Hyndburn Borough Council

Core Strategy

Composite Huncoat Paper

July 2011

Great Harwood

Clitheroe

Bacup

Padiham

Hyndburn

The place to be an excellent council
**Introduction**

At the Pre Hearing Meeting on 19th July 2011, the Inspector, Mr S Pratt, suggested that it would be useful to draw together into one document, the Huncoat Topic Paper and related changes from the Schedule of Further Proposed Changes in relation to the Huncoat area. This is to enable ease of reference rather than looking at two separate documents.

The Huncoat Topic Paper (June 2011) states at section 8.10 that "The Council will prepare a schedule of changes that reflects the recommendations of this topic paper." These changes were subsequently included in the Schedule of Further Proposed Changes dated July 2011.

This paper is a composite comprising

- Part One: the Huncoat topic paper;
- Part Two: an extract from the Schedule of Further Proposed Changes (pages 7-11, 17-22).

It does not add to or amend those separate papers.
Part One – Huncoat Topic Paper
HUNCOAT TOPIC PAPER

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1. Introduction

1.1 Huncoat is a small village located to the east of Accrington in close proximity to the M65 and A56, on land that gradually slopes upwards to Great Hameldon (1,340ft). The village can trace its origins to the survey of England produced by William the Conqueror contained within the Doomsday Book. The name is of Anglo-Saxon origin where “Hun” or “Hunna” was a family name and “Cotte” is an Old English name for a shelter for small animals. In medieval times Huncoat was the cross-roads for two packhorse trade routes but industrial revolution brought industry and jobs to the area which has seen steady growth since the start of the 19th Century.

1.2 The Leeds and Liverpool Canal reached Huncoat in 1801 and was completed in 1816. This was the longest canal in England and its completion heralded the development of new cotton mills and collieries along its length. Huncoat Colliery was opened in 1885 when the first shaft was sunk to a depth of 850 feet. Production at the colliery peaked in 1956 when 1,300 tons of coal were mined in one day. The colliery closed in 1968 and it is estimated that there was over 1 million tons of coal remaining to be worked.

1.3 Huncoat continued to grow into the 20th Century. Between the two world wars the corridor alongside the railway line was heavily industrialised with collieries, coke works and brick yards. Three collieries (Broadmeadows at Huncoat, Moorfield at Altham, and Whinney Hill), two coke works and Nori Brickworks were all linked together by a network of mineral lines connecting with the mainline railway both at Huncoat and Within Grove. A viaduct on eight piers spanned Clough Brook and the lane to Nearer Holker House.

1.4 Shortly after the Second World War the decision was taken to build a coal fired power station at Huncoat on land immediately south of the railway and east of the colliery. The power station was built by the Lancashire Electric Power Company as a sister station for the power station at Padiham. Huncoat was sometimes referred to as “Padiham B”. With the power station being situated on Burnley coal field it meant that there was a ready supply of local coal, which until 1968, was moved by a railway line to Huncoat colliery. Although Padiham A was closed in 1969, by 1984 Padiham ‘B’ was generating 15 million MW hours of electricity. However, the power station ceased generating electricity that year and in 1988 the cooling towers were demolished, most of the remaining buildings demolished two years later. The site of the former power station was allocated in the Hyndburn Local Plan 1996 for employment uses and Lancashire County Council later identified the site for a strategic waste technology park to be used for the treatment of household waste arising in Pennine Lancashire. This included the development of a new road between the site and Burnley Road.

1.5 As well as being in proximity to the Leeds and Liverpool Canal, Huncoat is also on the East Lancashire Railway Line and benefits from a small railway station. The station is managed by Northern Rail and between 2004/05 and 2008/09 the number of passengers using the station increased from 10,914 to 11,354. The original railway station was situated off Altham Lane close to the former power station, however, it was relocated to its present site in 1902.

1.6 The Haweswater Aqueduct was laid through Huncoat running from Cumbria to Manchester. It crosses the River Calder just east of Cock Bridge and the River Hyndburn west of Brownsills in
Mill Lane. It comes up the hill past Martholme Grange and over the canal at Moor Side House. Then it crosses the eastern slopes of Whinney Hill and goes under Enfield Road and the railway line west of Oak Bank. A pump house is located at the bottom of Within Grove playing fields opposite Haweswater Road. The pipes then run up the centre of the playing fields into Oakfield Avenue and under Burnley Road to the old reservoir site. The pipes are 4 feet in diameter buried underground. They supply water to Accrington before going through the hills 300 feet below Rising Bridge and Haslingden to Townsend Fold, Rawtenstall.

1.7 There is an industrial estate in Huncoat and the brickworks is also within the ward. The brickworks is supplied with raw material (shale) from the nearby Whinney Hill Quarry.

1.8 Whinney Hill Quarry lies to the north-west of Huncoat and is immediately south of the M65. The quarry is used for the extraction of sandstone for use as an aggregate and shale for use in the manufacture of bricks at the adjacent brickworks. The quarry is one of the largest quarries in Lancashire and is steadily being restored through the importation of biodegradable waste. The quarry, the associated brickworks and landfill generate a significant volume of heavy goods traffic. At present, a large proportion of this traffic approaches from the west from Whalley Road and the “Hare and Hounds” junction. The emissions from these vehicles contribute towards the Borough’s only air quality “hotspot” at this junction. Some traffic, mainly from the brickworks, also approaches from the east using Bolton Avenue, passing through residential areas.

1.9 As a means of seeking to alleviate the impact of heavy goods traffic on the local road network, Lancashire County Council proposed the Whinney Hill Link Road. The origin of the scheme lay in the road that connected the proposed Waste Technology Park to Burnley Road. The route of this road was extended across Altham Lane, over the railway and westwards to the bottom of Bolton Avenue. Planning permission was granted for the Whinney Hill Link Road in April 2009.

1.10 It is Huncoat’s location on major transportation routes that has shaped its past and it is its location close to the M65 and A56(T) that remains so important. It also benefits from having a railway station. Manchester and Preston City centres are a 30 minute drive away and there is ready access to the M6 corridor and motorway routes around Manchester and towards Leeds and Liverpool. Huncoat would also benefit from proposals to improve the sub-regional rail network through the development of the Todmorden Curve, allowing trains to travel from Accrington to Manchester.

1.11 Neither the colliery or the power station remain operational, however, their footprint remains and a key element of Government policy is to re-use previously developed land in preference to Greenfield sites. The development of Huncoat is likely to continue to play a key role determining the future success of the Borough.

1.12 The population of Huncoat is 4,416. In 1777 there were approximately 200 people living in the settlement, a figure that had increased to 480 by the start of the 18th Century. The population steadily increased through the 19th Century, recorded as 980 in the 1881 census and 1500 in

\(^{1}\) Air quality objectives for this location are being exceeded.
1911. Huncoat has a high proportion of people in the 30 to 60 age bands and low levels of younger and older people. The Huncoat area has a high proportion of families with younger children households and a large number of people of working age in work.

1.13 The purpose of this Topic Paper is to set out the reasons behind the decisions taken in relation to Huncoat in the Core Strategy.

2. **Background**

2.1 The purpose of this section is to set the context for the decisions taken in relation to the Core Strategy and Huncoat. The following matters will be considered:

   a) The Hyndburn Local Plan
   b) The Waste Technology Park
   c) The Whinney Hill Link Road
   d) Employment development off Lowergate Road, Huncoat
   e) The Pennine Lancashire Spatial Guide
   f) The Pennine Lancashire Housing Strategy

   a) **The Hyndburn Local Plan**

2.2 The Hyndburn Local Plan was adopted in 1996. The Local Plan allocated two important sites in and around Huncoat.

   **Policy I.1 Site V, Huncoat Power Station (Purple on Fig 1 below).**

2.3 Policy I1 provides that between 1991 and 2006 the following sites (including Site V) would be released for employment development within Class B of the Use Classes Order 1987. The policy indicates that Site V, Huncoat Power Station, extends to 22ha. The text of the Local Plan states

   "Notwithstanding that the supply exceeds the Structure Plan requirement, the Council consider it necessary to allocate for employment Huncoat Power Station (22 hectares) in order to (a) give effect to the Structure Plan which identifies the site as a strategically important business location and (b) improve the chances of achieving complete reclamation of the site."

2.4 Although the Local Plan is silent on the nature of the access to Site V, following the public inquiry into the Local Plan (held in 1994) the Inspector, at paragraph 7.23 of his report, states:

   "In respect of land north of Burnley Road A679 it is the Council’s view, with which I concur, that the complete reclamation of the derelict power station site would be assisted by some form of economically viable redevelopment. That prospect is not opposed in principle by adjoining authorities, the County Council, and many of the local residents and landowners, provided that it relates only to the power station site itself and safeguards the amenity of local residents and the general village environment. The Council however believe that this calls for a new 750

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2 At the bottom of page 23 of the Local Plan.
metre access road from Burnley Road which would in turn need to be financed by the development of adjoining land."

2.5 Notwithstanding his final conclusion in relation to the Compulsory Purchase Order (CPO), the need for a dedicated access was supported more recently (2010) by the Inspector that considered the objections to the CPO’s, his report stating at paragraph 6.53:

“It had been established at the inquiry into the LP [Local Plan] in 1994, however, that the reclamation and reuse of the Power Station site for employment purposes (as accepted by Policy I.1 of the adopted LP) would require a new access across Green Belt, although no particular line for the route was designated [4.23]. The provision of the access road as a result of the ELWTP development would provide the opportunity to unlock the rest of the strategic site [5.181]."

2.4 In July 2006 planning permission was granted for the development of the Waste Technology Park on the northern portion of the site and in September 2009 planning permission was granted for the development of employment uses on the remaining part of the allocation referred to by the Inspector. The need for the site to have a dedicated access onto the strategic road network was also emphasised by the Genecon study (see para 5.7 below).

Policy H1, Sites 42 and 43 (Dark brown on Fig 1 below)

2.5 Sites 42 and 43 (dark brown). These two housing sites are listed as allocated sites and Policy H1 seeks to “permit residential development of the sites identified on the proposals map and listed in the schedule of housing sites”. Site 42 is listed as Higher Gate, Huncoat, has an area of 4.0 ha and an estimated capacity of 96 dwellings. This site has now been developed. Site 43 is listed as Central Huncoat, it has an area of 23.5 ha and an estimated capacity of 391 dwellings. Within that area a community centre was also proposed (C). The Local Plan indicates that a Development Brief had been prepared for Site 43.

2.6 The extent of the Green Belt to the north and east of Huncoat is also illustrated. The “white land” beyond the urban boundary to the south of Burnley Road and the housing on Burnley Road is designated as countryside area.

Fig 1. Extract from the Local Plan adopted in 1996.
2.7 Although the Local Plan was adopted in 1996, both the housing site (Site 43) and the Employment Site (Site V) remain undeveloped. A Development Brief for central Huncoat housing site was prepared by the Council, however, the development of this area was not pursued and Site 43 remains undeveloped. A large part of Site 43 is owned by Hyndburn Borough Council.

b) The Waste Technology Park

2.8 Changing attitudes to the way in which waste is managed, combined with the increasing costs associated with landfilling, resulted in Lancashire County Council taking the decision to develop a strategy that involved making a step change away from landfill towards the recycling and reuse of waste through the development of a network of waste treatment facilities that would serve the County. The 2001 Waste Strategy for Lancashire changed the way that waste would be managed in Lancashire.

