

2 New development

New development

2.1 This section provides guidance on how new development can be successfully accommodated within and adjacent to conservation areas.

Issue	Aim	Page Number
General principles	Proposals for new development should always seek to preserve or enhance the character of the conservation area. Proposals should be developed taking into consideration the context of the conservation area and the buildings within it.	12
Local character and distinctiveness	New development should consider and respect local character and distinctiveness, as appropriate to each conservation area	13
Settlement pattern and urban grain	New development should respect the existing settlement pattern and urban grain	14
Building line	New development should normally respect the building line set by existing frontages	15
Groups of buildings	New development should demonstrate a relationship to existing groups of buildings, or take an opportunity to create new groups	16
Scale, proportion, height and massing	New development should respect the scale, proportion, height and massing of surrounding buildings	16
Roofscape and skyline	New development should preserve or enhance the characteristic skyline of an area	17
Building materials and architectural detailing	New development should use good quality and predominantly natural building materials, be well detailed, and respect local architectural detailing and styles	18
Views and vistas	New development should protect and enhance valued views and vistas	23
Open spaces and the natural landscape	Where open space and natural landscape forms a valuable part of a conservation area or its setting, the benefits of any new development should be assessed against the objective of preserving or enhancing the character of the conservation area	23
Landscaping	All new development in conservation areas should be appropriately landscaped	25
Conservation area setting	New development should not adversely affect the setting of a conservation area	26

New development 2

Issue	Aim	Page Number
Land use mix and activities	The loss of land uses that are significant contributors to character and appearance in conservation areas will be resisted, as will the introduction of new uses considered harmful to the character	26
Housing Market Renewal	Housing Market Renewal initiatives within conservation areas must contribute to the character and appearance of those areas by incorporating sensitive and high quality design	27
Affordable housing	Where new affordable housing is proposed in conservation areas, imaginative design solutions and high quality materials will be sought which respect the context and character of the area.	27
Employment buildings	Where new buildings for employment purposes are proposed in conservation areas, imaginative and high quality contemporary design solutions will be sought which enhance their surroundings	28
Agricultural buildings	New agricultural buildings should be carefully sited and designed to ensure that the character and appearance of the conservation area is maintained	29
Telecommunications development	Preference should be given to sharing existing telecommunications equipment, wherever possible. Where new equipment is needed care should be taken to site it in locations where it blend well into the landscape or townscape	30
Outdoor advertising	Special care is needed to ensure that outdoor advertising preserves or enhances the character or appearance of a conservation area	31
Inclusive design	New development should allow inclusive access for all, whilst ensuring that the character and appearance of an area is not harmed	31
Designing for crime prevention	New development should incorporate measures to reduce crime, whilst ensuring the character or appearance of an area is protected	32
Archaeology	Development proposals should fully consider the possible implications for archaeological remains	33
Sustainable building and climate change	New development in conservation areas should contribute to a sustainable future for the Borough	34

2 New development

General principles

- **Proposals for new development should always seek to preserve or enhance the character of the conservation area.**
- **Proposals should be developed taking into consideration the context of the conservation area and the buildings within it.**

2.2 Some conservation areas include ‘gap sites’, or buildings that make no positive contribution to, or indeed detract from, the character or appearance of the area. Their replacement should be a stimulus to imaginative high quality design, and seen as an opportunity to enhance the area. What is important is not that new buildings should directly imitate earlier styles, but that they should be designed with respect for their context, as part of a larger whole which has a well established character and appearance of its own. English Heritage and CABE have set out the following criteria in their document *‘Building in Context – new development in historic areas’*⁽³⁾:

- The best buildings in historic areas result from a creative dialogue between architects, clients, local planning authority and others; pre-application discussions are essential.
- Difficult sites should generate good architecture, and are not an excuse for not achieving it.
- With skill and care, it is possible to accommodate large modern uses within the grain of historic settings.
- Sensitivity to context and the use of traditional materials are not incompatible with contemporary architecture.
- High-density housing does not necessarily involve building high or disrupting the urban grain and it can be commercially highly successful.
- Successful architecture can be produced either by following historic precedents closely, by adapting them, or contrasting with them.
- In a diverse context a contemporary building may be less visually intrusive than one making a failed attempt to follow historic precedents.

2.3 A successful development will:

- Relate well to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through or around it;
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods which are as high in quality as those used in existing buildings;
- Create new views and juxtapositions which add to the variety and texture of the setting.

2.4 *Planning Policy Statement 1: Delivering Sustainable Development*⁽⁴⁾ underlines the importance of good design in securing high quality, inclusive, safe and sustainable developments that show respect for their surroundings and context. Design should

3 English Heritage/CABE (2001): Building in Context - New Development in Historic Areas

4 Office of the Deputy Prime Minister (2005): Planning Policy Statement 1 (PPS1): Delivering Sustainable Development

New development 2

take the opportunities available for improving the character and quality of an area and the way it functions. This key test applies to all development proposals, and the following guidance will assist in achieving this in conservation areas.

