

Hyndburn Borough
Council

Local Development
Framework



The Core Strategy



Adopted
January
2012



HYNDBURN
The place to be
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Foreword

The Core Strategy establishes the strategic policy framework for the development of Hyndburn up to 2026. It identifies the key issues within the Borough and seeks to address those issues through the identification of a vision and objectives that reflect the priorities for the Borough and its neighbourhoods. The Core Strategy has been developed in consultation with the local community and other interested parties and reflects the priorities established in the Sustainable Community Strategy for Hyndburn. It also takes into consideration relevant Government Guidance on the preparation of development plan documents (DPDs) as well as national and regional planning policy.

By 2026, we want Hyndburn to be a distinctive, prosperous and vibrant area of Pennine Lancashire recognised for the collective quality and attractiveness of its market towns and landscape setting. Through sustainable economic growth, the Borough will provide a much sought after lifestyle with more skilled local and specialist jobs in the market towns and townships and higher level opportunities elsewhere in the Borough, including the strategic regional employment site at Whitebirk, to serve local needs and the sub regional centres of Burnley and Blackburn. A sustainable transport network will be developed that connects the Borough's towns with each other and with neighbouring centres.

Recognising that the climate of the World is changing, the Core Strategy seeks to ensure that there will be sustainable patterns of development and that new development is energy efficient and seeks to reduce emissions of greenhouse gases wherever possible. It will also seek to manage the effects that the local area has on climate change and develop resilience to those changes which are considered likely. The Core Strategy also seeks to raise standards across the Borough in order to reduce disparities both within Hyndburn and between Hyndburn and the rest of the Country, ensuring that vulnerable groups and the needs of the different communities within the Borough are taken into consideration.

Local and specialist shopping, community services and facilities will be readily accessible, focused in the market town centres of Accrington and Great Harwood with high quality transport links to higher level services in Burnley, Blackburn, Manchester and Preston, whilst supporting the role of local centres. There will be excellent education provision within Hyndburn at primary, secondary and sixth form college level and close links to higher level studies, skills and training within Pennine Lancashire. Opportunities will be developed for people to lead healthier lifestyles in safe surroundings in a manner that will encourage them to walk or cycle wherever possible and access recreational opportunities in and around the Borough.

Sufficient housing will be developed to meet the needs of the Borough and for those who may wish to move here. High quality family homes will be developed to provide a more balanced housing market comprising traditional and modern house types constructed using sustainable design principles. The majority of new housing will be developed in accessible locations on previously developed land within the urban boundary.

There will be ready access to first class leisure and cultural opportunities in the Borough. Hyndburn's natural, historic and cultural assets will be protected and enhanced and new development will be expected to reflect the local distinctiveness of the Borough. Opportunities to access the surrounding countryside will be developed, making better use of features such as the Leeds and Liverpool Canal and linking them with footpath and bridleway networks.

The vision will be realised by the Borough Council working with its partners in the public and private sectors to deliver the changes necessary. Monitoring and review of the delivery of the Core Strategy will be undertaken to ensure that the vision is achieved and a series of targets have been established that can be used to measure the success of the Strategy.

The Core Strategy was adopted by the Council on 19th January 2012.



1. Introduction

The Purpose of the Core Strategy

- 1.1 The Core Strategy establishes the strategic policy framework¹ for the development of Hyndburn up to 2026 and sets the context for the Site Allocations and Development Management DPDs and Area Action Plans (AAPs) that comprise key elements of the Local Development Framework (LDF) for Hyndburn. The Core Strategy is the first to be produced and will set the strategic planning framework for the more detailed DPDs. The Council will produce a series of Neighbourhood Plans that will reflect the spatial components identified in the Core Strategy and a number of Supplementary Planning Documents (SPDs) will also be prepared which explain how particular policies will be implemented. These will also form part of the LDF for Hyndburn.



Figure 1. The Core Strategy and other Development Plan Documents

- 1.2 The key issues affecting the Borough over the next fifteen years and beyond have been identified and the Core Strategy encourages appropriate change and deters harmful development in order to realise the vision. It addresses interlinked economic, social and environmental issues to produce effective policies and achieve sustained improvement. To do this there is close working with local communities and partners throughout the plan-making and delivery. Involvement in the subsequent monitoring will also give important feedback on the effectiveness of the strategy and its policies.
- 1.3 The Core Strategy embraces the principles of sustainable development and seeks to manage and mitigate the effects of climate change at a local level. The Core Strategy has a key role in delivering the land use elements of the Sustainable Community Strategy for the Borough as well as coordinating with other strategies affecting the area.

¹ Hyndburn is a District Council within the County of Lancashire. Lancashire County Council has responsibility for producing the Core Strategy for Minerals and Waste Development in the County. Minerals and Waste issues are not therefore covered in the Hyndburn Core Strategy except where they are relevant..

- 1.4 The planning system has a fundamental role to play in helping to bring about the changes needed through the use of sustainable development. At the heart of the Core Strategy is the concept of achieving sustainable development, which can be defined as “*development that meets the needs of the present, without compromising the ability of future generations to meet their needs*”. To achieve the changes needed to address climate change it is also necessary for action to take place at all levels. Whilst the issue is of global proportions, to solve it people must take actions locally. Sustainable Development is a core principle that underpins all aspects of planning and for this reason it has been addressed as a cross-cutting issue.
- 1.5 The Core Strategy identifies the nature and scale of housing and employment provision, the broad locations for new development, the areas for regeneration and the areas for protection and enhancement. It identifies sites for development where these are strategic in nature and essential for the delivery of the strategy. Other sites will be identified in the Site Allocations DPD/Neighbourhood Plans whilst more detailed policy guidance will be included in the Development Management DPD.
- 1.6 A Sustainability Appraisal (published as a separate document) has assisted in the development of this document. The Council’s approach to consulting on documents is set out in the Council’s adopted Statement of Community Involvement (SCI) and consultation on the Core Strategy has taken place in accordance with the SCI². The Core Strategy is structured around the following key elements:

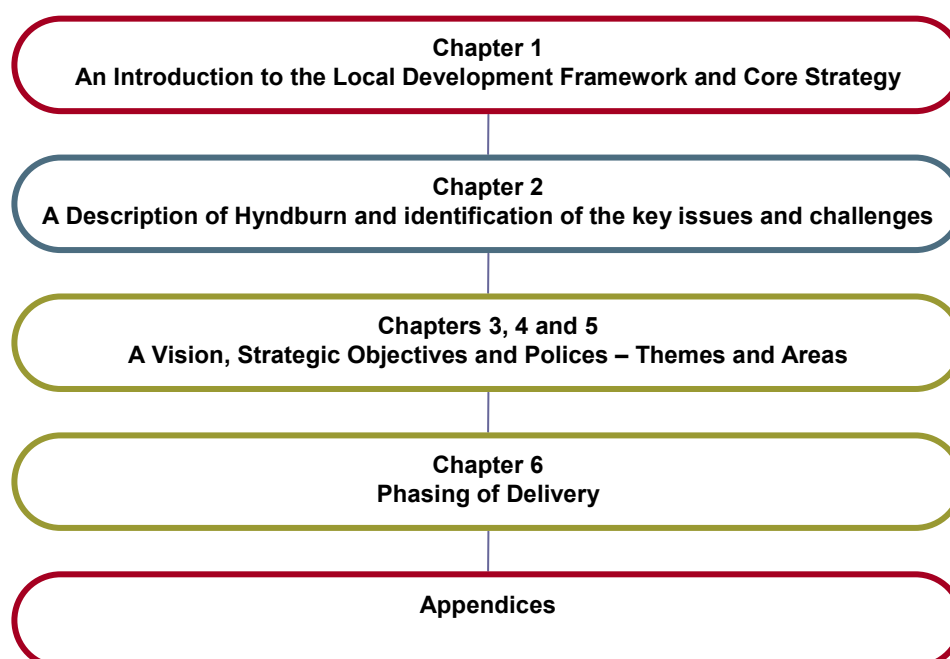


Fig 2. The Core Strategy – Chapters and Key Stages.

- 1.7 The Core Strategy will form part of the development plan for the Borough and proposals for new development will be assessed against the policies in the Core

² Available on www.hyndburnbc.gov.uk

Strategy, the Site Allocations/Neighbourhood Plans and Development Management DPDs and other material considerations. The documents that comprise the LDF should be read as a whole and decisions about future development should have regard to all its relevant parts. Where the provisions of any relevant policies as they apply to any particular development are in conflict, the effects of those policies will be balanced against each other in assessing the proposal. The Core Strategy is intended to present a strategic vision for Hyndburn. A list of the “saved” policies of the Hyndburn Local Plan that are replaced by the Core Strategy is included at Appendix 7.

- 1.8 The Minerals and Waste Development Framework also forms part of the Development Plan for Hyndburn. This is prepared by Lancashire County Council in its role as minerals and waste planning authority. The Lancashire Minerals and Waste Core Strategy was adopted in 2009 and the Site Allocations and Development Management DPD's were submitted to the Secretary of State in 2011. As well as providing a framework for the determination of planning applications for minerals and waste development, the Minerals and Waste Development Framework may identify sites in Hyndburn and also identifies areas of search for minerals within the Borough and areas where mineral safeguarding policies apply.
- 1.9 Achievement of the vision and objectives of the Core Strategy will be dependent upon a large number of development proposals being implemented. This will only be achieved by the Council working closely with partners and stakeholders in the private and public sectors to bring forward the right development. The Council encourages pre-application advice on all potential planning applications and insists on pre-application discussions with developers taking forward “major” schemes. The aim of this is to ensure that as many of the issues as possible associated with new development are addressed prior to the formal submission of the application. To help those seeking to develop land, the Council has prepared a Major Applications Protocol and Planning Application Validation Checklist, both of which are available on the Council's website. For larger schemes, developers should also engage with the local community as well as statutory agencies, prior to the submission of their planning application.
- 1.10 In some instances, development proposals may require the provision of additional infrastructure or improvements to existing infrastructure. Where this cannot be provided within the site it will be necessary for the developer to enter into a legal agreement that sets out how and when this will be provided, or make financial provision for the necessary works to be undertaken by the Council or other body. Where appropriate, the Council may use planning conditions³ to secure the necessary infrastructure improvements. Where a legal agreement is needed this should be submitted in draft when the planning application is submitted and signed by the time the application is presented to the Council's Planning Committee for determination. During the period of the Core Strategy, the Council may also develop a Community Infrastructure Levy (CIL) as a means of ensuring that the external costs of development are addressed.

³ For example a Grampian style condition that requires a junction to be improved prior to commencement of a development.

- 1.11 The Council seek to determine all planning applications without delay and within the timescales set by the Government⁴. Where development proposals are supported and planning permission is granted, the Council will also seek to work with developers to ensure that the development is implemented in the manner intended, recognising that it is not planning permissions that deliver new homes and jobs, but the development that takes place as a consequence of that permission.

Policy Influences

- 1.12 The national policy context for the preparation of Hyndburn's LDF is provided by planning policy statements (PPSs) and guidance (PPGs). There are also strategies and policy statements at regional (North West), sub-regional (Lancashire), Pennine Lancashire and district level that have either influenced the Core Strategy or which have been taken into consideration.
- 1.13 The Core Strategy and LDF generally will take account of national planning policy. Where the Core Strategy departs from national policy it has justified the reasons for this. The LDF represents an important means of implementing higher level strategies as well as more local strategies, in particular, the Sustainable Community Strategy for Hyndburn.
- 1.14 In sub-regional terms there are two tiers of policy influence: that stemming from Lancashire County Council; and that from Pennine Lancashire. A variety of strategic policy documents are being prepared by the County Council for Lancashire, in partnership with the district and unitary authorities. These include the Lancashire Housing Strategy, the (Lancashire) Sub-Regional Integrated Strategy and the Lancashire Spatial Strategy. Lancashire Economic Partnership has also produced the Lancashire Economic Strategy which contributes towards the delivery of the Regional Economic Strategy (RES). In April 2011, a Lancashire wide Local Economic Partnership was also established.

The Role of Pennine Lancashire

- 1.15 Recognising that they share many similar issues and can add value by working together, the Pennine Lancashire Authorities⁵ have developed frameworks⁶ at a senior level that provide for joint decision making and the development of policy for Pennine Lancashire. In terms of the issues surrounding housing, the economy and the environment, Hyndburn has much in common with its neighbours. An Integrated Economic Strategy, a Housing Strategy and a Spatial Guide have been produced for Pennine Lancashire, all of which form part of the evidence base for the Core Strategy.
- 1.16 Pennine Lancashire borders the Manchester and Leeds City Regions, and within the Regional Spatial Strategy it is included within the Central Lancashire City Region,

⁴ For "Minor" and "Other" planning applications this is 8 weeks, whilst for "Major" planning applications it is 13 weeks.

⁵ Comprising Blackburn with Darwen Borough Council, Ribbles Valley District Council, Burnley Borough Council, Pendle Borough Council, Rossendale Borough Council and Hyndburn Borough Council.

⁶ These include the groups known as PLACE (Pennine Lancashire Chief Executives – comprising chief executives of Pennine Lancashire Authorities and Lancashire County Council) and PLLACE (Pennine Lancashire Leaders and Chief Executives – comprising the Leaders of each of the Councils accompanied by Chief Executives).

which includes Blackpool, Preston and Chorley. While Blackburn with Darwen is the most populous district in Pennine Lancashire, the area is polycentric and significant employment is located in Burnley, Hyndburn and Pendle. The distribution of employment reflects both the industrial heritage of the major towns and a strong rural economy in the north and east. In spite of the proximity to other major centres, employment links are limited. Only parts of Pennine Lancashire, including Hyndburn on the A56 / M66 corridor, act as commuter locations to Manchester. This is largely due to the sub-region's poor connectivity and less to do with what the location has to offer.

- 1.17 A Multi Area Agreement (MAA) has been signed which seeks to improve the competitiveness and economic performance of Pennine Lancashire. The overarching outcome of the MAA is to increase the Gross Value Added (GVA) and close the output gap of Pennine Lancashire when compared to the national picture.

The vision in the Multi Area Agreement is:

“to provide a confident, dynamic and growing economy, characterised by a thriving higher value business base, supported by a responsive education and training system; an area with fast and reliable transport links to employment opportunities underpinned by a revitalised housing market and cohesive communities.”

- 1.18 Preston is an important potential employment destination for Pennine Lancashire residents with ready access from the M65 motorway and the Blackpool-Leeds rail service. Forecast employment growth in Preston, associated with the Blackpool / Central Lancashire Growth Point, has the potential to create new opportunities for Pennine Lancashire residents and business. It is important that Central Lancashire and Pennine Lancashire grow and develop in ways that are complimentary to each other and not in a way that would have an adverse impact on either sub-region.

The Sustainable Community Strategy

- 1.19 The Sustainable Community Strategy for Hyndburn provides a vision for the future and describes what Hyndburn will be like in 2018. It was developed by the Hyndburn Local Strategic Partnership of which the Borough Council was a member. The Partnership has been replaced by the Public Services Board and has an ongoing commitment to the Sustainable Community Strategy

⁸ More detailed policy guidance on equality and diversity will be developed in the Development Management DPD.



Figure 3. Making Hyndburn the Place to be
Source: The Sustainable Community Strategy for Hyndburn

1.20 The LDF for Hyndburn represents a major platform for the achievement of some of the key outcomes for the Borough. It seeks to make Hyndburn:

- A place with a thriving local economy and sustainable market towns
- A place with a balanced housing market
- A place with high levels of educational attainment
- A place where all people have the opportunity for a healthier and longer life
- A place where people are safe, confident and proud to live
- A place for everyone which values and embraces diversity
- A place that safeguards the environment

Equality and Diversity

1.21 Consideration of equality and diversity should be a key consideration in the design of new development. Widespread social and demographic changes mean that they are no longer minority considerations and in a Borough with a diverse and ageing community it is important that these issues are not taken for granted.

1.22 New development should be designed to take into consideration the needs of individuals who are disabled, should be accessible by people of all ages and where appropriate address issues related to race, culture or faith. When preparing proposals for new community or religious development, consideration should be given to all members of the community and applicants will be expected to demonstrate how their proposals will strengthen community cohesion⁸.

1.23 Design and Access Statements should demonstrate the principles of inclusive design by ensuring that the design takes into consideration the needs of individuals with physical, sensory or learning impairments, older people, mental or physical health conditions, children, or simply people encumbered with heavy luggage or shopping. Inclusive design benefits all members of society.

- 1.24 When considering the needs of disabled people it is important to consider access arrangements and parking provision and, in particular, ensuring that there are adequate numbers of suitably designed spaces for disabled people. The needs of disabled people should also be taken into consideration when considering the design, layout, physical conditions and inter-relationship of developments. Town centres and residential areas should have well defined and safe access arrangements for disabled motorists and disabled public transport users, including those who are blind or partially sighted.

Implementation and Monitoring

- 1.25 The Core Strategy will be implemented through the actions of private and public sector agencies. The strategy will seek to facilitate the use and development of land in the public interest in a way that will contribute towards the transformation of the Borough. It will do this in a number of ways:
- Through the identification of strategic sites and broad locations for development that will be further articulated through the Site Allocations and Development Management DPDs;
 - Through the use of policies, both in the Core Strategy and in the Development Management DPD, that will guide the use and development of land, and
 - By working with private and public sector partners to ensure that the strategies and policies set out in the Core Strategy are being delivered, reflecting the spatial requirements of those organisations.
- 1.26 The Core Strategy must consider the physical, social and green infrastructure that is needed to support the proposed development, the partners and mechanisms for delivery of its objectives and a monitoring framework. An effective monitoring framework must be in place to measure the progress that is being made in achieving the objectives and if necessary make adjustments in policy. Three, five year, phases have been identified and the Core Strategy will be reviewed towards the end of each phase. It is a statutory requirement⁹ for local planning authorities to prepare an Annual Monitoring Report (AMR) to assess the extent to which the strategies and policies that comprise the LDF are being implemented and are succeeding.
- 1.27 The monitoring framework set out in Appendix 2 will collate different national, sub-regional and local indicators that together will give an indication of how the policies are performing. The framework also sets out targets against which the success of the Core Strategy will be assessed. In addition to monitoring the success of the strategy against key indicators, it will be necessary to ensure that key projects are managed in a manner that guarantees their delivery by working with developers on the implementation of schemes following the grant of planning permission.

⁹ A requirement of the Planning and Compulsory Purchase Act 2004.



2. The Borough and Its People

- 2.1 The purpose of this section is to present a picture of the Borough in a way that allows the key issues to be distilled. The picture has been composed using information from national, regional, sub-regional and local sources including information from studies specifically undertaken to help inform particular issues within the Borough. In identifying the key issues, consideration has been given to the consultation responses received during the evolution of the Core Strategy, as well as national, regional and local priorities, the latter expressed within the Sustainable Community Strategy for Hyndburn. In identifying the issues and considering the priority given to them, account has been taken of the extent that the LDF can address the challenges presented.

Hyndburn in North West England, Lancashire and Pennine Lancashire

- 2.2 The Borough of Hyndburn is situated in the County of Lancashire in the North West of England. It forms part of “Pennine” Lancashire in the east of the county close to the border with Yorkshire and Greater Manchester.

- 2.3 The Borough is 20 miles north of the Greater Manchester conurbation and 17 miles east of Preston. It is connected to these centres by the M65 and M66 motorways and is also connected to Preston / Blackpool and Yorkshire by the Transpennine rail route. From these routes there are connections to the wider regional and national transport networks including airports at Manchester, Liverpool, Blackpool and Leeds / Bradford.



Figure 4. Hyndburn in the North West¹⁰

¹⁰ Page 4 of the Habitat Regulations Screening Report (April 2011) contains a plan of Natura 2000 sites in part of the North West and Yorkshire regions

The Borough of Hyndburn

- 2.4 The Borough of Hyndburn lies in the foothills and valleys on the western edge of the Pennine Hills. The flat valley floors are industrialised with dense urban settlements connected by the main communication routes¹¹ while the surrounding flat topped hills rise to heights of 300-400m. To the south the land rises into moorland fringe areas characterised by sheep grazing while to the north a gritstone ridge rises above the surrounding fields supporting mixed farmland and woodland. Although Accrington is home of the famous “NORI” red bricks, the terraced houses and industrial buildings in the urban settlements are largely built from local sandstone with slate roofs. The rural areas are characterised by sandstone farmhouses and cottages, and walled fields with scattered trees and small woodlands and narrow winding lanes.¹²
- 2.5 In terms of landscape character, the lower lying areas around Accrington, Rishton and Great Harwood comprise industrial foothills and valleys and as the altitude of the land increases the landscape becomes “moorland fringe” before becoming “moorland hills” in the south west corner of the Borough. In comparison, the south east corner of the Borough is characterised¹³ as an area of “enclosed uplands”. Oswaldtwistle Moor falls within an area known as the West Pennine Moors, a wider area of 90 square miles that is managed by a partnership of seven local authorities¹⁴, Lancashire Countryside Service, United Utilities Central Catchment team, regional agencies and local interest groups. The partnership aims to:
- encourage enjoyment of the West Pennine Moors;
 - protect, conserve and enhance the natural and cultural heritage of the West Pennine Moors; and
 - promote sustainable regeneration of the West Pennine Moors.
- 2.6 The built up areas of the Borough comprise a “historic core” in the heart of Accrington with “Industrial Age” (1800-1930) development characterized by red brick or stone terraced houses with a rectilinear or grid pattern often built around former mill buildings. On the outskirts of the towns the areas become “suburban” with development dating from the 1930s onwards.

Settlement Pattern

- 2.7 The towns in Pennine Lancashire are close together but physically separated by often narrow stretches of open countryside. This physical separation has been maintained through the use of Green Belt policies. The Green Belt has been drawn tightly around the urban areas giving limited opportunity for new development at the fringes of the towns. The towns in Hyndburn are compact urban areas with good access to local goods and services. Work undertaken by Lancashire County Council has indicated that much of the new development in the Borough has been located in sustainable

¹¹ Including the M65 motorway, the Leeds and Liverpool Canal and the rail link between Leeds – Preston – Blackpool.

¹² Joint Lancashire Structure Plan – Supplementary Planning Guidance on Landscape and Heritage, Adopted 2006.

¹³ A Landscape Strategy for Lancashire, Lancashire County Council. Also set out in the SPG “Landscape and Heritage” produced as part of the Joint Lancashire Structure Plan.

¹⁴ Blackburn with Darwen BC, Bolton Council, Bury MBC, Chorley BC, Hyndburn BC, Lancashire County Council, Rossendale BC

locations¹⁵. Almost 90% of new homes completed in the Borough in 2007/08 were developed on previously developed sites within the urban area.

- 2.8 The majority of the population is housed within the large, densely developed, urban area comprising the main market town, Accrington, and five adjoining smaller townships of Baxenden, Church, Clayton-le-Moors, Huncoat and Oswaldtwistle. These townships have grown from smaller separate villages to coalesce with Accrington but retain their individual identity. Of these, only Huncoat has retained some physical separation and is less densely developed than the other townships. Accrington, Rishton and Great Harwood have a strong grid iron pattern of development with older mill premises and terraced properties cheek by jowl. These older employment sites provide some opportunities for new development within the urban area.
- 2.9 The settlement pattern within the Borough allows five distinct spatial areas to be identified. These will form the basis of the Core Strategy and 'Neighbourhood Plans'¹⁶ and are:

1. Accrington, including the townships of Oswaldtwistle, Church, Clayton-Le-Moors, Baxenden and Huncoat.
2. Great Harwood
3. Rishton
4. Knuzden and Whitebirk, which sit on the Borough boundary and function as a suburb of Blackburn, but which represent a spatially distinct area of Hyndburn.
5. Rural Areas including the hamlets at Altham (which is now dominated by a large business park) Belthorn and Tottleworth and the small scattered rural settlements such as that at Green Haworth.



Figure 5. Hyndburn Settlements

The People of Hyndburn

¹⁵ Lancashire County Council Monitoring Reports undertaken for the Joint Lancashire Structure Plan.

¹⁶ These settlements were identified by the Joint Lancashire Structure Plan.

- 2.10 The Borough's population has been growing gradually over the last ten years. It has risen to the current level of 81,100 and is expected to rise to 81,200 by 2013 and 82,400 by 2028. This is an increase of 2% compared to a Lancashire average of over 8%. The population of Hyndburn is characterised by having a higher than average number of young people (0-14 years old), otherwise the age of the population is similar to that of the North West and England. The Borough also has an increasing number of elderly people who it will be necessary to plan for. The Black and Ethnic Minority community represent just over 8% of the total population, a level which has been increasing through natural growth and in-migration from Eastern Europe.¹⁷

	Age Band					Total
	0 - 14	15 - 24	25 - 44	45 - 64	65 +	
Hyndburn	19.7	13.4	25.3	25.6	16.0	81,100
Pennine Lancashire	19.9	13.3	25.1	26.1	15.6	521,100
Lancashire NUTS - 2	17.7	13.6	24.6	26.5	17.6	1,449,300
North West	17.5	13.8	26.0	25.9	16.7	6,935,700
England and Wales	17.5	13.2	27.3	25.4	16.6	55,240,500

Table 1. Resident Population by Age Group, Mid 2010 (%)

Source: ONS, Mid Year population estimates 2010 (June 2011)

- 2.11 The Borough's demographic profile is predicted to change, with an expectation that there will be fewer middle-aged people and a larger older population in the coming years. This will impact on the numbers of economically active residents and on health and well being issues. It will also have an impact on the type of housing that needs to be developed in the Borough.
- 2.12 Work undertaken as part of the Strategic Housing Market Assessment (SHMA) indicated that it was the central areas of Accrington and Blackburn that suffered the highest levels of deprivation. These areas also have the largest communities from different ethnic groups and also the lowest household income. Levels of unfit housing are also extremely high and it is for these reasons that the Housing Market Renewal Programme is focusing in these areas.
- 2.13 The Indices of Multiple Deprivation (2010) published by Communities and Local Government, show that Hyndburn is the 34th most deprived Borough out of 326 local authority areas. Some areas within Barnfield and Central Wards are amongst the most deprived 10% of wards in England. This is an improvement as in 2007 four of the borough's LSOA's were amongst the 1% most deprived nationally. Whilst there have been improvements generally in crime indicators, many areas relating to income, employment and education are poor when compared relatively to other areas. There is a strong correlation between health and the economy and levels of deprivation are entirely consistent with the health levels of an areas population¹⁸.

¹⁷Blackburn with Darwen & Hyndburn Strategic Housing Market Assessment 2008

¹⁸ An Integrated Economic Strategy for Pennine Lancashire, 2008.

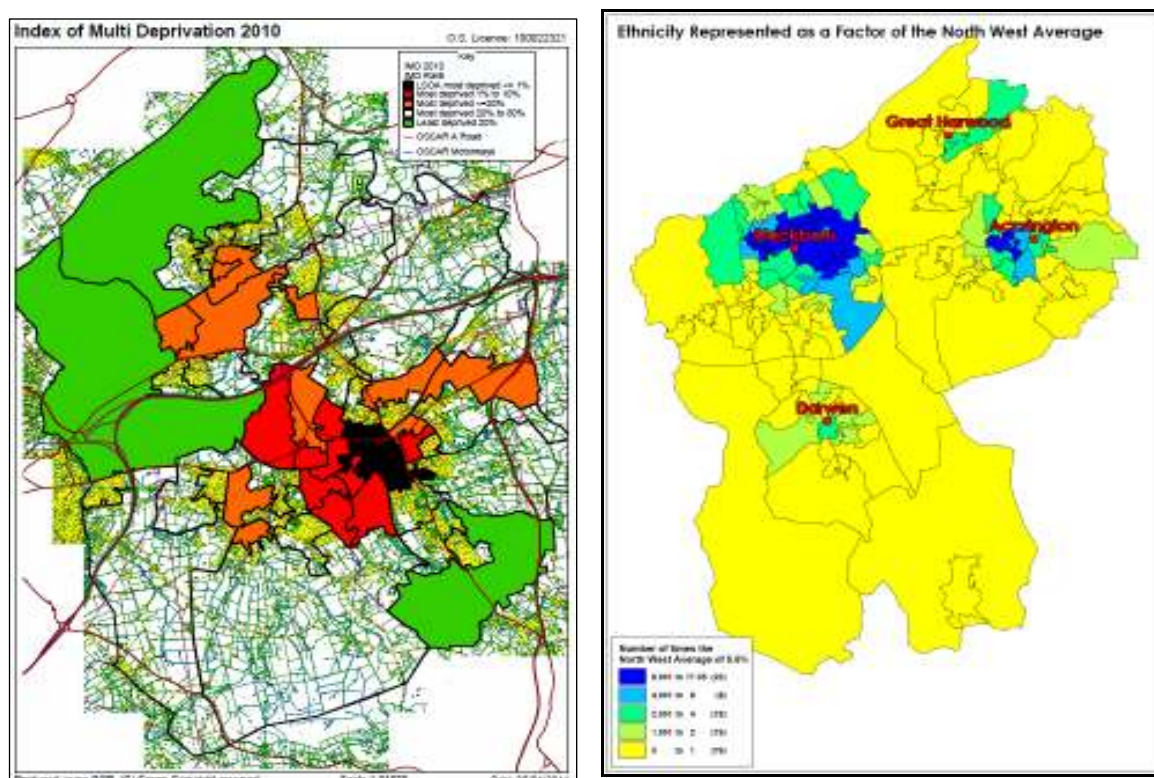


Figure 6. Ethnicity and Index of Multiple Deprivation within Hyndburn
Source: Strategic Housing Market Assessment (2009)

- 2.14 Springhill, Central and Church have a high proportion of Black and Minority Ethnic households (24.4%, 40.3% and 17.3% respectively as compared to the average for Hyndburn of 7.8%). The “typology based on demand” map shows the lowest demand areas which suffer from deprivation and housing market failure. This can be compared with the more sought-after areas at the top end of the market, where a large proportion of households have indicated they would like to live in the future.

History and Environment

- 2.15 Prehistoric activity is noted across the district and place names suggest organised settlement before the Norman Conquest. A proportion of the district was then included in the Chase of Accrington, where settlement was strictly controlled and a pattern of cattle farms was established. Following the removal of the “Chase” status in the 16th century, some of the farms developed into hamlets, but the major development of the district had to wait until the development of the textile industry in the late 18th and early 19th centuries. Water for early motive power, canal transport and industrial processes, as well as local sources of coal, stone and brick making clays, all contributed to this development.

- 2.16 This has given rise to the Borough's distinctive local character which is largely based on its 19th century textile and engineering industry, local settlements and Pennine landscape. This local historic background and attractive landscape has created a strong sense of place and community. Decline in traditional industries has resulted in areas of dereliction and neglect and the legacy of coal mining can result in land instability and other public safety risks.
- 2.17 The presence of a number of former coal mines¹⁹ in the Borough has the potential to give rise to public safety hazards unless the risks associated with them are properly addressed by development proposals that are within, or in proximity to, areas of former coal mining. Whilst most past mining activity is generally benign in nature, potential land stability and other public safety problems can be triggered and uncovered by development activities. Problems can include collapse of mine entrances and shallow coal mine workings, emissions of mine gases, incidents of spontaneous combustion, and the discharge of water from abandoned coal mines.

Built Environment

- 2.18 The Borough has an attractive environment of predominantly stone built towns within a rural setting. The many attractive Victorian public parks and historic buildings and structures are symbolic of past prosperity and are a key asset within both the urban and rural environment. Of particular note is the 8.4 mile stretch of the Leeds and Liverpool Canal which winds its way through the Borough passing through the urban areas of Rishton, Church and Clayton-le-Moors as well as extensive areas of attractive open countryside.
- 2.19 Limited investment in some major buildings, particularly in Accrington town centre and alongside the Leeds and Liverpool Canal at Church Canal Gateway²⁰, has created problems of dereliction and blight. Poor quality public realm has added to the lack of investor confidence resulting from low property values. More investment is needed in refurbishing and reusing older buildings, achieving high quality design in new buildings and spaces and upgrading the quality of the public realm.
- 2.20 Regeneration of Accrington Town Centre, the Blackburn Road Corridor and Church Canal Gateway, Enfield Wharf at Clayton-le-Moors and Great Harwood Town Centre are current priorities and the Borough Council is working with Regenerate Pennine Lancashire (Housing Market Renewal Pathfinder) to regenerate this area. Development schemes are being progressed at Church and Clayton-le-Moors although the former is currently constrained by the proximity to a hazardous installation.
- 2.21 The quality of key access corridors to the town centres is critical to the overall perception of the Borough. A number of these suffer from poor environmental quality, the main one being the western approach to Accrington along Blackburn Road. The Accrington Gateways to Work Programme has been developed with a focus on the delivery of environmental improvement schemes. The Housing Market Renewal Programme also recognises the importance of a high quality environment in revitalising

¹⁹ For example Huncoat Colliery,

²⁰ The lack of investment at Church Canal gateway is mainly due to the presence of the hazardous installation at Blythes Chemicals.

run down areas. Design guidance and investment in good quality new buildings, building refurbishment and urban spaces are an integral part of the Programme.

Natural Environment and open space

- 2.22 One of the most understated assets of the Borough is its attractive countryside bordering all the urban areas. It provides a high quality setting for the urban areas with highly accessible opportunities for passive and active recreation. Added to this are the high quality parks and network of informal green spaces within the urban areas. Much of the Borough is rich in semi-natural habitats and biodiversity. The Borough contains a Site of Special Scientific Interest (SSSI) noted for its geological features at Harper Clough / Smalley Delph to the north of Rishton and west of Great Harwood. There are a number of Biological Heritage Sites (BHS) which have been identified by Lancashire's Biological Heritage Sites Review Panel as being of Regional importance, together with many sites with habitat value of local significance. The Lancashire Biodiversity Action Plan sets out a variety of measures that should protect and enhance the ecological resource of the Borough. There are no European designated sites (Natura 2000) within the Borough, although consideration has been given to ensure that the Balanced Development Strategy will not have a harmful effect on European sites which occur within 20km from the Borough²¹.
- 2.23 The value of these individual sites is enhanced by habitat linkages along corridors such as water courses and the canal. Underlining the community value of natural greenspaces, the Borough has one Local Nature Reserve (LNR) at Foxhill Bank in Oswaldtwistle and proposals to create a further two by 2013 at Woodnook Vale and the Coppice/Plantation Reservoirs/Arden Hall in Accrington.
- 2.24 The Environment Agency considers that flood risk within the urban area of Hyndburn is relatively high²². The Borough Council has prepared a Strategic Flood Risk Assessment which identifies those areas of the Borough that are most susceptible to fluvial flooding which include Altham, Accrington and Church. Flooding due to drainage problems has occurred in Rishton, Great Harwood, Oswaldtwistle and Clayton-le-Moors.

Housing

- 2.25 Quality, condition and choice of housing within Hyndburn is one of the key issues facing the Borough with 53% of houses being terraced properties, compared to 29% in the North West and 27% nationally. There is a need for a more balanced housing supply with a greater provision of larger family and higher market housing. Some neighbourhoods, particularly Church, Central, Springhill, Peel and Barnfield have a high incidence of substandard housing. Associated problems of housing market failure concentrated in Accrington and Church are being addressed by Elevate in partnership with the Council and the private sector. Hyndburn shares a housing market area with

²¹ As shown in the Habitat Regulations Appropriate Assessment Screening Report.

²² The River Ribble Catchment Flood Management Plan (CFMP). This identifies policies to manage flood risk in the Ribble catchment over the next 50-100 years and takes into consideration the potential impacts associated with climate change.

Blackburn with Darwen and for that reason much of the evidence that underpins the housing policies has been gathered jointly.

- 2.26 There is a lack of property choice within the Borough with a large proportion of the housing stock being old, in poor condition, or no longer meeting the needs or aspirations of the local population or those who may consider moving into the Borough. There is an over supply of older terraced housing and an under supply of larger three and four plus bedroom family housing. The North West Regional Housing Strategy states that *“there needs to be a supply of good quality, attractive housing of a type necessary to attract and retain the skilled workforce needed to sustain economic development”*.

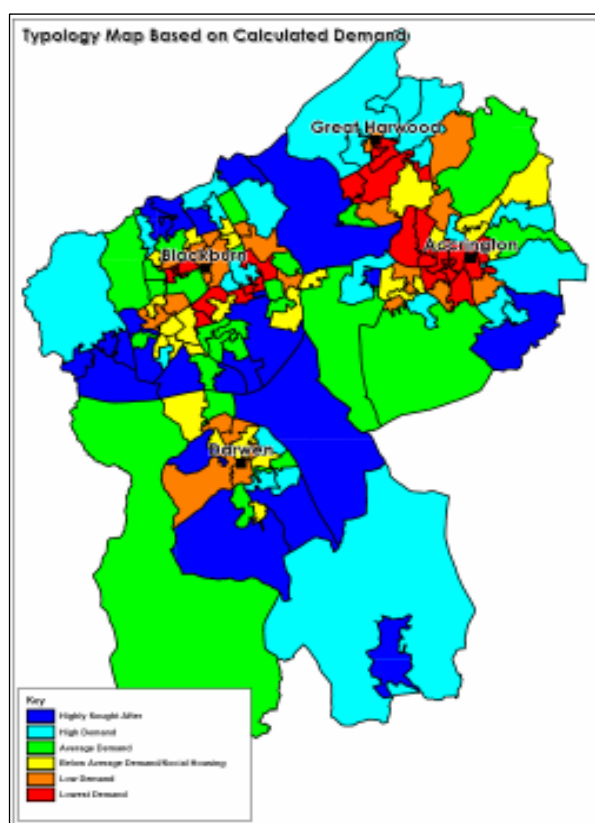


Figure 7. (left) Housing Demand within Hyndburn / Blackburn Housing Market Area
Source: Strategic Housing Market Assessment (2009)

Table 2. (below) Age of dwelling stock.
Source: Elevate East Lancashire Housing Condition Survey (2004)

Age	Nos of dwellings	% age
Pre 1919	16,011	47.6
1919 - 1944	2500	7.4
1945 - 1964	5017	14.9
1965 - 1974	5221	15.5
1975 - 1981	944	2.8
Post 1981	3969	11.8
Total	33,663	100

- 2.27 In terms of household composition, the Borough has a lower than average number of single person households and a higher than average number of families with dependents. The average size of households is decreasing, currently standing at 2.3

persons (2008) and the SHMA notes that “*there is strong growth in one and two person households that is set to continue*”.

