

Nelson Masterplan

DRAFT FINAL

Prepared for:



March 2021



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Market conditions explanatory note: Novel Coronavirus (COVID-19)

The outbreak of COVID-19, declared by the World Health Organisation as a “Global Pandemic” on the 11th March 2020, has and continues to impact many aspects of daily life and the global economy - with some real estate markets having experienced lower levels of transactional activity and liquidity. Travel, movement and operational restrictions have been implemented by many countries.

We continue to be faced with an unprecedented set of circumstances caused by COVID-19 and an absence of relevant/sufficient market evidence on which to base our judgements. Our advice is provided subject to this material uncertainty and a higher degree of caution should be attached to our advice than would normally be the case.

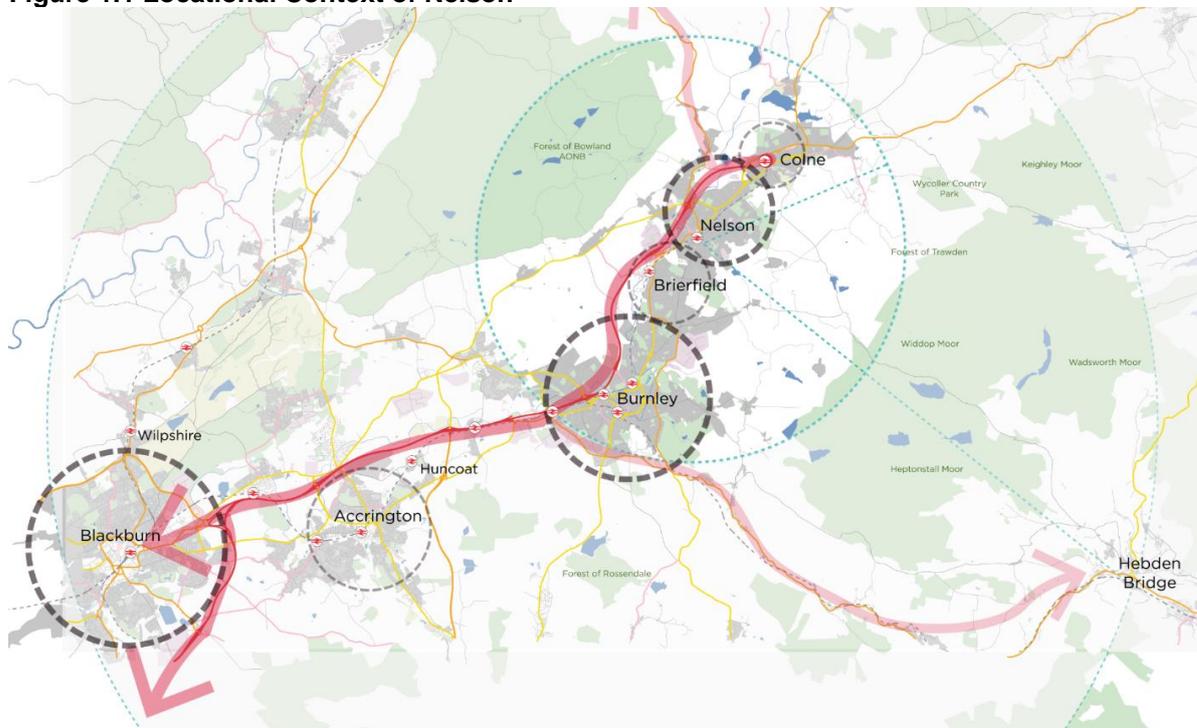
This explanatory note is included to ensure transparency and to provide further insight as to the market context under which our advice has been prepared. In recognition of the potential for market conditions to move rapidly in response to changes in the control or future spread of COVID-19 we highlight the importance of the date on which this advice is provided.

1.0 Introduction

Introducing Nelson

- 1.1 The former mill town of Nelson has a population of over 30,000¹ people, the largest in the Borough of Pendle (89,500 people), and serves as its principal retail, service and administrative centre. The town enjoys panoramic views of Pendle Hill to the north and is surrounded by attractive countryside.
- 1.2 Nelson is situated along the M65 corridor (at Junction 12) between Burnley and Colne, providing linkages to Blackburn (15 miles) and Preston (28 miles) via the M6 and M61 (23 miles west). Manchester is 30 miles to the south. This linear urban area also benefits from a single track railway and station connecting the town to Preston via an hourly service and terminating at nearby Colne. Pendle also has close linkages to West Yorkshire to the east.
- 1.3 Despite its attractive surrounding rural hinterland, pockets of wider affluent catchment population and draw as a key employment area for Pendle and the adjoining Burnley authority, Nelson town centre itself suffers from high levels of deprivation, health inequalities and a struggling retail sector.

Figure 1.1 Locational Context of Nelson



Source: OPEN

- 1.4 Pendle Borough Council has long been committed to securing a sustainable future for Nelson. Over the last 15 years the Council has worked with partners to support investment across the Town. This has included a wide range of interventions, including major investment in the housing stock through the Housing Market Renewal initiative in the early 2000s and in the town centre in response to the 2006 Town Centre Masterplan.

¹ Source: ONS mid-year population estimates 2017 (Nelson urban area wards: Bradley, Clover Hill, Marsden, Southfield, Walverden, Whitefield)

Responding to Opportunities

- 1.5 As part of the Government's commitment to support struggling high streets and town centres, there are a number of current and future funds to which local authorities can bid to access capital resources. This provides a significant opportunity for the Council and its partners to work together to set a new Vision and Strategy for Nelson to respond to local and national challenges (including Covid-19) and to create a vibrant and sustainable route map for further investment across the Town.
- 1.6 Specifically, Nelson was invited to put forward proposals to access in the order of £25m from the Town Deal Fund. Engaging with our local communities and a wide range of stakeholders, the Town Deal Board has identified a balanced programme of investment that will catalyse the redevelopment of vacant and underused sites, deliver new jobs and homes, equip people with new skills for the digital era, support business growth and resilience, enhance active transport infrastructure and improve perceptions of the town.
- 1.7 A Town Deal for Nelson will enable partners to work with Government to provide a strong, holistic response to the needs and opportunities of the town. It will provide a catalyst for further investment and begin to deliver on the levelling up agenda. This is a once in a generation opportunity to set out a renewed path to prosperity for Nelson.

The Masterplan

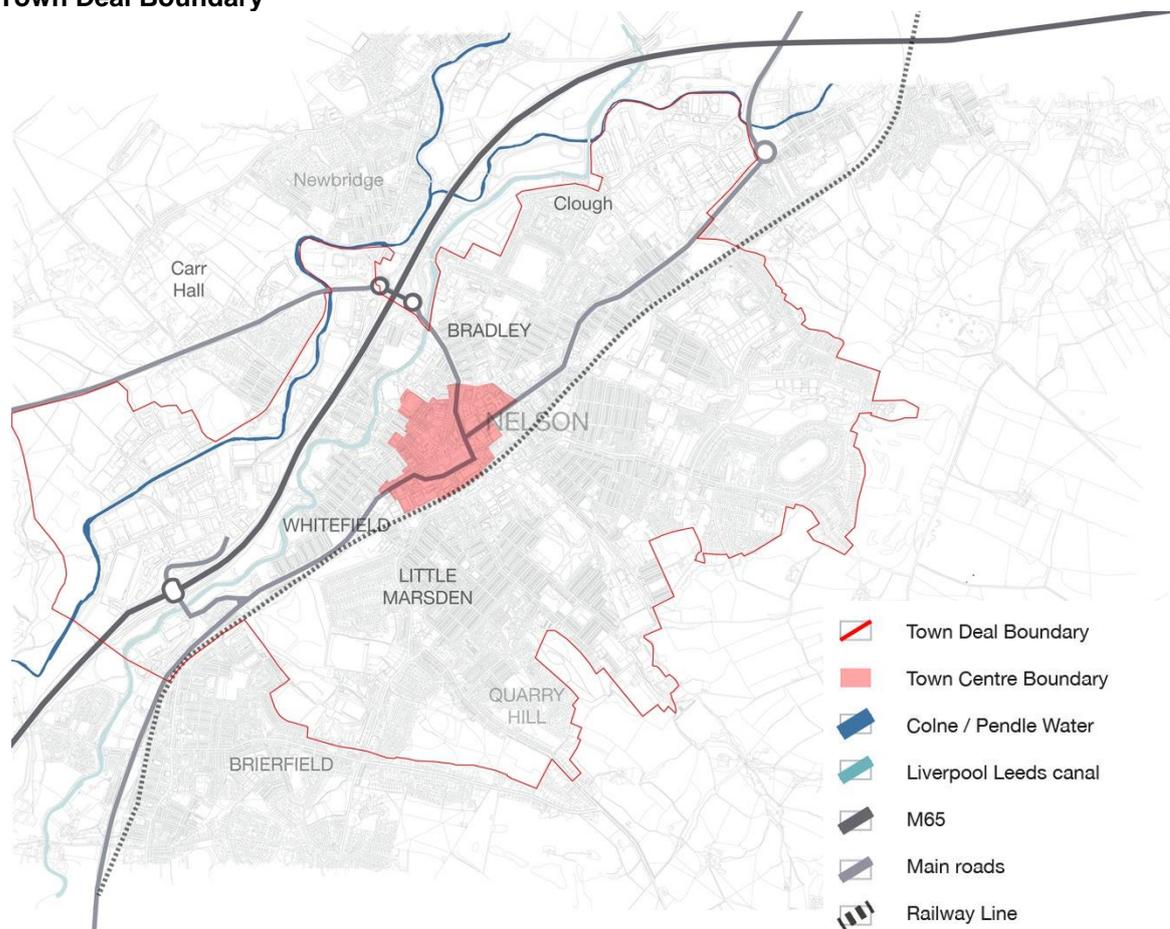
- 1.8 Pendle Borough Council commissioned Cushman & Wakefield, supported by Optimised Environments (OPEN) in respect of urban design, and WSP for transport and infrastructure, to prepare a masterplan in 2019.
- 1.9 The Masterplan:
 - Identifies high level objectives and a new Vision for the Town which have been reviewed and refined by the Town Board (set up to oversee the future transformation of the Town and the preparation of the Town Investment Plan to support the Town Deal Bid);
 - Reflects the views of stakeholders and the local community;
 - Defines the Town's longer term (25-30 year) sustainable role;
 - Articulates the opportunities and priorities for regeneration and growth through development, infrastructure, spatial and non-physical parameters to encourage private investment;
 - Provides a framework for delivery, underpinned by sound market advice and existing strategic policy context;
 - Establishes a robust framework to support funding bids; and
 - Advises on the best route to implementation to ensure realisation of the Vision.
- 1.10 The Masterplan involved the following stages:
 - Technical review of policy context and strategies, property market, socio-economic and health indicators, access and movement and spatial review. The findings of this work are summarised in an Issues Report (May 2020)
 - Stakeholder engagement - including stakeholder workshops, public consultation event and online survey. Details of which are included in the Issues Report

1.11 This work was used to support the Town Investment Plan (TIP) and the Town Deal Bid. The Masterplan presents a comprehensive strategy to support the transformation of Nelson over the next 25-30 years. Its delivery will be kickstarted by accessing short term funding from Town Deal and will support other funding bids going forward.

Area of Focus

1.12 The Masterplan for Nelson covers the Town Deal Boundary² (see Figure 1.2 red line boundary). Nelson is currently home to 33,000 residents and provides a key service centre role for neighbouring areas. In recognition of the important role that the town centre (shaded in red) plays at the heart of Nelson and the wider Borough, the Masterplan pays particular attention to the town centre and the interventions that are required to ensure it, and therefore the whole town, fulfils its potential. Whilst focusing within these boundaries, the Masterplan also takes into account the surrounding hinterland and wider spatial context.

Figure 1.2 Current Nelson Town Centre Boundary (Replacement Pendle Local Plan 2006) and Town Deal Boundary



Source: Pendle Borough Council - Replacement Pendle Local Plan 2006

² The Nelson Town Deal area follows the ONS Built Up Area (BUA) definition and was extended to include important adjacent employment sites, potential development sites and cultural assets including Lomeshaye Industrial Estate, Whitewalls Industrial Estate, Victoria Park and the Seedhill athletics track

Structure of Masterplan

1.13 The remainder of this Report is structured as follows:

- **Summary of Issues** - summarises the findings of the Issues Report through a SWOT analysis (Section 2)
- **Vision and Objectives** - sets out the Vision, strategic objectives and cross-cutting principles for Nelson (Section 3)
- **The Spatial Framework for Nelson** - presents the spatial framework for the Town Deal area including key residential and employment areas, open space and how these areas are connected (Section 4)
- **The Town Centre Strategy**- sets out the strategy to support the transformation of the town centre including key opportunity areas (Section 5)
- **Action Plan** - identifies priority interventions to support the delivery of the town centre strategy to enable the transformation of Nelson over the next 25-30 years (Section 6).

