

Local Plan Part 2

Site Allocations and
Development Management Policies



Publication Edition
xxx 2014





BLACKBURN WITH DARWEN LOCAL PLAN PART 2

SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES

Publication edition xxx 2014

Regeneration Department
Town Hall
Blackburn
BB1 7DY

www.blackburn.gov.uk

TABLE OF CONTENTS

CHAPTER 1	INTRODUCTION	1
CHAPTER 2	CORE POLICIES	4
Policy 1.	The Urban Boundary	5
Policy 2.	The Inner Urban Area	6
Policy 3.	The Green Belt	6
Policy 4.	Land for Development Beyond the Plan Period	7
Policy 5.	Countryside Areas	7
Policy 6.	Village Boundaries	8
Policy 7.	Sustainable and Viable Development	8
Policy 8.	Development and People	10
Policy 9.	Development and the Environment	11
Policy 10.	Accessibility and Transport	14
Policy 11.	Design	16
Policy 12.	Developer Contributions	19
CHAPTER 3	EMPLOYMENT	20
Policy 13.	Employment Land Allocations	23
Policy 14.	Primary Employment Areas	36
Policy 15.	Secondary Employment Areas	37
CHAPTER 4	HOUSING	38
Policy 16.	Housing Allocations	40
Policy 17.	Housing Development in Tockholes	77
Policy 18.	Housing Mix	78
Policy 19.	Apartment Development and Houses in Multiple Occupation	79
Policy 20.	Accommodation for Gypsies and Travellers	80
Policy 21.	Conversion of Buildings in the Countryside	82
Policy 22.	Replacement Dwellings in the Countryside	83
Policy 23.	Rural Workers' Dwellings in the Countryside	84
Policy 24.	Rural Exceptions	85
Policy 25.	Residential Curtilages	85
CHAPTER 5	PUBLIC FACILITIES	86
Policy 26.	Town Centres – a Framework for Development	89
Policy 27.	District Centres – a Framework for Their Development	90
Policy 28.	Development Opportunities	92
Policy 29.	Assessing Applications for Main Town Centre Uses	94

Site Allocations and Development Management Policies

Publication edition xxx 2014

Policy 30.	Managing Specific Uses Within Town Centres	97
Policy 31.	Development in Defined Shopping Frontages	98
Policy 32.	Local and Convenience Shops	99
Policy 33.	Health	100
Policy 34.	Tourism	102
Policy 35.	Protection of Local Facilities	103
CHAPTER 6	ENVIRONMENT	104
Policy 36.	Climate Change	106
Policy 37.	Wind Turbines	108
CHAPTER 7	QUALITY OF PLACE	109
Policy 38.	Green Infrastructure on the Adopted Policies Map	110
Policy 39.	Heritage	111
Policy 40.	Integrating Green Infrastructure with New Development	114
Policy 41.	Landscape	116
Policy 42.	Equestrian Development	116
Policy 43.	Outdoor Advertisements	117
Policy 44.	Telecommunications	118
CHAPTER 8	ACCESS TO JOBS AND SERVICES	119
Policy 45.	Major Road Schemes	120
Policy 46.	Rail Freight	121
Policy 47.	The Effect of Development on Public Services	123
GLOSSARY		124

CHAPTER 1 INTRODUCTION



Site Allocations and Development Management Policies

Publication edition xxx 2014

- 1.1** The Council and its partners wish to encourage development in Blackburn with Darwen that will contribute to our growth and regeneration ambitions. We will be proactive in working with developers and landowners to bring forward development that will create jobs, attract and retain a skilled labour force, and strengthen Blackburn with Darwen’s competitive position in the North West.
- 1.2** To deliver these outcome we need to create an environment where private investment can take place. Our approach to planning aims to deliver this in two ways.
- 1.3** Firstly, our Local Plan aims to establish a policy framework which shapes and guides development, but is not prescriptive. We believe that producing high quality and sustainable development involves responding creatively and flexibly to the circumstances of a particular development. The role of planning policy is to set parameters for this to take place within, and to set out the criteria against which developments will ultimately be tested when a planning application is submitted.
- 1.4** Second, and equally as significant, is the approach that the Council takes in responding to and negotiating on development proposals. We aim to provide a service that actively supports development in coming forward, from the earliest stages of identifying and scoping an opportunity, through the process of gaining planning permission, and into the delivery phase.
- 1.5** This Local Plan, and our Core Strategy which was adopted in January 2011, set out our framework for development. Our strategy is to target actions on six themes which will deliver our overall objectives: the range of sites for commercial development; our housing “offer”; our town centres and public facilities; the “quality of our place”; our environment; and the ability of our population to access jobs and services. For each of these themes, our Plan identifies the strategic land allocations essential to delivering our objectives; and sets out Development Management policies which will be used in assessing planning applications. The two documents form part of the Development Plan for Blackburn with Darwen along with minerals and waste planning policy which is prepared jointly between Blackburn with Darwen Council, Lancashire County Council and Blackpool Council.
- 1.6** Parts of our Plan will be supported by Supplementary Planning Documents. These will explain in more detail how some of our key policies will operate, while retaining enough flexibility to review elements of our approach in response to changing circumstances.
- 1.7** This edition of the Plan is the “Publication” version which has been made available for public consultation. After this consultation, the Plan and all the consultation responses will be submitted to the Planning Inspectorate, who will appoint an Inspector to scrutinise the Plan in an Examination In Public.
- 1.8** The current consultation is open from xxx to xxx. Responses can be made in either of the following ways:

Site Allocations and Development Management Policies

Publication edition xxx 2014

- By post to
Planning Policy
Regeneration Department
Blackburn with Darwen Borough Council
Town Hall
Blackburn
BB1 7DY
- By email to forwardplanning@blackburn.gov.uk

CHAPTER 2 CORE POLICIES



- 2.1 The policies in this Local Plan will apply to every development proposal that requires planning permission. The range of such proposals is huge – from relatively minor extensions to existing buildings, through to large scale strategic developments which will take many years to be fully built. However every development, no matter what its scale, raises the same set of basic issues about location, impact and appearance, which the planning system must manage. The Core Policies set out in this chapter set out our approach on these key issues.

The Urban Boundary

- 2.2 We need to ensure that over the 15 year life of this Plan, we see a balanced pattern of development coming forward. Our strategic growth sites on the edges of our towns are essential to our future, but it is vital that we also see development continuing to be delivered in the built up area. Development in our towns provides an opportunity to improve and regenerate our urban area by introducing new investment, widening choice and promoting the reuse of empty buildings and brownfield land.
- 2.3 We recognise that development on some sites in the urban area can be challenging to deliver on a commercial basis. The current national financial climate means that there is little prospect of significant levels of external funding coming forward to assist development in the way that has happened in the past. To ensure that we maintain momentum in improving and regenerating our towns by delivering development on the ground, we have put in place a toolkit of measures that the Council is able to take to support development. We will work proactively with owners and developers to explore options to ensure urban sites are deliverable.
- 2.4 Policy 1 establishes the urban boundary on the Adopted Policies Map and confirms our approach.

Policy 1. The Urban Boundary

An Urban Area is defined on the Adopted Policies Map. This is to be the preferred location for new development, unless development elsewhere is specifically supported by another policy in the Local Plan. Development in the Urban Area will be granted planning permission where it complies with the other policies of this Local Plan and the Core Strategy.

The Inner Urban Areas

- 2.5 Our Core Strategy confirms that the regeneration of our inner urban areas remains one of our priorities. These areas experience notably greater levels of deprivation across a wide variety of indicators, ranging from income to educational attainment to health. Introducing new development and investment into them is one of a range of ways in which we can work to

address these issues. Policy 2 defines the inner urban area on the Adopted Policies Map.

Policy 2. The Inner Urban Area

The boundary of the Inner Urban Area is defined on the Adopted Policies Map. This boundary will be used applying any policy in the Local Plan that refers to the Inner Urban Area.

The Green Belt

- 2.6 Green Belts remain a fundamental element of national planning policy, and are essential in managing growth and preventing urban sprawl. Nevertheless we need to ensure that our rural areas are able to evolve in an appropriate way, including through the introduction of appropriate development. Policy 3 sets out our policy on development in the Green Belt.

Policy 3. The Green Belt

- 1. The Adopted Policies Map defines the Green Belt in Blackburn with Darwen. Within the Green Belt, planning permission will not be granted, except in very special circumstances or where another policy in the Local Plan specifically supports a proposal, for the construction of new buildings, other than for the purposes of agriculture, forestry, outdoor sport and recreation facilities, cemeteries and for other appropriate uses.**
- 2. Development in the Green Belt will only be granted planning permission where it is demonstrated that it will preserve the openness of the Green Belt and will not give rise to a conflict with the purposes of including land in it.**

Land for Development Beyond the Plan Period

- 2.7 The Local Plan has been informed by a review which identified areas of the original Blackburn and Darwen Green Belts (designated in the late 1970s) which were able to be released for development without adversely affecting the overall integrity of the Green Belt. A number of these areas are allocated for residential development in this plan and are expected to be developed, or largely developed, within the next 15 years. The remaining areas have the potential to accommodate some of the Borough's longer term development needs in the 2030s and beyond.

- 2.8** It is important that these areas remain able to accommodate development in the longer term, and that their development potential is not compromised by piecemeal change or development in advance of this. Policy 4 sets out a framework for protecting these areas to allow for the longer term planning of development in Blackburn with Darwen to take place at the appropriate time.
- 2.9** The identification of an area of land in this policy does not guarantee that the whole of that area will be deemed suitable for development at some future stage. A future Plan review considering the release of any land identified under this policy will need to undertake a full appraisal of the area suitable for release, and the impact on landscape and other considerations of doing so.

Policy 4. Land for Development Beyond the Plan Period

Within the areas identified as Land for Development Beyond the Plan Period on the Adopted Policies Map, planning permission will not be granted for development, other than that which does not compromise the ability of the area to be comprehensively developed at a later date.

Countryside Areas

- 2.10** In addition to our Green Belts, which have a specific purpose in preventing the uncontrolled growth of the urban area, Blackburn with Darwen also has large areas of open countryside. These areas are a valuable resource, serving environmental functions as important habitats and landscapes, social functions as areas for our communities to enjoy and interact with the countryside, and economic functions as the base of our rural economy. Policy 5 aims to preserve what is important in the countryside and manage change in a way that balances sometimes competing pressures.

Policy 5. Countryside Areas

The Adopted Policies Map defines Countryside Areas. Within the Countryside Areas, planning permission will only be granted for development needed for the purposes of agriculture or forestry, or economic uses appropriate in nature and scale to the rural area (including tourism development that complies with Policy 34).

Village Boundaries

- 2.11** Blackburn with Darwen’s rural area contains a number of freestanding villages: Belmont, Chapeltown, Edgworth, Hoddlesden and Pleasington. Our Core Strategy sets out our approach to development in these villages, with the emphasis being on providing housing to meet local needs, and on supporting sustainable growth of the rural economy. Policy 6 defines the boundaries of the villages referred to above.

Policy 6. Village Boundaries

The Adopted Policies Map defines Village Boundaries for Belmont, Chapeltown, Edgworth, Hoddlesden and Pleasington. Development in the rural area shall be located within these boundaries unless it is specifically supported by another policy in the Local Plan.

Sustainable and Viable Development

- 2.12** Our Core Strategy sets out an ambitious “Targeted Growth” strategy aimed at transforming the area’s prospects over the next 15 years. The Core Strategy provides certainty about the scale, type and overall pattern of development that we wish to encourage.
- 2.13** Delivering the Core Strategy will involve a proactive and supportive approach to high quality development. Policy 7 below sets out how the Council will respond to proposals for sustainable development that supports its Core Strategy objectives.

Policy 7. Sustainable and Viable Development

Sustainable Development

- 1. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions of the area.**
- 2. Planning applications that are supported by all the information required by national regulations and the Council’s validation criteria, and accord with the policies in the Local Plan (and, where relevant, with policies in Neighbourhood Plans), will be approved without delay unless material considerations indicate otherwise.**

3. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking account of whether:
 - i) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
 - ii) Specific policies in that Framework indicate that development should be restricted.

Viable Development

4. The Council will be proactive in working with developers to identify ways in which their schemes can be made financially viable, including the use of other sources of funding and alternative models of delivery.
5. Where a developer seeks to negotiate a reduction in standards that would normally apply to development, or a form of development that would not normally be acceptable, on grounds of financial viability, the Council will require the developer to supply evidence as to the financial viability of the development. This will normally take the form of an open book financial appraisal of the proposed development, demonstrating the full range of costs to be incurred by the development including the initial purchase of the land, the financial return expected to be realised, and the profit expected to be released. The level of detail required in such an appraisal will always be proportionate to the scale and complexity of the development proposed. In cases where an independent assessment of the appraisal is required, the developer will be expected to pay for this.
6. In assessing the information supplied in a financial appraisal, the Council will always seek to ensure that its decision represents the appropriate balance between the desirability of securing early delivery of the development, and that of providing in full for the standards set out in planning policy.

Development and People

- 2.14** Development brings many benefits to local people. It can provide new housing, new or better jobs, or an improved environment. At the same time it is important that we manage new development so that it does not adversely affect people's lives.
- 2.15** A key factor in people's quality of life is the character of the area they live in. Many people make a deliberate choice to live in a particular area because of the types of houses there, or the area's physical appearance, whether the area's population mainly consists of families or single people, and so on. Planning cannot control all of these aspects, and places need to evolve over

time. However we wish to ensure that new development makes a positive contribution to the elements of local areas and Blackburn with Darwen generally that make them attractive to people.

2.16 Some development can also have a very direct impact on people close to it. It is important that planning manages this impact and ensures that no-one suffers from unsatisfactory conditions as a result of new development. The Council will prepare a Supplementary Planning Document setting out additional detail on aspects of this issue, including land contamination, air quality (including the implications of defined Air Quality Management Areas), noise and other pollution

2.17 Policy 8 below sets out the Council's approach to the effect of new development on people.

Policy 8. Development and People

Development that complies with other relevant policies will be permitted where it can be demonstrated that:

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

Development and the Environment

- 2.18** Our environment is a limited resource. Once an environmental asset has been damaged or destroyed, it is normally impossible to restore it to its original condition. We know that our area will change and that development will have some effect on our environment. This can happen at a range of different levels, from global concerns such as climate change, to very local effects on specific sites. Policy 9 aims to ensure that the relationship between new development and our environment is managed, and that the right balance is always struck between environmental concerns and other factors. Chapter 6 also includes a range of more detailed policies on specific aspects of the environment.

Policy 9. Development and the Environment

- 1. Development that complies with other relevant policies will be permitted where, following implementation of any required mitigation, there is no unacceptable impact on environmental assets or interests, including but not limited to climate change (including flood risk), green infrastructure, habitats, species, water quality and resources, trees, and the efficient use of land.**

Climate Change

- 2. Development will be required to demonstrate that it has taken full account of issues relating to climate change. Planning permission will not be granted for development which would either lead to an unacceptable contribution to climate change by virtue of carbon emissions, be itself at high risk from the effects of climate change, or cause an increase in the level of risk from the effects of climate change in another location.**
- 3. Development will be required to demonstrate that it will not be at an unacceptable risk of flooding. Where appropriate this will include a requirement to demonstrate that there is no sequentially preferable location in which the development could take place, and if necessary, that the development complies with the Exception Test.**
- 4. Development with the potential to create significant amounts of new surface water run-off will be expected to consider, and wherever possible implement, options for the management of the surface water at source.**

Green Infrastructure

- 5. Development involving the partial or complete loss of an area of green infrastructure identified on the Adopted Policies Map, or which otherwise has the potential to result in the fragmentation of green infrastructure or the severance of green connections between town and country, will not be permitted unless:**
 - i) The development can be accommodated without the loss of the function of the open space;**

- ii) The impact can be mitigated or compensated for through the direct provision of new or improved green infrastructure elsewhere, or through the provision of a financial contribution to enable this to occur; or
- iii) The need for or benefits arising from the development demonstrably outweigh the harm caused, and the harm has been mitigated or compensated for so far as is reasonable.

Habitats and Species

- 6. Development likely to damage or destroy habitats or harm species of international or national importance will not be permitted.
- 7. Development likely to damage or destroy habitats or species of principal importance, Biological Heritage Sites, or habitats or species listed in the Lancashire Biodiversity Action Plan will not be permitted unless the harm caused is significantly and demonstrably outweighed by other planning considerations and an appropriate mitigation strategy can be secured.
- 8. Development likely to damage or destroy habitats or species of local importance will not be permitted unless the harm caused is outweighed by other planning considerations and an appropriate mitigation strategy can be secured.
- 9. Development that would result in the further fragmentation of, or compromises the function of, Blackburn with Darwen's ecological network will not be permitted unless:
 - i. The harm caused is significantly and demonstrably outweighed by other planning considerations; and
 - ii. An appropriate mitigation strategy can be secured

Water resources

- 10. Development which would have an unacceptable effect on the quality or yield of groundwater or surface water resources will not be permitted.

Trees

- 11. Development will be expected to incorporate existing trees into the design and layout of the scheme. Where it appears likely a proposed development will result in the loss of or harm to trees of significant amenity, nature conservation or intrinsic value (including veteran trees and woodland), the Council will consider making a Tree Preservation Order to ensure that due consideration is given to the importance of the trees in the planning process.
- 12. Development and planting schemes must be designed so as to avoid the potential for future conflict between buildings and trees.

13. Where development is proposed which would result in the loss of protected trees, planning permission will only be granted where:

- i. the removal of one or more trees would be in the interests of good arboricultural practice; or**
- ii. the desirability of the proposed development outweighs the amenity and / or nature conservation value of the trees.**

14. If the removal of one or more trees is permitted as part of a development, a condition will require that an equivalent number or more new trees are planted either on or near the site, unless a clear justification is provided for not doing so.

Environmental enhancements

15. Development should explore opportunities to provide enhancements in relation to the issues described in 2 to 14 above.

Accessibility and Transport

2.19 Our Core Strategy sets out a clear expectation that new development should be accessible by a choice of means of transport and not be excessively reliant on car journeys. Managing development in this way is an important contributor to a number of our objectives including:

- avoiding or minimising the effect of development on local roads;
- minimising congestion and air quality problems on our main transport routes;
- minimising our contribution to climate change at a global level; and
- ensuring that people who do not have access to a car are able to benefit from jobs and services

2.20 In order to achieve this we need to ensure that wherever possible, development is located in areas that benefit from good public transport access. These include:

- the two town centres;
- the Pennine Reach public transport route extending from Hyndburn through Blackburn town centre and to Darwen;
- the A666 / Blackburn-Clitheroe route to the north
- the A674 and A677 Blackburn-Preston routes to the west
- the A6077 Haslingden Road corridor to the south
- public transport hubs at Ewood, Guide and Whitebirk

2.21 The mitigation of congestion on these routes is an important focus for ongoing transport investment in Blackburn with Darwen.

