

Monitoring Report

Part of the Blackburn with Darwen
Local Development Framework



4



December 2008



PLANNING ANNUAL MONITORING REPORT



BLACKBURN
with
DARWEN
BOROUGH COUNCIL

December 2008

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Executive Summary

This is the fourth 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 2007 – 31st March 2008.

The Local Development Framework, which will eventually replace the current adopted Local Plan, is still in the development stage and as a result there are areas where monitoring is 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 – contextual, core output, local output and significant effect indicators. The Core Output Indicators used are those identified by the Government and will ensure consistent monitoring data is produced in future years.

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 two other LDDs, including the Queen Street/Hindle Street SPD whose four week public consultation period ended on the 1st December 2008, but staffing issues have imposed delays to other documents which will need to be considered in preparing the next LDS.

The Annual Monitoring Report includes information such as:

- The introduction of a phased approach to meet the Regional Spatial Strategy (RSS) housing targets.
- The percentage of houses built on previously developed land was 85%.
- 17.2% of housing stock considered unfit compared to 35.3% in 2004.
- Between 2001-2008 the Council lost 29% of planning appeals, compared to an approximate average of 33% nationally.
- Gross weekly average earnings for full time workers in Blackburn with Darwen were £424.50. This is £8.20 less than North West average and £34.50 less than the national average.
- 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.
- There are currently 5 Geological Heritage Sites within the Borough and 96 Biological Heritage sites covering 3,484 ha.

This document is used to assess progress on the delivery of the LDF and to review whether policies for the Borough are working effectively. We welcome any comments you have on this year's Annual Monitoring Report and you can contact the Forward Planning Team on (01254) 585356 or at forwardplanning@blackburn.gov.uk.

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 plan's 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. Monitoring is an essential part of the planning process.
- 1.2. This report represents the fourth Annual Monitoring Report of the Borough in line 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 is still emerging, 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.

Core Output Indicators – These are set by the Government and were designed as part of the monitoring framework to achieve a consistent and cost effective approach to data collection across the regional and local levels covering a number of national planning policy and sustainable development objectives appropriate to local and regional policy.

Local Output Indicators – These indicators were regarded as Core Output Indicators prior to their removal by CLG for this year's AMR. Despite their removal, these indicators are still seen to be necessary in order to monitor the implementation of spatial strategies and reflect requirements of other government guidance. As a result, they are included under the term "Local Output Indicators".

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 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 are based on the main themes identified during the early stages of producing the Core Strategy Document of the LDF. Contextual, Core Output and Local 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 2007 to 31st March 2008 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 Joint Lancashire Structure Plan (JLSP) 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. However, this was replaced by the Regional Spatial Strategy (RSS) for the North West in September 2008. As this Annual Monitoring Report covers data collected between April 2007 and March 2008, the JLSP is still of relevance to this report. Where appropriate, both JLSP and RSS targets have been used, although for next year's AMR, JLSP figures will be replaced by RSS figures.
- 1.8. In addition, the Department for Communities and Local Government (dCLG) and the Office for National Statistics (ONS) allowed for the most up to date data 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 any new and revised planning policy documents the Council intends to produce - the current version provides a timetable from 2007 to 2011 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 necessary, any changes are required for 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 2007 AMR: the Freckleton Street Masterplan SPD.

Core Strategy

2.3. The Preferred Options document for the Core Strategy was published in October 2007. Current projections show pre-submission consultation in March/April 2009, with Core Strategy submission in June 2009.

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

2.4. No further milestones were met on this document. Consideration has been given to the possibility of amalgamating these three documents into one single DPD.

Development Control Policies

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

Darwen Town Centre Masterplan

2.6. No further progress has been made on this document. It is currently anticipated that the draft SPD will be consulted on in mid 2009.

Freckleton Street Masterplan

2.7. This SPD was adopted in October 2007.

Queen Street/Hindle Street, Darwen, HMR Masterplan

2.8. This SPD was published for a 4 week consultation between 31st October and 1st December. It is estimated that the document will be adopted in March 2009.

Cathedral Quarter SPD

2.9. Work has begun on the SPD which will be published for a four week consultation period in mid January 2009.

Housing Design Guide

2.10. A draft of this SPD is expected to be published for consultation in early 2009.

Commercial and Business Development Design Guide

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

Saved Policies from the Local Plan

2.12. 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

3. An Introduction to Blackburn with Darwen

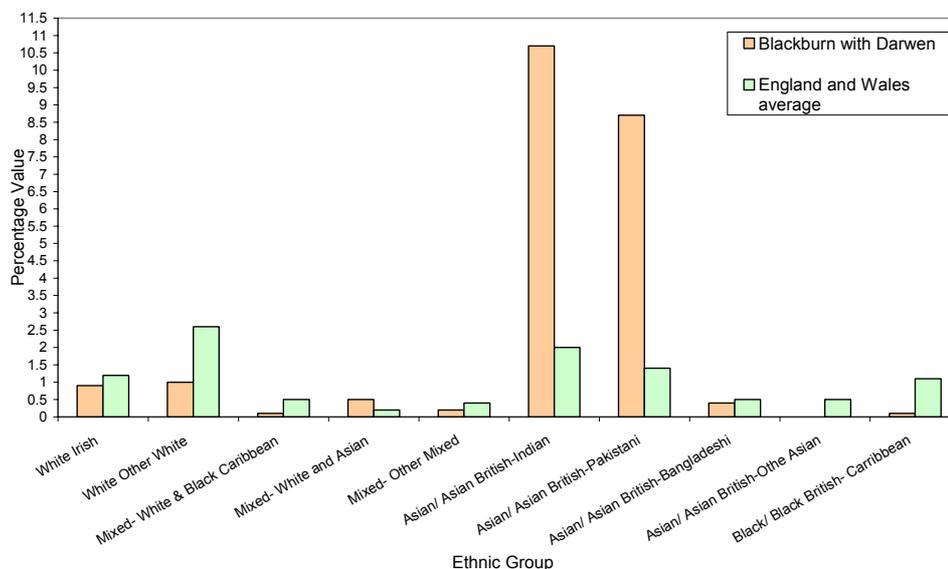
Population

3.1. The mid-year estimate in 2007 put the population of the Borough at 140,900, a slight decrease from the 2006 figure of 141,200. Between 2001 and 2007 Blackburn with Darwen has seen a 1.7% increase in its population size compared to Lancashire as a whole which has increased by 2.8% within this timeframe.

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 within 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

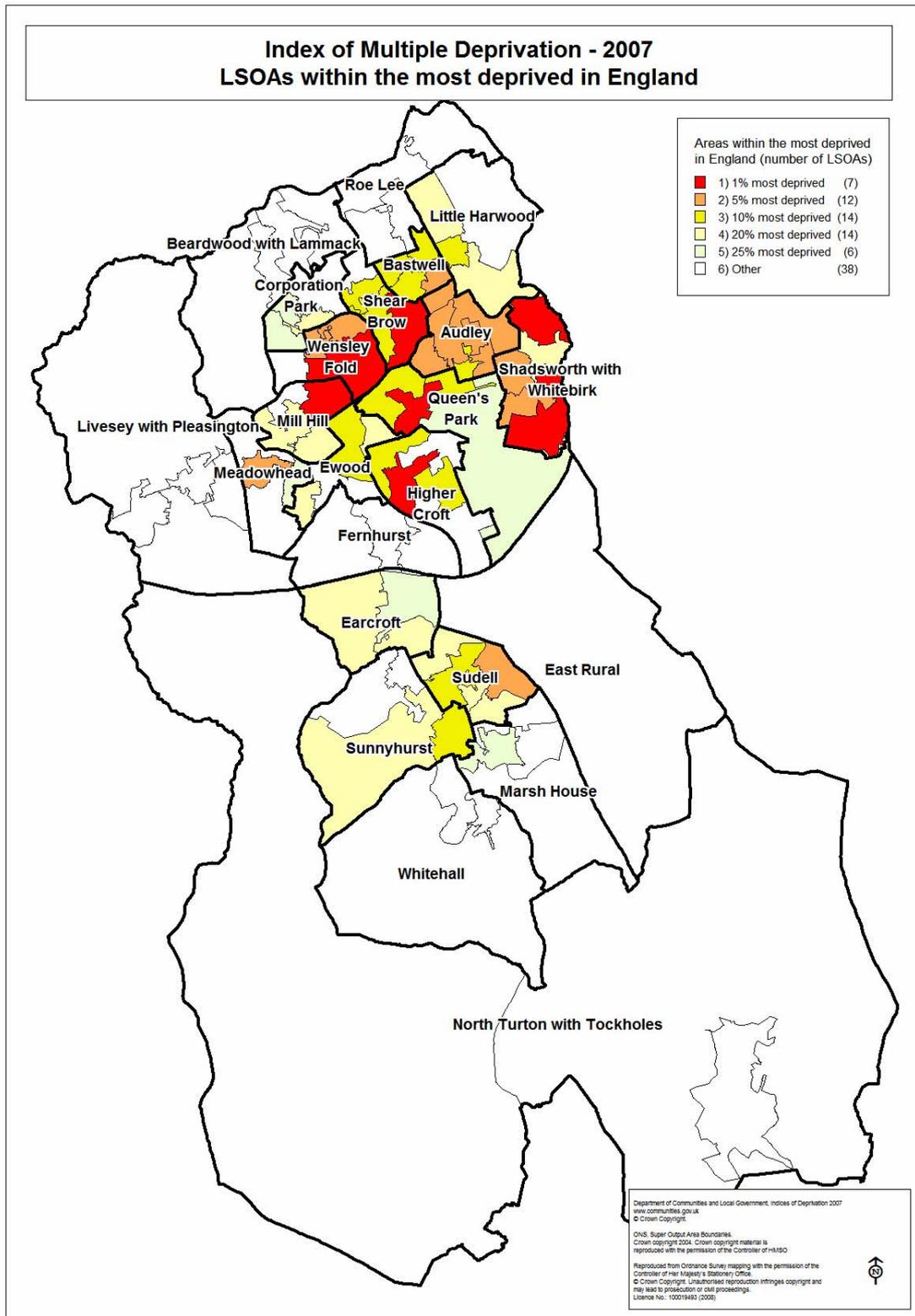


Deprivation

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 2007 the Borough rates as the 27th most deprived of the 354 districts in England. The Indices of Multiple Deprivation are derived at Lower Super Output Areas (LSOA), which are small boundaries within wards in the Borough. This highlights that of the ninety one LSOAs in Blackburn with Darwen, thirty three are within the most 10% deprived nationally. Figure 3.2 overleaf 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.

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.

