



Planning Statement

on behalf of:

Gleeson Regeneration Limited

Residential Development at

Former Hollins Paper Mill,

Hollins Grove Street, Darwen,

August 2017



SATPLAN
PLANNING & DEVELOPMENT

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1. Introduction

- 1.1 This Planning Statement has been prepared by SATPLAN LTD in support of a full planning application, submitted on behalf of Gleeson Homes, for 151 no. dwellings at the site of the Former Hollins Paper Mill, Hollins Grove Street, Darwen.
- 1.2 This Statement sets out the background to the proposals, identifies the relevant planning policies and justifies the overriding reasons why planning permission should be granted for the proposed development.
- 1.3 Gleeson (the Applicant) focuses solely on building low cost homes for people on low incomes in areas of industrial decline and social and economic deprivation. The company builds a range of affordable homes for sale to people who would otherwise be unable to afford a new home, thereby helping them onto the property ladder. Gleeson funds all of its own projects, allowing regeneration to take place without reliance on Government investment.
- 1.4 The company's success is borne out of a thorough understanding of its customer needs and balancing aspiration with affordability. Gleeson's management team has specialist knowledge of all aspects of regeneration and a combined experience of over 150 years of building and selling low cost homes.
- 1.5 Gleeson's homes are priced so that they can be afforded by 90% of the local couples in full time employment. To establish sales prices, the Government's ASHE (Annual Survey of Hours and Earnings) figures are used to determine the lowest wages within the Local Authority. A modest multiple is then applied to the bottom twenty percentile to calculate the level of mortgage which can be afforded by 90% of people living in the local area.
- 1.6 The Applicant has undertaken formal pre-application discussions with the Local Planning Authority (LPA) regarding the principle of development in addition to the general layout and design of the proposed development. These discussions have helped to develop the planning case and the design and layout of the development which forms part of this planning application.



1.7 This statement should be read in conjunction with other supporting documentation which comprises:

- Application forms and Certificate
- Drawing Package Niemen Architects
- Design and Access Statement Niemen Architects
- Air Quality Assessment SLR
- Odour Assessment SLR
- Flood Risk Assessment JOC Consultants
- Geotechnical and Geo-Environmental Site Investigation Report Eastwood & Partners
- Transport Assessment Bryan G Hall
- Travel Plan Westgate Consulting
- Noise Assessment Spectrum Acoustic Consultants
- Arboricultural Impact Assessment Ascerta
- Extended Phase 1 Habitat & Bat Roost Survey SLR
- HCA Viability Cost Breakdown Gleeson
- Maximising Security Through Design Gleeson
- Economic Benefits Report Gleeson
- Utilities Plans

1.8 The remainder of this statement is structured as follows:

- **Section 2 - Site Context** - provides a description of the application site and describes the context of the location.
- **Section 3 - Proposed Development** - provides a description of the proposed development.
- **Section 4 - Planning Policy Framework** - identifies the policies at a national, and local level, relevant to the site and the proposed development.
- **Section 5 - Key Planning Considerations & Policy Assessment** - addresses the principal issues to take into account when determining the application for the proposed development.
- **Section 6 - Summary and Conclusions** - draws out the main considerations in light of all the information presented, demonstrating that the proposed development is acceptable and that planning permission should be granted.



2. Site Context

- 2.1. The Site is an irregular shape comprising of approximately 6.3 hectares of the former Hollins Paper Mill Site located off Hollins Grove Street, Darwen.
- 2.2. Previously in use for paper manufacturing, the Site has been redundant since 2012. The full extent of the Paper Mill Site covers 13 hectares, of which the application site comprises approximately 6.3 hectares of the south eastern corner of the wider land holding. The Site has largely been cleared of all buildings and structures subsequent to the former use ending, but for two temporary modular buildings and a chimney stack which remain in situ. Regardless there are still large areas of hardstanding and some structures present on Site, such that the Site is clearly previously developed land.
- 2.3. The southern most section of the Site was formerly in use as allotments, but is now overgrown.
- 2.4. There are significant level differences across the Site, evident from the Topographical Survey reference 7672/01 that accompanies this application. The highest part of the Site is at the junction of Hollins Grove Street / Goose House Road / Lower Eccleshill Road on the eastern side of the site, dropping by approximately 17 metres to the western boundary of the Site. The downward slope is of a lesser gradient in the southern section of the Site.
- 2.5. There are wooded areas across the Site with the largest located to the southern section, beyond which is a stream. There are some trees along the northern boundary of the Site, and a concentration of trees in the centre of the Site adjacent to Hollins Road.
- 2.6. Hollins Road bisects the Site in a north west / south east orientation generally through the centre of the Site. This road provides a secondary link between Hollins Grove Street to Blackburn Road through the adjacent industrial uses to the west of the Site.
- 2.7. The land to the north and west of the Site is largely in industrial uses, with Crown Paints, Caravan Storage, ELW Distribution and a Cash and Carry all located to the North



of the Site off Lower Eccleshill Road. To the east of the Site is vacant industrial land, beyond which is a railway line. To the south of the Site are residential dwellings.

- 2.8. The site is located approximately 1-mile north of Darwen Town Centre and is approximately 0.6 miles from Junction 4 of the M65 motorway.

Planning History

- 2.9. The Local Planning Authority's on-line records date back to 1999. A search for Hollins Paper Mill, Hollins Grove Street resulted in no planning applications. Given the Site has historically always been in use for paper manufacturing it is assumed that any planning applications at the Site would have related to paper manufacturing in any case.
- 2.10. It should be noted that land to the east of the application Site has benefitted from a mixed-use permission which comprised of outline permission for 48 dwellings and employment uses (2230 sq.m of Use Class B1 and 825 sq.m of Use Class B2), reference 10/08/0568. This was extended under permission reference 10/11/1128 in 2011. Whilst only outline permission was granted with the residential element located to the south of the site, adjacent to existing residential uses, a reserved matters application never materialised, despite active marketing of the site.

Pre-Application Advice

- 2.11. The Applicant sought formal pre-application advice from the Council in December 2016. Following a meeting the Council provided a written response which in summary noted the following key planning issues that would need to be addressed/considered in the final application submission:
- A need to demonstrate that the Site is no longer viable for employment uses and therefore should be considered for alternative uses, through evidence of marketing activity and a lack of associated expressions of interest as a result;
 - The site is acknowledged as being in a sustainable location, on the periphery of the 'inner urban area';
 - Provision of a housing mix to reflect the Council's policies, which is stated in this area as requirements for family housing, including 3 and 4 bedroom homes, which were acknowledged;



- Dwellings need to meet the internal space standards as set out in the Council's Local Housing Space Standards (2012);
- There is an affordable housing target of 20% applicable to the scheme, any deviation from this requirement must be justified with robust viability evidence;
- In respect of design the scheme needs to maintain a strong sense of place that reflects the heritage of the local area, in relation to layout and materials used. Traditional local stone and slate roofing were recommended, with reference to red brick and stone detailing also potentially appropriate;
- Interface distances of 21 metres between habitable rooms, with an increase of 3 metres per 1 storey difference in finished floor levels, and 13.5 metres between habitable rooms and blank elevations/non-habitable windows;
- Highways were 'broadly supportive' of the scheme tabled, and suggested that a secondary access point could be provided, although no private driveways should be provided with direct access onto the highway;
- Any gradients need to be Disability Discrimination Act 1995 (DDA) compliant;
- The proposals should not have any detrimental impact on existing residential dwellings, in addition an appropriate residential environment should be created for future residents. Given the previous and surrounding active uses of the Site Environmental Health identified the following which need to be addressed: contaminated land; air quality; odour; noise; and light;
- A net biodiversity improvement should be implemented at the Site, alongside retaining as many existing trees as possible and replacing any that must be felled to make way for development; and
- Consideration should be had to the type and location of green infrastructure on Site.

2.12. A copy of the pre-application response is included at Appendix 1 of this report.



3. Proposed Development

- 3.1. The proposed development comprises a total of 151 no. dwelling houses. The layout incorporates a good mix of house types which will make a positive contribution to the character of the area, respecting the existing grain of housing.
- 3.2. Whilst all houses will be two storeys in height, a mix of house types are proposed to reflect the local market. Details of each house type can be seen in the submitted house type plans. As set out on the proposed Planning Layout Plan these comprise of:
 - 54 no. two bedroom units;
 - 89 no. three bedroom units; and
 - 8 no. four bedroom units.
- 3.3. Existing site features and levels alongside the local context of the Site have heavily influenced the layout of the proposed residential development.
- 3.4. The majority of existing trees on Site have been retained, as such the wooded areas remain a key feature of the proposed development in the southern section, central area and along the northern boundary. In order to ensure that the woodland and associated stream in the southern area of the Site remain unaffected by the proposed development this area of the Site will function separately from the rest of the Site, which each of the seven dwellings benefitting from its own access onto Hollins Grove Street.
- 3.5. The scheme includes an area of public open space in the northern most area of the Site, adjacent to the Crown Paints Factory. A landscaped noise bund topped with an acoustic fence, is also proposed to screen the proposed residential development from the paint factory and ensure a suitable residential environment is created for new residents.
- 3.6. One vehicular access point is proposed for the main area of the Site, linking the main part of the proposed development to Hollins Grove Street. The proposed distributor road through the Site, follows the approximate route of the existing vehicular route through the Site and access onto Hollins Grove Street (Hollins Road). Footpath routes will be located alongside highways throughout the Site. Making use of this existing



route ensures an acceptable gradient is achieved travelling through the Site given the level differences.

- 3.7. In order to respect the level differences across the site the residential development is split, with some development located at the higher part of the Site along Hollins Grove Street, and the remainder at the lower level on the western section of the Site. As a result an areas of open space is created through the centre of the Site.



4. Planning Policy Framework

- 4.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 requires that applications for planning permission must be determined in accordance with the statutory development plan unless material considerations indicate otherwise.

Statutory Development Plan

- 4.2. The statutory development plan for the area comprises of:
- The Blackburn with Darwen Core Strategy, adopted January 2011, which sets out the priorities for the future planning and development of the Borough for the next 15 to 20 years; and
 - Local Plan Part 2 Site Allocations and Development Management Policies, adopted December 2015,
- 4.3. The Site is located wholly within a 'secondary employment area' as identified on the Local Plan Part 2 Proposals Map. In addition whilst the Site is within the urban area, it is directly adjacent to the 'Inner Urban Area'. Taking the site designations into account the key policies as identified in the Statutory Development Plan against which this application should be assessed are:

Blackburn with Darwen Core Strategy

Policy CS1: A Targeted Growth Strategy

Policy CS4: Protection and Re-Use of Employment Sites

Policy CS5: Locations for New Housing

Policy CS6: Housing Targets

Policy CS7: Types of Housing

Policy CS8: Affordable Housing Requirement

Policy CS13: Environmental Strategy

Policy CS16: Form and Design of New Development



Policy CS19: Green Infrastructure

Policy CS21: Mitigation of Impacts / Planning Gain

Policy CS22: Accessibility Strategy

Local Plan Part 2 Site Allocations and Development Management Policies

Policy 1. The Urban Boundary

Policy 7. Sustainable and Viable Development

Policy 8. Development and People

Policy 9. Development and the Environment

Policy 10. Accessibility and Transport

Policy 11. Design

Policy 12. Developer Contributions

Policy 15. Secondary Employment Areas

Policy 18. Housing Mix

Policy 36. Climate Change

Policy 40. Integrating Green Infrastructure and Ecological Networks with New Development

4.4. In addition to the statutory development plan, the following documents should be given due weight in the planning assessment:

- National Planning Policy Framework (NPPF), published March 2012.
- Supplementary Planning Documents (SPDs) prepared by the Council to expand upon existing the Statutory Development Plan policies.



