



# Local Plan 2021—2037

(Adopted on the 25th January 2024)



Blackburn  
WITH Darwen

# Foreword

## I am pleased to introduce this new Local Plan for Blackburn with Darwen.

**This document sets out an ambitious and exciting vision for the future of the Borough. It provides an up to date planning policy framework to support growth and to help target future investment in the Borough of the right type, to the right places. It includes new site allocations for the provision of new homes and jobs. Importantly it contains a range of policies to help secure sustainable growth, protecting the Borough and its environment for future generations and helping to address the climate emergency.**

The Local Plan has been prepared following extensive engagement to date with residents, businesses, statutory consultees and other interested parties. An extensive library of supporting documents sits alongside the plan itself. The Plan will be the primary decision making tool in determining planning applications in the Borough for the next 15 years.

The central concept underpinning and guiding the structure of this new Local Plan is one of a 'balanced growth' strategy. This will ensure that all proposals for new development give due consideration to their impact on 'people', 'place' and the 'economy'. The expectation is for planning applications to demonstrate net gains against the social, environmental and economic objectives of the plan.





The planned growth set out in this Local Plan is best summarised by six key ideas:

1. **The Blackburn Growth Axis:** an economic framework linking strategic development sites and key growth corridors across the Borough and beyond;
2. **The Darwen Town Investment Plan:** a series of major improvements for Darwen supported by the Darwen Town Deal;
3. **A North East Blackburn Strategic Housing Site:** a new neighbourhood on the edge of the town;
4. **A South East Blackburn Strategic Employment Site:** to attract jobs and investment at a key motorway location;
5. **Blackburn Town Centre Major Development Sites:** a unique opportunity to boost the vitality of Blackburn town centre; and
6. **The Infrastructure Delivery Plan:** an important series of interventions to improve infrastructure for all, such as roads, schools and health facilities.

We believe that this Local Plan strikes the right balance between the competing priorities of economic growth and environment protection.



*P. Riley*

**Councillor Phil Riley**  
Leader of Blackburn with Darwen  
Borough Council

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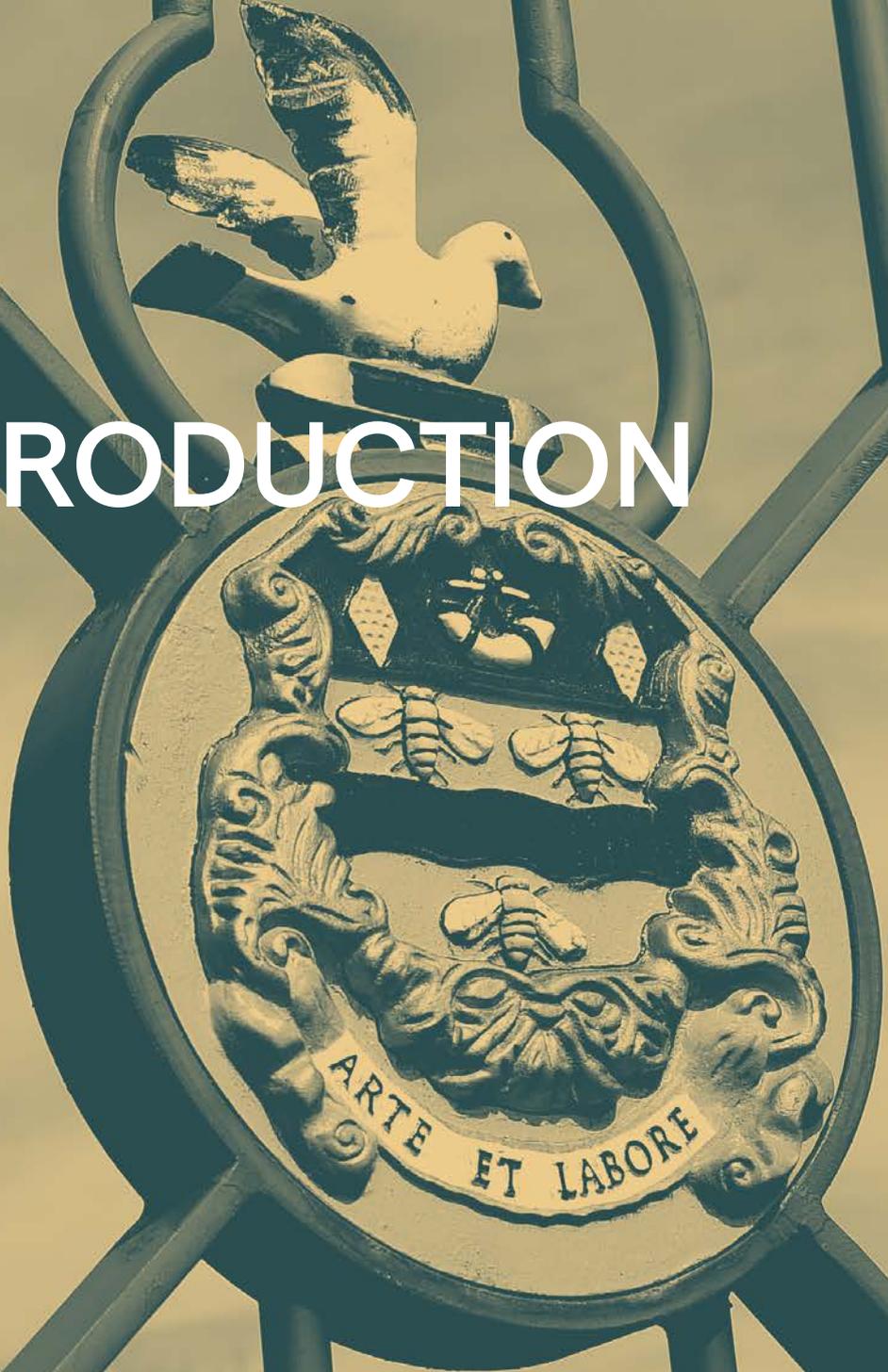
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# 1 INTRODUCTION



# 1 INTRODUCTION

**1.1** Planning affects us all. The homes we live in, the places we work, the greenspaces where we relax, and the roads we travel on are all a result of planning decisions. All Local Planning Authorities have a statutory duty to prepare a Local Plan. The Local Plan is the starting point for the determination of planning applications.

**1.2** The policy framework set out in this Local Plan will guide and shape development of Blackburn with Darwen for the next 15 years, to 2037. It sets the parameters for **'balanced growth'** to ensure that the area is open for business providing jobs and economic growth for future prosperity; that the climate emergency is tackled through new development (the Council's ambition is to be carbon neutral by 2030); and that inequalities in health and deprivation across the Borough are addressed.

**1.3** The Blackburn with Darwen Local Plan 2021-2037 sets a clear strategy for bringing land forward to address objectively assessed needs in line with the presumption in favour of sustainable development. It is an important tool to give certainty and transparency to residents, landowners and businesses as to how the Borough will grow and develop. This will enable the Borough to attract more funding and investment over this period.

**1.4** This Local Plan includes a combination of broad locations, land use designations and allocations to deliver the balanced growth strategy. It will seek to continue the recent transformation of the Borough by ensuring that the planning policy framework facilitates the development of new growth sites to help create a sustainable, attractive, healthy and prosperous Blackburn with Darwen where people choose to live and work.

**1.5** This Local Plan is prepared in accordance with the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#). All references to Regulations in this document refer to these unless otherwise stated. A wide range of supporting documents provide the evidence and background context for the policies and proposals set out in the Plan. The Plan is accompanied by the Policies Map which spatially illustrates allocations, some constraints and relevant policy designations for land within the Borough (see Appendix E of this document). The Council has prepared the Plan in as positive a manner as possible in light of the evidence on which it is based. It has been prepared in accordance with relevant legislation, regulations and national policy set out in the [National Planning Policy Framework \(NPPF\)](#).

## 1.1 Blackburn with Darwen's Local Plan

**1.6** Blackburn with Darwen's Local Plan currently comprises two documents – the Local Plan Part 1: Core Strategy (adopted January 2011) and the Local Plan Part 2: Site Allocations and Development Management Policies (adopted December 2015). This new Local Plan 2021-2037 will replace both of these documents. A list of existing policies in the adopted Local Plan documents, and their anticipated status following adoption of the new Plan (in terms of their replacement, saving, or deletion) is set out in Appendix F – List of policies saved/replaced.

**1.7** The current Part 1 and Part 2 Local Plan documents are supported by a number of different Supplementary Planning Documents (SPDs), supplementary guidance notes or planning advisory notes all of which are available to view on the Council's website. These are listed in full in Appendix G – List of SPDs and other relevant documents. Confirmation of whether or not they are intended to be retained, updated, or deleted/replaced following adoption of the new Local Plan is provided. Appendix G also references a number of new SPDs that are referenced in this document and that are intended to expand upon specific policies set out in this Local Plan. The programme for the preparation/update of SPDs will be set out in a future update of the Council's Local Development Scheme.

**1.8** The development plan is at the heart of the planning system with a requirement set out in law that planning decisions must be taken in line with the development plan unless material considerations indicate otherwise. Adopted Plan documents (and associated guidance documents) will continue to be applied and be the starting point for the determination of planning applications until they are formally replaced by adoption of the new Local Plan. Policies emerging in this new Local Plan may however be given some weight in determining planning applications. This will be determined in line with the NPPF.

**1.9** The Local Plan (both the existing adopted plan and the emerging Local Plan to 2037) should be read alongside the Joint Lancashire Minerals and Waste Local Plan which is also currently under review. [Local planning policy for minerals and waste - Lancashire County Council](#). The Blackburn with Darwen Local Plan and the Joint Lancashire Minerals and Waste Local Plan comprise the full development plan for the area.



# Document structure

1.10 The Local Plan comprises the following main sections:

## Section 2:

### **The Plan: setting the scene, vision and strategic objectives**

This section provides an overview of Blackburn with Darwen today, the challenges it currently faces, and the opportunities for the future. It then sets out a Vision to 2037 and a set of strategic objectives.

## Section 3:

### **Core Policies (strategic policies)**

This section sets out the overarching spatial strategy at the outset via two key policies: Core Policy 1: A Balanced Growth Strategy, and Core Policy 2: The Spatial Approach. This section then follows with a further set of 10 strategic policies set around the overarching themes of 'People', 'Place' and 'Economy'.

This Plan includes different types of policies. 'CP' policies are Core Policies and are all considered to be strategic policies in line with the NPPF.

## Section 4:

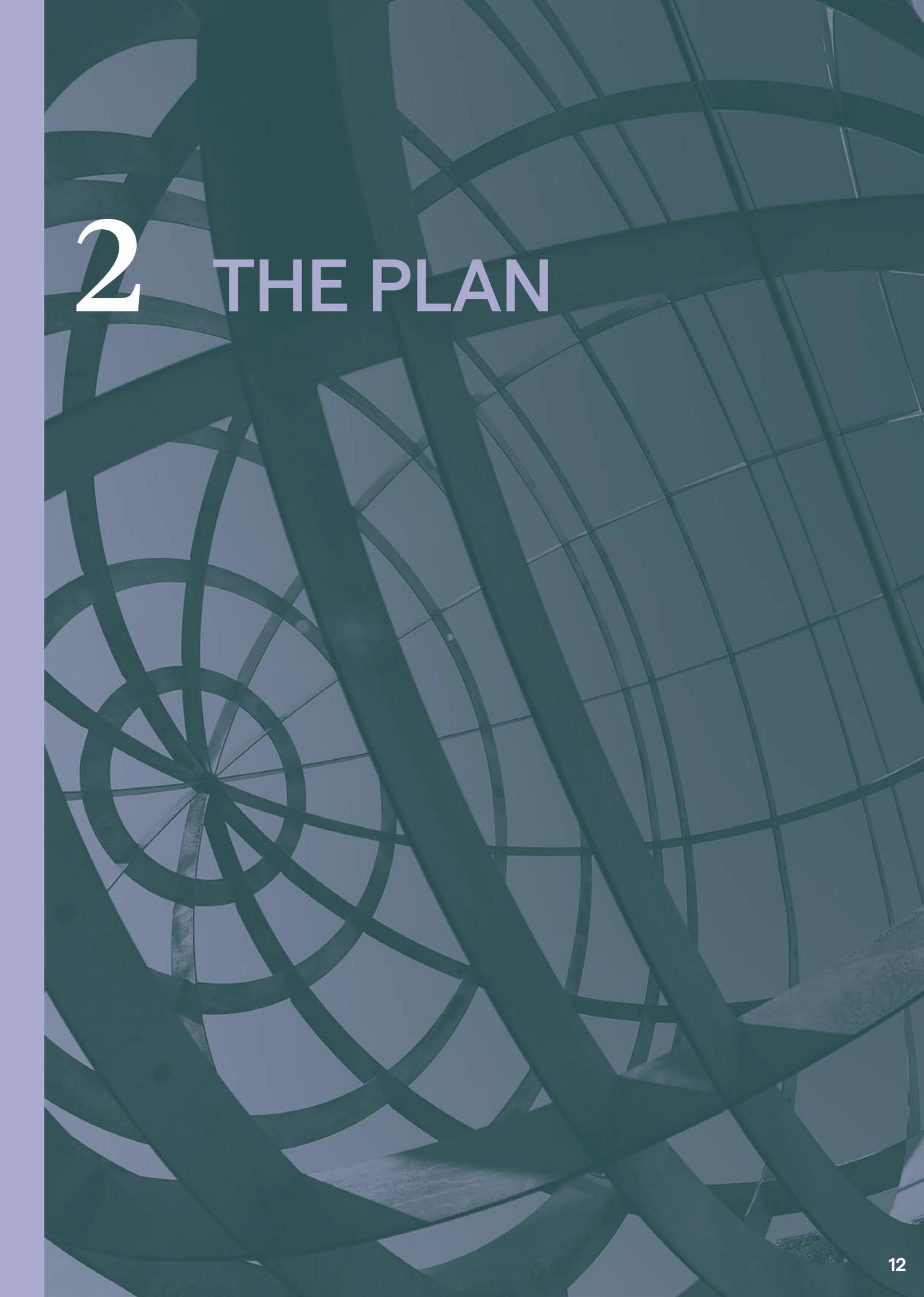
### **Development Management Policies (non-strategic policies)**

This section details 39 Development Management (DM) policies again structured around the overarching themes of 'People', 'Place' and 'Economy'. 'DM' policies are all considered local, 'non-strategic' policies.

## Section 5:

### **Implementation, including Site Specific Policies (strategic policies)**

This section sets out how the Core & DM policies in the Plan will be monitored and delivered. It provides links to a monitoring framework alongside a site-specific policy for each proposed site allocation setting out key development considerations. Site-specific policies comprise 'H' housing policies, 'E' employment policies, 'MU' policies, and 'GT' Gypsy and Traveller policies. Site-specific policies are considered strategic in nature, as successful development of them over the Local Plan period is key to delivery of the Plan.



# 2 THE PLAN

# 2 THE PLAN

## Blackburn with Darwen Today

**2.1** Blackburn with Darwen's Local Plan is based upon a detailed understanding of the Borough's characteristics as well as the key challenges and opportunities it faces over the next 15 years of the Plan period and beyond.

To achieve the vision and ambitions of this Plan, it is important to consider the underpinning evidence to ensure that the needs of the existing community are met, whilst enabling the potential for growth within the Borough and recognising the value of natural assets and the unique characteristics of the area. Located within a dramatic landscape setting, Blackburn with Darwen is a key geographical and cultural gateway to Pennine Lancashire. The Borough hosts a range of high quality environmental assets including two Sites of Special Scientific Interest (SSSIs), many Biological Heritage Sites (BHSs), a number of District Wildlife Sites (DWSs) and four Local Nature Reserves (LNRs). Easily accessible to Manchester and Leeds, it is also located close to internationally significant destinations of the Lake District and Yorkshire Dales. The Borough is characterised by relatively compact urban areas to create a hierarchy of settlements, with almost 40% of surrounding land designated as Green Belt. A key ambition of this Plan is to achieve balanced growth, which is socially and economically inclusive as well as environmentally sustainable. Effective growth should utilise Blackburn with Darwen's strengths to build cohesive, resilient and sustainable communities, broadly proportionate to their existing scale. Future growth should be supported by the timely delivery of infrastructure to effectively support planned development needs. This requires an understanding of existing infrastructure capacity as well as future requirements, which should still allow some flexibility in terms of changing needs.



## Facts and Figures

**2.2** The Borough has a population of 150,030 (ONS, 2020), which has increased by 2.1% in the last 10 years. The Housing and Economic Needs Assessment (HENA) indicates that, based on baseline Office for National Statistics (ONS) projections, the population is likely to decrease by 1% over the Plan period. Following consideration of the ONS baseline position, the HENA details a realistic economic growth scenario for the Borough that will lead to a population increase of around 4% (the scenario adopted in this Local Plan). Slow population growth (or decline) could become a risk if birth rates were to continue to decline, given the national trend; however, birth rates in the Borough are higher than the national average. Life expectancy is lower in Blackburn with Darwen, compared to the average across England by approximately 3 years, so population growth has been moderate, despite higher birth rates. Life expectancy figures have also demonstrated the inequality across the Borough with the difference between the most and least deprived areas for males at 11.8 years and females at 7.6 years<sup>1</sup>.

**2.3** Population density is around twice that of the regional average, estimated at 1,092 persons per sq km<sup>2</sup>. The age structure for Blackburn with Darwen indicates that there is a younger age profile than average as 28% of the population is under 20 years old<sup>3</sup>. Over the Plan period, population projections estimate the over-65 age group to increase by 28% and those over 80 years old to increase by 46%<sup>4</sup>. Recognising the current demographic of the Borough along with changes to the age structure is key. This ensures that policies, such as housing for instance, reflects the requirements and aspirations of an ageing population as well as providing affordable homes for younger people in the Borough who want to continue to live here, supported by the jobs and quality of life to maintain that.

**2.4** The Index of Multiple Deprivation provides an overview of statistics on poverty, health, education, crime, living environment, housing and access to services. Over one third of Blackburn with Darwen's lower super output areas are among the most deprived decile (tenth) when compared nationally, demonstrating the level of inequality across the Borough<sup>5</sup>. Health and wellbeing indicators in the Borough also highlight the inequalities, with headline figures that are generally worse than the UK average. The JSNA: Summary Review 2020 sets out these indicators, including the healthy life expectancy, which ranks Blackburn with Darwen 21<sup>st</sup> lowest in England. Health inequalities are underpinned by the conditions in which people are born, live, work and grow older, which is also known as the social determinants of health. The environment, employment opportunities and living conditions are therefore a key factor of influence for health and wellbeing.

**2.5** The latest ONS population figures (2020) indicate that 10.1% of 16-64 year olds in Blackburn with Darwen do not have any qualifications, which is above the national average of 6.4%. The largest sectors of employment in the Borough are health and social care, wholesale and retail trade and manufacturing, which in total make up almost 54% of all jobs<sup>6</sup>. Skills and employment are also an important consideration for the Local Plan to help bring forward the right opportunities for residents to support the existing economy and education facilities.

1 Joint Strategic Needs Assessment (JSNA), Summary Review 2020

2 ONS Population Profiles for Local Authorities and Regions in England, April 2021

3 Joint Strategic Needs Assessment (JSNA) 2020

4 Housing and Economic Needs Assessment (HENA) (2021)

5 Joint Strategic Needs Assessment (JSNA): Summary Review 2020

6 ONS Official Labour Market Statistics (NOMIS)



**2.6** The vision and strategic objectives of this Plan are focused on priority themes of 'People', 'Place' and 'Economy', which are also reflected in policies to help achieve balanced growth to meet the needs of the population, whilst improving quality of life, supporting a carbon neutral agenda and nurturing the distinctive qualities of the Borough.

### People

**2.7** The NPPF places great importance on the role of planning policies to consider health and wellbeing outcomes across the population, which encompasses physical and mental wellbeing as well as safety and accessibility. The Department of Health sets out the key elements of a holistic approach to promote wellbeing, which focuses on interventions to promote physical activity and fitness, volunteering, social interaction and community cohesion. The Blackburn with Darwen Corporate Plan also sets out its aims to reduce health inequalities and improve health across the Borough by giving people the opportunity to start well, live well and age well, which is strongly advocated by the 'Social Determinants of Health' model (PHE, 2017)<sup>7</sup>.

**2.8** As outlined above the JSNA considers some of the key indicators of health and wellbeing in the Borough, which also highlight the level of inequality. For example, 3% fewer of the Borough's population reported good or very good health outcomes than the rest of England and 4% more than the country's average reporting long term health limitations. Encouraging and enabling opportunity to foster healthy and active lifestyles over a life course can help prevent and reduce health issues as people get older. Blackburn with Darwen have also made a commitment (Local Government Declaration on Healthy Weight) to promote healthy weight within their health and wellbeing framework. Unhealthy weight is a serious public health problem that increases disability, disease and death and has substantial long term economic, well-being and social costs, with higher levels seen among lower socio-economic groups. This Plan also seeks to encourage active travel, enhance the provision and access to safe, open spaces as well as health facilities and services to help tackle some of the key issues across the Borough.

**2.9** A key aim for the policies within this Local Plan is to provide an integrated approach to consider the location of housing, economic uses and community facilities and services that will meet the needs of residents and support their wellbeing with adequate private and shared spaces, which includes access to nature. Provision of high quality housing to offer sufficient choice for all residents is a key objective of the Local Plan, and a key factor in terms of supporting the needs of the community. The Housing and Economic Needs Assessment (HENA) was jointly commissioned between Hyndburn and Blackburn with Darwen to determine the need for various types of housing. Average house price is more affordable than the average in England and therefore home ownership in the Borough is quite high. Understanding the demographics of the population and specialist needs has helped shaped the policies for housing provision to deliver a timely supply and an appropriate mix of types and tenures to support the growth of diverse communities.

<sup>7</sup> Chapter 6; Social Determinants of Health (Health Profile for England), Public Health England

**2.10** The NPPF reiterates the important role that Local Authorities play to help deliver the Government's objective to meet local housing need requirements, by identifying a sufficient amount of land to come forward without unnecessary delay. There is also an important recognition that the housing stock needs to meet the needs of an ageing population, which should provide flexibility in terms of their needs and allow for independent living through provision of suitable housing. The JSNA also outlines the projected rise in dementia in the Borough, which is expected to rise by 35% between 2020 and 2030. The Council has engaged with health care providers to identify specialist needs and will continue to work closely with the commissioning team to consider future demands.



### Place

**2.11** Blackburn with Darwen's landscape setting is one of its major assets adding distinctive character and bringing both environmental and economic benefits. The Borough falls within two National Character Areas – Lancashire Valleys and the Southern Pennines. By contrast the urban areas are classified as historic core, industrial age and suburban in the landscape character assessment, which demonstrates the diversity in localised character across the Borough. This character and diversity of landscape and townscape should be protected and enhanced by appropriate development in the future and therefore the Local Plan has a key role in directing development to the right locations and paying respect to the historic, natural and built environment.

**2.12** Blackburn with Darwen declared a climate emergency in 2019 and has set a goal to be net carbon neutral by 2030. Reduction in greenhouse gas emissions is widely recognised as a key factor in mitigating climate change, with the greatest contributors in the Borough associated with combustion of fuels in industrial and residential buildings followed by transportation. A number of interventions will be required to address the challenge in the coming years, which must seek to reduce emissions across all sectors including industrial and commercial buildings and processes, agriculture, energy supply, domestic buildings and transport. Since 2010 there has been a decline in carbon dioxide emissions per person; however this has slowed over time and the latest figures report a slight increase between 2018 and 2019 (DBEIS, 2021)<sup>8</sup>.

**2.13** The Local Plan Climate Change and Natural Capital Study (2021) provides an integrated assessment to identify how the Local Plan can contribute to the Council's goals of becoming carbon neutral, whilst addressing the latest Government requirements to achieve Biodiversity Net Gain (BNG) from new development. Through the process of habitat mapping, the report identifies over 1,000 hectares for BNG focus as well as 2,400 hectares of improved grassland that could be considered for woodland planting to increase carbon sequestration. The range of natural capital assets and ecosystems services that they provide, highlight the value of assets in the Borough to support wellbeing and nature recovery. The Environment Act 2021 has also strengthened the legislative requirements on biodiversity, air quality, water pollution, resource efficiency and waste reduction.

<sup>8</sup> UK local authority and regional carbon dioxide emissions national statistics: 2005-2019 – Department for Business, Energy & Industrial Strategy (DBEIS)

**2.14** Although Blackburn with Darwen has 88% lower renewable energy capacity than the UK average (kW/100 households)<sup>9</sup> it has a higher number of renewable energy installations per 100 households, indicating that these are generally smaller scale. Photovoltaic units generate 78% of total renewable energy and there is limited contribution to the energy mix from wind energy. Renewable and low carbon energy will be supported in the Local Plan to help realise the climate objectives for the Borough, as well as improving energy efficiency.

**2.15** Linked to wider targets for climate change, transport is also a key consideration for economic growth, health and wellbeing, sustainability, air quality and feasibility of development options. Although the level of car ownership in the Borough is lower than regional or national levels, there is a high dependency on cars for commuting, especially in more rural areas. It is recognised that there is a need for modal shift and Local Authorities must use a range of interventions to support active travel as well as ensuring a well connected public transport system. There is a lower rate of cycling to work than the regional and national average; however, walking to work is much higher in the Borough when compared to other areas. Provision of safe and accessible networks to facilitate active travel can help encourage further modal shift in the future to deliver multifaceted benefits to health and wellbeing as well as reducing carbon emissions and improving air quality.

**2.16** Around 515 hectares of land in the Borough is identified as having a medium probability of flooding (Flood Zone 2)<sup>10</sup>, which is equivalent to approximately 3.7% of the total area (this includes all reservoirs in the Borough). Of this land, around 352 hectares is identified as having a high probability (greater than a 1 in 100 annual probability of river flooding, Zone 3), equivalent to 2.5% of the total area.

**2.17** Blackburn is situated on the River Blakewater and Darwen is located within the valley of the River Darwen. Natural England has historically identified several areas as priorities for investment in flood management measures at the catchment-wide level. This includes measures such as stewardship agreements and land management arrangements. There are several such areas within Blackburn and Darwen, mostly to the south of the Borough around Darwen itself and the rural areas. The built up areas of Blackburn and Darwen are vulnerable to pluvial flood risk on a localised basis so consideration should be given to permeability of surfaces, SUDs and green infrastructure as well as urban heat island effect. Good design can maximise the benefits of the natural surroundings to ensure the development site responds positively to the natural and existing built surroundings.

**2.18** The National Model Design Code (NMDC) provides detailed guidance to endorse successful design principles in local plan policies, setting out 10 characteristics of good design. Good design goes beyond the aesthetic context in terms of how a new development integrates with its existing surroundings; it can also create healthy, safe, environmentally responsive and distinctive places. Well designed, energy efficient development proposals that provide a mix of uses, inclusive public spaces, enhance nature and integrate with existing development will create more resilient places and diverse communities that can thrive and stimulate future balanced growth.

<sup>9</sup> Renewable electricity by local authority 2014 – 2020 – Department for Business Energy & Industrial Strategy (DBEIS)

<sup>10</sup> Environment Agency's Flood Map for Planning (Rivers and Sea) (December 2021)



## Economy

**2.19** There are currently 67,600 economically active residents in the Borough, which represents 71% of the total working age population and is 8% lower than the rest of the country<sup>11</sup>. Traditionally Blackburn and Darwen were associated with the textiles industry, which suffered sustained economic restructuring. The Borough has a higher proportion of process plant and machine operatives compared to the national average; however, the largest sector of employment is the health sector (public health and social care). There is a significantly lower proportion of workers in a professional occupation in Blackburn with Darwen compared to Great Britain, which is 23% higher, resulting in lower than average earnings in the Borough.

**2.20** There is a high level of net inflow commuters to the Borough, particularly for degree level jobs, which highlights a skills shortage and poor graduate retention. It is important that education and skills provision meets the needs of the existing and future labour market, which must also consider effective skills retention, particularly for graduates (noting that there is no university facility in the area). It is important to have a diverse economy to support resilience and provide opportunities for all, which includes enabling opportunities for older people and those with physical and mental health conditions to remain employed. There should also be a recognition of the rural economy and support<sup>12</sup> for diversification, in particular for the sustainable use of land and promotion of innovation in this area.

**2.21** Recent impacts of COVID 19 have contributed to significant changes in the way people live, work and travel, with many of these changes likely to have longer-term consequences. Many businesses and high streets have struggled to adapt and maintain footfall throughout the pandemic; however, there are some patterns that continue to last into the future and certainly extending into the lifetime of this Local Plan. Local centres can have an important role to play in the future and many of the trends that have emerged in the pandemic will shape demands in the coming years. For example, with more people working from home the concept of the '[20-minute neighbourhood](#)' should be an ambition of the Council and endorsed to allow people to meet their daily needs in the course of a 20-minute walk. This concept is underpinned by accessibility to nearby open space and parks for use as essential daily exercise and with shared public outdoor spaces that can allow social interaction, for many that have experienced severe isolation throughout the pandemic. The Borough's towns and local centres should therefore be the focus of a wide range of activity to ensure a healthy local economy but also support mixed-uses that can stimulate community cohesion and maximise the benefits of green infrastructure and connectivity to support health and wellbeing outcomes.

<sup>11</sup> Scoping Report for the Blackburn with Darwen Borough Council Local Plan Sustainability Appraisal (October 2019)

<sup>12</sup> 2011 Census: Occupations of all People in Employment

# The Vision

**2.22** Blackburn with Darwen's Local Plan is the spatial manifestation of the wider ambitions and goals of the Council and its partners. It is a product of the issues set out in Section 2.1 and sets out how the Council will guide investment and development in the area to 2037 to help deliver the sustainable growth of the Borough.

## The Vision: Blackburn with Darwen 2037

1. In 2037 Blackburn with Darwen will be: a thriving, carbon neutral Borough<sup>13</sup>; recognised as a place of strong leadership and community cohesion; a place that has invested in its communities and infrastructure; a place with a high quality built and natural environment; a place strengthened by the contributions of the different communities who live and work here.
  - a. **The People:** the population of around 157,000 residents will have significantly improved health, education, social and economic well-being outcomes; poverty, deprivation, inequalities of health and inequalities of access to services will be significantly reduced; suitable homes, services and facilities will be in place to ensure that the needs of all parts of the community are met.
  - b. **The Place:** residents will take pride in their local neighbourhood as an attractive, clean and safe place to live, work, visit and move around in; improved infrastructure will have enhanced connectivity and encouraged modal shift to more sustainable modes of transport<sup>14</sup>; the Borough's historic environment will be celebrated and enhanced; it will demonstrate increased resilience to the impacts of climate change; renewable energy will have been embraced; it will have enhanced green infrastructure networks (including access to and use of its waterways); and nature recovery projects will have significantly improved the biodiversity of the Borough.
    - i. **Blackburn** will remain a centre of regional importance; provide the widest range of high-order services in Pennine Lancashire; have a stronger economy and highly skilled workforce; and be set within a unique and high quality environment. The town centre will be more sustainable, inclusive and diverse supported by new investment in low carbon initiatives including new town centre living, leisure, and employment uses;
    - ii. **Darwen** will have transformed into a modern market town and contemporary Lancashire 'maker-town'<sup>15</sup> of upwardly-mobile, flexible and active communities. Supported by: employment growth; town centre investments and living; infrastructure improvements; and enhanced gateways, parks and countryside links; and
    - iii. **The rural areas** will have remained unspoilt, supporting their rural communities and contributing in particular to Blackburn with Darwen's nature recovery and environmental improvements.
  - c. **The Economy:** the local economy will be strong, resilient and inclusive, supporting around 79,000 jobs, helping to facilitate social mobility in the Borough; our town centres, businesses and employment areas will be flourishing; the rural economy will have strengthened through farm diversification and there will be an enhanced role for tourism.

<sup>13</sup> The Local Plan will help to support the aims and ambitions of the Council's Climate Emergency declaration

<sup>14</sup> Includes public transport, active travel, and electric vehicle infrastructure

<sup>15</sup> The ambition to be delivered through the Darwen Town Deal priority projects / Darwen Town Investment Plan

## The Strategic Objectives

**2.23** Twelve strategic objectives are set out to assist in delivery of The Vision: Blackburn with Darwen 2037. The objectives are grouped around the priority themes of 'People', 'Place' and the 'Economy'.

**2.24** The strategic objectives and subsequent policy framework seek to address the inherent conflicts of development: the Council's strong ambitions for growth and regeneration; challenging carbon neutral goals and environmental net gains; and improving people's quality of life and well-being. For this reason it is essential that the strategic objectives are considered complementary to each other. They will not be applied in an isolated, exclusive fashion. To ensure effective delivery of the vision all new developments and subsequent planning decisions should seek to deliver social, environmental and economic net gains.

**Table 1: Local Plan Strategic Objectives**

Theme	Strategic Objective (SO)	Core Policy Links
PEOPLE	<b>SO1: Health and Wellbeing</b> Improve the physical and mental health and well-being of residents, workers and visitors; reduce the levels of deprivation and health inequalities across the Borough; support community wealth building and access to nature within our most deprived communities.	CP3 CP5 CP6 CP8 CP10 CP12
	<b>SO2: Accessibility</b> Ensure that local people have enhanced access to sustainable services, facilities, nature and benefit from economic growth.	CP2 CP3 CP5 CP12
	<b>SO3: Housing Needs</b> Widen the choice of high quality, safe and healthy homes and settings to meet the full diversity of local housing need across the life course, supporting the growth of mixed communities.	CP1 CP4

**Table 1: Local Plan Strategic Objectives**

Theme	Strategic Objective (SO)	Core Policy Links
<b>PLACE</b>	<b>SO4: Sustainable Transport</b> Improve the local transport networks by supporting low carbon modes of travel to enhance connectivity in environmentally sustainable ways, in particular through increased use of public transport, walking, and cycling.	CP5 CP9
	<b>SO5: Built and Historic Environment</b> Improve the quality of the Borough's built environment, and conserve and enhance the historic environment, through appropriate high quality design (including Active Design principles) that helps to reduce and mitigate the impacts of climate change.	CP1 CP5 CP7 CP8
	<b>SO6: Natural Environment</b> Protect, enhance and improve the quality of the Borough's natural and physical environment and landscape for nature recovery at both the local and strategic scale, setting biodiversity net gains that can be measured (monitored) and achieved.	CP1 CP5 CP6 CP12
	<b>SO7: Climate Change</b> Help make Blackburn with Darwen a carbon neutral Borough, mitigating the risks of climate change and maximising climate change adaptation measures	CP5 CP6 CP12
	<b>SO8: Settlements</b> Consolidate the roles of the main settlements in the Borough with Blackburn as a sub-regional centre and Darwen as an important market town with its own distinct identity whilst enhancing the role and function of local neighbourhoods in both towns. <sup>16</sup>	CP1 CP2
	<b>SO9: Rural Areas</b> Ensure that the Borough's rural villages and landscapes are protected and enhanced for a sustainable future, including enhanced low carbon transport links to amenities and services.	CP1 CP2
	<b>SO10: Employment</b> Create conditions to support and allow a change in emphasis to a higher-wage, higher-skill, low carbon economy, while continuing to support traditional industries.	CP1 CP10
	<b>SO11: Education and Skills</b> Support the implementation of education and skills initiatives to retain and attract skilled and qualified people to live in the Borough.	CP10 CP12
	<b>SO12: Town Centres</b> Widen the range of activities taking place in the Borough's town centres to ensure their future vitality and viability; target new investment and regeneration initiatives around residential, mixed-use developments and green infrastructure.	CP11

<sup>16</sup> New development proposals considering the 20-minute neighbourhood concept to create urban spaces which are well connected and self-sufficient neighbourhoods

# 3

## THE SPATIAL STRATEGY: CORE POLICIES

# THE SPATIAL STRATEGY: CORE POLICIES

**3.1** The Vision and Strategic Objectives set out above provide the framework for the new Local Plan for Blackburn with Darwen. They set clear ambitions to help ensure a better quality of life for everyone, both now and for future generations.

**3.2** In order to achieve these ambitions the Borough needs to grow. A growth strategy will continue the success of recent investment and regeneration. It will provide the opportunity to improve the health and well-being of residents, the productivity and success of businesses and the quality of the environment.

**3.3** To ensure that this growth takes place in an appropriate, sustainable way a suite of strategic Core Policies are set out in this section. These policies provide the main strategic policy framework for the Borough. They emphasise the complementary social, environmental and economic roles that the planning system must perform to deliver truly sustainable development. These three roles cannot be undertaken in isolation as they are mutually dependent of one another.

**3.4** The strategic Core Policies firstly set the 'Spatial Principles' for new development, making clear that the growth strategy is one of 'balanced growth'. Following the spatial principles are thematic policies around 'People', 'Place' and the 'Economy'. The policies taken as a whole will ensure new housing and employment growth will be accompanied by supporting infrastructure and environmental improvements.

**3.5** The strategic Core Policies (CPs) are presented as follows:

## Section 3.1 - Spatial Principles

CP1: A Balanced Growth Strategy

CP2: The Spatial Approach

## Section 3.2 - People

CP3: Health and Well-being

CP4: Housing Development

## Section 3.3 - Place

CP5: Climate Change

CP6: The Natural Environment

CP7: The Historic Environment

CP8: Securing High Quality and Inclusive Design

CP9: Transport and Accessibility

## Section 3.4 - Economy

CP10: The Economy and Skills

CP11: Town Centres and Commercial Development

CP12: Infrastructure and Delivery

# Spatial Principles

## Core Policy 1 (CP1): A Balanced Growth Strategy

**3.6** Policy CP1 summarises the overarching policy framework against which all future development proposals in the Borough are to be considered. It reflects the principles on which the Local Plan is based: a local sustainable development policy:

### Core Policy 1 (CP1): A Balanced Growth Strategy

The Council will pursue a ‘Balanced Growth’ strategy over the plan period. The policies set out in the Local Plan ensure that this will be achieved through:

- i. **The quantum of development** – an appropriate balance of new homes and jobs will be provided: the Council will ensure that its economic growth ambitions can be met; that corresponding levels of new homes are provided to stem net out-migration; and to ensure a sufficient working age population is resident in the Borough to support the planned economic growth;
- ii. **The distribution of development** – a balanced distribution of growth will take place to ensure that settlements receive levels of growth that are broadly proportionate to their existing size and role; to promote an effective use of land, development should seek to prioritise and maximise the use of suitable brownfield land, and, where relevant, support land remediation;
- iii. **The overall approach to development** – a balance of ensuring that development proposals consider their impact on people, place and the economy: development is expected to demonstrate social, environmental and economic net gains against the strategic objectives of the plan.

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**Key strategic objective links**

SO3: Housing Needs  
 SO5: Built and Historic Environment  
 SO6: Natural Environment  
 SO8: Settlements  
 SO9: Rural Areas  
 SO10: Employment

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**Key policy links**

CP2: The Spatial Approach

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**Key supporting docs/evidence**

Sustainability Appraisal (2021)  
 Housing and Economic Needs Assessment (2021)

## Core Policy 2 (CP2): The Spatial Approach

**3.7** Policy CP2 sets the general principles for the direction of future development and investment in the Borough. CP2 confirms where development should be located and what types of development the Council will support in each location; what the Council sees as the roles of the two main towns, smaller settlements and the countryside; and the Council's approach to development proposed within the Borough's Green Belt or on designated Safeguarded Land.

**3.8** Policy CP2 supports the six key ideas on which the balanced growth strategy of the Plan is based.

**3.9** The six key ideas are:

**1. The Blackburn Growth Axis** – an economic framework of strategic and local development sites and opportunities that link the M65, key growth corridors and Samlesbury Enterprise Zone, a future economic driver of the Borough, with Blackburn Town Centre;

**2. Darwen Town Investment Plan** – delivery of a series of wide-ranging improvements for Darwen including a transformed town centre core, and a combination of new and regenerated housing, and higher value employment and mixed-use sites supported by the Darwen Town Deal fund;

**3. North East Blackburn Strategic Housing Site** – a significant new urban extension neighbourhood providing up to 1,500 new homes over the Plan period and beyond through an urban extension (on former safeguarded land);

**4. South East Blackburn Strategic Employment Site** – a large-scale employment site at a key motorway location to attract jobs and investment to help improve the qualitative offer of development opportunities;

**5. Blackburn Town Centre Major Development Sites** – a major opportunity to boost the vitality of Blackburn Town Centre through new residential, commercial and educational developments – part of a wider programme of investment in the Town Centre East Investment Area; and

**6. Infrastructure Delivery Plan** – an important series of interventions to support development proposals and improve infrastructure for all including roads, schools, health facilities; green infrastructure and sustainable travel.



## Core Policy 2 (CP2): The Spatial Approach

1. The majority of new development over the plan period will be in the urban areas of Blackburn and Darwen as shown on the Policies Map.
2. The focus for future investment decisions and growth in spatial areas will be guided by the following key principles:
  - i. **Blackburn urban area** - Blackburn will continue to accommodate the majority of the Borough's strategic development needs including a new strategic housing site, strategic town centre mixed use site and strategic employment allocation. Additional growth sites and infrastructure improvements will support the 'Blackburn Growth Axis'<sup>17</sup> to become the key future economic driver of the Borough.
  - ii. **Darwen urban area** - Darwen will accommodate more general development needs of an appropriate scale to support the existing population and services. This will include a range of housing, mixed use, employment and educational developments to help reduce the need to travel out of the town. Development proposals should support Darwen's transition to a modern market town, and a destination 'maker-town' in line with the aims of the Darwen Town Investment Plan. Developments that support the role of Darwen as a tourism, leisure and recreation gateway to the West Pennine Moors<sup>18</sup> will also be supported.
  - iii. **Rural Villages** - new development outside of the urban areas should be focused within the village boundaries of Edgworth, Chapeltown, Hoddlesden, Belmont and Pleasington.
  - iv. **Countryside Areas** - outside villages, within the designated Countryside Areas, the amount of new development will be tightly limited. Individual opportunities that help to diversify the rural economy or support tourism will be supported where they are appropriate in nature and scale to the rural area. Support will also be given to residential developments that propose the viable re-use of heritage assets (to secure their future); that propose the re-use of redundant or disused buildings and can enhance immediate settings; or that propose the subdivision of existing residential buildings. If major developed sites within the open countryside become available for redevelopment, the priority will be to minimise the amount of new development that takes place and the level of activity that a new use generates, while securing a satisfactory outcome of renewal considering landscape and biodiversity impacts.
  - v. **Green Belt** - new development proposed in the Green Belt shall be regarded as inappropriate unless it falls within one of the exceptions set out in the NPPF<sup>19</sup> (or any successor document). Inappropriate development in the Green Belt should not be approved except in very special circumstances.
  - vi. **Safeguarded Land** – areas identified as Safeguarded Land on the Policies Map will not be granted planning permission for permanent development during the Plan period, unless a Local Plan review has commenced and proposes the development or other specific circumstances are justified<sup>20</sup>.

<sup>17</sup> See the Key Diagram

<sup>18</sup> As defined on the Policies Map

<sup>19</sup> National Planning Policy Framework (July 2021)

<sup>20</sup> Such circumstances would have to align with the vision and strategic objectives of this Local Plan or related plans, for example a site's potential to contribute significantly to the Climate Emergency was demonstrated.

## Core Policy 2 (CP2): The Spatial Approach

**Key strategic objective links**

SO8: Settlements  
SO9: Rural Areas

**Key policy links**

CP4: Housing Development  
CP9: Transport and Accessibility  
CP10: The Economy and Skills  
CP12: Infrastructure and Delivery

**Key supporting docs/evidence**

Sustainability Appraisal (2021)  
Green Belt Study (2019)



### Urban areas and villages

**3.10** To ensure an efficient and effective use of land the Local Plan supports a spatial approach that balances regeneration and renewal of the urban areas with urban extensions in the most sustainable locations. Blackburn will be the focus for new strategic development sites (housing, employment and town centre allocations) to support development of the Blackburn Growth Axis economic framework. Darwen will see its own programme of proportionate regeneration and development, including housing, employment and mixed-use allocations. All new development will be underpinned by a supporting infrastructure delivery plan (IDP).

### Green Belt

**3.11** National policy attaches great importance to the protection of the Green Belt, with the fundamental aim being to prevent urban sprawl by keeping land permanently open. The essential characteristics of the Green Belt includes its openness and permanence. Any changes to Green Belt boundaries must be fully evidenced and justified, through the preparation or updating of plans.

**3.12** The Blackburn with Darwen Green Belt Assessment (December 2019) provides an independent, robust and transparent assessment of the Borough's Green Belt. The Green Belt Assessment was undertaken in two stages: the first being a high level appraisal identifying broad strategic variations in contribution across the Borough of the Green Belt to the five purposes set out in NPPF; the second providing more specific information on the potential harm of releasing specific areas of Green Belt. The Council has used this assessment to make decisions regarding the release of Green Belt land in the Borough.

**3.13** This Local Plan releases a significant area of land from the Green Belt located at Junction 5 of the M65 in Blackburn. As outlined in Policy CP10: The Economy (and Growth Site Allocation E179) this strategic site is allocated for development to enable the Borough's identified employment requirements to be met in full over the plan period and represents a key part of the employment strategy of the Plan. Additional land adjacent to the propose allocation is also removed from the Green Belt and safeguarded to allow for longer-term employment needs to be met. This will ensure that the revised Green Belt boundary will have permanence and endure beyond the Plan period in line with the NPPF.

**3.14** Additional minor modifications to the existing Green Belt boundary are included on the Policies Map. These relate to improving the alignment of the Green Belt with the borough boundary to address mapping anomalies from the previous Local Plan which did not include the same level of digitisation and online map provision. These can only be rectified through a Local Plan review process.

**3.15** The Policies Map identifies the revised Green Belt boundary for Blackburn with Darwen. Land within the Borough's Green Belt will be strictly protected from inappropriate development in accordance with national policy.

### Countryside Areas

**3.16** In addition to the Borough's Green Belts, which have a specific purpose in preventing the uncontrolled growth of the urban area, Blackburn with Darwen also has large areas of open countryside. These areas are a valuable resource, serving environmental functions as important habitats and landscapes, social functions as areas for our communities to enjoy and interact with the countryside, and economic functions as the base of our rural economy.

**3.17** These economic uses will include development needed to sustain or encourage local employment as part of the diversification of the rural economy as opposed to that which could be more appropriate in urban or village areas. Policy CP2: The Spatial Approach aims to preserve what is important in the countryside and manage change in a way that balances sometimes competing pressures. Where major redevelopment is proposed, planning applications will need to identify a clear need for the use, assess the impacts on the countryside and provide any appropriate mitigation measures.

### Safeguarded Land

**3.18** The Plan identifies two areas of Safeguarded Land to meet the Borough's longer-term development needs. Although these sites have been removed from the Green Belt, they are not allocated for development before 2037. This ensures that the revised Green Belt boundary identified by the Plan will endure well beyond 2037.

**3.19** Policy CP2: The Spatial Approach ensures that these areas remain able to accommodate development in the longer term, and that their development potential is not compromised by piecemeal change or unacceptable development in advance of this. These areas will only be developed if a clear need is identified, or at a future plan review stage.

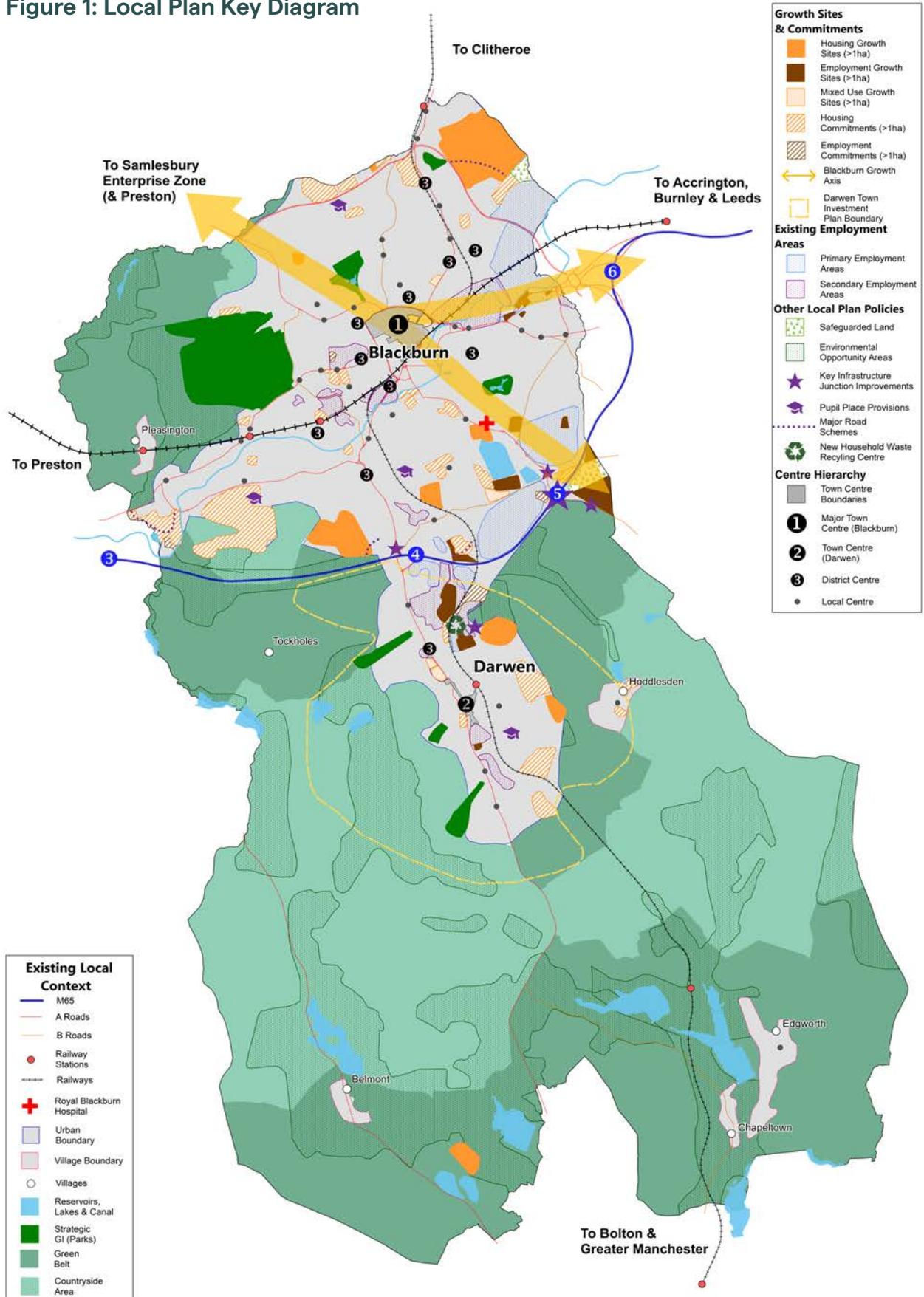
**3.20** The identification of an area of land in this policy does not guarantee that the whole of that area will be deemed suitable for development at some future stage. A future Plan review, or detailed planning application, considering the release of any land identified under this policy will need to undertake a full appraisal of the area suitable for release, and the impact on landscape and other considerations of doing so.

**3.21** The NPPF refers to Strategic Policies as those which 'set out an overall strategy for the pattern, scale and design quality of places'. They should provide 'a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area'<sup>21</sup>.

## The Key Diagram

3.22 The key diagram provides a visual representation of the key spatial principles and ideas set out in this Local Plan.

Figure 1: Local Plan Key Diagram



# People

## Core Policy 3 (CP3): Health and Well-being

**3.23** Improving the physical and mental health and the well-being of residents, workers and visitors is a key strategic objective of the Local Plan. Our policies recognise the important link between the natural and built environment and long-term health and wellbeing outcomes. Policy CP3 sets out our strategic approach to helping manage new development to influence health and well-being in the most positive way possible. This is necessary both in terms of a scheme's design but also in its wider impacts beyond the site boundary.

### Core Policy 3 (CP3): Health and Well-being

1. To help tackle health inequalities in the Borough, new development will be required to:
  - i. Maximise its contribution to enable and support health and wellbeing outcomes;
  - ii. Avoid or mitigate any potential negative impacts of new development (such as adverse impact on air or water quality, loss of shared or open space and the Green and Blue Infrastructure network, including Nature Recovery Networks);
  - iii. Support healthy lifestyles, including the adoption of Active Design and active travel principles to make physical activity an easy, practical and attractive choice; and
  - iv. Consider the local food environment, including access to local food shops and integration of community food growing; and
  - v. Ensure that the needs of the Borough's ageing population are addressed, and that older people have increased access to support, care, companionship and appropriate accommodation (in line with Policy CP4).

#### Key strategic objective links

SO1: Health and well-being  
SO2: Accessibility

#### Key policy links

DM01: Health  
DM02: Protecting Living and Working Environments  
DM16: Green and Blue Infrastructure  
DM18: Public Open Space in New Developments  
DM19: Development of Open Spaces  
DM20: Playing Fields, Indoor and Outdoor Sports Facilities  
DM29: Transport and Accessibility

## Core Policy 3 (CP3): Health and Well-being

### Key supporting docs/evidence

BwD Joint Health and Well-being Strategy 2018-2021  
 BwD Joint Strategic Needs Assessment (Summary Review 2020)  
 Open Space Audit (2021)  
 Playing Pitch Strategy and Outdoor Sports Strategy and Built Sports Facilities Strategy (2021)  
 Pennine Lancashire Healthier Place, Healthier Future Childhood Obesity Trailblazer Joint Planner Agreement (2021)  
 Planning for Health Supplementary Planning Document (2016)  
 Eat Well Move More Shape Up Strategy (2022-2025)  
 Walking and Cycling Plan 2021-2024  
 Local Authority Declaration on Healthy Weight (2017)  
 BwD Good Food Plan (2020)  
 Active BwD Strategy (2021-25)  
 Health Impact Assessment in Spatial Planning Guidance (2020)  
 Sport England 10 year strategy - Uniting the Movement (2021)  
 Sport England and Public Health England Active Design (2015)

**3.24** Creating environments that encourage people to be physically active has the potential to improve the physical and mental health and well-being of the Borough's population. **Active Design** is rooted in Sport England's aims and objectives to promote the role of sport and physical activity in creating healthy and sustainable communities. It is a key guidance document intended to help unify health, design and planning by promoting the right conditions and environments for individuals and communities to lead active and healthy lifestyles. It identifies Ten Principles of Active Design: activity for all; walkable communities; connected walking and cycling routes; co-location of community; network of multifunctional open space; high quality streets and spaces; appropriate infrastructure; active buildings, management, maintenance, monitoring and evaluation; and activity promotion and local champions.

**3.25** Policy CP3 will ensure these design principles and guidelines are central to all development proposed in the Borough. To help developers demonstrate good design, the Council encourage the use of accreditation schemes including **BREEAM**, **Home Quality Mark (HQM)** and **CEEQUAL** (each designed by the Building Research Establishment (BRE)) to evidence that buildings are well designed and sustainable with positive impacts on health and wellbeing and low impacts on the environment at all stages of a project's lifecycle. Whilst encouraged, the use of these schemes is optional, with the exception of the BREEAM requirements set through Policy DM12. The Council will also apply Healthy Streets principles where relevant, in line with Policy DM29.

**3.26** To ensure that development promotes and contributes to a healthy living environment, proposals should consider health outcomes at pre-application stage, taking into account relevant adopted strategies and policies. A Health Impact Assessment will be required to accompany the most significant new development proposals over the plan period to maximise the opportunities for promoting healthy lifestyles within new development. This will include any application subject to Environmental Impact Assessment but also additional schemes that the Council considers significant in terms of their proposed use and/or location. A screening toolkit is included within the Planning for Health Supplementary Planning Document (SPD) which applicants can use to assess whether their proposal would require a HIA. The Council will update this SPD following adoption of the new Local Plan. The fundamental principles of how to carry out good quality Health Impact Assessments are set out in the Department of Health's '**Health Impact Assessment Tools**' (2010).

**3.27** Developments should consider how their proposals can improve the local food environment for both consumption and production of healthier food options, for example through incorporating on-site community food growing spaces, ensuring landscaping is flexible so that spaces may be adapted for growing opportunities and increasing access to healthy food convenience stores.

## Core Policy 4 (CP4): Housing Development

**3.28** The delivery of new housing of the right type, in the right locations and at the right time will be a key factor in implementing the Balanced Growth Strategy set out in Policy CP1. The Local Plan must ensure that sufficient homes are delivered to support the Council's economic growth ambitions (see Policy CP10) and that the type of homes delivered meet the needs of all of Blackburn with Darwen's existing and future residents, whilst contributing towards the goal of a carbon neutral Borough.

**3.29** Core Policy CP4: Housing Development confirms the Plan's overall housing requirement figure and sets out where new homes will be delivered and over what time period. It also sets the strategic policy framework around affordable housing, self and custom build housing, quality and type of housing required, and gypsy and traveller accommodation provision.

### Core Policy 4 (CP4): Housing Development

#### Housing requirement, location and delivery

1. The Council will seek to deliver a minimum of 447 net new dwellings per annum (dpa) over the plan period 2021-2037 in line with the mix set out in Policy DM03. This equates to a total of 7,152 dwellings over the 16-year Plan period. Suitable land will be allocated to include a buffer to allow for flexibility, choice and competition.
2. A range of site sizes and locations will be provided, along with support for development on urban windfall sites (including underutilised or previously developed land). Site allocations are identified in the Housing Growth Allocation Policies. A new strategic housing site (Policy H195) in North East Blackburn will be allocated to ensure delivery of the qualitative and quantitative housing requirement for this plan period, and provide additional land for beyond the plan period.
3. The housing trajectory sets out the projected rate of housing delivery over the plan period. The Council will monitor delivery rates annually and take action as necessary to ensure that adequate delivery rates are maintained.

#### Affordable housing needs

4. On developments of 10 or more dwellings 20% of homes delivered will be expected to be affordable units and to have regard to the Council's Developer Contributions and Affordable Housing SPD. Affordable rent or shared ownership products must be retained as affordable units in perpetuity. On-site provision is preferred to encourage mixed communities, however provision off-site via commuted sums may be appropriate in limited circumstances.
5. Developments that propose to include a higher number of affordable homes on site than required by Policy CP04 will be supported in principle subject to a detailed assessment of demand in the wider housing area.
6. In meeting the identified Affordable Housing target, the Council will take into account issues affecting delivery including: availability of grant; evidence on the economic viability of individual developments; and up to date evidence on market conditions.
7. The type of affordable housing provided should meet the requirement for at least 25% of the affordable units to be First Homes and then seek to meet the needs identified in the latest housing evidence in terms of type, tenure, size and suitability to meet the needs of specific groups. Any local eligibility criteria will be set out in the Council's Developer Contributions and Affordable Housing SPD.

## Core Policy 4 (CP4): Housing Development

### Self and Custom Build Housing

- 8.** The Council will support proposals for self-build or custom-build housing (that accord with other relevant policies).
- 9.** For sites proposing multiple self-build or custom-build units, the Council will require a Design Code to be prepared to ensure that there is a consistent and cohesive approach to design.

### Housing for Older and Vulnerable People

- 10.** New development will be expected to contribute towards meeting the needs of older and vulnerable persons' accommodation in line with Policy DM03.
- 11.** The overall need for new care home beds, and housing units with support and care over the plan period will be identified through a local strategic assessment (which will be updated by commissioners on a regular basis). The Council will support applications for supported and extra care housing as a component of this supply that are:
- a.** In line with strategic demands and supported by the Council's commissioning team; and
  - b.** Are in accessible locations and in accordance with other relevant policies in the Plan.

### Gypsy and Traveller pitch requirement, location and delivery

- 12.** A need for a minimum of 17 net additional gypsy and traveller pitches is identified between 2021-2037, along with a need for 5 new transit pitches. Site allocations are identified in the Gypsy and Traveller Growth Site Allocation Policies.
- 13.** Development that would result in the loss of existing permanent pitches or allocations or sites that are authorised for gypsy and traveller use will not be supported unless evidence is provided:
- a.** clearly demonstrating that there is an overall surplus of pitches in the Borough; or
  - b.** alternative provision is proposed elsewhere in accordance with policy DM04.

#### Key strategic objective links

SO3: Housing Needs

#### Key policy links

DM03: Housing Mix, Standards and Densities  
 DM04: Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople  
 DM05: Rural Exception Sites  
 DM06: Houses in Multiple Occupation (HMOs)  
 DM07: Conversion of Buildings in the Countryside  
 DM08: Replacement Dwellings in the Countryside  
 DM09: Rural Workers' Dwellings in the Countryside  
 DM10: Residential Gardens and Boundaries  
 DM39: The Effect of Development on Public Services  
 H195: North East Blackburn Strategic Housing Site

## Core Policy 4 (CP4): Housing Development

### Key supporting docs/evidence

Housing and Economic Needs Assessment (2021)  
Gypsy and Traveller Accommodation Assessment (2019)  
Local Strategic Assessment for Specialist Housing Types (TBC)

### Appendix G:

Affordable Housing Guide for Developers SPD (TBC)  
Adults Social Care and Support Accommodation PAN (2020)  
North East Blackburn Strategic Housing Site Masterplan (TBC)



## Housing requirement, location and delivery

**3.30** The Council will make provision for at least 7,152 net new homes across the Borough during the Plan period 2021-2037. The Council's updated Housing and Economic Needs Assessment (HENA) (2021) estimates a need for 447 net new dwellings per annum to support the economic growth scenario for the Borough. This is an increase from the estimated need of 411 net new dwellings in the 2018 HENA. The 447 new dwellings per annum is to be seen as a minimum requirement, with no maximum cap.

**3.31** The increase in the housing needs figure (from 411dpa to 447 dpa) is explained by:

- i. updated demographic data showing changes in the base population and economically active population in the Borough;
- ii. an updated economic growth scenario which is driven by historic performance as well as known market signals and planned investment (further details are set out under CP10); and
- iii. the tie of housing requirements to forecast jobs growth over the plan period assuming a commuting ratio of 1:1 (i.e. no net in commuting)<sup>22</sup>.

**3.32** Policy CP4 confirms that the Council will plan to deliver housing to align with the economic growth scenario. Sufficient Housing Growth Allocations are identified to provide flexibility and for competition and choice. This will help to support an increase in household formation rates in the Borough which the HENA highlights as having been suppressed over recent years. This in turn will help to reduce overcrowding which is believed to have played a significant contributing factor to the spread of Covid-19 in Blackburn with Darwen.

**3.33** The Council will continue to keep the housing supply position in the Borough under annual review through its annual monitoring process. If the supply of new homes does not keep pace with the minimum annual requirement over three consecutive monitoring periods and the housing trajectory over the full plan period, then the Council will produce a housing delivery action plan to help assist delivery or trigger a review of the Plan if deemed necessary.

**3.34** Further details of the specific sites that will help meet the identified housing need are provided in the Housing Growth Allocation section of this Plan, and the housing trajectory is set out in Appendix B.

<sup>22</sup> The 2018 HENA assumed a continuation of the 2011 Census commuting ratio whereby Blackburn with Darwen was a net importer of workers

## Affordable housing needs

**3.35** The HENA identifies the need for affordable housing in the Borough – analysis suggests a need for 108 affordable homes per annum in Blackburn with Darwen; however, the study does note that this should not be directly taken as a target. The evidence suggests that affordable housing delivery should be maximised where opportunities arise, particularly of affordable housing to rent. NPPF's definition of affordable housing now also includes households who are unable to access the private rented sector but who cannot afford to buy. The HENA highlights that there is limited evidence for a need for this type of housing in Blackburn with Darwen – the typical cost of housing to buy in the area (in the second-hand market) is sufficiently affordable such that there is no need for a discounted new build product. Affordable housing that provides rental or shared ownership products should be retained in perpetuity, either through retaining benefits for all future occupiers, or for the subsidy to be recycled for alternative affordable housing provision.

**3.36** Further to the findings set out in the HENA, and the requirements of the NPPF for at least 10% of the total number of homes to be available for affordable home ownership, the Council has prepared the Local Plan (and its viability evidence) based on the following assumed tenure split: 50% affordable rent, 25% shared ownership, and 25% first homes. Details as to how the Council will approach this on a site-by-site basis are set out in the Affordable Housing Guide for Developers SPD. The Council will provide further information through successor documents (such as the proposed Developer Contributions and Affordable Housing SPD).

