

# **Crimble Mill, Heywood, Rochdale Site Delivery Framework**

Prescot Business Park Limited & Redwaters (Crimble) Ltd.

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The logo for Lichfields, featuring the word "LICHFIELDS" in white, uppercase, sans-serif font, oriented vertically within a black L-shaped graphic element.

**LICHFIELDS**



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  - Appendix 2 Lichfields EIA Scoping Report to Rochdale Council, December 2018 and further reports/studies referred to therein
  - Appendix 3 Lichfields Listing Amendment Submission to Historic England, January 2019
  - Appendix 4 Historic England Amended Listing Entry, July 2019
  - Appendix 5 WYG GMSF Locality Assessment Reports V1 – V5, November 2019-May 2020
  - Appendix 6 E3P updated Site Geo-Environmental Appraisal Summary, May 2020
  - Appendix 7 WYG Flood Risk & Drainage Technical Note, May 2020
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## 1.0 Introduction

- 1.1 This document has been prepared on behalf of Prescott Business Park Ltd and Redwaters (Crimble) Ltd [PBP] to demonstrate that the land around Crimble Mill, Rochdale and identified within Greater Manchester Spatial Framework [GMSF] Policy Allocation 25 [the Site] is available, suitable for residential allocation in the GMSF and represents a sustainable form of development. PBP owns and controls the greater part of the Site including the Crimble Mill complex itself. PBP is aware that the other substantial owner of land within the Site is supportive of further development as generally envisaged in this document.
- 1.2 The Greater Manchester Combined Authority [GMCA] has concluded through the release of the Revised Draft GMSF (2019) that exceptional circumstances exist to justify the release of land from the Green Belt and that the Crimble Mill site is appropriate for Green Belt release and allocation for residential development to facilitate the restoration of the listed Mill building and future residential use. The Mill itself and land surrounding to the north of the River Roch is not proposed to be released from the Green Belt.
- 1.3 The Crimble Mill site is identified as a strategic allocation in the Revised Draft GMSF [ref. Policy GM Allocation 25] for a residential development of around 250 new homes, including the conversion of the Grade II\* listed Crimble Mill.
- 1.4 PBP fully supports the removal of the Crimble Mill site from the Green Belt and its allocation as a strategic site for residential development. This allocation will not only enable the restoration of a significant heritage asset, but will also support the delivery of new high quality aspirational homes in Heywood in accordance with the principles of sustainable development.

### **Purpose of the Delivery Framework**

- 1.5 This Site Delivery Framework document has been prepared to support the proposed allocation of the Crimble Mill site in the emerging GMSF and sets out how the policy criteria in draft GMSF Policy GM 25 will be addressed.

### **Background**

- 1.6 PBP acquired the Mill buildings and land surrounding it in September 2015. Having undertaken a detailed analysis in conjunction with Rochdale Council and Historic England of the individual buildings and viable options available to secure, renovate and maintain the most significant elements for the long term, PBP is now looking to bring its site forward for development within the framework of Allocation 25.
- 1.7 To fund and facilitate the development, the adjoining elevated greenfield land to the south of the Mill Buildings and River Roch, and located predominantly within its bend between Crimble Mill and the Miller's Brook confluence, is also being brought forward for residential development.
- 1.8 PBP is an expert and experienced private property investment and development company based in the North-West. It has a number of major regeneration

projects under way in the region, with a total of around 3,000 residential units in its development portfolio either with planning consent or currently in the planning process. PBP has undertaken similar mill renovation projects in Helmshore, Rossendale and Rochdale. The Power Mill and The Loom development at Helmshore comprises 42 residential apartments and townhouses where works are substantially and successfully completed.

### **Technical Appendix**

1.9 This Submission is informed and guided by several years of detailed assessments and studies undertaken by expert consultants alongside Rochdale Council, Historic England and other statutory consultees and third parties. The accompanying Technical Appendix includes:

- Historic England Crimble Mill Case Study in publication Engines of Prosperity: new uses for old mills North West, 2017 (Appendix 1).
- Lichfields EIA Scoping Report to Rochdale Council, December 2018 and further reports/studies referred to therein (Appendix 2).
- Lichfields Listing Amendment Submission to Historic England, January 2019 (Appendix 3).
- Historic England Amended Listing Entry, July 2019 (Appendix 4).
- WYG GMSF Locality Assessment Reports V1 – V5, November 2019-May 2020 (Appendix 5).
- E3P updated Site Geo-Environmental Appraisal Summary, May 2020 Appendix 6).
- WYG Flood Risk & Drainage Technical Note, May 2020 (Appendix 7).

### **Plans and Drawings**

1.10 This Delivery Framework is also accompanied by the following plans.

- Site Boundary Plan (Appendix 8).
- Opportunities and Constraints Plan (Appendix 9).
- Landscape Opportunities and Constraints Plan (Appendix 10).
- Landscape Strategy Plan (Appendix 11).
- Design Drivers Plan (Appendix 12).
- Allocation Indicative Plan (Appendix 13).
- Indicative Plan (Appendix 14).



## 2.0 Site Context

### The Site

- 2.1 The site comprises Crimble Mill, associated yard services and the surrounding open land.
- 2.2 The River Roch crosses the site and runs south of Crimble Mill and a thick belt of trees follows the course of the river through the site. Trees also extend to surround Crimble Mill and various are protected by a series of Tree Preservation Orders [TPOs].
- 2.3 The main access to the site is via Crimble Lane which connects from Rochdale Road East (A58). The A58 links to Rochdale which is 1km to the north east and Heywood which is 500m to the south west.
- 2.4 The site is located within the Green Belt and outside of the defined urban area of Heywood.

Figure 2.1 Site Boundary Plan



### Heritage Value

- 2.5 Crimble Mill is a Grade II\* listed building (List Entry No. 1187124) and comprises a c.1829 water-powered cotton mill on the site of an 18th century fulling mill, on the north bank of the River Roch.
- 2.6 It is a rare survival of a rural textile mill illustrating the transition from water power to steam power. It is thought to be the last large, rural, water-powered mill in Greater Manchester. It is unusual because it is an example of a steam-

powered mill in a rural location. In contrast, urban mills had better access to workers, transportation, markets and coal.

2.7 Crimble Mill provides an example of an integrated mill, incorporating buildings from the early 19<sup>th</sup> century to the late 20<sup>th</sup> century, with conversion of the site in the late 19<sup>th</sup> century to an integrated woollen mill in response to the Cotton Famine.

2.8 The site includes 17 structures although the July 2019 Amended Listing Entry now specifies only the original mill building with a surviving (although infilled) water wheel housing, as well as an engine house, warehouse and chimney as of significant heritage value worthy of retention.