Fig 2. Extract from the Waste Management Strategy for Lancashire – From Rubbish to Resources 2008 to 2020. Huncoat is identified.

2.9 Three sites were identified, Thornton in Wyre Borough, Leyland in South Ribble Borough and Huncoat in Hyndburn, where new “waste technology parks” would be developed. These would utilise mechanical biological methods for the treatment of household waste collected from the three sub-regions identified. Each of the three sites would be fed by a number of smaller “satellite” waste transfer stations where waste would be bulked up and transported to the main site for treatment.

2.10 The sites at Leyland and Thornton have now been completed and are operational.

2.11 In 2003 Lancashire County Council identified Site V (Huncoat Power Station) as the most suitable site, from an appraisal of a number of sites in East Lancashire, for development as a Waste Technology Park serving Pennine Lancashire. The planning application for the
development of a “waste technology park” at Huncoat was submitted in August 2005. The planning application was for the development of a waste management facility including a residual waste transfer building, a recyclate handling plant, a mechanical biological treatment plant, an in-vessel green waste composting plant and the development of offices and an access road, associated landscaping and ancillary works. The planning application was accompanied by an Environmental Statement.

2.12 Planning permission was granted on 20th July 2006 following referral to the Secretary of State. The application was referred because the access road was in the Green Belt and that element of the proposed development was considered a departure. Permission was granted subject to 31 conditions.

Fig 3. Plan illustrating the proposed Waste Technology Park and access to A679 Burnley Road.

2.13 To progress the development of the Waste Technology Park the County Council served Compulsory Purchase Orders (CPO’s) on the land owners. Two CPO’s were served, one in relation to the proposed Whinney Hill Link Road and one in relation to the proposed Waste Technology Park and its access.

2.14 Objections were raised to both CPO’s and Public Local Inquiries were held (jointly) on 3-13th November and 15-17th December 2009. The Inspector issued his letter on 10th February 2010 and concluded in relation to the CPO for the Waste Technology Park as follows:
“Having regard to the views I have expressed in paragraphs 6.29 and 6.40 above, I consider that the ELWTP CPO was not validly authorised. I therefore regard it as an invalid Order, which cannot be confirmed.”\(^3\)

“If the Secretary of State disagrees on that issue, however, I have concluded that there is not strong evidence available of the need for the reduced level of facilities which the County Council propose for the ELWTP, and that, in that situation, the County Council cannot have a clear idea of how they would use the land affected by the Order. In those circumstances, I have concluded that there is not a compelling case for the compulsory acquisition of the land affected by the Order in the public interest, and that the case for compulsory acquisition is not sufficient to justify interfering with the human rights of those with an interest in the land affected by the Order.”\(^4\)

“In that situation, my overall conclusion is that the ELWTP CPO should not be confirmed.”\(^5\)

2.15 The Secretary of State did not disagree with the Inspector and confirmed that the Compulsory Purchase Order would not be confirmed, accepting that a compelling case in the public interest for confirming the order has not been made. The planning permission for the development of the Waste Technology Park is due to expire in July 2011.

c) The Whinney Hill Link Road

2.16 The current HGV traffic movements associated with Whinney Hill results in adverse impacts on residential amenity giving rise to concern from local residents. It is estimated that landfilling operations at Whinney Hill could be undertaken for the next 40 years although, towards the end of the site's life, the rate of landfilling may be determined by the rate of mineral extraction.

2.17 Against this background, the County Council established a working group tasked with addressing the issues of traffic in the Whinney Hill / Huncoat area. The findings of the working group identified little scope to resolve the existing traffic problems without a new by-pass or link road. A Planning and Transportation Study was commissioned by Lancashire County Council to consider the strategic transport solutions needed to address the issue of traffic reduction on local roads, within the wider context of the existing and future land uses in the Whinney Hill and Huncoat areas.

2.18 A variety of alternatives were considered, including the development of a direct access to the A56 (T), a direct access to the M65 and related improvements to J8 of the motorway. Largely due to the reluctance of the Highways Agency to allow direct access to either the M65 or the A56 (T), it was determined that the most appropriate option was a northern by-pass around Huncoat connecting with the access to the Waste Technology Park. The proposed new link road would, therefore, take traffic from Whinney Hill Road from its junction with Bolton Avenue, around the north of Huncoat village on a by-pass to the junction of A679 Burnley Road with the A56(T).

\(^3\) Paragraph 6.117  
\(^4\) Paragraph 6.118  
\(^5\) Paragraph 6.119
In January 2008, Lancashire County Council undertook a “Scoping Opinion” for the Whinney Hill Link Road (Application ref: 11/08/0017). The purpose of this was to establish the scope of the Environmental Assessment that would need to be undertaken for the proposed road. This confirmed that Phase 1 of the Whinney Hill Link Road (WHLR) would comprise the vehicular access link for the Waste Technology Park, connecting the A679 Burnley Road to the Waste Technology Park, a distance of approximately 900 metres.

Fig. 4. Extract from the Scoping Opinion illustrating an indicative route for the Whinney Hill Link Road and the relationship between the Waste Technology Park and its access.

Phase 2 of the WHLR extended from the Waste Technology Park in a westerly direction across to the junction of Whinney Hill Road and Bolton Avenue. The purpose of this section was to allow traffic using Whinney Hill Quarry / Landfill and nearby industrial sites to by-pass Huncoat and access the A56.

The planning application (ref 11/08/0482) was submitted in September 2008 and planning permission was granted for the construction of a 3.1km length single carriageway to the north of Huncoat between Whinney Hill Road / Bolton Avenue and A679 Burnley Road / A56 (T) with associated works, on 29th April 2009. Permission was granted subject to 32 conditions. The route of the proposed road is illustrated in Figure 5. The planning application was accompanied by a comprehensive Environmental Statement which included a variety of other studies including a Transport Assessment.

The associated works referred to above included the following:
- A new signal controlled junction at Whinney Hill Road and Bolton Avenue
- A culvert at Clough Brook over which the road would pass
- A re-alignment of Altham Lane and a new bridge over the Preston-Burnley railway line.
- Two new roundabouts on Altham Lane and staggered junction with Burnley Lane
- A new spur onto the A679 Burnley Road roundabout junction with A56 (T).
- Two safe crossing points for two public rights of way that cross the scheme.
- A footpath running the entire length of the road, incorporating parts of existing rights of way network
- Planting, landscaping and environmental enhancements.
2.23 Following the grant of planning permission Lancashire County Council proceeded to move the development forward in association with the Waste Technology Park. Unfortunately, the County Council were unable to agree terms with the land owner(s) and proceeded to serve two Compulsory Purchase Orders (CPO’s). The two CPO’s covered the following:
1) The Waste Technology Park and its access to A679 (T)
2) The Whinney Hill Link Road from Bolton Avenue to the A679(T)

Fig. 5. The route of the proposed Whinney Hill Link Road. Planning permission 11/08/0482.

2.24 Objections were raised to both CPO’s and Public Local Inquiries were held (jointly) on 3-13\textsuperscript{th} November and 15-17\textsuperscript{th} December 2009.

2.25 The Inspector reported on 10 February 2010. In respect of the CPO for the Whinney Hill Link Road, he concluded by saying:

“I conclude that all the land affected by the Order is required for the construction of a highway maintainable at the public expense or for mitigating any adverse effect of such a highway; that the development proposed to be carried out in reliance on the Order is compatible with the Development Plan and the emerging LDFCS; that the County Council have a clear idea of how they would use the land acquired; that the resources necessary to allow these plans to be carried out are likely to be available within a reasonable timescale; that it would be unlikely for the development to be blocked by any impediment to implementation; that there is a compelling case for the compulsory acquisition of the land concerned in the public interest; and that such case justifies interfering with the human rights of those with an interest in the land affected by the Order.”\textsuperscript{6}

“I further conclude that neither the outstanding objections nor the representation justify the rejection of the CPO.”\textsuperscript{7}

\textsuperscript{6} At paragraph 6.152 of his letter.
\textsuperscript{7} At paragraph 6.153 of his letter.
2.26 The Secretary of State agreed with the Inspector and on 11 October 2010 confirmed the order to compulsory purchase the land required for the Whinney Hill Link Road.

d) Employment Development – Lowergate Road.

2.27 Although the proposed Waste Technology Park occupied the majority of the site of the former Huncoat Power Station, the remaining (greenfield) part of Employment Site V was still available for development.

2.28 In September 2009 outline planning permission (ref 11/08/0355) was granted subject to 22 conditions for employment uses (B1, B2 and B8) on land south of the former power station. Access to the site was from a spur off the proposed access road to the Waste Technology Park / Whinney Hill Link Road, as illustrated in Fig 6 below. The development occupied 8.42 ha of land and would have created 24,000 m$^2$ gross floor area.

Fig 6. Plan illustrating the potential development at Huncoat Employment Site (V) submitted as part of planning application 11/08/0355.

2.29 The status of this scheme has not changed since planning permission was granted. The applicant has not submitted reserved matters.

e) The Pennine Lancashire Spatial Guide

2.29 The Pennine Lancashire Spatial Guide (PLSG) has been developed by the Pennine Lancashire authorities and is intended to present a spatial framework for the development of Pennine Lancashire and how the sub-region will develop over the next 10-15 years. The document is now at an advanced stage and has been endorsed by the Pennine Lancashire Chief Executives.

2.30 The importance of connectivity is recognised by the PLSG and a series of plans have been prepared that illustrate the location of future development and its relationship to transport networks and other areas of growth.
2.31 The PLSG also recognised the importance of strategic housing and employment sites and the need to ensure these were located where they could complement each other. In relation to the need for strategic housing sites, the guide supports the stance taken by the Pennine Lancashire Housing Strategy stating:

“A range of new housing sites will need to be delivered in Pennine Lancashire in order to achieve the twin objectives of regeneration and economic growth. Renewal will need to continue in inner urban neighbourhoods in order to widen the housing offer there and reduce the proportion of older terraced housing stock, a significant proportion of which is in an unfit state and fails to meet the housing needs of the local population. At the same time, in order for the sub-region’s economic growth aspirations to be realised, a number of more aspirational sites will need to be delivered. In order to meet the needs of families, and to attract higher wage earners to live in the sub-region, provision of larger family and executive style housing in attractive locations will be necessary. These sites will be central to ensuring that Pennine Lancashire can provide a housing offer that is capable of competing with neighbouring sub-regions in order to retain and attract higher wage earners to support economic growth.”

Strategic housing sites across the sub-region that will play a central role in achieving the aims and objectives of the Pennine Lancashire Housing Strategy have been identified. The overall housing “offer” of Pennine Lancashire is central to attracting investment and retaining a skilled population. Firstly we need to provide opportunities for housing growth, to bring in a scale of high quality new housing sufficient to secure a shift in the market. Secondly we need to continue to pay attention to our regeneration priorities, to take advantage of the opportunities presented by our existing housing stock and to ensure that local communities benefit from economic growth.

2.32 The Pennine Lancashire Spatial Guide makes specific reference to housing on the Huncoat Colliery Site at paragraph 5.15, noting its proximity to the strategic employment site.

“The former Huncoat Colliery provides a major development opportunity close to transport links, particularly the M65 and the A56 / M66 towards Manchester. It is also within walking distance of Huncoat railway station. It is close to the strategic employment site at M65 Junction 8….”

2.33 The Strategic Housing Market Assessment for Hyndburn provides further evidence to support the need for aspirational housing, but also stresses the need for this housing to be sited within a high quality environment.