National Planning Policy Framework (NPPF)

- 4.5. The NPPF sets out the Government's view of what constitutes sustainable development and what this means for the planning system. Paragraph 7 considers there to be three dimensions to sustainable development:
- **Economic** - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available and in the right places at the right time to support growth and innovation, and by identifying and coordinating development requirements, including the provision of infrastructure;
 - **Social** - supporting strong, vibrant and healthy communities, by providing the supply of housing to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being;
 - **Environmental** - Contributing to protecting and enhancing our natural, built and historic environment; and as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 4.6. Paragraph 8 of NPPF clearly sets out that economic, social and environmental roles are not to be undertaken in isolation as they are mutually dependent, for example the same paragraph refers to well-designed buildings and places having the ability to improve the lives of people and communities.
- 4.7. The NPPF introduces a presumption in favour of sustainable development (see paragraphs 11-13), with the expectation that local planning authorities positively seek opportunities to meet the (objectively assessed) development needs of their area, including sufficient flexibility to adapt to rapid change. In decision making development that accords with the development plan should be approved without delay, and where the development plans are absent or silent, or relevant policies are out of date, proposals should be approved unless the adverse impact would significantly and demonstrably outweigh the benefits, or specific policies in the NPPF indicate that development should be restricted (see paragraph 14).



4.8. Amongst other notable and relevant provisions of NPPF are:

- To avoid the long-term protection of allocated employment sites where there is no longer a reasonable prospect of a site coming back into such a use (paragraph 22);
- To boost significantly the supply of housing both in terms of market and affordable housing (paragraph 47);
- To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (paragraph 50);
- The planning system should do everything it can to support economic growth (paragraph 19);
- Good design is a key aspect of sustainable development (paragraph 56); and
- Development patterns should facilitate the use of sustainable modes of transport, where it is reasonable to do so (paragraph 29).

Supplementary Planning Documents (SPD's)

4.9. Adopted Supplementary Planning Documents provide more detailed explanation and mechanisms to assist applicants in satisfying the requirements of the development plan policies to which they relate. The primary adopted SPD's considered to be relevant to this development proposal are:

- Blackburn with Darwen Design Guide (March 2006);
- Residential Design Guide Revised Edition (September 2012); and
- Green Infrastructure and Ecological Network (December 2015).

4.10. The planning policy framework set out above provides the context against which this proposed development should be assessed. Section 5 of this report considers the key planning considerations and identifies why the proposed development is considered to comply with the planning policy that has been outlined in this section of the report.



5. Key Planning Considerations

- 5.1. Full planning permission is sought for the redevelopment of this previously developed site to provide 151 no. new residential family homes for local people. The following section assesses the suitability of the site for the proposed uses having regard to the national and local planning policies and the key issues to be considered in determining the planning application are identified.

Principle of Site Redevelopment

- 5.2. The remnants of the former industrial use and associated hardstanding are still evident on the application Site. The paper mill itself was last in use in 2012, following which the buildings and structures have largely been demolished albeit large areas of hard standing remain. Whilst the Site comprises approximately 6 hectares of the wider Hollins Paper Mill site, the land subject of this application comprises of the area of the Paper Mill where the majority of buildings, structures and hardstanding were located. There are open areas between the former buildings within the application Site, these allow for the level differences across the Site, and are quite clearly within the curtilage of Hollins Paper Mill. It is therefore evident that the Site is Previously Developed Land (PDL) as defined in the NPPF.
- 5.3. In its current state the Site is detracting from the wider area, having a negative impact on the streetscene along Hollins Grove Street and Lower Eccleshill Road. This is of particular importance as the Site has a very long frontage along these routes which impacts residential and industrial areas. Redevelopment of the Site offers the opportunity to enhance this area of Darwen.
- 5.4. Reuse of this land for development purposes therefore constitutes an efficient use of land and sustainable development. The proposal in this respect complies with the Core Planning Principles as set out in the NPPF and Core Strategy Policy CS1 and Local Plan Part 2 Policy 1. Both of these local policies seek to focus new development within the Urban Boundary to ensure PDL is redeveloped to improve and regenerate the urban area. The Site is located within the defined Urban Boundary and therefore also complies with these local policies on this criterion.



- 5.5. It is acknowledged that the main focus for new large scale development, such as the proposed development, is in the Inner Urban Areas as defined in the Core Strategy and Local Plan Part 2. It should be noted that Policy CS1 goes on to note that growth in the urban area will be in the form of limited small scale urban extensions. In the first instance this reason for restricting development to a small scale does not apply to the development Site which is wholly within the urban boundary, as opposed to an extension to it. In addition, release of this PDL site for residential development has the potential to assist in the safeguarding of greenfield or Green Belt Sites being released in compliance with this policy objective.
- 5.6. Whilst the application Site is not within this allocated area it abuts it along its south-eastern boundary. The Site therefore benefits from many of the attributes that make the 'Inner Urban Area' sustainable. The Site is located only 1 km to the north of Darwen Town Centre, which includes the railway station alongside retail facilities and services. Footways connect the Site to Darwen Town Centre which is within walking and cycling distance of the Site. Furthermore, bus services 33 and TA6 pass the Site along Lower Eccleshill Road providing fairly frequent public transport links to Darwen and Blackburn, via Blackburn Hospital. Indeed in the Planning Officer's formal response at pre-application stage states that 'the location [of the Site] could be considered sustainable'. The Site is therefore not only PDL awaiting redevelopment but considered to be in a sustainable location with direct links to both Darwen and Blackburn Town Centres.
- 5.7. Furthermore, the proposed development is considered to be an appropriate scale of development given the location and size of the Site. The application Site makes use of the part of the Paper Mill Site where the main buildings and structures were located. The more open parts of the former Paper Mill Estate, principally to the north of the Site, do not form part of this application. The layout of the Site has been led by the existing features, landform, levels and site context such that a reasonable density of 24 dwellings per hectare is achieved. The proposed development therefore ensures an efficient and effective use of PDL whilst also ensuring a cohesive and comprehensive development for the former Paper Mill Site, which is considered to be appropriate in scale for its location within the urban area.



Loss of Employment Land

- 5.8. The Site was last in use for employment purposes, and is designated as a secondary employment site in the Local Plan Part 2, therefore the local policy aspirations seek to protect the Site for employment uses under Policy 15. However, both the NPPF and Core Strategy Policy CS4 allow for flexibility of uses at existing employment sites where there is no reasonable prospect of them coming forward for employment uses.
- 5.9. The current landowners have been actively marketing the Site for employment uses since 2013. Initially advice was sought from Lambert Smith Hampton, an associated marketing brochure for which is attached at Appendix 2, dated 11th January 2013. In addition an advert posted in Property Week commercial magazine, dated 29th June 2012, is included at Appendix 2. Whilst the Applicant has agreed terms with the Landowner the Site is currently still being marketed on both the current Agent's web-site¹ and also Right Move's commercial property web-page². The Site has therefore clearly been actively marketed for a commercial use for period of at least 5 years, far exceeding the generally accepted period of 12 months.
- 5.10. Upon embarking on marketing the Site the current landowner sought advice from WHR commercial property agents on expected values and a marketing strategy (see Appendix 3). It is clear from this marketing report that anticipated values of the cleared site, marketed as an employment redevelopment opportunity should demand an asking price in the region of £200,000 per acre. The current marketing particulars show that the price of the Site has been significantly dropped to £2,000,000 (just over £128,000 per acre) in a bid to entice potential purchasers, albeit no serious offers materialised. During this period 3 offers have been accepted in principle, but not progressed passed the initial legal discussions.
- 5.11. Furthermore, it should be noted that the Site was identified as a secondary employment site in the Local Plan Part 2, not a prestige or primary employment site

¹ <http://propertycentre.org/property/land-for-sale-6/>

² <http://www.rightmove.co.uk/commercial-property-for-sale/property-35297982.html>



which are the *'highest quality employment sites...that are the most straightforward to develop'* as noted in the Local Plan Part 2. The application site is therefore by default classified as not being as attractive to businesses this has been evidenced by the lack of interest whilst the Site has been actively marketed as set out above.

- 5.12. The Local Plan Part 2 was supported by an Employment Land Review, dated 2013, which sets out the rationale behind the employment site hierarchy that is based on a scoring system which takes into account viability as well as standard features expected in employment areas. Assuming the Site is within the 41.2 hectares of land named as 'Hollins Grove', the Site only just scored over half of the available marks, as such it was classified as an 'Urban Hub / Gateway Site', secondary in the employment site hierarchy. It was clear from the ELR that prestige and urban hub employment sites make up a significant majority of the existing employment land supply at 81%, loss of this Site is therefore not going to have a significant impact on the range of employment uses available across the Borough.
- 5.13. When considering the ranking of the Site within the Urban Hub / Gateway Site typology it is clear that the Site ranks in the lower half of the 20 sites in this classification. The loss of 6 hectares of the Hollins Grove employment site is therefore not considered to have a significant detrimental impact on the supply of urban hub employment sites, given its low to average scoring.
- 5.14. The Local Plan Part 2 includes a high-level definition of secondary (urban hub/gateway) employment sites based on this evidence base. In the Local Plan Part 2 they are defined as typical established traditional industrial areas which are identified as having two main functions: employ large numbers of people; and allow businesses to start up and grow with low accommodation costs. In this respect, the Site has not employed any staff since 2012, and is currently not contributing to Gross Value Added (GVA) of the borough nor the local economy. Furthermore, the remediation that is required to make the Site developable is significant, such that low cost employment accommodation on this Site will never be attainable, either for a large occupier such as the former Paper Manufacturer or smaller operators if the Site was to be split into smaller parcels. This site is therefore not performing its function as a secondary



employment site and there are no reasonable prospects of coming back into use as such, its designation as a secondary employment site is therefore redundant.

- 5.15. Prestige employment sites as noted in the Core Strategy are also expected to contribute to higher wage levels in the Borough unlike secondary employment sites. These types of jobs will more closely align with the Council's overall vision and strategic objectives for the Borough over the plan period, unlike any employment uses at the development site which is in an industrial area. The loss of the application site, even if it were still operating, will have limited impact in respect of this objective given its location in an industrial part of the Borough, as such any wages level would be reflective of those in the local area.
- 5.16. It has been demonstrated through active marketing over the past 5 years that limited market interest in the Site for future employment uses, despite being on the market at a significantly reduced price, that an employment use of the Site is no longer viable. Furthermore, a critique of the ELR that supported the Local Plan Part 2 has shown that the Site makes a limited contribution to the Borough's employment land supply as identified by the Council. In accordance with the NPPF and Core Strategy Policy CS4 an alternative use for the Site should therefore be considered appropriate.

Principle of Residential Development at the Site

- 5.17. Core Strategy Policy CS5 outline the preferred locations for residential development over the plan period, which is the inner urban area as defined on the Core Strategy key diagram. The Site is located directly adjacent to the inner urban area, albeit it has no status (white land) in respect of the residential policies of the Core Strategy. Nevertheless, it has been demonstrated above that the Site is considered to be in an appropriate location for residential development, being adjacent to existing residential dwellings and in close proximity to Darwen Town Centre. Furthermore, the Site is PDL, redevelopment of which is inherently sustainable. The Site is in this respect considered to be suited to residential development in consideration of Policy CS5.
- 5.18. Policy CS6 outlines the housing targets for the Borough over the Plan Period, which is phased with the initial two phases comprising of:
- 2011-2016: 530 net additional dwellings per year; and



- 2016-2021: 625 net additional dwellings per year.