- 2.22** As well as issues of overall accessibility, the effect of development on transport considerations also needs to be managed at a local level. The overriding aim is to ensure that development is capable of being accessed and serviced safely.
- 2.23** In some circumstances managing the transport implications of a new development will require a specific impact to be mitigated, or work to be undertaken to improve its accessibility. Where such works are needed to make a development acceptable in planning terms the Council will require the developer to bear the cost of carrying them out. The Council has identified works to the transport network as its top strategic priority in making use of developer contributions.
- 2.24** Policy 10 sets out the approach the Council will adopt in managing the transport implications of development.

Policy 10. Accessibility and Transport

- 1. Development for uses that are likely to generate large numbers of trips, other than developments specifically allowed for by other policies, will only be permitted in locations which are conveniently accessible by existing or proposed public transport services.**
- 2. With an application for development which would attract large numbers of people on a regular basis and create a significant negative impact on the transport network, or where severe problems already exist on the network, the Council will work with the developer to formulate, implement and monitor a Travel Plan setting out the measures that the developer, either alone or in conjunction with neighbouring uses, shall adopt to reduce reliance on the use of the private car for journeys to and from the site.**
- 3. Development that complies with other relevant policies will be permitted provided it has been demonstrated that:**
 - i) road safety and the safe, efficient and convenient movement of all highway users (including bus passengers, refuse collection vehicles, the emergency services, cyclists and pedestrians) is not prejudiced;**
 - ii) appropriate provision is made for vehicular access, off-street servicing and parking in accordance with the Council's adopted standards;**
 - iii) access by public transport is catered for either by providing for bus access into the site where appropriate, or by ensuring that safe and convenient access exists to the nearest public facility;**
 - iv) measures are included to encourage access on foot and by bicycle;**
 - v) the development does not directly affect any public right of way, unless the right of way is maintained or the proposal provides for its replacement by an equally attractive, safe and convenient route; and**
 - vi) the needs of disabled people are fully provided for, including those reliant on community transport services**

- 4. New developments with the potential to affect the transport network significantly will be required to be supported by Transport Assessments, showing the effects of the proposals on existing transport systems. Where necessary, developers or operators will provide or contribute to such enhancements of the transport network as are necessary to accommodate these effects.**
- 5. Where the above requirements can only be satisfied through the undertaking of off-site works of the provision of particular services, the cost of these shall be borne by the developer and the development shall not be brought into use until such time as they have been completed, or in the case of service provision, appropriate funding provided.**

Design

- 2.25** Blackburn with Darwen's distinctive character derives from its setting and historical development. Our towns lie within the setting of the West Pennine Moors: Blackburn within a bowl framed by sandstone foothills and Darwen within a steep sided river valley. They have been shaped by textile manufacturing and the use of local materials, in particular stone, brick and terracotta, which lend coherence to our towns.
- 2.26** Within this context we have seen some excellent development in recent years, particularly in our town centres. In addition to this our historic public buildings and traditional higher-value housing areas form environments whose quality equals that of any in the North West. The task is to ensure that these high standards again become the norm across all types of development. Our developments need to take pride in the places they create, and to reinforce people's sense of what is distinctive about Blackburn with Darwen. Policy 11 sets out our core policy on the design of new development. It develops on the seven aspects of good design set out in our Core Strategy: character, townscape, the public realm, movement and legibility, sustainability, diversity, and colour.
- 2.27** The Council has adopted Supplementary Planning Documents on design in Blackburn with Darwen in general and on the design of residential development. It also intends to prepare SPDs identifying key character features of the towns of Blackburn and Darwen. These will assist in the application of this policy. In appropriate cases the Council will require developers to refer their proposals to Design Review in order to obtain independent comment.
- 2.28** The Council strongly encourages the use of skilled and qualified designers at all times. This normally results in better quality development, but can also speed the planning approval process since there is often less need for a lengthy process of negotiating improvements.

Policy 11. Design

- 1. All new development will be required to present a good standard of design and will be expected to:**

- i) Demonstrate an understanding of the wider context; and**
- ii) Make a positive contribution to the local area.**

In making its assessment against these objectives the Council will have particular regard to the issues set out in 2. to 8. below.

Character

- 2. New development must enhance and reinforce the established character of the Borough; or where the character of a place has been compromised by previous change, the development must assist in re-establishing a strong character, taking references from positive character elements in the wider area and applying them in a modern context. The following aspects of character must be taken into account and reinforced in new developments:**

- i) Existing topography, buildings and landscape features and their integration into the development;**
- ii) Layout and building orientation to make best use of existing connections, landmarks and views;**
- iii) Building shapes, plot and block sizes, styles, colours and materials that contribute to the character of streets and use these to complement local character;**
- iv) Height and building line of the established area;**
- v) Relationship of buildings to the street; and**
- vi) Frontage treatments such as boundary walls.**

Townscape

- 3. New development will be required to create an attractive and coherent townscape both within the development itself and by reference to its integration with the wider built environment, and must:**

- i) Utilise buildings and landscape to define streets and spaces;**
- ii) Orientate front doors to face the street with active ground floor surveillance;**
- iii) Respect scale and massing of existing buildings;**

- iv) Where buildings are located on corners, ensure that they present a strong and active frontage to both aspects of the corner, and that the corners of the buildings themselves clearly define the corner in the streetscape;
- v) Express a high quality architectural style through structure, good quality materials, proportions, visual order, and detailing (including colour);
- vi) Integrate car parking and servicing so as not to dominate the street scene; and
- vii) Take into account of long distance views of and into the development and create an attractive skyline.

Public Realm

4. New development must create a high quality and stimulating public realm which prioritises the needs of people using the space and must:
- i) Design layout, paving and furnishing of public spaces to complement the character of the area and minimise street clutter;
 - ii) Avoid conflict between different users of the public realm, particularly vehicles and pedestrians;
 - iii) Make provision for a safe environment by ensuring the space is well overlooked;
 - iv) Use robust materials;
 - v) Provide defensible amenity space; and
 - vi) As appropriate, establish a robust management and maintenance regime. The Council may apply a planning condition to any permission to ensure that public space is maintained to an agreed standard in the long term.

Movement and Legibility

5. New development must be designed to facilitate the safe and convenient movement of people and promote sustainable travel choices. Development must:
- i) Provide welcoming routes that are easy to use, well lit, and overlooked;
 - ii) Create a logical hierarchy of well defined streets and spaces with local landmarks and features to aid way finding; and
 - iii) Provide linkages to the wider neighbourhood.

Sustainability

6. Development will be expected to take advantage of opportunities to maximise environmental sustainability, and must demonstrate that it will:
- i) Optimise energy and other resource use and performance through building shape, orientation, servicing, detailing and materials;
 - ii) Reduce the need to travel and minimise car use through attention to the design, layout and permeability of development;
 - iii) Avoid detrimental impacts on existing infrastructure and natural features;
 - iv) Explore opportunities to protect, enhance and create wildlife habitats as an integral element of the development's design; and
 - v) Implement a responsible waste management regime throughout the build phase and facilitate sustainable waste management during the operational life of the development.

Diversity

7. New buildings should be designed so as to be flexible and adaptable, and able to be easily converted or altered over time to suit different uses or occupants' needs. Where appropriate, new development must also make provision for adequate and secure storage space and useable amenity space.

Materials and Colour

8. All new development must make considered use of colour, in terms of the building materials used and in terms of painted or coated elements of a building. As appropriate the Council will expect colour to be used to:
- i) Accentuate a building or assist with its integration into the wider built landscape;
 - ii) Assist with way finding, the identification of entrances and so on; and / or
 - iii) Integrate a building into the immediate street scene.
9. In appropriate cases the Council may require the adoption of a particular approach, either through a development brief or through advice on a pre-application basis. The Council will always take account of whether introducing a measure will result in a net uplift in the capital cost of the development; and of the potential reduction in lifetime cost that is achievable.

Developer Contributions

- 2.29** It is often the case that in order for development to integrate properly into existing patterns of infrastructure and to comply with policy, there needs to be provision for work to be carried out to public infrastructure or on land that is outside the developer's direct control. The Community Infrastructure Levy regime also establishes a broader principle that pressure on infrastructure caused by new development should be offset by infrastructure investment funded by that development.
- 2.30** In response to this the Local Plan establishes a framework for development to make a financial contribution towards necessary provision, through Section 106 agreements and through the Community Infrastructure Levy if one is introduced in Blackburn with Darwen. Developer contributions will be sought where off-site works are the only option for making a development acceptable, or where a financial contribution is preferable to an on-site solution for other planning reasons. Contributions may be used in isolation on an individual project, or, where a larger infrastructure project exists whose scope is beyond that required to make a specific development acceptable, as part of a wider package of funding for that project. Where a developer contribution is to be used as part of a wider investment package, the Council will ensure that the level of contribution sought from a developer is only that which would have been necessary to make that development acceptable in its own right.
- 2.31** The Council is committed to ensuring that an appropriate balance is struck between securing necessary infrastructure investment from new development, and maintaining the financial viability of high quality development that will lead to growth.
- 2.32** The Council may produce a Supplementary Planning Document on developer contributions in the future, to expand upon the operation of this policy.

Policy 12. Developer Contributions

- 1. Where required by policy, the Council will seek a financial contribution from a developer. In the first instance this will be secured through a planning obligation made under Section 106 of the Town and Country Planning Act 1990.**
- 2. In setting the level of any financial contribution, the Council will take into account the total contribution liability incurred by developments arising from all policy and site specific requirements. Its objective will be to ensure that the overall level of contribution required will allow developments to remain viable, wherever this is compatible with securing essential works that are fundamental to the acceptability of the proposal.**

CHAPTER 3 EMPLOYMENT



- 3.1** The ability of businesses to create jobs in Blackburn with Darwen is fundamental to our area's long-term future. We need to continue to support and grow our key sectors including manufacturing, health and education; to develop the parts of our economy that provide the highest levels of innovation and added value; and to ensure that the right opportunities exist for entrepreneurs to start their own businesses, so that the value created through the growth of new businesses is captured within our area.
- 3.2** Planning policy can support these objectives in a number of ways. Most fundamentally, it can ensure that there is a portfolio of development land and accommodation available which can accommodate different types of businesses at every stage of their growth, from large scale space with low rentals in traditional commercial areas, to high specification town centre development. Secondly, it can establish a policy framework which allows the market to create modern business environments and bring forward appropriate complementary uses, both in a town centre mixed-use setting and through a pragmatic approach to the evolution of business parks. Thirdly, it can ensure that individual proposals to establish, expand or reconfigure business space are met with a supportive response.
- 3.3** Our strategy for economic growth also needs to consider the wider context within which our local economy operates. Blackburn with Darwen is a member of the Lancashire Local Enterprise Partnership (LEP), which was established in April 2011 to lead the area's economy and drive economic growth and job creation. The LEP covers the whole of Lancashire, including the unitary local authorities of Blackburn with Darwen and Blackpool, and aims to ensure that the area benefits from a number of initiatives of local and national significance. It seeks to create up to 50,000 jobs over the next 10 years and to draw investment into Lancashire.
- 3.4** One of the key priorities for the LEP has been the establishment of the Lancashire Enterprise Zone (EZ), located within the neighbouring boroughs of Ribble Valley and South Ribble and yet in very close proximity to Blackburn. Focusing on the advanced engineering and manufacturing sector, the EZ aims to boost industrial activity and is expected to generate up to 6,000 high value jobs, many of which are likely to be taken up by people living in Blackburn with Darwen.
- 3.5** In addition to the EZ, the LEP is central to the delivery of more specific projects within Blackburn with Darwen such as:
- Connectivity improvements to the Clitheroe / Blackburn / Manchester rail route and Junction 5 of the M65; and
 - Funding support for the Cathedral Quarter development.
- 3.6** Blackburn with Darwen is also an important component of the Pennine Lancashire sub-region, which includes four other local authorities; Burnley, Hyndburn, Pendle and Rossendale. This group of local authorities, which have shared economic markets and travel-to-work areas, work together to pool resources and expertise with the aim of delivering projects across the sub-

region to achieve and encourage investment in the area. Pennine Lancashire's key projects affecting Blackburn with Darwen include:

- Freckleton Street – an investment and development opportunity for businesses to benefit from the transformation of the area following the completion of Blackburn's orbital route;
- Cathedral Quarter – an ambitious development of commercial and leisure premises in the heart of Blackburn town centre;
- Furthergate – where investment has been provided to unlock opportunities for redevelopment and improvement of road links; and
- Lantern Park – a large strategic employment site for high quality commercial uses within Hyndburn Borough but immediately adjoining Blackburn's urban area.

Employment Land Allocations

- 3.7** Our future prosperity depends on the ability of existing and new businesses in Blackburn with Darwen to continue to create jobs. In order for this to happen, there needs to be a supply of good quality, ready to develop land for employment development, supported by a flexible and positive policy framework.
- 3.8** A key area for new employment development over the next 15 years will be the Lantern Park site at Whitebirk, adjacent to Junction 6 of the M65. This site is within Hyndburn Borough, but directly adjoins the urban area of Blackburn. It is of a sufficient scale (34 hectares) to act as a strategic site serving Blackburn with Darwen, Hyndburn and the rest of Pennine Lancashire. In view of these issues, the Council has entered into a joint agreement with Hyndburn Borough Council, whereby a proportion of the development area at Lantern Park will be attributed to Blackburn with Darwen's identified development need.
- 3.9** Policy 13 sets out our target for employment land development over the next 15 years, and allocates key sites whose development will contribute towards achieving this.

Policy 13. Employment Land Allocations

- 1. Between 2011 and 2026, at least 66 hectares of land will be developed for employment purposes.**
- 2. The following sites are allocated for employment development in the Plan period. Planning permission will be granted on these sites subject to other relevant policies and the considerations set out below.**

Ref	Site	Area (ha)
13/1	Lower Philips Road, Blackburn	6.1
13/2	Blakewater Road, Blackburn	2.0
13/3	Gorse Street, Blackburn	4.2
13/4	Freckleton Street, Blackburn	3.3
13/5	The Wrangling, Blackburn	1.6
13/6	Evolution Park, Shadsworth Road, Blackburn	3.8
13/7	Plot C, Shadsworth Business Park, Blackburn	1.9
13/8	Haslingden Road, Blackburn	6.3
13/9	Premier Way, Walker Park, Blackburn	2.6
13/10	Commercial Way, Blackburn	3.4
13/11	Hollins Grove, Darwen	1.3
13/12	Chapels Park, Darwen	7.0

Site 13/1 – Land at Lower Philips Road, Whitebirk, Blackburn



Site Area	6.09 Hectares
Typology	Prestige
<p>The site is close to Junction 6 of the M65, and is on the edge of an established business park. Developments could include offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Potential land remediation issues due to proximity to a former landfill gas site. • Any development should have a good relationship with the adjacent Leeds and Liverpool Canal. • Possible ecological impacts should be considered due to the greenfield nature of the site. • Public rights of way cross the site which would need to be retained or diverted. 	

Site 13/2 – Blakewater Road, Blackburn



Site Area	2.02 Hectares
Typology	Urban Hub / Gateway
<p>The site is within an established industrial area close to Junction 6 of the M65, and is a site which is likely to benefit from its proximity to the Pennine Reach transport scheme. Developments could include offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Careful consideration should be given to the design of any development to ensure that the setting of the nearby listed building (Imperial Mill) is not harmed. • The River Blakewater flows within the site, some of which has a chance of flooding, from low to significant risk. • Could open up access to adjacent sites. 	

Site 13/3 – Gorse Street, Blackburn



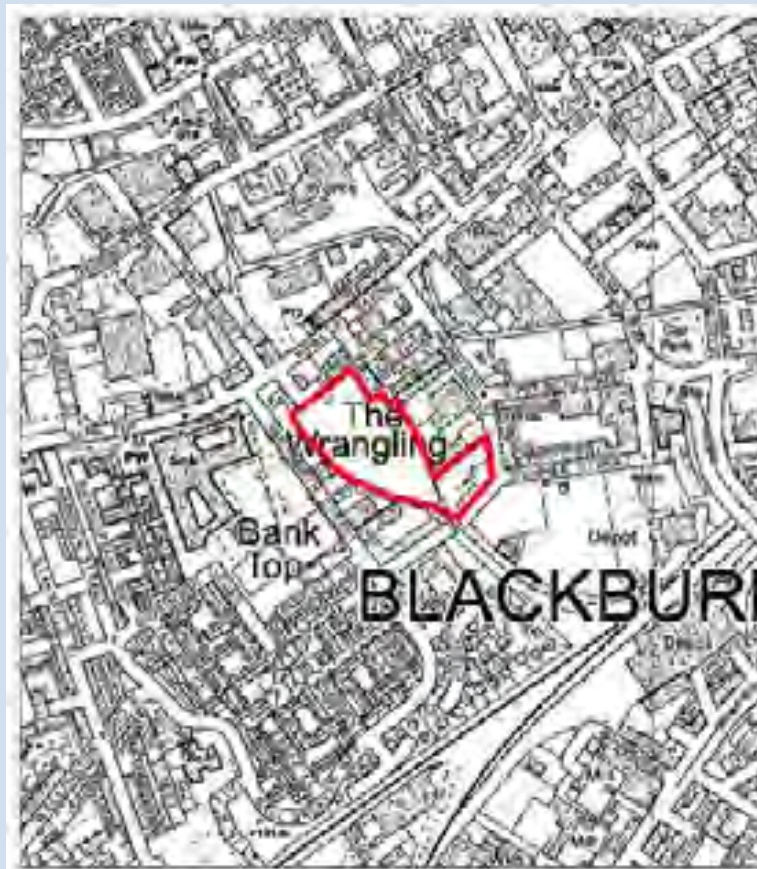
Site Area	4.2 Hectares
Typology	Urban Hub / Gateway
<p>Furthergate is close to Junction 6 of the M65, and is a site which will be transformed by the Pennine Reach transport scheme. In part, Pennine Reach aims to unlock the economic potential of the site and encourage the provision of new quality buildings and spaces. Located alongside a key public transport gateway, the site offers potential to increase job opportunities in offices / light industry or general industry and to enhance the quality of the physical environment.</p> <p>Prime frontage land will be created by the transport scheme, and back land will also be opened up for development.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Any development should have a good relationship with the adjacent transport gateway and the adjoining Leeds and Liverpool Canal. • Careful consideration should be given to the design and use of developments in close proximity to the residential dwellings on Burnley Road. 	

