

Colne

Neighbourhood Development Plan 2022-2030

Regulation 16 Draft
Version 1 | August 2022



Foreword



The Colne Neighbourhood Plan – a vision for Colne until 2030

This is the Regulation 16 Submission Draft of the Colne Neighbourhood Plan. The Submission Draft Plan will be consulted upon by Pendle Borough Council for a minimum six weeks prior to independent examination and, finally, a town-wide referendum. When finally approved by you, the people of Colne, the Colne Neighbourhood Plan will become part of the development plan for Pendle Borough. This means that our Neighbourhood Plan will then be used to help make planning decisions and will help drive the future development and enhancement of Bonnie Colne on the Hill throughout this decade and beyond.

Getting to this point has been no small task. The Working Group, and now the Advisory Committee, has been working on this project for six years. When we began our Neighbourhood Planning Journey, we wanted to set our own local agenda for the town and to engage with the people who live and work in Colne. Neighbourhood Plans have been around for more than a decade, but there are not many in Lancashire and only Barrowford and Trawden Forest have them in Pendle. Our Plan, if passed, will be for one of the largest neighbourhood areas in the country. Ours is unusual too, because it aims to allocate sites for potential development. Although this plan is only required to cover the period to 2030, in line with Pendle's Core Strategy, many of the policies, plans and aspirations in our Plan will have an impact much further into the future, enhancing and safeguarding the town for current and future generations. Our Advisory Committee consists of Councillors, local charities, community groups and subject matter experts.



We have formulated 14 policies and these slot into four broad themes:

- Town Centre
- Heritage
- Community
- Rural

Neighbourhood Planning reflects local people's priorities, delivers tangible local benefits and has real weight in planning decisions. Our planning policies and proposals are set out in this document and on the accompanying Policies Map.

The views of the public have been fed in throughout the process and via an informal consultation in 2018 and a formal one which finished at the beginning of last year. Since then, we have been working very hard to respond to comments received. The result is we have not only reviewed and revised all our existing evidence base, as well as the Plan itself, but have also added additional pieces of evidence in the form of new reports on particular topics, such as our Design Code, the new analysis on the importance of long range views in the town, the Masterplans of two of our housing sites and our Marketing Prospectus, which shows Colne as the fine place to live, work and have fun that we residents already know it to be.



I am proud to present this new draft to you and hope, even if you do not read it in its entirety, then you are able to navigate to the parts most pertinent to you. Many thanks to all those who have provided support and input through this process, including the members of the Advisory Committee, the Town Council Officers, Kirkwells Planning Consultants, Locality, Pendle Borough Council and all the residents and businesses in Colne.

Thank you,

Cllr Sarah Cockburn-Price
Chairman of the Colne Neighbourhood Plan Advisory Committee and
Neighbourhood Planning Champion

Table of Contents

Foreword

1.0	Introduction and Background	6
2.0	Colne Neighbourhood Development Plan Key Issues, Vision, Zones and Objectives	9
3.0	History of Colne.....	16
4.0	Colne Today.....	21
5.0	Planning Policy Context	25
6.0	Neighbourhood Plan Policies	29
6.1	Town Centre	30
6.2	Heritage.....	36
6.3	Community	45
6.4	Rural.....	63
7.0	How to Comment on this Document	70
	Map 1. Designated Area.....	71
	Map 2. Lidgett and Bents Conservation Area.....	72
	Map 3. Primet Bridge Conservation Area.....	73
	Map 4. Albert Road Conservation Area.....	74
	Appendix 1. Town Centre Photomontages	75
	Appendix 2. Town Centre Uses	103
	Appendix 3 – Housing Commitments and Completions (January 2022).....	104
	Glossary.....	107

Index of Policies

Policy CNDP1 - Colne Market Town	page 29
Policy CNDP2 - Shopfronts	page 33
Policy CNDP3 - Design in Colne and the Colne Design Code	page 35
Policy CNDP4 - Development Affecting Non-Designated Heritage Assets	page 39
Policy CNDP5 - Urban Character Areas	page 42
Policy CNDP6 - Future Housing Growth	page 44
Policy CNDP7 - Protecting Local Green Space	page 50
Policy CNDP8 - Protection and Enhancement of Community Facilities	page 53
Policy CNDP9 - Protection of Local Shops and Public Houses	page 54
Policy CNDP10 - Protection of Sport and Recreation Facilities	page 55
Policy CNDP11 - Protection of Allotments	page 57
Policy CNDP12 - Transport	page 59
Policy CNDP13 - Conserving and Enhancing Valued Landscape Features	page 62
Policy CNDP14 - Rural Identity and Character	page 67

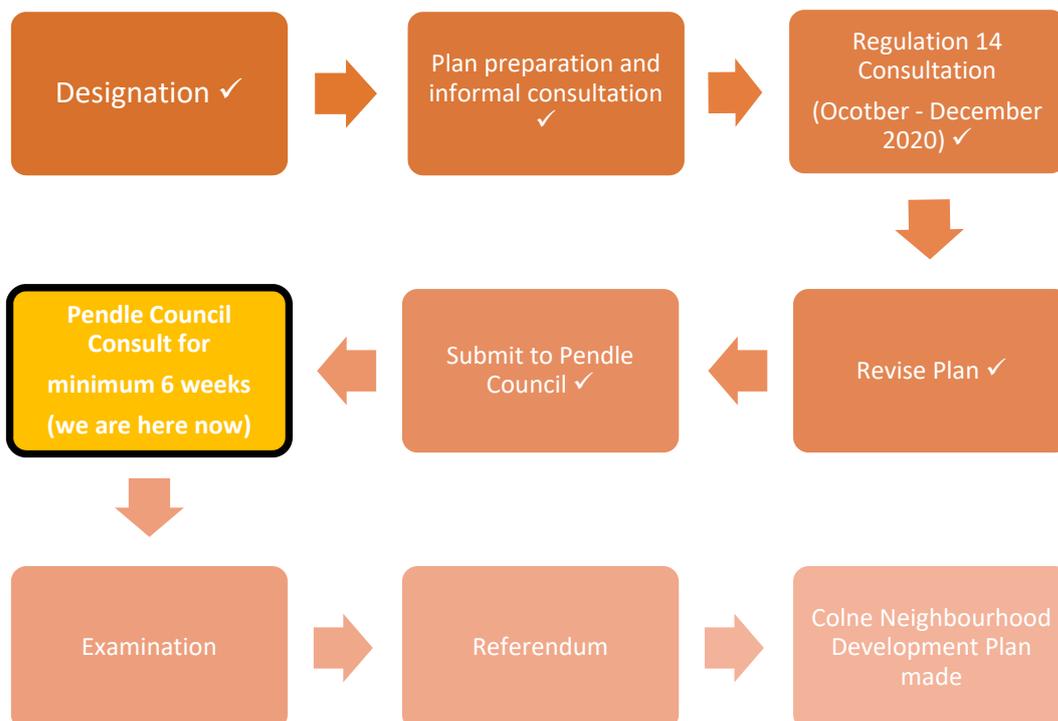
1.0 Introduction and Background

- 1.1 The Localism Act 2011 gives Town Councils the power to prepare a statutory Neighbourhood Development Plans (NDPs) to help guide development in their local area. Through NDPs, local people now have the opportunity to shape new development. This is because planning applications are determined in accordance with the development plan, unless material considerations indicate otherwise. Once made (the formal term for an NDP's adoption) the Colne Neighbourhood Development Plan (CNDP) will become part of the statutory development plan for Pendle, sitting alongside the Pendle Local Plan Part 1: Core Strategy (adopted 2015) (PLPCS) and, currently the Replacement Pendle Local Plan (RPLP) (adopted 2006). Pendle Borough Council is preparing a new Local Plan which is at the very earliest stage of consultation – more information can be found at https://www.pendle.gov.uk/info/20072/planning_policies/600/local_plan_fourth_edition

Neighbourhood Plan Process and Preparation

- 1.2 Colne Town Council as a qualifying body decided to prepare an NDP for Colne and applied to Pendle Borough Council (PBC) for the Town Council area to be designated as a Neighbourhood Area in October 2016. The application for designation was approved by PBC on 17th November 2016. The designated Neighbourhood Area is shown on Map 1.
- 1.3 A Working Group comprising Town Councillors, key stakeholders and residents was established to progress work on the CNDP.
- 1.4 The steps in preparing at Neighbourhood Development Plan are set out in Figure 1. The CNDP was submitted to PBC and is now subject to the formal Regulation 16 consultation.

Figure 1 Neighbourhood Development Plan Preparation Process



- 1.5 In reaching this formal Regulation 16 consultation stage, the CNDP has been subject to a significant amount of community engagement and consultation, including:

Date	Event
November 2016	Area designated
May/June 2018	Informal consultation – including business and landowner survey, vox pop, drop-ins, leaflet and poster campaigns.
October 2020 – January 2021	Regulation 14 consultation
January-February 2022	Design Code Consultation

Full details of all the consultation work can be found in the accompanying Consultation Statement submitted alongside this plan.

- 1.6 This formal Regulation 16 consultation gives residents, businesses, landowners and others the opportunity to support, object and comment on the strategy and policies being put forward in the Regulation 16 Draft CNDP. Planning can be full of technical phrases and jargon, so a Glossary to help you when reading the plan can be found at page 106. We welcome your comments on the Regulation 16 Draft CNDP. These should be sent in writing to:

Pendle Borough Council
Planning Department
Planning Policy
Town Hall
Market Street
Nelson
BB9 7LG

Email: planningpolicy@pendle.gov.uk

- 1.7 The closing date for the receipt of comments is **5:00pm on Monday 17 October 2022.**

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2.0 Colne Neighbourhood Development Plan Key Issues, Vision, Zones and Objectives

Key Issues

- 2.1 To help identify the Key Issues in the Colne area, a SWOT (Strengths / Weaknesses / Opportunities / Threats) analysis has been carried out.

Table 1. Colne Neighbourhood Development Plan SWOT Analysis

Strengths	Weaknesses
Market town “feel”	Low demand for housing and low house prices in some areas
Range of shops	Poor quality housing in some areas
Theatres	Poor rail links
Music venues	Traffic congestion on North Valley Road and through the town
Built heritage	A significant number of deprived areas (Figure 5)
Rural setting and landscape	Relatively low incomes
Good bus links	Empty properties
Parks and open spaces	Low customer spend
Food and drink establishments	Poor air quality in the North Valley Air Quality Management Area
M65	Below average health statistics
Range of events	Perceived poor retail offer
Civic pride and community ambition and involvement	
Free car parking	Lower than average educational attainment
Local wildlife and biodiversity	
Network of Public Rights of Way, footpaths and bridleways	
Opportunities	Threats
Speciality shops	Out of centre retail
Theatres	Competition from other centres
Music venues	Online shops and services
Access to open countryside	Population loss from inner urban area
Previously developed land	Future of public services
Links between out of town retail and town centre uses	Site viability problems, particularly in inner areas
Foulridge by-pass	Changing demographic – growing elderly population
Reopening of the Colne-Skipton rail line with improved services to Skipton, Leeds and Manchester	Colne and Villages by-pass
Regeneration funding and projects, including Levelling Up fund bids	Loss of open land and biodiversity
Colne and Villages by-pass	Reduced employment prospects post-Pandemic
Leeds and Liverpool Canal	

- 2.2 The SWOT analysis took several weeks to prepare during early brainstorming meetings. The Working Group identified the strengths, weaknesses, opportunities and threats the

town possessed and faced before embarking on plan making. Draft SWOTs were made and discussed in meetings then refined between meetings after participants had had a chance to reflect. Then the SWOT was fully tested at the informal consultation in 2018, after which further tweaks were made, following input from the public and additional consideration by the Working Group.

2.3 From this analysis, the following Key Issues have been identified:

- To improve housing quality and identify land to meet the housing growth target set in the Pendle Local Plan Part 1: Core Strategy
- To maintain and develop Colne's market town "feel" and environment
- To support future development and growth in Colne town centre
- To protect, conserve and enhance the town's heritage
- In the surrounding rural area to protect open land, landscape, biodiversity and ensure development is appropriate to the open countryside
- To protect key resources that contribute to local quality of life, such as open spaces, biodiversity and community facilities
- To provide infrastructure to address existing problems and to help support new development.



Vision

- 2.4 The CNDP will help to address some of these key issues, with the aim of achieving our Vision for Colne in 2030.

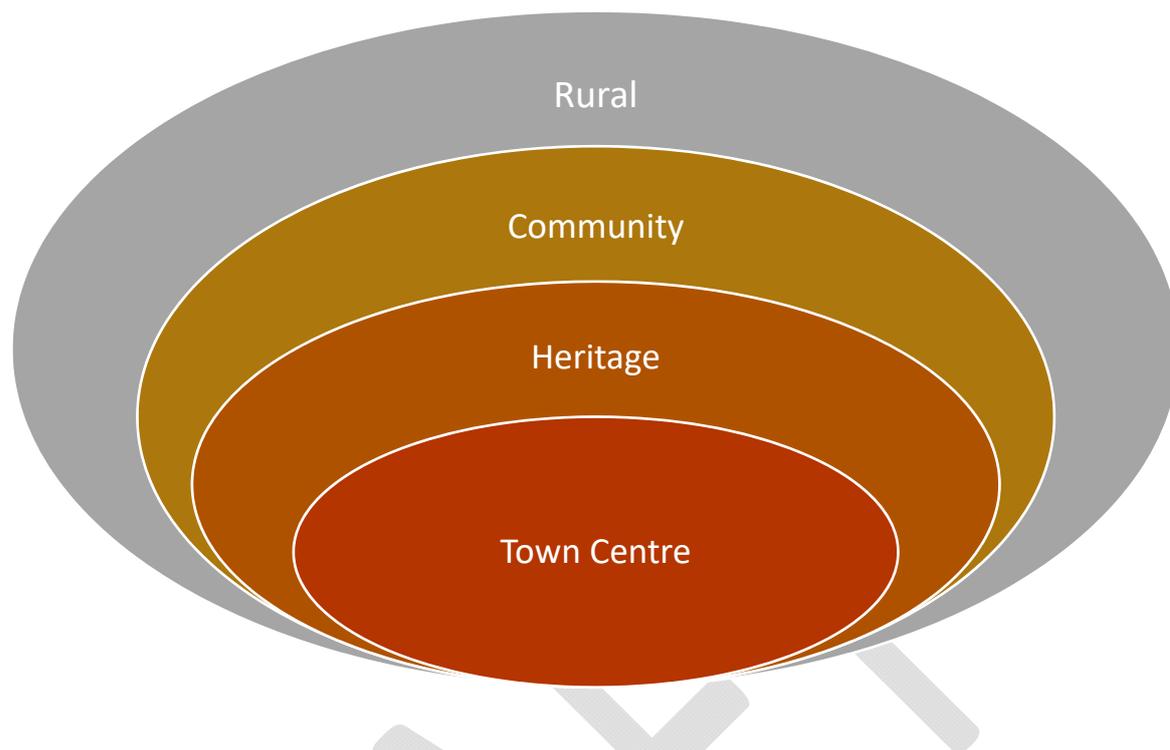
2030 Vision for Colne

To further develop Colne as an attractive and thriving town that promotes and protects its natural and built heritage and provides good quality of life with improved connectivity, facilities and services for residents and visitors alike.

This Vision has been developed by the Town Council through a series of informal consultations starting in 2018. These included brainstorming sessions and consultations on thematic issues such as heritage and local green space. Feedback from these events was used to help re-shape the Vision into the final version seen here.

Themes and Objectives

- 2.5 To help us achieve this Vision and address the Key Issues, four themes have been identified for the CNDP, again the development of these followed a similar route to that used for the Vision with the initial work of the Neighbourhood Plan Advisory Committee being tested during informal consultations. The four themes broadly correspond but, particularly with regard to community and heritage, are not limited to geographical areas of the town: the **town centre** theme- the commercial and cultural heart of the town; **community** theme- the housing areas surrounding the town centre; **rural** theme- those parts of the neighbourhood area outside the settlement boundary; and **natural and built heritage** theme- wildlife sites, habitats, species and ecological networks and the older historic commercial and housing core of the town that overlaps the commerce and residential themes. Once the Working Group started work looking at large scale maps, it was agreed that the long, linear town would not benefit from a “one size fits all” approach to Neighbourhood Planning. The concept of “concentric sausages” was formed by the chairman and while the actual form is slightly more complex than this, owing to topography and historical changes, such as the clearances of terraced housing in South Valley in 1930s, the group agreed to split out its approaches, so that policies would sit within these broad themes. The Working Group also felt that people would be most likely to engage with the element of Neighbourhood Planning that most interested them. This is why the different posters with the themes were developed. As the Working Group was so keen to consult with the broader public, but knew from having attended CPRE workshops that public disinterest is common, they felt thematic groupings were most likely to succeed in capturing the imagination of residents. After the 2018 informal consultation, the themes were further simplified.



2.6 The four themes have been identified because together they encompass the best of Colne and if improved upon would make Colne even better.

- **Town Centre** – because it is important to retain the market town feel that Colne has – this stems from the town’s size, and the range of shops, commercial, service and leisure uses on offer.
- **Heritage** – in that the CNDP will be a key policy document in helping to protect, conserve and enhance the rich natural and built heritage in Colne, including wildlife sites, habitats, species, ecological networks, listed buildings, conservation areas and non-designated heritage assets.
- **Community** – because Colne provides an opportunity to create a great place to live, through regeneration of existing homes and the provision of the right type of new homes in the right locations.
- **Rural** – as well as our rich built environmental heritage, Colne also sits within a wider rural hinterland and this should be protected and with appropriate development helping to see this valuable resource thrive.

2.7 Under each of our four themes we have identified a set of objectives. The objectives set out in more detail what we are trying to achieve with the CNDP. The objectives are not ranked in order of importance, seeking to achieve all of them is integral to delivering the 2030 Vision for Colne.



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Colne Neighbourhood Development Plan Objectives

Town Centre

1. To maintain and enhance the vitality and viability of Colne as a market town

Heritage

2. To create high quality buildings and places and to conserve and enhance the historic environment and character of Colne including listed buildings, conservation areas and non-designated heritage assets and the character of the older parts of town
3. To protect and conserve the town's natural environment

Community

4. To support future housing growth
5. To protect local green spaces and open spaces within the town
6. To protect and enhance community and recreation facilities
7. To ensure appropriate transport and other infrastructure is in place to support new development

Rural

8. To conserve valued landscape features
9. To ensure that the design and appearance of future development helps to maintain Colne's rural identity and character

2.7 To help deliver the objectives identified by the CNDP includes in section 6.0 a suite of neighbourhood plan policies. The table below sets out the relationship between objectives and policies. It should be noted that some policies help to deliver more than one objective.

