

Padiham Area Action Plan - Preferred Options Report

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1 Executive Summary

1.1 The Preferred Option Area Action Plan for Padiham is a comprehensive spatial planning document to deliver change in, and ensure the conservation of, the inner part of Padiham including the town centre. It has been prepared in order to ensure that development in the area addresses local, borough wide and regional needs and helps to deliver the strategic priorities set out in the community strategies, 'Burnley's Future' and 'Ambition Lancashire'.

The Padiham Area Action Plan:

- Identifies opportunities to deliver development, growth and regeneration
- Identifies funding to ensure public sector and private sector resources benefit the local area
- Guides future housing, retail and economic development and regeneration programmes
- Identifies short, medium and long term proposals required to manage regeneration and development in the area.
- Sets out a framework for the conservation and enhancement of the town's heritage

1.2 The main outcomes which the Padiham Area Action Plan aims to achieve are:

1. All development in Padiham must help achieve the Vision and meet the objectives identified in the AAP.
2. High standards of sustainable design will be required for all development.
3. Development will be required to achieve either Level 3 of the Code for Sustainable Homes or BREEAM (Building Research Establishment Environmental Assessment Method) Very Good.
4. New housing sites should provide over 130 new homes. Existing housing that is retained, but is experiencing problems, will be supported by a toolkit of measures which will tackle these long-standing environmental and social issues.
5. Affordable housing will be provided on developments of 15 or more houses and will be integrated within the overall development.
6. All existing employment land will be protected and sites proposed for additional employment land in order to attract and retain valuable local employment.
7. The town centre and other community assets will be protected and enhanced.
8. Sustainable and inclusive transport policies for the area will maximise the use of sustainable modes of transport and support a shift towards public transport, walking and cycling focused journeys.

9. Padiham's historic and architectural heritage will be protected, enhanced and, where possible, restored.

1.3 The Padiham Area Action Plan has been structured into four parts as follows:

THE CONTEXT AND VISION (Part One)

Introduction, Spatial Portrait, Vision And Objectives

1.4 A spatial portrait, Vision and series of objectives are set out in Part 1. The spatial portrait of Padiham identifies some of the issues that are facing the area and that the Area Action Plan will need to address.

1.5 During the preparation of the AAP, a Vision for the area was developed:

Vision for Padiham

1.6 *"The Market Town of Padiham with its quality independent shopping, businesses and produce serves the needs of the local community and the towns and villages within its hinterland. The retention and growth of businesses and enterprise at Shuttleworth Mead and within the historic mill areas has made Padiham a self-sustaining and prosperous place in which to live and work."*

1.7 *"The distinctive charm and character of Padiham's historic buildings, its access to the countryside and the presence of the enhanced River Calder with its tributaries encourage visitors into the town whilst providing a wider setting for Gawthorpe Hall and encouraging visitors and tourism."*

1.8 In order to achieve this Vision, and in order to respond to the current issues that have been defined in the spatial portrait, 14 objectives are identified.

Development Of The Area Action Plan So Far

1.9 A planning framework for Padiham has been in preparation since 2005. This section outlines the work that has been undertaken up to the Issues and Options consultation that took place in the Summer of 2006. The final part of this section is an Options Appraisal which appraises all the options put forward by the Borough Council and stakeholders against 8 different criteria, including the Sustainability Appraisal, fit with strategic planning policies, community plans and other plans and programmes, stakeholder support, value for money and the Heritage Appraisal for the area.

PREFERRED OPTION POLICIES AND PROPOSALS (Part Two)

1.10 This sets out the Preferred Option policies and proposals which the Council wishes to put in place for Padiham.

Population, Housing And Local Neighbourhoods

1.11 The policies included in this section identify sites for around 130 new homes and require developers to provide a mix of houses, including an element of affordable house. An area to be covered by 'targeted area initiatives' that will address long term environmental and social problems is identified.

Economy And Work

1.12 The local economy is important to the future of the area and therefore the provision of employment land has an important role to play in the regeneration of Padiham. This section safeguards existing employment sites and identifies opportunities for new employment development, including a new mixed use development at Lune Street/Wyre Street.

The Environment And Sustainable Development

1.13 The policies included in this section aim to protect and enhance the area's built and natural environment, particularly the rich industrial heritage of Padiham which gives the town its local distinctiveness. Within the built environment, developers will be required to respect the historic character of the area and ensure that new development provides the highest standards of design and construction. Policies are also included which promote the improvement of identified existing housing and employment areas. Natural environment policies are included in order to protect existing open spaces and wildlife corridors and ensure that development takes account of the likely changes to the natural environment brought about by climate change and, in particular, the risk of flooding.