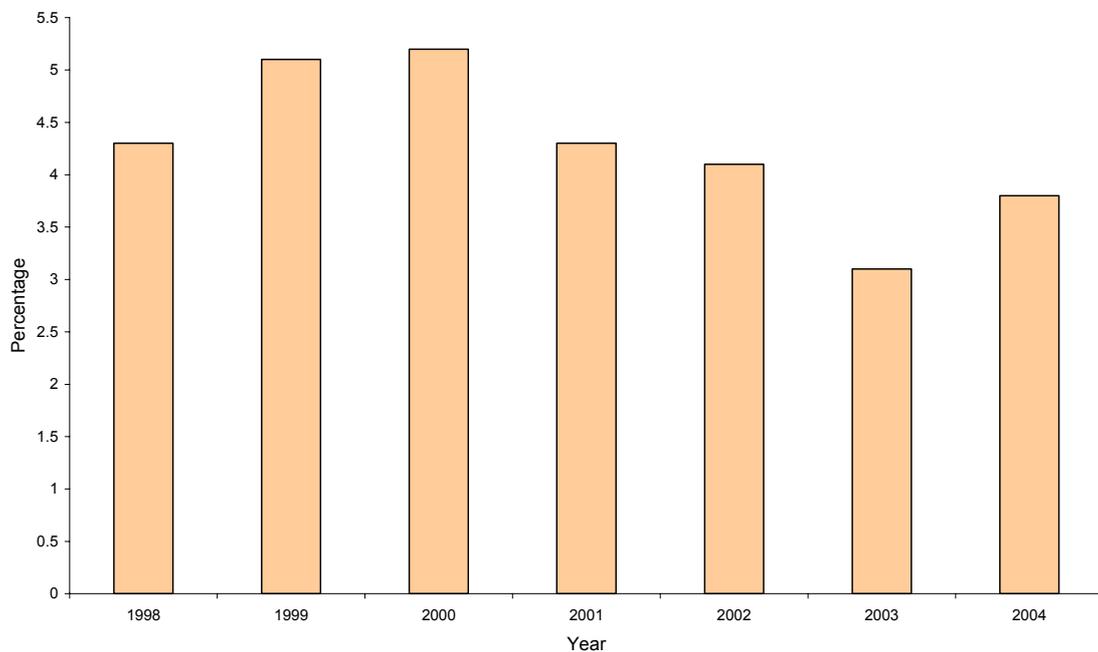
Fig 3.2 Map of 2007 Index of Multiple Deprivation across Blackburn with Darwen



Education

- 3.5. In December 2006, a fifth (20%) of adults of working age in the Borough did not have any educational qualifications, compared to 15.8% in the North West. Just over a fifth (21.3%) of working age residents in the Borough are qualified to degree level and above, compared to a quarter (24.8%) in the North West. This highlights the need to attract and retain graduates to the area and improve skills and promote learning. This has been addressed as a priority in both the Sustainable Community Strategy and the Core Strategy Preferred Options document.
- 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



SWOT Analysis of the Borough

- 3.7 The SWOT Analysis (Strengths, Weaknesses, Opportunities & Weaknesses) below summarises the positive and negative characteristics of the Borough in addition to potential opportunities and challenges it presents:

<p>Strengths</p> <ul style="list-style-type: none"> ▪ Location – Set within Pennine Lancashire. Characterised by relatively compact urban areas set within countryside. Good access to cities of Manchester, Liverpool and Leeds; ▪ Intervention in order to improve housing stock in the area through Elevate’s Housing Market Renewal Areas; ▪ Heritage assets in the built environment; ▪ Strong internal connectivity; ▪ Strong and innovative advanced manufacturing sector. 	<p>Weaknesses</p> <ul style="list-style-type: none"> ▪ High levels of deprivation; ▪ Low percentage of residents educated to degree level, in comparison to the national average; ▪ Mortality rate higher than the national average; ▪ High proportion of economically inactive residents; ▪ Poor housing mix/condition in the Borough; ▪ High levels of Worklessness; ▪ Poor life expectancy and ill-health; ▪ Low skills level.
<p>Opportunities</p> <ul style="list-style-type: none"> ▪ Tourist trade; ▪ Part of Pennine Lancashire; ▪ Elevate HMR – improving housing mix and condition in the Borough; ▪ Part of “The Northern Way”; ▪ In 2006, 83% of residents were “satisfied” with their neighbourhood as a place to live; ▪ Development of MAA for Pennine Lancashire; ▪ Quality of Place attributes: town centre, historic environments, countryside; ▪ Elevate HMR programme; ▪ Proximity to Manchester, Preston and Leeds. 	<p>Threats</p> <ul style="list-style-type: none"> ▪ Globalisation of 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; ▪ Continued decline of younger population leaving the area. Feeling that the town cannot provide them with the housing, economic and leisure opportunities they require; ▪ Poor external image and perception of area; ▪ Competition from growth centres; ▪ Credit crunch.

3.8 Despite Blackburn with Darwen facing a variety of challenges, the Borough also has many strengths and opportunities which should be focused upon in order to actively address its weaknesses. Positive interventions have already taken place to tackle some of these weaknesses, such as the designation of the Housing Market Renewal Areas to improve the Borough’s housing conditions and vacancy levels. Additionally, work has been ongoing to introduce strategies to improve economic and physical development, transport planning, skills and Worklessness, as emphasised through the development of a MAA for Pennine Lancashire.

4. Economy

Contextual Indicators

Worklessness

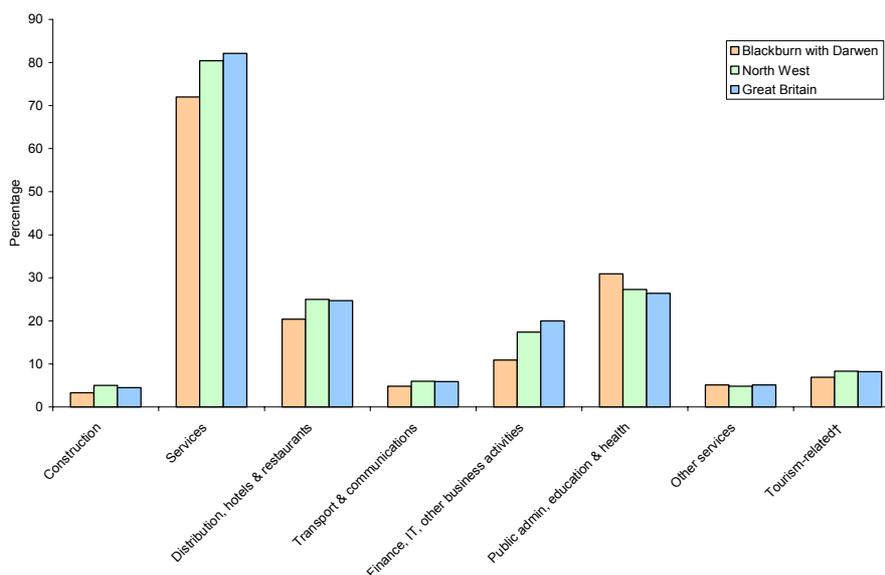
- 4.1. The proportion of economically inactive residents of working age within the Borough is greater than regionally and nationally. Economically inactive residents are those who are neither in employment nor unemployed and include, for example, residents who are looking after home or family, or are permanently sick/disabled. As at September 2007, 27.5% of people of working age in the Borough were classified as economically inactive, compared to 23.5% in the North West and 21.5% in Great Britain.

Unemployment

- 4.2. March 2008 figures put the percentage of resident working age people claiming job seekers allowance in Blackburn with Darwen at 2.6%, equal to the North West average (2.6%) and slightly above the average for Great Britain (2.2%). However, when looking at the duration of claims, it appears residents of Blackburn with Darwen spend a shorter time claiming job seekers allowance. 80.6% of claimants have been claiming for up to 6 months compared to 71.8% in the North West and only 6.6% have claimed for over 12 months compared to 12.4% regionally.

Socio-Economic Profile

- 4.3. In 2006, 22.5% of jobs in Blackburn with Darwen were within the manufacturing sector, compared to 12.5% within the North West, highlighting a difference of 10% between Borough and regional averages. However, the proportion of jobs within the manufacturing sector within the Borough has been declining over the past 10 years, whilst the proportion of jobs in the service sector, encompassing areas such as banking, finance and insurance, public administration, health and education, has seen an increase.
- 4.4. Figure 4.1 overleaf 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 has 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.

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 in¹ 2008 was £415.20. This is £36.10 less than the regional average (£451.30) and £64.10 less than the national average (£479.30). However, figures from 2005 show gross weekly average earnings in the Borough were £368.90, compared to an average of £410 for the region and £433.10 nationally. This highlights that earnings have remained below the national average by more or less the same level (£64.20 below the national average in 2005 compared to £64.10 in 2008) over the three year period.

Core Output Indicators

Total Amount of Additional Employment Floorspace - by Type (gross).

4.6. The total amount of new completed gross floorspace for business and industrial uses is 39,966.38m². This includes the following types of business and industrial uses:

Fig 4.2 Employment Land Completed by Type

Business & Industrial Use	Floorspace Completed (m ²)	On Previously Developed Land	% Previously Developed Land
B1 Office	12578	2353	18.7%
B2 General Industry	5073	5073	100%
B8 Warehousing	2510.36	2510.36	100%
Mixed B1, B2 & B8	16262	11152	68.6%
Mixed B2, B8	4223	0	0%
Mixed B1 & B2	3432	2855	83.2%
Mixed B1 & B8	1483	0	0%
Total	45561.36	23943.36	52.6%

¹ NOMIS

Total Amount of Employment Floorspace on Previously Developed Land (PDL) – by Type

4.7. As shown in Figure 4.2 above, 52.6% 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.

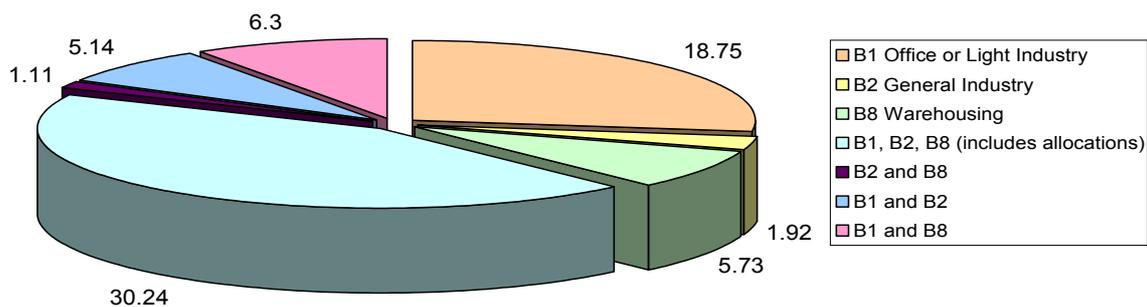
Employment Land Available - by Type

4.8. There is 77.4 hectares of employment land available which can be counted as 'supply'. This is made up of extant planning permissions (69.2 ha) and sites allocated in the Local Plan (8.2 ha). 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	18.75
B2 General Industry	1.92
B8 Warehousing	5.73
B1, B2, B8 (includes allocations)	30.24
B2 and B8	1.11
B1 and B2	5.14
B1 and B8	6.3

Fig 4.3b Employment Land Supply by Type (%)



4.9. Figure 4.3b 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 in the Local Plan contain a mixture of business, industrial and warehousing uses (Use Classes B1, B2 and B8).

