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# 1 Introduction

## The Local Development Framework

**1.1** The Bradley Area Action Plan (AAP) is a Development Plan Document (DPD) in Pendle's emerging Local Development Framework (LDF)<sup>(1)</sup>. The LDF will eventually replace the Pendle Local Plan, providing a new strategic planning framework for the borough.

**1.2** The Bradley AAP has been prepared in accordance with the requirements of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 and the timetable in Pendle Council's Local Development Scheme, as amended.

## Why does Bradley need an Area Action Plan?

**1.3** Pendle Council has prepared the Bradley AAP because a large part of this inner urban ward close to Nelson town centre is a priority area for regeneration and investment under the Government's Housing Market Renewal (HMR) programme<sup>(2)</sup>. Its role is to support the delivery of that programme.

**1.4** The Bradley AAP is being prepared in advance of the Council's Core Strategy for a number of reasons:

1. The need to align planning policy and regeneration activity with the funding profile for the HMR programme.
2. A recognition that the key issues associated with housing market failure in Bradley such as poor quality housing, high levels of vacancies, a poor quality environment, etc, need to be tackled as soon as possible.
3. To support the early delivery of the HMR programme by facilitating land use changes, the use of compulsory purchase powers etc.
4. The need to re-allocate a key site in Bradley, namely the former Riverside Mills manufacturing complex, from employment use to housing.

**1.5** In addition, the Replacement Pendle Local Plan (2001-16) is relatively up-to date, having been adopted in May 2006 under the Transitional Regulations<sup>(3)</sup>. All policies in the Local Plan have now been saved until such time that they can be replaced by new policies in the emerging Local Development Framework<sup>(4)</sup>.

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1 For further details regarding the Local Development Framework see Appendix 1

2 The Government's HMR programme was introduced in nine Pathfinder areas in England in 2003 and is intended to be a 10-15 year regeneration programme. Pendle is part of the Elevate East Lancashire Pathfinder.

3 Government Regulations describing the process of preparing development plans started before, and to be completed after, the introduction of the Planning and Compulsory Purchase Act 2004.

4 Direction from the Secretary of State, 21<sup>st</sup> April 2009.

# 1 Introduction

## How has the Bradley AAP evolved?

**1.6** In 2002 the then Office of the Deputy Prime Minister (ODPM) recognised that there was low demand for housing in many parts of the North of England, where falling house prices and an exodus of local people were driving many neighbourhoods into a spiral of decline.

**1.7** In response the Government created the Housing Market Renewal Pathfinder to help address these issues. It was designed to make radical interventions in the housing market, to help reverse this decline and ensure the long-term sustainability of neighbourhoods suffering from the symptoms and signs of low demand. The ODPM identified nine pathfinder areas for intervention. Pendle is part of the Elevate East Lancashire Pathfinder.

**1.8** In Pendle, the HMR programme focuses on the former textile towns of Brierfield, Nelson and Colne. Area Development Frameworks (ADF) – 10-15 year regeneration strategies – have been produced for each of these towns.

**1.9** The Nelson ADF was produced in 2004 and identifies a number of ‘Priority Action Areas’ in the town where the worst housing, social and economic problems are to be found and where HMR investment should be focused (see Map 1 below).

**1.10** One of these areas is the Bradley Priority Action Area (the area covered by this AAP - see Map 2 below), identified as such because it exhibits many problems of poor stock condition, relatively high vacancy levels and a poor quality environment.

**1.11** Following Pendle Council’s adoption of the ADF a more detailed masterplanning exercise, focussing solely on the Bradley ‘Priority Action Area’, was carried out to help decide what actions were required and where, in order to regenerate the area<sup>(5)</sup>. This formed the basis for the Issues and Options stage of this AAP.

## The consideration of alternative options

**1.12** As part of the masterplanning exercise, a number of alternative options for how the area could be regenerated were considered.

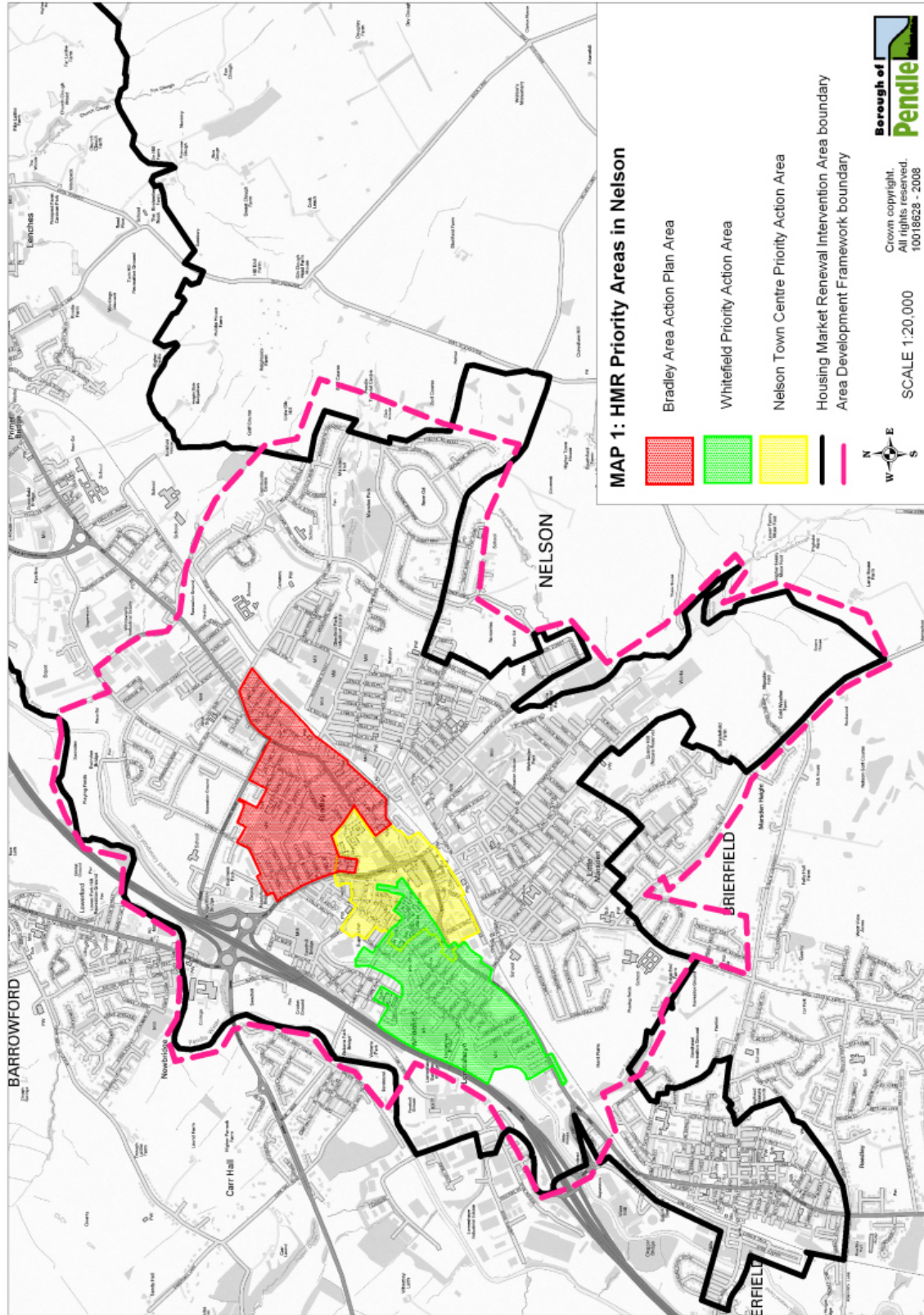
**1.13** The options presented different scenario’s for regenerating the area based upon differing levels of intervention (minimum, medium and maximum change). The options proposed different levels of property improvement and clearance, and varied in terms of the amount and spatial distribution of new housing, employment land and open space. Several different options were also considered for the Riverside Mills site, including its retention for employment use, the creation of a mixed use residential / employment site and redeveloping it purely for residential use.

**1.14** Each of the options has been subject to an appraisal process, which has included widespread consultation with residents, businesses, local agencies and other organisations. The appraisal has also considered how each option would contribute towards achieving the objectives of the AAP and the Sustainability Appraisal Framework, together with the costs and other issues associated with delivering each option<sup>(6)</sup>.

5 Bradley Masterplan Final Report (BDP, 2006)

6 Full details are provided in the Bradley Area Action Plan Preferred Options Report (February, 2008)

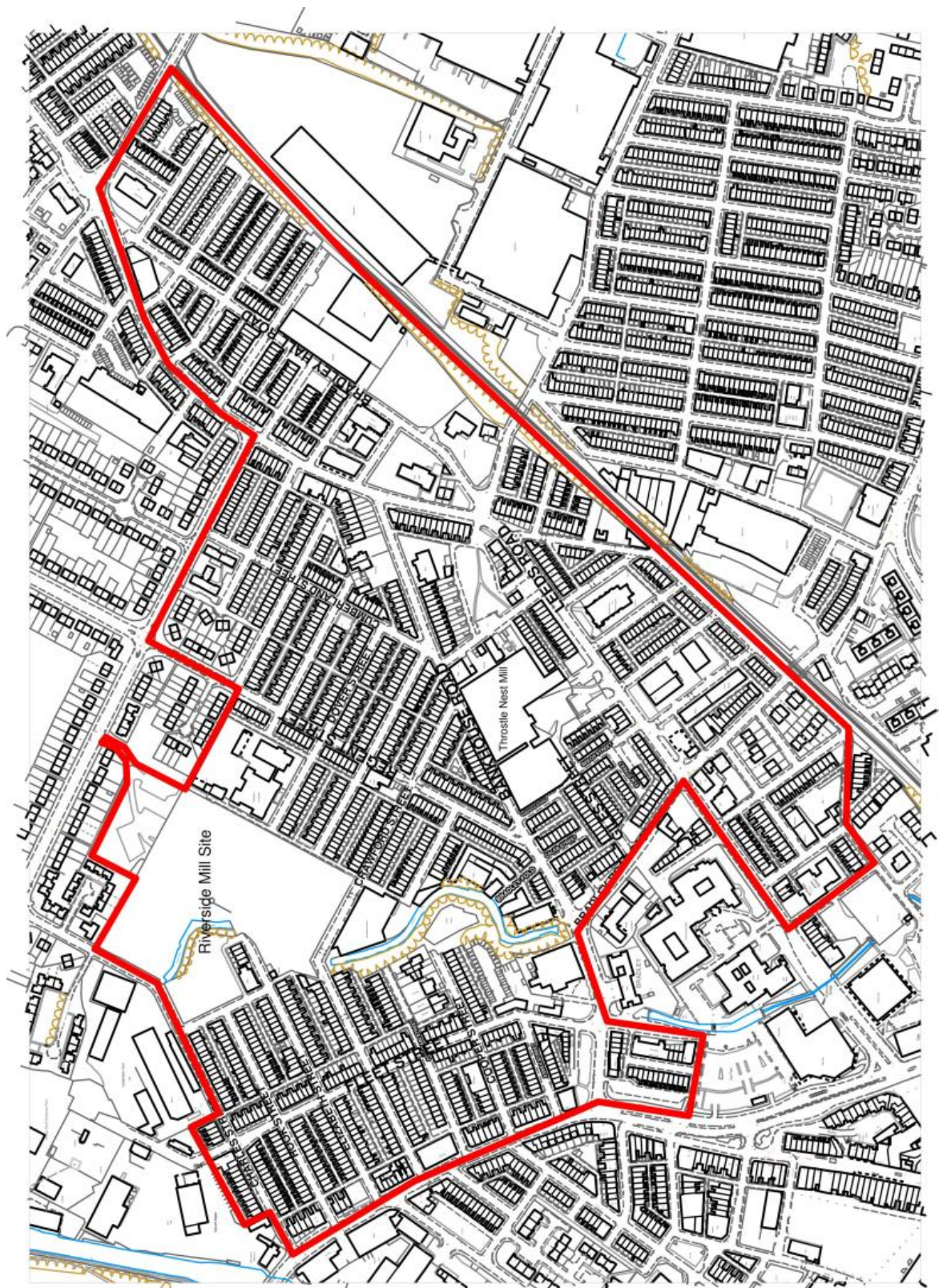
Map 1: HMR Priority Areas in Nelson





## 1 Introduction

Map 2: Bradley AAP Boundary



## Community Engagement

**1.15** The Bradley Area Action Plan has already been through several stages of public engagement and widespread consultation with local residents, statutory bodies, local agencies, community groups, voluntary organisations and the business community.

**1.16** All consultation exercises have been carried out in compliance with the relevant Regulations<sup>(7)</sup> and the Council's Statement of Community Involvement (SCI), following its adoption in March 2007.

**1.17** Full details of who has been consulted, when, how and what has been said can be found in the Consultation Statement<sup>(8)</sup> which accompanies this document.

## Sustainability Appraisal

**1.18** We are all increasingly aware of the fact that our way of life is placing an increasing burden on the planet. Without change we face a future that is less certain and less secure.

**1.19** Sustainable development, seeks to address this concern by making sure that in meeting our present needs we do not compromise the ability of future generations to meet their own needs.

**1.20** The Bradley AAP has been subject to a full Sustainability Appraisal during the course of its preparation. This process assesses whether the proposals and policies in the plan are likely to promote a sustainable pattern of development, and, where possible, seeks to avoid or mitigate any potentially negative social, economic or environmental effects.

**1.21** Each of the AAP options has been assessed using the Sustainability Appraisal Framework<sup>(9)</sup>. By highlighting the potentially positive and negative impacts of each option, the Sustainability Appraisal has had a significant influence and helped to refine the final plan.

## Appropriate Assessment

**1.22** A screening exercise was undertaken to determine whether an Appropriate Assessment was required for the Bradley AAP. An Appropriate Assessment must be prepared for land-use planning documents in the UK<sup>(10)</sup> where they are likely to have a significant effect, individually or in combination with other plans or projects, upon European designated wildlife sites<sup>(11)</sup>. The screening exercise<sup>(12)</sup> concluded that the Bradley AAP will have no significant effect on protected sites in the vicinity and Natural England has agreed with this view<sup>(13)</sup>.

7 The Town and Country Planning (Local Development) (England) Regulations 2004, as amended

8 Bradley Area Action Plan, Pre-Submission Consultation Statement, 2009

9 Bradley Area Action Plan, Preferred Options Stage, Sustainability Appraisal Report (February 2008)

10 NERC Act, 2006

11 Natura 2000 is a European network of protected sites which represent areas of the highest value for natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community. They include Special Protection Areas (SPA) and Special Areas of Conservation (SAC).

12 Screening Report for Bradley Area Action Plan in respect of Natura 2000 Sites (Pendle Council, 2007)

13 Letter from Natural England, 23rd November 2007



# 1 Introduction

## What happens next?

**1.23** You may already have been involved in consultations during the earlier stages of preparing the Bradley AAP, for example the Bradley Masterplan (the 'Issues and Options' stage for the AAP).

**1.24** We are no longer looking for suggestions on how we can regenerate Bradley as the various approaches have already been discussed, considered and tested in these earlier stages of preparation.

## Publication

**1.25** At this time Pendle Council is publishing what it considers to be the final version of the Bradley AAP. It is your opportunity to say whether you think the plan is sound:

- Are its actions **justified**?
- Are the proposals likely to be **effective**?
- Are they **consistent with national policy**?

**1.26** Pendle Council considers that the Bradley AAP meets these three tests of soundness<sup>(14)</sup>. If you disagree with this view, as part of your representation you will need to show why you consider the Bradley AAP to be unsound and state what changes need to be made to make the document sound.

**1.27** Your representation should include evidence and supporting information necessary to justify both your views and any changes requested.

**1.28** The six week period for submitting a formal representation is from (DATE) to (DATE).

**1.29** The Bradley AAP and all associated documents are available to view at the following locations:

i) Pendle Council's website: [www.pendle.gov.uk/bradleyaap](http://www.pendle.gov.uk/bradleyaap)

ii) Number One Market Street, Nelson, BB9 7LJ

Opening times:	Monday -Thursday	08:45 – 17:30
	Friday	08:45 – 17:00

iii) Nelson Library, Market Square, Nelson BB9 7PU

Opening times:	Monday and Wednesday	09:30 – 19:00
	Tuesday, Thursday and Friday	09:30 – 17:00
	Saturday	09:30 – 16:00



**1.30** Pendle Council wishes to encourage you to complete and submit your representation on-line using the interactive version of the Bradley AAP. However, official representation forms are available to download or collect from the above locations.

**All representation must reach us by: (TIME and DATE to be inserted)**

For further information contact:

Housing Programmes Team, Housing Regeneration Services, Pendle Borough Council,  
C/o Town Hall, Market Street, Nelson, Lancashire, BB9 7LG

Tel: 01282 661040

Fax: 01282 661043

E-mail: [hmr@pendle.gov.uk](mailto:hmr@pendle.gov.uk)

### **Submission and Examination**

**1.31** All representations received during the 6 week period of consultation will be submitted with this AAP to the Secretary of State.

**1.32** The Secretary of State will appoint a Planning Inspector to conduct the independent examination of the document, the purpose of which is to consider the 'soundness' of the plan.

**1.33** At the end of the examination, the Inspector will prepare a report which may include recommended changes. The Inspectors report will be binding on the Council and any changes must be made before the plan can be adopted.

## 2 Relationship of the AAP to National, Regional and Local Policy

### 2 Relationship of the AAP to National, Regional and Local Policy

#### Relationship of the AAP to National, Regional and Local Policy

**2.1** The Bradley AAP is guided by and in conformity with higher level planning policy, which includes:

1. National – planning policy statements and guidance.
2. Regional – North West Regional Spatial Strategy (RSS) 2008 <sup>(1)</sup>
3. Sub-regional – Core Strategy of the Lancashire Minerals and Waste Local Development Framework.
4. Local – Replacement Pendle Local Plan (2001-2016) and the emerging Core Strategy and Land-use Allocations Development Plan Documents.

**2.2** The Bradley AAP has regard to guidance in National Planning Policy Statements (PPS) and is in general conformity with Regional Spatial Strategy (RSS), the emerging Pendle Core Strategy and Land Use Allocations Development Plan Document (DPD). It should be read in conjunction with these other planning policy documents.

**2.3** The Bradley AAP seeks to complement existing higher tier planning policy by addressing local distinctiveness and in particular the key issues and objectives identified for the regeneration of Bradley (see Chapters 3 and 4 of this AAP). Where policies from the Replacement Pendle Local Plan (2001-2016) apply they are referred to in the appropriate AAP policies and are listed in Appendix 3.

**2.4** The Bradley AAP will not deliver significant numbers of new housing during the remaining lifetime of the Replacement Pendle Local Plan or the Core Strategy which will replace it. The Bradley AAP will primarily replace housing demolished within Bradley as part of the HMR programme.

**2.5** The Bradley AAP is in conformity with the Replacement Pendle Local Plan (2001-2016) with one notable exception. The Riverside Mill site is identified as a Protected Employment Area in Policy 22, but this AAP re-allocates the site for housing.

**2.6** This matter, along with further details regarding the relationship of the Bradley AAP to the Pendle Local Plan, the RSS and national planning guidance, is discussed further in the Technical Paper which accompanies this AAP.

#### Community Strategy

**2.7** Spatial planning objectives for local areas, as set out in the LDF, should be aligned not only with national and regional plans, but also with the shared local priorities set out in the Sustainable Community Strategy (PPS 12, 2008).

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1 The North West of England Plan Regional Spatial Strategy to 2021 was published at the end of September 2008. This forms an integral part of the statutory development plan for Pendle and it will be a key consideration in the determination of all planning applications. The RSS replaces the former RSS (RPG 13) and the Joint Lancashire Structure Plan (JLSP) - with the exception of Policy 29 Sites for Gypsy and Traveller Families), which has been extended and has not been replaced by the new RSS.

## Relationship of the AAP to National, Regional and Local Policy 2

**2.8** ‘Our Pendle Our Future’ Pendle’s Sustainable Community Strategy (2008-2018) establishes the following strategic vision for Pendle:

***“We want Pendle to be a place where quality of life continues to improve and where people respect one another and their neighbourhood. We want Pendle to be a place where everyone aspires to reach their full potential. We want to be recognised locally, regionally and nationally as a great area to live, learn, work, play and visit.”***

**2.9** The Sustainable Community Strategy (SCS) presents a shared commitment by a range of organisations to work together to achieve that vision by tackling a wide range of economic, social and environmental issues. The main priority goals within the SCS which the Bradley AAP will contribute towards achieving are:

- To support confident communities that are socially cohesive, creative, tolerant and considerate of all ages and cultures.
- To create a vibrant housing market offering a mix of high quality and affordable housing for all.
- To help create a borough which feels safe and crime continues to fall.
- To help people live long, healthy and independent lives.
- To deepen our understanding and respect for the environment.

### Housing Market Renewal

**2.10** The need to address issues associated with housing market renewal is one of the primary drivers for producing the Bradley AAP.

**2.11** In 2004 Elevate East Lancashire submitted their prospectus to the Government which set out a vision and a number of core objectives for regenerating East Lancashire.

**2.12** Elevate’s vision for the East Lancashire Pathfinder area is that it becomes:

***“A place of choice to live: known for the varied and distinctive character of its towns; for its environmental quality and heritage; for celebrating its cultural diversity; as a place which offers residents access to a high standard of housing, education, employment, security and healthcare. A Place to Live, Work, Relax and Visit.”***

**2.13** The Core Objectives of the strategy seek to:

- Establish housing choice and create sustainable communities. (This is the central strand of the strategy and provides the foundation for housing market renewal in East Lancashire).
- Maximise access to high value employment.
- Maximise the value of the area’s landscape and historic character.

## 2 Relationship of the AAP to National, Regional and Local Policy

- Build community cohesion, and
- Develop effective neighbourhood management and service delivery.

**2.14** These are embraced in the objectives of the Bradley AAP set out in Chapter 4.

**2.15** The mechanism through which the Elevate strategy is translated into local strategy and actions is through the production of Area Development Frameworks. The Nelson Area Development Framework identified that the town centre, together with the neighbouring wards of Whitefield and Bradley are the highest priorities for investment under the HMR Programme (Nelson ADF, 2004). These three areas are all the subject of significant planned and current investment from HMR and economic development funding and private sector investment. Further details can be found in Chapter 4 of the accompanying Technical Paper.

**2.16** In 2006, Elevate published the Transformational Agenda – the HMR Scheme Update for 2006-19. This document outlines a series of interventions that are of the type and scale necessary to bring about social, economic and environmental change within East Lancashire. It identifies a number of interventions in Nelson which are necessary to support the transformational agenda. This includes the diversification of the housing market through renovation, clearance and the development of new homes. The Bradley AAP will help to deliver this.



## Bradley Today: A Spatial Portrait 3

### 3 Bradley Today: A Spatial Portrait

**3.1** In this chapter we aim to provide a flavour of what makes Bradley locally distinctive and highlight the key issues and opportunities that this plan will seek to address. More detailed background information can be found in the Technical Paper which accompanies this report.

#### Geography, History and Social Characteristics

**3.2** The Bradley Priority Action Area covers a significant part (32.5 hectares, approximately 20%) of the Bradley ward in Nelson.

**3.3** It forms the gateway into Nelson town centre from Junction 13 of the M65, less than half a kilometre to the north along Scotland Road, and from Colne along the A56 Leeds Road. For the most part, these two gateway routes are in need of improvement and do not present an attractive first impression of either Bradley or Nelson.

**3.4** The Bradley Priority Action Area is predominantly residential. It is characterised by tightly packed streets of stone built terraced properties, the majority of which were built between 1850 and 1910 to house the workers for the cotton mills that developed around the turn of the century.

**3.5** Both large and small scale industrial and commercial uses remain in the area and in addition there are a number of buildings of historic significance, including the former Bradley swimming baths, a number of churches and chapels, and the local primary school.

**3.6** The key social characteristics of the area are as follows:

- Bradley ward has a population of 6,735 people (the highest of any ward in Pendle) living in 2,505 households.
- Under 60% of Bradley's population is white – this is low compared to the Pendle district average of 84.9% and national average of 90.9%.
- Almost 40% of the population in Bradley are of Pakistani ethnic origin.
- Bradley has a relatively young population with nearly one-third of the population aged under 16, considerably higher than the national average of 20.2%.
- Nearly 40% of households have dependent children, again significantly higher than the national average of 29.5%. This illustrates the high proportion of families living in the area and the need for larger family accommodation.
- The ward also has a lower than average 60+ population.
- Over one-third of households in Bradley consist of a single person, slightly above the 30% national average.
- Average household size is 2.7 persons.

(Source: Census, 2001)

**3.7** According to the Index of Multiple Deprivation (IMD) 2007 the Bradley ward is suffering from increasing levels of deprivation. It was ranked in the worst 4% of wards in the country in the IMD 2004, whereas its overall score in the IMD 2007 ranked the ward 76<sup>th</sup> worst in the country, placing it in the bottom 1% of wards nationally. This is clear statistical evidence of the need for the Bradley AAP to help regenerate the area and improve the declining standard of living for local people.

## 3 Bradley Today: A Spatial Portrait

### Housing

**3.8** The state of the housing market in Bradley is typical of other HMR areas and exhibits many characteristics of low demand housing. The predominant house type within the AAP boundary and the wider Bradley ward is terraced housing; 70% across the ward (Census, 2001) and almost 100% within the AAP boundary. A lack of housing choice is one of the recognised drivers of low demand housing.

**3.9** The area suffers from an above average number of vacant properties (11.8% as at April 2008) as well as poor quality and unfit housing. The 2004 Stock Condition Survey showed that the majority of the properties (almost 90% of the terrace blocks) within the AAP boundary failed against the Decent Homes Standard<sup>(1)</sup>. House prices have also been persistently lower than the borough, regional and national average for terraced properties.

**3.10** Owner occupation within the Bradley ward is also relatively low at 60% with a correspondingly high proportion of private rented properties<sup>(2)</sup>.

### Economy

**3.11** Today the largest employers in the Bradley ward are public sector organisations such as Nelson and Colne College and local primary schools. The retail sector and manufacturing each account for one-fifth of local jobs (Annual Business Inquiry, 2007). Within the AAP boundary there are numerous retail premises along the main gateway routes (Leeds Road and Scotland Road) and a couple of large former textile mills, which are still used for employment purposes.

**3.12** However, 'worklessness'<sup>(3)</sup> within the Bradley ward is high (27.8%) compared to the Pendle average of 16.9% (DWP Revised August 2008 Working Age Benefits, NOMIS). The fact that so many people are claiming benefits as their sole means of income is reflected in the IMD 2007, which shows that Bradley suffers from significant income deprivation, with three of its four Lower Super Output Areas (LSOA)<sup>(4)</sup> ranked in the 5% most income deprived LSOAs in England (IMD, 2007).

**3.13** Qualification levels are also very low in Bradley: 50.8% of the population has no qualifications compared to 35.9% for Pendle and 29.1% for England and Wales (2001 Census, ONS).

### Environment

**3.14** The quality of the environment in the Bradley Priority Action Area is particularly poor. It is densely built-up with limited greenery or landscaping and a corresponding lack of public open space. The Pendle Open Space Audit (Pendle Council, 2008) identifies that the Bradley ward is deficient in many types of open space typology including parkland and equipped

1 In order to be decent a home should be warm, weatherproof and have reasonably modern facilities.

2 IMD based AXCIOM research, March 2007

3 'Worklessness' is the term used by the government to describe those who are unemployed and claiming 'out of work benefits' such as JSA but also wider benefits such as incapacity benefits and lone parents on income support.

