RBC has delivered less than five years’ worth of housing in seven years.
- 3.13 Peel has undertaken a review of actual housing delivery against forecast delivery for the three year period 2015-2018. This is based on the predicted delivery figures included within the 5 Year Supply Reports for 2015, 2016 and 2017, which are available on the RBC website.
- 3.14 In 2015, the relevant 5 Year Supply Report predicted delivery in the five year period 2015-2020 of 2,383, with 376 new homes estimated for the year 2015-2016. The actual delivery figure for that particular year was only 122, which represents only an achievement rate of 32%. In the years 2016 and 2017, only 192 and 149 units were delivered respectively, which represents an achievement rate of almost exactly 50% for both years when measured against the prediction in the previous year’s 5 Year Supply Report.
- 3.15 The very poor rate of forecasting and delivery should be a factor when considering the deliverability and developability of the housing trajectory. It is the view of Peel that a significant level of additional evidence is required to justify the trajectory as currently proposed.

Delivery of Small Sites

- 3.16 The methodology for the 2018 SHLAA¹⁴ confirms that sites capable of delivering five or more units were assessed and based on a density of 30dph, whilst sites of 0.15ha were excluded from the SHLAA. This aligns with the PSLP which has sought to allocate sites of five or more units.
- 3.17 Appended to the SHLAA is a Critical Friend Review of the SHLAA undertaken by ARUP, dated 21 July 2016. The analysis concludes that in the case of Rossendale, the Council

¹⁴ Strategic Housing Land Availability Assessment 2018

has undertaken several call for sites exercises and it is anticipated that most sites will have been identified for inclusion in the SHLAA and it is unlikely that additional sites will come forward as windfall sites. Therefore, a windfall allowance effectively includes double counting, is not considered appropriate for RBC and cannot be relied upon to meet the housing requirement for the Local Plan.

- 3.18 On the subject of small sites the ARUP analysis concludes that a small sites allowance is appropriate as sites below five units will not be picked up by allocations in the Plan. However, it was recommended that an adjustment is made for the first three years housing supply to take account of extant permissions, and in the first five year period of the Local Plan a small sites allowance should only be factored in for two years. This allows sufficient lead in times to take account of existing planning permissions. RBC should therefore only take account of small sites potentially coming forward for the final 12 years of any 15 year plan period.
- 3.19 RBC published a 5 Year Housing Land Supply Report (2017-2022) in May 2017, although a version for 2018 has not yet been forthcoming. Section 5 of the 2017 document provides a breakdown of the supply including an assessment of the number of sites that delivered four dwellings or less. This reveals that an average of 16 dwellings each year, over the previous six years, have been completed. However, interrogation of the figures shows that in 2013/14 the figure rose to 46 dwellings, with next highest being 16. Peel considers that this figure is an outlying anomaly which should be removed from the calculation. Calculating a 'trimmed mean', whereby the outlying figure is removed, the average drops to 10. Peel considers that this is a more appropriate and realistic figure to adopt for a small sites allowance given the historic delivery of small sites in Rossendale.
- 3.20 As set out above Peel considers that allocations should be identified to exceed the full housing requirement in order to meet needs and provide the necessary buffer for non-delivery. A 'gap' of 327 dwellings currently exists between the estimated total yield of allocations, and the overall housing requirement. RBC estimates that this will be met by delivery on small sites under five units, although applying an average annual contribution of 10 units for only 12 years of the plan period would supply only 120 dwellings, leaving an outstanding gap of 207 units. This figure is reliant on every allocation being delivered as anticipated in the Local Plan. Other than referencing that the plan will encourage bringing vacant units back into use, RBC has not sufficiently evidenced how the overall housing requirement will be met.
- 3.21 Paragraph 68 of the NPPF makes reference to the important contribution that small and medium sized sites can make to meeting the housing requirement and reference is made to the fact they are often built out quickly. The paragraph sets out a requirement that land to accommodate at least 10% of the housing requirement on sites no larger than one hectare should be identified through development plans and brownfield registers.
- 3.22 The Housing White Paper first introduced a target for small sites specifically with a view to encouraging opportunities for SME and custom builders. However, it must be recognised that the resources of such developers and their capacity to deliver a high rate of completions is limited. This is particularly the case in Rossendale where

developments must be of sufficient size such that they have the critical mass required in order to be viable.

- 3.23 Peel supports the ambition to create opportunities for smaller and custom builders. However, it is clear that the housing land supply identified in the PSLP is not only over-reliant on small sites of less than 10 dwellings but also mid-range sites up to a hectare. Examination of the sites allocated by Policy HS2 confirms that of the 77 housing and mixed use allocations, 49 are no larger than one hectare, which is equivalent to 66% of sites. There is therefore a significant risk that this supply will not be delivered in the timeframe envisaged by the PSLP.
- 3.24 Given that Policy HS1 sets out a housing requirement of 3,180 the figure of 679 dwellings is equivalent to over 21%, nearly double the requirement set out in the NPPF.
- 3.25 There is clearly confusion at RBC about the requirements of the NPPF in relation to the identification of small sites of one hectare or less. Paragraph 5.5.11 of the Housing Topic Paper¹⁵ states (emphasis added):

The Framework also highlights that the Local Plan should allocate at least 20% of the sites that are half a hectare or less. Considering the proposed list in appendix C, 31 sites below 0.5ha are proposed for housing allocation which corresponds to 40% of the housing site allocations.

- 3.26 The supporting text to Policy HS2 of the PSLP, at the top of page 23 states that (emphasis added):

*Approximately 50% of the sites allocated are small and medium in size reflecting the nature of the Valley and **this follows recommendations in the NPPF that at least 10% of the sites allocated for residential development in a local plan should be sites of a hectare or less.***

- 3.27 The text highlighted above provides very different interpretations of paragraph 68 of the NPPF, and both misunderstand the requirement. It is clear that the estimated yield from small sites goes far beyond the requirements established within the Framework.
- 3.28 As detailed elsewhere in this Report there is much evidence to suggest that many of the small sites set out in the Policy HS2 are neither deliverable nor developable with no likelihood that they will be delivered quickly. The strategy for allocating sites must be rethought with greater emphasis on the identification and allocation of larger sites in higher value market areas in order to ensure that the required level of market and affordable housing will be delivered.

Vacant Dwellings

- 3.29 The supporting text to Policy HS2 states that *“bringing vacant dwellings back into use is not counted within the allocations in line with national guidance”*.

¹⁵ Housing Topic Paper (2018)

- 3.30 This implies that RBC is relying on delivery of housing through bringing vacant housing back into use to make up the gap in the housing supply. Paragraph 70 of the NPPF is clear that where an allowance (windfall) is to be made as part of the supply there should be compelling evidence they will provide a reliable source and this will continue in the future.
- 3.31 The PSLP and the supporting Topic Papers provide no detail on historic supply from vacant units or how this is set to emerge in the future. Typically this evidence should include funding streams which may be available to housing providers and at the very least the number of dwellings which have been developed in this manner since the adoption of the Core Strategy. No reference has been made by RBC on these points.
- 3.32 Therefore any allowance from vacant dwellings coming back into use should be disregarded as a contribution to housing supply, based on the wording of the NPPF. A logical position cannot be drawn on the numbers coming forward from vacant dwellings without supporting evidence.

Local Plan Trajectory

- 3.33 The PSLP has allocated 77 sites for housing development within the borough which are anticipated to deliver 2,853 dwellings across the plan period. A Housing Trajectory is included as appendix 4 of the PSLP. The assumptions within the housing trajectory have been assessed using the information provided within the SHLAA site assessments, planning history and the Sustainability Appraisal. The assumptions have been considered against the definitions for deliverable and developable included within the NPPF.
- 3.34 Paragraph 67 of the NPPF requires that LPA's should identify a supply of:
- specific, deliverable sites for years one to five of the plan period; and
 - specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.
- 3.35 Paragraph 73 requires strategic policies to *“include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites”*.
- 3.36 The same paragraph also requires local planning authorities to *“identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies”*.
- 3.37 The Glossary to the revised NPPF provides a definition of ‘deliverable’ which requires that *“To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. Sites that are not major development, and sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not*

be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years”.

- 3.38 The Glossary to the NPPF also provides a definition of ‘developable’ which requires that *“To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged”.*
- 3.39 The Planning Practice Guidance (PPG)¹⁶ requires *“strategic policy-making authorities will need to provide robust, up to date evidence to support plan preparation. Their judgments on deliverability of housing sites, including windfall sites, will need to be clearly and transparently set out”.*
- 3.40 The review of sites has identified several areas of concern; these are discussed within the remainder of this chapter. This should be read in conjunction with the Table included in Appendix 1 of this Report which provides detailed findings.

Access constraints

- 3.41 The review of the housing trajectory has highlighted that several of the sites are impacted by significant access constraints. This includes several sites which are subject to ransom strips, which require third party land, or the purchase and demolition of a property, in order to achieve a viable access. RBC has provided no evidence as to how the access issues on sites are to be resolved and subsequently these sites should not be allocated as they are not in a suitable location for housing and therefore do not accord with the NPPF definition of a ‘developable’ site.
- 3.42 Turley has reviewed the allocations individually and have identified 11 sites which should be discounted on this basis.
- 3.43 In addition to this several other allocations were identified as having access constraints which require further evidence to demonstrate that the site would be able to be viably developed at the point envisaged, although there is evidence to suggest that an access may be possible.
- 3.44 The inclusion of sites with significant access constraints over-inflates the housing supply and could result in the under delivery of housing within the borough. Identifying sites which may stall will perpetuate the cycle of under delivery and subsequently the needs of the community will not be met. Peel therefore suggests that those sites where the access is significantly constrained should not be allocated.

Public Open Space

- 3.45 Several of the sites proposed as allocations are currently in use as informal recreational space, allocated as public open space or in use as recreational space. It is acknowledged that there are certain circumstances whereby development on open space is acceptable, as established within Paragraph 97 of the NPPF which states:

¹⁶ Paragraph: 030 Reference ID: 3-030-20180913

“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.”*

- 3.46 However, the SHLAA provides no evidence that any of the assessments stipulated above have been undertaken in order to accord with Paragraph 97 of the Framework. In the case of Site Reference H52 (Land at Haslingden Cricket Club) the SHLAA assessment confirms that the Playing Pitch Strategy states that all Cricket facilities will need to be retained. The land in question comprises an essential part of the facility and subsequently the development of the land proposed would be contrary to local and national policy.
- 3.47 Sites which are currently in informal or formal use as open space should not be allocated within the Local Plan as their release has not been justified in accordance with the provisions established in the NPPF, and therefore they are currently unsuitable and subsequently cannot be considered developable.

Stalled Sites

- 3.48 RBC has included several sites which have already obtained planning permission. Ten of the sites included within the supply are currently considered to be stalled or the permissions have expired. Several of these sites have commenced development in order to make the permission extant but no further development has taken and is not likely to. A reliance on delivery from these sites potentially over inflates the housing supply position and is likely to lead to unmet need.
- 3.49 Peel therefore suggests that sites which have stalled or where permission has expired should not be allocated within the supply.

Site Size

- 3.50 RBC has included a significant number of sites within the supply which are considered to be small. Turley has reviewed all the sites within the supply and identified eight sites which have been included but would likely deliver below the five unit threshold. These sites either have constraints which would reduce the developable area; owners who wish to develop fewer dwellings; or have unjustified densities which are unrealistic for the location and size of the site.
- 3.51 RBC currently propose to allocate the following:
- 28 sites of 10 units or fewer equating to 211 dwellings (7.4% of the overall supply)

- 10 sites of 11 to 20 dwelling equating to 154 dwellings (5.4% of the overall supply)
- 13 sites of 21 to 30 dwellings equating to 333 dwellings (11.7% of the overall supply)
- 2 sites of 31 to 40 dwellings equating to 70 dwellings (2.5% of the overall supply)
- 7 sites of 41 to 50 dwellings equating to 321 dwellings (11.3% of the overall supply)

3.52 The above indicates that 38% of the proposed supply is reliant on the delivery of sites below 50 units. This equates to over 80% of the allocated sites. This reliance on small sites reduces the level of infrastructure delivery which can be reasonably requested; the delivery of affordable housing; and increases the number of sites which have the potential to stall.

Ownership

- 3.53 Seventeen of the allocated sites are either completely or partially within public ownership. In order for these sites to be developed they will need to be disposed of and sold to a developer. This is a complex and lengthy process which includes marketing and internal approval procedures/processes. Whilst many of these sites have been identified as deliverable in years 1-5 of the plan period, there is no 'clear evidence' that this is the case as required by the NPPF.
- 3.54 Similarly, RBC have also identified a significant number of sites as deliverable within five years, but which are still in the hands of private landowners. In order to be developed these sites will need to be marketed, sold, planning applications prepared and submitted, planning obligation agreements signed, conditions discharged, and infrastructure delivered prior to the delivery of new homes. These sites should therefore not be considered deliverable, but potentially developable.
- 3.55 The SHLAA entries specifically highlight which round of consultation, or call for sites, a landowner may have provided representations, or confirmed an intention to develop. For several sites the latest evidence provided by a landowner is as far back as 2008. Ten years have elapsed since this point in time, a core strategy has been adopted, and the emerging local plan has reached pre-submission draft stage. This indicates that there have been several rounds of consultation and engagement with stakeholders within which the landowner has not participated. This lack of recent engagement does not demonstrate that the land is available for development but indicates the opposite; that the land owner or their intentions have changed. Sites where there has been no contact with the land owner to demonstrate that the intention remains to develop the site for residential development within the last three years should not be allocated as they cannot be considered available in accordance with the NPPF.

Delivery of affordable housing

- 3.56 The delivery of affordable housing within Rossendale has been considered previously within this report. The review of the trajectory undertaken has confirmed that delivery of affordable housing within the Borough is a significant issue even in areas of high

demand. The following sites have all obtained planning permission; are located in high value market areas and have demonstrated that affordable housing is not viable:

- H3 - Land at former Oakenhead Resource Centre (High Value Market Area - £190-210/sqm)
- H9 - Land off Oaklands and Lower Cribden Avenue (High Value Market Area - £190 to £210/sqm)
- H12 - Reedsholme Works, Rawtenstall (High Value Market Area - £190-210/sqm)
- H14 - Hall Carr Farm, off Yarraville Street (High Value Market Area - £190-210/sqm)

3.57 Of the allocated sites within the supply, there is only one site, H60 (Johnny Barn Farm and land to the east of Cloughfold), which has obtained planning permission and is likely to deliver affordable housing.

3.58 This further demonstrates that larger deliverable and developable greenfield sites within high value areas are essential to ensure the delivery of affordable housing in the borough. Smaller sites with significant topographical, access or contamination constraints within these high value areas are struggling to deliver affordable housing.

3.59 The review of the allocations has also sought to estimate the level of affordable housing which is likely to be delivered across the plan period. This has used the Keppie Massie Viability Assessment (2017), in particular Table 4.1, which identifies the quantum of affordable housing which is likely to be viable depending on where in the borough the site is located. This work has identified that based on the sites which are deemed 'developable' as part of the Turley assessment, only **291** affordable dwellings could potentially be delivered across the plan period. This equates to approximately 19 affordable dwellings per annum, which is significantly below the need for 158-321 dpa, identified in the SHMA.

3.60 Even if all of the allocated sites had been identified as developable, when applying the Keppie Massie assumptions on viability, only 402 affordable dwellings would be delivered in the 15-year plan period. The figure of 158dpa, which is the lower end of the range, results in a need for 2,370 affordable dwellings across the plan period. The provision of 402 affordable dwellings equates to only 17% of the requirement and would result in a shortfall of 1,968 dwellings.

Summary

3.61 The individual assessment of sites found within Appendix 1 has provided conclusions as to whether the sites proposed as allocations within the PSLP can be considered deliverable or developable and the level of affordable housing they will be able to deliver based on the Keppie Massie Viability Assessment. The assessment has used the RBC evidence base documents and planning history to provide a planning judgement on the site.

3.62 It is clear from the discussion above and the conclusions within the table that there are several sites which are currently allocated which are not deliverable or developable within the timeframe envisaged. Peel therefore assesses the current housing supply within Rosendale to comprise 1,895 dwellings of which 426 dwellings are considered to be deliverable within five years. Of the 1,895 dwellings within the supply it is estimated that 291 affordable dwellings will be delivered. These conclusions demonstrate that RBC currently does not have sufficient deliverable or developable land to meet its identified housing need for either market or affordable dwellings. It is clear therefore that further sites should be allocated for development in order to ensure that the Local Plan can be declared sound.

4. Summary and Conclusions

4.1 This Report has demonstrated that the PSLP will fail to meet the housing requirement, and the need for affordable housing, for the following key reasons:

- The spatial distribution of dwellings over-relies on a wide market area. The largest share of development is focused on Bacup, rather than Rawtenstall and viability evidence prepared on behalf of RBC suggests that much of the residential supply is only marginally viable.
- The PSLP has not incorporated a flexibility allowance for non-delivery of allocated sites. The total estimated density of all allocated sites falls 10% below the overall requirement. In light of the historic delivery and viability issues in Rossendale, the overall requirement should include sufficient sites to exceed the requirement by 15% to allow for flexibility in allocations failing to be delivered.
- The PSLP proposes that the supply gap of 10% will be met by delivery on small sites. The evidence provided by the RBC demonstrates that delivery on such sites is unpredictable and will not meet the gap in any case.
- No evidence has been provided that demonstrates that vacant dwellings have been brought back into use historically, or that this will provide a source of supply in the future.
- The evidence confirms that any reliance on windfall development would be unrealistic and would comprise double-counting of units.
- Affordable housing delivery is challenging, even in high value market areas. Distributing a large proportion of sites to low value market areas, together with the volume of allocations with a density under 10 units, will produce a significant shortfall in delivery.
- A review of the individual sites in the supply has confirmed that a large proportion is not deliverable or developable.

4.2 These conclusions demonstrate that RBC currently do not have sufficient deliverable or developable land, and additional allocations and “reserve sites” are required in order to fully meet the identified housing need for both market and affordable dwellings.

Appendix 1: Rossendale Delivery Viability Critique

Appendix 2: Turley Review of PSLP Housing Trajectory

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Rossendale Draft Local Plan: Pre-Submission Publication Version

Representations by The Peel Group

Paper 4: Identification of Safeguarded Land Requirements

October 2018

Turley

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Our reference
PEEM2067

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1. Introduction

- 1.1 This report presents a critique of the approach advanced to date by Rossendale Borough Council ('the Council') in respect of safeguarded land to meet anticipated development needs beyond the emerging Local Plan period (2019 to 2034).
- 1.2 The Publication Draft Local Plan (PSLP) was published for consultation in August 2018 and makes no reference to safeguarding land to meet longer-term development needs beyond the current plan period. This is despite government planning policy requiring Local Plans to safeguard land for needs beyond the current plan period.
- 1.3 This paper presents a comprehensive critique of this approach and puts forward a strategy which provides a sound basis on which to proceed.
- 1.4 This report is structured as follows:
 - **Section 2: Context** – a summary of the proposed approach to Green Belt land as expressed to date by the Council in the PSLP;
 - **Section 3: Policy and practice** – this provides a summary of all relevant policy and guidance, and sets out the findings of a comparative review of recent Local Plan precedents in relation to safeguarded land;
 - **Section 4: Appraisal of soundness** – this appraises the proposed approach to safeguarded land against the relevant policy and practices, and concludes whether it is sound in relation to the tests set out in the National Planning Policy Framework;

2. Context

- 2.1 The Council is currently undertaking the preparation of a new Local Plan. Following the previous consultation on the Rossendale Draft Local Plan (DLP), the Council published its PSLP in August 2018, which set out its strategy for the Local Plan.
- 2.2 Strategic Policy SD2 makes a number of changes to the Green Belt boundaries in order to accommodate land which meets the housing and employment needs of the borough in this plan period up to 2034.
- 2.3 The supporting text to the policy confirms that exceptional circumstances are considered to exist that justify the proposed releases.
- 2.4 The PSLP makes no reference to safeguarded land.
- 2.5 As part of the Local Plan process a Green Belt Review¹ was published in 2016. This includes a section titled 'Safeguarded Land' and states:

5.11 Paragraph 85 of the NPPF indicates that, when defining Green Belt boundaries, local planning authorities should, where necessary, identify areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period. No further guidance is provided on the circumstances where safeguarded land may be necessary

5.12 On the basis of current trends, if there are likely to be unmet housing needs beyond the plan period, then land could be safeguarded. We recommend that Rossendale considers the need for safeguarded land. Where areas of the Green Belt are identified as being suitable for release in this plan period, parts of them may be retained as safeguarded land. The location of such areas should be informed by this study and other evidence.

- 2.6 The Council's evidence base therefore acknowledges the need to consider safeguarding land to meet needs beyond the current plan period and sets out certain considerations. The PSLP fails to respond to, or make reference to these points.

¹ Rossendale Green Belt Review, LUC (2016)

3. Policy and Practice

National Policy and Guidance

3.1 The National Planning Policy Framework (Framework) sets out the Government's national planning policy relating to Green Belts. Paragraphs 136 and 139 provide specific guidance on safeguarded land. See extracts below (emphasis added).

3.2 Paragraph 136 states:

'Once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period. Where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies, including neighbourhood plans'.

3.3 Paragraph 139 states:

'When defining boundaries, local planning authorities should:

- *where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period*
- *make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development*
- *be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period'.*

3.4 The NPPF replaced the previous version in July 2018, and introduced a requirement that local planning authorities are required to "...*demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period*". This differs from the previous version which only required Councils to 'satisfy themselves' that Green Belt boundaries will not need to be altered. The requirement to 'demonstrate' is a much stronger policy test and one that necessitates the Council to set out how the matter has been considered and why the boundaries will not requiring altering.

3.5 The Planning Practice Guidance (PPG) is silent on safeguarded land and there is no standardised methodology or guidance to assist local planning authorities in identifying the quantum and location of safeguarded land in new Local Plans. This is corroborated by the PAS guidance which states²:

² Planning on the Doorstep: The Big Issues – Green Belt, page 8

“One challenge for authorities is that there is no guidance on how they are to interpret the policy, nor (to date) any consistent pattern discernible from local plan examinations. In some cases local authorities seek to identify safeguarded land in Green Belt changes over and above the calculated development requirement for the plan period, but there are certainly cases where the issue is effectively ignored by the planning authority and examining inspectors alike.”

- 3.6 The altered wording in the revised NPPF will ensure that the matter of safeguarded land can no longer fail to be addressed.

Review of Local Plan Precedents

- 3.7 In the absence of available guidance on the interpretation of national policy on safeguarded land, the approach to defining the amount of safeguarded land varies considerably.
- 3.8 From reviewing recent Local Plans and their examinations, it is evident that there is a myriad of different methods used to defining the requirement for safeguarded land.
- 3.9 A summary of these varying approaches is set out below:
- Given the NPPF’s use of the words “where necessary”, there are some cases where local planning authorities have not released Green Belt for safeguarded land. The Inspector’s Report in to the joint Core Strategy and Urban Core Plan for Gateshead and Newcastle (February 2015) concluded that:

“...there is no clear evidence of need after 2030. The objective assessment of housing need required a balanced judgement to be reached between a range of factors that had significant elements of uncertainty and often pulled in different directions. In circumstances where some land is already identified for development after 2030, and the need beyond 2030 cannot reasonably be predicted, the “necessary” test of the Framework is not satisfied. Thus the absence of safeguarded land does not make the Plan unsound.”³

- Cheshire East Council (CEC) took a positive approach by seeking to designate sufficient safeguarded land in order to ensure it did not need to amend its Green Belt boundaries until 2045. This time period was selected because the guidance indicates that 15 years is the usual ‘minimum time period’ for a Local Plan, and 2045 is 15 years beyond the current plan period end date of 2030

CEC recognised that it was not necessary to identify safeguarded land to meet the full 15 years of projected needs, as inevitably, there would be a number of other sources of land suitable for development such as infill, brownfield and other windfall opportunities that will be available to make up an element of the supply. Taking account of its urban capacity and other factors, CEC concluded that it had a requirement for at least 9 years of safeguarded land (at its OAN rate) at a density of 34 dpa.

³ Report on the Examination into ‘Planning For The Future’: Core Strategy and Urban Core Plan for Gateshead and Newcastle Upon Tyne 2010-2030, paragraph 59

At the Examination, the Inspector provided the following commentary on this methodology:

“There is little guidance available on defining the appropriate amount of Safeguarded Land, but after considering best practice, an approach which considers a 10-15-year period beyond the end of the current plan period seems reasonable in the context of Cheshire East; it strikes a reasonable balance between avoiding the need to review the Green Belt at the end of the current plan period and avoiding unnecessary releases of Green Belt land at this time”⁴

- A number of local planning authorities, such as Knowsley, Leeds, Rotherham, have identified a specified particular number of years of safeguarded land, or a proportion of their housing requirement. While these approaches have been found to be sound, there is limited justification and evidence to fully justify this approach.
- As part of the preparation of the emerging City of York Local Plan, the Council sought a legal opinion on safeguarded land and reported it at an internal Local Plan Working Group.⁵ This Council Opinion (by John Hobson QC) highlights some key points for defining a safeguarded land requirement:
 - It clarifies that the duration of longer term development needs, stretching well beyond the Plan period, is a *“matter of planning judgement, but... a 10 year horizon beyond the life of the Plan... would be appropriate”*. This should be seen in the context that York is currently preparing a Plan for a 16 year period.
 - It confirms that the *“‘where necessary’ test... applies where longer term needs for development have been identified [and that by] identifying [safeguarded] land, the Green Belt can be protected from encroachment thus ensuring its boundaries remain permanent”*.
 - It emphasises the importance of such land being *“genuinely available and capable of development when needed”*, which links the process of identifying safeguarded land specifically to the site selection process.
- Finally, it is pertinent to note that the St Helens Local Plan (Preferred Options) proposes to remove Green Belt to provide housing and employment allocations and safeguarded land to meet the need for two local plan periods (2018/19 to 2032/33 and 2033/34 to 2047/48). The Council claims that this approach is justified because it is a *“once in a generation occurrence”*, and that the NPPF indicates that Green Belt boundaries should endure well beyond the plan period. It should be noted that the Plan is untested at Examination.

3.10 The comparative analysis identifies a myriad of different approaches and methodologies to establish whether safeguarded land is necessary, and to determine the extent of any requirement. Where authorities have identified safeguarded land,

⁴ Inspector’s Further Interim Views on the Additional Evidence, paragraph 50

⁵ <http://democracy.york.gov.uk/documents/s95549/Annex%20B.pdf>

they have sought to meet needs for varying durations of time (generally between 5-10 years) in order to ensure that the Green Belt boundary retains a degree of permanence. The analysis has identified that the precise duration has been determined using planning judgement, which involves balancing the following competing factors:

- (a) the development needs beyond the Plan period,
- (b) the availability of non-Green Belt sources of land suitable for development such as infill, brownfield and other windfall opportunities which can meet development need beyond the Plan period, and
- (c) whether Green Belt land is genuinely available and capable of development beyond the Plan period.

4. Appraisal of Soundness

- 4.1 The PSLP and the supporting evidence base fails to make any reference to safeguarding land to meet future needs beyond the current plan period. This is clearly contrary to the requirements of the NPPF and the plan cannot be found sound without demonstrating that Green Belt boundaries will not need to be altered at the end of the plan period.

Amount of Safeguarded Land

- 4.2 Establishing future development needs for the forthcoming plan period requires the consideration of several factors. Therefore, the anticipation of future needs beyond the Plan period is also fraught with multiple variables.
- 4.3 However, the review of policy and recent Local Plan precedents (see Section 3) has identified three inter-related factors that can be used to simply refine the requirement for safeguarded land. The following sections review these.

(a) Future development needs beyond the Plan period?

- 4.4 The Framework instructs local planning authorities to designate safeguarded land where it is necessary to meet longer-term development needs.
- 4.5 While there is no specific guidance on the definition of ‘necessary’, a comparative review of recently prepared Local Plans identifies that safeguarded land is generally ‘justified’ where development needs extend beyond the plan period.
- 4.6 The Council has advocated the use of the Standard Methodology for calculating local housing need for Rossendale, which results in a need of 212 new homes every year. This figure is significantly below the need figure identified in the SHMA of between 265 and 335 dwellings per year. As set out in the PSLP, the SHMA highlights a need for larger, aspirational property types in Rossendale to rebalance the stock away from small terraced properties and reduce the high levels of out-migration to adjoining areas to satisfy the demand for suitable house types. It also evidences the need for more good quality, specialist accommodation designed specifically for the growing elderly population and also identifies a need for single level accommodation. The SHMA also identifies a need for 1 and 2 bedroom dwellings.
- 4.7 As a consequence, it is considered prudent to at the very least project forward the current identified need for new homes and jobs in to the next plan period.
- 4.8 Although the projecting forward of current development needs beyond 2034 is relatively simplistic, it is considered to be the most robust approach. The only alternative would be to try and make a separate estimate of needs for the period 2034-2049. Given the timescales involved, it is considered this may be neither accurate nor realistic.
- 4.9 The evidence shows that housing and employment needs will continue to grow beyond the Plan period. Given the finite supply of previously developed land (see **(b)** below), it will be wholly ‘necessary’ to remove land from the Green Belt in the emerging Local

Plan and to designate it as safeguarded land. This approach will avoid the need to carry out a further Green Belt review at the start of the next Plan period and accords with the guidance in the Framework.

- 4.10 The requirement for safeguarded land is further emphasised by the current Green Belt boundaries that have their origins from the North East Lancashire Structure Plan 1979, which is almost 40 years old. In essence, the previous Green Belt review has now endured for the equivalent of over two full Plan periods and therefore the emerging Local Plan provides a 'once in a generation' opportunity to realign Green Belt boundaries for the next 30 years.

(b) What is the likely availability of Previously Development Land beyond the Plan period?

- 4.11 By not addressing the issue of safeguarded land the PSLP approach assumes that a supply of developable non-Green Belt land will continue to be available at the end of the plan period. This could comprise previously developed land which has not been included in the emerging plan, or the 'topping up' of the supply over the plan period as existing uses become obsolete or constraints to existing sites are overcome. There are a number of points to draw attention to which directly challenge this assumption.

History of 'topping up' of developable supply

- 4.12 The Housing Topic Paper provides a breakdown on number of sites and units which were allocated as part of the Draft Local Plan (DLP) in 2017, and compares this with the sites which have been allocated in the PSLP in 2018.
- 4.13 The DLP identified 137 sites for housing allocations, providing a supply of 3,622 units for the plan period. Amongst those allocations 22% were proposed on sites located within the Green Belt (786 units). This equates to 2,836 units located outside of the Green Belt, either in the open countryside or in the urban area. After the consultation on the Draft Local Plan and feedback was received from landowners and statutory consultees, the number of allocated sites has reduced by 38 (891 units). Appendix B of the Housing Topic paper (2018) provides a breakdown of these sites and confirms that the majority of these sites are no longer considered developable due to site constraints and the remainder were already been completed prior to 1 April 2018.
- 4.14 The PSLP proposes allocating 75 sites for housing (including 3 mixed use sites) totalling 2,853 units, with 521 units on Green Belt sites (18% of the identified supply). This has resulted in a reduction in the developable supply of non-Green Belt sites of 704 units. It is therefore clear that the number of units outside of the Green Belt which until this year have been considered developable, has been overestimated.
- 4.15 Peel accepts that land opportunities to meet housing need are likely to exist within the urban area at the end of the plan period. However, the evidence appended to Paper 3 demonstrates that much of the available land in the east of the borough is only marginally viable for market housing presently, and any provision of affordable housing is not viable at all. There is no expectation that these viability challenges are likely to change prior to 2034.

- 4.16 The prevailing evidence would strongly suggest that if delivering the annual non-Green Belt housing requirement proposed in the PSLP, the developable supply of non-Green Belt land will reduce over time. Critically there will not be a sufficient compensatory top up to this as needed to avoid a proportionate increase in the reliance on Green Belt land to deliver housing requirements beyond the plan period.

Definition of the Rossendale Green Belt

- 4.17 Whilst Rossendale is constrained by Green Belt, its Green Belt boundary isn't tightly drawn around the settlements in all areas and there are numerous greenfield 'gap sites' between the outer edge of the urban area and the start of the Green Belt which present development opportunities. The DLP and the PSLP relies heavily on these sites for its developable supply.
- 4.18 This is a unique source of supply and such sites are finite in number. Once developed for housing, a further supply of such sites does not come forward (without a Green Belt roll back) as the urban area pushes outwards to fill gaps between the urban edge and the Green Belt and /or areas which are protected moorland or topographically challenged.
- 4.19 Having regard to this context, it is highly unlikely that the urban area of Rossendale will be capable of delivering the requisite level of residential development beyond the plan period, with direct implications for the amount of Green Belt land which will need to be released and designated as safeguarded land through the emerging Local Plan in order to meet development requirements during the next Local Plan.
- 4.20 There will evidently be some new urban area development opportunities emerging, and such opportunities have always existed in Rossendale and have been heavily relied upon in the past. However urban area opportunities are generally finite and all evidence points to there being a year on year net reduction in the developable supply looking forward. The current SHLAA's inclusion of sites located in the Green Belt particularly supports this position.
- 4.21 Having regard to the above, an appropriate approach would be to base the safeguarded land requirement on the approach taken in the current plan.

(c) Is there an availability of Green Belt land which is genuinely available and capable of development beyond the Plan period?

- 4.22 Alongside the availability of non-Green Belt land, it is necessary to strike an appropriate balance between preservation of the purposes of the Green Belt and the need to meet development needs beyond the Plan period. In doing so, it is necessary to understand the relative availability of weakly performing Green Belt land that is genuinely available and capable of being developed.
- 4.23 The Council's evidence⁶ identifies a supply of Green Belt land that makes a low or medium contribution to the Green Belt. While this shows that there is land with potential to be released for development allocation and / or designation as safeguarded land, the Council has not developed a site selection methodology for the selection of sites.

⁶ Rossendale Green Belt Review, LUC (2016)

- 4.24 In summary, the Council’s evidence base indicates that there is likely to be a sufficient supply of unconstrained Green Belt land in the Borough to meet development needs during and beyond the Plan period.

Distribution of safeguarded land

- 4.25 As a source of future housing supply intended to meet the housing needs of the Borough, the distribution of safeguarded land should, as far as is practicable, reflect the spatial strategy of the plan.
- 4.26 The PSLP proposes that the largest share of development will be directed to the settlement of Bacup. However, as set out in these representations Peel have objected to the settlement hierarchy, and the strategy for distributing development, put forward in the PSLP. Peel favour the hierarchy which formed part of the adopted Core Strategy, which identified Rawtenstall as the principal settlement in the borough in its own tier of settlement. They also favour a distribution whereby the role of Rawtenstall is recognised and that the requirement to meet the needs of the largest settlement is met. These representations have also demonstrated that market and affordable housing is only marginally viable in the east of the borough and this should be recognised in the distribution of safeguarded land.
- 4.27 Whilst the spatial distribution of housing during the next plan period cannot be pre-empted, a degree of balance in the distribution of safeguarded land is needed to ensure the prospect of Green Belt release during the next plan period is minimised. To minimise the prospect of any Green Belt release being required, as the main purpose of a safeguarding exercise, it is important that safeguarded land is distributed to a number of locations providing multiple non-Green Belt opportunities for growth beyond the plan period and ‘keeping options open’.

Conclusion on the supply of safeguarded land

- 4.28 In light of the above, the following key conclusions can be drawn:
- It is necessary for the Borough to designate safeguarded land to meet its longer-term needs “*stretching well beyond*” the Plan period. This is justified by clear and compelling evidence;
 - The Council’s strategy to ‘focus first’ on brownfield sites within the urban capacity is likely to exhaust ‘developable’ reserves during the Plan period, which will only serve to reduce the supply of non-Green Belt land beyond the Plan period. In light of this, a more appropriate strategy would be to take a balanced approach, which bases the safeguarded land requirement on the amount of Green Belt land which is required for this current plan period. This effectively makes provision for two plan periods. The tables below provide a summary of this methodology;
 - The Council’s initial evidence indicates that there is an available source of unconstrained Green Belt land, but this will need to be corroborated by further evidence;

- 4.29 In light of these conclusions, it is patent that the Council’s failure to address the need for safeguarded land is contrary to the tests of soundness in the Framework. The Council have failed to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period as required by the NPPF. This approach is not ‘positively prepared’, is not ‘justified’, and is not ‘consistent with national policy’.
- 4.30 To address this, it is recommended that the Council’s safeguarded land requirement is based on rolling forward the housing need figure which is adopted as part of the emerging Local Plan and replicating the Green Belt and non-Green Belt split. Using the housing requirement and allocations favoured by the Council, this is set out as follows:

Annual housing requirement (based on SOAN) ⁷	212
Housing requirement over a 15 year period	3,180
Housing land requirement in Green Belt (PSLP)	18.61 ha
Employment land requirement in Green Belt (PSLP)	12.42 ha
Total safeguarded land requirement	31.03ha

- 4.31 As set out in Paper 2 of these representations, it is suggested that a minimum housing requirement of 265 homes per annum is required in Rossendale over the emerging plan period to meet the borough’s housing needs. This would sustain delivery at a rate that has been recently achieved in the borough, which demonstrably facilitated the provision of much-needed affordable housing and temporarily reversed a prevalent local trend of worsening affordability. Furthermore, a need for at least 265 dwellings per annum has been evidenced within the Council’s evidence base less than two years ago, and updated modelling continues to indicate that provision of this scale (240 – 283dpa) would be needed to sustain a reasonable level of job growth throughout the plan period. Falling midway within this range allows for an improvement in the scale of out-commuting, while ensuring that future job growth in the borough is not threatened by a continuation of those wider drivers which attract residents elsewhere.
- 4.32 As set out in Paper 3 of these representations, it is suggested that almost 1,000 units within the claimed supply of 2,583 dwellings should not be considered developable in the 15 year plan period. A large proportion of the sites are not considered to be suitable, available or viable. In light of the fact that exceptional circumstances for Green Belt release have been identified by RBC, additional Green Belt sites are likely to be required to fill the gap. In turn this will alter the balance of Green Belt – non Green Belt split of allocations.
- 4.33 Peel is of the view the Council’s safeguarded land requirement is based on rolling forward the housing need figure which is adopted as part of the emerging Local Plan and replicating the Green Belt and non-Green Belt split. Increasing the housing requirement and the allocation of Green Belt sites will therefore result in a need to allocate more safeguarded land.

⁷ Not acceptable by Peel as set out in Paper 2

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DRAFT PUBLICATION LOCAL PLAN ROSSENDALE COUNCIL

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/1 INTRODUCTION

- 1.1. PWA Planning act on behalf of Hollins Strategic Land (HSL) for the purposes of making Representations on the Rossendale Publication Draft Local Plan. This Representation Statement (RS) confirms that HSL supports the allocation of site H13 Loveclough for housing.
- 1.2. HSL has had discussions with, and met with, the LPA to discuss the land south of the **Working Men’s Club on Commercial Street / Land to the west of Burnley Road, Loveclough** included in allocation reference H13. For clarity the area of land is identified on the plan in Figure 1 below is the total extent of allocation H13 and the area of land HSL are interested in is shown in Figure 2 and is hereafter referred to in this RS as “the site”.

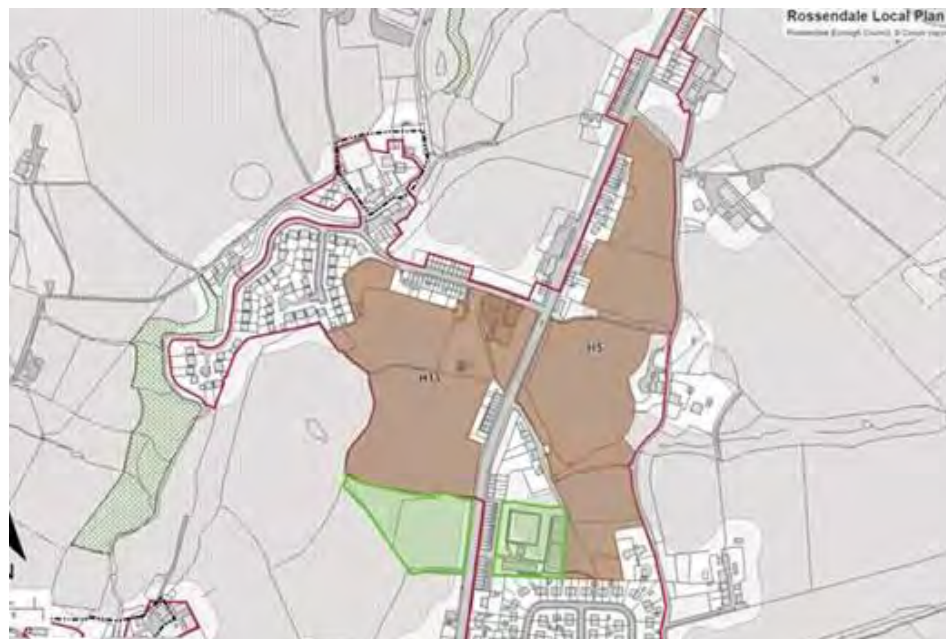


Figure 1: Area of land within allocation H13



Figure 2: Part of allocation H13 HSL have interest in referred to in RS

- 1.3. This RS recommends it is necessary for the capacity of H13 to be increased from 95 dwellings to 105 in order for the eLP to demonstrate that it is compliant with the sustainable development objectives of the National Planning Policy Framework (NPPF) and to be found sound.
- 1.4. The allocation of site H13 is fully supported as it is considered it has numerous planning benefits. These include; its containment adjacent to existing built development and planned developments; location adjacent to existing public open space and nearby recreational facilities; and sustainable location close to existing public transport and public rights of way. The benefits of the allocation are discussed further in this Statement in section 2.

/2 ALLOCATION H13 LOVECLOUGH

- 2.1. The emerging Local Plan (eLP) Policy HS2 allocates site H13 for residential development with a capacity of 95 dwellings. HSL supports the allocation but suggests the capacity be increased to 105 dwellings as it is considered that despite physical constraints on the site this number of units can be achieved and would maximise the development potential of the site whilst still being appropriate to the character of the area and respecting a density of 30dpa. This would be in accordance with national policy and achieving sustainable development and making the best and most efficient use of land.
- 2.2. The Council have acknowledged the Borough is constrained by topography, flood risk, highway capacity, Moorland and Green Belt and has reduced their housing requirement using the new standard approach. The **evidence in the Council's SHMA 2018** identified a housing need of 265-335dpa but concluded *"at least 265dpa is sufficient to meet Rossendale's housing need over the plan period."* However, the Council have re-worked their OAN using the standard methodology for calculating housing figures from 3,975 (265dpa) to 3,180 (212dpa) over the plan period (15 yrs). The Council is planning for a minimum housing requirement in order to boost the supply of housing; however PWA are firmly of the view that where there is potential for a site to deliver more housing, this should be taken advantage of. The increase in capacity would also allow for additional affordable housing for which there is an identified need in the local area.
- 2.3. The eLP confirms that part of the overall site (allocation H13) has outline permission for **housing. This includes the Working Men's Club** (for 10 dwellings, reference 2013/0467 granted 11th March 2013) and the triangular shaped piece of land to its rear (2 dwellings, reference 2016/0478 granted February 2017).
- 2.4. This site and the wider allocation H13 represents the most sustainable development option. Crawshawbooth, to the south, is recognised as an Urban Local Service Centre;

it has a primary school, shops, medical facilities and public transport links to Rossendale. Strategic Policy SS recognises Loveclough as a Rural Local Service Centre. The **Council's approach of designating development in this location is compliant with** Strategic Policy Spatial Strategy, Policy SD1 and the overall drive for achieving sustainable developments in the NPPF.

- 2.5. It is appropriate for the Council to allocate land for housing in this location and is **considered in accordance with the Council's evidence base for the eLP** where there is demand for deliverable high quality executive style homes. The allocation can also provide for a meaningful number of affordable houses to come forward (30%) in an area considered to be well served by sustainable travel options.
- 2.6. There are bus routes travelling in both directions on Burnley Road with stops close to the junction with Commercial Street. The bus services along this stretch of road are frequent, running every day of the week and providing connections to the wider area. To locate development in close proximity to these will maximise the potential for using other more sustainable travel options than the private motor car. There are local shops serving the local area in the Local Service Centre of Crawshawbooth which are accessible by these services.
- 2.7. The site is contained with existing development to the north, east and west including Burnley Road forming the eastern boundary. To the south there is existing public open space and beyond that, further built development. The allocation of site H13 would represent a logical and organic extension to existing development, restricted by limits of existing development.
- 2.8. The Council has evidenced the market demand for housing in this area and demonstrated through its site assessment for the SHLAA that this allocation is sustainable. A number of constraints have been identified on the site. Hollins Strategic Land (HSL) has undertaken all of the survey work that would be required for the submission of a planning application and has considered an initial concept layout which is illustrated in figure 3 below.

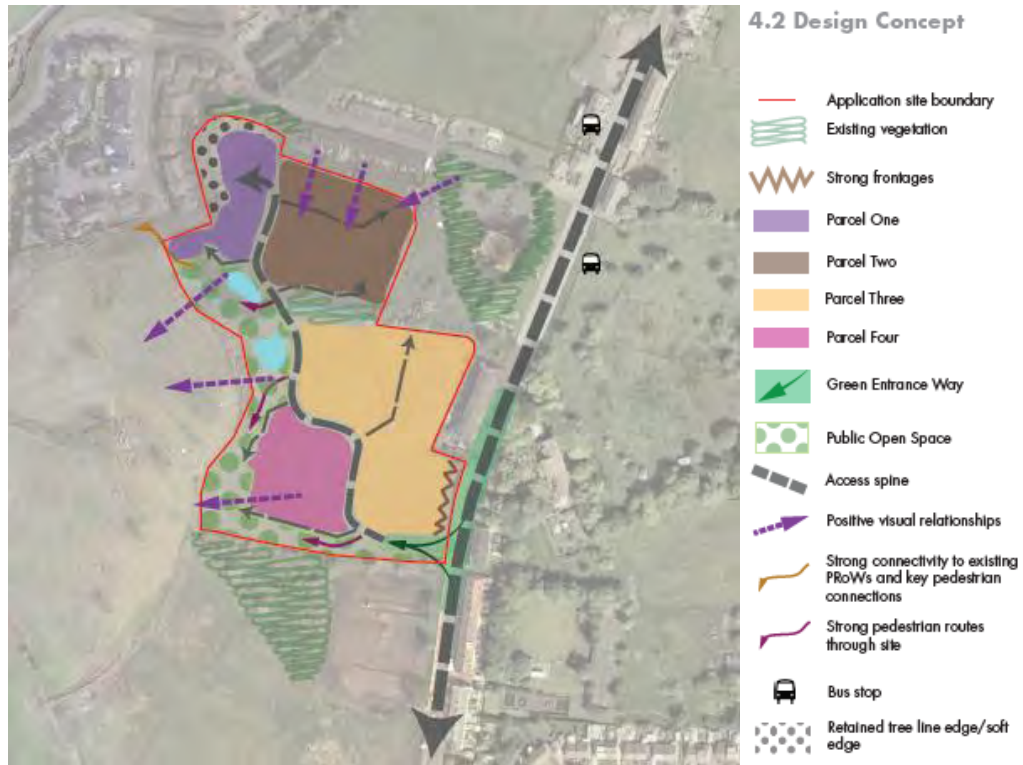


Figure 3: Design Concept for the site

2.9. The surveys that have been carried out demonstrate that the site constraints would not be prohibitive in the development of the site. The full documents are available to the Inspector on request. These include;

- Landscape and Visual Impact Assessment and Concept Layout Plan (Influence);
- Tree Survey (AWA);
- Drainage Strategy and FRA (Betts Associates);
- Ecological Survey (ERAP);
- Heritage Assessment (Kathryn Sather Associates);
- Phase 1 Desk Study (Brownfield Solutions);
- Transport Assessment and Framework Travel Plan (SK Transport Planning);
- Consultation with United Utilities.

2.10. The landscape assessment evaluates the impact of development of the site from a number of key viewpoints and illustrates that whilst there will be an initial impact from

having a development on a site previously undeveloped, due to the topography of the land (rising to the east up to Burnley Road) and the existing surrounding development, the impact will not have a detrimental effect.

- 2.11. It considers the settlement to have an irregular pattern indicating how it has grown over time and that the allocation will respect this organic growth interrelating to the existing pattern of development in the immediate vicinity and the recreational area. This can be seen in Figure 4 below which shows the site in the wider area.



Figure 4: Site in context of wider area

- 2.12. Furthermore, it is not considered that increasing the number of dwellings from 95 to 105 would have a negative impact in terms of landscape character or visual amenity. The images below in figure 5 captures the site in the context of the surrounding landscape and demonstrates how it will be contained by surrounding development.

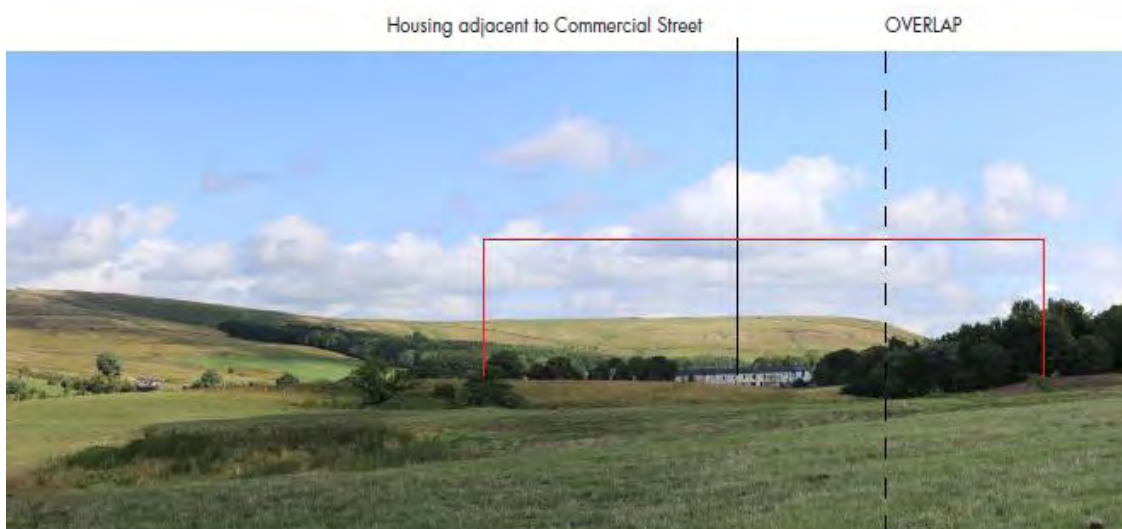
Figure 5: Site in landscape context



Looking East



Looking East close up, Love Clough Park in foreground



Looking North



Looking East

- 2.13. The strategic location adjacent to existing public open space and the recreational area further promotes the suitability of this allocation which will link into this facility and enhance it, creating a social meeting place to the benefit of the community. The allocation is in close proximity to two existing public rights of way providing wider recreational links in the area, further promoting the recreational benefits of the site.
- 2.14. The heritage assessment considers the significance of any impact on the conservation area and concludes that due to the containment of the site there are limited views between which would have any detrimental impact on the heritage asset. Again, it is not considered that these impacts would be increased as a result of a greater number of dwellings on site.
- 2.15. The ecological assessment concludes that the site is feasible for residential development as there would be no adverse effect on the designated sites for conservation. Furthermore, with the retention and enhancement of existing ecological features there would be a net gain in biodiversity overall.
- 2.16. The Transport Assessment demonstrates that access can be gained to the site by a range of modes, including nearby bus routes that provide good coverage of local and regional destinations. It is also shown that access can be gained in reasonable journey times to local amenities and services. The proposed site access junction includes footways. A footpath link is also provided from the development to the existing Public Right of Way network located to the northwest of the site. The Transport Assessment

also considers prevailing traffic and road safety conditions, and it is shown that access to the development can be gained within standard highway design parameters. It is also shown that the addition of the development traffic on the network will not cause a severe impact on highway capacity or an unacceptable impact on road safety conditions.

- 2.17. Rossendale Council has undertaken a highway capacity study focusing on potential congestion over the plan period. This study recommends that no intervention should be necessary in the early stages of the plan, and identifies options for improvement over the latter period (2024-2034). The TA commissioned by HSL finds that there will be an immediate dispersal of traffic at the site access, with some travelling to/from the Burnley direction and some to/from Rawtenstall side. Overall, the development traffic would be split broadly evenly north and south. The traffic movements associated with development of the site would result in an acceptable level of traffic generation on the local highway network and the wider network. In conclusion, the development of the site would have a negligible effect on the findings of the **Council's highway** capacity study.
- 2.18. A flood risk assessment and drainage strategy has been prepared which confirms the site lies entirely in flood zone 1 and the site is low risk in terms of all sources of flood risk. United Utilities have confirmed there would be no objection to connection to the public sewer system for foul and surface waters.
- 2.19. HSL would welcome the opportunity to continue discussions with the LPA in order to ensure that Loveclough achieves sustainable development as early in the plan period as possible. We are firmly of the opinion that there are no environmental or technical constraints which would prevent the allocation coming forward and for a larger number of dwellings (105) than is currently being promoted by the Council.

/3 MASTERPLAN REQUIREMENT

- 3.1. Policy HS4 Loveclough in the eLP states that H13 is to be brought forward in line with a masterplan for the whole site. **There is no specific calendar on the Council's website** to expand on the timetable of the eLP. However, as publication does not expire until October 2018, it is not expected to be adopted until Summer 2019. There is always the possibility that the timetable could slip and the Masterplan, if adopted as a Supplementary Planning Document (SPD), would take several months to adopt.
- 3.2. It is therefore likely that a planning permission would not be granted for development in Loveclough until 2020. It is likely that the first approval(s) would be for outline permission and it would then take approximately 1 year for reserved matters to be approved and pre-commencement conditions to be discharged. This could take up to 2021/2022 provided permission is granted. Therefore, the first dwellings may not be completed until 2023/2024 at the earliest.
- 3.3. Rossendale has a significant and serious shortfall of deliverable housing land and has persistently under-delivered. It is considered that the eLP must look to secure development early in the plan period wherever possible, and for the greatest number of dwellings where they comprise sustainable development. There is an opportunity for H13 to come forward in advance of a Masterplan SPD and this would provide much needed housing, including affordable, earlier in the plan period.
- 3.4. The omission of the requirement for a masterplan for H13 in policy HS4 will not be inconsistent with Part One of the Local Plan and will not have a bearing on the soundness of Part Two of the Local Plan.
- 3.5. The requirement for a masterplan for H13 is onerous and will delay much needed housing in the borough which can be delivered in the short term. The site was assessed as part of the SHLAA as deliverable within 6 to 10 years. HSL believes this deliverability

would in fact be much quicker and, subject to planning permission, would be within 5 years.

