

Project Phoenix

(Phases 1 & 2)

ACCRINGTON

Supplementary Planning Document

ADOPTED APRIL 2007



HYNDBURN

making Hyndburn a better place to live, work and visit

اگر آپ یہ لیفلٹ اپنی زبان میں سمجھنا چاہتے ہیں
تو برائے مہربانی کمیونٹی ایڈوائس سنٹر سے
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آپنی یف ای لیفلٹ آپنار نیجر باط
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Project Phoenix

PHASES 1 & 2

DEVELOPMENT BRIEF

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1. BACKGROUND

Purpose

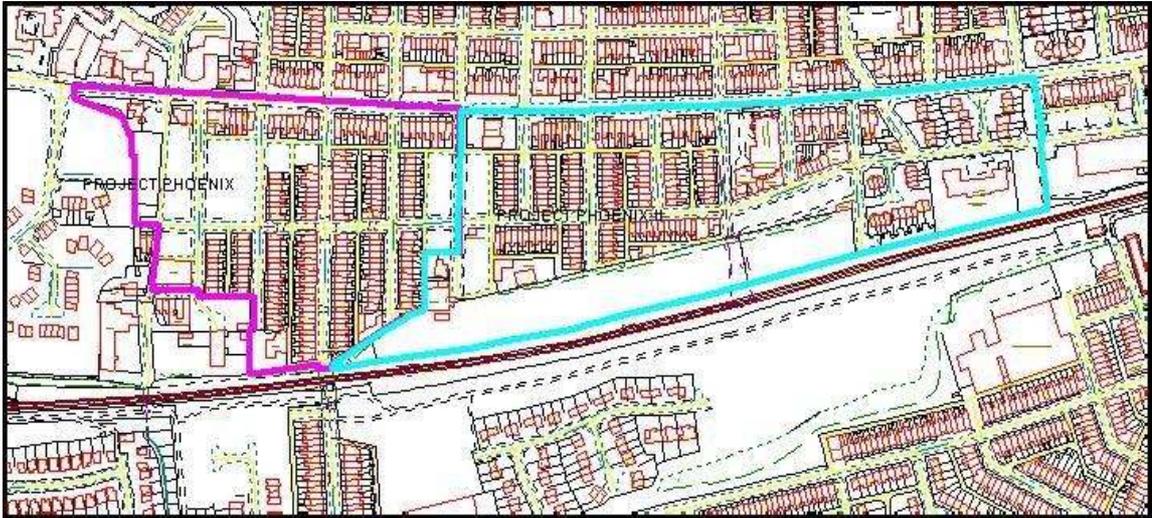
- 1.1 This brief has been prepared by Hyndburn Borough Council as a supplementary planning document (SPD) to provide additional information regarding the redevelopment of land bounded by Blackburn Road, Star Street, the Blackpool - Colne railway line and Grant Street/Dale Street to the east (Plan 1), in line with Policy 13 (Housing Renewal) of the Joint Lancashire Structure Plan 2001 - 2016.
- 1.2 The purpose of this brief is to assist potential developers in the preparation of planning applications with the intention of producing high quality planned development on this flagship site which is the first phase of the West Accrington and Church Area Development Framework (ADF). The ADF forms part of the Hyndburn Borough Council element of the Elevate East Lancashire pathfinder initiative which is a fifteen year programme aimed at reversing the problem of low demand and abandonment in the sub-region's housing market. The brief will be a material consideration in deciding planning applications on this site.
- 1.3 The brief describes the planning history, consultation process, site and surroundings, and development guidance on the desirability of land uses that accord with best practice and principles of sustainable development. The site should be developed in a way which brings about social, economic and environmental benefits to the local area.

