

Land at Pasture Lane, Barrowford, BB9 6JP

Representations to Pendle Local Plan (4th Edition) (2021 – 2040):
Preferred Local Plan Consultation
(25th October 2024 to 6th December 2024)

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/1 INTRODUCTION

- 1.1. PWA Planning is retained by Castle Green Homes to submit representations to the Pendle Local Plan 4th Edition: Preferred Options Consultation. The consultation commenced on 25th October 2024, and ends on 6th December 2024. Castle Green Homes are an award-winning housebuilder with an excellent track-record of delivering high quality homes across the North West and North Wales.
- 1.2. These representations provide direct comment on the policies proposed, including the selected housing need figure proposed to be adopted by the plan. This is not thought to be justified, effective or positively prepared. With this in mind, further site allocations should be included within the Emerging Local Plan. Castle Green Homes consider that the land off Pasture Lane (SHLLA Ref. P130) would make a suitable allocation and is subsequently commended as part of the representation (Location Plan contained in Appendix A) and should therefore be allocated for housing in the Local Plan
- 1.3. The Council should be aware of previous representations made by PWA in this respect to the previous consultations undertaken by Pendle Borough Council on the preparation of a future Local Plan.
- 1.4. The site has been represented via the SHLAA 2022/23 Report and representations were made in 2023 by PWA. The site Ref: P130 (Land to the rear of St Thomas's Primary School, Wheatley Lane Road, Barrowford) whilst under previous iterations of the SHLAA was recognised as a reasonable alternative, it has not been identified as a proposed allocation within the Pendle Local Plan 4th Edition Preferred Options. Evidence is provided within this submission that constraints identified within the Preferred Options Local Plan can be overcome and the site represents a deliverable site that will help boost the supply of housing within Pendle.
- 1.5. This representation also asserts the plan's failure to identify the appropriate housing requirement figure considering the new standard methodology for calculating housing supply in the revised NPPF. Furthermore, the plan proposes to maintain the unadjusted standard method derived figure which is at direct odds with the evidence prepared for the Council. For these reasons the plan is unsound.
- 1.6. PWA strongly disagree with the SHLAA assessment and through this further representation, we request that this site be reconsidered as an allocation for housing land. PWA believe the Page | 4



plan will need to increase the amount of housing for reasons set out in these representations. The Council will require more suitable sites to meet the amount of housing required. The Wheatley Lane Road site will meet the requirements in an area where schemes are viable and deliverable.

- 1.7. The Wheatley Lane Road site can provide up to 300no. dwellings and through previous assessment work already undertaken, it has been demonstrated that there are no adverse impacts that cannot be overcome through mitigation. Therefore, the site is consistent with both national and local plan policy.
- 1.8. This document provides an assessment of the Pendle Local Plan 4th Edition Publication Draft and presents a case why more housing is required to be planned for. Furthermore, this document justifies how the Wheatley Lane Road site would be not only be suitable for residential-led development but how allocation of the land will help to promote sustainable growth in Barrowford and meet the Council's required housing supply.



/2 SITE DESCRIPTION AND LOCATION

2.1. The application site extends to approximately 10.5 hectares and is located on the north side of Wheatley Lane Road; extending to Pasture Lane in the north. The site is currently agricultural land, with mature trees and hedgerow located around the perimeter. An aerial image of the site and its surroundings is provided at Figure 1 below:



Figure 1: Aerial image of the site

- 2.2. The site adjoins the existing settlement of Barrowford, a Local Service Centre, on the eastern boundary. In planning terms, a Local Service Centre will play a supporting role to the Key Service Centres and accommodate levels of new development to serve a localised catchment.
- 2.3. The site is located in the Open Countryside it is stated within the Core Strategy that proposals to develop outside of a defined settlement boundary (i.e. within the open Page | 6



countryside) will only be permitted for those exceptions identified in the Framework, or policies in a document that is part of the development plan for Pendle. However, it should be recognised in this respect that the site has good functional relationship with Key and Local Service Centres in the M65 Corridor, allowing residents the opportunity to seek employment near their homes and in addition, having good links with strategic transport and communications networks.

- 2.4. Directly to the east of the site is St Thomas Church of England School and Church. To the south east of the site are residential dwellings associated with Appleby Drive, Eden Close and Orton Close. Agricultural fields abut the north western boundary, and Pasture Lane (which will form the vehicular access to the site) to the north east.
- 2.5. The site comprises four fields that slope gently downward from north west to south east. There are no existing buildings on the site. There are existing trees and hedges on all boundaries of the site, except for the northern field, abutting Pasture Lane, where a drystone wall is present to the western boundary of the site. The site is substantially enclosed by existing housing and hedges.
- 2.6. There are no heritage assets located on the site, with the nearest listed building located at the Lamb Working Men Club (Grade II* listed) located approximately 280m east of the site and Lower Fulshaw Head Farmhouse (Grade II listed) located approximately 250m north west of the site. The site is located outside of the Barrowford Conservation Area which is located approximately 200m away from the southern parameter of the site. It is anticipated that any impacts will be local and not significant on either of their settings.
- 2.7. Due to the existing topography, there are public views across the site from Pasture Lane and the PROW which traverses it. The site incorporates existing public rights of way, including FP 13-2-FP 15 which connects Pasture Lane to the north with Appleby Drive to the east of the site and footpath 13-2-FP 16, which runs in a north to south direction and connects Wheatley Lane Road to the south.
- 2.8. There are local convenience stores (Booths and SPAR) located to the south east of the site, approximately 750m away. Barrowford also includes a pharmacy, village store, hairdressers, post office and a wide range of other retail shops and restaurants, all within proximity to the site.



- 2.9. Houses served off Appleby Drive are located along the eastern boundary. St Thomas' Church of England Primary School and St Thomas' Church are located to the south of the site, accessed off Wheatley Lane. The nearby properties are of varying ages and architectural styles. The older dwellings have coursed ashlar buff stone and facades with slate roofs, others are of brick with slate or tile roofs.
- 2.10. The site is located close to existing bus services which operate along Wheatley Lane Road and Gisburn Road, the closest being St Thomas Church bus stop; located approximately 300m from the centre of the site. The National Cycle Network (NCN) Route 68 can also be accessed within proximity to the site adjacent to Gisburn Road, approximately 650m away from the centre of the site.
- 2.11. Barrowford has excellent transport links with the wider region. Junction 14 of the M65 located approximately 1km to the south. Nelson Rail Station is located approximately 2km to the south. Pendle Community Hospital is located approximately 2km away.
- 2.12. Access to the site is currently taken off Wheatley Lane, from the southern boundary of the site, which also incorporates the existing PROW which traverses the site (13-2-FP 16).
- 2.13. The site is not subject to any statutory ecological designations, heritage assets or protected species. There are no TPO's associated with the site, however there are TPO's located on the south eastern boundary under TPO ref. TPO/NO1/1971. The site is not within an area at risk of flooding as defined by the Environment Agency.
- 2.14. The site's north eastern boundary abuts the settlement boundary of Barrowford as shown in Figure 2 below. The site is identified as open countryside (green).



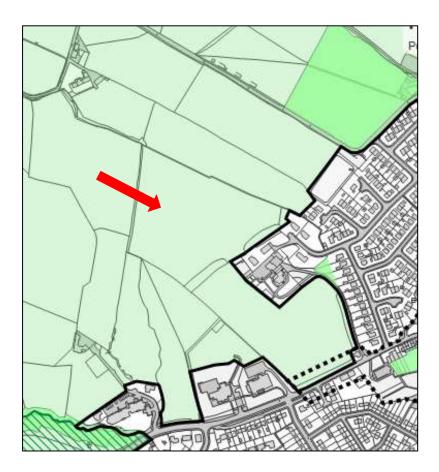


Figure 2: Extract from Pendle Borough Council's Interactive Proposals Map

2.15. In addition to the enclosure of the site by the settlement boundary and built development, as demonstrated above, the site is sustainably located; whilst the application site is located on the periphery of the defined settlement boundary of Boundary, it is considered that the proposal offers a location with excellent access to local services.



DEVELOPMENT POTENTIAL OF THE WHEATLEY LANE ROAD SITE

- 3.1. The site has a clear affinity with the adjacent settlement as well as strong defensible boundaries. To support this written representation submission, a Draft Masterplan, Landscape and Visual Appraisal and Transport Note have been provided to demonstrate how the site could be developed.
- 3.2. The site has most recently been subject to a planning application in 2021 (application ref. 21/0949/FUL). A summary of the scheme presented in that application, in relation to pertinent technical matters is also provided within the subsequent text. Taken as a whole, it is clear the site is both developable and deliverable.
- 3.3. The final iteration of a future masterplan for the development site can be provided, and will take on board the following key considerations:

Layout

3.4. It is anticipated that any future layout will include a range of terraced, semi-detached and detached houses, that will offer a varied housing mix appropriate to the local needs established at that time. It will furthermore ensure compliance with other policies in the Council's emerging plan.

Landscape

- 3.5. Notwithstanding the current designation of the land as Open Countryside, the Site is not subject to any statutory landscape designations.
- 3.6. No formal landscaping proposals have been drafted. However, it is likely that a future development will allow for the key existing vegetation to be retained, in addition to new formal and informal planting around the site. A layout can be designed around this allowing any future proposal to be assimilated into the countryside location, without an unacceptable impact on character and forming a new and robust settlement boundary.



3.7. As detailed above, a Landscape and Visual Appraisal has been provided in support of this written representation on the Local Plan and concludes that 'the Site has an existing relationship with the developed edge of Barrowford and that on balance the proposed development will, whilst wholly replacing portions of the landscape character at the Site level, sit within the existing retained landscape character elements at the Site level and the landscape character at the regional and district level. The proposed development of this land forms a logical expansion to the settlement and is generally visually well contained.'

Access and Transport

- 3.8. The site would be accessed from Pasture Lane and Wheatley Lane Road. Whilst concern was expressed via the recent planning application (ref. 21/0949/FUL), further work being undertaken does confirm that a safe and convenient point of ingress and egress from the site can be provided, via Wheatley Lane. This also includes acceptable pedestrian links to the wider area.
- 3.9. The site is accessible by local road links, with the closest being the M65 motorway. It is close to existing bus services which operate along Wheatley Lane Road and Gisburn Road. Moreover, National Cycle Network Route 68 runs along Gisburn Road. Consequently, future occupants would be located where they have a choice regarding transport and the site ultimately promotes sustainable modes of travel.
- 3.10. The Transport Note supporting this submission confirms:
 - The site can be satisfactorily accessed from the Wheatley Lane Road and Pasture Lane.
 - The site has been demonstrated to be highly accessible by sustainable modes of travel.
 - The traffic impact of the site is unlikely to have a materially detrimental impact on the operation or safety of the local highway network.

Air Quality



- 3.11. An Air Quality Assessment was undertaken for the previous planning application, it found that there were no reasons for objection to be raised on this basis. The findings are summarised below.
- 3.12. The results of a dispersion modelling assessment indicated that annual mean and short-term concentrations of NO2 and PM10 would be below the respective objectives in 2024. The assessment considered whether the proposed development could significantly change air quality during the construction phase. With the implementation of mitigation measures the dust impacts from the construction are considered to be not significant, in accordance with IAQM guidance.
- 3.13. Annual concentrations of NO2 and PM10 were predicted to be well below the respective air quality objectives for both 'without development' and 'with development' scenarios in 2024 at all modelled receptor locations. Predicted annual mean NO2 and PM10 concentrations in the 'with development' scenario are all 27.6% or less of the AQAL. Moreover, no exceedance of the short term 1 hour NO2 and 24 hour PM10 air quality objectives were predicted at sensitive receptor locations. Thus, the local air quality impact of emissions from traffic associated with the proposed development on the road network surrounding the site is predicted to be negligible.

Heritage Assets

3.14. The overall findings of the Heritage Statement that supported the planning application confirmed that a proposed housing development will not cause any appreciable harm to the significance of nearby heritage assets by changing their setting. This is because the topography of the site means that there are no significant views of the surrounding countryside or the site from within the Barrowford Conservation Area, or from key townscape buildings.

Land Contamination

3.15. The assessment supporting the former application concluded that the site has remained undeveloped and as such, there has been no identification of significant sources of contamination that would pose a significant risk to human health. The potential for



unrecorded shallow coal workings within the southern portion of the site will need be considered as part of any future planning application

Flood Risk and Drainage

3.16. According to the Government's Flood Map for Planning tool (see Figure 3 below), the site is located wholly in Flood Zone 1 (and not within Flood Zones 2 or 3 as per previous Council Local Plan assessments) which is defined as land assessed as having less than 1 in 1,000 years annual probability of flooding. It is therefore considered suitable for residential development.



Figure 3: Extract from the Environment Agency Flood Risk Map for Planning

3.17. Sufficient land exists within the site for the incorporation of sustainable urban drainage systems (SuDS). The previous supporting information to former application confirms this.

Ecology

- 3.18. The Ecology Appraisal for the previous application concluded that, in relation to protected and notable species, no badger setts or field signs were evident on-site at the time of the survey (2019).
- 3.19. In relation to roosting bats, the appraisal concluded that there were four trees with 'low' bat roost suitability and five trees which has 'moderate' bat roosting suitability. However,



overall, the appraisal concluded that the site has 'low' suitability for commuting and foraging bats.

- 3.20. In relation to nesting birds, the appraisal recommended that the developer should look to retain and incorporate the trees into the landscape planning. Where retention is not possible, it is recommended that trees are checked for signs of barn owls, no more than 48 hours prior to their removal. Moreover, vegetation clearance should occur outside of the bird nesting season.
- 3.21. The eradication of Himalyan Balsam should be completed by a weed eradication specialist through a program for the treatment and disposal of the invasive species.

Trees

- 3.22. There are no Tree Preservation Orders in place at the site. A total of 32 trees, 34 groups and 1 hedge were surveyed recently as part of the previous application. 4 category A trees and 1 category A groups were identified as part of the survey. 10 category B trees and 15 category B groups were identified, so were 15 category C trees.
- 3.23. Three trees remain with moderate suitability for bats (T1, T6 and T7) and these are recommended to be retained. It should be noted that any retained trees which are of moderate roost suitability should have a buffer of 1.5 x the trees canopy diameter for the duration of the construction works (Bat Conservation Trust, 2012).