Site 13/4 – Freckleton Street, Blackburn



Site Area	3.27 Hectares
Typology	Urban Hub / Gateway
<p>The Freckleton Street Masterplan Supplementary Planning Document (SPD) sets out the Council’s planning policy approach for the regeneration of this site, which is being transformed alongside the new Freckleton Street Link Road. The new road will release strategically important employment land which could be focused on knowledge-based industries, including business associated with the nearby college and town centre. Developments could include offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Development should be guided by the Freckleton Street SPD. • Any development should have a good relationship with the new link road. • Potential land remediation issues due to the previous industrial uses of the site. • The River Blakewater flows through the site, the southern part of which is within an area which is at risk from flooding (low likelihood). 	

Site 13/5 – The Wrangling, Blackburn



Site Area	1.58 Hectares
Typology	Urban Hub / Gateway
<p>The Freckleton Street Masterplan Supplementary Planning Document (SPD) sets out the Council’s planning policy approach for the redevelopment of the Wrangling site, following its removal from the register of rail freight sites. Developments could include predominantly workspace and offices, with light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Potential land remediation issues due to previous industrial land use. • Partly within a flood risk area (moderate likelihood). 	

Site 13/6 – Evolution Park, Shadsworth Road, Blackburn



Site Area	3.8 Hectares
Typology	Prestige
<p>This is a high quality site which is accessible from Junction 5 of the M65. It close to the established Evolution Park and Shadsworth Business Park. The provision of quality buildings would be encouraged at the site, which offers potential to increase job opportunities in offices / light industry or general industry, including businesses associated with the adjacent Royal Blackburn Hospital.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Potential ecological impacts should be considered due to the greenfield nature of the site. 	

Site 13/7 – Plot C, Shadsworth Business Park, Blackburn



Site Area	1.9 Hectares
Typology	Prestige
<p>This site is a high quality and accessible site close to Junction 5 of the M65 and the established Shadsworth Business Park. The provision of quality buildings would be encouraged at the site, which offers potential development space for offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • The site is within a modern business park, and should be designed with an attractive frontage. • Potential ecological impacts should be considered due to the greenfield nature of the site. 	

Site 13/8 – Haslingden Road, Blackburn



Site Area	6.3 Hectares
Typology	Prestige
<p>This site is in two parts, and is a high quality, prominent and accessible site close to Junction 5 of the M65 and the established Shadsworth Business Park. The provision of quality buildings would be encouraged at the site, which offers potential to increase job opportunities in offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • The site is adjacent to a prominent transport gateway, and should be designed with an attractive frontage. • Potential ecological impacts should be considered due to the greenfield nature of the site and its proximity to Fishmoor and Guide reservoirs. • Careful consideration should be given to the design and use of developments in close proximity to the residential dwellings which adjoin the northern boundary of the site. 	

Site 13/9 – Premier Way, Walker Park, Blackburn



Site Area	2.61 Hectares
Typology	Prestige
<p>This site is a high quality, prominent and accessible site close to Junction 5 of the M65 and the established Walker Business Park. The provision of quality buildings would be encouraged at the site, which offers potential development space for offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • The site is adjacent to a prominent transport gateway, and should be designed with an attractive frontage. • Potential ecological impacts should be considered due to the greenfield nature of the site. 	

Site 13/10 – Commercial Way, Blackburn Interchange



Site Area	3.4 Hectares
Typology	Prestige
<p>This site is a high quality and accessible site close to Junction 4 of the M65, within the established Blackburn Interchange business park and motorway service area. The provision of quality buildings would be encouraged at the site, which offers visibility from the M65 and potential development space for offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> The site is adjacent to an important transport route and should be designed with an attractive frontage. 	

Site 13/11 – Hollins Grove, Darwen



Site Area	1.33 Hectares
Typology	Urban Hub / Gateway
<p>This site is accessible site from Junction 4 of the M65 and offers potential for development to provide offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • Careful consideration should be given to the design and use of employment developments in close proximity to the residential dwellings. • Development should be designed to provide an active frontage towards the adjacent railway line and also towards Hollins Grove Street. • The amenity of employees within the site should be protected in terms of potential noise from the railway. 	

Site 13/12 – Chapels Park, Darwen



Site Area	7.02 Hectares
Typology	Urban Hub / Gateway
<p>This site is accessible site from Junction 4 of the M65 and offers potential for development to provide offices / light industry or general industry.</p>	
<p>Key Development Considerations</p> <ul style="list-style-type: none"> • There may be potential ecological impacts due to the greenfield nature of the site. • Careful consideration should be given to the design and use of employment developments in close proximity to the residential dwellings which particularly adjoin the southern boundary of the site. • Development should be designed to provide an active frontage towards the adjacent railway line and also towards Goose House Lane. • The amenity of employees within the site should be protected in terms of potential noise from the railway. • Electricity pylons present within the site. 	

Primary Employment Areas

- 3.10** Blackburn and Darwen have a number of primary employment areas. These are the ones which can accommodate the highest quality employment uses, and which, in most cases, are also the most straightforward to develop. These sites are a limited resource, and so it is essential that we manage the mix of uses that is located on them to ensure that they provide the maximum benefit to the local economy and remain available to accommodate a wide range of investment. At the same time it is essential that these business areas remain sustainable, and provide an environment which makes them appealing for people to work in and hence for operators to locate in. Policy 14 sets out a framework for managing these objectives.

Policy 14. Primary Employment Areas

- 1. Within the Primary Employment Areas as defined on the Adopted Policies Map, planning permission will be granted for development in Use Classes B1, B2 and B8, provided there is no conflict with the overall function and developability of the Area or with other relevant policies.**
- 2. Within the Primary Employment Areas, planning permission will also be granted for an appropriate range of supporting uses, including cafes / canteens, small scale convenience shopping, crèches, and financial services, provided that the scale of such uses, and their location and arrangement within the employment area, means that they will primarily serve those employed in that Area.**
- 3. Proposals for forms of development in Primary Employment Areas which are not directly supported by 1 or 2 above will be granted planning permission where it is clearly demonstrated that the development is required to secure the development of the wider site.**
- 4. In all cases where a use is proposed in a Primary Employment Area which does not fall into Use Classes B1, B2 or B8, planning permission will only be granted where it is demonstrated that the development, in isolation or in combination with other completed or committed development, will not prejudice the maintenance of an overall balance of uses within the Area, having regard to the overall objective of Policy 14 to provide land for B1, B2 and B8 uses.**

Secondary Employment Areas

- 3.11** Blackburn with Darwen has a wide range of secondary employment areas. Typically consisting of traditional employment areas, with a mix of original and more recent, these are of considerable importance to our local economy, since they employ large numbers of people and allow businesses to start and grow with low accommodation costs. They are suitable for any B1, B2 or B8 use subject to other policy and amenity considerations. In addition, they are able to accommodate a wider range of uses whose nature means they need to locate in a mainly commercial area, including trade counters, builders / plumbers' merchants, tyre / exhaust centres and some leisure uses. Policy 15 sets out a policy framework which enables this flexibility in Secondary Employment Areas while maintaining their overall emphasis on commercial and employment generating uses.

Policy 15. Secondary Employment Areas

Within the Secondary Employment Areas as defined on the Adopted Policies Map, planning permission will be granted, subject to other relevant policies, for development in Use Classes B1, B2 and B8, and for other uses with a clear requirement to locate in a commercial area, provided that an appropriate overall balance of uses will continue to be maintained in that Area.

CHAPTER 4 HOUSING



- 4.1** The quality of our housing “offer” – the range of housing and the attractiveness of housing environments available in both the existing stock and new development – is an important factor determining our future prosperity. Attracting and retaining skilled and qualified people to live in our area will help bring in commercial investment and jobs growth, as businesses take advantage of a pool of local skilled labour. It will benefit our town centres and drive up the quality of our public facilities, as there will be more demand for shops, cultural and leisure facilities, and good quality schools. It will help manage traffic and congestion, since fewer people will need to commute into Blackburn with Darwen every day to work.
- 4.2** Our housing market has historically been dominated by relatively small, relatively low-value stock. This has meant that there is relatively little opportunity for people to “trade up” within Blackburn with Darwen as they become more affluent, so that many people, at a certain point in their careers, have moved outside the area.
- 4.3** Our Local Plan aims to establish a more balanced market and create a better range of opportunities for “staircasing”, by releasing strategic sites for new family housing. We will work proactively with owners and developers of these sites to ensure that they become places of choice for people to live, and that they contribute to a change in the image of Blackburn with Darwen’s housing market.
- 4.4** Balancing the housing market will also require a continued focus on change and regeneration in our inner urban areas. In the absence of significant levels of external funding to support this, and in a national housing market where many developments in these areas are not financially viable to deliver on a traditional commercial basis, there will be a need for all stakeholders to find creative solutions to deliver development on the ground. We have developed a toolkit of support that the Council can offer to assist in this.

Housing Allocations

- 4.5** Our Core Strategy confirms that Blackburn with Darwen needs to plan for the development of around 9,400 new houses between 2011 and 2026. Within this total are a number of key developments which are central to the delivery of our overall strategy for new housing because they fall into one of the following categories:
- Urban extensions
 - Major urban sites capable of contributing significantly to our housing objectives
 - Sites where specific new infrastructure is required as part of a development
 - Key sites in regeneration areas, particularly former housing clearance sites
 - Sites on which it is intended to procure housing to meet a specific need, particularly that for older people

Site Allocations and Development Management Policies

Publication edition xxx 2014

- Major previously developed sites outside the urban area, where significant remediation is required or where a clear policy statement is required as to the acceptability of residential development.

4.6 A total of 18 sites of these types are specifically allocated in the Local Plan, and the aspects of the development where the Council has specific requirements are set out in Policy 16.

Policy 16. Housing Allocations		
The following sites, shown on the Adopted Policies Map, are allocated for residential development within the Plan period, subject to the policy requirements set out below and other relevant policies.		
Ref	Name	Number of homes delivered by 2026
16/1	Parsonage Road, Blackburn	60
16/2	Land north of Ramsgreave Drive, Blackburn	450
16/3	Roe Lee, Blackburn	220
16/4	Griffin, Blackburn	150
16/5	Rockcliffe Mill, Paterson Street, Blackburn	50
16/6	Land at Alaska Street, Blackburn	80
16/7	Haslingden Road, Blackburn	140
16/8	Blackamoor Road, Blackburn	150
16/9	Land west of Gib Lane, Blackburn	440
16/10	Land east of Heys Lane, Blackburn	360
16/11	Johnson New Road	80
16/12	Former Darwen Moorland High School	200
16/13	Robin Bank / Shorey Bank, Darwen	150
16/14	East Darwen	400
16/15	Pole Lane, Darwen	130
16/16	Ellerslie House, Darwen	50
16/17	Kirkham's Farm, Cranberry Lane, Darwen	110
16/18	Springside Works, Belmont	120

Site 16/1 – Parsonage Road, Blackburn



Site Area	3.61 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 60, which are expected to be delivered by March 2018
Housing Density:	17 dph

The site consists of agricultural land. It is largely rough open grassland but the site also contains a number of small sheds adjacent to its eastern boundary.

DEVELOPMENT CONSIDERATIONS

- Need for the provision of a rural transition zone between the development and the wider rural landscape
- The Level 2 SFRA indicates that the site is within Flood Zone 1 and largely at a low risk of surface water flooding although some shallow surface water flooding does occur within the site.
- United Utilities have indicated that surface water could be directed to either Knotts Brook or Little Harwood Brook. Incorporate SuDS
- The scale of development is likely to require a priority T junction at Parsonage Road.
- The site is not within particularly close proximity of any sites designated for their nature conservation value or any designated heritage assets. There are also no listed buildings within or adjacent to the site. Eddy Holes and Upper Mickle Hey Farmhouse (both Grade II listed) are located to the south of the site but these are some distance away.
- Ensure that statutory safety clearances between overhead lines, the ground, and built structures are not infringed.
- Appropriate surveys and mitigation measures to ensure development does not have an adverse impact on the ecological value of the brook that runs in close proximity to the north eastern boundary of the site
- Completion of appropriate ground investigation works to establish the extent of any ground contamination and whether any mitigation measures are required.
- Retain and enhance footpath connections across the field
- Additional development to the north of Blackburn will necessitate further primary school provision in the form of a single form entry with potential to expand for North Blackburn. Therefore necessary to make a contribution towards its delivery

Site 16/2 – Land north of Ramsgreave Drive, Blackburn



Site Area	28.8 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 450, of which 80 are expected to be delivered by March 2018
Housing Density:	15.6 dph

The land parcels occupy the space between the built up area of Blackburn and the brook which forms the boundary with the district of Ribble Valley. The land to the east of Barker Lane comprises of the existing Rugby Club. The land to the west of Barker Lane comprises improved grassland which is surrounded by trees and hedges.

DEVELOPMENT CONSIDERATIONS

- Preparation of a single, coherent master plan for the site
- The development should complement the existing residential areas as widening the existing range and choice of housing to meet local needs.
- Development design – need for attractive scheme that is sympathetic to local area and character. The provision of a rural transition zone between the development and the wider rural landscape to the north, including the establishment of a robust boundary for the Green Belt through landscaping and planting.
- The site currently occupied by Blackburn Rugby Union Football Club cannot be developed unless and until the Club has relocated within Blackburn with Darwen.
- Allow for the retention and enhancement of the public right of way that runs around the edge of the site
- Be supported by a landscape and green infrastructure framework incorporating perimeter woodland planting and on site open space incorporating formal and informal play. Utilising important key vistas into the adjoining open countryside, providing visual linkages to Mellor Ridge.
- Be supported by detailed survey to consider the impact of proposed development on the ecological value of the site, including the brook to the northern boundary
- Provision of SuDS and the incorporation of measures to control surface water run off, flood risk from the northern watercourses and the consequences of blockages in the culvert.
- In order to reduce the number of additional junctions required and to minimise the impact of development on the free flow of traffic, the two development parcels (east of Barker Lane and west of Barker Lane) are each to have only one point of access onto the A6119.
- Make land available for a new primary school and suitable contribution towards its construction
- Contribution towards local highways improvements
- The separation distance between the site and the road is minimal and therefore the noise generated by road traffic may potentially be high

Site 16/3 – Roe Lee, Blackburn



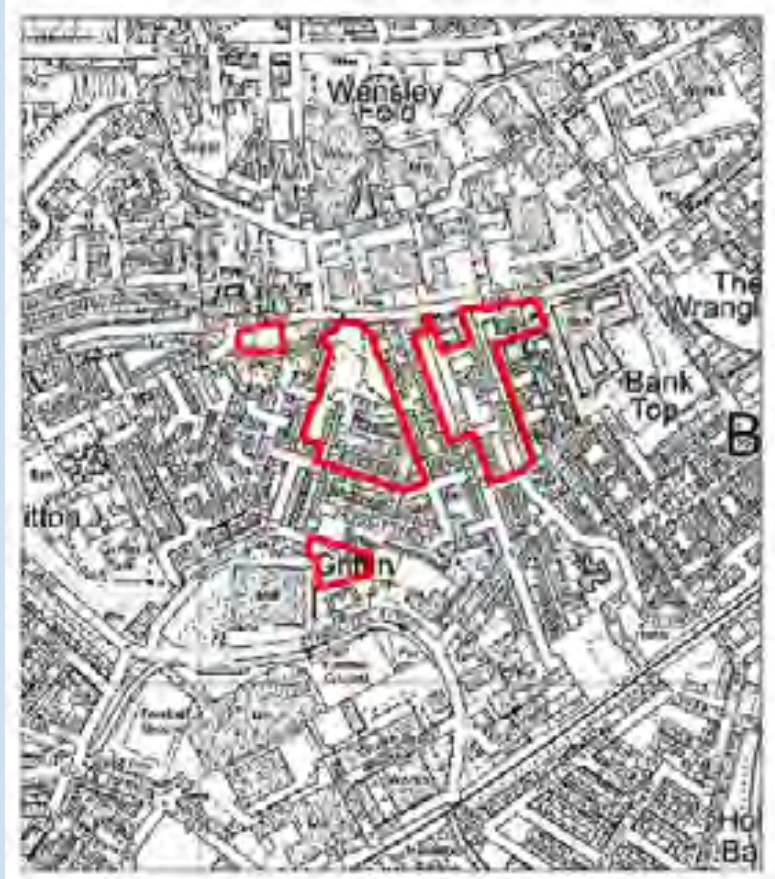
Site Area	12 hectares
Site Location:	Outer urban area
Housing Delivery:	The estimated number of houses for this site is 220, of which 120 are expected to be delivered by March 2018
Housing Density:	18 dph

The southern section of the site contains two mill buildings that are in business / industrial use. The northern sections of the site comprise areas of greenspace.

DEVELOPMENT CONSIDERATIONS

- A comprehensive masterplan is required for the whole site, plus any additional land which may become available.
- The site is entirely within Flood Zone 1. The Level 2 SFRA does however indicate that parts of the site are susceptible to surface water flooding. Implementation of appropriate measures to control surface water run-off (There is a 1500mm culvert that runs through the eastern section of the site and that surface water could be directed to this culvert)
- The southern section of the site has existing access on to Campbell Street. The northern section of the site would require an additional signalised junction off Ramsgreave Drive
- A programme of archaeological recording will be required before the mills are demolished
- Contribution towards necessary local highways improvements
- Completion of appropriate ground investigation works to establish the extent of any ground contamination and whether any mitigation measures are required.
- The site largely contains a number of mature trees and the impact of any development on the biodiversity value of this area would need to be assessed.
- The proximity to the railway line to the east of the site could raise some amenity issues to sections of the site – need for appropriate attenuation measures.
- A contribution will be required towards the establishment of a new primary school in north Blackburn.
- A buffer zone will be required to minimise the impact of the railway line on residents' amenity

Site 16/4 – Griffin, Blackburn



Site Area	4.5 hectares
Site Location:	Inner urban area
Housing Delivery:	The estimated number of houses for this site is 150, of which 120 are expected to be delivered by March 2018
Housing Density:	33 dph

The parcels of land that make up the site predominantly comprise vacant land that has been cleared as part of the redevelopment of the site. Other parcels of land comprise of areas of formal and informal open space.

DEVELOPMENT CONSIDERATIONS

- An SPD has been produced to guide the development of the area
- Some of the parcels of land that comprise the site, such as the Newcastle Street site, are in close proximity to existing industrial units which may have some impact on the amenity of the future occupiers of any housing.
- The development proposals should incorporate an element of replacement on site open space.
- Some of the parcels of land are immediately adjacent to areas which the SFRA has shown to as having a high probability of flooding (Flood Zone 3). Consequently, even though the site is largely at a low risk of surface water flooding, consideration will need to be given to the management of surface water run-off.
- The nearby Witton junction has been declared an Air Quality Management Area due to traffic fumes exceeding the health based nitrogen dioxide objective.