“The demands of the high and upper middle income bands are exacting in terms of both quality of product and neighbourhood. They exhibit a strong bias towards large semi-detached and detached housing in owner occupation. This does not preclude the consumption of other housing types, but this would largely be predicated on the quality of the surrounding environment, neighbourhood quality and prestige factors.”

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8 At paragraphs 5.2 and 5.3.
9 SHMA, paragraph 7.34.
2.34 The Huncoat Colliery site is in a high quality environment and would be able to deliver prestige housing of this type in a quality neighbourhood. The presence of large areas of social housing on Burnley Road and Bolton Avenue raises doubts about the ability of the central Huncoat site to achieve this.

2.35 With regard to the strategic employment site at Huncoat, the guide states 10:

“The Huncoat Power Station site in Hyndburn, is strategically located at the junction of the M65 and the A56 route towards Manchester and will be available for high value employment investment.”

2.36 It is the M65 Corridor Plan in the PLSG that best illustrates the relationship between the Huncoat sites and other strategic sites along the motorway. This is illustrated in Fig 7.

Fig 7. Extract from the Pennine Lancashire Spatial Guide – M65 Corridor Plan - that illustrates the relationship between the strategic sites at Huncoat (the pink circle illustrating housing development on the site of the former colliery, the purple circle illustrating employment development on the site of former power station). The full plan is illustrated in Appendix 7

2.37 In addition to the M65 corridor plan, a key diagram was also prepared for the Spatial Guide.

Fig 8. Extract from the Pennine Lancashire Spatial Guide – Key Diagram illustrating Hyndburn.

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10 At paragraph 4.7
f) The Pennine Lancashire Housing Strategy (PLHS)

2.38 In 2010 the Pennine Lancashire Housing Strategy was revised to take account of changes in the economy and the abolition of Housing Market Renewal funding for Pennine Lancashire authorities. Although the vision remains unchanged, the strategic objectives have been clarified:

**Objective 1.** To ensure a sufficient quantity, quality, and appropriate type of housing supply, to meet the economic growth aspirations and social needs of Pennine Lancashire.

**Objective 2.** To develop sustainable neighbourhoods that can retain and attract successful households, reducing the disparities between neighbourhoods and providing linkages to economic growth and employment opportunities, improving the economic performance of the sub-region.

**Objective 3.** To meet the housing, health and support needs of residents and vulnerable people; promoting better services, with greater choice and accessibility that are fully integrated into local communities.

2.39 The Housing Strategy relates strongly to the Spatial Guide, recognising the importance of the M65 corridor in delivering growth. Within this corridor, the PLHS stresses the importance of diversifying the supply of housing, stating at page 5:

“The lack of diversity of aspirational homes has resulted in people with means moving out of the area, polarising the sub-region and leading to degraded neighbourhoods. It is vital that the housing market here is rebalanced to include aspirational housing to retain the affluent population whilst simultaneously improving the condition of existing stock, to meet modern needs. This must be delivered in tandem with improvements to education, skills, worklessness, connectivity and business growth initiatives to ensure that local communities benefit from internal and external growth, from linking into neighbouring conurbations, through strategic rail schemes e.g. Todmorden Curve, and are not a drag to any growth delivered through the interventions of the PLMAA.”

2.40 Put simply, increasing the diversity and quality of housing will help to retain those who would otherwise move out, and attract those who may wish to move in. The present market structure denies individuals and families the choice that is available elsewhere, meaning that to move into a larger house they often need to move out of Hyndburn.

2.41 The development of new housing at Huncoat fits well with the objectives behind the Pennine Lancashire Housing Strategy, particularly where the M65 corridor is concerned.

- The development would make significant contribution to the supply of high quality family homes, helping to rebalance the housing market in Hyndburn and provide choice to its residents. It would help deliver aspirational homes.
- The development would facilitate the development of new housing in close proximity to an area of future economic and business growth.
• Facilitating new development in highly accessible locations, linking to neighbouring conurbations. Huncoat would benefit from the strategic rail scheme (Todmorden Curve) referred to by the Strategy above and is in close proximity to the strategic road network.
• The Huncoat Colliery site would be able to provide “prestige” housing in a high quality environment, in a popular neighbourhood, that would meet the exacting demands of the high and upper middle income bands, as evidenced by the SHMA.

2.42 The Pennine Lancashire Housing Strategy (refresh - 2010) places increased emphasis on the importance of delivering high quality, aspirational housing to rebalance the housing market to support economic growth. There are no other housing sites in Accrington, other than Huncoat, capable of delivering the objectives of the strategy set of in the PLHS. This is why Huncoat is identified in the Spatial Guide and supported by the Core Strategy.

2.43 Although much of the discussion on housing revolves around numbers, it is important to stress the importance of housing types and quality. Although the Pennine Lancashire Housing Strategy recognises the importance of an adequate housing supply, rebalancing the housing market is dependent upon developing more housing of the right type and quality that is also in the right location, an approach that is also articulated and supported in the Spatial Guide.

3. The Core Strategy

3.1 Early consultation on the Core Strategy identified a number of key issues in relation to future housing and employment land provision. The local community recognised that in order to provide for a choice of housing, particularly larger family houses, it would be necessary to identify comparatively large areas of land for potential housing development. Given the compact nature of the townships in Hyndburn this may result in identifying sites on the edge of the built up area. In order to attract new employment to the Borough the local community acknowledged that a variety of sites needed to be identified including large areas of land attractive to new employers. This was reflected in the vision and strategic objectives of the Core Strategy and subsequently in the Balanced Development Strategy.

3.2 In identifying suitable sites, one starting point was to see if there were still large sites identified in the Local Plan which remained to be developed and were still available for development. The only large housing site remaining undeveloped was located in Huncoat (Site 43). Although there were also two large employment allocations that were undeveloped: Whitebirk, to the west of the Borough, and; the former Huncoat Power Station Site at Huncoat to the east, these sites had the benefit of planning permission or were in the process of obtaining planning permission.

3.3 In order to consider whether there was sufficient land to meet future housing and employment needs, the following documents were used to identify broad and specific locations for development:
• Hyndburn’s Local Plan (Adopted Nov.1996)
• Hyndburn’s Employment Land Study (February 2008)
• Hyndburn’s Strategic Housing Land Availability Assessment (March 2009)
3.4 Historically the largest housing site in Hyndburn was centrally located in Huncoat, on greenfield land between Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive. In the Local Plan this had been identified as Site 43 on the Proposals Map and in earlier versions of the Core Strategy DPD it was envisaged that this 23.5 hectare site could accommodate the larger family housing units needed to help transform the housing market in Hyndburn and the wider Pennine Lancashire area.

3.5 Given its location, the presence of existing allocations and the proposed Whinney Hill Link Road and Waste Technology Park, it was evident that Huncoat was likely to be an area of potential change over the period of the Core Strategy.

3.6 The townships of Great Harwood and Rishton are compact and only provide development opportunities within the urban area that are proportionate with their role and function and consistent with the level of growth envisaged by the Core Strategy. Any expansion on the edge of the townships would encroach into Green Belt which in these locations performs the important function of preventing towns from merging. The area of potential change identified to the east of Great Harwood will not have the capacity to provide sufficient housing and employment land to compensate for any reduction in provision within Huncoat. Other parts of Accrington i.e. Clayton-le-Moors, Oswaldtwistle, Church and Baxenden have been developed in the past and no longer contain large single areas suitable for future development. Any further development on the edge of these settlements would seriously erode the quality of the landscape and also entail changes to the Green Belt. Existing significant areas of open space are important to retain and conserve the character of Accrington and its adjoining townships.

3.7 In the former Local Plan a number of sites had been identified as ‘Areas of Special Restraint.’ These are areas of land between the urban boundary and Green Belt boundary which were not available for development during the life of the Local Plan (up to 2006) but could be considered for development after 2006 if there was an identified need. There seven sites:

1. **Rhoden Road, Oswaldtwistle (ref. SD737268)**
   This open area of land lies to the west Rhoden Road. It is a predominantly flat site although it slopes to accommodate Whams Brook which bisects the site and flows from south to north. In the Strategic Housing Land Availability Assessment (March 2009) the site was identified as possibly contributing to future housing provision in the long term (2021 – 2026).

2. **John Street, Oswaldtwistle (ref SD740270)**
   This is a woodland site, planted in the 1990s as part of the Council’s Urban Forestry programme. In the Strategic Housing Land Availability Assessment (March 2009) the site was not considered for future housing on the grounds of flood risk.

3. **Tinker Brook allotments, Oswaldtwistle (ref SD741269)**

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The only change that is proposed relates to the inclusion of the Clariant Chemicals site within the Green Belt, as set out in the Topic Paper on Green Belt. This change would result in a variety of improvements to the environment and the landscape of this part of Oswaldtwistle.
These allotments at the head of Heron Way have recently been refurbished and are well used. In the Strategic Housing Land Availability Assessment (March 2009) the site was not considered for future housing on the grounds of flood risk.

4  Land at Sankey House Farm, Altham (ref SD762301)
This open grassland area lies to the south of Whinney Hill Road. In the Strategic Housing Land Availability Assessment (March 2009) the site was identified as possibly contributing to future housing provision in the long term (2021 – 2026).

5  Land north of Blackburn Road, Oswaldtwistle (ref SD731284)
This urban fringe site comprises a mixture of garden extensions and small outbuildings and garages. It was wrongly categorised as Green Belt in the Strategic Housing Land Availability Assessment (March 2009.) The central part of the site is occupied by a haulage contractor. If this business were to relocate or close, that part of the site could be re-developed for housing or other suitable uses whilst the rest of the site lends itself to remain open and be included within the Green Belt.

6.  Land south of Stanhill Road, Knuzden (ref SD712275)
The majority of this site is open fields with the exception of a former quarry which now accommodates a motor repair garage to the west and a primary school to the east fronting Stanhill Road. In the Strategic Housing Land Availability Assessment (March 2009) the site was identified as possibly contributing to future housing provision in the long term (2021 – 2026.) Stanhill Road provides a strong edge to the urban boundary.

7.  Hill Street Allotments, Baxenden
This site is in use as allotments and does not provide opportunities for a housing development of the type required.

3.8 None of these sites were able to provide the type or number of new houses required and many of the sites are likely to remain in their current uses.

3.9 At the same time the work on the Core Strategy was progressing, work was also being undertaken on the Pennine Lancashire Housing Strategy and Spatial Guide. The importance of the location of Huncoat, coupled with the proximity of the strategic employment site, resulted in the housing site being identified as a strategic site for Pennine Lancashire, not just Hyndburn.

4.  Housing in Huncoat

4.1 Huncoat has a mix of housing types, with a large proportion of detached and semi style properties and flats with a low proportion of terraced properties compared with the Borough average. The area has number of social housing units such as the Within Grove estate; however, it also has a high proportion of owner occupation, with low proportions of private rented stock.
4.2 The average prices within the area are the highest in the Borough\(^{12}\) (£153,000 compared to a Borough average of £107,000) suggesting good demand for the ward, partly due to the number of recently completed developments. However, one noticeable factor for the area is the high median value supporting the argument Huncoat has a large number of above average priced dwellings. Sales have declined, but not to the extent of other areas. The area has witnessed comparatively high demand, however sales have fallen in the past year suggesting that the area has been affected by the economic climate. The table below illustrates the mix of house types (by Council Tax band) in Huncoat:

Table 1. Distribution of house types in Huncoat by Council Tax bands.