2.0 The Challenges and the Opportunities

Nelson

- 2.1 This section draws together key messages from the baseline and the consultations to provide a review of the challenges and opportunities for Nelson (Table 2.1) and the Town Centre (Table 2.2).

Table 2.1 Nelson SWOT

Strengths
<ul style="list-style-type: none"> ▪ Motorway accessibility - Nelson benefits from proximity to the M65 motorway, linking it to Lancashire Cumbria and Greater Manchester ▪ Home of the Borough's administrative centre - Nelson accommodates a range of key services including Pendle Borough Council, Nelson & Colne College, Pendle Community Hospital, the Wavelengths Leisure Centre and Inside Spa, and the ACE Centre ▪ Employment Hub - Nelson accommodates a number of Pendle's key employment hubs including a dynamic range of businesses ▪ Links to green areas - Nelson is surrounded by attractive countryside including Pendle Hill and has a number of attractive local parks ▪ Waterway links - it enjoys access to Leeds and Liverpool Canal and Pendle Water ▪ Built heritage and character - the town enjoys an interesting history showcased today through its attractive historic buildings, the Whitefield Conservation Area and public realm in the Town Centre ▪ An affordable location - for both businesses and residents to locate
Weaknesses
<ul style="list-style-type: none"> ▪ Poor perceptions - the town has limited profile beyond Pendle and Lancashire and is known for its past rather than its future potential. There is a need to change perceptions of Nelson as a dynamic centre within Lancashire with proximity to Yorkshire and to get better at promoting success stories ▪ Limited strategic accessibility - positioning at the end of the M65 corridor and Colne rail line meaning public transport linkages are limited to Preston, Manchester and other Lancashire towns ▪ Low property values - limiting the ability to viably deliver new housing, employment, retail or leisure space across the town ▪ Low incomes and deprivation - 5 of the 6 wards in Nelson are in the top 10% most deprived wards in the Country thus limiting town centre spend and the attractiveness of Nelson to higher value retail, food and drink operators ▪ Current residential offer - dominated by older, small, low grade terraces limiting housing choice and constraining values ▪ Poor legibility - current routing takes cars down and round backstreets/one way systems. Nelson is not able to harness the assets that it has and connect them to its residents and the town centre - especially in terms of walking routes as roads (ring road/A682), rail and the Canal create barriers to pedestrian movement. The M65 acts as a barrier to east west pedestrian/cycle movements. Links between the town centre and major employment areas on the edge of Nelson are weak and do not encourage interaction
Opportunities
<ul style="list-style-type: none"> ▪ Strategic position in the Borough - Nelson accommodates Pendle's primary town centre and is a focus for future employment, retail and housing within planning policy ▪ Demographics - Nelson is the largest town in the Borough with a significant and growing young population and wider affluent catchment. There is a need to cater for the large Asian and Eastern European population ▪ Opportunity to bid for significant public sector capital investment - the government has identified significant resources to support struggling high streets and towns. A bid for the Stronger Town Fund Nelson has been submitted and other sources of funding will be sought including the Levelling Up Fund and One Public Estate as well as engagement with other funding partners such as Homes England and Lancashire Local Enterprise Partnership

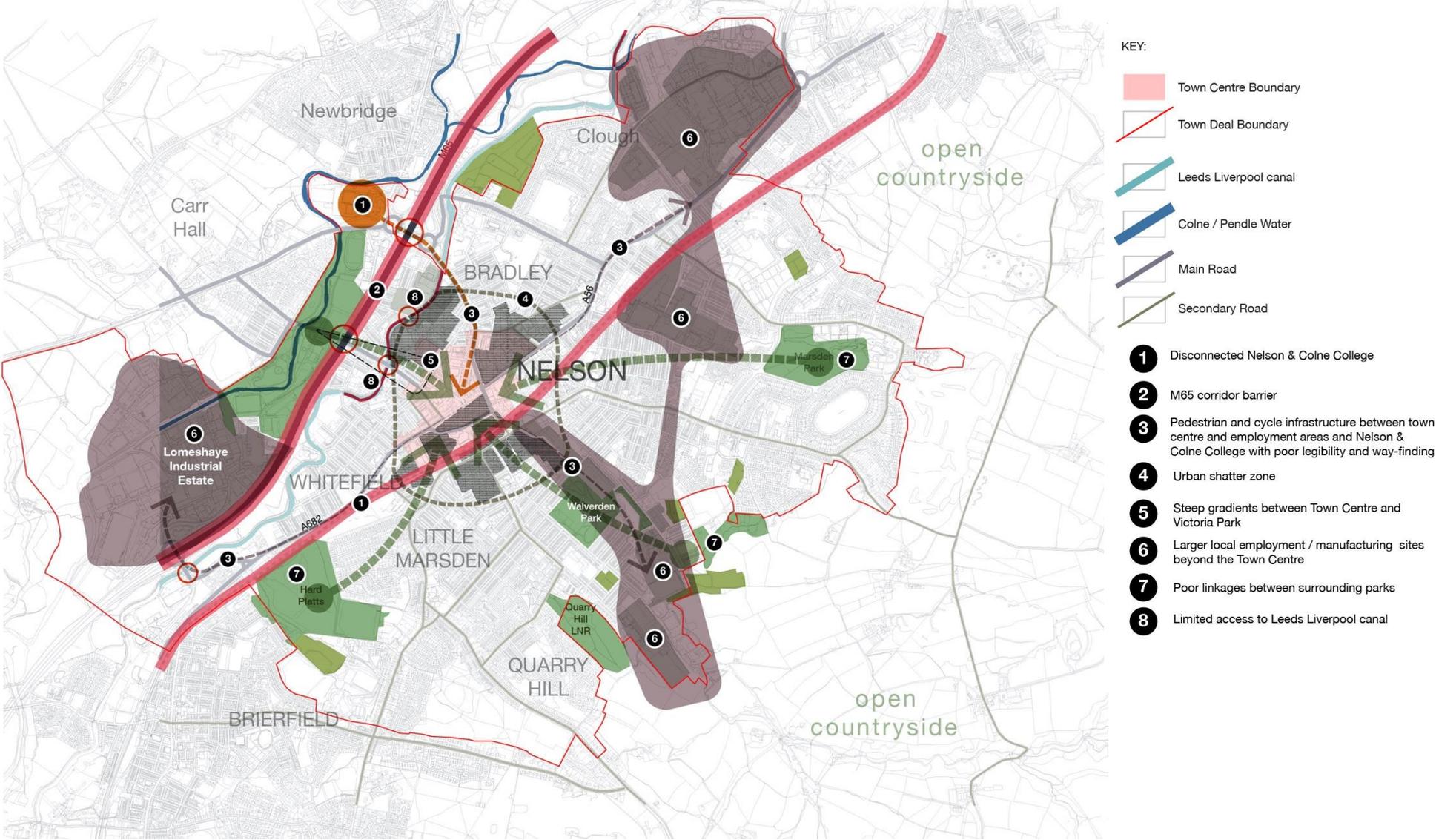
<ul style="list-style-type: none"> ▪ Raising the profile and attractiveness of Nelson’s employment areas - Nelson accommodates a range of employers within the town centre and on its business parks/industrial estates around the town. Scope exists to improve branding/signage and profile of these hubs and enhance their connections with Nelson town centre and local homes and parks to support the attractiveness of businesses and to support employees and their wellbeing ▪ Residential proposals - there are a number of major residential proposals within Nelson. Supporting their delivery and enhancing the town centre in tandem will support the vitality and viability of the town centre by ensuring it attracts spend from its growing catchment ▪ Track record in delivering change - the Council has been successful in delivering change over the last decade in its housing stock and its town centre and can utilise established governance and partnerships. Momentum has been achieved to date through successful delivery of significant town centre enhancements including public realm and new development ▪ Opportunity sites - there are a number of development sites and proposals across Nelson where developers are looking to bring investment forward. The Town Investment Plan and its supporting actions should provide them with confidence to move their proposals forward ▪ Strengthen accessibility - by foot and cycle to the large residential areas, employers (e.g. Farmhouse Biscuits, Sovereign and 3Bs) and students on the edge of the town centre. There is also potential to reinstate the Colne to Skipton rail line as part of the Transport for the North rail strategy ▪ Utilise green and blue assets - including the canal and surrounding green spaces and views to encourage healthy lifestyles and more sustainable travel modes ▪ Enhancing gateways and links to surrounding attractions - scope exists to improve the environment for pedestrians and cyclists, better linking Nelson to destinations such as Pendle Hill, Gawthorpe Hall, Walverden Reservoir, Marsden Park, Barrowford, Lomeshaye and Padiham; as well as employment areas, secondary schools, Nelson College, Pendle Vale College and other community led facilities
Threats
<ul style="list-style-type: none"> ▪ Competing towns - with a stronger retail, leisure and employment offer resulting in out-commuting and a loss of footfall ▪ Covid19 - uncertainty over which business will survive or thrive post Covid19 ▪ Lack of investment - local spending power is currently low and limited interest from corporate/private investors in towns such as Nelson ▪ Strategic planning risk - the Local Plan Allocations Document is not yet adopted, presenting uncertainty and risk in respect of development proposals within and around the town centre ▪ Topography and connections - Nelson is a town with a unique topography which in part can be deemed quite challenging, as steep gradients can increase perception of separation and difficult accessibility deterring walking and cycling. The town centre mainly turns its back on the Canal and access from the towpath to the local highway is poor in places, which creates uninviting environments

2.2 Figure 2.1 summarises the key spatial issues for Nelson, specifically the following:

1. Nelson & Colne College located on the edge of Nelson Town and Town Centre - limited interaction with Nelson Town Centre services
2. M65 corridor creates a significant barrier to west-east pedestrian/cycle movements. Victoria Park, Lomeshaye Industrial Estate and Nelson & Colne College all separated from Town Centre by M65
3. Pedestrian and cycle infrastructure between town centre and employment areas and Nelson & Colne College is of poor quality, with poor legibility and way-finding - increasing perception of separation and inaccessibility
4. Clearance replaced by industrial uses/1980s residential creates an urban shatter zone surrounding the Town Centre. This separates surrounding uses/areas of amenity/employment from the Town Centre

5. Steep gradients are a common feature of Nelson, however they can be deemed challenging and increase perception of separation and inaccessibility in different areas
6. Larger local employment/manufacturing sites are located beyond the Town Centre, having limited interaction with supporting Town Centre uses and services
7. Surrounding attractive parks and public open green space are located on the periphery of the Town Centre - poor linkages between Town Centre and open spaces increases perception of distance and ease of access from Town Centre
8. Unable to join the Canal along routes which provide main accessibility between Victoria Park and the Town Centre.

Figure 2.1 Spatial Summary of Issues



Nelson Town Centre

- 2.3 In recognition of the critical role that the Town Centre plays in Nelson and specifically the need to transform it in order to support the economic growth potential of Nelson, a SWOT analysis for the Town Centre is provided below:

Table 2.2 Nelson Town Centre SWOT

Strengths
<ul style="list-style-type: none"> ▪ Multifunctional centre - Nelson is the principal retail, service and administrative centre for Pendle and offers a range of employment opportunities, the bus/rail interchange and the Wavelengths Leisure Centre and Inside Spa ▪ Built heritage and character - the town has enjoyed an interesting history, showcased today through its attractive historic buildings, the Whitefield Conservation Area and public realm in the Town Centre. The town centre also offers views of Pendle Hill and surrounding countryside reinforcing its immediacy to natural capital ▪ Location - the town centre has good vehicular access to the Strategic Road Network, and Nelson Interchange is an excellent facility for a town of Nelson's size ▪ Walkable town - surrounded by dense residential and employment catchment able to walk into the town, supporting healthier new town principles ▪ Niche independent offer - including clothing, food and household goods serving the local population ▪ Free parking - encourages people to visit the town
Weaknesses
<ul style="list-style-type: none"> ▪ High retail voids - particularly within the Pendle Rise Shopping Centre and indoor market creating a 'run down' feel ▪ Lack of high street names - it recognises that many shoppers are drawn to towns due to the presence of national brands, but these types of occupiers no longer want to be located in towns of Nelson's size ▪ Weak food and drink offer - including a lack of coffee shops and restaurants, limiting the ability for people to dwell and extend the hours of activity and spend within the town centre ▪ Lack of experience offer - including events to draw people into the town from a wider and more varied catchment ▪ Car parking - is dispersed across the town centre and not easy to find, creating additional traffic as drivers search for spaces. The loss of the long stay multi-storey has led to a lack of supply for those wishing to spend more than a couple of hours in the town centre. On-street parking is causing congestion ▪ Dispersed town centre - key community assets and retail is spread across a wide geography reducing opportunities for linked trips. A consolidated town centre boundary would help reduce retail voids including on upper floors ▪ Vehicle dominated infrastructure - poor quality pedestrian connectivity, especially at a number of existing junctions across Manchester Road and Scotland Road/New Scotland Road ▪ Loss of the urban grid pattern - some clearance of obsolete buildings has broken down the traditional grid pattern of the town resulting in poor permeability and a negative visual impact. This is particularly prevalent to the south of the railway line where permeability and legibility is weak ▪ Perception - poor gateways and buildings in some parts of the town provide a poor sense of arrival to the town centre, especially for first time visitors ▪ Limited signage - limited/poor way finding across the town centre e.g. bus station to Pendle Rise Shopping Centre does not encourage visitors to explore
Opportunities
<ul style="list-style-type: none"> ▪ Central Government capital funding for town centres - the opportunity to put forward proposals to the Stronger Towns Fund and future funding proposals such as the Levelling Up Fund, provide partners with the opportunity to bid for significant capital funding to support the transformation of Nelson

