

Authority Monitoring Report (AMR)

2017/2018

Produced by **Forward Planning – March 2019**



Rossendale
BOROUGH COUNCIL

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Introduction

Welcome to the Authority Monitoring Report (AMR) formerly named the Annual Monitoring Report. This AMR covers events and facts for the period from 1st April 2017 up to 31st March 2018. The Core Strategy, which this document monitors, was found “sound” after its Examination in Public and was formally adopted by the Council on 8th November 2011. The adopted Core Strategy contains targets and indicators for each Policy including the Area Visions. In order to provide users of this document with as much information as possible and to provide a baseline for future monitoring we have structured this document in line with the Core Strategy targets.

The council is currently preparing a Local Plan which will replace the 2011 Core Strategy and, once this is adopted, future AMRs will monitor policies found in the new plan.

Every effort has been made to ensure the accuracy of the information; however, due to the changes in monitoring procedures some figures have been rounded up or down or may not be available at this time.

Feedback on the structure and how the information is set out is appreciated. Please send any comments to Forward Planning at forwardplanning@rossendalebc.gov.uk or ring 01706 252415.

Executive Summary

This document includes information on implementation of Rossendale Core Strategy (adopted November 2011) for the period 2017/18.

Increasing pressures on local government funding have made it more difficult to maintain accurate data records. This has been the case both at County and District level. At County level in particular the monitoring of biodiversity, accessibility and Public Rights of Way data has greatly reduced or disappeared completely. The Lancashire Profile compiled by LCC has been amended, replaced by Lancashire Insight.

The report identifies a number of key points:

- Housing delivery falls below the average annual requirement for years 2017/18
- Around 69% of new housing has been built on brownfield land
- There has been very limited development of employment land
- Development of major projects has progressed, such as further development at New Hall Hey Retail area work progressing at "Spinning Point" in Rawtenstall, including the construction of a new Bus Station and mixed use development.

The Council prepared a draft Site Allocations and Development Management Development Plan Document which was consulted upon on in mid-2015. A decision was however taken in February 2016 to cease work on this document and prepare a complete new Local Plan. The latest version of the Local Development Scheme is included in this AMR.

Considerable work has been undertaken on preparing a thorough and robust evidence base for the emerging Local Plan. This covers the following topics and is published on the Council's website.

Evidence base documents:

- Strategic Housing Market Assessment (SHMA)
- Strategic Housing Land Availability Assessment (SHLAA)
- Critical Friend Review of SHLAA
- Viability Assessment
- Employment Land Review
- Strategic Flood Risk Assessment (SFRA)
- Town Centre, Retail, Leisure and Tourism Study
- Gypsy and Traveller Area Assessment (GTAA)
- Ecological Networks Study
- Landscape Character Study (completed 2015)
- Playing Pitch Strategy
- Highways Capacity Study
- Access to Employment Sites Study
- Green Belt Review

The Evidence base is also accompanied by a Sustainability Appraisal/Habitats Regulations Assessment.

The Council has updated its Brownfield Land Register which is published on its website and on the data.gov.uk website.

The Council has also established a database of people who are interested in self-build and custom build housing, in line with current statutory requirements. This is to identify the level of demand for self-build/custom build within Rossendale. As of 1st April 2018 there are 13 individuals and no associations listed on the Self Build and Custom House-building Register.

The Government has revised National Planning Policy Framework (NPPF) and proposed a new standard methodology to calculate Objectively Assessed Need (OAN) with the introduction of a Housing Delivery Test to hold Local Planning Authorities responsible for the delivery of housing within their area.

Over the past few years the Government has introduced changes relating to the Development Management process. Changes have been made to permitted development for houses, schools, commercial and industrial sites with effect from 30th May 2013. These changes increase allowances or alter permitted changes of use, sometimes for a temporary period and sometimes for a limited time. For example, for a period up to 30 May 2019, householders will be able to build larger single-storey rear extensions under permitted development subject to receiving prior approval from the local planning authority.

The Town and Country Planning (General Permitted Development) (England) Order 2015 now allows changes of use from office (Use Class B1(a) to dwellinghouse (Use Class C3), again subject to prior approval.

In addition to the new arrangements for certain householder extensions, the amendments also provide for greater flexibility for temporary uses of buildings designated for shops, professional services such as accountants; restaurants, cafes and pubs; offices and buildings such as libraries, clinics and church halls, cinemas and ice rinks to be used as retail, restaurant/cafe or office space for up to two years. These new flexible arrangements are conditional and are subject to the developer meeting the requirements of a formal notification process requiring the developer to notify the local planning authority of the date the site will begin to be used for one of the flexible uses. The full details of the new permitted development arrangements and the conditions which they are subject to are set out in the new Class D of Part 4 (Temporary buildings and uses) of the Town and Country Planning (General Permitted Development) (England) Order 2015.

National Core Output Indicators

The Council is no longer required to report on National Core Output Indicators. However, as the Indicators provide a useful summary of development trends it has been decided to retain them within this document for information purposes. The figures in the following Tables are based on actual completions rather than planning approvals as used through the rest of the document.

Business Development and Town Centres

BD1: How much employment floorspace (sq. m.) was delivered in 2017/18	B1a: 524 B1b: 0 B1c: 0 B2: 761 B8: 0 TOTAL: 1285 sq. m. Please note there was a net loss of 5698 sq. m. of B class uses involving: Loss of 4289 sq. m. of existing B1 and 56 sq. m. of B2 land/buildings to non-B class uses and a loss of 2638 sq. m. of B8 to other uses (although 524 sq. m. of this was to B1a)
BD2: Total Amount of Employment Floorspace on Previously-Developed Land	All 1285 sq. m. of floorspace was delivered on previously-developed land in 2017/18
BD3: How much employment land is available for the future?	The Core Strategy identifies a requirement of 20.84ha over the period 2011 to 2026 for B1, B2 and B8 uses. This requirement is being re-examined and 27ha is proposed in the draft Plan.
	Current Employment Land Available: 750,000 sq. m. of which 90% is Industrial (Employment Land Review 2017 Page 34).

	At the start of the plan period there were 18.7 ha of employment land committed. Despite some gains, overall there has been a decrease with around 12.3 ha now available, mainly as a result of redevelopment to retail (e.g. New Hall Hey), residential and other non B use classes.	
BD4: How much floorspace (sq. m.) was delivered in a) town centres and b) across the entire Borough? Please note that in 2017/18 there was a loss of 1338 sq. m. of A1 to A3, A4 and sui generis uses. A mixed use development was also completed at Stubbylee Park, with a total of 266 sq. m. of A1, A3, D1, D2 uses.	<p>Town Centre (Rawtenstall): A1 (Gross): 0 A2 (Gross): 69 A3 (Gross): 485 (all in Primary Shopping Area) B1a (Gross): 0 D2 (Gross): 0 Sui Generis: 0 Total (Gross): 554 sq. m.</p> <p>District Centres (Bacup, Haslingden): A3 (Gross): 185 Sui Generis: 51 Total (Gross): 236 sq. m.</p> <p>Local Centres: A1 (Gross): 250 Sui Generis: 120 Total (Gross): 370 sq. m.</p>	<p>Rest of Borough: A1 (Gross): 3530 A2 (Gross): 0 A3 (Gross): 784. B1a (Gross): 524 D2 (Gross): 2634 Sui Generis: 1209 Total (Gross): 8681 sq. m.</p>

All areas – completions in 2017/18:

A1 –	3780
A2 –	69
A3 –	1454
B1a -	524
D2 –	2634 (mainly gyms – and involved loss of industrial/office units)
Sui generis –	1380
TOTAL:	9841 sq. m.

Housing and Environmental Quality

H1: Plan Period and Housing Targets	The Core Strategy DPD was adopted in November 2011 and covers the period 2011-2026. During this time 3,700 new houses will be built. The Council is preparing an emerging Local Plan which will supersede the Core Strategy once it is adopted.
H2(a): How much housing has been built in the last 7 years (2011/14 to 2017/18)?	Over the past 7 years, 1,206 new houses have been built.
H2(b): How many houses were built in the 2017/18 financial year?	Between 1 st April 2017 and 31 st March 2018, a total of 149 new houses were built (net figure).
H2(c) How many houses will be built between 2011 and 2026?	The Core Strategy identifies that, between 2011 and 2026, 3,700 new houses will be built equating to 247 a year. However due to the on-going effects of the recession it is unlikely that houses will be built at a constant rate throughout the period and as such the Housing Trajectory on page 69 of the Core Strategy illustrates how much

H2(d) Managed Delivery Target	housing is anticipated to come forward each year up to 2026.		
H3: How much housing was built on previously-developed land in 2017/18?	During 2017/18, 69% of additional dwellings were created on previously developed land.		
H4: How many Gypsy and/or Traveller sites/ pitches were approved in 2017/18?	No applications were approved for new Gypsy and Traveller pitches during 2017/18.		
H5: How much affordable housing was built in 2017/18?	7 affordable units were delivered in 2017/18.		
H6: What was the quality of new housing built in 2017/18 according to the Building for Life Assessments?	No “Building for Life” Assessments were submitted as part of planning applications in Rossendale during the Monitoring period.		
<u>Environmental Quality</u> E1: How many planning permissions were granted contrary to advice from the Environment Agency on flooding or water quality grounds	No planning permissions were granted contrary to advice from the Environment Agency between 1 st April 2017 and 31 st March 2018.		
E2: Have there been any losses or additions to areas of biodiversity importance?	The responsibility for monitoring and reporting this indicator now lies with upper tier local authorities, rather than with individual districts. In August 2017, the West Pennine Moors was confirmed by Natural England as a Site of Special Scientific Interest (SSSI). The new site covers an area of just over 7,615 hectares, of which approximately 998 hectares are situated within Rossendale. There have been no changes in the number of Biological Heritage Sites (BHS) and Local Geodiversity Sites (LGS) within Rossendale. However, Lancashire County Council and Lancashire Wildlife Trust are looking at deleting 6 BHSs, identifying a new BHS and modifying 2 others.		
E3: How much renewable energy was approved and generated?	Renewable Energy Generation	Number of Applications	Amount of Power (kW) (including commercial wind energy)
	Planning Permissions Granted	0	0
	Planning Permissions Refused (excluding current appeal and withdrawn applications)	1	32,200
	Permissions granted by energy type	Number of Schemes	Amount of Power (kW) (including commercial wind energy)
	Solar	0	0
	Wind	0	0
	Biomass	0	0

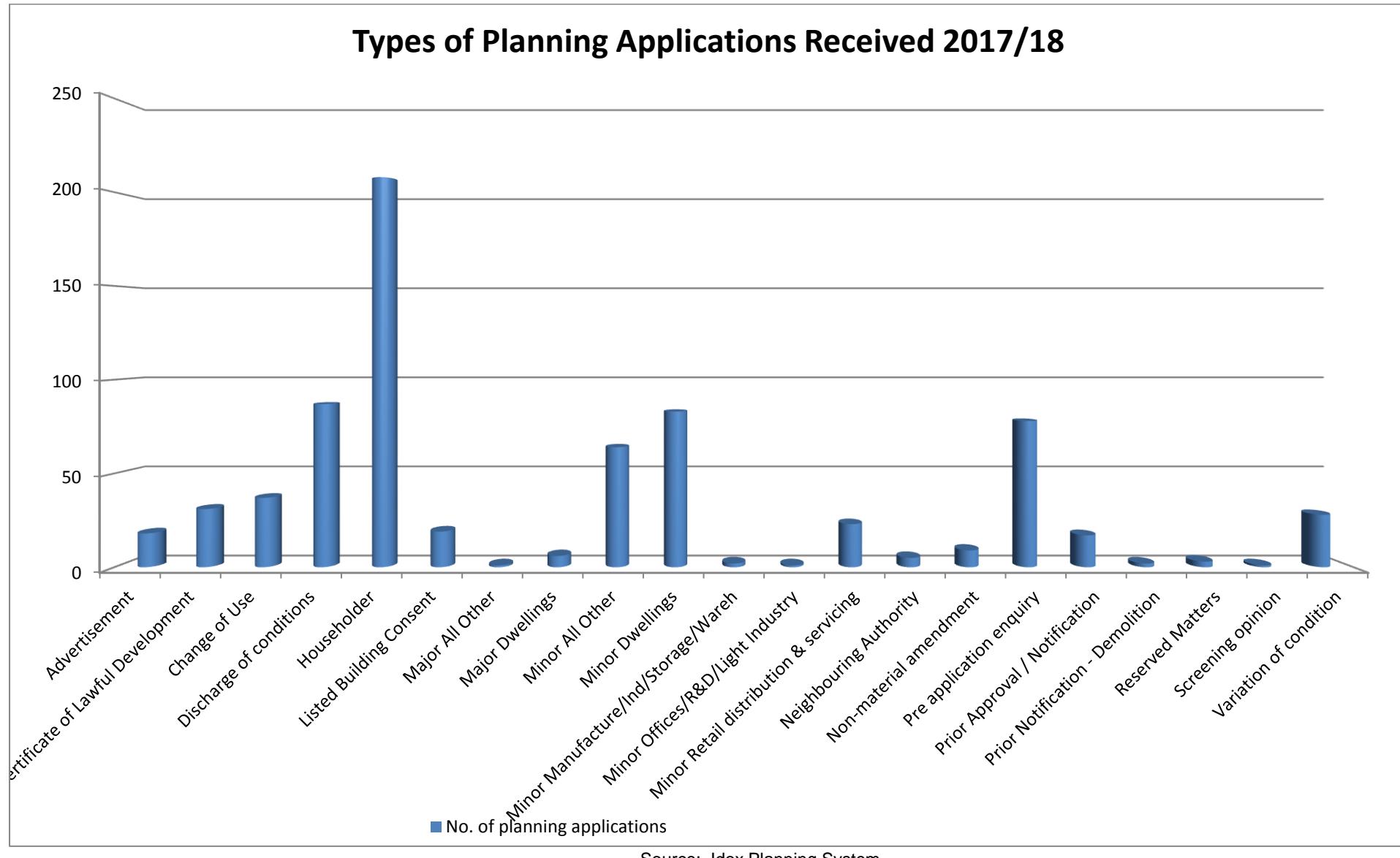
	Other	0	0
	Total	0	0

Overview

Between 1st April 2017 and 31st March 2018 - 780 planning applications were received for a whole range of different types of development and planning consents. This included 57 applications for work to trees.