²Total Amount of Floorspace for ‘Town Centre Uses’

4.10. The total amount of completed floorspace for town centre uses (Use Classes A1, A2, B1a and D2) within (i) town centre areas and (ii) the local authority area:

	Town Centre Areas	Local Authority Area
Floorspace (gross) (sqm)	310	12,539.5

As shown on the table above, there has been a significant proportion of town centre uses developed within the Local Authority Area. The vast majority of this has been for office use (Use Class B1a) and represents additions to existing business parks on the fringes of the urban area.

Local Output Indicators

Protection and Reuse of Employment Sites

4.11. As the Borough’s Core Strategy Preferred Options document highlights, the development for other uses of land presently used for employment purposes will not be permitted where the current use causes no unacceptable loss of amenity for surrounding uses. Where employment premises in these areas fall vacant, the Council will permit, and in some cases actively pursue, their reuse or the redevelopment of the site for a new employment use.

4.12. No major employment areas have been lost to residential development in this monitoring period.

Performance of Local Plan Policies

Policy EC1 – Business and Industrial Allocations

4.13. 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

4.14. 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.

4.15. Fig 4.5 shows the amount of land developed for business and industrial use and highlights a fairly consistent level of development, until 2005 when the amount of land developed increased. This then dropped significantly in 2005-2006, but increased again in 2006-2007. For the 2007-2008 monitoring period, the amount of business and industrial developments completed has again begun to increase. This is due, in part to

² Net floorspace is recorded on the revised planning application forms introduced in April 2008 and information on this part of the indicator will not be available until the 2008-09 AMR

the development of a large business park, business centre and medi-park within Blackburn which has greatly increased the amount of business and industrial land developed in 2007-08.

Fig 4.5 Business and Industrial Land Developed

Monitoring Period	Land Developed (Hectares)
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
2007-2008	6.00 ha

4.16. Updating Table 3.1 in the Local Plan to April 2007, as shown in Fig 4.6, shows the current situation with regards business and industrial land supply in the Borough in relation to the Joint Lancashire Structure Plan requirement. However, as the Regional Spatial Strategy for the North West was published in September 2008, it is appropriate to indicate the situation in relation to the requirements set out in the RSS with regards to business and industrial land (see Fig 4.7).

Fig 4.6 Updated Business and Industrial Land Supply (JLSP)

Structure Plan Requirement	125 ha
1) Sites built 2001-2016 (period of Structure Plan)	39.37 ha
2) Sites with planning permission/ committed sites	69.2 ha
3) Remaining Allocations	8.2 ha

4.17. In terms of monitoring towards the new Structure Plan period of 2001-2016 there has been 39.37 ha of land developed. Including the outstanding planning permissions and allocations shown above gives approximately 116.77 ha of land. The Joint Lancashire Structure Plan gives a total provision for Blackburn with Darwen Borough up to 2016 of 125 hectares. It would therefore seem that the Borough would be on target to meet JLSP requirements by 2016.

4.18. As the RSS was published in September 2008, it is appropriate to compare the Borough's business and industrial figures to both JLSP and RSS targets, as both were relevant within this monitoring period.

4.19. Policy W3 in the RSS sets out the supply of employment land between 2005-2021 and quantifies the extra amount of employment land needed in each sub region. Fig 4.7 overleaf has used RSS methodology to determine the provision of employment land for Blackburn with Darwen. It identifies that 35.2 hectares of extra employment land allocation is needed in the Borough, and as a result more land will have to be designated for employment uses in the LDF.

4.20. As indicated by the RSS, there may, exceptionally be a need to provide additional land to take account of special circumstances, such as the expansion requirements of a particular business or the realisation of significant inward investment potential. Accordingly, an allowance for flexibility has been factored into the table through the incorporation of a flexibility factor, which has the effect of adding 20% to the employment land requirement for the Borough.

Fig 4.7 Provision of Employment Land 2005-2012 in Hectares (RSS)

2008 Supply	77.4
Current take up per annum	5.62
Projected increase in take up	4.25%
Projected take up per annum	5.86
Need 2005-21	93.8
Extra allocation required	16.4
Flexibility factor	20%
Need 2005-21 (incorporating flexibility factor)	112.6
Extra allocation required (incorporating flexibility factor)	35.2

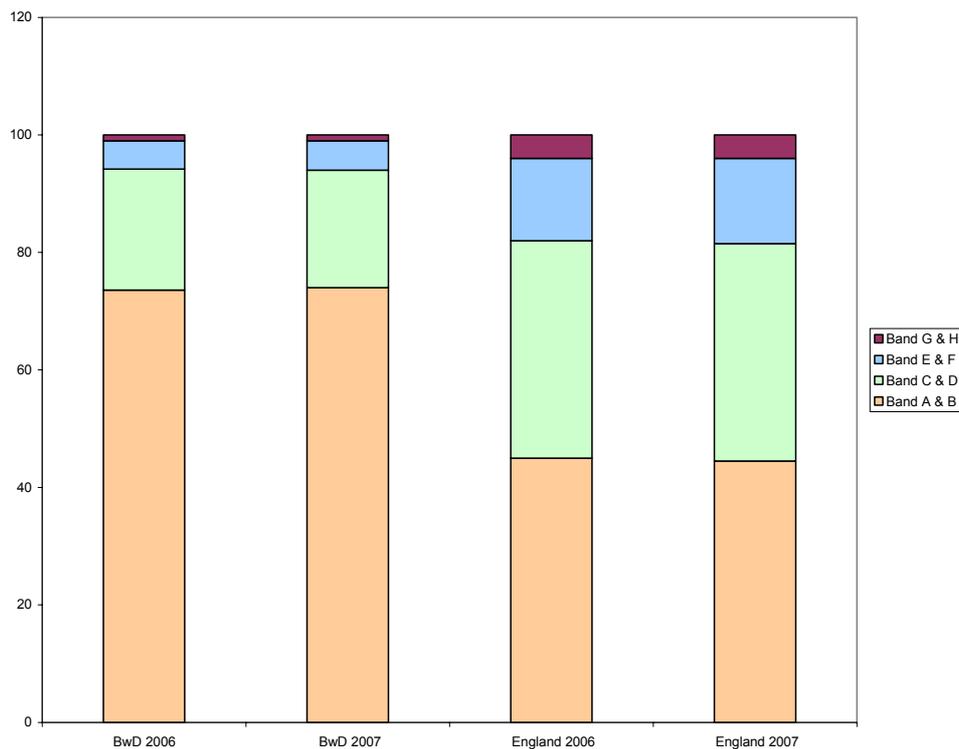
5. Housing

Contextual Indicators

Council Tax Bandings

5.1. Fig 5.1 shows the percentage of dwellings in each Council Tax band within the Borough compared with national figures for England³. 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

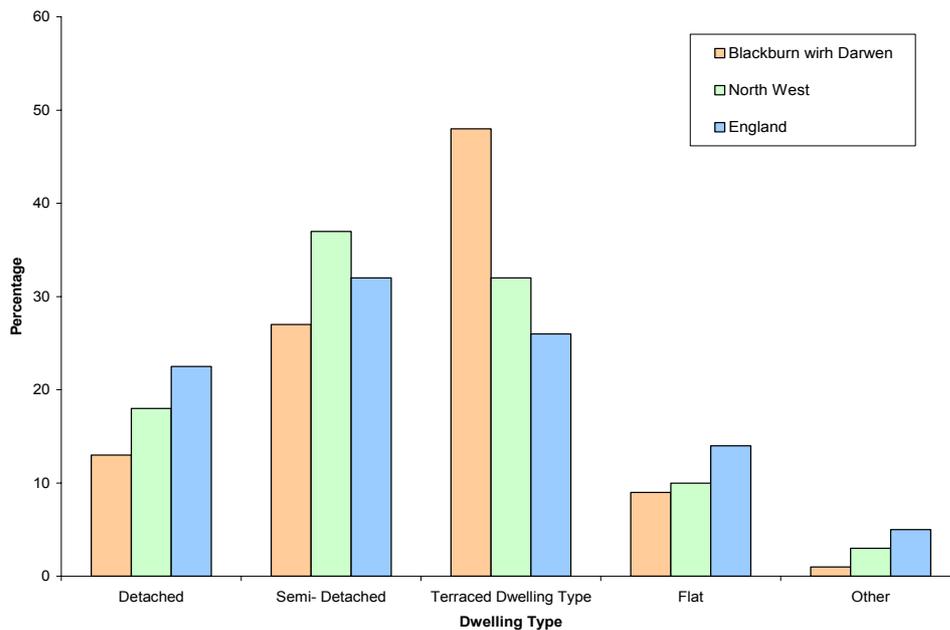


Household Composition

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 significantly higher percentage of terraced properties in the Borough.⁴

³ ONS Census data 2001

⁴ Office of National Statistics 2001

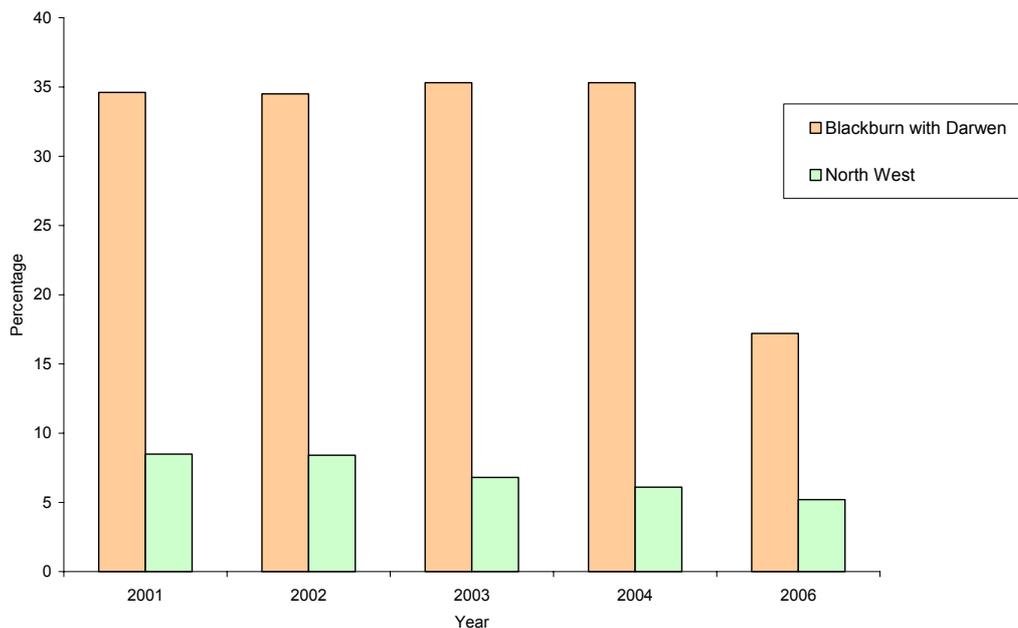
Fig 5.2 Comparison of Percentage of Household Types

Housing Fitness

5.3. Data for April 2006 highlights that 17.2% of the Borough's dwelling stock was considered 'unfit', compared to 5.2% in the North West and 4.2% in England. This is illustrated in Fig 5.3⁵. In direct contrast, 2004 figures for the Borough highlighted 35.3% of properties were considered unfit, showing a significant improvement over a two year period.