Community Services

1.14 This Area Action Plan seeks to improve the vitality and viability, environmental quality and accessibility of Padiham Town Centre by permitting new retail and service use development within the centre, promoting the re-use of vacant units and upper floors and encouraging environmental improvements, particularly at the gateways into the town.

Sustainable And Inclusive Transport

1.15 The central theme of the Sustainable and Inclusive Transport section is to provide greater opportunities for public transport, pedestrians and cyclists in Padiham whilst recognising that there are existing problems on the highway network that need to be addressed for the benefit of all who use them.

1.16 Key policy improvements proposed for Padiham include:

- An extension of the existing Quality Bus Route
- New and improved cycle links

- Development of the Linear Park and a new riverside walk
- Pedestrian route improvements
- Development will take account of the needs of pedestrians and cyclists
- Management of car parking
- Traffic management and road safety improvements to existing routes

Implementation

There is a need for both public sector and private sector investment if the development proposals identified in this Area Action Plan are to be delivered. The Area Action Plan sets out the planning framework to give certainty to investors about the types of proposals that would be permitted and when they are considered likely to come forward.

Options Not Being Taken Forward

A number of options have been considered which are not being taken forward. These options include both those put forward by the Borough Council for consideration at Issues and Options Stage and those put forward by others in response to the Issues and Options. The Options not being taken forward are listed, together with the reasons why they are not being progressed.

DELIVERY OF THE PREFERRED OPTION (Part Three)

1.17 This part of the Area Action Plan highlights the key proposals and interventions that are being put forward over the next 15 years in order to achieve the Vision for the area. It details the phasing of the proposals, how it is anticipated that the proposals will be funded and delivered, and by whom, and how the implementation of the plan's policies and proposals will be monitored.

NEXT STEPS (Part Four)

1.18 This section of the document outlines what happens now that the Area Action Plan has reached the Preferred Options stage of its preparation. It details the consultation arrangements that the Council has put in place to ensure that as many people as possible are able to see and comment on the plan and the role of the sustainability appraisal in ensuring that the environmental, social and economic impacts of the policies and proposals of the plan are taken into account. It also sets out how people can comment on the Preferred Option policies and proposals, what will happen to the comments people make and their influence on the next stage of the plan's preparation when it is finalised for submission to the Secretary of State for approval.

2 Part 1: The Context and Vision

Introduction

2.1 In April 2004, the Council decided to prepare plans to guide housing market renewal in Padiham. These were to follow the format that had been used to prepare plans, called Neighbourhood Action Plans, for three other housing market renewal areas in the borough. In order to oversee and advise on the development of this Plan, and its public consultation process, a Panel was set up. Members included representatives from local community groups and Padiham Town Council.

2.2 Before significant progress had been made on this plan for Padiham, the Planning and Compulsory Purchase Act 2004 introduced changes to the plan-making system. The Council's statutory planning framework would no longer be the Local Plan but a portfolio of documents, called the Local Development Framework. These would set out how the Council proposes to achieve its vision up to 2021.

2.3 This meant that, although work on drawing up and consulting on options had been undertaken during 2004/05, the whole basis on which the plan was being drawn up had to be reconsidered in order to meet the requirements of the new plan preparation process. In order to meet the new guidelines that had been drawn up, consultation on a plan for Padiham started afresh.

2.4 This Preferred Option Area Action Plan has been drawn up following extensive consultation on an evidence base that was developed throughout 2004/06 and issues and options identified in 2006/07. Public consultation on issues and options took place during July and August 2006 and has been an ongoing process for almost a year. The issues and options themselves were derived from the earlier consultation events that took place during 2005.

The Local Development Framework

2.5 The documents that make up the Local Development Framework will form the statutory planning framework for the borough. They include the Core Strategy which sets out strategic objectives and policies for the whole of the Burnley area and Area Action Plans that are developed at the neighbourhood level.

2.6 The way in which these plans should be prepared is set down in Government guidance (Planning Policy Statement 12: Local Development Frameworks).