- 3.6. Policy HS4 identifies physical elements of the site including topography, access, landscape character and that 20% of the site is designated as a grassland Stepping Stone Habitat of regional ecological importance. Policy HS4 states *"appropriate assessments regarding landscape, flood risk, impact on the heritage asset, ecology, coal legacy and mineral sterilisation will be required to support the development of this site. Rossendale Council therefore requires a Masterplan."* This statement within policy HS4 that simply outlines submission requirements for an application does not justify the requirement for a masterplan as the aforementioned issues could be dealt with as part of any planning application submission, as has been demonstrated by the assessment work already undertaken for this site.
- 3.7. It is not considered a masterplan approach is required as the allocation only requires housing development and is not multi-faceted. Policy HS4 requires a contribution to expanding capacity at local school(s) to support the development and due to the proximity of the site to the Local Centre of Crawshawbooth, the development of this site is expected to identify and contribute to parking solutions within the Local Centre. **It is within the Council's** gift to require monetary contributions towards schemes identified for parking schemes and school expansions via a section 106 agreement, with a trigger for when these contributions should be paid, as part of the planning application process, and it is not considered that the development of this site without a masterplan would negate this requirement. HSL could make these contributions via the appropriate mechanism at the application stage.
- 3.8. The development of this site would not prejudice the wider H13 allocation (The WMC and triangular shaped piece of land to the rear of it) as these other parts of H13 already have planning consent. Whilst in landscape terms the sites would be viewed together from certain viewpoints, as these two other areas of land have planning permission this can be taken into account in a planning application.

- 3.9. Policy HS4 identifies the development of the site should take into account measures to deal with minerals. It is considered that this can be adequately dealt with via an assessment submitted with an application and the policy makes clear this requirement. In any **case, it is expected the Borough's housing need would surpass the requirement** for minerals on the site, as demonstrated by the fact that the Council have accepted this site as a housing allocation.
- 3.10. For the plan to be found sound it is considered that the requirement for a masterplan for allocation H13 is omitted as the requirement is not justified nor effective in delivering much needed housing.

/4 CONCLUSION

4.1. This RS supports the eLP and demonstrates that it is necessary for:

- the capacity of site H13 be increased to 105 dwellings in order for the eLP to be compliant with the sustainable development objectives of the NPPF to make the best and most efficient use of land;
- the eLP to ensure that development is achieved in Loveclough as soon as possible and to be able to do so that the LPA should not seek to adopt an unnecessary Masterplan approach in relation to allocation H13;
- the eLP to ensure that Loveclough makes use of the most locationally sustainable sites which can provide an organic extension to the village, as is the case with H13.

4.2. This RS supports the allocation of H13 in the eLP as it is considered to:

- be a logical and sustainable extension to Loveclough;
- deliver much needed housing in the first five years of the Plan;
- provide a good quality housing mix sought by the Council including executive style and affordable housing;
- enhance and provide meaningful links to the existing green infrastructure and extend existing public open space;
- be in a sustainable location well served by frequent bus services to the wider area;
- be well contained adjacent to existing built development and represent an organic extension to Loveclough.



www.pwaplanning.co.uk



Date 1 October 2018

Forward Planning
Rossendale Borough Council
Futures Park
Bacup
OL13 0BB

By Email (forwardplanning@rossendalebc.gov.uk)

Dear Sir / Madam,

Rossendale Borough Council – Publication of Pre-Submission version of the Local Plan Consultation

Thank you for seeking the views of United Utilities as part of the Development Plan process. United Utilities wishes to build a strong partnership with all Local Planning Authorities (LPAs) to aid sustainable development and growth within its area of operation. We aim to proactively identify future development needs and share our information. This helps:

- ensure a strong connection between development and infrastructure planning;
- deliver sound planning strategies; and
- inform our future infrastructure investment submissions for determination by our regulator.

When preparing the Development Plan and future policies, we can most appropriately manage the impact of development on our infrastructure if development is identified in locations where infrastructure is available with existing capacity. It may be necessary to co-ordinate the delivery of development with the delivery of infrastructure in some circumstances.

General Comments

United Utilities wishes to highlight that we will seek to work closely with the Council during the Local Plan process to develop a coordinated approach for delivering sustainable growth in sustainable locations. United Utilities will continue to work with the Council to identify any infrastructure issues and appropriate resolutions to new development.

United Utilities wishes to make the following comments in connection to the current consultation. These comments should be read in conjunction with our previous correspondence throughout the Local Plan process.

We wish to highlight our **free pre-application service** for applicants to discuss and agree drainage strategies and water supply requirements. We cannot stress highly enough the role the council can play in highlighting the importance of drainage strategies prior to application stage. Developers should be contacting us as early as possible in the planning process. Enquiries are encouraged by contacting:

Developer Services - Wastewater

Tel:

Email:

Website: <http://www.unitedutilities.com/builder-developer-planning.aspx>

Developer Services – Water

Tel:

Email:

Website: <http://www.unitedutilities.com/newwatersupply.aspx>

Infrastructure provision

We note that the draft Local Plan is allocating a mix of Greenfield and Brownfield sites. It is typical of such Greenfield sites to have little or no existing infrastructure. Through previous correspondence, the Local Planning Authority will be aware which growth highlighted in the Local Plan needs to be carefully planned to ensure new infrastructure provision does not cause any unexpected delays to housing delivery. Providing supporting infrastructure to Greenfield development sites could result in the need to upsize the existing assets to support growth. We would encourage the need for a co-ordinated approach to phased development in line with any supporting infrastructure works, and for developers to contact as early as possible using the above details.

With regards to the growth in all settlements, UU appreciates the inclusion of trajectory information and would encourage updated information as soon as it becomes available.

Specific Comments

Policy ENV9: Surface Water Run-Off, Flood Risk, Sustainable Drainage and Water Quality:

United Utilities generally has three categories in relation to its sewer network. Firstly, surface water sewers that will only take the surface water flows. Secondly, the foul sewers in our network will only take foul flows. Then finally, there are combined sewers that takes both foul and surface water flows. **ENV9 indicates that surface water can discharge into the foul network, but it would not be permitted by United Utilities.** We would strongly recommend this is removed from the policy.

United Utilities cannot emphasise enough the importance of applying the surface water hierarchy in an era when the impacts of climate change are ever more present. It is noted that Policy ENV9 contains positive messages that are welcomed by United Utilities. However, it fails to note the need for applicants follow the surface water hierarchy as outlined in the NPPG.

We believe it would be more appropriate to split ENV9 into two policies so that the issues of flood risk and surface water management are dealt with separately. We believe this approach will appropriately embed the intentions of national policy with respect to meeting the requirements of the surface water hierarchy and the inclusion of genuine sustainable drainage systems. The Local Plan would then mimic national policy with respect to meeting the requirements of the hierarchy and encourage the inclusion of genuine sustainable drainage systems. It is our view that a separate planning policy would set out a clear process in relation to Surface Water Management, creating an approach to drainage for all new development, rather than applications within certain criteria. We would hope you consider the wording below as an example of a separate policy on surface water management and sustainable drainage.

We suggest the following parts with a line through of ENV9 are deleted, and our suggestions to the wording are in blue:

Policy ENV9: ~~Surface Water Run-Off, Flood Risk, Sustainable Drainage and Water Quality~~

All Development proposals including on allocated sites will be required to consider and address flood risk from all sources. A sequential approach will be taken and planning permission will only be granted for proposals which would not be subject to unacceptable flood risk, or materially increase the risks elsewhere and where it is a type of development that is acceptable in the Flood Plain. Assessment should be informed by consideration of the most up to date information on Flood Risk available from the Environment Agency, the Strategic Flood Risk Assessment (SFRA) and from the Lead Local Flood Risk Authority.

Developers will be expected to provide appropriate supporting information to the satisfaction of the Local Planning Authority such as Flood Risk Assessments for all developments in Flood Zones 2 and 3. Site specific mitigation measures should be clearly identified.

All development proposals will be required to consider the contribution landscaping can make to manage surface water as part of the development and should seek to maximise the use of permeable surfaces/areas of soft landscaping, and the use of Green Infrastructure as potential sources of storage for surface water run-off. ~~New development should not increase on-site or off-site surface water run-off rates and, where practicable, should seek to reduce surface water run-off to greenfield rates. Discharge of surface water into the public sewer network should only be considered where it can be demonstrated that no other option is feasible.~~

Proposals for major development as identified by the Town and Country Planning (Development Management Procedure) (England) Order 2015 and subsequent amendments will be expected to incorporate Sustainable Drainage Systems (SuDS) which manage any surface water run-off arising from the development and minimise the risk of flooding on the development site and in the surrounding area. The proposed drainage measures should fully integrate with the design of the development and priority should be given to SuDS techniques which make a positive contribution to amenity, biodiversity and water quality as well as overall climate change mitigation. Alternatives to SuDS will only be permitted where it is demonstrated that SuDS are impractical or there are other exceptional circumstances. All SUDS schemes should incorporate clear implementation, management

and maintenance arrangements. The preference is for development include genuine, above ground sustainable drainage systems as opposed to underground tanked storage systems for surface water.

Proposals for minor development in areas at risk of flooding should also incorporate of SuDS into the design of the scheme unless there is clear evidence that it would be inappropriate. Drainage proposals for minor schemes should at least demonstrate that SuDS solutions have been considered.

~~Development proposals which discharge surface water runoff to foul drainage connections or combined sewers will only be permitted if it has been demonstrated that:~~

- ~~• Separate surface water drainage is not available and cannot be practicably provided;~~
- ~~• Sufficient capacity exists in the foul or combined sewer; and~~
- ~~• The proposal would not exacerbate the risk of flooding or result in deterioration in water quality. Use of septic tanks will only be permitted where connection to the foul sewer network is not feasible.~~

Further to these changes, we suggest that separate policy is included, relating to Surface Water Management. We suggest the following is included:

ENV10 – Surface Water Management

The treatment and processing of surface water is not a sustainable solution. Surface water should be managed at source and not transferred. Every option should be investigated before discharging surface water into a public sewerage network. A discharge to groundwater or watercourse may require the consent of the Environment Agency.

Surface water should be discharged in the following order of priority:

1. An adequate soakaway or some other form of infiltration system.
2. An attenuated discharge to surface water body.
3. An attenuated discharge to public surface water sewer, highway drain or another drainage system.
4. An attenuated discharge to public combined sewer.

Applicants wishing to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available as part of the determination of their application.

The expectation will be for only foul flows to communicate with the public sewer. Approved schemes will be expected to be supplemented by appropriate maintenance and management regimes for the lifetime of any surface water drainage schemes.

On greenfield sites, applicants will be expected to demonstrate that the current natural discharge solution from a site is at least mimicked.

On previously developed land, applicants will also be expected to follow the surface water hierarchy. Thereafter, any proposal based on a proposed reduction in surface water discharge from a previously developed site should be in accordance with the non-statutory technical standards for sustainable

drainage produced by DEFRA (or any replacement national standards) which target a reduction to greenfield run-off rate. In demonstrating a reduction, applicants should include clear evidence of existing positive operational connections from the site with associated calculations on rates of discharge.

Any drainage proposal as part of a wider Local Plan allocation will be expected to be part of a site wide strategy to avoid a piecemeal approach to drainage and demonstrate how the site delivers sustainable drainage as part of interconnecting phases. It is important that any early phases of development provide the sustainable surface water drainage infrastructure to meet the needs of any later interconnecting phases of development.

Summary

Moving forward, we respectfully request that you continue to consult with United Utilities for all future planning documents. We are keen to continue working in partnership with Rossendale Borough Council to ensure that all new growth can be delivered sustainably, and with the necessary infrastructure available, in line with the Council's delivery target. This includes providing further policy explanation in relation to what is mentioned in this representation.

In the meantime, if you have any queries or would like to discuss this representation, please do not hesitate to contact me.

Yours faithfully

Adam Brennan

Developer Services & Planning
United Utilities Water Limited

OUR REF: SAT095- Land at Spring Mill, Westgate, Whitworth – Pre-Submission Draft Local Plan – 05/10/2018

YOUR REF:

DATE: 5th October 2018

Forward Planning,
Rossendale Borough Council,
One Stop Shop,
Bacup,
OL13 0BB

Sent via e-mail only to: forwardplanning@rossendalebc.gov.uk

**Rossendale Draft Local Plan Pre-Submission Publication Version
Representations in respect of the Land at Spring Mill, Westgate, Whitworth**

Dear Sir / Madam,

I write in response to Rossendale Borough Council's Draft Local Plan Pre-Submission Publication consultation specifically in relation to the Site at the land at Spring Mill, Westgate, Whitworth on behalf of Gleeson Homes and Regeneration. The Site is currently the subject of a full planning application, reference 2018/0318, which is seeking planning permission for 119 no. dwellings at the Site, the proposed masterplan for which is included at Enclosure 1 of this letter.

Site Allocation

As shown on Rossendale Local Plan Policies Map (Pre-Submission Publication Version) the entire Site is allocated for a future residential use, allocation reference H68 'Former Spring Mill (land off Eastgate and Westgate)'.

The corresponding policy wording is set out in Policy HS2 'Housing Site Allocations' within the Local Plan Pre-Submission Publication Document itself. Table 1 of the Local Plan forms part of Policy HS2 and outlines the following expectations for the Site:

- The developable area is assumed to be 3.7 hectares;
- It has a capacity for approximately 111 no. dwellings, applying a density of 30 dwellings per hectare;
- Delivery is anticipated in Years 1 through to 10 of the Local Plan period; and
- The Site is correctly identified as a brownfield site.

As the capacity of the Site is over 50 dwellings Policy HS2 requires a masterplan to be prepared to ensure a comprehensive approach to development.

From the outset it should be noted that we strongly support the allocation of this Site for a future residential use.

Basis for the Allocation

The allocation of the Site is the result of the identification, and robust assessment, of the Site as set out in the Strategic Housing Land Availability Assessment (SHLAA), dated August 2018. The 2018 SHLAA comprises of a 'Stage 1' assessment which filtered candidate sites so as to focus on those that met the locational requirements of the emerging planning policies and general sustainability considerations. Sites which passed the 'Stage 1' assessment were then considered in respect of their availability, suitability and achievability (Stage 2) in order to ascertain if the site should be allocated for a future residential use.

The Former Spring Mill Site (reference SHLAA16005) was robustly assessed by the Council and acknowledged to be a brownfield site, within the urban boundary of Whitworth that benefits from an extant planning permission for 45 no. dwellings (planning permission reference 2012/0171). Furthermore, the Site is identified as being well connected to existing services and infrastructure, including public transport, and is relatively free from constraints.

The main constraint identified with the development of the Site was the need for remediation, given former employment uses at the Site. In the 2017 SHLAA it is noted that the cost of remediating the Site was likely to delay delivery until 6-10 year period of the Local Plan, however in the up-dated 2018 SHLAA this has been brought forward to the 1-10 year period of the Local Plan. This is because the Site is currently the subject of a planning application submitted on behalf of Gleeson Homes, who specialise in bringing forward complex and marginal sites, and are committed to developing this Site upon receipt of an implementable planning permission. This reassessment of the site as set out in the 2018 SHLAA and housing trajectory is fully in compliance with the National Planning Policy Framework (NPPF) (2018) paragraph 31, which requires policies to be underpinned by relevant and up to date evidence.

The current planning application is supported by a suite of documents which provide a more detailed investigation of the Site¹. This includes an intrusive site investigation, alongside ecology, arboriculture, highways, flooding and drainage assessment which Gleeson Homes have fully taken into account when masterplanning the proposed scheme. They are satisfied that this Site can come forward in compliance with the Housing Trajectory set out in Appendix 4 of the Local Plan Pre-Submission Publication Document.

It is therefore clear that housing allocation H68 'Former Spring Mill (land off Eastgate and Westgate)' is based on a robust assessment by the Council, which is now evidenced further by the recent planning application submission seeking permission for a residential redevelopment of the Site. The Site is therefore considered to be deliverable and developable now, in accordance with the definitions as set out in the NPPF, and should form part of the housing land supply for the borough going in to the next Local Plan period.

¹ The planning application submission can be found at the following link:

<https://publicaccess.rossendale.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PAD53LND00P00>

Compliance with Key Emerging Policy Objectives

It should also be taken into account that the allocation of the Site for a future residential use also complies fully with key policy objectives set out in the Local Plan Pre-Submission Publication Draft, and housing needs for the Borough as identified in the 'Housing Topic Paper' (August 2018).

In the first instance the Site is previously developed land that is not allocated or designated, and wholly located within the existing settlement boundary of Whitworth. Whitworth is identified as one of four 'key settlements' in emerging Policy SS, where growth and investment are to be focussed over the plan period. Furthermore, emerging Policy SD2 requires all new development to be located within the defined urban boundaries, which the Site is. Emerging Policy HS1, which identifies the Borough's housing requirement and how it will be achieved sets a requirement for 30% of the Borough's housing land to be previously developed land. The allocation of the Site is therefore in compliance with the key policy objectives of the emerging Local Plan, and will ensure an efficient use of previously developed under-utilised land, which is also a priority for National Government, as set out in Section 11 of the NPPF.

The allocation, and subsequent delivery, of the Former Spring Mill Site will enable the safeguarding of unallocated greenfield and Green Belt sites throughout the Plan period. The allocation of the Site is therefore wholly appropriate and clearly achieves key sustainable planning policy objectives.

It is noted that at paragraph 2.3.5 of the Housing Topic Paper that there is an increasing need in good quality family housing in Rossendale Borough. The current planning application is seeking permission for a mix of family houses, each with their own outdoor amenity space. This comprises of 32 no. two bedroom dwellings; 79 no. three bedroom dwellings; and 8 no. four bedroom dwellings. The scheme is therefore designed to ensure to meet the increasing need for family homes in Rossendale.

Furthermore, Gleeson Homes focuses solely on building low cost homes for people on low incomes. The company builds a range of affordable homes for sale to people who would otherwise be unable to afford a new home, thereby helping them onto the property ladder. Gleeson Homes fund all of its own projects, allowing regeneration to take place without reliance on Government investment.

The company's success is borne out of a thorough understanding of its customer needs and balancing aspiration with affordability. Gleeson's management team has specialist knowledge of all aspects of regeneration and a combined experience of over 150 years of building and selling low cost homes.

Gleeson are pleased to say that a full-time working couple on the national minimum wage, can afford to purchase a Gleeson 2 bedroom home on a 3.5 times Loan to Value ratio, on all 70 of their live sites in secondary locations across the north of England. The 2 bedroom homes are always a minimum of 25% of the mix of units on all their sites, and if bought with Help To Buy only require a 5% deposit (which is usually less than £5,000). Mortgage repayments on these 2 bedroom homes sold with Help To Buy and 5% deposit, would range from £50-£65 per week, based on a 35 year Halifax Help To Buy Mortgage). On this basis the proposed 2 bedroom dwellings also provide an opportunity to first time buyers, therefore reducing reliance on the private rented sector as a way for young people to live independently, as set out in the Housing Topic Paper.

It is very clear from the evidence base that this Site aligns with the key objectives of National Planning Policy and the emerging Local Plan objectives namely the priority to redevelop brownfield sites within the urban boundaries ahead of greenfield sites and the need to release Green Belt land. The allocation of the Site therefore ensures accordance with not only Policy HS1 (Meeting Rossendale's Housing Requirement) but also emerging policies SS (Spatial Strategy), and SD2 (Urban Boundary and Green Belt). In addition, the proposals that are currently subject of planning application 2018/0318 have been designed to meet the housing requirements for young families as identified in the Housing Topic Paper and will be delivered by a National House Builder with a proven track record of delivery of new family homes.

The allocation of the Former Spring Mill Site in Whitworth is fully supported by Gleeson Homes and Regeneration, and should remain as an allocation as the Local Plan progresses.

I trust that these comments will be taken into account as the Council progresses with the Local Plan. I would like to be kept informed of the progress of the Local Plan, and reserve the opportunity to take part in the Inquiry should it be deemed necessary. Should you require any clarification on any points made in this letter please do not hesitate to contact me as per the details provided below.

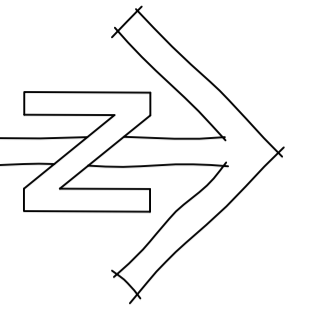
Yours sincerely

**Hayley Knight BA (Hons) MPlan MRTPI
Associate**

M: 07989 327 331

E: hayleyknight@sat-plan.co.uk

Enc 1- Proposed Site Location Plan (drawings number 1013-02B) currently subject of a full planning application, reference 2018/0318



HOUSE TYPE

code	type	no
201	2 bed semi det	14
202	2 bed semi det	6
212	2 bed semi det	12
301	3 bed semi det	10
304	3 bed detached	19
307	3 bed detached	12
309	3 bed semi	19
311	3 bed semi det	8
313	3 bed semi/ det	5
314	3 bed detached	6
401	4 bed detached	6
403	4 bed detached	2

TOTAL 119

- * Plots with rear access through garage
- Areas of new tree planting see schedule for species
- Existing trees to be removed
- New shrubs/ ground cover planting
- Grass to front garden
- ▬ Paving slab access paths to level threshold for principle entrance. Gradient not to exceed 1 in 12 for maximum 5.00m length
- 1.80m high screen wall
- S.W. boarded vertical screen fence 1.80m high (100 x 22mm boards with 22mm gaps, 3No. 75 x 58mm rails, 100 x 100mm posts @ 1.875m centres).
- Plot division fence, post & wire
- House type code reference number
- 8 Plot number
- ▬ Garages location.
- ▬ Parking bays



Richard Ward Design

Chartered Architectural Technologist
 Architectural Design & Development Consultant
 Richard S. Ward 2, Burtram Close
 M.C.I.A.T. Weston Favell
 Telephone 01604 410943 Northampton NN3 3PH

Revisions:
 A: Access amended April 2018
 B: Plot changes June 2018

**SPRING MILL WHITWORTH
 ROCHDALE**

Planning Layout

GLEESON HOMES & REGENERATION

Scale Date Dwg No.
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ROSSENDALE DRAFT LOCAL PLAN
REGULATION 19 CONSULTATION (AUGUST 2018)

REPRESENTATION BY TAYLOR WIMPEY (UK) LTD

LAND WEST OF MARKET STREET, EDENFIELD

Date: October 2018

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1. INTRODUCTION

1.1 Pegasus Group are instructed by Taylor Wimpey (UK) Ltd to make representations to the Rossendale Draft Local Plan, Pre-Submission Publication Version, Regulation 19 Consultation, which ran between 23rd August and 5th October 2018.

Taylor Wimpey's Land Interests

1.2 Taylor Wimpey are pursuing various interests within the Rossendale Local Authority Area and have made separate site-specific representations on the following sites:

- Land West of Market Street, Edenfield (Draft Allocation H72); and
- Grane Village, Helmshore (Draft Allocation H74).

1.3 Accordingly, this document provides general comments on the consultation and supporting evidence base involving the land to the west of Market Street, Edenfield.

Representation Structure

1.4 The structure of these representations takes the following form:

- In Section 2 we provide general comments on the various strategic and development control policies (which are largely duplicated across both representations, with some site-specific references).
- In Section 3 we make site specific comments on Market Street, Edenfield, which is divided into 3 subsections:
 - i. Response to the requirements of Policy HS3: Edenfield*
 - ii. Assessment of the evidence base documents concerning Market Street, Edenfield*
 - iii. Conclusions on Market Street, Edenfield*
- In Section 4 we provide our overall conclusions on the draft plan and allocation of the Market Street, Edenfield site.

2. STRATEGIC AND DEVELOPMENT CONTROL POLICIES

- 2.1 This section comments on the strategic and development control policies in the Draft Plan, how the allocation of the Market Street, Edenfield site for residential purposes upholds their objectives, and justifies the requested amendments where necessary.

Strategic Policy SS: Spatial Strategy

- 2.2 We support the introduction of the new Spatial Strategy policy and particularly the confirmation that greenfield development will be required within and on the fringes of the urban boundary. There is a clear need for the development of such greenfield sites in order to meet the emerging housing and employment needs of Rossendale, due to their being insufficient brownfield capacity within urban areas.
- 2.3 We also support growth and investment being concentrated towards major allocated sites, including the Edenfield site, which is a highly suitable and sustainable site for allocation in the emerging Local Plan, and we explore this in more detail through this representation.

Policy SD2: Urban Boundary and Green Belt

- 2.4 This policy confirms that land has been removed from the Green Belt on the basis that exceptional circumstances exist, with 8 sites proposed for release, including Land West of Market Street, Edenfield.
- 2.5 We fully support the release of suitable sites from the Green Belt, **as it reflects the Council's** evidence base, which demonstrates that the authority area is highly constrained, by topography, ground conditions and other issues, meaning that there is insufficient suitable and viable non-Green Belt land to meet the **Borough's needs in full**.
- 2.6 We also welcome the **Council's acknowledgement that** exceptional circumstances exist, as Paragraph 136 of the revised NPPF (July 2018) confirms that green belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans.
- 2.7 In our view, the combination of increased housing need (both market and affordable) and insufficient supply, and the harm that will occur from failing to meet these needs; in terms of slower economic growth, a lack of labour force mobility, affordability issues, disruption to commuting patterns and the delivery of housing choice; generates the exceptional circumstances required for Green Belt release in Rossendale, and the Council do set out these circumstances in more detail in the supporting Green Belt Topic Paper.
- 2.8 Paragraph 137 of the revised NPPF introduces an additional test for Green Belt release matters. Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, local planning authorities should be able to demonstrate that they have examined fully all other

reasonable options for meeting its identified need for development. These include making as much use as possible of suitable brownfield sites, optimising development densities and discussions with neighbouring authorities as to whether they could accommodate some of the identified need of development.

- 2.9 The Council fully accept that there is insufficient brownfield land, and optimising densities on non-Green Belt sites will not address the acute shortfall in full. The Housing and Green Belt Topic papers confirm that average densities of the 23 proposed brownfield site allocations has been increased to 100 dph, and even when combined with mixed (brownfield/ greenfield allocations) at 85 dph, this **will still only deliver a total of 1,117 units; whilst the Council's latest Brownfield Register (dated 15th December 2017) includes 32 sites totalling just 499 units (including several proposed allocations)**. Evidently, this level of brownfield capacity falls well short of the 3,180 target, even with elevated densities.
- 2.10 In terms of discussions with neighbouring authorities, a Statement of Common Ground has been **published as part of the Council's evidence base** for the Regulation 19 Consultation. Paragraph 5.8 of the document confirms that:
- "All adjoining authorities have been asked if they could consider taking any of Rossendale's housing requirement, or if they were expecting Rossendale to meet their housing needs... No authority came back to Rossendale specifically asking this Council to meet their development requirements, **neither have they offered to meet any of Rossendale's needs.**"*
- 2.11 Whilst it is acknowledged that the emerging Local Plan process is still progressing, it is clear that no adjacent authority is amenable to meeting **any of Rossendale's needs**. Indeed, section 7 of the August 2018 Green Belt Topic Paper goes one step further, stating that no neighbouring authorities are able to meet any of **Rossendale's emerging housing and employment need, and that a number of authorities, including the Greater Manchester Combined Authority, have asked if Rossendale was able to meet any of their housing requirements**.
- 2.12 As such, it is clear that all reasonable options have been explored but would fail to meet the emerging development requirements of the Borough. Accordingly, the Local Plan is entirely in accordance with the provisions of the revised NPPF, and further highlights the exceptional circumstances which exist to justify Green Belt release in Rossendale.
- 2.13 Policy SD2 later states that development will also be expected to contribute to compensatory improvements to land elsewhere in the Green Belt, enhancing both its quality and public access. This reflects the sentiment of paragraph 138 of the revised NPPF, which states that Local Plans should set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.

- 2.14 Whilst we are generally supportive of the inclusion of this wording and its accordance with the provisions of national policy, we are concerned about the supporting text which states that this could include the identification of land appropriate for Suitable Alternative Natural Greenspace (**SANG's**). This is further hinted at in Policy ENV4 of the consultation document, however no further detail is provided, nor any evidence for this requirement, and any impacts on viability, and as such we would ask for urgent clarification on this matter.

Policy HS1: Meeting Rossendale's Housing Requirement

- 2.15 This policy outlines that 3,180 dwellings will be required over the plan period (2019-2034), which equates to 212 dwellings per annum (dpa), and represents a decrease from the 247 dpa set out in the adopted Core Strategy which was based on the RSS, and the 265 dpa proposed in the Regulation 18 consultation, which was based on the low end of the range suggested in the 2016 SHMA.

Standard Methodology

- 2.1 Paragraph 60 of the Revised NPPF confirms that local plans submitted after 24th January 2019, as the Rossendale Plan will be (it is due to be submitted in February 2019), should use the Government's Standard Method for calculating housing need unless exceptional circumstances justify an alternative approach.
- 2.2 In the case of Rossendale this has led to a reduction in need, from 265 dpa in the Regulation 18 version (based on the 2016 SHMA) to 212 dpa (based on the 2014 projections), a reduction of 20%.
- 2.3 However, it is important to note that Paragraph 11 of the Revised NPPF confirms that for plan-making, the presumption in favour of sustainable development means that:
- Plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change; and
 - Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met **within neighbouring areas...**
- 2.4 As such, the Standard Methodology figure must be treated as the minimum starting point for housing delivery. The Council then needs to consider and take account of a number of important factors including:
- Can the neighbouring authorities within (and perhaps outside) the housing market area accommodate their own housing requirements as calculated by the standard methodology? If not, the NPPF obligates the Council to determine if Rossendale could suitably accommodate them?
 - Would simply achieving the standard methodology figures provide for a sufficiently flexible plan that would meet the needs of the area or should additional capacity be built into the

plan? This could take a range of forms such as the identification of additional sites, back up sites, or strong and practical monitoring and review policies.

- **Would the use of the standard methodology lead to a 'positive' plan being prepared and one that meets the needs of all forms of development?**

2.5 For instance, if there was evidence that demonstrated that the use of the Standard Methodology would not allow the Local Planning Authority to meet forecast or planned jobs growth in the area, or would lead to unsustainable commuter or migration patterns, there would be a strong case to suggest the plan would not meet the objectives and presumption in favour of sustainable development and could therefore be rendered unsound.

2.6 In short, the Standard Methodology figures only represent one piece of evidence in relation to the preparation of a sound **development plan and represents a 'minimum' figure as confirmed by** paragraph 11 and paragraph 60 of the Revised NPPF. Many other considerations and evidence can and will impact on the final housing requirement figure set out in a Local Plan.

2.7 Upon first review, we note that the very recent changes to the NPPG, issued on 13th September 2018, back up our above interpretation of the NPPF in this regard. Indeed, under the Housing Needs Assessment section, the following points are raised:

- 002 – The standard method set out below identifies a minimum annual housing need figure. It does not produce a housing requirement;
- 003 – The standard methodology is not mandatory and alternative approaches can be used but they are likely to be scrutinised more closely at examination (but noting the above that must be an alternative to the minimum).
- 027 - **The total need for affordable housing will need to be converted into annual flows...An** increase in the total housing figure included in the plan may need to be considered where it could help deliver the required number of affordable homes.

2.8 Under the question '**When might a higher figure than the standard method need to be considered?**', the NPPG states the following at Paragraph: 010 Reference ID: 2a-010-20180913

"The government is committed to ensuring more homes are built and are supportive of ambitious authorities who want to plan for growth. The standard method for assessing local housing need provides the minimum starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there will be circumstances where actual housing need may be higher than the figure identified by the standard method.

Where additional growth above historic trends is likely to or is planned to occur over the plan period, an appropriate uplift may be considered. This will be an uplift to identify housing need specifically and should be undertaken prior to and separate from considering how much of this

need can be accommodated in a housing requirement figure. Circumstances where this may be appropriate include, but are not limited to:

- *where growth strategies are in place, particularly where those growth strategies identify that additional housing above historic trends is needed to support growth or funding is in place to promote and facilitate growth (e.g. Housing Deals);*
- *where strategic infrastructure improvements are planned that would support new homes;*
- *where an authority has agreed to take on unmet need, calculated using the standard method, from neighbouring authorities, as set out in a statement of common ground;*

In addition authorities should also consider:

- *previous delivery levels. Where previous delivery has exceeded the minimum need identified it should be considered whether the level of delivery is indicative of greater housing need; and*
- *recent assessments of need, such as a Strategic Housing Market Assessments (SHMA). Where these assessments suggest higher levels of need than those proposed by a strategic policy-making authority, an assessment of lower need should be justified.'*

2.9 It is also noted that paragraph 60 states the standard methodology should be utilised to determine the minimum number of homes needed - **'unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and signals'**.

2.10 Bearing in mind the standard methodology figure is a minimum figure, and noting the aforementioned guidance in the NPPG (as quoted above), it is clearly not logical to assume that **'exceptional circumstances' have to be demonstrated to justify the use of a higher Local Plan figure. Indeed, the Government's objectives are to boost housing supply and any authority that can sustainably deliver more homes will undoubtedly be welcomed.**

2.11 The exceptional circumstances test, therefore, must apply to any authority which chooses to justify and deliver a lower housing needs requirement as its starting point for the Local Plan preparation. Notwithstanding this, we consider there are compelling reasons and some exceptional circumstances that would warrant Rossendale opting for a higher housing need requirement, which we address shortly.

2.12 Taylor Wimpey also have some fundamental concerns with the standard methodology as a whole. Notably, the standard methodology removes additional economic growth and instead pegs the housing requirement to past trends and development patterns. At its starkest, this significantly accentuates existing inequalities across certain geographies, such as the north/south divide, but it can also be witnessed, and lead to disparities, at more local levels too.

2.13 The standard methodology is also based on a top down assessment stemming from the **government's national target of 300,000 homes per year, based on the 2014 projections. Notably,**

the 2014 projections were the latest available at the time in November 2017 and supported total growth of 266,000 dpa, so 10% short of the 300,000 figure. In short, the methodology is retro-fitted.

- 2.14 It is pertinent to note that the government have now acknowledged this issue. At the outset of the NPPG section entitled 'Housing Need Assessments', the following statement is made:

'The government is aware that lower than previously forecast population projections have an impact on the outputs associated with the method. Specifically, it is noted that the revised projections are likely to result in the minimum need numbers generated by the method being subject to a significant reduction, once the relevant household projection figures are released in September 2018.'

In the housing white paper the government was clear that reforms set out (which included the introduction of a standard method for assessing housing need) should lead to more homes being built. In order to ensure that the outputs associated with the method are consistent with this, we will consider adjusting the method after the household projections are released in September 2018. We will consult on the specific details of any change at that time.

It should be noted that the intention is to consider adjusting the method to ensure that the starting point in the plan-making process is consistent in aggregate with the proposals in Planning for the right homes in the right places consultation and continues to be consistent with ensuring that 300,000 homes are built per year by the mid-2020s."

- 2.15 Whilst we have not yet seen or reviewed how the government intends to change the methodology, it seems likely that the basic methodology and inputs will stay the same (i.e. government projections with adjustments for affordability market signals and some form of cap) and that the caps and adjustments will simply be increased to meet the higher requirement. If this is the case, it will clearly exacerbate existing trends and accentuate inequalities even further. However, we will need to see what the Government propose, and we will respond accordingly.
- 2.16 What is clear is that there is still some uncertainty relating the standard methodology and the approach to be used. Therefore, we do not believe Rossendale should fundamentally rely on the standard methodology until the issues set out above are addressed, and we reiterate again, that even when it is utilised it must be treated as a minimum requirement and is simply the starting point for determining the number of homes a Local Plan must provide. It does not represent a cap and its use does not automatically result in a sound plan where all development needs are met.
- 2.17 Based on past and anticipated employment growth within the area, we believe there are and sound reasons within Rossendale that would support an uplift from the standard methodology to support **economic growth and these could be regarded as representing 'exceptional circumstances'**, notwithstanding our comments above. Moreover, this Local Plan process represents an ideal opportunity to address any shortfalls or mismatch between the standard methodology approach **and the government's overall target for 300,000 homes are built per year.**

Strategic Housing Market Assessment (SHMA) December 2016

- 2.18 The most recent SHMA was produced in December 2016 by Lichfields and suggested that **Rossendale’s objectively assessed housing need (OAN) was** between 265-335 dpa, and Rossendale took a requirement of 265 (the low end of this range) forward as the housing requirement within the Regulation 18 plan.
- 2.19 We raised concerns with this figure at the time on the basis it did not take account of economic aspirations (as specifically required by the NPPF at the time), as employment-led needs suggested a range of 269-335 dpa. We also noted how a figure at the lower end of the OAN range provided no flexibility to take account of the potential unmet needs of adjacent authorities, not least the Greater Manchester authorities, that were anticipating substantial need issues as part of the GMSF process, with the Mayor Andy Burnham also seeking to minimise Green Belt.
- 2.20 This assertion has been borne out, with the Green Belt Topic Paper confirming that the Greater Manchester Combined Authority have asked if Rossendale was able to meet any of their housing requirements.
- 2.21 As such we would continue to recommend a figure in excess of 265 dpa to take account of employment needs, and to provide some flexibility to accommodate any unmet needs from surrounding Greater Manchester authorities.
- 2.22 At the very least, the NPPG confirms that any figure lower than a recent SHMA (as the proposed 212 dpa figure is) must be fully justified, and it is our strong view that the Council have not done this within the plan as drafted.

Economic Growth Trends

- 2.23 More detailed interrogation of employment trends and assumptions that supported the SHMA provide further justification for a higher requirement and a departure from the standard methodology.
- 2.24 Between 2011 and 2015, total employment in Rossendale increased by 3.4% per annum, rising from 21,000 to 24,000. The majority of this growth occurred between 2014 and 2015 (circa 2,000). This level of annual growth was significantly higher than the corresponding increases in the North West (1.2% and England (1.7%). If you look at the most recent period of 2015-2016, employment in Rossendale fell from 24,000 to 22,000. All of these figures are taken from the Business Register and Employment Survey, published by the Office for National Statistics. The ONS data indicate that **Rossendale’s labour market performed well over the period 2011-15**, before contracting over the more recent 12-month period from 2015-16. It is therefore helpful to consider what future growth will look like in Rossendale, by drawing on independent forecasts produced by Experian and Oxford Economics.

- 2.25 The December 2016 SHMA assesses a number of scenarios when considering future employment growth in Rossendale. These forecasts feed into calculations of future housing requirements in the District, which Lichfields conclude is in the range 269-335 dwellings per annum when the figure is employment-led. The lower figure in the range, 269 dwellings per annum, draws on baseline job **forecasts produced by Experian in 2016 which are 'policy-off'** – i.e. they take account of a range of macro-economic factors, including past trends. The policy-off forecasts do not consider the impact of public sector interventions such as infrastructure investment, sector growth strategies etc.
- 2.26 Over the period 2014-2034, the Experian forecasts estimate total job growth of 1,800 in the Borough – around 90 additional jobs annually. A separate baseline forecasting model, produced by Oxford Economics for Lancashire, indicates a similar level of annual growth over the next decade – approximately 100 new jobs each year. As an absolute minimum, Rossendale should be aiming to see jobs growth of at least 90-100 jobs per annum over the next 10-20 years. **If it doesn't achieve this**, the District could fall behind other parts of the sub-region. Rossendale currently accounts for around 4.0% of all jobs in Lancashire. If it does not grow at the levels forecast by Experian and Oxford Economics, it risks seeing its share of employment fall in the long-term.
- 2.27 Based on this, it seems reasonable to conclude that the figure of 269 dwellings per annum in the most recent SHMA should be the minimum starting point for considering annual housing requirements in Rossendale.

Policy HS2: Housing Site Allocations

- 2.28 Taylor Wimpey wholly support the allocation of the Land West of Market Street, Edenfield (H72) for residential development, and we discuss this site, and its delivery assumptions in more detail in Sections 3 of these representations.
- 2.29 We would also reiterate our comments on policy SD2 in that we fully **support the Council's** acceptance that Green Belt release is necessary, and that the policy wording and evidence base clearly demonstrate that exceptional circumstances exist in Rossendale which justify this.
- 2.30 Looking at the allocations themselves, there are 78 in total, with an expected capacity of 2,853 dwellings at an average density of 53 dph; which falls short of meeting the proposed housing requirement of 3,180 dwellings in full.
- 2.31 The supporting text confirms that the table includes extant planning permissions which have not been started or are still being built out and are not expected to be completed this financial year. Given this, it is not entirely clear how the Council intend to deliver the remaining 327 dwellings to fulfil the suggested housing requirement figure of 3,180 over the Plan Period.
- 2.32 Whilst it can be assumed that the remaining housing requirement will be delivered in the form of windfall development, Policy HS2, the supporting evidence base and the housing trajectory in the Regulation 19 plan do not make this clear. We therefore ask for further clarity from the Council as to how the overall housing requirement figure of 3,180 will be met in Rossendale. Furthermore, we

express further concern about the assumptions made regarding housing supply and delivery, which we consider to be overly optimistic and do not provide enough flexibility/certainty that emerging development requirements will be met. We explore this in the following section (discussion relating to the housing topic paper).

2.33 We have already outlined why there are compelling reasons as to why Rossendale should adopt a Housing Requirement which goes above and beyond the figure of 212 dwellings per annum, as suggested **by the Government's standardised housing calculation. This alone indicates that the Council will need to allocate additional sites to meet its basic requirements.**

2.34 Furthermore, the NPPF is categorical that housing requirement is a minimum figure which Local Plans should seek to surpass, and this interpretation has been endorsed in numerous Local Plan examinations. Exceeding the basic requirement also generates a buffer in the supply and gives flexibility within the plan to take account of under-delivery and to provide additional choice in the market.

2.35 A buffer of sites will therefore provide greater opportunities for the plan to deliver its housing requirement. Such an approach is recommended within the LPEG report to Government (dated March 2016), with recommendation 40 (at Appendix A) noting that Local Plans should:

"focus on ensuring a more effective supply of developable land for the medium to long term (over the whole plan period), plus make provision for, and provide a mechanism for the release of, developable Reserve Sites equivalent to 20% of their housing requirement, as far as is consistent with the policies set out in the NPPF. Reserve Sites represent land that can be brought forward to respond to changes in circumstances."

2.36 As such the Council should consider allocating additional sites over and above its housing **requirement. Based on the Council's current requirement a 20% uplift** would require allocations for up to 3,816 dwellings and based on the claimed supply of 2,853 would require land for approximately 963 additional dwellings to be identified.

2.37 A higher requirement of 269 dpa, which is suggested as a minimum in our economic analysis, would give an overall requirement of 4,035 (rising to 4,842 with a 20% buffer) and could therefore require land for a further 1,989 units to be identified.

2.38 Finally, it must be noted that an average density of 53 on the proposed allocations appears high, and may not be achievable, meaning that further land would need to be identified.

5 Year Supply - Housing Topic Paper

2.39 **Moving on to the Council's** August 2018 Housing Topic Paper, paragraph 3.5.9 states that when **utilising the government's standardised** housing requirement figure and adding a 20% buffer to account for historic under-delivery, the minimum number of dwellings to be provided within the first five years of the plan is 1,272 dwellings. Paragraph 3.5.10 later confirms that 1,643 dwellings

are likely to be delivered between years one to five of the plan period (2019-2024), proceeding to suggest that this indicates that the Local Plan is allocating enough sites to provide a healthy land supply in the first five years.

- 2.40 We have several concerns with this approach. Firstly, it has already been demonstrated that there **is evidence to support the Council deviating from the government’s standardised housing methodology requirement**, which we reiterate is only a minimum figure. In fact, there is strong evidence to support the Council exceeding the minimum requirement of 212 dwellings per annum, to deliver a housing target and Local Plan which is ambitious as well as realistic, taking into account previous economic growth figures which are not accounted for at all within the standardised methodology approach. **We have already expressed our concerns regarding the government’s standardised approach**, which only looks at demographic trends alone, and have recommended a minimum figure of 269 dpa to meet economic growth aspirations as set out in the SHMA and fully supported by the revised NPPF and NPPG.
- 2.41 Secondly, these figures do not take account of any historic under delivery, even though tables 1 and 6 clearly demonstrate substantial under delivery in the previous 3 years (totalling 278 or 37.5% against the Core Strategy target of 247, and 357 or 43.5% against the Core Strategy trajectory). When this is taken across the full Core Strategy period from 2011 the total shortfall is 523 units (based on this topic paper and the May 2017 5 year supply statement), and this must be taken account of in the 5 year supply calculations.
- 2.42 Thirdly, we have concerns with the level of supply claimed within the trajectory (1,643). The main issue is that this is almost entirely made up of allocations, however the glossary of the revised NPPF clearly confirms that Local Plan Allocations can only be included where there is clear evidence of delivery. Such evidence has not been provided and as such it is arguable whether these sites can be included in full. A common approach is to apply a discount to the claimed supply to allow **for some under delivery which is inevitable, particularly on sites that don’t have planning permission (as many of these allocations don’t), and a 10% lapse rate is generally advocated by S78 Inspectors and would be appropriate here given Rossendale’s physical constraints and historic under delivery.**
- 2.43 **Based on the above we have calculated Rossendale’s Housing supply as below**, which generates a figure of 3.89 years based on the 212 dpa target, and 3.29 years based on our recommended minimum target of 269 dpa; suggested that additional sites need to be identified or brought forward to deliver within the first 5 years of the plan period.

Figure 2.1 – Rossendale’s 5 Year Housing Land Supply

	Standard Methodology/ Council's proposed figure	Pegasus recommended figure
Annual rate	212	269
5 year rate	1,060	1,345
Shortfall against Core Strategy target	523	523
Shortfall then buffer (Correct)	1,900	2,242
Claimed supply	1,640	
10% lapse rate	1,476	
5 year supply	3.89	3.29

2.44 We would also highlight that the Housing Topic Paper does not include a full 5 year supply update and as such the latest formal evidence on this is the **Council’s 5-Year Housing Land Supply Report (2017-2022)** dated May 2017, which claimed between 2.4 and 2.6 year supply, whilst our analysis suggested this was between 2.11 and 2.33 years.

2.45 In short there are acute supply issues in the area that should be addressed at the earliest opportunity.

Policy HS3: Edenfield

2.46 Addressed in section 3 below.

Policy HS6: Affordable Housing

2.47 Taylor Wimpey fully support the need to deliver affordable housing and agree that policies of this nature should be set within a Local Plan or other statutory planning policy. Taylor Wimpey also recognise their obligations as a responsible housebuilder to assist in meeting such needs.

2.48 The December 2016 SHMA confirms that there is acute affordable need in Rossendale, ranging from 158-321 dpa, which equates to between 60% and **121% of the Council’s chosen housing requirement**. Meeting this need in full is unlikely to be realistic as this must balance against the impacts that the policy requirement has upon the viability of development. As such, we welcome **the Council’s flexible** approach in HS4 part a, in applying a 30% requirement for market housing schemes *"subject to site and development considerations (such as financial viability)"*.

2.49 We take note that the policy states that new housing developments of 10 or more dwellings will trigger the need for affordable housing provision. This is not consistent with NPPG, which states that: *"contributions should not be sought from developments of 10-units or less"* (ID: 23b-031).

2.50 As such, we politely request that this policy be amended to comply with the NPPG and should start at 11 dwellings or more.

- 2.51 We also welcome the requirement in part c that the tenure, size and type of affordable provision be based on the *'latest available information on housing needs'* rather than any prescriptive requirement. This allows the plan to be more flexible and individual schemes to respond to more localised needs at the time they are being considered. Part c of the policy specifically refers to the SHMA indicating that there is a requirement for: ***"Older people housing, especially extra care and residential care, of around 1,700 units by 2034."***
- 2.52 Taylor Wimpey fully support the provision of housing for older people, and accept that there is a clear need for such housing in Rossendale, as confirmed in the 2016 SHMA. We would like to reiterate our support for the flexibility of the policy wording of HS6 in this regard, which acknowledges the need for elderly housing without imposing a rigid requirement in terms of a % delivery of housing for elderly homes on all sites. Indeed, we would reiterate that such a rigid approach would not allow for sufficient flexibility for sites to adequately respond to localised needs, and therefore commend the Council on their continued flexible approach on this matter.
- 2.53 In respect of part d, we note that some schemes may lend themselves, or specific Registered Providers may prefer, to locate the affordable housing in a specific part of the site for practical purposes (i.e. maintenance) or for other site-specific reasons (proximity to public transport routes etc.), and therefore we would ask that some flexibility is built in, such as adding the wording ***"should be evenly distributed throughout the development, where practical"***.
- 2.54 Finally, we welcome the acceptance that both on and off-site provision of equivalent value will be considered.

Policy HS7: Housing Density

- 2.55 We agree with Policy HS5 as drafted, as it allows for sufficient flexibility and variation in density, based on the characteristics of the individual site; rather than a blanket prescriptive requirement.

Policy HS8: Housing Standards

- 2.56 Policy HS6 indicates that the Council intend to introduce accessibility standards (at least 20% of housing to be wheelchair adaptable) and national internal space standards and we comment on these in turn.

a) Access- meeting the needs of elderly or disabled residents

- 2.57 Whilst Taylor Wimpey are committed as a responsible house builder to deliver accessible forms of housing if required, this must be based on a demonstrable need, and therefore we would request that evidence and clarification is provided on this matter.
- 2.58 Part A requires at least 20% of any new housing development to meet the needs of elderly or disabled residents, or be easily adaptable; subject to site-specific factors and viability. Notably, this is a decrease from the 30% threshold previously set in the Regulation 18 consultation, albeit there

is still an absence of evidence which justifies the need for an introduction of any specific % requirement in the Borough.

- 2.59 Whilst we welcome the flexibility provided within this policy and would highlight that site specific factors such as topography are a major issue in Rossendale, we do raise concerns with the 20% starting point.
- 2.60 The explanatory text to this policy indicates that the SHMA highlights a considerable growth in the number of elderly households, as well as a high percentage of households containing one or more adults with some form of disability.
- 2.61 This reflects the aging population trend which can be seen nation-wide. Paragraph 10.74 of the SHMA also confirms that 18.5% of households in Rossendale contain one or more adults with some form of disability. However, whilst the SHMA provides a starting point in establishing demographic trends, it does not provide enough evidence to translate this into a policy threshold for housing to be adapted to these specific groups and certainly not one set at 20%.
- 2.62 Firstly, neither the SHMA nor wider evidence base confirms the proportion of these groups who will require dedicated, and wheelchair adaptable new housing, as many may wish to stay put and adapt their own homes. Furthermore, whilst the Viability Assessment states that it has factored these requirements in, these are insufficiently evidenced and justified in the report, which gives no detailed breakdown of the costs involved.
- 2.63 It is worth reiterating Section 56 of the NPPG, which confirms that the introduction of new enhanced standards on water efficiency, accessibility and spaces are optional, and must be justified by specific evidence on need and viability before they can be implemented. The evidence in this instance falls well short of demonstrating the need or viability of a 20% target.

b) Internal Space- National space standards

- 2.64 As with the elderly housing requirement, we have concerns with the application of the National Space Standards on the basis that the need and viability for this has not been sufficiently demonstrated within the evidence to meet the requirements of the NPPG (paragraph 56-020-20150327). The SHMA does not consider housing size in this context, and whilst the Viability Assessment states that it has factored these standards in, the implications are not properly articulated.
- 2.65 In respect of the space standards, the NPPG also requires that transitional arrangements are considered following adoption to enable developers to factor the associated costs into future land acquisitions, and there has been no discussion of this in the Draft Plan or evidence.
- 2.66 As such we would request that this requirement is removed or that additional evidence and clarification is provided.

- 2.67 Taylor Wimpey welcome the inclusion of the policy wording which states that as an alternative to the implementation of Optional Space Standards, developers will be expected to demonstrate that the requirements of 'Building for Life 12' have been met within a scheme. This allows for further flexibility for developers, and an alternative way forward in the event that space standards could undermine the viability of a scheme.

Policy HS10: Open Space Requirements in New Housing Developments

- 2.68 This Policy confirms that the existing SPD on Open Space will be updated to discuss minimum local standards and appropriate financial contributions. We therefore reserve the right to comment on these local standards and financial contributions as and when the SPD is updated and consulted on.

- 2.69 The policy later makes reference to, how in Whitworth and Bacup in particular, but not exclusively, contributions will be sought for Suitable Alternative Natural Greenspace (SANGs) to minimise recreational pressure on sensitive habitats. We outline some of our concerns relating to SANGs later in these representations, under Policy ENV4.

Policy HS11: Playing Pitch Requirements in New Housing Developments

- 2.70 Again, it is stated that an accompanying SPD will be produced to establish minimum local standards and appropriate financial contributions from new residential development. We reserve the right to comment on this matter further as and when the SPD is produced and consulted on.

Policy HS12: Private Outdoor amenity space

- 2.71 We welcome the flexibility of this policy, which does not seek to impose prescriptive, blanket standards in terms of outdoor amenity space provision. Instead, the policy states how outdoor amenity space for individual dwellings will have regard to the size and type of dwelling(s) proposed, as well as the character of the development and the garden sizes in the immediate neighbourhood. We commend the Council on this approach, which allows sufficient flexibility for developments to adequately respond to site specific matters and local characteristics.

Policy HS19: Specialist Housing

- 2.72 **We welcome the Council's decision to allocate specific sites for specialist accommodation, namely** in the form of retirement accommodation, extra care accommodation and supported accommodation services. Indeed, this approach means that the most suitable sites, which have taken into consideration factors such as accessibility and location, have been identified which can specifically cater for this housing need group in the most appropriate manner.

Policy HS20: Self Build and Custom Built Homes

- 2.73 **Taylor Wimpey welcome the Council's identification of suitable land to accommodate self-build** and custom built houses. Indeed, three housing allocations have been identified specifically for this type of housing and we fully agree with this approach.
- 2.74 In light of this, we are unsure why the policy then also requires developers to make at least 10% of plots available for sale for self/custom build. Whilst this policy suggests that this will be encouraged as opposed to required, it is considered that the appropriate mechanism to deliver self-build and custom-built homes is through specific allocations, as proposed here, rather than a prescriptive requirement for each and every allocated site in the Local Plan.
- 2.75 Requiring private developers to provide service plots available for sale within every housing scheme will place and unnecessary constraints and burdens on those housebuilders and could potentially lead to delays in delivery while those plots are being marketed; particularly where there may be little market demand. Indeed, the explanatory text to Policy HS20 explains that evidence from the SHMA indicates that the level of demand for self-build plots is currently low in Rossendale.
- 2.76 As such we would request that the allocations remain, but the 10% requirement be removed. Then through preparation of a self-build and custom build housing register, the Council can continue to effectively monitor demand for self-build and custom homes through the process and identify additional sites for this purpose if necessary.

Policy ENV1: High Quality Development in the Borough

- 2.77 We support the general principles outlined in Policy ENV1, which are all important factors in delivering high quality development in the Borough.
- 2.78 Whilst acknowledging the important role that Development Briefs or Design Codes (point o) can play in delivering high quality development, they can sometimes add an additional administrative burden leading to delays to housing delivery. In order to overcome this, if Design Codes or Development Briefs are to be introduced, this process should involve early engagement with Developers on Masterplan concepts. Frontloading such work will save delays down the line and provide a high quality design framework which both the Council and Developer are happy with. It should be noted, that Taylor Wimpey have already undertaken such engagement with the Council on the development proposals for the Market Street, Edenfield site.
- 2.79 Additionally, Design Codes can sometimes impose constraints on the sale of land to specific housebuilders, if certain standards are outlined which not every housebuilder could deliver. This is something that should be considered as part of dialogue between the Council and developers/landowners for each individual site.
- 2.80 The above points should be seriously considered given the Council's **historic concerns with rates of under-delivery**, and the Council will be under pressure to have this requirement secured upon

adoption of the Plan. Necessitating Development Briefs or Design Codes for each allocated site will simply push back delivery rates.