- **Expand the experience offer** - through non-retail led activities and events that draw people from a wider catchment. Consideration should be given to the creation of appropriate spaces to hold events
- **Make more of the College** - the College is a great asset for Nelson and more should be done to ensure strong linkages between the College, local employers, the community and the town centre - both physically and virtually
- **Utilise green and blue assets** - scope to make more of the Canal and surrounding green spaces and views to encourage healthy lifestyles and more sustainable travel modes
- **Opportunity sites** - potential to consolidate retail uses and diversify the town centre residential, employment and leisure offer through the redevelopment of underutilised or vacant sites and premises
- **Strengthen local accessibility** - given size of the town, able to travel by foot and cycle to the large residential and employment areas and educational facilities around the town
- **Catchment and spend** - surveys have indicated that those who visit Nelson do so frequently, but there is an opportunity to provide the right offer that would encourage increased spend and attract others from the more affluent wider catchment area
- **Making a better first impression** - if Nelson is to demonstrate that it has attractive areas within the town centre, it needs to present itself as an appealing place when people first encounter it, whether that be by car, public transport or by more sustainable modes
- **Celebrating heritage and identity** - support to improve and bring into use historic buildings and infrastructure. Opportunities to improve the journey through the railway arches for pedestrians by activating the spaces under them or providing improved lighting and wayfinding to encourage people to pass through
- **Demonstrative deliverability** - Council has been successful in delivering change over the last decade and must utilise the established governance and partnerships to maintain momentum
- **Marketing and promotion** - to raise the profile and enhance perceptions of Nelson including positive news stories and a town centre website
- **Redistribution of traffic** - requires further traffic flow assessment, modelling and highway design potential to allow vehicles to circumnavigate the town centre and access appropriate parking areas is required to make sure those that wish to drive into the centre and use the facilities are catered for
- **Revised car parking strategy** - review of current parking provision to ensure sufficient longer stay car parking is available for workers and visitors, linked to improve pedestrian routes between the car parks and key destinations. Consideration needs to be given to dedicated parking for key buildings, in particular the ACE Centre
- **Enhancement of pedestrian routes and public realm** across the town centre to encourage visitors to dwell and explore, building upon the existing good quality public realm delivered along Manchester Road
- **Events Programme** - develop a varied events programme which will attract a wider range of visitors into the town centre
- **Enhanced playground facilities** - the delivery of playground facilities in the town centre would attract more families into the town centre after school and at weekends, and encourage visitors to make more use of shops and support more food and drink facilities, supporting healthy town principles
- **More usable public space in the heart of the town** - creating a public space in the heart of the town centre, which is flexible, high quality and of a scale to support a town events programme and other community functions
- **More greening of the town** - creating stronger, greener links (through enhanced tree planting, SUDs, planting strategies and) to the wider green network that the town centre has access to, creating a connected, sustainable environment that promotes healthier urban living
- **Encouraging more walking and cycling** - there could also be opportunities to encourage people to walk and cycle around the town, including an opportunity to develop electric bike use within the town centre to encourage people to cycle in an area given its steep gradients, and could include the introduction of a cycle hub in Pendle Rise or at Nelson Interchange
- **Colne-Skipton rail line extension** - proposals to extend the rail service into Yorkshire
- **Town Centre boundary** - Nelson requires consolidation of its town centre boundary to ensure future development does not further dilute town centre uses and reduce vibrancy and footfall

Threats

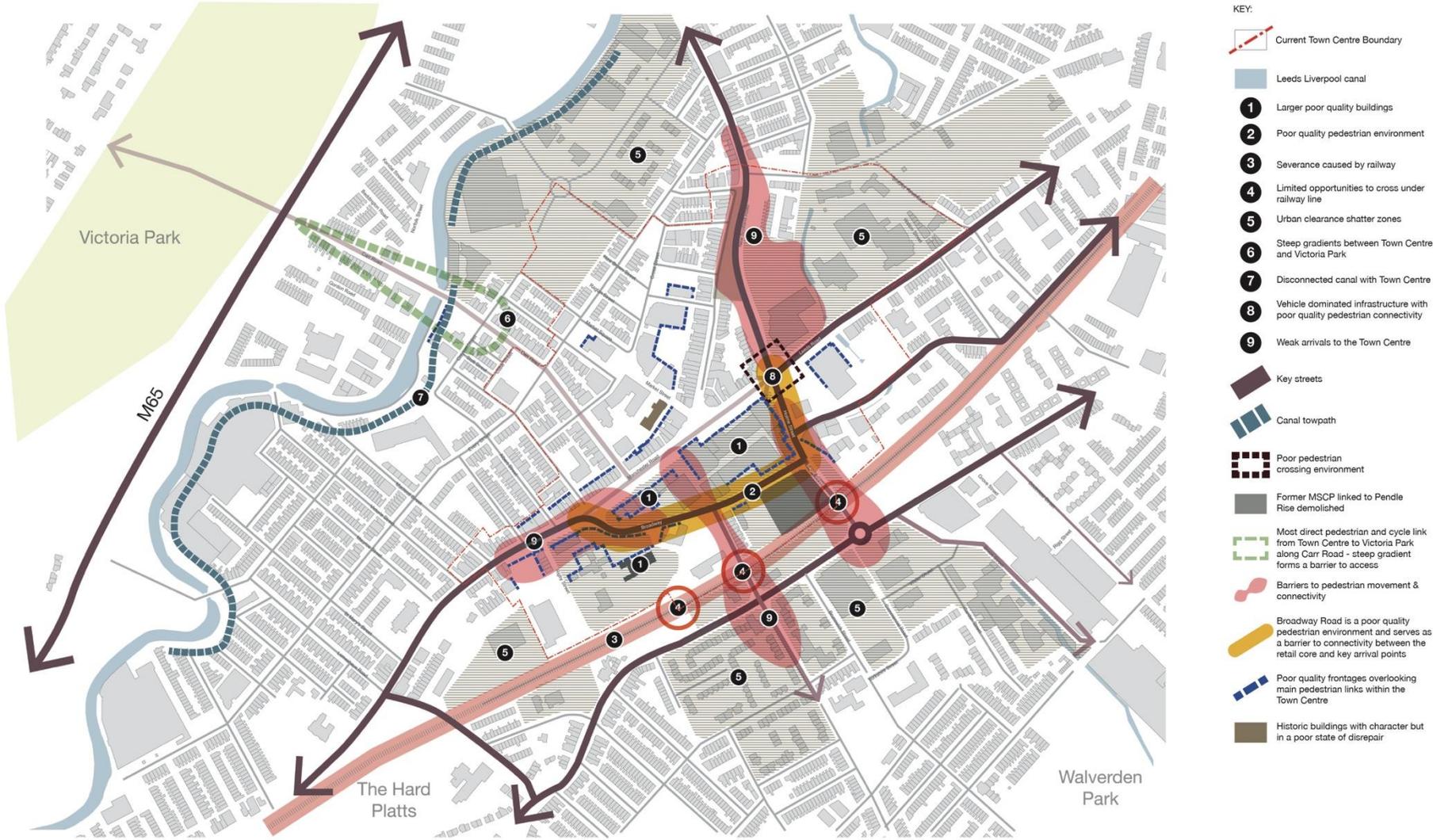
- **Covid-19** - is likely to impact on local business and residents, putting further pressure on some businesses that were already struggling
- **Local perceptions** - Nelson has quite a low profile and it is not the sort of place that people come to for a day trip. Generally people - locals and visitors - do not have positive views about the town centre. Focus needs to be given as to how these perceptions can be changed and the town's profile raised
- **Declining retail trends** - socio-economic and market shifts are resulting in polarised town centres, and a requirement for critical mass of non-retail attractions and experiences
- **Current limited demand for office floorspace** means that a number of quality buildings have voids and therefore additional floorspace is unlikely to be delivered by the private sector
- **Competing towns** - with a stronger retail, leisure and employment offer resulting in out-commuting and a loss of footfall
- **Lack of investment** - local spending power is currently low and limited interest from corporate/private investors in secondary town centres
- **Ownership** - many of the most central sites and premises are in private ownership, where the public sector will need to work with owners to encourage investment and change
- **Strategic planning risk** - the Local Plan Allocations Document is not yet adopted presenting uncertainty and risk in respect of development proposals within and around the town centre
- **Barriers to Movement** - Broadway (A682) creates separation within the town centre, is unwelcoming and difficult to cross, creating a poor quality pedestrian environment. It also directs traffic along a route with buildings backing onto it, resulting in visitors and drivers to Colne/Brierfield passing around rather than through the town
- **Weak arrival points** - the key gateways to the town centre do not showcase the town and what it has to offer, including poor townscape quality, undefined spaces and buildings turning their back to the street
- **Railway line** - creates severance and perception of disconnection from the town and limited opportunities to cross under railway line and poor quality environments
- **Lack of legibility in the current highway network** - makes it generally difficult for drivers to navigate the centre and access parking and the shops and services they wish to. Strategic commuter routes need further definition and controls to ensure vehicles, especially those passing through the town, can do so easily, but it is access to parking facilities around the town centre on appropriately configured highway routes, that has been found to be more problematic
- **Topography and connections** - steep gradients between town centre and Victoria Park increases perception of separation and difficult accessibility. The town centre mainly turns its back on the Canal and access from the towpath to the local highway is poor in places, especially at the bridges with Lomeshaye Road, Victoria Street, Carr Road and Pendle Street
- **Perception of crime** - the prevalence of shutters is creating perceptions of an unsafe town

2.4 Figure 2.2 summarises the key spatial issues for the Town Centre, specifically the following:

1. Larger buildings with poor relationship to the street, no desire lines through them and large service areas
2. Broadway directs traffic along a route with buildings backing onto it and poor quality pedestrian environment. Visitors and passing journeys to Colne/Brierfield pass around the town
3. Railway line creates severance and perception of disconnection from the town
4. Limited opportunities to cross under railway line and are poor quality environments
5. Urban clearance replaced by industrial uses/1980s residential creates an urban shatter zone. Shatter zones are areas at the edge of the Town Centre, peripheral to the main civic core, and where the historic townscape has become damaged

6. Steep gradients between Town Centre and Victoria Park increases perception of separation and inaccessibility
7. Town Centre mainly turns its back on the Canal and towpath is located on western canal bank
8. Vehicle dominated infrastructure with poor quality pedestrian connectivity
9. Weak arrivals to the town centre, with undefined spaces and buildings turning their back to the street.

Figure 2.2 Spatial Summary of Town Centre Issues



3.0 Vision and Objectives

- 3.1 The Masterplan Issues report identified a draft vision and objectives. This was then shared with and refined by the Board and through wider consultation in order to agree the following vision and strategic objectives for Nelson.

Our Vision for Nelson

“A healthy, vibrant and confident town fulfilling its role as a key centre on the M65 growth corridor; offering high quality services, aspirational education, diverse employment and housing opportunities; all set within safe and attractive spaces which inspire and energise our residents. Nelson is a town proud of its social and industrial heritage, inspiring landscapes, and multi-cultural identity. Together we will build a future everyone can aspire to, underpinned by inclusive and sustainable growth and community involvement.”

Our strategic objectives for Nelson over the next 15 years (2020-2035) are:

SO1: To instil pride and a strong sense of identity and belonging to create a cohesive and welcoming community where residents feel connected, involved and empowered.

SO2: To ensure that public service provision meets the needs of all residents to enable them to thrive.

SO3: To increase confidence and aspiration to succeed through improved access to skills and quality jobs.

SO4: To provide a better choice of housing through renewal and new build to enhance quality and affordability.

SO5: To support health and well-being through access to quality open spaces, active walking and cycling routes, and responsive recreation and leisure provision.