2.7 Area Action Plans are plans for areas of major change or areas of conservation and a key feature of them is that they need to focus on implementation. They should:

- deliver planned growth areas
- stimulate regeneration
- protect areas that would be sensitive to change
- focus on the delivery of area-based regeneration initiatives

2.8 In areas of change, Area Action Plans should identify the distribution of uses and their inter-relationships, including site specific allocations, and set the timetable for implementing proposals. In areas of conservation, they should set out policies and proposals for action to preserve or enhance the area, including defining areas where specific conservation measures are proposed and areas which will be subject to specific controls over development.

Why the AAP is needed

2.9 Padiham is both an area of conservation and an area that could see change through the Market Towns Initiative and the Housing Market Renewal (HMR) programme (Elevate East Lancashire). The HMR Pathfinder, introduced in 2003 by the Government's Sustainable Communities Plan, seeks to bring new life to those neighbourhoods in East Lancashire that suffer from housing market decline and other facets of deprivation. The Market Town's Initiative is nearing the end of its life.

2.10 In order to provide the spatial planning framework for re-creating sustainable communities in Padiham, the Council is producing an Area Action Plan for the area as one of its first Development Plan Documents under the new planning system. This will guide investment in the Padiham area and form the basis for determining planning applications and the use of compulsory purchase powers. It will identify areas to be developed for different uses and their inter-relationship, and set out a timetable for the implementation of proposals. It will also set out detailed policies for the conservation of the historic core of the town.

Community Involvement and Sustainability Appraisal

2.11 The Council has involved local people and others with an interest in the area at various stages in the preparation of this Area Action Plan. This has helped to inform the contents of the Preferred Option Area Action Plan which we are now publishing for consultation. The Preferred Option AAP sets out the policies and proposals for the area along with details of the alternatives that have been considered but not taken forward.

2.12 The Area Action Plan must be prepared with a view to contributing to the achievement of sustainable development. It must also comply with a European Directive which requires a formal environmental assessment of all plans that are likely to have significant effects on

the environment (EU Directive 2001/42/EC). Consequently, the Area Action Plan is accompanied by a draft Sustainability Report, which considers the wider environmental, social and economic impacts of its policies and proposals.

2.13 Sustainability Appraisals incorporate the requirements of the EU Strategic Environmental Assessment Directive. Their purpose is to appraise the social, environmental and economic effects of the policies and proposals in a Local Development Document from the outset of their preparation. They should help guide decisions made at every stage of the plan making process. The potential direct, indirect and cumulative impacts of different policy options should be identified and appraised in order to inform decisions about which options should be promoted.

Process for AAP production

2.14 Consultation on this Preferred Option AAP will take place for six weeks between 19th February 2008 and 31st March 2008. The outcome of this will help to inform the final plan that will be submitted to the Secretary of State for approval. This will be the Submission Area Action Plan.

2.15 If there are outstanding objections to the Submission AAP, they may be considered by an independent planning inspector at the public examination. This inspector will then produce a report outlining any changes that the Council must make to the Area Action Plan before it is finally adopted.

The Context and Spatial Strategy

2.16 Padiham is a market town about four miles west of Burnley. It is a settlement which is reasonably self contained in terms of service provision and delivery in that there are schools, a library, medical facilities, shops and numerous employment opportunities in and around the town.

2.17 Its attractive riverside location and historic core afford a unique regeneration opportunity that can help achieve the vision set out in the Sustainable Community Strategy:

2.18 **'to achieve a Burnley we can all be proud of. A Burnley that will become a place with a diverse and united community, a modern economy, a healthy, safe and clean environment and quality services which work together for the good of the public.'**

2.19 The Area Action Plan has an important part to play in directing this regeneration in a way that is sustainable and deliverable.

Spatial Portrait of Padiham

2.20 Padiham is the second largest settlement in the borough, close to its boundaries with Hyndburn and the Ribble Valley. The AAP area covers 102 hectares (252 acres) and includes 2,613 properties. Padiham is one of a number of settlements that lie along the valley of the River Calder. Its historic core, situated on a hill above a bend in the river, is a Conservation Area, which retains much of the character of a pre-industrial market town.

The town serves as a local service centre for a wide rural hinterland, including the nearby towns and smaller settlements of Hapton, Read, Simonstone, Higham and Sabden. The central area is characterised by a linear retail centre along a busy road with a mix of other uses, including residential and employment, adjacent.

2.21 Although Padiham is close to the M65 and is well connected to Burnley by a Quality Bus Route, its links to the wider sub region, particularly by rail, are poor.

