Core Strategy
Part of the Blackburn with Darwen Local Development Framework

Adopted January 2011
BLACKBURN WITH DARWEN
LOCAL DEVELOPMENT FRAMEWORK
CORE STRATEGY

Adopted January 2011

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A Note on the Core Strategy

Please note that this page does not form part of the Core Strategy Development Plan Document

1. This DPD was prepared to be in conformity with the North West Regional Strategy (RS), and the Council received confirmation from the Regional Planning Body that it was in general conformity. On 6th July 2010 the Secretary of State announced the revocation of the RS. A subsequent High Court judgment on 10 November 2010 had the effect of re-instating the RS as part of the Development Plan. In response the Coalition Government has confirmed its intention to abolish Regional Strategies in the forthcoming Localism Bill. The materiality of this intention was itself subsequently challenged and a stay placed on the relevant Government communications to local authorities pending a further High Court hearing.

2. As the DPD was examined during the period between 6th July and 10th November 2010, the DPD refers to the “former Regional Strategy”. However the spatial strategy proposed in the Core Strategy has not changed at any point during the process described above, and remains unaffected by the status of the RS. The Council has not departed from the RS housing figure for the area which is based on evidence, supplied by the Council, on the capacity of the area to accommodate housing growth. Therefore the RS housing figures are retained in the DPD. In addition, all other policy areas are in general conformity with the Regional Strategy as well as being supported by independent evidence.
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PART 1:
ABOUT THIS DOCUMENT
1. **About this Document**

1.1 This document is the Core Strategy for Blackburn with Darwen’s Local Development Framework.

1.2 The Core Strategy sets out the priorities for the future planning and development of the Borough for the next 15 to 20 years: how much and what types of development there should be, where it should be focused, when it is likely to take place, and how it will be delivered. It will be put into practice in three main ways:

   i. By shaping more detailed planning policy in the next stage of the LDF;
   
   ii. By being used by the Council as Local Planning Authority in making decisions on planning applications; and
   
   iii. By directly influencing the Council, its partners and other agencies in the development of their projects.

1.3 The Core Strategy is part of the statutory Development Plan for the Borough. The Development Plan also includes:

   i. The Minerals and Waste Development Plan Documents for Lancashire (including the unitary authorities of Blackburn with Darwen and Blackpool);
   
   ii. Until they are replaced by new policies in the DPDs, a series of “saved” policies from the Blackburn with Darwen Borough Local Plan and the 2006 Lancashire Minerals and Waste Local Plan;
   
   iii. Policy 29 of the Joint Lancashire Structure Plan 2001-2016 which deals with Gypsy and Traveller issues

1.4 These must be read alongside this Core Strategy.

1.5 It has been developed in consultation with a range of stakeholders at a range of stages. Our strategy for stakeholder engagement has been to start by identifying issues to be tackled in the Borough and setting priorities, to confirm an overall “direction of travel”, and then to gradually refine the strategy and policies into those contained in this document.

1.6 This document is supported by a suite of others which give extra information on our strategy and the background to it. The main ones are:

   i. An Infrastructure and Delivery Plan, which outlines how our strategy will be delivered, and how it will be complemented by timely investment from partners;
ii. A Sustainability Appraisal report, which looks in more detail at the social, economic and environmental effects of the different options considered;  

iii. A Habitats Regulations Assessment, which considers whether our strategy will affect internationally-important habitats in the areas surrounding Blackburn with Darwen; and  

iv. A Consultation Statement, which explains how the consultation carried out has influenced the strategy we now have.

1.7 If you would like any further information on the Core Strategy or LDF in general, please contact the Forward Planning and Transport Policy Group on 01254 585356 or at forwardplanning@blackburn.gov.uk
2. How to Read This Document

Overall Structure

2.1 This Core Strategy is set out to provide a logical flow of information and progressively more policy detail in each part.

i. The rest of Part 1 explains more about this document and how it links to others which will be published at the same time.

ii. Part 2 sets out the current position, telling the Borough’s “story of place” and explaining how the Core Strategy fits into the wider range of policies and strategies affecting the Borough. For simplicity it splits the Borough into eight “character areas”.

iii. Part 3 sets out our overall strategy for change and development in the Borough, giving progressively more policy detail. In this part the Vision and Objectives set out high level priorities. They feed into the overall strategy in Policy CS1 which in turn sets out six “spatial interventions” – key policy areas that we need to address in order to bring about the Vision.

iv. Part 4 takes forward each of these spatial interventions as a separate chapter with detailed policies.

v. Part 5 summarises how each of the eight “character areas” described in Part 2 will have changed at the end of the Core Strategy period.

2.2 This structure is illustrated on the next page.
Figure 1: Core Strategy Structure

PART 1 – ABOUT THE CORE STRATEGY

PART 2 – “BEFORE”

PART 3 – STRATEGY

PART 4 – DETAILED POLICY

PART 5 – “AFTER”
Links to the Infrastructure and Delivery Plan

2.3 It is essential that the Core Strategy policies and proposals are realistic and deliverable. A key element of preparing for new development is ensuring that the existing infrastructure capacity remains adequate, and any new development does not put existing or new residents or users at unacceptable detriment in infrastructure terms.

2.4 In considering infrastructure within the Borough a wide definition has been used:

“The facilities, services, and installations needed for the functioning of a community or society, such as transportation and communications systems, water and power lines, public institutions and services, and living space. This includes the elements which make up ‘physical infrastructure’; ‘social infrastructure’ and ‘green infrastructure’ in the Borough.”

2.5 The Core Strategy Infrastructure Delivery Plan (IDP) is a technical document to support the preparation of policies in Blackburn with Darwen’s Local Development Framework. In particular, it has informed the overall direction of approach to development within the Borough set out in the Core Strategy, and is expected to assist the formulation of detailed policies in subsequent Development Plan Documents (DPDs).

2.6 The IDP contains:

i. Part 1: a summary of an introduction to the Core Strategy’s main development priorities and an overview of the current infrastructure provision within Blackburn with Darwen Borough;

ii. Part 2: the infrastructure needs and opportunities identified to meet the proposals within the Core Strategy; and

iii. Part 3: Core Strategy Policy implementation and monitoring tables.

2.7 The links with the Core Strategy can be seen in Figure 2 on Page 8 below.

2.8 The preparation of the IDP has been informed by the Preferred Options Core Strategy and its associated public consultation carried out during 2007, and detailed consultation discussions with infrastructure providers and deliverers during 2008, and analysis of current strategies, programmes and projects relating to infrastructure provision.

2.9 The Core Strategy draws on the IDP to set out information on infrastructure in two main areas. Infrastructure implications and requirements arise from the overall scale and general location of new development, and are therefore dealt with as part of the overall strategy under Policy CS1. Arrangements for
implementation of detailed policies, by both the Council and other agencies, are explained under each policy.

2.10 The IDP contains information on what will happen if important infrastructure projects do not come forward as expected in the Core Strategy, and if key elements of the spatial strategy are not delivered as planned. This information is reproduced at the end of Policy CS1, and after each Spatial Intervention chapter in Part 4.

Figure 2: Links Between the Core Strategy and the Infrastructure and Delivery Plan

- **CS1: Targeted Growth Strategy**
  - Infrastructure Requirements and Arrangements for Provision
  - Infrastructure and Delivery Plan Part 1
    - Overview of current infrastructure provision within Blackburn with Darwen Borough
  - Infrastructure and Delivery Plan Part 2
    - Needs & Opportunities:
      - Inner Urban Areas
      - Blackburn
      - Blackburn Town Centre
      - Darwen
      - Darwen Town Centre
      - Villages
      - Open Countryside
      - Proposed Green Belt
      - Major Employment Site in Hyndburn Borough
  - Infrastructure and Delivery Plan Part 3
    - Detailed Proposals for Implementation and Monitoring

Legend:
- Core Strategy
- Infrastructure & Delivery Plan
PART 2:
BACKGROUND
3. “Before” – Setting the Scene: A Spatial Portrait of Blackburn with Darwen

3.1 This section is in three main parts. The first is Blackburn with Darwen’s “Story of Place”, as explained in the Borough’s Sustainable Community Strategy. The second part explains the geography of the Borough in a little more detail, providing a “pen picture” of the different types of area that make up Blackburn with Darwen. The third explains how the Core Strategy responds to this in spatial planning terms, forming the basis of the strategy and detailed policies which follow.

Blackburn with Darwen’s “Story of Place” (from the 2008 Sustainable Community Strategy)

3.2 Blackburn with Darwen, surrounded by some of the most beautiful countryside in Britain, is a key geographical and cultural gateway to Pennine Lancashire. It is located between the high land on the Metropolitan Borough boundaries of Bolton and Bury in the south and the Mellor ridge to the north. The West Pennine Moors form a natural barrier to Chorley and to the east a barrier to Rossendale. Within this dramatic landscape, the Borough covers an area of 13,700 hectares and has a population of 141,200 people in approximately 55,000 households.

3.3 Nearly a third of the Borough’s population is aged 0 – 19, the highest such proportion of all authorities in the North West and the second highest in England. The Borough’s population is also relatively diverse, 78% of the population are White; 11% are of Indian Heritage; 9% are of Pakistani Heritage and 2% of other heritage. Blackburn with Darwen also has the third highest Muslim population in the country. The age structure of the South Asian heritage population is considerably younger than the White British population. At the 2001 Census 26% of the White British population was aged 0-19, compared to 46% of the BME population. These differences are reflected in school populations in the Borough; 37% of secondary school pupils are of BME background while in the first three years of primary school (5-8 year olds) 51% are BME.

3.4 Blackburn with Darwen has a growing population of older people, projections between 2007 and 2027 suggest that the percentage of the Borough’s population who are aged over 65 will rise to above 15%.
3.5 The Borough is characterised by relatively compact urban areas set within countryside. This is most pronounced in Darwen, much of which sits within a relatively steep-sided valley with ridgelines to the east and west; but open countryside is also visible from many parts of Blackburn.

3.6 Within the main urban areas both Town Centres are surrounded by large areas of high density terraced housing, parts of which are in poor condition. Both towns also have significant areas of “suburban” development, comprising a mix of larger older properties and more recent development, some of which has spilled beyond the confines of the valley sides.

3.7 The Borough has significant rural fringes containing a number of villages supporting basic services such as a primary school and shop. The landscape has been shaped by farming – sheep on the uplands and dairy cattle on the low lying areas – and small-scale mining and quarrying. Village residents are, however, more likely to seek work in nearby towns and cities. Diversification of the rural economy is a local concern.

Early history and the Industrial Revolution

3.8 The development of the textile industry in the 18th and 19th centuries transformed the fortunes of the Borough. Aided by the availability of natural resources and good communications, Blackburn became renowned as a world centre for cotton cloth production. Darwen also saw the development of important paper and paint manufacturing industries, with related engineering activities in both towns. Large mills with the associated provision of workers housing, much of a terraced form, began to dominate the urban areas of the Borough with rapid growth of the population throughout the 19th century until the First World War. The Industrial Revolution and Victorian development have been important in shaping the physical development and image of the Borough and exert an influence which remains to this day.

The legacy of the Industrial Revolution

3.9 A major part of the physical structure of and pattern of development in the Borough is a legacy of this phase of development. The inner urban areas of both Blackburn and Darwen, surrounding the Town Centres, continue to be dominated by terraced housing: almost half the Borough’s population lives in a terraced house, and three quarters of dwellings in the Borough fall into Council Tax Bands A and B. Although major programmes of slum clearance took place in previous decades, some 17.2% of the Borough’s housing stock is considered “unfit”. Large mills and factories clustered within primarily industrial areas, and isolated employment uses within mainly residential areas, also remain.

3.10 The Borough’s population peaked in 1921 but there has been slow decline until it stabilised in the latter part of the 20th century. This has reflected the decline of traditional manufacturing industry, particularly the textile sector. Economic restructuring has continued, and it is generally accepted that Blackburn with
Darwen has fared relatively well through this period in comparison to other areas. Nevertheless, a large proportion of the Borough’s economy remains characterised by comparatively low wages and a high proportion of relatively low-skilled jobs, with over a quarter of employee jobs being in the manufacturing sector and low average wage levels. The impact of poverty and deprivation on our children, young people and their families, their aspirations, achievements and life cycles is significant, and has a huge impact in terms of their health and educational achievements.

**20th century changes**

3.11 The post-Second World War period has seen a focus on accommodating the needs of modern industrial and business activities with the establishment of industrial estates and business parks on the periphery of the two urban areas in an attempt to diversify the economic base. A significant amount of this development has taken place close to the M65 motorway, which was extended through the Borough and linked to the M6 in 1997, unlocking a major phase of expansion in business and housing development. Much activity has also been focused on addressing the legacy of poor quality housing with extensive programmes of slum clearance, housing redevelopment (again often in peripheral areas) and housing improvement throughout the Borough.

3.12 Culture is beginning to drive change, marking Blackburn as a future destination town for both visitors and local residents. Blackburn was put on the UK national cultural map through the hosting of the C21 Asian contemporary art exhibition, which was brought to the Borough from Fukuoka, Japan, for its European debut. The regeneration of both Blackburn and Darwen town centres, the celebration of the built environment through conservation areas, and the refurbishment of many fine historic buildings, will also increase the cultural offer for both citizens and investors.

**21st century challenges**

3.13 Whilst much has been achieved, many economic, social and environmental issues remain to be addressed. Investment in infrastructure in the nearby “Central Lancashire City” area and Manchester conurbation produces strong competition for new development, due to the Borough’s close geographical location to these. The Borough cannot afford to stand still given this situation. Regeneration, renewal and attracting new investment will continue to be strong priorities for the future.

3.14 As well as addressing “legacy” issues, the Borough faces new challenges and issues to address, both global and local. Globalisation of the economy will intensify competitive pressures and may well result in a speeding up of economic restructuring. Climate change and competition for raw materials may increasingly shape the form and nature of future building and development patterns. Locally, the most recent Index of Multiple Deprivation assessment
ranked Blackburn with Darwen the 17th most deprived Borough in England, this compares to its previous position of 34th in the 2004 assessment. The Borough’s competitive advantage attracts businesses that offer low wages, a situation that poses challenges for the future in continuing to attract new employers, whilst raising the wages that are currently leading to this deprivation.

3.15 Finding new roles for the two main towns in the Borough against this background of change will be a major challenge. Similarly for the rural hinterland, the future of farming in marginal Pennine hill country will need careful consideration against the need to balance demands for leisure activities and the management of the countryside. Key influences are likely to arise from the emerging concept of Pennine Lancashire, and the significant economic benefits that this could bring; the ability to attract continuing public and private sector investment and putting the theory of “sustainable development” into practice.

Eight “Character Areas”

3.16 The Borough is a rich and diverse place. But in very general terms it can be split into eight “character areas” – areas which developed at around the same time, are similar in their physical environment and in their location in relation to the Town Centres, and share many of the same social and economic issues. The diagram on Page 19 shows generally where these areas are.

Inner urban areas

3.17 The Borough’s inner urban areas broadly coincide with the areas covered by the Housing Market Renewal regeneration programme. They take in approximately 27,900 dwellings. The areas suffer from a predominance of two bedroom terrace properties, limited open space, transient populations and high deprivation levels.

3.18 There are continuing high levels of vacant properties throughout these areas according to the Core Strategy Infrastructure and Delivery Plan, particularly central Darwen (8% in 2007\(^1\)). Vacancies remain high in Inner North Blackburn and Audley/Queens Park (7% and 6% respectively), reflecting the unsuitability of stock and lack of choice, though house prices in these areas have increased significantly which may reflect a strong desire within the community to remain close to family and relatives.

3.19 Census data generally shows that the inner urban areas suffer from much higher rates of deprivation when compared to the Borough as a whole or to the North West region. The Census also shows that BME groups are more likely to

\(^1\) Figure excludes Council owned HMR properties awaiting demolition
live in inner urban areas. For example the main two BME groups in the Borough (Indian and Pakistani) make up 30% of the population in the HMR areas compared to 19.4% for the Borough and 2.81% for the North West. As a result, BME groups are more likely to experience deprivation than people from other ethnic backgrounds.

3.20 According to the 2001 census there is a much greater density of people living in HMR areas per hectare (48.03%) than the Borough as a whole (10.03%) or the North West (4.77%). Inner urban areas see a greater incidence of people who regard their health as not good, or who are suffering from long-term illness, than the Borough or the North West as a whole. Birth rates among BME groups are greater than those in the rest of the Borough’s population. It can be inferred from this that in the long term the need for a choice of new housing development in the inner areas will continue to increase.

3.21 There are a larger proportion of economically inactive people in inner urban areas compared to the Borough as a whole and the North West generally. For example 5.47% of people in HMR areas are unemployed compared to 4.13% for the Borough and 3.63% regionally. There is also a much higher percentage of people without any qualifications in HMR areas (44.66%) than for the Borough (37.21%) and the region (31.89%); similarly the percentage of people who have attained the highest level of qualifications is much lower in the HMR areas.

3.22 According to the 2001 census the proportion of people who owned a house with a mortgage was much lower in the HMR areas (30.03%) than for the Borough (37.99%) and the North West (38.89%).

“Suburban” housing areas

3.23 These take in effectively the rest of the housing in the urban area that does not fall into the inner areas described above.

3.24 Out of the total Borough’s population of 141,200 residents, 102,000 people live within the town of Blackburn in 35,000 houses. This represents approximately 72% of the Borough’s residents. 27,210 people live in Darwen in 12,770 houses. This represents 19% of the Borough’s population.

3.25 Blackburn is physically contained within a valley setting, surrounded on all sides by open countryside, most of which is designated Green Belt to the existing urban boundary. The urban area is characterised by 19th century housing within the core areas together with a close land use mix of housing, industrial and commercial areas. Darwen is located along a steep-sided river valley; six kilometres in length, but not more than three kilometres wide. Outside the inner urban areas, there is a wider, more modern range of housing stock, set within suburban neighbourhoods.
3.26 In general, the Borough’s suburban housing areas fare above average for deprivation indicators. Health indicators from the 2001 census revealed that 8.89% of people classified their health as being “not good” in these areas compared to 11.13% for the Borough. According to the 2001 census people living in the Borough’s suburban housing areas are also less likely to be economically inactive: unemployment rates for these areas stand at 2.36% compared to 4.13% for the Borough and 3.63% for the North West. The percentage of people who have attained the highest level of qualifications (level 4/5) is higher in suburban areas at 19.38% than for the Borough (13.75%) and the North West (17.17%).

3.27 The 2001 census indicated that suburban housing areas generally have much lower percentages of BME groups than for the Borough as a whole. Therefore people from BME groups are less likely to benefit from the higher than average living conditions that these areas provide compared to the rest of the Borough.

**Blackburn Town Centre**

3.28 Blackburn Town Centre is considered to be a sub-regional centre for shopping and tertiary education, and acts as a focus for cultural, social, business and community life in the Borough and Pennine Lancashire. However, there is a lower than average proportion of comparison and convenience retail units in the town centre (40% and 7%) compared with centres in the UK as a whole (46% and 9% respectively), and a relatively narrow range of uses beyond traditional retailing (Blackburn with Darwen AMR, 2008).

3.29 The number of service units in Blackburn Town Centre has increased, contrary to national trends. The number of vacant units has decreased slightly, contrary to national trends. However the figure for vacant units remains higher than the national average but this may be accounted for by the Phase II Shopping Centre redevelopment scheme (Blackburn with Darwen AMR, 2008).

3.30 The Blackburn Town Centre Strategy (2003-2008) is currently being updated. It was successful in attracting £13.25m grant from NWDA to assist in the renaissance projects in the town centre.

3.31 Much of the town centre is covered by Conservation Area designation, with 5 adjoining but distinctive Conservation Areas. Elsewhere the Town Centre is characterised by a mix of traditional buildings, many of which can be considered important contributors to a sense of place, and development from the 1960s and later, much of which is typically in need of replacement or refurbishment.

**Darwen Town Centre**

3.32 Darwen Town Centre fulfils a market town role providing small scale retail developments and community services such as a health centre and a library.
3.33 The town centre has a countryside setting with views of the moors and Darwen Tower. The River Darwen runs through the town with the open river corridor on either side of the main town centre. The town centre is characterised by a number of buildings of significant historic and architectural interest. In recent years the town centre has seen some significant public or quasi-public development projects including the creation of a City Academy school and a replacement leisure centre.

Motorway junction employment sites
3.34 Motorway junction employment sites are located at junctions 4, 5 and 6 of the M65. The land surrounding these junctions is principally made up by employment land: at Junction 4 on both sides of the motorway and at 5 and 6 on the north side closest to Blackburn. Part of the employment area at Junction 6 is in Hyndburn Borough.

3.35 The employment sites at Junction 4 consist of Blackburn Interchange, the Connect 4 site and the Hollins area. Blackburn Interchange is a modern business park. It attracts high value users such as office development. Several plots remain unused and are ready to be built out. The Connect 4 site is relatively new having been developed for office and warehouse uses and is currently in the process of being built out. Hollins is an older industrial area with a mix of heavy industrial uses.

3.36 Employment sites at Junction 5 consist primarily of Walker Park and Shadsworth Business Park. These high profile employment sites mainly cater for high value office and manufacturing businesses. Both employment sites have been mostly built out with little room for new development. Vacant plots are normally filled with a short turn around time.

3.37 Junction 6 of the M65 motorway is inside Hyndburn Borough boundary. However many of the employment sites serviced by this junction fall within Blackburn with Darwen. These employment sites include industrial estates such as Whitebirk, Glenfield, Greenbank and Ribble Business Park. These established employment sites cater for office and higher end manufacturing businesses. Most of these areas have been developed, but opportunities remain available for modernisation and redevelopment of premises. Junction 6 also services the Furthegate area which caters for office and manufacturing development. New development is taking place around Junction 6 in Hyndburn Borough which is of relevance to Blackburn with Darwen. Of particular importance is the Whitebirk Strategic Employment Site which will offer high quality high skilled employment opportunities to residents of this Borough.

Older employment areas
3.38 The Borough’s older employment areas are scattered throughout the urban areas of Blackburn and Darwen. They are often located adjacent to residential areas reflecting the origins of industrialisation in the Borough. Many of these
employment areas consist of old mill style buildings or yards that are used for manufacturing or other relatively “heavy” industry. In some cases the nature of these uses can lead to amenity constraints due to the proximity of housing. Many of the buildings in these areas have a poor physical appearance due to neglect and general old age. Nevertheless a number of the Borough’s older employment areas have seen the introduction of more modern businesses, either through new development or through the successful refurbishment of older premises.

3.39

Many of the older employment areas are considered to be underperforming in wealth generation due to the low gross value added (GVA) output of older employment areas. This is reflected in gross weekly earnings in the Borough which are £36.10 less than the regional average and £64.10 less than the national average. These areas also contribute to the Borough’s high dependence on the manufacturing sector which accounts for 22.5% of jobs in Blackburn with Darwen, compared to 12.5% in the North West (Blackburn with Darwen AMR, 2008).

Villages

3.40

The villages form the main centres of living and service provision in the rural area. There are six: Belmont, Chapeltown, Edgworth, Hoddlesden, Pleasington and Tockholes. They are relatively close to the main urban areas (with Belmont, Edgworth and Chapeltown geographically closer to the urban areas of Bolton than Blackburn). Due to its size and dispersed nature Tockholes does not have a village boundary and is “washed over” by Green Belt.

3.41

Each of the villages has a core containing a mixture of 18th and 19th century housing and other development, including a number of individual traditional mills, built in local materials. Most have also seen varying amounts of more recent development including some significant accretions in the form of estates of larger housing built in the 1960s and 1970s. The villages typically have a basic range of local amenities including primary schools and shops, but provide relatively little other employment.

Open rural areas

3.42

The open rural areas consist of the West Pennine Moors, rural valleys and East Lancashire valleys. The landscape is characterised by open moorland, woodlands, species-rich grassland, rivers, canals and industrial archaeological features. Open rural areas provide a natural break between urban areas within the Borough.

3.43

In the rural areas the main activity is upland farming, though a degree of diversification has taken place and there are isolated business uses relating mainly to tourism.
Figure 3: Cross-Boundary Issues: Pennine Lancashire and Beyond
Pennine Lancashire

3.44 The Sub-National review of economic development and regeneration (SNR) (HMT, BERR & CLG, 2007) recognised that administrative boundaries often do not correspond with functioning economic areas, and proposed developing cross-boundary working. In this context, the main cross-boundary focus for Blackburn with Darwen is Pennine Lancashire – six local authority districts which comprise a travel to work area and together function as a distinct economic footprint. A delivery vehicle, PLACE (Pennine Lancashire Leaders And Chief Executives) has been established to take ownership of Pennine Lancashire issues.

3.45 PLACE has drawn the Elevate pathfinder into an emerging Economic Development Company, which is underpinned by a “Transformational Agenda”. This aims to secure fundamental change in the structure of the Pennine Lancashire economy to a higher-value, higher-skill, higher-wage basis. The quality of the local environment and the setting of the Pennine Lancashire towns is regarded as a key asset for attracting new investment, but also as one that must be carefully protected.