<table>
<thead>
<tr>
<th>Band</th>
<th>Huncoat</th>
<th>Hyndburn</th>
<th>NorthWest</th>
<th>England</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No</td>
<td>%</td>
<td>No</td>
<td>%</td>
</tr>
<tr>
<td>A</td>
<td>805</td>
<td>40.2</td>
<td>21567</td>
<td>59.3</td>
</tr>
<tr>
<td>B</td>
<td>396</td>
<td>19.8</td>
<td>5132</td>
<td>14.1</td>
</tr>
<tr>
<td>C</td>
<td>425</td>
<td>21.2</td>
<td>5555</td>
<td>15.3</td>
</tr>
<tr>
<td>D</td>
<td>258</td>
<td>12.9</td>
<td>2767</td>
<td>7.6</td>
</tr>
<tr>
<td>E</td>
<td>95</td>
<td>4.7</td>
<td>881</td>
<td>2.4</td>
</tr>
<tr>
<td>F</td>
<td>14</td>
<td>0.7</td>
<td>275</td>
<td>0.8</td>
</tr>
<tr>
<td>G</td>
<td>7</td>
<td>0.4</td>
<td>168</td>
<td>0.5</td>
</tr>
<tr>
<td>H</td>
<td>1</td>
<td>0.1</td>
<td>15</td>
<td>0.0</td>
</tr>
<tr>
<td>Total</td>
<td>2001</td>
<td>100</td>
<td>36360</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Office for National Statistics via Lancashire Profile.

4.3 Office for National Statistics population projections have indicated a 2.3% increase in the population of the Borough between 2006 and 2011. Huncoat has seen a similar level of growth, the population increasing by just over 2% over the past five years. Based on this, future population projections for the ward remain positive, between 2 and 3% over the next five years, with an increase in the proportion older people households and family households. Future population growth in the ward is likely to be governed by the extent of new development.

4.4 The Within Grove Estate presents a variety of environmental and social problems and the Council is working with Hyndburn Homes to improve the area. Notwithstanding the problems that have been experienced, within Huncoat there is interest from social housing providers for future development, partly due to the location and availability of suitable sites.

4.5 Early drafts of the Core Strategy indicated that the central housing site in Huncoat would remain the largest housing site in the Borough. However, following consultation on developing the Spatial Strategy in late 2008 / early 2009, during which a meeting was held in Huncoat to explain the emerging Core Strategy on 22\(^{nd}\) January 2009, there was a request from the residents of Huncoat for a further meeting to discuss in more detail the implications for future development in Huncoat. This meeting took place on 12\(^{th}\) August 2009 where residents discussed what each of the development strategies (balanced, housing led, employment led and accessibility led) meant in land use development for sites in and around Huncoat (see Appendix 3 for a summary of representations received).

\(^{12}\) Huncoat Ward Profile, prepared by the Housing and Regeneration Department, Hyndburn BC.
4.6 The main focus of discussion centred on future housing in Huncoat. Plans showing the implications for land use development of the four development strategies all showed land off Bolton Avenue (sites 1 and 2 in Appendix 4) being developed for housing. The employment led option only showed the area between Bolton Avenue and Spouthouse Woodland being developed for housing (site 1 in Appendix 4).

4.7 The options also considered potential development within the route of the Whinney Hill Link Road. The former Huncoat Colliery site (site 4 in Appendix 4) and land surrounding the Royal Society for the Prevention of Cruelty to Animals (RSPCA) centre at Holker House Farm, Whinney Hill Road (site 3 in Appendix 3) are shown as housing sites in the housing led option whilst the employment led development option showed them being developed for employment uses. The remaining options showed them remaining undeveloped.

4.8 A number of representations were received on these options. These assisted in the production of the Core Strategy Pre-Submission Consultation Document on which views were requested by 9th October 2009. In the Pre-Submission Consultation Document there was a policy (A3) which referred to the allocation of greenfield land in Huncoat for housing. Although the Core Strategy cannot be site specific, except regarding strategically important sites, this paved the way for the Bolton Avenue site (bounded by Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive and identified as site 43 on the Local Plan Proposals Map) to be allocated for housing in the Site Allocations Development Plan Document. Appendix 2 summarises the responses received in relation to Huncoat following the pre-submission consultation document.

4.9 The proposals for land in central Huncoat to be developed for housing gave rise to a significant level of opposition from elected members and local residents. The main concerns raised by local residents in connection with development on land off Bolton Avenue related to the following:
   - Loss of green space / open space.
   - Loss of amenities.
   - Already lost much green land locally.
   - Rely on land for sport, exercise, recreation and quality of life, with the site including well used football pitches and a children’s playground.
   - There is no evidence of demand for more house building in central Huncoat in the near future, and there is a site in the Hillock Vale area which has had planning permission for housing for more than 5 years and has not yet been built.
   - Many local houses are for sale and are not selling.
   - There are many brownfield sites in Accrington which would be better sites if new housing is to be built.
   - Obstruction of views onto green space.

4.10 Prior to publication of the Core Strategy the Council resolved (at its meeting on 30th March 2010, minute 559 refers) to retain land bounded by Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive as protected open space and that land at the former Huncoat Colliery be identified for future housing. Since the Council owns site 1 and part of site 2 (as shown in Appendix 3), the resolution was effectively indicating that the site would not be made available
for development. In determining that the former colliery site be identified for housing, rather than the land surrounding the RSPCA centre, the Council considered that the site was closer to the existing built up area; provided for a similar land area to that of the central Huncoat site; had definable boundaries namely the railway line, M65 and Clough Brook; had previously been developed and also had the support of the local community.

4.11 Following consultation on the Publication Edition, support for the former Huncoat Colliery site being identified for future housing was received from Graham Bolton Planning Partnership on behalf of Dale Property Services Ltd. (who are a landowner of the majority of the site) (ref. CS034), local residents Andrew Gardner Chan (ref. CS002) and Edward Roy Cheetham (ref. CS006) as well as Huncoat Community Forum (ref. CS005). Dr. Gaye Johnson, Chair of Huncoat Branch of the Labour Party (ref. CS011) supports the protection of land between Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive whilst J.G. Shawcross (a landowner of part of the site, ref CS039) does not wish to see future development potential of his land restricted (land between Spouthouse woodland and Lynwood Road). Although Government Office for the North West (ref. CS013) mention that the case for release of Green Belt land at the former colliery has not been articulated, this is the purpose of the Topic Papers on Green Belt and Huncoat. Peacock and Smith on behalf of the RSPCA (ref. CS 035) object on the grounds that their site should also be available for development.

4.12 In identifying the former Huncoat Colliery site for future housing the Council has placed emphasis on the outcome of public consultation and recognise that the overwhelming view of the residents of Huncoat (expressed at the various consultation events and through written submissions from the Huncoat Forum) is for the Colliery site to made available for housing rather than land between Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive. The approach fits well with the Government's localism agenda that seeks to give local communities more say in the future of their areas.

4.13 The Council do not believe that the release of the land for high quality family housing (which will help redress the balance of housing by increasing the type of housing on offer in the Borough) will jeopardise the regeneration of older housing areas in Hyndburn or adjoining Boroughs. One of the main aims of the Balanced Development Strategy is to provide for a greater choice and quality of housing as the current housing market has a preponderance of terraced housing which, on the whole, are not desired by the higher wage earning economically active residents of Hyndburn or those aspiring to move to the Borough. In order to address this imbalance there is a need to develop larger family units and the former colliery site (which is only 2.5 kilometres from Accrington town centre and adjacent to a railway station giving easy access to the sub-region and beyond) will provide for this type of accommodation. This is addressed in more detail in section 2 above.

4.14 The former colliery site is also within easy reach of the ‘Huncoat Greenway’ which is a footpath/cycle-route linking Huncoat to Accrington town centre and bus routes which use Station Road and Enfield Road. Regeneration of the older housing areas will provide for a range of properties which will still leave a dearth in the provision of larger family houses in Pennine Lancashire which this site seeks to address. Proposals to develop housing at Huncoat are aimed at higher wage earners who would not be attracted to the housing offer in the inner
urban area. This would not conflict with the Burnley/Hyndburn Housing Market Renewal efforts and is in line with the Pennine Lancashire Market Progression Model.

4.15 The former colliery site is within the Green Belt but the release of this 22 hectares area (between the Preston to Colne railway line and the M65) will not compromise the function of the Green Belt in preventing settlements from merging. A break of 1 kilometre will be maintained between the M65 and the edge of Altham Business Park to the north and the nearest settlements of Read/Simonstone and Padiham are approximately 3 kilometres to the north. Release of this site will not result in unrestricted sprawl of the built up area into the countryside. The distance between the railway line and the M65 ranges from 1000 to 5000 metres and the site is not in any active countryside use. The motorway will form a strong edge to the Green Belt preventing any further encroachment. As explained above, development of the colliery site of this site will not jeopardise regeneration of the urban areas of Hyndburn or adjoining authorities. Redevelopment of this site will enable other objectives to be met such as enhancement of biodiversity and landscapes through the preparation of a development brief.

4.16 The route of the proposed Whinney Hill Link Road crosses the former Colliery and the housing development would be accessed from the road. Although Lancashire County Council were originally going to fund the road, this now seems unlikely and the road would need to be funded from other sources including developer contributions. The strategic housing and employment sites would be expected to make a significant contribution towards the cost of the Whinney Hill Link Road.

5. Employment Land in Huncoat

5.1 The former power station site and adjoining land to the south comprise a 22 hectare site which was identified for employment use (for B1, B2 and B8 uses as specified in the Town and Country (Use Classes) Order 1987 as amended) in the Local Plan. The Core Strategy proposes that a further area of 5ha between Altham Lane and the railway also be included as a means of rounding off the Green Belt in this location and assisting viability.

5.2 The Core Strategy is therefore proposing that the existing allocation is carried forward, with the additional 5ha referred to above.

5.3 The Core Strategy is seeking to clarify the position in relation to the access. The Local Plan did not illustrate or describe the access, however, at the public inquiry into the Local Plan (held in 1994) the Inspector’s report recognised the need for a new access road, indicating that it would be financed by the development of adjoining land. This is addressed in paragraphs 2.4 and 2.5 of this Topic Paper.

5.4 Over the years a number of possible access points from the M65 and/or the A56 have been investigated but none have been acceptable to the Highways Agency (as being in conflict with national trunk road/motorway policy) except for access from the roundabout on Burnley Road A679 (to the west and adjoining the A56). The route proposed by the Whinney Hill Link Road

13 Of the 22ha, it is envisaged that between 13 and 16ha will be required for housing. Land would also need to be set aside for the route of the Whinney Hill Link Road (Phase 2).
represents a suitable route for the access / link road that meets the requirements of the Highways Agency and Lancashire County Council.

5.5 The Pennine Lancashire Spatial Guide illustrates the site on its M65 plan and recognises the importance of the site, stating

“The Huncoat Power Station site in Hyndburn, is strategically located at the junction of the M65 and the A56 route towards Manchester and will be available for high value employment investment.”

5.6 The report undertaken by Genecon, Towards a Sustainable Employment Land Strategy in 2005 identified a number of characteristics for prestige employment sites:

- High profile location capable of repositioning sub-regional image
- Proximity to motorway junction but with key links to urban centres
- Excellent public transport links
- Availability of infrastructure capacity
- Capable of attracting regional and national markets
- Mainly located west of M65/A56 junction – sites to the east would probably only cater for local markets
- Capable of accommodating a complete range of business accommodation but including large floor plate units.

