

Statement of Community Involvement

Pendle Rise Shopping Centre, Broadway, Nelson

On behalf of PenBrook Developments Ltd.

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Appendix 1 – Copy of Leaflet

1. Introduction

- 1.1. This Statement of Community Involvement has been prepared in support of a full planning application submitted by PenBrook Developments Ltd (Penbrook) for the demolition of the existing shopping centre and redevelopment for retail use including access, car parking and landscaping at Pendle Rise Shopping Centre, Nelson.
- 1.2. Penbrook is a Joint Venture between Pendle Borough Council and their development partner Brookhouse Group.
- 1.3. This Statement sets out how the Applicant has engaged with the local community and other key stakeholders, summarises the key issues that have emerged to date, and outlines how the final scheme has responded to these comments.
- 1.4. Following this introductory section, this report is structured as follows:
 - **Section 2** sets out the national and local policy context for public consultation;
 - **Section 3** outlines the approach taken to public consultation;
 - **Section 4** provides a summary and analysis of the consultation responses received; and
 - **Section 5** provides the overall conclusions of the public consultation exercise.

2. Public Consultation Policy Guidance

- 2.1. Pre-application consultation is an essential element of the planning and development process. It is about engaging with local communities, stakeholders, groups, and organisations with the aim of shaping a proposal so that the subsequent application takes into account, as far as is appropriate and possible, local views and opinions. The importance of public consultation is reflected in both national and local planning policy.

National Planning Policy

- 2.2. Paragraph 39 of the 2021 NPPF notes how early engagement has significant potential to improve the efficiency and effectiveness of the planning system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community.

- 2.3. Paragraph 40 later notes how local authorities:

“...should also, where they think this would be beneficial, encourage any applicants who are not already required to do so by law to engage with the local community and, where relevant, with statutory and non-statutory consultees, before submitting their applications”

Pendle Borough Council Statement of Community Involvement (SoCI)

- 2.4. Recent changes to Government legislation and national planning guidance, along with advances in social media (e.g. Facebook and Twitter) mean that Pendle Council's SoCI needed to be updated. The Council's Policy and Resources committee approved the updated SoCI on Thursday 22nd September 2022.
- 2.5. Section 3 of the report discusses the Council's approach which includes highlighting the importance of early engagement with communities by encouraging people to participate in all aspects of the planning process, including the preparation and examination of planning policy documents, and in consideration of planning applications.
- 2.6. Section 4 outlines the role of the Development Management team in making decisions and recommendations on planning applications. This includes making a commitment to both informing and engaging with the wider community when decision-making, but simultaneously balancing this with a time and cost-effective approach.

3. Public Consultation

- 3.1. The redevelopment of Pendle Rise Shopping Centre has been in the pipeline for several years and formed a key element of the wider Nelson Masterplan which was commissioned by the Council in 2019 and adopted in December 2021, following extensive public consultation and several stakeholder events.
- 3.2. The Masterplan formed the basis for the Town Board securing £25m of funding under the Nelson Town Deal programme to deliver its strategic vision for regenerating the wider Town.
- 3.3. The current consultation is a continuation of this process, but focussed on the regeneration of Pendle Rise shopping centre itself.

Pre-Application Consultation

- 3.4. The application has been subject to extensive pre-application consultation given it is a joint venture between the Council and Brookhouse, so this has involved dialogue and meetings with both the Council's planning and estates departments as well as the Town Board.
- 3.5. A planning pre-application meeting took place with the Council on 9th February 2023 and has been followed with email and telephone correspondence to agree the validation requirements for the application, submission timescales, and the scope of the public consultation exercise as expanded on below.

Public Consultation

- 3.6. In terms of public consultation for the current application, it was agreed that an online consultation was the most suitable method, to follow the extensive consultation and in-person stakeholder events that have already taken place on the wider Nelson Masterplan in recent years (as described above).
- 3.7. This online consultation comprised a website (<https://www.pendleriseredevelopment.com>), which provide details of the site and proposed development, including:
 - Site location and context plan;
 - Photographs of the existing shopping centre;
 - Concept plan;
 - Indicative layout and levels; and
 - Three options for the building design/ elevational treatment.
- 3.8. The website also provided an expected timeline for the development, before inviting comments and feedback via a dedicated email address, and postal address.
- 3.9. This online consultation formally ran from **Wednesday 15th March to Sunday 26th March**, however the website is still live and we will be accepting comments right up to when the application is submitted, to ensure it has been a comprehensive exercise.