Objectives

- 1.4 The objectives of the brief are:
 - To provide a mix of housing types, tenures and values at the neighbourhood level.
 - To create a new environment that can embrace a variety of house types.
 - To assist in the wider regeneration of West Accrington
 - To provide guidance on a variety of planning land use issues that the Council will wish to be considered when potential developers submit planning applications, with specific reference to urban design principles, commercial uses, housing, public open space provision, highways and transport matters, parking and the provision of health facilities.
- 1.5 The boundaries of the site covered by this brief are shown on Location Plan 1. Consideration also needs to be given to recognising the immediate vicinity of the surrounding area and its context.
- 1.6 Land bounded by Star Street, Blackburn Road, the railway line, and Leyland Street (Project Phoenix – Phase 1), and covering approximately 4.5 hectares, was the subject of a comprehensive consultation process carried out over a four month period between November 2001 and March 2002 (Appendix 4). Consultation on land bounded by Leyland Street, Blackburn Road, Grant Street and the railway line (Project Phoenix – Phase II), and covering approximately 4.8 hectares, has been carried out, and is ongoing, as part of a wider exercise involving the Princess Street / Steiner Street areas. This has included a series of on-going stakeholder and community consultation presentations and workshops (Appendix 4).
- 1.7 The aim of the consultations has been to engage with residents, both in groups and individually, in order to establish current housing conditions, future housing requirements and to identify the main issues of concern within the area.

Location

Plan 1: Site Boundary



2. LAND USE CONSIDERATIONS

Urban Design Principles

- 2.1 Redevelopment within Project Phoenix will accord with the best practise and principles of urban design as described in *Better Places to Live: By Design* (A Companion Guide to PPG3, September 2001, DTLR CABE). Additional guidance can also be found in *Creating Successful Masterplans: A Guide for Clients* (CABE); *By Design: Urban design in the planning system: towards a better approach* (CABE / DETR 2000). Within the context of public open spaces particular attention should also be given to the guidance set out in *Start with the Park: Creating sustainable urban green spaces in areas of housing growth and renewal* (CABE space 2005).
- 2.2 This brief emphasises the point that good design is an essential and integral element in the delivery of sustainable development. Good design will relate to the specific local character and conditions. Good design is not nor should not be seen as separate from land use or spatial planning.
- 2.3 The **Principles of Urban Design** are listed below:

Character

A place with its own identity

Retain the West Accrington character of predominantly stone fronted properties without stifling creative design approaches. High quality design in developments is seen as a fundamental component in the objective of developing and marketing the borough's image.

Continuity and Enclosure

A place where public and private spaces are clearly distinguished

Open space will be provided in accordance with paragraph 3.16 in a manner which makes it clear which is private space and which is public.

Quality of the Public Realm

A place with attractive and successful outdoor areas

Create attractive spaces using high quality materials, examples of which can be found in Appendix 1.

Ease of Movement

A place that is easy to get to and move through

The site will be easy to reach and move through by vehicles and on foot. It will link in and respect the local surroundings in line with the principles set down in paragraph 3.20.

Legibility

A place that has a clear image and is easy to understand

Develop a strong image for the place, respect local identity whilst allowing for appropriate innovative design. Careful attention should be given when incorporating and retaining where possible original detailing eg. cills, setts, lintels, etc.

Diversity

A place with variety and choice

Create the opportunity for a mix of housing types and introduce other compatible uses offering choice for residents of the area in line with the principles set out in paragraph 3.7.

Security

Create a place where the users feel and are safe

Ensure the public realm has properties which overlook public open space and design accommodates both vehicles and pedestrians in a safe environment.

Developers are required to give specific attention to incorporating in all proposals the design principles and standards as set out in 'Secured by Design' and other guidance that promote crime reduction measures and reduce the fear of crime. The key principle being the promotion of good design and layout which is safe and takes account of public health, crime prevention and community safety considerations.

EcoHomes Standard

Developers will need to demonstrate that all new proposals have been designed having had full regard to Elevate's 'Guide to EcoHomes requirements for the East Lancashire Pathfinder'.

Renewable Energy

With regard to promoting renewable energy, all development whether new build, conversion or renovation, will be expected to incorporate on-site renewable energy equipment to provide at least 10% of the development's energy requirements.

These principles are elaborated upon in Appendix 1 'Project Phoenix: Urban Design Guidelines', which sets out the general principles, their applicability to the specific location within Accrington, and provides examples of how to create a quality urban environment eg. the public realm, built form, active frontages, etc.

LAND USES

- 3.1 Development proposals will be predominantly residential, although proposals will need to consider the requirement for the incorporation of a health care centre, open space provision and elements of commercial development.