The Pennine Lancashire Multi-Area Agreement

3.46 In December 2008 a Multi-Area Agreement (MAA) was signed between the six Pennine Lancashire authorities and Central Government. The overarching aim of the MAA is to close the gap in economic performance (and hence overall quality of life) between Pennine Lancashire and other areas. It identifies a series of “transformational” interventions required to achieve this, and commits all parties to specific actions to deliver change. The MAA has seven themes:

i. Funding

ii. Transport

iii. Skills – Higher Education

iv. Worklessness

v. Economic Development (Jobs / Digital Connectivity / Culture)

vi. Spatial Planning

vii. Strategic Housing

3.47 Many of the actions in the MAA can be related to spatial planning in general terms, and the MAA provides important context for the Core Strategy. A
number however are specifically relevant to the policies and approaches set out in this Core Strategy. These relate to:

**Improvements to Clitheroe – Manchester Rail Link (Government Action 4 / Pennine Lancashire Action 4)**

3.48 This is a proposal to increase the quality, frequency and speed of the rail link between Pennine Lancashire and Manchester. Its objectives are to benefit the Pennine Lancashire economy by improving people’s access to higher value jobs in Greater Manchester, and to reduce the amount of car-borne commuting into the city. Along with those working in higher value jobs within Pennine Lancashire, Manchester commuters are likely to be an important source of demand for better quality housing in Pennine Lancashire.

**Pennine Reach (Government Action 7 / Pennine Lancashire Action 7)**

3.49 Pennine Reach is a project to provide high quality and high frequency bus services linking the main town centres in the sub-region in order to maximise people’s access to jobs and services. It will be important in creating a “critical mass” of demand for facilities and services in town centres, and in mitigating the potential environmental impact associated with greater mobility.

**Expansion of higher education in Pennine Lancashire (Government Action 8 / Pennine Lancashire Action 8)**

3.50 The further physical development of Blackburn College, its role in Blackburn town centre, and its relationship with other agencies and businesses in the locality, is a key element of this MAA theme.

**Development of a Pennine Lancashire “Spatial Guide” (Pennine Lancashire Action 12)**

3.51 This is a proposal to develop a non-statutory spatial document to help fill the gap between regional and local policy by articulating a common approach to issues across a Pennine Lancashire footprint. It would act as a precursor for a future Pennine Lancashire Integrated Strategy, and a longer term move towards a joint Core Strategy.

**Study of Green Belt issues to the east of Blackburn’s urban area (Pennine Lancashire Action 13 / Government Action 12)**

3.52 The MAA highlights the potential for a second phase of high-value employment development at Whitebirk, Blackburn, beyond the existing strategic site (see Figure 4). This would involve release of land from Green Belt on the edge of Blackburn’s urban area. The MAA actions focus on both the process by which land would be released, and key policy issues that will need to be addressed in doing so.

**Forming of a Growth / Regeneration Delivery Team focusing on delivering housing growth (Pennine Lancashire Action 14)**

3.53 This will represent an important delivery mechanism for Core Strategy policy.
Establishment of Whitebirk and Blackburn Knowledge Zone as Strategic Regional employment sites (Pennine Lancashire Action 16)

3.54 Whitebirk is a major employment site to the east of Blackburn (see Figure 4). Although it is primarily located in Hyndburn it will form a key employment location for people across Pennine Lancashire. Blackburn Knowledge Zone forms an arc stretching through Blackburn town centre. Identifying these areas as Strategic Regional employment sites will unlock investment and be a key delivery mechanism.

3.55 The MAA has as an appendix: the Pennine Lancashire Economic Strategy and Action Plan. Funding streams are attached to this via the Northwest Regional Development Agency. It will be an important delivery mechanism for aspects of the Core Strategy’s policies.

3.56 The linkages between the MAA and Core Strategy policies are explained in the reasoned justification to the relevant policies.
Figure 4: Employment Sites Referred to in Pennine Lancashire Multi-Area Agreement
Housing Market Renewal (HMR)

3.57 The Elevate Housing Market Renewal pathfinder, including Blackburn with Darwen, was established in 2003. Its aim is to address issues of low demand and housing market failure. The HMR initiative operates within a defined boundary as shown on the map on page 25, but the issues it seeks to address extend into the rest of the Borough and the wider sub-region.

3.58 Physical intervention since 2003 has largely focused on the quality of the housing stock, with 432 properties demolished and 426 improved to March 2007. The HMR programme more widely though seeks to transform the area through a range of priorities including economic change, stronger town centres, better transport links, skills / education, and improved local environmental quality. The Elevate Transformational Agenda, published in 2004, has been subsumed into the Pennine Lancashire Transformational Agenda described in paragraph 3.45 above.

3.59 Within the life of the Core Strategy it is probable that the Housing Market Renewal programme, as a specific Government initiative, will cease to exist. This does not affect the approach proposed in the Core Strategy, which responds to conditions found on the ground as well as to funding regimes.
Figure 5: The Housing Market Renewal Area
Hyndburn Borough Emerging Core Strategy

3.60 Blackburn with Darwen and Hyndburn Councils effectively form a single housing and labour market and share many issues. These include areas of weak housing market, the need to strengthen their main town centres, unmet demand for high quality housing, and infrastructure issues – notably the capacity of the M65, public transport links between communities and main employment / service centres, and quality of public transport links to Manchester. The two authorities work closely together on several areas of regeneration, including spatial planning. Since 2007 they have been engaged in a “collaboration” project supported by the Planning Advisory Service, considering issues both of service delivery and of policy content. They are also closely linked through the wider Pennine Lancashire agenda.

3.61 Hyndburn’s Core Strategy reached a “preferred strategy” consultation stage in early 2009 and is scheduled for Publication in Summer 2010 and Submission later in the year. It raises three main areas of cross-boundary issues in relation to Blackburn with Darwen: evidence base, policy context, and infrastructure.

Evidence Base

3.62 The two Core Strategies rely on elements of a common evidence base, notably a Strategic Housing Market Assessment covering both authorities and published in 2008. Other aspects of the evidence base, including the Strategic Housing Land Availability Assessments, Housing Needs Assessments and work on infrastructure, have been produced to similar methodologies with close consultation between the authorities. Both Core Strategies are also heavily influenced by evidence produced on a Pennine Lancashire footprint, including that underpinning the MAA, work on employment land typologies, and analysis of current and future housing market conditions.

Policy Content

3.63 Blackburn with Darwen and Hyndburn have some differences in their geographies: Blackburn has one dominant town, one smaller town and a number of small villages, whereas Hyndburn is characterised by a series of towns more similar in size. Nevertheless the issues faced are in many respects similar and the two Core Strategies propose similar policy responses. Both Core Strategies propose a balance between urban regeneration and growth, with the latter being focused principally on the development of higher market housing. Secondly, in line with the MAA, both propose the same approach to the issue of release of Green Belt land at Whitebirk.

Infrastructure

3.64 The two authorities’ infrastructure delivery plans propose a common approach to cross-boundary infrastructure issues, notably future consideration to
increasing capacity on the M65; the Pennine Reach public transport scheme; and work towards improving connectivity via the Clitheroe-Blackburn-Manchester rail line.

**Lancashire**

3.65 Blackburn with Darwen is one of four major centres in the Central Lancashire City Region (CLCR) defined in the former RSS and the Northern Way, along with Preston, Blackpool and Burnley. The CLCR is characterised by its “polycentric” form, with centres of different sizes, mainly focused along the M65 / M6 / M55 corridor, separated by areas of open countryside. Economically and culturally it shares some important links, not least the aerospace industry and associated supply chains which extend across the whole of the CLCR.

3.66 In 2008, it was confirmed that a number of authorities in the central and western area\(^3\) had successfully bid to become a second-round “Growth Point” in support of the Government’s agenda to increase housing delivery. The CLG publication Second Round Growth Points: Partnerships for Growth (July 2008) refers to a 25% uplift in housing delivery above the then emerging RSS.

3.67 The implications of this, and its possible effect on the rest of the CLCR, are not yet fully understood. Preston, Chorley and South Ribble Councils are preparing a joint Core Strategy for which a “preferred strategy” document was published in 2008. This document made relatively little reference to the Growth Point in terms of the timing or likely nature of additional development. Coupled with proposals for a major expansion in retail floorspace in Preston city centre, however, it may be that the Growth Point proposals would result in Preston playing a more “regional centre”-like role, drawing population, housing, employment, services and expenditure growth from other settlements including those in Pennine Lancashire. This may represent a fundamentally different strategy for the region, and a different settlement hierarchy, than that proposed in the former RSS which envisaged a more balanced pattern of development. It is expected that these issues will be considered further through future sub-regional work. If a different regional hierarchy is ultimately proposed, it will be necessary to consider the implications for this Core Strategy at that stage.

**Greater Manchester**

3.68 A key challenge for Blackburn with Darwen and Pennine Lancashire is their relatively poor physical, economic and cultural linkages to the Regional Centre of Manchester. Nevertheless Blackburn with Darwen has some functional links

\(^3\) Preston City Council, South Ribble Borough Council, Chorley Council, Blackpool Borough Council and Lancashire County Council).
with the Manchester City Region (MCR), principally focused on the Clitheroe / Blackburn to Manchester rail route and, to a lesser extent, the A666 road link. This is a key route for people commuting into the MCR, notably from Darwen where an increasing number of people are choosing to live and commute. Approximately 1.5m passengers use the Clitheroe to Manchester rail service each year. Manchester is the dominant destination and Blackburn to Manchester is the key flow on the line.

Figure 6: Train Passengers from Blackburn and Darwen Stations

Four authorities in the MCR are also an emerging Growth Point with a proposed 20% uplift in housing delivery over former RSS targets; again the implications of this have yet to be fully understood. The detail of how this is delivered in Bolton, and the approach to rail improvements, are expected to be the key issues arising from strategy development in Greater Manchester.

Regional / Supra-Regional Policy

Former Regional Spatial Strategy for the North West

At the time of finalising the Core Strategy, there is no adopted Regional Spatial Strategy for the North West, the previous one having been revoked along with all other RSS’ in July 2010. The former RSS, which was adopted in 2008, remains relevant as a material consideration as does the evidence base and

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Manchester, Salford, Trafford and Bolton
background documentation that underpin it. The Council expects that they will be taken into account in future regional or sub-regional working.

3.71 Spatially, the former RSS establishes Blackburn with Darwen as part of the Central Lancashire City Region.

3.72 Policy CLCR1 sets out a number of key priorities relevant to Blackburn with Darwen, and states that new development should be located where it can contribute to achieving them. The relevant priorities are:

i. Focus investment and sustainable development in Blackburn, raising economic performance, particularly through:
   - Knowledge-based development (including advanced manufacturing and aerospace)
   - Regeneration and restructuring of the East Lancashire economy (including actions taken under the Elevate Transformational Agenda)
   - Enhanced educational opportunities will improve the skill base of the resident population
   - New employment opportunities and addressing worklessness

ii. Provide for a range of good quality housing, accessible to local facilities

iii. Improve the City Region’s internal and external transport links

iv. Improve the accessibility of employment locations by sustainable transport modes, with priority given to the Elevate HMR area.

3.73 The former RSS confirms that Blackburn should be one of four key focuses for growth in the City Region, along with Blackpool, Preston and Burnley. It proposes the following key strengths and opportunities for Blackburn within the sub-region:

i. Focal point for economic growth and restructuring in East Lancashire

ii. Established advanced engineering and aerospace industries

iii. Focal point for the Elevate HMR Initiative

iv. Specialist medical services centred on Royal Blackburn Hospital

v. Centre of higher and further education, public administration, justice and legal services

vi. Transport hub

vii. Retail and service centre
The “Northern Way”

3.74 The Northern Way First Growth Strategy was published in 2004, with the aim of reducing the gap in wealth generation (Gross Value Added or GVA) between northern and southern England. The detail of the Northern Way programme is increasingly being subsumed into other arenas, including the Pennine Lancashire agenda. Nonetheless the Northern Way establishes important strategic directions for the Core Strategy, including the quality of the housing “offer”, the importance of internal and external connectivity, and the need to raise the skills base within the Borough’s population.

A spatial policy response to a complex geography

3.75 Although most of its population and development is concentrated within the relatively compact urban areas of Blackburn and Darwen, the Borough has a complex geography with many linkages between its constituent parts and beyond its boundaries. People living in one area will travel to another to work, another to shop and still another for leisure. The result of these complex interactions is that there is no one set of discrete “places” or neighbourhoods within the Borough suitable for basing policy upon. In addition, many of the most important strategic linkages are external, between the Borough and its surrounding areas, rather than internal. Therefore, while our spatial portrait uses the eight character areas to help describe the Borough as simply as possible, our spatial strategy seeks to respond more directly to this geography by framing policy on the most appropriate spatial footprint.

3.76 Overall, the most appropriate spatial response is a Borough-wide one, addressing the range of issues which concern the Borough as a whole. These include strategic infrastructure, housing offer, worklessness, economic performance, climate change and design.

3.77 Some specific issues, for example the limited choice of housing in inner urban areas, or the different roles of the Borough’s two town centres, operate in a particular geographical area. On these issues the Core Strategy proposes policy at a more specific spatial level – one which directly reflects the geography of that particular issue.

3.78 This approach is supported by our overall Targeted Growth Strategy, which sets a framework of high-level “spatial interventions” to ensure that policies will make the Borough work as effectively as possible both within its own boundaries and in relation to its neighbours.
PART 3:
VISION,
STRATEGIC OBJECTIVES AND
OVERALL SPATIAL STRATEGY
4. Vision

The Vision underpinning the Local Development Framework is as follows:

“By 2026 Blackburn with Darwen will have consolidated its role as a centre of regional importance. It will have a growing economy, based on a highly skilled workforce, set within a unique and high quality environment.

“A much higher proportion of this skilled workforce will live within the towns of Blackburn and Darwen than is currently the case. High quality new housing will have been developed to meet their needs, much of it close to major public transport routes. Growing numbers of people will choose to live in the inner urban areas of Blackburn and Darwen, which will have seen a greater level of high quality private housing development than has been the case previously. Planning policies encouraging this will have been complemented by ongoing regeneration programmes and by a step-change in the quality of education provision in the Borough. Everyone, wherever they live, will find it easier to travel out of the towns and into the countryside without having to use their car.

“People will work at a range of locations throughout the urban area. Traditional industries will remain important, but some older industrial areas and premises will have been redeveloped for new, higher value business uses, supported by regeneration activity within and beyond the Council. Many more people will work in and around both the Borough’s Town Centres. The Borough will also be connected to major employment areas beyond its boundaries, which will provide some of the highest-skilled and highest value jobs in the area.

“Blackburn will play a role as the sub-regional centre for Pennine Lancashire, providing the widest range of high-order services in the area. Darwen will have developed in its role as a market town. Our rural areas will remain unspoiled by substantial new development, but our villages will have a better choice of housing for local people, and the rural economy as a whole will be stronger thanks to continuing diversification and a greater role for tourism.

“At a local level we will see more facilities located close to one another, so that people do not have to use their cars as much as in the past. The quality of design and environmental performance of new development will have improved beyond recognition.

“The Borough will be recognised for the quality of its environment. Its contribution to climate change will have been minimised and measures put in place to adapt to changing weather patterns. There will be a high degree of protection for its most important assets, both natural and man-made. The unique landscape setting will have been preserved and its upland areas managed in ways which promote biodiversity and protect important habitats. This will have been complemented by projects enhancing environmental quality within the built-up areas.”
5. **Strategic Objectives**

5.1 The following strategic objectives have been identified for the Core Strategy. The diagram on the next page shows how these relate to the overall strategy and policies set out in subsequent sections.

A) Create conditions allowing a change in emphasis to a higher-wage, higher-skill economy, while continuing to support traditional industries

B) Retain and attract skilled and qualified people to live in the Borough

C) Ensure that local people benefit from economic growth and have sustainable access to services and facilities

D) Improve the quality of the local environment and the Borough’s physical setting

E) Increase levels of demand both for existing housing stock and for new development in inner urban areas

F) Minimise the Borough’s environmental footprint

G) Be ready for the effects of climate change

H) Consolidate the roles of the main settlements in the Borough: Blackburn as a sub-regional centre; Darwen as a market town with a distinct identity

I) Widen the range of activities taking place in the Borough’s town centres

J) Ensure that the Borough’s rural areas and villages have a sustainable future

K) Promote the development of mixed communities
### Figure 7: Links between Strategic Objectives and Core Strategy Policies

<table>
<thead>
<tr>
<th>Policies</th>
<th>Objectives</th>
</tr>
</thead>
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| A. Change to a higher-wage, higher-skill economy, while continuing to support traditional industries | CS1: Targeted Growth Strategy  
CS2: Typology of Employment Land  
CS3: Land for Employment Development  
CS4: Protection & Re-use of Employment Sites |
| B. Retain & attract skilled & qualified people to live in the Borough | CS5: Locations for New Housing  
CS6: Housing Targets  
CS7: Types of Housing  
CS8: Affordable Housing Requirements  
CS9: Existing Housing Stock |
| C. Ensure local people benefit from economic growth & have sustainable access to services & facilities | CS10: Accommodation for Gypsies, Travellers and Travelling Showpeople  
CS11: Facilities and Services  
CS12: Retail Development |
| D. Improve quality of local environment and Borough’s physical setting | CS13: Environmental Strategy  
CS14: Green Belt  
CS15: Biodiversity |
| E. Increase levels of demand for housing stock and for new development in inner urban areas | CS16: Form & Design of New Development  
CS17: Heritage  
CS18: The Borough’s Landscapes  
CS19: Green Infrastructure  
CS20: Cleaner, Safer, Greener |
| F. Minimise the Borough’s environmental footprint | CS21: Mitigation of Impacts / Planning Gain  
CS22: Accessibility Strategy  
CS23: Tackling Worklessness |
| G. Be ready for the effects of climate change | CS24: Mitigation of Impacts / Planning Gain  
CS25: Accessibility Strategy  
CS26: Tackling Worklessness |
| H. Consolidate the roles of Blackburn TC as a sub-regional centre; and Darwen TC as a market town with a distinct identity | CS27: Mitigation of Impacts / Planning Gain  
CS28: Accessibility Strategy  
CS29: Tackling Worklessness |
| I. Widen the range of activities taking place in the Borough’s town centres | CS30: Mitigation of Impacts / Planning Gain  
CS31: Accessibility Strategy  
CS32: Tackling Worklessness |
| J. Ensure the Borough’s rural areas & villages have a sustainable future | CS33: Mitigation of Impacts / Planning Gain  
CS34: Accessibility Strategy  
CS35: Tackling Worklessness |
| K. Promote development of mixed communities | CS36: Mitigation of Impacts / Planning Gain  
CS37: Accessibility Strategy  
CS38: Tackling Worklessness |
6. A Targeted Growth Strategy
This section sets the direction of the Borough on the major issues: where development should be located and what types of development we are seeking; what we see as the roles of the two main towns, smaller settlements and the countryside; how we will deliver regeneration in the Borough.

The Transformational Agenda and former RSS establish an agenda of economic growth for Blackburn with Darwen by taking advantage of opportunities for investment.

At the same time it is essential that in aiming to secure growth we do not create an unacceptable impact on the environment, in terms of need to travel, impact on landscape and a range of other concerns. The Core Strategy, in conjunction with a wide range of other activity, must establish a “carbon culture”, in which climate change issues – both impact on and adaptation to – are central to all decision making. Similarly we must establish a culture in which the development of green technologies is seen as an economic opportunity and an area in which the Borough can gain a competitive advantage.

We must also ensure that we do not undermine our programmes of regeneration in areas which are less attractive to investors – particularly the areas covered by the Housing Market Renewal Pathfinder. There is a risk that development outside these areas will come into competition with the objectives of the Pathfinder, causing more problems that it solves.

Our response to these issues is a series of specific spatial policy interventions aimed at securing the maximum benefit while minimising or avoiding negative impacts (urban sprawl, social polarisation etc) often associated with economic growth. Together these interventions form the Targeted Growth Strategy.
### Policy CS1: A Targeted Growth Strategy

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. This will be achieved through new development and other activity by the Council and partners on the following factors that affect these outcomes:

1. Land supply for business development in higher-value sectors;
2. Quantity, quality and mix of housing;
3. The range and quality of public facilities, particularly in town centres;
4. Environmental protection and enhancement;
5. Quality of place;
6. Access to jobs and services, including for people who are not currently economically active

Under this Targeted Growth Strategy the spatial approach being taken in the Core Strategy for the two main towns and the rural area will be:

#### Overall Focus for Development

The majority of new development in the Borough will be in the urban areas of Blackburn and Darwen, with a larger proportion being in Blackburn. There will be an emphasis on promoting new development in inner urban housing and employment areas and in town centres, while planning for complementary development elsewhere in the urban area, in the villages and in the countryside.

Within the period covered by the Core Strategy there may be a need for some growth in the urban area of Blackburn and Darwen. If necessary, this will be in the form of a limited number of small scale urban extensions, which may in some cases require change to Green Belt boundaries. The release of any urban extension will be triggered by a shortfall in suitable available land within the urban boundary to meet development needs, and will in the first instance be determined through the Site Allocations and Development Management Policies DPD.

A visual break will be maintained between Blackburn and Darwen, and the distinctive characters of the two towns will be recognised.

#### Future for Blackburn

Blackburn will continue to accommodate general development needs including a range of housing, retailing, service and employment development. Larger scale development, particularly that of regional / sub-regional significance, will generally be directed towards Blackburn.
Future for Darwen
Darwen will accommodate general development needs on an appropriate scale, including a range of housing, retailing, service and employment development (including starter units), with the aim of reducing the need to travel out of the town for jobs, goods and services. It will also be a focus for smaller scale development, particularly in the independent retail sector.

It will continue to be developed as a market town, with a focus on specialist markets and niche businesses, and promoted for tourism.

Future for the Rural Area
1. Most new development outside the urban boundary will be focused on the villages of Edgworth, Chapeltown, Hoddlesden, Belmont and Pleasington. Tockholes is within the Green Belt and will therefore accommodate very limited new development.

2. Development within villages will mainly be that which meets local needs for housing, employment or service provision, or assists in the diversification of the rural economy. A degree of “enabling” market development will be planned for in order to deliver affordable housing.

3. Outside villages the amount of new development will be tightly limited. Individual opportunities which will help diversify the rural economy or support tourism will be supported where they are appropriate in scale. If major developed sites within the open countryside become available for redevelopment, the priority will be to minimise the amount of new development that takes place and the level of activity that a new use generates, while securing a satisfactory outcome. Proposals on these sites should combine “hard” end uses with “soft” uses including usable open spaces and restored habitats.

Connectivity
Development and investment in the Borough will be complemented by investment in strategic infrastructure and improvements to connectivity. This will include:

i. Consideration of improvements to the Clitheroe / Blackburn / Manchester rail route
ii. Improvements to capacity on the M65 and improved links to Preston
iii. Improvements to strategic infrastructure elsewhere in Pennine Lancashire to improve connections with other city regions
iv. Improvements to broadband and digital connectivity

6.6 The main feature of the Core Strategy is a “Targeted Growth” strategy.

6.7 The urban areas of the Borough are the best placed to accommodate development while minimising environmental impact: they allow for the efficient use and reuse of land; are the most accessible parts of the Borough by
A key objective of the Core Strategy is to secure change in underperforming areas by attracting new development, particularly of a type aimed at making these areas attractive for new residents and business investors to move into. Historically these areas have seen relatively little change and development: between 2005 and 2008, of a total of 1270 housing completions in Blackburn with Darwen, only 645 were within the Housing Market Renewal areas; and the proportion in earlier years was lower. The same applies to older employment areas which have seen relatively little recycling of land or introduction of modern businesses. Blackburn and Darwen’s town centres have seen some significant new development in recent years with more committed in current plans; there is a need to maintain this momentum and widen further the range of activities taking place in the town centres in support of the MAA and the Transformational Agenda. Focusing a significant proportion of new development into these areas will help maximise the contribution they make to quality of life and wealth generation in the Borough, helping deliver growth without requiring large scale extensions to the urban area, and while avoiding development in inaccessible locations.

This focus on development in inner urban areas will help reuse and remediate brownfield and derelict land. Data collected by the Council for the National Land Use Database (NLUD) demonstrates that in 2009 there was approximately 46ha of previously developed (brownfield) land in the Borough, of which 35ha is classed as derelict.

At the same time the Targeted Growth Strategy recognises that there is a finite supply of land for development in the inner urban areas, and that our aspirations for high quality upper market housing and regionally-important employment development require land in attractive settings.

The overall development strategy for the Core Strategy is to focus the large majority of new development into the existing urban area. However over the life of the Core Strategy two issues will emerge: firstly, continued concentration of development in the urban area is unlikely to be sustainable and will result in poorer-quality environments; and secondly, the supply of development sites within the urban area suitable to accommodate the types of housing we wish

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5 Blackburn with Darwen SHLAA 2007: Priority 1, 2 and 3 sites
6 Notably the Blackburn “Mall” redevelopment, Blackburn College, Darwen Academy, Darwen Leisure Centre and Blackburn Cathedral Quarter
7 The 2007 SHLAA concluded that there was capacity for approximately 4570 dwellings on Priority 1 and 2 sites within the Housing Market Renewal Intervention Area, equating to an eight-year supply.
Blackburn with Darwen Core Strategy
Adopted January 2011

Part 3 – Vision, Objectives and Overall Spatial Strategy

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to see, particularly upper market and executive housing, is likely to diminish within the Plan period. Some urban growth will be allowed for. This will take place through small scale urban extensions; and potentially the development of a large scale employment site to the east of Blackburn as referenced in the MAA (see Key Diagram).