2.9 The site is not located within a Conservation Area.

### **Surroundings and Context**

2.10 The area immediately around the site is predominantly rural/open land uses. The site is bounded by the following development:

- To the north and north east there is a designated site of geological and/or ecological importance. Further north and north east there is Heywood Cemetery and Marland Golf Course with beyond the large built up area of Bamford beyond;
- To the east by fields and open countryside in use for agricultural and horticultural purposes;
- To the south by the established settlement of Heywood. The buildings on or closest to the site boundary are predominantly residential. The exception being All Souls C of E Primary School and grounds which shares a border with the southern boundary of the site; and,
- To the west by recreational uses including the extensive Queens Park with boating lake and Heywood Cricket Club.

## 3.0 Restoration of the Mill

- 3.1 As previously mentioned, Crimble Mill is a Grade II\* listed building and has been included on the national Heritage at Risk Register since the early 1990s and prior to this was on Rochdale Council's own buildings at risk register. It is currently defined as a Category A (Immediate risk of further rapid deterioration or loss of fabric: no solution agreed) building. The condition is recorded as "Very Bad". It is, and has been, mostly vacant and deteriorating for many years.
- 3.2 PBP and Lichfields have been proactively working with Rochdale Council and Historic England over the past three years to find a feasible and viable development solution which secures the long-term preservation of Crimble Mill. Research undertaken on behalf of Historic England has found that it is a rare survival of a rural textile mill illustrating the transition from water power to steam power and it is thought to be the last large, rural, water-powered mill in Greater Manchester. However, without intervention it will continue to rapidly deteriorate.
- 3.3 An application to Historic England for a Listing Enhancement of the Crimble Mill complex was submitted in January 2019. It assessed the heritage interest of each structure against the criteria set out in DCMS's Principles of Selection for Listing Buildings (2018) and Historic England's Industrial Buildings Listing Selection Guide (2017), in order to determine which elements of the complex should be included within the extent of the mill's statutory listing.
- 3.4 Following the submission of the application, Historic England considered all the representations made and completed their assessment of the buildings. Having considered Historic England's recommendation, the Secretary of State for Digital, Culture, Media and Sport decided to amend the listing entry for Crimble Mill on 30<sup>th</sup> July 2019 as follows:
- 1 Keep the original mill building, the 1850s engine house and fireproof warehouse and the 1880s warehouse at Grade II\* and amend the List entry to meet modern standards;
  - 2 List the mill chimney at Grade II; and,
  - 3 All other buildings assessed - namely the 1880s long shed, the early-C20 north light shed, the 1924 boiler house, the 1930s shed, the 1948 shed, the 1956 reinforced concrete shed, the mid-C20 connecting building, the small mid-C20 ancillary building, the 1973 shed - are not listed.
- 3.5 The new entry gives much more detail and sets out clearly why a building has been listed and where its significance lies. This will enable PBP to ensure that a viable future is secured for the areas of special interest within the Mill complex.
- 3.6 The Framework<sup>1</sup> supports positive strategies for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. It encourages plans to take into account the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation.

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<sup>1</sup> The Framework [§185]

- 3.7 The development would represent the optimal viable use of the designated heritage assets and the associated residential development would be appropriate enabling development to secure the future of the heritage assets on the site.

## 4.0 **GMSF Draft Allocation**

4.1 The Crimble Mill Site is a proposed allocation for residential development in the Revised Draft GMSF (January 2019) as GM Allocation 25.

4.2 Policy GM Allocation 25 sets out eight detailed criteria that development at the site will be required to address. These eight criteria are considered in turn below:

### **1. Deliver around 250 new homes within an attractive riverside setting, including the provision of new homes within the converted Grade II\* Listed Crimble Mill**

4.3 PBP and Lichfields have been proactively working with Rochdale Council and Historic England over the past three years to find a solution which secures the long-term preservation of Crimble Mill. Research undertaken on behalf of Historic England has found that it is a rare survival of a rural textile mill illustrating the transition from water power to steam power and it is thought to be the last large, rural, water-powered mill in Greater Manchester. However, without intervention it will continue to rapidly deteriorate.

4.4 PBP has undertaken detailed options analysis and feasibility studies to arrive at a viable development solution for the site. In order to restore and maintain this heritage asset, residential development on land surrounding the mill is required to fund and 'enable' its restoration. A masterplanning exercise has been carried which demonstrates that the conversion of the Mill building and land to the south of the River Roch can accommodate around 250 new high-quality aspirational homes.

4.5 The reasoned justification for Policy GM Allocation 25 states that the retention and enhancement of the mill complex would be expected to be the first phase of any development (para 11.167). PBP agrees that a phased approach to development is appropriate, and would seek to agree the approach with the Council through the use of planning conditions or a planning obligation.

### **2. Provide significant overall improvements to the Listed mill complex in order to secure the long term future of this nationally significant Listed Building. This will include the buildings with heritage value associated with the mill and the surrounding areas including areas of open space and public realm**

4.6 Feasibility work undertaken by PBP has established that a scheme to retain all of the buildings is unviable. PBP's priority is therefore to retain the more significant elements of the Mill complex in accordance with the Amended Listing Entry.

4.7 The use of parameter plans will ensure that key principles of the masterplan, particularly in respect of open space and public realm are taken forward in futures phases of the proposed development.

### **3. Achieve excellent design and sustainability through masterplanning and the use of design codes for the whole site to ensure comprehensive development**

- 4.8 PBP has fully engaged with Rochdale Council and Historic England on the emerging proposals for the site and will continue to work collaboratively with the Council and other parties to devise a comprehensive masterplan for the strategic allocation. This Site Delivery Framework document presents a masterplan to the Council which PBP consider to be deliverable, follows good design principles and represents sustainable development.
- 4.9 PBP agree that the use of clear Design Codes will ensure the creation of a comprehensive and cohesive residential development that is related to the urban form and reflects the character of Heywood and the surrounding settlements. PBP will work with the Council to agree an appropriate design code for the whole site.

### **4. The detailed layout of any scheme should respect the setting of the Listed mill complex and have regard to the adjacent Queens Park, the River Roch and the wider river valley setting.**

- 4.10 PBP has undertaken a detailed masterplanning exercise as part of this Site Delivery Framework which is presented in Section 5 (Vision for the Site). The masterplan sets out how the site could accommodate up to 250 high quality aspirational homes with an attractive public realm whilst respecting the setting of the Listed mill complex and the wider surroundings.
- 4.11 In due course, PBP intends to submit a hybrid planning application for residential development including part demolition, renovation and conversion of the Grade II\* listed Crimble Mill (full planning application and listed building application) and part detailed/part outline planning application for up to 250 residential units on land to the west of the River Roch. This planning application will be prepared to accord with the masterplan and vision set out in this Site Delivery Framework document.
- 4.12 The outline element of any forthcoming planning application will be accompanied by a series of detailed parameters which will be sufficient to gauge the heritage and other impacts of the proposals. In terms of the other design related aspects of the scheme, the parameter plans will provide the principles behind the proposed development and set the framework within which future reserved matters will be considered.