CNDP Objective	Relevant CNDP policies
1	CNDP1 and CNDP2.
2	CNDP2, CNDP3, CNDP4 and CNDP5
3	CNDP3, CNDP7, CNDP13 and CNDP14
4	CNDP6
5	CNDP7, CNDP10 and CNDP11
6	CNDP8, CNDP9, CNDP10 and CNDP11

CNDP Objective	Relevant CNDP policies
7	CNDP12
8	CNDP13 and CNDP14
9	CNDP13 and CNDP14

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3.0 History of Colne

- 3.1 In 1870-72, John Marius Wilson's *Imperial Gazetteer of England and Wales* described **Colne** thus:

“COLNE, a town, a township, three chapelries, and a sub-district in Whalley parish, Burnley district, Lancashire. The town stands on the river Henburn, and on the Lancashire and Yorkshire Railway, near the Leeds and Liverpool canal, 2¼ miles SW of the boundary with Yorkshire, and 5½ NE of Burnley. It is thought by some to have been the Colunio of the Romans; but it has yielded no other evidence of Roman occupation than some Roman coins. It occupies a rising-ground; presents chiefly a modern and manufacturing aspect; and has a head post office, ‡ a r. station with telegraph, a banking-office, two chief inns, three churches, five dissenting chapels, a cemetery of 1860, a mechanics' institute, and two endowed schools. The chief of the churches, St. Bartholomew's, is perpendicular English, with some Norman traces; has two chantry chapels, a fine screen, and an old font; and was restored and enlarged in 1857. The two endowed schools have £15 or £48 from endowment; and one of them had as a pupil Archbishop Tillotson. A weekly market is held on Wednesday; and fairs on 7 March, 13 May, 11 Oct., and 21 Dec. Manufactures of woollen and worsted were formerly extensive; but manufactures of cotton are now the chief. Pop., 6, 315. Houses, 1, 357. -The township Comprises 4, 575 acres. Real property, £20, 817; of which £800 are in gas-works, and £120 in quarries. Pop., 7, 906. Houses, 1, 701. The property is much subdivided. The manor belonged anciently to the Lacys; and Barnside was an old seat of the Townleys. The surface is hilly; the rocks include coal, limestone and slate; and a double-ditched camp, 360 feet by 330, is at Castor Cliff. -The three chapelries are St. Bartholomew, Christ Church, and Barrowford; and the first is a rectory, the others p. curacies, in the diocese of Manchester. Value of St. Bartholomew, £300; of Christ-Church, £150;* of Barrowford, £150. Patrons of all, Hulme's Trustees. -The sub-district contains six townships. Acres, 15, 435. Pop., 21, 203. Houses, 4,369.”*

- 3.2 The name Colne is of ancient origin. Some think that Colne derives its name from the Old English word Calna meaning 'roaring river', while others think that the name is derived from the Latin "colinia", which meant a Roman settlement. What is beyond dispute is that the Roman road from Ribchester to York passed close by, though no trace of Roman settlement has been discovered, even though some Roman coins have been discovered. There is, however, some debate among local historians as to whether the Romans may have stayed at Castercliff.
- 3.3 Settlement in the area can be traced back to the Stone Age. A Mesolithic camp site, a Bronze Age burial site and stone tools from the Bronze and Stone Ages have been discovered at nearby Trawden. There are also the remains of an Iron Age fort, dating from the 6th century BC, above Colne at Castercliff.
- 3.4 From the early 6th century to the late 10th century, Colne came under Northumbrian and then Viking rule. Following the conquest by the Normans in 1066, Colne was one of seven Saxon manors which came under the control of one of William the Conqueror's friends Roger of Poitou.

- 3.5 From the 1090s until 1311, the area was controlled by the de Lacys of Pontefract from their outpost at Clitheroe Castle. Pendle Forest and Trawden Forest date from this period; forests in those times being hunting grounds for royals and other nobles.



- 3.6 St Bartholomew's, the parish church, was built by Robert de Lacy in 1122 as a chapel governed from Whalley. At that time, the town's market was located in the churchyard. Colne became a market town in the Middle Ages, thanks to the woollen trade. The churchyard used to house the market cross and wooden stocks on wheels and people were placed in these on market days.- The stocks are now located in the nearby library. The market cross was relocated several times and is now in Market St. The market was moved from the churchyard to a purpose-built square nearby and the medieval grammar school was replaced in 1812 by a new structure which still stands today. John Tillotson was educated at this new Colne Grammar School in the late 1640s and became Archbishop of Canterbury in 1691 until his death in 1694.
- 3.7 The town developed in two parts: Colne, on top of the ridge; and Waterside, at the base of the southern slope, next to Colne Water. By 1296, a corn mill and a fulling mill had been established down by the river. Later, coal was also mined here.
- 3.8 By the 15th century, Colne had become the main market town in the area with markets (latterly held on Tuesdays) and a major centre for the woollen trade, in particular for the production of lightweight jersey.
- 3.9 Alkincoates Park now a municipal park comprising open spaces, a walled garden and woodland, was once part of the estate of Alkincoates Hall, which was home to the de Alkincoates family. Their estate dates back to 1570. The de Alkincoates were a branch of the Parker family of Browsholme Hall in the Ribble Valley. The Parkers were an important family in Lancashire as park keepers for the King's forests. They owned considerable land and property in Colne. The hall was rebuilt in the Tudor period and enlarged and altered through the centuries until it became structurally unsound and was

demolished in 1957. Elizabeth Parker was born at Browsholme Hall in 1726 and married her cousin, Robert Parker of Alkincoates Hall. She was widowed young and became Elizabeth Shackleton when she eloped to Gretna Green with a local wool trader, John Shackleton. He was a man 18 years her junior and not of the same social standing, so the marriage caused quite a scandal in Colne. Whilst Elizabeth lived at Alkincoates Hall she kept a fascinating diary which gives an insight into the Georgian period and what life was like in Colne at that time. Her diary details the trials and tribulations of living with her young husband, who took to drinking heavily and was often violent, including attacking her with a horse whip. Her diary also gives her impressions of local people. These include her friend, the notorious Henry Owen Cunliffe of Wycoller Hall and his passion for dances, shooting expeditions and cock fighting. Transcripts of Elizabeth's diary can be read in Colne Library. The Alkincoates estate became a park in 1921 and a bandstand, bowling greens and tennis courts were added.



- 3.10 Waterside, at the heart of Colne, was the hub of the textile industry which was mainly wool before the 19th Century when the cotton industry became pre-eminent. When Colne began to flourish during the early days of the Industrial Revolution, some of the profits were used to restore the church in 1815. The arrival of the canal and then the railway boosted the town considerably. The Leeds and Liverpool Canal was completed in 1816, and the railway arrived in 1848.
- 3.11 In 1840, a weavers' strike became the subject of a novel *Song of Sunrise* by Robert Neill. His major novel is considered to be *Mist Over Pendle*, but the 'Mills' is probably more important from an historical point of view.
- 3.12 By 1891, there were 30 cotton mills listed in Colne with more in the surrounding areas of Trawden and Laneshaw Bridge. The largest had 2,400 looms and the smallest 56.
- 3.13 By 1900, there were 55 cotton mills in Colne - half of them were in Waterside. Colne received its Royal Charter of Incorporation as a Borough on 17th July 1895.

- 3.14 William and John Sagar of Whitewalls, Colne set up what became the largest tannery of its type in Europe; the company was taken over in the 1960s and it closed in the 1970s. Pendle Borough Council demolished the tannery and in its place the Council created Ball Grove Park, the last of the former tannery's buildings now housing the Park's Lakeside Café.
- 3.15 To the south east of Colne lies Boulsworth, bordering the South Pennine Moors a landscape that was an inspiration to the works of the Brontë sisters. This hill is one of Pendle's Three Peaks and has fascinating rock formations forming natural habitats for snipe and other birds. It's a Site of Special Scientific Interest.
- 3.16 To the North West, Pendle Hill with its associations with the Pendle Witches, provides a breath-taking backdrop. Colne is connected to many true stories which have become legend. It was whilst walking to Colne for market day that the so-called Pendle witch, 18 year old Alizon Device, had a fateful meeting with the pedlar, John Law. It was this meeting on 18th March 1612 which precipitated events. It led to nine people from Pendle being hanged as witches at Lancaster Castle over 400 years ago.
- 3.17 Colne was also home to the world-famous bandmaster of Titanic, Wallace Hartley. He bravely led his band to play on whilst the liner sank on its maiden voyage off the coast of Newfoundland in 1912. The commemorative bust by The Gables on Albert Road is a good likeness of Wallace and was erected in honour of his bravery. There's also a memorial grave in Colne Cemetery which bears the inscription: Nearer, my God, to thee. This was Wallace's favourite hymn and the last music many survivors remember hearing as Titanic sank beneath icy seas.
- 3.18 The town was made an urban district in 1894 and designated a borough in 1895 to enormous celebrations. Colne expanded down both sides of the ridge into what are today referred to as the North and South Valleys, east towards the village of Laneshaw Bridge and west towards the new 'cotton town' of Nelson. In 1886, Swinden Clough became the official boundary between Colne and Nelson.
- 3.19 The town's population declined during the 20th century, as was the case in many Lancashire mill towns, from 26,000 in 1911 to just 18,806 in 2011.
- 3.20 As with many East Lancashire towns, the Great War had a terrible impact. The Colne Times of Friday, 7th August 1914 reported the immediate impact of the declaration of War, with Ambulancemen from Trawden and Colne leaving to serve on ships, hospital ships and in shore-based hospitals. The men marched to the railway station with cheering crowds led by a band. Many other men and women left Colne and surrounding villages to fight or serve in other ways in the weeks, months and years that followed. All those who stayed behind were affected in some way.
- 3.21 Many men joined the East Lancashire Regiment, famous for the Accrington Pals. The Regiment served on the Western Front, at Gallipoli, and in Macedonia, Egypt, and Mesopotamia. In all, they earned a total of 120 Battle Honours and suffered a total of 7,000 casualties.
- 3.22 The First World War had seen a halt to house building in Colne and, by the 1930s, many existing houses were unfit for further occupation. The responses to this was the demolition of large areas of mostly back to back houses in Waterside, Windy Bank and Ninevah Street areas, over a ten year period, this was accompanied by an extensive programme of council house building. Waterside, however, was left derelict for half a century.

- 3.23 A comprehensive redevelopment of the eastern part of the town centre surrounding Ninevah Street, from King Street through to West Street, resulted in the creation of Craddock Road and the construction of a new police station, fire station, library, market hall, health centre, bus station and shopping precinct by the early 1980s. Much of this development turned its back on Craddock Road, giving priority to traffic and service access. A large proportion of the area's close-knit streets were either truncated or, in the case of Shackleton Street, Clayton Street, Back Clayton Street, Railway Street and Mill Street, completely eradicated,
- 3.24 For those wishing to explore further they can follow the Colne Town Centre Heritage Trail which has a leaflet and blue plaques.
- 3.25 Each July, Colne hosts British Cycling's Elite Series Road Race, known in the town as the Colne Grand Prix. Past riders have included World Champion Mark Cavendish and Colne's very own Olympic Champion Steven Burke MBE. There's a gold post-box to honour his achievement near the bottom of Albert Road and in 2016 he was awarded Freedom of the Town.
- 3.26 For almost three decades Colne has hosted The Great British Rhythm and Blues Festival. Held every August Bank Holiday weekend the event, like the Colne Grand Prix, was recently taken over by The Town Council. Hundreds of artistes play across numerous official and unofficial venues. The Festival is believed to be the biggest of its kind in this country and the second biggest in Europe.
- 3.27 Early February in Colne is cheered by the annual Beer Festive in Colne, - thousands come to sample over 100 real ales and ciders. The three-day event is run by the Campaign for Real Ale (CAMRA) East Lancashire and raises money for local charities.
- 3.28 Colne Gala is an annual June event includes a street procession of floats and bands followed by a fair and family entertainment at the playing fields at Holt House. Pubs and organisations take part in creating colourful floats with a theme and there are prizes for the best ones. A Gala Queen and Princess are crowned for a day.
- 3.29 In 1974, under the Local Government Act 1972, Colne became part of the Borough of Pendle. In 2008, a town council was re-established; it is based in Colne Town Hall, which was purported to be designed by Alfred Waterhouse and opened in 1894. This grade II listed gothic building dominates the town's skyline for miles around and its double front doors open onto the country's largest stone flag.
- 3.30 Many local people still affectionately call the town 'Bonnie Colne on the Hill'; an apt description taken from the title of a song written by Frank Slater in 1873.



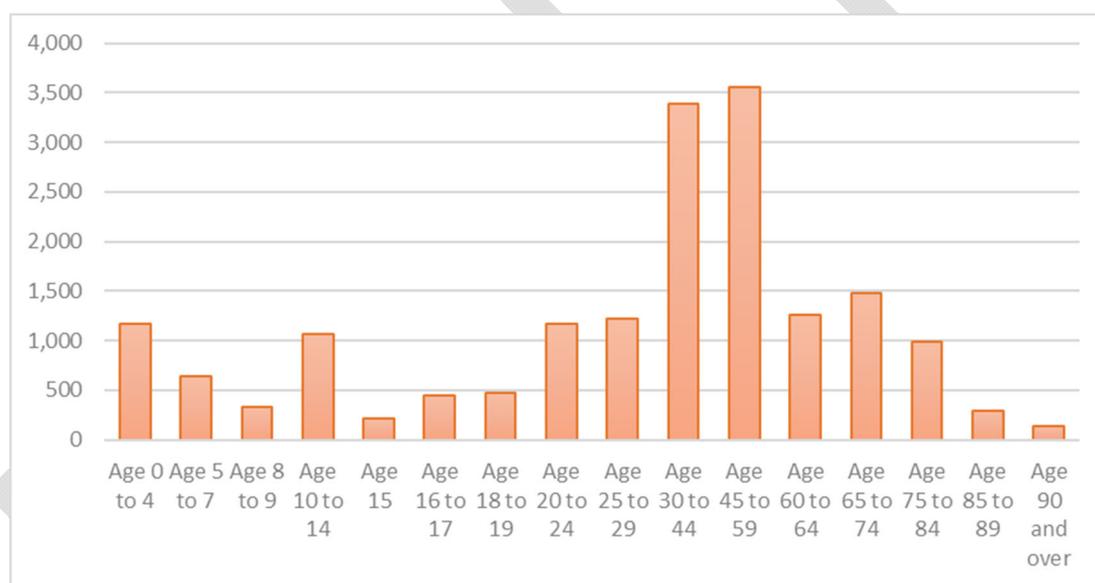
BONNIE COLNE

Who's he, that with triumphant voice,
So loudly sings in praise
Of his dear native hills and vales, -
His home, his early days?
More loud by far than he I'll sing,
In praise shout higher still,
Of native home most dear to me,
Old Colne upon the hill.

4.0 Colne Today

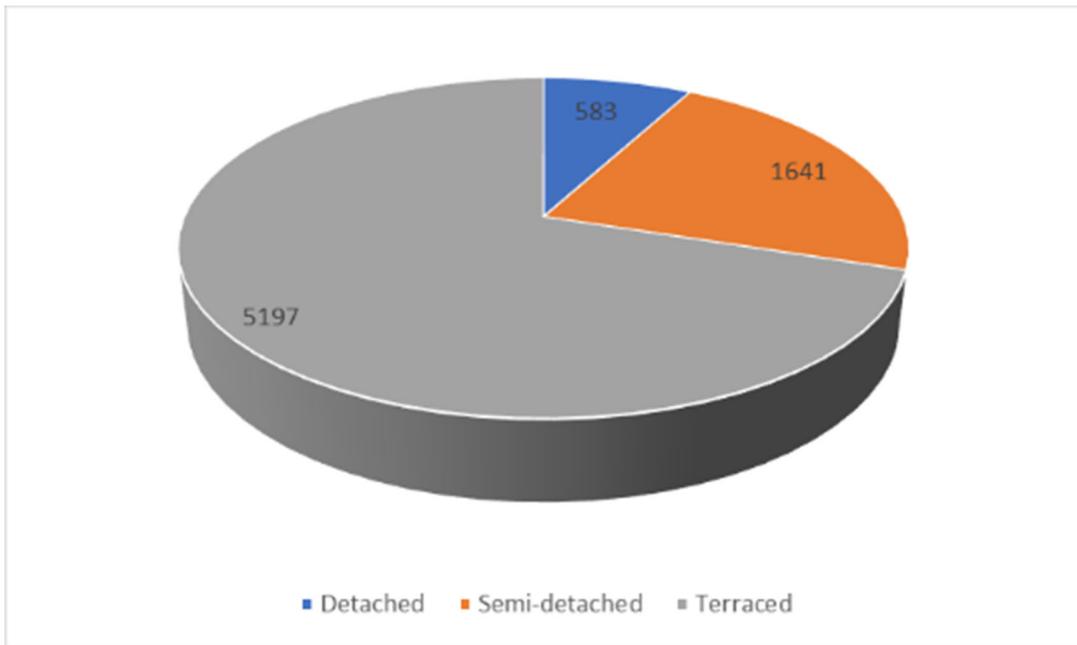
- 4.1 Colne is a vibrant and handsome market town in north-east Lancashire. The town is surrounded by a glorious upland landscape, this extends beyond the neighbourhood area and includes the famous Pendle Hill. This unspoilt countryside can be easily explored on foot or bike and Colne is close to many of Pendle’s traditional villages, such as Wycoller, Trawden and Blacko. Boulsworth Hill, to the south east of Colne, is also part of Pendle’s Three Peaks Trails, while the Pendle Way and Bronte Way pass through the area.
- 4.2 The neighbourhood area covers 1,090 hectares and the town had a population of 17,885 at the time of the 2011 Census. The town’s population, like that for Pendle Borough in general is younger on average at 39.6 years than that for the County (41.0 years) (Figure 2). However, as with the rest of the UK the number of elderly residents is increasing. The town’s population is predominantly of White British ethnic group and with 3% of residents of Asian heritage.

Figure 2. Colne Age Structure (Source: 2011 Census, Nomis)



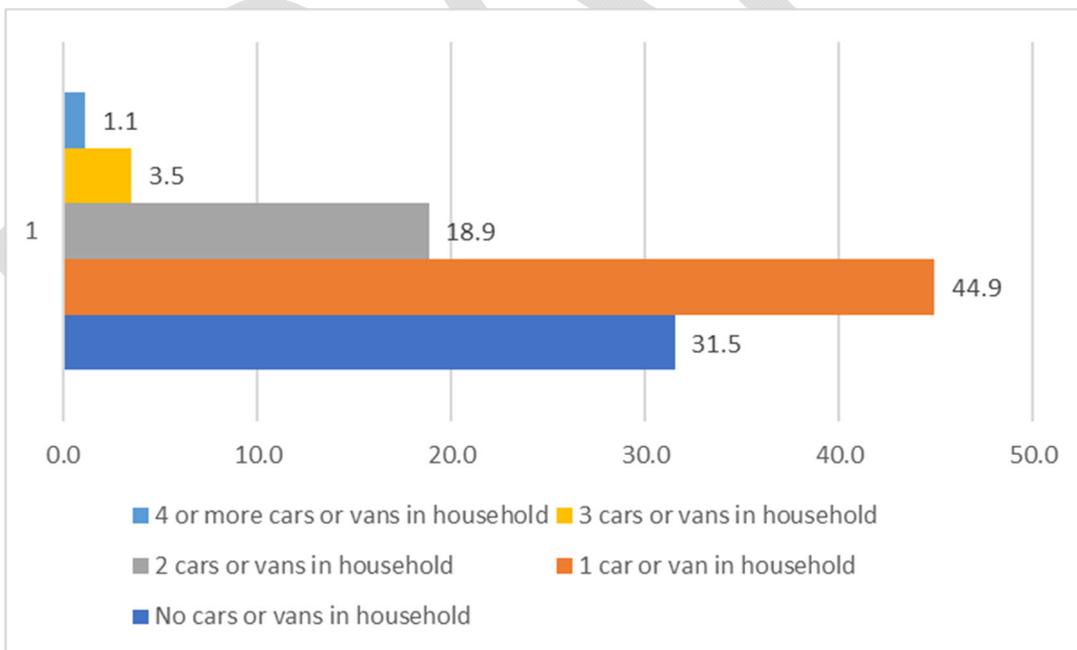
- 4.3 Whilst most people consider themselves to be reasonably healthy (76.4%) there is a sizeable section of the population who consider that their physical well-being limits their day-to-day activities: over 2,000 residents consider day-to-day activities are limited a lot (2011 Census). As the town’s population ages, these issues may well increase. Life expectancy for both males and females is lower in Colne (males Horsfield 76.7, Vivary Bridge 76.6, Waterside 74.8; females Horsfield 79.6, Vivary Bridge 81.5 and Waterside 79.8) than the national average (males 79.7 years, females 83.2 years).
- 4.4 Colne’s historical legacy as a Lancashire mill town means that the housing stock continues to have a large proportion of terraced housing stock (61.3%) and fewer semi-detached (19.4%) and very few detached homes (6.9%) (Figure 3).
- 4.5 Just over 60% of the housing stock is owned outright or owned with a mortgage; 18% is social rented and 19.7% private rented.