	BwD	Hyndburn	North West	England
Detached	13.2%	10.6%	18%	23%
Semi	27.4%	26.4%	37%	32%
Terraced	47.9%	54.3%	31%	26%
Flats	11.2%	8.4%	12%	18%

Table 3. Composition of dwelling stock.

Source: Strategic Housing Market Assessment (2008), data from HSSA 2007

- 2.28 The Asian populations in Hyndburn and Blackburn are over-represented in poor quality terraced accommodation. Households are often overcrowded, with Asian communities having an average household size of 4.6 people, double the Borough average. The households are more likely to be owner-occupied and are more likely to contain children.

Size of Dwelling	Hyndburn	BwD	HMA
Smaller (1 or 2 bedroom)	21.3%	22.6%	18.8%
Larger (3 or 4+ bedroom)	78.7%	77.6%	81.2%
Total	100%	100%	100%

Table 4. Net market housing demands by size of dwelling

Source: Housing Needs Assessment (2008)

- 2.29 The 15 year HMR programme, 2003–2018, is working to regenerate older housing areas to create revitalised sustainable communities. Major intervention work is ongoing in West Accrington, with proposals to extend this into parts of Peel and Barnfield wards. The intervention actions include a mix of clearance with redevelopment, and refurbishment, and are bringing about associated improvements in the balance of house types on offer. In addition, the Registered Social Landlord, Hyndburn Homes, are improving their housing stock to meet the Decent Homes Standard by 2010. The introduction of Neighbourhood Management to over 9000 properties in Accrington, Church and Clayton-le-Moors ensures that the overall quality of life is considered alongside the need to reshape housing stock.
- 2.30 The policies of the Core Strategy will seek to rebalance the housing market through the provision of larger family homes. To achieve this, the following proportions of house types / sizes are required²³:

Type of Dwelling	Hyndburn		BwD		HMA
	HNA	Target *	HNA	Target *	HNA
Detached house	25.6%	26%	32.3%	25%	31.0%
Semi-detach house	63.1%	49.5%	54.3%	40%	60.1%
Terraced house	8.5%	5%	0%	10%	1.7%

²³ As identified by the Strategic Housing Market Assessment for Hyndburn

* The target figures are a policy interpretation of what the figures should be combining the findings from the Housing Needs Assessment 2008, labour market research and demand information provided by local estate agents.

Bungalow	0%	8%	10.6%	15%	3.9%
Flat / maisonette	2.8%	12%	2.8%	10%	3.3%
Total	100%	100%	100%	100%	100%

Table 5. Net market housing demand by dwelling type Source: Housing Needs Assessment (2008)

- 2.31 Although house prices rose steadily until the end of 2007, since then the housing market has changed significantly with a marked decline in the number of new houses being completed as well as a decline in the number of properties being sold. There has also been a decline in property / land values and the ability of individuals and organisations to obtain finance. The prevailing economic climate is likely to have an impact on the ability of the Borough to deliver new housing since it is heavily dependent upon the private sector being willing and able to invest in Hyndburn. This is reflected by the housing projections in Appendix 4 and the implementation assessment in Appendix 9. Although improvements are anticipated in phase 2 of the Core Strategy there are doubts about whether the housing market in the United Kingdom will return to the position witnessed before the recession²⁴.
- 2.32 The nature of homelessness in Hyndburn is complex and much of it is hidden due in part to the historic supply of low cost accommodation in the private rented sector. Comparatively low income levels mean that affordability becomes an issue when property prices are high, however, although recent reductions in house prices should ensure the housing market is more accessible, it has also made it more difficult for developers to provide affordable housing as part of their developments. The lack of credit availability also means that some people and families within the community are still not able to access the housing market.

Employment

- 2.33 Pennine Lancashire, including Hyndburn, operates significantly below its economic potential. Gross Value Added (GVA) per head is significantly lower than that in England and the North West and Hyndburn experiences the lowest level of GVA²⁵ of the authority areas that comprise Pennine Lancashire. Labour markets, like housing markets, are relatively self contained and there is little migration of labour either into or out of Pennine Lancashire. The benefits of developing strong transport linkages to neighbouring economic hubs cannot be underestimated²⁶.
- 2.34 Although the employment profile of Pennine Lancashire is of a population moving away from low skilled jobs towards more managerial, professional and technical professions, the economic base of the Borough is rooted in textiles, engineering, chemical and extractive industries. Manufacturing is still one of the key drivers, employing 23% of the workforce, but it has been in decline for a number of years. Transport and communications, the construction sector and other service sectors have all experienced significant growth since 1998 but continue to represent a low proportion of overall employment. As a result of a declining manufacturing sector and

²⁴ Central Lancashire and Blackpool Growth Point Impact Study. Key Issues, Implications and Recommendations. March 2010. Ecotec, commissioned by Elevate.

²⁵ £12,200 per head in Hyndburn compared to £17,200 in Britain. Strategic Housing Market Assessment, 2008.

²⁶ The EKOS study of connectivity underpins this whilst the Multi Area Agreement for Pennine Lancashire seeks to develop these linkages.

the limited diversification into growth sectors there has been an overall decline in employment in the Borough by over 7% between 1998 and 2006.

- 2.35 Employment is very low in the banking, finance and insurance, transport and communications, and other service sectors, which are all growing regionally. While unemployment has remained low, below regional rates since 1995, average earnings and household income remain below Lancashire and national averages. 65% of households in the Borough have an income of less than £25,000 with this figure topping 80% in the most deprived wards. This situation is exacerbated by the high proportion of economically inactive people (21%) and the number of people who are not in education, employment or training.

	Distribution, hotels and restaurants	Manufacturing	Banking, finance and insurance	Managerial, professional and technical
BwDBC	20.0	22.5	14.0	35.7
Hyndburn	30.1	20.1	8.6	32.6
North West	23.9	12.5	19.2	39.6
Great Britain	23.5	10.9	21.2	42.7

Table 6. Employment by Industry and Occupation, 2006 (%)

Source: NOMIS (2007)

- 2.36 Employment provision is mainly within modern business parks, town centres and scattered throughout the urban area in older industrial premises. The legacy of old mills in densely developed terraced housing areas is slowly disappearing as new employment sites are developed to meet changing employment needs. Notwithstanding some of the structural issues that prevail, business registrations are healthy and the number of VAT registered business is growing. The importance of establishing new businesses in Hyndburn is reflected by the Local Enterprise Growth Initiative (LEGI)²⁷ funding that aims to foster growth in small businesses in the Borough.
- 2.37 Recent economic forecasts suggest that the North West will be overshadowed by the economic cycle of recession and recovery is unlikely before 2015. After that period, underlying fundamentals will have a greater role in determining levels of growth²⁸.

The Retail Economy

- 2.38 Accrington is the main centre within the Borough providing modern pedestrianised shopping facilities, an Arndale Centre, Victorian Market Hall and modern open market, as well as independent shops in a Victorian Arcade and traditional shopping streets. A new major supermarket has been developed in the town centre immediately adjacent to the railway station which should help retain retail spend within the Borough. While the centre serves the Borough's local needs there is a need to improve the overall offer

²⁷ LEGI – Local Enterprise Growth Initiative, part of the funding has established incubator business units at the Market Hall in Accrington.

²⁸ Provision of independent local authority forecasts and detailed sectoral and occupational information supporting the regional economic forecasting panel and long term regional and sub-regional baseline forecasts. A report for NWDA and 4NW, April 2010. Cambridge Econometrics.

and quality of the environment and facilities to retain resident shoppers and attract visitors. The strong historic character and traditional market town role offer opportunities to promote the centre as a unique destination for specialist and visitor shopping.

- 2.39 The Victorian Market Hall has recently been refurbished and new units developed within the building as part of the Local Enterprise Growth Initiative (LEGI). The Council also invests in a 'Floral Market Town Initiative' which seeks to improve environmental quality through the use of planting and landscaping schemes in key public spaces. There are smaller local shopping centres in Great Harwood, Rishton, Oswaldtwistle and Clayton-le-Moors. The market town centre at Great Harwood is the largest of these and has an existing superstore and is likely to extend along Queen Street with the development of two new supermarkets²⁹. There is potential to build on the town's historic character, independent shopping offer and location in the rural area bordering the Ribble Valley to develop its role as a visitor destination.
- 2.40 The Peel Centre retail park is located at Whitebirk near Junction 6 of the M65. The owners are working with the Borough Council to improve the environmental attractiveness of the site within the terms of existing retail limitations. Oswaldtwistle Mills is a major leisure shopping destination close to Oswaldtwistle's shopping centre. It has developed over recent years into one of Lancashire's premier visitor attractions and has plans for further expansion.

Education

- 2.41 There is a shortage of skilled employees in the Borough, and if this continues, the competitiveness of Pennine Lancashire will likely deteriorate. The shortage of skills is linked to poor educational attainment, a lack of choice in education and poor access to high quality education. Although the Borough continues to lose young skilled people to other areas the development of sixth form provision at two schools³⁰ in Accrington will help to ensure that students can remain in the Borough. Nonetheless, the lack of higher education in the Borough contributes to this problem.
- 2.42 Table 7 compares the educational attainment of Hyndburn with Blackburn with Darwen Borough, the Northwest and Great Britain. Attainment within the Borough is consistently lower than that achieved nationally and as well as raising attainment it is necessary to try and match qualifications to the skills needed.
- 2.43 Poor educational attainment is linked to the skills gap in Hyndburn and the rest of Pennine Lancashire. If this gap does not start to close, the sub-region's competitiveness will likely deteriorate. Within Hyndburn, there are several initiatives taking place that will contribute towards reducing the skills gap.

	Hyndburn	BwDBC	Northwest	Great Britain
NVQ4 and above	21.6	21.3	24.8	27.4
NVQ3 and above	41.8	39.2	43.7	45.3

²⁹ Planning permission for new Tesco was granted in 2009. An Aldi store has now been developed.

³⁰ St Christopher's and Moorhead Academy. Development commenced in 2010.

NVQ2 and above	60.4	58.1	63.6	63.8
NVQ1 and above	73.5	72.3	78.3	77.8
Other qualifications	10.8	7.7	5.8	8.5
No qualifications	15.7	20.0	15.8	13.8

Table 7. Qualifications³¹ (%)

Source: ONS Annual Population Survey (2007)

Transport and Accessibility

- 2.44 There is a high level of accessibility within the urban area due to the compact form of development, the presence of radial routes into Accrington town centre and the rail and bus network, the canal and the expanding pedestrian and cycle network. This is particularly important as 30% of households within Hyndburn have no access to a car³², rising to over 47% in some wards, compared to 27% nationally.
- 2.45 Pennine Lancashire is relatively self-contained in travel to work terms, with just 16% of its workforce working outside of the region. Within Lancashire, Preston is a significant employment destination, predominantly attracting employees from Ribble Valley and Blackburn with Darwen, but Manchester and its satellite towns are the main external employment destination. The development of the Blackpool / Central Lancashire Growth point may result in a greater number of people from Hyndburn and Pennine Lancashire commuting to that area of Lancashire and the necessary infrastructure improvements should be put in place by the authorities promoting the Growth Point to accommodate these changes.
- 2.46 Employment flows from Hyndburn to the Greater Manchester area are comparatively low given the scale of that sub-region's employment base. This reflects the poor connectivity between the two areas. While significant numbers of people commute from Blackburn and Rossendale to Greater Manchester, the most striking feature of the other districts (including Hyndburn) is the low levels of commuting to the City of Manchester. This is thought to be the result of long journey times by public transport and historical travel patterns, despite the short geographical distance.
- 2.47 Skilled people are more likely to relocate to areas that provide more convenient access to the major labour markets. Poor connectivity is the main constraint to greater interaction between the economies of Pennine Lancashire and Greater Manchester. Given the comparative economic strength of Manchester and its role as a centre for higher skills and paid employment, this is a serious weakness.
- 2.48 Improving accessibility between Hyndburn towns and Blackburn is a current priority for the Highways Authorities with the development of high quality bus route. These proposals include the development of a new bus station in Accrington town centre and an interchange in Great Harwood. The development of a new railway station in Accrington Town Centre was completed in 2010. There has been significant recent

³¹ NVQ Levels 1 and 2 refer to secondary education, NVQ3 6th form education, whilst NVQ4 is degree level education.

³² Office for National Statistics, March 2007.

investment in the local pedestrian and cycle networks with National Cycle Network passing through the Borough connecting to the Preston and Manchester area.

- 2.49 The Borough is well connected by roads to local, sub-regional and regional centres and airports. However the Pennine Lancashire authorities are concerned that the capacity of the M65 is starting to present a constraint to further development in the area. Proposals which would significantly increase traffic levels at the M65 and A56 junctions may require substantial highway investment before they can proceed. Motorway widening and signalisation at key junctions are a key aim of Pennine Lancashire Multi Area Agreement. There is a high degree of road connectivity between the Pennine Lancashire districts and commuting patterns reflect proximity to neighbouring economies.
- 2.50 The Trans-Pennine and East Lancashire rail lines provide links to Yorkshire and Preston but connections south to Manchester are indirect and slow. Studies have identified ways of improving the Pennine Lancashire rail network with a particular focus on providing a higher speed direct rail link from Pennine Lancashire to Manchester. This is a key aim of Pennine Lancashire and is also set out in the Multi Area Agreement for the sub region. Improvement of links to the wider area will increase opportunities for all to access higher level employment, education and services. Although the proposals are at an early stage, the proposed link between Pennine Lancashire and Manchester could see Accrington become the terminal station.

Health

- 2.51 The health of people in Hyndburn is generally worse than the England and Wales average, including the estimated number of people who binge drink and the rate of claimants of incapacity benefits for mental illness³³. The death rate from smoking is significantly worse than the England average. Smoking kills around 155 people per year in Hyndburn. These factors are particularly important in preventing infant deaths. Hyndburn has significantly higher rates of infant deaths³⁴ when compared to the England and Wales average.
- 2.52 The Borough has a low proportion of healthy eating adults and a high proportion of obese adults compared with the England and Wales average. These problems are linked to a high rate of people being diagnosed with diabetes, along with the proportion of deaths from heart disease and stroke, which are all significantly worse than the England and Wales average.
- 2.53 There are striking health inequalities between different areas within the district and between different social and ethnic groups and genders. Key partners within the Borough are working with the Primary Care Trust to help reduce the gap in life expectancy³⁵ that exists between different areas of the Borough. The priority is to improve the health of the poorest groups and communities so that their standards of health are in line with those enjoyed by the rest of the country.

³³ Hyndburn Health Profile 2009.

³⁴ Children under one year old.

³⁵ Through the "Save a Million Years of Life" Campaign.

- 2.54 A third of households contain at least one member with a limiting long term illness. Poor diet and exercise regimes compound the problems. The high incidence of ill health is linked with problems of poor environment, low wages, poor housing and low aspirations. Deprivation levels are high in parts of Accrington, Church, Clayton-le-Moors, Great Harwood, Huncoat and Oswaldtwistle. Table 8 indicates the stark contrasts in the numbers of economically active residents in Hyndburn compared to other areas. Increasing the number of economically active people in Hyndburn would have a significant positive impact on the economy and this objective forms a key element of the Integrated Economic Strategy for Pennine Lancashire.

	Hyndburn	Blackburn with Darwen	North West
Working Age	60.2	60.7	62
Economically Active	69.4	72.1	76.6
In employment	67.0	67.0	72.4
Employees	59.1	59.3	63.9
Self Employed	-	7.3	8.1
Male			
Economically Active	71.4	79.0	80.8
In employment	66.8	72.7	75.7
Employees	57.3	61.9	63.3
Female			
Economically Active	67.2	64.8	72.2
In employment	67.2	61.0	68.9
Employees	61.0	56.5	64.5

Table 8. Economically Active April 2006 to March 2007(%).
Source: ONS Annual Population Survey

- 2.55 Investment in modern health care facilities has begun as part of a coordinated approach to improve the health of the Borough's population. The Primary Care Trust has recently invested in the development of two new healthcare centres (Accrington Pals and Acorn) in Accrington. A new Great Harwood Health Facility is also proposed³⁶. A new Dental Education Centre, adjacent to the Accrington Pals centre, has also recently been developed. Progress is being made to address problems of crime and anti-social behaviour in the Borough with actual and perceived levels of crime falling significantly.

³⁶ This was granted planning permission in 2009.



3. The Future for Hyndburn

- 3.1 Having established the key issues facing the Borough, it is now necessary to examine the strategy that has been developed to address them. The Vision and Objectives of the Core Strategy have been developed to address the key issues and challenges that face Hyndburn and the spatial implications of these are articulated through the balanced development strategy.

A Vision for Hyndburn

- 3.2 By 2026, Hyndburn should be a distinctive, prosperous and vibrant area of Pennine Lancashire recognised for the collective quality and attractiveness of its market towns and landscape setting. Through sustainable economic growth, the Borough will provide a much sought after lifestyle with more skilled local and specialist jobs in the market towns and townships and higher level opportunities elsewhere in the Borough, including the strategic regional employment site at Whitebirk, to serve local needs and the sub regional centres of Burnley and Blackburn. A sustainable transport network will be developed that connects the Borough's towns with each other and with neighbouring centres.
- 3.3 Recognising that the climate of the world is changing, the Core Strategy seeks to ensure that there will be sustainable patterns of development with opportunities for the use of improved public transport networks and walking and cycling. New development will be expected to be energy efficient and utilise opportunities and technology to reduce emissions of greenhouse gases wherever possible. It will also seek to manage the effects that the local area has on climate change and develop resilience to those changes which are considered likely. The Core Strategy also seeks to raise standards³⁷ across the Borough in order to reduce disparities both within Hyndburn and between Hyndburn and the rest of the Country, ensuring that vulnerable groups and the needs of the different communities within the Borough are taken into consideration. Climate change and social inclusion are cross-cutting themes of the Core Strategy.
- 3.4 Local and specialist shopping, community services and facilities will be readily accessible, focused in the market town centres of Accrington and Great Harwood with high quality transport links to higher level services in Burnley, Blackburn, Manchester and Preston whilst supporting the role of local centres. There will be excellent education provision within Hyndburn at primary, secondary and sixth form college level and close links to higher level studies, skills and training within Pennine Lancashire. Opportunities will be developed for people to lead healthier lifestyles in safe

³⁷ To be no longer amongst the 100 most deprived areas in the Country

surroundings in a manner that will encourage them to walk or cycle wherever possible and access recreational opportunities in and around the Borough.

- 3.5 Sufficient housing will be developed to meet the needs of the Borough and for those who may wish to move here. High quality family homes will be developed to provide a more balanced housing market comprising traditional and modern house types constructed using sustainable design principles. The majority of new housing will be developed in accessible locations on previously developed land within the urban boundary.
- 3.6 There will be ready access to first class leisure and cultural opportunities in the Borough. Hyndburn's natural, biodiversity, historic and cultural assets will be protected and enhanced and new development will be expected to reflect the local distinctiveness of the Borough. Opportunities to improve access to Green Infrastructure will be developed, making better use of features such as disused railways and the Leeds and Liverpool Canal and linking them with footpath and bridleway networks.

Sustainable development and the cross-cutting themes

- 3.7 Sustainable Development is the core principle underpinning land use planning in the UK. Defined as "*development that meets the needs of the present, without compromising the ability of future generations to meet their needs*" in planning policy, the four aims for sustainable development are:
- Social progress which recognises the needs of everyone;
 - Effective protection of the environment;
 - The prudent use of natural resources; and
 - The maintenance of high and stable levels of economic growth and employment
- 3.8 In seeking to deliver Sustainable Development, Climate Change and Social Inclusion have been identified as the two cross cutting themes for this Core Strategy.

Climate Change

- 3.9 The world's climate is changing and the evidence indicates that man-made emissions are the main cause³⁸. The Government has stated that climate change is the greatest long term challenge facing the world today and has signed up to a variety of international treaties and agreements that seek to address the causes of climate change. The Climate Change Act 2008 aims to improve carbon management and help the transition towards a low carbon economy in the UK. It significantly increases the legally binding targets to reduce greenhouse gas emissions, by at least 80% by 2050, with an interim target for reductions in CO₂ emissions of at least 26% by 2020, against a 1990 baseline.
- 3.10 The UK Climate Projections 2009 show that the North West could experience increased average temperatures combined with a decrease in rainfall in summer;

³⁸ Supplement to PPS 1, para 1.

significantly increased rainfall in the winter with possible flooding, transport disruption and risks to urban drainage, and more frequent extreme weather events.

- 3.11 Action is needed to tackle the causes of climate change, principally through reducing emissions of greenhouse gases, together with increasing adaptation to the impacts of a changing climate which are already inevitable. The Core Strategy seeks to make a full contribution to the UK Sustainable Development Strategy and Climate Change programmes through a Balanced Development Strategy, Strategic Objectives and policies which in combination will deliver sustainable development within the Borough.
- 3.12 At its most fundamental level the Core Strategy will aim to deliver patterns of urban growth and sustainable rural development that will help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking, which overall will reduce the need to travel. By focusing on previously developed sites, efficient use will be made of the Borough's land resources. The Core Strategy will seek to support economic growth by ensuring that sufficient land is made available for employment and housing uses over the plan period. Sustainable design standards will help to reduce energy consumption and greenhouse gas emissions and incorporate features such as sustainable drainage systems to help mitigate and adapt to the effects of climate change and improve the attenuation of surface water.
- 3.13 A Climate Change Strategy will be developed for Hyndburn that will dovetail with the Lancashire Climate Change Strategy and set out how the Borough will respond to the challenge presented by Climate Change. The Borough's Climate Change Strategy will include a comprehensive set of indicators, some of which form the basis of the monitoring framework for the Core Strategy³⁹. The direction of travel of these indicators will be measured and be reported on through the Annual Monitoring Report (AMR).

Social Inclusion

- 3.14 The overall aim of Hyndburn's Sustainable Community Strategy is to "narrow the gap" between Hyndburn and other authority areas. Like climate change, social inclusion is a factor of many different circumstances and can only be addressed by taking a co-ordinated approach.
- 3.15 The Core Strategy will seek to reduce the gaps that exist between Hyndburn and more favourable areas wherever possible. The Balanced Development Strategy and policies will seek to provide the homes, jobs, services and infrastructure needed by communities. The policies of the Core Strategy will also seek to promote social inclusion and tackle deprivation and discrimination.

The Strategic Objectives

- 3.16 Six strategic objectives have been identified from the overall vision for the Borough. Within these strategic objectives, the key priorities for the district are highlighted in the bullet points. The ways that they will be delivered through spatial planning are set out in the Thematic Policies in Section 4 and the area related policies in Section 5 of this

³⁹ Included at Appendix 2.

document. They form the basis for the Core Strategy policies which will deliver the vision. The strategic objectives are interrelated and will contribute to the achievement of the cross-cutting objectives.

To create greater opportunities for all to access improved economic opportunities and to provide support for the local economy and higher wage employment.

- To provide sufficient land for the growth of existing businesses and to attract new higher value employment to the Borough. Sites will be developed in sustainable locations forming part of existing townships and at the Strategic Employment Site at Whitebirk.
- To develop a higher wage economy to help close the GVA gap and to retain skilled and qualified people within the Borough.
- To develop Accrington and Great Harwood as vibrant floral market towns with a wide variety of shops where people choose to spend their leisure time.
- To encourage employers to address worklessness in the Borough.

To provide for a range of educational opportunities and to raise attainment.

- To raise the current educational and skill levels by improving the range and quality of local provision including sixth form education so that young people can fulfil their aspirations.
- To equip individuals with the skills and aspirations necessary to compete for jobs in the labour market.
- To develop more graduate level skills within the workforce.

To provide for a greater choice and quality of housing.

- To provide sufficient housing of the right size and type to meet local needs, including those in need of affordable and supported housing or requiring larger family homes, higher value homes and homes to cater for an aging population⁴⁰. This will provide a more balanced housing supply with a choice of property types and tenure.
- To ensure that all new property will be built to high standards, in sustainable locations, making the best use of brownfield land and to designs which minimise carbon emissions and relate well to the local character.
- To ensure that areas of low demand housing are regenerated with a wider range of improved and new housing and supporting facilities, including local health centres and public open spaces.

To improve the quality of health of the residents of Hyndburn.

- To create an environment that will give people the opportunity to adopt a more active and healthy lifestyle that will improve health and increase life expectancy.
- To reduce high dependency on incapacity benefits and increase economic activity rates within the Borough.

⁴⁰ This can be achieved through the development of life time homes or through specialist housing such as extra care housing.

- To increase levels of participation in sport, leisure and physical activity.
- To improve mental well being.
- To develop safe residential areas and surroundings where people are at the heart of the design process.

To create a valued urban and rural environment.

- To protect and enhance the Borough's existing natural, built and cultural heritage resource.
- To develop Green Infrastructure by connecting and developing networks of footpaths, open space, parks, protected sites and water courses.
- To promote a sustainable, stable and safe approach to all new and existing building development, infrastructure, energy use and carbon emissions and use of natural resources.
- To achieve development that provides high standards of design, maintenance and security.
- To give particular emphasis to achieving development that contributes to the local character and distinctiveness of the natural, built and cultural heritage and attracts greater leisure use and enjoyment.

To provide easy access for all to good quality services and facilities.

- To promote more sustainable transport choices for people within the Borough by improving local transport networks and developing transport interchanges in and around the town and local centres.
- To provide new high quality health, education, leisure and culture facilities in accessible locations.
- To support the role of the market towns by directing shops and services to their centres and maintain local township centres.

The Balanced Development Strategy for Hyndburn

- 3.17 Recognising the locally distinctive features in Hyndburn, the Core Strategy presents both Borough-wide policies and a policy framework for the spatial components that comprise the Borough. The following overarching policy sets out the Balanced Development Strategy which provides the overall spatial framework within which future development will take place in the Borough. It provides the context for the thematic and area policies in the following chapters. It will also provide the strategic context for policies which will follow in later Development Plan Documents.
- 3.18 The Strategy seeks to provide balanced policy interventions aimed at delivering the objectives and vision of the Core Strategy with minimum negative impacts. It is framed within the context of Climate Change and prescribes the broad locations where development will take place, building on the existing settlement hierarchy, which continues to recognise Accrington as the main town in the Borough. It recognises the importance of developing brownfield land and securing regeneration but also

recognises the benefits associated with developing in highly accessible locations on the periphery of the existing urban area. At the same time, the policy will protect the majority of the rural areas from development, maintaining the distinctiveness of these areas. It seeks to protect and enhance environmental assets whilst ensuring that new development does not have an unacceptable impact on those assets. A final aspect of the strategy is to ensure that it supports enhanced accessibility and connectivity.

Policy BD 1: The Balanced Development Strategy

The following principles underpin the Local Development Framework for Hyndburn and other elements of the LDF, strategies and individual proposals should adhere to these principles:

- a) The existing settlement pattern and hierarchy of centres will be maintained and supported by concentrating development within the urban areas and in centres of a scale and type appropriate to their role. Accrington and its townships will accommodate the majority of new development. Modest growth is proposed in Great Harwood, and Rishton would develop in a manner consistent with its size and function. Development that is appropriate to the scale and role of the townships will be supported to help sustain these areas and the services they provide to their communities.
- b) Accrington Town Centre will be the principal centre and will provide for the Borough's key services, retail and town centre needs. Great Harwood will develop as a historic market town where new retail and town centre uses will be supported in the Town Centre provided it is at an appropriate scale. Rishton Town centre will be strengthened and enhanced as a local centre to provide key services to the local community.
- c) Development within the rural area will be limited to that supporting farm diversification and promoting leisure and recreational facilities whilst retaining landscape character. Within the settlements of Belthorn and Altham new development will be limited to that required to meet specific local needs that satisfy the requirements of Green Belt and other rural policies.
- d) Sufficient land will be made available to meet the Borough's employment and housing needs. Development of strategic employment sites at Whitebirk and Huncoat will help provide higher value job opportunities in accessible locations. Good quality employment sites will be protected and the improvement of poorer sites by allowing enabling development will also be supported. Land at the former colliery site at Huncoat will be developed for high quality housing to help meet the Borough's housing needs.
- e) The overall general extent of the Green Belt will be maintained. Locally important changes to the Green Belt will be made at the following locations:
 - i) Huncoat, between Altham Lane and the Railway;
 - ii) The former Huncoat Colliery, north of the railway;

- iii) Oswaldtwistle, the former chemical works;
- iv) Land to the south of Altham Business Park.

- f) Priority will be given to developing brownfield land within the urban areas, focussing investment and improvement in key regeneration areas and attracting new development into the highly accessible settlement at Huncoat.
- g) The LDF will recognise the importance of protecting and enhancing green infrastructure and addressing the causes and consequences of climate change.
- h) The LDF will recognise the importance of the environment in reinforcing the local sense of place and improving quality of life. Existing environmental assets will be protected and enhanced and new development will be expected to contribute to the local character and distinctiveness of the natural, built and cultural environment in which it is sited.
- i) The LDF will promote balanced communities where everyone has easy access to a range of services and facilities. Improvements in public transport will be secured and connectivity between Pennine Lancashire and Greater Manchester will also be improved.



Figure 8. Key Diagram (The Balanced Development Strategy)



4. Thematic Policies

4.1 This section presents the general thematic policies that apply across the Borough. These policies are broad based and designed to deliver the Balanced Development Strategy for the Borough. More detailed policy guidance will be set out in the Development Management DPD ,Site Allocations DPD and Neighbourhood Plans.

Economy

4.2 To create greater opportunities for all to access improved economic opportunities and to provide support for the local economy and higher wage employment.

4.3 The development of a sustainable and strong economy within the Borough is a fundamental requirement if the Borough is to address the deprivation and social inclusion issues that prevail. The Pennine Lancashire Economic Strategy aims to address underperformance and exploit local strengths, especially quality of place, by regeneration and restructuring of the economy. Priority interventions include the establishment of Whitebirk as a strategic site with a focus on aerospace, advanced manufacturing, medical, creative and environmental technologies. An existing commitment for a 35 ha site will need to be augmented by further strategic development in the longer term to enable the transformation of the Pennine Lancashire economy and wider regional regeneration.

4.4 Improved prosperity in the Borough requires a greater diversity of employment opportunities with increased emphasis on knowledge-based and service sector businesses. The development strategy provides for a choice of industrial and commercial premises by retaining suitable existing sites for start up businesses and small / medium sized enterprises, the retention and, where needed, modernisation of, existing business parks and the development of new sites to meet the needs of larger business operations and higher value employment. The Strategy will also seek to meet the future needs of existing businesses so that they remain in the Borough. Higher level skills in the local workforce are needed to attract employment in growth sectors to the Borough.

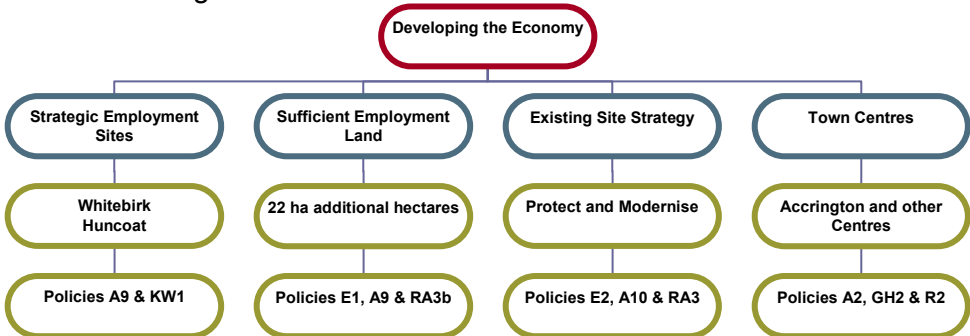


Figure 9. Key Elements of the Economic Strategy

- 4.5 The Hyndburn Sustainable Community Strategy aims to create a thriving local economy and sustainable market towns. The Hyndburn Economic Strategy identifies delivery through a variety of initiatives including the improvement of existing employment sites, bringing forward new sites and support modern business parks, in addition to supporting a strategic regional employment site at Whitebirk. The development of strong and vibrant town centres is a key tool in developing a strong economy. Other key initiatives include developing Accrington's Market Town role and promoting the Borough as a tourist destination. Investment in town and local centres will be at a scale to support their vitality and viability while maintaining sustainable shopping patterns.
- 4.6 The recession, coupled with adjustments needed to realign the national economy, are likely to mean that Pennine Lancashire, and Hyndburn, are unlikely to witness significant economic growth in Phase 1 of the Core Strategy. Nonetheless, it is important that positive policies are in place to support sustainable economic recovery.

Policy E1: Future Employment Provision

Approximately 58 hectares of land will be identified for employment uses (B1, B2 and B8) to meet the requirements of the Borough for the period 2011-2026. With the exception of land at Huncoat and south of Altham Business Park, sites will be identified within the existing urban area on either previously developed land or on greenfield land.

Accrington Town Centre will be the principal centre and will provide for the Borough's key services, retail and town centre needs. Great Harwood will develop as a historic market town where new retail and town centre uses will be supported in the Town Centre provided it is at an appropriate scale. Rishton Town centre will be strengthened and enhanced as a local centre to provide key services to the local community. The role and function of centres in the Borough is considered in more detail by policies A2, GH2, A3 and R2

- 4.7 To provide an environment that can foster sustainable economic growth, it is important to ensure that sufficient suitable land is identified for employment uses over the next 15 years. This land should not only relate well to the strategic road network but be accessible by a variety of modes of transport⁴². The Hyndburn Employment Land Study 2008 identified a need for an additional 58 ha for a 15 year period. This is based on historic rates of uptake and development of employment land in the Borough. The ELS identified that 36 ha could be provided from existing undeveloped sites allocated in the Hyndburn Borough Local Plan, leaving up to 22ha of employment land to be identified in the Site Allocations DPD to allow for a choice and range of sites. Part of the strategic regional employment site at Whitebirk will contribute to local employment needs. The actual amount will need to be agreed by the Pennine Lancashire Authorities (which include Blackburn with Darwen, Hyndburn, Burnley, Rossendale and Pendle).

⁴² This would be line with the approach advocated at Para 4.97

- 4.8 The majority of the land needed to meet the Borough's employment needs will be located within the urban boundary. However, it is proposed that the urban boundary be amended in Huncoat⁴³ to take advantage of the improved connectivity that development of the Link Road will bring. To meet the identified need of existing businesses, a modest extension to the existing business park at Altham is also proposed. The boundaries of the proposed changes to the Green Belt are illustrated in Appendix 6. Developers of major commercial or employment development will also be expected to develop and implement an employment strategy that sets out how they will work alongside Jobcentre plus to recruit employees and to promote training opportunities. This policy will be developed in more detail in the Site Allocations and Development Management DPDs.
- 4.9 Evidence from the Hyndburn Retail Study (2005) showed that there was capacity for further comparison and convenience retail provision up to 2015. Since the study was undertaken a number of significant proposals for supermarket developments have come forward in Accrington and Great Harwood. Three new supermarkets have recently been completed, one in Accrington and two in Great Harwood.
- 4.10 In the case of Accrington, a new supermarket has been opened on the edge of the town centre. This development has accounted for most of the remaining convenience capacity in the Borough and there is now little or no quantitative need. Although the range of comparison goods has improved, qualitative need remains and there is scope for more comparison goods to be sold. As well as "clawing-back" trade lost to other centres, Great Harwood has sufficient retail provision to meet the need for convenience goods. Recent developments have improved the range of comparison goods, however, it is also considered that some capacity remains in Great Harwood.
- 4.11 Recent assessments have considered retail need up to 2015. It will therefore be necessary as part of the monitoring and review of the Core Strategy to refresh and roll forward the assessments to cover the later years of the plan period. Further detailed policies for Accrington town centre, the principal centre in the Borough, are included in the Accrington Area Action Plan. Detailed policies for other centres will be included in the Site Allocations DPD.
- 4.12 Applications for developments for main town centre uses over 2,500 square metres outside centres defined in policies A2, GH2, A3 and R2 will require an impact assessment as set out in Planning Policy Statement 4 (or as subsequently amended).

Policy E2: Protection, Modernisation and Development of Employment Sites

- a) Existing business parks, major industrial estates⁴⁴ and other good quality employment sites will be retained for employment uses.
- b) The development of existing employment sites of adequate quality for alternative uses will only be permitted when part of the site is redeveloped for

⁴³ See Appendix 6 for details of changes to Green Belt boundary.