Commercial

- 3.2 Acceptable commercial uses (as defined by the Town & Country Planning (Use Classes) Order 1987) on the Blackburn Road frontage are likely to be small-scale A1 (retail) serving local need, A2 (financial and professional services), B1, and a limited number of A5 (hot food takeaways) provided they do not become the dominant use. Proposals for A5 uses will continue to be assessed against Policy R.6 of the Local Plan, and whether additional proposals would adversely affect the character of the area. Proposals for A3 (cafes and restaurants) and A4 (drinking establishments) will be assessed against the relevant policies in the Local Plan. The re-introduction of small-scale corner shops which serve local need at locations within the project site will also be allowed. Development proposals which address the issue of the potential relocation of the existing petrol filling station, on the junction of Blackburn Road and Leyland Street, will be allowed.
- 3.3 The indicative identification of commercial uses on the Blackburn Road frontage (Appendix 1) will provide an opportunity to create a quality built environment, to revitalise a prominent thoroughfare into the town centre and enhance the image of the area. The Council will require that new commercial premises will be of a high quality design and the attention of potential developers is directed to Policy R.7 of the Local Plan and the Council's Design Guide on Shop Fronts.
- 3.4 The use of upper floors for residential purposes will be encouraged in the interests of assisting the vitality of the area and promoting active frontages that assist in creating greater security.
- 3.5 Developments will be expected to incorporate high standards of sustainable construction and the specified proportion of energy demand from renewable energy installation, and contribute to meeting the national target of 10% of electricity demand by 2010 from renewable energy sources.
- 3.6 In redevelopment proposals, developers will need to incorporate facilities for storage and collection of refuse and recyclable materials in order to promote the Council's recycling initiatives.

Housing

- 3.7 In preparing proposals for the Project Phoenix site, it is anticipated that the preferred developer will be working in association with other partners in order to ensure that a well-planned mixed-use development of a high quality design will be achieved, and that a coherent approach to the provision of housing and other land uses will be realised. The Council will oppose proposals that would result in a piecemeal and fragmented development.
- 3.8 It is anticipated that approximately 300 dwellings will be cleared and an estimated 175 new replacement dwellings will be constructed resulting in a significant reduction in the overall density of housing. Although it is anticipated that both phases will involve complete clearance, creative, well-designed proposals for Phase 2 which can imaginatively and coherently incorporate both new build housing and some of the existing better quality terraces will be considered. The proposed redevelopment will not add to the current over-provision of future housing in the borough arising from extant planning permissions, in accordance with Policy 13 of Joint Lancashire Structure Plan 2001-2016. In assessing the appropriate mix of housing types, sizes, tenures and the proportion of affordable housing required in new developments, the Council's requirements have been informed by the Hyndburn Borough Council

Housing Needs Survey 2003. The 2003 survey was Borough-wide in its scope. However, since the SPD was produced this has now been supplemented by additional needs information from the West Accrington & Church Area Development Framework (December 2003) and the Eaves Brook BMG Research for Lower Antley Street / Holland Street (April 2005). In view of the low wage economy and low gross weekly pay levels, an affordable housing provision of 40% is considered appropriate. The affordable housing element is to comprise a mix of rented, shared ownership and low cost market housing tenures. Low cost market housing should be achieved through equity loans, gap funding and through negotiations with the developer through S106 agreements. In order to ensure that the supply of low cost housing is not eroded over time, Circular 6/98 advises on the use of planning obligations and conditions to ensure properties are retained for persons falling within particular categories of housing need.

- 3.9 Development proposals will be expected, in order to assist in the creation of mixed communities, as advocated in PPS1 'Delivering Sustainable Development', to provide an appropriate mix of dwelling types and sizes, ranging from 1 and 2-bedroom flats to 4/5-bedroom 3-storey villa-style dwellings, with the aim of meeting the needs of all sections of the community. Provision will also need to be made for bungalows, in order to meet the changing composition of households. This will therefore require the provision of different sized family houses, dwellings that meet the special needs of the elderly and persons with disabilities. Developers will need to consider the provision of dwellings built to Lifetime Homes standards; the level of provision being based on identified need specified in the Housing Needs Survey. This will require the provision of bungalow-type properties incorporating eg. ramp access.
- 3.10 Set out below are a number of key findings that should inform decision-making regarding housing need and the profile of the housing required. On the basis of the evidence in the Housing Needs Survey should provide across the entire site the following proportions of housing:

Projected Household Growth

- 20-29 age group is projected to increase by 15% to 2016;
- 45-64 age group is projected to increase by 23% to 2016;
- 65+ age group is projected to increase by 9% (2011-2016);
- Household formation is forecast to rise at over three times the level of population increase.