Utilities and Infrastructure

- 3.24. Electricity A substation is needed to provide power to the site. A full assessment of the existing network will be needed to be carried out by Electricity North West once fuller details of a proposed development are known.
- 3.25. Gas Although a location point has been provided to make a connection to service the site, Cadent Gas states that this gas main currently has insufficient capacity for the requested demand and will require reinforcement (this can be provided following a successful permission at the site).



- 3.26. Water United Utilities state that their clean water network can supply the likely requirements for the proposed development.
- 3.27. Foul sewage A pumping station is not likely to be needed as the point of connection to the public sewer system is at a level lower than the development site.
- 3.28. There is a trunk water main along Pasture Lane and utility assets along Wheatley Lane Road. Discussions will need to be held with the utility providers to determine whether any diversions or protection of utilities plant and equipment will be necessary for the construction of the accesses.
- 3.29. It is expected that there would be no utilities constraints that would prevent the site being developed for residential purposes.

Summary

3.30. The above demonstrates a proposed development at the Wheatley Lane Road site may be implemented without significant adverse impacts arising from the site constraints. It is indeed a readily available site, that would be deliverable and make an immediate contribution to boosting Pendle's housing supply.



KEY THEMES AND RELEVANT DRAFT PLANNING POLICIES

- 4.1. There are key themes running through the Pendle Local Plan 4th Edition Publication Draft Consultation, which includes a focus on delivering development in the right location to provide sustainable growth and development.
- 4.2. Specifically, the plan at Paragraph 2.18 recognises that delivering housing is a significant challenge:

`Delivering new housing is a significant challenge. Large areas of the borough are designated as Green Belt and many areas of open countryside are valued for their landscape character and importance for biodiversity. The development of Greenfield land, both within and adjacent to our urban areas, is not viable without third party intervention, and previously developed (Brownfield) land is largely unviable.'

- 4.3. In this respect, the spatial strategy, as detailed in Paragraph 4.1 of the plan establishes key principles to guide development in the Borough up to 2040. This includes the promotion of sustainable patterns of development across Pendle, placing residents close to essential goods and services and access to sustainable modes of transport. It also points towards guiding the distribution of development via the settlement hierarchy which is to be translated into specific site allocations, with the intention of addressing local housing need and the potential for economic growth.
- 4.4. The Spatial Strategy is set out under Policy SP02. It recognises Barrowford as a Local Service Centre. It also makes clear as to how development should be adjudged against existing settlement boundaries. Policy SP02 identifies the distribution of development, which includes the M65 Corridor Urban Area delivering approximately 70% of development, and the M65 Corridor Rural Area delivering approximately 10%. It also states that new housing will be distributed according to the role of each settlement, and allocations will be made through Policy AL01 and Policy AL02.
- 4.5. Policy SP11 relates to transport and connectivity, and seeks that proposals follow the settlement hierarchy approach detailed in Policy SP02 (amongst other criteria) to help minimise the need to travel by ensuring they are developed in appropriate locations close to existing or propose services. Likewise DM01: Climate Change Resilience, in relation to Page | 16



the location of development seeks developments to be accessible to and where feasible they should contribute towards the enhancement of pedestrian, cycling and public transport infrastructure in accordance with Policies SP11 and DM32.

4.6. In terms of the housing policies set by the plan, Paragraph 6.2 states that ensuring a sufficient supply of housing of the right type and location is an important role of the Local Plan. The housing land supply position in Pendle is summarised in Table 8.1 in the plan (copied below for clarity). The figures are based on a housing requirement of 148 dwellings per annum (dpa), as set out in Policy DM20.

Table 8.1: Residual Housing Requirement at 31st March 2023

A	Housing requirement 2021/22-2039/40 (140 dpa)	2,812
В	Housing delivery during the plan period to 1 April 2023	570
C	Dwellings with planning permission at 31 March 2023 (including 10% lapse rate):	808
	Anticipated delivery at the strategic housing site (Trough Laithe) to 2039/402	432
	Small sites windfall allowance (40 dpa) ³	560
D	Residual requirement [A-B-C]	442

¹ Excludes dwellings on the strategic housing site at Trough Laithe, where delivery has commenced (Row C)

- 4.7. The supporting text to the policy subsequently attempts to justify why the Council are deferring away from the housing evidence which supports the preparation of the Emerging Local Plan (the Housing and Economic Development Needs Assessment (HEDNA)). The results of the evidence point towards a significantly higher housing figure than proposed to be adopted by the Local Plan, currently derived from Standard Methodology.
- 4.8. Whilst the plan does recognise the 148 dwellings per year as a minimum to be provided by Pendle, Paragraph 6.21 onwards (copied below) then provides written details as to why the Standard Methodology figure should be adopted as opposed to the evidence currently supporting the plan in the form of HEDNA:

'To ensure that the housing requirement reflects the best interests of the residents of Pendle, its employers, the economic and regeneration potential of the borough, and the need to secure sustainable development beneficial to the area as a whole, it is important to

² Excludes 63 dwellings completed in 2021/22 and 2022/23 monitoring years (included in Row B).

³ Excludes first three years, where dwellings are likely to be included in the completions (B) and existing commitments (C)



further test this starting position. In response, the Council commissioned a Housing and Economic Development Needs Assessment (HEDNA). The HEDNA examines housing needs for Pendle considering projected economic growth scenarios, policy options to address migration outflow, and affordable housing need. The HEDNA also addresses the future need for size, type and tenure of new homes required in support of Policies DM22 and DM23.

PPG allows divergence from the Standard Method figure where this can be justified by exceptional local circumstances. In response, the HEDNA examines the suitability of the standard method as the potential housing requirement for Pendle and considers any reasons to apply further uplifts.

The 2021 Census provides a recent overview of population change and characteristics in Pendle. It shows that the population of Pendle has grown to 95,800 people and has increased by 7.1% since the 2011 census. The rate of population growth indicated by the Census is significant, and well above that represented by the standard method figure.

The HEDNA models the housing need required to fulfil the demographic growth indicated by the Census if this was projected forwards. The HEDNA finds that it would result in a housing requirement nearly four times higher than the standard method figure. Maintaining this level of growth in Pendle would be unrealistic and would amount to a significant increase in the housing stock.

In the general absence of clear data to support an alternative demographic position to the 2014-based household projections, the HEDNA recommends that the Council monitor and obtain future demographic data as this becomes available. It then concludes that the demographic need of the borough is likely to be higher than that set out by the 2014-based projections but does not conclude a specific requirement.

The HEDNA moves on to consider the linkage between housing growth and economic growth. This is essentially the number of additional homes required to house a growing workforce. The HEDNA projects forecasted jobs growth of 2,100 (2022-32). The projection has also been sensitivity tested to ensure that it is reasonable, accounting for recent performance of the Pendle economy. The HEDNA concludes that the standard method requirement of 140 dpa would be insufficient to support projected jobs growth and recommends that a housing requirement of 270 dpa is adopted to support this figure.



The Pendle Housing Need Review (2024) uses newly available data to update the findings of the HEDNA (2023). It concludes that the population of Pendle will increase by around 750 between 2024 and 2034, or 144 dpa when translated into households. Applying an increase for affordability, utilising the approach set out in the government's standard method, gives a demographic-led annual housing requirement of 148 dpa. This figure is 20% or 24 dpa higher than the latest standard method figure for Pendle.

The report also considers the level of housing required to deliver projected economic growth, concluding that an annual housing requirement of 230 dpa would be needed. The report highlights that economic activity rates in Pendle are significantly lower than the regional average. In response, a sensitivity test based on improving economic activity rates was carried out. This concludes that an annual housing requirement as low as 144 dpa would be appropriate were there to be modest increases in economic activity rates.

Improving economic activity rates is a government priority. Programmes supported through the UK Shared Prosperity Fund, and those that are proposed, give the Council confidence that economic activity rates in Pendle will improve during the plan period. In these circumstances an annual housing requirement of 230 dpa would lead to an oversupply within the labour force, failing to achieve the necessary balance between housing and employment growth that is required by the NPPF.

The annual housing requirement is not a cap to development and the spatial strategy is likely to deliver a supply of housing which is in excess of this figure. The Council will continue to apply the presumption in favour of sustainable development approving proposals which are consistent with policy without delay.'

- 4.9. Asides from the inadequacies of the numbers being planned for, the aforementioned text states that the strategy is likely to deliver a supply of housing in excess of the proposed figures. If the authority are indeed anticipating this volume of supply, they should be planning on that basis so that jobs growth and associated infrastructure can be planned for comprehensively.
- 4.10. Further to this, the Pendle Housing Need Review (2004) concludes with the following:



'We therefore conclude that the economic need of 230 dpa remains the most appropriate housing target for Pendle although this could be lowered with a deliverable strategy to improve economic activity rates within the Borough.

This level of growth (230 dpa) is also deliverable, the annual monitoring report suggests that the average annual housing delivery in the last three reported years (2018/19 to 2020/21) has been 286 dwellings, although longer-term trends are lower.

This suggests that there is a demand for a higher level of housing delivery than both the standard method and the lower economic-led housing need. Historic delivery is also flagged as a consideration in the PPG (Reference ID: 2a-010-20201216) when considering a higher housing figure than the standard method.'

4.11. In terms of housing in the countryside, Policy DM26 details instances where this can be considered acceptable. The criteria supports conversions, extensions or alterations and replacement buildings. There will also be the positive consideration of proposals that represent an exceptional or innovative design, as well as accommodation for rural workers.

Table 8.1: Residual Housing I	equirement at 31st March 2023
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A	Housing requirement 2021/22-2039/40 (140 dpa)	2,812
8	Housing delivery during the plan period to 1 April 2023	570
c	Dwellings with planning permission at 31 March 2023 (including 10% lapse rate):	808
	Anticipated delivery at the strategic housing site (Trough Laithe) to 2039/40 ²	432
	Small sites windfall allowance (40 dpa) ²	560
D	Residual requirement [A-B-C]	442

Excludes dwellings on the strategic housing site at Trough Laithe, where delivery has commenced (Row C)

4.12. Paragraph 8.15 confirms that the housing requirement will provide a 272 dwelling surplus against requirements, confirming that the plan has been positively prepared in its approach to securing sustainable development. This is however circa 10% of the overall housing requirement. Given around a third of the dwellings per annum (dpa) is anticipated to come from windfall sites (40 dpa), additional supply should be sought, most notably in the form of additional allocations. Subsequently Paragraph 8.19 states that the release of land currently designed as Green Belt is not required.

³ Excludes 63 dwellings completed in 2021/22 and 2022/23 monitoring years (included in Row B).

³ Excludes first three years, where dwellings are likely to be included in the completions (B) and existing commitments (C)





FURTHER COMMENTS AND CONSIDERATIONS

Housing requirement and Delivery (Policy DM20)

5.1. It is detailed that over the course of the plan, the housing requirement is 2,812, equating to 148 dwellings per year. This figure is below the authorities net completions since the start of the plan. As such, having such a low figure clearly does not meet the objectives of the NPPF of boosting the supply of housing, particularly in light of the evidence (see the HEDNA) gathered by the authority which indicates a higher number should be used as their housing requirement. Indeed, as set out in the preceding text, the Policy text of DM20 details how this is intended to be delivered:



Policy text

- Over the plan period (2021-2040), provision will be made to deliver a minimum of 2,812 net dwellings, equating to a net average of 148 dwellings per annum.
- The housing requirement will be delivered in accordance with the defined spatial strategy (Policy SP02) and spatial distribution (Policy SP03).
- 3. The housing requirement will be delivered by:
 - (a) Sites under construction or with extant planning permission.
 - (b) New homes completed at the Trough Laithe Strategic Housing Site (see Policy AL01).
 - (c) Specific sites allocated through Policy ALO1.
 - (d) Sites allocated for housing in a 'made' Neighbourhood Plan.
 - (e) Sites identified on the Council's Brownfield Land Register and other unallocated sites at locations suitable for housing development within a defined settlement boundary (windfall sites).
- 4. The supply and delivery of housing will be monitored through the publication of the Council's Authority Monitoring Report and the Government's Housing Delivery Test. If the Housing Delivery Test demonstrates a shortfall in new home provision, the Council will:
 - (a) Work with developers to identify, address, and overcome any barriers to the delivery of housing.
 - (b) Review housing density, site capacity, and product delivery at sites where development has not yet commenced including allocated sites.
 - (c) Where required, prepare an Action Plan setting out measures to increase housing delivery.
 - (d) Apply the presumption in favour of sustainable development as required in accordance with the National Planning Policy Framework.
- 5. When applicable⁶², the Council will maintain a specific supply of deliverable⁶³ housing sites sufficient to provide a five-year housing land supply. Where this cannot be demonstrated, the Council must apply the presumption in favour of sustainable development.⁶⁴ In these circumstances development proposals should continue to accord with the spatial strategy, represent a proportionate response to any shortfall in supply identified, and meet the requirements of Policies DM21, DM22 and DM23.
- 5.2. To inform the figures to be included in the Local Plan, Pendle Borough Council instructed Iceni Projects to undertake a Housing and Economic Development Needs Assessment (HEDNA). In this respect, the National Planning Policy Framework (NPPF) requires the preparation and review of local plans to be underpinned by relevant and up-to-date evidence, and take into account relevant market signals. It sets out a framework through which development needs to be assessed. The overall aim of the HEDNA is to provide robust and proportionate evidence to inform the review of the Pendle Local Plan with regards to



housing and employment land needs and requirements, and their associated policies. The two key findings of the HEDNA are as follows:

- The Standard Method for assessing housing need currently results in an annual housing need of 140 dwellings. The report details the exceptional circumstances that would support deviation from the Standard Method and recommends a figure in the region of 270 dwellings per annum when taking account the range of evidence including economic growth.
- The report considers the office requirement to be planned for as 13,200sqm and the industrial and warehousing requirement to be 79,100sqm.

5.3. The HEDNA also provides the following useful conclusions on housing need:

'6.109 Whilst this report cannot be precise about a housing number, on balance a figure in the region of 270 dwellings per annum looks to be about right when taking account of the range of evidence including the need for additional labour force as well as more recent delivery rates.