SO6: To reinforce the Town’s role as a key service centre serving the needs of its catchment set within an attractive, safe and welcoming environment.

SO7: To drive resilience and growth through a diverse business base which celebrates innovation, entrepreneurship and ambition to grow.

SO8: To re-energise and breathe new life into heritage assets and redundant buildings.

SO9: To enhance digital and physical connections to support inclusion and economic growth.

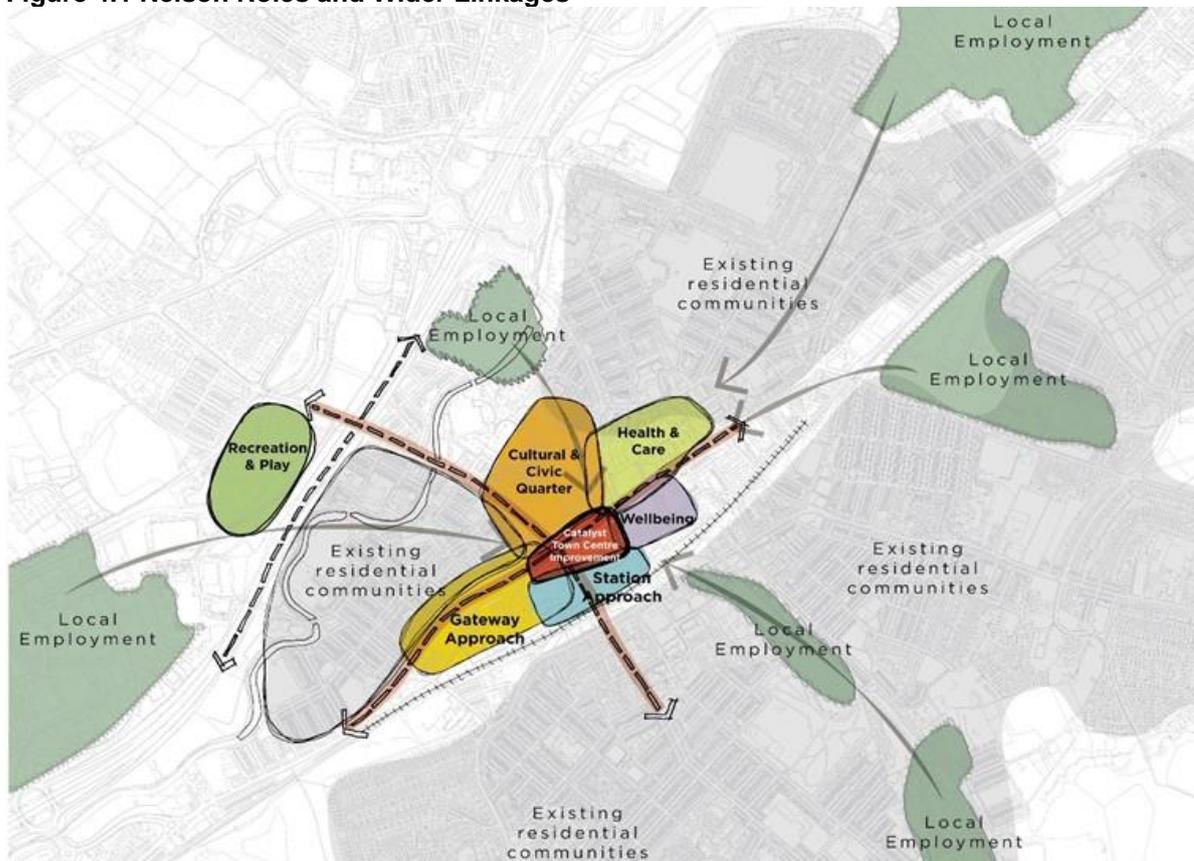
- 3.2 Three key principles underpin our strategic approach are as follows:

- **Collaboration and Engagement** - Stakeholder engagement is fundamental to our approach and we pursue a range of approaches to ensure all voices are heard. The preparation of the Town Investment Plan, alongside this masterplan, has brought partners together from across the public, private and community/voluntary sectors, around a shared ambition to secure community cohesion and positive change for Nelson residents.
- **Clean Growth** - The principle of clean growth lies at the heart of everything we do. Our strategy seeks to make Nelson a more sustainable place to live and work, and respond to the climate change emergency by putting net zero at the centre of all activity.
- **Economic Recovery** - Covid-19 has presented the UK with the most significant health and economic challenge in decades. Nelson has been significantly exposed to the effects of Covid-19 as a result of our economic and demographic composition which has had far-reaching effects on our town and its people. Our strategy seeks to catalyse Nelson’s economic renewal and enable the town to build back better than it was before.

4.0 The Spatial Framework

4.1 Nelson Town Centre sits at the heart of a mixed use area providing homes and jobs for local people as well as residents from wider Pendle, Lancashire and further afield. It also provides an important role as a civic hub, bus/rail interchange as well as providing a range of shops, leisure, culture, education and health facilities. This important special layout between the town centre and its wider catchments is illustrated in Figure 4.1.

Figure 4.1 Nelson Roles and Wider Linkages



4.2 Figure 4.2 identifies the spatial framework for Nelson, responding to the town's issues and opportunities. It highlights areas for intervention identified through the analysis of the area (summarised in Section 2) and stakeholder engagement in:

- Key existing and future residential and employment sites
- Enhancements to east west movement to ensure employment and residential areas/ opportunities are better connected both generally and specifically to the town centre, and to ensure existing and new workers and residents are encouraged to use the town centre more
- Strategic corridor improvements, in particular from the motorway, including from Nelson and Colne College into the town centre
- Improvements to key gateways - motorway junctions and around the town centre
- Enhanced linkages between the town's green assets around the town and into the town centre to support more walking and cycling and encourage healthier lifestyles
- Enhanced linkages to and along the Canal and into the town centre

4.3 Figure 4.3 provides further details to Figure 4.2 in terms of the locations of schools, local parks, play areas and existing and potential employment and housing sites. The plan then identifies proposals for how these could be enhanced through:

- Strategic gateway improvements and associated streetscape enhancements
- Proposed cycle routes to better connect key features together
- Potential business improvement zones
- Improvements along the A682 corridor
- Proposed junction improvements
- Potential future housing sites
- Pedestrian and cycleway improvements to the Canal tow path

