

Appendix 6 Policy & Document Review for Burnley GI Strategy

Introduction

As part of the policy and document review for the Burnley GI Strategy, a number of key policy documents have been reviewed to establish where policy supports the priorities of this green infrastructure strategy and where in turn the emerging GI Strategy can influence or contribute to policy.

Burnley's Future 2010-2017 Community Strategy

The Community Strategy has identified key environmental, social and economic issues facing the Borough. There is a clear recognition that Burnley's green infrastructure resource and its multiple benefits/functions has a role in addressing/alleviating many of the issues.

The Burnley GI Strategy is underpinned by the Community Strategy and its key priorities. In turn the GI Strategy will seek to address some of the socio-economic and environmental issues faced by the Borough.

Key Priorities from the Burnley Community Strategy:

- Prosperity – PR3 Establishing Burnley as an attractive place to live, work and play
- People – PE3 Developing opportunities and sustaining ambition of local residents; PE4 Improved health standards
- Places – PL1 Making the borough cleaner; PL2 Making the borough safer; PL3 Making the borough greener

National Planning Policy Framework 2012

¹NPPF constitutes the Government's view of what sustainable development in England means in practice for the planning system. It recognises that the three pillars of sustainability - economy, society, and environment are mutually dependent and beneficial to each other.

¹ National Planning Policy Framework, (2012), Department for Communities and Local Government

Some of the principles that GI contributes to planning are highlighted below, although some of the earlier chapters do not refer explicitly to GI.

Promote mixed use development and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions....

Ch 1 Building a strong competitive economy – recognise and address potential barriers to investment including poor environment or lack of infrastructure....; identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.

Ch 4 Promoting Sustainable Transport – local planning authorities (LPAs) should support pattern of development which facilitates sustainable modes of transport; ...give priority to pedestrian and cycle movements...

Ch 7 Requiring Good Design – ensure developments establish strong sense of place using streetscapes and buildings to create attractive and comfortable places to live, work and visit; include green space in developments; create safe and accessible environments where crime and disorder and fear of crime do not undermine quality of life or community cohesion + are visually attractive because of good design and landscaping.

Ch 8 Promoting Healthy Communities – creation of safe and accessible developments containing clear and legible pedestrian routes, high quality public space which encourages active and continual use; increase access to high quality open spaces and opportunities for sport and recreation (assessment of needs); protect and enhance public rights of way (PRoW) and other access routes; seek to provide better facilities for users eg. adding links to PRoW networks including National Trails; local communities can identify local green spaces for special protection and designate it as Local Green Space.

Ch 9 Protecting Green Belt Land – Community Forests provide good opportunities for improving the environment around towns, can upgrade landscape and provide for recreation and wildlife.

Ch 10 Meeting the Challenge of Climate Change, Flooding and Coastal Change – LPAs should adopt proactive strategies to mitigate and adapt to climate change; when new development is brought forward in areas of risk, ensure these are managed through suitable adaptation measures including planning for GI e.g. sustainable drainage

Ch 11 Conserving and Enhancing the Natural Environment – protect and enhance; recognise wider benefits of ecosystem services; LPAs should plan positively for creation, protection, enhancement and management

of networks of biodiversity and GI; planning policies should plan for biodiversity at landscape scale, map local ecology networks and promote their preservation, restoration and re-creation; consider types of development which are appropriate within Nature Improvement Areas (NIAs)

The NPPF refers explicitly to GI within chapter 10 and 11 and in the glossary it provides a description of GI but it does not explicitly refer to economic benefits it can bring. Further GI is not referred to in chapters 1, 4, 7, 8 and 9. The NPPF does not therefore use as comprehensive definition of GI used within the Burnley GI Strategy nor many of the GI research/policy documents published since 2005.