5.19. The justification text for the policy states that the average housing requirement over the plan period, which incorporates a third phase, is 489 dwellings per year which reflects that of the Regional Spatial Strategy for the North West and backed up by evidence the underpins the Core Strategy. Since the adoption of the Core Strategy in 2011 the Government have introduced both the NPPF and associated guidance the National Planning Practice Guidance (PPG) as such the Core Strategy housing requirement figures were produced in compliance with Planning Policy Statement 3 (PPS3), as opposed to current national guidance. This is acknowledged in the Council's Housing Land Position Statement (January 2016)³ which clarifies that the Core Strategy policy is out of date, albeit the Local Plan Part 2 evidence base concurs with the housing target in that it reflects the Council's overall growth strategy and therefore remains valid.

5.20. It should be taken into account that since the Core Strategy plan period began the Council have significantly under delivered in respect of housing development, which adopted a phased approach to allow for housing delivery to increase over time. The lower delivery rates, which occurred earlier in the plan period, have not been met and the next phase of increased housing requirement has already begun with a continued delivery that falls well short of the identified requirement, see figure 5.1.

Figure 5.1: Housing completions for Blackburn with Darwen Council 2011-2015

Year	Target	Net Completions	Long term empties brought back into use	Difference
2011/2012	530	19		511
2012/2013	530	191		339
2013/2014	530	225	152	153
2014/2015	530	213	207	110
Total	2,120	648	359	1113

³ <http://www.blackburn.gov.uk/Lists/DownloadableDocuments/Housing-Land-Position-Statement-2015-2020.pdf>



- 5.21. This significant under delivery since the start of the plan period is evidence that the growth strategy as set out in the Core Strategy is failing, and this will only become more prevalent as time progresses with the housing requirement increasing. In this regard the housing requirements as set out in the Core Strategy are considered to be out of date.
- 5.22. Paragraph 49 of the NPPF requires Local Authorities to demonstrate a deliverable 5-year housing land supply, otherwise their housing policies are rendered to be out of date, and a presumption in favour of sustainable development must be applied to residential planning applications. The Council set out their housing land requirements based on the past under delivery and their land supply in the Housing Land Position Statement (January 2016), as such the Council claim to have a 5.6 year housing land supply. The housing requirement, based on Policy CS6 and with a base date of 2015, is considered to be accurately identified in Table 2 of the Housing Land Position Statement, which applies a 20% buffer due to past under delivery in accordance with NPPF paragraph 47. An extract of this is included below for convenience, see figure 5.2.



Figure 5.2: Housing requirements for Blackburn with Darwen Council 2015-2020

A	Target 2011/12	530
	Gross new build completions 2011/12	83
	Net Change of use (COU) & conversions 2011/12	3
	Demolitions 2011/12	67
	Net completions 2011/12	19
	Shortfall 2011/12	511
	Target 2012/13	530
	Gross new build completions 2012/13	217
	Net COU & conversions 2012/13	6
	Demolitions 2012/13	32
	Net completions 2012/13	191
	Shortfall 2012/13	339
	Target 2013/14	530
	Gross new build completions 2013/14	237
	Net COU & conversions	6
	Demolitions 2013/14	18
	Net completions 2013/14	225
	Long term empties brought back into use	152
	Shortfall 2013/14	153
	Target 2014/15	530
	Gross new build completions 2014/15	208
	Net COU & conversions	5
	Demolitions 2014/15	0
	Net completions 2014/15	213
	Long term empties brought back into use	207
	Shortfall 2014/15	110
	Total Shortfall	1113
B	Core Strategy annual target 2015/16	530
	Core Strategy annual target 2016/17	625
	Core Strategy annual target 2017/18	625
	Core Strategy annual target 2018/19	625
	Core Strategy annual target 2019/20	625
C	Latent demand (1113/11 years=101 dwellings pa x 5 years)	506
	Requirement 2015-20	3,536
D	20% Buffer	707
E	TOTAL REQUIREMENT 2015-20 B + C + D	4,243
F	Annual requirement 2015-2020 (4,243 / 5)	849

5.23. The Housing Land Position Statement goes on to identify housing land to meet the requirement, the result of which is such that the Council consider that they have a 5.6 year housing land supply. Whilst a detailed analysis has not been undertaken of the identified 5-year housing land supply as part of this application, the robustness and deliverability of the land supply is certainly questionable. For instance, it is noted that 15 no. of the sites that did not benefit from planning permission in January 2016 are anticipated to deliver in excess of 100 dwelling before 2020. Typical delivery rates in the North West of England are approximately 30-35 dwellings per year, from start on



site. Of these Sites anticipated to deliver 100 units before 2020 only 3 no.⁴ sites now have planning permission, providing permission for 356 dwellings. Allowing another 12-18 months for a planning application to be prepared, submitted and determined, it is clear that the delivery of these sites will be significantly less than as set out in the housing land supply in the Housing Land Position Statement.

- 5.24. Furthermore, a number of the larger sites without planning permission are located in the same area, for example Gib Lane, Blackburn is expected to deliver 366 dwellings over 3 sites between 2015 and 2020. Even in good housing market areas delivery at this rate where there are competing sites is ambitious.
- 5.25. On the basis of a lack of planning applications for larger sites in the 5-year land supply since January, and concentration of some sites in certain areas of the borough the housing land supply is therefore not considered to be robust. Paragraph 49 of the NPPF must be applied: the Council's housing policies are considered to be out of date and the presumption in favour of sustainable development applies.
- 5.26. As demonstrated above the Site is in a sustainable and suitable location for residential development. The supporting technical reports and resultant site layout and building designs illustrate how a suitable residential environment can be created at the Site for potential residents. More over the Site is available now, with a willing housebuilder wanting to redevelop the Site to provide new family homes for local residents. The proposed Site is therefore considered to be suitable and available for residential development such that it can contribute towards the Council's housing land requirement.

Benefits of residential development

- 5.27. Residential development brings a number of benefits to the existing local community. As the proposed development comprises of 151 no. dwellings it is anticipated that the proposed development may be beneficial to the community in the following ways:
- 226 construction jobs during the construction phase;

⁴ Two permissions granted at Gib Lane application references 10/15/0901 (79 units) and 10/16/1132 (167 units), and one permission granted at Kirkham's Farm application 10/15/0219 (110 units).



- 407 indirect jobs as a result of the construction period;
- 362 number of new residents, 96% of which will be of working age;
- £4,944,646 new household income and potential expenditure in the local economy;
- £723,991 new homes bonus payments over 4 years; and
- £190,000 additional Council Tax per annum.

5.28. The above potential benefits assist in demonstrating the social and economic sustainability of the proposals in accordance with the NPPF and Core Strategy Policy SD1. Further information is contained within the accompanying Benefits Report.

Housing Mix and Affordable Housing

5.29. The housing mix required over the plan period is set out in Core Strategy Policy CS7 and Local Plan Part 2 Policy 18. In order to diversify the current high level of terraced and smaller unit housing stock across the Borough the Core Strategy and Local Plan Part 2 set out a requirement for family dwellings in the form of detached or semi-detached units. This requirement is reiterated by the Planning Officer in the pre-application response (see Appendix 1).

5.30. The proposed development comprises entirely of detached or semi-detached properties with the following bed space arrangement:

- 54 no. two bedroom dwellings;
- 89 no. three bedroom dwellings; and
- 8 no. four bedroom dwellings.

5.31. Furthermore, as set out in Section 1 of this report the Applicant specialises in providing low cost market housing, priced so that they can be afforded by 90% of local families in full time employment. The proposed development therefore provides low cost family homes that will improve the range of dwellings available in the borough thereby



meeting the policy requirement of Core Strategy Policy CS7 and Local Plan Part 2 Policy 18.

- 5.32. Core Strategy Policy CS8 sets a 20% affordable housing requirement, preferably to be provided on site dependant on grant availability; economic viability on a site by site basis; and/or up to date market conditions. The proposed development of 151 no. dwellings would therefore normally be expected to provide 30 units of affordable housing on site. In this case a relaxation of this requirement is proposed due to the limited economic viability of developing this site and therefore no affordable housing is included in the proposal.
- 5.33. As required by Policy CS8 and Local Plan Part 2 Policy an independent site specific viability study has been undertaken. The study concludes that the inclusion of affordable housing would make the site undeliverable. This is demonstrated in the submitted financial appraisal, as such the development does not include any affordable housing.

Design

- 5.34. The design of the scheme has been heavily influenced by the context of the Site. Predominantly the land form and level differences across the Site have largely dictated the layout of the Site which comprises of two main areas of development down the east and western sides of the site with garden and public open space providing a landscaped area with a gradient going down to the west of the Site.
- 5.35. Public open space is also provided in the northern section of the Site which separates the residential uses proposed from the Crown Paints Factory to the north of the Site. As demonstrated in the accompanying Noise Assessment the landscaped bund with the acoustic fencing, and open space provide a separation distance that attenuates any noise from the factory, ensuring that there will be no detrimental impact on the amenity of the potential residential occupiers.
- 5.36. To ensure that the proposed development assimilates in to the existing character of the area, as many trees as possible have been retained. Key areas of woodland across the Site are in the southern corner, central area and northern frontage of the Site.



Whilst there has to be some felling to make way for the development these core areas of woodland are retained and enhanced through replacement planting as shown on the proposed layout.

- 5.37. The proposed development comprises of a mix of new dwellings, two thirds of which are 3 and 4 bedroom dwellings suitable for families. The dwelling proposed are in the form of detached or semi-detached homes only, there are no terrace units or apartments proposed. The proposed development is therefore considered to comply with Site Allocations and Development Management Policy 18.
- 5.38. The Design and Access Statement provides a study of materials found in local residential areas, and demonstrates that the proposed materials as identified on the house type plans as entirely suitable to the Site location.

Ensuring a Suitable Residential Environment

- 5.39. As the Site is a former industrial Site, with some operating industrial units at the Site's northern and western boundaries ensuring an appropriate residential environment has been a key planning consideration. In order to achieve this it was acknowledged at pre-application stage that consideration needed to be had to ground conditions; noise and vibration; air quality; odour and light as possible sources of contamination. This application is accompanied by a full suite of technical reports which detail how each will be addressed in turn. This section of the Planning Statement collates and summarises these reports to demonstrate that overall a suitable residential environment can be created in accordance with Core Strategy Policy CS13 and Local Plan Part 2 policies 8 and 9.

Ground Conditions

- 5.40. Given the previous industrial use of the Site it benefits from a fairly comprehensive series of site investigation reports, these documents together with a cover letter summarising the findings over time and recommended remediation strategy have been submitted as part of this application. Although the Site has been in an industrial use for textile and paper manufacturing, and associated power generation and land fill over the last two hundred years there is a clear and implementable strategy



proposed in order to ensure the Site can be used for a residential use. Key features to realising a residential use of the Site include:

- Pile foundations in locations where there is made ground, with further investigations to be undertaken to determine the requisite depths of the foundations;
- Further testing of made ground to appreciate its components and enable an appropriate remediation strategy to be formulated;
- Strip or trench fill foundations for the remainder of the Site;
- Ground floors to be precast concrete with an underlying ventilated void;
- Provision of a 600 mm clean capping in gardens and landscaped areas;
- Removal of any underground tanks and pipework should any be encountered in site preparation; and
- Further investigation in the southern area of the Site, which has not been subject to as detailed site investigation as the rest of the Site.