Figure 3. Colne Housing Type (Source: 2011 Census, Nomis)



4.6 Car ownership is relatively high, but over 30% of households have no access to a car (Figure 4). Transport raises many issues for the town including congestion in the North Valley and town centre and poor rail connectivity.

Figure 4. Car Ownership (Source: 2011 Census, Nomis)



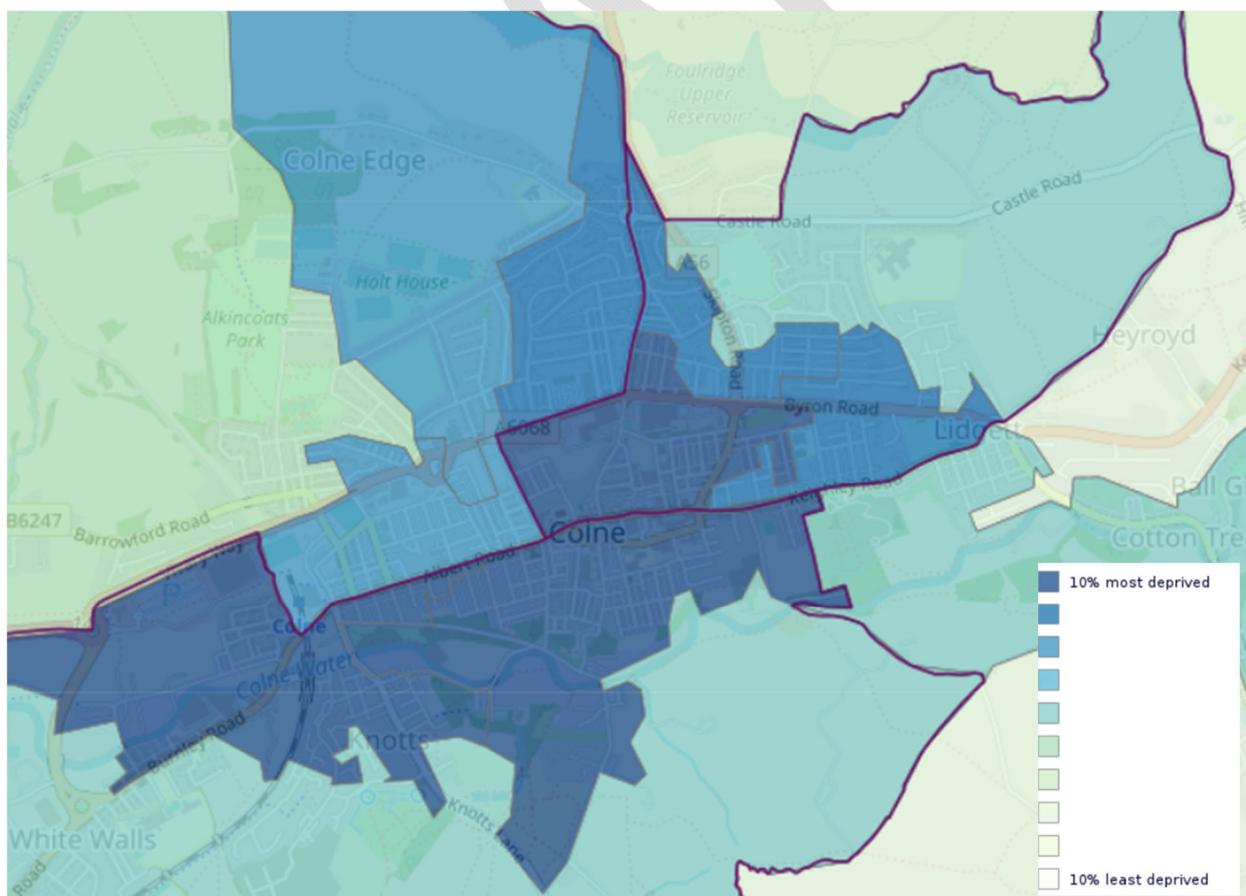
4.7 Almost 70% of the population are economically active, but qualifications lag behind the national average: just under 30% of the population have no qualifications. Educational attainment is lower than that for Pendle in 2017/18. Key Stage 2 scores were lower in Waterside 50.6% and Horsfield 55.2% than for Pendle 57.8%; GCSE attainment 8 scores were also lower in Waterside 39.2%, Horsfield 44.5% and Vivary Bridge 44.6% than for Pendle 47.0%.

- 4.8 Much higher than the national average, 22% of people work in manufacturing and skill levels are relatively low (Table 1)
- 4.9 The inner parts of Colne, particularly parts of the Waterside area, are some of the most deprived in the country. On the Index of Multiple Deprivation (IMD 2019) (Figure 5) many parts of Colne are amongst the 10% most deprived areas in the country. Waterside ward is the 239th most deprived ward (out of 7,412) in the country, this places Waterside in the 5% most deprived wards in England.

Table 1. Occupation of Colne Residents (Source: 2011 Census, Nomis)

Occupation	No.	%
1. Managers, directors and senior officials	661	8.1
2. Professional occupations	950	11.6
3. Associate professional and technical occupations	737	9.0
4. Administrative and secretarial occupations	779	9.5
5. Skilled trades occupations	1,290	15.8
6. Caring, leisure and other service occupations	996	12.2
7. Sales and customer service occupations	786	9.6
8. Process plant and machine operatives	981	12.0
9. Elementary occupations	1,002	12.2

Figure 5 Index of Deprivation 2019 (Source: IMD, 2019)



- 4.10 Colne is home to the original Boundary Outlet and has a thriving retail sector, with many quirky independent shops and restaurants. The Muni, Hippodrome and The Little Theatre provide fabulous cultural enrichment to the town, which also hosts the Great British Rhythm and Blues Festival each August.
- 4.11 Sport plays an important role in Colne life, with Colne FC, Colne Cricket Club, Colne and Nelson Rugby Club, Cycle Sport Pendle and Swimming Club, Colne Sharks, Colne Golf Club and four bowling greens catering for those with sporting aspirations. Overall open space provision in the area is good with the Area covered by Colne and District Committee scoring better than the Borough for parks, natural green space, green corridors and amenity green space, but less well for allotments and outdoor sports¹.
- 4.12 Colne is also becoming increasingly important as a destination for leisure and cultural activities. The town has three theatres, 19 live music venues and restaurants, bars and cafes serving an increasingly vibrant night-time economy. Added to which is the attractive local countryside, three Local Nature Reserves, two Green Flag parks, the success of Colne in Bloom, a number of play areas and games areas, numerous walks and links to wider informal recreation opportunities.

¹ [Pendle Open Space Audit 2019](https://www.pendle.gov.uk/downloads/file/2954/pendle_open_space_audit_report_2019)
https://www.pendle.gov.uk/downloads/file/2954/pendle_open_space_audit_report_2019

5.0 Planning Policy Context

Introduction

- 5.1 Neighbourhood Development Plans must have regard to national policies and advice and be in general conformity with the “strategic” policies of the development plan for the area. It is therefore important that as the CNDP is prepared that its planning policies take appropriate account of this higher-level “strategic” planning framework.

National Planning Policy and Guidance

- 5.2 National planning policy is set out in the National Planning Policy Framework (NPPF)² published in revised form in July 2021. This sets out in paragraphs 7 and 8 that the purpose of the planning system is to contribute to the achievement of sustainable development, and that the planning system performs an economic role, a social role and an environmental role.
- 5.3 The NPPF sets out the scope of planning policies that can be used in neighbourhood plans, these should be non-strategic and set out “more detailed policies for specific areas, neighbourhoods or types of development” (NPPF, paragraph 28) this can include “allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.” More specifically for neighbourhood plans NPPF states:

“29. Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies.”¹⁸

30. Once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing non-strategic policies in a local plan covering the neighbourhood area, where they are in conflict; unless they are superseded by strategic or non-strategic policies that are adopted subsequently.

Footnote 18: Neighbourhood plans must be in general conformity with the strategic policies contained in any development plan that covers their area.”

- 5.4 The CNDP has also been prepared by taking into account guidance in the National Planning Practice Guide.

Pendle Planning Policy

- 5.5 Local strategic planning policy is set out in the Replacement Pendle Local Plan (RPLP) 2001-2016 and the Pendle Local Plan Part 1: Core Strategy (PLPCS).
- 5.6 The PLPCS sets out that Colne, as one of the key settlements in the M65 corridor, is a Key Service Centre (PLPCS Policy SDP2). The Key Service Centres are focal points for

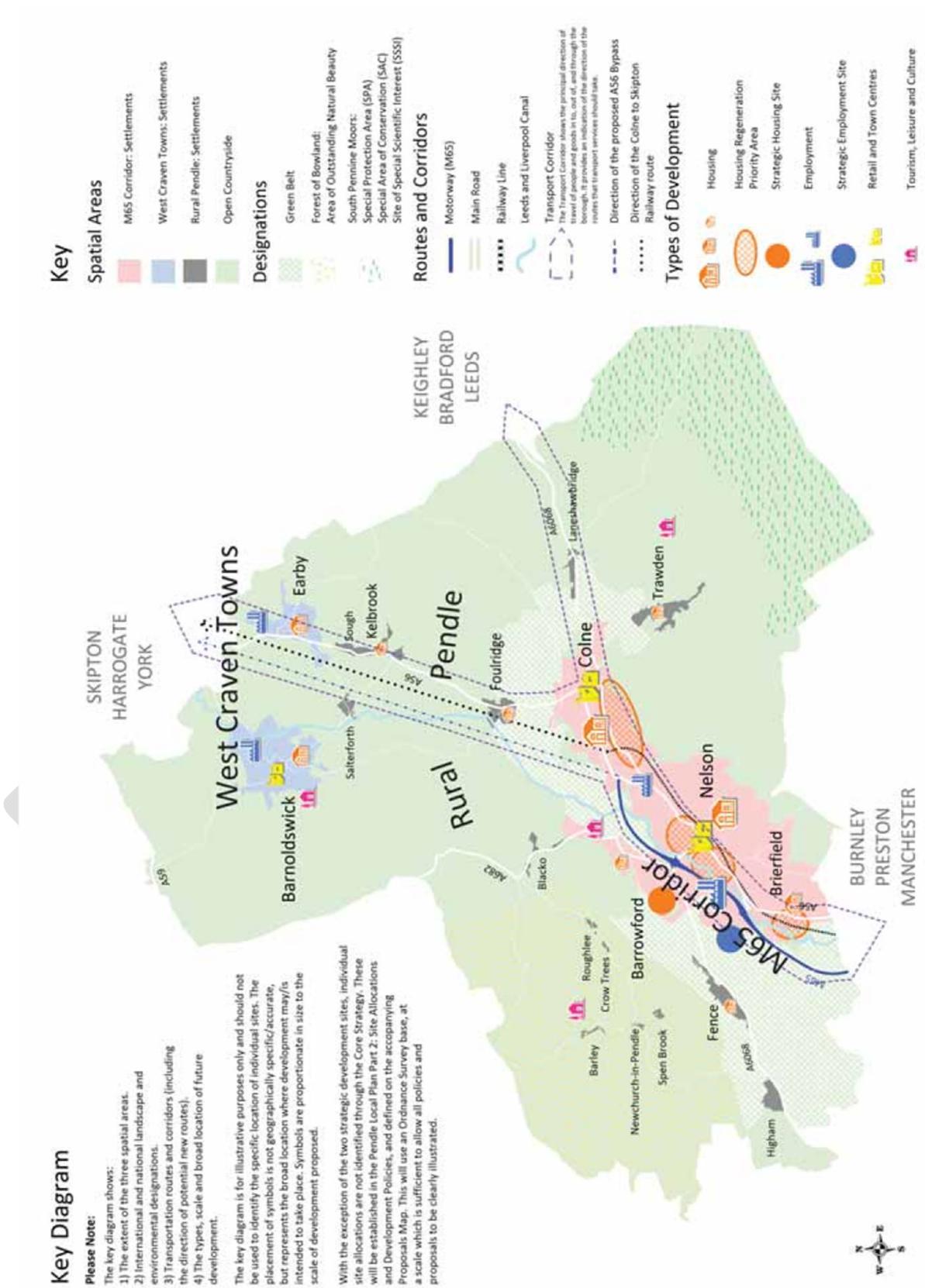
² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

development to help meet demand and support regeneration. Improvements to transport, new economic development and new housing will help to support economic growth in this densely-populated corridor. Within the inner urban area targeted redevelopment and consolidation will help to regenerate the fortunes of the town, particularly in terms of new housing provision and renovation of the existing dwelling stock (Figure 6).

- 5.7 Additional retail and leisure development in Colne will complement the existing, diverse and well-established range of independent and locally owned businesses.
- 5.8 Under PLPCS Policy SDP3, 70% of new housing will be located within the M65 Corridor. The CNDP seeks to allocate sites to meet this target, the housing provision will follow the settlement hierarchy set out in Policy SDP2 that identifies Colne as a Key Service Centre at the top of the hierarchy. Similarly, SDP4 Employment Distribution sets out that 78.5% of employment land will be within the M65 Corridor.
- 5.9 Policy SDP5 of the PLPCS– Retail Distribution sets out strategic planning policy for retail development and such development should be of a scale that reflects the position a settlement holds in the retail hierarchy – Colne is one of three Town Centres – as such under the PLPCS it is an area where major retail development would be appropriate.

Figure 6. Pendle Local Plan Part 1: Core Strategy Key Diagram

(Source: https://www.pendle.gov.uk/info/20072/planning_policies/275/development_plan_documents/2)



- 5.10 Also forming part of the development plan for the Pendle are the following:
- Bradley Area Action Plan Development Plan Document (Adopted 2011)
 - The Joint Lancashire Minerals and Waste Local Plan (prepared by Lancashire County Council) (Adopted 2009/2013)
 - The Trawden Forest Neighbourhood Plan (Made 2018)
- 5.11 Pendle Borough Council have begun to prepare a new Local Plan. This is at the very earliest stages of preparation and more information can be found at https://www.pendle.gov.uk/info/20072/planning_policies/600/local_plan_fourth_edition

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6.0 Neighbourhood Plan Policies

- 6.0.1 This section sets out the CNDP's planning policies to help guide and manage development in Colne up to 2030. The plan period runs until 2030 – the same plan period as the PLPCS. The policies are set out below each CNDP Theme and the appropriate Objective. Whilst the policies are divided between the Themes and Objectives of the CNDP, the policies of the CNDP should be read as a whole and alongside other policies in the statutory development plan for Pendle, beneath each CNDP Policy box, the PLPCS policies considered to be most relevant to the CNDP policy are listed. For monitoring purposes, existing monitoring indicators used in Pendle Borough Council's *Annual Monitoring Report* are identified. These indicators will be used by the Town and Borough Council to monitor progress on the implementation of the plan's policies.

6.1 Town Centre

OBJECTIVE 1 - To maintain and enhance the vitality and viability of Colne as a market town

Policy CNDP1 – Colne Market Town

To enhance the vitality and viability of Colne Town Centre (shown on the Policies Map) and to help strengthen Colne's market town identity, the development of new town centre uses (Use Classes C1, E, F and pubs, wine bars and other drinking establishments, and cinemas, concert, bingo and dance halls) will be supported when they are consistent with other parts of the development plan and the policy set out below. Residential development, in new and re-used upper floors, will be supported above ground floor level.

A: Town Centre Redevelopment Zone

Within the Town Centre Redevelopment Zone (Policies Map) proposals for comprehensive redevelopment of this area for new town centre uses and upper floor development of other uses, such as residential, will be supported. Such proposals should:

- a. Include active frontages that face and open directly on to the street. The development of such frontages will be particularly important on Market Street, Hartley Square, Nineveh Street, Market Place, Craddock Road and Newtown Street;
- b. Where possible create new streets and street frontages, these should provide accessible, good quality links to other parts of the town centre and surrounding areas;
- c. Where they negatively impact key areas/uses e.g. the Market Hall and Bus Station, including possible redevelopment and/or re-location, the affected areas/uses should be re-provided in an accessible location elsewhere within the Redevelopment Zone or wider Town Centre;
- d. Include a new central public open space that acts as a focal point for the redevelopment;
- e. Where development of existing car parking is proposed for alternative uses, such car parking should be replaced within the Town Centre Redevelopment Zone, if considered necessary, to support the redevelopment proposed after taking into account overall car parking provision in the Town Centre;
- f. Where potential heritage impact is identified, development proposals within the Zone should be accompanied by a Heritage Impact Assessment. The scope and contents of the Heritage Impact Assessment will be agreed with the local planning authority (and, where considered necessary, Historic England).

Proposals within the Redevelopment Zone that of themselves do not constitute comprehensive redevelopment, should also take account of criteria Aa. to Ae. (above). Such proposals will be assessed to ensure that they are consistent with and do not prejudice the long-term comprehensive redevelopment of the Town Centre Redevelopment Zone.

B. All Town Centre Proposals

In addition, applicants should seek to include the following measures within Town Centre proposals, unless they are not feasible or desirable. In implementing Part B of CNDP1 decision makers will assess proposals against the following criteria.

1. Inclusion of improvements to the local environment and public realm, with particular regard to the identified gateways and throughroutes, shown on the Policies Map;
2. “Greening” and net gains in the biodiversity of the local environment and public realm e.g. by the use of street trees and landscaping. These must be tree and plant species suitable to the location in which they are sited and include pollinator friendly species;
3. Inclusion of public art;
4. Creation of a Town Centre environment that is accessible to all e.g. through design, use of materials and siting;
5. Provision of charging points for electric vehicles and other design and highway features to accommodate autonomous vehicles;
6. Improvements and provision of links to surrounding retail, commercial and residential areas; and
7. Inclusion of public conveniences.

C. Hot food takeaways

Within the Prime Shopping Area, Prime Shopping Frontages and predominantly residential blocks proposals for hot food takeaways will not be supported.

Relevant PLPCS policies:

SDP5 Retail Distribution
WRK 1 Strengthening the Local Economy
WRK 4 Retailing and Town Centres
WRK 5 Tourism, Leisure and Culture
SUP 4 Designing Better Public Places

Relevant RPLP policies:

Policy 25 Location of Service & Retail Development
Policy 26 Non-shopping Uses in Town Centres & Local Shopping Areas
Policy 27 Retail & Service Land Provision
Policy 40 Tourism

Monitoring Indicator:

EC13: Town centre occupancy levels (including vacancy levels) by: -Type, Location.

Background/Justification

- 6.1.1 Colne is identified as one of Pendle’s Town Centres in Policy SDP 5 Retail Distribution – of the PLPCS. Retail, along with other main town centre uses (for definition of such uses

see Glossary), should be located in Colne Town Centre. Such uses should be located, initially, within, then adjacent to, and only lastly outside town centres. Pendle Council was awarded £6.5m from the Government's Levelling up Fund in November 2021 to support projects in Colne town centre, including making better use of Colne Market Hall, the bus station site, and update and increase the sustainability of the town's three theatres.

- 6.1.2 To support the PLPCS spatial development strategy (Policies SDP2 and SDP5), all retail applications that are intended to serve a borough-wide catchment should be located in Nelson or Colne. Policy CNDP1 does not seek to replace or duplicate strategic policy, but supports this approach and provides a more detailed Colne policy framework within which proposals, including those serving a Borough-wide catchment, can be assessed.