6.12
At the same time as proposing the above, we recognise the need to prevent “urban sprawl”, which can have an adverse environmental impact. In line with our environmental strategy, there is also a need to mitigate the loss of Green Belt resulting from the potential growth of employment land within Hyndburn Borough. Large scale urban expansion will be resisted elsewhere. Other than as described above, the general extent of Green Belt will be maintained – with the possible exception of the Gib Lane area at the west of Blackburn. Parts of this area have been subject to development pressures in recent years, and its wholesale development would result in the unsustainable growth of the urban area and a substantial impact on openness. While the area remains outside Green Belt, there remains a degree of expectation that it may one day be brought forward for development. It is considered that normal development management procedures, while effective in controlling the impact of individual proposals, do not provide the long term certainty that is needed. Accordingly, it is proposed to give consideration to extending the Green Belt northwards from the M65. This will take place through preparation of the Site Allocations and Development Management Policies DPD, and will take account of the need to safeguard land for long term development needs on the edge of Blackburn, as well as the issues described above.

6.13
The Targeted Growth Strategy seeks to attract investment in higher-wage, higher-value added sectors of the economy, which will require sites meeting investors’ requirements. Blackburn has a greater capacity than Darwen to absorb this type and scale of development without undermining local character. It also has a wider range of existing services and infrastructure. In response to this, the Core Strategy defines more distinctive roles for the towns of Blackburn and Darwen.

6.14
Blackburn will be the focus as the larger economic driver and a centre of sub-regional/regional significance. Larger scale employment sites and a transport interchange for routes outside the Borough will be focused in Blackburn.

6.15
Darwen will continue to develop its role as a “market town” and take advantage of its attractive “town in countryside” setting. In recent years the market share of comparison goods shopping retained in the town centre has been relatively low and has declined as people have tended to shop in Blackburn and elsewhere. In 2005, the total expenditure on non-food goods in

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8 See PPG2 “Green Belts” para 2.14
12 Pennine Lancashire towns was just over £1bn. Of this, Darwen received a market share of 7.1%; and there are indications that this had declined from the late 1990s. A key aim will be to address this and increase the retention of comparison retail spend in the town centre.

6.16 The Borough has a substantial rural area comprising a large area of open countryside with a number of villages: Edgworth, Chapeltown, Hoddlesden, Pleasington, Belmont and Tockholes. Tockholes is “washed over” by Green Belt, whereas the other villages have historically had defined “village envelopes” within which specific policies have applied. Much of the open countryside in the south of the Borough is within the “West Pennine Moors”.

6.17 The villages form the main centres of living and service provision in the rural area. They remain the most sustainable locations in the rural area in terms of accessibility and co-location of uses. They are relatively close to urban areas but will nonetheless be accessed mainly by car. In view of these issues, most new development in the rural area should be within the villages of Edgworth, Chapeltown, Hoddlesden, Pleasington and Belmont. Given their relatively poor accessibility and the overall urban focus of our Targeted Growth Strategy, new development in these villages should be primarily based on meeting local need, or relate specifically to rural issues including diversification of the economy and the development of tourism.

6.18 In the West Pennine Moors, a key priority is promoting greater levels of tourism and active use of the countryside. At the same time, these areas are generally sensitive in terms of landscape, and are inaccessible other than by car. Development in the rural area other than villages should be tightly limited, but support should be given to proposals developing the role of tourism and diversification of the rural economy.

6.19 Within the open rural area are a number of major developed sites. Within the period covered by the Core Strategy, it is thought likely that one or more of these may become available for redevelopment. The physical existence of these sites and the land value that exists within them means that new investment / redevelopment is the only option if they are not to become derelict. However, these sites are typically not sustainable locations for new development, having poor transport links and few or no services nearby. Where these sites do become available for redevelopment, the guiding principle should be to minimise the amount of development that takes place, and to maximise the extent to which the site is restored to a more “natural” state. A Site Allocations Development Plan Document will identify these major developed sites.

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9 2005 Blackburn with Darwen Retail Study
Infrastructure Delivery for the Targeted Growth Strategy

Existing and proposed main infrastructure

6.20 In general, the Targeted Growth Strategy approach in the Core Strategy is supported by the strategies being taken by the key stakeholders and delivery partners. Additionally, the development priorities for the Borough are supported by programme priorities identified at the Pennine Lancashire and Regional level.

6.21 Within the Borough the current capacity of the main infrastructure provision is sufficient for the demands likely to be placed on it following the implementation of the Core Strategy policies and proposals. Where capacity is at its limit currently, programmes and strategies are already ongoing to meet future demand.

6.22 Utilities such as water, gas and electricity are not predicted to be under pressure or are considered likely to be under pressure following the implementation of proposals in the Core Strategy.

6.23 Education facilities are in general capable of meeting any future demand, with the Building Schools for the Future programme building in future capacity based on population predictions. Blackburn College Capital programmes supporting University College status for Pennine Lancashire will increase the capacity for further and higher education within the Borough, improving the skills base and retaining graduates.

6.24 Improvements to public transport services are on-going, through the Local Transport Plan. The rail network and facilities are receiving funding for improvements to the station, with improvements to the Manchester-Clitheroe line being identified in the Pennine Lancashire Economic Strategy and the submission draft Multi Area Agreement as a priority. Pennine Reach will enhance the bus service between Darwen and Blackburn and towns in Hyndburn.

Areas for further work in the medium to long term

6.25 At a strategic level, as a minimum, there are considered to be no insurmountable infrastructure issues which would prevent delivery of the strategy over the first five years. In addition in the majority of cases, there are no insurmountable strategic infrastructure issues over the full life of the strategy. The areas where further work is required, including more detailed assessment of the impact of specific sites and necessary mitigation through preparation of the Site Allocations and Development Management Policies DPD, are described below.

6.26 There are concerns regarding the longer term capacity of the M65. The M65 is a key part of the transport network for the sub-region and is crucial to securing
economic growth in Blackburn with Darwen and Pennine Lancashire. Currently the M65 runs at capacity at peak times of the day; and analysis\(^\text{10}\) suggests that even without the development envisaged in the Core Strategy, natural traffic growth will mean that sections of the motorway operate over capacity at peak times after the first five years of the Core Strategy.

6.27 In view of this, it is recognised that a joined-up approach is required to managing impact on the motorway and bringing forward investment in improving capacity. This is already identified as a long-term priority in the Pennine Lancashire Multi-Area Agreement. It has been agreed with the Highways Agency that the impact of new development sites on the operation of the M65 will be assessed, both individually and cumulatively, during the development of the Site Allocations and Development Management Policies DPD, in partnership with them. This will inform decisions about site allocations and the establishment of appropriate policies for demand management and mitigation through the LDF. At the same time the Council, along with partners in Pennine Lancashire and the Highways Agency, is committed to work to explore opportunities to address the long term capacity issues through regional funding streams.

6.28 Waste water and the sewer system is considered to have areas of capacity limitations, and where new development would be constrained unless it provided satisfactory solutions to the amount of waste water from the site (in particular surface water drainage) going into the existing sewer system and/or financial contribution to improve the sewer system in that location. It is considered this could be dealt with at the allocations document and/or planning application stage.

6.29 GP provision is acknowledged as being underprovided for in some areas of the Borough. The Primary Care Trust (PCT) are taking the lead in addressing this issue. However, health provision and improving the health of the Borough’s residents is a cross-cutting issue which is a key objective of the Local Strategic Partnership (LSP). Mechanisms for bringing development forward in such areas may include a need to consider developer contributions to complement the PCT’s own funding streams and other partners’ agendas.

6.30 The key capacity considerations for infrastructure within the Borough are summarised in the following tables. The main infrastructure services have been split for clarity of use into the 3 broad infrastructure “categories”: Physical; Social; and Green. More detailed information can be found in the accompanying ‘Core Strategy Infrastructure and Delivery Plan’.

\(^{10}\) Using the Highways’ Agency’s “Traffic Impact Assessment Tool” or TIAT
However, there are a number of cross-cutting issues which are supported by the infrastructure services. For example, these include (but are not limited to):

i. Accessibility: improving access for people without a car and those with mobility difficulties: including through improvements to the public transport system, walking and cycling networks. This is a key target of the Local Transport Plan agenda; the Green Infrastructure strategies; and the education and health functions.

ii. Health: solutions to improving the Borough’s poor health concerns will take a complementary approach of ensuring the availability of high quality medical health care, alongside preventative mechanisms to promote and support healthier lifestyles – this includes physical infrastructure improvements to reduce the need to travel by car, social improvements to access to the health and education systems, and green infrastructure improvements to encourage individual activity and improved air quality.

iii. Climate change: the LTP, flood defences, the sewer/drainage systems, the development industry and Green Infrastructure and public realm strategies include clear objectives for the mitigation of, and adaptation to, climate change. In addition, the economic and education sectors have important roles to play, in particular through the development of the ‘green’ technology industry. The health service has a role to play in the ability of the Borough’s residents to cope with the effects of climate change: particularly for times of heatwave, and flooding.

iv. Worklessness: ensuring access to employment for all of the Borough’s residents involves a need to tackle the Borough’s transport networks, the education and health barriers, and ensuring the sustainable economic growth of the Borough, including by attracting new businesses with suitable sites available and high quality public realm and public facilities and services.
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<tr>
<th>Infrastructure</th>
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<tr>
<td>PHYSICAL INFRASTRUCTURE</td>
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| Rail                   | • Over 1m people using Blackburn station.  
• 80% increase in people travelling from Darwen.  
• Only 3.6% of resident employees in Blackburn commute to Manchester.  
• Infrequency of trains – hourly rail service between Manchester, Bolton, Darwen, Blackburn and Clitheroe, with additional services in peaks to create half-hourly service between Blackburn and Manchester.  
• Significant service enhancements are restricted by infrastructure constraints relating to signalling capacity, platform lengths, line speed restrictions and/or single track operation. | • Blackburn Station set to receive £2m investment capital funding for improvements to platform 4 – including accessibility and shelter.  
• Darwen Station £500k confirmed for the development of a new booking station.  
• Improvements to the Manchester-Clitheroe line is identified as a key priority for the Borough and in the Pennine Lancashire MAA. Estimated at being between £13.5m and £14m. The improvements to the line are scheduled to be carried out between 2009-2014. |
| Motorway               | • Volumes on the M65 have consistently grown by about 4% per annum since its opening in 1997.  
• It is currently at capacity in places at particular times.  
• Problems at particular junctions are now apparent on the motorway at peak times with some queuing at peak hours on to the carriageway.  
• These problems may have a limiting impact on the future economic growth of the Borough/sub-region. | • Discussions are on-going with the Highways Agency.  
• The widening of the motorway is considered to be a long-term key priority for the Council and the Pennine Lancashire MAA.  
• The Major Schemes Bid programme is full until 2018 at the earliest, and the widening of the M65 would be considered a low priority nationally.  
• Pennine Lancashire work to address problems at specific motorway entrance and exit points to aid the flow of traffic. |
| Blackburn Town Centre  | • Commuter traffic into and through Blackburn town centre has historically presented a congestion problem for the Borough, particularly at major junctions and along key corridors. | • Work on the orbital route around Blackburn town centre is progressing, with the Freckleton Street road bridge complete. Work on the chosen route for the link road is anticipated, with a planning application due for submission.  
• This scheme will direct through traffic around the town centre via a completed ring road.  
• Key acquisitions have been made in advance of construction.  
• There is a need to ensure the protection of the route for the missing link of the orbital route. |
| Centre Road System     |                                                                                                                                                                                                           |                                                                                                                                                                                                          |
| Darwen Town Centre     | • No major known capacity issues.  
• Commuter traffic into and through Darwen town centre has historically presented a congestion problem for the Borough, particularly at major junctions and along key corridors. | • Darwen Town Centre highway improvements have been carried out and have eased traffic through the town.                                                                                                                                               |
<p>| Centre Road System     |                                                                                                                                                                                                           |                                                                                                                                                                                                          |</p>
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<th>Infrastructure</th>
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| **Bus Services** | | • The Pennine Reach Rapid Transport Scheme linking Blackburn with Darwen with adjoining towns in Hyndburn, is under development following public consultation. This involves a 21mile route, which includes 2.1miles of bus lane in BwD and 0.5miles in Hyndburn.  
• New Blackburn town centre bus station.  
• Improved service provision |
| **Cycling** | | • Cycling Strategy: 5 core cycle routes which will be supported by cycle spur routes to local employment sites.  
• Measures to reduce the speed of traffic in urban areas. |
| **Electricity** | • No major known capacity issues.  
• The proposed distribution of new development growth proposed by the Core Strategy should not have a significant effect upon National Grid’s transmission infrastructure.  
• It is unlikely that any extra growth will create infrastructure capacity for National Grid given the scale of both gas and electricity transmission networks. | |
| **Gas** | • No major known capacity issues.  
• The proposed distribution of new development growth proposed by the Core Strategy should not have a significant effect upon National Grid’s transmission infrastructure.  
• It is unlikely that any extra growth will create infrastructure capacity for National Grid given the scale of both gas and electricity transmission networks. | |
| **Water** | • No major known capacity issues.  
• In terms of supply of water the Borough is not an area suffering from potential water stress.  
• In Blackburn with Darwen there are no current supply issues identified.  
• The Northwest is water neutral. | • Water conservation measures in new developments will be promoted through the Core Strategy to reduce consumption rather than to continue to make increasing demands on resources. |
| **Waste Water** | • No major known capacity issues.  
• The sewage works in the area are sufficient – with large enough capacity and suitable for demand being placed on them.  
• It is considered that they are not likely to be challenged in the near future based on the proposed level of growth in the Core Strategy. | |
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<tr>
<th>Infrastructure</th>
<th>Capacity Issues</th>
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<tbody>
<tr>
<td>Sewage Network</td>
<td>• The capacity of the sewage network in localised circumstances is likely to be one of the most significant spatial issues to take into consideration.</td>
<td>• Sustainable urban drainage systems (SUDs) are promoted for inclusion within designs for new development.</td>
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<td>• In particular the issue of sewer flooding due to increases in surface water runoff.</td>
<td>• Both United Utilities and BwD drainage team provide advice as part of the Development Management process on appropriate drainage approaches for surface water drainage on specific sites.</td>
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<td>• Taking forwards SUDs in the built environment through regeneration schemes, retro-fitting or as part of Green Infrastructure initiatives.</td>
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<tr>
<td>Flood Defences</td>
<td>• There is an extensive network of flood defences which prevent floodwater from reaching land and property.</td>
<td>• The River Ribble Catchment Flood Management Plan: there is a need to take further action to reduce flood risk in the urban areas of Blackburn and Darwen.</td>
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<td>• A flood warning service in operation, with 3 flood warning areas within the Borough, to reduce the consequences of flooding.</td>
<td>• Flood risk management activities within the urban area include: the maintenance of flood defences, clearing of screens associated with culverts, the maintenance of banks of open watercourses, and the provision of the formal flood warnings to the flood warning areas.</td>
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<tr>
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<td>• Flooding can not be completely eliminated but it can be managed to minimise the risks it brings to people, property and the environment.</td>
<td>• Upstream and rural areas within the catchment: potential to store water or manage run-off through blocking of moorland grips and provision of flood storage.</td>
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<td>• Darwen is highlighted as having the potential for the biggest distribution to communities, where there is a risk of flooding of areas with a socially vulnerable population, flooding of community buildings, businesses and homes.</td>
<td>• Partnership working with United Utilities and Environment Agency to develop the Surface Water Management Plan for the Borough.</td>
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<td>• A Reservoir Inundation Risk Management Plan will be prepared by BwD in partnership with United Utilities and other private landowners.</td>
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<td>• The Blackburn with Darwen Strategic Flood Risk Assessment (Level 1) identifies the areas of historic flooding and potential flood risk within the Borough, it also confirms that a flood risk assessment is required as part of a planning application submission for major development schemes or developments within Flood Zones 2 &amp; 3.</td>
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<td>• An SFRA Level 2 will be prepared to support the Allocations DPD, and only sites which satisfy the Sequential and Exceptions Tests in PPS25, will be allocated in areas identified as being at risk of flooding.</td>
</tr>
</tbody>
</table>
### Telecommunications & Digital Connectivity

- There are areas within the Blackburn with Darwen Borough which are unable to access broadband, or the service being received is insufficient to support day-to-day business activities.
- Pennine Lancashire MAA sets a target that full coverage will be achieved by 2010.

### Hospital

- No major known capacity issues.
- Royal Blackburn Hospital serves the Pennine Lancashire area for strategic health care, and provides a full range of hospital services to adults and children.
- Accessibility issues for some parts of the Borough.

### Blackburn Health Centre

- Planning permission has been granted for a replacement health centre to be relocated in Blackburn town centre, funded by LIFT.

### Darwen Health Centre

- No major known capacity issues.
- A new health centre was opened in 2005 in Darwen town centre.

### GP provision

- The distribution of GP’s to population within Blackburn with Darwen is not even across the Borough – some areas are better catered for in terms of access to health provision than others.
- The PCT have pledged 12 new GPs with the contracts being awarded December 2009. These will be concentrated into areas which have been identified as the most in need.
- Funding for new or improved health facilities comes from 2 main sources – the Strategic Capital Funding streams and LIFT.
- LIFT offers a more flexible approach to funding to meet needs than the Strategic Capital Funding.
- In areas of significantly limited health provision, a developer may be expected to support new or increased provision in the area for a development to be considered acceptable in planning terms. This can potentially be match-funded if needed.

### Affordable Housing

- The Housing Needs Survey highlights 426 households in Blackburn with Darwen being in need every year of some type of affordable housing.
- Core Strategy inclusion of affordable housing requirement from new developments of 20% of new housing to be affordable.
- These will be expected to be provided at the cost to the developer as part of the scheme or through a s106 agreement for provision elsewhere.
- RSL’s support and Government grants will be required to ensure the target is deliverable.
### Infrastructure

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<tr>
<th>Capacity Issues</th>
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<tr>
<td>• No major known capacity issues.</td>
<td>• Building Schools for the Future programme will be investing £150m in capital improvements to the Secondary Schools within the Borough.</td>
</tr>
<tr>
<td>• In 2007, 10% of the secondary schools had 25% or more surplus places, below the national average.</td>
<td>• The Primary Capital Strategy will form the second phase of substantial government funded school capital improvements within the Borough.</td>
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<tr>
<td>• Darwen Academy is being increased in capacity size of pupil numbers to 1,200 students aged between 11 and 16 and a further 400 places in the sixth form.</td>
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<td>• In 2007, 5% of primary schools has 25% or more surpluse places, significantly lower than the national average of 14%. Decreases in pre-school age population, couples with smaller cohorts that have entered primary schools in recent years has resulted in an increase in the levels of surplus places in some of the Borough’s primary schools. School closures have been kept to a minimum over recent years.</td>
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<td>• Due to the compact urban boundary, there is not a great distance between any school and it is possible to allocate places for pupils at schools within the expected maximum distances of 2 miles for primary children and 3 miles for secondary children.</td>
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<td>• Secondary school provision is based on the Borough-wide catchment. Proposals for where new developments are concentrated would not have a significant impact on the proposals for new school provision.</td>
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<tr>
<td>• Primary school provision is more sensitive to locations of housing, since it is accessed as a more doorstep-based facility. Therefore, specific site allocations will be of greater interest.</td>
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<td>Infrastructure</td>
<td>Capacity Issues</td>
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| Further/Higher Education | - Just 22% of Pennine Lancashire’s working age population hold NVQ4 and above.  
- Currently 15.8% of the working age population have no qualifications in Pennine Lancashire.  
- The Pennine Lancashire economy currently has 14,000 less graduates compared to other areas.  
- With a population of over 522,000 Pennine Lancashire is the largest area in the country not to have its own university.  
- There are a limited number of higher education places at the further education colleges at Blackburn, Burnley and Accrington & Rossendale, but the combined output is less than 1,000 graduates per annum. | - Blackburn and Burnley have been identified in the Multi Area Agreement for Pennine Lancashire (MAA) as priorities for capital investment and to double the number of higher education places available to 4,500 by 2011.  
- There has already been capital investment in each town as a result of bids by the University of Central Lancashire and Lancaster University. Blackburn College is benefitting from significant further and higher education capital build projects in Blackburn town centre.  
- Within Blackburn Town Centre the Knowledge Zone proposals aim to support increasing the number of graduates working and living in the Borough. |
| Skills | - Pennine Lancashire has a skills deficit.  
- The skills distribution is reflected in the distribution of employment by occupation, with employment in Pennine Lancashire skewed towards less skilled occupations and a shortfall in the number of people employed in Managerial, Technical or Professional roles (only 37% compared to 42% nationally) | - The Multi Area Agreement for Pennine Lancashire (MAA) prioritises raising the skills level of the sub-regions population.  
- Raising skills is a key objective of the LSP, and the Blackburn with Darwen Local Area Agreement (LAA) contains a number of key indicators for the Partners to support the meeting of. |
### Employment Provision

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<tr>
<th>Capacity Issues</th>
<th>Solution</th>
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<tr>
<td>• Manufacturing still accounts for a significant proportion of local employment in Pennine Lancashire despite experiencing steady decline.</td>
<td>• The Employment Land study identifies the extent, types and quality of employment land existing within the Borough.</td>
</tr>
<tr>
<td>• Pennine Lancashire has also experienced strong recent growth in a number of higher value service sub-sectors – the latest employment trends suggest that these sectors have significant growth potential.</td>
<td>• Highest quality employment sites are available adjacent to the M65 motorway junctions, located on the periphery of the urban area. There is a need to ensure this is supported by the improving of public access to jobs in the M65 corridor.</td>
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<td>• The growing sectors of education, health and social care are strongly represented in Pennine Lancashire.</td>
<td>• Blackburn town centre has benefitted from the town centre renaissance programme, and key current and future projects include the redevelopment of The Mall, the Freckleton Street masterplan, Cathedral Quarter and the Knowledge Zone.</td>
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<tr>
<td>• Financial intermediation and real estate, renting and other business activities are important because they are experiencing healthy levels of growth but are currently under-represented in the area.</td>
<td>• Darwen town centre has benefitted from the implementation of the first phases of the masterplan which have included highway and pedestrian improvements, with work to the market programmed to commence in 2009.</td>
</tr>
<tr>
<td>• Growth sectors identified in the Pennine Lancashire Economic Strategy are: aerospace, advanced manufacturing/advanced flexible materials, medical/health/fitness/social care and well-being, and creative industries.</td>
<td>• NWDA and Pennine Lancashire Development Company economic focus on supporting the older employment sites and the rural economy.</td>
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<td>• The business services and visitor and tourism sectors are also identified as growing nationally and considered could be targeted for the Pennine Lancashire area.</td>
<td>• Former RSS identifies Blackburn for established advanced engineering and aerospace industries, specialist medical services centres on Royal Blackburn Hospital, a centre of higher and further education, public administration, justice and legal services, and as a retail and service centre.</td>
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<td>• Former RSS identifies Blackburn for</td>
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### Leisure Facilities