Local character and distinctiveness

- 2.5 New development should consider and respect local character and distinctiveness, as appropriate to each conservation area.**
- 2.6** There are some common elements of Pendle conservation areas which are immediately obvious, such as the local traditions of built form, materials and craftsmanship. These include the use of local stone in construction, very often with stone or blue slate roofs. In many areas the surrounding countryside provides a dramatic landscape setting which is enhanced by the tones, forms and textures of this strong vernacular style of building. These characteristics give Pendle's conservation areas their own distinct character and atmosphere.
- 2.7** Development proposals within conservation areas should therefore reinforce and strengthen local distinctiveness and character, as these are the very reasons why a conservation area has been designated. Designs should be site-specific and should respond to the specific challenges of each location. The various conservation areas of the Borough all demand an individual response if bland design is to be avoided. A common concern is that new development tends to look the same and does not reflect the area or buildings around it. Some architects or developers tend to adopt a particular style and use it consistently at the expense of local character. In order to avoid this problem, the things that make places special should be considered and used when planning new development.
- 2.8** In general, villages and towns have not developed in an uncoordinated way. Even settlements that have developed in an organic fashion and appear haphazard and picturesque will have an underlying structure, for instance a relationship to previous or existing land uses, topography, or growth along transport routes. New development in conservation areas should respond positively to this context. This should include looking at street pattern, building scale and form, proportion and fenestration patterns, so creating an appropriate density, layout and building design that improves the qualities of the local area.
- 2.9** This approach treats the heritage of our conservation areas not as a 'museum' but as a 'library'. The existing buildings of an area can be viewed as potential solutions in the continuing task of accommodating human needs in that place. Local forms of building that have proved most adaptable provide a basis for new designs that help to both maintain character and offer continued adaptability.

2 New development

- 2.10** **'Sense of place'** is a component of cultural identity, and is therefore important for a feeling of identification with a particular place or culture. Sense of place is an intensely personal response to the environment - social and natural - which we all experience in daily life. Conservation areas tend to be particularly good places for generating a sense of place, often due to their history and associations. A common example in Pendle would be a family association with the textile mills, which provided work for many local people in the past. Inappropriate development or demolition can have a detrimental impact on how conservation areas are perceived, thereby weakening their sense of place. Trees can also contribute to this, and their protection and retention as part of new development is therefore important.



Picture 2.1 Buildings such as textile mills can often create a strong sense of place

- 2.11** The Conservation Area Character Appraisals for each area will be essential tools for applicants for planning permission to use alongside the principles in this document.

Settlement pattern and urban grain

- 2.12** New development should respect the existing settlement pattern and urban grain.
- 2.13** The way that buildings are sited is called the settlement pattern or urban 'grain'. In effect it is the pattern or the arrangement and size of buildings and their plots in a settlement, and to what extent an area is densely developed or more open in character.



Picture 2.2 Typical Victorian urban development - Rows of terraces



Picture 2.3 Modern developments often have no distinguishing pattern which can erode the character of the area

New development 2

- 2.14** A way of ensuring that new development respects street patterns and built form is to look at the 'grain' of the conservation area. In many of the Victorian urban conservation areas, such as Whitefield or Lomeshaye, the grain is often a distinctive grid layout with tight terraced blocks. This type of layout enables good connections within the area, good natural surveillance and a clear sense of public and private space.
- 2.15** In the rural areas and smaller village settlements, such as Higham, Newchurch or Whitehough, the buildings often grew up around a land use such as farming, or the topography. The buildings are more organic in layout and plots tend to appear more 'scattered' throughout the settlement. The introduction of a rigid terraced layout in this context would therefore not be appropriate.



Picture 2.4 Rural areas often display a more organic layout

Building line

- 2.16** New development should normally respect the building line set by existing frontages.
- 2.17** Strong building lines can create a continuity of frontage and provide definition to streets and enclosure to outdoor spaces. This is especially important in areas where the terraced house predominates. Where a vacant plot exists in such areas, the character of the area would clearly be affected by development being set too far to the front of the plot or too far to the rear.
- 2.18** However in the more rural conservation areas such as Trawden or Southfield, development tends to be more organic, with settlements having grown up over many years. They can be either open in character, with sparsely scattered buildings, where it is partly this openness which creates the character of the area, or a tightly enclosed village set within the surrounding landscape. Clearly in these instances the placing of new buildings should respect this character, and very often building in a continuous straight line will not be appropriate.



Picture 2.5 A varied building line is often more appropriate for new development in rural areas

2 New development

Groups of buildings

- 2.19** New development should demonstrate a relationship to existing groups of buildings, or take an opportunity to create new groups.
- 2.20** Some buildings, as well as being important individually, were sometimes designed to be appreciated as part of a group, for instance a row of terraced houses. This group value can apply even to modest buildings. In designing new development there is an opportunity to use the built form to create new spaces, for example courtyards or squares that clearly define the buildings surrounding them and create a new group value. Good design will incorporate buildings that provide active and attractive frontages onto significant spaces or roads, with private garden space, car parking or service areas placed around the back or in a less prominent location. Design which 'turns its back' on public space or includes blank or 'dead' frontages will not normally be appropriate.

Scale, proportion, height and massing

- 2.21** New development should respect the scale, proportion, height and massing of surrounding buildings.
- 2.22** The scale, proportion, height and massing of proposed development in conservation areas should be carefully considered in relation to that of surrounding buildings and the area in general, to ensure that the character and appearance of the conservation area is not detrimentally affected.
- 2.23** The **scale** means the size of a building in relation to its function and surroundings. For instance, in rural conservation areas many buildings are usually relatively small in scale, whereas in more urban and town centre settings, the scale of buildings tends to increase. In order to make a positive contribution to their context and setting, new buildings should be of a similar scale to those around them.
- 2.24** **Proportion** is the relationship between different building elements such as walls and roofs, or window openings and solid walls. These proportions may relate to the large scale, for example the vertical sub-division of terraced housing, or to the small scale, such as the size and shape of windows on an adjacent building. New buildings should respect the proportions of existing buildings; this needs to be carefully considered when



Picture 2.6 Despite the choice of materials the scale of this new building responds to its neighbours (source: *Building in Context*, English Heritage)

New development 2

designing new buildings which often have lower ceiling heights than older buildings. This can give their elevations a more 'cramped' appearance and scale which can be at odds with that of older buildings.