- 6.1.3 To help promote vitality, and maintain viability, the PLPCS seeks to avoid high concentrations of non-shopping uses within the Primary Shopping Area and Primary and Secondary Shopping Frontages. These designations date back to the Local Plan adopted in 2006. Colne has seen substantial change since this time with many non-shopping uses, particularly those related to food and drink industries, having been introduced successfully into these frontages. The 2020 changes to the Use Classes Order provide further support for a flexible approach to changes of use in town centres. The new Use Class E (Commercial, business and service) – includes retail, restaurant, office, financial/professional services, indoor sports, medical and nursery uses along with “any other services which it is appropriate to provide in a commercial, business or service locality”. Given Colne town centre is a business and service locality Class E uses along with pubs and other drinking establishments will be encouraged in Colne town centre.
- 6.1.4 A Town Centre Redevelopment Zone has been identified following a walkabout of the town centre and an analysis of block and street patterns. The latter demonstrates how the area has a disrupted street pattern and layout when compared with those areas of the town that retain their stronger late 19th Century grid pattern. This is the result of

previous redevelopment from the 1960s onward. The area suffers from some poor buildings, interrupted and broken street patterns, relatively poor public realm and loss of traditional, market town character. The area is considered to be ripe for a comprehensive redevelopment approach. This could either be as part of a single large redevelopment project or as a series of smaller projects that work to an overall masterplan. A masterplan is being prepared for Colne using funding from the Government's Levelling Up Fund. This masterplan should be prepared to take account of policies in the CNDP and is an opportunity to provide the overall detailed development framework for the Town Centre Redevelopment Zone. The redevelopment of this area offers an opportunity to mitigate some of the damage done to the heart of the town in the past. Well-designed, sensitive new development could substantially improve the appearance, connectivity, retail offer and other facilities in this area. It could also bring significant benefits to other businesses by increasing footfall. Policy CNDP1 section A supports comprehensive redevelopment proposals for this area and sets out criteria to guide such redevelopment. These would allow this area to be redeveloped in such a way that it could become better integrated into the wider centre and once again have a market town character. The mixture of uses, some under-utilised, in this area mean that such a re-configuration is possible and by retaining and replacing existing uses this area can be redeveloped for the benefit of the wider town and borough.

- 6.1.5 The Town Council will also support other initiatives, including Colne Business Improvement District (BID) and those that help to improve the local environment, such as the *Pick Up For Pendle* initiative to reduce litter.



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- 6.1.6 The number of hot food takeaways in the town centre has grown steadily (Appendix 2). The PLPCS seeks to limit the growth of non-shopping uses in the Prime Shopping Area and Prime Shopping Frontages. Policy CNDP1 supports this aim and also seeks to limit the introduction of such uses in predominantly residential blocks in the town centre.

Policy CNDP2 – Shopfronts

To maintain and improve the quality and distinctiveness of the local built environment, and to contribute to the market town character of Colne, development to retain, repair, replace or create new shopfronts will be supported when accessible to all and they meet the following:

- a. Shopfronts should be of traditional design and appearance, retaining existing traditional and period features and style, especially within the Albert Road Conservation Area. Where evidence can be provided, (e.g. owing to the state of disrepair, health and safety or accessibility reasons) existing traditional and period features need to be removed, they should be replaced;
- b. Signage should, preferably, be painted timber and where projecting signs are used these should be positioned in line with the fascia board and top hung. Internal and external illumination of signs should be discreet and not mask architectural details;
- c. Shopfront fascia signs should be appropriate in design and proportion to the other elements of the shop front and should not have a negative impact on the frontage or amenity of upper floors; and
- d. Security grilles should be internal and allow views of internal space and lighting, in order to promote active frontages.

Relevant PLPCS policies:

**Policy WRK 4 Retailing and Town Centres
WRK 6 Designing Better Places to Work
Policy SUP 4 Designing Better Public Places**

Relevant RPLP policies:

Policy 13 Quality and Design of New Development

Monitoring Indicator:

EN11: Number of development schemes (shopfronts) refused planning permission on the grounds of poor design.

Background/Justification

- 6.1.6 Colne has the potential to reinforce its market town identity. Many recent changes particularly along Albert Road, with the retention, renovation or reintroduction of traditional shopfronts (shopfronts that include e.g. timber fascia panels, cornices, pilasters, stall riser, recessed doorway³ and vertical sub-division of glazing) have helped to improve the appearance of the town centre and to foster a stronger market town identity and distinctiveness. Elsewhere in the town centre, where modern and standard

³ <http://www.colnebid.co.uk/conservation-area-guide/>

corporate designs predominate a less distinct, “could be anywhere” feel can be found. Appendix 1 includes a set of photo montages of the key frontages in the town centre. From these it can be seen that predominantly shop fronts in these parts of the town centre are of a distinct and often traditional construction, collectively they form a strong, quality visual aspect of the town centre, one that should be retained and enhanced, by meeting the criteria in Policy CNDP2. From Appendix 1 it can also be seen, that in the few instances where this quality is not achieved e.g. though poor signage, choice of materials, non-traditional frontages, the quality and identity of the area is undermined to the detriment of the wider centre. Traditional materials for shopfronts in Colne are timber and glazing and these are the preferred materials for new shopfronts, particularly in the Conservation Area.

- 6.1.7 To ensure that future development helps to foster a stronger, more distinctive market town identity and contributes positively to the quality of the design and visual appearance of the town centre, those preparing planning proposals should be designed to be consistent with the criteria set out in Policy CNDP2. Planning applications including shopfront development will then be assessed against these criteria by decision makers.
- 6.1.8 Further guidance on the design of shopfronts in Conservation Areas is provided in Pendle Borough’s [Conservation Area Design and Development Guidance](#) supplementary planning document and the Colne BID [Conservation Area Guide for Business](#).

6.2 Heritage

OBJECTIVE 2 - To create high quality buildings and places and to protect, conserve and enhance the historic environment and character of Colne including Listed buildings, Conservation Areas and non-designated heritage assets and the character of the older parts of town.

Policy CNDP3 – Design in Colne and the Colne Design Code

The design of high quality, beautiful and sustainable buildings and places will be supported. To support all those involved in the design process (applicants, decision makers, communities), the design of new development should be informed by and retain and enhance the defining characteristics of the Settlement Focus Area of Colne (as set out in the Colne Neighbourhood Development Plan Design Code) within which it is situated.

Applicants will be expected to demonstrate how a development proposal has taken account of, and been designed to incorporate, the recommended Design Code elements (matrix) for each Settlement Focus Area (Figure 7). This would not preclude innovative or contemporary design, where such design can be shown to respond to and provide a contemporary design solution that complements and reinforces local character in that Settlement Focus Area.

Development will not be supported when it is of poor design when considered against local policy and the National Design Guide and policy and will be refused.

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments
ENV 2 Achieving Quality in Design and Conservation
LIV 5 Designing Better Places to Live
WRK 6 Designing Better Places to Work
SUP 4 Designing Better Public Places

Relevant RPLP policies:

Policy 12 Maintaining Settlement Character
Policy 13 Quality and Design of New Development

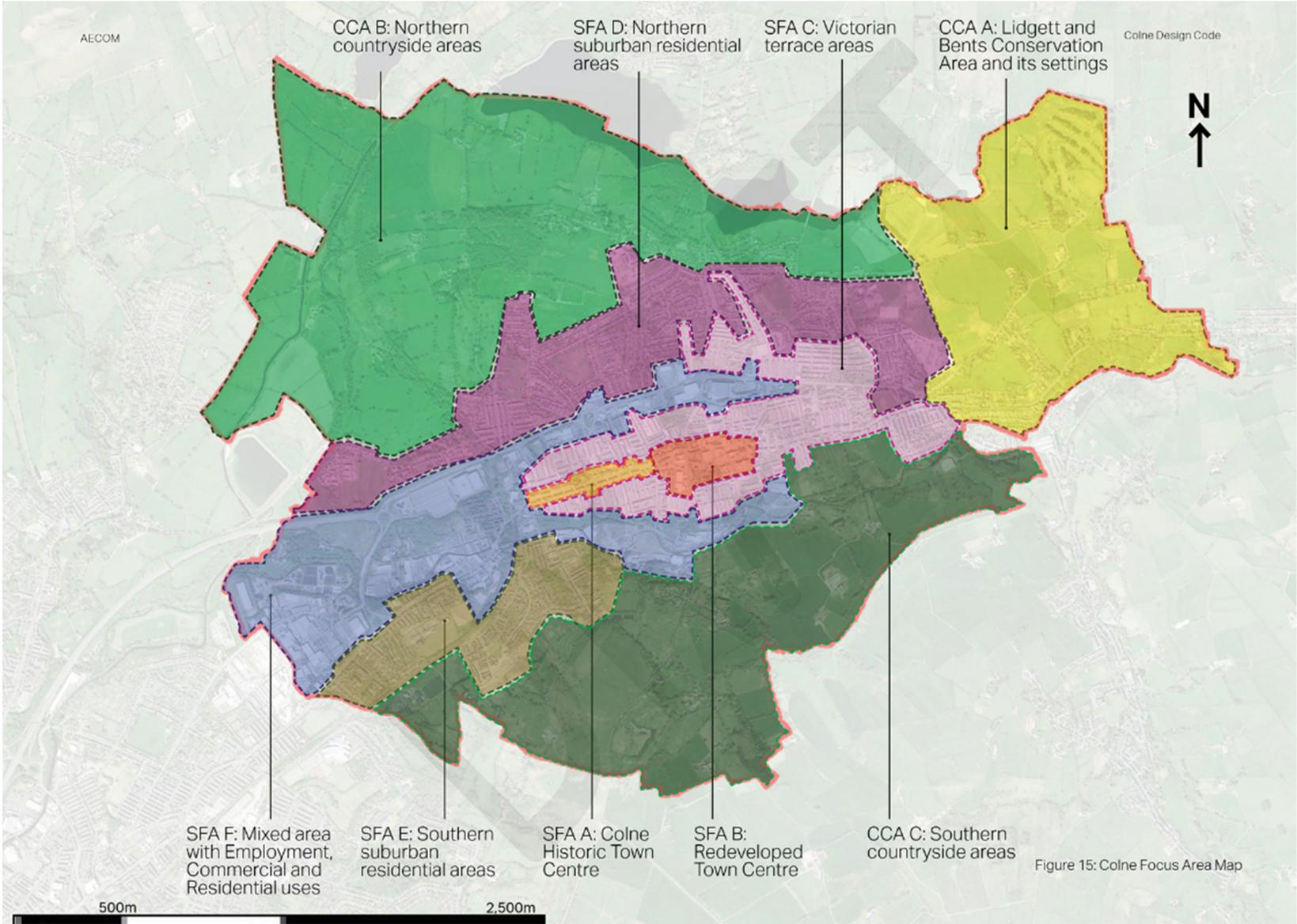
Monitoring Indicator:

EN11: Number of development schemes refused planning permission on the grounds of poor design.

Background/Justification

- 6.2.1 The geography of Colne sitting atop a ridge flanked by the north and south valleys means that the town has a distinct physical aspect that lends itself to the town's strong identity. Added to this the historical development of the town with its buildings of local stone, slate roofs, with key landmark buildings, such as the Town Hall and St Bartholomew's church, and the town's strong industrial heritage mean Colne retains much of its distinctive identity, particularly within the town's four Conservation Areas (Maps 2, 3, and 4 https://www.pendle.gov.uk/downloads/file/5324/trawden_forest_conservation_area_map_-_key) and the urban character areas identified through this NDP.
- 6.2.2 Together the geography and historic physical development of Colne go to make a strong and distinct local identity. National planning policy states that "the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve." (NPPF, paragraph 126).
- 6.2.3 NPPF goes on to set out that:
- "plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood planning groups can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development, both through their own plans and by engaging in the production of design policy, guidance and codes by local planning authorities and developers."* (NPPF, paragraph 127)
- 6.2.4 National planning policy also sets out how Design Codes should be used "to provide maximum clarity about design expectations at an early stage". There is an expectation that "all local planning authorities should prepare design guides or codes consistent with the principles set out in the National Design Guide and National Model Design Code" (NPPF, paragraph 128). Design guides and codes can be prepared at an area-wide, neighbourhood or site-specific scale, and to carry weight in decision-making should be produced either as part of a plan or as supplementary planning documents (NPPF, paragraph 129). The CNDP takes this opportunity and is accompanied by a Colne Neighbourhood Plan Design Code ("Design Code") (AECOM, 2021). This was consulted upon in early 2022.
- 6.2.5 Policy CNDP3 seeks to ensure that applicants use the Design Code to produce new development in Colne that is informed by and retains and enhances the Settlement Focus Area (SFA) within which it is situated. The Design Code identifies 9 SFA in Colne.

Figure 7. Colne Design Code Settlement Focus Areas



Each SFA is accompanied with a short description of its key features. The Design Code includes key guidelines on:

- Block structure and building line
- Building heights and rooflines
- Terraced buildings
- Semi-detached buildings
- Detached buildings
- Higher density building
- Materials
- Density
- Settlement edges
- Topography
- Boundary treatments
- Movement and car parking
- Open space
- Woodland, trees and hedges
- Water and drainage
- Safety and crime
- Energy efficiency

To enable applicants to identify the relevant sections of the Design Code applicable to the SFA within which their development is situated, the Code includes the following matrix:

Focus Areas	Heritage Assets			Urban Structure and Built Form													
	Listed Building	Conservation Area	Other heritage	Block Structure and Building Line			Building Heights and Roofline		Building Typologies, Materiality and Design				Density and Housing Layout				
Design Code	HA-1,2,3			BL-I	BL-F	BL-L	BH-UR	BH-VR	TB	SDB	DB	HDB	AM	DNST	SE	RT	BT
Countryside character areas																	
CCA: A	•	•	•	•				•		•	•		•	•	•	•	•
CCA: B	•		•	•				•	•	•	•		•	•	•	•	•
CCA:C	•	•	•	•				•		•	•		•	•	•	•	•
Settlement focus areas																	
SFA: A	•	•	•		•	•	•	•	•			•	•	•		•	•
SFA: B	•	•	•	•	•	•	•	•	•			•	•	•		•	•
SFA: C	•		•		•	•	•	•	•	•		•	•	•	•	•	•
SFA: D			•		•	•	•	•	•	•	•	•	•	•	•	•	•
SFA: E			•	•	•	•	•	•	•	•	•	•	•	•	•	•	•

- 6.2.6 The approach set out in Policy CNDP3 is in general conformity with that set out in the PLPCS, specifically policies Policy ENV2 Achieving Quality in Design and Conservation, and Policy LIV5 Designing Better Places to Live. Policy ENV2 of the PLPCS seeks to “deliver the highest possible standards of design, in form and sustainability, and be designed to meet future demands whilst enhancing and conserving our heritage assets” and Policy LIV5 working within the framework set by Policy ENV2 sets further design policy for new housing development.

Policy CNDP4 – Development Affecting Non-Designated Heritage Assets

Non-designated heritage assets in the neighbourhood area, including those related to the area’s agricultural, industrial and cultural heritage, such as rural buildings, mill buildings, shops, places of worship and public houses will be conserved in a manner appropriate to the significance of the asset. When affected directly or indirectly by development proposals, such proposals will be assessed having regard to the scale of any harm or loss and the significance of the non-designated heritage asset. The following non-designated heritage assets have been identified:

- 1. Admiral Lord Rodney public house**
- 2. Alkincoates Park Walled Garden**
- 3. Ambulance Hall**
- 4. Atkinson Street**
- 5. Bank House & Stanley Villas**
- 6. Barclays Bank**
- 7. Leach House, Barrowford Road**
- 8. West Lynn, Barrowford Road**
- 9. Bence Street (a “Heritage Street”)**
- 10. Bent Lane Brewery (now a house)**
- 11. Bents Cottages / Higher Standroyd**
- 12. Berry’s Furniture Shop**
- 13. Bethel Chapels**
- 14. Black Horse Yard**
- 15. Blue Bell and pinfold**
- 16. Burtons (now Althams)**
- 17. Calder Mill**
- 18. Carry Bridge and stones**
- 19. Carry Bridge Mill**
- 20. Cemetery Chapels**
- 21. Cemetery Gate House & Gate Posts**
- 22. Central Cinema**
- 23. Christ Church and School**
- 24. The Citadel**
- 25. Cliff Street**
- 26. Clifford Smith & Buchanan**
- 27. Cloth Hall Belfry**
- 28. Colne & District Co-operative (now Langroyd Laundrette)**
- 29. Colne Building Society (now Marsden Building Society)**
- 30. Commercial public house**
- 31. Crown Hotel and public house**
- 32. Derby Street Catholic Chapel & School**

33. Derby Street Warehouse
34. Exchange Street Business Centre, formerly Wesleyan School
35. Fire Station (now The Sun Station)
36. E A Foulds Mill / Derby Street Mill
37. Golden Ball public house (now Spinning Mill public house)
38. Grinding Stone
39. Grosvenor Street (a “Heritage Street”)
40. Haggate Farm
41. Hartley Hospital, formerly Colne Jubilee Cottage Hospital
42. Christiana Hartley Maternity Home
43. Wallace Hartley’s House
44. Plush Laithe, Hill Lane
45. Hippodrome Theatre
46. Holy Trinity Church
47. Holy Trinity Church’s former Vicarage (now a house, Ing Dene)
48. Inghamite Chapel Graveyard
49. Ivegate Arch Building
50. 14-18, Keighley Road
51. Craigmere, Keighley Road
52. Standroyd House, Keighley Road
53. King’s Head public house (now Wetherspoon’s Wallace Hartley)
54. Lancaster Street (a “Heritage Street”)
55. Library (now The Gables)
56. Lidgett Cottages
57. Little Theatre
58. Market Hall (later Kippax Biscuit Factory, now Earnie’s)
59. Market Street Tavern public house
60. Masonic Hall
61. Municipal Hall (“The Muni”)
62. New Life Chapels
63. Park Primary School
64. Police Station (later Tubb’s of Colne department store, now Tubb’s restaurant)
65. Post Office (now XLCR building)
66. Stephen Burke’s golden Postbox
67. Primet Primary School
68. Pump House, Upper Rough
69. Queen’s Hotel
70. Rushworth Bros Crane Works
71. Sacred Heart Church and School
72. Skelton Street barns
73. Spinners public house (now a house)
74. Spring Gardens Mill – West Engine House
75. Spring Lane cottages
76. Stag House
77. Sun Street
78. Swimming Pool
79. Tower Bar & Ballroom
80. Trinity Baptist Sunday School
81. Union public house
82. Varley Street’s Northern lights
83. Viaduct
84. Waterside Well (St Helen’s Well)
85. West Street School
86. WB White & Sons Factory

87. WW1 convalescent home (now West End Models)
88. Yorkshire Bank (now Funky Gifts)
89. Zion Chapel

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments
ENV 2 Achieving Quality in Design and Conservation

Relevant RPLP policies:

Policy 12 Maintaining Settlement Character

Monitoring Indicator:

EN12: Number of development schemes refused planning permission on the grounds of impact to a heritage asset.

Background/Justification

6.2.7 As well as the Conservation Areas and Listed Buildings that already have statutory protection through existing legislation, Colne also has many other buildings and structures that have heritage value. In planning policy terms, these are called “non-designated heritage assets”. These non-designated heritage assets are links and reminders of the area’s long and varied history. National planning policy is set so that

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.” (NPPF, paragraph 203).

Policy CNDP4 identifies the key non-designated heritage assets in the town. These assets have been identified by the Neighbourhood Planning Advisory Committee (“NPAC”) over many years, with input from local historians and local people as well as the informal consultation in 2018, using guidance published by Historic England⁴. A summary of the non-designated assets and their heritage value is set out in a separate supporting appraisal document submitted alongside the CNDP. The appraisal was consulted upon during spring/summer 2020 and all property owners were contacted individually.

