

### **Appendix 3: Site information and Planning History**

The entire site covers approximately 11.7 hectares and lies to the west of Accrington town centre. The site is bounded to the north by Blackburn Road (A679), a major route in from the west, by the Blackpool – Colne railway line to the south, by Star Street to the west, and by Grant Street to the east.

To the north of Blackburn Road lies the Princess Street / Steiner Street area which is (August 2005) the subject of an ongoing masterplan consultation exercise designed at exploring options for the regeneration of the housing in the area. To the west and south west are the former Lower and Upper Antley reservoir sites which have been recently redeveloped for housing. To the south of the railway line lies the residential district of Spring Hill. The site is bounded to the east by the approach to the town centre and comprises a mix of residential, retail and commercial premises. The site is well served by public transport; Blackburn Road being a main bus route into the town, and is also in close proximity to both Accrington and Church & Oswaldtwistle rail stations.

#### *Topography and the built environment*

The topography displays a fairly shallow gradient that slopes away from south to north. The gradient is uniform from west to east. There are no exposed watercourses or lodges on the site. The highly built up nature of the site has resulted in a low proportion of it being natural vegetation, although there are a few semi-mature trees and a variety of bushes adjoining the railway embankment.

The built environment is predominantly residential in character and comprises mainly of high density pre-1919 two bedroom terraced housing (188 dwellings) and grassed open space arising from previous clearance programmes. A significant number of properties are currently vacant (June 2005) with clearance being undertaken on the former Project Phoenix I site. Group repairs are also being undertaken on residential properties on the Blackburn Road frontage. The site has a long history of a variety of industrial uses. The current employment uses include a print works and a coach depot and other small businesses near the railway line. The former Rastrick foundry site in the north west of the site is no longer operative,

The former Project Phoenix II contains 130 dwellings of a similar nature (pre-1919 two bedroom terraced housing). A number of commercial uses are located to the south of the housing proposed for clearance. A petrol filling station faces onto Blackburn Road in the far west corner of the site. Eight retail premises lie immediately to the east' four were occupied, four were vacant.

#### *Land ownership and land use designations*

At the time of the initial consultation exercise the mix of tenure was overwhelmingly owner / occupier and private tenants. However, it likely that this will have shifted as speculators will have increased their profile. Although the social survey carried out for Harvest Housing by BMG Research ('Summary Report: The Princess Street area and the Steiner Street area Residents' Survey'), published in April 2005, contains no tenure mix for the former Project Phoenix II component, there is no reason to believe it is significantly different from the former. A significant number of properties are currently in the ownership of Hyndburn Borough Council as a result of the ongoing programme of voluntary acquisition.

The project area is not within a conservation area, nor contains listed buildings or scheduled ancient monuments. Similarly, there are no tree preservation order designations.

### *Planning History*

#### *Recent planning applications*

On 24<sup>th</sup> October 2002 a planning application (ref no: 11/02/0845) was submitted to the Council for outline planning permission in pursuit of a comprehensive regeneration scheme for the redevelopment of the Project Phoenix I area (see plan below). Outline planning permission was granted on the 6<sup>th</sup> August 2003 for the demolition of existing properties and redevelopment as health care centre, car parking, open space, commercial development and new housing.



Following a report to the Executive Cabinet on the 10<sup>th</sup> September 2003 the Council resolved to make a Compulsory Purchase Order (CPO) pursuant to section 226 (1) (a) of the Town and Country Planning Act 1990 in order to secure the acquisition of all interests in the subject land and new rights.

The Council agreed to continue to acquire any interest in the Order Land by agreement in advance of confirmation of the proposed CPO where possible and authorised making arrangements for re-housing or relocation of occupiers.

The Order Land comprises an area of 188 pre 1919 terraced housing to the south of Blackburn Road, there are also 3 commercial and 8 retail premises.

The area suffers from some of the worst symptoms of low demand in West Accrington. Census output data from 2001 indicates the following conditions in the project area:

- Vacancy rate (26%)
- 50 % households without central heating
- 14 – 20 % private renting
- 89 % terraced housing
- 20 % overcrowded
- Higher than average rates of unemployment
- Lower than average rates of educational attainment

The project aims to comprehensively regenerate the Order Land through clearance of low demand terraced housing, new build housing and provision of a health centre. Beyond this the remaining site will provide a range of housing for sale which will offer choice, quality and

safer investment longer term. The master plan produced by John Thompson and Partners on behalf of Hyndburn Borough Council provides a detailed description of the land and the proposed redevelopment strategy. This masterplan forms the basis of the urban design principles of the SPD.