The bar chart below illustrates the proportion of applications received for each of the types of planning permission. The majority of planning applications received over the period 2017 – 2018 were for householder developments (nearly 30%), discharge of conditions (12%) and minor dwellings (11.5%). Pre-Application enquiry applications amounted for nearly 11% of all applications received.

Figure 1: Planning Application Analysis



Source: Idox Planning System

Definition of Types of Applications

Advertisements	Shop signs and other advertisements large enough to need planning consent
Certificate of Lawful Development	Confirmation that existing or proposed development is lawful and does not require planning permission
Change of Use	Change from one planning use class to another e.g. shop to an office, house to shop etc.
Discharge of Conditions	Conditions are often attached to planning permissions that need further details to be submitted and approved by the council at certain stages – the process is called 'discharge of conditions'
Householder Developments	Works or Extension to a Dwelling i.e. proposals to alter or enlarge a single house, including works within the curtilage (boundary/garden) of a house. For example, extensions to houses, conservatories, loft conversions etc.
Listed Building Consent	An application required to alter or extend a listed building in a way that affects its character or appearance as a building of special architectural or historic interest, or demolish it
Major Dwellings	10 houses or more or sites of 0.5 hectares or more (if the number of dwellings is not known)
Major Other	Where the floor space to be built is 1,000 square metres or more, or where the site area is 1 hectare or more
Minor Dwellings	Less than 10 houses
Minor Industrial	Industrial development of less than 1000 square metres
Minor Office	Office development of less than 1000 square metres
Minor Other	Extensions to non-residential properties, minor engineering works etc.
Minor Retail	Retail development of less than 1000 square metres
Neighbouring Authority	Consultation with a neighbouring local authority or Lancashire County Council
Non-material Amendment	An application for a small change to an existing permission – for example, that does not vary significantly from what was described on the planning permission and that does not conflict with any conditions or planning policy
Other Developments	Any type of development not covered in the other categories
Other Major Development	Any development over 1000 square metres that would not be classed as industrial, office or retail i.e. Theatre, car show room etc.
Pre-Applications	Advice given before a planning application is submitted
Prior Approval / Notifications	Notification of works that do not require planning permission i.e. Agricultural buildings or demolitions, telecoms etc.
Reserved Matters	An application for the outstanding reserved matters from an outline permission i.e. the information excluded from the initial outline planning application
Screening Opinion	Advises whether an Environmental Impact Assessment is required to be submitted with a planning application
Variation of condition	An application to vary a condition(s) previously imposed on a planning permission

Chapter 1: Progress According to the Adopted Planning Policy Timetable (LDS)

Figure 2: Local Development Scheme and Proposals Map Timetable 2018 to 2021 as of 13th December 2018¹

Rossendale Local Plan (2019-2034)

Draft Plan	Publication	Submission to Planning Inspectorate	Examination in Public	Inspector's Report	Adoption by Council	Draft Plan
July 2017	July 2018	February 2019	June 2019	Nov 2019	March 2020	July 2021

Community Infrastructure Levy for Rossendale*

Consultation on Preliminary Draft Charging Schedule & other documentation	Consultation on draft Charging Schedule& other documentation	Submission to Planning Inspectorate	Examination in Public	Inspector's Report	Adoption by Council
July 2020	July 2021	Feb 2022	June 2022	Nov 2022	March 2023

* A decision has not yet been taken by the Council in respect to the Community Infrastructure Levy. If it is decided to proceed, documentation will include information on Infrastructure requirements, viability and other funding sources for infrastructure as well as the Charging Schedule. It is intended, where possible, to align the consultation with that of the Local Plan in order to enable both documents to be examined as part of one large inquiry but this is dependent .

¹ Please note that the dates stated are those contained in the most up to date LDS at the time of the publication of this AMR

DPD Preparation Stages and alignment with Town and Country Planning (Local Planning) (England) Regulations 2012		
Public Participation (Regulation 18)		Examination in Public (Regulations 23 & 24)
Publication of the DPD and Representations (Regulations 19 & 20)		Inspectors Report (Regulation 25)
Submission of the DPD (Regulation 22)		Adoption (Regulation 26)

The table above shows the timetable for the preparation of the Local Plan and the Proposals Map, through to adoption in 2020.

CIL Preparation Stages and alignment with the Community Infrastructure Regulations 2010		
Preliminary Draft Charging Schedule consultation (Regulation 15)		Examination in Public (Regulation 20)
Draft Charging Schedule Consultation (Regulations 16)		Inspectors Report Publication (Regulation 23)
Submission of the Charging Schedule (Regulation 19)		Adoption (Regulation 25)

Chapter 2: Area Vision Areas

The Core Strategy identifies six areas within Rossendale which have individual identities, strengths and weaknesses. To maximise the potential of each area and preserve their characters, a vision and policy has been created for each area to guide future development.

This section reports on the progress made over the plan period (2011-2026) in working towards achieving the vision for each area. These are assessed against targets which were established at the outset of the Core Strategy.

In addition to the targets in the Area Vision Policies this section will also set out what has happened over the past 12 months in each of the areas. This will enable members of the public and organisations to monitor and assess how an area is developing as a whole, looking at all the relevant factors that could affect the delivery of the vision.

It is intended to show not only changes in the last 12 months for an area but also the cumulative changes taking place since the start of the Core Strategy in 2011. Please note that the Area Visions are not included in the emerging Local Plan.

AVP1: Whitworth, Facit and Shawforth

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

Target	Creation of multi-user bridleway linking Facit Quarry to Lee Quarry by April 2012
Progress towards Target	The route and the funding were identified but ongoing problems remain with one landowner which has meant that the project has not been developed.
Trigger to Implement Contingencies	1. Funding not confirmed by April 2011 2. Contractor not in place by June 2011 3. Work completed by April 2012
Trigger Met	Yes
Contingencies	This project is unlikely to go ahead in its current form because of landowner resistance but should this change negotiations could be re-opened.
Target	Extension of multiuser bridleway from Whitworth to Rochdale by 2016
Progress towards Target	It is proposed that the existing bridleway will be enhanced as part of the “Valley of Stone” cycleway project. Work on this particular section of the route has not yet commenced. A route around an existing factory at Facit remains to be agreed while the surfacing materials to be used through the Local Nature Reserve at Healey Dell have still to be finalised. Funds are however in place. Rochdale MBC are investigating upgrading their section with flexi paving
Trigger to Implement Contingencies	1. Funding not confirmed by April 2014 2. Contractor not in place by June 2014 3. Work completed April 2016
Trigger Met	Yes.
Contingencies	While the target date has not been met, the funding to undertake work is in place but will require detailed consultation and design before implementation can occur which is expected to be within the next three years.

AVP2: Bacup, Stacksteads, Britannia and Weir

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

The table below sets out progress in relation to the specific targets identified for Bacup, Stacksteads, Britannia and Weir in the Core Strategy DPD.

Target	Opening of new supermarket in Bacup by April 2013
Progress towards Target	A planning application was submitted (Planning reference 2010/0692) and approved by the Council for the development of a supermarket in Bacup in 2011/2012. Construction started in 2012 and a Morrison's supermarket - with 2,390 square metres of retail space - was opened to the public in August 2013.
Target	Cycle links between Lee Quarry and Bacup Town Centre to be improved to encourage cyclists to visit the town centre. Ongoing but work to start by April 2012
Progress towards Target	<p>The “Valley of Stone” cycleway is a 16.5km route, forming part of the wider East Lancashire cycleway, linking Rawtenstall and Whitworth, largely using the old railway line along the Valley bottom. Key sections include connections to Rawtenstall town centre, opening of the railway tunnels at Newchurch and improvements to Britannia Greenway. Work has progressed well during 2018 with key sections being completed such as at Britannia Greenway, Rakehead Lane and Hareholme Viaduct. Work is currently ongoing along a further 6 sections, scheduled to be completed in May 2019, alongside repairs to tunnel sections in Waterfoot.</p> <p>There are no immediate plans to provide the link into Bacup from the Valley of Stone with the current project budget being committed to delivering the main Valley of Stone and National Cycle Route 6 routes. However, if additional funding becomes available this could be provided in future.</p>
Trigger to Implement Contingencies	1. Funding not in place by October 2011.
Trigger Met	Yes – funding currently not in place
Contingencies	1) Confirm if Growth Fund obtained 2) If not, identify other funding sources 3) Confirm preferred route

AVP3: Waterfoot, Lumb, Cowpe and Water

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

Target	Reduction in the number of empty units in Waterfoot town centre to no more than 12% by end of Plan period (from 21.2% as of Nov 2008)
Progress towards Target	The latest Town Centre Health Check undertaken as part of WYG's Retail Study identifies 16 units as being vacant in the town centre, comprising 21.9% of all the units. The last Health Check undertaken in early 2012 noted that of the 62 retail premises within the Primary Shopping Area 20.9% of the units were vacant, of which 8% were being actively marketed. The 2008 Study recorded 21.1% vacancy.
Trigger to Implement Contingencies	No decrease in the number of vacant units over fixed 3 year periods
Trigger Met	Yes – need to investigate further, WYG suggest shop front improvements and encourage re-use of the units in the Victoria Parade.
Contingencies	<ol style="list-style-type: none">1. Identify the problem and barriers/causes to development via discussions and/or assessment(s)2. Continue to monitor Town Centre boundary3. Continue to monitor policy4. Dialogue with commercial property agents/regeneration over rents and suitability of potential units within Waterfoot town centre.

AVP4: Rawtenstall, Crawshawbooth, Goodshaw and Loveclough

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

New Hall Hey will be developed as a high quality retail and office location.

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

Target	Hospital site to be developed by 2017
Progress towards Target	Rosendale Hospital completely closed to the public in September 2010. A planning application (Planning reference 2012/0162) for 139 housing units also involving demolition of all existing buildings on site was submitted by Taylor Wimpey and approved in November 2012. All dwellings are now complete.
Target	Bus Station and Public Realm improvements to be completed by 2015
Progress towards Target	Demolition of the former Valley Centre (Planning ref 2011/0581) was completed in mid-2012 and an area of temporary Open Space created which has been utilised for several events. Development of a new bus station is recognised as a priority. Lancashire County Council has identified £3.5 million for the scheme. Sites for a new bus station have been examined as part of a wider redevelopment of the area and were subject to public consultation in March 2014. Phase 1 of Spinning Point for the Bus Station, Old Town Hall and associated external works was agreed in March 2016 (2015/0476), followed by an application (2016/0608, approved Jan 2017) to vary/remove planning conditions, and work has started on-site. Detailed work is now on-going to bring forward Phase 2 of Spinning Point, with a planning application approved in March 2018.
Trigger to Implement Contingencies	1. Redevelopment of Rawtenstall Bus Station and Public Realm improvements not an identified specific project in LTP3 by 2012 2. Application not submitted in 2013 3. Application not approved by end of 2013 4. Redevelopment not complete by 2015
Trigger Met	The trigger has been reached. However, although delayed, work is undergoing to build the new Bus Station in Rawtenstall and continue the re-development of the Spinning Point complex, bringing new additional retail to Rawtenstall's town centre.
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Continue to work with LCC and other parties to facilitate and enable development (e.g. assistance with funding and resources) and to alleviate constraints.
Target	New Hall Hey development to be completed by 2016
Progress towards Target	Although not complete by the original target, the New Hall Hey site is progressing well and is largely occupied. Occupants include Marks and Spencers Simply Food, TK Maxx, Pets at Home, Aldi, Home Bargains, Card Factory, Dominos Pizza and Costa Coffee.
Trigger to Implement Contingencies	1. No discussions with owners and developer about the scheme details including funding by 2013 2. Initial phases not complete by 2015 3. Redevelopment not complete by 2015
Trigger Met	Yes but development has since progressed and site is now well occupied.
Contingencies	

AVP5: South West Rossendale

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

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

The table below sets out progress on the target identified for South-West Rossendale in the Core Strategy DPD.

Target	Completion of the national cycle route from Stubbins to Helmshore by 2015
Progress towards Target	National Cycle Network Route 6 in this area is part of a longer route between Bury and Accrington, which is linked via on-road and traffic-free sections of the old East Lancashire railway path. Work is now underway to complete the route and is expected to be completed by April 2020.
Trigger to Implement Contingencies	1. Route not included in LTP 3 by 2011 2. Route not in LCC's Implementation Strategy for Rossendale (September 2011) 3. No contractor appointed by April 2014
Trigger Met	Yes but route is due to be completed soon.

