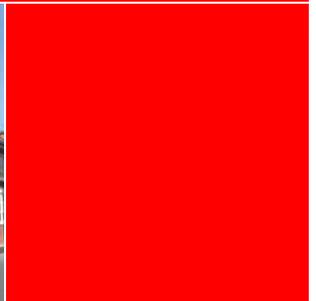


# Monitoring Report

Part of the Blackburn with Darwen  
Local Development Framework



# 3



December 2007



# PLANNING ANNUAL MONITORING REPORT



**BLACKBURN**  
*with*  
**DARWEN**  
BOROUGH COUNCIL

December 2007

---

## Executive Summary

This is the third Annual Monitoring Report of the Local Development Framework for the Borough of Blackburn with Darwen. Government legislation requires a report to be produced annually for submission at the end of each calendar year. This report includes monitoring information covering the period 1st April 2006 – 31st March 2007.

The Local Development Framework, which will eventually replace the current adopted Local Plan, is still in the development stage. Therefore there remain areas where monitoring was not possible. The report is however as comprehensive as is possible at this point and provides a snap shot of the borough. The monitoring has been completed using a set of indicators. The core output indicators used are those identified by the Government and will ensure consistent monitoring data is produced in future years. The current adopted Local Plan was seen to have performed well with policies being used effectively.

The report also monitors progress against milestones in the Local Development Scheme. The Council has adopted one LDD since the last AMR was produced: the Freckleton Street Masterplan SPD. Consultation on the Core Strategy Preferred Options Report took place between October and November 2007 in line with the LDS. Early work has begun on three other DPDs, but staffing issues have imposed delays which will need to be considered in preparing the 2008 LDS.

The Annual Monitoring Report includes information such as:

- Further land will need to be designated for business and industrial uses in the Local Development Framework.
- The housing trajectory recognises an oversupply of approximately 586 dwellings with regard to policies in the adopted Development Plan. The current completion rate is approximately 273 dwellings gross (222 net additional).
- The percentage of houses built on previously developed land was 94%.
- 77% of houses are being built at densities greater than 30 dwellings per hectare.
- 34.5% of the Borough's open spaces are managed to green flag award standard.
- Between 2001-2007 the Council lost 30% of planning appeals, compared to an approximate average of 33% nationally.
- 3.9% of the Borough is within Floodzones identified by the Environment Agency; this includes 3.8% of the Borough's properties.
- No planning applications were granted contrary to the advice of the Environment Agency on the grounds of flood defence or water quality.
- 25% of the Borough is protected through County Heritage Sites designation.

## 1. Introduction

- 1.1. The Borough of Blackburn with Darwen adopted its current Local Plan in 2002 and since 2004 has published an annual series of monitoring reports which have updated the current position in relation to planning policy and the plans performance in achieving its objectives. The review of the Plan will now take the form of a Local Development Framework (LDF) and this report provides information which will further monitor impact on the Local Plan and also provide baseline data for the LDF.
- 1.2. This report represents the third Annual Monitoring Report of the Borough inline with the requirements of The Town and Country Planning (Local Development) (England) Regulations 2004. The annual report will include the most up-to-date information to 31st March each year and will be published in December. Over time, the production of the LDF will develop a full set of indicators in a monitoring framework against which to monitor performance of the LDF. However, whilst the Local Plan is still the adopted plan and the LDF remains in the early stages of development, this report will monitor the statutory indicators as well as those seen relevant at this time to assist in developing the LDF. By creating a set of indicators for which new and updated data is regularly available, the approach to monitoring will be consistent and will subsequently allow analysis of results. The culmination of the indicators will be an assessment of how effectively the Local Development Framework is performing. Areas in need of further development will therefore be highlighted.
- 1.3. The indicators to be included in monitoring reports are:

**Contextual Indicators** – These provide a backdrop against which to consider the effects of policies and inform the interpretation of output and significant effects indicators. Each section of the report begins by setting out the contextual indicators relevant to the theme being monitored.

**Output Indicators** – These measure quantifiable physical activities that are directly related to, and are a consequence of, the implementation of planning policies. They will eventually be derived from the key spatial and sustainability objectives of the LDF as it is developed. In the meantime however, the current strategy and policies of the Local Plan will be monitored as output indicators. There are also some output indicators prescribed by the Government that are called Core Output Indicators. These have also been included in the relevant chapter by theme.

**Significant Effects Indicators** – These will be derived from the sustainability appraisal process as the LDF develops. They enable a comparison to be made between the predicted effects of the policies on society, the environment and the economy and the actual effects measured during implementation of the policies. Current guidance suggests that where saved policies in the Local Plan are to be replaced there may be little point in carrying out any retrospective sustainability appraisal of them and identifying significant effects indicators. Therefore, this report includes no significant effects indicators as no policies have yet been developed in the LDF.

- 1.4. Another element of the report is an update of the progress of the LDF against the Local Development Scheme (LDS). The LDS sets out the production timetable for documents in the LDF and the third LDS was published in March

2007. The Council has updated its position to reflect the latest stages of LDF production. The LDS keeps a rolling three-year programme of work and it is through the Annual Monitoring Report that its progress is tracked and then changes updated as necessary. This is included in Chapter 2 of this report.

- 1.5. The monitoring of information is described as part of a crucial feedback loop within the cyclical process of policy-making and its main aim is to make plans better through keeping a check on the outcomes. The need for clear mechanisms for implementation and monitoring of plans is one of the tests of soundness for the LDF, highlighting the importance of monitoring in the overall planning system.
- 1.6. Chapters 4-9 of this report is based on the main themes identified during the early stages of producing the Core Strategy Document of the LDF. Contextual and Output indicators are included in each section along with monitoring of the relevant sections of the Local Plan, updating information in the Local Plan and monitoring the performance of specific policies. Monitoring information in this report relates to the period 1st April 2006 to 31st March 2007 unless otherwise stated.
- 1.7. The formation of a solid baseline data set was essential to inform the monitoring report. Data was obtained from a variety of sources including original data from Blackburn with Darwen Borough Council. The Blackburn with Darwen Local Development Framework Core Strategy: Sustainability Appraisal Scoping Report was particularly useful as this assisted in producing the list of indicators used within the report. The adopted Joint Lancashire Structure Plan 2001-2016, produced by Blackburn with Darwen Borough Council, Blackpool Borough Council and Lancashire County Council utilises the sharing of information and provides useful comparative data for the monitoring. In addition to this, the Department for Communities and Local Government (dCLG) and the Office for National Statistics (ONS) allowed for the most up to date data available to be used. The Environmental Audit, produced in 2004 by Groundwork Blackburn was useful in providing information on biodiversity and open space in the Borough. Information was also provided by the NWRA, primarily in relation to the Core Output Indicators and regional monitoring. As the Local Development Framework is still in the development stage, at present there are only a handful of documents in draft, or completed format. The Local Plan has therefore played a large part in this monitoring report, however as the LDF progresses, data sources for the monitoring reports will change.

## 2. Local Development Scheme: Milestones

2.1. The Local Development Scheme (LDS) was first published in March 2005 with revised versions in 2006 and 2007. The LDS sets out what new and revised planning policy documents the Council intends to produce; the current version providing a timetable from 2007 to 2010 for 12 documents within the Local Development Framework. This monitoring report provides an update on the current position in meeting that timetable and where, if any, changes are required in the next LDS. An updated timetable based on the LDS, including achievements and slippages is set out in Appendix I.

### **Analysis of Local Development Scheme Milestones**

2.2. The 12 documents in the LDS include the Core Strategy, five Development Plan Documents (DPD), 5 Supplementary Planning Documents (SPD) and this Annual Monitoring Report. The Council has adopted one LDD since the 2006 AMR: the Freckleton Street Masterplan SPD.

### **Core Strategy**

2.3. The Council has repeated the Preferred Options consultation stage for its Core Strategy. This took place in October and November 2007 and therefore met the 2007 LDS milestone.

### **Housing Allocations and Policies, Commercial Development Allocations and Policies, Environment and Proposals Map for Borough**

2.4. Issues-based front-loaded consultation has taken place in respect of the Environment DPD. The Housing and Commercial Development DPDs remain at the evidence-gathering stage. The next formal LDS milestones for this suite of documents are publication of the SA Scoping Report in September 2008, and Preferred Options consultation in February-April 2009.

### **Development Control Policies**

2.5. The 2007 LDS substantially revised the timetable for this document and significant work is not programmed to start until late 2008 / early 2009.

### **Darwen Town Centre Masterplan**

2.6. The timetable for this document has slipped with respect to the 2007 LDS. It is currently anticipated that the draft SPD will be consulted on in February / March 2008.

### **Freckleton Street Masterplan**

2.7. This SPD was adopted in October 2007.

### **Queen Street/Hindle Street, Darwen, HMR Masterplan**

2.8. Work is progressing on this SPD with a target of publishing a draft for consultation in March 2008.

### **Housing Design Guide**

2.9. A draft of this SPD is expected to be published for consultation in February / March 2008.

### **Commercial and Business Development Design Guide**

2.10. Work has not begun on this document due to other priorities. The 2008 LDS will consider whether the document is still needed.

**Saved Policies from the Local Plan**

2.11. All except two Local Plan Policies (T8 and BTC3) have been “saved” until replaced by LDF policies. This is explained in more detail in a series of documents available on the Council’s website at [www.blackburn.gov.uk/server.php?show=ConWebDoc.36784](http://www.blackburn.gov.uk/server.php?show=ConWebDoc.36784)

### 3. An Introduction to Blackburn with Darwen

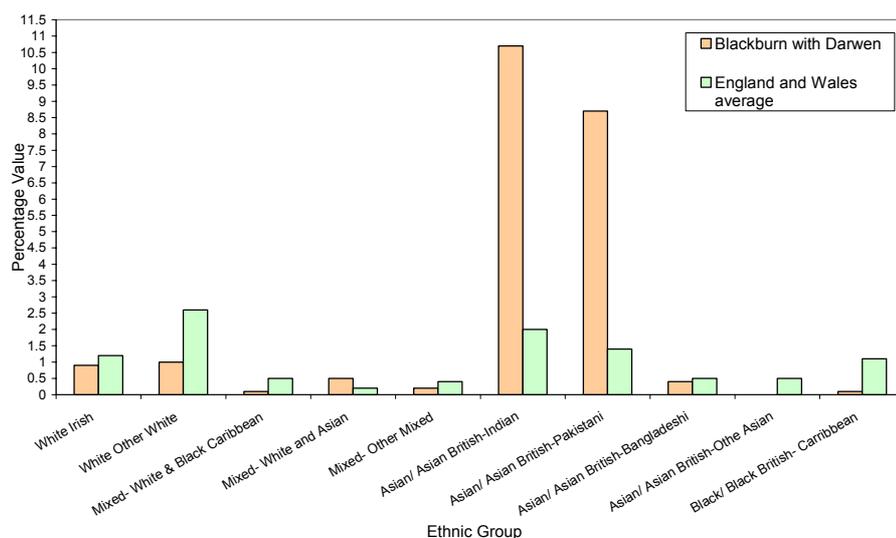
#### Population

3.1. The mid-year estimate in 2006 put the population of the borough at 141,200. The 2001 census measured the population as 137,471<sup>1</sup>, which showed only a slight increase from 1991 levels. The population has remained fairly consistent over these time periods. In 2001, the borough exhibited the second highest proportion of residents aged 16 or under in the country, making up 25%<sup>2</sup> of the Borough’s population.

#### Ethnicity

3.2. The majority of the Borough’s population are White British, with 76% compared to an average for England and Wales of 87%. Figure 3.1 shows the other ethnic groups of the borough and compares figures with the national average for England and Wales. It shows that the main black and minority ethnic groups are Asian British-Indian and Asian British-Pakistani, both significantly higher than the England and Wales average.

**Fig 3.1 Percentage of Black and Minority Ethnic Groups in Blackburn with Darwen and England and Wales**



#### Deprivation

3.3. The Indices of deprivation is a useful indication of all types of deprivation across the country. In terms of the rank of average of ranks, in 2004<sup>3</sup> the borough rates as the 45th most deprived of the 354 districts in England and ranked fifth within Greater Manchester and the East Lancashire authorities. The Indices of Multiple Deprivation are derived at Lower Super Output Areas (LSOA), which are small boundaries within wards in the Borough. Figure 3.2 shows the results based on how these small areas are ranked across England, with those within the top 1% most deprived to those within the top 25% most deprived.