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<tr>
<td>• No major known capacity issues.</td>
<td>• Darwen Leisure Centre redevelopment, currently under construction.</td>
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<td>• 8 council-run leisure centres.</td>
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<td>• private facilities.</td>
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<td>• 5 libraries, and a mobile library and children’s libraries.</td>
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<td>• 12 community centres.</td>
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<td>• Blackburn Ice Arena.</td>
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<td>• Ewood Park Stadium.</td>
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<td>• 3 Theatres.</td>
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<td>• Leisure Park – including a cinema and bowling alley.</td>
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<td>Infrastructure</td>
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| **Tourist Attractions** | • No major known capacity issues.  
• Tourist attractions within the Borough include: Blackburn Museum & Art Gallery; Blackburn Cathedral; Blackburn Visitor Centre café & gift shop; Turton Tower; Darwen Tower; Witton Country Park Visitor Centre; Sunnyhurst Woods Visitor Centre & Art Gallery.  
• The town centres of Blackburn and Darwen and Whalley Range are focus for visitors to and visitor-spend in the Borough.  
• East Lancashire Regional Park and the West Pennine Moors are brand names promoting the tourist attractions of the open countryside within the Borough.  
• The Pennine Lancashire food festival is an annual event organised to attract visitors to the sub-region. | • The Lancashire & Blackpool Visitor Economy Strategy and annual destination plan support the tourism agenda for the Borough. |
| **Historic Built Environment** | • No major known capacity issues.  
• 14 designated Conservation Areas.  
• Blackburn Town Centre Heritage and Design Series has been prepared to consider design issues relating to the town centre Conservation Areas.  
• 340 buildings and structures are listed, including 2 Grade I Listed Buildings: Pleasington Priory and Turton Tower. | • A survey of locally important buildings is to be carried out within the Borough to develop a Local List.  
• English Heritage are funding 2 studies considering the Mill heritage of the sub-region: the Pennine Lancashire North Light Weaving Shed study and the Lancashire textile Mill Survey. |
| **Public Realm** | • No major known capacity issues.  
• Improvements to the public realm in key locations within Blackburn and Darwen town centres have been carried out over recent years. | • The BwD Design Guide advocates good design of public realm, and is supported by the Blackburn Colour Study.  
• The Blackburn Town Centre Public Realm Strategy has been produced as part of the Town Centre Heritage and Design Series.  
• Both town centre masterplans acknowledge the importance of the quality of the public realm to encourage visitors.  
• Improving pedestrian routes into Blackburn and Darwen town centres.  
• Ensuring all formal crossing facilities at signalised junctions and crossings incorporate dedicated features for disabled people. |
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<tr>
<td><strong>GREEN INFRASTRUCTURE</strong></td>
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| Parks & Public Open Spaces | - No major known capacity issues.  
- Formal parks cover 280 hectares.  
- 10 main parks within the Borough; 5 of which have been awarded Green Flag status, with a sixth Green Flag sought. 5 of the parks are listed on the Register of Historic Parks and Gardens.  
- Playing pitches cover 256 hectares. With 52 senior and junior grass football pitches, and an additional 22 mini pitches.  
- 4 public full-sized synthetic pitches  
- Multi-Use games Areas within the Borough for organised use.  
- 10 public tennis courts  
- 20 public bowling greens  
- Voluntary sports clubs provide tennis, rugby, football and bowls facilities.  
- Private sector provides a range of facilities for golf, cricket, tennis and football.  
- The Council maintains 100 hectares of amenity grassland.  
- 100 designated play spaces in the Borough: 65 provided by the Council, 32 by Twin Valley Homes, 1 by a trust and 2 by private housing estates.  
- 4 Home Zones schemes have been implemented. | - Play Pathfinder projects include: an adventure play park in Witton Country Park; improving and creating 28 further smaller play areas.  
- Witton Country Park masterplan will be developed to coordinate a number of potential projects within and adjoining the Park. |
| Open Countryside | - No major known capacity issues.  
- About 66% of the Borough is countryside.  
- 280 miles of public rights of way  
- West Pennine Moors covers 90 square miles in total (across BwD, Chorley, Bolton, Hyndburn and Rossendale).  
- The West Pennine Moors is managed through a partnership management committee, which includes the interested local authorities.  
- The potential for the Moors to be managed to maximise the benefits for recreation, biodiversity, flood mitigation, and carbon sequestration has not yet been realised.  
- The open countryside offers a wide range of functions for the Green Infrastructure offer, it will be important that these are managed to ensure that achieving one is not to the detriment of others. | - The West Pennine Moors Area Management Committee Statement of Intent is being reviewed and revised for the next 10 year period beyond 2010.  
- Changes to land management techniques can be achieved through professional advice, voluntary organisations, and grant support to land owners/tenant farmers. |
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<td>Recreational Routes</td>
<td>• A number of promoted routes have been developed within the Borough including: Witton Weavers Way, Darwen Tower Routes, Village Heritage Trails.&lt;br&gt;• Multi-user routes, available to cyclists, horse riders and lower ability walkers, are considered a key issue for the Borough.&lt;br&gt;• The need to provide trails for horse riders is one of the biggest rights of way concerns.</td>
<td>• Proposals for enhancing the cycling facilities in Witton Country Park are set out in the Borough’s 2007 Cycling Strategy.&lt;br&gt;• Pennine Bridleway feeder route proposals currently being prepared for the development of a feeder route into the national bridleway trail.</td>
</tr>
<tr>
<td>Wildlife &amp; Nature Conservation Areas</td>
<td>• No major known capacity issues.&lt;br&gt;• 3 sites of Special Scientific Interest&lt;br&gt;• 107 Biological County Heritage Sites covering 3,697ha&lt;br&gt;• 6 Geological County Heritage Sites covering 53ha&lt;br&gt;• The Borough contains substantial quantities of Blanket Bog, an Annex 1 habitat in the EC Habitats Directive.&lt;br&gt;• 4 designated Local Nature Reserves&lt;br&gt;• National and Lancashire Biodiversity Action Plan habitats and species are found within the Borough, including: 16 habitats and 14 species recorded/known to occur within the Borough.&lt;br&gt;• The species data is slightly dated, and will require reviewing in light of the changes brought by the Natural Environment and Rural Communities Act 2006.</td>
<td>• A local biodiversity survey will be carried out within the Borough.&lt;br&gt;• The Phase 1 Habitat Survey to be converted into BAP habitats.</td>
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### Water Areas

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<td></td>
<td>• No major known capacity issues.</td>
<td>• BwD Surface Water Management Plan</td>
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<td>• 2 main rivers: a Local Biodiversity Action Plan habitat, with potential for improving biodiversity benefits. The surface water quality of these rivers have been graded from bad to fairly good. The better quality reaches are restricted to the headwaters above the built-up area. Much of the river is open, with a pedestrian recreation route running alongside, where this is not possible an alternative route is established to allow a continual recreation route through the Borough.</td>
<td>• EA North West River Basin Management Plan</td>
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<td>• Leeds-Liverpool Canal: the canal and its towpath is an important strategic tourism and recreation asset.</td>
<td>• River Ribble Catchment Flood Management Plan</td>
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<td>• Smaller streams and brooks: form part of the river basin catchment and the Green Infrastructure network. Natural assets and potential assets which can be of benefit to new developments or improved open spaces, creating a sense of place and interest, and which are a Local Biodiversity Action Plan habitat.</td>
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<td>• Areas of standing water including ponds and reservoirs: form part of the Green Infrastructure network. Natural assets and potential assets which can be of benefit to new developments or improved open spaces, creating a sense of place and interest, supporting the reduction in surface water run-off, and which are a Local Biodiversity Action Plan habitat.</td>
<td></td>
</tr>
</tbody>
</table>
Cross-Cutting Themes: How the Targeted Growth Strategy aligns with the Sustainable Community Strategy and the Local Area Agreement

6.32 The Core Strategy is one of a suite of strategies and action plans which direct priorities in Blackburn with Darwen. Chief among these are the Sustainable Community Strategy (SCS) and the Local Area Agreement (LAA). This section briefly outlines how the Core Strategy is aligned with the SCS and the LAA.

6.33 The SCS has evolved from the original Blackburn with Darwen Community Plan which was published in 2000. It sets out a “2020 vision” and seven themes under which LSP action is structured:

The 2020 Vision:

“Imagine a future for Blackburn with Darwen. A future where our streets are among the cleanest and safest in the country: a place to be proud to live in, work in, and which is great to visit. Imagine a thriving economy, built on a diverse and innovative business base that provides opportunities and prosperity for everyone in the Borough. A place where all our people can take full advantage of learning opportunities and can expect a long and healthy lifestyle, free from poverty and pollution. A future in which effective public transport links our homes to thriving town centres and a full range of sports, leisure and cultural facilities, and where everyone has access to the new communications technologies. A future in which every citizen feels involved in his or her community and our diverse cultural groups live in harmony and work together for the common good of all the people of Blackburn with Darwen. Imagine a future like this, that can be sustained because we have made the fundamental changes needed to keep the place healthy, vibrant and popular.”

The seven Themes:

| Theme 1: Decrease crime and improve community safety |
| Theme 2: Safeguard children and give them the best possible opportunities in life |
| Theme 3: Create a competitive and sustainable local economy |
| Theme 4: Promote community engagement, community cohesion and social inclusion |
| Theme 5: Improve health and social well-being |
| Theme 6: Improve skills and promote learning |
| Theme 7: Improve the neighbourhood and environment. |

6.34 The Local Area Agreement is effectively a three-year delivery plan for the LSP, focusing on aspects of the SCS and setting specific targets for delivery. The 2008-2011 LAA sets a focus on the following priorities:
i. To improve the local economy

ii. To improve health and well-being

iii. To build stronger and safer communities

iv. To improve educational achievements

6.35 This Core Strategy has been prepared with close involvement from the Blackburn with Darwen Local Strategic Partnership throughout. It has been overseen by the Environment Forum, which is one of seven “theme groups” established under the LSP to progress aspects of its agenda. It is rooted in the findings of a Visioning workshop held by the LSP in 2004, and in engagement of LSP partners in early consultation on Issues and Options.

6.36 The Targeted Growth Strategy which underpins the Core Strategy has evolved from the themes identified in this early consultation. Each of the themes in the Targeted Growth Strategy cuts across both the seven Sustainable Community Strategy themes, and the four Local Area Agreement priorities. Delivery of the Targeted Growth Strategy will secure significant progress towards the SCS Vision and the LAA targets. The diagram below illustrates the cross-cutting relationship between the SCS and the Core Strategy.
**Figure 8: Cross Cutting Themes: The Sustainable Community Strategy and the Core Strategy**

<table>
<thead>
<tr>
<th>Sustainable Community Strategy</th>
<th>Neighbourhood and environment</th>
<th>Skills &amp; learning</th>
<th>Health &amp; wellbeing</th>
<th>Community engagement, cohesion &amp; social inclusion</th>
<th>Competitive &amp; sustainable economy</th>
<th>Safe-guard children &amp; provide opportunities</th>
<th>Crime &amp; community safety</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>LAA Priorities:</strong></td>
<td>• To improve the local economy and safer communities</td>
<td>• To improve health and well-being educational achievements</td>
<td>• To improve</td>
<td>• To improve</td>
<td>• To improve</td>
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<tr>
<td>Land supply for business development in higher value sectors</td>
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<tr>
<td>Quantity, quality and mix of housing</td>
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<tr>
<td>Range and quality of public facilities, particularly in town centres</td>
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<td>Environmental protection and enhancement</td>
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<td>Quality of place</td>
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<tr>
<td>Access to jobs and services, including for people who are not currently economically active</td>
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<td><img src="image" alt="Green bar" /></td>
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6.37 At the time of submitting the Core Strategy the LSP was in the process of “refreshing” its Vision and developing a “2030 Vision” for the Borough. This will update the Sustainable Community Strategy and is expected to sit alongside the Core Strategy to direct the “place-shaping” activity of the Council and its partners.

6.38 The Government’s objective\(^{11}\) is for local strategic partnerships to take a leading role in coordinating the delivery of infrastructure. This agenda is already emerging in Blackburn with Darwen and will develop further during the life of this Core Strategy.

\(^{11}\) “Planning Together: Updated practical guidance for local strategic partnerships and planners” – CLG 2009
PART 4: TARGETED GROWTH SPATIAL INTERVENTIONS
7. Spatial Intervention 1: Land Supply for Business Development in Higher Value Sectors
Policies in This Chapter

- CS2 Typology of Employment Land
- CS3 Land for Employment Development
- CS4 Protection and Re-Use of Employment Sites

Introduction

7.1 Some 22.5%\(^{12}\) of the employee jobs in the Borough are in the manufacturing sector, compared to 14.3% in England and Wales. A total of 12.2% of people of working age in the Borough work in routine occupations, compared to 9.1% nationally. The gross average weekly wage for an adult employed full time in the Borough is £415.20\(^{13}\), compared to £479.30 for England and Wales.

7.2 The Core Strategy prioritises the development of higher-wage sectors of the economy, while recognising the continuing importance of traditional sectors. Spatially this will mean identifying areas for and types of economic development which will attract higher-value sectors, and developing an approach to older employment areas presently dominated by lower-value, traditional sectors.

7.3 With this overall strategy in mind, the Core Strategy addresses three main issues in relation to employment land. Firstly, it puts forward proposals relating to where new employment sites should be, and, just as importantly, what type of development we wish to promote on them. Secondly, it considers the amount of development land that we should plan to provide. Thirdly, it establishes a strategy for existing employment uses, including those in mainly industrial areas, and those largely surrounded by other uses including housing.

7.4 Importantly, the Core Strategy recognises that Blackburn with Darwen’s labour and employment markets are not confined to its Borough boundary – particularly in the north east of the Borough. Here, a significant amount of employment exists at Whitebirk, which is in Hyndburn Borough and yet is effectively part of the Blackburn urban area.

7.5 Taking into account the pressures described above, and our “Targeted Growth” development strategy, the strategy for employment land has the following key elements:

\(^{12}\) (2006)  
\(^{13}\) (2008)
i. To prioritise the identification of sites for higher-wage, higher-value-added industries, including but not limited to the following:
   - Reinforcing existing manufacturing industries and supporting the development of higher value-added advanced manufacture;
   - Supporting the growth of the Borough’s service sector;
   - Developing the role of knowledge-based industries in the economy;
   - Developing the role of public administration in the Town Centres; and
   - Supporting enterprise in the Borough.

ii. To achieve this by identifying a “typology” of sites aimed at “filling the gaps” in the current range of sites available.

iii. To recognise that Blackburn with Darwen’s labour market is not confined to the Borough’s boundary. The Core Strategy relies to an extent on land outside the Borough, particularly in Hyndburn. Hyndburn’s emerging Core Strategy recognises this issue as well and proposes a coordinated policy approach.

iv. To preserve elements of local employment by retaining or replacing older business premises.

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**Policy CS2: Typology of Employment Land**

The Council will plan for a full range of types of employment development over the life of the Core Strategy. However emphasis will be given, in plan-making and in Development Management decisions, to providing the following types of employment development.

**1. Prestige sites.**

Prestige sites will be large sites of a type and in locations which are attractive to developers. Broad locations for them will be Junctions 5 and 6 of the M65.

Development on Prestige sites will primarily be restricted to that which:

i. Will contribute to increased Gross Value Added and wage levels in the Borough, including knowledge-based sectors, and

ii. Cannot be accommodated on other categories of site, due to locational or site requirements.

Employment development which does not meet the above requirements will be permitted on Prestige sites where it is necessary to secure the development of the wider site for uses which do so.
In the longer term, part of the Borough’s provision for this type of land will be met in Hyndburn Borough, through the identification of one site. The BAE site at Samlesbury in South Ribble / Ribble Valley may also develop as a Prestige site during the life of the Core Strategy.

2. Town Centre sites
Sites will be identified for employment development in both Blackburn and Darwen Town Centres, either as stand-alone uses or as part of mixed use developments.

Employment uses in Town Centres will primarily be office, other service sector, public administration or other uses appropriate to a Town Centre location. Uses likely to harm amenity or vitality and viability in the Town Centres will not be permitted.

Blackburn Town Centre will be considered a suitable location for employment development including public administration, legal services, offices and education.

Darwen Town Centre will be considered a suitable location for employment development including managed workspace and office/service development.

3. Urban hub / gateway sites
Urban hub / gateway sites will be identified on major transport routes on the edges of the centres of Blackburn and / or Darwen. Broad locations include, but are not limited to the Freckleton Street and Furthergate / Burnley Road areas of Blackburn.

On urban hub / gateway sites a range of uses will be acceptable. Development fronting onto major transport routes will be expected to be of a use, type or design which contributes to a high quality environment on the route.

4. Neighbourhood Opportunity sites
Neighbourhood Opportunity employment sites will be identified within or close to residential areas where employment uses can be accommodated without adversely impacting on amenity. They will include vacant sites and buildings suitable for reuse. They will be distributed throughout the urban area of the Borough.

Neighbourhood Opportunity sites will accommodate employment uses either as stand alone uses or as part of mixed use developments.

Uses on Neighbourhood Opportunity sites will be those which do not unacceptably impact on residential amenity by virtue of scale, operational practices / processes, or appearance.

5. Rural Renaissance sites
Rural renaissance sites will be located principally in parts of the rural area that are accessible to a range of transport options, shops and other services. Specific sites will not be identified through the LDF process but will come forward as and when they are considered for development.

Uses on Rural Renaissance sites will be those that can either support the viability of villages by providing local employment, or can assist in diversifying the rural economy.
7.6 The Targeted Growth development strategy calls for a set of interventions aimed at addressing specific issues in order to facilitate growth. In terms of employment land, there is a need to ensure that the right range of sites is available to encourage investment in the sectors we wish to attract. Although general employment investment remains important, a key task for the Core Strategy and the rest of the LDF is to address “gaps” in the current offer. The East Lancashire Sustainable Employment Land Strategy proposes a typology of sites which can help achieve this. This approach is taken forward in this Core Strategy.

7.7 A limited number of “Prestige” sites will be identified. These are the highest quality sites which are the most attractive to inward investors, and are generally located along the motorway. These sites are of sub-regional / regional significance. They may well attract users who need access to strategic infrastructure (in line with the objective of increasing connectivity to and from outside the Borough). These sites are likely to be the main focus of the development of knowledge-based industries in the Borough’s economy through the growth of existing businesses and the creation of new ones. It will be important to ensure that these opportunities complement the wider portfolio of sites within the Borough and do not compete with them; therefore, these sites will be reserved for users who cannot be accommodated on other types of site elsewhere.

7.8 Development in these locations will increase the need to travel, potentially increasing car use. In response to this, and in line with the overall Core Strategy aim of minimising net environmental impact, mitigation measures must be put in place to minimise and offset the impact of this type of development.

7.9 Prestige sites currently exist at the “Evolution Park” site adjacent to Royal Blackburn Hospital, and on the “Lantern Park” site at Whitebirk (the latter being in Hyndburn). These will provide for this type of need in the short to medium term14. In the longer term, there is not scope to provide a further site of this type within Blackburn with Darwen’s boundary, without substantial environmental impact in terms of landscape and habitat, since remaining undeveloped land close to motorway junctions within the Borough is either within a Biological Heritage Site (land south of M65 Junction 5), would involve growth of the urban area beyond a strong natural boundary (south of M65 Junction 5), or is part of the designated West Pennine Moors area (M65 Junction 3).

7.10 However, a further significant opportunity for this type of site does exist adjacent to the Borough boundary in Hyndburn, as a further phase of

---

14 The Evolution Park development has planning permission and is on site; Lantern Park has been granted permission subject to the signing of a Section 106 agreement.
development at Whitebirk. The site is currently within the Green Belt, and would require a review of local Green Belt boundaries to bring forward. The Pennine Lancashire MAA proposes a review of Green Belt with this issue in mind, and sets a series of terms of reference that this review is to consider. These are reproduced in Paragraph 10.27 under Policy CS14, and include the need for a site selection and options appraisal process, which will be coordinated jointly by the Pennine Lancashire planning authorities. This study will need to be complemented by a range of other work, particularly relating to infrastructure, which will take place during the life of the Core Strategy. If a further site at Whitebirk (or any other site) is ultimately released, its development will be towards the very end of, or very likely beyond, the period covered by this Core Strategy.

7.11 Whitebirk has been designated by the Northwest Regional Development Agency (NWDA) as a Strategic Regional Site. The purpose of identifying the site as such is defined as follows:

“To provide a premier employment site for East Lancashire. The site will act as a focus for high quality job growth and investment by businesses requiring good access to the primary road network.”

7.12 A major employment site also exists at the BAE site at Samlesbury, to the west of the Borough overlapping the boundary between the South Ribble and Ribble Valley administrative areas. This site is isolated from the rest of Pennine Lancashire and would be considered to principally serve a different geographical area. Nonetheless it is likely to be an important source of higher-value employment to people living in Blackburn with Darwen. This site is also a Strategic Regional Site, and effectively represents a cluster of aerospace industries centred on BAE Systems. The draft purpose for this site states:

“Samlesbury provides the opportunity to develop a nationally important centre for:

- Aerospace and advanced manufacturing;
- Sector specific research, education and training;
- Related research and development;
- Specialist suppliers.”

Town Centre sites

7.13 Subsequent LDDs will identify specific development opportunities for employment development in both Blackburn and Darwen Town Centres, and encourage such development on other sites that come forward. These sites will accommodate mainly office development. In the immediate term the implementation of the Blackburn Cathedral Quarter Masterplan is the main focus of this activity.
Urban Hub / Gateway sites

7.14 LDDs will identify “Urban Hub/Gateway sites” on the edge of both Town Centres and along the major transport routes leading into the Town Centres. They will accommodate mainly knowledge-based “light” industries and office development though less prominent areas within the sites would also accommodate general employment development.

The Freckleton Street Area, Blackburn

7.15 The Freckleton Street area, adjacent to Blackburn Town Centre, has been designated by the Northwest Regional Development Agency as a Strategic Regional Site with the following purposes:

- "Capitalise upon the existing and expanding FE/HE academic presence in order to create closer links between education, skills and enterprise;"
- "Capitalise upon its road and rail infrastructure to promote accessible knowledge based activity in order to diversify and upgrade the local economy in an area of regeneration need; and"
- "Provide a high quality environment for investment and job growth”

Neighbourhood Opportunity sites

7.16 “Neighbourhood Opportunity” sites will also be identified. This is a general term for other employment development opportunities on brownfield land throughout the Borough. These sites will be close to where people live, helping ensure that local people can access new jobs and minimising the need to travel by car, but the types of development permitted will avoid recreating the problems of “bad neighbour” uses found in some older housing areas at present. This type of site will also provide a significant opportunity for social enterprise. “Neighbourhood opportunity” sites may well arise through the restructuring of land uses through Housing Market Renewal and other programmes. These may be suitable sites for light industrial starter units being promoted through the Pennine Lancashire Economic Strategy.

Rural Renaissance sites

7.17 “Rural Renaissance” sites will support the diversification of the rural economy. Within villages they will provide local employment of a scale appropriate to our overall strategy for the villages, either as stand-alone developments, or as part of mixed use schemes. These will principally comprise office or light industrial uses. Outside the villages the main opportunities will emerge through farm diversification projects, or in relation to leisure and tourism – again of an appropriate scale given our overall development strategy.
This type of development is normally “opportunity-led”, relating to the aspirations of a particular farmer or landowner, and so it is not proposed to identify specific sites as Rural Renaissance sites.

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<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of jobs created/safeguarded: 2010-2011 – 1594 (SCS/LAA, 2008-2011)</td>
<td>• Ha developed for B1, B2, B8</td>
</tr>
<tr>
<td>Number of new businesses started: 2010-2011 – 120 (SCS/LAA, 2008-2011)</td>
<td>• B1, B2, B8 floorspace completed</td>
</tr>
<tr>
<td></td>
<td>• Median earnings of employees in the area</td>
</tr>
<tr>
<td></td>
<td>• Number of jobs created/safeguarded</td>
</tr>
<tr>
<td></td>
<td>• Number of new businesses established</td>
</tr>
<tr>
<td></td>
<td>• Average earnings of residents of the Borough</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
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</table>
Policy CS3: Land for Employment Development

Provision will be made for up to 105.5ha of land for employment development between 2011 and 2026.

The precise figure will be set in the Site Allocations and Development Management Policies Development Plan Document, and will take account of future work in Pennine Lancashire on employment land requirements.

7.19 The Targeted Growth Strategy seeks to bring about a transformation in the Borough’s economy. A key means to achieve this is to ensure an ongoing supply of land for employment development.

7.20 The 2009 Employment Land Review sets out a calculation for the amount of land required. This takes forward an approach used in the former RSS, and is based on local information on take up rates in the Borough. The Core Strategy uses the same methodology, rolling forward the timeframe to cover the Core Strategy period of 2011-2026.

7.21 The methodology used in this calculation aims to apply a “policy-on” element to take account of potential increases in take up resulting from economic growth. Firstly there is a global assumption that take up will increase. Secondly, there is a “flexibility factor”, which aims to ensure that the supply of land is responsive to local circumstances. When these are taken into account, the total amount required, including that already committed, is 105.5ha.

7.22 Various factors will influence whether take up reaches this figure. Firstly, the current economic recession may negatively impact on take up in the short to medium term. Secondly, the Core Strategy’s aim of moving towards a higher wage economy may create a more intensive pattern of employment development with greater job densities and lower land requirements. Thirdly, the Core Strategy recognises that employment land is a cross-boundary issue, and that development outside the Borough, particularly in Hyndburn, serves the Borough as well. The “flexibility factor” element of the calculation exists to take account of these types of issue. Taken together these factors mean that the 105.5ha land target can be regarded as a maximum.

7.23 There is a need for more detailed work, locally and on a cross-boundary basis, to fully assess the implications of the factors identified and to set a precise quantitative target. This will be taken forward through the Site Allocations and Development Management Policies DPD and through sub-regional joint work.
Figure 9: Application of Employment Land Calculation – Blackburn with Darwen

Current take up per annum (5-year average 2003-2008) 5.62ha
Projected increase in take up 4.25%
Projected take up per annum 5.86ha
Need 2011-26 (5.86 x 15) 87.9ha
Flexibility factor 20%

Need 2011-26 (incorporating flexibility factor) 105.5ha

<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
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<tbody>
<tr>
<td>• Up to 105.5ha of employment land to be developed</td>
<td>• Ha of new land developed for employment use</td>
</tr>
<tr>
<td></td>
<td>• Total amount of additional employment floorspace</td>
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<th>Implemented By</th>
<th>Means</th>
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<tbody>
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<td>Allocations DPD: adoption 2014</td>
<td>BwD BC: Development Management</td>
<td>MAA</td>
</tr>
<tr>
<td>December 2011-2026</td>
<td>BwD BC: Economic Regeneration</td>
<td>Allocations DPD</td>
</tr>
<tr>
<td>Green Belt Review</td>
<td>NWDA</td>
<td>Employment Land Review</td>
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<td>PLACE</td>
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Policy CS4: Protection and Re-Use of Employment Sites

1. The development for other uses of land in use for employment purposes will not be permitted unless the current use causes an unacceptable loss of amenity for surrounding uses, or it is demonstrated that the land is no longer capable of beneficial use for employment purposes within the life of the Core Strategy.