4 LSOAs are a unit of geography used in the UK for statistical analysis.

## Bradley Today: A Spatial Portrait 3

areas for play. There is, in fact, only one equipped play area within the whole AAP boundary. Whilst the Bradley ward has a surplus of allotments and civic spaces this is not the case within the AAP boundary.

**3.15** Bradley scores poorly in the Living Environment Deprivation Domain<sup>(5)</sup> of the Index of Multiple Deprivation 2007. Three of the Bradley Lower Super Output Areas fall within the worst 1.5% of all the LSOAs in England.

**3.16** The site of the former Riverside Mills complex (2.52ha) has been vacant since 1999. Whilst much has been done to address problems of fly-tipping, the current state of this site contributes further to the poor environmental quality of the area.

### Movement and Safety

**3.17** The regular grid iron pattern of streets in Bradley means that, on the whole, there are good levels of access and connection. There are just two areas that are not so accessible. Firstly, the Fleet Street and Regent Street areas are poorly connected; being separated by Walverden Water and the vacant Riverside Mills site. Secondly, the Throstle Nest Mill complex creates a barrier to movement between Bankhouse Road and Leeds Road.

**3.18** Safety and ease of access both to and within the AAP boundary is of the utmost importance. Bradley is a densely built up area and contains a number of busy streets and roads leading to the town centre and the motorway. Vehicular accidents are known to occur regularly (LCC Mario Mapping).

**3.19** There is potential for the establishment of safe cycle routes through Bradley which will improve communication, social interaction and promote a healthy mode of travel. The 2001 Census showed that nearly 50% of households within Bradley have no access to a car (ONS, 2001).

### Flood Risk

**3.20** Walverden Water, classed as a main river watercourse by the Environment Agency (EA), flows through the western section of the Bradley AAP area. The river banks are walled for much of its length and the river corridor is untidy and used as an area for fly-tipping. Hendon Brook is a culverted watercourse that flows from east to west joining Walverden Water to the south of the Riverside Mills site. It is also classed by the EA as a main river watercourse.

**3.21** The Walverden Water indicative flood plain, as depicted by the EA (see map 3 below), covers a substantial part of the Bradley AAP area including the former Riverside Mills site, Riverside Business Centre and existing properties on Baker Street, Charles Street, Rook Street, Elizabeth Street, Dalton Street, Fountain Street, Cooper Street, Essex Street, Fleet Street and Bankhouse Road.

5 This domain focuses on Deprivation with respect to the characteristics of the living environment, including a dataset which looks at houses in poor condition.

### 3 Bradley Today: A Spatial Portrait

**3.22** The map shows that a number of the sites which it is proposed to redevelop as part of this plan are at risk of flooding. More detailed flood risk reviews have been undertaken on these sites<sup>(6)</sup> and the sequential and exceptions tests have been applied in accordance with PPS 25 'Development and Flood Risk' (see Chapter 5 of the accompanying Technical Paper). Each site satisfies the requirements of these tests and is therefore considered suitable for redevelopment for residential use. The flood risk reviews present a more accurate picture of the extent of the flood risk and have helped to shape the details of the flood risk policy (Policy 2) of this AAP.

**3.23** The Environment Agency are investing in improvements to these watercourses as part of the Walverden Water and Hendon Brook Flood Alleviation Scheme. The scheme has been designed to provide a 1% (1 in 100 years) standard of protection for Walverden Water and a 1.3% (1 in 75 years) standard of protection for Hendon Brook. Work along the channels is ongoing.

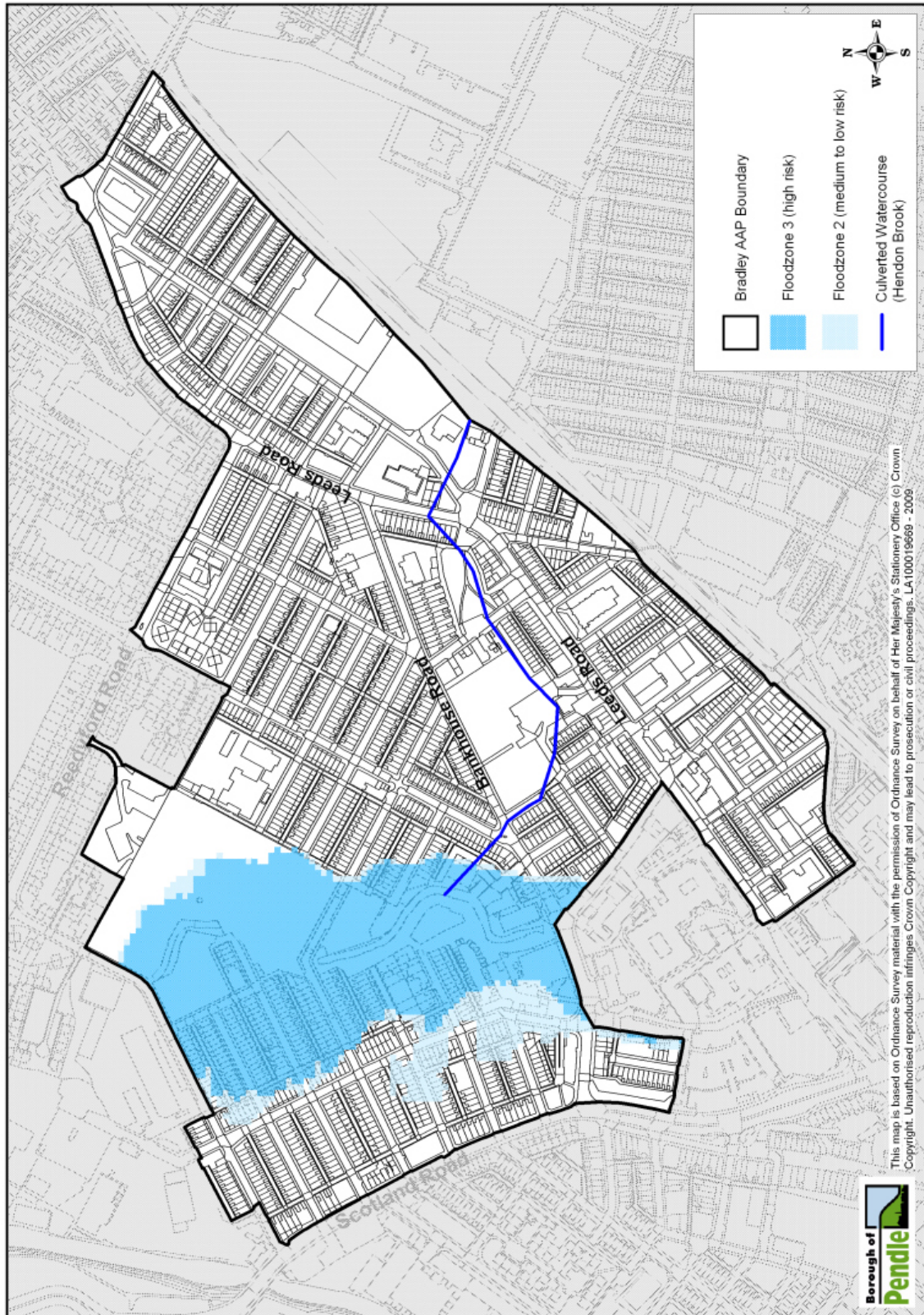
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6 Flood Risk Advice for sites adjacent to Walverden Water, Nelson. JBA Consulting (March, 2009) and Riverside Mill, Nelson Flood Risk Assessment, JBA Consulting (Oct, 2006)



## Bradley Today: A Spatial Portrait 3

Map 3: Walverden Water Indicative Floodplain



## 3 Bradley Today: A Spatial Portrait

### Neighbourhood Consultation Issues

**3.24** Finally, at the issues and options stage of this AAP, local residents and businesses were asked to identify their main issues and concerns. The consultation responses were analysed on a neighbourhood basis (see Map 4 below for the boundaries of the 'neighbourhoods'). The neighbourhoods, are defined by man-made and natural barriers, e.g. main roads, rivers, etc. The key issues for each of these areas are identified in Table 1 below.

**Table 1: Top issues and concerns by neighbourhood area in Bradley**

Neighbourhood	Top Concerns / Issues
Bradley Hall Road Area	<ul style="list-style-type: none"> <li>• Fly tipping and other litter problems – identified as a serious problem by 62.2% of respondents</li> <li>• Lack of open space in the area (e.g. play spaces for children): 57.8%</li> <li>• Derelict properties or homes in a poor state of repair: 50%</li> <li>• Poor quality of the public realm (for example the streets, green spaces and public areas): 41.9%</li> <li>• Lack of car parking: 38.1%</li> </ul>
Regent Street Area	<ul style="list-style-type: none"> <li>• Fly tipping and other litter problems: 66.9%</li> <li>• Lack of open space in the area (e.g. play spaces for children): 60.3%</li> <li>• Derelict properties or homes in a poor state of repair: 55.3%</li> <li>• Poor quality of the public realm (for example the streets, green spaces and public areas): 54.7%</li> <li>• Back streets used as rat runs or generally as problem areas: 48.3%</li> </ul>
Fleet Street Area	<ul style="list-style-type: none"> <li>• Lack of open space in the area (e.g. play spaces for children) - 71.2%</li> <li>• Fly tipping and other litter problems - 60.5%</li> <li>• Derelict properties or homes in a poor state of repair - 56.4%</li> <li>• Outdated or poor quality homes - 52.6%</li> <li>• Poor quality of the public realm (for example the streets, green spaces and public areas) - 47.3%</li> </ul>
Giles Street Area	<ul style="list-style-type: none"> <li>• Anti-social behaviour (noise for example): 84%</li> <li>• Criminal Damage / Vandalism: 78.3%</li> <li>• Derelict properties or homes in a poor state of repair: 75%</li> <li>• Fly tipping and other litter problems: 72%</li> <li>• Lack of open space in the area (e.g. play spaces for children): 60.9%</li> </ul>
St. Phillips Church Area	<ul style="list-style-type: none"> <li>• Back streets used as rat runs or generally as problem areas: 63.2%</li> <li>• Derelict properties or homes in a poor state of repair: 57.9%</li> <li>• Fly tipping and other litter problems: 52.6%</li> </ul>

## Bradley Today: A Spatial Portrait 3

	<ul style="list-style-type: none"> <li>• Outdated Homes: 52.6%</li> <li>• Poor quality of the public realm (for example the streets, green spaces and public areas): 41.2%</li> </ul>
Hey Street Area	<ul style="list-style-type: none"> <li>• Fly tipping and other litter problems: 77.8%</li> <li>• Back streets used as rat runs or generally as problem areas: 63.6%</li> <li>• Fast moving or heavy traffic: 60%</li> <li>• Outdated or poor quality homes: 60%</li> <li>• Poor street lighting: 55.6%</li> </ul>

Source: Stage 1 Community Consultation Report, BDP, 2005

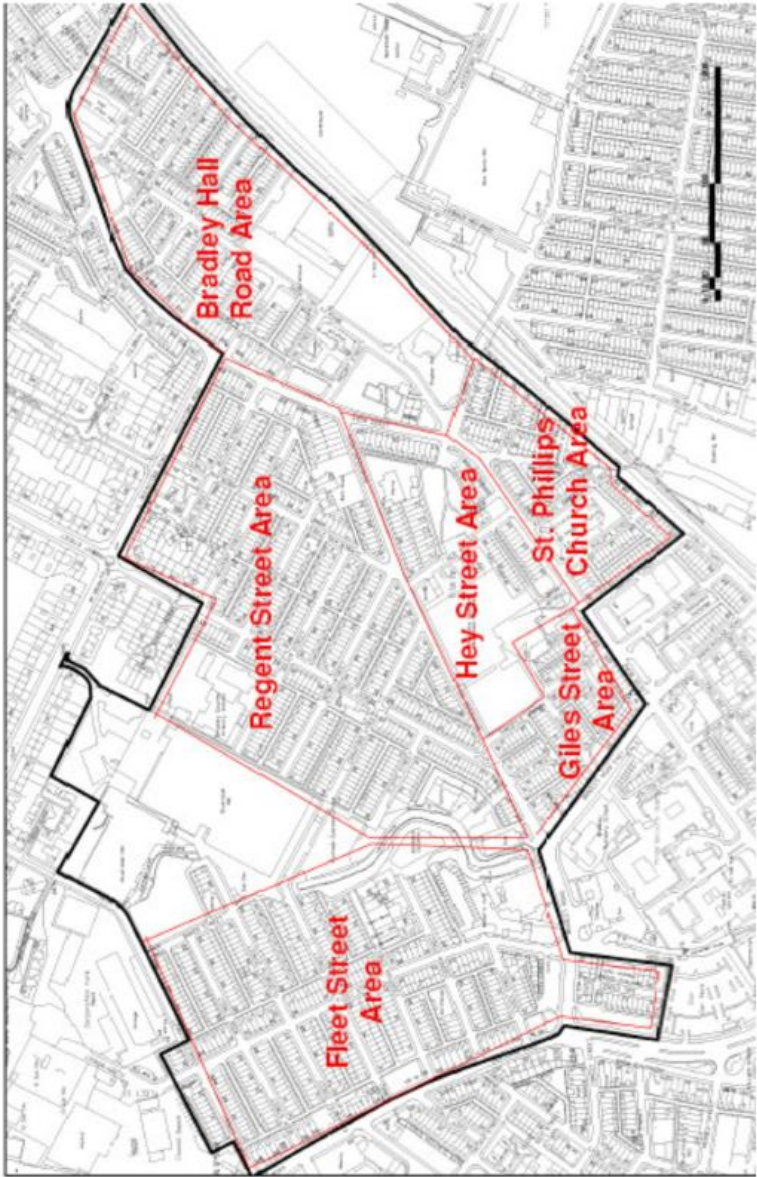
**3.25** Summarising this, the issues identified most consistently across the AAP area are:

- i. Fly tipping and other litter problems.
- ii. Lack of open space in the area (e.g. play spaces for children).
- iii. Derelict properties or homes in a poor state of repair.
- iv. Poor quality of the public realm (for example the streets, green spaces and public areas).



3 Bradley Today: A Spatial Portrait

Map 4: Neighbourhood Consultation Areas referred to in Table 1





## Bradley Today: A Spatial Portrait 3

## Summary of Key Characteristics and Issues

**3.26** In summary, the key characteristics and issues within the Bradley AAP boundary are as follows:

Theme	Key Issues
<b>Housing</b>	<ul style="list-style-type: none"> <li>• Poor condition of housing stock, derelict and poorly maintained properties.</li> <li>• Dissatisfaction with the size, layout and state of repair amongst some property owners.</li> <li>• High proportion of vacant properties.</li> <li>• Monotonous house types; the majority being 2 bed terraced properties.</li> <li>• A lack of homes with garages and gardens, larger family homes and affordable new homes to buy.</li> <li>• Relatively low house prices.</li> <li>• Properties in low demand.</li> </ul>
<b>Environment</b>	<ul style="list-style-type: none"> <li>• Poor 'gateway' routes into the area creating unattractive approaches into Bradley and Nelson Town Centre.</li> <li>• Lack of off-street car parking.</li> <li>• Poor connectivity between certain parts of the Priority Action Area.</li> <li>• A poor quality environment:               <ol style="list-style-type: none"> <li>i. the river attracts fly-tipping,</li> <li>ii. limited greenery or landscaping,</li> <li>iii. badly worn streetscape,</li> <li>iv. Lack of amenity greenspace parks and outdoor sports area (Pendle Open Space Audit, 2008)</li> <li>v. lack of places for children to play.</li> </ol> </li> <li>• Vacant and derelict former Riverside Mills site.</li> <li>• Flood risks from Walverden Water.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Anti social behaviour, crime, vandalism and other social issues associated with the deprivation of the area.</li> <li>• High BME population (and 52% of BME households in Pendle have indicated that their housing did not meet their needs, (Pendle Housing Strategy, 2006))</li> <li>• Bradley population contains a high proportion of young people (35.5% age 0 -19).</li> <li>• Bradley population contains a high proportion of families.</li> <li>• High percentage of households with no car.</li> <li>• Low levels of mobility (latter two points suggests that young people are less able to rely on parents to</li> </ul>

### 3 Bradley Today: A Spatial Portrait

	<p>transport them to facilities, e.g. open space / play provision).</p> <ul style="list-style-type: none"> <li>• Above average Standard Mortality Ratio.</li> </ul>
<b>Economic</b>	<ul style="list-style-type: none"> <li>• High levels of economic inactivity and poor educational attainment amongst local population.</li> <li>• Low incomes.</li> <li>• Vacant and disused employment sites.</li> </ul>

## Bradley Tomorrow: Strategic Vision and Objectives 4

### 4 Bradley Tomorrow: Strategic Vision and Objectives

**4.1** This chapter sets out the vision and objectives for this Area Action Plan which will address the issues identified in Chapter 3.

#### Spatial Vision for the Bradley AAP

**4.2** The vision for Bradley at the end of the AAP period (i.e. 2018) complements the vision set out in the Pendle Sustainable Community Strategy, whilst being locally distinctive to the Bradley area and the challenges it faces:

***“Bradley is a vibrant, sustainable mixed-use community adjacent to Nelson town centre. The area provides a range of housing types and tenures and is home to a diverse community. The high quality environment maintains the heritage integrity of the area and respects its industrial past. Walverden Water and the riverside parks are popular, well used and a key element of local distinctiveness. Bradley is an area of housing choice where people are proud to live and work.”***

#### Bradley AAP Objectives

**4.3** A number of objectives underpin the vision. These key objectives listed below set out the aims of the Bradley AAP and help to direct the policies in Chapter 6.

#### Economic

1. Transform the housing market in terms of housing types, tenure and quality.
2. Maintain and enhance the existing local shopping and business offer within the Bradley Priority Action Area, link local residents to job opportunities and improve the local skills base.
3. Facilitate the redevelopment of the former Riverside Mills site.

#### Social

4. Improve access to services and facilities, including publicly accessible open space and appropriate play provision.
5. Promote healthy living environments.
6. Increase community safety and help reduce crime.

#### Environmental

7. Extend and enhance the open space network through the creation of new open space and improvements to the river corridor.
8. Improve the environmental quality of Scotland Road (A682) and Leeds Road (A56) – both key routes into Nelson town centre.
9. Secure the productive use of vacant land and buildings to improve the urban environment.

## 4 Bradley Tomorrow: Strategic Vision and Objectives

10. Promote quality new development that respects local character and contributes to local distinctiveness.
11. Adapt to and reduce the contribution climate change and, in particular, mitigate against flood risk.

**4.4** These spatial objectives take full account of the goals of the Pendle Sustainable Community Strategy and where possible, support activity which can meet the targets contained within it.

**4.5** The objectives establish a framework for the regeneration of the area in response to the issues that need to be addressed. Table 2 below describes the AAP objectives which will deliver solutions to the key issues raised in Chapter 3.

**Table 2: Issues and AAP Objectives**

Issues to be addressed	Objectives to deliver solutions to the issues raised
<b>HOUSING</b>	
Poor condition of housing stock. Derelict and poorly maintained properties.	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> <li>• Secure the productive re-use of vacant land and buildings to improve the urban environment.</li> </ul>
Resident dissatisfaction with the size, layout and state of repair of current home.	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> </ul>
High vacancy levels	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> </ul>



## Bradley Tomorrow: Strategic Vision and Objectives 4

	<ul style="list-style-type: none"> <li>• Secure the productive re-use of vacant land and buildings to improve the urban environment.</li> <li>• Increase community safety and help reduce crime</li> </ul>
Lack of variety of house types, e.g. homes with gardens and garages, larger family homes and affordable new homes to buy.	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> <li>• Facilitate the redevelopment of the Riverside Mills site.</li> </ul>
Properties in low demand.	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> </ul>
<b>ENVIRONMENT</b>	
Poor 'gateway' routes into Bradley and into Nelson town centre.	<ul style="list-style-type: none"> <li>• Maintain and enhance the local shopping and business offer within the Priority Action Area, link local residents to job opportunities and improve the local skills base.</li> <li>• Improve the environmental quality of Scotland Road and Leeds Road – both key routes into Nelson town centre</li> </ul>
Lack of off-street parking.	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> </ul>

## 4 Bradley Tomorrow: Strategic Vision and Objectives

<p>Poor connectivity between certain areas in the Priority Action Area.</p>	<ul style="list-style-type: none"> <li>• Facilitate the redevelopment of the Riverside Mills site.</li> <li>• Extend the open space network through the creation of new open space and improvements to the river corridor.</li> </ul>
<p>Fly tipping in/along river corridor, limited greenery and landscaping, lack of open space and areas for children to play.</p>	<ul style="list-style-type: none"> <li>• Extend the open space network through the creation of new open space and improvements to the river corridor.</li> <li>• Improve local access to services and facilities, including publicly accessible open space and appropriate play provision.</li> <li>• Promote healthy living environments.</li> </ul>
<p>Vacant and derelict Riverside Mills site</p>	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> <li>• Facilitate the redevelopment of the Riverside Mills site</li> <li>• Secure the productive re-use of vacant land and buildings to improve the urban environment</li> <li>• Increase community safety and help reduce crime</li> </ul>
<p>Flood risk in the area</p>	<ul style="list-style-type: none"> <li>• Adapt to and reduce the contribution climate change and, in particular, flood risk.</li> </ul>

## Bradley Tomorrow: Strategic Vision and Objectives 4

<b>SOCIAL</b>	
Anti-social behaviour, crime and vandalism	<ul style="list-style-type: none"> <li>• Increase community safety and help reduce crime.</li> </ul>
High BME population in the Bradley Priority Action Area, and over 53% of BME households in Pendle have indicated that their housing did not meet their needs	<ul style="list-style-type: none"> <li>• Transform the housing market in terms of housing types, tenure and quality.</li> </ul>
High % of households with no car	<ul style="list-style-type: none"> <li>• Improve local access to services and facilities, including publicly accessible open space and appropriate play facilities.</li> </ul>
A high proportion of young people, combined with a high % of households with no car, suggests that young people are less able to rely on parents to transport them to facilities.	<ul style="list-style-type: none"> <li>• Improve local access to services and facilities, including publicly accessible open space and appropriate play facilities.</li> <li>• Extend the open space network through the creation of new open space and improvements to the river corridor.</li> </ul>
<b>ECONOMIC</b>	
High levels of economic inactivity, low average earnings.	<ul style="list-style-type: none"> <li>• Maintain and enhance the local shopping and business offer with the Priority Action Area, link local residents to job opportunities and improve the local skills base.</li> </ul>

4 Bradley Tomorrow: Strategic Vision and Objectives

Vacant & disused employment sites.	<ul style="list-style-type: none"><li>• Secure the productive re-use of vacant land and buildings to improve the urban environment.</li><li>• Promote quality new development that respects local character and contributes to local distinctiveness.</li><li>• Facilitate the redevelopment of the Riverside Mills site.</li></ul>
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## 5 The Strategy

**5.1** This chapter sets out the strategy for the regeneration of Bradley.

### Key elements of the strategy

**5.2** The key elements of the strategy are as follows:

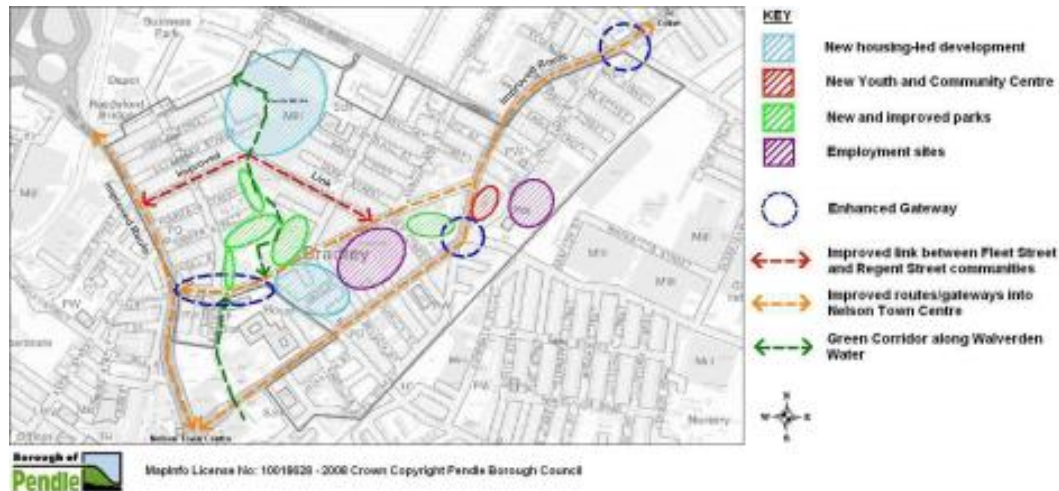
1. Redeveloping the vacant and derelict Riverside Mills site to provide a range of new housing and to improve the environmental quality and the connectivity and movement through this part of Bradley.
2. Carrying out selective demolition of properties in order to reduce the number of vacant and poor quality homes and to enable the assembly of land which will be redeveloped to provide new types of housing and open space.
3. Improving the quality and image of the existing housing stock through block improvements along key routes.
4. Creating an area of accessible green space / urban park (0.87ha) adjacent to Walverden Water.
5. Improving access to Walverden Water and enhancing its setting as it flows through the new green space and the redeveloped Riverside Mills site.
6. Encouraging environment improvements along the key strategic routes in the area – Leeds Road (A560) and Scotland Road (A682), in order to improve its image and help *support* the local businesses.
7. Safeguarding long term employment opportunities in well used business premises
8. Improving existing community facilities around the Leeds Road ‘hub’; primarily the Nelson Youth and Community Centre and Hey Street Park.
9. Ensuring good design is integral to any new development.
10. Working with local residents, the Neighbourhood Management team and other agencies to address issues which affect the quality of life for residents in Bradley.

### Key Proposals

**5.3** The sites shown in the ‘key proposals’ schematic plan below are the key sites that will have the biggest effect on the regeneration and improvement of the Bradley area.

## 5 The Strategy

**Key Proposals Schematic Plan**



**5.4** The diagram shows that the Bradley AAP will create a real ‘step change’ within the central core of the Bradley Priority Action Area stretching from Riverside Mill along Walverden Water towards Throstle Nest Mill and Leeds Road. This is the area where the greatest level of change and intervention is proposed.

**5.5** These changes are complemented and supported by environmental and townscape improvements along the key gateway routes of Leeds Road (A56) and Scotland Road (A682), and routes fronting onto the new development sites. It is anticipated that focusing investment in these areas will create a catalyst for the regeneration of the wider area, providing confidence to encourage further private investment.

**5.6** These changes will also be complemented by the retention of key employment areas ensuring a sustainable, balanced community for the future.