⁴⁴ Namely Junction 7 Business Park, Clayton-le-Moors; Petre Road Business Park, Clayton-le-Moors; Moorfield Industrial Estate, Altham; Huncoat Business Park, Bolton Avenue, Huncoat; Brookside Business Centre, Oswaldtwistle; Heys Lane Business Park, Great Harwood; Altham Business Park, Altham.

appropriate employment (within class B1) and where the criteria set out in part (c) below are satisfied.

c) Employment sites not falling within the scope of a or b above will remain in employment use unless it can be demonstrated that:

- continued use of the site would give rise to unacceptable environmental impacts, or;**
- there is no current or likely future demand for the site or premises for employment uses, or;**
- permitting an alternative use is the only viable means of retaining a building or premises which has particular architectural or historical significance.**

In all cases, redevelopment for alternative uses should not prejudice the operating conditions of other remaining employment uses

4.13 As well as seeking to develop new sites, it is also important to protect and enhance the Borough's good and adequate employment sites. Poor quality sites are potentially suitable for the development of other uses, including housing, and could be released over the first phase of the strategy. Sites considered to be adequate have potential for continued or enhanced employment uses. These sites may come forward for alternative forms of development towards the middle and later stages of the strategy. However, redevelopment proposals will be required to provide an element of modern employment use to compensate for the loss of existing employment land. This will help to ensure that the Borough's employment sites are steadily modernised while retaining a mix of uses within the existing urban areas.

4.14 The Site Allocations DPD/Neighbourhood Plans will identify the good, adequate and poor sites and this will be based partly on the findings of the Employment Land Study in Hyndburn. When preparing the Site Allocations DPD, consideration will also be given to the wider regeneration benefits of redevelopment in certain locations. For example, there is opportunity for a comprehensive regeneration scheme along the Leeds and Liverpool Canal in Rishton that would provide an attractive waterside environment.

4.15 The urban grain of the Borough is characterised by areas of densely developed terraced housing often clustered around former industrial buildings. These buildings provide employment opportunities that are readily accessible to local people. However some sites are in poor condition or create conflicts with surrounding residential areas. Some also have a low density of employment, meaning that the same number of people can be employed on a smaller, purpose built, and modern site that would not result in environmental problems for residential neighbours. Upgrading or redevelopment of these sites for modern businesses would maintain existing sustainable patterns of development. Opportunities for the re-use of mill buildings and other older industrial buildings should be considered where they have value as heritage assets or contribute to local character.

4.16 In order to demonstrate that there is no current or likely future demand for the site or premises for employment uses the site shall be marketed by at least one commercial

agent for employment purposes for at least 18 months. This requirement does not apply to poor sites identified in the Employment Land Study. However applications for non-employment uses will need to include information as to why they cannot be re-developed for employment purposes. The marketing must relate to the sale, and leasing, of land or property and either the reuse or redevelopment of the site or premises for employment purposes. Developers of major commercial or employment development will also be expected to develop and implement an employment strategy that sets out how they will work alongside Jobcentre plus to recruit employees and to promote training opportunities. This policy will be developed in more detail in the Site Allocations and Development Management DPDs.

Education

4.17 To provide for a range of Educational opportunities and to raise attainment

- 4.18 A commitment of the Sustainable Community Strategy is to create a place with high levels of educational achievement. Educational attainment in the Borough is improving, but continues to be lower than the national average, and young skilled people tend to be lost to other areas.
- 4.19 This means that a high proportion of local employees are in less skilled occupations, whilst there is a shortfall of people in professional, managerial or technical jobs. The employment profile of Pennine Lancashire is moving towards these professional, managerial and technical professions, and if there is insufficient skilled labour to fuel this growth, such employment opportunities could move elsewhere. Educational achievement, along with skills, can be improved through access to a range of high quality educational and training opportunities. The promotion of skills and qualifications from within the workforce, including investment in training, can also contribute towards improving skills.
- 4.20 The formation of linkages between higher education institutions and local businesses is an important way in which skills can be developed, and these linkages could be developed to incorporate a 'Graduates into Industry' scheme to support the retention and attraction of NVQ level 4 employees. The presence of a university in Pennine Lancashire would enable the sub-region to become more competitive. The Pennine Lancashire economy has 14,000 less graduates compared to other areas and is the largest area in the country to not have its own university. Blackburn and Burnley have been identified by the Higher Education Funding Council for England as priorities for such higher education development.

Policy ED1: New and improved educational facilities

The Council will support proposals for accessible, high quality educational facilities that improve basic and higher level skills and qualifications.

- 4.21 There is a need to raise educational attainment by providing access to a range of high quality educational and training opportunities for children, young people and those wanting to progress their education. Such opportunities will increase the amount of

skilled young people coming through secondary and further education, and will provide opportunities for existing employees to maintain and further their skills or to learn new skills.

- 4.22 Accessibility for all sectors of the community to high quality education has multiple benefits. It gives people the skills, confidence and knowledge to develop to their full potential and to contribute fully to society. It can help reduce the rate of unemployment and increase the level of skilled labour able to take-up higher level employment opportunities. This also has social benefits, including improved health and wellbeing and reduced crime.
- 4.23 The Borough Council will also work with Lancashire County Council on proposals to improve the provision and standard of primary schools in the Borough. The Council will also seek to work with Accrington and Rossendale College, Jobcentre Plus, the Young People's Learning Agency and employers to provide modern apprenticeships and on the job training.
- 4.24 Accrington Academy is a new, publicly funded, independent school which will provide high quality secondary education and sixth form facilities, and is the first such academy in Lancashire. Sixth form facilities are also being developed at St. Christopher's Secondary School, adjacent to the Academy. Accrington and Rossendale College (Accross) is a major provider of further education in the Borough.

Housing

4.25 To provide for a greater choice and quality of housing

- 4.26 Access to good quality affordable housing is an essential human need and it is vital to the creation of sustainable, mixed communities. It is also key to the economic prospects of Hyndburn, as the Borough's ability to attract and retain economically active residents will be influenced by the quality of its housing stock. The provision of a balanced housing market within Hyndburn is a key priority and this will be achieved primarily through the development of larger family homes in sustainable locations in the urban area. The Core Strategy will also set out a framework for the delivery of housing for other groups within the community including those who can't access the housing market. The housing strategy contains four main themes illustrated in Fig 10. This reflects the key elements of the Pennine Lancashire Housing Strategy / Market Progression Model which is described below.
- 4.27 The distribution of housing accords with the Balanced Development Strategy in that the majority of new housing will be within the urban area of Accrington and the adjoining townships, Great Harwood and Rishton. The distribution is also a reflection of the role and function of these settlements and the regeneration opportunities that exist within them.

Accrington and Townships and Knuzden	75% of new housing
Great Harwood	15% of new housing
Rishton	10% of new housing

- 4.28 There is sufficient land to accommodate the number and distribution of houses proposed. The Site Allocations DPD will identify three, five year, phases of housing development and housing sites will be selected from sites within the existing urban boundary, a review of sites formerly identified as “Areas of Special Restraint” in the 1996 Hyndburn Local Plan, and other sites identified by the Core Strategy.
- 4.29 Huncoat benefits from being well located in relation to the strategic road and rail network. A strategic employment site and new road infrastructure is also proposed in this part of the Borough. For these reasons Huncoat is considered to be an ideal location in which to develop high quality family homes which may appeal to people within the Borough or those who may wish to move to Hyndburn. A large site has therefore been identified on the edge of Huncoat, in proximity to the railway station, for the development of high quality family homes.
- 4.30 National and regional policy emphasise the need to focus development within urban areas as this is intrinsically linked to the principle of sustainable living, existing urban areas being most accessible to facilities and services. To this end, Hyndburn’s compact urban area, comprising high density housing and a network of centres linked by transport corridors and identified regeneration areas, has the greatest potential to accommodate future housing in a sustainable manner. Whilst the Borough has a close knit urban grain, it is characterised by having a large number of small and medium sized vacant sites, or underused industrial sites in poor locations, that are suitable for housing development.

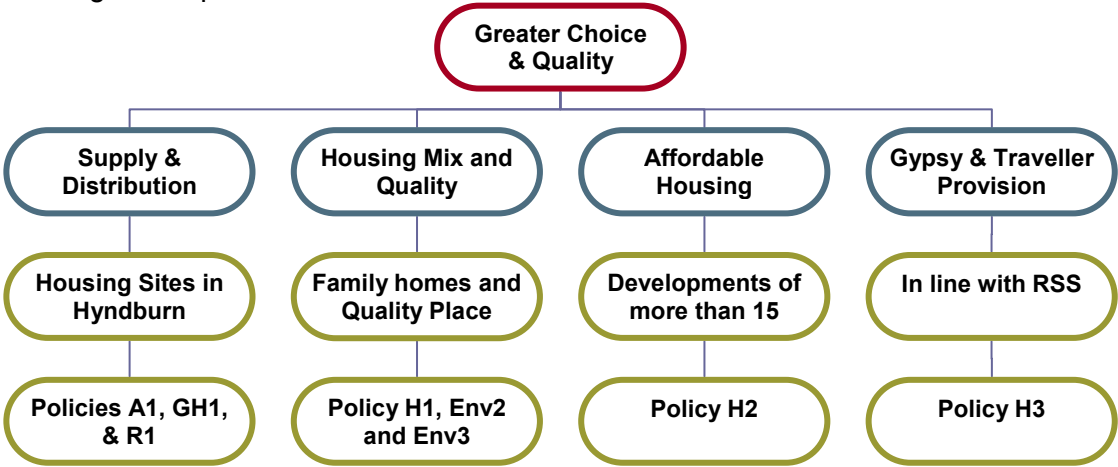


Figure 10. Key Elements of Housing Strategy in Core Strategy

- 4.31 The Market Progression Model (MPM) promotes housing growth, economic competitiveness and inclusion to achieve a balanced housing market. It will do this by addressing housing and neighbourhood regeneration arising from market failure in the land, labour and housing markets, whilst accelerating areas of growth. It will drive private investment to raise the quality, balance and accessibility of housing in Hyndburn and Pennine Lancashire. The model represents a shift away from targeting interventions purely by housing needs, towards a market led approach for sustainable economic and social renewal. The central element of the model is to deliver the three objectives of the Pennine Lancashire Housing Strategy – Quality, Quantity and People.

- To ensure sufficient quantity, high quality and appropriate housing to meet the economic aspirations and social needs of Hyndburn and Pennine Lancashire;
- To develop sustainable neighbourhoods that can retain successful households and offer opportunities to inward movers and investors, reducing the disparities between neighbourhoods. Providing linkages to economic growth and employment opportunities and improving overall economic performance;
- To meet the housing, health and support needs of our residents and vulnerable people, promoting better services, more choice, accessible and fully integrated communities.

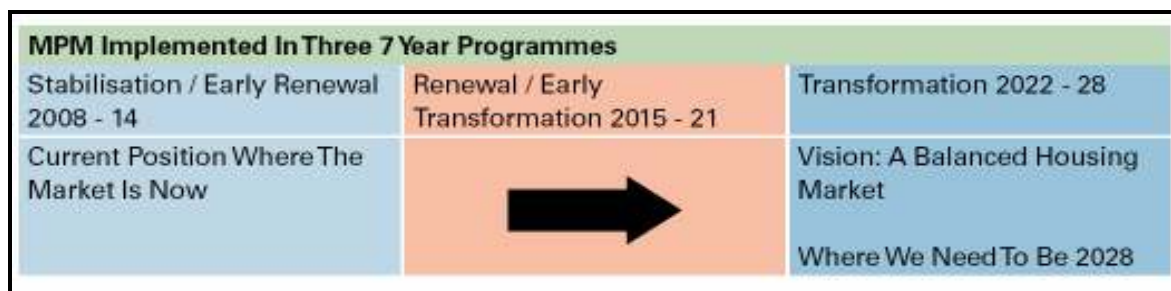


Figure 11. The Market Progression Model (MPM).

Source: Pennine Lancashire Housing Strategy, 2009.

- 4.32 Existing dwellings have a key part to play in delivering a balanced housing market, particularly in the first period of the MPM and to complement new housing development taking place. In the light of prevailing economic conditions early signs of renewal may be witnessed in Phase 2 of the Core Strategy with transformation in Phase 3. The Housing Market Renewal programme is ongoing in both East and West Accrington and seeks to regenerate older housing areas through refurbishment and improvement and clearance and redevelopment. The Council will also work with house-owners and landlords to ensure that empty properties are brought back into use, maximising use of the existing housing stock. Action will also be taken under s.215 of the Town and Country Planning Act to secure improvements to properties that are not adequately maintained.

Policy H1: Housing Provision

Provision will be made for 3200 dwellings (net of demolition) during the period 2011-2026 and a five year supply of deliverable sites for housing development will be maintained.

New housing development will aim to provide a mix of house types based on the following proportions:

Detached	26%
Semi-detached Housing	49%
Terraced	5%
Bungalows	8%
Flat / Maisonette	12%

New apartment development will only be supported within, or within walking distance (250m or closer) of, Accrington and Great Harwood Town Centres or as part of high quality developments in canal side locations where the regeneration benefits of this type of development can be demonstrated. The development of bungalows and specialised “extra care” homes for elderly people will be supported.

There will be a strong presumption against the development of housing within the garden or curtilage of residential properties.

- 4.33 The housing requirement for Hyndburn is set out in the RSS⁴⁶. This sets out a requirement of 189 dwellings per annum for the period 2003-2021. Over the 15 year plan period 2011 to 2026 this equates to 2835 dwellings. The RSS has a base date of 2003 and based on annual monitoring of housing completions it is estimated that there has been a shortfall of 362 dwellings during the period 2003-2011 when assessed against the RSS requirement. When this shortfall is added to the 15 year requirement this gives a total figure of about 3200 dwellings. This figure is net of demolitions.
- 4.34 The housing provision figure will be made up from: completions from 1st April 2011; sites which already have planning permission; and sites which will be allocated in subsequent Development Plan Documents. No allowance is made for windfall sites⁴⁷.
- 4.35 The distribution of new housing will be in accordance with the Balanced Development Strategy Policy BD1 and as set out in area policies A1, GH1, R1 and RA1. The Strategic Housing Land Availability Assessment indicates that there is sufficient potential housing land to meet the requirement in terms of quantity and spatial distribution.
- 4.36 There is a particular need to balance local housing markets by increasing the variety of stock, in terms of house type, within the Borough's townships in accordance with the Strategic Housing Market Assessment and Housing Needs Study. The housing offer has a larger proportion of small 2/3 bedroom terraced dwellings which account for over half the overall housing stock⁴⁸. Most of the properties also fall within Council Tax categories 'A' and 'B' with fewer housing within high 'E' banding than the north-west and national average. The mix sought by the policy is intended to be achieved over the Plan period and across the Borough.
- 4.37 In Hyndburn, it is anticipated that the number of people aged 65+ will increase significantly by 2029 with a corresponding need to provide suitable accommodation including bungalows. Improved health in later life will change the accommodation requirements for older people away from traditional nursing or care homes and towards 'extra care' housing where occupants live independently with varying degrees of care and support. There will be increased emphasis on delivering Building for Life

⁴⁶ Whilst the Government has set out its intention to abolish the RSS, until its abolition the Core Strategy must be in general conformity with the RSS.

⁴⁷ Defined at paragraph 59 of PPS3

⁴⁸ Hyndburn Housing Needs Assessment (2008)

and incorporating the objectives of Lifetime Homes, recognising that these initiatives also contribute towards meeting the requirements of the Code for Sustainable Homes.

- 4.38 The majority of new housing will be developed on previously developed land and will also be within the existing urban area. A key part of the Balanced Development Strategy for the Borough is to secure regeneration and support the Housing Market Renewal Initiative. The fabric of the urban areas within Hyndburn is characterised by having a large number of small to medium sized under-used or derelict sites that are suitable for housing development. In the past this has resulted in a large proportion of new housing being developed on “windfall” sites and a high proportion of new housing being developed on previously developed land.
- 4.39 The development of housing within the garden or curtilage of residential properties is a key issue in the Borough⁴⁹. Hyndburn is an area with terraced housing built at high densities. There are very few houses with large gardens in the Borough. Where they exist, these areas are often characterised by larger houses built at lower density with a distinctive character that relate well to their surroundings and support a sense of local pride and civic identity. Developing housing within the gardens of larger properties not only serves to increase the density of areas but also reduce their attractiveness, bringing about a steady erosion of their character and appearance. These areas often make a significant contribution to townscape and the overall quality of place.

Policy H2: Affordable Housing

On developments of 15 or more houses the developer will be required to make provision for 20% of the houses to be affordable. In meeting this target consideration will be given to the availability of financial grants and evidence on the economic viability of individual developments.

- 4.40 Whilst affordability issues in Hyndburn are not as great as other areas in England, there are still people within the Borough who are unable to access the housing market. Taking into consideration the Strategic Housing Market Assessment, which concludes that a realistic affordable housing provision to be around 20%, this equates to about 38 affordable dwellings per year. This should normally be provided on the site of the development.
- 4.41 There are variations in the need for affordable housing across the Borough because affordability is linked to incomes and house prices. In the older urban core, where there is a large supply of two bed terraced properties, the challenge is to provide a mix of properties which allow households to move within the area as their circumstances change. Equally, in other parts of the Borough, such as Baxenden where house prices are above the Borough average⁵⁰ and demand is high there are particular affordability problems which prevent access to the housing market.

⁴⁹ The Government have clearly indicated that local authorities have discretion to develop their own policies in respect of housing development within gardens. Letter from CLG to Chief Planning Officers dated 19 January 2010. The Development Management DPD will contain a policy relating to housing development within gardens.

⁵⁰ £149,497 compared with £103,305, Source: *Housing Needs Assessment* 2008.

- 4.42 Delivery of affordable housing presents a significant cost to the developer and in depressed housing markets where land values are low, insistence on a high level of affordable housing is likely to render many housing sites unviable in economic terms⁵¹. On sites where more than 15 new houses are proposed the developer would be expected to submit an economic viability assessment where the level of affordable housing proposed is less than 20%. If the development is not commenced within 3 years the developer will be expected to provide the full amount (20%) of affordable housing unless a new viability assessment is submitted and assessed. This would be controlled through a legal agreement under s.106 of the Town and Country Planning Act.
- 4.43 Since delivery of affordable housing is embedded with the delivery of market housing, it is unlikely that the Borough will see much affordable housing developed until Phase 2 of the Core Strategy. The policy will be supported by an SPD which will detail the proportions of affordable housing that are required in different areas and the ways in which they might be provided.

Policy H3: Gypsy and Traveller Provision

Adequate provision will be made in the Borough for Gypsies, Travellers and Travelling Showpeople by:

- **Protecting the existing site in Altham for the use of Travelling Showpeople;**
- **Protecting existing permanent sites which are authorised for Gypsy and Traveller use;**
- **Identifying land at Sankey House Farm to meet future needs.**

- 4.44 A significant proportion of the Gypsy and Traveller sites in Lancashire are located in Hyndburn. The Council believes that provision of sites for Gypsies and Travellers should be equitably distributed across all districts. The most recent assessment of need and distribution was made in connection with the Review of the Regional Spatial Strategy. This advocated a more equitable approach to provision and, notwithstanding the abolition of RSS, the Borough Council still support the principles that underpinned that Review. In the North West the distribution of pitches is heavily skewed towards a small number of local authority areas, a position that is often compounded by the methodology employed in undertaking Gypsy and Traveller Accommodation Assessments. Only by ensuring that accommodation is more evenly distributed will the housing rights of Gypsy and Traveller communities in the North West be genuinely incorporated into mainstream housing provision.
- 4.45 Sufficient land⁵² has been identified to meet the Borough's permanent and transit requirements for the Gypsy and Traveller community up to 2016 (comprising 10 permanent pitches and 5 transit pitches) and the one large site⁵³ for use by travelling

⁵¹ The Affordable Housing Viability Assessment, 2009.

⁵² Council resolution May 2010 concerning extension of Gypsy and Traveller site at Whinney Hill (Sankey House Farm).

⁵³ Site in Altham.

showpeople will be protected to allow its continued use for this purpose. Since sufficient land has been identified to meet the needs of the Borough, the Council will not support proposals for Gypsy and Traveller Sites in the Green Belt⁵⁴. The Site Allocations and Development Management DPD will identify this land and set criteria for the consideration of applications for the period beyond 2016.

Health

4.46 To improve the quality of health of the residents of Hyndburn

- 4.47 A commitment of the Sustainable Community Strategy is to make Hyndburn a place where all people have the opportunity for a healthier and longer life. There are health inequalities in Hyndburn by gender, level of deprivation and ethnicity, and the Borough is significantly worse than the national average in many areas relating to healthy lifestyles, mental health and life expectancy (Hyndburn Health Profile 2009). The aim, therefore, is to create an environment that will support health and wellbeing and provide support for people to make healthy choices more easily. The health of individuals and communities is determined by their circumstances and their environment. For example, education, housing, the physical environment and access to health services are all factors which affect our health. Many groups and individuals are adversely affected by more than one of these factors. This worsens their health and widens the inequalities within communities.
- 4.48 Diet also has a significant impact on health. Food from take-aways and other outlets comprises a significant part of people's diet and recent NHS guidance⁵⁵ encourages planning authorities to restrict take-aways in specific areas, for example within walking distance of schools. This will be explored in the Development Management DPD.



Fig 12 (overleaf): Influencing the wider determinants of health and well being, Dalgren and Whitehead. Source: Sustainable Community Strategy for Hyndburn

- 4.49 A concerted effort is needed from a wide range of individuals and organisations to reduce the impact of the determinants of poor health. The Sustainable Community

⁵⁴ Paragraph 49, Circular 01/2006, Planning for Gypsy and Traveller Caravan Sites.

⁵⁵ NICE Public Health Guidance 25. Prevention of Cardiovascular Disease, June 2010.

Strategy uses Dalgren and Whitehead's "Rainbow Model" to demonstrate the links between an individual's health and the wider determinants of health.

Determinants of Wellbeing	Core Strategy Policies
Agriculture and food production	Policy Env1 – Green Infrastructure
Education	Policy ED1– New and Improved Education Facilities
Work environment	Policy E2 – Protection, Modernisation and Development of Employment Sites
Living and working conditions	Policy HC1 – Green Space & facilities for walking & cycling Policy Env1 – Green Infrastructure Policy Env6 – High Quality Design Policy Env7 – Environmental Amenity
Employment status	Policy A9 –Employment Site at Huncoat Policy KW1 – Strategic Employment Site at Whitebirk Policy ED1 – New and Improved Education Facilities
Water and sanitation	Policy Env4 – Sustainable Development & Climate Change
Health care services	Policy HC2 – Leisure, Health and Culture
Housing	Policy H1 – Housing Mix Policy H2 – Affordable Housing Policy Env4 – Sustainable Development & Climate Change

Table 9. Improving Health and Well-being.

Policy HC1: Green Space and facilities for walking and cycling

Major housing development (10 or more dwellings) will contribute towards the provision and maintenance of good quality, accessible, multi-functional green space.

If it is demonstrated that it is not possible to make provision on site, then a financial contribution in lieu of actual provision will be provided by the developer that will be used to improve or maintain nearby areas of green space and improve pedestrian or cycleway facilities.

Development comprising 5 houses or more, or commercial development of one hectare or 1,000 square metres of floorspace, will be required to provide or improve facilities that encourage walking and cycling.

- 4.50 Accessible, good quality green space is essential for the health, well-being and quality of life of the Borough. It provides opportunities for recreation, and can encourage people to walk and cycle to their destinations. It provides habitats for wildlife and helps to combat the effects of climate change. It improves the environment, thus contributing towards local distinctiveness. This can improve the image of the wider area, providing

a setting for economic growth. It can also attract and retain people to an area, ensuring a stable population and labour supply.⁵⁶

- 4.51 The World Health Organisation defines health as being a state of complete physical, mental and social well-being and there is evidence that the components of Green Infrastructure make a contribution in all of these dimensions⁵⁷. The Borough is seeking to develop its Green Infrastructure and will support proposals that enhance existing greenspace or which provide additional greenspace. Wherever possible, new green space should be provided where there is a lack of provision or where the most severe health inequalities are prevalent.⁵⁸ Where new green space is provided it will also be necessary to consider how this can link into existing networks of green space and whether those networks can be improved, complementing the green infrastructure network (see policy Env1). The development of Green Infrastructure should therefore also bring significant indirect health benefits to the residents of Hyndburn.
- 4.52 Green spaces that form links to and from destinations provide opportunities for walking and cycling. Walking and cycling provide an opportunity to build moderate physical activity into our routines. They are good for our health, helping to counteract obesity, coronary heart disease, stroke, diabetes and cancer, in addition to improving mental wellbeing⁵⁹. They also reduce emissions if they are used instead of the car or public transport, thus improving air quality. The Council will support the development of safe and secure cycle ways across the Borough to provide better opportunities for cycling in Hyndburn.
- 4.53 The provision of facilities that encourage safe walking and cycling would normally include cycle storage facilities and may also include the provision of safe, high quality walking and cycling infrastructure to improve existing routes, or incorporate high quality design into new routes. If it is demonstrated that such provision is not possible, a financial contribution in lieu of actual provision will be acceptable. To encourage children to walk or cycle to school, we will work in partnership with Lancashire County Council and the police to provide Safe Routes to Schools, and will also improve the safety of our roads to foster a more appealing walking and cycling environment generally. The Development Management and Site Allocations DPD will develop the approach advocated by Policy HC1 in more detail.

Policy HC2: Leisure, Health and Culture

Proposals for new or improved sports, recreation, health, community and cultural facilities will be supported⁶⁰. Existing sports and recreation, health, community and cultural facilities will be retained unless it can be demonstrated that such facilities are no longer necessary, or where adequate alternative provision is made to meet the needs of the community served by the facility.

⁵⁶ Green Infrastructure North West

⁵⁷ Kuppuswamy, H. Improving Health In Cities Using Green Infrastructure: A Review. Forum Ejournal 9, December 2006. Newcastle University, 2009.

⁵⁸ North West of England Regional Spatial Strategy to 2021, Policy L1

⁵⁹ Department of Transport – Walking and Cycling Action Plan.

⁶⁰ Location-based criteria will be included in the Development Management DPD.

- 4.54 Sports and recreation facilities which provide opportunities for healthy lifestyles, such as sports centres, leisure centres and swimming pools, are important assets that contribute towards health and wellbeing and quality of life. They can also contribute towards improving community cohesion and social inclusion. The provision of such facilities has a vital role in improving the overall health and wellbeing of the Borough.
- 4.55 Access to good quality health services is vital in enabling local residents to easily obtain the healthcare they need. Such services should be developed, improved and made accessible for the whole community, with particular attention being given to areas of greatest need or which are poorly served⁶¹. Mixed-use sport, recreation or leisure facilities that attract large numbers of people would be expected to be located in highly accessible locations in or adjacent to town centres, or in district or neighbourhood centres⁶². Hyndburn has some very high quality public parks within its urban areas. These provide a valuable recreation resource for local residents and visitors and will be protected and enhanced.

Policy HC3: The Design of Residential Roads

Proposals for residential development should be designed in accordance with the principles established in the Manual for Streets with the aim of reducing vehicle speeds to no more than 20mph. The Design and Access Statement submitted as part of the planning application should demonstrate how this has been achieved.

- 4.56 The number of fatalities and serious injuries to children in residential areas remains unacceptably high and can be reduced by improving highway safety and through the development of home zones, or neighbourhoods designed according to the Manual for Streets, where children feel able to play on streets. New residential streets should be designed in accordance with the Manual for Streets which, through development design, ensure that vehicle speeds do not exceed 20mph. Ideally, streets should be designed in a way that control vehicle speeds naturally rather than having to rely on unsympathetic traffic calming measures⁶³. The guidance recommends that:

“for residential streets, a maximum design speed of 20mph should normally be an objective. The severity of injuries and the likelihood of death resulting from a collision at 20mph are considerably less than can be expected at 30mph.”

Manual for Streets, para 7.4.2.

Policy HC4: Community Benefits / Planning Obligations

Where needs arise directly as a result of development, the Council will seek to secure planning obligations or agreements pursuant to Section 106 of the Town and Country Planning Act 1990. Through such obligations and agreements the Council will seek to

⁶¹ North West Regional Spatial Strategy, Policy L1.

⁶² In accordance with PPG 17 and PPS 4.

⁶³ The Department for Transport are undertaking a consultation exercise on a proposed revision of their speed limit circular, 01/06. This consultation focuses on the need for 20mph to be the speed limit in residential areas. See letter from DfT Road User Safety Division dated December 2009.

ensure that development proposals meet the reasonable cost of new infrastructure made necessary by the proposal including: transport, utilities, education, community and cultural facilities, health, leisure and waste management.

- 4.57 This policy sets the overarching framework in relation to the negotiations of planning obligations and agreements. National advice, including appropriate tests for agreements, is set out in Circular 05/2005 'Planning Obligations.' Regulations were introduced by Government in April 2010 concerning the new Community Infrastructure Levy (CIL) which can also provide for developer contributions to infrastructure provision. It is intended to prepare a SPD which will set out the Council's approach to obtaining and using developer contributions.

Environment

4.58 To create a valued urban and rural environment

- 4.59 This section will set out the way in which the Core Strategy will protect and enhance the environmental quality of the Borough. It does this by establishing a policy framework for developing Green Infrastructure and its constituent components, to better meet community needs and support effective regeneration. It will present a framework for the development of a high quality urban environment that is well connected to the countryside, whilst at the same time affording protection to the built assets of the Borough. Health, well-being and the quality of life experienced by people in Hyndburn will all be influenced by the quality of the urban and rural environment. The environment is also important in its own right and contributes towards the image and prosperity of the Borough and Pennine Lancashire.
- 4.60 Some areas of the Borough have been identified as areas at risk of flooding by the Environment Agency. Any proposed development which lies within flood zones 2 and 3 should be accompanied by a site specific flood risk assessment to demonstrate that the development will be safe and how the risk of flooding would be managed. A flood risk assessment is required for developments within flood zone 1 where the development is over one hectare in area. When preparing the Site Allocations DPD, the Council will take into consideration the sequential approach advocated by PPS 25⁶⁴ when considering sites to be allocated. During the first phase of the Core Strategy the Council will also work with the Environment Agency and United Utilities to better understand the causes and impacts associated with surface water flooding.

Policy Env1: Green Infrastructure

Green infrastructure resources will be protected, enhanced and extended, and by linking these resources, a multi-functional Green Infrastructure network will be created. Where developments are within, or in close proximity to the Green Infrastructure network they will be expected to contribute towards its protection and enhancement.

⁶⁴ This should also make provision for a Level 2 Strategic Flood Risk Assessment.

- 4.61 Green Infrastructure can be defined as the multi functional green space, both new and existing, rural and urban, within and between our towns and villages, which supports natural and ecological processes and is integral to the health and quality of life in sustainable communities⁶⁵. It is a network of environmental and community resources and multi-functional open spaces that includes formal parks, gardens, allotments, woodlands, green corridors, waterways and watercourses, rights of way, playing fields, street trees and open countryside. It comprises all environmental resources including sites of ecological and geological value, and thus a green infrastructure approach also contributes towards sustainable resource management.
- 4.62 Some of the significant resources contributing to the Green Infrastructure network of the Borough include the Leeds and Liverpool canal corridor, Hyndburn Greenway (part the National Cycle Network) and local linkages which need to be provided for improved accessibility, one existing Local Nature Reserve (LNR) at Foxhill Bank, Oswaldtwistle and proposed LNR declarations at Woodnook Vale/Priestley Clough and Peel Park/Coppice in Accrington, the latter also having potential for comprehensive enhancement as a country park. Linkages and enhancements can also be made with the more formal provisions of parks, sports and recreational facilities such as Oakhill Park, Accrington and other parks in each town, Wilson playing fields, Clayton-le-Moors and others serving more local needs, numerous playgrounds and youth facilities such as skate parks and multi-use games areas, together with cricket grounds and golf courses. The key resources and opportunities for linkages and enhancements will be further identified in the Site Allocations and Development Management DPDs, with reference to audits and standards for green space provision⁶⁶
- 4.63 Creating an attractive high quality environment in and around our towns and villages is critical if Hyndburn is to attract people and businesses into the area and retain those who already live here. Encouraging people to access the countryside, walk and cycle is not only good for their health and well-being but it also helps the rural economy. It will also assist in mitigating and adapting to the impacts of climate change.
- 4.64 There are acknowledged economic and health benefits associated with closer integration of urban areas with rural areas and the development of networks that allow movement from one area into another. The enhancement and protection of the countryside between, and around, towns is also essential if Hyndburn is to be seen as an attractive place to visit and to do business. It is also important for its intrinsic landscape and ecological value. Large areas of Pennine Lancashire are designated Green Belt, are within an Area of Outstanding Natural Beauty (AONB) or have landscape or ecological value. Part of the Borough, including the village of Belthorn, falls within the West Pennine Moors. This area is managed with a view to encouraging enjoyment of the countryside whilst at the same time promoting sustainable regeneration of the area and protecting and conserving its natural and cultural heritage. Together these elements all form part of the sub-region's green infrastructure and contribute towards the concept of Pennine Lancashire as a Green City.

⁶⁵ Consultation Paper on a new Planning Policy Statement: Planning for a Natural and Healthy Environment, CLG, March 2010.

⁶⁶ Including an Open Space Audit carried out to fulfil the requirements of PPG17 and cross referring to the Accessible Natural Greenspace Standards (ANGSt)

4. 65 To maximise the benefits of green infrastructure it will be necessary to ensure that Hyndburn works with its neighbours to ensure that green infrastructure is not restricted by administrative boundaries and that it is developed and enhanced through the Local Development Frameworks of each authority, using the Lancashire Green Infrastructure Strategy as a basis for this.

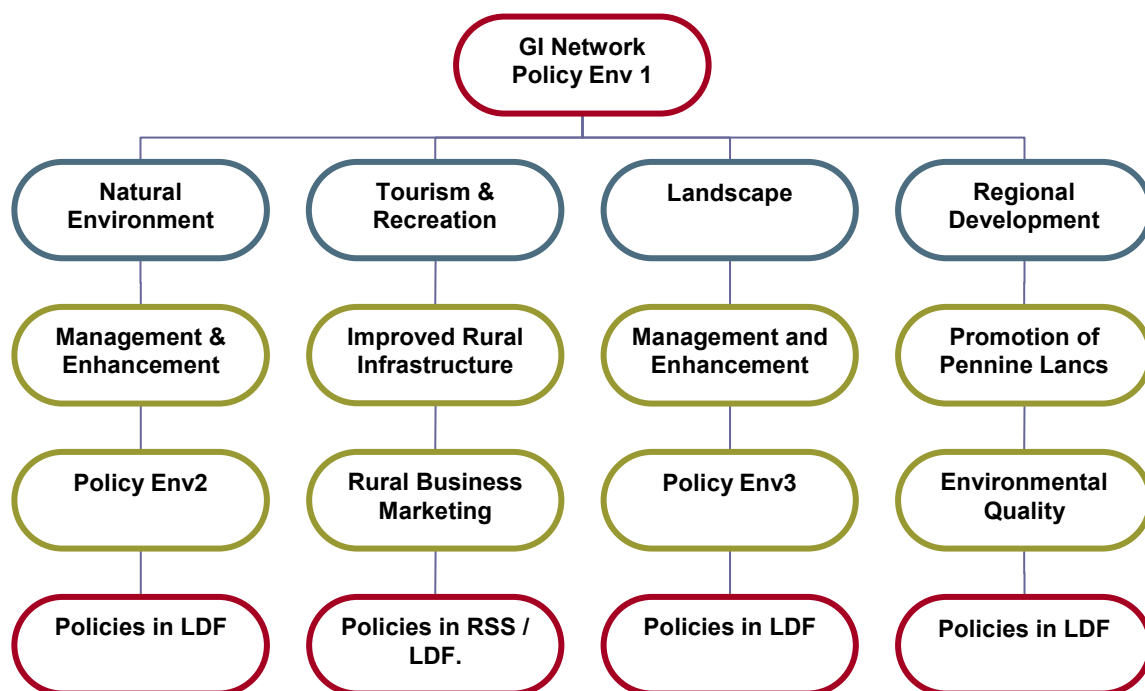


Figure 13. Elements of Green infrastructure

Policy Env2: Natural Environment Enhancement

Opportunities for natural environment enhancement will be secured by ensuring that all development within or in proximity to ecological or geological resources:

- a) protect those resources, and;
- b) incorporate appropriate resource enhancement and positive management measures, and;
- c) contribute to an effective ecological network through expansion and re-connection of environmental resources, particularly where such improvements would complement local regeneration priorities and improvements to health and well-being.

The level of protection afforded to ecological and geological resources will depend upon their level of importance and vulnerability.

- 4.66 There are a variety of nationally, regionally and locally important resources of ecological and geological value in Hyndburn. These will be protected and enhanced in

line with national policy⁶⁷, the strongest levels of protection being afforded to resources of international or national importance whilst the degree of protection afforded to resources of regional or local importance will depend upon a variety of factors including their contribution towards the ecological network and their vulnerability. Other areas suitable for habitat enhancement, expansion and re-connection will also be identified. This will be developed in more detail in the Site Allocations and Development Management DPD.

4.67 The natural environment resources of the Borough include 32 Biological Heritage Sites (as at November 2010) which have habitat value of regional significance and a programme for encouraging positive management of these sites is underway. There is a wide variety of habitat types, including UK priority Biodiversity Action Plan priorities such as upland oak woodland at Priestley Clough Accrington, blanket bog and heathland at Oswaldtwistle Moor, and some small but significant occurrences in the heart of the urban area such as reedbeds at Platts Lodge, Accrington. Sites with more local biodiversity value are also being identified, together with key wildlife corridors and locations where expansion or enhancement would be beneficial, including opportunities to introduce biodiversity value and linkages within the urban area.

4.68 Measures that enhance, expand and connect these resources can contribute towards the development of a robust ecological framework in a manner that addresses the priorities of the Lancashire Biodiversity Action Plan and issues of habitat fragmentation and species isolation. Trees, woodlands and hedgerows also form an important part of Hyndburn's landscape and ecological resource and make a vital contribution towards creating a sense of place and habitat linkages.