5.7 The Strategic Employment site at Huncoat site displays all of the characteristics identified by Genecon for a prestige employment site and for this reason was listed as a potential prestige site by the study, the table at paragraph 4.4.1 stating:

<table>
<thead>
<tr>
<th>Name</th>
<th>Greater Huncoat</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area</td>
<td>23.22ha(^{16})</td>
</tr>
<tr>
<td>Deliverability</td>
<td>Amber</td>
</tr>
<tr>
<td>Rationale</td>
<td>Large brownfield site in need of remediation for scale of development opportunity desired on a prestige site. Subject to infrastructure improvements the site will provide for good accessibility. Appropriate size. Good motorway access. Extended site of “greater Huncoat” can be taken forward in the LDF.</td>
</tr>
<tr>
<td>Market View</td>
<td>Subject to this site being provided with direct access onto the M65 or to the A56, it will provide an attractive regional site for distribution/manufacturing especially with good links down the A56/M56 to the Manchester conurbation. Any development of the site could therefore include a mix of small units for local users as well as catering for larger distribution and manufacturing requirements.</td>
</tr>
</tbody>
</table>

5.8 As far back as 1994 it was recognised that additional land would be required to offset the reclamation costs associated with the former power station. The Hyndburn Local Plan allocated an additional 8ha of land for employment uses and this area now benefits from having

\(^{14}\) At paragraph 4.7.
\(^{15}\) At paragraph 2.2.1.
\(^{16}\) This has now been increased to 28ha through the addition of the land between Altham Lane and the Railway.
planning permission for B1, B2 and B8 uses (11/08/0355, see par 2.27 above). The addition of a further 5.6ha of land between Altham Lane and the railway should further improve the viability of the strategic employment site, allowing the strategic employment and strategic housing site to meet the cost of Phase 1 of the Whinney Hill Link Road. The proportion of previously developed land would be reduced from 60% of the site to 50%.

5.9 The current economic climate, coupled with issues surrounding the availability of finance, means that viability is an important factor in realising development. The Core Strategy is looking towards Whitebirk as the main employment site to be developed in the first phase of the Core Strategy. The development at Huncoat is likely to be in Phase 2 of the Core Strategy (years 5-10), allowing time for the Supplementary Planning Document to be prepared and for viability to be adequately assessed in more detail.

5.10 Although it is not alluded to in the Core Strategy, the strategic employment site at Huncoat has the potential to be considered as a potential prestige site for Pennine Lancashire. Although paragraph 5.67 of the Core Strategy suggests that a new strategic employment site at Whitebirk will be considered in the future, Huncoat would be well placed to meet that long term need without the need to make substantial (and controversial) changes to the Green Belt. The Genecon study offers support for this.

6. The Lancashire Minerals and Waste Development Framework

6.1 The “Development Plan” comprises the North West Regional Strategy (The North West of England Plan Regional Spatial Strategy to 2021), the Joint Lancashire Minerals and waste Development Framework and Hyndburn’s Local development Framework. It is necessary to ensure that there is conformity and consistency between these different elements.

6.2 The Joint Lancashire Minerals and Waste Development Framework Core Strategy DPD – managing our waste and natural resources was adopted in February 2009. This document forms part of the development plan for Hyndburn and contains a variety of strategic policies primarily concerned with the management of mineral resources and waste. The strategy presents nine key objectives:

1. Safeguarding Lancashire’s Mineral Resources Policy CS 1
2. Minimising The Need For Mineral Extraction Policy CS 2
3. Meeting The Demand For New Minerals Policy CS 3
4. Identifying Sites And Areas For Mineral Extraction Policy CS 4
5. Achieving Sustainable Minerals Production Policy CS 5
6. Promoting Waste Minimisation and Increasing Waste Awareness Policy CS 6
7. Managing Our Waste As A Resource Policy CS 7
8. Identifying Capacity For Managing Our Waste Policy CS 8

17 A variety of potential sites would need to be considered.
6.3 The Core Strategy indicates that Hyndburn is within an area of search for a strategic waste management facility and also identifies Whinney Hill as a strategic landfill resource.

6.4 Policies CS 7 and CS 8 are relevant insofar that they identify the need for a strategic network of waste management facilities to be established across Lancashire. However, the policies are not site specific and are intended to guide the site allocation and development management DPD’s.

6.5 In June 2011 Lancashire County Council submitted the Site Allocation and Development Management Policies DPD to the Secretary of State. These DPD’s set out site specific policies that would set out how the policies of the Core Strategy would be achieved.

6.6 The Site Allocations and Development Management Policies DPD (submission document) contains two policies that are particularly relevant:

(a) Policy WM2 – Large Scale Waste Management Facilities
This policy identifies Huncoat/Whinney Hill as a potential location for a large scale waste management facility. It should be noted that the site on the Huncoat Business Park (the site referred to as Whinney Hill) has recently been developed and is no longer available for development. The Policy suggests that 11ha of land is needed to meet this requirement. Full text of Policy WM2, and extracts from the plans, are set out in Appendix 6.

(b) Policy SA2 – safeguarding of Land for Access Improvements
This policy seeks to safeguard the route of the Whinney Hill Link Road. Plan MRT 11 illustrates the relevant area of land.

6.7 The policies of Hyndburn’s Submission Core Strategy should reflect the policies set out in the Submission version of the Minerals and Waste Site Allocations and Development Management Policies DPD. Notwithstanding their inclusion in the Site Allocations and Development Management Policies DPD, Lancashire County Council have acknowledged that they will be

18 Received by the Borough Council on 13th June 2011.
unable to proceed with the development of the Waste Technology Park and the associated Whinney Hill Link Road. The County Council still believe that the Huncoat site is the most appropriate site for the development of a strategic waste management facility for Pennine Lancashire, however, they also believe that funding for the road will now rely on developer contributions if it is to proceed.

7. Future delivery in Huncoat

7.1 The Hyndburn Local Plan, adopted in 1996, anticipated that Site V would be developed for employment uses and the cost of the access road would be met by developer contributions. Although there was a period when it looked as if Lancashire County Council would meet the cost of the Whinney Hill Link Road, it seems that we are now in the same position as that in 1994 when the Inspector reported on the Hyndburn Local Plan.

7.2 The proposals in the Core Strategy were originally based on the assumption that the Whinney Hill Link Road would be funded by Lancashire County Council. This position has now changed and the County Council are now seeking alternative means of funding the link road.

7.3 Lancashire County Council are still seeking to develop a major waste management facility at Huncoat. This would occupy 11 hectares of land. This represents a significant proportion of the Strategic Employment Site and in their role as developer there is no reason why they should not be responsible for funding a proportion of the access road.

7.4 The success of the development at Huncoat will depend upon its ability to fund the access/link road. Although the Hyndburn Local Plan envisaged the development of a new access road, the purpose of this road was only to serve the employment development at Site V. Due to the large area of previously developed land involved, it is not considered that there is sufficient value in the development being proposed to fund a new road along the entire length of the Whinney Hill Link Road. For this reason, it is proposed to consider the Link Road in two phases:

Phase 1 A679 Burnley Road to Altham Lane
This stretch would be the first to be constructed and is needed to serve the strategic employment and housing sites at Huncoat. Both of these developments would be expected to contribute towards the cost of the road and both would be expected to be connected to the link road. The Core Strategy would need to be clarified in this respect. It is considered that there is sufficient development within these areas to fund this stretch of road. An additional 5ha of greenfield land between Altham Lane and the railway has been included, helping to improve the prospects of this being achieved. It would be important to ensure that Phase 1 of the road is constructed to a standard that could accommodate traffic arising from Stage 2. Land would also need to be set aside for Phase 2 where this part of the route crosses the Huncoat Colliery (housing) site.

Phase 2 Altham Lane to Bolton Avenue/Whinney Hill Road

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19 At the Huncoat Power Station and Colliery sites.
This stretch is the more expensive of the two, involving two bridges. The estimated cost is £11m. Whilst the development of Phase 2 remains desirable, the main purpose of this stretch of the road is to take heavy goods traffic from Whinney Hill Quarry/Landfill and other industrial areas away from built up areas. Phase 2 could be funded from a variety of sources including the Community Infrastructure Levy, the minerals and waste industry, the local transport plan or other sources of public funding in the future.

7.5 It is recommended that Policy A9 (Whinney Hill Link Road) is amended to reflect these changes.

7.6 Although Lancashire County Council still envisage a large portion of the Huncoat site being developed for a major waste management facility, given the outcome of the inquiry into the objections in the Compulsory Purchase Order, it is recommended that Policy A8 of the Core Strategy be amended so that it is more flexible, allowing employment uses (B1, B2 and B8) and/or the development of a major waste management facility.

7.7 The development at Huncoat is anticipated to take place in Phase 2 of the Core Strategy, during years 5 – 10. The Council are recommending that the future of this area be comprehensively planned through the preparation of a Supplementary Planning Document for Huncoat that would extend across the proposed housing and employment sites. This would be prepared in consultation with the local community, land owners and other stakeholders. The brief would need to consider economic viability and this may ultimately have a bearing on the distribution of land uses and also consider the extent to which “enabling development” is needed. It would also be necessary to consider how the different land owners would need to work together and to consider the use of equalisation agreements to ensure that the costs are shared equally between the parties.

7.8 The local planning authority has a role to play in facilitating future development by acting as a mediator to bring forward a viable pattern of development that is acceptable in planning terms and that is embraced by the local community.

8. Conclusions

8.1 Huncoat is well located in relation to the strategic road and rail network.

8.2 Until recently, Huncoat was home to a number of large heavy industries. Although these have now gone, their footprints remain and provide opportunities for redevelopment ahead of green field sites elsewhere.

8.3 A large area of land is already allocated for employment uses at Huncoat. Until recently, it looked as if this area was going to be developed as a Waste Technology Park and for employment uses. These would have been accessed from the Whinney Hill Link Road.

8.4 Huncoat still remains an excellent location for employment development. This would have to be served from a new access road that connects with the strategic road network at A679 /
8.5 Huncoat was identified as an area of potential change at an early stage in the preparation of the Core Strategy. As a consequence of this, the Core Strategy has been the subject of additional, more detailed, consultation with the local community. As a result of that consultation and the strong views expressed by the local community, the Council have resolved that land in central Huncoat, owned by the Council, would not be made available for development and should be allocated as open space.

8.6 Recognising the need to find sufficient land for new housing across the period of the Core Strategy, following a search of potential sites, the Council also resolved that land on the site of the former Huncoat Colliery be identified for housing development.

8.7 Huncoat is an excellent location for the development of high quality, aspirational, family homes. These would be developed at the former colliery site in an attractive environment with a ready access to the strategic rail network and strategic road network via the first phase of the Whinney Hill Link Road. New housing development would benefit significantly from this and would be expected to contribute towards the cost of this stretch of road.

8.8 The development of Huncoat has the potential to make a significant difference to Hyndburn and Pennine Lancashire. The proposed development at Huncoat is supported by the policy framework that has been agreed by the Pennine Lancashire authorities and expressed through their economic and housing strategies and the Spatial Guide.

8.9 Notwithstanding the changes that have taken place, the Council believe that the Core Strategy presents a sound framework for the future development of Huncoat.