AVP6: Haslingden and Rising Bridge

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

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

Target	Reduction in the number of empty buildings in Haslingden town centre to no more than 12% over the plan period (from 18.5% as of 2008).
Progress towards Target	The 2017 Retail Study noted a vacancy rate of 10.3%. A Town Centre Health Check was completed in 2011/2012 and of the 120 retail premises within the Town Centre only 10% of the units were vacant, of which 7% were being actively marketed. This shows a reduction in vacancy levels since 2008 (when a vacancy rate of 18.5% was identified).
Trigger to Implement Contingencies	1. No decrease in the number of vacant units over fixed 3 year periods
Trigger Met	No.
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Continue to monitor Town Centre boundary 3. Continue to monitor policy 4. Dialogue with commercial property agents/regeneration over rents and suitability of potential units within Haslingden town centre

Chapter 3: Topic Planning Policies

This section will report on the progress made over the plan period (2011-2026) in working towards achieving the aim of each of the planning policies. These policies are assessed against targets which were established at the outset of the Core Strategy.

Each policy is dealt with in turn and will set out what progress has been made towards achieving each of the relevant targets set out in the Core Strategy and what has happened over the past 12 months.

This report will enable members of the public and organisations to monitor and assess how the area is developing as a whole, looking at all the relevant factors that could affect the delivery of the policy and the overall Core Strategy vision.

Policy 1: General Development Locations and Principles

This is the overarching policy which runs through the Core Strategy. This policy sets out the main principles applicable to development in Rossendale and sets out in general terms where development should be located.

The main emphasis is placed on developing within the urban area and guidance is provided on how any changes to the urban and Green Belt boundaries should be undertaken.

Target	95% of all new housing units, excluding Major Developed Sites in Green Belt, to be built within the urban boundary defined in the Site Allocations DPD over plan period up to 2026			
Progress towards Target	The majority of new housing delivered during the three year period was inside the urban boundary however, the figures are below both the target and the trigger. There is a need to work with key partners to ensure that significantly more new housing units are built within the urban boundary.			
	2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)
	81%	53%	81%	72%
Trigger to Implement Contingencies	85% or less of housing numbers in the urban boundary over a rolling 3 year period			
Trigger Met	Yes, the figures fall below the trigger for each of the three years and also for the cumulative 3 year period. The emerging Local Plan is proposing extensions to the Urban Area to allow future development.			
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with key partners, to identify sites which can be built in 2-3 years and work with them to submit successful applications to meet deficit 3. Work with developers/landowners of sites to bring sites forward faster (e.g. via development phasing, affordable phasing and completion notice) 4. Continue to monitor the policy			
Target	95% of all new retail and office floorspace delivered within the urban boundary defined in the Site Allocations DPD over the plan period up to 2026			
Progress towards Target	During 2017/18 3732 sq. m. of retail floorspace was developed within the urban boundary, representing over 98% of all retail development (48 sq. m was developed in the countryside). There was a loss of 1338 sq. m. of Retail during 2017/18 to other uses (all within the urban boundary). During 2017/18, 100% of office floorspace developed (524 sq. m.) was within the urban boundary.			

Trigger to Implement Contingencies	85% or less of retail and office floorspace delivered in the urban boundary over a rolling 3 year period
Trigger Met	No – more than 85% of retail and office floorspace was delivered in the urban boundary between 2015/16 and 2017/18.
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) Work with key partners, including Rossendale BC, to identify sites which can be built in 2-3 years and work with them to submit successful applications to meet deficit Work with developers/landowners of sites to bring sites forward faster (e.g. via development phasing, affordable phasing and completion notice) Continue to monitor the policy.
Target	40% of all retail and office floorspace to be provided in Rawtenstall
Progress towards Target	The Council is committed to increasing the amount of retail and office floorspace delivered within Rawtenstall. Nearly 91% of all new retail and office floorspace was located in Rawtenstall in 2017/18.
Trigger to Implement Contingencies	Less than 10% or more than 50% of overall retail and/or office floorspace provided in Rawtenstall over a 3 year rolling period.
Trigger Met	Yes – more than 50% of new retail and office floorspace was located in Rawtenstall. However, this is largely as a result of the major development that has taken place at New Hall Hey which has dominated recent completion figures but is now largely occupied.
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) Work with key partners, including Rossendale BC, to continue to encourage development in the area but also to encourage development in other areas, including assisting with access to funding and resources. Work with partners to identify sites which can be built in 2-3 years and work with them to submit successful applications to meet deficit Continue to monitor policy
Target	30% of all new residential development to be built in Rawtenstall (Tier 1) over the plan period to 2026
Progress towards Target	The level of new residential development built in Rawtenstall in 2017/18 was 45% which exceeds the target. It is to be noted that the development at the former Hospital in Rawtenstall contributes largely to the figure.
Trigger to Implement Contingencies	Less than 10% or more than 50% of all new residential development delivered in Rawtenstall over a 3 year rolling period.
Trigger Met	No
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) Work with key partners, including Rossendale BC, to encourage development in the area including assisting with access to funding and resources. Work with partners to identify sites which can be built in 2-3 years and work with them to submit successful applications to meet deficit Continue to monitor policy.

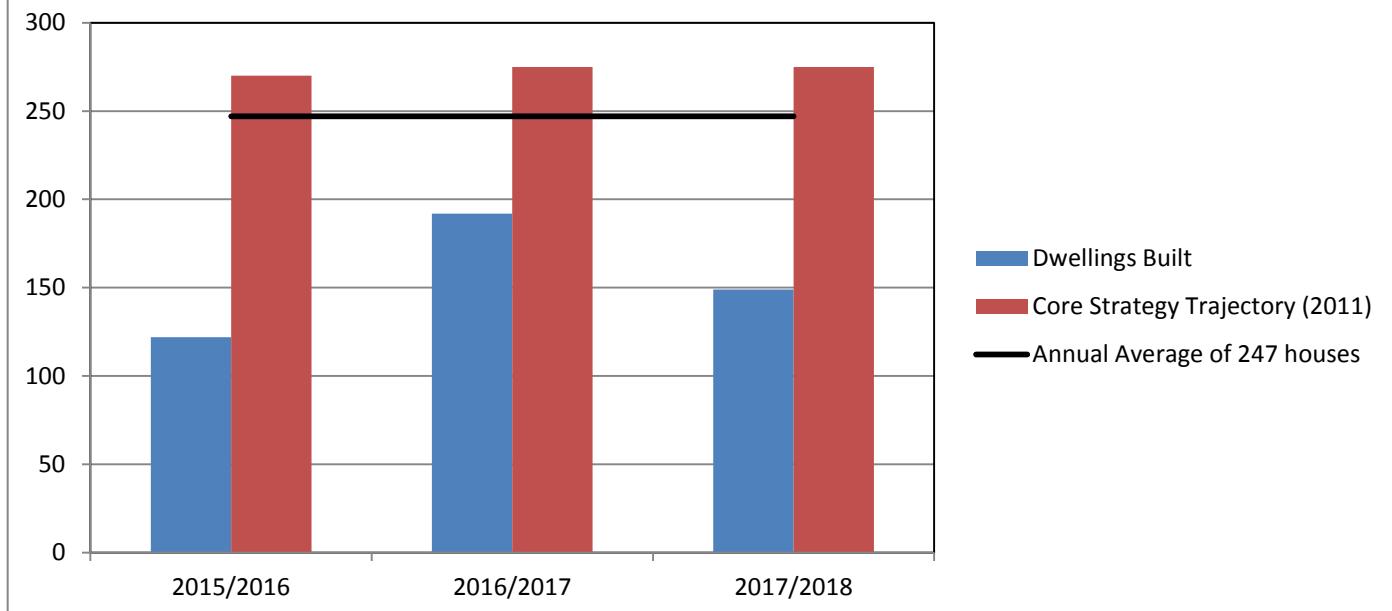
Policy 2: Meeting Rossendale's Housing Requirement

This policy identifies the amount of land that is required for housing in the Borough. It sets out that this should be primarily located on previously developed land, particularly in Bacup, Haslingden and Whitworth and be in sustainable locations.

Target	Deliver a minimum of 3,700 new houses over the plan period to 2026.												
	149 additional dwellings were delivered in 2017/18. The Core Strategy (2011) delivery target was not met during 2017/18 and there is currently a cumulative three year shortfall of 357 dwellings (44%)												
Progress towards Target	<table border="1"> <thead> <tr> <th>Year</th><th>Completions</th><th>Core Strategy Trajectory</th><th>Under (-) or over (+) supply</th></tr> </thead> <tbody> <tr> <td>2017/2018</td><td>149</td><td>275</td><td>-126</td></tr> <tr> <td>Last 3 years (2015/2016 to 2017/2018)</td><td>463</td><td>820</td><td>-357</td></tr> </tbody> </table>	Year	Completions	Core Strategy Trajectory	Under (-) or over (+) supply	2017/2018	149	275	-126	Last 3 years (2015/2016 to 2017/2018)	463	820	-357
Year	Completions	Core Strategy Trajectory	Under (-) or over (+) supply										
2017/2018	149	275	-126										
Last 3 years (2015/2016 to 2017/2018)	463	820	-357										
Trigger to Implement Contingencies	Shortfall of 20% of cumulative 3 year target according to the housing trajectory in Policy 2												
Trigger Met	Yes, the shortfall of new houses exceeds the trigger.												
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action Bring forward sites identified for later phases in the plan period if appropriate Work with Key Partners, developers and landowners to facilitate and enable development (e.g. access to finance, including Grants, negotiating S106s and contributions). The emerging Local Plan is proposing to update the housing policy based on the calculation of the local housing need. The new objective would be to deliver 3,180 additional homes from 2019 to 2034. This is equivalent to an additional 212 dwellings per year. 												

Figure 3 below shows the expected and actual number of houses delivered in the last three years.

Figure 3: Housing Delivery (Expected & Actual)



Target	Deliver the right type, size and tenure (affordable or open market) of housing to meet identified needs and demands in line with the latest assessment where appropriate by 2026.
Progress towards Target	<p>The latest Strategic Housing Market Assessment (2016) prepared by Lichfields estimated that in order to meet the need for affordable houses in the Borough, 50% to 60% of the all the new houses should be affordable.</p> <p>In terms of size of dwellings, the study recommends:</p> <ul style="list-style-type: none"> - for all dwellings: 40% to be 1-2 bed and 60% to be 3-4 bed - for affordable dwellings: 65% to be 1-2 bed and 35% to be 3-4 bed <p>Also, the study suggests that the affordable housing provision should be composed of 60% of affordable/social rented and 40% of intermediate tenure /starter homes.</p> <p>The majority of the additional dwellings completed between 1st April 2017 and 31st March 2018 are detached houses (47%), followed by flats (22%) (e.g. conversion of Wavell House) and terraced houses (19%).</p> <p>The majority of dwellings were 3-4 bed (71%) with the remainder 1-2 bed (27%) or more than 4 bed (2%).</p> <p>7 affordable houses have been completed this year (at the former hospital site in Rawtenstall) which equates to 5% of all completions. 4 were rented units (57%) and 3 in shared ownership (43%).</p>
Trigger to Implement Contingencies	80% or less of new housing meeting an identified house type, size or tenure need over a rolling 3 year target.
Trigger Met	The information has not been recorded for the previous two years. However, the trigger is met regarding the delivery of affordable houses which is far below the updated target of 50%-60% of all new houses being affordable.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action 2. Work with key partners, developers and landowners to encourage development to meet needs 3. Identify suitable sites to deliver particular types, sizes and tenures of housing and work with partners to submit applications 4. Reduce/restrict proposals that do not meet an identified need/demand if appropriate 5. Continue to monitor policy