Policy ENV2: Heritage Assets

- 2.81 We have no comments on this policy other than the supporting text to the policy confirming that the Council are developing a local list of non-designated heritage assets. We politely request that the list is well publicised, in order for interested parties to monitor listed sites that affect them.

Policy ENV3: Landscape Character and Quality

- 2.82 We are generally supportive of this policy, as it broadly aligns with national policy, however to increase flexibility we would recommend adding the following wording, before the list of landscape requirements:

"in order to protect and enhance the character and quality of the landscape, development proposals should, where possible:"

Policy ENV4: Biodiversity, Geodiversity and Ecological Networks

- 2.83 This policy requires provision of, or contributions to the creation of, Sites of Suitable Alternative Natural Green Space (SANGS) where a development would have an individual or cumulative impact on Priority Species.
- 2.84 However, the requirement for SANGS, and its impact on viability has not been properly justified or evidenced in the plan at this stage and as such we would ask for urgent clarification on this matter.
- 2.85 Furthermore, if the requirement for SANGs is justified, it is clear that its provision should not hinder deliverability and viability of sustainable development when there may be more effective options that could be explored in discussion with Natural England. As such we would endorse the HBFs proposed wording for this section, which is as follows:

"Where development would have an individual or cumulative impact on Priority Species resident in or making use of habitat in the Borough, developers will be expected to explore effective, viable options for their protection with the Council and Natural England, potentially including the provision or, or contributions to the creation of, Sites of Suitable Alternative Natural Green Space (SANGS)."

- 2.86 Finally, we note that the supporting text to this policy and Habitat Regulation Assessment (prepared by Lepus consulting) requires all developments over 100 dwellings to provide an **'Appropriate Assessment'** in line with **Habitat Assessment Regulations**; however we cannot find any justification for this 100 unit threshold within the plan, HRA or the regulations, and would ask for clarification on this point.

Policy ENV6: Environmental Protection

2.87 We do not wish to make any detailed comments on the wording of this policy, other than in relation to the provision of electric charging points. The policy expects all new housing developments to provide electric charging points, unless exceptional circumstances can be demonstrated. Whilst Taylor Wimpey are not opposed to the provision of electric charging points, it is considered that the mandatory provision of electric charging points on all housing sites is unrealistic and overly restrictive.

2.88 Instead, we recommend that further flexibility is added in the policy, which would allow for the consideration of reasons which may make the provision of electric charging points on a site unachievable/impractical. This could be easily achieved by changing the wording of the policy to say the provision of electric charging points on housing sites where practical, as opposed to requiring exceptional circumstances to be put forward as to why this could not be achieved on site.

Policy TR1: Strategic Transport

2.89 Taylor Wimpey welcome the focus on developing the potential of the East Lancashire Railway for both transport and tourism purposes, as this would introduce a further sustainable transport mode into the area, and reduce the reliance on the private car for commuting purposes.

Policy TR4: Parking

2.90 This policy requires compliance with the parking standards set out in Appendix 1. However, Appendix 1 sets out maximum standards (with some exceptions) which are no longer supported by government policy **following the written ministerial statement, entitled 'Planning Update March 2015', which states that:**

"Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network."

2.91 Therefore, unless such justification is provided it is recommended that the maximum standards provided in Appendix 1 should be deleted.

Conclusions on Strategic and Development Control Policies

2.92 Overall, Taylor Wimpey are supportive of the Draft Plan, subject to the comments and suggestions above.

3. LAND WEST OF MARKET STREET, EDENFIELD (ALLOCATION H72)

- 3.1 Taylor Wimpey are the legal owner of a 12.5 Ha Green Belt site west of Market Street, Edenfield.
- 3.2 **The site was submitted to the Council's call for sites process in June 2016 and this was followed** with the submission of a Development Statement in September 2016, which is attached at Appendix 1.
- 3.3 The site (SHLAA Ref: 16202) is now proposed as part of large housing allocation Site H72, which covers 15.25 hectares of gross site area across three individual sites. The combined allocation has an indicative capacity of 400 dwellings, which accounts for 12.5% of all the allocations in the Borough, indicating its importance to the delivery of the plan. This is also reflected in Policy HS3, which we address on the next page.
- 3.4 It must also be noted that this allocation will be important for the delivery of the type of aspirational family housing in Rossendale which is currently lacking, and this will serve to improve its Council Tax profile and increase receipts.
- 3.5 Of further note, the indicative dwelling capacity represents a decrease of 51 dwellings from the Regulation 18 Local Plan consultation, which suggested an indicative capacity of 451 dwellings for the whole site allocation. This is because the Council have removed the northernmost land parcel (Land west of Moorlands View- SHLAA Reference 16255) from the H72 housing allocation. For the reasons we explore below, the remaining H72 allocation remains to be a suitable, deliverable and sustainable development prospect to meet the emerging development requirements of the Borough.
- 3.6 The attached Development Statement and evidence submitted to date have demonstrated that this is a sustainable and deliverable site in accordance with the NPPF, which is capable of delivering up to 273 units, commencing within the next 5 years. Indeed, Taylor Wimpey own the site outright and therefore there will be no delay in converting the land sale. This will allow the development arm of the business to promote a full application as soon as practically possible post adoption of the Local Plan and its removal from the Green Belt, assuming a separate master planning process, SPD or Design Code is inserted into the site allocation policy.
- 3.7 We have no comments regarding the information contained in Table 1 in relation to site H72.

Response to the Requirements of Policy HS3: Edenfield

- 3.8 Policy HS3 is a policy supporting the H72 allocation at Edenfield, which covers 26 hectares of land across three individual sites, being promoted by three separate parties:
- Land off Exchange Street (SHLAA Ref: 16263) – 4.75 Ha – promoted by the Methodist Church;

- Land West of Market Street (SHLAA Ref: 16262) – 12.5 Ha – promoted by Taylor Wimpey; and
- Land between Blackburn Road and A56 (SHLAA Ref: 16256) – promoted by Peel Holdings.

3.9 The Taylor Wimpey site covers the largest site area, at the centre of the allocation. Policy HS3 states that new residential development will be permitted in this area subject to specific criteria and we address these in turn below.

a) Comprehensive development of the entire site is demonstrated through a masterplan

3.10 Policy HS3 outlines how the Council expect to see comprehensive development of the full allocation through a masterplan.

3.11 Taylor Wimpey are committed to this comprehensive approach and have engaged with the other key landowners listed above. As part of the current consultation we have produced a Joint Concept Masterplan (attached at Appendix 2) and Joint Highway Impact Study (to follow as agreed at Appendix 3), alongside the Methodist Church (who control the land to the south off Exchange Street). The parameters and scope of this Joint work was informed by a meeting with Rossendale Council Officers on 14th September 2018.

3.12 It must be noted, that Peel Holdings are progressing their proposals to the north (land between Blackburn Road and the A56) through a separate masterplanning process. As such the proposals shown on this site within the plan at Appendix 2 simply reflect previous masterplan submissions made by Peel Holdings and have been integrated with the wider development on that basis.

b) The implementation of development in accordance with an agreed Design Code

3.13 We are in agreement with the majority of the Design Code principles listed here, but reserve the right to make further, more detailed comments as these criteria are refined and as the masterplanning process progresses.

3.14 We would also reiterate our earlier comments that Design Codes and other additional policy documents can add an additional layer of complexity and lead to delays in the delivery. In this instance, we agree that some form of design framework is necessary given the size of the site, albeit it is possible this could be secured through a detailed masterplan and could be controlled through a policy in the Local Plan rather than necessitating a separate document to be prepared and adopted by the Local Authority post adoption of the Local Plan.

3.15 **We have a particular comment in relation to part t, which states 'provision for a one form entry Primary School on site if Edenfield Primary School cannot be expanded to the required level'. This is a new introduction to Policy HS3 from the Regulation 18 consultation.**

3.16 In relation to educational matters, we take note of the findings of the August 2018 Rossendale Infrastructure Delivery Plan, which has been published as part of this consultation exercise. Page 8 of the document states the following:

"LCC have indicated that if the planned level of development proposed at Edenfield goes ahead they may require either a school extension or a new school..."

LCC would initially look to provide expansions at existing school sites where appropriate"

3.17 It is clear therefore, that Lancashire County Council would prefer to expand the existing primary school in Edenfield in the first instance, as opposed to providing a new school on a site elsewhere.

3.18 Furthermore, Taylor Wimpey have commissioned an Education Report from EFM (attached at Appendix 4) which confirms that based on the level of future need, expansion is likely to be more appropriate than a new facility and could be funded through Section 106 contributions. The conclusions at section 12 confirm:

- *From a Primary School perspective, planning obligations are justified due to a lack of provision currently available to serve this development. There are options for how this contribution could be utilised: expanding existing provision at one of the local schools, relocating existing provision on to this site, or creating new provision on this site. Due to the number of pupils this development is expected to generate, and the cost implications of the projects, it would make most sense to expand existing provision. This would also remove the need for land to be provided on this development, much of which would need to be purchased by LCC at full market value. Further discussions would need to be undertaken with LCC in order to establish their preference, and the feasibility of school expansions.*
- *From a Secondary perspective, planning obligations are justified due to the current lack of capacity at the catchment Secondary School, and the forecast increase in rolls by the time this development is expected to generate pupils. LCC will need to identify a scheme at a school that will serve this development to ensure that the obligation is CIL Regulation 122 compliant.*
- *From an Early Years/SEN perspective, planning obligations are not justified and are unlikely to be requested.*

c) A phasing and infrastructure delivery schedule for the area

3.19 We do not take issue with the infrastructure requirements and phasing considerations listed here; and confirm that these will be agreed and refined with the Council and adjoining landowners as the process progresses. However, we would ask that the Council clarify what format this schedule is intended to take and how it will be monitored and implemented, as again, if it has to go through any formal approval process it could add complexity and cause delays.

3.20 Finally, any infrastructure requirements must be shown to be necessary and proportionate and must take account of viability matters.

d) An agreed programme of implementation in accordance with the masterplan

3.21 We would reiterate our comments from part c above.

e) Identification of mechanisms to enhance the quality of, and access to, Green Belt land in the area between the development site and Rawtenstall/Haslingden

3.22 This is a new element of policy HS3 which reflects the wording of paragraph 138 of the revised NPPF.

3.23 However the NPPF makes it clear that it is strategic policy-making authorities/Local Plans which should be considering this matter, therefore the onus is not on the Developer/Land Owner to demonstrate that this has been considered or to put forward mechanisms which would help to improve access to remaining Green Belt land within their land ownership.

3.24 Taylor Wimpey are keen to engage with the Council on this matter, however we have concerns with how these mechanisms could be implemented, especially given the land which is under Taylor **Wimpey's control. The Taylor Wimpey land parcel does not provide direct access to the green belt** areas to the north (Rawtenstall/Haslingden area), therefore it is unclear what role Taylor Wimpey could play in this regard in terms of on-site contribution improvements.

3.25 Turning to off-site contributions, this would be subject to the Council having control of third party land, which again makes it unclear how financial contributions such as Section 106 Agreements could be used to implement such environmental/access improvements to the remaining Green Belt land between the development site and Haslingden/Rawtenstall.

3.26 We would therefore welcome further clarity from the Council in terms of how such enhancements to remaining Green Belt land could be secured/implemented, and the role that Taylor Wimpey could play in achieving these aims. We also reserve the right to comment on this matter further at a later date.

Evidence Base – Market Street, Edenfield

3.27 We now provide comments on the evidence base documents that assess the Edenfield site including:

- Green Belt Topic Paper, August 2018;
- Green Belt Assessment, November 2016;
- Heritage Impact Assessment of Housing and Employment Sites, August 2018;
- Strategic Housing Land Availability Assessment (Stages 1 and 2), August 2018;

- Sustainability Appraisal and Strategic Environmental Assessment of the Rossendale Local Plan, August 2018; and
- Lives and Landscape Assessment, July 2015.

Green Belt Topic Paper (August 2018)

3.28 This Topic Paper repeats a summary of the key findings of the November 2016 Green Belt Assessment in relation to the Land west of Market Street site, which we comment on in detail **below. We support the Green Belt Topic Paper's** recommendation to amend the Green Belt boundary to release the Land west of Market Street site for the Green Belt. We fully support the **Council's** assertion that the H72 allocation is situated in a viable location with willing landowners. We also commend the Council for clearly setting out the exceptional circumstances which exist to support Green Belt release in Rossendale.

3.29 This includes reference to the specific circumstances that support the release of the Edenfield site, and make it such an important allocation, a position we fully endorse:

- *It is located in the popular south west of the Borough where there is high demand.*
- *Given the substantial number of houses proposed in the East of the Borough the site helps to ensure a balanced supply between the east and west of the Borough*
- *The site is large enough to ensure a mix of housing types and sizes, including affordable provision in an area of the Borough where affordability ratios are highest.*

3.30 However, we do express concern with Section 8 (Improving the Green Belt) of the Topic Paper. This relates to paragraph 138 of the revised NPPF. Whilst the Topic Paper provides clarity that contributions to improving the remaining Green Belt in the Borough would more likely be in the **form of 'off-site provision', we are concerned about the second paragraph** of Section 8. The Topic Paper outlines the following in relation to policy HS3e, which we have already commented on:

"The developers of this site (Edenfield-H72) will be required to identify how they will address this issue (how the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land). The same principle will be expected in other Green Belt locations" (our emphasis)"

3.31 As previously discussed earlier on in these Representations, Paragraph 138 of the revised NPPF makes it clear that it is strategic policy-making authorities/Local Plans which should be considering this matter. It is clear that it is not the developer who should be considering this matter, and it is certainly not the case that the developers are required to identify how they will address this issue. Indeed, such a matter is largely out of the control of developers, who are somewhat limited to the on-site contributions which they could deliver within their own land ownership. The Topic Paper already acknowledges this, saying that such provision is more **likely to be 'off-site' and requirement**

management agreement. Off-site enhancements are largely out of the control of the developers of the Edenfield site, therefore it is unreasonable to suggest that they should identify how they will address such issues.

- 3.32 Taylor Wimpey are open and willing to engage in dialogue with the Council as to how the Council will identify and implement such compensatory measures. However, we again politely request further clarity from the Council as to how they consider this can be implemented and reserve the right to comment on this matter further at a later date.

Green Belt/Landscape Assessment

- 3.33 The Council commissioned a Green Belt Assessment (prepared by LUC in November 2016) and Landscape Assessment (prepared by Penny Bennett Landscape Architects in July 2015) as part of their evidence base for the emerging Local Plan.

- 3.34 Whilst we agree with many of the findings of these two documents, we express concern with some of the conclusions in relation to the Land West of Market Street, Edenfield.

- 3.35 Randall Thorp have provided a comprehensive rebuttal statement which provides commentary on the findings of these two reports, which can be found in Appendix 5. The Randall Thorp report should be read in conjunction with these representations, and the key findings are summarised as follows:

- The site provides a weak contribution to Green Belt purposes 1 and 3, rather than a moderate contribution as concluded in the 2016 Green Belt Assessment.
- The potential level of harm caused by the release of the site from the Green Belt, in accordance with the 'Framework for assessing harm' at Table 4.2 of the Assessment, should be 'low'. This differs from the findings of the Green Belt assessment which suggests 'medium'.
- The Landscape Assessment's conclusion that the site 'is not suitable for development on landscape grounds' is incorrect. When taking into consideration the broader context of the site in landscape terms as well as proposed mitigation measures, the site is entirely acceptable in landscape terms. The Assessment should therefore conclude that the Market Street, Edenfield site is '*suitable for development with appropriate mitigation*'.

- 3.36 Accordingly, this rebuttal reinforces the Council's conclusions that this is a sustainable and deliverable site with limited landscape and Green Belt landscape terms and provides further justification for its allocation within the emerging Local Plan.

Heritage Impact Assessment of Housing and Employment Sites (August 2018)

- 3.37 The Land West of Market Street, Edenfield site is assessed in this report under Local Plan Reference H72/SHLAA 16262. The report notes in heritage terms how the site is acceptable if the site is

significantly reduced, and the boundary should be pulled south of Mushroom House. We strongly disagree with this statement, namely because Mushroom House is not a Listed Building, nor does it have any other heritage protection. That said, future development proposals and any future Masterplan will carefully consider the impact on Mushroom House, and indeed the adjoining Grade II Listed Building of Edenfield Parish Church to the north.

3.38 The Illustrative Masterplan within the Development Statement outlines how heritage matters (and in particular Edenfield Parish Church) will be addressed within the development proposals through planting and landscape buffers. Future development will also seek to use high quality materials and design which differs from standard modern construction, as suggested by the findings of the 2018 Heritage Assessment.

3.39 Finally, the heritage assessment notes how the houses will be restricted to two stories on the entire site. We consider that this is a blanket statement and too early on in the development control process to conclude that this should be the case on this site. Indeed, the detailed design stage at the Full planning application/Reserved Matters stage would be the most appropriate time to consider detailed height and scale matters and any impact on heritage assets.

Strategic Housing Land Availability Assessment- Stages 1 and 2 (August 2018)

3.40 The site was assessed in the SHLAA under site reference 16262. Whilst we fully agree with the overall conclusions that the site is suitable, achievable and developable in the medium to long term, we have a few comments in relation to some of the findings. The Council already consider this site a suitable housing allocation, however, in our view, the site actually performs even better in certain categories of the SHLAA as explained below:

- Heritage Assets- whilst the site does adjoin the Grade II Listed Building of Edenfield Parish Church, the scoring of the site as red in this category does not allow for consideration of detailed design matters. Whilst it is appreciated that the remit of a SHLAA is for a high-level assessment of constraints, further information has been provided in the form of the Development Statement which confirms that this Listed Building has been taken into consideration as part of an Illustrative Masterplan. As such, when taking into consideration design matters and the illustrative masterplan, the site should not score red in the heritage assets section.
- Landscape Value- as noted previously we disagree with the findings of the 2015 **Landscape Assessment, which have fed through to the SHLAA noting a 'high landscape impact' and therefore scores red in this regard.** The Randall Thorp report (Appendix 5) explains in detail the broader landscape context and landscape mitigation measures which can be implemented on site, concluding that it is suitable for development with appropriate mitigation. In light of these findings, the site will not have a high landscape impact and should not be scored as red in this category within the SHLAA.

3.41 We also consider that the site should have been scored higher in the ecological value and recreational value sections, which are currently amber. This relates to a more general observation that the scoring methodology and scope of the SHLAA does not allow for detailed considerations such as masterplanning and proposed design/mitigation.

3.42 The Illustrative Masterplan illustrates how the existing public right of way does not pose a constraint on site, on the contrary it can be well-integrated into development proposals. Additionally, the Development Statement attached at Appendix 1, which the Council are in receipt of, concludes that there are no ecological constraints preventing the development of the site and that appropriate mitigation will be provided where necessary.

3.43 To conclude, whilst we agree with the overall findings of the SHLAA that the site is suitable, achievable and developable, the comments above further demonstrate this. Accordingly, the **evidence base fully supports the Council's decision to allocate** this site for housing.

Sustainability Appraisal and Strategic Environmental Assessment of the Rossendale Local Plan (August 2018)

3.44 The Council have commissioned a Sustainability Appraisal and Strategic Environmental Assessment (August 2018) as a key document of the evidence base. We do not have any detailed comments on this document at this stage, other than we would reiterate the point that key aspects such as landscape and cultural heritage will be carefully considered at the detailed design stage, and should ensure the site will score much higher in reality, compared some of the red categories as suggested in the Sustainability Appraisal report.

Joint Highway Impact Study (Croft)

3.45 A Joint Highway Impact Study, commissioned by Taylor Wimpey and the Methodist Church, is being prepared by Croft Transport Planning & Design, to consider the highway impact of the full Edenfield allocation on the local highway network, in line with parameters agreed in a meeting with Rossendale Council Officers on 14th September 2018.

3.46 This work uses the Councils Highway Capacity Study, prepared by Mott MacDonald, as a basis; however the final version of this Study was only published on 2nd October, and therefore it has not been possible to complete this work by the 5th October deadline.

3.47 In light of these delays with the Councils evidence, we have agreed an extension to complete this work, and details of this and the rationale are attached at Appendix 3.

Conclusions on Market Street, Edenfield Site

3.48 Overall, Taylor Wimpey are wholly supportive of the Edenfield allocation and are committed to the comprehensive masterplanning process, subject to the comments and queries raised above on Policy HS3 and the evidence base.

4. CONCLUSION

4.1 Overall, Taylor Wimpey fully support the Edenfield allocation (H72) subject to the comments and suggestions made above, which note that:

- The overall housing requirement should be increased to take account of economic aspirations and to provide flexibility to accommodate any unmet need generated by the adjacent authorities in Greater Manchester. Namely, there is strong evidence to justify the Council setting a housing target of at least 269 dpa, which goes above and beyond the **government's standardised housing methodology calculation, which we reiterate** is a minimum starting point and should not be considered as a cap;
- The Council should consider allocating additional sites, both as long-term reserve sites to provide some headroom in their overall supply, and smaller short term sites to boost 5 year supply, given the existing shortfall.

4.2 This representation has shown that the site is deliverable and developable in line with the NPPF, and has also demonstrated its importance for housing delivery in Rossendale, representing over 9.5% of the total allocated dwelling numbers (with the wider Edenfield Allocation contributing 14%) and will make a significant contribution to 5-year supply.

4.3 Taylor Wimpey have been promoting Edenfield for three years and will continue to work alongside the Council and other respective land owners to demonstrate that it can begin delivering in the next 5 years.

APPENDIX 1 – MARKET STREET EDENFIELD - DEVELOPMENT STATEMENT

**Taylor
Wimpey**

Market St Edenfield

Development Statement

September 2016





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RANDALLTHORP



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Illustrative Masterplan



- Development land
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Executive Summary

This Development Statement has been prepared by Taylor Wimpey UK Limited (“Taylor Wimpey”) to support the release from the Green Belt of the land west of Market Street, Edenfield (“the site”) to deliver approximately 240 new family and affordable homes during the next plan period. The site extends to 12.5 Ha and is located to the north west of the village of Edenfield, bounded by Market Street to the east and the A56 to the west.

The case for allocating this site for housing development as part of the emerging Rossendale Local Plan is clearly presented within this Development Statement, including the exceptional circumstances that support the need to amend the Borough’s Green Belt. The allocation of this site for residential development will deliver open market and affordable housing of a type, quantity and quality that will make a significant contribution to the future growth needs of Rossendale.

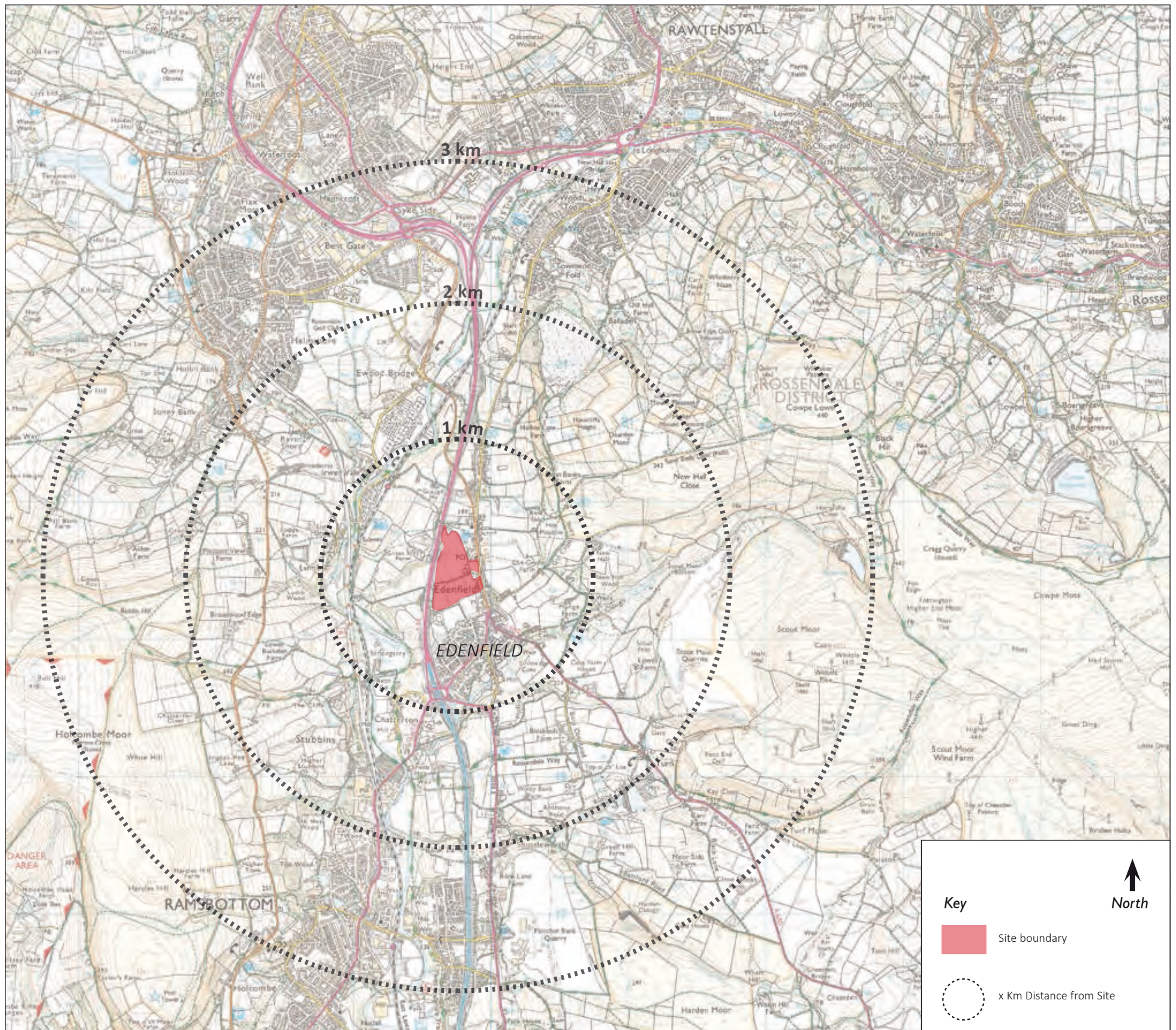




1.0

Introduction

Figure 1: Site context plan



1.0 Introduction

Vision

The Market Street site presents an excellent opportunity to release 12.5 hectares of land to deliver a high quality sustainable housing site that will sensitively meet the future housing needs of the Borough. The vision for the site is to develop a landscape led masterplan that complements the surrounding site context, and creates a high quality family and affordable community to meet the needs of the Borough, whilst providing a stronger and more defensible Green Belt boundary to the west of Edenfield.

To support the vision, this Development Statement clearly articulates the opportunity presented by the site. In summary, it demonstrates that:

- There are exceptional circumstances that support an alteration to the Green Belt in the Borough; including the absence of a 5 year supply of housing land, a lack of affordable homes and insufficient urban land to meet housing need during the Plan Period.
- There is a compelling case to remove the site from the Green Belt, when tested against the National Planning Policy Framework (“NPPF”). The site represents a logical extension to north west of Edenfield which works within existing physical boundaries.
- The site has access to a range of services and facilities in the centre of Edenfield, 350m south of the site, with Ramsbottom 3 km to the south and Rawtenstall 3.5 km to the north.
- There are no identified technical or environmental constraints that would prevent the site coming forward for development.
- The site is deliverable, achievable and available for housing development in accordance with guidance contained in the NPPF.
- A vision and masterplan for the site illustrates how the site can deliver a sympathetic, sustainable development that complements its village setting.
- A sensitive design-led masterplan for the site will complement, respond to and integrate key landscape features adjacent to the site.
- The site will deliver a landscape and open space solution that relates to the existing urban grain and responds to the key natural features and topography of the site.
- The proposals for the site can deliver integrated open space that complements and strengthens links to the existing open land to the south.
- The proposals will create a range and mix of housing types that will make a positive contribution towards the Borough’s housing requirements; providing both open market and affordable housing, and generating significant social and economic benefits for the local area.



The Case for Green Belt Release

The site no longer fulfils its purpose as Green Belt land as established at paragraph 80 of the NPPF and, as such, there is a compelling case for its release. Its allocation for future development would:

1. **Not result in the unrestricted sprawl of large built-up areas.** The A56 dual carriageway forms a strong physical boundary to the west of Edenfield, and already restricts sprawl by ensuring that the urban area will not spread further west, whilst existing developments provide defensible boundaries to the north, east and south.
2. **Not cause the merger of neighbouring towns.** The immediate area is characterised by rural villages with large green gaps between them, with the nearest towns some distance away. The development of the site would not reduce the gap with the nearest settlement anyway. As such the development of this site will not cause any towns or smaller settlements to merge, and significant green gaps will be maintained around Edenfield.
3. **Not create unacceptable encroachment into the countryside.** The A56 Road already safeguards Edenfield from encroaching into the countryside, as it provides a strong physical boundary to the west, whilst the site is surrounded by development on the remaining 3 sides. As such the site serves little function as countryside.
4. **Not impact on the special character of historic towns.** There are no historic towns within the vicinity of the site and the development of the site could be sensitively designed to ensure the character of the Listed Church and wider settlement are respected.
5. **Not discourage urban regeneration.** The evidence suggests that the supply of deliverable brownfield sites is becoming exhausted and consequently, Green Belt release will be required over the life of the plan period.

There are also exceptional circumstances which support an alteration to the Green Belt. These include:

- An inability to demonstrate a five year supply of housing land.
- Insufficient land within the urban area to meet the Borough's need, due to topography and other constraints.
- An acute need for affordable housing and sites that have the capacity and viability to deliver new affordable homes.
- The delivery of a development of up to 240 high quality new homes that will deliver significant social and economic benefits in accordance with the provisions of the NPPF.

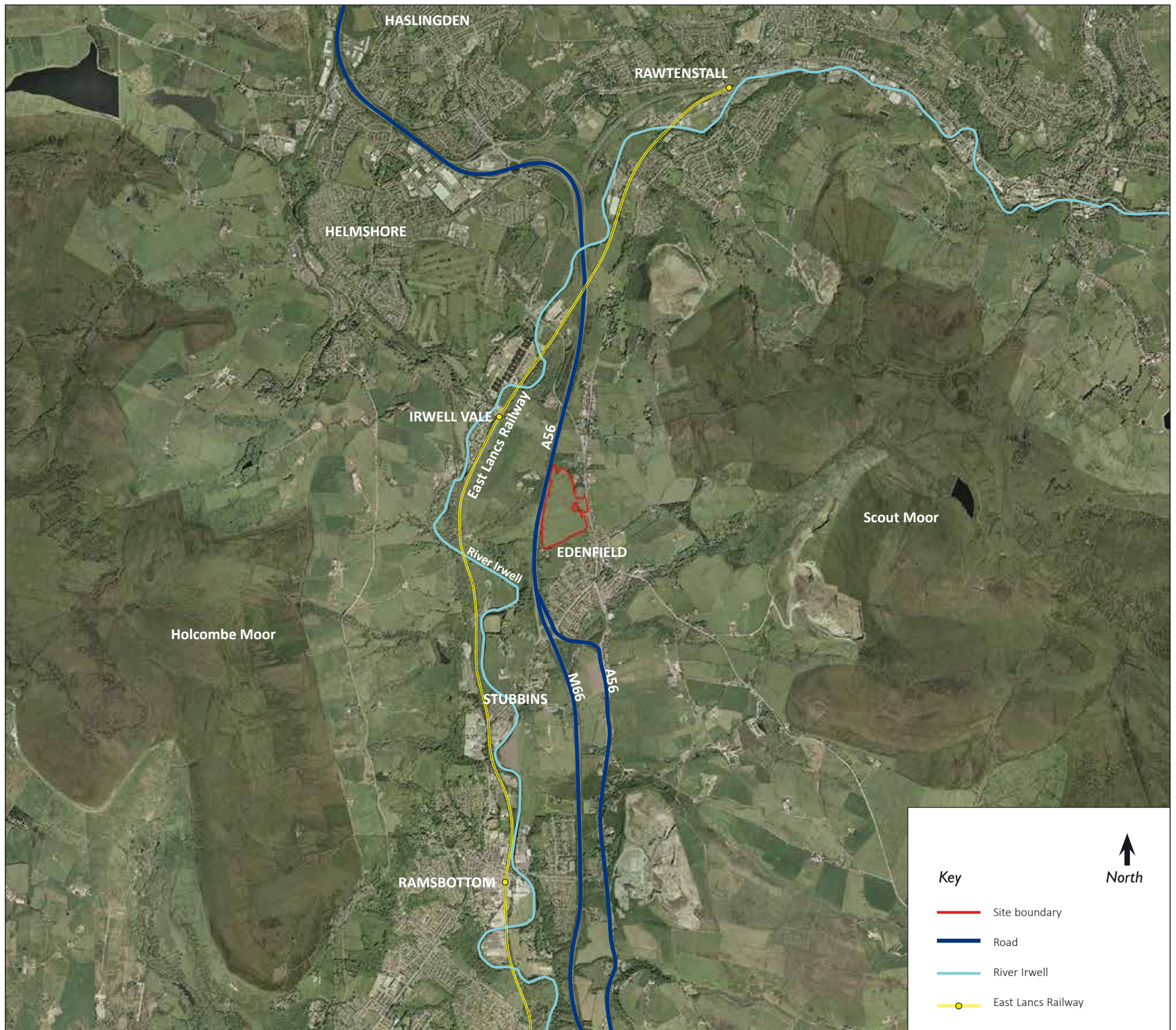
Summary

The development of the site at Market Street, Edenfield provides a highly sustainable opportunity to boost the supply of new housing in accordance with a new Local Plan for the Borough. The site will deliver the quantity, type and quality of homes that is required across the Borough and can demonstrate exceptional circumstances that support an alteration to the existing Green Belt without impacting on its core functions. Taylor Wimpey is committed to working collaboratively with the Council and Key Stakeholders to ensure that the Borough's housing need is met in a sensitive and sustainable manner.



2.0 Site & Surroundings

Figure 2: Aerial Photograph Showing Site Context



2.0 Site and Surroundings

The site is located to the north west of Edenfield, a village in the southern part of Rossendale, close to the district boundary with Bury. The site is outside the existing urban boundary, but is well contained by existing physical features, and forms a natural and logical extension to the village.

The Site

The site comprises 12.5 Ha of agricultural land which gently slopes down from the eastern boundary with Market Street to the western boundary with the A56. It is broadly triangular in shape, narrowing as it extends northwards between the two converging roads.

The central part of the site fronts directly onto Market Street, and wraps around an existing residential property, Mushroom House, which is set back from the road and accessed via a public right of way that cuts across the site, then continues along the eastern and southern boundaries. The site itself will take access through to the north of Mushroom House.

The site is characterised by open pasture land which is largely even, although there are some steeper, uneven sections to the north west. There is also some made ground in the north west corner which may have been used for landfill in the past. There is tree cover around the periphery of the site, particularly at the northern boundary and around Mushroom House, but no internal boundaries, other than a dry stone wall which lines the public right of way and separates the site into two parcels.

The site is in a sustainable location on the north west edge of Edenfield, approximately 350m north of the Neighbourhood Centre which provides local shops and facilities, and 500m south of a primary school. There are also bus stops within 220m with regular services to Accrington, Burnley, Bury and Rawtenstall.

A greater range of shops and facilities can be found in the nearby Town Centres of Rawtenstall, which is 3.5km to the north, and Ramsbottom, 3km south west.

Site Surroundings

The site is bounded by the urban area of Edenfield to the south and east, with Green Belt to the north and west. In the wider context, Edenfield adjoins the district boundary with Bury to the south and is surrounded by Green Belt on all sides, with the A56 forming a further physical boundary to the west.

The urban area is characterised by terraced stone cottages reflecting Edenfield's history as a quarry village, although there are a range of other housing types from 1930s semis to modern detached properties. The centre of village is nucleated in form with more linear development running north along Market Street.

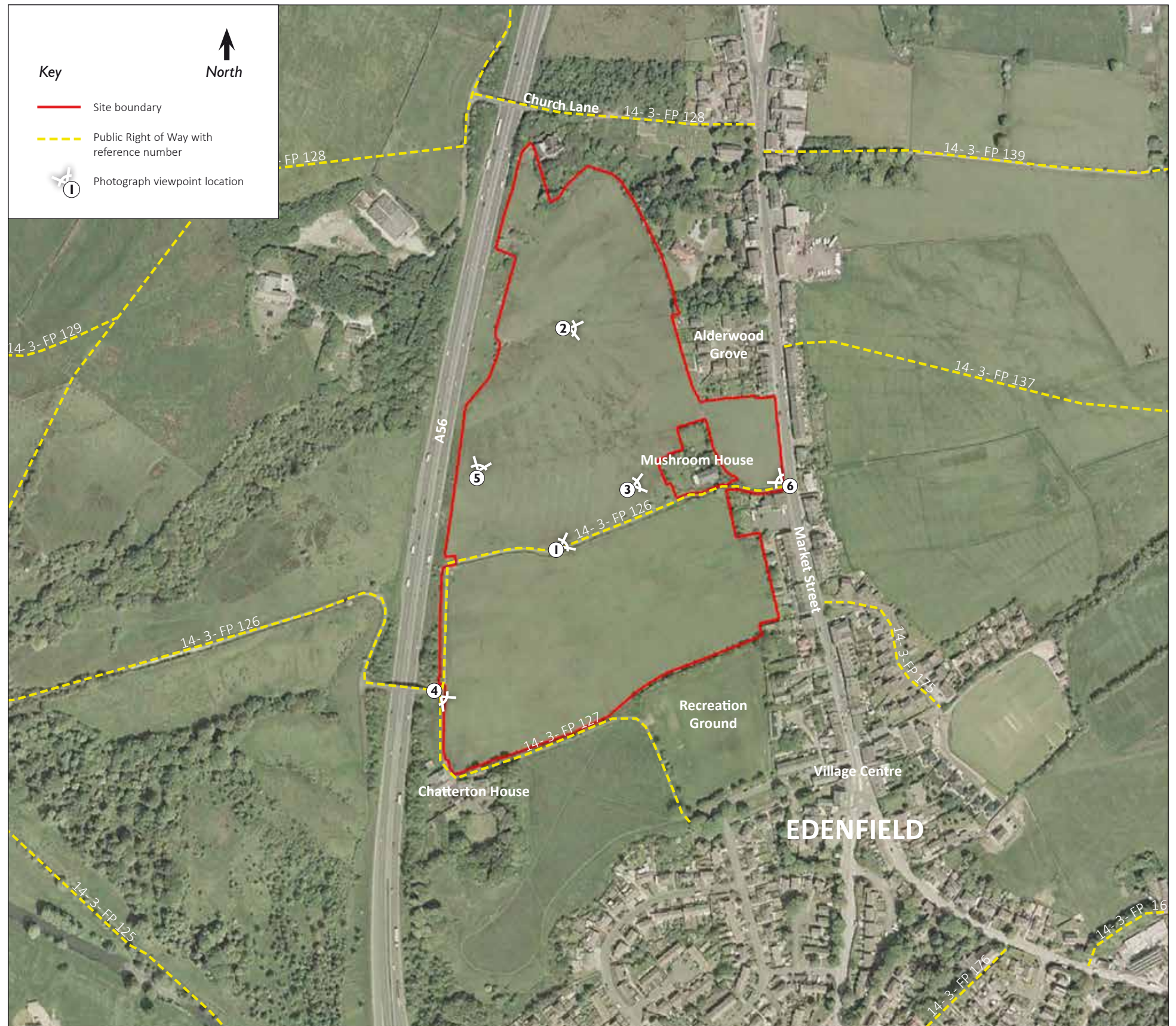
To the immediate north of the site is a Nursing Home and a wooded area around Edenfield Parish Church.

The A56 dual carriageway forms the eastern boundary, along with part of a public right of way which crosses the road via a bridge. The road is screened by trees at the northern and southern ends, with open fields beyond.

To the south there is a Recreation Ground, which is well screened by trees, and additional open land. A public right of way also runs along the southern boundary and links with Exchange Street. Further south is the main urban area of Edenfield and the Neighbourhood Centre.

The site is bounded by Market Street to the west, and the rear of several residential properties that front it, and other uses including Pack Horse Farm. There are also residential properties on the east side of Market Street facing the site, with open Green Belt land further east.

Figure 3: Site Context Plan





Photograph 1 - View from PROW 14-3-FP 126 looking east towards Edenfield



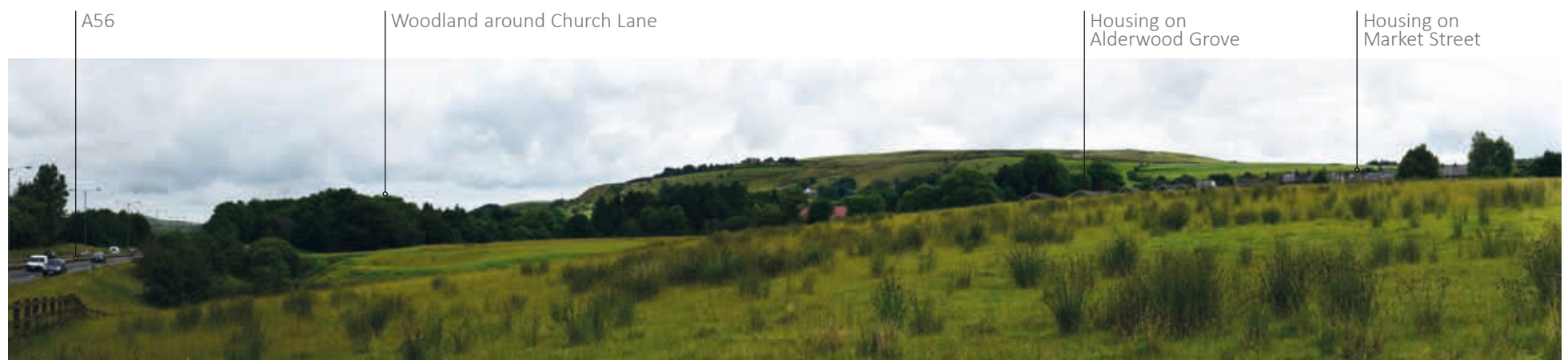
Photograph 2 - View from the site looking east towards housing on Alderwood Grove which backs onto the site



Photograph 3 - View from the site looking east towards Mushroom House garden boundary



Photograph 4 - View from PROW 14-3-FP 127 looking south-east towards Chatterton House



Photograph 5 - View from the site looking north towards existing woodland around Church Lane



Photograph 6 - View from Market Street, looking over the existing stone wall, across the site

View looking north along Market Street



View looking south along Market Street





3.0

The Need for Development in the Green Belt

3.0 The Need for Development in the Green Belt

There is a compelling case for removing land west of Market Street, Edenfield from Rossendale's Green Belt. The need to release the site from the Green Belt is justified by the emerging planning policy and housing supply position, exceptional circumstances that support alterations to the Green Belt and the fact that the site fails to adequately fulfil the Green Belt functions.

National Planning Policy

The National Planning Policy Framework (NPPF), published in March 2012, outlines the Government's core objectives for the planning system, which include the need for local authorities to boost their supply of housing. Releasing the Market Street, Edenfield site from the Green Belt to facilitate new housing development would be consistent with the core objectives of the NPPF because:

- It would meet the three pillars of sustainable development by delivering economic, social and environmental benefits (NPPF paragraph 7);
- It would be entirely consistent with the presumption in favour of sustainable development- the golden thread for both plan making and decision taking (NPPF paragraph 14);
- It would offer a sustainable location, in Edenfield, which is accessible to a range of sustainable transport modes, and a range of services and facilities (NPPF Paragraphs 29-41);
- It would boost significantly the supply of housing and provide a deliverable site that is available, suitably located, achievable and viable (NPPF Paragraph 47);

- It will provide a wide range of market and affordable housing of various types and tenures promoting mixed and inclusive communities (NPPF Paragraph 50); and
- There are exceptional circumstances that justify the removal of the site from the Green Belt in accordance with Chapter 9 of the NPPF (Paragraph 83), whilst also taking account of sustainable patterns of development (Paragraph 84).



Local Planning Context

Rossendale Core Strategy

The Development Plan comprises the Rossendale Core Strategy, which was adopted in November 2011, and covers the plan period 2011 to 2026. Core Strategy Policy 2 set a housing requirement of 3,700 across the period, equating to 247 dwellings per annum, which was based on the Regional Spatial Strategy target which has since been revoked. The majority of development was focussed on the larger urban settlements of Rawtenstall, Bacup, Haslingden and Whitworth.

Edenfield was included in the South West Rossendale vision area covered under policy AVP5, where it was considered as a Neighbourhood Centre, suitable for small scale infill development and the reuse of previously developed land.

Site Allocations and Development Management DPD

The Council then began work on the 'Local Plan Part 2- Site Allocations and Development Management Policies DPD' in 2012, which included a review of urban and Green Belt boundaries. Edenfield was one of 7 'Green Belt Areas of Review' identified within the Core Strategy, however the Green Belt Review only sought minor amendments and corrections to the Green Belt boundaries in Edenfield, as it did in most other settlements; on the basis that the majority of the Borough's Core Strategy requirement could be met within existing urban boundaries.

Figure 4: Rossendale Core Strategy – Green Belt Areas of Review.



The Draft Site Allocations and Development Management Policies document was published for consultation in July 2015, and sought two small residential allocations within the amended urban boundary of Edenfield. Some Green Belt sites were proposed for release in this document, which states (at Page 4 of the Housing Chapter):

“Green Belt releases have been avoided wherever possible. However it is recognised that some releases will be required to meet the housing requirements.”

Therefore, the Council have accepted that exceptional circumstances exist for Green Belt release, based on the Core Strategy housing requirement, which is now out of date and not compliant with the NPPF approach to housing need.

In December 2015 the Council decided to begin work on a new Local Plan, after new housing need evidence suggested that the borough’s Housing Market Area had changed, and that the Core Strategy housing requirement no longer reflected the full objectively assessed need (FOAN) of the area, and would need to be increased. Accordingly, the Site Allocations DPD was withdrawn in February 2016.

Emerging Local Plan (2019-2034)

Following withdrawal of the Site Allocations DPD, the Council began work on a new Local Plan to replace the Core Strategy, covering the period 2019-2034. The Council’s last evidence base work from 2015 suggested that the Core Strategy target of 247 dpa was now beneath the minimum required to meet basic demographic growth and would need to be increased to somewhere between 285 and 370 dpa, over the period 2011 to 2031, to meet the full objectively assessed need (including the relevant uplifts for affordable housing and economic growth).

Applying this to a 15 year period suggests a total need of up to 5,550; which could require additional land to be identified for up 1,850 new dwellings, over and above the sites put forward as part of the Site Allocations process.

There is also a suggestion that Rossendale’s Housing Market Area is no longer self-contained so will need to consider need across neighbouring areas, which include Greater Manchester, and the emerging Greater Manchester Spatial Framework (GMSF) which is due to go on consultation in

Autumn 2016. This is particularly relevant in Edenfield where there is a clear market overlap with Ramsbottom and other parts of northern Bury. Therefore the new Local Plan will also need to take account of patterns of growth within the GMSF, which may require a further uplift to housing numbers.

In light of this increased need, the Council undertook a ‘call for sites’ exercise in March 2016 and confirmed that they would consider all sites for future allocation including Green Belt, again confirming that exceptional circumstances exist.

Housing Supply

The Council’s latest Five Year Housing Land Supply Statement (covering the period 2015-2020, with a base date of 31st March 2015), suggests a 6.9 year supply based on the annual Core Strategy requirement.

However, this included all the sites proposed within the Site Allocations document, which has since been withdrawn, and these allocations made up 65% of this supply figure. Removing these sites from the supply means that the Council can only demonstrate a 2.4 year supply, and this figure is reduced to around 2 years based on the approach advocated in the latest national guidance. The increasing requirement in the emerging Local Plan will further reduce this supply figure which clearly demonstrates the urgent need to release sites.

The 5 year supply statement also notes that housing completions have not kept pace with requirements since 2011, with just 743 completions over 4 years, generating a shortfall of 245 against the Core Strategy requirement. Therefore, it is clear that the existing housing supply is not delivering the scale of development required to meet the Council’s current housing targets, let alone its emerging targets which are due to increase significantly up to 2034.

The proposed residential development of this site will help to address this shortfall over the next 5 years and beyond and this should be considered as a key benefit of the scheme.

Figure 5: Green Belt Plan



Demonstrating The Exceptional Circumstances for Green Belt Release

Paragraph 83 of the NPPF states that once the extent of a Green Belt has been established, it should only be altered in exceptional circumstances, through the Local Plan process, and the Council have acknowledged that such circumstances exist in Rossendale. The exceptional circumstances which support the release of land at Market Street, Edenfield are as follows:

Housing Need

The principal exceptional circumstance relating to the release of Green Belt land in Rossendale is directly tied to the need to accommodate the Borough's projected needs over the new plan period up to 2034, which will also require them to consider growth patterns in the adjacent GMSF area.

As demonstrated in the previous section, the Council are unable to demonstrate a 5 year supply of deliverable sites going forward, and have consistently failed to deliver against their Core Strategy target in the past.

The emerging Local Plan must consider the implications of not releasing sufficient land from the Green Belt, and the harm that will occur from failing to meet the identified needs in the Borough; such as slower economic growth, a lack of labour force mobility, affordability issues, disruption to commuting patterns and the delivery of housing choice.

The proposed residential development of this site will help to address this shortfall over the next 5 years and this should be considered as a key benefit of the scheme.

Insufficient Land

Based on current supply evidence, Rossendale have less than 2 years supply of deliverable housing land. Between 2011 and 2014, over 70% of Rossendale's housing completions were on previously developed land, however the Council acknowledge that this will not continue as:

“the supply of sites without significant constraints within urban areas is relatively limited”

The major constraint in Rossendale is topography, as the Borough is characterised by a series of interlocking valleys where settlements have developed along valley floors, and therefore the majority of undeveloped land is on steep valley slopes or moorland tops. Poor ground conditions and flood risk are also significant issues. There are also significant areas of Green Belt in the south of the Borough, to separate Rossendale's settlements from the Greater Manchester conurbation, which is a further constraint.

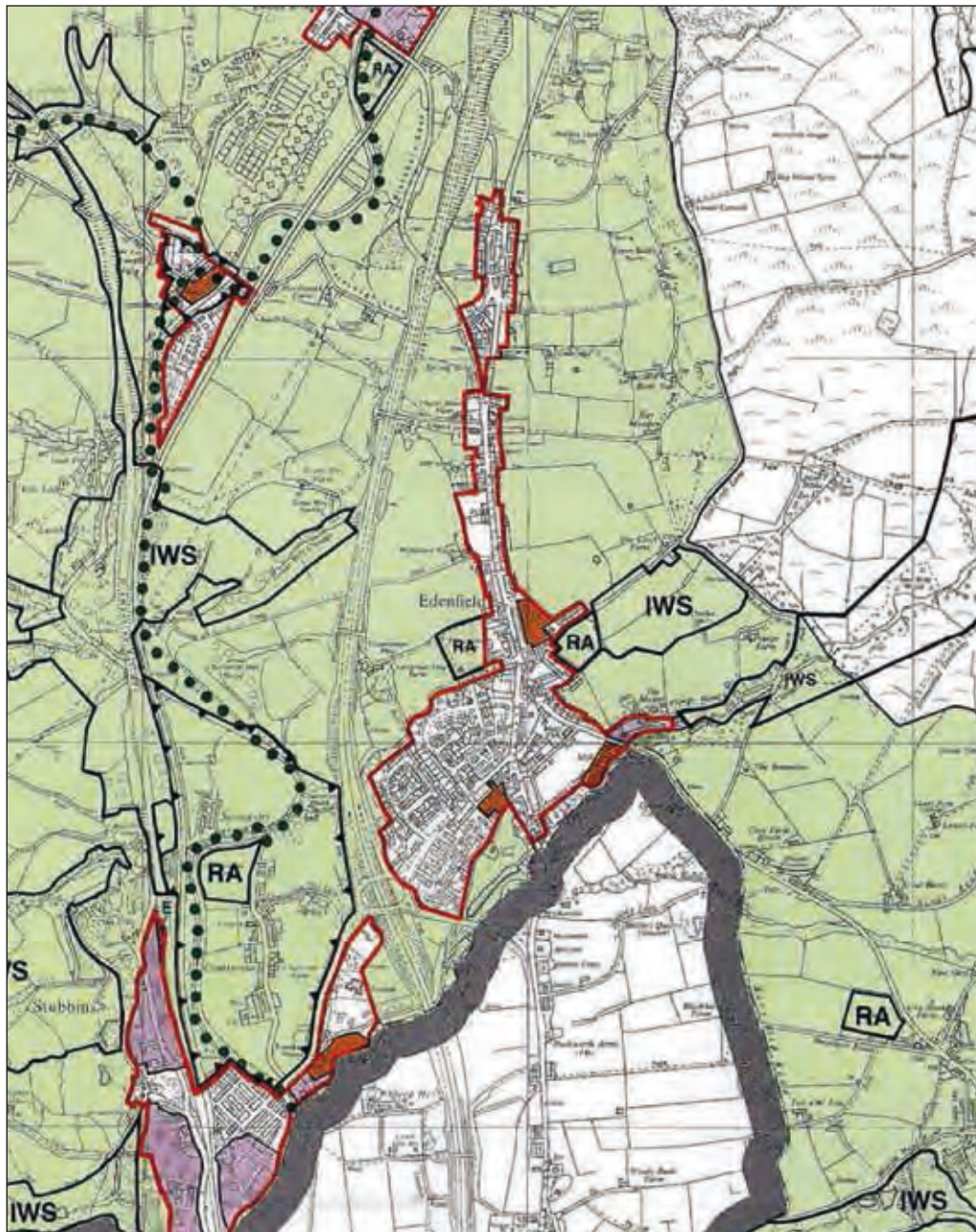
Therefore it is clear that there is not enough land within Rossendale's urban areas to meet the future development requirements of the emerging Local Plan.

Affordable Housing Need

The 2008 SHMA confirmed that there was a chronic lack of affordable homes within the Borough, and suggested a net need of 327 dpa, a figure which exceeds the total Core Strategy housing target and would generate a need for nearly 5,000 affordable dwellings over the emerging plan period. Affordable completions between 2011 and 2014 totalled 181, equating to 60 dpa, which is clearly insufficient and is likely to have compounded affordability issues. The Council is in the process of updating the SHMA, to provide a more up to date position on affordable needs within the Borough.

It is clear that the delivery of large sites such as Market Street, Edenfield, which are viable, deliverable and available, will make a significant contribution to affordable needs within the Borough, whatever the figure identified in the updated SHMA.

