Land South of Harwood Lane and North of Harwood Old Road, Great Harwood

Hybrid Planning Application

PLANNING STATEMENT
Incorporating
-Affordable Housing Statement

June 2015
Land south of Harwood Lane and north of Harwood Old Road, Great Harwood

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June 2015

Report Control

Document: Hybrid Planning Application
Project: Land south of Harwood Lane and north of Harwood Old Road, Great Harwood
Client: Reilly Developments
Job No.: 13-028
File storage: \PWA_Planning\PWA Planning\Client files\13-001 to 13-047\13-028

Document Checking

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| Reviewer:      | Paul Walton    | Initialled: PW |

Revision Status

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<th>Date</th>
<th>Status</th>
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<td>21/06/2015</td>
<td>Submission</td>
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1 INTRODUCTION

1.1 PWA Planning is retained to progress a hybrid planning application on behalf of Reilly Developments Ltd, comprising an outline planning application for residential development on land to the south of Harwood Lane and a full planning application for new changing facilities, playing pitches and associated works on land north of Harwood Old Road, Great Harwood.

1.2 The planning application is made to Hyndburn Borough Council (the local planning authority) as a hybrid (part detailed and part outline) with a single red edge application site boundary illustrated at Location Plan (drawing ref. 1138-AP-01B). For clarity the two distinct elements of the site have been referred to in the following manner throughout this Statement, as well as throughout the suite of supporting documentation; the application site which comprises land to the south of Harwood Lane will hereafter be referred to as ‘Site A’, and the land to the north of Harwood Old Road will be referred to as ‘Site B’.

1.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. This Planning Statement will demonstrate that the proposals accord with the provisions of the Development Plan and that other material considerations also indicate that planning permission ought to be granted. In addition, there are no technical reasons which could hinder the grant of planning permission.

1.4 This Planning Statement, alongside a review of the site history and relevant policies, provides a description of the proposed development together with an appraisal of the planning merits of the scheme as a whole.

1.5 The statement should be read in conjunction with the submitted application package, which includes:

- Arboricultural Impact Assessment and Tree Survey;
- 1APP Form including Ownership Certificates;
- Coal Mining Risk Assessment;
- Design and Access Statement;
- Draft S106;
- Drawn information:-
  - Location Plan (drawing ref. 1138-AP-01B);
  - Illustrative Masterplan (Site A) (drawing ref. 10921 L03 Rev A);
- Parameters Masterplan (Site A) (drawing ref. 10921 L02 Rev A);
- General Arrangement Plan (Site B) (drawing ref. P10921 L01 Rev A);
- Existing Site Layout (Site A) (drawing ref. 1138-AR-01A);
- Existing Site Layout (Site B) (drawing ref. 1138-AF-01B);
- Proposed Football Pitch and Changing Facilities Site Layout (Site B) (drawing ref. 1138-AF-02B);
- Proposed Changing Facilities (Site B) (drawing ref. 1138-AF-03);
- Proposed Housing Height (drawing ref. 10921.L04 Rev A);
- Site Analysis – Opportunities and Constraints (Site A) (drawing ref. 10921.L01 Rev A);

• Extended Phase 1 Ecological Impact Assessment;
• Flood Risk Assessment and Drainage Strategy;
• Landscape and Visual Impact Assessment;
• Noise Impact Assessment;
• Odour Impact Assessment;
• Open Space Assessment (and Sports Provision);
• Land Contamination Preliminary Risk Assessment;
• Planning Statement including Affordable Housing Statement;
• Screening Request;
• Statement of Community Involvement;
• Transport Assessment.

1.6 The aforementioned documentation reflects that agreed with officers at Hyndburn Borough Council as those necessary to ensure the application’s validation. In summary, for reasons identified in this statement it is considered that the proposed development is consistent with national and local planning policy, and that the scheme represents sustainable development and that planning permission ought to be granted.
2 SITE DESCRIPTION

2.1 The application comprises two parcels of land: Site A which covers land to the south of Harwood Lane and Site B which refers to a piece of land to the north of ‘Harwood Old Road’. The combined application site boundary extends to approximately 11.5 hectares. For an aerial image of the site(s) within their immediate setting, please see Figure 1 below and for a more accurate site location plan please refer to the Location Plan (drawing ref. 1138-AP-01B) submitted with the application.

Site A

2.2 The piece of land to south of Harwood Lane covers an area of approximately 7 hectares and contains three distinct areas of land. The southernmost element comprises the former site of the annual Great Harwood Agricultural Show which has in recent times been predominantly used for informal grazing land; to the north of that (the centre of Site A) is an area of hardstanding and rough ground, where the buildings and pitch associated with the former Great Harwood Town Football Club (now demolished) were once located; a recently installed children’s play area lies to the west near to where the site meets Wood Street/Balfour Street, and an area of grassland sits to the east; the northernmost piece of land immediately south of Harwood Lane comprises playing fields which are owned by Hyndburn Borough Council and are currently leased to Great Harwood Rovers Football Club.
2.3 There is a Public Right of Way which cuts through the middle of the site which provides direct pedestrian links across the site from Lyndon Avenue to Balfour Street, whilst at the same time acts as a footway to the children’s play area. The PROW is to be retained and enhanced as part of the proposals.

2.4 Vehicular access is currently available to part of Site A directly from the south-west corner where Balfour Street meets Wood Street, albeit this access point has not been in active use for some time (since the closure of the Great Harwood Town Football Club and subsequent demolition of all associated buildings). There are no other established access points.

2.5 The site is immediately bounded by existing residential properties to the east and west, whilst a combination of industrial units / workshops and an abattoir are located to the south-west. Harwood Lane runs along the site’s northern boundary whilst a dense area of overgrown scrubland sits immediately to the south of the application site. The wider surrounding area is a mixture of residential development of varying size and architectural style, minor and major highways and other uses typical of an urban location.

2.6 The site contains a number of trees, most notably along the site’s western perimeter with small clusters to the east and west, all of which have been surveyed as part of the proposals. In this respect, please refer to the Arboricultural Impact Assessment and Tree Survey prepared by Bowland Tree Consultancy Ltd which accompanies the application.

Site B

2.7 The area of land which comprises Site B, located to the north of ‘Harwood Old Road’, extends to approximately 5 hectares and consists of privately owned Greenfield land which has in recent years provided the venue for the annual Great Harwood Agricultural Show.

2.8 PWA Planning acknowledge that it is not clear whether ‘Harwood Old Road’ is indeed the official road name for this one-way stretch immediately to the south of the application boundary: OS based maps show the road as unnamed, however at a public consultation event held on 30th October 2014 members of the local community informed PWA that the road is locally known as Harwood Old Road and requested that it be referred to as such in any future planning applications.
2.9 The site currently benefits from two access points off Harwood Old Road which runs along the site’s southern perimeter, these are primarily utilised when occasional events take place on the land; for the remainder of the year the land is used primarily for the grazing of animals.

2.10 A continuous line of trees run along the site’s southern boundary which help filter views from various public vantage points along Harwood Old Road, whilst there a number of trees dispersed within the site. All of the trees have been surveyed by Bowland Tree Consultancy Ltd as part of the planning application. The proposals for the most part retain those trees which are identified as being the most visually important and of the highest quality.

2.11 A small cluster of residential properties exists along the site’s western boundary, whilst to the north and east is predominantly rural, agricultural land. Beyond Harwood Old Road to the south is a triangular shaped, grassed area which adjoins Harwood New Road.

Summary

2.12 The application site is located approximately 1km to the north east of Great Harwood Town Centre, which lies within the northernmost point of the Hyndburn administrative area. Both sites are located to the west of Whalley Road which is the principal arterial route providing vehicular and public transport links to the wider area. Overall, the sites benefit from good levels of accessibility, for pedestrians, cyclists, and via public transport with several, available bus stops within 250 metres which offer regular services to Accrington, Whalley, Great Harwood, Clitheroe, Oswaldtwistle and Blackburn whilst serving other smaller settlements in between.
3 PROPOSED DEVELOPMENT

3.1 A Hybrid Planning Application is submitted to the Council, the description of development as per the submitted 1APP form is as follows:


3.2 The following paragraphs will set out the specific proposals for Sites A and B, respectively.

Site A

3.3 The proposals for the land south of Harwood Lane is to provide residential development of up to 250 no. units which will include a mix of bungalows, semi-detached and detached properties. An illustrative masterplan document is provided within the supporting documents to this application (drawing ref. 10921 L03 Rev A refers) which gives an indication as to the proposed layout.

3.4 This site is submitted in outline, with all matters reserved for future approval, save for access. It is however the long term intention of the applicant that the properties will be designed to complement the character of the surrounding area and to ensure a level of consistency and continuity within the development. This is explored in greater detail within the submitted Design and Access Statement which considers matters such as building height, house type mix, landscaping and public open space in considering the delivery of this development and the likely future design of those matter reserved for approval at a later date.

3.5 Moreover, whilst the residential aspect of this application is in outline the Design and Access Statement, together with the submitted illustrative masterplan, demonstrates that the scheme can be delivered in an appropriate manner sympathetic to its setting whilst delivering the anticipated quantum of development.

3.6 As agreed during pre-application negotiations, and incorporating comments received during the public consultation process, the proposals include the provision of 20% on-site affordable dwellings. This level of on-site affordable homes meets the policy requirements set out by the Council whilst at the time ensures a diverse range of house types are delivered including larger family accommodation and bungalows aimed at helping to provide for the Borough’s ageing population. Albeit layout is not applied for as part of this application, it is intended that the
affordable units will be ‘pepper-potted’ throughout the site so as to help create a well-integrated new community.

3.7 Albeit the application is submitted in in outline, the applicant proposes to significantly extend and improve the existing children’s play area which is located within the centre of the site, slightly due west, which comes both at the request of local stakeholders and the policy requirements to provide existing and future occupants of the site (and within the general vicinity) an improved standard of communal facilities, which will in turn add to the quality of life.

3.8 Access to the proposed residential development will be taken from Harwood Lane to the north and detailed permission is sought for this aspect. Details of the proposed access arrangements are provided by way of drawn information prepared by Croft Transport Solutions which are appended to the submitted Transport Assessment. Whilst there is a secondary, existing access point off Wood Street / Balfour Street to the south-west, this will be a pedestrian and cycle access point only, save for instances where the main spine route through the site may be blocked at which point the secondary access will be available for emergency access only.

3.9 Whilst detailed landscaping will be formally considered as part of a subsequent Reserved Matters application (subject to the grant of outline planning permission), the submitted Arboricultural Impact Assessment will help inform any future proposed landscaping which will be considered in such a way so as to enhance and complement the wider setting.

3.10 In terms of the loss of the Lyndon Playing Fields to the north of Site A, these are to be vastly improved and replaced on Site B. However, the applicant has also recognised the need to provide evidential support for the more general loss of open space which will result from the proposed development of the land at Site A. In this respect the applicant retained specialist consultant Anna Kocerhan early in the process to undertake an Open Space Assessment; a copy of the resultant report is provided within the application submission package. A more detailed summary on the impact of the reduction in open space in Site A is provided under the section entitled ‘Technical Considerations’ in this Statement.

Site B

3.11 The proposed residential development will result in the loss of Lyndon Playing Fields which are currently leased to and actively used by Great Harwood Rovers Football Club (GHRFC). In agreement with both the GHRFC and Great Harwood Agricultural Society (GHAS), full planning permission is sought for the creation of 4 no. new playing pitches on land north of Harwood Old Road, together with the erection of a new building to provide changing facilities to directly replace
those facilities which will be lost as a result of the proposed development. The proposal includes the provision of 1 no. over 18 playing pitch; 1 no. Youth U11/U12 playing pitch; 1 no. Mini-Soccer U9/U10 playing pitch; and 1 no. Mini-Soccer U7/U8 playing pitch, in accordance with the guidelines set out by the Football Association and as agreed with officers during pre-application discussions.