5.41. The Site is clearly affected by its former industrial heritage. The Applicant is willing to undertake the recommended actions in order to bring the Site forward for development, the works involved to address these previous uses will result in abnormal costs which will be fully borne out by the developer.

Noise and Vibration

5.42. The NPPF paragraph 123 and Local Plan Part 2 Policy 8 seek to protect existing and proposed land uses from significant adverse noise impacts associated with new development. Residential uses are a potential sensitive receptor and possible noise sources in the area primarily consists of the road and industrial uses located to the east, north and west of the Site.

5.43. A Noise Assessment has been undertaken by Spectrum Acoustic Consultants in November 2016. A number of survey points across the Site identified traffic on nearby local roads and the M65 further afield as the dominant noise source across the Site. The Crown Paints Factory to the north of the Site is also a source of noise, albeit this



is limited to the day time hours when the factory is functioning. The proposed landscaped bund, with acoustic fencing, will suitably attenuate the noise source of the factory and ensure a suitable residential environment is created. Across the Site double glazing windows are expected to be sufficient to achieve appropriate internal ambient noise levels, together with positive in-put ventilation systems.

- 5.44. A suitable mitigation strategy has therefore been put forward that satisfies internal and external noise levels in accordance with BS 8233 and WHO Guidelines for community noise. The proposed development therefore fully complies with NPPF and Local Plan Part 2 Policy 8.

Air Quality

- 5.45. The NPPF paragraph 124, Core Strategy Policy CS13, and Local Plan Part 2 Policy 8 seek to ensure that new development will not cause the deterioration of the air quality in the vicinity of the Site or nearby Air Quality Management Areas. In order to demonstrate any impact that the development may have in this regard this planning application is accompanied by an Air Quality Assessment, which considers the impact of the proposed development during construction and in the operational phases. The Assessment also considers the impact of the proposed development cumulatively alongside proposals for a 20MW gas generation power plant at Goose House Lane (reference 10/16/0425) as requested by the Council.
- 5.46. Based on the air quality monitoring taking place in the vicinity to the Site it is clear that the air quality around the Site does not exceed recommended thresholds for NO₂. The two nearest air quality management areas identified by the Council are even potentially going to be revoked given no exceedances have occurred since 2011, however this is subject to another period of monitoring until 2018. Moreover, the construction traffic and anticipated traffic generation during the operational phase was expected to be 'not significant' and therefore does not cause any pollutant (NO₂ or PM₁₀) exceedances.
- 5.47. The only aspect of the development where detrimental impacts may occur for a short period, and therefore mitigation measures are recommended, relate to potential increases in dust during the construction phase. Any negative impacts on air quality are therefore temporary. To ensure that this impact is minimised further a variety of



mitigation measures are outlined in full in the Air Quality Assessment report. These include: ensuring water is on site to suppress earthwork piles as required; covering any stockpiles of dusty materials/earthworks; re-vegetating earthworks as soon as possible; erecting site barriers during construction; using wheel washing facilities to minimise dust transfer etc. Subject to these measures being put in place the proposed development will not have such an impact on the air quality that it will be detrimental to the existing Site neighbours (both industrial and residential) or potential new residents.

Odour

- 5.48. Although odour is not specifically referenced as a discrete material planning consideration in the NPPF, it does fall within one of the elements of pollution as defined in the Glossary. Moreover, odour is considered to be material planning consideration in Local Plan Part 2 Policy 8. In both the NPPF and Local Plan Part 2 the objective is to ensure that a satisfactory level of amenity can be achieved within the proposed development, and protected or enhanced for existing occupiers
- 5.49. The application is accompanied by an Odour Assessment which considers the Site context and following a scoping exercise with the Council identifies the Waste Water Treatment Works (WWTW) at the northern boundary to be the principle potential source of odour that may affect the Site. It was established that no previous complaints regarding odour at the WWTW had been received by the Council and therefore a 'sniff test' was undertaken.
- 5.50. The test took place over 1 week across 20 locations within the Application Site and comprised of testing taking place on 3 occasions in each location. On the days of that the testing took place the wind was blowing in a north westerly direction, which represents a worst case scenario for the sniff test. Nevertheless a weak sewage odour was detected at only 5 no. of the twenty test locations (test locations 2, 6, 12, 15 and 18) and as such is not considered to be a material constraint to the proposed development.
- 5.51. It was noted as part of the Odour Assessment that United Utilities are currently in the process of reviewing the operation of their facilities in Darwen and Blackburn. As a result of this the Darwen WWTW is currently the subject of an EIA Screening Request



which would look to relocate much of its Darwen plant working to Blackburn. In future the odour risk is therefore expected to reduce even further.

Highways Impact and Accessibility

5.52. The NPPF details that all developments which generate significant amounts of movement should be accompanied by a Transport Statement/ Assessment. Decisions should take account of the opportunities for sustainable travel and ensure that a safe and suitable access to the site can be achieved for all people. Local Plan Part 2 Policy 10 seeks to ensure that the road safety and that the safe, efficient and convenient movement of all highway users is not prejudiced. Core Strategy Policy CS22 supports this by directing new development to accessible locations.

5.53. The application is accompanied by a comprehensive Transport Assessment which assesses the sustainability of the site, the suitability of the access points into the site and the impact of the development upon the surrounding highway network. The Assessment confirms that the site is in a sustainable location being just 1 miles north of Darwen Town Centre, which is therefore within walking and cycling distance but also directly linked to the Site by public transport. Details of bus route that pass by the Site are included in Appendix 4 of this report. The Site is therefore in a highly accessible location, where sustainable modes of transport are realistic alternatives to the private car.

5.54. The submitted plans demonstrate that a suitable access design which meets relevant safety standards is achievable. The development can be fully accommodated within the existing highway network without any severe residual impacts. In addition, the proposed development provides the appropriate level of off-site parking for each dwelling as set out in Blackburn with Darwen Borough Council Parking Standards (April 2014):

- Dwellings with 2-3 no. bedrooms: 2 parking spaces; or
- Dwellings over 4 no. bedrooms: 3 parking spaces.



5.55. The development is therefore considered to fully accord with the Core Strategy Policy 23, Local Plan Part 2 Policy 10, and the Council's Parking Standards.

Other Technical Considerations

Ecology and Arboriculture

5.56. The proposed development fully takes into consideration ecological issues, and is accompanied by the following reports:

- Extended Phase I Habitat Survey and Bat Roost Potential Survey (November 2016);
and
- Arboricultural Impact Assessment (July 2017).

5.57. The Phase I Habitat Survey which also includes both a bat roost potential and a great crested newt surveys, assessed the Site as having limited ecological value. The Site comprises predominantly hardstanding and species poor grassland which are both of limited ecological value. The woodland to the southern section of the Site is fairly immature and therefore of more value to the species that may utilise it rather than in its own right. However, as part of the survey it was confirmed that the trees in this woodland and across the Site did not have signs of bat roost potential.

5.58. The only feature on Site with any bat roost potential is the small single storey building in the centre of the Site, albeit the potential was classified as 'low'. Nevertheless further surveys in the appropriate season should be undertaken to clarify this and inform any associated mitigation, should planning permission be granted.

5.59. The stream was considered to be too small to support any protected species such as water vole and otter. Reptile are not anticipated to be on Site due to there being no ponds on Site itself, however given the close proximity of a series of reservoirs it is recommended that clearance of residual building material across the southern and western parts of the Site such be undertaken after hand searches by ecologists in active reptile season. The Site has no potential to support great crested newts.



5.60. An Arboricultural Impact Assessment has been undertaken to inform the site layout, including the calculation of root protection areas and canopy spread. It is clear from this assessment that there are no category 'A' trees or tree groupings (of good quality) on Site. Whilst the proposed development will result in the loss of some trees on Site, the proposal seeks to retain as many trees as possible. In addition, the proposed development will provide replacement trees within the Site. On this basis, the proposed development is considered to meet the requirements of Core Strategy Policy CS19 and Local Plan Part 2 Policy 40.

5.61. Subject to the recommendations contained within the Phase 1 Habitat Report, and Arboricultural Impact Assessment, the proposed development is considered to comply with relevant wildlife legislation and planning policy including the NPPF, Core Strategy Policy CS19, and Local Plan Part 2 Policy 9.

Flood Risk

5.62. The NPPF, Core Strategy Policy CS13, and Local Plan Part 2 Policy 9 seek to ensure that new development is not at risk of flooding, nor will it contribute to flooding issues elsewhere.

5.63. The Site is located firmly within Flood Risk Zone 1 (low risk) as identified on the Environment Agency's 'Flood Map for Planning', has no known history of flooding and is not understood to be in a critical drainage area. Nevertheless, as the Site is over 1 hectare in area a site specific Flood Risk Assessment has been submitted alongside this application. This report takes into considerations as set out in the NPPF, its associated guidance and statutory development plan policies.

5.64. This concludes that the site is at very low risk of fluvial, ground water and surface water flooding. The proposals will increase the amount of impermeable coverage of the land by approximately 26% albeit this is anticipated to increase rapid surface water run off by only 11%. As a result, an appropriate surface water run off rate will be need to agreed with United Utilities in due course. Taking into account the conclusion of the site investigations and made ground across the Site it is anticipated that the ground conditions are unsuitable for infiltration, as such surface water will have to be disposed of through the surface water sewerage system. This is likely to connect to



the stream in the southwest of the Site. Once discharge rates have been agreed with United Utilities full details of the proposed drainage network will be provided.

- 5.65. Given the low risk of flooding at the Site, and that a suitable drainage network can be agreed at condition stage, the impact of the development in flood and drainage terms is considered to be compliant with the NPPF and Local Plan Part 2 Policy 36.



6. Summary and Conclusions

- 6.1. Under Section 38(6) of the Planning and Compulsory Purchase Act 2004 the application is to be determined in accordance with the adopted statutory development plan unless material considerations indicate otherwise.
- 6.2. The National Planning Policy Framework (NPPF) introduces a presumption in favour of sustainable development which is to be the 'golden thread' through decision making. In terms of sustainability, this statement has demonstrated that the proposal does accord with the aims and objectives set out in NPPF. The proposed development makes use of a previously developed site and is within walking and cycling distance of key services and facilities.
- 6.3. The appraisal of the proposed development against the key planning policies as set out in this Planning Statement demonstrates that the former employment use of the site is no longer viable. The Site has been actively marketed for 5 years, since the former operator vacated the Site. The viewing schedule/expression of interest have been extremely low, with no real employment opportunities materialising as a result. The Applicant is however willing to redevelop this previously developed Site for residential uses, and will fund the cost of remediation themselves, without reliance on Government grants. In residential terms the site is therefore considered to be available, deliverable, suitable and naturally sustainable due to its location.
- 6.4. Redeveloping the Site for residential purposes will also provide much needed houses in Darwen. Although the Council profess to have a 5 year supply of deliverable housing land, the robustness and deliverability of this is considered to be questionable. In any case it has been demonstrated that there has been a significant under delivery of dwellings across the Borough since the adoption of the housing targets set out in the Core Strategy in 2011. The growth strategy as set out in the Core Strategy is therefore failing, and the presumption in favour of sustainable development as set out in the NPPF at paragraph 49 should apply.
- 6.5. Whilst the proposals do not include any affordable housing, the proposed housing is sold at a level which is affordable to local people including those seeking to enter the housing market. In addition, the Applicant has undertaken a full financial viability



appraisal which clearly demonstrates the development would not be deliverable with any level of affordable housing provision. Adopted policy does allow for such exceptions and the Applicant has provided the necessary evidence to demonstrate that an exception should be made in this case. This approach is endorsed within National Planning Practice Guidance (NPPG). Paragraph 019 Reference ID: 10-019-20140306 requires Local Planning Authorities to be flexible in seeking planning obligations where the applicant has demonstrated the development would be unviable with the inclusion of planning obligations. The proposals are therefore in full accordance with both local policy and NPPG in terms of planning obligations and viability.