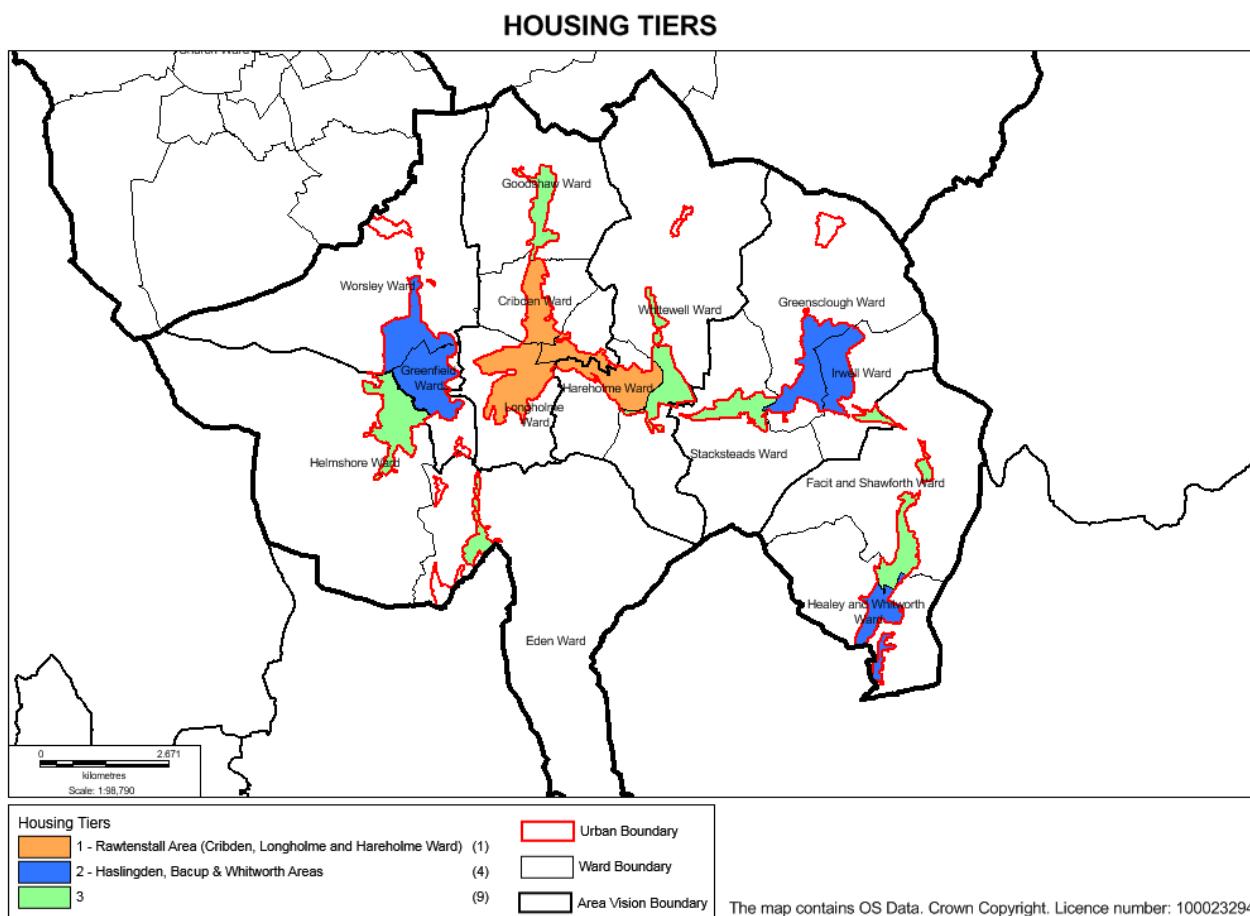
Rossendale has a portfolio of vacant previously-developed land (PDL or brownfield) and buildings requiring regeneration and redevelopment. The Core Strategy seeks to bring back into use vacant and under-used land and buildings and as such has a commitment to deliver 65% of all new housing on PDL. However, most of the previous developed sites are protected for employment use, have flood risk issues or contaminated land issues which affects the deliverability.

Target	65% of all new housing completed on PDL over the plan period to 2026											
	The cumulative percentage of dwellings built on PDL over the three year period is 69% which exceeds both the target and the trigger.											
Progress towards Target	Gross Delivery on Previously-Developed Land <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th>2015/2016</th> <th>2016/2017</th> <th>2017/2018</th> <th>Cumulative 3 Year Period (2015/2016 to 2017/2018)</th> </tr> </thead> <tbody> <tr> <td>60%</td> <td>78%</td> <td>69%</td> <td>69%</td> </tr> </tbody> </table>				2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)	60%	78%	69%	69%
2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)									
60%	78%	69%	69%									
Trigger to Implement Contingencies	50% or less of new housing built on PDL over a rolling 3 year period											

Trigger Met	No, the percentage of new housing completed on PDL over a rolling 3 year period exceeds the trigger.
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action Work with Partners to alleviate constraints on identified PDL sites (e.g. funding for remediation, infrastructure etc.) Since 2017, the Government requires local planning authorities to publish a Brownfield Land Register which promotes the suitable PDL sites for housing. The Brownfield Land Register should help deliver houses on PDL within the Borough. Due to the constraints associated with the development of PDL sites, the emerging Local Plan is proposing to allocate 30% of housing sites on PDL.

For the purpose of calculating the targets below, the tiers are those defined in the Core Strategy and shown on the map below. Also, it was considered that when a development was outside but adjoining the Urban Boundary of a settlement, then the tier of this settlement (or in the case of two settlements, the highest tier) would be attributed. Tier 4 was attributed to development within an Urban Boundary not defined as tier 1, 2 or 3 and to development not adjoining any Urban Boundary.

Figure 4: Map of Housing Tiers



The map contains OS Data. Crown Copyright. Licence number: 100023294

Target	40% of all new dwellings completed in Rawtenstall (Tier 1) on PDL over the plan period up to 2026			
Progress towards Target	During the three year period, the majority of the new houses built in Rawtenstall were on PDL (85%).			
	2015/2016	2016/2017	2017/2018	Average over a 3 year period (2015/2016 to 2017/2018)
	86%	89%	79%	85%
Trigger to Implement Contingencies	30% or less of all new housing built on PDL over a 3 year rolling period.			
Trigger Met	No, the percentages of new dwellings completed in Rawtenstall (Tier 1) on PDL exceed the target and the trigger for each of the three years.			
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action Work with Partners to alleviate constraints on identified PDL sites (e.g. funding for remediation, infrastructure etc.) Continue to monitor policy 			
Target	80% of all new dwellings completed in Bacup and Whitworth (tier 2 excluding Haslingden) on PDL over the plan period up to 2026			
Progress towards Target	<p>In 2015/2016, 29% of new dwellings completed in Bacup and Whitworth were on previously-developed land, increasing to 47% in 2016/2017. In 2017/18 26% of new dwellings completed in Bacup and Whitworth were built on previously-developed land. Over the three year period approximately 37% of the new dwellings were built on PDL, which is below the target of 80%.</p> <p>While these figures are below the target, they also fall below the trigger. This can be explained by the fact that a large development in Bacup between Douglas Road and Tong Lane has been delivered on greenfield.</p>			
	2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)
	29%	47%	26%	37%
Trigger to Implement Contingencies	70% or less of all new housing built on PDL over a 3 year rolling period			
Trigger Met	Yes, for every year in the period and for the three year period (2015/2016 to 2017/2018) there were less than 80% of new dwellings in Bacup and Withworth delivered on PDL.			
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action Work with Partners to alleviate constraints on identified PDL sites (e.g. funding for remediation, infrastructure etc.) Reduce/restrict new units on greenfield sites if appropriate Phase existing greenfield delivery Continue to monitor policy 			
Target	90% of all new dwellings completed in Haslingden (tier 2 excluding Bacup and Whitworth) on PDL over the plan period up to 2026			
Progress towards Target	100% of all housing in Haslingden was built on previously-developed land between 2015/2016 and 2017/2018.			
	2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)
	100%	100%	100%	100%
Trigger to	80% or less of all new housing built on PDL over a 3 year rolling period			

Implement Contingencies									
Trigger Met	No.								
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action 2. Work with Partners to alleviate constraints on identified PDL sites (e.g. funding for remediation, infrastructure etc.) 3. Reduce/restrict new units on greenfield sites if appropriate 4. Phase existing greenfield delivery 5. Continue to monitor policy 								
Target	50% of all new dwellings completed in all other areas on PDL (tiers 3 and 4) over the plan period up to 2026								
Progress towards Target	<p>In 2015/2016, 63% of housing built outside of Rawtenstall, Bacup, Whitworth and Haslingden took place on previously-developed land, this figure increased to 86% in 2016/2017. 89% was built on previously-developed land in 2017/2018. Over the three year period, 82% of new houses were built on PDL outside of Rawtenstall, Bacup, Whitworth and Haslingden which is significantly above the target and trigger.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center; width: 25%;">2015/2016</th> <th style="text-align: center; width: 25%;">2016/2017</th> <th style="text-align: center; width: 25%;">2017/2018</th> <th style="text-align: center; width: 25%;">Cumulative 3 Year Period (2015/2016 to 2017/2018)</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">63%</td> <td style="text-align: center;">86%</td> <td style="text-align: center;">89%</td> <td style="text-align: center;">82%</td> </tr> </tbody> </table>	2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)	63%	86%	89%	82%
2015/2016	2016/2017	2017/2018	Cumulative 3 Year Period (2015/2016 to 2017/2018)						
63%	86%	89%	82%						
Trigger to Implement Contingencies	40% or less of all new housing built on PDL over a 3 year rolling period								
Trigger Met	No.								
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether to take action 2. Work with Partners to alleviate constraints on identified PDL sites (e.g. funding for remediation, infrastructure etc.) 3. Reduce/restrict new units on greenfield sites if appropriate 4. Phase existing greenfield delivery 5. Continue to monitor policy 								

The table below summarises the total number of new dwellings built in 2015/2016, 2016/2017 and 2017/18 (net) for each tier (as defined in Policy 3), the number of new dwellings built on PDL and on Greenfield, and the number of new dwellings built as affordable houses.

Residential Tier (Policy 3)	Settlement	Numbers built on Previously Developed Land			Numbers built on Greenfield Land			Total Number of Dwellings Completed			Total Number of Affordable Units Completed		
		2015/ 2016	2016/ 2017	2017/ 2018	2015/ 2016	2016/ 2017	2017/ 2018	2015/ 2016	2016/ 2017	2017/ 2018	2015/ 2016	2016/ 2017	2017/ 2018
Tier 1	Rawtenstall	42	66	53	7	8	14	49	74	67	0	37	7
Tier 2	Bacup	0	1	2	36	27	29	36	28	31	20	0	0
Tier 2	Whitworth	15	23	8	0	0	0	15	23	8	0	0	0
Tier 2	Haslingden	6	9	6	0	0	0	6	9	6	0	0	0
Tier 3	Helmshore, Edenfield, Goodshaw, Loveclough, Waterfoot, Stacksteads, Britannia, Facit and Shawforth	9	24	17	3	2	3	12	26	20	7	0	0
Tier 4	Smaller / isolated settlements	1	26	16	3	6	1	4	32	17	0	0	0
Total		73	149	102	49	43	47	122	192	149	27	37	7

The dwellings completed between 1st April 2017 and 31st March 2018 were built on 28 sites with an average density of 48 dwellings per hectare.

Target	70% of all new residential development in Rawtenstall, Bacup, Haslingden and Whitworth (tiers 1 and 2) to be built at 50 dwellings per hectare
Progress towards Target	In 2015/2016, none of the new dwellings were built at a density of at least 50 dwellings per hectare in Rawtenstall, Bacup, Haslingden and Whitworth. In 2016/2017 20% of the new dwellings were built at a density of at least 50 dwellings per hectare and 7% were built at this density in 2017/2018. The average over three years is 9%, this figure falls well below the target and trigger. The results are significantly underperforming against the target despite the Council working with partners and developers to encourage higher density housing developments. It is necessary to review this policy or investigate why high densities are not being achieved, and consider how this can be resolved.
Trigger to Implement Contingencies	55% or less of all new development built at 50 dwellings per hectare over a rolling 3 year period
Trigger Met	Yes.
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s)

	<p>2. Work with Partners to develop and deliver higher density housing developments</p> <p>3. Reduce/restrict proposals for less than 50/30 dwellings per hectare if appropriate</p> <p>4. Consider a review of the Policy. The emerging Local Plan proposes to revise the policy on housing density. It states that the density should be in keeping with local areas and that “high densities shall be provided within sustainable locations particularly on sites within defined town centres and locations within 300m of bus stops on key transport corridors”.</p>
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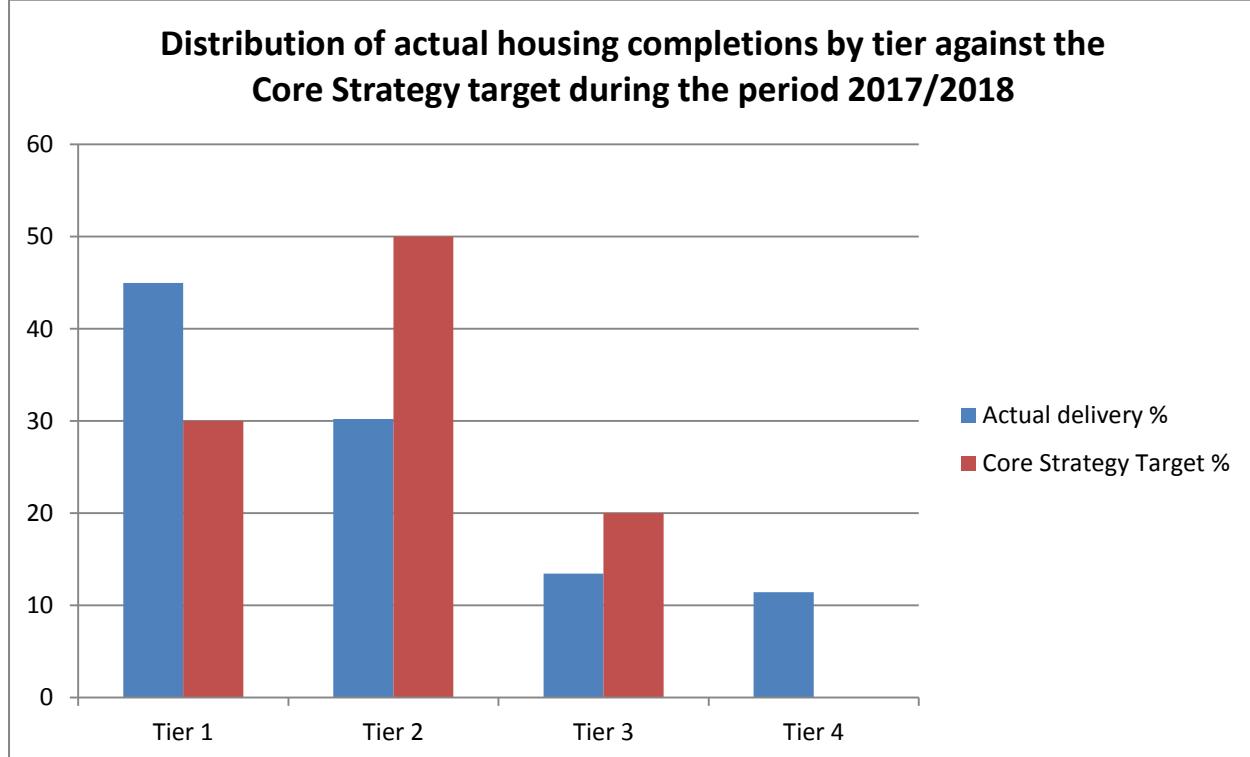
Target	85% of all new residential development in all other areas (tiers 3 and 4) to be built at 30 dwellings per hectare
Progress towards Target	<p>For areas outside Rawtenstall, Bacup, Haslingden and Whitworth (tiers 3 and 4), the density of new residential development being built at 30 dwellings per ha or above was 44% in 2015/2016, 90% in 2016/2017 and 73% in 2017/2018. Over the last three years the average is 69% which is below the target.</p> <p>The Council should continue to work with partners and developers to encourage higher density housing developments.</p>
Trigger to Implement Contingencies	70% or less of all new residential development built at 30 dwellings per hectare over a rolling 3 year period
Trigger Met	Yes.
Contingencies	<p>1. Identify the problem and barriers/causes to development via discussions and/or assessment(s)</p> <p>2. Work with Partners to develop and deliver higher density housing developments</p> <p>3. Reduce/restrict proposals for less than 50/30 dwellings per hectare if appropriate</p> <p>4. Consider a review of the Policy. The emerging Local Plan proposes to revise the policy on housing density. It states that the density should be in keeping with local areas and that “high densities shall be provided within sustainable locations particularly on sites within defined town centres and locations within 300m of bus stops on key transport corridors”.</p>

Policy 3: Distribution of Additional Housing

The distribution of the Borough's housing requirement is set out in this policy. Approximately 30% will be built in Rawtenstall, approximately 50% will be built in Bacup, Haslingden and Whitworth, approximately 20% will be built in Helmshore, Edenfield, Goodshaw, Loveclough, Waterfoot, Stacksteads, Britannia, Facit and Shawforth with minimal numbers of additional houses in other smaller and more isolated settlements.