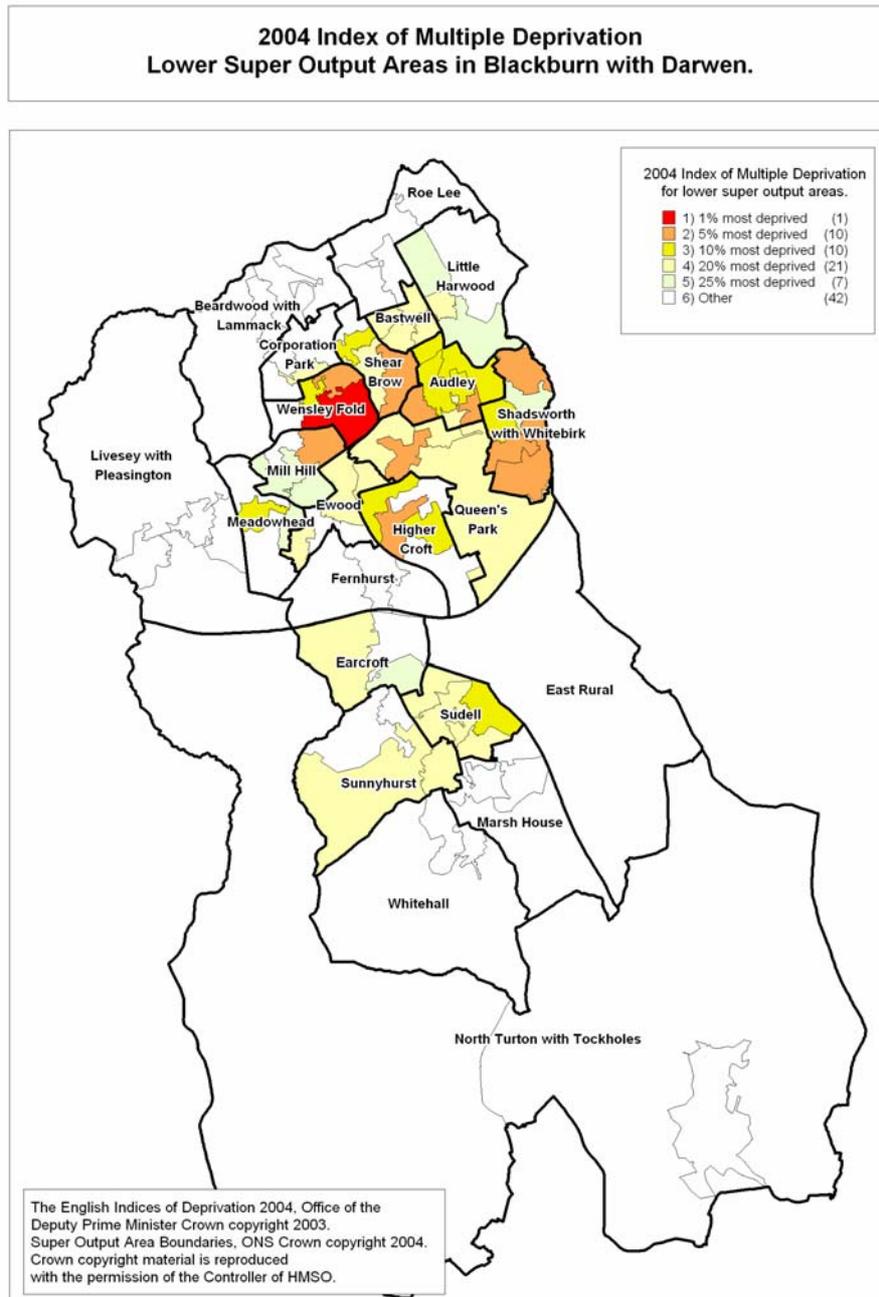
<sup>1</sup> ONS Census Data 2001

<sup>2</sup> ONS Census Data 2001

<sup>3</sup> English Indices of Deprivation 2004 (revised)

3.4. Working the LSOA into ward averages, the five most deprived wards are Shadsworth with Whitebirk, Audley, Queen’s Park, Bastwell and Wensley Fold. The Map however highlights that the most deprived LSOAs are within Wensley Fold, but this ward ranks fifth most deprived on average. The map therefore gives a more detailed look at the variations in deprivation across the Borough.

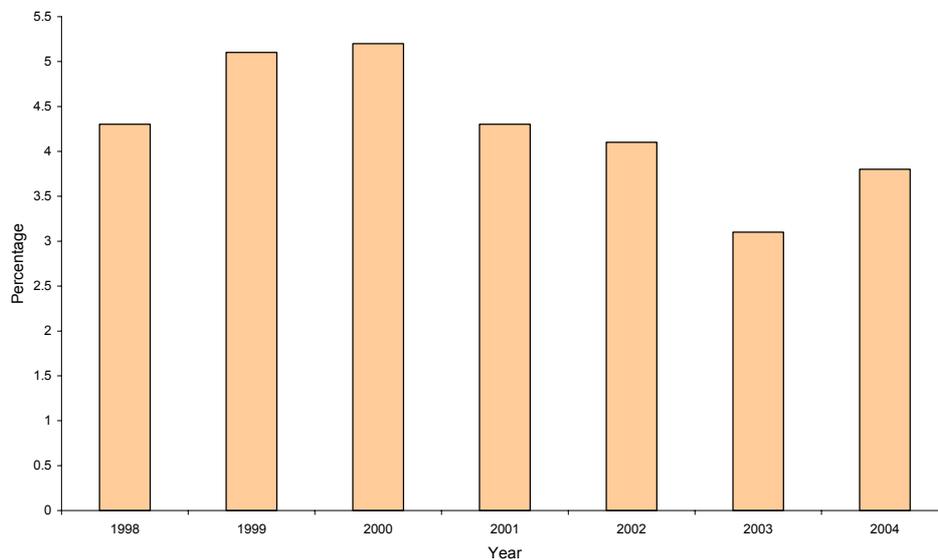
**Fig 3.2 Map of 2004 Index of Multiple Deprivation across Blackburn with Darwen**



## Education

- 3.5. Census data from 2001 showed that 37.2% of residents aged 16-74 had no qualifications. This figure was higher than the figure for England and Wales, which stood at 29.1%<sup>4</sup>. Census data from 2001 showed that 13.8% of residents within the borough were qualified to degree level or above. This falls significantly below the national average of 19.8% and highlights that more needs to be done to attract and retain graduates to the area, as outlined in the core strategy scoping report.
- 3.6. Figures from OFSTED show that in 2004, 3.1% of pupils taking GCSEs did not achieve any passes. At this time, the figure for England was 4.1% and 6.3% for Blackburn with Darwen's "statistical neighbours". Figure 3.3 below illustrates this trend.

**Fig 3.3 Percentage of Pupils taking GCSE's who did not achieve any passes**



<sup>4</sup> OFSTED, *LEA Statistical Profile*, 2003

## 4. Economy

### Contextual Indicators

#### **Worklessness**

- 4.1. The proportion of people of working age who are economically inactive (but not necessarily claiming benefits) is higher in the Borough (at 38.7%) than in the North West region (36.1%) or England (33.1%) (April 2001 figures). This is mainly explained by greater proportions of people looking after home or family, or permanently sick / disabled.

#### **Unemployment**

- 4.2. The most recent figures, for September 2006 show that 3.2<sup>5</sup>% of the working age population are claiming Job Seekers Allowance. This figure is higher than that for the North West. These figures show a reduction of 1.2% in the number of people in the Borough claiming Job Seekers allowance since February 2003.
- 4.3. In September 2006, the number of residents unemployed for 12 months or more within the borough, as a percentage of all unemployed, was measured at 9.5%, which is an increase of 2.4% from November 2003. This is significantly lower than the average for Great Britain (16.7%) and for<sup>6</sup>the North West as a whole (15.1%). Also at this time, the percentage of unemployed people under 25 years of age was measured at 37.6% which is an increase over the past 3 years of 2.6%.

#### **Socio-Economic Profile**

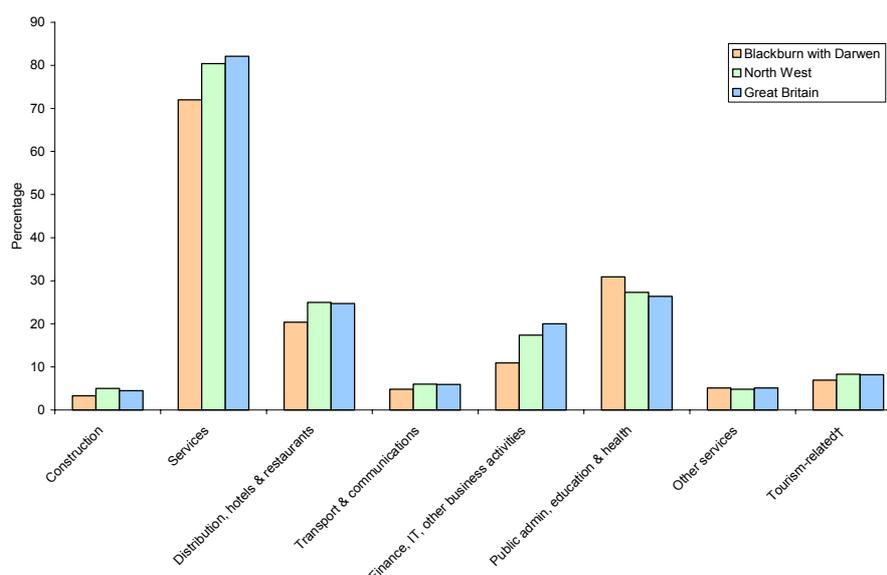
- 4.4. As at November 2003<sup>7</sup>, over a quarter of jobs (26.7%) in Blackburn with Darwen were within the manufacturing sector. For England and Wales, the average figure stood at 14.3%, which highlighted that the figure for the borough is 12.4% above the national average. Figure 4.1 below shows the socio economic profiles of the 2001 Census from the National Statistics Socio-economic Classification (NS-NeC). Compared to England and Wales, the borough have a greater proportion of residents aged 16 to 74 in the lower socio economic groups. 12.2% of the borough's residents are employed in routine occupations compared to 9.1% nationally, and 6.6% have never worked, compared to 2.7% nationally.

---

<sup>5</sup> NOMIS

<sup>6</sup> ONS, Claimant Count

<sup>7</sup> ONS, Claimant Count, NOMIS

**Fig 4.1 Proportions of Jobs by Economic Sector**

### Weekly Earnings

4.5. Gross weekly average earnings for full time workers in Blackburn with Darwen in<sup>8</sup>. in 2005 were £368.90. This is £41.10 less than the North West average and £64.20 less than the national average. This suggests that the average gross weekly earnings in Blackburn with Darwen have decreased by £31.00 since 2003.

### Output Indicators

#### Amount of land developed for employment by type.

4.6. The total amount of new completed gross floorspace for business and industrial uses is 37,348m<sup>2</sup> which is across 3.82 hectares of land. This includes the following types of business and industrial uses.

**Fig 4.2 Employment Land Completed by Type**

Business & Industrial Use	Floorspace Completed (m <sup>2</sup> )	On Previously Developed Land	% Previously Developed Land
B1 Office	24536	20772	85%
B1 Light Industry	0	0	0
B2 General Industry	1626	1110	68%
B8 Warehousing	10070	10070	100%
Mixed B2, B8	1115	0	0
Total	37348	31960	85%

#### Amount of land developed for employment, by type, which is in development and/or regeneration areas defined in the local development framework

4.7. At this stage of the LDF preparation, it is not possible to monitor this indicator. This will be possible when the areas are identified and defined as the LDF is

<sup>8</sup> ONS New Earnings Survey and data available from CACI modelled data purchased by the Council

further developed. Within the regional context, the whole of the Borough of Blackburn with Darwen is a Regeneration Priority Area.

**Percentage of land developed for employment by type, which is on previously developed land (PDL)**

4.8. As can be seen in Figure 4.2 above, 85% of business and industrial development floorspace was developed on previously developed land. This has varied significantly in recent years, reflecting the impact of individual developments reaching completion.

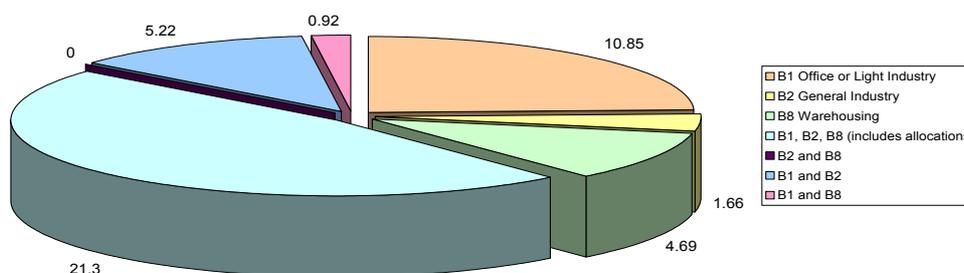
**Employment land supply by type**

4.9. There is 52.9 hectares of employment land available which can be counted as ‘supply’. This is made up of extant planning permissions and sites allocated in the Local Plan. Figure 4.3 shows the sites with extant permission and Figure 4.4 shows those sites allocated in the Local Plan

**Fig 4.3a Employment Land Supply by Type**

Business & Industrial Use	Land Supply (Hectares)
B1 Office or Light Industry	10.85
B2 General Industry	1.66
B8 Warehousing	4.69
B1, B2, B8 (includes allocations)	29.5
B2 and B8	0
B1 and B2	5.22
B1 and B8	0.92

**Fig 4.3b Employment Land Supply by Type (%)**



4.10. Figure 4.3 shows that a significant proportion of land supply for business and industrial uses is in Use Class B1 (office and light industry) and also that almost half of the sites with permission or allocated contain a mixture of business, industrial and warehousing uses.