Affordable housing (defined as both subsidised and low cost market housing)

- 25% of concealed households were unable to access the general housing market
- 27% of households were in receipt of Housing Benefit;
- Annual affordable housing shortfall is 57 units.

Requirement: 40% affordable housing (minimum); mix of subsidised and low cost market housing; 60% open market

House Sizes

- 62% of households wishing to move stated their current property was too small;
- 82% of new households required 1 or 2-bedrooms;
- 32% of all households were single adult;

Requirement: 1 & 2-bedroom 25%; 3-bedroom 50%; 4-&5 bedroom 25%

Special Needs Housing

- 33% of all households contained a special needs individual of which 8% were wheelchair users;
- 65+ age group projected to increase by 9% between 2011-2016;
- 42% of BME households contained a special needs individual.

Requirement: 10% of new build dwellings will require adaptation to meet Elevate's Sustainable Development guidelines for wheelchair standard homes. The proportion of homes for older persons should use the demand for SPACE development bungalows as an indicator of demand for this type of housing in the area.

BME Housing Needs

- 67% of Black and Minority Ethnic (BME) considered their home too small;
- 48 new BME households would be formed to 2008; all require terraces of which 68% require 3-bedrooms.

Requirement: A need to address and provide for the shortage of larger houses for BME households.

- 3.11 Unless exceptional circumstances can be demonstrated to justify a lower housing density level, new development will be expected to conform to PPG3 density standards of 30-50 dwellings per hectare in order to make efficient use of land. In view of the good levels of access to the public transport system, density levels would be expected to be towards the upper end of the nationally defined standards. Proposals should ensure that housing is well related to the street with windows overlooking them in order to create 'active frontages' that promote community safety and security.
- 3.12 New development will be expected to be in building materials that respect and are sympathetic to the traditional character of the area. In this instance the development will reflect the predominant use of natural sandstone and slate. Encouragement will be given to development that maximises the re-use of materials reclaimed from cleared properties. This will require the separation of materials and provision for their on-site storage. Developers will be expected to use methods of construction which will minimise future energy consumption. The adoption of minimum energy efficiency standards will be required, although ideally higher standards will be encouraged. Attention is drawn to the 'Elevate Sustainable Development Framework' and the accompanying 'Sustainability Checklist for Housing Market Renewal' which highlights the need for the prudent use of natural resources, and the importance of high quality design that maximises energy efficiency, through the use of eg. solar panels, and photovoltaic panels on individual dwellings, and Combined Heat and Power (CHP) and wind turbines at a neighbourhood level. Developers may wish to consider the construction of a show house which demonstrates these efficiency measures. In order to make maximum use of water resources and to mitigate the effects of climate change all new housing will be required to include recycling measures. eg water butts. In designing the layout of new residential development, it will need to be demonstrated that best practice and guidance on sustainable urban drainage systems (SUDS) have been incorporated.
- 3.13 In the interests of assisting the sustainability of the local economy, developers will be expected to take all reasonable measures to ensure that a significant element of the workforce employed will be drawn from the local labour pool and use local companies where possible, in accordance with the aspirations of Elevate (see 'Sustainability

Framework' and 'Common Agenda') and the Housing Market Renewal programme which aim to strengthen the skills base of the local workforce. Developers will be encouraged to liaise with Accrington and Rossendale College on construction training in general, with an emphasis on sustainable construction.

- 3.14 Developers will design for the storage and collection of refuse and recyclable materials both within dwellings and their curtilage, in order to promote the Council's recycling initiatives.

Public Open Space (POS)