- 6.6. NPPF makes clear that Local Planning Authorities should approach decision-making in a positive way in order to foster the delivery of sustainable development. Decision-makers should look for solutions rather than problems and should seek to approve applications for sustainable development where possible (see paragraphs 186, 187 and 197). This proposal represents sustainable development, in social, environmental and economic respects and the presumption in favour of sustainable development as referenced in the NPPF should apply. Accordingly, planning permission should be granted without delay.



Appendix 1 – Formal Pre-application Response



Shaun Taylor,
SATPLAN LTD
Kemp House
152 City Road
London
EC1V 2NX

Date: 22 December 2016
Our Ref: ENQ 7238
Please ask for: Kate McDonald
Direct Dial: (01254) 585477
Email: kate.mcdonald@blackburn.gov.uk

Dear Mr Taylor,

PRE-APPLICATION ADVICE:

**PROPOSED DEVELOPMENT: Residential development of up to 153 dwellings
AT: Former Hollins Paper Mill, Hollins Grove Street, Darwen.**

I refer to your recent pre-application enquiry on whether the above development is considered to be acceptable or not. In addition, I also refer to our meeting on 13 December, where the issues relating to your proposed scheme were discussed with Council representatives. As promised at the meeting, this letter will now consider your proposed scheme.

The proposal is for a residential development by Gleeson Homes to provide up to 153 no. 2 storey, 2/3/4 bedroom, semi-detached/detached dwellings. Richard Kelly (Gleeson Homes) detailed that Gleeson provide a product of low cost homes for first time buyers. This allows people on a minimum wage to be able to buy their first home.

The dwelling offer is likely to be 35% 2 bed semi's, 30% 3 bed semi's, 30% 3 bed detached and 5% 4 bed detached. The site is a former paper mill, and features varying levels, tree cover and is surrounded by employment uses.

Principle

The site is allocated within the Blackburn with Darwen [Local Plan Part 2](#) (Site Allocations and Development Management Policies) as being a Secondary Employment Area (Policy 15). Policy 15 details that *"Within the Secondary Employment Areas as defined on the Adopted Policies Map, planning permission will be granted for development in Use Classes B1, B2 and B8, and for other uses with a clear requirement to locate in a commercial area, provided that an appropriate overall balance of uses will continue to be maintained in that Area."*

[Core Strategy](#) Policy CS4 details that *"The development for other uses of land in use for employment purposes will not be permitted unless [...] it is demonstrated that the land is no longer capable of beneficial use for employment purposes within the life of the Core Strategy"*.

These policies specifically help to protect traditional jobs and industry and to identify potential sites for developers/businesses seeking smaller or lower-cost premises whilst at the same time ensuring that an appropriate overall balance of uses will continue to be maintained in the defined area. This has been informed by the [Employment Land Review](#), which was also used as an evidence base for the Local Plan Part 2 examination, providing an employment land requirement from 2011 until 2026 of 66 ha. Furthermore, there has been a significant uplift in

employment development over recent years, with 5932 square metres of additional employment floor space added in 2014-2015, as identified in the most recent [Authority Monitoring Report](#).

The protection of employment sites is seen as a key element of the Targeted Growth Strategy which is set out within the Core Strategy, which states that *“the overall planning strategy for the Borough will be one of “Targeted Growth”. The overarching aim will be to raise economic performance, average wage levels and GVA generation, while minimising or eliminating net environmental impact.”*

However, in certain specific cases, it is recognised that a site may no longer be suitable for the demands of the market for employment development, and therefore stands little prospect of being brought into a beneficial employment use in a reasonable timescale. Where it is demonstrated that this is the case, Policy CS4 provides flexibility for the site to be redeveloped for a different use, in line with Paragraph 22 of National Planning Policy Framework which details that *“Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”*

In terms of the site’s vacancy, it was discussed that the site has been marketed for a number of years with no apparent prospect of sale for employment uses. For that reason, the development of the site for residential purposes will need to justify, with suitable evidence, that there is no reasonable prospect of the site being used for employment. Types of evidence expected by the Council would be marketing details/reports including any expressions of interest (and reasons for failing to progress), physical site constraints, and anything else you feel is relevant to substantiate the position.

Should you be able to comprehensively demonstrate the above to the satisfaction of the Local Planning Authority, the application for residential development on the site would then be treated upon its merits.

The Council’s 5 year housing supply was discussed; however, you stated that you would not wish to challenge this area if you can establish the principle of residential development on the basis of the above Policy CS4/NPPF paragraph 22.

Based on the presumption that you can demonstrate that there is no reasonable prospect of a site being used for employment, I will now address each material planning matter.

Quantity, quality and mix of housing

Core Strategy Policy CS5 advises that new residential development should be located, in the first instance in the inner urban areas. This site falls on the periphery of the “inner urban area”, given its allocation as employment. I would advise that the location could be considered sustainable.

The number of dwellings would contribute towards the Council’s housing targets. In line with Core Strategy Policy CS7 and Local Plan Part 2 Policy 18, we would seek to provide family housing, and as such, the prevalence of 3 and some 4 bedrooms dwellings is acknowledged. The Council has produced [Housing Space Standards](#), which we would expect to see followed within the internal size of the dwellings proposed to ensure quality.

Affordable Housing

Core Strategy Policy 8 requires that all new residential development will be required to contribute towards meeting the identified need for affordable housing. This will be achieved through on-site provision, or through a commuted sum to be used in supporting the delivery of affordable housing elsewhere in the Borough. The overall target will be for 20% of new housing to be affordable.

It was detailed within the meeting that given the sites constraints, viability of the site may be questionable and the delivery of/contribution towards affordable housing may not be available. As such, as part of the planning application, we would expect to be presented with a viability appraisal of the site using the HCA [Developer Appraisal Tool](#).

Design

Policy 11 of the Local Plan Part 2 and the [Residential Design Guide](#) Supplementary Planning Document (SPD) provide policy and general advice on design and residential schemes. Both Policy 11 and the principles outlined in the SPD should be employed within the final design proposal. No details of house types were presented and as such, the comments upon design generally focus on the layout.

The Council would require you to present a strong sense of place, which connects to the historic character of the town. We would advise increased pedestrian connectivity through the site, particularly within the open space. Additionally, there could be increased vehicular connectivity through the site, designed to ensure that speeds are slow (build outs etc.) so as to also encourage family “on street” play.

The materials palette in Darwen is traditionally stone with slate roofing and this is a feature that should be included within the overall design. Red brick with stone detailing may be considered appropriate, but the use of buff brick is to be avoided. Front boundary treatments are important, and we would advise the use of low height railings/walling or landscaping.

Separation distances are adopted spacing standards which the Council uses to ensure that new dwellings have an acceptable level of amenity. The standards the Council uses are 21 metres from habitable rooms to habitable rooms (increase by 3 metres per land level change of 1storey) or 13.5 metres habitable room to blank/non-habitable gable. These are minimum standards that the Council would expect to be demonstrated on plan.

Accessibility and Transport

The Council’s Highways team was broadly supportive of the proposal providing that the proposal ensures that the safe, convenient and efficient movement of all highways users is safeguarded, in compliance with Policy 10 of the Local Plan Part 2. Saf Alam (Principal Highways Development Engineer) encouraged the use of Manual for Streets layout for the highway; using build outs, shared surfacing and landscaping to create a sense of street character. The indicative layout proposed details 1no. access point to serve most of the development, with roads spurring off the central road. It was suggested that a secondary access point would be beneficial, particularly given the number of dwellings proposed, and in the event of an emergency. Advice was given that there should be no direct private driveway access off Hollins Grove Street. The gradients on site also need to be DDA compliant.

Details are required to be presented with the subsequent application, which are:

- Transport Assessment, with offsite highways works detailed. Please contact [Saf Alam](#) for a scoping assessment.
- Encourage active travel, i.e. cycling and walking. As such, pedestrian/cycle movement through the site.

- Compliance with the adopted [parking standards](#). However, please note this is a guide and site specific circumstances will be taken into account, particularly if promoting active travel.
- Tracking to detail a 3 axle refuse collection vehicle through the site would be required as part of the application details
- Boundary treatments proposed will need to ensure pedestrian and vehicular visibility.

Development and People

The main areas of concerns associated with this application are the effect of the surrounding uses on the proposed residential properties. Policy 8 of the Local Plan Part 2 seeks to approve development where it can be demonstrated that:

- It would secure a satisfactory level of amenity and safety for surrounding uses and for occupants or users of the development itself, with reference to noise, vibration, odour, light, dust, other pollution or nuisance, privacy / overlooking, and the relationship between buildings;
- in the case of previously developed, other potentially contaminated or unstable land, a land remediation scheme can be secured which will ensure that the land is remediated to a standard which provides a safe environment for occupants and users and does not displace contamination;
- the development will not give rise to a deterioration of air quality in an Air Quality Management Area or result in the declaration of a new AQMA, unless the harm caused is significantly and demonstrably outweighed by other planning considerations and a comprehensive mitigation strategy can be secured; and
- the development incorporates positive measures aimed at reducing crime and improving community safety, including appropriate detailed design, the provision of adequate facilities for young people, and the creation of a suitable mix of uses.

The proposed site is contained within a wider area of heavy industry B2 use and has a significant history of the same. It is difficult to envisage how residential receptors introduced into this area will be able to enjoy a high standard of residential amenity considering the conflict that may arise from the surrounding industrial uses.

Furthermore, introducing a residential end use will move this area from a solely industrial area into a mixed industrial and residential area. This may place restrictions upon existing uses in the area that are already established. (*NPPF paragraph 123*).

For understandable reasons, the Council is not seeking to encourage a residential development adjacent to heavy industry, which is likely to generate a significant number of complaints to Public Protection. [John Wood](#) (Principal Public Protection Officer) has provided the following comments.

The potential conflicts are as follows. This is not an exhaustive list.

Odour

The Hempel Polymer Plant to the North of the site, Express Asphalt to the South East and Darwen Waste Water Treatment Works located to the North West are all potential sources of odour and would need to be assessed and information submitted with any application.

Prevailing winds may not be in the worst direction but given the extremely close proximity to the polymer plant in particular and the strength of odour that can be associated with sewage works there is considerable concern about the suitability of this site for residential development.

Noise

We understand that the Hempel Polymer Plant operates 24 hours, Express Asphalt starts work very early in the morning and Crown Paints has the potential to work late shifts. In addition, noise

from Goose House Lane / Lower Eccleshill Road is likely to be considerable with a steep incline and a high proportion of HGV traffic. Any application would need to be supported by an acoustic assessment.

Light

As above, there may be an issue with light intrusion caused by adjacent industrial uses that often rely on high levels of lighting for safety purposes. In particular, the 24 hour polymer plant due to its close proximity to the site. An assessment would need to be completed and submitted with any application.