**Losses of employment land**

4.11. No major employment areas have been lost to residential development in the monitoring period.

## **Performance of Local Plan Policies**

### **Policy EC1 – Business and Industrial Allocations**

4.12. This policy in the Local Plan allocated five sites for business and industrial uses totalling 13 hectares of land. No further development has been undertaken on any of these sites over the last 12 months. The situation as at April 2007 is as follows.

**Fig 4.4 Update on Business and Industrial Allocations**

Site	Remaining Land Allocated
EC1/1 – Chapels Park	2.8
EC1/2 – Slack Gate	1.1
EC1/3 – Hollins Goods Yard	1.3
EC1/4 – Lower Darwen Paper Mill	3.0
EC1/5 – Lower Eccleshill Farm	0
Total	8.2

4.13. Table 3.1 of the Blackburn with Darwen Borough Local Plan set out the Business and Industrial Land Provision for the Plan period as at April 2000. Since then, monitoring has been undertaken recording completions and new planning permissions. Fig 4.5 shows these results, which highlights a fairly consistent level of development, until 2005 when the amount of land developed increased. This then dropped significantly in 2005-2006, but has increased again in 2006-2007.

**Fig 4.5 Business and Industrial Land Developed**

Monitoring Period	Land Developed (Hectares)
2000-2001	6.67 ha
2001-2002	5.51 ha
2002-2003	5.82 ha
2003-2004	6.82 ha
2004-2005	8.55 ha
2005-2006	2.85 ha
2006-2007	3.82 ha

4.14. Updating Table 3.1 in the Local Plan to April 2006, as shown in Fig 4.6, shows the current situation with regards business and industrial land supply in the Borough.

**Fig 4.6 Updated Business and Industrial Land Supply**

Structure Plan Requirement	120.00 ha
1) Sites built 1991-2006 (period of Local Plan and previous Structure Plan)	100.39 ha
2) Sites with planning permission/ committed sites	44.71 ha
3) Remaining Allocations	8.2 ha

- 4.15. During the period 1991-2006, 100.39 ha of land was developed for Business and Industrial purposes. This represents 84% of the intended Local Plan provision.
- 4.16. In terms of monitoring towards the new Structure Plan period of 2001-2016 there has been 33.4 ha of land developed. Including the outstanding planning permissions and allocations shown above gives approximately 86.3 ha of land. The Joint Lancashire Structure Plan gives a total provision for Blackburn with Darwen Borough up to 2016 of 125 hectares. There is therefore a need for more land to be designated for business and industrial uses in the Local Development Framework.

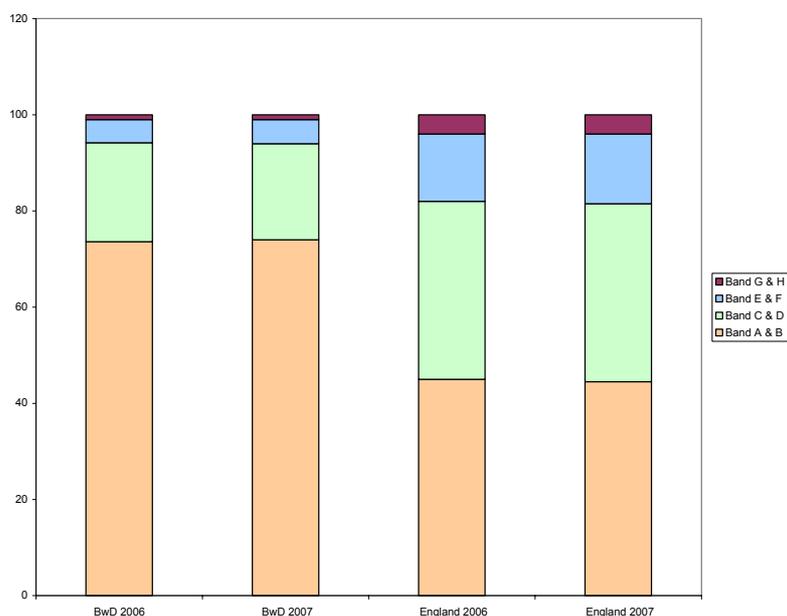
## 5. Housing

### Contextual Indicators

#### Council Tax Bandings

5.1. Fig 5.1 shows the percentage of dwellings in each Council Tax band within Blackburn with Darwen compared with national figures for England and Wales<sup>9</sup>. It shows a much higher proportion of houses in the lower Council Tax bands, some 30% more in bands A and B, with all other bands being lower than the England and Wales average.

**Fig 5.1 Percentage of Dwellings by Council Tax Band**



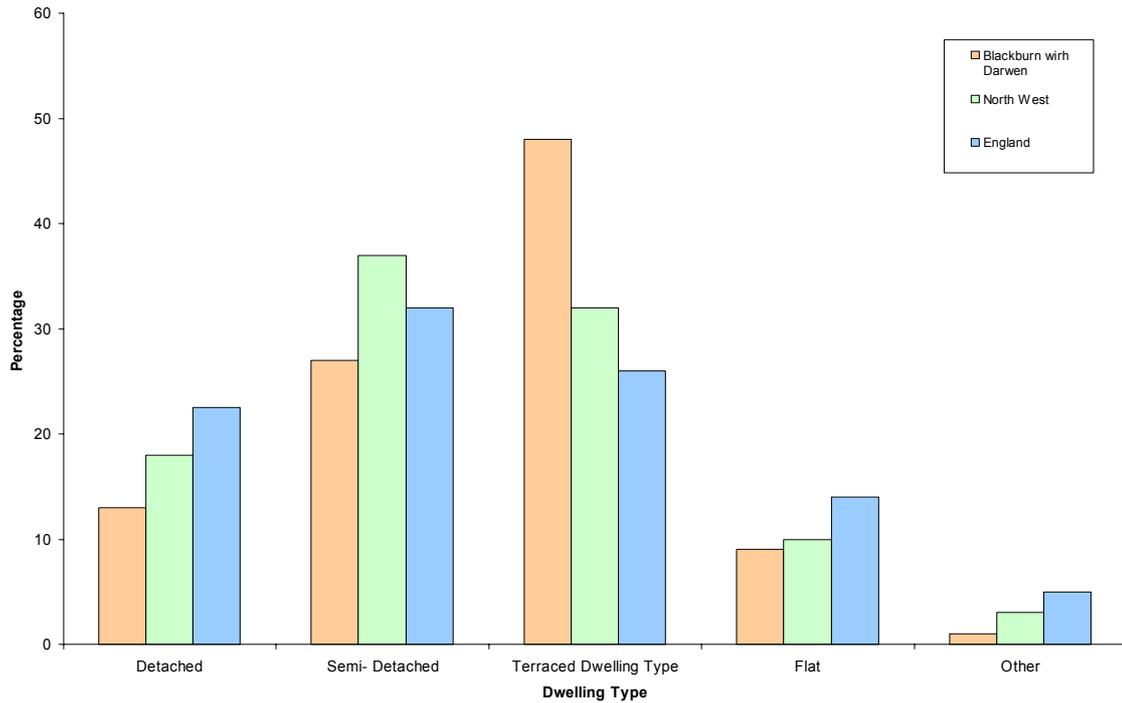
#### Household Composition

5.2. Fig 5.2 shows a significant difference between the percentage of dwelling types in Blackburn with Darwen, the North West and England as a whole, in particular the much higher percentage of terraced properties in the Borough.<sup>10</sup>

<sup>9</sup> ONS Census data 2001

<sup>10</sup> Office of National Statistics 2001

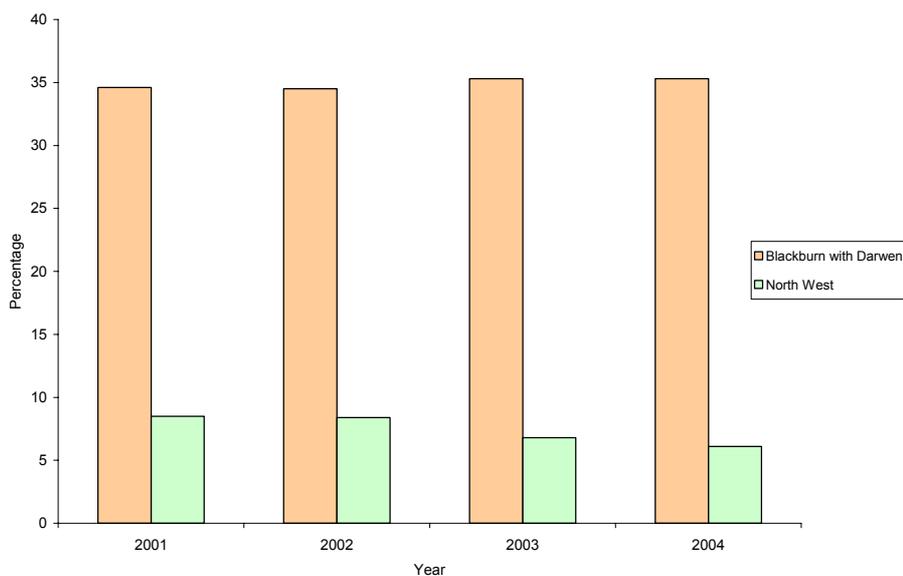
**Fig 5.2 Comparison of Percentage of Household Types**



**Housing Fitness**

5.3. In 2004, 35.3% of properties were considered unfit within the borough. This figure is higher than North West average. Earlier data shows that this has been a problematic area for a number of years in the borough. This is illustrated in Fig 5.3<sup>11</sup>.

**Fig 5.3 Percentage of Unfit Properties in the Borough**



<sup>11</sup> ODPM Dwelling Stock by Tenure and Condition.

**Quality of residential “offer”**

5.4. The dominance of terraced property, and the relatively poor condition of some of the housing stock, are factors affecting the quality of the residential “offer” in the Borough. This issue has been identified and further elaborated upon through consultation on the LDF Core Strategy.

**Output Indicators**

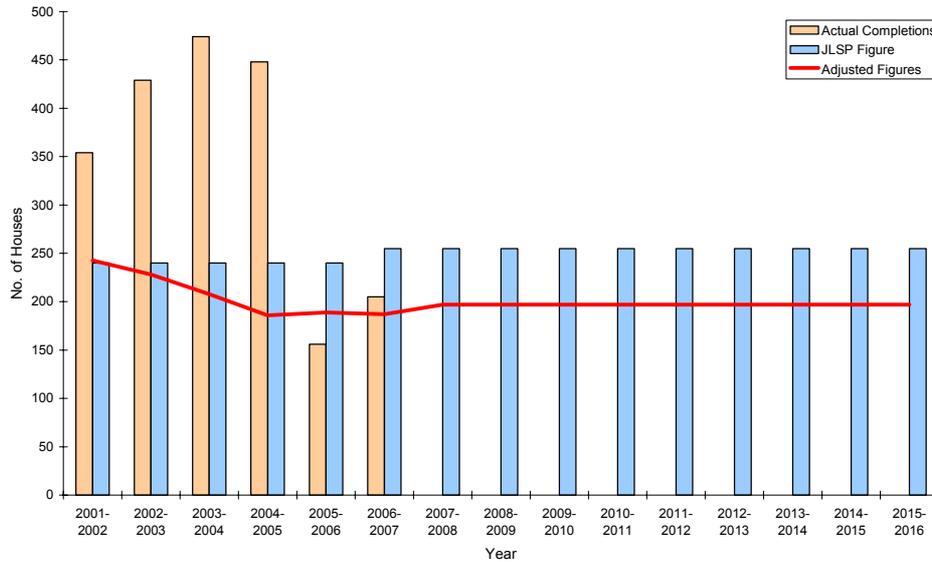
*NB. The housing supply and trajectory information provided here relates to targets in Policy 12 of the Joint Lancashire Structure Plan, which remains part of the adopted Development Plan for the Borough. New RSS for the North West is emerging, which sets out different housing targets for the region and for Blackburn with Darwen. The Council intends to update its Interim Policy Statement on Housing to address issues raised by the RSS. The Interim Policy Review is considering the issue of phasing housing targets towards the RSS figure, but this work is ongoing.*

*The reviewed Interim Policy Statement will develop a housing trajectory with reference to the new RSS and any proposed phasing once the Council’s approach to this is determined, and will supplement the information contained in this AMR.*