6.2.8 Colne retains a strong, distinctive local identity and much of this stems from, and is reinforced by, the area’s built heritage. In particular, key buildings and other heritage features that are parts of that past act as landmarks and reminders of the heritage and identity of the town. Although these buildings and features may not be considered worthy of the statutory protection, such as that afforded to listed buildings, they are nevertheless worthy of conservation and enhancement. This approach will allow Colne’s non-designated heritage assets to be enjoyed and continue to contribute to the quality of life in the town and to enhance the visitor experience.

⁴ <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/>

6.2.9 Policy ENV1 of the PLPCS seeks to protect the historic environment and built heritage assets of the borough (including Listed Buildings, Conservation Areas, Scheduled Monuments, non-designated assets and archaeological remains). These assets will be conserved and should be enhanced in a manner appropriate to their significance, especially those elements that make a particular contribution to the local character and distinctiveness of Pendle, such as:

- o The pre-industrial, farming heritage of the 16th-18th centuries: houses and barns;
- o The industrial heritage of the textile industry including: weavers' cottages, mills (in particular the weaving sheds and chimneys) and terraced housing;
- o The Leeds and Liverpool canal corridor and its associated assets, including locks, bridges and warehouses;
- o The sandstone masonry and stone slates of the traditional local vernacular building styles, stone setts and stone flags.

Policy CNDP5 – Urban Character Areas

1. The boundaries of the following Urban Character Areas are identified on the Policies Map:

- CNDP5/1 – Castle and Castle Road**
- CNDP5/2 – Chatham Street/Montague Street/Langroyd**
- CNDP5/3 – Keighley Road**
- CNDP5/4 – Newmarket Street**

2. Within a designated Urban Character Area new development should seek to:

- a) Retain, re-use and, where necessary, sympathetically re-configure existing street patterns;**
- b) Use and re-use traditional local materials (stone, stone slates, slate and timber). Where appropriate to their setting such materials should be recycled, or have a significant recycled content and make a positive contribution to the overall quality of the character area;**
- c) Retain key features of the local vernacular, such as stone flags, stone setts, ironwork, building details and ornamentation; and**
- d) Ensure building form and layout responds to and is sympathetic to the form and layout within the Urban Character Area within which it is situated.**

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments
ENV 2 Achieving Quality in Design and Conservation
LIV 5 Designing Better Places to Live

Relevant RPLP policies:

Policy 12 Maintaining Settlement Character

Monitoring Indicator:

EN11: Number of development schemes refused planning permission (within the Urban Character Areas) on the grounds of poor design.

Background/Justification

- 6.2.10 As well the Conservation Areas, many parts of Colne retain the area's distinctive character and identity. These are generally the older, inner, industrial heritage areas characterised by terraced housing, mill buildings, churches, chapels and shops or former shops. In some places, this character is reinforced by the local topography that creates long, steep streets that run down to the two valley bottoms. From a distance, these areas form an essential part of what makes the town distinct and different.
- 6.2.11 Policy CNDP5 identifies the key characteristics of these areas. Development proposals should be designed in such a way that they meet the criteria in this policy and when planning applications are made, they will be assessed against the criteria in Policy CNDP5. In this way, new development will help to retain and enhance the character of these areas.
- 6.2.12 The Character Areas were identified following an appraisal by NPAC. These areas are:
- Castle/Castle Road – an area historically identified as “The Castle” of attractive, stone cottages, some of which are three storey, weavers’ cottages;
 - Chatham Street/Montague Street/Langroyd - These streets benefit in the whole from their original cobbled streets and stone pavements. Langroyd not only features some fine and unaltered terraced housing, but also the Wesleyan Chapel School. Chatham Street consists of a range of large, terraced houses with fancy, pillared porches that run across the front of the terrace. Montague Street forms a wedge of typical terraced housing, but on each corner, there is a very substantial outrigger with a curved end section. These full height curved sections are highly unusual and tell of the status of the original occupants.
 - Keighley Road - This long stretch of road contains some impressive buildings, including The Grange, Swanfield, the long perimeter stone wall of the Colne Cricket Club (the oldest Club in the Lancashire League), a range of 19th century terraces with detailed porches, a range of neo classical ashlar stone terraces and some three storey terraced houses with neo Tudor detailing. In addition, there are some old low cottages, called Dubbin Row. They are roofed with stone slab tiles. These tiles indicate that they were built before the canal was fully opened in 1816.
 - Newmarket Street - There is much of interest in Newmarket Street continuing on from the Conservation Area abutting Albert Road: The Derby Arms, built in 1887, the former Liberal Club, a row of Victorian shops with arched windows and an extremely homogenous row of traditional terraced houses leading down to the North Valley.

The reasoning for identifying these urban character areas is set out in the heritage appraisal that is submitted alongside the CNDP. As with CNDP4, the areas were identified with input from local people and the informal consultation in 2018. This was finally consulted upon during spring/summer 2020.

6.3 Community

OBJECTIVE 4 - To support future housing growth

Policy CNDP6 – Future Housing Growth

New housing development will be supported within the defined Pendle Local Plan Proposals Map Colne settlement boundary
(https://www.pendle.gov.uk/info/20072/planning_policies/273/local_plan).

To help meet future housing growth requirements to 2030, identified in the Pendle Local Plan Part 1: Core Strategy for the M65 Corridor the following sites are shown on the CNDP Policies Map and allocated for housing development:

- CNDP6/1 - Land east of Waterside Road, 1.71 ha., 24 units (P037)
- CNDP6/2 - Land rear of Belgrave Road, 0.12 ha., 3 units (P202?)
- CNDP6/3 - Dockray Street, 0.53 ha., 14 units (P145)
- CNDP6/4 - Buck Street, 0.29 ha., 10 units
- CNDP6/5 - Dam Side, 0.76 ha., 23 units (P054)
- CNDP6/6 - Shaw Street, 0.55 ha., 18 units
- CNDP6/7 - Green Works, Knotts Lane, 0.28 ha., 9 units (P053)
- CNDP6/8 - Primet Bridge, 0.08 ha., 2 unit (P039)
- CNDP6/9 - Thomas Street, 0.15 ha., 8 unit (P092)
- CNDP6/10 - Land to rear of Dewhurst Street, 0.06 ha., 2 units (P084)
- CNDP6/11 - Land at Primrose Hill, 0.02 ha., 1 unit (P204)
- CNDP6/12 - Land adjacent to 271 Keighley Road, 0.18 ha., 2 units (P201)
- CNDP6/13 - Land adjacent to 47 Townley Street, 0.07 ha., 4 units (P199)
- CNDP6/14 - Land adjacent to 43 Belgrave Road, 0.02 ha. 1 unit (P202)
- CNDP6/15 - Land to west of Bankfield Street (Bunker's Hill), 1.87 ha., 26 units (CE127)

SHLAA references, where available, are included after each site allocation e.g. (P037). Site capacities are based on a notional 30 dwellings per hectare – this is not a commitment to final site capacity.

Relevant PLPCS policies:

SDP 2 Spatial Development Principles
SDP 3 Housing Distribution
LIV 1 Housing Provision and Delivery

Relevant RPLP policies:

Policy 17 Location of New Housing Development

Monitoring Indicators:

HS01: Number of new homes completed (including trends over time) by: - Location.

HS02: Future predicted housing completions (based on the SHLAA update) and revised delivery target.

HS03: Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent by: -Location.

Background/Justification

- 6.3.1 The PLPCS identifies the need for 3,963 new homes in the M65 Corridor, 2011-2030 (Table 1). This is based on an annual housing requirement of 298 dwellings *per annum* (dpa).

Table 1: PLPLCS spatial distribution of overall development requirements (2011-2030)

Spatial Area	Housing		Employment	
M65 Corridor	3,963	70.0%	53.38 ha	78.5%
West Craven Towns	1,019	18.0%	12.58 ha	18.5%
Rural Pendle	680	12.0%	2.04 ha	3.0%
PENDLE	5,662	100%	68.00ha	100%

Source: Pendle Local Plan Part 1: Core Strategy

- 6.3.2 Work on the PLPCS disaggregated the requirement figure for the M65 Corridor and identified a requirement of 1,003 new homes for Colne over the period 2011-2030 (Table 2). Later work by Pendle Borough Council revised this figure to take into account there-occupation of long-term empty homes to produce a reduced requirement for Colne of 952 dwellings, 2011-2030. Work on the now abandoned Pendle Local Plan Part 2 (LP2) has now been superseded by preparation of a new Local Plan. Should this identify a new housing requirement figure for Colne, the evidence base and Policy CNDP6 of the CNDP will need to be revised. It should be noted that a revised version of Table 2 was prepared as part of the work on LP2 (see Appendix 1 on page 221 of <https://www.pendle.gov.uk/downloads/file/10853/pendle-local-plan-part-2-site-allocations-and-development-policies-preferred-options-report>) and, using the proposed annual housing requirement of 240 dpa, Colne's requirement as at March 2020 was 693. After deducting the extant commitments of 517 dwellings and a share of the PLPCS strategic site amounting to 175 dwellings, the remaining housing requirement to be met by sites identified by CNDP6 was 1 dwelling.
- 6.3.3 The latest Government published figures available using the Standard Method (SM) currently show a minimum annual requirement for Pendle Borough of 142 dwellings per annum, which is significantly lower than the 298 dwellings per annum in the PLPCS and the 240 dpa in the abandoned LP2, Pendle Council decided at its Full Council meeting on 9th December 2021 not to proceed with the submission of the Pendle Local Plan Part 2. This was because of concerns that it did not reflect the impact that Brexit and the ongoing COVID-19 pandemic have had for businesses, future economic growth and **housing need in the borough**. Pendle Council is in the early stages of preparing a new Local Plan, likely to cover the period to 2040, which will supersede the PLPCS. Where necessary, Pendle Council will commission new evidence to help prepare a new

single Local Plan. The CNDP has been prepared to take account of this change in circumstances and the likelihood of a significantly reduced minimum annual requirement figure, based on the SM, being identified for Colne in the new Local Plan.

DRAFT

Table 2. Balanced Housing Distribution

Spatial Area	Settlement	A	B	C	D	E	F	G	H
M65 Corridor	Nelson	3,366	500	2,866	1,003	6	287	710	1,799
	Brierfield				573	47	180	346	
	Colne				1,003	91	399	513	
	Barrowford				287	30	27	230	
West Craven Towns	Barnoldswick	865	0	865	519	94	253	172	459
	Earby				346	8	51	287	
Rural Pendle	Fence	577	0	577	87	9	34	44	283 (310)
	Foulridge				87	12	29	46	
	Kelbrook				87	0	4	83	
	Trawden				87	28	26	33	
	Barley				17	6	12	0	
	Blacko				35	3	9	23	
	Higham				35	27	0	8	
	Laneshaw Bridge				46	0	2	44	
	Newchurch and Spenn Brook				17	0	31	0	
	Roughlee and Crow Trees				17	1	1	15	
	Salterforth				46	2	55	0	
	Sough				17	0	3	14	
Pendle (Adjusted Housing Requirement)		4,808		4,308					2,541

Key:

Column	Comment	Column	Comment
A – Housing Requirement (1)	After adjustment for the reoccupation of empty homes.	E – Net Completions	Homes built since the start of the plan period
B – Strategic Housing Site	Allocation in LP1	F – Existing Commitments	Dwellings on sites with extant planning permission, but not built out
C – Housing Requirement (2)	A – B	G – Balanced Distribution (Revised)	D – E – F
D – Balanced Distribution	Based on percentages in Table 3.10	H – Housing Requirement (3)	Final totals

- 6.3.3 The Town Council has carried out a site assessment exercise. This has used information available from Pendle Council and sites submitted through a “call for sites” exercise.
- 6.3.4 The Town Council’s site assessment process has been iterative and has considered suitability, availability, developability and deliverability. In Colne, there is a particular issue with deliverability, as there is for much of East Lancashire. This is a result of historic and more recent housing market conditions. This impacts considerably on viability. In the past, to address this, Government had included Pendle (including Colne) within its Housing Market Renewal Pathfinder initiative. At the time of the examination of the PLPCS the inspector concluded that, despite poorer viability in the M65 Corridor and especially the Corridor’s urban areas, the PLPCS strategy was sound. This is the strategic policy with which the CNDP must be in general conformity:

“33. The proposed housing distribution is fairly closely aligned with existing population distribution. Given that the M65 corridor is the most sustainable location there is a case that more development should be guided to this spatial area. However, there is a need to balance the viability of sites against the need for housing and sustainable growth considerations. Sites in West Craven and Rural Pendle are the most viable but the M65 corridor is where there is the greatest housing need and more services and facilities on the doorstep. The M65 corridor is more attractive to the volume house builders whereas the other parts of the Borough, where sites tend to be smaller, are generally developed by the smaller local builders. Guiding more development to West Craven and Rural Pendle would encourage growth which would be less sustainable. In my view Policy SDP 3 achieves the right balance taking into the above factors.”

- 6.3.5 Detailed development viability evidence available to the Town Council for this assessment included:
- Pendle Development Viability Study (2013) – prepared to support preparation of PLPCS;
 - Colne Viability Study (2018)
 - Local Plan Viability Assessment (2019)
 - Colne Viability Study (2022)

All these studies continue to conclude, based on both the up-to-date and historical market data available to the studies at the time and the standard, best practice methodology employed, that brownfield site viability in Colne remained either not viable or marginally viable. This theoretical position has proven not to be the case on individual sites in such locations in Colne, and sites have come forward for development, including sites considered in previous iterations of this assessment.

- 6.3.6 To further examine this divergence of theory and reality, AECOM was appointed in 2022 to undertake more detailed site masterplans. The aim of this study was to provide more detailed design work for selected urban sites in Colne. This work looked at how such design work and constraints would influence more detailed site development appraisal.
- 6.3.7 For plan-making purposes, questions of suitability, availability, developability and deliverability are not a simple case of meeting all definitions at one particular moment in time. Some sites may meet all four definitions, some may only be suitable for development. Based on the available evidence, the final list of sites included in Policy

CNDP6 are all considered suitable for development. Some are available, the others have a reasonable prospect of becoming available over the plan period. Similarly, over the plan period, the AECOM masterplanning work, and historic site development activity, shows that the sites are developable over the plan period. The biggest question is “are sites deliverable?” i.e. do they have a “realistic prospect that housing will be delivered on the site within five years” (NPPF, Glossary, page 66). For some sites, this may undoubtedly be the case but, for others, issues remain over viability, although this does not mean that they are not suitable and cannot be delivered with changing market conditions over the plan period to 2030.

- 6.3.8 Also affecting final site selection has been the Strategic Environmental Assessment (SEA)/Habitat Regulation Assessment (HRA) screening. Firstly, the Environment Agency objected to sites considered to be at risk of flooding; these have been removed from the final list of selected sites, even though the owners of at least one such site have challenged the flood risk zone categorisation. The Town Council concluded that it would support their development, even though these are not included in Policy CNDP6, provided a future developer could resolve the flood risk issue. Secondly, Historic England objected on the basis of heritage impact. The Town Council has addressed these concerns through an updated Heritage Impact Assessment and concluded *that “any impact is minimal, or where it is not this can be overcome by suitable mitigation that can be addressed at the development management stage, using existing development plan policy, and, in time, policy set through the CNDP. This will include, for the first time, the identification of non-designated heritage assets in the CNDP.”*
- 6.3.9 The final site assessment 2022 has identified the sites listed in Policy CNDP6. These sites, alongside completions to date and extant commitments, help to provide land for at least 782 new homes. This is a significant step in helping to meet strategic planning policy, particularly the PLPCS development requirement that, as has been described in para. 6.3.2, will more than likely be revised downwards based on the Standard Method figure of 142 dwellings per annum. If, as expected, the development requirement is revised significantly, the Town Council will seek a partial review of the CNDP’s Policy CNDP6. In the meantime, the allocated Policy CNDP6 sites will come forward and, as has happened in the recent past, particularly in a former manufacturing town such as Colne, windfall sites and building conversions will also continue to come forward. (Table 3).

Table 3 Meeting the Housing Requirement in Colne (figures as of January 2022).

A. Overall housing requirement 2011-2030 (reduced from 1,003 due to the re-occupation of long-term empty homes)	952
To be achieved by:	
B. Completions (January 2022)	286
C. Commitments (January 2022)	341
D. Allocated sites (Policy CNDP6)	147
B+C+D	782

Completions and commitments data taken from Five Year Housing Land Supply Statement (January 2022), Pendle Borough Council, a full list of sites is provided in Appendix 3.

OBJECTIVE 5 - To protect local green spaces and open spaces within the town.

Policy CNDP7 Protecting Local Green Space

The following sites listed below and shown on the Policies Map⁵ are designated as Local Green Spaces. Note: References in parentheses refer to the reference numbers in the Local Green Space Assessment *Colne's Local Green Spaces (March 2022)*.

- CNDP7/1 (LGS1) - Alkincoates Nature Reserve (8.00 ha.)
- CNDP7/2 (LGS2) - Alkincoates Park (14.68 ha.)
- CNDP7/3 (LGS3) - Upper Foulridge Reservoir Walking Area (11.00 ha.)
- CNDP7/4 (LGS4) - Upper Rough (10.55 ha.)
- CNDP7/5 (LGS5) - Lidgett Triangle (4.89 ha.)
- CNDP7/6 (LGS6) - Ball Grove Park and Nature Reserve (12.79 ha.)
- CNDP7/7 (LGS7) - Colne Cemetery (6.43 ha.)
- CNDP7/8 (LGS9) - Heifer Lane roundabout (0.31 ha.)
- CNDP7/9 (LGS10) - St Stephen's Walking Area (0.88 ha.)
- CNDP7/10 (LGS11) - Byron Road Community Area (0.99 ha.)
- CNDP7/11 (LGS12) - Hagg Green Space (1.34 ha.)
- CNDP7/12 (LGS13) - Waterside Millennium Green (2.14 ha.)
- CNDP7/13 (LGS15) - Whitewalls Green Space (0.69 ha.)
- CNDP7/14 (LGS16) - Greenfield Nature Reserve (3.2 ha.)
- CNDP7/15 (LGS17) - Wood Street Green (0.13ha.)
- CNDP7/16 (LGS18) - Casserley Road/Varley Street/Thorn Grove (0.99 ha.)
- CNDP7/17 (LGS19) - Snell Grove (0.07 ha.)
- CNDP7/18 (LGS20) - Red Lane Green Spaces (0.24 ha.)
- CNDP7/19 (LGS21) - Ferndean Way in Waterside (linear route)
- CNDP7/20 (LGS22) - Land adjacent to Greenfield Mill (0.09 ha.)
- CNDP7/21 (LGS23) - Land at Essex Street (0.30 ha.)

Development of designated Local Green Spaces will only be supported when consistent with national planning policy for Green Belt.

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments

Relevant RPLP policies:

**Policy 3 Green Belt ENV1
Policy 3A Protected Areas
Policy 33 Existing Open Space**

Monitoring Indicator:

New Indicator: Percentage of Local Green Space in Colne remaining open land.

⁵ Note CNDP7/19 as a linear route is not shown in the Policies Map – a map of the route can be found at the following link <https://www.visitpendle.com/things-to-do/ferndean-way-p840550>

Background/Justification

6.3.10 Paragraph 101 of the National Planning Policy Framework (NPPF) advises that:

“through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or updated, and be capable of enduring beyond the end of the plan period.”

6.3.11 Paragraph 102 of the NPPF goes on to advise that:

“The Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used:

“a) in reasonably close proximity to the community it serves;

b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

c) local in character and is not an extensive tract of land.”