- 3.10. The website was advertised via a consultation leaflet to the surrounding residents and businesses, which contained some high level information on the site and proposed development with a link to the website.
- 3.11. Whilst a single individual criticised the distribution of the leaflets, the catchment area for the leaflet distribution was agreed with the Council in advance and is based on the designated Town Centre boundary in the adopted Local Plan, containing a total of 412 addresses, including a mix of residential and business uses. The applicant considers this to be a reasonable and robust approach to publicity. This catchment is set out below:

Figure 1 – Consultation Area Boundary



- 3.12. A copy of the leaflet was also sent by email to 22 local councillors and stakeholders, including:
- Bradley Ward Councillors;
 - Whitefield and Walverden Ward Councillors;
 - Nelson Town Board Members; and
 - Nelson Town Council Members.
- 3.13. This section has demonstrated that comprehensive consultation has been undertaken on these proposals, building on the earlier Nelson Masterplan; with the next section setting out the feedback received.

4. Analysis of Public Consultation

- 4.1. In respect of the leaflet drop, of the 412 consultation leaflets issued, 54 (13%) were returned as underdelivered, likely reflecting the number of vacant premises within the Town Centre.
- 4.2. The website has experienced a high level of engagement during the formal consultation period with over 1,400 site sessions and 1,284 unique visitors, spending an average of 6 minutes 49 seconds on the website. Engagement has reduced since the 26th March, but is still averaging over 14 unique visitors a day, spending an average of over 10 minutes on the website, generating approximately 1,600 site sessions and 1,425 unique visitors in total.
- 4.3. This confirms that the online consultation has been well publicised and has received a good level of engagement from the local community.
- 4.4. In terms of email responses, we received a total of 20 responses, including 2 from councillors. These are summarised in the table below.
- 4.5. Overall the comments have been supportive of the principle of the development, with few concerns raised around the size, principle, scale, or location. Indeed the majority of comments relate to matters of detail which were still being developed at the time of the consultation but are addressed in the final submission.
- 4.6. The relatively low number of comments compared to the high level of engagement with the website, also suggests a low amount of opposition to the scheme, as people with strong concerns or objections to schemes are generally more likely to respond to such consultation exercises, than those who are supportive or ambivalent.
- 4.7. Overall this demonstrates a good level of awareness and support for the proposals which has evolved over several years through the Nelson Masterplan process and this application process.
- 4.8. The table below documents details of the issues raised and a response in terms of how the design team has sought to address these within the final layout/ scheme.

Figure 2 – Consultation Response Summary Table

Summary of response	Response
Size of Retail Units <ul style="list-style-type: none"> Should have more space for smaller independent retailers. Very large units should be occupied fully and preferably by national brands. A focus on small independent retail units and boutiques is the way forward. We need some high street stores and no more take aways. 	<p>Since the consultation, a total of 6 smaller units have been included on the indicative layout (alongside the foodstore and 3 larger retail units). These could cater for the smaller retailers who wish to be relocated on the development. The mix of different unit sizes will provide variety and interest</p>

<ul style="list-style-type: none"> - There are no valid empty retail units in the town trading area, i.e. Manchester Street, so where do the small independents go? Even shops like Specsavers and Greggs do not need 7,500 or 10,000 sq ft. With the large anchor stores having nowhere to go, this project would actually do more harm than good. 	<p>and help the development to blend in with the mixed character of the wider Town Centre.</p>
<p>Amenity Facilities</p> <ul style="list-style-type: none"> - There are no amenities for families in the town centre. Apart from the Wavelengths leisure centre and swimming pool, there is for example – no cinema, bowling alley, children's indoor play activity centre, food court, arcade, indoor golf etc. - Potential for cafes, restaurants, butchers, clothing shops, green grocers, even a gaming arcade would be good or indoor play area for children. - Consider a small soft play area and place to meet for coffee to encourage young families back into the centre. - Need something social for the public such as an indoor bowling and a cinema. - Would visit the retail centre if it offered somewhere attractive to eat-preferably an independent cafe/restaurant/coffee shop/tearoom. I would also visit if it had an indoor play area for young children. - Nelson was a thriving market town, with a busy cinema, thriving markets and entertainment. This is what is needed to come back. - Should include ground floor shops, 1st floor children's entertainment zone and a new gym, swimming pool facility and the 3rd floor with a cinema, bowling alley with bar and cafes. Also, an open area for outside events too. - Should factor in a permanent indoor market to replace the one lost. 	<p>The proposed development will include outdoor amenity spaces to cater for visitors to the site. This will include for spaces to socialise and rest.</p> <p>The proposals have been designed to be flexible to allow a range of retail and leisure uses to occupy the proposed units, subject to operator interest. Therefore the scheme could deliver a coffee shop, restaurant, gym etc.</p>
<p>Brands</p> <ul style="list-style-type: none"> - Big brand names should be reintroduced. - New plans look ambitious and exciting the area will only be improved if some big-name retail outlets are willing to come (other than fast food outlets and charity shops) to entice folk to come to shop. - Need branded stores. 	<p>There have been discussions with larger brands to occupy the larger retail unit, and the scheme has been designed to meet modern operator requirements to attract a mix of national brands and independent businesses.</p>