4.4 Key opportunity sites are described in Table 4.1 and identified on Figure 4.4.

Figure 4.2 Town Summary Spatial Framework

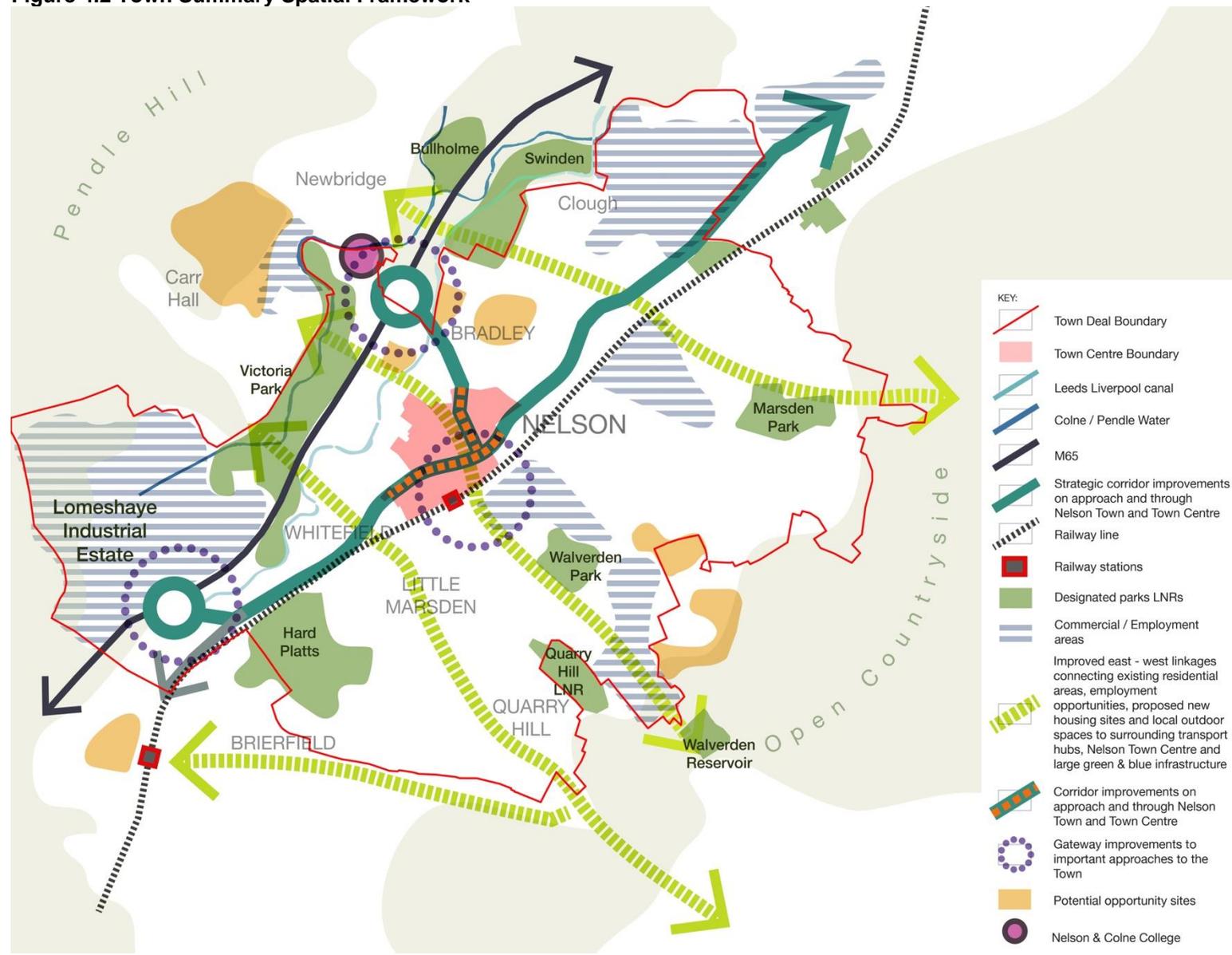


Figure 4.3 Nelson Spatial Framework

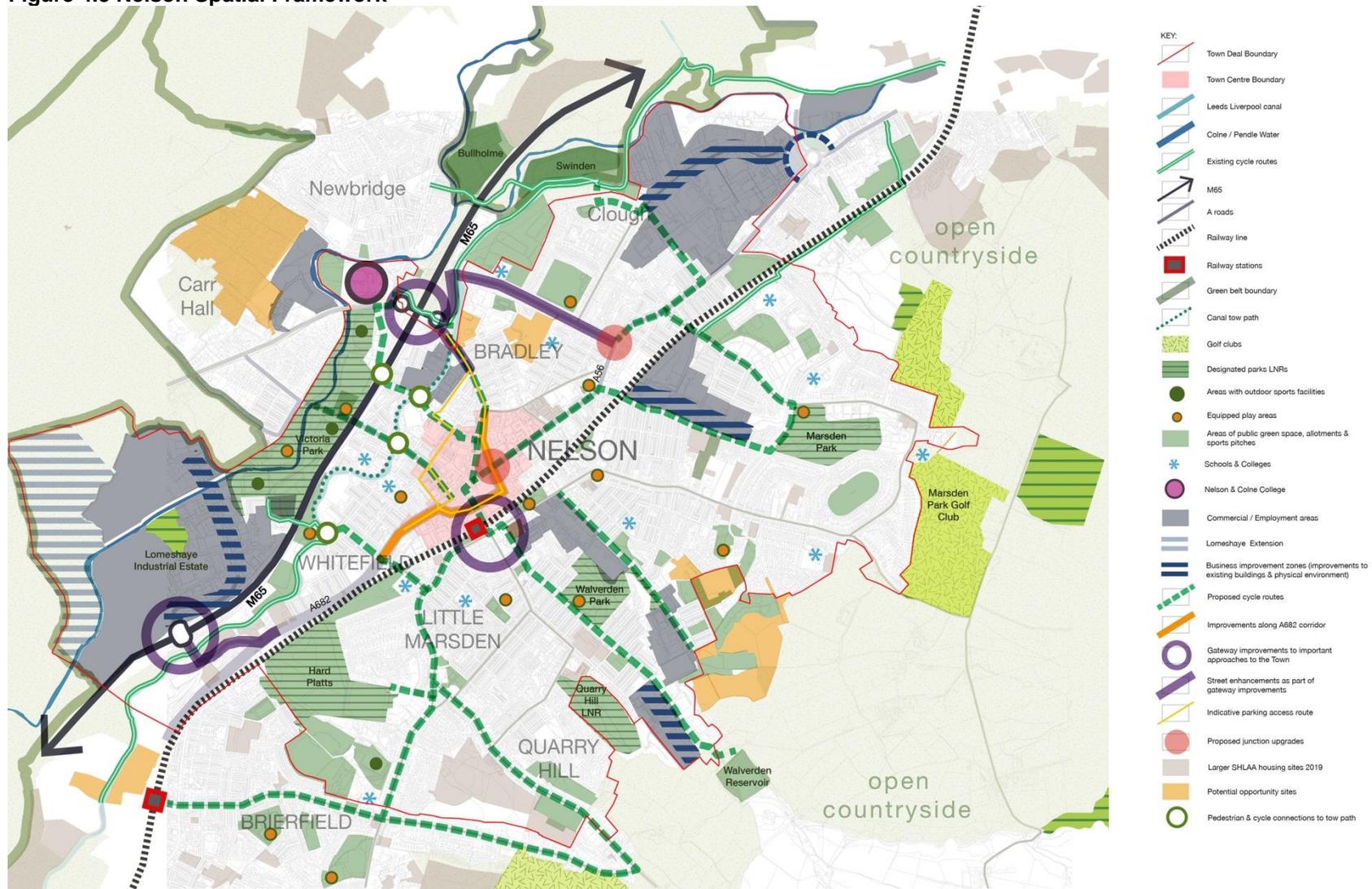
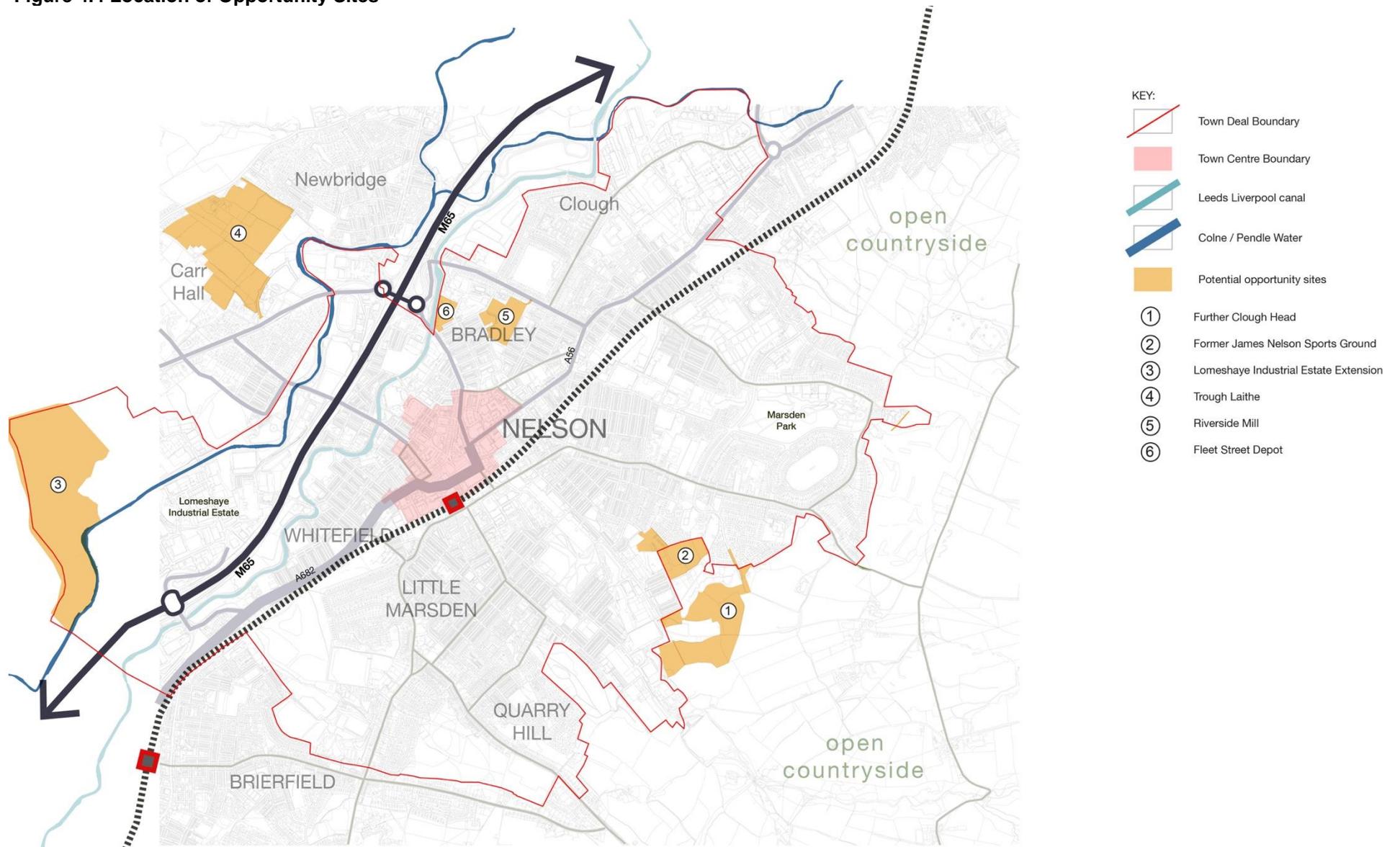


Table 4.1 Opportunity Sites in Nelson Outside of the Town Centre

Ref	Site	Size	Ownership	Description	Potential
1	Further Clough Head	5.4 ha	Pendle Borough Council	Identified in SHLAA - ref 203/Indicative no. dwellings - 216 Previously been allocated as HMR reserved housing land.	Planning permission for 200 homes approved in 2017 Homes England funding supporting delivery of the site. On site this year
2	Former James Nelson Sports Ground	2.7 ha	Linkhaven Ltd	Identified in SHLAA - ref 199/Indicative no. dwellings - 106	Planning permission for 99 homes and 15 apartments was granted in July 2020.
3	Lomeshaye Industrial Estate Extension	40 ha	Pendle Borough Council	Successful employment area. Priority employment site for the borough	Employment expansion site with scope for over 1,000 new jobs. Phase 1 of expansion site is currently on site.
4	Trough Laithe	13 ha	Peel Investments Ltd	Identified as Strategic Housing site - Policy LIV 2 - This site can provide an estimated 500 dwellings over the plan period. This site was previously protected to meet future long-term development requirements under Policy 3A of the Replacement Pendle Local Plan 2001-2016. It will play a major role in bringing forward a significant proportion of the overall amount of housing that is needed in the borough. Identified in SHLAA - ref S124 - If the policy constraint could be overcome part of the site could come forward within five years.	Residential development - edge of Nelson site likely to be attractive to market
5	Riverside Mill	2.56 ha	Private Owner	The site has been vacant since 1999 SHLAA ref. 1003 - Residential 91 homes The Bradley AAP allocates the former Riverside Mills site for housing, with scope for some mixed-use development.	This is a underutilised site close to the town centre which the Council is keen to support to be brought back into viable use to improve environmental quality and the connectivity/movement in the town
6	Fleet Street Depot	1.11 ha	Pendle Borough Council	Currently used as a Council Depot but a more central location would enhance service efficiencies.	If the site was no longer required for operational use it would be a good employment site given its proximity to the Motorway

Figure 4.4 Location of Opportunity Sites



5.0 Town Centre Strategy

5.1 As the principal retail, service and administrative centre for Pendle, the ability to change perceptions and create an exciting new future for Nelson, requires the transformation of the Town Centre. The future strategy for Nelson Town Centre comprises the following components:

1. **Repurposing Pendle Rise** - Nelson's 1960s shopping mall, dominates the high street and lack of investment and high vacancy rates currently means that the building detracts from the centre rather than it being a major attractor. Our vision for Nelson cannot be realised whilst the shopping centre continues to decline. Given the well reported changes in the retail sector compounded by the impacts of Covid-19, the centre is not fit for purpose and is unlikely to be able to be transformed by private sector investment alone. A future solution requires public sector intervention. Determining a new future for Pendle Rise will signal a new future for the whole of the town (see below for further details).
2. **Diversified offer** - aligned to the need to transform Pendle Rise, is the need to diversify the town centre offer. Nelson Town Centre needs to transition to provide a wider range of shops, opportunities and services which will attract more and a wider range of users. Our retail offer needs to be consolidated and a wider range of uses introduced including a better choice of places to eat and drink (beyond 5pm), more employment opportunities, new homes and improved leisure, cultural and health amenities. Our enhanced offer needs to better serve our existing community but also attract new residents who will move into the new homes proposed on the edges of the town, workers from the businesses operating in and close to Nelson (many of which offer well paid jobs) and visitors who are walking and cycling in our attractive countryside. We need to focus core activities within a consolidated town centre boundary, encourage more activity within it and support alternative uses such as residential on its edges.
3. **Revitalising vacant and underutilised sites and buildings** - key gateways sites and buildings within the centre are vacant, derelict or underutilised which undermine our economic potential and detract from the experience of users. New uses for these sites and buildings need to be found to ensure that our architectural heritage is not lost and our economic potential can be fulfilled. Priority will be given to profile sites and buildings at key gateways, such as Pendle Rise, its former multistory car park site and Trafalgar House. Where viable vacant and underutilised upper floors of shops and premises will be refurbished to create new homes, increase footfall and increase activity in the heart of the town.
4. **Better connectivity** - given the size of the town users are able to travel by foot and cycle to much of its offer. Improving the pedestrian and cycling experience between key attractions across the town including the town centre, the College, the Wavelength Leisure Centre and Inside Spa, Morrisons, the Canal and the bus and railway stations will reduce car usage and support healthier lifestyles. Pedestrian and cycling links to surrounding residential communities, employers (within the town centre e.g. Farmhouse Biscuits, Sovereign and 3Bs and on its edges such as Lomeshaye Industrial Estate) and students on the edge of the town centre can be improved to better connect them to the amenities in the town centre. There is also scope to enhance the experience for drivers as they enter Nelson from the motorway and the routes they use to get into and travel through the town and access parking. We will also lobby to improve our connectivity by public transport including the potential to reinstate the Colne to Skipton rail line as part of the Transport for North rail strategy.

5. **Delivery of modern energy efficient homes** - there is already an established community living in and close to Nelson Town Centre, but the choice of homes is dominated by terraces. The delivery of new modern homes including apartments in the town centre will attract a broader resident population to live, work and shop in Nelson. This will include the delivery of new homes on vacant sites as well as the refurbishment of underutilised buildings, in particular those with architectural/heritage value. Given its wide range of shops and services, the centre is a good location for homes for older people, such as the one currently being proposed at Bankhouse Road.
6. **Enhance the town centre environment** - linked to the need to revitalise prominent sites and buildings, is the need to create attractive gateways enhancing the quality of arrival points into and routes through the centre. Landowners will be encouraged to improve the appearance of profile buildings to improve the attractiveness of key gateways, facades and corridors through the centre. Sensitive infill development will be encouraged to improve vitality and the setting of existing historical buildings. Consideration will be given to improved lighting to ensure visitors feel safe and to support a more vibrant evening and night-time economy. Improved connectivity will encourage people to move through the town and access its attractions. New spaces will be created to ensure an extended range of exciting events can be held in the town centre attracting a wider range of visitors to the town and encouraging them to explore its wider offer. This could include the introduction of open space within the town centre to attract more families to spend more time in the town centre. There is currently a lack of green infrastructure within the town centre and stronger greener links will improve the attractiveness of the town and promote healthier urban living and improve access to the attractive green infrastructure and the Canal which surrounds the town centre and Nelson.
7. **Ensuring our car parks support the town** - as part of the wider transformation of the town we need to ensure that we have an appropriate supply of car parking in the right places and of the right type to support its users - including for shoppers to easily access short stay parking, spaces for people who want to visit for a couple of hours and workers who need to park all day. Currently the centre is undermined by visitors driving around trying to find spaces. We also need to ensure that pedestrian and cycling links are improved so that those residents who live locally are encouraged to walk/cycle into the centre rather than drive.
8. **Raise Nelson's profile** - few people from outside of Nelson would currently consider visiting Nelson. We need to improve people's perceptions of Nelson by repositioning its offer and then better promoting this. This will include promoting its wider offer such as the Leeds and Liverpool Canal (a major strategic cycle and pedestrian route which includes the Pennine Cycleway), Pendle Hill and the areas countryside, Local Nature Reserves and woodlands. Given its strategic location, with the right offer and better marketing there is scope to attract people from Lancashire and Yorkshire.
9. **Harness our growing our catchment** - as illustrated in Figure 4.3 there are a number of major residential proposals within Nelson. Supporting their delivery and enhancing the town centre in tandem will in turn support the vitality and viability of the town centre. These new residents must be encouraged to recognise Nelson as their local centre, ensuring the centre is able to attract their disposable income and it is not lost to other places. Scope exists to also ensure that the centre is attractive to the local and growing Asian and Eastern European populations.