6.3.12 The Pendle Local Plan Part 2 sets out that Pendle Borough Council will work with local communities to identify and designate Local Green Spaces, where appropriate, in the Site Allocations and Development Policies Document. The Town Council is of the view that this task is best undertaken as part of the CNDP. The Green Spaces listed in Policy CNDP7 have been assessed against the criteria in paragraphs 101 and 102 of national planning policy and those performing the best against these criteria are to be designated as Local Green Spaces. Full details of this assessment can be found in the accompanying Local Green Space Assessment – *Colne’s Local Green Spaces (2021)*.

6.3.13 Some of the Local Green Spaces are also within the Green Belt. Whilst the planning policy protection afforded by Green Belt and Local Green Space are broadly the same – “Policies for managing development within a Local Green Space should be consistent with those for Green Belts” (NPPF, paragraph 103), the aims of Green Belt and Local Green Space policy are different. Green Belt is a strategic planning policy, the fundamental aim of Green Belt policy “is to prevent urban sprawl by keeping land permanently open” (NPPF, paragraph 137).

6.3.14 Local green space policy works at a non-strategic level to “allow[s] communities to identify and protect green areas of particular importance to them” (NPPF, paragraph 101). The local community have been able to identify these important spaces through the CNDP and its various consultation stages.

6.3.15 Given the different aims of these two nationally derived planning policies, there is considered to be no inconsistency in identifying designated Local Green Spaces within the Green Belt. The CNDP approach is consistent with that set out in paragraph: 010 Reference ID: 37-010-20140306 of National Planning Practice Guidance whereby within the Green Belt “Local Green Space designation could help to identify areas that are of particular importance to the local community” (*op. cit.*). Nor does the designation of

Local Green Spaces in the Green Belt in Colne comprise “local planning of sustainable development” (NPPF, paragraph 101).



OBJECTIVE 6 - To protect and enhance community and recreation facilities.

Policy CNDP8 – Protection and Enhancement of Community Facilities

There will be a presumption in favour of the protection of existing community facilities clubs, halls, health and education facilities, libraries, and places of worship.

Where planning permission is required, the loss or change of use of local community facilities into non-community based uses will only be supported when one of the following can be demonstrated:

1. The proposal includes alternative provision, on a site within the locality, of equivalent or enhanced facilities. Such sites should be accessible by public transport, walking and cycling and have adequate car parking; or
2. Satisfactory evidence is produced that, over a minimum period of 12 months, it has been demonstrated that there is no longer a demand for the facility.

Proposals for new and enhancements to existing community facilities will be supported when they are compatible with other policies in the CNDP and the Pendle Local Plan.

Relevant PLPCS policies:

WRK 5 Tourism, Leisure and Culture
WRK 6 Designing Better Places to Work
SUP 1 Community Facilities
SUP 2 Health and Well-being
SUP 3 Education and Training

Relevant RPLP policies:

Policy 32 New Community Facilities

Monitoring Indicator:

CM05 Number of community facilities lost to alternative uses.

Background/Justification

6.3.16 PLPCS Policy SUP 1 Community Facilities sets out the general approach to the provision of community services and facilities. A key aim of Pendle Council is to work with partners to reduce levels of social deprivation and improve social inclusion throughout the borough. In particular, by co-ordinating planning, regeneration and other strategies, improved community services and facilities can be provided in areas of deprivation or need, including significant parts of Colne (Figure 5).

6.3.17 Policy CNDP8 seeks to protect existing community facilities: clubs, halls, health and education facilities, libraries, places of worship and community centres. The approach

set out in Policy CNDP8 is in general conformity with Policy SUP1 of the PLPCS. This seeks to resist the loss of community facilities that could be redeveloped or require a change of use application unless an appropriate alternative is provided. Alternatively, if evidence is presented that the facility is no longer required, a minimum period of 12 months alternative non-community uses will be considered. Policy CNDP8 also supports the establishment of new (e.g. youth provision) and enhancements to existing community facilities.

- 6.3.18 National planning policy supports the approach in Policy CNDP8. Planning policies should *“plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.”* (NPPF, paragraph 93c).and *“guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs”*” (NPPF, paragraph 93c).

Policy CNDP9 – Protection of Local Shops and Public Houses

There will be a presumption in favour of the protection of local shops (Use Class F2(a) and public houses outside the town centre. Where planning permission is required, the loss or change of use of such uses will only be supported when one of the following can be demonstrated:

- a) The shop or public house has been vacant for more than 12 months, during which time the applicant can demonstrate to the satisfaction of the local planning authority that the premises has been actively marketed both within and outside the neighbourhood area to seek a new owner or tenant for its current use and that marketing has resulted in no viable new owner or tenant; or**
- b) The development proposal includes re-provision of the local shop or public house within the neighbourhood area or within reasonable walking distance of the community it serves; or**
- c) The premises are in a state of repair that makes re-use for a local shop or public house not economically viable.**

Relevant PLPLCS policies:

WRK 4 Retailing and Town Centres

Relevant RPLP policies:

Policy 26 Non-shopping Uses in Town Centres & Local Shopping Areas

Monitoring Indicator:

New Indicator: Loss of local shops and public houses to other uses.

Background/Justification

- 6.3.19 In addition to the community facilities protected by Policy CNDP9, the neighbourhood area also has a number of local shopping areas, individual shops and public houses that provide valuable local services, sources of employment and places for people to meet and interact.
- 6.3.20 Policy CNDP9 seeks to retain such shops and public houses, because they are often vulnerable to closure e.g. due to changing consumption patterns and habits; or the attraction for owners of higher value land uses such as residential. The Use Classes Order as amended September 2020 introduces Use Class F2(a) “shops selling essential goods, including food, where the shop’s premises do not exceed 280 square metres and there is no other such facility within 1000 metres”. Local shops, for the purposes of Policy CNDP10, will be defined, when considering planning applications, where they fall within Use Class F2(a).
- 6.3.21 Unfortunately the loss of an area’s local shop or pub can lead to longer journeys for basic everyday essentials, a particular problem for those with mobility problems or no access to a car (30% of Colne households). This can sometimes be exacerbated by the town’s challenging topography. The loss of shops and pubs also reduces the places where people can meet and interact, this has negative implications for quality of life and community cohesion.

Policy CNDP10 – Protection of Sport and Recreation Facilities

The following sport and recreation facilities also identified on the Policies Map will be protected under PLPCS ENV1:

CNDP10/1 - Holt House including playing fields, Colne FC and Colne and Nelson Rugby Club

CNDP10/2 - Colne Cricket Club

CNDP10/3 - Colne Golf Club

CNDP10/4 - Craven Tennis Club

CNDP10/5 - Pendle Leisure Centre

CNDP10/6 - Bowling green, Colne Cricket Club

CNDP10/7 - Bowling green, British Legion

CNDP10/8 - Sports pitches/playing fields at former Nelson and Colne College

Relevant PLPCS policies:

WRK 5 Tourism, Leisure and Culture

SUP 2 Health and Well-being

Relevant RPLP policies:

Policy 33 Existing Open Space

Monitoring Indicator:

New Indicator: Loss of sport and recreation facilities.

Background/Justification

6.3.22 Policy CNDP10 identifies, following a review of existing information in the Local Plan, and seeks to protect the key sport and recreation facilities in the town. These include, in the main, the town's key outdoor sport and recreation facilities that support football, cricket, golf and other outdoor sports and the town's main indoor sport and recreation facility, the Leisure Centre.



6.3.18 By protecting, enhancing and supporting improvements to sport and recreation facilities Policy CNDP10 supports PLPCS Strategic Objective 9 that seeks to protect and improve such facilities, so as to improve health and well-being through the promotion of more active lifestyles.

6.3.19 The approach set out in Policy CNDP10 is in line with national planning policy in chapter 8 of NPPF, that, in particular, states:

“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or

b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or

c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.”

(NPPF, paragraph 99).

6.3.20 It should also be noted that Sport England is a statutory consultee and has a significant role to play in protecting playing fields – current Sport England policy on such matters is set out at <https://www.sportengland.org/how-we-can-help/facilities-and->

[planning/planning-for-sport?section=playing_fields_policy](#). When planning applications are made Policy CNDP10 and other development plan policies, material considerations such as Sport England policy will be used by planning officers and members when making recommendations and decisions on planning applications.

Policy CNDP11 – Protection of Allotments

Existing allotments will be protected in the following locations under PLPCS ENV1:

CNDP11/1 - Alkincoates (AL057)
CNDP11/2 - Knotts Lane (AL058)
CNDP11/3 - Basil Street (AL060)
CNDP11/4 - Broken Banks
CNDP11/5 - Granville Road (AL023)
CNDP11/6 - Oxford Street/Townley Street (AL013)
CNDP11/7 - High Garth (AL021)
CNDP11/8 - Cookhouse (AL008)
CNDP11/9 - Temple Street (AL032)
CNDP11/10 - Montague Street (AL014)
CNDP11/11 - Carr Road
CNDP11/12 - The Green, Castle Road (AL015)
CNDP11/13 - Intake
CNDP11/14 - White Grove (AL011)
CNDP11/15 - Lowther Street (AL035)
CNDP11/16 - Devon Street (AL062)
CNDP11/17 - Carry Lane (AL053)
CNDP11/18 - Dewhurst Street (AL054)
CNDP11/19 - Sutherland Street
CNDP11/20 - New Oxford Street

(Note: References in parentheses from *Pendle Open Space Audit*)

The redevelopment of these and any future allotment provision will only be supported when:

- a) Replacement provision is provided of at least equivalent quality; or
- b) The allotments are no longer used; and their loss would not lead to an under-provision of allotments in the neighbourhood area.

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments

Relevant RPLP policies:

Policy 33 Existing Open Space

Monitoring Indicator:

New Indicator: Loss of allotments.

Background/Justification

- 6.3.20 The town's allotments are important areas for relaxation, interaction and the growing of healthy food. The latter can be particularly important in an area that has significant levels of deprivation. The allotment sites under Policy CNDP11 have been identified from those in the ownership of Colne Town Council and the *Pendle Open Space Audit* (2019) (https://www.pendle.gov.uk/downloads/file/2954/pendle_open_space_audit_report_2019).
- 6.3.21 Protecting existing allotment provision Policy CNDP11 supports PLPCS Strategic Objective 9 that seeks to protect and improve such facilities so as to improve health and well-being through the promotion of more active lifestyles.

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OBJECTIVE 7 - . To ensure appropriate transport and other infrastructure is in place to support new development.

Policy CNDP12 – Transport

Infrastructure development to support the transport improvements listed below will be supported when it is:

- a) Of good design;
 - b) Does not have a significant negative impact on built and natural heritage assets; and
 - c) Does not prejudice other policies and proposals in the CNDP.
- Enhanced rail links to Leeds, Manchester and Preston to increase east/west connectivity;
 - Reopening of the former Colne to Skipton Railway Line;
 - Colne and villages By-pass and other improvements to Trans Pennine Road links;
 - Modern, flexible inter- and intra-urban bus services (e.g. on Mainline and through use of flexible services such as Dial-a-Bus);
 - Measures to reduce congestion, particularly in the town centre and North Valley;
 - Electric vehicle charging points in the town centre and new homes;
 - Measures to support the introduction and use of autonomous vehicles;
 - Increased leisure use of the Leeds and Liverpool Canal, and Colne Water by incorporating a footpath, cycleway, bridlepath from Wycoller to Colne;
 - Improvements to key throughroutes and gateways, including those identified in the town centre, Lidgett roundabout, M65 roundabout and Langroyd “fork”;
 - Measures to improve bus, foot, and cycle links from residential areas to areas of employment, the town centre, and key services and facilities;
 - Measures to improve bridleways.

Relevant PLPCS policies:

ENV 4 Promoting Sustainable Travel

Relevant RPLP policies:

Policy 29 Creating an Improved Transport Network

Monitoring Indicator:

None identified.

Background/Justification

6.3.24 Policy CNDP12 is in line with and supports the following PLPCS Strategic Objectives:

2 To ensure that the infrastructure is capable of supporting both new and existing development, thereby helping to create sustainable communities;

8 To reduce inequalities by ensuring that new community, education and health care facilities and their services are fully accessible; and

11 To deliver a safe, sustainable transport network that improves both internal and external connectivity, reduces the need to travel by car, supports long-term growth and contributes to an improved environment.

- 6.3.25 The list of measures and proposals identified in Policy CNDP12 will help to improve the connectivity of Colne to other areas; increasing access to jobs and services in other locations; and, equally, providing sustainable links from other areas so that they can take advantage of what Colne offers. The measures and proposals included in Policy CNDP12 are consistent with Lancashire's Local Transport Plan 3 and the County's *East Lancashire Highways and Transport Masterplan*⁶.
- 6.3.26 The Colne to Skipton railway line was closed inadvertently by a Ministerial add-on in 1970 to a raft of additions to the Beeching Closures of 1963. The line's reinstatement has been a long-running campaign, led by a charity (SELRAP) and supported by the North Yorkshire and Lancashire Councils, that has reached a "decision to initiate" stage in the current Government's Rail Network Enhancement Pipeline. Justification of the service locally would provide sound commuter services to major employment centres between Manchester and Leeds, improving housing sales and opportunities, as well as a goods link between the ports of Liverpool and east ports of Hull, Middlesborough and Newcastle upon Tyne. Shopping and tourism would also be enhanced.
- 6.3.27 The Colne and Villages By-pass – the A56/A6068 runs through the Colne North Valley from the termination of the M65 to Skipton and onwards north to The Lakes and the North (A56), and to Keighley and the East across the Pennines (A6068) respectively. The latter is the alternative of choice when the M62 is obstructed by accidents and other incidents, a frequent event. Consequently, this pinch point through Colne is heavily congested, and a primary concern for locals and transit vehicles alike. Lancashire County Council has conducted a major by-pass survey and, as a temporary move, has made adjustments to the traffic management along the Colne section. The road divides a major conurbation from the Town Centre and, as such, is a problem for pedestrians, crossing traffic and emergency vehicles. This was initiated after the road was declared by them to be one of the worst congestion areas in Lancashire with poor air quality to match, the latter requiring a designated air quality monitor at the A56/A6068 junction. In addition, Pendle has one of the highest children killed/seriously injured (ksi) rates in Lancashire, some of which are from the vicinity of this stretch of road.
- 6.3.28 The bus service in Colne consists of an excellent spine service between Pendle main centres, but the hilly nature of the town, together with the north/south extremity, means that intra-urban services are limited to one, very infrequent, local bus which struggles to survive economically even with Council and cross-subsidy support. There are many effective and economically sustainable dial-a-bus style services now running, which would provide a satisfactory solution to the issue.
- 6.3.29 The CNDP's improvements to EV charging infrastructure are in line with Government targets and support the sustainability programme of moving to electrically-powered vehicle movements. Similarly, improvements to cycling infrastructure aim to follow nationally declared policies.

⁶ <https://www.lancashire.gov.uk/media/292977/East-Lancs-Masterplan.pdf>

- 6.3.30 Wycoller is a tiny hamlet four miles south-east of Colne and is a much-visited tourist site for its Brontë connections and ancient packhorse bridge. The footpath to Wycoller is extremely scenic, following the stream that joins Colne Water; it is very popular, but has many imperfections and is limited in access, especially following inclement weather, and thus requires upgrading to make it more diversely accessible. This applies to the very many footpaths and bridleways in the surrounding environs of Colne.
- 6.3.31 When considering transport issues, planners, designers and decision makers need to be mindful of the local topography and weather that can be a significant disincentive to walking and cycling. This is particularly important when considering travel plans and taking decisions on the location of new development that will generate a significant number of journeys.
- 6.3.32 The CNDP cannot anticipate every new transport innovation but development should seek to incorporate measures and build in adaptability for measures such as electric vehicle charging points and autonomous vehicles.

6.4 Rural

OBJECTIVE 8 – To conserve valued landscape features

Policy CNDP13 - Conserving and Enhancing Valued Landscape Features

Development proposals that conserve and enhance the local landscape will be supported. . Landscape impacts of planning proposals will be assessed against the following:

In the Lancashire Valleys National Character Area (NCA), development proposals should seek to conserve and enhance:

- (a) The area's industrial heritage and the contribution that this makes to the area's sense of place and history;
- (b) Woodlands, trees (especially veteran and ancient) and hedgerows;
- (c) The network of habitats; and
- (d) The contribution that open landscape areas make in conserving and maintaining the area's distinctive settlements.

In the Southern Pennines NCA, development proposals should:

- (e) Conserve and enhance the pastoral character of the moorland fringes, lower hills and valleys, with their mosaics of pastures and meadows, and their strong field patterns defined by drystone walls, to improve ecological networks and strengthen landscape character.

The significant views identified in *Colne Significant Views Assessment (2021)*⁷ from the viewpoints listed below will be conserved:

1. St Bartholomew's Church
2. Town Hall
3. Norway House (Linden Road/Hall Street)
4. The Municipal Hall (Linden Road/Hill Street)
5. Colne Cemetery
6. Upper Rough
7. Lidgett Triangle
8. Holt House (including sports pitches)
9. Noyna Rocks
10. Winewall
11. Mire Ridge
12. Fox Clough footpath
13. Lenches
14. Tum Hill
15. Gib Hill
16. Burnley Road/Cuerden Street
17. Barrowford reservoir

⁷ <https://colnetowncouncil.org.uk/ctc/wp-content/uploads/2020/12/Item-11b-Colne-Significant-Viewpoint-Assessment.pdf>

Where an impact on a significant view is identified, applicants may have to demonstrate, through a Landscape Visual Impact Assessment, how these impacts have been identified, the degree of impact and how negative impacts can be avoided or mitigated.

Relevant PLPCS policies:

ENV 1 Protecting and Enhancing Our Natural and Historic Environments

Relevant RPLP policies:

Policy 1 Development in the Open Countryside

Policy 3A Protected Areas

Policy 12 Maintaining Settlement Character

Policy 13 Quality and Design of New Development

Monitoring Indicator:

None identified.

Background/Justification

- 6.4.1 Policy ENV1 of the PLPCS states that in areas such as Colne, which are not subject to national landscape designations development proposals should, wherever possible, aim to safeguard or enhance the landscape character of the area. Proposals should also have regard to the Lancashire Landscape Character Assessment contained in *A Landscape Strategy for Lancashire* and, specifically, the different landscape character types that are present in the Borough. Proposals should show how they respond to the particular landscape character type they are located within. Proposals in the designated open countryside should have regard to Pendle Borough Council's *Development in the Open Countryside* Supplementary Planning Guidance, or its replacement.



- 6.4.2 Policy CNDP13 identifies the key landscape features in the neighbourhood area based on the work in the Lancashire Landscape Assessment and set out in Natural England's National Character Areas NCA35: Lancashire Valleys and NCA36: South Pennines.
- 6.4.3 From the work in the *Lancashire Landscape Assessment* (<https://www.lancashire.gov.uk/media/152746/characterassessment.pdf>) Colne has three predominant character areas - The Calder Valley (Area 6a) within which the main urban area sits; and to the north the South Pendle Fringe (Area 4g); and to the south the Trawden Fringe (Area 4a).
- 6.4.4 These three character areas are broadly consistent with the two National Character Areas. The Natural England NCA work identifies Statements of Environmental Opportunity (SEOs) and these have been used to inform the criteria in Policy CNDP15.
- 6.4.5 The Statements of Environmental Opportunity (SEO) differ between the two NCAs. In the Lancashire Valleys (NCA35) they are:
- “SEO 1: Conserve and manage the Lancashire Valleys’ industrial heritage to safeguard the strong cultural identity and heritage of the textile industry with its distinctive sense of place and history.
- SEO 2: Increase the resilience and significance of woodland and trees, and manage and expand existing tree cover to provide a range of benefits, including helping to assimilate new infrastructure; reconnecting fragmented habitats and landscape features; storing carbon; and providing fuel, wood products, shelter and recreational opportunities.