Figure 6: Extract from proposals map



The Purposes of the Green Belt

To establish whether it would be appropriate to release a site from the Green Belt, it is relevant to examine how its development would impact on the five purposes of the Green Belt which are listed at paragraph 80 of the NPPF:

- To check the unrestricted sprawl of large built up areas;
- To prevent neighbouring towns from merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns;
- To assist in urban regeneration, by encouraging the recycling of derelict and other land;

It is clear that the development of this site fails to fulfil these five purposes as it:

Will not result in unrestricted sprawl of large built up areas

The A56 dual carriageway forms a strong physical boundary to the west of Edenfield, and already restricts sprawl by ensuring that the urban area will not spread further west, whilst existing development provides defensible boundaries to the north and east, with a designated recreation area to the south, and development beyond that.

The presence of this major road and existing boundaries makes this site a logical extension to the village, as it will provide infill development up to road, to round off the settlement.

Will not cause neighbouring towns to merging into one another

The immediate area is characterised by rural villages with substantial green gaps between them. The nearest towns are some distance away, with the built up area of Ramsbottom 2km to the south west, and Helmshore 2.5 km to the north west, so development of this site will not affect them.

The A56 forms a strong physical boundary to the west of the site, and prevents Edenfield from merging with Irwell Vale, which is the nearest village. In fact, development of the site would not even close the gap between Irwell Vale and Edenfield as the closest point between the 2 settlements is further north (with an off-set of 540m, as shown on the Green Belt Plan).

As such the development of this site will not cause any towns or smaller settlements to merge, and significant green gaps will be maintained around Edenfield.

Will not cause unacceptable encroachment into the countryside

The A56 dual carriageway already safeguards Edenfield from encroaching into the countryside, as it provides a strong physical boundary to the west, whilst the site is surrounded by development on the remaining 3 sides. As such the site currently serves little function as countryside and its development will provide a more logical and tangible boundary to the west.

This is clearly demonstrated in the next section which provides a landscape and visual analysis of the site and surrounding area.

Will not impact on the special character of historic towns

There are no historic towns within the vicinity of the site, and whilst Edenfield is a Quarry Village with its own unique heritage, it does not contain any Conservation Areas, and is not subject to any statutory heritage designations. There is a Listed Church nearby, but this heavily screened by trees which ensure that development of the site will have minimal impact on its setting.

As such, the site could be sensitively designed to ensure the character of the Listed Building and wider settlement are respected.

Will not discourage urban regeneration

Rossendale Council accept that the supply of deliverable brownfield sites is becoming exhausted and consequently, Green Belt release will be required over the life of the plan period.

The latest housing evidence set out in this section has demonstrated that there is insufficient land within Rossendale's existing urban areas to meet the development needs of the emerging Local Plan. This represents a clear exceptional circumstance for Green Belt release, which the Council fully acknowledge.

Given that the Market Street site does not fulfil the five purposes for including land in the Green Belt and is a sustainable and deliverable site, it is recommended that it be released from the Green Belt through the Local Plan process to help meet future housing needs.

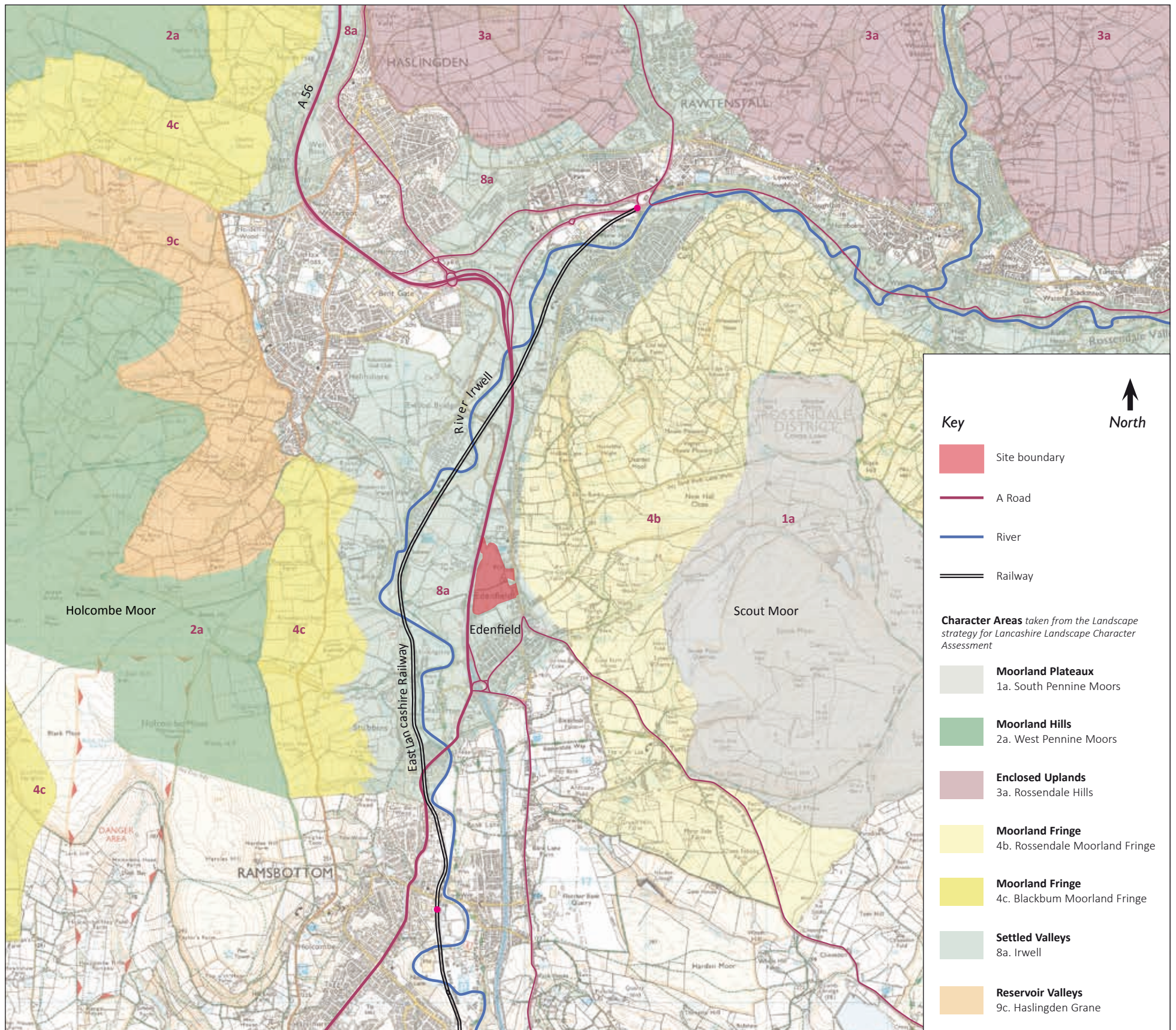


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4.0

Landscape and Visual Analysis

Figure 7: Wider Landscape Character



4.0 Landscape and Visual Analysis

Wider landscape character

Figure 7 illustrates the site in its wider landscape context as interpreted from the Landscape Strategy for Lancashire.

The site lies within the 'Settled Valleys'. These are 'high sided valleys of the River Irwell and its tributary streams which dissect the high moorland plateau of the Rossendale Hills'. The valley includes railways and roads, and urban development is clustered along the transport corridors on the valley floor. Woodland along the River provides some enclosure and a wooded setting to settlements.

Around Edenfield, higher land either side of the Settled Valleys is characterised as 'Moorland Fringe'. This is a rolling landscape of marginal pastures. Tree cover is sparse and settlement is confined to isolated farmsteads.

The highest land which contains the valley to the east and west is 'Moorland Plateau' and 'Moorland Hills'. These are large scale sweeping exposed landscapes. Land cover is typically blanket bog and trees are generally absent.

The context of the site within the Settled Valley Landscape

The site is located on the lower west facing slopes of the valley, generally below the level of existing development along Market Street.

The River Irwell meanders through the valley to the west of Edenfield. The sloping land surrounding the river forms a wide valley below the 200m contour. Land uses within the valley mainly comprise farmland, transport corridors, Edenfield village, other small settlements and some industrial land uses close to the river.

The East Lancashire railway follows the valley bottom. The M56/A56 corridor also lies within the valley to the east of the river and to the west of Edenfield. The A56 is a dual carriageway with two lanes in each direction. This is a dominant feature of the landscape.

The river corridor and its tributaries are well wooded creating a pattern of woodlands which extend along the valley bottom and up into the higher reaches of the valley. The railway, road corridors and urban areas are often framed with vegetation providing some sense of enclosure.

Edenfield village centre lies at the intersection of three main roads. Historic maps from the 1850's show settlement in this area and extending north along Market Street. Around the 1920's housing areas extended north and south from Bolton Road North, infilling the area between the A56 and the village centre, giving the southern part of the village its current widened form.

There are a range of housing types within the village, including traditional stone terraced housing, 1930's semi's, post war housing and detached houses built within the last 50 years. A recent planning approval for 10 houses on the former Horse and Jockey pub site on Market Street includes a single detached house and a mix of terraced and semi-detached houses arranged within a cul-de-sac.

Figure 8: Visual Context



Visual context

Figure 8 illustrates the main visual relationship between the site and the surrounding landscape.

The site is not visible from low lying land between the River Irwell and the A56 corridor due to topography and enclosure provided by significant belts of woodland within the valley.

The site is not visible from rising land to the East of Edenfield due to topography and existing development within the village.

The main locations from which the site is visible in the wider landscape are:

- From the site frontage to Market Street looking west;
- From high land to the west of Edenfield.

Views from Market Street

Market Street is generally developed on both sides with terraced housing which restricts most views to the east and west. The part of the site which borders Market Street remains as a rectangular area of open grassland contained by a stone wall approximately 1.5m tall. The wall generally screens views of the site from passing vehicles, however the high land to the

west of Edenfield is visible above the wall providing a visual connection with the wider landscape (Photograph A).

Photograph B illustrates the view into the site over the boundary stone wall which can be experienced by pedestrians on Market Street. The roof of Mushroom House, the boundary wall and vegetation which surround it are visible at the back of the open field in the foreground. This property screens views to most of the site beyond. To the right of Mushroom House, as ground levels fall westwards, the lower parts of the site are partially visible and the A56 can just be seen. Vegetation on the west side of the A56 is visible, screening the river corridor beyond.

The value of the view from Market Street lies in the long and panoramic views across to high land on the far western side of the valley. Development of the site which ensures that the visual connection between Market Street and the high land to the west is retained would not be inappropriate.

Views to the site from the west

On higher land to the west of the River Irwell, Helmshore Road runs roughly parallel to the A56 at around 200m AOD. The alignment of Helmshore Road approximately defines the lower extent of views to Edenfield from the west, below this level

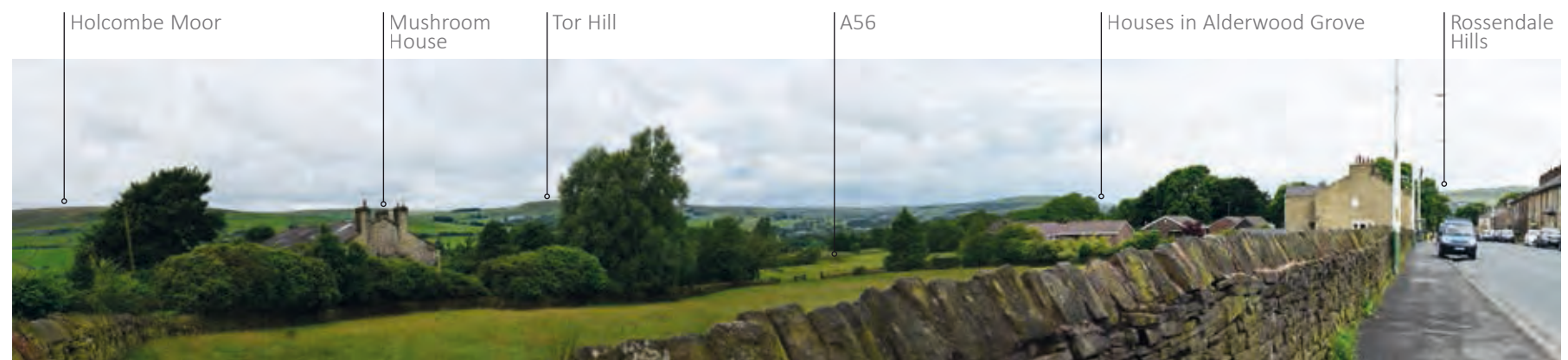
views are increasingly screened by topography and intervening areas of vegetation. Views to the site from Helmshore Road occur at a distance of just over 1km and are seen in a wide panoramic context. Views from higher land to the west of Helmshore Road occur at distances greater than 1km.

Photograph C is taken from a public footpath close to Helmshore Road. The photograph illustrates the wide scale panoramic views across the valley, with Scout Moor and the Rossendale Hills visible as a backdrop. Urban development within the 'Settled Valley' is visually prominent on the lower slopes of the valley, with the urban edge generally softened by tree planting. The A56 corridor can just be delineated at a slightly lower level than Edenfield, often framed by woodland. The lower valley, in front of the A56, comprises pasture and woodland and is generally free from development.

Development of the site could be expected to result in a limited increased amount of urban development within a broad scale panoramic view which already features urban development and road infrastructure. Integration of new woodland planting at the boundary of the site along the A56 would tie into existing woodland areas, providing a strong boundary to the development and would assist in assimilating the development into the landscape.



Photograph A - View from Market Street looking towards site



Photograph B - View from Market Street looking over stone wall towards site



Photograph C - View from Helmshore Road near to PRow 14-3 FP 117



5.0 Vision for the Site



5.0 Vision for the Site

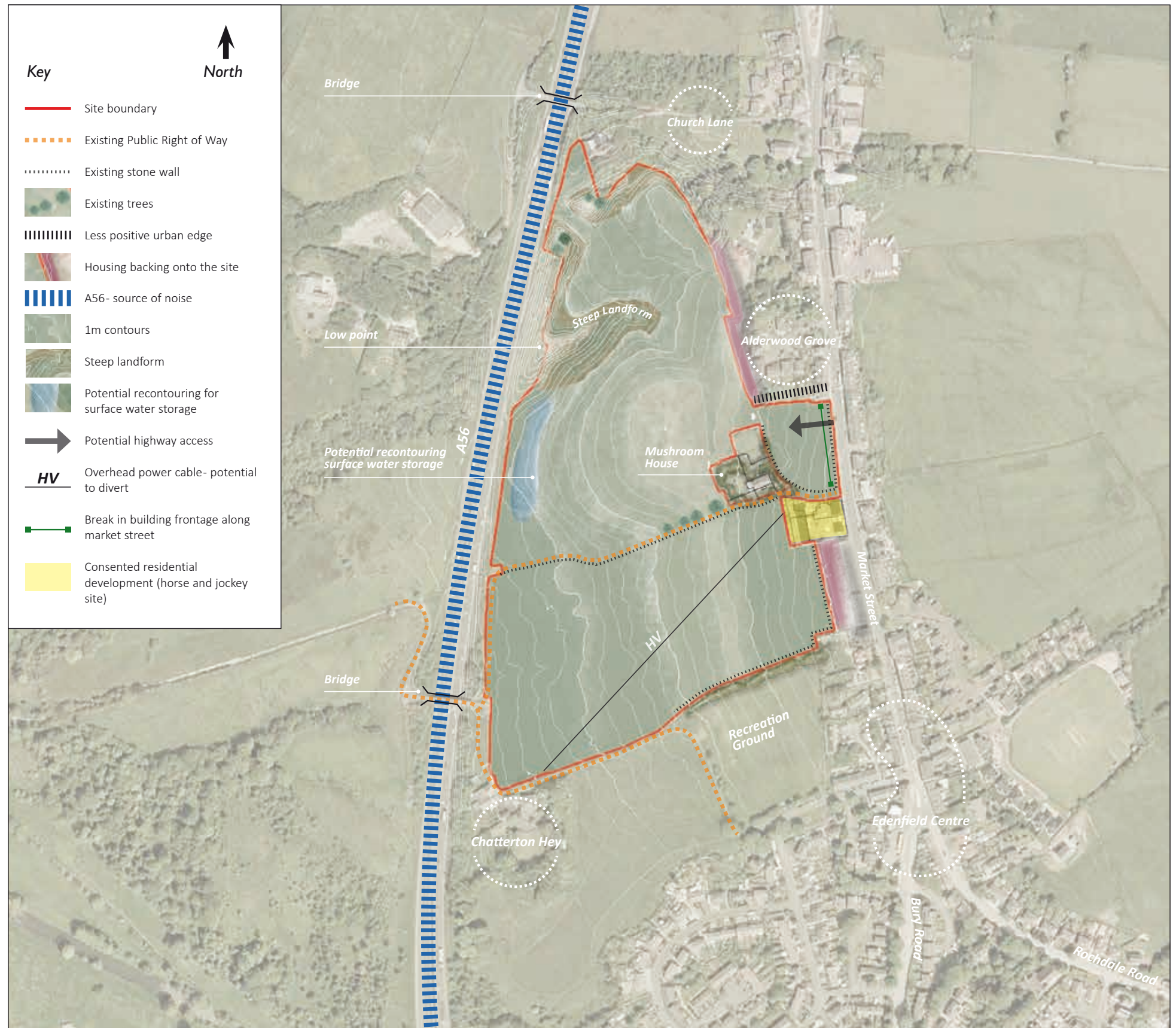
An attractive housing development with distinctive local character offering a choice of high quality new homes to meet local needs.

Taylor Wimpey's vision for the site seeks to meet the following goals:

- Delivery of quality new family homes which make the best use of available land and meets the needs of Rossendale;
- Achieve a choice of housing with a mix of house types, tenures and sizes to meet identified local needs;
- Respect the character of the site and its setting;
- Provide high quality, accessible green space for the benefit of existing and future residents;
- Facilitate cycle and pedestrian links to community facilities, green spaces and the wider landscape;
- Invest in the community with the creation of additional direct and indirect employment both during and after the development. Taylor Wimpey UK Limited will also employ staff locally through the construction of the development;
- Create a safe and desirable place to live with an attractive environment that builds upon the strength of the local community;
- Provide high quality design which will complement and enhance the existing environment and create a good standard of amenity and living environment;
- Protect existing residential amenity; and
- Capitalise on site assets such as long views, characterful stone walls and an existing public right of way.



Figure 9: Site Analysis Plan



Approach

Taylor Wimpey has developed a visionary masterplan for the site which meets these objectives and is shown in this section. It demonstrates how the design and form of development will respond sensitively to the characteristics of the site and the wider area, and explains the contribution that the site could make to Edenfield. It is intended that these ideas will evolve further in consultation with the local community and key stakeholders at the appropriate time.

Site Opportunities and Constraints

The vision for the site derives from a careful analysis of the characteristics of the site, its context, and the opportunities and constraints which arise.

The highest part of the site which adjoins Market Street provides a break in built form along the road. Here the stone wall at the site frontage limits close views of the site, however there are views above the wall to the distant hilltops on the western side of the valley. There is an opportunity to retain and enhance the visual connection between Market Street and the wider landscape, potentially lowering the stone wall at the site frontage to open up views into the field at the entrance to the site.

Steep landform in the north western part of the site is unlikely to be suitable for development, however this part of the site can accommodate new woodland planting to assist in assimilating the development into the landscape. The lowest parts of the site, at the western edge, will be the most appropriate location for any potential surface water storage areas on the site.

The site abuts existing residential development along most of the eastern boundary. The need to preserve residential amenity of existing properties will need to be considered as part of any development. There is an opportunity to improve the existing urban edge at the southern boundary of Alderwood Grove which is visible from Market Street.

The southern site boundary adjoins Edenfield recreation ground. Edenfield village centre is located to the east of the recreation ground. There is an opportunity to improve pedestrian connections to these areas.

The western site boundary runs parallel to the A56. Land further north and south features woodland planting which assists in visually obstructing the A56 and provides a wooded setting to Edenfield. Development of the site provides an opportunity to extend woodland planting along the A56 corridor, assisting with both noise and visual screening.

Within the site is a residential property called Mushroom House. The property is accessed along a track from Market Street, which is also a public right of way linking to a bridge over the A56. Mushroom House is well contained by stone walls and vegetation which restricts most outward views from the property. A stone wall runs along the access track to Mushroom House and continues along the public footpath as far as the western site boundary. Retention of these features will create a characterful development to complement Edenfield.

Highway access into the site can be safely taken from Market Street, ensuring that the existing access track to Mushroom House is not subject to any increase in traffic. The track could potentially be upgraded to provide a controlled emergency access into the site if required.

An overhead power line bisects the southern field of the site. This can be diverted and will not restrict development.

The key principles of development arising from the opportunities and constraints are:

- The retention of part of the open field adjacent to Market Street to provide a break in built form and to retain visual connection to the hill tops to the west of the valley;
- The protection of the amenity value of the existing PROW and Mushroom House;
- The preservation of residential amenity of existing properties directly bordering on to the site;
- Consideration of the topography of the site and how residential development can complement this;
- Retention of existing stone walls within the site;
- The provision of a woodland and greenspace buffer area along the western site boundary to assist in screening the development from the wider landscape and to screen noise and views to the A56;
- Potential to improve footpath and cycle connections through the site and into the wider area.

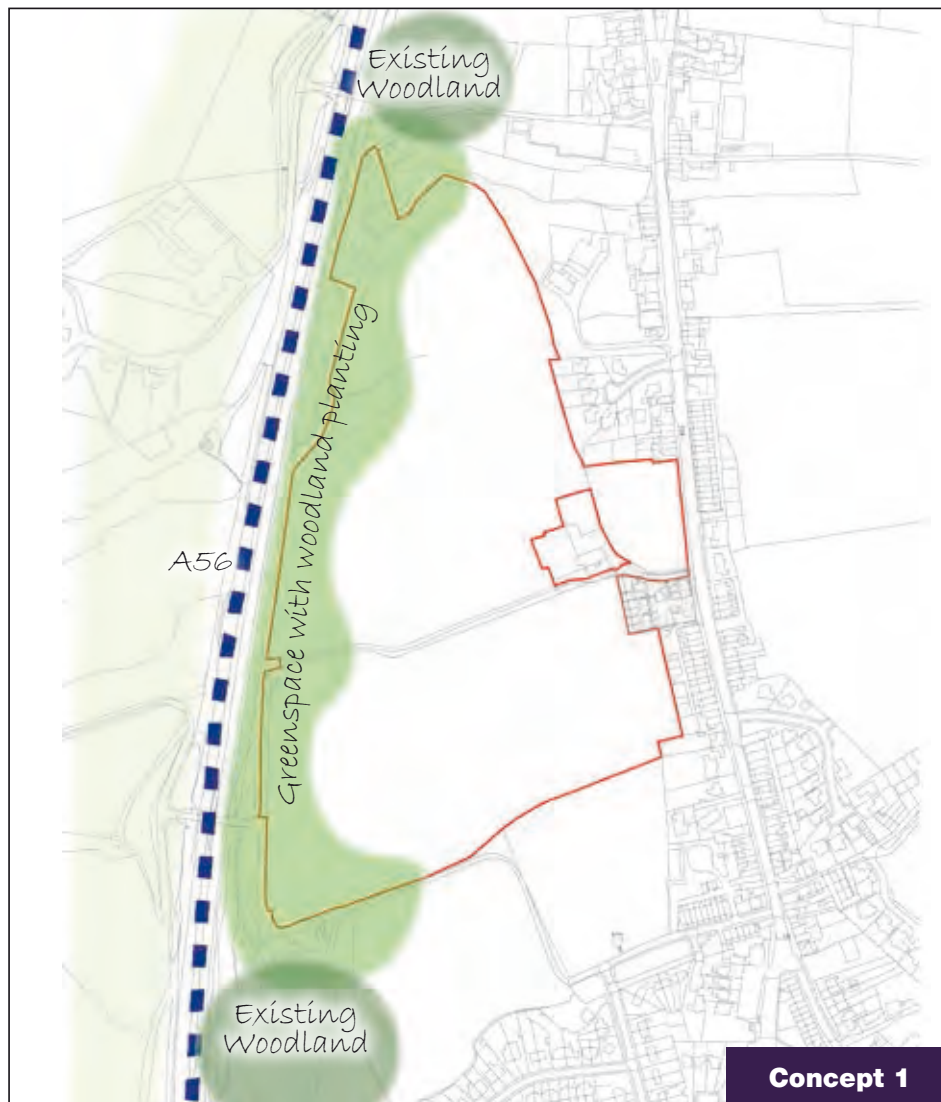
There is potential on this site to develop a high quality residential scheme with a coherent landscape structure which conserves the natural assets present on the site as well as enhancing opportunities for recreation and pedestrian/cycle movement.

Figure 10: Concept Plans

Development Concepts

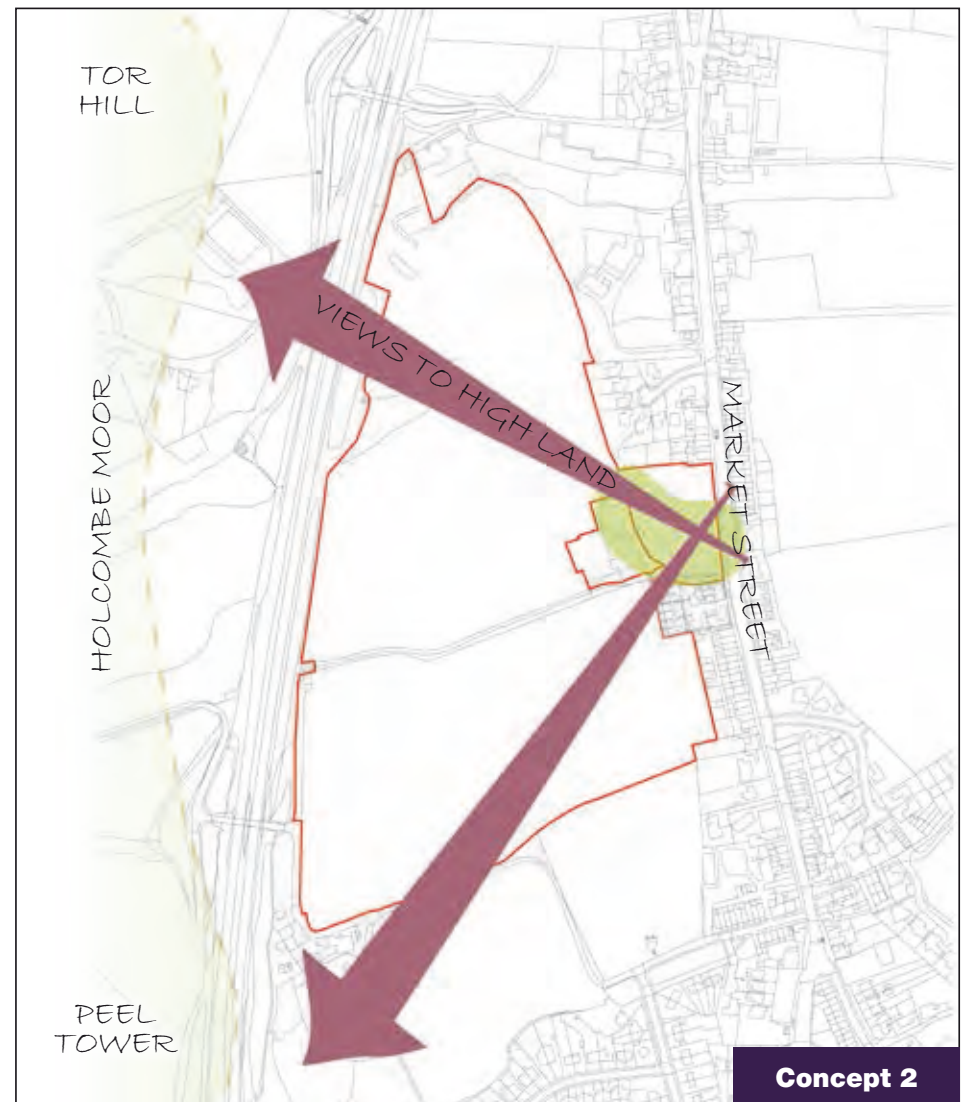
The concepts which underpin the masterplan respond directly to the characteristics of the site.

Four key concepts can be identified:



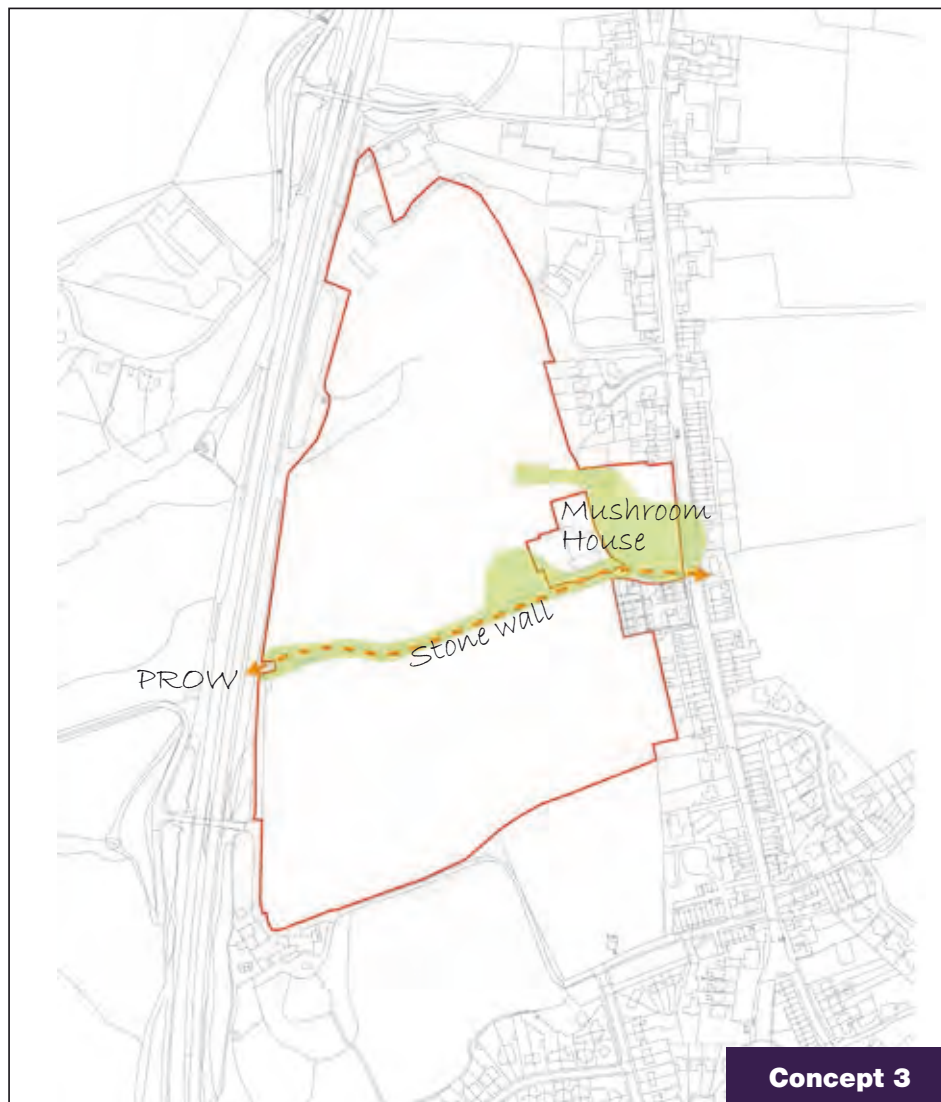
Concept 1:

Create a greenspace with new woodland planting along the western edge of the site. This will extend existing woodland areas, providing a strong buffer between development and the A56, and will soften the urban edge of Edenfield in views from the west.



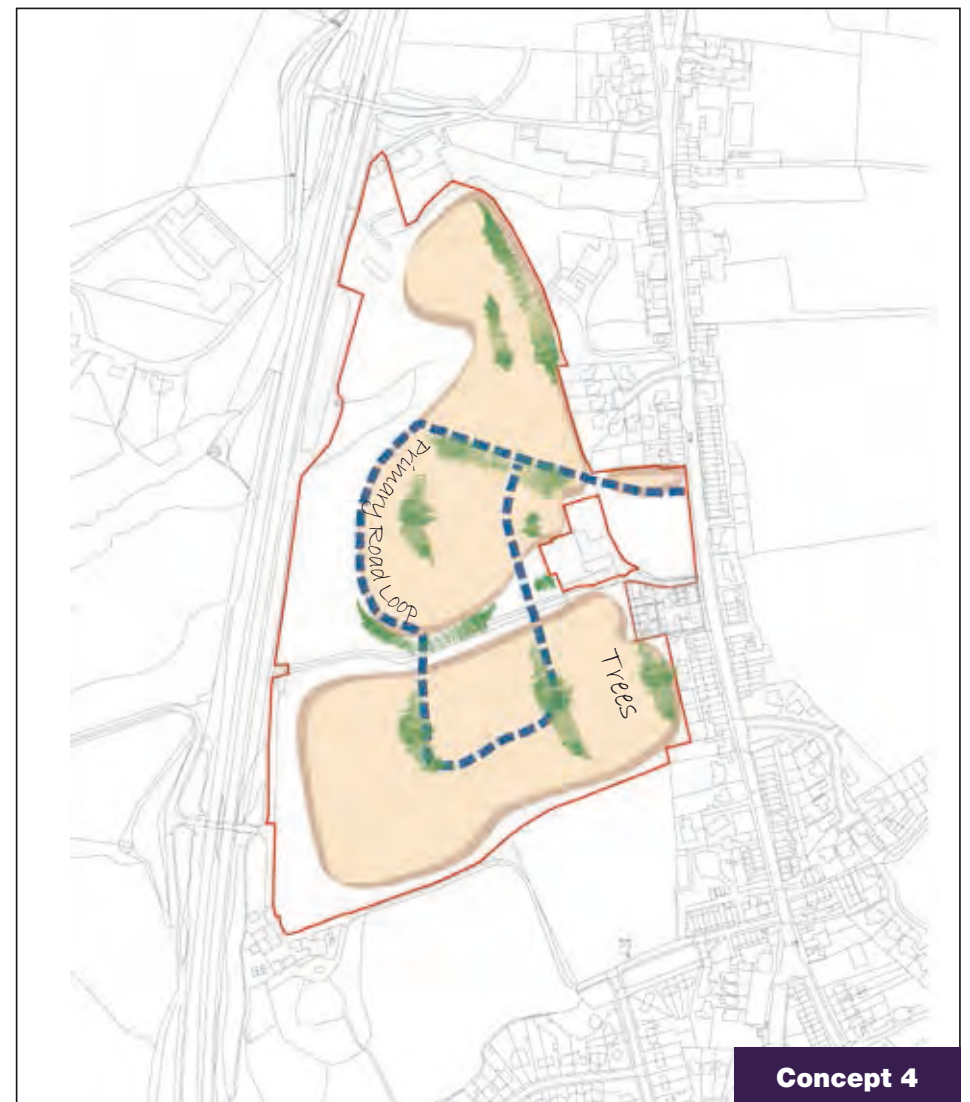
Concept 2:

Retain an area of open space adjacent to Market Street which provides a break in development and enables long views to the hill tops of Holcombe Moor to the west of Edenfield which contribute to a distinct sense of place.



Concept 3:

Protect the setting of Mushroom House and the existing Public Right of Way and stone wall within the site.



Concept 4:

Create a residential area which broadly follows the contours of the site. Integrate tree planting throughout the development to break up the roofscape and embed the development into the landscape.



Figure 11: Illustrative Masterplan



North

- Development land
- Existing trees / woodland
- Proposed woodland / trees
- Proposed greenspace
- Existing public right of way
- Proposed footpath
- Proposed primary road
- Proposed secondary road
- Proposed SuDs wetland

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Illustrative Masterplan

The masterplan illustrates how the site could be laid out to ensure that the objectives illustrated by the key concepts can be met. An attractive residential area which will complement Edenfield is proposed. A highway access point into the site will be provided from Market Street. A large proportion of the field at the site entrance will be retained as open space with a soft village green character, allowing views to the distant hill tops to the west and retaining an attractive view to Mushroom House and its characterful stone wall setting. A new row of housing will be provided along the northern edge of the field creating a positive edge to this part of Edenfield when viewed from Market Street.

Within the site two green 'lanes' will link the entrance green to the western edge of the site. One of these will be aligned to point in a north westerly direction focussing the eye on distant views towards Tor Hill, the second will follow the route of the existing Public Right of Way through the site and its companion stone wall. This green corridor will open up at Mushroom House enabling the characterful stone walls at the property boundary to be appreciated while also ensuring that the property does not become enclosed by development.

A further greened street is proposed to link the existing Public Right of Way to Edenfield recreation ground. This will promote the use of this greenspace and will also facilitate connectivity to the shops and services in the village centre.

The western edge of the site will provide a broad greenspace corridor. The corridor will include wide belts of woodland planting to frame and enclose the site. The woodland will provide an appropriate screen to hide any fencing or landform which may be necessary to reduce

noise from the A56, and will assist in blending the development into its surroundings when viewed from high land on the west of the valley. Gentle landform modelling would enable the creation of sustainable draining ponds as part of the development. The greenspace also has potential to accommodate new pedestrian and cycle routes through the site and into the wider area.

Internally the development will be served from a road loop which will in turn link to a hierarchy of shared surface roads, cul-de-sacs and private drives. The road alignment throughout the development is proposed to loosely run along the contour lines to complement the urban form in the settled valleys. Tree planting would be integrated throughout the development to further embed it into the landscape.

The high quality residential scheme proposed will deliver the following key features:

- Approximately 240 dwellings at a net density of 30 dwellings per hectare;
- Over 4 hectares of safe and multifunctional greenspace, providing recreational and environmental benefits;
- An enhanced and accessible village 'green' on Market Street;
- Extensive new footpaths and cycleways;
- Extensive new tree and hedgerow planting;
- Noise screening to the A56 for the benefit of existing and future residents.

The masterplan demonstrates that the site is capable of delivering a high quality scheme which will complement the wider area and deliver a range of attractive benefits.

Figure 12: Illustrative Hand Drawn Sketches.

View 1: View north west from Market Street



View 2: View east along public right of way



Figure 13: Character Areas

Character Areas

Development character is a function of layout, building style, and landscape treatments, which combine to create a sense of place. Three different areas will result from the masterplan as illustrated on the adjacent plan.

Edenfield Lanes:

The Edenfield Lanes comprise the housing areas which front onto the Market Street village 'green' and the green routes through the site which branch off from the green. The housing in these areas will be medium density comprised largely of detached and semi-detached properties with front gardens. Properties will be restricted to 2 storeys to ensure that views to western hill tops are retained from Market Street. Building materials will strongly complement the prominent building materials used along Market Street to create a well linked and cohesive character. Greenspaces will be semi-formal in character featuring mown grass and individual tree planting. Stone wall details will be incorporated into boundary treatments at appropriate locations.

Lower Valley Edge:

The Lower Valley Edge includes the housing area which fronts onto the western greenspace. The housing along this frontage should be medium-high density with a tight built form. Some 2.5 and 3 storey properties may be appropriate on this lowest part of the site to complement the scale of the adjacent greenspace and woodland, and to punctuate the street scene.

Inner Squares:

The Inner Squares are development areas with a limited visual connection with the wider landscape. These areas have a greater flexibility over the type of housing and materials used. Housing may be served by a combination of road types, including main streets, shared surface roads, cul-de-sacs and private drives, as appropriate to the location within the site. Development at higher densities is likely to be appropriate with a more urban character than the other character areas of the site.



Figure 14: Phasing Plan



Phasing

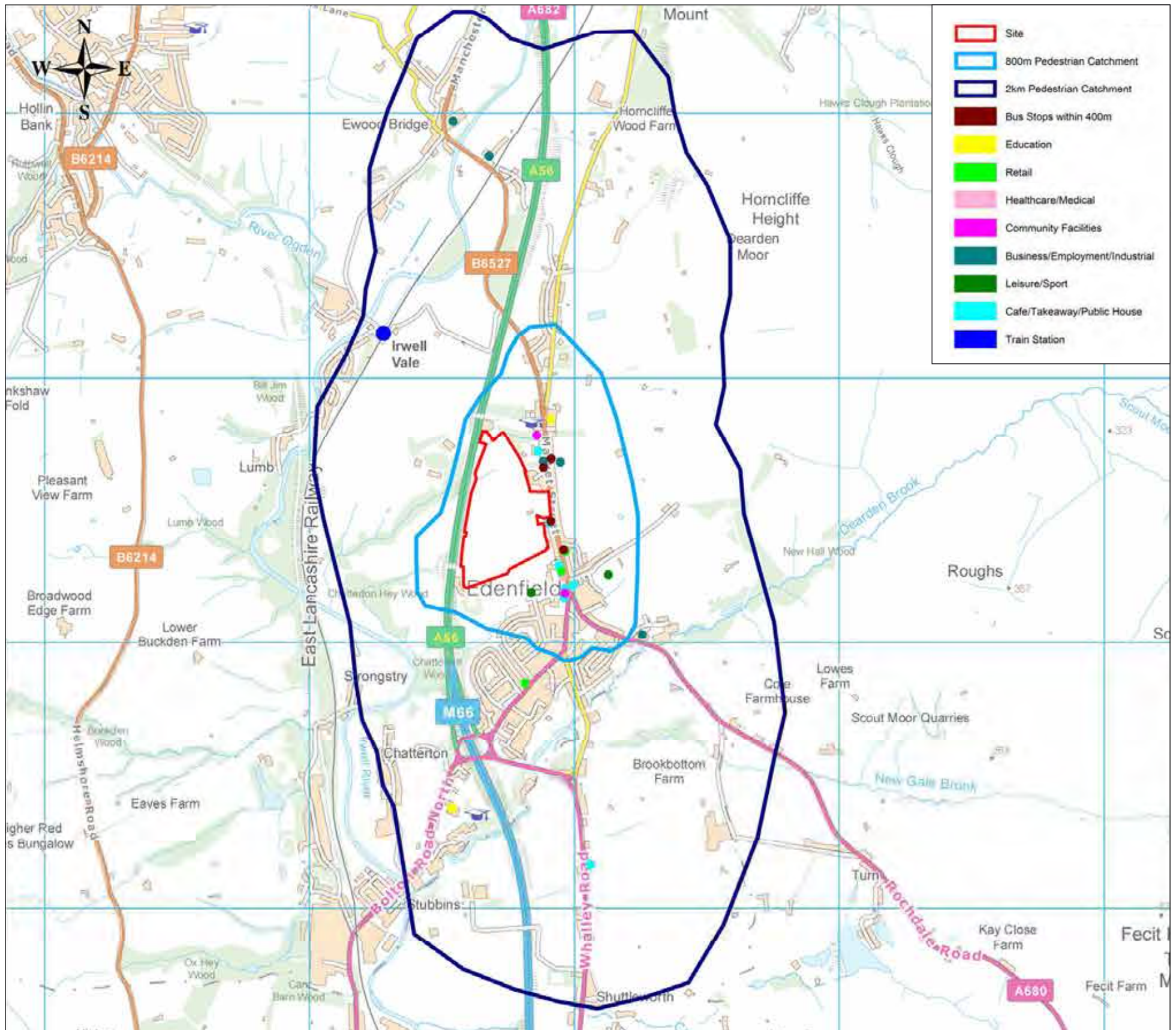
It is anticipated that the site would be built out over a 4 to 5 year period. Three phases of development are indicated on Figure 14. The development phases would logically and gradually extend Edenfield in a westward and northward direction from the village centre up towards Church Lane.



6.0

Sustainable Development Principles

Figure 15: Sustainability Plan



6.0 Sustainable Development Principles

The Market Street site represents a highly sustainable solution to the Borough's housing needs which will generate economic, social and environmental benefits in accordance with the three pillars of sustainable development, whilst delivering the type, quality and quantity of new homes to support the growth of Rossendale over the Local Plan period.

Location and Accessibility

The site is situated to the east of Market Street in Edenfield. The site is approximately 350m north of the centre of Edenfield, which is designated as a Neighbourhood Centre in the adopted Core Strategy.

A variety of local facilities and amenities are available within the local catchment, with Table 7.1 providing examples of walking distances to key amenities.

Local Amenity	Distance (metres)
The Coach & Horses public house	370
Edenfield Parish Church	450
Market St Newsagents	450
Edenfield Village Pharmacy	460
Edenfield Church of England Primary School	500
Edenfield Cricket Club	620
Edenfield Mini Market	930
The Duckworth Arms	1,500
Table: Distance from Site to Local Facilities	

The site is well served by the existing public transport network. The nearest bus stop to the site is located to the east of the site on Market Street, approximately 220 metres walking distance from the centre of the site. Further bus stops are located to the north east and south east of the site along Market Street.

These bus stops offer up to 6 services per hour, providing direct access to destinations including Burnley, Rawtenstall, Accrington and Bury. Bury bus station, and the adjacent Metrolink station, provide links to a wider range of local and regional destinations. The bus services operate from 6:30 am until 7pm, proving the opportunity for residents to travel by public transport for commuting and leisure trips.

There is a train station in Irwell Vale within 2km of the site; however this is part of the East Lancashire Heritage Railway between Heywood and Rawtenstall and does not provide a commuter service. That said, there was an aspiration in the Site Allocations and Development Policies document to develop this into a commuter link, and the development of this site would fully support this aspiration through increased patronage at Irwell Vale station. There are also opportunities to improve pedestrian links between the site and the station via the existing public rights of way and the bridge across the A56.

With regard to cycling, National Route 6 is located around 750 metres west of the site, whose route passes through Manchester to the south and Blackburn and Preston to the north. Additionally, Regional Route 91, the 'Lancashire Cycle Way', is situated approximately 1.4 kilometres west of the site, which is ideal for recreational cycling and provides links to numerous destinations across Lancashire.





Community Facilities

The site is located in close proximity to a number of community facilities that could be accessed and utilised by residents.

Edenfield Primary School is 450m north of the site and Stubbins Primary School is 1.5km to the south. The nearest secondary school is 2.4km to the north and accessible by bus, including dedicated school buses.

Other community facilities include the Recreation Ground to the south which is in use as a nursery, Edenfield Parish Church 450m to the north, and Edenfield Cricket Club, 620m south east of the site.

The site is a sustainably located development opportunity located within easy access of a range of local services, employment opportunities and public transport routes.

Economic Investment

The development of the site will contribute to building a strong, responsive and competitive economy. In particular, the development of approximately 240 dwellings will secure a number of economic benefits in terms of job creation, tax revenues to the Council and increased expenditure in the local economy.

Housing supply can play a key role in the flexibility of the local labour market which is an important component in local economic competitiveness and maintaining a dynamic economy. This is because a shortage of housing or lack of affordability can act as a barrier to people accessing employment opportunities or result in long distance commuting and associated sustainability impacts.

The development of the Market Street site will support the local labour market, and will generate the following specific benefits:



Direct construction-related employment:

The proposed development could support around 233 person years of direct employment within the construction sector. This translates into 39 Full Time Equivalent (FTE) roles on-site per annum over the estimated six-year build programme.



Construction impact in the supply chain:

A further 54 FTE jobs could be supported each year locally through indirect and induced effects during the construction phase.



Contribution of construction phase to economic output:

The proposed development could contribute an additional £4.4million of gross value added (GVA) annually to the local economy during the construction period.



Household spend:

Once fully built and occupied, the households are estimated to generate expenditure in the region of £5.8 million per annum. This could support additional shops and services within the centre of Edenfield, and elevate its role as a service centre. It would also support the Council's aspiration to develop the East Lancashire Railway into a commuter service as it could greatly increase patronage at Irwell Vale station.



Increased Council Tax income:

The construction of the new homes could generate around £374,000 per annum in additional Council Tax revenue for Rossendale Borough Council, once fully developed and occupied.



New Homes Bonus revenue:

The proposed development has the potential to generate in the region of £1.7million in New Homes Bonus revenue for Rossendale Borough Council and £422,000 for Lancashire County Council.



Community Benefits

The development of the site will also perform a social role by generating the following community benefits:

- Provide a range of open market housing comprising various types to meet the needs of the local community.
- Provide up to 72 affordable homes of a range and type to meet the identified need in the Rossendale area.
- Provide over 4 Ha of public open space and outdoors sports provision for future residents and the wider community in accordance with Rossendale's policy requirements. The proposals for the site can deliver integrated open space that complements and strengthens links to the existing Recreation Areas to the south.
- Assist in the provision of other facilities where there is an identified need, in accordance with development plan policies.

Taylor Wimpey in the Community

Taylor Wimpey is committed to making a difference in the local community and working with local educational establishments and job seeking agencies in order to facilitate local apprenticeships and training initiatives, and to ensure that employment generated from the development is sourced from and directly benefits the local area.

Environmental Considerations

Landscape & Visual Impact

As confirmed within the landscape analysis, the site is not subject to any formal landscape designations, other than its location in the Green Belt which is addressed in Chapter 4. The site lies on the northern fringe of Edenfield within a character type referred to as 'Settled Valleys'. This landscape character type includes the 'high sided valleys of the River Irwell and its tributary streams which dissect the high moorland plateau of the Rossendale Hills'.

In terms of visual impacts, whilst there are some long distance views into site, these can be maintained and mitigated through sensitive masterplanning.

As such, it is not anticipated that the development of the site will have a significant impact on landscape character or visual amenity.

Ecology and Trees

The site is not within or near to any designated ecological area, and as such is unlikely to have an adverse ecological impact.

The site is not subject to any Tree Preservation Orders (TPO's), and the majority of trees and vegetation are found around the perimeter of the site, with many of these falling outside the site boundary (such as those belonging to Mushroom House, the Nursing Home to the north and the Recreation Ground to the south). The site is predominantly open pasture land with patches of vegetation.

That said, all trees and vegetation within the site will be retained where possible, and significant new planting will be proposed as part of the development, for biodiversity purposes as well as screening and landscaping.

Therefore, there are no ecological or arboricultural constraints preventing the development of the site and appropriate mitigation will be provided where necessary.

Archaeology & Heritage

There are no Listed Buildings, Conservations Areas or other designated archaeological features either within or directly adjacent to the site. The Grade II Listed Edenfield Parish Church is located 100m north west of the site, however this is not visible from the site and is so well screened by existing tree cover that the proposed development will have a negligible impact on its setting.

A full archaeological assessment will be undertaken at planning application stage to identify if any mitigation measures are required, however at this stage there are no archaeological constraints that would prevent development of this site.

Flooding & Drainage

The site is entirely within Flood Zone 1, which means it has a low probability of fluvial flooding and is suitable for all types of land use, including residential, in accordance with the NPPF, and therefore there are no flooding constraints preventing the development of this site.

Noise

The main source of existing noise comes from the adjacent A56 dual carriageway. As such an initial Acoustic Assessment has been undertaken, which confirmed that the noise impacts from the A56 can be mitigated through a strong development buffer to the western boundary, as reflected in the Illustrative Masterplan, and attenuation features such as barriers and tree cover. As such, there are no noise constraints preventing the development of the site.

Ground Conditions

A desktop assessment suggests that the site has not been subject to intensive development, reflective of its use as agricultural pasture land, albeit there is evidence of a potential landfill area in north west corner of the site; which will require further intrusive investigation at planning application stage, although this will not prevent development on the wider site.





Agricultural Land Classification

A review of Lancashire's land mapping confirms that the site is Grade 4 Agricultural Land, which is defined as poor agricultural land and not the best and most versatile. Therefore, there are no agricultural land constraints preventing the sites development

Highways

Initial assessments of the adjoining highway network undertaken by Croft, confirm that there is sufficient capacity within the existing strategic highway network to accommodate this development of approximately 240 homes, with minimal highway improvements required within the highway boundary. Taylor Wimpey will consult with the local highway authority, Lancashire County Council, on appropriate mitigation to the local highway network.

The site boundary incorporates frontage to the B6527 Market Street adopted highway. Vehicular access to the site could be provided for off Market Street in the form of a simple priority controlled junction, in the location identified on the current Illustrative Masterplan. The proposed vehicle access would have a 5.5 metre wide carriageway, 2 metre footways on either side and would incorporate 10 metre corner radii.

Consideration has also been given to the potential to provide a priority junction with right turn lane, should this be requested by the local highway authority. Although this would result in the access being moved further south along the site frontage.

Separate emergency access can also be accommodated from Market Street.

The development proposals will promote pedestrian connectivity by maintaining the existing right of way through the site, whilst creating new pedestrian links and connecting to the nearby rights of way. The site will also link with the existing footway network and local amenities in the vicinity of the site.

In terms of wider access issues, it is noted that potential exists to enhance the current level of services while improving overall infrastructure that will serve the wider community as well as new residents.

There are no existing highways constraints preventing the site coming forward. However, where required, off-site highway improvements will be undertaken in agreement with the Highway Authority.

Utilities

An initial assessment of existing Utilities has confirmed that electricity, gas, water and telecommunications can be provided to the site without adversely impacting on the provision of services to the wider community. There is also an overhead power line that bisects the southern field, but this can be diverted and will not restrict development.

Therefore, the provision of services will not constrain the development of the site.

Sustainability Conclusions

There is a compelling need to deliver the development needs of the Rossendale Borough in an appropriate way. The future development of the site would deliver a range of sustainability benefits whilst creating no adverse local impacts. The development of this site is a wholly appropriate and sustainable outcome, which in itself delivers a wide range of local benefits, not least an increase in market and affordable housing. Moreover, the development will deliver significant inward investment from the private sector.



7.0 Deliverability

7.0 Deliverability

The site will make a valuable contribution with the delivery of approximately 240 dwellings to meet the Borough's housing needs requirements as well as meeting the qualitative need to provide family and affordable housing within the area. It is therefore important that the site is deliverable in accordance with the requirements of the NPPF.

The NPPF and NPPG specify that local planning authorities supply sufficient specific deliverable sites to deliver housing in the first 5 years. To be considered deliverable, sites should, at the point of adoption of the relevant local development document:

- **Be Available:** there is confidence that there are no legal or ownership problems.
- **Be Suitable:** offer a suitable location for development and would contribute to the development of sustainable and mixed communities.
- **Be Achievable:** there is a reasonable prospect that housing will be developed on the site at a particular point in time.

This is a judgement about the economic viability of a site and the capability of a developer to provide housing within a defined period, taking into account marketing, cost and deliverability factors.





Available

Taylor Wimpey UK Ltd has legal control of the site, and is seeking to develop the site at the earliest opportunity. The site is therefore in the control of a major national housebuilder and could deliver 240 new homes that will be critical to meeting housing need during the Plan Period.

If the site were to be released from the Green Belt and allocated for housing, Taylor Wimpey would seek to develop the site immediately, which would contribute considerably to the Borough's 5 year housing land supply and deliver highly anticipated new homes early in the Plan Period. This commitment to delivery is demonstrated by Taylor Wimpey's track record of the efficient delivery of high quality greenfield housing schemes across the North West.

This is particularly relevant in Rossendale, where the Council has persistently failed to achieve its annual housing target over the past 4 years, and therefore has a shortfall to address within the next 5 years.