Target	All new housing to be delivered in accordance with the percentages accorded to the settlements in Policy 3.															
Progress towards Target	<p>The distribution of housing delivered in the settlements within Rossendale for the period 2017/2018 is shown in Figure 4. The percentage of housing delivered in tier 1 (45%) is higher than the target of 30%. For tiers 2 (30.2%) and tier 3 (13.4%) the percentage of housing delivered falls below the target of respectively 50% for tier 2 and 20% for tier 3. These figures indicate a need to reconsider the housing distribution policy in Rossendale and highlight a need to consider delivery in tiers 2 and 3 in particular by working with partners and developers through the Local Plan.</p> <p>The table below shows the percentage of housing delivered over the past three years against the Core Strategy target:</p> <p>Figure 5 Average distribution of housing completions by tier over the 3 year period</p> <table border="1"> <thead> <tr> <th>Tiers</th><th>Average distribution between 2015/16 and 2017/18 (%)</th><th>Core Strategy Target (%)</th></tr> </thead> <tbody> <tr> <td>Tier 1</td><td>41%</td><td>30%</td></tr> <tr> <td>Tier 2</td><td>35%</td><td>50%</td></tr> <tr> <td>Tier 3</td><td>13%</td><td>20%</td></tr> <tr> <td>Tier 4</td><td>11%</td><td>No target (minimal number)</td></tr> </tbody> </table>	Tiers	Average distribution between 2015/16 and 2017/18 (%)	Core Strategy Target (%)	Tier 1	41%	30%	Tier 2	35%	50%	Tier 3	13%	20%	Tier 4	11%	No target (minimal number)
Tiers	Average distribution between 2015/16 and 2017/18 (%)	Core Strategy Target (%)														
Tier 1	41%	30%														
Tier 2	35%	50%														
Tier 3	13%	20%														
Tier 4	11%	No target (minimal number)														
Trigger to Implement Contingencies	+/- 20% of settlements/ area's indicative housing proportion over a rolling 3 year period e.g. Rawtenstall															
Trigger Met	Over the three year period from 2015/16 to 2017/18, the percentage of housing delivered does not exceed the triggers by +/- 20%.															
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) and decide whether it is necessary to take action Work with partners etc. to bring forward sites in areas where indicative housing proportion not met. If appropriate, restrict permission for new units in area where indicative housing proportion has been exceeded, to the detriment of other settlements Consider a review of the Policy. The emerging Local Plan proposes a revised Spatial Strategy in which "the majority of new housing will be located in and around the main centres of Rawtenstall and Bacup with these centres accommodating in total around 50% of the housing requirement". 															

Figure 6: Distribution of the additional dwellings against the Core Strategy target



Policy 4: Affordable and Supported Housing

Rossendale requires affordable and supported housing to meet the needs of those unable to afford market properties or having specialist accommodation needs. The policy sets out the criteria for requiring such housing.

Target	25 affordable units to be delivered annually over the plan period to 2026
Progress towards Target	<p>In 2015/2016, 27 affordable units were completed with 20 dwellings delivered on the site at the south of the Bacup Hub and 7 dwellings completed on a former garage colony in Haslingden.</p> <p>In 2016/2017, 16 affordable units were completed at Constable Lee Court and 9 affordable houses were completed on the former hospital site in Rawtenstall. However, 12 affordable houses were completed on the former hospital site in 2014/2015 but were not accounted for, if these dwellings are added to the numbers of affordable houses built this year, this amounts to a total number of 37 affordable units for 2016/2017.</p> <p>In 2017/2018, 7 further affordable houses were completed on the former hospital site in Rawtenstall.</p> <p>Overall, during the last three years, 71 affordable houses were built against a target of 75 houses.</p> <p>The Council is committed to increasing the amount of affordable and supported housing in Rossendale and is currently working with partners and developers through the emerging Local Plan to identify future affordable and supported housing sites to ensure that this target is met in the future.</p>
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. Less than 80% of 3 year target delivered over a rolling 3 year period 2. 75% applications refused due to affordable housing provision over 12 months
Trigger Met	No, the trigger has not been met. However, the completion of affordable houses has been notably low in 2017/18. The Council will continue to work closely with partners and developers through the Local Plan to identify affordable and supported housing sites.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Negotiate phasing of delivery of affordable housing on site by site basis 3. Work with key partners, including Rossendale BC, to access funding, resources to increase delivery 4. Reassess tenure mix on site by site basis. This has been done via the SHMA 2016 update. 5. Reassess percentage requirement. This has been done via the SHMA 2016 update. 6. The draft Local Plan proposes a new affordable housing policy with a target of 30% affordable houses on sites over 10 dwellings. 10% of these should be for affordable home ownership unless the development is solely Build to Rent, provides specialist accommodation, is a self-build proposal or is exclusively for affordable housing, entry level exception sites or rural exception sites.
Target	5 empty properties to be brought back into use as affordable housing annually over the plan period up to 2026
Progress towards Target	No empty properties were brought into use as affordable housing in 2017/18.
Trigger to Implement Contingencies	Fewer than 9 properties brought back into use as affordable housing over 3 year rolling period.
Trigger Met	Yes.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Liaise with owners, Registered Social Providers and internal Council departments to facilitate takeovers and identify suitable properties to bring back into use within the next 2-3 years. 3. Continue to monitor policy

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

This policy sets out the criteria for consideration of new Gypsy and Traveller proposals. Based on assessments of need carried out in the Gypsy and Traveller Area Assessment 2010 update study, it identifies what provision should be made and what areas should be considered.

Target	Deliver 5 permanent pitches over the plan period
Progress towards Target	No applications were received for new Gypsy and Traveller pitches during 2017/2018.
Trigger to Implement Contingencies	No pitches provided within 3 years over a stepped 3 year period (i.e.2011- 2014, 2014 2017, 2017- 2020, 2020-2023, 2023- 2026)
Trigger Met	The target and trigger are out of date. The new Gypsy and Traveller and Travelling Showperson Accommodation Assessment(2016) considers that there is a need for 2 pitches that can be met on existing sites via intensification, and there is an aspirational need for 2 pitches from individuals currently living in bricks and mortar accommodation. No specific Local Plan allocation is required for permanent pitches, as future pitch applications could be considered via the planning application process.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Identify alternative sites to bring forward over the next 2-3 years 3. Work with key partners including HCA and recognised charities and representatives of the gypsy and travelling communities to bring forward those sites 4. The need for permanent pitches has been reviewed in 2016. The study recommends a review on a five year basis.
Target	Delivery of 3 transit pitches
Progress towards Target	No transit pitches were provided in 2017/2018.
Trigger to Implement Contingencies	No pitches provided within 5 years over 5 year stepped periods (i.e. 2011-2016, 2016-2021, 2021-2026)
Trigger Met	The new Gypsy and Traveller and Travelling Showperson Accommodation Assessment (2016) recommends the provision of 4 transit pitches. The draft Local Plan proposes to allocate a transit site containing 4 pitches at Futures Park, Bacup.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Identify alternative sites to bring forward over the next 2-3 years 3. Work with key partners including HCA and recognised charities and representatives of the gypsy and travelling communities to bring forward those sites 4. The need for transit pitches has been reviewed in 2016. The study recommends a review on a five year basis.

One incident was recorded on the register of illegal encampments in 2017/2018. The Council actively participates in a County wide group addressing planning issues affecting Gypsies and has examined good practice in other authorities.

Policy 6: Training and Skills

Improving skills is important to the future prosperity of the Borough. The policy sets out support for a training facility and mechanisms for achieving training opportunities through the planning process.

Target	Deliver education and training facilities in Bacup area by 2017																																				
Progress towards Target	A training facility operated by Accrington and Rossendale College in Stubbylee Barn had to close within two years of opening because of funding challenges. However in 2018 a new community facility operated by Stubbylee Greenhouses including café and community cinema was opened. This provides opportunities for training of chefs and waiting staff as part of the operation. The Bacup Consortium Trust is using the greenhouses, also at Stubbylee, for horticultural training.																																				
Trigger to Implement Contingencies	1. No discussions with college/education provider and developer about scheme details including funding by 2013 2. Viable proposal not submitted by 2014 3. Planning permission not approved by 2015 4. Initial phases not delivered by 2017																																				
Trigger Met	Original targets dates were not met but development has since progressed on another scheme.																																				
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with key partners including Rossendale Borough Council and college to facilitate and enable development (e.g. assistance with funding, resources and expertise) 3. Work with key partners to remove obstacles and alleviate constraints (e.g. funding for remediation and infrastructure etc.)																																				
Target	Percentage of Rossendale's working age population with NVQ level 3 or higher to meet the most up to date national average																																				
Progress towards Target	Education qualification statistics are collected through the Office of National Statistics Annual Population Survey. The percentage of Rossendale residents with NVQ level 3 and above is reported in the table below across the monitoring period. <table border="1" data-bbox="333 1257 1468 1549"> <thead> <tr> <th></th> <th>Rossendale</th> <th>North West</th> <th>Great Britain</th> </tr> <tr> <th></th> <th>Nos</th> <th>%</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>2011</td> <td>21,200</td> <td>48.3</td> <td>47.9</td> </tr> <tr> <td>2012</td> <td>25,900</td> <td>61.5</td> <td>49.8</td> </tr> <tr> <td>2013</td> <td>19,900</td> <td>46.7</td> <td>50.0</td> </tr> <tr> <td>2014</td> <td>25,000</td> <td>56.4</td> <td>50.7</td> </tr> <tr> <td>2015</td> <td>27,500</td> <td>62.5</td> <td>52.2</td> </tr> <tr> <td>2016</td> <td>25,400</td> <td>58.1</td> <td>53.7</td> </tr> <tr> <td>2017</td> <td>25,900</td> <td>62.5</td> <td>54.2</td> </tr> </tbody> </table> Source: ONS Annual Population Survey Numbers and % are for those aged 16-64. The % is a proportion of the resident population of Rossendale aged 16-64. For the years 2015, 2016 and 2017 the percentage of Rossendale residents having a qualification of NVQ 3 and above is consistently higher than the national average, although does not show a year on year increase.		Rossendale	North West	Great Britain		Nos	%	%	2011	21,200	48.3	47.9	2012	25,900	61.5	49.8	2013	19,900	46.7	50.0	2014	25,000	56.4	50.7	2015	27,500	62.5	52.2	2016	25,400	58.1	53.7	2017	25,900	62.5	54.2
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2017	25,900	62.5	54.2																																		
Trigger to Implement Contingencies	1. Lower than the national average for 3 years running																																				
Trigger Met	No																																				
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Make additional land/facilities available for education uses 3. Develop a training charter with job centre/local employers/college 4. Work with key partners including LCC and college to provide improved/increased educational facilities																																				

Policy 7: Social Infrastructure

Facilities such as post offices, pubs and youth centres are important to the community cohesion of the Borough. The policy sets out how any change of use applications for such facilities will be considered.