Burnley Borough Council - Review of Allotment Provision 2012

Vision for allotments – positive contribution to community and environment

The Council aims:

- Ensure allotments contribute to Council's aim to make Burnley a better place to live, work and play;
- Ensure allotments contribute to environmental sustainability and promote biodiversity;
- Ensure accessible to people with disabilities and provide safe friendly environment for all sections of community
- Ensure well cultivated so don't detract from visual amenity

The Council recognises that community gardens and allotments have important dual role:

- 1) Retaining open space in urban areas
- 2) Giving opportunities to cultivate for residents without gardens. Very important in Burnley with its large proportion of terraced housing without gardens.

The Green Spaces Strategy (GSS) audit identified current provision of 0.15ha/1000 popn and established new local std of 0.18 ha/1000 popn. Therefore need additional 2.7ha of allotment land in Burnley to give approx.. 120 standard size allotments.

GSS also set local standard of accessibility based on 15 minute walk equivalent to 1.2km.

Benefits of allotments, based on questionnaire to allotment holders and those on waiting list:

- Growing healthy food
- Exercise and relaxation
- Saving money on food
- Social inclusivity/ community cohesion
- Environmental sustainability (less waste/ packaging/ food miles)

Consultation with those on waiting list has helped define the type of provision required:

- Half plots are also attractive to applicants
- Increased provision at existing allotment sites
- Demand exists in areas where there is currently no provision (Gannow, Rosegrove, Trinity, Whittlefield, Brunshaw, Queensgate, Lanehead)

This document reveals that allotment provision is an area of need within the Burnley Borough and it will inform the preparation of the Burnley GI Strategy. Although not referring explicitly to GI, the document highlights the many socio-economic and environmental benefits allotments (a type of GI) can bring.

A Play Strategy for Burnley 2007-2011

Scope of play strategy: play includes unsupervised outdoor play within green spaces and streets; and supervised play in parks and green spaces.

Benefits of play provision: health; learning; family harmony; behaviour; community cohesion.

Play Strategy and links to Green Spaces Strategy will help improve planning systems and enhance public space and local standards to ensure safe, quality play opportunities.

Children's access to green space and play space will take into account travel time and distance, index of multiple deprivation and housing type to ensure equal access across the Borough.

Council recognises and will encourage play in natural and semi-natural environments including development of new 'natural play spaces'.

Challenges specific to Burnley due to social deprivation, social exclusion, high proportion of terraced houses, high levels of criminal damage, anti-social behaviour, health deprivation and territorialism.

Assessment of playground status – 70% are in OK or better condition, 30% require refurbishment.

Amenity Greenspace improvements prioritised in: Rakehead Recreation Ground; Turfmoor Gardens; Kibble bank; Melrose Avenue; Fulfilled Recreation Gd; Disraeli St; Rosehill Gardens; River Drive (Padiham).

Residential areas with largest deficit of good play provision – list on p32 of report

Strategy notes that fixed equipment playgrounds are only one element of provision and that amenity open space and natural and semi-natural green space also provide important play opportunities and in some areas can compensate for deficiencies in equipped play provision – this is the case in areas such as Lanehead South, Brownside and Rowley.

Parents, play workers and play providers want more good quality local parks and play areas and more access to sports areas.

Play Strategy Actions include - ensuring that the play value of other areas of green space is maximised and explore ways of encouraging more formal provision through changes in maintenance regimes and management practices – to be led by Green Spaces and Amenities

The Play Strategy lists the many benefits play provision (also a type of GI) can bring, although again not referring explicitly to GI. The Play Strategy also recognises the importance of broadening out the scope of play space to include the natural environment. The multi-functional GI approach can contribute to this aspiration.

Burnley Play Area Improvement Programmes 2007-2012, 2009/10 and 2010/11

2007-10/12: seeking approval to progress schemes including adventure playground at Hargher Clough Rec Ground in SW Burnley & actions to improve play provision in Casterton Residential Area, Queensgate Daneshouse RA and Rosehill RA.

2008/9 + 2009/10: seeking approval for funding for play area at Hargher Clough Rec Gd in line with Play Strategy which identified SW Burnley as priority for provision of improved play facilities.