SEO 3: Manage and support the agricultural landscape through conserving, enhancing, linking and expanding the habitat network, and manage and plan for the associated potential impact of urban fringe development, intensive agriculture and climate change mitigation.

SEO 4: Conserve and manage the distinction between small rural settlements and the densely urban areas and ensure that new development is sensitively designed to contribute to settlement character, reduce the impact of the urban fringe and provide well-designed green infrastructure to enhance recreation, biodiversity and water flow regulation.”

6.4.6 In NCA36: South Pennines, the SEOs are:

“SEO 1: Safeguard, manage and enhance the large areas of open, expansive moorland, and the internationally important habitats and species they support, as well as protecting soils and water resources.

SEO 2: Manage and enhance the pastoral character of the moorland fringes, lower hills and valleys, with their mosaics of pastures and meadows, and their strong field patterns defined by drystone walls, to improve ecological networks and strengthen landscape character.

SEO 3: Protect the comprehensive range of historic landscape features for their cultural value and the contribution they make to local distinctiveness and sense of identity.

SEO 4: Increase the enjoyment and understanding of the landscape and to experience a sense of escapism and inspiration, while also conserving the qualities of the landscape and its valuable historic and wildlife features.”

6.4.7 The *Lancashire Landscape Assessment* classifies Colne as an ‘Industrial Age’ landscape sub-type. Colne’s immediate landscape setting lies in the Industrial Foothills and Valleys and Rolling Upland Farmland landscape character types. The town’s wider landscape setting is characterised by Moorland Fringe and Moorland Hills. Brought together, this is the unique blend of an historic Lancashire town sitting atop and dominating a ridge overlooking the north and south valleys and with the land rising again to the farm and moorland uplands.

6.4.8 This unique blend of town and country has a number of significant viewpoints from which views of the surrounding countryside, the town or key landmarks can be enjoyed. Policy CNDP13 identifies these viewpoints and the views which they afford. The viewpoints and views have been identified through the various consultation stages on the CNDP and these inputs have been tested and assessed in the *Colne Significant Views Assessment* (<https://colnetowncouncil.org.uk/ctc/wp-content/uploads/2020/12/Item-11b-Colne-Significant-Viewpoint-Assessment.pdf>). This *Assessment* forms part of the evidence base for the CNDP and considers the landscape character and visual amenity of the nine landmarks in relation to 17 valued viewpoints in and around Colne. The *Assessment* describes the key landscape and visual characteristics of the prominent views and their relationship to the town’s setting, assessing their sensitivity to change, value and importance.

6.4.9 The *Assessment* identifies the distinctive combinations of landscape elements, patterns and features that are important to the landscape and significant views in and around

Colne. It has regard to conserving the distinctive setting of Colne and the distinct ridgeline characteristics of the town and its rural setting. Based on the Assessment, in identifying important landmarks and significant views, Policy CNDP13 seeks to retain the strong visual relationship between Colne and its surrounding pastoral setting, local field patterns and the pattern of street and buildings, woodlands and topography. To do this, Policy CNDP13 identifies the viewpoints and views that should be prominent considerations in the design and assessment of planning proposals. The aim of those putting forward planning proposals and those making decisions on these proposals should be that the significant views identified in Policy CNDP13 and shown in the *Colne Significant Views Assessment* should be protected and, where possible, enhanced. Where an impact on a significant view is identified, that impact may need to be assessed and, where possible suitably mitigated, following the carrying out of a *Landscape Visual Impact Assessment*.

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OBJECTIVE 9 - To ensure that the design and appearance of future development helps to maintain Colne's rural identity and character.

Policy CNDP14 – Rural Identity and Character

Within the countryside (the area outside the settlement boundary as defined on the Pendle Local Plan Policies Map), development should retain and enhance the rural identity and character of the neighbourhood area. New development proposals should be designed in such way to seek to meet, and will be assessed against, the following criteria:

- (a) The proposal maintains the existing settlement pattern and form of smaller settlements, clusters of rural buildings and isolated farmsteads;
- (b) Traditional rural buildings of permanent construction are retained and re-used except in cases where such buildings are in such a state of disrepair that they cannot be re-used without substantial or complete reconstruction;
- (c) Use of traditional local materials (local stone, slate and softwood timber). Alternative materials will only be considered suitable when part of an overall high-quality design that responds to the surrounding rural character and is considered to be sympathetic and a positive new addition to the local landscape;
- (d) Building form and style and layout of development should be consistent with the forms predominantly found within the rural area. Suburban and urban forms, styles and layouts will not be considered to meet this criterion;
- (e) Site boundary treatments should be of traditional design and appearance, such as stonewalls and hedgerows. Planting should use native species. Where opportunities arise, existing stone walls and hedgerows should be retained and repaired. Intrusive boundary treatments that use non-traditional forms and materials, such as timber fences, non-native tree belts and screens, will not be supported;
- (f) Roads, paths, other ground surfaces and hardstanding should use appropriate local materials and use colours that do not detract from the landscape; and
- (g) All development should include measures that seek to minimise the impact of car parking, garaging, garden landscaping and associated urban and suburban features so that the development will not have a significant adverse impact on rural identity and character.

Relevant PLPCS policies:

SDP 2 Spatial Development Principles
ENV 1 Protecting and Enhancing Our Natural and Historic Environments

Relevant RPLP policies:

Policy 1 Development in the Open Countryside
Policy 12 Maintaining Settlement Character

Policy 13 Quality and Design of New Development
Policy 35 Countryside Access
Policy 39 Equestrian Development
Policy 40 Tourism

Monitoring Indicator:

SD05: Number of times the Design Principles SPD has been used as a reason for refusal of a development.

Background/Justification

- 6.4.7 Beyond the urban parts of Colne, the neighbourhood area has a significant rural hinterland. This area still retains much of its traditional character and countryside setting: small settlements and individual farms that retain much of their traditional local character of simple building forms made of local stone and Welsh Blue Slate or stone slate roofs.
- 6.4.8 Policy CNDP14 seeks to ensure that this rural character that provides part of the distinctive identity of the Colne area is retained and, where possible, enhanced. This will be done in two main ways, firstly, by protecting those aspects of the existing rural character that are so important to the area's identity: traditional rural buildings, buildings forms and settlement patterns; and, secondly, by seeking to control and manage new development, particularly where it may be seeking to introduce inappropriate development, either by way of land use, design or materials that would have a significant adverse impact on rural identity and character. This is especially the case where development is designed in such a way that it would introduce urban or suburban features into the rural area.

7.0 How to Comment on this Document

7.1 This formal consultation on the Regulation 16 Draft CNDP gives residents, businesses, landowners and others an opportunity to support, object and comment on the Regulation 16 Draft CNDP.

7.2 Comments and representations should be sent in writing to:

Pendle Borough Council

Planning Department

Planning Policy

Town Hall

Market Street

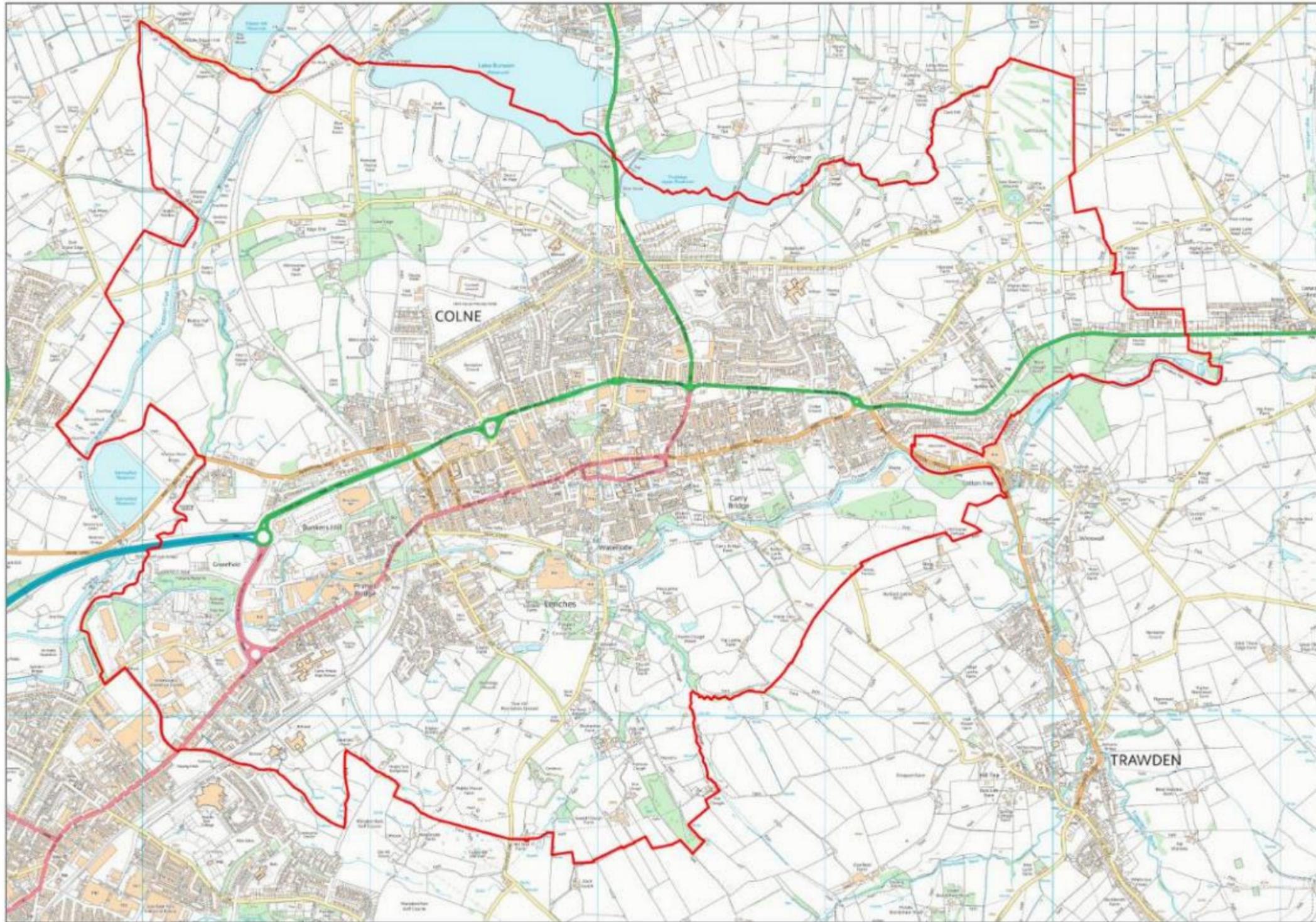
Nelson

BB9 7LG

Email: planningpolicy@pendle.gov.uk

7.3 The closing date for the receipt of comments is **5:00pm on Monday 17 October 2022.**

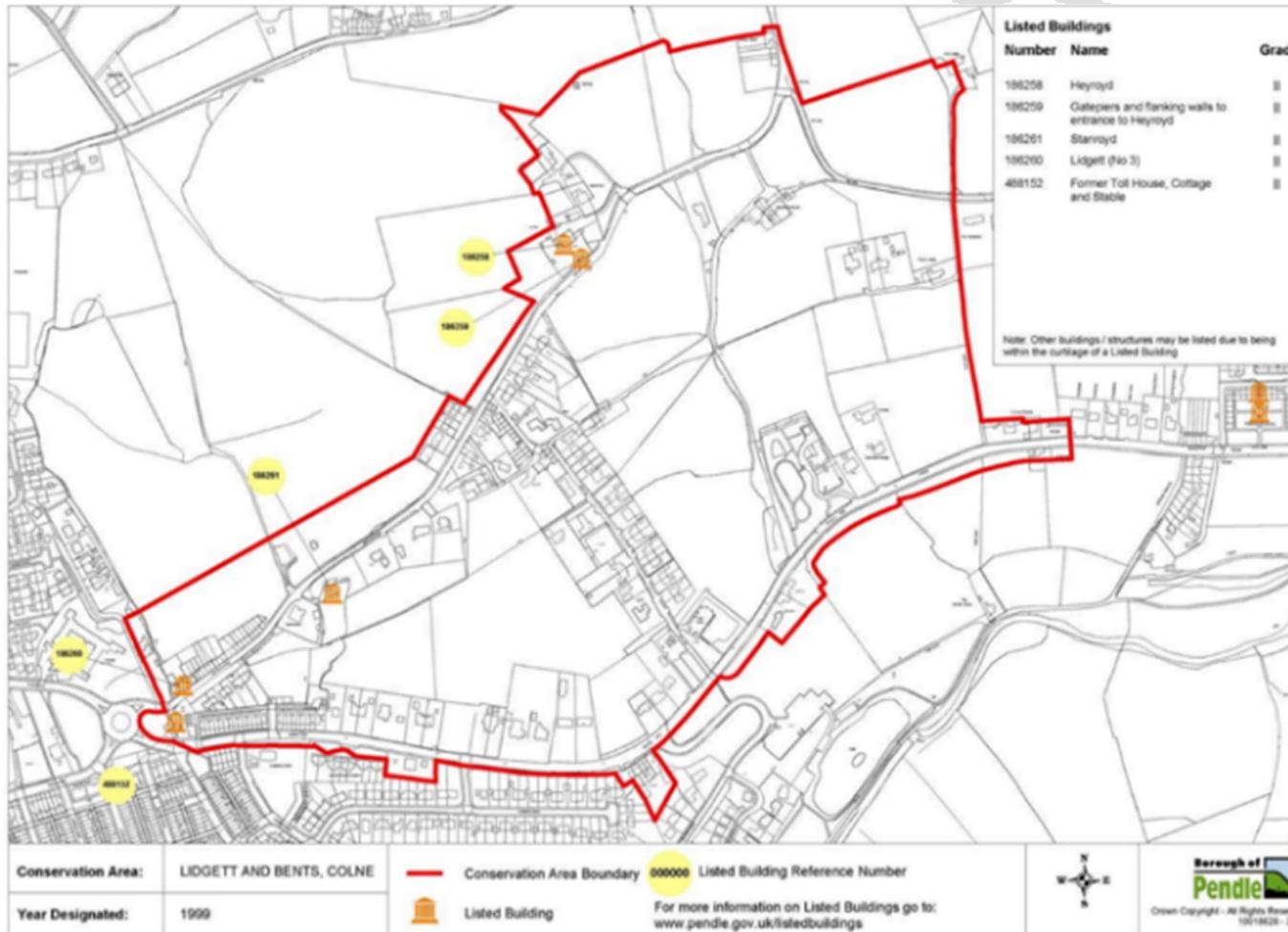
Map 1. Designated Area



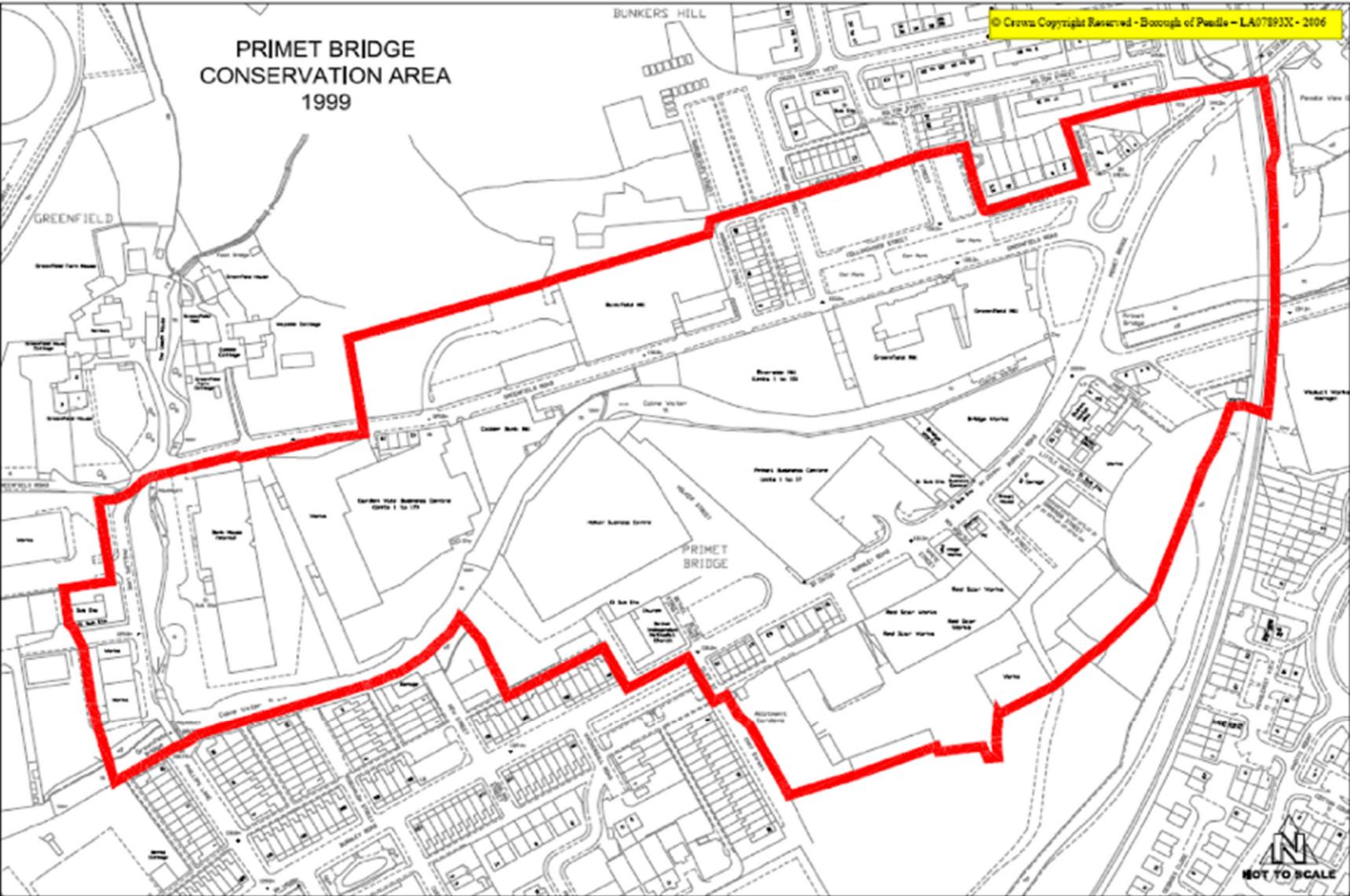
Conservation Area Boundaries

Sourced from Pendle Borough Council. For the Trawden Forest Conservation Area Boundary see https://www.pendle.gov.uk/downloads/file/5324/trawden_forest_conservation_area_map_-_key