Policy Env3: Landscape Character

The design of new development must be appropriate to the landscape character type within which it is situated and should contribute towards the conservation, enhancement, or restoration of landscape character or creation of appropriate new features. Landscape character will be protected and enhanced by:

- a) Ensuring that new development is well integrated with the existing settlement pattern, respecting the small scale dispersed pattern of farmsteads and clusters of buildings;**
- b) Maintaining and reinforcing a clear distinction between the urban edge and the rural areas;**
- c) Restricting new development on the upper slopes of prominent hillsides and minimising the impact of development on prominent ridge and summit lines;**
- d) Maintaining consistency of building materials, details and design;**
- e) Encouraging the restoration of traditional field boundary walls and hedgerows, and;**

⁶⁷ PPS 9. There is not a need to repeat national policy in the Core Strategy.

f) Encouraging the creation of new complementary landscapes in association with new developments.

- 4.69 The landscape character of the majority of the Borough is 'Industrial Foothills and Valleys'⁶⁸. All the main settlements lie within this landscape area as do the canal, the motorway and the railway line. Intensive development with a strong industrial history surrounded by small scale farming is a key feature. The gentle landform with distinctive stone vernacular architecture; woodlands and hedgerow trees; stone walls and historic field patterns also contributes to the distinctive local character. There are sites of former industrial activity in need of landscape restoration and reuse.
- 4.70 The south of the Borough is 'Moorland Fringe'⁶⁹ leading into 'Moorland Hills'⁷⁰. The fringe is typified by a rolling landscape of marginal sheep pastures with stone walls and isolated stone farmsteads. Belthorn is the only settlement within the area. The hills have an open, exposed character with significant archaeological and natural value, including Oswaldtwistle Moor Biological Heritage Site.
- 4.71 A small area on the eastern boundary of the Borough is 'Enclosed Upland'⁷¹ where past mineral exploitation has been largely abandoned and the landscape is bleak and somewhat derelict. Isolated farmsteads and stone walls contribute to the overall character. Degraded sites are in need of landscape restoration.
- 4.72 A key landscape feature to the north west of Great Harwood and Rishton is typified as 'Farmed Ridges'⁷². This prominent ridge area supports mixed farming and woodland and provides long views across the Borough. Stone farmsteads lie scattered along the narrow lanes and Dean Clough Reservoir Biological Heritage Site contributes significant natural value.
- 4.73 The landscape settings of Great Harwood, Rishton, Clayton-le-Moors, Church. Oswaldtwistle and Altham are designated as Green Belt with partial Green Belt status around Accrington, Huncoat and Baxenden. Detailed policies aimed at safeguarding and enhancing local landscapes will be developed in the Site Allocations and Development Management DPDs.

Policy Env4: Sustainable Development and Climate Change

All development must minimise negative impact on the environment and help to mitigate against the likely effects of Climate Change on present and future generations. This will be achieved by:

- a) Ensuring that new development is in sustainable locations, is accessible to goods and services, can be accessed on foot and by bicycle and improves links with public transport networks;**

⁶⁸ Landscape and Heritage SPG 2006 Lancashire County Council

⁶⁹ Landscape and Heritage SPG 2006 op cit

⁷⁰ Landscape and Heritage SPG 2006 op cit

⁷¹ Landscape and Heritage SPG 2006 op cit

⁷² Landscape and Heritage SPG 2006 op cit

- b) Seeking to use locally sourced, reclaimed, recycled or low environmental impact products in design and construction and provide facilities for effective sustainable waste management in the operation of the development;**
- c) Improving water efficiency standards by incorporating measures to recycle and conserve water resources;**
- d) The incorporation of sustainable drainage systems;**
- e) Incorporation of renewable or low carbon energy technology to provide at least 10% of predicted energy demand where feasible;**
- f) The inclusion of greenspace, landscaping and habitat related enhancements;**
- g) minimising greenhouse gas emissions through the use of high standards of insulation and by taking advantage of natural energy through the orientation and design of development, and by;**
- h) Retro-fitting the above measures as part of proposals that involve a change of use or extension to an existing commercial or residential property;**
- i) Ensuring that new development is directed away from areas at a high risk of flooding and incorporating appropriate mitigation against flooding in areas of lower risk;**
- j) Ensuring that contaminated land, land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate remediation and mitigation measures.**

4.74 The purpose of this policy is to ensure that development reflects best practice in terms of sustainable design and construction, minimises carbon emissions and is adaptable to future effects of climate change.

4.75 In order to encourage decentralised and renewable or low-carbon energy sources all new developments will be required to include such installations within the site, using the most appropriate technology⁷³. The development of Low Emissions Strategies⁷⁴ and the adoption of recognised best practice would also help deliver sustainable development. Residential developments and conversions, comprising 5 or more units and non-residential developments of 500 m² or more, should install and operate appropriate decentralised, renewable or low-carbon energy sources to reduce the carbon emissions for their predicted energy use. The minimum requirement of 10% will increase in accordance with targets specified in the Development Management DPD. The design, orientation and layout of all new developments must achieve effective passive solar gain and install and operate an appropriate solar renewable installation, unless these can be proved to be unsuitable or unviable. New

⁷³ Guidance on this can be obtained from Envirolink North West (www.envirolinknorthwest.co.uk) and the Energy Saving Trust (www.energysavingtrust.org.uk).

⁷⁴ Low Emissions Strategies, using the planning system to reduce transport emissions, Good Practice Guide, DEFRA, January 2010

development will also be expected to meet the high standards of the Code for Sustainable Homes, Breeam standard, Lifetime Homes and Building for Life, achieving targets specified in the Development Management DPD

- 4.76 Provision of sustainable drainage, greenspace, landscaping and habitat enhancements within the development site should take account of its context within the wider area with linkages and enhancements contributing to the Green Infrastructure and natural environment networks of the Borough as identified in Policies ENV1 and ENV2.
- 4.77 A Strategic Flood Risk Assessment has been produced for Hyndburn. This sets out in more detail the approach that will be taken to development within areas at risk of flooding. Further work on the SFRA will be necessary before development on any sites at risk of flooding are identified within the Site Allocations DPD. The Borough Council will consult the Environment Agency on development proposals that fall within Flood Risk Zones. The Environment Agency's Flood Risk Maps contain no information on flooding arising from man made structures such as culverts, reservoirs or buildings. The ability of these structures to cope with high water levels is a common cause of flooding in Hyndburn. This is often a result of under capacity in the system or a blockage caused by debris or partial collapse due to age. During the period of the Core Strategy the Borough Council will work with Lancashire County Council⁶⁵, the Environment Agency and United Utilities to produce a Surface Water Management Plan (SWMP) that would seek to identify limitations in infrastructure and a means of addressing those limitations.
- 4.78 The legacy of coal mining and historical industrial activities within Hyndburn also has the potential to give rise to environmental and public safety hazards. Whilst most past mining is generally benign in nature, potential public safety and stability problems can be triggered or uncovered by development activities. Many previously developed sites exhibit contamination and potential risks often extend beyond the site boundaries. However, well planned developments that take into account risks and incorporate appropriate remediation and mitigation measures can help address this legacy to the benefit of local communities and in the overall interests of sustainability and public safety.

Policy Env 5: Renewable Energy

In order to contribute towards the achievement of national renewable energy targets the Council will support development of new sources of renewable energy provided that:

- a) measures are taken to avoid and where appropriate mitigate any negative impacts of the effects on local amenity resulting from development, construction and operation of the schemes. These will include measures to satisfactorily mitigate any effects on air quality, atmospheric emissions, noise, odour, water pollution and the disposal of waste, and;**
- b) the visual impact can be accommodated within the landscape and the development would not give rise to an unacceptable adverse cumulative impact**

when considered in the context of other existing or consented developments, and;

- c) measures are taken to avoid and where appropriate mitigate any negative effect of the development on nature conservation features, biodiversity and geodiversity, including habitats and species, and;
- d) the site is accessible and the development of supporting infrastructure does not itself result in unacceptable adverse impacts, and;
- e) developers have engaged with the community and local authority at an early stage prior to the formal submission of any proposals, and;
- f) large scale renewable energy developments make provision for direct community benefits over the period of the development.

4.79 The Government's objective of sustainable, reliable and affordable energy for all is developed in national policy on Climate Change which encourages the use of renewable and low carbon energy, including microgeneration, to supply new development. Diversity in the provision of energy is considered fundamental and essential to maintain security of electricity supply. National policy expects the wider environmental benefits of renewable energy to be given substantial weight in the decision making process.

4.80 In 2011, a study '*Taking forward the deployment of renewable energy*' commissioned by Lancashire County Council identified the potential for the development of sustainable energy resources across Lancashire on an area basis and provided analysis and advice to support the increased deployment in the future. The results are available in a number of documents.⁷⁵ In Hyndburn, a significant commercial wind energy development on Oswaldtwistle Moor was granted planning permission in 2010 and development is expected to commence in 2012. Not-with-standing this, the study suggests that there is further potential to deploy commercial scale wind technologies. This is subject to further detailed work to identify the deployable resource taking into account planning constraints, together with other constraints such as economic viability and licensing issues. The study also identifies the potential to significantly increase the deployment of microgeneration technologies and limited potential from a number of other sources.

4.81 Whilst it is recognised that renewable energy is required to help offset the impacts of Climate Change, the development of large windfarms will be visible from many parts of the Borough. As well as ensuring the cumulative impacts of these developments are properly considered, the developers of all large scale renewable energy developments should ensure that an element of the scheme will be dedicated to the generation of financial support for local community projects over the lifetime of the scheme. This will

⁷⁵ Taking forward the deployment of renewable energy, July 2011; Lancashire sustainable energy study – Hyndburn renewable energy potential, April 2011; Planning guidance for renewable energy, July 2011; Sustainable energy study factsheet Hyndburn.

help compensate the community for the long term impact on one of the Borough's most important environmental resources – the surrounding countryside and moorland.

Built Environment

Policy Env6: High Quality Design

The character and quality of Hyndburn's urban and rural environments will be conserved and enhanced through high quality design and protection of heritage assets. New development will be expected to:

- a) Maintain and enhance local distinctiveness including the character and quality of both townscape and landscape⁷⁶;
- b) Deliver high quality design by taking into consideration the urban design principles of urban form, urban grain, landscape, density and mix, scale and appearance⁷⁷;
- c) Incorporate innovative design for schemes involving landmark buildings or schemes in key regeneration areas, along main transport routes, at gateways and in other prominent locations;
- d) Enhance the setting of historic structures and areas;
- e) Retain historical associations where possible;
- f) Be accessible and legible to all users;
- g) Ensure that public realm is safe and attractive, accessible, user friendly and complements the character of local townscape;
- h) Ensure that derelict and under used sites are promoted for high quality built development or use as functional and attractive open space, and;
- i) Contribute towards the provision of public art in the Borough either on-site or by a financial contribution. This requirement applies to major developments only.

4.82 The Borough has a strong historic legacy of agricultural settlement followed by industrial growth which is at the heart of the area's local character and identity. Historic centres at Accrington, Church, Clayton-le-Moors, Great Harwood and Oswaldtwistle; and rural settlements at Altham, Stanhill and Tottleworth are designated as Conservation Areas. There are also 140 listed structures including a Grade 1 listed manor house at Martholme in Great Harwood and 9 Grade II* properties. The Borough is undertaking a programme of conservation area appraisals and management plans

⁷⁶ As identified in the Landscape Character and Historic Towns Assessments and in Conservation Area Appraisals and Management Plans.

⁷⁷ As identified in By Design.

that will be used to ensure that the local heritage is recognised and protected. These inform decisions on development proposals within or adjacent to conservation areas.

- 4.83 The Borough's only Scheduled Ancient Monument, Aspen Colliery and Coke Ovens, adjacent to the Leeds and Liverpool Canal near Church, is currently in a poor condition. A conservation plan for the area has identified options and funding requirements.⁷⁸ There is also a wealth of locally important buildings and structures that contribute to the value of the Borough's cultural assets and warrant protection. The Borough Council will work with other agencies and land owners to promote the protection and enhancement of historic buildings and features and will use the statutory powers it has available when appropriate.
- 4.84 Protection, conservation and enhancement of the historic environment will support conservation led regeneration, exploiting the potential of the Pennine textile mill town heritage and traditional rural villages and market towns. The Pennine Lancashire Economic Strategy recognises the benefits of the "green" character of Pennine Lancashire and the opportunities for recreation and attracting people and investment through protection and enhancement of the sub-region's distinctive environmental character.
- 4.85 As a means of seeking to enhance the built heritage of the Borough, new developments that involve nationally or locally important buildings will be expected to contribute towards their continued protection and enhancement and be designed to a high standard taking into consideration setting and context.
- 4.86 There is a distinctive and cohesive local townscape character across the Borough resulting from large scale but compact expansion of settlements during the 19th century; development of the Leeds and Liverpool Canal; and consistency of building types, detailing and use of local stone and Welsh slate. However some older urban areas have suffered from economic decline, neglect and poor quality developments. Loss of character and quality in buildings and public realm is evident throughout the Housing Market Renewal Areas and in historic centres. Prominent regeneration areas, include Accrington and Great Harwood town centres, Church Oswaldtwistle Gateway and the Blackburn Road approach to Accrington.
- 4.87 New development offers the opportunity to re-establish the local pride in place on which the area was founded through new landmark buildings and innovative designs. Innovative high quality design will once again be promoted and welcomed in schemes involving landmark buildings or in prominent locations within the Borough.
- 4.88 There is great potential for new developments to improve the environmental quality, and quality of "place", of these areas thereby improving their attractiveness and the quality of life for those who live and work there. New development will also be expected to be designed in a way that reduces opportunities for crime, in line with the principles set out in *Secure by Design*. The Development Management DPD will develop this policy in more detail.

⁷⁸ English Heritage. Heritage at Risk Register 2009 North West.

Policy Env 7: Environmental Amenities

Proposals for new development will be permitted only if it is demonstrated that the material impacts arising by reason of traffic, visual impact, noise, dust, emissions, pollution, odour, over-looking or loss of light, or other nuisances will not give rise to unacceptable adverse impacts or loss of local amenity and can be properly controlled in accordance with best practice and recognised standards.

- 4.89 There are many types of new development that have the potential to cause nuisance or loss of amenity to their neighbours or result in some form of pollution. There are locations which may be more sensitive to any pollution event, such as in close proximity to watercourses. This policy seeks to ensure that the potential impacts arising from the development itself, or its operation, will not give rise to unacceptable adverse impacts on people or the environment. Policies Env1 - 7 will be developed in more detail in the Development Management and Site Allocations DPDs.

Accessibility

4.90 To provide easy access for all to good quality services and facilities

- 4.91 There is “clear evidence that a comprehensive and high-performing transport system is an important enabler of sustained economic prosperity”⁷⁹. No more so is this the case than in Pennine Lancashire where recent reports⁸⁰ have highlighted the severity of the situation. These found that although large cities like Leeds and Greater Manchester were booming, poor commuter transport networks and weak trade links are stopping this wealth from spilling over into Pennine Lancashire.
- 4.92 The Multi Area Agreement for Pennine Lancashire identifies the measures necessary to improve connectivity of the sub-region to neighbouring areas. Although the work by EKOS recommended the development of improved transport linkages with Greater Manchester, the Atkins study⁸¹ considers that the priority should be to support increased economic integration with Central Lancashire, as well as Greater Manchester. It is clear that without improved transport links the productivity and wealth gap between Hyndburn and Pennine Lancashire, other partners of the City Region, the North West and the rest of the country will continue to widen. Addressing this issue is a fundamental priority in bringing about transformational change in the sub area.
- 4.93 Urban areas within Hyndburn have traditionally been highly accessible and the balanced development strategy seeks to ensure that pattern continues. The majority of new development will be located within the existing urban areas where people have ready access to local goods and services and developments will be expected to connect to, and improve, existing cycle, pedestrian and public transport routes. Development within the centres should be proportionate to the role and scale of that centre to allow them to develop in a sustainable way. Day to day facilities will be

⁷⁹ The Eddington Review of Transport

⁸⁰ Centre for Cities (2008) and Atkins (2009).

⁸¹ A Sub-Regional Transport Framework for Lancashire, Final Report, September 2009. Undertaken to establish the evidence base for the next Local Transport Plan for Lancashire – LTP 3 – and to recommend on vision, principles and goals as well as more detailed transport needs.

located where they are needed and on public transport routes or in proximity to interchanges. Developers will be required to undertake the appropriate Transport Assessments and prepare Travel Plans when submitting planning applications to demonstrate that new developments will not have an adverse impact on the highway network or highway safety. This will be addressed in more detail by the Development Management DPD.

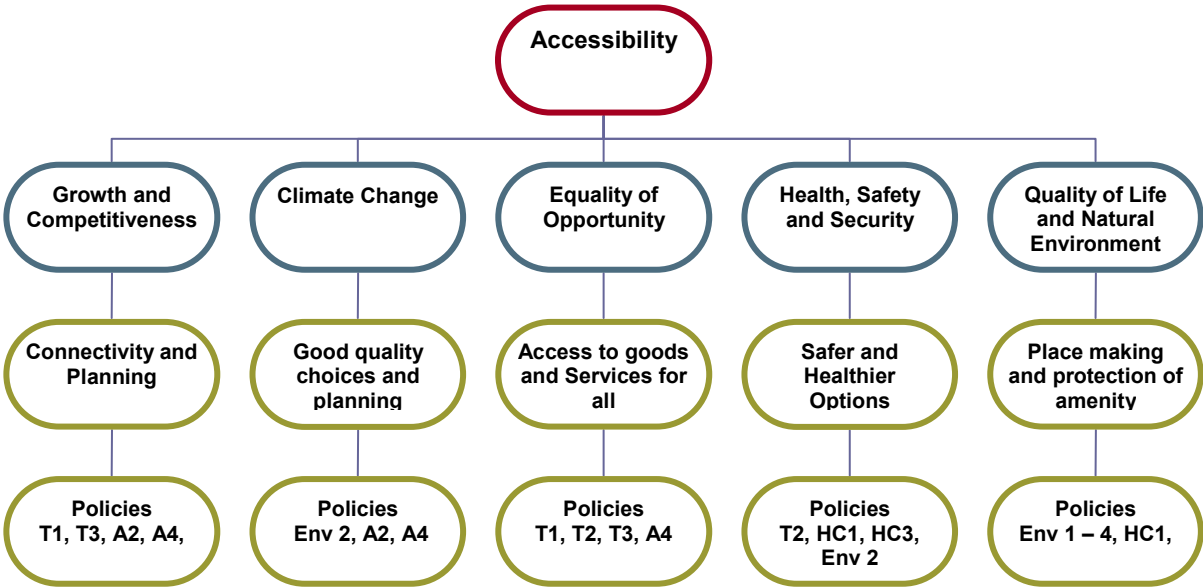


Figure 14. Accessibility in Hyndburn, BDS – Balanced Development Strategy

4.94 There is a strong correlation between low levels of car ownership and social deprivation, with evidence that poor access to services could perpetuate problems of social exclusion. There is clear evidence of problems in accessing employment opportunities for people without access to a car. Employers can generally recruit people with lower-level skills with relative ease from within a localised catchment. However, there is a major challenge for people in deprived communities accessing jobs outside their immediate area, and this therefore limits opportunities for choice of employment as well as access to those jobs offering scope for training.

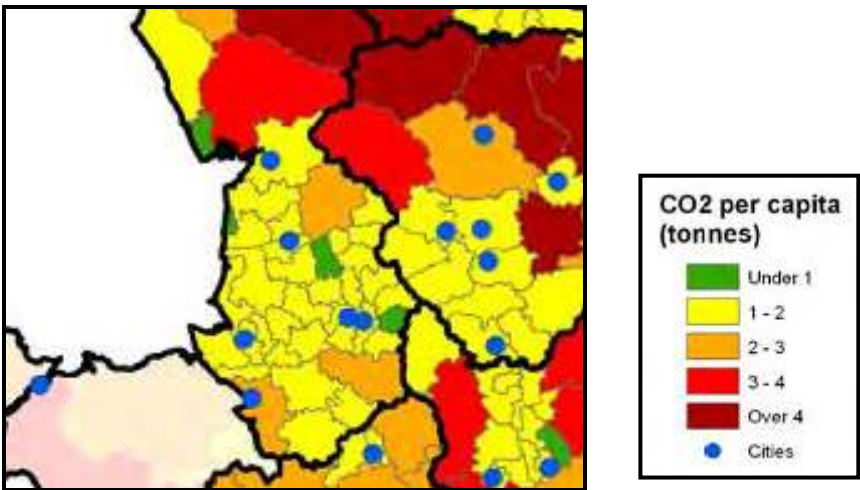


Figure 15. Road Transport CO₂ Emissions per Capita by Local Authority Area 2006
Source: Atkins (2009)

4.95 The Core Strategy also ensures that the needs of disabled people, as pedestrians, public transport users and motorists are taken into account in the implementation of planning policies and traffic management schemes and the design of individual developments. The costs associated with accommodating new development proposals within the Borough will be met by the developer. This will be achieved in consultation with the Highway Authority and through the use of “Grampian” style planning conditions and appropriate legal agreements. Planning applications for major⁸² new developments should be accompanied by Transport Assessments and Travel Plans, consistent with Government Guidance.

4.96 Transport in Hyndburn will support the following outcomes:

- **Competitiveness and Growth** – By improving connectivity and ensuring that the places where people live are well connected to the places where they work by a choice of transport modes.
- **Climate Change** – By seeking to reduce CO₂ emissions through the development and promotion of more sustainable modes of travel and ensuring new development is in proximity to local services.
- **Equality of Opportunity** – Ensuring that all sections of the community, particularly the most vulnerable, have access to education, employment, health and public services.
- **Health, Safety and Security** – tackle the negative impacts of mobility by reducing accidents, improving personal security, promoting physical activity and improving air quality.
- **Quality of Life and Natural Environment** – Improved quality of life in our towns and respecting our high quality natural environment.

4.97 This approach is in line with the approach initially advocated by Towards a Sustainable Transport System⁸³ (TaSTS) and more recently proposed in Delivering a Sustainable Transport System⁸⁴ (DaSTS). These principles will be developed in the Site Allocations DPD and Development Management DPD through use of the following sequential approach:

- Selecting sustainable locations as a priority;
- Minimisation of trip generation at source;
- Demand management; and only once all alternatives have been exhausted:
- Capacity enhancement.

Policy T1: Improving Connectivity

Proposals to improve connectivity of the towns in Hyndburn with neighbouring areas by road or rail will be supported provided the environmental and social impacts associated with the proposals are properly taken into consideration and mitigation

⁸² Those defined by the Local Planning Authority as “major” applications under National Indicator 157.

⁸³ Towards a Sustainable Transport System: Supporting Economic Growth in a Low Carbon World, DfT, October 2007.

⁸⁴ Delivering a Sustainable Transport System: Consultation on Planning for 2014 and Beyond, DfT, November 2008.

measures put into place where necessary, and that they promote mobility and access for all.

- 4.98 The Multi Area Agreement identified a number of schemes that, if implemented, would bring economic benefits to Hyndburn and the sub-region. These schemes included the Todmorden Curve Rail Improvement, improvements to the M65 motorway and beyond through Colne, improvements to the Preston to Colne rail line, and the Pennine Reach high quality bus route. Although some of these improvements are outside the Borough, their impact is likely to be felt across Pennine Lancashire. For example, if the Todmorden Curve is reinstated, Accrington could become the terminus for trains travelling between Manchester and Pennine Lancashire. This would bring benefits to the town and Borough associated with an increase in the number of people travelling to Accrington by train to shop, live or work.
- 4.99 In terms of strategic connectivity, Pennine Lancashire benefits from good road connections to Preston and Manchester. Road links to Yorkshire (beyond Colne) are poor and this affects trade between the areas. Improved road links have the scope to reduce journey times between Pennine Lancashire and the Leeds City Region. Rail connectivity across Pennine Lancashire is universally poor with long journey times to significant destinations, resulting in comparative isolation. This is one of the primary gaps in strategic connectivity across Lancashire as a whole.
- 4.100 Failure to provide adequate transport infrastructure will cause regeneration initiatives to stall. There is also a need to improve connectivity to a range of employment sites, education and health facilities. There are a number of employment sites around the edge of the town that are difficult to reach by means other than the car, creating entry barriers for those without cars in the towns most deprived neighbourhoods. Levels of car ownership are significantly lower in parts of the Borough than in many other areas and as regeneration initiatives take effect this could increase travel by car, it is therefore necessary to develop suitable alternative forms of public transport such as Pennine Reach.
- 4.101 Accrington also has a variety of transport and connectivity issues that need to be addressed⁸⁵. The town suffers from relatively high levels of congestion which impacts on businesses in the town. Commuting patterns are highly localised, the most significant relationship being with Blackburn. The Pennine Reach high quality bus route, and the proposed bus station in Accrington Town centre, will play an important part in improving accessibility between Accrington and Blackburn and the towns of Darwen, Great Harwood, Rishton, Clayton-Le-Moors and Oswaldtwistle.
- 4.102 Connectivity also needs to be considered at the neighbourhood level to avoid severance of communities and improve links between residential areas, workplaces, facilities and amenities. Contributing to healthier lifestyles and embracing wider issues of equality, consideration must be given to promoting mobility and access for all, including the elderly, people with disabilities and those with young children.

⁸⁵ Atkins Report for LTP 3.

Policy T2: Cycle and Footpath Networks

Cycle, footpath and bridleway networks will be safeguarded and extended. Where appropriate, contributions towards the improvement and maintenance of these networks will be sought from developers as a means of ensuring that new developments are accessible by a variety of means of transport.

- 4.103 High quality, safe cycle and footpath networks are essential to reducing the number of short car journeys, reducing emissions and improving fitness. Within the Borough approximately 70% of the journeys taken are by car and there is an opportunity to transfer some of these journeys to foot or bicycle. In recent years the Borough has started to develop an excellent network of cycle ways, working with Lancashire County Council, Sustrans and Remade. Part of National Cycle Route 6 runs within the Borough and the cycle network has linked into the Leeds and Liverpool Canal. Levels of car ownership within parts of the Borough are lower than average and connecting these areas to local centres via cycle routes provides an opportunity to improve accessibility whilst at the same time encouraging people to walk or cycle.
- 4.104 Developments will be expected to link into existing cycle and pedestrian networks or enhance those networks, complementing the green infrastructure network (see policy Env1). As well as the Leeds and Liverpool Canal, there are also a number of disused railway lines within the Borough which have the potential for the development of cycle paths. These linear routes provide improved access between the rural and urban areas of the Borough and will form part of the Green Infrastructure network for Hyndburn.

The Highway Network

- 4.105 At a strategic level it is accepted across Pennine Lancashire that the capacity of the M65 is starting to present a constraint to development. The Highways Agency scrutinise all planning applications that result in significantly higher levels of traffic using the junctions of both the M65 and A56. In the longer term the M65 will need to be widened to three lanes to accommodate potential growth in traffic. When the motorway was initially constructed provision was made for widening at a later date. This, and the signalisation of the M65 at key junctions, is a key aim of the Pennine Lancashire Multi Area Agreement.
- 4.106 At a more local level, developers will be expected to set out the highway / traffic implications of their schemes and will also be expected to meet the “external costs” of proposals. If this requires off-site works this would be achieved through the use of an appropriate legal agreement.
- 4.107 Preparation and promotion of green travel plans will be required to minimise negative effects arising from transport and travel requirements of developments as well as promoting opportunities for more active lifestyles. Complementary consideration should also be given to providing opportunities for Low Emission Strategy approaches such as accelerating the uptake of low emission fuels and technologies in and around the development site.

Policy T3: Motorway and Trunk Road Improvements

Proposals for the improvement of the motorway network and trunk road network in Pennine Lancashire will be supported where these improvements are required to facilitate improvements in the capacity of the network necessary to facilitate the development of a healthy economy in the sub-region.

- 4.108 It will be necessary for all Pennine Lancashire Authorities to work with the Highways Agency to ensure that the motorways and trunk roads are capable of accommodating future development needs. The Council will work with the Highways Agency and Local Highway Authority to undertake an assessment of the cumulative impact of development proposals to inform the Site Allocations DPD. It is important to maintain and develop high quality transport routes into, through and out the Borough. A closer relationship between the economy of Pennine Lancashire with its larger Manchester neighbour would allow Pennine Lancashire to have better access to the markets and skills of its larger neighbour, which in turn gives it the opportunity to further develop its own economy.
- 4.109 The Atkins Study⁸⁶ identified the A56 at Accrington as a road that experiences congestion problems due to high levels of through traffic or longer distance movements and recommends improvements at its junction with M65.
- 4.110 At a local level development proposals will have access to the appropriate category of road to ensure that traffic can be accommodated safely and conveniently. Improvements to the highway network will be used to manage traffic effectively, relieve congestion and give priority to public transport where appropriate. New residential developments should be designed in accordance with the principles set out in the "Manual for Streets". The physical form and qualities of a place are often defined by the way people and vehicles move through a space and the design of new residential development should encourage the use of shared spaces whilst at the same time provide a clear indication to motorists about the speed at which they should be travelling. In residential areas this should be no more than 20m.p.h.

⁸⁶ At page 42. The introduction of traffic signals at the junction are recommended as a means of managing/improving capacity at this point.



5 Towns, Townships and other settlements

5.1 This chapter sets out the framework for the future development of the main spatial components of Hyndburn.

5.2 **Accrington** is the largest town in Hyndburn and is the administrative and retail centre of the Borough. The town is a former centre of the cotton and textile machinery industries and also well known for the World War One battalion the 'Accrington Pals', the local football team Accrington Stanley and manufacturing the hardest and densest building bricks in the world known as the 'The Accrington NORI.' The town grew rapidly during the industrial revolution and the towns were connected by the Leeds and Liverpool Canal, the rail network⁸⁷ and more recently the motorway and strategic road network. Accrington has a population of 35,203 according to the 2001 census.

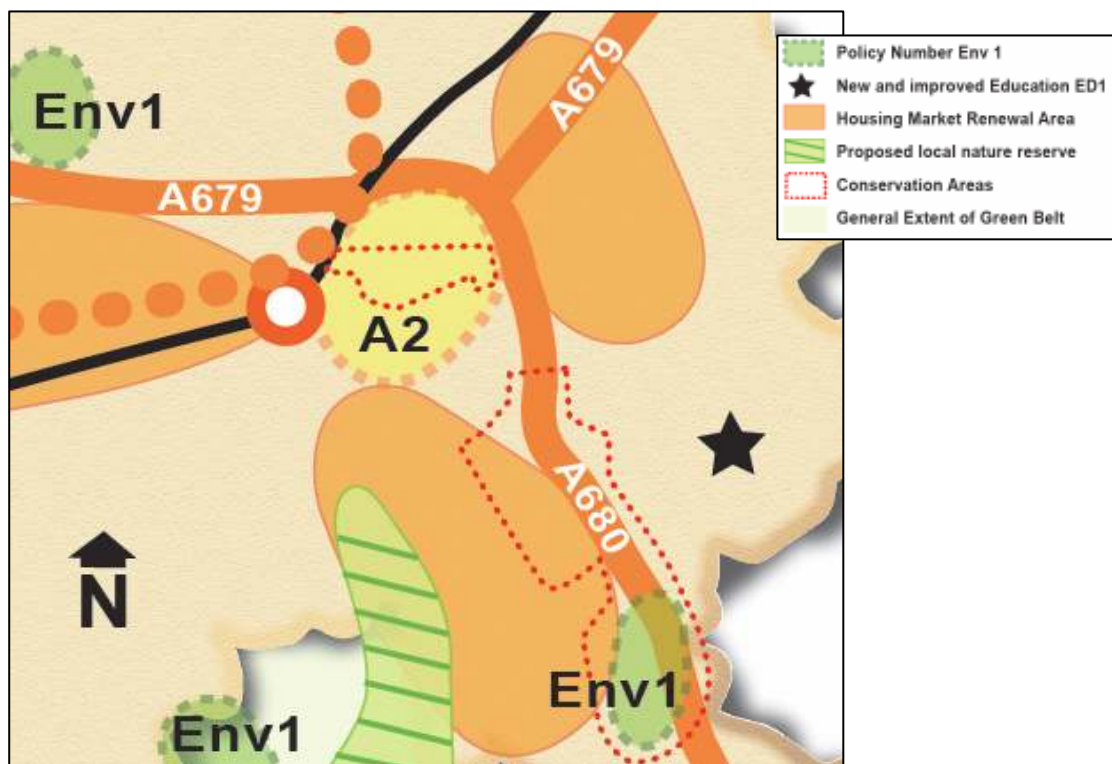


Figure 16. Central Accrington

5.3 The period of the industrial revolution not only resulted in some of the Borough's finest buildings and much of its infrastructure, but also resulted in the development of large numbers of terraced housing often around mills. Although these properties met the requirements of the time, many are not suitable for the 21st Century and the regeneration and redevelopment of some of the worst housing is a priority for the

⁸⁷ At that time there was a direct rail service between Accrington and Manchester via Rawtenstall.

Borough Council and the Housing Market Renewal Pathfinder. Over 50% of the houses in the Borough are terraced properties built proportion of households being occupied by the Black and Minority Ethnic (BME) community. The Central and Springhill wards are amongst the most deprived wards in the country according to the Indices of Multiple Deprivation.

- 5.4 Accrington acts as a transport hub for the Borough having a railway station and road links to the M65 and M66. Although buses stop in the centre the town does not have a bus station. The town is accessible from the M65 motorway and A56 (T) which provides a good connection to Greater Manchester. The town contains two conservation areas covering the town centre and Christ Church with two formal parks, Oak Hill and Haworth within the built up area and two, Peel and Bullough, on the urban edge.
- 5.5 Accrington will continue to be the main town within the Borough, building on its existing role and capitalising on its high level of accessibility. The town centre will be the focus for the Borough's retail, commercial and other services and facilities. Given the accessible location this will act as a catalyst for regeneration in the Housing Market Renewal Areas and benefit the Borough as a whole.

Policy A1: Amount and Distribution of Housing in Accrington

3200 new houses will be developed within the Borough and a five year supply of deliverable sites for housing development will be maintained. 75% of new housing will be developed within the main urban area of Accrington and its townships.

- 5.6 The majority of new housing and employment development in the Borough will be located throughout the urban areas of Accrington and its townships taking advantage of accessible development sites while retaining important green infrastructure. Huncoat is the only area within the urban area that offers the opportunity for larger scale housing and employment development in an accessible location. The urban fabric of the town is characterised by high density housing built on a grid pattern often constructed around former mill complexes. There are many small to medium sized vacant or under-used sites and there is pressure to increase the value of old employment premises through the development of housing.
- 5.7 Regeneration of older housing and employment areas to support sustainable communities will be a priority. Traditional housing areas on Blackburn Road (Project Phoenix), Woodnook and Burnley Road, Accrington are identified as key regeneration areas within the Housing Market Renewal Programme. These are shown in Fig 16. Clearance of old properties has now been completed for much of the Housing Market Renewal work on Blackburn Road and planning permission for the redevelopment (known as "Project Phoenix") of the area has been granted. The new housing is likely to be developed in Phase 1 of the Core Strategy. A Masterplanning exercise has been undertaken in the Woodnook and Burnley Road areas of East Accrington and a Supplementary Planning Document was adopted in March 2010⁸⁸. The development

⁸⁸ East Accrington Supplementary Planning Document – March 2010

of housing in east Accrington is likely to take place towards the end of Phase 1, depending on funding arrangements.

- 5.8 Work undertaken on the availability of housing land in the Borough has indicated that there is sufficient land to meet the housing needs of the Borough over the period up to 2026 without the need for strategic changes to the Green Belt.
- 5.9 The Site Allocations DPD will identify the phase in which the housing sites will be expected to be delivered. This will be based on the SHLAA and other available evidence on delivery timescales. Depending on the level of actual completion rates⁸⁹ in Phase 1, there may be a need to take a more flexible approach to development in Phases 2 and 3 as a means of ensuring the Borough meets its supply requirements.

Policy A2: Accrington Town Centre

Accrington Town Centre will consolidate and develop as the principal centre and historic market town, providing for the Borough's key services and comparison and food retailing needs. Independent retailers will provide for specialist/leisure shopping needs for the Borough.

New comparison and convenience (including food) retailing will be focussed in Accrington Town Centre. Existing and future day to day shopping needs will be met in town, township and neighbourhood centres and, at an appropriate scale, in sustainable locations where there are identified deficiencies.

New office development will be focussed in Accrington Town Centre with smaller scale development at the Church Oswaldtwistle Gateway and at former employment sites that are being redeveloped for a mix of uses.

- 5.10 Accrington is the main shopping, administrative and commercial centre of the Borough with a range of retail, leisure, health, education, employment and community services. It is the public transport hub for the Borough making it accessible to those who live and work in Accrington. Concentrating new office and retail development in the centre will provide easily accessible jobs for local residents and assist in the regeneration of the town and the wider area. The redevelopment of the Market Hall as a business hub will re-enforce its importance as a commercial centre.
- 5.11 To sustain and enhance the vitality and viability of Accrington, the town centre will be the focus for major retail and office development. An area action plan (AAP) for Accrington is currently being developed that will set out a more detailed policy framework for the town centre within the framework established by the Core Strategy. The vision of the AAP is for *Accrington to become a vibrant floral market town with an excellent quality of place at the heart of Pennine Lancashire*. The six aims are:
1. To strengthen retail provision in the town centre
 2. For Accrington to be a visitor destination
 3. To enhance the quality of the Environment
 4. To improve access, movement and transport

⁸⁹ If completion rates continue at current (very low) levels throughout Phase 1.