**3.37** In the first instance the Council will look to secure affordable housing on site, however Policy CP4 acknowledges that off-site provision via commuted sums may be appropriate in limited circumstances. This would be discussed at pre-application / planning application stage with applicants and would be based on a number of factors existing at that point in time, including areas of identified affordable housing need and land availability. Final proposals will rely on Registered Provider (RP) partners' deliverability and scheme viability. Further details on the mechanisms and circumstances for off-site provision of affordable housing will be provided in the Developer Contributions and Affordable Housing SPD.

## Self and custom build housing

**3.38** In line with the Government's aspirations to enable more people to build their own homes, the Council will consider applications for self- and custom-build properties favourably. Since 2015, the Government have required Councils to keep a 'Self and Custom Build (SCB) Register' to record demand for self- and custom- build housing in their area. Councils must then grant permission for enough suitable development plots to meet the demand for SCB homes (in accordance with accompanying national guidance). The Council continue to manage and monitor demand and supply, using their SCN Register and planning data. It expects the majority of SCB supply to be provided through small-scale windfall sites but the Council are also supportive of SCB housing delivered as part of larger development sites. In addition, the Local Plan identifies eight self-build plots in Queen's Park, Blackburn as part of Housing Growth Site allocation H068 which are expected to support the supply of SCB housing. The Council will seek to ensure that sufficient numbers of appropriate plots are granted permission to meet the need identified by the Council's Self and Custom Build Register.

**3.39** For sites involving the provision of multiple self- or custom- build plots, the Council will expect a Design Code to be prepared, to provide relevant guidance on design, including a holistic site-wide approach to the design and delivery of on-site infrastructure (e.g. water and wastewater), building heights, roof-lines, colour palettes, materials, boundary treatments and sustainability considerations. This is to ensure that a consistent and cohesive design is achieved, whilst still providing freedom for individual developers.

**3.40** The Council consider this provides a flexible approach to support the delivery of SCB plots. To safeguard SCB delivery where a major residential site allocation or planning permission commits to the delivery of SCB plots and SCB housing is subsequently not deemed to be deliverable, then the Council will expect evidence of appropriate marketing (for a minimum of 12 months) to be provided before considering whether those plots can be built out as market housing. This is to ensure there is sufficient opportunity for persons wanting a SCB plot to obtain a SCB plot.

**3.41** The demand, supply and delivery of SCB plots / housing will be reported through the Council's annual Authority Monitoring Report.

## Housing for older and vulnerable people

**3.42** Attitudes and demand for housing with care have changed dramatically over the last few years which will impact upon previous projections of need for specialist housing options moving forward.

**3.43** The need for these forms of housing will be set out by the Council in a local strategic assessment<sup>23</sup>, and include an annual statement. The Council may also provide a formal Market Position Statement in partnership with the County Council and the Health and Social Care Partnership. These will be used by the Council's commissioning team to inform whether or not new developments can be supported in line with Policy CP4.

<sup>23</sup> using a local Housing-LIN model

**3.44** Figures set out below show the latest strategic assessment for specialist housing types indicated by 5-year period. These are provided as indicative only as these will be subject to change through the annual statements to be published by the Council. All figures provided are cumulative requirements over the period stated and represent lease/sale requirements (no rented units).

**Table 2: Indicative needs for specialist housing types**

	2021	2025	2030	2037
Sheltered housing	22 units	105 units	163 units	257 units
Enhanced sheltered housing	5 units	26 units	43 units	69 units
Extra care housing	0 units	0 units	0 units	20 units
Registered care beds	0 units	52 units	135 units	267 units

**3.45** The adopted Blackburn with Darwen Residential and Supported Accommodation Planning Advice Note provides further advice and clarification on how the Council will ensure that good quality accommodation is available in appropriate premises and locations within the Borough to meet the needs of vulnerable people requiring care and support. Policy DM39: The Effect of Development on Public Services will be particularly relevant in such decisions.



## Gypsy and travellers

**3.46** The Council's Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTAA) evidenced a 'cultural' need<sup>24</sup> for 42 additional permanent pitches and a PPTS need<sup>25</sup> for 17 additional permanent and 5 transit gypsy and traveller pitches in the Borough over the period 2018-2037. With the plan now covering the period 2021-2037 there is a need to extrapolate these figures to identify the requirement over the plan period. Since no additional pitches have been provided between 2018 and 2021, it can be concluded that this need remains. An overall need for 17 pitches<sup>26</sup> will therefore be required between 2021-2037.

**3.47** The GTAA identified a residual need for 4 additional permanent pitches between the 6 year period 2018/19 – 2023/24. As there has been no new pitches delivered within the Borough since 2018/19, it can be assumed that this need remains. In addition to providing an extra 2 pitches to cover years 2024/25 and 2025/26, a total requirement of 6 additional pitches is needed between 2021-2026.

**3.48** The Council has identified a specific, deliverable site at George Street West (GT213) which will provide 5 permanent pitches within the 5 year period. An additional site at Branch Road, Lower Darwen has recently been developed which will ensure the 5 year requirement is fully met. Although currently unauthorised, the Council is working with the landowner to submit a planning application to formalise the site. It is envisaged the remaining need over the plan period, including any additional need arising from those Gypsies and Travellers in the Borough meeting the cultural definition, will be met through windfall pitch developments that come forward in the urban area in line with Policy DM04. No requirement for travelling showperson plots was identified in the GTAA. The Plan's approach to Gypsy and Traveller pitch provision will be considered again at Local Plan review stage to ensure it remains effective in meeting the pitch requirements over the plan period to 2037.

**3.49** To ensure that the number of unauthorised developments and encampments are minimised, existing sites approved for Gypsy and Traveller use will be safeguarded from re-development. The only circumstances under which re-development of existing sites will be approved is where clear evidence can be provided that there are sufficient pitches in the Borough over the plan period, or alternative provision that satisfies all other relevant policies (particularly DM04) can be provided.

<sup>24</sup> Which includes the needs of Gypsies and Travellers who have stopped travelling on a permanent basis

<sup>25</sup> Those Gypsies and Travellers meeting the definition contained within the Planning Policy for Traveller Sites (PPTS) (DCLG, August 2015)

<sup>26</sup> Based on PPTS need

# Place

## Core Policy 5 (CP5): Climate Change

**3.50** Buildings (new and existing) and transport are major contributors to greenhouse gas emissions in the Borough. The Local Plan is therefore a key mechanism through which the spatial aspects of decarbonisation and climate adaptation can be addressed. The Council's Climate Emergency Action Plan and Adaptation Strategy both reinforce this point.

**3.51** Policy CP5 seeks to ensure that the Local Plan contributes to the Council's carbon neutral ambitions alongside the UK's ambition to limit global warming to 1.5°C by 2050. The Council's Climate Emergency Action Plan (2021) states that, at current carbon emissions levels, the Borough needs to achieve a 13% reduction in carbon emissions every year to help meet the 1.5°C global target. With a climate emergency declared, alongside a biodiversity crisis, it is important that all new development seeks to reduce carbon emissions, provide climatic and environmental enhancements wherever possible, and leave the natural environment in a better state than before.

### Core Policy 5 (CP5): Climate Change

1. Development will be required to contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions.
2. The extent to which the design of a development has considered i) reducing carbon emissions and mitigating climate change and ii) improving resilience and adaptation to climate change will be considered in the assessment of each planning application. Developments that can demonstrate they have considered climate mitigation and adaptation in the design of their proposed scheme will be afforded positive weight in the determination of the planning application. Applicants for specific new residential and commercial developments will be required to complete the Council's online Climate Impacts Framework (CIF) assessment tool to demonstrate the extent to which the design of the development has considered climate change mitigation, resilience and adaptation.
3. Mitigation measures that must be implemented off-site (after the hierarchy of avoidance, mitigation and compensation has been exhausted) will be directed to priority Environmental Opportunity Areas (EOA). These areas will play a key strategic role in the enhancements of biodiversity and green space, assisting in carbon management and flood risk mitigation over the plan period.
4. Policy DM12 provides further details on renewable and low carbon energy. Areas identified as potentially suitable for renewable and low carbon energy schemes are identified on the Policies Map.

## Core Policy 5 (CP5): Climate Change

### Key strategic objective links

SO6: Natural Environment  
SO7: Climate Change

### Key policy links

DM12: Clean and Green Energy  
DM13: Flooding/SuDS  
DM14: Environmental Opportunity Areas  
DM15: Protection and Enhancement of Wildlife Habitats  
DM16: Green and Blue Infrastructure  
DM17: Trees and Woodland

### Key supporting docs/evidence

Climate Change and Natural Capital Study (2021)  
Climate Impacts Framework (2021)  
Strategic Flood Risk Assessment Level 1 (2020)  
Strategic Flood Risk Assessment Level 2 (2021)  
BwD Drainage Planning Guidance (2020)  
Heat Network Masterplanning Study (2019)  
Open Space Audit (2021)  
Playing Pitch and Outdoor Sports Strategy and Built Sports Facilities Strategy (2021)

Appendix G:  
Climate Impacts Framework SPD (TBC)  
Renewable and Low Carbon SPD (TBC)

**3.52** To help meet the Council's ambitions of carbon neutrality by 2030, all new development will be expected to contribute to cutting carbon emissions and adapting to climate change.

**3.53** To evidence the extent to which developments have considered climate mitigation and adaptation, applicants for all new residential dwellings and major commercial schemes (more than 1000sqm of new floorspace) will be required to complete and submit an online Climate Impacts Framework (CIF) assessment as part of their planning application. The Council will then use this information in the determination of the planning application.

**3.54** The CIF will be a validation requirement for those specific application types. All other developments, likely to have an impact on the climate or environment, should provide information, as relevant, through supporting documents to the planning application.

**3.55** The online assessment tool will be accompanied by a CIF Supplementary Planning Document providing relevant guidance. The CIF SPD will also set out any transitional arrangements which may apply in respect of the tool's introduction.

**3.56** The online CIF Assessment will comprise a series of questions that relate directly to the climate- and environmental- based policies within the Plan. As it is expected that developers will have used the Plan to ensure their development is compliant with policy, it is not expected that there will be significant undue administrative burdens placed upon applicants. Applicants will be required to answer all of the relevant questions in the CIF assessment. Most of the questions will be answerable using common knowledge or from supporting evidence prepared as part of the planning application. For other questions, interactive mapping will be available to help applicants complete the form. The Council will use the responses provided in the determination of the planning application. Developments that can demonstrate they have considered climate mitigation and adaptation in the design of their proposed scheme will be afforded positive weight in the planning balance.

**3.57** Once the CIF form is submitted, answers to specific key questions will be given automated ratings to indicate how well the development responds to, and performs against, planning policies relating to the climate and biodiversity emergencies. 'RAG assessment' colours will be assigned to indicate whether the development exceeds, meets, almost meets, or fails to meet policy requirements (e.g. dark green, green, amber or red, respectively). Officers will have access to the CIF, and accompanying RAG ratings, in the early stages of the planning application and can seek to address any significant shortcomings in design as part of the planning application process. Where improvements are made, the CIF can be updated internally. A final tabularised summary of the RAG assessments will be presented through the planning application report as a visual indicator of how well the development accords with climatic and environmental policies, to ensure that the relevant emergencies are given due consideration in the application's determination. The CIF SPD (and a Natural Environment SPD) will set out further guidance on design considerations, and how the CIF will be assessed and used in determining planning applications.

**3.58** The CIF will be an important assessment tool to promote good design (in accordance with the NPPF) and to support decision making on climatic and environmental impacts, increasing transparency and accountability in decision-making. This will help support the Council's Climate Emergency Action Plan (CEAP) and the CIF will be updated as required to support the CEAP or as and when climate change policy evolves.

**3.59** The CIF will help to ensure that the climatic and environmental based policies of the Plan are given the necessary importance and focus demanded by the joint climate and biodiversity emergencies. It will help ensure that the concept of the '20-minute neighbourhood' is embedded into future developments in Blackburn with Darwen, alongside a range of criteria around sustainable transport, the natural environment, flooding/SUDS and energy. The CIF will be used to inform discussions during the application process on how a development can be improved from a climate mitigation, adaptation and biodiversity perspective. Where necessary the CIF may also be used as a basis to develop proposals and charging to an environment fund (for carbon offsetting) in the Borough, in line with the expectation for planning contributions set out in Policy CP12.



**3.60** Both the NPPF and the Council's Local Plan are clear that new developments must take into account implications on climate change. Where adverse impacts cannot be adequately mitigated on-site, off-site mitigation measures will be required. Off-site mitigation within the Borough will be preferred to ensure co-benefits (funding an equivalent carbon dioxide saving within the local authority boundary). The Council is looking to further develop the idea of Area Based Insetting (ABI) to help stimulate investment in carbon-saving projects. ABI seeks to ensure that carbon-saving projects are focused and delivered within the Borough so that the benefits of such projects and investment are felt and shared locally. In the absence of projects/opportunities within the Borough then offsetting (funding an equivalent carbon dioxide saving elsewhere to compensate for emissions) could be used. It is anticipated this off-setting would be sought through hierarchical spatial scales relative to a development – i.e. with a preference for local, then regional and then national level off-setting.

**3.61** The Council has identified Environmental Opportunity Areas (further details set out in Policy DM14) to help focus delivery of such measures within the Borough. Priority Environmental Opportunity Areas denote locations where there is potential to improve existing green and blue infrastructure for one or more purposes, such as enhancing or creating important habitat, carbon sequestration, flood risk management, recreation, heritage and accessibility and well-being. These interventions can provide multi-functional benefits.

**3.62** The Borough has a large amount of peat-land which, when in good condition, acts as a sink to store (or 'sequester') carbon. However, due to their poor condition, heather moorland and peat bog habitats are potentially losing around 2,400 tonnes of carbon to the atmosphere each year. The priority must be to improve the condition of moorlands to ensure neutral carbon emissions (as a minimum), and that the carbon stored is depleted no further, and to protect and restore peatland resources, including re-wetting opportunities, to improve carbon sequestration.

**3.63** Enhancements to EOAs will also augment the Borough's green and blue infrastructure, improving connectivity across the Borough and with neighbouring authorities and, where appropriate, create new recreational facilities. Where opportunities can be linked to statutory and non-statutory designated sites they will ultimately form part of the nature recovery network. Policy DM14 provides further details on how these areas will be used in decision-making.

**3.64** If Blackburn with Darwen is to achieve its ambitious target of becoming carbon neutral by 2030 then energy demand from existing buildings, new development and transport must be minimised and generation of energy from low carbon and renewable sources increased. The Policies Map identifies areas that are potentially suitable for wind and heat networks in the Borough based on initial feasibility work. Further work around the potential for solar schemes is planned, along with more detailed techno-economic feasibility studies on the potential for heat networks. Policy DM12 provides further policy on Clean and Green Energy in decision-making and the Council will prepare an SPD on Low Carbon and Renewable Energy to provide further policy guidance on this work.

## Core Policy 6 (CP6): The Natural Environment

**3.65** The Nature Emergency is every bit as critical as the Climate Emergency and the two are closely intertwined. The Council want to take urgent action to conserve the natural environment – to sustain and enhance habitat and species and deliver multifunctional benefits and natural capital.

**3.66** New developments will be required to deliver Biodiversity Net Gain (BNG) to help improve habitats and strengthen how species and habitats connect. Nature Recovery Networks will play a key strategic role in strengthening ecological networks, and the development of a Local Nature Recovery Strategy (LNRS)<sup>27</sup> will be informed by a variety of locally identified designations and strategies. Together, and supported by other local policies, these interventions will help stem the loss of nature and deliver a significant net gain in the Borough's overall biodiversity value, allowing nature to recover, flourish and have greater resilience to the changing climate.

**3.67** Policy CP6 (aside Policy CP5) provide the strategic policy framework within the Local Plan to support and facilitate this.

### Core Policy 6 (CP6): The Natural Environment

1. New development will be required to conserve and enhance biodiversity, geodiversity and landscape features ensuring:
  - i. That statutory and non-statutory protected sites are protected, enhanced and supported;
  - ii. That recognised priority species and habitats are protected, enhanced and supported;
  - iii. A measurable biodiversity net gain of no less than 10% is achieved which must be evidenced through the latest recognised metric<sup>28</sup> and preferably delivered on-site. Where net gain cannot be delivered on-site, local off-site compensatory habitat or financial payments will be required in line with the latest national and local requirements<sup>29</sup>. All proposals should apply the mitigation hierarchy in accordance with the NPPF;
  - iv. That appropriate and long-term management of new or existing habitats is secured to ensure a network of nature recovery.
2. Development should be designed to facilitate new and enhanced habitats and the creation of links between habitats and open spaces to provide a network of green and blue spaces that can help support species and their movement. The locally defined ecological sites and networks identified in the Local Nature Recovery Strategy (LNRS), when established, will be the primary focus for off-site net gain delivery. When designing biodiversity net gain, whether on-site or off-site, consideration should be given to how the proposed development can link to existing strategies, including the LNRS, and tie in with policy objectives and natural capital opportunities.

<sup>27</sup> Environment Act (2021)

<sup>28</sup> Currently Natural England's Biodiversity Metric 4.0 and the Small Sites Metric

<sup>29</sup> Including the Environment Act (2021), secondary legislation and accompanying guidance, Local Plan Policy CP12 and the Natural Environment SPD

## Core Policy 6 (CP6): The Natural Environment

### 3. Development should:

- i. Safeguard the long term capability of the best and most versatile (BMV) agricultural land (Grades 1, 2 and 3a in the Agricultural Land Classification (ALC)) as a resource for the future. Where significant development of agricultural land is necessary, this should be directed to areas of poorer quality agricultural land rather than higher quality (BMV) agricultural land;
- ii. Avoid disturbance or damage of soils, especially those of high environmental value, such as peatlands and wetlands;
- iii. Ensure soil resources are conserved and managed in a sustainable way;
- iv. Be able to demonstrate that it will not be at an unacceptable risk of unstable or contaminated land.

4. Proactive management of the upland areas (heather moorland and peat bog habitats) for the benefit of carbon retention, biodiversity and natural flood management will be supported.

5. All development should have a neutral or positive impact on air and water quality.

6. Major developments are strongly encouraged to achieve the Building with Nature Design Award<sup>30</sup> to demonstrate that high-quality green and blue infrastructure is designed and delivered within the development. To support good design, this accreditation should be sought in the early stages of a development as part of pre-application or outline planning permission approval. The Council will give positive weight to those developments achieving the Building with Nature Award.

#### Key strategic objective links

SO1: Health and Well-being  
SO6: Natural Environment  
SO7: Climate Change

#### Key policy links

DM15: Protection and Enhancement of Wildlife Habitats  
DM16: Green and Blue Infrastructure  
DM17: Trees and Woodland  
DM18: Public Open Spaces in New Developments  
DM19: Development of Open Spaces  
DM20: Playing Fields, Indoor and Outdoor Sports Facilities  
DM21: Local Green Space  
DM28: Development Affecting Watercourses, Bodies and Catchment Land

#### Key supporting docs/evidence

Strategic Flood Risk Assessment (2020)  
Climate Change and Natural Capital Study (2021)  
Heat Network Masterplanning Study (2019)  
Open Space Audit (2021)  
Playing Pitch and Outdoor Sports Strategy and Built Sports Facilities Strategy (2021)  
  
Appendix G: Natural Environment SPD (TBC)

30 Or alternative accepted/recognised award scheme

**3.68** Central Government has committed<sup>31</sup> to protect and improve 30% of UK land by 2030 to combat biodiversity loss and adapt to climate change. The Council has a similar ambition to make space for nature to allow it to recover and become more abundant. A total of 5,272ha of land (38% of land in the Borough) is identified as some form of 'green infrastructure' (in line with Policy DM16: Green and Blue Infrastructure), with 1,750ha of this (13% of the Borough) having some form of biodiversity designation. There are diverse opportunities to deliver environmental improvements across the borough, helping to provide multi-functional benefits and address both the nature and climate emergencies. When healthy, natural habitats sustain more wildlife and provide benefits for people such as: reducing the risk of flooding; improving people's health and wellbeing; maintaining healthy soils; storing carbon; providing cleaner air and water; and supporting the pollinators needed for crops to promote a balanced ecosystem.

**3.69** Under the Environment Act (2021), if or when enacted, all planning applications granted (with few exemptions) will be required to deliver at least 10% Biodiversity Net Gain, measured through the application of the most up-to-date, and relevant, Biodiversity Metric and necessitating the submission of a Biodiversity Net Gain Plan<sup>32</sup>. However, it is expected that some application types will be excluded from the requirements of the Environment Act and so the relevant regulations should be referred to once in effect. In advance of the national introduction of net gain, the Council will require all developments (excluding 'de Minimis', householder applications, minor change of use or permitted development) to submit a recognised Metric and a Biodiversity Gain Plan to demonstrate a minimum 10% gain will be delivered. The Council's Plan Viability Study confirms that delivery of a 10% net gain is viable. In the event that the Environment Act (2021) is revised by the Secretary of State (at a later date) to determine that a higher percentage of biodiversity net gain must be delivered then that national figure shall apply. However, 10% will remain the minimum local requirement for biodiversity net gain within the borough.

**3.70** All proposals for biodiversity net gain should apply the mitigation hierarchy. This hierarchy prioritises avoiding damage to habitat, then, if that cannot be achieved, mitigating by reducing the impact where possible and, if there is a loss of habitat, providing appropriate compensation. Compensation must be greater and better than that which has been lost.



<sup>31</sup> HM Government, The Ten Point Plan for a Green Industrial Revolution, Nov 2020

<sup>32</sup> Or in another relevant document such as a preliminary ecological assessment so long as informed and prepared in accordance with the requirements set out in the Environment Act (2021) (Schedule 7a, Part 2, 14©).

**3.71** The biodiversity net gain approach also adopts a spatial hierarchy for habitat delivery – with a preference for on-site first, then local off-site. The Council may provide opportunities whereby multiple developments could secure BNG through the sale of smaller parcels of biodiversity unit uplift on a site. Only in exceptional circumstances, where evidence and justification is provided, should developers seek to purchase statutory biodiversity credits from government. As per national requirements, biodiversity net gain must be subject to long-term management (a minimum of 30 years) and ongoing monitoring. Delivery will also be subject to legal agreements, for example, conservation covenants.

**3.72** Ecological networks must be strengthened and connected to stem the loss of nature and deliver a significant net gain in the Borough's overall biodiversity value, enabling nature to recover and have greater resilience to the changing climate. Nationally, through the Environment Act (2021), the Government are introducing Nature Recovery Networks as the tool to help achieve this and so it is intended that the Local Nature Recovery Strategy (LNRS) will be the primary focus for biodiversity net gain delivery in the borough. The LNRS will be informed, in part, by the local ecological designations and policies set out in this Local Plan, including Environmental Opportunity Areas (DM14), designated wildlife habitats (DM15), green and blue infrastructure (DM16) and trees and woodland (DM17). Strategic areas identified as being suitable for biodiversity net gain are shown as part of the Environmental Opportunity Areas (EOAs) on the Policies Map. These EOAs also form a strategic part of the Policy CP5: Climate Change, as they are intended to deliver multi-functional benefits to help both the climate and nature emergencies – including reducing flood risk, increasing carbon storage and improving habitats.

**3.73** When considering biodiversity net gain, whether on-site or off-site, developers should consider how their development can link to existing strategies and policy objectives, including the LNRS. As explained above, it is intended that the LNRS will be the primary focus for biodiversity net gain. However, due to Government delays in providing the relevant guidance and funding needed to establish an LNRS, it is expected that there will be a minimum 18-month delay before an LNRS is in effect within the Borough. Therefore, in advance of the introduction of the LNRS, consideration should be given to existing biodiversity strategies, including the Green Infrastructure and Ecological Networks SPD (2015), the Environmental Opportunity Areas (DM14) and potential enhancements to District Wildlife Sites and/or Biological Heritage Sites (DM15). This will help maximise the extent, interconnectedness and quality of nature-networks and deliver multifunctional benefits. Linking development biodiversity net gain to these strategic objectives will also help determine the 'strategic significance' score contained within the biodiversity metric.

**3.74** Natural capital takes the approach that nature is an asset that provides social and economic benefits to people; for example, a market value (minerals, timber, freshwater) or non-market value (such as good health, outdoor recreation, landscape amenity). The quantity, quality and location of different types of nature can affect the value of natural capital. This approach frames nature as a positive asset, not a constraint. A Natural Capital Assessment may be required where the local planning authority considers it appropriate where the nature or scale of a proposal merits it. This could include proposals likely to have an impact on the management of (habitat) land, the atmosphere, water quality, wildlife, raw or natural resources or opportunities for nature-based outdoor recreation. Further information on natural capital will be provided through the Natural Environment SPD.

**3.75** Natural Capital Assessments may also be submitted to demonstrate the positive benefits a development may create to natural capital for consideration as part of a balanced planning judgment. One such example is the NATURE Tool<sup>33</sup>, available as an Excel spreadsheet, which can be used to help assess the impact of land-use and management changes on natural capital performance with the aim of achieving environmental net gains. Development achieving environmental net gains will be given positive weight in planning determinations.

**3.76** A Natural Environment Supplementary Planning Document (SPD) will be prepared to provide further guidance for on-site and off-site biodiversity net gain and other natural environment matters (including green infrastructure and trees/woodland).



## Core Policy 7 (CP7): The Historic Environment

**3.77** Blackburn with Darwen has a vast number and wide range of historic assets. The Local Plan seeks to deliver new development in a way that respects and complements this rich history, the historic buildings, parks and gardens, waterways, conservation areas, archaeology and areas of distinct local character and townscape. The emphasis of the plan is on the proactive management of change, reflecting the Borough's capacity to move forward while preserving its irreplaceable heritage.

**3.78** Policy CP7 below sets out our strategic policy approach to protecting and enhancing the Borough's diverse and rich historic environment.

### Core Policy 7 (CP7): The Historic Environment

1. The Council will, through decision making and fulfilling its wider functions, proactively manage and work with partners to protect and enhance the significance, character, appearance, and archaeological and historic value of the Borough's heritage assets. This will include exploring opportunities to aid the promotion, understanding and interpretation of important heritage assets as a means of reinforcing the Borough's identity and maximising wider public benefits.
2. The Council will support proposals that positively conserve and where appropriate enhance the Blackburn and Darwen's Historic Environment and heritage assets, including their setting.
3. Key elements which contribute to the Borough's identity and distinctiveness, and which therefore will be a priority for safeguarding and enhancing into the future, includes:
  - i. The Borough's distinctive historic character predominantly of stone and red brick buildings set against the significant backdrop of the West Pennine Moors;
  - ii. The legacy of mill buildings and their associated infrastructure including engine houses, chimneys and mill lodges and the relationship to nearby terraced workers housing;
  - iii. The network of historic open spaces, parks, gardens, and cemeteries;
  - iv. Pre-industrial farmhouses and weavers cottages;
  - v. The Leeds and Liverpool canal which forms part of the strategic and local green-blue infrastructure network, linking development opportunities, urban and rural communities, as well as habitats, and is an important non-designated heritage asset;
  - vi. The significant number of undesignated assets from the period of prolific historical growth in the 19<sup>th</sup> Century that are not protected and could be under threat from loss.

## Core Policy 7 (CP7): The Historic Environment

### Key strategic objective links

SO5: Built and Historic Environment

### Key policy links

DM26: Heritage Assets

### Key supporting docs/evidence

Blackburn with Darwen Conservation Area Character Appraisals and Development Guides (various)  
 Heritage assets local list  
 Lancashire Local List ([local-heritage-list.org.uk](http://local-heritage-list.org.uk))  
[Energy Efficiency and Historic Buildings | Historic England](#)  
 Lancashire Historic Environment Record  
 Historic England Guidance Notes  
 Historic Town Assessment Reports (LCC 2005),  
 Lancashire Historic Landscape Character Report (LCC 2002)



**3.79** Blackburn with Darwen has ancient origins. The towns grew incrementally until the Industrial Revolution, when a major phase of growth and building took place focused on the cotton, paper, engineering and chemical industries, which, in turn, helped create the places we see today. At the time Pennine Lancashire, including Blackburn with Darwen, was the main centre of globally significant industries, home to major producers and the origin of many inventions and developments that changed the nature of manufacturing. The existence of industry on this scale permeated every aspect of our towns. It underpinned the development of major elements of our housing stock and the establishment of transport routes, some of which are still important today, while others have taken on a different role. The architectural styles and materials used at the time in housing, industrial premises and civic buildings remain the towns' main architectural vernacular.

**3.80** As a result, our area has a rich historic environment. It is essential that the most important elements of this are protected as positive assets which will promote ongoing growth. At the same time, the Council does not wish the area to stand still. A key objective therefore is to ensure that change comes forward in a managed way, and is informed by a proper understanding of the evidential, historic, aesthetic and communal significance of the heritage asset.

**3.81** To ensure the historic environment is protected and enhanced, in addition to fulfilling its statutory obligations, the Council will:

- i. Develop a positive strategy to safeguard the future of any heritage assets at risk;
- ii. Promote heritage-led regeneration and development;
- iii. Seek to recognise currently unidentified local heritage assets;
- iv. Produce/update conservation area appraisals and management plans;
- v. Maximise opportunities to increase the understanding and interpretation of the Borough's historic environment.

**3.82** In addition to our designated heritage assets, Blackburn with Darwen also contains a number of buildings and other structures and archaeological sites that are not formally designated as heritage assets, but which nevertheless contribute to the character of the area. Some of these are identified on the Blackburn with Darwen Local List which will be updated as necessary to ensure a comprehensive record of locally important assets, others are included on the Lancashire Historic Environment Record (maintained by the County Council) or may be identified during the planning process. Policy CP7 offers protection to nationally and locally designated heritage assets as well as to undesignated assets including archaeological sites, aiming to maximise opportunities to enhance these assets and their settings.



## Core Policy 8 (CP8): Securing High Quality and Inclusive Design

**3.83** High quality design is essential to making places more attractive, locally-distinctive, sustainable and safe. It can help reduce and mitigate the impacts of climate change, promote healthier lifestyles and create safer and more accessible places for people to live in and use.

**3.84** Good design rests upon analysis of the character of the area to create coherent and interesting places. It should respond to local character and history while not preventing or discouraging appropriate innovation. The Local Plan seeks to plan positively for high quality, inclusive design by creating places that function well, and that establish a strong sense of place for people to live, work and visit. Creating well-designed places that incorporate all aspects of design in an inclusive manner can help to deliver a high quality of life. Policy CP8 sets out our strategic approach to securing high quality and inclusive design in new developments, which focuses on consistency with national design guides, the use of planning briefs and design codes, and the use of design reviews.

### Core Policy 8 (CP8): Securing High Quality and Inclusive Design

1. The Council will require all new development to be of a high standard of design consistent with principles set out in the National Design Guide, the National Model Design Code, and relevant local design guidance. Development that is not well designed will be refused.
2. The Council will require the preparation of masterplans by developers for strategic scale developments<sup>34</sup>, which may include design codes. The Council will consider the use of planning briefs and design codes on other development sites where appropriate.
3. Any proposed development considered to have a significant impact on local townscape or landscape will be expected to complete a design review at an early stage in its design.

#### Key strategic objective links

SO1: Health and Well-being  
SO5: Built and Historic Environment

#### Key policy links

DM27: Design in New Developments

#### Key supporting docs/evidence

National Design Guide (2021)  
National Model Design Code (2021)  
Sport England and Public Health England Active Design (2015)  
Local Design Guide documents as referenced in Policy DM27

<sup>34</sup> Includes site allocations H195, E179, MU210 and MU211

**3.85** The NPPF makes clear that creating high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve<sup>35</sup>. By way of providing additional guidance on this element of the NPPF, the National Design Guide and National Model Design Code outlines the Government's priorities for well-designed places and these reflect the design criterion set out in Policy DM27: Design in New Developments. The Council will expect all new development schemes to be consistent with these principles and will refuse schemes that are not well designed.

**3.86** Developments will be planned carefully with the use of masterplans and design codes including community engagement through the process. This will help to ensure the integration of new and existing communities as well as creating attractive places to live. In appropriate cases, the Council will expect applicants to complete a design review to consider the design quality of proposals. Such cases may include proposals that are considered likely to have a significant impact on local townscape or landscape, through size, scale or location, or include proposals that set a standard for a local area or where design is a central issue. To maximise effectiveness, a design review should begin in the early stages of a development design. The [Places Matter](#) design review is an independent organisation, hosted by RIBA, and comprised of local design experts who sit together as a panel to consider schemes and provide advice on design. The aim of the Panel is to promote and encourage high standards in design of the built environment across the North West.



35 National Planning Policy Framework (July, 2021)

## Core Policy 9 (CP9): Transport and Accessibility

**3.87** An effective transport network is needed to support a strong economy and community, and is a key part of the 'Balanced Growth' Strategy. The Local Plan must ensure that new development is located in the most sustainable locations and is accessible by a choice of active travel modes, including walking, cycling and public transport. This will help reduce the need for people to travel by car for services and recreation, minimise congestion, improve road safety, contribute to a healthier lifestyle and meet climate change emissions reduction targets.

**3.88** Policy CP9: Transport and Accessibility sets out the approach the Council will adopt in managing the transport implications of development.

### Core Policy 9 (CP9): Transport and Accessibility

1. New development will be located in the most sustainable locations to minimise the need to travel by car and is easily accessed by non-car means including public transport, walking and cycling. Development which is poorly accessible by non-car means will only be permitted in exceptional circumstances.
2. New development which is likely to generate significant numbers of car journeys will be required to:
  - i. provide a travel plan setting out the measures that the developer, either alone or in conjunction with neighbouring uses, shall adopt to reduce reliance on the use of the private car for journeys to and from the site; and
  - ii. be supported by a transport statement or transport assessment, identifying the effects of the proposals on existing transport systems. Where necessary, developers or operators will provide or contribute to such enhancements of the transport network as are necessary to accommodate these effects.



## Core Policy 9 (CP9): Transport and Accessibility

<b>Key strategic objective links</b>	SO1: Health and Well-being SO2: Accessibility SO4: Sustainable Transport
<b>Key policy links</b>	DM29: Transport and Accessibility DM38: Major Infrastructure Schemes
<b>Key supporting docs/evidence</b>	Connectivity Studies (2020) Local Plan Transport Study: Volume 1 Baseline Report (2020) Local Plan Transport Study: Volume 2 Assessment and Mitigation Report (2021) Strategic Employment Site Transport Study (2021) South-east Blackburn Transport Strategy (2021) Local Transport Plan (2011-2021) – LTP3 Emerging Joint Lancashire Local Transport Plan – LTP4 DfE Manual for Streets (2007) DfE Manual for Streets (2010)  Appendix G: Sustainable Transport & Movement SPD

**3.89** A number of transport evidence base documents have been prepared to support the Local Plan. These appraise the potential impact of proposed growth sites on the local pedestrian, cycling, public transport and highway networks. They have also identified a wide range of potential interventions and a strategy for improvements to adequately support new developments. These improvements range in scale from strategic to local in nature. Suggested improvements are identified in the Council's Infrastructure Delivery Plan which sits alongside the Local Plan.

**3.90** Local policy encourages all new development to be located in the most sustainable locations to minimise the use of private transport and encourage the use of public transport and active travel. Development which is poorly accessible by non-car means will only be permitted in exceptional circumstances and where sufficient justification is provided. This may include proposals in rural areas, for example, the conversion of buildings in the countryside, where public transport services are limited or pedestrian access by road is difficult.

**3.91** The Blackburn with Darwen Local Transport Plan (LTP3) provided a long term strategy and delivery programme of transport investment and service improvements for the period 2011-2021. A number of transport schemes identified in LTP3 have been successfully delivered, including the Freckleton Street link road, Clitheroe to Manchester rail enhancements and the Pennine Reach rapid bus transport scheme. Work is now progressing between the three Transport Authorities of Blackburn with Darwen, Blackpool and Lancashire to prepare a Joint Lancashire Local Transport Plan 4 (LTP4) covering the period 2021-2046. Emerging key themes are:

- Improving access into, between and within areas of economic growth and regeneration;
- Improving people's health, safety, quality of life and wellbeing;
- Reducing the environmental impact of transport; and
- Maintaining our assets.

**3.92** Additional work is ongoing on other transport plans and strategies such as a local Bus Service Improvement Plan (BSIP) and a Local Cycling and Walking Infrastructure Plan (LCWIP). These will be incorporated into a local delivery/ implementation plan for the Borough once complete.

**3.93** Public health considerations including the direct health impacts of air pollution, road transport emissions and an invigorated focus on active travel modes are likely to feature prominently within the plan. LTP4 is programmed for adoption in 2022.

**3.94** Initial projects identified in the emerging LTP4 are contained within the IDP and include electric charging vehicle points in the town centres, Blackburn Railway Station redevelopment and the development of new Public Rights of Way in and around Darwen. Any additional updates required to the IDP following adoption of LTP4 will be made accordingly.

**3.95** The policy agenda around smart cities is expected to develop considerably in future years and has the potential to radically change the Borough by the end of the plan period, helping the area to function more effectively. Ambitions and opportunities in this policy area that will have implications on new development in the Borough will be taken into account at the next Local Plan Review stage.

**3.96** The Council will prepare a Sustainable Transport and Movement Supplementary Planning Document (SPD) to provide additional guidance on implementing and monitoring Policy CP9 (and Policy DM29). The SPD's scope will cover Travel Plans (their formulation, implementation and monitoring arrangements), Car Parking Standards, and the Council's Local Cycling and Walking Infrastructure Plans.

**3.97** To help support the transition to carbon neutrality, the Council's Climate Impacts Framework (CIF) will be used to assess the extent to which relevant developments have considered accessibility and transport, for example, whether developments are within reasonable walking distance of bus stops, rail stations and key services. More information will be provided through the Climate Impacts Framework SPD.

# Economy

## Core Policy 10 (CP10): The Economy and Skills

**3.98** The provision of appropriate land for businesses to invest, expand and adapt is a key part of the Balanced Growth Strategy of the Local Plan. The Plan must ensure that businesses are supported to help create new jobs and also protect existing jobs – a healthy, diverse jobs market is a fundamental part of the area's long-term future.

**3.99** Core Policy CP10: The Economy and Skills seeks to do this in three key ways:

- by providing a portfolio of new development land to accommodate a wide variety of different types of businesses at different stages of their growth;
- by protecting existing employment areas, particularly the highest quality sites, supporting their flexible expansion and the re-configuration of existing premises; and
- by supporting the retention of, and improvements to, educational infrastructure in the Borough.

## Core Policy 10 (CP10): The Economy and Skills

### Employment Land Requirement and Location

1. The Council will seek to deliver at least 46.4ha of new employment land<sup>36</sup> over the period 2021-2037. A range of employment and mixed-use sites will be allocated (or permitted) to support future jobs growth, provide increased choice to the market, and to account for future anticipated losses (replacement demand).
2. Site allocations are identified in the Employment Growth Allocation Policies. A new strategic employment site (Policy E179) at Junction 5 of the M65 will be allocated to ensure delivery of the qualitative and quantitative employment land requirements for this Plan period.

### Existing Employment Areas

3. The Council will continue to protect existing employment areas from re-development for alternative uses. Losses in the existing employment land supply will be resisted in line with the hierarchical approach to existing employment sites set out in Policies DM30–DM32<sup>37</sup>.

### Education Establishments

4. The change of use or redevelopment of educational establishments will only be permitted if they are proven surplus to educational requirements.

The extension or expansion of existing educational facilities, and creation of new facilities, will be supported subject to their accordance with the criteria of other relevant policies within the Local Plan.

<sup>36</sup> Employment floorspace includes office, industrial and warehousing

<sup>37</sup> These policies identify existing 'primary', 'secondary' and 'other' additional existing employment areas

## Core Policy 10 (CP10): The Economy and Skills

<b>Key strategic objective links</b>	SO10: Employment SO11: Education and Skills
<b>Key policy links</b>	DM30: Primary Employment Areas DM31: Secondary Employment Areas DM32: Protection and Re-use of Existing Employment Sites E179: Junction 5 Strategic Employment Site
<b>Key supporting docs/evidence</b>	Housing and Economic Needs Assessment (2021) Employment Land Review (2019) Strategic Employment Site Planning and Economic Case (2020)  Appendix G: Junction 5 Strategic Employment Site Masterplan (TBC)

### Employment Land Requirement

**3.100** The Council's Housing and Economic Needs Assessment (HENA) (2021) sets out a realistic economic growth scenario for the Borough. It concludes a minimum need for 198,451sqm of new employment floorspace in the Borough over the period 2021-2037. Creation of new employment floorspace at this scale will help to facilitate net growth of around 5,000 new jobs. It will also align with the proposed housing growth set out in Policy CP4: Housing Development.

**3.101** Converted to land requirements the HENA highlights that a minimum of 46.4ha of new land is required over the Plan period 2021-37. The HENA identifies a potential further 34.3ha of land as being justified for allocation to ensure increased choice in the market (a land buffer) and to ensure that the impact of historic and future losses of employment land is minimised.

**3.102** Policy CP10 plans for the minimum land requirement to ensure that the economic growth scenario is fully supported. A portfolio of sites is identified in the Local Plan (including existing commitments) that can accommodate around 270,000sqm of new employment floorspace. This equates to a buffer of around 47% (on identified floorspace requirements). This approach will allow sufficient flexibility and ensure that a choice of sites is made available to support delivery of the minimum floorspace requirements.

**3.103** Available land includes a proposed new strategic employment site at Junction 5 of the M65, and a range of other employment and mixed-use land allocations. Details of all sites and their expected delivery of new employment floorspace are set out in Appendix C.



**3.104** Development of the new strategic employment site will be expected to follow a masterplan-based approach to avoid potential piecemeal development and ensure that appropriate infrastructure is delivered at the right time. The Council will need to agree on any masterplan prior to development taking place.

### Existing Employment Areas

**3.105** Alongside the provision of new employment sites, the Council will focus on protecting existing employment areas. A number of Development Management policies (DM30-32) set the detailed policy framework for these areas.

### Education establishments

**3.106** Existing educational establishments (referring to all types of provision including further and higher education) will be protected and enhanced through the Plan period in accordance with Policy CP10. This will help ensure that the Borough attracts and retains skilled and qualified people. Policy CP10 is also clear in supporting new facilities in principle to help ensure the faster delivery of public service infrastructure in line with the NPPF. Where the loss of educational facilities may impact on school playing fields Policy DM20: Playing Fields, Indoor and Outdoor Sports Facilities, will apply.

## Core Policy 11 (CP11): Town Centres and Commercial Development

**3.107** Promoting the growth of commercial development and other town centre uses such as leisure, entertainment, offices, education, arts, culture, tourism facilities and housing is important for maintaining the vitality and viability of existing centres in the Borough and ensuring that they continue to act as a focus for the community.

**3.108** Policy CP11 identifies the Borough's hierarchy of centres and sets out the scale and type of investment that should be encouraged in each. These centres are identified on the Policies Map and fall under four tiers: Blackburn Major Town Centre (Tier 1); Darwen Town Centre (Tier 2); District Centres (Tier 3); and Local Centres (Tier 4).

### Core Policy 11 (CP11): Town Centres and Commercial Development

1. Proposals for commercial development (Use Classes E(a-f)), other main town centre uses (including leisure), and uses that can support the future vitality and viability of the centre will be directed in accordance with the following centre hierarchy:
  - i. **Blackburn Major Town Centre (Tier 1)** – is the major sub-regional shopping centre and the principal location for new commercial, leisure and other main town centre development, particularly that of a larger scale. The strategic mixed-use sites (MU210 and MU211) will be expected to play a key role in the future development of the town centre, alongside wider regeneration and development within the Blackburn Town Centre East Investment Area, as shown on the Policies Map. The investment area will seek to increase town centre living and support skills/jobs creation. Development of these sites will be supported by a masterplan.
  - ii. **Darwen Town Centre (Tier 2)** – is an important commercial centre for the south of the Borough, providing significant comparison and convenience retailing services for its distinct local community. The Darwen Town Investment Plan<sup>38</sup> will be expected to play a key role in the future development of the town centre, in regenerating and developing the town centre core.
  - iii. **District Centres (Tier 3)** – the District Centres consist of more localised commercial uses and community facilities and services that help to reduce the need to travel and contribute towards more sustainable and neighbourhood-scale living.
  - iv. **Local Centres (Tier 4)** – these Centres contain smaller clusters of commercial units and play a key role in supporting 20-minute neighbourhoods.
2. Proposals for development of any main town centre use outside the hierarchy of designated centres that is of an appropriate scale for the location may still be permitted where the sequential test can be satisfied<sup>39</sup>.
3. Retail proposals located outside the hierarchy of designated centres and above gross floorspace thresholds set out in Policy DM35 will also be required to undertake a retail impact assessment<sup>40</sup>.

<sup>38</sup> Supported by a combination of Darwen Town Deal funding, other public, private and third sector investment

<sup>39</sup> NPPF (July 2021)

<sup>40</sup> In line with the NPPF

## Core Policy 11 (CP11): Town Centres and Commercial Development

### Key strategic objective links

SO12: Town Centres

### Key policy links

DM33: Town Centres

DM34: District and Local Centres

DM35: Assessing Applications for Main Town Centre Uses

DM36: Local and Convenience Shops

MU210: Former Thwaites Sites, Starkie Street, Blackburn

MU211: Former Markets Site, Penny Street, Blackburn

### Key supporting docs/evidence

Retail and Leisure Study (2019)

Retail and Leisure Study update (2021)

Local Centres Methodology (2021)

Darwen Town Investment Plan (TIP) (2021)

Appendix G:

Blackburn Town Centre East Development Framework (2021)



**3.109** The Council's Retail and Leisure Study (completed in 2019 and updated in 2021) provides an assessment of retail and leisure needs over the Plan period. It also reviewed the health of the Borough's town and district centres. A comprehensive review of smaller local centres has also taken place to help define a four-tier centre hierarchy in the Borough. Policy DM34 provides further details on the individual breakdown of District/Local centres that are not set out in Policy CP11.

**3.110** The Retail and Leisure Study confirms that there is no quantitative capacity to support additional retail floorspace over the Plan period. However, qualitative improvements to retail provision may be justified in some parts of the Borough.

**3.111** Other main town centre uses will be supported in particular a need for new food and drink outlets in Blackburn. The strategic mixed-use sites will be expected to deliver a range of uses to support the future vitality and viability of the town centre, which may include employment uses, residential (as part of a town centre living strategy) and educational facilities. A masterplan will be prepared to support delivery of the strategic mixed-use sites as part of investment in the wider area shown on the Policies Map (Blackburn Town Centre East Investment Area).

**3.112** The Council is supportive of the concept of creating '20-minute neighbourhoods', the idea that people can meet most of their daily needs by taking a 20-minute walk. The identification of a network of Local Centres within the centre hierarchy helps to support this concept. The identification of Local Centres in the new Local Plan is not a commitment to provide a specific number or set of services at each of these locations. It is a means to assist the provision of more compact, connected neighbourhoods where this is possible through new developments arising over the Plan period. Creation of neighbourhoods where people can meet their everyday needs within a short walk or cycle will help to achieve many cross-cutting benefits and objectives of the Local Plan. Further details are provided in Policy DM34: District and Local Centres.

**3.113** Proposals in other locations outside of defined centres will be supported: where they are of an appropriate scale; where they can assist in improving accessibility to key services and helping to create walkable neighbourhoods; and where they can satisfy the sequential test for retail set out in the NPPF and Policy DM33.

## Core Policy 12 (CP12): Infrastructure and Delivery

**3.114** The growth identified in the Local Plan will increase demands on physical infrastructure such as roads, social infrastructure (which includes health and education facilities) and green infrastructure such as open spaces. The Council will work with relevant providers to help bring forward any required infrastructure.

**3.115** Policy CP12: Infrastructure and Delivery outlines the types of infrastructure required to support the level of growth set out in the Local Plan and how this infrastructure will be delivered.

### Core Policy 12 (CP12): Infrastructure and Delivery

1. Development proposals will be expected to contribute to the provision of new infrastructure, or the improvement/replacement of existing infrastructure, that is required to meet the needs arising from the development, to mitigate its impacts, and/or to serve the needs of the wider area.
2. Appropriate matters to be funded by planning contributions include, but are not limited to:
  - i. Affordable housing
  - ii. Education provision
  - iii. Transport and travel improvements
  - iv. Highways infrastructure
  - v. Health infrastructure
  - vi. Community facilities
  - vii. Open space, public realm and leisure
  - viii. Flood defence and water management
  - ix. Biodiversity net gain and environmental improvements
  - x. Carbon reduction including decentralised energy<sup>41</sup>;
  - xi. Digital infrastructure
3. Delivery of appropriate infrastructure necessary as a result of new development may include direct provision of on-site or off-site infrastructure that will be secured by:
  - i. Section 106 (S106) planning obligations (or other legally binding agreements) (including monitoring fees); or
  - ii. Section 278 conditions for delivery of offsite highway works.
4. In agreeing any S106 requirements, the Council will take into account the total contribution liability incurred by developments arising from all policy and site-specific requirements. Its objective will be to ensure that the overall level of contribution required will allow developments to remain viable, wherever this is compatible with securing essential works that are fundamental to the acceptability of the proposal. It will also seek to ensure a balance of contributions towards mitigating economic, social and environmental related infrastructure impacts wherever feasible.
5. Where a developer seeks to negotiate a reduction in the policy requirements that would normally apply to development, or a form of development that would not normally be acceptable, on grounds of financial viability, the Council will require the developer to supply evidence as to the financial viability of the development.

<sup>41</sup> This could include contributions towards an Environment Fund including carbon-offset monies. The Council will set out details of any such scheme in appropriate supplementary planning documents

## Core Policy 12 (CP12): Infrastructure and Delivery

6. Infrastructure must be provided in a timely and, where appropriate, phased manner to serve the occupants and users of the development. For sites that are proposed for delivery over a number of phases/years, a Phasing and Delivery Strategy will be required to be submitted as part of the planning application.

### Key strategic objective links

SO1: Health and Well-being  
 SO2: Accessibility  
 SO6: Natural Environment  
 SO7: Climate Change  
 SO11: Education and Skills

### Key policy links

DM38: Major Infrastructure Schemes

### Key supporting docs/evidence

Infrastructure Delivery Plan (2021)  
 Plan Viability Study (2021)  
 Appendix G:  
 Developer Contributions SPD (TBC)

**3.116** The provision of high quality infrastructure to support Local Plan growth will be a key element of delivering the Balanced Growth Strategy set out in Policy CP1. To support Policy CP12 and comply with national policy the Council has prepared an Infrastructure Delivery Plan (IDP) that sits alongside the Local Plan. It has been prepared through a process of ongoing engagement with key infrastructure providers.

**3.117** The IDP identifies the main items of infrastructure needed to support the planned development identified in the Local Plan, and includes details on its phasing, costing and delivery. Where appropriate to specific development sites, these are highlighted in the the Growth Allocation policies under the key considerations. The Council will keep the Infrastructure Delivery Plan regularly reviewed and use this to prioritise the infrastructure necessary to support the growth of Blackburn with Darwen.

**3.118** In line with the Balanced Growth Strategy a combination of economic, social and environmental based infrastructure and mitigation will be required over the plan period.

**3.119** Infrastructure improvements set out in the Local Plan and in the IDP will be provided in various ways. This will include new infrastructure, improvements to existing facilities/services or improvement through co-location or expansion of existing services/facilities. Infrastructure improvements will be delivery through a package of measures including S106 developer contributions, S278 conditions, grant funding and local authority funded works.



**3.120** In order to determine the level and range of developer contributions (including 'in kind' or financial contributions that can be sought without prejudicing the financial viability of different types of development in different areas of the Borough), a Plan Viability Study has been prepared as part of the Local Plan evidence base. Any S106 requirements will be sought in line with the full findings of the Plan Viability Study and the NPPF where they are:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

**3.121** The Council will prepare a Developer Contributions SPD to help support the delivery of infrastructure in the Local Plan. It will provide further clarity to developers, officers, stakeholders and local residents about the overall approach to seeking developer contributions. This will include how the Council will apply the Plan Viability Study to determining appropriate S106 requirements for non-allocated sites. It will also expand upon aspects such as how calculations on education contributions will be determined, and how the Sport England Sports Facility Calculator and Playing Pitch Calculator will be used.

**3.122** Environmental Opportunity Areas are identified on the Policies Map. Some of these areas are identified as playing a role in the delivery of biodiversity net gain where this is not feasible on-site. Such schemes would be considered to be part of the appropriate matters to be funded under part 2ix of Policy CP12. The Council will use any Developer Contributions SPD to provide further details on the role that an Environment Fund in the Borough could play in delivering such infrastructure.

**3.123** It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment to be submitted at the application stage. A clear explanation for the reasons why, in accordance with the Planning Practice Guidance<sup>42</sup> (PPG), will be expected. Any reduction in planning contributions will then only be permitted where it can be clearly justified through a robust site-specific financial viability appraisal (FVA). The FVA should be prepared on an open book basis in accordance with the requirements of the PPG and associated RICS Guidance and will include full supporting evidence and explanation to justify all costs and revenues.

**3.124** The level of detail required in such an appraisal will always be proportionate to the scale and complexity of the development proposed. The FVA will be expected to include details of the purchase price for the land and expected developers profit return together with an assessment of benchmark land value prepared in accordance with the PPG. FVAs will be independently appraised and the developer will be expected to pay for this<sup>43</sup>.

**3.125** A Phasing and Delivery Strategy will be required for larger developments that are to be delivered over a number of years/phases. The Strategy must demonstrate communication with infrastructure providers and outline how each phase interacts with other phases. When necessary, the Strategy must be updated to reflect any changing circumstances between each phase(s). Any associated strategies must be consistent with the updated site wide Infrastructure Strategy.

<sup>42</sup> <https://www.gov.uk/guidance/viability>

<sup>43</sup> Full details, including costs, are set out on the Council's webpage at <https://www.blackburn.gov.uk/planning/planning-permission-applications/developer-contributions>

**3.126** Where planning contributions are secured (regardless of the mechanism of securing those funds) the Council will report annually on total payments received, works committed and projects delivered. This information will be set out in the Infrastructure Funding Statement (IFS) and published on the Council's website. The IFS also details the approach to charging monitoring fees as part of S106 agreements in the Borough.



# 4

# DEVELOPMENT MANAGEMENT (DM) POLICIES

## People

### DM Policy 1 (DM01): Health

**4.1** Blackburn with Darwen experiences significantly higher than average levels of poor health among its population. Particular issues are obesity and related illnesses, diseases related to smoking, and the effects of alcohol. The Council and its partners are also particularly concerned about the health of young people, both in terms of immediate term safeguarding and the potential long-term consequences that aspects of their lifestyles will have for their health.

**4.2** Policy DM1 sets out our approach to managing specific developments that influence these issues.

### DM Policy 1 (DM01): Health

#### Health Facilities

1. Improvements in health facilities, including GP surgeries, health centres and dental surgeries will be supported, responding to the changing needs and demands of both existing and new residents, including through:
  - i. The provision of new or improved health facilities as part of new developments;
  - ii. Enabling the continued enhancement and successful operation of the Royal Blackburn Hospital; and
  - iii. Facilitating greater integration of health and social care, and the provision of integrated wellness hubs, including the co-location of health, community and wellness services.

#### Hot Food Takeaways

2. The development of hot food takeaways, or of hybrid uses incorporating such uses, will not be permitted in wards where more than 10% of year 6 pupils are classified as obese<sup>44</sup>.
3. Where the development of a hot food takeaway, or a hybrid use incorporating such a use, is acceptable under paragraph 2, the Council will only consider granting planning permission where:
  - i. There are no more than 3 existing hot food takeaways within 400m of the proposed site;
  - ii. The location and design is acceptable and the proposed use does not detrimentally affect the vitality of the shopping area;
  - iii. there is no harm or loss of amenity to the living conditions of nearby residents, including that created by noise and disturbance from other users and their vehicles, odour and litter; and
  - iv. parking and traffic generation is not a danger to other road users, public transport operators or pedestrians.

<sup>44</sup> This data is published by Public Health England annually through the National Childhood Measurement Programme (NCMP)

## DM Policy 1 (DM01): Health

4. Where appropriate, the Council will consider imposing a condition restricting a business' opening hours to reduce the likelihood of it being visited by young people and impose personal permissions<sup>45</sup> on hot food takeaway applications, working with the business to ensure a healthier offer.

### Local Shops

5. Where the development of a new local shop is acceptable in principle under other policies, planning permission will only be granted where a condition can be imposed that prevents the subsequent establishment of a stand-alone off-licence without the need to apply for planning permission.

### Shisha cafes

6. The Council will regard the development of shisha cafes, or of hybrid uses incorporating such uses, as falling into a sui generis use and will be subject to specific planning control. Developments with these characteristics will not be granted planning permission unless it is very clearly demonstrated that the proposed use will have no negative impact on the health of individuals or the public at large.

### Healthy Food Environments

7. Proposals for new development that will help contribute to a more sustainable, local food network (in terms of food production, distribution, procurement and waste management) will be strongly supported in principle.

<b>Key strategic objective links</b>	SO1: Health and Well-being
<b>Key policy links</b>	CP3: Health and Well-being
<b>Key supporting docs/evidence</b>	<p>Blackburn with Darwen Joint Health and Well-being Strategy 2018-2021</p> <p>Pennine Lancashire Healthier Place, Healthier Future Childhood Obesity Trailblazer Joint Planner Agreement (2021)</p> <p>Planning for Health Supplementary Planning Document (SPD)</p> <p>Eat Well Move More Shape Up Strategy (2022-25)</p> <p>BwD Good Food Plan (2020)</p> <p>Local Authority Declaration on Healthy Weight (2017)</p> <p>Walking and Cycling Plan (2021-24)</p> <p>Alcohol Strategy (2020-22)</p>

<sup>45</sup> This may include restricting menus and other requirements to ensure healthy food choices

**4.3** The Council and its partners are engaged in a range of long-term actions to address the health of the Borough's residents, as well as to encourage people to take greater responsibility for the choices they make themselves. Planning is one aspect of these actions. In some instances a proposed development may have a direct impact on people's health. In other cases it may indirectly contribute to poor health by encouraging or making it easy for individuals to make unhealthy choices. Our evidence clearly shows that making it more difficult for people to make these unhealthy choices reduces the likelihood that they will do so; and that this change in behaviour will improve health outcomes over time.

## Health Facilities

**4.4** The Council will work with the Blackburn with Darwen CCG to ensure that the capacity of health facilities in Blackburn with Darwen increases in line with growing and changing needs. Improving the overall quality and (where needed) capacity of Blackburn with Darwen's primary care facilities will be important to supporting good health and quality of life. It should also help to reduce pressure on hospital facilities. Maximising the accessibility of facilities to residents will promote their use therefore town and local centres will often be a suitable location for them.

**4.5** Health and social care facilities in England have traditionally been administered and accessed separately. As a result of people living longer on average, an increasing number of residents require both health and social care services and Policy DM01 aims to facilitate the integration of the two services.

## Hot Food Takeaways

**4.6** NICE (2010) Guidance<sup>46</sup> on prevention of cardiovascular disease outlines that food from hot food takeaways and the 'informal eating out sector' comprises a significant part of many people's diet. It indicates that local planning authorities should exercise their powers to prevent the establishment of new hot food takeaways where there is local evidence that hot food takeaways are causing harm or there is an over-concentration of existing premises. It recommends that local planning authorities should be encouraged to restrict planning permission for hot food takeaways as well as consider the concentration of hot food takeaways in specific areas to address disease prevention.

**4.7** In 2018, Public Health England published data<sup>47</sup> on the number and density of fast food outlets in local authorities across the country. In England, there was an average of 96.1 hot food takeaways per 100,000 head of population compared to a total of 147.5 outlets per 100,000 population in Blackburn with Darwen. This ranked the Borough 13<sup>th</sup> highest in terms of the density of outlets in the country and the fourth highest in the North West region.

**4.8** Childhood obesity and excess weight are significant health issues for children and their families. There can be serious implications for a child's physical and mental health, which can continue into adulthood. The number of children with an unhealthy and potentially dangerous weight is a national public health concern. 2019/20 figures from the National Child Measurement Programme (NCMP) published by Public Health England highlights 22% of Year 6 children in Blackburn with Darwen were obese, of which 4.5% were severely obese.

<sup>46</sup> National Institute for Health and Care Excellence, Public Health Guidance 25 Prevention of Cardiovascular Disease. London 2010

<sup>47</sup> Obesity and the environment: density of fast food outlets, Public Health England

**4.9** The proportion of food eaten outside the home has increased in recent years which is an important factor contributing to increasing levels of obesity<sup>48</sup>. Food eaten outside of the home is more likely to be high in calories and hot food takeaways tend to sell food that is high in fat and salt, and low in fibre, fruit and vegetables. In response to this, Policy DM01 seeks to prevent the establishment of new hot food takeaways in areas where there are high levels of childhood obesity and where there is a concentration of these uses in a particular area of the Borough, as well as maximising opportunities to encourage people to make healthier food options.

**4.10** The Healthier Place, Healthier Future (HPHF) Childhood Obesity Trailblazer is one of five Childhood Obesity Trailblazer programmes funded by the Department of Health and Social Care. This three-year programme aims to tackle childhood obesity across the Pennine Lancashire area. One of the aims of the trailblazer is to use the planning system to restrict food retailers that do not offer healthier options, introduce 'personal planning permissions' to regulate the opening of new hot food takeaways and to encourage food businesses offering healthy food options to sign up to the 'Recipe 4 Health' scheme.

**4.11** A Planning for Health Supplementary Planning Document (SPD) was adopted by the Council in April 2016. The Council will update this SPD as appropriate following adoption of the new Local Plan.

### Local shops

**4.12** The Council wants to prevent and reduce the harm caused by alcohol. Policy DM01 aims to assist in reducing alcohol consumption in the Borough by controlling the establishment of new off-licences, making it more difficult for people to access alcohol, therefore requiring subsequent permission for any proposals for such use.

### Shisha Cafes

**4.13** Shisha smoking is harmful to health. A study published by the British Medical Journal<sup>49</sup> described shisha smoking as a 'major global public health epidemic' with potential health consequences including acute carbon monoxide poisoning, lung cancer and heart disease. The Council wants to prevent the establishment of new shisha cafes, or hybrid uses incorporating shisha smoking.

### Healthy Food Environments

**4.14** The Council strongly supports the principles of local food growing, distribution and procurement initiatives. Such enterprises strongly reflect all three tiers of sustainable communities (economic, social and environmental) and the Council will encourage and support proposals wherever possible.

<sup>48</sup> Health matters: obesity and the food environment - GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>49</sup> The global epidemiology of waterpipe smoking; Maziak et al; British Medical Journal (2015)

## DM Policy 2 (DM02): Protecting Living and Working Environments

**4.15** Development brings many benefits to local people. It can provide new housing, new or better jobs, or an improved environment. At the same time, it is important that we manage new development so that it does not adversely affect people's lives.

**4.16** Policy DM02 sets out the Council's approach to ensuring the Borough's living and working environments are protected.

### DM Policy 2 (DM02): Protecting Living and Working Environments

1. Development will be permitted where it can be demonstrated that:
  - i. It will, in isolation and in conjunction with other planned or committed development, contribute positively to the overall physical, social, environmental and economic character of the area in which the development is sited;
  - ii. It would secure a satisfactory level of amenity and safety for surrounding uses and for existing and future occupants or users of the development itself, with reference to noise, vibration, odour, light, dust, other pollution or nuisance, privacy / overlooking, open space provision and the relationship between buildings;
  - iii. In the case of previously developed, other potentially contaminated or unstable land, a land remediation scheme can be secured which will ensure that the land is remediated to a standard that provides a safe environment for occupants and users and does not displace contamination. Any development identified as being located in Coal Authority High Risk Areas will be expected to submit a Coal Mining Risk Assessment;
  - iv. The development will have a neutral or positive impact on air quality. A comprehensive mitigation strategy will be required for any development likely to give rise to a deterioration of air quality; and
  - v. The development incorporates positive measures aimed at reducing crime and improving community safety, including appropriate detailed design, the provision of adequate facilities for young people, and the creation of a suitable mix of uses.