- 2.25** The **height** of any new buildings in or adjacent to a conservation area is important, as any particularly tall buildings can have a visual impact over an extensive area. Careful consideration will need to be given to any proposal for a taller building and its potential impact on the character and appearance of a conservation area.
- 2.26** **Massing** is the three-dimensional form of a building or group of buildings resulting from the combined effect of the height, bulk and silhouette of the building or group. For instance an unusually large property of uncharacteristic shape, such as a modern industrial building, could well be of inappropriate massing.
- 2.27** This does not necessarily mean that development has to copy adjacent buildings, as the character of townscape depends on how individual buildings contribute to a harmonious whole, through relating to the scale of their neighbours. For example there may be instances where a new building could break from the predominant height in that location. This could be on a prominent corner location where a good design for a taller building would create a landmark and perhaps enclose a view or vista.

Roofscape and skyline

- 2.28** **New development should preserve or enhance the characteristic skyline of an area.**
- 2.29** The roofscape and skyline of a conservation area can be of significant visual interest. The character of a skyline is created by the massing of buildings and the shape and texture of roofs, as well as by the height of buildings. In Pendle, skylines are particularly important as the hilly topography creates many opportunities for views across roofscapes. The consistent use of natural slates also contributes much to this character in terms of colour and texture. New development should carefully blend into this skyline and should avoid inappropriate shapes, colours or textures.
- 2.30** In addition the skyline is often indicative of particular types of buildings or uses, for example churches, schools, mills, weaving sheds or terraced streets. New uses can also bring a positive impact or vibrancy to the skyline, especially if the development is a significant civic building such as a church or mosque.

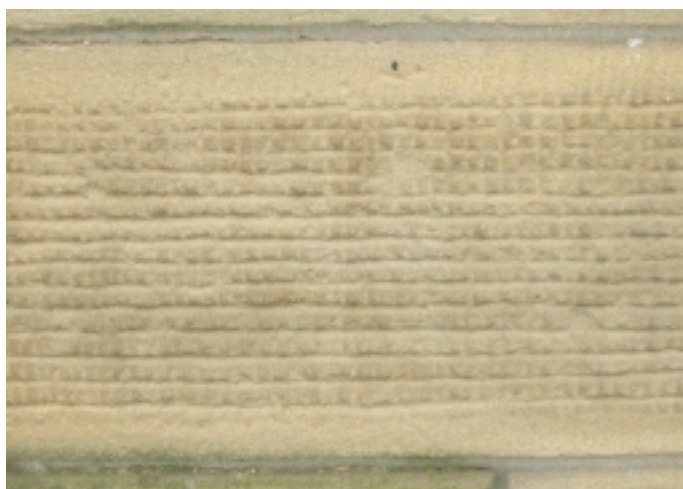


Picture 2.7 Terracing and topography gives a distinctive roofscape to the area

2 New development

Building materials and architectural detailing

- 2.31** New development should use good quality and predominantly natural building materials, be well detailed, and respect local architectural detailing and styles.
- 2.32** There may be several styles of building that could be appropriate for a particular site in a conservation area. However, whatever the style, whether traditional or contemporary, a key issue will be the ability of the new development to respect the materials and architectural detailing of surrounding buildings. Choice of building materials and details should reflect and reinforce the character of each conservation area. Their use and application should respect local techniques and traditions.
- 2.33** New development should use materials appropriate to the context of the surrounding area. In most cases this means that matching natural stone and slates should be used; however there may be a place for other materials, such as timber, metals, render or glass, in more contemporary designs. Whatever the materials it is vital that they should be of good quality. Artificial stone and slates, or plastics such as uPVC, will not normally be acceptable in conservation areas. Timber should always be from sustainable sources, and good quality treated softwood is preferable to tropical hardwood.
- 2.34** In addition to good quality materials, the appropriate use of architectural detailing can ensure that a development blends well and contributes positively to a conservation area. Good use of detailing can often mean the difference between a bland development and one that enhances its surroundings. The use of local materials and details will help the building respect its context, and designers should be aware of the architectural language of the local vernacular, which adds to the richness of Pendle's conservation areas. Though details vary between different conservation areas, and according to the status and age of the building, some common themes are:



Picture 2.8 Tooled stonework

- **Coursed sandstone walling** – to vernacular buildings the stone is often rough or quarry-faced, or with tooled or 'punched' faces. The type of stone finishing and coursing is an important detail and varies between buildings of different ages and locations. Squared coursed rubble is generally used on older buildings, with straighter courses of more regular stone for later buildings. Random rubble construction is not generally found except to lower status buildings, and generally looks out of place on new buildings.

New development 2



Picture 2.9 Rough or quarry faced stonework



Picture 2.10 Ashlar – blocks of accurately dressed, cut, squared and finished stone forming perfect courses



Picture 2.11 Use of ashlar and carved detailing for emphasis on public buildings

- **Ashlar or dressed stone** with carved detailing, to give emphasis to more 'polite' or town centre architecture, or public buildings.

2 New development



Picture 2.12 Leaded windows with chamfered mullions

- On many 16th, 17th and 18th century buildings, dressed and sometimes chamfered **stone mullions** to window openings, and stone lintels, sills and jambs around openings. Windows and facades to these earlier buildings generally have a more **horizontal** emphasis.