2010/11: seeking approval for funds for Play Area Improvement programme 2010/11 including at Memorial Park, Clifton St Play Area and Towneley Park Play Area. Supply of woodchip safety surface: Green Space and Amenities has begun to provide woodchip for play areas from thinning of woodlands planted by Forest of Burnley project. Funds diverted from purchasing Scottish woodchip to employing local contractors to thin existing woodland on Council land.

Green Spaces Strategy (2006)

CH 5 (Parks and Gardens) – Burnley has a good spread of local, district and strategic parks. Generally of good quality, accessibility and high usage. Thompson Park shows good practice. Priority is to focus on improving Townley Park and Brun Valley Forest Park. Other recommendations include developing appropriate maintenance regimes for town, district and neighbourhood parks, achieving Green Flag status for 6 parks, improving the quality of Briercliffe and Hapton Recreation grounds, seeking funding for neighbourhood parks in Daneshouse and South West Burnley, protect and enhance the quality and accessibility of Ightenhill Park and Scott Park, progress the development of Padiham Linear park to improve access to Memorial Park.

CH 6 (Natural and semi-natural greenspace) – rated as the most important type of open space by respondents. Encourage greater public access to Forest of Burnley so recreational benefits can be achieved. The overall quality and access to natural and semi-natural spaces is average and needs improvements. Further community involvement and more naturally managed sites should be encouraged. There is a good even distribution of natural and semi-natural open spaces with most areas within accessibility catchments. Those outside (north-east of District 5, and east of District 7) need improvements to green corridors and access to the nearby countryside. Recommendations include greater priority to management of natural and semi-natural spaces, preparation of simple management plans (including grassland managed as meadows) and inclusion of communities, improvements for access in Ightenhill District and improvement for Bank Hall Park. NSN 4 recommends identifying opportunities to link natural and semi-natural green spaces into the network of green corridors.

CH 7 (Amenity Green space) – Generally a good geographical spread throughout the area. Need for improvements to quality and safety of sites. Derelict land needs to be used constructively. Within new housing developments, the amenity space should be on larger functional sites rather than on many smaller sites. Several areas are listed to receive funding for improvements. Community involvement should be encouraged in the management and development of important sites.

CH 8 (Provision for children and young people) – covered by Burnley Play Strategy

CH 9 (Outdoor sports facilities) – covered by Sport and Physical Recreation Strategy

Ch 10 (Allotments and Community Gardens) - covered by Allotment Provision Review

CH 11 (Cemeteries) – nothing specific about GI although its noted that accessibility for the disabled and by cycleways could be improved. *Recommendations:* additional provision for burials on reserved land at burnley cemetery; St Peters churchyard used as local benchmark for maintenance of closed churchyards; Green Flag criteria used for management of Burnley and St Johns cemeteries; ‘friends groups’ established for Burnley and St Johns to encourage community involvement.

CH 12 (Green Corridors) – although recognise the role of all Green Corridors, the focus of the GSS is on urban corridors and PRoW. Development of linked Green Corridors network will help provide opportunities for informal recreation and increase health and well-being of local community. But no real vision for Green Corridors within the Borough, although they are well valued by the community. Therefore opportunities for further development will be where there is the demand. Will need to be opportunity led but should include development of Urban Green Network which would be an important for amenity, recreation and wildlife resource include linkage provision between large areas of open space and utilise development sites such as dismantled railway lines and existing cross-country nature trails. *Recommendations:* Improve management of green routes; use Green Corridors to enhance access to green space e.g. developing former railway as a linear park to provide access to memorial Park from areas of Padiham which has deficiencies of amenity and play space; progress opportunities for creation of new Green Corridors routes e.g. proposed Brun Valley Greenway.

CH 13 (Planning Overview) – Recommendations include: ensuring open space is a priority in new developments, not an after thought; supporting the improvement of the quality of existing open spaces as a priority; supporting the potential development of a new ‘open space development fund’. With respect to developer contributions and new housing, there is a potential need for bigger and better located open spaces – size and location are key to long-term sustainability and achieving the significant benefits open spaces can provide. This has been demonstrated throughout the analysis where better quality facilities and open spaces are where a number of them are integrated into one larger site e.g. Thompson Park.