3.12 This re-provision of the playing fields will result in a significant overall improvement to the quality of playing pitches, and furthermore will facilitate the much needed and improved changing facilities for GHRFC. Although the lease arrangement currently held by the club for the Lyndon Playing Fields will be replicated, it is worth noting that the playing pitches will also be available for public use at times when not in use by GHRFC. In addition, land to the west of the proposed pitches will be made available for public access as informal open space, in part to replace the space lost at Lyndon Playing Fields.

3.13 The design of the proposed changing facilities on Site B is as unobtrusive as possible, so as to limit any impact on the landscape character of the area and to minimise the effect on the openness of the Green Belt, within which the site falls. The building is to be single storey and the proposed materials comprise black stained timber cladding and white render for the walls, aluminium standing seam in black for the roof and black aluminium for the windows and doors. Overall the aesthetic of the building is clean and simple, with materials specifically chosen to match the urban fringe nature of the surrounding area.

3.14 In order to further mitigate the impact of the development, a detailed Landscape Scheme is submitted which aids in assimilating the new development within the wider landscape and seeks to add to the overall attractiveness of the development. In addition, the majority of existing trees (which have been subject to the appropriate surveys) on the site have been maintained and incorporated into the overall layout wherever possible, thus protecting the site’s key landscape features.

Pre-application Advice

3.15 Thorough pre-application negotiations have been carried out with Hyndburn Borough Council. PWA Planning submitted a pre-application request via email to the Council in April 2014 and the proposals were subsequently discussed at a pre-application meeting in June 2014. PWA Planning then received a detailed, written pre-application response on 7th August 2014 following which a further meeting took place in October 2014 between the applicant, PWA Planning and officers at the Council. Subsequent meetings and discussions have continued since the meeting in October 2014, through to the present day.
3.16 The submitted application takes on board the Council’s written pre-application advice dated 7th August 2014, with respect to both sites, namely to justify the loss of open space at Site A; provide sufficient levels of affordable housing within the residential development on Site A; to provide a detailed assessment on the impacts of the nearby abattoir to Site A and provide appropriate mitigation measures as necessary; to provide a thorough assessment of the traffic impacts resultant of both developments; and to provide sustainable means of drainage.

3.17 The matter of layout for Site A was something that was discussed in some detail during late 2014 and early 2015, between PWA Planning, the applicant and the Council. The Council set their preference in their written response (August 2014) that if the applicant ‘is minded to submit an outline planning application for the development of this site, I would expect to see full details of access and layout’. This request sought to address the Council’s concerns over odour and noise nuisances borne out of the nearby abattoir, and also to the fact that the southernmost part of the site was shown in the pre-application submission documents as being located within a flood risk zone. Following further negotiations, the Chief Planning Officer agreed (email dated 13th March 2015) that should the applicant wish to submit an outline application for Site A with all matters reserved save for access, the Council would consider this an acceptable approach but on the proviso that the applicant submits an illustrative layout as part of the supporting information. Reserving layout for a later date means that the principle of the proposed development can be established without the need to provide detailed site layout plans, which will ultimately be prepared by the developers of the site. This is precisely the purpose of the outline planning application process, in that it can avoid the need to consider details which are not directly relevant to the consideration of the principles of development. It is worth noting that the application site boundary has been revised since pre-application negotiations in 2014 took place, most notably to exclude the southernmost piece of land, which was in part an area at increased risk of flooding.

3.18 In summary, the written advice received in August 2014 (a copy of which is enclosed at Appendix 1 of this document) was largely encouraging, in terms of both the sporting provision element to the north (Site B) and residential development to the south (Site A). It stated that for Site B ‘The National Planning Policy Framework supports the development of outdoor sporting uses in the Green Belt, paragraph 81 stating that “once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity ; or to improve damaged and derelict land”. There would be a need to ensure that any replacement pitches are developed to the required standard and are available for use before the existing pitches are redeveloped’. With
regards Site A, the response stated that ‘the proposed site has the potential to deliver between 250 and 300 houses (10ha @ 30 dwellings per hectare), a significant proportion of the new houses needed in the town. The Core Strategy recognised the potential of this area for new housing development provided the change was properly planned in consultation with the local community.’

Environmental Impact Assessment

3.19 A screening request was submitted to Hyndburn Borough Council on 16th July 2014, in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011.

3.20 Hyndburn Borough Council issued a screening opinion on 14th August 2014, confirming that EIA was not required. A copy of the screening decision can be found on the planning register as required by the regulations but for the sake of completeness, a copy is provided at Appendix 2 of this Statement.
4 AFFORDABLE HOUSING STATEMENT (SITE A)

4.1 It is intended that the proposed development will include the provision of 20% affordable homes on site in accordance with local and national requirements. It is proposed that the affordable housing is secured by condition and that the precise matters such as tenure may subsequently be dealt with by way of a legal agreement (a draft copy of which is submitted with the application). Based on the submitted scheme which is for up to 250 no. units, the on-site affordable housing provision equates to a total of up to 50 no. units.

4.2 Policy H2 of the adopted Hyndburn Core Strategy (2012) provides guidance on how future affordable housing provision is to be met. Policy H2 requires the application to provide 20% of affordable housing, and the written pre-application response stated that ‘in meeting this target, consideration will be given to the availability of financial grants and evidence on the economic viability of the development.’ The summary of net annual affordable housing need as identified in Hyndburn’s Strategic Housing Market Assessment (SHMA) and Housing Needs Study, which was commissioned by Hyndburn and Blackburn with Darwen Borough Councils early in 2014 and published in the Summer of 2014, indicates that at 2014 Hyndburn had an estimated annual shortfall of 165 units, which combined with arising need means the net annual need across the plan period totals 542 units per annum. It also indicated the Council’s preference towards intermediate housing, which was indicated to not only improve the viability of a development but enables tenants the opportunity to part own their properties and enter the property market.

4.3 Specific details of the proposed development such as design and layout are not considered in detail, however they will comprise a mix of house types which seek to directly address the identified needs of the local community as set out in the SHMA, whilst ensuring an appropriate proposal which reflects the character of Great Harwood. In general terms, the provision of up to 50 no. affordable dwellings at land south of Harwood Lane will contribute significantly to Hyndburn’s shortfall with specific regard to ensuring a range of provision across all house types, including family homes and homes suitable for the elderly.

4.4 Provision of affordable housing to meet an identified local and national need is considered to be a key benefit of the proposed residential development scheme for Site A.
5 PLANNING HISTORY

5.1 The site and its immediate surroundings have been subject to a full planning history search on Hyndburn Borough Council’s planning register. The following applications are noted as bearing some relevance to the current application proposals;

- **Planning application ref. 11/10/0172** which was a major outline application for residential development on land off Wood Street, Great Harwood, however this was subsequently withdrawn prior to determination;

- **Planning application ref. 11/10/0291** was also for a major outline which sought approval for the erection of 34 no. two-storey dwellings consisting of 28 no. 3-bed houses and 6 no. 4-bed houses, with access and layout submitted, on land off Wood Street, Great Harwood. The application was refused by notice dated 26th August 2010 but allowed at appeal on 10th February 2011 (appeal ref. APP/R2330/A/10/2136207);

- **Planning application ref. 11/13/0405** which was a reserved matters application relating to application ref. 11/10/0291 (above), was approved on 7th January 2014, and therefore detailed planning permission for the redevelopment of land where the former Monroes Club Great Harwood Town FC was once located to provide 34 no. dwellings and associated works, remains extant.

5.2 There are no other applications evident from the planning register which are deemed relevant to the current proposals presented within this Statement.
6 PLANNING POLICY ASSESSMENT

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

“where in making any determination under the planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise”.

6.2 The statutory development plan for the application site comprises the saved policies of the adopted Hyndburn Local Plan (1996), the adopted Core Strategy (DPD) (2012) and the adopted Accrington Area Action Plan (AAP) (2012) which forms part of Hyndburn’s emerging Local Development Framework (LDF). The Core Strategy sets out a strategic framework for future growth and development in Hyndburn up to 2026, and together with the saved policies of the Local Plan are the primary documents which are to guide the Council in their decision making.

6.3 The majority of the remaining saved policies of the Local Plan will eventually be replaced by the further emerging DPDs currently being prepared by the Council; the Development Management Policies DPD and the Site Allocations DPD.

6.4 Due consideration should also be given to national planning policy guidance as set out in the National Planning Policy Framework [NPPF] [2012] and any local supplementary planning guidance documents considered relevant to the proposals. These material consideration are set out at Section 7 of this Statement. The NPPF sets out the Government’s position in respect of general development principles and is considered as part of the planning evaluation. There are no Supplementary Planning Documents (SPDs) or Supplementary Planning Guidance notes (SPGs) deemed relevant to the application.

6.5 Albeit the Local Plan (1996) is somewhat dated, the saved policies remain part of the statutory Development Plan alongside the adopted Core Strategy, as does the Local Plan Proposals map.

6.6 The Core Strategy identifies key issues in the Hyndburn Borough and seeks to address them via its vision and aims and objectives over a fifteen year time period, in accordance with the principles of sustainable development as set out in the NPPF. It is the primary document which forms the LDF: it establishes the strategic policy framework for development over the plan period and sets the context for the emerging Site Allocations and Development Management DPDS and Area Action Plans (AAPs), all of which comprise key elements of the LDF. A series of Supplementary Planning Documents (SPDs) will also be prepared to support the LDF.
HYNDBURN LOCAL PLAN (1996)

6.7 An extract from the Local Plan Proposals Map is provided at Figure 2 which shows the location of the extent of the application site.

![Figure 2: Extract from the Local Plan (1996) Proposals Map](image)

6.8 Of those policies contained within the Local Plan which are saved, and which have not been superseded by the adopted Core Strategy, the following are considered relevant to the proposals at the application site are considered below.

- H.5 Open Space in new residential development;
- E.3 Retention of woodlands, trees, hedgerows, walls, etc.;
- E.10 Criteria for determining proposals;
- E.15 Public Art;
- L.1 Footpaths, bridleways and cycle routes;
- L.2 Development of Playing Fields;

6.9 The relevant saved policies of the Hyndburn Local Plan are considered below.

**POLICY H.5**
When considering proposals for residential development or redevelopment the council will have regard to the existing or proposed on-site or local provision of recreational and amenity open space and children’s play areas in accordance with the policies in appendix three.

6.10 The proposed development includes the extension of an existing children’s play area at Site A, together with various parcels of new open space to ensure that the relevant standards are met with regards the creation of adequate open space of various typologies where new residential properties are proposed. The requirements for additional provision (formal open space of 0.94ha, children’s play of 0.13ha and amenity green space of 0.24ha) are all met and exceeded through the application proposals.

**POLICY E.3**

“In determining applications for development the borough council will seek the retention of important woodlands, trees, hedgerows, stone walls, ponds and bogs...”

6.11 The proposed development will result in the loss of 1 no. low quality tree, two low quality groups, and a part of two further low quality groups. This is adequately mitigated through extensive new tree planting, and any future reserved matters (landscaping) will ensure that such mitigation can be secured. Furthermore, the full application at Site B includes extensive tree planting with suitable large growing trees, particularly along the site boundaries.

**POLICY E.10**

“When considering proposals for the development or other use of land the council will have regard, amongst other things, to the following matters: ... (a) ... (n)”

6.12 The application proposals are considered to be entirely consistent with the criteria set out at Policy E.10. Moreover, it is considered that whilst this policy remains ‘saved’ and not superseded by the adoption of the Core Strategy, the development proposals in this area of Great Harwood are consistent with the more recently adopted Core Strategy which identifies this site as part of an area of potential change. Those criteria set out at Policy E.10 relate to the location of development in term of accessibility and suitability, of which the site is considered to benefit from its location within the Great Harwood existing built up area. The criteria are addressed further throughout this statement, in particular within the technical matters which are supported by relevant assessments of landscape, visual impact and flood risk amongst others.
**POLICY E.15**

“Where opportunities exist the council will seek agreement with developers to include public art in development schemes....”