2. Where employment premises not meeting either of these criteria fall vacant, the Council will work with partners to secure their reuse or the redevelopment of the site for a new employment use. In cases where a site remains suitable for employment development but it is demonstrated that this is not economically viable, the Council may give favourable consideration to an element of higher-value “enabling” development, having regard to the balance of uses that would result on the site and in the wider area.
3. Where an employment use is isolated within an area of predominantly residential use and causes a loss of amenity for residents, or it is demonstrated that the site will not be capable of being redeveloped for employment purposes over the life of the Core Strategy, the Council will permit the redevelopment of the site for the following uses, subject to other policies:

i. A different employment use which removes the impact on amenity or addresses issues of deliverability;

ii. Community uses such as education, places of worship or community facilities;

iii. Residential development; or

iv. A mix of the above

7.24 The Council’s overall spatial strategy for employment, as set out in Policy CS2, is to provide a broad portfolio of sites in sustainable locations, and to maximise the economic output generated from these sites. An important element of this portfolio will be sites that are integrated into the urban area\(^{15}\). These remain an important source of local employment in support of our worklessness agenda. As reuse or redevelopment opportunities they also form a key source of land for smaller scale modern business premises – including opportunities for enterprise and new company formation which is a key plank of our economic strategy and our shift towards a higher value economy. The approach of “sweating the asset”, by maximising the economic output of all of our sites, will be particularly important given the land, infrastructure and sustainability constraints associated with further large scale general employment development on the edge of the urban area. It is therefore important that we protect such sites from loss to other forms of development, either through the redevelopment of individual sites or through the incremental loss of sites in larger areas of employment.

7.25 As part of this strategy of making the most efficient use of existing employment land, the Council recognises that in some cases, in order to facilitate development of the rest of the site for a new employment use, an element of “enabling” higher value development may be required, which may also bring about added regeneration benefits and employment potential. It will be important that if enabling uses are allowed, they do not become the dominant use on the site, and do not compromise the operability of the rest of the site or the wider area for employment uses. The Council will expect to see clear

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\(^{15}\) The NWDA’s “Beta Model” suggests that approximately 7,500 people work in areas that were designated as “Established Business and Industrial Areas” under Saved Policy EC3 of the Local Plan, including significant numbers in manufacturing. This compares to around 11,000 in “Business and Industrial Development Areas” designated under Policy EC2 (January 2010 figures).
evidence that the enabling development proposed is the minimum required to secure development of the rest of the site for employment.

7.26 In some cases, the presence of industrial uses within a mainly residential area can create problems with amenity for residents, and can be a factor contributing to low demand for housing in some instances. Where isolated industrial uses within older residential areas cause nuisance and loss of amenity to residents through noise, activity from large vehicles and so on, alternative uses, including employment-generating mixed use schemes and residential development, may be considered appropriate on these sites if they become vacant. In specific cases the Council may actively pursue the relocation of “bad neighbour” uses through compulsory purchase or other regeneration activity.

7.27 The 2009 Employment Land Review concluded that most categories of employment site continued to have potential for continuing or new employment use, and that demand existed for such sites. Although the current recession has impacted on demand for all types of land and premises, the Council remains of the view that demand will re-establish in the medium term, and that given the finite supply of local employment sites, the strategy set out for retaining sites as a potential source of local and small-scale employment remains an appropriate spatial planning response. One aspect of ensuring the delivery of this strategy is to provide certainty as to whether or not a site has potential for an alternative use, and therefore to address issues of “hope value” that exist in the market.

7.28 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, the policy provides flexibility for the site to be redeveloped for a different use. The 2009 Employment Land Review provides a toolkit for assessing the ongoing viability of sites for employment use.

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<th>Implemented By</th>
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8. **Spatial Intervention 2: Quantity, Quality and Mix of Housing**
Introduction

8.1 The delivery of new housing of the right type, in the right locations and at the right time, will be a key factor in implementing the Targeted Growth Strategy. Accordingly the Core Strategy sets out a framework to encourage this delivery, in line with the overall spatial strategy put forward in Policy CS1.

8.2 With this in mind, the strategy covers three major spatial issues in relation to housing policy. Firstly, it seeks to deliver a regeneration agenda, making older neighbourhoods attractive places in which people choose to live by widening the range of housing, improving housing conditions, providing affordable housing and joining up with a wider range of economic, environmental and social measures. Secondly, the Core Strategy seeks to use housing in the Borough as a driver for economic growth by providing “aspirational” housing for higher wage earners with the aim of retaining skilled and qualified people in the Borough and encouraging people from elsewhere to choose to live here. Thirdly, housing is a component in the urban renaissance agenda focused on Blackburn and Darwen Town Centres. The Core Strategy must also set out the overall amount of new housing to be planned for, and whether different rates of housebuilding should be planned for in different parts of the period covered by the Core Strategy.

8.3 The Core Strategy policies on new housing development complement our approach to improving the existing stock and the quality of local environments, in order to create a better balanced and higher quality housing stock overall.

8.4 The Pennine Lancashire Housing Strategy (2009) establishes a Market Progression Model (MPM) illustrating how the housing market will change, in terms of overall level of demand and the types of housing required, to reflect economic transformation. The MPM envisages three phases of transition, from the current overall situation to that expected at the end of the strategy period. These phases are expected to run concurrently, so that even in early years of the strategy there will be “transformational” development, and vice-versa.
Figure 10: Market Progression Model

<table>
<thead>
<tr>
<th>MPM IMPLEMENTED IN THREE 7 YEAR PROGRAMMES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stabilisation/Early Renewal 2008-14</td>
</tr>
<tr>
<td>Renewal/Early Transformation 2015-21</td>
</tr>
<tr>
<td>Transformation 2022-28</td>
</tr>
<tr>
<td>Current Position</td>
</tr>
<tr>
<td>Where the market is now</td>
</tr>
<tr>
<td>Vision: A Balanced Housing Market</td>
</tr>
<tr>
<td>Where we need to be 2028</td>
</tr>
<tr>
<td>Source: Pennine Lancashire Housing Strategy</td>
</tr>
</tbody>
</table>

8.5 The MPM concept of the market developing in line with economic change closely reflects the findings of the Blackburn / Hyndburn Strategic Housing Market Assessment published in 2008.

Policy CS5: Locations for New Housing

1. The preferred location for new housing, where market conditions permit its delivery, will be the inner urban areas of Blackburn and Darwen.

2. New housing development will also take place in accessible locations elsewhere within the urban area where it is demonstrated that market conditions mean that it cannot be delivered within the inner urban areas.

3. Over the life of the Core Strategy some housing development may take place in planned small scale urban extensions. The first preference for locating any urban extension sites will be in land not currently in Green Belt. If, following identification of these sites, there remains insufficient available land to meet strategic housing requirements, the Council will consider changes to Green Belt boundaries through the Site Allocations and Development Management Policies Development Plan Document. Those requiring change to Green Belt boundaries will be considered through a subsequent DPD and are likely to be towards the end of the Core Strategy period, but others will be planned for earlier.

4. Housing will be planned for in both Blackburn and Darwen Town Centres, of a type specific to the town centre urban living context.

5. Proposals for new housing development will be required to be supported by a market analysis. Where the proposal is located outside the inner urban area, this will be required to demonstrate to the Council’s satisfaction why market conditions mean that the proposal cannot be delivered within the inner urban area. Proposals within the inner urban area will be required to demonstrate to a reasonable degree that they will be delivered, and are not speculative.
8.6 A key objective of the Targeted Growth Strategy is to promote the regeneration of under-performing areas by encouraging new development. Our spatial strategy for housing, which will be applied in Development Management decisions and in subsequent LDDs, reflects this, and aims to address existing issues of lack of choice and quality of the housing offer in inner areas.

8.7 The Blackburn with Darwen / Hyndburn Strategic Housing Market Assessment (SHMA) and the MPM call for an increase in the supply of high quality family and “executive” housing. These types of housing will need to be in locations and environments that are attractive enough to compete with alternatives outside the Borough and outside Pennine Lancashire. Historically, elements of this type of provision have been made in the Borough’s villages. However in line with the Targeted Growth Strategy we need to minimise the environmental footprint of the Core Strategy as a whole, particularly in terms of the need to travel. Our strategy therefore is to plan for larger family and executive housing – but to ensure that this is delivered in sustainable locations in or on the edge of the urban area. The 2008 Strategic Housing Land Availability Assessment (SHLAA) demonstrates that sites are available for this type of development in these locations. Our preference in planning for higher market and executive housing will be those sites that are within the urban area or on the edge but not in Green Belt; other sites including localised urban extensions into Green Belt may be brought forward towards the end of the Core Strategy period.

8.8 In line with the MPM the focus in early years of the Core Strategy will be on stabilisation/early renewal, which spatially will be focused in inner urban areas. At the same time though we will plan for significant elements of larger family and executive housing in the urban area in order to help stimulate economic change and support overall levels of housing delivery.

8.9 By the end of the Core Strategy period our aim is to have a significantly strengthened market for town centre living in both Blackburn and Darwen. It will be important that the accommodation planned for is of a high enough standard to provide for true “town centre living” – typically associated with professional people who also demand a range of culture, facilities and services.

8.10 If a future higher level plan sets out different housing figures for the Borough, our spatial approach to locating new housing will remain the same.

**Greenfield / Brownfield Housing Development**

8.11 The Core Strategy sets a target of at least 65% of new housing in the Borough to be on brownfield (previously developed) land. This is in line with the former RSS and is informed by the RSS’ evidence base and the 2007 SHLAA. It represents an appropriate balance of types of site given the range of types of
housing the Core Strategy is planning for. The 2007 SHLAA demonstrates that the Borough’s housing target can theoretically be met on previously developed land. However, the need to provide a range of high quality sites, coupled to other requirements for land in the urban area (including employment and soft end uses), means that development will need to take place on greenfield land during the life of the strategy. A previously developed land trajectory is shown as part of the housing trajectory under Policy CS6 below.

8.12 Greenfield development will be considered for: individual sites in sustainable locations within the existing urban area; the sites “safeguarded” in the 2002 Local Plan to meet future development needs which are not in Green Belt, and small scale extensions on the edge of the urban area which may require local changes to Green Belt boundaries over the life of the Core Strategy.

8.13 The Targeted Growth Strategy calls for new housing development that meets the needs of higher wage earners – particularly larger housing in attractive locations. This can also benefit areas of weak demand by raising the overall image and attractiveness of an area. At the same time, it is important that our efforts to promote new family housing development in the inner urban areas are not undermined by competition from new housing in other parts of the urban area. In other parts of the urban area, most new housing will be upper market properties – larger and lower density. Patterns of development in recent years suggest that these larger higher market homes would generally not be deliverable within inner urban areas, so targeting these house types elsewhere avoids bringing traditionally more attractive areas into direct competition with the Pathfinder. Other types of new housing will be supported in other parts of the urban area, where our own analysis in developing subsequent LDDs, or developers’ market testing, show that it cannot be delivered within the inner urban area.
### Outcomes / Targets (2011-2026)

- % of terrace properties in overall housing stock to be reduced to 48.7%
- 65% residential development on Brownfield Land
- 100% of housing development outside inner urban area to be supported by Market Analysis

### Indicators

- No of dwelling completions in inner urban areas
- No of dwelling completions outside inner urban areas
- No of executive housing developments completions in urban areas
- No of dwelling completions in town centres
- % of housing developments on Brownfield Land
- % of dwellings outside inner urban areas for higher market
- Average density of housing developments outside inner urban area

### Milestones

<table>
<thead>
<tr>
<th>Milestones</th>
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<th>Means</th>
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<tbody>
<tr>
<td>Allocations DPD: adoption 2014</td>
<td>BwD BC: Development Management</td>
<td>MAA</td>
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<tr>
<td>Queen St/Hindle St SPD</td>
<td>BwD BC: Housing Elevate Developers PLACE</td>
<td>Pennine Lancs Economic Strategy</td>
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<tr>
<td>Infirmary SPD</td>
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<td>Allocations DPD</td>
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<tr>
<td>Town Centre Masterplans</td>
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<td>Area-Based SPDs</td>
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<td>HMR</td>
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<td>Private Developers</td>
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### Housing Delivery

8.14 The Core Strategy is based on a numerical housing target of an average of 489 per year from 2003 (the beginning of the former RSS period) to the end of the strategy period in 2026. This is in line with the former RSS, and is supported by both the RSS evidence base and other information including the 2009 SHMA.

8.15 Development rates since 2003 have fallen short of the 489 target, partly due to significant numbers of demolitions. There is therefore effectively a “backlog”
of unmet requirement, which will need to be compensated for over the strategy period. The annual average target for the Core Strategy period, taking into account meeting this shortfall, is therefore 625 net additional dwellings per year.

**Phasing**

8.16 A key issue for the Core Strategy, reflected in the MPM and the SHMA, is to avoid undermining weak housing markets in parts of the Borough. Our spatial strategy aims to do this by ensuring that new housing is built in the right place, but it is also important that we do not overprovide new housing in the early years of the Core Strategy when economic change has not been delivered. The delivery of housing is, therefore, phased over the Core Strategy period, with lower numerical targets in early years to ensure that supply does not exceed demand, and higher targets later in the Core Strategy period. This will involve assessing the 5-year supply of land required by PPS3 against different targets at different stages in the Core Strategy period. In line with PPS3, a subsequent DPD will provide, in terms of specific sites and broad locations, at least a 15 year supply of land for housing.

**Effect of Demolitions**

8.17 Over the life of the Core Strategy, it can be expected that housing clearance will continue to take place on a scale significant enough to affect the overall supply of housing. The requirement figures are expressed as “net of clearance replacement”, meaning that they are net dwelling gains over and above the replacement of any dwellings lost through conversion to non residential use or demolition. As at April 2010, the Council’s clearance programme included a further 315 dwellings. It is estimated that up to approximately a further 400 dwellings may be cleared up to the year 2019.16 Hence the total requirement for replacement dwellings over the life of the Core Strategy will be between 315 and approximately 750. This replacement should also be phased in its delivery, to ensure it does not undermine the approach described above in respect of additional new dwellings. Delivery of replacement dwellings will be phased in accordance with the following:

i. 2011 – 2016: 20% of overall replacement required  
ii. 2016 – 2021: 40% of overall replacement required  
iii. 2021 – 2026: 40% of overall replacement required

---

16 There is no information available as to potential demolition levels after 2019.
8.18 If a mid-point in the range of demolition projections is taken (530), this replacement provision results in a gross indicative\textsuperscript{17} total housing development requirement of:

\begin{enumerate}
  \item 2011 – 2016: 2,760 new dwellings
  \item 2016 – 2021: 3,335 new dwellings
  \item 2021 – 2026: 3,795 new dwellings
\end{enumerate}

8.19 The graph below highlights the phased approach to meet housing undersupply implemented by Blackburn with Darwen Borough Council and supported by the Strategic Housing Land Availability Assessment.

\textsuperscript{17} The actual gross number of dwellings required to be delivered will depend on the number demolished, which is subject to future decisions over the life of the Core Strategy.
Figure 11: Housing and PDL Trajectory: Adjusted Dwelling Provision & Phased Market Progression Approach

Market Progression Model

Stabilisation | Renewal | Transformation

-400 | -200 | 0 | 200 | 400 | 600 | 800 | 1000

Year


No. of dwellings

-400 | -200 | 0 | 200 | 400 | 600 | 800 | 1000

Actual (gross incorporating projected demolition replacements)

Actual (net add.)

PDL trajectory

Policy target (net add.)
### Outcomes / Targets (2011-2026)

- Total net additional Housing Provision 2011-2026: 9,365
- Average additional dwellings per year: 625
- Delivery phased:
  - 2011-2016: 530/yr
  - 2016-2021: 625/yr
  - 2021-2026: 720/yr
- 15 year supply of housing land allocated

### Indicators

- Planning Permissions
- Completion Rates
- 15 year supply of housing land allocated

### Milestones

<table>
<thead>
<tr>
<th>Milestones</th>
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<th>Means</th>
</tr>
</thead>
<tbody>
<tr>
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<td>BwD BC: Development Management</td>
<td>MAA Pennine Lancs Housing Strategy</td>
</tr>
<tr>
<td></td>
<td>BwD BC: Housing Elevate Developers PLACE NWDA</td>
<td>Area-Based SPDs</td>
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<td>HMR</td>
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<td></td>
<td></td>
<td>Private Developers</td>
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</table>

### Policy CS7: Types of Housing

The Council will encourage the development of a full range of new housing over the life of the Core Strategy in order to widen the choice available in the local market. However, emphasis will be given to new housing in the following categories:

1. Housing that widens choice in Housing Market Renewal areas, particularly new family housing
2. Housing that meets the needs of people on low incomes, including those affected by clearance
3. Housing that meets the needs of high wage earners (higher market and “executive housing”)
4. Housing within Town Centres which is appropriate for its location in terms of its design, type of accommodation offered and target market, and which represents an effective use of a Town Centre site.
8.20 Over half (56.5%) of the Borough’s population live in a terraced property, compared to 28.3% nationally\(^{18}\). Three quarters of dwellings in the Borough fall into Council Tax bands A and B. There is a need to widen the choice of housing in order to create more sustainable neighbourhoods, allow people to live where they choose at different stages of their lives, and support economic change by providing housing for more skilled and wealthier labour force.

**Figure 12: Council Tax Bands\(^{19}\)**

<table>
<thead>
<tr>
<th>Council Tax Band</th>
<th>Blackburn with Darwen</th>
<th>Regional %</th>
<th>National %</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>59.24</td>
<td>42.58</td>
<td>25.16</td>
</tr>
<tr>
<td>B</td>
<td>14.19</td>
<td>19.25</td>
<td>19.36</td>
</tr>
<tr>
<td>C</td>
<td>13.62</td>
<td>17.38</td>
<td>21.65</td>
</tr>
<tr>
<td>D</td>
<td>7.06</td>
<td>9.98</td>
<td>15.23</td>
</tr>
</tbody>
</table>

8.21 The Government wishes to see the development of mixed communities. In Blackburn with Darwen a key way in which this will be achieved is to widen the choice of housing in inner urban areas dominated by two-bedroom terraced stock. A mix of new housing in HMR areas will be planned for, to widen choice and attract new people in and/or retain a wider cross section of the community. A proportion of the Borough’s overall increase in household numbers will be accommodated within the HMR areas, and some larger, more expensive housing will be developed in these locations. This approach will be adopted both for sites created by clearance, and for other development sites coming forward.

8.22 The Borough is significantly under-represented in large and higher market houses. 9.9%\(^{20}\) of the housing stock has 4 or more bedrooms compared to a national average of 34%\(^{21}\); and only 12.95% of properties are in Council Tax Band D or above, compared to 20.79% across the North West. This lack of accommodation for higher wage earners has a knock-on effect on the economy, in terms of a perceived lack of a skilled labour force for business investors, and in terms of demand for higher quality retailing, culture and services. Addressing this shortfall is a key mechanism by which economic transformation will be delivered.

8.23 The following tables are taken from the 2009 Strategic Housing Market Assessment (SHMA) and give an indicative illustration of the mix of new market housing required.

---

\(^{18}\) English House Condition Survey 2004  
\(^{19}\) ONS 2004  
\(^{20}\) English House Condition Survey 2004  
\(^{21}\) ONS 2004
Figure 13: Net Market Housing Demand by Type of Dwelling

<table>
<thead>
<tr>
<th>Type of Dwelling</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached House</td>
<td>32.3%</td>
</tr>
<tr>
<td>Semi-Detached</td>
<td>54.3%</td>
</tr>
<tr>
<td>Terraced House</td>
<td>0%</td>
</tr>
<tr>
<td>Bungalow</td>
<td>10.6%</td>
</tr>
<tr>
<td>Flat / Maisonette</td>
<td>2.8%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Strategic Housing Market Assessment 2009

Figure 14: Net Market Housing Demand by Size of Dwelling

<table>
<thead>
<tr>
<th>Size of Dwelling</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Smaller (1 or 2 bedroom)</td>
<td>22.6%</td>
</tr>
<tr>
<td>Larger (3 or 4+ bedroom)</td>
<td>77.6%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Strategic Housing Market Assessment 2009

8.24 Our Vision and the Targeted Growth Strategy highlight the importance of an urban renaissance in the Borough’s Town Centres as a key policy objective. Stronger Town Centres generate wealth and attract investment directly, but more generally are also an important element of the Borough’s “offer” which affects people’s and businesses’ investment decisions. Increasing the number of people living in the Town Centres is one factor that can contribute to this. At the same time, it is important to recognise that development land within the Town Centres is in relatively short supply, and that we must make the best use of available opportunities. A town centre renaissance will be promoted by encouraging residential development in both town centres, but only where it secures wider benefits for the Town Centre in terms of “place making”, improved townscape and enhanced vitality. Residential development which is within or on the edge of the town centre but does not deliver any of these benefits may be an inefficient use of a town centre site that would be better used for something else, and the development itself may well secure greater benefit for the Borough by being located elsewhere.

8.25 Over the life of the Core Strategy we aim to reduce the difference between the Borough’s housing mix and the national average. In order to illustrate the degree of change in the overall stock that the Core Strategy will bring about, if it were assumed that all new build would be non-terraced:

Existing stock (2004 figures):

- Total stock: 58477
- Terraced stock: 33048
- % terraced: 56.5%

Stock at end of Core Strategy period:

- Terraced stock at end: 33048
- % terraced at end: 48.7%
Outcomes / Targets (2011-2026)

<table>
<thead>
<tr>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>• % of terrace properties in overall housing stock to be reduced to 48.7%</td>
</tr>
<tr>
<td>• Percentage of total dwelling completions within HMR areas</td>
</tr>
<tr>
<td>• % of houses: apartments completed</td>
</tr>
<tr>
<td>• % of 1/2/3/4/5+ bed dwellings completed</td>
</tr>
<tr>
<td>• Number and types of homes built within HMR areas</td>
</tr>
<tr>
<td>• % of the Borough’s dwelling stock considered ‘unfit’</td>
</tr>
<tr>
<td>• No of dwelling completions in town centres</td>
</tr>
<tr>
<td>• Number of affordable units developed in the Borough</td>
</tr>
</tbody>
</table>

Milestones

<table>
<thead>
<tr>
<th>Implemented By</th>
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</thead>
<tbody>
<tr>
<td>Allocations DPD: adoption 2014</td>
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<tr>
<td>Annual Monitoring Report: published December 2011-2026</td>
</tr>
<tr>
<td>BwD BC Residential Design Guide</td>
</tr>
<tr>
<td>Queen St/Hindle St SPD</td>
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<tr>
<td>Infirmary SPD</td>
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<tr>
<td>Griffin SPD</td>
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<td>Blackburn &amp; Darwen Town Centre Strategies</td>
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<tr>
<td>Cathedral Quarter SPD</td>
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<tr>
<td>BwD BC: Development Management</td>
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<tr>
<td>BwD BC: Forward Planning &amp; Transport Policy</td>
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<tr>
<td>BwD BC: Housing Regenerate Developers</td>
</tr>
<tr>
<td>PLACE</td>
</tr>
</tbody>
</table>

Means

| Pennine Lancs Housing Strategy |
| Pennine Lancs Economic Strategy |
| Allocations DPD |
| Area-Based SPDs |
| HMR |
| Private Developers |

Policy CS8: Affordable Housing Requirements

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. In meeting this target the Council will take account of issues affecting delivery including:

i. The availability of grant

ii. Evidence on the economic viability of individual developments

iii. Up to date evidence on market conditions
8.26 A significant proportion of people wishing to move house in the Borough have an insufficient income to access the housing market. In total, it is estimated there are 1,279 existing households that cannot afford market housing, living in unsuitable housing, and who require a move to alternative accommodation – this represents 2.3% of all existing households in the Borough. This includes people directly affected by clearance. 426 households in Blackburn with Darwen would be in need every year of some type of affordable housing.

8.27 The extent of this affordability gap varies in different parts of the Borough, depending on local wage levels and house prices. Survey results for household income estimate the average (mean) gross household income level to be £22,784 per annum. The median income is noticeably lower at £15,836 per annum. There is a significant range of incomes within the Borough, with 25.1% of households having an income of less than £10,000.

---

22 Blackburn with Darwen Housing Needs Assessment (2008)
8.28 Elsewhere within the market there is a need to ensure that people can “staircase” to larger and smaller properties as their needs change, without being forced to move to a different area if they do not wish to. This will be important both in terms of the Borough’s young population whose housing needs will evolve over time, and also to the growing numbers of elderly people in the Borough.

8.29 In rural parts of the Borough, a significant number of people, particularly those setting up home, wish to remain in the village or area with which they have connections, but are prevented from doing so because they cannot afford to access the housing market.

8.30 In 2008, it was estimated there was a current stock of affordable housing of around 605 units which could be used to meet need (including dwellings becoming available as households in the social rented sector move to different dwellings and proposed affordable dwellings for the period 2007-2009). Hence it was estimated the net backlog of need for affordable housing is around 680 units.

8.31 In response to this identified need the Housing Needs Survey and SHMA (both published 2009) propose an overall target that 20% of new housing should be affordable, and that this target should apply to all sites. The 2009 Strategic Housing Market Assessment and the Council’s further assessment of need indicate a split within this target of 60% social rented and 40% intermediate housing. An assessment of the economic viability of housing development in
the Borough, published in 2009, demonstrated that this target was deliverable across a range of types of site provided that grant was available\textsuperscript{23}. The Council works closely with the Homes and Communities Agency and will develop a protocol for the grant-aiding of affordable housing. In assessing any potential variation to the overall target requirement for affordable housing within a new development scheme, consideration will be given, through negotiation with the Council, to “open book” evidence supplied by the developer relating to the viability of individual developments. Based on the annual average of 625 per year the 20% target means that approximately 120\textsuperscript{24} affordable homes will be built on average per year, of which a proportion will be supported by grant and a proportion through developer contribution.