## Policies, Proposals and Meeting the AAP Objectives 6

## 6 Policies, Proposals and Meeting the AAP Objectives

**6.1** This chapter sets out the detailed policies and proposals which will deliver the vision, the objectives and the strategy of this AAP. The policies will be used to guide new development and supplement existing national, regional and local planning policies. The policies include:

Policy 1: New Housing Sites

Policy 2: Flood Risk

Policy 3: Property Improvements

Policy 4: Areas of Environmental Improvement

Policy 5: New and Existing Employment Sites and Retailing

Policy 6: Community Development

Policy 7: Design Quality

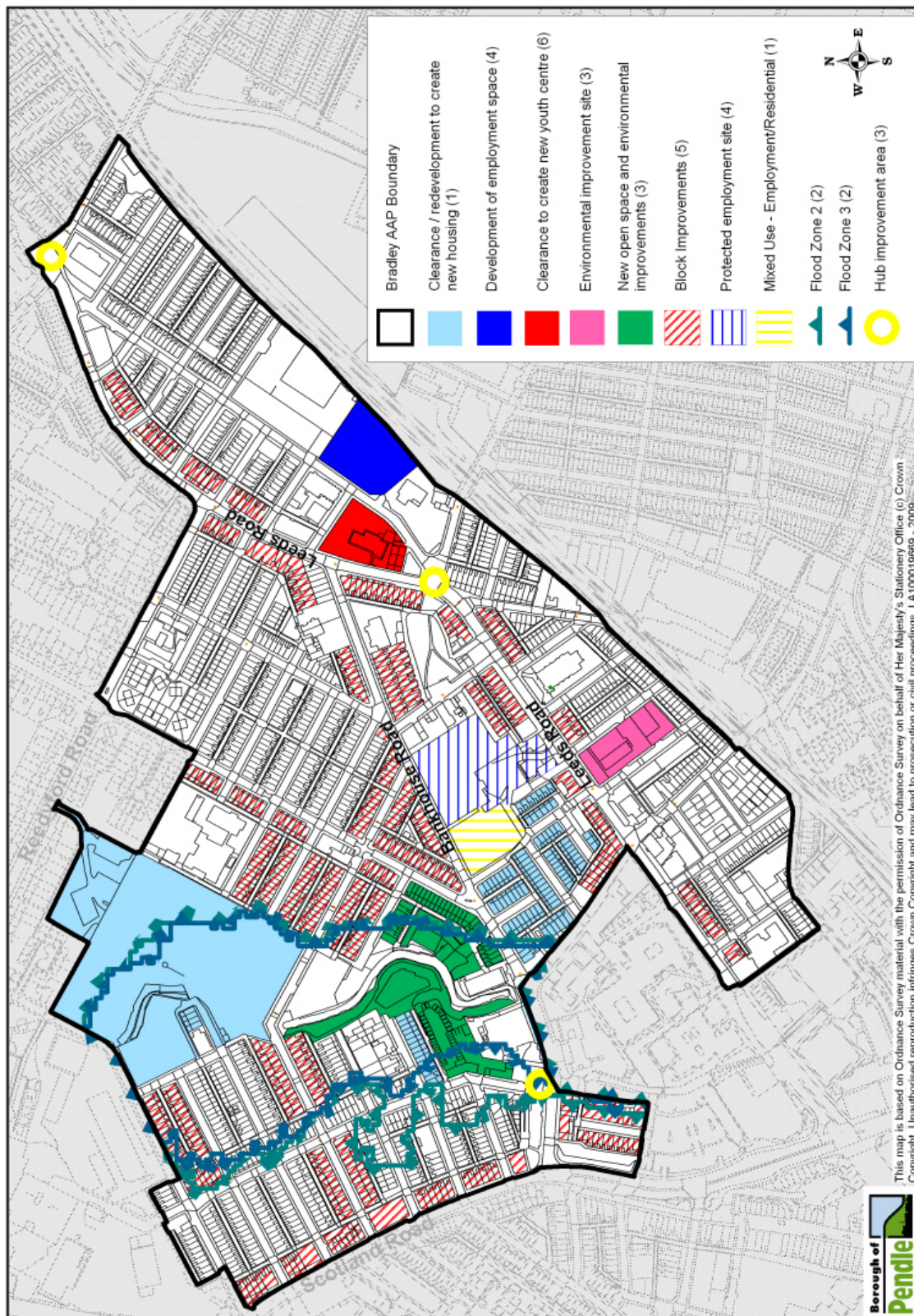
Policy 8: Movement and Safety

**6.2** Cross cutting themes such as health, sustainability and climate change are dealt with in each policy as appropriate. Community Development (Policy 6) and Design Quality (Policy 7), which naturally flow from the the main focus of this AAP, have been given their own policy.

**6.3** The AAP Proposals Map is shown below (Map 5). A plan showing the Pendle Replacement Local Plan designations within the area is shown in Appendix 4.

## 6 Policies, Proposals and Meeting the AAP Objectives

## Map 5: Bradley AAP Proposals Map





## Policies, Proposals and Meeting the AAP Objectives 6

### Key AAP Development Sites

**6.4** The key development sites in this policy section of the AAP are as follows:

- Riverside Mills - proposed as primarily housing
- Part of Throstle Nest Mill - proposed as mixed use employment / residential
- Giles Street area adjacent to Throstle Nest Mill - proposed as housing
- Land off Cooper Street - proposed as housing
- Land to the east and west of Walverden Water - proposed as a new urban park
- Leeds Road hub - proposed new Youth and Community Centre

### Contribution to AAP Objectives and Delivery

**6.5** A summary of how each policy contributes to the overall objectives of the Bradley AAP and how it will be delivered is provided at the end of each policy. Further details about costs, delivery and implementation of the Bradley AAP are provided in Chapter 7. Details of how the plan will be monitored and reviewed are provided in Chapter 8.

**6.6** Existing Section 106 agreements will be used to support the delivery of the AAP. Further information is provided in Chapter 7.

### Policy 1: New Housing Sites

**6.7** One of the key objectives of the Bradley AAP is to transform the local housing market.

**6.8** To do this it identifies several key sites for new housing. Together these will accommodate a range of property types that help to extend and diversify both the choice and quality of housing in the area.

**6.9** This new housing will contribute to improved community cohesion and the long-term sustainability of the area by providing housing that members of the local community would otherwise leave the area to acquire. It may also help to encourage a wider range of social, ethnic and income groups into Bradley.

**6.10** New housing will also contribute to improvements in public health, help to create livelier and safer streets and reduce everyday running costs.

### Housing Numbers

**6.11** The AAP will provide new housing at three locations in the AAP area. Whilst development on these sites will primarily replace the 132 dwellings to be cleared within the AAP area, additional dwellings will be supported where they help to deliver the objectives of this plan and will contribute to the successful regeneration of the area.

## 6 Policies, Proposals and Meeting the AAP Objectives

### Affordable Housing

**6.12** The results of the Burnley and Pendle Strategic Housing Market Assessment (SHMA) (Fordham Research, 2008) indicates an overall need for 45% of all new housing to be affordable. However, the SHMA (table 12.2) indicates that there is a lower need for affordable housing in Bradley when compared to the figures for the borough as a whole.

**6.13** The SHMA also acknowledges that in practice, 45% is not a realistic target. A follow-up study was commissioned to consider the viability of providing affordable housing on different types of sites across the HMR area (Fordham Research, 2009). This indicated that in urban areas without subsidy or financial assistance a target for affordable housing could not reasonably be set under current market conditions. As such the amount of affordable housing on sites in Bradley will need to be independently assessed on a case-by-case basis.

**6.14** Where it is feasible to set an affordable housing target the SHMA shows that the greatest need in Pendle is for social rented housing (80%)<sup>(1)</sup>. There is some need for intermediate housing<sup>(2)</sup> (17%) and low cost market housing (3%).

**6.15** The Council will work in partnership with a Registered Social Landlord (RSL) to provide affordable housing on sites which have been assembled using funding from the HMR programme.

### Balancing the Housing Market

**6.16** The SHMA also considers what type of housing is required to help balance the housing market at a ward level. For Bradley it shows that there is a need for more larger (3+ bedrooms) for both market and affordable housing. This is not surprising given the predominance of 2-up 2-down bedroom terraced properties in the area. There is also high local demand for larger family homes from the many Asian Heritage households in the AAP area.

### Quality new homes

**6.17** A key part of the Housing Market Renewal programme is to encourage better designed housing. Elevate East Lancashire has established key standards that should be achieved in new development projects that it has helped to fund. These are: Building for Life (Silver), Code for Sustainable Homes (Level 3) and Secured by Design.

**6.18** The quality and design of new housing will be important to the success of all new developments and will be informed by Policy 7: Design Quality and additionally, in the case of the Riverside Mill site, the approved Planning and Development brief.

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1 Social Rented Housing is housing of a high standard which is provided at below market cost for households in housing need

2 Intermediate housing is priced at rents above those of social rent but below market price or rents. These can include shared equity and other low cost homes for sale, and intermediate rent.

## Policies, Proposals and Meeting the AAP Objectives 6

**Sites for new Housing:****1. Riverside Mills**

**6.19** The former Riverside Mills site has been vacant since 1999. It is derelict and has a negative impact on the area. The site is designated for employment use in the Replacement Pendle Local Plan (2001-2016). However, a commercial assessment of the site by Petty Chartered Surveyors (May 2007) concluded that:

"an industrial or commercial redevelopment scheme of this site is unviable due to several factors including competition from more favoured industrial sites within the area and the proximity of densely built up areas of housing along with poor road access".

**6.20** Large scale employment uses would be compromised by the different levels on the site and poor access to it by road. However, whilst redevelopment of the site wholly for employment may not be considered viable, this would not preclude a mixed-use scheme where a small proportion of complementary uses would help to deliver much needed housing on this key site.

**6.21** In this AAP it is intended that the large Riverside Mills site will accommodate a wide range of property types, significantly extending the choice of housing in the area. New housing will also open up the site helping to increase linkages between the Fleet Street and Regent Street areas.

**6.22** The current link between Dalton Street and Crawford Street lacks activity. It is particularly unattractive to pedestrians after dark. New housing along these two streets will help to create a more attractive and safer link between the northern and southern parts of the Bradley AAP area.

**2. Giles Street Area and Throstle Nest Mill**

**6.23** The housing adjacent to Throstle Nest Mill bounded by Bankhouse Road, Bradley Road East, Elm Street and Queen Street (collectively known as the Giles Street area) will be cleared and comprehensively redeveloped. This area suffers from particularly poor housing conditions, high vacancy levels and a degraded environment.

**6.24** The Throstle Nest Mill complex presents a blank facade of stone walls to the surrounding area. Partial redevelopment of this site to provide a mixed use element along one side would present an opportunity to more effectively integrate the employment uses

**Riverside Mill vacant and derelict site**

## 6 Policies, Proposals and Meeting the AAP Objectives

with the surrounding residential area. Remodelling the area in this way would involve the redevelopment of the three storey mill off Throstle Street for residential / employment use and the weaving shed would be demolished to provide new housing.

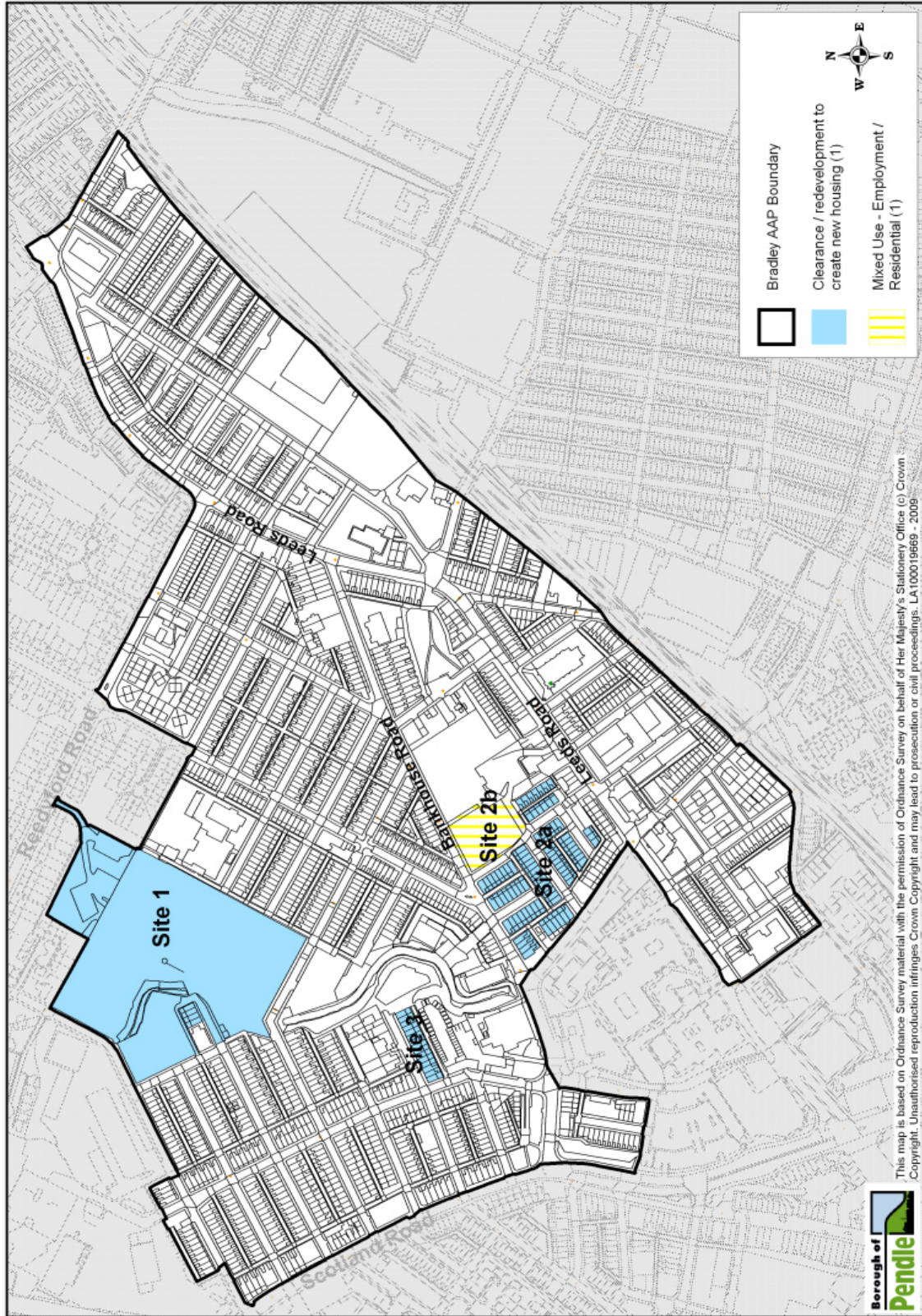
### 3. Cooper Street

**6.25** New housing in this location, orientated towards the new park alongside Walverden Water will help to create an attractive edge to this new area of public open space. New housing overlooking the park will help to make it a more secure 'defensible space' reducing crime through better urban design.



# Policies, Proposals and Meeting the AAP Objectives 6

Map 6: New Housing Development Sites





## 6 Policies, Proposals and Meeting the AAP Objectives

### Policy 1 New Housing Development

a) New housing will be developed on the following sites (see map 6 above):

1. Riverside Mill (2.52ha)

The Bradley AAP allocates the former Riverside Mills site for housing. An element of mixed-use development will be allowed if this is required to ensure that new housing is delivered and the site is regenerated.

2. Throstle Nest Mill and adjacent land immediately to the west

a) the Giles Street area (0.83ha) - i.e. the streets immediately west of Throstle Nest Mill; and

b) that part of Throstle Nest Mill west of Queen Street (0.26ha) to be re-developed as part of a mixed-use scheme.

3. Land off Cooper Street

b) In the first instance the dwellings provided on the above sites will be replacement dwellings for those cleared within the Bradley AAP area. Additional dwellings will be supported where they can be shown to contribute to the objectives of this AAP.

c) New housing should be built at a minimum density of 30 dwellings per hectare and help to diversify the local housing stock which is typified by high density, grid-iron pattern of terraced housing. Houses should have gardens and garages or off street parking particularly on the Riverside Mill and the Giles Street area sites. The Cooper Street site will be developed at a higher density as it is a small site which should be designed to provide maximum natural surveillance over the proposed new park area.

d) An appropriate mix of dwelling size, tenure and type must be provided on each of the sites to help meet the needs identified in the Burnley and Pendle SHMA (Fordham Research, 2008). Developments should therefore contain a high proportion of larger (3+ bedrooms) for both market and affordable housing to help to balance the housing requirements of the Bradley area.

e) An element of affordable housing must be provided on each site where 15 or more dwellings are to be provided.

In seeking an element of affordable housing on these sites, Pendle Council is clear that it will only do so when it does not unduly compromise the viability of bringing the sites forward for development. In cases, where the applicant argues that affordable housing or Section 106 requirements would render their proposed development unviable, they will be required to demonstrate their case to the Council on an 'open-book' basis<sup>(3)</sup>.

3 The financial records for the proposed development should be presented in a fully auditable manner and made available to Pendle Council or its appointed consultants, whenever reasonably required for purposes of verification in connection with the project.

## Policies, Proposals and Meeting the AAP Objectives 6

Pendle Council will employ specialist consultants to provide independent third party advice on development viability. Developers may be required to pay for the cost of this independent assessment.

f) As a minimum new housing development should achieve Code for Sustainable Homes Level 3.

g) All new residential development must meet the decent home standard A Decent Home: Definition and guidance for implementation<sup>(4)</sup>. In order to be decent a home should be warm, weatherproof and have reasonably modern facilities. More information about this can be found via the following weblinks: <http://www.direct.gov.uk> and <http://www.communities.gov.uk/housing/decenthomes>

h) Development should use environmentally friendly materials and procedures and must incorporate Sustainable Urban Drainage Systems. For further information visit: <http://www.environment-agency.gov.uk/suds/>

i) The Council will look positively on any development which achieves high standards of design, security and construction including:

- Building for Life (Silver) <sup>(5)</sup>
- Secured by Design (accredited) <sup>(6)</sup>
- Code for Sustainable Homes level 4 or above
- Lifetime Homes Standard

j) Proposals must have regard to the characteristics of the surrounding area, Policy 13 and 16 of the Replacement Pendle Local Plan (2001-2016) and Policies 2 and 7 of this AAP.

### Policy 1 contributes to the following AAP objectives:

- **Objective 1: Transform the housing market in terms of the housing types, tenure and quality.** The AAP will introduce new housing on three key redevelopment sites in the core of the Bradley Priority Action Area. These sites include: the whole of the former Riverside Mill, the Giles Street housing clearance area adjacent to Throstle Nest Mill and the part of the Throstle Nest Mill site west of Queen Street, and a housing clearance site off Cooper Street. Both the strategic clearance of just over 130 terraced properties and the introduction of new houses on these sites will enable the housing market in the area to be restructured and transformed in terms of the quality and diversity of the housing offer. The Council will seek to ensure that the new development incorporates an element of affordable housing.
- **Objective 3: Facilitate the redevelopment of the former Riverside Mill site.** In the AAP the Riverside Mill site will be redeveloped for new housing. This is a key redevelopment proposal which will secure the regeneration and re-use of this site.

4 (Department for Communities and Local Government, 2006)

5 Building for Life is the national standard for well-designed homes and neighbourhoods. English Partnerships, the Housing Corporation and many local authorities use Building for Life when assessing design quality at the pre-planning application stage.

6 see <http://www.securedbydesign.com/professionals/guides.aspx>

## 6 Policies, Proposals and Meeting the AAP Objectives

- **Objective 6: Increase community safety and help reduce crime.** New developments sites will be designed to promote community safety and to reduce the risk of crime. For example, Pendle Council will look positively on proposals which are ‘Secured by Design’ accredited. This will be further supported by a reduction in the number of vacant properties in the area and the creation of a vibrant, sustainable community in the longer-term.
- **Objective 9: Secure the productive use of vacant land and buildings to improve the urban environment.** Policy 1 will secure the productive re-use of several pieces of vacant land and buildings to improve the urban environment.

### Delivery

Outcomes:	<ul style="list-style-type: none"> <li>• New housing which provides greater range and choice of housing, meeting the needs identified in the Burnley &amp; Pendle SHMA.</li> <li>• New build dwellings that are affordable</li> <li>• 100% of dwellings on previously developed land.</li> </ul>
Indicators:	<ul style="list-style-type: none"> <li>• Dwelling completions and types</li> <li>• Affordable housing completions</li> </ul>
Implemented by:	Pendle Council, Elevate, private developers / housebuilders, Registered Social Landlord's.
Means:	Site allocations through Bradley AAP, Compulsory Purchase Orders (CPO's), development control, site planning and development briefs, development agreements, Section 106 agreements.
Milestones:	Assembly of sites, CPO's made and confirmed, site development briefs agreed, planning permission granted.
Funding:	Housing Market Renewal (HMR), private sector, Registered Social Landlord's.
Timescales:	<p>Riverside Mill site – short-long term.</p> <p>Giles Street and Cooper Street sites – medium-long term.</p>
Risks:	Failure of CPO to assemble sites, continued impact of credit crunch on new housing developments / housing market generally. Failure by developer to ensure that any redevelopment of the above site allocations will not be at an unacceptable risk of flooding in the future.
Contingency:	Considered greater mix of uses on the sites to help facilitate housing development. Try to secure additional funding.

(Also see Chapter 7: Costs, Deliverability and Implementation).

## Policies, Proposals and Meeting the AAP Objectives 6

**Policy 2: Flood Risk**

**6.26** The Bradley AAP proposes residential allocations on the following sites which are identified at risk of flooding in the Spatial Portrait (see map 3 in Chapter 3):

- a. Riverside Mill site,
- b. Giles Street area (the streets adjacent to and west of Throstle Nest Mill),
- c. Part of the Throstle Nest Mill Site (west of Queen Street),
- d. Cooper Street site.

**6.27** In accordance with Planning Policy Statement 25: Development and Flood Risk (PPS 25), each site satisfies the requirements of the sequential test the exception test (see Chapter 5 of the Technical Paper).

**6.28** To satisfy part c) of the exception test additional flood risk reviews have been undertaken for each of the sites by JBA Consulting. These reviews have been considered by the Environment Agency who are satisfied that residential use could be accommodated safely subject to the flood risk mitigation measures identified in these reports (detailed in the policy below) and to be agreed at the detailed application stage. Applicants for development on sites a, b and c above will therefore be required to submit a Flood Risk Assessment (FRA) to demonstrate how flood risk will be managed in accordance with the policy below.

**6.29** With regards to the Cooper Street housing site, the flood risk review shows that this site is in fact in Flood Zone 1 (low risk) and is therefore appropriate for residential development. Policy 2 is therefore not relevant to this site.

**6.30** The Environment Agency have also made it clear that their consent will not be forthcoming for any development over the Hendon Brook culvert, and development within 8 metres either side of the culvert will also be restricted, i.e. new buildings and private gardens will not be permitted.

**6.31** United Utilities records show that there are sewer capacity issues in the east, west and south of the Action Plan area; although recorded incidents are not exceptional. Properties in areas at risk of sewer flooding should seek to separate surface water and where possible reduce, or avoid, any discharge into the combined sewer. In the south and east of the Action Plan area, United Utilities advise that there may be opportunities to dispose of separated surface water into Walverden Water. Attenuation will probably be required and the Environment Agency should be consulted.

**6.32** To help reduce surface water flow rates Sustainable Urban Drainage systems (SUDs) such as soft landscaping, permeable pavements, green roofs, water butts, etc, should be incorporated in the design of new or regenerated development.

## 6 Policies, Proposals and Meeting the AAP Objectives

### Policy 2: Flood Risk

1. To ensure that any redevelopment of the following site allocations will not be at an unacceptable risk of flooding in the future, developers will be required to demonstrate the following:

#### a. Riverside Mill site

- i. That any proposal within the area shown at risk of flooding is not classed as “Highly Vulnerable” in Table D2 of PPS25  
That the proposal will include the removal of the sluice structure within the river channel adjacent to the site, and provide full justification where it is considered that this is not possible;
- ii. That any proposal to redevelop the site will include the de-culverting of Walverden Water
- iii. That the ground floor level of any building on site shall be set no lower than 124.5 metres Above Ordnance Datum (AOD).<sup>(7)</sup>
- iv. That the proposal will include full details of compensatory flood storage should the scheme involve any proposal to raise levels on site.
- v. That flood flow paths from upstream flooding have been included and that there is safe access and egress to any building(s) at risk during a 1 in 1000 year event.
- vi. The flood resilience and resistance techniques that will be incorporated wherever possible in to the design of any building(s) within the area of the site considered to be at risk during anything up to a 1 in 100 year flood event.

#### b. Giles Street area

- i. That any proposal within the area shown at risk of flooding is not classed as “Highly Vulnerable” in Table D2 of PPS25.
- ii. That the ground floor level of any building(s) in the area shown at risk of flooding shall not be used for habitable accommodation.
- iii. That the proposal shall not include any raising of levels within the area considered to be at risk of flooding.

7 124.5 m AOD is a conservative minimum floor level proposed as a mitigation measure in the JBA Flood Risk Assessment for the Riverside Mills site undertaken in 2006 for De Pol Associates. The minimum ground floor level of 124.5m AOD is required to provide at least 600mm freeboard between the predicted 1 in 100 year flood level plus an additional allowance for climate change effects.



## Policies, Proposals and Meeting the AAP Objectives 6

- iv. That flood flow paths through the site have been provided and that there is safe access and egress to any building(s) at risk during a 1 in 1000 year event.
  - v. The flood resilience and resistance techniques that will be incorporated wherever possible in to the design of any building(s) within the area of the site considered to be at risk during anything up to a 1 in 100 year flood event.
- c. Part of Throstle Nest Mill** (*0.8m max from Hendon Brook both in 1 in 1000 year events*)
- i. That any proposal within the area shown at risk of flooding is not classed as “Highly Vulnerable” in Table D2 of PPS25.
  - ii. That the ground floor level of any building(s) in the area shown at risk of flooding shall not be used for habitable accommodation.
  - iii. That the proposal shall not include any raising of levels within the area considered to be at risk of flooding.
  - iv. That flood flow paths through the site have been provided and that there is safe access and egress to any building(s) at risk during a 1 in 1000 year event.
  - v. The flood resilience and resistance techniques that will be incorporated wherever possible in to the design of any building(s) within the area of the site considered to be at risk during anything up to a 1 in 100 year flood event.
2. A Flood Risk Assessment as set out in paragraphs 22-23 of PPS 25: Development and Flood Risk must accompany any application for residential development on all three above mentioned sites. Development within Flood Zones 2 and 3 on the above sites must:
- a. direct less vulnerable land uses to those parts of the site at highest risk, i.e. locating public open space in most flood prone areas;
  - b. ensure any proposed layout is appropriately designed, i.e. aligning streets sensibly thus avoiding obstructing flow routes of shallow water;
  - c. define the minimum floor level for all habitable accommodation on site (in metres Above Ordnance Datum), and restrict habitable accommodation to first floor levels where the minimum floor level would make ground floor accommodation impossible or impractical given existing ground levels
  - d. consider proposed access and egress issues during any extreme flood event.

## 6 Policies, Proposals and Meeting the AAP Objectives

The AAP will also seek to restrict runoff at or above existing rates to ensure that the volume of surface water entering downstream culverts is not increased through the redevelopment of the AAP area. This could be achieved through Sustainable Urban Drainage Systems (SUDS) where appropriate and will include general 'soft' landscaping, permeable pavements, green roofs, water butts etc to be incorporated into the design of regenerated development.