Target	90% of resident population and business with access to next generation broadband by 2026
Progress towards Target	This information is no longer monitored by Lancashire County Council. There is a national target of 95% national coverage by the end of 2017 and 97% by 2020 (minimum of 2MB speed). Openreach are committed to providing superfast broadband for all new developments of over 30 houses. Communities in areas with poor broadband access can formally request for broadband to be provided to their area.
Trigger to Implement Contingencies	75% or less of resident population and business with access to next generation broadband in 2016.
Trigger Met Contingencies	Unknown 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Engage with providers to encourage and attract investment
Target	No more than 15% decline in access to 5 basic services e.g. GPs, etc. from 2007/08 levels over the plan period to 2026
Progress towards Target	Figures for Accessibility to basic services (measured as 1km from a Primary School, GP, Local shop, post office and serviced bus stop) in Rossendale are not available as they are no longer monitored by Lancashire County Council. However, it is acknowledged that access to services remains relatively low and pressures on local shops continue to be high. A number of the smaller settlements such as Weir and Loveclough do not have basic services within easy walking distance. Some small settlements such as Cowpe and Turn do not have access to bus services with links to at least one of the main settlements of Rawtenstall, Bacup, Haslingden and Whitworth.
Trigger to Implement Contingencies	5% or more decline of each over 5 year periods (2011- 2016, 2016-2021, 2021-26)
Trigger Met Contingencies	N/a-insufficient data to accurately measure the long term trend 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with key partners including local communities to provide facilities and resources for local services

Policy 8: Transport

Transport facilities and links are a significant contributor to the performance of the economy as well as access to services. Creation of a commuter rail link to Manchester, a new bus station in Rawtenstall and addressing congestion and parking issues all feature in the policy.

Target	Re-open ELR as a commuter line between Manchester and Rawtenstall by the end of the planning period - 2026
Progress towards Target	Lancashire County Council commissioned a multi-modal Study of the A56/M66 corridor from consultants Jacobs (signed off in November 2016) which identified a number of benefits from re-opening the East Lancashire Railway for commuter use. Although the Rossendale to Manchester rail link is not listed as a priority project in Transport for the North's strategic transport plan (STP), the council will continue to lobby for and support this link.
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. Initial Binding agreement with ELR, Transport for Greater Manchester and other relevant partners not in place by 2014 2. Initial funding and phasing of pilot shuttle services not implemented by 2016 3. No committed funding for full scheme 4. Capacity and quality increases and improvements of service not in place by 2026
Trigger Met	Yes regarding bullets 1-3. The benefits of operating a rail service are still recognised and opportunities to find cost-effective ways of doing this will still be pursued with partners
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with partners to overcome technical difficulties and alleviate constraints providing access to funding, resources and best practice.
Target	New Bus Station to be operational by 2016
Progress towards Target	Phase 1 of Spinning Point for the new Bus Station, Old Town Hall and associated external works was agreed in March 2016 (2015/0476), followed by an application (2016/0608, approved January 2017) to vary/remove planning conditions, and work has started on-site. It is anticipated that development of the new Bus station will commence in 2019.
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. Scheme not identified in LTP3 District Implementation Plan end 2011 2. Funding not in place by 2013 3. Planning application not submitted by 2014 4. Planning application not approved by end of 2014 5. Scheme not implemented by end of 2016
Trigger Met	Yes but work is now progressing
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Dialogue with LCC to facilitate and enable development

Policy 9: Accessibility

Accessibility is important to “Quality of Life”. The Policy promotes development close to the main public transport corridors, reducing the need to travel as well as encouraging high quality walking and cycling facilities.

Target	Minimum of 90% of new development, excluding domestic extensions or energy proposals, to be within 400m of a bus stop with regular services (at least 30 minute peak hour frequency)
Progress towards Target	Due to resource issues Lancashire County Council are unable to analyse performance against this target
Trigger to Implement Contingencies	Less than 80% of new development, excluding domestic extensions or energy proposals, approved within 400m of a bus stop with regular services, over a rolling 3 year period.
Trigger Met	Achievement against target unknown
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Dialogue with LCC and bus operators to discuss service coverage 3. Dialogue with applicants/developers to discuss locations of proposals 4. Dialogue with developers over contributions to fund transport/accessibility improvements

Policy 10: Provision for Employment

This Policy sets out the total amount of employment land required in the Borough, the main locations for development and the types of employment that will be promoted. It also sets out how changes of use from employment to other types of development will be considered.

Target	Net increase of 3% in jobs created within the borough over a 5 year fixed period
Progress towards Target	Data had previously been provided by LCC but this is no longer available. The table below compares the number of jobs within Rossendale over the period 2008 to 2014 based on Office for National Statistics (ONS) information. However, since 2014 this information no longer appears to be reported in the same format so instead a different ONS dataset was used, for which information was available since 2008 up to 2015, and so allowing a comparison over a number of years. The number of jobs in the Borough has fluctuated from and 2017 sees a decrease from the previous year. The job density figure is low compared to neighbouring authorities as well as regional and national figures, although it is improving. The lower the figure, the more people of working age (16-64) there are for every job in the Borough. This low job density figure contributes to the high levels of out-commuting that Rossendale experiences
Trigger to Implement Contingencies	1. Less than 2% increase in jobs created measured in 2016 and 2021
Trigger Met	No
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) (recession, land availability, rents etc.) 2. Dialogue with Rossendale BC Regeneration, Regenerate, LEP, etc. over grant funding and incentive schemes 3. Discussions with Rossendale BC Regeneration, Regenerate, LEP, Commercial Property Agents, Employees etc. – about the suitability of land and premises (rents, location, size etc.) 4. Examine case for policy review

Figure 8: Employment trends in Rossendale

		2008	2009	2010	2011	2012	2014	2015	2016	2017	% change 2010 - 17
Rossendale Employee Jobs *		n/a	21,000	20,000	21,000	20,000	21,000	24,000	22,000	20,000	0%
No. of jobs total – Rossendale *		25,000	23,000	24,000	24,000	25,000	23,000	25,000	23,000	21,000	- 12.5%
Jobs Density**	Rossendale Job Density	0.58	0.53	0.55	0.53	0.57	0.54	0.62	0.58	0.54	- 0.1
	GB Job Density	0.79	0.77	0.77	0.78	0.78	0.81	0.83	0.85	0.86	+0.9

* Source: ONS: Business Register and Employment Survey –

<https://www.nomisweb.co.uk/query/construct/summary.asp?reset=yes&mode=construct&dataset=189&version=0&anal=1&initsel=>

** Source: ONS Jobs Density (i.e. ratio of total no. of jobs to population aged 16-64)

Target	No more than 30% loss of land currently classed as B1, B2 or B8 over the plan period (measured in ha).								
Progress towards Target	<p>There has been a net loss of 5698 sq. m. of land/buildings previously in B1, B2 or B8 use to other uses – of which 5677 sq. m. was located in allocated employment areas.</p> <p>Loss of employment space has occurred due to mills being converted or sites being redeveloped for residential development or other non B-class uses. Some buildings have been converted from B1 uses to residential under the recent Prior Notification scheme that was introduced (e.g. Wavell House in Helmshore). Further investigation of gains and losses is required, including an in-depth analysis of permissions and completions. However, it is known that there are a number of planning permissions that will result in the loss of employment land to residential (e.g. Broadleys in Reedholme, Croft End Mill in Edenfield, Albert Mill in Whitworth). The emerging Local Plan will look to re-establish a continuing supply of employment land to meet the Borough's needs over the plan period to 2034, considering the recommendations set out in the Employment Land Review and through working with colleagues in the Council and with other partners.</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <th>2013/14 to 2016/17</th> <th>2017/18</th> <th>Loss since start of plan period</th> </tr> <tr> <td>- 4.1 ha (-22%)</td> <td>- 0.6 ha (-3%)</td> <td>6.4 ha (34%)</td> </tr> </table>			2013/14 to 2016/17	2017/18	Loss since start of plan period	- 4.1 ha (-22%)	- 0.6 ha (-3%)	6.4 ha (34%)
2013/14 to 2016/17	2017/18	Loss since start of plan period							
- 4.1 ha (-22%)	- 0.6 ha (-3%)	6.4 ha (34%)							
Trigger to Implement Contingencies	<p>1. Change from B use classes to other uses exceeding 5% over fixed 3 year period 2. Greater than 5% loss of land in B use classes over consecutive fixed 3 year periods.</p>								
Trigger Met	<p>Yes, and 3 year trigger implemented.</p>								
Contingencies	<p>1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) (recession, land availability, rents etc.) 2. Dialogue with Rossendale BC Regeneration, Regenerate, LEP, etc. over grant funding and incentive schemes 3. Discussions with Rossendale BC Regeneration, Regenerate, LEP, Commercial Property Agents, Employees etc. – about the suitability of land and premises (rents, location, size etc.) 4. Continue to monitor policy</p>								

Policy 11: Retail and Other Town Centre Uses

This policy establishes the settlements where retail and leisure development should be located, establishes that this should be located in town centres and sets out the considerations which will be applied to major applications.

Target	No greater than 20% of retail approvals (floorspace sq. m) to be outside the defined primary shopping areas (PSA) over plan period					
Progress towards Target						
	2015/2016		2016/2017		2017/2018	
	Floorspace approved		Floorspace approved		Floorspace approved	
	In PSA	Outside PSA	In PSA	Outside PSA	In PSA	Outside PSA
	0	604	0	3487	250	3530
Trigger to Implement Contingencies	1. More than 30% of approved retail floorspace outside of the defined PSA over consecutive 3 year rolling period.					
Trigger Met	Yes. Over the 3 year rolling period (2015/2016 to 2017/2018) nearly 97% of retail floorspace approved has been outside of the defined PSA. This is largely attributed to the major floorspace approved at New Hall Hey. A loss of retail, including within the PSA, has been identified, approved for changes of use such as residential, drinking establishments/restaurants and hot food takeaways. Although not a monitoring target, it needs to be considered if these losses of A1 within the Borough should be investigated further.					
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Continue to monitor PSA boundaries 3. Dialogue with commercial property agents/regeneration over rents and suitability of potential retail units within PSAs					
Target	No more than 20% of approved development for office use (A2 and B1(a), measured by floorspace) to be located outside of defined town centre boundaries (TCB) of Rawtenstall, Haslingden and Bacup over plan period					
Progress towards Target						
	2015/2016		2016/2017		2017/2018	
	Floorspace Approved		Floorspace Approved		Floorspace Approved	
	In TCB	Outside of TCB	In TCB	Outside of TCB	In TCB	Outside of TCB
	0	100	0	0	0	30
Trigger to Implement Contingencies	1. More than 30% of approved office space located outside of town centre boundaries of Rawtenstall, Haslingden and Bacup over consecutive 3 year rolling period.					
Trigger Met	Little new office space has been approved but this has been outside the town centre so the trigger comes into operation					
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Dialogue with commercial property agents/regeneration over rents and suitability of potential retail units within Town Centre boundaries. 3. Appraise suitability/viability of sites with agents and developers 4. Continue to monitor town centre boundaries					

Town and Local Centre Health Checks

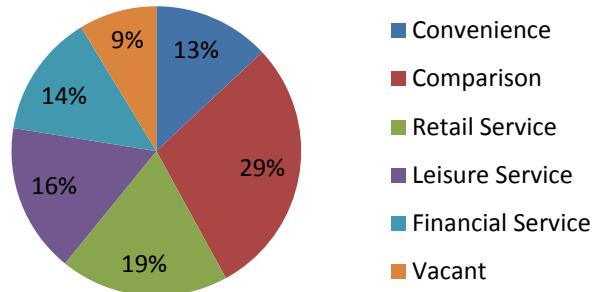
In support of Policy 11 and to ensure the vitality and viability of the Borough's centres regular health checks are undertaken to establish levels of vacancies and types of use to monitor how the centres are performing and the effectiveness of the policy. Health checks are undertaken every three years.

Figure 9: Town Centre Vacancies by Centre

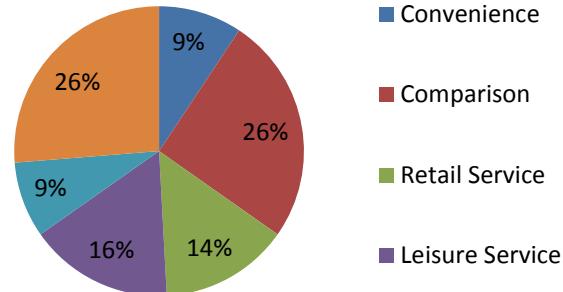
	Rawtenstall	Bacup	Haslingden	Waterfoot	Whitworth
Convenience	13%	9%	12%	14%	12%
Comparison	29%	26%	23%	16%	16%
Retail Service	19%	14%	20%	21%	32%
Leisure Service	16%	16%	26%	22%	28%
Financial Service	14%	9%	9%	5%	4%
Vacant	9%	26%	10%	22%	8%

Source: Rossendale Town Centre Retail, Leisure and Tourism Study (2017)

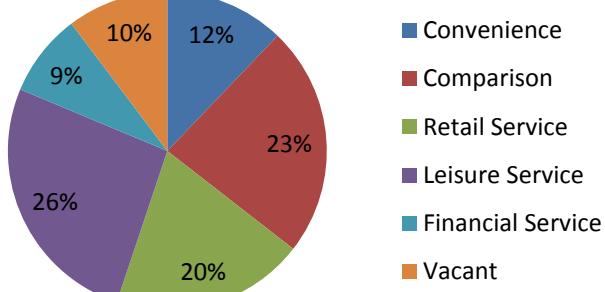
Rawtenstall Town Centre Health Check



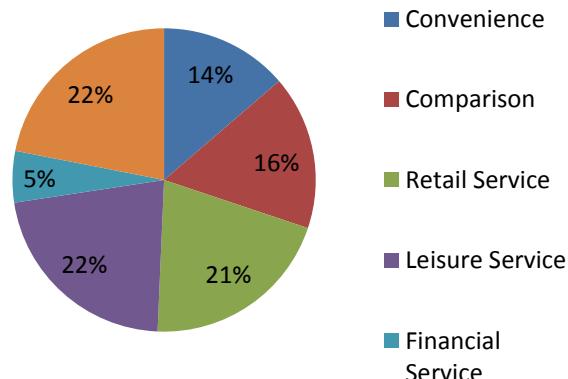
Bacup District Centre Health Check



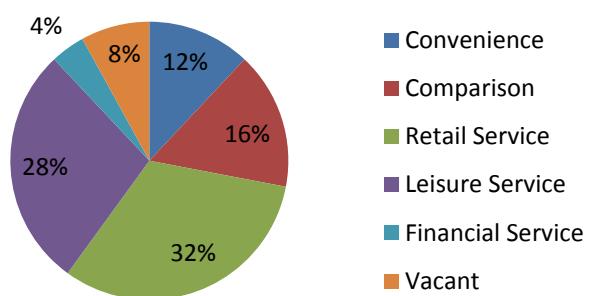
Haslingden District Centre Health Check



Waterfoot Local Centre Health Check



Whitworth Local Centre Health Check



Source: Rossendale Town Centre, Retail, Leisure and Tourism Study

From these charts it is evident that there are particular issues with the number of vacancies in Bacup and Waterfoot. These will be monitored over the plan period to maximise the vitality and viability of our centres.