8.10 The Council will prepare a schedule of changes that reflect the recommendations of this Topic Paper.
### Appendix 1 – Huncoat – Facts and Figures

#### Statistical Information

<table>
<thead>
<tr>
<th></th>
<th>Huncoat</th>
<th>Hyndburn</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>4,416</td>
<td>82,200</td>
<td>Mid year population estimates 2006</td>
</tr>
<tr>
<td>Households</td>
<td>1,994</td>
<td>34,500</td>
<td>HSSA 2009</td>
</tr>
</tbody>
</table>

#### Population Age Bands

<table>
<thead>
<tr>
<th>Age Band</th>
<th>Huncoat (%</th>
<th>Hyndburn (%</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 – 15 (0 – 4)</td>
<td>19.1 (6.5)</td>
<td>20.1 (6.6)</td>
<td>Mid year population estimates 2006</td>
</tr>
<tr>
<td>16 – 29</td>
<td>15.8%</td>
<td>19%</td>
<td></td>
</tr>
<tr>
<td>30 - 44</td>
<td>22.2%</td>
<td>20.8%</td>
<td></td>
</tr>
<tr>
<td>45 - 59</td>
<td>22.3%</td>
<td>19.1%</td>
<td></td>
</tr>
<tr>
<td>60+</td>
<td>19.6%</td>
<td>20.9%</td>
<td></td>
</tr>
</tbody>
</table>

#### Tenure

<table>
<thead>
<tr>
<th>Tenure Type</th>
<th>Huncoat</th>
<th>Hyndburn</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner Occupiers</td>
<td>80.3%</td>
<td>76%</td>
<td>Hyndburn Property Database</td>
</tr>
<tr>
<td>Private Rented</td>
<td>4.8%</td>
<td>10%</td>
<td></td>
</tr>
<tr>
<td>Social Housing</td>
<td>14.9%</td>
<td>14%</td>
<td></td>
</tr>
</tbody>
</table>

#### Property Type & Prices

<table>
<thead>
<tr>
<th>Property Type</th>
<th>Huncoat (%)</th>
<th>Hyndburn (%)</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached</td>
<td>27.6%</td>
<td>11.6% (£199,710)</td>
<td>Housing Needs Assessment 2008 (HNA), Land Registry 2008</td>
</tr>
<tr>
<td>Semi</td>
<td>37.9%</td>
<td>26% (£132,141)</td>
<td></td>
</tr>
<tr>
<td>Terraced</td>
<td>29.0%</td>
<td>53.4% (£83,776)</td>
<td></td>
</tr>
<tr>
<td>Flat</td>
<td>5.6%</td>
<td>9.0%</td>
<td></td>
</tr>
<tr>
<td>Proportion that are bungalows</td>
<td>13.6%</td>
<td>11.0%</td>
<td></td>
</tr>
<tr>
<td>Av Price</td>
<td>£131,325</td>
<td>£90,182</td>
<td>Land Registry 2008 ward figure, 2009 district figure</td>
</tr>
<tr>
<td>Median</td>
<td>£135,000</td>
<td>£80,000</td>
<td></td>
</tr>
<tr>
<td>Lower Quartile</td>
<td>£100,000</td>
<td>£60,000</td>
<td></td>
</tr>
<tr>
<td>Affordable Housing Ratio</td>
<td>4.3</td>
<td>4.03</td>
<td>Land Registry 2008, Housing Needs Assessment 2008 (HNA)</td>
</tr>
<tr>
<td>BME households</td>
<td>4.2%</td>
<td>7.8%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Vacants (All)</td>
<td>127</td>
<td>2346</td>
<td>Council Tax 2009</td>
</tr>
<tr>
<td>LT Vacants</td>
<td>46 (2.17%)</td>
<td>1325 (3.6%)</td>
<td></td>
</tr>
<tr>
<td>% Unsuitable Housing</td>
<td>7.8%</td>
<td>10.5%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Household size - Market</td>
<td>2.52</td>
<td>2.39</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>HH size - Affordable</td>
<td>2.47</td>
<td>1.9</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Overcrowding (under-occupied)</td>
<td>3.4% (33.6%)</td>
<td>4.7% (24.9%)</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Household Income</td>
<td>£30,586</td>
<td>£22,323</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Claimant Count % working age population</td>
<td>3.5%</td>
<td>4.4%</td>
<td>Nomis (April 09)</td>
</tr>
<tr>
<td>Key out of work benefits</td>
<td>14.3%</td>
<td>15.9%</td>
<td>Nomis (Aug 08)</td>
</tr>
<tr>
<td>Distance Travelled to work – under 5km</td>
<td>55.6%</td>
<td>62.53%</td>
<td>National Statistics 2001</td>
</tr>
<tr>
<td>Moving intentions within the next 12 months</td>
<td>3.7%</td>
<td>9.1%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Newly forming households</td>
<td>2.4%</td>
<td>3.7%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Current Need</td>
<td>0%</td>
<td>1.5%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Future Need</td>
<td>0.8%</td>
<td>3.3%</td>
<td>HNA 2008</td>
</tr>
<tr>
<td>Deprivation</td>
<td>LSOAs range from the lowest 20% - 50% neighbourhoods nationwide</td>
<td>40th most deprived LA in the country (351) according to the IMD 2007</td>
<td>IMD 2007</td>
</tr>
</tbody>
</table>

| Support Needs | 20.9% | 24.5% | HNA 2008 |
| Older people households | 20.6% | 27.2% | HNA 2008 |
| Lone Parents | 2.5% | 5.4% | HNA 2008 |
| Families with Children | 30.1% | 20.4% | HNA 2008 |
| Density HH per hectares | 4.83 | 4.96 | Office for National Statistics |

<table>
<thead>
<tr>
<th>Type of property would LIKE (EXPECT) Existing HH</th>
<th>HUNCOAT</th>
<th>HYNDBURN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached</td>
<td>50.0%</td>
<td>35.1%</td>
</tr>
<tr>
<td>Semi</td>
<td>6.0%</td>
<td>17.3%</td>
</tr>
<tr>
<td>Terrace</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Bungalow</td>
<td>31.0%</td>
<td>16.8%</td>
</tr>
<tr>
<td>Flat</td>
<td>13.0%</td>
<td>30.8%</td>
</tr>
<tr>
<td>1 bed</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>2 bed</td>
<td>45.6%</td>
<td>54.3%</td>
</tr>
<tr>
<td>3 bed</td>
<td>34.2%</td>
<td>38.6%</td>
</tr>
<tr>
<td>4 bed</td>
<td>13.0%</td>
<td>7.1%</td>
</tr>
<tr>
<td>5 bed</td>
<td>7.1%</td>
<td>0%</td>
</tr>
<tr>
<td>6 bed</td>
<td>0%</td>
<td>0%</td>
</tr>
</tbody>
</table>
Appendix 2. Responses from consultation event held in Huncoat on August 12th 2009

Residents at Huncoat had the opportunity to complete forms regarding the future development of Huncoat, and the results are below. The numbers in the boxes show the number of respondents who ‘strongly agreed’, ‘agreed’, ‘disagreed’ etc with the types and locations of development suggested.

<table>
<thead>
<tr>
<th></th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neither agree or disagree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing on land off Bolton Avenue</td>
<td>2</td>
<td>2</td>
<td>6</td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Housing on land between the proposed link road and to the north of the railway</td>
<td>4</td>
<td>6</td>
<td>2</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>A combination of the above</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Businesses on land between the proposed link road and to the north of the railway</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Businesses on land bounded by Altham Lane / railway line / rear of houses on Marshall Avenue</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Businesses on land to rear of houses on Towneley Avenue</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Businesses on land to the north and off Burnley Lane</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Extension of Altham Business Park to the south</td>
<td>7</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

Below are additional comments made by Huncoat residents:

- Make a gym and a theme park on the estate
- Keep kebab shop on the estate
- Need a big youth club on the estate
- Need public toilets on the estate
- Need to save the green fields
- In favour of the balanced development proposal so long as the proposed link road goes alongside the development
- Plots marked 1 and 2 on the map should be left green so that Spout House Wood remains accessible to all in present form, as Huncoat needs to retain green areas.
- Strongly opposed to the use of land off Bolton Avenue being used for any purpose other than recreational, as development here would be detrimental to residents, particularly young people. All other green areas are limited in their potential for recreation and are mainly not a good level playing area.
- Altham Business Park should be extended to the South. Sites numbered 2, 5, 6, 7 should not be developed. Site numbered 4 should be considered for housing.
Appendix 3  Responses to the Core Strategy Pre-submission consultation document (September 2009)

Numerous responses, including a petition signed by over 1,300 people in objection to allowing development between Bolton Avenue and Spouthouse Woods, and between Spouthouse Woods and Lynwood Road for the following reasons:

- Loss of green space / open space
- Loss of amenities
- Already lost much green land locally
- Rely on land for sport, exercise, recreation and quality of life, with the site including well used football pitches and a children’s playground
- There is no evidence of demand for more house building in central Huncoat in the near future, and there is a site in the Hillock Vale Area which has had planning permission for housing for more than 5 years and has not been built-on
- Many local houses are for sale and are not selling
- There are many brownfield sites in Accrington which would be better sites if new housing is to be built
- Obstruction of views onto green space

Other points raised are summarised below:

- More development will create more traffic that Huncoat will not cope with (e.g. There is currently problems with access onto Lynwood Road from the Black Bull to the school and down towards the railway; also problems with access onto Burnley Road at peak times)
- Empty housing at Within Grove should be cleared and replaced
- Winterley Drive, which is currently a quiet cul-de-sac, would become a noisy through road making it dangerous for the numerous children playing out
- The open space between Bolton Avenue and Lynwood Road should be left / transformed into a park / nature reserve / used to improve recreational facilities.
- The open space between Bolton Avenue and Lynwood Road is an example of recreational land that is accessible for the community, reducing the need for transport to the area
- Huncoat has grown, but recreational areas and services haven’t
- The school has lost a classroom to enable the Children’s Centre to be formed, therefore places at the school must be limited.
- There are problems with parking at the school, and more housing would create additional parking problems.
- New housing would lead to an increase in other properties being empty and have a knock-on effect on the number of empty / derelict properties.
- The increase in traffic will increase pollution
- There is the threat of loss of light / overshadowing / loss of privacy on the properties on Lynwood Road
- The tranquillity resulting from the open space will disappear
- Development will devalue properties
- New housing is not required in the current economic climate
• If new social housing is proposed, funds would be better spent on bringing existing housing stock up to decent standards, rather than allowing much of it to deteriorate to its present condition.
• Need to give attention to the many blighted areas in Huncoat

One respondent mentioned that the football pitches have been used consistently by the Accrington Junior League for 51 years as the home ground for several local football clubs, and have been maintained almost exclusively by local volunteers with support for the Council. He also states that volunteers from the community also worked tirelessly in transforming an old water pump into changing rooms for Huncoat United Junior Football Club. He concludes by suggesting that the Council considers the affect that their proposals would have on the area’s young people, tens of thousands of whom have benefited over the years. One respondent was concerned about the unclear boundaries for the projected development sites at Huncoat. Another respondent stated that the document does nothing positive for Huncoat.