6.110 More recent demographic trends clearly point to a housing need above the standard method as population growth looks to have been stronger in the recent past than was the case in the trend period to 2014 (as used in the 2014-based household projections). There are some uncertainties about the quality of the demographic data available with clear discrepancies between Census information and other sources. If we look at 5- and 10-year trend projections within the framework of the Standard Method then a range of need of between 212 and 315 dwellings per annum is shown (270 dpa being towards the top end of this range). What is certain is that the housing need will need to exceed the standard method to meet economic growth. This leads us to our minimum 270 dpa conclusion.

6.111 If this level of housing is not delivered it will either stifle local economic growth, which is contrary to the NPPF or result in more people commuting into the borough than before. This could lead to unsustainable commuting patterns which result in congested roads and over-crowded public transport (without improvements).'



5.4. Since the above document, the Pendle Housing Need Review (2024) has been undertaken, which echo's similar concerns over the low figure the authority are choosing to progress with:

'We therefore conclude that the economic need of 230 dpa remains the most appropriate housing target for Pendle although this could be lowered with a deliverable strategy to improve economic activity rates within the Borough.

This level of growth (230 dpa) is also deliverable, the annual monitoring report suggests that the average annual housing delivery in the last three reported years (2018/19 to 2020/21) has been 286 dwellings, although longer-term trends are lower.

This suggests that there is a demand for a higher level of housing delivery than both the standard method and the lower economic-led housing need. Historic delivery is also flagged as a consideration in the PPG (Reference ID: 2a-010-20201216) when considering a higher housing figure than the standard method.'

- 5.5. Paragraphs 6.21 onwards of the Preferred Options, copied into the previous section, sets out the Council's attempt to disregard the evidence they asked for based on the best interest of local residents (as stated in the Paragraph 6.21 of the Preferred Options) (which raises questions as to what is in the best interest of residents given the evidence has largely been disregarded). This is strongly rebutted.
- 5.6. In terms of moving away from the Standard Methodology figure, the PPG sets out that there will be circumstances when a higher figure than that generated by the standard method might be considered as the standard method does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. The recent HEDNA produced by Iceni Project succinctly and clearly demonstrates why this should be the case in this instance, along with the more recent Pendle Housing Need Review (2024).
- 5.7. The NPPF at Paragraph 85 states that 'significant weight should be placed on the need to support economic growth and productivity'. The Preferred Options seeks to achieve sustainable growth and diversification of the Borough's local economy and the Vision sets out the aspiration to expand such a way particularly in the M65 Corridor, diversifying the



economic base and foster growth of the established manufacturing sector. Improvements in education and training Pendle Borough Council are intended to create a more knowledgeable and skilled workforce, increased entrepreneurial activity and new business opportunities. Furthermore, Strategic Objective 6 sets out the aim to: 'Strengthen the resilience of the local economy by facilitating economic growth, particularly where it supports diversification and regeneration.

- 5.8. In this respect, there is a clear and very pertinent question as to whether the reduced figure of 148 dpa will adequately ensure the economic growth of the borough. Paragraph 86c of the Framework which states planning policies should (amongst other things): 'seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment.' For the Pendle, and, based on the most up to date projections, this is considered to equate to 270dpa, clearly a figure of 148 dpa will by no means assist in delivering this and the aspirations set by the Local Plan. The Council's own supporting text to the housing need section of the Preferred Option, in Paragraph 6.27 make clear why the Standard Method figure is not suitable and a higher figure should indeed be used.
- 5.9. Thus, it is not clear how the OAN can now be adequately met with such a decrease in projected housing provision, particularly when the housing land supply figure does not include affordable housing provision and how these specific needs will be met.
- 5.10. In terms of affordable housing, the HEDNA reports a significant need of 288 affordable dwellings per year. Again, this further confirms that the housing figure of 148 dwellings per annum is low and true needs will not be fully accounted for over the plan period. Additionally 40 of the 148 dwellings per annum are anticipated to be from windfall sites which are defined as sites of less than 9no. dwellings which won't need to deliver on affordable housing. This further emphasise the acute nature of the need to increase the planned supply of larger housing sites, which in turn will help in contributing towards affordable housing need and requirement of the authority. The Council in taking the above approach will simply extrapolate the matter, making the affordable housing need matter greater by simply not seeking to tackle the need identified within the HEDNA in any respect.
- 5.11. There is as such a significant need to boost the supply of land and ensure general economic growth over the entire Plan period as demonstrated within the projections and aspirations Page | 26



of the plan, with a key theme that the Plan will significantly boost the supply of housing in accordance with the NPPF. Pendle cannot achieve this and consequently must ensure that the figure meets the latest population and household projections; makes an allowance for the plan's economic aspirations for growth; and boosts significantly the supply of housing in the borough in accordance with the NPPF. To simply disregard the market signals identified in the HEDNA for reasons that are not exceptional local circumstance only supports the point that the plan is simply not justified and certainly not positively prepared.

- 5.12. Finally, there is no flexibility built into the housing requirement to include actual need. Whilst a surplus is identified, this is minimal particularly given the need as evidenced is anticipated to be significantly more. Pendle should instead seek to encourage growth now.
- 5.13. As such, this offers further justification and highlights the need for a larger site allocation such as that off Wheatley Lane Road to be allocated within the local plan as it can guarantee some certainty of being progressed within the short term by a developer with an excellent track record of delivering high quality homes.
- 5.14. The emerging local plan's reliance on windfall sites coming forward to meet overall housing needs is inappropriate in that it involves a degree of uncertainty in supply which makes it unlikely that the number of dwellings required to be delivered within the plan period will be brought forward successfully. Such a high proportion of the supply (40 dpa, circa 30% of 140 the plans dpa requirement) undermines the effectiveness of the spatial strategy and is likely to lead to unplanned development, not directing development to the most sustainable locations. Development opportunity sites in sustainable locations and that are available, such as the site at Wheatley Lane Road / Pasture Lane should be specifically allocated, rather than development being constrained in favour of sites which may not go ahead or could be stalled due to several varying factors.
- 5.15. The site is available now and actively in control of a recognised housing developer, which would mean that the site could make significant numbers of new homes contributing to the figures within the Local Plan, and potentially the more immediate 5 year supply of the authority.

Implications of the Emerging National Planning Policy Framework (NPPF)



5.16. It is also pertinent to point out the government consulted on a new NPPF 30th July to 24 September 2024. With regards housing supply, the consultation draft NPPF contains a new standard method in calculating hosing supply. The emerging NPPF and the new method outcome shows a figure of 382 dpa for Pendle (with the previous figure given as 124 dpa).

5.17. The consultation version of the NPPF includes transitional arrangements for local plans at the Regulation 19 stage within one month of its publication. While these provisions may change or even be removed, the current draft specifies that local plans cannot proceed without addressing the new NPPF requirements, such as higher housing targets, unless the difference between the proposed figures and the new standard method is no more than 200 dpa as per draft NPPF para 226.

5.18. For the Pendle Local Plan, the proposed housing target falls significantly short of the new standard method by more than 200 dpa. Specifically:

- Proposed figure: 148 dpa

- Standard method figure: 382 dpa

- Shortfall: 234 dpa

5.19. Based on this alone, the plan does not meet the requirements to proceed to submission or examination under the draft NPPF guidelines.

5.20. In addition to the housing target shortfall, the Iceni evidence, which the Council has opted to disregard, presents a compelling case that should be considered alongside the emerging NPPF requirements. Given these substantial discrepancies, it is strongly recommended the Pendle Local Plan is reviewed and revised before proceeding further.

5.21. The emerging NPPF provides transitional arrangements for local plans at Regulation 19 stage within 1 month of the publication of the NPPF. It is acknowledged that this may change on publication or measures may be removed, however, the proposed transitional arrangements risk perpetuating the undersupply of new homes. Many local planning authorities are rushing to reach Regulation 19 stage, sometimes prematurely, to avoid grappling with the higher housing requirements and green belt issues in the emerging NPPF. These plans are being advanced with the full knowledge that they fall short of meeting future housing needs. It is our belief that this is what is happening at Pendle. This approach



undermines the aspirations of the emerging NPPF and the government's broader goals of addressing housing delivery challenges.



/6 SUPPORTING CASE FOR THE ALLOCATION OF THE WHEATLEY LANE ROAD SITE REF: P130

- 6.1. It has been explained how the Wheatley Lane Road site is well related to the existing settlement boundary for Barrowford and can achieve a quality, sustainable development to meet long term housing needs and future growth aspirations.
- 6.2. Barrowford is likely to remain a key location for growth well into the future but large parts of the settlement are significantly constrained by limited amounts of available previously developed land, the open countryside, accessibility and topography.
- 6.3. It is considered that the proposal will represent an entirely appropriate and sustainable type of development. The development will contribute to the availability of market dwellings within the Borough and the development will be confined to a Local Service Centres, of which Barrowford is included, as per Policy SP02. Furthermore, as per the site's location adjacent to Barrowford, it would ensure that sustainable growth as sought by the Preferred Options could be delivered. It would ensure homes in proximity to facilities and services as sought by policies by the strategy within the plan, Paragraph 4.1 and Policy SP11.
- 6.4. Whilst the site is located within the Open Countryside, due to the site's proximity to the M65, the development will be located within the area identified for most of the borough's housing growth. Although the site is within the open countryside, it is located on the northern perimeter of the settlement of Barrowford.
- 6.5. It is considered that housing would represent an efficient use of land as well as representing a sensible extension to Barrowford, particularly given the site's containment by the existing development, road infrastructure, natural features and the relationship with the settlement boundary, as defined through the Local Plan.
- 6.6. Through the local plan, Pendle are promoting sustainable growth and encouraging the provision of high-quality family housing. In this respect, the site will be attractive to developers seeking to provide a healthy mix of properties, including open market dwellings and family housing, in line with the Council's aspirations, enhancing Barrowford as a popular settlement to live and work.



- 6.7. The site forms a very logical extension to the settlement area of Barrowford where a more rural to urban transition can take place. Any proposed housing development at this site will provide the type of homes that the Borough will need, both now and in the future. Furthermore, the allocation of Wheatley Lane Road for housing will provide a logical, permanent, and defensible boundary for the open countryside designation to the west.
- 6.8. It is considered the site will meet all the relevant requirements as set out above, with any perceived harm being significantly outweighed by the benefits of a quality housing development. As the land is readily available, deliverable, allocation of this land will help the Council to meet their identified housing requirements across the plan period, providing a good mix of homes for Barrowford, in addition to other sites that have already been allocated or are proposed to be allocated.
- 6.9. On the above basis, we feel that the site has considerable merit as a housing allocation, being a true representation of what the Council identifies as representing 'balanced' housing growth across the Borough.



/7 CONCLUSION

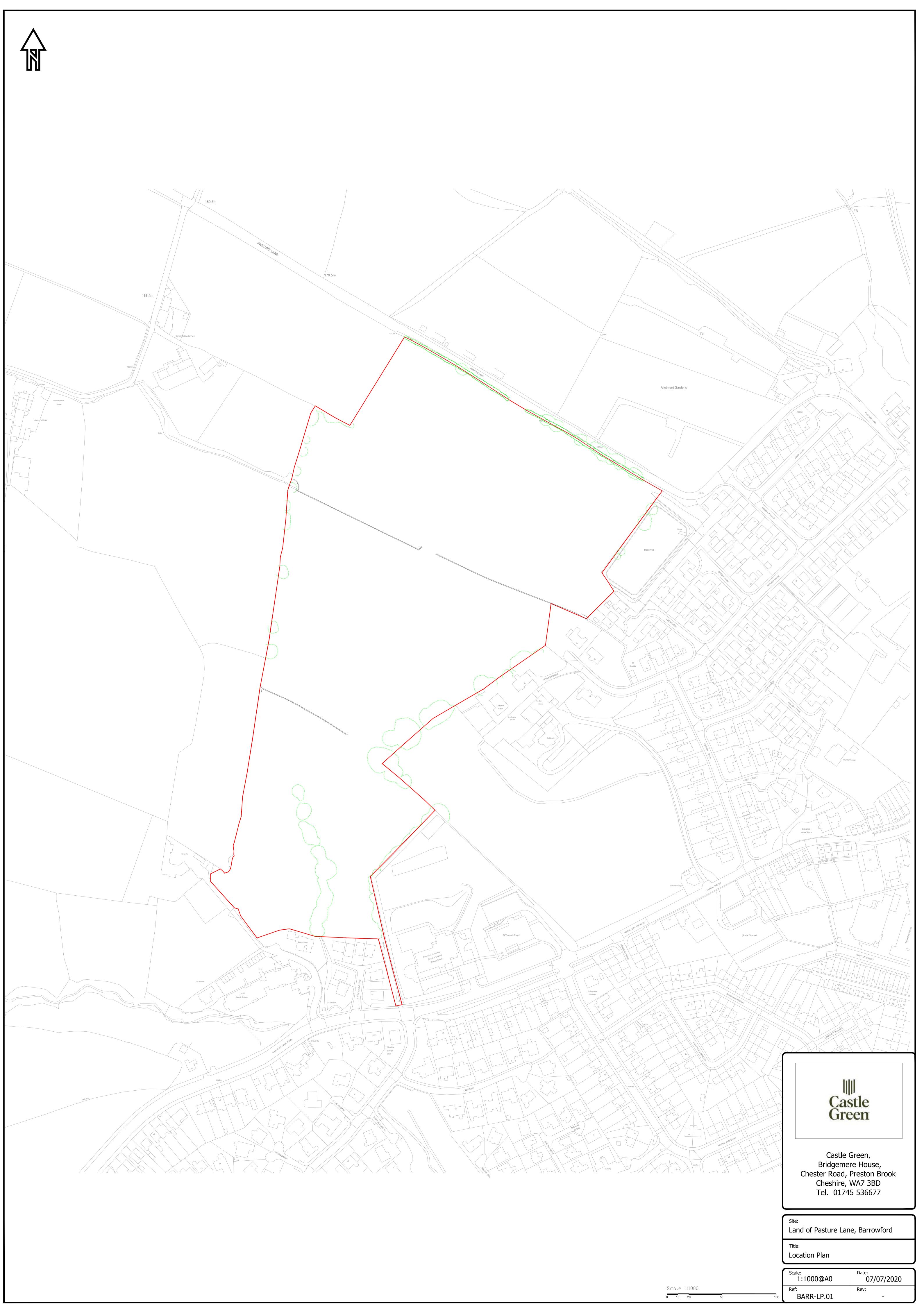
- 7.1 Future development at the Wheatley Lane Road site will result in a valuable increase to the housing supply within the area through the development of up to 300 new homes. The proposed scheme would be based on the western settlement boundary of Barrowford. The scheme would not result in isolated new homes within the countryside and has clear functional links to the village given the proximity of the main settlement.
- 7.2 In terms of the housing need of the borough, based on the HEDNA, a higher figure of at least 270 dpa should be used. The deferment to Standard Methodology in this instance is not justified. To simply ignore clear market signals, and progress on a figure 148 dpa will not deliver on the plan's aspirations, notably in terms of economic growth. Additionally, it simply ignores the growing affordable housing need within the figure selected, which is recognised as significant. The figure used on the plan should be altered to take into account the supporting evidence to the plans development. In this respect further land should be allocated.
- 7.3 The allocation of the Wheatley Lane Road site will result in several key benefits which are deemed relevant, namely: -
 - It will support a high-quality residential development, which abuts the settlement of Barrowford;
 - The site location represents a logical extension for Barrowford;
 - The site has clear functional links with the existing settlement;
 - Development of the site will utilise a vacant and underutilised site, providing benefits
 to existing and proposed residents through improved pedestrian linkages from the site
 to Barrowford and beyond;
 - Development of the site will provide support for existing businesses and suppliers in the area during construction, contributing to the local economy; and
 - Development of the site will not generate any adverse impacts which cannot be adequately mitigated.