**Nb Environment Agency consent will not be forthcoming for any development over the Hendon Brook culvert, and development within 8 metres of either side of the culvert will also be restricted, i.e. new buildings and private gardens will not be permitted.**

3. Where United Utilities indicate that there are properties at risk of sewer flooding in the AAP area:
  - a. Every opportunity should be taken to separate surface water, attenuate the surface water flow rate and discharge elsewhere than the foul combined sewer if possible
  - b. Sustainable Urban Drainage Systems (SUDS) type techniques including general 'soft' landscaping, permeable pavements, green roofs, water butts etc should be incorporated into the design of regenerated development;
  - c. in regard to flood risk in the south of the action plan area explore opportunities of disposing of separated surface water into Walverden Water.

**6.33** Policy 2 contributes to the following AAP objective:

- **Objective 11: Consider the impact of climate change and, in particular, flood risk.** The issues stage of the AAP preparation highlighted potential flood risks within the AAP boundary. Flood risk assessments will be expected to accompany any applications for new development on sites affected by this risk. The AAP proposes that part of the flood plain is redeveloped for open space.

### Delivery

**6.34** Developers will be required to submit a Flood Risk Assessment to support any planning application for these sites. Flood mitigation measures will be incorporated as part of the redevelopment of the site.

## Policy 3: Property Improvements

### Block Improvements

**6.35** In addition to delivering new houses within the AAP boundary, the AAP proposes a programme of external property improvements. The purpose of the improvement work is to help improve the condition of the properties and to enhance the image, desirability and perception of the area. This should help to raise confidence in the housing market and encourage wider private investment.

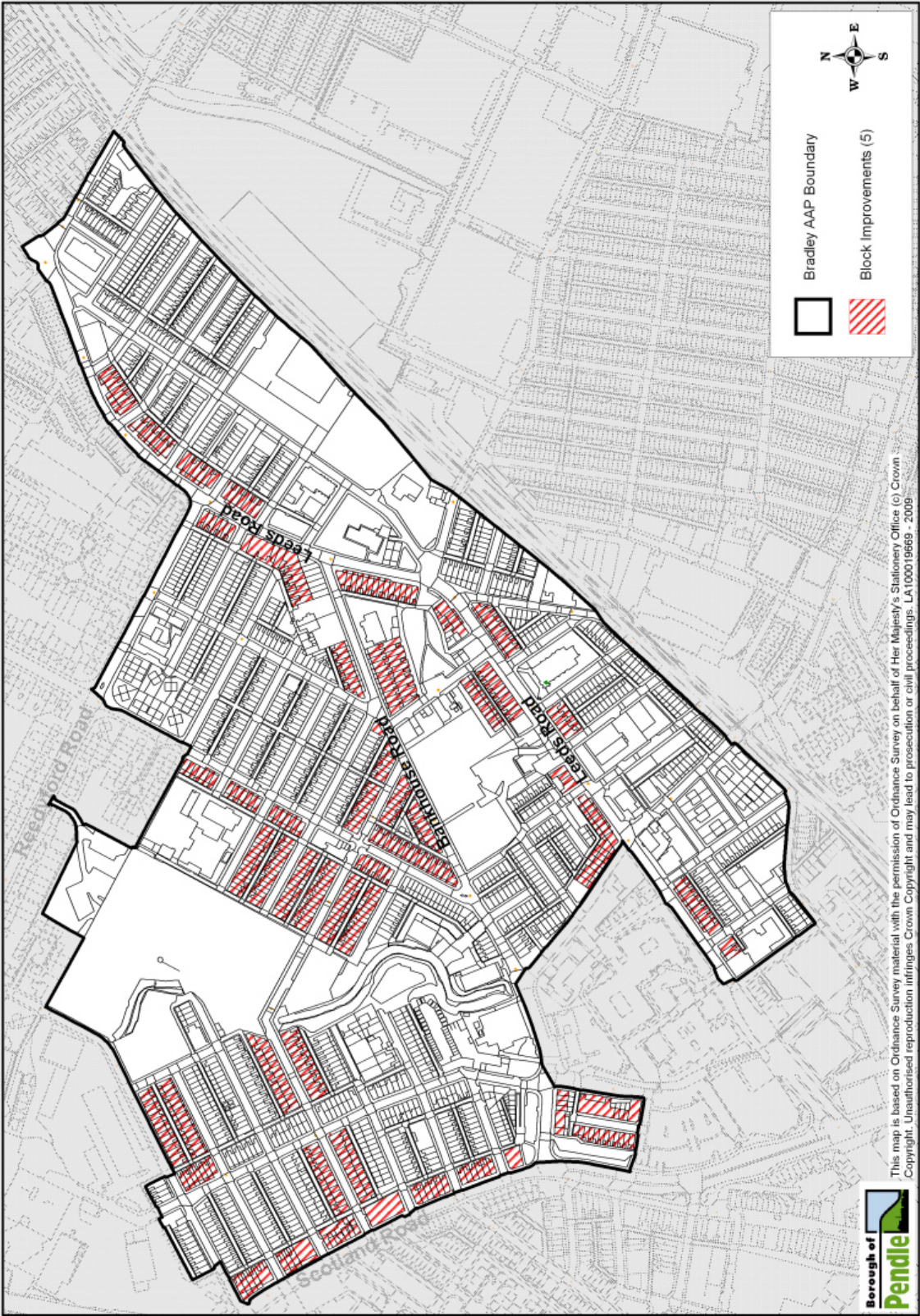
**6.36** Improvements to the properties will also help to improve the health, safety and well-being of the occupants and in some instances should improve the energy efficiency of the dwellings.

**6.37** Blocks of properties have been identified as being suitable for improvements based upon their location, their condition or their state of repair (see map 7 below). Improvements are targeted:

- i. along the key gateway routes within the area because of their importance to the overall perception and image of Bradley and Nelson more widely.
- ii. around proposed redevelopment sites to provide an enhanced setting for new developments.
- iii. in areas where the condition of the housing stock is particularly poor. Improvements to these properties could extend the life of the properties and improve the quality of life for those people living in them.

6 Policies, Proposals and Meeting the AAP Objectives

Map 7: Blocks identified for improvement





## Policies, Proposals and Meeting the AAP Objectives 6

**6.38** This programme of property improvements is being driven through the Housing Market Renewal Initiative. LEGL funding via the Council's economic development team will be sought to improve commercial premises.

**6.39** Improvements will be undertaken in line with the Elevate Housing Refurbishment Policy (agreed June 2008) which outlines the nature of the improvement works that can be undertaken.

**6.40** In accordance with Elevate's aims of raising design quality, a high standard of design will be sought, which will set the benchmark for further block improvements throughout the AAP area in future years.

### **Improvement for Sale**

**6.41** Long-term vacant properties are also a problem in HMR areas such as Bradley. One or two poor quality, long term vacant properties can sometimes adversely impact on what are otherwise fully occupied streets.

**6.42** To tackle this issue the Council has an 'Improvement for Sale' scheme which seeks to bring long term vacant properties back into use. The scheme involves the Council buying by negotiation the vacant property from its current owner. It is then fully renovated to Decent Homes Standard and sold, in the first instance to owner occupiers who are affected by clearance. The scheme is being and will continue to be used to tackle problem properties within the AAP boundary.

### **Block Improvements on Leeds Road**





## 6 Policies, Proposals and Meeting the AAP Objectives

### POLICY 3 – Property Improvements

1. The Council will support the external improvement and repair of existing residential / commercial properties within the Bradley AAP area.

Properties which will form the focus of improvement work are located:

- i. along the key strategic routes of Leeds Road and Scotland Road, the key east-west route of Dalton Street / Crawford Street (which links the Regent Street and Fleet Street areas). In addition the Oak Street area at the Bradley Road hub junction with Scotland Road and the principal local routes through the AAP area of Bankhouse Road and Regent Street are targeted;
- ii. around proposed redevelopment sites (i.e. the Riverside Mill site and new park area south of it, Throstle Nest Mill and Giles Street area, and the Youth and Community Centre hub) to provide an enhanced setting for the new development;
- iii. in areas where the condition of the housing stock is particularly poor i.e. the terraces adjacent to Bradley Primary school and in the Fleet Street area.

Improvements should be undertaken to a high standard of design. Detailed elements, for example, of windows / doors / railings should reflect the character of the property, whilst seeking to minimise future maintenance requirements.

2. Long-term vacant properties that are adversely affecting residential streets in Bradley will be targeted for acquisition and improvement under the Council's 'Improvement for Sale' scheme.

#### Policy 3 contributes to the following AAP objective:

- **Objective 5: Promote healthy living environments.** Property improvements will help to create more healthy living environments by bringing some homes up to decent homes standard.
- **Objective 8: Improve the environmental quality of Scotland Road and Leeds Road - both key routes into Nelson Town Centre.** This will be achieved through block improvements which will enhance these key gateways into the town.
- **Objective 9: To secure the productive use of land and buildings to improve the urban environment:** Policy 3 will help to bring vacant residential properties back into use.

#### Delivery

Outcomes:	Up to 500 properties improved.
Indicators:	Properties / blocks improved.

## Policies, Proposals and Meeting the AAP Objectives 6

Implemented by:	Pendle Council.
Means:	HMR funded block improvement schemes delivered by partner contractor. Targeted acquisitions of long-term vacant properties through the 'Improvement for Sale' scheme.
Milestones:	Annual funding secured for block improvement work, property owners signed up to block improvements, contract let. Improvement for Sale properties acquired, improved and sold.
Funding:	HMR, property owners.
Timescales:	Ongoing programme from short to long term.

(Also see Chapter 7: Costs, Deliverability and Implementation).

## Policy 4: Areas of Environmental Improvement

**6.43** The general environment of Bradley is harsh and built up with limited greenery and only one existing play area. The Sustainability Appraisal has highlighted that a high quality accessible natural environment is a key component of a sustainable community and could increase the number of people wanting to live in the area, thus helping to regenerate and sustain the local housing market.

**6.44** The Pendle Open Space Audit 2008 shows that in respect of 'surpluses and deficiencies' Bradley ward (the ward with the highest population in Pendle at 6735 persons) possesses the greatest deficiencies of parks, woodlands, natural green spaces, amenity green spaces and cemeteries of any ward in Pendle. This is particularly the case in the Bradley AAP area where there is only one equipped play area.

### Walverden Water Corridor

**6.45** Walverden Water and the river corridor are natural resources that are currently under used. As a result the area attracts rubbish and fly-tipping. The Walverden Water corridor is an excellent opportunity for the AAP to provide informal amenity space and a green link connecting Nelson Town Centre with a redeveloped Riverside Mill site. Improvements to Walverden Water will also increase biodiversity along the water corridor.

### New Urban Park

**6.46** The creation of a large urban park area which straddles both sides of the river corridor coupled with improvements to Walverden Water, will create a new focal point within the Bradley area and provide valuable open / green space for local residents. The lack of open space and areas for children to play was one of the main issues and priorities identified by local residents during the early stages of the preparation of this AAP. It is expected that the design of this new urban park will be developed in full consultation with local residents.

**6.47** The only existing open space and equipped area for play in Bradley AAP area at Hey Street has long term recreational and leisure value and will be retained and enhanced.

## 6 Policies, Proposals and Meeting the AAP Objectives

### Gateway Hubs

**6.48** A number of gateway 'hubs' were identified as part of the 'Design and Development Framework' in the Bradley Masterplan Final Report. The Hubs are at key junctions of corridor routes into Nelson and form important nodes or gateways within the Bradley area. For the most part, these gateway routes are in need of improvement and do not represent attractive routes into Bradley or Nelson town centre, setting an immediate poor impression and image of the area.

**6.49** The gateway hubs contain a number of key community facilities such as the youth and community centre, parks, churches and shops. The Final Bradley Masterplan Report stated that improvements to these areas through a series of interventions including public realm and open space enhancements, selective building improvements and potential highways alterations could have positive impacts through relatively minor interventions, helping to lift the quality of Bradley. Improvements to these areas will be pursued, initially concentrating on the Leeds Road / Hildrop Road 'junction hub'. A 'Design and Regeneration Framework' has been developed to guide improvements at this particular hub and guidance will be prepared for the other two.

## Policies, Proposals and Meeting the AAP Objectives 6

**POLICY 4 – Areas of Environmental Improvement**

a) A new urban park will be created on (see map 8 below):

- land east of Walverden Water;
- land west of Walverden Water.

b) Environmental Improvements will be encouraged and focused on:

- Walverden Water as it passes through the Riverside Mill site with a view to improving visual amenity, increasing biodiversity and improving the wildlife corridor along Walverden Water;
- commercial premises and land bounded by Leeds Road, Seldon Street and Harvey Street (site 3). The Council will encourage improvements to the appearance of premises and adjacent land with a view to improving both the visual amenity and commercial viability of this gateway site.
- the three 'Hub' Improvement areas at:
  - Bradley Road,
  - Leeds Road / Hildrop Road, and
  - Leeds Road / Walton Lane.

Improvements should be in line with the design and regeneration frameworks or appropriate guidance which will be produced for each;

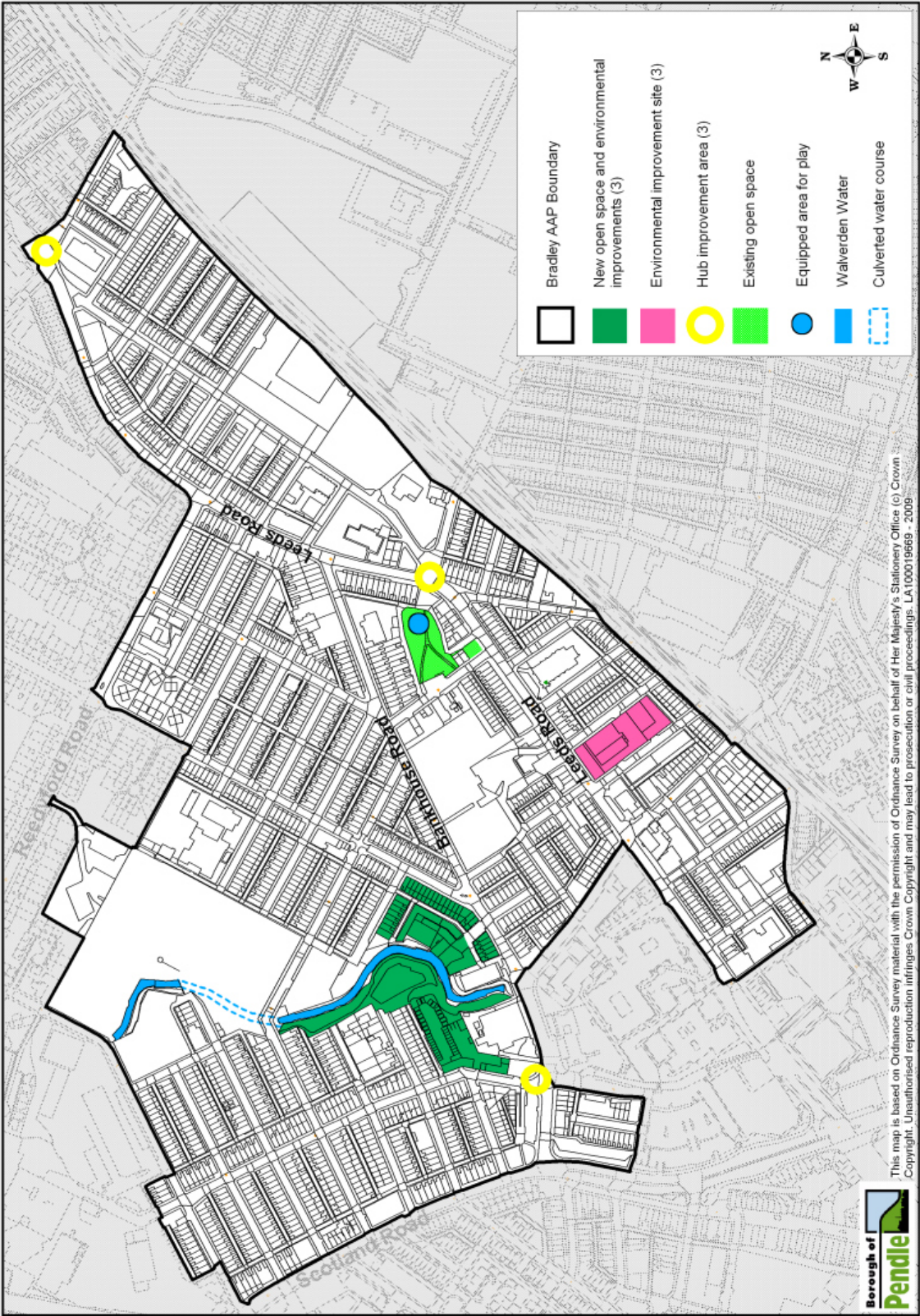
c) The existing open space and equipped area for play at Hey Street will be protected for its long term recreational and leisure. The loss of this open space will not be permitted. The Council will support and encourage any enhancement schemes on this site.

d) Proposals for new housing on the sites identified in Policy 1 should seek to make adequate provision for new open space <sup>(8)</sup> on site. Where it is not possible or appropriate to provide open space on site the Council will instead require a commuted sum payment from the developer which will contribute towards the provision and future maintenance of the proposed new urban park in the AAP area.

8 for the purpose of this policy, this will include outdoor sports facilities, park land and equipped play areas

6 Policies, Proposals and Meeting the AAP Objectives

Areas of Environmental Improvement





## Policies, Proposals and Meeting the AAP Objectives 6

**Policy 4 contributes to the following AAP objectives:**

- **Objective 2: Maintain and enhance the local shopping and business offer within the Bradley Priority Action Area, link local residents to job opportunities and improve the local skills base.** Policy 4 will help to enhance the shopping frontage along Leeds Road and Scotland Road through the physical enhancements along the Leeds Road gateway in particular.
- **Objective 4: Improve access to services and facilities, including publicly accessible open space and appropriate play provision.** Policy 4 introduces a large area of new green / open space into the heart of the area. Linked with improvements to the Walverden Water Corridor this will create a focal point for the community.
- **Objective 5: Promote healthy living environments.** Environmental improvements along Walverden Water, the creation of new open / green space, new housing development and improvements to existing housing will all serve to create a healthier living environment. Physical improvements will be complimented by services delivered by Surestart Bradley and Whitefield, East Lancs NHS, etc.
- **Objective 7: Extend and enhance the open space network through the creation of new open space and improvements to the river corridor.** Policy 4 supports environmental improvements along the Walverden Water corridor plus the provision of a new urban park. The existing play area off Hey Street will also be improved.
- **Objective 8: Improve the environmental quality of Scotland Road and Leeds Road- both key routes into Nelson Town Centre.** This will be achieved through environmental and townscape improvements along these key gateways into the town. One of the key projects within the AAP will focus on improving key 'hubs' along these gateways. These are the busy junctions along these key routes, often where shops and other community facilities, e.g. the Youth Centre, churches, etc, are present.
- **Objective 9: Secure the productive use of vacant land and buildings to improve the urban environment.** Policy 4 will help to secure the productive re-use of vacant land and buildings to improve the urban environment.

**Delivery**

Outcomes:	0.87ha of new public open/green space to help address the identified deficiency in Bradley  Upgraded equipped play area.  Improved public realm and townscape.
Indicators:	New public green / open space, upgraded equipped play area.
Implemented by:	Pendle Council.
Means:	Development control, Section 106, Community Design Process, Hub Design Frameworks.

## 6 Policies, Proposals and Meeting the AAP Objectives

Milestones:	Funding for equipped play area secured, Section 106 agreements in place, Community Design Events.
Funding:	HMR, Section 106, other public.
Timescales:	Upgrading equipped play area – short term.  New public green / open space – medium to long term.  Hub Improvement Areas - short to long term.

(Also see Chapter 7: Costs, Deliverability and Implementation).

### Policy 5: New and Existing Employment Sites and Retailing

**6.50** Bradley and indeed Nelson faces an ongoing challenge of addressing worklessness, prompting economic growth, fostering enterprise and increasing wage levels and prosperity. Sustainable economic growth and increased household incomes is a key element of a sustainable neighbourhood in Bradley.

**6.51** Given the character of the Bradley area, the emphasis on creating a quality (residential) environment must be balanced with the need, and indeed the ability / demand, to deliver the required economic growth within the Bradley AAP area itself. In this instance, it is not considered appropriate to maintain (or increase) the current amount of land identified for employment use in the area. The Riverside Mills site has therefore been identified for residential development for a number of reasons. These include poor access, location, competing sites and the impact of the surrounding housing limiting the scope for it to continue to act as employment generating site in a manner that is consistent with the creation of a high quality residential environment.

#### Bradley Hall Road Employment Site

**6.52** However, it is clearly desirable to provide some opportunities for local enterprise. The vacant former Vulcan Works site off Bradley Hall Road is identified for employment use in this AAP (it received planning approval for four B8 (storage and distribution) use class warehousing units in June 2008). This will, in fact, re-ignite employment uses on the land rather than form a principal change of use.

**6.53** Trees will be planted on the northern and eastern boundaries and either side of the vehicular entrance to the employment site. The steep ground at the rear will be planted with shrubs, therefore making the best of limited landscaping opportunities on the site which will retain its high stone wall boundary to most sides. The site is adjacent to civic uses, existing industrial uses and the railway. Employment use on this site is therefore desirable and compatible with the wider area.

#### Throstle Nest Mill

**6.54** The bulk of Throstle Mill will be retained for employment use, though a mixed-use element at part of the site west of Queen Street would be supported in order to more effectively integrate the employment uses with the surrounding residential area. This would

## Policies, Proposals and Meeting the AAP Objectives 6

involve the conversion of the 3 storey mill off Throstle Street for residential / employment use and the weaving shed bound by Throstle Street / Bankhouse Road would be redeveloped for new housing.

**6.55** It is also essential to protect those retail facilities which serve the local community of Bradley; namely the local shopping frontage of Scotland Road which is also a key retail corridor leading to Nelson town centre. Policy 26 of the Replacement Pendle Local Plan (2001-2016) resists non-shopping uses on this Local Shopping Frontage and the retail protection would continue in this AAP.

### **POLICY 5 – New and Existing Employment Sites and Retailing**

1. Proposals for new employment development (B1, B2, B8) will be supported on the following site:

a) Land off Bradley Hall Road.

2. The following site will be protected for long term employment use (B1 or B2 / B8):

a) Throstle Nest Mill: Proposals for development other than for business or general industry will be resisted on the part of the Throstle Nest Mill site east of Queen Street (coloured yellow on map). Change of use from B1/B2/B8 will only be considered where the criteria in saved Policy 22 (see Appendix 8) of the Replacement Pendle Local Plan are met.

The part of the site west of Queen Street (coloured turquoise on the map) will be considered for change of use to mixed use in line with Policy 1 of this AAP.

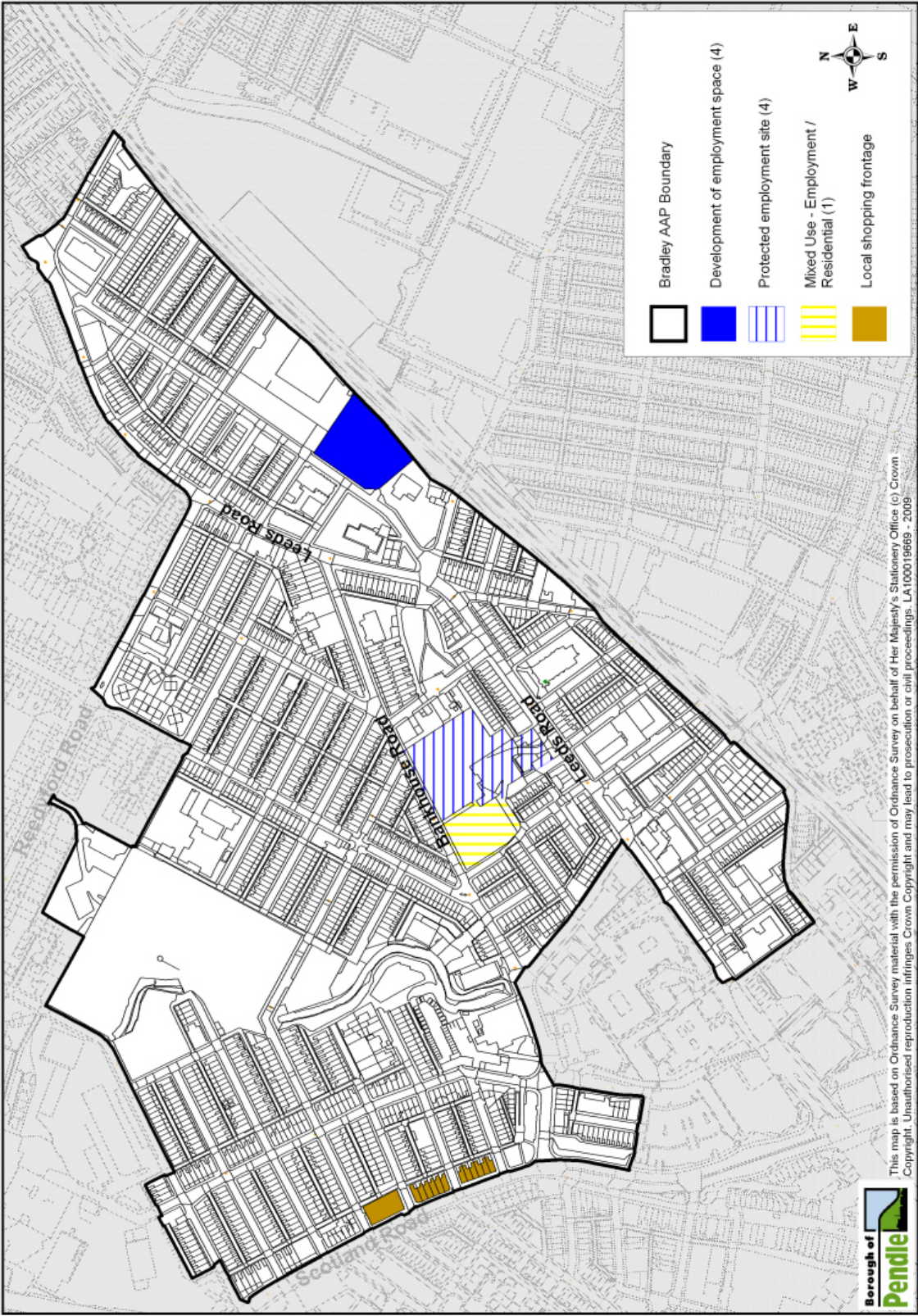
3. A Local Shopping Frontage is designated on Scotland Road. Saved Policy 26 (see Appendix 3) of the Replacement Pendle Local Plan will apply.

4. The Council will continue to encourage businesses to improve their premises by way of funding which is available through the Local Economic Growth Initiative (LEGI) No Limits programme<sup>(9)</sup>.

9 (see web link: [http://http://www.pendle.gov.uk/site/scripts/documents\\_info.php?documentID=761](http://http://www.pendle.gov.uk/site/scripts/documents_info.php?documentID=761))

6 Policies, Proposals and Meeting the AAP Objectives

Picture 1 New and Existing Employment Sites and Retailing



## Policies, Proposals and Meeting the AAP Objectives 6

**Policy 5 contributes to the following AAP objective:**

**6.56 Objective 2: Maintain and enhance the local shopping and business offer within the Bradley Priority Action Area, link local residents to job opportunities and improve the local skills base.** Policy 5 supports the creation of new employment space on the vacant site off Bradley Hall Road and the protection of the majority of the existing Throstle Nest Mill complex.