**Housing trajectory**

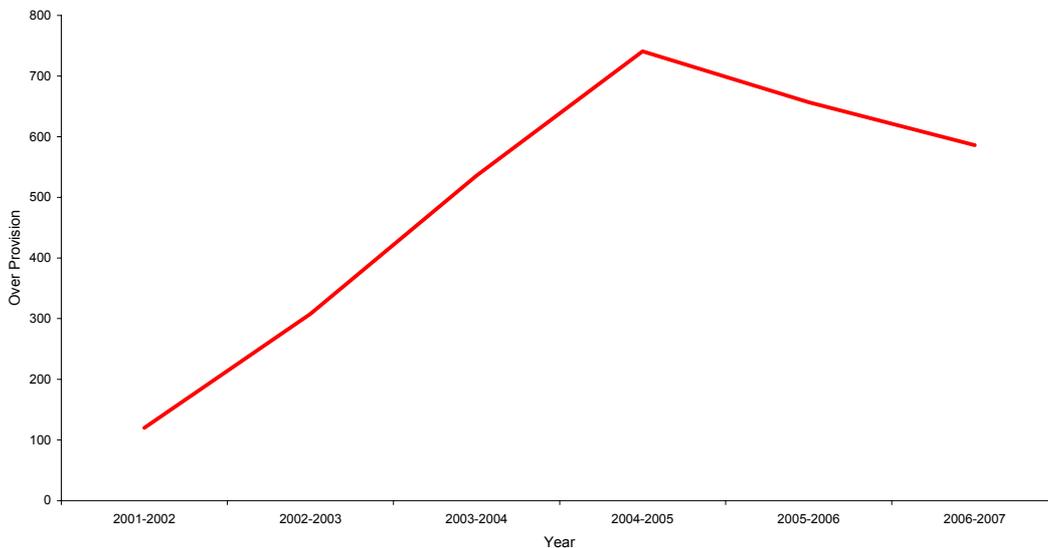
- There have been 1729 net additional dwellings over the previous five year period.
  - There have been 205 net additional dwellings for the current year, and an additional 51 units that have been built are being accounted for as replacement for clearance, under policy 13 of the JLSP.
  - There is a projected 1664 net additional dwellings required up to the end of the Joint Lancashire Structure Plan period.
  - The annual net additional dwelling requirement of dwellings is 255 per annum to 2016.
  - An annual average number of 187 net additional dwellings are needed to meet overall housing requirements, having regard to previous year’s performance.
- 5.5. Fig 5.4 shows the annualised Structure Plan target, the number of houses completed from 2001-2007 and also the reduced rate at which houses should be developed in order to reduce the oversupply and meet the Structure Plan target of 3730 to 2016. It shows a future projection of approximately 187 dwellings over the next nine years, a reduction of 27% on the Structure Plan annualised figure of 255 per annum.

**Fig 5.4 Housing Trajectory**



5.6. Figure 5.5 shows a cumulative increase year on year of housing completions above the annualised provision figures in the JLSP since the period began in 2001, up until last year where the cumulative over-provision reduced as a result of a much lower number of houses being completed. This pattern continued this year which makes the over provision is now 586 dwellings, representing two years' provision at the original level of 255 dwellings per annum. This still represents a significant oversupply based on JLSP figures.

**Fig 5.5 Cumulative Housing Over-Provision Year on Year (cf. JLSP targets)**



## Percentage of New and Converted Dwellings on Previously Developed Land (PDL)

5.7. There were 94% of new and converted dwellings on previously developed land in 2007. This figure is an increase from 42% in 2004, 60% in 2005 and 77.5% in 2006 and reflects the Council's approach to restricting new permission for housing to brownfield sites.

**Fig 5.6 Percentage of New and Converted Dwellings on Previously Developed Land**

	Non – PDL	PDL
New Build	12	244
Conversion	3	14
Total	15	258
Percentage	6%	94%

## Percentage of new dwellings completed at: less than 30 dwellings per hectare; between 30 and 50 dwellings per hectare; and above 50 dwellings per hectare

### Density of Housing Development

5.8. Information collected on density by the Regional Assembly over recent years cannot be compared due to a change in the way it is collated. Information for 2003 is for the number of completed units on a site when the whole site is completed, whereas 2004 was widened to include all completions on sites of 10 or more dwellings, irrespective of the site being complete, and then from 2005 onwards has increased the threshold to five or more dwellings. The density is separated into three categories, less than 30 dwellings per hectare; between 30 and 50 dwellings per hectare; and those with a density greater than 50 dwellings per hectare.

**Fig 5.7 Density of New Housing Development Completed Since 2003**

Density	2003	2004	2005	2006	2007
(i) <30	84	191	157	64	53
(ii) 30-50	45	246	147	70	14
(iii) >50	0	0	109	35	161

Information as collated by North West Regional Assembly

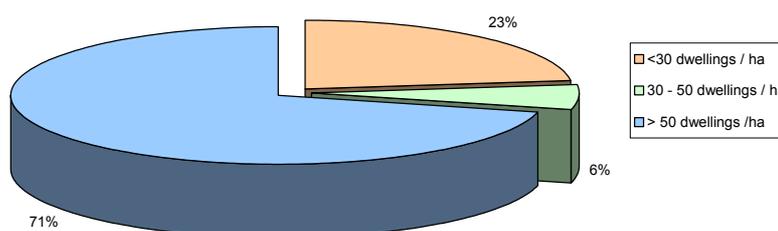
5.9. Fig 5.8 shows that 77% of completed housing was on sites with a density of 30 dwellings per hectare or more. Planning Policy Statement 3: Housing, and the adopted Local Plan both seek densities of greater than 30 dwellings per hectare.

- < 30 dwellings per hectare – 53      23%
- 30-50 dwellings per hectare – 14      6%
- > 50 dwellings per hectare – 35      71%

5.10. While this information monitors the density of housing development on sites that are being built, another measure of the success of planning policy would be

the density of those new sites which are granted planning permission. This would show the impact of the policy on a much shorter timescale, rather than a gradual improvement as old permissions are built out. This method of data collection would prove difficult as many changes to the number of dwellings on a site, and therefore the overall density, may occur before the site is built. The original planning applications however should still have a density greater than 30 dwellings per hectare in order to comply with the policy. This method of data collection shall be investigated for future monitoring purposes.

**Fig 5.8 Percentage of New Dwellings Completed by Density 2006**



### Affordable housing completions

5.11. There has been 104 affordable housing/ houses developed through the planning system this year. Affordable housing is defined as: (i) wholly funded through registered social landlord and or local authorities, (ii) wholly funded through developer contribution or (iii) funded through a mix of public subsidy and developer contribution.

## Performance of Local Plan Policies

### Policy H2 – Development of Large Unallocated Sites

5.12. This Policy gives a priority for new large housing sites (for 10 or more dwellings or greater than 0.4 hectares) to those with good accessibility and that are previously developed. No new large greenfield sites have been granted planning permission for housing since October 1999. This policy has therefore ensured that all large sites coming forward for development have been on previously developed land, therefore ensuring the recycling of land within the urban area.

**Fig 5.9 New Housing Completed Since 2000**

Year	Total	Brownfield	Greenfield	Brownfield Percentage
2000-2001	426	212	214	50 %
2001-2002	363	173	190	48 %
2002-2003	429	235	194	55 %
2003-2004	474	200	274	42%
2004-2005	448	271	177	60%
2005-2006	191	148	43	77%
2006-2007	273	258	15	94%

These include new build completions and gross conversions/changes of use.

5.13. The brownfield figure for completions has fluctuated somewhat over the past seven years, providing an average of 61%. The influence of the planning policies on this indicator can take time to materialise due to its nature as once a planning permission is granted, the speed at which development is undertaken is entirely dependent upon the house builders. It is expected that once the current Greenfield developments are 'built out', the figure will increase considerably.

**Fig 5.10 New Planning Permissions for Housing Since 2000**

Year	Brownfield	Greenfield	Brownfield Percentage
2000-2001	61	0	100 %
2001-2002	124	7	95 %
2002-2003	24	5	83 %
2003-2004	243	3	99%
2004-2005	229	0	100%
2005-2006	869	0	100%
2006-2007	353	13	96%

5.14. Fig 5.11 shows that since April 2000, 96% of units granted planning permission for housing has been on brownfield sites. Of the 28 Greenfield dwellings granted planning permission over the past seven years, 13 units (granted permission this year) were on what is deemed a large site (greater than 0.4 hectares in size or accommodating 10 or more dwellings) as stated in Policy H2 above. This permission was for a housing development undertaken by a Registered Social Landlord (RSL) and was deemed as the only suitable site to meet the criteria of the development.

### **Policy H1 - Housing Provision**

5.15. This Policy allocated four sites for new housing, these are:

- Crossfield Street - 26 Dwellings
- Ellison Fold - 53 Dwellings
- Cemetery Road 13 Dwellings
- Livesey Branch Road - 28 Dwellings

5.16. Of these sites only the Livesey Branch Road site has been redeveloped, providing 34 dwellings.

5.17. Since the figures in the Local Plan were produced there has been seven monitoring surveys completed. The numbers of new housing completions (including conversions) for these periods are as follows:

2000-2001	426 dwellings
2001-2002	363 dwellings
2002-2003	429 dwellings
2003-2004	474 dwellings
2004-2005	448 dwellings
2005-2006	191 dwellings
2006-2007	273 dwellings

- 5.18. The total amount of new housing completed over the Local Plan period of 2001-2006 was 7368 units. This is close to the figure of 7152 originally set out in Policy H1.
- 5.19. The Joint Lancashire Structure Plan period is between 2001 and 2016 and as at 2007 there have been 2066 recorded net completions in this period, towards a target of 3730. Against the annual completion rates prescribed in the JLSPP this represents an oversupply of housing and the Council has produced an interim policy statement to address the situation, resulting in a restrictive approach to new planning permissions for housing. This interim Policy Statement was originally introduced in 2004 and is currently being updated.
- 5.20. During 2007 the Council carried out a Strategic Housing Land Availability Assessment (SHLAA) which sought to identify sites for development and make assessments on housing potential across the Borough. The Strategic Housing Land Availability Assessment is due to be completed in early 2008, and will form part of the baseline information that will inform the Local Development Framework.

### **Demolitions**

- 5.21. In 2006-2007 there have been 156 dwellings demolished. Each clearance project affects the housing stock differently because of the differing needs of people affected and levels of vacancy in the stock to be demolished. The Council therefore continues to assess the need for replacement properties on a case-by-case basis.

## 6. Accessibility and Transport

### Contextual Indicators

#### Infrastructure

6.1. In terms of collating qualitative data regarding the quality of infrastructure within and outwith the borough, early consultation (under Regulation 25) on issues for the core strategy indicated a significant problem relating to public transport links to the key conurbations of Manchester, Merseyside and Leeds / Bradford. This highlighted the need to improve the quality of services<sup>12</sup>.

#### Car Ownership

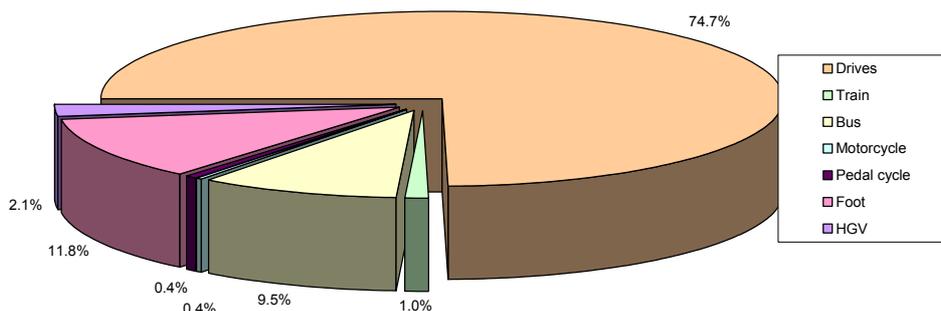
6.2. In 2001, 33.5%<sup>13</sup> of households in the borough did not own a car. This is a significantly high figure compared to the figures for Lancashire (25.1%) and England (26.8%).

#### Modal Choice

6.3. Fig 6.1 shows the modal split of people travelling into Blackburn Town Centre, highlighting the significant dominance of the car. Data collection is currently being extended to include Darwen Town Centre<sup>14</sup> and series data will become available over time.

6.4. There is a suggestion that although requirements for travel plans are being introduced at planning application stage, ongoing implementation and monitoring of these requires further attention. This will be considered again through the LDF but also requires attention corporately.

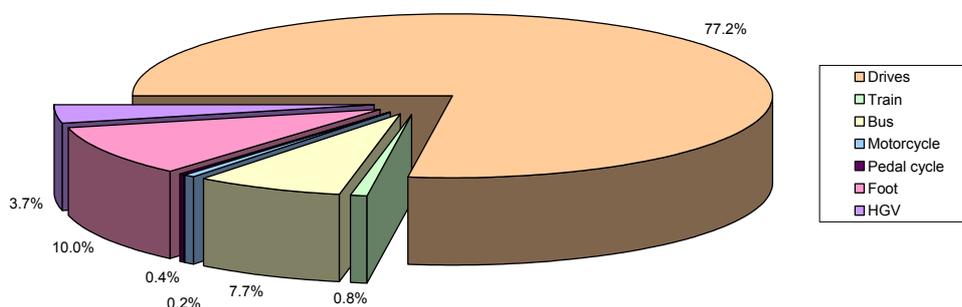
**Fig 6.1 Modal Split Entering Blackburn Town Centre 2007**



<sup>12</sup>Early consultation on Issues for the Core Strategy.

<sup>13</sup>ONS Census data 2001.