5. To promote investment and business development
6. To improve education and training opportunities

5.12 Accrington has the largest range of shops and services and is the most accessible centre within the Borough. It has potential to develop its historic market town role with a greater range and quality of retail businesses. The future prosperity of the centre is central to revitalisation of Accrington and the Borough as a whole. Accrington has the potential to attract greater numbers of leisure shoppers as well as serving their local communities. There is existing capacity within the centres to accommodate small scale expansion in the range of goods on offer. Concentration of comparison goods shopping in key centres will reinforce their roles and improve their vitality and viability.

5.13 Policy ATC17 in the Accrington Area Action Plan provides for a new Bus Station in proximity to Accrington Railway Station will help ensure that bus and train services are properly integrated. An essential element of a high quality bus route would also be the development of bus interchange facilities at appropriate points along the route, where local services would link into the faster service. These should be planned in locations where they would not give rise to unacceptable adverse impacts on local residents or the environment.

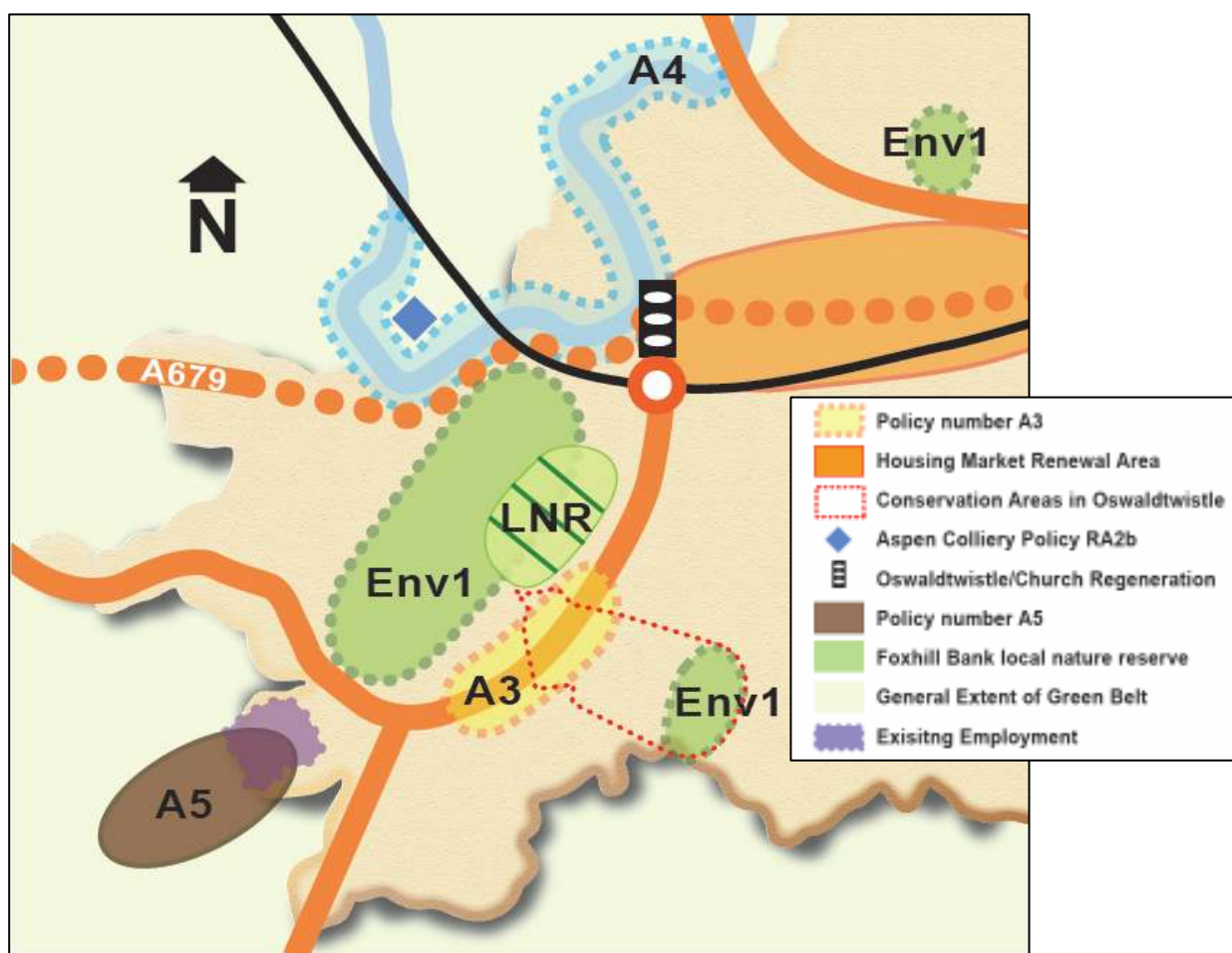


Figure 17. West Accrington – Church and Oswaldtwistle

5.14 The Pennine Reach High Quality Bus Scheme will bring about significant improvements to bus infrastructure within Hyndburn and Blackburn with Darwen as well as reduced

travel times between the major towns in the two Borough's. This scheme is being promoted by Lancashire County Council and Blackburn with Darwen Borough Council in their role as Highway Authority and was approved by the Department for Transport in December 2011. As well as the Accrington Bus Station, a small interchange is also proposed in Great Harwood. Emissions from transport represent a significant source of carbon dioxide and planning policy encourages people to use sustainable forms of transport. The delivery of Pennine Reach should bring about a step change in the quality of public transport in Hyndburn and Blackburn with Darwen and help reduce transport related emissions in the Borough.

- 5.15 Church Oswaldtwistle Gateway is a transport hub within the Borough and a priority regeneration area. Redevelopment or reuse of traditional mill sites provides an opportunity to provide new employment opportunities while improving residential amenity.

New service sector employment uses in these areas will diversify the range of locally accessible employment and stimulate new investment into declining areas.



Figure 18. Accrington Market Hall – Focus for heritage led regeneration in the Town Centre, Courtesy of NRN design

Policy A3: Development of Local Centres in Accrington

The centres of Clayton-le-Moors and Oswaldtwistle will be developed for a range of facilities to support their local communities.

- 5.16 The above centres act as a focus for the local communities and will be developed for a range of services which help support those communities such as shops serving local needs, medical facilities, libraries and communal meeting rooms. Smaller shopping provision at Church, Baxenden, Huncoat, West End and elsewhere along Blackburn Road and Whalley Road, Accrington will be supported at a scale appropriate to their role and location, helping to sustain the local community while reinforcing Accrington as the main town.

- 5.17 Oswaldtwistle Mills has developed over a number of years and become a major tourist attraction attracting over one million visitors a year. It is the second most visited attraction in Lancashire after Blackpool Pleasure Beach. The majority of visits are still local and it is important that future development takes place in a manner which supports the town centres of Oswaldtwistle and Accrington. Development at Oswaldtwistle Mills will also be expected to be of a high standard of design and address any highway issues that may arise. Any such development will be supported provided that it does not adversely affect the economic viability of Oswaldtwistle and Accrington town centres
- 5.18 **Church** is situated a mile west of Accrington and has a population of about 4,000 people according to the 2001 census. The settlement developed in medieval times with sheep farming and home weaving prior to the growth of a mill based industrial economy in the 18th century. Church played a major role in technological developments of calico printing, bleaching, dyeing and chemicals into the early 19th century. The canal arrived at this time, followed by the turnpike road and railway creating an important transport node. The canal was central to growth during the 19th century with mills, warehouses and works built along its banks. Terraced housing close to works created a dense urban settlement bordered by the canal and an open rural aspect to the north. This historic area is now included in the Church Canalside Conservation Area. Decline in traditional industries, the proximity to a major chemical plant and clearance for highway works at the Church Oswaldtwistle Gateway have resulted in vacancy and dereliction in this part of Church.

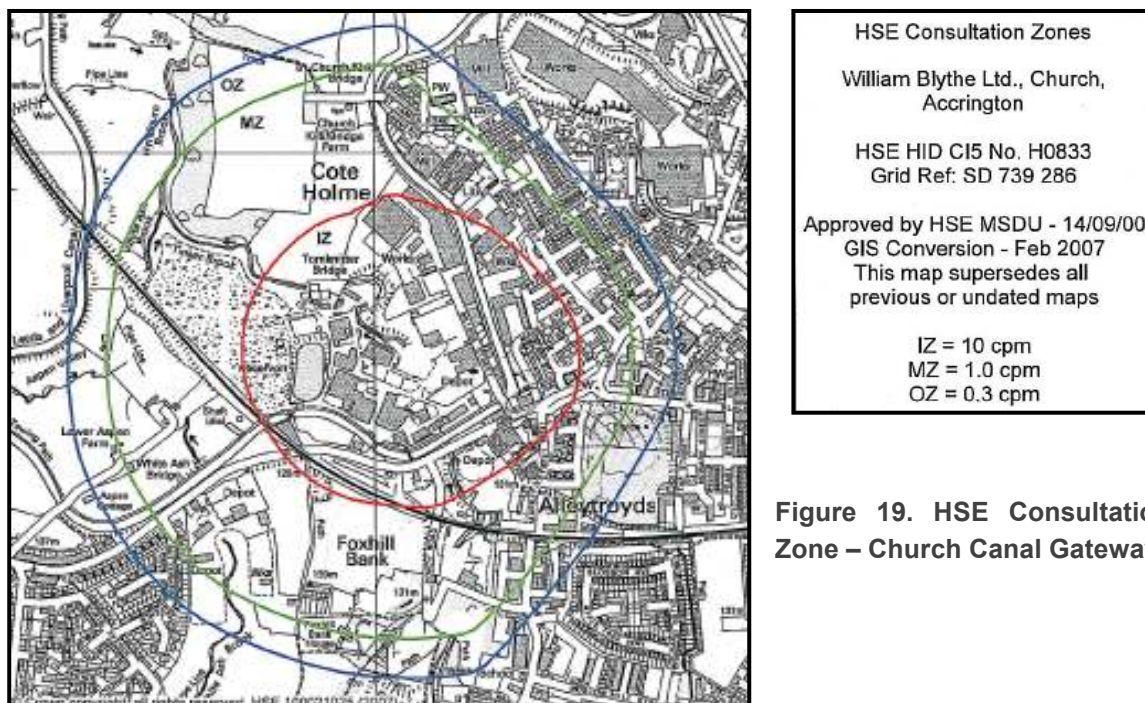


Figure 19. HSE Consultation Zone – Church Canal Gateway

- 5.19 A large area of Church is within the Health and Safety Executive's consultation zone around the Blythes Chemicals site. The presence of a hazardous substance consent

for the manufacture of chlorine at the site means that there are strict limitations on the types of development that are permitted within the three zones shown in Figure 19 above⁹⁰. This has resulted in difficulties in pursuing traditional regeneration proposals in this area because it has not been possible to benefit from the increases in land values associated with new development. In the event that the hazardous substance consent is revoked during the period of the Core Strategy, the Blythes Chemicals site would present an opportunity for widespread regeneration of the West Accrington Gateway which would necessitate the preparation of a Supplementary Planning Document for that area. Notwithstanding the hazardous substance consent, the Blythes site has a number of development constraints that would need to be addressed⁹¹.

Policy A4: The Leeds and Liverpool Canal in Church.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Church will be expected to:

- a) Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;**
- b) Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;**
- c) Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;**
- d) Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;**
- e) Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.**

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

5.20 The Leeds and Liverpool Canal passes through Church and forms part of the Church Oswaldtwistle Gateway. The canal represents an under-utilised resource for the area but is in need of improvement for the potential benefits to be utilised. A mix of employment and commercial development providing modern development with the refurbishment of historic buildings and structures will take place in the Church Oswaldtwistle Gateway regeneration area.⁹².

⁹⁰ Three zones are identified, an inner, middle and outer zone. The most severe limitations are within the inner zone.

⁹¹ These include the need for an improved access across the Canal, contamination issues and the presence of Tinker Brook in a deep culvert / river channel across the site.

⁹² Residential development may also be supported in the event that the hazardous substance consent at Blythes Chemicals is revoked.

- 5.21 The Gateway is a key regeneration priority within the West Accrington Housing Market Renewal Area and a Supplementary Planning Document has been produced to guide future development. The gateway has suffered from long term decline and represents an opportunity to connect the economic and employment opportunities of Church with the West Accrington Housing Market Renewal Area. The regeneration strategy for the Gateway builds upon the opportunities provided by the heritage canal setting, proximity to the strategic road network, high quality digital connectivity and the potential creation of employment opportunities within areas of worklessness.
- 5.22 A significant constraint to development along this stretch of the canal is its proximity to a hazardous installation. This has severely constrained the regeneration of the area by preventing traditional redevelopment. New developments in proximity to the canal will be expected to contribute towards identified improvements to the canal and its towing path. The Site Allocations DPD will set out in more detail the land-uses, or development types, that will be acceptable in the vicinity of the canal in Church.
- 5.23 **Oswaldtwistle** is situated immediately to the south of Church and has a population of 12,532 according to the 2001 census. The settlement developed in a similar way to that of Church but was based on hand weaving rather than bleaching and printing. Mechanised weaving expanded during the 19th century in Oswaldtwistle with development of mills and terraced worker's housing. James Hargreaves, inventor of the Spinning Jenny, lived at Stanhill. The settlement developed along the spine of Union Road which remains the linear shopping centre of modern day Oswaldtwistle. Oswaldtwistle Mills is a large mill complex outside the centre which has been converted to a shopping village attracting large numbers of visitors. The settlement has a strong historic character with conservation areas at the Straits, the medieval core of Oswaldtwistle; at Rhyddings, a largely 19th century mix of industrial, commercial, residential and community buildings including the historic Rhyddings Park; and at Stanhill, a medieval hamlet now within the western edge of Oswaldtwistle. Open countryside borders the north, west and southern edges of Oswaldtwistle with the canal on the north side where the Scheduled Ancient Monument of Aspen colliery and coke ovens lie. Decline in traditional industries has resulted in underuse, dereliction and clearance of mills and works with some redevelopment for housing.
- 5.24 Local character and identity will be supported by protecting, strengthening and enhancing the historic centres of Church, Oswaldtwistle and the pre-industrial settlement at Stanhill. The historic designed landscapes of Haworth, Oakhill, Mercer and Rhyddings Parks will also be protected and enhanced.

Policy A5: Brookside Business Centre

- a) **The Brookside Business Centre will be retained for employment uses.**
- b) **The development of a Sustainable Construction Centre and Country Park would be supported in this area provided that its development is guided by a Supplementary Planning Document that has been developed in consultation with the local community and statutory consultees. A change to the Green Belt**

boundary to include the site of the former Clariant Chemicals works would only be supported in connection with this scheme.

- 5.25 Brookside Business Centre has been identified as a good quality employment site that should be retained for employment uses. Notwithstanding this, there are proposals being developed for the establishment of a Sustainable Construction Centre in Oswaldtwistle on land around Brookside Mill and on the former Metcalfe's and Nipa/Clariant Chemicals Site. If these proposals are successfully taken forward they would result in the establishment of a regionally important educational centre of design and construction excellence. The scheme would also include the site of the former Clariant Chemicals Works, a site that is currently in the Green Belt⁹³. It is therefore proposed to extend the urban boundary in this location to include the former Chemicals site, however, the development of land beyond the existing urban boundary would only be permitted in connection with an exceptional scheme of sub-regional importance that also includes provision for the establishment of a country park.
- 5.26 The Country Park proposals may also include provision for the development of new buildings. These would also be supported as part of an exceptional scheme of sub-regional importance provided they are of an appropriate scale and design and for recreational or leisure uses that would otherwise be appropriate in the rural area. A plan of the proposed change is included as Appendix 6.
- 5.27 The scheme would also potentially include an element of sustainable, energy-efficient, housing that would demonstrate how this type of housing can be developed in areas like Pennine Lancashire. The proposals would be taken forward in more detail through the development of a Supplementary Planning Document that would be undertaken in partnership between the developers, the Council⁹⁴, Pennine Lancashire Development Company, the local community and statutory consultees. This should make provision for the protection and enhancement of the well established landscaping scheme along Nook Lane and contribute to improvements to public transport links.
- 5.28 Clayton-le-Moors** is said to be a town of halves. Residents were 'top-ender' or 'bottom-ender', depending on which side of the Load O'Mischief pub⁹⁵ they lived. There are shops, a library and community centre around Pickup Street and Barnes Square. Mercer Park is a Conservation Area and Wilson playing fields is home to the Clayton-le-Moors Harriers one of the largest athletic clubs in the north of England.
- 5.29 The M65 Motorway and narrow stretches of Green Belt have prevented Clayton-Le-Moors from completely merging with Accrington. Clayton-Le-Moors is readily accessible from the M65 at Junction 7 and one of the Borough's largest employment sites has developed in close proximity to the motorway junction. There is also a large employment site at Moorfield and this site is occupied by a number of non-conforming uses that have resulted in a low grade environment also in need of improvement.

⁹³ The Brookside Business Park which could include the Clariant Chemicals Works has the potential to be contaminated land and would require remediation.

⁹⁴ This would be funded by the Developers.

⁹⁵ Now demolished to make way for the M65 motorway.

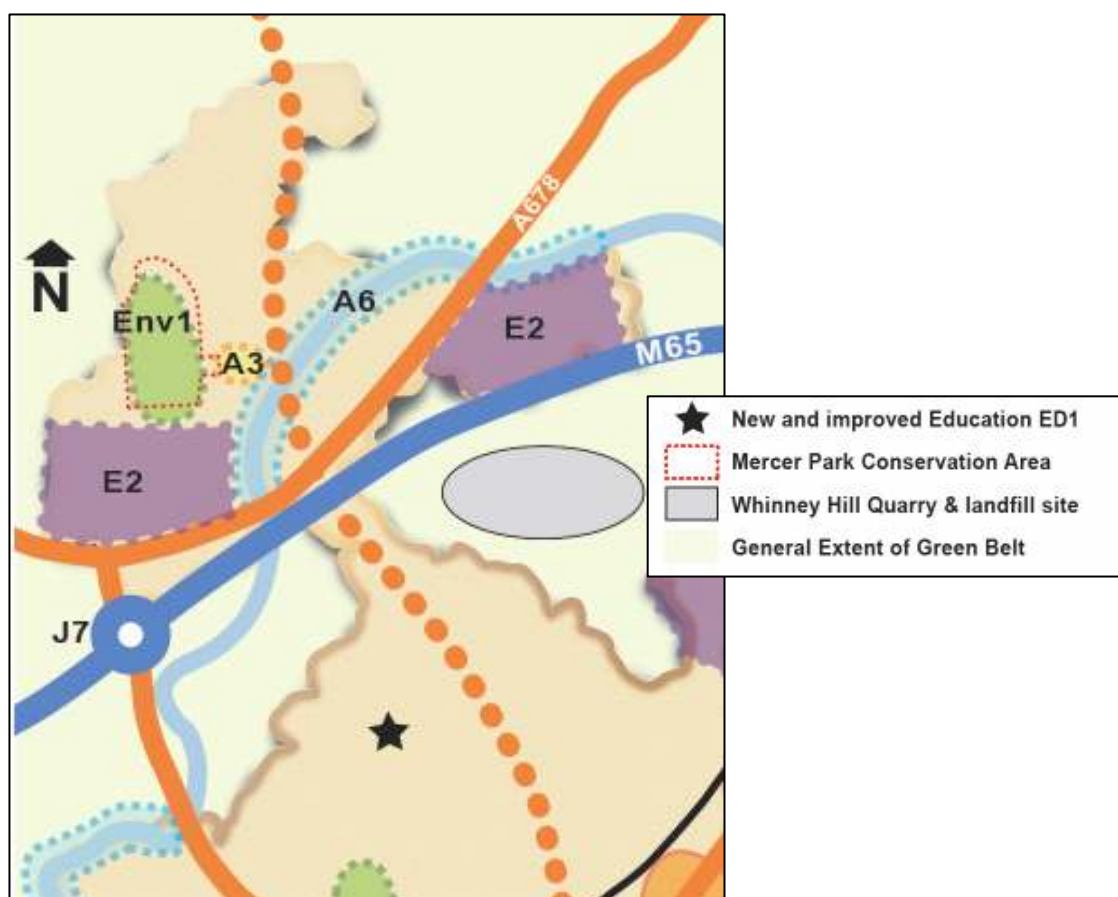


Figure 20. Clayton-Le-Moors and Milnshaw

- 5.30 On its route through the Borough, the Leeds and Liverpool Canal also passes through Clayton-Le-Moors and the Pennine Reach quality bus scheme would connect Clayton-Le-Moors with Accrington and Great Harwood. Traffic congestion at the junction of Whalley Road and Blackburn/Burnley Road has resulted in poor air quality in this area. The Whinney Hill Link Road should help divert some of the heavy goods vehicles that contribute to this problem to another route.

Policy A6: The Leeds and Liverpool Canal in Clayton-Le-Moors.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Clayton-Le-Moors will be expected to:

- Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;
- Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;
- Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;

- d) Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;
- e) Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

- 5.31 The Leeds and Liverpool Canal passes through the centre of Clayton-Le-Moors. The canal links urban and rural communities and links historic buildings and areas with the wider landscape. The canal would provide the focal point for new development at “Clayton Triangle” which should help realise some of the benefits the canalside setting has to offer. Changes in the role and function of canalside land and buildings offers the opportunity for the design of new development or the reuse of buildings to recognise its waterside potential while reinstating the characteristics of local canal architecture and waterscape.
- 5.32 It is important to recognise that new waterside developments place extra liabilities and burdens on waterway infrastructure and also provide an opportunity for this infrastructure to be improved. When considering proposals for new development alongside the canal the local authority will work with British Waterways to ensure that the reasonable additional costs of new developments are met by the developer. The Site Allocations DPD will set out in more detail the land-uses, or development types, that will be acceptable in the vicinity of the canal.
- 5.33 Baxenden** lies to the south of Accrington town centre and has developed along the route of Manchester Road. Baxenden has a population of just over 4,000 people and contains a good variety of housing with a large proportion of bungalows, semi and detached houses in owner occupation. Manchester Road provides good car and bus connections to Accrington town centre and the route of the disused railway in Woodnook Vale provides a pleasant pedestrian and cycle link.
- 5.34 The linear pattern of Baxenden means that there is good access to the countryside. This has been protected from encroachment by its inclusion within the Green Belt. Haworth Park, also the home of the Haworth Gallery where the Tiffany Glass collection is housed, is immediately adjacent to Manchester Road. Recognising the historical value of the park, the house and its surroundings, the area has also been designated as a Conservation Area. Some of the Borough’s largest residential properties are located on, or close to, Manchester Road and housing in this area is in relatively high demand.
- 5.35 Woodnook Vale is being developed as a Local Nature Reserve. This will represent an important contribution to the Green Infrastructure in this area and will enhance the existing links into Accrington Town Centre. Baxenden is not expected to develop significantly over the life of the Core Strategy. There are no proposed changes to

Green Belt boundaries and a small, but steady, number of new houses are expected to be developed on brownfield sites within the area.

- 5.36 Huncoat** lies to the east of Accrington town centre. Although it originally developed as a small rural village, the extraction of coal from Huncoat Colliery and the development of Huncoat Power Station and other, more recent employment sites has resulted in a mix of uses spreading over a much larger area. Whinney Hill quarry and landfill site and the brickworks occupy a large area of land to the north-west of Huncoat and the M65 and A56/M66 lie to the north and west, respectively. Huncoat is readily accessible to and from the strategic motorway and trunk network making it an attractive location for businesses and those wishing to live in Hyndburn but work further afield. The presence of a railway station further improves its accessibility.
- 5.37 Huncoat has a population of 4,416 with a large proportion of owner occupied semi and detached houses and flats and a low proportion of terraced houses. Huncoat's location next to the railway and on a coalfield resulted in the development of a major coal-fired power station and colliery and although these no longer exist the sites they once occupied present opportunities for development.
- 5.38 Although it has been possible to accommodate the majority of the Borough's housing needs within the existing urban area, there is still a need for some additional land for housing. Huncoat makes an ideal location for modern, high quality family homes. It is well connected to the strategic road and rail network and established cycle and pedestrian routes. It is also well located in relation to schools and current and future job opportunities in Hyndburn and Burnley. Development in this location has the potential to provide a high quality environment with ready access to the countryside. For these reasons the site of the former colliery in Huncoat has been identified as a site for housing development.
- 5.39 Huncoat will experience significant change during the plan period with the development of the former colliery site for housing, the strategic employment site and the Whinney Hill Link Road. It is envisaged that a development brief will be prepared to guide the comprehensive development of the two strategic sites at Huncoat and phase 1 of the Link Road.

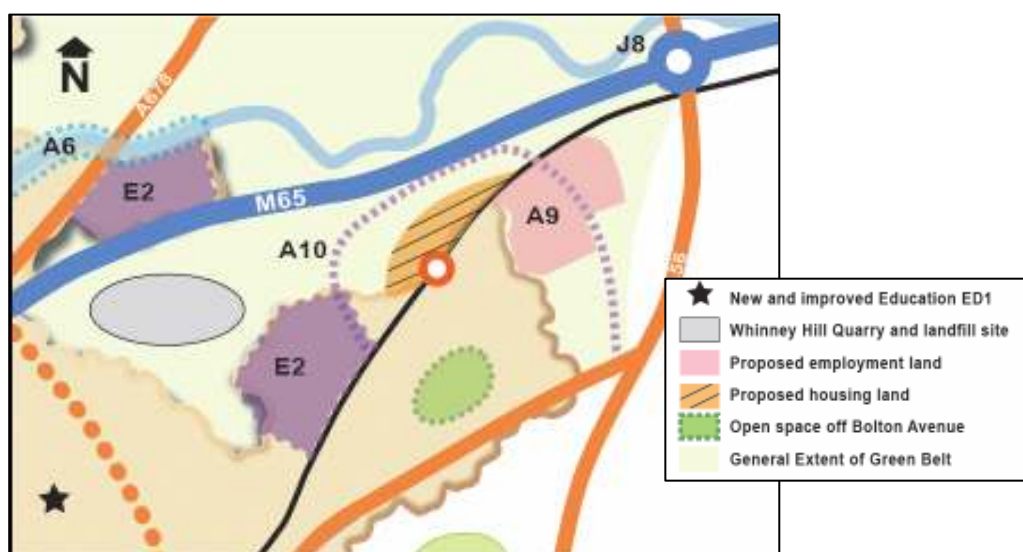


Figure 21. Huncoat

Policy A7 Housing in Huncoat

Land to the north of the Preston/Colne railway line off Station Road in Huncoat will be developed for housing

5.40 The development of the former colliery site for housing will be subject to a development brief being prepared⁹⁶ that considers how the site will integrate with the existing village and its services. The effect of this policy is to remove the site from Green Belt. The development will be expected to provide high quality homes in an attractive landscape setting. The site will be accessed via the Whinney Hill Link Road (referred to in policy A9) giving ready access to the strategic road network. Developers of the site will be expected to contribute to the construction of phase one of the Link Road. In developing the site there will be no net loss of biodiversity resource, compensating for any habitat loss that may arise through enhancing habitat areas to be retained on other parts of the site and linkages to adjacent natural environment resources. Appropriate tree planting, landscaping and provision of pedestrian and cycle-ways will provide further community benefits. There will also be a need for the brief to address issues of surface run-off and contamination and take account of potential noise issues in relation to the presence of the RSPCA Animal Centre on adjoining land. Improvements to Huncoat Railway Station, sports provision in Huncoat and highway/public transport improvements will be expected to be made as part of the development. This will be addressed in more detail in the Site Allocations and Development Management DPDs.

5.41 Huncoat is in an area where shallow coal resources may exist. It will therefore be necessary to undertake an assessment of the impacts in relation to sterilisation of the resource and whether prior extraction would be appropriate.

Policy A8: Strategic Employment Site at Huncoat

The development of a strategic employment site at Huncoat for B1, B2 and B8 uses will be supported subject to the following criteria being met:

- a) The site is adequately connected by a new road to the primary road and motorway network and is accessible by public transport, walking and cycling; and**
- b) High quality landscaping being provided at the site that incorporates natural environmental enhancements.**

5.42 A strategic employment site was allocated in Huncoat in the Hyndburn Local Plan. Work undertaken by EKOS and Atkins has stressed the need for developing improved connectivity with Greater Manchester and this site is ideally located to potentially attract businesses with customers or markets in that area. This site is shown at Appendix 5. It is based on Site V identified in the Hyndburn Local Plan but includes an additional small area that was previously Green Belt⁹⁷.

⁹⁶ The cost of this would be met by the developer / land owner but the brief would be prepared by a consultant in consultation with the Council, the Highways Agency and other stakeholders.

⁹⁷ This is illustrated at Appendix 6

- 5.43 Given the size of the site, and its strategic location, it is considered that a dedicated access is required onto the strategic road network. The site would be accessed by a new road which would form Phase 1 of the Whinney Hill Link Road, connecting Burnley Road and Altham Lane. High quality landscaping should be delivered which would enhance the natural environment and green infrastructure provision as well as providing improvements to public transport links. The site is also within an area possessing shallow coal resources.
- 5.44 The site should be developed primarily for traditional employment uses falling within use classes B1, B2 and B8.
- 5.45 Some “enabling” development may be supported provided the need for this is supported by an up to date assessment of viability and provided the uses would support a sustainable mix of uses in Huncoat and that they are only of a scale that would meet local needs.
- 5.46 The detailed proposals for this site should be developed in consultation with the Council, the local community and consultees such as the Highways Agency and Highway Authority. The Site Allocations DPD will provide further guidance.
- 5.47 The former rail sidings, outside of the Strategic Employment Site but adjacent to the former Huncoat Power Station Site will also be protected from development that would prevent them from being returned to use. There are few locations within the North West where sites exist that could be returned to use as rail sidings for freight. The Lancashire Transport Plan identifies these former sidings as a potentially important element of rail infrastructure that should be retained.

Policy A9: Whinney Hill Link Road

The development of a new road connecting the A56 at the Burnley Road junction with the Huncoat Strategic Employment Site, the housing site on the former Huncoat Colliery and Bolton Avenue will be supported subject to the following criteria being met:

- a) High quality landscaping being provided along its length which will secure conservation and enhancement of the wider natural environment;**
- b) The implementation of measures that would prohibit heavy goods vehicles using Highergate Road, Lowergate Road, the stretch of Bolton Avenue south of the Railway Bridge and Whinney Hill Road at Whalley Road, and;**
- c) The implementation of measures that would prevent heavy goods vehicles using the Stretch of Whinney Hill Road between its junction with Sherwood Way and Whinney Hill Landfill Site.**

- 5.48 Whinney Hill is one of the largest quarries and landfill sites in Lancashire. Landfilling is taking place within an operational quarry from which sandstone and shale are extracted. The shale is used to supply the adjacent brick works with raw material for

its bricks. Traffic visiting the landfill, the quarry and brickworks currently passes through residential areas with consequent implications for local environmental quality. Air quality is a particular problem at the Whalley Road/Blackburn Road junction in Clayton-le-Moors and around Huncoat. Lancashire County Council's proposals for a new road⁹⁸ (Whinney Hill Link Road) linking the landfill site to the main road network at the Burnley Road/ A56 junction would remove much of the heavy traffic from the built up area and present an opportunity to develop a strategic employment site on land that once accommodated the power station and a housing site on the former Huncoat Colliery in a highly accessible strategic location.

- 5.49 The proposed Whinney Hill Link Road would divert traffic out of the built up areas of Accrington, Church, Clayton-le-Moors and Huncoat. The road would provide an important link between the strategic road network and the strategic employment site and housing site at Huncoat, enabling traffic to reach the site without having to drive through the residential areas of Huncoat, Altham or Clayton-Le-Moors.
- 5.50 It is envisaged that the road will be developed in two phases. Phase One will provide a road between Burnley Road (the A679) and Altham Lane and will provide access to the strategic employment site and housing site at the former Huncoat Colliery. Developers of these sites will be expected to contribute to the construction costs of phase one of the road. In addition, developers of the housing site will be expected to reserve land within the site for construction of phase two of the link road. This will provide the link between Altham Lane and Bolton Avenue/Whinney Hill Road. The second phase could be funded from a variety of sources including the Community Infrastructure Levy, the minerals and waste industry or other sources of public funding in the future. The Borough Council will work with the County Council and developers to develop a funding package to deliver the Whinney Hill Link Road.

Great Harwood

- 5.51 Great Harwood is located at the northern edge of the district of Hyndburn, bordering the Ribble Valley and set within the beautiful and dynamic scenery of the Pennine Moors. It is one of the few East Lancashire towns that retains its historic market feel and is an up and coming, prospering area. Great Harwood town centre has a diverse range of shops and services including a library, Sure Start Centre and community and youth facilities with leisure facilities at Mercer Hall. There are a number of independent retailers and the development of new supermarkets to the east of the town centre is likely to increase the attractiveness of the town. Education provision in Great Harwood comprises of a number of primary schools although secondary education is available in nearby Rishton.
- 5.52 The town is not connected to the railway and is further from the M65 than other towns in the Borough, making it less accessible to the main M65 traffic corridor to south. Accessibility should be improved by the Pennine Reach quality bus scheme that would connect Great Harwood with Rishton, Blackburn, Clayton-Le-Moors and Accrington.

⁹⁸ The Planning Application for the development of the Whinney Hill Link Road was approved by Lancashire County Council in April 2009 and a subsequent CPO was confirmed for part of the road between Bolton Avenue and Altham Lane.

Pennine Reach would also connect with local bus services. The town is connected to the national cycle route via Rishton and it is proposed to connect the route to Padiham.

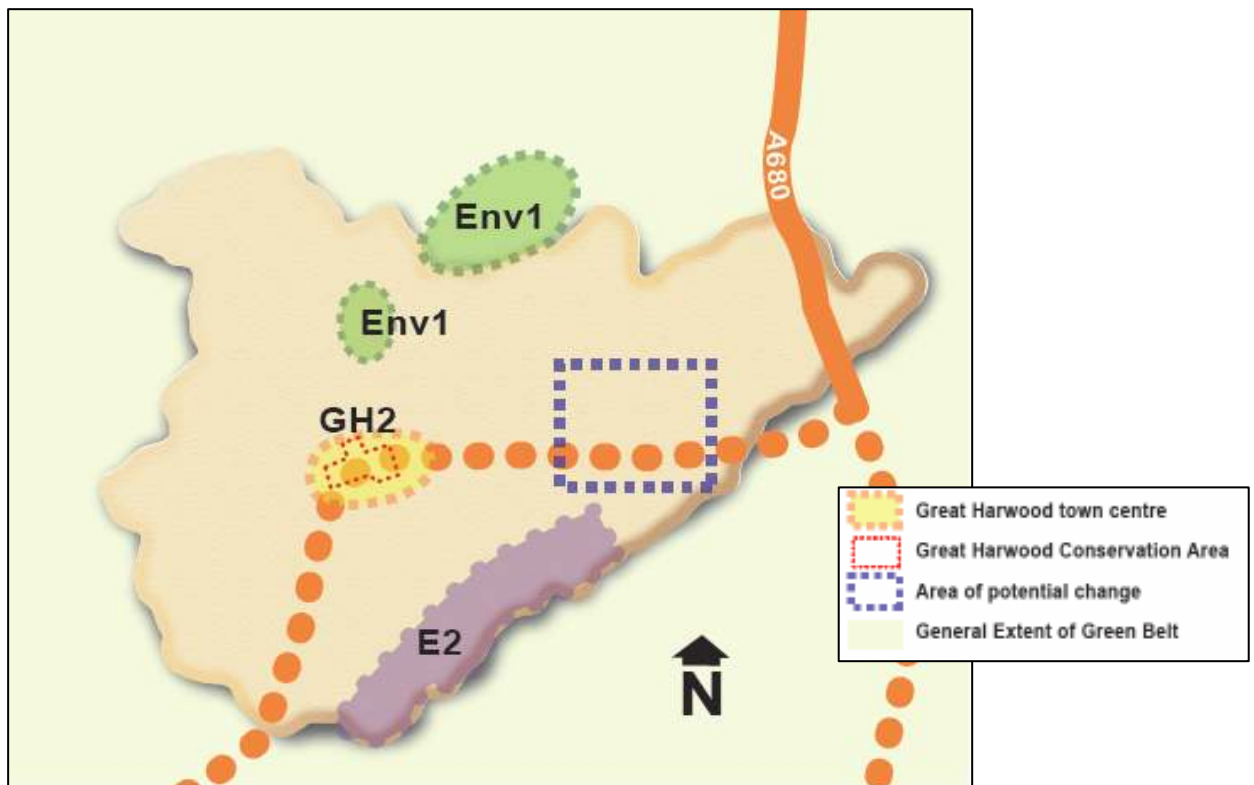


Figure 22. Great Harwood

- 5.53 The town has a population of 11,500 and has a higher proportion of older people than other parts of the Borough. The east of the town also exhibits a higher proportion of people in the under 16 age bands which may be attributed to the above average Black and Minority Ethnic population who have a larger household size. There is a wide variety of housing types and areas, with a large proportion of both terraced and detached properties. Great Harwood also benefits from having some areas of large detached family homes. Notwithstanding this, small pockets of deprivation do exist in areas around the town centre.
- 5.54 The majority of the employment areas outside the town centre are to the south and east. There is a mixture of older mill premises along the former railway line and newer industrial units on land off Heys Lane. Although there are a number of larger manufacturing, waste and heavier industrial uses in Great Harwood, the town is better suited to B1 (Office) uses, lighter industrial development, starter units and small enterprises. Accessibility, particularly by heavy goods vehicles, is constrained by the adequacy of the existing highway network⁹⁹ and it would not be desirable to direct heavy goods vehicles towards the town when better sites for more traditional employment uses exist. Where proposals would involve the redevelopment of older mill premises consideration should be given to relocating those businesses that would be displaced.