6.13 The proposals relating to Site A are submitted in outline seeking full permission for access only; as such, should the application be granted, the subsequent reserved matters submissions will consider the need and may propose the provision of public art within the site as deemed appropriate.

**POLICY L.1**

*The council will not permit development which reduces, severs or adversely affects the amenity of footpaths, bridleways and cycle routes linking to the countryside and long distance routes unless satisfactory provision is made for their diversion.*

6.14 The application site includes a PRoW which runs through Site A connecting Lyndon Avenue to Balfour Street/Wood Street; this is retained in the proposed development masterplan and further is intended to be widened and improved to allow for free movement of pedestrian and cyclists through the site. The proposals at Site B will also create publicly accessible open space and footpaths in addition to those existing in the area.

**POLICY L.2**

“The development or use for other purposes of public or private playing fields and open space of recreation value will not be permitted except where:

(a) alternative provision of equivalent community benefit is made ...”

6.15 The proposed development of Lyndon Playing Fields (which forms part of the application site at the north of Site A) is compliant with Policy L.2 of the Local Plan in that these facilities are re-provided within the application proposals, at Site B. The submitted Open Space Report is relevant in the consideration of Policy L.2, that report concludes that the facility proposals are far more suited to the needs of the existing users of Site A, and will also provide a significant betterment through increased number and type of pitches and new ancillary facilities.

6.16 Other open space of recreation value at the application site includes the Children’s Play Area which was recently installed. This existing Children’s Play area will be kept and has been incorporated into the proposed masterplan with the intention that this be extended as part of the residential development.
6.17 There is no further open space relevant to Policy L.2 across the application site. The remainder of Site A, aside from Lyndon Playing Fields and the Children’s Play Area, currently has no public access or recreation value.
HYNDBURN CORE STRATEGY (2012)

6.18 The relevant policies of the adopted Core Strategy are considered below.

Policy BD 1: The Balanced Development Strategy

“The following principles underpin the Local Development Framework for Hyndburn and other elements of the LDF, strategies and individual proposals should adhere to these principles: ... (a) ... (i)”

6.19 Policy BD1 seeks to focus the majority of development within the existing hierarchy of settlements across the Borough. At Policy BD1 the Core Strategy includes growth in Great Harwood as one of the significant settlements within Hyndburn. The proposed residential development of up to 250 at Site A will assist in meeting the requirements of part (d) in meeting the housing needs for the Borough. Whilst site B is located within the Green Belt the nature of the proposed development is considered to be appropriate without impacting upon the openness of the Green Belt, or the purposes of including land within the Green Belt, given that it comprises appropriate facilities for outdoor sport and recreation.

Policy H1: Housing Provision

“Provision will be made for 3200 dwellings (net of demolition) during the period 2011-2026 and a five year supply of deliverable sites for housing development will be maintained.

New housing development will aim to provide a mix of house types based on the following proportions:

- Detached 26%
- Semi-detached Housing 49%
- Terraced 5%
- Bungalows 8%
- Flat / Maisonette 12%

New apartment development will only be supported within, or within walking distance (250m or closer) of, Accrington and Great Harwood Town Centres or as part of high quality developments in canal side locations where the regeneration benefits of this type of development can be demonstrated. The development of bungalows and specialised “extra care” homes for elderly people will be supported. ...”

6.20 The proposed development of up to 250 new homes at the application site (Site A) is considered likely to make a significant contribution to the Council’s five year housing land supply and to the
delivery of new dwellings within the plan period. In particular there are considered to be no significant barriers to the development site which could delay its early delivery, subject to the relevant detailed permissions.

6.21 Whilst the application is submitted in outline with access only, it is clear from the parameters masterplan and the illustrative site layout, that an appropriate mix of house types can be achieved as per the requirements of Policy H1. The site sits outside of the town centre of Great Harwood and as such it is not anticipated that any future reserved matters submission would include apartments in this location, but rather that the proportions be redistributed without flat/maisonettes.

Policy H2: Affordable Housing

“On developments of 15 or more houses the developer will be required to make provision for 20% of the houses to be affordable…”

6.22 Affordable Housing has been addressed within this Statement (Section 4); it is the intention of the applicant that the policy requirement of 20% of the proposed residential development be met in full on-site. A draft s106 (heads of terms) is provided in the supporting documents and it is anticipated that the precise mix and tenure of affordable dwellings will be confirmed as part of any subsequent reserved matters application, once the number of units and mix of housing is known.

Policy HC1: Green Space and facilities for walking and cycling

“Major housing development (10 or more dwellings) will contribute towards the provision and maintenance of good quality, accessible, multi-functional green space. … Development comprising 5 houses or more, or commercial development of one hectare … will be required to provide or improve facilities that encourage walking and cycling.”

6.23 The proposed development will deliver a number of benefits to various types of public open space, as well as improving current and creating new footpaths and links for pedestrians and cyclists. The existing children’s play area will be extended within Site A, the PRoW through Site A will be widened to allow pedestrian and cyclists to travel through and within the site with ease, this existing footpath will also further extend to the south of the site with potential future access (subject to development of the wider area) to the south. A buffer of 20 metres from the application site boundary where it meets with Wood Street will comprise an area of amenity greenspace. Formal sports provision (partly by way of replacement) will be developed at Site B,
with the creation of 4 no playing pitches for use by Great Harwood Rovers Football Club as well as having public access. Existing public open space is available close to where Harwood Lane meets Harwood New Road; access to these areas of open space for pedestrians and cyclists will be improved as a result of the proposed development at Sites A & B.

**Policy HC2: Leisure, Health and Culture**

*Proposals for new or improved sports, recreation, health, community and cultural facilities will be supported. Existing sports and recreation, health, community and cultural facilities will be retained unless it can be demonstrated that such facilities are no longer necessary, or where adequate alternative provision is made to meet the needs of the community served by the facility.*

6.24 As discussed in respect of saved Policy L.2 of the Local Plan, the proposed development of Lyndon Playing Fields (which forms part of the application site at the north of Site A) is compliant with Policy HC2 of the Core Strategy in that these facilities are re-provided with the application proposals at Site B. This is further detailed in the submitted Open Space Report in the supporting documents to the application, which demonstrates that the proposed new replacement facilities are better able to meet the needs of the users.

**Policy HC3: The Design of Residential Roads**

*“Proposals for residential development should be designed in accordance with the principles established in the Manual for Streets with the aim of reducing vehicle speeds to no more than 20mph. ...”*

6.25 The application is supported by a Transport Assessment provided by Croft TS, which confirms that the design of the internal layout of the residential development will follow the guiding principles and technical guidance contained with Manual for Streets and Manual for Streets 2. The application seek outline permission with layout reserved, as such whilst it is demonstrated that the general principles of MfS and MfS2 are accommodated within the application proposals, further consideration of the specific design of internal roads is anticipated at the reserved matters stage, in compliance with this particular policy.

**Policy HC4: Community Benefits / Planning Obligations**

*“Where needs arise directly as a result of development, the Council will seek to secure planning obligations or agreements pursuant to Section 106 of the Town and Country Planning Act 1990. ...”*
A draft s106 heads of terms is submitted in the supporting documents to this planning application; it is anticipated that the detailed contributions will be agreed during the determination period and secured by condition and/or s106 agreement as appropriate.

**Policy ENV1: Green Infrastructure**

*“Green infrastructure resources will be protected, enhanced and extended, and by linking these resources, a multi-functional Green Infrastructure network will be created. ...”*

The application proposals seek to accommodate the preservation and enhancement of the existing ecological and green space features of the site. The submitted Design and Access Statement includes a consideration of the existing green infrastructure of the site, demonstrating that these existing features are expanded and enhanced where possible, in compliance with Policy ENV1. Tree planting and extended areas of landscaping throughout Site A, together with the submitted detailed landscape scheme for Site B and ecological mitigation area to the north east are key features which respond to the requirements of this policy.

**Policy ENV3: Landscape Character**

*“The design of new development must be appropriate to the landscape character type within which it is situated and should contribute towards the conservation, enhancement, or restoration of landscape character or creation of appropriate new features. Landscape character will be protected and enhanced by: (a) ... (f)”*

Site A is located to the south of Harwood Lane, sitting between existing residential development to the east and west, with industrial premises to the south and south east. In this respect, the proposals for residential development are considered to be in-keeping with this urban location without conflict with Policy ENV3.

With regards to Site B, and given its location within the adopted Green Belt and outside of the settlement boundary, the application submissions are supported by a Landscape and Visual Impact Assessment which provides a formal assessment of the effects resulting from the proposed sports playing pitches and changing facilities buildings. The assessment concludes that the small scale development of the assessment site would only give rise to moderate visual effects, the most significant of which would be on adjoining residential properties particularly directly to the west of the assessment site. Given the relatively limited weight that can be attached to the effects on private interests, the development of the assessment site would not, of itself, constitute an
adverse visual effect or significant environmental effect given the wider landscape setting and context in which it lies. It is considered that the submitted LVIA demonstrates that the proposed development is compliant with relevant criteria of policy ENV3 and would be appropriate to the local landscape character type within which the development is situated.

Policy ENV4: Sustainable Development and Climate Change

“All development must minimise negative impact on the environment and help to mitigate against the likely effects of Climate Change on present and future generations. This will be achieved by: (a) ... (j)”

6.30 Proposals for the development of Site A is made in outline and as such much of the detailed design of dwellings, which then concerns matters such as energy efficiency and renewable sources will be considered as part of future reserved matters submissions, as necessary. In other respects, the submission package of information demonstrates that the proposals are wholly appropriate in the context of Policy ENV4; a preliminary risk assessment and coal mining assessment are submitted in respect of criterion (j); Flood risk assessments and drainage strategies for both elements of the proposed development demonstrate compliance with criteria (c) (d) and (i); criterion (a) concerning sustainability is considered in the submitted Transport Assessment; and, criterion (f) is met through the submitted landscape scheme (site B) and the parameters masterplan (Site A).

Policy ENV6: High Quality Design

“The character and quality of Hyndburn’s urban and rural environments will be conserved and enhanced through high quality design and protection of heritage assets. New development will be expected to: (a) ... (f)”

6.31 The application proposals have been designed in a manner which seeks to ensure the delivery of a high quality, sustainable and well-designed development of family homes, together with new playing pitches and changing facilities for use by the Great Harwood Rovers Football Club and wider community. In achieving this vision, the design process and principles which have led to the submitted parameters masterplan for Site A is set out in the submitted Design and Access Statement. The Design and Access Statement also provides details of the illustrative masterplan, how this responds to the local context and the likely appearance (albeit this is a reserved matter). Landscape character has been a significant consideration in the consideration of appropriate development, the submitted landscape scheme relating to the land to the north ensures that the proposed outdoor recreation proposals respond appropriately to the local context and meets the requirements of Policy ENV6 in respect of high quality design. The application site does not comprise any statutory heritage designations nor does it sit within a conservation area.
**Policy ENV 7: Environmental Amenity**

*Proposals for new development will be permitted only if it is demonstrated that the material impacts arising by reason of traffic, visual impact, noise, dust, emissions, pollution, odour, overlooking or loss of light, or other nuisances will not give rise to unacceptable adverse impacts or loss of local amenity and can be properly controlled in accordance with best practice and recognised standards.*

6.32 The various matters relevant to environmental amenity have been assessed in detail and where appropriate in pre-application discussions with relevant consultees. Section 8 of this statement summarises the various technical matters which have been addressed in the documents supporting the application, and demonstrates compliance with Policy ENV7.