<b>Key strategic objective links</b>	SO1: Health and well-being
<b>Key policy links</b>	CP3: Health and Well-being
<b>Key supporting docs/evidence</b>	Blackburn with Darwen Air Quality Planning Advisory Note (2018) Blackburn with Darwen Residential Amenity Planning Advisory Note (TBC)

**4.17** Some development can have a very direct impact on people close to it. It is important that planning manages this impact and ensures that no-one suffers from unsatisfactory conditions as a result of new development. The NPPF is clear that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. To this end, all development must have regard to its actual or potential impact on people's living and working conditions and the existing operations of adjacent premises.

**4.18** The protection of amenity covers both living and working conditions. This means firstly that new development should provide for adequate day-to-day living and working conditions for those who will be occupying it. Secondly, it means that development should not have undesirable amenity impacts on the living conditions of neighbouring residents or compromise the continued operation of uses and activities which are already established in the locality. Further details on how the Council will protect residential amenity through the planning process will be set out in a Residential Amenity Planning Advisory Note.

**4.19** When considering development proposals, the Council will consider the risk of pollution arising from contamination and the impact on human health, property and the wider environment. Contamination is not, however, restricted to previously developed land but it can also occur on greenfield sites and it can arise from natural sources as well as from human activities. Developers should undertake a preliminary risk assessment to identify any contamination on site. Where sites are known to be contaminated, or where contamination is subsequently discovered, any development proposals on the land will only be permitted where it can be demonstrated that the contamination can be mitigated.

**4.20** The stability of land, insofar as it affects potential land uses, is a material consideration that should be taken into consideration when determining planning applications. As well as the health and safety risks associated with the collapse of former workings, new development could also disturb mine gases and present a risk of explosion. The Coal Authority High Risk Areas are indicated on the planning constraints map and applicants will be expected to submit a Coal Mining Risk Assessment if located in these areas.

**4.21** Air quality has a significant impact on public health, both in terms of mortality and on people's quality of life. Local Planning decisions have an important role to play as they influence how and where air pollution is emitted, and whether new people are brought into existing areas of poor air quality. The Council has declared four Air Quality Management Areas: Intack; Bastwell; Blackamoor and Four Lane Ends where air quality exceeds the national air quality objectives. The Blackburn with Darwen Air Quality Planning Advisory Note (2018) identifies how developers can take action that will reduce the health impacts associated with development and transport emissions. It seeks to apply a proportionate and consistent approach to addressing air quality concerns, identifying when and how to assess air quality, and the appropriate mitigation required. Applicants should refer to this guidance where relevant.



  
KINGSWOOD  
HOMES

SHOW HOME

## DM Policy 3 (DM03): Housing Mix, Standards and Densities

**4.22** The HENA highlights a range of factors that will influence the demand for different sizes of homes, including demographic changes, future growth in real earnings and households' ability to save, economic performance and housing affordability. The Council seeks to widen the choice of housing types in the Borough, continuing a move away from the dominance of smaller terraced housing stock. The latest evidence set out in the HENA should be used to guide the mix on larger development sites. Where more specific housing mixes are considered appropriate in any site allocations, these will be set out in the appropriate development considerations policy or design code documents.

### DM Policy 3 (DM03): Housing Mix, Standards and Densities

1. All new major housing schemes will be expected to widen the choice of housing types available in Blackburn with Darwen, reflecting the Council's latest evidence of housing need and market demand.
2. All new dwellings must comply with the nationally described space standards, and optional higher water efficiency standards (equivalent to 110 litres/person/day).
3. In residential developments of 10 dwellings or more, at least 20% of homes should be deemed appropriate to accommodate the needs of older and vulnerable people unless specific site conditions make this impractical or unviable. The nature of this provision will be determined on a site-by-site basis depending on demand in a particular area and the site context and may incorporate bungalow provision or accessible and adaptable homes in accordance with Part M4(2) of the Building Regulations.
4. In residential schemes of 10 dwellings or more, the Council will seek 5% of new homes to be wheelchair adaptable in accordance with Part M4(3) of the Building Regulations unless site specific factors or other circumstances are demonstrated to make the site unsuitable or unviable.
5. To ensure the best use of land and buildings new housing developments will be expected to achieve minimum density standards of 45 dwellings per hectare (dph) (net developable area) in town centres and other locations that are well served by public transport. Minimum densities of between 30-35dph (net developable area) will be considered appropriate in other locations.
6. Other variations in density may be needed, for example, to mitigate harm to a heritage asset and/or relate to local character. Densities will be expected to have a positive relationship with the existing character of a place, any distinctive features, the historic environment and the surrounding landscape. Site-specific densities may be introduced through area-based character assessments, design guides, design codes or masterplans in line with the NPPF.
7. Design and access statements will be required to clearly set out which of the relevant standards required by Policy DM03 will be met through the development. Requirements of Policy DM03 apply to all new dwellings, including those created through conversion or subdivision.

## DM Policy 3 (DM03): Housing Mix, Standards and Densities

### Key strategic objective links

SO1: Health and Well-being  
SO3: Housing needs  
SO5: Built and historic environment

### Key policy links

CP4: Housing Development  
CP12: Infrastructure and Delivery

### Key supporting docs/evidence

Housing and Economic Needs Assessment (2018)  
Housing and Economic Needs Update (2021)



## Housing mix

**4.23** Analysis set out in the 2018 Housing and Economic Needs Assessment provides the latest evidence on an appropriate mix of housing for the Borough. The table below sets out the mix broken down by market and affordable homes and is a starting point for considering the most appropriate mix in new developments.

**Table 4: Required housing mix by tenure**

House Type	1-bed	2-bed	3-bed	4+-bed
Market housing	0-5%	35-40%	40-45%	15-20%
Affordable home ownership	20-25%	45-50%	25-30%	0-5%
Affordable rent	30-35%	30-35%	25-30%	5-10%

**4.24** In applying these mixes to individual development sites the Council will have regard to the nature of the development site and character of the area. It will also take into account any up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.



## Housing standards

**4.25** The National Planning Practice Guidance provides the basis for the Council to set standards relating to the optional technical standards on space, water and accessibility. The Council has used its HENA and Plan Viability Study to inform the requirements for these standards in the new Local Plan. The construction costs of the optional technical standards have all been applied in the Local Plan Viability Study. This work has involved specific consultation with the development community. Evidence demonstrates that the standards are needed and deliverable. In accordance with Policy CP12(6), applicants will therefore need to submit evidence of any site-specific factors or other circumstances that can demonstrate why the site may be unsuitable or unviable and therefore policy requirements cannot be met, for example where step free access cannot be achieved.

**4.26** The HENA highlights a notable increase projected in the older person population over the plan period, with the total number of those aged 65 and over expected to increase by over 28%, and those aged 80 and over expected to increase by 46%. Given this trend, and the higher levels of disability and health problems amongst older people and other vulnerable groups, there is likely to be an increased requirement for suitable housing. This could include bungalows and/or homes built to the M4(2) and/or M4(3) accessibility standards.

**4.27** The northwest is an area of Moderate water stress and may be able to be a water exporter to areas of water stress by 2050. This will only be feasible if demand is managed as the region grows and drops from the current average of 134 litres per capita per day to 110 litres by 2050. The Council will require the optional water efficiency standard of 110 litres per person per day, as described in Part G of Schedule 1 to the Building Regulations 2010, in all new residential development to improve security of supply.

## Densities

**4.28** The minimum density standards specified in Policy DM03 are applicable to any application involving residential use. Consideration of optimal density for making the most effective use of land should include an assessment of local market conditions and viability, local prevailing character, and ensure that a scheme maintains high quality design. Supporting documents to some site allocations may demonstrate that alternative densities are more applicable, details will be set out in relevant development considerations policies.

## DM Policy 4 (DM04): Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople Sites

**4.29** The accommodation needs of the Gypsy and Traveller and Travelling Showpeople communities set out in Policy CP4: Housing Development is one part of the overall picture of new housing requirements in Blackburn with Darwen. Planning for these needs involves addressing a wide range of linked issues including access to education for young people, health and social care which are all covered by Policy DM4 below.

### DM Policy 4 (DM04): Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople Sites

1. The following criteria will be used in determining planning applications for Gypsy, Traveller and Travelling Showpeople Sites.

In terms of their broad location sites will:

- i. Have good access to local services and facilities; and
- ii. Be primarily located within urban areas.

In terms of their specific location, the site will:

- iii. Be in an area of low flood risk;
  - iv. Safeguard the health of occupiers and provide a satisfactory level of amenity for them, by reference to a range of factors including but not limited to the space available for each family, noise, odour, land contamination, other pollution or nuisance, and the disposal of refuse and foul water;
  - v. Have good vehicular and pedestrian access from the highway, be in reasonable proximity to public transport accessibility, and prioritise walking and cycling;
  - vi. Not give rise to an unacceptable impact on amenity for users in the vicinity of the development, or, in the case of nearby commercial users, result in the imposition of new constraints on the way in which such users can operate their business.
2. Self-sought provision will be positively considered where it accords with this policy and other relevant policies in the Local Plan. Transit sites should provide safe and convenient access to road networks and be located so as to cause minimum disruption to surrounding communities. Land contamination, flood risk issues and any health and safety risks that may arise for occupants from adjoining land uses, must also be considered.

#### Key strategic objective links

SO1: Health and Well-being  
SO3: Housing Needs

#### Key policy links

CP4: Housing Development

#### Key supporting docs/evidence

Gypsy and Traveller Accommodation Assessment (2019)

**4.30** One of the overall aims of our Local Plan is to widen the choice of housing that is available in Blackburn with Darwen. This is an important way in which planning can help people from all backgrounds to fulfil their aspirations, and can create sustainable and cohesive communities. At the same time, it is important that new development comes forward in a planned and managed way, so that potentially competing objectives can be balanced, and any potential negative impacts of development dealt with at the planning stage.

**4.31** New Gypsy and Traveller sites should be planned sensitively to take account of the needs of both the travelling and settled communities. Specific considerations Policy DM4 addresses include:

- The promotion of integrated co-existence between the site and local community;
- Access to local schools to enable Gypsy and Traveller children to attend school regularly;
- Access to local shops;
- Access to employment opportunities;
- Consideration of the effect of local environmental quality, such as noise or air quality, on the health and well-being of any Gypsy and Traveller or others as a result of the development.

**4.32** In order for Gypsy and Traveller sites to benefit from convenient access to facilities and services such as health and education, the Borough's urban areas will be the first preference for the development of new pitches.

## **DM Policy 5 (DM05): Rural Exception Sites**

**4.33** Policy DM05 sets out our approach to assessing proposals for development located outside of village boundaries to meet a local affordable housing need.

### **DM Policy 5 (DM05): Rural Exception Sites**

1. Outside the defined Urban Area and Village Boundaries, planning permission for residential development not specifically allowed for by other policies will only be granted where all the following criteria are met:
  - i. A need is identified for affordable housing in the locality;
  - ii. It is demonstrated that land is not available to accommodate the development within the defined boundary of the village nearest to the proposed development and any others as may be appropriate;
  - iii. The occupancy of the dwellings can be restricted to individuals accepted as requiring affordable housing in the locality; and
  - iv. The dwellings provided will be made available as affordable housing in perpetuity.
2. Where a new dwelling or dwellings are acceptable in principle under this policy, they shall in the first instance be located on land immediately adjoining the existing boundary of a village. New build dwellings in the open countryside will not be acceptable under this policy.

## DM Policy 5 (DM05): Rural Exception Sites

3. Where it can be demonstrated to the satisfaction of the Council that market housing is essential to cross-subsidise the delivery of affordable housing on rural exception sites:
- i. The proportion of market housing must not exceed 50%; and
  - ii. The market and affordable housing must not be distinguishable in design quality.

<b>Key strategic objective links</b>	SP3: Housing
<b>Key policy links</b>	CP4: Housing Development
<b>Key supporting docs/evidence</b>	Housing and Economic Needs Assessment (2021) Affordable Housing Guide for Developers SPD (TBC)

**4.34** In certain circumstances, small, predominantly affordable housing developments to meet local needs will be permitted outside but adjacent to defined settlement boundaries where ordinarily there is a policy constraining new housing development. To enable this exception, it needs to be demonstrated that there is a proven need for the number and type of dwellings proposed, and that the Council is satisfied that the affordable housing will remain affordable and exclusively available for local needs in perpetuity. When considering the suitability of rural exception sites it should be demonstrated to the satisfaction of the Council that there are no suitable and deliverable previously developed sites that could comply with the policy before consideration is given to the release of a greenfield site.

**4.35** The Council expects all rural affordable housing proposals submitted under this policy to be accompanied by a local housing need survey. This will provide information on the number of households that are currently and likely to be in housing need in the next five years, their incomes and the type of accommodation required to meet their housing need. When a proportion of market housing is also proposed, the local housing needs survey must identify the type of market housing that is required. If a survey of local housing need supporting an application has been conducted more than four years prior to a planning application being submitted, the Council will require the housing need and affordability data to be updated.

**4.36** Any proposal that includes market housing must include a robust, independently-prepared and audited viability assessment of the proposed development, prepared on an open book basis. This is needed for the Council to assess whether the market element of the proposal is justified. The extent of the funding gap to be bridged in order for the proposal to be viable, including the income from cross-subsidy generated through open-market sales that will assist in creating the additional scheme revenue that can fund the affordable housing on the site without requiring additional public subsidy, must be clearly set out.

## DM Policy 6 (DM06): Houses in Multiple Occupation (HMOs)

**4.37** Over recent years Blackburn with Darwen has seen a considerable increase in the provision of HMO accommodation across the Borough. Evidence demonstrates that this has included providing for needs imported from outside of the Borough. The Council now considers there to be an over-provision of such accommodation. Concentrations of HMOs (including hostel provision) have significant impacts on the Council's ability to address the housing supply imbalance, increasing the stock of small, poor quality housing in the Borough. They also have been associated with a significant increase in the demand for a wide variety of frontline services from substance abuse, homelessness, social care, police and ambulance services.

**4.38** Policy DM06 therefore seeks to prevent any new HMO developments coming forward over the plan period. This will help to widen the choice of high quality, safe and healthy homes in line with Strategic Objective 3, and help to support ambitions for regeneration of the town centres.

### DM Policy 6 (DM06): Houses in Multiple Occupation (HMOs)

1. Proposals for new HMOs, including hostel accommodation, will not be permitted in any part of the Borough during the plan period. This applies to both new build development and proposed conversions of existing dwellings or buildings.
2. Occupancy conditions may be imposed on planning applications for other forms of accommodation to prevent them from becoming HMOs in the future.

#### Key strategic objective links

SO1: Health and well-being

SO3: Housing needs

SO5: Built and Historic Environment

#### Key policy links

CP4: Housing Development

#### Key supporting docs/evidence

Blackburn with Darwen HMO Licence Register

**4.39** Houses in Multiple Occupation (HMOs) (including hostel provision) have an important role to play in a balanced housing market, contributing to the overall supply of cheaper accommodation in the Borough, particularly for students, young people and those on lower incomes. However, larger scale HMO properties, and over provision in general of HMOs in an area, can lead to significant social and environmental problems.

**4.40** Blackburn with Darwen has areas of poor quality housing in the Borough, particularly in the private rented sector. Furthermore the dominance of terraced housing in many parts of the Borough means that there is a limited choice of housing available, and residents may suffer problems such as overcrowding, lack of amenity space, noise and inconvenient or unsafe access. These issues are often increased when dwellings are converted to Houses in Multiple Occupation (HMOs). The nature of Blackburn with Darwen's housing areas means that these issues are concentrated into particular areas. This is resulting in fundamental changes to the character of the local area, and for an area's housing choice to be skewed away from family accommodation or become dominated by a single, narrow sector of the market. This impacts negatively on the image of a neighbourhood and hence on demand, both from potential residents who are in a position to choose where they live, and from developers.

**4.41** The Council regards this as an undesirable outcome and Policy DM06 seeks to restrict new HMO development to support the strategic objectives for the Borough and to help prevent further increased pressure on resources for local services and infrastructure. The Council will use the combination of policies set out in the Local Plan, Article 4 Directions, and appropriate Supplementary Planning Documents to help achieve these policy aims.

**4.42** Where justified, the Council may impose occupancy conditions on any planning permission for other forms of accommodation that may otherwise revert to HMO use or alternative inappropriate accommodation (for example temporary sleeping accommodation such as Airbnb) without the need to seek further planning approval. This is to ensure the Council can continue to manage HMO/temporary accommodation to protect local amenity. Conditions will be justified where the Council determine occupancy restrictions are needed to protect local amenity.

**4.43** In February 2012 the Council introduced an Article 4 Direction within a number of wards in the Borough (Shear Brow, Corporation Park, Wensley Fold, Mill Hill, Ewood, Sudell and Sunnyhurst). This removes permitted development rights enabling the conversion of a C3 dwelling house to a C4 'small' HMO with 3-6 occupiers within these areas. The Council will seek to extend the use of Article 4 Directions to other appropriate areas to fulfil the intended policy aims of DM06.



## DM Policy 7 (DM07): Conversion of Buildings in the Countryside

**4.44** A key objective of our Local Plan is to manage change in Blackburn with Darwen's rural areas in a way that ensures they have a sustainable future. One aspect of this is to create scope for redundant buildings to be re-used. This can assist in maintaining the viability of farms, either through diversification of the farm business itself or through the release of part of the farm's holding; and can introduce new uses into the rural area that support the development of a diverse and robust economy.

**4.45** Policy DM07 sets out criteria against which proposals for the conversion of buildings in rural areas will be assessed, and explains how this type of development will be managed so as to protect the character and appearance of the rural area.

### DM Policy 7 (DM07): Conversion of Buildings in the Countryside

1. Outside the defined Urban Area and Village Boundaries, the conversion of a building will be permitted provided that the proposal satisfies all the following criteria:
  - i. In the case of proposals for residential conversions, the building must be shown to be unsuitable for industrial, tourism, non-retail commercial, other than farm shops, or other commercial use because of its location, size, form, general design, or relationship with neighbouring properties. Applications for conversion to residential use where this has not been demonstrated must be supported by evidence that every reasonable effort has been made to secure a suitable business or other non-residential use for the property over a period of at least 12 months;
  - ii. So far as is reasonable and practicable, the development is accessible or can be made accessible by sustainable modes of transport;
  - iii. The buildings are of a permanent and substantial construction and are capable of conversion without major or complete reconstruction. A structural survey should accompany the planning application;
  - iv. The buildings are large enough for the proposed use without the need for an extension which would be out of scale with the host building or incompatible with the character of the area;
  - v. In the case of a building erected under the General Permitted Development Order the Council must be satisfied that it was originally erected for genuine agricultural purposes; and
  - vi. In order to maintain control over the future development of the site, in appropriate cases the Council will remove permitted development rights, and / or restrict conversions to the particular use applied for in the case of commercial conversions.

## DM Policy 7 (DM07): Conversion of Buildings in the Countryside

<b>Key strategic objective links</b>	SO4: Sustainable Transport SO5: Built and Historic Environment SO9: Rural Areas
<b>Key policy links</b>	CP4: Housing Development
<b>Key supporting docs/evidence</b>	The Conversion of Buildings in the Countryside SPD

**4.46** In support of the Council's objective of supporting the development of a diverse and robust economy, the Council's preferred use for converted buildings in the rural area is commercial use, excluding freestanding retail uses which are expected to be concentrated into existing centres and villages. New residential development in the countryside conflicts with our overall development strategy in general terms, but it is recognised that there will be instances in which residential use is the most appropriate end use for a building, and can result in the sustainable re-use of a building which otherwise would have had no viable future.

**4.47** In all cases where development is proposed as being supported by this policy, the Council will need to be satisfied that the development genuinely represents the conversion of an existing building. Proposals which effectively involve the creation of a new building, or where there is to be a very significant increase in the footprint of the building, will not be supported by this policy and are contrary to our overall planning strategy. They will be considered against our overall policy framework.

**4.48** The Council has previously adopted, and will keep up to date, 'The Conversion of Buildings in the Countryside Supplementary Planning Guidance (SPG)' which provides additional guidance on converting an existing building in the countryside to another use.

## DM Policy 8 (DM08): Replacement Dwellings in the Countryside

**4.49** The replacement of an existing dwelling with another can be acceptable in the rural area because no new units are added. Where such development is proposed, the key issues are to ensure that a) the development genuinely represents the replacement of an existing dwelling; and b) the impact of the new dwelling on the countryside is not significantly greater than that of the original. Policy DM08 sets out the Council's requirements in relation to these developments.

### DM Policy 8 (DM08): Replacement Dwellings in the Countryside

1. Outside the defined Urban Area and Village Boundaries, the replacement of an existing dwelling will be permitted provided the proposal satisfies all the following criteria:
  - i. The existing dwelling can be lawfully used for residential purposes at the present time;
  - ii. The size of the proposed dwelling does not result in an increase in the scale or footprint of the existing building to an extent that would unacceptably impact on the character and openness of the rural area or on biodiversity;
  - iii. The proposed dwelling and any boundary treatments are appropriate in terms of siting, materials, design, and do not detract from the landscape character area in which the dwelling is sited, or the residential amenity of any adjacent property.
2. In order to maintain control over the future development of the site, the Council will consider removing permitted development rights in appropriate cases.

#### Key strategic objective links

SO5: Built and Historic Environment  
SO9: Rural Areas

#### Key policy links

CP4: Housing Development  
DM22: The Borough's Landscapes

#### Key supporting docs/evidence

A Landscape Strategy for Lancashire, LCC 2000  
Landscape Character Assessment, LCC 2000

**4.50** As Part (2) states permitted development rights may be removed in certain appropriate cases. This will be assessed on a case-by-case basis. Examples of such use may include development in sensitive locations or where the relationship with neighbouring properties or amenity considerations such as parking could be affected.

## DM Policy 9 (DM09): Rural Workers' Dwellings in the Countryside

**4.51** There are circumstances in which there is a need for rural workers, particularly those engaged in agriculture or forestry, to live at or near their place of work. In assessing whether this is the case, the Council will need to be satisfied of the need, from a functional and financial point of view, for the worker's dwelling to be in the specific location proposed; and that the enterprise concerned is likely to remain in operation for a reasonable period of time. We will also need to ensure that the operational justification for such a dwelling continues to exist, and that development permitted as an exception on this basis does not over time become established as a freestanding dwelling.

### DM Policy 9 (DM09): Rural Workers' Dwellings in the Countryside

1. Outside existing settlements, planning permission will only be granted for a new rural worker's dwelling at, or in close proximity to, the source of employment where it is demonstrated that the proposal satisfies all the following criteria:
  - i. The worker is full time or primarily employed in agriculture, forestry or another similar use demonstrably requiring them to be present on site almost all of the time to ensure effective operation and a condition can be imposed restricting occupancy to a worker in this position;
  - ii. There is a clear operational need for an additional dwelling for the worker to live at or close to the enterprise;
  - iii. The enterprise is established and economically viable;
  - iv. The accommodation can be related to an existing group of buildings connected to the business. The Council will not consider applications for isolated dwellings unless it can be shown that this is the only practical solution, or where other exceptional circumstances apply; and
  - v. In the case of agricultural dwellings, there is no evidence of farm buildings which were suitable for conversion to a dwelling having been sold off separately from the farmland concerned.
2. Where a new dwelling is essential to support a new farming activity, satisfying the above criteria, permission will be granted for temporary accommodation for a period of no more than three years. The temporary accommodation must be removed at the end of the period, and successive extensions will not be granted to the temporary permission.
3. The Council will seek to ensure that any new dwellings granted planning permission under this policy are proportionate in size to the nature of the undertaking to which they are attached and no larger than required to meet the needs of the worker.

#### Key strategic objective links

SO3: Housing needs  
SO9: Rural Areas

#### Key policy links

CP4: Housing Development

#### Key supporting docs/evidence

## DM Policy 10 (DM10): Residential Gardens and Boundaries

**4.52** The extension of a residential garden or boundary can provide useful additional private garden space. However, it can also result in the introduction of domestic features and maintained land into an otherwise unaltered landscape or area of amenity land. Policy DM10 explains how the Council will manage this issue.

### DM Policy 10 (DM10): Residential Gardens and Boundaries

1. Outside of the urban boundary, an extension to a residential garden or boundary will only be permitted where it will not, in isolation or in combination with other committed or completed development, lead to any detriment to visual amenity or to the character of the surrounding landscape. In appropriate cases, the Council will remove permitted development rights in order to protect the character and amenity of the landscape.
2. Proposals to extend a residential garden within the urban boundary will be assessed against all other relevant policies of the plan. All proposals will consider issues around privacy, overlooking and amenity, and should be of an appropriate scale or size for the area.

#### Key strategic objective links

SO5: Built and Historic Environment

#### Key policy links

CP4: Housing Development

#### Key supporting docs/evidence

**4.53** Applications for garden extensions will be considered on their own merits having regard to all relevant policies in the plan. Retrospective applications will be considered in the same way. In all cases, garden extensions will be expected to relate well to the existing built form of the settlement. Applications within the urban boundary are more likely to be considered acceptable, provided that the land involved would not detract from important open space or other land that forms an important part of the form and character of the settlement.

**4.54** Garden extensions should not be of an excessive scale and size, with garden extensions that are larger than the existing garden associated with the property unlikely to be approved. A 'rounding-off' of a rear garden boundary to a line similar to that of neighbouring properties or to a prominent natural boundary are more likely to be appropriate.

## DM Policy 11 (DM11): Safeguarding Community Facilities

**4.55** Facilities such as small shops, post offices, public houses and community halls are an important part of life in our towns and rural areas. They provide for everyday needs, but also serve a social function and act as a focus for communities. In rural areas in particular, they also contribute to sustainable living, ensuring that residents do not need to travel into the main towns so frequently. However, such facilities can often be under threat due to changes in lifestyles and economic pressures on businesses. Given their importance to the vitality of the rural area and urban neighbourhoods, it is important that our planning framework enables them to be retained wherever possible.

**4.56** Policy DM11 sets out how we will manage change of this type. It will also be relevant in cases where a local facility has been designated as an Asset of Community Value.

### DM Policy 11 (DM11): Safeguarding Community Facilities

1. Development at or in association with existing rural facilities, including but not limited to shops, post offices or public houses, will be granted planning permission where it is demonstrated that this will enable the retention of the facility. Forms of enabling development that are acceptable in principle under this criterion include partial changes of use and the diversification of the range of uses permitted.
2. Proposals for the complete change of use of buildings or land identified as being an asset of value to the local community or otherwise considered to be of importance to the sustainability of the community which it serves, will not be permitted except where it can be demonstrated that the use is no longer economically viable or required by the local community, and that the use is not capable of being supported by enabling development or a diversified use.
3. Applications for the change of use of buildings identified as assets of value to the local community, or otherwise considered to be of importance to the sustainability of the community which it serves, must be supported by evidence that the unencumbered freehold or equivalent long leasehold for the property has been offered for sale, through appropriate channels, on the open market for a period of at least 12 months at a realistic price; and that no reasonable offers have been refused.

#### Key strategic objective links

SO1: Health and well-being

SO2: Accessibility

#### Key policy links

#### Key supporting docs/evidence

Infrastructure Delivery Plan (2021)

**4.57** The Council will not support applications for changes of use that result in the loss of community facilities unless it is clearly demonstrated that the continued use is no longer financially viable, this includes consideration of grant funding and other income streams that might be available. The applicant will also be expected to demonstrate that they have considered the re-use of the site for other types of community facilities. Alongside this, evidence of a suitable marketing exercise should be provided, undertaken free of tie and at a fair market price.

# Place

## DM Policy 12 (DM12): Clean and Green Energy

**4.58** A key part of achieving the Council's carbon neutral ambitions and helping to mitigate the impacts of climate change will involve the reduction of consumption of fossil fuels. Energy efficiency, clean energy and renewable and low carbon energy schemes have a key role to play in promoting more sustainable forms of development and reducing the production of greenhouse gases. The Council will encourage higher standards of energy efficiency in development, utilisation of decentralised energy networks and the provision of renewable or low carbon projects. The Council will balance the immediate impact of the proposals on the amenities of the local environment with their wider contribution to reducing the emission of greenhouse gases.

**4.59** For the purposes of Policy DM12, the means of generating renewable or low carbon energy include (but are not restricted to) onshore wind generation, photovoltaic cells, passive solar heating systems, combined heat and power, biomass and air/ground source heat pumps.

## DM Policy 12 (DM12): Clean and Green Energy

1. All new residential dwelling and commercial development must consider the energy hierarchy through its design. Applications should set out, through an Energy Statement (or the Council's Climate Impacts Framework), how the proposal has considered i) reducing energy demand (be lean); ii) supplying energy efficiently (be clean); and iii) the use of low carbon or renewable energy (be green).
2. The Council will encourage enhanced emissions reduction from new development through:
  - i. Energy efficiency measures above the requirements of current Building Regulations;
  - ii. Connection to a heat network within an area already served by a heat network or connection-ready within an area proposed for heat network development;
  - iii. Incorporation of renewable and low carbon energy infrastructure.
3. All major development proposing enhanced emissions reduction should be accompanied by an Energy Statement.
4. Commercial development (Use Classes B2, B8 and E) of 2,500m<sup>2</sup> or more should achieve, as a minimum, BREEAM Good or an accepted equivalent standard<sup>50</sup>.

<sup>50</sup> And meet the standard required by any subsequent revisions to Building Regulations

## DM Policy 12 (DM12): Clean and Green Energy

5. Planning permission will be granted for renewable or low carbon energy developments provided that they:
- i. Do not cause demonstrable harm to residential living environment; and
  - ii. Do not harm the historic environment; and
  - iii. Can demonstrate no adverse effect on the natural environment, including statutory and non-statutory designated sites, priority habitats and species, and soils of high environmental value, such as peatlands and wetlands; and
  - iv. Do not have an unacceptable visual impact which would be harmful to the character of the area; and
  - v. Will not have a detrimental impact on highway safety.
6. Wind energy development will be permitted in areas of the Borough identified as potentially suitable for Wind Energy Development (as shown on the Policies Map) where, in addition to satisfying requirements of 3i -v above, it can be clearly demonstrated that:
- i. Following consultation, the planning impacts identified by any local community that would be affected have been appropriately addressed in line with national policy;
  - ii. The proposal would not cause significant harm, both individually and cumulatively with other developments, to the quality and enjoyment of the landscape and related views; and
  - iii. There would be no unacceptable impact on amenity or safety in terms of noise, shadow flicker, vibration, topple distance, air traffic safety, radar and telecommunications or visual dominance;
  - iv. There is no risk to the public water supply. Where proposals are proposed on catchment land used for public water supply, a risk assessment of the impact on public water supply may be required with the identification and implementation of any necessary mitigation measures;
  - v. Full consideration should be given to the re-powering and life-extension of existing renewable sites as appropriate. Where renewable energy installations become non-operational for longer than 12 months, the Council will expect the facility to be removed and the site fully restored to its original condition within one year of that use ceasing.

### Key strategic objective links

SO5: Built and Historic Environment  
SO7: Climate Change

### Key policy links

CP5: Climate Change  
DM27: Design in New Developments

### Key supporting docs/evidence

Climate Change and Natural Capital Study (2021)  
Heat Network Masterplanning Study (2019)  
Blackburn with Darwen Wind Energy Report (2015)  
Climate Impacts Framework (2021)  
National Design Guide (2021)



## Energy Hierarchy

**4.60** The energy hierarchy aims to encourage developers to reduce the energy demands of new developments. Whilst the Local Plan has stopped short of setting targets for energy efficiency at this time, the Council are keen to encourage improved energy efficiency in new homes and buildings to help meet the borough's carbon reduction targets and future-proof buildings from the need for later retro-fitting. The Council will look favourably on those developments that seek to achieve higher levels of energy efficiency, using the energy hierarchy. The hierarchy encourages proposals to:

- i. Be Lean: use less energy – by reducing demand and using energy more efficiently
- ii. Be Clean: supply energy efficiently – seek to maximise delivery of space heating requirements such as through district heating;
- iii. Be Green: use renewable or low carbon energy - generate heat or electricity on site to further reduce emissions from the development.

**4.61** Applications for all new residential dwellings and major commercial development should detail how they have considered the Energy Hierarchy through an Energy Statement or the Council's Climate Impacts Framework. This includes the adaptation of existing buildings (where appropriate). Conversely, where any part of the hierarchy cannot be achieved, then an explanation should be provided as to why. The Energy Hierarchy will form a component of the Climate Impacts Framework assessment tool and further details to guide the content and scope of Energy Statements will be provided through the proposed Climate Impacts Framework SPD.



## Building Standards

**4.62** For non-residential development BREEAM Good rating (or an equivalent accepted standard) will be expected as a minimum for all commercial developments over 2,500m<sup>2</sup>. The level of BREEAM rating requested has been informed by results from the Plan viability testing for offices and industrial development. This demonstrates that development on a speculative basis is generally not viable in the Borough. Developments are typically met by public sector funding or in the case of mixed-use schemes cross-subsidised by other more viable forms of development. Development has still been shown to come forward in the Borough over recent years, motivated by specific circumstances such as: an owner occupier wishing to expand; a scheme benefitting from public sector funding support; or pre-lets, pre-sales or development by owner occupiers of serviced plots. It is, however, marginal and so the BREEAM Good rating requirement represents an appropriate balance.

**4.63** For residential development the Government plans to introduce The Future Homes Standard by 2025, which will require new build homes to be future-proofed with high standards of energy efficiency and low carbon heating, mandating the end of fossil-fuel heating systems in all new houses from 2025. Amended standards will be incorporated into design code or specific policy at a later stage as further details become available. Requirements of Policy DM12 around energy and performance will be applied to existing dwellings where appropriate ('retrofitting' as part of regeneration and renewal schemes).

## Heat Networks

**4.64** Initial heat network masterplanning work completed by the Council, focusing on some early priority areas, indicates the potential for network opportunities in Daisyfield, Blackburn, Blackburn Town Centre and Shadsworth, Blackburn. Further work is planned looking at the technical and economic feasibility of the Town Centre and Shadsworth locations. These areas are identified on the Policies Map to highlight their potential for future development.

**4.65** New development coming forward in these areas will be expected to take account of the potential opportunities and be connection ready should future schemes be progressed. Other suitable areas may be identified and/or developers may come forward with their own proposals for heat networks that will be supported.

**4.66** The Leeds and Liverpool Canal offers a potential energy source for sustainable heating and cooling of development adjacent to the waterway, subject to separate agreement with the Canal and River Trust.



## Wind Energy

**4.67** The NPPF refers to the need to identify suitable areas for renewable and low carbon energy in Local Plans ‘where this would help secure their development’<sup>51</sup>. Whilst the identification of suitable areas is considered unnecessary to help secure development for most renewable technologies in Blackburn with Darwen, onshore wind energy developments are a different case. Policy DM12 therefore provides a framework to help facilitate new onshore wind energy development where they meet other relevant criteria set out in the policy.

**4.68** Stages 1 and 2 of the Blackburn with Darwen Wind Energy report of 2015 are used as a basis for identifying potential areas suitable for wind. This desktop site screening process highlights areas considered to have potential for accommodating either small (100- 500kW), medium (501kW-1.5MW) or large (over 1.5MW) turbines. It comprises constraints mapping (the more significant environmental / planning constraints), residential buffers and wind speed data. The Policies Map shows areas suitable for turbines using this method. Further feasibility work (into grid connection, key risks and mitigation of any constraints) will be expected prior to progression to business case development or any planning submission phase.

**4.69** For a proposal to be considered acceptable and satisfy the criteria set out in Policy DM12 it will need to clearly demonstrate any impacts of the proposal on the following: Local Nature Reserves; Biological Heritage Sites; Sites of Special Scientific Interest, Scheduled Monuments; Listed Buildings; Registered Parks and Gardens; Conservation Areas; surface water features; flood zones; public rights of way; roads; rail, overhead electric lines; underground gas pipelines/electricity cables; countryside areas; Green Belt land; landfill sites; and aviation facilities. Applicants should set out how impacts are, in the first instance, avoided or, where this is not possible, mitigated to acceptable levels.

**4.70** The planning framework for wind turbine development needs to balance the competing objectives of supporting a shift in the country’s energy mix while protecting the character of our most sensitive upland and rural areas. In addition, it needs to ensure that the direct impact of turbines on people living nearby is adequately managed. Policy DM12 should help the Council achieve this aim.

**4.71** The Council will prepare a Renewable and Low Carbon Energy SPD to provide further guidance on the application of matters set out in Policy DM12.

<sup>51</sup> In line with National Planning Policy Framework (NPPF), wind energy developments can also be permitted through Local Development Orders, Neighbourhood Development Orders and Community Right to Build Orders

## DM Policy 13 (DM13): Flooding/SuDS

**4.72** Both the NPPF and the Flood and Water Management Act (2010) highlight the need for an effective flood risk management strategy and proactive Local Plan policies that take account of flood risk to ensure the impacts of climate change are fully considered and mitigated. A new Local Flood Risk Management Strategy for Lancashire has been adopted for the period 2021-2027. Policy DM13 below sets out the Council's approach to managing flood risk and surface water specifically through new developments.

### DM Policy 13 (DM13): Flooding/SuDS

1. Development proposed in a flood risk location from any source will be required to demonstrate that there is no sequentially preferable location in which the development could take place, and if necessary, that the development complies with the Exception Test. Where planning applications come forward on sites allocated in the development plan where the source and location of flood risk has been the subject of the sequential test, applicants need not apply the sequential test again.
2. Development will be required to demonstrate that it is safe from all types of flooding and that it will not exacerbate flood risk elsewhere in the Borough, including neighbouring agricultural land. Where appropriate, applications should be supported by a site-specific flood risk assessment<sup>52</sup>.
3. Surface water should be managed as close to its source as possible and drained using a sustainable drainage system (SuDS), unless there is clear evidence that this would be inappropriate, to reduce or have a neutral effect on flood risk, minimise water pollution and enhance biodiversity. Natural flood management techniques should be prioritised wherever possible as part of any mitigation scheme. Measures such as rainwater recycling, green roofs, water butts and permeable surfaces will be encouraged to mitigate the impact of potential flood risk.
4. Surface water should be discharged in the following order of priority:
  - i. An adequate soakaway or some other form of infiltration system;
  - ii. An attenuated discharge to surface water body;
  - iii. An attenuated discharge to public surface water sewer, highway drain or another drainage system;
  - vi. An attenuated discharge to public combined sewer.
5. Applicants wishing to discharge surface water to the public sewer will need to submit clear evidence demonstrating why alternative options are not available as part of the determination of their application.
6. Applications for detailed approval will be expected to be supplemented by appropriate maintenance and management regimes for the lifetime of any surface water drainage schemes.

<sup>52</sup> In line with the NPPF, any FRA will be expected to apply climate change allowances in accordance with the latest guidance issued on gov.uk.

## DM Policy 13 (DM13): Flooding/SuDS

**Key strategic objective links**

SO7: Climate Change

**Key policy links**

CP5: Climate Change

**Key supporting docs/evidence**

Local Flood Risk Management Strategy for Lancashire (2021-27)

Strategic Flood Risk Assessment (SFRA) Level 1 (2020)

Strategic Flood Risk Assessment (SFRA) Level 2 (2021)  
BwD Drainage Planning Guidance (2020)

**4.73** The Council has undertaken both a Level 1 and Level 2 Strategic Flood Risk Assessment (SFRA) to help inform site selection of Growth Allocation sites and to inform both policy on flood risk and site specific policies. Proposals for development on non-allocated sites should consult the SFRA to identify the likelihood of flooding. A site specific Flood Risk Assessment (FRA) (or completion of a Level 2 SFRA) will be required to be completed prior to planning permission being granted for development in any location identified at risk of flooding.

**4.74** The NPPF directs development away from areas of high risk from flooding, and where development within these areas is necessary, makes it safe for users without increasing the risk of flooding elsewhere (sequential test and exception tests). A Level 1 Strategic Flood Risk Assessment (SFRA) provides the necessary information for the sequential and exception test to be applied to support the initial allocation of sites for development. New development has the potential to interfere with existing drainage systems, decrease floodplain storage, reduce permeable surface areas and increase the volume and speed of runoff through a catchment, ultimately leading to significant changes to river catchment characteristics and subsequently increase flood risk.

**4.75** The Level 1 SFRA identified a number of proposed Growth Allocation sites that required a more detailed assessment of flood risk prior to their allocation in the Local Plan. A SFRA Level 2 has been prepared for these sites and recommendations from the assessment have been included within the relevant Growth Allocation Policies. The Level 2 SFRA also identifies site-specific requirements for Flood Risk Assessments (FRA) which should be addressed as part of the planning application process for developing these sites.

**4.76** Sustainable drainage systems (SuDS) are designed to mimic the natural drainage arrangements of a site, and are used to manage surface water flows, providing an important tool in minimising flood risk. The design of SuDS should be considered at the earliest possible stages of the planning process so that they can be incorporated into the design, and the best management practices can be used. Wherever possible, multiple benefits from SuDS should be sought, such as the provision of open space, wildlife improvements and water conservation. The whole life cycle of an asset should be considered at the design stage and all proposed SuDS features are to include detailed future maintenance programmes.

**4.77** Policy DM13 should be read in conjunction with the Local Flood Risk Management Strategy for Lancashire (2021-2027), and the Council's Drainage Planning Guidance (2020) for more detail on Flood Risk Assessments and management of surface water discharge.

## DM Policy 14 (DM14): Environmental Opportunity Areas

**4.78** Development can play an important and direct role in enhancing its immediate environment and the Council will take these impacts into account in decision-making. Proposals that can help contribute to environmental improvements in the Borough will be considered particularly favourably. Policy DM14 identifies how the Council will ensure that this is achieved even when on-site enhancements may not be possible.

### DM Policy 14 (DM14): Environmental Opportunity Areas

1. The Council will ensure that proposals for development during the plan period seek to protect, enhance and maintain the natural capital of Environmental Opportunity Areas (indicated on the Policies Map). These areas have been highlighted for their specific value in terms of habitats, biodiversity, carbon management and/or flood risk mitigation.
2. Requirements for carbon or biodiversity offsetting schemes arising from new developments will be directed towards these areas in the first instance, or the wider Green and Blue Infrastructure network.

#### Key strategic objective links

SO6: Natural Environment  
SO7: Climate Change

#### Key policy links

CP5: Climate Change

#### Key supporting docs/evidence

Climate Change and Natural Capital Study (2021)

**4.79** The Council has identified indicative Environmental Opportunity Areas on the Policies Map that shows priority areas for well-designed mitigation schemes that provide multiple benefits in terms of habitats, carbon sequestration and water management. Offsetting away from the application site will only be countenanced when the hierarchy of avoidance, mitigation and compensation on or, failing that, close to an application site has been properly examined and found wanting. Any schemes on such land will be expected to involve consultation with relevant agencies (such as Natural England, Wildlife Trust etc.) before implementation.

**4.80** The Environmental Opportunity Areas set out on the Policies Map are informed by the Council's Climate Change and Natural Capital Study: particularly Chapter 7 (Natural capital and ecosystem services), Chapter 8 (Green infrastructure mapping) and Chapter 9 (Habitat mapping, connectivity and biodiversity net gain). The potential for carbon sequestration and storage by habitat type is set out in Appendix F.

**4.81** Where appropriate, Environmental Opportunity Areas may be linked to statutory and non-statutory designated sites and ultimately form part of nature recovery networks in the Borough and in neighbouring authorities. Further appropriate guidance will be provided through a Supplementary Planning Document after Defra has determined the responsible authorities for nature recovery strategies, and the Council has developed the Environmental Opportunity Areas concept further, including consultation with all relevant stakeholders.

## DM Policy 15 (DM15): Protection and Enhancement of Wildlife Habitats

**4.82** Policy DM15 provides for the protection and enhancement of designated wildlife habitats to help protect eco-systems and support environmental net gain.

### DM Policy 15 (DM15): Protection and Enhancement of Wildlife Habitats

1. Biodiversity resources will be protected such that any development likely to harm, damage or destroy statutory or non-statutory designated sites (as shown on the Policies Map) or habitats or species of:
  - i. International or national importance (Sites of Special Scientific Interest) will not normally be permitted;
  - ii. Principal importance, (Biological Heritage Sites or habitats and species listed in the Lancashire Biodiversity Action Plan) will not be permitted unless the harm caused is significantly and demonstrably outweighed by other planning considerations and an appropriate mitigation strategy can be secured;
  - iii. Local importance (District Wildlife Sites and Local Nature Reserves) will not be permitted unless the harm caused is outweighed by other planning considerations and an appropriate mitigation strategy can be secured.
2. Development should be designed to protect and enhance existing habitats and ecological networks, including wildlife corridors and stepping stones. Development should minimise any potential disturbance to species and habitats, for example from site lighting, air pollution, noise.

#### Key strategic objective links

SO6: Natural Environment

#### Key policy links

CP5: Climate Change

CP6: The Natural Environment

#### Key supporting docs/evidence

Biodiversity net gain: good practice principles for development (2016)

Biodiversity net gain. good practice principles for development: a practical guide (2019)

Local Nature Recovery Strategy (expected 2023)

**4.83** Wildlife site designations are intended to identify discrete areas of national, regional and local importance. These are identified on the Policies Map. If overlap occurs the higher designation takes precedence and the remainder of the site is reviewed to establish if it still qualifies as an area of wildlife importance.

**4.84** A small number of District Wildlife Sites coincide with Biological Heritage Sites. Boundaries have been re-drawn to separate the designations on the Policies Map. All District Wildlife Sites were resurveyed in 2022 and assessed against site selection guidelines to bring the designations and boundaries up to date. Lancashire County Council is to carry out a review of all (County) Biological Heritage Sites, which will include an assessment of the sites overlapped by the West Pennine Moors SSSI.

**4.85** New development will be required to protect and enhance habitats and ecological networks. In advance of a Local Nature Recovery Strategy being prepared then Environmental Opportunity Areas and wildlife site designations set out on the Policies Map will be used to identify whether habitats have 'strategic significance' in the context of Policy CP6 and the Biodiversity Metric. Developments should also seek to protect and enhance ecological networks, including wildlife corridors and stepping stones. These are areas of land (like canals, woodlands, road verges, and ponds) that connect habitats allowing wildlife to move between the spaces. By improving these connections, we can help strengthen ecological networks to support the movement of nature and address habitat fragmentation.

**4.86** To satisfy Policy DM15 the consideration of negative impacts on habitats or species should include:

- air quality impacts (e.g. traffic impacts from new development, new agricultural developments (such as pig and poultry intensive farming) and the associated air quality impacts on SSSIs. Policy DMO2 provides further details;
- water related impacts (water quality, and/or quantity);
- recreational disturbance;
- noise; and
- light pollution impacts.

**4.87** Where necessary, further guidance will be provided as part of the Natural Environment SPD proposed under Policy CP6: The Natural Environment.

## DM Policy 16 (DM16): Green and Blue Infrastructure

**4.88** Blackburn with Darwen benefits from a wide range of green spaces such as parks, amenity space, natural and semi-natural spaces and sites of importance to biodiversity and nature conservation. The Blue Infrastructure Network is interwoven and interlinked with the Green Infrastructure Network, and enhances the experience and function of it. It is important to protect the network of green and blue spaces across Blackburn with Darwen for different needs such as recreation, biodiversity and flood protection.

### DM Policy 16 (DM16): Green and Blue Infrastructure

1. All development must be designed to make a positive contribution to Blackburn with Darwen's Green and Blue Infrastructure network through:
  - i. Inclusion of multi-functional landscaped public open space in the development;
  - ii. Retention and enhancement of existing ecological and landscape features and spaces;
  - iii. Incorporation of features in the built fabric that support and enhance key local species, such as nest and bat boxes incorporated within the fabric of new developments;
  - iv. Provision for active travel on foot or bicycle;
  - v. Physical and functional connections with neighbouring sites with connectivity into the Council's Public Rights of Way (PROW) and infrastructure network; and
  - vi. Protecting, enhancing and maintaining existing trees (including veteran trees), woodlands (including ancient woodlands) and hedgerows and contribute to the expansion of tree cover in the Borough.
2. Where it has been comprehensively demonstrated that negative impacts on green and blue infrastructure cannot be avoided or mitigated on site, local compensatory habitat or a development contribution to the local offsetting scheme will be required.
3. Applicants will be expected to incorporate site drainage as part of a high quality green and blue water environment. Green infrastructure proposals should consider what contribution can be made to reducing surface water run-off and eventual discharge.

## DM Policy 16 (DM16): Green and Blue Infrastructure

### Key strategic objective links

SO1: Health and Well-being  
 SO5: Built and Historic Environment  
 SO6: Natural Environment

### Key policy links

CP3: Health and Well-being  
 CP5: Climate Change  
 CP6: The Natural Environment  
 DM13: Flooding/SUDS  
 DM28: Development Affecting Watercourses, Bodies,  
 and Catchment Land

### Key supporting docs/evidence

Open Space Audit (2021)  
 Playing Pitch and Outdoor Sports Strategy and Built  
 Sports Facilities Strategy (2021)  
 Tree and Woodland Strategy (TBC)  
 Active BwD Strategy (2021-25)  
 Walking and Cycling Plan (2021-24)  
 BwD Drainage Planning Guidance (2020)



**4.89** Green and Blue Infrastructure is the term used to describe the network of multi-functional green and blue spaces and features in urban and rural areas that can deliver quality of life improvements and environmental benefits for communities. The green and blue infrastructure network in Blackburn with Darwen is a complex network of integrated spaces and features in urban and rural areas including parks, wildlife sites, rivers, woodlands, grassland, Leeds and Liverpool canal, allotments, sports fields, reservoirs, moorland, churchyards and private gardens. The Green and Blue Infrastructure networks are shown on the Policies Map.

**4.90** Nature Recovery Networks are a discrete element of Green and Blue Infrastructure, identified for biodiversity and the movement of natural assets (habitats and species), rather than human quality of life in the first instance. These and some other features have their own specific policy approach, such as Environmental Opportunity Areas (Policy DM14), Biodiversity (Policy DM15) and Local Green Spaces (Policy DM21).

**4.91** Networks of continuous green infrastructure have greater benefit to people and wildlife than isolated pockets of open space, particularly where they also connect with the open countryside. Contiguous spaces enhance the multi-functionality of green infrastructure, facilitate active travel on foot or bicycle and assist the movement of wildlife. Green infrastructure therefore needs to be integral to the design of development, reflecting and enhancing an area's character, and contributing to the development and extension of the network's physical and functional connectivity.

**4.92** All development will be expected to incorporate elements of green and/or blue infrastructure on site to enhance biodiversity, contribute to the health and wellbeing of all residents and to help mitigate the impacts of climate change. The Council recognises the importance of protecting and enhancing the existing areas of open space in Blackburn with Darwen to ensure that as the population grows, there are good quality green spaces for everyone to enjoy. Development should seek to avoid negative impacts on green and blue infrastructure but where this is not possible, the Council will require compensation and mitigation measures to offset the loss.



## DM Policy 17 (DM17): Trees and Woodland

**4.93** Trees perform a number of important functions. Individual trees, groups of trees and woodlands can have amenity value relating to the character and appearance of a site and its setting. The urban tree population as a whole is also important in terms of ecosystem services such as reducing flooding, supporting biodiversity, reducing air pollution, providing shade and cooling and carbon sequestration and storage. Developments should therefore incorporate the retention of established trees as well as the planting of new trees.

### DM Policy 17 (DM17): Trees and Woodland

1. Proposals for new woodlands will be supported and should consider any relevant woodland and forestry strategies to guide and support their management and expansion.
2. All development should:
  - a. Include appropriate landscaping plans, which incorporate suitable tree planting that integrates well with existing trees. This should be done in accordance with guidance contained in national guidance BS.5837:2012 and any subsequent document;
  - b. Incorporate existing trees and hedgerows into the design and layout of the scheme;
  - c. Both new and existing trees should be maintained by the owner of the site in accordance with guidance contained in BS.5837:2012 and any subsequent document;
  - d. Promote an increase in tree cover where it would not threaten other vulnerable habitats; and
  - e. Avoid encroachment into the root protection area of trees considered worthy of retention.
3. If the removal of one or more trees is permitted as part of a development, compensatory planting must take place at a ratio of at least 3:1<sup>53</sup> (unless viability evidence is provided in accordance with Policy CP12©). Where this level of tree planting is not achievable on site, it may be appropriate to contribute to tree planting in the Borough through a planning contribution (including for appropriate long-term maintenance) in line with Policy CP12.
4. Development that would result in the loss of, or damage to, woodlands or trees of significant amenity, screening, wildlife or historical value will only be permitted where:
  - a. The development is required to meet a need that could not be met elsewhere; and
  - b. Where the benefits of the development clearly outweigh the loss or damage.
5. Impacts on the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) will be refused unless significant, exceptional reasons can be demonstrated and appropriate compensation is to be provided.

53 Meaning 3 replacement trees planted for every 1 tree lost

## DM Policy 17 (DM17): Trees and Woodland

### Key strategic objective links

SO1: Health and Well-Being  
SO6: Natural Environment

### Key policy links

CP5: Climate Change  
CP6: The Natural Environment

### Key supporting docs/evidence

Climate Change and Natural Capital Study (2021)  
Tree and Woodland Strategy (TBC)  
Ancient Woodland Inventory  
Ancient Tree Atlas (Woodland Trust)

**4.94** Woodland tree cover in Blackburn with Darwen currently stands at around 12% (compared to 10% for England, 13% for the UK). The Council's Climate Change and Natural Capital Study highlights the need to achieve an additional 395ha of planting by 2030 (bringing total woodland to 14.88% of the Borough) to meet the Committee on Climate Change recommendations for minimum planting and land coverage.

**4.95** Consistent with the NPPF's advice on protecting valued landscapes, the presumption of this policy is that existing trees, hedgerows and other shrub masses of value should be protected unless their loss is unavoidable. Where new development is proposed the preference will always be to incorporate trees, significant hedges, and shrub masses into the development.

**4.96** The Council will prepare a new Tree and Woodland Strategy to inform and guide tree planting and management in the Borough. Other strategies, approaches and principles relating to woodland and forestry will include the Natural Environment SPD, Local Nature Recovery Strategies (Policy CP6), Environmental Opportunity Areas (DM14), Area-Based Insetting (CP5) and Biodiversity Net Gain (CP6). The Council's Climate Emergency Action Plan (CEAP) also sets an objective to increase tree planting within the Borough.

**4.97** Where the loss of any tree is unavoidable as part of a development, replacement provision is required at a minimum ratio of 3:1 and will be considered in terms of replacement value on a case by case basis. The Council acknowledges that each development site and each tree is different and decisions on the replacement value will be determined as part of a fully detailed landscaping scheme, in consultation with the Council's arboricultural officer (currently through Growth Lancashire). The Council's Tree and Woodland Strategy will be used to inform this assessment. Further guidance, as appropriate, will be provided as part of a Natural Environment SPD, referenced in Policy CP6.



**4.98** British Standard 5837:2012 'Trees in relation to design, demolition and construction' recognises that trees need to be properly protected during construction periods. This document provides guidance on planting and protecting trees during construction and the level of information required for full surveys. Where a proposed development retains existing trees on-site, a satisfactory arboricultural impact assessment should be submitted in accordance with BS5837:2012 (or the equivalent applicable standard should this be superseded over the plan period). This statement should analyse the potential impact on the retained trees. Where proposed development would have an impact on trees, particularly where it would impinge on root protection areas of trees both within and outside the development site, a site specific arboricultural method statement should be submitted. The statement should demonstrate mitigation measures are in place to ensure that development works do not harm the existing tree.

**4.99** Policy DM17 encourages the creation of new trees and woodland but this must not undermine any existing habitats or species, avoiding areas of deep peat.



## DM Policy 18 (DM18): Public Open Space in New Developments

**4.100** Policy DM18 sets out how we will aim to achieve the enhancement and extension of the area's green infrastructure through provision of additional open spaces or improvements to the quality and/or accessibility of existing open spaces as part of new developments. For proposals involving the provision of new playing fields, indoor and outdoor sports facilities, Policy DM20 will apply.

### DM Policy 18 (DM18): Public Open Space in New Developments

1. New residential development will contribute to the provision of high quality open space for its residents, through provision of public open space on site and, where appropriate, through financial contributions towards improving the quality and/or accessibility of nearby existing spaces. The Council will prepare an SPD to provide further guidance on open space in new residential developments.
2. The Council will work with developers to determine the most appropriate means of providing open space for residents, having regard to the most up to date assessment of open space requirements or provision across Blackburn with Darwen. It will adopt a design-led approach to planning for new open space within a development, having regard to the location and character of the development proposed.
3. All development that includes an element of green space will be required to secure the appropriate maintenance of the space in the long term.

#### Key strategic objective links

SO1: Health and Well-being  
SO5: Built and Historic Environment  
SO6: Natural Environment

#### Key policy links

CP3: Health and Well-being  
CP6: The Natural Environment  
CP12: Infrastructure and Delivery

#### Key supporting docs/evidence

Open Space Audit (2021)  
  
Appendix G:  
Open Space in New Residential Developments SPD  
(TBC)

**4.101** Green open space in new development is of vital importance in enhancing local amenity, helping to promote better health and well-being and fostering community cohesion, as well as providing essential green infrastructure, establishing habitats and networks of ecological and wildlife value and contributing greatly to the character and appearance of the Borough.

**4.102** The Council's Open Space Audit provides information on the quantity, quality and accessibility of open spaces<sup>54</sup> in the Borough. In particular, it:

- Identifies those neighbourhood areas with a surplus or deficit of a particular open space typology compared to the Borough-wide average provision rates;
- Identifies areas of the Borough that do not meet local accessibility thresholds; and
- Assesses the quality of open spaces.

**4.103** Proposals for new development should use the information contained within the audit to determine the most appropriate means of providing open space for residents. Specific priorities identified in the audit that the Local Plan will aim to address include:

- Increasing amenity greenspace provision in Blackburn North and Darwen Neighbourhood Areas;
- Increasing natural and semi-natural greenspace provision in Blackburn North and East Neighbourhood Areas;
- Improving the quality of existing open spaces, especially children's play areas.

**4.104** An updated Supplementary Planning Document (SPD) on open space in new residential development will be prepared to support this policy.



<sup>54</sup> Parks and gardens, natural and semi-natural greenspace, amenity greenspace, provision for children and young people, statutory allotments, green and blue corridors, cemeteries and civic spaces

## DM Policy 19 (DM19): Development of Open Spaces

**4.105** The Council will resist development proposals that would result in the loss of designated open space unless at least one of the criteria in Policy DM19 below has been satisfied. When assessing if a proposal would comply with these criteria, the Council will take account of the most recent assessment of the Borough's open space provision and needs set out in the latest Open Space Audit. Where development would result in the loss of playing fields, indoor or outdoor sports facilities, Policy DM20 will apply.

### DM Policy 19 (DM19): Development of Open Spaces

1. Development affecting designated open space (as identified on the Policies Map) will not be permitted unless:
  - i. An up to date needs assessment has been undertaken which clearly demonstrates that the open space is surplus to requirements and is not required to meet a current and future need; or
  - ii. The open space that would be lost would be replaced by new provision that is equivalent or better in terms of quantity and quality in a suitable location; or
  - iii. The proposed development is for alternative sports and/or recreational provision, of which the benefits to the development of sport, physical activity and health and well-being would clearly outweigh the loss of the existing open space.
2. In all cases, including where the proposal would involve development on a smaller open space (not identified on the Policies Map), it should not have a detrimental effect on the open space, the historic environment, environmental, landscape character and local distinctiveness or biodiversity value of the green infrastructure network as a whole.

#### Key strategic objective links

SO1: Health and Well-being  
SO5: Built and Historic Environment  
SO6: Natural Environment

#### Key policy links

CP3: Health and Well-being  
CP6: The Natural Environment

#### Key supporting docs/evidence

Open Space Audit (2021)

## DM Policy 20 (DM20): Playing Fields, Indoor and Outdoor Sports Facilities

**4.106** The Borough's playing fields and other areas for outdoor sports are an important recreational resource requiring protection and, where possible, enhancement by the provision of better facilities. Many outdoor sports areas are of special significance for their contribution to other green space functions, such as being part of the biodiversity network and are also designated as part of the Green and Blue Infrastructure Network. School playing fields are considered important outdoor sports facilities and are protected as such under Policy DM20.

**4.107** Indoor sport and recreation facilities are also important to supporting the health and wellbeing of communities. Often indoor facilities are linked to outdoor facilities as ancillary uses to help enhance their usefulness and capacity, for example changing rooms and pavilions. Indoor sport and leisure facilities, including buildings and associated development in ancillary use, are also protected under Policy DM20, unless they are shown to be surplus or are to be replaced.



## DM Policy 20 (DM20): Playing Fields, Indoor and Outdoor Sports Facilities

In order to provide appropriate sports facilities for the communities of Blackburn with Darwen, the Council will:

1. Protect existing playing fields, indoor and outdoor sports facilities, unless:

Either:

- i. They are proven to be surplus to need<sup>55</sup>; or
- ii. Improved alternative provision<sup>56</sup> will be created in a location well related to the functional requirements of the relocated use and its existing and future users.

And in all cases:

- iii. The proposal would not result in the loss of an area or facility important for its amenity or contribution to the character of the area in general.
2. Support provision of new playing fields, indoor and outdoor sports facilities where:
    - i. They are readily accessible by public transport, walking and cycling; and
    - ii. They are located to maximise usage, are publicly accessible with community use policies built in as part of the development proposals; and
    - iii. The proposed facilities are of a type and scale appropriate to the size of the settlement, need and catchment identified; and
    - iv. They are listed in, and subject to recommendations in, an action plan in any emerging or subsequently adopted Sports Strategy (currently BwD Playing Pitch and Outdoor Sports Strategy and Built Sports Facilities Strategy).
  3. Ensure that major residential developments contribute, through land assembly and/or financial contributions, to new or improved sports facilities where development will increase demand and/or there is a recognised shortage in the locality that would be exacerbated by the increase in demand arising from the development.

### Key strategic objective links

SO1: Health and Well-being  
SO6: Natural Environment

### Key policy links

CP3: Health and Well-being  
CP6: The Natural Environment

### Key supporting docs/evidence

BwD Playing Pitch and Outdoor Sports Strategy (2021)  
BwD Built Sports Facilities Strategy (2021)

<sup>55</sup> As identified in the Blackburn with Darwen Playing Pitch and Outdoor Sports Strategy or Blackburn with Darwen Built Sports Facilities Strategy

<sup>56</sup> Improved alternative provision means a full quantity and quality replacement to accord with the NPPF and Sport England Policy, unless alternative (different type of) provision can be demonstrated to better meet future sport and physical activity needs.

**4.108** As identified through the Playing Pitch and Outdoor Sports Strategy (PPOSS), it is important to protect outdoor playing pitches due to the anticipated growth in the population of Blackburn with Darwen over the Plan period, and also because any outdoor sports space has potential to be improved to increase its benefits. The PPOSS will be a key decision making tool to assist in determining applications in relation to Policy DM20.

**4.109** The PPOSS completed in 2021 highlights a need to protect or enhance the majority of existing facilities in the Borough. Where proposals for new or enhanced facilities are identified (e.g. Cherry Tree, Darwen, and Edgworth cricket clubs, and re-instatement of former football pitches at Everton Playing Fields) these are included in the Council's Infrastructure Delivery Plan. New development may provide an opportunity to help fund this work in line with Policy CP12: Infrastructure and Delivery and/or appropriate Growth Site Allocation Policies set out in Section 5.

**4.110** Replacement facilities should be better in terms of quantity and quality. In suitable circumstances, the alternative provision could be in the form of significant improvements to existing outdoor sports facilities, such as the provision of pavilions/changing facilities, improved drainage or an all-weather surface, 3G pitches and floodlights, which would enable it to be more intensively used as an all-weather facility. Where this increased quality would also lead to significantly increased capacity beyond that which already existed, then this is likely to be considered an acceptable replacement.