### **5. Provide appropriate access on to the A58 to the south of the site along with secondary access onto Mutual Street.**

- 4.13 The site is currently accessed primarily from the A58 Rochdale Road East via Crimble Lane. It is accepted that this access would need to be improved in order to support residential development. PBP has been in discussion with Rochdale Council and Systra to agree an appropriate access strategy for the site over the past number of months via the GMSF parallel Locality Assessment

process and significant progress has been made towards reaching a mutual understanding for delivery of a final solution.

- 4.14 In order to facilitate the delivery of the access, PBP has also requested via representations to the GMSF and discussions with the Council that the allocation boundary is amended to include Crimble Lane, as this land is currently shown to remain within the Green Belt.

**6. Any proposal needs to take into account the risk of flooding, particularly in respect of those parts of the site that are identified as being within Flood Zone 3**

- 4.15 Parts of the site (largely the previously developed site containing the listed buildings) are located within Flood Zone 2 and 3. PBP has experience of ensuring its developments are appropriately flood resistant and resilient. A comprehensive approach to flood risk mitigation and management can be instigated to ensure that the opportunity to safeguard and preserve the heritage assets is realised.
- 4.16 An updated Flood Risk & Drainage Technical Note has been commissioned by PBP to inform the masterplan and ensure that residential development is only proposed on suitable and deliverable parts of the site. The updated Technical Note is included in the Technical Appendix.

**7. Retain and enhance existing rights of way and general access through and around the site. This should include: 1. New and improved access to the adjacent Queens Park; 2. Enhancing walking and cycling routes to encourage sustainable access to Heywood town centre; and 3. Creation of a route adjacent to the River Roch to support the wider Roch Valley Way.**

- 4.17 The site represents a logical urban extension to Heywood that will consolidate the established pattern of development.
- 4.18 The masterplan which accompanies this Site Delivery Framework document seeks to retain and enhance the existing rights of way across the site and utilised them to improve accessibility to the residential element of the site and promote their attractiveness. This was a key guiding principle influencing the design of the masterplan.

**8. Any proposal should provide some land adjacent to the existing school to the south of the site, to allow for the expansion of the school to accommodate the additional demand for places.**

- 4.19 PBP acknowledge that new development may generate a demand for school places that takes existing educational establishments over capacity. Land is provided within the proposed allocation and the accompanying masterplan for the extension of the existing school site.

## 5.0 **Vision for the Site**

5.1 The vision for the site is to:

*'Bring the listed Crimble Mill back into active use, sustaining its future whilst preserving its historical integrity. The land surrounding the Mill will provide an attractive and sensitively designed residential neighbourhood providing aspirational homes to support Rochdale's economic ambitions within a landscaped setting'*

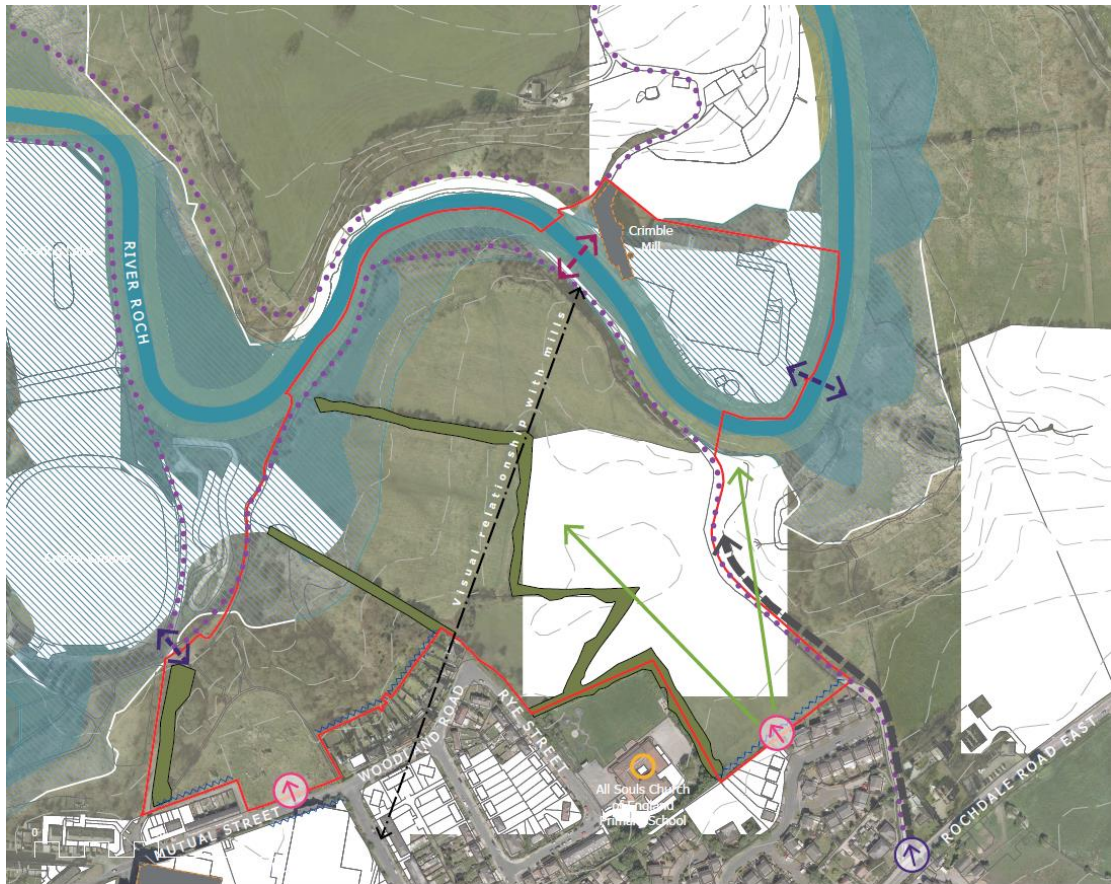
### **Site Constraints and Opportunities**

5.2 The vision for the site derives from a careful analysis of the characteristics for the site, the wider context of the area, and the opportunities and constraints which arise. A robust site analysis has been carried out to determine the principal constraints and opportunities that will underpin the development vision. The key constraints and opportunities at this site are:

- The context and setting of the listed building;
- The visual relationship of the existing residential area with the Mill and the countryside;
- Access to the site via Crimble Lane and Mutual Street;
- The River Roch and the associated flood risk areas;
- The gradient on the site;
- Existing trees and hedgerows;
- The existing residential areas to the south of the site; and
- The retention of existing public right of way.



Figure 5.1 Opportunities and Constraints Plan



## The Masterplan

### Urban Design Principles

- 5.3 The masterplan has been designed to respond to existing context, landscape setting and the importance of the listed Mill to the north of the site. The key drivers of the masterplan are the following.

### Crimble Mill

- 5.4 Responding to the listed structures of Crimble Mill, which are prominent from within the site, has been a key ordering element of the masterplan. A view corridor has been retained between Crimble Mill and Mutual Mills to the south of the site, ensuring that a visual relationship between the two is retained. The street structure of the proposed development has been designed to create framed views of the mill façade. An area of open space has been provided to the south of the existing bridge link to the Mill, respecting the Mill's setting and creating a space from which to enjoy the building.