<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>• To deliver a range of affordable housing through the Affordable Housing Programme and planning policy to meet prioritised needs (PLHS)</td>
<td>• No of affordable houses completed</td>
</tr>
<tr>
<td>• 20% affordable housing provision on all sites, split between social rented and affordable housing for sale – 60% and 40% respectively.</td>
<td>• Percentage of developments providing affordable housing contribution</td>
</tr>
<tr>
<td></td>
<td>• % intermediate housing</td>
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<tr>
<td></td>
<td>• % social rented housing</td>
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<table>
<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
</table>

\textsuperscript{23} Economic Viability of Affordable Housing (2009).

\textsuperscript{24} Which over the 15 year life of the Core Strategy equates to approximately (120 x 15) = 1,800 units
Policy CS9: Existing Housing Stock

A sustainable neighbourhood approach will be taken in respect of the existing housing stock. Strong communities will be supported through initiatives undertaken by the Council and its partners.

Strategic housing policy will ensure the overall stock following new housing development and regeneration activities will provide a balanced quantity and mix of residential offer to meet the needs of existing residents and attract new residents to the Borough.

Areas for comprehensive regeneration will be designated where necessary. Regeneration activity may include refurbishment and repair, bringing empty houses back into use, environmental improvements, and, in some cases, targeted clearance.

In addressing clearance, local circumstances and distinctiveness will be taken into account. Consideration will be given in the first instance to the retention, repair and reuse of properties which form part of the historic local identity and which are valued by the local community.

Other initiatives will include continuing issues addressing quality (particularly in respect of unfitness) and energy efficiency.

Existing Housing Stock

8.32 The Council’s data shows that 17.2% of dwellings in the Borough are unfit, compared to 5.2% nationally.

8.33 Ensuring the right mix of housing stock in terms of type, size, tenure and quality is a key issue for the Borough. These issues directly affect the quality of life enjoyed by residents\(^{25}\), and are important factors in terms of the wider image of the Borough and its ability to attract investment in support the Transformational Agenda. Even at the end of the Core Strategy period, the majority of the housing stock will be that which already exists now. Although for the most part this stock will not be directly subject to the planning system, its quality, and that of the environments which surround it, are central to the Borough’s wider place-shaping agenda of which this Core Strategy forms a part.

8.34 The former RSS\(^{26,27}\) requires plans and strategies within the Elevate HMR areas to:

---

\(^{25}\) Research carried out for RSS concluded that the poor state of the region’s housing stock should be recognised one of the most significant factors detracting from the health of NW residents

\(^{26}\) Policy L3: Existing Housing Stock and Housing Renewal, former RSS (2008)
Part 4 – Targeted Growth Spatial Interventions

8.35 These remain appropriate objectives and are in line with other strategies for housing market renewal.

8.36 Areas should be designated, where necessary, for comprehensive regeneration as part of a broader course of action to regenerate local communities, reduce health inequalities, improve the sustainability and resource efficiency of the housing stock and its local environmental quality and increase numbers of and access to local jobs and services.

8.37 Regeneration activity will focus on enhancing the intermediate housing offer so that it better addresses affordability and becomes an option of choice, as well as ensuring sustainable neighbourhoods.

8.38 Retention and repair of traditional housing will form part of the approach to transforming neighbourhoods. The terrace housing predominant in the Borough provides an important historic local identity. An approach which promotes its repair and refurbishment as an alternative to new build will be favoured where the historic housing is distinctive, retains its coherence and is valued by the local community.

8.39 Empty homes are an indication of the declining popularity of an area. Problems associated with empty homes include urban degradation, population loss, and criminal activity.

8.40 The Council’s Empty Homes Strategy\(^{28}\) recommends three interventions to tackle empty homes in the Borough:

i. Voluntary negotiation

ii. Compulsory purchase

iii. Empty Dwelling Management Orders

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\(^{27}\) The former RSS referred directly to the “Elevate HMR areas”. Notwithstanding the abolition of HMR as a funding initiative the same principles will apply to the inner urban area as addressed in this Core Strategy.

\(^{28}\) Blackburn with Darwen Empty Homes Strategy and Action Plan (2007)
8.41 The Strategy is based on a Borough-wide effort to encourage owners to bring properties back into use through voluntary negotiation and persuasion. If this is not productive, properties will be prioritised for enforcement action, balancing targeting HMR areas and “problem properties” wherever they occur.

<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
</tr>
</thead>
</table>
| Reduce vacancy rates to 3% in existing dwelling stock in HMR areas | - Number of Demolitions  
- Number of empty homes  
- Number of ‘unfit’ properties in the Borough |

<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
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</tr>
</thead>
</table>
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- Number of ‘unfit’ properties in the Borough |

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
</table>
| Allocations DPD: adoption 2014  
Empty Homes Strategy  
HMR Annual Monitoring Report: published December 2011-2026  
Residential Design Guide SPD  
Queen Street/Hindle Street SPD  
Infirmary SPD  
Griffin SPD | BwD BC: Housing Elevate  
BwD BC: Development Management  
BwD BC: Forward Planning & Transport Policy Developers PLACE | MAA  
Pennine Lancs Housing Strategy  
Allocations DPD  
Area-Based SPDs  
HMR  
Private Developers |

**Policy CS10: Accommodation for Gypsies, Travellers and Travelling Showpeople**

If a need is proven for additional Gypsy, traveller and / or travelling showpeople’s accommodation in Blackburn with Darwen, a subsequent DPD will identify a site or sites, and detailed criteria for their selection. This will take account of at least the following issues:

i. Extent and nature of need  
ii. Amenity for occupiers of the site  
iii. Access to transport links, services and facilities  
iv. Amenity for surrounding users

8.42 National guidance requires local authorities to ensure provision is made for gypsy and travellers by ensuring appropriate sites can be designated for their use either as permanent accommodation or transit sites if there is an identified need. This issue will be addressed through the Site Allocations and Development Management Policies DPD. In preparing this DPD the Council will take account of evidence that was produced to inform the Partial Review of RSS which was abandoned in July 2010 following revocation of the RSS.
<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Net additional Gypsy and Traveller pitches</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
</table>
9. Spatial Intervention 3: Range and Quality of Public Facilities
Policies in This Chapter

<p>| | |</p>
<table>
<thead>
<tr>
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<th></th>
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</thead>
<tbody>
<tr>
<td>CS11</td>
<td>Facilities and Services</td>
</tr>
<tr>
<td>CS12</td>
<td>Retail Development</td>
</tr>
</tbody>
</table>

Introduction

9.1 If our economic growth objectives are to be realised, our improved housing offer and higher value job opportunities must be complemented by high quality town centres, and cultural and leisure facilities which are attractive to commuters and highly paid workers. This will help retain existing residents and attract people from elsewhere to move to the area.

9.2 The Targeted Growth Strategy promotes the enhancement of the range and quality of public services and facilities, particularly in the town centres, but also in accessible locations within the Borough. The majority of “public services” in Blackburn with Darwen are currently provided from “single use” facilities: individual schools, leisure centres, community centres, health centres and so on. There is now a move towards “multi-functional” service provision with, for example, school playing fields and sports facilities being opened up to the public, schools themselves providing a “lifelong learning” offer which extends beyond traditional patterns of education, and greater cross-over between health and leisure facilities.

9.3 It is important to recognise that the extent of change in many parts of the Borough will be limited over the life of the Core Strategy. The Core Strategy is therefore likely to remain a long-term aspiration for many areas in respect of the distribution of services, with its main impact being in the areas of greatest change.

Policy CS11: Facilities and Services

The range and quality of public services and facilities will be expanded and enhanced; in particular, in the following locations:

i. The two town centres of Blackburn and Darwen
ii. Neighbourhood shopping centres
iii. Existing key public buildings/facilities
iv. Other accessible locations
Public facilities and services will be co-located where possible, so as to create “community hubs” providing a range of services in one place. Community hubs may in some cases be based around existing town or neighbourhood centres; in others they will be located around major land users such as education or leisure facilities.

Uses that will be considered as opportunities to develop community hubs will include:

i. Schools (particularly those reprovided under the Building Schools for the Future initiative)
ii. Colleges
iii. Leisure facilities
iv. Health services
v. Social services
vi. Retailing
vii. Public transport nodes
viii. Libraries
ix. Early Years Centres

9.4 The MAA establishes as a key action the expansion of the higher education (HE) offer in Pennine Lancashire. Blackburn College will be an important element in this expansion: the MAA sets targets for the number of full time HE places it offers to increase from 2,487 to 4,000. More generally the quality of education and health facilities, and the range of cultural and social opportunities available, are seen as central to our vision of an improved “offer” which attracts people to move to or remain in Blackburn with Darwen.

9.5 We wish to see these services provided where people can easily access them, ideally without having to use a car. We also wish to strengthen our Town Centres by ensuring that they provide a “critical mass” of services to allow them to function as a focus for people’s lives, and to take maximum advantage of the opportunities for synergy between uses, in all locations, offered by new models of service provision. Finally we recognise that the Borough’s towns are relatively compact, and that nobody lives particularly far from the Town Centres.

9.6 Therefore our approach is to plan for services to be located close to one another, where possible, either through new development of services in town centres or other areas of major change, or through a move to multi-functional provision in existing facilities. Where providers are seeking to develop a new facility, our first preference for their location will be close to other facilities. Also, where major new facilities are being planned, we will aim to maximise
their use by the wider community. The Building Schools for the Future programme and Extended Schools initiative envisage schools as a resource for the whole community offering a range of facilities such as childcare, health and social services, adult training and leisure, and will be a major element in delivering this vision. Alongside this the two town centres will remain important focuses for large scale facilities serving a large part or all of the Borough. Actions will also be put in place to strengthen both Town Centres’ offer in terms of leisure and the evening economy.

Outcomes / Targets (2011-2026) | Indicators
---|---
| • % of new residential development within 30 minutes public transport time of a GP, Hospital, Primary and Secondary School, Employment and a major Retail Centre

Milestones | Implemented By | Means
---|---|---

Policy CS12: Retail Development

1. The Borough’s retail hierarchy is defined as follows:

**Town Centres**

i. Blackburn: a major sub-regional shopping centre and the principal location for new retail development, particularly that of a larger scale.

ii. Darwen: an important local comparison centre and provider of convenience retailing. The Core Strategy aims to consolidate and support growth in Darwen’s comparison retail function.
**District Centres**
The Neighbourhood Centres located in the broad locations shown in the Facilities and Services diagram and listed below, plus any additional ones identified through the Site Allocations and Development Management Policies DPD.

i. Bastwell, Blackburn  
ii. Bolton Road, Blackburn  
iii. Bottomgate / Copy Nook / Higher Eanam, Blackburn  
iv. Ewood, Blackburn  
v. Johnston Street, Blackburn  
vi. Little Harwood, Blackburn  
vii. Mill Hill, Blackburn  
viii. New Bank Road, Blackburn  
ix. Victoria Street, Blackburn  
x. Whalley Banks, Blackburn  
xi. Whalley Range, Blackburn  
xii. Duckworth Street, Darwen

**Local Centres**

i. Local centres or small parades of shops elsewhere in the urban area

2. Blackburn and Darwen Town Centres will be the focus for all major and a significant proportion of minor retail development, including “destination” retailing, over the life of the Core Strategy. If towards the end of the Strategy period, sites to meet identified needs are not available within the Town Centres, development will be located according to the following sequential test:

i. First, edge-of-centre sites  
ii. Second, within or on the edge of neighbourhood centres  
iii. Third, in locations elsewhere within the urban area that are easily accessible by non-car means

Specific development opportunities will be identified for retailing in Blackburn and Darwen Town Centres. Opportunities identified for very large scale retailing will predominantly be in Blackburn; sites in Darwen will cater for a range of retailing including smaller scale provision such as that operated by the independent sector.
3. Retail development will also take place in a series of Neighbourhood Centres. Retail development in these centres will primarily be restricted to that which meets local needs. In Neighbourhood Centres close to the Town Centres, an element of specialist “destination” retailing will be permitted, provided it is demonstrated that there will be no unacceptable impact on vitality and viability within other centres, on traffic generation, or on amenity.

4. Retail development outside Town Centres or Neighbourhood Centres will be permitted where it is of a scale and kind which meets local needs only, and where it is demonstrated that there will be no unacceptable impact on existing centres.

Retail Development

9.7 The Core Strategy sets out a strategy for retail planning based on a hierarchy of different centres within the Borough. It considers the scale of retail investment that should be encouraged in each type of centre, and also the type.

9.8 The retail strategy for the Borough emphasises a greater differentiation between the roles of Blackburn and Darwen in line with the proposed overall Development Strategy.

9.9 Town Centres are a key factor in the Targeted Growth Strategy, as key economic drivers and providing space for leisure and culture. Investment in town centres will raise the confidence of local residents and businesses and be more attractive to people visiting the area, raising demand for higher quality housing, and resulting in a more diverse retail and leisure offer.

9.10 By virtue of its size and its role as a sub-regional centre (which the Core Strategy aims to reinforce), Blackburn plays a retail role which includes the provision of large scale accommodation. Its built form and the scale of its Town Centre mean that it has the capacity to accommodate this type of development, in terms of character and built form, and in terms of infrastructure. Subsequent LDDs will identify larger scale retail development opportunities in Blackburn consistent with its role as a sub-regional / regional centre.

9.11 Darwen is characterised by smaller scale development, and a greater proportion of its Town Centre retains traditional buildings. Sub-regionally Darwen plays a more local role, though the Market Towns Initiative and similar programmes seek to increase its role as a tourism destination. Future policies for Darwen will focus on increasing its level of self-sufficiency in retail terms and growing its market share in comparison goods, as well as taking advantage of the opportunity it offers for independent sector retailers.
9.12 The Retail Study recently completed for the Borough shows that the capacity exists within the two Town Centres to accommodate all the predicted growth in retailing in the Borough in at least the medium term if not longer. Retail development in Town Centres helps reduce the need to travel by allowing people to make one journey for a range of purposes, and can help secure a “critical mass” for their regeneration. Most new retail development will be focused into Blackburn and Darwen Town Centres. Under this approach most if not all “destination” retailing will be located in the Town Centres, and other centres would meet primarily local convenience needs. The 2005 Retail Study identifies a quantitative need in Blackburn for a foodstore of some 2,000 to 2,800 sq.m. (food goods sales), with ancillary non-food sales further increasing the size of the store. In the non-food sector the study identifies capacity for additional retail floor space of 31,380 sq.m. net by 2016. In Darwen the study identifies capacity for additional food and non-food retail floorspace by 2016 of 613 sq.m. net and 920 sq.m. net. In 2010 further work was undertaken for a major retail inquiry which demonstrated a continued need for additional comparison floorspace in Blackburn Town Centre. It is anticipated that the 2005 retail study will be updated prior to preparation of the Site Allocations and Development Management Policies DPD, which will identify how these requirements will be met.

9.13 Local shopping continues to play an important role in the Borough. Blackburn and Darwen have a series of Neighbourhood Centres which provide a range of mainly “local needs” and smaller scale shopping, allowing people to do “top-up” shopping without needing to travel into the Town Centres. At the same time we recognise that many Neighbourhood Centres are within mainly residential areas with limited access, parking and other infrastructure; and that they may compete with the Town Centres if expanded significantly. Expanding the retail role of these centres to provide for more than local need would be likely to create amenity issues in some areas, and would conflict with the Core Strategy objective of strengthening Town Centres. Nevertheless some opportunities exist to create a sustainable pattern of development by focusing new community facilities into neighbourhood centres. A subsequent LDD will designate a series of Neighbourhood Centres, based on the broad locations shown on the Core Strategy Key Diagram and any identified need to define additional centres; and will specify policies as to the scale and type of retail development that will be permitted within them.

9.14 Recently the Whalley Range and Victoria Street area in Blackburn has begun to develop a specialism in fashion and to attract an element of “destination” shopping as a result. This is encouraged, providing it does not adversely affect trade in the Town Centres themselves, and providing local infrastructure and surrounding uses can accommodate it.
### Outcomes / Targets (2011-2026)

<table>
<thead>
<tr>
<th>Indicators</th>
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</thead>
<tbody>
<tr>
<td>Increase in Darwen market share in non-food from 7.1% to 8.5%</td>
</tr>
<tr>
<td>Amount of completed retail development</td>
</tr>
<tr>
<td>Amount of retail development completed in town centres</td>
</tr>
</tbody>
</table>

### Milestones

<table>
<thead>
<tr>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026 Completion of Blackburn Mall redevelopment 2011 Darwen Town Centre Masterplan Cathedral Quarter SPD Furthergate SPD Whalley Range</td>
<td>BwD BC: Forward Planning &amp; Transport Policy</td>
</tr>
</tbody>
</table>
10. **Spatial Intervention 4: Protecting and Enhancing the Environment**
## Introduction

10.1 This section of the Core Strategy sets out a framework for environmental protection and enhancement in the Borough. It covers both strategic issues of how to manage the environmental impact of development, and a framework for detailed policy on specific environmental designations.

10.2 The Core Strategy aims to secure a “step change” in the approach to protection, enhancement and management of environmental assets. In particular it promotes a more “joined up” approach, viewing the range of assets – habitats, landscapes and so on – as a collective whole, rather than as isolated sites or features. This approach is also adopted in the policies on Green Infrastructure in Section 11, which should be read alongside this section.

10.3 The intention of the Core Strategy is to set an overall framework, which the Site Allocations and Development Management Policies DPD will develop in more detail. This DPD will be informed by a more detailed evidence base which will map the Borough’s ecological networks. The DPD will take forward this “networks” approach; and will contain policies promoting the preservation of networks and linkages where they exist, and identifying requirements to re-establish links and strengthen networks where needed.
**Policy CS13: Environmental Strategy**

The overarching environmental consideration in formulating DPDs will be the net environmental impact of the policies and proposals overall. DPDs and subsequent Development Management decisions will seek to minimise or eliminate this net impact.

The environmental effects of development will be weighed against its economic and social effects, and the net environmental impact managed, in line with the environmental strategy set out in 1-4 below.

1. Where environmental objectives conflict with economic or social ones, LDDs and development proposals will firstly seek to identify and implement solutions where all objectives can be met. This will include the consideration of alternative sites for the development which would result in less or no harm.

2. Where environmental impact from development is outweighed by other considerations, development proposals will be required to be accompanied by proposals to mitigate the overall environmental impact and maximise further opportunities to improve the environmental outcomes. Where mitigation measures are not considered adequate, appropriate compensation measures will be sought to off-set the environmental impact of the development.

3. Development will only be permitted where it creates no unacceptable environmental impact. Examples of unacceptable impacts include but are not limited to:

   i. Development which would, either directly or indirectly, result in an unacceptable contribution to climate change; or which does not incorporate adequate measures to adapt to the predicted effects of climate change;

   ii. Development in areas of high flood risk, while the development can be accommodated elsewhere or while mitigation measures are not available;

   iii. Development which will exacerbate problems of flooding elsewhere;

   iv. Development which creates an unacceptable increase in the need to travel by car, which cannot satisfactorily be addressed by demand management or other mitigation measures;

   v. Development which results in the loss of or unacceptable damage to environmental resources including habitats and networks of habitats, landscapes and built heritage;

   vi. Development that would, in isolation or in combination with other committed or planned development, lead to an unacceptable deterioration in air quality;

   vii. Development that would be at risk of ground instability, unless that instability can be addressed through appropriate remediation or mitigation measures.
4. LDDs and other proposals will identify specific measures to benefit the environment. These will include at least:

i. Provision for renewable energy, including a requirement that all new development should provide a percentage of its own energy requirements from renewable sources;

ii. Design standards for new development, requiring it to incorporate measures increasing its resistance to the effects of climate change, including extreme weather events, greater extremes of temperature, and flooding;

iii. Standards for sustainable construction in new development;

iv. Creation and enhancement of habitats, including re-establishment of habitat linkages and networks, through development and other programmes;

v. “Exemplar” development of a high environmental standard; and

vi. Remediation of derelict or contaminated land, or land affected by previous mining activity.

### Overall Environmental Strategy

**10.4** The growth strategy for Blackburn with Darwen clearly has the potential to affect the environment. The Core Strategy will influence the extent of this impact by setting out fundamental principles regarding the environmental impact of development. This relates to both the location of development and the types of development targeted.

**10.5** The Borough enjoys a wealth of environmental assets; with the West Pennine Moors covering 90 square miles, 3 Sites of Special Scientific Interest, 96 Biological County Heritage Sites, 5 Geological Heritage Sites and 4 Local Nature Reserves. Two main rivers run through the Borough: the River Darwen and the River Blakewater, along with the Leeds-Liverpool Canal, and numerous streams and brooks. In addition, there are significant areas of standing water including ponds and reservoirs.

**10.6** Conversely, the Borough also suffers from localised negative environmental problems, including derelict land, air quality and flood risk.

### Derelict Land

**10.7** In 2009 there were 35 hectares of derelict land and buildings in Blackburn with Darwen. There were a further 11 hectares of previously developed vacant land, and vacant buildings, that were suitable for re-use but not derelict.
10.8 The Blackburn with Darwen area has been subjected to significant amounts of past coal mining activity. This mining legacy can result in land stability issues and present problems for new development.

Flood Risk

10.9 Approximately 132 hectares of land in the Borough is in defined flood risk areas. This represents approximately 1% of the total land area of the Borough and is mainly concentrated closely along the courses of the Rivers Darwen and Blakewater. A total of 550 properties have been identified as being at risk of flooding from the River Darwen in Darwen in a 1 in 100 year flood (1% chance of occurrence in any one year); and a further 2,519 properties are located within areas identified as being at risk of flooding in a serious 1 in 1000 year flood (0.1% chance of flooding in any one year). There are a further 231 properties in Blackburn located within identified flood warning plan areas, from the River Darwen (Waterfall area) and the River Blakewater (The Wrangling area).

10.10 Localised flooding also occurs in the Borough due to issues with surface water drainage and groundwater flooding.

Air Quality

10.11 The Council has declared five Air Quality Management Areas (AQMAs) with respect to the Nitrogen Dioxide (NO₂) annual mean objective at the following locations:

i. Intack, Blackburn – junction of Whitebirk Road, Accrington Road, Shadsworth Road and St. Ives Road
ii. Bastwell, Blackburn – junction of Whalley New Road, Whalley Range and Plane Street
iii. Bolton Road / Duckworth Street, Darwen Town Centre
iv. Witton, Blackburn – junction of Preston New Road, Buncer Lane, Redlam, Spring Lane
v. The junction of the A666 with M65 Junction 4 link road

10.12 The main contributor to the problems with air quality at these locations is road traffic pollution. The Core Strategy can impact on the level of road traffic generated in the Borough through the choices made on the location of development, and through the extent of any mitigation measures required where impact does occur.

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29 Environment Agency Flood Zone Maps
30 Blackburn with Darwen Strategic Flood Risk Assessment (SFRA) 2008
Climate Change

10.13 Global environmental concerns are established to be a local issue; responsibilities are identified for Local Authorities to ensure the future effect of the Borough on climate change is minimised and the impact of climate change on the population and biodiversity of the Borough is reduced. The planning system is seen as a key mechanism for this to be driven.

10.14 The impacts of climate change are widely considered to potentially have serious impacts on growth and development. The Borough will need to reduce its contribution to climate change through a range of spatial mitigation measures, including building design and location of development to reduce energy and car usage.

10.15 Climate change predictions for the North West of England show an increase in temperatures; an increase in rain precipitation; an increase in extreme events (heatwaves and storms); and a decrease in frost and snowfall.

Figure 17: Climate Changes in the North West

<table>
<thead>
<tr>
<th></th>
<th>2020s (2011-2040)</th>
<th>2050s (2041-2070)</th>
<th>2080s (2071-2100)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change in average annual temperature</td>
<td>0 to 1°C</td>
<td>1 to 3°C</td>
<td>1 to 5°C</td>
</tr>
<tr>
<td>Change in maximum summer temperature</td>
<td>0 to 2°C</td>
<td>1 to 4°C</td>
<td>2 to 6°C</td>
</tr>
<tr>
<td>Change in summer rainfall</td>
<td>0 to 20% decrease</td>
<td>10 to 30% decrease</td>
<td>10 to 60% decrease</td>
</tr>
<tr>
<td>Change in winter rainfall</td>
<td>0 to 10% decrease</td>
<td>0 to 20% decrease</td>
<td>0 to 30% decrease</td>
</tr>
<tr>
<td>Change in annual snowfall</td>
<td>10 to 30% decrease</td>
<td>30 to 60% decrease</td>
<td>40 to 100% decrease</td>
</tr>
</tbody>
</table>

10.16 Greenhouse gas emissions produced within the Borough (8.0 tonnes of carbon dioxide per resident) are above the average total per capita emissions for the North West (7.1 tonnes) and that nationally (7.4 tonnes). The greatest proportion of the emissions are generated from industry and commercial

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32 Stern Review: The Economics of Climate Change (2006)
33 Climate Change Scenarios for the United Kingdom: The UKCIP02 Scientific Report (April 2002)
activities (668k tonnes); with 340k tonnes generated from domestic, and 127k tonnes generated from road transport activities.

10.17 Studies have indicated that even if greenhouse gases were reduced immediately there will continue to be an effect on climate due to the previous emissions. Therefore, adaption to reduce the impact of climate change will be necessary, for example flood mitigation, heat proofing, open space provision, shading, water retention for irrigation, landscaping, etc.

10.18 The development of new ‘green’ technologies, such as advanced manufacturing of products for climate change mitigation and adaptation, is a growth industry. The needs of these industries must be considered to ensure maximum advantage can be taken in the Borough to benefit from this growth and attract new businesses, and encourage retention through ensuring expansion is possible and attractive in the Borough.