**6.57 Objective 9: Secure the productive use of vacant land and buildings to improve the urban environment.** Policy 5 will bring into use vacant land which will improve the environment.

**Delivery**

Outcomes:	0.38 ha of brownfield land developed for employment uses. 0.43 ha of existing employment space protected.
Indicators:	New employment space protected, new employment floorspace complete.
Implemented by:	Private sector.
Means:	Development control.
Milestones:	Planning approval.
Funding:	Private sector.
Timescales:	Short-term i.e. 0-5 years.

**6.58** (Also see Chapter 7: Costs, Deliverability and Implementation).

**Policy 6: Community Development****New Youth and Community Centre**

**6.59** Since the AAP does not propose a significant increase in the number of new dwellings within the area there is no immediate need to provide further community facilities. There is, however, a need to redevelop the existing Nelson Youth and Community Centre which is located within the AAP area to provide a new, modern facility for young people.

**6.60** The redevelopment of the Centre has been a high priority of Lancashire County Council's Young People's Service for some time. The existing centre was built as a temporary facility in the 1960's and is no longer fit for purpose.

**6.61** Although the Youth and Community Centre serves the whole of Nelson, consultation with young people in the town revealed that they would like the site of the existing centre redeveloped rather than the facility moved elsewhere. The AAP therefore supports the redevelopment of the existing Centre on Leeds Road, as part of a mixed-use scheme on the site. This would serve to provide a modern facility for young people in Bradley and Nelson, and at the same time would enhance the quality of the built environment on this prominent gateway site.



## 6 Policies, Proposals and Meeting the AAP Objectives

**6.62** Pendle Council are working with Lancashire County Council to deliver the new centre. At the end of October 2008 over £1.7m of funding had been secured from Lancashire County Council and 'MyPlace' which will enable the commencement of the build in Autumn/Winter 2009. It is intended that the centre will provide a focal point for the community offering a wide range of sports and recreation opportunities in addition to promoting learning, education and training programmes and acting as a source of information for community projects, thereby building the capacity within the local community.

**6.63** In addition, Pendle Council and Housing Pendle have been working with LCC to explore the potential to build some supported accommodation<sup>(10)</sup> for young people adjacent to the Youth and Community Centre. The co-location of these two buildings will create 'hub' of services for young people in Nelson and Pendle. Planning permission for the accommodation was granted in August 2009 and funding from the Homes and Communities Agency has been confirmed.

### Tackling Deprivation

**6.64** In spite of the Index of Multiple Deprivation (IMD) 2007 overall score showing Bradley ward ranked 76<sup>th</sup> worst in the country and in the bottom 1% of wards nationally, there has been a slight improvement on the 2004 IMD scores in a couple of the four 'lower super output' statistical geographical areas which partly make up the AAP area. These are in respect of the income and poverty, health and education, and the skills and training IMD domains.

**6.65** The Nelson Neighbourhood Management Team, established in 2005, has been working together with the Police, Lancashire County Council Outreach Education Team, SureStart Bradley and Whitefield, the NHS, Bradley Residents Association and many others to improve service delivery and improve the lives of residents within the area.

### Tackling Health Issues

**6.66** In terms of health, infant mortality rates for Pendle are amongst the highest in the country. Problems associated with alcohol and drug abuse, particularly in the towns i.e. Nelson, Colne, Brierfield and Barrowford in the M65 corridor are cited as a key concern by the Primary Care Trust. To help address the health issues in Bradley two new neighbourhood health workers based within Pendle Council's Neighbourhood Management teams will be splitting their time between Nelson, Colne and Brierfield. Their job is to work with local people on health issues, to address the health inequalities that exist in different parts of Pendle including the Bradley Priority Action Area / AAP area. Funded by NHS East Lancashire - formerly the Primary Care Trust - until March 2010, the aim of the new posts is to encourage people to use the health services that are available to them. They will work with communities, agencies and organisations, and put together a Neighbourhood Health Action Plan.

### Community Development

**6.67** The Nelson Neighbourhood Management team includes a number of Community Development workers. Part of their remit is to support resident involvement in HMR and other initiatives within the Bradley area.

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10 emergency accommodation for young homeless people in Pendle as well as short-medium term follow on accommodation

## Policies, Proposals and Meeting the AAP Objectives 6

**6.68** Neighbourhood Management facilitated the establishment of the Bradley Residents Association (BRA) in 2007. The BRA is a key forum for discussing the regeneration proposals for Bradley and for residents to raise other issues of concern. The Neighbourhood Management team will continue to provide support and capacity building as required.

**6.69** The Nelson Neighbourhood Management team are also co-ordinating Environmental Visual Audits involving the police, fire service, the Council's tidy team and anti-social behaviour co-ordinator to identify tackle and monitor issues associated with rubbish, fly-tipping, empty properties, etc, on a regular basis.

## Policy 1

### POLICY 6 – Community Development

- a. Redevelopment to create a new Youth and Community Centre will be supported at the existing Youth Centre site off Leeds Road.
- b. The Council and Nelson Neighbourhood Management Team will continue to support the following:
  - i. the Bradley Police and Community Together group and the Bradley Residents Association in order to promote community safety and community cohesion, reduce crime and improve the environment and quality of life for local residents
  - ii. the County Council Outreach education team regarding providing better access to education opportunities in the area;
  - iii. the new neighbourhood health workers working with local people on health issues, to address the health inequalities that exist in different parts of Pendle including the Bradley AAP area,
  - iv. SureStart Bradley and Whitefield.

### Policy 6 contributes to the following AAP objectives:

- **Objective 6: Increase community safety and help reduce crime.** Work by the Police and Council's Neighbourhood Management team will support this objective. The Police organise monthly Police and Community Together (PACT) meetings with local residents to discuss current issues and problems. These meetings help to inform neighbourhood policing priorities for the following month. The Nelson Neighbourhood Management team are also co-ordinating Environmental Visual Audits to help improve the environment and address anti-social behaviour in the area.
- **Objective 8: Improve the environmental quality of Scotland Road and Leeds Road- both key routes into Nelson Town Centre.** The redevelopment of the Nelson Youth and Community Centre site will enhance the quality of the built environment on this prominent gateway site on Leeds Road

## 6 Policies, Proposals and Meeting the AAP Objectives

### Delivery

Outcomes:	Bradley Youth Hub: consisting of a new, modern Youth and Community Centre for Nelson alongside supported accommodation for young people.  Improved community safety, reduced crime.  Improved access to education.  Reduction in health inequalities in Bradley.
Indicators:	Index of Multiple Deprivation rankings
Implemented by:	Pendle Council, Police, Lancashire County Council (LCC), East Lancs NHS, Housing Pendle, Private Sector.
Means:	Site design briefs, development control, partnership working with the police, LCC and the NHS.
Milestones:	Planning permission for new Youth and Community Centre, site design briefs agreed.
Funding:	LCC, MyPlace, Housing Pendle, Hmes and Communities Agency, Police, LCC, HNHS, private sector.
Timescales:	Youth Hub development : short term.  Addressing health, crime and education: short-long term.

**6.70** (Also see Chapter 7: Costs, Deliverability and Implementation).

### Policy 7: Design Quality

**6.71** In recent years, there has been much research into the value of good design<sup>(11)</sup>. There is strong evidence that good design produces better economic, social and environmental returns for everyone involved, from residents and local authorities to developers and investors. Good design makes places work, giving residents more enjoyable lives, reduced crime levels, a more sustainable environment and greater civic pride<sup>(12)</sup>, for which there is a great need in Bradley.

**6.72** The Housing Market Renewal Pathfinder Elevate, of which Pendle Council is a partner, is passionate about encouraging better designed housing and public realm and is committed to the creation of sustainable, thriving and inspiring communities. Elevate is a strong advocate of the principles of good design and the value it brings to rejuvenated neighbourhoods.

11 For example, The Value of Good Design, CABI, 2002; Economic Value of Urban Design, RENEW North West, 2007

12 Raising Design Quality in Pennine Lancashire, Elevate East Lancashire, 2008

## Policies, Proposals and Meeting the AAP Objectives 6

**6.73** Elevate have produced a guidance book entitled 'Raising Design Quality in Pennine Lancashire' which is intended to assist professionals developing schemes in HMR areas such as Bradley, to ensure excellent design is intrinsic to every stage of the development process<sup>(13)</sup>.

### Facets of Design

**6.74** There are many facets of design which should be considered in the design of all new developments in Bradley. Good design will take into account other objectives that affect people's quality of life by:

- Helping to conserve nature.
- Improving energy efficiency and reducing greenhouse gas emissions.
- Reducing opportunities for criminal activity.
- Helping to prevent or reduce the impact of flooding.
- Using sustainable local materials that add character and blend well with surroundings<sup>(14)</sup>

### Artists and Places

**6.75** According to a new report from CABE and Arts & Business, "too much development today lacks imagination and needs the creative, lateral thinking of artists"<sup>(15)</sup>.

**6.76** The report explores how involving artists in regeneration projects and place making can improve their quality. It asserts that artists can bring an innate curiosity to a project and often investigate aspects of the local environment that the design team may not be engaging with. Artists need to be properly involved in a scheme, so they can deploy their creative skills effectively, they can identify what is truly authentic about a place, and help 'market' it in a distinctive way.

**6.77** Pendle Council has commissioned an 'artist in residence' for Bradley who is based at the local primary school. They will help to facilitate the involvement of residents in the regeneration of the area and will work creatively alongside design teams for the new housing developments, public realm improvements, etc.

### Respecting the Heritage and Character of place

**6.78** Policy 7 seeks to ensure better design quality for the whole of the Bradley AAP area, promoting quality new development that respects local character and contributes to local distinctiveness.

13 Raising Design Quality in Pennine Lancashire, Elevate East Lancashire, 2008

14 Source: North West Best Practice Guide - North West Regional Assembly. May 2006.

15 'Artists and Places- Engaging Creative Minds in Regeneration' online at:  
<http://www.cabe.org.uk/files/artists-and-places.pdf>

## 6 Policies, Proposals and Meeting the AAP Objectives

**6.79** The policy has been prepared utilising the Bradley Intensive Urban Assessment carried out in 2006 to help guide the development of the AAP. The Intensive Urban Assessment split Bradley into several character areas (see map 10) based upon their physical built form and townscape. It provides the following summary guidance for each character area which should be considered in the design of any proposals for that area:

- **Fleet Street area** – this area is highly cohesive and consistent in terms of its layout, architectural character and housing quality. The cohesiveness of this area should be maintained where possible. Several terraces in this area have been group repaired and demonstrate how properties can be returned to their original condition in terms of external appearance. Additional selective group repair may be appropriate in this area.
- **Riverside Mill and river corridor area** – this area contains the most significant redevelopment opportunity in Bradley. Any redevelopment in this area should capitalise on the presence of Walverden Water, which flows through the former Riverside Mill site.
- **Bradley Hall Road area** – despite the fact that this area was one of the last areas within Bradley to be developed for terraced housing, the overall quality of the housing stock is poor. The area has been subject to environment improvements, but the removal of boundary treatments in some streets and the realignment of carriageways have led to an erosion of the original character of the area. There are a number of redevelopment opportunities within this area, these include the Hour Glass Pub, the former Regency Cinema and Youth and Community Centre site.
- **Leeds Road area** – the Leeds Road area is dominated by the Throstle Nest Mill. The scale of the mill and the predominantly blank perimeter walls have a negative impact on the environment in this area and create a barrier to movement and connectivity. Also the demolition of Queen Street and Bank Street terraces has created some very untidy areas. This has resulted in a generally poor environment in the housing area to the southwest of the mill between Bankhouse Road and Leeds Road. Tackling the problems brought about by Throstle Nest Mill will be essential in improving the housing market in this area.
- **Regent Street area** - this area of Bradley comprises two distinct local environments. The area to the north of Crawford Street is well maintained with some alley-gating. The area to the south suffers from a poor quality environment, which needs to be tackled through demolition or group repair of the existing stock.



## Policies, Proposals and Meeting the AAP Objectives 6

**POLICY 7 - DESIGN QUALITY**

Policy 7 is additional to Policy 13 of the Replacement Pendle Local Plan and any subsequent design policies in the Core Strategy.

Sections a - h of Policy 7 will apply in each of the Bradley character areas:

a) all proposals should demonstrate an assessment of surrounding design quality and character. This should take into account materials, massing, densities, heights, building to space ratios, buildings and spaces, social heritage, key pedestrian, cyclist and vehicular routes, landmarks, vistas and views, and, uses / tenure. It is expected that these should become part of any design and access statements which will be submitted with any planning application;

b) where proposals are related to changes to the public realm, open spaces and highways, colours and materials shall match those of the existing grit stone materials where possible. Materials should be robust and easy to maintain;

c) the principles contained in the Manual for Streets document (DfT & DCLG, 2007)<sup>(16)</sup> will be followed where projects involve changes to the highways and footway network. Higher quality materials should be used in those areas adjacent to where buildings of local architectural significance (as noted in the Intensive Urban Assessment July 2006) are located. New development should respect and enhance the existing grid structure of the Bradley area creating places that are easy to get to and move through;

d) for the design of shop fronts and replacement shop fronts, guidance should be sought from the Council's emerging Design Principles SPD;

e) new housing should look to incorporate stone and slate in a high quality contemporary design. Layouts should embrace the specific topography of the site and should not be car / vehicle dominated. Care should be taken in regard to planting. Most of the existing terraces front onto the back of pavement and those with front gardens tend to be in the ownership of the householder. There is very little informal semi public space and new housing developments should look to reflect this. New developments should create places that are easy to understand, promoting recognisable routes, junctions and landmarks to help people orientate themselves. Clear and legible links to the town centre should be emphasised;

f) any affordable housing should be tenure blind <sup>(17)</sup>;

g) the design of buildings and spaces should consider accessibility for all, including the young, old and disabled persons. Inclusive design should consider:

- The location of the building on the development plot;
- The gradient of the plot
- The relationship of adjoining buildings

16 see web link <http://www.dft.gov.uk/pgr/sustainable/manforstreets/>

17 Difficult to spot the difference between social affordable property and those sold to private buyers

## 6 Policies, Proposals and Meeting the AAP Objectives

- The transport infrastructure <sup>(18)</sup>

h) proposals which are not adjacent to the main roads are expected to reflect adjacent heights and massing;

i) all other new developments should look to make references to the surrounding built context and materials. Contemporary new design will be encouraged where it can clearly demonstrate that it will positively enhance character and amenity.

In addition Bradley Priority Action Area site specific design policies:

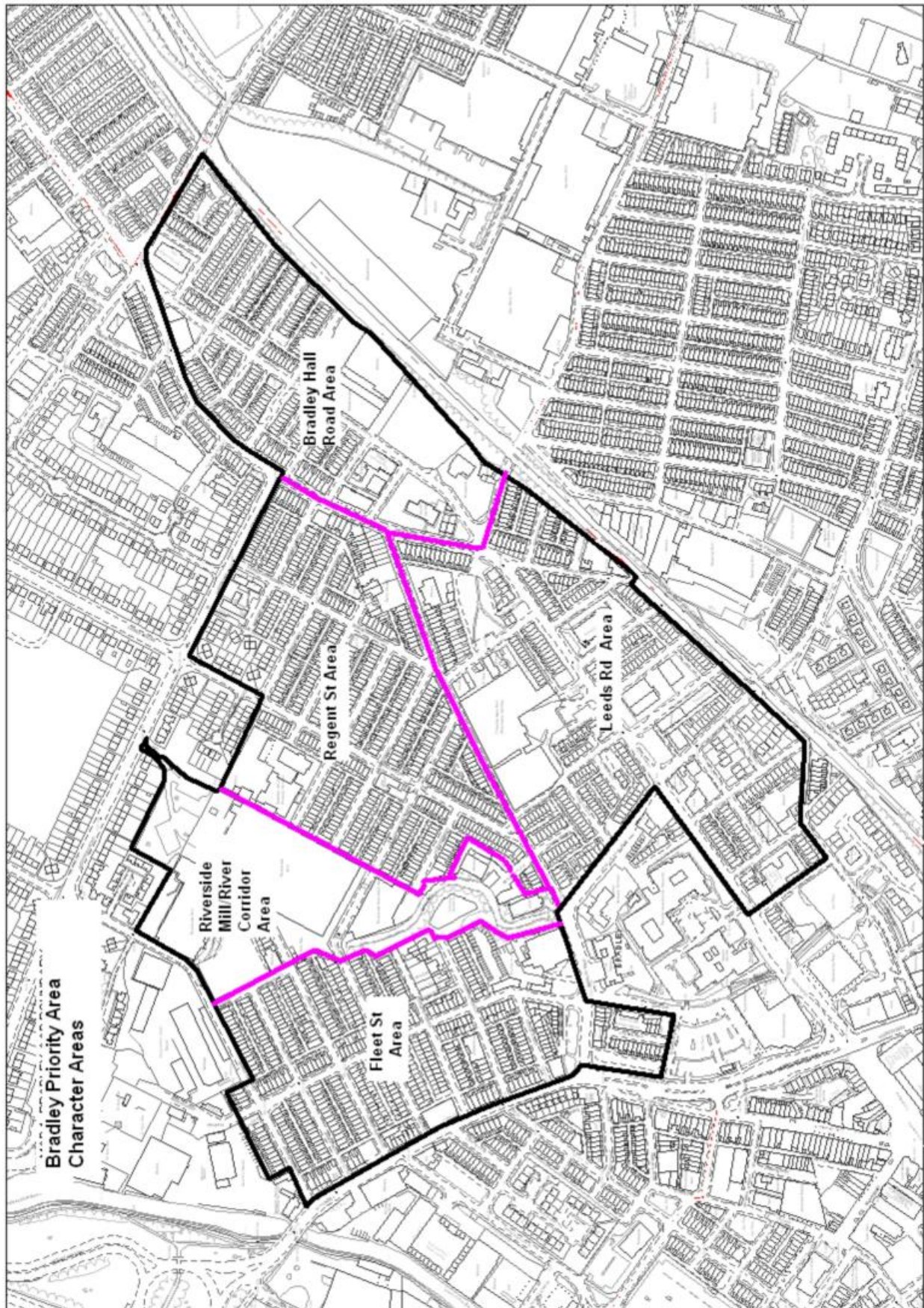
7i) interpretive information boards should be considered at strategic points within the proposed Riverside Mill development in order to provide an appreciation of and education about the past use of the site;

7j) quality landscape screening should be provided on the employment development site at the Bradley Hall Road frontage opposite All Saviours Church with particular reference to Policy 16 of the Pendle Replacement Local Plan.

18 see 'Inclusion by Design - Equality, Diversity and the Built Environment' CABI (2008) online at: <http://www.cabe.org.uk/AssetLibrary/12403.pdf>

## Policies, Proposals and Meeting the AAP Objectives 6

Map 9: Bradley Character Areas





## 6 Policies, Proposals and Meeting the AAP Objectives

### Policy 7 contributes to the following AAP objectives:

- **Objective 8: Improve the environmental quality of Scotland Road and Leeds Road- both key routes into Nelson Town Centre.** This will be achieved through environmental and townscape improvements and new developments along these key gateways into the town which will be guided by Policy 7.
- **Objective 10: Promote quality new development that respects local character and contributes to local distinctiveness.** Policy 7 seeks to achieve this and has been informed by the Bradley Intensive Urban Assessment.

### Delivery

Outcomes:	Well designed, good quality buildings and public spaces.
Indicators:	Planning permissions for housing, public open space and public realm schemes.
Implemented by:	Pendle Council, private sector.
Means:	Site design briefs, development control, Design Review Panel (regional North West or local Pennine Lancashire review panels), Artist in Residence.
Milestones:	Schemes considered by relevant design review panel, planning permission granted.
Funding:	Private sector, public sector.
Timescales:	Short-long term

**6.80** (Also see Chapter 7: Costs, Deliverability and Implementation).

## Policy 8: Movement and Safety

### Connectivity and Access

**6.81** The regular grid iron pattern of streets in Bradley means that, on the whole, there are good levels of access and connection. There are just two areas that are not so accessible. Firstly, the Fleet Street area and Regent Street area are poorly connected; largely separated by the river and the vacant site of the former Riverside Mill. Secondly, the Throstle Nest Mill complex creates a barrier to movement between Bankhouse Road and Leeds Road.

### Safety

**6.82** Safety and ease of access both to and within the AAP boundary is of utmost importance since the AAP area and adjacent environs are densely built up, bisected by busy streets and roads, and in close proximity to the town centre, motorway, bus / rail interchange, rivers and the Leeds Liverpool canal. Scotland Road, Fleet Street, Leeds Road, Hey Street and Regent Road are all very busy with vehicular traffic and accidents are known to occur regularly.

## Policies, Proposals and Meeting the AAP Objectives 6

**Walverden Water**

**6.83** It is proposed as part of the new Riverside Mill housing development and the new park south of it, to open up as an amenity feature stretches of the culverted Walverden Water. This needs to be carried out with safety paramount.

**Car Parking**

**6.84** There are no dedicated car parks in the Bradley AAP area, car ownership is low and car parking for those who own cars and car borne visitors to the area is currently adequately served by on street parking (except in the Bradley Hall Road area). However, new housing developments in the area will be expected to provide associated car parking

**Cycling**

**6.85** The Elevate programme provides the opportunity to improve conditions for cyclists, for example by joining up lengths of quiet roads to offer cyclists an alternative to busy main roads or by constructing cycle paths through proposed areas of open space. In Nelson the Regent Street corridor has the potential to become an alternative cycle route to the main road (i.e. the Leeds Road and Bradley Hall Road cycle routes as shown on the Pendle Replacement Local Plan Proposals map), linking local communities with the town centre, Leeds Liverpool canal and Whitewalls Industrial Estate.

**6.86** Cycling is an inexpensive and healthy mode of travel should be encouraged in Bradley since car ownership is relatively low and travel to work patterns show that the great majority of people in Bradley work within a very short distance from their home. Almost 45% of working residents work less than 2km from their home and over 20% of residents walk to work (ONS, 2001). Also the 2008 Pendle Health Profile <sup>(19)</sup> shows that the percentage of physically active children is the eighth worst, in England. Encouraging cycling amongst Bradley children in particular could go some way towards addressing these health concerns.

**6.87** In conjunction with the Lancashire County Council Cycling Officer, Pendle Council Engineers have proposed cycle routes along Chapel Street, Leeds Road and Bradley Hall Road in the south of the AAP area. However, discussions between LCC cycling officer, Pendle Council and Cycling England indicate that there is potential for a quieter safer alternative route through the central part of the area, cycling off Every Street along Cooper Street and then over or around Walverden Water via Bradley Road linking to Regent Street. This has been informed by Cycling England's Professional Support Services report for Pendle Council 'Facilitating Cycling in the Bradley Housing Market Renewal Area of Nelson, East Lancashire', January 2009.

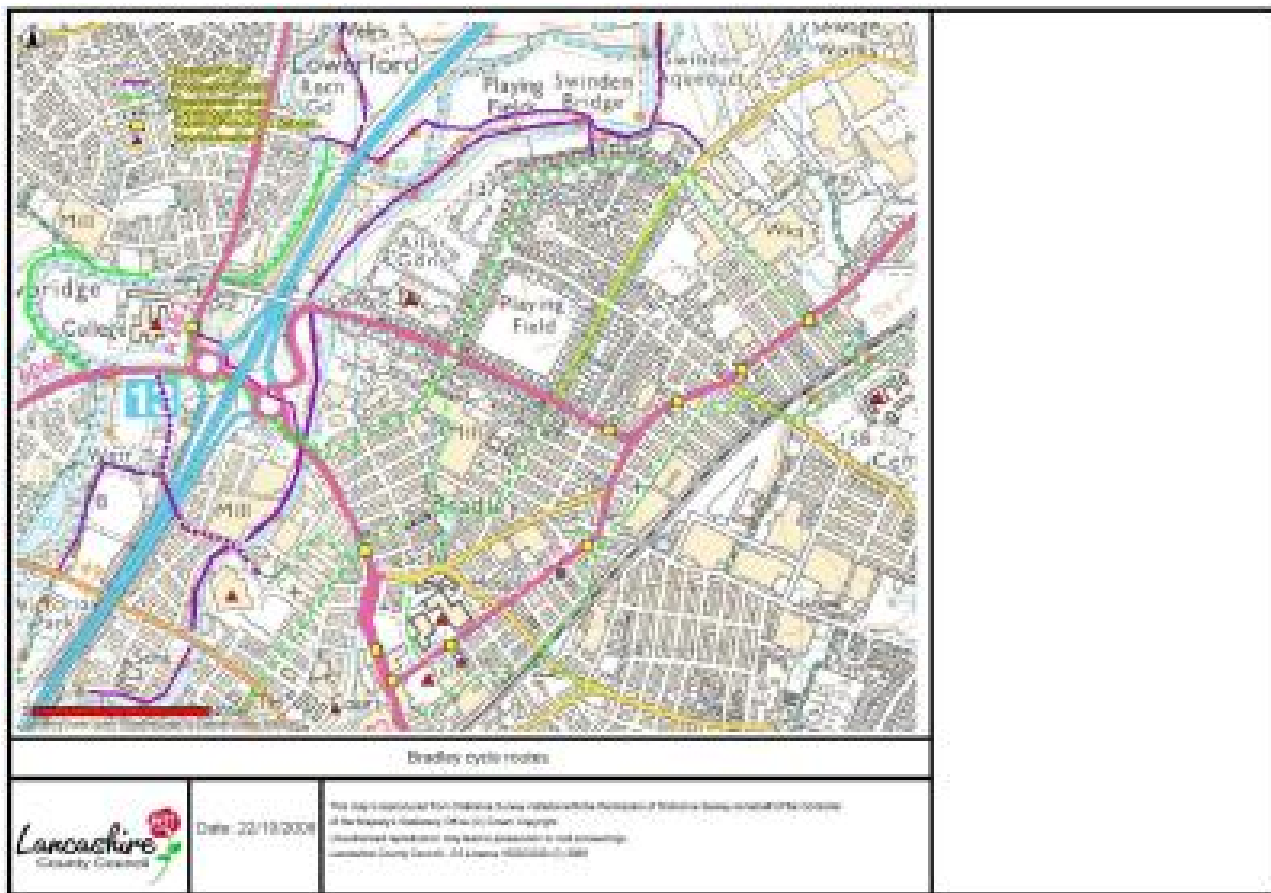
**6.88** In Map 11 (below) existing cycle routes in the Bradley area are shown as a green line, existing pedestrian crossings as yellow squares and main destinations as red triangles.

19 Health Profiles are funded by the Department of Health and produced annually by the Association of Public Health Observatories.