10. **Champion local** - in revitalising our sites and buildings and diversifying our offer, local businesses and entrepreneurs will be targeted, rather than national retailers - we know that given structural changes in the retail sector high street brands are unlikely to be looking for space in Nelson. We will work with small/local businesses who are passionate about Nelson and want to start up or grow their businesses here. We already have some great independent businesses who have established in Nelson and we want to ensure that the town centre enables them to thrive and attract and create others.

5.2 This Strategy is underpinned by our cross cutting strategic principles of:

- **Collaboration and Engagement** - bringing partners from across the public, private and third sector together around a shared ambition to secure community cohesion and positive change for Nelson residents and businesses
- **Clean Growth** - making Nelson a more sustainable place to live and work
- **Economic Recovery** - stimulate Nelson's economic renewal and enable the town to build back better than it was before.

Pendle Rise

5.3 Our priority action is to determine a viable future for Pendle Rise. Pendle Rise is Nelson's primary shopping centre, comprising over 100,000 sq ft of retail accommodation, with over 15,000 sq ft of long term vacant office space above. Built in the 1960s, (one of the first Arndale Centres) and typical of its time, the modernist, inward facing shopping mall was incredibly popular in its heyday but is much less so today. Whilst the centre accommodates a number of high street names (e.g. Wilko, Greggs, Costa) as well as some independent retailers of varying quality, it has been in decline for a number of years. The ownership and management of the centre has changed hands several times in the past decade and there has been very limited investment in the centre.

5.4 Nelson's indoor market, located below the shopping centre in a basement setting, has been in decline for a number of years. The market has been closed for long periods during the Covid-19 pandemic and in February 2021 the decision was taken not to re-open it, further increasing the amount of vacant space within the centre.

5.5 Adjacent to Pendle Rise is the former multi-storey car park which once served it. The site has recently been cleared and remains vacant, adding to the poor quality environment on one of the main traffic routes through the town centre.

5.6 Pendle Rise is an unattractive, dated, inward facing centre and acts as a barrier to movement between key arrival points and town centre amenities. It presents a poor image of the town, deterring visitors from stopping to explore what the town has to offer and dividing already low footfall between those shoppers inside the centre and those on the "high street". Even before the Covid-19 pandemic, the centre suffered from high vacancy rates (c.40%) and did not meet the needs of modern occupiers.

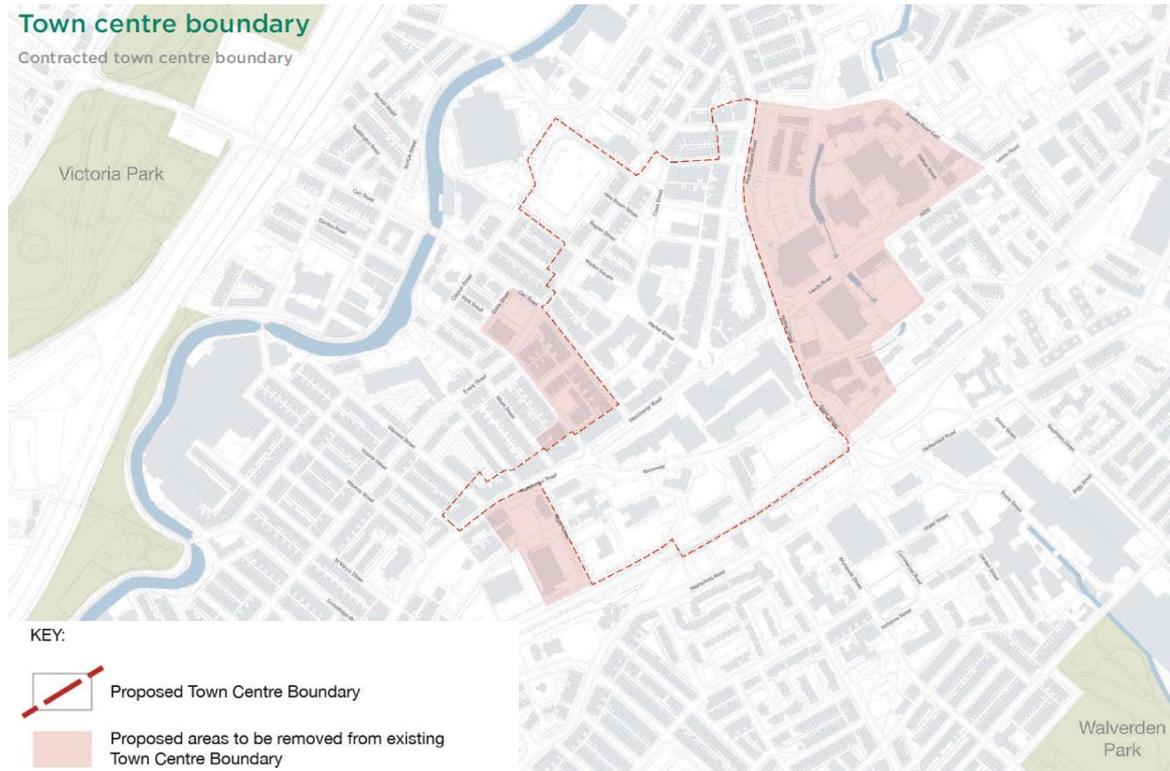
5.7 Without public sector investment, Pendle Rise, will continue to decline, providing a poor quality offer to the town, impacting on retailer and shopper perceptions and experience, leading to further reductions in footfall, occupancy and revenue across the town. Without investment, Nelson Town Centre faces the risk that workers, residents, visitors and students from Nelson will choose to shop elsewhere.

- 5.8 Investment is needed to support the regeneration of the Centre. The remodelling/repurposing of Pendle Rise would deliver transformational change within the town centre and act as a catalyst for further investment and growth across the wider town. Key components of new development could include residential uses and a new public open/event space to grow and enhance the towns events programme. There are opportunities to create a new offer, new opportunities for town centre living, a better quality experience, improved perceptions, increased footfall and enhance community pride.

Revised Town Centre Boundary

- 5.9 Through the preparation of the masterplan consideration was given as to whether the town centre boundary should be reviewed in the emerging Local Plan Allocations Document. The analysis points to the need to consolidate the town centre boundary for planning purposes to try to focus town centre related activities within a core area to target footfall and therefore vitality. This should be supported by enhanced connections to other key attractors in the town including Wavelengths, Pendle Community Hospital and Nelson & Colne College. Although it is recognised that greater flexibility about uses in the town centre could be supported by proposed changes in planning use classes, the need to have a clear focus on where town centre activity should be located has been enhanced by the significant shift to online retailing which has been accelerated by the Covid-19 pandemic. This focus should also encourage alternative uses to retail to reoccupy vacant spaces, such as residential, to reinforce key uses in the town centre core. The proposed revised boundary is identified below. In addition, consideration could be given to extending the area to include the Morrisons store which would also provide a link between the retail core and the Canal.

Figure 5.2 Proposed Changes to Planning Boundary



The Town Centre Masterplan

- 5.10 Figure 5.3 spatially illustrates the town centre strategy. It is supported by the following:
- **Connectivity and Open Space Plan** - Figure 5.4 drawing out the proposed improvements to connectivity and open space. See below for further details
 - **Opportunities Plan** - Figure 5.5 identifies key opportunities sites and buildings to support the transformation of the town's offer. The potential of each of the sites is described in Table 5.1
 - **Masterplan** - Figure 5.6 presents the town centre masterplan and Figure 5.7 some sample imagery of the types of spaces, street design and development variety that could be created.
- 5.11 As set out in the Town Centre Strategy above and the Masterplan improving connectivity/accessibility is crucial to making Nelson Town Centre work better. As part of the Town Deal bid (see Section 6) a comprehensive strategy will be worked up for Nelson to consider and address accessibility issues holistically both physically and perceptually.

5.12 Priorities for change to improve town centre accessibility should include consideration of the following:

- **Improve navigation through and around Nelson;** funding interventions which will improve traffic flow, legibility and user experience including junction reconfigurations, better pedestrian crossings, cycle friendly improvements and investment in the public realm in the immediate vicinity of junctions. Improvements to town centre car parking provision (long and short stay) will also be made. A particular element will be to focus on enhancing gateways and routes from the key arrival points of the M65 and railway, with clear, legible corridors created that allow easy access to and from key amenities. These corridors, particularly Scotland Road, from the M65 will reinforce a positive image of the town, as well act to funnel users towards their key destinations effectively.
- **Creation of a strategic set of routes** around the town centre could be reinforced, or re-established in some cases, to allow good access without causing significant traffic issues within the civic and residential areas in and around the centre. Further traffic assessment and modelling would be required to determine routing options. The key will be making junctions more efficient, pedestrian/cycle routes through them more direct and the ambience and signing clean and clear respectively. This set of routes will need to allow clear routes but at the same time not form a severance to and from adjacent neighbourhoods. They will also need to act as a stimulus to ensure that frontage land is developed or enhanced, rather than remain as underutilised space separating communities.
- **Improve walking and cycling routes** - promote greener modes of transport and improve health. Key gateways and links will be able to provide safe, legible and more attractive routes than those strategic sites identified above if additionally connecting to the Leeds and Liverpool Canal towpath at Carr Road and Pendle Street and the cycle routes along it. They will complement major interventions such as Scotland Road, where the college will also be linked to the Canal corridor and the town centre. The potential routes could include:
 - Halifax Road (Nelson) and Kings Causeway to Hard Platts/Marsden Heights College/Brierfield Town Centre/Lomeshaye
 - Walverden Reservoir and Further Clough Head - Walverden Park - Nelson Town Centre - Nelson and Colne College
 - Marsden Park - Hallam Road Business District - Pendle Vale College - White Walls - Swinden - Bull Holme - Barrowford Town Centre
 - Cycle accessibility would also be greatly improved through the area if cycle routes from the Canal towpath could be encourage through Nelson town centre to National cycle route 91 which passes through Haggate, approximately 6km south east of Nelson
 - Cycle and walking provision to the Bus Interchange would also encourage more integrated sustainable travel
- **Enhancing Key Gateways** - As mentioned previously to improve people's perception of the town while softening the transition as they move from strategic transport link to the town centre. There is a need to balance transport access with air quality and ambience matters and schemes will take account of these factors. These could be located:
 - At Railway Street adjacent to Nelson Interchange, especially if proposals to reinstate the Colne to Skipton rail line come to fruition, allowing funding to become available

- At the Scotland Road/Clayton Road or Scotland Road/Pendle Street junctions where there is the potential to improve the public realm and incorporate better crossing facilities over Scotland Road, to improve access between Home Bargains and the town centre. This is currently a major severance from communities but a vital part of the route from motorway to town

These gateway enhancements could be reinforced through 'greening' proposals along the main highway routes into the centre, in particular Scotland Road and Reedyford Road, improving the quality of life for residents and in turn helping to reverse the negative image and perceptions of the town. Any planting strategy for these routes will support bio-diversity in the centre whilst contributing to the climate change agenda. They could also be integrated into the Nelson in Bloom programme. Opportunities also exist to improve other important crossing points on New Scotland Road and Manchester Road (to be identified following further assessment).

- **Improvements to the A682 corridor** - Improvements to the A682 corridor from St. Mary's Church on Manchester Road to Forest Street along Scotland Road. A variety of potential enhancements to the corridor to improve the overall sense of arrival, reduce car dominance, encourage active travel and increase the opportunities to cross the route at key points. Enhancements could include tree planting and street greening, SUDs, footpath widening and introduction of cycle lanes, improved pedestrian crossing facilities and traffic calming measures. Really importantly this sense of change needs to link from the corridor itself into the ambience created in the centre, and as part of the wider green linkages outwards to key access points to the sub-region, and local neighbourhoods.
- **Improvements to the Leeds and Liverpool Canal towpath will open up opportunities to better connect areas of green space into** the town centre. In tandem with improvements and greening of the central public realm, enhanced areas of green space will encourage better use and more pleasant, healthy environments that are used throughout the day.

5.13 The accessibility improvements would also need to be supported by an appropriate parking strategy, which takes into account access routes.

The Outcomes

5.14 Successful delivery of the Town Centre Strategy will achieve the following outcomes:

- Pendle Rise will be a key attractor to the town
- Fewer vacant shops and buildings and vacant sites brought back into economic use
- Increased demand for town centre facilities
- Diversified range of services, facilities and events
- Increased footfall, spend and vibrancy within the town centre
- Wider audience attracted to Nelson including residents, workers and visitors
- Improved choice of homes including modern energy efficient homes
- New businesses attracted to Nelson including independent shops, more cafés, bars and restaurants
- Growing and diverse business community supporting economic growth

- Enhanced physical environment and 'quality of place' including investment in public realm, art, tree planting and soft landscaping
- Appropriate supply of car parking that serves key destinations
- Improved reputation and raised profile within the wider area including improved first impressions
- Increased market confidence and attraction of new private sector investment
- Improved sustainability.