**4.111** In terms of built / indoor sports, publicly accessible facilities have a vital role to play in helping to promote more healthy lifestyles. The existing built / indoor sports facilities of the district represent important assets serving the communities in which they are located and in some instances the wider Borough. Any proposal affecting a built / indoor sports facility will be assessed in relation to the Sports Facility Strategy or subsequently adopted strategies.

**4.112** When providing new built / indoor sports facilities (including club relocations), the following should be considered: location; community use; quality and other criteria set out in relevant Sports Facility Strategies. All new and enhanced sports facilities must be designed in accordance with the relevant Sport England and (where applicable) National Governing Body (NGB) design guidance in order to ensure that the facilities are fit for purpose and of a suitable quality.

**4.113** To assist in evaluating the impact of new development, Sport England has developed tools for determining the impact of new development on demand for sports facilities and they should be used to guide the investment required in facilities from new development:

- i. The Sport England Facility Calculator considers the needs for sports halls and swimming pools and indicates how much demand will be created by a new development and the cost associated with this; and
- ii. The Playing Pitch Calculator estimates the demand that may be generated for the use of playing pitches by a new development and its additional population.



## DM Policy 21 (DM21): Local Green Space

**4.114** A Local Green Space designation is a way to provide additional protection to those sites that demonstrate particular importance to local communities, in line with the criteria set by national planning policy<sup>57</sup>. Local Green Spaces also form a part of the wider Green and Blue Infrastructure network in the Borough (see Policy DM16).

**4.115** Policy DM21 below identifies the sites designated as Local Green Spaces within Blackburn with Darwen and sets out the Council's approach to managing development on these sites.

### DM Policy 21 (DM21): Local Green Space

1. Local Green Spaces are designated on the Policies Map and have been determined as demonstrably special to the local communities they serve. Development proposals which result in the loss of part or all of a Local Green Space or would have a negative impact on the features that make it locally significant will not be permitted unless very special circumstances can be demonstrated<sup>58</sup>.

#### Key strategic objective links

SO1: Health and Well-being  
SO6: Natural Environment

#### Key policy links

CP6: The Natural Environment

#### Key supporting docs/evidence

Open Space Audit (2021)

**4.116** The NPPG<sup>59</sup> encourages anyone who wishes to see an area of land designated as Local Green Space to either contact their local planning authority regarding the Local Plan or to get involved in neighbourhood planning. Local Green Spaces, however, are not a tool to prevent development.

**4.117** Through the Local Plan preparation, two sites were put forward as being demonstrably special to the local community and which met the criteria for a Local Green Space set out in national policy. These are identified on the Policies Map and located at:

- Kingsley Close, Livesey, Blackburn; and
- Whitehall Road, Blackburn.

**4.118** Designating these sites as Local Green Spaces through the Local Plan provide protection consistent with that in respect of Green Belt as set out within the NPPF and Policy CP2: The Spatial Approach.

<sup>57</sup> In line with the NPPF

<sup>58</sup> In line with the NPPF

<sup>59</sup> Open space, sports and recreation facilities, public rights of way and local green space - GOV.UK ([www.gov.uk](http://www.gov.uk))

## DM Policy 22 (DM22): The Borough's Landscapes

**4.119** The Borough's landscape setting is one of its key assets, for its environmental value and for its economic role in making the Borough an attractive place to invest. Development and public realm works will be designed to maximise views of landscapes, recreation and tourism based on the landscape will be encouraged where this can be achieved without environmental damage.

**4.120** Policy DM22 will ensure key features of the Borough's landscapes are protected and that new development takes advantage of the Borough's landscape setting.

### DM Policy 22 (DM22): The Borough's Landscapes

1. New development will be required to take advantage of its landscape setting by maximising the availability of and existing local and distant views for users of buildings and public spaces, and by creating and / or improving networks of routes between urban and rural areas.
2. The key features of landscapes throughout the Borough will be protected in accordance with the most up to date Landscape Character Assessment. Development likely to affect landscapes or their key features will only be permitted where there is no unacceptable adverse impact (either in isolation or cumulatively) on them. The level of protection afforded will depend on the quality, importance and uniqueness of the landscape in question.
3. The active use of the Borough's landscapes through leisure and tourism will be promoted where this is compatible with objectives relating to their protection.

#### Key strategic objective links

SO6: Natural Environment

#### Key policy links

#### Key supporting docs/evidence

Landscape Character Appraisal of Three Sites within Blackburn (Cass Associates, June 2020)  
 Landscape Character Assessment, LCC (2000)  
 A Landscape Strategy, LCC (2000)

**4.121** Many parts of the Borough's landscapes are sensitive to change, and easily damaged through the loss of key features<sup>60</sup>. At the same time we recognise that some areas are less sensitive, and that development and change in these areas can be justified without destroying a valuable resource. Therefore, the landscape on the edge of towns will be protected, and in particular the key features that make this landscape valuable and unique; but development will be permitted in individual situations where the landscape is of relatively low value and the impact is outweighed by the benefits of a development.

<sup>60</sup> Key features of the Borough's landscape are identified in the Lancashire Landscape Character Assessment (2000)

**4.122** Proposals should have regard to the Lancashire Landscape Character Assessment and Landscape Strategy (2000) which remain relevant (until such time as an update is produced). In doing so, proposals should identify and consider the variety of different landscape characters that can be found across the borough and the recommendations contained in the strategy for their conservation and enhancement. Where relevant, proposals should also have regard to the Character Assessment for the Three Blackburn Sites and the guidance provided for the development of those areas. The Council has adopted 'The Conversion of Buildings in the Countryside Supplementary Planning Guidance', which provides additional guidance on proposals potentially affecting the Borough's landscapes.

**4.123** Where relevant, landscape strategies should be included as either supporting information or as part of Design and Access Statements or EIAs. For sites that are considered to be particularly sensitive in landscape or visual terms, a Landscape and Visual Impact Assessment (LVIA) should be undertaken and submitted to support the planning application. The Council's Validation Checklist provides more information on when an LVIA will be required.



## DM Policy 23 (DM23): Equestrian Development

**4.124** Horse riding is a popular activity in parts of Blackburn with Darwen, and can be an important means of diversifying the rural economy. Policy DM23 is applicable to any development proposed in the Borough for private or commercial stables/equestrian recreational facilities that are located outside the urban area.

### DM Policy 23 (DM23): Equestrian Development

1. Developments outside the urban area for private or commercial stables/equestrian recreational facilities will be permitted where the Council is satisfied that there is suitable access to existing vehicular and field accesses, tracks and bridleways and that the development would not have an adverse impact on the character, visual and residential amenity or biodiversity value of the area.

#### Key strategic objective links

SO6: Natural Environment

#### Key policy links

#### Key supporting docs/evidence

**4.125** Where there is an intensive equestrian use, or where buildings and other infrastructure are provided to cater directly for horse riders, there can be an impact on the character of the countryside. The following factors are examples of what will be taken into account in determining whether planning applications in such locations are likely to have adverse impacts or not:

- The appearance of buildings;
- Change to the appearance or physical condition of land as a result of erosion;
- The visual impact of jumps and other equipment;
- The introduction of areas of hard standing; and/or
- The vegetation and wildlife value of the land to be used.

**4.126** In addition, there is a need to ensure that riders can use their horses safely, with adequate access to rights of way and no need to travel on busy road routes.

## DM Policy 24 (DM24): Outdoor Advertisements

**4.127** Outdoor advertisements can take many forms. Among the most common are fascia and projecting signs, pole signs, menu boards and advance signs alongside roads. Signs and advertisements are important to the commercial life of an area and if they are well designed, they can contribute to its character or appearance.

**4.128** The Council can only consider applications for advertisement consent with regard to their effect on amenity or public safety, including the cumulative impact on these. “Amenity” means the effect of an advertisement upon the visual amenity of the neighbourhood. “Public safety” refers to the safety of people using any form of transport, including pedestrians, likely to be affected by an advertisement.

### DM Policy 24 (DM24): Outdoor Advertisements

1. Proposals for advertisement consent will be permitted providing the following amenity and public safety considerations are satisfied:

Amenity Considerations:

- i. The number, size and siting of signs in the area or on the building will not create clutter or excessive advertising;

Public Safety Considerations:

- ii. The proposal does not obscure visibility or distract the attention of users of the highway; and
- iii. The colours of the advertisement or its illumination would not obscure or reduce the clarity of any functional or traffic sign; and
- iv. Any visual movement, for example that of digital / electronic / LED advertisement displays, does not distract the attention of users of the highway; and
- v. Pedestrian movement is not hindered.

**Key strategic objective links**

SO5: Built and Historic Environment

**Key policy links**

**Key supporting docs/evidence**

## DM Policy 25 (DM25): Telecommunications

**4.129** Fast, reliable and universally available digital communication is an essential factor in supporting and growing our economy and enabling people to live their lives the way they wish to.

**4.130** Telecommunications providers are making very significant investment in new infrastructure to facilitate this. Much of the new infrastructure required is either installed below the ground under the providers' powers as statutory undertakers, or as permitted development. However, certain types of telecommunications equipment do require consent from the Council in some instances.

**4.131** Policy DM25 sets out the criteria that the Council will apply in assessing applications of this type. Service providers should also refer to the Government's [Street Works Toolkit](#) that offers advice and best practice for engaging in street works.

**4.132** The Council must determine all telecommunication planning applications on planning grounds. Health safeguards are not a consideration if the proposal meets the guidelines for public exposure<sup>61</sup>.

### DM Policy 25 (DM25): Telecommunications

1. Applications for the siting of new telecommunications equipment will be permitted provided that:
  - i. It has been demonstrated that co-siting the equipment with existing equipment, or in the case of antennae, their siting on an existing building, mast or structure, is not a viable option;
  - ii. It is not located in nor likely to have an unacceptable harmful impact on a Site of Special Scientific Interest, Biological Heritage Site, Local Nature Reserve, other sensitive landscape setting, or on the historic environment including heritage assets and their setting, unless it can be demonstrated that no technically acceptable alternative site is available and the need for the development (including where necessary, the public benefits) outweighs the level of harm caused;
  - iii. A highway assessment has been undertaken to ensure the siting of equipment is not detrimental to highway safety; and
  - iv. The impact of the development on the landscape or townscape is minimised, within the constraints of operating requirements, through siting, design, materials and colour.

#### Key strategic objective links

SO5: Built and Historic Environment

#### Key policy links

#### Key supporting docs/evidence

Street Works Toolkit (Department for Digital, Culture, Media and Sport; Department for Transport)

<sup>61</sup> International Commission on Non-Ionising Radiation Protection Guidelines, available from ICNIRP

## DM Policy 26 (DM26): Heritage Assets

**4.133** The Council has a duty to conserve and enhance the character and appearance of the Borough's heritage assets when carrying out its statutory functions through the planning system, in accordance with their significance. Not all of the heritage assets in Blackburn with Darwen are necessarily designated. It is therefore also important to recognise the value of our undesignated historic environment in planning for the future. Many buildings are of significance, particularly to the environment, even though they may not be protected by law.

**4.134** In accordance with the NPPF, Policy DM26 sets out how we will manage change affecting the historic environment in a way that focuses on and is proportionate to the significance of the asset.



## DM Policy 26 (DM26): Heritage Assets

### Development Affecting Heritage Assets

1. The Council will support proposals which conserve or, where appropriate, enhance the historic environment of Blackburn with Darwen.
2. Development that affects a designated heritage asset (or an archaeological site of national importance), including their setting, should sustain or enhance elements which contribute to the significance of the asset. Less than substantial harm to such elements will only be permitted where there is a clear justification and this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of the designated heritage asset (or an archaeological site of national importance) will only be permitted in exceptional circumstances.
3. Development that affects a non-designated heritage asset that has been identified by the Council as having local significance or value will only be permitted where any harm does not cause undue loss of significance to the character of the local area and where the harm or loss of significance cannot be balanced as part of a wider planning judgment.
4. Development that affects an archaeological site of less than national importance will only be permitted where its significance is sustained or enhanced in line with the importance of the remains. Preference will be for in situ preservation, unless the public benefits of the proposal can be demonstrated. Where this is not justified, the proposal will be required to carry out a programme of excavation and recording before or during development.
5. Development within or affecting the setting of a conservation area will only be permitted where it conserves and enhances its special character and appearance, in particular those elements that have been identified as making a positive contribution to its significance in any conservation area appraisal.
6. Proposals affecting all heritage assets (including conservation areas) will be expected to be accompanied by detailed information which allows the full impact of the development proposal on the heritage asset to be properly assessed. This should include the significance of the heritage asset, in isolation and as part of a group or as an area, including its contribution to the character or appearance of the area and its setting. As a minimum, the Lancashire Historic Environment Record and relevant heritage guidance documents should be considered.
7. Where permission is granted for a development that would result in total or partial loss of a heritage asset, approval will be conditional upon the asset being fully recorded, prior to the commencement of any work and the report deposited within the Local Historic Environment Record. Consent will not be granted for demolition until an acceptable redevelopment scheme has been approved and there is evidence that a contract has been let for the full implementation of the scheme.

#### Key strategic objective links

SO5: Built and Historic Environment

#### Key policy links

CP7: The Historic Environment

#### Key supporting docs/evidence

Blackburn with Darwen Conservation Area Character Appraisals and Development Guides (various)  
Heritage assets local list  
Lancashire Historic Environment Record  
Historic England Guidance Notes

**4.135** National heritage lists are administered by Historic England. Assets on the lists are of clear national significance and include listed buildings, scheduled monuments and registered parks and gardens. Conservation areas are also designated heritage assets. Heritage assets are an irreplaceable resource, so it is vital that they are conserved in a manner appropriate to their significance. Heritage significance can be represented in an asset's form, scale, materials and architectural detail and, where relevant, the historic relationships between heritage assets. Development that affects the setting of a heritage asset should respond positively to the assets' significance, local context and character to protect the contribution that the setting makes to the asset's significance. In particular, consideration will need to be given to impacts from development that is not sympathetic in terms of scale, materials, details and form.

**4.136** Where development is proposed within the Borough which affects a designated heritage asset, a heritage assessment will be required that is appropriate to the level of significance of the asset. The assessment needs to explain its significance and the impacts of the proposals. The level of information required will be proportionate to the assets significance and to the scale of the impact of the proposal. This will include (but are not limited to):

- i. The analysis of the significance of the asset including its history and evolution;
- ii. The retention and restoration of historic features and details (both external and internal, above and below ground) that contribute to the asset's significance;
- iii. The detailed design of any work to be carried out, including scale and proportions, materials and construction details;
- iv. The compatibility of the proposed use with the protection of the asset's significance;
- v. The condition of the asset and the cost of any repairs and enhancement works that need to be undertaken;
- vi. The wider setting and significance of the asset/area including open spaces, landscape, views, historic surfaces, materials and other features that contribute to the significance of the heritage asset;
- vii. Identification of positive elements of its character and appearance.

**4.137** Substantial harm or loss of significance should be wholly exceptional and could only be justified if it is necessary to achieve substantial public benefits that outweigh the harm or loss, taking into account the significance and benefits of conserving the asset. Conservation area appraisals (where they exist) are the starting point for understanding significance and significant features and assets of conservation areas.

**4.138** Non-designated local heritage assets can also make a place special and they should be given consideration at the design stage to ensure that any adverse impacts are either avoided or mitigated and that local character is enhanced or conserved. A [local list of heritage assets](#) is compiled and maintained by the Council. The Local List identifies the assets of local significance within the Borough.

## DM Policy 27 (DM27): Design in New Developments

**4.139** Achieving high quality design is one of the main elements of our vision for the Borough. This aim is supported by the NPPF, which makes clear a high standard of design is a key part of sustainable development. Policy DM27 sets out the design requirements expected of all new developments in the Borough.

### DM Policy 27 (DM27): Design in New Developments

1. All development shall achieve a high quality, sustainable design consistent with the following characteristics<sup>62</sup>:

- i. Context: enhances the surroundings
- ii. Identity: attractive and distinctive
- iii. Built form: a coherent pattern of development
- iv. Movement: accessible and easy to move around
- v. Nature: enhanced and optimised, integrating with the green and blue infrastructure and nature recovery networks
- vi. Public spaces: safe, social and inclusive
- vii. Uses: mixed and integrated
- viii. Homes and buildings: functional, healthy and sustainable
- ix. Resources: efficient and resilient
- x. Lifespan: made to last, with an emphasis on quality and simplicity

2. All design and access statements will be required to clearly explain how the proposed development delivers each of these characteristics and the other design-related policies of this plan<sup>63</sup>.

#### Key strategic objective links

SO1: Health and Well-being  
SO5: Built and Historic Environment

#### Key policy links

CP8: Securing High Quality and Inclusive Design

#### Key supporting docs/evidence

National Model Design Code (2021)  
National Design Guide (2021)  
Blackburn Character Study SPD  
Darwen Character Study SPD  
Borough wide Design Guide SPD (2006)  
Residential Design Guide SPD (2012, to be updated 2023)

<sup>62</sup> As identified in the National Design Guide and National Model Design Code (2021);

<sup>63</sup> Including Core Policy 8: Securing High Quality and Inclusive Design

**4.140** High quality design is not just about how development looks; it is also about how it responds to the site and the environment around it. High quality design creates environments where people want to live, work and visit and which are safe, long lasting and adaptable to changing needs. High quality design can also respond effectively to a wide range of issues such as tackling climate change, improving local biodiversity, enhancing a sense of place, promoting inclusivity and providing healthier and more active places. Important design considerations therefore feature in other policies in this plan, particularly in relation to heritage, biodiversity, flood risk and sustainable transport. Being able to respond appropriately to all of these considerations and understanding how they interact is a key part of achieving high quality design.

**4.141** While the principles of good design are well-established, there are many ways of describing how it can be achieved. For example, the NPPF sets out six characteristics of well-designed places, the National Design Guide sets out ten characteristics, and there is useful guidance produced by specialist organisations in relation to specific design issues. These include:

- Sport England's Active Design Guidance and The Ten Principles of Active Design;
- Designing Out Crime published by the Design Council;
- Manual for Streets;
- Building with Nature; and
- Building for a Healthy Life (formerly Building for Life 12)

**4.142** Although Policy DM27 focuses on ensuring new development meets the design quality principles set out in the National Design Guide, applicants will also be expected to demonstrate how their proposals meet the requirements and principles in other relevant policies of this plan and in additional local design-related studies and guides.



## DM Policy 28 (DM28): Development Affecting Watercourses, Bodies, and Catchment Land

**4.143** The protection and improvement of our watercourses and bodies and the land around them (including water catchment land) is vital if they are to continue to support wellbeing and sustainable development across the Borough. As well as significant wellbeing benefits, our watercourses, bodies and catchment land provide a critical function in terms of water drainage and therefore flood management.

**4.144** Policy DM28 relates to any development proposed adjacent to a watercourse or body. It seeks to ensure development engages with the water, promoting access and activity as well as ensuring development is appropriately located and controlled. Opportunities to generate power from the adjacent watercourse to offset carbon should be explored in such development proposals.

### DM Policy 28 (DM28): Development Affecting Watercourses, Bodies, and Catchment Land

1. Development will not be permitted within the functional floodplain (as defined on the mapping published and updated by the Environment Agency) unless development is for water compatible<sup>64</sup> uses or essential infrastructure that have met the requirements of the exception test.
2. Development alongside watercourses or bodies should, wherever possible, make active use of the water through the layout and orientation of development and the integration of the water and its environs into the development's public space. Such developments should provide positive engagement/frontages to the waterway wherever possible
3. Development alongside watercourses or bodies should enhance the waterside environment and boost the green infrastructure function of the watercourse or body.
4. Development close to watercourses or bodies should not sever recreational routes, prejudice recreational uses, reduce water quality, diminish the ecological value of the water body or environs, increase flood risk or interfere with culverts or drainage unless required to enable the development and appropriate mitigation measures are provided as part of the development proposals;
5. Development alongside watercourses or bodies will only be permitted if it can be demonstrated that it would not adversely impact on the structural integrity of the waterway or its related infrastructure and assets.
6. Development proposals on land used for public water supply catchment purposes (as shown on the Policies Map) will be required to consult with the relevant water undertaker. The first preference will be for proposals to be located away from land used for public water supply purposes. Where proposals are proposed on catchment land use for public water supply, careful consideration should be given to the location of the proposed development and a risk assessment of the impact on public water supply may be required with the identification and implementation of any required mitigation measures.
7. Development should ensure that groundwater resources are protected from pollution and safeguard water supplies.

64 As defined at Annex 3: Flood risk vulnerability classification - National Planning Policy Framework - Guidance - GOV.UK ([www.gov.uk](http://www.gov.uk))

## DM Policy 28 (DM28): Development Affecting Watercourses, Bodies, and Catchment Land

### Key strategic objective links

SO6: Natural Environment

### Key policy links

CP6: The Natural Environment

### Key supporting docs/evidence

Strategic Flood Risk Assessment (SFRA) Level 1 (2020)

Strategic Flood Risk Assessment (SFRA) Level 2 (2021)

## DM Policy 29 (DM29): Transport and Accessibility

**4.145** The Local Plan sets out a clear expectation that new development should be accessible by a choice of means of transport and not be excessively reliant on car journeys, as set out in Policy CP9. As well as issues of overall accessibility, the effect of development on transport considerations also needs to be managed at a local level. The overriding aim is to ensure that development is capable of being accessed and serviced safely.

**4.146** Policy DM29 sets out the approach the Council will adopt in managing the transport implications of development.



## DM Policy 29 (DM29): Transport and Accessibility

1. Development will be permitted provided it has been demonstrated that:
  - i. Road safety and the safe, efficient and convenient movement of all highway users (including bus passengers, refuse collection vehicles, the emergency services, cyclists and pedestrians) is not prejudiced;
  - ii. Appropriate provision is made for vehicle access and off-street servicing;
  - iii. Appropriate provision should be made for parking (vehicle, powered two wheelers (PTWs) and cycle facilities) and charging for plug-in and other ultra-low emissions vehicles in accordance with the Council's latest standards to assist with the decarbonisation of transport over the plan period.
  - iv. Access by public transport is catered for either by providing for bus access into the site where appropriate, or by ensuring that safe and convenient access exists to the nearest public facility;
  - v. Measures are included to encourage access on foot and by bicycle with reference to the Local Cycling and Walking Infrastructure Plan, and in accordance with Healthy Streets principles<sup>65</sup> where appropriate;
  - vi. Public rights of way and accesses should be protected and enhanced to maintain and improve connectivity for active travel; and
  - vii. The needs of disabled people are fully provided for, including those reliant on community transport services.
2. Development will be expected to ensure that all transport elements of a scheme are designed in accordance with relevant national guidance and that any significant impacts on either highway safety, or the transport network, are sufficiently mitigated<sup>66</sup>.

### Key strategic objective links

SO1: Health  
 SO2: Accessibility  
 SO4: Sustainable Transport  
 SO7: Climate Change

### Key policy links

CP9: Transport and Accessibility

### Key supporting docs/evidence

Transport Studies (2020)  
 Connectivity Studies (2020)  
 Local Transport Plan (2011-2021)  
 Joint Lancashire Local Transport Plan 2021-2046 (TBC)  
 Cycle Infrastructure Design (LTN 1/20, DfT)  
 BwD Safer Roads Strategy 2022-26 (2022)

Appendix G:  
 Car Parking Standards SPD (TBC)  
 Local Cycling & Walking Infrastructure Plan SPD (TBC)

<sup>65</sup> [www.healthystreets.com](http://www.healthystreets.com)

<sup>66</sup> In line with the NPPF

**4.147** The Council's latest car parking standards were adopted in 2014. The Council is commencing a review of car parking standards to include clearer guidelines on minimum/maximum car parking provision (including both vehicle and cycling provision) and whether requirements over and above building regulations are justified. The review will also consider a suitable approach to electric vehicle charging in new developments and whether requirements over and above building regulations are considered necessary.

**4.148** The Council is currently preparing a Local Cycling and Walking Infrastructure Plan (LCWIP) for the Borough. To ensure that the outputs of this work are properly integrated into local planning and transport policies and delivery plans, the Council will aim to adopt its LCWIP as an SPD. This will ensure that future decision making gives sufficient weight to cycling and walking matters<sup>67</sup>. Specific schemes may also be included to the Infrastructure Delivery Plan where relevant.



<sup>67</sup> And is in accordance with paragraph 2.27 of Government Guidance document 'Local cycling and walking infrastructure plans technical guidance' ([publishing.service.gov.uk](https://publishing.service.gov.uk))

# Economy

## DM Policy 30 (DM30): Primary Employment Areas

**4.149** A range of quality and types of employment areas existing in the Borough. Those that are considered to be of the highest quality due to their scale, location and/or setting are identified as Primary Employment Areas on the Policies Map.

**4.150** Policy DM30 sets out a framework for managing these sites to ensure that they retain their strategic role in the Borough and help to support the objectives of the Local Plan.

### DM Policy 30 (DM30): Primary Employment Areas

1. Primary Employment areas are the highest quality areas in the Borough<sup>68</sup> and will be retained for employment uses (general industrial; storage and distribution; office, research and light industry – respectively Use Classes B2/B8/E(g) – and sui generis uses of a similar nature and character to the area). Proposals to redevelop land for other uses will be strongly resisted, with those in the Borough’s flagship employment locations only permitted in exceptional circumstances.
2. Within the Primary Employment Areas, planning permission will also be granted for an appropriate range of supporting uses, including gyms, cafes / canteens, small scale convenience shopping, crèches, and financial services, provided that the scale of such uses, and their location and arrangement within the employment area, means that they will primarily serve those employed in that area.
3. Proposals for forms of development in Primary Employment Areas that are not directly supported by 1 or 2 above will only be granted planning permission where it is clearly demonstrated that the specific use is required to secure the development of the wider site.

<b>Key strategic objective links</b>	SO10: Employment
<b>Key policy links</b>	CP11: The Economy and Skills
<b>Key supporting docs/evidence</b>	Employment Land Review (2019)

**4.151** Primary employment areas are considered to be those that can accommodate the highest quality employment uses, and which, in most cases, are also the most straightforward to develop. This includes areas identified as flagship employment locations<sup>69</sup>, which, due to their location, scale and setting, are prestigious, high quality areas capable of competing for investment in the regional market-place. These sites are a limited resource, and so it is essential that we manage the mix of uses that is located on them to ensure that they provide the maximum benefit to the local economy and remain available to accommodate a wide range of investment. At the same time it is essential that these business areas remain sustainable, and provide an environment which makes them appealing for people to work in and hence for operators to locate in.

<sup>68</sup> Grade A, B, B/C or C employment areas as set out in the Employment Land Review 2019 (Table 27)

<sup>69</sup> As identified in the Council’s Employment Land Review Study (2019)

**4.152** There are a total of thirteen Primary Employment Areas identified in the Local Plan on the Policies Map which are:

- Shadsworth Business Park, Blackburn (66ha)
- Walker Park, Blackamoor Road, Blackburn (49ha)
- Whitebirk Industrial Estate, Blackburn (47ha)
- Greenbank, Blackburn (32ha)
- Glenfield Business Park, Blackburn (32ha)
- Roman Road/Davyfield Road, Blackburn (24ha)
- Goose House Lane, Darwen (14ha)
- Land at M65 (J4), Commercial Road, Darwen (12ha)
- Burnley Road, Blackburn (11ha)
- Lower Eccleshill Road, Darwen (8ha)
- Paul Rink Way / Riversway Drive, Lower Darwen (3ha)
- Hollins Grove, Darwen (1ha)
- Furthergate, Blackburn (1ha)



## DM Policy 31 (DM31): Secondary Employment Areas

**4.153** Employment sites considered to be of a lower grade than Primary Employment Areas but still form a particularly important role in the local economy are identified as Secondary Employment Areas on the Policies Map.

**4.154** Policy DM31 sets out a policy framework that enables greater flexibility in the future development of Secondary Employment Areas while maintaining their overall emphasis on commercial and employment generating uses.

### DM Policy 31 (DM31): Secondary Employment Areas

1. Secondary Employment Areas play an important role in supporting jobs and economic growth. Proposals to redevelop land for other uses in these areas<sup>70</sup> will be resisted to safeguard the areas for employment uses. However, development proposals in secondary employment areas will be ~~but~~ considered more flexibly than those proposals in Primary Employment Areas. In doing so, they will be expected to demonstrate that:
  - i. The site/premises are no longer suitable or reasonably capable of being redeveloped for employment purposes; and either
  - ii. The site/premises has been actively marketed for employment purposes for a reasonable period of time (minimum of 12 months) at a reasonable market rate (i.e. rent or capital value) as supported through a documented formal marketing strategy and campaign; or
  - iii. There will be a significant community benefit which outweighs the impact of losing the employment site/premises.
2. Proposals that retain some employment opportunities will be encouraged over those that provide no employment such as residential use.

<b>Key strategic objective links</b>	SO10: Employment
<b>Key policy links</b>	CP11: The Economy and Skills
<b>Key supporting docs/evidence</b>	Employment Land Review (2019)

**4.155** Blackburn with Darwen has a wide range of secondary employment areas. Typically consisting of traditional employment areas, with a mix of original and more recent building plots, these are of considerable importance to our local economy. They employ large numbers of people and allow businesses to start and grow with relatively low accommodation costs. They are suitable for any employment generating use subject to other relevant policy and amenity considerations set out in the Local Plan.

**4.156** Secondary Employment Areas are able to accommodate a wider range of uses than traditional employment use classes - for example those whose nature means they may benefit from locating in a mainly commercial area. This may include trade counters; vets practices; builders / plumbers' merchants; tyre / exhaust centres and some leisure/training uses such as training centres, nurseries/children's play facilities and activity centres that do generate employment opportunities.

<sup>70</sup> Grade C/D, D, D/E or E set out in the Employment Land Review 2019 (Table 27)

**4.157** There are seventeen Secondary Employment Areas identified in the Local Plan on the Policies Maps:

- Copy Nook/Higher Eanam/Gorse Street, Blackburn (46ha)
- Hollins Grove, Darwen (42ha)
- Goose House Lane and land east of the railway, Darwen (16ha)
- Bank Top/George Street West/Wensley Road, Blackburn (13ha)
- Cross Street/Junction Street, Darwen (10ha)
- Griffin/Queen Victoria Street, Mill Hill, Blackburn (9ha)
- West side of Bolton Road adjacent Railway Line, Blackburn (8ha)
- India Mill Complex, Bolton Road, Darwen (8ha)
- Livesey Fold, Darwen (7ha)
- Branch Road, Lower Darwen (6ha)
- Whitebirk Road, Intack, Blackburn (4ha)
- Nova Scotia, Blackburn (4ha)
- Standcliffe Street, Griffin, Blackburn (3ha)
- Stakes Hall Place / Charnley Street, Blackburn (3ha)
- Lower Hollin Bank Street, Blackburn (2ha)
- Moss Street, Daisyfield, Blackburn (2ha)
- Grange Road/Selous Road, Blackburn (1ha)



## DM Policy 32 (DM32): Protection and Re-use of Existing Employment Sites

**4.158** Policy DM32 applies to any employment sites that are not located within an existing 'Primary' or 'Secondary' employment area (covered by Policy DM30 and DM31).

### DM Policy 32 (DM32): Protection and Re-use of Existing Employment Sites

1. The re-development of existing employment sites, located outside identified Employment Areas, for a use other than employment, will be supported in the following circumstances:
  - i. The present (or previous, if vacant or derelict) use causes significant harm to the character or amenities of the surrounding area; or
  - ii. It is demonstrated that no other appropriate viable alternative employment use could be attracted to the site; or
  - iii. Mixed-use redevelopment would provide important community and/or regeneration benefits with no significant loss of jobs, potential jobs, and the proposed mix of uses accords with other planning policies.
2. Where employment premises not meeting any of the criteria set out in Paragraph 1 fall vacant, the Council will work with partners to secure their re-use or the redevelopment of the site for a new employment use. In cases where a site remains suitable for employment development but it is demonstrated that this is not economically viable, the Council may give favourable consideration to an element of higher-value "enabling" development, having regard to the balance of uses that would result on the site and in the wider area. The Council will expect applicants to provide evidence of appropriate marketing and/or economic viability to demonstrate an employment site/premise is no longer appropriate for employment use.

<b>Key strategic objective links</b>	SO10: Employment
<b>Key policy links</b>	CP11: The Economy and Skills
<b>Key supporting docs/evidence</b>	Employment Land Review (2019)

**4.159** The Council's overall spatial strategy for employment is to provide a broad portfolio of sites for employment uses in sustainable locations. Policies DM30 and DM31 provide a framework for the most significant employment areas and grants them extra policy protection. However there remains a large number of other sites around the Borough, integrated into the existing urban area, that make up an important component of supply. Policy DM32 seeks to retain these sites as they remain a key source of land/premises for smaller scale businesses and will help reduce pressure on land being developed elsewhere, outside of the existing urban area.

**4.160** In some cases the presence of industrial uses within a mainly residential area can create problems with amenity for residents, and can be a factor for contributing to low demand for housing in some instances. Where isolated industrial uses within older residential areas cause nuisance and loss of amenity to residents through noise, activity from large vehicles and so on, alternative uses, including employment generating mixed-use schemes and residential development, may be considered appropriate on these sites if they become vacant.

**4.161** In certain specific cases it is recognised that a site may no longer be suitable for the demands of the market for employment development, and therefore stands little prospect of being brought into a beneficial employment use in a reasonable timescale. Where it is demonstrated that this is the case, the policy provides flexibility for the site to be redeveloped for a different use.

### DM Policy 33 (DM33): Town Centres

**4.162** Blackburn and Darwen town centres are at the heart of our communities. They provide an important focus for providing jobs and services in our towns and fostering civic pride. They also play a major role in defining the way that the wider towns are perceived from outside of the Borough. This makes them central to the economic prospects of our area.

**4.163** Future public and private investment will be encouraged in both of the Borough's town centres in line with Policy DM33.

### DM Policy 33 (DM33): Town Centres

1. Within the Town Centres as defined on the adopted Policies Map, planning permission will be granted for development which contributes to one or more of the following objectives:
  - i. Strengthening and focusing the shopping offer;
  - ii. Expanding the role of the town centres to support vitality and viability;
  - ii. Protecting and enhancing the leisure offer and developing an evening economy;
  - iv. Establishing a vibrant town centre residential population (except where it would cause unacceptable harm to the operations of existing town centre uses<sup>71</sup>).
2. Development proposals within the town centres should (where applicable) demonstrate how the proposal contributes to enhancing the following key attributes of the centre:
  - i. The overall attraction of the centre to local communities;
  - ii. The accessibility from/to the centre and within it; and
  - iii. The amenity of the local environment within the town centre.
3. Proposals that include town centre uses (including Class E(a) retail) will be expected to be located in the Primary Shopping Areas in the first instance. Where this is not the case, the sequential test will be applied in line with Policy DM35. In Darwen Town Centre, the town centre boundary will be interpreted as the Primary Shopping Area.

<sup>71</sup> In line with the 'agent of change' principle set out in the NPPF

## DM Policy 33 (DM33): Town Centres

4. The Council will support and encourage a mix of complementary uses in the town centres.
5. Planning permission for specific types of development<sup>72</sup> may be restricted to ensure that no unacceptable impacts on sensitive land uses occur, or over proliferation of uses occur. Sensitive uses include but are not limited to residential uses, educational uses or businesses which operate in a quiet setting.

### Key strategic objective links

SO1: Health and Well-being  
SO12: Town Centres

### Key policy links

CP11: Town Centres and Commercial Development  
DM35: Assessing Applications for Main Town Centre Uses

### Key supporting docs/evidence

Retail and Leisure Study (2019)  
Retail and Leisure Study Update (2021)

**4.164** The NPPF is clear that planning policies and decisions should support the role that town centres play at the heart of local communities. Local Plan policies should take a positive approach to their growth, management and adaptation. In combination the criteria set out in paragraphs 1 and 2 of Policy DM33 will help to achieve this key aim. Where proposals for main town centre uses are put forward then Policy DM35 will also play a key role in the decision making process.

**4.165** The Councils ambitions around regeneration and renewal of both Blackburn and Darwen town centres set out in this Local Plan will be progressed with the key attributes around the attractiveness of the centre, the accessibility, and the amenity of the local environment foremost in mind. Amenity considerations include issues around reducing congestion, improving air quality and provision of enhanced public/shared space.

**4.166** The Council will maintain appropriate Supplementary Planning Documents, including Town Centre SPDs and Masterplans, to provide additional guidance.

<sup>72</sup> such as (but not limited to) takeaways, betting offices and amusement arcades



## DM Policy 34 (DM34): District and Local Centres

**4.167** There will be a general presumption in favour of development within District Centres (Tier 3). As set out in Policy CP11, one of the roles of District Centres is to facilitate more sustainable living by providing localised facilities and services. The presumption therefore is that smaller scale facilities, as defined by Policy DM35, are brought forward within the District Centres, in line with their position on the retail hierarchy below the defined Town Centres. Larger scale proposals that seem out of proportion with the role of a District Centre may be required to demonstrate their predicted impacts on other centres within the hierarchy, and on traffic and general amenity. Local Centres (Tier 4) are also designated in the Local Plan to help support development of 20-minute neighbourhoods in the Borough.

**4.168** Policy DM34 sets out a policy framework for appropriate developments in these lower tiers of the centre hierarchy.

### DM Policy 34 (DM34): District and Local Centres

1. The Borough's District Centres are defined on the Policies Map and include:
  - **In Blackburn:** Audley Range, Bastwell, Bolton Road, Ewood, Johnstone Street, Little Harwood, Mill Hill, Roe Lee, Whalley Banks, Whalley Range
  - **In Darwen:** Duckworth Street
2. Within the defined District Centres planning permission will be granted for small-scale proposals, as defined by Policy DM35, for commercial or other main town centre uses (including residential). For the purposes of applying the sequential test, as set out within Policy DM35<sup>20</sup>, for proposals that may include retail use (Class E(a)) the District Centre boundary will be interpreted as the Primary Shopping Area.
3. The location of the Borough's Local Centres are identified on the Policies Map and include:
  - **In Blackburn:** Accrington Road (St Jude's); Audley Range; Bastwell; Blackburn Cemetery; Bolton Road (Ewood Bridge); Brookhouse; Brownhill; Cherry Tree North; Cherry Tree South; Copy Nook; Earcroft; Feniscowles; Fishmoor Drive; Four Lane Ends; Griffin; Hancock Street; Haslingden Road (Blackburn Hospital); Higher Eanam; Holly Tree; Infirmary Waterside; Intack; New Bank Road; Preston New Road East; Preston New Road West; Ramsgreave and Wilpshire; Redlam; St. James; Witton
  - **In Darwen:** Blackburn Road (Birch Hall); Bolton Road (Sough); Bolton Road (Whitehall); Suddell Road;
  - **In the rural areas:** Edgworth, Hoddlesden
4. Local Centres will provide a small range of shops and other local services which help meet the day to day needs of residents. Local shopping opportunities and facilities within Local Centres will be supported and safeguarded where possible. Due to their small-scale nature Local Centres do not have defined boundaries. Planning permission will be supported for small-scale proposals, as defined by Policy DM35, for commercial or other main town centre uses that can demonstrate they will support and enhance existing provision of the Local Centre.

## DM Policy 34 (DM34): District and Local Centres

5. New Local Centres will be supported as part of any significant new developments where they can be demonstrated to support and enhance the existing network of Local Centres and support the concept of 20-minute neighbourhoods.

<b>Key strategic objective links</b>	SO12: Town Centres
<b>Key policy links</b>	CP11: Town Centres and Commercial Development
<b>Key supporting docs/evidence</b>	Retail and Leisure Study 2019) Retail and Leisure Study Update (2021) Local Centres Methodology (2021)

**4.169** The health of the Borough's District Centres have been reviewed as part of the Retail and Leisure Study in support of the Local Plan. Boundary alterations and recommended re-classification of some former District Centres (to Local Centres) have been adopted to help support the continued vitality and viability of these important areas to the local communities that they serve based on this updated evidence review. Some of these centres have faced particular challenges in adapting to changing retail patterns over recent years. National changes to the Use Class Order and permitted development regime have also been introduced in an attempt to assist the future development of such areas.

**4.170** Whilst the District Centres principally provide for local needs shopping, some have roles that are more specific because of their location. Uses can be diverse and include places of worship, community centres and halls, health facilities such as doctor's and dental surgeries and other service uses ranging from hairdressers and beauty salons to funeral parlours.

**4.171** Local Centres are defined on the Policies Map in line with the Local Centres Methodology document. A total of 34 Local Centres are defined. Local Centres are identified where clusters of at least six relevant uses (community, retail or service uses) were identified in close proximity to one another at the point of assessment. The methodology employed to identify Local Centres should be used in case making and consideration for the suitability of any proposed new facilities in the absence of Local Centre boundaries being defined.

**4.172** The Retail and Leisure Study identified the need to consider three new Local Centres within the local centre hierarchy. The Haslingden Road Local Centre is identified to support this approach around the Blackburn Hospital site locality. The requirements identified at northeast Blackburn (Brownhill) and southwest Blackburn as part of significant new developments would be supported through Policy DM34.

## DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses

**4.173** It is essential that our two town centres remain the focus for both convenience and comparison retail growth and for the development of other main town centre uses over the plan period. New out-of-centre developments, extensions to existing ones, and large developments that are in existing centres but out of scale with them, all have the potential to compete with town centres and draw trade and development pressure away from them. This prevents the creation of a “critical mass” of demand and activity in the town centres, impacting on the viability of existing and future investment within them.

**4.174** Policy DM35 sets the framework for how the issues of appropriate scale of proposals will be considered in this context, and how the sequential test and impact test will be applied to proposals for new developments in the Borough.

### DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses

#### Scale

1. Retail development will be permitted provided that the development, in terms of the overall magnitude of additional floorspace proposed and the size of individual units within it, is appropriate to the position of the centre concerned within the hierarchy of centres in Blackburn with Darwen. In making its assessment on this issue the Council will refer to all available evidence including but not limited to the indicative maxima for these factors set out in the table below.

Centre Tier	Indicative maximum unit size
1 – Major Town Centre (Blackburn)	No limit
2 – Town Centre (Darwen)	4,000sqm as food store, otherwise 1,000sqm
3 – District Centre	500sqm
4 – Local Centre	280sqm

#### The Sequential Test

2. Planning permission for retail development outside the Primary Shopping Areas of Blackburn and Darwen town centres or the District Centres (as identified on the Policies Map), or for other main town centre uses outside Blackburn and Darwen town centres or the District Centres, will only be granted if the proposal complies with the remainder of this policy, and one or both of the following criteria are met:

- i. The development is specifically supported by another policy in the Local Plan; or
- ii. It is demonstrated that no sequentially preferable site is available or likely to be available within a reasonable timescale to accommodate the development; and that in discounting any sequentially preferable site, the developer / operator has applied a sufficiently flexible approach to their requirement in respect of scale, format and car parking provision.

## DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses

3. Where an edge- or out-of-centre development is justified under this policy, preference will be given to locations that are well connected to an existing town centre, or are location in existing out-of-centre retail parks, and appropriate measures will be required to maximise connectivity between the development and the centre.

### Assessing Impact

4. Retail developments which are not specifically supported by other policies, and are not in a town or district centre as defined on the Policies Map, and which will create additional floorspace at or above the levels set out in the table below, will be required to be accompanied by a retail impact assessment.

Location of development	Floorspace threshold	Centres required to be assessed for potential impact
Within 500m of any district centre boundary or a local centre	280sqm	All district centres or local centres within 500m
Darwen urban area (south of the M65)	500sqm	Darwen town centre plus all district centres / local centres within 500m
Blackburn urban area (north of the M65)	1,000sqm	Blackburn town centre plus all district / local centres within 500m

*Note: Development close to the boundary between Blackburn and Darwen meeting the floorspace thresholds may require impact assessments on both town centres.*

5. Where an impact assessment is required, proposals will only be granted planning permission where it is demonstrated that there will be no unacceptable impact on the vitality and viability of existing centres. In making its assessment on this issue the Council will take account of the following main issues along with any that are specific to the development in question:

- i. The impact of the proposal on existing, committed and planned public and private investment, in a centre or centres within the catchment of the proposal;
- ii. The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider area, up to five years from the time the application is made. For major schemes where the impact will not be realised in five years, the impact should also be assessed up to 10 years from the time the application is made;
- iii. The appropriateness of the proposal to the general character of the area and its contribution to an active ground floor street frontage; and
- iv. The ability of the impact to be mitigated through measures secured through planning conditions or a planning agreement.

6. Where the proposal involves retail sales in association with another primary use, or where a development involves retail sales but the mix of uses is such that no main use is identifiable, the Council may impose planning conditions to enable the retention of control over the future use of the land or buildings and to prevent the establishment of a separate retail planning unit.

## DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses

<b>Key strategic objective links</b>	SO12: Town Centres
<b>Key policy links</b>	CP11: Town Centres and Commercial Development
<b>Key supporting docs/evidence</b>	Retail and Leisure Study (2019) Retail and Leisure Study Update (2021)

**4.175** The 2021 Retail and Leisure Study has identified no quantitative need for new retail floorspace over the plan period. This is on the basis of retaining existing market share and qualitative improvements are acknowledged as being required. New development proposals will come forward over the plan period and Policy DM35 therefore sets out our “town centre first” approach to locating development, and gives an indication of the scale of retail development that should take place in each centre.

**4.176** National planning policy requires that when considering applications for retail and leisure development outside of town centres, which are not in accordance with an up to date Local Plan, local planning authorities should require an assessment considering how the development will affect the vitality, viability and future prospects of other centres in the area, if the development is over a proportionate, locally set floorspace threshold. If there is no locally set threshold, the default threshold is 2,500 sq m.

**4.177** The Retail and Leisure Capacity Study work considers that the overall quantity of retail floorspace in the town and district centres, and the scale of individual retail units typically found in these centres, mean that a development of 2,500 sq m (around 25,000 sq ft) would potentially represent both a significant proportion of the total and a very large unit in the local context. Such a development would therefore have the potential to significantly affect the sustainability of shopping patterns in the area. In view of these factors, in the local context, there is a need for retail developments of under 2,500 sq m to be assessed for their impact. Whilst the 2021 Retail and Leisure Study update recommends a minimum impact threshold of 500 sq m this does not take into account the introduction of Local Centres into the retail hierarchy. Therefore thresholds that have been used in the Local Plan Part 2 (2015) are being retained.

## DM Policy 36 (DM36): Local and Convenience Shops

**4.178** Small-scale shopping provision, whether in the form of individual shops, small groups of shops or shopping parades, has traditionally played an important role in meeting households’ day to day needs, particularly in the older residential parts of the Borough. Additionally, it reduces the need for additional vehicular trips, has provided a valuable resource for the less mobile and assisted the sustainability of neighbourhoods.

**4.179** However, such shopping facilities, often run by independent traders, have experienced severe competition in recent years from an increasingly car-mobile population that are easily able to travel further and a move by some of the national supermarket chains into convenience store retailing either on solo sites or garage forecourts in association with petrol filling stations. New smaller housing developments rarely provide facilities for new shops but larger-scale developments may justify the provision of additional local shopping facilities.

**4.180** Policy DM36: provides the policy framework for considering such provision that falls outside of the centres hierarchy.

### DM Policy 36 (DM36): Local and Convenience Shops

1. Planning permission will be granted for retail developments, which are not in association with existing defined centres or specifically allowed for by other policies, where all the following criteria are met:
  - i. The proposal caters for local needs only and individual units do not exceed a maximum of 280 sqm. in gross floor area;
  - ii. There are no vacant existing shops within reasonable walking distance (typically 500 metres) of the proposal which would be capable of accommodating the development and providing for the need proposed to be served;
  - iii. EITHER the development is within or immediately adjacent to an existing group of local shops, OR there are no other shopping facilities providing for local need within a reasonable walking distance (typically 500 metres) of the proposal.

**Key strategic objective links**

SO12: Town Centres

**Key policy links**

CP11: Town Centres and Commercial Development

**Key supporting docs/evidence**

Retail and Leisure Study (2019)  
Retail and Leisure Study Update (2021)

## DM Policy 37 (DM37): Tourism

**4.181** In common with the rest of Pennine Lancashire, Blackburn with Darwen has a rich urban and cultural heritage, coupled to a dramatic landscape setting. In the context of the north of England it is also located close to internationally-significant tourism destinations in the Lake District and the Yorkshire Dales, and to the city of Manchester. It is easily accessible by road and by air (to Manchester and Leeds-Bradford airports) and is generally well served by infrastructure.

**4.182** Given these factors, there is considerable scope for the area to develop further as a tourist destination. This has the potential to bring a range of benefits to the area, including:

- An enhanced profile, a stronger sense of place and greater attractiveness as a place to live or invest;
- The establishment of a diverse and robust rural economy;
- The renovation or improvement of elements of our industrial heritage which may be underused or derelict;
- Greater vitality and viability in our town centres, including a stronger evening economy;
- The potential to secure wider benefits such as improved land management in the rural area;
- Opportunities for direct and indirect employment.

**4.183** In achieving this, it will be important to focus on Blackburn with Darwen's unique assets and ensure that we establish a clearly differentiated tourism offer. Policy DM37 aims to support the development of Blackburn with Darwen's visitor economy in this way by encouraging tourism-based development that relates to our key assets, while respecting the sensitivity of some of the areas where such development may take place.



## DM Policy 37 (DM37): Tourism

1. Tourism-based development will be supported in principle, subject to other policies within the Plan, with priority given to the following locations:

- i. Blackburn and Darwen town centres as defined on the Policies Map;
- ii. The West Pennine Moors as defined on the Policies Map for uses associated with the recreational use of the Moors. Within this area uses likely to generate large numbers of trips should either be located within the villages of Edgworth, Chapeltown and Belmont, or be associated with an existing tourism or leisure facility. All recreational development must be sensitive to the natural environment and landscape that is the tourism asset of the West Pennine Moors and secure appropriate maintenance of the facility in the long term;
- iii. At or in the vicinity of Ewood Park, for uses associated with the operation or development of Blackburn Rovers Football and Athletic Club, and where benefits to the visitor economy can be demonstrated;
- iv. Along the route of the Leeds and Liverpool Canal, for uses associated with use of the canal as a recreational or cultural resource and supporting the Pennine Lancashire Linear Park proposals;
- v. In converted buildings or in association with historic land uses, for uses associated with the Borough's built or economic heritage; and
- vi. In other areas of Blackburn with Darwen provided there is no conflict with the priorities set out in i) to v) above.

### Key strategic objective links

SO9: Rural Areas

SO12: Town Centres

### Key policy links

### Key supporting docs/evidence

[The South Pennines Park](#)

[The Pennine Lancashire Linear Park](#)

**4.184** The West Pennine Moors (WPM) is an area of open countryside covering 90 square miles and attracts a large numbers of walkers, cyclists, horse riders and day visitors each year. It comprises uplands, reservoirs, wooded valleys and historic villages and is bounded by Blackburn and Darwen to the north, Bolton and Bury to the south, Chorley to the west and Haslingden to the east.

**4.185** The West Pennines are a valuable asset for wildlife, businesses, outdoor recreation and water provision. Balancing the needs of all these interests is critical to the conservation of this upland landscape. In recognition of its national scientific importance, in 2017, Natural England approved parts of the WPMs to be designated a SSSI. Working with owners and occupiers, Natural England aims to ensure that the West Pennine Moors SSSI is managed in a way that safeguards its national scientific importance whilst maximising the benefits to businesses and those seeking enjoyment and a sense of wellbeing from the area.

**4.186** The WPMs also form part of the South Pennines Park which stretches between the Peak District and the Yorkshire Dales National Parks. The South Pennines Park works to improve people's health, quality of place and biodiversity, while growing local jobs, providing opportunities and boosting prosperity. Further information can be accessed at [HOME - The South Pennines Park](#).

**4.187** The [Pennine Lancashire Linear Park](#) is a vision and programme for change along a 23-mile section of the Leeds and Liverpool Canal corridor between the Boroughs of Blackburn with Darwen and Pendle. It seeks to bring life back to the places and infrastructure that once supported thriving industry and created the places along its route. It seeks to marry physical improvement to landscape, infrastructure and buildings, to expansive programmes of environmental, cultural, leisure, education and economic activity.

**4.188** The aims of Policy DM37 are to protect, conserve and enhance the area's natural and cultural heritage, promote sustainable regeneration and encourage enjoyment and sustainable tourism.



## DM Policy 38 (DM38): Major Infrastructure Schemes

**4.189** It is important that new development in Blackburn with Darwen is supported by the appropriate infrastructure, as required by Core Policy 12: Infrastructure and Delivery. Providing and improving access to educational, health and community facilities greatly improves the quality of life for residents, builds strong communities and also helps to address inequalities.

**4.190** The growth planned for in the Local Plan is contingent on the implementation of a range of major infrastructure schemes which are identified on the Policies Map and in the Infrastructure Delivery Plan (IDP). Policy DM38 ensures that development proposals sufficiently safeguard the delivery of these schemes.

### DM Policy 38 (DM38): Major Infrastructure Schemes

1. Development proposals that would prejudice the delivery of the Major Infrastructure Schemes identified on the Policies Map will not be permitted unless an acceptable alternative can be provided or it can be demonstrated that there is no longer a need.
2. Development of Major Infrastructure Schemes will be expected to take into account the requirements of, and integrate with, other relevant smaller scale infrastructure needs set out in the Council's Infrastructure Delivery Plan (IDP).

#### Key strategic objective links

SO2: Accessibility  
 SO4: Sustainable Transport  
 SO11: Education and Skills

#### Key policy links

CP9: Transport and Accessibility  
 CP12: Infrastructure and Delivery

#### Key supporting docs/evidence

Infrastructure Delivery Plan (2021)  
 Pupil Place Forecasting (2021)  
 Council Position Statement – Education Requirements (2021)  
 Transport Studies (2020)  
 Joint Lancashire Local Transport Plan 4 (TBC)

**4.191** The implementation of major infrastructure schemes identified on the Policies Map, in addition to delivery of smaller scale infrastructure projects is required in order to be able to accommodate future planned growth in Blackburn with Darwen. The Council's Infrastructure Delivery Plan (IDP) sets out a detailed list of infrastructure requirements, incorporating physical infrastructure, social infrastructure and green infrastructure schemes which are required to support new development over the plan period.

**4.192** Due to their scale and nature, major infrastructure projects have the potential to impact negatively on both the local environment and environs some distance away. This could include impacts on air and water quality and groundwater supply. As with any planning application for development, planning applications for these major schemes will be required to ensure that any negative environmental impacts, including any impacts on European sites, are avoided or mitigated in line with national and legislative policies, and Local Plan Policies CP6 and DM15. This may include the requirement to undertake a Habitats Regulation Assessment (HRA) to ensure these impacts are thoroughly assessed.

**4.193** A total of thirteen new schemes set out in the IDP are identified on the Policies Map. These relate to new road schemes or junction improvements, school expansions, or waste. They are the more significant, major infrastructure projects that are considered key to delivering the balanced growth strategy set out in the Local Plan. The new schemes identified on the Policies Map are summarised below.

### Highways

- i. New link roads and associated junctions at North East Blackburn, Bog Height Road and Moulden Brow / Livesey Branch Road;
- ii. Major junction improvements at:
  - Junction 5 of the M65
  - Haslingden Road – Strategic Employment Site access
  - Blackamoor Road / Haslingden Road
  - A666 / Jack Walker Way (South)
  - Goose House Lane / Chapels;
- iii. Additional junction improvements and sustainable transport measures will be set out in the IDP and corresponding transport plans such as the Bus Service Improvement Plan (BSIP), Local Cycling and Walking Infrastructure Plan (LCWIP) and Local Transport Plan 4 (LTP4) but not identified on the Policies Map;

### Education

- iv. Pupil Place Forecasting work undertaken in support of the new Local Plan has identified the need for new primary and secondary school places in the Borough across the Plan period. Specific projects currently identified are a potential new Primary school in West Blackburn, an extension of Lammack Primary School in North Blackburn and a possible extension of St Peter's Primary School in Darwen. Work is progressing with the Council's Education department to increase the number of Secondary School places in the Borough;
- v. The Local Education Authority has confirmed that a local nursery school extension is also needed in the South East area of the Borough. Longshaw Infant School and Nursery is proposed to be amalgamated onto one site, creating an additional 19 early years pupil places (increasing from 53 to 72) to meet the additional demand;

## Waste

- vi. A new Household Waste Recycling Centre is identified in Darwen to better serve the needs of the Borough, increase recycling rates, and reduce carbon emissions from vehicle trips.

**4.194** The Council will keep the IDP regularly reviewed, and use this and other relevant documents to prioritise the infrastructure necessary to support the growth of Blackburn with Darwen over the plan period.



## DM Policy 39 (DM39): The Effect of Development on Public Services

**4.195** The attractiveness of our “offer” is determined partly by the quality of infrastructure available to residents. At a time when resources to public providers of infrastructure are under substantial pressure, it is important that the most effective use is made of those that are available. Policy DM39 ensures development proposals consider the effect on the Borough’s existing public services.

### DM Policy 39 (DM39): The Effect of Development on Public Services

1. Development will be granted planning permission provided that infrastructure, facilities and services exist, or can be provided via the development, which will allow the development to proceed without an unacceptable adverse impact on existing provision.
2. Development likely to cater, or provide accommodation, for users of publicly-provided support services, including but not limited to mental health services, substance misuse treatment and adult social care, will only be permitted where it is clearly demonstrated that:
  - i. A need for the development exists arising from the requirements of people already ordinarily resident in Blackburn with Darwen or of Blackburn with Darwen service users currently receiving service outside the authority area;
  - ii. Where the development consists of a facility directly providing a support service, the nature and scale of the facility is in line with the Council’s commissioning strategies, such that resources are likely to be available to refer individuals to the facility and it can be reasonably expected that people already ordinarily resident in Blackburn with Darwen, or Blackburn with Darwen service users currently receiving service outside the authority area will be the principal users of the facility; and
  - iii. The development will not lead to an increase in the level of demand for any publicly-provided support service, to an extent that is likely to result in a deterioration of the level of service available to existing users.

#### Key strategic objective links

SO1: Health and Well-being  
SO2: Accessibility

#### Key policy links

CP4: Housing Development

#### Key supporting docs/evidence

Infrastructure Delivery Plan (2021)

Appendix G:

Effect of New Development on Public Services SPD (TBC)

**4.196** Blackburn with Darwen currently ranks as the 14th most deprived authority in the country according to the Government’s 2019 Index of Multiple Deprivation. Alongside this, parts of the area’s population have significant levels of support needs relating to a range of services provided by the Council or other parts of the public sector including mental health, treatment for substance misuse and adult social care. Of particular concern is the fact that a significant proportion of this demand is from service users who have moved into Blackburn with Darwen from outside the area.

**4.197** In order to continue to meet current and future emerging demands, the Council and its partners are keen to ensure that there is a strategic approach to commissioning new services and facilities in Blackburn with Darwen, and that their commissioning approach is reflected in decision making elsewhere. As such, the Council has developed a Market Position Statement which sets out its plans for commissioning social care services across all user groups. The Statement will support providers to make proactive business and investment decisions and ensure that initiatives and resources are appropriately targeted. It is essential that planning reflects this approach and contributes to managing demand for services.

**4.198** In an era of limited resources, the Council and its partners are keen to focus on meeting local needs in the first instance, and to ensure that the proportion of their overall resources that need to be directed towards providing support services is kept under control.

**4.199** They are concerned about development which ostensibly provides accommodation or services used by vulnerable people, but which is provided in an ad-hoc way with little or no reference to wider strategies for commissioning support services. This can result in users going on to require a wide range of other support services provided by the public sector. This is firstly an undesirable situation for the service users themselves, since development that is not supported by capacity in an appropriate range of services results in them being unable to access the support they require. Secondly, it can have an impact on perceptions of Blackburn with Darwen more generally, as areas become associated with poor quality accommodation or with perceptions of crime perpetrated by service users who are not receiving proper support. Policy DM39 sets out how we will manage development in line with the following objectives:

- To ensure that planning decisions as far as possible support the commissioning strategy for facilities and services;
- To assist in managing demand for support services so as to ensure that appropriate levels of service to existing users within Blackburn with Darwen can be maintained; and
- To assist in improving Blackburn with Darwen's overall offer, and perceptions of its offer, by reducing levels of crime, anti-social behaviour and the perceived threat of these.

**4.200** Two Planning Advisory Notes have been prepared by the Council to assist in implementing Policy DM38. These are:

- Adults Social Care and Support Accommodation Planning Advisory Note (January 2021)
- Children's Residential and Supported Accommodation Planning Advisory Note (December 2020)

**4.201** A Supplementary Planning Document (SPD) will also be prepared to provide further guidance on implementing this policy.

# 5

## IMPLEMENTATION (INCLUDING GROWTH SITE POLICIES)

# 5 IMPLEMENTATION (INCLUDING GROWTH SITE POLICIES)

## Delivery

**5.1** Delivery of the development needs (for housing and employment) set out in the Local Plan is key to the success of the overall strategy. Growth sites are expected to deliver the majority of identified needs over the plan period. Sections 5.3 - 5.7 provide a site-specific policy for each of the growth sites identified on the Policies Map. These policies include the key development considerations.

**5.2** Infrastructure is also critical to the delivery of the strategic objectives of the Local Plan and is a key element of the Balanced Growth Strategy. The Council has prepared an Infrastructure Delivery Plan (IDP) (2022) to sit alongside the Local Plan and that links to Policy CP12: Infrastructure and Delivery. Delivery of the identified growth sites will help assist with the delivery of infrastructure, however other sources of funding and support will also be required.

**5.3** The IDP has been prepared with a wide range of partners and infrastructure providers. It will be regularly monitored and kept under review, seen as a 'living document'. It sets out key infrastructure schemes required to facilitate development and secure delivery of the Local Plan. Whilst the main infrastructure requirements from development will be set out in the IDP, it is not intended to be a definitive list of all kinds of infrastructure at a local neighbourhood level.

## Monitoring

**5.4** To ensure the policies and proposals contained within the Local Plan are effective in delivering the Vision and Objectives, the Council has prepared a monitoring framework consisting of a number of key indicators and targets. This has been informed by the Sustainability Appraisal work and other relevant evidence base studies. The monitoring framework is set out in Appendix D.

**5.5** The Council will publish progress against relevant indicators and targets on an annual basis in the Authority Monitoring Report (AMR). The AMR will be used to measure the overall effectiveness of the Local Plan once adopted, as well as recommending any actions required to ensure the delivery of the Plan. The Council will undertake a full or partial update of the Local Plan if an assessment indicates that changes to policy would better support delivery or if monitoring indicates an amended development strategy would be more effective. A requirement for Plan review is now in place every five years at a minimum.

# Housing Growth Site Allocation Policies

**5.6** The housing growth site policies set out in this section identify the key development considerations that are applicable to each housing growth site identified on the Policies Map. They are not a comprehensive list of all policy requirements or implications on the development of a site. The allocations include an indicative residential yield which provides an estimate of the number of units a site could accommodate. These should not be considered as fixed figures.