Picture 2.13 Typical example of stone slate roofing

- On later 18th or 19th century buildings, carved stone **mouldings or ornamentation** around doorways and to lintels, the windows and facades usually having a strong **vertical** emphasis and rhythm.
- **Stone slate roofs**, with kneeler stones and coping or 'tabling' stones to the gable ends of higher status buildings.



Picture 2.14 Well proportioned chimneys with traditional pots

- Prominent and well-detailed stone **chimney stacks**.

New development 2



Picture 2.15 Side opening casement windows

- Fixed leaded, side opening **casement** or vertical **sliding sash** windows, as appropriate to the age and style of the building.



Picture 2.16 Early sliding sash window



Picture 2.17 New Victorian style sash windows

2 New development



Picture 2.18 A deep door reveal creates strong character

- **Deep reveals to openings** - setting doors and window frames well back into openings to create a shadow effect. This is particularly important and helps to give new buildings the necessary robustness so that they sit well amongst older buildings.

2.35 Though common in Pendle, these details will not always be appropriate for every particular area or style of building, and there are other details that may work just as well, particularly in more modern or contemporary designs. The best way of ensuring appropriate detailing is to look at neighbouring buildings, and use them as a starting point for developing good designs. 'Fitting-in' is not just about copying traditional styles, and it is important that new buildings incorporate contemporary design elements so that a building is clearly of its time, and so that 'pastiche' or bland copies of older styles are avoided.

New development 2

Views and vistas

2.36 New development should protect and enhance valued views and vistas.

2.37 Views out from a conservation area can often help connect it to its surroundings and enable the conservation area to be 'rooted' in the town or landscape. There are also often attractive views into a conservation area from outside, such as the views of Colne town centre seen from the lower land surrounding it.

2.38 Vistas are enclosed views, usually long and narrow due to being enclosed and shaped by features such as buildings, streets and trees. Vistas aligned with key buildings can be particularly important in conservation areas. They often create a clear network of routes or paths which allow an easily usable series of connections between places, creating a favourable image in the memory. For example attractive vistas can be found in the 'linear' conservation areas of Barrowford and Higherford, often terminated by key buildings such as Higherford Mill.



Picture 2.19 A vista created by the mill and canal

2.39 It is important that new development respects valued views and vistas, and should not block or obstruct views of important landmarks either within or outside the conservation areas. Views and vistas for each conservation area are identified in the relevant conservation area appraisals.

Open spaces and the natural landscape

2.40 Where open space and natural landscape forms a valuable part of a conservation area or its setting, the benefits of any new development should be assessed against the objective of preserving or enhancing the character of a conservation area.

2.41 Open space which forms an important part of the character of an area should normally remain undeveloped. Open spaces can be as important to character as buildings. The character of a place can be influenced by the open spaces between buildings, whether formal spaces such as squares, or informal ones such as parks or open countryside. When existing spaces change or new ones are created, this can significantly alter the character of a conservation area.

2 New development

- 2.42** Trees, hedges and other street greenery can also be a vital element of conservation areas, not only in public places, but on private land as well. They can provide visual enclosure, act as a backdrop for buildings, and bring other benefits as a natural habitat. For these reasons it is important that wherever possible such features are retained and sensitively incorporated into any schemes for new development.



Picture 2.20 Open spaces can be dramatic and vital to the character of conservation areas

- 2.43** Some of the designated open spaces and natural heritage sites in the Borough play an important role as wildlife corridors and are protected through Policy 4D of the Pendle Local Plan. Wildlife corridors are an important informal network of open spaces which assist in the protection of wildlife. Many of these also contribute to the character of conservation areas, for example the Leeds - Liverpool Canal corridor where it passes through Brierfield and Whitefield. Policy 4D of the Local Plan requires that development should not significantly affect the function of wildlife corridors to maintain the migration and dispersal of wildlife.
- 2.44** When contemplating the development of land or the conversion of any building which may be occupied by a protected species, full consideration should be given to the **nature conservation** aspects of the proposal. Many species, such as nesting wild birds, bats, badgers, many reptiles and some amphibious species such as the great crested newt are fully protected. Some plants are also afforded protection. The presence of a protected species will always be taken into account when development proposals are being assessed. Further information on protected species and their implications for development can be obtained from Natural England, (www.naturalengland.org.uk).
- 2.45** In addition, some of the open spaces in or around conservation areas may be subject to proposals for **large energy generation technologies**, whether using wind, water or other sources of power. These can be on a wide scale and supply energy to the national grid.
- 2.46** It is likely that there are other parts of Pendle outside conservation areas which may well be better suited to the use of such technologies, and such sites would need to be fully explored. However, the consideration of any proposal in a conservation area should carefully assess the impact on its special character, spatial qualities and other attributes. The need to preserve or enhance the character and appearance of the area should be the main factor in deciding which technologies at which scale may be appropriate in different types of location. Individual conservation area appraisals are likely to be important tools in any such decisions.

New development 2

- 2.47** It will also be important to assess the cumulative impact of such technologies on the conservation area or areas. There may be individual sites in conservation areas where such development may not detrimentally affect the character or appearance. However a cumulative impact could arise if another site in the locality were to be utilised for the same type of development. This could be where two or more of the same type of installation would be visible from the same point, or visible shortly after each other along the same route.
- 2.48** More specific guidance can be found in *Planning Policy Statement 22: Renewable Energy*.⁽⁵⁾

Landscaping

- 2.49** All new development in conservation areas should be appropriately landscaped.