2.22 The area's population in 2001 was 7,495 inhabitants, living in 2,598 households, and the age profile was very similar to that of the region. The town's residents are heavily dependent on manufacturing jobs which account for 32.6% of all employment. Although the impact of manufacturing decline has had its greatest, and most disproportionate impact, on the inner areas of Burnley, some neighbourhoods within Padiham have experienced decline with a number now falling in the top 25% of the most deprived nationally. Although unemployment levels are relatively low, economic activity levels and benefit claimants highlight a community with low income levels and low levels of participation in the labour market. This in turn, has had an effect on the housing market which was, until recently, showing signs of increasing instability.

2.23 However, Padiham's natural and built assets afford opportunities to regenerate and further develop its role as a place to live, work and relax. The challenge in doing this is to create a sustainable and locally distinctive living environment that respects and enhances the area's character, history and natural features. It is close to open countryside and the National Trust property of Gawthorpe Hall which attracts around 30,000 visitors a year.

Issues

2.24 The Spatial Portrait of Padiham indicates some of the issues that are facing the area and that the AAP will need to address. In the main, they relate to the town's future development as a historic market town, the need to ameliorate the impact of continued economic restructuring and the loss of manufacturing employment in the town, and a vulnerable housing market in some areas. Issues derived from a series of consultation events in 2005 were the subject of further consultation in July/August 2006. There was general consensus about these with further issues, mainly relating to a lack of leisure/ cultural facilities and anti-social behaviour, identified.

2.25 Key issues for the Area Action Plan are:

- Although there has been some improvement in recent months, Padiham town centre has suffered from under-investment and the more recent withdrawal of Council services from the Town Hall and the closure of the market could exacerbate this.
- Some traditional housing areas have declined giving rise to vacant and poor condition properties. The housing market is fragile with house prices remaining below the average for the north west. However, this area is unlikely to be seen as a priority for funding under the Housing Market Renewal Pathfinder Initiative.
- Absentee landlords do not always vet their tenants and there is a correlation between unregulated private sector rented housing and the level of anti-social behaviour.
- The decline in manufacturing industry has resulted in job losses and vacant and under-used buildings for which new uses need to be found
- Cultural facilities are inadequate for a town of Padiham's size.
- With the exception of the Memorial Park, the environmental quality of local green spaces is generally poor. The former rail line and the river are under-used recreational assets.
- Heavy traffic through the town centre and in some older residential areas creates road safety issues and has a negative impact on local environments.
- Public transport links to the wider area, including to local business parks, are limited
- Pedestrian and cycle access in the area needs to be strengthened, including between the town centre and Gawthorpe Hall.
- Many residents also consider that there are issues relating to parking and the speed of traffic through Padiham.

2.26 The responses to the consultation on issues and options that was undertaken in the summer of 2006 are set out in a separate Consultation Response document that is available as a hard copy or on-line. This also sets out how the Council responded to the comments made and how they have affected the Preferred Option.

Vision

2.27 A successful bid under the Market Towns Initiative was submitted for Padiham in 2001. This initiative recognises that market towns should be local service centres, focal points for public transport, centres for local produce, gateways for tourism and leisure and distinctive places in their own right.

Based on this definition of its function, a Town Centre Strategy was prepared for Padiham. It included the following Vision:

2.28 *“Padiham will be an attractive, prosperous Market Town, which serves the needs of the local community and successfully attracts new residents, businesses and visitors. Padiham Town Centre will provide a variety of good quality shopping, attractions and leisure facilities within an attractive urban environment, to complement the historic charm and character of the town.”*

2.29 It was this Vision that was included in the Issues and Options documents that were the subject of public consultation in July/August 2006.

2.30 Although there was considerable support for this Vision, Government Office North West expressed concerns that the Vision was too general and did not reflect the place that is, and will be, Padiham.

2.31 Further consideration was given to the Vision, including with a number of stakeholders, and the following Vision setting out the aspiration for the area was derived:

2.32 *“The Market Town of Padiham with its quality independent shopping, businesses and produce serves the needs of the local community and the towns and villages within its hinterland. The retention and growth of businesses and enterprise at Shuttleworth Mead and within the historic mill areas has made Padiham a self-sustaining and prosperous place in which to live and work.*

2.33 *The distinctive charm and character of Padiham’s historic buildings, its access to the countryside and the presence of the enhanced River Calder with its tributaries encourage visitors into the town whilst providing a wider setting for Gawthorpe Hall and encouraging visitors and tourism.”*

Objectives

2.34 In order to achieve this Vision, and in response to the current issues that have been identified, objectives have been defined. These provide specific direction to guide the spatial strategy that will underpin the Area Action Plan, and are consistent with the aspirations set out in 'Burnley's Future'.