<p>Rentals</p> <ul style="list-style-type: none"> - Rents need to be set to encourage small independent shops to be established in the smaller units. 	<p>Rental rates are not subject to planning control and will be subject to standard commercial negotiation at the time of occupation.</p>
<p>Proposed Food Retail Unit</p> <ul style="list-style-type: none"> - There are existing food retailers located just over 1 mile from the town centre – don't see how a new one is required? - As for the 'Food Unit' more information is needed. As the town already has too many food outlets even before the new McDonalds opened. - I hope that prior to creating the large supermarket space, that there is a tenant lined up. This will be a big space to fill and will likely be the anchor to the scheme. - I would hope that the new retail units would be for the whole community. Perhaps an Aldi would be welcome. 	<p>The food retail unit will contain a foodstore rather than a restaurant. This use has been determined from previous consultation events as part of the Nelson Masterplan and Town Board Deal.</p>
<p>Design Comments</p> <ul style="list-style-type: none"> - Should be a modern 3 floor L/ U shape building with glass finishes. - Like that it opens up the town centre and the height of the buildings are lower – bringing in light. - The new building frontage would have to be glass fronted as much as possible to bring the lighting out which is more of a consideration for autumn/winter months. - Favourite design is the wooden effect. - I like the simplicity of Option A. The Arndale was a modernist scheme that dated quickly, so it would be good to have the design be something that will age better or something which can be changed (reclad) easily. - Better lighting is needed across the development for winter. 	<p>This application has gone through numerous design consultations with the development team and the Council and has taken account of consultee feedback where possible. The final layout is based on Design Option A, in response to feedback from the consultation and wider stakeholder feedback; lighting will also be given careful consideration and addressed through planning condition.</p>
<p>Design Comments – Character</p>	<p>The initial proposals presented in the online consultation were quite high level, which may have given the impression of a more generic retail park. However the final layout</p>

<ul style="list-style-type: none"> - The proposed designs do give a feel of characterless retail park and on looks a little like Deepdale Retail Park in Preston rather than a town centre development. - Nelson Town Centre needs to set itself apart from its larger and more popular neighbour, Burnley. - The danger is that there will be no heart of focal point for the town. 	<p>and application pack (including a Landscape Masterplan) has taken account of consultee feedback where possible to create a more bespoke scheme, with smaller units, more active frontages and public realm and landscaping that complements the existing Town Centre.</p>
<p>Car Parking</p> <ul style="list-style-type: none"> - Too many car parking spaces. Needs to be decreased to maybe 60-70. Most people walk to the town centre for shopping. +100 car park spaces is suitable for longer term stays. - Of the current proposals I am in favour of the increased parking facilities, although I do think 142 parking spaces is a little too much. I'm not sure it's ever going to get that busy. - Provide a 2-storey car park in the Old Wavelengths site. - I like the car park proposal and think locals will like the fact that parking is so central. 	<p>The level of proposed parking has been worked up in dialogue with the Council, local highway authority, and commercial operators to ensure a deliverable and viable scheme that meets all the relevant requirements.</p> <p>Detailed matters around parking and transport infrastructure will be addressed through the application process in dialogue with the local highway authority.</p> <p>The Wavelengths site is outside the red line of the current application.</p>
<p>Traffic</p> <ul style="list-style-type: none"> - Need to address the extra traffic the proposal will create along with the new McDonalds traffic or Nelson will become even more clogged up. Maybe removing the loading bay and parking sections outside the bus station would help with the flow of traffic. - Improve other local roads first and reduce traffic congestion. 	<p>The application is supported by a Transport Assessment which confirms that the proposals can be accommodated without any material impacts on the local road network. Detailed matters around parking and transport infrastructure will be addressed through the application process in dialogue with the local highway authority.</p>