- 7.4 It is understood that any residential development promoted at the site will need to be considered through the planning application process and will have to be sympathetic to the wider area regarding density and layout.
- 7.5 The site is however available immediately, with the site owners having recently entered into a development agreement with a recognised house builder. Furthermore, the site is located sustainably, and future residents would benefit from the local services already available in the surrounding area.
- 7.6 This statement has demonstrated that site represents an entirely appropriate location for the development of new homes in Barrowford and should be allocated within the emerging local plan.
- 7.7 In light of the significant discrepancies between the proposed housing target in the Pendle Local Plan and the figures derived from the emerging NPPF's standard method, it is clear that the plan is fundamentally unsound. The 234 dpa shortfall, combined with the Council's decision to disregard the Iceni evidence, highlights a failure to address critical housing delivery requirements. Moreover, the apparent rush to advance the plan under transitional arrangements undermines the principles of sustainable and effective planning outlined in the emerging NPPF.
- 7.8 To ensure compliance with the government's housing aspirations and to meet the needs of future residents, the Pendle Local Plan must be reviewed and revised to reflect the new standard methodology and evidence-based housing requirements. Without such adjustments, the plan cannot justifiably proceed to submission or examination, as it does not align with the emerging policy framework or its objectives to address housing shortages comprehensively.



APPENDIX A





APPENDIX B







RESIDENTIAL DEVELOPMENT

PUBLIC OPEN SPACE

PLOT ORIENTATION



FEATURE JUNCTION



PEDESTRIAN ACCESS



ROUTES OF PUBLIC RIGHT OF WAY TO BE RETAINED WITHIN THE SITE



PRIMARY ACCESS ROAD WITH STREET TREES SECONDARY STREET



TERTIARY STREETS



VEHICLE ACCESS



FOOTPATH



EXISTING WALL TO BE RETAINED

NET DEVELOPABLE AREA - 7.9HA 260 DWELLINGS @ 33DPH

U R B A N G R E E N







LAND OFF PASTURE LANE, BARROWFORD

CLIENT: Castle Green DRAWN: TR CHECKED: ME APPROVED: MK
SCALE: 1:2500 @A3 DATE: 21/11/24 DRAWING NO: UG_2810_URB_DRG_MSP_002



APPENDIX C

LANDSCAPE & VISUAL ANALYSIS

NOVEMBER 2024

Pasture Lane, Barrowford Revision - 01

U R B A N E N

Location:

The Site is located on the north west urban fringe of Barrowford. The Site's northern boundary is formed by Pasture Lane and the proposed access is from Wheatley Lane Road to the south.

Existing Land Use:

The Site currently comprises four pastoral field parcels. Boundaries are formed of mature hedgerows with frequent hedgerow trees, post and wire fences, dry stone walls and stone walls. The southern field parcel contains a belt of mature vegetation centrally. A Public Right of Way (PRoW) crosses the Site centrally from east to west, a further PRoW connects this route with Wheatley Lane Road to the south. High voltage electricity cables the Site's southern parcel.

Development of the Site would see the removal of the pastoral field parcels and a limited amount of mature vegetation and replacement with new built form, access roads, open space and a new landscape structure.

Contextual Landscape Character:

Lancashire County Council published "A Landscape Strategy for Lancashire" in 2000. The Site is located within Local Landscape Character Type (LCT) 6: Industrial Foothills and Valleys. This landscape character type is described as:

"The Industrial Foothills and Valleys are a complex transitional landscape of relatively small scale with intensive settlement. The area has a more gentle landform and varied vegetation cover than that of the nearby higher ground. Trees thrive around farmsteads, along stone wall boundaries and in small medium sized woodlands. Fields are enclosed by gritstone walls or hedgerows. There is a dense network of narrow winding lanes in the rural areas and major roads link settlements along the valley floor. Settlement is heavily influenced by a history of industrial development in the villages themselves and the neighbouring urban areas. Thus the landscape character shows a mixture of rural agricultural and industrial land uses. Gritstone is the characteristic material of farm houses, laithe houses, mills, and cottages. The frequent mill terraces, industrial buildings and more modern housing developments (often built of brick), reflect the proximity to large industrial and commercial centres and lowland clay lands."

The LCT is further broken down into Landscape Character Areas (LCA). The Site is located within LCA 6a Calder Valley which is described as:

"This landscape character area encompasses the landscape of the broad valley of the River Calder outside the urban settlements. It extends from the moorland fringes of the South and West Pennines (to the south) and Pendle

Hill and Mellor Ridge (to the north) to the urban fringes of Blackburn, Darwen, Accrington, Burnley, Nelson and Colne. Agricultural activity is productive with lush, improved pastures utilised for dairy farming as well as sheep grazing. Stone walls remain the predominant boundary type on higher ground, although there are frequently hedgerows and post and wire fencing on the lower slopes and valley bottom. The landscape is well populated; there are many houses, footpaths and large farms. Stone walls and farm buildings are important remnants of earlier landuses, particularly where modern developments threaten to obscure the visual and cultural appeal of the area. Modern houses are conspicuous for their rendering or use of alien materials and their gardens and ornamental plants. Designed landscapes, such as Huntroyde and Read Park, are important locally to the visual and cultural qualities of this character area; they also contribute an important wooded element to the landscape. Mills, mill terraces and handloom weavers houses are reminders of a very different lifestyle and are usually located closer to the centres of urban areas. The urban fringes of Colne, Nelson and Burnley exert an influence over the landscape; close to the urban edge there are pockets of neglected land and urban fringe land uses such as horse paddocks, garden centres and retail or industrial buildings."

Development of the Site would directly and permanently alter the character and appearance of the Site at a local level. Effects are anticipated to be limited to a small part of the LCT in an area already influenced by the surrounding residential areas

Site Landscape Character:

The Site forms a part of a wider area of upland pastoral farmland on the north west fringe of Barrowford, with stone walls and mature hedgerows and trees to field and Site boundaries, broadly consistent with the key characteristics of LCA 6a: Calder Valley within which it lies.

Development of the Site would see the removal of the pastoral field parcels, a resource which cannot be readily replaced, but is relatively common in the local landscape context.

Adjoining Land Use:

The Site is bound by a small reservoir and residential dwellings accessed from Appleby Drive and Lupton Drive to the east, pastoral field parcels interspersed with farmsteads to the west, Pasture Lane with pastoral field parcels and allotments to the north and residential dwellings and Barrowford St Thomas Primary School and Church accessed from Wheatley Lane Road to the south. The Site is influenced by both the residential areas to the south and east and the surrounding pastoral landscape to the north and west.

The wider contextual land cover surrounding the Site would remain unaffected by any future development proposals.

Landscape Designations and Policy:

There are no local or national landscape designations covering the Site or the immediate surrounding area. The Forest of Bowland AONB / National Landscape is located approximately 600m to the north west of the Site. The Site is located within a wider area to the north and west of Barrowford that is identified as Open Countryside (Policy EN1) within Pendle Local Plan. Supplementary Planning Guidance (SPG) - Development in the Open Countryside (2002) provides design criteria for new development within these areas. The Site lies within Valley Sides/Western Industrial Foothills and the SPG makes the following suggestions:

- "development only where related to an existing settlement or groups of buildings;
- development to be contained by natural landform and established planting to restrict visibility from surrounding countryside and routes;
- massing of any buildings visible from the surrounding countryside to form clusters of inter-connected small scale building elements;
- avoid visibility against skyline;
- additional screening through re-profiled landform and new tree planting, especially at the edges of existing settlements;
- mixture of single and two storey height within any building cluster;
- minimisation of building across contours;
- walling of any units visible from the surrounding countryside to be in natural colours, tones and textures such as neutral grey;
- roofs in dark grey/blue or stone coloured materials;
- limited openings in walls of any units visible from the surrounding countryside, generally less than 25% of the surface area;
- simple details to openings and roof edges;

- boundary treatment at edge of development restricted to stone walls or substantial hedges in locally native species and repair of degraded sections of principal stone walls alongside footpaths and lanes;
- no prominent equipment, aerials or signs to be visible from the surrounding countryside;
- surface area of site used for private hard standings to use permeable materials; and
- garden areas of decorative planting and other domestic uses sited to minimise visibility from surrounding countryside and routes."

Heritage Designations:

There are no heritage assets within the Site. The closest designated heritage assets include:

- Barrowford Conservation Area approximately 160m to the south east of the Site, which includes a number of listed buildings, the closest of which to the Site are the Grade II* Listed Building Lamb Working Men's Club, the Grade II Listed Buildings 99, 101, 103 AND 103A, Gisburn Road, the Grade II Listed Building White Bear Inn and the Grade II Listed Milestone opposite 129 Gisburn Road;
- The Grade II Listed Building Lower Fulshaw Head Farmhouse approximately 250m to the north west of the Site; and
- The Grade II Listed Building Pasture House approximately 420m to the north.

There is anticipated to be limited degree of intervisibility between the Grade II Listed Buildings Lower Fulshaw Head Farmhouse, Pasture House and the Site. There is not anticipated to be any further significant intervisibility between the Site and any local heritage assets.

Ecological Designations:

There are no ecological designations covering the Site and designations are limited within the surrounding area. The closest is Greenfield Local Nature Reserve, approximately 1500m to the east of the Site.

Public Rights of Way:

Footpath LA|1302|015 crosses the Site centrally connecting Appleby Drive to Higher Oaklands Farm and Lower Fulshaw Head Farmhouse to the west. Footpath LA|1302|016 crosses the southern portion of the Site, connecting with Footpath LA|1302|015 on the Site's western boundary. Beyond the Site, there are numerous PRoWs in the local landscape context which provide a significant leisure resource to the local community.

The development proposals will seek to maintain the footpaths within the Site along their current alignments and will positively integrate them in to the development, largely setting them within proposed areas of open space.

Topography:

The Site lies on a south east facing slope of a ridgeline associated with the raised area of Brown Hill to the north west, falling towards Pendle Water to the south east. Landform within the Site falls broadly from north west to south east from a high point of approximately 178m AOD near the northern boundary of the Site to a low point of approximately 138m AOD in the south near Wheatley Lane Road becoming steeper in the southern portion of the Site. The northern portion of the Site occupies a relatively flat terrace above the steeper gradients within the southern portion of the Site and beyond the Site to the east.

The principal topographical features in the study area are the valley formed by Pendle Water which flows broadly north east to south west to the south of the Site before its confluence with the River Calder and the upland area of Brown Hill to the north west of the Site.

Vegetation:

Significant vegetation within the Site is limited to the improved grassland of the field parcels, mature boundary hedgerows, hedgerow trees and a central tree belt within the Site's southern field parcel. Existing mature trees line parts of the south east Site boundary.

Water Features:

A small watercourse drains the southern field parcel and drainage ditches follow portions of the internal field boundaries. A small reservoir bounds the north east corner of the Site. A tributary of Pendle Water drains the upland area to the south of the Site.

Settlement Pattern:

The residential areas of Barrowford extend up the western valley side of Pendle Water away from the lower lying centre of the settlement. The Site partially sits at a higher elevations than the surrounding residential areas in Barrowford, however, settlements at this elevation are common within the wider valley area including near Sandy Hall Lane, Wheatley Lane and Higherford on the south east facing slopes and within Nelson on the north west facing slopes of the valley.

Visual Receptors - Key Views:

The following visual receptors are considered to have the Key Views to the Site:

- Users of Pasture Lane, primarily to the northern boundary or the northern portion of the Site (refer to Key Views 1 and 8);
- Road users and residents of a limited number of dwellings on Appleby Drive, Eden Close, Orton Crescent and Lupton Drive adjacent to the south east of the Site (refer to Key View 2);
- Limited views to the Site access from Wheatley Lane Road (refer to Key View 3);
- Residents of Higher Oaklands Farm, Upper Fulshaw Farm, Lower Fulshaw Head Farmhouse, Pasture House and Spitalfield Farm (refer to Key Views 4, 5, 6, 7, 8 and 9);
- Users of Footpaths LA/1302/15, LA/1302/16, LA|1302|017, LA|1317|138, LA|1302|013 LA|1302|009 and LA|1302|007 (refer to Key Views 4, 5, 6, 7, 8 and 9).

The northern portion of the Site is the most open and visible area in views. Further views from the wider area, including from the Forest of Bowland AONB / National Landscape are extremely limited.