Site 16/5 – Rockcliffe Mill, Blackburn



Site Area	1.6 hectares
Site Location:	Inner urban area
Housing Delivery:	The estimated number of houses for this site is 50, which are expected to be delivered after March 2018
Housing Density:	31 dph
<p>The site is presently in industrial/commercial use. There are two- and three-storey industrial buildings at the eastern and western ends of the site and a large area used for open storage between these buildings.</p>	

DEVELOPMENT CONSIDERATIONS

- Connectivity with the Leeds and Liverpool Canal to the northern boundary of the site
- Mitigating the impact of development on the ecological status of the Canal
- Rockcliffe Mill itself is identified as a building of medium significance by the Lancashire Textile Mills Study.
- United Utilities have advised that some sites in this area will need to provide surface water storage.

Site 16/6 – Alaska Street, Blackburn



Site Area	1.7 hectares
Site Location:	Inner urban area
Housing Delivery:	The estimated number of houses for this site is 81, which are expected to be delivered by March 2018
Housing Density:	47 dph
<p>Vacant site which has been cleared to allow for redevelopment. The site is surrounded by residential properties.</p>	

DEVELOPMENT CONSIDERATIONS

- Sustainable management of surface water run-off. United Utilities advise that some sites in this part of Inner Blackburn will need to provide for surface water storage.
- Utilise existing access on to Highfield Road, Robert Street, Rockcliffe Street and Mosley Street.

Site 16/7 – Haslingden Road, Blackburn



Site Area	6.9 hectares
Site Location:	Outer urban area
Housing Delivery:	The estimated number of houses for this site is 140, of which 120 are expected to be delivered by March 2018
Housing Density:	20 dph
Grassed areas of land located adjacent to Fishmoor Reservoir and to areas of existing housing	

DEVELOPMENT CONSIDERATIONS

- The SFRA identifies that the site is entirely within Flood Zone 1 and has a low risk of surface water flooding, although some localised shallow ponding is indicated
- Consideration will need to be given to the potential for flooding from Fishmoor reservoir.
- Incorporation of appropriate measures to control surface water run-off.
- Access to the site is to be obtained off Haslingden Road
- Contribution towards improvements to local highways network in the locality

Site 16/8 – Blackamoor Road, Blackburn



Site Area	17.1 hectares
Site Location:	Outer urban area
Housing Delivery:	The estimated number of houses for this site is 150, which are expected to be delivered by March 2018
Housing Density:	9 dph
The site comprises agricultural land/rough pasture land and contains a few farm buildings.	

DEVELOPMENT CONSIDERATIONS

- Development layout to reflect the fact that there are identified industrial and commercial areas to the south and east
- Surface water from the site could be directed to the nearby Newfield Brook.
- Necessary for the development to provide for a new Fishmoor Link Road to improve connectivity between Blackamoor Road and Roman Road
- Development should be informed by a site specific flood risk assessment and provide adequate mitigation against flooding from Fishmoor reservoir.
- Incorporate a suitable easement for the culvert that crosses the site or incorporate measure to ensure that any development does not impact on the integrity of this culvert

Site 16/9 – Land west of Gib Lane, Blackburn



Site Area	56 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses to be developed on this site by 2026 is 440, with 120 expected to be delivered by March 2018. Housing development is expected to continue beyond 2026.
Housing Density:	9 dph

The site is located on the south-western edge of the Blackburn built-up area. The land is bordered to the north, north west and north east by existing residential development that forms a part of Feniscowles. Horden Rake / Broken Stones Road forms the southern boundary of the site, whilst Gib Lane forms the eastern extremity of the site.

DEVELOPMENT CONSIDERATIONS

- This site is to be brought forward in line with a masterplan to be produced covering the whole of the area between Brokenstones Road and the existing built up area, including Site 16/10 East of Heys Lane, and also taking into account the area south of Brokenstones Road previously granted planning permission for a holiday lodge complex. The masterplan must be approved by the Council prior to any development taking place.
- The site adjoins the West Pennine Moors as defined in Policy 34, and will be required to be designed so as to minimise the impact of development on the countryside, and to enhance access to the countryside
- Protection of important landscape features, such as areas of woodland. Cockridge Wood forms an attractive feature in the landscape and is an important visual element of the environment within which the site is located
- The Level 2 SFRA indicates that the site is entirely within Flood Zone 1 and that the majority of the site is largely at a low risk of surface water flooding. However, the site has a high water table and sloping ground. Development will be required to incorporate SuDS and “soft” measures to control surface water run-off. The site feeds into Old Gates Drive culvert and this culvert is in poor condition in parts, and undersized and requires enhancement and maintenance.
- Access to the site is available off Livesey Branch Road, Broken Stones Road and Gib Lane.
- Need to consider/mitigate impacts on public rights of way that traverse the site Sections of two public rights of way, identified as footpath no 3 and the long distance Witton Weavers Way, a significant recreational route of local importance, cross the site.
- United Utilities are unable to supply water to properties at this location above 180 metres, investment in a pumped supply or dedicated service reservoir would be required.
- There is currently no waste water infrastructure on the site and connection points to local sewers would need to be agreed.
- A contribution is required towards the provision of additional primary school capacity. In this first instance this requirement is to be met by reserving a site of at least 1.6 hectares to enable the building of a new primary school.
- Contribution towards necessary local highways improvements

Site 16/10 – Land east of Heys Lane, Blackburn



Site Area	49 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses to be developed on this site by 2026 is 360, with 40 expected to be delivered by March 2018. Housing development is expected to continue beyond 2026.
Housing Density:	9 dph
<p>The land is bordered to the north and east by existing residential development. The site comprises of agricultural land with isolated trees and a number of farmsteads.</p>	

DEVELOPMENT CONSIDERATIONS

- This site is to be brought forward in line with a masterplan to be produced covering the whole of the area between Brokenstones Road and the existing built up area, including Site 16/9 West of Gib Lane, and also taking into account the area south of Brokenstones Road previously granted planning permission for a holiday lodge complex. The masterplan must be approved by the Council prior to any development taking place.
- The site adjoins the West Pennine Moors as defined in Policy 34, and will be required to be designed so as to minimise the impact of development on the countryside, and to enhance access to the countryside
- Protection of the setting of designated heritage assets – there is a listed building adjacent to the western boundary of the site on Heys Lane and Bog Bank Farmhouse, a Grade II listed building, is located within the site itself.
- Incorporation of overhead lines into design masterplan. Statutory safety clearances between overhead lines, the ground, and built structures must not be infringed
- United Utilities are unable to supply water to properties at this location above 180 metres, investment in a pumped supply or dedicated service reservoir would be required.
- A contribution is required towards the provision of additional primary school capacity.
- Contribution towards necessary local highways improvements.

Site 16/11 – Johnson New Road



Site Area	7.6 hectares
Site Location:	Rural area
Housing Delivery:	The estimated number of houses for this site is 80, of which 40 are expected to be delivered by March 2018
Housing Density:	10 dph
The site comprises a mix of cleared and remaining industrial buildings, and extensive green areas.	

DEVELOPMENT CONSIDERATIONS

- Development is to be confined in the first instance to the footprint of the industrial buildings formerly on site and their associated hardstanding.
- The site abuts a watercourse and development will need to give careful consideration to drainage and flooding issues.
- Development in this rural location will require attention to ecological issues.
- Development will be required to be compatible with the rural character of the surrounding area, with particular attention to the massing and distribution of buildings, architectural vernacular, materials and landscaping / boundary treatments.

Site 16/12 – Former Darwen Moorland High School



Site Area	6.4 hectares
Site Location:	Outer urban area
Housing Delivery:	The estimated number of houses for this site is 200, which are expected to be delivered after March 2018
Housing Density:	31 dph
The site comprises a former high school and its grounds, with farmland beyond.	

DEVELOPMENT CONSIDERATIONS

- Widening of Moor Lane / Holden Fold is likely to be required
- Consider surface water management and the potential requirement to provide on-site attenuation
- Provide a contribution towards the Darwen Eastern Distributor Road
- Make a contribution towards a new single form entry primary school for East Darwen

Site 16/13 – Robin Bank / Shorey Bank, Darwen



Site Area	2.4 hectares
Site Location:	Inner urban area
Housing Delivery:	The estimated number of houses for this site is 150, of which 120 are expected to be delivered by March 2018
Housing Density:	63 dph
The site comprises a vacant green (but previously developed) area surrounded on all sides by urban development.	

DEVELOPMENT CONSIDERATIONS

- Mitigating the impact of development on the ecological status of the River Darwen.
- Incorporation of appropriate measures to control surface water run-off.
- The site is immediately adjacent to land within Flood Zone 3. Consequently, in order to ensure that any development in this location does not exacerbate flood risk elsewhere, flood mitigation measures may need to be incorporated into its design.

Site 16/14 – East Darwen



Site Area	24.9 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 400, of which 120 are expected to be delivered by March 2018.
Housing Density:	16 dph

The site comprises an area of rough grassland sited between the urban area to the west, north and south, and countryside to the east. It has previously been part of the Ellison Fold Colliery and contains a number of mine shafts and features associated with its former use

DEVELOPMENT CONSIDERATIONS

- This site is to be brought forward in line with a masterplan to be produced covering the whole of the area. The masterplan must be approved by the Council prior to any development taking place.
- SuDS to ensure runoff is managed carefully to ensure it does not contribute to flooding elsewhere (located in the Darwen Critical Drainage Area)
- Detailed geo-technical studies to show the extent of the areas affected by historic mining activity in the area
- Access to be provided from the north via Ivinson Road, from the south via Marsh House Lane.
- Need for vehicular link through the site to assist in relieving traffic through the town centre and assist in meeting highways objective (Darwen East Distributor Road)
- Careful consideration needs to be given to the eastern fridge of the site where it relates to the open countryside and green belt – ensure a defensible boundary is established
- Retention and enhancement of the public right of way
- Make land available for a new single form entry primary school with potential to expand for East Darwen and contribution towards its construction

Site 16/15 – Pole Lane, Darwen



Site Area	5.4 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 130, which are expected to be delivered by March 2018
Housing Density:	24 dph
The site is a large greenfield site situated on the edge of the urban area.	

DEVELOPMENT CONSIDERATIONS

- Need to consider/mitigate impacts on public rights of way that cross the site.
- Incorporation of SuDS and measures to control surface water run-off
- In the event that the current planning permission lapses and a new planning permission is granted, development will be required to contribute towards a new single form entry primary school for East Darwen, and towards the creation of the Darwen East Distributor Road

Site 16/16 – Ellerslie House, Darwen



Site Area	2.3 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 50, which are expected to be delivered by March 2018
Housing Density:	22 dph

Ellerslie House was built in the 1850's as a local mill owners mansion. It is set in private land made up of landscaped gardens. The site comprises development plots within the grounds.

DEVELOPMENT CONSIDERATIONS

- Development at this site will be in the grounds of the existing Ellerslie house, and will need to be sensitively located and designed so as to preserve the character and setting of Ellerslie.
- The site adjoins the West Pennine Moors as defined in Policy 34, and will be required to be designed so as to minimise the impact of development on the countryside, and to enhance access to the countryside
- The site has an existing access from Bury Fold Lane but parts of the adjacent highway network are narrow residential street, with on street parking
- The site includes woodland and is adjacent to Kebb's Brook. The impact of any development on the ecological value of these features would need to be considered.
- Development will need to contribute towards increased primary school capacity in Darwen, and towards the creation of the Darwen East Distributor Road

Site 16/17 – Kirkham’s Farm, Cranberry Lane, Darwen



Site Area	8.3 hectares
Site Location:	Edge of urban area
Housing Delivery:	The estimated number of houses for this site is 110, which are expected to be delivered by March 2018
Housing Density:	13 dph
The site is a large greenfield site situated on the edge of the urban area.	

DEVELOPMENT CONSIDERATIONS

- The southern part of the site is rural in character and surrounded by open, mainly agricultural land. Development will need to provide a transition zone between the development and the wider rural landscape to the south.
- Incorporation of SuDS and measures to control surface water run-off (the site is within the Darwen Critical Drainage Area). Furthermore, at least one culvert runs through the site, feeding the headwaters of River Darwen (need for ongoing maintenance)
- Investment will be required to address water pressure issues for any properties over 220m
- Development will need to contribute towards increased primary school capacity in Darwen, and towards the creation of the Darwen East Distributor Road

Site 16/18 – Springside Works, Belmont



Site Area	8 ha
Site Location:	Rural area
Housing Delivery:	The estimated number of houses for this site is 120, of which 40 are expected to be delivered by March 2018
Housing Density:	15 dph

The site is a former paper mill situated in a deep valley. An extensive remediation scheme has been approved which when implemented will prepare the site for development.

DEVELOPMENT CONSIDERATIONS

- Development is to be confined in the first instance to the footprint of the industrial buildings formerly on the site and their associated hard standing.
- Development must be informed by a landscape masterplan identifying strategic areas of planting that are required to integrate the development into the surrounding countryside.
- Development will be required to be compatible with the rural character of the surrounding area, with particular attention to the massing and distribution of buildings, architectural vernacular, materials and landscaping / boundary treatments.
- Attention will be required to drainage within and from the site to ensure that there is no impact on the nearby watercourse.
- Proposals for development will need to be accompanied by a comprehensive plan for the long term management of the wider land holding that accompanies the industrial site.
- The site is adjacent to a SSSI.

Housing Development in Tockholes

- 4.7 The settlement of Tockholes, although a discrete village, has no obvious boundary and is instead a collection of groups of buildings spread across a relatively large area. As such it is “washed over” by the Green Belt. However Tockholes needs to continue to provide for the changing needs of its community, if it is not to “fossilise” and lose its identity as a sustainable place. In particular there needs to be the opportunity for people living in the village or with strong connections to it, to continue to live in the village at different stages of their lives, and for the local property market to function by allowing people to move to larger and smaller properties to suit their changing needs. Policy 17 sets out the circumstances in which forms of residential development which would not normally be acceptable in the Green Belt can be supported in association with Tockholes.

Policy 17. Housing Development in Tockholes

Within the settlement of Tockholes “washed over” by Green Belt and identified on the Adopted Policies Map, residential development will be permitted provided that:

- i) It can be demonstrated that the development will meet a need that arises from the requirements of people with an established connection to Tockholes village, in particular those engaged or previously engaged in agriculture;**
- ii) The occupancy of the dwelling or dwellings can be restricted in perpetuity to people with a connection to Tockholes village; and**
- iii) The site is a narrow gap in an otherwise built up frontage, OR is closely associated with an existing group of buildings such that the development will not reduce the openness of the Green Belt.**

Housing Mix

- 4.8 Improving the quality of Blackburn with Darwen’s housing “offer” is central to our growth and regeneration objectives. In particular, we must ensure that there is a good supply of high quality family housing. This is important to the function of the area’s housing market as a whole, since it will increase opportunities for “staircasing” through the market, and hence ensure that there is turnover and availability of housing at all levels. It will also help attract and retain people who are in a position to choose where they live, and who are more likely to work in highly skilled or professional jobs, which will reduce pressure on infrastructure created by people commuting into the area from outside. Alongside this it is important that we continue to provide high quality affordable housing, and to cater for our expanding population of older people.

- 4.9 Our approach to allocating land underlines this, and provides sites suitable for these types of development. Policy 18 complements our site allocations and will ensure that the right mix of housing is delivered on the ground. It will apply to non-allocated sites as well as specific allocations.
- 4.10 Our *Housing Delivery* Supplementary Planning Document sets out in more detail the proportion of different types and sizes of housing that we will work towards, as well as the Council's intentions for the size and design of housing aimed at different market sectors. This is based on the most recent Strategic Housing Market Assessment (SHMA) and will be reviewed as necessary in light of any updated SHMA.

Policy 18. Housing Mix

1. **New housing development will be required to widen the choice of housing types available in Blackburn with Darwen.**
2. **The Council will require detached and semi detached housing to be the principal element of the dwelling mix on any site that is capable of accommodating such housing and where such housing would make a positive contribution to the character of the local area.**
3. **The Council will also be supportive of proposals which provide affordable, older people's and supported accommodation. Unless other policies specify otherwise, affordable housing is normally to be provided on site as part of a mix with family housing; in appropriate circumstances it is instead to be provided through a financial contribution. Developments of 10 or more units consisting entirely of affordable housing will only be acceptable in exceptional circumstances. Older people's and supported accommodation may be provided as part of a mixed development in appropriate circumstances, or as a stand-alone development.**
4. **Apartment development for the general market will only be acceptable where it is the most appropriate form of housing given the local context or the characteristics of the site.**
5. **All residential development will be required to conform to the Council's adopted standards with respect to internal and outdoor space.**

Apartment Development and Houses in Multiple Occupation

- 4.11 Blackburn with Darwen has areas of poor quality housing, particularly in the private-rented sector. Furthermore the dominance of terraced housing in many parts of our area means that there is a limited choice of housing available, and residents may suffer problems such as overcrowding, lack of amenity space, noise and inconvenient or unsafe access. These issues are often

increased when dwellings are made smaller through sub-division, or are converted to Houses in Multiple Occupation (HMOs).

4.12 The nature of Blackburn with Darwen's housing areas means that all these issues, relating both to HMOs and to the sub-division of housing into self-contained flats, are often concentrated into particular areas. Where this is the case there is significant potential for the character of areas to be fundamentally changed, and for an area's housing choice to be skewed away from family accommodation or become dominated by a single narrow sector of the market. This impacts negatively on the image of a neighbourhood and hence on demand, both from potential residents who are in a position to choose where they live, and from developers.

4.13 The Council regards this as an undesirable outcome. Policy 19 aims to ensure that apartment and HMO development is managed such that the evolution of residential areas takes place in a way that supports its overall objectives, and does not increase pressure on resources for local services and infrastructure. The approach set out in this policy will complement other actions put in place by the Council, including the implementation of an Article 4 Direction which removes permitted development rights enabling the conversion of smaller family dwellings to HMOs in parts of the Borough.