- 2.50** Landscaping is often an important way of ensuring that the impact of new development in conservation areas is softened, and that new development respects its surroundings. As a result, hard and soft landscape must form an integral part of all designs for new development. **Section 3 - Public Realm** gives more detail on suitable materials for use in hard landscaping schemes.

- 2.51** It is important to carefully consider the choice of tree or shrub species to be included in landscaping schemes. Usually native and long established naturalised species should be the dominant and most common species in any proposal. Proposals for large scale tree planting in conservation areas will need to be carefully assessed in terms of the capacity of the area to accommodate woodland without detriment to its character and appearance. Deep rooted shrubs and trees should not be planted in the vicinity of utility services.



Picture 2.21 Tree planting can soften the visual impact of new industrial development

2 New development

Conservation area setting

2.52 New development should not adversely affect the setting of a conservation area.

2.53 The setting of a conservation area is created by the relationship of the conservation area with its surrounding landscape or townscape. These surrounding areas can contribute significantly to the atmosphere and character of a conservation area, and should always be considered when development is proposed close to a conservation area boundary.

2.54 Proposals that are not within a conservation area but could affect how a conservation area is viewed, or what is seen from within a conservation area, will need to be considered carefully. For instance a tall building on the edge of a conservation area could block an important view into or out of it. Similarly a new building on the edge of a conservation area could jar with the buildings and the character of the conservation area, if the style, scale and materials are inappropriate. The siting of buildings should also be considered carefully, for instance in terms of the impact on trees or other natural features that are considered to be part of the setting.



Picture 2.22 The landscape can play an important part in the setting of a conservation area

Land use mix and activities

2.55 The loss of land uses that are significant contributors to character or appearance in conservation areas will be resisted, as will the introduction of new uses considered harmful to the character.

2.56 Some conservation areas in Pendle derive much of their character from a predominant type of use or activity that is carried out, for instance, commerce in Colne and Barnoldswick town centres, and industry in Brierfield Mills and Primet Bridge. There are also conservation areas such as Earby, Barrowford and Higherford where there is a diverse mix of land uses, and the way that these interact also creates character. These areas are sometimes vulnerable to inappropriate changes of use, for example where there is pressure for the conversion of shop-fronted properties to residential use, or for the demolition or reuse of older industrial buildings. Another significant change would be the conversion of farm buildings to residential use. Certain land uses or activities often contribute to noise levels in an area, which can also impact on the character and feel of a conservation area.

Housing Market Renewal

- 2.57** Housing Market Renewal initiatives within conservation areas must contribute to the character or appearance of those areas by incorporating sensitive and high quality design.
- 2.58** The government has identified 'Pathfinder' areas in an attempt to re-create sustainable communities within areas of older terraced housing affected by low housing demand and abandonment of homes. Parts of Nelson, Colne and Brierfield have been identified as 'Intervention Areas', and the Brierfield Mills, Whitefield, Lomeshaye, Primet Bridge and Albert Road conservation areas are all affected by this initiative to varying degrees.
- 2.59** The aim of Housing Market Renewal is to create sustainable communities, including the provision of decent homes. Within conservation areas, the emphasis will be on 'heritage-led' regeneration, with the priority being to improve and repair the existing housing stock. The complete regeneration of an area such as Whitefield will involve not only the repair of existing homes, and where appropriate the development of imaginatively-designed new housing, but will also include the provision of quality open space, employment opportunities, leisure, education, health, community facilities and improved transport links. These initiatives represent an opportunity to introduce imaginative and sustainable new homes alongside the more traditional townscapes. Designs must be sensitive to their context however, and it is imperative that the starting point for any intervention should be a recognition and thorough understanding of the existing character and townscape qualities that make up a conservation area.
- 2.60** A set of *Quality Standards for the Group Repair of Housing (TFT 2005)*⁶ has been prepared to recommend standards of design, finish and workmanship that should be attained in the repair of Victorian terraced housing in East Lancashire's conservation areas. These standards represent good conservation practice for repair of these homes, and are just as applicable to similar neighbourhoods outside the HMR areas. Once repaired, these terraced homes should form a valued focal point around which wider regeneration can take place.

Affordable housing

- 2.61** Where new affordable housing is proposed in conservation areas, imaginative design solutions and high quality materials will be sought which respect the context and character of the area.
- 2.62** Affordable housing is priced lower than that generally available in the local housing market, and is intended to provide for those who cannot afford housing on the open market. The government has stated in *Planning Policy Statement 3 'Housing'*⁷ that it is committed to providing high quality housing for people who are unable to access or afford market housing. There are shortages of affordable accommodation in many parts of Pendle. In the rural areas house prices are high as a consequence of high demand. In many urban areas house prices have also increased beyond lower income levels.

6 Tuffin Ferraby Taylor (TFT)(2005): Quality Standards for the Group repair of Housing

7 Communities and Local Government (2006): Planning Policy Statement 3 (PPS3): Housing

2 New development

2.63 In order to preserve the character and appearance of conservation areas, the design of any new affordable housing will require careful consideration. Most of the existing housing in Pendle's conservation areas is built using natural stone and slate, and these materials should be the norm for most new developments, including those with an affordable housing component. However it is acknowledged that these materials are sometimes more expensive than other materials that are available, and that their exclusive use in schemes which seek to deliver a significant amount of affordable housing could sometimes render a scheme unviable. Where this is the case, new and innovative solutions will be sought which explore contemporary design and materials, whilst respecting the form, colours and scale of surrounding buildings. The use of materials such as timber, metals, render or glass may be appropriate used in conjunction with natural stone and slate in more contemporary designs.