Huncoat Community Forum

The forum state that policies E1, E3, H3, T8, A3 and A8 are all seriously detrimental to the community of Huncoat. They add that other sections of the Core Strategy, particularly the vision for Hyndburn, make claim on the ideals of:

1. managing and mitigating the effects of climate change
2. deterring harmful development
3. having considered responses from stakeholders and the locally community
4. priority will be given to developing brownfield land
5. opportunities for people to lead healthier lifestyles in safe surroundings
6. an attractive local environment, with a rich biodiversity resource of natural habitats and green spaces
7. the overall extent of the green belt will be maintained and development in rural areas restricted

They add that in the sections that refer to Huncoat, all the above ideals are abandoned for the reason that Huncoat is less densely developed. They therefore state that the document has glaring contradictions and cannot be sustained.

They continue by stating that the amount of employment and housing development proposed in the plans would eliminate the rural nature of Huncoat and swamp the existing community. They state that they have had to suffer over contentious planning applications due to mistakes made in the local plan of 1996, and that there is now an opportunity to change things for the better.

The Forum urges the Council not to establish the irreversible principle that Huncoat has the capacity for the future development which would negate the character and quality it currently enjoys. They state that the Council’s assertions about non availability of other sites within the Borough appear to be unimaginative and inflexible.

Some Huncoat residents also raised some of the above points raised by the forum.
Appendix 4   A. Employment Led Option

KEY:
A - Astleying Cemetery
B - REMADE Scheme, Within Grove
C - Amenity Tree Planting Scheme, Bolton Avenue
D - Spouthouse Woodland
E - Clough Brook
F - Apprentices and Playing Fields
G - Burnley Lane Recreation Ground
H - Open Field
I - Open Field
1 - Land of Bolton Avenue
2 - Land of Leywood Road
3 - RSPCA, Hocker House Farm
4 - Former Hulcoot Cottages
5 - Land between Altham Lane and Railway
6 - Land to East of Toclavy Avenue
7 - Land to East of Toclavy Avenue
8 - Former Hulcoot Water Station Site and Open Fields to the South
9 - Hulcoot Business Park
10 - Within Grove Housing Estate

Open Space
Proposed Future Employment Areas
Proposed Future Housing Areas
Route of Proposed Whitney Hill Link Road
Route of Proposed Greenway/Cycleway
Railway Station
Appendix 5.

Council Minute, Tuesday, 30th March 2010.


Publication Edition of the Core Strategy Development Plan Document

Council was asked to approve for consultation the Core Strategy Development Document, after which it would be submitted to the Government Office for the North West. The Core Strategy Development Plan Document was a key part of the Local Development Framework which would replace the Hyndburn Borough Local Plan. The document set out the framework for planning in the Borough up to 2026, including a spatial vision and strategic objectives for the area, a spatial strategy and strategic policies and a framework for delivering the vision. It would also have an important role in delivering the land use elements of The Sustainable Community Strategy for Hyndburn 2008 to 2018.

Cabinet on 3rd March 2010 had supported the strategy, with the exception of reference to housing in Huncoat, which would be finalised at this Council meeting. At the Council meeting held on 24th February it had been resolved to set up a working group to consider the implications of not allowing any development on land to the east of Bolton Avenue in Huncoat. A supplementary report was therefore submitted at the meeting, with recommendations of the working group regarding the use of land at Huncoat. The supplementary report also set out specific recommendations regarding Great Harwood.

Resolved

(1) That the Core Strategy Development Plan Document be approved for public consultation and subsequent submission to Government Office North West, with the changes set out in the following resolution.

(2) That the following changes be made in the Core Strategy document:-

- Identification on the key diagram of an area for future housing to the north of the railway line in Huncoat.
- Identification on the key diagram of an area in central Huncoat to be protected as open space.
- Text changes to reflect the changes in the Huncoat area.
- An area of future change to be identified on the inset plan for Great Harwood to the east of the town centre (area in the vicinity of Balfour Street and Wood Street.)
- Text changes in the Great Harwood section of the Strategy to reflect this and the changing role of the town.
- Reference in the Great Harwood and Rishton sections of the Strategy stating that 15% and 10% of future housing provision will be accommodated respectively.
(3) That the land bounded by Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive, Huncoat be retained as protected open space, meaning that it will not be available for housing over the period of the Core Strategy.

(4) That land at the former Huncoat Colliery is allocated for future housing and that the land bounded by Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive is designated as an area of open space preserved for recreational and leisure uses.

(5) That consultation with stakeholders take place on the proposal to allocate the former Huncoat colliery site for housing and the protection of land bounded by Bolton Avenue, Bluebell Way, Lynwood Road and Winterley Drive as an area of open space before publication of the Core Strategy, to take place over a period of 4 weeks; and

(6) That should this consultation result in no substantive planning or procedural objections, and that minor changes are agreed with myself as Portfolio Holder, the Core Strategy be published and undertake the statutory six week consultation prior to submission to the Government Office for the North West.
Policy WM2 – Large Scale Built Waste Management Facilities

Development involving individual large scale built waste management facilities up to a maximum capacity of 200,000 tonnes per year for recycling, transfer, materials recovery and processing (including mechanical and biological treatment and thermal treatment), as defined in appendix 2, will be supported at the sites listed below subject to the total capacity of all new waste management facilities developed during the plan period at the sites within the catchment area, not exceeding the need within the catchment as set out in the table below.

<table>
<thead>
<tr>
<th>Catchment Area and Annual Capacity</th>
<th>Equivalent Area</th>
<th>Strategic Site</th>
<th>Map Ref No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lancaster / Morecambe 160,000 tonnes</td>
<td>5.0</td>
<td>Land at Heysham Port</td>
<td>BWF 4</td>
</tr>
<tr>
<td>Fylde Coastal Towns 400,000 tonnes</td>
<td>9.0</td>
<td>Land at Hillhouse Industrial Estate</td>
<td>BWF 5</td>
</tr>
<tr>
<td>Central Lancashire 500,000 tonnes</td>
<td>11.0</td>
<td>Land at Redscar Industrial Estate and Riversawy</td>
<td>BWF 1 &amp; 2</td>
</tr>
<tr>
<td>West Lancashire 130,000 tonnes</td>
<td>4.0</td>
<td>Land at Simonswood Industrial Estate</td>
<td>BWF 3</td>
</tr>
<tr>
<td>BwDBC / Ribble Valley 130,000 tonnes</td>
<td>7.0</td>
<td>Land at Whitebirk Ind Estate and Wolstenholme Bronze</td>
<td>BWF 6 &amp; 7</td>
</tr>
<tr>
<td>East Lancashire 330,000 tonnes</td>
<td>11.0</td>
<td>Huncoat / Whinney Hill – subject to road proposals identified in Policy SA1(^\text{20})</td>
<td>BWF 8</td>
</tr>
</tbody>
</table>

In measuring the total capacity of the developments within a catchment, all waste permissions granted during the plan period on sites identified within Policy WM2 and WM3 will be aggregated, together with any other sites granted permission under the exceptional provisions of this policy.

Exceptionally, development will be supported on other vacant, previously developed or Greenfield sites, excluding site identified in Policy WM3, subject to other policies of the development plan where the applicant can demonstrate:

- that land is not available on the allocated sites for development at a time to meet the needs identified in the Core Strategy, taking into account the practicality of land assembly and implementation by the Waste Industry.
- that they have followed a sequential approach to site selection.
- an equally good or improved access to the road network.

Where in exceptional circumstances the development is proposed on a Greenfield site, the applicant must include provision for additional land surrounding the development to create an effective new landscape. This area of additional land, must be sufficient to create this setting, and shall be no less

\(^{20}\) This should refer to Policy SA 2 (not SA1).
than four times the total operational footprint area of the development. The landscape created must result in a net increase in the environmental asset of the locality.

Extracts from Proposals Map 1: Site Allocations

(a) Map showing Hyndburn with inset references

(b) Map showing details of inset.

MRT 11 – Whinney Hill Link Road – Policy SA2 (Appendix 7)
BWF 8 – Policy WM2
MRT 3 – Safeguarding Rail Sidings – Policy SA1
Appendix 7  Joint Minerals and Waste Development Framework- Site Allocation and Development Management Policies DPD
MRT11: Whinney Hill Link Road
(a) Extract from Policy SA2 – Site Allocation and Development Management Policies DPD – Part One.
(b) Extract from pages 64 and 65 of Part 2 Submission Document

(a) Extract from Policy SA2 – Site Allocation and Development Management Policies DPD – Part One.

Policy SA2 – Safeguarding of Land for Access Improvements

The minerals and waste planning authority will safeguard land for:
• Whinney Hill Link Road

(b) Extract from pages 64 and 65 of Part 2 Submission Document

Whinney Hill Link Road

Site Location and Overview

The Whinney Hill Link Road (MRT 11) is a proposed by-pass around the communities of Huncoat and Hillock Vale in Accrington. The route of the proposed road is primarily within the administrative boundary of Hyndburn Borough Council, whilst a small part is within the Borough of Burnley. The road was proposed by Lancashire County Council as part of the planned municipal waste facility at the former Huncoat Power Station. The road has received planning permission, but the scheme is on hold whilst an inquiry into the required Compulsory Purchase Order is undertaken.

The route will continue to be safeguarded under Policy SA1, even if the existing planning permission expires.

Environmental Safeguards

New road projects may generate a range of potential impacts which applicants will be expected to address. To ensure that these issues are dealt with in a timely and adequate manner, applicants are advised to hold pre-application discussions with the waste planning authority. This may also assist both the applicant and the planning authority to determine the extent and nature of any environmental or other assessments required in support of particular planning proposals.

In terms of specific impacts, the route passes through designated Green Belt and would require significant engineering, with consequent impacts. Proposals would be expected to include appropriate mitigation measures to address these potential impacts.
The route also crosses several watercourses which feed into an area designated as a Biological Heritage Site. Proposals may require measures to ensure that pollution risks are appropriately managed during construction of the road (for example, potential ground contamination problems) and through the incidents during the life of the road. Applicants will be required to [have] undertaken such assessment as may be necessary to assess these risks.

Where required, consideration should also be given to other relevant aspects of the proposed development, such as amenity issues and proximity to sensitive receptors. Applicants will also be required to undertake a transport assessment of their proposals, and will need to comply with the validation checklist for a relevant planning application.

The Plan illustrating the land to be safeguarded for the Whinney Hill Link Road.
Appendix 8. Pennine Lancashire Spatial Guide – M65 Corridor Areas of Change and Strategic Sites.
Appendix 9 – Pennine Lancashire Spatial Guide – key Diagram
Part Two – Extract from the Schedule of Further Proposed Changes (pages 7-11, 17-22)
The development of the former colliery site for housing will be subject to a development brief being prepared that considers how the site will integrate with the existing village and its services. The effect of this policy is to remove the site from the Green Belt. The development will be expected to provide high quality homes in an attractive landscape setting. The site will be accessed via the Whinney Hill Link Road (referred to in policy A9) giving ready access to the strategic road network. Developers of the site will be expected to contribute to the construction of phase one of the Link Road. In developing the site there will be no net loss of biodiversity resource, compensating for any habitat loss that may arise through enhancing habitat areas to be retained on other parts of the site and linkages to adjacent natural environment resources. Appropriate tree planting, landscaping and provision of pedestrian and cycle-ways will provide further community benefits. There will also be a need for the brief to address issues of surface run-off and contamination. Improvements to Huncoat Railway Station, sports provision in Huncoat and highway/public transport improvements will be expected to be made as part of the development. This will be addressed in more detail in the Site Allocations and Development Management DPDs.