## 6 Policies, Proposals and Meeting the AAP Objectives

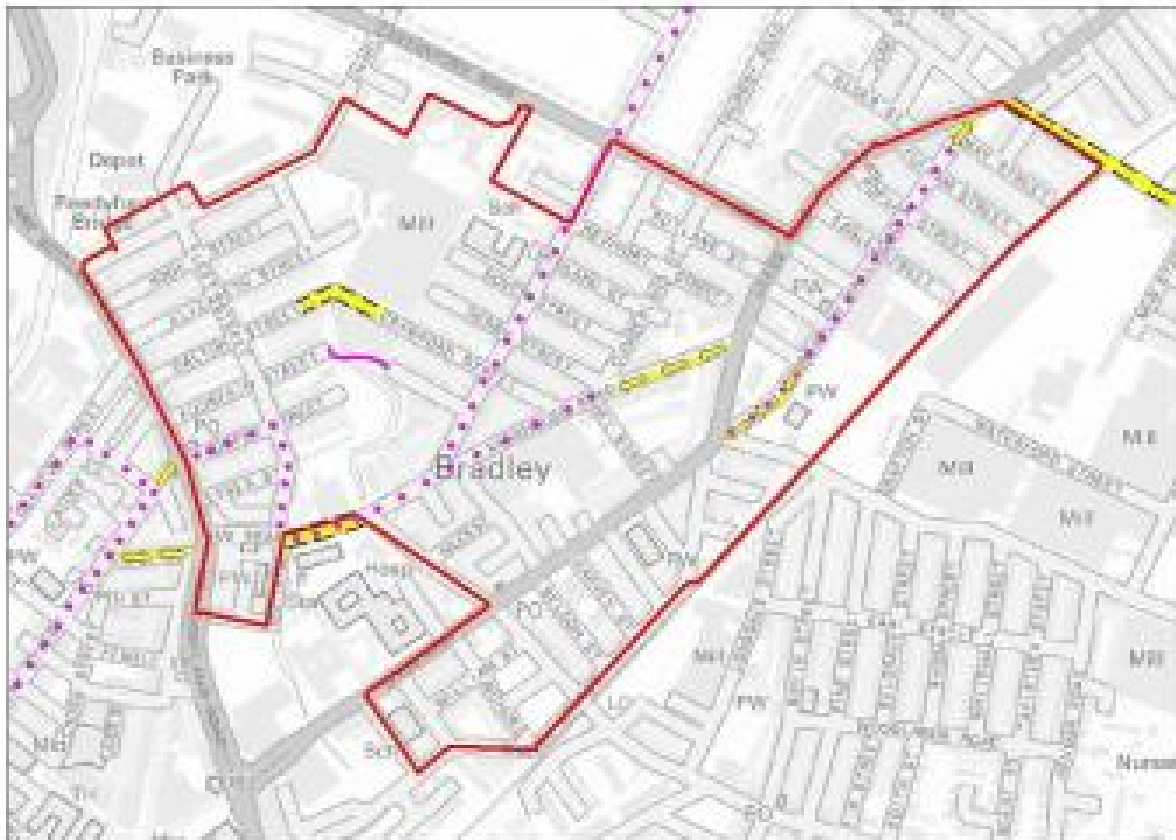
## Map 11: Bradley Cycle Routes



**6.89** Cycle routes as proposed in 'Facilitating Cycling in the Bradley Housing Market Renewal Area of Nelson, East Lancashire' report are shown in Map 12 (below).

## Policies, Proposals and Meeting the AAP Objectives 6

Map 12: Proposed Cycle Routes

**Bradley Priority Area - Proposed Cycle Routes****Key**

	Proposed cycle contraflow in one way street		Proposed Cycle lane / new bridge
	Proposed non-mandatory cycle lane both sides		Existing street suitable for cycle route
	Bradley Priority Area Boundary		

## 6 Policies, Proposals and Meeting the AAP Objectives

### POLICY 8 - MOVEMENT AND SAFETY

- Good access to key locations should be maintained as well as connectivity to the canal, both for walking and as part of the National Cycle Network.
- Encourage cycling as an inexpensive and healthy mode of travel in Bradley where safe routes are able to be established.
- Prevention of pedestrian accidents in the area is paramount, especially on Fleet Street, Leeds Road, Hey Street and Regent Street. This should be achieved through appropriate highway treatments relating to any proposed new developments.
- Creation of new and improvement of existing play areas at Hey Street Park and the proposed new park either side of Walverden Water respectively will help keep children away from busy roads and dangerous junctions.
- Deculverting of Walverden Water as part of the landscaping of the redevelopment of Riverside Mill must be carried out with safety paramount both during works and on completion when in use as part of public amenity open space.
- Car parking needs for new housing and commercial developments should have regard to the Pendle Replacement Local Plan Policy 31 and its Appendix 2 and RSS car parking standards.

#### Policy 8 contributes to the following AAP objectives:

- **Objective 4: Improve access to services and facilities, including publicly accessible open space.** Policy 8 seeks to improve movement and safety to key services and facilities.
- **Objective 6: Increase community safety and help reduce crime.** Policy 8 seeks to improve the safety and movement of vehicles, cyclists and pedestrians in the AAP area.

#### Delivery

Outcomes:	New cycling routes, reduction in pedestrian accidents.
Indicators:	2 km of new cycle routes created.  Number of pedestrian accidents based on Lancashire Constabulary collisions records between 1/1/03 and 31/4/08
Implemented by:	Pendle Council, LCC.
Means:	Working in partnership with LCC, informed by Cycling England Assessment.
Milestones:	Cycling routes agreed, funding secured.
Funding:	LCC, Section 106.

## Policies, Proposals and Meeting the AAP Objectives 6

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Timescales:	Medium-long term.
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**6.90** (Also see Chapter 7: Costs, Deliverability and Implementation).

## 7 Cost, Deliverability and Implementation

### 7 Cost, Deliverability and Implementation

#### Delivering the Plan

**7.1** All Development Plan Documents such as AAPs must show how the vision, objectives and the strategy for the area will be delivered by whom, and when.

**7.2** Integral to the development of the AAP has been the production of a delivery strategy (see Tables 3 and 4 below). Table 3 sets out the key projects which will deliver the strategy, who will be involved in the delivery of each project, their estimated costs and how this will be funded. Table 4 shows the phasing plan for delivering these projects.

**7.3** A summary of how the projects, linked to each of the Bradley AAP policies, will be delivered and what progress has been made to date is provided below.

#### New Housing Development

**7.4** The Riverside Mill site is in private ownership. The current owners are keen to work with Pendle Council to see the site developed for housing. A planning and development brief for the site has been produced jointly by the owners of the site, Pendle Council and Elevate East Lancashire. It has been agreed by Pendle Council and will guide the development on the site since the principle of change of use has been established by way of this AAP. It is expected that the costs of the development on site can be fully met by the private sector.

**7.5** In order to develop the other new housing sites, the Council will procure a development partner. The involvement of a Registered Social Landlord (RSL) as a partner will be sought if necessary to provide affordable housing on the sites. The Council already has an RSL partner (Housing Pendle) whom it works with on a range of projects, including HMR projects.

**7.6** The Giles Street area and Cooper Street redevelopment sites are currently being assembled using funding from the HMR Programme. At the time of the publication of the AAP 118 properties, of the 135 sought, have been acquired by Pendle Council through negotiation with the owners and 33 properties have been demolished.

**7.7** The Council will be prepared to use its powers of Compulsory Purchase where necessary in order to fully assemble the sites.

**7.8** Development briefs will also be produced for the sites in advance of any planning applications.

#### Property Improvements

**7.9** Property improvements will be delivered through block improvements and the 'improvement for sale' of individual properties. Extensive public subsidy will be required to deliver this element of the plan. The level of investment will be determined by external survey work and by the level of funding available through the Housing Market Renewal Programme. Funding from the Local Enterprise Growth Initiative will support improvements to commercial premises.

**7.10** At the time of the publication of this AAP, 27 properties have been improved as part of a HMR funded block improvement scheme on the Leeds Road gateway. Work will continue in 2009/10 with a further 67 properties being improved along Leeds Road.



## Cost, Deliverability and Implementation 7

**7.11** An ongoing programme of improvements will be developed and agreed on an annual basis depending upon the amount of available HMR funding.

**7.12** The potential for the use of equity loans to property owners to fund property improvement works is also being explored.

### Areas of Environmental Improvement

**7.13** The new area of open space / urban park will be developed in conjunction with the adjacent new housing sites. The land is currently being assembled using funding from the HMR Programme. The Council will be prepared to use its powers of compulsory purchase if necessary where site assembly through negotiation cannot be achieved.

**7.14** The site will be developed and enhanced primarily with with public sector funding and some Section 106 monies. Designs for the site will be drawn up in consultation with the local community using appropriate tools / techniques, e.g. the CABE Spaceshaper Toolkit<sup>(1)</sup>.

**7.15** This AAP supports the improvement of the existing small park and equipped area for play at Hey Street. In spring 2009 the park benefited from over £100,000 of investment allowing it to be re-landscaped and a variety of new play equipment, outdoor gym equipment and a Multi-Use Sports Area provided to cater for a wide range of age groups. A second and final phase of the improvement works has been agreed and will be undertaken in late 2009.

**7.16** Environmental Improvements to other untidy sites within Bradley will be targeted for improvement through through the Council's HMR funded 'grotspot' project.

**7.17** A Design and Regeneration Framework (Arcus, 2009) has also been produced for the Leeds Road/Hildrop Road hub. This is intended to guide improvements to the townscape, the streetscape, the park and a number of other sites in order to bring some coherence to, and enhancement of, the character of this area. Similar guidance will be produced for the other hub improvement areas identified in this AAP.

### New and existing employment development

**7.18** The proposed employment site off Bradley Hall Road is in private ownership. A detailed planning application for employment uses on the site was approved by Pendle Council in June 2008.

**7.19** The Council and Elevate have worked jointly with the owners of Throstle Nest Mill to undertake a study of the mill complex. The study has explored ways in which it can be improved both internally and externally, considering the wider regeneration proposals for the area. Funding from the public sector (North West Development Agency, Local Enterprise Growth Initiative, etc) and private sector will be sought to carry out appropriate improvement works.

**7.20** The Council will continue to encourage businesses to improve their premises by way of funding which is available through the LEGI No Limits programme <sup>(2)</sup>. The No Limits - Finance for Growth grants can provide funding for business premises improvements, equipment purchases, technology and other activities, which support business

1 see web link: <http://www.cabe.org.uk/default.aspx?contentitemid=1675>

2 see web link: [http://http://www.pendle.gov.uk/site/scripts/documents\\_info.php?documentID=761](http://http://www.pendle.gov.uk/site/scripts/documents_info.php?documentID=761)

## 7 Cost, Deliverability and Implementation

growth. There are also various forms of business support available from partners, for example through No Limits Get Set programme, to help new businesses set-up. Pendle Council's Economic Development & Tourism unit can help source available land and premises for business use.

### Community Development

**7.21** Pendle Council is working with Lancashire County Council's (LCC) Young People's Service regarding the future redevelopment of the current Youth and Community Centre on Leeds Road. The £1.75m capital funding required to redevelop the building has been secured from LCC (£400,000) and 'MyPlace' (£1.35mill).

**7.22** To complement the redevelopment of the Youth and Community Centre, Pendle Council is working with Housing Pendle and other partners to develop supported accommodation for young homeless people on the same site. It is expected that the young people living in the supported accommodation will access the various social, health, leisure and educational services offered within the Youth and Community Centre. Planning permission for the supported accommodation and the funding required to develop it were both secured in August 2009.

**7.23** Complementing the physical improvements, the Nelson Neighbourhood Management team also works extensively within the Bradley AAP area. The team has supported the development of the Bradley Residents Association to help engage the local community more fully in the regeneration of the area. The Neighbourhood Management team also work with other local service providers; the Police, SureStart, LCC, NHS, etc, to improve service delivery within the area in order to improve the quality of life for local residents.

**7.24** Pendle Council is also liaising with the local education authority (LCC) to help deliver better educational opportunities through the 'Building Schools for the Future' programme and the development of a new primary school for the Nelson area. Separately a multi-million pound improvement scheme at Nelson and Colne College improvements has recently been completed.

### Design quality

**7.25** For key redevelopment sites within the Bradley AAP area, in addition to the policies contained in this AAP and other local, regional and national policy documents, the Council will seek to produce design and development briefs to help guide development on these sites.

**7.26** A Planning and Development Brief for the Riverside Mill site has been approved by the Council. The Council will also seek to take development proposals to the Elevate focused CABI Design Review or the North West Design Review Panel for consideration and review.

### Movement and Safety within the AAP area

**7.27** Movement and safety will be a key consideration in the design of all the proposed redevelopment sites and will be referred to in the design and development briefs for these sites.

## Cost, Deliverability and Implementation 7

**7.28** LCC will lead on the development of new cycle routes through the area. The cycle route which is proposed to run along the Regent Street corridor will be informed by the Cycling England Report 'Facilitating Cycling in the Bradley Housing Market Renewal Area of Nelson, East Lancashire'. Funding to implement a new cycle route could come from S106 funds and from LCC. Some measures have already been agreed which will improve accessibility for cyclists in Bradley, including dropped kerbs and new signage.

### Costs and Funding

**7.29** The costs associated with the key projects in this strategy are illustrated in table 4 below. The total cost of delivering the plan is estimated to be £25 million. This is considered to be deliverable in relation to the likely public and private sector contributions to the various projects.

**7.30** It is expected that funding will be accessed from a range of public and private sector sources to deliver the plan. This includes:

- Housing Market Renewal
- North West Development Agency and Local Enterprise Growth Initiative (LEGI) funding (for employment based projects)
- Lancashire County Council
- Homes and Communities Agency (formerly Housing Corporation)
- Lancashire Transport Plan
- MyPlace funding
- Private sector
- S106 monies

### The use of Section 106 agreements

**7.31** The Council has in place by way of Appendix 1 of the Replacement Local Plan established arrangements for section 106 agreements and the following will be used to help deliver this AAP:

- i. Open Space Fund - Applicable to Provision of Open Space in New Housing Development (Replacement Local Plan Policy 21).
- ii. Traffic Calming Fund - Applicable to Creating an Improved Transport Network (Replacement Local Plan Policy 29). Sites of 0.4 ha or more.
- iii. Public Transport Improvement Fund - Applicable to Sustainable Travel Modes (Replacement Local Plan Policy 30). Sites of 0.4 ha or more.

## 7 Cost, Deliverability and Implementation

Table 3: Delivery and Implementation strategy – key projects

Policy 1 – New Housing Development							
Title	Project Details	Outputs	Delivery lead	Delivery support	Estimated capital expenditure	Funding Sources & Timescale	
Riverside Mill	Redevelopment of Riverside Mill for new housing	New housing, new open space and improvements to the river corridor	Private developer		£8,659,620	Private developer  Short-long term delivery	
Cooper Street redevelopment site	Demolition of 22-50 (Even no's) Cooper Street and redevelopment of the site for new housing	New housing	Pendle Borough Council, Elevate	Private developer / RSL	£1,740,000	Elevate (public), private developer  Site already acquired and cleared. New housing development: medium-long term.	
Housing redevelopment adjacent to Throstle Nest Mill	Demolition of housing adjacent to Throstle Nest Mill and redevelopment for new housing	New housing	Pendle Borough Council, Elevate	Private developer / RSL	Not available	Public (Elevate), private developer, RSL	

## Cost, Deliverability and Implementation 7

								Land assembly ongoing (short-medium term)
								Redevelopment medium-long term
<b>Policy 2 – Flood Risk</b>								
Addressing Flood Risk issues on relevant housing sites	Flood Risk Assessments to be undertaken and appropriate mitigation measures to be designed into developments	New housing	Private developer		Not available	Private developer	Medium-long term	
<b>Policy 3: Property Improvements</b>								
Dalton Street	Block Improvement works to properties along Dalton Street	Improved properties	Pendle Borough Council	Private owners	£1,170,000	Public (Elevate), private (property owner)	Medium-long term	



## 7 Cost, Deliverability and Implementation

Scotland Road	Block improvement works to properties along Scotland Road/ Oak Street	Improved properties	Pendle Borough Council	Private owners	£1,150,000	Public (Elevate, LEGI), private (property owner)  Medium-long term
Leeds Road/ Bankhouse Road Improvements	Block Improvement works to properties along Leeds Roadand Bankhouse Road	Improved properties	Pendle Borough Council	Private owners	£3,460,000	Public (Elevate, LEGI), private (property owner)  Short-medium term  (27 properties have been improved on Leeds Road in 2008/9. A further 67 will be improved on Leeds Rd/ Bankhouse Road in 2009/10).
Crawford Street improvements	Block improvements on Crawford Streetand Bankhouse Rd	Improved properties	Pendle Borough Council	Private owners	£500,000	Public (Elevate), private (property owner)  Medium-long term

## Cost, Deliverability and Implementation 7

Regent Street Improvement Area	Block Improvement work to properties between Bradley Primary School and Cliffe Street	Improved properties	Pendle Borough Council	Private owners	£2,370,000	Public (Elevate), private (property owner)  Medium-long term
Charles Street/ Rook Street Improvements	Block Improvement work to properties between Charles Street/ Rook Street	Improved properties	Pendle Borough Council	Private owners	£800,000	Public (Elevate), private (property owner)  Medium-long term
'Improvement for Sale' project	Acquisition and extensive refurbishment of selective poor, long-term vacant houses	Improved properties	Pendle Borough Council		Dependent upon number of properties targeted / acquired	Short-medium term
<b>Policy 4: Areas of Environmental Improvement</b>						
Hey Street Park	Improvements to the existing open space and play facilities off Hey Street	Improved park and play facilities	Pendle Borough Council		£130,000	Public (Elevate, Environment Agency)  Short term.

## 7 Cost, Deliverability and Implementation

						(Phase 1 of improvement already complete with investment of £100,000)
New Bradley park	Redevelopment of former garage site and builders yard off Fleet Street, properties at Bradley Fold, Regent Street and Cliffe Street to provide new public open space.	New public open space	Pendle Borough Council, Elevate	Private Developer	£4,000,000	Public (Elevate), S106  Short-medium term land assembly  Medium-long term redevelopment of the site.
River Corridor Improvements	Environmental Improvement along the river corridor	New open space provision along the river corridor, seating and lighting	Pendle Borough Council, Elevate	Private developer	£295,000	Public (Elevate), Section 106  Medium-long term
Bradley 'Hub' Improvements	Townscape and environmental improvement around key 'hubs' within Bradley. Nature of interventions to	Environmental improvements, redevelopment of key sites/buildings	Pendle Borough Council, Elevate	LCC	Not available	Public (Elevate, HACA, MyPlace, LCC, RSL).

## Cost, Deliverability and Implementation 7

	be determined by production of Design and Regeneration Framework.						Leeds Road/Hildrop Road hub: short-medium term. Funding secured and projects underway/completed
							Bradley Road hub: medium-long term
							Leeds Road/Walton Lane Hub: long term
<b>Policy 5: New and Existing Employment Sites and Retailing</b>							
Bradley Hall Road Employment site	Creation of new business units	New employment floorspace	Private developer		Unknown	Private sector	Short-medium term. (Planning permission granted for employment units June '08)

## 7 Cost, Deliverability and Implementation

Throstle Nest Mill Improvement Study	Study to investigate opportunities for improvement to the interior and exterior of Throstle Nest Mill. Implementation of relevant aspects of the study.	Study and improvement works	Pendle Borough Council, Elevate, Private Sector		Various costs depending upon nature of works	Public (Elevate, LEGI), Private  Short term (Study complete)  Medium-long term for implementation of any proposals/improvements
<b>Policy 6: Community Development</b>						
Youth and Community Centre site	Demolition of the existing Nelson Youth and Community Centre. Redevelopment of the site to provide a new Youth and Community Centre as part of a mix used scheme, including supported housing for young people.	New Youth and Community Centre and supported housing for young people.	Pendle Borough Council, LCC, Housing Pendle	Private developer	£3,350,000	Public (all secured): £1.3mill MyPlace, £450,000 LCC, £1.4mill HACA, £200,000 PBC/Housing Pendle  Short term



## Cost, Deliverability and Implementation 7

Neighbourhood Management	To undertake neighbourhood management activities in Bradley in order to improve service delivery and encourage resident involvement in the regeneration of the area.	Improved service delivery.  Facilitation of the Bradley Residents Association.	Pendle Borough Council			Public: Elevate (secured)  Short-medium term
Artist in residence	To creatively engage residents and others in the regeneration of Bradley.	Greater resident involvement  Greater creativity	Pendle Borough Council, Elevate, Artist	£10,000 (for 2009/10)		Elevate  Short-medium term

**Policy 7: Design Quality**

## 7 Cost, Deliverability and Implementation

Improving design quality of new developments	Production of site design and development briefs will be used to help explain our vision, aspirations and key design principles for relevant sites	Design briefs.	Pendle Borough Council	Elevate	Dependent upon number of required briefs	Public (Elevate), private developer  Short-long term  (Design and development brief for Riverside Mill already produced, Design and Regeneration framework for the Bradley Hub already produced)
<b>Policy 8: Movement and Safety within the Action Plan Area</b>						
New cycle routes	The development of new cycle routes through Bradley to provide better cycle links to the canal, town centre and local employment areas	New cycle ways	Lancashire County Council	Pendle Borough Council	To be ascertained	Public (Lancashire Transport Plan, S106)  Medium-long term

## Cost, Deliverability and Implementation 7

**Table 4: Phasing Strategy**

<b>Phase 1</b>	Short-term 2007-2010	<p><b>Projects already completed:</b></p> <p>Throstle Nest Mill Improvement Study, Riverside Mill Design and Development Brief, Backstreet and Rear Elevation Improvement Study and Pilot project, Bradley Cycling Study, Leeds Road Hub Design and Regeneration Framework, improvements to Hey Street Park, Leeds Road Block Improvements.</p> <p><b>Projects underway:</b></p> <p>Leeds Road Block Improvements, land assembly for housing redevelopment sites and new open space, Neighbourhood Management, Improvement for Sale, 'Artist in Residence'.</p> <p><b>Projects to be started:</b></p> <p>Development of new Youth and Community Centre and Supported Accommodation for young people, Bradley Hall Road Employment site, Hub improvement work, improvement to shop fronts and business premises and provision of business support.</p>
<b>Phase 2</b>	Medium-term 2010 -2012	Redevelopment of Riverside Mill, river corridor improvements, Dalton Street / Fleet St area improvements, Hub improvement work, new cycle routes, improvement to shop fronts and business premises and provision of business support ,
<b>Phase 3</b>	Long-term 2012 -2018	Development of new housing adjacent to Throstle Nest Mill, new park / open space, river corridor improvements. Redevelopment of Cooper Street housing site, Hub improvement work, property improvements off Regent Street / Bankhouse Road / Crawford Street, Scotland Road Block Improvements, Charles Street / Rook Street Improvements.

**Delivering the plan: Progress to Date**

**7.32** Some progress on delivering the plan has already been made at the time of publication. This includes:

- Over £9million of HMR investment since the beginning of 2007,
- The acquisition of 118 properties through negotiation with the owners without the need for CPO,
- The demolition of 33 properties,
- Improvements to 27 properties along the Leeds Road gateway in 2008/09 and work has begun on improving a further 67 properties in 2009/10,

## 7 Cost, Deliverability and Implementation

- Investment of over £100,000 on improvements to Hey Street Park
- Investment to improve a number of 'grotspots' within the AAP boundary through site specific environmental improvements,
- Securing £3.35mill of public sector funding to redevelop the existing Nelson Youth and Community Centre site to provide a new, modern Youth and Community Centre alongside some supported accommodation for young people,
- An agreed Design and Development brief for the Riverside Mill site,
- The 'Improvement for Sale' of 4 properties within the AAP boundary.

### **How other Strategies and Programmes support the delivery of the AAP and its objectives**

**7.33** In addition, there are a number of local, regional and national regeneration strategies, initiatives and investments, which will help to support the delivery of the AAP vision and objectives. These include the HMR investment which is being made in other parts of Nelson, Colne and Brierfield, the Government's Building Schools for the Future programme, the Local Enterprise Growth Initiative, the Pennine Lancashire Multi Area Agreement, and the local Police and Communities Together (PACT) Panels.

**7.34** Further details of how these and other strategies and initiatives support the AAP are provided in Chapter 4 of the accompanying Technical Paper.

### **Other aspects of the delivery strategy**

#### **Site assembly - acquisition and demolition**

**7.35** If necessary, compulsory purchase powers will be used to acquire 135 (mainly residential) properties in the AAP area, with a view to their subsequent demolition and redevelopment for new housing, mixed use or public open space depending on its allocation in the AAP.

#### **Strategy for Supporting People through Change**

**7.36** The Bradley AAP includes a strategy for supporting residents through the changes. Information packs are available from the Housing Regeneration department and officers in Pendle Council's housing regeneration, housing needs and planning departments are easily accessible.

**7.37** The information packs have been developed to provide information and support to residents and property owners who are affected by demolition. Amongst other things, this includes information about the Housing Market Renewal Programme in Bradley, details of the compensation they may be eligible to receive and details about buying a new home.

**7.38** Properties which are being acquired for demolition are being purchased by negotiation with property owners in the first instance. Owners and tenants are being given the compensation that they would be entitled to if the council had made a compulsory purchase order and owner occupiers can access purchase assistance loans (equity loans) to assist with the costs of buying a new home.

## Cost, Deliverability and Implementation 7

### Managing the Transition

**7.39** The Council are keen to effectively manage the HMR areas, as they go through a period of intense change. During the first few years of the HMR programme 'Managing the Transition' meetings were held every month attended by staff from the Housing Programmes team (HMR), Housing Standards, Neighbourhood Management, Operational Services (Cleansing), the Anti-social Behaviour Co-ordinator and Estates and Property Services. Links were also made to the Police through the Neighbourhood Management Teams.

**7.40** The purpose of these meetings was to co-ordinate services in order to effectively deal with the issues arising from people moving out of the HMR areas, particularly the clearance areas. This included issues such as fly-tipping and rubbish accumulation, anti-social behaviour, and the need to quickly and adequately secure empty properties.

**7.41** Whilst this group no longer meets, adequate procedures and networks are now in place to manage these areas through the period of change and to deal rapidly with problems if they arise.

### Residents Association

**7.42** The Bradley Residents Association, formed in Spring 2007, meets every six weeks to discuss regeneration issues in Bradley. Relevant Pendle Council officers regularly attend these meetings to provide updates on HMR projects and other matters.

### Bradley News - Regeneration Update

**7.43** Pendle Council's Neighbourhood Management and Housing Regeneration Departments jointly publish 'Bradley News - Regeneration Update' every 6 months which helps keep residents of the area informed about current and proposed projects within the area.

### The Challenge of the Economic Downturn

**7.44** The economic downturn / credit crunch which emerged in 2008 has resulted in challenging market conditions in the UK. In turn this has resulted in falling property values and a reduced confidence in the property market. This has had implications for the feasibility of many development projects, but especially in regeneration areas where economic returns on projects is already marginal. The result is that many HMR projects may now need more public sector funding to be injected than was originally anticipated i.e. in the form of contributions or 'gap funding' for surveys, remediation costs, etc.

**7.45** To address the above, at the end of 2008 Elevate appointed a consultant to carry out a review of all HMR projects planned to commence in the next five years. The review will identify key issues which could impact on the delivery of HMR programmes. Elevate's consultant will undertake baseline reviews and feasibility appraisals on all HMR projects in order to assess what their requirements for further 'unplanned' public sector funding might be over the next five years. The consultant's findings will be used by Elevate to assist in formulating initiatives which ensure, as far as is possible, the delivery of key projects (which are dependent on external funding) in accordance with the original plans.



## 7 Cost, Deliverability and Implementation

### Interim Use of Land

**7.46** Linked to the economic downturn it is likely that some of the sites being acquired using HMR funding could remain vacant and undeveloped for longer periods of time than originally expected. This has the potential to affect the social, physical and mental well-being of the remaining community.

**7.47** In response, Elevate East Lancashire have co-ordinated the establishment of a group to consider how vacant and derelict sites could be used during the interim period before they are redeveloped. Pendle Council is represented on this group.