Policy 12: The Valley Centre

Redevelopment of the derelict Valley Centre in Rawtenstall is established as a priority. The policy sets out the type of uses that will be encouraged on the site.

Target	Redevelopment of the Valley Centre by 2016
Progress towards Target	Demolition of the Valley Centre (Planning reference 2011/0570) was completed in late summer 2012 including construction of a temporary area of Open Space that has been utilised for special events and fairs. Phase 1 of Spinning Point for the Bus Station, Old Town Hall and associated external works was agreed in March 2016 (2015/0476), followed by an application (2016/0608, approved January 2017) to vary/remove planning conditions, and work has started on-site. Detailed work is now on-going to bring forward Phase 2 of Spinning Point, with a planning application approved in March 2018.
Trigger to Implement Contingencies	<ol style="list-style-type: none"> Existing buildings not demolished by 2012 Binding agreement with owner/developer, Rossendale BC, Lancashire County Council and other relevant partners on scheme details including funding not in place by 2013 No submission of planning application by end of 2014 Application not approved by 2015 Works not commenced by 2016
Trigger Met	Yes but progress is now being made
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) Work with developers/landowners to facilitate and enable development (e.g. assistance with funding, resources and expertise) Work with developers and landowners to remove obstacles and alleviate constraints (e.g. alternative locations for businesses etc.) Produce development brief for site aligned to planning application process Joint venture development partnership approach.

Policy 13: Protecting Key Local Retail

Local shops and markets have an important role in providing for people's needs. This policy supports the retention of these facilities and establishes criteria against which any change of use would be considered.

Target	Retain 2008 levels of small convenience shops in neighbourhood centres
Progress towards Target	Local Centre Health Checks have been carried out as part of the Rossendale Town Centre, Retail, Leisure and Tourism Study
Trigger to Implement Contingencies	1. Greater than 15% loss of small convenience shops in neighbourhood centres over 5 year fixed period
Trigger Met	No.
Contingencies	<ul style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with shop owners to increase viability (business rates, incentives etc.) 3. Promote opportunities for appropriate mixed use developments in neighbourhood centres 4. Work with Rossendale BC Regeneration to identify opportunities for redevelopment/consolidation of neighbourhood services.

The table below shows the number of convenience retail units within the defined Local Centres of Crawshawbooth, Edenfield, Helmshore, Shawforth and Stacksteads (taken from the Rossendale Town Centre, Retail, Leisure and Tourism Study). This data will form the baseline to be used to assess future changes within these centres in the context of protecting key local retail within the Borough.

Figure 10: Convenience Retail Unit Levels in Local Centres (Rossendale Town Centre, Retail, Leisure and Tourism Study)

	Number of Convenience Retail Units		% of total no. of convenience units in Local Centre in 2016
	2008/09	2016	
Crawshawbooth	5	6	18.2%
Edenfield	3	2	15.4%
Helmshore	3	6	46.2%
Shawforth	3	3	23.1%
Stacksteads	6	8	25%

Source: Rossendale Town Centre, Retail, Leisure and Tourism Study

Policy 14: Tourism

Tourism is an important part of the Borough's economy and represents a growth opportunity. The policy sets out the type of tourism facilities that will be promoted and how applications for tourist uses will be considered.

Target	Opening of Adrenaline Gateway 'Basecamp' facility by mid-2015
Progress towards Target	The Council prioritised one of the remaining plots at Futures Park for development and delivery of a Trail Head Centre to serve mountain bikers and other users of Lee and Cragg quarries and the Valley of Stone. The Council are still working towards this aim and discussions are ongoing with Lancashire County Council as well as stakeholders to take the project forward.
Trigger to Implement Contingencies	1. Viable location, scheme and funding not agreed by mid-2012 2. Application not submitted by end of 2012 3. Application not approved by mid-2013 4. Scheme not started on site by mid-2014 5. Scheme not operational by mid-2015
Trigger Met	Yes – no progress has been made due to a number of issues
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Explore alternative funding and location 3. Work with applicant on drawing up a suitable design/scheme 4. Dialogue with developer to overcome construction problems/delays
Target	To increase patronage at key tourist destinations: <ul style="list-style-type: none">• Lee Quarry: 100% over plan period• East Lancashire Railway: 100% over plan period
Progress towards Target	Visits to Lee Quarry are not currently monitored so it is difficult to establish a trend. However major events happen approximately 4 times per year and attract around 400 people each. The figures for patronage on the East Lancashire Railway have increased with a record number of passengers in 2016 with 201,853 journeys. A planning application for the redevelopment of Rawtenstall Railway Station, including a new platform cafe building, new station forecourt and other improvements was approved in December 2017.
Trigger to Implement Contingencies	1. Less than 20% cumulative increase in patronage on ELR in periods 2011-2016; and less than 25% cumulative increase in periods 2016-2021 and 2021-2026 2. Less than 60% cumulative increase in patronage by 2016; less than 10% additional cumulative increase for periods 2016-2021 and 2021- 2026
Trigger Met	Patronage increase at Lee Quarry can't be measured; growth on the ELR is in accordance with the target
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Discuss with partners (ELR, LCC and other interested parties) about how to facilitate growth 3. Identify funding sources to introduce improvements to existing facilities

Target	Percentage of jobs associated with tourism to increase over the Plan period from 7.2% (NOMIS ABI Data, 2008, based 1527 jobs) to 10% over the plan period
Progress towards Target	Unfortunately Lancashire County Council has not released any data more recent than 2013, which showed the percentage of jobs associated with tourism had increased from 7.2% in 2008 to 7.4% in 2013.
Trigger to Implement Contingencies	NOMIS Annual Business Inquiry data, based on Standard Industrial Classifications (SIC): 551 Hotels; 552 Camping / short stay provision; 553 Restaurants; 554 Bars 633 Travel agents / tour operators; 925 Library, museum, cultural activities; 926 Sporting facilities; 927 Other recreational activities
Trigger Met	N/A
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Discuss with partners, operators, employers, Regeneration and LCC colleagues about how to create more jobs.

- | | |
|--|--|
| | <ul style="list-style-type: none"> 3. Identify funding to bring forward jobs faster 4. Look at promotional literature and increased advertising 5. Consider review / update of Tourism Strategy |
|--|--|

The original 7.2% figure is based on the Annual Business Inquiry data issued by ONS in 2008. Since 2008 the ABI has been replaced by the Annual Business Survey. As a result the Standard Industrial Classifications (SIC) that make up tourism and the wider visitor economy related occupations have changed. (Formerly the following SICs were reported on: 551, 552, 553, 559, 561, 562, 563, 791, 910, 931, and 931).

In addition Lancashire County Council's reporting of tourism related occupations has widened the definition to the visitor economy. This is more inclusive, and intends to embrace the total visitor experience, including accommodation and specific attractions, as well as culture, sport, retail and heritage. The Authority Monitoring Report as of 2013/14 will now report on the same SICs that LCC uses in order to avoid confusion as the plan period progresses. This does not greatly amend the figures already put forward in the Core Strategy, as shown below, and the target remains for 10% of all jobs within Rossendale to be related to tourism/visitor economy over the plan period.

A Report produced by Lancashire County Council (updated in December 2012, with data from 2011) notes that, together with Pendle and Hyndburn, Rossendale has one of the smallest visitor economy employment totals in the county, albeit that the percentage of jobs associated with tourism has increased to 7.4% (for 2013).

Policy 15: Overnight Visitor Accommodation

Overnight visitor accommodation of all types is important to supporting the visitor economy. The policy establishes the criteria that will be considered when assessing applications for such development.

Target	At least one caravan site, one campsite and one bunkbarn delivered by 2016
Progress towards Target	The 2016 target date has now passed but monitoring information will still be reported for information. Development was completed for the change of use of stables and new build to provide 6 new guest rooms at Rossendale Holiday Cottages, Water (2016/0144). During 2017/18, permission was also granted for a new visitor centre, bottle shop and meeting room associated with the brewery at Hill End Mill at Cloughfold (2017/0606 - since completed after 1 st April 2018) and for the erection of new visitor accommodation at Crown Farm, Crawshawbooth (2017/0435).
Trigger to Implement Contingencies	1. Planning application not received for a caravan site, campsite and bunkbarn by start of 2014
Trigger Met	Yes –several applications have been received for overnight accommodation but, to date, there has not been a caravan site, campsite or bunkbarn delivered in the Borough.
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Identify suitable locations/developer interest for Site Allocations DPD 3. Dialogue with Regeneration, Rossendale Borough Council, LCC, Lancashire & Blackpool Tourist Board, Regenerate, etc. to promote/identify funding opportunities/scheme viability 4. Work with developer to draw up suitable scheme

Policy 16: Preserving and Enhancing the Built Environment

The policy sets out the importance of protecting, conserving and enhancing the historic environment of Rossendale. This includes criteria for assessing applications as well as how areas and buildings of conservation value will be identified.

Conservation Area Appraisals and Management Plans are in place. Other immediate needs have been prioritised such as the Listed Building applications and the Buildings at Risk Strategy. There has also been involvement in the Bacup Townscape Heritage Initiative (THI) and initial thought given to the identification of a Conservation Area in the centre of Haslingden and subsequent preparation of a Conservation Area Appraisal. The consultation on the Haslingden Conservation Area will take place in Spring 2018 with adoption anticipated by the Cabinet on 4th July 2018. It is intended to pursue the implementation of Management Plans as soon as immediate priorities have been met.

Target	Conservation Area Appraisals for all conservation areas to be adopted by April 2012, and management plans adopted by April 2015
Progress towards Target	<p>Conservation Area Appraisals for all the Conservation Areas in Rossendale were finalised and adopted for use in decision making between September and December 2011.</p> <p>Implementation of the Management Plans has not been occurring due to staff resource issues with priority being given to other areas of work. A new Conservation Officer commenced work in March 2017 whose job description includes implementation of the Management Plans.</p> <p>A new Conservation Area Appraisal has been undertaken for Haslingden and approved during a Cabinet meeting in 2018.</p>
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. Conservation Area Appraisals not completed by October 2011 2. Management Plans not completed by October 2014
Trigger Met	The Conservation Area Appraisals have been produced which include the Management Plans.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Liaise with Rossendale BC Conservation Team, and provide assistance where appropriate