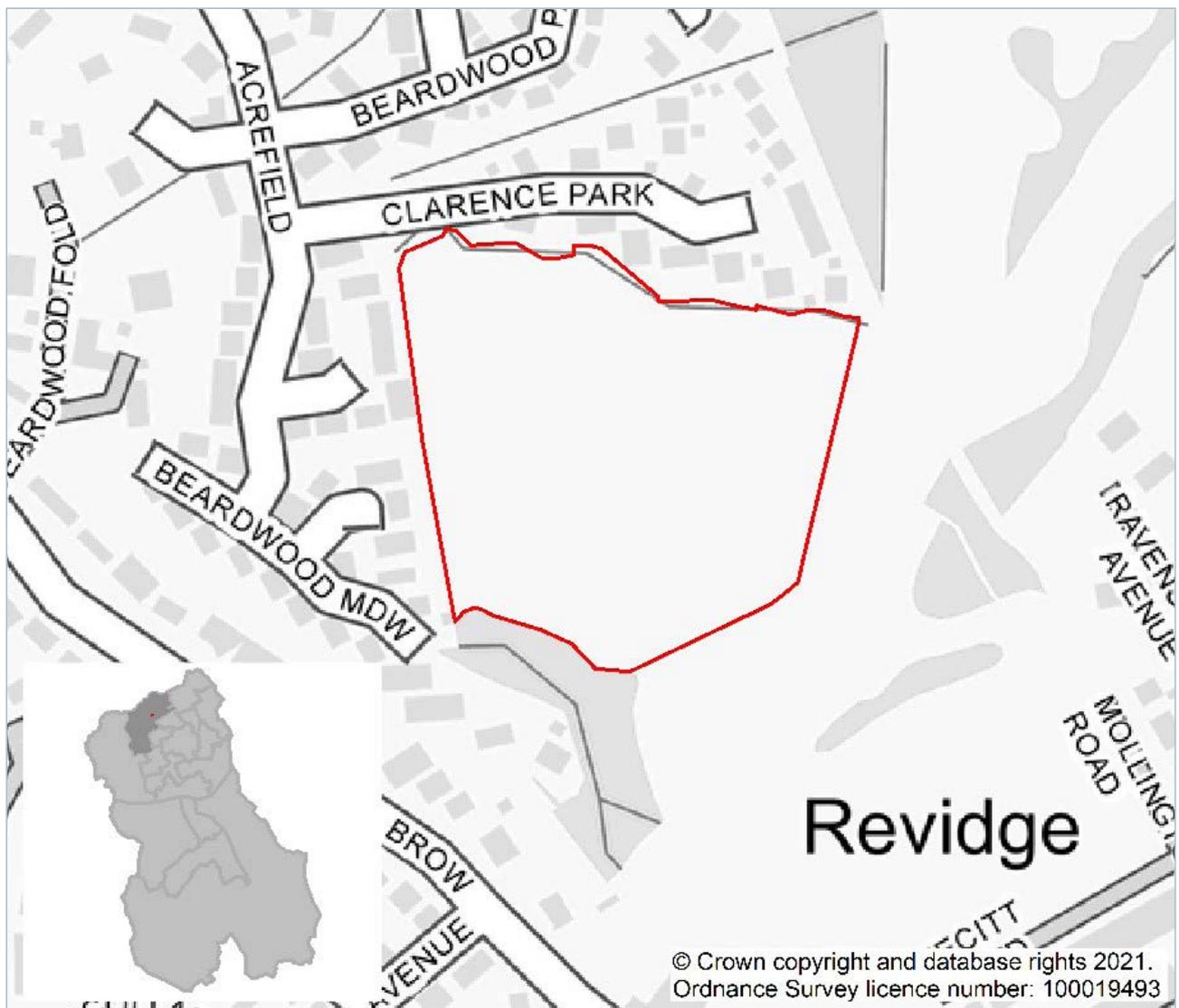
**5.7** The Local Plan should always be read as a whole. Additional planning considerations over and above those listed in the site-specific policies below may also be raised at a planning application stage.



## Policy H009: Blackburn Golf Course Practice Ground

### HOUSING GROWTH SITE H009: KEY SITE INFORMATION

Site area	3.04ha			
Site Location (and Ward)	Urban area (Billinge and Beardwood)			
Amount/type of development (indicative)	73 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
		73 units		
Recent planning history	None			



## Policy H009: Blackburn Golf Course Practice Ground

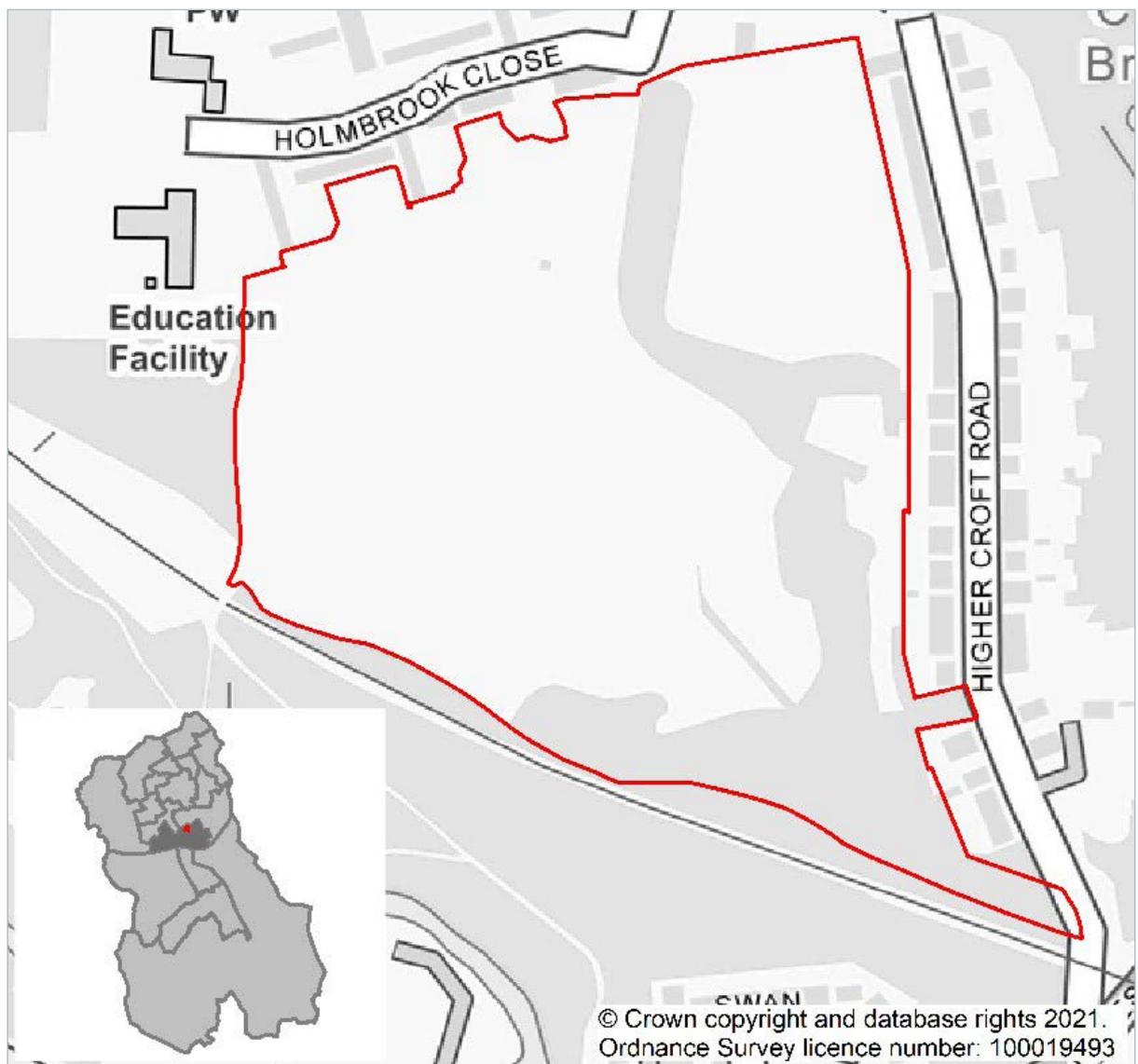
### Key Development Considerations

1. Planning obligations (CP12) – a planning contribution may be required to help mitigate the impacts of development. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD;
2. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM3 and DM05;
3. Flooding / water management (DM13) –
  - a) a small area of the site is located within Flood Zone 3b (see SFRA Level 1) which should be omitted from the developable area of the site;
  - b) flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage;
  - c) early dialogue with United Utilities and the Council's Drainage team will be required prior to the submission of a planning application for developing the site due to its location within an identified drainage area; and
  - d) applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
4. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application to develop the site due to its greenfield nature;
5. Open space (DM16 and DM18) - the Council's Open Space Audit (2021) identifies a deficiency of both amenity greenspace and natural and semi-natural greenspace in the Blackburn North Neighbourhood Area. Development proposals should seek to address these deficiencies wherever possible, along with provision of a LAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
6. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development may require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
7. Highways and access (DM29) – suitable vehicular access to the site is available off Clarence Park;
8. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure within the site.

## Policy H029: Fishmoor Drive Site 4, Blackburn

### HOUSING GROWTH SITE H029: KEY SITE INFORMATION

Site area	10.58ha			
Site Location (and Ward)	Urban area (Blackburn South and Lower Darwen)			
Amount/type of development (indicative)	241 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
		67 units	174 units	
Recent planning history	None			



## Policy H029: Fishmoor Drive Site 4, Blackburn

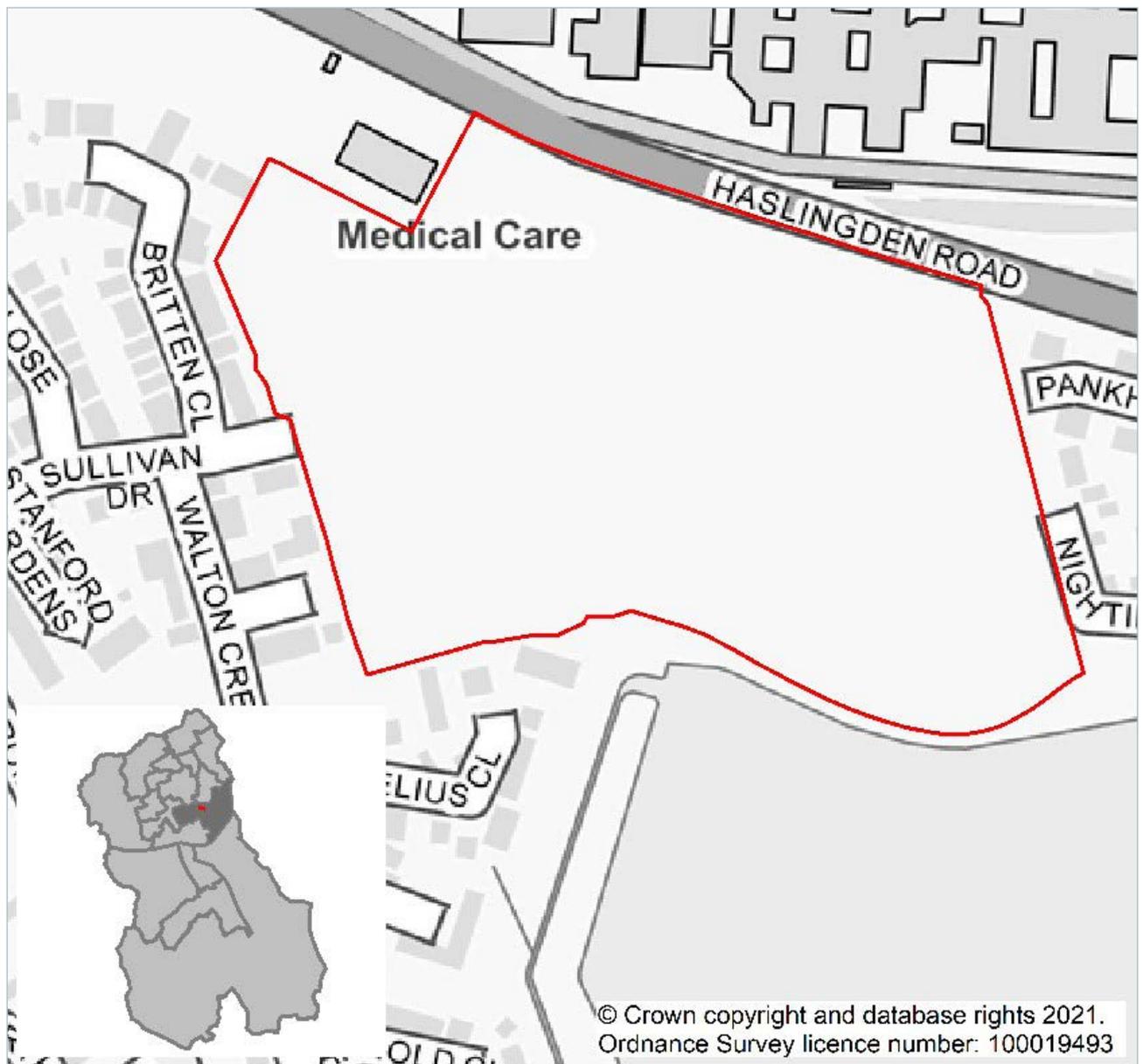
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution will be expected to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. This includes funding provision of a replacement playing field and any other specific infrastructure requirements identified in line with Policy CP12;
2. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure and land interests within the site;
4. Ecology (DM15) - potential ecological impacts must be considered and mitigated against as part of any planning application to develop the site due to its greenfield nature, District Wildlife Site status of part of the site, and its location immediately adjacent to Darwen Valley Parkway Biological Heritage Site (BHS). An adequate buffer and access management infrastructure may be required to protect sensitive habitats and species;
5. Public Rights of Way (DM16) - the development layout and scheme detailing should provide good connectivity to the established Public Rights of Way network including mitigation of any adverse impacts;
6. Trees (DM17) - there are a number of trees both within and around the perimeter of the site (including some TPOs to the south east boundary). Development will be required to avoid loss of and minimise harm to existing trees;
7. Open space (DM18) – development proposals will be expected to provide a LEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
8. Playing pitches (DM20) - the area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field of equivalent or better quality; and of equivalent or greater quantity; and in a suitable location; and subject to equivalent or better accessibility and management arrangements;
9. Archaeology (DM26) - any planning application to develop the site will require an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development may require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
10. Highways and access (DM29) – suitable vehicular access to the site is available off Fishmoor Drive.

## Policy H039: Haslingden Road (Fishmoor Reservoir), Blackburn

### HOUSING GROWTH SITE H039: KEY SITE INFORMATION

Site area	6.74ha			
Site Location (and Ward)	Urban area (Blackburn South East)			
Amount/type of development (indicative)	310 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	90 units	220 units		
Recent planning history	Hybrid planning permission comprising full planning permission for erection of 160 dwellings and 50 apartments (Phase 1) and outline permission for the erection of 100 apartments (Phase 2) (planning application reference 10/21/1426).			



## Policy H039: Haslingden Road (Fishmoor Reservoir), Blackburn

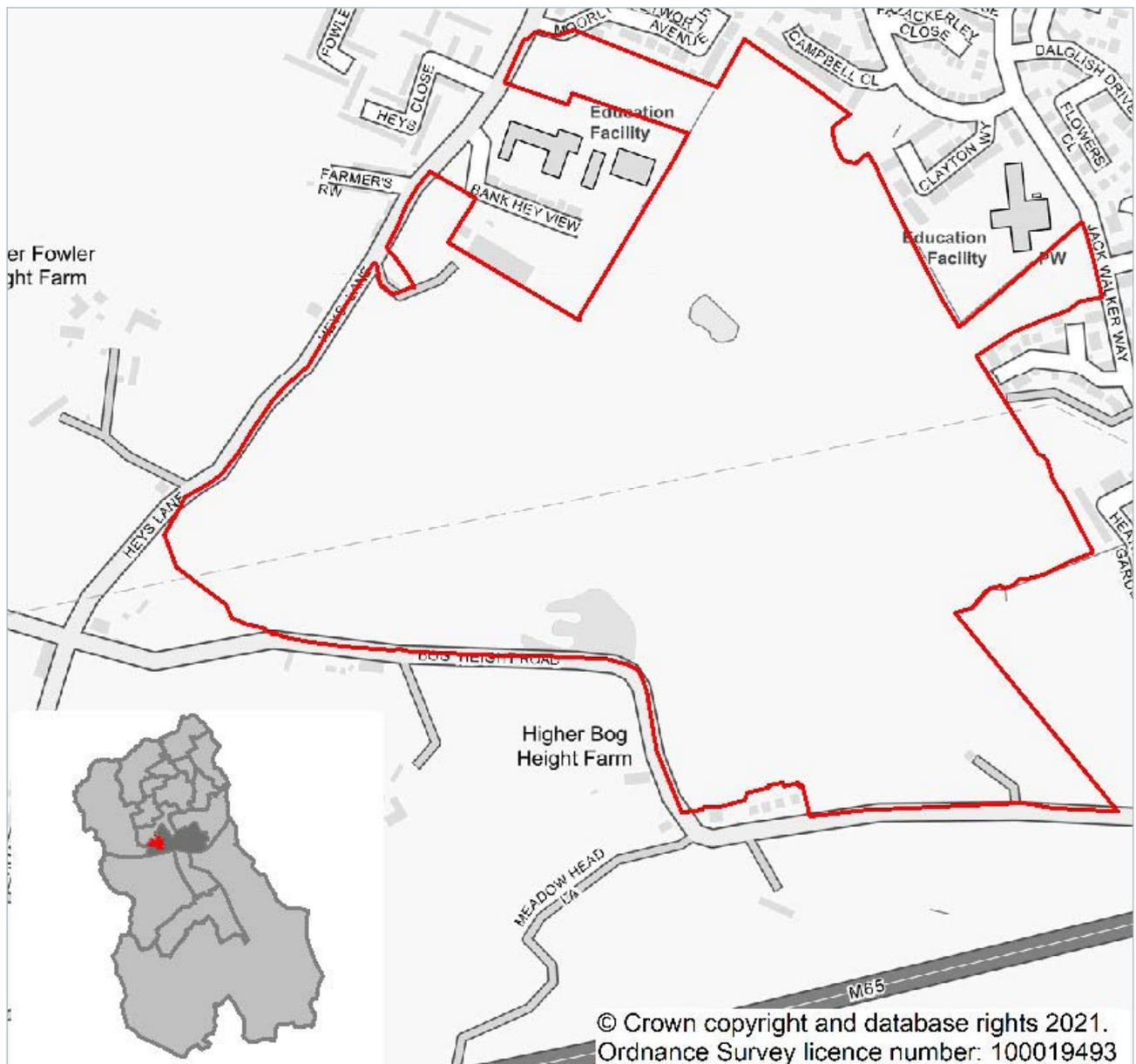
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution will be expected to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure and land interests within and adjacent to the site;
3. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM3 and DM05;
4. Flooding / water management (DM13) – due consideration will need to be given to the potential for flooding from the adjacent Fishmoor reservoir. Incorporation of appropriate measures to control surface water run-off will be required. There should be no impact on water quality / water supply as a result of the development's proximity to Fishmoor Reservoir;
5. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature and its location in close proximity to Fishmoor and Guide reservoirs. Mitigation measures for habitat loss should be met within the local area;
6. Public Rights of Way (DM16) - the development layout and scheme detailing should provide good connectivity to the established Public Rights of Way network including mitigation of any adverse impacts;
7. Open space (DM18) – development proposals will be expected to provide a LEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
8. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development may require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
9. Highways and access (DM29) – suitable vehicular access to the site is available off Haslingden Road.

## Policy H042: Land at Bank Hey, Blackburn

### HOUSING GROWTH SITE H042: KEY SITE INFORMATION

Site area	33.13ha			
Site Location (and Ward)	Urban area (Blackburn South and Lower Darwen)			
Amount/type of development (indicative)	600 residential units (367 within the Plan period)			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	37 units	150 units	180 units	233 units
Recent planning history	Recent hybrid planning application received seeking full planning permission for the development of 555 dwellings and outline permission for 45 dwellings (planning application reference 10/23/0269).			



## Policy H042: Land at Bank Hey, Blackburn

### Key Development Considerations

1. Adopted masterplan - Development is to be brought forward in line with the principles set out in the Bank Hey Masterplan (adopted March 2020) and associated Infrastructure Delivery Strategy;
2. Planning obligations (CP12) - a planning contribution will be required to help mitigate the impacts of development in line with the Bank Hey Masterplan. This will contribute towards additional primary school places in West Blackburn, highways infrastructure improvements (Bog Height Link Road and improvements to Jack Walker Way/A666) and other specific infrastructure requirements identified in line with Policy CP12;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure and land interests within the site;
4. Contamination / site safety (DM02) – due to the presence of infilled land in the area and a known landfill on the site, completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any required mitigation measures. In addition, the overhead lines present on the site will be incorporated into the design of development and statutory safety clearances between overhead lines, the ground, and built structures must not be infringed;
5. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
6. Flooding / water management (DM13) –
  - a. a small area of the site is located within Flood Zone 3b (see SFRA Level 1) which should be omitted from the developable area of the site;
  - b. surface water flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage;
  - c. a holistic drainage strategy is to be agreed prior to the submission of planning application, with the ponds and drains running west to east through the site to be retained within the development design;
  - d. applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
7. Environmental Opportunity Areas (DM14) – the site is expected to include new strategic green infrastructure links and/or habitat, biodiversity, carbon management and flood risk mitigation measures;
8. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature and its location in close proximity to Higher Bog Pasture Biological Heritage Site and the presence of important species and habitats within the site;

## Policy H042: Land at Bank Hey, Blackburn

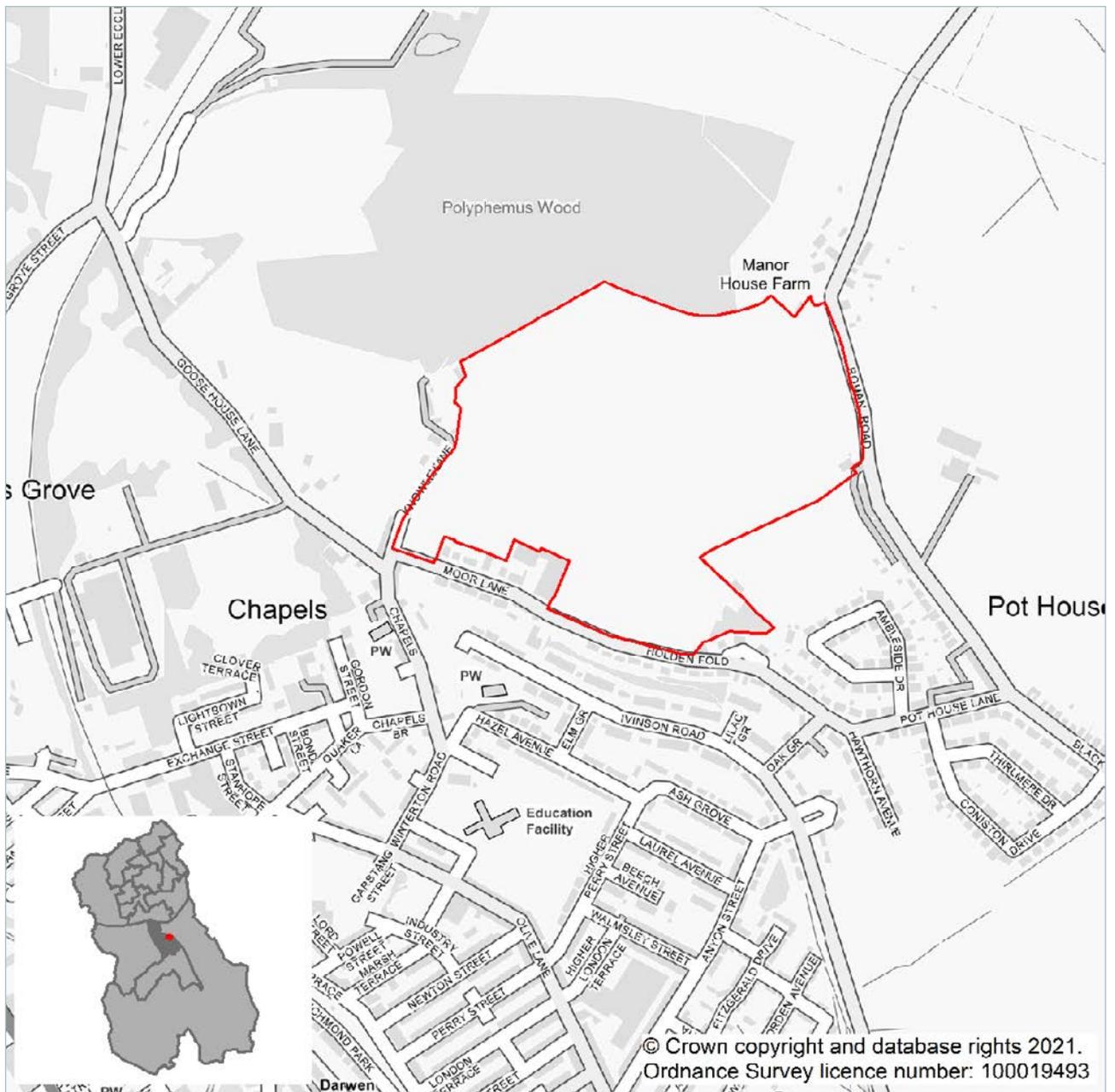
### Key Development Considerations

- 9.** Public Rights of Way (DM16) - the development layout and scheme should incorporate existing Public Rights of Ways and create a new network of routes for both pedestrians and cyclists;
- 10.** Trees (DM17) - important features present on the site such as woodlands (two areas of trees present within the site are protected by TPOs) and hedgerows should be protected;
- 11.** Open space (DM16 and DM18) - proposals will be expected to provide a NEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
- 12.** Heritage assets (DM26) – the New Row Wesleyan Methodist Chapel is a Grade II listed building located adjacent to the western boundary of the site on Heys Lane and is in a poor state of repair. Bog Bank Farmhouse, a Grade II listed building is also located close to the site. As the site is on exposed, high ground, development is likely to have a significant visual impact upon the surrounding area and these listed assets. The Heritage Impact Assessment prepared for the site identifies a number of mitigation measures to minimise any impact on these assets. Development should maintain the visual connection to these assets and maintain some sense of openness, limiting development directly opposite and in close proximity to the listed Chapel. A landscape buffer should be retained on the western edge of the site and development on the southern parts of the site should be limited as these areas will appear more visually prominent;
- 13.** Archaeology (DM26) - any planning application to develop the site will be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development may require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
- 14.** Highways and access (DM29) – the Bank Hey Masterplan identifies a number of suitable vehicular access points to the site off Jack Walker Way, Heys Lane, Moorland Road and Bog Height Road.

## Policy H044: Land at Holden Fold, Darwen

### HOUSING GROWTH SITE H044: KEY SITE INFORMATION

Site area	17.99ha			
Site Location (and Ward)	Urban area (Darwen East)			
Amount/type of development (indicative)	367 residential units delivered within plan period with development continuing beyond 2037 (total of 433 units to be delivered across the sites)			
Anticipated delivery years (units)	<b>2021-26</b>	<b>2026-31</b>	<b>2031-37</b>	<b>Beyond 2037</b>
	37 units	150 units	180 units	66 units
Recent planning history	None			



## Policy H044: Land at Holden Fold, Darwen

### Key Development Considerations

1. Adopted masterplan - Development is to be brought forward in line with the principles set out in the Holden Fold Masterplan (adopted February 2021) and associated Infrastructure and Delivery Plan. A co-ordinated approach to phased development in line with supporting infrastructure works will be required;
2. Planning obligations (CP12) - a planning contribution will be required to help mitigate the impacts of development in line with the Holden Fold Masterplan. This will contribute towards additional primary and secondary school places, off-site highways and Square Meadows upgrade and other specific infrastructure requirements identified in line with Policy CP12;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required due to presence of utilities infrastructure and land interests within the site and its location in close proximity to an identified drainage area. More detailed assessments will be required in conjunction with United Utilities to determine the most appropriate option to establish a new clean water connection;
4. Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any required mitigation measures due to former mining activities on the site and its location in close proximity to a former landfill site;
5. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
6. Flooding / water management (DM13) – the site is partially located within a Critical Drainage Area. A holistic drainage strategy is to be agreed prior to the submission of any planning application for developing the site;
7. Environmental Opportunity Areas (DM14) – the site includes the green infrastructure opportunities identified in the Holden Fold Masterplan as potential Environmental Opportunity Areas;
8. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
9. Public Rights of Way (DM16) - a network of Public Rights of Way cross the site and run along the northern boundary. The development layout and scheme detailing will be required to provide good connectivity to this established network including mitigation of any adverse impacts;
10. Open space (DM16 and DM18) - the Council's Open Space Audit (2021) identified a deficiency of amenity greenspace in the Darwen Neighbourhood Area which development proposals should seek to address wherever possible. A community sports pitch known locally as Square Meadow is located on the eastern boundary of the site and development proposals should explore the opportunities to extend/enhance this use and create linkages with the on-site and surrounding network of open spaces;

## Policy H044: Land at Holden Fold, Darwen

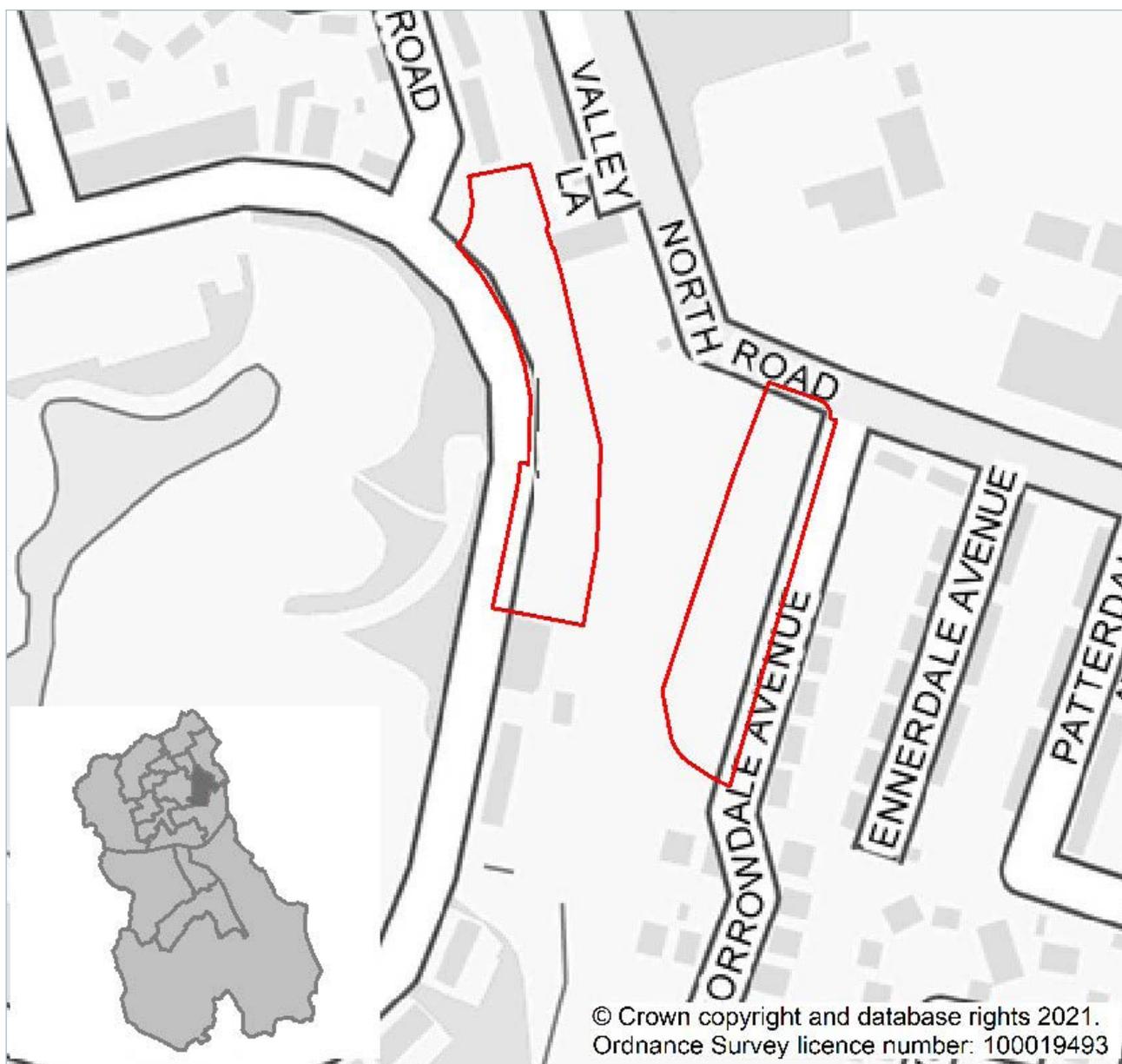
### Key Development Considerations

- 11.** Heritage assets (DM26) – the site is located adjacent a number of designated heritage assets and their settings, including Manor House Farm Cottage and the church buildings at Lower Chapel and Church of St James’ that must be protected. The proposed development site falls uphill of Manor House and development is likely to impact on its setting. The Heritage Impact Assessment prepared for the site requires a landscape buffer to be retained in the south east corner of the site whilst retaining glimpsed views of the listed Manor House Cottage. The levels of any development in this part of the site will need to be maintained to avoid development dominating views within the wider setting;
- 12.** Archaeology (DM26) - any planning application to develop the site will be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will in all likelihood require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
- 13.** Landscape character (DM22) - the site is located within the West Pennine Moors. Development proposals will be required to be designed so as to minimise the potential impacts of development on the landscape character, ecological and recreational value of the West Pennine Moors. Important landscape features such as the area of adjacent woodland (Polyphemus Woods) will be protected;
- 14.** Highways and Access (DM29) – the Holden Fold Masterplan identifies suitable vehicular access points to the site at Holden Fold, Moor Lane and Roman Road.

## Policy H068: Queen’s Park, Blackburn

### HOUSING GROWTH SITE H068: KEY SITE INFORMATION

Site area	0.94ha			
Site Location (and Ward)	Urban area (Audley and Queen’s Park)			
Amount/type of development (indicative)	21 residential units (including 8 self-build plots)			
Anticipated delivery years (units)	2021-26 15 units	2026-31 6 units	2031-37	Beyond 2037
Recent planning history	Full planning permission for 13 bungalows on Borrowdale Avenue parcel (planning application reference 10/22/0223).			



## Policy H068: Queen's Park, Blackburn

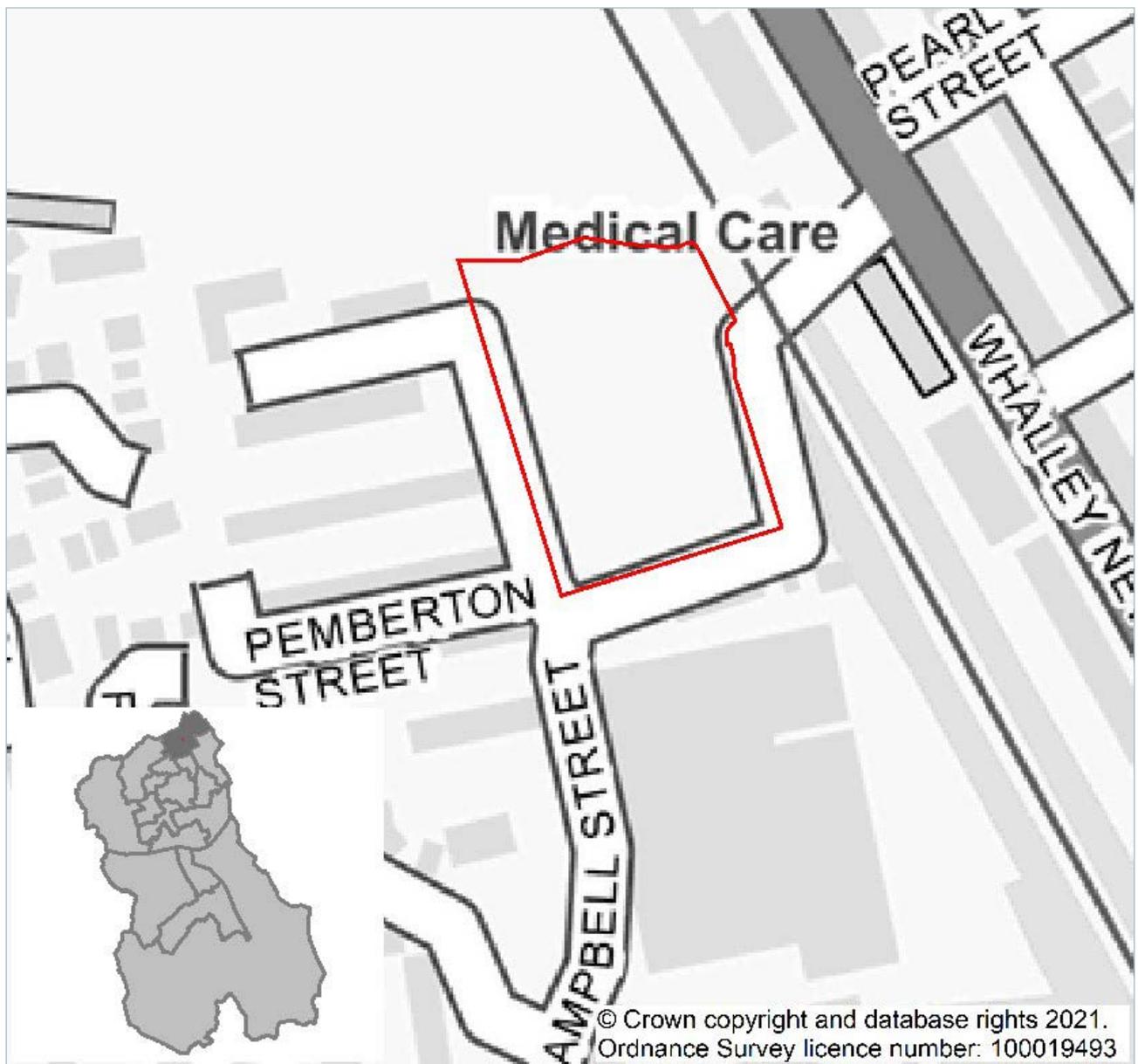
### Key Development Considerations

1. Planning obligations (CP12) – a planning contribution may be required to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure within the site;
3. Securing High Quality and Inclusive Design (CP8) – in line with Policy CP4: Housing Development, the Council will prepare a design code to ensure there is a consistent and cohesive approach to design for the site;
4. Contamination (DM02) – the completion of appropriate ground investigation works and gas risk assessment will be required to establish the extent of any ground contamination and any required mitigation measures due to site's former use as a quarry and its location close to a known landfill site;
5. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
6. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
7. Heritage assets (DM26) - the site is located adjacent to a Grade II listed Park and Garden (Queen's Park). The Heritage Impact Assessment prepared for the site recommends development of the parcel adjacent Queen's Park to be 2 storey terrace or linked properties set at road level to replicate the typical urban character of the area. The properties should be set back off the road with low garden walls to the front;
8. Highways and access (DM29) – suitable vehicular access to the site is available off Queens Road and Borrowdale Avenue.

## Policy H072: Roe Lee Mills, Blackburn

### HOUSING GROWTH SITE H072: KEY SITE INFORMATION

Site area	0.75ha			
Site Location (and Ward)	Urban area (Roe Lee)			
Amount/type of development (indicative)	26 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	0 units	26 units		
Recent planning history	None			



## Policy H072: Roe Lee Mills, Blackburn

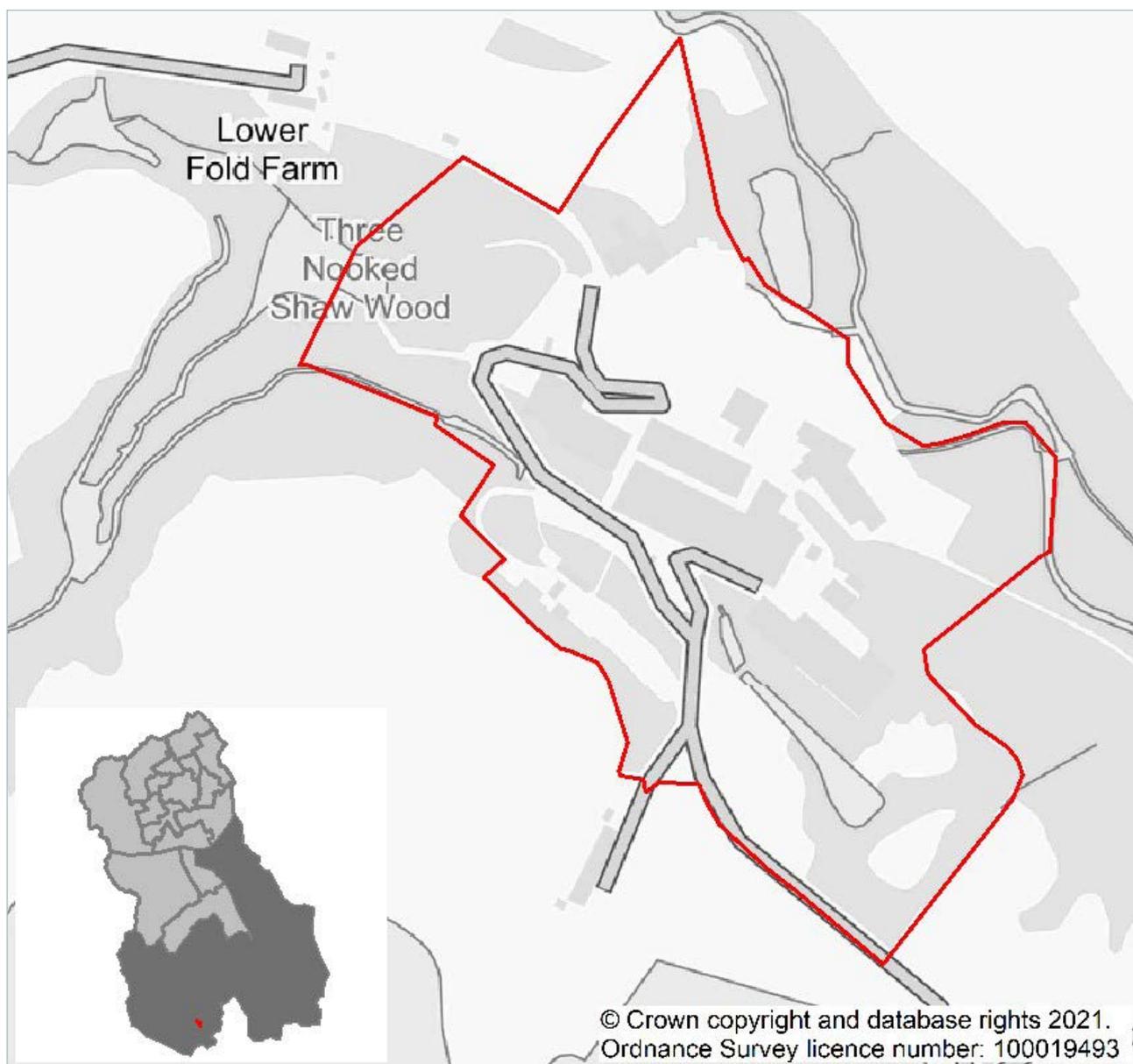
### Key Development Considerations

- 1. Planning obligations (CP12)** - a planning contribution may be required to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2. Utilities infrastructure (CP12)** - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site;
- 3. Safeguarding amenity (DM02)** – adequate mitigation measures will be required within development proposals to ensure any amenity impacts associated with the site’s proximity to the railway line are adequately addressed;
- 4. Housing mix and standards (DM03 and DM05)** – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
- 5. Flooding / water management (DM13)** - the Level 2 SFRA identifies a need for a Drainage Strategy to be prepared at the FRA stage to manage surface water risk on and off the site. There is an open channel watercourse running along the southern boundary of the development site. Any development proposals on the site should ensure an 8m riparian buffer is retained along this watercourse;
- 6. Highways and access (DM29)** – suitable vehicular access to the site is available off Campbell Street.

## Policy H080: Springside Works, Belmont

### HOUSING GROWTH SITE H080: KEY SITE INFORMATION

Site area	12.25ha			
Site Location (and Ward)	Rural area (West Pennines)			
Amount/type of development (indicative)	116 residential units			
Anticipated delivery years (units)	<b>2021-26</b>	<b>2026-31</b>	<b>2031-37</b>	<b>Beyond 2037</b>
	25 units	91 units		
Recent planning history	Planning application received for development of 116 dwellings (planning application reference 10/22/0928).			



## Policy H080: Springside Works, Belmont

### Key Development Considerations

- 1. Green Belt (CP2)** - The site is previously developed land located within the Green Belt. Development proposals must therefore comply with relevant national policy;
- 2. Planning obligations (CP12)** - a planning contribution may be required to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 3. Utilities infrastructure (CP12)** - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to a range of issues and its location within close proximity to a reservoir flood zone, which include the presence of utilities infrastructure along the proposed access road, the impact on United Utilities' land interests, the operational reservoir and associated infrastructure, and due to the location of the site in a reservoir flood zone;
- 4. Contamination (DM02)** – a number of landfills were formerly present on the site which has resulted in significant contamination issues. This must be thoroughly investigated and resolved prior to development of the site;
- 5. Housing mix and standards (DM03 and DM05)** – development of the site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
- 6. Flooding / water management (DM13)** – the SFRA Level 1 highlights an area of the site is located within Flood Zone 3b which is to be omitted from the site's developable area. Flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage. Attention will be required to drainage within and from the site to ensure that there is no impact on the nearby watercourse;
- 7. Ecology (DM15)** - potential ecological impacts must be considered as part of any planning application for developing the site and appropriate buffers included where required due to its rural location, proximity to nationally and regionally important wildlife sites (SSSI, BHSs, nature reserve), watercourses and its position within an ecological network. The potential impact of recreational disturbance on the West Pennine Moors SSSI should also be considered at early project stage;
- 8. Public Rights of Way (DM16)** - the development layout and scheme detailing should provide good connectivity to the established Public Rights of Way network including mitigation of any adverse impacts;
- 9. Open space (DM18)** – development proposals will be expected to provide a LEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 2);

## Policy H080: Springside Works, Belmont

### Key Development Considerations

#### 10. Landscape character (DM22) -

- i. the site is located within the West Pennine Moors. Development proposals will be required to be designed so as to minimise the impact of development on the countryside and to enhance access to the countryside;
- ii. development must be informed by a landscape masterplan identifying strategic areas of planting that are required to integrate the development into the surrounding countryside;
- iii. development will be required to be compatible with the rural character of the surrounding area, with particular attention to the massing and distribution of buildings, architectural vernacular, materials and landscaping / boundary treatments;

**11. Heritage assets (DM26)** - two Grade II listed buildings are located in close proximity to the site – Lower Folds Farmhouse to the north west and Dingle House to the south east. The Heritage Impact Assessment prepared for the site requires any new development to preserve the wooded framework enclosing the site to screen views and minimise harm to these listed buildings. The assessment also identifies the Springside Works site itself as a non-designated heritage asset. Some further recording of the above ground structures to capture the evidential value of the site will mitigate the very low level loss of the building;

**12. Archaeology (DM26)** - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;

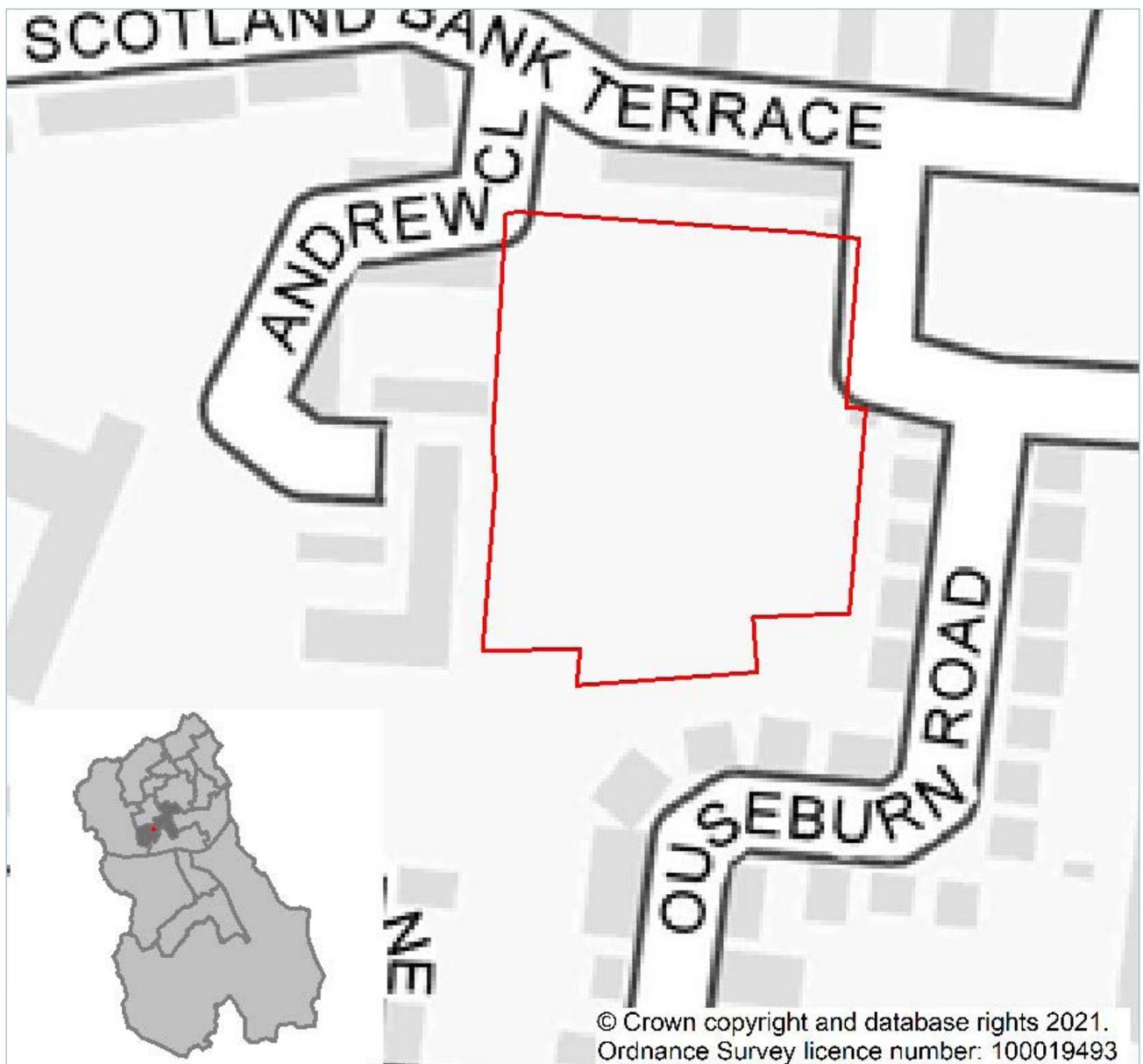
**13. Highways and access (DM29)** – suitable existing vehicular access point to the site is available;

**14. Proposals for development** will need to be accompanied by a comprehensive plan for the long term management of the wider land holding that accompanies the industrial site.

## Policy H094: Land at Scotland Bank Terrace, Blackburn

### HOUSING GROWTH SITE H094: KEY SITE INFORMATION

Site area	0.82ha			
Site Location (and Ward)	Urban area (Ewood)			
Amount/type of development (indicative)	41 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
		41 units		
Recent planning history	None			



## Policy H094: Land at Scotland Bank Terrace, Blackburn

### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities and the Council's Drainage team will be required prior to the submission of a planning application for developing the site due to its location in close proximity to an identified drainage area;
3. Contamination (DM02) - completion of appropriate ground investigation works to establish the extent of any ground contamination and whether any mitigation measures are required due to site's former use as mill;
4. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
5. Highways and access (DM29) – suitable vehicular access to the site is available off Heys Lane/Scotland Bank Terrace.

## Policy H181: Land at Marsh House Lane, Darwen

### HOUSING GROWTH SITE H181: KEY SITE INFORMATION

Site area	6.66ha			
Site Location (and Ward)	Urban area (Darwen South)			
Amount/type of development (indicative)	140 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
		6 units	134 units	
Recent planning history	None			



## Policy H181: Land at Marsh House Lane, Darwen

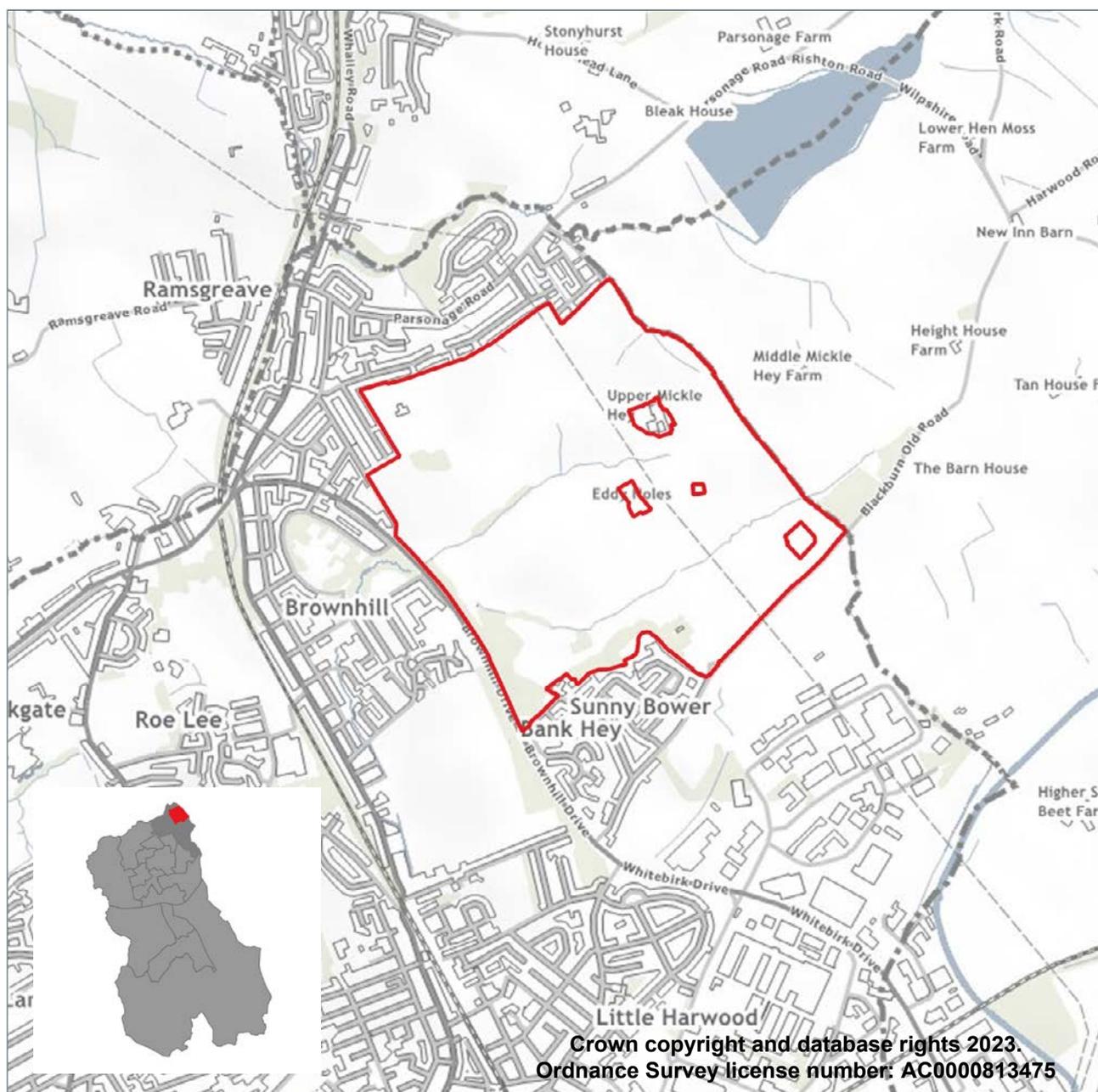
### Key Development Considerations

- 1. Planning obligations (CP12)** - a planning contribution will be expected to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. This includes funding provision of additional primary and secondary school places and any other specific infrastructure requirements identified in line with Policy CP12;
- 2. Utilities infrastructure (CP12)** - early dialogue with United Utilities and the Council's Drainage team will be required prior to the submission of a planning application for developing the site due to its location in close proximity to an identified drainage area; the dialogue with United Utilities will need to address the presence of utilities infrastructure within the site;
- 3. Contamination (DM02)** - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any required mitigation measures due to former mining workings on the land;
- 4. Housing mix and standards (DM03 and DM05)** – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
- 5. Environmental Opportunity Areas (DM14)** – the site is expected to contribute towards the woodland improvements to the adjacent Environmental Opportunity Area to reduce flood risk within the associated river catchment;
- 6. Ecology (DM15)** - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature. There is a pond located in the northwest corner of the site to the south of Marsh House Lane which should be retained as part of any new development;
- 7. Public Rights of Way (DM16)** - the development layout and scheme detailing should provide good connectivity to the established Public Rights of Way network including mitigation of any adverse impacts;
- 8. Open space (DM16 and DM18)** - the Council's Open Space Audit (2021) identified a deficiency of amenity greenspace in the Darwen Neighbourhood Area which development proposals should seek to address wherever possible. Proposals will also be expected to provide a LEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
- 9. Archaeology (DM26)** – an archaeological desk-based assessment and walkover will be required as part of any planning application for developing the site to assess potential archaeological features on site – farmsteads, colliery and pits known;
- 10. Highways and access (DM29)** – suitable vehicular access to the site is available off Marsh House Lane.

## Policy H195: North East Blackburn Strategic Housing Site

### HOUSING GROWTH SITE H195: KEY SITE INFORMATION

Site area	97.52ha			
Site Location (and Ward)	Strategic urban extension (Roe Lee and Little Harwood and Whitebirk)			
Amount/type of development (indicative)	690 residential units delivered within plan period with development continuing beyond 2037 (total of 1500 units to be delivered across the site)			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	30 units	300 units	360 units	810 units
Recent planning history	None			



## Policy H195: North East Blackburn Strategic Housing Site

### Key Development Considerations

1. Masterplan - the site is to be brought forward in line with a masterplan including the preparation of a Design Code and Infrastructure and Delivery Strategy covering the whole of the allocation. The masterplan must be agreed by the Council prior to the granting of planning permission on any part of the site;
2. Planning obligations (CP12) - a planning contribution will be expected to help mitigate the impacts of development in line with the site specific financial appraisal set out in the Plan Viability Study. This will include funding provision of additional primary and secondary school places, a new link road and any other specific infrastructure requirements identified in line with Policy CP12 and the masterplan;
3. Utilities infrastructure (CP12) -
  - a. early dialogue with United Utilities will be required prior to the preparation of a masterplan and submission of a planning application due to the presence of utilities infrastructure and land interests, including easements and rights of way, within the site.
  - b. United Utilities has confirmed that the existing clean water network in the immediate vicinity of the development site is not currently able to support the additional demand required to provide connections for the proposed development. It is anticipated that network reinforcement works will be required to provide adequate capacity to service the development site. United Utilities should be contacted at the earliest opportunity to confirm the extent of reinforcement works required.
  - c. a holistic drainage strategy is to be agreed prior to the submission of planning application and early dialogue with United Utilities will be required due to presence of utilities infrastructure within the site. This utilities infrastructure includes a Well, Hydraulic Ram and associated pipework serving Middle Mickle Hey Farm, and there are legal requirements in place to safeguard water provision in respect of that site. United Utilities can provide relevant details;
4. Infrastructure and Delivery (CP12) – land is to be reserved on the site for development of a new primary healthcare facility. The need for such a facility will be kept under review;
5. Site safety (DM02) – a high voltage power line crosses the site on pylons. An overall easement corridor must be incorporated into scheme design in accordance with National Grid guidance;
6. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
7. Flooding / water management (DM13) –
  - a. the SFRA Level 1 highlights a small area of the site is located within Flood Zone 3b which should be omitted from the site’s developable area.
  - b. opportunities to de-culvert the watercourse flowing from east to west through the southern end of the development site before flowing under Brownhill Drive should be explored as part of the site’s development to provide biodiversity net gain, river restoration and natural flood management benefits;
  - c. flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage;

## Policy H195: North East Blackburn Strategic Housing Site

### Key Development Considerations

- 8. Ecology (DM15)** – development of this site will be required to consider and mitigate against potential ecological impacts. The Preliminary Ecological Appraisal identified areas of habitat importance and ecological constraints, opportunities and mitigation measures for the site which should be considered in the design of the development and for the delivery of biodiversity net gain. Areas of high ecological importance should not be lost. Further survey work will be required to inform mitigation and compensation within the proposed development. Development proposals will be required to undertake all relevant, additional ecological survey work at the appropriate time(s) of year;
- 9. Public Rights of Way (DM16)** –
- a. the existing Public Rights of Way network provides the opportunity for development of the site to make connections to the communities at the edge of the site and to the open countryside to the north and east;
  - b. development will be required to provide new footpath routes to connect to existing communities and the surrounding open countryside, facilitating sustainable travel to the range of facilities and services that are established there;
  - c. development will be required to improve the quality of the existing Public Rights of Way and ensure routes are clearly defined and legible;
- 10. Open space (DM16 and DM18)** - the Council's Open Space Audit (2021) identified a deficiency of both amenity greenspace and natural and semi-natural greenspace in the Blackburn North Neighbourhood Area. Development proposals should seek to address these deficiencies wherever possible. Proposals will also be expected to provide a NEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 1);
- 11. Landscape character (DM22)** – the Landscape Character Assessment prepared for the site identifies a number of requirements for development, including:
- a. retain, enhance and conserve existing woodlands and hedgerows and seek to create a stronger landscape structure to integrate development by increasing the presence of hedgerow trees and provide native woodland planting;
  - b. retain, enhance and conserve the network of drystone wall field boundaries, in particular along the Whalley Old Road frontages;
  - c. include appropriate soft landscape zone around the perimeter of the location in the context of existing dwellings which 'back on' to development;
  - d. form a strong landscape character treatment along the eastern boundary to integrate development into the wider rural area;
  - e. avoid visually intrusive development on more elevated areas of the site;
  - f. maintain an adequate buffer between the hard edge of development and the site boundary to allow for an appropriate transition to the open land that is characteristic of the Green Belt and to also ensure the permanence of the adjacent Green Belt boundary located within Hyndburn;

## Policy H195: North East Blackburn Strategic Housing Site

### Key Development Considerations

**12.** Heritage assets (DM26) – Upper Mickle Hey Farmhouse and attached buildings (Grade II listed) and Eddy Holes Stable and Shippons to Eddy Holes (Grade II\* listed) are both located within the site boundary. Myles Wife Hey (Grade II\* listed) is located to the south of the site. There are also a number of non-designated heritage assets located within and in close proximity to the site which include Brownhill House and associated farm buildings, the site of Hollin Hall, the site of the former ropewalks (both in the south western corner), Bank Hey and Stone Hill Quarry site along the southern boundary. The Heritage Impact Assessment and Addendum prepared for the site identifies a number of mitigation measures for developing the site and includes:

- a. two proposed zones of no development around Upper Mickle Hey Farm and Eddy Holes designated assets;
- b. additional landscaping to the south of Eddy Holes to reinforce the existing enclosure; and
- c. reintroducing/reinforcing the historic route that runs east-west across the site which provides an opportunity for this route/path to form an integral part of a comprehensive POS provision;

**13.** Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation due to the presence of sites of potential archaeological interest including Hollin Hall, the site of Stone Hill Quarry and a former Ropewalk off Bank Hey Lane. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;

**14.** Public water supply (DM28) - Eddy Holes Service Reservoir is located within the site and therefore early dialogue will be required with United Utilities. Careful masterplanning is required to mitigate the risk of pollution to public water supply and the water environment and to safeguard the vehicular access to the reservoir and associated network assets connecting to and from the reservoir both during the construction process and during the operational life of the development;

**15.** Highways and access (DM29) – primary access to the site will be gained from two new junctions onto the highway network. These form links onto Brownhill Drive along the western boundary and to Whalley Old Road along the southern boundary. A distributor road will arc through the site between these two junctions;

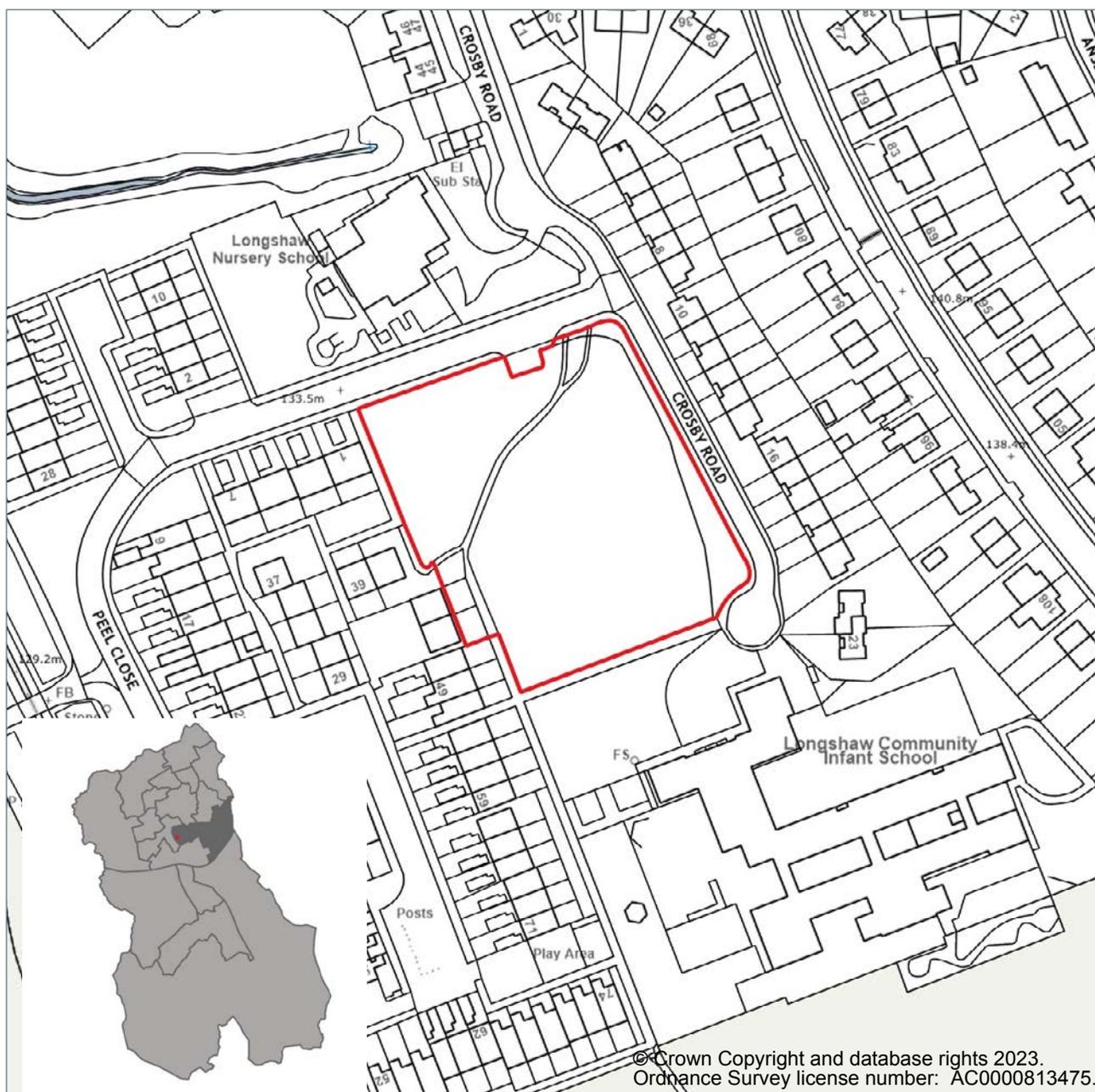
**16.** Coal mining (DM02) – The southern part of the site falls within a Coal Authority High Risk area. Development will be expected to submit a Coal Mining Risk Assessment in accordance with Policy DM02;

**17.** Local Centre (DM34) – Development will be required to create a strong sense of place and community, focused around a central accessible and mixed-use local centre. Facilities that could be provided within the local centre may include small-scale retail units and healthcare facilities.