**Policy T2: Cycle and Footpath Networks**

*“Cycle, footpath and bridleway networks will be safeguarded and extended. ...”*

6.33 As described elsewhere in this Statement, the proposed development includes the enhancement of existing footpaths and creation of new footways throughout Site A, as well as increased public access to land north of Harwood Old Road and the associated access arrangements. This includes improvements at Harwood Lane to allow safe crossing for pedestrians and an extended footway along Harwood Old Road to the pedestrian access point to the proposed new sports facilities. Further details of the footpath and cycle network are set out in the submitted Transport Assessment.

**Policy GH1: Housing in Great Harwood**

*3200 new houses will be developed in the Borough of which approximately 15% will be in Great Harwood.*

6.34 The proposed development of up to 250 homes will contribute significantly to the proposed development of 480 new homes in Great Harwood (15% of 3200) up to 2026. The town is constrained by Green Belt and the Council do not currently seek to revise the Green Belt boundary; it is therefore relevant to note that the proposed development will support the delivery of a large proportion (in excess of 50%) of the new homes required in Great Harwood, without any need to develop land outside of the settlement boundary. It is clear that, in principle, proposed residential development in this location is acceptable and should be encouraged in assisting the Council in meeting the target set out at Policy GH1.
6.35 Furthermore, Paragraph 5.5 states that

“Great Harwood will develop its role as a historic market town with new employment and housing development within the urban area taking advantage of opportunities to modernise or, in some cases, redevelop traditional employment sites. The area of Great Harwood to the east of the town centre along Queen Street is likely to witness change with the development of new supermarkets to serve the town and its hinterland. There are further re-development opportunities in and around the site of the former abattoir and this area has been identified as an area of potential change that could accommodate appropriate commercial and residential development provided the constraints to development are adequately addressed and sufficient quality and quantity of open space are retained. To ensure that development is properly planned and local residents are involved in the future development of this area, a Development Brief should be prepared during the first phase of the Core Strategy.”

![Figure 3: Extract from the Core Strategy (2012)](image)

6.36 It is acknowledged that the Core Strategy indicates a development brief should be provided to support development in the area of change. Whilst the application proposals do not flow from a formal development brief (which would often be a document prepared by or on behalf of the Council), the applicants have sought to engage with local residents and with interested parties, including statutory consultees, to ensure that the proposed development is properly planned and that relevant planning and environmental matters have been fully addressed. Moreover it appears unlikely that such a development brief would be prepared in a timescale which would allow for the redevelopment of this area of Great Harwood as a priority and to ensure the timely delivery of new housing within the town. In recognition of the expectations of Policy GH1, and in the absence of a development brief, the applicant has carried out pre-application consultation with
the local authority and other relevant consultees, as well as public exhibition and consultation (see supporting Statement of Community Involvement) in order to ensure that the application submission are comprehensive in considering the various issues in terms of the wider context and neighbouring land/users.
DEVELOPMENT MANAGEMENT DOCUMENT (PREFERRED OPTION 2012)

6.37 The Council is in the process of producing a Development Management Document (Development Plan Document), which will contain detailed policies against which planning applications will be assessed. It is the intention of the Council that this document will sit alongside the adopted Core Strategy and the Accrington Area Action Plan and will form part of the Development Plan. The Council published the Development Management Preferred Options document and the Sustainability Appraisal for consultation in November 2012. Whilst the DPD remains at an early stage in its preparation, and therefore should be afforded very limited weight (see Section 7, NPPF) the proposed development at the application is considered to be generally in accordance with the emerging policies as set out in the Preferred Options document, as set out below.

6.38 Policy DM7 relates to new housing developments and states that these will be supported subject to various criteria. The criteria set out within this Preferred Options document can all be met in the proposed development of up to 250 new homes at Site A; whilst the proposal here seeks outline permission with access only, and hence reserves many of the detailed matters of layout and design, this statement together with the submission package of information demonstrates that the site can achieve compliance with this draft policy.

6.39 Policy DM8 concerns open space provision in new developments and this aspect has been addressed above in respect of the current adopted development plan policy. Adequate provision of open space of various typologies has been incorporated within the proposed masterplan for Site A and in the detailed layout at Site B. These requirements are set out below; the net provision of each typology in the table below will be met on through provision on the application site.

<table>
<thead>
<tr>
<th>Proposed number of dwellings</th>
<th>250</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population per dwelling</td>
<td>2.4</td>
</tr>
<tr>
<td>New population</td>
<td>600</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Open Space Typology</th>
<th>Policy Standard ha per 1,000 population</th>
<th>Amount required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formal Sports Provision (Pitches &amp; Courts)</td>
<td>1.6</td>
<td>0.96</td>
</tr>
<tr>
<td>Children's play</td>
<td>0.25</td>
<td>0.15</td>
</tr>
<tr>
<td>Amenity Green Space</td>
<td>0.45</td>
<td>0.27</td>
</tr>
<tr>
<td>Total (ha)</td>
<td>2.3</td>
<td>1.38</td>
</tr>
</tbody>
</table>
6.40 **Policy DM9** relates to the provision of affordable housing and again this aspect of the proposals has already been addressed within this statement at section 4. The current outline application is supported by a draft legal agreement, which will be completed as part of the application process and will ensure provision of appropriate numbers and type of affordable homes.

6.41 **Policy DM14** seeks to prevent (wherever possible) the loss of trees, woodland and hedgerows. The application as a whole is supported by a tree survey and accompanying impact assessment which considers the quality of trees across the application site. For the most-part all trees have been retained where possible, whilst some are lost through the proposed development they are appropriately re-provided within the site in line with the emerging policy.

6.42 **Policies DM15 and DM16** deals with protection and enhancement of the natural environment and protected species. Such matters have been addressed earlier in this statement and are fully addressed through the various technical reports dealing with the natural environment, in particular ecology, landscape and trees.

6.43 **Policy DM17** concerns flood risk, which is considered in detail within the submitted FRA. The application site does not sit within an area identified as being at risk of flooding, moreover the application proposals will not increase the risk of flooding elsewhere as a result of the development. The submission documents include a drainage strategy in line with the requirements of emerging Policy DM17.

6.44 **Policy DM18** is concerned with quality in urban design. The submitted Framework Strategy / Design and Access Statement provides a thorough description of the process through with the masterplan and indicative layout have been derived, taking fully into account the principles set out in emerging Policy DM18 (amongst other things). Of course the residential element of this application is made in outline, meaning some aspects of Policy DM18 are relevant to later reserved matters submissions.

6.45 **Policy DM21** deals with community and cultural facilities and protection of such resources in appropriate circumstances. This policy is relevant to this development, given that an integral part of the proposal is the replacement and significant enhancement of community facilities – namely the formal playing pitches. The proposed development is considered to be entirely consistent with the aims of Policy DM21 offering as it does a considerable enhancement to the current facilities within Site A.
6.46 **Policies DM24 and DM25** are concerned with the protection of residential amenity (both for existing and future residents) and with the control of pollution. As is referred to elsewhere within this report, the technical information provided with the application demonstrates that, subject to appropriate mitigation, there are unlikely to be any residual adverse effects on existing or future residents as a result of the development of the land in the manner proposed.

6.47 **Policy DM30** is concerned with the protection of open space. Again this policy is reflective of those policies of the adopted Local Plan and Core Strategy which seek to protect valuable areas of open space. Such policies have been addressed elsewhere within this statement; Policy L.2 of the Local Plan and Policy DM8 above refer, whereby any loss of open space through the proposed development is appropriately mitigated through re-provision and a betterment in terms of the quality of open space.

6.48 **Policies DM32 and 33** are concerned with sustainable travel and highway safety. The submitted transport assessment and draft travel plan respond to these policy requirements and it is considered that the proposed development would be consistent with emerging policy.
7 MATERIAL CONSIDERATIONS


7.1 The NPPF is a material consideration in planning decisions as per Paragraph 2 of the Framework and Section 38(6) of the Planning and Compulsory Purchase Act 2004.

7.2 The golden thread running throughout the NPPF is the Government’s presumption in favour of sustainable development (Paragraph 14) whereby proposed developments which correctly balance the requirements of economic, social and environmental issues should be granted planning permission unless there are strong reasons that permission should not be granted. The NPPF also strongly supports economic and housing development.

7.3 Sustainable development is broadly defined in Paragraph 7 of the Framework as having three dimensions; namely economic, social and environmental. Paragraph 17 sets out the core planning principles which include the need to:

- “Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs...”
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings...
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable...”

7.4 In terms of economic benefits, the proposals would make a positive contribution to housing land supply in Great Harwood and the surrounding rural area. The proposal relates to a part-vacant and part-previously developed site, the redevelopment of which will ensure the future productive use of the land. Whilst an extant permission exists for the residential development of part of Site A, this wider planning application for residential development will clearly provide a significant economic boost locally through the development of up to 250 new homes and the associated recognised economic benefits.

7.5 The social aspect of sustainability is met in that the proposals at both Sites A and B will result in the creation of high quality environment and comprises a compatible use in keeping with the neighbouring uses in the immediate surrounds of the site. As outlined earlier in this statement the site lies on the edge of the boundary of Great Harwood and therefore offers a location with
excellent access to local services. With proposed access vehicular access to the new dwelling being taken from Harwood Lane and the associated bus services, the development can promote the use of sustainable transport modes and reduce reliance on the private car. Furthermore the improved pedestrian and cycleway links throughout the application site will also encourage alternatives to the private car.

7.6 The proposed dwelling mix will include bungalows and affordable housing to meet identified local needs, and will also promote the provision of high quality large family homes of which there is a shortage in Hyndburn (see SHMA and Housing Needs Survey 2014 at Paragraph 9.54-6).

7.7 Perhaps the most significant benefit in the context of the social aspect of sustainability (para 7) is the proposals set out in the full planning permission sought at Site B which will deliver new quality playing pitch provision which will replace in quantity those facilities lost at Lyndon Playing Fields. Moreover, the new playing pitches represent a significant betterment in the provision available to Great Harwood Rovers Football Club in that the proposals include a new building providing formal changing facilities for users and well as dedicated parking and access arrangements. Alongside the provision of the new playing pitches, it is relevant to note the creation of new publicly accessible open space at the land to the north of Harwood Old Road, with pedestrian access and amenity open space, and sports provision all providing a significant social benefit to the local community.

7.8 Turning to the environmental aspect of sustainability, the site is not subject to any statutory ecological designations, Tree Preservation Orders, Heritage assets or protected species. It is not within an area at risk of flooding as defined by the Environment Agency (save for a minor element to the south, which is addressed in the submitted FRA, see Section 8 Technical Matters).

7.9 The site of the former Great Harwood Town Rovers Football Club which has now been demolished currently remains vacant and creates a visual detriment to the locality. Further land to the south of the site is also informal grazing with no ecological or landscape value. The proposed development is intended to retain existing trees and other landscape features of interest where possible and will also re-provide those areas of planting lost to development. Proposals for Site A include the extension of the existing Children’s Play Area which will double in area, and the improvement of the PRoW which runs through the centre of the site between Lyndon Avenue and Wood Street, including widening and landscape works. Where Site A fronts Wood Street/Balfour Street there is a buffer of 20m from the site boundary which will also contain landscaping and cycle/pedestrian links, vastly improving the streetscene in the locality.
7.10 The proposals at Site B (which are submitted for detailed planning permission) include a full landscape and planting scheme which ensures that the proposed playing pitches and new changing facilities building are entirely in-keeping with the location. A Landscape and Visual Impact Assessment supports this planning application which confirms that the visual effects of the proposed development is not unacceptable and that even where the nearby residential properties are considered to be high sensitivity receptors, the effect is moderate. Proposals for Site B also include Ecological mitigation area to ensure that habitat lost in the creation football pitches is adequately re-provided within the application site.

7.11 It is considered that the proposed development at both Site A and Site B will result in an overall improvement in the visual aspect of the site from the neighbouring properties and from the highway, and that there are no significant adverse environmental impacts which arise from the proposed development.