Policy 19. Apartment Development and Houses in Multiple Occupation

The Council will only exceptionally support the development of bedsits, bed and breakfast and hostel accommodation, either through new build or through the conversion of existing buildings. Apartment developments will only be supported where they comply with Policy 18. The forms of development referred to above will only be acceptable where they comply with other relevant policies and all the following criteria are met:

- i) the proposal does not, in isolation or in conjunction with other planned, committed or completed development, erode the amenity of neighbouring properties, the physical, social, environmental or economic character of the surrounding area, or the supply of family housing;**
- ii) in the case of conversions, the property is suitable for conversion without the need for any substantial extensions which would have an unacceptable effect on residential amenity and the character of the area;**
- iii) the site can accommodate the necessary parking and manoeuvring areas in a way which preserves residential amenity and the qualities of the street scene; and**
- iv) adequate refuse / recyclable waste collection facilities are provided.**

Accommodation for Gypsies and Travellers

- 4.14** One of the overall aims of our Local Plan is to widen the choice of housing that is available in Blackburn with Darwen. This is an important way in which planning can help people from all backgrounds to fulfil their aspirations, and can create sustainable and cohesive communities. At the same time, it is important that new development comes forward in a planned and managed way, so that potentially competing objectives can be balanced, and any potential negative impacts of development dealt with at the planning stage.
- 4.15** The accommodation needs of the gypsy and traveller communities are one part of the overall picture of new housing requirements in Blackburn with Darwen. Planning for these needs involves addressing a wide range of linked issues including access to education for young people, health and social care.
- 4.16** In the past, accommodation for gypsies and travellers in the North West has been concentrated within a relatively small number of local authority areas, including Blackburn with Darwen. This has meant that choices for the gypsy and traveller communities about where they live have been restricted; and secondly that certain areas have experienced significant pressure on public services which may have impacted on the quality of service available to the wider community.
- 4.17** Our planning approach, set out in Policy 20, focuses on meeting the accommodation needs of the gypsy and traveller community that is already established within Blackburn with Darwen, in the expectation that over time, a more equitable pattern of provision across the wider region will emerge. Our plan also encourages the development of more good quality and properly managed private provision, as a means of further increasing choice.

Policy 20. Accommodation for Gypsies and Travellers

- 1. Provision will be made for the development of 16 additional pitches for gypsy and traveller accommodation by 2016, and a further 17 additional pitches between 2016 and 2026. In the first instance this provision should be made on privately owned and operated sites.**
- 2. Planning permission will be granted for gypsy and traveller accommodation which will contribute to meeting the targets set out in 1., and which can also be demonstrated to meet all the following criteria as well as complying with other relevant policies:**
 - i) The development will safeguard the health of occupiers and provide a satisfactory level of amenity for them, by reference to a range of factors including but not limited to the space available for each family, noise, odour, land contamination, other pollution or nuisance, and the disposal of refuse and foul water;**
 - ii) The site is adequately accessible to main transport routes and to local services and facilities;**

- iii) **The development will not give rise to an unacceptable impact on amenity for users in the vicinity of the development, or, in the case of nearby commercial users, result in the imposition of new constraints on the way in which such users can operate their business; and**
- iv) **If the proposal involves the development of land originally identified in this Local Plan for another purpose, the loss of such land is justified by the desirability of providing additional gypsy and traveller accommodation, and represents the appropriate planning balance in the circumstances.**

Conversion of Buildings in the Countryside

- 4.18** A key objective of our Core Strategy is to manage change in Blackburn with Darwen's rural areas in a way that ensures they have a sustainable future. One aspect of this is to create scope for redundant buildings to be re-used. This can assist in maintaining the viability of farms, either through diversification of the farm business itself or through the release of part of the farm's holding; and can introduce new uses into the rural area that support the development of a diverse and robust economy.
- 4.19** In support of this objective the Council's preferred use for converted buildings in the rural area is commercial use, excluding freestanding retail uses which are expected to be concentrated into existing centres and villages. New residential development in the countryside conflicts with our overall development strategy in general terms, but it is recognised that there will be instances in which residential use is the most appropriate end use for a building, and can result in the sustainable re-use of a building which otherwise would have had no viable future.
- 4.20** In all cases where development is proposed as being supported by this policy, the Council will need to be satisfied that the development genuinely represents the conversion of an existing building. Proposals which effectively involve the creation of a new building, or where there is to be a very significant increase in the footprint of the building, will not be supported by this policy and are contrary to our overall planning strategy. They will be considered against our overall policy framework.
- 4.21** Policy 21 below sets out criteria against which proposals for the conversion of buildings in the rural areas will be assessed, and explains how this type of development will be managed so as to protect the character and appearance of the rural area.

Policy 21. Conversion of Buildings in the Countryside

- 1. Outside the defined Urban Area and Village Boundaries, the conversion of a building will be permitted provided that the proposal complies with other relevant policies and satisfies all the following criteria:**
 - i) in the case of proposals for residential conversions, the building must be shown to be unsuitable for industrial, tourism, non-retail commercial, other than farm shops, or other commercial use because of its location, size, form, general design, or relationship with neighbouring properties. Applications for conversion to residential use where this has not been demonstrated must be supported by evidence that every reasonable effort has been made to secure a suitable business or other non-residential use for the property over a period of at least 12 months;**
 - ii) so far as is reasonable and practicable, the development is accessible or can be made accessible by sustainable modes of transport;**
 - iii) the buildings are of a permanent and substantial construction and are capable of conversion without major or complete reconstruction. A structural survey should accompany the planning application;**
 - iv) the buildings are large enough for the proposed use without the need for an extension which would be out of scale with the host building or incompatible with the character of the area; and:**
 - v) in the case of a building erected under the General Permitted Development Order the Council must be satisfied that it was originally erected for genuine purposes.**
- 2. In order to maintain control over the future development of the site, in appropriate cases the Council will remove permitted development rights, and / or restrict conversions to the particular use applied for in the case of commercial conversions.**

Replacement Dwellings in the Countryside

- 4.22** The replacement of an existing dwelling with another can be acceptable in the rural area because no new units are added. Where such development is proposed, the key issues are to ensure that a) the development genuinely represents the replacement of an existing dwelling; and b) the impact of the new dwelling on the countryside is not significantly greater than that of the original.

Policy 22. Replacement Dwellings in the Countryside

- 1. Outside the defined Urban Area and Villages, the replacement of an existing dwelling will be permitted provided the proposal complies with other relevant policies and satisfies all the following criteria:**
 - i) the existing dwelling can be lawfully used for residential purposes;**
 - ii) the size of the proposed dwelling does not result in an increase in the scale or footprint of the existing building to an extent that would unacceptably impact on the character and openness of the rural area;**
 - iii) the proposed dwelling and any boundary treatments are appropriate in terms of siting, materials, design, and do not detract from the landscape character areas, or the residential amenity of any adjacent property; and**
- 2. In order to maintain control over the future development of the site, the Council will remove permitted development rights in appropriate cases.**

Rural Workers' Dwellings in the Countryside

- 4.23** There are circumstances in which there is a need for rural workers, particularly those engaged in agriculture or forestry, to live at or near their place of work. In assessing whether this is the case, the Council will need to be satisfied of the need, from a functional and financial point of view, for the worker's dwelling to be in the specific location proposed; and that the enterprise concerned is likely to remain in operation for a reasonable period of time. We will also need to ensure that the operational justification for such a dwelling continues to exist, and that development permitted as an exception on this basis does not over time become established as a freestanding dwelling.

Policy 23. Rural Workers' Dwellings in the Countryside

- 1. Outside existing settlements, planning permission will only be granted for a new rural worker's dwelling within the land holding of the source of employment where it is demonstrated that the proposal satisfies all the following criteria:**
 - i) the worker is full time or primarily employed in agriculture, forestry or another use demonstrably requiring them to be present on site at all times, and a condition can be imposed restricting occupancy to a worker in this position;**
 - ii) there is a clear operational need for an additional dwelling for the worker to live close to the enterprise;**
 - iii) the enterprise is established and economically viable;**
 - iv) the accommodation can be related to an existing group of buildings connected to the business. The Council will not consider applications for isolated dwellings unless it can be shown that this is the only practical solution, or where other exceptional circumstances apply; and**
 - v) in the case of agricultural dwellings, there is no evidence of farm buildings which were suitable for conversion to a dwelling having been sold off separately from the farmland concerned.**
- 2. Where a new dwelling is essential to support a new farming activity, satisfying the above criteria, permission will be granted for temporary accommodation for a period of no more than three years. The temporary accommodation must be removed at the end of the period, and successive extensions will not be granted to the temporary permission.**
- 3. The Council will seek to ensure that any new dwellings granted planning permission under this policy are proportionate in size to the nature and commercial profitability of the undertaking to which they are attached.**

Rural Exceptions

4.24

Our overall planning strategy for the rural area is to focus development within the boundaries of our defined villages. However the Council acknowledges that in some cases, a local need for affordable housing development may exist for which land is not available within the village boundaries, either because suitable land does not exist, or because it is not available for sale. In these circumstances, it may be appropriate to permit development outside the village boundary, including on sites within the Green Belt. Policy 24 sets out our approach to assessing proposals made on this basis.

Policy 24. Rural Exceptions

1. Outside the defined urban area and village boundaries, planning permission for residential development not specifically allowed for by other policies will only be granted where the proposal complies with other relevant policies and all the following criteria are met:
 - i) a need is agreed to exist for affordable housing in the locality;
 - ii) it is demonstrated that land is not available to accommodate the development within the defined boundary of the village nearest to the proposed development and any others as may be appropriate;
 - iii) 100% of the units on the development will be affordable housing, and will be made available at a level of rent or purchase price which will make them accessible to those in need of affordable housing in the locality;
 - iv) the occupancy of the dwellings can be restricted to individuals accepted as requiring affordable housing in the locality; and
 - v) the dwellings provided can be made available as affordable housing in perpetuity.
2. Where a new dwelling or dwellings are acceptable in principle under this policy, they shall in the first instance be located on land immediately adjoining the existing boundary of a village. New build dwellings in the open countryside will not be acceptable under this policy.

Residential Curtilages

- 4.25** The extension of a residential curtilage can provide useful additional private garden space. However, it can also result in the introduction of domestic features and maintained land into an otherwise unaltered landscape. Policy 25 explains how the Council will manage this issue.

Policy 25. Residential Curtilages

An extension to a residential curtilage will only be permitted where it will not, in isolation or in combination with other committed or completed development, lead to any detriment to visual amenity or to the character of the surrounding landscape. In appropriate cases the Council will remove permitted development rights in order to protect the character and amenity of the landscape.

CHAPTER 5 PUBLIC FACILITIES



- 5.1** Blackburn with Darwen has some major positive assets including its landscape setting, urban green spaces and built heritage. As described in Chapter 4 above, we are pressing ahead with plans to capitalise on these assets and attract new housing investment to balance our housing market. It will be important for this to be matched by an improvement in the area's wider "offer" – the overall range of facilities and opportunities available.
- 5.2** The town centres of Blackburn and Darwen are a crucial part of this offer. They each contain a wide range of retail, employment, leisure and community services and have a significant influence on perceptions of the two towns and the image of Blackburn with Darwen more widely. They act as the location for specialist services such as primary health care, further and higher education, the arts and cultural services. Being at the heart of local and sub-regional communications networks of bus and rail services and lying within walking distance of many local residential areas, they are readily accessible by all sections of the community. By bringing communities together, they can assist with strengthening community cohesion. Importantly, they can provide an opportunity to act as economic drivers.
- 5.3** Blackburn town centre has a position as a sub-regional centre for shopping and tertiary education and acts as focus for cultural, social, business and community life in Blackburn with Darwen and Pennine Lancashire. It is uniquely defined by its Cathedral, the only Anglican Cathedral in Lancashire. Given this position, the town centre accommodates larger scale uses such as major retail operators who require large floorplates, and higher-order functions in the administrative and business services sectors. Darwen town centre by contrast functions as a more local centre serving the needs of a distinct local community. Its valley setting and compact and well-defined nature is enhanced by its Victorian heritage with an architectural character of considerable quality.
- 5.4** In recent years, many development and regeneration initiatives have taken place in both towns. This Plan sets out how we aim to build on the momentum created by this investment, broaden our "offer", and manage the future evolution of our town centres and public facilities in the face of strong competition and changing pressures.

Town Centres – a Framework for Development

- 5.5** Blackburn and Darwen town centres are at the heart of our communities. They provide an important focus for jobs and services in our towns, but also play a major role in defining the way the area is seen from outside. This makes them central to the wider economic prospects of our area.
- 5.6** Recent years have seen major private and public investment in both our town centres. In Blackburn a major extension to the Mall shopping centre has been completed, Blackburn College has invested heavily in new facilities which have involved some of the highest quality development in the town, a new health centre has been created, and there has been significant investment in the public realm. The next phases of development will involve reconfiguration and

enhancement of the Cathedral Quarter, including the creation of the first new grade “A” speculative office space in Blackburn town centre for many years, and the redevelopment of the site of the former Blackburn Markets. In Darwen the establishment of an Academy secondary school in the town centre has transformed the educational offer, including the provision of sixth-form education in Darwen for the first time in several decades. This has been accompanied by major public investment in a new leisure centre and health centre, and a successful Townscape Heritage Initiative scheme which has had a dramatic effect on the quality of the town centre environment. Subsequent development will aim to build on the momentum created by this investment, and further reinforce Darwen’s distinctive offer as a Pennine market town.

- 5.7** Despite these successes, our town centres face a number of significant pressures. Foremost among these is the changing retail environment. Competition from other towns and from out-of-centre shopping outlets continues to grow stronger; and at the same time more and more shopping is done online. There is also the possibility that the steady growth in the amount of money people spend on shopping that we have seen in the past will not continue into the future. In response to these pressures, major restructuring has happened and is still happening in the retail sector, with a number of major operators ceasing to trade or substantially changing their business model. Operators are increasingly selective about where they choose to invest, and are highly focused on a town centre’s wider “offer” to its customers, including aspects such as the mix of uses present in a centre, the quality of the physical environment, and management issues such as car parking regimes.
- 5.8** Successful town centres are those which have responded to these issues and become a destination for more than simply shopping. Our key objective in managing development in Blackburn and Darwen town centres is therefore to maintain progress and increase their competitiveness, and to broaden their function, particularly that of Blackburn, beyond a traditional shopping focus, while managing any negative pressures that such change may bring.
- 5.9** Policy 26 sets out a framework within which this can take place, identifying priorities and establishing key parameters while retaining flexibility for the market to bring forward solutions.

Policy 26. Town Centres – a Framework for Development

Within the Town Centres as defined on the Adopted Policies Map, planning permission will be granted for development involving main town centre uses, either as stand alone uses or as part of a mixed use project, which contributes to one or more of the following objectives and complies with other relevant policies.

- i) Strengthening and focusing the shopping offer, in particular through: in Blackburn town centre, providing additional convenience retail floorspace and modern, flexible comparison retail floorspace, including the recycling and redevelopment of older floorspace, within the Primary Shopping Area. In Darwen town centre, the development of gap sites and the redevelopment of buildings that currently detract from the quality of the historic environment, within the Primary Shopping Area.**
- ii) Expanding the role of the town centres: focusing new commercial development in the two town centres, with the provision of new office space in Blackburn and office / managed workspace in Darwen; the refurbishment of outdated office space; the conversion / redevelopment of surplus office accommodation to other uses; provision of hotel accommodation; proposals which deliver supporting community services such as health and education.**
- iii) Enhancing the leisure offer and developing an evening economy: developing cultural and entertainment facilities, including art galleries, music and concert venues, halls, cinemas and gymnasiums, particularly in the defined Northgate Quarter of Blackburn town centre; and providing restaurants and cafes involving the sale of food for consumption on the premises, particularly in the defined Northgate and Cathedral Quarters of Blackburn Town Centre.**
- iv) Establishing a vibrant town centre residential population: residential development which is likely to make a positive contribution to the vitality and viability of the town centre by virtue of the following characteristics:**
 - A location close to key town centre uses, particularly leisure and cultural uses;**
 - Accommodation including private outdoor space (unless the desirability of providing this is outweighed by other planning considerations); and**
 - As a minimum, accommodation meeting the Council's adopted space standards for apartment development**

District Centres – a Framework for Their Development

- 5.10** The District Centres identified in the Core Strategy principally provide for local needs shopping, though two have more specific roles because of their location. The Core Strategy further promotes a concept of multi-functional district centres which are also the focus for local services as well as retailing. These uses are diverse and include places of worship, community centres and halls, health facilities such as doctor's and dental surgeries and other service uses ranging from hairdressers and beauty salons to funeral parlours.
- 5.11** These centres have faced particular challenges in adapting to changing retail patterns. Vacant shops have faced pressures for conversion to "service-type" uses such as beauty salons and to takeaways or have become used as second-hand or charity shops. As a result, some centres have few true convenience shops and there is a risk of what have become known as "food deserts" being created. Others have adapted more successfully, incorporating "express"-type convenience stores or developing a more specialised offer. A particular issue for highly visible centres on the main radial roads in Blackburn with Darwen has been the pressure for the conversion of shops to takeaways and cafes.
- 5.12** Our Core Strategy identifies the Whalley Range area of Blackburn as having the potential to perform an enhanced function as a destination, as well as a local shopping centre, due to its proximity to the town centre. Within the Whalley Range District Centre there are streets which form the main shopping area of the centre, and others which perform a wider function in addition to retail. The Council wishes to consolidate this pattern of development.
- 5.13** Policy 27 sets out a series of priorities and parameters for managing the development of our district centres.

Policy 27. District Centres – a Framework for Their Development

- 1. Within and adjacent to the District Centres as shown on the Adopted Policies Map, development will be supported where it encourages mixed uses, and where it responds to the scale and function of the centre in question. Proposals which fulfil these requirements and which comply with other relevant policies, will be permitted in the following circumstances.**
 - i) New build proposals should be proportionate to the scale and function of the centre. New retail, leisure, office and service use developments should demonstrate that they cater for local needs, and should be accompanied by an impact assessment if they involve the creation of new floorspace above the thresholds set out in Policy 29. The assessment should consider the impact of the proposal on existing, committed and planned public and private investment in the centre and other nearby centres.**
 - ii) Proposals involving conversion and adaptation of premises or involving changes of use should take place within existing buildings and frontages in order to consolidate and strengthen the vitality of the centre. They should retain or provide traditional shop fronts in order to maintain active frontages and retain the character and vitality of the centre.**

- 2. Within the Whalley Range District Centre as shown on the Adopted Policies Map and the Whalley Range Inset Map, the following additional policy considerations will apply:**
- i) Within the Primary Retail Frontages as defined on the Whalley Range Inset Map, proposals for the change of use of ground floor/pedestrian level premises, to uses falling within Use Classes A2, A3 or A5, will be permitted provided that the proposal would not, in isolation or in combination with other completed or committed development, undermine the function of those frontages as a main retail area.**
 - ii) Within the Secondary Retail Frontages as defined on the Whalley Range Inset Map, proposals for service uses falling within Use Classes A2, A3 or A5 will be permitted provided it would not, in isolation or in combination with other completed or committed development, have an unacceptable impact on the level of shopping provision or lead to a change in the character of the street.**
 - iii) Exceptions to Criteria i) and ii) may be made where the number of empty units within a frontage block/group of shops is high and the trend in vacancy levels is prolonged.**

Development Opportunities

- 5.14** Our housing (Policy 16) and employment (Policy 13) land allocations are central to the delivery of our overall planning strategy. In addition however, there are a range of further key sites in Blackburn with Darwen which are highlighted as suitable for high quality development, but which are not allocated for a specific use. In most cases, particularly in and around our Town Centres, this is because the sites are suitable for a range of uses and the Council wishes to maintain flexibility for the market to bring forward a suitable form of development. In a small number of other cases, sites are suitable for development but may require too lengthy a process of site assembly to have been considered as specific allocations at the time of preparing the Local Plan. Policy 28 identifies these key sites.