⁹⁹ The junction of Burnley Road with Whalley Road at the Hare and Hounds in Clayton-Le-Moors.

- 5.55 Great Harwood will develop its role as a historic market town with new employment and housing development within the urban area taking advantage of opportunities to modernise or, in some cases, redevelop traditional employment sites. The area of Great Harwood to the east of the town centre along Queen Street is likely to witness change with the development of new supermarkets to serve the town and its hinterland. There are further re-development opportunities in and around the site of the former abattoir and this area has been identified as an area of potential change that could accommodate appropriate commercial and residential development provided the constraints to development are adequately addressed and sufficient quality and quantity of open space are retained. To ensure that development is properly planned and local residents are involved in the future development of this area, a Development Brief should be prepared during the first phase of the Core Strategy.
- 5.56 The scale of development will be appropriate to the size and role of the town and Great Harwood town centre will be maintained and enhanced, providing shops and services for the town and the surrounding rural area. To retain the appeal of the town, the character and identity of the historic market town centre and the designated landscape around Memorial Park, will be protected and enhanced. The importance of the market square and its immediate surroundings are recognised by designation as a conservation area. However other historic streets extending from the square, particularly Queen Street, also contribute to the local character.

Policy GH1: Housing in Great Harwood

3200 new houses will be developed in the Borough of which approximately 15% will be in Great Harwood.

- 5.57 Although Great Harwood is tightly constrained by Green Belt there are sufficient sites within the urban area to accommodate Great Harwood's housing needs over the period of the Core Strategy. Low rates of completion during the early part of the Core Strategy is likely to mean that a greater proportion of land will be required later in the plan period. It is not considered necessary make any changes to the Green Belt boundary to accommodate new housing.

Policy GH2: Great Harwood Town Centre

Great Harwood Town Centre will develop as a historic market town providing key local services and specialist / leisure shopping facilities for the northern part of the Borough. The historic character and identity of the Town Centre will be protected and enhanced.

New, small scale, retailing will be permitted within the Town Centre and existing and future day to day shopping needs will be met provided it is at an appropriate scale, in sustainable locations where there are identified deficiencies. New office development in Great Harwood Town Centre will also be encouraged provided that it is of an appropriate scale.

- 5.58 Great Harwood has a historic market centre and the potential to attract leisure shoppers as well as serving their local communities. There is existing capacity within the centre

in vacant premises to accommodate small scale expansion in the range of goods on offer. Concentration of comparison goods shopping in key centres will reinforce their roles and improve their vitality and viability. The town will continue to function as a market town serving local needs and the immediate rural hinterland with retail and office development on a scale which reflects this.

Rishton

5.59 Rishton is a small town with a population of just over seven thousand people. It is located in open countryside in the west of the Borough midway between the main urban areas of Hyndburn and Blackburn. The town has a strong local character with a

historic core of densely developed 19th century terraced housing and former mill buildings based on the growth of the Pennine Lancashire textile industry and the Leeds and Liverpool Canal. The distinctive canalside environment with mills clustered together next to open rural areas is changing as demand for these buildings for business use diminishes.



Figure 23. Rishton

5.60 The population of Rishton has been declining in recent years with the trend projected to continue. Changes in the population show reductions in the under fifteens age group and slight increases in the sixteen to twenty nine year olds and over sixties. There are few households of Black and Minority Ethnic origin. Employment provision in Rishton is in older established mills with only a limited amount of modern employment development.

5.61 The town centre provides shops, services, a library and three doctors' surgeries. Rishton also benefits from three primary schools and Norden County High School which has sports facilities for community use and a public park. However the centre is exhibiting signs of decline with areas of poor quality environment. Rishton Railway Station connects the town to nearby centres as well as Preston and Blackpool. The town is also on the route of the Pennine Reach Scheme. This would provide a high

quality bus service and allow ready access to Blackburn and the Whitebirk employment site, Great Harwood and Accrington.

- 5.62 Rishton will maintain its current role as a small settlement with a mix of housing and employment within the urban area but with access to a wide range of employment in Blackburn and, to a lesser extent, at Clayton-le-Moors. New employment and housing development will be of a scale appropriate to the existing role. The Leeds and Liverpool Canal will be the focal point for new housing development.

Policy R1: Housing in Rishton

3200 new houses will be developed in the Borough of which approximately 10% will be in Rishton. New apartment development will be supported in canalside locations as part of high quality schemes that also include a mix of housing types.

- 5.63 Although Rishton is tightly constrained by Green Belt, there are a number of derelict or under-used industrial premises along the canal corridor. These have the potential to provide high quality housing development in attractive locations and at the same time contribute towards the regeneration of Rishton and the canal. This could be achieved through the use of financial contributions that would help improve the town centre environment.
- 5.64 Policy KW1¹⁰⁰ allocates a strategic employment site on the eastern edge of Blackburn, approximately 2 kilometres to the south west of Rishton. This will increase the amount and type of employment available within easy access of local residents bringing job opportunities in knowledge based and service industries. Rishton is also in close proximity to the large employment site at J7 of the M65 at Clayton-Le-Moors.

Policy R2: Rishton Local Centre

The character and identity of Rishton will be supported by strengthening and improving the quality of the street scene in Rishton centre. The centre will be strengthened and enhanced as a local centre to provide key services to the local community.

- 5.65 The character and appearance of the town centre has steadily declined and has suffered from poor quality design. The centre should be developed in a way that enables it to provide key services for the local community which will assist in maintaining buildings in use and good repair.

¹⁰⁰ Please note the supporting text to Policy KW1 which also discusses a further potential employment site between Blackburn and Rishton.

Policy R3: The Leeds and Liverpool Canal in Rishton.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Rishton will be expected to:

- a) Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;
- b) Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;
- c) Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;
- d) Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;
- e) Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

5.66 The Leeds and Liverpool Canal defines the north western boundary of Rishton and passes through the centre of the town. The canal links urban and rural communities and links historic buildings and areas with the wider landscape. The canal is also a potentially valuable transport network for pedestrians and cyclists as well as those in boats. As well as being a transport artery, the canal is a form of open space that performs a variety of functions.

5.67 Traditional canalside development provides strong enclosure of the canal environment and a distinctive character and feel. However, in many cases, development does not front onto the canal and benefit from the waterside location. Changes in the role and function of canalside land and buildings offers the opportunity for the design of new development or the reuse of buildings to recognise its waterside potential while reinstating the characteristics of local canal architecture and waterscape. New development in the vicinity of the canal will be expected to contribute towards improvements to the canal and its towing path. The Site Allocations DPD will set out in more detail the land-uses, or development types, that will be acceptable in the vicinity of the canal.

Knuzden and Whitebirk

5.68 Although in Hyndburn, Knuzden forms part of the Blackburn urban area utilising shops, services and infrastructure in the adjoining neighbourhoods of Intack and Shadsworth. To the east and south, the residential areas are bounded closely by Green Belt and the

M65 motorway separates Knuzden from Oswaldtwistle and Accrington. Whitebirk is well located for motorway connections and forms part of a larger employment area which crosses the Hyndburn/ Blackburn administrative boundary.

- 5.69 Whitebirk has an existing out of centre retail park (the Peel Centre) as well as other employment uses. The Leeds and Liverpool Canal also passes through Whitebirk and development proposals will be expected to contribute towards the improvement of the canal and its towing path between Church, Rishton and Whitebirk. In terms of housing, Knuzden has few sites that could accommodate new housing development and the future housing needs of the area would be met largely through the development of housing within the adjoining urban area of Blackburn. Knuzden's role as a residential suburb will be maintained with new housing development limited to brownfield sites within the built up area.

- 5.70 Blackburn Road currently defines the northern boundary of the residential area of Knuzden, however, the agricultural land to the north of Blackburn Road has been identified as a strategic employment site to support sub-region and region regeneration. Blackburn Road is currently the route of a high quality bus service that connects Accrington and Oswaldtwistle with Blackburn. The proposed Pennine Reach scheme would operate along Blackburn Road and also cross the Whitebirk Roundabout, connecting Blackburn with Rishton and Great Harwood. The delivery of Pennine Reach would help ensure that the Strategic Employment Site at Whitebirk is well served by public transport and readily accessible to people within Hyndburn and Blackburn with Darwen.

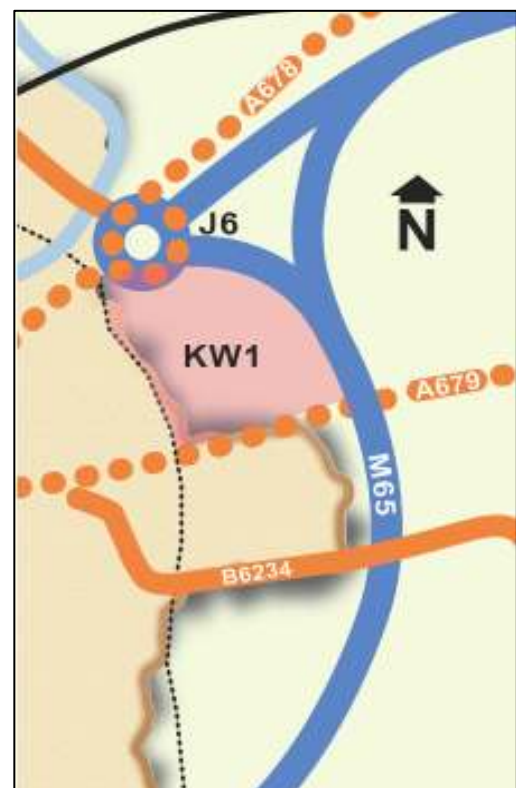
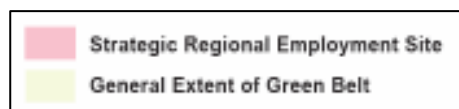


Figure 24: Knuzden and Whitebirk

Policy KW 1: Strategic Regional Employment Site at Whitebirk

Land at Whitebirk will be developed as a Strategic Regional Employment Site that will provide for higher value business development.

- 5.71 A 35 ha greenfield site will be developed over the next 5 years at the Whitebirk motorway junction (M65 Junction 6) to the south of Blackburn's existing employment estates. This site will be developed to a high standard, utilising good quality design

and attractive landscaping¹⁰¹. Concerns about the ability of the M65 to cater for the volume of traffic potentially using the site initially mean that in the first instance only 88% of the site will be developed, the remaining area being developed when the Highways Agency are satisfied that it would not affect the flow of traffic on the M65. Development will be complemented by sustainable transport improvements to encourage travel by means other than the car. The Northwest Regional Development Agency has designated Whitebirk as a strategic regional site. Its development will help to meet future employment needs in the Lancashire sub-region and will act as a focus for high quality job growth.

5.72 The Pennine Lancashire MAA aims to increase the GVA and close the output gap of Pennine Lancashire when compared to the national picture. In order to secure fundamental economic change the Pennine Lancashire authorities agree that there is a need to identify a further strategic site in the sub-region capable of attracting inward investment in the higher-value sectors. One opportunity to meet investor requirements in terms of type and location is an extension to the existing strategic employment site at Whitebirk in Hyndburn. However, it is recognised that there is a considerable amount of work to be undertaken prior to making any firm proposals. There is a need for the following to be undertaken¹⁰²:

- Testing the assumption that this is the only viable option to create a strategic site capable of attracting investment in the key target sectors.
- Potential of the development to reduce the out-commuting of skilled residents.
- The ability to ensure high levels of public transport accessibility.
- Ability to maximise employment opportunities for local residents.
- The ability to protect and enhance major environmental, historic and resource assets.
- The ability of the site to be developed in a way that preserves the function of Green Belt, with regard to separation of urban areas.
- The ability to ensure the integration of the development with the landscape meets high environmental standards.
- An assessment of the impacts in relation to the sterilisation of the underlying coal resource, along with consideration of whether the prior extraction of this resource would be appropriate.
- Demonstrate that the development would not be at an unacceptable risk of flooding from Knuzden Brook and that the development will not exacerbate flooding elsewhere.

5.73 It is anticipated that the above studies will be carried out during the plan period but that bringing forward such a site for development will occur after the plan period. If this site is considered to be the best location to deliver a strategic employment site, it will be necessary to undertake a review of the Green Belt boundary in this location.

Rural Areas

5.74 The built-up areas of the Borough are surrounded by rural areas of attractive countryside that have been protected from development by the establishment and

¹⁰¹ An outline planning application has been submitted for this development, 11/03/0608.

¹⁰² The first seven of these bullet points are set out in the MAA, the eighth has been added at the request of The Coal Authority in compliance with MPG 3.

maintenance of the Green Belt and areas designated as “Countryside” in the Hyndburn Local Plan. Within the rural areas there are several small settlements.

- 5.75 Altham is a small village in the North East of the Borough, which includes a conservation area, and dates back to Saxon times. A major geographical feature of the area is the River Calder which flows north of the village and is a major tributary of the River Ribble. Coal mining was prominent around the village during the Industrial Revolution. Today it is dominated by Altham Business Park, a large industrial estate and a major employment area adjoining the south of the village.
- 5.76 Set high up on the edge of the West Pennine Moors, Belthorn is one of the highest villages in Lancashire, rising from 275m above sea level in the north-west of the village to 300m in the south-east¹⁰³. The village acquired its name from the 1701 house named ‘The Bell in the Thorn’ where a bell placed in a thorn bush would be rung to summon a fresh horse to replace a tired one bringing a load up the hill. Most of the cottages are reminiscent of typical weavers cottages built in the 19th century.
- 5.77 Tottleworth is a small hamlet between the settlements of Rishton and Great Harwood, and dates back to Saxon times. It consists of a small group of dwellings, the most important being Manor House Farm, which dates back to the 17th Century. The whole settlement has a traditional, distinctive character, and is designated as a Conservation Area.
- 5.78 The small hamlets of Gaulkthorn, Green Haworth, Hoyle Bottom and Bedlam are all situated within the rural area to the south of Accrington and Oswaldtwistle, whilst the hamlet of Whalley Banks is located to the north of Great Harwood, bordering the Borough of Ribble Valley. The small scale scattered developments within the rural area have limited accessibility and infrastructure to support further development. This will be limited to that required to meet an identified local need or to support farm diversification.
- 5.79 The Hyndburn Local Plan also identified a number of sites allocated as Areas of Special Restraint under Policy S4. These areas are located between the Green Belt and the Urban Boundary. The Urban Boundary shown on the Proposals Map of the Hyndburn Local Plan will be reviewed in the Site Allocations and Development Management DPDs.

Policy RA1: Amount and Distribution of Housing in Rural Areas

In settlements within the rural area new housing development will be limited to that needed to meet specific local needs that satisfy the requirements of Green Belt and other rural policies.

- 5.80 The Balanced Development Strategy seeks to focus development within the existing urban areas. This is partly a reflection of the need to regenerate the urban areas through developing derelict and under-used sites, of which there are many, and partly in recognition that a large proportion of the Borough’s rural areas are Green Belt. Policy will be developed in the Development Management DPD that provides for the

¹⁰³ Belthorn Village Community and West Pennine Moors Website (www.belthornvillage.co.uk)

redevelopment or conversion of existing buildings in rural areas¹⁰⁴, recognising the value of utilising suitable, underused, buildings in those areas.

Policy RA2: Historic Character and Identity

Historic character and identity will be supported by protecting and enhancing:

- a) The contribution of the Leeds and Liverpool Canal to the surrounding rural areas;**
- b) The Industrial archaeology site at Aspen Colliery;**
- c) The pre-industrial settlement at Tottleworth, and;**
- d) The historic parkland at the Dunkenhalgh, Clayton-le-Moors.**

5.81 The Leeds and Liverpool canal passes from east to west through the Borough and forms an important part of the Borough's heritage. The protection and enhancement of the canal will enable people to continue to benefit from this local asset. At Aspen Colliery there is a 19th Century canal basin and beehive coking ovens made from brick and encased with masonry. These are situated by the canal to the west of Church and comprise the Borough's only Scheduled Ancient Monument. The site is in a poor condition and is currently vulnerable to scrub and tree growth.

5.82 The quality and character of the historic hamlet of Tottleworth has been diluted through unsympathetic alterations over time. The production of a Conservation Area Appraisal Management Plan will be a priority to provide detailed policies to restore the heritage value of this area and ensure future development enhances the Conservation Area. The Dunkenhalgh Hotel is an important historic building which dates from the 13th Century, and is situated within 17 acres of parkland off Junction 7 of the M65. The site has important heritage value and contributes towards the amenity of the Borough.

Policy RA3: Protection and development of Altham Business Park

- a) Altham Business Park will be retained for employment uses.**
- b) A small scale extension to Altham Business Park into the Green Belt will be supported, provided that it is to enable existing occupiers to meet their business needs.**

5.83 As part of providing a range of sites within the Borough to provide for employment opportunities it is essential to retain this Business Park which provides a range of larger development sites. The Business Park is the most successful in the Borough and has several of the Borough's largest employers sited on it, some of which have expressed concern about their inability to expand owing to the tight boundary of the Green Belt.

¹⁰⁴ The Hyndburn Local Plan allocates the Borough's rural areas as Green Belt and Countryside Area (Policy S5). It will be necessary to develop policy that manages development within the former Countryside Areas.

- 5.84 To provide for the future needs of these companies it is proposed that the area of the Business Park be extended. Appendix 6 identifies the proposed Green Belt boundary changes. This would represent a modest increase in size, the extent of which would be defined by the Development Management and Site Allocations DPD. The impacts of a proposed extension would need to be appropriately mitigated, for example, through high quality landscaping and design; and improved sustainable transport provision. A small scale change of this type would not represent a major change to the Green Belt boundary in this location.

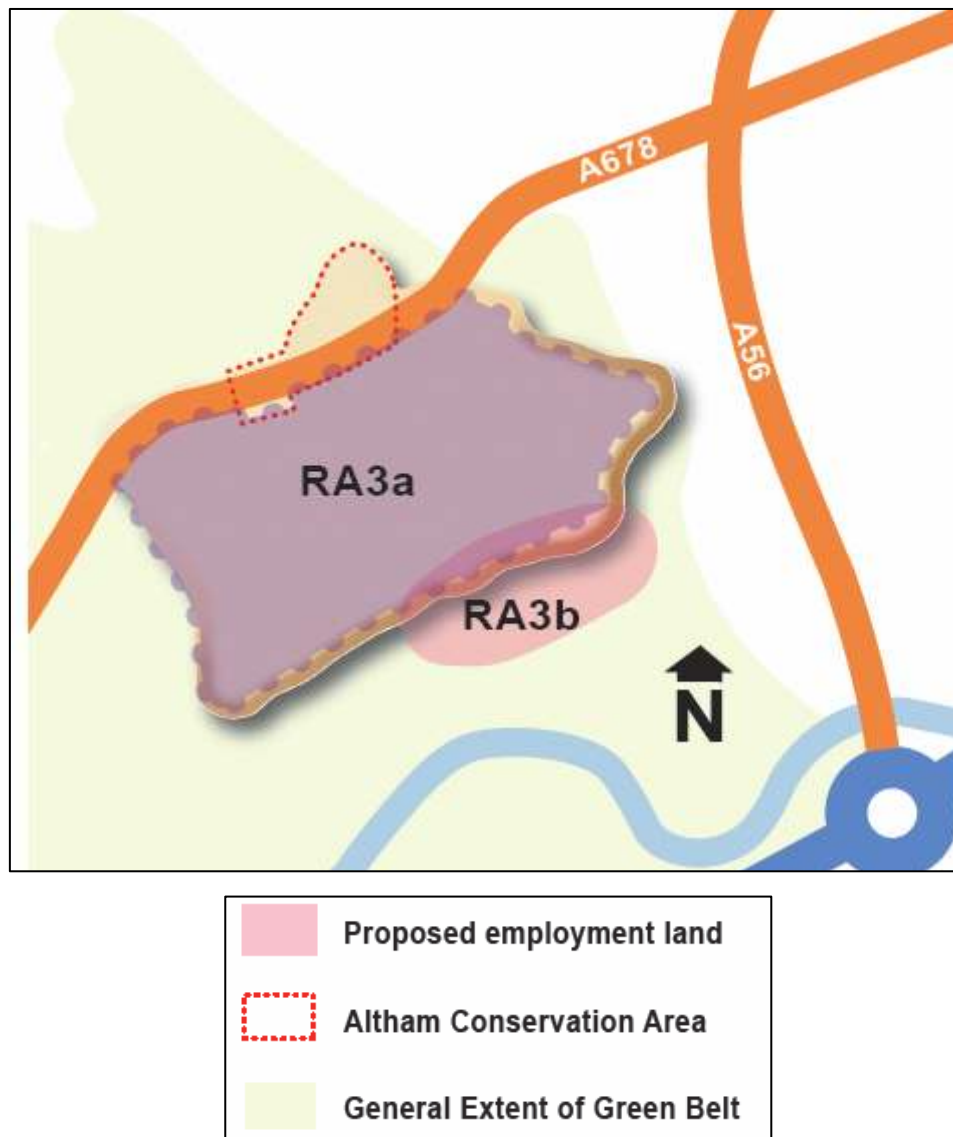


Figure 25: Altham Business Park



6.0 Phasing of Delivery and Implementation

- 6.1 The Core Strategy will cover a period of at least 15 years and the schemes and programmes of development that have been described in this chapter will not all take place at once. It is therefore proposed that the Strategy is split into three, five year, phases. The following sections set out the major schemes and preparation of development briefs and supplementary planning documents that are anticipated to take place over the next 15 years.

Phase 1

- 6.2 This will cover years 0-5 and during this time the following development should take place:
- The development of the Borough's 5 year supply of housing. Economic forecasts suggest that this will not be completed during Phase 1. Over the later phases the rate of housing development should increase with the overall housing provision met within the plan period.
 - Completion of housing and other uses on Project Phoenix 1 and 2, Blackburn Road, West Accrington (HMR). The availability of public sector funding will be critical if this is to be completed during Phase 1.
 - The potential development of additional housing on some of the "poor" sites identified within the Borough's Employment Land Study, although this is looking more likely towards the end of Phase 1 and into Phase 2.
 - The development of the Strategic Regional Employment Site, at Whitebirk. It is expected that units will be occupied towards the end of Phase 1 and during Phase 2. Priority in MAA.
 - The development of a 30MW wind farm on Oswaldtwistle Moor.
 - The Development of the Academy at Moorhead School.
 - The development of sixth form provision at St Christopher's School.
 - Development of a new bus station in Accrington Town Centre towards the end of Phase 1, subject to planning permission and a successful bid to Department of Transport in relation to Pennine Reach. If Pennine Reach is not supported it is proposed to include the Bus Station Scheme in Local Transport Plan 3.
 - Environmental Improvements to Peel Square and the Market Hall, Accrington town centre. This would also depend on public support through Heritage Lottery Fund.

- Implementation of Pennine Reach towards the end of Phase 1 and into Phase 2. Subject to Department of Transport funding. Decision likely August 2010.
- Implementation of Accrington Gateways to Work Programme in Phase 1 and Phase 2.
- Improvements to Pennine Lancashire Rail Connections with Manchester. Priority in MAA.
- Preparation of a Development Brief for the potential area of change in Great Harwood.
- Preparation of Development Brief for Huncoat Colliery Site.
- Preparation of Development Brief for Spinning Jenny Site.
- Preparation of Affordable Housing SPD

Phase 2

6.3 This will take place over years 5-10 and during this time the following developments should take place:

- Continued development of housing.
- Potential development of housing on sites identified as “adequate” by the Borough’s Employment Land Study.
- Development of employment site and new access road at Huncoat
- Development of housing site at Huncoat Colliery
- Potential improvements to Huncoat Railway Station.
- Development of Sustainable Construction Centre within the Borough. Possibly into Phase 3.
- Potential improvements to rail links to Manchester – Todmorden Curve.
- Widening of M65 and signalisation of junctions.
- Pennine Lancashire University status. Priority in MAA.

Phase 3

6.4 This is towards the end of the Core Strategy period and for this reason there is less certainty associated with some of these proposals.

- Continued Housing Development
- Widening of M65 and signalisation of junctions continuing. MAA priority.

6.5 The successful delivery of strategic regional employment sites will rely on the implementation of strategic and local infrastructure improvements which have already been identified. Although the MAA identifies widening of the motorway and signalisation of junctions along the M65 as a priority, this is not committed and is subject to further assessment exercises and funding.

Management of Risk

6.6 The implementation of this Core Strategy is dependent upon a variety of actions being taken by different organisations and individuals. Those actions will often be dependent upon the desire to take the project forward and the right financial conditions being in place. Whilst the Borough Council has a role to play through the statutory

planning processes to assist the development of the Borough in a positive way, for example through the LDF and the development management process, ultimately the decisions to invest in the Borough are made by private sector organisations and their financiers.

- 6.7 Over the past two years the development sector has changed significantly owing to recession. Uncertainty from customers coupled with reduced access to finance has resulted in a dramatic slowdown in development with housing completions suffering particularly. The delivery of the key elements of the Core Strategy is dependent upon a healthy development sector.
- 6.8 Elements of the Core Strategy are also dependent upon public sector funding and continuation of public policy. As a means of addressing these issues a more detailed Risk Assessment of the Core Strategy will be undertaken that examines the strategy in a systematic manner, assessing the risks to implementation that exist and the ways in which they can be mitigated. This is included as part of the “What If?” scenario work in Appendix 9.



Accrington: Past, Present and Future



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Appendix 1 Evidence Base

Hyndburn Policies & Strategies

Sustainable Community Strategy for Hyndburn; Hyndburn Borough Council / Hyndburn Local Strategic Partnership; 2008-2018

Corporate Strategy; Hyndburn Borough Council; 2008-2013

Hyndburn Borough Local Plan; Hyndburn Borough Council; 1996

Employment Land Study; Hyndburn Borough Council and Lambert Smith Hampton; 2008

Hyndburn Regeneration and Economic Strategy; Hyndburn Borough Council; 2007-2011

Hyndburn Retail Study; White Young Green Planning; July 2005

Hyndburn Health Profile 2009; NHS; 2009

Hyndburn Locality Health Profile Report, Third Edition; NHS East Lancashire; 2009

Housing Needs Assessment for Hyndburn 2008; Fordham Research; 2008

Hyndburn Strategic Housing land Availability Assessment; Hyndburn Borough Council and Atkins; 2008

Hyndburn Affordable Housing Viability Assessment; Tribal Consulting; 2009

Strategic Flood Risk Assessment; Hyndburn Borough Council; 2010

Open Space, Sport and Recreation Study: Strategy and Action Plan (Green Spaces Strategy); Knight, Kavanagh and Page; 2008

Pennine Lancashire/Lancashire Strategies

Pennine Lancashire Multi Area Agreement; 2008

Lancashire Economic Strategy and Sub Regional Action Plan 2006-2009; Lancashire Economic Partnership; 2006

Pennine Lancashire Integrated Economic Strategy; 2008

Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Accommodation; Salford Housing and Urban Studies Unit; 2007

Pennine Lancashire Housing Strategy 2009-2029 ; Various stakeholders under direction of PLLACE Group; 2009

Blackburn with Darwen Borough Council and Hyndburn Borough Council Housing Needs Assessment 2008; Fordham Research; 2008

Blackburn with Darwen Borough Council and Hyndburn Borough Council; Strategic Housing Market Assessment; 2009

Leeds and Liverpool Canal Corridor Study – East Lancashire (Consultation Draft); British Waterways Waterway Conservation and Regeneration Group; 2003

Local Transport Plan 2 for Lancashire; Lancashire County Council; 2006 to 2011

Regional Policy & Strategy

North West of England Plan Regional Spatial Strategy to 2021; GONW; 2008

North West of England Plan Partial Review Submitted Draft Consultation; 4NW; 2009

Regional Economic Strategy; NWDA, 2006

National Planning Policy

PPS1 Delivering Sustainable Development; Communities and Local Government; 2005

PPG2 Green Belt 1995 (amended 2001)

PPS 3 Housing 2006 (superseded June 2010)

PPS 4 Sustainable Economic Growth 2009

PPS 5 Planning for the Historic Environment; Communities and Local Government; 2010

PPS 7 Sustainable Development in Rural Areas; Communities and Local Government; 2004

PPS 9 Biodiversity & Geological Conservation 2005

PPS 12 Local Spatial Planning 2008

PPG 13 Transport 2001

PPS 25 Development and Flood Risk; Communities and Local Government; 2006

Securing the Future: Delivering UK Sustainable Development Strategy; Defra; 2005

Supplementary Planning Documents

Church Oswaldtwistle Gateway SPD; Hyndburn Borough Council; 2006

Project Phoenix 1 & 2 2007

Platts Lodge SPD; Hyndburn Borough Council; 2009

East Accrington Hyndburn Borough Council; Taylor Young; 2010

Appendix 2 Monitoring Framework

The following monitoring framework has been devised to monitor the effectiveness of the plan:

Ind.	Description	Target	Source
Climate Change – Over-riding theme			
NI 185	CO ₂ reduction from Local Authority operations		LCCS
NI 186	Per capita CO ₂ emissions in local authority area.		LAA
NI 189	Flood (and coastal erosion) risk management	Complete Local authority Actions.	NI
NI 192	Household waste recycled and composted		LAA
NI 197	Improved local biodiversity – active management of local sites		LAA
LI CC1	Develop a climate change strategy by 2013.	Develop a climate change strategy by 2013.	HBCCS
LI CC5	Work with Lancashire County Council and Network Rail to improve public transport provision by 2013.		HBCCS
LI CC6	Retain our status as the top authority for sending the least amount of waste to landfill until 2013.	Target included in description.	HBCCS
LI CC10	Work with local schools up to 2013 on recycling projects and campaigns.		HBCCS
LI CC11	CO ₂ emissions within the Borough have reduced		SCS
LI CC12	Recycling rates within the Borough have increased		SCS
LI CC13	Create more spaces to encourage biodiversity	Target to be developed as part of GI Strategy.	SCS
LI CC14	New developments to have a %age of energy produced by renewable means.		LDF
LI CC15	Major Developments to implement a travel plan as a means of reducing CO ₂ emissions.		LDF
LI CC16	Renewable Energy generated within the Borough		LDF
LI CC17	Local Development Framework to have Climate Change as a cross-cutting theme.	Included within Core Strategy.	LDF

Ind.	Description	Target	Source
Economy			
NI 151	Overall Employment Rate		MAA
LI E1	Annual Take-up of Employment Land		LDF
LI E2	GVA, as compared to North West England		LDF
LI E3	Position within Index of Multiple Deprivation		LDF
LI E4	Commence development of the strategic employment site at Whitebirk by 2012 to provide significant high value employment opportunities by 2015		MAA/HBCCS
LI E5	Development of Huncoat Strategic Employment Site.		LDF
LI E6	Development of Whinney Hill Link Road.		LDF
LI E7	Delivery of Todmorden Curve Rail Improvement.		MAA
LI E8	Establish a network of 'enterprise havens' for new businesses by 2013		HBCCS
LI E9	Establish a "Green Business Park" for environmental based businesses by 2013.		HBCCS

LI E10	Establish a project that gets homeless and workless people into housing and employment (e.g. Recycling Lives) by 2014		HBCCS
LI E11	Working with partners and using WNF employ 60 apprentices by 2010 and 85 by 2013.		HBCCS
Ind.	Description	Target	Source
Housing			
NI 154	Net additional homes provided		NI
NI 155	Number of affordable homes delivered		NI / LAA
NI 159	Supply of ready to develop housing sites		NI
LI Ho1	Housing completions by location, tenure, type and bedrooms		LDF
LI Ho2	Percentage of new homes built on previously developed land		LDF
LI Ho3	Number of new homes (%age) built within Council Tax bands F, G and H.		LDF
LI Ho6	Number of dwellings demolished		LDF
LI Ho7	Number of new homes built in accordance with Code for Sustainable Homes Level 3 and 4.		LDF
LI Ho11	Introduce a loan scheme to enable residents to improve their homes by 2013.		HBCCS
LI Ho12	Ensure 60% of new build housing will be 3, 4 or 5 bed houses by 2010 and 70% by 2013.		HBCCS
LI Ho15	Ensure 20% of new housing on sites of 15 houses or more is 'affordable' up to 2013		HBCCS
LI Ho16	Identify land to enable 189 dwellings to be provided each year up to 2013.		HBCCS

Ind.	Description	Target	Source
Health			
NI 8	Adult participation in sport		NI / LAA
NI 48	Children killed or seriously injured in road traffic accidents		NI / LAA
NI 120	All-age cause mortality rate.		NI / LAA
NI 137	Healthy life expectancy at age 65.		NI / LAA
LI He2	Development of Cycle Ways in Borough		LDF
LI He3	Life expectancy for men and women has increased and the gap to meet the national average has reduced.		SCS
LI He4	More people have been encouraged to adopt a more active and healthy lifestyle		SCS

Ind.	Description	Target	Source
Environment – Local			
NI 196	Improved street and environmental cleanliness (fly-tipping)		NI
LI Env1	% of Conservation Areas within the Borough with an up to date Conservation Area Appraisal and Management Plan.		LDF
LI Env2	Establish 2 new nature reserves by 2010 and 3 by 2013.		HBCCS
LI Env3	Secure Green Flag status for 4 parks by 2010 and 6 parks by 2013		HBCCS
LI Env5	Environmentally improve 40 sites by 2010, 200 by 2013 by direct council intervention.		HBCCS

Ind.	Description	Target	Source
Transport and accessibility			
NI 176	Working age people with access to public transport.		NI

LI T1	Delivery of Pennine Reach.		LDF
LI T2	Delivery of Accrington Bus Station.		LDF
LI T4	Delivery of connectivity improvements between Accrington Town Centre and Eagle Street.		LDF
LI T5	Improve public transport facilities in the Borough by 2013		HBCCS

Ind.	Description	Target	Source
Education			
NI 106	Young people from low income backgrounds progressing to higher education.		LAA
NI 164	Working age population qualified to at least Level 3 or higher.		LAA
LI Ed1	Promote the establishment of two more academies to improve education provision in the Borough by 2013.		HBCCS
LI Ed2	Work with Lancashire County Council and the Government to maximise investment in Hyndburn Schools by 2013		HBCCS
LI Ed4	Work with a local high school to enable 7 pupils to obtain a Business & Finance Diploma between 2011 and 2013		HBCCS

Appendix 3 Glossary of Terms

Term/Acronym	Definition
Affordable Housing	Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. This can include: ○ Social rented housing owned by local authorities, registered social landlords and others where rents are set through the government's rent regime, or; ○ Intermediate housing at prices or rents above those of social rent but below market prices or rents. This can include sub-market renting, low cost home ownership and shared equity products. ○ Affordable rented housing let by registered providers of social housing to households who are eligible for social rented housing and whose rent is no more than 80 per cent of the local market rent.
Air Quality Management Area - AQMA	Designated under Environmental Act 1995 as areas where local authorities are required to prepare action plans to enable them to achieve national air quality objectives.
Annual Monitoring Report - AMR	Part of the Local Development Framework which the Council is required to prepare annually showing progress in preparing Local Development Documents compared to targets in the Local Development Scheme, and monitoring the implementation and effectiveness of its policies and proposals in Local Development documents
Accessible Natural Greenspace Standards (ANGST)	Natural England's Accessible Natural Greenspace Standard (ANGSt) provides a set of benchmarks for ensuring access to natural greenspaces near to where people live, assessing current levels of availability, and planning for better provision.
Arboricultural Impact Assessment	Items to consider during an Arboricultural Impact Assessment: • Tree root protection (distances, engineering specifications) • Changes in levels • Changes in surfaces • Installation and layout of services • Demolition of existing buildings, surfaces • Exposure due to tree removal • Sunlight and shading • Construction Site Access
Arboricultural Method Statement	Items to include within an Arboricultural Method Statement: • Schedule of Tree surgery works (prior to and upon completion of construction works) • Tree exclusion zone (distances, type of fencing etc.) • Specification for surface changes • Specification for level changes • Trenching (methods) • Location of bonfires, chemicals etc. • Contingency Plans (chemical spillage, collision, emergency access to the tree exclusion zone)

Term/Acronym	Definition
	• Post construction landscaping near trees • Tree planting (storage of trees, site preparation) • Construction site layout (offices, parking) • Construction site materials storage • Fruit production (fouling footpaths) • Planting (species selection for example thorns near footpaths) • Insects (honeydew), birds, bats
Area Action Plan - AAP	Area action plans should be used to provide the planning framework for areas where significant change or conservation is needed. They should identify the distribution of uses and their inter-relationships, including specific site allocations, and set the timetable for the implementation of the proposals.
Balanced Housing Market Model	A model which examines the supply and demand for different types and sizes of housing across different area and for specific groups.
Biodiversity	Biodiversity is the intricate network of ecosystems, habitats and species comprising of all the life on earth. Biodiversity provides the support systems that sustain human existence.
Biodiversity Action Plan	This is an internationally recognised programme addressing threatened species and habitats and is designed to protect and restore biological systems. Priority habitats, species and action plans are outlined at national level in the UK BAP and at sub-regional level in the Lancashire BAP.
Brownfield Land	Land which is, or has previously been, built on or been used for other types of development, for example, car park, storage areas. (Need to use definition in PPS 3).
Sustainable Community Strategy	The plan which Local Strategic Partnerships are required to prepare for improving the economic, environmental and social well being of local areas and by which Councils are expected to co-ordinate the actions of the public, private, voluntary and community organisations that operate locally.
Core Strategy	A Development Plan Document setting out the spatial vision and objectives of the planning framework for an area.
Criteria based policies	Policies which contain a number of standards against which something can be judged.
Current Housing Need	Households whose current housing circumstances at a point in time fall below accepted minimum standards. This would include households living in overcrowded conditions, in unfit or seriously defective housing, families sharing, and homeless people living in temporary accommodation or sharing with others.
Cultural Resources	Provide for the needs of the community and include theatre, cinema, museums, cultural heritage, listed buildings and tourism.
Department for Environment, Food and Rural Affairs (DEFRA)	The government department responsible for animal health & welfare, environmental protection, exports & trade, farming, marine & fisheries, food & drink, horticulture, plants & seeds, research & analysis, rural affairs, sustainable development and wildlife & countryside.
Department for	The government department responsible for local and regional

Term/Acronym	Definition
Communities & Local Government (DCLG).	government, housing, planning, regeneration, social exclusion and neighbourhood renewal. It works with other Government departments, local councils, businesses, the voluntary sector, and communities themselves to help create sustainable communities.
Development Plan	The statutory plan setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. In Hyndburn this comprises the Regional Spatial Strategy for the North West and the Borough's Local Plan or adopted LDD/LDF.
Development Plan Document – DPD	A Local Development Document which forms part of the statutory development plan, including the Core Strategy, Proposals Maps and Area Action Plans.
Elevate	One of the Government's Housing Market Renewal (HMR) pathfinders charged with finding solutions to the problem of low demand and housing market renewal collapse in towns across Pennine Lancashire.
Environment Agency	Public body charged with protecting and improving the environment in England and Wales. Aims to make sure that air, land and water are looked after to help achieve sustainable development and ensure that future generations inherit a cleaner, healthier environment.
Future Housing Need	This consists of new household formation (proportion unable to buy or rent in the market), and existing households falling into need.
Government Office for the North West - GONW	Represents Central Government in the region and aims to work with regional partners and local people to increase the prosperity of the region, promote sustainable development and tackle social exclusion.
Greenfield Land	Land where there has been no previous development or where the site has returned to a natural state following previous development.
Gross Value Added - GVA	A measure of productivity in an area and shows how much an area contributes to the United Kingdom economy.
Highways Agency	Executive agency of the Department for Transport which manages and maintains the motorway and trunk road network in England.
Housing Market Renewal – HMR	Project to sustain areas which are suffering from low demand for housing or abandonment of housing. Significant public funding is available to kick start the process through building refurbishment and conversion, building clearance and site acquisition.
Housing Needs Assessment – HNA	A survey carried out to provide accurate information on housing need, taking into account the existing backlog of unmet and newly arising need. It also includes details of the accommodation required by type, size, tenure and affordability.
Inset Map	May form part of the adopted Proposals Map probably at a more detailed scale than the rest of the map. Proposals for area action plans may be shown on inset maps.
Intermediate Housing	Below market entry to rent or buy such as part rent part buy home share schemes.
Key Diagram	May be used to illustrate the broad strategy for the area, including locations for change or strategic development, major transportation issues, and main patterns of movement and constraints. It provides the means to show links and relationships with other strategies and with the plans of neighbouring areas.