### A High-Quality Landscape Setting

- 5.5 The proposed development has been designed to assimilate into its riverside setting and utilise the setting to enhance the attractiveness of the aspirational residential neighbourhood. Existing landscape features within the site have

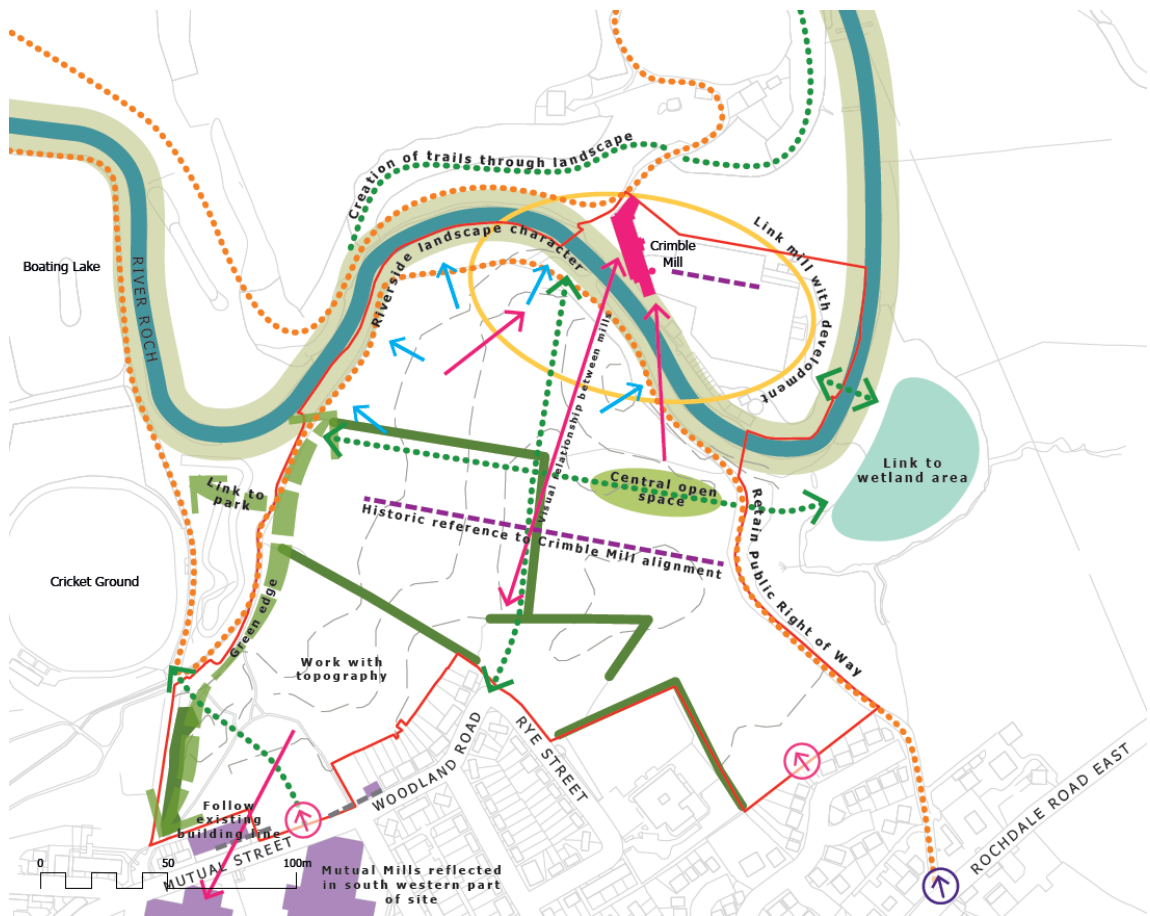
been retained and incorporated into the green infrastructure network of the development. A soft edge to the development is proposed with proposed housing sloping down to the river on the western edge of the site. Selected thinning of trees along the riverside edge will open up views of the Mill buildings at Crimble Mill.

- 5.6 A green corridor is proposed running east west across the site, linking Queens Park to the west and a proposed wetland area to the east with a central open space. The masterplan responds to the existing landform and topography where possible. The block structure of the masterplan has been designed to 'step down' areas of sloping topography, maximising views of scout Moor and the landscape to the north.

### **Responding to the Context**

- 5.7 Linkages between the proposed development and the existing area have been proposed where possible. Vehicular access to the proposed development is proposed via Rochdale Road East and Mutual Street, ensuring a well-integrated street network. A number of additional pedestrian access points are also proposed to encourage more sustainable modes of transport.
- 5.8 A public Right of Way runs through the site, which is to be retained and enhanced, linking the proposed development to Queens Park and wider the riverside footpath network. Where proposed development interfaces with existing residential properties, extended back gardens are proposed to protect the privacy and visual amenity of existing residents.

Figure 5.2 Design Drivers Plan



**Landscape framework**

- 5.9 The design of the open spaces has a strong grounding in the existing landscape and heritage and its best features which are retained and enhanced to create a development with a strong sense of the place that responds intuitively to the landscape.
- 5.10 The sites best natural features: its mature trees, river tree belts and hedgerows, the attractive views: both long distance to Scout Moor and within the river Valley to the Mill building and the defining feature of the valley its river Roch and tributary streams all form the underlying Green and Blue Infrastructure defining the open spaces across the site.
- 5.11 Four key spaces make up the sites open spaces:

**Viewpoint Park**

- 5.12 The existing east west hedgerow crossing the middle of the site is retained and extended to the east to create a Central Green Corridor and new piece of Green infrastructure (GI) incorporating an east west footpath cycleway linking the existing Queens Park to the west and the newly proposed Wetland Park to the east of the site.

- 5.13 Within the corridor a new linear park will be created on the existing sloped bank dividing the proposed development terraces. The park will have a doorstep play area built into the slope, incorporating natural play features utilising the natural gradient with slides and climbing features. Vista points with seating will be provided along the footpath allowing for views to the river valley, Mill and beyond. The areas will have an open character to allow for the views with scattered trees planted through a pictorial meadow.

### **River Meadow**

- 5.14 A natural edge to the development will be created from the new areas of housing sloping down to the river on the western edge of the site. Informal paths will meander through pictorial wetland meadow and a new mixed native hedgerow divides the space on the curve of river into a series of rooms. The space has an open meadow character to maximise views into the river valley below and there will be limited additional elements in the landscape allowing it to retain its flood capacity.
- 5.15 The eastern end of the space is located opposite the Mill and will have a vista point with seating on the steep slope for attractive views across the river further enhanced by selectively thinning trees along the river to open views to the Mill. A new, direct access path and steps will be created leading directly to the Mill linking the development and into the existing PROW network.