## Policy H198: Land at former Longshaw HOP, Crosby Road, Blackburn

### HOUSING GROWTH SITE H198: KEY SITE INFORMATION

Site area	0.50ha			
Site Location (and Ward)	Urban area (Blackburn South East)			
Amount/type of development (indicative)	18 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
Recent planning history	None			



## Policy H198: Land at former Longshaw HOP, Crosby Road, Blackburn

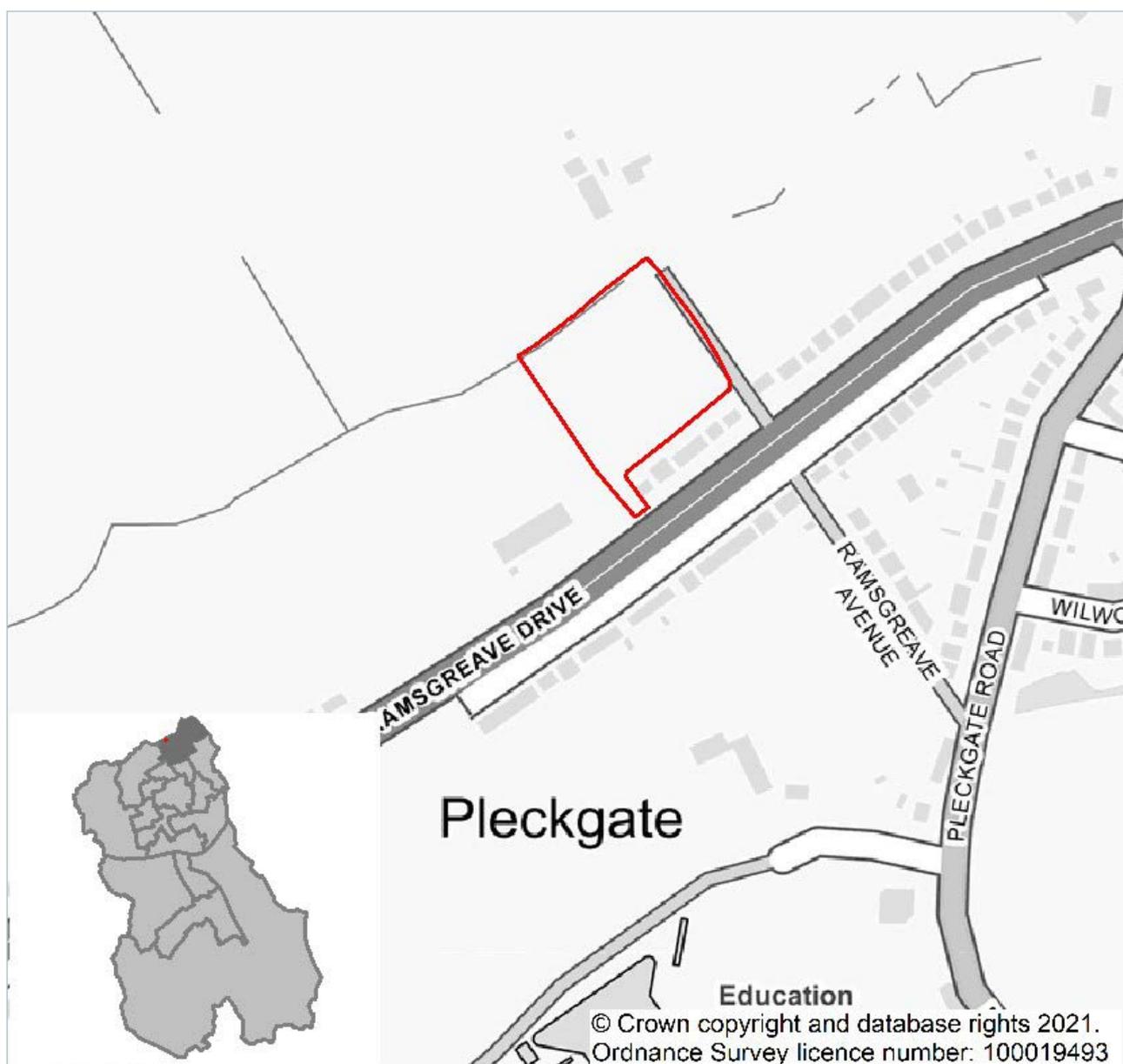
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Contamination (DM02) – a contaminated land desk study will be required as part of any planning application for developing the site to assess levels of contamination and identify any required mitigation measures;
3. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
4. Highways and access (DM29) – suitable vehicular access to the site is available off Crosby Road;
5. Utilities infrastructure (CP12) – early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure within the site.

## Policy H222: Land at Blackburn RUFC, Ramsgreave Drive, Blackburn

### HOUSING GROWTH SITE H222: KEY SITE INFORMATION

Site area	1.04ha			
Site Location (and Ward)	Urban area (Roe Lee)			
Amount/type of development (indicative)	23 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	0 units	23 units		
Recent planning history	None			



## Policy H222: Land at Blackburn RUFC, Ramsgreave Drive, Blackburn

### Key Development Considerations

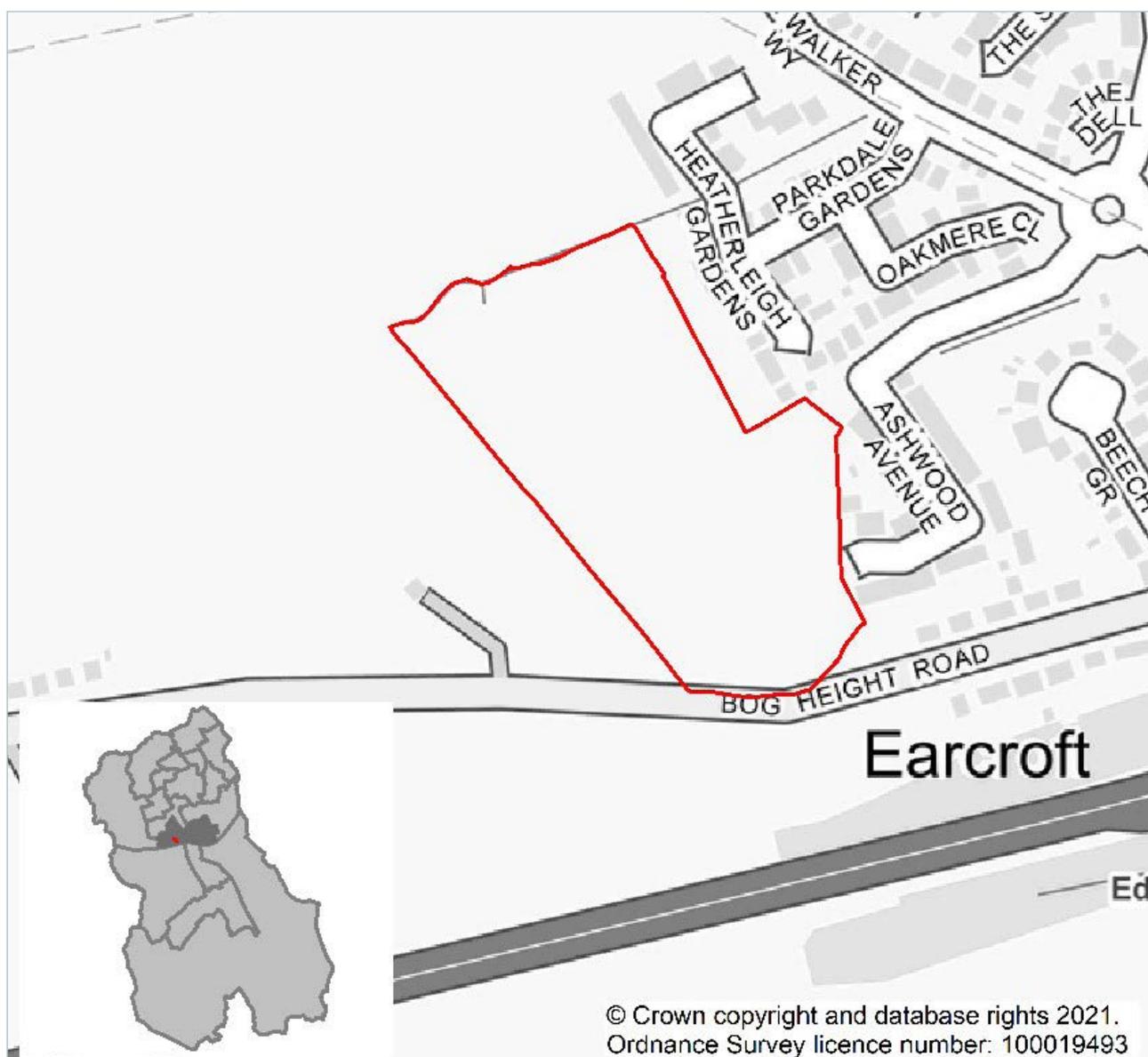
1. Adopted masterplan - Development is to be brought forward in line with the principles set out in the North Blackburn Masterplan (adopted February 2017);
2. Planning obligations (CP12) - a planning contribution will be expected to help mitigate the impacts of development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Specific infrastructure requirements will be identified in line with Policy CP12;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure within the site and its location within an identified drainage area;
4. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
5. Flooding / water management (DM13) – the SFRA Level 1 identifies an area of Flood Zone 3b within the site which is to be omitted from the site’s developable area. Flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage. Applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
6. Ecology (DM15) – potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
7. Open space (DM16 and DM18) - the Council’s Open Space Audit (2021) identified a deficiency of both amenity greenspace and natural and semi-natural greenspace in the Blackburn North Neighbourhood Area. Development proposals should seek to address these deficiencies wherever possible;
8. Playing pitches (DM20) - development of the site would result in the loss of a playing pitch currently used as the Rugby Club’s practice ground. The area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field of equivalent or better quality; and of equivalent or greater quantity; and in a suitable location; and subject to equivalent or better accessibility and management arrangements unless agreement is obtained<sup>73</sup> that pitch improvements are adequate compensation;
9. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development may require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
10. Highways and access (DM29) – suitable vehicular access to the site is available off Ramsgreave Drive.

73 from both the Rugby Football Union (RFU) and Sport England

## Policy H224: Land off Bog Height Road, Blackburn

### HOUSING GROWTH SITE H224: KEY SITE INFORMATION

Site area	3.35ha			
Site Location (and Ward)	Urban area (Blackburn South and Lower Darwen)			
Amount/type of development (indicative)	75 residential units			
Anticipated delivery years (units)	2021-26	2026-31	2031-37	Beyond 2037
	6 units	69 units		
Recent planning history	None			



## Policy H224: Land off Bog Height Road, Blackburn

### Key Development Considerations

1. Adopted masterplan - due to location of site adjacent to the Bank Hey Housing Growth Allocation (H042), any development proposals must be consistent with the adopted Bank Hey Masterplan (adopted March 2020) and should not compromise delivery of the wider allocated site;
2. Planning obligations (CP12) – a planning contribution will be required to help mitigate the impacts of development in line with agreement for the adjoining site H042 and the Bank Hey Masterplan. This will contribute towards additional primary school places in West Blackburn, highways infrastructure improvements (Bog Height Link Road and improvements to Jack Walker Way/A666) and other specific infrastructure requirements identified in line with Policy CP12;
3. Housing mix and standards (DM03 and DM05) – development of this site will be required to provide an appropriate mix of housing tenure, types and quality in line with Policies DM03 and DM05;
4. Flooding / water management (DM13) – the SFRA Level 1 highlights an area of Flood Zone 3b within the site which is to be omitted from the site’s developable area. Flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage;
5. Ecology (DM15) – any planning application for developing the site will need to consider and mitigate against potential ecological impacts;
6. Open space (DM18) – development proposals will be expected to provide a LEAP onsite (or contribution towards off site provision where justified, in addition to costs under para 2);
7. Archaeology (DM26) – an archaeological desk-based assessment and walkover will be required as part of any planning application for developing the site to assess potential archaeological features on the site;
8. Highways and access (DM29) –access to the site is to be provided off the new link road connecting Bog Height Road to Ashwood Avenue. Alternative access to the site could be provided through Housing Growth Allocation H042 (Land at Bank Hey, Blackburn) if the site were to be brought forward in advance of the link road’s delivery;
9. Utilities infrastructure (CP12) – early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure and land interests within the site;
10. Landscape Character (DM22) – the site is located adjacent the West Pennine Moors. Development proposals will be required to be designed so as to minimise the potential impacts of development on the landscape character, ecological and recreational value of the West Pennine Moors. Important on-site landscape features, such as hedgerows, will be protected.

# Employment Growth Site Allocation Policies

**5.8** The employment growth site allocation policies set out in this section identify the key development considerations that are applicable to each employment growth site identified on the Policies Map. They are not a comprehensive list of all policy requirements or implications on the development of a site. The allocations include an indicative figure for the amount of development to be delivered on a site. These should not be considered as fixed figures.

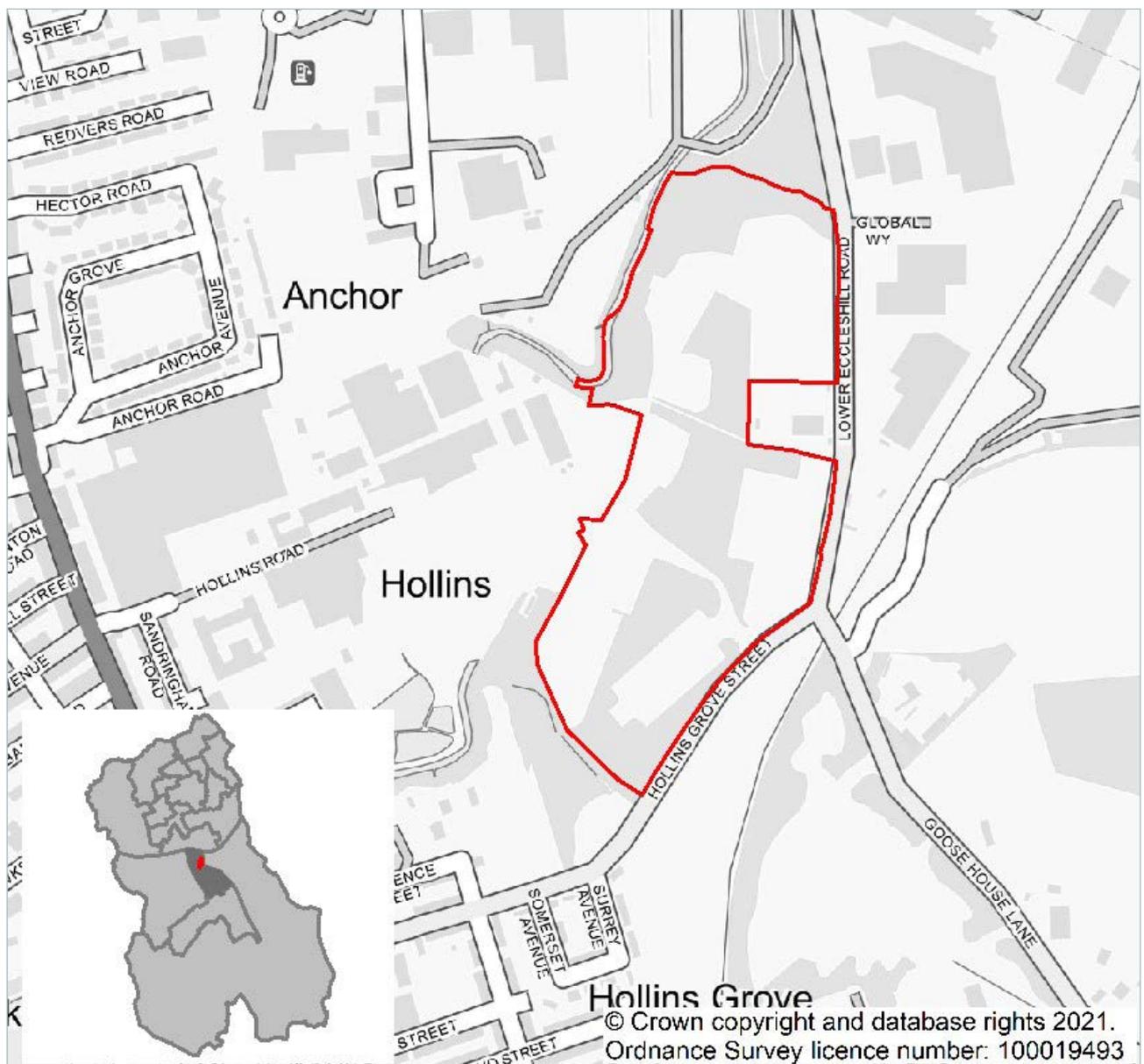
**5.9** The Local Plan should always be read as a whole. Additional planning considerations over and above those listed in the site-specific policies below may also be raised at a planning application stage.



## Policy E047: Hollins Grove Mill, Darwen

### EMPLOYMENT GROWTH SITE E047: KEY SITE INFORMATION

Site area	10.05ha
Site Location (and Ward)	Urban area (Darwen East)
Amount/type of development (indicative)	12,094m <sup>2</sup> B class use; 12,094m <sup>2</sup> E class use
Anticipated delivery	Anticipated 5-year build out, earliest commencement 2025/26
Recent planning history	Planning application submitted to develop 2 industrial warehouse units with ancillary office space on the northern part of the site (planning application reference: 10/21/1294)



## Policy E047: Hollins Grove Mill, Darwen

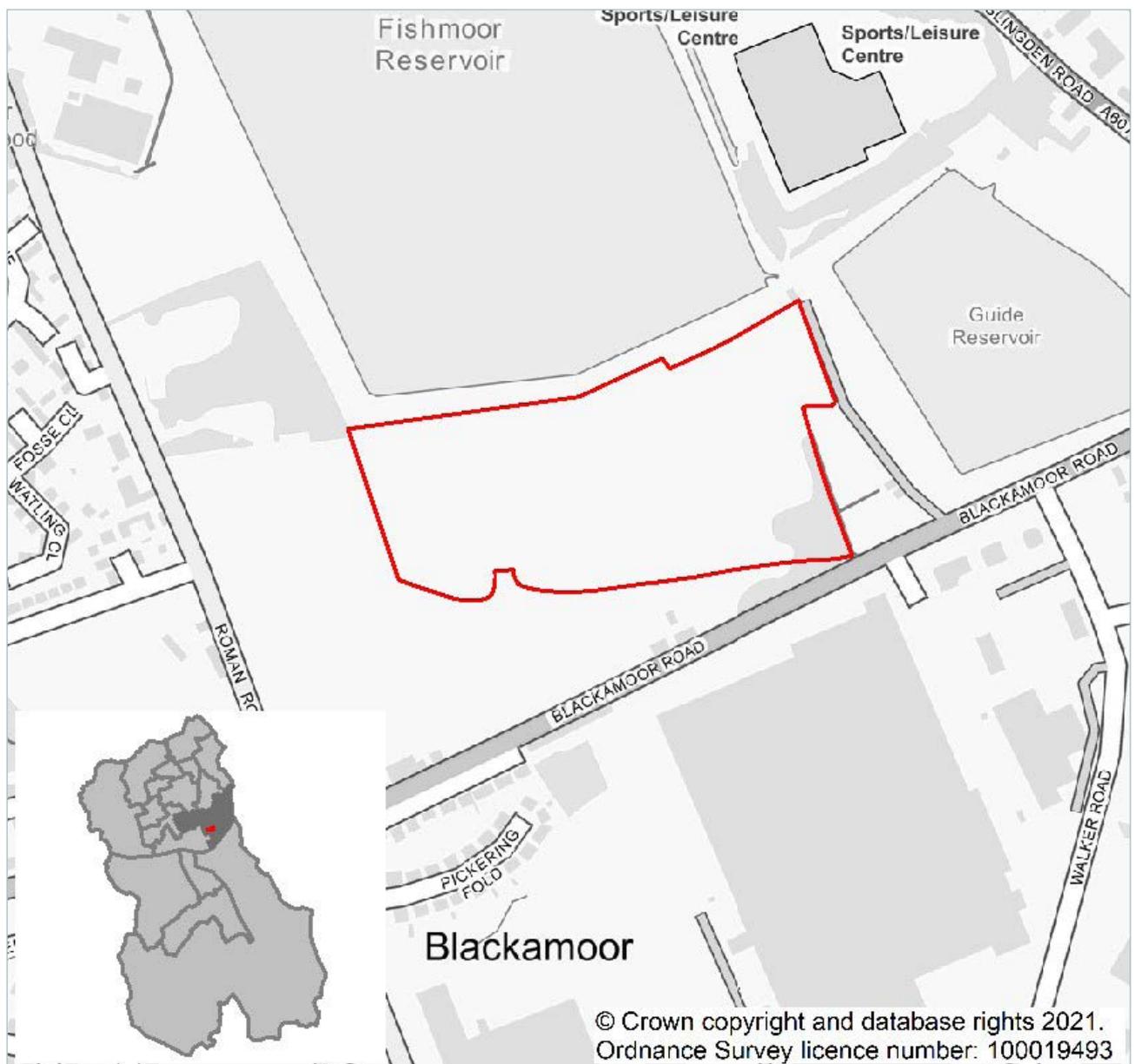
### Key Development Considerations

- 1. Planning obligations (CP12)** - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2. Utilities infrastructure (CP12)** - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area;
- 3. Contamination (DM02)** – completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to the presence of two historic landfills on site, its prior use as a mill and its location in close proximity to an existing EA IPPC Regulated site, active landfill and other EA Regulated facilities;
- 4. Safeguarding amenity (DM02)** - due to the site's location close to a wastewater treatment works, an impact assessment, including an odour and noise impact assessment, will be required prior to any development taking place to ensure the proposed development can secure an acceptable level of amenity. Any development proposals must consider impacts on the West Pennine Moors SSSI, particularly in relation to potential air quality impacts;
- 5. Flooding / water management (DM13)** – the Level 2 SFRA identifies a need to model the Sunnyside Brook and the unnamed watercourse flowing through the site at FRA stage in order to quantify the risk from these watercourses. The site is located adjacent to the River Darwen (main river) and will require an 8m riparian buffer/easement to be incorporated in scheme design between the watercourse and development. Applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
- 6. Public Rights of Way (DM16)** - the development layout and scheme detailing should provide good connectivity to the established Public Rights of Way network including mitigation of any adverse impacts;
- 7. Heritage assets (DM26)** – a number of unlisted mills are located to the north west of the site. Any development proposals must assess the impact on these assets and identify any mitigation measures required;
- 8. Highways and access (DM29)** – suitable vehicular access to the site is available off Lower Eccleshill Road.

## Policy E145: Issa Way North, Blackburn

### EMPLOYMENT GROWTH SITE E145: KEY SITE INFORMATION

Site area	7.28ha
Site Location (and Ward)	Urban area (Blackburn South East)
Amount/type of development (indicative)	27,300m <sup>2</sup> B class use
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2023/24
Recent planning history	None



## Policy E145: Issa Way North, Blackburn

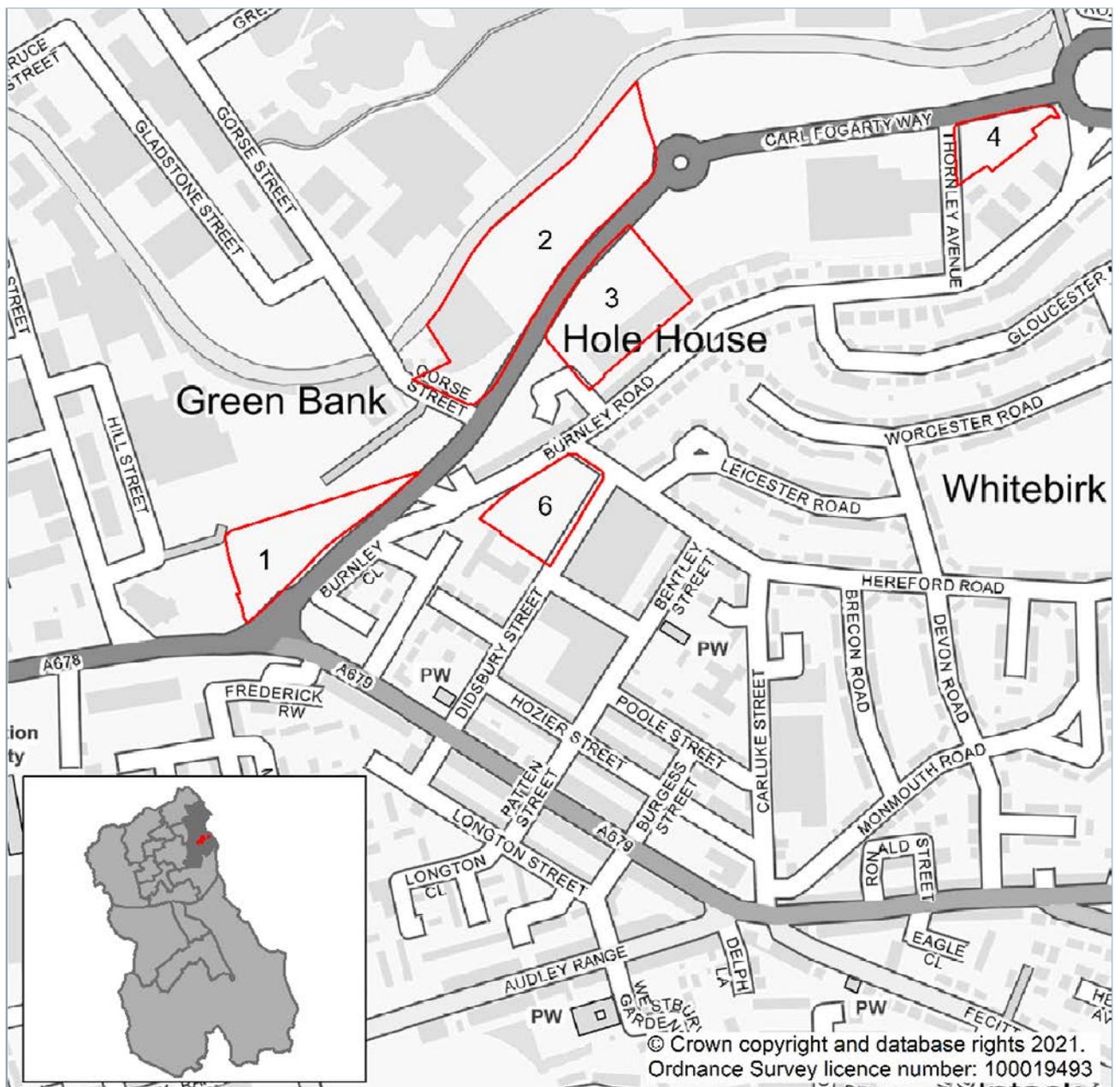
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area and reservoir flood zone;
3. Flooding / water management (DM13) –
  - a. the SFRA Level 1 highlights a small area of the site is located within Flood Zone 3b which is to be omitted from the site’s developable area;
  - b. consideration will need to be given to the potential for flooding from Fishmoor and Guide reservoirs;
  - c. flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage;
  - d. the site is affected by surface water flooding which needs to be managed through SuDs on site. Surface water from the site could be directed to Newfield Brook;
  - e. development will be required to incorporate a suitable easement for the culvert that crosses the site or incorporate measures to ensure that any development does not impact on the integrity of the culvert;
  - f. the developer should explore the option of de-culverting to improve ecology and reduce dangers of blocked/collapsed culvert;
4. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
5. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation due to presence of pre-1778 farmsteads close to the site. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;
6. Highways and access (DM29) – suitable vehicular access to the site is available off Issa Way link road.

## Policy E149: Carl Fogarty Way, Blackburn

### EMPLOYMENT GROWTH SITE E149: KEY SITE INFORMATION

Site area	4.65ha
Site Location (and Ward)	Urban area (Audley and Queen's Park and Little Harwood and Whitebirk)
Amount/type of development (indicative)	8075m <sup>2</sup> B class use (across all parcels)
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2023/24
Recent planning history	Planning application submitted to develop 4 storey building incorporating Use Classes B8 and E on Plot 1 (planning application reference 10/21/0826)



## Policy E149: Carl Fogarty Way, Blackburn

### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) –
  - a. early dialogue with United Utilities will be required prior to the submission of a planning application for developing Plots 1, 2 and 3 due to the presence of utilities infrastructure within the site, and the site's location within close proximity to an identified drainage area;
  - b. United Utilities has confirmed the existing clean water services immediately adjoining the development are not currently able to support the additional demand required to provide connections for the proposed development. It is anticipated that network reinforcement works will be required to provide the required capacity to service the development site and United Utilities should be contacted at the earliest opportunity to identify the works needed;
  - c. a 3 metre easement is required to be maintained between development and the electricity and BT cables located on Plot 1;
3. Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required for all plots;
4. Safeguarding amenity (DM02) - careful consideration should be given to the design and use of developments on Plots 3 and 6 which are located in close proximity to the residential dwellings on Burnley Road;
5. Flooding / water management (DM13) - the SFRA Level 1 highlights an area of Plot 4 is located within Flood Zone 2 which is to be omitted from the site's developable area. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
6. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to features identified within Plots 2 and 3 and within close proximity to Plot 1;
7. Canal asset (DM28) – Plot 2 is located adjacent to the Leeds and Liverpool canal where it is within a cutting. Any development on the plot would need to be offset from the top of the canal cutting to protect its structural integrity. Development should have a good relationship with the adjacent transport gateway and the adjoining Leeds and Liverpool Canal;
8. Archaeology (DM26) - any planning application to develop the plots will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation due to likely presence of buried remains of 19th Century occupation. The development will in all likelihood require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;

## Policy E149: Carl Fogarty Way, Blackburn

### Key Development Considerations

- 9.** Heritage assets (DM26) - the Grade II listed Imperial Mill is located to the north of Plot 2. As identified in the Heritage Impact Assessment for the site, careful consideration of scheme design and the extent/scale/height of development on Plot 2 will be required to minimise the visual impact on the setting of the listed building. Large, single mass buildings will obscure direct views across the site and should be avoided and any development should consider retaining views northwards through the site;
- 10.** Highways and access (DM29) – new vehicular access points will be created for Plots 1 and 6, Plots 2 and 3 can be accessed directly off Carl Fogarty Way and Plot 4 can be accessed off Thornley Avenue;
- 11.** Tourism (DM37) – development of Plot 2 will be expected to take account of any specific proposals emerging from the Pennine Lancashire Linear Park.

## Policy E158: Balle Street Mill, Darwen

### EMPLOYMENT GROWTH SITE E158: KEY SITE INFORMATION

Site area	0.81ha
Site Location (and Ward)	Urban area (Darwen South)
Amount/type of development (indicative)	3,975m <sup>2</sup> B class use
Anticipated delivery	Anticipated 1-year build out, earliest commencement 2023/24
Recent planning history	Planning permission granted for Energy Reserve Facility (planning application reference:10/17/1198) which expires in January 2022



## Policy E158: Balle Street Mill, Darwen

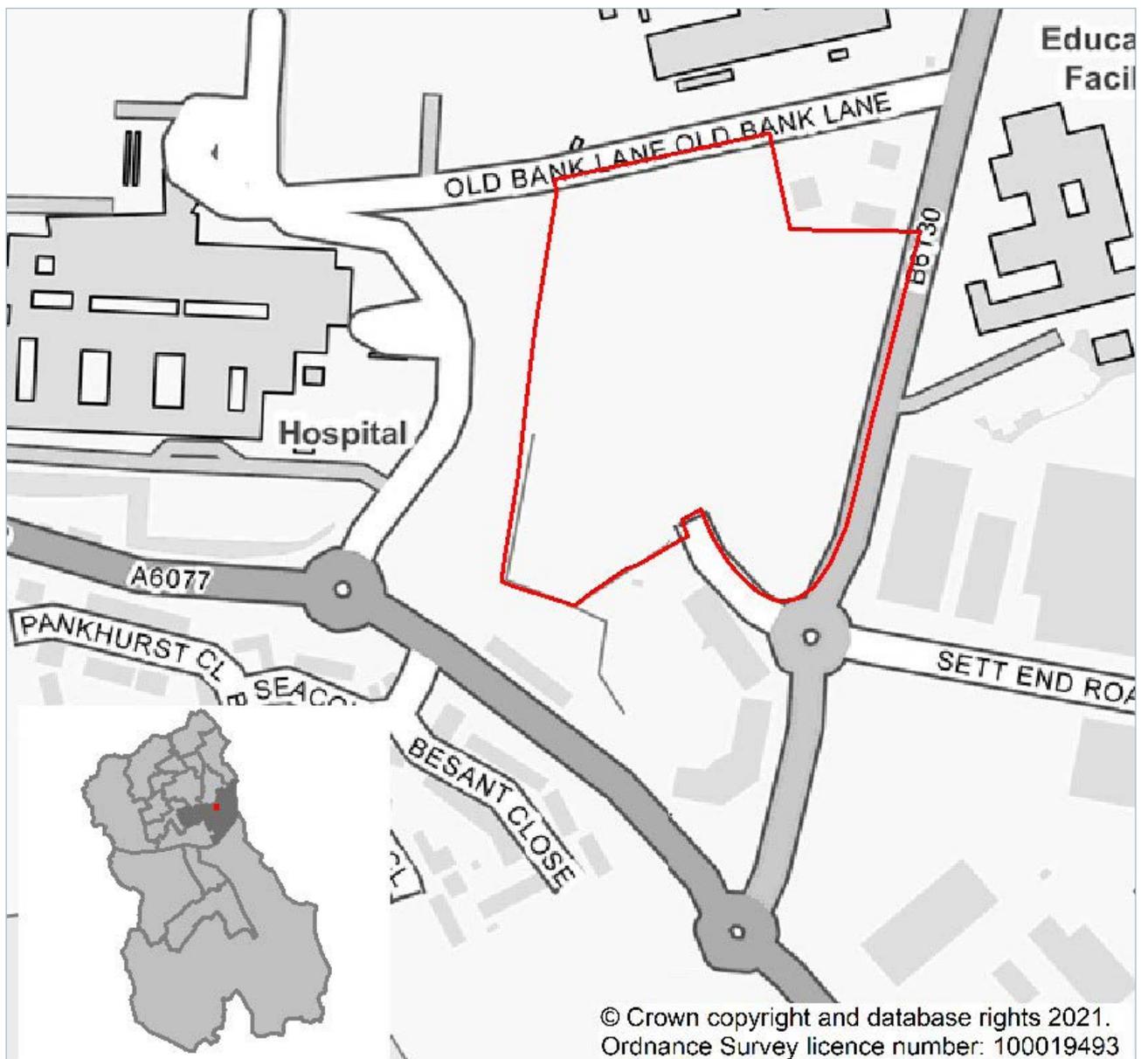
### Key Development Considerations

- 1.** Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2.** Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to site's former use as a mill;
- 3.** Flooding / water management (DM13) – part of the site is located within Flood Zone 3 which should be omitted from the site's developable area. A Main River (River Darwen) flows in culvert along the western side of the site;
- 4.** Heritage assets (DM26) – a number of listed mills are located to the North of the site, including the Grade II\* India Mill Chimney and Grade II India Mill. The Heritage Impact Assessment prepared for the site highlights the level of the visual impact on these assets will depend on the design and extent/scale/height of any new development. A scale similar to the adjacent 2 storey warehouse building will unlikely result in any discernible harm to the setting of either India Mill or India Mill Chimney;
- 5.** Highways and access (DM29) – suitable vehicular access to the site is available off Balle Street;
- 6.** Utilities infrastructure (CP12) – early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure within the site.

## Policy E167: Evolution Park (Medipark), Blackburn Hospital

### EMPLOYMENT GROWTH SITE E167: KEY SITE INFORMATION

Site area	3.91ha
Site Location (and Ward)	Urban area (Blackburn South East)
Amount/type of development (indicative)	4,800m <sup>2</sup> B class use with remaining part of the site to be brought forward for supporting uses for hospital (including teaching).(The 4,800m <sup>2</sup> of B class use does not include the floorspace of the Trust's proposed building.)
Anticipated delivery	Anticipated 4-year build out, earliest commencement 2025/26
Recent planning history	Expired planning permission for mental health in-patient facility (planning application reference 10/14/0930)



## Policy E167: Evolution Park (Medipark), Blackburn Hospital

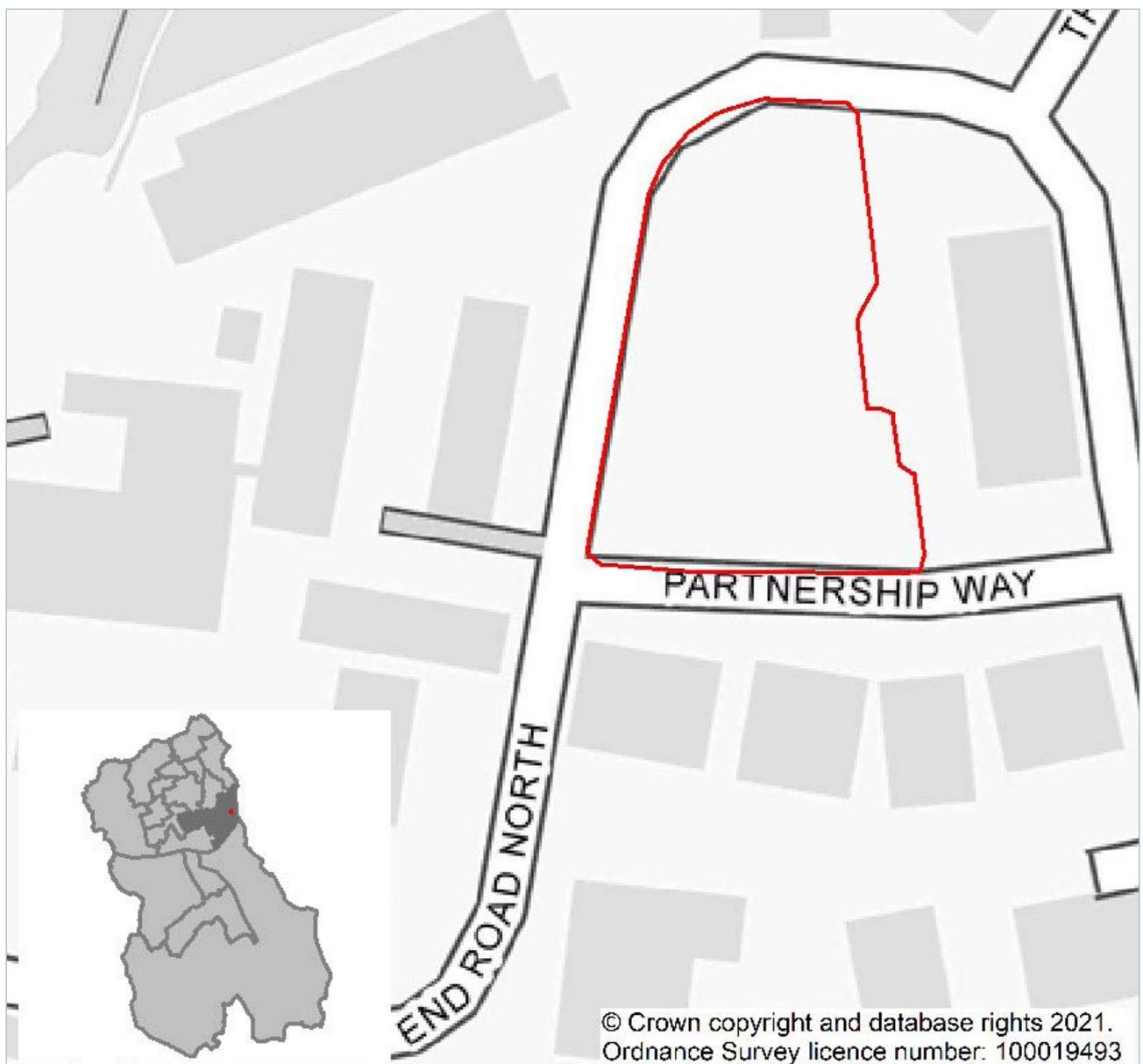
### Key Development Considerations

- 1.** Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2.** Flooding / water management (DM13) – the SFRA Level 1 highlights a small area of the site is located within Flood Zone 3b which is to be omitted from the site’s developable area. Flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage; applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
- 3.** Ecology (DM15) – potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature. There is a linear pond located along the north western boundary of the site which should be retained and incorporated into the site’s development;
- 4.** Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;
- 5.** Highways and access (DM29) – existing suitable vehicular access to the site off Shadsworth Road;
- 6.** Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure within the site.

## Policy E168: Plot C, Shadsworth Business Park, Blackburn

### EMPLOYMENT GROWTH SITE E168: KEY SITE INFORMATION

Site area	1.72ha
Site Location (and Ward)	Urban area (Blackburn South East)
Amount/type of development (indicative)	6,450m <sup>2</sup> B class use
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2025/26
Recent planning history	Expired planning permission for new office, warehouse and production facility (planning application reference: 10/16/1303)



## Policy E168: Plot C, Shadsworth Business Park, Blackburn

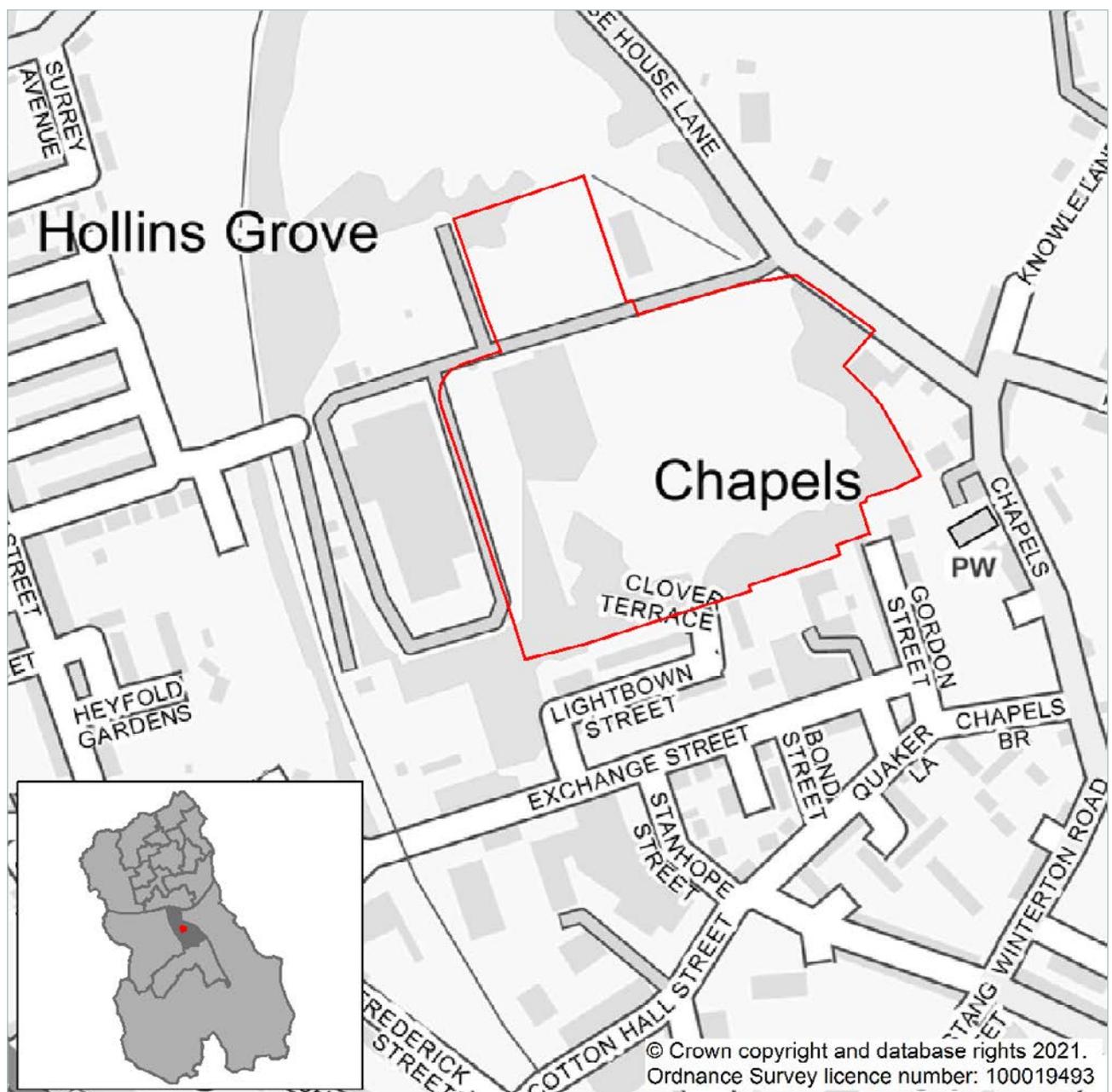
### Key Development Considerations

- 1.** Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2.** Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area;
- 3.** Contamination (DM02) - completion of appropriate ground investigation works and gas risk assessment will be required to establish the extent of any ground contamination and any mitigation measures required;
- 4.** Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
- 5.** Highways and access (DM29) – suitable vehicular access to the site is available off Partnership Way/Sett End Road North.

## Policy E172: Chapels Park South, Darwen

### EMPLOYMENT GROWTH SITE E172: KEY SITE INFORMATION

Site area	5.47ha
Site Location (and Ward)	Urban area (Darwen East)
Amount/type of development (indicative)	3,623m <sup>2</sup> B class use
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2023/24
Recent planning history	None



## Policy E172: Chapels Park South, Darwen

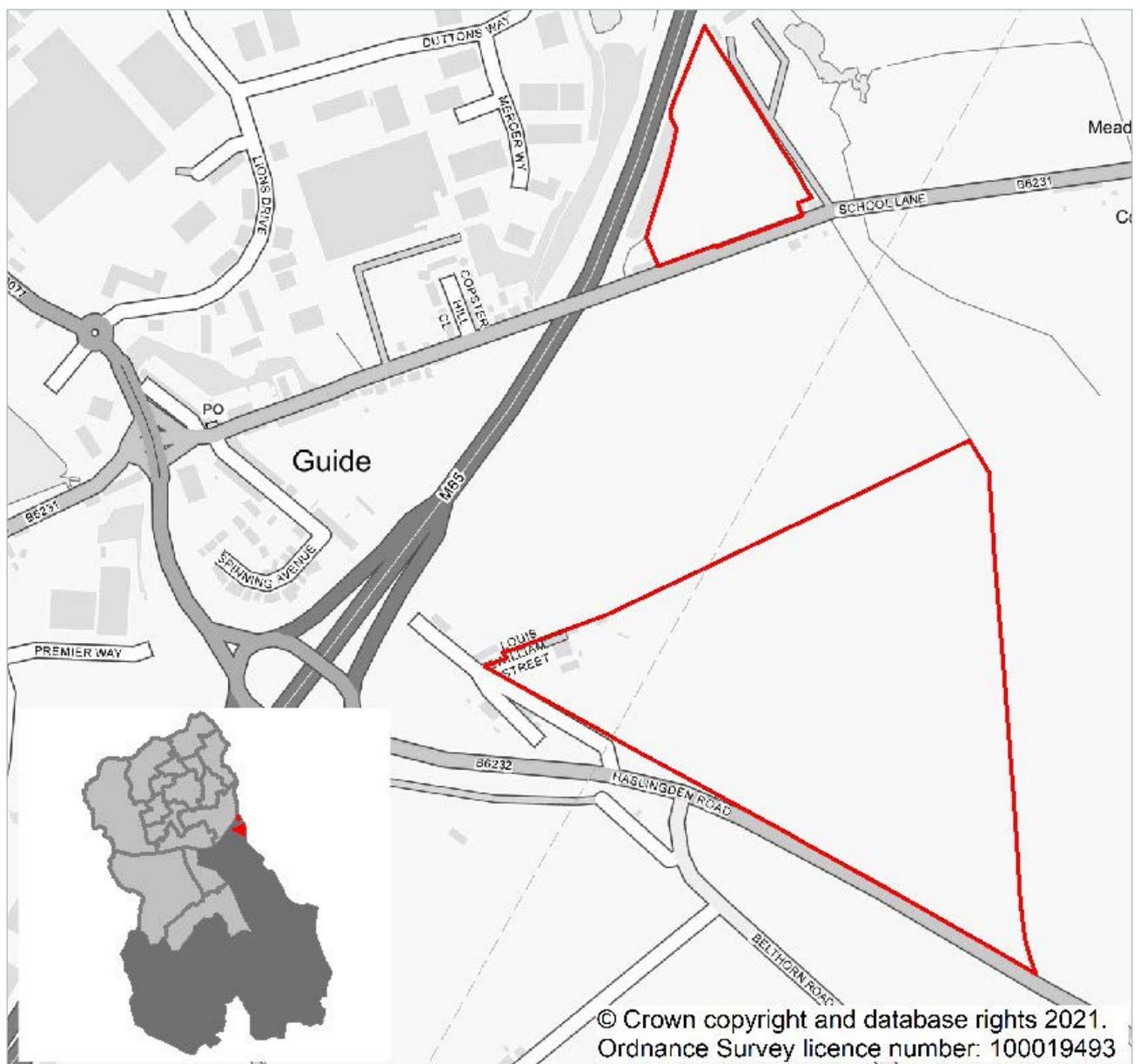
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to the location of an EA regulated Integrated Pollution Prevention and Control (IPPC) site within 150m of the site;
3. Safeguarding amenity (DM02) - careful consideration should be given to the design and use of employment developments in close proximity to the existing residential dwellings which adjoin the southern boundary of the site;
4. Flooding / water management (DM13) – the SFRA Level 1 highlights a small area of the site is at high risk from surface water flooding. This should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage. Early dialogue with United Utilities and the Council’s Drainage team will be required prior to the submission of a planning application for developing the site due to its location within an identified drainage area; applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
5. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature and the presence of ecological features within the site. Any development proposals must consider impacts on the West Pennine Moors SSSI, particularly in relation to air pollution;
6. Heritage assets (DM26) - any development proposals should conserve the setting and significance of the nearby listed chapel located to the south east of the site (Lower Chapel, Grade II). A Heritage Assessment will be required to be prepared as part of any planning application for developing the site identifying the significance of the asset, the contribution the proposed development would make to its significance, the harm development of the site would have (if any) and the mitigation/enhancement measures needed;
7. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation due to potential of early sites being located within the boundary. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;
8. Highways and access (DM29) – suitable vehicular access to the site is available off Goose House Lane/unnamed road;
9. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure within the site.

## Policy E179: Junction 5 Strategic Employment Site

### EMPLOYMENT GROWTH SITE E179: KEY SITE INFORMATION

Site area	22.02ha
Site location (and Ward)	Strategic urban extension (West Pennine)
Amount/type of development (indicative)	c.72,000m <sup>2</sup> of employment floorspace (use class B2 General Industrial, B8 Storage and Distribution and supporting ancillary uses)
Anticipated delivery	Anticipated 10-year build out, earliest commencement 2025/26
Recent planning history	None



## Policy E179: Junction 5 Strategic Employment Site

### Key Development Considerations

1. Masterplans – each of the two site parcels are to be brought forward in line with its own masterplan and infrastructure delivery strategy covering the whole of the parcel. Each masterplan must be agreed by the Council either at the time of, or prior to, the granting of planning permission;
2. Employment Uses - at least 50% of new floorspace on the site should be industrial (B2)<sup>74</sup>. Planning permission will be refused on one parcel (or part thereof) where the proposed uses would restrict remaining areas of the site to a predominance (more than 75%) if B2 unless exceptional circumstances are demonstrated. Any retail uses (Class E(a) or (b)) should be ancillary, and support those employed in the strategic site;
3. Green Belt (CP2) – any development brought forward on the site will be required to provide compensatory improvements to the environmental quality and accessibility of remaining Green Belt land. This should contribute to offsetting the impact of removal of this site from the Green Belt<sup>75</sup>;
4. Planning obligations (CP12) - a planning contribution will be required to help mitigate the impacts of development, particularly in relation to transport impacts<sup>76</sup> and green belt compensation measures set out above. Any further specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
5. Utilities infrastructure (CP12) – Development will take a comprehensive and co-ordinated approach including respecting existing site constraints including utilities situated within sites; a holistic drainage strategy is to be agreed prior to the submission of a planning application and early dialogue with United Utilities will be required due to the presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area;
6. Contamination/site safety (DM02) - incorporation of overhead lines into the design of development will be required. Statutory safety clearances between overhead lines, the ground, and built structures must not be infringed. A strategy for responding to the National Grid electricity assets present within the site is required which demonstrate the National Grid Design Guide and Principles have been applied at the masterplanning stage and how the impact of the asset has been reduced through good design. In addition, a contamination and geotechnical assessment will be required to set out an appropriate remediation strategy for the site<sup>77</sup>;
7. Flooding / water management (DM13) – the SFRA Level 1 highlights a small area of the site is located within Flood Zone 3b which is to be omitted from the site’s developable area. Flood risk should be manageable through careful consideration of site layout and design early on in the planning stage;
8. Public Rights of Way (DM16) – development will be required to improve the quality of the existing Public Rights of Way and ensure routes are clearly defined and legible;

<sup>74</sup> In line with the evidence base including the latest economic needs assessment (Iceni, 2021), evidence on market demand (BwDBC, 2021), and the economic case for the new strategic employment site (Turley, 2020)

<sup>75</sup> Possible measures are set out in the 'Potential Compensatory Improvements to the Green Belt' report (LUC, 2021)

<sup>76</sup> As set out in the M65 J5 Strategic Employment Site Transport Study (Section 7)

<sup>77</sup> In line with the recommendations set out in the Junction 5, M65 Employment Land Preliminary Risk Assessment (LK Consult, 2021)

## Policy E179: Junction 5 Strategic Employment Site

### Key Development Considerations

**9.** Landscape character (DM22) – the Landscape Character Assessment prepared for the site identifies a number of requirements for its development, including:

- a. integrating a strong landscape structure into the boundary treatment including an appropriate buffer zone around the perimeter. Any change should enhance and conserve existing field boundaries and public rights of way;
- b. conserve and enhance the network of drystone wall field boundaries;
- c. retain an appropriate area to maintain a setting around the existing farmsteads of Blackhill Farm and the cottages on Haslingden Road and School Lane;
- d. avoid visually intrusive development on the more elevated areas of the site, including the south-eastern corner off Haslingden Road. Design should take into account the topography of each parcel and proposed buildings should be appropriately scaled and located to minimise impacts on the landscape;
- e. design of the northern and southern parcels must incorporate natural features and boundary treatments (tree planting, landscaping etc.) to minimise the visual impact of their development on the safeguarded land and the surrounding area;
- f. the topography of the site should be used to inform the most suitable locations for B2/ B8 employment uses to minimise the visual impacts of development;

**10.** Heritage assets (DM26) - careful consideration should be paid to ensure the integrity of the local war memorial on Haslingden Road is maintained;

**11.** Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation due to potential features on site. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;

**12.** Highways and access (DM29) –

- a. the sites access on to the B6232 Haslingden Road will be required to be constructed prior to development commencing on the larger (southern) parcel of the allocation. The gateway access to the southern parcel must be designed to ensure unfettered access and prevent the subsequent creation of ransom strips to the safeguarded land to the north. The B6231 School Lane access will be required to be constructed prior to development commencing on the smaller (northern) parcel of the allocation;
- b. an improvement scheme (to be agreed with National Highways) at Junction 5 of the M65 should be completed prior to the first occupation on any parcel of Site E179 to ensure highway safety and mitigate the predicted traffics impacts;

**13.** Design (DM27) – proposals for both parcels must account for the central area of safeguarded land in their design. This is to ensure that any future development of the safeguarded land is not compromised, and any development can functionally and visually connect with both the adjacent parcels;

**14.** Pedestrian and cycleways (DM29) – the enhancement of the existing footbridge (over the M65) will be encouraged as part of a wider package of cycling / walking improvements to help enhance connection of the site to the wider area.

## Mixed Use Growth Site Allocation Policies

**5.10** The mixed use growth site policies set out in this section identify the key development considerations that are applicable to each mixed use growth site identified on the Policies Map. They are not a comprehensive list of all policy requirements or implications on the development of a site. The allocations include an indicative figure for the amount of development to be delivered on a site. These should not be considered as fixed figures.

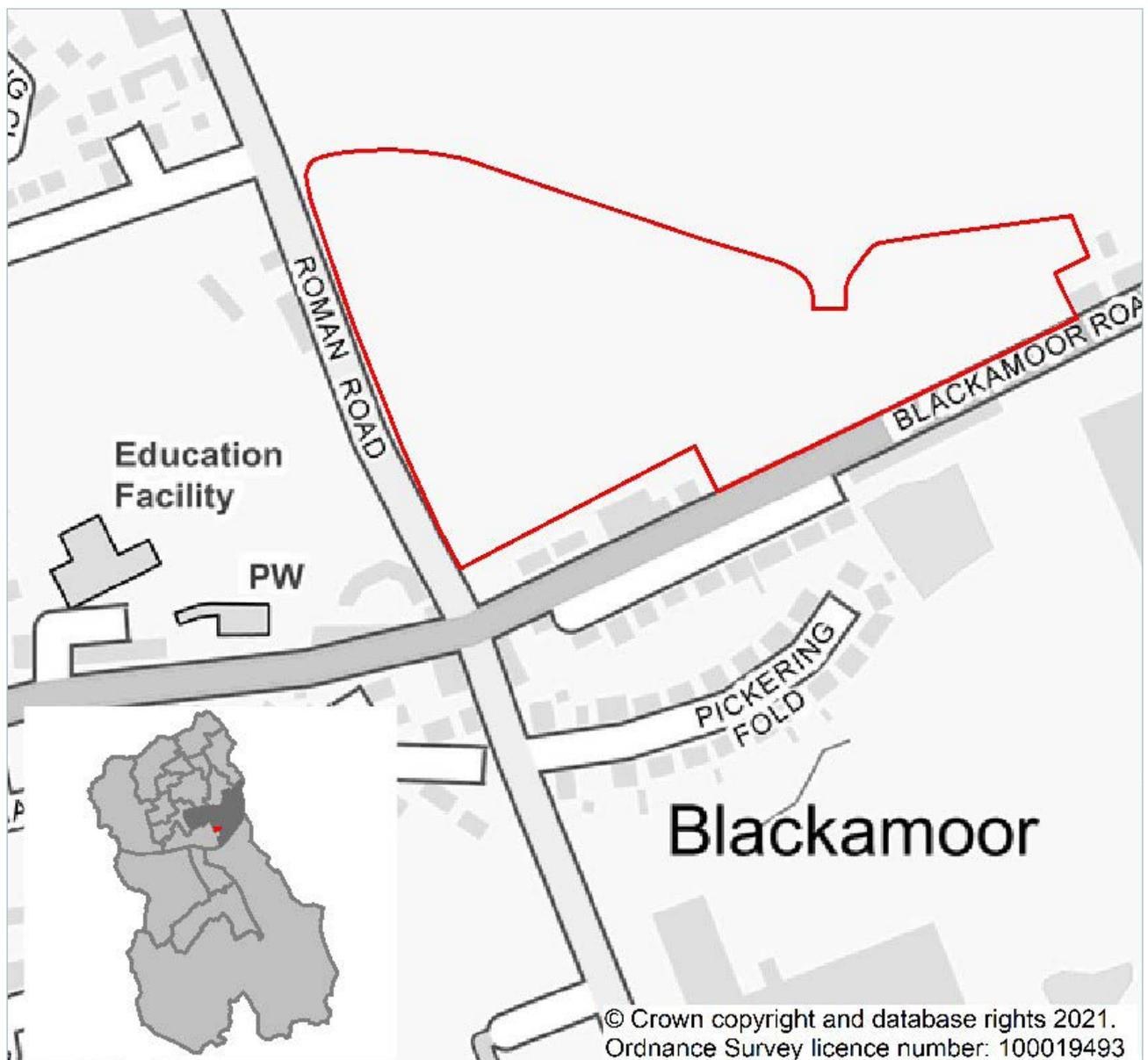
**5.11** The Local Plan should always be read as a whole. Additional planning considerations over and above those listed in the site-specific policies below may also be raised at a planning application stage.