	<p>The applicant is also mitring the development proposals with those of 'Accessible Nelson', a scheme by other parties designed to improve connectivity around the town centre; we understand this will be delivered in a similar timeframe.</p>
<p>Green Space</p> <ul style="list-style-type: none"> - There is no green open space, plants/trees/flower bedding. It just appears to be designed to look like a standard 'out of town' retail park. - Please consider ensuring there is enough green space, I like the idea of a town square, keeping it green and using the wood design shown on the 3 options. 	<p>The application is supported by a detailed Landscape Masterplan which has taken account of consultee feedback where possible to create a more bespoke scheme for the Town, complementing existing landmarks and public realm with new planting etc.</p>
<p>Heritage</p> <ul style="list-style-type: none"> - Don't remove the clock. - It would be good to see some feature points stay – like the clock and the Weavers Shuttle. - The design should be focused on the towns rich and iconic history. 	<p>The existing clock tower and Weavers Shuttle sculpture are outside the application red line and will not be affected by the proposals. In fact the proposals have been designed to complement and enhance these existing features and the wider Towns history.</p>
<p>General – residential</p> <ul style="list-style-type: none"> - More flats within the town centre would be good as people living the in the town centre will use the town centre. 	<p>The extensive consultation on the Nelson Masterplan over several years, has confirmed that this site is more suited to a retail. Commercial led development, with other areas being more suited to residential.</p>

5. Conclusion

- 5.1. This Statement of Community Involvement has been prepared in support of a planning application submitted by PenBrook Developments Ltd (Penbrook) for redevelopment of the Pendle Rise Shopping Centre in Nelson.
- 5.2. This statement confirms that the proposals have been the subject of extensive consultation, including pre-application meetings and dialogue with various Council Officers and departments, and an online public consultation exercise with the local community during March 2023 that builds on previous stakeholder events and work undertaken to support the Nelson Masterplan between 2019 and 2021.
- 5.3. The online consultation was publicised through a leaflet drop to over 400 addresses within Nelson Town Centre and has had a high level of engagement generating approximately 1,600 site sessions and 1,425 unique visitors in total since 15th March.
- 5.4. This in turn has generated a total of 20 email responses which have been largely supportive, although some have raised issues and queries on detailed matters, and these issues are summarised within this statement, along with the design teams response in terms of how they have been accounted for in the final development scheme.
- 5.5. Amendments to the final scheme arising from the consultation process include the addition of smaller units to the north and south of the development to provide more active frontages and opportunities for smaller independent businesses; and proceeding with the wooden effect option for elevational treatments
- 5.6. Overall this demonstrates a good level of awareness and general support for the proposals which have evolved over several years through the Nelson Masterplan and this application process, whilst several of the detailed comments and requests have been picked up in the final scheme, responding to feedback from local residents, councillors and other stakeholders.
- 5.7. Accordingly the proposals align with the requirements of Pendle's updated Statement of Community Involvement (September 2022) as well the relevant national guidance.



Appendix 1 – Copy of Public Consultation Leaflet

PendleRise Redevelopment

Penbrook Developments are proud to announce their proposals to redevelop the Pendle Rise Shopping Centre in the centre of Nelson.

Penbrook is a Joint Venture between Pendle Borough Council and their development partner Brookhouse, with the scheme forming a key part of the wider regeneration of Nelson and the associated Town Deal.

A full planning application is being prepared which seeks to demolish the existing shopping centre and replace it with modern retail units, car parking and landscaping. Before the application is submitted, we are calling on the residents and businesses of Nelson to help shape

the scheme, through a public consultation which will be running from;

Wednesday 15th to Sunday 26th March.

Please turn over for an overview of the plans and how to have your say.

For detailed information, please visit our consultation website:

www.pendleriseredevelopment.com



TheSite

The site is located in the heart of Nelson Town Centre, just north of the train and bus stations, and is bound by Leeds Road and Manchester Road to the north, and the A682 to the east and south. The Pendle Rise Shopping Centre was built in the 1960s but the facilities are now dated and no longer fit for purpose, with several units lying empty.

TheProposals

Penbrook's proposals will deliver:

- Around 55,000sq ft of new retail development creating a range of units to suit local independents or national retailers, including a foodstore;
- Around 150 much needed parking spaces for the Town Centre, including electric vehicle charging;
- Enhanced public realm through new planting and landscape features;
- New pedestrian routes through the site, improving connectivity with the wider Town Centre and transport hubs.



WhatHappensNext

The current timeline for the proposals is as follows:

- Consultation - March 2023
- Submission of application - April 2023
- Determination - Summer 2023
- Discharge of conditions prior to commencing development - 2024

PublicConsultation

Your views are important to us and we want you to help us create a scheme that the whole community can be proud of. Our public consultation runs from;

Wednesday 15th to Sunday 26th March

Please take the opportunity to have your say. Get in touch and tell us what you think by visiting our consultation website and virtual exhibition at:

www.pendleriseredevelopment.com

Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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