Landscape and Visual Conclusion:

The Site lies within an area designated as Open Countryside and as such is subject to Policy EN1 within Pendle Local Plan. There are no further national or local landscape, ecological or heritage designations within the Site, however a number are present within the wider landscape context. The existing landscape of the Site is typical of the surrounding landscape character type in which it sits to the west and north and also has a strong relationship with the existing residential edges to the east. The existing vegetation and the field boundaries of dry stone walls within the Site are a constraint to be considered but offers an opportunity to sit development into an existing mature landscape framework.

The northern portion of the Site near Pasture Lane is the most visually prominent part of the Site in views from the local landscape context to the north, west and south west. The remainder of the Site is generally visually well contained due to the intervening layers of existing mature vegetation within and adjacent to the Site, landform and the surrounding built form. Views in to the Site from within Barrowford are limited to areas immediately adjacent to the Site due to the intervening landform and built form of the residential areas to the east. Where views of the Site are available, they often contain elements of the existing built form of the residential areas adjacent to the Site.

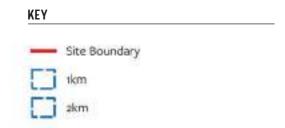
Figure 1.11 Site Masterplan illustrates the indicative development parameters if the Site were to be developed in the future. Whilst with the development of any greenfield Site, landscape and visual impacts will occur. However, it is anticipated that these will be limited to the Site level and local landscape context only and will maintain the wider landscape setting to the settlement. The proposed development of the Site will contribute to the expansion of Barrowford, but will not extend development beyond the existing northern or western eastern extremities associated with the developed edge of the settlement. Development at this elevation is also common within the wider valley.

In summary, it is considered that the Site has an existing relationship with the developed edge of Barrowford and that on balance the proposed development will, whilst wholly replacing portions of the landscape character at the Site level, sit within the existing retained landscape character elements at the Site level and the landscape character at the regional and district level. The proposed development of this land forms a logical expansion to the settlement and is generally visually well contained.

Table 1.1 - Pasture Lane, Barrowford R-A-G Analysis						
Торіс	Reference Information	Considerations	Analysis			
Contextual Landscape Receptors						
Landscape character	Natural England – National Character Area Profiles Lancashire County Council - A Landscape Strategy for Lancashire	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Adjoining land use	Aerial mapping Site Visit	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Site Landscape Receptors						
Landscape designations	Natural England - MAGIC Pendle Borough Council	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Heritage designations	Natural England / Historic England - MAGIC Pendle Borough Council	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Ecological designations	Natural England - MAGIC Pendle Borough Council	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				

Table 1.1 - Pasture Lane, Barrowford R-A-G Analysis (continued)						
Торіс	Reference Information	Considerations	Analysis			
Public Rights of Way	Lancashire County Council	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Topography	Topographical survey	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Site landscape character	Lancashire County Council - A Landscape Strategy for Lancashire Site Visit	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Existing land use	Aerial mapping Site Visit Topographical survey	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Vegetation	Aerial mapping Site Visit Topographical survey	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Water features	Aerial mapping Site Visit Topographical survey	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				
Open Space	Aerial mapping Pendle Borough Council	Red - high potential for development to be constrained, Amber - intermediate potential for development to be constrained, Green - low potential for development to be constrained				

Table 1.1 - Pasture Lane, Barrowford R-A-G Analysis (continued)					
Торіс	Reference Information	Considerations	Analysis		
Visual receptors					
Residents of dwellings	Aerial mapping Site Visit	Red - high concentrations of sensitive receptors, Amber - low concentrations of sensitive rectors, Green - few sensitive receptors			
Road users	Aerial mapping Site Visit	Red - high concentrations of sensitive receptors, Amber - low concentrations of sensitive rectors, Green - few sensitive receptors			
Public Rights of Way users	Aerial mapping Site Visit	Red - high concentrations of sensitive receptors, Amber - low concentrations of sensitive rectors, Green - few sensitive receptors			
Visitors to Heritage Assets	Aerial mapping Site Visit	Red - high concentrations of sensitive receptors, Amber - low concentrations of sensitive rectors, Green - few sensitive receptors			
Employees at their place of work	Aerial mapping Site Visit	Red - high concentrations of sensitive receptors, Amber - low concentrations of sensitive rectors, Green - few sensitive receptors			



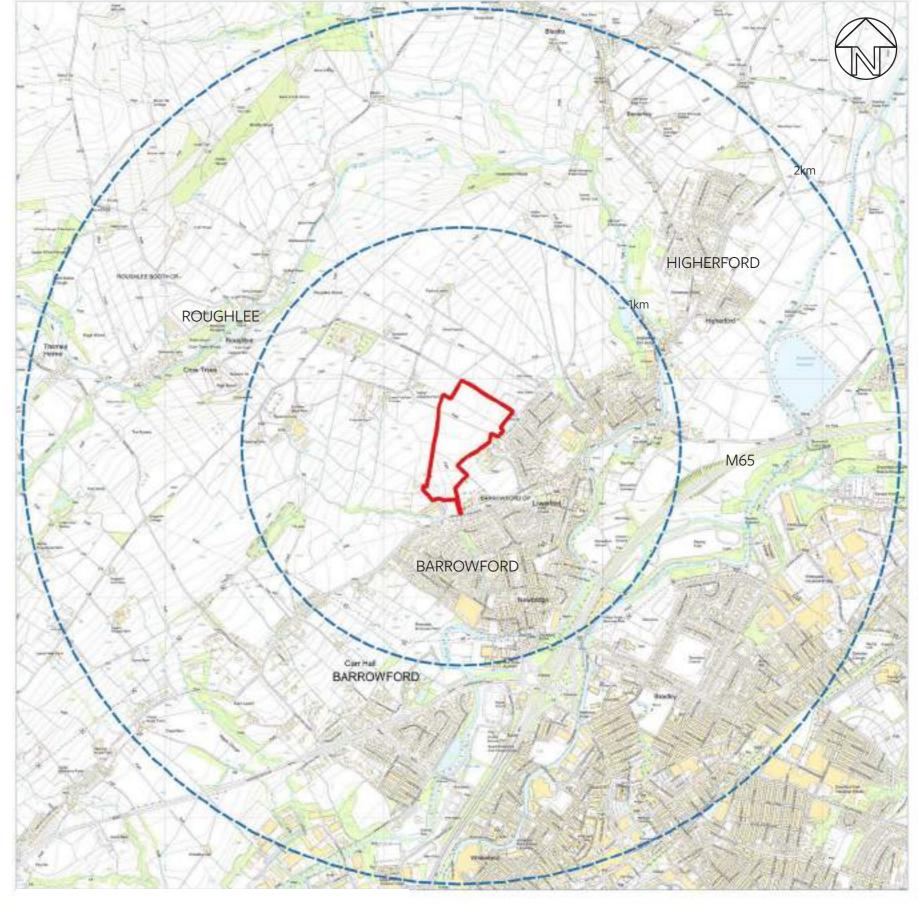


Figure 1.1 - Site Location Plan



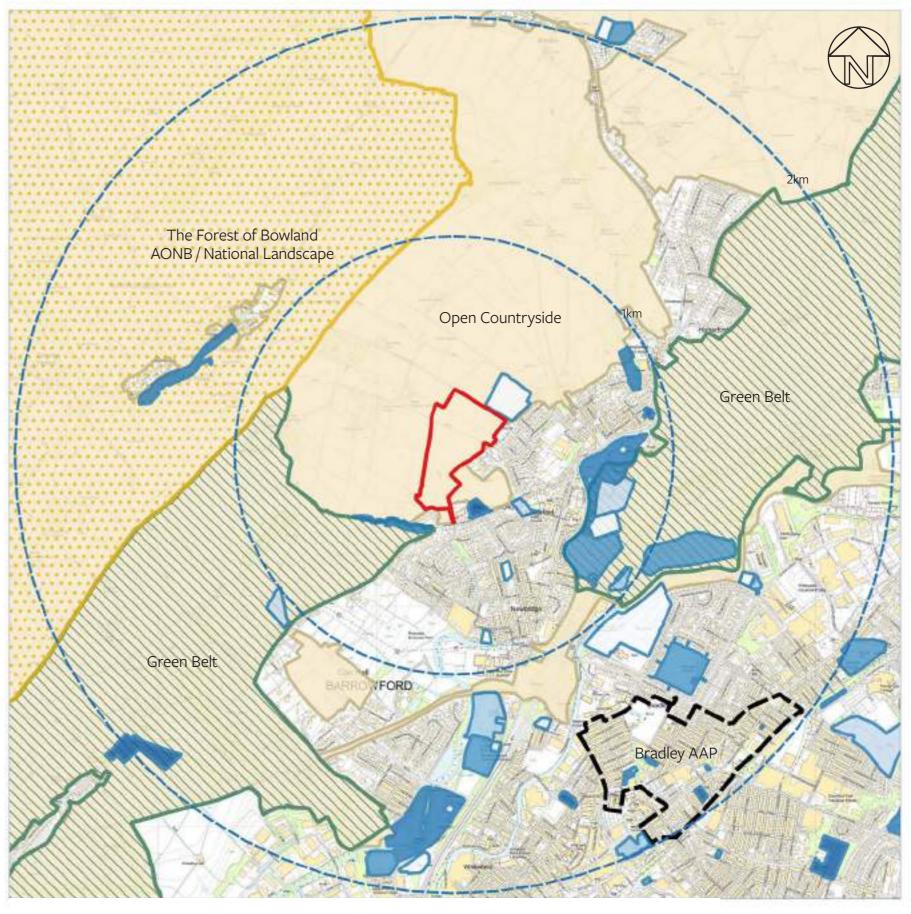
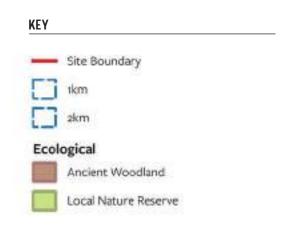