7.12 Paragraph 14 of the Framework establishes a presumption in favour of sustainable development. The site would meet current housing needs of Hyndburn Borough Council in a manner which does not compromise the ability of future generations to meet their own needs. The proposals therefore have the potential to comprise sustainable development and accordingly would benefit from the presumption in favour of such development as stated in Paragraph 14 of the Framework. Accordingly as the proposals comply with the provisions of the Development Plan the Council should grant planning permission.

7.13 Chapter 4 of the Framework, Promoting Sustainable Transport, at Paragraph 32 states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

7.14 Paragraph 34 of the Framework requires that Local Planning Authorities ensure that developments that generate significant movement are located where the need to travel will be minimized and the use of sustainable transport modes can be maximised.

7.15 The submitted Transport Assessment and draft Travel Plan which support the application demonstrates that the proposed development can be delivered without significant impacts upon the highway network, and that appropriate safe access can be made. The site is located on a main transport corridor close to Great Harwood Town Centre and benefits from the associated accessibly to various sustainable means of transport.
7.16 A further aim of the Framework is to boost significantly the supply of housing. Paragraph 47 of the Framework sets out a number of requirements to be undertaken by local authorities to help achieve this aim; bullet points 1 and 2 are worthy of consideration:

“47. 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 five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.”

7.17 Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites.

7.18 Paragraph 56, in relation to design, states that good design is a key aspect of sustainable development. The application proposals are supported by a Design and Access / Framework Strategy document which considers the design principles in detail, ensuring that the proposed development is compliant with the requirements of the Framework in contributing positively to making places better for people.

7.19 Paragraph 74 states that existing open space, sports and recreational land should not be built on save for three criteria which are listed below:

• “an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or

• 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
• the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.”

7.20 The application proposals are clearly compliant with the requirements of paragraph 74 in ensuring that the Lyndon Playing Fields development results in the re-provision of playing pitches which represent a betterment in both quantity and quality to the facilities available for Great Harwood Rovers Football Club and for the public. An assessment of this matter is provided in the submitted Open Space Report.

7.21 Chapter 9 of the Framework is relevant to the application proposals at Site B which comprise Greenbelt land currently used for informal grazing throughout the year and used occasionally by the Great Harwood Agricultural Society for events, including the annual agricultural show. Paragraph 89 states that the construction of new buildings in the Green Belt should be regarded as inappropriate, with six exceptions. These exceptions include:

“provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;”

7.22 The majority of development proposed at Site B comprises the formation of football playing pitches which are considered to have a negligible impact upon the openness of the Green Belt. Whilst a modest changing facilities building is proposed, this development is entirely consistent with the Framework in providing appropriate facilities for the outdoor playing pitches and moreover will have limited impact on the openness being minor in scale and agricultural in appearance.

7.23 Chapter 10 of the Framework considers climate change, flooding and coastal change. Paragraph 100 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Whilst a small area at the south of the application site (Site A) is within an area identified as being at risk of flooding, it is a minor part of the site where no physical development is proposed (site boundary and residential gardens). This is addressed in detail within the submitted Flood Risk Assessment in the supporting documents.

7.24 Paragraph 103 states that when determining planning applications, Local Planning Authorities should ensure flood risk is not increased elsewhere. The supporting Flood Risk Assessment and
drainage strategy demonstrate that the development can be delivered in an acceptable manner and one which will not result in any increased risk of flooding.

7.25 Paragraph 187 of the Framework states that Local Planning Authorities should look for solutions rather than problems, and that decision takers at every level should seek to approve application for sustainable development where possible.

7.26 Paragraph 197 states that in assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development.

7.27 Paragraph 215 states that due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the Framework, in that the close the policies in the plan to the policies in the Framework, the greater the weight that should be afforded.

7.28 Paragraph 216 states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation, the extent to which there are unresolved objections to the plan, the degree of consistency of the relevant policies with the policies of the Framework.

**SHMA & Housing Needs Survey (2014)**

7.29 The Strategic Housing Market Assessment and Housing Needs Study was published in July 2014 and was carried out by Nathaniel Lichfield & Partners on behalf of Hyndburn borough Council and Blackburn with Darwen Council. In this respect the report considered both areas, but clearly for the purposes of this planning application the Hyndburn element of the SHMA is considered to be a relevant material consideration to the determination of this planning application.

<table>
<thead>
<tr>
<th>Hyndburn (%)</th>
<th>Stock (2011 Census)</th>
<th>All Housing Tenures</th>
<th>Affordable Housing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>‘Need’ (PopGroup Modelling, redistributing housing with care)</td>
<td>HNS**</td>
</tr>
<tr>
<td>1 bed flat</td>
<td>9%</td>
<td>7%</td>
<td>9%</td>
</tr>
<tr>
<td>2 bed flat / house / bungalow</td>
<td>43%</td>
<td>49%</td>
<td>52%</td>
</tr>
<tr>
<td>3 bed house / bungalow</td>
<td>37%</td>
<td>40%</td>
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<tr>
<td>4 bed house</td>
<td>12%</td>
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<td>4%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Figure 4:** Housing size need / aspired towards by percentage in BwD and Hyndburn

7.30 With respect to market housing In Hyndburn, as with Blackburn with Darwen, there appears to be clear shift towards a need and aspiration to deliver large family homes and bungalows, and a reduced desire to build terraced properties (which generally are now of poor quality and lack demand) which are in abundance in both boroughs. Figure 4 is a summary table taken from the SHMA and shows the estimated housing size need / aspired towards in Hyndburn: it clearly shows
an increase in need by percentage of 3 / 4 bed property than in preceding years and a reduced need to deliver 2 bed flats / houses / bungalows.

7.31 With regards affordable housing stock, according to the SHMA there is an established need for the borough to deliver affordable dwellings of 3 / 4 bedrooms, which represents a compromise between need and aspiration.

7.32 Moreover, the SHMA states under ‘Policy Advice’ its need with respect to market and affordable housing, in terms of type and size, to be delivered across the Plan period:

“...Hyndburn: Property Sizes: 40% 1 / 2-bed; 60% 3 / 4-bed dwellings overall; 60% 1 / 2-bed; 40% 3 / 4-bed affordable dwellings.”

7.33 However this is caveated in the supporting text by ‘It is recommended that Officers take a flexible approach to applying this advice when dealing with housing applications in either Borough, as relatively lower levels of housing viability in urbanised parts of the Boroughs could be compromised by an unsuitable housing mix...’.

7.34 It is the applicant’s intention to seek approval for the mix, size and type of housing through a subsequent Reserved Matters application, but it is notable that the mix (in compliance with Policy H1 of the Core Strategy) ultimately will seek to address the housing needs for the Borough as identified in the SHMA and will be reflective of the adopted Core Strategy Policy H1 (see Section 4) to which the proposed residential development has been designed to achieve.
8  TECHNICAL CONSIDERATIONS

8.1 The planning application submitted herein is supported by a number of technical reports which demonstrate that the proposed development(s) may be implemented without significant adverse impacts, arising from any site constraints. This section of the Planning Statement provides a summary of each of the relevant supporting documents in connection with Site A and B respectively, however this should be considered alongside the full and comprehensive submission documentation.

Odour

8.2 The Odour Assessment accompanying the application, prepared by Royal Haskoning, demonstrates that, despite Site A being in close proximity to a nearby abattoir, that in terms of the proposed residential development, as a sensitive receptor, will not result in any material impacts in terms of air quality, subject to appropriate mitigation measures as set out in the report. The conclusion state that:

“It is considered that the buffer distance of 110.9m agreed for the development on the former site of Great Harwood Football Club is no longer applicable to any residential development on the application site, as it was defined based on the distance from the abattoir to the closest existing receptor and was not based on quantitative monitoring or dispersion modelling. Furthermore, a number of improvements were made to the abattoir since the 110.9m buffer zone was proposed, and the abattoir is now considered to be compliant with their environmental permit conditions. In addition, the possibility of odour from the Harwood Hide Ltd. site has been removed following its closure. It is considered that the 20m buffer zone will provide sufficient distance for dilution and dispersion of odours before reaching proposed residential receptors.”

Open Space

8.3 The application for the residential development on Site A will necessitate the loss of the Lyndon Playing Fields, which are located on the northernmost parcel of land. However, in compensation for this loss, the application also proposes to re-provide the sports pitches, to be vastly improved than the existing, with new changing facilities on land to the north of Harwood Old Road (Site B). Moreover, a comprehensive Open Space Report forms part of the application submissions and concludes that the proposals for Site B address a long-term need to provide high quality sporting facilities, which are in themselves a vast improvement from the existing pitches on Site A, it states that:-
“...Given the matters set out, it is considered that the proposals comply with planning policy and provide for a form of development that would meet wider strategic objectives and be of significant benefit not only to sport in general in Hyndburn, but to an identified and established club that is in need of regular access to quality facilities.

6.2 In particular, the development can positively contribute to achieving an increase in sports participation levels for Hyndburn, and will provide much needed long-term sustainable facilities in an area of specific demand, i.e. Great Harwood.

Currently there is limited scope for any wider community use of the existing sports facilities at Lyndon House Playing Fields, and previous attempts to deliver the facilities required have been unsuccessful. The scale of development proposed at Site B is consistent with the local need that has been identified and enables community use and access to facilities to be secured for the long-term.”

Ecology

8.4 The Extended Phase 1 Habitat Assessment has been undertaken on both Sites by Cameron Crook Associates, to assess the potential for protected species and key habitats. The Habitat Assessment concludes that, in terms of both Sites:

“There was no evidence of any specifically protected or otherwise important species occurring within the development footprint and, with one exception, no important habitats were identified that will be adversely affected. The exception is the stream to the southeast of Site B, which will be compensated for by excavating a dried-up ditch at the western boundary, and by allowing the area of land adjacent to the Allsprings Lane BHS to be excluded from the existing site and subsequently managed for wildlife.”

8.5 In addition to the proposed wildlife zone which is to be located within the north-western corner of Site B, which acts as compensation for the proposed loss of wetland located to the south-east of the site, the report recommends a number of reasonable avoidance measures to be implemented during construction works, the most notable one being that if a bat(s) is discovered at any point during development works then works must temporarily cease immediately until a qualified ecologist is contacted and their expert advice is sought.

Noise
8.6 A noise assessment of both Sites has been undertaken by Miller Goodall Environmental Services and accompanies the application. The assessment concludes that noise predictions show that some limited mitigation is required to the northern and western boundaries of Site A, whilst the submitted scheme for Site B is acceptable and in noise terms does not require any mitigation measures. The assessment provides details of the proposed mitigation measures for Site A, which seek to protect future residents from the impact of noise from industrial and road traffic noise.

8.7 Specifically, the noise mitigation measures include a 2m acoustic barrier to run primarily along Site A’s western boundary together with suitable acoustic glazing and ventilation specifications to a number of the residential properties will help to ensure that noise levels within the building do not exceed acceptable tolerances under any reasonable circumstances. Moreover, the Assessment concludes that:

“10.4 Noise assessments have been completed and the results have confirmed that some noise mitigation measures will be required in the most affected northern and western areas of Site A. These include a 2 m noise barrier and a glazing and ventilation specification to enable internal and external noise limits to be achieved at the proposed residential properties.

10.5 With the implementation of these recommendations, it is considered that a suitable and commensurate level of protection against noise will be provided to the occupants of the proposed accommodation at Site A.

10.6 An assessment of noise from industrial units to the south of Site A, including from sandblasting operations, has shown that the most affected of the proposed dwellings will not require any additional noise mitigation measures in order to achieve internal or external noise level targets. This assumes that the businesses only operate during normal business hours and not during the night time.

10.7 The noise impact of the sports pitches at Site B will be adequately controlled by the proposed layout.”

8.8 These recommendations are incorporated within the development proposals and are acceptable to all of the parties involved in the development and with these in place there are no noise related factors that should prevent planning permission being granted.