Picture 2.23 Well designed, contemporary affordable housing - Gun Wharf, Plymouth

- 2.64** In some of Pendle's rural villages and settlements, many of the stone cottages traditionally have a whitewashed finish, which could be used as a starting point to develop designs which make more use of renders in natural tones and textures to blend more easily with older buildings. The use of artificial stone and slate should be avoided as these materials always provide an inferior contrast when placed against natural materials, and will seldom preserve the character of a conservation area.
- 2.65** An important aspect to consider at the design stage is that affordable housing should always be well integrated into an overall development, so that there is no visible difference between housing types or tenures.

Employment buildings

- 2.66** Where new buildings for employment purposes are proposed in conservation areas, imaginative and high quality contemporary design solutions will be sought which blend well with and enhance their surroundings.
- 2.67** Some of the conservation areas in Pendle have areas of land designated for employment purposes. Traditional industrial areas often have an individual character created by the mix of buildings designed for different uses and of different ages. Pendle has a tradition of dramatic industrial buildings such as weaving sheds and mill chimneys, which add variety and richness to the townscape.

New development 2

- 2.68** It is acknowledged that changing employment requirements can result in the need for building forms to change; however many modern industrial buildings follow the usual pattern of large and bulky rectangular ‘sheds’ faced in metal cladding, which do not sit easily within their context. Where this is the case, the designer should consider how the bulk of such large structures can be visually broken down, perhaps by the use of more varied materials and building heights. More use might be made of materials such as timber, glass or render, as well as stone and slate, in contemporary designs which make reference to traditional industrial forms in scale, detailing and colour.

Agricultural buildings

- 2.69** **New agricultural buildings should be carefully sited and designed to ensure that the character and appearance of a conservation area is maintained.**
- 2.70** The location of a new farm building is usually dependent on its function and the space available. There are other factors that should be taken into account such as the visual impact of the building, both in the wider landscape, and within the farm complex itself. A modern farm building, by nature of its size and often its materials, can become a prominent feature in the landscape. It is important, therefore, that views of the site from the surrounding area are taken into account. When considering the design of new buildings it is important to make a decision whether the building should blend into the landscape, or if it should make a more positive contribution to the conservation area. Wherever possible the form of the land or screen planting should be used to reduce the prominence of a building in the landscape.



Picture 2.24 The design, materials and location of modern agricultural buildings need to be carefully considered

- 2.71** The materials should also be chosen carefully, as inappropriate materials or colour can spoil a relatively well designed building:
- Stone is durable and relatively maintenance free. The only maintenance that may be needed is repointing after many years. Local stone will blend in well with existing farm buildings and the landscape. Artificial stone or slate will not be appropriate. Stone or Welsh slate was the traditional roofing material for local farm buildings and will always perform well, both functionally and aesthetically.
 - Concrete block is unattractive and not as versatile as stone. Colour treating the block work may improve its appearance in the landscape; however this is unlikely

2 New development

to improve its appearance from closer range, which will be a consideration if the building is in a prominent location. It can often be improved by the use of a timber superstructure.

- Metal sheeting or cladding is available in a variety of profiles, shapes and colours and is normally used for roofing. Whilst it has the advantage of being relatively lightweight, it can often look unsightly in a landscape setting, and will not be appropriate in prominent locations.
- Timber is a durable material which is easy to work with. Whilst it may need some form of treatment or maintenance, it has the advantage of being a natural material that has good structural capabilities and also looks appropriate in the landscape in most instances.

Telecommunications development

2.72 Preference should be given to sharing existing telecommunications equipment, wherever possible. Where new equipment is needed care should be taken to site it in locations where it blends well into the landscape or townscape.

2.73 Planning Policy Guidance Note 8: Telecommunications gives guidance on planning for such installations, and encourages the sharing of existing masts and sites by several developers. Use should also be made wherever possible of existing buildings and other structures, such as electricity pylons, to site new antennas. Where existing equipment cannot be used, the siting and design of new telecommunications equipment should be given careful consideration to ensure that it blends well into the landscape or townscape of the conservation area.



Picture 2.25 Telecommunication masts can be prominent in open areas therefore their siting needs careful consideration

2.74 Most proposals for telecommunications equipment in a conservation area will require planning permission. Equipment such as radio and phone masts and towers, antennas, equipment housing, public call boxes, cabinets, poles and overhead wires can all have a significant impact on existing buildings, views, vistas, landscape and the skyline. Proposals should be sensitively designed and sited in order to preserve the character or appearance of a conservation area, and a developer must demonstrate that there are no suitable alternative locations available in less environmentally sensitive areas. Operators should use sympathetic design and camouflage to minimise the visual impact on a conservation area. Masts can often be designed to look like trees or street furniture, or can be carefully screened with planting.

Outdoor advertising

- 2.75** Special care is needed to ensure that outdoor advertising preserves or enhances the character or appearance of a conservation area.
- 2.76** Common forms of advertising include fascia signs and projecting signs on shops (see 4.12), pole signs at petrol filling stations or other premises, sign boards at factories, advance signs along the motorway and poster hoardings. Planning Policy Guidance Note 19: Outdoor Advertisement Control points out that *‘the appearance of a good building can easily be spoiled by a poorly designed or insensitively placed sign, or by a choice of advertisement materials, colour, proportion or illumination which is alien to a building’s design or fabric.’* Poorly designed signs or adverts can often have a similar negative impact on attractive open spaces, views, townscapes or landscapes.
- 2.77** Within both urban and rural areas, advertisements should be designed to harmonise with the scale and architecture of a building and blend well with the surrounding townscape or landscape. Although the normal range of adverts on commercial premises is to be expected in the town centre conservation areas, advertisement clutter can seriously detract from the street scene. Adverts that are individually designed to suit their context will normally be a better solution than standardised corporate or ‘off the peg’ designs.
- 2.78** Large poster hoardings will not usually be appropriate in conservation areas due to their size, scale and prominence. Advertising panels can often dilute the special identity of a place by introducing commercial messages that can be seen throughout the country. Well designed temporary panels may however be appropriate to screen a development site.