<sup>14</sup>Blackburn with Darwen original data

**Fig 6.2 Modal Split Entering Darwen Town Centre 2006**

### Accessibility

6.5. The Council is continuing to develop its Accessibility Planning Software, and through Local Transport Plan 2 has developed detailed information about public transport and accessibility across the Borough. This provides useful information relating to transport corridors and local hubs to develop policy in the Local Development Framework and also to monitor the impact of development on accessibility.

### Output Indicators

#### Percentage of completed non-residential development complying with car-parking standards set out in the local development framework

6.6. The current car parking standards in the Local Plan have been superseded by those in the Joint Lancashire Structure Plan and so these have been used in the calculation.

6.7. During the study period there were 13 developments of more than 500m<sup>2</sup> for retail, leisure, office and business uses in the Borough. Eleven of these developments complied with the parking standards in the JLSP, which gives a figure of 85%.

#### Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major retail centre

6.8. The Council has developed a baseline set of information from accessibility computer software. This data was produced in 2006 and will be regularly updated. The following table shows new residential development which is within 30 minutes of one of the services outlined. During 2007, 24 new housing schemes were fully completed, on which a total of 753 houses were built<sup>15</sup>.

**Fig 6.3 Accessibility of New Development**

<sup>15</sup> Not all houses were completed during the current study period

New houses within 30 mins of:	No. of houses on sites within 30 mins of service	Total number of houses completed on sites	Percentage
GP's	753	753	100%
Hospitals	753	753	100%
Primary Schools	753	753	100%
High Schools	659	753	87.5%
Employment	659	753	87.5%
Retail Centres	753	753	100%

6.9. There has been an improvement in accessibility levels from new housing sites to major retail centres, Hospitals, Primary Schools and GP's since 2006. There has however been a 12% reduction in accessibility of new housing sites to high schools and employment areas over the last 12 months. This is a function of the particular sites on which completions have taken place, and future monitoring will provide longer term trends and a more complete picture.

## **Performance of Local Plan Policies**

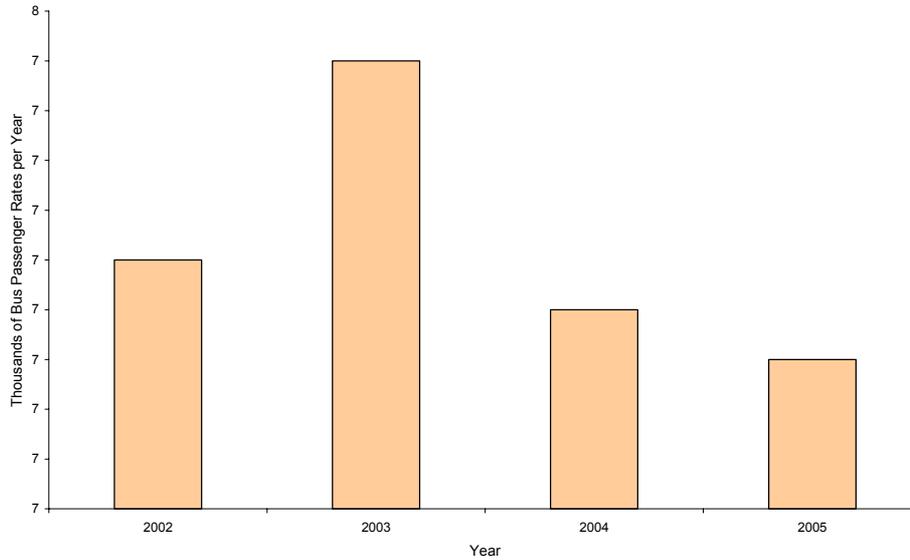
### **Modal Split Statistics**

6.10. As the Plan objective is to encourage sustainable transport uses, policies T1 – T5, and to reduce reliance on the private motor car, it is important to monitor the statistics relating to this. Figures are available for modal split in both Blackburn and Darwen town centres and these show a relatively high proportion using non-car modes, with no long-term increase in car usage between 2000 and 2003. Since 2003 however there has been a reduction in levels of non-car modes of transport. However, data from 2007 showed that there is still a reliance on the car and a reduction in the number of people using the bus as means of travelling into the town centre. This needs to be addressed within the LDF and continues to be highlighted within other plans such as LTP2.

### **Bus Passenger Journeys**

6.11. The number of bus passenger journeys in the borough increased up until 2003 and then began to decrease to present levels. Fig 6.4 shows a decrease of 6,000 bus passenger journeys in the borough since 2003. This largely reflects national trends. It is dealt with more fully in the Local Transport Plan and associated Progress Reports.

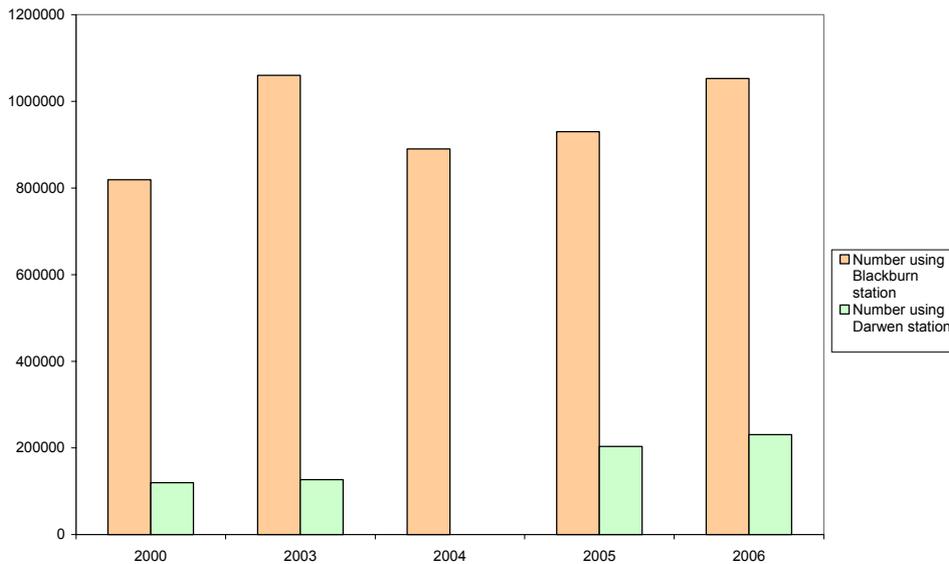
**Fig 6.4 Bus Passenger Journeys in the Borough 2001-2005**



**Rail Passengers**

6.12. Fig 6.5 highlights the fluctuations in the number of overall rail passengers using Blackburn and Darwen railway stations since 2000. However, it can be seen that the number of passengers using Blackburn station since 2004 has been steadily increasing. Although figures were not available for Darwen in 2004, it is evident that use of Darwen station is also increasing, albeit at a smaller rate than Blackburn, which reflects the size of the town.

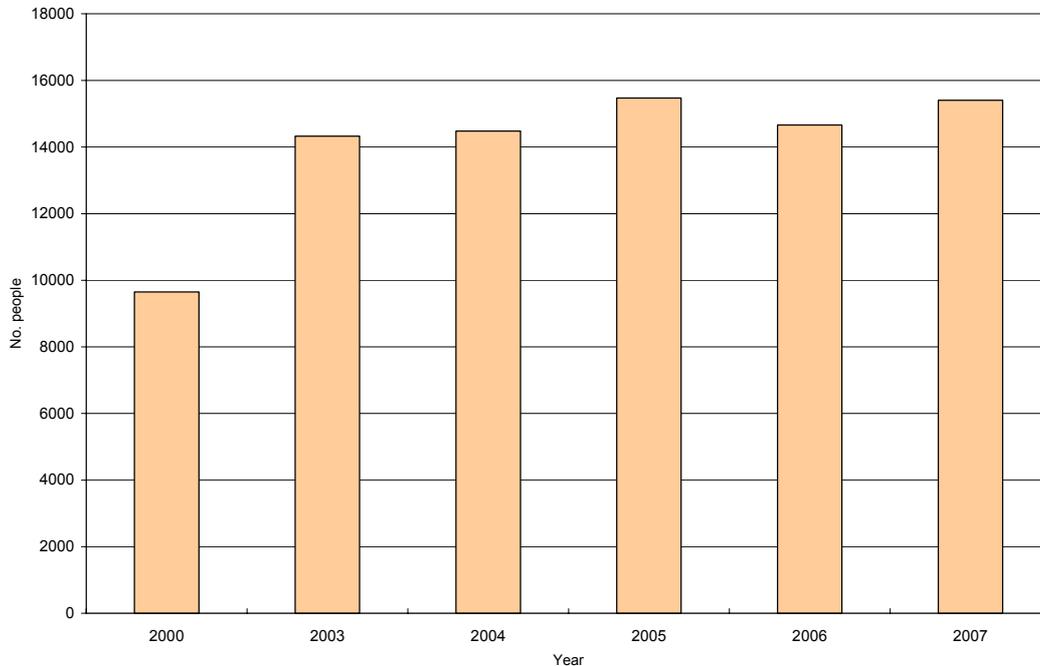
**Fig 6.5 Number of Rail Passengers Using Blackburn and Darwen Railway Stations**



## Pedestrians

6.13. Figure 6.6 shows the number of pedestrians entering Blackburn town centre during a sample 12-hour day. It shows a significant increase from 9649 in 2000 to the present level of 15402.

**Fig 6.6 Number of pedestrians entering Blackburn Town Centre**



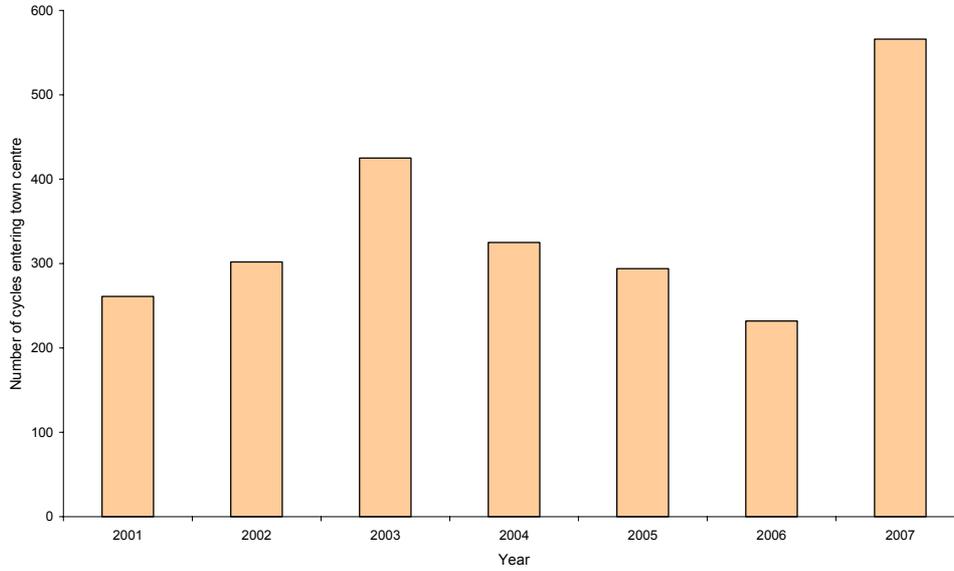
*Source: Annual cordon survey. Figures represent number of pedestrians entering Town Centre over 12 hours on one day of the year.*

## Cycling

6.14. Fig 6.7 shows the numbers of cycles entering Blackburn Town Centre as measured during the annual town centre cordon survey<sup>16</sup>. Results show a steady increase since 2000, peaking in 2003 followed by a decrease to 2006, followed by a substantial increase in 2007, to over double the 2001 figure. Further monitoring will indicate whether this increase is sustained.

<sup>16</sup> Annual Blackburn Town Centre Survey, Local Transport Plan Progress Report 2005

**Fig 6.7 Cycles Entering Blackburn Town Centre**



*Source: Annual cordon survey. Figures represent number of people entering Town Centre on pedal cycles over 12 hours on one day of the year.*

**Cycles Entering Darwen Town Centre**

6.15. Data is now available to monitor the number of cycles entering Darwen Town Centre, which was measured at 103 cycles/day during this monitoring period.