**7.48** During a two week residency of creative professionals, held in June 2009, a range of ideas for interim uses have been generated. Elevate have also developed an interim land use policy which seeks to improve the environmental quality and management of cleared sites and buildings awaiting demolition and to ensure the quality of life of residents in areas of transition is maintained and / or enhanced. Funding will be sought for actions in line with this policy where necessary in Bradley.

## Monitoring, Review and Risk Analysis 8

## 8 Monitoring, Review and Risk Analysis

**8.1** Monitoring of the Bradley Area Action Plan (AAP) will be carried out as part of the Council's Annual Monitoring Report (AMR)<sup>(1)</sup>. It is important to monitor the plan against targets and specific indicators as this will provide a base against which to measure policy success and implementation.

**8.2** In addition to monitoring success, it is also important to keep abreast of external influences that may affect the delivery of the policy base. In this respect it is important to consider the risks and their possible mitigation by assessing their flexibility within the policy framework. It is also important that key triggers are identified to ensure appropriate and timely policy review.

### Monitoring Framework

**8.3** The Bradley AAP seeks to deliver a step change in an attempt to transform the local housing market, improve the urban environment and create a more sustainable place in which people can live and work. Delivery of the strategy objectives will be through a set of core planning policies as set out in this AAP and through the co-ordinated action of agencies and organisations working within the Bradley area.

**8.4** The successful delivery of the AAP objectives will be measured through assessment against a set of output indicators which will be monitored on an annual basis using information gathered by the relevant Council departments and external agencies for input into the Council's Annual Monitoring Report. These are detailed in Table 5 (below). They include indicators which are policy specific as well as more general 'plan level' outcomes which relate to the achievement of the objectives of this AAP.

**8.5** The AAP evidence base will also be regularly updated in liaison with the Council's policy unit. The Council will undertake Stock Condition Surveys every five years, and crime, health education, etc, statistics will be analysed once they have been updated by the relevant bodies. Updates of some aspects of the evidence base will depend upon Census information, updates to the Indices of Deprivation etc.

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1 The heart of the AMR (Section 5) provides details of performance against a number of 'core' indicators (set nationally to allow comparison with other districts or local planning authorities) as well as some 'local' indicators influenced by planning decisions and development. Significant Effects indicators (Section 6) are products of the Sustainability Appraisal process on LDDs. The links between annual monitoring and the Sustainable Community Strategy (SCS) and Local Area Agreement (LAA) (which set targets to reduce worklessness, increase the number of public sector apprentices and improve national skill levels / processes) are briefly discussed (Section 7) and finally a summary of the monitoring framework is provided (Section 8), detailing how and when the appropriate data is collected for inclusion in the AMR.

## 8 Monitoring, Review and Risk Analysis

**Table 5: Output Indicators and Targets**

<b>Outcome</b>	<b>Target</b>	<b>Indicator</b>	<b>Baseline</b>	<b>Monitoring and Reporting Mechanism</b>
To reduce the number of private sector homes that are empty for six months or more	Reduce the long-term vacancy rate within the AAP Area to bring it in line with the borough average (4.5% in 2006)	Long term (6+ months) vacant homes	11.8% vacancy rate (April, 2008)	Pendle Council's Empty Homes Strategy
To diversify the housing offer in the AAP area	To reduce the proportion of terraced homes	New dwellings completions on sites identified in Policy 1  Affordable dwelling completions	70% terraced homes (Bradley ward data, Census 2001)	Pendle Council's Annual Housing Land Monitoring Study  Census 2011
To improve the quality of homes within the AAP area	100% of new homes built to Code for Sustainable Homes Level 3 and above	Homes meeting CSH Level 3+  Homes improved through block improvements or Improvement for Sale	Nil	HMR monitoring returns  Stock Condition Survey's
To reduce the recognised open space deficiency	Reduce current deficiency of green space by 0.87ha and equipped play areas by 1 by 2014	New green space/urban park and Equipped play areas on sites identified in Policy 4	Greenspace deficiency -2.2ha  Equipped Areas for Play -1.5 sites  (Pendle Open Space Audit)	Pendle Council Open Space Audit

## Monitoring, Review and Risk Analysis 8

Outcome	Target	Indicator	Baseline	Monitoring and Reporting Mechanism
To develop new employment opportunities	0.38ha of brownfield land developed for new employment uses	Development of site identified in Policy 5	Site currently vacant derelict	Pendle Council Employment Land Monitoring Report
To Improve Bradley's ranking in the Indices of Deprivation	To improve the ranking of all the LSOA's which cover the Bradley AAP area	Indices of Deprivation	IMD, 2007	Indices of Deprivation

## Risk Analysis and Mitigation

**8.6** The flexibility of the Bradley AAP and its ability to respond to changing circumstances forms one of the key tests of soundness of the document. The following represent the key risks to the delivery of the AAP and indicates how the effects could be mitigated.

Potential Risk	Level of Risk	Mitigation
<b>Barriers to delivery</b>		
<b>Unsuccessful CPO:</b> The Council will use CPO Powers where necessary to acquire the property/land interests required to facilitate the redevelopment of the area.	Medium	Where CPO powers are not successful the Council will consider roll-out of further block improvements to those properties earmarked for clearance. Whilst this is very much a second best option, it will help to eliminate long term blight.
<b>Resources</b>		
<b>Failure to secure necessary resources:</b> Many of the projects within the AAP rely on funding from the Housing Market Renewal (HMR) programme and other public funding schemes.	Medium	Pendle's HMR Programme is being carefully managed to ensure that the number of redevelopment schemes is not likely to outstrip the likely funding. However, where a lower than expected amount of funding is available from the HMR Programme other sources will be explored, e.g. Housing and Communities Agency (HCA).

## 8 Monitoring, Review and Risk Analysis

Partner Commitment		
<b>Commitment of delivery partners:</b> Many of the projects within the AAP rely on the commitment and support from other agencies and organisations.	Low	Regular liaison meetings will be held with the key delivery partners to ensure their continued support for the delivery of the plan.
Emerging Policy Changes		
<b>Change in National Planning Guidance:</b>  <b>Change in Regional Planning Policies:</b> Future revisions of the RSS may result in increased housing figures which may result in a general need for more market housing.  <b>Pendle Local Development Framework:</b> The Bradley AAP is being prepared in advance of the Core Strategy, therefore the AAP could pre-empt the development of options and policies in the Core Strategy.	Low  Low  Low	<p>Planning Policy Statements may be issued containing new planning guidance. At the submission stage the AAP will reflect the most up-to-date information available. Generally new national planning advice can sit alongside the AAP since it can be a material consideration in the determination of any planning application. Should a fundamental shift in policy emerge, this would trigger a review of the AAP.</p> <p>Policy 17 of the Pendle replacement Local Plan will allow for general market housing within the Bradley Priority Action Area should a need arise.</p> <p>The AAP focuses on one key area of proposed change. The adopted Pendle Local Plan is up-to-date. Where more recent policy has emerged in PPSs or RSS this has been taken account of in the preparation of the AAP. Whilst it is acknowledged that It is a risk preparing the AAP ahead of the Core Strategy, only a fundamental shift in policy would necessitate an early review of the AAP.</p>
Timing and sequencing of delivery proposals		

## Monitoring, Review and Risk Analysis 8

Early development on the Riverside Mill site is important as new affordable housing will provide decanting opportunities for residents affected by clearance. Potential S106 contributions from the site could also contribute to delivering other aspects of the plan, e.g. open space provision.	Medium	A development brief has been prepared for the site which will speed up the determination of a potential future application for the development of the site for housing. If the Pendle Replacement Plan site designation for employment is not changed, due to the rejection of the AAP housing proposals, residents affected by clearance will have to seek a replacement home in other parts of Bradley / Nelson / Pendle. If this happens alternative funding will be sought to replace the potential 106 funding.
<b>Economy</b>		
Changes in the economy and the impact on the construction sector and the housing market	High	Continue to work with Elevate to help to bring sites forward for redevelopment. Explore interim uses for vacant sites in order to maintain their environmental quality and management.

**Sustainability Appraisal Monitoring**

**8.7** The Bradley AAP must also be monitored in terms of its performance against the objectives and targets included in the Sustainability Appraisal (SA) to assess its contribution towards sustainable development. This will help to determine whether policies and objectives need to be amended or replaced if adverse effects are identified. The SA framework in Appendix 5 of the full SA Report provides a base from which a monitoring system can be developed. The results of this monitoring will be reported in the Annual Monitoring Report.

**Equality Impact Assessment (EqIA)**

**8.8** An EqIA is an evaluation tool which analyses the effect that a policy or procedure will have on a particular group of people, to highlight whether their needs are being met and if there are any issues requiring further action. The tool promotes equality and aims to ensure that there are no discriminatory effects. An EqIA is also a requirement emanating from the Disability Equality Duty (in force from December 2006), Race Equality Duty (May 2002) and the Gender Equality Duty (April 2007) and /or European Commission requirements.

**8.9** An EqIA of the Bradley AAP has been undertaken and a report is provided as part of the evidence base.



## Appendices

## The Local Development Framework 1

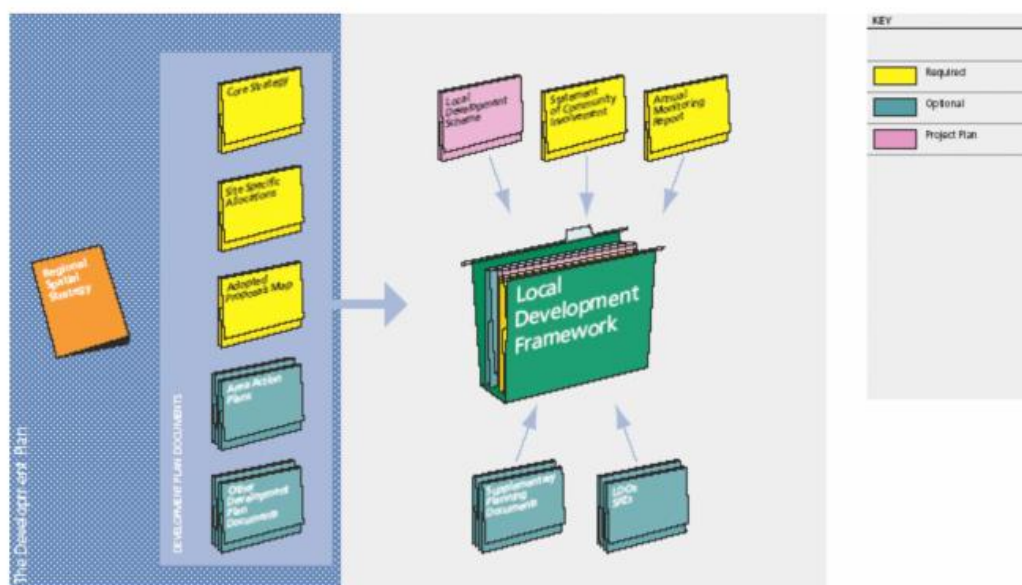
## Appendix 1: The Local Development Framework

Figure 1 Local Development Framework

### Local Development Frameworks

The Pendle Local Development Framework (LDF), which replaces the Pendle Local Plan, provides the local perspective and identifies how planning will be managed in the local area. It is made up of a number of documents that focus on either a specific topic or geographical area. These are shown in the diagram below.

The two principle types of document in the LDF are Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). Together, these documents will identify the strategic objective and planning policies required to help deliver the 'spatial vision' for Pendle which will be set out in the Core Strategy.



## 2 Tests of Soundness

### Appendix 2: Tests of Soundness

#### **Extract of: Examining Development Plan Documents: Soundness Guidance, Planning Inspectorate, July 2008**

The revised Planning Policy Statement 12 (PPS12) presents 3 tests of soundness for a DPD:

1. Whether it is justified,
2. Whether it is effective, and
3. Whether it is consistent with national policy.

The 3 tests of soundness are coupled with the continuing requirement that the Inspector checks that the DPD satisfies the legal procedural requirements.

#### **Soundness**

PPS12 states that to be sound a Development Plan Document (DPD) should be:

- i. Justified.
- ii. Effective.
- iii. Consistent with national policy.

#### **(i) Justified**

PPS12 provides that to be 'justified' a DPD needs to be:

- founded on a robust and credible evidence base involving:
  - i. evidence of participation of the local community and others having a stake in the area;
  - ii. research/fact finding – the choices made in the plan are backed up by facts.
- the most appropriate strategy when considered against reasonable alternatives

#### **(ii) Effective**

PPS12 states that core strategies and (DPD's) should be effective. This means:

- Deliverable – embracing:
  - Sound infrastructure delivery planning.
  - Having no regulatory or national planning barriers to delivery.
  - Delivery partners who are signed up to it.
- Coherence with the strategies of neighbouring authorities.
- Flexible.

- Able to be monitored.

### **(iii) National Policy**

The DPD should be consistent with national policy. Where there is a departure, Local Planning Authorities must provide clear and convincing reasoning to justify their approach.

Full details at web link:

[http://www.planning-inspectorate.gov.uk/pins/appeals/local\\_dev/ldf\\_testing\\_soundness.pdf](http://www.planning-inspectorate.gov.uk/pins/appeals/local_dev/ldf_testing_soundness.pdf)

## 3 Replacement Local Plan Policies

### Appendix 3: Replacement Local Plan Policies

#### Replacement Local Plan Policies Referred to in the Bradley Area Action Plan

##### **POLICY 13 – QUALITY AND DESIGN OF NEW DEVELOPMENT**

13.1 The Council will protect and enhance the heritage and character of the Borough and quality of life for its residents by encouraging high standards of quality and design in new development. All development proposals should comply with the following:

- Siting and design should be in scale and harmony with the surroundings, innovative where possible, and contribute towards the character of an area. Housing densities should reflect those in Policy 20.
- Natural stone and slate appropriate to the vicinity in respect of colour and type should be used on Listed Buildings. This will also apply to Conservation Areas unless there is a predominance of artificial materials in the vicinity. In other locations artificial stone and slate appropriate in colour to the immediate vicinity will be permitted.
- Metal frame buildings, including roofing design, will be of muted hues and darker colours.
- Existing trees and hedgerows to be protected in line with Policy 14 and appropriate landscaping to be introduced in line with Policy 16.
- Sustainable drainage systems shall be incorporated unless evidence is produced to justify why such schemes are not appropriate, in which case an acceptable alternative must be incorporated.
- The development shall demonstrate that it incorporates satisfactory standards of security to prevent crime within both the development site and in the surrounding area.

13.2 Shop front security proposals should conform to guidance contained within the 'Shop Front Security' supplementary leaflet 15.

13.3 Proposed advertisements must not impinge on residential amenity or highway safety.

13.4 Proposals which promote sustainable construction techniques, including energy efficiency and the use of renewable energy will be encouraged, in line with Policy 5.

##### **POLICY 16 – LANDSCAPING IN NEW DEVELOPMENT**

16.1 The Council will require all development proposals which involve new build or re-build to include a scheme of landscaping sympathetic to the site's character and vicinity.

16.2 In particular, new development should make use of, and provide for the retention (and repair) of, existing trees, dry stone walls, hedgerows, ponds, watercourses and other semi-natural habitats. New boundaries at the edge of a settlement or in the open countryside

## Replacement Local Plan Policies 3

must be created of dry stone walling or native species hedgerow, whichever is appropriate. The provision of new ecological habitats such as ponds, within landscaping schemes, will be encouraged, provided that they are appropriate to the development site.

16.3 Planning conditions may be used to ensure the successful implementation of the landscaping scheme.

### **POLICY 17 – LOCATION OF NEW HOUSING DEVELOPMENT**

17.1 Proposals for new residential development will only be permitted where:

There is insufficient land with planning permission to meet the annual provision rate as detailed in the most up-to-date Housing Land Availability Schedule **19**.

17.2 Where the most recent published Housing Land Availability Schedule demonstrates that the capacity of existing planning permissions is not sufficient to satisfy the annualised housing requirement proposals for new housing will be considered, in order of priority for:

- 1) The re-use or conversion of existing buildings within a settlement boundary.
- 2) The redevelopment of previously developed land within a settlement boundary.
- 3) The development of previously undeveloped land within a settlement boundary, where this avoids areas of open space (Policy 33), areas identified as being of defined settlement character (Policy 12) and areas of natural heritage (Policies 4A-4C), where it is demonstrated that the site is well located in relation to houses, jobs, other services and infrastructure, and is or can be made accessible by public transport, walking or cycling.

17.3 Where the most recent published Housing Land Availability Schedule demonstrates that the capacity of existing planning permissions is sufficient to satisfy the annualised requirement proposals for new housing will not be granted permission, unless the proposal is for one of the following exceptions:

- a) Replacement of cleared dwellings.
- b) Housing for special need housing groups where there is an identified local need as set out in the Supporting People Strategy **20**.
- c) Affordable housing where there is an identified local need as set out in an up- to-date housing needs assessment.
- d) New dwellings which form a key element of a mixed use regeneration project where such a project has been approved by the Council.
- e) An agricultural or forestry worker's dwelling where it is essential to the functioning and viability of the agricultural or forestry holding.
- f) Conversion of a building(s) to residential use where it would be the only realistic means of securing the future of a Listed Building(in line with Policy 9).



### 3 Replacement Local Plan Policies

g) Conversion of a building within a defined settlement boundary to create no more than five residential units within any one planning unit as it existed on 6th October 2004.

17.4 The exceptions in A-D and G above should be met in order of priority of 1-3 above. However the following will also apply:

- For replacement dwellings where there is insufficient previously developed land within a settlement boundary to meet the needs of the proposal, development may be permitted on HMR Reserved Housing Land where it can be demonstrated that sites in accordance with 1-3 above are not available (or that the HMR Reserved Housing Site accords with either 1, 2 or 3 above) and the dwellings cannot be replaced on the same site.

The following sites are designated as HMR Reserved Housing Land:

- i. Clitheroe Road, Brierfield 2.1 ha **21**
- ii. Gib Hill, Nelson (Phased) 12.01 ha
- iii. Knotts Lane, Colne (including the former Cement Works) 7.85 ha
- iv. Former Lucas Sports Ground, Reedley 2.64 ha
- v. Further Clough Head, Nelson 3.66 ha **22**
- vi. James Nelson's Sports Ground, Nelson 1.82 ha

- For special needs or affordable housing, exception sites adjoining a settlement boundary in rural areas will be considered where there is insufficient land within a village settlement boundary.

- For agricultural / forestry workers dwellings, exception will be made for development outside of the main urban area in line with Policy 1.

17.5 Amendment to a previously permitted scheme (extant permission) will be treated as an exception, providing there is no net increase in dwelling numbers across the site.

**19** *Pendle Borough Council will prepare an annual Housing Land Availability Schedule with a base date of 31st March each year from 2004 onwards. See Appendix 3 for details of how to obtain a copy.*

**20** *Supporting People Strategy (2002) available from the Housing Department, Pendle Borough Council.*

**21** *A full site investigation on gas migration and other contaminants, including any remedial proposals should be submitted with any application for planning permission on this site.*

**22** *A full site investigation on gas migration and other contaminants, including any remedial proposals should be submitted with any application for planning permission on this site.*

## Replacement Local Plan Policies 3

**POLICY 18 – HOUSING MARKET RENEWAL**

18.1 The Council will support regeneration activities within the Housing Market Renewal Intervention Area as highlighted on the Proposals Map. Area Development Frameworks (ADF) have been prepared for Brierfield, Nelson and Colne. These have fully engaged the local community and will be endorsed by the Council, Local Strategic Partnership and Pathfinder Board.

18.2 Within the ADF boundaries the Council will grant planning permission, where needed, for the following actions so long as they are in line with all other Local Plan policies and are supported by the ADF for the area and, in particular, any Area Action Plan or SPD:

1. Improvement, repair and clearance of existing residential property
2. New residential development (in line with Policy 17) **24**
3. Quality open space provision (in line with Policies 21 and 34)
4. Community facilities and employment opportunities (in line with Policies 23, 26 and 32)
5. Leisure, health and education provision (in line with Policy 34)
6. Improved transport links

18.3 The Council will require an appropriate historical and townscape assessment on any potential clearance site where it is deemed necessary.

18.4 The design of new developments should be in line with Policy 13 and any design brief prepared as SPD for the area.

**24** *Additional dwellings in excess of a one for one replacement will count against the Joint Lancashire Structure Plan (JLSP) requirement (Policy 12).*

**POLICY 21 – PROVISION OF OPEN SPACE IN NEW HOUSING DEVELOPMENT**

21.1 Where there is an identified deficiency of open space **29**, proposals for new housing development of 10 units or more will be required to make adequate provision for new open space on site **30**. The developer will also be required to make a payment to the Council to provide for the maintenance of the open space for a period of ten years.

21.2 In cases where it is not possible to provide the open space requirement on site, the Council will instead require a commuted sum payment from the developer which will contribute towards new open space provision, or, the maintenance and enhancement of existing open space within the local area.

**29** *Wards with deficiencies of open space are identified in the Council's Open Space Audit (2004), see Appendix 3.*

**30** *Open space will include outdoor sports facilities, park land, amenity land and children's equipped play areas. The appropriate type of open space to be provided will be dependent on the levels of deficiency of each type identified in the Open Space Audit.*

### 3 Replacement Local Plan Policies

#### **POLICY 22 – PROTECTED EMPLOYMENT AREAS**

22.1 Within the Protected Employment Areas (mixed use) planning permission will be granted for B2 development. Permission will be granted for B1 development provided this does not result in an excess of 25% of total floorspace in the Protected Area at any one time. Planning permission will be granted for B8 use provided this does not result in an excess of 10% of total floorspace in the Protected Area at any one time.

22.2 Within the Protected Employment Area (B1 only) planning permission will be granted for B1 development only.

22.3 Proposals for development other than for business or general industry (B1, B2 or B8) will be resisted. However, all developments will be considered suitable if they meet the requirements of all other Policies and where:

1) The premises **31** can be shown to be obsolete for industrial, business AND storage use,

AND

2) Evidence demonstrates that the premises have remained vacant for over four years (continuous);

OR

3) There would be a significant benefit to the local economy.

OR

4) The proposal is for the sale of goods manufactured or related to the manufacture of goods on the site and would be ancillary to any B1/B2/B8 activity (Policy 25).

22.4 Any developer permitted to use the site/premises for a use other than for business or general industry (with the exception of point 4 above) must provide a relevant contribution to the Brownfield Site Development Fund.

**31** In the context of Policy 22 the word ‘premises’ includes the buildings and land within the curtilage of the existing industrial site that is protected by the policy

#### **POLICY 23 – LOCATION OF NEW EMPLOYMENT DEVELOPMENT**

23.1 Proposals for new industrial development (B2, B8, B1 (b) or (c)) should be located in order of priority on:

1) Protected Employment Areas (Subject to Policy 22).

2) Vacant employment land or premises outside of Protected Employment Areas.

23.2 Proposals for new business (B1 (a)) use should be located in order of priority on:

1) Town Centres or Local Shopping Centres (Subject to Policy 26) or at transport hubs or public transport accessibility corridors within the urban area.

2) Protected Employment Areas (Subject to Policy 22).

## Replacement Local Plan Policies 3

3) Vacant employment land or premises outside of Protected Employment Areas.

### **POLICY 26 – NON-SHOPPING USES IN TOWN CENTRES AND LOCAL SHOPPING AREAS**

26.1 Proposals to introduce non-shopping uses in town centres and local shopping centres outside of defined Primary or Secondary shopping frontages will be supported. The introduction of non-shopping uses to a defined shopping frontage in a town centre or local shopping centre or within a defined local shopping frontage will also be approved unless:

26.2 The proposal would result in the total proportion of non-shopping uses (including unimplemented valid planning permissions) exceeding 25% of a defined primary frontage or 50% of a defined secondary or local frontage (in terms of frontage length<sup>42</sup>).

26.3 Notwithstanding this, where it can be shown that a unit has remained vacant for over 3 years, permission for a non-shopping use will be granted.

26.4 The grant of planning permission for any non-shopping use will be dependent on the following being satisfactory:

- 1) The hours of operation.
- 2) Car parking and servicing provision.

26.5 Applications for hot-food take-aways must also supply information on:

- 3) The emission of odours and provision of fume extraction (Policy 8).

**41** *Nelson and Brierfield are considered as one shopping area (Sheffield Hallam, 2001) and any proposal must look for an appropriate site in BOTH centres before looking to edge of centre.*

**42** *Where a shopping frontage crosses a road, the road should not be counted in the calculation of the percentage of frontage occupied by non-shopping uses.*

### **POLICY 29 – CREATING AN IMPROVED TRANSPORT NETWORK**

29.1 The following improvements to the road network in Pendle will be supported:

- 1) Construction of a link from Colne to North Yorkshire border.
- 2) One-way system on Langroyd Road, Colne.

29.2 The former route of the Colne-Skipton railway line will be protected for future transport use (see proposals map). Planning permission which would prevent the re-use of the railway route for future road and/or rail will not be permitted.

29.3 A proposed route to the west of Earby is protected as a transport corridor for potential future road development.

### 3 Replacement Local Plan Policies

29.4 A Transport Assessment and Travel Plan will be required to be submitted for any development proposal that will considerably impact on the capacity / demand of the road network.

29.5 The Borough Council will support Traffic Calming initiatives, particularly in residential areas. Developers seeking new residential, employment, retail or leisure development on land over 0.4 ha (or part of) should provide Traffic Calming measures on site where appropriate, and contributions will be sought for traffic calming initiatives around the development if required.

#### **POLICY 30 – SUSTAINABLE TRAVEL MODES**

30.1 The Council will support improvements to public transport through:

- 1) Quality Bus Route Initiative **43** – improved reliability and journey times, improvements to interchange and terminal facilities, improved quality and availability of information, and improvement to the on street passenger waiting environment.
- 2) Rapid Transit **44** – Improvements to the rail and bus network in terms of new and segregated routes, increased frequencies, through ticketing, integrated systems and better customer environments and the introduction of Community Rail Partnerships.
- 3) Section 106 Agreements – Developers will be required to contribute towards public transport improvements in the vicinity of the development, where necessary, on sites of 0.4 hectare or more.

#### Transport

- 4) South Lancashire Rural Transport Partnership (see Footnote **43**) – supporting local communities in developing sustainable rural transport initiatives.

30.2 The Council will support cycling as a sustainable mode of travel and will encourage the rollout of the Pendle Cycle Network. New development for housing, retail / leisure or employment should make provision for cycle access and cycle routes on site.

30.3 The Council supports walking as a sustainable mode of travel and will assist the implementation of further Safe Route to School projects. All new development proposals should be 'pedestrian friendly'.

**43** Further information on the Quality Bus Routes and the South Lancashire Rural Transport Partnership can be obtained from Lancashire County Council. South Lancashire Rural Transport Partnership currently has funding until April 2006.

**44** Further information on the Rapid Transport initiative can be obtained from Lancashire County Council.

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### **POLICY 31 – PARKING**

31.1 The Council will support car parking in new developments in line with the Maximum Car and Cycle Parking Standards (Appendix 2). All new parking provision should be in line with these standards, unless this would compromise highway safety.

31.2 Cycle parking in new development will be provided at a minimum of 1 per 10 car spaces and covered secure provision will be required on all developments employing 30 or more full or part-time staff, in line with the Parking Standards. Proposals to introduce cycle parking to town and local shopping centres or existing places of work, residence, leisure or service facilities will be supported.