This has been the subject of consultation with local residents at draft stage, and as a supporting document for the reserved matters planning application (ref no:11/04/0772) by SPACE New Living for 29 dwellings on land at Lonsdale Street, Newark Street and Pearl Street. Approval was granted on 19<sup>th</sup> May 2005. The intention being that the applicant will be providing the new road.

Following the granting of the outline permission in 2002, permission for the approval of reserved matters (application: 11/05/0816) was granted on 16<sup>th</sup> February 2006 for the erection of Primary Health Care / Community Care Centre with associated access, car parking and landscaping.

An outline planning application (ref no. 11/04/0180) dated 10th March 2004 was submitted on behalf of the owners of the Rastrick Foundry for residential development. No details were submitted although an indicative layout suggested a mix of houses accessed from the existing back street, and conversion and extension of the existing former house fronting on Blackburn Road. The application was refused by the Council on 3rd June 2004 for the reason that:

“The application site forms part of a comprehensive redevelopment site known as Project Phoenix. Without the provision of a Master Plan and Transport Assessment for the whole of the Project Phoenix site as required by conditions imposed the outline planning permission for the redevelopment of that site, the proposed development of the application site in isolation would prejudice the comprehensive and effective development of the overall area.”

This refusal was the subject of an appeal which was to be heard at a public inquiry in September 2005. However, the appeal was subsequently withdrawn in July 2005.

Existing consents for residential development in the immediate vicinity, which have been implemented, are on the sites of the former Upper and Lower Antley reservoirs, and the Barratts development on Pickup Street.

#### *Other planning applications*

A number of other applications have been submitted over the previous thirty years and which were within the Phoenix I boundaries. The more recent ones included consent for the establishment of Islamic girls' school on Blackburn Road and Newark Street. Other applications were either refused, or if consent was granted they do not have a direct impact upon the site, or do not appear to have been implemented.

#### Planning Decisions

Outline Application 11/02/0485: Land off Blackburn Road, Accrington – decision: 6/08/03 (approved)

Outline Application 11/04/0180: Land at 457 Blackburn Road, Accrington – decision: 03/06/04 (refused)

Approval of Reserved Matters 11/04/0772: Land off Blackburn Road, Accrington – decision:19/05/05 (approved)

Approval of Reserved Matters 11/05/0816: Land bounded by Blackburn Road, Lonsdale Street, Lower Antley Street and Leyland Street – decision 16/02/06 (approved)

## **Appendix 4: Consultation Processes and Events**

### **Project Phoenix I**

- (a) Public meetings organised by Hyndburn Borough Council and Hyndburn First: 6<sup>th</sup> and 8<sup>th</sup> November 2001;
- (b) Door-to-door leaflet delivery of `Project Phoenix News`: w/c 20<sup>th</sup> December 2001;
- (c) Door-to-door leaflet delivery of `Consultation / Coach Trip`: w/c 3<sup>rd</sup> January 2002;
- (d) Meeting between the preferred developer (SPACE) and People of Accrington and Church Together (PACT) residents' group: 10<sup>th</sup> January 2002;
- (e) `Drop-in' surgeries: 11<sup>th</sup> -15<sup>th</sup> January 2002;
- (f) Coach trip to visit Salford regeneration area and SPACE properties in Accrington: 14<sup>th</sup> January 2002;
- (g) Individual household interviews: Mid-January – March 2002.
- (h) Masterplan consultants (John Thompson & Partners) appointed: mid 2004. Final version of masterplan / urban design guidelines: March 2005.