Policy 28. Development Opportunities

The Adopted Policies Map identifies Development Opportunities. On these sites, planning permission will be granted for a range of uses, either as stand-alone uses or as a mix of uses, subject to other policies in the Local Plan and to the guidelines set out in the table below.

Site	Potential use or uses
Former East Lancashire Coach Builders, Whalley New Road, Blackburn	Residential; employment; community; some leisure
Former Markets site, Blackburn Town Centre	Any main town centre use: retail including potential large foodstore and new comparison floorspace; leisure / evening economy; offices; hotel
Blackburn Cathedral Quarter	Any main town centre use: comparison-led retail; leisure / evening economy; offices; hotel; residential
Witton Business Park, Preston Old Road, Blackburn	Residential, modern commercial space, community / public uses, potentially incorporating adjoining land ownerships
Former Sappi plant, Moulden Brow / Livesey Branch Road, Blackburn	Mix of commercial space and upper market residential, with the distribution of uses responding to the configuration of the site, accesses and adjacent land uses
Land between Gib Lane and Heys Lane, Blackburn	Residential
Ewood gyratory, Blackburn (development plots created by implementation of Pennine Reach transport project)	Commercial-led development potentially also including elements of residential, community, public uses
Former Lower Darwen Paper Mill, Greenbank Terrace, Lower Darwen	Commercial / residential
"Long Clough", Darwen	Residential

Assessing Applications for Main Town Centre Uses

- 5.15** It is essential that our two town centres remain the focus for both convenience and comparison retail growth and for the development of other main town centre uses. New out-of centre developments, extensions to existing ones, and large developments that are in existing centres but out of scale with them, all have the potential to compete with town centres and draw trade and development pressure away from them. This prevents the creation of a “critical mass” of demand and activity in town centres, impacting on the viability of existing and future investment within them. The 2011 Retail Capacity Study concluded that there was scope to accommodate virtually all of the anticipated growth in retail floorspace up to 2026 within the town centres. Policy 29 therefore sets out our “town centre first” approach to locating development, and gives an indication of the scale of retail development that should take place in each centre.
- 5.16** National planning policy requires that when considering applications for retail and leisure development outside of town centres, which are not in accordance with an up to date Local Plan, local planning authorities should require an assessment considering how the development will affect the vitality, viability and future prospects of other centres in the area, if the development is over a proportionate, locally set floorspace threshold. If there is no locally set threshold, the default threshold is 2,500 sq m.
- 5.17** The 2011 Retail Capacity Study considers that Blackburn with Darwen’s identified retail floorspace needs can almost exclusively be met in the two town centres, and that doing so will consolidate a sustainable pattern of retailing in the area. In addition, the overall quantity of retail floorspace in the town and district centres, and the scale of individual retail units typically found in these centres, mean that a development of 2,500 sq m (around 25,000 sq ft) would potentially represent both a significant proportion of the total and a very large unit in the local context. Such a development would therefore have the potential to significantly affect the sustainability of shopping patterns in the area. In view of these factors, in the local context, there is a need for retail developments of under 2,500 sq m to be assessed for their impact. Policy 29 therefore also sets out a series of local floorspace thresholds, above which an impact assessment will be required.

Policy 29. Assessing Applications for Main Town Centre Uses

Scale

1. Retail development which complies with other relevant policies will be permitted provided that the development, in terms of the overall magnitude of additional floorspace proposed and the size of individual units within it, is appropriate to the position of the centre concerned within the hierarchy of centres in Blackburn with Darwen. In making its assessment on this issue the Council will refer to all available evidence including but not limited to the indicative maxima for these factors set out in Table 1 below.

Policy 29 Table 1: Indicative maximum development and unit sizes for centres at different levels of the retail hierarchy

Position within hierarchy	Centre	Indicative maximum unit size
1	Blackburn town centre	No limit
2	Darwen town centre	4,000 sq m as food store, otherwise 1,000 sq m
3	District centres	500 sq m

The Sequential Test

2. Planning permission for retail development outside the Primary Shopping Areas of Blackburn and Darwen town centres or the District Centres as identified on the Adopted Policies Map, or for other main town centre uses outside Blackburn and Darwen town centres or the District Centres, will only be granted if the proposal complies with the remainder of this policy and with other relevant policies, and one or both of the following criteria are met:
 - i) The development is specifically supported by another policy in the Local Plan; or
 - ii) It is demonstrated that no sequentially preferable site is available or likely to be available within a reasonable timescale to accommodate the development; and that in discounting any sequentially preferable site, the developer / operator has applied a sufficiently flexible approach to their requirement in respect of scale, format and car parking provision.

3. Where an edge- or out-of-centre development is justified under this policy, preference will be given to locations which are well connected to an existing town centre; and appropriate measures will be required to maximise connectivity between the development and the centre.

Assessing Impact

4. Retail developments which are not specifically supported by other policies, and are not in a town or district centre as defined on the Adopted Policies Map, and which will create additional floorspace at or above the levels set out in Table 2 below, will be required to be accompanied by an impact assessment.

Policy 29 Table 2: Floorspace thresholds and geographical areas for Impact Assessments in relation to out-of-centre development

Location of development	Floorspace threshold	Centres required to be assessed for potential impact
Within 500m of any district centre boundary or a local centre / parade of shops	250 sq m	All district centres within 500m
Darwen urban area (south of the M65)	500 sq m	Darwen town centre plus all district centres within 500m
Blackburn urban area (north of the M65)	1,000 sq m	Blackburn town centre plus all district centres / local centres / parades of shops within 500m
Any location outside the defined urban area	100 sq m	To be determined on a case by case basis

Note: Development close to the boundary between Blackburn and Darwen meeting the floorspace thresholds may require impact assessments on both town centres.

5. Where an impact assessment is required, proposals will only be granted planning permission where it is demonstrated that there will be no unacceptable impact on the vitality and viability of existing centres. In making its assessment on this issue the Council will take account of the following main issues along with any that are specific to the development in question:
- i) The impact of the proposal on existing, committed and planned public and private investment, in a centre or centres in the catchment of the proposal;
 - ii) The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider area, up to five years from the time the application is made. For major schemes where the impact will not be realised in five years, the impact should also be assessed up to 10 years from the time the application is made; and

iii) **The ability of the impact to be mitigated through measures secured through planning conditions or a planning agreement**

6. Where the proposal involves retail sales in association with another primary use, or where a development involves retail sales but the mix of uses is such that no main use is identifiable, the Council may impose planning conditions to enable the retention of control over the future use of the land or buildings and to prevent the establishment of a separate retail planning unit.

Managing Specific Uses in Town Centres

- 5.18** Within the framework for town centre development set out by Policy 26, there is a need to manage the number and concentration of certain uses, if we are to maintain a balanced overall offer and increase the attractiveness of our centres as places to spend time.
- 5.19** Firstly, whilst we seek to encourage a diverse range of complementary evening and night-time uses which appeal to a wide range of age and social groups, we must also manage their potential impact, including cumulative impact, on the character and function of the centre and its vitality at other times of day; anti-social behaviour and crime; and the amenities of nearby residents. These are key issues in Blackburn town centre around the Northgate and Blakey Moor area.
- 5.20** This area has also recently seen the opening of several new betting offices. Such operations are only used by a limited sector of the population, and a concentration of them in one area impacts on the ability of that area to serve the wider town centre audience, particularly families.
- 5.21** Proposals for amusement centres also give rise to a number of issues, including the displacement of retail uses, potential noise and general disturbance to nearby residents and businesses, together with visual impact on the street scene.
- 5.22** Upper floors represent an important resource which, if better used, could provide a variety of valuable facilities including residential and office accommodation, contribute to the vitality and viability of town and other centres, help secure the economic future of buildings and assist in the regeneration of areas.
- 5.23** Policy 30 sets out a series of criteria against which proposals for the uses discussed above will be judged, with the objective of managing the balance of uses within the town centres as a whole and within specific areas.

Policy 30. Managing Specific Uses Within Town Centres

The Council will support and encourage a mix of complementary uses in the town and district centres. This will be subject to relevant safeguards and the consideration of cumulative impact and the effect of concentration of similar uses within a particular area. Planning permission for these types of development, which complies with other relevant policies, will be permitted in the following circumstances:

- i) Takeaways for the sale of hot food for consumption off the premises (Use Class A5): only exceptionally in the defined Northgate and Cathedral Quarters of Blackburn Town Centre or on the main radial road approaches to Blackburn and Darwen Town Centres¹;**
- ii) Betting Offices (Use Class A2): only exceptionally in the defined Northgate and Cathedral Quarters of Blackburn town centre. Any planning permissions for other Class A2 uses in these areas may be subject to a condition preventing the creation of a betting office;**
- iii) Amusement arcades: not in Primary Shopping Frontages, Conservation Areas or where there would be an unacceptable impact on sensitive land uses.**

Development in Defined Shopping Frontages

5.24 Our Core Strategy stresses the importance of maintaining and enhancing the Borough's retail offer. A key way in which this can be achieved is through managing the balance of uses in our retail cores and district centres, and ensuring that change in our town centres happens in a way that allows their retail cores to remain viable into the future. A2 and A3 uses can broaden the range of activities in town centres and help to maintain their vitality and viability, and A4 uses can additionally stimulate the evening economy. It is, however, important to retain a "critical mass" of shops, avoiding concentrations of non-retail units in an individual frontage which can undermine the primary retailing function of key areas. This does not just apply in Blackburn but is also important in Darwen given the Core Strategy's aim of strengthening the town's role as a market town with an emphasis on specialist and independent retailing. The physical continuity and visual appearance of a frontage can also be protected by the retention of a shopfront, should a change of use be acceptable.

5.25 The main shopping areas in our town centres consist of primary and secondary shopping frontages. Primary frontages are likely to include a high proportion of retail uses which may include food, footwear, clothing and household goods.

¹ Radial routes are the A666 Bolton Road / Whalley New Road; the A677 Preston New Road; the A674 Preston Old Road; the A6077 Haslingden Road; and the B6233 Shear Brow

Secondary frontages provide greater opportunities for the diversification of uses.

- 5.26** District centres have a key role in contributing to sustainable development, providing access to day-to-day necessities, typically convenience items such as food, drink and newspapers within walking distance from home. However, there is considerable variation in their size, vacancy rates and shopping function, and some district centres have a significant evening economy role. They are important to retain to support sustainable neighbourhoods.
- 5.27** Policy 31 sets out our approach to managing development in shopping frontages with these issues in mind.

Policy 31. Development in Defined Shopping Frontages

- 1. In town centres, proposals for development not falling into Use Class A1 involving ground floor units in identified Primary Shopping Frontages will be permitted provided that:**
 - i) a minimum of 70% of the units in the block would remain in A1 use, taking into account unimplemented planning permissions for changes of use;**
 - ii) the proposed use is complementary to the primary shopping function of the frontage and will contribute to vitality and viability;**
 - iii) the proposed use would not result in 3 adjoining non-retail uses in the block; and**
 - iv) a shopfront is retained/provided.**
- 2. In town centres, proposals for development not falling into Use Class A1 involving ground floor units in identified Secondary Shopping Frontages will be permitted provided that:**
 - i) a minimum of 50% of the units in the block would remain in A1 use, taking into account unimplemented planning permissions for changes of use;**
 - ii) the proposed use is complementary to the secondary shopping function of the frontage and will contribute to vitality and viability; and**
 - iii) a shopfront is retained/provided.**

Local and Convenience Shops

- 5.28** Small scale shopping provision, whether in the form of individual shops, small groups of shops or shopping parades, has traditionally played an important role in meeting households' day to day needs, particularly in the older residential parts of the Borough. Additionally, it reduces the need for additional vehicular trips, has provided a valuable resource for the less mobile and assisted the sustainability of neighbourhoods. However, such shopping facilities, often run by independent traders, have experienced severe competition in recent years from an increasingly car-mobile population able easily to travel further and a move by some of the national supermarket chains into convenience store retailing either on solo sites or garage forecourts in association with petrol filling stations. New smaller housing developments rarely provide facilities for new shops but larger-scale developments may justify the provision of additional local shopping facilities.
- 5.29** Most parts of Blackburn with Darwen are within walking distance from district and local centres. However, two areas of Blackburn have been identified, Shadsworth and the Infirmary area, which require the provision of additional local convenience shopping.
- 5.30** Policy 32 sets out our approach to proposals for the provision of local shops and services, including new development, extensions and change of use in or immediately adjacent to existing groups of local shops.

Policy 32. Local and Convenience Shops

- 1. Planning permission will be granted for retail developments, which are not in association with existing defined centres or specifically allowed for by other policies, where all the following criteria are met:**
 - i) The proposal caters for the local needs of residents only and individual units do not exceed a maximum of 250 sq.m. in gross floor area;**
 - ii) There are no vacant existing shops within reasonable walking distance (typically 500 metres) of the proposal which would be capable of accommodating the development and providing for the need proposed to be served;**
 - iii) EITHER the development is within or immediately adjacent to an existing group of local shops, OR there are no other shopping facilities providing for local need within a reasonable walking distance (typically 500 metres) of the proposal; and**
- 2. Proposals involving new convenience (food) retail developments of up to 350 sq metres (gross) will be permitted on sites within the Shadsworth and Infirmary districts of Blackburn in order to satisfy specific local needs. In applying this policy the Council will take account of development already committed or completed in these areas since adoption of the Local Plan, and will assess whether an unmet need for additional retail space continues to exist.**

Health

- 5.31** Blackburn with Darwen experiences significantly higher than average levels of poor health among its population. Particular issues are obesity and related illnesses, diseases related to smoking, and the effects of alcohol. The Council and its partners are also particularly concerned about the health of young people, both in terms of immediate term safeguarding and the potential long term consequences that aspects of their lifestyles will have for their health.
- 5.32** The Council and its partners are engaged in a range of long term actions to address these issues, as well as to encourage people to take greater responsibility for the choices they make themselves. Planning is one aspect of these actions. In some instances a proposed development may have a direct impact on people's health. In other cases it may contribute to poor health by encouraging or making it easy for individuals to make unhealthy choices. Our evidence clearly shows that making it more difficult for people to make these unhealthy choices reduces the likelihood that they will do so; and that this change in behaviour will improve health outcomes over time. Policy 33 sets out our approach to managing development to influence these issues.
- 5.33** The Council intends to prepare a Supplementary Planning Document expanding on aspects of this policy.

Policy 33. Health

- 1. Where a form of development is proposed that has the potential to impact on public health, with particular reference to obesity and related disorders, and illnesses associated with alcohol or smoking, the Council will require the developer to demonstrate how public health issues have been taken into account in formulating the development proposal and how any impacts are to be mitigated. Such development will only be permitted where it is demonstrated that it will not, in isolation or in conjunction with other planned, committed or completed development, contribute to a negative impact on the health of the Borough's population. In assessing the likely health impact of new development, the Council will take into account evidence indicating the expected effect of the development on individuals' behaviour and choices.**
- 2. The development of hot food takeaways (use class A5), or of hybrid uses incorporating such uses, will not be permitted in locations where it is likely to lead to an increase in the consumption of takeaway food by young people, including the vicinity of any primary or secondary school or tertiary college. Where appropriate, the Council will consider imposing a condition restricting a business' opening hours to reduce the likelihood of it being visited by young people.**
- 3. Where the development of a new local shop is acceptable in principle under other policies, planning permission will only be granted where a condition can be imposed that prevents the subsequent establishment of a stand-alone off-licence without the need to apply for planning permission.**

4. Where the balance of uses in a shisha cafe is such that the use of the premises is predominantly for shisha smoking, the Council will regard the premises as falling into a sui generis use subject to specific planning control. Development having these characteristics will not be granted planning permission unless it is very clearly demonstrated that the proposed use will have no negative impact on the health of individuals or the public at large.

Tourism

- 5.34 In common with the rest of Pennine Lancashire, Blackburn with Darwen has a rich urban and cultural heritage, coupled to a dramatic landscape setting. In the context of the north of England it is also located close to internationally-significant tourism destinations in the Lake District and the Yorkshire Dales, and to an international city in Manchester. It is easily accessible by road and by air (to Manchester, Blackpool and Leeds-Bradford airports) and is generally well served by infrastructure.
- 5.35 Given these factors, there is considerable scope for the area to develop further as a tourist destination. This has the potential to bring a range of benefits to the area, including:
- An enhanced profile, a stronger sense of place and greater attractiveness as a place to live or invest;
 - The establishment of a diverse and robust rural economy;
 - The renovation or improvement of elements of our industrial heritage which may be underused or derelict;
 - Greater vitality and viability in our town centres, including a stronger evening economy;
 - The potential to secure wider benefits such as improved land management in the rural area;
 - Opportunities for direct and indirect employment
- 5.36 In achieving this it will be important to focus on Blackburn with Darwen's unique assets and ensure that we establish a clearly differentiated tourism offer. Policy 34 aims to support the development of Blackburn with Darwen's visitor economy in this way by encouraging tourism-based development that relates to our key assets, while respecting the sensitivity of some of the areas where such development may take place.

Policy 34. Tourism

Tourism-based development will be granted planning permission where it complies with other relevant policies, with priority given to the following locations:

- i) Blackburn and Darwen town centres as defined on the Adopted Policies Map;**
- ii) the West Pennine Moors as defined on the Adopted Policies Map for uses associated with the recreational use of the Moors. Within this area uses likely to generate large numbers of trips should either be located within the villages of Edgworth, Chapeltown and Belmont, or be associated with an existing tourism or leisure facility;**
- iii) at or in the vicinity of Ewood Park, for uses associated with the operation or development of Blackburn Rovers Football and Athletic Club;**
- iv) along the route of the Leeds and Liverpool Canal, for uses associated with use of the canal as a recreational or cultural resource;**
- v) in converted buildings or in association with historic land uses, for uses associated with the Borough's built or economic heritage; and**
- vi) in other areas of Blackburn with Darwen provided there is no conflict with the priorities set out in i) to v) above or with other policies in the Local Plan.**

Protection of Local Facilities

5.37

Facilities such as small shops, post offices, public houses and community halls are an important part of life in our towns and rural areas. They provide for everyday needs, but also serve a social function and act as a focus for communities. In rural areas in particular, they also contribute to sustainable living, ensuring that residents do not need to travel into the main towns so frequently. However such facilities can often be under threat due to changes in lifestyles and economic pressures on businesses. Given their importance to the vitality of the rural area and urban neighbourhoods, it is important that our planning framework enables them to be retained wherever possible. Policy 35 sets out how we will manage change of this type. It will also be relevant in cases where a local facility has been designated as an Asset of Community Value.