## 7. Town Centres and Retailing

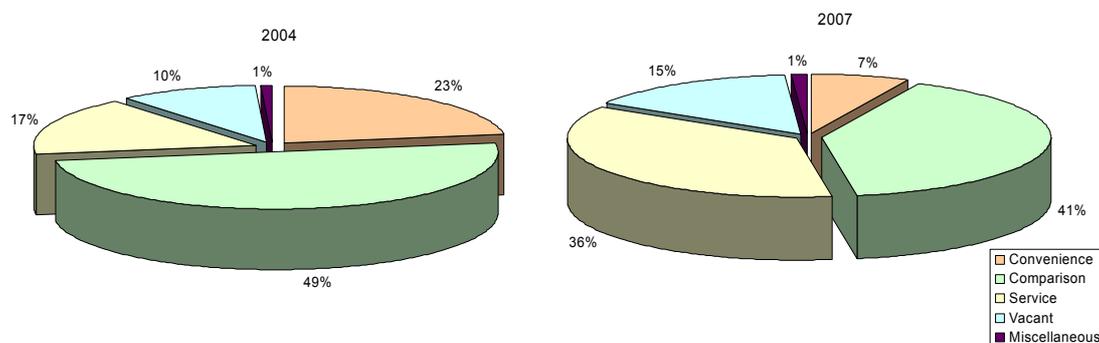
### Contextual Indicators

#### Retailing Survey

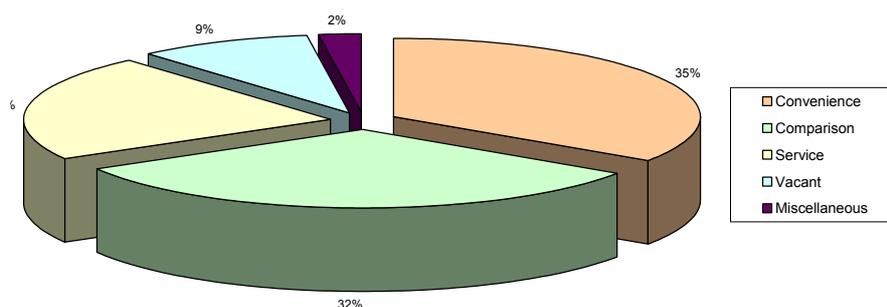
7.1. At present vitality and viability surveys of the two town centres are undertaken periodically rather than on a regular basis. In April of 2005, a Town Centre Shopping Study was completed which aimed to assess the vitality and viability of the Borough's town centres. This was updated in May 2007 and provides baseline data for comparative use in future years and gives details of the existing floorspace within Blackburn and Darwen town centres. Fig 7.1 and 7.2 break the floorspace down by sector into percentages. It shows that Blackburn town centre has a greater proportion of comparison goods floorspace than Darwen, with less given over to service and convenience. Updated figures (2007) show that:

- There is a lower than average proportion of comparison and convenience retail units (40% and 7%) in the town centre compared with centres in the UK as a whole (46% and 9% respectively). The proportion of comparison retail units has declined materially since 2004 (when it was 48%);
- The number of service units has increased, contrary to national trends. They now account for over 36% of units (the national average being 32%); and
- The proportion of vacant units has decreased slightly (from 16% to 15%), contrary to national trends. The figure remains higher than the national average (10%), but this may be accounted for by the Phase II Shopping Centre redevelopment scheme.

**Fig 7.1 Percentage of Gross Floorspace in Blackburn Town Centre by Type**



**Fig 7.2 Percentage of Gross Floorspace in Darwen Town Centre by Type**



## Retail change

- 7.2. After being identified as necessary in the previous Local Plan monitoring report, the Blackburn with Darwen Shopping Study, 2005-2016, was completed to assess the future retail 'needs' of the Blackburn and Darwen area between 2005-2016, with the intent to assist retail policy formulation in preparation of the LDF and to assist with the determination of planning applications.
- 7.3. In Blackburn Town Centre the study found that a greater number of local residents are now shopping outside of the Blackburn area, and in Darwen that the retail turnover figure of £12.5m is 50% less than in 1995 (however different methodologies were used which makes accurate comparison difficult). Darwen also exhibited a greater proportion of vacant units, a greater proportion of service units and fewer non food retail units compared to national averages.
- 7.4. Overall, it was found that Blackburn is a vital and viable town centre that performs a sub regional role as the dominant centre within the Blackburn and Hyndburn area. In Darwen Town Centre, the vitality and viability appraisal of Darwen town centre indicated that the centre is relatively healthy and is performing well in a subordinate role to the sub-regional centre of Blackburn. The Council needs to ensure that the food retail sector of Darwen is maintained and the non-food retail role is enhanced and vitalised.
- 7.5. The study does draw attention to the need for both town centres to develop and evolve if they are to continue to compete for non-food market share. This is an area that will continue to be addressed in future plans for the borough and the results of the shopping study will therefore be utilised to help inform the LDF.

## Output Indicators

### Amount of completed retail, office and leisure development respectively

**Fig 7.3 Completed Retail, Office and Leisure Development**

Type of Floorspace	Amount of Floorspace (m <sup>2</sup> )
B1a office floorspace	5823m <sup>2</sup>
D2 leisure floorspace	0m <sup>2</sup>
Net retail floorspace	11658m <sup>2</sup>
No A2 floorspace has been developed	0m <sup>2</sup>

### Percentage of completed retail, office and leisure development respectively in town centres

- 7.6. None of the retail, office and leisure floorspace completed within this monitoring period is located within town centres. However, the completed development lies on the edge of the Blackburn town centre and is in easy walking distance of the town centre.

## **Performance of Local Plan Policies**

### **Blackburn**

7.7. Within the town, the Blackburn Town Centre Strategy for 2003-2008 continues to be implemented. In retail terms, Blackburn is performing quite well although there needs to be greater emphasis on reducing leakage to Manchester in terms of shopping. The planning permission for the redevelopment of the Mall shopping centre in the town and the proposed Markets redevelopment will significantly affect this and will improve the range and quality of retailing in the town centre that has been identified as needing immediate improvement, in both town centres. The initial work on these redevelopments has now begun with work scheduled to be complete by October 2009.

### **Darwen**

7.8. Since the last monitoring report, there has been major improvements to the road infrastructure in Darwen along Bolton Road, as well as improvements to the public realm in the Market Sq. There has also been early (non-statutory) public consultations regarding the Queen Street/ Hindle Street HMR Masterplan which seeks major transformation of housing stock in the town.

### **Development on Allocated Sites**

7.9. Appendix 2 details the development history on the town centre sites allocated in the Local Plan and updates the planning history for this monitoring period. Allocated sites are set out in the Local Plan as sites that have been identified as locations where the specified uses will be acceptable on either the whole of the site, or as part of a mixed use scheme. Policy BTC3 has not been saved and therefore no longer applies. The allocated sites are listed in policies BTC1, BTC2, BTC4, BTC6, BTC7, BTC8, BTC9; and DTC1, DTC2, DTC3. Policies BTC1 to BTC9 cover those allocated sites within Blackburn Town Centre. There has been development on BTC2a over this monitoring period, applications have also been submitted for BTC5 (which has subsequently been approved), and BTC6c (not yet determined).

## 8. Neighbourhood and Community Issues

### Contextual Indicators

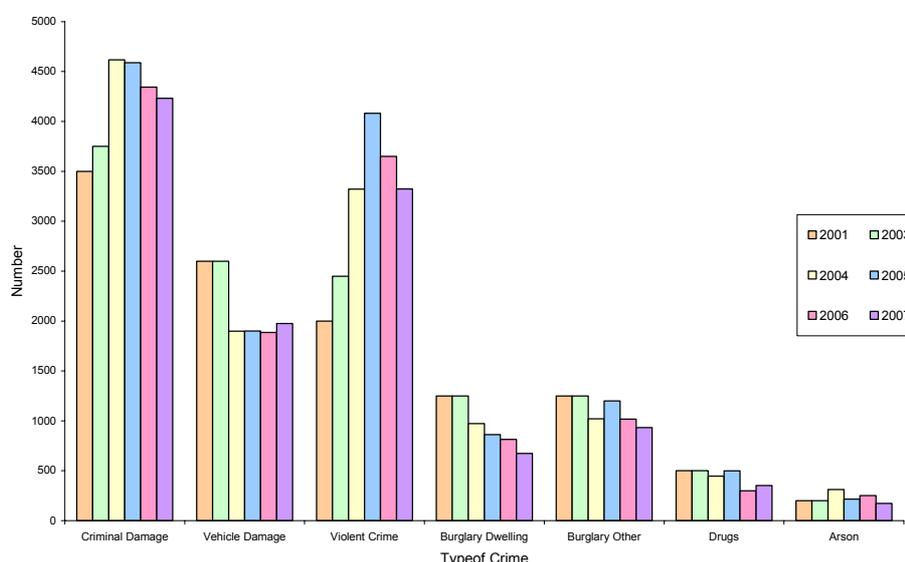
#### Health

- 8.1. The percentage of residents with limiting long term illness in 2001 stood at 20.3%<sup>17</sup>. This is approximately 2% higher than the average figure for England and Wales. Ten years previously, in 1991, this was measured at 15.5%<sup>18</sup>, which again was seen to be 2% higher than the national average of 13.3%. This indicates that there is consistently a higher percentage of the population with a long term limiting illness within Blackburn with Darwen compared to the rest of the country. The Core Strategy preferred option report sets out the aim to improve pedestrian and cycle routes will improve people's health by encouraging exercise.
- 8.2. There have been recent changes in the way that information on low weight birth rates is collated which makes comparison with 2002 figures difficult. However, it can be seen that there has been a reduction of 0.5% in the England and Wales average of low weight births (below 2.5kg) over the past 4 years. The percentage of low weight births in Cumbria and Lancashire in September 2006 stood at 7.8%, which is 0.2% higher than the national average.

#### Crime

- 8.3. There has been a decrease in all types of crime over the past 12 months with the exception of Arson, where there has been a slight increase.

**Fig 8.1 Instances of Crime by Type**



- 8.4. In terms of fear of crime, qualitative data from the Citizens' Panel in June of 2003, found that the majority of members of the panel said that they had not experienced any crime. Despite this however, a large percentage were still apprehensive about the issue. Nuisance from young people was the main

<sup>17</sup> ONS Census Data 2001

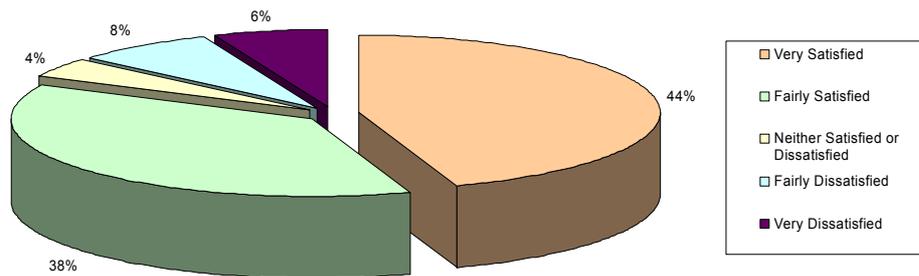
<sup>18</sup> ONS Census Data 1991

issue that caused concern to the majority of panel members. Vehicle crime and burglary were also issues that caused worry<sup>19</sup>.

**People’s satisfaction with their neighbourhood as a place to live**

8.5. Blackburn with Darwen Local Strategic Partnership (LSP) found that in 2006, 83% of those asked were satisfied with their neighbourhood as a place to live. 45% of those being questioned were very satisfied with their neighbourhood as a place to live, and 38% fairly satisfied<sup>20</sup>. There is currently no comparable data available for this figure.

**Fig 8.2 Satisfaction or Dissatisfaction with Neighbourhood as a Place to Live**



**Number of Conservation Areas**

8.6. There were 14 Conservation Areas in 2006. These were already designated by 2000 and are designated and listed in the Local Plan. Work was also undertaken since the last monitoring report into the possibility of adopting Guide as a conservation area. However, it concluded that Guide did not warrant designation as a Conservation Area.

**Design**

8.7. The Blackburn with Darwen Design Guide SPD was adopted in March 2006. Quality of design of new development is currently monitored on an ad-hoc basis. The 2008 AMR will establish a more structured methodology for monitoring design quality.

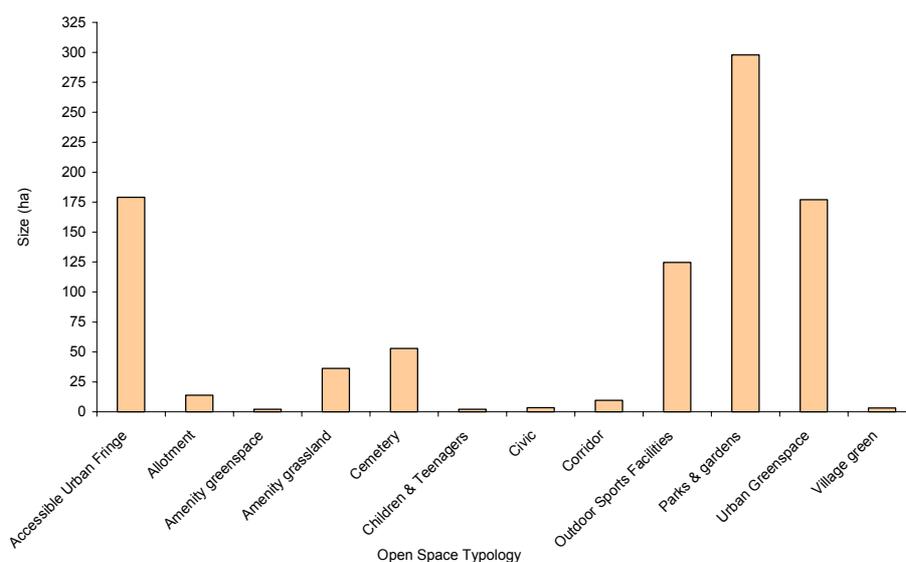
**Output Indicators**

**Percentage of eligible open spaces managed to green flag award standard**

8.8. In 2007 Corporation Park joined Queens Park, Roe Lee Park, Witton Park and Sunnyhurst Wood as parks that are managed to Green Flag award standard. The percentage of eligible open spaces managed to Green Flag award standard in Blackburn with Darwen is now therefore 34.5%, of the total open space in the borough, which is an increase of 7% on last year.