1. To complement, and be complementary to, regeneration activity in the wider area.

2.35 It is important that the regeneration of Padiham does not have an adverse impact on the regeneration of other areas. This means, for example, that proposals to increase its attractiveness as a service centre should reflect its current size and status. In terms of housing market renewal and new housing proposals, there is a need to ensure that what is proposed in Padiham, does not undermine efforts to strengthen the housing market elsewhere in the borough by, for example, encouraging significant new housing development in the area.

2. To revitalise the housing market

2.36 This is a key priority for Burnley's Housing Strategy 2006 - 2009. Padiham falls within an area covered by the Housing Market Renewal Pathfinder - Elevate. The aim of this programme is to regenerate neighbourhoods that are suffering from low housing demand, negative equity and housing market collapse. Activities may include a whole range of measures to improve the condition of properties and neighbourhoods and to tackle issues such as crime and anti-social behaviour.

3. To encourage a well-integrated mix of decent homes of different types and tenures to support a wide range of households that will help to create a buoyant housing market

2.37 National planning policy (PPS3) indicates that plans should help deliver a mix of housing to support a wide variety of households in all areas and to improve choice. Creating a wider and more balanced range of housing is a key aim of 'Burnley's Future', the community strategy. Increasing the choice of housing, especially in areas such as Padiham which has a significant number of small Victorian terraced houses, is a vital part of the strategy to restructure the borough's housing market.

4. To create a safe, secure, welcoming and healthy local environment for all

2.38 The treatment of that part of the environment to which the public have free access - the public realm - is key to achieving this objective. Areas that are unobserved, poorly lit, neglected or dominated by the car can feel threatening and affect the public perception of an area. Good design can help to create places that encourage positive social interaction and which feel welcoming and safe.

5. To develop sustainable neighbourhoods that will support basic amenities and services

2.39 In order to support the Government's Sustainable Communities agenda, by helping to sustain local amenities and services.

6. To ensure the development and re-use of buildings that can meet different needs over time, and that minimise the use of resources

2.40 This will be key to trying to ensure that development is more sustainable. Sustainable development is the core principle underpinning planning. At its heart is the need to ensure a better quality of life for everyone, now and for future generations. The principles of sustainable development have been incorporated in the Government's vision for sustainable communities, set out in 'Sustainable Communities - Building for the Future'.

7. To secure development that meets the principles of good urban design and that helps to create a sense of place whilst protecting and enhancing the historic heritage and character of Padiham

2.41 Good design should enhance and protect local distinctiveness. The Padiham Heritage Appraisal provides an assessment of the elements that give the area its distinctive character and identifies opportunities to retain or enhance this local character.

8. To promote good public transport and other transport infrastructure to improve links to Padiham town centre and other employment opportunities.

2.42 Padiham's hinterland is largely rural and does not have the high levels of accessibility found in more densely populated areas. However, levels of car ownership are relatively low. In order to achieve more sustainable travel patterns and to create more socially inclusive communities, there needs to be better public and community transport links between neighbourhoods, services and job opportunities, etc.

9. To foster economic growth within a more diverse and modern local economy and improve access to employment opportunities

2.43 The Regional Spatial Strategy provides the regional context for employment growth. This is reflected in the 'saved' Local Plan. The Sustainable Community Strategy indicates that by 2017, the local economy will have seen an increase in the number of skilled knowledge-based jobs available for local people, in both manufacturing and services. At the same time, local training opportunities will also have created new career pathways for local people to improve their earning capacity.

10. To encourage the provision of a choice of local shops and services within easy reach of communities

2.44 As a market town, Padiham plays a key role in providing for the needs of the town itself and its large rural hinterland. Improved public transport links with surrounding settlements and other towns is vital if this role is to be sustained. The Area Action Plan can help to support and continue the regeneration undertaken through the Market Towns Initiative.

11. To promote healthy lifestyles through the development of opportunities for leisure, recreation and sport

2.45 The Area Action Plan can support the Sustainable Community Plan's priority of improving health by improving access to high quality parks and other green spaces and recreation facilities and by locating homes, jobs and services where they will encourage journeys by walking and cycling.