### **North Woodland**

- 5.16 A series of intuitive trails will be weaved through the existing mature woodland to create attractive walking routes and a place for contemplation. The routes will link to the exiting weir north along the River Roch to create an attractive stop off and lock out point for quiet enjoyment.

### **Wetland Park**

- 5.17 A new park will be created spanning the River Roch at the eastern edge of the site. The northern side of the river will have a new attenuation lake created with a raised boardwalk around and across it linking the Mill and new housing to the existing bridge crossing the river. An informal water education and play area will be located adjacent to the lake.
- 5.18 On the southern side of the river a more rugged and natural extension of the wetland park will continue with a sequence of formal and informal footpath routes running around the sloping landscape and series of ponds flowing down the slope providing an attractive feature and end point in views across boardwalk and bridge from the Mill and park to the north.



Figure 5.3 Allocation Indicative Plan



### Detailed Layout

- 5.19 A more detailed indicative layout plan for PBP's element of the draft allocation has also been prepared which aligns with the design principles set out in the overarching masterplan for the draft allocation. The indicative layout plans seeks to demonstrate the deliverability of this element of the site in accordance with the masterplan whilst achieving Rochdale Council's ambition of delivering aspirational housing at this site.
  
- 5.20 The detailed indicative layout assumes the early delivery of the works associated with restoring the Mill and the surrounding aspirational development has been designed to ensure the integrity of the Mill and its surroundings are preserved and enhanced.
  
- 5.21 The indicative layout plan also ensures that the remaining elements of the allocation to the south west and to the north of the All Saints school can be delivered and are not compromised by the design of the indicative layout plan and its delivery.

Figure 5.4 Indicative Layout Plan for PBP's Land



## 6.0 Can the Site be Delivered?

### Is the site available?

- 6.1 The proposed allocation and development of the majority of the Site:
- 1 Is being promoted by a development company based in the North-West with a track record of delivering a number of major regeneration projects in the region.
  - 2 Is not subject to any known constraints that would impede deliverability. There are no legal impediments and the site does not have an unwilling landowner.
  - 3 Will make a valuable contribution towards meeting the quantitative and qualitative needs of the community for housing.

PBP has previously been in contact with the owner of the other substantial land parcel within the Site. the other owner has previously inputted into the GMSF process and has been similarly supportive of development coming forwards in accordance with the principles of the allocation.

### Is the Site Suitable?

- 6.2 The Greater Manchester Combined Authority [GMCA] has concluded that exceptional circumstances exist to justify the release of land from the Green Belt and that the Crimble Mill site is appropriate for Green Belt release and allocation for residential development.
- 6.3 Overall, the proposals offer a sustainable development option which will not only enable the restoration of the listed buildings at Crimble Mill, but also support the delivery of new homes in the Borough.
- 6.4 The land to the south of the River Roch relates well to Heywood and would provide a logical extension to the defined urban boundary. It is therefore consistent with the promotion of sustainable patterns of development within Rochdale.
- 6.5 Heywood benefits from a wide range of employment opportunities and services, including several schools, a number of small supermarkets and convenience stores, leisure and recreational facilities and a variety of key community services.
- 6.6 The land also benefits from clear, well-defined boundaries and it is considered that its allocation and future development will not have a detrimental impact on the form and character of the settlement. The allocation and development of the site provides an opportunity to create a long-term defensible boundary to Heywood and the provision of housing development for the Borough.

### **Is the development achievable?**

- 6.7 The Framework<sup>2</sup> states that for a site to be achievable there should be a reasonable prospect that housing will be delivered on the land within five years.
- 6.8 PBP has undertaken an evaluation of the technical and environmental constraints that could prevent or restrict the development of the land. This work, set out in more detail in the Technical Appendix and discussed below, has identified that there is no overriding constraint that will impede its delivery.
- 6.9 If the site is allocated, PBP will bring forward housing development on the site which contribute units to the Council's supply over the next 5 years.

### **Highways**

#### **Existing Highway Context**

- 6.10 The site can be accessed through Crimble Lane. Crimble Lane runs from the A58 Rochdale Road East in the south for 1.5km to the B6222 Bury Road in the north, and in doing so, Crimble Lane runs through the proposed development site. As such, the site can be accessed from the A58 Rochdale Road East to the south and the B6222 Bury Road to the north.
- 6.11 Adjacent to its junction with the A58 Rochdale Road East, Crimble Lane provides access to two dwellings and access to the rear of a further five dwellings. It would appear that this rear access is the vehicular access and parking area for these five dwellings.
- 6.12 Throughout its extent, Crimble Lane is a Public Right of Way (PRoW) with vehicular route permitted.

#### **Proposed Vehicular Access**

- 6.13 The site is proposed to be accessed from the A58 Rochdale Road East, via a route along Crimble Lane, with secondary access proposed onto Mutual Street. The access would include access for active modes of travel.
- 6.14 The main access onto the A58 Rochdale Road East would likely be a priority T-junction, with the potential need for right turn lane on the mainline.
- 6.15 Two potential vehicular access scenarios have been tested, as follows:
- Scenario 1: all 250 dwellings are accessed from Crimble Lane, with Mutual Street providing an emergency access only.
  - Scenario 2: 150 dwellings are accessed from Crimble Lane. The remaining 100 dwelling are accessed off Mutual Street.
- 6.16 In both scenarios the primary access to the proposed development will be from Crimble Lane, to minimise traffic routing through the existing residential streets.
- 6.17 It is acknowledged that the existing layout of Crimble Lane is substandard for serving the proposed development. A potential improvement scheme has been

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<sup>2</sup> The Framework [Annex 2: Glossary]



considered for Crimble Lane including its junction with the A58 Rochdale Road East to provide a safe and suitable access to the site for all modes.

- 6.18 Under the improvement scheme, Crimble Lane will be significantly improved by widening to provide a carriageway with a typical width varying between 4.8m - 5.5m and a continuous footway with a minimum width of 1.5m. However, a significant length of improved road will have a 2m wide footway. The proposed carriageway width is more than adequate to cater for the proposed development. Improvements are contained within the existing Crimble Lane corridor and land within the developer's control.
- 6.19 The proposed footway on Crimble Lane, south of the access to the 5 dwellings served off Crimble Lane on the west side, will benefit from the proposed 2m footway from their access to Rochdale Road East, likewise the existing dwellings on the east side of Crimble Lane in this locality will benefit from the new footway.
- 6.20 The proposed footway will provide safe and suitable access on foot to future residents and existing residents in this locality. The existing PRoW is maintained and enhanced with the improvement scheme.
- 6.21 To enhance safety and keep speeds typically below 20mph, as per MfS advice, traffic calming is also proposed on Crimble Lane in the form of long raised speed tables.
- 6.22 Mutual Street is subject to a 20mph speed limit and features traffic calming in the form of speed bumps. A visibility splay of 2.4 x 25m is achievable at the proposed site access in both directions, which is appropriate for the speed limit.
- 6.23 Through the Locality Assessment process, WYG has demonstrated both the feasibility of achieving a safe and suitable access to the site based on two alternative access scenarios and that there would be no 'severe' traffic impacts on the local highway network.