<sup>19</sup> Blackburn with Darwen Citizens’ Panel.

<sup>20</sup> BwD Citizens Panel 2006 Weighted data. Weighted 1,117,

**Fig 8.3 Open Space by Type**

## **Performance of Local Plan Policies**

### **Design Quality Indicators and Conservation Areas**

8.9. Conservation Area Appraisals and Management Plans were commissioned for all five Conservation Areas in Blackburn Town Centre in 2007. These are due to be completed in late 2007 / early 2008, and will be accompanied by a public realm strategy and design codes for the five Conservation Areas.

### **Effectiveness of the Local Plan in Co-ordinating Development**

8.10. When introduced, Local Plans were intended to provide clear guidance to both developers and the community on what development would be permitted.

Conversely, the Local Plan policies seek to ensure that developments that do not meet the objectives above will be refused. The Local Plan's effectiveness in this end can be measured by the success or failure of applications that are refused, and then decided by an inspector on appeal.

8.11. Between 1st April 2006 and 31st March 2007, 26 appeals were made against refusal of planning permission. Of these, 15 were dismissed (58%), 10 were allowed (39%) and one was a split decision.

8.12. Combining the appeals information above with that in the previous monitoring reports gives information over a six year period from April 2001 to March 2007. During that period 115 appeals against Blackburn with Darwen's refusal of planning consent were decided. Of these, 35 were allowed, making 30% of the total appeals being allowed over the past six years, compared to 39% this year. The percentage of appeals across England which are allowed has remained at 33% for the past few years. This shows that the Council has a slightly higher than average success rate at defending planning decisions on appeal over the long term, but that this continues to require close monitoring in future years.

8.13. As with the previous monitoring periods, planning decisions were overturned by the Inspector due to subjective interpretation of Local Plan policies and the

interpretation of terms such as ‘amenity’. Such cases are inevitable as “amenity” is a subjective evaluation. It may therefore be necessary to evaluate the wording of policies that include terms that can be misinterpreted or introduce too much personal interpretation and opinion

### **Policies used in Planning Appeals**

8.14. It has not been possible to directly monitor the policies used to refuse planning applications in the last 12 months. Discussions with the Council’s Development Control service indicate that the balance of policies used is likely to be very similar to that in previous years.

## 9. Environmental Protection and Sustainable Resource Use

### Contextual Indicators

#### Air Quality Management Areas

9.1. The Council has designated five Air Quality Management Areas in which air quality will be recorded and measures developed to control the impact on pollution levels. The intention is to monitor nitrogen dioxide against the national annual mean objective of  $40\mu\text{g}/\text{m}^3$ . These areas are:

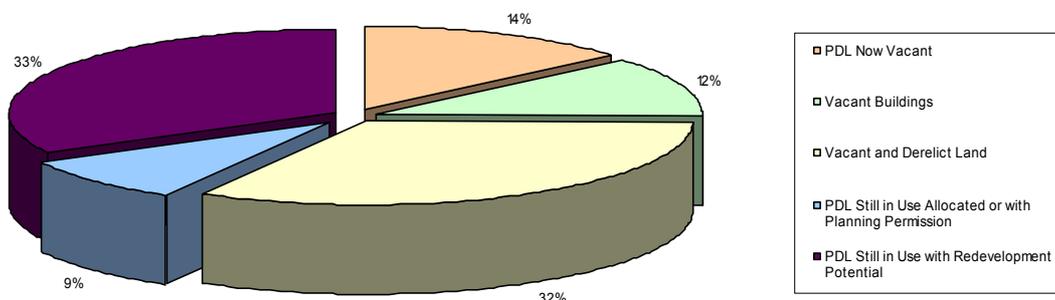
- Intack, Blackburn – junction of Whitebirk Rd, Accrington Rd, Shadsworth Road and St Ives Road
- Bastwell, Blackburn – junction of Whalley New Road, Whalley Range, Plane Street Blackburn
- Bolton Road / Duckworth Street, Darwen Town Centre
- Witton, Blackburn – junction of Preston New Road, Buncer Lane, Redlam, Spring Lane
- The junction of the A666 with M65 J4 link road

9.2. The AQMA's are material considerations in planning decisions. No major developments have been granted planning permission with in any of the AQMAs in the past 12 months.

#### Amount of previously developed land identified through NLUD study

9.3. The National Land Use Database – Previously Developed Land (PDL) collates information from all local authorities across England on sites which are derelict, vacant, and underused. In 2005 there was approximately 63,500 hectares of previously developed land, 12,000 of which is within the north west region. The Council identified 163 hectares of previously developed land in 2006. The pie chart below shows the classification of land within the study.

**Fig 9.1 Percentage of PDL by Land Type (2006)**



### **Percentage of water courses complying with river quality objectives**

9.4. For the calendar year 2005, 81.5% of the Borough's watercourses complied with the Environment Agency's River Quality Objectives. This is a significant increase from 68% in 2002.

### **Areas of flood risk in the borough and properties within them**

9.5. The most recent Environment Agency Floodplain Maps identify 358 hectares of land in Floodzone 3<sup>21</sup>. This area is extended to 541 hectares of land in Floodzone 2<sup>22</sup>, which covers 4.1% of the Borough. As at December 2007 there were 610 residential and commercial properties within Floodzone 3, extending to 2553 properties within Floodzone 2, this represents 4.3% of the Borough's properties. The Council has begun work on a strategic Flood Risk Assessment in partnership with the Environmental Agency. Information from this will inform future Local Development Documents, and will be presented in future AMRs.

## **Output Indicators**

### **Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality**

9.6. The Environment Agency made representations on nine planning applications within Blackburn with Darwen, six of which they objected to. One application was withdrawn, three were granted approval with conditions relating to the objection and in relation to the remaining two applications, the Environment Agency withdrew their objection. Therefore there were no planning permissions granted contrary to the advice of the Environment Agency on flood defence or water quality grounds.

### **Change in areas and populations of biodiversity importance, including: (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance**

9.7. (i) The priority habitats and species within Blackburn with Darwen are set out in the Lancashire Biodiversity Action Plan and the Borough's Environmental Audit. Lists of both of these can be found in Appendix III. At present there is no available data from which to illustrate levels of change in the priority habitats and species. This will be possible in future years as monitoring of this information occurs, highlighting areas of change.

9.8. (ii) A survey in August 2006 recorded the following results regarding the condition of the Borough's three Sites of Special Scientific Interest (SSSI).

<sup>21</sup> Land in Floodzone 3 has a High Risk of flooding, with a 1.0% or greater annual probability

<sup>22</sup> Land in Floodzone 2 has a Low to Medium Risk of fluvial flooding, with a 0.1-1.0% annual probability

SSSI name: **Longworth Clough**

	% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed
2005	0%	0%	0%	83.71%	16.29%	0%
2006	0%	0%	0%	82.99%	17.01%	0%
2007						

SSSI name: **Gale Clough and Shooterslee Wood**

	% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed
2005	31.41%	31.41%	0%	68.59%	0%	0%
2006	37.14%	37.14%	0%	62.86%	0%	0%
2007						

SSSI name: **Oak Field**

	% Area meeting PSA target	% Area favourable	% Area unfavourable recovering	% Area unfavourable no change	% Area unfavourable declining	% Area destroyed / part destroyed
2005	31.41%	31.41%	0%	68.59%	0%	0%
2006	37.14%	37.14%	0%	62.86%	0%	0%
2007						

9.9. A SSSI recorded as unfavourable means that there is a current lack of appropriate management, or that there are damaging impacts which need to be addressed.

9.10. In terms of areas with local level significance, Local Nature Reserves (LNR) are places with wildlife or geological features that are of special interest. Many of these may also be SSSIs. Within the Borough there are now seven sites that have been designated to become Local Nature Reserves, following the addition of two new proposed areas this year. At present four of these have achieved Local Nature Reserve status. Work is also being undertaken to determine if Witton Country Park and Darwen Moor can be classified as Local Nature Reserves in the near future.

**Fig 9.2 LNR's in Blackburn with Darwen in 2006**

Site Name	LNR status achieved (2003/04)	LNR status achieved (2004/05)	LNR status achieved (2005/06)	LNR status achieved (2006/07)

River Darwen Parkway	No	Yes	Yes	Yes
Highercroft Woods	No	No	No	No
Pleasington Old Hall	No	No	No	Yes-with legal
Arran Trail	No	No	No	Yes-with legal
Sunnyhurst Woods	No	Yes	Yes	Yes
Hoddlesden Millennium Green	-	-	-	No
Rosebay Wood	-	-	-	No

9.11. In terms of areas of sub-regional level significance, Geological Heritage Sites (GHSs) are important geological research locations designated across Lancashire. At present there are five Geological Heritage Sites (as shown in figure 9.3) within the borough. The identification of further sites, across the whole of Lancashire is on-going though as yet, no new designations have occurred.

**Fig 9.3 GHS's in Blackburn with Darwen (from the Borough Local Plan)**

Site Name	Grid Reference	Description
Alum Scar	SD 635 280	Disused quarry in massive gritstone with shales. Industrial, archaeological remains
Jumbles Reservoir	SD 736 149	High exposure – Coal Measures
Cadshaw Gorge	SD 707 181	Natural exposure and old quarry. Coarse grained sandstone
Butlers Delph & Black Hill Delph	SD 646 277	Large quarry displaying cyclic development of faces & small quarry in thickly bedded sandstone
Billinge Hill	SD 658 282	Natural crags and long disused quarry showing sequence of sandstone and shale band

9.12. Biological Heritage Sites (BHSs), designated by the County Council are those non-statutory wildlife sites seen as most important. In Lancashire as a whole there are 1,100 BHSs, which represents 8% of the County area. Within Blackburn with Darwen, there are currently 96 BHSs, which cover 3,484ha, which equates to 25% of the borough area. The Lancashire Wildlife Trust has recently updated the definitions of the Biological Heritage Sites, though there are no new designations in Blackburn with Darwen following this update.

### **Renewable energy capacity installed by type**

9.13. One stand-alone renewable energy scheme has been completed in the Borough for a single wind turbine nine metres high. A planning application has been refused at Uglow Farm, Edgworth and a Planning Inspector supported the refusal at appeal. A renewable energy study for the Borough has been prepared in partnership with Renewables North West and Sustainability North West and is awaiting publication.

## **Performance of Local Plan Policies**

### **Policy RA2 - Safeguarded Land**

9.14. This policy seeks to provide long-term certainty regarding the protection of Green Belt Land, through safeguarding sites from development over the plan period, for development at a future date. In accordance with the plan, no applications for development have been submitted on these sites to date.

### **Policy RA4 - Identified Major Sites in the Green Belt**

9.15. This Policy relates to four sites within the Green Belt which currently have established uses upon them. The policy allows for some additional development within the confines of these sensitive sites, providing it does not increase the impact on the Green Belt. This is to ensure that where the uses have required expansion within its confines, this can be achieved without compromising the Green Belt designations. This is an update of the planning permissions on these sites.

- RA4/1 Westholme School – Continuing development between 2001-2003 for additional classrooms, extensions, etc. Recent planning permission has been granted for new tennis and hockey pitches.
- RA4/2 New Waterside Paper Mill – Considerable development 2001-2003 with planning consents for major rebuilds and new construction. An application was also permitted in 2003 for a B2 and B8 production facility. Since then there has been an application permitted in 2005 for two storey ancillary offices.
- RA4/3 Whitebirk Works, Waterside – There have been no planning applications for this site since 1997.
- RA4/4 Springside Mills, Belmont – Replacement warehouse application 1994, replacement boiler plant in 1997 and redevelopment of old boiler plant for a manufacturing facility in 1999. There have been no further applications for this site since 1999.

### **Policy LNC2 - Landscape Break**

9.16. The land north of the A666 / M65 junction is safeguarded from development in order to act as a visual buffer between Darwen and Blackburn. Applications for residential development were refused in 1995, 1999 and 2004, the latter of which was subject to a planning appeal. This was subsequently withdrawn however. Since then there have been no new applications.

## References

2002 Mid year population estimates

Blackburn with Darwen Borough Council (2002) Blackburn with Darwen Local Plan

Blackburn with Darwen Borough Council (2005) Blackburn with Darwen Employment Land Survey

Blackburn with Darwen Original Data.

Blackburn with Darwen Citizens' Panel.

Blackburn with Darwen Borough Council (2005) Blackburn with Darwen Local Development Framework Core Strategy, Issues and Options consultation report.

Blackburn with Darwen Borough Council (2002) Blackpool Borough Council and Lancashire County Council Deposit Edition of the Joint Lancashire Structure Plan

Blackburn with Darwen Borough Council, Blackpool Borough Council and Lancashire County Council (2005) Joint Lancashire Structure Plan 2001-2016, [www.lancashire2016.com](http://www.lancashire2016.com).

Blackburn with Darwen Borough Council (2007) Blackburn with Darwen Local Development Framework Core Strategy, Preferred Option report.