12. To exploit the regeneration and recreation potential of the River Calder and Gawthorpe Hall

2.46 The River Calder flows through the heart of Padiham, linking it with open countryside and the National Trust property of Gawthorpe Hall. Gawthorpe Hall is a key attraction in the local area with around 30,000 visitors per year. However, physical linkages between the town centre and Gawthorpe Hall are currently poor, including along the river, and Padiham does not really benefit from the potential wider economic impact of tourism, which should result from its proximity to a National Trust property.

13. To protect and enhance the natural environment, biodiversity and habitats

2.47 The River Calder and former rail line are both important wildlife corridors running through the area and there is significant scope to maintain and enhance these biodiversity assets. This can help to deliver Lancashire's Biodiversity Action Plan.

14. To promote a diverse, vibrant and creative local culture encouraging pride and community cohesion and to seek community involvement in planning the future of neighbourhoods and in their management

2.48 It is an aim of the Community Plan that a programme of creative and cultural activity should be developed in line with the Cultural Strategy. Meaningful community participation is an important aspect of this. There should be a partnership approach to community engagement, including the involvement of people in the regeneration and improvement of their neighbourhoods through the Area Action Plan.

Relationship with other Plans and Programmes

2.49 The Area Action Plan for Padiham is not being prepared in a vacuum. It has been drawn up in the context of other plans and programmes and it provides a spatial dimension for other plans and strategies. The following paragraphs set these out, dealing firstly with the national context, then the regional and sub-regional and finally, the local plans and strategies.

National

2.50 The Area Action Plan for Padiham has been prepared in the context of national planning guidance as set out in **Government Planning Policy Statements** and **Guidance** (PPSs and PPGs).

2.51 **'The Communities Plan: Sustainable Communities: Building for the Future'** was produced by the Office of the Deputy Prime Minister in 2003. It is a national, long-term programme of action to deliver sustainable communities by, for example, tackling issues of

low housing demand and improving the quality of public spaces. It aims to focus the activities of all levels of Government and other key stakeholders to bring about development that meets economic, social and environmental needs, now and in the future.

2.52 In the North West, the Plan highlights the mismatch between housing supply and housing demand as one of the key issues with some areas suffering from housing in poor condition, low demand and housing market failure. It identifies four Housing Market Renewal Pathfinder areas where resources are to be focused on restructuring the urban fabric and creating sustainable living and working environments. One of the Pathfinder areas in the north west is East Lancashire - Elevate.

2.53 Building on the Communities Plan, the development agencies for the North East, Yorkshire and the Humber and the North West have published an economic growth strategy for the north of England - '**The Northern Way Growth Strategy**'. It aims to exploit the north of England's particular strengths, such as its outstanding countryside and its unique heritage. Creating sustainable communities is one of the key elements in this strategy. The Northern Way Growth Strategy sets out how the North can unlock the potential for faster economic growth and bridge the £29 billion output gap with the southern part of the UK. As success will depend on whether the North is seen as a desirable place to live and invest, a more responsive housing market is viewed as an essential component of this Growth Strategy. Each of the City Regions in the Northern Way has produced a development programme. Padiham is located in the Central Lancashire City Region.

2.54 Funding has been secured from the North West Development Agency to support the regeneration of Padiham and its hinterland under the Market Towns Initiative programme.

Regional

2.55 The AAP must be in general conformity with the **Regional Spatial Strategy for the North West** which was issued by the Secretary of State in March 2003 (formerly called Regional Planning Guidance). Its overriding aim is to promote sustainable patterns of spatial development and physical change.

2.56 East Lancashire, including Padiham, is defined as a Regeneration Priority Area within which there is seen to be a need for development and redevelopment to ensure physical enhancement, regeneration and gradual restructuring. A wide range of complementary services should be encouraged in order to meet the needs of residents with an emphasis on enhancing the area's overall attractiveness and quality of life (Policy SD3).

2.57 The importance of protecting and enhancing the built heritage is stressed (Policy ER3) along with the opportunity afforded by the quality and distinctiveness of traditional buildings to promote conservation - led regeneration. In particular, the Regional Spatial Strategy indicates that strategies should exploit the regeneration potential of the Pennine mill town heritage that exists in East Lancashire. (Policy ER4)

2.58 The Regional Spatial Strategy is currently being updated to cover the period up to 2021 and it is anticipated that the Secretary of State will publish the final North West Plan in early 2008.