## Policy MU008: Issa Way South, Blackburn

### MIXED USE GROWTH SITE MU008: KEY SITE INFORMATION

Site area	4.27ha			
Site Location (and Ward)	Urban area (Blackburn South East)			
Amount/type of development (indicative)	Potential for residential (~56 units), and employment/commercial (~8,000 m <sup>2</sup> Class B and/or E)			
Anticipated delivery	<b>Residential:</b>			
	<b>2021-26</b>	<b>2026-31</b>	<b>2031-37</b>	<b>Beyond 2037</b>
	6 units	50 units		
Recent planning history	None			



## Policy MU008: Issa Way South, Blackburn

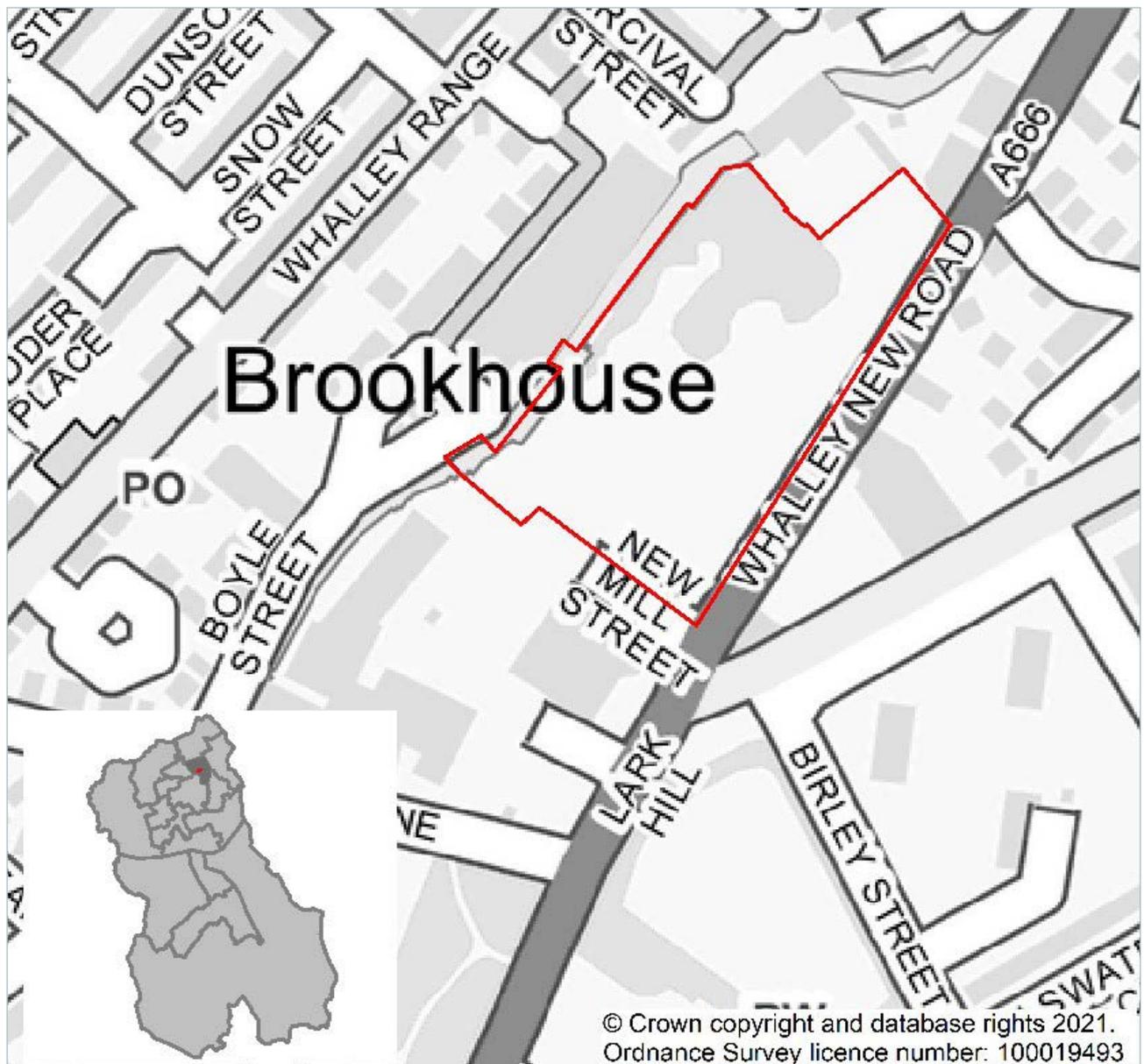
### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution will be expected to help mitigate the impacts of residential development in line with Policy CP12 and the Developer Contributions and Affordable Housing SPD. Additional planning contributions may be required to help mitigate the impacts of commercial development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site as well as land within the ownership of United Utilities;
3. Flooding / water management (DM13) –
  - a. development will be required to incorporate a suitable easement for the culvert crossing the site or incorporate measures to ensure that any development does not impact on the integrity of this culvert;
  - b. the developer should explore the option of de-culverting to improve ecology and reduce dangers of blocked/collapsed culvert;
  - c. consideration will need to be given as part of development proposals to the potential for flooding from Fishmoor reservoir;
  - d. development will be required to retain the on-site attenuation basin;
4. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application to develop the site due to its greenfield nature;
5. Archaeology (DM26) - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will in all likelihood require a level of archaeological mitigation, which might take the form of preservation in situ, or by record, depending on the significance of the features encountered;
6. Highways and access (DM29) – suitable vehicular access to the site is available off new link road/Roman Road.

## Policy MU091: Former East Lancashire Coachbuilders site, Whalley New Road, Blackburn

### MIXED USE GROWTH SITE MU091: KEY SITE INFORMATION

Site area	1.53ha
Site Location (and Ward)	Urban area (Bastwell and Daisyfield)
Amount/type of development (indicative)	Potential employment/commercial/community (~4,000 m <sup>2</sup> Class B, E and/or F)
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2029/30
Recent planning history	Full planning permission granted for 19 commercial units and outline planning permission for a petrol filling station with ancillary shop and coffee shop (planning application reference 10/19/0647)



## Policy MU091: Former East Lancashire Coachbuilders site, Whalley New Road, Blackburn

### Key Development Considerations

- 1. Planning obligations (CP12)** - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2. Utilities infrastructure (CP12)** - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure and land interests within the site and its location within close proximity to an identified drainage area and reservoir flood zone. The layout should be prepared in accordance with any necessary offset distance from the adjacent wastewater pumping station following agreement with United Utilities;
- 3. Contamination (DM02)** - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to the site's previous use as a coach works;
- 4. Flooding / water management (DM13)** - the River Blakewater (main river) runs along the north western boundary of the site. Any development must maintain an 8m riparian buffer/ easement along this watercourse. The SFRA Level 1 highlights an area of Flood Zone 3b which follows the course of the river which should be omitted from the site's developable area; applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
- 5. Archaeology (DM26)** - any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will in all likelihood require a level of archaeological mitigation, which may take the form of preservation in situ, or by record, depending on the significance of the features encountered;
- 6. Heritage assets (DM26)** - a number of unlisted mills are located to the west and south west of the site. Any development proposals must assess the impact on these assets and identify any mitigation measures required. Sensitive development with appropriate mitigation could enhance the local area;
- 7. Highways and access (DM29)** - suitable vehicular access to the site is available off Whalley New Road.

## Policy MU096: Site of former Larkhill Health Centre, Barbara Castle Way, Blackburn

### MIXED USE GROWTH SITE MU096: KEY SITE INFORMATION

Site area	0.49ha
Site Location (and Ward)	Urban area (Blackburn Central)
Amount/type of development (indicative)	Potential for residential or employment/commercial/ community (~2,000 m <sup>2</sup> Class B, E and/or F)
Anticipated delivery	Anticipated 1-year build out, earliest commencement 2032/33
Recent planning history	None



## Policy MU096: Site of former Larkhill Health Centre, Barbara Castle Way, Blackburn

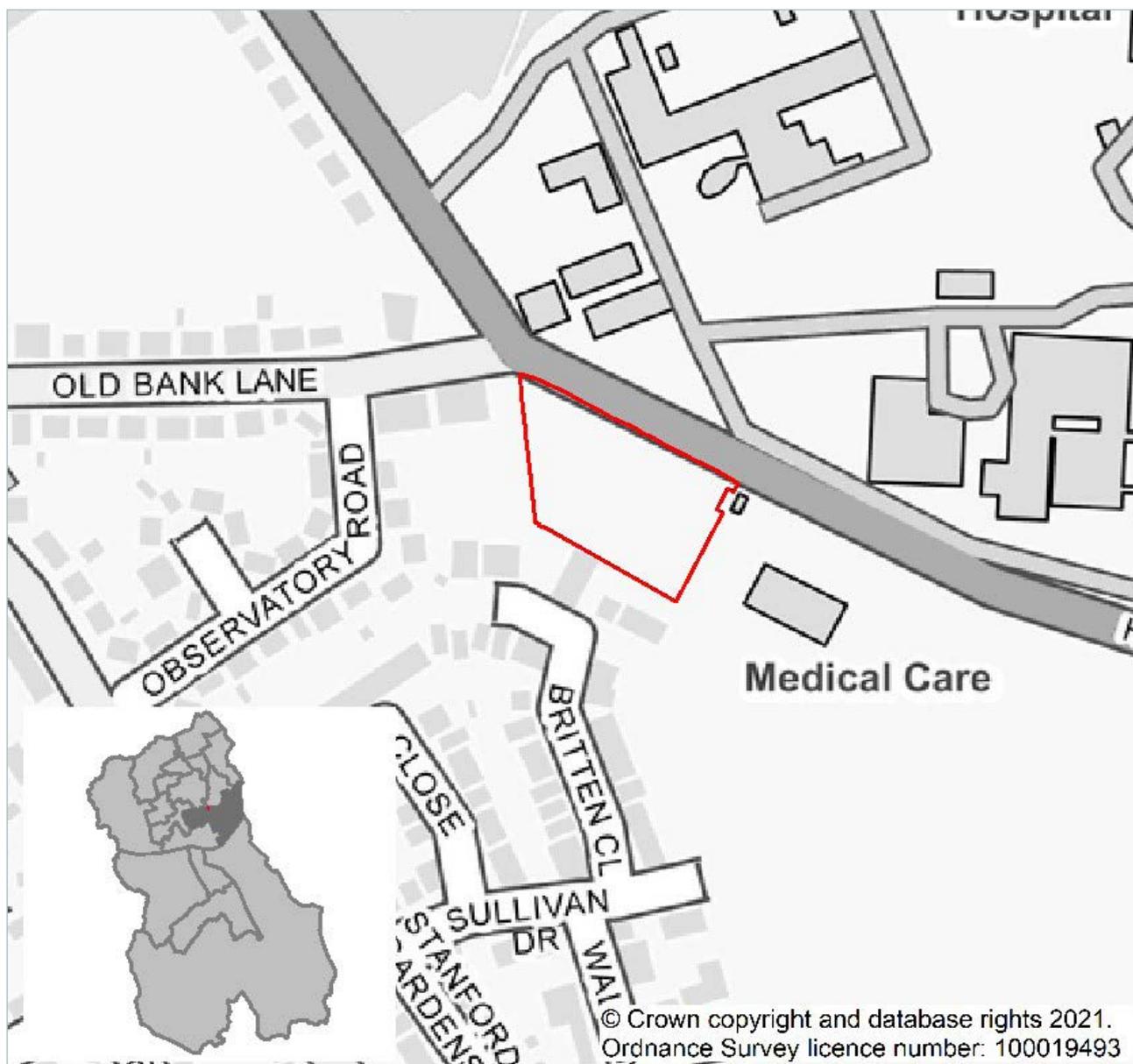
### Key Development Considerations

- 1. Planning Obligations (CP12)** - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2. Utilities infrastructure (CP12)** - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site and its location within close proximity of an identified drainage area. Due to the size of the water and sewer network running through the site, options must be assessed early to ensure layouts fully understand the limitations posed with the location of this infrastructure;
- 3. Heritage assets (DM26)** - the Grade II listed Holy Trinity Church is located adjacent to the site. The Heritage Impact Assessment prepared for the site requires the level of new development to be as low as possible to minimise impact on the listed building and retain views westwards across the site. Any large single mass buildings will likely obscure direct views across the site and should be avoided;
- 4. Highways and access (DM29)** – suitable vehicular access to the site is available off either Cleaver Street or Mount Pleasant.

## Policy MU197: Whinney Heights, Haslingden Road, Blackburn

### MIXED USE GROWTH SITE MU197: KEY SITE INFORMATION

Site area	0.51ha
Site Location (and Ward)	Urban area (Blackburn South East)
Amount/type of development (indicative)	Potential for residential (~7 units) and commercial (~1,000 Class E)
Anticipated delivery	Anticipated 1-year build out, earliest commencement 2030/31
Recent planning history	None



## Policy MU197: Whinney Heights, Haslingden Road, Blackburn

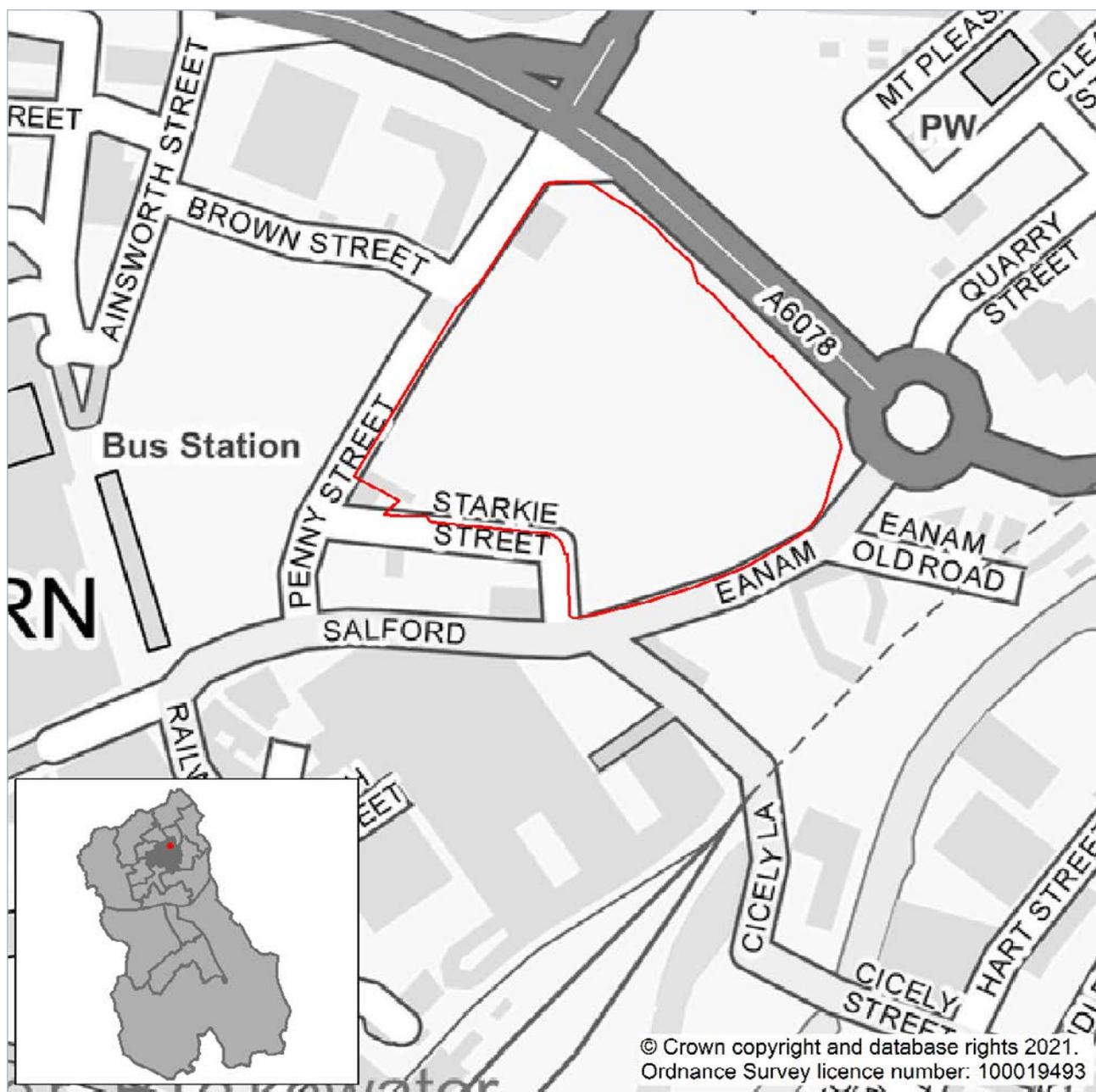
### Key Development Considerations

- 1.** Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
- 2.** Contamination (DM02) – a contaminated land desk study will be required as part of any planning application for developing the site;
- 3.** Safeguarding amenity (DM02) – potential amenity issues associated with noise from the adjacent Observatory Public House and road network, and odour impacts from KFC to be assessed as part of any planning application for the site, and any required mitigation measures integrated into scheme design;
- 4.** Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
- 5.** Highways and Access (DM29) – suitable vehicular access to the site is available off Haslingden Road;
- 6.** Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application due to the presence of utilities infrastructure and land interests within the site. A significant sewer runs through the site and options must be assessed early to ensure the layout of the proposed development fully considers limitations posed by the sewer.

## Policy MU210: Former Thwaites Site, Starkie Street, Blackburn

### MIXED USE GROWTH SITE MU210: KEY SITE INFORMATION

Site area	2.96ha
Site Location (and Ward)	Urban area (Blackburn Central)
Amount/type of development (indicative)	Potential for residential and commercial/community uses (~1480m <sup>2</sup> Class E and/or F)
Anticipated delivery	Anticipated 1-year build out, earliest commencement 2025/26
Recent planning history	None



## Policy MU210: Former Thwaites Site, Starkie Street, Blackburn

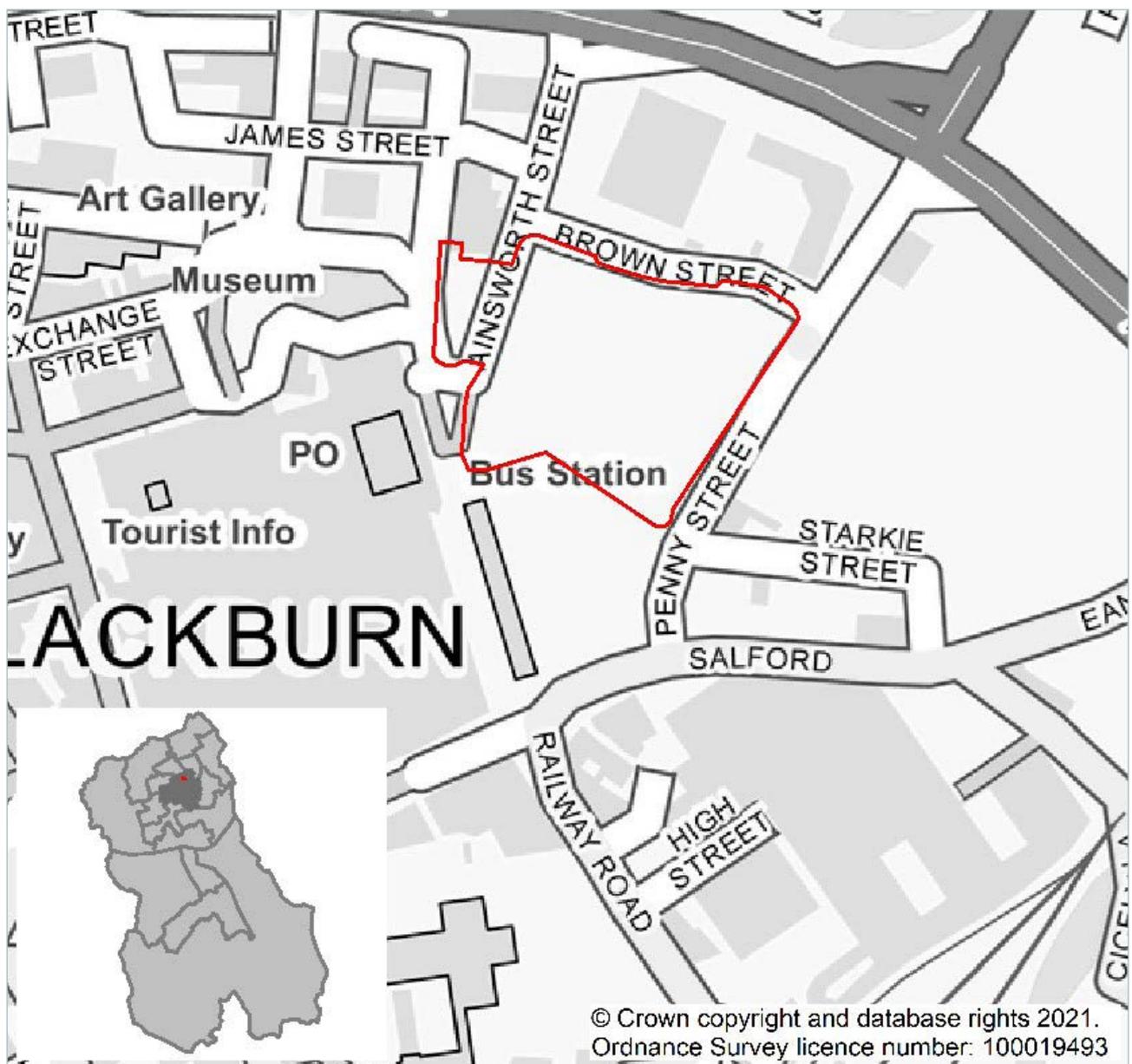
### Key Development Considerations

1. Masterplan – proposals for any specific uses or new development on this site will be considered and supported in line with any proposals for investment and regeneration that may be set out in a masterplan or SPD for the wider Town Centre East Investment Area (identified on the Policies Map);
2. Planning obligations (CP12) - a planning contribution may be required, depending upon specific uses proposed, to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure and its location in close proximity to an identified drainage area. A significant sewer runs through the site and options must be assessed early to ensure the layout of the proposed development fully considers limitations posed by all utility assets;
4. Heat networks (DM12) - the site is of strategic significance and identified as being adjacent to an area with potential for heat network development. Development of this site should be designed to be connection ready in accordance with the energy hierarchy approach set out in Policy DM12, unless it can be demonstrated that there are more effective alternatives for minimising carbon emissions or such connection is impracticable or financially unviable;
5. Flooding / water management (DM13) – the SFRA Level 1 highlights an area of Flood Zone 2 within the site which is to be omitted from the site’s developable area;
6. Archaeology (DM26) – an archaeological desk-based assessment and (surviving) building assessment will be required as part of any planning application for developing the site as some areas of survival are possible;
7. Heritage assets (DM26) – a cluster of Grade II listed buildings are located to the east of the site within the Eanam Wharf Conservation Area (warehouses of Entwistle and Oddy Ltd; British Waterways Office; Canal House; Bank Cottage and iron structure at east end of warehouses west of Navigation Bridge). Holy Trinity Church (Grade II), St Johns Church (Grade II) and Blackburn Cathedral (Grade II\*) are prominent buildings in the skyline which are likely to be seen in the same context as development on the site. The Heritage Impact Assessment prepared for the site highlights the level of visual impact on these assets will greatly depend upon the design and extent/scale/height of any new development, especially on the eastern edge. Any development should consider wider townscape views across the site especially when viewing westwards off Barbara Castle Way towards Blackburn Cathedral and St John’s Church. The alignment and layout between buildings should consider glimpsed views of Blackburn Cathedral’s tower and steeple;
8. Highways and access (DM29) – suitable pedestrian, cycle and vehicular access to the site may be achieved from multiple points around the site. The most appropriate access and egress points should be discussed with the Council’s Highways Team in the initial stages of design work.

## Policy MU211: Former Markets Site, Penny Street, Blackburn

### MIXED USE GROWTH SITE MU211: KEY SITE INFORMATION

Site area	1.57ha
Site Location (and Ward)	Urban area (Blackburn Central)
Amount/type of development (indicative)	Potential for commercial/community uses (~3,000 m <sup>2</sup> Class E and/or F)
Anticipated delivery	Anticipated 2-year build out, earliest commencement 2027/28
Recent planning history	Planning permission granted to allow temporary use of the site as a car park (planning application reference: 10/16/0391)



## Policy MU211: Former Markets Site, Penny Street, Blackburn

### Key Development Considerations

1. Masterplan - proposals for any specific uses or new development on this site will be considered and supported in line with any proposals for investment and regeneration set out in a masterplan or SPD for the wider Town Centre East Investment Area (identified on the Policies Map);
2. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
3. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to the presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area and reservoir flood zone. Significant utility infrastructure runs through the site and options must be assessed early to ensure the layout of the proposed development fully considers limitations posed by all utility assets;
4. Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to the site's industrial history;
5. Heat networks (DM12) - the site is of strategic significance and identified as being adjacent to an area with potential for heat network development. Development of this site should be designed to be connection ready in accordance with the energy hierarchy approach set out in Policy DM12, unless it can be demonstrated that there are more effective alternatives for minimising carbon emissions or such connection is impracticable or financially unviable;
6. Flooding / water management (DM13) –
  - a. the Level 2 SFRA identifies significant issues with flood risk on the site. The River Blakewater (Main River) runs through the centre of the site as a culverted watercourse and both fluvial and surface water risk from climate change are present on the site;
  - b. a suitable flood mitigation strategy has been prepared for the site and agreed with the Environment Agency. Applicants will be required to undertake further design and flood modelling work to test the preferred solution prior to any development progressing on the site;
  - c. development proposals should explore opportunities to de-culvert the River Blakewater to allow Biodiversity Net Gain, river restoration and natural flood management to be achieved. If this is not possible, an 8 metre easement between the culvert and new development will be required;
7. Ecology (DM15) - potential ecological impacts must be considered as part of any planning application for developing the site due to its greenfield nature;
8. Archaeology (DM26) – an archaeological watching brief on investigation works on the site has identified buried remains. A desk-based assessment and walkover is therefore required as part of any planning application for developing the site to assess potential archaeological features on the site;

## Policy MU211: Former Markets Site, Penny Street, Blackburn

### Key Development Considerations

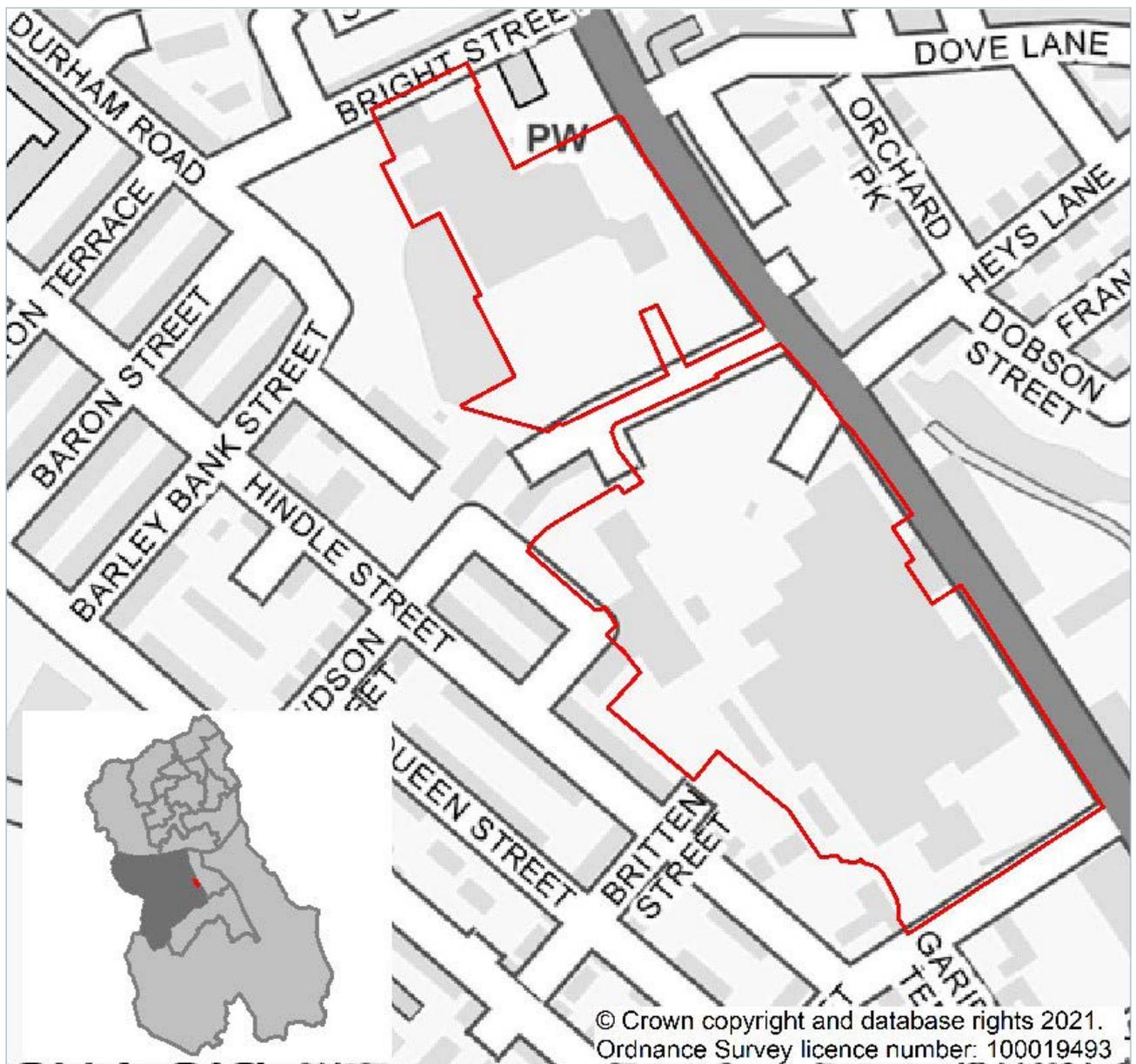
**9.** Heritage assets (DM26) – the site is located immediately adjacent to the Richmond Terrace conservation area which contains a number of listed buildings including the Grade II listed Church of St John Evangelist. Sensitive development with appropriate mitigation could enhance the local character of the area. The Heritage Impact Assessment prepared for the site highlights that the level of visual impact on both the conservation area and the listed building will depend on the design and extent/scale/height of any new development, especially on the western edge. Any development should consider wider townscape views across and through the site and the alignment of development should allow any glimpsed views of the St John’s Church West Tower to be retained;

**10.** Highways and access (DM29) – suitable vehicular access to the site is available off Brown Street.

## Policy MU220: Land north and south of Wood Street, Livesey Fold (Orchard Mill), Darwen

### MIXED USE GROWTH SITE MU220: KEY SITE INFORMATION

Site area	4.53ha
Site Location (and Ward)	Urban area (Darwen West)
Amount/type of development (indicative)	Potential for residential (~76 units), and commercial/community (~6,000 m <sup>2</sup> Class E and/or F)
Anticipated delivery	Anticipated 3-year build out, earliest commencement 2025/26
Recent planning history	None



## Policy MU220: Land north and south of Wood Street, Livesey Fold (Orchard Mill), Darwen

### Key Development Considerations

1. Planning obligations (CP12) - a planning contribution may be required to help mitigate the impacts of development. Any specific infrastructure requirements and planning contributions will be identified in line with Policy CP12;
2. Utilities infrastructure (CP12) - early dialogue with United Utilities will be required prior to the submission of a planning application for developing the site due to presence of utilities infrastructure within the site and its location in close proximity to an identified drainage area;
3. Flooding / water management (DM13) – the Level 2 SFRA identifies fluvial, groundwater and surface water flood risk on the site and so appropriate consideration must be given to the layout and design of development on the site. Additional modelling work should also be undertaken to update the 2012 Darwen Model, taking into account deculverting works that have taken place adjacent to the site. Applicants will be required to engage early with United Utilities to agree the approach to a drainage strategy and connections to the public sewer, incorporating mitigation measures where necessary. Surface water will only be allowed to discharge to the public sewer in accordance with the hierarchy for surface water management set out in Policy DM13;
4. Archaeology (DM26) - potential archaeological impacts should be assessed prior to the submission of a planning application due to possible features within the site;
5. Heritage assets (DM26) – the site is located in close proximity to a locally listed building and Darwen Town Centre Conservation Area. Due to the site’s current industrial use, there is an opportunity for new development to positively contribute towards and improve the historic character of the area. The Heritage Impact Assessment prepared for the site requires any development to be of an appropriate scale and mass and to retain the long linear (enclosed) views created by road frontage blocks to fit the urban grain and wider character of the town;
6. Highways and access (DM29) – suitable vehicular access to the site is available off Duckworth Street.

## Gypsy and Traveller Growth Site Allocation Policies

**5.12** The gypsy and traveller growth site policies set out in this section identify the key development considerations that are applicable to each gypsy and traveller growth site identified on the Policies Map. They are not a comprehensive list of all policy requirements or implications on the development of a site. The allocations include an indicative figure for the number of pitches estimated to be delivered on a site. These should not be considered as fixed figures.

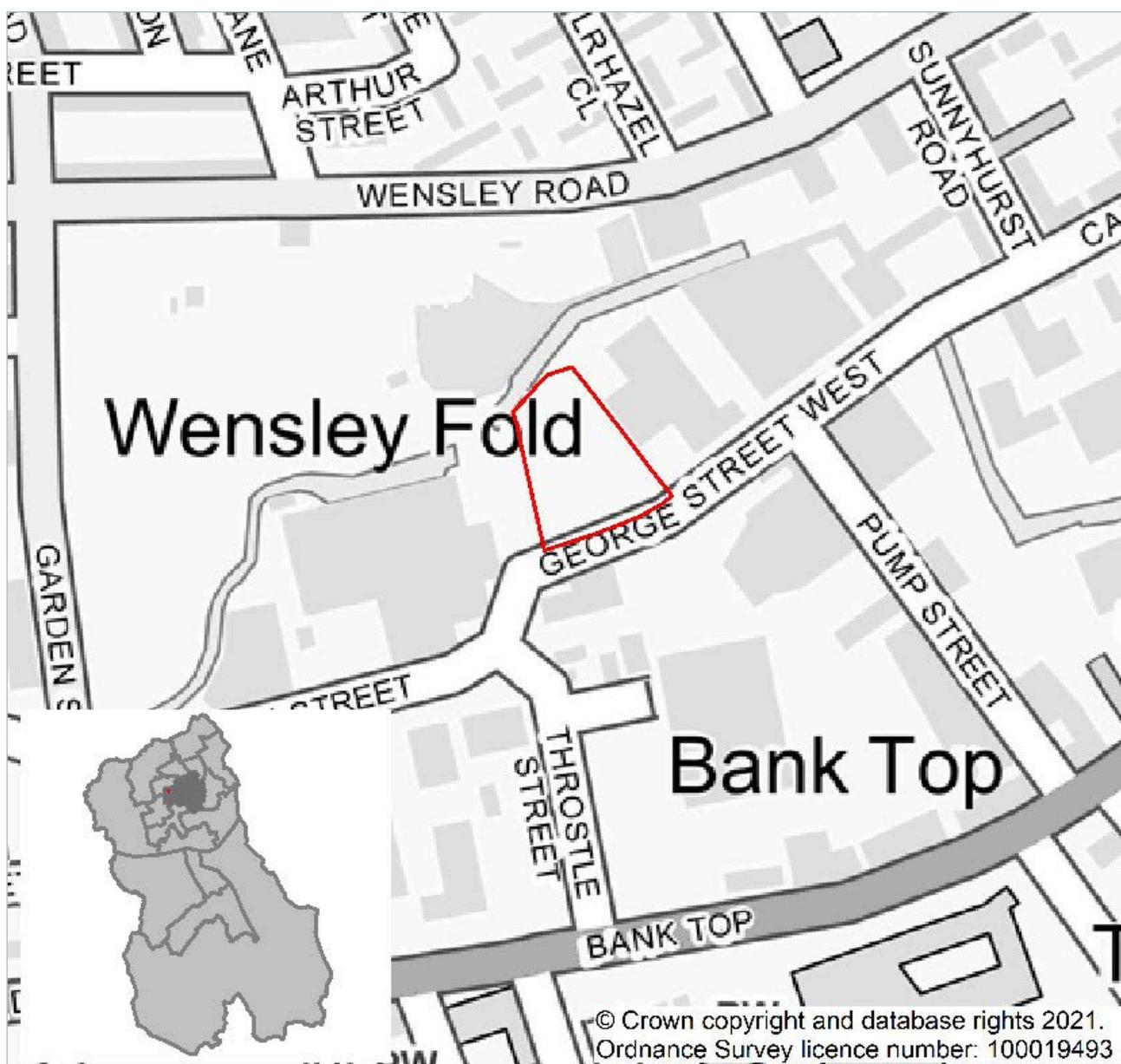
**5.13** The Local Plan should always be read as a whole. Additional planning considerations over and above those listed in the site-specific policies below may also be raised at a planning application stage.



## Policy GT213: George Street West, Blackburn

### MIXED USE GROWTH SITE GT213: KEY SITE INFORMATION

Site area	0.32ha
Site Location (and Ward)	Urban area (Blackburn Central)
Amount/type of development (indicative)	5 permanent Gypsy and Traveller pitches
Anticipated delivery	Anticipated 1 year build out, earliest commencement 2024/25
Recent planning history	None



## Policy GT213: George Street West, Blackburn

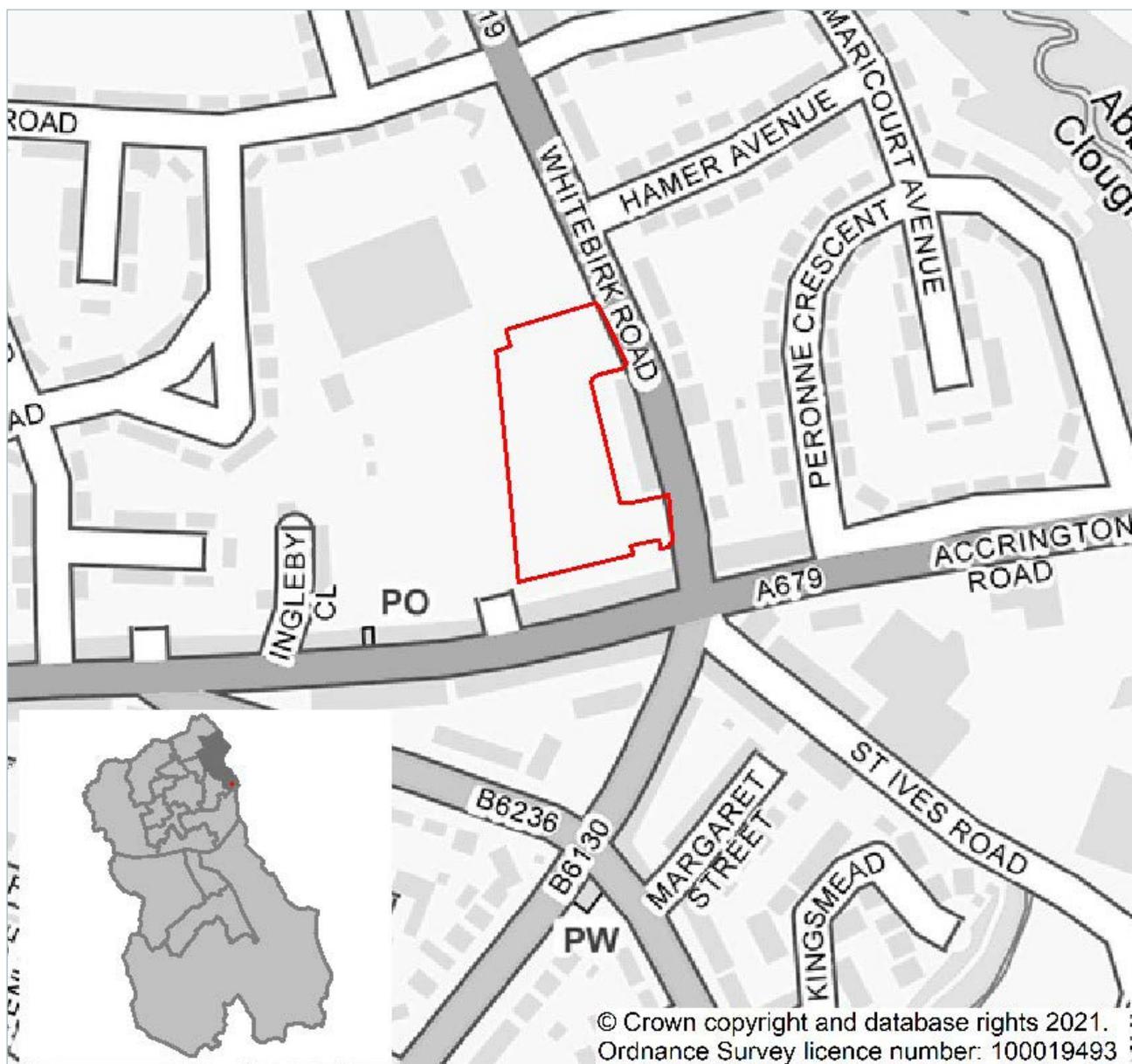
### Key Development Considerations

1. Contamination (DM02) – The completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to site's present use as a household waste recycling centre and the location of a historic landfill to the north of the site;
2. Flooding / water management (DM13) –
  - a. the Level 2 SFRA identifies a need to prepare a Flood Risk Assessment and Drainage Strategy with a focus on groundwater conditions as part of any planning application for developing the site;
  - b. the River Blakewater (main river) runs along the northern boundary of the site and will require an 8m riparian buffer/easement to be incorporated in scheme design between the watercourse and development;
  - c. early dialogue with United Utilities and the Council's Drainage team will be required prior to the submission of a planning application for developing the site due to its location within an identified drainage area;
3. Archaeology (DM26) - potential archaeological impacts should be assessed prior to the submission of a planning application due to possible features within the site;
4. Heritage assets (DM26) - any development proposal should ensure it conserves the setting and significance of the unlisted mill located to the west of the site;
5. Highways and access (DM29) – suitable existing vehicular access to the site off George Street West;
6. Design (DM27) – any development proposal should seek to retain and protect the existing trees on site, and stone wall frontage on George Street West, to ensure a high quality, sustainable design.

## Policy GT215: Land adjacent Intack Bus Depot, Blackburn

### MIXED USE GROWTH SITE GT215: KEY SITE INFORMATION

Site area	0.73ha
Site Location (and Ward)	Urban area (Little Harwood and Whitebirk)
Amount/type of development (indicative)	5 transit Gypsy and Traveller pitches
Anticipated delivery	Anticipated 1 year build out, earliest commencement 2023/24
Recent planning history	None



## Policy GT215: Land adjacent Intack Bus Depot, Blackburn

### Key Development Considerations

- 1.** Utilities infrastructure (CP12) - Early dialogue with United Utilities and the Council's Drainage team will be required prior to the submission of any planning application for developing the site due to its location in close proximity to an identified drainage area;
- 2.** Contamination (DM02) - completion of appropriate ground investigation works will be required to establish the extent of any ground contamination and any mitigation measures required due to site's previous use as a Steam (and later expanded electric) Tramway Depot;
- 3.** Safeguarding amenity (DM02) - development of the site will be required to safeguard the amenity of existing residential properties located adjacent to the site in addition to the amenity of future users of the site;
- 4.** Flooding / water management (DM13) – the SFRA Level 2 identifies a need to complete a Flood Risk Assessment and Drainage Strategy as part of any planning application for developing the site. This will need to demonstrate that surface water can be managed suitably onsite with no additional runoff beyond greenfield;
- 5.** Archaeology (DM26) - potential archaeological impacts should be assessed prior to the submission of a planning application due to possible features within the site;
- 6.** Highways and access (DM29) – suitable existing vehicular access to the site off Whitebirk Road.

# A APPENDIX A

## GLOSSARY

**Accessible and Adaptable Homes Standards:** Standards for layout and circulation space.

**Active Design:** A combination of 10 principles established by Sport England and Public Health England, that promote activity, health and stronger communities through the way towns, cities and neighbourhoods are designed and built.

**Affordable Housing:** Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan preparation or decision making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

Discounted market sales housing is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

Other affordable routes to home ownership is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.

**Air Quality Management Area (AQMA):** An area that a local authority has designated for action where the national air quality objectives cannot/are not being met.

**Agent of Change:** Principle which places the responsibility of mitigating the impact of nuisances (including noise) from existing nuisance generating uses on proposed new development close by, thereby ensuring that residents and users of the new development are protected from nuisances, and existing uses are protected from nuisance complaints. Similarly, any new nuisance generating development, for example a music venue, will need to put in place measures to mitigate noise impacts on existing development close by.

**Ancient or Veteran Tree:** A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient, but are old relative to other trees of the same species. Very few trees of any species reach the ancient life stage.

**Ancient Woodland:** An area that has been wooded continuously since at least 1600 AD. It includes ancient semi:natural woodland and plantations on ancient woodland sites (PAWS).

**Arboricultural Impact Assessment:** A report produced by a certified/qualified arborist that lists the impacts of a potential construction project on any trees on or adjacent to the construction site.

**Archaeological Desk Based Assessment:** A programme of assessment of the known or potential **archaeological** resource within a specified area or site on land.

**Article 4 Direction:** A direction made under [Article 4 of the Town and Country Planning \(General Permitted Development\) \(England\) Order 2015](#) which withdraws permitted development rights granted by that Order.

**Authority Monitoring Report (AMR):** A report that sets out our progress against the Local Development Scheme (LDS), which details when and how we will produce new planning documents and policies acts as a record of how the District is performing and how much development is taking place.

**Biodiversity:** The variety of plant and animal species in a defined area.

**Biodiversity Net Gain (BNG):** Increase in the quality and/or quantity of habitats in comparison to the original condition or baseline i.e. enhancement over and above the level required to mitigate or compensate for detrimental impact, or which is otherwise prescribed or committed to happen (e.g. as part of pre:existing planning consent).

**Biological Heritage Site (BHS):** Local wildlife sites in Lancashire that are identified using a set of [published guidelines](#).

**Blue Infrastructure:** Infrastructure relating to aquatic habitats such as rivers, ponds or canals.

**Borough:** Blackburn with Darwen Borough Council area.

**Brownfield Land Register:** A public register held by local planning authorities that provides a comprehensive list of previously developed land suitable for housing development or schemes where the predominant land use is housing.

**Brownfield Site:** A site that has previously been developed or occupied by a permanent structure which is available for redevelopment but does not include garden land. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Buffer Zone:** An area of land on which development is not permitted in order to maintain adequate distance between sensitive areas and potentially harmful development.

**Building Research Establishment Environmental Assessment Methodology (BREEAM):** An assessment tool that evaluates the procurement, design, construction and operation of a development against a range of targets based on performance benchmarks.

**Carbon Neutral:** Adjustments made to natural or human systems in response to the actual or anticipated impacts of climate change, to mitigate harm or exploit beneficial opportunities.

**Climate Change Mitigation:** Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

**Climate Emergency:** A situation in which urgent action is required to reduce or halt climate change and avoid potentially irreversible environmental damage resulting from it.

**Community Facilities:** A building or site owned by a government agency or non-profit organisation or religious institution or philanthropic institution that is used as a meeting place for entertainment or education or social activities by the general public on a regular or occasional basis and includes a church hall or a public hall.

**Community Infrastructure Levy:** Community Infrastructure Levy is a mechanism by which planning authorities can secure monies from development to help fund both strategic and local infrastructure needs. Section 106 agreements can still be used to secure site-specific infrastructure requirements.

**Comparison Goods:** Goods that consumers buy at infrequent intervals and normally would compare prices before buying such as household appliances.

**Conservation Area:** An area, usually part of a settlement, designated by a local planning authority for preservation or enhancement because of its special architectural or historic interest under the [Planning \(Listed Buildings and Conservation Areas\) Act, 1990](#).

**Convenience Goods:** A consumer item that is widely available, purchased frequently and with minimal effort such as newspapers or confectionary.

**Council:** Blackburn with Darwen Borough Council.

**Countryside:** Land outside the defined settlement boundaries of towns and villages.

**Custom Build Housing:** Homes built by the occupier working with a developer to develop their own home.

**Decarbonisation:** Reduce the amount of gaseous carbon compounds released in or as a result of an environment or process.

**DEFRA:** Department for Environment Food and Agriculture.

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

**Design Code:** A set of illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area. The graphic and written components of the code should build upon a design vision, such as a masterplan or other design and development framework for a site or area.

**Design Guide:** A document providing guidance on how development can be carried out in accordance with good design practice, often produced by a local authority

**Designated Heritage Asset:** A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**Developer Contribution:** see Planning Obligation.

**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:** This includes adopted Local Plans and neighbourhood plans that have been made, together with any regional special policies that remain in force, as defined in section 38 of the Planning and Compulsory Purchase Act 2004.

**Digitisation:** The conversion of text, pictures, or sound into a digital form that can be processed by a computer.

**Economic Driver:** Key factor that has a large influence on some outcome of interest.

**Economically Active Population:** All persons aged 16 and over who are either in employment or unemployed.

**Ecosystem:** A dynamic complex of plant, animal and micro-organism communities, and their non-living environment interacting as a functional unit.

**Edge of Centre:** For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development this includes locations outside a town centre but within 500 metres of a public transport interchange. Local circumstances should be taken into account in determining whether a site is defined as being edge of centre.

**Encampments:** A place with temporary accommodation consisting of vehicles or tents.

**Enhanced sheltered housing:** sheltered housing with some additional support services to enable older people to retain their independence in their own home possible. This could be 24/7 staff cover, and/or at least one daily meal provided, and some additional shared facilities. Also called assisted living and very sheltered housing.

**Environment Agency:** Government organisation which seeks to protect and improve the quality of air, land and water by the regulation of emissions, pollutants and other potentially harmful activities.

**Environmental impact assessment (EIA):** A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.

**Extra Care Housing:** A group of self-contained flats (and/or bungalows) with 24/7 support and care services on site, and where the care service is registered to provide personal care. Typically this will be provided in larger environmentally accessible settings with additional shared facilities, similar to sheltered schemes. The majority of extra care schemes are for older people over 55 or 60, but also include some schemes which are all age (over 18) disability, and some include specialist dementia care.

**Fluvial (or river) Flooding:** Occurs when the water level in a river or stream rises and overflows the surrounding banks and into neighbouring land.

**Foul Water:** Wastewater which comprises or includes: Waste from a sanitary convenience, bidet or appliance used for washing receptacles for foul waste; or Water which has been used for food preparation, cooking or washing.

**Geodiversity:** The range of rocks, fossils, minerals, soils and landforms.

**Green Belt: Designated** areas of open land and countryside protected by a policy the fundamental aim of which is to prevent urban sprawl by keeping the land permanently open. Review of green belt boundaries is undertaken as part of the production of local plans where green belt exists.

**Green Infrastructure:** A network of multi-functional urban and rural green and blue (water) spaces and other environmental features such as parks, public open spaces, playing fields, sports pitches, woodlands, and allotments. The provision of Green Infrastructure can deliver a wide range of environmental and quality of life benefits for local communities close to where people live and work.

**Greenfield:** Land that has not been previously developed (other than agricultural or forestry uses) or where development has previously taken place, but the land has reverted to a natural state and the remains of permanent structures or fixed surface structures have blended into the landscape in the process of time.

**Greenhouse Gas:** A gas that contributes to the greenhouse effect by absorbing infrared radiation.

**Green Roof:** Also known as an ecoroof, living roof, or vegetated roof, is one that is either partially or completely covered in vegetation on top of the human made roofing structure

**Groundwater:** Water held in water bearing rocks and pores and fissures underground. Groundwater not only sustains the flow of water in rivers but is also an essential source of water for public supply, industry and agriculture.

**Gypsies, Travelers and Travelling Show People:** Persons of nomadic habit of life whatever their race or origin. This includes those who, on grounds of their own or their family's or dependents' educational or health needs or old age, have ceased to travel temporarily or permanently. The term also includes all other persons with a cultural tradition of nomadism and/or caravan dwelling.

**Habitat:** The living place of an organism or a distinct community of plants and animals, having physical or biotic characteristics.

**Habitats Site:** Any site which would be included within the definition at regulation 8 of the Conservation of Habitats and Species Regulations 2017 for the purpose of those regulations, including candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation, Special Protection Areas and any relevant Marine Sites.

**Health Impact Assessment (HIA):** A process that uses data sources and analytic methods and input from stakeholders to determine the potential effects of a proposed policy, plan, program, or project on the health of a population.

**Heritage Assessment:** A report that is submitted as part of planning applications for listed building consents or conservation areas.

**Heritage Asset :** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Historic Environment:** All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

**Historic Environment Record:** Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographical area for public benefit and use.

**Home Quality Mark (HQM):** Provides impartial information from independent experts on a new home's quality and sustainability. It clearly indicates to householders' high standards for running costs, health and wellbeing benefits, and environmental footprint associated with living in the home.

**Household:** The Census definition of a household is: *'A household comprises either one person living alone or a group of people (not necessarily related) living at the same address with common housekeeping - that is, sharing at least one meal a day or sharing a living room or sitting room.'*

**Houses in Multiple Occupation (HMO):** A house or other dwelling in which several different households are living, sharing facilities such as a kitchen or bathroom.

**Housing and Economic Needs Assessment (HENA):** An evidence study to inform Local Plans in terms of understanding local housing characteristics, need, migration and commuting as well as the future quantity of land or floorspace required for economic development needs.

**Housing Demand:** The quantity and type/quality of housing which households wish to buy or rent and can afford. It therefore takes account of preferences and ability to pay.

**Housing Trajectory:** A means of showing past and projected annual housing completions, comparing to Local Plan targets. The trajectory is a tool for analysing and illustrating whether or not housing delivery is on track.

**Infrastructure Delivery Plan (IDP):** A document that identifies the key infrastructure required to support the homes and commercial development in the Local Plan. This includes physical infrastructure such as transport energy and water, social and community infrastructure such as health, education and emergency services and green infrastructure such as open spaces. Supporting the Local Plan the document contains a programme identifying when items of infrastructure are expected to be in place, funding and costs. It will be regularly updated as more information becomes available.

**Infrastructure:** The system of communications and utility services (transport, water, sewerage, sewage disposal, land drainage, gas and electricity, waste disposal and telecommunications) which serves developments. It can also refer to community facilities, for example, schools, education, public transport and green infrastructure.

**Land Contamination:** Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that significant harm is being caused or there is a significant possibility of such harm being caused.

**Listed Building:** A building that has been placed on the Statutory List of Buildings of Special Architectural or Historic Interest.

**Local Area for Play (LAP):** A small area of open space specifically designated and primarily laid out for very young children to play close to where they live. LAPs require no play equipment as such, relying more on just positively encouraging play.

**Local Development Scheme:** A public statement, revised as and when necessary, of the Council's programme to produce planning documents.

**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, the National Framework).

**Local Nature Recovery Strategies (LNRS):** A new system of spatial strategies for nature under the Environment Act, covering the whole of England. Locally led by an appropriate "responsible authority", these will identify the opportunities and priorities for enhancing biodiversity and supporting wider objectives such as mitigating or adapting to climate change in an area.

**Local Nature Reserve (LNR):** Places with wildlife or geological features that are of special interest locally.

**Local Plan:** A plan that includes policies and proposals for the future development of the local area, prepared by the local planning authority in consultation with the community and stakeholders. Once adopted the Blackburn with Darwen Local Plan 2021-2037 will legally form part of the Development Plan for the District, replacing the Local Plan Part 1: Core Strategy (adopted January 2011) and the Local Plan Part 2: Site Allocations and Development Management Policies (adopted December 2015).

**Locally Equipped Area for Play (LEAP):** An area of open space specifically designed and laid out with features including play equipment and structures for children who are beginning to play independently.

**Main Town Centre Uses:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, 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).

**Major Development:** For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000 square metres or more, or a site of 1 hectare or more.

**Market Position Statement:** A document produced by a commissioning authority that outlines what support and care services people need and how they need them to be provided, the support and services available now, and what is not available but needs to be.

**Minor Development:** Refers to types of applications for development as follows: 1:9 dwellings (unless floorspace exceeds 1000square metres) under 0.5 hectare, office/light industrial, general industrial and retail uses up to 999 square metres / under 1 hectare.

**National Grid Guidance:** A guide to National Grid and all connecting Customers through the technical aspects of connecting to National Grid's National Transmission System.

**National Planning Policy Framework (NPPF):** Revised in July 2021, this document sets out the Government's planning policies for England. It provides a framework within which local councils and neighbourhood forums can produce their own distinctive local and neighbourhood plans, which reflects the needs and priorities of their communities.

**National Planning Practice Guidance:** Online guidance from government that expands upon the provisions in the National Planning Policy Framework.

**Natural Capital:** The elements or assets of nature that directly and indirectly produce value or benefit to people, which may include ecosystems, species, freshwater, land, minerals, the air and oceans.

**Nature Recovery Networks (NRN):** An expanding, increasingly connected, network of wildlife rich habitats supporting species recovery, alongside wider benefits such as carbon capture, water quality improvements, natural flood risk management and recreation. It includes the existing network of protected sites and other wildlife rich habitats as well as and landscape or catchment scale recovery areas where there is coordinated action for species and habitats.

**Neighbourhood Equipped Area of Play (NEAP):** An area of open space specifically designated, laid out and equipped mainly for older children but potentially with play opportunities for younger children as well. It can provide play equipment and a hard surface area for ball games or skating / skateboarding / cycling / shelters for meeting and socialising. NEAPs can often be combined with LEAP provision.

**Neighbourhood Plan:** A plan prepared by a Parish or Town Council for a particular designated neighbourhood area.

**New Housing:** Development proposals for all forms of residential development comprising self-contained accommodation, providing the facilities required for day-to-day private domestic existence. This includes but is not limited to dwellings, housing for older people, housing with care, supported housing and other forms of specialist accommodation. It does not include traveller site development, community-led housing, or houses in multiple occupation.

**Onshore Wind Generation:** A source of renewable energy, and unlike many other power generation plants, this one doesn't consume water. The onshore wind turbines have minimal maintenance costs.

**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.

**Out-Migration:** The action of leaving Blackburn with Darwen to settle elsewhere outside the Borough.

**Planning Obligation:** A legal agreement entered under [Section 106 of the Town and Country Planning Act 1990](#) to mitigate the impacts of a development proposal. (See also Section 106 below)

**Playing Field:** The whole of a site which encompasses at least one playing pitch as defined in the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#).

**Previously Developed Land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. This excludes land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

**Registered Care Beds:** residential settings with registered care on site 24/7, where a number of older people live, usually in single rooms, and have access to all care needs including personal care services (such as help with washing and eating) and the provision of food. Includes care homes with nursing care – these homes are similar to residential care but they also have registered provided nursing care for more complex health needs.

**Renewable and Low Carbon Energy:** Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

**Rural Exception Sites:** Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

**Safeguarded Land:** Land identified in the Plan that will be protected to meet the longer-term development requirements of the Borough and will not be granted planning permission for permanent use during the Plan period.

**Section 106 Agreement:** A legally binding agreement or planning obligation with a landowner in association with the granting of planning permission, this mechanism is used to make a development proposal acceptable in planning terms that would otherwise not be acceptable, focused on site-specific mitigation of the impact of development. They can involve the provision of facilities or contributions toward infrastructure.

**Section 278 Agreement:** A legally binding agreement between the Local Highway Authority and the developer to ensure that the work to be carried out on the highway is completed to the standards and satisfaction of the Local Highway Authority.

**Self-Build Housing:** Self-build and custom-build housing is housing built by individuals (or groups of individuals) for their own occupation. Such housing can be either market or affordable housing.

**Sequential Test:** A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, town centres before edge of centre and out of centre or brownfield housing sites before greenfield sites.

**Settlement Boundaries:** A dividing line, or boundary between areas of built/urban development (the settlement) and non-urban or rural development (the open countryside).

**Sheltered housing:** a group of self-contained flats or bungalows typically reserved for people over the age of 55 or 60; some shared facilities lounge, garden, guest suite, laundry; plus on-site support. This could include on-site housing/support provided during office hours Mon-Fri, or a visiting scheme manager as long as s/he is available to all residents when on site, and attends the scheme on a regular basis. Any provision of registered care is separate to the scheme, and delivered by a separate provider. Developments are usually built for either owner occupation or renting on secure tenancies.

**Site Allocation:** Identifies or 'allocates' areas of land for specific types of development, such as housing, employment, community facilities, etc.

**Site of Special Scientific Interest (SSSI):** Sites designated to protect their wildlife or geology including those designated under the Wildlife and Countryside Act 1981.

**Statement of Common Ground (SoCG):** A written statement of the agreed facts between at least two parties, relating to a development proposal subject to a planning appeal or a policy matter subject to public examination.

**Statement of Community Involvement (SCI):** A document setting out standards to be achieved by the local authority in involving the community in the preparation, alteration and continuing review of all local plan documents and in significant development control decisions. It also sets out how the local planning authority intends to achieve those standards.

**Strategic Flood Risk Assessment (SFRA):** The aim of the assessment is to map all forms of flood risk and use this as an evidence base to locate new development primarily in low flood risk areas (Zone 1). Areas of 'low' (zone 1), 'medium' (zone 2) and 'high' (zone 3) risk are mapped using data collected from many sources.

**Strategic Housing Land Availability Assessment (SHLAA):** The primary role of this assessment is to identify sites with potential for housing; assess their housing potential; and assess when they are likely to be developed.

**Strategic Policy:** Policies and site allocations which address strategic priorities.

**Supplementary Planning Document (SPD):** Supplementary planning documents add further detail to the policies in the Local Plan. They can also provide further guidance for development on specific sites, or on issues and are capable of being a material consideration in planning decisions.

**Supported Living:** a shared house or bungalow, or a small group of group of self-contained flats (and/or bungalows) where a group service is registered to provide care and support on site 24/7 for everyone living within the scheme. The majority of supported living properties are for people with learning disabilities and or mental health and can be all age (over 18). Each individual person will have a secure tenancy.

**Sustainability Appraisal (SA):** A requirement for Local Plans to be prepared with a view to contributing to the achievement of sustainable development. The purpose of a sustainability appraisal is to assess the social, environmental and economic effects of the strategies and policies in a local plan from the outset of the preparation process.

**Sustainable Development:** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs or growth that achieves economic, environmental and social progress. The National Planning Policy Framework places a requirement on local planning authorities to positively seek opportunities to meet the development needs of their area and guide development to the most sustainable locations.

**Town centre:** Area defined on the Policies Map that includes the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.

**Transit Pitch:** A pitch on which a person is entitled to station a mobile home.

**Transport Assessment:** A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies measures required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, and measures that will be needed deal with the anticipated transport impacts of the development.

**Transport Statement:** A simplified version of a transport assessment where it is agreed the transport issues arising from development proposals are limited and a full transport assessment is not required.

**Travel Plan:** A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed.

**Urban Sprawl:** The spreading of urban development.

**Use Class:** Refers to a classification of land uses into groups in the 'Use Classes Order' for the purposes of town planning.

**Waterways:** A river, canal, or other route for travel by water.

**Windfall:** Sites which have not been specifically identified as available in the local plan process. They normally comprise previously developed sites that have unexpectedly become available.

**B**

**APPENDIX B**

**HOUSING TRAJECTORY**

**B.1** The tables and graph below outline the projected housing trajectory over the plan period 2021-2037. Whilst annual projected completions vary against the annual average housing requirement, sufficient sites are identified to secure delivery of 447 net additional dwellings per annum over the whole plan period.

**B.2** In the short-term the housing programme is more dependent on the supply of existing commitments (see page 229) and previous plan allocations carried forward into this Plan. The trajectory includes a 15% lapse rate on committed housing sites. The mid-term to long-term is more reliant upon supply from some of the larger greenfield Growth Housing Allocations identified (such as the North East Blackburn Strategic Housing Site).