## **Heritage**

- 6.24 The intention is to facilitate the restoration of a Grade II\* Listed building and a residential development which is complementary to the setting of the Listed mill complex, and has a regard to the adjacent Queens Park, Mutual Mills complex, and the River Roch. The development will create an attractive and sustainable urban extension to the north east of Heywood, whilst safeguarding and preserving the heritage asset in its setting, taking the following key points into account.
- 1 To create permeable views, which connect Crimble Mill visually with Queens Park and Mutual Mills.
  - 2 Retaining hedgerows and mature trees, which are a feature of the existing landscape, where possible.
  - 3 Retaining an area of landscape across the river to the south west of the mill, to deter encroachment on the mill setting. This is the only real open view of the mill from this side of the river, as the undulating topography and existing trees provide a natural screen.

- 4 Maintaining the existing landscape features and footpaths the riverbank, to preserve the public amenity and encourage sustainable access to Queens Park and Heywood town centre. New routes should be incorporated into the scheme where possible to improve on the existing infrastructure with regards to pedestrians and cyclists.

6.25 The development will seek to provide an attractive environment which is becoming of the setting and its relationship with Crimble Mill.

6.26 In response to this, any new residential development will include for a mix of building types and layouts to allow for a satisfactory integration with the existing landscape and topography.

6.27 The use of the undulating nature of the landscape to provide some unique interesting solutions will be considered.

6.28 Varying heights and roofscapes will help to give the development a more unique and fascinating character, in response to the Listed mill and the semi-rural surroundings.

6.29 The palette of materials should be simple and uncomplicated and complement the character of the Listed building. Local architect's practice CJP has provided a reflective and enhancing design ethos and integrity through its Design Guide document.

## **Landscape**

6.30 The site lies in an area of land to the north of Heywood and the south-west of Rochdale within the valley of the River Roch.

6.31 A review of available information on landscape character has been undertaken this indicates that the Site falls within the Manchester Pennine Fringe National Character Area Profile no 54.

6.32 The Greater Manchester Urban Historic Landscape Characterisation Project, 2010 provides a summary of the historic landscape character of the Borough. The site comprises industrial, woodland and enclosed agricultural land (piecemeal enclosure probably dating from the post mediaeval period). Within the surrounding area the report notes three areas of private parkland associated with former halls to the north-west of the site (Crimble Hall, Plumpton Hall and Bamford Hall).

6.33 The Historic England database identifies Queens Park, around 150m to the west of the site as a Historic Park and Garden (Grade II).

6.34 The Greater Manchester Landscape Character and Sensitivity Assessment (August 2018) identifies the site as lying within the following Landscape Character Areas:

- LCA 25: River Roch (Character Type: Incised Urban Fringe Valley); and,
- LVCA 27: Simister, Slattocks and Healds Green (Character Type: Urban Fringe Farmland).

- 6.35 LCA 25 is one of three LCAs which are assessed as having a medium sensitivity to 2-3 storey residential housing developments in this Landscape Character Type [LCT]. This is because they contain existing large development, such as electricity substations, water treatment works and industrial complexes, as well as being crossed by motorways, such as the M60, M66 and M67. The surrounding urban areas also have a strong influence, detracting from the rural qualities and naturalistic character of the valleys. This results in a lower sensitivity judgement than the Incised Urban Fringe Valley LCT as a whole.
- 6.36 LCA 27 is assessed as having a medium sensitivity to 2-3 storey residential housing developments which is the same sensitivity identified for the LCT as a whole.
- 6.37 This relatively low landscape sensitivity indicates that development of the site is appropriate in landscape terms and an appropriately designed residential development on the site would not conflict with the character of its setting.
- 6.38 Development of the site would be designed appropriately to retain existing field boundaries and large mature trees. Additional landscape buffers can be incorporated at the interface with the surrounding land to ensure the character of the wider area is protected.

### **Trees**

- 6.39 The existing trees and hedgerow have the potential to form prominent landscape features and contribute substantial arboricultural, ecological and landscape value to a new development if incorporated in the appropriate context, and will be retained and incorporated where possible within the proposed development.

### **Ecology**

- 6.40 The site has no statutory designation for nature conservation.
- 6.41 The site lies within the Impact Risk Zones for the Rochdale Canal Site of Special Scientific Interest [SSSI] and Special Area of Conservation (SAC), which is located approximately 1.8 kilometres south east of the site.
- 6.42 Plumpton Wood Site of Biological Importance (SBI) and Meadowcroft Woods SBI lie partially within the site boundary and seven further SBIs lie in the wider area. Protection of the SBI with an appropriate buffer will be achieved.
- 6.43 The site comprises fields of improved grassland with five site and field boundary hedgerows. The hedgerows are Priority Habitat (as listed on Section 41 of the Natural Environment and Rural Communities Act (2006)), however they do not meet the criteria to qualify as 'important' in accordance with The Hedgerows Regulations 1997.
- 6.44 Unmanaged and marshy grassland is present in the south east of the site and the seasonally flooded grassland is an example of Lowland Meadow Priority Habitat. Mature broadleaf woodland occupies the north east and north west of the site and extends beyond the site boundaries. The woodland is an example of Lowland Mixed Deciduous Woodland Priority Habitat with local areas close to

the river and on seasonally wet soils an example of Wet Woodland Priority Habitat. Hard standing and areas of scrub and marshy grassland are present around the mill buildings.

6.45 Any adverse effects on statutory designated sites for nature conservation will be considered at the planning application stage and mitigated accordingly.

6.46 Hedgerows will be retained where possible and protected during the development process.

6.47 The area of Lowland Meadow Priority Habitat is not considered favourable for development due to the potential for flooding; the management of this habitat for biodiversity can be achieved and secured by the proposals. The areas of woodland Priority Habitat will be retained and the development provides an opportunity to manage these habitats (including the SBIs) in the long term and in accordance with conservation objectives.

6.48 The River Roch is a Main River in accordance with Environment Agency Main River Map. The river corridor will be retained with a suitable buffer and will be avoided by the proposals as much as possible.

6.49 There are no significant ecological constraints within the site. The proposals will secure an opportunity to implement beneficial measures such as habitat management and habitat creation that will safeguard habitats for wildlife such as invertebrates, birds and bats, with the aim of providing a net gain in biodiversity in accordance with the principles of the Framework.

### **Flooding and Drainage**

6.50 There are a number of surface water features within the vicinity of the site:

- The site is located adjacent to the River Roch
- An unnamed watercourse flows into the River Roch approximately 75m south-west of the mill building (left/south bank tributary)
- Miller Brook flows into the River Roch approximately 300m west of the mill building (left/south bank tributary)
- There is a lake approximately 350m to the west of the mill building

6.51 The area of the Mill site adjacent to the river is located in Flood Zone 3 ('high probability' of river flooding in any one year) and Flood Zone 2 ('medium probability'). The remainder of the site and the majority of the southern section of the site is in Flood Zone 1 ('low probability').