Blackburn with Darwen Borough Council (2005) Blackburn with Darwen Local Development Framework Core Strategy, Sustainability Appraisal Scoping Report.

Blackburn with Darwen Borough Council (2005) Blackburn with Darwen Local Development Scheme.

Blackburn with Darwen Borough Council (2005) Local Transport Plan 2001-2006 Progress Report 2005.

Blackburn with Darwen Borough Council (2005) The changing face of Blackburn with Darwen.

Blackburn with Darwen Borough Council (2006) Second Local Transport Plan, 2006-2011.

Blackburn with Darwen Borough Council (2005) Draft borough Wide Design Guide, Supplementary Planning Document.

English Nature (2003) England's best wildlife and geological sites: The condition of sites of Special Scientific Interest in England in 2003.

Groundwork Blackburn (2004) Borough of Blackburn with Darwen Environmental Audit.

Office of the Deputy Prime Minister, Dwelling Stock by Tenure and Condition, [www.odpm.gov.uk](http://www.odpm.gov.uk).

Office for National Statistics, Census Data 2001, [www.statistics.gov.uk](http://www.statistics.gov.uk).

Office for National Statistics, Census Data 1991, [www.statistics.gov.uk](http://www.statistics.gov.uk).

Office for National Statistics, Claimant Count, [www.statistics.gov.uk](http://www.statistics.gov.uk).

Office of the Deputy Prime Minister, English Indices of Deprivation 2004 (revised), [www.odpm.gov.uk](http://www.odpm.gov.uk).

Office for National Statistics, Local Area Labour Force Survey, [www.statistics.gov.uk](http://www.statistics.gov.uk).

Office for National Statistics, New Earnings Survey and data available form CACI modelled data purchased by the Council

OFSTED, LEA Statistical Profile 2003

National Statistics Nomis- Official Labour Market Statistics, Claimant Count, [www.nomisweb.co.uk](http://www.nomisweb.co.uk).

Savills (April 2005) The Blackburn with Darwen Shopping Study 2005-2016.

**Local Development Scheme Monitoring Table: Showing achieved milestones and estimated milestones and renewed dates where necessary**

Document Title	Status	Brief Description	LDS MILESTONE Public Consultation on Preferred Options and Proposals or on Draft Document  Regulation 26/17	<i>Estimated or achieved date for Preferred Options and Proposals or on Draft Document</i>	LDS MILESTONE Submission to Secretary of State	<i>Estimated or achieved date for Submission to Secretary of State</i>	LDS MILESTONE Date of Adoption	Estimated or achieved date for Adoption
<b>Local Development Framework Core Strategy</b>	DPD	Sets out vision, objectives and spatial development strategy including a Key Diagram	<b>ACHIEVED (2nd time)</b> 19th October 2007		April 2008	April 2008	November 2009	November 2009
<b>Progress on the LDF Core Strategy:</b> Preferred Options Report published in revised form October 2007.								
<b>Housing Allocations and Policies</b>	DPD	Housing Allocation and other housing related policies to replace existing Housing Chapter in Local Plan	February-April 2009	February-April 2009	March 2010	March 2010	September 2011	September 2011
<b>Progress on Housing Allocations and Policies:</b> Some delay with respect to planned early consultation but currently believed to be recoverable in order to meet Preferred Options milestone								
<b>Commercial Development Allocations and Policies</b>	DPD	Employment Allocations and other employment related policies.	February-April 2009	February-April 2009	March 2010	March 2010	September 2011	September 2011
<b>Progress on Commercial Development Allocations and Policies:</b> Some delay with respect to planned early consultation but currently believed to be recoverable in order to meet Preferred Options milestone								

Document Title	Status	Brief Description	LDS MILESTONE Public Consultation on Preferred Options and Proposals or on Draft Document  Regulation 26/17	<i>Estimated or achieved date for Preferred Options and Proposals or on Draft Document</i>	LDS MILESTONE Submission to Secretary of State	<i>Estimated or achieved date for Submission to Secretary of State</i>	LDS MILESTONE Date of Adoption	Estimated or achieved date for Adoption
<b>Environment</b>	DPD	To replace existing policies in Introduction, Development in Rural Areas and Landscape and Nature Conservation chapters.	February-April 2009	February-April 2009	March 2010	March 2010	September 2011	September 2011
<b>Progress on Environment:</b> Some delay with respect to planned early consultation but currently believed to be recoverable in order to meet Preferred Options milestone								
<b>Proposals Map for Borough</b>	DPD	Sets out on an Ordnance Survey Map land allocations and designations referred to in Development Plan Documents	February-April 2009	February-April 2009	March 2010	March 2010	September 2011	September 2011
<b>Progress on Proposals Map for Borough:</b> Follows timetable for 3 thematic DPDs described above. Some delay with respect to planned early consultation but currently believed to be recoverable in order to meet Preferred Options milestone								
<b>Development Control Policies</b>	DPD	Provides the framework for development control Most policies in existing Local Plan to be saved, but others will be reviewed or added	September-November 2010	September-November 2010	December 2011	December 2011	September 2013	September 2013
<b>Progress on Development Control Policies:</b> 2007 LDS revised timetable for this DPD substantially. Work not due to start at present.								

Document Title	Status	Brief Description	LDS MILESTONE Public Consultation on Preferred Options and Proposals or on Draft Document  Regulation 26/17	<i>Estimated or achieved date for Preferred Options and Proposals or on Draft Document</i>	LDS MILESTONE Submission to Secretary of State	<i>Estimated or achieved date for Submission to Secretary of State</i>	LDS MILESTONE Date of Adoption	Estimated or achieved date for Adoption
<b>Darwen Town Centre Masterplan</b>	SPD	Sets out detailed development proposals, design guidelines and environmental improvement measures for the Town Centre.	August 2007	February – March 2008	N/A	N/A	December 2007	July – August 2008
<b>Progress on Darwen Town Centre Masterplan:</b> Slippage has occurred in meeting Milestone, adoption date is no longer achievable.								
<b>Freckleton Street Masterplan</b>	SPD	Sets out detailed development proposals, design guidelines and environmental improvement measures for an area on the edge of Blackburn Town Centre.	February – March 2007	February – March 2007	N/A	N/A	August 2007	October 2007
<b>Progress on Freckleton Street Masterplan:</b> SPD adopted 2 months behind target due to need to resolve issues arising from the consultation.								
<b>Queen Street / Hindle Street, Darwen, HMR Masterplan</b>	SPD	Provides more detailed guidance for proposals under Housing Market Renewal.	August 2007	March 2008	N/A	N/A	December 2007	May – June 2008
<b>Progress on the Queen Street/Hindle Street, Darwen HMR Masterplan:</b> SPD delayed due to HMR programme / funding issues in this area. These now resolved and draft SPD under preparation								

Document Title	Status	Brief Description	LDS MILESTONE Public Consultation on Preferred Options and Proposals or on Draft Document  Regulation 26/17	<i>Estimated or achieved date for Preferred Options and Proposals or on Draft Document</i>	LDS MILESTONE Submission to Secretary of State	<i>Estimated or achieved date for Submission to Secretary of State</i>	LDS MILESTONE Date of Adoption	Estimated or achieved date for Adoption
<b>Housing Design Guide</b>	SPD	Design Guidance for new housing development	September 2007	<b>NOT ACHIEVED</b> February / March 2008	N/A	N/A	January 2008	<b>NOT ACHIEVEABLE</b> April – May 2008
<b>Progress on the Housing Design Guide:</b> Slippage has occurred in early stage preparation and document is no longer being produced concurrently with Commercial and Business Development Design Guidance.								
<b>Commercial &amp; Business Development Design Guidance</b>	SPD	Design Guidance for new business development	November 2007	<b>NOT ACHIEVED</b>	N/A	N/A	June 2008	
<b>Progress on the commercial and business development design guidance:</b> No progress on this SPD due to other work priorities. Need for this document at this time will be considered again in the 2008 LDS.								

## Appendix II

BTC1 RICHMOND TERRACE/ ST. JOHNS

BTC1- No Development.

BTC1a - No Development.

BTC1b - No Development.

BTC1c - No Development.

BTC1d - No Development.

BTC2a RAILWAY STATION / LOWER AUDLEY - Multiscreen cinema completed; D2, A3 & A1 uses under construction.

BTC2b RUSSELL STREET/ GRIMSHAW STREET - No further development.

BTC3 FRECKLETON STREET/ SUMNER STREET/ BYROM STREET –Retail allocation not saved; site now designated for residential development in adopted Freckleton Street Masterplan SPD.

BTC4a PENNY STREET- No further development on this site.

BTC4b SALFORD -Site still partially vacant.

BTC4c EANAM/ CICELY LANE -Site still partially vacant. Planning application submitted for residential use; not yet determined.

BTC5 BLACKBURN SHOPPING CENTRE - Planning application submitted for significant re-development if Blackburn shopping centre and Lord Square. Work under way on site.

BTC6a CHURCH STREET- work on listed buildings now complete. All three buildings have now been let and are in use.

BTC6b SCALES FUNERAL PARLOUR, DARWEN ST- No further development on this site

BTC6c BT CAR PARK-West half: No change, East half: No change

BTC7a KING STREET CAR PARK SITE- No change.

BTC7b 33 KING ST- Renovation of building nearing completion

BTC7c BARTON ST- No further development.

BTC7d PRINCES ST/MONTAGUE ST- Site redeveloped for supported housing.

BTC8 PRESTON NEW ROAD- Partial redevelopment of site (office block). Remainder of site continues to be used as a car park.

Policy BTC9 - Environmental Improvement Schemes

In the previous monitoring it was stated that there had been noticeable progress on four of the eight schemes in policy BTC9, (and work on going on the remaining three) which has occurred in the three years prior to the report publication. Since then there has been significant progress made on all of these schemes, including an additional scheme linking Church Street and King Street, with the exception of the Railway road project where no progress has been made. More detailed information can be seen below.

BTC9 Environmental Improvement Schemes

Church Street: Comprehensive improvement work, pedestrianisation, new material, public art etc have all been carried out as part of Townscape Heritage Initiative.

Darwen Street: Comprehensive improvement work-pedestrianisation, new materials, public art etc have all been carried out as part of Townscape Heritage Initiative.

Blakey moor/Northgate: Proposals drawn up for implementation in 2006 through Town Centre Renaissance Programme.

Sudell Cross: Comprehensive improvement work – revised road layout, new materials, public art etc – part of Town Centre Renaissance Programme.

King Street: Comprehensive programme of environmental works completed in connection with the Townscape Heritage Initiative.

Railway Road: No progress made.

Blackburn Cathedral: No progress physically implemented but the cathedral has commissioned and adopted a Masterplan for the development and enhancement of the cathedral precinct.

Blackburn College campus: Minor improvement work completed. The college is currently working on the production of a Masterplan for the development of the campus with involvement from the Council and other partners.

\*Additional Scheme\*: Improvement scheme linking Church Street and King Street: Comprehensive programme of environmental improvements completed in Fleming Square as part of the Townscape Heritage Initiative.

The following policies outline areas within Darwen town centre where development has been identified as acceptable in principle. In this monitoring period however, there has only been development permitted on one of the seven sites (policy DTC3).

DTC1a BANK BOTTOM- No further development on this post 1990.

DTC1b BOROUGH RD/ THE GREEN- No further development on this site post 1993.

DTC1c POLICE ST/ GREEN ST- No further development since 1995.

DTC1d WELLINGTON FOLD, MARKET ST- No further development post 1990.

DTC2a PARLIAMENT ST CAR PARK- No further development.

DTC2b GARAGE, RAILWAY ROAD- No further development.

DTC3 FORMER HIGH SCHOOL- Planning permission for conversion to residential.

## Appendix III

Priority Habitats in Blackburn with Darwen as identified by the Regional Biodiversity Steering Group (RBSG).

Upland Oakwood
Upland mixed ash woodland (including yew wood on limestone)
Wet Woodlands (including carr and lowland floodplain woodlands)
Lowland and wood pastures and parkland
Ancient and/or species rich hedgerows
Lowland hay meadow (including roadside verges and unmanaged grassland)
Upland hay meadow (including roadside verges and unmanaged grasslands)
Lowland dry acid grassland
Lowland heathland
Fens - swamps
Fens - springs and flushes
Fens - valley mires
Fens - basin mires
Reed beds
Upland heathland (=sub-montane heath)
Blanket bog

Priority species within Blackburn with Darwen, as defined in the UK Biodiversity Group Tranche 2 Action Plans report 1998.

Mammals	
Arvicola terrestris	water vole
Lepus europaeus	brown hare
Amphibians	
Triturus cristatus	great crested newt
Pipistrellus pipistrellus	pipistrelle
Birds	
Alauda arvensis	skylark
Carduelis cannabina	linnet
Crex crex	corncrake
Emberiza schoeniclus	reed bunting
Muscicapa striata	spotted flycatcher
Passer montanus	tree sparrow
Perdix perdix	grey partridge
Pyrrhula pyrrhula	bullfinch
Turdus philomelos	song thrush