### Figure B.1 – Housing Trajectory (2021-2037)

Local Plan Housing Trajectory - no. of new dwellings 2021–2037

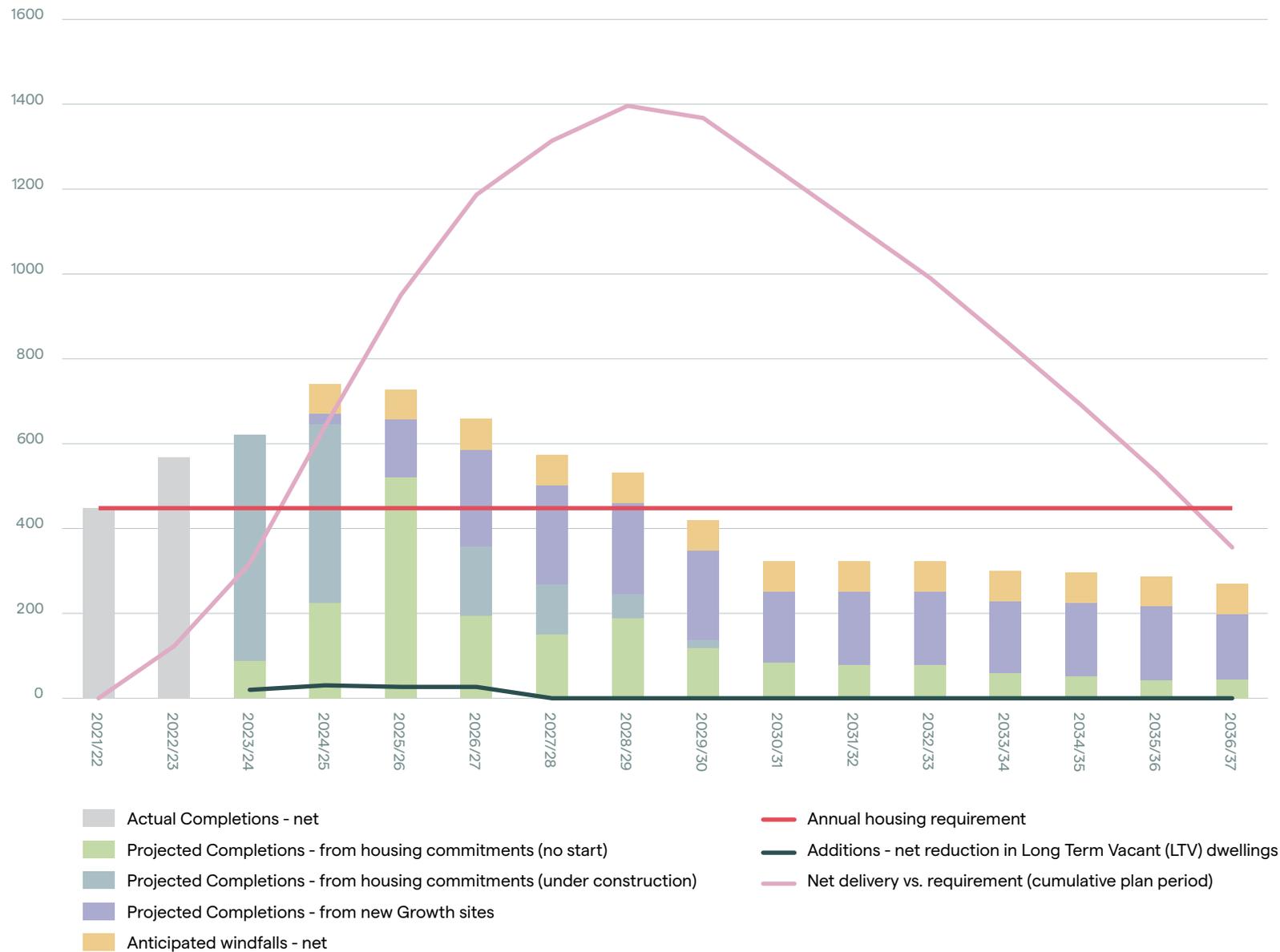


Figure B.1 – Housing Trajectory (2021-2037)

Year	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	Beyond plan period
Annual housing requirement	447	447	447	447	447	447	447	447	447	447	447	447	447	447	447	447	
Actual Completions - net	449	569															
Projected Completions - from housing commitments (no start)			89	226	220	195	150	189	118	85	77	77	54	51	43	46	119
Projected Completions - from housing commitments (under construction)			533	421	300	163	119	61	19	0	0	0	0	0		0	
Projected Completions - from new Growth sites			0	24	137	228	235	211	211	167	175	175	175	175	175	153	1116
Anticipated windfalls - net				70	70	70	70	70	70	70	70	70	70	70	70	70	
Additions - net reduction in Long Term Vacant (LTV) dwellings			20	29	28	27	0	0	0	0	0	0	0	0	0	0	
Net delivery vs. requirement (cumulative plan period)	2	124	318	642	951	1187	1313	1397	1368	1243	1118	992	844	693	533	355	

**TABLE B.1 – List of sites making up the Local Plan housing trajectory 2021-2037****Housing commitments (no start)**

Site Ref	Site Name	Town	Planning app. Ref	Gross Area (Ha)	Estimated Delivery (units)			
					2021-26	2026-31	2031-37	Beyond Plan Period
H007	Belgrave Mill Site	Darwen	10/05/1095	1.40	0	0	0	87
H010	Brokenstone Road, Blackburn (Taylor Wimpey & Barratt)	Blackburn	10/21/1083	38.45	67	150	180	53
H015	Clarendon Road East	Blackburn	10/19/0467	1.83	60	0	0	0
H020	Salisbury Road (formerly Greenways)	Darwen	10/20/0513	0.32	11	0	0	0
H024	Ellersie House, Bury Fold Lane	Darwen	10/22/0413	1.40	6	0	0	0
H035	Gib lane Phase E (Kingswood)	Blackburn	10/19/0662	8.01	67	75	0	0
H036	Gib Lane Phase F (Kingswood)	Blackburn	10/19/0662	6.60	0	77	63	0
H037	Griffin Development Site	Blackburn	10/19/1145	3.97	60	35	0	0
H039	Haslingden Rd (Fishmoor Reservoir) Site	Blackburn	10/21/1426	6.74	90	220	0	0
H059	Palm Tree Islamic School (Former Montague Health Centre), Oakenhurst Road	Blackburn	10/19/0706	0.40	57	19	0	0
H069	Rockcliffe Works, Paterson Street	Blackburn	10/19/0509	1.60	37	51	0	0
H075	SAPPI (Phase 1B)	Blackburn	10/18/1097	5.46	37	104	0	0
H076	SAPPI (Phase 4A)	Blackburn	10/18/1098	8.76	0	37	134	0
H077	SAPPI (Phase 4B)	Blackburn	10/18/1099	1.97	0	0	30	0
H196	Land off Whalley Old Road (Vistry)	Blackburn	10/20/0716	8.24	67	98	0	0
H228	Wayoh Barn, Blackburn Road	Edgworth	10/20/0464	0.43	5	0	0	0
H229	Land at Moulding Close	Blackburn	10/20/0637	0.34	9	0	0	0
H230	Land at Corner of Harcourt Road and Cheltenham Road	Blackburn	10/19/0952	0.30	8	0	0	0
H231	Land attached to 378 Bolton Road on corner of Bury Fold Lane	Darwen	10/21/1134	0.10	8	0	0	0
H232	Land at Borrowdale	Blackburn	10/22/0223	0.80	13	0	0	0
H233	Land west of Moorgate Street	Blackburn	10/21/1218	0.47	20	0	0	0
H234	Land at Lower Barn Street	Darwen	10/21/0953	0.19	5	0	0	0
H235	Former Bar Java, 16 Wellington Fold	Darwen	10/21/1034	0.03	7	0	0	0
H239	Land adjoining Moorthorpe Cottage, Park Road	Darwen	10/22/1002	0.96	9	0	0	0
H240	Land at School Lane	Guide	10/21/0331	0.46	14	0	0	0

## Housing commitments (under construction)

Site Ref	Site Name	Town	Planning app. Ref	Gross Area (Ha)	Estimated Delivery (units)			
					2021-26	2026-31	2031-37	Beyond Plan Period
H004	Ellison Fold Way Phase 2	Darwen	10/21/0122	18.82	150	115	0	0
H011	Lomond Gardens (St Bede's)	Blackburn	10/21/0277	1.23	9	0	0	0
H014	Charles Street Development Site	Blackburn	10/11/0068	0.42	3	0	0	0
H017	Land at Cranberry Lane	Darwen	10/17/1313	9.22	5	0	0	0
H026	Fishmoor Drive (Parcel 1) - former TGH land	Blackburn	10/20/0934	5.13	90	110	0	0
H027	Fishmoor Drive (Parcel2) - former T2000	Blackburn	10/20/0934	1.68	40	0	0	0
H028	Fishmoor Drive (Parcel 3) - Roman Road/Newfield School	Blackburn	10/20/0934	5.14	82	0	0	0
H031	Gib Lane Phase A (Kingswood)	Blackburn	10/16/1132	9.85	11	0	0	0
H033	Gib Lane Phase C (Story Homes)	Blackburn	10/17/0211	11.37	75	9	0	0
H034	Gib Lane Phase D (Kingswood)	Blackburn	10/19/0662	9.09	90	49	0	0
H038	Land between Haslingden Rd/Brandy House Brow/Old Bank Lane	Blackburn	10/09/0414	3.46	37	0	0	0
H043	Hoddlesden Mill	Hoddlesden	10/22/0064	2.9	79	0	0	0
H051	Old Blackburnians Memorial Ground, Lammack Road	Blackburn	10/19/0617	1.94	1	0	0	0
H055	Tower View, Marsh House Road	Darwen	10/18/1048	0.55	13	0	0	0
H056	Ellison Fold Way Phase 1	Darwen	10/21/0122	3.29	25	0	0	0
H057	Milking Lane, Lower Darwen (Elan Homes)	Darwen	10/21/1001	4.79	75	1	0	0
H060	North Blackburn - Phase 1 Land at Yew Tree Drive/Whinney Lane	Blackburn	10/17/0578	12.45	75	68	0	0
H062	Land West of Rugby Club	Blackburn	10/20/0265	3.99	36	0	0	0
H064	Pole Lane North	Darwen	10/16/0789	5.42	72	0	0	0
H065	Pole Lane South	Darwen	10/19/0317	6.97	90	26	0	0
H070	Roe Lee - Phase 1 North Site	Blackburn	10/18/0895	9.3	70	0	0	0
H074	SAPPI (Phase 1A)	Blackburn	10/19/1072	3.32	77	0	0	0
H078	Land off School Lane, Guide	Blackburn	10/18/0075	1.17	4	0	0	0
H082	Albert Street	Hoddlesden	10/18/0326	1.15	14	0	0	0
H189	Land to East of Rugby Club	Blackburn	10/21/0636	1.83	47	0	0	0
H200	St Stephen's Conservative Club, Robinson Street	Blackburn	10/19/0275	0.56	9	0	0	0
H203	Land off Fountain Street	Darwen	10/19/0113	0.32	10	0	0	0
H204	Vacant land off Victoria Buildings, Waterside	Darwen	10/19/0807	0.6	10	0	0	0
H225	Land and properties off Billinge End Road	Blackburn	10/18/0396	1.97	5	0	0	0
H236	Land at Davyfield Farm, Roman Road, Eccleshill	Blackburn	10/20/1036	1.60	13	0	0	0
H238	Heys Lane/Dove Lane (Orchard Park)	Darwen	10/03/0385	0.75	3	3	0	0

## Housing Growth Allocation Sites

Site ref	Site Name	Town	Gross Area (Ha)	Estimated Delivery (units)			
				2021-26	2026-31	2031-37	Beyond Plan Period
H009	Blackburn golf course (practice ground)	Blackburn	3.04	0	73	0	0
H029	Fishmoor Drive (Parcel 4) - South Site	Blackburn	10.58	0	67	174	0
H042	Land at Bank Hey	Blackburn	41.12	37	150	180	233
H044	Land at Holden Fold	Darwen	5.38	37	150	180	66
H068	Queen's Park Sites	Blackburn	0.94	2	6	0	0
H072	Roe Lee - Phase 3 Mill 1 Site - 16/3	Blackburn	0.75	0	26	0	0
H080	Springside Works - 16/18	Belmont	12.25	25	91	0	0
H094	Mill, Scotland Bank Terrace	Blackburn	0.82	0	41	0	0
H181	Marsh House Lane	Darwen	6.66	0	6	134	0
H195	North East Blackburn Strategic Housing Site	Blackburn	98.08	30	300	360	810
H198	Site of former Longshaw HOP Crosby Road	Blackburn	0.50	18	0	0	0
H222	Land at Blackburn RUFC	Blackburn	1.04	0	23	0	0
H224	Land off Bog Height Road	Blackburn	3.35	6	69	0	0
MU008	Issa Way South (Mixed Use)	Blackburn	4.27	6	50	0	0

C

# APPENDIX C

## EMPLOYMENT TRAJECTORY

**C.1** The tables and graph below outline the projected employment trajectory over the plan period 2021-2037. Whilst annual projected completions vary against the average annual employment floorspace requirement (of 12,375 m<sup>2</sup>), sufficient sites are identified to secure delivery of the plan requirement.

**C.2** The table below identifies the employment commitments and anticipated floorspace to be delivered. The employment trajectory includes a 10% lapse rate from commitments. Anticipated floorspace from new growth sites includes expected 'B' and 'E' Use Class yields from Employment Growth Sites and Mixed Use Growth Sites.

**Table C.1 – Employment need (supply/demand)**

Demand (m <sup>2</sup> )	E(g) (former B1)	B (former B2/B8)	Total
Employment floorspace requirement (HENAS, 2021)	38,572	159,879	198,451
<b>Total Demand</b>			<b>198,451</b>
Supply (m <sup>2</sup> )			
Completions 2021-22	3,263	10,569	13,832
Completions 2022-23	3838	4409	8247
Anticipated floorspace to be delivered from commitments (listed below with 10% lapse rate applied)	3,526	101,217	104,743
Anticipated floorspace (from new Employment & Mixed Use Growth Allocations – Sections 5.4 & Sections 5.5)	32,482	132,342	164,824
<b>Total supply</b>	<b>43,109</b>	<b>248,537</b>	<b>291,646</b>
<b>Net supply/demand balance</b>	<b>-4537</b>	<b>88,658</b>	<b>93,195</b>

Table C.2 – List of employment commitments

Ref	Site Name	Town	Ward	Land Type	Application Ref.	Gross Area (Ha)	B Use Class yield (m <sup>2</sup> )	E Use Class yield (m <sup>2</sup> )	Earliest Commencement	Delivery years
E047	Former Darwen Paper Mill Site, Lower Eccleshill Road, Darwen	Darwen	Darwen East	Brownfield	10/22/0856 (10/21/1294)	3.57	9,112		on site	2022-24
E149	Land off Carl Fogarty Way, Blackburn (Parcel 1)	Blackburn	Audley & Queens Park	Greenfield	10/21/0826	0.60	4,168		2023/24	2024/25
E149	Land on corner of Carl Fogarty Way & Thornley Avenue (Plot 4)	Darwen	Little Harwood & Whitebirk	Brownfield	10/22/0067	0.32	2,940		2023/24	2024/25
E158	Balle Street Mill	Darwen	Darwen South	Brownfield	10/22/0041	1.06	3,075		2023/24	2024/25
E159	Dock Street, Higher Eanam	Blackburn	Blackburn Central	Brownfield	10/22/0373	0.47	1,196		on site	2023/24
E162	Hollins Grove Site - Employment Parcel	Darwen	Darwen East	Brownfield	10/20/0107 (0326/2); 10/21/1311 (RMA)	1.38	2,280		on site	2023/24
E170	Premier Way, Walker Park	Blackburn	Blackburn South East	Greenfield	10/19/0555 (0460/1)	2.52	9,235		on site	2023-29
E173	Frontier Park (Whitebirk Strategic Site)	Hyndburn	Rishton (Hyndburn Borough Council)	Greenfield		2.02	6,914		on site	2022/23
E176	Sappi Site, Star Drive, off Preston Old Road	Blackburn	Livesey with Pleasington	Brownfield	10/15/0496 (Out); 10/18/1101 (Phase 3)	3.10	3,875		2024/25	2024-28
E180	Mill Bank Business Park (Greenbank Terrace)	Lower Darwen	Blackburn South & Lower Darwen	Brownfield	10/18/1149 (Out); 10/21/0597 (Plots 1-3); 10/21/1328 (Plot 4)	4.64	4,520		on site	2022-24
E207	Land at junction of Gladstone Street and Gorse Street	Blackburn	Little Harwood & Whitebirk	Brownfield	10/19/0253 (0441/1)	0.36	1,332		on site	2022/23
E208	Former Newman's Shoes Factory, Garden Street	Blackburn	Blackburn Central	Brownfield	10/18/0282 (0464/1); 10/20/0169	1.10	2,142		on site	2023/24
E230	Plot 1 Vacant land to the corner of Challenge Way and Blakewater Road, Challenge Way	Blackburn	Little Harwood & Whitebirk	Brownfield	10/19/1207 (0470/1), 10/21/0058	0.32	1,112		2023/24	2024/25
NEW	Burnside Mill Works, Weir St, Blackburn	Blackburn	Blackburn Central	Brownfield	10/20/0927	0.20	1,050		2023/24	2024/25
NEW	Land adjacent Roe Lee Business Park, Rosewood Avenue	Blackburn	Roe Lee	Mixed	10/21/1104	0.99	3,117		2023/24	2024/25
NEW	Mire House, Duttons Way, Blackburn	Blackburn	Blackburn South East	Brownfield	10/21/0323	0.20	2,554		2023/24	2024/25

## Appendix C - Employment Trajectory

Ref	Site Name	Town	Ward	Land Type	Application Ref.	Gross Area (Ha)	B Use Class yield (m <sup>2</sup> )	E Use Class yield (m <sup>2</sup> )	Earliest Commencement	Delivery years
NEW	Sough Works, Sough Road, Darwen	Darwen	Darwen South	Brownfield	10/20/0223	0.37	905		2023/24	2024/25
NEW	Land adjacent Challenge Way, Glenfield Park, Blackburn	Blackburn	Little Harwood & Whitebirk	Brownfield	10/21/0689	0.85	3,930		2023/24	2023-25
NEW	Land off Greenbank Road, Blackburn	Blackburn	Little Harwood & Whitebirk	Brownfield	10/21/1033	3.90	14,223		2023/24	2024-26
NEW	Land to south-east of Lower Phillips Road, Whitebirk Ind Est	Blackburn	Little Harwood & Whitebirk	Brownfield	10/21/1345	4.33	11,112		2022/23	2023/24
NEW	Brentwood House, Whitebirk Ind Estate	Blackburn	Little Harwood & Whitebirk	Brownfield	10/21/1347	1.00	985		2023/24	2024/25
NEW	Land at Haslingden Road Blackburn	Blackburn	Blackburn South East	Greenfield	10/21/0428	1.59	2,506	2,505	2023/24	2023-25
NEW	Suez Recycling & Recovery Park, Lower Eccleshill Road	Darwen	Darwen East	Brownfield	10/22/1006	7.4	3097	570	2023/24	2025/26
NEW	Units 1-4 Lower Audley Centre, Kent Street, Blackburn	Blackburn	Blackburn Central	Brownfield	10/22/0341	0.5	884		2023/24	2024/25
NEW	Land off Philips Road, Blackburn	Blackburn	Little Harwood & Whitebirk	Brownfield	10/22/0517	2.8	13043	843	2023/24	2025-27
NEW	Land off Carl Fogarty Way	Blackburn	Audley & Queens Park	Brownfield	10/22/1202	0.6	4000		2023/24	2024/25
<b>Total</b>						<b>46.19</b>	<b>112,464</b>	<b>3918</b>		

Table C3. Updated list of Growth Sites' trajectory information

Ref	Location	Ward	Proposed Use	Brownfield / Greenfield / Mixed?	Use Class Option	Gross Area (ha)	Net Dev. Area	Ind. Plot ratio	B Use Class - assumed Yield (m2)	E Use Class - assumed Yield (m2)	Est. build out	Earliest Com-mence. Year	Delivery 2022-27	Delivery 2027-32	Delivery 2032-37
E047	Hollins Grove Mill (southern area - not committed)	Darwen East	Employment	Brownfield	B, E(g)	6.45	75%	50%	12,094	12,094	5 years	2025/26	24188	0	0
E145	Issa Way North (Employment)	Blackburn SE	Employment	Greenfield	B	7.28	75%	50%	27,300		2 years	2023/24	27300	0	0
E149	Carl Fogarty Way (Fur-thergate) - Plot 2	Ltl. Harwood & Whitebirk	Employment	Brownfield	B	2.06	50%	25%	1,285	1,285	2 years	2025/26	1285	1285	0
E149	Carl Fogarty Way (Fur-thergate) - Plot 3	Ltl. Harwood & Whitebirk	Employment	Brownfield	B	0.97	75%	50%	3,619		2 years	2023/24	3619	0	0
E149	Carl Fogarty Way (Fur-thergate) - Plot 6	Ltl. Harwood & Whitebirk	Employment	Brownfield	B	0.57	75%	50%	1,886		2 years	2023/24	1886	0	0
E167	Evolution Park (Medi-park), Shadsworth Rd	Blackburn SE	Employment	Greenfield	B	3.91	75%	50%	4,800		4 years	2025/26	1200	3600	0
E168	Plot C, Shadsworth Business Park	Blackburn SE	Employment	Greenfield	B	1.72	75%	50%	6,450		2 years	2025/26	6450	0	0
E172	Chapels Park South	Darwen East	Employment	Greenfield	B	5.47	75%	50%	3,623		2 years	2023/24	3623	0	0
E179	J5 Strategic Employ-ment Site (Sites 1 & 3)	W. Pennine	Employment	Greenfield	B, E(g)	21.94	75%	50%	64,757	7,195	10 years	2025/26	7197	35975	28780
MU008	Issa Way South (Mixed Use) - 16/8	Blackburn SE	Mixed Use	Greenfield	B, C, E(g)	4.27	75%	50%	4,003	4,003	3 years	2025/26	0	8006	0
MU091	Fmr East Lancs Coach Builders, Whalley New Road	Bastwell & Daisyfield	Mixed Use	Brownfield	B, E(d-g) F1, F2	1.53	75%	50%	1,913	1,913	2 years	2029/30	0	3826	0
MU096	Site of Lark Hill Health Centre, Barbara Castle Way	Blackburn Central	Mixed Use	Mixed	B, C, E, F	0.49	75%	50%	613	613	1 year	2032/22	0	0	1226
MU197	Whinney Heights, Haslingden Road	Blackburn SE	Mixed Use	Greenfield	C, E	0.51	75%	50%		956	1 year	2030/31	0	956	0
MU210	Former Thwaites Site, Starkie Street, Black-burn	Blackburn Central	Mixed Use	Brownfield	C, E, F	2.96	20%	50%		1,480	1 year	2025/26	1480	0	0
MU211	Former Markets Site, Penny Street	Blackburn Central	Mixed Use	Brownfield	E, F	1.57	75%	50%		2,944	2 years	2027/28	0	2944	0
<b>Total</b>						<b>61.69</b>			<b>132,342</b>	<b>32,482</b>					

**Figure C1: Employment trajectory – cumulative delivery to 2037**

**BwD Local Plan Employment Trajectory (cumulative over the plan period)**



# D APPENDIX D

## MONITORING FRAMEWORK

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>The Spatial Strategy: Core Policies</b>			
<b>SPATIAL PRINCIPLES</b>			
Core Policy 1 (CP1): A Balanced Growth Strategy	Covered by other monitoring indicators set out below relating to quantum, distribution and overall approach to development		
Core Policy 2 (CP2): The Spatial Approach	Number / proportion of new housing completions located within and out of the urban area	New housing developments to be focused within the urban areas of Blackburn and Darwen	Council tax/site visits/annual housing completions data
	Location of completions outside the urban area (residential/employment developments)	New development outside the urban boundary to be located within settlement boundaries of Edgworth, Chapeltown, Hoddlesden, Belmont and Pleasington	Business rates/annual completion data GIS mapping of completions
		Limited new growth in Tockholes	
	Number of completions located within the Green Belt contrary to CP2 (residential/employment developments)	No loss of designated Green Belt from development contrary to CP2	
	Number of completions located within the Countryside Area contrary to Policy CP2 (residential/employment developments)	No loss of designated Countryside Areas from development contrary to CP2	
	Number of completions located on Safeguarded Land (residential/employment developments)	No loss of Safeguarded Land within plan period	

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>PEOPLE</b>			
Core Policy 3 (CP3): Health and Well-being	Levels of deprivation in the Borough	(Relative) reduction in levels of deprivation in the Borough	Indices of Multiple Deprivation (gov.uk)
	Levels of physical activity	Increased levels of physical activity in the Borough	Public Health England local authority health profile data – percentage of physically active adults
Core Policy 4 (CP4): Housing Development  Housing requirement, location and delivery	Number of annual dwelling completions / planning permissions granted / windfall sites (including update of housing trajectory)	Delivery of minimum of 447 net additional dwellings per annum over the plan period	Council tax/site visits/annual housing completion data
			Planning application/consents data
			Appeal decisions
			Housing and Economic Need Assessment
Core Policy 4 (CP4): Housing Development	Number of dwelling completions on Housing Growth Sites	Delivery of the strategic housing growth sites, including H195 North East Blackburn	Council tax/site visits / annual housing completions data
			GIS mapping of housing completions
			Council tax/site visits/ annual housing completions data
Core Policy 4 (CP4): Housing Development	Number / proportion of dwellings completed on brownfield sites	Majority of new housing to be delivered on brownfield sites (or greenfield allocations)	Council tax/site visits / annual housing completions data
			Council tax/site visits / annual housing completions data
Affordable housing need	Number/proportion of major sites (developments of 10 or more dwellings) granted planning permission which provide at least 20% of homes as affordable units	To meet affordable housing needs of the Borough	Council tax/site visits / annual housing completions data
			Council tax/site visits/annual housing permissions data
Core Policy 4 (CP4): Housing Development  Self and Custom Build Housing	Number of self-build and custom-build dwellings completed / permitted	Delivery of self-build and custom build housing to meet needs identified on the Borough's Self-Build Register	Council tax/site visits / annual housing permissions data
			GIS mapping of completions
			Self-Build Register

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
Core Policy 4 (CP4): Housing Development  Housing for Older People	Number / proportion of major sites (developments of 10 or more dwellings) granted planning permission which provide at least 20% of homes as appropriate for older and vulnerable people	Delivery of a minimum of 20% housing for older people on sites of 10 or more dwellings	Council tax/site visits / annual housing permissions / completions data  Housing and Economic Need Assessment
	Number / proportion of dwellings for older / vulnerable people completed		
Core Policy 4 (CP4): Housing Development  Gypsy and Traveller pitch requirement, location and delivery	Number of permanent Gypsy and Traveller pitches consented and/or delivered	Delivery of a minimum of 17 net additional gypsy and traveller pitches between 2018-2037	Planning permissions / completions  Appeal Decisions  Council tax data/BwD licensing  Gypsy and Traveller Accommodation Assessment (GTAA)
	Number of transit Gypsy and Traveller pitches consented and/or delivered	Delivery of 5 new transit pitches for gypsy and travellers	Planning permissions / completions  Appeal Decisions  Council tax data/BwD licensing  Gypsy and Traveller Accommodation Assessment (GTAA)
	Location of Gypsy and Traveller completed developments	Delivery of Gypsy and Traveller pitches to be located within Gypsy and Traveller Growth Site Allocations	Planning permissions / completions  Council tax data  GIS mapping of Gypsy and Traveller completions
	Number of existing or allocated Gypsy and Traveller pitches lost to non-Gypsy and Traveller use	No net loss of Gypsy and Traveller pitches	Planning permissions / completions  Appeal Decisions

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>PLACE</b>			
Core Policy 5 (CP5): Climate Change	Number and location of projects taken forward in Environmental Opportunity Areas (EOAs)	Year on year increase in delivery of projects in Environmental Opportunity Areas	On site monitoring of project delivery within EOAs  Planning applications/consents  Appeal Decisions  GIS mapping of projects completed within EOAs  Climate Change and Natural Capacity Study
	Carbon emissions per capita for transport, buildings and industry	Reduction in carbon emissions per capita for transport, buildings and industry in the Borough	BEIS local authority emissions statistics
Core Policy 6 (CP6): The Natural Environment	Proportion of relevant developments sites granted planning permission which secure a biodiversity net gain of 10% or more	Delivery of a minimum of 10% biodiversity net gain by new development	Annual planning permissions data
	Area of Grade 1, 2 or 3a agricultural land lost to non-agricultural development	No loss of Grade 3a or above land in agricultural use	Agricultural Land Classification (Natural England)  Permissions and Completions data  GIS mapping of completions
	Number / proportion of major developments securing Building with Nature Design Award	Major developments to achieve Building with Nature Design Award as part of pre-application or outline planning permission approval	Annual permissions / completions data
Core Policy 7 (CP7): The Historic Environment	Number of Conservation Area Appraisals and Management Plans completed	Work to update current Conservation Area Appraisals and Management Plans and prepare additional ones where required	Growth Lancashire Heritage Team
	Number of sites and buildings added to National Heritage at Risk Register	No buildings to be added to the National Heritage at Risk Register	Growth Lancashire records  Historic England records
	Number of sites and buildings removed from the National Heritage at Risk Register		
Core Policy 8 (CP8): Securing High Quality and Inclusive Design	Number of design codes prepared to support planning applications	Improve the quality of design across all developments in the Borough	Planning application records  Appeal Decisions

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
Core Policy 9 (CP9): Transport and Accessibility	Modal share of private vehicle, public transport, walking or cycling	No increase in modal share of private vehicle journeys  Increase in modal share of public transport, walking, cycling	Local transport data (as available), including that from Local Authority transport team and partner agencies (see also DM29)
	Proportion of dwellings permitted / completed within 800m of a range of public transport options (of sufficient frequency and route option)	Majority of new dwellings to be in sustainable locations with good access to public transport	Council tax/ site visits / annual housing permissions / completion data  Business rates/annual employment completion data  Local transport data  GIS mapping of completions and local transport data

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>ECONOMY</b>			
<b>Core Policy 10 (CP10): The Economy and Skills</b>	Amount of employment land developed (B2/B8/E(g))/ granted planning permission (employment land trajectory update)	Delivery of a minimum of 46.4ha of new employment land (B2/B8/E(g)) between 2021-2037	Business rates returns/annual employment completions data  Housing and Economic Need Assessment  GIS mapping of completions data
	Locations of employment completions	Majority of new employment development to be directed to Employment Growth Site Allocations  Delivery of strategic employment site at Junction 5 M65	Business rates returns/annual employment completions / planning permissions data  GIS mapping of completions data
	Number of planning permissions granted for non-employment uses on existing or allocated employment sites	No development of existing or allocated employment land for alternative uses.	
	Proportion of economically active/inactive residents	Increase in proportion of economically active residents	NOMIS – Official Labour Market Statistics
	Average earnings of residents in the Borough.	Increase in earnings of residents	
<b>Core Policy 11 (CP11): Town Centres and Commercial Development</b>	Amount of retail and leisure development completed	Completion of sufficient retail development to meet identified needs	Annual retail and leisure completions data  Retail and Leisure Study
	Location of retail and leisure development completions	Delivery of commercial uses and other main town centre uses to be primarily in town centres, district centres and local centres	Annual retail and leisure completions data  Planning applications/consents
	New retail / leisure floorspace granted planning permission / completed in relation to Blackburn town centre major development sites.	Delivery of Blackburn Town Centre Major Development Sites (Mixed Use Growth Allocation Sites MU210 and MU211)	Appeal Decisions  GIS mapping of retail and leisure completions
<b>Core Policy 12 (CP12): Infrastructure and Delivery</b>	Number and value of Section 106 planning obligations (or other legally binding agreements)	Increase in revenue from Section 106 planning obligations (or other legally binding agreements)	Planning applications/consents  Appeal Decisions  Infrastructure Delivery Plan  Annual Infrastructure Funding Statement

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>Development Management Policies</b>			
<b>PEOPLE</b>			
DM Policy 1 (DM01): Health	Number of consents granted for new health facilities	Provision of new or improved health facilities through new developments and protection of existing facilities	Planning permissions/completions Appeal Decisions
	Number of health facilities lost to new development		BwD Public Health
	Number of Hot Food Takeaways granted planning permission	No Hot Food Takeaways granted planning permission contrary to Policy DM01	
	Number of Shisha Cafes granted planning permission	No Shisha Cafes granted planning permission contrary to Policy DM01	
	Number of Year 6 pupils classed as obese within the Borough	No increase in levels of childhood obesity	National Child Measurement Programme (Public Health England) BwD Public Health
	Number of premises annually awarded 'Recipe 4 Health'	Increase in premises awarded Recipe 4 Health	BwD Public Health
DM Policy 2 (DM02): Protecting Living and Working Environments	Number of AQMAs	No increase in number or extent of AQMA	AQMA annual update reports
	Air pollution levels	Minimise any increases in air pollution levels across the Borough	Local Authority (Environmental Health) air quality monitoring data

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
DM Policy 3 (DM03): Housing Mix, Standards and Densities	Types/mix of housing completions	Mix of tenures, size, type to be provided in line with latest housing evidence	Council tax/site visits /annual completions data Planning applications Housing and Economic Needs Assessment
	Proportion of dwellings granted planning permission which fail to meet national described space standards	All new housing completions to meet national described space standards	Council tax/annual housing completions / permissions data
	Proportion of new dwellings granted on major residential development sites complying with the requirement to provide at least the minimum 20% 'accessible and adaptable' standard in homes	Delivery of a minimum of 20% homes, on major residential developments, being built to 'accessible and adaptable' standard	
	Proportion of new dwellings granted on major residential development sites complying with the requirement to provide 5% of new homes with wheelchair accessibility	Delivery of a minimum of 5% of homes, on major residential developments, to be wheelchair accessible	
	Proportion % of residential development sites granted planning permission which provide minimum density requirements	Minimum density of 45 dwellings per hectare in town centre and other locations well served by public transport  Minimum density of 30-35 dwellings per hectare in other locations	
	Proportion of new residential development consents which achieve water consumption rates of 110 litres or less per person per day	All new residential development to achieve water consumption rates of 110 litres or less per person per day	Planning application/consents records Appeal decisions
DM Policy 4 (DM04): Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople Sites	Monitoring indicators as per Policy CP4. No additional indicators required		
DM Policy 5 (DM05): Rural Exception Sites	Proportion of dwellings granted planning permission on rural exception sites	No more than 50% market housing to be delivered on rural exception sites	Planning applications/consents Appeal decisions
DM Policy 6 (DM06): Houses in Multiple Occupation (HMOs)	Number of HMO developments granted planning permission	No planning applications for HMO development to be granted planning permission in line with Policy DM06	Planning applications/consents Appeal decisions

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
DM Policy 7 (DM07): Conversion of Buildings in the Countryside	Number / proportion of residential conversions granted planning permission in the countryside/ outside the urban area and village settlements	Limited new development outside existing settlements	Annual housing completions data Planning application records
DM Policy 8 (DM08): Replacement Dwellings in the Countryside	Number / proportion of replacement dwellings completed outside the urban area and village settlements		GIS mapping of completions data
DM Policy 9 (DM09): Rural Workers' Dwellings in the Countryside	Number of rural workers' dwellings completed outside existing settlements		
DM Policy 10 (DM10): Residential Gardens and Boundaries	Number of planning applications granted for extensions to residential gardens and boundaries contrary to Policy DM10	No planning applications granted contrary to Policy DM10	Planning application records Appeal decisions
DM Policy 11 (DM11): Safeguarding Community Facilities	Number of Assets of Community Value (ACV) lost to development Number of Assets of Community Value (ACV) applications granted	No loss of assets of community value in line with Policy DM11	Annual completions data Application records for ACV designation

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>PLACE</b>			
DM Policy 12 (DM12): Clean and Green Energy	Proportion of commercial developments (of 2500m <sup>2</sup> or more) granted planning permission which achieve a minimum of BREEAM Good or accepted equivalent standard	All new commercial development (of 2,500sqm or more) to achieve a minimum of BREEAM Good or accepted equivalent standard.	Planning application/consents records Appeal decisions
	Number of developments granted planning permission which connect to/are connection ready for heat networks	Delivery of development which (can) connects to/is served by heat networks	
	Proportion of wind energy developments granted planning permission which are located in areas identified as potentially suitable for Wind Energy Development	Delivery of wind energy proposals to be sited only in areas identified as suitable for such development	On site monitoring of delivery of renewable energy development consents Planning applications/consents Appeal Decisions GIS mapping of wind energy development completions
	Number / capacity (MW) of low carbon / renewable energy schemes granted planning permission	Delivery of renewable and low carbon energy infrastructure to increase (e.g solar, wind, hydro, biomass energy) in response to climate emergency and goals to reduce carbon emissions	Planning applications/consents Appeal Decisions Annual on-site monitoring of renewable energy development completions
DM Policy 13 (DM13): Flooding/SuDS	Number of flooding events recorded in the Borough	No increase in flood events in the borough	Lead Local Flood Authority (BwD) data Environment Agency records
	Number of consents granted against Environment Agency flood advice	No permissions granted contrary to EA advice	Planning applications/consents Environment Agency records
DM Policy 14 (DM14): Environmental Opportunity Areas	Monitoring indicators as per Policy CP5. No additional indicators required		
DM Policy 15 (DM15): Protection and Enhancement of Wildlife Habitats Biodiversity	Monitoring indicators as per Policy CP6. No additional indicators required		
DM Policy 16 (DM16): Green and Blue Infrastructure	Monitoring indicators as per Policy CP6. No additional indicators required		

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
DM Policy 17 (DM17): Trees and Woodland	Number of developments granted planning permission without adequate replacement tree planting	No net loss of trees and woodlands without adequate compensatory planting	Planning application details Climate Impacts Framework
DM Policy 18 (DM18): Public Open Space in New Developments	Number and value of S106 agreements securing contributions for public open space Area of new open space created / existing open space lost to other uses	To secure s106 agreements to increase quantity and quality of open spaces in the Borough  No net loss of open space	Planning permissions and S106 contributions data Open Space Audit annual review
DM Policy 19 (DM19): Development of Open Spaces			
DM Policy 20 (DM20): Playing Fields, Indoor and Outdoor Sports Facilities	Number of new playing pitches created / existing pitches lost to other uses	Continue to make progress on meeting recommendations set out in Playing Pitch & Outdoor Sports Assessment	Planning permission data Playing Pitch & Outdoor Sports Assessment annual review
DM Policy 21 (DM21): Local Green Space	Number of new developments granted planning permission on designated Local Green Spaces	No development to be permitted on designated Local Green Spaces	Annual permissions data GIS mapping of completions data
DM Policy 22 (DM22): The Borough's Landscapes	Number of planning applications refused on grounds of the development adversely affecting or destroying landscapes	No developments which have an adverse effect of destroy landscapes by detracting from their distinctive features to be given planning permission	Planning application data Appeal decisions
DM Policy 23 (DM23): Equestrian Development	Number / proportion of equestrian developments permitted contrary to Policy DM23	No equestrian developments granted planning permission contrary to Policy DM23	
DM Policy 24 (DM24): Outdoor Advertisements	Number / proportion of outdoor advertisement applications permitted contrary to Policy DM24	No outdoor advertisement developments granted planning permission contrary to Policy DM23	
DM Policy 25 (DM25): Telecommunications	Number / proportion of telecommunication developments permitted contrary to Policy DM25	No telecommunications developments granted planning permission contrary to Policy DM23	
DM Policy 26 (DM26): Heritage Assets	Monitoring indicators as per Policy CP7. No additional indicators required		
DM Policy 27 (DM27): Design in New Developments	Monitoring indicators as per Policy CP8. No additional indicators required		
DM Policy 28 (DM28): Development Affecting Watercourses, Bodies, and Catchment Land	Number of planning permissions granted within functional floodplain	No development granted within functional floodplain	Planning applications/consents Appeal decisions GIS mapping of planning permissions

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
DM Policy 29 (DM29): Transport and Accessibility	Proportion of new residential development granted planning permission within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major retail centre	Majority of new developments to be accessible to be within 30 minutes public transport time of key services	Council tax/ planning permissions data Local accessibility GIS data
	Bus patronage in the Borough	Increased use of public transport	Local transport data
	Rail patronage in the Borough		
	Number of cyclists entering Blackburn and Darwen town centres	Increase levels of walking and cycling in the borough	Local authority cycling and walking annual cordon data
	Number of pedestrians entering Blackburn and Darwen town centres		

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
<b>ECONOMY</b>			
DM Policy 30 (DM30): Primary Employment Areas	Number/proportion of completions/planning permissions granted within Primary Employment Areas for non-employment uses	Retain Primary Employment Areas for employment uses (B2/B8/E(g) and sui generis uses of a similar nature and character to the area	Annual completions/planning permission data GIS mapping of completions and planning permissions
DM Policy 31 (DM31): Secondary Employment Areas	Number/proportion of completions/planning permissions granted within Secondary Employment Areas for non-employment use	Resist development of non-employment uses within Secondary Employment Areas	
DM Policy 32 (DM32): Protection and Re-use of Existing Employment Sites	Monitoring indicators as per Policy CP10. No additional indicators required		
DM Policy 33 (DM33): Town Centres	Monitoring indicators as per Policy CP11. No additional indicators required		
DM Policy 34 (DM34): District and Local Centres	Monitoring indicators as per Policy CP11. No additional indicators required		
DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses	Monitoring indicators as per Policy CP11. No additional indicators required		
DM Policy 36 (DM36): Local and Convenience Shops	Number / proportion of planning permissions granted for retail developments outside defined centres which meet requirements of Policy DM36	New local and convenience shops to be supported in line with Policy DM36	Planning applications/consents Appeal decisions
DM Policy 37 (DM37): Tourism	Number and location of tourism-based developments granted planning permission	Tourism based development to be supported in line with Policy DM37	Annual permissions data GIS mapping of completions data
DM Policy 38 (DM38): Major Infrastructure Schemes	Delivery of major infrastructure schemes identified in Policy DM38	Year on year delivery of Policy DM38 major infrastructure requirements	Annual completions data Infrastructure Delivery Plan Infrastructure Funding Statement
DM Policy 39 (DM39): The Effect of Development on Public Services	Number of developments completed/granted planning permission to cater or provide accommodation for publicly-provided support services	Any publicly provided support services development to meet requirements of Policy DM39	Annual completions data Blackburn with Darwen Residential and Supported Accommodation Planning Advice Note Adults Social Care and Support Accommodation PAN

# E APPENDIX E

## POLICIES MAP

# The Local Plan Policies Map - definitive online reference map

**E.1** The Blackburn with Darwen Local Plan Policies Map shows the location of allocations and policy constraints relevant to (and referenced within) this Local Plan. Please note that the online version of the Policies Map is the definitive reference map as some mapping layers may alter over time and therefore render any print version out of date. An interactive version of the Local Plan Policies Map is available to view online through the Council's online mapping system: [Aurora \(statmap.co.uk\)](https://blackburn.statmap.co.uk)<sup>78</sup>

## Constraints – important notes

**E.2** The Local Plan Policies Map shows some key policy constraints that are referenced within the Local Plan written document. However not all relevant constraints are identified on the Policies Map. For example, constraint layers that may be subject to regular alterations and updates and therefore not shown on the Policies Map include:

- Flood Zones;
- Water Catchment Land;
- Biological Heritage Sites;
- District Wildlife Sites;
- Environmental Opportunity Areas;
- Heritage Assets (including Listed buildings, Conservation Areas, Local Listings etc);
- Tree preservation orders;
- SSSI consultation zones;
- Public Rights of Way; and
- Coal Authority High Risk areas.

These are provided via a separate planning constraints reference map that should be consulted alongside the Local Plan Policies Map if you are considered submitting an application for development: go to [Planning map | Blackburn with Darwen Borough Council](#).

**E.3** Further mapping sites from external organisations such as the [Flood map for planning](#) and the [HSE's Planning Advice Web App](#) may also need to be consulted to gain a full picture of development constraints on sites in the Borough.

**E.4** Finally, the Local Plan Policies Map should be read in conjunction with the [Lancashire Minerals and Waste Local Plan](#) Proposals Map, including identified Site Allocations and Mineral Safeguarding Areas, for a full picture of the Development Plan for the area.

**E.5** Applicants or developers are advised to consult all these relevant mapping resources regularly to ensure that they have the most up to date information at the time of any application, and to use the Planning department's pre-application service to confirm all relevant policy constraints prior to any major application.

<sup>78</sup> <https://blackburn.statmap.co.uk/map/Aurora.svc/run?script=%5CAurora%5Clocal%20Plan%202018%20-%202037%20.AuroraScript%24&nocache=54453618-ac5b-1801-3de9-7bcec600da4c&resize=always>

## Printed Local Plan Policies Map

**E.6** For the purposes of printing, the Policies Map splits into five separate sheets:

- 3 A0 maps covering a Blackburn Section, Darwen Section and Rural South Section;
- 2 A2 maps showing Blackburn Town Centre Inset and Darwen Town Centre Inset.

**F**

# APPENDIX F

## LIST OF POLICIES SAVED/ REPLACED

**F.1** In accordance with Regulation 8(5) of the Town & Country Planning (Local Planning) (England) Regulations 2012, the following Development Plan Documents and Policies will be superseded by the Blackburn with Darwen Local Plan 2021-2037.

**Table F.1 - Schedule of Superseded Documents**

Superseded Development Plan Document	Date Adopted
Core Strategy (Local Plan Part 1)	January 2011
Site Allocations and Development Management Policies (Local Plan Part 2)	December 2015

**Table F.2 - Schedule of Superseded Policies**

Superseded Core Strategy and Site Allocations and Development Management Policies	New Local Plan Policies
Policy CS1: A Targeted Growth Strategy	Core Policy 1 (CP1): A Balanced Growth Strategy Core Policy (CP2): The Spatial Approach
Policy CS2: Typology of Employment Land	Core Policy (CP2): The Spatial Approach Core Policy 10 (CP10): The Economy and Skills Core Policy 11 (CP11): Town Centres and Commercial Development DM Policy 30 (DM30): Primary Employment Areas DM Policy 31 (DM31): Secondary Employment Areas DM Policy 33 (DM33): Town Centres
Policy CS3: Land for Employment Development	Core Policy 10 (CP10): The Economy and Skills
Policy CS4: Protection and Reuse of Employment Sites	DM Policy 32 (DM32): Protection and Re-use of Existing Employment Sites
Policy CS5: Locations for New Housing	Core Policy (CP2): The Spatial Approach Core Policy 4 (CP4): Housing Development
Policy CS6: Housing Targets	Core Policy 4 (CP4): Housing Development
Policy CS7: Types of Housing	Core Policy 4 (CP4): Housing Development DM Policy 3 (DM03): Housing Mix, Standards and Densities
Policy CS8: Affordable Housing Requirements	Core Policy 4 (CP4): Housing Development DM Policy 5 (DM05): Rural Exception Sites

<b>Superseded Core Strategy and Site Allocations and Development Management Policies</b>	<b>New Local Plan Policies</b>
Policy CS9: Existing Housing Stock	Core Policy 4 (CP4): Housing Development DM Policy 3 (DM03): Housing Mix, Standards and Densities
Policy CS10: Accommodation for Gypsies, Travellers and Travelling Showpeople	Core Policy 4 (CP4): Housing Development DM Policy 4 (DM04): Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople Sites
Policy CS11: Facilities and Services	Core Policy (CP2): The Spatial Approach Core Policy 11 (CP11): Town Centres and Commercial Development Core Policy 12 (CP12): Infrastructure and Delivery DM Policy 11 (DM11): Safeguarding Community Facilities DM Policy 33 (DM33): Town Centres
Policy CS12: Retail Development	Core Policy 11 (CP11): Town Centres and Commercial Development DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses
Policy CS13: Environmental Strategy	Core Policy 3 (CP3): Health and Well-being Core Policy 5 (CP5): Climate Change Core Policy 6 (CP6): The Natural Environment Core Policy 9 (CP9): Transport and Accessibility Core Policy 7 (CP7): The Historic Environment DM Policy 2 (DM02): Protecting Living and Working Environments DM Policy 12 (DM12): Clean and Green Energy DM Policy 13 (DM13): Flooding/SuDS
Policy CS14: Green Belt	Core Policy 2 (CP2): The Spatial Approach
Policy CS15: Protection and Enhancement of Ecological Assets	Core Policy 6 (CP6): The Natural Environment
Policy CS16: Form and Design of New Development	Core Policy 8 (CP8): Securing High Quality and Inclusive Design
Policy CS17: Built and Cultural Heritage	Core Policy 7 (CP7): The Historic Environment
Policy CS18: The Borough's Landscapes	DM Policy 22 (DM22): The Borough's Landscapes

<b>Superseded Core Strategy and Site Allocations and Development Management Policies</b>	<b>New Local Plan Policies</b>
Policy CS19: Green Infrastructure	Core Policy 6 (CP6): The Natural Environment DM Policy 16 (DM16): Green and Blue Infrastructure DM Policy 17 (DM17): Trees and Woodland DM Policy 18 (DM18): Public Open Space in New Developments DM Policy 19 (DM19): Development of Open Spaces
Policy CS20: Cleaner, Safer, Greener	Core Policy 3 (CP3): Health and Well-being Core Policy 10 (CP10): The Economy and Skills DM Policy 2 (DM02): Protecting Living and Working Environments DM Policy 11 (DM11): Safeguarding Community Facilities DM Policy 16 (DM16): Green and Blue Infrastructure DM Policy 17 (DM17): Trees and Woodland DM Policy 18 (DM18): Public Open Space in New Developments
Policy CS21: Mitigation of Impacts/Planning Gain	Core Policy 12 (CP12): Infrastructure and Delivery
Policy CS22: Accessibility Strategy	Core Policy 9 (CP9): Transport and Accessibility
Policy CS23: Tackling Worklessness	Core Policy 3 (CP3): Health and Well-being Core Policy 9 (CP9): Transport and Accessibility Core Policy 10 (CP10): The Economy and Skills Core Policy 12 (CP12): Infrastructure and Delivery
Policy 1: The Urban Boundary	Core Policy 2 (CP2): The Spatial Approach
Policy 2: The Inner Urban Area	No longer relevant policy
Policy 3: The Green Belt	Core Policy 2 (CP2): The Spatial Approach
Policy 4: Land for Development Beyond the Plan Period	Core Policy 2 (CP2): The Spatial Approach
Policy 5: Countryside Areas	Core Policy 2 (CP2): The Spatial Approach
Policy 6: Village Boundaries	Core Policy 2 (CP2): The Spatial Approach
Policy 7: Sustainable and Viable Development	Core Policy 1 (CP1): A Balanced Growth Strategy Core Policy 12 (CP12): Infrastructure and Delivery
Policy 8: Development and People	DM Policy 2 (DM02): Protecting Living and Working Environments

<b>Superseded Core Strategy and Site Allocations and Development Management Policies</b>	<b>New Local Plan Policies</b>
Policy 9: Development and the Environment	Core Policy 3 (CP3): Health and Well-being Core Policy 5 (CP5): Climate Change Core Policy 6 (CP6): The Natural Environment DM Policy 13 (DM13): Flooding/SuDS DM Policy 17 (DM17): Trees and Woodland DM Policy 19 (DM19): Development of Open Spaces DM Policy 20 (DM20): Playing Fields, Indoor and Outdoor Sports Facilities
Policy 10: Accessibility and Transport	Core Policy 9 (CP9): Transport and Accessibility DM Policy 29 (DM29): Transport and Accessibility
Policy 11: Design	DM Policy 27 (DM27): Design in New Developments
Policy 12: Developer Contributions	Core Policy 12 (CP12): Infrastructure and Delivery
Policy 13: Employment Land Allocations	Core Policy 10 (CP10): The Economy and Skills
Policy 14: Primary Employment Areas	DM Policy 30 (DM30): Primary Employment Areas
Policy 15: Secondary Employment Areas	DM Policy 31 (DM31): Secondary Employment Areas
Policy 16: Housing Land Allocations	Core Policy 4 (CP4): Housing Development
Policy 17: Housing Development in Tockholes	No longer relevant policy
Policy 18: Housing Mix	Core Policy 4 (CP4): Housing Development DM Policy 3 (DM03): Housing Mix, Standards and Densities
Policy 19: Apartment Development and Houses in Multiple Occupation	DM Policy 6 (DM06): Houses in Multiple Occupation (HMOs)
Policy 20: Accommodation for Gypsies and Travellers and Travelling Showpeople	Core Policy 4 (CP4): Housing Development DM Policy 4 (DM04): Assessing Planning Applications for Gypsy, Traveller and Travelling Showpeople Sites
Policy 21: Conversion of Buildings in the Countryside	DM Policy 7 (DM07): Conversion of Buildings in the Countryside
Policy 22: Replacement Dwellings in the Countryside	DM Policy 8 (DM08): Replacement Dwellings in the Countryside

<b>Superseded Core Strategy and Site Allocations and Development Management Policies</b>	<b>New Local Plan Policies</b>
Policy 23: Rural Workers' Dwellings in the Countryside	DM Policy 9 (DM09): Rural Workers' Dwellings in the Countryside
Policy 24: Rural Exceptions	DM Policy 5 (DM05): Rural Exception Sites
Policy 25: Residential Curtilages	DM Policy 10 (DM10): Residential Gardens and Boundaries
Policy 26: Town Centres – a Framework for Development	DM Policy 33 (DM33): Town Centres
Policy 27: District Centres – a Framework for Their Development	DM Policy 34 (DM34): District and Local Centres
Policy 28: Development Opportunities	No longer relevant policy
Policy 29: Assessing Applications for Main Town Centre Uses	DM Policy 35 (DM35): Assessing Applications for Main Town Centre Uses
Policy 30: Managing Specific Uses Within Town Centres	DM Policy 1 (DM01): Health
Policy 31: Development in Defined Shopping Frontages	No longer relevant policy
Policy 32: Local and Convenience Shops	DM Policy 36 (DM36): Local and Convenience Shops
Policy 33: Health	DM Policy 1 (DM01): Health
Policy 34: Tourism	DM Policy 37 (DM37): Tourism
Policy 35: Protection of Local Facilities	DM Policy 11 (DM11): Safeguarding Community Facilities
Policy 36: Climate Change	DM Policy 12 (DM12): Clean and Green Energy DM Policy 13 (DM13): Flooding/SuDS
Policy 37: Wind Turbines	DM Policy 12 (DM12): Clean and Green Energy
Policy 38: Green Infrastructure on the Adopted Policies Map	DM Policy 16 (DM16): Green and Blue Infrastructure
Policy 39: Heritage	DM Policy 26 (DM26): Heritage Assets
Policy 40: Integrating Green Infrastructure & Ecological Networks with New Development	DM Policy 15 (DM15): Protection and Enhancement of Wildlife Habitats DM Policy 16 (DM16): Green and Blue Infrastructure DM Policy 18 (DM18): Public Open Space in New Developments
Policy 41: Landscape	DM Policy 19 (DM19): Development of Open Spaces DM Policy 22 (DM22): The Borough's Landscapes

<b>Superseded Core Strategy and Site Allocations and Development Management Policies</b>	<b>New Local Plan Policies</b>
Policy 42: Equestrian Development	DM Policy 23 (DM23): Equestrian Development
Policy 43: Outdoor Advertisements	DM Policy 24 (DM24): Outdoor Advertisements
Policy 44: Telecommunications	DM25: Telecommunications
Policy 45: Major Road Schemes	DM Policy 38 (DM38): Major Infrastructure Schemes
Policy 46: Rail Freight	Policy no longer relevant
Policy 47: The Effect of Development on Public Services	DM39: The Effect of Development on Public Services

# **G** APPENDIX G

## **LIST OF SPDS AND OTHER RELEVANT DOCUMENTS**

**G.1** Over previous years the Council has prepared a number of different types of supporting documents to help support the planning policies set out in its development plan. These are all available to view on the Council's website [Planning policies, strategies and guides | Blackburn with Darwen Borough Council](#). These documents are material considerations in relation to planning decisions and fall in to two different categories:

1. Supplementary Planning Documents / Supplementary Guidance Notes (SPDs / SPGs)  
– these have been prepared in accordance with relevant planning legislation in place at the time of their preparation. As a result of these documents being produced in accordance with relevant legal and procedural requirements set out in secondary legislation they carry the most weight in decision making and have formal status as SPDs / SPGs.
2. Other relevant documents, including Masterplans and Planning Advice Notes (PANs)  
– these have not been prepared in accordance with any planning legislation and therefore do not carry as much weight in decision-making. They are however still important material considerations in the determination of planning applications.

**G.2** Table G.1 and Table G.2 confirm the Council's intention in terms of the status of each of these two types of document after adoption of the new Local Plan (2021-2037). Proposed new documents are shaded and highlighted in italics for ease of reference.

**Table G.1: List of existing and proposed SPDs (and SPGs) and status following adoption of the new Local Plan**

SPD / SPG Name	Year adopted	Status	Proposal/notes
<i>Affordable Housing Guide for Developers SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP4: Housing Development. Proposed to be covered in a combined Developer Contributions &amp; Affordable Housing SPD in the September 2023 Local Development Scheme, along with delivery details. To replace the existing Affordable Housing Guide (further details in Table G.2).</i>
Agricultural buildings SPG	1999	Retain	
Blackburn Character Study SPG		Retain	Will inform, and be superseded by, any future Design Codes for the Borough
Blackburn Town Centre SPD	2019	Retain	Elements to be superseded by a new Blackburn Town Centre East Investment Area Masterplan (further details in Table G.2)
Blackburn with Darwen Design Guide SPD	2006	Retain	Will inform, and be superseded by, any future Design Codes for the Borough
Blackburn Cathedral Quarter SPD	2009	Retain	Elements to be superseded by a new Blackburn Town Centre East Investment Area Masterplan (further details in Table G.2)
<i>Car Parking Standards SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy DM29: Transport and Accessibility. Proposed to be covered in a combined Sustainable Transport and Movement SPD in the September 2023 Local Development Scheme, along with delivery details.</i>
<i>Climate Impacts Framework SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP5: Climate Change. Delivery details set out in the September 2023 Local Development Scheme</i>
Community and Other Uses within Residential Areas SPG	1999	Delete	Combination of age and rare usage means there is no need to retain
Conservation Areas SPG	1999	Retain	Update to an SPD when resources available
Conversion of Buildings in the Countryside SPG	1999	Retain	To be updated as an SPD, as referenced in Policy DM07: Conversion of Buildings in the Countryside
Corporation Park Conservation Area SPD	2014	Retain	
Darwen Character Study SPG		Retain	Will inform, and be superseded by, any future Design Codes for the Borough

Appendix G - List of SPDs and other relevant documents

SPD / SPG Name	Year adopted	Status	Proposal/notes
Darwen Town Centre Conservation Area SPD	2013	Retain	
<i>Developer Contributions SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP12: Infrastructure and Delivery. Proposed to be covered in a combined Developer Contributions &amp; Affordable Housing SPD in the September 2023 Local Development Scheme, along with delivery details.</i>
<i>Effect of New Development on Public Services SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy DM39: Effect of Development on Public Services. Delivery details to be set out in a future Local Development Scheme</i>
Freckleton Street Masterplan SPD	2007	Retain	
Green Infrastructure and Ecological Networks SPD	2015	Retain	Retain for now. Elements may be superseded in due course by Natural Environment SPD and/or Local Nature Recovery Strategy
Griffin SPD	2017	Retain	
Houses in Multiple Occupation and Residential Conversions and Sub-divisions SPD	2012	Delete	No longer required due to policy approach set out in Policy DM06
Industrial and Warehousing Buildings SPG	1999	Delete	Combination of age and rare usage means there is no need to retain
Infirmary Waterside SPD	2005	Delete	Site completed
Listed Buildings SPG	1999	Retain	Update to an SPD when resources available (including Local List info)
<i>Local Cycling and Walking Infrastructure Plan (LCWIP) SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy DM29: Transport and Accessibility. Proposed to be covered in a combined Sustainable Transport and Movement SPD in the September 2023 Local Development Scheme, along with delivery details.</i>
Natural Environment SPG (Part 1: Landscaping and Wildlife Habitat Creation; Part 2: Species Protection)	1999	Retain	To be superseded by a new Natural Environment SPD once complete (see below)
<i>Natural Environment SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP6: The Natural Environment and referenced in Policies DM15: Protection and Enhancement of Wildlife Habitats and DM17: Trees and Woodland. Delivery details set out in the September 2023 Local Development Scheme</i>

SPD / SPG Name	Year adopted	Status	Proposal/notes
<i>Open Space in New Residential Developments SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy DM18: Public Open Space in New Developments. Proposed to be covered in a combined Developer Contributions &amp; Affordable Housing SPD in the September 2023 Local Development Scheme, along with delivery details.</i>
Outdoor Advertisements and Signs SPG	1999	Retain	
Planning for Health SPD	2016	Retain	To be updated, as referenced in Policy DM01: Health
Queen Street/Hindle Street, Darwen SPD	2009	Delete	Site completed
Queens Park Flats Site SPD	2006	Retain	
<i>Renewable &amp; Low Carbon Energy SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP5: Climate Change and referenced in Policy DM12: Clean and Green Energy. Delivery details set out in the September 2023 Local Development Scheme</i>
Residential Design Guide SPD	2012	Retain	Will inform, and be superseded by, any future Design Codes for the Borough
Residential Institutions SPG	1999	Retain	Update in accordance with principles set out in PAN (Adults and Children). May be superseded by the proposed new SPD on the 'Effect of New Development on Public Services'
Shopfront Design and Security SPG	1999	Retain	
<i>Travel Plan SPD</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy CP9: Transport and Accessibility. Proposed to be covered in a combined Sustainable Transport and Movement SPD in the September 2023 Local Development Scheme, along with delivery details.</i>
Village Appraisals SPG	1999	Retain	

**Table G.2: List of existing and proposed ‘other relevant documents’ and their proposed status following adoption of the new Local Plan**

Document Name	Year published	Status	Proposal/notes
Affordable Housing in Blackburn with Darwen: Guidance for Developers	?	Retain	Will be updated and superseded by a new SPD, as referenced in Policy CP4: Housing Development (and Table G.1)
Article 4 Direction: Change of Use from C3 to C4 (selected wards)	2012	Retain	May in time be superseded as the Council will seek to expand the geographical coverage of this current Article 4 Direction as referenced in Policy DM06: Houses in Multiple Occupation (HMOs)
Blackburn with Darwen Parking Standards	2014	Retain	Will in time be superseded by a new SPD on Car Parking standards, referenced in Policy DM29: Transport and Accessibility (and Table G.1)
Infrastructure Delivery Plan	2021	Retain	The IDP will be reviewed and updated on a regular basis, as referenced in Policy CP12: Infrastructure and Delivery
Local Housing Space Standards	2012	Delete	Adoption of the national described space standards, set out in Policy DM03: Housing Mix, Standards and Densities replaces this document
Masterplan: Bank Hey development site	2020	Retain	
<b>Masterplan: Blackburn Town Centre East Investment Area</b>	<b>TBC</b>	<b>n/a</b>	<b>Proposed in Policy CP11: Town Centres and Commercial Development and mixed-use growth site policies MU210 and MU211. Delivery details to be set out in a future Local Development Scheme</b>
Masterplan: Gib Lane development site	2015	Retain	
Masterplan: Holden Fold development site	2021	Retain	
<b>Masterplan: Junction 5 Strategic Employment Site</b>	<b>TBC</b>	<b>n/a</b>	<b>Proposed in Policy CP10: The Economy and Skills and Growth Site Allocation Policy E179. Delivery details to be confirmed and set out in a future Local Development Scheme</b>
Masterplan: North Blackburn development site	2017	Retain	

Document Name	Year published	Status	Proposal/notes
<i>Masterplan: North East Blackburn Strategic Housing Site</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy C4: Housing Development and Growth Site Allocation Policy H195. Delivery details to be confirmed and set out in a future Local Development Scheme</i>
Masterplan: Roe Lee development site	2016	Retain	
PAN: Adults Social Care and Support Accommodation	2021	Retain	Will in time be superseded by the Effect of New Development on Public Services SPD, referenced in Policy DM39: The Effect of Development on Public Services (and Table G.1)
PAN: Air Quality Advisory Note	2018	Retain	An update of this document will be required in time to reflect changes to AQMAs in the Borough
PAN: Children's Residential and Supported Accommodation	2020	Retain	Will in time be superseded by the Effect of New Development on Public Services SPD, referenced in Policy DM39: The Effect of Development on Public Services (and Table G.1)
<i>PAN: Residential Amenity Advisory Note</i>	<i>TBC</i>	<i>n/a</i>	<i>Proposed in Policy DM02: Protecting Living and Working Environments. Delivery details to be confirmed and set out in a future Local Development Scheme</i>



**Blackburn**  
WITH **Darwen**

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