Policy A8: Strategic Employment Site at Huncoat

The development of a strategic employment site for a Waste Technology Park and/or other employment uses (B1, B2 and B8) will be supported provided the site is adequately connected by a new road to the primary road and motorway network, it is accessible by public transport, walking and cycling, and includes high quality landscaping and natural environment enhancement.
<table>
<thead>
<tr>
<th>Page 76, Para 5.41</th>
<th>Deletion and insertion of the following text:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A strategic employment site was allocated in Huncoat in the Hyndburn Local Plan. Work undertaken by EKOS and Atkins has stressed the need for developing improved connectivity with Greater Manchester and this site is ideally located to potentially attract businesses with customers or markets in that area. This site is shown at Appendix 5. It is based on Site V identified in the Hyndburn Local Plan but includes an additional small area that was previously Green Belt which is bounded by the railway and Altham Lane. It is included in the proposed change to the Green Belt Boundary on plan 3 at This is illustrated in Appendix 6.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Page 76-77, Para 5.42</th>
<th>Deletion and insertion of the following text:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Lancashire County Council has been granted p identified a site at Whinney Hill/Huncoat for large scale built waste management facilities in the Minerals and Waste Development Framework. and development proposals have reached an advanced stage for the remainder of the site. Planning permission has been granted to develop the former power station site as a Waste Technology Park. This includes provision for the construction of a new access road to link the site to the trunk road network at the junction of Burnley Road and the A56. Planning permission has also been granted for the development of employment uses on land to the south of the former power station. This area development is also being served by the access road to the Waste Technology Park. This proposal provides for the development of a new access road to link the site to the trunk road network at the junction of Burnley Road and the A56. Given the size of the site, and its strategic location, it is not considered that a dedicated access is required onto the strategic road network.</td>
</tr>
</tbody>
</table>
The Strategic Employment Site should be accessed from a new road which links to the primary road network. This will form phase one of the Whinney Hill Link Road referred to at policy A9. Developers will be expected to contribute to the construction of phase one of the Link Road. High quality landscaping should be delivered which would enhance the natural environment and green infrastructure provision; and improvements to public transport links sought. The site is also within an area possessing shallow coal resources. The impact of the development on these resources would need to be considered. A plan of the site is included at Appendix 6.

Page 77, Para 5.43 Insertion of the following text:

The former rail sidings, outside of the Strategic Employment Site but adjacent to the former Huncoat Power Station Site will also be protected from development that would prevent them from being returned to use. There are few locations within the North West where sites exist that could be returned to use as rail sidings for freight. The Lancashire Transport Plan identifies these former sidings as a potentially important element of rail infrastructure that should be retained.

Page 77, Policy A9 Insertion of the following text:

Policy A9: Whinney Hill Link Road

The development of a new road connecting the A56 at the Burnley Road junction with the Huncoat Strategic Employment Site, the housing site on the former Huncoat Colliery and Bolton Avenue will be supported subject to the following criteria being met:

a) High quality landscaping being provided along its length which will secure conservation and enhancement of the wider natural environment;
b) The implementation of measures that would prohibit heavy goods vehicles using Highergate Road, Lowergate Road, the stretch of Bolton
Avenue south of the Railway Bridge and Whinney Hill Road at Whalley Road, and;
c) The implementation of measures that would prevent heavy goods vehicles using the Stretch of Whinney Hill Road between its junction with Sherwood Way and Whinney Hill Landfill Site.

<table>
<thead>
<tr>
<th>Page 77, Para 5.44</th>
<th>Insertion of the following text:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Whinney Hill is one of the largest quarries and landfill sites in Lancashire. Landfilling is taking place within an operational quarry from which sandstone and shale are extracted. The shale is used to supply the adjacent brick works with raw material for its bricks. Traffic visiting the landfill, the quarry and brickworks currently passes through residential areas with consequent implications for local environmental quality. Air quality is a particular problem at the Whalley Road/Blackburn Road junction in Clayton-le-Moors and around Huncoat. Lancashire County Council’s proposals for a new road(^1) (Whinney Hill Link Road) linking the landfill site to the main road network at the Burnley Road/ A56 junction would remove much of the heavy traffic from the built up area and present an opportunity to develop a strategic employment site on land that once accommodated the power station and a housing site on the former Huncoat Colliery in a highly accessible strategic location.</td>
</tr>
<tr>
<td></td>
<td>(^1) The Planning Application for the development of the Whinney Hill Link Road was submitted to approved by Lancashire County Council in August 2008 and a subsequent CPO was confirmed.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Page 77, Para 5.45</th>
<th>Insertion of the following text:</th>
</tr>
</thead>
</table>
|                   | The proposed Whinney Hill Link Road connecting the Whinney Hill landfill site/quarry and the proposed Waste Technology Park at Huncoat to the main road network would divert traffic out of the built up areas of Accrington, Church, Clayton-le-Moors and Huncoat. The road would provide an important link between the strategic road network and the strategic employment site and housing sites at Huncoat, enabling traffic to reach the site without having to Note: changes are proposed to this paragraph (the text in italics with a strikethrough is a proposed
| Page 77, new para after Para 5.45 | Insertion of the following text:

> It is envisaged that the road will be developed in two phases. Phase One will provide a road between Burnley Road (the A679) and Altham Lane and will provide access the strategic employment site and housing site at the former Huncoat Colliery. Developers of these sites will be expected to contribute to the construction costs of phase one of the road. In addition, developers of the housing site will be expect to reserve land within the site for construction of phase two of the link road. This will provide the link between Altham Lane and Bolton Avenue/Whinney Hill Road. The second phase could be funded from a variety of sources including the Community Infrastructure Levy, the minerals and waste industry or other sources of public funding in the future. |
|---|---|
| Page 112, Appendix 5 | Insertion of additional text to Whitebirk and Huncoat plans:

> a. Whitebirk - Strategic Regional Employment Site
> b. Huncoat - Strategic Employment Site |

> 1. Oswaldtwistle Policy A7 A5
> 3. Huncoat Policy A7 Housing in Huncoat\(^3\) and A8 .

| deletion) in ‘Schedule of Proposed Changes’ (May 2011) with this being a further change. |
Also includes land bounded by Altham Lane and railway for future employment uses. A future development brief for the former Huncoat Colliery site will indicate that housing development will take place on land closest to the railway line and development will include management and enhancement of the environment in the vicinity of Clough Brook.

### Deletion and addition of the following text in the table under Policy A7

<table>
<thead>
<tr>
<th>Partners in delivery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hyndburn Borough Council, Lancashire County Council, private landowners</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Infrastructure</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site can be accessed from Altham Lane or phase one of the proposed Whinney Hill link road. It is also close to bus routes which travel along Station Road and Huncoat railway station. Developers of the site will be expected to contribute to phase 1 of the link road.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Phasing and targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Core Strategy expects development to take place within 5 to 10 years. One of the private landowners has suggested that development could start within the first five years of the Plan as there are no known insurmountable constraints to development. The Local Authority would not be opposed to earlier development of the site.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Risk</th>
</tr>
</thead>
<tbody>
<tr>
<td>High – the land is currently in the Green Belt and a case will need to be made for its release.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Contingency</th>
</tr>
</thead>
<tbody>
<tr>
<td>There are no other sites of this size within the Borough which have the ability to provide for larger family housing.</td>
</tr>
</tbody>
</table>

### Insertion of the following text:

**Policy A8 Strategic Employment Site at Huncoat**

The development of a strategic employment site for a Waste Technology Park and/or other employment uses (B1, B2 and B8) will be supported provided the site is adequately connected by a new road to the primary road and motorway.
network, it is accessible by public transport, walking and cycling, and includes high quality landscaping and natural environment enhancement

<table>
<thead>
<tr>
<th>Partners in delivery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hyndburn Borough Council, Lancashire County Council and the private sector.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Infrastructure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development is predicated on the need to provide suitable road access to the site. Planning permission has been granted for the ‘Whinney Hill Link Road.’ Phase 1 being a link from the A679/A56 roundabout to Altham Lane with phase 2 linking Altham Lane to Bolton Avenue. Planning permission has been granted for the development of a Waste Technology Park and link road and an inquiry into a compulsory purchase order for land acquisition took place in November 2009. The outcome of the inquiry is that the order for the link road has been confirmed but the order for the acquisition of land for the Waste Technology Park has not been confirmed. Outline planning permission has been granted for business development adjacent to and adjoining the southern boundary of the Waste Technology Park. Developers of the site will be expected to contribute to phase 1 of the link road.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Phasing and targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>The building of the link road and Waste Technology Park will start within the first five years of the Plan and will be completed by 2021.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Risk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medium/high. Finance for the Waste Technology Park and link road is being raised by Lancashire County Council as part of their Waste Management Strategy and will be a privately financed initiative. The business park adjoining and to the south will be privately financed but is also dependent on the link road being built. The scheme could be vulnerable if public sector spending cuts are needed, however, this will be a matter for LCC to take a decision on its priorities. There may be scope for more input from the private sector.</td>
</tr>
</tbody>
</table>
Contingency
The Council will continue to negotiate with owners and other interested parties to bring forward development. The Annual Monitoring Report (AMR) will report on development progress. If it becomes apparent that this site will not come forward in the Plan period it will be necessary to undertake a partial review of the Core Strategy to identify a replacement site or sites. There may be scope for more private sector involvement in the scheme but this is likely to mean that a greater area of land is needed to make the project viable. Contributions from developers at Huncoat may be a way forward.

Page 137, Appendix 9

Insertion of the following text:

Policy A9 Whinney Hill Link Road

The development of a new road connecting the A56 at the Burnley Road junction with the Huncoat Strategic Employment Site, the housing site on the former Huncoat Colliery and Bolton Avenue will be supported subject to the following criteria being met:

a) High quality landscaping being provided along its length which will secure conservation and enhancement of the wider natural environment;

b) The implementation of measures that would prohibit heavy goods vehicles using Highergate Road, Lowergate Road, the stretch of Bolton Avenue south of the Railway Bridge and Whinney Hill Road at Whalley Road, and;

c) The implementation of measures that would prevent heavy goods vehicles using the stretch of Whinney Hill Road between its junction with Sherwood Way and Whinney Hill Landfill Site

Partners in delivery
<table>
<thead>
<tr>
<th>Hyndburn Borough Council and Lancashire County Council</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Infrastructure</strong></td>
</tr>
<tr>
<td>Planning permission has been granted for the ‘Whinney Hill Link Road.’ Phase 1 being a link from the A679/A56 roundabout to Altham Lane with phase 2 linking Altham Lane to Bolton Avenue. Developers of the Strategic Employment Site and the Housing site on the former colliery will be expected to contribute to phase 1 of the link road.</td>
</tr>
<tr>
<td><strong>Phasing and targets</strong></td>
</tr>
<tr>
<td>The building of Phase 1 of the link road will start within the first ten years of the Plan and will be completed by 2026.</td>
</tr>
<tr>
<td><strong>Risk</strong></td>
</tr>
<tr>
<td>Medium/high. Finance for the link road is being raised by Lancashire County Council as part of their Waste Management Strategy and will be a privately financed initiative. The scheme could be vulnerable if public sector spending cuts are implemented.</td>
</tr>
<tr>
<td><strong>Contingency</strong></td>
</tr>
<tr>
<td>The AMR will report on progress regarding this policy. If it becomes apparent that the road is not going to be built the Council will undertake a partial review of the Core Strategy as it will not be possible to develop the strategic employment site at Huncoat as there is insufficient capacity on the existing road network to accommodate the envisaged additional industrial traffic. The existing road network also serves residential areas.</td>
</tr>
</tbody>
</table>