Contaminated Land
8.9 A Preliminary Risk Assessment (PRA) and Coal Mining Risk Assessment (CMRA) have been carried out for Site A, in order to determine the potential presence of contaminated land and other geotechnical liabilities with respect to the implications for the future residential development of the site.

8.10 The assessments conclude that the site is suitable for housing development but prior to development commencing further works are required, namely; a detailed Phase II Intrusive Survey is to be carried out to further assess the ground conditions and presence of any potential pollutant risks; to carry out ground gas / groundwater monitoring to fully characterise the site in relation to human health and controlled waters; and the development of subsequent strategies and management plans.

8.11 Moreover, these issues can be addressed through suitable planning conditions which will ensure that the development fully accords with planning policy in respect to contaminated land.

**Flood Risk Assessment and Drainage**

8.12 A Flood Risk Assessment has been carried out across the extent of the application boundary; the report considers in detail the potential for flooding at the proposal site and furthermore considers that the application proposals can be delivered in an appropriate manner and one which will not increase the risk of flooding within the site nor elsewhere.

8.13 The Assessment in relation to Site A concludes that the risk of flooding from all sources is low to medium. It states that a sequential test is not required as ‘the more vulnerable residential end use is appropriate in Flood Zone 1’ but suggests appropriate ground floor levels for the proposed dwellings, and that the area which falls within Flood Zone 2 (nearest the southern boundary) should be landscaped appropriately so as to maintain the available flood plain. The Assessment then proposed a suitable outline drainage strategy via a SuDS management train.

8.14 In respect of Site B, for which full permission is sought, the Assessment concludes that being located within Flood Risk Zone 1, the potential for flooding is low and furthermore there are no historical records to suggest that the site has previously been subject to flooding, but goes on to recommend appropriate finished floor levels at the changing facilities in the event of extreme flooding and drainage failure. The submitted drainage scheme demonstrates appropriate management of foul (septic tank) and surface water drainage in respect of the proposed sports provision at land to the north of Harwood Old Road.
Highways

8.15 A Transport Assessment has been undertaken by Croft Transport Solutions to assess the proposals for both Sites A and B against any potential highways impacts. The report concludes that the proposals for both Sites can be accommodated on the local network, would likely result in an increase in public transport usage and would unlikely influence levels of highway safety in the vicinity, therefore it is considered that they would not result in any adverse traffic impacts and should not be disallowed on highways terms. Appropriate measures for safe access and egress into both Sites, together with suggested highway improvements to Harwood Old Road, which seek to make Site B easily and safely accessible from pedestrians coming from the south. Moreover, the Transport Assessment which is submitted with the application, concludes that:

“The following conclusions have been drawn with regard to the proposed development:

- The proposals benefit from being accessible on foot with the existing pedestrian footways providing access to a wide range of services;
- The proposals are ideally located to encourage journeys by bus via a number of bus services available in the vicinity of the site;
- The internal layout of the residential site will be designed to encourage low traffic speeds and will provide high quality linkages to existing pedestrian and cyclist infrastructure, where appropriate;
- The proposals will be accessed by safe and efficient vehicular access arrangements;
- The proposals will not have a material impact and the traffic impact assessments indicate that the proposed development would be able to be accommodated on the local highway network; and
- The proposals will not have an adverse effect on road safety or the number of accidents in the vicinity.”

Trees

8.16 An Arboricultural Impact Assessment including tree surveys of both Sites A and B accompanies this planning application. There are a number of trees within Site A and B of varying visual importance and overall value, however the Assessment concludes that:

“An evaluation of the Illustrative Masterplan for Site A, and of the detailed proposals for Site B, has indicated that development of the sites as shown is projected to require the removal of one low value tree, two low value groups, and part of two further low value groups.”
8.4 Nonetheless, it is projected that the loss of these trees can be adequately mitigated for through the provision of new tree planting at both the sites with suitable species selected for the applicable locations.

8.5 In turn, the production of a landscape proposal plan can be conditioned to a planning approval in order to ensure that suitable new tree planting is provided as part of the development.

8.6 In consideration of the above findings we therefore conclude that, from the details provided to date, the sites in question can be developed as proposed whilst retaining the most visually important moderate and high quality trees.”

8.17 Therefore, as detailed within the report, any loss of trees required to facilitate the proposed development can be adequately mitigated through appropriate compensatory landscaping proposals, however it is worth noting that those trees considered of highest value will be retained and protected throughout construction.

8.18 It is not considered that there are any Technical matters which would preclude the grant of planning permission for the proposed development.
9 CONCLUSION

9.1 PWA Planning is retained by Reilly Developments Ltd to prepare and submit a hybrid planning application for the development of land south of Harwood Lane and north of Harwood Old Road.

9.2 The description of the development(s) as per the submitted 1APP form is as follows:


9.3 The works would result in a number of key benefits which are deemed relevant to the determination of the application, namely:-

- The provision of new and improved, high quality sporting facilities for Great Harwood Rovers Football Club and which will also be available for use by the wider community;

- Delivery of up to 250 no. much needed new homes of which 20% will be affordable;

- The enhancement of local character and distinctiveness through the implementation of sensitive landscaping measures;

- Highways improvements to Harwood Lane / Harwood Old Road.

- Support for existing businesses and suppliers in the area during construction, contributing to the local economy.

9.4 As addressed earlier within this Statement, it is clear that the proposals represent a sustainable development which is consistent with adopted and emerging planning policy and which should therefore be supported.

9.5 This Planning Statement has reviewed the scheme for both Sites A and B against relevant Development Plan policy as well as other planning guidance respectively, including the National Planning Policy Framework and identifies broad compliance with relevant policies.

9.6 The scheme is supported by a suite of technical reports and other evidence which clearly demonstrate that there would be no harmful impacts resulting from the proposed development(s)
and hence no reason that planning permission ought not to be granted. In addition that there are other material considerations which support the granting of planning permission and which should be afforded significant weight in the determination of the application.

9.7 For the reasons identified within this Statement, it is considered that the respective detailed and outline planning permission for the proposed development should be granted and the application is commended to the authority.
Dear Paul,

**Pre-application Advice: Lyndon Playing Fields, Great Harwood.**

Please find enclosed the pre-application advice in respect of the proposed development of housing on land at Lyndon Playing Fields and Land off Wood Street, Great Harwood. The advice is provided without prejudice to the determination of a planning application.

The Core Strategy recognised that there was potential to develop part of the area you are interested in developing but sought to achieve this through the preparation of a development brief that would involve consultation with the local community. The presence of an operational abattoir in proximity to the site has the potential to cause noise and odour nuisance and a flood risk zone exists on land at the southern boundary of the site. For these reasons, if you are minded to submit an outline planning application for the development of this site, I would expect to see full details of access and layout. Please also refer to the validation checklist which is available on the Council’s website.

There are a number of consultation responses outstanding. I will forward these on receipt.

**Proposed Development**

The development of housing on land between Harwood Lane to the north and Wood Street (almost to Heys Lane / Harwood Lane to the south). The majority of the site comprises fields and sports fields (greenfield site), although a wedge of land in the centre of the site was previously developed as a football ground and sports club (brownfield land). The plans attached to the request for pre-application advice are attached at Appendix 1 and Appendix 2.

**Policy Framework**

**National Planning Policy Framework**

Section 6  
Delivering a wide choice of high quality homes

Section 7  
Requiring Good Design
Para 5.55 The Area of Potential Change (illustrated by Figure 22).

".....The area of Great Harwood to the east of the town centre along Queen Street is likely to witness change with the development of new supermarkets to serve the town and its hinterland. There are further re-development opportunities in and around the site of the former abattoir and this area has been identified as an area of potential change that could accommodate appropriate commercial and residential development provided the constraints to development are adequately addressed and sufficient quality and quantity of open space are retained. To ensure the area is properly planned and local residents are involved in the future development of this area, a Development Brief should be prepared during the first phase of the Core Strategy."

Hyndburn Local Plan

Policy E10 Development Criteria
Policy L2 Development of Playing Fields and Open Space

Planning History

A large number of planning applications have been submitted for various forms of development in and around this site. All of these are available to view on the Councils website (search planning applications). A number of the key decisions are listed below:

11/10/0172 Major Outline, Residential development, Wood Street, Great Harwood. Withdrawn

11/10/0291 Major Outline with access and layout submitted. Residential development (34 dwellings), Wood Street, Great Harwood. Resubmission 11/10/0172. Refused but allowed at Appeal.

11/13/0405 Major reserved matters, Erection of 34 two-storey dwellings on land at former Monroes & Great Harwood Rovers FC, Wood Street, Great Harwood. Approved.
Consultation Responses

Lancashire County Council (Highways)  
No response received.

Lancashire County Council (Flood Risk Management Team)  
This is the response of Lancashire County Council's Flood Risk Management Team to the above pre-application.

SuDS Approval Body (SAB) Comments

Lancashire County Council will become the Sustainable Drainage System (SuDS) Approval Body (SAB) from the date of implementation, which was recently announced has been delayed further until late 2014/early 2015. The SAB is currently awaiting confirmation of the implementation date subject to the second reading of the Statutory Instruments in Parliament.

Approval will be required from the SAB for the drainage design on any new development for which a full planning approval is submitted to the Local Planning Authority which meets the requirement criteria of 10+ dwellings or greater than 0.5 hectare from the date of implementation.

It is therefore recommended that the proposed pre-application incorporates sustainable drainage systems into the drainage design from the earliest stage and conforms to the following standards:

It is also recommended that the applicant consults C697 – The SuDS Manual as a best practice guide to SuDS.

Defra will be shortly releasing National Standards and National Guidance on the design and construction of SuDS and it is recommended that the applicant uses this in conjunction with BS8582:2013 upon its release.

Flood Risk Comments

It is advised that flooding from "local" sources (surface water, groundwater and flooding from ordinary watercourses) is also taken into consideration, where possible, and especially where there is a known flooding issue in an area. Maps of surface and groundwater flooding are available on the Environment Agency's website.

Flooding from local sources should be considered in addition to flooding from main rivers, which is primarily assessed through a site-specific flood risk assessment (FRA). Where necessary and/or appropriate the lead local flood authority will provide comment on FRAs, but they are not required to do so under Schedule 5 of the Town and County Planning (Development Management Procedure) (England) Order 2010.

| What river flood zone is the proposal located within? | Flood Zone 1  
Approximately 10% of the site in the south is in Flood Zone 2 |
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<td>Is the location of the proposed development susceptible to surface water flooding?</td>
<td>South east 10% of area susceptible to surface water flooding - Calder Catchment</td>
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<td>Is the location of the proposed development susceptible to groundwater flooding?</td>
<td>&lt;25% Susceptibility</td>
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Summary

Lancashire County Council's Flood Risk Management Team does not object the proposed development subject to a drainage strategy submitted to and approved by the local planning authority. Should you wish for further information or clarification to the contents of this letter please contact the case officer on the number provided on this letter.