Inclusive design

- 2.79** New development should allow inclusive access for all, whilst ensuring that the character and appearance of an area is not harmed.
- 2.80** All people regardless of their disability, age or gender should be able to gain access to new buildings and use their facilities. This applies particularly to new community buildings, shops and places of employment, but also to housing, roads and footpaths and other public spaces. In conservation areas there needs to be careful consideration of accessibility issues at the design stage, to ensure that these requirements are compatible with protecting the character and appearance of an area.
- 2.81** With the opportunity for new development in conservation areas there should also be the opportunity to incorporate modern standards of access around and into buildings. This can be done in the following ways:

2 New development

- **Materials** - the use of appropriate and attractive paving materials which enable easy access for wheelchairs, pushchairs, etc., for example by incorporating areas of smooth stone paving into an existing area of setts or cobbles. This would allow for ease of access, but maintain the overall character and appearance of an area within its wider context;
- **Building siting and layout** - there should be ways of providing more generously-scaled circulation space around buildings without affecting the existing urban grain, if different layouts are explored at the design stage;
- **Scale and proportions** - level door openings which are sufficiently wide can be incorporated into buildings at the design stage, so that they become an integral part of the building and not an afterthought. In this way the proportions of a building, and its relationship to surrounding buildings, can be maintained.



Picture 2.26 Smooth paving provided through a setted area to enable easier access

2.82 Good design and inclusive access should allow everyone to use and enjoy new development in conservation areas. Good accessibility should be incorporated into proposals from the start rather than solutions being subsequently 'bolted on' to designs at a later stage. *Planning and Access for Disabled People: a Good Practice Guide*⁽⁸⁾ gives further information.

Designing for crime prevention

2.83 New development should incorporate measures to reduce crime, whilst ensuring the character and appearance of an area is protected.

2.84 There are several ways in which new development can reduce the likelihood of crime occurring. At the design stage the following issues should be considered:

- The need for a high quality of architecture and landscaping;
- The opportunities for natural surveillance;
- The need for defensible space;
- The quality of building layout.

2.85 High quality architecture and landscaping which respect the urban context and local character are likely to enhance public perceptions of safety, and promote a greater sense of 'local ownership' and community identity, by encouraging residents to feel pride in their neighbourhood.

New development 2

- 2.86 Natural surveillance** is based on the notion that places are safer when they are overlooked, and that those doing the overlooking will be a deterrent and take action if they witness a crime. Crime and antisocial behaviour can therefore be deterred by ensuring that all parts of the street, footpaths and public spaces are subject to casual supervision at all times. Designs and layouts that ensure that there are always ‘eyes’ give potential offenders the message that any criminal or antisocial activities will be observed.
- 2.87 Defensible space** is created through establishing a clear distinction between public and private domains, so that people are fully aware of where they are allowed to go at all times of the day and night. Crime and anti-social behaviour is more likely to occur if users are unclear whether space is public or private, and unaware of the behaviour expected in each. Again, this principle should be relatively easy to incorporate into proposals without affecting the character or appearance of a conservation area.
- 2.88 Good design and building layout** play a key role in tackling crime and social exclusion by creating a better connected and more accessible environment, without compromising security. Layouts with too many under-used connections, and large networks of indirect, poorly-lit and segregated pedestrian routes providing access to the rear of buildings, can create opportunities for crime and escape routes. On the other hand, layouts with too few connections to local amenities and public routes can restrict freedom of movement and create dead-ends. A good movement network provides convenient, overlooked and well used principal routes that lead directly where people want to go. This not only removes the need for underused alleys, footpaths, shortcuts and minor access points which are vulnerable to crime, but it is also likely to enhance the character and appearance of an area.
- 2.89** Further information can be found in *Safer Places: The Planning System and Crime Prevention*.⁽⁹⁾

Archaeology

- 2.90 Development proposals should fully consider the possible implications for archaeological remains.**
- 2.91** Given that conservation areas cover many historic cores of the towns and villages of the Borough, it is only to be expected that proposals for new development may sometimes impact on historic and archaeological remains, particularly when a brownfield site or infill site is being redeveloped.
- 2.92** In some cases where nationally important remains would be damaged, it may not be possible for development to go ahead. In other cases careful design of foundations, or works to mitigate the impact, may make development acceptable. Where the importance of the remains, or the impact of the proposed development, is not known, the results of formal archaeological investigations may be required from the prospective developer before any decisions can be made. In all cases early discussion between potential developers, the Borough and their archaeological advisors can minimise delays and costs to the development process.

2 New development

2.93 Further advice and information can be found in PPG16: Archaeology and Planning.⁽¹⁰⁾

Sustainable building and climate change

2.94 New development in conservation areas should contribute to a sustainable future for the Borough.

2.95 DEFRA state that *“Climate change is the greatest challenge facing the world today. We need to reduce the risk of climate change by contributing less to the causes of it”*.