- 3.15 There is a deficiency of open space in the area. New development proposals will be required to meet the standards set out in the supporting text to local plan Policy L.2. This reflects that set out in the National Playing Fields Association stand of 2.43 hectares of open space per 1000 population. The attention of potential developers is also drawn to English Nature's 'Accessible Natural Greenspace Standards'. POS should be well lit and overlooked by adjoining properties with 'active frontages' in the interests of security and safety. Equipped play areas will need to be provided to cater for specified age groups (0-5 and 5-8 year olds). Guidance on the creation of quality POS is set out in CABI publications including 'Start with the Park'. Consideration should be given to the re-use of reclaimed materials (cobblestones, stone kerbs, roof timbers, etc) for the creation of park features (Phoenix Park). Encouragement will be given to the use of local suppliers of materials, equipment, street furniture (using recycled materials such as plastic where possible), etc. Potential developers should also investigate the creation of a companion POS for the Phase 2 part of the site. The feasibility of providing open space for food growing / allotments should be investigated.
- 3.16 In developing this site, land bounded by Blackburn Road, Star Street and the adjoining Spinners Court site to the west will be set out as a formal green space area, on land that is currently a derelict foundry site. Potential developers will be encouraged to liaise with the developers of the Spinners Court site in order to maximise the opportunity to create a coherent and high quality recreation space that enhances this prominent frontage on Blackburn Road. It is anticipated that this loss of a potential employment site will be compensated with new, quality employment land elsewhere within the HMR area. Developers will be required to ensure that, in view of the former use of this previously-developed land, contamination issues are fully addressed and that contaminated land will be remediated to a satisfactory standard. Design of the POS should show how they have taken account of SUDS principles. The feasibility of re-opening the currently culverted watercourse that crosses the site should be considered in order to examine the potential for habitat enhancement. Development above the culverted watercourse would not be acceptable. Potential developers should also note that the watercourse is designated as a "main river". Accordingly, tree planting or the erection of structures within 8 metres of the watercourse will require Environment Agency consent.
- 3.17 Design and management of open spaces should be influenced by biodiversity considerations, preferably including direct links to the wildlife link along the railway line. Policy E5 of the Local Plan highlights "... *the need and opportunity to protect strengthen and consolidate the continuity of wildlife habitats*". Guidance on developer responsibilities in relation to any legally protected species that may be present within the site generally, such as older disused buildings and gardens, should be sought from Natural England at an early stage. Attention is also drawn to 'Biodiversity by Design – A Guide for Sustainable Communities' published by the Town & Country Planning Association (2004).

- 3.18 The site currently has a deficit in the amount of mature trees. Developers will be expected to make provision in their proposals for the incorporation of a variety of native trees into the streetscape, which will not only have visual benefits in urban design terms, but will assist in improving air quality by the absorption of CO2 emissions. Tree planting should not prejudice the provision of, or access to underground utility services.
- 3.19 Developers will also need to address the issue of site maintenance and the funding mechanisms for doing so. Paragraph B18 of ODPM Circular 05/2005 indicates that where the provision of facilities is predominantly for the benefit of the users of the associated development, it may be appropriate for the developer to make provision for subsequent maintenance. Consideration might be given to community management with attendant employment and security benefits. 'Out of hours' management implications will also need consideration regarding the land at the rear of the health facility.

Highways, Access and Transport

- 3.20 Access to the site is principally from Blackburn Road, although Lonsdale Street provides the main north-south linkage through the site, with Star Street providing an alternative sub-railway crossing for non-motorised transport. The latter is the subject of a scheme that has now been approved in order to improve pedestrian and cycle access between the site and the National Cycle Network (NCN), linking onto Lonsdale Street, and Church and Oswaldtwistle station. Signage from the health facility and POS should be incorporated to raise awareness and usage of NCN.
- 3.21 The Council will, in the interest of residential amenity, encourage the use of measures that assist in reducing noise arising from traffic movements from commercial premises in the south west of the site. Priority should be given to pedestrian-oriented measures, on key routes throughout the site to minimise conflict between vehicular movements in conjunction with existing businesses, and the need to reduce accident rates.
- 3.22 The Council supports the retention of existing road alignments, albeit modified in order to improve pedestrian safety by the use of chicane shared surfaces and other traffic calming measures. The loss of some minor local roads, in order to produce a high quality urban environment, should not adversely affect the degree of permeability of the area, as set out in Appendix 1. Access onto the site will be primarily from Blackburn Road and Lonsdale Street. In the interests of the prudent re-use of existing materials and the preservation of local character, the recycling of cobbles, setts, flagstones, etc will be expected. Similarly, priority should be given to the use of secondary aggregates in construction methods.
- 3.23 The creation of the LIFT health facility will have significant transport implications in terms of an increase in the number of vehicle movements in the area, albeit the consolidation of health facilities will result in a commensurate reduction in the wider locality. Potential developers should produce a 'green' travel plan in order to inform the process of delivering sustainable transport objectives including the promotion of non-private vehicle modes of transport. Further guidance is set out in PPG13 'Transport'.
- 3.24 Car ownership and use is increasing and is a major contributor to air pollution, ozone levels and global warming. It is considered essential that the maximum opportunities should be realised for the provision of development that encourages greater use of walking, cycling and public transport, especially for shorter journeys to local shops,

schools, parks, etc. Proposals will need to give due recognition to promoting these modes of transport when designing the layout of the site, in order to ensure highway safety. Development proposals should incorporate a range of traffic calming measures and well-lit environments in order to assist pedestrian and cyclist safety.