Figure 1.2 - Local Planning Policy





Figure 1.3 - Local Planning Policy - Heritage Assets Plan



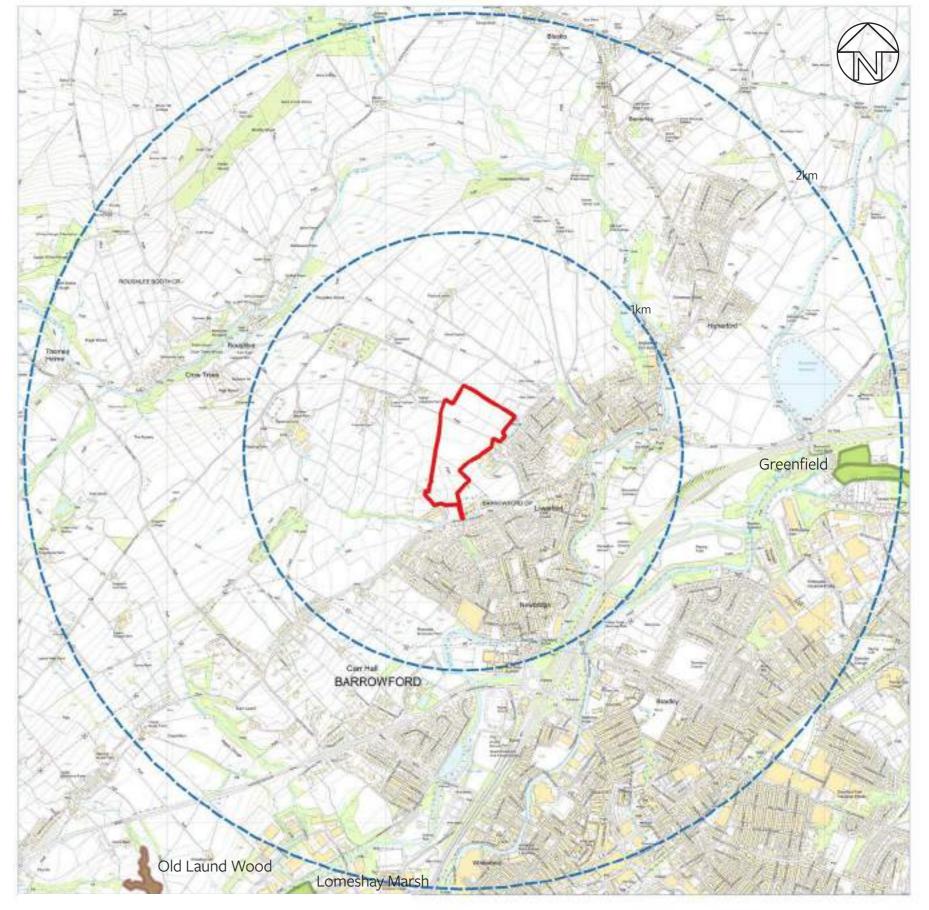


Figure 1.4 - Local Planning Policy - Ecological Designations Plan



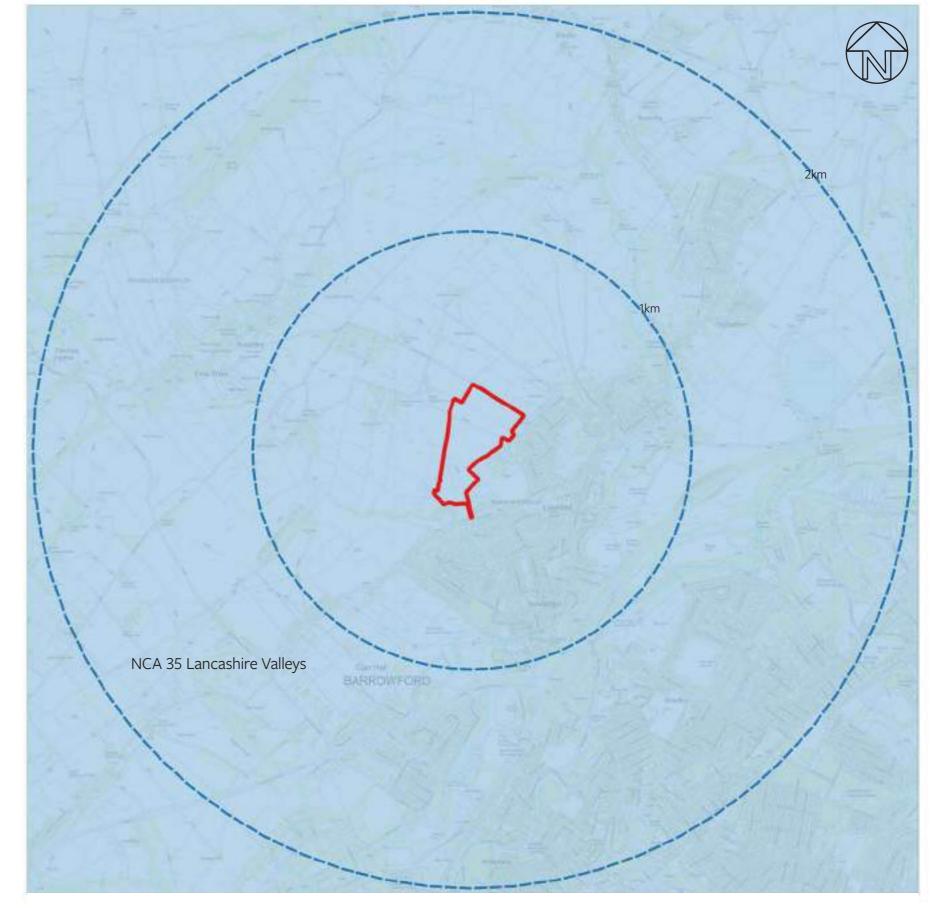


Figure 1.5 - National Character Areas



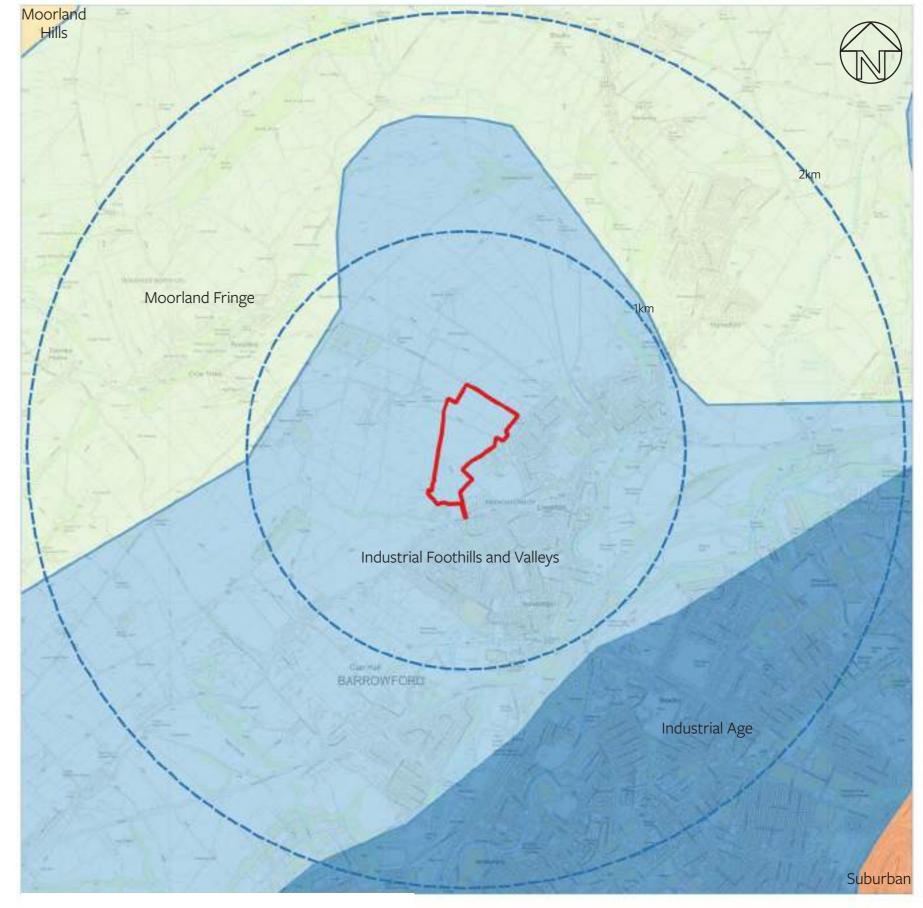
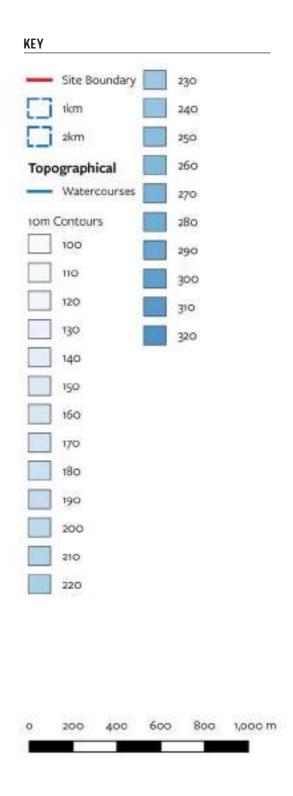


Figure 1.6 - Landscape Character Type Plan



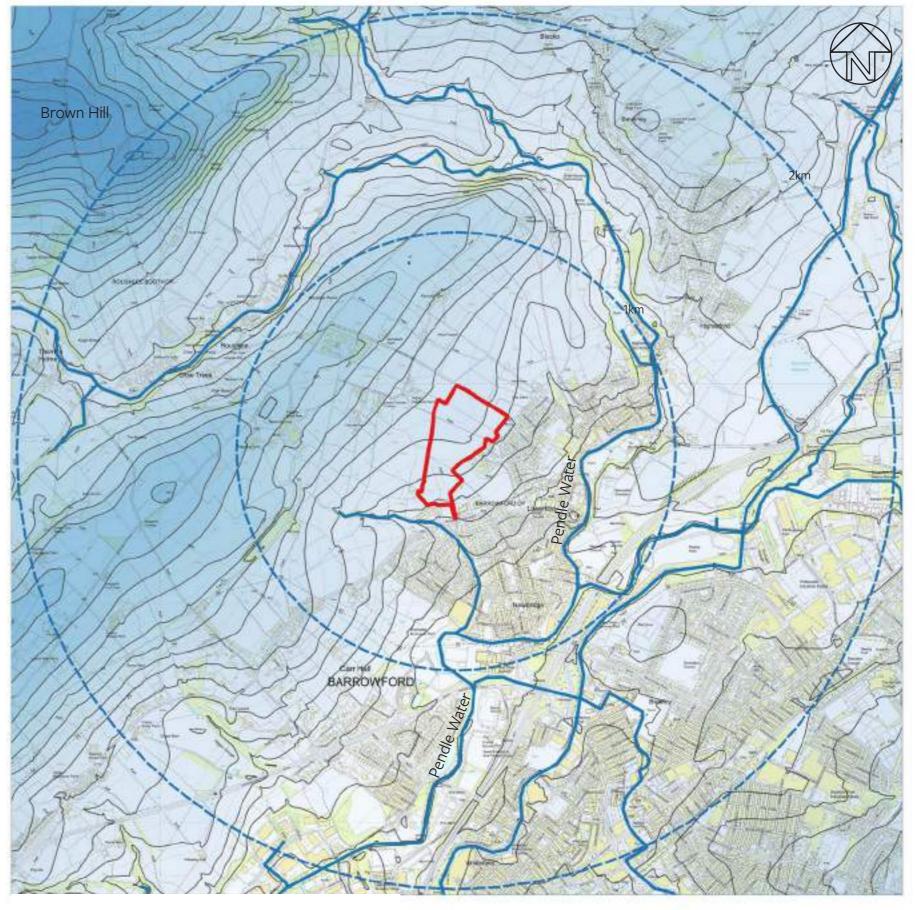
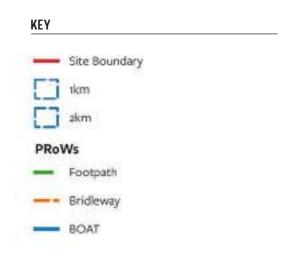


Figure 1.7 - Landform Plan



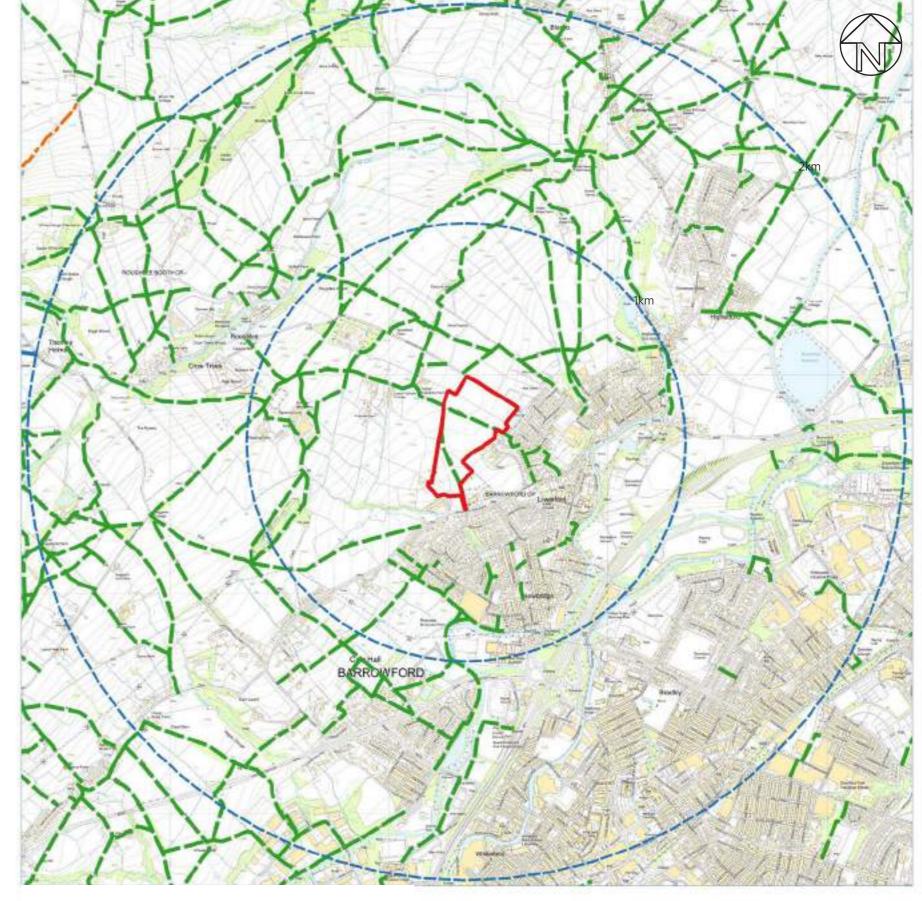


Figure 1.8 - Public Rights of Way



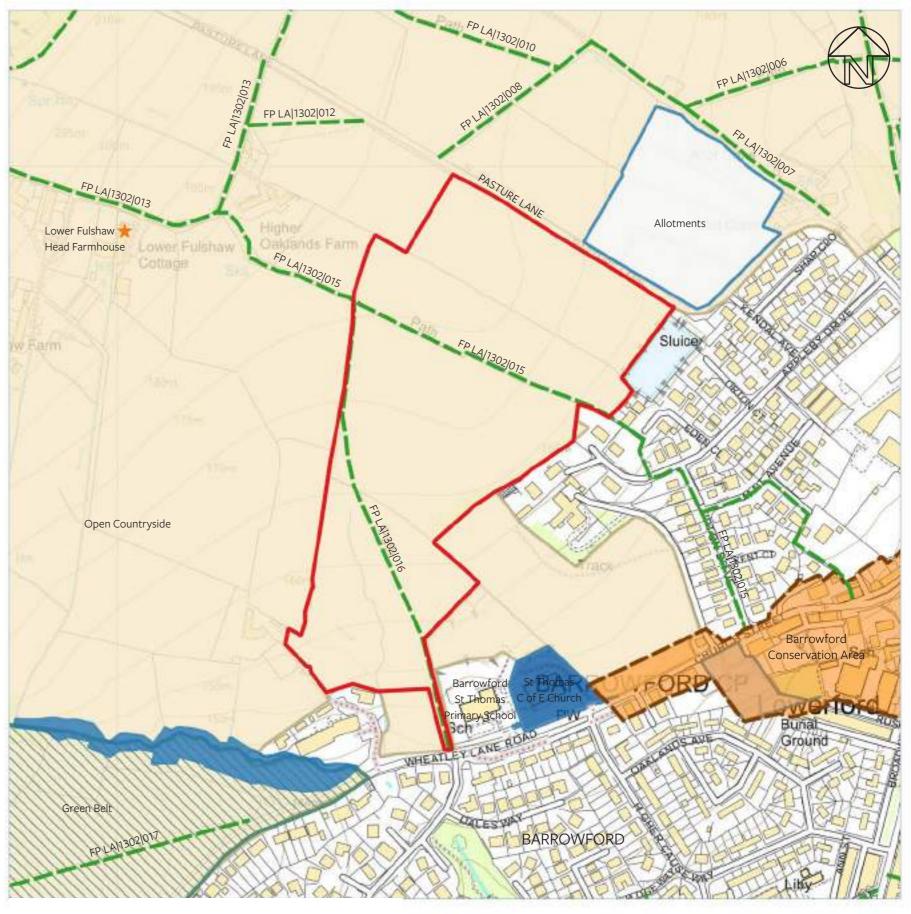


Figure 1.9 - Site Level Designations



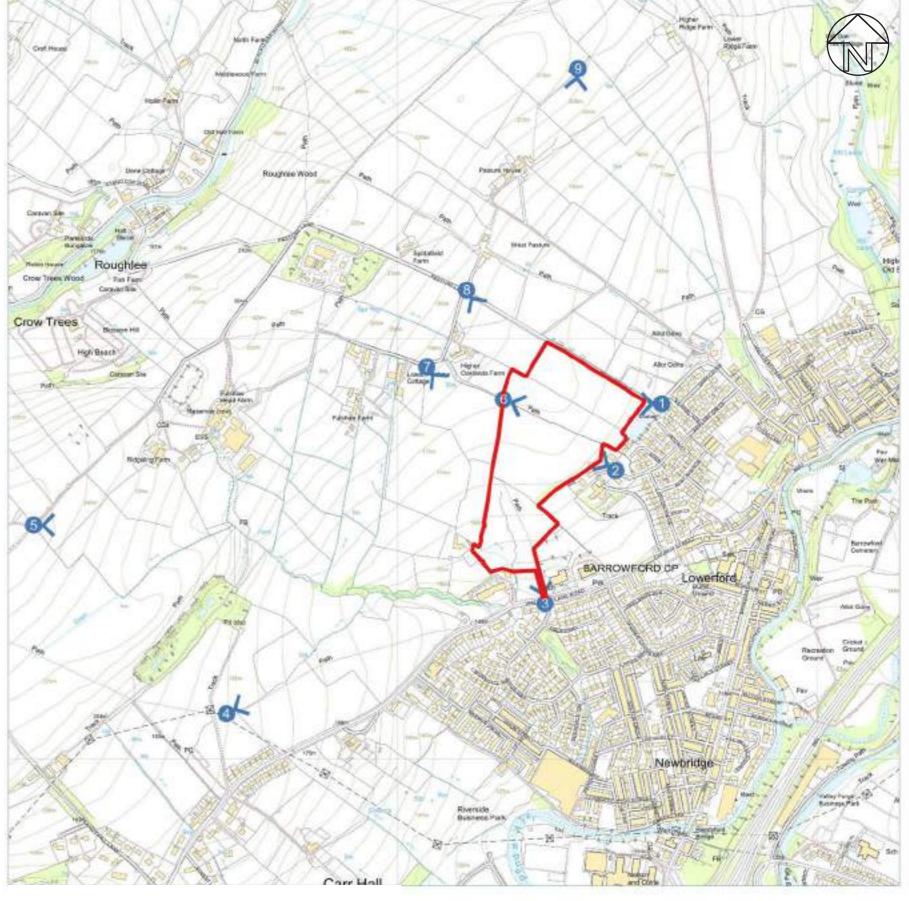


Figure 1.10 - Key Views

Key View 1 - View looking west towards the Site's northern boundary from Pasture Lane. There are open and partial views to the Site's northern boundary. Further views in to the Site are truncated due to the intervening wall and mature vegetation.