2.96 The recently-published *Supplement to PPS1 ; Planning and Climate Change*⁽¹¹⁾ states that planning authorities, developers and other partners in the provision of new development should engage constructively and imaginatively to encourage the delivery of sustainable buildings. The Regional Spatial Strategy (RSS) for the North West requires a reduction in the region's contribution to climate change, and for the energy to be used in new development to come from decentralised and renewable sources.

2.97 It is often most efficient to 'build in' technologies to new development rather than add them retrospectively. Proposals for new development should therefore take the opportunity to incorporate technologies or appropriate design features. Siting, layout, landscaping, design and colour are factors that should be taken into account when considering sustainable building and the equipment needed for its implementation.

2.98 The following technologies should be considered:

2.99 **Combined heat and power (CHP)** – the simultaneous generation of useable heat and electricity. Electricity is generated at the point of use which makes it more efficient than traditional methods of generation. This is an ideal technology to incorporate into new developments, and the RSS sets a target for the North West to double its CHP capacity by 2010 (Policy EM15). CHP often needs associated plant that is located externally, and the opportunity should be taken to include this in designs from the outset and locate it unobtrusively.

2.100 **Biomass** – often called 'bioenergy' or 'biofuels'. These biofuels are produced from organic materials, either directly from plants or indirectly from industrial, commercial, domestic or agricultural products. There are two main ways of using biomass to heat a property:

- Stand-alone stoves providing space heating for a room.
- Boilers connected to central heating and hot water systems.

2.101 External flues from biomass installations should be located in unobtrusive positions away from principal elevations of buildings or important architectural features (See A3.1)

10 DOE (1990) Planning Policy Guidance Note 16: Archaeology and Planning

11 Communities and Local Government (2007): Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1

New development 2

- 2.102 Heat pumps** - these save energy by extracting heat from an outside source, i.e. from the ground, air or water, and transfer it to a heating distribution system. Ground source (GSHP) are the most common in the UK. Such technology is unlikely to have an impact on the character or appearance of a conservation area, but care may need to be taken when carrying out ground excavations (see Section 2.22 - Archaeology).
- 2.103 Passive solar** - designing a building to take maximum advantage of sunlight. The location and orientation of buildings are key factors in maximising solar intake. Passive solar design can be best applied in new buildings, where the orientation of the building, the size and position of the glazed areas, the density of buildings, and materials used for the rest of the building are designed to maximise free solar gains. Designing a property to maximise free solar gain need not add to the price of construction. The orientation of a building should not compromise the valued character, distinctiveness, urban grain and building line of the existing conservation area (see Sections 2.2 -2.4).
- 2.104 Solar thermal** –the use of the sun's energy for heating purposes, ideal for domestic water heaters. However care needs to be taken that the building will achieve the necessary amount of sunlight.
- 2.105 Solar photovoltaic** – these use the sun's energy to create electricity rather than heat. The benefit of such panels is that they need only daylight rather than direct sunlight to generate electricity. The opportunity should be taken to include solar panels as part of overall designs so that they 'read' as part of the building, rather than as a later addition. When solar panels are used in this way they can be an impressive design feature.
- 2.106 Building mounted wind turbines** – these are small scale turbines usually located on upper walls or roofs. They generate electricity at lower wind speeds than the larger stand alone turbines. Careful consideration needs to be given to the use of such turbines in conservation areas, particularly for small scale infill developments where the relationship with adjacent buildings and character of the area can easily be affected. However larger developments on stand alone sites should offer the opportunity to design in such features so they are less obtrusive and perhaps become a design feature of the buildings.
- 2.107 Stand alone wind turbines** – these mostly suit large-scale non domestic developments. Careful consideration should be given to the character and appearance of a conservation area in choosing an appropriate location. Where the development is small-scale on an infill site there will be less opportunity for a stand alone wind turbine. However on larger sites there may be more opportunity to locate a turbine in a suitable area. The relationship with the building itself should be considered, so that the turbine is seen in context rather than in isolation. (See 2.10 for larger scale stand-alone energy generation schemes).

2 New development

2.108 The Code for Sustainable Homes (CSH) is the new national standard for sustainable design and construction of new homes. It measures the sustainability of a new home against categories of sustainable design, and seeks incremental increases in new home efficiency up to the point of zero carbon homes by 2016. The consideration of sustainable design and construction issues at the outset should also help to raise the overall standard of design by ensuring that a formal design process is in place. For more information refer to DCLG's guidance *The Code for Sustainable Homes*⁽¹²⁾



Picture 2.27 New homes embracing sustainable concepts

2.109 The Building Research Establishment Environmental Assessment Method (BREEAM) was launched in 1990 and has been formally adopted by the Government as the benchmark to measure the environmental performance of all new buildings. BREEAM provides guidance on ways of minimising the adverse effects of buildings on the global and local environment. It aims to achieve this by reducing energy usage both in the construction and management of a building as well as promoting a healthy and comfortable indoor environment for the end users. An independent assessor, accredited by the Building Research Establishment (BRE), assesses the performance of a new building in the following areas:

- overall management policy, site management and procedural issues;
- operational energy use and carbon dioxide (CO₂) issues;
- issues affecting health and well-being;
- air and water pollution issues;
- transport-related CO₂ and location-related factors;
- the use of greenfield or brownfield sites;
- ecological conservation and enhancement of the site;
- environmental implications of building materials;
- water consumption and efficiency.

2.110 The building is then rated and a certificate awarded that can be used for promotional purposes. Developers and designers are encouraged to consider these issues at the earliest opportunity to maximise their chances of achieving a high BREEAM rating.