Lancashire Constabulary

This is a pre planning advice report for a large scale residential development on land at Wood Street in Great Harwood. I have conducted a crime and incident search of this policing incident location and during the period 12/06/2013 to 12/06/2014 there have been reports of criminal activity including vehicle crime and burglary. The following security recommendations are made in order to prevent the opportunity for crime and disorder and to comply with Section 17 of the Crime and Disorder Act 1998- Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

Security Recommendations

- The design of the development should be in accordance with the principles of the Secured By Design security initiative. This is an opportunity to design and build a safe environment for residents and visitors to the scheme as a result of Crime Prevention Through Environmental Design. Part 1 of Secured By Design is in respect of designing out crime with the layout of the scheme.
- Pedestrian and Vehicle Access points leading into the scheme should be kept to a minimal. A cul-de-sac arrangement is recommended in respect of minimising the opportunity for crime. The illustrative layout of the scheme shows a primary site access and 2 potential future access points. Where possible design should not encourage excessive permeability which can aid an offender in successfully escaping from a scene.
- Dwellings should be orientated so as to maximise the opportunity for natural surveillance across the scheme. Gable ends should not be left blank. Any footpaths designed into the scheme should be as straight as possible, wide, well lit, devoid of potential hiding places and overlooked by surrounding dwellings.
- Parking should be within the curtilage of the dwellings and communal rear car parking arrangements should be avoided.
- Dwellings Boundaries – It is important that the rear and side of dwellings are secured with boundary fencing eg 1.8m close boarded or similar. Rear access footpaths should be avoided. Access to the rear of the dwellings should be restricted with a 1.8m lockable gating arrangement fitted as flush with the front of the building line as possible.
- The plan shows two play areas that will be overlooked by housing. It is imperative that natural surveillance is maximised over these areas so as to reduce the opportunity for crime and disorder. Any street furniture incorporated into the scheme should be situated where it can be overlooked by passers-by and neighbouring dwellings. The play areas should be designed in accordance with Secured By Design guidance for Safer Play Areas.
- Part 2 of Secured By Design Physical Security should be incorporated into the scheme – This involves the target hardening of the dwellings to protect them from potential criminal activity such as burglary. Further details in relation to Secured By Design can be located from www.securedbydesign.com.
- Windows should be PAS 24 2012 tested and certificated. Laminated glazing should be fitted to all ground floor windows. In particular the rear and side elevations.
• External doorsets should be doors of enhanced security, tested and certificated to PAS 23/24 security standards. This type of doorset has been tested to resist sustained attack by a potential offender. The front doorset should be fitted with a viewer and security chain.

• The dwellings should be fitted with a PIR operated dusk till dawn lighting unit at the rear and 1 at the front door. The overall scheme should be well lit with an even uniformed spread of British Standard 5489 lighting columns.

Further security advice and checklists can be provided as the scheme progresses through the planning process. In particular when more detailed elevations and a site layout plan are available.

**Environmental Health (Hyndburn BC)** Raise concerns about housing in close proximity to abattoir.

**Environment Agency** No response received.

**United Utilities**

**Drainage Comments**

In accordance with the National Planning Policy Framework and Building Regulations, the site should be drained on a separate system with foul draining to the public sewer and surface water draining in the most sustainable way.

Building Regulation H3 clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy. We would ask the developer to consider the drainage options in the following order of priority:

a) an adequate soak away or some other adequate infiltration system, (approval must be obtained from local authority/building control/Environment Agency); or, where that is not reasonably practicable

b) a watercourse (approval must be obtained from the riparian owner/land drainage authority/Environment Agency); or, where that is not reasonably practicable
   a sewer (approval must be obtained from United Utilities)

To reduce the volume of surface water draining from the site we would promote the use of permeable paving on all driveways and other hard-standing areas including footpaths and parking areas.

**Drainage Conditions**

United Utilities will have no objection to the proposal provided that the following conditions are attached to any approval:

- Notwithstanding any indication on the approved plans, no development approved by this permission shall commence until a scheme for the disposal of foul and surface waters for the entire site has been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, surface water must drain separate from the foul and no surface water will be permitted to discharge directly or indirectly into existing sewerage systems. The development shall be completed, maintained and managed in accordance with the approved details.

  Reason: To ensure a satisfactory form of development and to prevent an undue increase in surface water run off and to reduce the risk of flooding

- A public sewer crosses this site and we will not permit building over it. We will require an access strip width of ten metres, five metres either side of the centre line of the sewer which is in accordance with the minimum distances specified in the current issue of "Sewers for Adoption", for maintenance or replacement.
Therefore a modification of the site layout, or a diversion of the affected public sewer at the applicant's expense, may be necessary. To establish if a sewer diversion is feasible, the applicant must discuss this at an early stage with Graham Perry Developer Engineer at wastewaterdeveloperservices@uuplc.co.uk as a lengthy lead in period may be required if a sewer diversion proves to be acceptable.

Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.

The applicant can discuss further details of the site drainage proposals with Developer Engineer, Graham Perry, by email at wastewaterdeveloperservices@uuplc.co.uk. Any further information regarding Developer Services and Planning visit our website at http://www.unitedutilities.com/builders-developers.aspx

**Water Comments**

Each individual unit will require a separate metered supply at the applicant's expense and all internal pipework must comply with current water supply (water fittings) regulations 1999. Should this planning application be approved, the applicant should contact our Service Enquiries on 0845 746 2200 regarding connection to the water mains/public sewers. Our water mains will need extending to serve the development on this site, assuming the development is approximately 250 domestic properties. The applicant, who may be required to pay a capital contribution, will need to sign an Agreement under Sections 41, 42 & 43 of the Water Industry Act 1991.

The mains extension will involve between 100m and 200m of mains laying depending on the precise demands of the development.

**General comments**

It is the applicant's responsibility to demonstrate the exact relationship between any United Utilities assets and the proposed development. United Utilities offer a fully supported mapping service and we recommend the applicant contact our Property Searches Team on 0870 751 0101 to obtain maps of the site. Due to the public sewer transfer, not all sewers are currently shown on the statutory sewer records, if a sewer is discovered during construction; please contact a Building Control Body to discuss the matter further.

**Parks and Open Spaces (HBC)**

1. The preference would be for the existing play area (located to the West of the bend in the footpath) to be retained in its current location and enhanced to increase capacity, which would satisfy the play needs for the surrounding area, and the second play area at the southern end of the site to be deleted from the plans as this would constitute an additional revenue drain on the authority. The proposed location of the play areas as indicated is less than ideal.

2. I would like further detail following the pre application meeting when population densities and the type of housing is better defined in order to re-calculate the Section 106 contribution for leisure and sport.

3. Is there an opportunity for HBC to dispose of the disused play area site to the North East corner of the proposed development (Behind the sub station located to the side of 38 Lyndon Avenue)
Observations

The proposed development occupies approximately 10ha of land within the urban area of Great Harwood which the applicant seeks to develop for housing, and a further area of land outside the urban boundary that the applicant is seeking to develop for use as a football pitch to compensate for the loss of a similar facility within the area proposed for housing development. The area outside the urban boundary is designated Green Belt.

The site of the proposed housing development extends from Harwood Lane to land east of Wood Street. Although part of the land off the corner of Wood Street / Balfour Street has been previously developed and once comprised a football ground, the remaining areas are used for sport / recreation (football pitch) and for the grazing of horses.

The proposed development raises a number of issues that will be considered in turn:

(i) Procedure
(ii) The principle of development
(iii) Housing development in Great Harwood
(iv) Open Space, sport and recreation
(v) The abattoir
(vi) Green Infrastructure and Cycleways
(vii) Transport and Connectivity
(viii) Flood Risk
(ix) Phasing
(x) S.106 agreement

(i) Procedure

The National Planning Policy Framework places a strong emphasis on the need to consult the local community when developing major planning proposals. This would be a requirement for a scheme of this scale and the importance of consultation is recognised by the Hyndburn Core Strategy that requires the preparation of a development brief for the area shown as the “Area of potential change within the Core Strategy”.

Although the preparation of a development brief for the area would be the preferred approach, if you are intending to submit a planning application without a brief I would strongly recommend that you undertake a comprehensive public consultation exercise as part of the pre-application process. This should involve the development of a number of different options for consultation with the public as part of a strategy that would result in the resultant planning application addressing as many of the issues raised as possible. Part of this process would also involve consultation events with local elected members (local councillors and County Councillors) and Great Harwood groups. I would expect you to prepare a consultation strategy that would be agreed by the Council. For the same reason, it is also reasonable for local residents to have a good understanding of the layout of the proposals and this should be included in detail.

On the basis of the submitted plans the proposals would constitute a departure from the development plan and would need to be advertised as such.
(ii) The principle of development

The principle of the development is determined by the extent to which it complies with the policies of the development plan and the National Planning Policy Framework.

The area of land on which it is proposed to develop housing is within the urban boundary. In this instance the Core Strategy identifies the southern portion of your site as an area that has the potential to be developed as a means of meeting the future housing needs of Great Harwood but is subject to a brief being prepared. Although the precise boundary of the Area of Potential Change is not shown on an Ordnance Survey plan, it does not extend to Harwood Road.

An extract from the Hyndburn Local Plan 1996 Proposals Map is included above. This indicates the following:

- The northern portion of the proposed site adjacent to Harwood Road is allocated as open space and the acceptability of the proposal would therefore depend upon the extent to which the proposals are able to satisfy the criteria set out be Policy L2 of the Local Plan.
- A large proportion of the site adjacent to Wood Street is located on land that is designated as open space and would be subject to the same criteria as above.
- Housing Site Ref 36 has now been developed as “Lyndon Court”.
- The western side of Housing Site Ref 37 has been developed for housing, although the central portion remains and is occupied by football pitches.

Since a large proportion of the site is on land allocated as Open Space, a planning application would initially be managed as a “departure” but as part of the process of managing the application it would be necessary for the planning officer to form a view on the extent to which the development satisfies the relevant policies, taking into consideration (inter alia) the submitted information and the views of statutory consultees.

The development of the replacement sports pitches on land to the north of Harwood Road on the site of the existing Great Harwood Show would also require planning permission and should form part of the same planning application. The National Planning Policy Framework supports the development of outdoor sporting uses in the Green Belt, paragraph 81 stating that once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and
recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land. There would be a need to ensure that any replacement pitches are developed to the required standard and are available for use before the existing pitches are redeveloped. A s.106 agreement may be needed to secure this. It would be important to ensure that any changing facilities or other buildings do not harm the openness of the Green Belt and that the site is suitably landscaped.

In terms of the boundary of the site, the scheme could be significantly improved through the incorporation of land at the southern end (on the eastern side) of Wood Street up to its junction with Heys Lane / Hyndburn Road could be included. Although the presence of the culvert (Harwood Brook) would mean that part of this area would not be developed with built forms of development, there would be benefits associated with the inclusion of this area, particularly its visual appearance from Hyndburn Road / Heys Lane which form one of the arterial routes into Great Harwood. This is one of the reasons why the preparation of a development brief would result in wider improvements to this area of Great Harwood.

(iii) Housing development in Great Harwood.

Policy GH1 of the Hyndburn Core Strategy states that 3200 new houses will be developed in the Borough of which 3200 will be in Great Harwood. This equates to 480 new houses in Great Harwood over the period of the Core Strategy.

The proposed site has the potential to deliver between 250 and 300 houses (10ha @ 30 dwellings per hectare), a significant proportion of the new houses needed in the town. The Core Strategy recognised the potential of this area for new housing development provided the change was properly planned in consultation with the local community. Although the Area of Potential Change is only loosely identified in the Core Strategy, it does not cover the northern part of the proposed site, i.e. the area north of Balfour Street.

Policy H1 of the Core Strategy seeks to ensure the right mix of house types is developed over the plan period. The mix of house types on a development of the scale proposed should reflect the proportions set out in the policy.

Policy H2 of the Core Strategy requires provision to be made for 20% of the housing to be affordable. In meeting this target, consideration will be given to the availability of financial grants and evidence on the economic viability of the development. If you believe that the economic viability of the development will be compromised by the level of affordable housing required, it will be necessary for you to submit a viability assessment and pay the Council to have this independently assessed by a consultant. This costs approximately £1000.

The design of the development and the houses within it should be a high standard, in line with the requirements of the National Planning Policy Framework and the Hyndburn Core Strategy. New housing developments should be designed so that they meet the requirements of the Council’s adopted Householder Design Guide as a means of seeking to protect local residential amenity. If it is not possible to provide open space within the area of the development the Council will seek a financial contribution in lieu of that provision. This would be managed through a s.106 agreement.