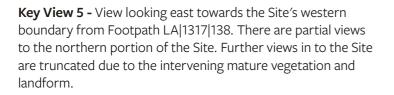


Key View 2 - View looking west towards the Site's eastern boundary from Appleby Drive. There are open and partial views to the Site's eastern boundary. Further views in to the Site are truncated due to the intervening mature vegetation and built form.



Key View 3 - View looking north towards the Site access from Wheatley Lane Road. There are open and partial views to the Site access. Further views in to the Site are truncated due to the intervening wall mature vegetation and built form.

Key View 4 - View looking north east towards the Site's western boundary from Footpath LA|1302|017. There are partial views to the northern portion of the Site. Further views in to the Site are truncated due to the intervening mature vegetation and landform.









Key View 6 - View looking south east towards the Site's western boundary from Footpath LA|1302|015. There are open and partial views to the northern portion of the Site.

Key View 7 - View looking south east towards the Site's western boundary from Footpath LA|1302|013. There are open and partial views to the northern and central portions of the Site.





Key View 8 - View looking south east towards the Site's northern boundary from the junction of Footpath LA|1302|009 and Pasture Lane. There are open and partial views to the northern portion of the Site. Further views in to the Site are truncated due to the intervening mature vegetation and landform.



Key View 9 - View looking south towards the Site's northern boundary from Footpath LA|1302|007. There are partial views to the northern portion of the Site. Further views in to the Site are truncated due to the intervening mature vegetation and landform.



SITE BOUNDARY



RESIDENTIAL DEVELOPMENT



PUBLIC OPEN SPACE



PLOT ORIENTATION



FEATURE JUNCTION



PEDESTRIAN ACCESS



ROUTES OF PUBLIC RIGHT OF WAY TO BE RETAINED WITHIN THE SITE



PRIMARY ACCESS ROAD WITH STREET TREES



SECONDARY STREET



TERTIARY STREETS







EXISTING WALL TO BE RETAINED



200

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APPENDIX D



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PROPOSED RESIDENTIAL DEVELOPMENT, LAND OFF PASTURE LANE, BARROWFORD - TRANSPORT MATTERS STATEMENT - NOVEMBER 2024 (0731)

Introduction

Eddisons have been instructed by Castle Green Homes Ltd to advise on the traffic and transport matters relating to a proposed residential development on land off Pasture Lane in Barrowford. This note reviews the vehicular access, accessibility and potential traffic impact of the proposed residential development, demonstrating that the site is suitable for residential development allocation in the emerging Pendle Local Plan.

Site Location

The site is located to west of Barrowford on land to the north of Wheatley Lane Road and to the south of Pasture Lane. The site is bounded by the Pasture Lane to the north whilst to the south the site is bound by undeveloped land, residential development and local amenities. To the west the site is bound by undeveloped land whilst residential development bounds the site to the east.

The application site is currently used for agricultural purposes and vehicular access into the site is provided via informal agricultural access points located around the site

The location of the site is contained in **Drawing 0731_01B.**

Potential Development

The proposals are for a new residential development at the site, which will help meet the development needs of this area over the emerging Local Plan period and beyond.

It is envisaged that the site would have the capacity to deliver around 260 dwellings along public open space.

The proposed site masterplan is contained in **Appendix 1**.



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It is proposed that primary vehicular access into the site will be provided off Wheatley Lane Road in the form of a new priority controlled junction, which will incorporate Ridgeway Avenue to the south.

As shown in **Drawing Number 0731-F018 Rev A**, the proposed Wheatley Lane Road access would consist of a 5.5-metre-wide carriageway with 3-metre-wide shared cycle footway on the eastern side and 2 metre footway on the western side of the access road, as well as providing 6 metre corner radii. A 2.4 metre by 43 metre visibility splay is achievable in both directions of travel, within the extent of the adopted highway, consistent with the 30mph speed-limit in force along these sections of carriageway.

The pedestrian and cycle facilities provided at the Wheatley Lane Road access will link with the existing provision provided on Wheatley Hall Road/Church Road and Gisburn Lane which provide access to a range of local services and amenities including the village centre.

The site also benefits from around 240 metres of frontage onto Pasture Lane, this provides the opportunity for a secondary or emergency access into the site to be provided. This access point would incorporate pedestrian and cycle facilities and link with the existing provision on Pasture Lane to the south of the site which provide access into Barrowford.

Pedestrian and cycle movement would be provided internally within the site to achieve optimum connectivity to the wider area of Barrowford.

Non-Car Accessibility

In order to accord with the aspirations of the NPPF, any new proposals should extend the choice in transport and secure mobility in a way that supports sustainable development.

New proposals should attempt to influence the mode of travel to the development in terms of gaining a shift in modal split towards non-car modes, thus assisting in meeting the aspirations of current national and local planning policy. The accessibility of the site has been considered by the following modes of transport:

- Access on foot,
- Access by cycle, and
- · Access by bus.



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Access on Foot

It is important to create a choice of direct, safe and attractive routes between where people live and where they need to travel in their day-to-day life. This philosophy clearly encourages the opportunity to walk whatever the journey purpose and helps to create more active streets and a more vibrant neighbourhood.

Footways of widths of at least 1.8 metres are located on both sides of Wheatley Lane Roadin the vicinity of the site. These footways provide access to the western areas of Barrowford, whilst to the east they provide access to Higher Causeway and Church Street which in turn provide access to the local services and amenities located in Barrowford along the A682 Gisburn Lane.

These footways provide links to a comprehensive network of routes within the local area which facilitate access to the nearby day to day amenities within the area.

The DFT National Travel Survey of 2018 confirms that 80% of all trips less than a mile (1.6km) are carried out on foot.

Manual for Streets (MfS) states that 'walkable neighbourhoods are typically characterised by having a range of facilities within 10 minutes' (up to about 800m) walking distance of residential areas which residents may access comfortably on foot. However, this is not an upper limit and PPS13 states that walking offers the greatest potential to replace short car trips, particularly those under 2 km'. **Table 1** below summarises this guidance in tabular form.

'Comfortable' Walk	'Preferred Maximum' Walk		
800m	2,000m		

Table 1 Manual for Streets Walk Distances

In summary, the distance of 1,950 metres, or around 2 kilometres, represents an acceptable maximum walking distance for the majority of land uses.



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Section 3.1 of the CIHT guidance 'Planning for Walking' mentioned earlier in this report provides a useful reminder of the health benefits of walking. This states that:

'A brisk 20 minute walk each day could be enough to reduce an individual's risk of an early death.'

In light of the above review, a pedestrian catchment of 800 metres and 2-kilometres from the site, using all usable pedestrian routes, has been provided in **Drawing Number 0731-03B** and provides an illustrative indication of the areas that can be reached based on a leisurely walk from the site.

As can be seen, the 800 metre catchment includes the surrounding residential areas of Barrowford as well the centre of Barrowford including the Post Office, Booths and Village Pharmacy. St. Thomas's Primary School and Church located on Wheatley Lane Road are also located within the 800 metre catchment.

The 2,000 metre pedestrian catchment illustrates that the entirety of Barrowford as well as areas of Higherford and Carr Hall are within walking distance. In addition, a range of amenities can be accessed such as Booths supermarket, Barrowford Library, the White Bear Inn, George and Dragon Public House, Spar Barrowford, Barrowford School and Nelson and Colne College.

Table 2 below, shows the approximate walking distances from the site to the local amenities in the vicinity of the site. The table also confirms whether the amenity is within the 'preferred maximum' walk distances using the above guideline criteria. The table also confirms the approximate cycling distances to each of the amenities.



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Local Amenity	Distance	Guidance Criteria	Approx Walking (minutes)	Approx Cycling (minutes)	Meets with Guidance?
St. Thomas Primary School	450m	3,200m	5	2	YES
Barrowford Primary School	500m	3,200m	6	3	YES
Newbridge Pharmacy	550m	1,600m	7	3	YES
Spar Barrowford	650m	1,600m	8	3	YES
White Bear Inn	700m	1,600m	8	4	YES
Booths	720m	1,600m	9	4	YES
Post Office	750m	1,600m	9	4	YES
George and Dragon	1,000m	1,600m	12	5	YES
Seedhill Athletics and Fitness Centre	1,200m	1,600m	14	6	YES
Nelson & Colne College	1,300m	3,200m	15	6	YES

Table 2 - Distance from Site to Local Facilities

As can be seen in the above table, the site is located close to a number of local amenities including shops, schools and leisure facilities.

All of the day-to-day amenities are well within the 'preferred maximum' walk distances described earlier in this section and indeed many, including the nearest shops, as contained within MfS guidance.

It is therefore considered that the existing and proposed pedestrian infrastructure will facilitate safe and direct pedestrian linkages between the site and local destinations.



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Access by Cycle

An alternative mode of travel to the site could be achieved by bicycle.

The Cycling England document 'Integrating Cycling Into Development Proposals' advises that

'For short trips, [cycle links] can give cyclists significant advantages over car users in terms of convenience and journey time... Most cycle journeys for non-work purposes and those to rail stations are between 0.5 and 2 miles, but many cyclists are willing to cycle much further. For work, a distance of 5 miles [8-Kilometres] should be assumed.'

A distance of 8 kilometres is generally accepted as a distance where cycling has the potential to replace short car journeys. This distance equates to a journey of around 40 minutes based on a leisurely cycle speed of 12 kilometres per hour and would encompass Colne, Nelson, Brierfield and Barrowford.

National Cycle Route 68 'The Pennine Cycleway' is located approximately 580 metres from the centre of the site. This cycleway runs from Derby to Berwick upon Tweed provides access to local destinations such as Colne, Barnoldswick and Burnley.

As stated above, cycle facilities will be provided as part of the potential access junctions into the site and the internal layout of the site will be designed to encourage safe cycle movements throughout.

The site can therefore be considered as being accessible by cycle.

Access by Bus

The nearest bus stops are located approximately 500 metres, less than a 6-minute walk from the centre of the site along the Wheatley Lane Road. These can be accessed via the pedestrian footway provision and existing provision provided on Wheatley Lane Road. All the nearest bus stops to the site are shown on **Drawing Number 0731-03B**.

A summary of the services available from the nearest bus stops from the site is provided in **Table 3** below.



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Service	Route	Monday – Friday			Saturday			Sun
No		Pre 08:00	08:00- 17:00	Post 17:00	Pre 08:00	08:00- 17:00	Post 17:00	
65	Nelson – Burnley	1 service	120 mins	2 service	1 service	120 mins	2 service	-
66	Clitheroe - Nelson	1 service	120 minutes	-	1 service	120 minutes	1 service	-
922	Barrowford- Accrington St Christophers	1 service	1 service	-	-	-	-	-

Table 3 - Existing Bus Services Operating Past the Site

As can be seen from Table 3, the nearest bus stops to the site provides various services throughout the day to destinations such as Nelson, Burnley and Clitheroe which are key destinations for employment, leisure and other services.

In order to demonstrate the level of accessibility, some example journey times by bus (not including walking times to/from Bus Stops) are presented below **Table 4** below.

Destination	Duration
Nelson	11 minutes
Burnley	45 minutes
Clitheroe	60 minutes
	<u> </u>

Table 4 - Example Bus Journey Times from Nearby Bus Stops

The above table demonstrates that Nelson is a 11-minute bus journey from the site and Burnley town centre is a 45 minute bus journey from the site.

It is therefore concluded that employment, health, and retail centres are easily accessible by bus from the proposed development site.



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Accessibility Summary

The site has been considered in terms of accessibility by non-car modes for the proposed residential development. The following conclusions can be drawn from this section of the report:

- The site is accessible on foot and these provisions could be improved as part of the works on the development site.
- The site is accessible by cycling and destinations such as Colne, Nelson, Brierfield and Barrowford town centre can be accessed within a 40-minute cycle journey.
- Bus services from the stops on Wheatley Lane Road which connect the site with retail, employment, and leisure facilities in Nelson and Burnley. It can therefore be concluded that the proposed development can be accessed by bus.

In light of the above, it is considered the site is highly accessible by non-car modes and will cater for needs of the development's residents and assist in promoting a choice of travel modes other than the private car.