5.4. This can be largely attributed to the Council's long term commitment to improving the quality and vacancy levels of housing in the Borough through extensive refurbishment and demolition projects. Regeneration efforts have focussed upon areas in need of the most attention in order to provide a mixture of houses to meet the needs of existing residents and to attract new people who would not previously have considered living in the Borough.

⁵ ODPM Dwelling Stock by Tenure and Condition.

Fig 5.3 Percentage of Unfit Properties in the Borough

Quality of Residential “Offer”

5.5. 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.

Core Output Indicators

NB. The Joint Lancashire Structure Plan (JLSP) was replaced by the Regional Spatial Strategy (RSS) for the North West in September 2008. The RSS sets out higher housing targets than the JLSP for both the region and for Blackburn with Darwen. In response to this, the Council is currently updating its Interim Policy Statement on Housing which has introduced a phased approach to meet the new housing targets required by RSS. This approach is also used in the Core Strategy Preferred Options Document and supported by the Borough’s Strategic Housing Land Availability Assessment.

However, the JLSP was still in operation in April 2008, when this year’s monitoring period began and as a result we will continue to monitor against JLSP targets as well as RSS until the 2008-09 monitoring period when we will monitor solely against RSS figures.

Plan Period and Housing Targets

5.6. Below shows the source of the housing target used in the housing trajectory in addition to the total amount of housing planned to be delivered over the period:

- (a) Joint Lancashire Structure Plan (JLSP): 2001 – 2016: 3730
- (b) Regional Spatial Strategy (RSS): 2003 – 2021: 8800

5.7. The RSS target means that a total of 489 houses need to be completed per year. As outlined in the Core Strategy Preferred Options document, the Council have decided to adopt a phased approach to meet this annual housing target. Delivery will be phased as follows:

2009-2014: 415/yr
 2014-2019: 490/yr
 2019-2024: 565/yr

Taken as an average, this equates to 489 dwellings per year over a 15 year period, meeting the RSS requirements.

⁶Net Additional Dwellings – in Previous Years

5.8. There have been 1744 net additional dwellings over the previous 5 year period:

Monitoring Year	Number of Completions
2003-2004	474
2004-2005	448
2005-2006	191
2006-2007	273
2007-2008	358

Net Additional Dwellings – for the Reporting Year

5.9. The number of dwelling completions recorded for the 2007-08 monitoring period was 358.

Net Additional Dwellings – in Future Years

5.10. The Strategic Housing Land Availability Assessment for the Borough was completed in October 2008 and sets out the under-provision of housing targets based on RSS figures since 2003.

The RSS sets out a target of 489 dwellings to be completed per year, excluding replacement for clearance. For the year 2003-04, the gross number of dwellings completed was 423 which leaves a shortfall of 66 under the RSS target for 2003-04.

In total, over the past five years, 991 (minus demolitions) houses have been completed, leaving a shortfall of 965 from RSS targets. In order to calculate future housing targets, an allowance for 500 replacement for clearance properties has been set aside across the five year period, which in total equates to a total shortfall of 1,465 dwellings.

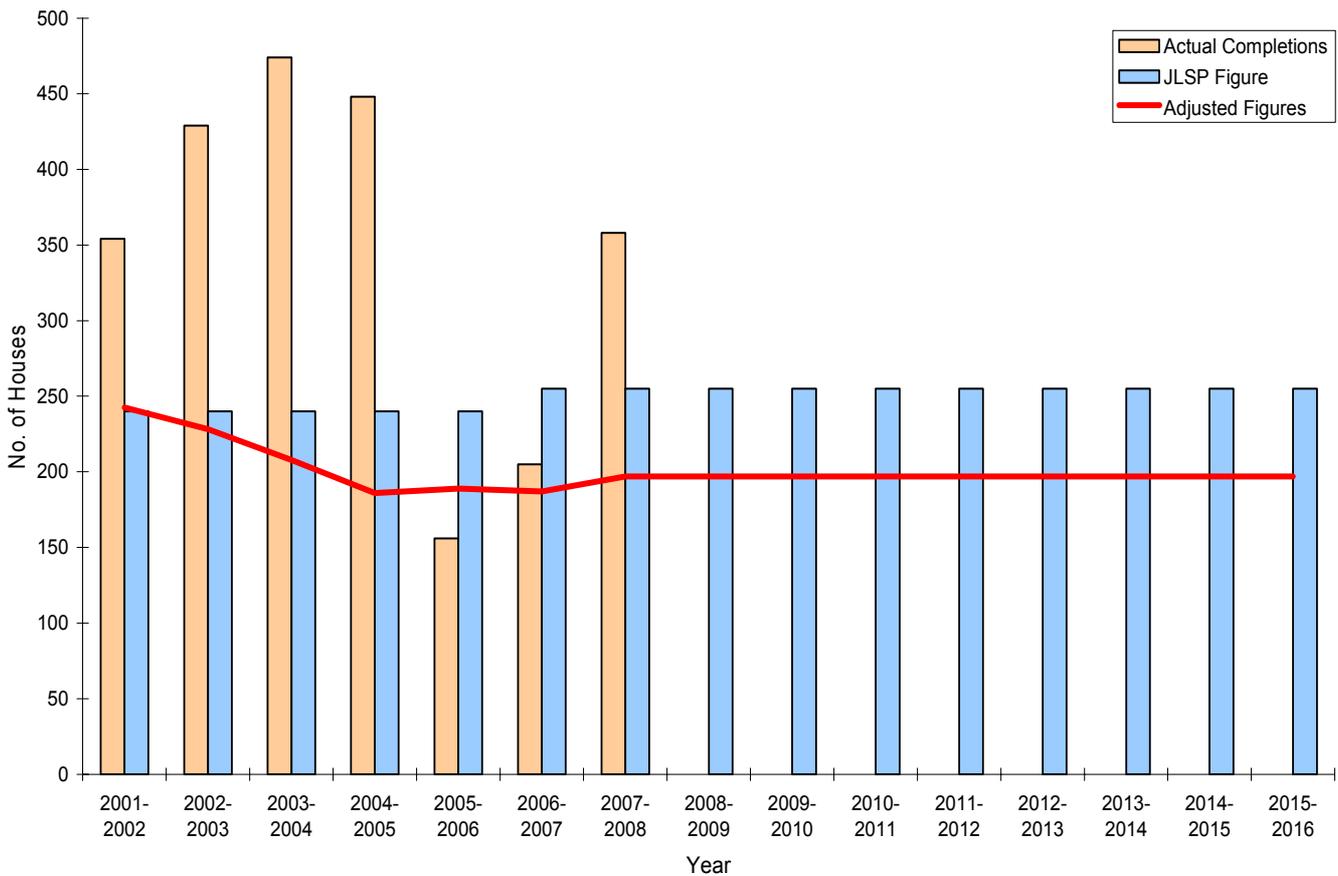
As set out in the Council's Interim Policy Statement on Housing and the Core Strategy Preferred Options Document, a phased shift approach will be implemented to address this shortfall. Thus, 20% of the dwelling shortfall (293 of the 1,465) has been allocated to the first 5 year period, 40% (586 of the 1,465) to the second 5 year period and the remaining 40% shortfall (586 dwellings) assigned to the third 5 year period.

Managed Delivery Target

5.11. Fig 5.4 shows the annualised Structure Plan target and the number of houses completed from 2001-2008. It is clear that the number of houses completed for this monitoring period is significantly higher than the JLSP target.

⁶ These figures are based on survey work conducted in May 2008. Data submitted for Housing Flows Reconciliation was based on building control figures. For the monitoring period 2008-09, the two data sets will be reconciled in order to ensure consistency for housing data.

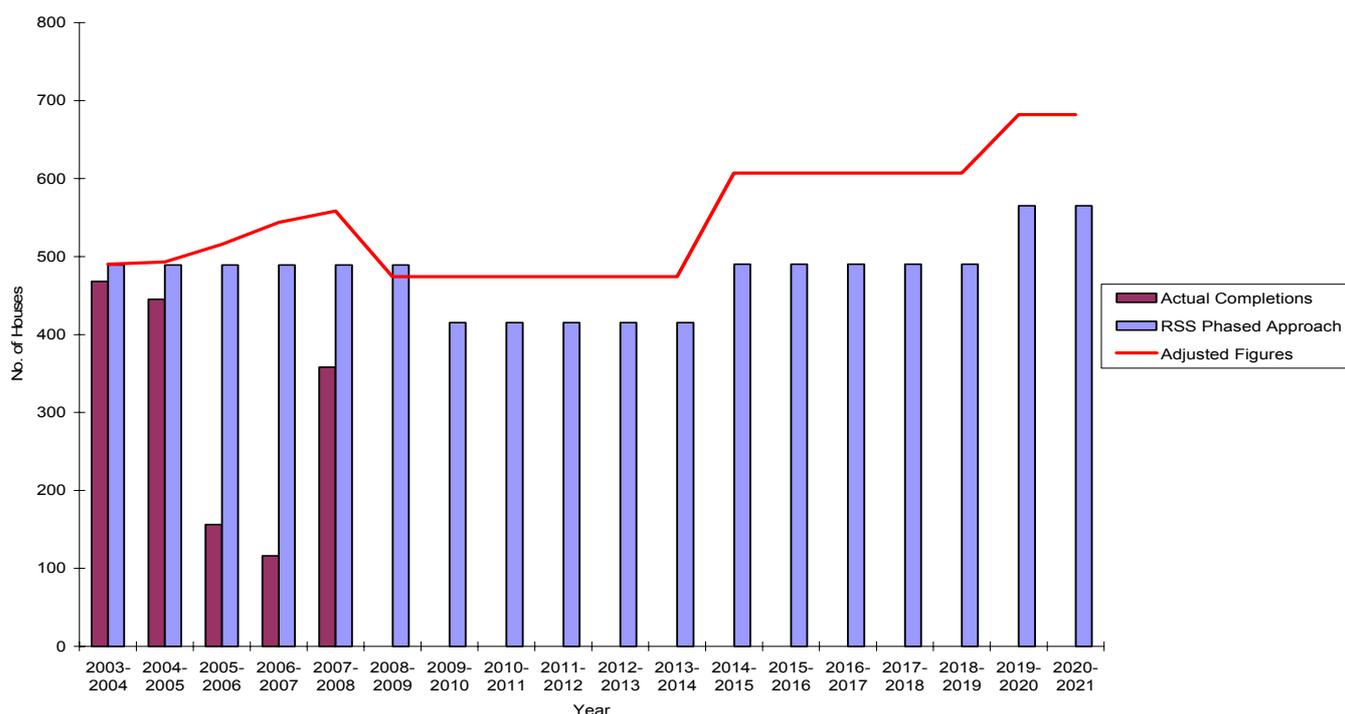
Fig 5.4 Housing Trajectory (JLSP)



5.12. Fig 5.5 highlights the RSS housing completion targets from 2003 until 2021. As shown on the graph, in 2009 a phased shift approach to meeting these targets will be implemented. The Core Strategy Preferred Options document set out the number of housing completions required for each 5 year period until 2021 (as identified within the managed delivery target above). This approach was supported by the Strategic Housing Land Availability Assessment which was completed in October 2008.