6.52 A comprehensive approach to flood risk mitigation and management can be instigated to ensure that the opportunity to safeguard and preserve the heritage assets is realised. The accompanying masterplan for the site has been informed by the flood risk constraints and development will be directed towards the areas of the site located within Flood Zone 1. The Mill itself is also located within the flood zone and measures will be put in place as part of any development proposals to minimise flood risk including not putting vulnerable uses in the ground floor of the Mill.

- 6.53 An updated Flood Risk & Drainage Technical Note is included in the Technical Appendix. This Technical Note has confirmed that there are no significant flood risks or drainage constraints in developing the site, provided that development within and close to the floodplain is carefully considered when developing the masterplan.
- 6.54 An appropriate Surface Water Management Strategy will be implemented on the site to attenuate the increase in surface water generated by the development.
- 6.55 Sustainable Urban Drainage Systems (SuDS), will enable additional surface water to be stored within the site. Wherever possible, SuDS features will be above ground to enhance the aesthetic amenity of the development and provide valuable habitats for the local wildlife. The attenuation provided will be appropriately sized to include an allowance for climate change.

### **Ground Conditions**

- 6.56 The British Geological Survey maps the presence of Alluvial deposits beneath the Crimble Mill sector within the channel of the River Roch at a lower elevation and Glaciofluvial Sand & Gravel within the undeveloped Greenfield Sector to the south. The identified superficial drift overlies Pennine Coal Measures bedrock with recorded and mapped coal seams outcropping to the north and within the subject area.
- 6.57 In 1851 a woollen mill was located at the western periphery of the land currently occupied by Crimble Mill with a large mill pond to the east and a small gasometer. The mill complex was gradually extended to its current day configuration. The former pond appears to have been located to the north of the current mill complex and is now believed to be infilled and woodland. The area of current development is considered to have historical industrial land uses that will have resulted in localised pollution to the near surface soils and groundwater. A viable exposure pathway will be generated with the redevelopment of this sector for a residential end use, therefore remediation works will be required across this sector. The anticipated pollution represents a further risk associated with the migration towards the River Roch impacting the sensitive aquatic environment.
- 6.58 All such remediation work will be informed by the development of a site-specific Conceptual Site Model and Quantitative Contaminant Risk Assessment Model.
- 6.59 It is considered that natural soil materials present across the greenfield sector (south of River Roch) can be recovered in accordance with the CL:AIRE DoW CoP to promote sustainable reuse of material.
- 6.60 E3P's Geo-Environmental Preliminary Report dated April 2020 on the PBP land concludes:

*The subject site is entirely suitable for the proposed residential end use, the risk associated with former industrial activities and the resulting pollution to the soil and groundwater can be subject to remediation works that will ensure no risk to future site occupants and deliver significant betterment to the wider environs.*

*The risk associated with known historical mine workings can be mitigated through a detailed ground investigation with the subsequent design and implementation of stabilisation works to consolidate abandoned workings. Stabilisation works will comprise the drilling and pressure grouting of workings in shallow seams of coal, grouting and capping of mine entries. These works will facilitate safe and compliant development of the site, furthermore they will ensure environmental improvement and mitigation of a long-term geotechnical hazard.*

*The preliminary geotechnical review concludes that the land is suitable for the intended residential end use with standard foundation solutions for both structures and infrastructure, albeit these will be facilitated by remediation and enabling works which are common practice for a site of this nature.*

6.61 In regard to other land within the Allocation Site but not within PBP ownership E3P concludes:

*E3P has not undertaken any detailed review work on the remaining open land within the southern part of the GM25 Allocation site but outside the PBP site. However, from a previous walkover we would generally expect those additional areas to have a similar suite of geotechnical characteristics and thus be suitable for the intended residential end use albeit facilitated, if and where necessary, by similar remediation and enabling works.*

#### **Is the development viable?**

6.62 PBP has reviewed the economic viability of the proposals in terms of the land value, attractiveness of the locality, level of potential market demand and projected rate of sales; as well as the cost factors associated with the site including site preparation costs and site constraints. Where potential constraints have been identified, PBP has considered the necessary mitigation measures and required investment in order to overcome any deliverability barriers.

6.63 PBP confirms that the development of the site including the restoration of the Mill and the development of up to 250 residential units is economically viable and is confident that residential development can be achieved within the first five years of the plan period.

**The Site is substantially under the control of an experienced regeneration developer. It is not subject to any significant technical or environmental constraints that will prevent it coming forward for housing.**

## 7.0 **Does the Scheme Represent Sustainable Development?**

### **Sustainable Location**

7.1 A key element of national and local policy is to ensure new developments are located in areas where alternative modes of travel are available. It is also important to ensure that developments are not isolated but are located close to complementary land uses.

7.2 The Site will form a sustainable urban extension to Heywood and benefits from being in close proximity to a range of local services and facilities together with employment and education opportunities.

7.3 The site benefits from accessibility provided by sustainable modes of transport, including pedestrian and cycle infrastructure and public transport. These provide good, sustainable links to key services and facilities in the surrounding area.

7.4 Within a 1km walk of the site, the following amenities are accessible:

- Two primary schools
- A number of bus stops (providing access to destinations including Bury, Heywood Town Centre and Rochdale)
- A discount supermarket
- A convenience store
- A petrol station
- An ATM
- A number of public houses
- A number of fast food / takeout food establishments
- A restaurant
- A recreational centre
- Heywood Cricket Club
- Recreational grounds
- A dental practice

7.5 Within a 1-2km walk of the site there are the following:

- Heywood Town Centre including retail, leisure and employment land uses
- Two surgeries
- A pharmacy
- Two secondary schools
- Heywood Sports Village
- Three employment areas (Phoenix Park Industrial Estate, Junction 19 Industrial Estate and Roeacre Business Park).

- 7.6 The nearest rail station is Castleton, which located 2.6km from the site. It can be accessed on foot (30 minutes' walk) and by cycle (10-15 minutes') via the bridleway linking Chadwick Lane (Heywood) with Chadwick Lane (Castleton). Additionally, Rochdale Rail Station is located 4.5km from the site and therefore is accessible by cycle as part of a linked trip.
- 7.7 Castleton Rail Station is serviced by trains to / from Rochdale, Blackburn, Clitheroe, Leeds, Manchester Victoria and Chester. In addition to the services provided at Castleton Rail station, Rochdale Rail Station is served by trains to / from Wigan Wallgate and Southport. The station is served by 4-6 trains an hour.
- 7.8 The Metrolink's Rochdale Stop is the closest tram stop to the site offering direct access to Manchester city centre and its surrounds. It is located adjacent to Rochdale Rail Station at 4.5km from the site and therefore can be accessed by cycle. Tram services operate between Rochdale Town Centre and East Didsbury, with an average frequency of one service every 12 minutes in each direction.