Figure 5.3 Town Centre Spatial Framework

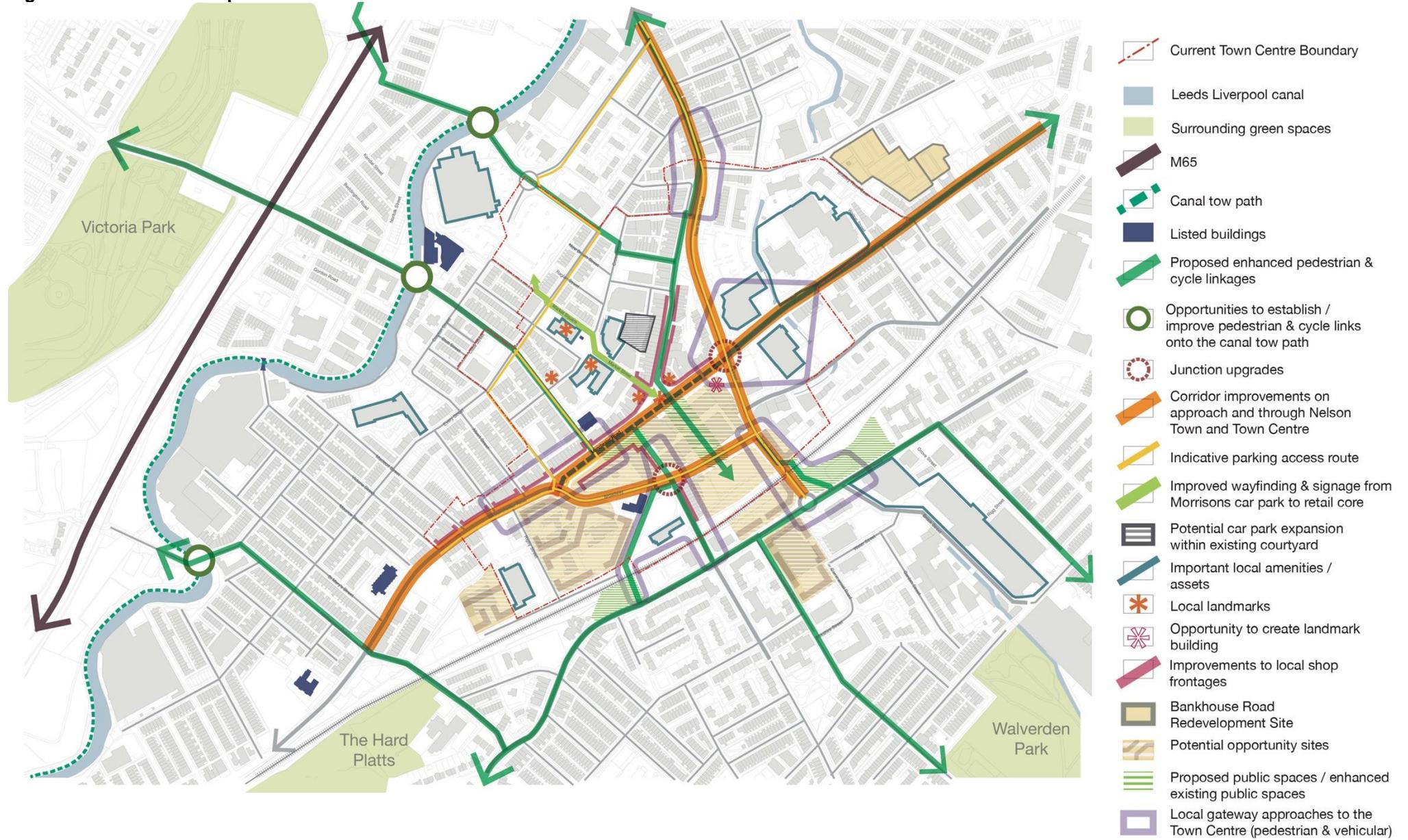


Figure 5.4 - Connectivity and Open Space

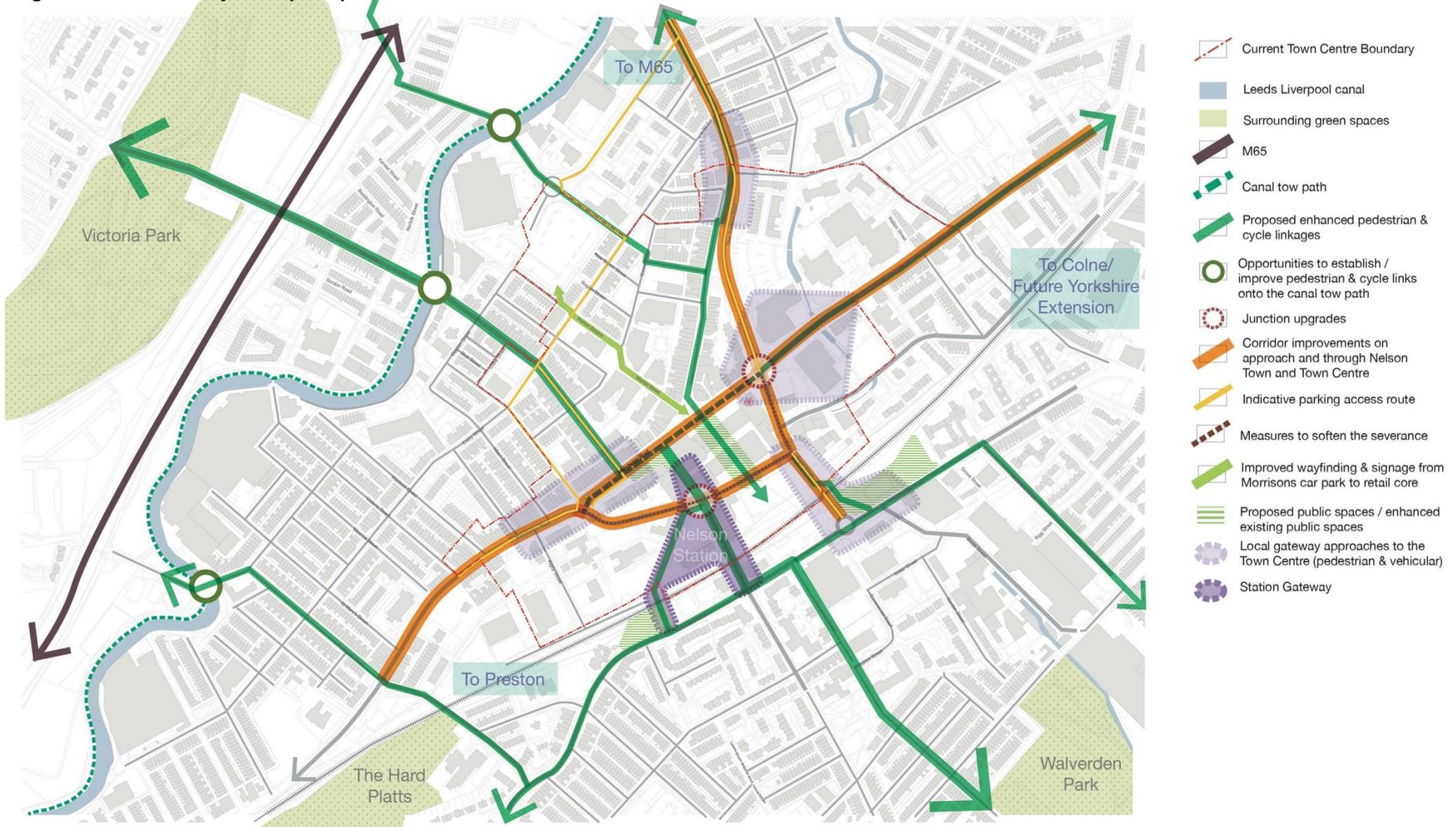
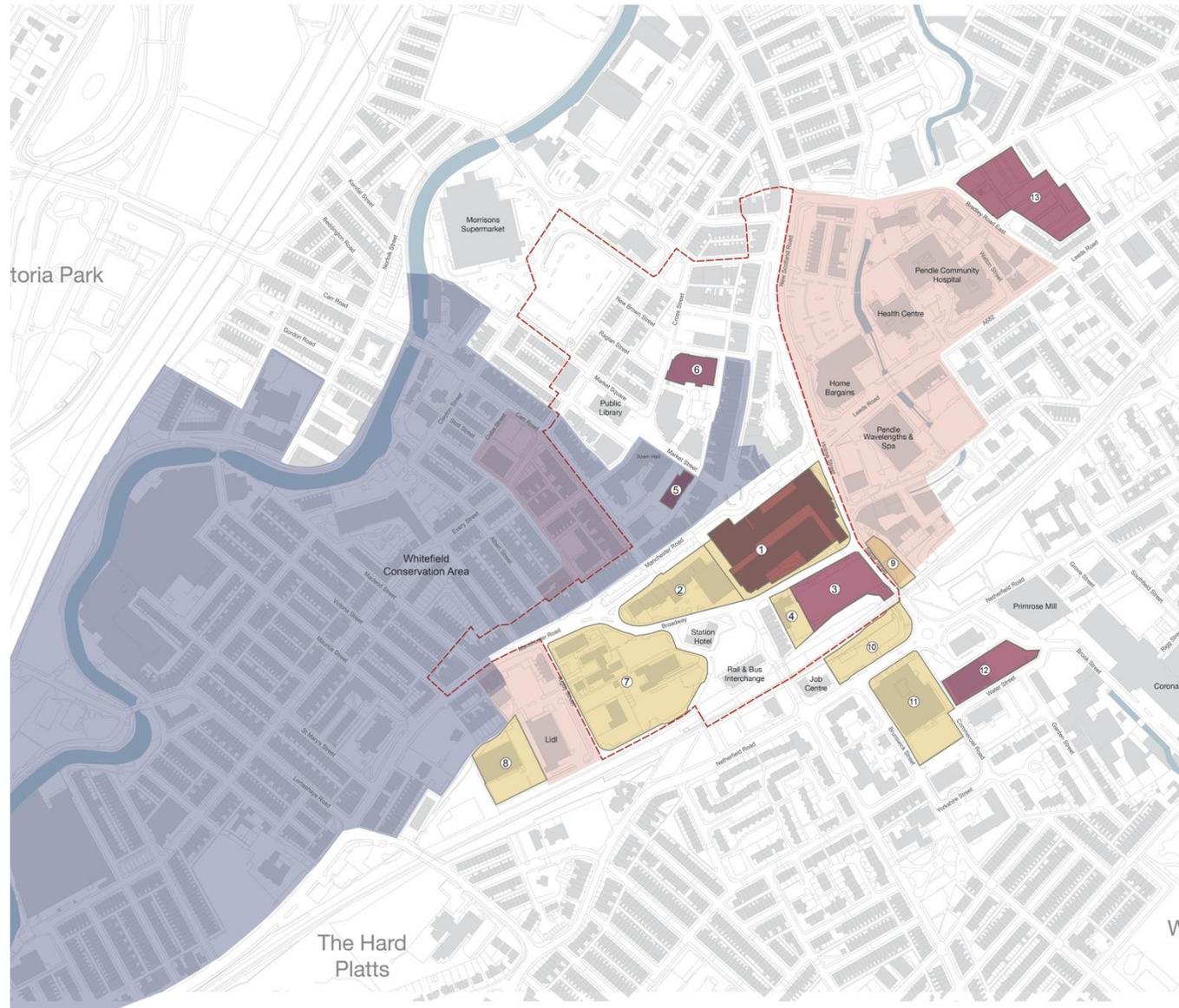


Figure 5.5 Town Centre Opportunity Sites



- ① Pendle Rise Shopping Centre
- ② Post Office Retail Block
- ③ Former MSCP
- ④ Police Station
- ⑤ Trafalgar House
- ⑥ ACE Centre
- ⑦ Southern/Rigby Street Gateway Site
- ⑧ Sorting office
- ⑨ Sagar Street Car Parks
- ⑩ Former access to MSCP along Netherfield Road
- ⑪ Sutton Building
- ⑫ Innovation Centre
- ⑬ Bankhouse Road