Term/Acronym	Definition
Local Area Agreement - LAA	An agreement setting out the priorities for a local area that is agreed between Central Government and a local area (the local authorities within an area and the Local Strategic Partnerships) and other key partners.
Local Development Document – LDD	Comprising two main types, Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not. Together LDDs form the main part of the Local Development Framework.
Local Development Framework - LDF	A portfolio of Local Development Documents which sets out the planning policy framework for the District. It also includes the Local Development Scheme, the Statement of Community Involvement and the Annual Monitoring Report.
Local Development Scheme – LDS	A three year project plan setting out the Council's programme for the preparation of Local Development Documents, reviewed annually in the light of the Annual Monitoring Report.
Local Strategic Partnership – LSP	Umbrella organisation which aims to improve the quality of life and governance in a particular locality. Partnerships seek to align and co-ordinate services and Local Strategic Partnership priorities to meet the needs and aspirations of those who use them.
Local Transport Plan –LTP	This sets out the plans for transport within an area. In Lancashire it is prepared by the County Council (as Highway Authority) and it operates between 2006 and 2010. It is a strategic document based around the four shared priorities of road safety, congestion, air quality and accessibility together with other quality of life issues and maintenance.
Multi Area Agreement – MAA	Agreements that bring together local public and private sector partners to tackle issues that are best addressed in partnership, both at a regional and a sub-regional level.
Mixed Use Communities	Communities within which there is a variety of land uses, for example, housing, employment, leisure and retail.
National Indicator (NI)	An indicator used by the Government to measure the performance of a local authority.
Natural England	Formed by bringing together English Nature, the Countryside Agency and the Rural Development Service. Aims to conserve and enhance the natural environment for its intrinsic value, the wellbeing and enjoyment of people and the economic prosperity that it brings.
Natural Resources	Occur naturally within environments that exist relatively undisturbed by mankind, they are in a natural form and are derived from the environment. They can include mineral resources.
Northern Way	A strategy to promote regeneration and growth in the three northern English regions (the North East, North West and Yorkshire and the Humber).
PLLACE	Pennine Lancashire Leaders and Chief Executives (PLLACE) bring together the senior political and officer leadership of the local authorities of Pennine Lancashire, Lancashire County Council, Primary Care Trusts and Elevate.
Planning Policy Guidance – PPG	Guidance produced by central Government setting out its policies on specific planning topics. Being updated and replaced by Planning Policy Statements.

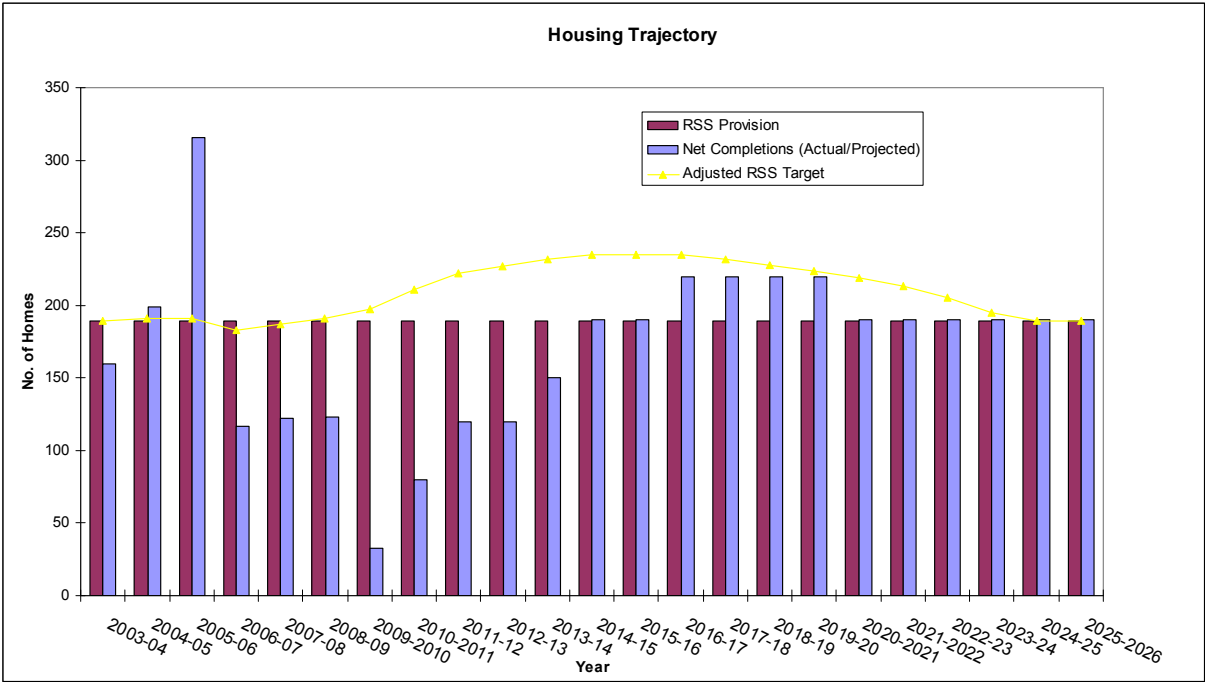
Term/Acronym	Definition
Planning Policy Statement – PPS	Statements produced by central Government setting out its policies on specific planning topics. Regional Spatial Strategies and Local Development Frameworks must take account of and conform to national planning policy.
Proposals Map	A map, illustrating clearly on an Ordnance Survey or similar base the spatial extent of policies and proposals, must be prepared and maintained to accompany all Development Plan Documents. This may contain inset maps, where necessary.
Regional Aggregates Working Party	Partnership of members of mineral planning authorities (including Wakefield), the aggregates industry and Government, set up to prepare guidelines on the provision of aggregates in the Region.
Regional Development Agency – RDA	Government agencies set up to co-ordinate regional economic development and regeneration, enable the English regions to improve their relative competitiveness and reduce imbalances within and between regions.
Regional Economic Strategy – RES	A 20 year strategy co-ordinated by 4NW and the North West Development Agency that provides a framework of common priorities for businesses, public agencies, voluntary groups and communities in the region to focus their investment. It highlights a number of strategic objectives, themes and priority actions for the region.
Regional Housing Strategy	Produced by the Regional Housing Board, the RHS sets out priorities for housing in the region and includes a Regional Investment Plan for funding housing initiatives and interventions.
Regional Planning Body	Body charged with preparing and monitoring a draft of the Regional Spatial Strategy for the region.
Regional Planning Guidance – RPG	Non-statutory guidance prepared by the Regional Planning Body and issued by the Secretary of State. Now replaced by the Regional Spatial Strategy.
Regional Spatial Strategy - RSS	The statutory replacement for Regional Planning Guidance prepared by the Regional Planning Body and issued by the Secretary of State. It forms part of Hyndburn's statutory development plan and provides a spatial framework to inform the preparation of Local Development Documents, the Local Transport Plan and regional and sub regional strategies and programmes that have a bearing on land-use activities
Regional Sustainable Development Framework	A strategic framework which provides the context for regional activity, and sets targets and indicators, identifies necessary regional action and sets out a mechanism for sustainability appraisal.
Regional Technical Advisory Body	The body which gives impartial technical advice on waste management and disposal issues.
Regional Transport Strategy	Sets out the policies and investment priorities for transport in the region. Forms part of the Regional Spatial Strategy.
Saved Policy / Proposal	A policy or proposal in the Local Plan which is automatically retained for three years from commencement of Part 2 of the Saved Policy / Proposal Planning & Compulsory Purchase Act 2004 i.e. until 28th September 2007. Policies and proposals can be saved for longer with the agreement of the Secretary of State.
Spatial Plan	A spatial plan brings together policies for the development and use of land with other programmes which have an impact on places and how

Term/Acronym	Definition
	they work. A spatial plan includes policies which may be delivered by an agency other than the local planning authority
Statement of Community Involvement – SCI	Sets out the Council's vision and strategy for the standards to be achieved in involving the community and stakeholders in the preparation of all Local Development Documents and in decisions on planning applications.
Strategic Environmental Assessment – SEA	All major strategies and plans, including Local Development Documents, must be subject to the requirements of the European Union Directive on Strategic Environmental Assessment. Environmental impacts have to be assessed and monitored and necessary mitigation measures identified. (See also Sustainability Appraisal).
Strategic Flood Risk Assessment – SFRA	An assessment of the risk of flooding within a defined area, usually a local authority area or river basin, carried out for strategic planning purposes.
Supplementary Planning Document – SPD	A Local Development Document which is part of the Local Development Framework but does not form part of the statutory development plan. Supplementary Planning Documents elaborate upon policies and proposals in a Development Plan Document or the saved Unitary Development Plan and include development briefs and guidance documents.
Supplementary Planning Guidance – SPG	Guidance which elaborates upon policies and proposals in the Unitary Development Plan. SPG can not be 'saved' but can still be relevant if related to a policy or proposal in a saved plan or a Development Plan Document. SPG will need to be replaced by an appropriate Supplementary Planning Document.
Sustainable Development	Activity which achieves mutually reinforcing economic, social and environmental benefits without compromising the needs of future generations.
Sustainable Communities	Places which are active, inclusive and safe; well run; environmentally sensitive; well designed and built; well connected; thriving; well served and fair for everyone.
Sustainability Appraisal – SA	The process of assessing and weighing the economic, social and environmental costs and benefits of development proposals, both individually and collectively. (See also Strategic Environmental Assessment). All Local Development documents must be subject to SA throughout their preparation and prior to submission and adoption.
Sustainable Drainage System (SUDS)	Sometimes known as Sustainable Urban Drainage Systems, are designed to manage the potential impact of new and existing developments with respect to surface water discharges and groundwater regimes.
Strategic Regional Employment Site	Employment sites as designated by the North West Regional Development Agency which are critical to the delivery of the Regional Economic Strategy.
Town Centre	Principal centre or centres in a local authority's area. In rural areas they are market towns and similar sized centres which function as important service centres.

Term/Acronym	Definition
Township Centre	Small centre serving local township with day to day needs.
Unsuitable Housing	All circumstances where households are living in housing which in some way unsuitable, whether because of its size, type, design, locations, condition or cost. Households can have more than one reason for being in unsuitable housing, and so care should be taken in looking at the figures: a total figure is presented for households with one or more unsuitability reason, and also totals for the numbers with each reason.
Urban Boundary	The urban boundary shown on the Hyndburn Local Plan Proposals Map (as amended by the changes to the Green Belt boundary approved in September 2000) unless modified by the boundary changes illustrated in the Core Strategy at Appendix 6.
Windfall Site	A site that is not allocated for development in a development plan but which unexpectedly becomes available for development during the life of a plan.

Appendix 4 Housing Trajectories

It is important to establish a picture of the number of houses likely to be completed over the period of the Local Development Framework in order to ensure that sufficient land is made available. For implementation and review purposes, the LDF has been divided into three, five-year periods. Recent monitoring information has shown completions falling short of the annual target which has created a shortfall. The housing trajectory shows however that the numbers of new houses being completed will increase in later phases resulting in the plan provision being met towards the end of the Core Strategy period.



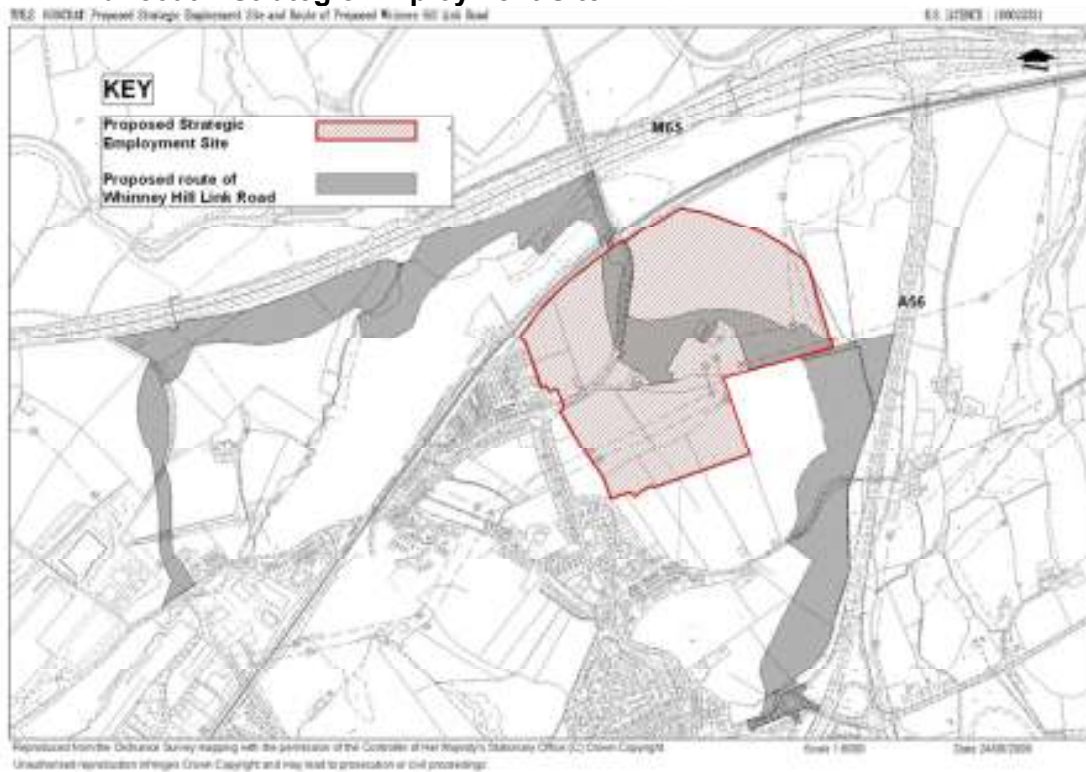
It is proposed to undertake a review of the Core Strategy and LDF towards the end of each phase (i.e. every 5 years). This would be in line with the need to plan, monitor and manage the supply of housing land and ensure that sufficient land is made available over each phase of the LDF.

Appendix 5 Strategic Employment Sites

a. Whitebirk – Strategic Regional Employment Site

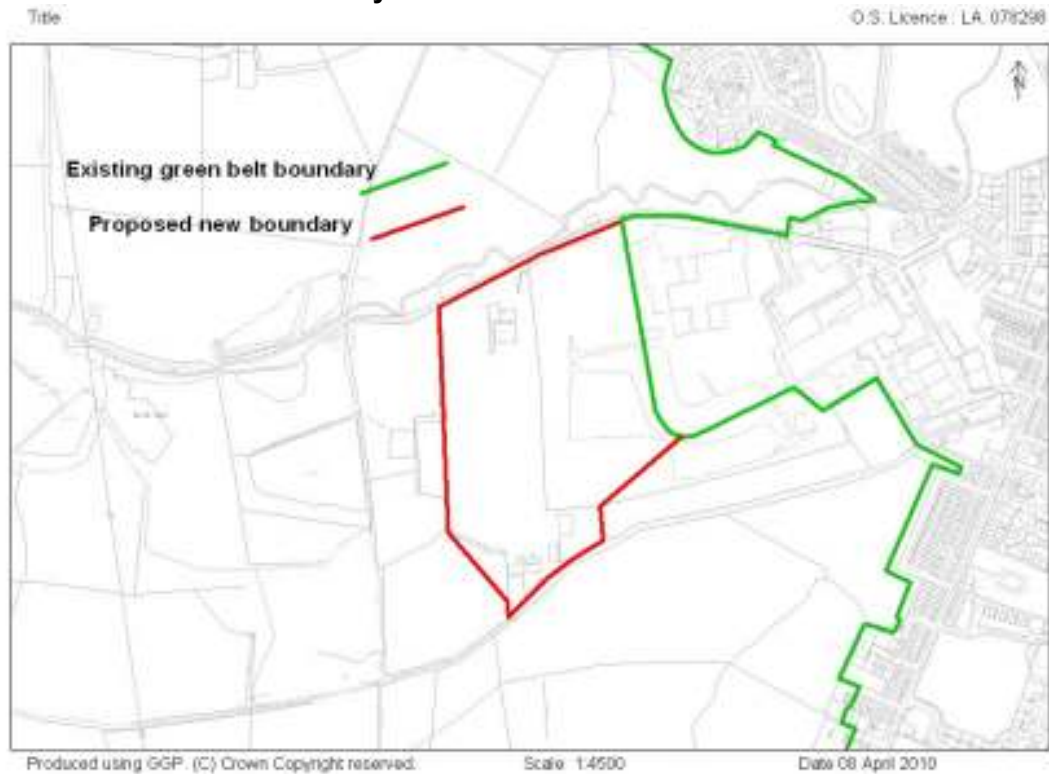


b. Huncoat – Strategic Employment Site

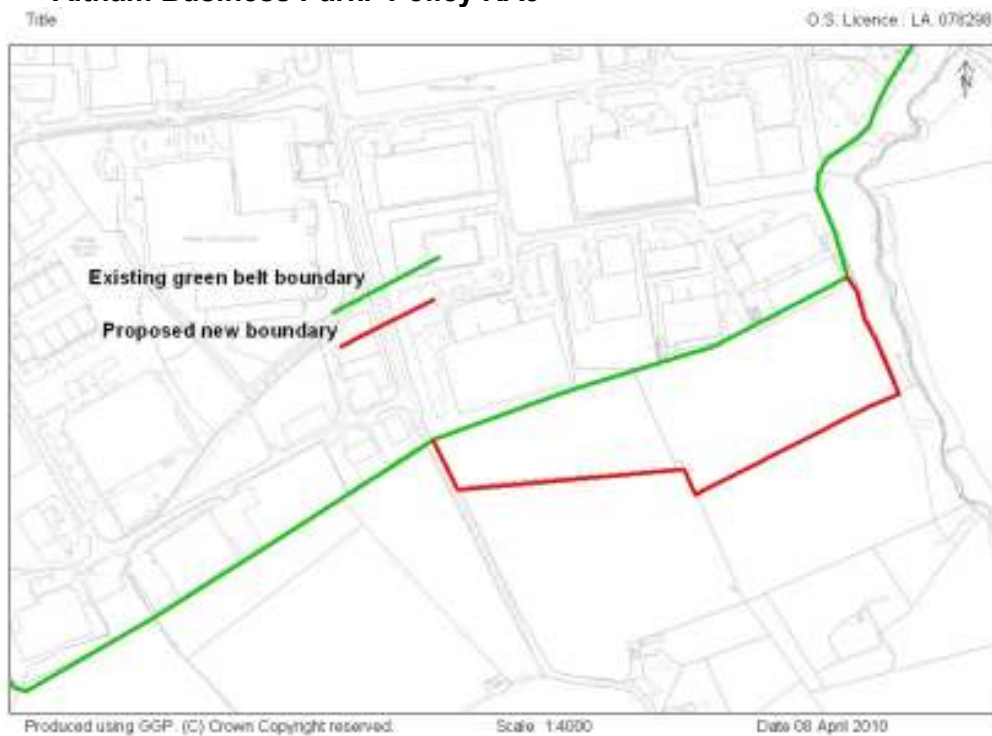


Appendix 6 Changes to Green Belt.

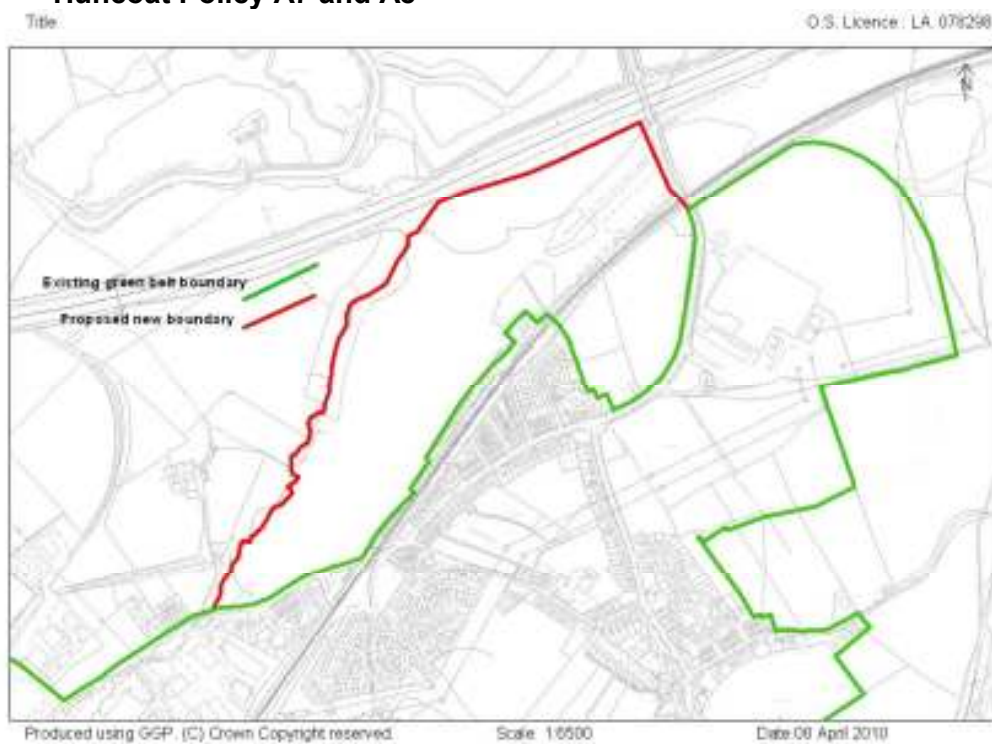
1. Oswaldtwistle. Policy A5.



2. Altham Business Park. Policy RA3



3. Huncoat Policy A7 and A8



Appendix 7 “Saved” policies of the Hyndburn Local Plan to be replaced by the Core Strategy

This appendix lists the policies of the Hyndburn Local Plan (Saved Policies Version) that have been replaced by Core Strategy Policies. These are shown in Table A below.

Table B shows a policy that has been deleted because it did not add anything to national policy.

Table A

Hyndburn Local Plan Saved Policies	Replaced by Core Strategy Policies
I3	E2 Protection, Modernisation and Development of Employment Sites
L4	A6 The Leeds and Liverpool Canal in Church A9 The Leeds and Liverpool Canal in Clayton-le-Moors R3 The Leeds and Liverpool Canal in Rishton
TR1	T1 Improving Connectivity T2 Pennine Reach T3 Cycle and Footpath Networks

Table B

Hyndburn Local Plan Saved Policy deleted because it does not add to national policy
S1 (Green Belt)

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Appendix 9 The delivery of the Strategy

Policy BD 1: The Balanced Development Strategy

The following principles underpin the Local Development Framework for Hyndburn and other elements of the LDF, strategies and individual proposals should adhere to these principles:

- a) The existing settlement pattern and hierarchy of centres will be maintained and supported by concentrating development within the urban areas and in centres of a scale and type appropriate to their role. Accrington and its townships will accommodate the majority of new development. Modest growth is proposed in Great Harwood, and Rishton would develop in a manner consistent with its size and function. Development that is appropriate to the scale and role of the townships will be supported to help sustain these areas and the services they provide to their communities.
- b) Accrington Town Centre will be the principal centre and will provide for the Borough's key services, retail and town centre needs. Great Harwood will develop as a historic market town where new retail and town centre uses will be supported in the Town Centre provided it is at an appropriate scale. Rishton Town centre will be strengthened and enhanced as a local centre to provide key services to the local community.
- c) Development within the rural area will be limited to that supporting farm diversification and promoting leisure and recreational facilities whilst retaining landscape character. Within the settlements of Belthorn and Altham new development will be limited to that required to meet specific local needs that satisfy the requirements of Green Belt and other rural policies.
- d) Sufficient land will be made available to meet the Borough's employment and housing needs. Development of strategic employment sites at Whitebirk and Huncoat will help provide higher value job opportunities in accessible locations. Good quality employment sites will be protected and the improvement of poorer sites by allowing enabling development will also be supported. Land at the former colliery site at Huncoat will be developed for high quality housing to help meet the Borough's housing needs.
- e) The overall general extent of the Green Belt will be maintained. Locally important changes to the Green Belt will be made at the following locations:
 - i) Huncoat, between Altham Lane and the Railway;
 - ii) The former Huncoat Colliery, north of the railway;
 - iii) Oswaldtwistle, the former chemical works;
 - iv) Land to the south of Altham Business Park.
- f) Priority will be given to developing brownfield land within the urban areas, focussing investment and improvement in key regeneration areas

and attracting new development into the highly accessible settlement at Huncoat.

- g) The LDF will recognise the importance of protecting and enhancing green infrastructure and addressing the causes and consequences of climate change.
- h) The LDF will recognise the importance of the environment in reinforcing the local sense of place and improving quality of life. Existing environmental assets will be protected and enhanced and new development will be expected to contribute to the local character and distinctiveness of the natural, built and cultural environment in which it is sited.
- i) The LDF will promote balanced communities where everyone has easy access to a range of services and facilities. Improvements in public transport will be secured and connectivity between Pennine Lancashire and Greater Manchester will also be improved.

Partners in delivery Hyndburn Borough Council
Infrastructure The Balanced Development Strategy seeks to concentrate the majority of development within the existing urban area where there is adequate infrastructure. Any specific infrastructure requirements are addressed by policies relating to proposals.
Phasing and targets Development will take place over the lifetime of the Plan. Appendix 2 sets out a monitoring framework to monitor the effects of the plan.
Risk Low. The Balanced Development Strategy is an overarching policy, the risk associated with the delivery of individual policies is considered elsewhere in the Core Strategy.
Contingency The Core Strategy will be reviewed every 5 years which allows changes to be made where appropriate.

Policy E1 Future Employment Provision

Approximately 58 hectares of land will be identified for employment uses (B1, B2 and B8) to meet the requirements of the Borough for the period 2011-2026. With the exception of land at Huncoat and south of Altham Business Park, sites will be identified within the urban area on either previously developed land or on greenfield land.

Accrington Town Centre will be the principal centre and will provide for the Borough's key services, retail and town centre needs. Great Harwood will develop as a historic market town where new retail and town centre uses will be supported in the Town Centre provided it is at an appropriate scale. Rishton Town centre will be strengthened

and enhanced as a local centre to provide key services to the local community. The role and function of centres in the Borough is considered in more detail by policies A2, GH2, A3 and R2.

Partners in delivery
Hyndburn Borough Council and the private sector
Infrastructure
The majority of the Borough's employment needs will largely be met through the retention of existing employment sites, including the site at Huncoat and the development of the strategic business site at Whitebirk. Infrastructure issues are dealt with at policies KW1 and A8.
Phasing and targets
Development will take place over the lifetime of the Plan. The development of land for employment will be monitored annually and be reported in the Annual Monitoring Report published on 31 st December.
Risk
Medium. In the short term the building of business units will be below expected rates due to the economic recession. It is expected to improve over the lifetime of the Plan with higher completion rates being achieved in the later years of the Plan. Reductions in public spending could have an impact on the viability or phasing of schemes such as the Whinney Hill Link Road. The Strategic Site at Whitebirk is expected to commence development during the first phase of the Core Strategy and if signs of economic recovery become evident during the second phase of the Core Strategy developments like that at Huncoat may start around then.
Contingency
The Site Allocations DPD will identify sites for future employment, with the exception of the strategic business site at Whitebirk which is identified in this document. In connection with the strategic site the Council will continue to negotiate with owners and other interested parties to bring forward development. The Annual Monitoring Report (AMR) will report on development progress. If it becomes apparent that this site will not come forward in the Plan period it will be necessary to undertake a partial review of the Core Strategy to identify replacement sites. Concerning sites identified in the Site Allocations DPD the AMR will identify the amount of employment land being developed and if it is apparent that there could be a significant shortage (5 hectares or more) of employment land available a further review of sites will take place to ensure an adequate supply is maintained.

Policy E2 Protection, Modernisation and Development of Employment Sites

- a. **Existing business parks, major industrial estates¹⁰⁶ and other good quality employment sites will be retained for employment uses.**
- b. **The development of existing employment sites of adequate quality for alternative uses will only be permitted when part of the site is redeveloped for appropriate employment (within class B1) and where the criteria set out in part (c) below are satisfied.**

¹⁰⁶ Namely Junction 7 Business Park, Clayton-le-Moors; Petre Road Business Park, Clayton-le-Moors; Moorfield Industrial Estate, Altham; Huncoat Business Park, Bolton Avenue, Huncoat; Brookside Business Centre, Oswaldtwistle; Heys Lane Business Park, Great Harwood; Altham Business Park, Altham

- c. **Employment sites not falling within the scope of a or b above will remain in employment use unless it can be demonstrated that:**
- **continued use of the site would give rise to unacceptable environmental impacts, or;**
 - **there is no current or likely future demand for the site or premises for employment uses, or;**
 - **it is the only viable means of retaining a building or premises which has particular architectural or historical significance.**
- In all cases redevelopment for alternative uses should not prejudice the operating conditions of other remaining employment uses;**

Partners in delivery
Hyndburn Borough Council and the private sector
Infrastructure
Infrastructure is already in place on existing employment sites. In any redevelopment proposals opportunities will be taken to improve infrastructure provision where this is required.
Phasing and targets
Development will take place over the lifetime of the Plan. The development of land for employment will be monitored annually and be reported in the Annual Monitoring Report published on 31 st December.
Risk
Medium
Contingency
The AMR will monitor loss of existing employment land. Application of the policy for development management purposes will mean that appropriate existing employment sites will be retained for that use. If appeals against planning permission for alternative uses are successful the reasons for allowing such appeals will be analysed and if necessary the policy will be reviewed.

Policy ED1 New and improved educational facilities

The Council will support proposals for accessible, high quality educational facilities that improve basic and higher level skills and qualifications.

Partners in delivery
Hyndburn Borough Council, Lancashire County Council and the private sector
Infrastructure
Funding for Lancashire County Council's 'Building Schools for the Future' programme has ceased. This would have focused on improving existing secondary and primary school facilities. St. Christopher's High School, Accrington has planning permission for a new sixth form college and Moorhead is developing as an Academy. Both of these developments have now commenced and will therefore be completed in Phase 1 of the Core Strategy.
Phasing and targets
Development of the Academy and sixth form provision at St Christopher's has commenced.
Risk

Low.

Contingency

Other partners are responsible for the provision of education facilities. If it becomes apparent that no improvements are envisaged within the first five years of the Plan the Council will enter into negotiations with education providers with a view to obtaining commitments which will improve the education offer in the Borough.

Policy H1 Housing Provision

Provision will be made for 3200 new dwellings (net of demolition) during the period 2011-2026 and a five year supply of deliverable sites for housing development will be maintained.

New housing development will aim to provide a mix of house types based on the following proportions:

Detached	26%
Semi-detached Housing	49%
Terraced	5%
Bungalows	8%
Flat / Maisonette	12%

New apartment development will only be supported within, or within walking distance (250m or closer) of, Accrington and Great Harwood Town Centres or as part of high quality developments in canal side locations where the regeneration benefits of this type of development can be demonstrated. The development of bungalows and specialised “extra care” homes for elderly people will be supported.

There will be a strong presumption against the development of housing within the garden or curtilage of residential properties.

Partners in delivery

Hyndburn Borough Council, the private sector, housing associations and Regenerate Pennine Lancashire.

Infrastructure

There are no major infrastructure issues which need to be addressed to enable housing development to take place

Phasing and targets

A mix of housing to redress the balance will be achieved through the development management process over the lifetime of the Plan

Risk

Medium. The development of a more balanced housing choice is dependent upon new houses being developed. The first phase is likely to see a significant reduction in housing completions and the longer this continues the longer it will take to increase choice. Funding for the future housing market renewal areas will cease in March 2011.

Contingency

In monitoring housing completions the AMR will analyse the mix of housing being developed to assess whether the housing market is being restructured as set out in the

Strategic Housing Market Assessment and particularly to address the over provision of two-bedroomed terraced accommodation. If this is not being addressed it will be necessary to consider how the provision of a mix of housing can be addressed with prospective developers and whether development briefs need to be agreed for all major development sites. It will be necessary to explore new ways of developing new housing.

Policy H2 Affordable Housing

On developments of 15 or more houses the developer will be required to make provision for 20% of the houses to be affordable. In meeting this target consideration will be given to the availability of financial grants and evidence on the economic viability of individual developments.

Partners in delivery

Hyndburn Borough Council, Housing Associations, Regenerate Pennine Lancashire, registered social landlords and the private sector

Infrastructure

There are no major infrastructure issues which need to be addressed to enable affordable housing development to take place in the Borough.

Phasing and targets

Affordable housing will be achieved through legal agreements on planning permissions granted for major housing developments

Risk

High. Affordable housing is dependent upon the development of market housing. At present very few houses are being developed. An affordable housing economic viability assessment indicates that in the current economic climate there are no sites in Hyndburn which can provide for an element of affordable housing. With future competition from housing growth areas in central Lancashire and Greater Manchester it is questionable whether the construction industry will have the capacity to provide affordable housing in Hyndburn or whether it will be financially viable to do so.

Contingency

Developers will need to provide evidence that provision of affordable housing is not economically viable when submitting a planning application. The Council will enter into an agreement with prospective developers regarding the provision of affordable housing dependent upon economic circumstances that prevail at the time development starts.

Policy H3 Gypsy and Traveller Provision

Adequate provision will be made in the Borough for Gypsies, Travellers and Travelling Showpeople by:

- **Protecting the existing site in Altham for the use of Travelling Showpeople;**
- **Protecting existing permanent sites which are authorised for Gypsy and Traveller use;**
- **Identifying land at Sankey House Farm .**

Partners in delivery

Hyndburn Borough Council, Lancashire County Council and the private sector
Infrastructure Future sites will be located either within the urban area or adjacent to and adjoining existing authorised sites all of which are in sustainable locations not requiring additional infrastructure.
Phasing and targets Sufficient land has been identified and this will be formalised through the Site Allocations DPD.
Risk Medium.
Contingency Potential need for GTAA in Hyndburn.

Policy HC1 Green Space and facilities for walking and cycling

Major housing development (10 or more dwellings) will contribute towards the provision and maintenance of good quality, accessible, multi-functional green space.

If it is demonstrated that it is not possible to make provision on site, then a financial contribution in lieu of actual provision will be provided by the developer that will be used to improve or maintain nearby areas of green space and improve pedestrian or cycleway facilities.

Development comprising 5 houses or more, or commercial development of one hectare or 1,000 square metres of floorspace, will be required to provide or improve facilities that encourage walking and cycling.