(iv) Open Space, sport and recreation

The proposed development raises a number of issues in relation to open space, sport and recreation and it would be necessary to include details of what each of the areas of open space proposed to be
developed is currently used for. This is particularly important in respect of any playing fields or sports pitches. If a planning application is submitted it should consider the following:

a. The designation in the Hyndburn Local Plan

Saved Policy L2 of the Hyndburn Local Plan states that the development or use for other purposes of public or private playing fields and open space of recreation value will not be permitted except where:

(A) Alternative provision of equivalent community benefit is made;
(B) The development of a small area will secure the retention and improvement of the remainder;
(C) There is an unjustifiable excess provision in the area having regard to the standards in Appendix 3.
(D) In the case of school playing fields the development is for educational purposes or the Council is satisfied that the site is no longer required for school use and its loss would not result in a continuing deficiency in recreational open space for the local community.

To comply with the requirements of this policy it would be necessary to meet the relevant criteria listed above and this aspect of the development should be addressed as part of the supporting information. The development does not give rise to the loss of school playing fields, part (D) of the policy is not therefore relevant.

The comments of the Council’s Parks and Open Spaces Service is attached.

b. Open Space in new developments

Policy HC1 of the Hyndburn Core Strategy requires the provision and maintenance of good quality, accessible, multifunctional green space within major housing developments. The policy also requires the provision or improvement of facilities that encourage walking and cycling.

c. The proposed loss, and replacement, of the football pitch.

In considering the loss of the existing pitch it will be necessary to consider the requirements of Policy L2 of the Hyndburn Local Plan as set out above.

It will be necessary for the Council to consult Sport England on this aspect of the development. I suspect Sport England will require the replacement pitch to be designed and built to a specified standard and for the phasing of the development to allow continuous use of a pitch. Although the proposed relocation / redevelopment / upgrading of the football pitch would potentially compensate for the loss of the two pitches within the site, the planning application would need to consider the means by which the loss of the open space to the north of the football pitch would be compensated.

As part of the proposals it will be necessary for you to demonstrate that the proposed replacement pitch is in an accessible location and will be developed to the required standard.
The abattoir

Although the abattoir was closed when the Core Strategy was examined, it has since re-opened and it will be necessary to consider the potential impact of the abattoir on the proposed development from both noise and odour.

The abattoir is essentially an industrial use and the planning applications that were submitted for the development of housing on Wood Street were both accompanied by an acoustic (noise) assessment. This recommended a buffer zone be maintained between the proposed development. A noise assessment should be undertaken in association with the proposed development.

The processes employed at the abattoir have the potential to generate odour and it would not be desirable to develop sensitive land uses, such as housing, in locations where odour or other forms of nuisance could present a problem. When the planning application for the development of housing on Wood Street was submitted, the applicants undertook a study of the potential nuisance arising from odour and proposed an “exclusion zone” around the abattoir that extended approximately 110m from its boundary. Land within this zone was proposed to be landscaped.

Both outline planning applications that were submitted for the development of the site on Wood Street were accompanied by an Odour Assessment. The latter assessment included a plan that illustrated a buffer zone of 110.9m from the abattoir within which no houses would be developed. The reason given for this distance is that exposure to odours at this distance would be no worse than that experienced by the nearest residential property (notwithstanding wind direction). It was envisaged that Phase 2 of the Wood Street development (on the land within the buffer) would be developed once the abattoir has closed permanently (subject to planning permission being granted). Concerns about the proximity of the development at Wood Street to the abattoir were also raised by the Environment Agency.

The planning system should work to prevent the development of incompatible land uses in close proximity to each other and the presence of an operational abattoir immediately adjacent to the site represents a significant concern. The Council’s Environmental Health Service has raised concerns...
about the proximity of residential development to the abattoir in the past and has been consulted on these proposals. I understand the site is licenced by the Environment Agency and they should be consulted as part of the planning application process. Although a draft version of an odour assessment was submitted this did not contain a conclusion and did not appear to answer the question it set itself at the outset.

I would not object to the development of a greenway (incorporating a landscaped cycleway and footpath) within 110m of the abattoir but I would be concerned about the development of housing this close to an operational abattoir. There may be some potential to phase residential development to allow those parts of the site within 110m of the abattoir to be developed in the event the abattoir ceases production and is demolished. If you propose to depart from these distances there would need to be a clear explanation for this given in the report.

The abattoir is still present and it continues to be licenced by the Environment Agency.

(vi) Green Infrastructure and Cycleways.

The site forms part of a corridor of land that extends to Great Harwood Town Centre and for this reason there is good potential to develop a “green corridor” into the town centre through the proposed site and other sites to the west which should incorporate a cyclepath / footpath and appropriate landscaping. Although the illustrative layout appears to include a green wedge around this portion of the site, this would need to be developed in more detail to include the cycleway / footpath, landscaping and relationship / junctions with the surrounding road and footpath network. There is scope to link with the cycleway that passes through the woodland to the south / south west of the site.

(vii) Transport and Connectivity

The scale of the development proposed is likely to necessitate the submission of a Transport Assessment as part of the planning application. Guidance published by the Department for Transport indicates that a Transport Assessment and Travel Plan is likely to be required for developments in excess of 80 residential dwellings. As well as considering the potential impact of the development on the arterial routes to the north and south of the site (Harwood Road / B6535 to the north, Heys Lane / Hyndburn Road to the south), it would also be necessary to consider the impacts of the development on Whalley Road (A680). The Highway Authority would provide further information on the scope and content of the Transport Assessment.

It would be necessary to ensure that all junctions developed meet the required visibility distances and are designed to meet the relevant safety standards. New residential development should be designed in accordance with the principles set out in the “Manual for Streets” and residential roads should be designed with the aim of reducing vehicle speeds to no more than 20mph (Core Strategy Policy HC3). Sufficient levels of car-parking should be incorporated into the development in line with the Council’s parking standards.

(viii) Flood Risk

Harwood Brook is in close proximity / within part of the southern part of the site and the Environment Agency has designated a flood risk zone along the route of the culvert that covers part of the proposed site. It will be necessary to undertake a Level II Flood Risk Assessment for the site. In addition to the

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Department for Transport, Guidance on Transport Assessments, March 2007, TSO.
area at risk of flooding, there is also likely to be an easement along the route of the culvert (normally extending 8m from either side of the culvert, not the centre-line) within which built development would not normally be permitted.

Fig 3. Plan illustrating flood risk. Source: Environment Agency

(ix) Phasing

Recognising that the development of the new football pitch will not only be an expense for the developers but take time, the development should be phased to allow continuity of use of the football pitch by the club.

(x) S.106 agreement

A development of this scale is likely to result in a variety of externalities that may form the basis of requests for payments to be made through a s.106 agreement. Any contributions sought would need to be consistent with the advice in the circular. Contributions may be sought in respect of the following:

- Payments in lieu of open space provision (HBC). This would be calculated by the Council’s Parks Department and would be based on the number of bedrooms.
- Sustainable transport / infrastructure (depending on the accessibility of the site) (LCC)
- Need for additional school places (LCC). At the moment I am unsure about whether there are sufficient primary places in Great Harwood. If there is a shortage LCC may request a contribution.
- Young peoples service Youth Centre enhancement contribution (LCC)
- Waste management (LCC) and bins (Hyndburn BC)

If the development is advanced on the basis that a new football pitch will be provided, albeit in a different location, it will also be necessary to ensure that the new pitch is provided, used and maintained for an appropriate period of time.

The s.106 agreement would also be expected to make provision for a management company to manage open space within the development (including cycleways and landscaping) for the duration of the development.

The layout of the proposed development should also take into consideration the difference in level between the old persons home that abuts the north east boundary of the site and which is at a lower level than the playing fields.
It would also be necessary to ensure that the appropriate ecological surveys are undertaken. There are areas of woodland / scrub on parts of the site and I would therefore recommend that you check to ensure there are no bats present and that there are no other habitats or species of ecological importance.

Although the buildings on the Wood Street site have now been cleared, the site may be contaminated and I would therefore recommend that an appropriate survey be undertaken in respect of any areas that have been previously developed.

The Council would expect to see you undertake pre-application consultation with the local community prior to the submission of a planning application. I would also expect you to present the proposals to elected members of Hyndburn Borough Council prior to submission, in line with the pre-application protocol that the Council operates. The Council has a validation checklist which is available on it’s website, you would need to check to ensure that you have satisfied the requirements of the checklist prior to submission. If you require any further information please contact me,

Yours sincerely,

Simon Prideaux
Appendix 2  Wood Street, Great Harwood: Illustrative Layout – Proposed.

This drawing is to be read in with drawing number 1138-PRE-01C
Appendix 2
Dear Paul,


Screening Opinion under Regulation 5

Proposed residential development of up to 250 dwellings, following relocation of existing football pitch, including new roads, landscaping, open space and other infrastructure improvements. Land North and South of Harwood Lane, Great Harwood.

Hyndburn Borough Council, as Local Planning Authority, has given the Screening Opinion in respect of the above development and the details submitted with the request for a Screening Opinion, namely the letter from Paul Walton Associates dated 16th July 2014 and the Drawings No 1138-PRE-05A and 1138-PRE-01C.

The proposed development is not development that falls within Schedule 1 of the Regulations.

Part 10 of Schedule 2 of the Regulations includes Infrastructure Projects. Part (b) includes Urban development projects and although residential developments are not specifically listed they could be included within this group of development types. The area of the site exceeds the applicable threshold of 0.5ha. In making this screening opinion the following factors have been taken into consideration:

- The proposed development is largely within the urban area of Great Harwood, although the proposal also makes provision for the development of replacement sports pitches on land outside the urban boundary north of Harwood Lane.
- The scale of the development is such that it would result in the loss of land that is previously undeveloped, however, the acceptability of that loss and the impacts of residential development on neighbouring properties would be assessed as part of the planning process.

For the purposes of this screening opinion the environmental impacts associated with the loss of this open land are considered to be of a minor / local nature.
• The built development associated with this proposal would take place within the urban area of Great Harwood. The landscape impacts associated with this are considered to be of minor / local significance.

• The landscape impacts associated with the development of sports pitches on land north of Harwood Lane is considered to be of a minor / local nature.

• The development of housing on this site may give rise to positive economic and social benefits for the local area.

• The site is not a site of ecological, historical, cultural significance and is not in the vicinity of such a site. Impacts on ecological, historical or cultural features would be of a minor / local nature.

• The proposed development will not give rise to the pollution of air, ground or water resources at or near the site that cannot be managed or kept within acceptable levels. Impacts would be of a minor / local nature.

• There is no reason to believe that the development would give rise to an increased risk of flooding although that part of the development within a flood risk zone would need to be developed in a manner consistent with national policy. Impacts would be of a minor / local nature.

• The development would not give rise to impacts arising from noise or light that cannot be managed through the planning process.

• The development would give rise to an increase in local traffic but the environmental impacts associated with this will be of a minor / local nature.

• The site is abutted by residential properties, a residential care home and a non-conforming industrial use (abattoir). The impacts of the development on the amenity of neighbours can be mitigated through the use of appropriate standards and policies applied at the planning stage. Impacts would be of a minor / local nature.

• The potential impact the abattoir may have on the proposed development would be considered as part of the planning process.

• The potential cumulative environmental impacts associated with the proposed development are considered to be of a minor / local nature.

Having regard to the points above, the Local Planning Authority has considered the characteristics of the proposed development, the existing land uses on the site and the potential impact of the development. Having considered the above the Local Planning Authority determines that the proposal does NOT constitute development for which an Environmental Impact Assessment is required. This Screening Opinion is made without prejudice to the determination of any future planning applications that may be submitted for development of this site.

Yours sincerely,

Simon Prideaux
Chief Planning and Transportation Officer
Appendix 1. Wood Street, Great Harwood:
Appendix 2  Wood Street, Great Harwood: Illustrative Layout – Proposed.

This drawing is to be read in with drawing number 1138-PRE-01C