Core Strategy Environmental Approach

10.19 To ensure the Core Strategy meets the requirements of legislation and national guidance relating to the protection of the environment, for example PPS1’s focus on mitigating and adaptation for climate change; PPS25’s guidelines for development and flood risk; the Natural Environment and Rural Communities Act 2006, and in particular the duty placed on Local Authorities and other public bodies to have regard to biodiversity when carrying out their functions, an overall environmental strategy is set for the Core Strategy and subsequent DPDs with the following principles:

1. A concept of “net environmental impact” created by the Plan.

10.20 Under this approach we will seek to minimise the environmental impact of development, but in deciding whether an impact is justified by other factors, we will take account of positive environmental benefits created by other proposals.

2. A principle that policy should seek “win-win” situations wherever possible, or else provide for mitigation.

10.21 Examples of “win-win” situations include:

i. Expansion of roles of Town Centres – greater levels of employment and residential uses in Town Centres will contribute to economic growth and regeneration of the Town Centres while reducing the need to travel and securing the efficient use of land.

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35 Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1, Communities and Local Government (2007)
ii. Identification of brownfield sites across the urban area for development – places development in locations that are typically highly accessible by non-car means hence reducing the need to travel and facilitating access, and brings about a direct environmental benefit through land remediation.

iii. Using new development as an opportunity to create new habitats and / or enhance existing ones.

3. An absolute limit on the degree of environmental impact that will be acceptable.

Under this proposal, some development will never be acceptable, regardless of the economic or social benefits it offers. Examples of unacceptable impacts would relate to flood risk, landscape impact, creation of car journeys and so on.

4. Positive actions that benefit the “strategic” environmental issues, notably climate change and flooding, are promoted.

These are part of our overall strategy for minimising the Borough’s environmental footprint, but also allow for negative impacts caused by other parts of the strategy to be “offset”. Examples of these actions which have been identified as being of particular importance in Blackburn with Darwen include:

i. An increase in provision for renewable energy (in all its forms);

ii. “Climate change proofing” all new development (including sustainable flood risk assessments where necessary);

iii. Establishing sustainability standards for new development;

iv. Habitat creation and improvement including tree planting;

v. “Exemplar” development such as zero-carbon developments, energy from waste schemes, etc; and

vi. Remediation of derelict or contaminated land or land affected by previous mining activity.
### Outcomes / Targets (2011-2026)

- All new housing developments will be zero carbon from 2016
- All new non-domestic buildings should be zero carbon from 2019
- Ensure all planning applications which would cause unacceptable impacts on the environment are refused permission

### Indicators

- Number of renewable energy generation developments
- Number of homes meeting Building for Life Assessment ‘good’ and ‘very good’ criteria
- Number of housing developments incorporating zero carbon homes
- Number of homes completed to Code for Sustainable Homes Level 3 and above
- % of homes built meeting Lifetime Homes standard
- % of commercial buildings meeting BREEAM very good standard.
- Number of planning applications refused permission due to their environmental impacts
- % of development built in an area of flood risk
- Number of planning permissions granted contrary to the advice of the Environment Agency on flooding and water quality grounds
- Percentage of eligible open spaces managed to Green Flag Award standard
- Air quality data measurements – in current Air Quality Management Areas and elsewhere
- Number of developments incorporating SUDS
- Amount of derelict land in the Borough
- Planning to adapt to Climate Change

### Milestones

|---------------------------------------------------------|--------------------------------------------------------------------------------|

### Implemented By

- BwD BC: Development Management
- BwD BC: Forward Planning & Transport Policy Developers
- Environment Agency

### Means

- Lancashire Climate Change Strategy
- Pennine Lancashire Spatial Guide
- BwD Borough wide Design Guide
- BwD Residential Design Guide
- Allocations DPD
- SFRA

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Policy CS14: Green Belt

The general extent of the Borough’s Green Belt will be maintained.

A subsequent DPD will consider the need for local change to the Green Belt boundary in line with our proposals for the future of the urban area. Any change will need to be justified with regard to future development requirements, the availability of land not in Green Belt, and the requirements of Policy CS5.

Consideration will be given to identifying an additional area of Green Belt between the urban area of western Blackburn and the M65 around Gib Lane.

Consideration of strategic Green Belt issues across Pennine Lancashire will be progressed under the Multi-Area Agreement.

Green Belt

10.24 The general extent of the Green Belt is shown on the Key Diagram: Environmental Designations. The former RSS for the North West considered that there was no need for any exceptional substantial strategic change to Green Belt in Greater Manchester or Lancashire before 2011, and that after 2011 the presumption would be against exceptional substantial change to this Green Belt37. Under the former RSS, local detailed boundary changes would be examined through the LDF process. Following revocation of RSS the Pennine Lancashire Multi-Area Agreement gives the basis for ongoing consideration of Green Belt issues affecting the sub-region at large. Joint work on this will continue, along with local work on the need for smaller scale changes within the Borough boundary.

10.25 A potential additional area of Green Belt is identified on the Key Diagram. The detailed boundaries of this will be set through the Site Allocations DPD.

10.26 Over the life of the Core Strategy it is acknowledged that there may need to be some urban growth into the Green Belt, in localised areas immediately adjacent to the urban boundary, to meet the needs of the Transformation Agenda (see para. 2.16).

10.27 In particular, the expansion of the Whitebirk Strategic Prestige Employment site would require a change to the Green Belt boundary in Hyndburn. This is highlighted in the actions in the Pennine Lancashire MAA, which also

establishes a series of terms of reference that a Green Belt study should consider:

i. Testing the assumption that this is the only viable option to create a strategic site capable of attracting investment in the key target sectors.

ii. Potential of the development to reduce the out-commuting of skilled residents.

iii. The ability to ensure high levels of public transport accessibility.

iv. Ability to maximise employment opportunities for local residents.

v. The ability to protect and enhance major environmental, historic and resource assets.

vi. The ability of the site to be developed in a way that preserves the function of Green Belt, with regard to separation of urban areas.

vii. The ability to ensure the integration of the development with the landscape meets high environmental standards.

10.28

The Core Strategy sets a framework for the wider consideration of Green Belt issues. This will inform preparation of the Site Allocations and Development Management Policies DPD, and will supplement the terms of reference set out in the MAA for consideration on a Pennine Lancashire basis. Future work on Green Belt should take account of at least the following issues:

1. The case for the development proposed, having regard to:

   a. Its contribution to meeting quantitative targets for development, for example for employment land or for housing;
   b. Its qualitative contribution to the overall objectives of the LDF and those of the wider sub-region, including MAA objectives, by virtue of the type of development proposed;
   c. Evidence that there is market demand for the development and that it will be delivered

10.29

There is a need to ensure that there is robust evidence of the need for the development in question, that it will contribute to achieving the objectives of relevant strategies, and that the development is realistically deliverable. The types of issues that would be considered under b) would be contribution to creating a higher-wage economy, ability to contribute to social and economic inclusion, and the ability to contribute to a sustainable overall pattern of development that made efficient use of land and limited the need to travel.
2. The appropriate area of search for a site for the development, having regard to the relevant market area; and the availability of non-Green Belt sites within this area that are suitable for the development proposed.

10.30

Any site search must be carried out over the appropriate area, bearing in mind that both housing and employment markets operate across local authority boundaries. This will avoid a situation where Green Belt release is being promoted in one area while a suitable non-Green Belt site exists elsewhere within the area that the development would serve. The appropriate area of search will differ for individual development proposals.

3. The feasibility of accommodating development on a site without impacting on the purposes of including land in Green Belt set out in PPG2, including the ability to restore the effectiveness of the Green Belt for these purposes through mitigation.

10.31

This criterion considers the amount of development that can be absorbed by an area of Green Belt without impacting on the purposes of including land in it. Some areas, for example where there is a relatively small Green Belt between two towns, can only accommodate a small (or no) change without losing their effectiveness in separating the towns. Others may be able to accommodate a greater degree of change. In certain circumstances it may also be possible to mitigate impact on Green Belt – for example through strategic landscaping to restore the perception of separation between towns.

4. Impact on landscape, particularly on the perception of “towns in countryside” which is a key feature of Pennine Lancashire.

10.32

The landscape setting of the towns in Pennine Lancashire is regularly identified as one of their key assets and an opportunity to create a unique “offer” that attracts economic investment. Accordingly, impact on the landscape, particularly this “town in countryside” character, will be a key consideration for any Green Belt change.

5. The need to provide long-term certainty about the future of an area, and the ability of other planning mechanisms to manage development in an appropriate way.

10.33

This principally relates to consideration of including further land in Green Belt. In line with PPG2 para 2.14, a key consideration will be whether other planning policies can provide adequate certainty over the long-term future of an area.

6. The desirability of safeguarding land for future development needs beyond the strategy period.

10.34

This will mainly apply to the Gib Lane area west of Blackburn. The Council does not wish to set a Green Belt boundary in this area that will require review again in future: this is contrary to its own intention and to the principles espoused in PPG2. Hence the Site Allocations and Development Management Policies DPD
will consider possible future development needs alongside issues within the strategy period.

**7 The relevance of any existing development consents.**

10.35 In the Gib Lane area there is an existing outline consent for a holiday village. Having granted this consent the Council does not wish to seek to unreasonably restrict its implementation. The Site Allocations and Development Management Policies DPD will consider options for the treatment of this consent in formulating a detailed Green Belt boundary in this area. These options will include excluding the site in question from Green Belt altogether, washing it over with Green Belt notation, and identifying it as a Major Developed Site.

**8 The need to regularise boundaries and correct any errors from the 2002 Local Plan Proposals Map**

10.36 It may be that the Proposals Map on the 2002 Local Plan contained small errors in the Green Belt boundary. The most common circumstance for this is where a domestic curtilage has been divided in error so that part is in the urban area or a village boundary, and part is not. The Site Allocations and Development Management Policies DPD will consider any such identified errors with the intention of correcting them. These will represent very minor changes to the Green Belt but will not affect its function in any way.

### Outcomes / Targets (2011-2026)

<table>
<thead>
<tr>
<th>Indicators</th>
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</thead>
<tbody>
<tr>
<td>• Number of developments completed on Green Belt</td>
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<tr>
<td>• Number of planning permissions granted for development on Green Belt</td>
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### Milestones

<table>
<thead>
<tr>
<th>Local Green Belt review</th>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Land review</td>
<td>BwD BC: Forward Planning &amp; Transport Policy</td>
<td>MAA</td>
</tr>
<tr>
<td>Allocations DPD: adoption 2014</td>
<td>Hyndburn Borough Council PLACE Pennine Lancashire Development Company</td>
<td></td>
</tr>
</tbody>
</table>
Policy CS15: Protection and Enhancement of Ecological Assets

1. The Borough’s ecological assets will be protected, enhanced and managed with the aim of establishing and preserving functional networks which facilitate the movement of species and populations.

2. Measures will be put in place to secure the protection and enhancement of biodiversity sites and habitats at three levels of importance:

   i. Nationally / internationally important sites including Sites of Special Scientific Interest;
   
   ii. Regional / County-level important sites – County Heritage Sites;
   
   iii. Locally important sites

3. General habitats which may support species of principal importance either for shelter, breeding or feeding purposes (both natural and built features), will be protected from development, in accordance with the Environmental Strategy set out in Policy CS13.

10.37 The Core Strategy seeks to achieve a “step change” in the protection, enhancement and management of the Borough’s environmental assets. In particular, there is a need to establish a more joined up approach, and to understand the linkages between an area’s various assets rather than applying policy to each site in isolation. The Core Strategy sets a framework for adopting this “network” approach, which will be taken forward through the Site Allocations and Development Management Policies DPD, along with other actions outside the planning arena. This approach is consistent with, and forms part of, the Council’s wider approach to Green Infrastructure as set out in Section 11.

10.38 Nationally important biodiversity sites (SSSIs) and sites of regional / sub-regional importance (County Heritage Sites) have been identified in previous planning policy documents. However there also exists a series of further biodiversity sites of local importance; the Core Strategy extends policy protection to these local sites. The Site Allocations and Development Management Policies DPD will identify these local sites and the linkages between sites at all levels; and propose policies for their protection, enhancement, management and maintenance, along with an approach to monitoring.

10.39 An effective system for the implementation of local sites will be developed with the support of existing partners and stakeholders, including local wildlife groups, Lancashire County Council and neighbouring authorities. It will be
informed by an up to date evidence base comprising existing and newly collected biological information relating to the Borough, and will take into account the National and Local Biodiversity Action Plan (BAP) habitat and species sites found within the Borough. This work will also form part of the Green Infrastructure strategy for the Borough.

10.40 There has been a loss of Species Rich Semi-Natural Grassland habitat within the West Pennine Moors due to agricultural intensification. A decline of Blanket Bog within the West Pennine Moors has been mainly caused by alterations to the Victorian field drains caused by footpath work. New land management opportunities may arise through partnership working, which will benefit biodiversity across the moors, along with other potential environmental benefits such as flood mitigation and carbon sequestration.

10.41 Species do not restrict themselves to identified wildlife sites for their shelter, breeding and feeding needs, and as such sites which are considered may be of benefit to wildlife, and in particular those species identified internationally, nationally, regionally and locally as being of importance, will be protected, following the approach set by the Environmental Strategy. This approach will support our Green Infrastructure strategy which is set out in Policy CS19. In addition to the natural environment, the importance of built features for supporting biodiversity is understood. This can include buildings, walls, roof (tiles and space), and brownfield sites. A biodiversity statement will be expected as part of most planning application submissions, and habitat and protected species surveys where the site is considered to have the most potential for supporting protected species or species of principal importance.

10.42 In a number of cases a delay of many years in redeveloping previously developed land has allowed habitats to emerge which may be threatened by subsequent redevelopment.

10.43 While Protected Species receive statutory protection under a range of legislative provisions, species of principal importance are protected through policies in local development documents. Species of principal importance are those which have been identified by either national, regional, sub-regional or local Biodiversity Action Plans.
<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
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<tbody>
<tr>
<td>• No loss of Nationally/ Internationally important site</td>
<td>• Number of nationally/internationally important sites</td>
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<tr>
<td>• No loss of Regional/County-level important sites</td>
<td>• Number of regional/county level important sites</td>
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<tr>
<td>• No net loss of locally important sites</td>
<td>• Number of locally important sites</td>
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<tr>
<td>• No net loss of Species of Principal Importance</td>
<td>• Number of Local Nature Reserves (LNR)</td>
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<td></td>
<td>• Number of Geological Heritage Sites (GHSs)</td>
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<td></td>
<td>• Number of Biological Heritage Sites (BHSs)</td>
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<td></td>
<td>• Number of Species of Principal Importance</td>
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<td></td>
<td>• Change in areas of biodiversity importance</td>
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<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
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<tbody>
<tr>
<td>Allocations DPD: adoption 2014</td>
<td>BwD BC: Development Management</td>
<td>Allocations DPD</td>
</tr>
<tr>
<td>County Heritage Sites review</td>
<td>BwD BC: Forward Planning &amp; Transport Policy</td>
<td>Lancashire Biodiversity Action Plan</td>
</tr>
<tr>
<td>Locally Important Sites survey</td>
<td>Lancashire County Council</td>
<td>Biodiversity Statements</td>
</tr>
<tr>
<td>Development Management DPD</td>
<td>BwD BC: Countryside Services</td>
<td>Species and Habitats Surveys</td>
</tr>
<tr>
<td>Annual Monitoring Reports (2011-2026)</td>
<td>Lancashire Wildlife Trust</td>
<td></td>
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<td></td>
<td>Landowners</td>
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<td>Developers</td>
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11. **Spatial Intervention 5: Quality of Place**
Policies in This Chapter

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<thead>
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<tbody>
<tr>
<td>CS16</td>
<td>Form and Design of New Development</td>
</tr>
<tr>
<td>CS17</td>
<td>Heritage</td>
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<tr>
<td>CS18</td>
<td>The Borough’s Landscapes</td>
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<td>CS19</td>
<td>Green Infrastructure</td>
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<tr>
<td>CS20</td>
<td>Cleaner, Safer, Greener</td>
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<tr>
<td>CS21</td>
<td>Mitigation of Impacts / Planning Gain</td>
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**Introduction**

**11.1** Quality of place and the expression of local character are fundamental to Pennine Lancashire’s Transformational Agenda, and in combination with housing are one of the four themes that underpin the MAA. Quality of place affects both the experience of people currently living in the area, and the attractiveness of the sub-region as a place for people to choose to live and businesses to invest.

**11.2** Our concept of quality of place relates to all aspects of the physical environment, and to a wide range of delivery mechanisms. It takes in the appearance and functioning of our built environment, including not only new buildings but also the quality of the public realm: the open spaces in our towns and our countryside. On these issues the planning system has a direct role to play. Equally importantly however, and in line with the wider role of the Core Strategy as a “place-making” strategy, quality of place also depends on how we manage and maintain our environment, from street cleansing and repair to effective enforcement. The Core Strategy is part of our overall approach to managing our environment, alongside activity elsewhere within the Council and with our partners.
Policy CS16: Form and Design of New Development

The Council will require new development to be of a high standard of design, and to respect and reinforce local character.

Particular attention must be paid to all of the following:

i. Character
ii. Townscape
iii. Public realm
iv. Movement and legibility
v. Sustainability
vi. Diversity
vii. Colour

Development in prominent locations, in areas of major change and on transport gateways will be required to demonstrate particularly high standards of design.

Design

11.3 In 2007 a Best Value General Residents’ Survey concluded that 58% of people were satisfied with their neighbourhood as a place to live. While this statistic clearly reflects a wide range of issues, it is the best available indicator for people’s perception of their local environment including design of new development, the preservation of valued built environments, and the quality of landscape in the Borough.

11.4 We recognise and promote the importance of well-designed development, and the Core Strategy seeks to promote an increase in design standards across the Borough. The Borough adopted its Design Guide Supplementary Planning Document in 2005, and in 2009 adopted a Residential Design Guide to complement this and add detail. The seven themes identified in Policy CS16 are those which underpin the SPDs.

11.5 Of particular importance are the gateway routes into our Town Centres. These are often the first places seen by visitors and potential investors, and are crucial in determining the impression they gain. Design along these gateways will need to be of a particularly high standard. These prominent locations will normally be those with the greatest development value, where the returns from investment are sufficient to pay for the highest design specifications.
### Outcomes / Targets (2011-2026)

- Improve the quality of design in all residential development across the Borough
- Provide a basis for reviewing and improving design quality to ensure a more positive and efficient planning process
- Inform planning and regeneration initiatives in terms of urban design and place making to ensure new communities are of a high quality and sustainable

### Indicators

- Number of homes completed achieving ‘good’ and ‘very good’ against the Building for Life Assessment
- Percentage of people satisfied with their neighbourhood as a place to live

### Milestones

<table>
<thead>
<tr>
<th>Residential Design Guide SPD: adoption 2009</th>
<th>Implemented By</th>
<th>Means</th>
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</thead>
<tbody>
<tr>
<td>CABE Building for Life Assessor Requirement for all design and access statements to outline how the development addresses each of the BfL criteria</td>
<td>BwD BC: Forward Planning &amp; Transport Policy BwD BC: Development Management Developers</td>
<td>BwD Borough wide Design Guide Residential Design Guide CABE guidelines/publications</td>
</tr>
</tbody>
</table>

### Policy CS17: Built and Cultural Heritage

**Maximising the Asset**

Proposals for new development should identify and take advantage of opportunities to integrate with and promote the Borough’s cultural assets. These assets will include but are not limited to:

i. Features signifying the history of the Borough
ii. Landscapes
iii. Views
iv. Cultural facilities

Where important buildings or features exist in areas of change, new development will be required to be designed with the buildings or features as a focus. Ways in which this might be achieved include but are not limited to:

i. Retaining, reusing or converting key buildings
ii. Enhancing the setting and views of buildings through appropriate layout of new development and design of public realm
iii. Designing new development to fit and strengthen the urban “grain” created by historic buildings
Conservation Areas and Listed Buildings

1. Most resources and protection will be focused on existing Conservation Areas. A limited number of new Conservation Areas will be investigated and declared if necessary.

2. Buildings and features which are of local importance will be protected from inappropriate change or development.

11.6 The Local Development Framework has a key role to play in improving the appearance and character of the Borough. The area’s built and natural heritage is a major asset in its attractiveness and local distinctiveness. Importantly, this does not relate solely to designated buildings or specified areas. The less distinctive buildings and spaces in between form the “glue” that joins key features together, and are crucially important in maintaining the overall character of our place.

11.7 This focus on our area’s overall heritage asset, and an informed approach to knitting together new development and existing features, is crucial to creating high quality places and ensuring that new development strengthens local character. Conservation Area Appraisals and Management Plans have been prepared for several of the Borough’s Conservation Areas; these will be used in informing Development Management decisions, the production of area- or site-based strategies, and the development of other schemes for regeneration and improvement.

Conservation Areas / Listed Buildings

11.8 The Borough currently has 14 Conservation Areas and approximately 350 listed buildings. There is significant scope for further conservation and enhancement work in relation to these, which will form the focus of our pro-active work on our heritage asset. A Local List of important buildings and features will also be developed.
### Outcomes / Targets (2011-2026)

<table>
<thead>
<tr>
<th>Indicators</th>
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<tbody>
<tr>
<td>• No loss of listed buildings within the Borough</td>
</tr>
<tr>
<td>• Number of Conservation Areas</td>
</tr>
<tr>
<td>• Number of Listed Buildings</td>
</tr>
<tr>
<td>• Qualitative information from conservation area appraisals, village appraisals etc</td>
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### Milestones

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<th>Implemented By</th>
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<tr>
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<td>BwD BC: Development Management</td>
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### Policy CS18: The Borough’s Landscapes

1. New development will be required to take advantage of its landscape setting by maximising the availability of local and distant views for users of buildings and public spaces, and by creating and / or improving networks of routes between urban and rural areas.

2. The key features of landscapes throughout the Borough will be protected. Development likely to affect landscapes or their key features will only be permitted where there is no unacceptable adverse impact on them. The level of protection afforded will depend on the quality, importance and uniqueness of the landscape in question.

3. The active use of the Borough’s landscapes through leisure and tourism will be promoted where this is compatible with objectives relating to their protection.

4. Proactive management of the upland areas, for the benefit of carbon retention, biodiversity and flood prevention will be supported.

11.9 The Borough’s landscape setting is one of its key assets, for its environmental value and for its economic role in making the Borough an attractive place to invest. The Borough’s Open Space Strategy recognises this, and in line with this strategy, development should take advantage of the Borough’s landscape setting. Development and public realm works will be designed to maximise views of landscapes, and recreation and tourism based on the landscape will be encouraged where this can be achieved without environmental damage.

11.10 Many parts of the Borough’s landscapes are sensitive to change, and easily damaged through the loss of key features. At the same time we recognise that
In dealing with proposals potentially affecting the Borough’s landscapes, the Council will continue to apply the principles set out in the Supplementary Planning Guidance: “Landscape and Heritage”, prepared in conjunction with the 2005 Joint Lancashire Structure Plan.

<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>• No developments which have an adverse affect or destroy landscapes by detracting from their distinctive features to be given planning permission</td>
<td>• Number of planning applications refused on grounds of the development adversely affecting or destroying landscapes.</td>
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<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
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<tbody>
<tr>
<td></td>
<td>BwD BC: Development Management</td>
<td>BwD Residential Design Guide</td>
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<td>BwD BC: Countryside Services</td>
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**Policy CS19: Green Infrastructure**

1. The Council will, through Local Development Documents, Development Management decisions and other programmes, seek the protection, enhancement, extension and creation of networks of green and open spaces between major land uses and between urban and rural areas, which will be connected by a variety of forms including new and improved off-road walking / cycling routes, enhancing the roles of the canal and riverside walkways, and streetscape improvements, such as tree planting.
These green networks will provide a number of functions, which may include:

i. Recreation  
ii. Access to the countryside  
iii. Flood defences  
iv. Sustainable surface water drainage systems (SUDs)  
v. Biodiversity and movement of species  
vi. Visual amenity  
vii. Urban cooling and air quality improvements  
viii. Improving health  
ix. Education

New development will be required to be designed so as to facilitate such networks where appropriate.

New development likely to affect the functioning, or potential functioning, of an area of open space as part of the Green Infrastructure network will only be permitted where there is no unacceptable adverse impact on these issues.

2. Masterplans or other regeneration programmes in areas of change will create high quality public open spaces as part of their proposals. This will involve the improvement of existing spaces and/or the creation of new ones.

3. All new residential development will contribute to the provision of high quality open space for its residents, either through provision of public open space on site or, where more appropriate, through financial contributions towards improving the quality and accessibility of nearby existing spaces.

Green Infrastructure

11.12 Green Infrastructure takes the principle that open spaces work as a network providing a variety of functions. It is an issue that cuts across local authority boundaries and is therefore most appropriately dealt with on a joint basis. This is recognised in the former RSS, where Policy CLCR3 promotes the unique green character of the Central Lancashire City Region for the advantages it offers for recreation and for attracting people and investment.