Suitable

The site is suitable for housing development because it:

- offers a suitable location for development and can be developed now;
- would consolidate and round-off the settlement to the west of Edenfield, and infill up to the existing physical boundary provided by the A56;
- can utilise existing infrastructure surrounding the site with no utilities or drainage constraints preventing the site coming forward for development;
- can accommodate satisfactory vehicular access, existing bus stops are in close proximity and the local highway can accommodate the provision of 240 additional dwellings;
- will deliver generous areas of open space for use by residents and the local community;
- is not subject to any ecological or environmental constraints preventing development on the site; and
- is sustainably located with several local facilities within walking distance of the site boundary, including a primary school, shops, and recreation uses.

The site is therefore suitable in accordance with the NPPF.



Achievable

The delivery of approximately 240 dwellings would make a significant contribution towards meeting the housing needs of the Borough. An assessment of the site constraints has been undertaken which illustrates that delivery of the entire site is achievable and deliverable, and a professional team of technical experts has been appointed to underpin this assessment and support the delivery of the site moving forward. Where any potential constraints are identified, Taylor Wimpey has considered the necessary mitigation measures and required investment in order to overcome any deliverability barriers.

Taylor Wimpey has reviewed the economic viability of the proposal in terms of the land value, attractiveness of the locality, potential market demand and the projected rate of sales in Edenfield; as well as the cost factors associated with the site including preparation costs and site constraints.

Taylor Wimpey can, therefore, confirm that the development of the site is economically viable in accordance with the NPPF and NPPG. As a consequence, the company is committed to investing in the site and is confident that residential development can be achieved within 5 years.





8.0 Conclusions



8.0 Conclusions

The Market Street Edenfield site presents an exceptional opportunity to meet the future housing needs of Rossendale in a location that would not undermine the purpose and function of the Green Belt. This Development Statement sets out the case for allocating the site for housing development within the emerging plan period, as well as the exceptional circumstances that support the alteration of the Green Belt in the Borough, a position the Council support.

The allocation of this site for residential development will deliver open market and affordable housing of a type, quantity and quality that will make a significant contribution to the future growth needs of Rossendale.

Key Benefits

Accordingly, this Development Statement has demonstrated that the Market Street site:

- is entirely suitable, deliverable and viable for housing development; and will deliver a mix of housing types, including both market and affordable homes;
- is sustainably located in proximity to a range of amenities, services and facilities;
- is supported by clear exceptional circumstances for Green Belt release, including an urgent need for new market and affordable homes, and a shortage of available land within existing urban areas;
- is entirely appropriate for Green Belt release and allocation as a residential development site, as it is well contained by existing physical features and forms a logical extension to the village, without compromising the core purposes of the Green Belt;
- is not subject to any technical or environmental constraints that would prevent the delivery of housing;
- can deliver a landscape led masterplan that complements the surrounding site context, and creates a high quality housing development;
- will provide a network of high quality open spaces, with links to the existing Recreation Areas to the south.
- will create a more natural and defensible Green Belt boundary to the west of Edenfield; and
- generates significant socio-economic benefits by providing housing choice, and stimulating job creation and economic investment. Increased consumer spending will also help to support additional shops and services within Edenfield, which could elevate its role as a service centre.

Summary

The development of the site at Market Street, Edenfield provides a highly sustainable opportunity to support the national growth agenda and to assist in providing adequate land to deliver a new Local Plan for the Borough. The site will deliver the quantity, type and quality of homes that is required across the Borough and can demonstrate exceptional circumstances that support an alteration to the existing Green Belt without impacting on its core functions.

Taylor Wimpey is committed to working collaboratively with the Council and Key Stakeholders to ensure that the Borough's housing need is met in a sensitive and sustainable manner.



A

Appendices

Appendix I: Taylor Wimpey UK Limited



Appendix I: Taylor Wimpey UK Limited

Taylor Wimpey UK Limited is a dedicated homebuilding company with over 126 years' experience, we have an unparalleled record in our industry. We aim to be the homebuilder of choice for our customers, our employees, our shareholders and for the communities in which we operate.

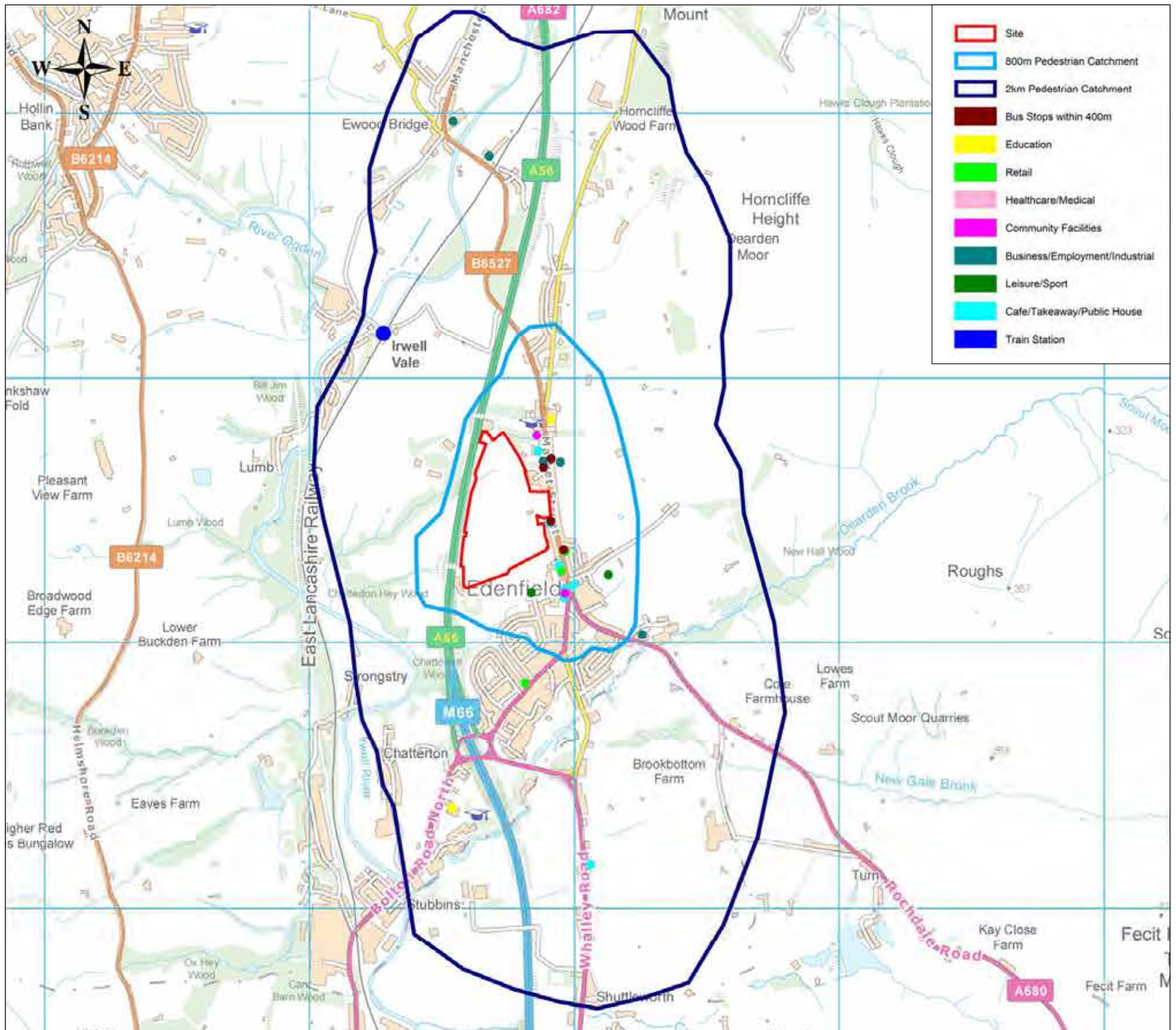
We have expertise in land acquisition, home and community design, urban regeneration and the development of supporting infrastructure which improves our customers' quality of life and adds value to their homes. We draw on our experience as a provider of quality homes but update that, to the expectations of today's buyers and strive to provide the best quality homes, while setting new standards of customer care in the industry. Our 24 regional businesses in the UK give our operations significant scale and truly national geographic coverage.

Each business builds a range of products, from one bedroom apartments and starter homes to large detached family homes for every taste and budget and as a result, our property portfolio displays a surprising diversity. The core business of the company is the development for homes on the open market, although we are strongly committed to the provision of low cost social housing through predominantly partnerships with Local Authorities, Registered Social Landlords as well as a variety of Government bodies such as the Homes and Communities Agency.

With unrivalled experience of building homes and communities Taylor Wimpey today continues to be a dedicated house building company and is at the forefront of the industry in build quality, design, health and safety, customer service and satisfaction. Taylor Wimpey is committed to creating and delivering value for our customers and shareholders alike. Taylor Wimpey combines the strengths of a national developer with the focus of small local business units. This creates a unique framework of local and national knowledge, supported by the financial strength and highest standards of corporate governance of a major plc.

Taylor Wimpey Strategic Land, a division of the UK business, is responsible for the promotion of future development opportunities, such as this site, through the planning system. The local business unit that will, in conjunction with Strategic Land, carry out housing and related development as part of this is Taylor Wimpey North West based in Warrington.

Sustainability Plan



Appendix 2: Site Sustainability

Access to Education Facilities Access to Retail Facilities

Education facilities are shown in yellow on the Sustainability Plan and described below:

There are two primary schools within 2km of the site comprising:-

- Edenfield Church of England Primary School (0.5km);
- Stubbins Primary School (1.5km).

The Haslingden High School falls just beyond the 2km catchment (2.4km from the centre of the site). In addition, the Recreation Ground to the immediate south of the site is in use as a nursery.

The Market Street site is therefore well located in relation to education facilities and thereby accords with national planning guidance on the location of housing development.

The site is located within close proximity of a variety of services and facilities, meeting local shopping and employment requirements for the site. The below listed retail facilities are indicated in light green on the Sustainability Plan.

Neighbourhood stores in the vicinity of the site include:

- Market Street News (450m);
- Valentine's Butchers (530m);
- Sixsmiths Bakery (550m);
- Edenfield Mini Mart (1km).

The Village Pharmacy is located approximately 450m south of the site.

The Market Street site is therefore well located in relation to local shops and services and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Sports and Recreation Facilities

Sports and recreation facilities are shown in green on the Sustainability Plan. The site is located in close proximity to the following key sports and recreation sites:-

- Children's play area (Exchange Street) (0.6km);
- Edenfield Cricket Club (0.6km).

The Market Street site is therefore well located in relation to sports and recreation facilities and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Healthcare & Community Facilities

The community facilities listed below are shown in pink on the Sustainability Plan opposite:

- The Village Pharmacy (450m).

The site is located in close proximity to a number of public houses, restaurants and takeaways:

- The Drop Off Cafe (350m);
- The Coach and Horses (350m);
- Golden Kitchen (430m);
- Bizzy Plaice Fish and Chips (480m);
- Rostron Arms (530m).

The site is also around 450m of Edenfield Parish Church.

The Market Street site is therefore well located in relation to community services and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Taylor
Wimpey

Market St **Edenfield**

Published by Taylor Wimpey UK Limited

APPENDIX 2 – EDENFIELD ALLOCATION – JOINT CONCEPT MASTERPLAN



KEY:

- Draft housing allocation boundary
- Existing Public Right of Way
- Existing vegetation
- Proposed development cell
- Proposed indicative frontage

- Proposed green space
- Proposed woodland
- Proposed highway access
- Proposed primary road
- Proposed secondary road

- Proposed pedestrian/cycle routes
- Potential footpath links
- Potential pedestrian/cycle/emergency connection
- Potential area for SuDS (subject to drainage strategy)

Date: 01.10.2018
Drawn by: SR
Checker: JF
Rev by:
Rev checker:
QM Status: checked
Product Status:
Issue

**North West
Edenfield Local Plan
Representations**

**Combined Illustrative
Masterplan**

Drwg No: 610C-02C Scale: 1: 5,000 @ A3

APPENDIX 3 – CONFIRMATION OF TIME EXTENSION FOR HIGHWAYS WORK

Graham Lamb

From: Anne Stora < >
Sent: 04 October 2018 15:06
To: Graham Lamb
Subject: RE: Rossendale Local Plan Consultation ends Friday 5th October

Hi Graham,

Thanks for your email.

Further to our phone discussion I can confirm that we will require a response from you tomorrow on the Reg 19 Consultation on the Rossendale Local Plan, setting out key issues. Any further comments in relation to highways can be forwarded to us later, though obviously the sooner the better.

Kind regards,

Anne

Anne Stora
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Rossendale Borough Council

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From: Graham Lamb [mailto:
Sent: 03 October 2018 16:56
To: Adrian Smith; Anne Stora
Cc: h.hartley (

); Charlotte Greenway - TW North West

(); Tim Russell
Subject: FW: Rossendale Local Plan Consultation ends Friday 5th October

Dear Adrian/ Anne,

As you are aware, we are preparing a Joint Highway Study in relation to the proposed allocation at Edenfield, which we are intending to submit alongside our representations to the Reg 19 Local Plan consultation, which closes this Friday 5th October.

However, as you will see below, given that the Rossendale Local Plan Highways Capacity Study was only issued yesterday and our Highways consultant has only been able to arrange an initial meeting with your consultants, Mott Macdonald, for tomorrow, it is not going to be possible to complete this work by Friday's deadline.

During our meeting on 14th September, you confirmed that you would allow us an extension to complete this work should the Councils evidence be delayed, and we were hopeful of agreeing such an extension in writing.

As such could we initially agree an extension of 3 weeks until **Friday 26th October**, and if we are able to bring this forward and submit earlier we will confirm as soon as possible.

I shall look forward to hearing from you and would appreciate a response before Friday's deadline.

Kind regards,

Graham Lamb
Associate Planner

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From: Tim Russell < >
Sent: 03 October 2018 16:03
To: Graham Lamb <graham.lamb@pegasusgroup.co.uk>; 'Helen Hartley' <h.hartley@nexusplanning.co.uk>
Subject: RE: Rossendale Local Plan Consultation ends Friday 5th October

Graham/Helen,

Given Mott MacDonald's Highway Capacity Study was only issued a day or so ago, a few weeks later than we were advised when we met Rossendale, and given I'm not due to meet up with Chris Sibthorpe until tomorrow afternoon, we won't be in a position to submit our representations this Friday.

I suggest we advise Rossendale of the situation and confirm our submissions will follow as soon as possible.

Regards

Tim

Tim Russell

Associate

T:

[Connect on LinkedIn](#)



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APPENDIX 4 – EDENFIELD ALLOCATION – EDUCATION REPORT

Education Report

Land West of Market Street,
Edenfield, Rossendale

Taylor Wimpey

Draft

BEN HUNTER
BA DipMS

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Mobile:

E-Mail:

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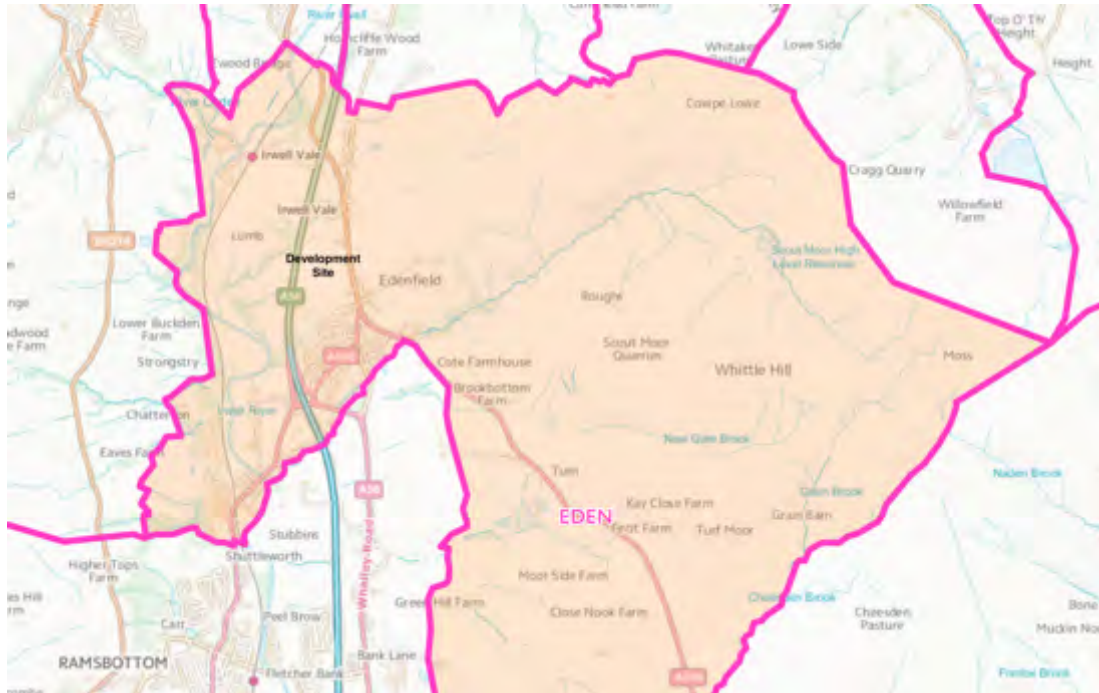
1.0 Introduction

1.1 This report relates to a proposed development of approximately 400 dwellings on land west of Market Street, Edenfield, Rossendale. Edenfield is a village 1 mile north of Ramsbottom, 2.5 miles south of Rawtenstall, and 6 miles west of Norden. The approximate development outline can be seen below in Map 1:



Map 1: Proposed Development Site

1.2 The development is located the north west of the Eden Ward (“the Ward”) within the Rossendale Borough Council (“RBC”) planning area. The Education Authority for the area is Lancashire County Council (“LCC”). The Ward boundaries, and the development’s location within the Ward, can be seen below in Map 2:



Map 2: Ward Boundaries

1.3 This note looks in detail at the trends in dwelling delivery, of births and the age of the population over the last decade to create a context for this proposed development. The history of dwelling delivery identifies the likely proportion of new households, which are characterised by a younger population. The trend in birth numbers, too, is often linked to dwelling delivery and, if rising, to younger populations. Births also indicate the future demand for school places. Finally, the trend in the median age of the population is an indicator of the nature of the area and how sustainable it is. The assumption is that the population should reflect national norms, which includes its ageing. When the balance of dwelling delivery does not maintain the median age of the population at around the national norm, there are implications for social infrastructure.

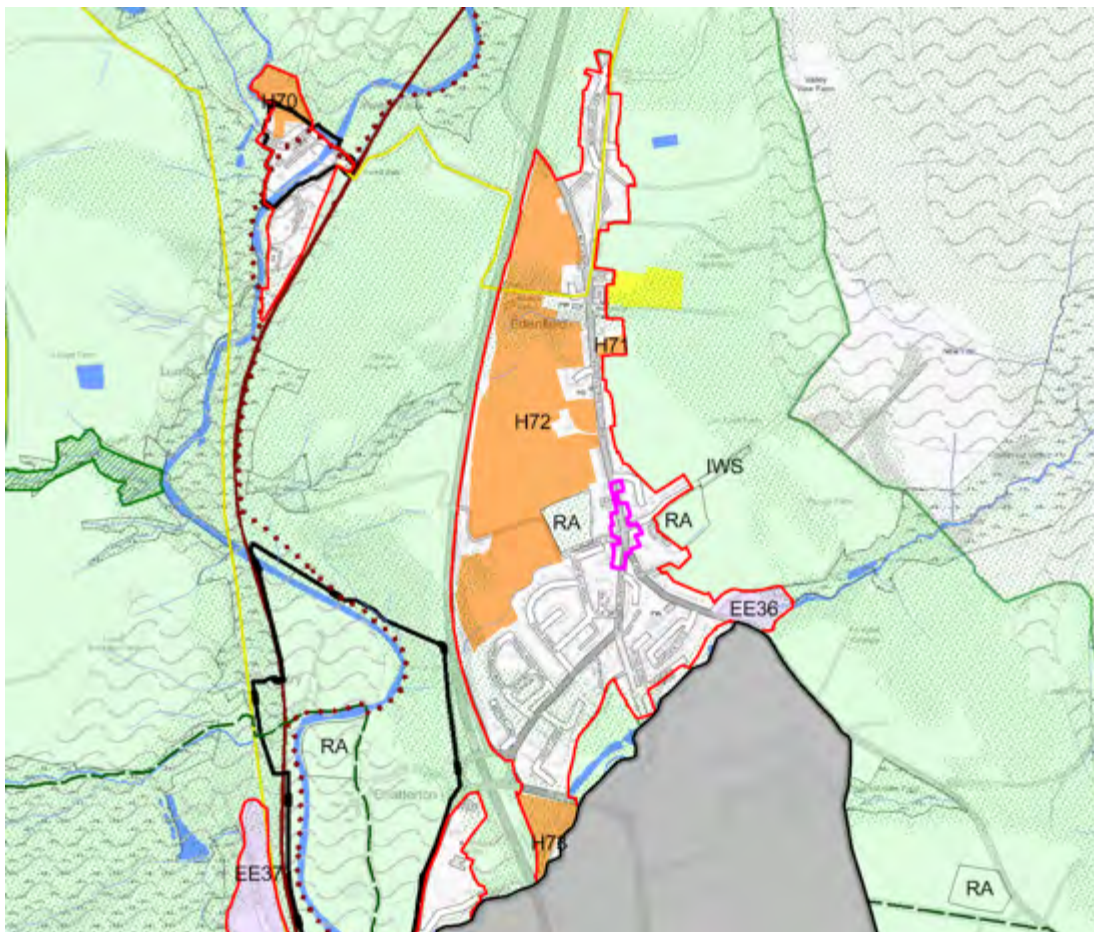
1.4 Existing local schools are identified and mapped with Google Earth, providing the approximate walking distances from the proposed development. The relevant schools, having been sorted by distance, are then described for capacity, numbers of pupils by age, and occupancy levels.

1.5 RBC is currently working on updating their Local Plan, with the intended date for adoption in 2019. Policy HS3 of the emerging Local Plan covers Edenfield. This development is Housing Allocation H72:

Housing Allocation Ref.	Site name	Net developable area (ha)	No. of units proposed	Density (dwellings per hectare)	Delivery Timescale	Greenfield/Brownfield	Allocation	Policy
H72	Land west of Market Street, Edenfield	15.25	400	26	Years 6-15	Mixed but largely greenfield	Housing	HS3

Table 1: Policy H72 in RBC Emerging Local Plan

1.6 The location of the development within Edenfield can be seen in the RBC Policy Map below:



Map 3: RBC Policy Map - Edenfield

1.7 RBC does not have an adopted Community Infrastructure Levy (“CIL”). Policy SD3 of the Emerging Local Plan discusses Planning Obligations, and states the following:

Policy SD3: Planning Obligations

Where developments will create demands for additional services, facilities and infrastructure or exacerbate an existing deficiency the Council may seek a contribution or legal agreement to address this issue where it cannot be suitably addressed through the use of planning conditions or other mechanisms. Where sought such contributions will reflect the most up to date national guidance and may include, but not exclusively, the following issues:

- Affordable Housing
- Public Open Space
- Green infrastructure
- Sustainable transport
- Schools and Educational facilities
- Health infrastructure
- Sports and recreation facilities

1.8 Accordingly it is assumed that any development mitigation will be delivered via Section 106 Planning Obligation. This report continues on that basis.

2.0 Dwellings

2.1 In 2017, the RBC administrative area consisted of 31,910 dwellings, according to Council Tax Returns from the Office for National Statistics. In 2001 the area consisted of 28,580 dwellings, indicating an increase of 3,330 dwellings (11.7%) in the seventeen-year period. This is an average of 196 new dwellings per year. The increase per year can be seen below on Table 2:

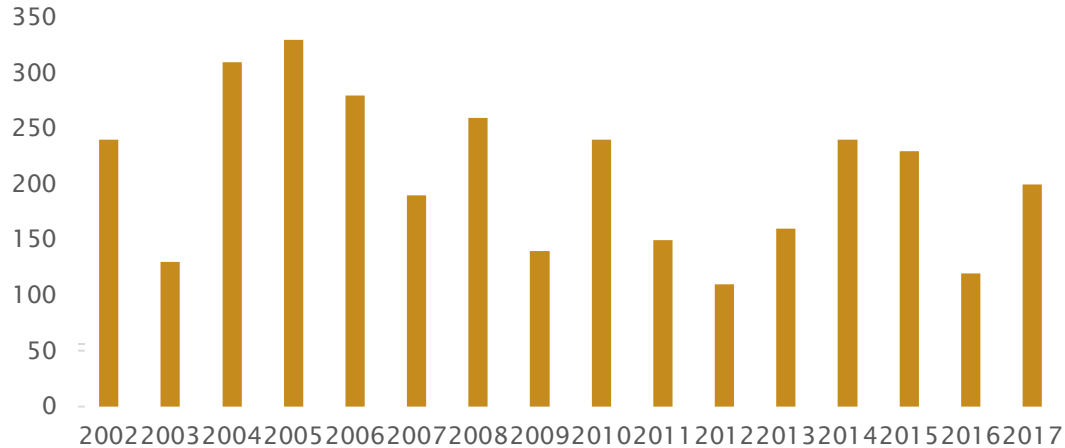
2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
28,580	28,820	28,950	29,260	29,590	29,870	30,060	30,320	30,460	30,700	30,850	30,960	31,120	31,360	31,590	31,710	31,910

Table 2: Occupied Dwellings in RBC

2.2 From a trend perspective, the change per annum has been relatively consistent. The peak of housing delivery was between 2004-2006, with 2005 seeing the highest number of new dwellings at 330. The lowest number of dwellings was seen in 2012 at 110. New dwelling delivery has never dropped below 100 per annum, and only exceeded 300 twice in the period reviewed. This can be seen below in Graph 1:

□

Change in Dwelling Numbers Rossendale



Graph 1: Change in Dwellings RBC

2.3 From a Ward perspective, new dwelling delivery has been very low, and in some years non-existent. 2008 saw no change on the previous year, and 2011 actually saw a decrease in the number of dwellings in the Ward. Dwelling delivery peaked in 2005 at 25 showing that dwelling delivery has been insignificant.

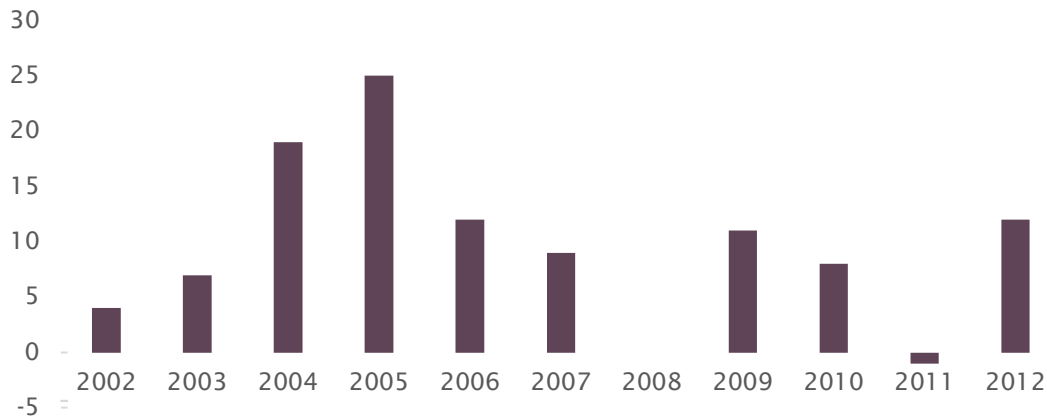
2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
1,524	1,528	1,535	1,554	1,579	1,591	1,600	1,600	1,611	1,619	1,618	1,630

Table 3: Dwelling Numbers – The Ward

2.4 The change in dwelling numbers between 2001 and 2012 can be seen below. The average number of new dwellings per year was 9 per annum:

□

Change in Dwelling Numbers Eden Ward



Graph 2: Change in Dwellings - Eden Ward

2.5 By 2018 (according to Postcode Data from the Post Office) the number of dwellings had increased to just 1,642, or 12 additional dwellings in five years (just 2-3 dwellings per year on average). It's clear that the Ward has not seen any substantial development in the current or previous decade.

3.0 Births

3.1 When looking at births in the RBC administrative area over the same period, the numbers have been reasonably consistent. Births have not dropped below 700; 2003 saw the lowest number of births at 706. Births have not exceeded 900; 2008 saw the highest number of births at 876. The average number of births per annum was 807.

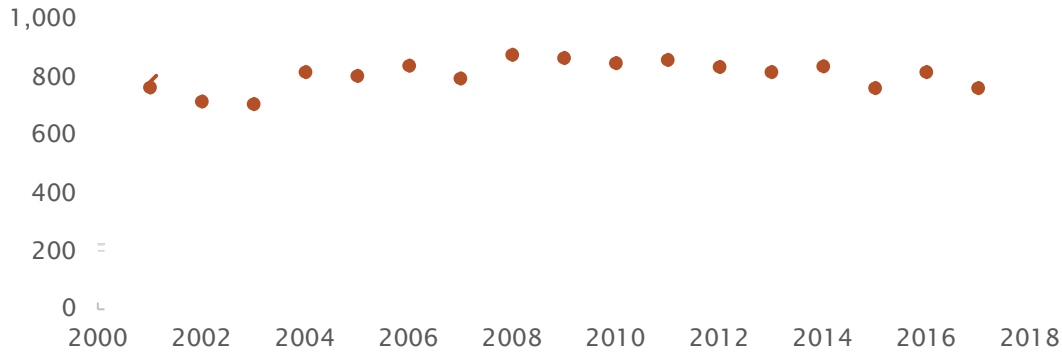
2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
764	715	706	817	803	839	796	876	865	849	859	835	818	837	763	818	763

Table 4: New Live Births - RBC

3.2 Graph 3 plots the births across the review period. It demonstrates a slightly rising trend, but generally consistent:

□

Rossendale Births



Graph 3: New Live Births - RBC

3.3 From a Ward perspective, births have also been consistent although at much lower numbers. 2009 and 2014 both saw the highest number of births at 49. Births have never exceeded this number in the review period. The lowest number of births in the Ward was seen in 2003 at 21. The average number of births per year was 38:

2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
34	39	21	43	39	38	33	36	49	43	35	43	41	49	37	26

Table 5: New Live Births – Eden Ward

3.4 Graph 4 plots the births across the review period. It demonstrates a slightly rising trend, but generally consistent, which concurs with the picture in the Borough:

□

Eden Ward Births

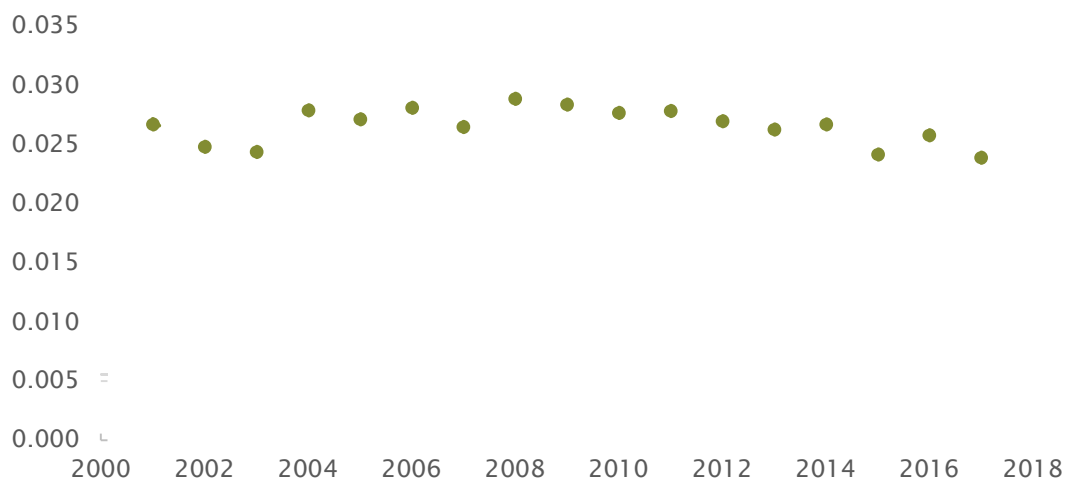


Graph 4: New Live Births – Eden Ward

3.5 Graph 5 charts the average number of births per dwelling in the RBC area over the review period 2001-2017. This shows the highest numbers of births per dwelling were achieved between 2008 and 2011 before dropping off, but generally speaking the trend is one of consistency.

□

Births Per Dwelling Rossendale Borough Council Area



Graph 5: Births per Dwelling - RBC

4.0 Age

4.1 From the Census in 2001, the median age of the population of RBC area was 1.0 year younger than the national picture. By 2016, this difference had changed to 1.0 year older than the national picture. This demonstrates that while the area has consistently been very similar to the national picture in terms of age profile, the RBC area is ageing slightly faster. However, as demonstrated in Table 6, the difference is negligible:

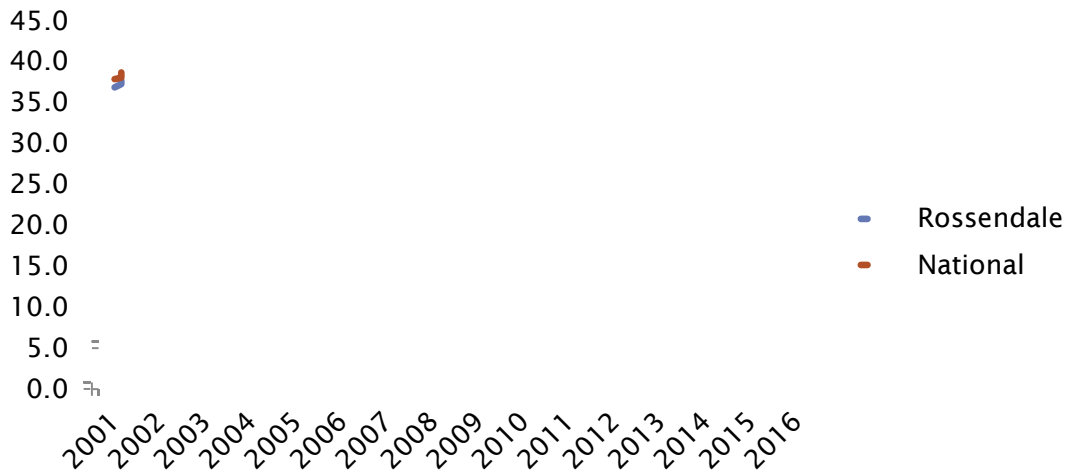
Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Rossendale	36.9	37.3	37.6	37.9	38.1	38.4	38.7	39.2	39.4	39.6	40.0	40.2	40.5	40.7	40.9	41.2
National	37.9	38.1	38.4	38.6	38.8	39.0	39.2	39.3	39.5	39.7	39.9	40	40	40	40.2	40.2
Difference	1.0	0.8	0.8	0.7	0.7	0.6	0.5	0.1	0.1	0.1	-0.1	-0.2	-0.5	-0.7	-0.7	-1.0

Table 6: Median Age RBC

4.2 Graph 6 demonstrates the change over the review period:

□

Median Age Comparison



Graph 6: Median Age in RBC

4.3 From a Ward perspective, the Eden Ward had an average age of 38 in 2001, which was consistent with the national picture. By 2016, however, this had increased to 43.7, which is 3.5 years older than the national picture. This shows that Ward was ageing faster than both the Borough and nationally, and if it continues the birth rate would be expected to drop due to lower fertility rates generally seen in older populations.

4.4 To summarise the demographic picture of the area: in the Borough, dwelling delivery is relatively consistent, births are rising, and the population is aged similarly to the nation as a whole; from a Ward perspective, housing growth is practically non-existent, births are steady and the area is ageing faster than the national picture.

5.0 Migration

5.1 ONS estimate that between the financial years 2004/05 and 2015/16, the RBC area was a net importer of people, with every year seeing an increase of people into the administrative area. The average across the years was an additional 175 new people entering the area per annum, as shown below:

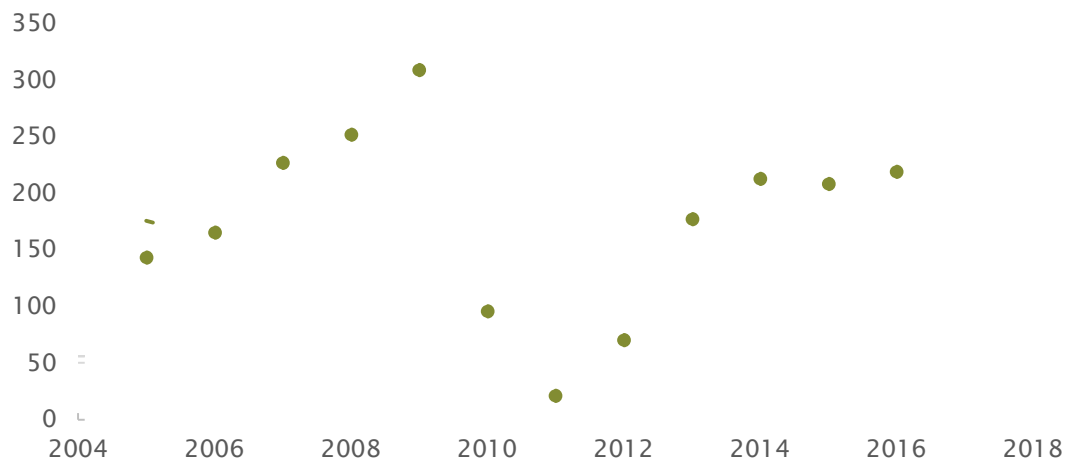
RBC	Mid Year Population Estimate	Long-Term International Migration		Internal Migration (within UK)		Change	
		Inflow	Outflow	Inflow	Outflow		
Year							
2004/05	65,872	50	151	2,947	2,703	143	0.22%
2005/06	66,199	169	131	2,826	2,699	165	0.25%
2006/07	66,623	130	154	3,139	2,888	227	0.34%
2007/08	67,063	113	133	2,902	2,630	252	0.38%
2008/09	67,479	116	125	2,913	2,595	309	0.46%
2009/10	67,824	95	77	2,919	2,841	96	0.14%
2010/11	68,053	146	107	2,860	2,878	21	0.03%
2011/12	68,366	98	53	3,070	3,045	70	0.10%
2012/13	68,744	96	95	3,031	2,855	177	0.26%
2013/14	69,168	108	73	3,296	3,118	213	0.31%
2014/15	69,487	118	75	3,131	2,966	208	0.30%
2015/16	69,886	114	45	3,245	3,095	219	0.31%

Table 7: Migration Flows RBC (ONS)

5.2 From a trend perspective, whilst every year has seen a net influx of people, with varying numbers (between +309 to +21) the trend is one of consistency, as seen in Graph 7:

□

Inward/Outward Migration Flows RBC



Graph 7: Inwards Migration Trend RBC

5.3 When looking at individual ages between 0-16 years (pre-school and school age) between the years of 2011 and 2016, RBC is generally a net importer of most

age groups. From a 0-3-year-old perspective (Pres-school) the average was 9 children per annum (negligible numbers or no consequence to RBC). When looking at 4-10-year-old children (Primary age), this number increases to 51 (0.24FE) and 11-15-year old children (Secondary age) 38 per year. Not particularly large numbers. What is evident is that generally speaking parents do not like moving house with 0-year-old children, as shown below:

Age	NET MIGRATION children						Average
	2011	2012	2013	2014	2015	2016	
0	-10	-9	-4	2	5	12	-0.67
1	1	0	-2	17	2	7	4.17
2	-14	10	5	22	-3	-27	-1.17
3	10	-1	4	10	18	-2	6.50
4	4	25	13	-13	-10	34	8.83
5	15	15	16	-2	14	-1	9.50
6	1	2	4	4	14	1	4.33
7	15	4	10	-2	1	-28	0.00
8	2	5	0	21	5	-1	5.33
9	18	11	12	14	17	43	19.17
10	8	-2	5	5	-1	5	3.33
11	6	-10	-1	17	-6	-22	-2.67
12	12	15	7	6	11	11	10.33
13	8	24	24	4	7	11	13.00
14	5	4	2	3	-5	8	2.83
15	11	17	16	3	24	17	14.67
16	3	6	0	-9	6	2	1.33
0-3	-13	0	3	51	22	-10	8.83
4-10.	63	60	60	27	40	53	50.50
11-15.	42	50	48	33	31	25	38.17

Table 8: Migration Flows RBC (ONS)

6.0 Child Yield

6.1 In 2012 LCC undertook an analysis to determine the number of pupils who attend mainstream schools who live in recently built houses. Based on this analysis LCC uses a method of assessing the impact of a development based on the mix of the size of the development, based on the number of bedrooms in each property to be built.

6.2 LCC's pupil yield for each size of house can be seen in the table below. This is taken from LCC's education contribution methodology in the document "Infrastructure and Planning Annex 2" adopted in November 2017:

No of Bedrooms	Yield per development - Primary	Yield per development - Secondary
1	0.01	0.00
2	0.07	0.03
3	0.16	0.09
4	0.38	0.15
5+	0.44	0.23

Table 9: LCC Pupil Generation Multipliers

6.3 LCC state in their Policy document:

If the bedroom information is not available at the time of assessment, an assumption will be made that all dwellings will be eligible 4-bedroom housing and the development will be assessed on this basis. The application will then be reassessed once accurate bedroom information becomes available - this could be at the Reserved Matters stage of the application.

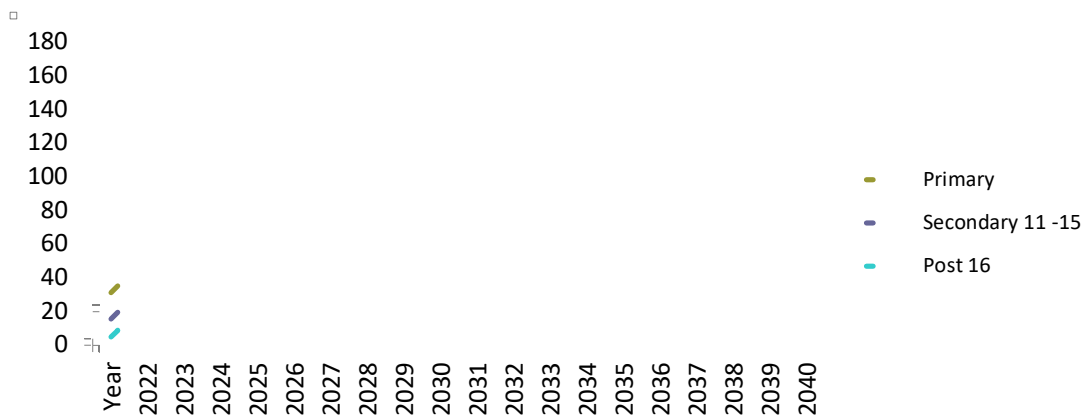
6.4 Working on the basis above LCC forecast the following for this development:

- 400 dwellings x 0.38 = **152 Primary School pupils**
- 400 dwellings x 0.15 = **60 Secondary School pupils**

6.5 When applying the indicative housing mix (20% 2 bed/50% 3 bed/30% 4 bed) provided to inform this report to the LCC Pupil Yield you get the following:

- (80 x 2-bed dwellings) x 0.07 = 6
- (200 x 3-bed dwellings) x 0.16 = 32
- (120 x 4-bed dwellings) x 0.38 = 46
- **TOTAL = 84 Primary School Pupils**
- (80 x 2-bed dwellings) x 0.03 = 3
- (200 x 3-bed dwellings) x 0.09 = 18
- (120 x 4-bed dwellings) x 0.15 = 18
- **TOTAL = 39 Secondary School Pupils**

6.8 Based on a 400-dwelling development with a build-out just in excess of three-years, at an average rate of 130 dwellings per annum (this can be altered and refreshed upon request), this development would be expected to generate, at its peak, 159 Primary School age children resident in 2030 (based on a start date of 2021) and 119 Secondary School age children resident in 2036. The number of 4-year-olds expected to be generated by a development of this size is 25 at its peak, before settling down to 10 per year once the development reaches maturity:



Graph 8: EFM Pupil Trajectory

6.9 What this indicates is that LCC’s pupil yield is acceptable.

7.0 Education

7.1 In our assessment, we consider all Primary schools within a 2-mile walking distance¹, and all Secondary schools that lie within a 3-mile walking distance of the development. The 2 and 3-mile criteria are the distances prescribed in the Education Act beyond which local authorities are required to provide/fund transport where the nearest available school is further away. It is the intention of the planning system and the provision of state-funded schools that the ideal mode of travel to and from school is walking or cycling. The NPPF made this plain at paragraph 38. Paragraph 38 has been replaced by paragraph 104A in NPPF2 with an exhortation to minimise the number and length of journeys. The words ‘within walking distance of most properties’ have been removed.

¹ Distances have been calculated based upon a postcode to the south of the development. Once the development is built, some parts of the site may be further/closer than shown.



Map 4: Two and Three Mile Radius Around Development Site

7.2 The authority is required to make pupil forecasts to the Department for Education on a year of age basis by 'school planning area' and identify each school in the cluster and its capacity. The forecasts cover the period for which birth data is available. Forecasts covered by Section 106 agreements are omitted. For primary school age pupils, the current published data runs to 2022/22 and for secondary 2023/24. These are known as the School Capacity ("SCAP") returns. This is how Government allocates its funding for additional school places that are its responsibility to provide.

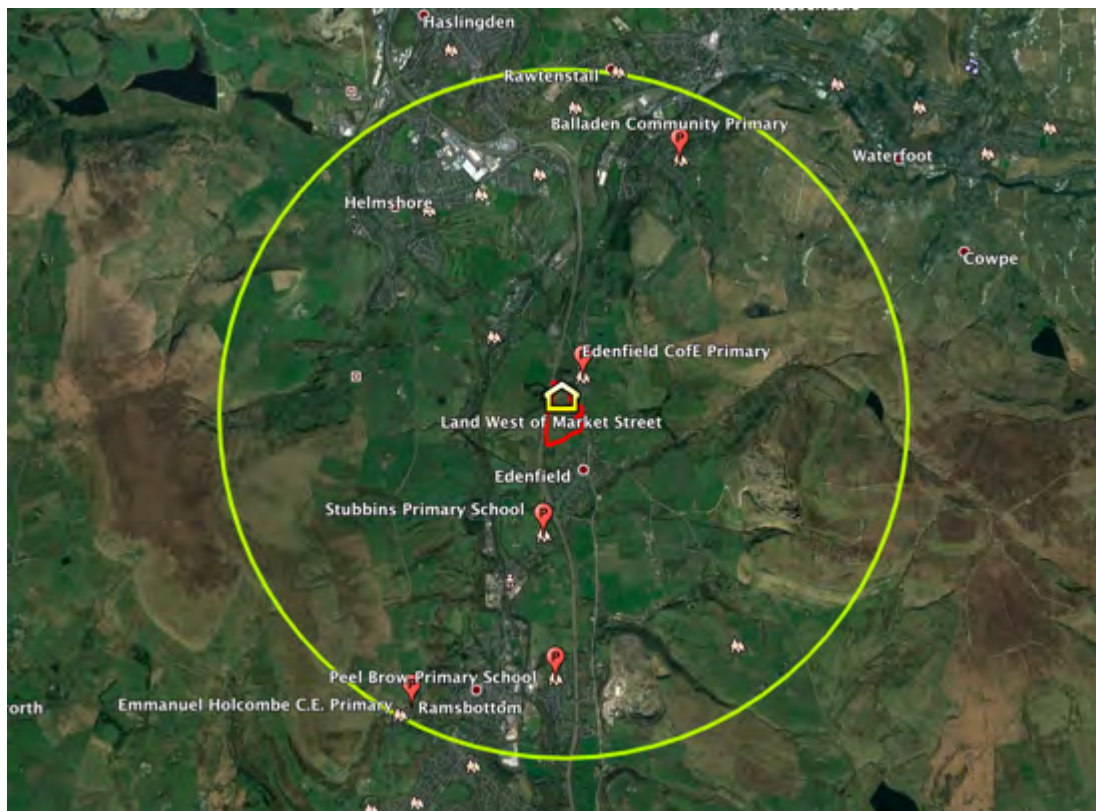
7.3 Schools should be operationally full to meet the financial audit requirement for best value from public assets. This is demonstrative of a properly functioning school system. School funding is predicated on the number of pupils that are on a

school's roll, so is in the best interest of schools to maximise intake within their capacity. Accordingly, many schools take from a wide catchment area and some enroll over capacity.

7.4 The statutory rules on enrolment are that whilst schools may have a catchment area and ordered criteria for admissions, the rules only apply if the school is oversubscribed. Otherwise, whoever applies is admitted irrespective of where they live. This is known as 'More Open Enrolment'. It fosters parental choice of school.

8.0 Primary Education

8.1 Five Primary Schools have been reviewed for capacity data. Four of these schools are in the RBC administrative area, one is over the border in Bury. The location of these schools in relation to the development site can be seen below in Map 5:



Map 5: Primary Schools in relation to the Development Site

8.2 The most recent rolls (in the public domain) of the schools that will serve this development can be seen below in Table 11:

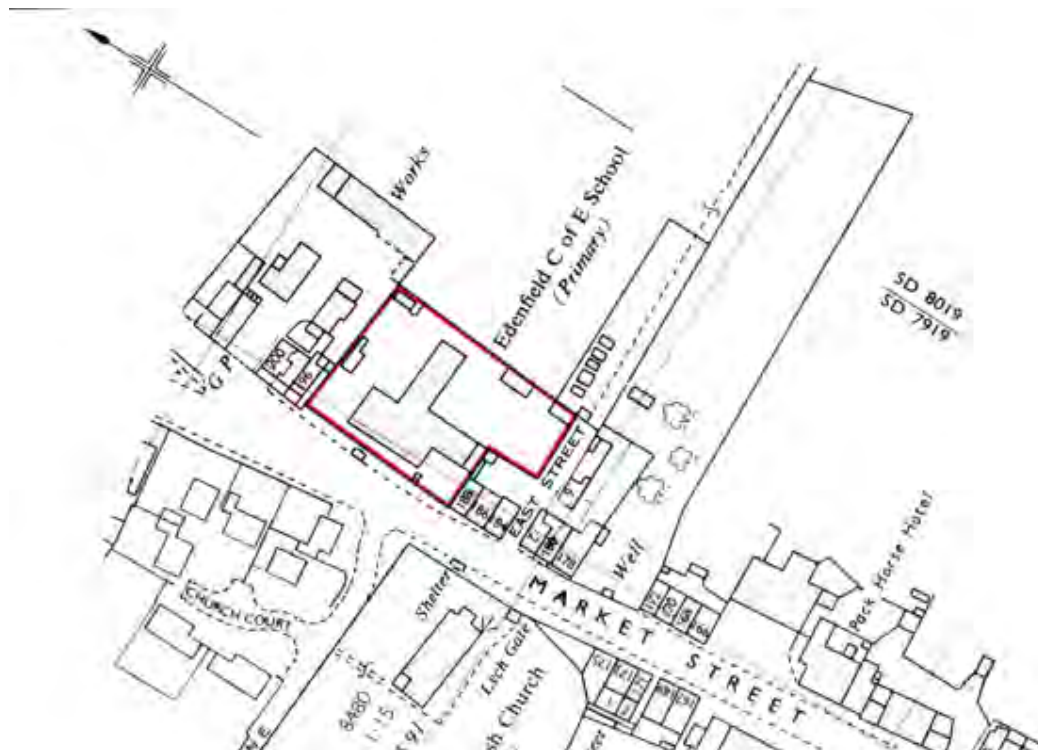
Primary School Name	Postcode	LA Name	Distance (miles)	Capacity	PAN	NoR	Yr R	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6
Edenfield CofE Primary School	BLD 0HL	Lancashire	0.3	175	25	188	29	24	29	26	27	28	25
Stubbins Primary School	BLD 0NA	Lancashire	0.8	210	30	208	30	30	30	28	32	28	30
Balladen Primary School	BB4 6DX	Lancashire	2	210	30	208	29	30	29	29	30	29	32
Peel Brow Primary School	BLD 0BJ	Bury	1.8	210	30	143	19	30	15	16	10	26	16
Emmanuel Holcombe C.E. Primary	BL8 4PA	Bury	2.3	112	16	100	12	16	11	12	16	16	17
TOTAL				917	131	847	119	130	114	111	115	127	120
Suplus							12	1	17	20	16	4	11
Available Surplus %							9.16%	0.76%	12.98%	15.27%	12.21%	3.05%	8.40%

Table 11: School Rolls - January 2018

PAN = Planned Admission Number; NoR = Number on Roll

8.3 The nearest school to this development is Edenfield Church of England Primary School. This school is smaller than a standard 1FE at 25 pupils per year group. The school is currently oversubscribed by 13 places, and full in every year group.

8.4 The site plan from the Land Registry can be seen below. The footprint of the building(s) is very small for a standard 1FE school at 0.23ha, whereas a standard 1FE site is in the region of 1.1 ha (according to Building Bulletin 103). The playing pitches and outside space are adjacent to the school buildings, but are not in the ownership of the Diocese, as they are owned by LCC (land that equates to approximately 0.85ha):



Map 6: Edenfield Primary Site Map (via Land Registry)

8.5 The school is not hampered by being landlocked. There is considerable land that could potentially be acquired to the east of the school site that could accommodate an expansion to the school to take it up to 2FE. A standard 2FE site in the region of 1.8ha-2ha (BB103), so the availability of the land, and the willingness of the Faith-based school to expand, in conjunction with LCC, will ultimately dictate whether this expansion is possible.



Map 7: Edenfield Primary Site Map (via Google Maps)

8.6 From information received to inform this report, it has been discussed that a potential relocation of this school on to this development site has been broached by LCC. The website of the school states the following:

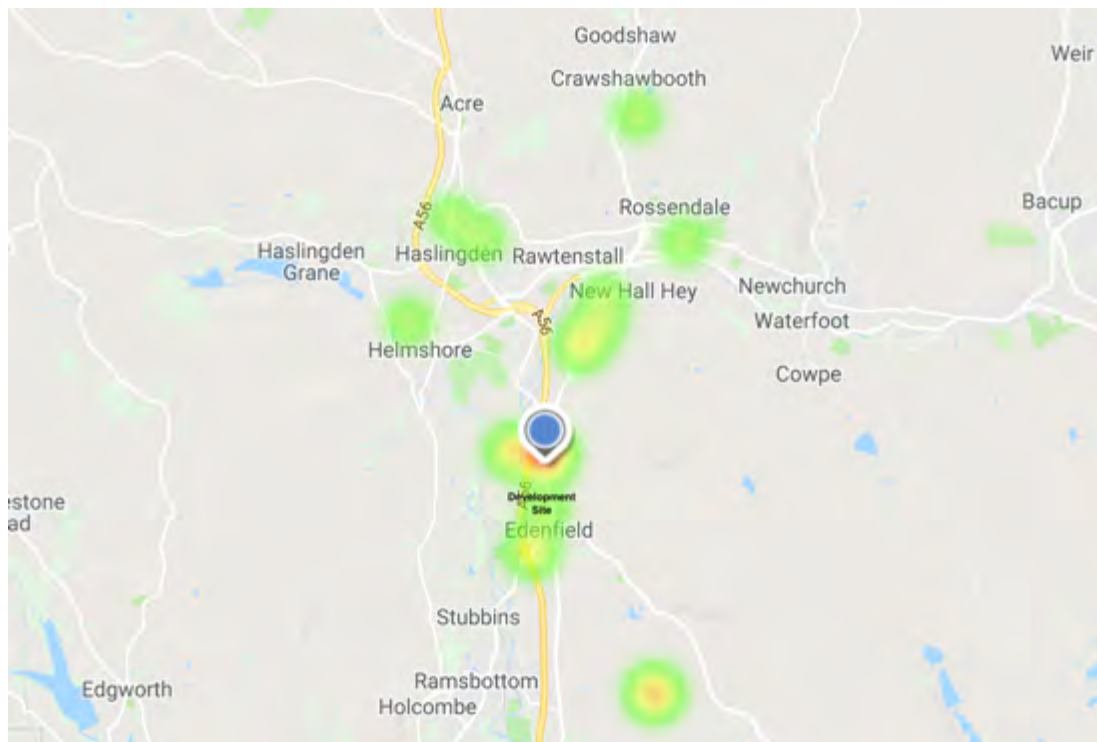
We are extremely fortunate to be housed in a beautiful building within a picturesque rural setting. An extensive refurbishment has significantly improved the school, and we now benefit from additional classrooms and enhanced facilities.