Contaminated Land

The site has a significant industrial history from when it was a paper mill and some considerable time before with known landfills on and adjacent to the site. Information we have suggests that these landfills are producing gas. We would not allow residential development on a gassing landfill. In addition, electrical generation, spoil heaps, former reservoirs, brick works and iron works were on and around the site historically. This will make the site challenging to develop to the standards of a residential end use. Desk study and Site Investigation reports would need to be submitted with any application. In addition, the more Site Investigation that is done pre application, the more clear it will be on the viability of the site.

Air Quality

We have a problem with air quality at certain parts of the borough and a commitment to improve air quality generally. I understand that the developer has already been in touch with my colleague Simon Kirby for further information in this regard. Air Quality would need to be considered at the application stage and a report submitted considering the impact.

Summary on amenity

It is important to note that that the sum total of concerns listed above are likely to make this site unsuitable for residential development, with significant concerns raised over the level of residential amenity that can be provided.

This may result in a recommendation for refusal of the application due to fundamental concerns over the conflict between the different users of the site. Obviously the decision would be informed by reports produced, but our concerns at this stage are substantial.

The Council would expect to see the proposal designed to a Secured by Design standard to ensure that crime and anti-social behavior is minimised where possible.

Development and the Environment

Policy 9 of the Local Plan Part 2 aims to ensure that the relationship between new development and our environment is managed, and that the right balance is always struck between environmental concerns and other factors. A comprehensive landscaping scheme should be proposed, to enable the development to assimilate to its surroundings and provide net ecology benefits, for example, using predominantly native species which feature berry bearing trees/shrubs.

Trees should be retained where possible, and any trees loss will need to be replaced by trees offering a similar amenity value.

Ecological surveys will need to be carried out and presented with the application to detail the presence of any protected species and any mitigation proposed.

In terms of drainage, a site specific flood risk assessment will be required to follow the Sequential Test for drainage. The Council would require foul and surface water to be drained on separate systems, with the surface water treatment being in the form of sustainable drainage

systems. The site is brownfield and as such, the Council would seek for the surface water run off rates to be improved where possible. Attenuation should be on site, in the form of ponds, swales or ecological features.

Green Infrastructure

Policy 40 of the Local Plan Part 2, Core Strategy Policy CS19 and The [Green Infrastructure and Ecological Networks](#) SPD requires developments to contribute towards Green Infrastructure. The Council will expect developers to explore opportunities to provide a range of green infrastructure on site, including allotments, amenity spaces, children's play space, recreational areas and natural and semi-natural open spaces. This should be detailed within the final proposals.

Conclusion

Should you be able to establish that the principle of residential development is acceptable, I have significant concerns in relation to the surrounding uses and their resultant impact upon residential amenity of future residents.

I would *strongly advise* that a follow-up pre-application meeting is arranged, once you have acquired all the evidence necessary to support the planning application. This will enable the Council to provide you with a comprehensive opinion on the principle of development and other material planning matters prior to a submission.

To avoid any delays in processing your planning application, it is important that you get it right first time. I therefore enclose a checklist of what is required for this particular application. Please enclose one copy of this completed checklist with your application.

Please note that if any information is missing it will delay the determination of your planning application and that we treat applications as withdrawn if any missing information is not provided within 28 days of it being registered.

The above comments are based on the information you have provided, and will not prejudice the formal submission and determination of any subsequent planning application.

One of the next stages in the development process will be to apply for Building Regulation consent and, if that is the case, I would like to take this opportunity to offer the services of our Pennine Lancashire (Local Authority) Building Control team who are there to help you through this phase. Unlike private companies, Pennine Lancashire Building Control are non-profit whilst still providing a customer focused, proactive, cost effective and efficient service.

Pennine Lancashire Building Control is a partnership arrangement between both Blackburn with Darwen Borough Council and Burnley Borough Council and our team of qualified Surveyors are able to offer a comprehensive and effective package of services to ease the path to Building Regulation approval and early completion of your project.

If you would like to find out more about us please visit our [website](#), e-mail bc@penninelancsplace.org or alternatively ring 01254 505022.

I trust that this information is of assistance to you. Should you have any further queries please do not hesitate to contact me on the telephone number or email address above.

Yours sincerely,



Kate McDonald MSc MRTPI
Acting Team Leader (Planning Implementation)

SUMMARY OF VALIDATION REQUIREMENTS FOR PLANNING APPLICATIONS

A VALID APPLICATION WILL:

- COMPLY WITH THE NATIONAL LIST
- COMPLY WITH LOCAL LIST
- INCLUDE ANYTHING REQUESTED DURING PRE APPLICATION DISCUSSIONS

NATIONAL REQUIREMENTS		
INFORMATION DETAILED ON THE NATIONAL LIST IS <u>ALWAYS</u> REQUIRED. APPLICATIONS WILL BE MADE INVALID & DELAYED IF THIS IS MISSING FROM THE SUBMISSION		
Ref		
N1	Application Form	3
N2	Correct Fee	3
N3	Ownership Certificates	3
N4	Agricultural Holdings Certificate	3
N5	Article 6 Notices	3
N6	Location Plan	3
N7	Site Plans	3
N8	Floor Plans	4
N9	Elevations & Roof Plans	4
N10	Section Drawings	5
N11	Design & Access Statement	5
N13	Sustainable Urban Drainage Systems (SUDs)	5
LOCAL REQUIREMENTS		
APPLICATIONS WILL BE MADE INVALID & DELAYED IF INFORMATION REQUIRED BY THE LOCAL LIST IS MISSING FROM THE SUBMISSION		
L1	Details of any pre-application discussions	6
L2	Statement of Community Involvement	6
L3	Supporting Planning Statement	6
L5	Tree Survey	7
L6	Ecological Surveys & Protected Species Statements (Including Bat, Barn Owl and Nesting Birds Surveys)	7
L7	Landscaping proposals	7
L8	Statement of Proposed Heads of Terms (Section 106- Planning Obligations)	8
L9	<u>Affordable Housing/Financial Appraisal/viability report</u> (Section 106- Planning Obligations)	8
L10	Open Space Proposals	8
L11	Transport Assessment	8
L12	Green Travel Plan	9
L14	Flood Risk Assessments	9
L15	Drainage Scheme	10
L18	Refuse Storage Facilities / Recycling details	10
L19	Contaminated Land Survey	10
L20	Noise Impact Assessment	11
L21	Air Quality Assessment	11

L22	Odour Assessment	11
L23	Lighting scheme / light pollution assessment	11
L24	Crime avoidance Impact Statement	11
L25	Coal Mining Risk Assessment	12
L30	Health Impact Assessment	12

Former Hollins Paper Mill, Hollins Grove Street, Darwen
On behalf of Gleeson Regeneration Limited



Appendix 2 – Lambert Smith Hampton Marketing Brochure, January 2013, and Property Week Advertisement, June 2012

For Sale

c. 38 Acre Development Site

Potential for B1, B2 & B8 Uses (subject to planning)

Hollins Paper Mill, Hollins Road, Darwen, Lancashire, BB3 0BE



- 38 Acres (15.378 Ha)
- Land for sale as a whole or in part
- Cleared site
- Allocated employment land

Hollins Paper Mill, Hollins Road, Darwen, Lancashire, BB3 0BE

Location



The site is located 1 mile to the north of Darwen town centre approximately 0.6 miles from junction 4 of the M65 motorway. The site is located approximately 100 metres east of Blackburn Road A666 and is accessed via Hollins Mill Road with an alternative access from Lower Eccles Hill Road to the east. Manchester is approximately 22 miles to the south and Preston and the M6 13 miles due west.

Description

The site comprises cleared land (the buildings are currently being demolished) which formally housed a paper mill and straddles the river Darwen. The site provides several development platforms. The gross site area is approximately 38 acres.

- Land for sale as a whole or in part
- Cleared site
- Allocated employment land
- Potential for industrial use and warehouse development
- Open storage uses
- Potential for alternative uses in part

VAT

All prices, premiums and rents etc. are quoted exclusive of VAT at the prevailing rate.

Legal Costs

Each party to be responsible for their own legal costs incurred in any transaction.

Terms

The site is available on freehold terms either as a whole or in parts on terms to be agreed.

Viewing and Further Information

Viewing strictly by prior appointment with the sole agent:

Andrew Aherne
Lambert Smith Hampton
0161 242 8040
Aaherne@lsh.co.uk

11/01/2013

**Lambert
Smith
Hampton**

0161 228 6411
www.lsh.co.uk

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- These particulars are given and any statement about the property is made without responsibility on the part of LSH or the seller or landlord and do not constitute the whole or any part of an offer or contract.
- Any description, dimension, distance or area given or any reference made to condition, working order or availability of services or facilities, fixtures or fittings, any guarantee or warranty or salutation or any other permission, approval or reference to suitability for use or occupation, photograph, plan, drawing, aspect or financial or investment information or tenancy and title details or any other information set out in these particulars or otherwise provided shall not be relied on as statements or representations of fact or of all and any prospective buyer or tenant must satisfy themselves by inspection or otherwise as to the accuracy of all information or suitability of the property.
- No employee of LSH has any authority to make or give any representation or warranty arising from these particulars or otherwise or enter into any contract whatsoever in relation to the property in respect of any prospective purchase or letting including in respect of any resale potential or value or of all.
- Price or rent may be subject to VAT and any prospective buyer or tenant must satisfy themselves concerning the correct VAT position.
- Except in respect of death or personal injury caused by the negligence of LSH or its employees or agents, LSH will not be liable, whether in negligence or otherwise howsoever, for any loss arising from the use of these particulars or any information provided in respect of the property save to the extent that any statement or information has been made or given fraudulently by LSH.
- In the case of new development or refurbishment prospective buyers or tenants should not rely on any artist's impressions or architects' drawings or specification or scope of works or amenities, infrastructure or services or information concerning views, character or appearance and timing concerning availability or occupation and prospective buyers or tenants must take legal advice to ensure that any expectations they may have are provided for direct with the seller or landlord and LSH shall have no liability whatsoever concerning any variation or discrepancy in connection with such matters.

#

**PRELIM
ANNOUNCEMENT**

For Development Opportunities in the North West
...The Aeternum Portfolio has it covered



Zinc

Blackburn Site
Preston Old Road, Blackburn
Lancashire BB2 5HX

For Sale
c. 25 Acre Development Site
with potential for B1, B2 & B8 uses
(subject to planning)

- Strategically located only minutes from Jct 3 M65 affording easy access to the regional motorway network



Titanium

Hollins Paper Mill
Hollins Road, Darwen
Lancashire BB3 0BE

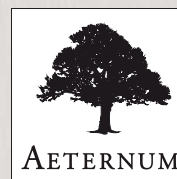
For Sale
c. 32 Acre Development Site
with potential for B1, B2 & B8 uses
(subject to planning)

- Strategically located with immediate access to Jct 4 M65 and the regional motorway network

BOTH SITES OF INTEREST TO OWNER OCCUPIERS, DEVELOPERS AND JOINT VENTURE PARTNERS

www.aeternum-portfolio.com

PART OF THE AETERNUM PORTFOLIO



The Lexicon 10 Mount Street Manchester M2 5NT

Michael Rooney
mrooney@whrproperty.co.uk



Appendix 3- WHR Marketing Strategy Statement

FORMER HOLLINS PAPER MILL, HOLLINS ROAD, DARWEN, BB3 0BE

LOCATION

The site is located to the North of Darwen Town Centre and within a few hundred yards of Junction 4 of the M65 motorway.

DESCRIPTION

A former paper mill currently comprise a number of steel frame / stone buildings which are to be demolished to provide a clear and fairly level site.

I understand the total site area is 35 acres of thereabouts however, the nett area will, I believe, be less.