11.13 The Lancashire Green Infrastructure Strategy (draft published 2008) sets a number of actions relevant to the Core Strategy:
i. Improving Quality of Place
   - Improving publicly accessible green spaces in locations where there is a deficiency in accessible green space currently;
   - Creating new public green space in areas of deficiency and new growth;
   - Investing in town centre street trees and pocket parks, providing a more attractive work and leisure environment where people congregate;
   - Tree planting and environmental enhancements to reduce the visual, air and noise pollution in urban centres and along key transport routes.

ii. Improving health and well-being
   - In areas of green space deficiency, investment in new green areas, ranging from pocket parks through to playing fields;
   - Investment in up-grading the quality of the public green space asset base, focusing on improved functionality and community engagement to respond to needs and provide future management and maintenance;
   - Investment in up-grading the Public Rights of Way network to enable non-motorised accessibility and to effectively join up the Green Infrastructure at a local scale;
   - Improvements to quality and accessibility of the sub-region’s waterways and waterbodies for recreation.

iii. Creating the setting for investment
   - DUN site identification for landscaping and tree planting, focusing strategically on those with maximum visibility and proximity (accessibility) to population centres;
   - Greening industrial and business parks and commercial centres, to provide more attractive locations for investment and for workplaces;
   - Greening strategic gateways into the sub-region – rail, motorway, airport.

iv. Enhancing the tourism, recreation and leisure offer
   - Investment in improvements to quality and accessibility of the promoted paths network;
   - Improved accessibility to high value landscapes for recreation, leisure and tourism (West Pennine Moors).
v. Enhancing biodiversity and ecosystem services
   o Protecting and maintaining the sub-regions network of statutory sites;
   o Protecting and expanding the number of non-statutory Biological Heritage Sites and Local Nature Reserves, particularly in and adjacent to urban areas deficient in biodiversity.

vi. Adapting to and mitigating the effects of climate change
   o Maintenance and improvement of the peatlands resource of upland blanket bog, securing their role as carbon sinks and enabling improved water management where they drain into low lying and populated areas;
   o Greening town centres through:
     a. street trees
     b. soft surfacing/informal greenspace
     c. green roofs – enabling improved adaptation to weather extremes;
   o Enhanced programme of SUDS upstream of major urban centres potentially affected by flood;
   o New woodland planting for biomass resource.

vii. Growing and developing the Regional Parks network
   o Securing the future funding and management arrangements for the East Lancashire Regional Park.

New Open Space

11.14 Qualitative information from the Council’s Open Space Strategy suggests that there may be insufficient neighbourhood play / recreation provision within areas of high density terraced housing, and that cleared sites left undeveloped have become poor quality spaces. The overriding priorities identified in the Open Space Strategy are to improve the quality and accessibility of existing provision.

11.15 The Core Strategy will impact on this issue by setting the strategic framework for design within the Borough. This will apply to brand new development, to the redevelopment of areas under regeneration programmes including the Housing Market Renewal Initiative, and to other activity by the Council and its partners in support of the Borough’s wider place-making agenda.

11.16 New development creates additional pressure on the existing open space provision in an area and will be expected to off-set this relative to the anticipated additional demand created.
Outcomes/ Targets (2011-2026) | Indicators
--- | ---
- No loss of Green Infrastructure networks  
- Creation of new Green Infrastructure networks  
- Open Space Strategy targets  
- Public Rights of Way targets | Amount of S106 monies received for public open space  
Data on the amount and quality of open space within the Borough

<table>
<thead>
<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
</tr>
</thead>
</table>
| Lancashire Green Infrastructure Strategy – formal adoption  
BwD Green Infrastructure Project | BwD BC: Development Management  
BwDBC: Leisure department | Public open space SPG  
Play Pathfinder  
Council Capital Parks Programme  
Open Space Strategy  
Public Rights of Way Strategy  
SFRA |

**Policy CS20: Cleaner, Safer, Greener**

The Council and its partners will put in place a coordinated set of actions to improve quality of life for local communities. These will support the following priority themes:

i. Cleaner – particularly street cleansing and maintenance of the public realm
ii. Friendlier – focusing on community cohesion
iii. Greener – improving the quality and usability of public open space
iv. Safer – reducing crime through measures ranging from design to effective enforcement
v. Smarter – improving access to, and raising standards in, education and lifelong learning in order to raise skill levels
vi. Wealthier – ensuring that people are equipped to secure higher-wage, higher skilled employment

A Neighbourhood Management approach will be adopted to identifying priorities and implementing actions.

11.17 The way our neighbourhoods are managed at a local level is a key issue for our Quality of Place agenda. It affects both the experience and life chances of those living in the Borough; and the way the Borough is perceived by potential investors and residents outside. The Core Strategy has a role in ensuring that
this issue is recognised as part of the wider place-making agenda, and that partners’ activities are coordinated with this wider agenda in mind.

11.18 For Neighbourhood Management purposes the Borough is divided into five neighbourhoods as shown in the Quality of Place diagram:

i. Blackburn South East
ii. Blackburn South West
iii. Blackburn North East
iv. Blackburn North West
v. Darwen and Rural

11.19 Each of these five areas are serviced by an Area Agency Partnership, made up of key public, private, voluntary and community sector representatives, who ensure the delivery of improvement activities in their neighbourhoods. A Neighbourhood Board has been set up for each of the sub-areas; these have delegated powers to allocate funding for targeting identified priorities for the neighbourhood area.

11.20 Effective neighbourhood partnership working will involve residents and partners including the PCT, social services, schools, business representatives, Job Centre Plus, community associations, Registered Social Landlords, the Police and the Council. Area Plans are published annually for each area, which will complement the Core Strategy in coordinating the activity of partners in working towards agreed goals.

11.21 The Neighbourhood Priorities Campaign asked residents of the Borough what their top priority is for their neighbourhood. The results identified that “Cleaner” and “Safer” are the biggest priorities in all areas.
Policy CS21: Mitigation of Impacts / Planning Gain

New development will be expected to contribute to mitigating its impact on infrastructure and services, through Section 106, the Community Infrastructure Levy, or another future “developer contributions” regime. The areas potentially subject to contributions include but are not limited to:

i. Affordable housing
ii. Transport infrastructure, including improvements to the M65 motorway
iii. Open space, including green infrastructure
iv. Education, including the provision of appropriate training to assist local residents in securing and progressing in employment

11.22 The Government wishes to see a greater role played by planning obligations / developer contributions in funding local infrastructure and mitigating the impact of new development. Different options remain under consideration at a national level. In June 2006, the Lancashire Planning Officers’ Society published a report “Planning Obligations in Lancashire” proposing an approach for consideration in LDFs and development management. At a local level, the Council intends to prepare a Local Development Document setting out its approach to obtaining and using developer contributions. Implementation of this policy will require a detailed assessment of the development market in order to strike a balance between securing an appropriate level of contribution, and attracting new development of a high quality.

11.23 The 2008 Planning Act proposes the introduction of a Community Infrastructure Levy or CIL, which authorities may take forward as an alternative to a Section 106 framework. As and when the CIL is formally introduced through Regulations, the Council will consider whether it wishes to pursue this route. If a decision is taken to introduce a CIL for Blackburn with Darwen it will be supported by a Local Development Document.
<table>
<thead>
<tr>
<th>Outcomes / Targets (2011-2026)</th>
<th>Indicators</th>
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<th>Milestones</th>
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<tr>
<td>Introduction of Community Infrastructure Levy and decision on approach in Blackburn with Darwen LDD on mitigation of impacts</td>
<td>BwDBC Development Management BwDBC Forward Planning and Transport Policy</td>
<td></td>
</tr>
</tbody>
</table>
12. **Spatial Intervention 6: Access to jobs and services**
Introduction

12.1 The Core Strategy’s strategic objective to create conditions for a higher-wage, higher-skill economy requires a holistic approach from the Local Authority and partners to ensure that local people benefit from economic growth and have access to services and facilities.

12.2 Blackburn with Darwen ranks 27th most deprived in England on the rank of average of ranks measure (2007 figures), which is used to describe the level of deprivation in the Borough as a whole. The Borough ranks 15th most deprived on the extent measure, which aims to describe how widespread high levels of deprivation are in the Borough.

12.3 The Index of Deprivation covers a wide range of indicators. The Core Strategy cannot impact on all of these directly, but will have an indirect effect on a range of issues covered by the Index including earnings, health and the quality of the local environment.

12.4 In January 2009, 4.2% of residents of working age in the Borough were claiming job seekers’ allowance, compared to 3.9% in the North West and 3.4% in Great Britain (NOMIS data). More significantly however, the proportion of people of working age who are economically inactive (but not necessarily claiming benefit) is higher in the Borough than in the region, and significantly above the level for England. Compared to the North West, this is explained mainly by greater proportions of people looking after home or family, and permanently sick / disabled.

12.5 Low levels of economic activity are driven by a range of economic, physical and cultural issues. Spatially, the Core Strategy can help address this by ensuring that barriers to economic participation – particularly accessibility – are minimised.

12.6 The level of car ownership in the Borough is below that of Lancashire and England at 33.5%. At the same time, 66.3% of employed residents in the Borough travel to work by car, compared to 61% in England and Wales. 8.2% travel to work by public transport, compared to 14.9% nationally. This data is from the 2001 Census: although the proportion of households owning a car is likely to have increased in the interim, many of these “new” households will only own one, so that other members of the household continue to need to travel for work, shopping, schools and so on without a car.
12.7 The Local Transport Plan notes that the Borough’s young population is likely to lead to a rapid rise in car ownership in the near future as a cohort of young people become old enough to drive. Coupled with future economic growth, this is likely to create pressure for much greater levels of car use.

12.8 The Core Strategy must address two main issues: firstly to allow people without access to cars to easily access jobs and services; and secondly to minimise the growth in car use (not ownership) by ensuring that development can easily be accessed without needing to use a car.

Policy CS22: Accessibility Strategy

1. New development will be located so as to minimise the need to travel, and so as to easily be accessed by non-car means including public transport, walking and cycling. Key accessible locations are those shown on the Access to Jobs and Services diagram, namely:

   i. The Borough’s five main transport “Hubs”: Blackburn and Darwen Town Centres; Ewood; Royal Blackburn Hospital / Shadsworth; and Whitebirk

   ii. Accessibility Corridors: The A678 and Furthergate / Burnley Road (part of the Pennine Roach public transport route); the A679 Accrington Road; the A674 Preston Old Road; and the A666 through Darwen (also part of the Pennine Reach route).

Development which is poorly accessible by non-car means will only be permitted in exceptional circumstances.

2. Where development is permitted in a less accessible location due to other considerations, or where it is likely to generate significant numbers of car journeys, the Council will expect the development to be accompanied by measures to improve accessibility by non-car means. This will normally be implemented through an in-kind or financial contribution from the developer, and may be supplemented through the Council’s own investment programme.

3. Major development proposals of all types must be accompanied by proposals to limit or reduce the number of car journeys generated. Development will only permitted where it does not generates unacceptable levels of car journeys and where adequate proposals for demand management are put in place.

12.9 Based on the issues described above, and in view of the framework already established by the Local Transport Plan, the overall strategy for Transport and Accessibility aims to minimise the need to travel, but retains a limited element of flexibility.
12.10 The Local Transport Plan 2006-2011 identifies areas of greatest accessibility by public transport – termed Hubs and Corridors. These locations – primarily town centres and major bus routes – will be a major focus for development, particularly of types which are open to the public or attract significant numbers of journeys.

12.11 In the Targeted Growth strategy we recognise that while most new development can be encouraged towards Town Centres and other sustainable locations, there is also a need to meet the requirements of the market in order to secure “transformational” economic change. The main example of this is our proposal for a small number of “prestige” business sites as described on Page 68. In line with this strategy, where development is sited in a less accessible location or one likely to generate a large number of car journeys, developers will be required to contribute towards the enhancement of accessibility by non-car means. Examples of how this will operate include payments towards public transport services, and the provision of high quality walking / cycling routes.

12.12 As well as by locating development sustainably, we can also aim to reduce car use and environmental impact from new development through demand management measures. Demand management measures, particularly Green Travel Planning, will be expected to be implemented for larger developments.
## Outcomes / Targets (2011-2026)

- 10% increase in bus patronage by 2011 (LTP2)
- 15% increase in rail patronage by 2011 (LTP2)
- 22% increase in number of cyclists entering Blackburn and Darwen town centres (LTP2)
- 19,000 new SMART cards to be issued by 2010/2011 (LTP2)
- The Council will aim to increase the satisfaction with public transport and information to Royal Blackburn Hospital for Darwen residents from 51% to 75% by 2011

## Indicators

- % of new residential development within 30 minutes public transport time of a GP, Hospital, Primary and Secondary School, Employment and a Major Retail Centre
- Number of planning applications refused on grounds of poor accessibility
- Bus patronage
- Rail patronage
- Number of pedestrians entering Blackburn and Darwen Town Centres
- Number of cyclists entering Blackburn and Darwen Town Centres
- % of residents with SMART cards
- DfT core indicators, focussing on journey time – report on these through delivery report process
- % of people travelling into Blackburn and Darwen Town Centres by car
- Number of planning applications refused on grounds of traffic generation or inadequate demand management proposals.

## Milestones

| Annual Monitoring Report: published December 2011-2026  
| Cycling strategy for the Borough  
| Pennine Reach  
| Improvements to Clitheroe - Manchester rail link  
| Freckleton Street road linkage | Implemented By: BwD BC: Forward Planning & Transport Policy PLACE | Means: MAA  
| LTP 2 and 3  
| Pennine Lancs Economic Strategy  
| Sustainable transport plans for schools |
Policy CS23: Tackling Worklessness

Measures will be put in place to maximise communities’ access to employment, and to remove barriers that prevent them from gaining work. Spatial planning actions to achieve this will be coordinated with measures put in place by other agencies. The range of measures will include:

i. Consideration of the accessibility of development in line with Policy CS22

ii. Consideration of the potential health impacts and impacts on the existing social and community infrastructure from new developments.

iii. Creation of new and expanded education facilities offering lifelong learning opportunities

iv. Creation of new and expanded health and leisure facilities

v. Training, public health and other social infrastructure investments

Development proposals should demonstrate that they will not jeopardise the Borough’s ability to improve educational attainment, health and well being of local residents.

12.13 Addressing the worklessness agenda is not specifically constrained to removing physical barriers to accessing work. Barriers to employment opportunities also include limitations in the social infrastructure of the Borough.

12.14 The challenge is to ensure that the workforce has sufficient skills and development opportunities to meet the challenges. If there is insufficient skilled labour able to fuel employment growth in higher value occupations, such employment opportunities may locate elsewhere.

12.15 There are a wide range of agendas being progressed from a large number of partners which will address these restrictions and ensure the Targeted Growth Strategy is beneficial to all of the Borough’s population.

12.16 There is a strong association between health and the economy. One of the significant factors in the low level of economic activity in Pennine Lancashire is the poor health of the population. High levels of obesity, coronary diseases and cardiovascular problems contribute significantly to absences from work and early retirement through ill health. Poor diet and exercise regimes compound the problems. Poor housing conditions and low household incomes also help
create a vicious circle of poverty, poor health and poor living conditions for many thousands of Pennine Lancashire residents.\textsuperscript{38}

12.17 The mortality rate in the Borough continues to be higher than the national average. A fifth (20.3\%) of residents in the Borough consider themselves to have a limiting long term illness, a greater percentage than in England and Wales (18.2\%)\textsuperscript{39}.

12.18 Although the Core Strategy cannot directly affect people’s health, the strategic planning choices that it sets out can do so indirectly. A key factor will be the location of new development and the ways in which people travel to it; walking and cycling can bring benefits for people’s health while increased car use may have implications for air quality.

12.19 The completion of the Royal Blackburn Hospital and the new Health Centre in Darwen along with the development of the proposed new Health Centre in Blackburn provide strategic health care for the Borough. GP provision in locations accessible to new housing developments will be a key consideration in the development management process and will need a coordinated approach from partners at the earliest stages.

12.20 3.1\% of pupils taking GCSEs in 2004 gained no passes, compared to 4.1\% for England and 6.3\% for the Borough’s “statistical neighbours”. 20.8\% of residents in the Borough are educated to degree level or above, compared to 25.4\% in the North West.\textsuperscript{40}

12.21 The Core Strategy cannot directly impact on educational attainment. However the retention of graduates within the Borough has been identified as a significant issue through consultation, and the Core Strategy can influence this by setting a framework for the provision of appropriate jobs, housing and facilities to encourage graduates to live in Blackburn with Darwen.

12.22 The Core Strategy as a Spatial Plan will be used by Council departments and partners to influence the approach taken to the location and design of new education facilities and support the wider objectives for increasing the level of educational attainment. The extent of capital programmes for education development during the life of the Core Strategy will have a substantial impact on the education provision across the Borough. These include the remodelling of the secondary sector through Building Schools for the Future programme and the new Darwen Aldridge Community Academy; this will be rolled out across the primary sector. It will also influence the capital programmes set by

\textsuperscript{38} MAA (2009) & PLES (2008)  
\textsuperscript{39} 2001 Census figures  
\textsuperscript{40} NOMIS data 2007
the colleges, and in particular, support the University College Status bid proposals in line with the MAA.

12.23 High knowledge content jobs contribute significantly to GVA and generally are paid much higher than other occupations. Pennine Lancashire contains a high percentage of low value, low knowledge content employment using unskilled labour. Employment in Pennine Lancashire is skewed towards less skilled occupations and a shortfall in the number of people employed in Managerial, Technical, or Professional roles (only 37% compared to 42% nationally).

12.24 Occupational projections for Lancashire as a whole suggest that employment growth will be skewed towards higher level occupations, with Managers, Professional and Technical occupations forecast to increase by 11%, compared to 2% growth of total employment. In particular, employment growth will be strongest for professional occupations (+19%). Strong growth is also forecast within the personal services occupations (+24%), reflecting the structural shift towards service based employment.

12.25 Just 22% of the Pennine Lancashire population hold a NVQ4 level four qualification. The Pennine Lancashire economy currently has 14,000 less graduates compared to other areas and with a population of over 522,000 Pennine Lancashire is the largest area in the country not to have its own university. The MAA prioritises increasing the number of higher education places available in Pennine Lancashire, with a focus on Blackburn College and Burnley College. Capital investment is already taking place in the Blackburn town centre college campus, which links into the wider town centre masterplan – taking centre stage in the proposed Knowledge Zone with links being made to the aerospace industry and potentially a new Regional Advanced Engineering Academy.

12.26 The secondary education provision in the Borough is currently under a substantial capital restructuring. The Building Schools for the Future programme involves the rebuilding of five of the Borough’s comprehensive schools on their existing sites, the closure of three schools and the development of one new school, along with the relocation of three schools onto vacated sites. In addition, the Academy in Darwen involves the closure of one school and its relocation to a new site (currently under construction). The new schools being developed will provide extended community services, including out of school activities, sports facilities, adult learning and health services.

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41 Working Futures Data
### Outcomes / Targets (2011-2026)

- 95% of adults to have basic skills in both functional literacy and numeracy by 2020
- 90% of adults to hold at least 2 qualifications or equivalent by 2020
- 500,000 apprenticeships delivered each year by 2020
- 40% of adults to hold at least level 4 qualifications or equivalent by 2020
- 80% of working age population into employment in Pennine Lancashire by 2020 (PLES)
- The Council will aim to increase the satisfaction with public transport and information to Queens Park Hospital for Darwen residents from 51% to 75% by 2011 (LTP 2)
- 15% increase in the number of children walking to work by 2011 (LTP 2)

### Indicators

- % of working age residents qualified to degree level and above
- % of pupils gaining 5 or more GCSE’s
- % of economically inactive residents of working age
- % of residents of working age claiming Job Seekers Allowance
- Duration of people claiming Job Seekers Allowance
- DfT has established a series of core indicators, focussing on journey time. A further 4 indicators and targets will be established in the course of the next 4 years and the first target will be monitored in partnership with the NHS trust via a travel survey of Queens Park Hospital staff and visitors.
- Number of children walking to school

### Milestones

<table>
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<tr>
<th>Milestones</th>
<th>Implemented By</th>
<th>Means</th>
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<tr>
<td>Building Schools for the Future programme implementation</td>
<td>PLACE</td>
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<tr>
<td>Blackburn College Development Darwen Academy: completion 2010</td>
<td>BwDBC</td>
<td>Pennine Lancs Economic Strategy MAA</td>
</tr>
<tr>
<td>Annual Monitoring Report: published December 2011-2026</td>
<td>MAA</td>
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<tr>
<td>Health and Well Being Operation Plan</td>
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PART 5:
SPATIAL IMPLICATIONS
13. “After” – How the areas identified in the Spatial Portrait will have changed at the end of the Core Strategy period

**Inner urban / Housing Market Renewal areas**

i. New housing meeting local needs including affordable housing and housing for rent

ii. New family housing

iii. Some business premises allowed to be redeveloped for housing

iv. Other business premises, mainly those better separated from housing areas, to be retained for their existing use or redeveloped for new business uses

v. Relatively high density and “urban” style of development

vi. Some new open spaces in areas of large scale change; improvements to open spaces elsewhere

vii. Shops and services provided through links to Town Centres plus other clusters including neighbourhood shopping centres and “hubs” around key uses such as schools

**“Suburban” housing areas**

i. New family housebuilding – mainly larger, higher market housing including “executive” housing. The preferred location for this development will be in Blackburn because of its better transport links, but a significant amount is also expected in Darwen

ii. Some business premises allowed to be redeveloped for housing

iii. Other business premises, mainly those better separated from housing areas, to be retained for their existing use or redeveloped for new business uses
iv. Facilities concentrated around neighbourhood centres and key uses including schools and health centres

v. New development to reflect the character of the existing area – higher density and more “urban” in transitional areas; lower density closer to the edge of the urban area

Blackburn Town Centre

i. New retail development including large scale “multiples”

ii. Some large scale new employment development in the Town Centre and around its fringes

iii. More “town centre living” – primarily apartments

iv. New public development including public administration, legal and financial services, further / higher education

v. Development of a public transport interchange / hub

vi. New “one-off” major developments

Darwen Town Centre

i. Main focus for services in Darwen – retail, secondary / further education, health, leisure

ii. New retail development including smaller scale and “independents”

iii. New employment within the Town Centre core

iv. Some “town centre living”

Motorway junction employment areas

i. Continuing implementation of schemes already permitted

ii. Consideration given to further development around Walker Park – broad location on north side of Blackamoor Road

iii. One new potential large scale motorway junction employment site – the “prestige” site at Whitebirk in Hyndburn Borough

Older employment areas

i. Continue as business areas

ii. Support / promotion for large scale redevelopment as new business areas
Villages

i. Limited new development – potential for some small scale housing / employment development

Open rural areas

i. Very limited new development. Individual circumstances may provide opportunities for commercial or tourism-led development
APPENDIX 1: SCHEDULE OF POLICIES FROM THE BLACKBURN WITH DARWEN BOROUGH LOCAL PLAN TO BE RETAINED / SUPERSEDED
**Policies to be retained / superseded from the Blackburn with Darwen Borough Local Plan (2002)**

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<th>Policies to be superseded by the Core Strategy</th>
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<td>URB1 Needed to define the urban boundary until Site Allocations / Development Management Policies DPD in place</td>
<td>H1 Housing target superseded by Policy CS6</td>
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<tr>
<td>H5, H6 Needed to set standards for provision of open space until Site Allocations / Development Management Policies DPD in place</td>
<td>H2 Approach to greenfield / brownfield development addressed by Policy CS6 and PPS3</td>
</tr>
<tr>
<td>EC2, EC3 Needed to protect against loss to other uses until Site Allocations / Development Management Policies DPD in place</td>
<td>H3 Superseded by locational policies for a range of uses.</td>
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<tr>
<td>T7 Needed to ensure continued protection for highway improvement corridors until Site Allocations / Development Management Policies DPD in place</td>
<td>H7 Superseded by Policy CS10 and future Site Allocations / Development Management Policies DPD</td>
</tr>
<tr>
<td>R1, R5 Needed to define precise boundaries for Town Centres and Major Neighbourhood Centres until these are reviewed under the Site Allocations / Development Management Policies DPD</td>
<td>H12 Allocation now implemented; further potential expansion can be addressed through general policy</td>
</tr>
<tr>
<td>H4, H8-11, EC5, EC6, T1-5, T9-10, T15-17, R3-4, R6, R8, R10-17, TRL1-11, HD1-18, RA1-11, RA13-16, LNC1-10, ENV1-10 Needed for development management purposes until Site Allocations / Development Management Policies DPD in place</td>
<td>EC1 Target superseded by Policies CS2 and CS3</td>
</tr>
<tr>
<td></td>
<td>EC4 Superseded by Policy CS2</td>
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<td>EC6 Superseded by locational policies on a range of uses</td>
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<tr>
<td></td>
<td>EC7 Superseded by Policy CS2</td>
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<tr>
<td></td>
<td>T6 No longer needed due to requirements of Building Regulations and DDA</td>
</tr>
<tr>
<td>(T8) Already not a saved policy</td>
<td></td>
</tr>
<tr>
<td>T11-14 Out of date – the Council works to parking standards contained in the former Joint Lancashire Structure Plan and former RSS BTC1-8 Development sites in Blackburn Town Centre now superseded by locational policies on a range of uses</td>
<td>BTC9 Superseded by Policy CS20</td>
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<tr>
<td>BTC1-3 Development sites in Darwen Town Centre now superseded by locational policies on a range of uses</td>
<td>R2 Superseded by Policy CS12</td>
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<td>R7 Superseded by Policy CS12 and PPS4</td>
<td>R9 Superseded by Policy CS12</td>
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<tr>
<td>RA12 Not needed given remaining design policies HD1-18 and accompanying SPDs</td>
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