Policy 35. Protection of Local Facilities

- 1. Development at or in association with existing rural facilities, including but not limited to shops, post offices or public houses, which complies with other relevant policies, will be granted planning permission where it is demonstrated that this will enable the retention of the facility. Forms of enabling development that are acceptable in principle under this criterion include partial changes of use and the diversification of the range of uses permitted.**
- 2. Proposals for the complete change of use of buildings identified as being an asset of value to the local community or otherwise considered to be of importance to the sustainability of the community which it serves, will not be permitted except where it can be demonstrated that the use is no longer economically viable or required by the local community, and that the use is not capable of being supported by enabling development or a diversified use.**
- 3. Applications for the change of use of buildings identified as assets of value to the local community or otherwise considered to be of importance to the sustainability of the community which it serves, must be supported by evidence that the unencumbered freehold or equivalent long leasehold for the property has been offered for sale, through appropriate channels, on the open market for a period of at least 12 months at a realistic price; and that no reasonable offers have been refused.**

CHAPTER 6 ENVIRONMENT



- 6.1** Historically, economic growth has placed pressure on environmental resources including land, air, water and the landscape. While there are now many ways in which this pressure can be managed and mitigated, there remains a need to ensure that our environment is not adversely affected by development.
- 6.2** In addition, our environment faces external environmental pressures. Chief among these is climate change, which will have a direct impact on environmental assets in the future, as well as creating new requirements that development must meet.
- 6.3** Our Core Strategy (Policy CS13) sets out a strategy of managing the net environmental impact of planning policy; and follows the NPPF approach of “Avoid – Mitigate – Compensate – Refuse” in dealing with development that has a potential environmental impact.

Climate Change

- 6.4** There is now substantial evidence that our climate is changing. Over the past century global temperatures have risen by some 0.7°C on average. The latest UK Climate Impact Programme (UKCP09) scenarios published by DEFRA in 2009 predict that Blackburn with Darwen is likely to experience:
- Wetter, warmer winters leading to increased flood risk;
 - Hotter, drier summers, leading to water scarcity and drought; and
 - More frequent extreme weather events such as heat waves, gales, storms and intense rainfall
- 6.5** The 2008 Climate Change Act sets a legally binding target to cut UK emissions by 80% by 2050 against a 1990 baseline. Towards achieving this target, the UK Low Carbon Transition Plan and UK Renewable Energy Strategy (DECC, 2009) set out respective pathways for reducing emissions by 18% on 2008 levels by 2020 and for generating 15% of energy from renewable sources by 2020 in line with the EU Renewable Energy Directive.
- 6.6** The Government’s objective is that planning should fully support the transition to a low carbon economy in a changing climate. There are a number of ways in which planning can help achieve this, notably by influencing the design of buildings in areas such as energy efficiency, the use of passive solar gain and natural ventilation; and by actively promoting “green” development.
- 6.7** The lag-time between cause and effect in the climate system means that a degree of change to our climate is already inevitable. It is essential that new development takes account of this change. This will often mean that development needs to be designed in new ways, or to incorporate different design features than has been the case previously, if it is to remain safe and usable in the future.
- 6.8** The Government is introducing an Allowable Solutions framework which will enable developers to meet national requirements relating to the environmental

performance of development through a range of means including financial contributions towards environmental projects elsewhere.

- 6.9 Policy 36 sets out a proactive strategy for managing development in Blackburn with Darwen with these issues in mind.

Policy 36. Climate Change

1. All development should be designed with the aim of minimising its contribution to carbon emissions and climate change, both directly from the development and indirectly arising from factors such as travel to and from the development.
2. The Council will be supportive of exemplar developments which demonstrate how particularly high standards of environmental performance can be achieved in general market development, on a standard commercial basis without the use of grant funding, within the urban area. Exemplar developments elsewhere in the Borough will be assessed on their individual merits, taking account of whether they represent truly exceptional and innovative development.
3. The development of small scale renewable or sustainable energy schemes, including but not limited to district heating, hydro electricity and wind energy, will be encouraged where there is no conflict with other policies.
4. All development must be located and designed so as to minimise its susceptibility to the predicted effects of climate change over the lifetime of the development. In making its assessment against this requirement the Council will take account of issues including but not limited to:
 - i) Susceptibility to flooding;
 - ii) Availability of shade in public areas;
 - iii) Incorporation of measures to reduce unwanted solar gain during periods of hot weather; and
 - iv) Incorporation of measures to reduce the need for artificial heating and cooling of buildings, including during extremes of temperature
5. Provision may be made for development to comply with required environmental standards via Allowable Solutions.

Wind Turbines

- 6.10** The UK is committed to dramatically reducing carbon emissions in coming years. An important way in which this will be achieved is a transition to means of generating electricity that are not dependent on fossil fuels. Wind-powered generation has a clear role as part of such a future energy mix.
- 6.11** In order to produce sufficient energy to be commercially viable, wind-powered electricity generation requires that the turbines rotate at a sufficient speed, for a sufficient proportion of the time. This requires a favourable wind environment, in terms of the overall wind speeds experienced, and in terms of the frequency with which adequate wind speeds occur. Such conditions are typically found in upland areas of the type found in the rural area of Blackburn with Darwen (and in the west Pennines more generally). Our evidence shows that a significant proportion of our rural area experiences commercially viable wind speeds and is free from insurmountable technical constraints.
- 6.12** At the same time, our upland areas, and the landscape setting they create, are one of our most valuable assets. The introduction of even small numbers of incongruous elements into such landscapes can have a disproportionate effect on their character. Our evidence on landscape sensitivity identifies areas that are particularly susceptible to this effect, and areas where the landscape has greater capacity to accommodate change.
- 6.13** The Council is concerned about the cumulative effect of numerous individual wind turbine proposals, each of which in isolation may be acceptable in terms of its visual impact. These may be small scale proposals intended to provide power for an individual farm, or individual turbines which are nevertheless connected to the national grid and are operated on a commercial basis.
- 6.14** Our planning framework for wind turbine development needs to balance the competing objectives of supporting a shift in the country's energy mix while protecting the character of our most sensitive upland areas. In addition it needs to ensure that the direct impact of turbines on people living nearby is adequately managed. Policy 37 sets out how we will aim to achieve this, including an approach to identifying a preferred area for wind turbine development to take place. The Council intends to prepare a Supplementary Planning Document in relation to wind turbine development, which will provide more detail on the application of this policy.

Policy 37. Wind Turbines

- 1. Wind turbine development will be permitted where it complies with all of the following criteria:**
 - i) the development has no unacceptable adverse visual impact and does not unacceptably undermine the character of the landscape;**
 - ii) the development has no unacceptable adverse impact on archaeological or historic sites / landscapes or on the character of listed buildings or conservation areas;**
 - iii) the development has no unacceptable adverse impact on the amenity of neighbouring occupiers and does not give rise to unacceptable nuisance from noise, shadow flicker, reflected light or other effect;**
 - iv) the development has no unacceptable adverse impact on a protected habitat or other feature of ecological importance, unless a) the benefits of the development clearly outweigh the harm caused, b) the development is designed to minimise the degree of harm, and c) the residual harm is mitigated or compensated for;**
 - v) the development does not create a potential hazard to the public using highways, footpaths, bridleways or other public rights of way;**
 - vi) the development has no unacceptable impact on local hydrology or other below-ground considerations including safeguarded mineral resources;**
 - vii) the development does not interfere with telecommunication paths including those associated with the military; and**
 - viii) where necessary, a scheme can be agreed relating to the removal of the wind farm or turbine at the end of its design life and the restoration of the site.**
- 2. In making its assessment against these criteria, the Council will consider the complete development including the turbines, associated infrastructure, access routes and grid connections; and will take into account the cumulative impact of the proposed development along with other planned, committed or completed development.**
- 3. Where necessary to secure appropriate mitigation of any impacts, the Council will seek to enter into a planning agreement with the developer.**
- 4. Where a conflict exists with one or more of the criteria above and this cannot be eliminated through mitigation measures, the Council will consider whether the environmental benefits of the renewable energy generation potentially realisable through the development outweigh the harm caused.**

CHAPTER 7 QUALITY OF PLACE



- 7.1** Our Quality of Place policies will deal with people’s “lived” experience of the area, from the quality of new buildings that they encounter, to the way we deal with our historic buildings and features, to the layout of public spaces.
- 7.2** These issues are a key factor influencing people’s decisions about whether to live and invest in an area, and as such are a priority for the Council in carrying out its planning function. We will be proactive in engaging with developers at an early stage in the development process to establish the parameters within which development will come forward. On our largest strategic sites, which will be delivered over a significant time period, this will normally involve the preparation of a masterplan to inform the planning and delivery of development. In appropriate cases we will also advocate the use of other tools including Planning Performance Agreements, as a means of securing the commitment of all parties to bring forward high quality development.

Green Infrastructure on the Adopted Policies Map

- 7.3** Policy 38 relates to Green Infrastructure that is identified on the Adopted Policies Map. It needs to be read on conjunction with Core Policy 9 “Development and the Environment”, and Policy 40 “Integrating Green Infrastructure with New Development”.

Policy 38. Green Infrastructure on the Adopted Policies Map

The Adopted Policies Map identifies the key elements of Blackburn with Darwen’s Green Infrastructure. The Council’s overall objective in relation to Green Infrastructure is to develop a more connected network of open spaces.

Heritage

- 7.4** Blackburn with Darwen has ancient origins. The towns grew incrementally until the Industrial Revolution, when a major phase of growth and building took place, focused on the cotton, paper, engineering and chemicals industries, which has in large part created the places we see today. At the time Pennine Lancashire, including Blackburn and Darwen, was the main centre of globally significant industries, home to major producers and the origin of inventions and developments that changed the nature of manufacturing. A contemporary comparison in terms of significance may be Silicon Valley in California.
- 7.5** The existence of industry on this scale permeated every aspect of our towns. It underpinned the development of major elements of our housing stock and the establishment of transport routes, some of which are still important today while others have taken on a different role. The architectural styles and materials used at the time in housing, industrial premises and civic buildings remain the towns’ main architectural vernacular.

- 7.6 As a result our area has a rich historic environment. It is essential that the most important elements of this are protected as positive assets which will promote ongoing growth. At the same time the Council does not wish the area to stand still. Our key objective therefore is to ensure that change comes forward in a managed way, and is informed by a proper understanding, set out in a heritage statement, of the evidential, historic, aesthetic and communal significance of the heritage asset.
- 7.7 Policy 39 sets out how we will manage change affecting the historic environment in a way that focuses on and is proportionate to the significance of the asset.

Policy 39. Heritage

Development Affecting Heritage Assets

1. **Development with the potential to affect any designated or non-designated heritage asset, either directly or indirectly including by reference to their setting, will be required to sustain or enhance the significance of the asset. The factors that the Council will take into account in making its assessment against this requirement will include but are not limited to:**
 - i. **The retention and replacement of historic features and building details (both external and internal) that contribute to the asset's significance;**
 - ii. **The detailed design of any work to be carried out, including scale and proportions, materials and construction details;**
 - iii. **The compatibility of the proposed use with the protection of the asset's significance;**
 - iv. **The conservation and enhancement of the setting of a designated asset including the potential to enhance views; and**
 - v. **In conservation areas, the wider setting and significance of the area and the extent to which development will retain and conserve open spaces, landscape elements, historic surfaces and other features that contribute positively to the significance of the conservation area.**
2. **Development that will negatively impact on the significance of an asset will only be permitted where the impact is outweighed by the public benefit arising from the development and the development complies with other relevant policies. Where some impact on significance is considered acceptable, the Council will require a programme to be implemented of recording the asset in its original condition, prior to any work being carried out.**
3. **Development that will cause substantial harm to or the total loss of significance of a listed building or building that makes a positive contribution to a conservation area, resulting from partial or complete demolition of the asset or from development in its**

setting, will only be permitted in very exceptional circumstances. Before the Council can be satisfied that such harm or loss is unavoidable, it will consider whether either:

- i) the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss; or
- ii) all of the following apply:
 - the nature of the heritage asset prevents all reasonable uses of the site;
 - no viable use of the heritage asset can be found in the medium term through appropriate marketing that will enable its conservation;
 - conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use

4. In making its assessment in relation to part 3 the Council will require evidence to be provided setting out:

- i) the significance of the building as a heritage asset, in isolation and as part of a group as appropriate, and its contribution to the character or appearance of the area;
- ii) the degree of harm to the Borough's overall heritage that would result from the loss of this element;
- iii) the public benefit arising from the alternative proposals for the site;
- iv) the condition of the asset and the cost of repairing and maintaining it in relation to its significance;
- v) the adequacy of efforts made to sustain existing uses or find viable new uses; and
- vi) evidence that the freehold or long leasehold of the property has been offered at a reasonable price; and

5. Where an undesignated heritage asset has been identified by the Council as having local significance and planning permission would be required for its demolition, permission will not be granted:

- i) the benefits of the proposed redevelopment clearly outweigh the loss of significance; or
- ii) the loss of significance can be mitigated by a scheme to better reveal or interpret the significance of the asset; or, if this is demonstrably not possible, by an appropriate scheme of recording the asset in its original condition prior to the commencement of any work.

6. Where an unlisted building makes little or no contribution to the character of a conservation area and has little or no significance in its own right, proposals for demolition will be considered in the light of the degree of positive contribution made by alternative proposals for the site to preserving or enhancing the character of the conservation area.
7. Consent will not be granted for demolition until an acceptable redevelopment scheme has been approved and there is evidence that a contract has been let for the full implementation of the scheme.

Archaeology

8. Development potentially affecting nationally or locally important archaeological remains will be expected to better reveal and increase understanding of those remains and their settings unless it is demonstrated that this is not possible or desirable.
9. Development affecting nationally important archaeological remains and their settings, whether or not they are scheduled, will only be permitted where the archaeological value and interest of the remains and their settings is preserved.
10. Development affecting locally important archaeological remains and their settings will only be permitted where the public benefit of the development outweighs the local value of the remains.
11. Where development affecting sites of known archaeological interest is acceptable in principle, preservation in-situ is the preferred solution. Where preservation in-situ is not justified, the developer will be required to make appropriate and satisfactory provision for the excavation and recording of the remains before development commences.

Integrating Green Infrastructure with New Development

- 7.8** Green Infrastructure is the term used to describe green spaces and areas of water in both urban and rural areas. It includes parks, rivers, woodlands, grassland, canals, allotments, sports fields, nature reserves, moorland, churchyards and private gardens. Green infrastructure is multi-functional and delivers a wide range of environmental and quality of life benefits for local communities, such as recreation, food, shade, flood control, health, access and image.
- 7.9** Blackburn with Darwen's green infrastructure:
- Sets the scene for growth, creating a good quality of place and quality of life and supporting sustainable economic growth;
 - Supports physical and mental health and well-being;
 - Provides recreation, leisure and tourism;
 - Supports the rural economy;
 - Supports adaptation to climate change; and
 - Enhances the ecological framework and promotes biodiversity
- 7.10** Networks of continuous green infrastructure have greater benefit to people and wildlife than isolated pockets of open space, particularly where they also connect with the open countryside. It is our objective to improve connectivity in the urban areas, as well as addressing identified deficiencies of open space in general. Contiguous spaces enhance the multi-functionality of green infrastructure, facilitate active travel on foot or bicycle and assist the movement of wildlife. Green infrastructure therefore needs to be integral to the design of development, reflecting and enhancing an area's character, and contribute to the development and extension of the network's physical and functional connectivity.
- 7.11** Policy 40 sets out how we will aim to achieve the enhancement and extension of the area's green infrastructure. The policy will be supported by Supplementary Planning Documents on green infrastructure and the ecological network, and on open space in new residential development.

Policy 40. Integrating Green Infrastructure with New Development

- 1. Where circumstances permit, all development must be designed to make a positive contribution to Blackburn with Darwen's green infrastructure through:**
 - i) Inclusion of multi-functional landscaped public open space in the development;**
 - ii) Retention and enhancement of existing ecological and landscape features on the site;**
 - iii) Incorporation of features in the built fabric that support and enhance key local species;**

- iv) **Provision for active travel on foot or bicycle;**
 - v) **Physical and functional connections with neighbouring sites; and**
 - vi) **The creation of new areas of trees and woodland.**
2. **All new residential development will contribute to the provision of high quality open space for its residents, either through provision of public open space on site or, where more appropriate, through financial contributions towards improving the quality and / or accessibility of nearby existing spaces. The Council will work with developers to determine the most appropriate means of providing open space for residents, having regard to the most up to date assessment of open space requirements or provision across Blackburn with Darwen. It will adopt a design-led approach to planning for new open space within a development, having regard to the location and character of the development proposed.**
 3. **Blackburn with Darwen's rivers and water bodies, including the Leeds and Liverpool Canal, are important components of green infrastructure. Development alongside water courses or bodies should wherever possible make active use of the water through the layout and orientation of development and the integration of the water and its environs into the development's public space. In addition it should enhance the waterside environment and boost the green infrastructure function of the water course or body. Development close to water courses or bodies should not sever recreational routes, prejudice recreational uses, reduce water quality, diminish the ecological value of the water body or environs, increase flood risk or interfere with culverts or drainage.**
 4. **Functioning ecological networks are primary components of green infrastructure and should not be compromised. Development should contribute to the restoration, enhancement and connection of natural habitats through the provision of appropriate green infrastructure.**
 5. **All development that includes an element of green space will be required to secure the appropriate maintenance of the space in the long term.**

Landscape

- 7.12** The dramatic landscape setting of Blackburn with Darwen is one of its principal assets. The visibility of open upland countryside from many parts of the urban area helps convey a sense of place, and is a factor in the attractiveness of Blackburn and Darwen as a place to live and invest. In addition the countryside is easily reached from all parts of the urban area; and once within it the open landscape creates a sense of unspoilt beauty which is highly attractive.
- 7.13** Our landscape experiences various pressures from development, including the need for the urban area to grow as well as development and change in the

open countryside itself. Policy 41 sets out how we will manage these pressures, ensuring that high quality development is accommodated sensitively while that which would undermine the character of the landscape is resisted.

Policy 41. Landscape

- 1. Development will be permitted provided there is no unacceptable impact on landscape character or the principal traits associated with it.**
- 2. The Council will maintain a landscape break between Blackburn and Darwen. Land at Cravens Brow, as shown on the Adopted Policies Map, will be kept open and development that would erode its openness will not be permitted.**

Equestrian Development

7.14 Horse riding is a popular activity in parts of Blackburn with Darwen, and can be an important means of diversifying the rural economy. However where there is an intensive equestrian use, or where buildings and other infrastructure are provided to cater directly for horse riders, there can be an impact on the character of the countryside. This impact can take the form of:

- The appearance of buildings;
- Change to the appearance or physical condition of land as a result of erosion;
- The visual impact of jumps and other equipment;
- The introduction of areas of hard standing; and / or
- The vegetation and wildlife value of the land to be used

7.15 In addition there is a need to ensure that riders can use their horses safely, with adequate access to rights of way and no need to travel on busy road routes.