8.7 The planned admission number for the school is 25 per year group (0.83FE) and this hasn't changed since at least 2013/14, so any refurbishment has been undertaken to improve the buildings rather than to increase capacity. If the school has undertaken improvements to the existing buildings this may impact their willingness to then relocate.

8.8 From a relocation perspective, the cost of this project over an expansion is considerable. When looking at the school cost underlying data for Lancashire, a 1FE expansion would be expected to cost in the region of £2.5-3m plus land costs. A new 2FE school (which would only add 1FE's worth of additional provision) would cost in the region of £7m plus land costs. The difference in land costs could also be considerable. For example, if this development site was to provide 2ha for a 2FE school, only 20% of the land would be provided by the development gratis, whereas the remaining 1.6ha would need to be purchased by LCC at full market value for housing. However, if expansion land adjacent to the existing school was to be acquired, there is the possibility that it would be less expensive than acquiring land on the development site.

8.9 If this school was to relocate, the Church would remain the responsible body for running the school. Any school can relocate within a 3-mile straight line without the need for consultation, as schools are not fixed to specific locations. The issue is related to land ownership. The Diocese owns the land on which the school currently resides, and there may need to be a land swap, which adds an additional complication that would need to be agreed.

8.10 From a catchment area perspective, this development is ideally placed for pupils to be able to gain a position at the school, as shown below:



Map 8: Edenfield Primary Catchment Area Heat Map

8.11 The second nearest school to the development is Stubbins Primary School. This is a 1FE school and is full. When looking at the site plan for the school, the school is on a site of approximately 1.67ha. A site of this size could likely accommodate extended provision, and it would make sense for an expansion project to be undertaken at this site. The shape of the site is irregular, which may hamper additional provision. A 0.5FE expansion could be undertaken, which would be more than sufficient to accommodate the expected pupil yield of this development. LCC may prefer to undertake whole expansions though rather than having split classrooms.



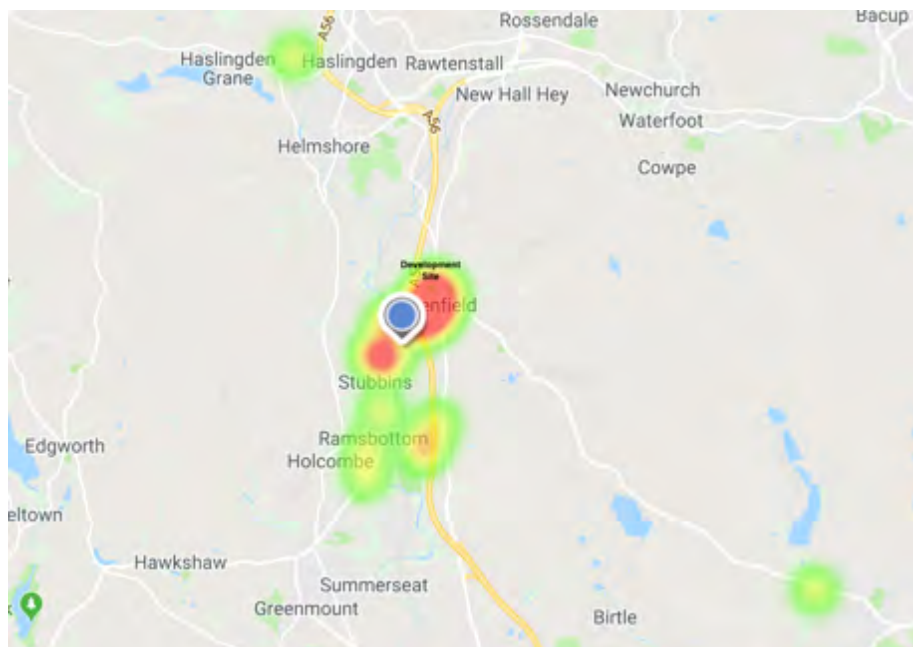
Map 9: Stubbins Primary Site Map (via Land Registry)

8.12 The school is not totally landlocked, as there seems to be space to south and south east of the development that could potentially be acquired to allow for additional playing pitch space. Some of this land does appear to be woodland, so that would need further investigation in order to establish whether it was feasible:



Map 10: Stubbins Primary Site Map (via Land Registry) – 1.67ha

8.13 From a catchment area perspective, this development is comfortably within the current locality this school draws from, and is closer than some of the settlements in which pupils that attend this school reside, as demonstrated in Map 11:



Map 11: Stubbins Primary Catchment Area Heat Map

8.14 When looking at the other schools in the vicinity of the development:

- Balladen Primary School is a 1FE school two-miles walking distance from the development site, and is full;
- Peel Brow Primary School is over the administrative border in Bury, 1.8 miles walking distance from the development site, and has capacity in most year groups. LCC will not consider this school as capacity for the development, as they are only concerned with schools in their area. However, the school could provide additional options for parents on this site as spare capacity can be utilised by anyone that wants it providing admissions criteria does not need to be applied;
- The final school reviewed for capacity is Emmanuel Holcombe C.E. Primary, also in Bury. This is a small school (approximately 0.5FE) with very little spare capacity, 2.3 miles walking distance from the site. This school should therefore not be relied upon for capacity for this development.

8.15 This development is expected to start around 2021, which means that the school system will start to be impacted in the years that follow, so LCC will be cognisant of school projections when it comes to forecasting the need for planning obligations.

8.16 The two nearest schools to the development site are in their own Primary Planning area. Collectively they have a capacity of 385:

LA Name	School Name	Phase	May 17 NOR	Net Capacity
Lancashire	Ramsbottom Stubbins Primary School	PS	205	210
Lancashire	Edenfield Church of England Primary School	PS	178	175

Table 12: Rossendale/Ramsbottom Primary Planning Area

8.17 In the 2016/17 academic year, the schools had a roll of 388. The demand is not expected to change by 2021/22, likely due to the lack of development in the immediate area, as discussed in Section 2 of this report. This development has not been factored in to the projections, as they only consider submitted planning applications that have been approved when forecasting school rolls. This development would be expected to take the schools further over capacity.

LA 888 **Area Code 8881403**
LA Name Lancashire **Area Name Rossendale/Ramsbottom**

Year Group	R		
Actual 1617	58	Sum 1617	388
Forecast 1718	54	Sum 1718	398
Forecast 1819	63	Sum 1819	405
Forecast 1920	52	Sum 1920	408
Forecast 2021	44	Sum 2021	396
Forecast 2122	44	Sum 2122	386

Table 13: SCAP Projections - LCC

8.18 When looking further afield, Balladen Primary School is combined with nine additional schools to form the Rossendale/Rawtenstall Primary Planning Area. These schools have a combined capacity of 2,179:

LA Name	School Name	Phase	May 17 NOR	Net Capacity
Lancashire	Water Primary School	PS	117	140
Lancashire	Waterfoot Primary School	PS	316	315
Lancashire	Rawtenstall Balladen Community Primary School	PS	210	210
Lancashire	Crawshawbooth Primary School	PS	318	315
Lancashire	Rawtenstall St Paul's Church of England Primary	PS	273	270
Lancashire	St Mary's CofE Primary School Rawtenstall	PS	194	199
Lancashire	Rawtenstall Newchurch Church of England Primary	PS	126	180
Lancashire	St Anne's Church of England Primary School,	PS	139	204
Lancashire	St Peter's Roman Catholic Primary School,	PS	146	140
Lancashire	St James-the-Less Roman Catholic Primary School,	PS	212	206

Table 14: Rossendale/Rawtenstall Primary Planning Area

8.19 By 2021/22, these schools are forecast to be at capacity. Additional development will impact these schools further, and require the need for additional provision:

LA 888 **Area Code 8881404**
LA Name Lancashire **Area Name Rossendale/Rawtenstall**

Year Group	R		
Actual 1617	312	Sum 1617	2049
Forecast 1718	307	Sum 1718	2091
Forecast 1819	286	Sum 1819	2107
Forecast 1920	328	Sum 1920	2157
Forecast 2021	284	Sum 2021	2179
Forecast 2122	284	Sum 2122	2189

Table 15: SCAP Projections - LCC

8.20 As discussed in this report, planning obligations towards additional Primary School provision are justified. At present, LCC apply a cost per pupil place for Primary Education of £14,217.31. When applying this to the pupil yield detailed in Section 6, you get the following:

- $£14,217.31 \times 84 = \mathbf{£1,194,254.04}$

8.21 There are a number of options for projects with which to utilise these funds. This includes acquiring additional land at Edenfield Primary School and expanding the existing provision; also, expanding the provision at Stubbins Primary School. Both of these prospective projects have been discussed. There is also the possibility of a new facility on a portion of land on this development. This suggestion is broached in the Emerging Local Plan, which states:

Provision for a one form entry Primary School on site if Edenfield Primary School cannot be expanded to the required level

8.22 If a school site was to be reserved on this development, a site large enough to accommodate 2FE would likely be required to allow for future expansion (safeguarding future places) This is in line with the preferred approach of the Education and Skills Funding Agency (ESFA the operations arm of the Department for Education), who want 2FE schools as a default for new facilities². A 2FE site would be in the region of 1.8-2ha; a 1FE school site is approximately 1.2ha.

8.23 However, as discussed in Section 6 of this report, this development is only expected to generate 20% of a 2FE School's worth of children (41% of a 1FE). Accordingly, beyond the monetary planning obligation, only 20% of a 2FE site would be provided for free as part of this development's mitigation. The rest would be purchased by LCC at full market value for housing. Whether LCC would be prepared to agree to this level of expenditure when cheaper options are available is questionable.

8.24 Should a 2ha site be reserved on this development, LCC would favour a regular shape (square or rectangular), preferably not landlocked, and fully remediated. The site would need to be accessible, preferably close to commencement of development so that LCC can manage the build and ensure capacity is there when it's needed.

² The default position for new schools is that they are Academies – independent state-funded schools. To establish a Free School Academy, the local authority seeks an operator and recommends same to the Education Secretary of State. The ESoS then enters into a Funding Agreement with the operator and thereafter provides the operating revenue funding. It is difficult to secure an operator for a 1fe school due to funding levels not meeting operating costs. The Small Schools Budget Uplift used by local authorities to help small schools is not available.

8.25 The RBC Infrastructure Delivery Plan states the following for Primary provision:

LCC have indicated that if the planned level of development proposed at Edenfield goes ahead they may require either a school extension or a new school. The cost of a new School would be in the region of £4 million. Any standalone new primary school (i.e. not a multi-site element of an existing school) brought forward would be a Free School and not maintained by education authority.

8.26 The £4m discussed here is related to a 1FE facility, not 2FE, which as discussed may not be supported by the ESFA. Even if this level of provision was delivered, this development would only be responsible for funding their portion of it. Beyond that would not be “fairly and reasonably related in scale and kind to the development”.

8.27 New schools are rarely popular with existing schools as it means additional competition. Parents often favour new builds so that may draw future pupils away from the more established schools. As schools are funded on a per pupil basis, a reduction in school rolls can have a detrimental impact on the ability of schools to operate effectively. This may explain LCC’s discussions regarding relocation rather than delivering a new Academy. However, a school expansion, if possible, would be more cost effective, and would provide an appropriate additional level of provision, whereas a new school may over-provide provision, and a relocation would not be cost effective or appropriate bearing in mind the recently refurbished Edenfield Primary School building.

9.0 Secondary Education

9.1 Five schools have been reviewed for capacity data, four of which are in Lancashire, with the southernmost school over the administrative border in Bury. The location of the schools in relation to the development site can be seen below:



Map 12: Secondary Schools in relation to the Development Site

9.2 The most recent roll numbers in the public domain for these schools can be seen below in Table 16:

Secondary School Name	Postcode	LA Name	Distance (miles)	Capacity	PAN	NoR 7-11	Yr 7	Yr 8	Yr 9	Yr 10	Yr 11	Post 16
Haslingden High School	BB4 4EY	Lancashire	1.6	1493	270	1345	271	275	264	265	270	227
All Saints RC High School	BB4 6SH	Lancashire	2.5	588	116	460	106	99	86	87	82	0
Alder Grange	BB4 8HW	Lancashire	3.3	902	135	724	142	148	150	145	139	152
Bacup and Rawtenstall Grammar	BB4 7BJ	Lancashire	3.8	1121	180	870	180	180	180	180	150	394
Woodhey High School	BLO 9QZ	Bury	2.8	1161	210	1105	228	226	223	218	210	0
TOTAL				5265	911	4504	927	928	903	895	851	773
Suplus							-16	-17	8	16	60	
Available Surplus %							-1.76%	-1.87%	0.88%	1.76%	6.59%	

Table 16: School Rolls – January 2018

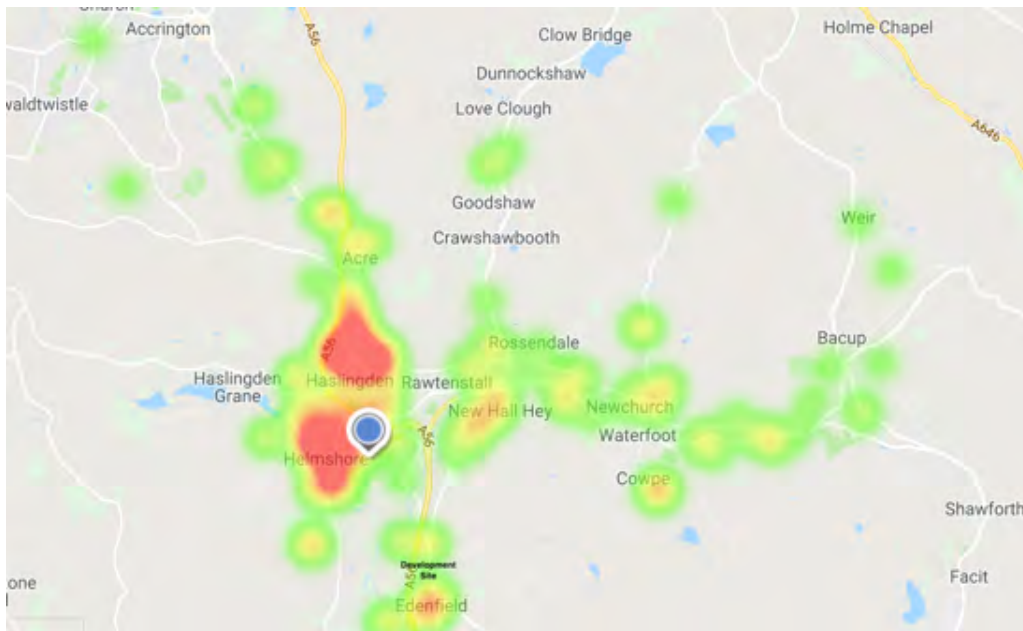
PAN = Planned Admission Number; NoR = Number on Roll

9.3 The nearest school to the development site is Haslingden High School. The linked areas to this school can be seen below:

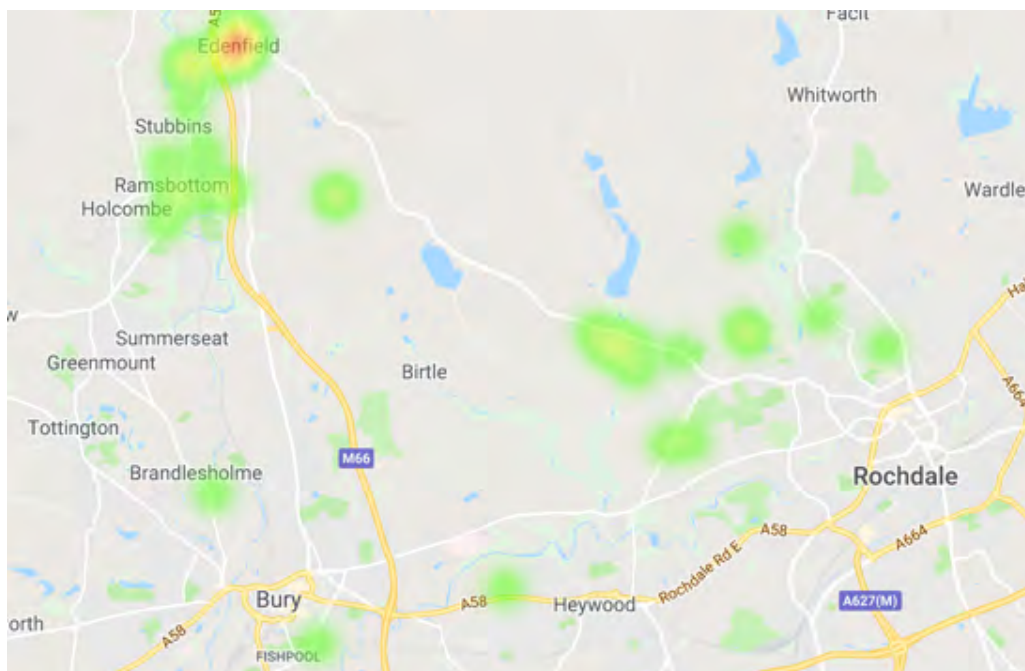
Haslingden High School and Sixth Form – (14/109)

This school mainly services the area of HASLINGDEN - Haslingden, Helmshore, Rising Bridge, Edenfield, Stubbins, Turn, Chatterton and Strongstry.

9.4 Haslingden High School accommodates 270 pupils per year group (9FE) meaning it is already quite a large Secondary School. As of January 2018, the school was full or oversubscribed in every year group. The Maps below show the current catchment area of the school, and the development's location within this area:



Map 13: Haslingden High School Catchment Area Heat Map



Map 14: Haslingden High School Catchment Area Heat Map (South)

9.5 When looking at the other schools in the vicinity of the development:

- All Saints RC High School currently has 128 surplus places across five year groups and is currently operating at 78% capacity. The school is 2.5 miles walking distance from the development site;
- Alder Grange has a planned admission number of 135 and is oversubscribed in every year group;
- Bacup and Rawtenstall Grammar School has a selective admissions criterion and is therefore not reliable capacity. They currently accommodate 180 per year group (6FE) and are completely full;
- Woodhey Secondary is a 7FE Secondary school over the border in Bury and is oversubscribed.

9.6 From a projection perspective, four of the five schools reviewed are grouped with two additional schools to form the Rossendale Secondary Planning Area. The schools have a collective capacity of 5,788.

LA Name	School Name	Phase	May 17 NOR	Net Capacity
Lancashire	Alder Grange School	SS	886	902
Lancashire	Fearns Community Sports College	SS	314	1034
Lancashire	Whitworth Community High School	SS	595	650
Lancashire	Haslingden High School and Sixth Form	SS	1549	1493
Lancashire	All Saints' Roman Catholic High School, Rossendale	SS	450	588
Lancashire	Bacup and Rawtenstall Grammar School	SS	1246	1121

Table 17: Rossendale Secondary Planning Area

9.7 In 2016/17, the schools had a combined roll of 5,072, meaning a combined surplus capacity of 716. By 2023/24, the school rolls are expected to increase to 5,700, reducing the surplus capacity to 88 places. When adding the additional impact of new development, it is likely that additional places will be required:

LA 888		Area Code 8880014	
LA Name Lancashire		Area Name Rossendale Secondary	
Secondary Change 628			
Year Group	7	Sum	
Actual 1617	886	Sum 1617	5072
Forecast 1718	924	Sum 1718	5188
Forecast 1819	963	Sum 1819	5311
Forecast 1920	970	Sum 1920	5439
Forecast 2021	914	Sum 2021	5498
Forecast 2122	971	Sum 2122	5587
Forecast 2223	975	Sum 2223	5666
Forecast 2324	961	Sum 2324	5700

Table 18: SCAP Projections - LCC

9.8 In terms of planning obligations, LCC would currently be justified in requesting Secondary School development mitigation. The nearest school to the development (which is the catchment school) is full. The roll at all of the schools in the vicinity of the development and beyond are expected to increase. New provision will likely be required. LCC will need to ensure that the planning obligations are justified by applying them to a school that will serve this development (“directly related”).

9.9 LCC’s current cost multiplier for Secondary Schools is £21,423.27 per pupil. Therefore, when applying the child yield in Section 6, you get the following:

- $38 \times £21,423.27 = £814,084.26$

9.10 The projections and rolls at the Secondary Schools should be reviewed when the application is made and the Section 106 negotiated in order to ensure they are still justifiable and required.

10.0 Early Years

10.1 Under the Childcare Act 2006, local authorities have specific duties to secure:

- Sufficient and suitable childcare places to enable parents to work, or to undertake education or training which could lead to employment
- Sufficient and suitable early years places to meet predicted demand
- Free early years provision for all 3 and 4-year olds (and more recently the 40% most vulnerable 2-year olds) of 15 hours per week 38 weeks per year.

10.2 The Childcare Act 2016 includes an extension to the current entitlement and, from September 2017, provides an additional 15 hours (per week 38 weeks per year) of free childcare for 3 and 4-year old children from working families who meet the following criteria:

- Both parents are working (or the sole parent is working in a lone parent family)
- Each parent earns, on average, a weekly minimum equivalent to 16 hours at national minimum wage and less than £100,000 per year.

10.3 LCC's most recent Child Sufficiency Assessment 2016-2017 states the following:

Data suggests Lancashire has a good spread of places across age groups, provider type and across all districts. Vacancy data suggests that there is childcare available across each age group within each district.

10.4 This states that there is no specific need for new provision in the LCC administrative area, which indicates that no planning obligations are required.

10.5 There are two exceptions to this: firstly, if a new school is delivered on site. New Primary schools tend to include provision for Early Years. This would be planned into the design of the school and would take up no more than 0.2ha of the total build project. Early Years perspective, provision is provided in a number of ways. Basic pre-school nursery classes (part-time education for 3 and 4-year old children) appears in the baseline designs for schools issued nationally. Alternatively, a stand-alone Nursery (potentially in the local centre) in the form of space could be operated by a private provider. The building, or space within a building, is then provided for rent. This could fulfill the requirements of this element of provision, should LCC stipulate the need to provide it. However, planning obligations towards this provision is unlikely to be required.

11.0 Special Education Needs

11.1 There is no precedent to refer to where LCC have requested Special Needs contributions from new developments. Additionally, it is very difficult to ascertain whether any children with SEN would come forward from this development. If direct need cannot be identified, then a planning obligation is not required.

12.0 Conclusion

12.1 From a Primary School perspective, planning obligations are justified due to a lack of provision currently available to serve this development. There are options for how this contribution could be utilised: expanding existing provision at one of the local schools, relocating existing provision on to this site, or creating new provision on this site. Due to the number of pupils this development is expected to generate, and the cost implications of the projects, it would make most sense to expand existing provision. This would also remove the need for land to be provided on this development, much of which would need to be purchased by LCC at full market value. Further discussions would need to be undertaken with LCC in order to establish their preference, and the feasibility of school expansions.

12.2 From a Secondary perspective, planning obligations are justified due to the current lack of capacity at the catchment Secondary School, and the forecast increase in rolls by the time this development is expected to generate pupils. LCC will need to identify a scheme at a school that will serve this development to ensure that the obligation is CIL Regulation 122 compliant.

12.3 From an Early Years/SEN perspective, planning obligations are not justified and are unlikely to be requested.

APPENDIX 5 – RANDALL THORP LANDSCAPE REBUTTAL – EDENFIELD

Rossendale Draft Local Plan

Rebuttals to Council's
Evidence Base relating to
Market Street, Edenfield

18 September 2017

Prepared for:

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1. Introduction

- 1.1. Land west of Market Street, Edenfield is being promoted by Taylor Wimpey for the delivery of approximately 240 new family and affordable homes during the next plan period. The site extends to 12.5 Ha and is located to the north west of the village of Edenfield, bounded by Market Street to the east and the A56 to the west.
- 1.2. The case for allocating this site for housing development as part of the emerging Rossendale Local Plan has been presented within a Development Statement relating to the site which was submitted to Rossendale Borough Council in September 2016. The Development Statement outlines the exceptional circumstances that support the need to amend the Borough's Green Belt. The allocation of this site for residential development will deliver open market and affordable housing of a type, quantity and quality that will make a significant contribution to the future growth needs of Rossendale.
- 1.3. The site has been included as a draft allocation within the new Draft Local Plan, which we strongly support, however we have concerns over the analysis and conclusions in relation to the site as presented within the following evidence base documents for the Draft Local Plan:
 - **Rossendale Green Belt Review (November 2016);**
 - **Lives and Landscapes Assessment for Rossendale Borough Council (July 2015)**
- 1.4. This note considers the assessment of the site within these two reports, drawing attention to analysis and/or conclusions with which we disagree, or where we consider that further clarification or detail is required within the evidence base documentation.

2. Rossendale Green Belt Review (November 2016)

The study and its aims

- 2.1. The Taylor Wimpey site, referred to as 'Market Street, Edenfield' is currently designated as Green Belt and is therefore subject to assessment as part of the Rossendale Green Belt Review (November 2016).
- 2.2. The site is referenced as **parcel 43** for the purposes of the Green Belt Assessment. This land parcel includes some buildings and woodland at its northern extent which are outside of the proposed Taylor Wimpey site.
- 2.3. The purpose of the Green Belt Review is to '*assess the extent to which the land within the Rossendale Green Belt performs the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF)*'. These are:
 - **Purpose 1:** To check the unrestricted sprawl of large built up areas;
 - **Purpose 2:** To prevent neighbouring towns merging into one another;
 - **Purpose 3:** To assist in safeguarding the countryside from encroachment;
 - **Purpose 4:** To preserve the setting and special character of historic towns;
 - **Purpose 5:** To assist urban regeneration, by encouraging the recycling of derelict and other urban land.
- 2.4. The NPPF attaches great importance to Green Belts and stresses that their essential characteristics are '*openness and permanence*'.
- 2.5. One of the key aims of the Rossendale Green Belt Review is to '*provide clear conclusions on the relative performance of Green Belt which will enable Rossendale Borough Council to consider whether there are 'exceptional circumstances' (under paragraph 8, NPPF) to justify altering Green Belt boundaries through the Local Plan process, i.e. to enable existing Green Belt land to contribute to meeting Rossendale's housing needs.*'

The report conclusions in respect of the site

- 2.6. The overall conclusion of the assessment in relation to parcel 43 is that the site does have potential to be released from the Green Belt. The resulting degree of harm to the Green Belt has been assessed to be '*medium*'.
- 2.7. Medium degree of harm is defined as a site which '*makes a MODERATE contribution to one or more GB purposes. No STRONG contribution to any purpose*'.
- 2.8. The following table indicates the assessment ratings for parcel 43 against the purposes of Green Belt:

Parcel reference	Assessed contribution to Green Belt Purposes				
	Purpose 1a	Purpose 1b	Purpose 2	Purpose 3	Purpose 4
	To check the unrestricted sprawl of large built up areas		To prevent neighbouring towns merging into one another	To assist in safeguarding the countryside from encroachment	To assist in urban regeneration, by encouraging the recycling of derelict and other urban land
Does the parcel exhibit evidence of existing urban sprawl and consequent loss of openness?	Does the parcel protect open land from the potential for urban sprawl to occur?				
43	Moderate	Moderate	Weak	Moderate	No contribution

The contribution of the site to Green Belt Purpose 1: to check the unrestricted sprawl of large built up areas

- 2.9. Appendix 4.1 of the Green Belt Review contains the ‘Detailed Green Belt Assessment’ for each site.
- 2.10. Against purpose 1 the notes for land parcel 43 state *‘there are a limited number of urbanising features within the parcel’*, and conclude that the site provides a *‘moderate’* contribution to Green Belt purpose 1.
- 2.11. It is accurate to state that the site itself has limited urbanising features, however the assessment gives limited consideration to the influence of the immediate surroundings upon the site. The site is currently ‘sandwiched’ between residential properties within Edenfield on higher land to the east, which overlook the site, and the A56 dual-carriageway to the west which is a source of noise and features visible street lighting. These urbanising features detract from the existing sense of openness within the site (as is acknowledged in the Assessment) and provide an urban-fringe character to the site itself.
- 2.12. The urban-fringe nature of the site, and its physical severance from the wider open landscape to the west, beyond the A56 dual-carriageway, mean that the site has potential to accommodate appropriately designed residential development without the development appearing as urban sprawl.
- 2.13. Existing built form in the north of Edenfield currently presents the form of ‘ribbon development’ extending northwards from a more ‘rounded’ southern part of the village. Ribbon development can, in itself, be considered as a form of urban sprawl. Appropriate development of the site would result in a ‘rounding-off’ of development in the northern part of Edenfield. Development would be extended up to a strong and permanently defensible boundary in the form of the A56, with no further potential for urban sprawl to occur beyond

the land parcel to the west. As the Assessment concludes at Table 4.4 *'this could create a stronger Green Belt boundary and settlement edge'*.

- 2.14. Land to the south of the site is currently part recreation land, presenting some urban characteristics, and part agricultural land in the form of a small field which is influenced by existing surrounding housing to the south, and framed by woodland to the west. This land is also being considered for Green Belt release and is assessed in the Green Belt Assessment as land parcel 44.
- 2.15. On the basis of the above, it is our consideration that land parcel 43 provides a limited and therefore 'weak' contribution to the overall purpose 1 of the Green Belt: to check the unrestricted sprawl of large built up areas, particularly if considered along with the strategic release of the immediately adjacent land parcel P44 to the south.

The contribution of the site to Green Belt Purpose 3: to assist in safeguarding the countryside from encroachment

- 2.16. Appendix 4.1 of the Green Belt Review contains the 'Detailed Green Belt Assessment' for each site.
- 2.17. Against purpose 3 the notes for land parcel 43 state *'there is a sense of encroachment within the parcel as a result of a small number of detached properties located along the eastern boundary, and the visual influence of the adjoining settlement edge to the east, and the presence of the A56 dual-carriageway which defines the western boundary. The majority of the parcel comprises farmland it displays the characteristics of the open countryside but lack a strong and intact rural character'*. The notes conclude that the site provides a 'moderate' contribution to Green Belt purpose 3.
- 2.18. The Assessment acknowledges the urbanising influences upon the site, but undervalues the detachment from the wider countryside that the site has due to the A56 dual-carriageway. As already discussed, the site presents an urban-fringe character relating more strongly to the urban settlement than the wider countryside, which is considered to be the low lying River Irwell valley to the west of the A56 dual carriageway and the rising hills of Holcombe Moor beyond, which are strongly rural and open in character. The A56 dual carriageway provides a strong and permanently defensible boundary to the open countryside to the west which would safeguard the true 'open countryside' from encroachment.
- 2.19. On the basis of the above, it is our opinion that although land parcel 43 contains characteristics of the countryside it is influenced by urban development (roads with street lighting, existing housing, and a formal recreation area) on all sides. The urban influences compromise the sites openness and create an 'urban fringe' character rather than an 'open countryside' character. It is therefore our consideration that the site makes a limited and 'weak' contribution to purpose 3 of the Green Belt: to assist in safeguarding the countryside from encroachment.

Resulting degree of harm to the Green Belt

- 2.20. Based upon the above, we consider that the site provides only ‘weak’ contributions to the purposes of the Green Belt and therefore the potential level of harm caused by the release of the site from Green Belt in accordance with the ‘Framework for assessing harm’ at Table 4.2 of the Assessment should be ‘low’.

Appropriate design mitigation

- 2.21. At Table 4.5, the Green Belt Assessment considers potential mitigation measures which could be applied to minimise effects on the wider Green Belt designation (if the sites were to be released).
- 2.22. The Assessment considers that development within the parcel should be limited to *‘appropriate small scale and low density housing’*, and that *‘new properties should be a maximum of two storeys to minimise the negative impact on the openness of neighbouring Green Belt land’*.
- 2.23. We consider that the masterplan, as presented within the submitted Development Statement, demonstrates that appropriate placement of housing and open space are the most critical considerations to appropriate development of this site. These factors can ensure that valued views are retained within any proposed development.
- 2.24. Valued views have been identified as:
- Views to distant hills from the existing break in development on Market Street;
 - Views to Edenfield from the wider landscape to the west – ensuring that new development does not protrude above the existing development skyline of Edenfield.
- 2.25. In order to protect valued views building height should be considered in the development of a masterplan, however due to the sloping nature of the site it may not be necessary to restrict all proposed properties to 2 storeys. While we assume that the majority of development within the site would be 2 storeys, it may be appropriate to include some 2.5 storey dwellings on lower or less visible parts of the site. These can add interest to a street scene
- 2.26. We disagree that development density is a critical consideration in the potential development of this site. ‘Low density’ development is not a guarantee of high design quality. Development upon this site does not need to be low density to avoid adverse effects upon the wider Green Belt.

3. Lives and Landscapes Assessment for Rossendale Borough Council (July 2015)

The study and its aims

- 3.1. 'Lives and Landscapes Assessment' contains landscape appraisals of all sites which *'have potential landscape sensitivity within the Borough'*. The sites include those identified by both the Council and potential developers.
- 3.2. The Assessment draws conclusions for each assessed site, concluding that a site is either:
 - Undevelopable area;
 - Developable area with mitigation;
 - Developable area.
- 3.3. Within the 'Lives and Landscapes Assessment', the site at Market Street, Edenfield is assessed as part of a larger parcel of land called *'land east of the motorway Edenfield'*. This land parcel includes the Taylor Wimpey site in the north, a small parcel of land associated with the former Horse and Jockey pub on Market Street, the recreation ground to the south of the Taylor Wimpey site, and the grass field to the south-west of the Taylor Wimpey site. The sub-parcels of the site are referred to as areas A-D in the Assessment.
- 3.4. The Taylor Wimpey site is referred to as areas A and C.

Landscape character types

- 3.5. The report generally considers the landscape context of Rossendale as set out within Lancashire County Council's Lancashire Landscape Strategy, which locates Edenfield and its surroundings (including the site) within a landscape character type referred to as 'The Settled Valley', however the Assessment considers that this landscape character type is not an accurate description of the landscape of the southern section of the Irwell Valley between Rawtenstall and Edenfield *'which is more rural in nature and importantly has little or no development in the valley bottom'*. The Assessment therefore introduces a new Settled Valleys character area, referred to as '8b Irwell Valley south', the relevant characteristics are summarised as:
 - The valley opens out and the profile of the lower valley sides becomes less steep;
 - The density of housing and industry becomes much less, with extensive areas of open pasture and woodland within the valley bottom;
 - Some ribbon development continues along the main roads but it is not continuous;
 - There are views across the valley which are predominantly rural in character with a lesser proportion of the view being made up of built development; in some places long views to the surrounding hills and moorland reinforce the South Pennine Rural character.

The report conclusions in respect of the site

- 3.6. The Assessment concludes that the majority of the Taylor Wimpey site, referred to as Area A is *'not suitable for development on landscape grounds'*.
- 3.7. The recommendations state that the site is *'unsuitable for development, because the effects on the landscape would be significant, and would be uncharacteristic of the local landscape character area, 8b Irwell Valley south. Nor could it be effectively mitigated against because of the sites openness. Long views west from Burnley Road and eastwards from the far side of the valley would be affected and there would be significant adverse effects on attractive well used walks in the area. In addition a visually prominent and well kept sports field would be destroyed.'*
- 3.8. The Assessment's description of the landscape context of the site places strong emphasis and value on openness and ribbon development in the area around the site, however we consider that in the wider context, appropriate development on the site would extend the existing nucleated settlement at the south of Edenfield in a logical northward manner, which is constrained by a strong established western boundary in the form of the A56 dual-carriageway.
- 3.9. There would be a reduction in the extent of ribbon development along Market Street/ Burnley Road, however this would result in substitution of one existing characteristic which is already present in the landscape for another. Some ribbon development would remain in the northern part of Edenfield, however it is questionable how much value should be placed on ribbon development as an urban form, which is essentially urban sprawl and is not currently promoted as good design.
- 3.10. The existing sports field mentioned in the recommendations is not part of the proposed Taylor Wimpey site and would not be affected by this development.
- 3.11. Good design principles incorporated into the masterplan, as presented within the submitted Development Statement, would ensure that:
- long views across the valley to the west from Market Street and the Public footpaths within the site can be retained through appropriate placement of open space and consideration of building scale within the development;
 - intrusive noise of the A56 can be reduced through acoustic screening and landscape buffer treatments, effectively improving the quality of existing public routes through the site;
 - existing Public Rights of Way through the site are retained on their current alignment and set within an attractive, high quality setting, and that these routes are supplemented by additional public routes to maintain the accessibility of the site and enhancing its recreational value;
 - existing valued features of the site, such as dry stone walls, are retained as features within the proposed development;
 - new landscape treatments along the western site boundary can strengthen the western

edge of Edenfield and the interface with the Green Belt, softening eastward views to the development from the wider landscape.

- 3.12. There would be some loss of openness as a result of development, as would occur with the development of any green-field site, however the resulting developed character of the site would not conflict with its surroundings and would become an extension of the urban form which already exists in the southern part of Edenfield. In the broader context of the site, development would not extend the developed area any higher up the valley sides than already exists along Market Street, nor would development extend into the undeveloped River Irwell valley, which is located to the west of the A56 dual-carriageway.
- 3.13. We therefore consider that mitigation, in the form of good design principles as outlined above, can reduce the potential adverse effects of development upon landscape character and views to an acceptable level, and that the Assessment should conclude that the site at Market Street, Edenfield is suitable for development with appropriate mitigation.

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ROSSENDALE DRAFT LOCAL PLAN
REGULATION 19 CONSULTATION (AUGUST 2018)

REPRESENTATION BY TAYLOR WIMPEY (UK) LTD

LAND AT GRANE ROAD, HASLINGDEN

Date: October 2018

Pegasus Reference: GL/KW/MAN.0006/R004v1

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1. INTRODUCTION

1.1 Pegasus Group are instructed by Taylor Wimpey (UK) Ltd to make representations to the Rossendale Draft Local Plan Consultation, which ran between 23rd August and 5th October 2018.

Taylor Wimpey's Land Interests

1.2 Taylor Wimpey are pursuing various interests within the Rossendale Local Authority Area and have made separate site specific representations on the following sites:

- Grane Village, Helmshore (Draft Allocation H74); and
- Land West of Market Street, Edenfield (Draft Allocation H72).

1.3 Accordingly, this document provides general comments on the consultation and supporting evidence base involving the land at Grane Village, Helmshore.

1.4 At the outset, it must be noted that whilst the Grane Village site technically falls within the ward of Helmshore (with Grane Road itself forming the ward boundary); in reality it is more closely related to the larger settlement of Haslingden. This is because, whilst Haslingden and Helmshore are practically equidistant from the site, Haslingden has a greater level of facilities, particularly in terms of retail and healthcare services, and Grane Road provides a direct main road link to those facilities. Therefore, future residents of the Grane Village site will be more likely to use the shops and services in Haslingden than Helmshore, and as such this site is considered as an extension to Haslingden.

Representation Structure

1.5 The structure of these representations takes the following form:

- In Section 2 we provide general comments on the various strategic and development control policies (which are largely duplicated across both representations, with some site specific references).
- In Section 3 we make site specific comments on Grane Village which is divided into 3 subsections:
 - i. Outlining **the site's current status.***
 - ii. Assessment of the evidence base documents concerning Grane Village.*
 - iii. Conclusions on Grane Village.*
- In Section 4 we provide our overall conclusions on the draft plan and allocation of the Grane Village site.

2. STRATEGIC AND DEVELOPMENT CONTROL POLICIES

- 2.1 This section comments on the strategic and development control policies in the Draft Plan, how the allocation of the Grane Village site for residential purposes upholds these objectives, and justifies the requested amendments where necessary.

Strategic Policy SS: Spatial Strategy

- 2.2 We are supportive of the introduction of the new Spatial Strategy policy in the Regulation 19 Local Plan Consultation. In particular we are fully supportive of the identification of Haslingden at the top of the settlement hierarchy as a Key Service Centre, as Haslingden is demonstrably a highly sustainable settlement which can sustainably accommodate higher levels of growth in the future.
- 2.3 Haslingden benefits from a number of local facilities and public transport routes, including the X41 red express bus route which provides direct access in to Manchester City Centre at a frequency of two services per hour. Haslingden also has a designated District Centre, which is in the second tier of the retail hierarchy. As such, Haslingden is a high performing settlement in the retail hierarchy, by virtue of the numerous local shops, restaurants, public houses and other facilities which are present in the area. Haslingden also benefits from a number of health and educational facilities, which coupled with all of the above, results in Haslingden being a highly sustainable settlement.
- 2.4 As such, we welcome the identification of Haslingden as a Key Service Centre in Rossendale, as well as the allocations around Haslingden, including Grane Village (which is more closely related to Haslingden than Helmshore as noted above), as these are suitable sites which will support growth in a sustainable manner.

Policy SD2: Urban Boundary and Green Belt

- 2.1 This policy confirms that land has been removed from the Green Belt on the basis that **exceptional circumstances exist, with 8 sites proposed for release, including Taylor Wimpey's other land interest** at Land West of Market Street, Edenfield.
- 2.2 We fully support the release of **suitable sites from the Green Belt, as it reflects the Council's** evidence base, which demonstrates that the authority area is highly constrained, by topography, ground conditions and other issues, meaning that there is insufficient suitable and viable non-Green Belt land to meet the **Borough's needs in full**.
- 2.3 **We also welcome the Council's acknowledgement that exceptional circumstances exist, as** Paragraph 136 of the revised NPPF (July 2018) confirms that green belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans.
- 2.4 In our view, the combination of increased housing need (both market and affordable) and insufficient supply, and the harm that will occur from failing to meet these needs; in terms of slower economic growth, a lack of labour force mobility, affordability issues, disruption to commuting

patterns and the delivery of housing choice; generates the exceptional circumstances required for Green Belt release in Rossendale, and the Council do set out these circumstances in more detail in the supporting Green Belt Topic Paper.

- 2.5 Paragraph 137 of the revised NPPF introduces an additional test for Green Belt release. Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, local planning authorities should be able to demonstrate that they have examined fully all other reasonable options for meeting its identified need for development. These include making as much use as possible of suitable brownfield sites, optimising development densities and discussions with neighbouring authorities as to whether they could accommodate some of the identified need of development.
- 2.6 The Council fully accept that there is insufficient brownfield land, and optimising densities on non-Green Belt sites will not address the acute shortfall in full. The Housing and Green Belt Topic papers confirm that average densities of the 23 proposed brownfield site allocations has been increased to 100 dph, and even when combined with mixed (brownfield/ greenfield allocations) at 85 dph, this will still only deliver a total of 1,117 units; whilst the Council's latest Brownfield Register (dated 15th December 2017) includes 32 sites totalling just 499 units (including several of the proposed allocations so there is double counting with these figures). Either way, it is evident that this level of brownfield capacity falls well short of the 3,180 dwelling target.
- 2.7 In terms of discussions with neighbouring authorities, a Statement of Common Ground has been published as part of the **Council's evidence base for the Regulation 19 Consultation. Paragraph 5.8** of the document confirms that:
- "All adjoining authorities have been asked if they could consider taking any of Rossendale's housing requirement, or if they were expecting Rossendale to meet their housing needs... No authority came back to Rossendale specifically asking this Council to meet their development requirements, **neither have they offered to meet any of Rossendale's needs**"*
- 2.8 Whilst it is acknowledged that the emerging Local Plan process is still progressing, it is clear that **no adjacent authority is amenable to meeting any of Rossendale's needs. Indeed, section 7 of the August 2018 Green Belt Topic Paper** goes one step further, stating that a number of authorities, including the Greater Manchester Combined Authority, have asked if Rossendale was able to meet any of their housing requirements.
- 2.9 As such, it is clear that all reasonable options have been explored but would fail to meet the emerging development requirements of the Borough. Accordingly, the Local Plan is entirely in accordance with the provisions of the revised NPPF, and further highlights the exceptional circumstances which exist to justify Green Belt release in Rossendale.
- 2.10 Policy SD2 later states that development will also be expected to contribute to compensatory improvements to land elsewhere in the Green Belt, enhancing both its quality and public access.

This reflects the sentiment of paragraph 138 of the revised NPPF, which states that Local Plans should set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.

- 2.11 Whilst we are generally supportive of the inclusion of this wording and its accordance with national policy, we are concerned about the supporting text which states that this could include the **identification of land appropriate for Suitable Alternative Natural Greenspace (SANG's)**. This is further referenced in Policy ENV4 of the consultation document, however no further detail is provided, nor any evidence for this requirement, and its potential impacts on viability, and as such we would ask for urgent clarification on this matter.

Policy HS1: Meeting Rossendale's Housing Requirement

- 2.12 This policy outlines that 3,180 dwellings will be required over the plan period (2019-2034), which equates to 212 dwellings per annum (dpa), and represents a decrease from the 247 dpa set out in the adopted Core Strategy which was based on the RSS, and the 265 dpa proposed in the Regulation 18 consultation, which was based on the low end of the range suggested in the 2016 SHMA.

Standard Method

- 2.13 Paragraph 60 of the Revised NPPF confirms that local plan submitted after 24th January 2019, as the Rossendale Plan will be (it is due to be submitted in February 2019), should use the Government's Standard Method for calculating housing need unless exceptional circumstances justify an alternative approach.
- 2.14 In the case of Rossendale this has led to a reduction in need, from 265 dpa in the Regulation 18 version (based on the 2016 SHMA) to 212 dpa (based on the 2014 projections), a reduction of 20%.
- 2.15 However, it is important to note that Paragraph 11 of the Revised NPPF confirms that for plan-making, the presumption in favour of sustainable development means that:
- Plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change; and
 - Strategic policies should, as a minimum, provide for objectively assessed needs for housing **and other uses, as well as any needs that cannot be met within neighbouring areas...**
- 2.16 As such, the Standard Methodology figure must be treated as the minimum starting point for housing delivery. The Council then needs to consider and take account of a number of important factors including:

- Can the neighbouring authorities within (and perhaps outside) the housing market area accommodate their own housing requirements as calculated by the standard methodology? If not, the NPPF obligates the Council to determine if Rossendale could suitably accommodate them?
- Would simply achieving the standard methodology figures provide for a sufficiently flexible plan that would meet the needs of the area or should additional capacity be built into the plan? This could take a range of forms such as the identification of additional sites, back up sites, or strong and practical monitoring and review policies.
- **Would the use of the standard methodology lead to a 'positive' plan being prepared and one that meets the needs of all forms of development?**

2.17 For instance, if there was evidence that demonstrated that the use of the Standard Methodology would not allow the Local Planning Authority to meet forecast or planned jobs growth in the area, or would lead to unsustainable commuter or migration patterns, there would be a strong case to suggest the plan would not meet the objectives and presumption in favour of sustainable development and could therefore be rendered unsound.

2.18 In short, the Standard Methodology figures only represent one piece of evidence in relation to the preparation of a sound development plan and represents a **'minimum' figure as confirmed by** paragraph 11 and paragraph 60 of the Revised NPPF. Many other considerations and evidence can and will impact on the final housing requirement figure set out in a Local Plan.

2.19 Upon first review, we note that the very recent changes to the NPPG, issued on 13th September 2018, back up our above interpretation of the NPPF in this regard. Indeed, under the Housing Needs Assessment section, the following points are raised:

- 002 – The standard method set out below identifies a minimum annual housing need figure. It does not produce a housing requirement;
- 003 – The standard methodology is not mandatory and alternative approaches can be used but they are likely to be scrutinised more closely at examination (but noting the above that must be an alternative to the minimum).
- 027 - **The total need for affordable housing will need to be converted into annual flows...An** increase in the total housing figure included in the plan may need to be considered where it could help deliver the required number of affordable homes.

2.20 Under the question **'When might a higher figure than the standard method need to be considered?'**, the NPPG states the following at Paragraph: 010 Reference ID: 2a-010-20180913

"The government is committed to ensuring more homes are built and are supportive of ambitious authorities who want to plan for growth. The standard method for assessing local housing need provides the minimum starting point in determining the number of homes needed

in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there will be circumstances where actual housing need may be higher than the figure identified by the standard method.

Where additional growth above historic trends is likely to or is planned to occur over the plan period, an appropriate uplift may be considered. This will be an uplift to identify housing need specifically and should be undertaken prior to and separate from considering how much of this need can be accommodated in a housing requirement figure. Circumstances where this may be appropriate include, but are not limited to:

- *where growth strategies are in place, particularly where those growth strategies identify that additional housing above historic trends is needed to support growth or funding is in place to promote and facilitate growth (e.g. Housing Deals);*
- *where strategic infrastructure improvements are planned that would support new homes;*
- *where an authority has agreed to take on unmet need, calculated using the standard method, from neighbouring authorities, as set out in a statement of common ground;*

In addition authorities should also consider:

- *previous delivery levels. Where previous delivery has exceeded the minimum need identified it should be considered whether the level of delivery is indicative of greater housing need; and*
- *recent assessments of need, such as a Strategic Housing Market Assessments (SHMA). Where these assessments suggest higher levels of need than those proposed by a strategic policy-making authority, an assessment of **lower need should be justified.**"*

2.21 It is also noted that paragraph 60 states the standard methodology should be utilised to determine the minimum number of homes needed - *'unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and signals'*.

2.22 Bearing in mind the standard methodology figure is a minimum figure, and noting the aforementioned guidance in the NPPG (as quoted above), it is clearly not logical to assume that **'exceptional circumstances' have to be demonstrated to justify the use of a higher Local Plan figure. Indeed, the Government's objectives are to boost housing supply and any authority that can sustainably deliver more homes will undoubtedly be welcomed.**

2.23 The exceptional circumstances test, therefore, must apply to any authority which chooses to justify and deliver a lower housing needs requirement as its starting point for the Local Plan preparation. Notwithstanding this, we consider there are compelling reasons and some exceptional circumstances that would warrant Rossendale opting for a higher housing need requirement, which we address shortly.

- 2.24 Taylor Wimpey also have some fundamental concerns with the standard methodology as a whole. Notably, the standard methodology removes additional economic growth and instead pegs the housing requirement to past trends and development patterns. At its starkest, this significantly accentuates existing inequalities across certain geographies, such as the north/south divide, but it can also be witnessed, and lead to disparities, at more local levels too.
- 2.25 The standard methodology is also based on a top down assessment stemming from the **government's national target of 300,000 homes per year, based on the 2014 projections. Notably, the 2014 projections were the latest available at the time in November 2017 and supported total growth of 266,000 dpa, so 10% short of the 300,000 figure. In short, the methodology is retro-fitted.**
- 2.26 It is pertinent to note that the government have now acknowledged this issue. At the outset of the NPPG section **entitled 'Housing Need Assessments', the following statement is made:**
- "The government is aware that lower than previously forecast population projections have an impact on the outputs associated with the method. Specifically, it is noted that the revised projections are likely to result in the minimum need numbers generated by the method being subject to a significant reduction, once the relevant household projection figures are released in September 2018.*
- In the housing white paper the government was clear that reforms set out (which included the introduction of a standard method for assessing housing need) should lead to more homes being built. In order to ensure that the outputs associated with the method are consistent with this, we will consider adjusting the method after the household projections are released in September 2018. We will consult on the specific details of any change at that time.*
- It should be noted that the intention is to consider adjusting the method to ensure that the starting point in the plan-making process is consistent in aggregate with the proposals in Planning for the right homes in the right places consultation and continues to be consistent with ensuring that 300,000 homes are built per year by the mid-2020s."*
- 2.27 Whilst we have not yet seen or reviewed how the government intends to change the methodology, it seems likely that the basic methodology and inputs will stay the same (i.e. government projections with adjustments for affordability market signals and some form of cap) and that the caps and adjustments will simply be increased to meet the higher requirement. If this is the case, it will clearly exacerbate existing trends and accentuate inequalities even further. However, we will need to see what the Government propose, and we will respond accordingly.
- 2.28 What is clear is that there is still some uncertainty relating the standard methodology and the approach to be used. Therefore, we do not believe Rossendale should fundamentally rely on the standard methodology until the issues set out above are addressed, and we reiterate again, that even when it is utilised it must be treated as a minimum requirement and is simply the starting

point for determining the number of homes a Local Plan must provide. It does not represent a cap and its use does not automatically result in a sound plan where all development needs are met.

- 2.29 Based on past and anticipated employment growth within the area, we believe there are compelling and sound reasons within Rossendale that would support an uplift from the standard methodology **to support economic growth and these could be regarded as representing 'exceptional circumstances', notwithstanding our comments above. Moreover,** this Local Plan process represents an ideal opportunity to address any shortfalls or mismatch between the standard methodology **approach and the government's overall target for 300,000 homes** are built per year.

Strategic Housing Market Assessment (SHMA) December 2016

- 2.30 The most recent SHMA was produced in December 2016 by Lichfields and suggested that **Rossendale's objectively assessed housing need (OAN) was between 265-335 dpa**, and Rossendale took a requirement of 265 (the low end of this range) forward as the housing requirement within the Regulation 18 plan.
- 2.31 We raised concerns with this figure at the time on the basis it did not take account of economic aspirations (as specifically required by the NPPF at the time), as employment-led needs suggested a range of 269-335 dpa. We also noted how a figure at the lower end of the OAN range provided no flexibility to take account of the potential unmet needs of adjacent authorities, not least the Greater Manchester authorities, that were anticipating substantial need issues as part of the GMSF process, with the Mayor Andy Burnham also seeking to minimise Green Belt.
- 2.32 This assertion has been borne out, with the Green Belt Topic Paper confirming that the Greater Manchester Combined Authority have asked if Rossendale was able to meet any of their housing requirements.
- 2.33 As such we would continue to recommend a figure in excess of 265 dpa to take account of employment needs, and to provide some flexibility to accommodate any unmet needs from surrounding Greater Manchester authorities.
- 2.34 At the very least, the NPPG confirms that any figure lower than a recent SHMA (as the proposed 212 dpa figure is) must be fully justified, and it is our strong view that the Council have not done this within the plan as drafted.

Economic Growth Trends

- 2.35 More detailed interrogation of employment trends and assumptions that supported the SHMA provide further justification for a higher requirement and a departure from the standard methodology.
- 2.36 Between 2011 and 2015, total employment in Rossendale increased by 3.4% per annum, rising from 21,000 to 24,000. The majority of this growth occurred between 2014 and 2015 (circa 2,000).