Table 5.1 Potential Opportunity Sites and Buildings in Nelson

Ref	Site	Size	Ownership	Description	Priority	Delivery
Ongoing/Short Term						
1	Pendle Rise Shopping Centre	1.16ha	Private - Future Properties Limited	Failing shopping centre which is a priority project for the centre	High	Public sector funding is required to deliver a comprehensive regeneration scheme due to viability issues.
2	Post Office Retail Block	0.56ha	Multiple Ownership	Part of the site is currently up for sale Local developer has just refurbished units on part of the upper floor for apartments.	Medium	The building is adjacent to Pendle Rise and as such it will be important for the building to be well used and maintained so as not to undermine investment in Pendle Rise. Work with the existing and any future owners of the block to support further investment linked to proposals for the transformation of Pendle Rise
3	Former MSCP	0.42ha	Private - same owner as Pendle Rise	The MSCP was demolished to deliver a McDonald's Drive-thru but it is understood that they are no longer interested in the site	High	Future options will be considered as part of future proposals for Pendle Rise
5	Trafalgar House	0.06 ha	Private - Ace Bench Limited	Attractive heritage frontage but poor state of repair. The building is too dangerous to enter currently.	High	The building has recently been acquired by Pendle Council. Further funding will be needed to bring the building/site back into use. Options are being considered around the retention/demolition/redevelopment of the building. There is scope for all or part of the site to provide new car parking to support business occupiers in the town centre in the short to medium term, with the site providing a longer-term redevelopment opportunity if the market allows.
6	Arts, Cultural and Enterprise Centre (ACE)	0.18 ha	Pendle Borough Council/Pearl (PBC Joint Venture)	2 floors of the building - offices - are currently underused and 2 floors are closed due to Covid19	Medium	Alternative uses are being investigated for under occupied floors. This would include conversion for new business occupier or residential (in the order of 20 apartments). Public sector funding required due to viability issues
12	Innovation Centre	0.29ha	Pendle Borough Council	The centre is currently largely vacant and does not respond to current demand.	High	Feasibility work has been undertaken which demonstrated the ability of the site to be redeveloped to create c.6500 sq ft light industrial space (small industrial units). Funding required to make the scheme viable.
13	Bankhouse Road Redevelopment Site	0.15ha	Pendle Borough Council	Currently cleared land	High	Site being considered for a potential Extra Care housing scheme, subject to funding to support site remediation and redevelopment.
Medium Term						
4	Police Station	0.26ha	Police (terrace units private individuals)	Police are proposing to move from adjacent site to Council owned site on Carr Road	Medium	Could be scope to link the site to development proposals for the former MSCP site
9	Sagar Street Car Parks	0.11ha	Public sector - Pendle Borough Council	Car parks on a key route through the centre.	Medium	Scope to consider alternative uses linked to redevelopment of Pendle Rise/former MSCP and Police station sites. Would need to be looked at as part of a town wide review of car parking
10	Former access to MSCP along Netherfield Road	0.33ha	Private - same owner as Pendle Rise	Prominent frontage along Netherfield Road	Medium	Future use will in part depend on what is delivered on adjoining sites, but residential could be an option potentially older peoples housing

Ref	Site	Size	Ownership	Description	Priority	Delivery
Long Term						
7	Southern/Rigby Street Gateway Site	1.42ha	Multiple Ownership including public and private	Mix of ownership, poor quality gateway site including Adult Disability Centre, vacant housing, car parking and businesses. Includes former telephone exchange office building (c.5 storeys) which is unlikely to be able to be demolished due to infrastructure constraints associated with previous use.	Medium	Gateway site which should be encouraged to be brought back into active use. Potential to be a good residential site. Any scheme needs to be of a good quality due to the prominent nature of the site at a key arrival point via both road and rail/bus interchange
8	Sorting Office	0.39ha	Royal Mail	In active use with no current plans to dispose	Low	Long term residential site if not required by Royal Mail in the future
11	Sutton Building (Former Training 2000) on Netherfield Road	0.62ha	Private - Training 2000 Limited	Currently used as a faith school.	Low	If it became surplus to current requirements it could be a potential residential site if adjoining site are developed for residential uses

Figure 5.6 Town Centre Illustrative Masterplan



Figure 5.7 Town Centre Illustrative Masterplan supporting precedent imagery

Reducing the dominance of vehicles

People focused streets and spaces

A variety of development type and tenure



6.0 Action Plan

6.1 Table 6.1 provides a summary of key actions to support the transformation of Nelson. For each action it provides the following:

- Potential timing - projects are grouped into short (1-2 years), medium (3-5) and long (5+ years) term
- Project name
- Project description
- Alignment with the strategic objectives:
 - SO1: To instil pride and a strong sense of identity
 - SO2: To ensure that public service provision meets the needs of all residents
 - SO3: To increase access to skills and quality jobs
 - SO4: To provide a better choice of housing
 - SO5: To support health and well-being
 - SO6: To reinforce the town's role
 - SO7: To drive resilience and growth through a diverse business base
 - SO8: To re-energise and breathe new life into heritage assets and redundant buildings
 - SO9: To enhance digital and physical connections
- Lead partner and other potential partners
- Potential sources of funding

6.2 Although Pendle Borough Council has commissioned this masterplan and will need to take a lead role in its delivery, the realisation of the vision will require collaboration with the private sector (developers, local businesses and potential investors), the Town Board and other local partners (including the local community) to determine detailed action plans for each of the proposed actions.

Table 6.1 The Action Plan

Project	Details	Strategic Alignment	Lead Organisation and Partners	Potential Funding Sources
Short Term				
Revitalise Nelson including transformation of Pendle Rise Shopping Centre	Repurposing Nelson's vacant buildings into productive use will improve the town's image and increase town centre vibrancy through a broader range of uses including a mix of specialist commercial space and more diverse residential provision. Redeveloping key town centre/edge of centre sites will increase the density of people living and working in Nelson which can increase footfall – enhancing place perception and vitality. Pendle Rise is a priority project.	SO6 and SO8:	Pendle Borough Council Developers/JV Registered Providers	Funding sought through the Town Deal. Additional resources to be sought through, e.g. Government's Levelling Up Fund, Shared Prosperity Fund, Homes England, etc
Modernising Nelson's Industrial Offer	Unlock the potential of the Riverside Mill opportunity site and redevelop it to meet identified demand for modern small industrial premises to help retain, grow and attract investment in Nelson.	SO7	Pendle Borough Council Developer/JV	Funding sought through the Town Deal. This will unlock private sector investment.
Business Resilience and Improvement	Support the strategically important manufacturing sector to be resilient in the face of disruption. The project will provide capital investment to support expansion projects including premises, plant and machinery to support the creation of sustainable jobs and improved productivity in the manufacturing sector.	SO1, SO3, SO7 and SO9	Pendle Borough Council Boost Business Lancashire Growth Lancashire	Funding sought through the Town Deal which would attract co-funding.
Advanced Digital Hub and Skills Academy (including revenue support)	The digital skills project will take a hub and spoke approach to skills delivery by establishing a new skills centre facility in Nelson Town Centre and repurposing and modernising existing facilities within Nelson & Colne College's main site building at Barrowford. The hub will bring together opportunities for upskilling, enhance post-16 provision and widen access to higher paid employment. It will increase in the amount of shared workspace and innovation facilities.	SO1, SO3, SO7 and SO9	Nelson & Colne College Group Pendle Borough Council	Funding sought through the Town Deal which would attract co-funding.
Youth Employability Service (YES) Hub	Support Pendle's 16-24 year olds to overcome barriers to employment by providing a holistic employment service through a 'one stop shop' in Nelson town centre where people can go to access a range of information, advice and guidance alongside a breadth of learning, training, health improvement and employment opportunities.	SO1, SO2, SO3 and SO9	Pendle Borough Council Nelson & Colne College Lancashire Skills Hub DWP Active Lancashire	Funding sought through the Town Deal which would attract co-funding.
This is Nelson	5-year programme of work that actively engages Nelson's communities in the town's development to facilitate ownership, pride and a shared identity. This will be achieved through programmes and events and the reactivation of places and spaces to nurture cultural and creative activity.	SO1, SO3, SO5 and SO8	In-Situ Building Bridges SuperSlowWay Creative Lancashire Pendle Borough Council	Funding sought through the Town Deal which would attract co-funding.
Accessible Nelson	Deliver a comprehensive scheme of improvement works to key gateway routes, improving connectivity between key destinations and improving walking and cycling infrastructure. Funding in the past has been piecemeal	SO2, SO5 and SO9	Lancashire County Council Pendle Borough Council	Funding sought through the Town Deal.

Project	Details	Strategic Alignment	Lead Organisation and Partners	Potential Funding Sources
	and has added to the disjointed feel of the town. There is a need to address these issues holistically, to improve perceptions, experience and the attractiveness of the town as a place to visit, live and work. The project will tackle issue of poor perceptions along key gateways to the town, creating a more inspiring sense of arrival.			
Healthy Town	Improvements to Pendle Wavelengths will enhance the town's leisure offer, diversify reasons for visiting Nelson and provide improved facilities for young people. This will be complemented with much needed improvements across Nelson's parks to create high quality green spaces and a holistic approach to health and wellbeing. The project will tackle deeply embedded challenges around poor health outcomes in Nelson.	SO1, SO2 and SO5	Pendle Borough Council Pendle Leisure Trust	Funding sought through the Town Deal which would attract co-funding
Town Centre Parking Strategy	Review of current car parking provision to ensure that there is sufficient drop off, short stay and long stay parking across the town which is well connected and signposted to key destinations in Nelson and easily accessible from Junctions 12 and 13 of the M65. Increase long stay parking provision to encourage businesses to locate in and around the town centre.	SO5 and SO6	Lancashire County Council Pendle Borough Council	Lancashire County Council
Enhance Digital Connectivity	Identify opportunities to improve digital infrastructure in the town - 5G opportunity to support the business community in particular	S09	Nelson Town Board and /or Pendle Borough Council Businesses	Levelling Up Fund
Medium Term				
Unlocking Housing Sites	Work with key partners to identify and bring forward suitable sites across Nelson including more residential opportunities within the town centre in vacant/underused space. Potential opportunity sites identified in Table 5.1.	S04	Pendle Borough Council Homes England Landowners Developers	Homes England Developers Registered Providers
Housing Regeneration for Affordable Housing	Acquisition and refurbishment of vacant residential properties to create additional affordable housing as well as small scale public realm improvements in residential areas.	SO4 and SO6	Pendle Borough Council Homes England Landlords and developers RPs	Homes England Landlords Developers Registered Providers
Review of Public Service Provision and Assets in Nelson	Continual/ongoing review the use of public service assets in Nelson including Number One Market Street, Library, Nelson Town Hall, Fleet Street Depot and the Police Station to determine how further changes to the estate could support improvements in service delivery.	SO1 and SO2	Public Service Providers Developers Registered Providers	One Public Estate Public Service Providers Developers Registered Providers
Expand Event Space within the Town Centre	As part of the transformation of the town centre consider the creation of additional public space - which is high quality, flexible, well overlooked, animated and accessible - to be able to host a series of coordinated programme of town events, markets and outdoor activities providing a location to encourage young families, the elderly and teenagers to spend more time in their Town Centre.	SO1, SO3 and SO6	Pendle Borough Council Lancashire County Council	Levelling Up Fund

Project	Details	Strategic Alignment	Lead Organisation and Partners	Potential Funding Sources
Business Improvement Initiatives	Working with local businesses and local employers within the Town's larger employment parks to improve the quality of their premises and environments, creating a more cohesive and co-ordinated employment identity along important local and strategic routes. Enhancements could include upgrades to cladding and materials (to improve sustainability and opportunities to incorporate renewal technology), improved entrances and parking (car and bike parking), tree planting and signage.	SO1 and SO7	Private sector	Pendle Borough Council Private Sector
Information and Outdoor Hub Point	A tourist information point within the town centre to showcase upcoming daily events, local cycle routes, access/proximity to green spaces and how to access surrounding walking and cycling routes and rights of way within and across the surrounding countryside.	SO1 and SO6	Pendle Borough Council	Levelling Up Fund
Improve Health Inequalities	Maintain and enhance existing health provision in the town.	SO5	East Lancs CCG Childhood Obesity Trailblazer	East Lancs CCG
Responding to Carbon Neutral Transport	Making sure that Nelson is able to embrace national commitments to zero carbon and changes in technology such as Electric Vehicles, with suitable infrastructure installed and managed.	SO2, SO5 and SO7	Lancashire County Council Transport for North	Lancashire County Council Transport for North Private sector suppliers
Long Term				
A56 Villages Bypass	Improve the road connectivity to West and North Yorkshire in order to heighten the economic potential of the town.	SO3, SO7 and SO9	Lancashire County Council	Lancashire County Council Transport for North
Colne-Skipton Rail Link	Re-instatement of the Colne to Skipton rail route to improve the economic potential of the town and support Transport for the North.	SO9	Lancashire County Council Transport for North Network Rail Selrap	Lancashire County Council Transport for North Network Rail Selrap
Improving the Existing Rail Service	Installation of a passing loop to enable the existing single track to provide more frequent services.	SO9	Lancashire County Council Network Rail	Lancashire County Council Network Rail