Partners in delivery Hyndburn Borough Council, Housing Associations, Regenerate Pennine Lancashire, housing associations and the private sector
Infrastructure Provision of new pedestrian and cycle routes will assist in contributing to a reduction in the number of pedestrians and cyclists killed or seriously injured on the Borough's roads.
Phasing and targets Provision of green space and facilities which encourage walking and cycling will be managed on a site by site basis through the development management process. Planning permissions will either include conditions regarding the provision and future maintenance of green space and facilities which encourage walking and cycling or appropriate legal agreements will be negotiated.
Risk Low
Contingency This will be expanded upon in the Development Management DPD. A similar policy was included in the Local Plan and developers have accepted responsibility for the provision of open space when submitting planning applications.

Policy HC2 Leisure, Health and Culture

Proposals for new or improved sports, recreation, health, community and cultural facilities will be supported. Existing sports and recreation, health, community and cultural facilities will be retained unless it can be demonstrated that such facilities are no longer necessary, or where adequate alternative provision is made to meet the needs of the community served by the facility.

Partners in delivery
Hyndburn Borough Council, Lancashire County Council, Sport England, East Lancashire Primary Care Trust, National Health Service and the private sector
Infrastructure
Built sports and recreation facilities and new health care facilities will be accommodated within the built up area and the need for any local off-site improvements, for example highway improvements, will be managed on a site by site basis through the development management process.
Phasing and targets
Development of improved facilities will take place during the lifetime of the Plan. There are national indicators regarding mortality rates (NI 120) and healthy life expectancy (NI 137) together with a local indicator concerning the development of Great Harwood health centre. A local indicator will be adopted to measure increase in the levels of participation in sport, leisure and physical activity
Risk
Medium – health facilities will be dependent upon funding via the National Health Service and/or Primary Care Trust
Contingency
If proposals for the redevelopment of sports and recreation facilities are received and no alternative provision is proposed planning permission will be refused. If appeals against refusal are upheld the policy will be reconsidered in the light of reasons given for upholding appeals.

Policy HC3 The Design of Residential Roads

Proposals for residential development should be designed in accordance with the principles established in the Manual for Streets with the aim of reducing vehicle speeds to no more than 20mph. The Design and Access Statement submitted as part of the planning application should demonstrate how this has been achieved.

Partners in delivery
Hyndburn Borough Council. Lancashire County Council, housing associations, Regenerate Pennine Lancashire and private sector developers
Infrastructure
Negotiation with developers concerning road layout and design will be take place on a site by site basis through the development management process
Phasing and targets
The number of children killed or seriously injured in road accidents in Hyndburn is above the Lancashire average. The government has a target of halving the number of

road deaths and serious injuries for children by the year 2010, and by 40% overall. Local indicators monitoring reductions in the number of accidents will be used to monitor the success of the policy.
Risk Low
Contingency In pre-planning application discussions with applicants the Council will indicate to developers that the design of new residential areas need to incorporate the latest guidance regarding road design to ensure the provision of a safe environment for future home occupiers.

Policy HC4: Community Benefits / Planning Obligations

Where needs arise directly as a result of development, the Council will seek to secure planning obligations or agreements pursuant to Section 106 of the Town and Country Planning Act 1990. Through such obligations and agreements the Council will seek to ensure that development proposals meet the reasonable cost of new infrastructure made necessary by the proposal including: transport, utilities, education, community and cultural facilities, health, leisure and waste management.

Partners in delivery Hyndburn Borough Council, Lancashire County Council, and the private sector
Infrastructure The subsequent preparation of a SPD in consultation with the local community and other interested parties will provide clarity regarding developer contributions towards future infrastructure provision.
Phasing and targets A SPD will be prepared after the summer of 2011i
Risk Low
Contingency In the absence of an SPD the Council will rely on existing Development Plan policies for developer contributions where appropriate.

Policy Env1 Green Infrastructure

Green infrastructure resources will be protected, enhanced and extended, and by linking these resources, a multi-functional Green Infrastructure network will be created. Where developments are within, or in close proximity to the Green Infrastructure network they will be expected to contribute towards its protection and enhancement.

Partners in delivery Hyndburn Borough Council, Natural England, Lancashire County Council, Lancashire Wildlife Trust and Pennine Lancashire Groundwork.
Infrastructure Existing sites of regional and local biological and/or geological importance will be protected against any inappropriate development and opportunities to create links to

and between sites will be explored.
Phasing and targets National Indicator 197 concerns improvements to sites of local importance. There is a local indicators referring to the establishment of three new nature reserves by 2013 and the creation of more spaces to encourage biodiversity.
Risk Low.
Contingency The Site Allocations DPD will contain further details of green infrastructure including important sites worthy of protection and the need to safeguard links between sites. In pre-planning application discussions with developers the need to protect and enhance these sites or links between such sites will be raised and solutions will be explored.

Policy Env2 Natural Environment Enhancement

Opportunities for natural environment enhancement will be secured by ensuring that all development within or in proximity to ecological or geological resources:

- a) protect those resources, and;
- b) incorporate appropriate resource enhancement and positive management measures, and;
- c) contribute to an effective ecological network through expansion and re-connection of environmental resources, particularly where such improvements would complement local regeneration priorities and improvements to health and well-being.

Partners in delivery Lancashire Wildlife Trust, Lancashire County Council, developers and land owners. Potentially Natural England.
Infrastructure To be assessed on a site by site basis,
Phasing and targets The Green Infrastructure Strategy will identify those areas of the network that need to be enhanced or connected and these will be prioritised.
Risk The policy reflects national planning insofar that it expects proper consideration to be given to the protection and enhancement of natural resources; however, this will be done in the context of the Green Infrastructure network for Hyndburn.
Contingency None

Policy Env3 Landscape Character

The design of new development must be appropriate to the landscape character type within which it is situated and should contribute towards the conservation, enhancement or restoration of landscape character or creation of appropriate new features. Landscape character will be protected and enhanced by:

- a) Ensuring that new development is well integrated with the existing settlement pattern, respecting the small scale dispersed pattern of farmsteads and clusters of buildings;
- b) Maintaining and reinforcing a clear distinction between the urban edge and the rural areas;
- c) Restricting new development on the upper slopes of prominent hillsides and minimising the impact of development on prominent ridge and summit lines;
- d) Maintaining consistency of building materials, details and design;
- e) Encouraging the restoration of traditional field boundary walls and hedgerows, and;
- f) Encouraging the creation of new complementary landscapes in association with new developments.

Partners in delivery
Lancashire County Council and Natural England.
Infrastructure
The development and management of landscaping as part of development proposals.
Phasing and targets
On-going.
Risk
Long term management – needs to be covered by appropriate management provision – s.106 or other form of maintenance agreement.
Contingency
Considered on a site by site basis. In pre-planning application negotiations applicants will be reminded that development needs to accord with the principles of the policy. If an application is refused on the grounds that it does not accord with the policy requirements and a subsequent appeal against refusal is upheld the Council will reconsider the policy in the light of reasons given for upholding the appeal

Policy Env4 Sustainable Development and Climate Change

All development must minimise negative impact on the environment and help to mitigate against the likely effects of Climate Change on present and future generations. This will be achieved by:

- a) Ensuring that new development is in sustainable locations, is accessible to goods and services, can be accessed on foot and by bicycle and improves links with public transport networks;
- b) Seeking to use locally sourced, reclaimed, recycled or low environmental impact products in design and construction and provide facilities for effective sustainable waste management in the operation of the development;
- c) Improving water efficiency standards by incorporating measures to recycle and conserve water resources;
- d) The incorporation of sustainable drainage systems;
- e) Incorporation of renewable or low carbon energy technology to provide at least 10% of predicted energy demand where feasible;

- f) The inclusion of greenspace, landscaping and habitat related enhancements;
- g) Minimising greenhouse gas emissions through the use of high standards of insulation and by taking advantage of natural energy through the orientation and design of development and by;
- h) Retro-fitting the above measures as part of proposals that involve a change of use or extension to an existing commercial or residential property.
- i) Ensuring that new development is directed away from areas at a high risk of flooding or incorporating appropriate mitigation against flooding in areas of lower risk.
- j) Ensuring that contaminated land, land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate remediation and mitigation measures.

Partners in delivery
Hyndburn Borough Council, public and private sector developers
Infrastructure
Negotiation with developers to minimise environmental impact of development and mitigation against likely effects of Climate Change will be take place on a site by site basis through the development management process
Phasing and targets
There are a variety of national and local targets associated with Climate Change
Risk
Low
Contingency
Through negotiation with applicants any potential issues will be resolved. If planning permissions are refused and subsequent appeals against refusal are upheld the policy will be reconsidered in the light of reasons given for upholding appeals.

Policy Env 5 Renewable Energy

In order to contribute towards the achievement of national renewable energy targets the Council will support development of new sources of renewable energy provided that:

- a) measures are taken to avoid and where appropriate mitigate any negative impacts of the effects on local amenity resulting from development, construction and operation of the schemes. These will include measures to satisfactorily mitigate any effects on air quality, atmospheric emissions, noise, odour, water pollution and the disposal of waste, and;
- b) the visual impact can be accommodated within the landscape and the development would not give rise to an unacceptable adverse cumulative impact when considered in the context of other existing or consented developments, and;
- c) measures are taken to avoid and where appropriate mitigate any negative effect of the development on nature conservation features, biodiversity and geodiversity, including habitats and species, and;

- d) the site is accessible and the development of supporting infrastructure does not itself result in unacceptable adverse impacts, and;
- e) developers have engaged with the community and local authority at an early stage prior to the formal submission of any proposals, and;
- f) large scale renewable energy developments make provision for direct community benefits over the period of the development.

Partners in delivery
Renewable energy sector, consultees, Lancashire County Council and local environmental charities.
Infrastructure
There will be a need for connections to the national grid and associated transformers as well as site access and tracks.
Phasing and targets
Development of Oswaldtwistle Moor Windfarm anticipated in Phase 1 of the Core Strategy.
Risk
No risks have been identified with the Oswaldtwistle Moor Windfarm, however, Hyndburn is only a small Borough and there is a risk that the cumulative impact associated with additional proposals for wind farms could result in unacceptable adverse impacts. The policy framework proposed seeks to address this concern.
Contingency
None.

Policy Env6 High Quality Design

The character and quality of Hyndburn's urban and rural environments will be conserved and enhanced through high quality design and protection of heritage assets. New development will be expected to:

- a) Maintain and enhance local distinctiveness including the character and quality of both townscape and landscape¹⁰⁷;
- b) Deliver high quality design by taking into consideration the urban design principles of urban form, urban grain, landscape, density and mix, scale and appearance¹⁰⁸;
- c) Incorporate innovative design for schemes involving landmark buildings or schemes in key regeneration areas, along main transport routes, at gateways and in other prominent locations;
- d) Enhance the setting of historic structures and areas;
- e) Retain historical associations where possible;
- f) Be accessible and legible to all users;
- g) Ensure that public realm is safe and attractive, accessible, user friendly and complements the character of local townscape;

¹⁰⁷ As identified in the Landscape Character and Historic Towns Assessments and in Conservation Area Appraisals and Management Plans.

¹⁰⁸ As identified in By Design.

- h) **Ensure that land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate mitigation measures;**
- i) **Ensure that derelict and under used sites are promoted for high quality built development or for use as functional and attractive open space, and;**
- j) **Contribute towards the provision of public art in the Borough either on-site or by a financial contribution. This requirement applies to major developments only.**

Partners in delivery
Hyndburn Borough Council, public and private sector developers
Infrastructure
Negotiation with developers concerning design will be take place on a site by site basis through the development management process
Phasing and targets
Local targets have been adopted for the preparation of Conservation Area appraisals and management plans.
Risk
Low
Contingency
Access and Design statements which accompany planning applications for development will be expected to cover the design criteria set out in the policy. Through negotiation with applicants any potential issues will be resolved. If planning permissions are refused and subsequent appeals against refusal are upheld the policy will be reconsidered in the light of reasons given for upholding appeals.

Policy Env 7 Environmental Amenity

Proposals for new development will be permitted only if it is demonstrated that the material impacts arising by reason of traffic, visual impact, noise, dust, emissions, pollution, odour, over-looking or loss of light, or other nuisances will not give rise to unacceptable adverse impacts or loss of local amenity and can be properly controlled in accordance with best practice and recognised standards.

Partners in delivery
Hyndburn Borough Council, private and public sector developers
Infrastructure
Negotiation with developers concerning design will be take place on a site by site basis through the development management process
Phasing and targets
Development proposals will be ongoing during the lifetime of the Plan
Risk
Low
Contingency
Through negotiation with applicants any potential issues will be resolved. If planning permissions are refused and subsequent appeals against refusal are upheld the policy will be reconsidered in the light of reasons given for upholding appeals.

Policy T1 Improving Connectivity

Proposals to improve connectivity of the towns in Hyndburn with neighbouring areas by road or rail will be supported provided the environmental and social impacts associated with the proposals are properly taken into consideration and mitigation measures put into place where necessary, and that they promote mobility and access for all.

Partners in delivery

Hyndburn Borough Council, Lancashire County Council, Highways Agency, Network Rail, private and public transport operators.

Infrastructure

The policy supports improvement of transport infrastructure. In terms of rail infrastructure, rail track in the Borough is in reasonably good condition and recent improvements have been made to Accrington and Rishton Railway Stations funded using European funding, Lancashire County Council and Hyndburn funding from a s.106 agreement. There are no plans to improve Huncoat Station at the present time. One of the options proposed as part of the Todmorden Curve improvement (connecting Pennine Lancashire to Manchester) would see Accrington Railway Station become a terminal. The Borough Council support this option since it would bring a number of benefits to the town. Feasibility work is being undertaken on this to determine the improvements needed to the holding siding in terms of switch gear and points. The costs of this work would also be established. The ability of the M65 and A56 (T) to accommodate additional traffic has frequently resulted in the Highways Agency issuing Directions on planning applications for development along these corridors. Roundabout improvements at J6 (Whitebirk) have recently been completed and these have improved capacity and prevented queuing traffic on the M65 itself. Capacity issues remain at J7 and the Highways Agency has indicated that it currently has no plans to improve J7 or J8 of M65 or widen the motorway. However, the MAA includes a commitment to improve the M65 and Pennine Lancashire Authorities will be commencing negotiation with DFT in relation to this.

Phasing and targets

There are a number of local indicators relating to improving transport infrastructure.

Risk

Medium – The Rail improvement Schemes are not in the Borough or directly under the control of the Council. Further work needs to be undertaken in relation to the cost-benefit analysis and actual cost of the Todmorden Curve improvement.

The level of risk associated with these schemes is likely to increase if pressure is put on public spending. At present the degree to which rail schemes could be affected is not known. Although some of these programmes may be delayed, they are all fundamental to the transformation of Pennine Lancashire and will still be needed in the future.

Contingency

Other partners are responsible for improving transport links within and outside the Borough and the Council wishes to support any initiatives which accord with the policy. If no schemes appear to be forthcoming during the Plan period the Council will approach those providers with a view to encouraging them to prioritise and deliver schemes which will benefit the Borough.

Policy T2 Cycle and Footpath Networks

Cycle, footpath and bridleway networks will be safeguarded and extended. Where appropriate, contributions towards the improvement and maintenance of these networks will be sought from developers as a means of ensuring that new developments are accessible by a variety of means of transport.

Partners in delivery
Hyndburn Borough Council, Lancashire County Council, Sustrans, private and public sector developers
Infrastructure
New walking and cycling infrastructure is needed in the Borough to provide an effective network, contribute to enhancement of the East Lancashire Regional Park and support more healthy lifestyles. An example of this is the need to develop further routes and linkages for the cycleway/greenway network in the Borough, together with local linkages with town centres and places of employment.
Phasing and targets
Provision of new routes will extend across the lifetime of the Plan
Risk
Medium – further route provision relies on the identification of funds.
Contingency
A number of cycle, footpath and bridleway networks have been developed in the Borough and those to be safeguarded, and where there are opportunities for further links, will be identified in the Site Allocations DPD. On large developments which necessitate considerable movement of people (e.g. major housing or employment development, or development of large institutions) the Council will enter into agreements with developers regarding contributions which ensure that the development is accessible by a variety of means of transport. If planning applications are refused because they do not include this information and subsequent appeals upheld the Council will review the policy in light of the reasons given for upholding appeals.

Policy T3 Motorway and Trunk Road Improvements

The Borough Council will support proposals for the improvement of the motorway network and trunk road network in Pennine Lancashire where these improvements are required to facilitate improvements in the capacity of the network necessary to facilitate the development of a healthy economy in the sub-region.

Partners in delivery
Hyndburn Borough Council, Lancashire County Council, Blackburn with Darwen Borough Council and the Highways Agency
Infrastructure
Policy supports improvements to the existing road network
Phasing and targets
None
Risk

High – dependent on resources for improvements being identified across Pennine Lancashire

Contingency

Other partners namely the Highways Agency and Lancashire County Council are responsible for the motorway and trunk road network. The Council will support any initiatives which improve capacity. If no improvements appear to be forthcoming during the Plan period the Council will approach those providers with a view to encouraging them to prioritise and deliver schemes which will benefit the Borough.

Policy A1 Amount and Distribution of Housing

3200 new houses will be developed within the Borough and a five year supply of deliverable sites for housing development will be maintained. 75% of new housing will be developed within the main urban area of Accrington and its townships.

Partners in delivery

Housing will be provided by private sector house builders, housing associations, and through the Housing Market Renewal Programme (Phoenix 1 / 2 and East Accrington). The latter comprises a public / private sector partnership.

Infrastructure

There are no major infrastructure issues which need to be addressed to enable housing development to take place in Accrington. The need for local off-site improvements, for example highway improvements or open space improvements will be managed on a site by site basis through the development management process.

Phasing and targets

Provision has been made to accommodate 3200 new houses up to 2026. The Annual Monitoring Report will ensure that a five year housing land provision is maintained. Annual reporting on NI 154 'net additional homes delivered' and NI 159 'Supply of ready to develop housing sites.'

Risk

Medium. In the short term housing completions will be below expected rates due to the economic recession. It is expected to improve over the lifetime of the Plan with higher completion rates being achieved in the later years of the Plan.

Recent economic forecasts suggest that few houses are likely to be completed during the first phase of the Core Strategy and whilst the number of completions will increase, they might not return to the high levels seen in previous years.

Contingency

The Strategic Housing Land Availability Assessment (SHLAA) indicates that there are sufficient sites in the Borough to enable at least 3200 houses to be built and that 75% can be accommodated in Accrington (and Clayton-le-Moors, Oswaldtwistle, Church, Huncoat and Baxenden.) The AMR will update the SHLAA and annual monitoring of house completions will enable the Council to assess whether the required number of houses are being built. If it becomes apparent that house building rates will be consistently lower than that needed to ensure that the required number of houses will be built during the Plan lifetime the Council will enter into dialogue with house builders to investigate how the situation can be improved.

Policy A2 Accrington Town Centre

Accrington Town Centre will consolidate and develop as the principal centre and historic market town, providing for the Borough's key services and comparison and food retailing needs. Independent retailers will provide for specialist/leisure shopping needs for the Borough.

New comparison and convenience (including food) retailing will be focussed in Accrington Town Centre. Existing and future day to day shopping needs will be met in town, township and neighbourhood centres and, at an appropriate scale, in sustainable locations where there are identified deficiencies.

New office development will be focussed in Accrington Town Centre with smaller scale development at the Church Oswaldtwistle Gateway and at former employment sites that are being redeveloped for a mix of uses.

Partners in delivery
Accrington Town Centre Regeneration Board, private sector developers.
Infrastructure
There are no major infrastructure issues which need to be addressed to enable development to take place in the town centre. Redevelopment proposals will be expected to contribute towards local improvements to the Town Centre. Planning applications for developments within the flood risk zone will need to include mitigation measures.
Phasing and targets
Accrington Town Centre Masterplan (published 2008) includes details of the delivery of individual projects
Risk
Low
Contingency
Accrington is the main shopping, administrative and commercial centre of the Borough. The AMR will enable the Council to assess whether major retail and commercial development is being directed to Accrington town centre. If it becomes apparent that this is not happening the Council will investigate the reasons for this and take the appropriate policy action to redress the balance.

Policy A3 Development of Local Centres in Accrington

The centres of Clayton-le-Moors, and Oswaldtwistle will be developed for a range of facilities to support their local communities.

Partners in delivery
Private sector developers, Lancashire County Council, Hyndburn Borough Council
Infrastructure
There are no major infrastructure issues which need to be addressed to enable development to take place in the local centres. Planning applications for developments within flood risk zones will need to include mitigation measures.
Phasing and targets

Due to the current economic recession it is expected that development in the early years of the Plan will be restricted but will improve in later years.
Risk Low
Contingency The AMR will monitor the vitality and viability of local centres and if it becomes apparent that local centres are struggling to provide and maintain the range of facilities required to support their local communities measures will be taken to address the situation.

Policy A4 The Leeds and Liverpool Canal in Church.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Church will be expected to:

- a. **Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;**
- b. **Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;**
- c. **Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;**
- d. **Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;**
- e. **Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.**

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

Partners in delivery Hyndburn Borough Council, British Waterways and the private sector
Infrastructure Improvements to canal towing path and environment needed between Church and Rishton. A scheme for the improvement of the “Aspen Loop”, which includes the historic Coke Ovens and Canal Basin, is likely to be developed.
Phasing and targets Developments adjacent to or in the vicinity of the Canal will take place during the life of the Plan.
Risk Medium. Development in this area is severely constrained by the hazardous substance consultation zone.
Contingency In pre-planning application discussions developers will be reminded of the requirements of the policy. If applications are refused because they do not comply with the policy and subsequent appeals are upheld the Council will review the policy in light of the reasons

given for upholding appeals.

Policy A5 Brookside Business Centre

- a. The Brookside Business Centre will be retained for employment uses.
- b. The development of a Sustainable Construction Centre and Country Park would be supported in this area provided that its development is guided by a Supplementary Planning Document that has been developed in consultation with the local community and statutory consultees. A change to the Green Belt boundary to include the site of the former Clariant Chemicals works would only be supported in connection with this scheme.

Partners in delivery
Hyndburn Borough Council, Accrington and Rossendale College, Pennine Lancashire Groundwork and the private sector.
Infrastructure
Developers are confident that any highway issues can be resolved through the development management process. The creation of a Sustainable Construction Centre will necessitate a local alteration to the Green Belt boundary.
Phasing and targets
Creation of a Sustainable Construction Centre, sustainable housing development and the development of a Country Park on the site of Bury Meadow woodland and adjoining land will start within five years of Plan adoption.
Risk
Medium
Contingency
If proposals for a sustainable construction centre and development of a country park do not materialise then the site of Brookside Industrial Park will be retained for employment uses. This is a key employment site for the township of Oswaldtwistle and the Borough. If future planning applications for none employment uses are refused and upheld on appeal the Council will review the policy in light of reasons given for upholding appeals.

Policy A6 The Leeds and Liverpool Canal in Clayton-Le-Moors.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Clayton-Le-Moors will be expected to:

- a. Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;
- b. Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;
- c. Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;
- d. Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising

- that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;
- e. Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

Partners in delivery
Hyndburn Borough Council, British Waterways and the private sector
Infrastructure
None.
Phasing and targets
Developments adjacent to or in the vicinity if the Canal will take place during the life of the Plan.
Risk
Low
Contingency
In pre-planning application discussions developers will be reminded of the requirements of the policy. If applications are refused because they do not comply with the policy and subsequent appeals are upheld the Council will review the policy in light of the reasons given for upholding appeals.

Policy A7 Housing in Huncoat

Land to the north of the Preston/Colne railway line off Station Road in Huncoat will be developed for housing

Partners in delivery
Hyndburn Borough Council, Lancashire County Council, private landowners
Infrastructure
The site can be accessed from phase one of the proposed Whinney Hill link road. It is also close to bus routes which travel along Station Road and Huncoat railway station. Developers of the site will be expected to contribute to phase 1 of the link road.
Phasing and targets
The Core Strategy expects development to take place within 5 to 10 years. One of the private landowners has suggested that development could start within the first five years of the Plan as there are no known insurmountable constraints to development. The Local Authority would not be opposed to earlier development of the site provided phase 1 of the Link Road is in place.
Risk
High – the land is currently in the Green Belt and a case will need to be made for its release. There is also a need to co-ordinate the development of the sites and road at Huncoat.
The Council will work with Lancashire County Council and the developers of the Colliery site and Employment Site to put in place a funding package for Phase 1 of the link road. The developers will be expected to pay for a large part of this, possibly all of it if no

sources of grant funding are available.

Contingency

There are no other sites of this size within the Borough which have the ability to provide for larger family housing.
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Policy A8 Strategic Employment Site at Huncoat

The development of a strategic employment site at Huncoat for B1, B2 and B8 uses will be supported subject to the following criteria being met:

- a) the site is adequately connected by a new road to the primary road and motorway network and is accessible by public transport, walking and cycling; and
- b) high quality landscaping being provided at the site that incorporates natural environmental enhancements.

Partners in delivery

Hyndburn Borough Council, Lancashire County Council and the private sector.
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Infrastructure

Development is predicated on the need to provide suitable road access to the site. Planning permission has been granted for the 'Whinney Hill Link Road.' Phase 1 being a link from the A679/A56 roundabout to Altham Lane with phase 2 linking Altham Lane to Bolton Avenue. Outline planning permission has been granted for business development adjacent to and adjoining the southern boundary of the former power station. Developers of the site will be expected to contribute to phase 1 of the link road.
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Phasing and targets

The development is expected to take place in phase 2 of the Core Strategy alongside the development of the Whinney Hill Link Road and the Strategic Housing Site at Huncoat Colliery.
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Risk

Medium/high.

The Council will work with Lancashire County Council and the developers of the Colliery Site and Employment Site to put in place a funding package for Phase 1 of the Link Road. The developers will be expected to pay for a large part of this, possibly all of it if no sources of grant funding are available.

Contingency

The Council will continue to negotiate with owners and other interested parties to bring forward development. The Annual Monitoring Report (AMR) will report on development progress. If it becomes apparent that this site will not come forward in the Plan period it will be necessary to undertake a partial review of the Core Strategy to identify a replacement site or sites. There may be scope for more private sector involvement in the scheme but this is likely to mean that a greater area of land is needed to make the project viable. Contributions from developers at Huncoat may be a way forward.

Policy A9 Whinney Hill Link Road

The development of a new road connecting the A56 at the Burnley Road junction with the Huncoat Strategic Employment Site, the housing site on the former Huncoat Colliery and Bolton Avenue will be supported subject to the following criteria being met:

- a) High quality landscaping being provided along its length which will secure conservation and enhancement of the wider natural environment;
- b) The implementation of measures that would prohibit heavy goods vehicles using Highergate Road, Lowergate Road, the stretch of Bolton Avenue south of the Railway Bridge and Whinney Hill Road at Whalley Road, and;
- c) The implementation of measures that would prevent heavy goods vehicles using the stretch of Whinney Hill Road between its junction with Sherwood Way and Whinney Hill Landfill Site.

Partners in delivery
Hyndburn Borough Council, the Highways Agency and Lancashire County Council
Infrastructure
Planning permission has been granted for the 'Whinney Hill Link Road.' Phase 1 being a link from the A679/A56 roundabout to Altham Lane with phase 2 linking Altham Lane to Bolton Avenue. Developers of the Strategic Employment Site and the Housing site on the former colliery will be expected to contribute to phase 1 of the link road.
Phasing and targets
The building of Phase 1 of the link road will start within the first ten years of the Plan and will be completed by 2026.
Risk
Medium/high.
The Council will work with Lancashire County Council and the developers of the Colliery Site and Employment Site to put in place a funding package for Phase 1 of the Link Road. The developers will be expected to pay for a large part of this, possibly all of it if no sources of grant funding are available.
Contingency
The AMR will report on progress regarding this policy. If it becomes apparent that the road is not going to be built the Council will undertake a partial review of the Core Strategy as it will not be possible to develop the strategic employment site at Huncoat as there is insufficient capacity on the existing road network to accommodate the envisaged additional industrial traffic. The existing road network also serves residential areas.

Policy GH1 Housing in Great Harwood

3200 new houses will be developed in the Borough of which approximately 15% will be in Great Harwood.

Partners in delivery
Housing will be provided by private sector house builders, housing associations,
Infrastructure
There are no major infrastructure issues which need to be addressed to enable housing development to take place in Great Harwood. The need for local off-site improvements, for example highway improvements or open space improvements will be managed on a site by site basis through the development management process.
Phasing and targets
Provision has been made to accommodate 3200 up to 2026. The Annual Monitoring Report will ensure that a five year housing land provision is maintained. Annual reporting on NI 154 'net additional homes delivered' and NI 159 'Supply of ready to develop housing sites.'
Risk
Medium. In the short term housing completions will be below expected rates due to the economic recession. It is expected to improve over the lifetime of the Plan with higher completion rates being achieved in the later years of the Plan.
Contingency
The Strategic Housing Land Availability Assessment (SHLAA) indicates that there are sufficient sites in the Borough to enable at least 3200 houses to be built and that 15% can be accommodated in Great Harwood. The AMR will update the SHLAA and annual monitoring of house completions will enable the Council to assess whether the required number of houses are being built. If it becomes apparent that house building rates will be consistently lower than that needed to ensure that the required number of houses will be built during the Plan lifetime the Council will enter into dialogue with house builders to investigate how the situation can be improved.

Policy GH2 Great Harwood Town Centre

Great Harwood Town Centre will develop as a historic market town providing key local services and specialist / leisure shopping facilities for the northern part of the Borough. The historic character and identity of the Town Centre will be protected and enhanced.

New, small scale, retailing will be permitted within the Town Centre and existing and future day to day shopping needs will be met provided it is at an appropriate scale, in sustainable locations where there are identified deficiencies. New office development in Great Harwood Town Centre will also be encouraged provided that it is of an appropriate scale.

Partners in delivery
Hyndburn Borough Council, Great Harwood Regeneration Board and private sector developers
Infrastructure
There are no major infrastructure issues which need to be addressed to enable development to take place in the town centre.
Phasing and targets
Development will take place over the lifetime of the Plan
Risk

Low
Contingency Great Harwood is the Borough's second main shopping centre. The AMR will enable the Council to assess whether retail development is being directed to Great Harwood town centre. If it becomes apparent that this is not happening the Council will investigate the reasons for this and take the appropriate policy action to redress the balance.

Policy R1 Housing in Rishton

3200 new houses will be developed in the Borough of which approximately 10% will be in Rishton. New apartment development will be supported in canalside locations as part of high quality schemes that also include a mix of housing types.

Partners in delivery Housing will be provided by private sector house builders, housing associations,
Infrastructure There are no major infrastructure issues which need to be addressed to enable housing development to take place in Rishton. The need for local off-site improvements, for example highway improvements or open space improvements will be managed on a site by site basis through the development management process.
Phasing and targets Provision has been made to accommodate 3200 up to 2026. The Annual Monitoring Report will ensure that a five year housing land provision is maintained. Annual reporting on NI 154 'net additional homes delivered' and NI 159 'Supply of ready to develop housing sites.'
Risk Medium. In the short term housing completions will be below expected rates due to the economic recession. It is expected to improve over the lifetime of the Plan with higher completion rates being achieved in the later years of the Plan.
Contingency The Strategic Housing Land Availability Assessment (SHLAA) indicates that there are sufficient sites in the Borough to enable at least 3200 houses to be built and that 10% can be accommodated in Rishton. The AMR will update the SHLAA and annual monitoring of house completions will enable the Council to assess whether the required number of houses are being built. If it becomes apparent that house building rates will be consistently lower than that needed to ensure that the required number of houses will be built during the Plan lifetime the Council will enter into dialogue with house builders to investigate how the situation can be improved.

Policy R2 Rishton Local Centre

The character and identity of Rishton will be supported by strengthening and improving the quality of the street scene in Rishton centre. The centre will be strengthened and enhanced as a local centre to provide key services to the local community.

Partners in delivery

Hyndburn Borough Council and private sector developers
Infrastructure There are no major infrastructure issues which need to be addressed to enable development to take place in the town centre.
Phasing and targets Development will take place over the lifetime of the Plan
Risk Low
Contingency The AMR will monitor the vitality and viability of Rishton centre and if it becomes apparent that it is struggling to provide and maintain the range of facilities required to support its local community measures will be taken to address the situation.

Policy R3 The Leeds and Liverpool Canal in Rishton.

Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal in Rishton will be expected to:

- a) Be of a high quality design that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;
- b) Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;
- c) Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;
- d) Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising that appropriate boundary treatment and access issues may differ between the towing path and offside of the canal, and;
- e) Improve the amenity of the canal. Development that would have an adverse impact on the amenity of the canal by virtue of noise, odour or visual impact will not be supported.

When off site improvements to the canal are required these will be delivered by the developer through the use of “Grampian” conditions or planning obligations.

Partners in delivery Hyndburn Borough Council, British Waterways and the private sector
Infrastructure The condition of the Leeds and Liverpool canal is poor in places and in need of improvement if its potential is to be realised. Developers will be expected to contribute towards improvements to the tow path (between Rishton and Church in particular) and the canalside environment as part of development proposals.
Phasing and targets Developments adjacent to or in the vicinity of the Canal will take place during the life of the Plan.
Risk Low
Contingency

In pre-planning application discussions developers will be reminded of the requirements of the policy. If applications are refused because they do not comply with the policy and subsequent appeals are upheld the Council will review the policy in light of the reasons given for upholding appeals.

Policy KW 1 Strategic Regional Employment Site at Whitebirk

Land at Whitebirk will be developed as a Strategic Regional Employment Site that will provide for higher value business development.

Partners in delivery

Hyndburn Borough Council, Blackburn with Darwen Borough Council, Lancashire County Council, North West Development Agency, Pennine Lancashire Development Company, Highways Agency and the private sector.

Infrastructure

The strategic employment site at Whitebirk has reached an advanced stage of the planning process. It is identified as a Regionally Important Employment Site in the Regional Economic Strategy and Hyndburn Borough Council has resolved to grant outline planning permission subject to the signing of a legal agreement that funds the cost of transport infrastructure improvements needed to satisfy the Highway Authority and Highways Agency that the site is accessible by a variety of means of transport and will not give rise to adverse impacts on the M65. The principal infrastructure requirements were identified during the planning process and relate to the development of bus interchanges within or adjacent to the site, the provision of a shuttle bus around the site between the interchanges, improvements to local footways and cycleways (including the canal towpath), and improvements to a number of road junctions. There will also be a need for the developer to implement a sustainable urban drainage scheme and comprehensive landscaping scheme.

Improvements have already been made to the Whitebirk Roundabout / M65 Junction that have eased traffic congestion. Although it was originally anticipated that these improvements would be funded by the developer, they have now been completed at public expense. The site is a Greenfield site and there are no contamination / radiation issues associated with its development.

Phasing and targets

The development will start within the first five years of the plan.

Risk

Medium. Despite the excellent transport connections this site remains undeveloped. The three authorities will continue to work with the landowner to address the outstanding issues, primarily the need to agree public transport improvements. The present economic climate is bringing into question the financial viability of many development proposals and also making it difficult for developers to get finance. The fact that this site is a large greenfield site that has ready access to the motorway network should mean that it is financially viable.

Contingency

In connection with the strategic site at Whitebirk the Council will continue to negotiate with owners and other interested parties to bring forward development. The Annual Monitoring Report (AMR) will report on development progress. If it becomes apparent that this site does not come forward in the Plan period it will be necessary to undertake a partial review of the Core Strategy to identify replacement sites. It will be necessary to

liaise with the regional planning authority as further site investigation is likely to require the release of land currently within the green belt.

Policy RA1 Amount and Distribution of Housing in Rural Areas

In settlements within the rural area new housing development will be limited to that needed to meet specific local needs that satisfy the requirements of Green Belt and other rural policies.

Partners in delivery
Housing will be provided by private sector house builders and housing associations.
Infrastructure
There are no major infrastructure issues which need to be addressed to enable housing development to take place in infill sites in the rural area.
Phasing and targets
In suitable locations infill development will take place during the life of the Plan.
Risk
Low
Contingency
The AMR will assess the amount of development taking place in rural areas. Developments which are not infill (i.e. filling a small gap (no larger than being able to accommodate the equivalent of five terraced houses) between buildings) will be refused planning permission. If appeals against refusals are upheld the Council will review the policy in light of the reasons given for upholding the appeal.

Policy RA2 Historic Character and Identity

Historic character and identity will be supported by protecting and enhancing:

- a) **The contribution of the Leeds and Liverpool Canal to the surrounding rural areas.**
- b) **The Industrial archaeology site at Aspen Colliery.**
- c) **The pre-industrial settlement at Tottleworth.**
- d) **The historic parkland at the Dunkenhall, Clayton-le-Moors.**

Partners in delivery
Hyndburn Borough Council, British Waterways and private sector developers
Infrastructure
None.
Phasing and targets
None
Risk
Low
Contingency
In pre-planning application negotiations applicants will be reminded that development needs to accord with the principles of the policy. If an application is refused on the

grounds that it does not accord with the policy requirements and a subsequent appeal against refusal is upheld the Council will reconsider the policy in the light of reasons given for upholding the appeal.

Policy RA3 Protection and development of Altham Business Park

- a) **Altham Business Park will be retained for employment uses.**
- b) **A small scale extension to Altham Business Park into the Green Belt will be supported, provided that it is to enable existing occupiers to meet their business needs.**

Partners in delivery Hyndburn Borough Council and the private sector
Infrastructure Altham Business Park is a modern estate with existing infrastructure provision.
Phasing and targets Development will take place within the first five years of the Plan
Risk Medium. A small scale extension to Altham Business Park will necessitate a local alteration to green belt boundaries.
Contingency This is a key modern business park serving the needs of the Borough. If future planning applications for none employment uses are refused and upheld on appeal the Council will review the policy in light of reasons given for upholding appeals.