Policy 17: Rossendale's Green Infrastructure

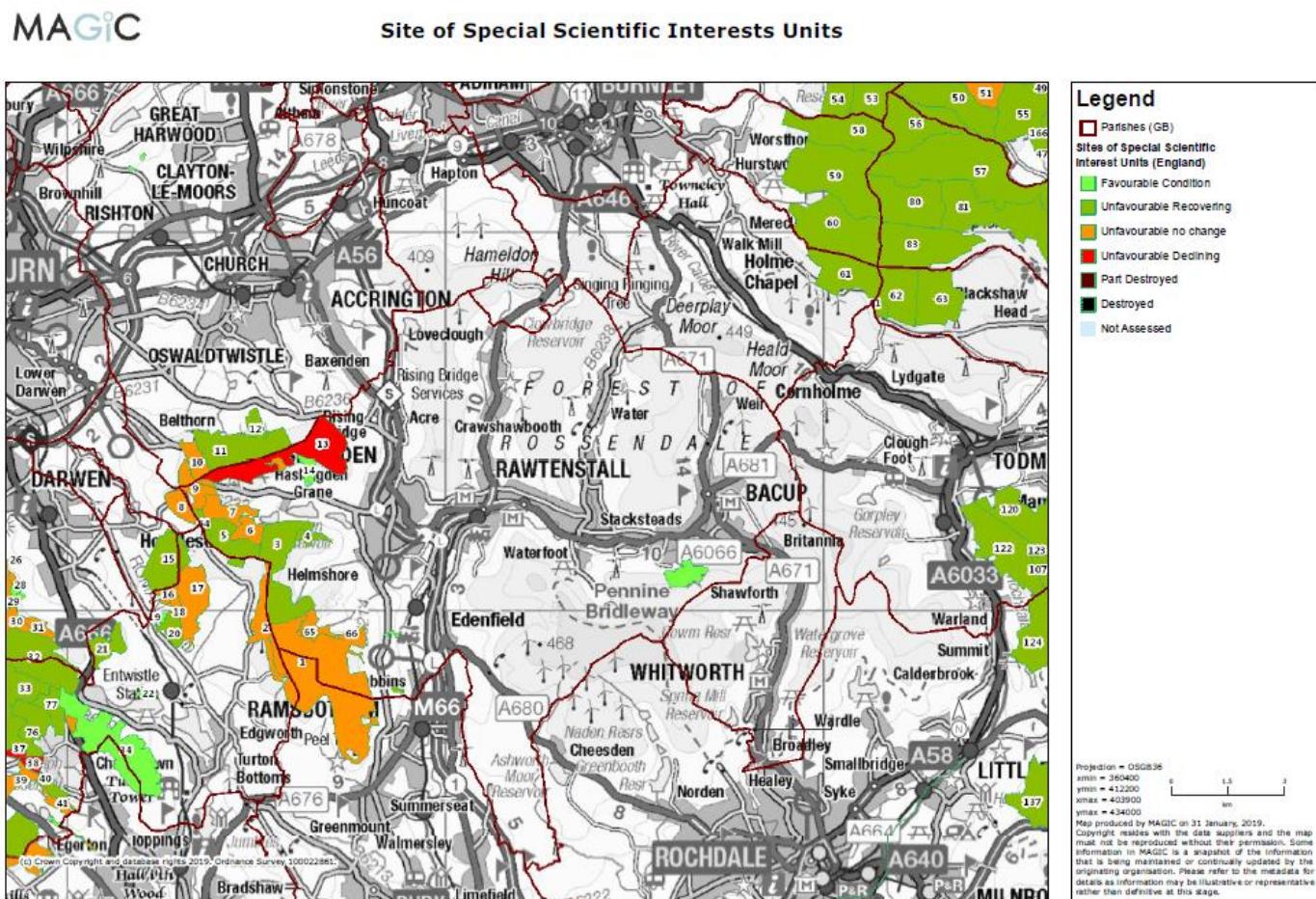
Target	Two thirds of public rights of way (PROWs) to be in 'good' condition by 2016, 80% by end of plan period
Progress towards Target	<p>Lancashire County Council is the authority responsible for the management of the PROW in Rossendale. Conditions of PROWs are reported on a 'pass' / 'fail' basis (i.e. does the PROW meet the basic requirements to be passable, way marked, reasonable surface, gates in working order).</p> <p>In 2012, 73% of Rossendale's surveyed PROW network was reported as a 'pass', whereas 27% was reported as a 'fail'. The main reasons for failure were poor waymarking; vegetation blocking the route and poor surfaces. However, the level of performance was significantly above target. No recent surveys have been undertaken, but the condition of paths is unlikely to have improved due to a very limited maintenance budget.</p>
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. 50% not in 'good' condition by 2014 2. 70% not in 'good' condition by 2020
Trigger Met	No.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Investigate possibilities for funding improvements from a variety of sources (e.g. Grants, DEFRA, Lottery etc.) 3. Prioritising key routes to facilitate implementation of other Core Strategy policies (e.g. 9 and 14) 4. Coordinating lobbying by interested parties (e.g. Civic Trust, Ramblers Association) to LCC

The draft Local Plan designates Green Infrastructure on the draft Policies Map. It includes previously designated "greenlands" and now incorporates woodland and grassland ecological corridors.

Policy 18: Biodiversity, Geodiversity and Landscape Conservation

Target	10% increase over a 3 year rolling period in overall area of biodiversity resource
Progress towards Target	No specific data is currently available to monitor this target. Natural England has confirmed the designation of the West Pennine Moors as a Site of Special Scientific Interest. The new site covers an area of just over 7,615 hectares, of which approximately 998 hectares are situated within Rossendale. There have been no changes in the number of Biological Heritage Sites (BHS) and Local Geodiversity Sites (LGS) within Rossendale. However, Lancashire County Council and Lancashire Wildlife Trust are looking at deleting 6 BHSs, identifying a new BHS and modifying 2 others. Money granted from the Scout Moor Habitat Fund via the South Pennine Grassland Project has resulted in Grassland improvement works above Waterfoot and in Helmshore.
Trigger to Implement Contingencies	LCC Natural Environment Service information on biodiversity resources within Rossendale
Trigger Met	n/a
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes via discussions and/or assessment(s) Works with Park Department, local communities, Groundwork and others to identify, improve and nominate local sites of biodiversity importance to LCC for appropriate designation Prioritising sites for funding from planning obligations, grants etc.

The map below shows the condition of the SSSI units within and around Rossendale.



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

Policy 19 is split into two parts. Section 1 identifies how proposals for all types of renewable energy will be considered and that 25% of the energy needs of the Borough should be met from these sources by 2026. Part 2 sets out how the climate change impacts on development will be addressed.

Renewable energy proposals received has been reduced. No new renewable energy proposal was approved between 1st April 2017 and 31st March 2018. The Written Ministerial Statement on Wind Turbines dating from June 2015 has had the effect of significantly reducing the number of wind turbine applications.

Target	3 year rolling increase of 10% of energy (electric and heat) generating capacity (excluding commercial wind)			
Progress towards Target	In 2015/16, seven renewable energy schemes were approved, one of them is a commercial wind development and has been excluded from the calculation below. The total of generating capacity including this scheme is 684.8kW (1 out of 7 schemes has been confirmed as being operational). In 2016/17, one wind turbine and one solar array have been approved.			
	Rolling period	2013/14 to 2015/16	2014/15 to 2016/17	2015/16 to 2017/18
	Total generating capacity (excluding commercial wind)	567.8kW	597.8kW	597.8kW
	Percentage increase or decrease between 3 year period	5% increase from previous period	5% increase from previous period	no increase from previous period
	There has been no increase in generating renewable capacity during the last 3 period.			
Trigger to Implement Contingencies	1. Less than 5% increase over 3 year rolling period			
Trigger Met	No increase in renewable energy capacity happened between the period 2014 to 2017 and the period 2015 to 2018.			
Contingencies	1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Promote funding available under Feed in Tariff 3. Work with developers to increase understanding of practicalities of implementing renewable energy schemes 4. Facilitate pro-active discussions between applicants and Planning Officers, and the services of 3rd party specialists			

Policy 20: Wind Energy

The Scout Moor Wind Farm extension has been refused and therefore no new Community Benefit scheme was agreed.

Target	100% of community benefit agreements to meet the value of the nationally supported minimum (per MW) over the plan period for wind energy developments
Progress towards Target	No agreements have been made over the monitoring period. The nationally agreed voluntary figure of £5 000 per MW agreed between the government and the industry only applies to schemes of over 5MW generating capacity. This therefore applies to commercial schemes rather than smaller scale turbines. In addition, Community Benefit agreements cannot normally be required through the planning process.
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. In 2016 10% or greater of agreements not meeting nationally supported minimum value (per MW). 2. In 2021 10% or greater of agreements not meeting nationally supported minimum value (per MW). 3. In 2026 10% or greater of agreements exceeding nationally supported minimum value (per MW).
Trigger Met Contingencies	n/a
	<ol style="list-style-type: none"> 1. Identify the problem and barriers to providing contributions via discussions and/or assessment(s) 2. Work with independent specialists (e.g. Natural England, LCC) to ascertain realistic costs of mitigating harm caused by wind developments.

Policy 21: Supporting the Rural Economy and its Communities

This policy is concerned with areas outside of the main urban concentrations, its economy and its communities. The main thrust of the policy is to ensure that Rossendale's rural areas are protected from inappropriate development while at the same time providing support for developments that will help the local economy and provide jobs and services to members of the local community.

Target	75% of all approved non-householder planning applications for reuse of buildings in the countryside to be for employment generating uses, over the plan period		
Progress towards Target	8 applications for the reuse of buildings in the countryside were approved in 2017-2018 but none involved employment generating uses. With changes to permitted development rights - via the prior notification system - that allow the change of use of agricultural buildings to residential dwellings from 6 April 2014, there is clear cause to review the target figure going forward.		
	2015/16	2016/2017	2017/2018
	0%	20%	0%
Trigger to Implement Contingencies	<ol style="list-style-type: none"> 1. Less than 50% approved for employment uses, measured over a rolling 3 year period 		
Trigger Met Contingencies	Yes. <ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Work with Rossendale BC Regeneration/ Regenerate etc. and applicants to investigate alternative employment generating uses 3. Continue to monitor policy 		

Policy 22: Planning Contributions

This policy sets out the overarching framework in relation to the negotiation of planning obligations, agreements and the Community Infrastructure Levy (CIL). Viability issues have been an increasingly important issue in negotiating Section 106 agreements because of the marginal financial nature of many projects. The Government has encouraged a flexible approach to Section 106's in order to promote the delivery of housing.

Target	All major applications to provide contributions towards improvements / provision of facilities where appropriate															
Progress towards Target	In the monitoring period there were five major applications for which Section 106 may have been applicable. Of these, two of the applications were subject to Section 106 agreements. The three that did not attract payments related to a care home, retail redevelopment in Rawtenstall and industrial units at New Hall Hey.															
	<table border="1"> <thead> <tr> <th>Planning Reference</th><th>Site</th><th>Development</th><th>Contributions Required</th></tr> </thead> <tbody> <tr> <td>2012/0588</td><td>Albert Mill, Whitworth</td><td>Outline application for up to 49 residential units.</td><td>Public open space, playing pitch, affordable housing, education</td></tr> <tr> <td>2016/0267</td><td>Reedsholme Works, Rawtenstall</td><td>Outline for up to 107 residential units</td><td>Public open space, Education, Provision of bins</td></tr> </tbody> </table>				Planning Reference	Site	Development	Contributions Required	2012/0588	Albert Mill, Whitworth	Outline application for up to 49 residential units.	Public open space, playing pitch, affordable housing, education	2016/0267	Reedsholme Works, Rawtenstall	Outline for up to 107 residential units	Public open space, Education, Provision of bins
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2016/0267	Reedsholme Works, Rawtenstall	Outline for up to 107 residential units	Public open space, Education, Provision of bins													
Trigger to Implement Contingencies	1. 80% or less of major proposals providing contributions															
Trigger Met	No, however the Council is committed to maximising contributions towards improvements / provision of facilities where appropriate and meeting this target through working closely with partners and developers on major planning applications. In some cases a decision has been made not to pursue a Section 106 agreement based on the evidence provided by the developer and on other occasions the relevant matter can be dealt with by planning condition.															
Contingencies	<ol style="list-style-type: none"> Identify the problem and barriers/causes to development via discussions and/or assessment(s) Update evidence base Renegotiate terms and details Focus on target areas 															

Policy 23: Promoting High Quality Designed Spaces

Target	50% of all major (10 plus units) housing applications to undergo a Building for Life Assessment over period to 2016
Progress towards Target	No “Building for Life” Assessments were undertaken in the Monitoring period. It is to be noted that some of the major applications approved last year were outline applications and therefore more details regarding the housing standard might become available at the reserved matters stage.
Trigger to Implement Contingencies	Less than 40% of major housing applications undergoing a Building for Life Assessment over first 5 years of the plan (by 2016)
Trigger Met	Yes-implementation of this target has faced significant challenges due to both lack of developer interest and staffing resource to review submissions.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Liaise with management team to examine availability of officer time to carry out Building for Life Assessments 3. Work with developers at pre-application stage to encourage schemes to take into account Building for Life criteria during their design 4. Investigate making Building for Life Assessment a corporate priority for assessing major residential applications
Target	80% of all major (10 plus units) housing applications to undergo a Building for Life assessment over period 2016-2021
Progress towards Target	None of the major housing applications were submitted with a Building for Life assessment between 2016 and 2018.
Trigger to Implement Contingencies	Less than 70% of major housing applications undergoing a Building for Life Assessment over 2 nd 5 years of the plan (2016-2021)
Trigger Met	The trigger will be assessed in 2021.
Contingencies	<ol style="list-style-type: none"> 1. Identify the problem and barriers/causes to development via discussions and/or assessment(s) 2. Liaise with management team to examine availability of officer time to carry out Building for Life Assessments 3. Work with developers at pre-application stage to encourage schemes to take into account Building for Life criteria during their design 4. Investigate making Building for Life Assessment a corporate priority for assessing major residential applications

Policy 24: Planning Application Considerations

This policy sets out a range of considerations that developments should take into consideration before submitting a planning application.

Among the issues that should be addressed are the materials to be used, how the development is laid out, landscaping, privacy of occupants and neighbours as well as environmental performance and drainage facilities.

Target	To decrease the amount of both derelict and vacant land in the borough over the Plan period to 2026
Progress towards Target	The National Land Use Database (NLUD) has not been updated since the report in 2012/13. The amount of derelict land in the Borough declined from 61ha in the 2010/11 survey to 51.65 ha in the 2012/13 assessment. Similarly the total amount of vacant land declined from 76ha to 60.44ha. The Government now requires all Local Authorities in England to produce a Brownfield Land Register for their area and to update it every year. The Council has updated its Brownfield Land Register which is published on its website and on the data.gov.uk website.
Trigger to Implement Contingencies	1. Amount of derelict land increases by more than 10% over a rolling 5 year period 2. Amount of vacant land increases by more than 10% over a rolling 3 year period
Trigger Met	No
Contingencies	1. To identify the issues affecting increased rates of vacant land (e.g. factory closures, costly contamination issues) 2. To work with HCA and other funding bodies (e.g. LEP, to bring forward sites) 3. To work with landowners to find ways of bringing forward vacant land that market finds difficult to address

If you would like a summary of this Report in large print, on audio cassette or in a language other than English, please let us know and we will be happy to arrange it.

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