5.13. There is an undersupply of housing completions in the Borough compared to RSS targets. However, now we have an approach in place to deal with this undersupply, which will result in the number of completions increasing and therefore meet the requirements set by RSS for the Borough.

Fig 5.5 Housing Trajectory (RSS Phased Shift Approach)



New and Converted Dwellings - on Previously Developed Land (PDL)

5.14. There were 85% of new and converted dwellings on previously developed land in 2008. This figure has increased from 60% in 2005 and 77.5% in 2006 which reflected the Council’s approach to restricting new permission for housing to brownfield sites. However, in the previous monitoring period (2006-07) 94% of housing was completed on brownfield land which is slightly higher than this year’s figure, and this can be accounted by 26 new homes being developed on the playing fields of a former school.

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

	Non – PDL	PDL
New Build	53	302
Conversion	1	2
Total	54	304
Percentage	15%	85%

Net Additional Pitches (Gypsy and Traveller)

5.15. There have been no net additional pitches for Gypsies and Travellers (as defined in the Housing Act) for the current year (2007/08).

Gross Affordable Housing Completions

5.16. There have been 188 affordable homes developed through the planning system this year. Affordable housing is defined in PPS3 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.

Housing Quality – Building for Life Assessments

5.17. This indicator will be used to show the level of quality in new housing development, proving the number and proportion of total new build completions on housing sites reaching very good, good, average and poor ratings against the Building for Life criteria. However this information is unavailable at the current time, although work is ongoing to provide the relevant information required and will be supplied in future AMR's.

Local Output Indicators

Density of Housing Development

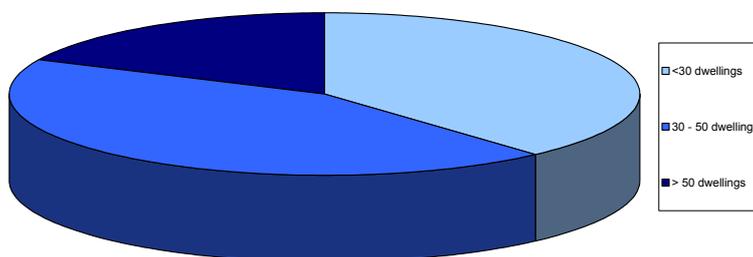
5.18. The density of new housing completed for schemes of 5 or more dwellings is separated into three categories; less than 30 dwellings per hectare, between 30 and 50 dwellings per hectare and those with a density greater than 50 dwellings per hectare.

Fig 5.7 Density of New Housing Development Completed Since 2003

Density	2005	2006	2007	2008
(i) <30	157	64	53	115
(ii) 30-50	147	70	14	132
(iii) >50	109	35	161	54

5.19. Fig 5.8 shows that 62% of completed housing was on sites with a density of 30 or more dwellings per hectare. Planning Policy Statement 3: Housing, and the adopted Local Plan both seek densities of greater than 30 dwellings per hectare.

- < 30 dwellings per hectare – 115 38%
- 30-50 dwellings per hectare – 132 44%
- > 50 dwellings per hectare – 54 18%

Fig 5.8 Percentage of New Dwellings Completed by Density 2008

Performance of Local Plan Policies

Policy H2 – Development of Large Unallocated Sites

5.20. This Policy gives priority to 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. Since 2004-05 the Borough has achieved 60% or more of housing developments on previously developed sites. This policy has therefore ensured that the majority of 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%
2007-2008	358	304	54	85%

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

5.21. The brownfield figure for completions has fluctuated somewhat over the past eight years, providing an average of 64%. 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.

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%
2007-2008	373	18	95%

5.22. Fig 5.11 shows that since April 2000, 96% of units granted planning permission for housing have been on brownfield sites. Of the 46 greenfield dwellings granted planning permission over the past eight years, 16 units have been built 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

5.23. 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

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

5.25. Since the figures in the Local Plan were produced there has been eight 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
2007-2008	358 dwellings

5.26. There have been 14 replacement for clearance properties within the 2007-08 monitoring period.

5.27. The Joint Lancashire Structure Plan period is between 2001 and 2016 and as at 2008 there have been 2424 recorded net completions in this period, towards a target of 3730. Against the annual completion rates prescribed in the JLSP this represents an

oversupply of housing and the Council produced an Interim Policy Statement to address the situation, resulting in a restrictive approach to new planning permissions for housing. However, in September 2008, the Regional Spatial Strategy for the North West was published which set out higher targets for housing provision in the Borough. As a result, a revised Interim Policy Statement is being produced which decreases the restrictive nature of the previous document to encourage higher housing completion numbers. The RSS sets out a target of 8800 houses to be completed between 2003-2021 which equates to 489 completions per year. As mentioned earlier in the AMR, this target will be addressed through a phased approach to delivery.

5.28. The Strategic Housing Land Availability Assessment was completed in October 2008 and identifies sites for development and makes assessments on housing potential across the Borough. This document will form part of the baseline information that will inform the Local Development Framework.

Demolitions

5.29. In 2007-2008 there have been 174 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 Issues and Options Document 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 services⁷.

Car Ownership

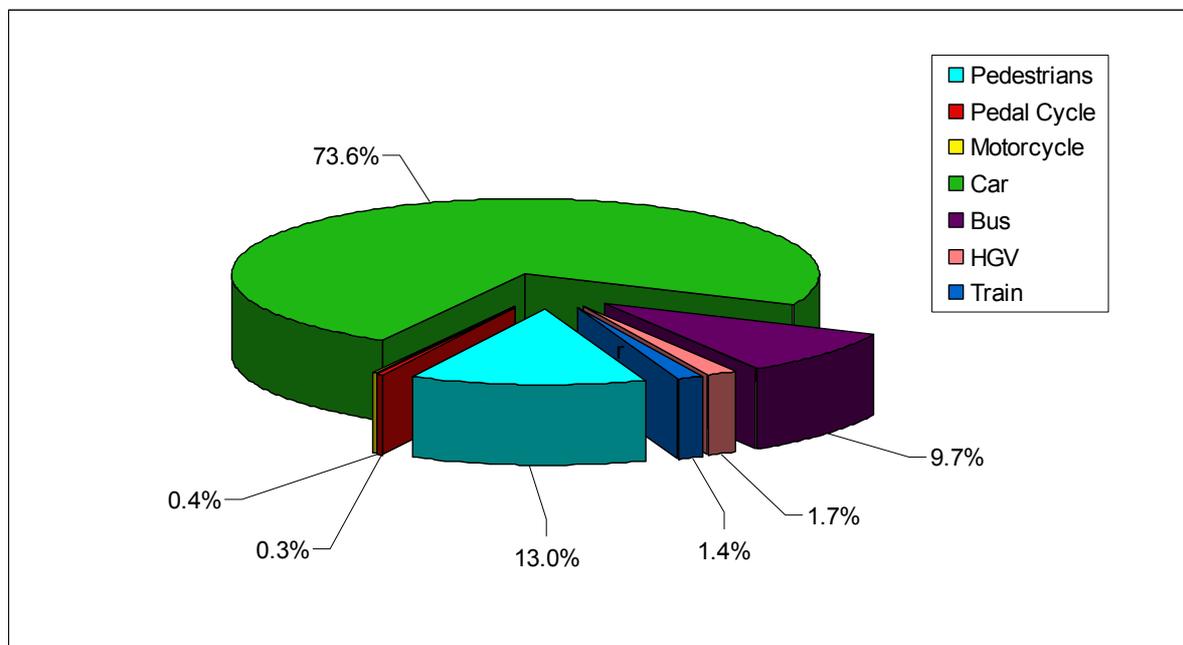
6.2. In 2001, 33.5%⁸ of households in the Borough did not own a car. This is a significantly high figure compared to the figures for Lancashire (25.1%) and England (26.8%).

Modal Choice

6.3. Figures 6.1 and 6.2 show the modal split of people travelling into Blackburn and Darwen Town Centres, highlighting the significant dominance of the car.

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.

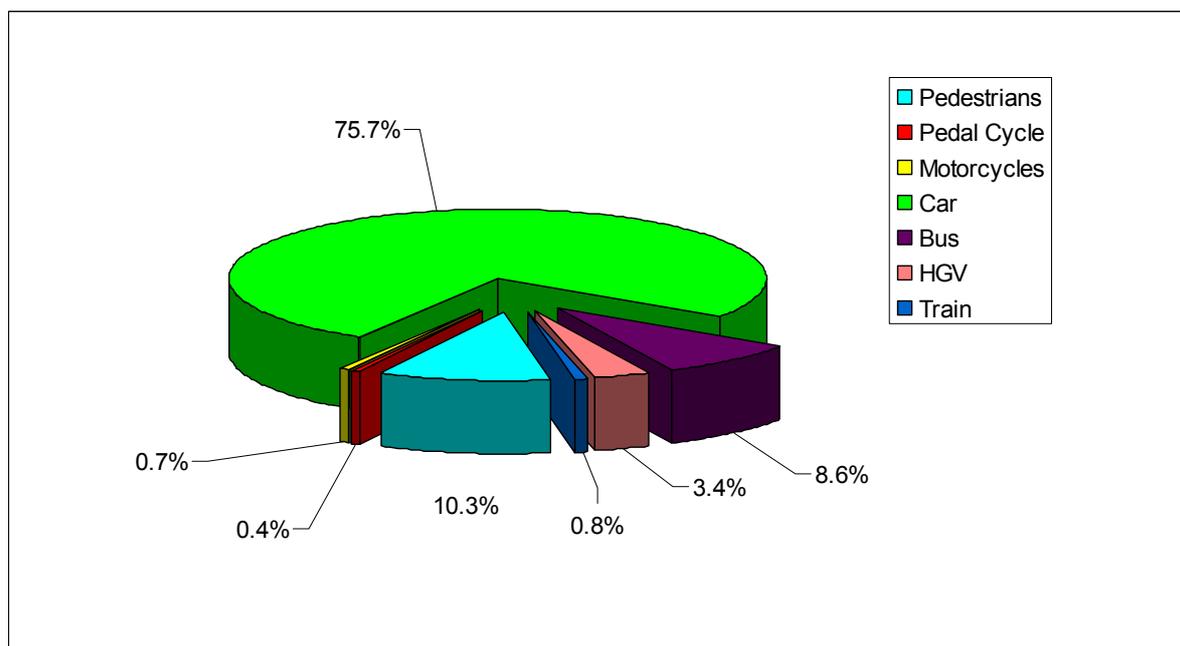
Fig 6.1 Modal Split Entering Blackburn Town Centre 2008



⁷Early consultation on Issues for the Core Strategy.