The evidence base mapping provided by the Burnley GI Strategy will support the local authority’s rationale for setting developer contributions associated with proposed new housing.

Burnley Borough Council and Pendle Borough Council (2008) Strategic Housing Market Assessment. (SHMA)

The SHMA was undertaken in line with PPS 3 – Housing for the combined Housing Market Area of Burnley and Pendle Boroughs which is highly self-contained. Housing stock is dominated by terraced housing (52% B, 59% P), generally has some of the lowest house prices in England (45% B and 55% P) compared to the national average. Household incomes are low £22k B and £24k P compared to £30k nationally.

There is a high need for new affordable housing: 664 new dwellings pa (B) and 858 pa (P). This rate (per 1,000 population) yields indexes of 18 and 23 (England average is 16) and justifies targets of 40% B and 45% P on new sites of 15+ dwellings. There is most need for social rented housing but some for intermediate housing (10% B and 20% P). Overall demand is negative in Burnley due to the large over-supply of terraced stock and moderately positive in Pendle.

There was no explicit mention of GI or green space in this report. However, there is much ²evidence that a higher quality setting can improve the financial value and desirability of housing and make it more attractive to incomers and therefore contribute to a more sustainable housing market.

Burnley Borough Council Strategic Housing Land Availability Assessment (SHLAA) - ongoing

The aim of the SHLAA is to gather information to assist the Council in identifying the capacity of Burnley to accommodate new housing development over the next 15 years. It follows the SHLAA: Practice Guidelines (DCLG, 2007) and will form a critical part of the evidence base for future development plan documents. It will ultimately provide a list of sites to help inform future housing allocations and development control decisions. Sites will need to be in sustainable locations that would contribute to the Government’s objectives of creating sustainable mixed communities.

[No official report available – Final assessment not yet complete]

There was no explicit mention of GI within the document, however as the local authority moves forward with the site allocations for the Local Plan, the Burnley GI Strategy will inform their site selection. The GI Strategy will be able to improve the setting of potential housing sites, access to green space from those sites, provide green travel routes and improve quality of life for future residents.

² Does Money Grow on Trees (2005) , CABE

Burnley Borough Council Visitor Economy Strategy 2006-2016

Burnley and its surroundings have a varied tourism offer and over recent years have put significant investment into the tourism product, including £3.6m of GI investment including 413ha of new woodland and 32km of new walking routes, bridleways and cycle paths.

There are 5 key Aims of this Strategy and two of them have GI actions namely:

Aim 1: Establishing a strong brand image by embracing the idea of Pennine Lancashire. Related Action is: working with partners to expand the rural product by developing the walking, cycling and riding offer building on the concept of the green city and work of the Forest of Burnley.

Aim 2: Destination management – improving quality. The related Action is - to maintain the countryside visitor market, Burnley must develop and maintain high quality footpaths, cycleways, bridle paths and greenways that link town and country.

GI is not explicitly mentioned within this Strategy, however the Burnley GI Strategy will help reinforce the town’s brand image and in particular contribute to the concept of green city and the ongoing work of the Forest of Burnley. The GI Strategy will also promote a comprehensive approach to the planning of footpaths, cycleways, bridleways and greenways.

Burnley Borough Council (2007) Economic Strategy 2007-2017

This strategy sets out Burnley’s vision for its transformation into a key economic centre based on its unique opportunities and assets which are identified as: a key service and employment centre in Pennine Lancashire; the spin-off benefits of innovative advanced manufacturing businesses; and the potential to create a lifestyle based on canalside living and high quality new housing with easy access to the countryside.

GI is not mentioned in the strategy but can be linked to one of their themes for regeneration which is quality of place and place making. It is acknowledged that a boost to Burnley’s economy will be to provide a place for living and leisure for people who work in nearby growth centres. To maintain its population levels and re-balance the housing markets it needs to attract a more affluent population. The quality of place attributes such as the housing offer, low crime levels, good schools, access to employment, high quality public space and access to the countryside are factors which drive people’s decisions in choosing a home.