This level of annual growth was significantly higher than the corresponding increases in the North West (1.2% and England (1.7%). If you look at the most recent period of 2015-2016, employment in Rossendale fell from 24,000 to 22,000. All of these figures are taken from the Business Register and Employment Survey, published by the Office for National Statistics. The ONS data indicate that **Rossendale’s labour market performed well over the period 2011-15**, before contracting over the more recent 12-month period from 2015-16. It is therefore helpful to consider what future growth will look like in Rossendale, by drawing on independent forecasts produced by Experian and Oxford Economics.

- 2.37 The December 2016 SHMA, assesses a number of scenarios when considering future employment growth in Rossendale. These forecasts feed into calculations of future housing requirements in the District, which Lichfields conclude is in the range 269-335 dwellings per annum when the figure is employment-led. The lower figure in the range, 269 dwellings per annum, draws on baseline job **forecasts produced by Experian in 2016 which are ‘policy-off’** – i.e. they take account of a range of macro-economic factors, including past trends. The policy-off forecasts do not consider the impact of public sector interventions such as infrastructure investment, sector growth strategies etc.
- 2.38 Over the period 2014-2034, the Experian forecasts estimate total job growth of 1,800 in the Borough – around 90 additional jobs annually. A separate baseline forecasting model, produced by Oxford Economics for Lancashire, indicates a similar level of annual growth over the next decade – approximately 100 new jobs each year. As an absolute minimum, Rossendale should be aiming to see jobs growth of at least 90-100 jobs per annum over the next **10-20 years. If it doesn’t achieve this**, the District could fall behind other parts of the sub-region. Rossendale currently accounts for around 4.0% of all jobs in Lancashire. If it does not grow at the levels forecast by Experian and Oxford Economics, it risks seeing its share of employment fall in the long-term.
- 2.39 Based on this, it seems reasonable to conclude that the figure of 269 dwellings per annum in the most recent SHMA should be the minimum starting point for considering annual housing requirements in Rossendale.

Policy HS2: Housing Site Allocations

- 2.40 Taylor Wimpey wholly support the allocation of the Grane Village site for residential development (H74), and we discuss this site, and its delivery assumptions, in more detail in Section 3 of these representations.
- 2.41 **We would also reiterate our comments on policy SD2 in that we fully support the Council’s acceptance that Green Belt release is necessary**, and that the policy wording and supporting evidence base clearly demonstrates that exceptional circumstances exist in Rossendale which justify this.

- 2.42 Looking at the allocations themselves, there are 78 in total, with an expected capacity of 2,853 dwellings at an average density of 53 dph; which falls short of meeting the proposed housing requirement of 3,180 dwellings in full.
- 2.43 The supporting text confirms that the table includes extant planning permissions which have not been started or are still being built out and are not expected to be completed this financial year. Given this, it is not entirely clear how the Council intend to deliver the remaining 327 dwellings to fulfil the suggested housing requirement figure of 3,180 over the Plan Period.
- 2.44 Whilst it can be assumed that the remaining housing requirement will be delivered in the form of windfall development, Policy HS2, the supporting evidence base and the housing trajectory in the Regulation 19 plan do not make this clear. We therefore ask for further clarity from the Council as to how the overall housing requirement figure of 3,180 will be met in Rossendale. Furthermore, we express further concern about the assumptions made regarding housing supply and delivery, which we consider to be overly optimistic and do not provide enough flexibility/certainty that emerging development requirements will be met. We explore this in the following section (discussion relating to the housing topic paper).
- 2.45 We have already outlined why there are compelling reasons as to why Rossendale should adopt a Housing Requirement which goes above and beyond the figure of 212 dwellings per annum, as **suggested by the Government's standardised housing calculation. This alone indicates that the Council will need to allocate additional sites to meet its basic requirements.**
- 2.46 Furthermore, the NPPF is categorical that housing requirement is a minimum figure which Local Plans should seek to surpass, and this interpretation has been endorsed in numerous Local Plan examinations. Exceeding the basic requirement also generates a buffer in the supply and gives flexibility within the plan to take account of under-delivery and to provide additional choice in the market.
- 2.47 A buffer of sites will therefore provide greater opportunities for the plan to deliver its housing requirement. Such an approach is recommended within the LPEG report to Government (dated March 2016), with recommendation 40 (at Appendix A) noting that Local Plans should:
- "focus on ensuring a more effective supply of developable land for the medium to long term (over the whole plan period), plus make provision for, and provide a mechanism for the release of, developable Reserve Sites equivalent to 20% of their housing requirement, as far as is consistent with the policies set out in the NPPF. Reserve Sites represent land that can be brought forward to respond to changes in circumstances."*
- 2.48 As such the Council should consider allocating additional sites over and above its housing **requirement. Based on the Council's current requirement a 20% uplift would require allocations for up to 3,816 dwellings and based on the claimed supply of 2,853 would require land for approximately 963 additional dwellings to be identified.**

- 2.49 A higher requirement of 269 dpa, which is suggested as a minimum in our economic analysis, would give an overall requirement of 4,035 (rising to 4,842 with a 20% buffer) and could therefore require land for a further 1,989 units to be identified.
- 2.50 Finally, it must be noted that an average density of 53 on the proposed allocations appears high, and may not be achievable, meaning that further land would need to be identified.

5 Year Supply - Housing Topic Paper

- 2.51 **Moving on to the Council's August 2018 Housing Topic Paper**, paragraph 3.5.9 states that when **utilising the government's standardised housing requirement figure and adding a 20% buffer** to account for historic under-delivery, the minimum number of dwellings to be provided within the first five years of the plan is 1,272 dwellings. Paragraph 3.5.10 later confirms that 1,643 dwellings are likely to be delivered between years one to five of the plan period (2019-2024), proceeding to suggest that this indicates that the Local Plan is allocating enough sites to provide a healthy land supply in the first five years.
- 2.52 We have several concerns with this approach. Firstly, it has already been demonstrated that there is strong evidence to support the Council exceeding the minimum standard methodology requirement of 212 dwellings per annum, to deliver a housing target and Local Plan which is ambitious as well as realistic, taking into account previous economic growth figures which are not accounted for at all within the standardised methodology approach. We have already expressed our concerns **regarding the government's standardised approach, which only looks at demographic trends alone**, and have recommended a minimum figure of 269 dpa to meet economic growth aspirations as set out in the SHMA and fully supported by the revised NPPF and NPPG.
- 2.53 Secondly, these figures do not take account of any historic under delivery, even though tables 1 and 6 clearly demonstrate substantial under delivery in the previous 3 years (totalling 278 or 37.5% against the Core Strategy target of 247, and 357 or 43.5% against the Core Strategy trajectory). When this is taken across the full Core Strategy period from 2011 the total shortfall is 523 units (based on this topic paper and the May 2017 5 year supply statement), and this must be taken account of in the 5 year supply calculation.
- 2.54 Thirdly, we have concerns with the level of supply claimed within the trajectory (1,643). The main issue is that this is almost entirely made up of allocations, however the glossary of the revised NPPF clearly confirms that Local Plan Allocations can only be included where there is clear evidence of delivery. Such evidence has not been provided and as such it is arguable whether these sites can be included in full. A common approach is to apply a discount to the claimed supply to allow **for some under delivery which is inevitable, particularly on sites that don't have planning permission (as many of these allocations don't), and a 10% lapse rate is generally advocated by S78 Inspectors and would be appropriate here given Rossendale's physical constraints and historic under delivery.**

2.55 Based on the above we have calculated Rossendale’s Housing supply as below, which generates a figure of 3.89 years based on the 212 dpa target, and 3.29 years based on our recommended minimum target of 269 dpa; suggesting that additional sites need to be identified or brought forward to deliver within the first 5 years of the plan period.

Figure 2.1 – Rossendale’s 5 Year Housing Land Supply

	Standard Methodology/ Council's proposed figure	Pegasus recommended figure
Annual rate	212	269
5 year rate	1,060	1,345
Shortfall against Core Strategy target	523	523
Shortfall then buffer (Correct)	1,900	2,242
Claimed supply	1,640	
10% lapse rate	1,476	
5 year supply	3.89	3.29

2.56 We would also the highlight that the Housing Topic Paper does not include a full 5 year supply update and as such the latest formal evidence on this is the Council’s 5-Year Housing Land Supply Report (2017-2022) dated May 2017, which claimed between 2.4 and 2.6 year supply, whilst our analysis suggested this was between 2.11 and 2.33 years.

2.57 In short there are acute supply issues in the area that should be addressed at the earliest opportunity.

Policy HS6: Affordable Housing

2.58 Taylor Wimpey fully support the need to deliver affordable housing and agree that policies of this nature should be set within a Local Plan or other statutory planning policy. Taylor Wimpey also recognise their obligations as a responsible housebuilder to assist in meeting such needs.

2.59 The December 2016 SHMA confirms that there is acute affordable need in Rossendale, ranging from 158-321 dpa, which equates to between 60% and 121% of the Council’s chosen housing requirement. Meeting this need in full is unlikely to be realistic as this must balance against the impacts that the policy requirement has upon the viability of development. As such, we welcome the Council’s flexible approach in HS4 part a, in applying a 30% requirement for market housing schemes “subject to site and development considerations (such as financial viability)”.

2.60 We take note that the policy states that new housing developments of 10 or more dwellings will trigger the need for affordable housing provision. This is not consistent with NPPG, which states that: “contributions should not be sought from developments of 10-units or less” (ID: 23b-031).

- 2.61 As such, we politely request that this policy be amended to comply with the NPPG and should start at 11 dwellings or more.
- 2.62 We also welcome the requirement in part c that the tenure, size and type of affordable provision be based on the *'latest available information on housing needs'* rather than any prescriptive requirement. This allows the plan to be more flexible and individual schemes to respond to more localised needs at the time they are being considered. Part c of the policy specifically refers to the SHMA indicating that there is a requirement for: ***"Older people housing, especially extra care and residential care, of around 1,700 units by 2034."***
- 2.63 Taylor Wimpey fully support the provision of housing for older people, and accept that there is a clear need for such housing in Rossendale, as confirmed in the 2016 SHMA. We would like to reiterate our support for the flexibility of the policy wording of HS6 in this regard, which acknowledges the need for elderly housing without imposing a rigid requirement in terms of a % delivery of housing for elderly homes on all sites. Indeed, we would reiterate that such a rigid approach would not allow for sufficient flexibility for sites to adequately respond to localised needs, and therefore commend the Council on their continued flexible approach on this matter.
- 2.64 In respect of part d, we note that some schemes may lend themselves, or specific Registered Providers may prefer, to locate the affordable housing in a specific part of the site for practical purposes (i.e. maintenance) or for other site-specific reasons (proximity to public transport routes etc.), and therefore we would ask that some flexibility is built in, such as adding the wording ***"should be evenly distributed throughout the development, where practical"***.
- 2.65 Finally, we welcome the acceptance that both on and off-site provision of equivalent value will be considered.

Policy HS7: Housing Density

- 2.66 We agree with Policy HS5 as drafted, as it allows for sufficient flexibility and variation in density, based on the characteristics of the individual site; rather than a blanket prescriptive requirement.

Policy HS8: Housing Standards

- 2.67 Policy HS6 indicates that the Council intend to introduce accessibility standards (at least 30% of housing to be wheelchair adaptable) and national internal space standards and we comment on these in turn.

a) Access- meeting the needs of elderly or disabled residents

- 2.68 Whilst Taylor Wimpey are committed as a responsible house builder to deliver accessible forms of housing if required, this must be based on a demonstrable need, and therefore we would request that evidence and clarification is provided on this matter.

- 2.69 Part A requires at least 20% of any new housing development to meet the needs of elderly or disabled residents, or be easily adaptable; subject to site-specific factors and viability. Notably, this is a decrease from the 30% threshold previously set in the Regulation 18 consultation, albeit there is still an absence of evidence which justifies the need for an introduction of any specific % requirement in the Borough.
- 2.70 Whilst we welcome the flexibility provided within this policy and would highlight that site specific factors such as topography are a major issue in Rossendale, we do raise concerns with the 20% starting point.
- 2.71 The explanatory text to this policy indicates that the SHMA highlights a considerable growth in the number of elderly households, as well as a high percentage of households containing one or more adults with some form of disability.
- 2.72 This reflects the aging population trend which can be seen nation-wide. Paragraph 10.74 of the SHMA also confirms that 18.5% of households in Rossendale contain one or more adults with some form of disability. However, whilst the SHMA provides a starting point in establishing demographic trends, it does not provide enough evidence to translate this into a policy threshold for housing to be adapted to these specific groups and certainly not one set at 20%.
- 2.73 Firstly, neither the SHMA nor wider evidence base confirms the proportion of these groups who will require dedicated, and wheelchair adaptable new housing, as many may wish to stay put and adapt their own homes. Furthermore, whilst the Viability Assessment states that it has factored these requirements in, these are insufficiently evidenced and justified in the report, which gives no detailed breakdown of the costs involved.
- 2.74 It is worth reiterating Section 56 of the NPPG, which confirms that the introduction of new enhanced standards on water efficiency, accessibility and spaces are optional, and must be justified by specific evidence on need and viability before they can be implemented. The evidence in this instance falls well short of demonstrating the need or viability of a 20% target.

b) Internal Space- National space standards

- 2.75 As with the elderly housing requirement, we have concerns with the application of the National Space Standards on the basis that the need and viability for this has not been sufficiently demonstrated within the evidence to meet the requirements of the NPPG (paragraph 56-020-20150327). The SHMA does not consider housing size in this context, and whilst the Viability Assessment states that it has factored these standards in, the implications are not properly articulated.
- 2.76 In respect of the space standards, the NPPG also requires that transitional arrangements are considered following adoption to enable developers to factor the associated costs into future land acquisitions, and there has been no discussion of this in the Draft Plan or evidence.

2.77 As such we would request that this requirement is removed or that additional evidence and clarification is provided.

2.78 Taylor Wimpey welcome the inclusion of the policy wording which states that as an alternative to the implementation of Optional Space Standards, developers will be expected to demonstrate that **the requirements of 'Building for Life 12' have been met within a scheme. This allows for further flexibility for developers, and an alternative way forward in the event that space standards could undermine the viability of a scheme.**

Policy HS10: Open Space Requirements in New Housing Developments

2.79 This Policy confirms that the existing SPD on Open Space will be updated to discuss minimum local standards and appropriate financial contributions. We therefore reserve the right to comment on these local standards and financial contributions as and when the SPD is updated and consulted on.

2.80 The policy later makes reference to how, in Whitworth and Bacup in particular but not exclusively, contributions will be sought for Suitable Alternative Natural Greenspace (SANGs) to minimise recreational pressure on sensitive habitats. We outline some of our concerns relating to SANGs later in these representations, under Policy ENV4.

Policy HS11: Playing Pitch Requirements in New Housing Developments

2.81 Again, it is stated that an accompanying SPD will be produced to establish minimum local standards and appropriate financial contributions from new residential development. We reserve the right to comment on this matter further as and when the SPD is produced and consulted on.

Policy HS12: Private Outdoor amenity space

2.82 We welcome the flexibility of this policy, which does not seek to impose prescriptive, blanket standards in terms of outdoor amenity space provision. Instead, the policy states how outdoor amenity space for individual dwellings will have regard to the size and type of dwelling(s) proposed, as well as the character of the development and the garden sizes in the immediate neighbourhood. We commend the Council on this approach, which allows sufficient flexibility for developments to adequately respond to site specific matters and local characteristics.

Policy HS19: Specialist Housing

2.83 **We welcome the Council's decision to allocate specific sites for specialist accommodation, namely in the form of retirement accommodation, extra care accommodation and supported accommodation services. Indeed, this approach means that the most suitable sites, which have taken into consideration factors such as accessibility and location, have been identified which can specifically cater for this housing need group in the most appropriate manner.**

Policy HS20: Self Build and Custom Built Homes

- 2.84 **Taylor Wimpey welcome the Council's identification of suitable land to accommodate self-build** and custom built houses. Indeed, three housing allocations have been identified specifically for this type of housing and we fully agree with this approach.
- 2.85 In light of this, we are unsure why the policy then also requires developers to make at least 10% of plots available for sale for self/custom build. Whilst this policy suggests that this will be encouraged as opposed to required, it is considered that the appropriate mechanism to deliver self-build and custom-built homes is through specific allocations, as proposed here, rather than a prescriptive requirement for each and every allocated site in the Local Plan.
- 2.86 Requiring private developers to provide service plots available for sale within every housing scheme will place and unnecessary constraints and burdens on those housebuilders and could potentially lead to delays in delivery while those plots are being marketed; particularly where there may be little market demand. Indeed, the explanatory text to Policy HS20 explains that evidence from the SHMA indicates that the level of demand for self-build plots is currently low in Rossendale.
- 2.87 As such we would request that the allocations remain, but the 10% requirement be removed. Then through preparation of a self-build and custom build housing register, the Council can continue to effectively monitor demand for self-build and custom homes through the process and identify additional sites for this purpose if necessary.

Policy ENV1: High Quality Development in the Borough

- 2.88 We support the general principles outlined in Policy ENV1, which are all important factors in delivering high quality development in the Borough.
- 2.89 Whilst acknowledging the important role that Development Briefs or Design Codes (point o) can play in delivering high quality development, they can sometimes add an additional administrative burden leading to delays to housing delivery. In order to overcome this, if Design Codes or Development Briefs are to be introduced, this process should involve early engagement with Developers on Masterplan concepts.
- 2.90 Frontloading such work will save delays down the line and provide a high quality design framework which both the Council and Developer are happy with. It should be noted, that Taylor Wimpey have already undertaken such engagement with the Council on the development proposals for the Market Street, Edenfield site.
- 2.91 Additionally, Design Codes can sometimes impose constraints on the sale of land to specific housebuilders, if certain standards are outlined which not every housebuilder could deliver. This is something that should be considered as part of dialogue between the Council and developers/landowners for each individual site.

- 2.92 The above points should be **seriously considered given the Council's historic** concerns with rates of under delivery, and the Council will be under pressure to have this requirement secured upon adoption of the Plan. Necessitating Development Briefs or Design Codes for each allocated site will simply push back delivery rates.

Policy ENV2: Heritage Assets

- 2.93 We have no comments on this policy other than the supporting text to the policy confirming that the Council are developing a local list of non-designated heritage assets. We politely request that the list is well publicised, in order for interested parties to monitor listed sites that affect them.

Policy ENV3: Landscape Character and Quality

- 2.94 We are generally supportive of this policy, as it broadly aligns with national policy, however to increase flexibility we would recommend adding the following wording, before the list of landscape requirements:

"in order to protect and enhance the character and quality of the landscape, development proposals should, where possible:"

Policy ENV4: Biodiversity, Geodiversity and Ecological Networks

- 2.95 This policy requires provision of, or contributions to the creation of, Sites of Suitable Alternative Natural Green Space (SANGS) where a development would have an individual or cumulative impact on Priority Species.

- 2.96 However, the requirement for SANGS, and its impact on viability has not been properly justified or evidenced in the plan at this stage and as such we would ask for urgent clarification on this matter.

- 2.97 Furthermore, if the requirement for SANGs is justified, it is clear that its provision should not hinder deliverability and viability of sustainable development when there may be more effective options that could be explored in discussion with Natural England. As such we would endorse the HBFs proposed wording for this section, which is as follows:

"Where development would have an individual or cumulative impact on Priority Species resident in or making use of habitat in the Borough, developers will be expected to explore effective, viable options for their protection with the Council and Natural England, potentially including the provision or, or contributions to the creation of, Sites of Suitable Alternative Natural Green Space (SANGS)."

- 2.98 Finally, we note that the supporting text to this policy and Habitat Regulation Assessment (prepared by Lepus consulting) requires all developments over 100 dwellings to provide an 'Appropriate Assessment' in line with Habitat Assessment Regulations; however we cannot find any justification for this 100 unit threshold within the plan, HRA or the regulations, and would ask for clarification on this point.

Policy ENV5: Green Infrastructure networks

- 2.99 We have no general comments to make on this policy, other than that the Grane Village allocation (H74) will ensure that the development effectively integrates with and protects the designated Green Infrastructure to the south of the site, and the open countryside to the west, and providing such linkages has been a key consideration in the masterplanning for the development.

Policy ENV6: Environmental Protection

- 2.100 We do not wish to make any detailed comments on the wording of this policy, other than in relation to the provision of electric charging points. The policy expects all new housing developments to provide electric charging points, unless exceptional circumstances can be demonstrated. Whilst Taylor Wimpey are not opposed to the provision of electric charging points, it is considered that the mandatory provision of electric charging points on all housing sites is unrealistic and overly restrictive.
- 2.101 Instead, we recommend that further flexibility is added in the policy, which would allow for the consideration of reasons which may make the provision of electric charging points on a site unachievable/impractical. This could be easily achieved by changing the wording of the policy to say the provision of electric charging points on housing sites 'where practical', as opposed to requiring exceptional circumstances to be put forward as to why this could not be achieved on site.

Policy TR1: Strategic Transport

- 2.102 Taylor Wimpey welcome the focus on developing the potential of the East Lancashire Railway for both transport and tourism purposes, as this would introduce a further sustainable transport mode into the area, and reduce the reliance on the private car for commuting purposes.

Policy TR4: Parking

- 2.103 This policy requires compliance with the parking standards set out in Appendix 1. However, Appendix 1 sets out maximum standards (with some exceptions) which are no longer supported by **government policy following the written ministerial statement, entitled 'Planning Update March 2015', which states that:**

"Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network."

- 2.104 Therefore, unless such justification is provided it is recommended that the maximum standards provided in Appendix 1 should be deleted.

Conclusions on Strategic and Development Control Policies

- 2.105 Overall, Taylor Wimpey are supportive of the Draft Plan, subject to the comments and suggestions above.

3. GRANE VILLAGE, HASLINGDEN (ALLOCATION H74)
- 3.1 Taylor Wimpey have sole control over a 6-hectare **site at Grane Road, Haslingden known as 'Grane Village' and have been working alongside the Council to promote the allocation of this site for residential development since 2012.**
- 3.2 **This site was originally put forward for development as part of Council's 'Lives & Landscapes- Green Belt & Urban Boundary Review' consultation in December 2012, as it was recognised as being at the edge of the urban area and in poor condition; therefore making a limited contribution to the countryside. Taylor Wimpey fully supported this boundary change and have since provided further clarification to the Council on the site's suitability and deliverability through a Development Statement, submitted in January 2014 and this is attached at Appendix 1.**
- 3.3 The site (SHLAA Ref: 16304) is now proposed as a housing allocation (Site H74) within Policy HS2 of the Draft Plan, although we note this also includes another small parcel of land in separate ownership (SHLAA Ref: 16402).
- 3.4 The attached Development Statement and evidence submitted to date have demonstrated that this is a sustainable and deliverable site in accordance with the NPPF, which is capable of delivering up to 160 units, commencing within the next 5 years.
- 3.5 We therefore welcome the Council updating the delivery table in the Regulation 19 consultation, stating that the Grane Village allocation has capacity to deliver 174 no. dwellings. However, we would ask that the anticipated delivery timeframe for this site be changed from years 1-10 to years 1-5. This is because the attached Development Statement confirms that the site is capable of delivering units within the next 5 years, and additionally Local Plans should not be holding deliverable sites back, particularly where there is an existing 5-year supply shortfall as there is in Rossendale.
- 3.6 Taylor Wimpey are very committed to bringing the site forward at the earliest opportunity and are in the process of commissioning various technical reports to support an imminent planning application submission. Indeed, a pre-application meeting was held with the Council on 14th September 2018, and it is the intention to submit a planning application in early 2019, and aim for determination by mid-2019.

Evidence Base – Grane Village

- 3.7 We now provide comments on the evidence base documents which consider the Grane Village site:
- Landscape Assessment*
- 3.8 We agree with many of the findings of this report, but have concerns with some of the conclusions in relation to the Grane Village Site. As such, Randall Thorp have provided a comprehensive rebuttal statement which provides commentary on the findings of the Landscape Report, which can be found

in Appendix 2. The Randall Thorp note should be read in conjunction with these representations and can be summarised as follows:

- **The Council's Landscape Assessment recommended that planned gaps in the layout of the site should be used to retain views to Tor Hill.** It is not considered that the existing view to Tor Hill from the identified viewpoint on Grane Road is of exceptional quality due to the visual influence of the large scale industrial buildings which dominate the foreground to the left of the view. As such, it is not considered that the quality of this existing view is high enough to require the entire view line to be kept free from development.
- Appropriately designed development can be delivered on the Grane Village site without resulting in significantly adverse effects upon landscape character, landscape features, or visual receptors.

3.9 This demonstrates that development of the Grane Village site will not generate any adverse landscape impacts, reinforcing its allocation in the Draft Plan.

Strategic Housing Land Availability Assessment- Stages 1 and 2 (August 2018)

3.10 The site was assessed in the SHLAA under site reference 16304. Whilst we agree that the site is suitable and achievable, we would question why it has been not been considered deliverable in the short term, and have a few comments on some of the findings. The Council already consider this site a suitable housing allocation, however, in our view, the site actually performs even better in certain categories of the SHLAA as explained below:

- **Ecological value-** The site is scored as red in this category, with the commentary explaining how a small strip of land in the site is located within woodland and grassland Stepping Stone. The Development Statement for this site considered all ecological matters, and concluded that there are no ecological or arboricultural constraints preventing the development of this site and appropriate mitigation will be provided where necessary. Additionally, the area of high ecological value to the south-east of the site has been excluded from development, and will therefore be protected by proposals. This is not considered to be an issue on site, therefore the site performs better than a red scoring in this category when taking the masterplan into consideration.
- **Landscape value-** In the **Council's 2015 Landscape Assessment, it is concluded that the Grane Village site is 'suitable for development with mitigation'.** As the 2015 Landscape Assessment conclusions were specific to the site, it is therefore unclear why the SHLAA has stated that this site has a high landscape impact. The Randall Thorp report attached at Appendix 2 further confirms that the site is suitable from a landscape perspective. It is therefore considered that the landscape scoring of the site is incorrect in the SHLAA, and should certainly not be categorised as red.

3.11 We also note that the scoring methodology and scope of the SHLAA does not allow for detailed considerations such as masterplanning and proposed design/mitigation. The Illustrative Masterplan

for Grane Village (see Appendix 1) illustrates how the existing public right of way does not pose a constraint on site, on the contrary it can be well-integrated into development proposals.

- 3.12 Therefore, the site will in reality score higher than amber in the recreational value category, when considering the design of development proposals. A similar comment can be made with regards to the flood risk category-the development proposals shown on the illustrative masterplan excludes the area at medium/high risk of surface water flooding. For clarity, the proposed development is located entirely within Flood Zone 1, representing the lowest level of flood risk.

Sustainability Appraisal and Strategic Environmental Assessment of the Rossendale Local Plan (August 2018)

- 3.13 The Council have commissioned a Sustainability Appraisal and Strategic Environmental Assessment (August 2018) as a key document of the evidence base. We do not have any detailed comments on this document at this stage, other than we would reiterate the point that key aspects such as landscape and cultural heritage will be carefully considered at the detailed design stage. As a high level point we therefore highlight that the site will score much higher in reality, at the detailed design stage, than some of the red scores suggested in the Sustainability Appraisal report.

Heritage Impact Assessment of Housing and Employment Sites (August 2018)

- 3.14 The Grane Village, Haslingden site is assessed in this report under Local Plan Reference H74/SHLAA 16304. We have no detailed comments on the contents of the assessment of the site and support the conclusion that the development of the site will be acceptable subject to mitigation. The only matter we take note of is the proposed Conservation Areas in Haslingden and Helmshore. Whilst future development proposals will carefully consider the proposed Conservation Areas, looking at maps of the proposed areas we note that the site is not located in close proximity to these. As such, we do not anticipate any issues arising from the development of the Grane Village site in terms of heritage impact.

Conclusions on Grane Village

- 3.15 Overall, Taylor Wimpey are wholly supportive of the Grane Village, Haslingden allocation (H74), subject to the above comments on the evidence base relating to the site.

4. CONCLUSION

4.1 Overall, Taylor Wimpey fully support the allocation of the Grane Village site (H74), subject to the comments and suggestions made above, which note that:

- The overall housing requirement should be increased to take account of economic aspirations and to provide flexibility to accommodate any unmet need generated by the adjacent authorities in Greater Manchester. Namely, there is strong evidence to justify the Council setting a housing target of at least 269 dpa, which goes above and beyond the **government's standardised housing methodology calculation, which we reiterate is a minimum starting point and should not be considered as a cap;**
- The Council should consider allocating additional sites, both as long term reserve sites to provide some headroom in their overall supply, and smaller short term sites to boost 5 year supply, given the current shortfalls.

4.2 This representation has shown that the site is deliverable and developable in line with the NPPF, and has also demonstrated its importance for housing delivery in Rossendale, representing over 5% of the total allocated dwelling numbers and will make a significant contribution to 5 year supply.

4.3 Importantly, Taylor Wimpey have been promoting Grane Village for almost 6 years and will continue to work alongside the Council, with the submission of a planning application expected in early 2019, to demonstrate that it can begin delivering in the next 5 years.

APPENDIX 1 - TAYLOR WIMPEY GRANE VILLAGE DEVELOPMENT STATEMENT

Grane Village Haslingden

Development Statement

December 2013





Contents



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Executive Summary

This Development Statement has been prepared by Taylor Wimpey UK Limited. It promotes the allocation of land at Grane Road, Haslingden (known as 'Grane Village') for residential development in the emerging Rossendale Local Plan. In particular, it sets out the reasons why this site can be beneficially and sustainably brought forward within the proposed urban boundary of Haslingden.

Introduction

The proposed development site, which totals approximately 6 hectares, represents a logical boundary and delineation to the settlement of Haslingden. This small sustainable urban extension can accommodate approximately 160 dwellings with associated landscaping and open space. The site is currently designated as open countryside but parts of the site have a history of development, with the southern section being a former gas works.

This Development Statement demonstrates that the Grane Village site:

- Is an entirely sustainable and deliverable site at which to accommodate additional housing provision in Haslingden;
- Will create a sustainable urban extension on a previously developed site within the proposed Urban Boundary of Haslingden;
- Is entirely suitable to be allocated and developed as a residential site, due to the proximity of services and facilities together with the physical containment of the land;
- Accords with the objectives of the NPPF, which clearly states the Government's objective to significantly boost the rate of house building across the Country and to approve applications for housing in sustainable locations without delay;
- Can provide for a choice of high quality homes in terms of tenure, type and size to meet local needs;
- Would contribute towards an identified need for both market and affordable housing in the Borough;
- Will provide high quality public open space for future residents and the existing community;

- Will create a sustainable and well-designed housing scheme in keeping with the character of the local area;
- Will be sensitively incorporated into the existing landscape retaining key existing features and will provide areas of well landscaped open space, particularly with regard to the existing pond and proposed open space area to the south of the site;
- Would generate a number of social, economic and environmental benefits;
- Will benefit the wider economy and help sustain existing services by providing new housing;
- There are no other technical or environmental constraints that would prevent the development of the site.

This document summarises the key reasons why the residential allocation of this site within the emerging plan would be appropriate and in accordance with national and local planning policy. The physical, environmental and technical suitability of this site for residential development has been confirmed by the following assessments, which have also informed the development of the Illustrative Masterplan;

- Ecological Assessment, prepared by TEP;
- Arboricultural Assessment, prepared by TEP;
- Preliminary Environmental / Ground Contamination Assessment, prepared by WSP Group;
- Highway and Access Review, prepared by Croft Transport Solutions;
- Flood Risk Assessment, prepared by WSP Group;
- Proposed Drainage Strategy, prepared by Thomas Consulting;
- Noise Feasibility Report, prepared by Echo Acoustics;
- Archaeological Assessment, prepared by Wardell Armstrong; and

- Outline Utilities Assessment, prepared by WSP Group.

These reports are available on request, with the relevant technical information being included within this Statement where appropriate.



A Suitable and Sustainable Site

The site has long been acknowledged as a suitable and sustainable location for housing provision. The 2010 Strategic Housing Land Availability Assessment (SHLAA) confirmed the site to be previously developed, within a desirable area and with no significant access, ground condition or infrastructure constraints.

The SHLAA awarded the site one of the highest deliverability and suitability scores of all the sites assessed; and it was only on the basis of the site's perceived availability constraints that it was termed a Category 2 site, meaning it was anticipated to come forward for development between 2016 and 2020. However, with Taylor Wimpey UK Limited having now legal control of the site, there can be no concerns regarding its availability and deliverability.

Since the publication of the SHLAA in 2010, Rossendale Borough Council has considered the various settlement boundaries to be adopted within the emerging Site Allocations Development Plan Document (DPD) and has proposed that the Haslingden Urban boundary be extended to include the Grane Village site to enable its development. Consultation on this proposed boundary change ran for a 4 week period in December 2012, and the consultation responses raised very few objections, with a representation from the Rossendale Civic Trust noting that the existing site is in poor condition and that Grane Road provides excellent access. On this basis, it is understood that the Council will seek the site's formal residential allocation as part of the next consultation phase, which is due in early 2014, with adoption due to follow in 2015.

If the proposed urban boundary changes are approved, the Grane Village site has the potential to deliver a significant proportion of the area's housing requirement within the next 5 years, to help address the identified shortfall created by 10 years of persistent under-delivery against housing targets. Accordingly, there is a compelling need to bring this site forward for residential development and therefore Rossendale Council should be pro-active in allocating this site for housing.

This document also demonstrates how the design and form of the development will respond sensitively to the characteristics of the site and the wider Holden Wood area through the masterplanning process.

Taylor Wimpey will also seek to engage with the local community in an attempt to develop these ideas for the site, and identify suitable opportunities to deliver added benefits for the wider settlement.

1.0 Introduction

Figure 1 : Aerial Photograph Showing Site Context



1.0 Introduction

Purpose of Development Statement

This statement must be read in the context of the governments objectives for housing development and remit for continuing economic growth as set out in the National Planning Policy Framework (NPPF), which requires Local Authorities to meet the objectively assessed housing needs for the area through the Local Plan process and seek to 'boost significantly' the supply of housing and consistently maintain a 5 year supply of deliverable sites which could deliver houses prior to 2016.

The Grane Village site should be allocated and developed for residential development in the emerging Site Allocations and Development Management Policies DPD, to assist in meeting the Borough's development requirements to 2026.

Site Location and Context

The site is situated on the western edge of the built up area of Haslingden, approximately 1.1km south west of Haslingden Town Centre and 1km north west of Helmshore, which provide a good range of local services and facilities.

The site is bounded by Grane Road (B6232) to the north, along with sporadic housing, a new employment development and the Holden Arms public house.

Gas Street lies to the east, with residential properties and a caravan park beyond that.

The site is bound to the south by a large pond, and a variety of modern residential and employment uses. Much of this boundary is screened by trees and bushes.

The western boundary comprises an established of trees Holcombe Road (B6235), with open fields and the Holden Wood Reservoir beyond that.

Therefore the wider area accommodates a wide variety of uses, characterised by residential, commercial and community uses to the east, within the built up area of Haslingden, and reservoirs and the Haslingden Grane valley to the west, within the countryside. The residential accommodation predominantly comprises two storey, stone built terraced and semi-detached houses with pitched roofs.

Site Description

The site comprises approximately 6 hectares of land that gently slopes from Grane Road down to the south east corner where there is an existing pond.

The southern part of site is previously developed and once accommodated a gas works, but currently consists of a series of small fields and a storage facility for caravans. The site is currently accessed from Grane Road to the north and Gas Street.

Development Vision

Taylor Wimpey is seeking to deliver an integrated, desirable, high quality residential development which meets the needs of the local community. It is envisaged that the proposed residential development will provide a network of accessible open spaces and routes which connect the site to the "Valley Way" recreational trail along the Swinnet valley. The residential development proposals will act as a catalyst to delivering a thriving and diverse economy, providing an enjoyable place to live.

The development proposals for the Grane Village site will deliver new high quality market and affordable family homes to the benefit of the local community, at a time when there are severe challenges to supply.

Our vision for the site is therefore underpinned by the following goals:

- **Delivering quality new homes** - Taylor Wimpey will build high quality new homes which make best use of the land and are sensitive to the long term aspirations and connectivity to local services.
- **Achieving a choice of housing** - The proposals will offer a mix of housing in terms of type, tenure and size to meet identified local needs and help to rebalance the demographics of the area.
- **Providing affordable homes** - The proposals will provide affordable homes of a range and type to meet the needs of those currently seeking to secure a new home in the area.
- **Provide enhanced linkages** - The proposals will provide a network of open spaces and routes to the surrounding footpath and cycle network, enhancing east-west links between the Swinnet Valley and the Grane Valley.
- **Investing in the community** - The development of this site will represent a significant private sector investment and result in the creation of additional direct and indirect employment both during and after the development.
- **Creating a safe and desirable place to live** - The proposals have been sensitively designed to ensure the creation of a safe and attractive environment which discourages crime and builds upon the strength of the local community.

Figure 2 : Visual Appraisal



Photo 1: Looking east into centre of site



Photo 2: Looking south west into site from Grane Road



Photo 3: Looking west from Gas Street



Photo 4: Looking south west from Holcombe Rd



Photo 5: Holden Wood Reservoir



Photo 6: Looking East along Grane Road



Photo 7: Looking south down Holcombe Road

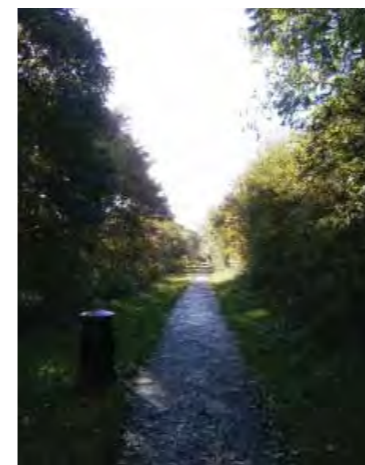


Photo 8: Cycle route looking south



Photo 9: Looking west along Grane Road.



Photo 10: Looking north from Holcombe Road

2.0 Planning Assessment



2.0 Planning Assessment

This section seeks to demonstrate that the Grane Village site meets the relevant local and national government policies (current and emerging), which are relevant to the allocation of land for housing and the form of proposed development. A full review of the relevant national guidance is contained at Appendix 1.

National Planning Guidance

The National Planning Policy Framework (NPPF), published in March 2012, outlines the Government's core objectives for the planning system, including the following which are relevant to the proposed development:

- The site is suitable and deliverable for development. It is located on the edge of the Haslingden urban area, where it is accessible to services, employment and other facilities. Accordingly, the site constitutes sustainable development, as defined in paragraph 7, and given that the 'presumption in favour of sustainable development' forms the central thread of the NPPF, development of this site should be supported.
- The provision of approximately 160 dwellings will assist in meeting the government's aim to 'significantly boost the supply of housing', as set out in paragraph 47. To achieve this, local authorities are required to use their evidence base to objectively assess housing need, and to identify a five year supply of deliverable housing sites, to be updated annually.
- The development will provide a wide range of market and affordable housing of various types and tenures promoting mixed and inclusive communities in accordance with paragraph 50.
- The site is situated approximately 1.1km from Haslingden Town Centre and bus stops are located within 150m of the site. The development therefore promotes the use of sustainable transport choices in accordance with paragraph 34.
- The site is not at risk of flooding and is therefore sequentially preferable in accordance with the tests for flood risk set out in paragraph 100.
- There are no contamination issues, or ecological constraints preventing development of this site. The development of the site therefore meets the requirements of section 11 (paragraphs 109- 125).



Figure 3 : Planning Documents

*National Planning Policy Framework (NPPF)
Rossendale Core Strategy Document*

Development Plan Guidance

Rossendale Core Strategy

The relevant Development Plan comprises the Rossendale Core Strategy which was adopted in November 2011. The proposed development will meet the following objectives of this plan:

- It will deliver approximately 160 dwellings which will assist Rossendale in achieving its borough wide housing target of 3,700 additional dwellings between 2011 and 2026 (247 dwellings per annum), as set out in Policy 2. It will also assist in achieving the target for Haslingden, as under Policy 3, approximately half of the overall housing requirement is due to be delivered within Bacup, Haslingden and Whitworth.
- The site will provide a wide range of market housing and will also provide up to 20% affordable housing, of various types and tenures, in accordance with Policy 4.
- An Illustrative Masterplan has been prepared which demonstrates that the proposed scheme respects and responds to local context, distinctiveness and character; maintains the relationship between the urban area and the countryside; protects local views; and provides public and private spaces that are safe, attractive, easily distinguished, accessible and complement the existing built form. The proposed development therefore meets the design criteria of Policy 23.

- The site has good access to public transport (with several bus stops within 400m) and enhanced links to services and employment opportunities. It will also link into the local footpath and cycle way network, in accordance with Policy 9.
- The proposed development will conserve and enhance any biodiversity assets found at the site and will not impact on ecological networks or habitats. It will also safeguard and enhance the landscape character of this previously developed site. Furthermore, existing trees and hedgerows will be retained wherever possible, or replaced if necessary; in accordance with Policy 18.

Site Allocations and Development Management Development Plan Document

In December 2012, Rossendale Borough Council consulted on a 'Green Belt & Urban Boundary Review' for a four week period, following a series of developer and community forum events. This consultation represents the first of a three phase approach, with consultations on proposed site allocations and development management policies to follow. Adoption of the overall document is forecast for late 2015.

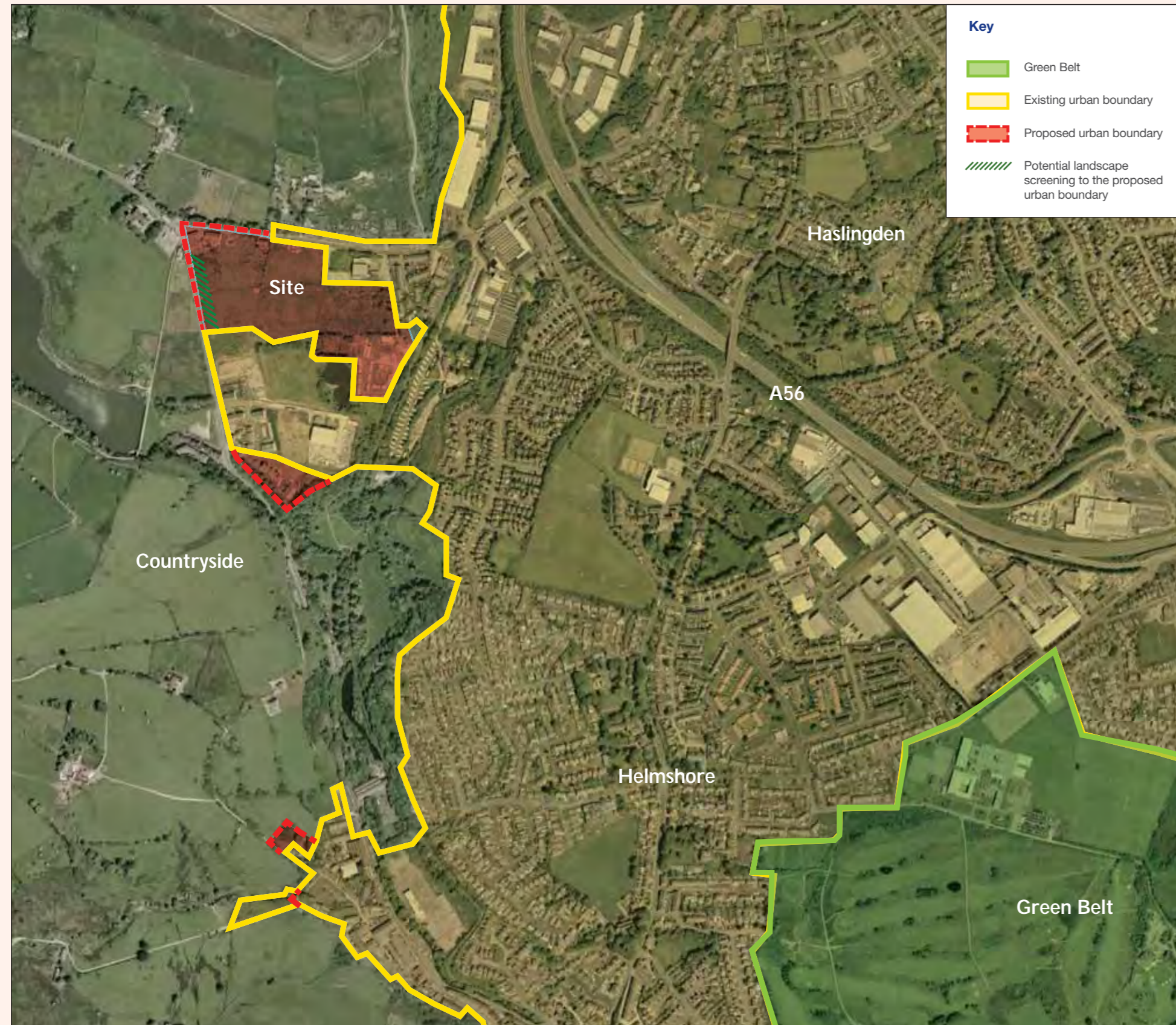
This consultation confirms the Council's intention to remove the entire Grane Village site (Ref: SW(UB)9) from its existing 'Countryside' designation and include it within the Urban Boundary of Haslingden. The document notes that the rationale for this boundary change is to enable the site to be developed in the future; and also notes that the site is of poor visual quality with no formal recreational value.

In addition, the responses from this consultation have now been published and a representation from the Rossendale Civic Trust noted that Grane Road provides good access to the M61, M6 and the nearest hospital making it suitable for commuters and the retired. This representation also supported the view that the existing site is in poor condition.

Furthermore, this proposed boundary change is one of the most significant extensions proposed within the consultation document for the whole authority area, as it will release a 6Ha site with the potential to accommodate 160 dwellings. There is only one similarly sized extension proposed within the Haslingden Area (Refs: HRB(UB)2; and HRB(GB)6), which could release two sites at Kirkhill Avenue & Moorland Rise, on the eastern side of the built up area of Haslingden. These sites are being promoted for a total of 110 new dwellings, however these were ranked in Category 2 and Category 3 respectively within the SHLAA, as part falls within the green belt and there are other identified constraints relating to access overhead power lines. On this basis this site is considered less sustainable.

Overall, the proposal to include the site within the Urban Boundary is acknowledged by the Council to be the first formal step in promoting the site's allocation and subsequent development. Taylor Wimpey wholly endorse and support this objective and recommend that its allocation is prioritised over the less sustainable sites noted above

Figure 4 : Proposed Urban Boundary Extension



Rossendale Strategic Housing Land Availability Assessment 2010

Rossendale's SHLAA was last updated in December 2010 and summarises the Council's position in respect of housing supply, by identifying and categorising deliverable housing sites. Within the SHLAA, the Grane Village site (Ref: 635) is confirmed as being previously developed land where housing delivery is suitable and achievable, however it is not considered to be available within a 5 year timescale, and is therefore ranked as a Category 2 site (to be developed between 2016 and 2020). Clearly, as Taylor Wimpey now controls this land it can be demonstrated that the site can be brought forward immediately.

Indeed, the Council have acknowledged this in their 5 Year Housing Land Supply Report 2012-2017, published in 2012, where they confirm the site to be an available, suitable, achievable and viable location to accommodate 160 dwellings. Taylor Wimpey welcomes this acknowledgement and will continue to work alongside the Council in seeking to deliver the proposed scale, mix and quality of housing envisaged.

Housing Delivery

The 2010 SHLAA identified 416 sites capable of delivering 15,676 dwellings, from which the Council suggested a 5.15 year supply.

However, these supply predictions are not reflected in the number of dwellings which are actually being brought forward. The 2010 SHLAA confirmed that between 2003 and 2010, only 1,238 completions were recorded across the Borough, reflecting an average annual completion rate of 177 dwellings, which is well below the Core Strategy target of 247 dwellings per annum. The latest Annual Monitoring Report (AMR), published in October 2013, confirms that this under delivery has worsened since 2010, with just 328 dwellings completed at a rate of 109 dwellings, lowering the average over the last 10 years to 157 completions a year. The housing trajectory within the AMR has been increased to a target rate of up 275 dwellings per annum for the next 5 years to take account of this shortfall. Therefore, there is an acknowledgement that the existing housing supply is not delivering the scale of development required to meet the Council's future housing target. The proposed residential development of this site will help to address this shortfall over the next 5 years and this should be considered as a key benefit of the scheme.

Planning Policy Summary

The NPPF is categorical in promoting sustainable development and encourages local planning authorities to be proactive in maintaining a deliverable supply of housing sites.

The Rossendale Core Strategy identifies Haslingden as a Key Settlement, where a large proportion of the Borough's housing provision should be directed to between 2011 and 2026.

The 2010 SHLAA ranked the Grane Village site as a Category 2 site for delivery in 2016-2020 due availability concerns; however Taylor Wimpey now control the site, so it should be considered a Category 1 site capable for immediate development.

The emerging Site Allocations and Development Management Policies DPD is seeking to amend the localised Urban Boundary to accommodate the Grane Village site; a process wholly supported by Taylor Wimpey. Subsequently, representations will be made to seek the residential allocation of the site.

Furthermore, whilst the 2010 SHLAA suggested a housing supply figure of 5.15 years, the Council have persistently failed to deliver their annual target over the last 10 years, suggesting that the current supply is insufficient. The allocation of the Grane Village site will help to address this shortfall.

In overall terms, the adopted and emerging policy framework wholly supports the allocation and development of the site to accommodate residential development in the near future.

3.0 Economic Investment and Community Benefits





3.0 Economic Investment and Community Benefits

Economic Investment

The development of the site will result in significant private investment and job creation. It will:

- Produce approximately £20m investment into the local area through the construction process.
- Produce approximately £1.1m through the Government's new homes bonus scheme to be spent by Rossendale Borough Council in the area.
- Produce approximately £1.6m new spending annually in the local economy for the site's new residents, which could support around 16 additional jobs across various sectors such as retail, leisure, hospitality and catering.
- Offer the potential for apprenticeships and training opportunities with Taylor Wimpey and its suppliers for residents in the local area.
- Generate an additional 62 jobs associated with the construction process and could sustain over 94 additional indirect jobs within the local economy.

Community Benefits

The development of the site will:

- Provide a range of open market housing comprising various types to meet the needs of the local community.
- Provide up to 32 affordable homes of a range and type to meet the identified need in the Rossendale area.
- Provide approximately 1.45 Ha of public open space for future residents in accordance with Rossendale's policy requirements. The open space will also enhance the recreation facilities available to the existing residents in the area.
- Assist in the provision of other facilities where there is an identified need, in accordance with development plan policies.

Conclusion

There is a compelling need to deliver the development needs of the Rossendale Borough in an appropriate way. The future development of the site would deliver a range of sustainable benefits whilst creating no adverse local impacts. The allocation and development of this site is a wholly appropriate and sustainable outcome, which in itself delivers a wide range of local benefits, not least an increase in market and affordable housing. Moreover, the development will deliver significant inward investment from the private sector.

4.0 Suitability of the Site for Development

4



4.0 Suitability of the Site for Development



The site is a sustainably located development opportunity located within easy access of a range of local services, employment opportunities and public transport routes.

Settlement Hierarchy

The Core Strategy defines Haslingden as one of five key settlements (alongside Rawtenstall, Waterfoot, Bacup and Whitworth), which form the top tier of the settlement hierarchy within Rossendale. It provides a range of facilities and services including a health centre, library, swimming pool, sports centre, as well as various shops and a market.

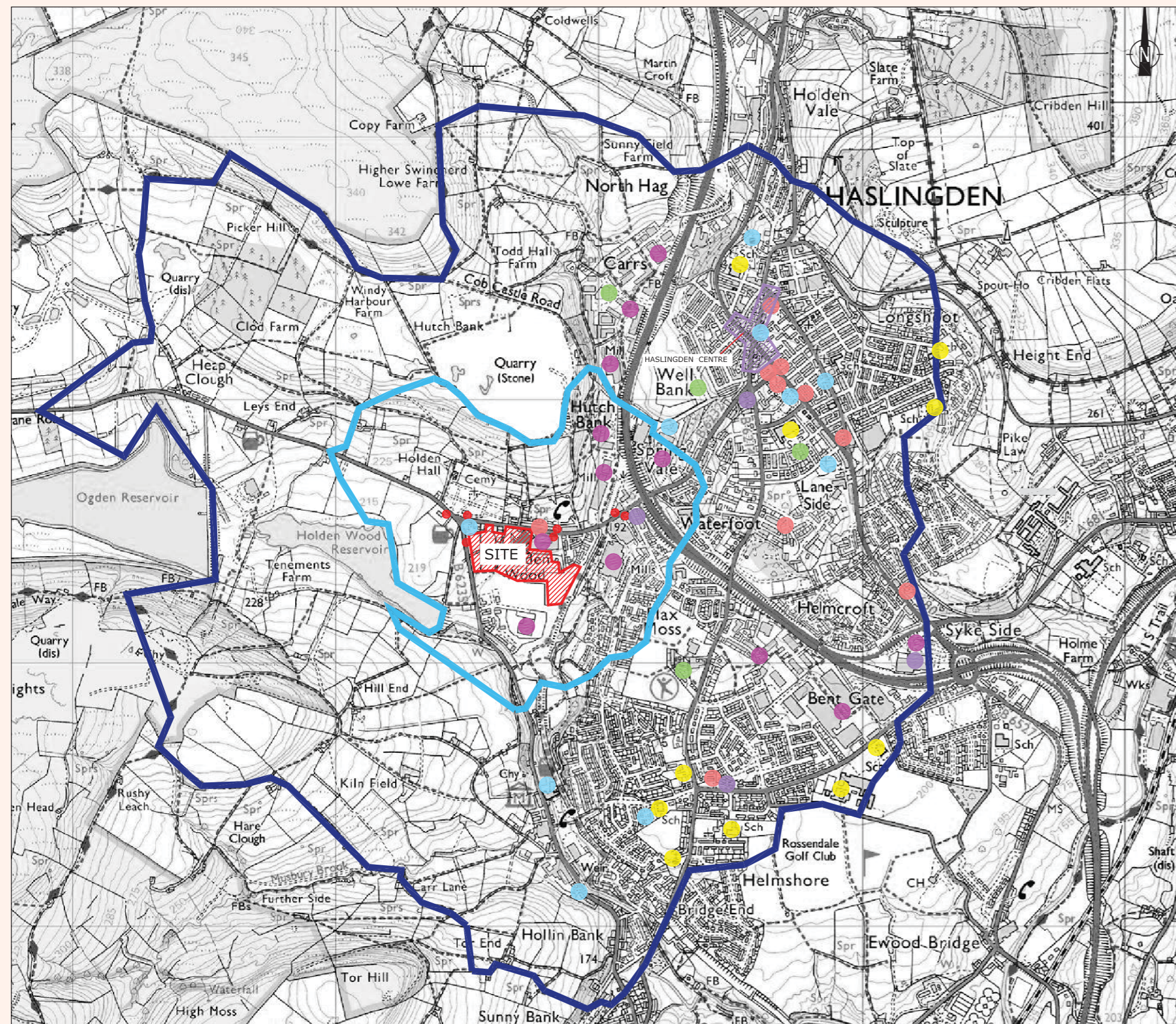
Helmshore, to the south east, sits within the second tier of the hierarchy and is defined as an 'Other Settlement', whilst the area to the west of Haslingden is defined as one of the Borough's Main Employment/ Industrial Areas.