⁸ONS Census data 2001.

Fig 6.2 Modal Split Entering Darwen Town Centre 2008



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.

Local Output Indicators

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

6.6. 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.

Fig 6.3 Accessibility of New Development 2008

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	357	358	99.7%
Hospital	334	358	93.3%
Primary School	358	358	100%
Secondary School	334	358	93.3%
Employment	334	358	93.3%
Major Retail Centre	334	358	93.3%

6.7. There has been an improvement in accessibility levels from new housing sites to areas of employment and secondary schools since 2007. However, there has been a slight reduction in accessibility of new housing sites to GP'S, primary schools and major retail centres has occurred over the last 12 months. This is a function of the particular sites on which completions have taken place, with 24 houses being completed on sites within the small villages of Edgworth and Turton.

Performance of Local Plan Policies

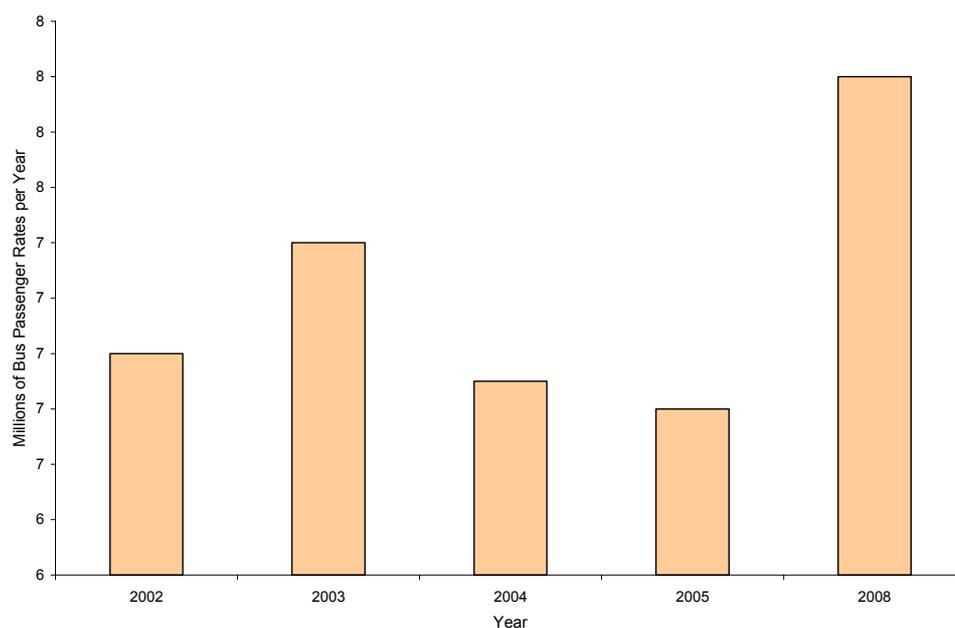
Modal Split Statistics

6.8. 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 has shown 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 and the Pennine Lancashire Multi-Area Agreement (MAA).

Bus Passenger Journeys

6.9. There were 8,029,652 bus passenger journeys in the Borough between April 2007 and March 2008. This has increased significantly from 2004-05 figures, as shown by Fig 6.4 and represents a successful effort to encourage bus patronage, both through the introduction of the Senior Citizen bus passes offering free bus travel to people aged 60 or over who reside in the municipal area of Blackburn with Darwen, and local promotion of public transport use.

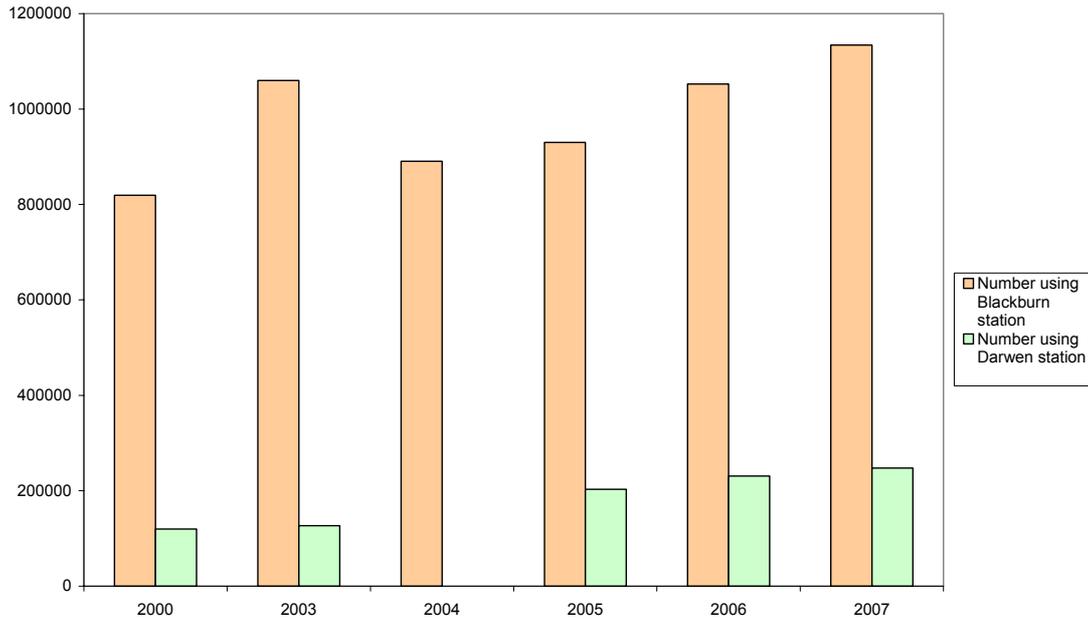
Fig 6.4 Bus Passenger Journeys in the Borough 2001-2005



Rail Passengers

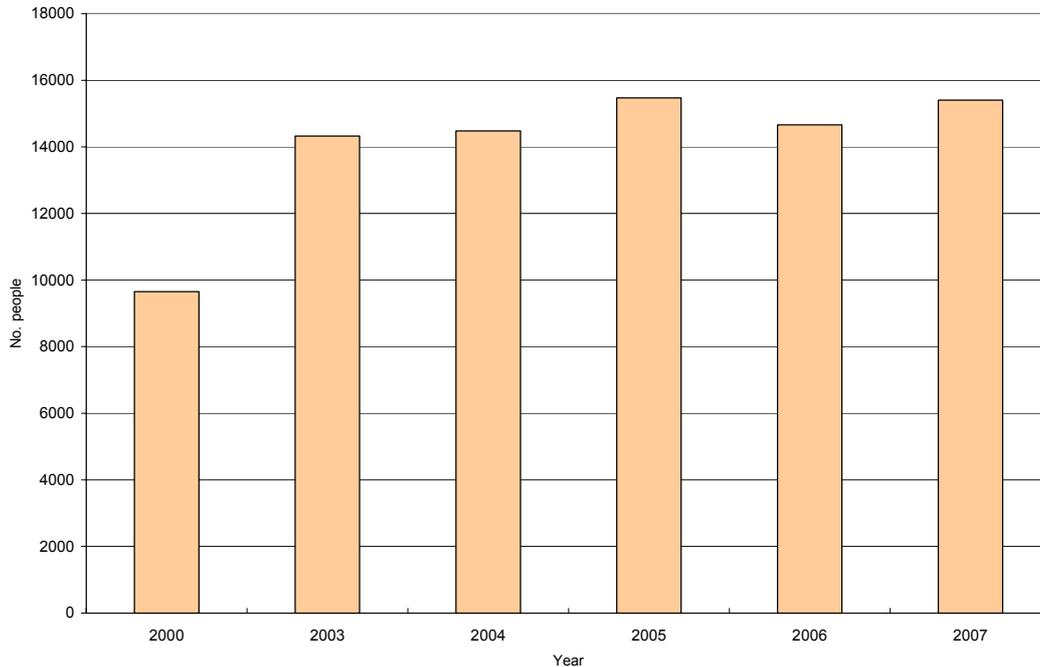
6.10. Fig 6.5 highlights a steady increase in the number of overall rail passengers using Blackburn and Darwen railway stations since 2004. Although figures were not available for Darwen in 2004, it is evident that use of Darwen station is also increasing, albeit at a smaller rate than Blackburn, which reflects the size of the town.

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



Pedestrians

6.11. Figure 6.6 shows the number of pedestrians entering Blackburn and Darwen town centres during a sample 12-hour day. It shows a significant increase over the past eight years, from 9,649 in 2000 to the present level of 15,611.

Fig 6.6 Number of Pedestrians Entering Blackburn Town Centre

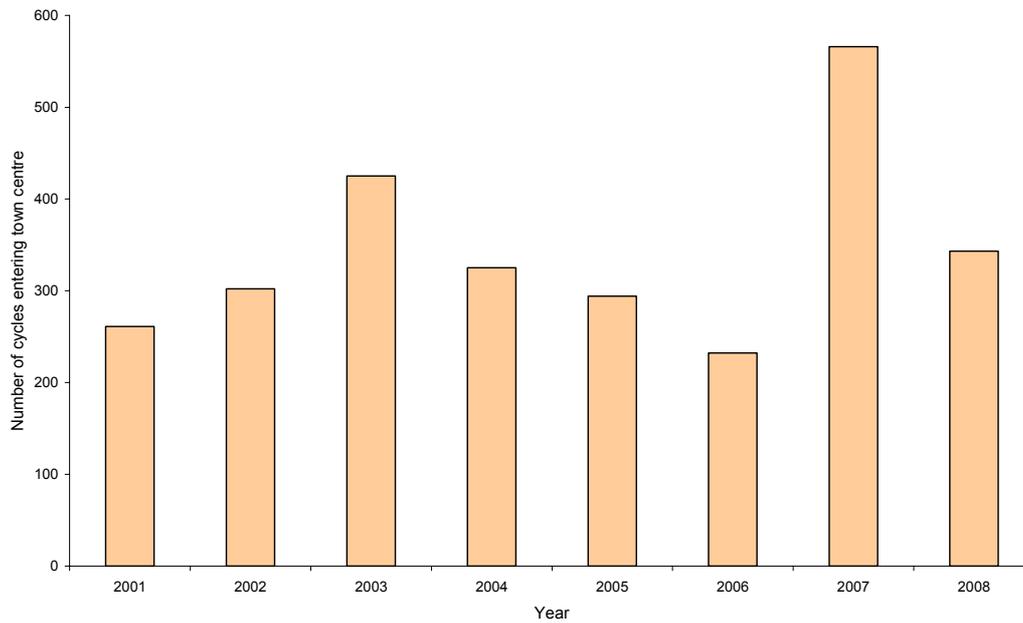
Source: Annual cordon survey. Figures represent number of pedestrians entering Town Centre over 12 hours on one day of the year.