The Leeds-Liverpool Canal with its collection of historic buildings and space (known as Weaver's Triangle) is a major asset of local and regional significance. Redevelopment of the area has the potential to create a whole new aspirational offer which should be a major pull for investors, cultural and creative businesses, visitors and a vibrant young population.

The 5 strategic objectives are: develop an entrepreneurial culture; support and promote an advanced manufacturing cluster; create a modern image and first class business environment; secure highly skilled workforce to underpin the knowledge economy; and improve connectivity to key growth centres.

In terms of the objectives, GI can play an important part in accommodating advanced manufacturing clusters. These clusters usually require high quality sites with good environment settings and good air quality. Sites such as these also provide first class business environments and are attractive to incoming highly skilled workforces.

[Cycling England \(2009\) Access for Cyclists to/ through Burnley Town Centre](#)

This report responds to a request from Burnley Borough Council for advice in improving links into and around Burnley town centre from the surrounding network and advice on linking the canal loop in the north and west to the south and east of the town centre to provide connections to the new Burnley College.

The report sets out a range of options to improve the cycle network including - cyclists to be exempt from various access restrictions; the concept of shared space; allowing cyclists to use one-way street in both directions; and recommendations for improvements to existing access points and desire lines.

There is no specific mention of GI or greenways in the report, however the Leeds-Liverpool Canal and its towpath play a major part in the local cycle network. Green routes are a typology within the Burnley GI Strategy and the Strategy will promote a comprehensive and connected network of cycle routes.

[Burnley Borough Council Sport and Physical Recreation Strategy 2010-2015](#)

This strategy contributes to Burnley's Sustainable Community Strategy by providing a vision for sport and physical recreation provision and it's links to community and health.

It discusses the Padiham Greenway and the plans to extend this greenway in the future.

It shows links with the Burnley Play Partnership and Green Spaces Team and the maintenance of quality outdoor sports facilities as safe and green spaces.

There is no direct mention of GI in the strategy, although this Strategy does mention the important link between physical recreation and social benefits.

The Burnley GI Strategy will reinforce the importance of greenways and encourage sustainable access to outdoor sports facilities. The strategy will also promote the use of green travel routes for active travel and the health benefits that brings.

[Ekosgen – Pennine Lancashire Forest Park \(2009\) - A report for Burnley Borough Council](#)

Ekosgen were commissioned to provide assessment of economic benefits from implementing the Pennine Lancashire Forest Park proposal, particularly restoration of the Rowley Landfill site.

The site has a good strategic location with respect to key areas of regeneration, position in relation to Burnley town centre, greenways and open countryside. Site occupies key 'gateway' position supporting development of 'Adrenaline! Gateway' brand.

The vision is for the area to become a tourist destination and that the project will be used as the Lancashire GI Demonstration project.

The report indicates that the development of the Pennine Lancashire Forest Park has the potential to deliver significant transformational change and indicates that the estimated economic and social impacts which could be achieved from creating a visitor attraction are considerable. The scheme could also deliver long-term employment, uplift surrounding property values, and deliver health and community benefits to local residents.

Although not explicitly mentioning it, the report highlights the potential for GI to deliver many socio-economic and environmental benefits.

[Burnley Arts & Culture Action Plan 2009-2012](#)

Arts and Culture provide viable mechanisms to improve educational achievement, community cohesion, health and well-being, physical and social regeneration and economic development.

A survey of local residents showed that they value their parks and green spaces and were raised as important aspects for Burnley's future.

One action from the action plan was to develop creative interactive play proposals within park and public space developments.

No specific mention of GI was made, however GI has an important role in providing a setting for arts and culture and in particular contributing to the Pennine Lancashire brand mentioned elsewhere in this policy review.

[Lancashire Wildlife Trust/ BBC – Assessment of 16 community nominated Local Nature Reserves \(LNR\) in Burnley](#)

This document identifies the need for an additional 90ha of LNRs based on the relevant standards. 16 potential sites were selected following consultation. The Burnley GI Strategy will address the need for additional LNR's and will propose an area of search for a number of sites.