Traffic Impact

To establish the traffic impact of the potential development of the site, the approved residential trip rates that have been used for a number of other residential development sites in Lancashire have been utilised.

A summary of these trip rates and the likely level of trips that would occur as a result of the proposed development is included in **Table 5**.



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Dook Hour	Trip Rates		No of Trips		
Peak Hour	Arr	Dep	Arr	Dep	2-Way
АМ	0.140	0.445	36	116	152
РМ	0.438	0.227	113	59	172

Table 5 - Proposed Development Trip Rates and Traffic Flows (260 Units)

As can be seen from the above table, the proposed residential development is predicted to result in a maximum of 152 two-way vehicular trips during the weekday AM and 172 two-way vehicular trips during the weekday PM peak periods. This would be equivalent to approximately 3 additional two-way trips every minute on the local highway network as a whole even during the busiest periods of the day.

In terms of the impact of the wider highway network, the provision of the primary vehicular access onto Wheatley Lane Road provides the opportunity for vehicles to disperse on to the wider highway network via Higher Causeway. This reduces the traffic impact of the development on local highway network and provides a more direct access to the Strategic Highway Network. Whilst the provision of a secondary access on to Pasture Lane also provides the opportunity for a proportion of development traffic to disperse onto the network via Pasture Lane. This matter would be covered in more detail at the time of a formal planning application at the site.

As such, there should be no objection on the issue of traffic impact to the proposed development.

Accidents

Records of Personal Injury Accidents (PIA) have been obtained from the Crashmap website for a 5-year period from the beginning of 2017 to the end of 2022. **Figure 1** below provides a screenshot from the Crashmap for the surrounding area.



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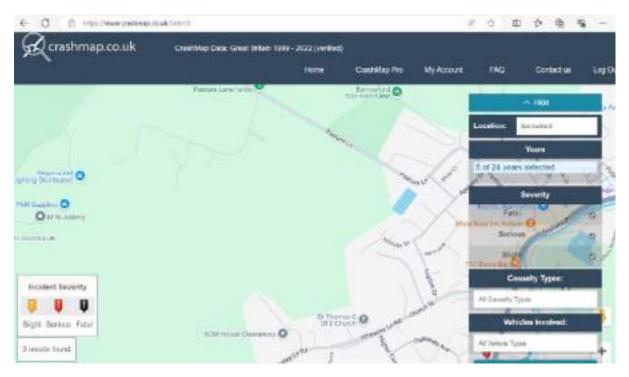


Figure 1 - Crashmap Accident Summary Screenshot (Source: Crashmap.co.uk

As can be seen above, there have been no reported accidents on Wheatley Lane Road, Pasture Lane and the roads in close proximity to the site. This data review has demonstrated that there are no particular road safety issues in the vicinity of the site.

It is not considered that the proposals will unduly change the characteristics or nature of the surrounding highway network and as such will not have a detrimental impact on overall road safety.



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Conclusions

This Technical Note has been prepared to assess the outline impacts of the potential residential development on land off Pasture Lane in Barrowford. In summary:

- The site can be satisfactorily accessed from the Wheatley Lane Road and Pasture Lane.
- The site has been demonstrated to be highly accessible by sustainable modes of travel.
- The traffic impact of the site is unlikely to have a materially detrimental impact on the operation or safety of the local highway network.

Enclosures

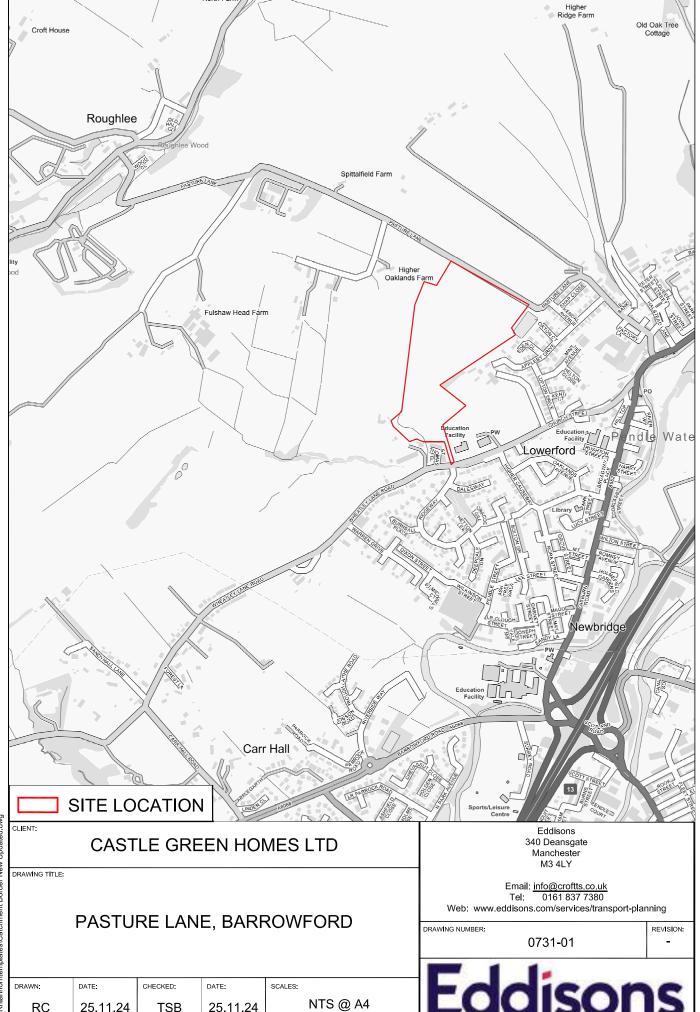
Drawing Number 0731-01B - Site Location Plan

Drawing Number 0731-F018 Rev A – Site Access Plan

Drawing Number 0731-03B – Pedestrian Catchment Plan

Appendix 1 Potential Masterplan

DRAWINGS

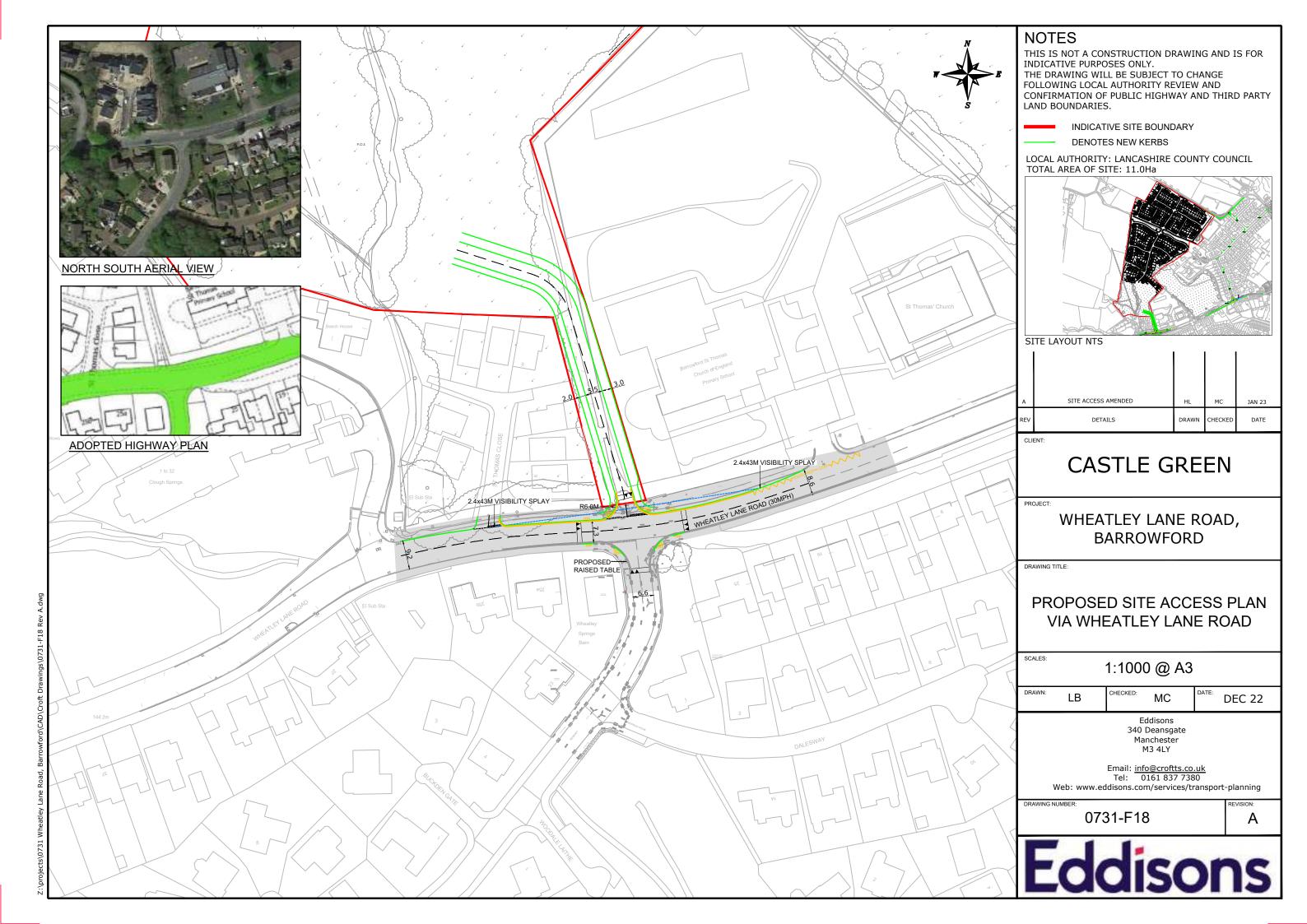


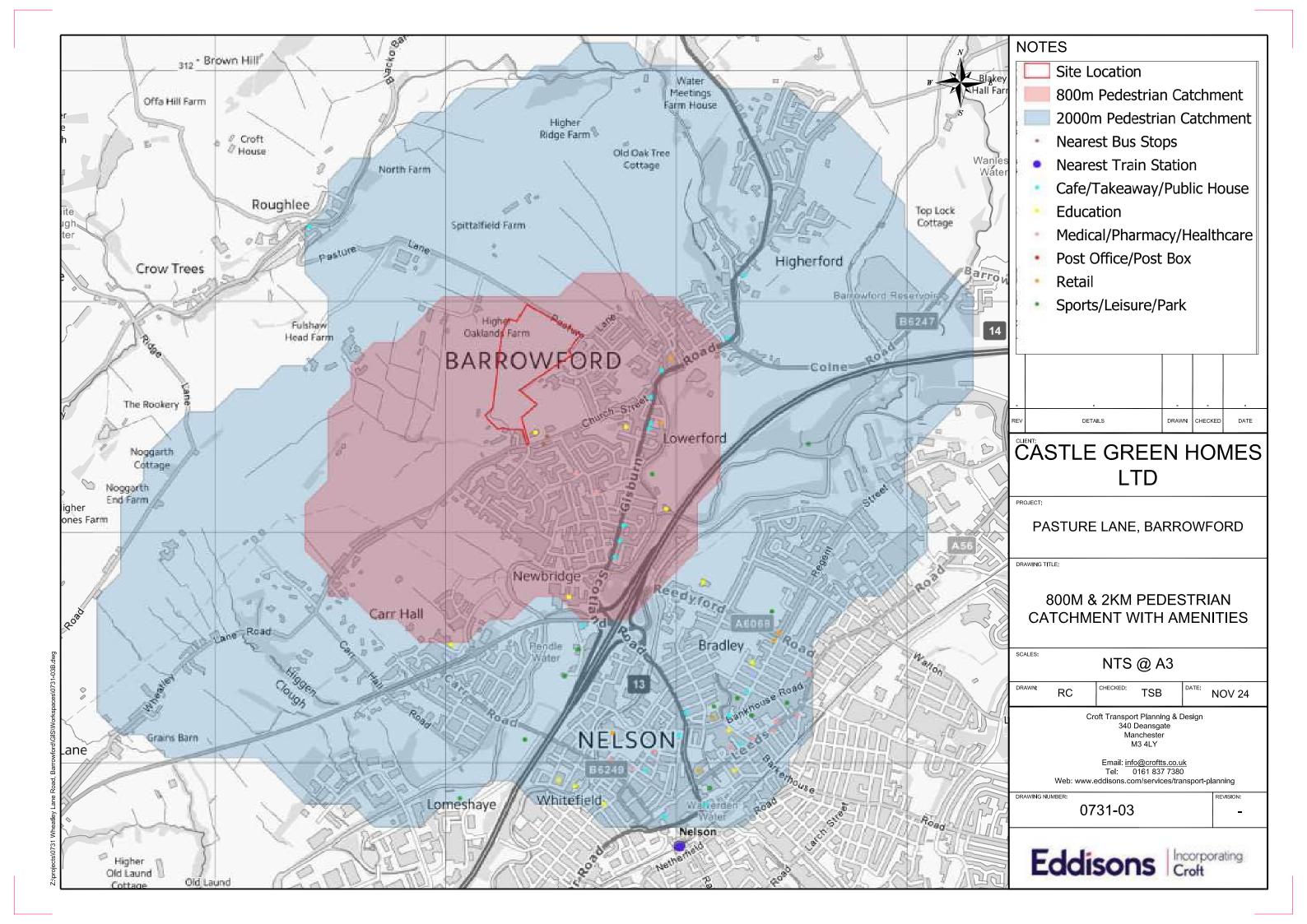
RC

25.11.24

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APPENDICES

APPENDIX 1

Potential Masterplan





SITE B

SITE BOUNDARY



RESIDENTIAL DEVELOPMENT



PUBLIC OPEN SPACE



FEATURE JUNCTION



PEDESTRIAN ACCESS



PUBLIC RIGHT OF WAY



PRIMARY ACCESS ROAD WITH STREET TREES SECONDARY STREET



TERTIARY STREETS



VEHICLE ACCESS



FOOTPATH



EXISTING WALL TO BE RETAINED

URBAN GREEN



DRAFT MASTERPLAN

LAND OFF PASTURE LANE, BARROWFORD

CLIENT: Castle Green DRAWN: TR CHECKED: ME APPROVED: MK

SCALE: 1:2500 @A3 DATE: 15/11/24 DRAWING NO: UG_2810_URB_DRG_MSP_001





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