#### *Main issues arising*

- 60% would like to remain the area but in a new home with 51% preferring a bungalow
- 77% considered the need for a better mix of shops on Blackburn Road
- 92% were in favour of a new health centre
- Concerns included:
  - Likely level of price of new properties
  - The need for additional play facilities
  - Empty properties encouraged crime and anti-social behaviour
  - The impression given by the deteriorating environment
  - Preferably renovation grants should be made available to improve existing properties and enable retention of home ownership

### **West Accrington including Lower Antley (Project Phoenix II)**

- (a) Walkabout with stakeholders in West Accrington: 25<sup>th</sup> September 2003;
- (b) Community Action Planning Day: 11<sup>th</sup> October 2003;
- (c) Public exhibition / consultation on Strategic Development Framework and Neighbourhood Action Plans for West Accrington: 29<sup>th</sup> October 2003;
- (d) Public exhibition / consultation on West Accrington Area Development Framework: 26<sup>th</sup> November 2003;
- (e) Stakeholders' introduction: 16<sup>th</sup> February 2005;
- (f) Stakeholders' meeting: 14<sup>th</sup> April 2005;
- (g) Public consultation / exhibition on preferred approaches: 27<sup>th</sup> April 2005;
- (h) Meeting with Asian women: 16<sup>th</sup> May 2005;
- (i) 2<sup>nd</sup> stakeholders' meeting: 14<sup>th</sup> June 2005

NB. A total of four different redevelopment options were put out for public consultation, outlining various degrees of comprehensive intervention, group repairs, facelifts and conversions. Cabinet approved (February 2006) a recommendation to endorse full scale comprehensive intervention (Option 1).

#### *Main issues arising*

- Opinions were very similarly split over the four regeneration approaches put forward, with active dislikes ranging between 32-40%, and active likes ranging from 30-34%
- Views included:

- the need for regeneration on a large scale basis
- that existing residents should be able to develop their own homes
- there was worry over the financial implications for homeowners
- there was concern that alley gates could delay emergency services
- home zones would reduce parking spaces and increase parking problems

1st Draft of a Supplementary Planning Document for Project Phoenix was prepared in July / August 2005.

Consultation with other Council services (eg. Regeneration Services, Strategic Housing, etc) was carried out as part of the formal consultation process.

Draft SPD was presented to Local Strategic Partnership in September 2005.

Initial Sustainability Appraisal (SA) was carried out with the Hyndburn SA Panel during August 2005 – see further detail in ‘Scoping and Interim Appraisal’ report as published on the Council’s website ([www.hyndburnbc.gov.uk](http://www.hyndburnbc.gov.uk)). All of the SA recommendations were taken into account in the draft SPD prior to public consultation.

Following Hyndburn Cabinet approval, the revised draft Project Phoenix SPD, together with an executive summary of the SA recommendations went out for a 6-week public Consultation period between September and November 2005. Comments from respondents were considered, and where appropriate, were incorporated into a revised draft that was approved by Cabinet in February 2006, subject to any modifications that may be required as a result of final Sustainability Appraisal.

A Sustainability Appraisal Scoping Report, combined with an Interim Appraisal report for the Project Phoenix SPD was prepared and circulated for public consultation during February/March 2006. No comments were received.

A full Sustainability Appraisal was carried out on the adoption draft of the Project Phoenix SPD in November 2006 and an amendment was made to the SPD to strengthen measures in relation to bio-diversity.

The Adoption draft of the SPD together with the Final SA report was circulated to the statutory consultees for SEA purposes, the Sustainability Appraisal Panel and made available on the Hyndburn BC web site during December/January 2006/7.

## **Appendix 5: Sources of Information**

BMG Research (2005): *Summary Report: The Princess Street area and The Steiner Street area Residents Survey*

Department of the Environment, Transport & Regions (2000): *Planning Policy Guidance Note 3: Housing*

Department of the Environment, Transport & Regions (2001): *Planning Policy Guidance Note 13: Transport*

Elevate East Lancashire (2004): *The Housing Market Renewal Pathfinder Prospectus*

Government Office for the North West: (2005): *Partial Review of the Regional Spatial Strategy for the North West: Panel Report*

GVA Grimley (2004): *East Lancashire Housing Market Renewal Pathfinder: Hyndburn – Strategic Development Framework*

GVA Grimley (2003): *Hyndburn Housing Market Renewal: West Accrington & Church – Area Development Framework*

Government Office for the North West: (2003): *Regional Planning Guidance for the North West (RPG 13)*

Hyndburn Borough Council (1996): *Borough of Hyndburn Local Plan 1991 – 2006*

Hyndburn Borough Council: *Outline planning application: 11/02/0485*

Hyndburn Borough Council (2003): *Supplementary Planning Guidance for New Residential Developments in Hyndburn*

John Thompson & Partners and Hyndburn First: *Project Phoenix: Urban Design Guidelines*