I understand the site has significant services available particularly electricity which is something which needs to be highlighted in any marketing campaign.

RECOMMENDATIONS

In my opinion there are better located, probably more attractive sites suitable for design and build opportunities for occupiers. I therefore believe the site should be marketed as a whole for a sale to an owner occupier to include general industrial / waste / energy companies. The marketing should highlight the following:-

1. Its size – there is a shortage of larger sites in excess of 20 acres in the North West.
2. Access to the motorway – the site should be almost turned on itself and the rear access onto Lower Eccles Hill Road be highlighted.
3. Services
4. Range of potential / general / heavy industrial type uses
5. Availability of workforce

In terms of asking price I would suggest we quote a figure based on £200,000 per acre.

At this point in time I do not have a detailed plan. Until this time I cannot give a definitive use to value however, I suspect the site will probably net down to about 25 or thereabouts acres and therefore I would probably suggest an asking price of circa £5 Million would be the starting point. This of course assumes that there are A) no major environmental issues / contamination and B) the buildings have been demolished to a professional standard.

COMPARABLES

I attach a series of comparables for your information.

MARKETING

I assume that all three sites will be marketed effectively at the same time and therefore would suggest that we create a portfolio of sites to be marketed by WHR on behalf of Aeternum Capital. I have taken the liberty of taking some pre-marketing advice from one of our design consultants and attach some layouts for the three sites.

For all three sites I would suggest the following marketing:-

Preparation of marketing literature

You will see from the attached literature the type of brochure I would recommend and obviously incorporating aerial photography and good quality site and location plans.

Boards

Erection of substantial boards at a prominent position at the entrance to the site. We will investigate other locations for boards

Mailing

Once the brochure is prepared we would recommend an extensive mailing campaign to include the following:-

1. Regional and local agents
2. The Local Authority and government organisations dealing with locations such as MIDAS
3. The industrial agents society mailing list
4. Applicants on our database
5. Major companies in the area employing in excess of say 50 employees or medium to large sized companies in certain sectors such as waste etc.

Advertising

I would recommend we consider some national advertising in both the Estates Gazette and Property Week to fully expose the availability of all three of the sites.

TIMING

We are now entering a quieter period of the market, particular during the summer holiday period of mid July to August and I would suggest that the sites are geared for marketing from the second week of September onwards. This would give us sufficient time to prepare documentation.

COSTS

Approximate costs will be as follows:-



Boards - Budget Cost £5,000

Advertising - £7,000 - £10,000

Mailing - £2,000 - £3,500

Brochure - £3,500 per brochure

All of these figures are exclusive of VAT

FEES

Our fees will be based on 1% of the agreed purchase price plus VAT and disbursements as outlined above.



Appendix 4- Public Transport Links Available from the Site

Mondays to Fridays

Darwen, Town Centre (Stand 2)	dep	08:10	10:10	12:10	14:10	16:10
Darwen, adj Victoria Street	08:10	10:10	12:10	14:10	16:10	
Darwen, opp Suddell Road	08:11	10:11	12:11	14:11	16:11	
Marsh House Lane by Marsh House Lane, Darwen	08:11	10:11	12:11	14:11	16:11	
Darwen, adj Essex Street	08:11	10:11	12:11	14:11	16:11	
Darwen, adj Cambridge Street	08:12	10:12	12:12	14:12	16:12	
Priory Drive by Priory Drive, Darwen	08:12	10:12	12:12	14:12	16:12	
Priory Drive by Rectory Close, Darwen	08:12	10:12	12:12	14:12	16:12	
Priory Drive by Chapter Road, Darwen	08:13	10:13	12:13	14:13	16:13	
Pole Lane by Craven Heifer, Spring Vale	08:13	10:13	12:13	14:13	16:13	
Darwen, opp Rudyard Drive	08:14	10:14	12:14	14:14	16:14	
Pole Lane by Pole Lane Playing Fields, Spring Vale	08:15	10:15	12:15	14:15	16:15	
Marsh House Lane by Roman Road, Blackamoor	08:15	10:15	12:15	14:15	16:15	
Hoddlesden Road by Glenshiels Avenue, Hoddlesden	08:16	10:16	12:16	14:16	16:16	
Hoddlesden, opp Ranken Arms	08:17	10:17	12:17	14:17	16:17	
Pickup Bank Road by Pickup Bank Road, Hoddlesden	08:17	10:17	12:17	14:17	16:17	
Hoddlesden, o/s Ranken Arms	08:17	10:17	12:17	14:17	16:17	
Hoddlesden Road by Glenshiels Avenue, Hoddlesden	08:18	10:18	12:18	14:18	16:18	
Pot House Lane by Pot House Lane, Eccleshill	08:21	10:21	12:21	14:21	16:21	
Darwen, opp Ash Grove	08:22	10:22	12:22	14:22	16:22	
Chapels by Chapels Brow, Chapels	08:24	10:24	12:24	14:24	16:24	
Chapels by Punch Bowl, Chapels	08:24	10:24	12:24	14:24	16:24	
Lower Eccleshill Road by Goose House Road, Darwen	08:25	10:25	12:25	14:25	16:25	
Lower Eccleshill Road by Global Way, Lower Darwen	08:26	10:26	12:26	14:26	16:26	
Lower Eccleshill Road by Greenbank Terrace, Lower Darwen	08:28	10:28	12:28	14:28	16:28	
Lower Eccleshill Road by Greenacre Terrace, Lower Darwen	08:28	10:28	12:28	14:28	16:28	
Fore Street by Swan Farm Close, Lower Darwen	08:29	10:29	12:29	14:29	16:29	
Raikes Bridge by Aintree Drive, Lower Darwen	08:29	10:29	12:29	14:29	16:29	
Blackamoor, o/s St James Church	08:31	10:31	12:31	14:31	16:31	
Watling Close by Newfield Drive, Blackamoor	08:34	10:34	12:34	14:34	16:34	
Newfield Drive by Ermine Close, Blackamoor	08:34	10:34	12:34	14:34	16:34	
Newfield Drive by Leopold Way, Whinny Heights	08:34	10:34	12:34	14:34	16:34	
Newfield Drive by Fishmoor Drive, Blackamoor	08:35	10:35	12:35	14:35	16:35	
Fishmoor Drive by Ravensglass Close, Whinny Heights	08:35	10:35	12:35	14:35	16:35	
Roman Road by Lytham Road, Whinny Heights	08:36	10:36	12:36	14:36	16:36	
Roman Road by Pleasant View, Whinny Heights	08:36	10:36	12:36	14:36	16:36	
Whinny Heights, opp Observatory Hotel	08:37	10:37	12:37	14:37	16:37	
Royal Blackburn Hospital, adj Haslingden Road	08:37	10:37	12:37	14:37	16:37	

Haslingden Road by Hospital Drive, Guide	08:38	10:38	12:38	14:38	16:38
Royal Blackburn Hospital, Royal Blackburn Hospital (Stand B)	08:39	10:39	12:39	14:39	16:39
Guide, opp Hospital Drive	08:40	10:40	12:40	14:40	16:40
Haslingden Road by Haslingden Road, Royal Blackburn Hospital	08:41	10:41	12:41	14:41	16:41
Blackburn, adj Haslingden Road KFC	08:42	10:42	12:42	14:42	16:42
Grimshaw Park, opp Blackburn Central High School	08:43	10:43	12:43	14:43	16:43
Haslingden Road by Health Centre, Grimshaw Park	08:44	10:44	12:44	14:44	16:44
Grimshaw Park, opp Crossfield Street	08:45	10:45	12:45	14:45	16:45
Grimshaw Park, opp Asda	08:45	10:45	12:45	14:45	16:45
Darwen Street by Darwen Street, Blackburn Town Centre	08:47	10:47	12:47	14:47	16:47
Darwen Street by Mincing Lane, Blackburn Town Centre	08:48	10:48	12:48	14:48	16:48
Blackburn Town Centre, Interchange (Stand 6)	08:49	10:49	12:49	14:49	16:49
Blackburn Town Centre, Arrival Stand (Std 0)	arr 08:50	10:50	12:50	14:50	16:50

Compiled from data for the period Thu 16-Feb-2017 to Wed 22-Feb-2017. Times not in bold are estimated by using the distance between the stops.

Mondays to Fridays

Blackburn Town Centre, Bus Station (Stand 2)	dep	07:10	09:10	11:10	13:10	15:10	17:10
Blackburn Town Centre, Interchange (Stand 2)	07:10	09:10	11:10	13:10	15:10	17:10	
Darwen Street by Darwen Street, Blackburn Town Centre	07:11	09:11	11:11	13:11	15:11	17:11	
Park Road by Blackburn Arena, Audley Lower	07:13	09:13	11:13	13:13	15:13	17:13	
Grimshaw Park, o/s Asda	07:13	09:13	11:13	13:13	15:13	17:13	
Grimshaw Park, adj Crossfield Street	07:14	09:14	11:14	13:14	15:14	17:14	
Grimshaw Park, opp Health Centre	07:15	09:15	11:15	13:15	15:15	17:15	
Haslingden Road by Bennington Street, Grimshaw Park	07:16	09:16	11:16	13:16	15:16	17:16	
Haslingden Road by Blackburn Central High School, Grimshaw Park	07:16	09:16	11:16	13:16	15:16	17:16	
Blackburn, opp Haslingden Road KFC	07:17	09:17	11:17	13:17	15:17	17:17	
Royal Blackburn Hospital, adj Haslingden Road	07:18	09:18	11:18	13:18	15:18	17:18	
Haslingden Road by Hospital Drive, Guide	07:19	09:19	11:19	13:19	15:19	17:19	
Royal Blackburn Hospital, Royal Blackburn Hospital (Stand A)	07:21	09:21	11:21	13:21	15:21	17:21	
Guide, opp Hospital Drive	07:22	09:22	11:22	13:22	15:22	17:22	
Haslingden Road by Haslingden Road, Royal Blackburn Hospital	07:22	09:22	11:22	13:22	15:22	17:22	
Whinny Heights, o/s Observatory Hotel	07:23	09:23	11:23	13:23	15:23	17:23	
Roman Road by Pleasant View, Whinny Heights	07:24	09:24	11:24	13:24	15:24	17:24	
Roman Road by Sullivan Close, Whinny Heights	07:24	09:24	11:24	13:24	15:24	17:24	
Fishmoor Drive by Ravensglass Close, Whinny Heights	07:25	09:25	11:25	13:25	15:25	17:25	
Newfield Drive by Fishmoor Drive, Blackamoor	07:26	09:26	11:26	13:26	15:26	17:26	
Newfield Drive by Ridgeway Avenue, Whinny Heights	07:26	09:26	11:26	13:26	15:26	17:26	
Newfield Drive by Fosse Close, Blackamoor	07:27	09:27	11:27	13:27	15:27	17:27	
Blackamoor, opp St James Church	07:28	09:28	11:28	13:28	15:28	17:28	
Raikes Bridge by Aintree Drive, Lower Darwen	07:30	09:30	11:30	13:30	15:30	17:30	
Duchess Street by Duchess Street, Lower Darwen	07:31	09:31	11:31	13:31	15:31	17:31	
Lower Eccleshill Road by Greenacre, Lower Darwen	07:31	09:31	11:31	13:31	15:31	17:31	
Lower Eccleshill Road by Greenbank Terrace, Lower Darwen	07:32	09:32	11:32	13:32	15:32	17:32	
Lower Eccleshill Road by Global Way, Lower Darwen	07:33	09:33	11:33	13:33	15:33	17:33	
Lower Eccleshill Road by Goose House Road, Darwen	07:34	09:34	11:34	13:34	15:34	17:34	
Chapels by Punch Bowl, Chapels	07:35	09:35	11:35	13:35	15:35	17:35	
Chapels by Chapels Brow, Chapels	07:36	09:36	11:36	13:36	15:36	17:36	
Eccleshill, adj Punch Bowl	07:38	09:38	11:38	13:38	15:38	17:38	
Hoddlesden Road by Glenshiels Avenue, Hoddlesden	07:41	09:41	11:41	13:41	15:41	17:41	
Hoddlesden, opp Ranken Arms	07:42	09:42	11:42	13:42	15:42	17:42	
Pickup Bank Road by Pickup Bank Road, Hoddlesden	07:43	09:43	11:43	13:43	15:43	17:43	
Hoddlesden, o/s Ranken Arms	07:43	09:43	11:43	13:43	15:43	17:43	
Hoddlesden Road by Glenshiels Avenue, Hoddlesden	07:44	09:44	11:44	13:44	15:44	17:44	
Marsh House Lane by Roman Road, Blackamoor	07:44	09:44	11:44	13:44	15:44	17:44	