Cycling

6.12. Figure 6.7 shows the number of cycles entering Blackburn Town Centre as measured during the Annual Town Centre Cordon Survey⁹. Results show a steady increase since 2001, peaking in 2003 followed by a decrease to 2006 and a substantial increase in 2007, to over double the 2001 figure. Although 2008 figures have shown the number of cyclists entering Blackburn Town Centre has decreased, figures are still above those collected for 2006.

⁹ 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

6.13. Data is now available to monitor the number of cycles entering Darwen Town Centre, which has been measured at 169 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

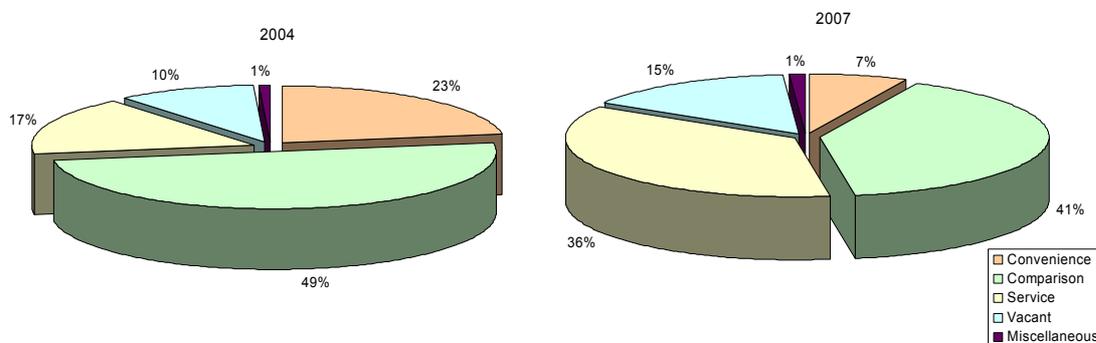
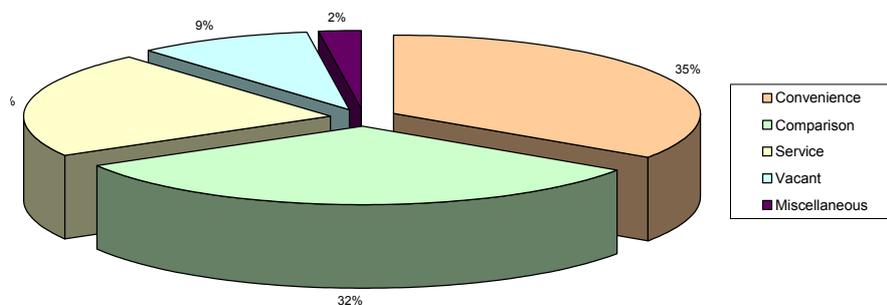


Fig 7.2 Percentage of Gross Floorspace in Darwen Town Centre by Type



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.

Local 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 ²)
B1a office floorspace	13241m ²
No D2 leisure floorspace has been developed	0m ²
Net retail floorspace	352m ²
A2 floorspace	176m ²

Performance of Local Plan Policies

Blackburn

- 7.6. 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 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. There has been a setback in terms of previous timescales set for the Mall redevelopment, with work now scheduled to be complete in 2010.

Darwen

- 7.7. Since the last monitoring report, the Queen Street/ Hindle Street SPD, which seeks major transformation of housing stock in the town went out for a four week public consultation between 31st October and 1st December 2008 and is scheduled to be adopted in March 2009. This SPD aims to provide high quality, sustainable housing in order to attract new people who would not normally have chosen Darwen as a place to live. The development will provide a mix of housing, offering everyone the opportunity to live in a decent home, which people can afford, in a community where they want to live.

Development on Allocated Sites

- 7.8. 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

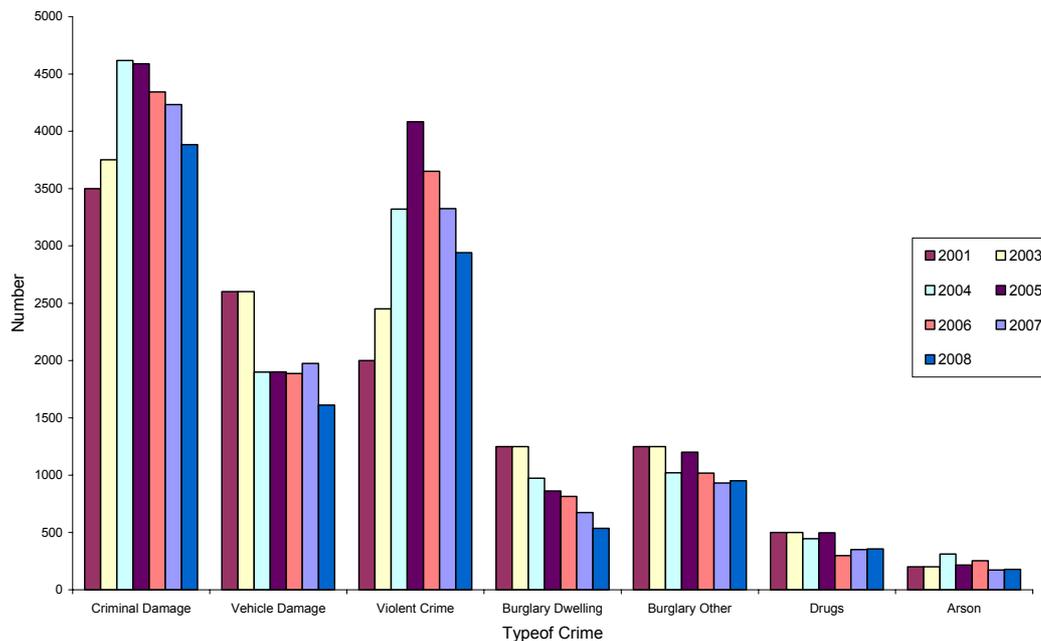
- 8.1 The percentage of residents with limiting long term illness in 2001 stood at 20.3%¹⁰. This is 2.1% higher than the average figure for England and Wales (18.2%). Ten years previously, in 1991, this was measured at 15.5%¹¹, which was 2% higher than the national average of 13.3%. This indicates that there is a consistently 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 aims to improve pedestrian and cycle routes in order to improve people's health by encouraging exercise. In addition, the Borough's Sustainable Community Strategy sets out a strategic priority to 'improve health and social well-being'.
- 8.2 In Blackburn with Darwen the proportion of babies born with low weight is significantly higher than the regional and national figures. 2006 data highlights that 10.3% of live and still births were considered to be of a low birth weight, compared to 8.1% in the North West and 7.9% in England and Wales.
- 8.3 For the period 2005-2007, life expectancy at birth (years) for the Borough was 79.2 for females and 74.2 for males. This can be compared to the average for England as a whole, where female life expectancy was 80.4 and 76 for males. Therefore, people within Blackburn with Darwen are living shorter lives than the national average.
- 8.4 The Council has recognised that improving the health of residents within Blackburn and Darwen must be a priority and dedicated commitment over the long term will be needed to make a significant improvement on the health of its population. As a result, the Borough has included 'improving health and well-being' as one of the four objectives of the Local-Area Agreement.

Crime

- 8.5 As shown on Fig 8.1 overleaf, for the year 2007-08 the number of recorded crimes has decreased from the previous year, with violent crime showing a 6% decrease from 2006-07 figures. Additionally, instances of criminal damage, vehicle damage and dwelling burglary have also fallen from last year, with only burglary (other), drug offences and arson showing very slight increases.

¹⁰ ONS Census Data 2001

¹¹ ONS Census Data 1991

Fig 8.1 Instances of Crime by Type 2008

8.6. In terms of fear of crime, qualitative data from the Citizens' Panel in June of 2003, found that the majority of panel members had not experienced any crime. Despite this however, a large percentage were still apprehensive about the issue. Nuisance from young people was the main issue that caused concern to the majority of panel members in addition to vehicle crime and burglary being identified as a problem¹².

People's Satisfaction with their Neighbourhood as a Place to Live

8.7. A Best Value General Residents Survey was carried out in 2007, whereby a postal survey was undertaken amongst a sample of residents aged 18+ years in the authority area. The sample was drawn by the Audit Commission from the Post Office small users address file. A total of 1,046 surveys were completed. This study found that, in all, 58% are satisfied with their area as a place to live – slightly fewer than when the same study was carried out in 2006 (62%).

Number of Conservation Areas

8.8. There were 14 Conservation Areas in 2008 which were already designated by 2000 and are designated and listed in the Local Plan.

Design

8.9. 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. However, some work has been carried out to set out a number of design indicators, closely related to the Building for Life criteria, which could be used to monitor this SPD. If they are deemed acceptable then they can be reported upon in the 2008-2009 Annual Monitoring Report.

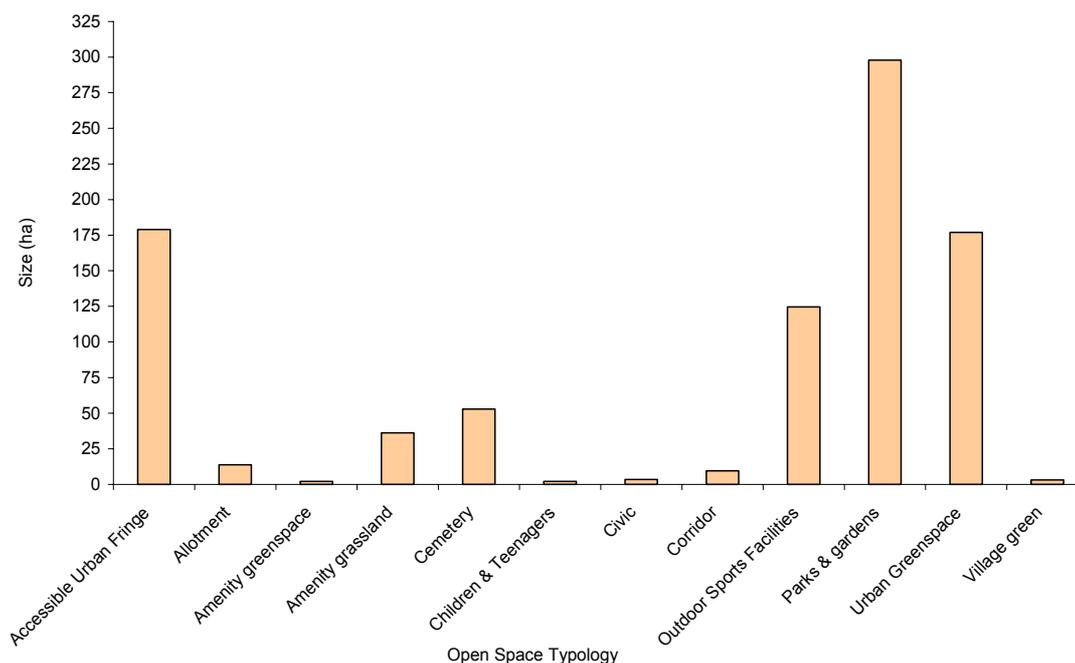
¹² Blackburn with Darwen Citizens' Panel.