Policy 42. Equestrian Development

Developments outside the urban area for private or commercial stables/equestrian recreational facilities, which complies with other relevant policies, will be permitted where the Council is satisfied that there is access to suitable riding routes and that the development would not have an adverse impact on the character, visual amenity or wildlife value of the area.

Outdoor Advertisements

- 7.16** Outdoor advertisements can take many forms. Among the most common are fascia and projecting signs, pole signs, menu boards and advance signs alongside roads. Signs and advertisements are important to the commercial life of an area and if they are well designed, they can contribute to its character or appearance.
- 7.17** The Council can only consider applications for advertisement consent with regard to their effect on amenity or public safety. "Amenity" means the effect of an advertisement upon the visual amenity of the neighbourhood. "Public safety" refers to the safety of people using any form of transport, including pedestrians, likely to be affected by an advertisement.

Policy 43. Outdoor Advertisements

Proposals for advertisement consent will be permitted providing they comply with relevant policies of this plan and the following specific amenity and public safety considerations are satisfied:

Specific Amenity Considerations:

- i) the number of existing signs in the area or on the building will not create clutter or excessive advertising;**

Specific Public Safety Considerations:

- i) the proposal does not obscure visibility or distract the attention of users of the highway;**
- ii) the colours of the advertisement or its illumination would not obscure or reduce the clarity of any functional or traffic sign; and**
- iii) pedestrian movement is not hindered.**

Telecommunications

- 7.18** Fast, reliable and universally available digital communication is an essential factor in supporting and growing our economy and enabling people to live their lives the way they wish to. Telecommunications providers are making very significant investment in new infrastructure to facilitate this. Much of the new infrastructure required is either installed below the ground under the providers' powers as statutory undertakers, or as permitted development. However certain types of telecommunications equipment do require consent from the Council in some instances. Policy 44 sets out the criteria that the Council will apply in assessing applications of this type.

Policy 44. Telecommunications

Applications for the siting of new telecommunications equipment will be permitted provided that:

- i) it has been demonstrated that co-siting the equipment with existing equipment, or in the case of antennae, their siting on an existing building, mast or structure, is not a viable option;**
- ii) it is not located in nor likely to have an unacceptable impact on a Site of Special Scientific Interest, County Heritage Site, Local Nature Reserve or other sensitive landscape setting, Conservation Area, Listed Building or Scheduled Ancient Monument, unless it can be demonstrated that no technically acceptable alternative site is available and the need for the development outweighs the degree of harm caused; and**
- iii) the impact of the development on the landscape or townscape is minimised, within the constraints of operating requirements, through siting, design, materials and colour.**

CHAPTER 8 ACCESS TO JOBS AND SERVICES



- 8.1** This chapter deals with the full range of planning issues affecting people's ability to access jobs and services. These include both "hard" access issues such as strategic transport infrastructure investment; and "soft" issues such as people's health and other barriers to accessing work.

Major Road Schemes

- 8.2** Since the Council gained unitary status and responsibility for transport and highways in 1998, there has been substantial investment in local transport infrastructure. Physical schemes have included the further development of the Blackburn Town Centre orbital route, with the completion of the Barbara Castle Way / Montague Street link unlocking major development sites now occupied by the health service and Blackburn College; a major upgrade at Blackburn railway station; and the reconfiguration of the road system through Darwen town centre to remove traffic from part of the shopping area and address air quality issues; and the creation of a new bus station in Blackburn town centre. These works have been complemented by a range of demand-management measures aimed at encouraging sustainable travel patterns and at enabling people without a car to access jobs and services.

- 8.3** In the next 15 years there will be a need for further investment in our transport infrastructure to accommodate pressure from new development, and to unlock areas for development to take place. Where this takes the form of new or improved road links, there is a need to ensure that new development does not affect the proposed route of the road, and to ensure that investment is secured from the private sector, through developer contributions, to assist in delivering the scheme. Policy 45 identifies three road schemes where a line will be protected, and establishes a framework for securing appropriate contributions from development.

Policy 45. Major Road Schemes

- 1. The lines of new road schemes at East Darwen, Freckleton Street Blackburn, Furthergate / Burnley Road Blackburn, and Blackamoor Road, Blackburn, as shown on the Adopted Policies Map, will be protected from development. Proposals for new development potentially affecting these lines will only be granted planning permission where it is demonstrated that:**
 - i) The development will not compromise the deliverability of the transport scheme along the identified line; or**
 - ii) An alternative line for the route is available which:**
 - can be secured through the granting of planning permission for the development;
 - is on land that is fully within the developer's control;
 - will enable the same or greater transport benefits to be realised as the originally proposed line; and
 - will not materially increase the cost to the local authority of implementing the road scheme.

- 2. Developments adjoining the East Darwen or Freckleton Street Blackburn routes, or likely to generate significant additional traffic on the network which contributes to the need for these schemes, will be expected to make a proportionate contribution to the cost of the schemes' delivery, including any off-site works necessary to connect the new routes into the existing network. This will normally be secured through a financial contribution or, if appropriate, through the direct implementation of a section of the route by the developer in lieu of part or all of the contribution.**

Rail Freight

- 8.4** Roads currently carry the majority of freight transport throughout the country; very little is moved by rail. Areas of industrial development which may have the potential for new rail freight facilities are limited. However, a number of sites are located adjacent to the railway lines and may provide opportunities for future rail freight facilities.
- 8.5** In Blackburn there are two existing rail freight termini at the Gilbraith facility on Bolton Road; and a disused British Fuel Depot at the Wrangling on Brunswick Street. The Gilbraith facility remains in active use and represents a sustainable use of land. However the Wrangling site is disused and lies within the Freckleton Street area which is the focus of large scale regeneration and the subject of an adopted masterplan. Accordingly the Council is of the view that the Wrangling should be removed from Network Rail's register of Operational Rail Requirements land and made available for development that supports our regeneration objectives for the wider area. Policy 46 sets out a policy framework which aims to achieve this.

Policy 46. Rail Freight

Measures which encourage and facilitate the transfer of freight from road to rail will be supported. In pursuit of this aim:

- i) planning permission for development which would result in the loss of rail freight facilities at the Gilbraith facility on Bolton Road, Blackburn will not be granted;**
- ii) in locations suitable for industrial or warehousing uses, planning permission will not be granted for trackside sites which have the ability to connect to rail if the development would prejudice subsequent rail connection**

The Effect of Development on Public Services

- 8.6** The attractiveness of our “offer” is determined partly by the quality of infrastructure available to residents. At a time when resources to public providers of infrastructure are under substantial pressure, it is important that the most effective use is made of those that are available.
- 8.7** Blackburn with Darwen currently ranks as the 17th most deprived authority in the country according to the Government’s Index of Multiple Deprivation. Alongside this, parts of the area’s population have significant levels of support needs relating to a range of services provided by the Council or other parts of the public sector including mental health, treatment for substance misuse and adult social care. Of particular concern is the fact that a significant proportion of this demand is from service users who have moved into Blackburn with Darwen from outside the area.
- 8.8** In order to continue to meet current and future emerging demands, the Council and its partners are keen to ensure that there is a strategic approach to commissioning new services and facilities in Blackburn with Darwen, and that their commissioning approach is reflected in decision making elsewhere. As such, the Council has developed a Market Position Statement which sets out its plans for commissioning social care services across all user groups. The Statement will support providers to make proactive business and investment decisions and ensure that initiatives and resources are appropriately targeted. It is essential that planning reflects this approach and contributes to managing demand for services.
- 8.9** In an era of limited resources, the Council and its partners are keen to focus on meeting local needs in the first instance, and to ensure that the proportion of their overall resources that need to be directed towards providing support services is kept under control.
- 8.10** They are concerned about development which ostensibly provides accommodation or services used by vulnerable people, but which is provided in an ad-hoc way with little or no reference to wider strategies for commissioning support services. This can result in users going on to require a wide range of other support services provided by the public sector. This is firstly an undesirable situation for the service users themselves, since development that is not supported by capacity in an appropriate range of services results in them being unable to access the support they require. Secondly, it can have an impact on perceptions of Blackburn with Darwen more generally, as areas become associated with poor quality accommodation or with perceptions of crime perpetrated by service users who are not receiving proper support. Policy 47 sets out how we will manage development in line with the following objectives:
- To ensure that planning decisions as far as possible support the commissioning strategy for facilities and services;

- To assist in managing demand for support services so as to ensure that appropriate levels of service to existing users within Blackburn with Darwen can be maintained; and
- To assist in improving Blackburn with Darwen's overall offer, and perceptions of its offer, by reducing levels of crime, anti-social behaviour and the perceived threat of these

Policy 47. The Effect of Development on Public Services

- 1. Development that complies with other relevant policies will be granted planning permission provided that infrastructure, facilities and services exist, or can be provided via the development, which will allow the development to proceed without an unacceptable adverse impact on existing provision.**
- 2. Development likely to cater or provide accommodation for users of publicly-provided support services, including but not limited to mental health services, substance misuse treatment and adult social care, will only be permitted where it is clearly demonstrated that:**
 - i) a need for the development exists arising from the requirements of people already ordinarily resident in Blackburn with Darwen or of Blackburn with Darwen service users currently receiving service outside the authority area;**
 - ii) where the development consists of a facility directly providing a support service, the nature and scale of the facility is in line with the Council's commissioning strategies, such that resources are likely to be available to refer individuals to the facility and it can be reasonably expected that people already ordinarily resident in Blackburn with Darwen, or Blackburn with Darwen service users currently receiving service outside the authority area will be the principal users of the facility; and**
 - iii) the development will not lead to an increase in the level of demand for any publicly-provided support service, to an extent that is likely to result in a deterioration of the level of service available to existing users.**

GLOSSARY

The Glossary is provided to assist in the interpretation and use of this Site Allocations and Development Management Policies Development Plan Document. It is neither a statement of law nor an interpretation of the law, and its status is only a guide to planning issues and should not be used as a source for statutory definitions.

Affordable housing: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Affordable housing can include social rented housing, affordable rented housing or intermediate housing.

Agriculture: Includes horticulture, fruit growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or fur, or for the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes. It excludes land used for horses kept for leisure or recreation.

Air Quality Management Areas: Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadline.

Allocated sites: Areas of land which have been set aside for a particular purpose, such as housing or employment development. Sites are allocated in order to promote development and flexible use of land. Where appropriate, detail is provided on the form, scale, access and quantum of development suggested for each allocated site.

Allowable solutions: A catch-all term for any approved carbon-saving measures that would be available to developers from 2016, enabling them to meet national requirements relating to the environmental performance of development through a range of means including financial contributions towards environmental projects elsewhere.

Amenity: “Pleasantness of place”. There are several distinct ways in which a place can be pleasant: “residential amenity” refers to the pleasantness of their immediate surroundings to the occupiers of housing, whereas “recreational amenity” refers to the pleasantness of an area of land for people using it for a variety of recreational uses. Factors such as the physical siting of development, its design, noise and other types of pollution from buildings or the use of land can all affect amenity.

Ancient woodland: An area that has been wooded continuously since at least 1600AD.

Archaeological interest: There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some

point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Architectural vernacular: The design and construction of buildings, based on localised needs and construction materials; and reflecting local traditions. It evolves over time in response to the environmental, cultural, technological and historical context.

Article 4 direction: A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

Brownfield land: See “previously developed land”.

Character: A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.

Climate change adaptation: Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.

Climate change mitigation: Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Community Infrastructure Levy: A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Comparison goods: Goods such as furniture and electrical equipment, for which the consumer generally expects to invest time and effort into visiting a range of shops before making a choice.

Conservation (for heritage policy): The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Conservation areas: Areas of special architectural or historical interest, where development is more tightly restricted than elsewhere in order to sustain and enhance their special character and qualities. These areas are designated by the local planning authority, which gives them statutory recognition and protection.

Convenience goods: Goods such as food, newspapers and drinks which tend to be purchased regularly and for which convenience of purchase is a prime consideration.

County Heritage Sites: A schedule of non-statutory sites set up by the County Council on the basis of the Phase 1 Habitat Survey, Lancashire Wildlife Trust Sites list and other known important sites. The sites are categorised on the following basis: Landscape, Biological, Geological and Archaeological.

Decent Homes Standard: Communities and Local Government standard which states that a home must be warm, weatherproof and have reasonably modern facilities in order to be classed as “decent”.

Defensible amenity space: A residential garden or amenity space whose physical characteristics, such as layout and boundary treatments, function to allow residents to feel a sense of ownership and responsibility, and to ensure their own security.

Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Part and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

Developer contributions: A payment by developers to a local authority in lieu of carrying out specific works in connection with development. See also Planning Obligations.

Edge of centre: For retail purposes, a location that is well connected and up to 300 metres from the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

Environmental asset: Naturally occurring entities that provide environmental functions.

Financial appraisal: An objective assessment of the ability of a development to meet its costs, while ensuring an appropriate site value for the landowner and a market risk adjusted return to the developer.

Food deserts: A locality with little or no access to grocery shops that offer fresh and affordable foods needed to maintain a healthy diet.

Green Belt: Designated areas where the aim is to prevent urban sprawl by keeping land permanently open. The purposes of Green Belts are to check the unrestricted sprawl of urban areas, stop the joining of neighbouring towns, safeguard the surrounding countryside, preserve the special character of historic towns and to assist in urban regeneration by encouraging the recycling of urban land.

Green Infrastructure: A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Heritage statement: A description of the significance of a heritage asset, including consideration of the contribution of their setting to the significance.

Highway: A generic term encompassing various public rights of way over land. Highways may be classed variously, including carriageway, footway, bridleway or cycle track, depending on the particular rights of use.

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

House in Multiple Occupation: A dwelling occupied by a number of people who do not live together as a single household.

Hydrology: The movement, distribution and quality of water.

Impact assessment: An assessment undertaken to establish the potential impact of a retail development proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments.

Infrastructure: The distribution network of services necessary for site development such as roads, sewers, gas and water mains, etc. and in the wider area, the provision of services such as schools, shops and public transport.

Land contamination: Land containing substances which, when present in sufficient quantity, are likely to cause harm to man or the environment.

Landscape character areas: Units of landscape which are geographically specific and have their own individual character or sense of place.

Listed building: A building of special architectural or historic interest which appears on a statutory list compiled or approved by the Secretary of State for Culture, Olympics, Media and Sport under the Planning (Listed Buildings and Conservation Areas) Act 1990. This includes any object or structure fixed to the building or any separate structure within the curtilage that has formed part of the land since July 1st 1948. These buildings have statutory protection and it is a criminal offence to alter, extend or demolish any part of them without prior consent from the local planning authority or Secretary of State.

Local nature reserve: A statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949 by principal local authorities. Parish and Town Councils can also declare local nature reserves but they must have the powers to do so delegated to them by a principal local authority. Local nature reserves are for both people and wildlife. They are places with wildlife or geological features that are of special interest locally.

Local roads: Local roads provide access to adjoining land or development. They may also link small rural communities. Their width and alignment will in general discourage extraneous traffic.

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Managed workspace: Commercial space consisting of individual suites within a building where services such as secretarial support, meeting rooms and so on are provided centrally.

Legibility: A legible area is one with a strong sense of local identity. Locations, streets, open spaces and places that have a clear image and are easy to find your way around.

National Planning Policy Framework: Document which sets out the Government's planning policies for England and how these are expected to be applied.

Neighbourhood plans: A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Open space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Passive solar heating: A solar heating system using a simple solar collector, building materials, or an architectural design to capture and store the sun's heat. Simple examples include a garden greenhouse or a south-facing window in a dwelling.

Pennine Reach: A rapid bus transport scheme which is aimed at improving public transport along the Accrington-Blackburn-Darwen corridors linking in with the strategic east-west and north-south railway lines.

Permitted development: Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order.

Planning agreement: An agreement between the local planning authority and any person interested in the land, for the purpose of restricting or regulating the development or use of land or buildings, in a manner beyond the scope of conditions attached to a planning permission.

Planning condition: A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning obligation: A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Pollution: Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

Previously developed land (also known as brownfield land): Land which is or was occupied by a permanent structure, including the curtilage of developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Primary shopping area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Public Realm: Those parts of a village, town or city (whether publicly or privately owned) available for everyone to use. This includes streets, squares and parks.

Renewable and low carbon energy: Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to the conventional use of fossil fuels).

Rural exception sites: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.

Rural areas: The predominantly open areas outside the urban boundary.

Scheduled ancient monument: Nationally important monuments, usually archaeological remains, that enjoy greater protection against inappropriate development as a result of their scheduling under the Ancient Monuments and Archaeological Areas Act 1979.

Section 106 agreement: See Planning obligation.

Sequential test: A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, town centre retail sites before out-of-centre sites.

Setting of a heritage asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Significance (for heritage policy): The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or holistic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Site of Special Scientific Interest: Sites designated by Natural England under the Wildlife and Countryside Act 1981. They are recognised as being of special interest by reason of their flora, fauna, geological or physiological features and have statutory protection to preserve these features.

Strategic Housing Market Assessment (SHMA): An assessment of market need and demand in terms of housing market areas.

Superstore: A large self-service store selling mainly food, or food and non-food goods, usually with a car park.

Supplementary Planning Documents: Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Supported accommodation: Accommodation where the occupier receives help to enable them to live in the accommodation safely.

Sustainable development: Development which allows the environment to be protected in such a condition and to such a degree that environmental capacities are maintained over time, and future generations can enjoy an equally measure of environmental consumption.

Town centre: Area defined on the local authority's adopted policies map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Townscape: The general appearance of a built-up area.

Transport assessment: A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.

Transport statement: A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

Travel plan: A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Tree preservation order: A means of giving protection to specific trees, groups of trees and woodlands of amenity value in order to prohibit removal, pruning, lopping, topping or damage occurring to them without the prior consent of the local planning authority.

Use classes order: The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not normally needed for changes of use within the same use class.

Veteran tree: A tree which is of exceptional value for wildlife, in the landscape, or culturally; because of its great age, size or condition.

Viable development: A scheme which provides a competitive return to the developer after taking account of all costs, to ensure that development takes place and generates a land value sufficient to persuade a land owner to sell the land for the development proposed.

Viability: In terms of retailing, a centre that is capable of commercial success.

Viability appraisal: See financial appraisal.

West Pennine Moors: An area of 90 square miles of open countryside, comprising uplands, reservoirs, wooded valleys and historic villages. It is bounded by Blackburn and Darwen to the north; Bolton and Bury to the south; Chorley to the west and Haslingden to the east. It is managed by a partnership of seven local authorities, United Utilities, government agencies and local interest groups.