### **Sustainable Development**

- 7.9 The Framework explains that the purpose of planning is to help achieve sustainable development. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of objectives:
- 1 Economic objective: contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available.
  - 2 Social objective: supporting strong, vibrant and healthy communities.
  - 3 Environmental objective: contributing to protecting and enhancing our natural, built and historic environment.
- 7.10 The future development of the site will have positive economic, social and environmental benefits and therefore constitutes sustainable development in accordance with the Framework<sup>3</sup>.

### **Economic Role**

- 7.11 The development of the site will contribute towards building a strong, responsive and competitive economy. The proposal will bring a number of economic and fiscal benefits in terms of job creation, additional monies to the Local Authority and increased expenditure in the economy.
- 7.12 The Site is sustainably located in close proximity to Heywood and Rochdale Town Centres and Heywood Distribution Park. The delivery of high-quality aspirational housing in the locality will contribute to ensuring that population growth within Rochdale is focused in an area close to employment opportunities, which can be easily accessed via a sustainable transport network.

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<sup>3</sup> The Framework [§7]



7.13 Housing supply also plays a key role in the flexibility of the local labour market which itself is an important component in local economic competitiveness. A shortage of housing or lack of affordability can act as a barrier to people accessing employment opportunities, or result in long distance commuting with adverse transport and environmental impacts. The development will assist in addressing this, and will also provide numerous construction benefits, seeking to use local construction firms and suppliers where possible to create jobs for the local economy.

### **Social Role**

7.14 The development of the Site will support the creation of a strong, vibrant and healthy community by increasing the supply of housing in a sustainable location. The proposed development will comprise a high-quality built environment and has been designed to meet the needs of the area and complement the character of the surroundings.

7.15 The revised Framework places particular emphasis on the following social aspects of sustainable development:

- 1 Ensuring a strong mix of housing is provided particularly aspirational housing;
- 2 Delivering housing in the right places to ensure communities have access to employment and local facilities and services; and
- 3 Ensuring the development of high-quality, distinctive and well-designed places which create a sense of place within the community.

7.16 The proposals respond effectively to these objectives outlined by national policy. The future development of the Site will:

- 1 Enable the restoration of Crimble Mill and support the delivery of new homes in the Borough.
- 2 Provide a suitable range of dwellings in various types and sizes to meet the needs of the population including aspirational housing to align with the economic growth aspirations of Rochdale Council;
- 3 Deliver housing to meet identified local need;
- 4 Provide opportunities for residents to work in surrounding areas, including Rochdale and Heywood Town Centres, utilising the Site's sustainable location and excellent connectivity via surrounding networks;
- 5 Facilitate the use of non-car modes of transport, especially cycling and walking; and
- 6 Provide public open space for both existing and future residents.

### **Environmental Role**

7.17 The development of the site will minimise further deterioration of the listed Mill buildings and safeguard their long-term future. It will allow these heritage assets to be conserved in a manner appropriate to their significance, so that

they can be enjoyed for their contribution to the quality of life of existing and future generations in accordance with the Framework<sup>4</sup>.

7.18 The redevelopment of the site will also involve the re-use of existing buildings on previously developed land in accordance with the Framework<sup>5</sup> which seeks to make as much use as possible of brownfield land.

7.19 The proposed scheme will include the provision of public open space which responds to the environmental features within and adjacent to the site.

7.20 Although the proposed development will involve the loss of some greenfield land, proposals will provide numerous compensatory improvements, and seek to retain, enhance or mitigate the existing ecological and environmental features of value on the site. Existing hedgerows and trees will be retained and incorporated where possible within the proposed development.

7.21 No environmental constraints have been identified that would inhibit the future allocation and development of the Site.

**The proposed development will meet the Government's objectives for sustainable development by providing significant economic, social and environmental benefits, and will safeguard the long-term future of the heritage assets within the site.**

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<sup>4</sup> Framework [§184]

<sup>5</sup> Framework [§117]

## 8.0 Summary

8.1 PBP fully supports the removal of the Crimble Mill site from the Green Belt and its allocation as a strategic site for residential development [Policy GM Allocation 25] to enable the restoration of Crimble Mill and support the delivery of new homes in Heywood.

8.2 This Delivery Framework has clearly demonstrated that the site represents an excellent opportunity to deliver a sustainable residential development

### **Suitable**

8.3 The Greater Manchester Combined Authority [GMCA] has concluded that exceptional circumstances exist to justify the release of land from the Green Belt and that the Crimble Mill site is appropriate for Green Belt release.

8.4 Overall, the proposals offer a sustainable development option which will not only enable the restoration of the listed buildings at Crimble Mill, but also support the delivery of new homes in the Borough.

8.5 The land to the south of the River Roch relates well to Heywood and would provide a logical extension to the defined urban boundary. It is therefore consistent with the promotion of sustainable patterns of development within Rochdale.

8.6 Heywood benefits from a wide range of employment opportunities and services, including several schools, a number of small supermarkets and convenience stores, leisure and recreational facilities and a variety of key community services.

8.7 The land also benefits from clear, well-defined boundaries and it is considered that its allocation and future development will not have a detrimental impact on the form and character of the settlement. The allocation and development of the site provides an opportunity to create a long-term defensible boundary to Heywood and the provision of housing development for the Borough.

### **Sustainable**

8.8 The allocation and future development will:

- 1 Safeguard the long-term future of the heritage assets within the site.
- 2 Meet the Government's objectives for creating sustainable development.

### **Deliverable**

8.9 The site is:

- 1 Not the subject of any technical or environmental constraints that would prevent it coming forward for housing development.
- 2 Is being promoted by a development company based in the North-West with a track record of delivering a number of major regeneration projects in the region. If the site is allocated PBP will bring forward housing development on the site over the next 5 years.



**Appendix 1                      Historic England Crimble Mill Case Study in  
publication Engines of Prosperity: new uses for old mills North West, 2017**



**Appendix 2                    Lichfields EIA Scoping Report to Rochdale Council,  
December 2018 and further reports/studies referred to therein**





**Appendix 3  
England, January 2019**

**Lichfields Listing Amendment Submission to Historic**



**Appendix 4**

**Historic England Amended Listing Entry, July 2019**



**Appendix 5**                      **WYG GMSF Locality Assessment Reports V1 – V5,**  
**November 2019-May 2020**



**Appendix 6  
Summary, May 2020**

**E3P updated Site Geo-Environmental Appraisal**





**Appendix 7**  
**2020**

**WYG Flood Risk & Drainage Technical Note, May**



## **Appendix 8                      Site Boundary Plan**



## **Appendix 9**

## **Opportunities and Constraints Plan**



## **Appendix 10**

## **Landscape Opportunities and Constraints Plan**





## **Appendix 11      Landscape Strategy Plan**



## **Appendix 12      Design Drivers Plan**



## **Appendix 13**

## **Allocation Indicative Plan**



**Appendix 14      Indicative Plan**