Local Output Indicators

Percentage of Eligible Open Spaces Managed to Green Flag Award Standard

8.10. 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 34.5% of the total open space in the Borough, which is an increase of 7% on last year.

Fig 8.2 Open Space by Type



Performance of Local Plan Policies

Design Quality Indicators and Conservation Areas

8.11. Conservation Area Appraisals and Management Plans were commissioned for all five Conservation Areas in Blackburn Town Centre in 2007. These have been completed in draft format, and are accompanied by a public realm strategy and design codes for each Conservation Area.

Effectiveness of the Local Plan in Co-ordinating Development

8.12. 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 which do not meet the objectives set out 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.

8.13. Between 1st April 2007 and 31st March 2008, 32 appeals were made against refusal of planning permission. Of these, 23 were dismissed (72%), 7 were allowed (22%) and 2 had a split decision.

- 8.14. Combining the appeals information above with that in the previous monitoring reports gives information over a seven year period from April 2001 to March 2008. During that period 147 appeals against Blackburn with Darwen's refusal of planning consent were decided. Of these, 42 were allowed, making 29% of the total appeals being allowed over the past seven years, compared to 22% 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 been more successful this year on defending planning decisions on appeal than they have over the long term, but this continues to require close monitoring in future years.
- 8.15. 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

- 8.16. 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:

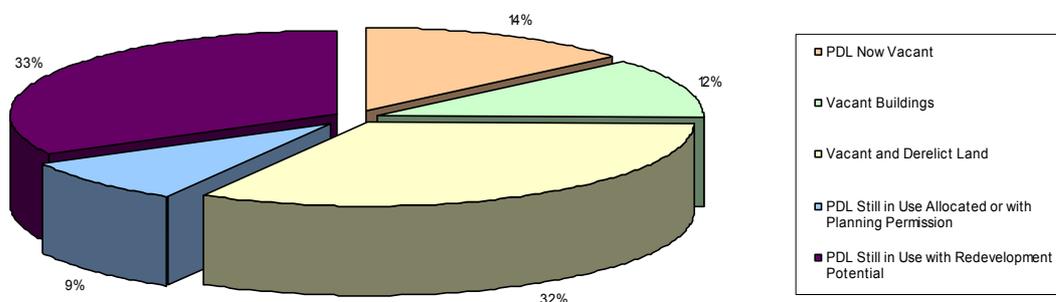
- Intack, Blackburn – junction of Whitebirk Rd, Accrington Rd, Shadsworth Road and St Ives Road
- Bastwell, Blackburn – junction of Whalley New Road, Whalley Range, Plane Street Blackburn
- Bolton Road / Duckworth Street, Darwen Town Centre
- Witton, Blackburn – junction of Preston New Road, Buncer Lane, 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 within 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 2007 there was approximately 62,130 hectares of previously developed land and an estimated 33,600 hectares of previously-developed land were vacant or derelict, equating to 54% of the total. The remaining 28,520 hectares were in use but with potential for redevelopment and 9,649 of this is within the North West region. The Council identified 163 hectares of previously developed land in the Borough 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 3¹³. This area is extended to 541 hectares of land in Floodzone 2¹⁴, 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. In September 2008 a draft version of this was sent to the Environment Agency for confirmation and the Council is awaiting communication from them. Information from this will inform future Local Development Documents, and will be presented in future AMRs.

Core Output Indicators

Number of Planning Permissions Granted Contrary to the Advice of the Environment Agency on Flooding and Water Quality Grounds

9.6. The Environment Agency objected to twelve planning applications within the monitoring period. Three applications were withdrawn, four were refused planning permission and five were granted approval with conditions relating to the 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 of Biodiversity Importance

9.7. A survey in August 2007 recorded the following results regarding the condition of the Borough's three Sites of Special Scientific Interest (SSSI). Only Gale Clough and Shooterslee Wood has been reassessed since last year.

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	0%	0%	0%	82.99%	82.99%	0%
2008	-	-	-	-	-	-

¹³ Land in Floodzone 3 has a High Risk of flooding, with a 1.0% or greater annual probability

¹⁴ Land in Floodzone 2 has a Low to Medium Risk of fluvial flooding, with a 0.1-1.0% annual probability

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	37.14%	37.14%	0%	62.86%	0%	0%
2008	37.14%	37.14%	0%	62.86%	0%	0%

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	100%	100%	0%	0%	0%	0%
2008	-	-	-	-	-	-

9.8. 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.

9.9. 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 2008

Site Name	LNR status achieved (2003/04)	LNR status achieved (2004/05)	LNR status achieved (2005/06)	LNR status achieved (2006/07)	LNR status achieved (2007/08)
River Darwen Parkway	No	Yes	Yes	Yes	Yes
Highercroft Woods	No	No	No	No	No
Pleasington Old Hall	No	No	No	Yes-with legal	Yes
Arran Trail	No	No	No	Yes-with legal	Yes

Sunnyhurst Woods	No	Yes	Yes	Yes	Yes
Hoddlesden Millennium Green	-	-	-	No	No
Rosebay Wood	-	-	-	No	No

9.10. 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

9.11. Biological Heritage Sites (BHSs) which are 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, equating 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 Generation

9.12. There have been four renewable energy schemes for onshore wind turbines completed in the Borough within the 2007-08 monitoring year. These are:

Blackburn Enterprise Centre, Furthergate, Blackburn – generating 5.50MWh/year
 Little Edge Farm, Edgworth – generating 12.27MWh/year
 Uglow Farm, Edgworth – generating 18.13MWh/year
 Crowthorn Farm – generating 12.27MWh/year

9.13. In addition, there has been one solar panel installation at Radio Lancashire in Blackburn to generate electricity to power broadcasting equipment.

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. Planning permission was 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 but later withdrawn. Since then there have been no new applications.

References

2002 Mid year population estimates

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Office of the Deputy Prime Minister, Dwelling Stock by Tenure and Condition, www.odpm.gov.uk.

Office for National Statistics, Census Data 2001, www.statistics.gov.uk.

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Office for National Statistics, Local Area Labour Force Survey, www.statistics.gov.uk.

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OFSTED, LEA Statistical Profile 2003

National Statistics Nomis- Official Labour Market Statistics, Claimant Count, www.nomisweb.co.uk.

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

Local Development Scheme Monitoring Table: Milestones achieved, 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
Local Development Framework Core Strategy	DPD	Sets out vision, objectives and spatial development strategy including a Key Diagram	ACHIEVED (2nd time) 19th October 2007		April 2008	July 2009	November 2009	January 2011
Progress on the LDF Core Strategy: Preferred Options Report published in revised form October 2007.								
Housing Allocations and Policies	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
Progress on Housing Allocations and Policies: See Page 4 of AMR. Housing Allocations & Policies, Commercial Development Allocations & Policies, Environment & Proposals map for Borough documents are likely to be merged into one single DPD. A new timetable is required for these.								
Commercial Development Allocations and Policies	DPD	Employment Allocations and other employment related policies.	February-April 2009	February-April 2009	March 2010	March 2010	September 2011	September 2011
Progress on Commercial Development Allocations and Policies: See Page 4 of AMR. Housing Allocations & Policies, Commercial Development Allocations & Policies, Environment & Proposals map for Borough documents are likely to be merged into one single DPD. A new timetable is required for these.								

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
Environment	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
Progress on Environment: See Page 4 of AMR. Housing Allocations & Policies, Commercial Development Allocations & Policies, Environment & Proposals map for Borough documents are likely to be merged into one single DPD. A new timetable is required for these.								
Proposals Map for Borough	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
Progress on Proposals Map for Borough: See Page 4 of AMR. Housing Allocations & Policies, Commercial Development Allocations & Policies, Environment & Proposals map for Borough documents are likely to be merged into one single DPD. A new timetable is required for these.								
Development Control Policies	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
Progress on Development Control Policies: 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	Estimated or achieved date for Preferred Options and Proposals or on Draft Document	LDS MILESTONE Submission to Secretary of State	Estimated or achieved date for Submission to Secretary of State	LDS MILESTONE Date of Adoption	Estimated or achieved date for Adoption
Darwen Town Centre Masterplan	SPD	Sets out detailed development proposals, design guidelines and environmental improvement measures for the Town Centre.	August 2007	June 2009	N/A	N/A	December 2007	November 2009
Progress on Darwen Town Centre Masterplan: Slippage has occurred in meeting Milestone, and work on the document is scheduled to reach draft version in summer 2009 with adoption towards the end of the year.								
Freckleton Street Masterplan	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	November 2007
Progress on Freckleton Street Masterplan: SPD adopted 3 months behind target due to the need to resolve issues arising from the consultation.								
Queen Street / Hindle Street, Darwen, HMR Masterplan	SPD	Provides more detailed guidance for proposals under Housing Market Renewal.	August 2007	March 2008	N/A	N/A	December 2007	March 2009
Progress on the Queen Street/Hindle Street, Darwen HMR Masterplan: SPD delayed due to HMR programme / funding issues in this area. These are now resolved and the draft SPD has been completed and sent out for a 4 week public consultation, commencing on 31 st October and concluding on 1 st December 2008.								

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
Housing Design Guide	SPD	Design Guidance for new housing development	September 2007	January 2009	N/A	N/A	January 2008	May 2009
<p>Progress on the Housing Design Guide: Slippage has occurred in early stage preparation and document is no longer being produced concurrently with Commercial and Business Development Design Guidance. Estimated that the document will go out for public consultation in early 2009.</p>								
Commercial & Business Development Design Guidance	SPD	Design Guidance for new business development	November 2007	NOT ACHIEVED	N/A	N/A	June 2008	
<p>Progress on the commercial and business development design guidance: No progress on this SPD due to other work priorities. Whether there is a need for this document at present will be considered again in the next LDS.</p>								

Appendix II - Development on Allocated Town Centre Sites

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, gym, restaurant and retail uses complete;

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.

BTC5 BLACKBURN SHOPPING CENTRE - Planning application submitted for significant re-development if Blackburn shopping centre and Lord Square. Site preparation in progress

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 complete

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. Work is currently ongoing to produce a Supplementary Planning Document (SPD) for the Cathedral Quarter. This is scheduled to begin its public consultation period in mid January 2009.

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 and Species

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