Joint Advisory Committee for Strategic Planning (2005): *Joint Lancashire Structure Plan 2001 - 2016*

North West Regional Assembly (2004): *Partial Review of Regional Planning Guidance for the North West (RPG 13)*

Office of the Deputy Prime Minister (2004): *Making it happen: The Northern Way*

Office of the Deputy Prime Minister (2005): *Planning Policy Statement 1: Delivering Sustainable Development*

Office of the Deputy Prime Minister (2003): *Sustainable communities: building for the future*

Office of the Deputy Prime Minister (2003): *Sustainable Communities in the North West; building for the future*

Space and Hyndburn First (2002): *Phoenix Project: Resident Consultation Report*

Space New Living Ltd: *Planning application No: 11/04/0772*

## **Appendix 6: Policy Context**

### **POLICY CONTEXT**

In the preparation of a development proposal prospective developers will be aware of national planning policy guidance. The pertinent issues for the site include:

#### ***National Planning Policy Statements***

##### **PPS1: Delivering Sustainable Development**

Planning should facilitate and promote sustainable patterns of urban development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- ensuring high quality development through good and inclusive design, and the efficient use of resources; and,
- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

##### **PPG3: Housing**

Local planning authorities should:

- plan to meet the housing requirements of the whole community, including those in need of affordable and special needs housing;
- provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities;
- provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites.

##### **PPG13: Transport**

Local planning authorities should:

- locate day to day facilities which need to be near their clients in local centres so that they are accessible by sustainable transport choices and reduce reliance on the car for work and other journeys;
- ensure that the needs of disabled people as pedestrians, public transport users and motorists - are taken into account in the design of individual developments.

#### ***Regional Planning Guidance / Spatial Strategies***

The current extant regional Guidance for the North West was adopted in March 2003. Potential developers will wish to consider the following aims, objectives and policies. This list is not definitive. However attention should;

- focus on new development and investment in the centre and surrounding inner areas of those parts of other cities and towns that urgently require urban renaissance, and ensuring that this leads to high levels of social inclusion;
- give priority to the re-use of existing buildings worthy of retention and suitable previously-developed land;
- ensure that new development is of the highest design quality and that it enhances the environment;

## ***Development Plans***

The present development plan consists of the Joint Lancashire Structure Plan 2001-2016 (adopted March 2005) and the Hyndburn Borough Local Plan 1991-2006 (adopted November 1996). The following objectives and policies are of particular relevance:

### **Joint Lancashire Structure Plan**

- Objectives:** To reduce the number of vacant houses to no more than 3.5% of total stock by 2016, and  
To reduce the number of unfit dwellings across east Lancashire by 25,000 by 2016
- Aim:** To reverse the acute problem of low demand and abandonment in the housing market in East Lancashire
- Policy 2:** 'Main Development Locations'; clarifies the role of Accrington in the urban development hierarchy and its role as a focus regeneration in East Lancashire
- Policy 12:** 'Housing Provision': sets out the total provision and annualised figures over the plan period and reiterates the search sequence to be adopted for the identification of allocations.
- Policy 13:** 'Housing Renewal': sets out the key considerations and principles to be applied to proposals for housing renewal.

### **Borough of Hyndburn Local Plan**

Goal 2 – 'To Provide a Sufficient Range of Housing to Meet Local Needs and Demands': sets out objectives to, *inter alia*, identify local housing requirements; to provide suitable replacements for cleared property; to identify sites in locations to meet varying housing requirements, and; to make effective use of derelict, vacant and under-used land for housing.

### ***Regeneration Strategies***

Elevate East Lancashire: The Housing Market Renewal Pathfinder Prospectus  
Hyndburn Strategic Development Framework  
West Accrington and Church Area Development Framework

## **Appendix 7: Site Constraints**

Issues relating to landfill gases and land contamination, coal mining and sewerage and the necessary remediation measures are set out below Appendix 5 which highlights the responses received from Hyndburn Borough Council's Environmental Health Dept and the Coal Authority.

### Correspondence:

- (i) Environmental Health, Hyndburn BC: 24<sup>th</sup> October 2002
- (ii) Coal Authority: 24<sup>th</sup> October 2002
- (iii) Environment Agency: 2<sup>nd</sup> December 2002
- (iv) Environmental Health, Hyndburn BC: 6<sup>th</sup> July 2005