Haslingden will need to provide appropriate amounts of housing and employment development in order to maintain its important role as a Key Service Centre and this is acknowledged in the Core Strategy which states that approximately half of the Borough's overall housing requirement (3,700 dwellings to 2026) will be delivered within Bacup, Haslingden and Whitworth.

Therefore it is clear that Haslingden is a suitable and sustainable location within which to accommodate housing growth. Furthermore it is considered that the Grane Village site is a suitable and sustainable location within Haslingden to accommodate a proportion of this growth.

1. Grane Village
2. Grane Road Bus Route
3. Cycle Network
4. Haslingden Health Centre
5. Haslingden High School
6. Haslingden Sports Centre
7. Haslingden Swimming Pool
8. Haslingden Town Centre
9. Tesco

Figure 5 : Sustainability Plan



Key

- 800m Pedestrian catchment
- 2km Pedestrian catchment
- Site location

Local Amenities

- Bus stop within 400m
- Education
- Retail
- Retail Zone
- Community Facilities
- Healthcare
- Sports and recreation
- Employment Areas

Location and Accessibility

The site is situated to the south of Grane Road in Haslingden. The site is approximately 1.1km south west of Haslingden Town Centre and 1km north west of the local shops in Helmshore.

Employment opportunities exist within Haslingden Town Centre, and adjacent to the site, with The Courtyard 100m to the east of the site; and the employment area off Holcombe Road 200m south of the site. Further employment opportunities are located in areas around the Hutch Bank and Carrs areas to the north of the site (500m and 1.2km respectively).

The site is well served by the existing public transport network. Bus stops are located less than 150m from the site (on Grane Road and Holcombe Road) with a regular (hourly) service to destinations including Haslingden Town Centre, Rawtenstall, Oakley and Helmshore. An additional service offering peak time journeys is available to destinations such as Rochdale, Royton and Manchester. The local hourly bus service provides a direct link to Rawtenstall Bus Station (5km east of the site). This bus station provides links to a wider range of local and regional destinations.

The site is also adjacent to a cycle route which runs along a section of disused railway line linking to Helmshore to the south and forming part of the Lancashire cycle network.

Building Communities

The development of the Grane Village site would complement the existing residential areas and diversify the choice and range of housing to meet local needs. Figure 5 illustrates the site's location in relation to the existing community facilities and services.

In accordance with the NPPF, the site is well related to services and facilities which provide opportunities to use non-car modes of transport. A more detailed list of locally available services is provided at Appendix 2 and a number of these are shown on the previous page.

5.0 Site Technical Analysis



5.0 Site Technical Analysis

The purpose of this section of the statement is to demonstrate that the site is not subject to any technical or environmental constraints that would prevent it coming forward for housing.

Environmental

Landscape

The site lies in the Southern Pennines national landscape character area, and is at the interface of a number of distinct local character areas as identified in the Lancashire Landscape Strategy. However, it does not lie within or adjoining any protected landscape.

To the west lies the Haslingden Grane Reservoir Valley (area 9c), characterised by three large reservoirs with mixed woodlands, stone walls, and gothic architectural detailing. The Grane Valley was once well populated with farmers, quarry workers and mills but it is now increasingly used for informal recreation since the reservoirs were constructed.

The reservoir valley drains to the more incised wooded valley of the Swinnel Brook, to the south, which flows to the Irwell, and this wider area is identified as a “Settled Valley”, containing the legacy of activity from the textile industry. East of the site is the urban area, while to the north, the ground rises rapidly through areas of moorland fringe to the South Pennine moorlands.

The site has been subject to various urban influences. It lies between two employment areas, was in part used as a gas works, and is crossed by the remnant of an old mineral railway. It is now in fringe agricultural uses, but has little landscape merit.

There are no landscape reasons to prevent it coming forward for development.

Ecology and Trees

An Ecological Assessment has been undertaken which confirms that there are no statutorily designated wildlife areas close to the site, and that no protected plant species were recorded during the habitat survey. In addition, no great crested newts or badgers were identified and the site is not considered an ideal habitat for water vole, otters or brown hare.

However, the hedgerows and ponds potentially offer ecologically valuable habitats for a variety of bat species, bird species and amphibian species including the common toad. These hedgerows and ponds will be retained wherever possible or will be offset by planting of native species. In addition any future site clearance works will take place outside the bird breeding season.

Other potential mitigation strategies include bird boxes, bat roost structures, however more detailed species surveys will need to be undertaken to confirm the scope of such works.

An Arboricultural Impact Assessment has also been undertaken and confirms that the site is not within a Conservation Area and is not subject to any Tree Protection Orders. The existing trees do not pose a significant obstacle to development, and it is likely that any trees that are lost would be undesirable for retention within a residential setting in any event. A small section of poor quality hedgerow may need to be removed to create an access point on the northern boundary; however there will be considerable scope for new gardens and urban landscaping within the site to add arboricultural value.

Therefore there are no ecological or arboricultural constraints preventing the development of the site and appropriate mitigation will be provided where necessary.

Archaeology

A desk based archaeological assessment was undertaken and has identified no specific archaeological resources or historically prominent structures within the site which would require significant consideration in terms of its development. The Church of St Stephen, a grade 2 listed church (now the home of Holden Wood antiques), lies along Grane Road to the west of the site, but will remain unaffected by the proposed development.

There are no archaeological constraints which would preclude the site being developed.

Flooding

A Flood Risk Assessment has been undertaken which confirms that the entire site is within Flood Zone 1, which means it has a low probability of fluvial flooding and is suitable for all types of land use, including residential, in accordance with the NPPF.

There are no flooding constraints preventing the development of the site.

Noise

A noise constraints study has identified that whilst there may be some noise impacts on the proposed development from the surrounding commercial/ industrial uses, and the traffic on Grane Road, none prevent the development of the site for residential use. Such impacts can be overcome through careful design, layout and the application of appropriate mitigation strategies and suitable noise conditions to ensure that there they do not affect the amenity of future residents.

There are no noise constraints preventing the development of the site.

Ground Conditions

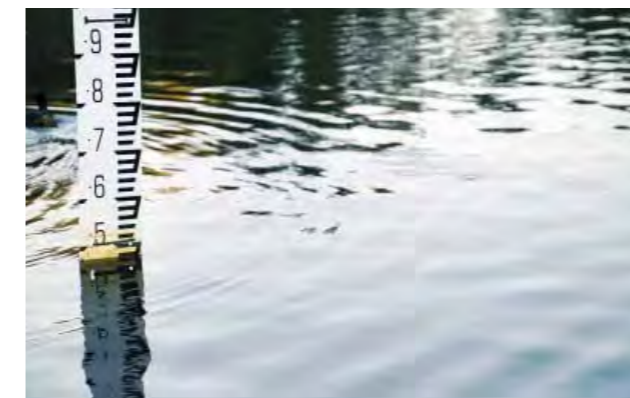
An Environmental Assessment has been carried out which confirms that there was a former gas works and landfill area within the southern part of the site. As part of the redevelopment of the site, this area of land will be mitigated to ensure any existing top-soil and sub soil contamination is dealt within in an appropriate manner.

There are no contamination constraints preventing the site coming forward for development.

Agricultural Land Classification

Provisional survey land mapping shows that the land in and surrounding the site is Grade 4 Agricultural Land. Grade 4 land is defined as poor agricultural land and not the best and most versatile.

There are no agricultural land constraints preventing the site coming forward for development.



Infrastructure

Highways

Initial assessments of the adjoining highway network undertaken by Croft (highways specialists) indicate that there is sufficient capacity within the existing strategic highway network to accommodate this development of approximately 160 homes, with limited highway improvements required within the highway boundary. Taylor Wimpey will consult with the local highway authority, Lancashire County Council, on appropriate mitigation to the local highway network.

The current Illustrative Masterplan shows the main vehicular access coming from Grane Road to the north and a potential emergency access from Gas Street to the east.

Access from Grane Road can be provided via a priority controlled junction that meets highway design standards.

The development proposals will promote pedestrian connectivity by maintaining the existing right of way through the site, whilst creating new pedestrian links and connecting to the nearby rights of way. The site will also link with the existing cycle routes and local amenities in the vicinity of the site, including the cycle route on the disused railway line to the east of the site, which links to Helmshore to the south.

In terms of wider access issues, it is noted that potential exists to greatly enhance the current level of services while improving overall infrastructure that will serve the wider community as well as new residents.

There are no existing highways constraints preventing the site coming forward. However, where required off-site highway improvements will be undertaken in agreement with the Highway Authority.

Drainage and Sewerage

The Drainage Strategy confirms that United Utilities is not aware of any drainage problems in the area and would not restrict foul flows from the site. Existing ordinary watercourses are present on site and these appear to be tributaries of Swinnel Brook which flows to the east of the site. These watercourses shall receive restricted surface water flows from any subsequent development. We will seek to provide a Sustainable Drainage Strategy in accordance with Rossendale Borough Council's guidance.

The proposed future development at Grane Village is not restricted by drainage or sewerage infrastructure constraints.

Utilities

The outline Utility Strategy confirms that services are present in the area and serve neighbouring residential developments. Subject to further discussion with the utility providers it is considered that the provision of services will not constrain the site's development or adversely impact on the service provision to the wider community.

The provision of services will not constrain the development of the site.

Summary of Achievability

The site is not subject to any technical or environmental constraints that would prevent it coming forward for housing. It is achievable without harm to interests of acknowledged importance. It should be allocated for housing as part of the emerging Site Allocations and Development Management Policies DPD.



6.0 Deliverability of Development





6.0 Deliverability of Development

The site will make a valuable contribution with the delivery of approximately 160 dwellings to meet the Borough's quantitative housing requirements as well as meeting the qualitative need to provide family and affordable housing within the area. It is therefore important that the site is deliverable in accordance with the requirements of the NPPF.

Deliverability Criteria

The NPPF and SHLAA Practice Guidance specify that local planning authorities supply sufficient specific deliverable sites to deliver housing in the first 5 years. To be considered deliverable, sites should, at the point of adoption of the relevant local development document:

- **Be available** – there is confidence that there are no legal or ownership problems.
- **Be suitable** – it offers a suitable location for development and would contribute to the development of sustainable and mixed communities.
- **Be achievable** – there is a reasonable prospect that housing will be developed on the site at a particular point in time.

This is a judgement about the economic viability of a site and the capability of a developer to provide housing within a defined period, taking into account marketing, cost and deliverability factors.

Available

Taylor Wimpey UK Ltd has legal control of the site, and is seeking to develop the site at the earliest opportunity. On this basis the site could be brought forward for development with the first 5 years of the plan period and it satisfies the relevant elements of the NPPF. This is particularly relevant in Rossendale, where the Council has persistently failed to achieve its annual housing target over the past 10 years, and therefore has a shortfall to address within the next 5 years.

Suitable

The site is suitable for housing development as verified in the Council's SHLAA. In particular the site:

- Offers a suitable location for development and can be developed now;
- Would consolidate existing residential development to the west of Haslingden, being bounded, in part by residential development to the north, south and east;
- Can utilise existing infrastructure surrounding the site with no utilities or drainage constraints preventing the site coming forward for development;
- Can accommodate satisfactory vehicular access, existing bus stops are in close proximity and the local highway can accommodate the provision of 160 additional dwellings;
- Is not subject to any ecological or environmental constraints preventing development on the site; and
- Is sustainably located with numerous local facilities and services within walking distance of the site boundary, including primary schools, a secondary school, shops, healthcare and recreation uses.

The site is therefore suitable in accordance with the NPPF.

Achievable

The Opportunities and Constraints Plan highlights the matters that have been assessed by Taylor Wimpey UK Ltd in the evaluation of the site. The Masterplan illustrates that any constraints can be overcome and that the site could deliver approximately 160 dwellings and thereby make a significant contribution to meeting the housing needs of the area.

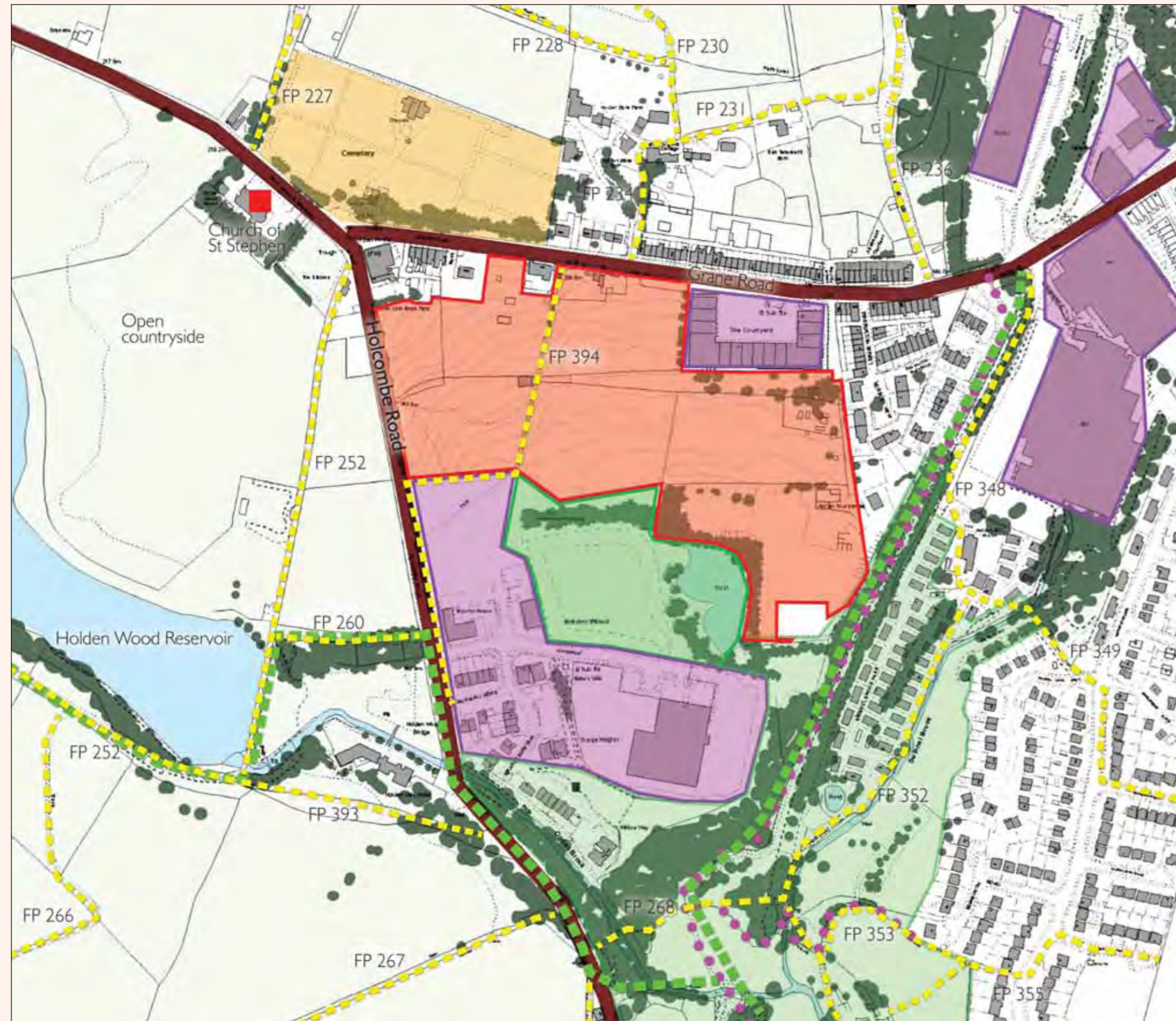
Taylor Wimpey UK Ltd has reviewed the economic viability of the proposal in terms of the land value, attractiveness of the locality, potential market demand and the projected rate of sales in Haslingden; as well as the cost factors associated with the site including preparation costs and site constraints. Where potential constraints have been identified; Taylor Wimpey UK Ltd has considered the necessary mitigation measures and will use investment in order to overcome any deliverability barriers.

Taylor Wimpey UK Ltd can, therefore, confirm that the development of the site is economically viable in accordance with the NPPF and the CLG SHLAA Practice Guidance (2007). As a consequence, the company is committed to investing in the site and is confident that residential development can be achieved within 5 years.

Grane Village is considered to be achievable for residential development as there is an excellent prospect it can be delivered now.

7.0 Design and Form of Development

Figure 6 : Site Context



- Key**
- Site Area
 - Greenland (CS Policies 17&18)
 - Areas in commercial / employment use
 - Cemetery
 - Cycle Route
 - Valley Ways
 - Public Right of Way
 - Grade II Listed Building
 - Main road with bus route

7.0 Design and Form of Development

Taylor Wimpey has developed the scheme shown in this section to demonstrate how the design and form of development will respond sensitively to the characteristics of the site and the wider area, and to demonstrate the contribution that the site could make to the Holden Wood area of Haslingden.

The vision for the site is based on site survey and analysis. It is intended that these ideas will evolve further in consultation with the local community and key stakeholders at the appropriate time.

The Design Context of the Grane Village Site

Architectural Context

Haslingden began as a nucleated settlement on small plateau between the valleys of the rivers Swinnel, Ogden, and Irwell. It developed around the woollen and cotton textile industries but also has a history of stone quarrying, and iron and brass foundries. The earliest industrial development was concentrated on the plateau but had also extended into the Swinnel valley by the beginning of the 19th century. The site therefore abuts areas of mid-19th century workers cottages and lies close to industrial areas. Buildings are predominantly stone or stone and render, although some are red brick with stone detailing. The Church of St Stephen, a grade 2 listed stone church building (now the home of Holden Wood antiques), lies along Grane Road to the west of the site.

Landscape and Movement Context

The site lies at the centre of a number of accessible landscape areas. Holden Wood Reservoir lies within the landscape of the Grane Valley to the west of the site, and is accessible via a number of established footpaths across the intervening fields. To the east a disused rail line is now the "Valley Way" a recreational trail along the Swinnel valley. To the north other field footpaths climb the flanks of Haslingden Moor to join the Rossendale Way. The landscapes of these three areas are different and complementary and provide opportunities for informal recreation which will be beneficial to the development.

The landscape within the site is disturbed and of little merit in this context. A new landscape within the site has potential to provide an attractive transition between the urbanised valley landscape and the moorland landscapes to the west and north.

Figure 7 : Site Constraints



Key

- Site
- Water body
- 1m contour lines
- Cycle route
- ■ ■ ■ Valley Ways
- Public Right of Way
- Grade II Listed Building
- Existing dry stone with level change
- ➔ Views to countryside & reservoir
- Poor views to big building block
- Former gas works area
- Former tar tank/wells within gas works area
- Existing employment use

Main Design Considerations at Grane Village Haslingden

Topography and ground conditions:

The Grane Village site has an undulating topography and Holcombe Road, which slopes evenly towards the south, is generally higher than the site. The north-west corner of the site is steeply sloping, and across the centre of the site, there is a line of raised ground retained by dry stone walling, which is the remnant of a former mineral railway. This land supports an area of regenerated trees and scrub which provides some screening of an adjacent industrial building. At the southern end of the site there is an area of potentially contaminated land where a former gas works once stood. The site will be planned with these ground conditions in mind.

Residential amenity and neighbouring land uses:

Neighbouring properties along the northern boundary of the site comprise houses, a public house at the north-west corner, and some modern industrial units. The masterplan will carefully consider the need for screening and the nature of views into or out of the site around each of these neighbouring groups.

Hedgerows and green infrastructure:

Hedges within the site contain gaps and are poor quality, but one hedge follows the line of a public footpath and provides some structure to the site. Trees around a pond adjacent to the southern edge of the site provide habitat, and trees and scrub on the disused mineral rail line provide screening to the adjacent industrial units. Although the vegetation is not of high value, its retention will be considered in the masterplan.

Integration into the landscape:

The site lies between the industrial landscapes around the Swinnel Brook and the open moorland landscapes around the Grane Valley. Tree planting within the site will help create an attractive transition between these areas. This could include coniferous species as well as native broadleaves. There are long views out from the site to the countryside of the Grane Valley which will be considered in the masterplan.

Highway access:

Safe highway access to serve the site will be provided from Grane Road in accordance with the technical assessment.

Urban form and movement:

The masterplan will consider the potential for pedestrian and cycle connections between the site and the surrounding area, and will ensure that the site layout complements the likely movement patterns into and out of the area. The line of the existing public right of way between Grane Road and Haslingden Road will be respected and incorporated into the scheme.

Drainage and services:

The land drains towards the Swinnel Valley and there is an existing pond outside the site on low lying land. Consideration will be given to the requirement for SuDS within the scheme.



Figure 8 : Site Opportunities



Key

- Site
- Water body
- Cycle route
- Valley Ways
- Public Right of Way
- Grade II Listed Building
- 1m contour lines
- Potential to keep existing dry stone wall as site feature
- Potential to keep views to countryside
- Potential to screen poor views to big building block by new trees
- Potential development area
- Potential site access
- Potential emergency access
- Potential pedestrian/cycle link to Valley Ways
- Potential strategic open space
- Potential landscape node
- Potential green link



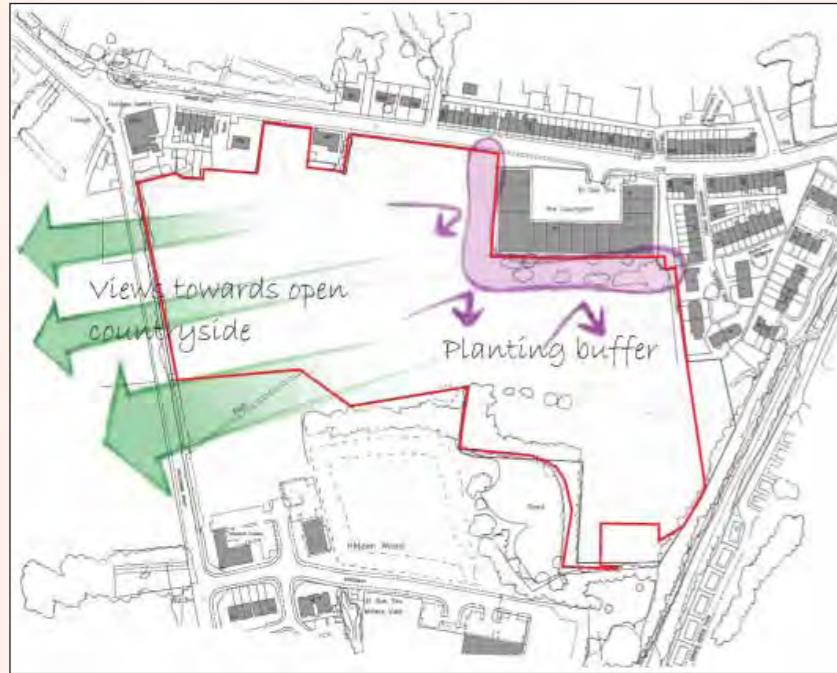
Opportunities Arising from Development

- **Housing need:** there is a clear need to identify new housing land and a strategic site needs to be brought forward through the LDF process to meet the needs of Haslingden and the wider Rossendale Valley. Grane Village could contribute around 160 new dwellings towards meeting the overall housing need.
- **Affordable housing:** The development of this site would enable the provision of new affordable housing in accordance with current Development Plan policies.
- **Sustainable location:** The site is well served by roads, buses, footpaths and cycle routes. The site lies within walking distance of the town centre and all key facilities and is therefore a highly sustainable site.
- **Viable town facilities:** Haslingden is an active town with good local shops, schools and community facilities. Development of the Grane Village site would make a significant contribution to ensuring the viability of established local facilities and the development of key resources.
- **Town character:** The site lies at the western entry to the town. Development here provides an opportunity to create an attractive introduction to the town. The size of the site allows for a mix of properties to be provided which will cater for the needs of young couples, families of all sizes and older people who wish to remain in the town. There is also an opportunity to develop a housing layout which responds positively to the location of the site in the wider landscape.
- **Local connections and open spaces:** The development of the site will provide an opportunity to create new connections to the surrounding footpath and cycle network, and to create new areas of open space which will complement the character of the town. East-west links between the Swinell Valley and the Grane Valley will be created.
- **Ecological enhancement:** Existing hedges provide the bones of a landscape structure which can be retained and enhanced. The incorporation of SuDS has potential to enhance biodiversity value within the development

Figure 9 : Concept Sketches

Concept 1: Views and Screens:

Integrate important existing views into the scheme and create new screening woodland.



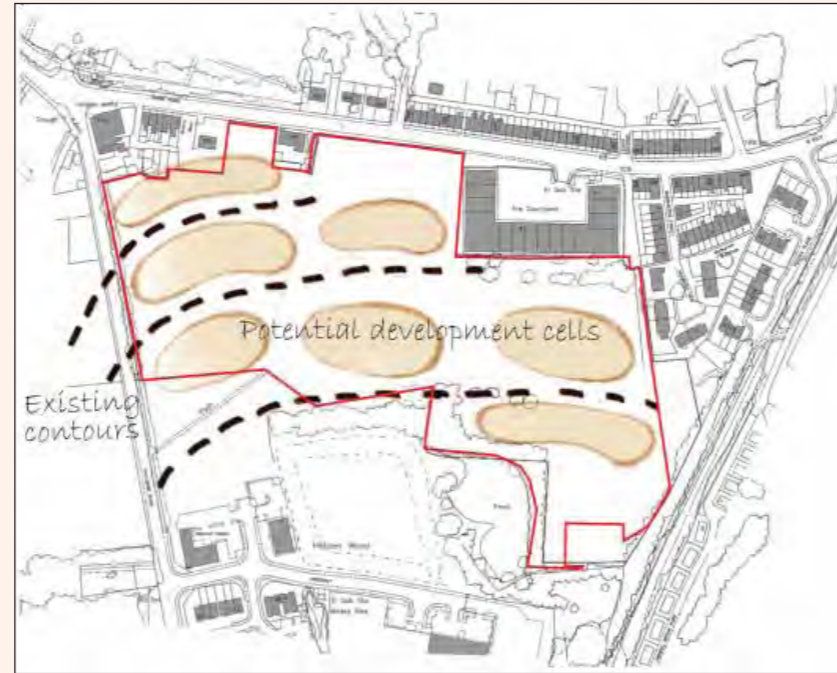
Concept 3: Multifunctional Green Space Network:

Create a green space network accommodating footpaths, SuDS and existing features.



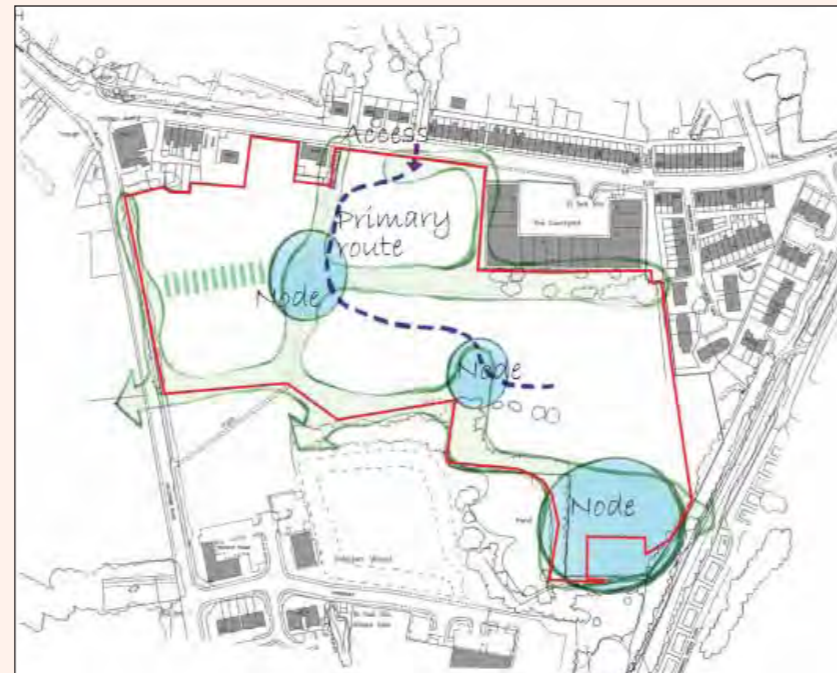
Concept 2: Urban Grain:

Integrating with landform: create a series of development cells responding to existing contours.



Concept 4: Legibility and Local Distinctiveness:

Provide safe highway access which uses site features and views to create an interesting journey around the site.



Developing a Masterplan for the Grane Village Site

Vision

- The Grane Village site will be developed with best practice for urban design and green infrastructure in mind. The site layout will seek to retain, protect and enhance key features of the landscape and incorporate them into the development for the benefit of the community. The layout and design of buildings will seek to create a development sympathetic with the local landscape. In particular the development will seek to:
- Create a safe and legible development layout which provides physical and visual connections from the site into the wider landscape;
- Provide an appropriate range, form, and density of housing to help meet local housing needs;
- Provide areas of safe and attractive greenspace which will complement the movement network, incorporate sustainable drainage (SuDS) and recreational greenspace; and provide ecological enrichment; and
- Create an attractive edge to Haslingden in which development relates positively to the wider landscape.

Key Concepts of the Masterplan

The masterplan responds directly to the local landscape context, and to the opportunities presented by the landscape features within the site. Four key concepts are illustrated on the adjacent diagrams:

- **Views and Screens:** The adjacent industrial units are a potential visual detractor. Woodland screening at this boundary will create a soft interface with the site. Views out from the site will be channelled towards the Grane Valley.
- **Urban Grain:** The sloping site provides an opportunity to establish a clear urban grain which follows the topography, creates secure development cells, and assists the channelling of views towards the Grane Valley.
- **Multifunctional Greenspace network:** Existing landscape features in the site including footpaths, hedges, trees, and areas of local historic and ecological interest will be incorporated into a network of greenspace running through the site. This will function as recreation and amenity space and will incorporate new pedestrian and cycle routes and SuDS treatments.
- **Legibility and local distinctiveness:** The highway network within the site will be designed to create a distinctive sense of place, by variously passing through, alongside or touching upon areas of greenspace where the adjacent housing will be laid out to frame recognisable local places with views out and/or with distinctive local character.

Figure 10 : Illustrative Masterplan



The Illustrative Masterplan

The illustrative masterplan has built upon the conceptual response to the site character to create a layout which satisfies key elements of the vision for the site.

A safe and legible development layout

Safe vehicular access into the site will be taken from Grane Road to the west of the industrial units. The internal road network will be developed around a single spine road which will connect to an emergency access along Gas Street.

Within the site the street pattern housing layout will be planned to create an interesting visual journey through the site by both vehicles and pedestrians. The design and placement of buildings will frame views, vistas, and interfaces with greenspaces. Best practice in urban design layouts will be employed.

Housing will be laid out in secure new blocks, or will back on to established housing to create a secure block. The retained raised mineral rail line will be incorporated into private gardens at its western end, and at the east will be laid out as woodland with limited access.

Provision of an appropriate range, form, and density of housing

The site will accommodate around 160 dwellings on the lower land at a densities of 30-35 dwellings /ha. Family housing appropriate to the current requirements of the town and ranging from 2 to 4 bedrooms will be provided, a proportion of which will be affordable housing in accordance with approved local policies.

Buildings will be largely 2 storey, designed to complement the existing built form in the town, and will reflect the local character and distinctiveness of the Haslingden area.

Provision of a multi-functional green infrastructure network providing for non-vehicular movement, sustainable drainage, greenspace and ecology

The masterplan will accommodate new pedestrian links within the green corridors and greenspaces in the site to run between Holcombe Road and the Swinnel valley foot and cycle-paths to the east. The amenity of the existing footpath will be protected by the provision of greenspace alongside.

The existing scrub and trees, around the industrial units in the north and the pond in the south will be retained and enhanced to improve their ecological and landscape value. One significant new greenspace will be provided towards the south of the development close to the existing pond, trees, and Swinnel Valley trails which will provide kickabout and play facilities.

Creation of an attractive edge to Haslingden

Along Grane Road a new frontage of development will incorporate infill housing facing the road, and new greenspace around the site entrance road, with a carefully designed focal building adjacent to the existing converted chapel on the road frontage.

Along Holcombe Road the development will be lower than the road, and will be separated from it by hedgerow and trees, with pedestrian connections to the development.

The topography of the site and its surroundings will ensure that the new development is not prominent in the landscape. New tree planting throughout the streets and greenspaces in the scheme will ensure that the development blends harmoniously into its setting.

Figure 11 : Character Areas



The Character of the Development

The masterplan envisages the creation of three character areas as illustrated on the attached plan.

Western Area:

The area to the west of the public right of way and below Haslingden Road will be laid out around a small central framed 'square' to deliver a distinctive cluster of housing with shared surface roads and a village-like character. Building materials will be predominantly stone effect (with the use of some render). Street trees will be used to fill the street scene where appropriate.

Eastern Area:

The area to the south of the industrial units will be typical family housing of brick with stone detailing, laid out to frame the greenspaces and park which define the area. Landscape treatments will include hedging to garden boundaries and tree planting within the public realm greenspaces as well as occasional street trees.

Central Area:

The central area will be transitional between the west and east area with a mix of building materials, utilising stone or stone effect along the Grane Road frontage and moving to more mixed materials including render and brick inside the site. Lines of street trees and linear green spaces with hedgerows and trees will typify the general character of the area.

Perspective Sketch 1:

View of the new park in the eastern area



Viewpoint 1 - For Illustrative Purposes Only



Perspective Sketch 2:

View from retained stone wall looking west towards countryside



Viewpoint 2 - For Illustrative Purposes Only



8.0 Conclusions





8.0 Conclusions

It is considered that the entire site should be allocated for housing development in the emerging Rossendale Local Plan. The site can accommodate a 160 dwelling urban extension to Haslingden which will include associated landscaping and open space. This statement has clearly demonstrated that the site represents an excellent and much needed opportunity to deliver a sustainable urban extension to Haslingden, comprising previously developed land with good access from Grane Road. Accordingly, it should comprise the Council's priority site for housing allocation and development in this area.

In this statement we have demonstrated that:

- The site is wholly appropriate for housing development.
- It is entirely suitable to be allocated as a residential urban extension due to the proximity of facilities and services.
- The site has good access from Grane Road, and there are no other technical or environmental constraints preventing its delivery for housing.
- There are a number of significant material planning benefits through the development of the site for economic investment and job creation, including:
 - The delivery of up to 32 affordable homes on site.
 - £20m in the local area through the construction process.
 - £1.1m through the governments new homes bonus scheme to be spent by Rossendale Council.
 - £1.6m new spending annually in the local economy.
 - 62 additional construction jobs and a further 94 additional indirect jobs within the local economy.
 - Up to 1.45 Ha of on-site public open space.
 - The potential to provide training opportunities with Taylor Wimpey UK and its supplier for residents of the local area.
- The proposed inclusion of the site within the Urban Boundary of Haslingden, put forward for consultation by the Council, is wholly appropriate and reflects the logic attributable to the site coming forward for development. Given the character of the surrounding area, the site's housing allocation and development is wholly appropriate and beneficial.

There is a compelling need to deliver the development needs of Rossendale Borough Council in an appropriate way. The site forms a suitable, available and deliverable opportunity, which can be developed without giving rise to any adverse impacts. Instead, it will deliver a range of benefits, principally the provision of market and affordable housing within a sustainable location.

Furthermore, it will be the largest site in the Haslingden area to be released if the proposed urban boundary changes are approved. Therefore it has the potential to deliver a significant proportion of the area's housing requirement within the next 5 years, to help address the identified shortfall created by 10 years of persistent under-delivery against housing targets. Accordingly, this site should be considered as a priority location for housing development and allocated as such within the Local Plan.

Appendix

1.0
Planning
Guidance

A1

Appendix 1.0 Planning Guidance

National Planning Policy Framework

The Presumption in Favour of Sustainable Development

Paragraphs 11 and 12 confirm the planning system is still plan led and that the NPPF does not alter the statutory status of the development plan, but confirms that it is highly desirable that local planning authorities have an up-to-date plan in place.

At the heart of the NPPF is a 'presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking (Paragraph 14).'

Paragraph 14 confirms that for plan-making, this means that local planning authorities should positively seek opportunities to meet the objectively assessed development needs in the area, unless:

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
- Specific policies in the Framework indicate development should be restricted.

Paragraph 15 confirms policies in Local Plans should follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay.

Delivering Sustainable Development

The bulk of the NPPF sets out 13 facets of 'delivering sustainable development'. These include:

- Building a strong, competitive economy;
- Ensuring the vitality of town centres;
- Supporting a prosperous rural economy;
- Promoting sustainable transport;
- Supporting a high quality communications infrastructure;
- Delivering a wide choice of high quality homes;
- Requiring good quality design;
- Promoting healthy communities;
- Protecting Green Belt land;
- Meeting the challenge of climate change, flooding and coastal change;
- Conserving and enhancing the natural environment;
- Conserving and enhancing the historic environment; and
- Facilitating the sustainable use of materials.

We address the relevant parts for this site and the proposed development below.

Building a strong, competitive economy

Paragraphs 18 and 19 confirm the Government's commitment to securing economic growth in order to create jobs and prosperity and ensure the planning system does everything it can to support sustainable economic growth.

The allocation of the site for housing will help secure the development of the site which will create a number of on-site construction jobs and training and apprentice opportunities and result in wider economic benefits throughout the construction supply chain.

Promoting Sustainable Transport

Paragraph 34 confirms that plans and decisions should ensure developments that generate significant movements are located where the need to travel will be minimised and the use of sustainable transport can be maximised.

Paragraph 38 confirms that key facilities such as primary schools and local shops should be located within walking distance of most properties.

The site has been demonstrated to be within easy walking distance of a number of regular bus routes and associated stops and is within walking distance of a Town Centre, local shops and other community facilities.

Delivering a Wide Choice of High Quality Homes

Paragraph 47 highlights the need to 'boost significantly the supply of housing and local authorities should:

- Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area;
- Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing with increased buffers of 5% and 20% to promote competition and offer come records of persistent under delivery;
- Identify a supply of specific, deliverable sites or broad locations for growth for years 6-10 and where possible, for years 11-15
- For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy and how they will maintain a 5 year supply of land; and
- Set out their own approach to housing density to reflect local circumstances.

Paragraph 49 reconfirms that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable sites. As such, it is within the Council's interests to ensure that it accurately identifies how it will meet its housing targets over the plan period.

Paragraph 50 goes onto confirm that a mix of housing should be planed for based on current and future demographics, providing different sizes, types, tenures and affordability all set in a range of locations, reflecting local demand.

Paragraph 52 highlights that the supply of new homes can sometimes be best achieved through planning for larger scale development and settlement extensions that follow 'Garden City' design principles.

The allocation of the site for housing will help secure the delivery of up to 160 new family homes, including a proportion of on-site affordable homes, on a sustainably located site, thereby making a positive contribution to the Borough's housing needs within the first part of the plan period.

Requiring Good Design

Paragraph 56 confirms the Government attaches great importance to the design of the built environment with good design forming a key aspect of sustainable development and should contribute positively to making places better for people.

Paragraph 60 confirms that planning policies and decision should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative. However, it is proper to seek to promote or reinforce local distinctiveness.

Paragraph 61 goes onto confirm that design goes beyond appearance and is as much about addressing the connections between people and places and the integration of new development into the natural, built and historic environment.

Taylor Wimpey are committed to delivering a high quality designed development proposal. The design process explained within this document highlights how natural and environmental considerations have fed into the indicative layout. The layout also seeks to maximise linkages with the surrounding urban and natural environment and promotes walking and cycling.

Promoting Healthy Communities

This section promotes the benefits of community engagement and to ensure communities are properly served by a range of social, recreational and cultural facilities and services. The importance of accessibility to shops, schools, open space are all highlighted.

Paragraph 74 confirms that existing open space, sports and recreational buildings and land should not be built on unless:

- An assessment has been undertaken which has clearly shown the open space to be surplus to requirements; or
- The loss resulting from the proposed development would be replaced; or
- The development is for alternative sports and recreation provision.

Taylor Wimpey is committed to providing necessary contributions to local schools and other community facilities, which the development might impact upon. Taylor Wimpey is also committed to opening up part of the site for public open space use.

Meeting the challenge of climate change, flooding and coastal change

Paragraph 93 confirms that planning has an important part to play in securing radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy.

Paragraph 98 confirms new developments should be planned to avoid increased vulnerability and when brought forward in areas of risk, care should be taken to ensure that risks can be managed through suitable adaption measures, including through the planning of green infrastructure. Paragraph 100 also states that inappropriate development in areas at risk of flooding should be avoided but goes onto note that where necessary, development should be made safe without increasing flood risk elsewhere.

The site is not within an area at risk of flooding, and there are no reported drainage issues on the site.

Conserving and enhancing the natural environment

Paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by:

- Protecting and enhancing valued landscapes, geological conservation interests and soils;
- Recognising the wider benefits of the ecosystem services;
- Minimising impacts on bio-diversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- Preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability;
- Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

Taylor Wimpey has carried out various technical reports confirming the site does not contain any protected ecosystems or habitats and there are no contamination constraints preventing its development. The site is also not agricultural in nature and therefore any development will not result in the loss of the best or most versatile agricultural land. All protected trees will be retained and areas of open space and landscaping schemes will be designed to increase bio-diversity.

Conserving and enhancing the natural environment

Paragraph 126 states that local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment.

Paragraph 128 states where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Taylor Wimpey has commissioned a desk-based heritage assessment which confirms the site is not next to any statutory heritage assets or areas of local significance.

The Development Plan

Rossendale Core Strategy

The Rossendale Core Strategy was adopted in November 2011. Policy 2 notes a requirement to deliver 3,700 net additional dwellings within the Borough between 2011 and 2026, equating to an annual target of 247 additional dwellings. This figure takes account of the historic undersupply of housing within the Borough arising partly from the imposition of a housing restraint policy in 2003.

Within the supporting text of this policy, it is acknowledged that a significant shortfall in local housing provision figures remains and that this position of continued undersupply is only likely to increase as the ongoing recession continues and potentially deepens (paragraph 183).

At paragraph 184, the Core Strategy notes that it will remain difficult for the Council to achieve even the reduced provision targets for the Borough identified within the North West RSS (222 dwellings per annum), regardless of the ongoing latent undersupply.

On the basis of the above, the Core Strategy encourages that the provision and delivery of housing sites be increased to address existing undersupply and meet built up demand. As such, the Core Strategy is clear that a significantly enhanced range of housing provision must be delivered in the coming years and that it is essential that suitable, available and deliverable housing sites be identified and built to meet these targets.

Policy 3 of the Core Strategy states that approximately half of the Borough's overall housing requirement (3,700 dwellings to 2026) will be delivered within Bacup, Haslingden and Whitworth.

Policy 4 notes a maximum requirement for 20% affordable housing on brownfield sites capable of delivering 15 or more dwellings.

Site Allocations and Development Management Development Plan Document

Following a series of developer and community forum events, the Council published its consultation document regarding the Proposed Boundary Changes for Rossendale Borough in December 2012. Comments on the proposed changes were invited until mid January 2013.

The consultation on boundary changes represents the first of a three phase approach, with consultations on proposed site allocations and development management policies to follow. Adoption of the overall document is forecast for late 2015.

The boundary changes consultation confirms the Council's recommendation that the entire site be removed from its existing 'Countryside' designation and instead be included within the Urban Boundary of Haslingden.

The Grane Village site is referred as Site Reference SW(UB)9 within the consultation document. The proposed boundary change in this instance seeks the entire site being included within a new Urban Boundary. The reasoning and rationale for this proposed change is noted to be 'to enable it to be developed in the future'. The document also notes the site to be of poor visual quality and of no formal recreational value.

The proposal to include the site within the Urban Boundary is acknowledged by the Council to be the first formal step in promoting the site's allocation and subsequent development. Taylor Wimpey wholly endorse and support this objective.

Rossendale Strategic Housing Land Availability Assessment 2010

Rossendale's SHLAA was last updated in December 2010 and summarises the Council's position relevant to housing supply. The Assessment's methodology focuses on identifying and categorising deliverable housing sites. A total of 416 potential residential sites are identified within the SHLAA, which are subsequently split into three categories – Category 1 – Most Deliverable Sites, identified for residential development between 2010 and 2015, Category 2 – Moderately Deliverable Sites, identified for residential development between 2016 and 2020 and Category 3 – Least Deliverable Sites, not expected to come forward for residential development before 2020.

10.46 These 416 sites are considered capable of delivering 15,676 dwellings, from which the Council suggested a 5.15 year supply.

The proposed residential development of this site will assist the Council in meeting its future housing development targets. This should be considered as a key benefit of the scheme.

The 2010 SHLAA assesses the Grane Village site (SHLAA Ref: 635). The SHLAA confirms the site to be previously developed land and that it is suitable and achievable in housing delivery terms. The site is awarded one of the highest overall scores in the SHLAA in terms of the requisite assessment terms.

The only meaningful site constraint that is identified in the SHLAA is that it is not considered to be available within a 5 year timescale; hence it is downgraded to a Category 2 site, coming forward between 2016 and 2020. Clearly, the resultant purchase of this site by Taylor Wimpey removes this constraint. As such, the site should be considered as a Category 1 site from this point onwards, as our representations to the SHLAA 'Call for Sites' exercise submitted in December 2011.

The Council's 5 Year Housing Land Supply Report 2012-2017 published in 2012 summarises the authorities views as to which sites are expected to come forward in the coming years to meet housing needs.

Appendix

2.0
Site
Sustainability

A2

Appendix 2.0 Site Sustainability

Access to Education Facilities

Education facilities are shown in yellow on Figure 5 and described below:

There is one secondary school within 2km of the site: -

- Haslingden High School (2.0km).

There are six primary schools within 2km of the site comprising:-

- Haslingden Primary School (1.3km);
- St Mary's Primary School (2.0km);
- St James Primary School (1.6km);
- Helmshore Primary School (1.6km);
- St Veronica's Primary School (1.7km); and,
- Broadway Primary School (2.0km).

There are four nursery schools within 2km of the site:-

- Hillside Nursery School (2.0km);
- St James Nursery School (1.6km);
- Helmshore Pre-School (1.9km); and,
- The Village Nursery, Helmshore (1.7km).

The Grane Village site is therefore well located in relation to education facilities and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Healthcare Facilities

Healthcare facilities in the vicinity of the site are shown in pink on Figure 5 and include one GP Practice or Health Centre within 2km comprising of:-

- Haslingden Health Centre (1.2km)

Five dental practices are located within 2km of the site:-

- Denpoint Dental Care (100m);
- J Hayton Dental Practice (1.3km);
- Haslingden Dental Surgery (1.2km);
- Deardengate Periodontal Centre (1.6km) and,
- Entwistle Dental Laboratory (1.9km).

Four pharmacists are located within 2km of the site:-

- Co-op Pharmacy (1.2km);
- Cohen's Chemist (1.2km);
- Boots Chemist (1.7km); and,
- Helmshore Pharmacy (1.7km).

Additionally, the closest hospital to the site is Rossendale Hospital (2.3km). The Grane Village site is therefore well located in relation to healthcare facilities and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Retail Facilities

The site is located approximately a kilometre to the south west of Haslingden Town Centre, which provides a wide range of services and facilities, meeting local shopping and employment requirements for the site. The below listed retail facilities are indicated in purple on Figure 5.

Neighbourhood convenience stores in the vicinity of the site include: -

- Jubilee Newsagents & Convenience Store (500m).

One major supermarket within 2km of the site:-

- Tesco Supermarket (1.9km).

Haslingden Post Office is located approximately 1km from the site and Helmshore Post Office is located approximately 1.7km from the site.

The Grane Village site is therefore well located in relation to local shops and services and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Sports and Recreation Facilities

Sports and recreation facilities are shown in green on Figure 5. The site is located in close proximity to the following key sports and recreation sites:-

- St Mary's Community Sports Club (1.2km);
- Haslingden Swimming Pool (1.2km);
- Haslingden Sports Centre (1.2km); and
- Run-Amok Play & Party Centre (1.2km).

Other sports and recreation uses within 2km of the site include a fitness centre and a dancing school located close to Haslingden Town Centre.

The Grane Village site is therefore well located in relation to sports and recreation facilities and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Access to Community Facilities

The community facilities listed below are shown in blue on Figure 5. The nearest library to the site is Haslingden Library:-

- Haslingden Library (1.0km).

The site is located in close proximity to a number of public houses:-

- The Holden Arms (100m);
- Roebuck Inn (900m);
- Robin Hood Inn (1.4km); and
- Holden Vale Inn (1.8km).

Additional restaurants and public houses are located within Haslingden Town Centre approximately 1.0km from the site.

The closest community centre to the site is:-

- Haslingden Community Link and Children's Centre (1.3km).

The site is within 2 km of approximately ten places of worship, the closest three to the site consisting of:-

- St Peter's C of E Church (1.3km);
- Manchester Road Methodist Church (1.2km); and
- St Mary's RC Church (1.5km).

The Grane Village site is therefore well located in relation to library and community services and thereby accords with national planning guidance and the emerging LDF on the location of housing development.

Appendix

3.0 Taylor Wimpey

A3



Appendix 3.0 Taylor Wimpey

“We have expertise in land acquisition, home and community design, urban regeneration and the development of supporting infrastructure which improves our customers quality of life and adds value to their homes.”

Taylor Wimpey PLC is a dedicated home building company with over 126 years experience, we have unparalleled record in our industry. We aim to be the home builder of choice for our customers, our employees, our shareholders and for the communities in which we operate.

We have expertise in land acquisition, home and community design, urban regeneration and the development of supporting infrastructure which improves our customers quality of life and adds value to their homes. We draw on our experience as a provider of quality homes but update that, to the expectations of today's buyers and strive to provide the best quality homes, while setting new standards of customer care in the industry.

Our 24 regional businesses in the UK give our operations significant scale and truly national geographic coverage. Each business builds a range of products, from one bedroom apartments and starter homes to large detached family homes for every taste and budget and as a result, our property portfolio displays a surprising diversity.

The core business of the company is the development of homes on the open market, although we are strongly committed to the provision of low cost affordable housing predominantly through partnerships with Local Authorities, Registered Social Landlords as well as a variety Government bodies such as the Homes and Communities Agency.

With unrivalled experience of building homes and communities Taylor Wimpey today continues to be a dedicated house building company and is at the forefront of the industry in build quality, design, health and safety, customer service and satisfaction. Taylor Wimpey is committed to creating and delivering value for our customers and shareholders alike.

Taylor Wimpey combines the strengths of an international developer with the focus of small local business units. This creates a unique framework of local, national and international knowledge, supported by the financial strength and highest standards of corporate governance of a major plc.

Taylor Wimpey Strategic Land, a division of the UK business, is responsible for the promotion of future development opportunities, such as this site, through the planning system. The local business unit that will, in conjunction with Strategic Land, carry out housing and related development as part of this is Taylor Wimpey North West based in Warrington.

For further information please view:

www.taylorwimpey.com



Grane Village Haslingden

Published by Taylor Wimpey UK Limited

APPENDIX 2 - RANDALL THORP LANDSCAPE REBUTTAL – GRANE VILLAGE

Rossendale Draft Local Plan

Rebuttals to Council's
Evidence Base relating to
Grane Village, Haslingden

18 September 2017

Prepared for:

**Taylor
Wimpey**





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1. Introduction

- 1.1. Land at Grane Village, Haslingden is being promoted by Taylor Wimpey for the delivery of approximately 160 new family and affordable homes during the next plan period. The site extends to 6 Ha and is located on the western edge of Haslingden, bounded by Grane Road to the north and Holcombe Road to the west.
- 1.2. The case for allocating this site for housing development as part of the emerging Rossendale Local Plan has been presented within a Development Brief relating to the site which was submitted to Rossendale Borough Council in November 2016. The Development Brief seeks to establish the principle of residential development on the Grane Village site, to support its timely delivery through the emerging Local Plan, where it has been continually identified for development since 2012.
- 1.3. The site has been included as a draft allocation within the new Draft Local Plan, which we strongly support, however we have concerns over the analysis and conclusions in relation to the site as presented within the following evidence base document for the Draft Local Plan:
 - **Lives and Landscapes Assessment for Rossendale Borough Council (July 2015)**
- 1.4. This note considers the assessment of the site within the above report, drawing attention to analysis and/or conclusions with which we disagree, or where we consider that further clarification or detail is required within the evidence base documentation.

2. Lives and Landscapes Assessment for Rossendale Borough Council (July 2015)

The study and its aims

- 2.1. 'Lives and Landscapes Assessment' contains landscape appraisals of all sites which *'have potential landscape sensitivity within the Borough'*. The sites include those identified by both the Council and potential developers.
- 2.2. The Assessment draws conclusions for each assessed site, concluding that a site is either:
 - Undevelopable area;
 - Developable area with mitigation;
 - Developable area.
- 2.3. Within the 'Lives and Landscapes Assessment', the Grane Village site falls within a site which is referred to as *'The Courtyard'*. The southern part of the Taylor Wimpey site is located outside of the area assessed within the 'Lives and Landscapes Assessment'. An area of industrial use is located outside of the proposed Grane Village site, but is included in the area assessed as *'The Courtyard'*, as are some existing residential dwellings on the southern side of Grane Road.

The report conclusions and recommended mitigation in respect of the site

- 2.4. The Assessment concludes that the Taylor Wimpey site at Grane Village is *'suitable for development with mitigation'*.
- 2.5. The Assessment places strong emphasis on the views from Grane Road to Tor Hill, to the south, *'which places the site in its South Pennines context'*. The Assessment recommends that *'planned gaps in the layout'* should be used to retain views to Tor Hill.
- 2.6. While views to Tor Hill can be seen from Grane Road, these are intermittently screened by existing vegetation along the site frontage. The view line to Tor Hill as identified on the proposed mitigation plan within the Assessment is not a remarkable or unique viewpoint when considered in the wider context of the site. The existing view to Tor Hill from the identified viewpoint on Grane Road is not of exceptional quality due to the visual influence of the large scale industrial buildings which dominate the foreground to the left of the view. We do not consider that the quality of this existing view is high enough to require the entire view line to be kept free from development.
- 2.7. The topography of the site, which slopes steeply southward away from Grane Road, will assist in ensuring that appropriately scaled development which is set back from Grane Road (as is indicated on the illustrative masterplan presented within the Development Brief) will be set lower than Tor Hill. Views to Tor Hill will remain above the proposed development from

viewpoints along Grane Road.

- 2.8. The proposed mitigation plan within the Assessment indicates locations for '*new planting wildlife corridors and soft SUDS incorporated into layout*'. The principle of multi-functional green space corridors being provided through the development, which may accommodate SUDS features should this be appropriate or necessary, is one which we agree with, however the location of these corridors as indicated on the mitigation plan appear to be indicative. We wish to highlight that the location of the proposed green space corridors do not need to be restricted to the locations indicated on the mitigation plan.
- 2.9. Appropriately designed development can be delivered on the Grane Village site without resulting in significantly adverse effects upon landscape character, landscape features, or visual receptors.

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