31.3 The Council will continue to support short-stay car parking. The Council will protect the most used and best located car parks from any other development (See proposals map).

31.4 A Transport Assessment and Travel Plan will be required to be submitted for certain development proposals (see Appendix 2 – Table F).

31.5 The availability of car parking has a major influence on the means of transport people choose for their journeys. As part of an overall national strategy to reduce car use and encourage the use of more sustainable travel modes, there is a requirement to limit the amount of car parking provided in new developments. PPG13 states that there should be no minimum parking standards for development, other than parking for disabled people, but instead parking standards should be expressed as maximums. At the national and regional level, maximum car parking standards have been established. These have been translated at a County-wide level. The County Parking Standards have been the subject of full public consultation through the Joint Lancashire Structure Plan review. These standards now form part of this Local Plan (see Appendix 2). The maximum standards for new development should be adhered to unless the provision of limited car parking would have severe implications for highway safety. Ideally development should avoid areas where excessive car parking is required.

31.6 Dedicated parking for bicycles will be provided to assist and encourage a modal shift. This Policy requires adequate parking for bicycles at a level of 1 space per every 10 car spaces permitted under the maximum car parking standards. To support the Council's Cycling Strategy secure cycle parking should be provided as part of larger developments (those over 0.4 ha or part of) and employers will be encouraged to supply secure cycle parking as part of any travel to work initiative. The Council will also seek to provide new or improved facilities in town or local shopping centres, at rail/bus stations and at leisure and service facilities.

31.7 Whilst reducing the levels of car parking in new development may go part way to reducing car travel, it is vital that some level of parking is available within and around Pendle's town and local shopping centres. In line with the Lancashire County Council SPG 'Access and Parking', long stay parking in Nelson / Brierfield town centres should be changed to short stay where possible and overall long stay parking in town centres should be reduced. However, removing all parking would undermine the regeneration activities within the town and local shopping centres and surrounding housing market renewal pathfinder areas. Consequently the Local Transport Plan recognises that Pendle Council wish to continue support for the short stay parking schemes operating in Nelson. Short-stay car parking has been expanded



### 3 Replacement Local Plan Policies

to cover other parts of the Borough as a result of the decriminalisation of parking. Longer stay car parks will be available where needed. This Policy seeks to protect those valuable short and long stay car parks from development pressure. Underused or poorly located car parks will remain unprotected and some feature in the Urban Potential Study as a source of brownfield potential for housing (subject to Policy 17).

#### 3.1 POLICY 33 – EXISTING OPEN SPACE

33.1 The Council will seek to protect those areas of open space as allocated on the proposals map, and defined in the Council's Open Space Audit **49**. The loss of open space will only be permitted where:

1) The loss involves poor quality Amenity Open Space (see Open Space Audit) in areas where there is a surplus of provision.

OR

2) The proposal provides for the replacement of open space provision as compensation and will result in no net loss to the community it serves. The replacement scheme must be accessible to current users and provide facilities of equal or improved community value. A Planning Agreement will be sought to secure the exchange of land, and ensure that the necessary works are undertaken.

**49** *Borough of Pendle (2004) Open Space Audit – BoP. See Appendix 3 for details of how to obtain a copy of this document.*

#### APPENDIX 1 of Replacement Pendle Local Plan –

#### SECTION 106 AGREEMENTS

##### Open Space Fund – Applicable to Provision of Open Space in New Housing Development (Policy 21)

In certain situations, it will not be possible to provide open space provision in new housing development. In this circumstance the Council will require a commuted sum payment from the developer which will contribute towards the new provision, or, enhancement of existing open space provision in the local area. A figure in the range of £1,000 - £1,200 per house developed will be required.

The developer is also required to make a commuted sum payment to guarantee the future maintenance of the open space for ten years after the development is completed. This will be set by the Council's Parks, Cemeteries and Outdoor Recreation Department.

The fund will be used to provide new provision, and the enhancement and maintenance of existing open space within the Borough. This could include works to benefit biodiversity such as where an application site is in close proximity to a known biodiversity site, by the creation of new habitats in new or existing open space, by changes in land management to benefit wildlife, procurement of land that would enhance wildlife corridors, and/or by contributing to Local Nature Reserve provision. The fund will be administered by the Council's Parks, Cemeteries and Outdoor Recreation Department.

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### **Brownfield Site Development Fund - Applicable to Protected Employment Areas (Policy 22)**

The Brownfield Site Development Fund was established by Council resolution in August 1998. It was agreed to secure funds from developers who wished to redevelop Essential Employment Areas. These funds would then be used to help regenerate brownfield sites and redundant buildings, bringing them back into employment use.

In this Local Plan, policy based on Protected Employment Areas (Policy 22) seeks to encourage the retention and re-use of quality employment sites in Pendle, thus reducing the need for new greenfield development for employment purposes. However, there are instances whereby traditional industrial or business premises have become obsolete for employment use, in such cases, redevelopment may be appropriate. In this instance a contribution to the Brownfield Site Development Fund will be sought. A figure in the range of £40, 000 to £60, 000 per hectare of land lost (gross land, including any buildings) will be sought. This sum of money has been derived from an analysis of the increase in value gained by securing a change of use on the site, for example, from industrial to say residential or retail, and applying a percentage of that to the Fund.

The fund will be used for any brownfield site in Pendle where the Borough Council seeks to get involved to secure employment development. The fund will be administered by the Executive Director (Regeneration). The fund will enable the Borough Council to contribute to the costs of abnormal works. These could include demolition, dealing with contamination from previous uses, ground conditions, a new access or services if these are required, other amenity / environmental considerations and refurbishment works to redundant buildings.

### **Traffic Calming Fund – Applicable to Creating an Improved Transport Network (Policy 29)**

Traffic Calming will be required as part of new large developments (over 0.4 ha). However, new development has the potential to increase traffic flows in surrounding areas, consequently there will be instances where Traffic Calming is required within the neighbouring vicinity of the new development.

Funds for new or improved Traffic Calming in the surrounding area will only be sought on developments of 0.4 ha or more in site area. This will also apply where a phase of a larger development is to be developed, funds will be sought on a pro-rata basis. The level of money to be contributed will be negotiated with the Highway Authority.

The fund will be administered by the Local Highway Agency or outside of the Local Agency remit, by the County Highways Authority.

### **Public Transport Improvement Fund – Applicable to Sustainable Travel Modes (Policy 30)**

In order to reduce car travel and increase the usage of more sustainable modes of travel, it is important to locate new development in locations easily accessible by a variety of travel modes. However, the accessibility of new development can be improved by strengthening existing public transport services.

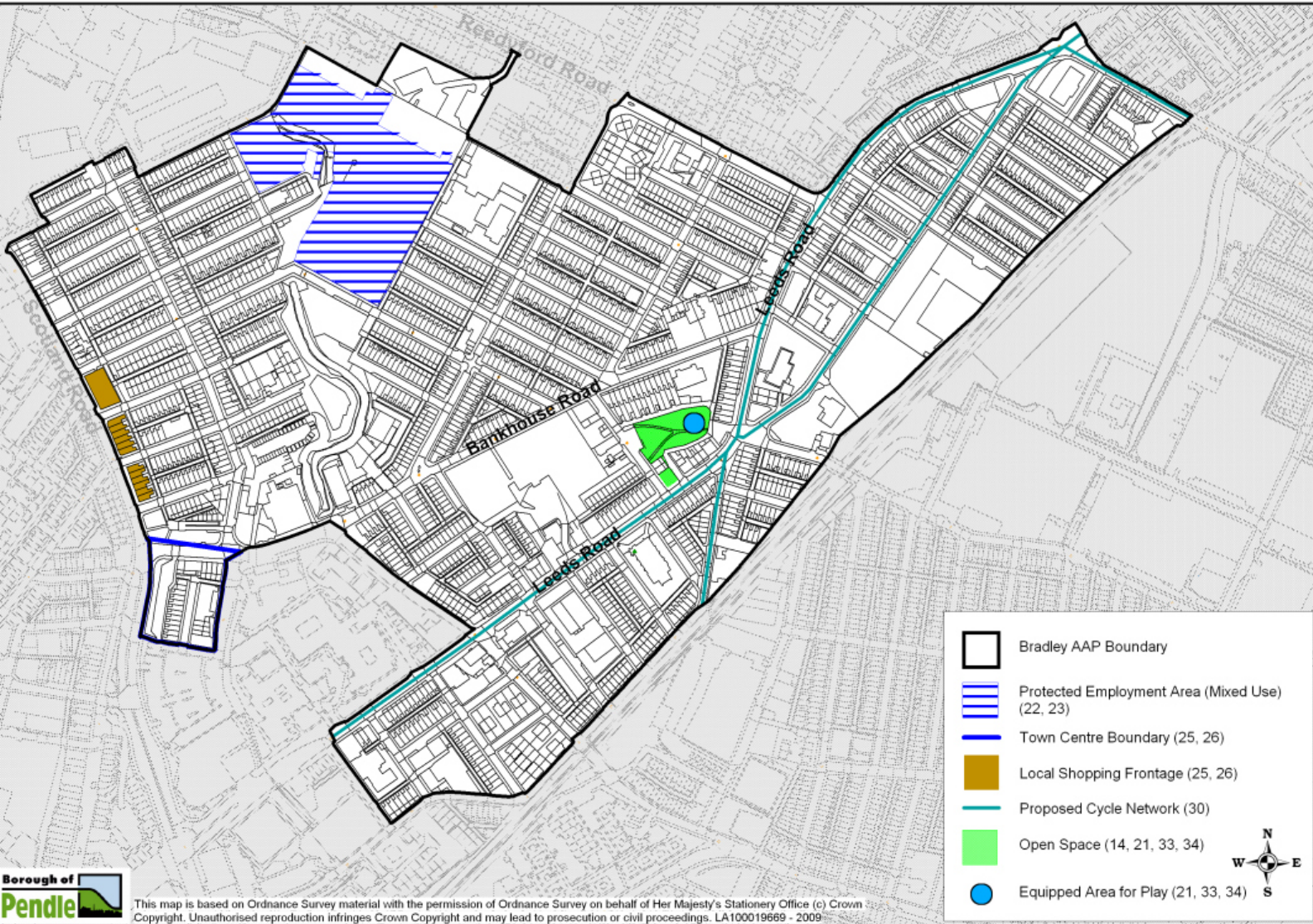
### 3 Replacement Local Plan Policies

Developers who wish to build on sites of 0.4 ha or more, irrespective of proposed use, will be expected to contribute to a Public Transport Improvement Fund. The accessibility questionnaire in Appendix 2: Car and Cycle Parking Standards will be used to identify those areas which have a deficiency in terms of public transport provision or those sites with inadequate public transport links. The fund could then be used to target those areas where there is a deficiency of public transport provision. The required funds will be negotiated with Lancashire County Council and will be administered by them as the Public Transport Co-ordinating Authority.

# Replacement Pendle Local Plan (2001-2016) Designations in the AAP boundary 4

## Appendix 4: Replacement Pendle Local Plan (2001-2016) Designations in the AAP boundary

### Existing Local Plan Designations in the AAP boundary





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### Appendix 5: Glossary

TERM	Abbreviation	Brief Description
<b>Affordable housing</b>	-	<p>Housing that is available to households whose needs are not met by the market i.e. at a cost that is low enough for them to afford, in relation to local incomes and house prices.</p> <p>There are three main types of affordable housing:</p> <ol style="list-style-type: none"> <li>1. Intermediate housing – priced above target rents but below open market levels. To make sure that rents paid by tenants remain affordable and that tenants in similar properties, in similar areas, pay similar rents, whether their landlord is a Council or a Housing Association, the Government set target rents that all properties in the public sector have to achieve by 2012. The target rent for each property was calculated using a set formula that took into account: the value of the property at a set date; its size in terms of the number of bedrooms; average earnings in the area; and its location.</li> <li>2. Social (rented) housing - provided by a landlord, where access is on the basis of housing need, with rents no higher than target rents.</li> <li>3. Key worker housing - a range of low cost housing options for public sector workers essential to the provision of quality public services.</li> </ol>
<b>Annual Monitoring Report</b>	<b>AMR</b>	Part of the Local Development Framework, the annual monitoring will assess the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being successfully implemented.
<b>Area Action Plan</b>	<b>AAP</b>	<p>A Development Plan Document that provides the planning framework for a specific location subject to conservation, or regeneration. A key feature is its focus on implementation.</p> <p>In Pendle AAPs will be used to support the delivery of the Housing Market Renewal programme.</p>
<b>Area Development Framework</b>	<b>ADF</b>	A ten to eleven year strategy for the regeneration of an area which identifies within it a number of priority action areas where the worst housing, social, economic and environmental problems are found.
<b>Biodiversity</b>	-	Derived from the term “biological diversity” it is most often used to refer to the number and variety of

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		plants, animals and micro-organisms found within a specified area (or ecosystem).
<b>Brownfield land</b>	-	Also referred to as previously developed land, or PDL for short. The term refers to land previously occupied by a permanent structure (excluding agricultural, or forestry buildings) and any associated fixed (surface) infrastructure. The term can also be applied to land occupied by under-used or vacant premises.
<b>Building for Life</b>	<b>BfL</b>	<p>An initiative which promotes design excellence and celebrates best practice in the house building industry. The Building for Life criteria are the measure by which design quality in new housing is assessed. They cover four main themes:</p> <ol style="list-style-type: none"> <li>1. Character.</li> <li>2. Roads, parking and pedestrianisation.</li> <li>3. Design and construction.</li> <li>4. Environment and community.</li> </ol>
<b>Climate change</b>	-	<p>A reference to significant long-term change in the 'average weather' conditions (temperature, precipitation and wind patterns) experienced in a particular area.</p> <p>These changes can be caused by external forces, such as variations in sunlight intensity, and more recently by human activities, in particular the consumption of fossil fuels.</p>
<b>Code for Sustainable Homes</b>	<b>CSH</b>	The Code measures the sustainability of a new home against categories of sustainable design, rating the 'whole home' as a complete package. The Code uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. The Code sets minimum standards for energy and water use at each level and, within England.
<b>Community Infrastructure Levy</b>	<b>CIL</b>	This is a standard charge decided levied on new developments by local authorities to reflect their impact on local services and amenities. It can be levied as a certain amount per dwelling or per square metre of development.
<b>Consultation Statement</b>	-	Demonstrates how each Local Development Document has been prepared in accordance with the requirements set out in The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.



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		<p>The statement should set out:</p> <ul style="list-style-type: none"> <li>• which bodies and persons were invited to make representations under Regulation 25 (Regulation 26 for the Statement of Community Involvement);</li> <li>• how these bodies and persons were invited to make such representations;</li> <li>• a summary of the main issues raised by those representations; and</li> <li>• how those main issues have been addressed in the LDD.</li> </ul>
<b>Core Strategy</b>	<b>CS</b>	<p>The key document in the new Local Development Framework (LDF). The Core Strategy establishes the key elements for planning in the Pendle area and sets out:</p> <ul style="list-style-type: none"> <li>• a spatial vision and strategic objectives;</li> <li>• a spatial strategy;</li> <li>• core policies; and</li> <li>• a framework for monitoring and implementation.</li> </ul> <p>The Core Strategy must be kept up to date and all other Development Plan Documents must be in conformity with it.</p>
<b>Development Plan</b>	-	<p>Development plans are statutory documents, which contain planning policies and site specific allocations and proposals to guide the nature and location of development in a particular area.</p> <p>In Pendle the Development Plan currently comprises the Regional Spatial Strategy, which provides strategic locational guidance; the Pendle Local Plan, which expresses locally specific planning policy guidance and advice for developers; and Development Plan Documents included in the Lancashire Minerals and Waste Local Plan.</p> <p>Under the new planning system Local Plans are to be replaced by a Local Development Framework (LDF). As such the Development Plan for Pendle will eventually contain the Regional Spatial Strategy and Development Plan Documents from the new Pendle LDF and the Lancashire Minerals and Waste LDF.</p>
<b>Development Plan Document</b>	<b>DPD</b>	<p>Theses are statutory planning documents, which contain the key policies used to control development in the Borough. Those that local planning authorities</p>

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		<p>are required to prepare include the Core Strategy, site-specific allocations of land and, where needed, area action plans. A proposals map, which illustrates the spatial extent of policies must also be prepared and maintained to accompany all DPDs.</p> <p>DPDs form part of the Development Plan and are, therefore, a primary consideration in decisions on a planning application, unless material considerations indicate otherwise. As such they are subject to rigorous consultation procedures, sustainability appraisal and independent examination. DPDs can only be adopted once the inspector appointed by the Government to oversee the examination has issued his / her binding report.</p>
<b>Elevate</b>		East Lancashire Housing Market Renewal Pathfinder Initiative (Elevate) delivering the Housing Market Renewal Programme in Pendle (amongst other East Lancashire Districts i.e. Blackburn, Burnley, Rossendale and Hyndburn).
<b>Evidence Base</b>	-	The body of information and data prepared or collated by a local planning authority to help justify the soundness of the policy approach set out in its Local Development Documents.
<b>Flood Risk Assessment</b>	<b>FRA</b>	Issues of flooding and the location of development have become a significant issue in recent years, particularly following major UK flooding events in the late 1990's. The Environment Agency are now consulted on a Statutory basis over applications where flooding may be an issue. This is not just in coastal locations, but also low lying land in the vicinity of streams and rivers, and land where ground water levels are close to the surface and flooding occurs after heavy rain. In circumstances where the Environment Agency consider there is a risk of flooding they may require a Flood Risk Assessment to accompany any planning application. Planning Policy Guidance Note PPG25 provides further guidance.
<b>Home Zone</b>	-	A home zone is a street or group of streets designed primarily to meet the interests of pedestrians and cyclists rather than motorists, opening up the street for social use. Legally, neither pedestrians nor vehicles have priority, but the road may be reconfigured to make it more favourable to pedestrians. For example, traffic calming features, benches, play areas or parking bays may be introduced.

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<b>Housing Market Renewal</b>	<b>HMR</b>	The process of coordinating public sector intervention to help sustain areas where housing market failure is evident – i.e. there is low demand for housing and high levels of abandonment.
<b>Housing Trajectory</b>	-	The main purpose of a housing trajectory is to support the forward planning process by providing a progress report comparing past performance on housing supply to future rates of supply as anticipated by the local planning authority. The housing trajectory can be found in the local authorities Annual Monitoring Report.
<b>Index of Multiple Deprivation</b>	<b>IMD</b>	The Index of Multiple Deprivation 2007 combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation. As with the 2004 indices, the Indices of Deprivation 2007 have been produced at Lower Super Output Area level, of which there are 32,482 in the country.
<b>Infrastructure</b>	-	Collective term for the basic services necessary for development to take place i.e. transport, electricity, sewerage, water, education and health facilities.
<b>Inspector's Report</b>	-	A report issued by an Independent Planning Inspector regarding the planning issues debated at the independent examination of a development plan or a planning inquiry. Reports into DPDs will be binding upon local authorities.
<b>Issues and Options</b>	-	The “pre-submission” consultation stage on DPDs with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.
<b>LiDAR</b>	<b>LiDAR</b>	LiDAR (Light Detection and Ranging) is high accuracy, high resolution elevation data derived from airborne sources. A laser is used to measure the distance between the aircraft and ground and between the aircraft and the vegetation canopy or building tops.
<b>Local Development Document</b>	<b>LDD</b>	<p>The collective term for Development Plan Documents (DPD), Supplementary Planning Documents (SPD) and the Statement of Community Involvement (SCI).</p> <p>Together they help to deliver the spatial planning strategy for the area, and may be prepared jointly with other local planning authorities.</p>

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<b>Local Development Framework</b>	<b>LDF</b>	<p>The term used to describe the collection of documents that outline how planning will be managed in the local area.</p> <p>The LDF will eventually replace the Pendle Local Plan.</p>
<b>Local Development Scheme</b>	<b>LDS</b>	<p>Sets out the timetable for the production of all the documents that will form part of the new LDF for Pendle.</p> <p>The LDS must be agreed with Government.</p>
<b>Local Plan</b>	-	Document identifying detailed proposals for the protection and use of land in a local area. It consists of a Written Statement and a Proposals Map. It is used as the basis for development control decisions and to help co-ordinate new development. Local plans are to be phased out and replaced by a Local Development Framework.
<b>Local Transport Plan</b>	<b>LTP</b>	A bidding document to help secure funding for local transport projects. Lancashire County Council is responsible for preparing the Lancashire Transport Plan.
<b>Local Strategic Partnership</b>	<b>LSP</b>	A non statutory body of public, private, community and voluntary sector organisations working together to support one another so that they can help improve service delivery and deliver a better quality of life for local residents. The key goals of the LSP are set out in the Sustainable Community Strategy. The LSP for Pendle is known as Pendle Partnership.
<b>Masterplan</b>	-	A Masterplan is used to plan major changes in detail within a specific area with a timescale of several years. It aims to create a shared vision for an area which avoids piecemeal change and includes all parties involved within the area.
<b>Open Space</b>	-	The term used to describe all areas of public value, including not just land, but also areas of water, which offer opportunities for sport and recreation, or act as a valuable visual amenity or haven for wildlife.
<b>Pathfinder</b>	-	This is the name for specific areas identified as a priority for the Housing Market Renewal initiative.
<b>Pendle Partnership</b>	-	This is Pendle's LSP (See Local Strategic Partnership)
<b>Planning Policy Guidance note</b>	<b>PPG</b>	A series of notes setting out the Government's national policies for land use on a wide range of different planning issues. Due weight must be given to them when considering individual planning

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		applications as they are a material factor in their determination. PPGs are gradually being replaced by Planning Policy Statements.
<b>Planning Policy Statement</b>	<b>PPS</b>	<p>Prepared by the Government to outline national planning policy on a wide range of planning issues. In order to provide greater clarity than the Planning Policy Guidance notes that they will eventually replace, they will exclude advice on practical implementation, which is better expressed as guidance rather than policy.</p> <p>The contents of a PPS must be taken into account in the preparation of the Local Development Framework.</p>
<b>Preferred Options</b>	-	The “pre-submission” consultation stage on DPDs with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.
<b>Preferred Options Document</b>	-	Produced as part of the preparation of Development Plan Documents, and is issued for formal public participation as required by old Regulation 26( now regulation 25 - consideration of reasonable alternatives).
<b>Previously Developed Land</b>	<b>PDL</b>	Brownfield land.
<b>Priority (Action) Areas</b>	-	Areas which have been identified and recommended by consultants to be where projects to tackle housing problems should be focused.
<b>Proposals Map</b>	-	Map of the district, using an Ordnance Survey base to illustrate the spatial implications of the policies and proposals contained in the other Development Plan Documents. The map defines sites where particular developments or land uses are favoured, or those areas that are protected from development. Detailed inset maps are used where additional clarity is required.
<b>Public Realm</b>	-	The following definition of Public Realm is used by the ODPM in Living Places: Caring for Quality (January 2004): Public Realm relates to all those parts of the built environment where the public has free access. It encompasses: all streets, squares, and other rights of way, whether predominantly in residential, commercial or community / civic uses; the open spaces and parks; and the ‘public / private’ spaces where public access is unrestricted (at least during daylight hours). It includes the interfaces with key internal and private spaces to which the public normally has free access

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<b>Regional Spatial Strategy</b>	<b>RSS</b>	<p>Formerly known as Regional Planning Guidance (RPG13), this sets out a broad development strategy for the region over a 15-20 year period. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.</p> <p>The RSS is prepared by the Regional Planning Board, now known as 4NW. Together with the Local Development Framework, the RSS will make up the statutory Development Plan for Pendle.</p>
<b>Registered Social Landlord</b>	<b>RSL</b>	Independent, not-for-profit private sector organisations providing social housing. Replaced the term Housing Association in the Housing Act 1996.
<b>Renewable Energy</b>	-	An energy resource that is replaced rapidly by natural processes and essentially cannot be exhausted. Examples include wind energy, solar energy and hydro-electric power.
<b>Secured by Design</b>	<b>SBD</b>	A Police initiative supporting the principles of designing out crime by the use of effective crime prevention and security standards for a range of applications.
<b>Site specific allocations</b>	-	The allocation of land for particular uses within a Development Plan Document .
<b>Soundness</b>	-	The term means founded on a robust and credible evidence base and the most appropriate strategy when considered against the reasonable alternatives. The DPD should be justified, effective and consistent with national policy. For something to be sound is must also be deliverable, flexible and able to be monitored.
<b>Spatial</b>	-	Although often used instead of the term 'geographic', it has a much broader meaning in that it refers to an in depth understanding of the position, area and size of features in a particular location, and the relationship that this place has with other locations.
<b>Spatial planning</b>	-	Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in a particular area. It goes beyond traditional land use planning, in that it brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.



## 5 Glossary

		This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
<b>Specific consultation bodies</b>	-	<p>The Regulations require local planning authorities to consult <b>each</b> of the 'specific consultation bodies', to the extent that they consider that the proposed subject matter affects the body, in the preparation of documents that will form part of the Local Development Framework.</p> <p>The list of specific consultation bodies is identified in the regulations, but includes organisations such as major government departments and regional agencies, neighbouring local authorities, parish councils in and adjacent to the borough and infrastructure providers.</p> <p>General consultation bodies</p>
<b>Statement of Community Involvement</b>	<b>SCI</b>	<p>Sets out how a planning local authority (e.g. Pendle Council) intends to consult the public and selected organisations in the preparation, alteration and continuing review of all Local Development Documents and development management decisions. It explains how people and organisations can get involved in the preparation of new planning policy and how they will be consulted on planning applications.</p> <p>The SCI is no longer subject to independent examination but is still part of a comprehensive approach to engagement.</p>
<b>Super Output Area</b>	<b>SOA</b>	SOAs are a unit of geography used in the UK for statistical analysis
<b>Supplementary Planning Document</b>	<b>SPD</b>	Cover a range of thematic or site specific issues in order to provide additional information and guidance that expands on the policies contained in 'parent' Development Plan Documents. They do not form part of the statutory Development Plan and cannot be used to allocate land or introduce new planning policies (Development Plan Document). Although SPDs go through public consultation procedures and sustainability appraisal, they are not subject to independent examination.

## Glossary 5

		SPDs will replace existing Supplementary Planning Guidance.
<b>Sustainability Appraisal</b>	<b>SA</b>	The process of assessing the policies and site allocations in a Development Plan Document, for their global, national and local implications on social, economic and environmental objectives.
<b>Sustainable Community Strategy</b>	<b>SCS</b>	This is a community document prepared by Pendle Partnership, the local strategic partnership for the borough. It sets out the strategic vision for the area and provides a vehicle for considering how to address difficult issues such as the economic future of an area, social exclusion and climate change.
<b>Sustainable Development</b>	-	<p>Various definitions of sustainable development have been put forward over the years, but that most often used is the Brundtland definition: enabling development that meets the needs of the present without compromising the ability of future generations to meet their own needs.</p> <p>Planning seeks to promote sustainable development by helping to achieve a balance between economic growth, social advancement and environmental conservation.</p>
<b>Sustainable Urban Drainage System</b>	<b>SUDS</b>	A sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques.
<b>Transitional Arrangements</b>	-	Government regulations describing the process of preparing development plans begun before, and to be completed after, the Planning and Compulsory Purchase Act 2004. It includes existing “saved” Unitary, Structure and Local plans until new Local Development Documents are adopted.

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