Pole Lane by Pole Lane Playing Fields, Spring Vale	07:44	09:44	11:44	13:44	15:44	17:44
Darwen, adj Rudyard Drive	07:45	09:45	11:45	13:45	15:45	17:45
Spring Vale, adj Craven Heifer	07:46	09:46	11:46	13:46	15:46	17:46
Priory Drive by Chapter Road, Darwen	07:46	09:46	11:46	13:46	15:46	17:46
Priory Drive by Vicarage Drive, Sough	07:47	09:47	11:47	13:47	15:47	17:47
Priory Drive by Priory Drive, Darwen	07:47	09:47	11:47	13:47	15:47	17:47
Darwen, opp Essex Street	07:48	09:48	11:48	13:48	15:48	17:48
Darwen, adj Marsh House Lane	07:48	09:48	11:48	13:48	15:48	17:48
Suddell Road by Key Street, Darwen	07:48	09:48	11:48	13:48	15:48	17:48
Darwen, opp Bank Street	07:49	09:49	11:49	13:49	15:49	17:49
Croft Street by Bus Station Set Down, Darwen	arr 07:50	09:50	11:50	13:50	15:50	17:50

Compiled from data for the period Thu 16-Feb-2017 to Wed 22-Feb-2017. Times not in bold are estimated by using the distance between the stops.

Mondays to Fridays

Langdale Road by Runshaw College Grounds, Bent Bridge	dep 16:15
Turpin Green Lane by Starkie Street, Turpin Green	16:17
Turpin Green, opp Bent Lane	16:18
Darwen, adj The Anchor	16:40
Darwen, Town Centre (Stand 4)	16:43
Darwen, o/s Cemetery Hotel	16:44
Cemetery Road by Darwen Cemetery, Darwen	16:45
Darwen, opp Cemetery Hotel	16:46
Cemetery Road by Queens Road, Darwen	16:47
Pole Lane by Pole Lane Cottages, Spring Vale	16:53
Priory Drive by Chapter Road, Darwen	16:55
Priory Drive by Vicarage Drive, Sough	16:57
Priory Drive by Priory Drive, Darwen	16:57
Darwen, opp Essex Street	16:58
Darwen, adj Marsh House Lane	16:58
Darwen, adj Vernon Street	16:59
Darwen, opp Rose Street	16:59
Chapels by Chapels Brow, Chapels	17:01
Chapels by Punch Bowl, Chapels	17:02
Lower Eccleshill Road by Goose House Road, Darwen	17:03
Lower Eccleshill Road by Global Way, Lower Darwen	17:04
Lower Eccleshill Road by Greenbank Terrace, Lower Darwen	17:05
Lower Eccleshill Road by Greenacre Terrace, Lower Darwen	17:05
Lower Darwen, opp Swan Farm Close	17:06
Branch Road by Uncle Jacks, Lower Darwen	17:06
Branch Road by Branch Road, Lower Darwen	17:07
Ewood, opp Fernhurst	17:09
Bolton Road by Ewood Working Mens Club, Ewood	arr 17:10
Notes	[\$]

[\$] Operated on behalf of Lancashire County Council

Compiled from data for the period Thu 16-Feb-2017 to Wed 22-Feb-2017. Times not in bold are estimated by using the distance between the stops.

Mondays to Fridays

Bolton Road by Ewood Hub, Ewood	dep	07:38
Ewood, adj Top o th Croft		07:38
Blackburn Road by Branch Road, Ewood		07:39
Branch Road by Branch Road, Lower Darwen		07:40
Branch Road by Uncle Jacks, Lower Darwen		07:41
Duchess Street by Duchess Street, Lower Darwen		07:42
Lower Eccleshill Road by Greenacre, Lower Darwen		07:42
Lower Eccleshill Road by Greenbank Terrace, Lower Darwen		07:42
Lower Eccleshill Road by Global Way, Lower Darwen		07:43
Lower Eccleshill Road by Goose House Road, Darwen		07:44
Chapels by Punch Bowl, Chapels		07:46
Winterton Road by Chapels Brow, Chapels		07:46
Olive Lane by Anyon Street, Darwen		07:47
Sudellside Street by Rose Street, Darwen		07:48
Marsh House Lane by Marsh House Lane, Darwen		07:49
Darwen, adj Essex Street		07:49
Darwen, adj Cambridge Street		07:49
Priory Drive by Priory Drive, Darwen		07:50
Priory Drive by Rectory Close, Darwen		07:51
Priory Drive by Chapter Road, Darwen		07:51
Pole Lane by Pole Lane Cottages, Spring Vale		07:52
Darwen, adj Knowlesly Road		07:56
Darwen, o/s Cemetery Hotel		07:57
Cemetery Road by Darwen Cemetery, Darwen		07:58
Cemetery Road by Darwen Cemetery, Darwen		07:58
Darwen, opp Cemetery Hotel		07:58
Market Street by Circus, Darwen		08:02
Darwen, adj Lynwood Avenue		08:10
Blackburn Road by Moss Fold Road, Darwen		08:11
Langdale Road by Runshaw College Grounds, Bent Bridge	arr	08:50
Notes		[\$]

[\$] Operated on behalf of Lancashire County Council

Compiled from data for the period Thu 16-Feb-2017 to Wed 22-Feb-2017. Times not in bold are estimated by using the distance between the stops.

Royal Blackburn Hospital TA6
via Lower Darwen - Chapels

Monday, Wednesday & Friday Only

Notes:	MWF	MF
Operator Code:	TAS	TAS
Union Street	0930	1330
Darwen Bus Station [2]	0935	1335
Chapels Brow	0942	1342
Lower Darwen	0947	1347
Royal Blackburn Hospital [A]	0957	1357

TAS - Travel Assist Services MWF - Mondays, Wednesdays and Fridays Only
MF - Mondays and Fridays Only

Darwen TA6
via Lower Darwen - Chapels

Monday & Friday Only

Notes:	MF
Operator Code:	TAS
Royal Blackburn Hospital [A]	1410
Lower Darwen	1420
Chapels Brow	1425
Union Street	1430

Knowlesly Road TA8
via Turncroft - Ashton

Monday to Friday

Operator Code:	TAS	TAS
Darwen Bus Station [2]	1205	1405
Cranberry Close	1215	1415
Knowlesly Road	1219	1419
Darwen	1230	1430

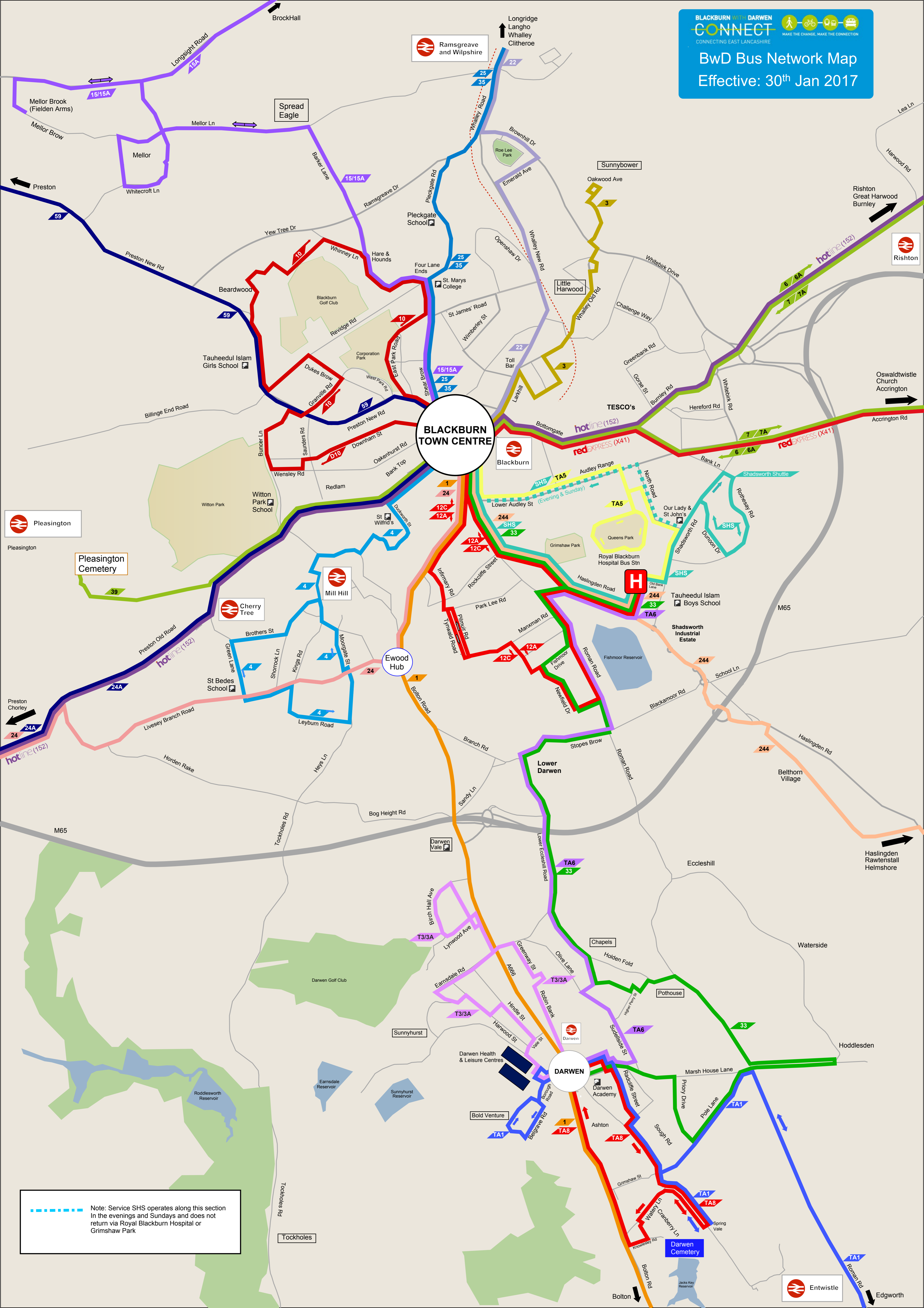
TAS - Travel Assist Services



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BLACKBURN TOWN CENTRE

DARWEN

Ewood Hub

Note: Service SHS operates along this section in the evenings and Sundays and does not return via Royal Blackburn Hospital or Grimshaw Park