- 3.25 Encouragement will be given to developments demonstrating well-thought and imaginative use of 'home zones' and access for 'special needs' occupants. Priority will be given to the needs of pedestrians in 'home zones'. Good design that promotes better on-street visibility and assists in reducing accident rates will be actively encouraged.

Infrastructure

- 3.26 Development proposals will result in a reduced number of replacement dwellings. It is not anticipated that additional capacity for the supply and disposal of gas, electricity, water and sewerage will be necessary.
- 3.27 The site is not considered to be within an identified area of flood risk, and whilst the amount of garden space and public open space is likely to assist the degree of surface water percolation, future development should have regard to and adopt the principles and measures of SUDS eg. permeable parking areas, balancing ponds within public open space, etc, in order to assist in attenuating surface water run-off from hard surfacing.
- 3.28 Where 'alleygating' is proposed, provision should be made to ensure that utility service providers and other providers of public services have access in the event of needing to carry out emergency work. On a related issue, developers will be expected to ensure that following the clearance of the site, and on formal legal transfer of the site from the Council, prior to development commencing, the site shall be secured in order to prevent unauthorised traveller encampments.

Parking Provision

- 3.29 Parking standards should adhere to the guidance in national policy and the Joint Lancashire Structure Plan (JLSP) (average maximum of 1.5 spaces per dwelling for proposals of 30+ dwellings). Proposals that can accommodate lower provision will be encouraged in view of the proximity to good public transport links. As a major trip generator, the health facility should incorporate measures that encourage access by non private vehicle modes of transport. In the interests of good urban design on-plot parking should be discouraged forward of the building line of dwellings. Small scale parking courts will be supported. However, potential developers will need to address and identify a clear mechanism in order to ensure an adequate level of maintenance.
- 3.30 On-plot parking or shared parking should be designed so as to assist community safety. Parking provision for the health facility shall be in accordance with the standard set out in the 'Joint Lancashire Structure Plan 2001-2016 (adopted March 2005). The proposed development is considered to fall within the JLSP category of high accessibility. Parking layout should ensure a high degree of over-looking in order to reduce the likelihood of crime and the fear of crime.

LIFT Health Facilities

- 3.31 In drawing up proposals for the health facilities, land bounded by Blackburn Road, Lonsdale Street, Lower Antley Street and Leyland Street will be reserved for the LIFT health centre fronting onto Blackburn Road, developers should ensure that the scale of

the building in terms of its height and massing is not disproportionate and does not over-dominate the neighbouring buildings in the immediate vicinity, whilst recognising its role as a 'landmark' building on this prominent frontage. In view of this anticipated role, the building should be of a high architectural quality using materials that reflect the Accrington context. The re-use of good quality reclaimed materials arising from the HMR clearance programme will be expected.

- 3.32 In view of the expected numbers of staff and visitors using the facilities and the frequency of trips generated access to and from the site should not be directly from Blackburn Road, but from Leyland Street and Lower Antley Street ideally using a one way system for access and egress.
- 3.33 The facility is likely to be significant employer in the area, both in the consolidation of employees from existing health facilities and the potential creation of additional employment. In order to minimise private car use, measures should be incorporated into a 'green' travel plan that encourage walking, cycling and the use of public transport.
- 3.34 In order to maximise the potential local employment benefits arising from the proposal, developers will be encouraged to liaise with the Council's Regeneration and Economic Development Services. Developers will be encouraged to liaise with Accrington and Rossendale College and other training providers to maximise local benefits.
- 3.35 Consideration should be given to investigating the feasibility of incorporating a community space within the health facility in order to redress a perceived shortage in the area, and to provide the opportunity for greater community inter-action. Developers will be expected to incorporate SUDS measures including permeable parking surfaces and rainwater harvesting for re-use within the facility.