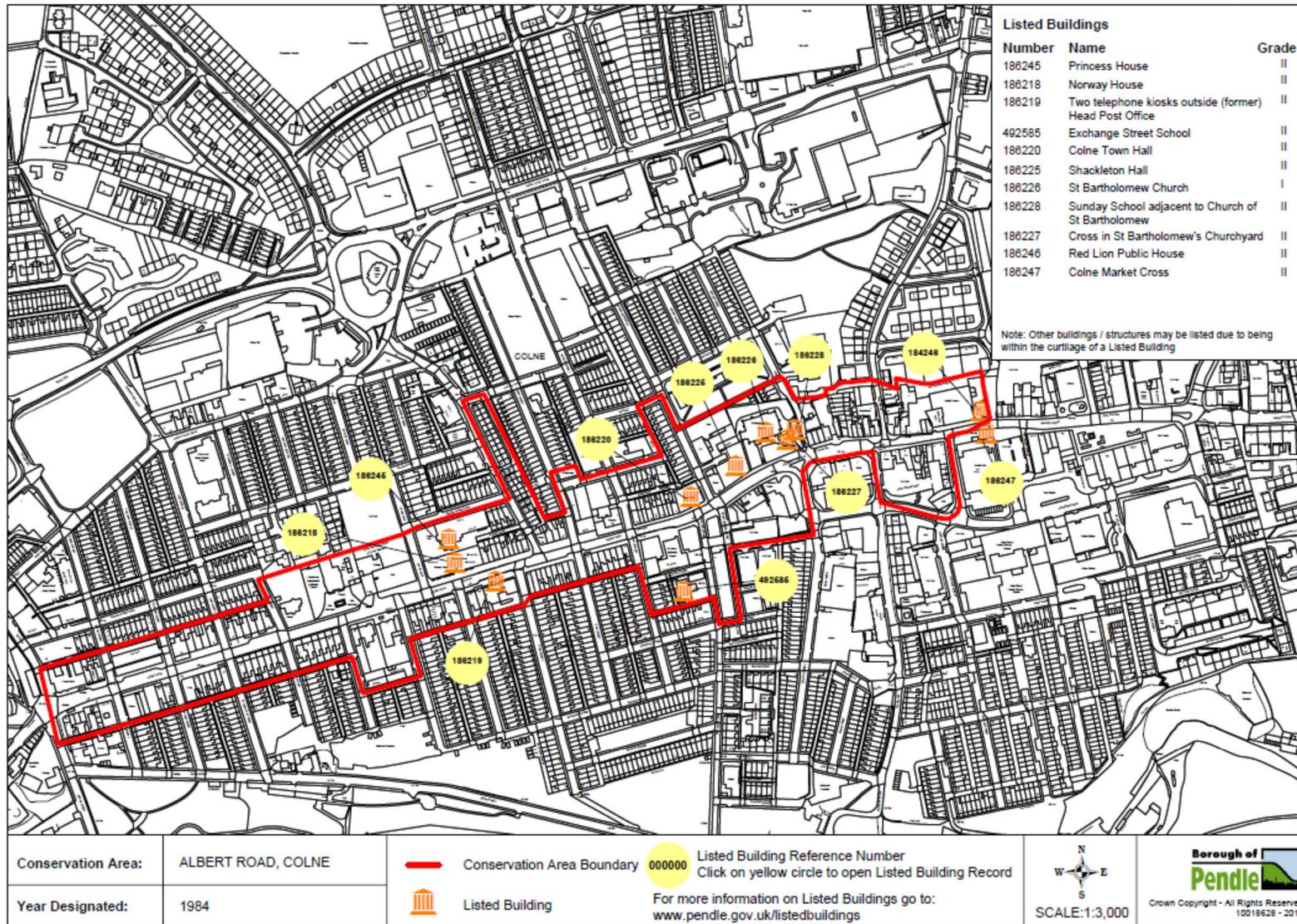
Map 2. Lidgett and Bents Conservation Area



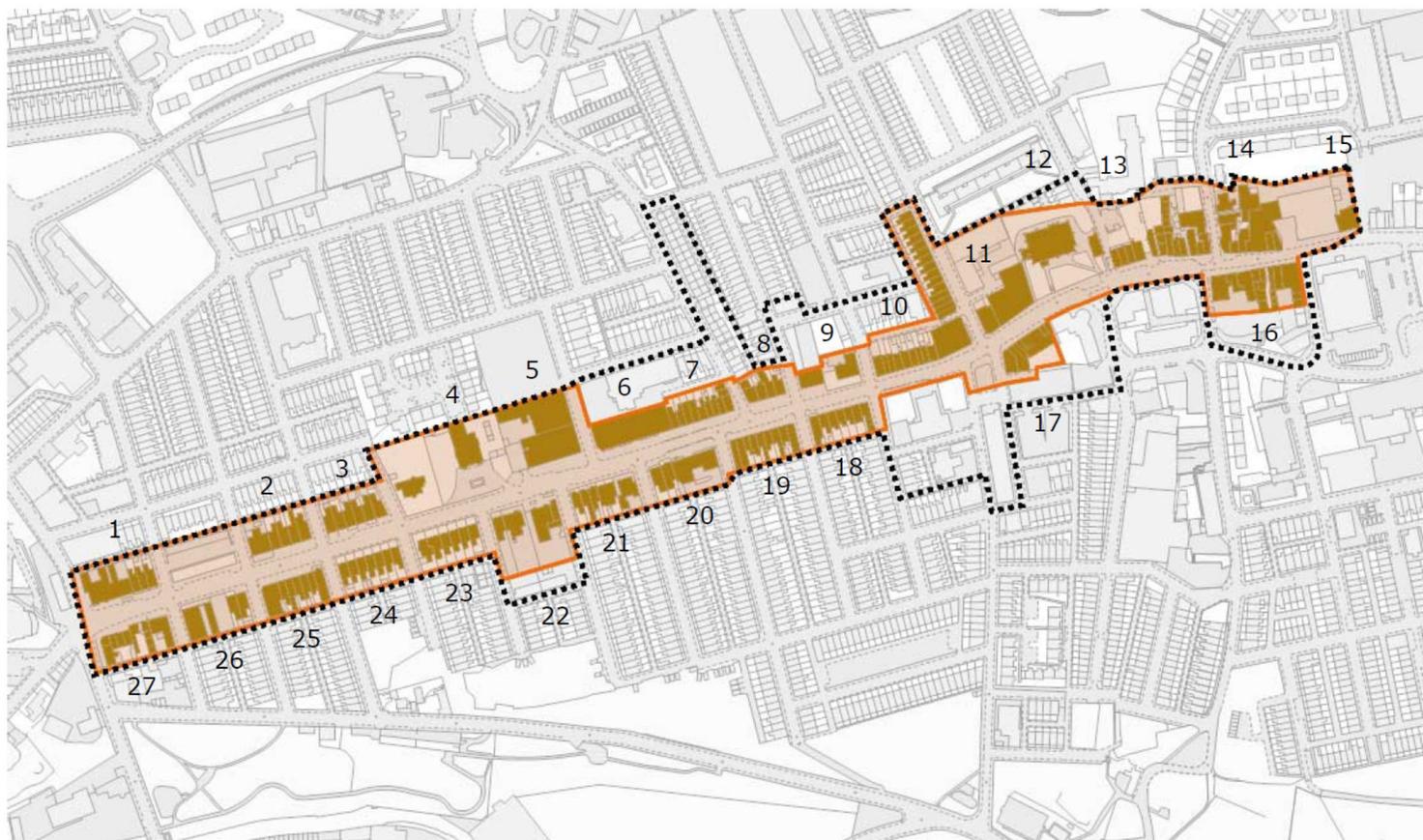
Map 3. Primet Bridge Conservation Area



Map 4. Albert Road Conservation Area



Appendix 1. Town Centre Photomontages



Key Plan showing locations of photographs



PHOTOGRAPHIC SURVEY OF HISTORIC BUILDINGS ON COLNE HIGH STREET | JULY 2019



images © Paul Foxley RIBA 2019 | Foxley Architect | www.foxleyarchitect.co.uk





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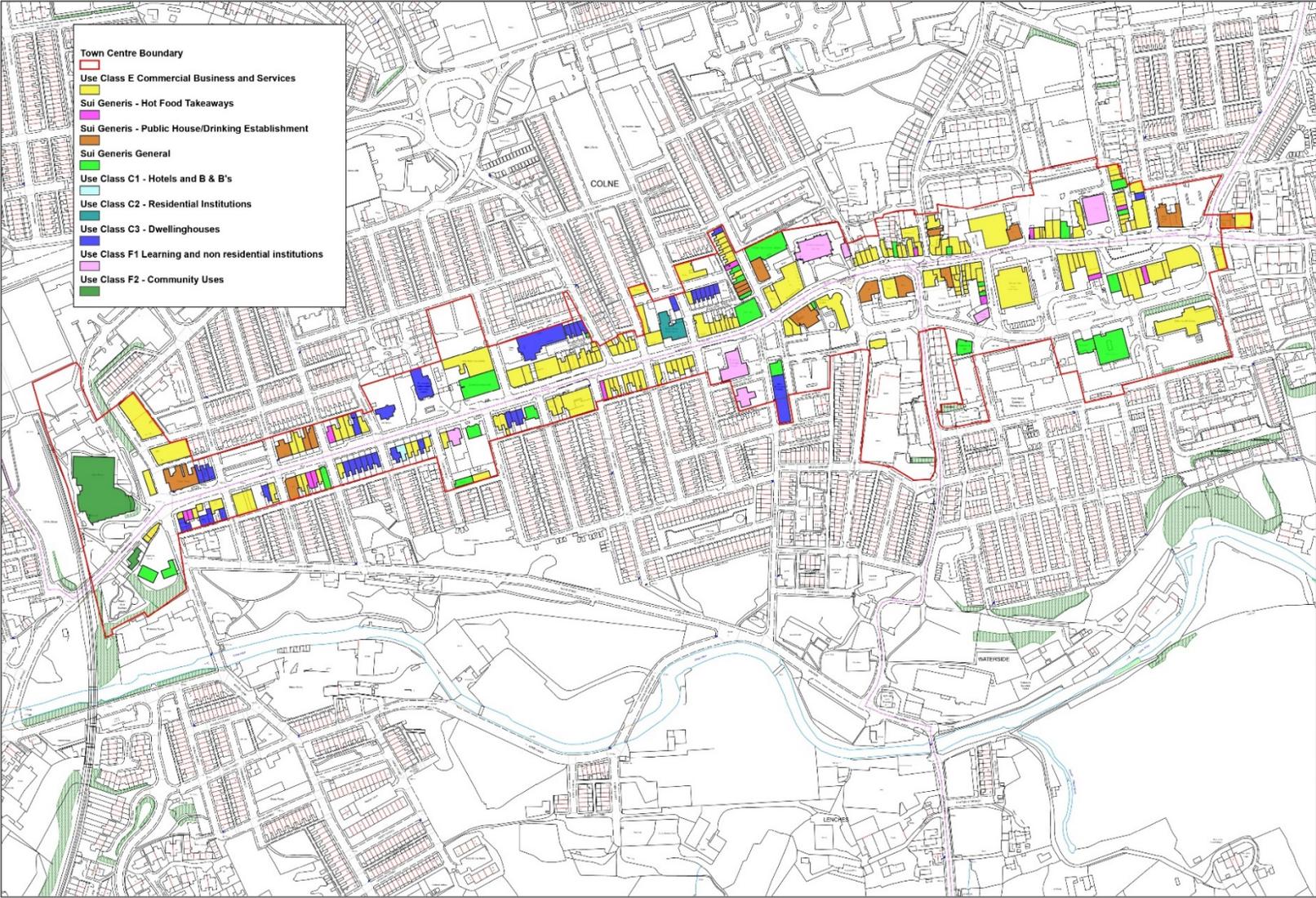




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Appendix 2. Town Centre Uses



Appendix 3 – Housing Commitments and Completions (January 2022)

Source Pendle Borough Council Five Year Housing Land Supply Position Statement

https://www.pendle.gov.uk/info/20072/planning_policies/578/five_year_housing_land_supply

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PBC Reference	Site Name	Capacity	Completions
CE161	Land off Knotts Lane	179	154
CE173	Windermere Avenue	82	67
CE220	Recreation ground of Harrison Drive	79	0
CE186	Spring Meadows, Red Lane (includes land to the north of The Meadows)	57	45
CE215	Langroyd Hall, Langroyd Road	32	0
CE198	Colne Commercial Centre, Exchange Street Lower	27	0
CE127	Bunkers Hill, off Hargreaves Street	30	8
CE144	Land at Ivegate, Windy Bank	22	0
CE219	Linden Business Centre, Linden Road	20	0
CE200	Garage site the rear of 10-24 Essex Street	15	0
CE187	Colne Health Centre Pharmacy, Richmonds Court, Market Street	11	0
CE142	Haverholt Day Nursery, Haverholt Close	11	6
CE201	58-60 Brown Street West	10	0
CE205	Dolphin House	10	0
CE203	45 Market Street	5	0
CE184	Glenroy Community Centre, Glenroy Avenue	3	0
CE192	Car park at the junction with Hawley Street, Knotts Lane	3	0
CE208	Jerusalem Farm, Skipton Old Road	3	0
LE025	Knarrs End Farm, Warley Wise Lane	3	0
CE131	3 Greenfield House, Greenfield Road	2	2
CE185	Hey Royd Farm, Skipton Old Road	2	0
CE199	Blue Slate Farm, Smithy Lane	2	0
CE206	Brown Hill Farm	2	0
CE163	28 West Street	1	1
CE176	Bank House, 61 Albert Road	1	1
CE182	40 Albert Road	1	1
CE187	First Floor, 1 Richmonds Court, Market Street	1	0
CE189	Banny's Fish Preparation Centre, Burnley Road	1	0
CE190	Garage site adjacent Crow Nest, Keighley Road	1	0
CE191	73-75 Langroyd Road	1	0
CE194	Agricultural building, Edge End Farm, Red Lane	1	1

CE195	Land to the south of 34 Lenches Road	1	0
CE196	Land to the south west of 117 Greenfield Road	1	0
CE204	55-57 Derby Street	1	0
CE209	Barnside Hall Farm, Keighley Road	1	0
CE211	Barn between 1 and 3 Brown Hill Row, Castle Road	1	0
CE212	New Life Christian Church Centre, Blucher Street	1	0
CE214	57 Parker Street	1	0
CE216	Safe Hands Green Start Nursery	1	0
CE218	Barn to the east of Hazelgrove Lodge, Warley Wise Lane	1	0
TOTAL		627	286

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Glossary

The Glossary is neither a statement of law nor an interpretation of the law, and its status is only an introductory guide to planning terminology and should not be used as a source for statutory definitions.

Accessibility: The extent to which employment, goods and services are made easily available to people, either through close proximity, or through providing the required physical links to enable people to go to locations where they are available.

Biodiversity: The variety of plants, animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity.

Brownfield Land: See definition for Previously Developed Land.

Connectivity: The linkages that exist between key locations.

Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

Developable: To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

Development Plan Document (DPD): These are planning documents forming part of the Local Development Framework (LDF) and which have a status of being part of the development plan. In order to acquire this status, they will be subject to independent scrutiny through a public examination. Certain documents within the LDF must be DPDs, for example a Core Strategy (in Pendle's case the Pendle Local Plan Part 1: Core Strategy), Site Specific Allocations of land and Area Action Plan where produced. There must also be an adopted Policies Map which may be varied as successive DPDs are adopted. Current Local Planning Regulations no longer use the term DPD and refer to Local Plans instead.

Evidence Base: The information and data gathered to justify the policy approach set out in the Neighbourhood Plan including physical, economic, and social characteristics of an area. It consists of consultation responses and the finding of technical studies.

Flood Zone 1: An area with low risk of flooding. This zone comprises land assessed as having a less than 1 in 1000 annual probability of river or sea flooding. **Flood Zone 2:** An area with a low to medium risk of flooding. This zone comprises land assessed as having between a 1 in 100 and 1 in 1000 annual probability of river flooding or between a 1 in 200 and 1 in 1000 annual probability of sea flooding.

Flood Zone 3a: An area with a high probability of flooding. This zone comprises land assessed as having a 1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea.

Flood Zone 3b: This is an area within a functional floodplain. This zone comprises land where water has to flow or be stored in times of flood.

Greenfield Land: Land which has not previously been developed, including land in agriculture or forestry and land in built up areas used for outdoor sport and recreation (including public and private open space and allotments).

Green Infrastructure: A strategically planned and delivered network of high quality green spaces and other environmental features. It is designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities. Green Infrastructure includes parks, open spaces, playing fields, woodlands, allotments and private gardens.

Local Development Documents (LDDs): Any document prepared by a local planning authority individually or with other local planning authorities which deals with one or more of the following:

- the development and use of land;
- the allocation of sites for a particular form of development or use;
- environmental, social, design and economic objectives relevant to the development and use of land; and
- development management and site allocations policies which guide the determination of planning applications.

LDDs are referred to in the Regulations as Local Plans.

Local housing need: The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 61 of this Framework).

Local Plan: The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. The Core Strategy and other planning policies which under the Regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Mixed Use (or Mixed Use Development): Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

National Character Area: These are areas defined by Natural England that share similar landscape characteristics, and which follow natural lines in the landscape rather than

administrative boundaries, making them a good decision-making framework for the natural environment.

National Planning Policy Framework (NPPF): This document sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities. For further information see

<https://www.gov.uk/government/publications/national-planning-policy-framework—2>

National Planning Practice Guidance (NPPG): This is a web-based resource which brings together planning guidance on various topics into one place. For further information see

<https://www.gov.uk/government/collections/planning-practice-guidance>

Non-strategic policies: Policies contained in a neighbourhood plan, or those policies in a local plan that are not strategic policies.

Open space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Pendle Local Plan Part 1: Core Strategy (PLPCS): The key Development Plan Document (DPD) that forms part of the Local Plan for Pendle. It sets out the strategic planning policies the Council will use to help guide development to the most sustainable places over the 15 year period between 2015 and 2030. Specifically, it establishes:

- a settlement hierarchy and show how new development should be distributed across Pendle.
- how many new homes should be built in different parts of Pendle.
- how much employment land should be developed.
- a broad framework for the protection and enhancement of our natural and historic environments.

Previously Developed Land (PDL): Land which is or was occupied by a permanent structure (excluding agricultural and forestry buildings) and associated fixed surface infrastructure, including the curtilage of (land attached to) buildings. It includes defence buildings and land used for mineral or waste extraction when there is no requirement for subsequent restoration. Land in built up areas such as private residential gardens, parks, recreation grounds and allotments are not considered as PDL. PDL is still commonly referred to as brownfield land.

Public Realm: Areas available for everyone to use, including streets, squares and parks.

Section 106 Agreement/ Contribution: Refers to Section 106 of the Town and Country Planning Act 1990 and is a legally-binding agreement or planning obligation with a landowner in association with the granting of planning permission. These agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities, education, health and affordable housing.

Setting of a heritage asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a

setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Significance (for heritage policy): The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

Special Areas of Conservation: Areas defined by regulation 3 of the Conservation of Habitats and Species Regulations 2017 which have been given special protection as important conservation sites.

Special Protection Areas: Areas classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.

Social Infrastructure: Includes education, healthcare, sports facilities, cultural and community facilities.

Strategic Environment Assessment: A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use.

Strategic Housing Land Availability Assessment (SHLAA): A technical document which assesses the amount and nature of land which could be made available for housing development. It is part of the evidence base that will inform the plan making process.

Strategic Housing Market Assessment (SHMA): A technical study which assesses housing need and demand across a defined market area and which is used to inform housing and planning policies.

Strategic policies: Policies and site allocations which address strategic priorities in line with the requirements of Section 19 (1B-E) of the Planning and Compulsory Purchase Act 2004.

Strategic policy-making authorities: Those authorities responsible for producing strategic policies (local planning authorities (Pendle Borough Council), and elected Mayors or combined authorities, where this power has been conferred). This definition applies whether the authority is in the process of producing strategic policies or not.

Supplementary planning documents: Documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan. **Sustainable transport modes:** Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, ultra-low and zero emission vehicles, car sharing and public transport.

Sustainable Development: Development which meets the needs of the present, without compromising the ability of future generations to meet their own needs.

Topography: The gradient and variations in height within a landscape.

Town centre: Area defined on the local authority's policies map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in the development plan, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Viability Appraisal: An assessment of a proposed development to ensure all elements for the development, including required infrastructure and any required financial contributions can be successfully delivered in an economic context.

Windfall sites: Sites not specifically identified in the development plan.

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