2.59 The strategic housing issues facing the region, including that of low demand in East Lancashire, are set out in the **Regional Housing Strategy** (2005). This highlights the need to address the housing market imbalance caused by the wrong number or the wrong types of housing being available to meet the needs and aspirations of current and future communities.

2.60 The **Regional Economic Strategy** (2006 – 2009) provides a regional framework for economic development, skills and regeneration in order to ensure that activity in the region is clearly focused. Creating the conditions for sustainable growth by investing in the region's environment and infrastructure and by improving the quality of life is a priority. This includes setting housing market renewal in strong economic context.

Sub Regional

2.61 The **Joint Lancashire Structure Plan** 2001 – 2016 was adopted in March 2005. This seeks to direct development on to previously developed sites within the urban area. It identifies Padiham as a market town within the East Lancashire sub-region. The policies in this plan will be 'saved' for a period of three years unless the revisions to the Regional Spatial Strategy are published.

2.62 The **Local Transport Plan for Lancashire (LTP)** 2006 – 2010 sets out policies and proposals to deliver transport improvements in the county. Good accessibility is a key aim of the Plan as it makes a vital contribution towards the creation of sustainable communities. Its priorities for Burnley are improving public safety, pedestrian accessibility, public transport services and access to local employment uses. These were, in part, informed by early work on the Area Action Plans.

2.63 In particular, the LTP highlights the opportunity to create a linear park and cycle way along the former rail line between Rose Grove and Padiham.

2.64 '**Ambition Lancashire**' is the Community Strategy for Lancashire. Its vision is that, by 2025, Lancashire will be an area of outstanding opportunity, combining a world class economy with a breathtaking environment and exceptional communities, Lancashire's towns, cities and rural areas will maintain their separate identities but their inter-dependence will be strengthened through strong economic, social and environmental connections. The Padiham Area Action Plan has been prepared in the broad sub-regional context provided by 'Ambition Lancashire'.

2.65 The economic focus for the sub-region is set out in the **Central Lancashire City Region Development Programme - the City with Room to Breathe**. This provides the strategic focus for driving up productivity in the City Region in line with the Northern Way Growth Strategy. An important part of its strategy is to support economic development through the transformation of the housing market.

2.66 The Development Programme emphasises the opportunities afforded by the City Region's compact urban settlements which allow a high level of interaction between countryside and towns. The importance of market towns as service centres is recognised along with the essential part that they play in the economy of Central Lancashire.

2.67 It is therefore important that the strategy for the Area Action Plan for Padiham builds on its role as a market town and helps to deliver other aspects of the above strategies and programmes. The Plan should be based on the need to strengthen the local economy and improve the housing market whilst at the same time conserving its critical assets such as its built heritage. Solutions to housing renewal should be tailored to local circumstances, and should involve the local community in deciding the best approach. The towns of Lancashire possess a varied and distinctive character and new development should respect this historic character in order to maintain local distinctiveness. It is for this reason that the **Padiham Heritage Appraisal** will inform the Area Action Plan.

2.68 Padiham is identified as an area within which a housing market intervention may be required under the Government's Housing Market Renewal pathfinder initiative. **Elevate East Lancashire** is charged with tackling the problem of low demand housing and housing market collapse in East Lancashire. A major part of this programme is to focus on improving the quality and variety of housing stock but it is recognised that sustainable neighbourhoods and a healthy housing market cannot be achieved through housing renewal alone. In order to make East Lancashire a place where people choose to live, work, visit and relax, there needs to be a focus on improving economic prosperity, the environment, community safety, social cohesion, educational attainment and health as well.

Local

2.69 **The Sustainable Community Strategy, 'Burnley's Future'**, provides a strategic framework for the Borough, setting out the Local Strategic Partnership's priorities up to 2017. The Area Action Plan must have regard to this as it can help deal with some of the issues that are important to the local community and set the spatial framework for proposals to address these issues. 'Burnley's Future' identifies 3 priorities:

- *Prosperity* - securing the Borough's economic future;
- *Places* - making sure the whole Borough is clean, green and safe; and
- *People* - creating opportunities and sustaining ambition

2.70 For each of these, three - year delivery pledges and ten - year transformational projects are identified.

Prosperity

2.71 This is to be achieved through promoting entrepreneurship, supporting advanced manufacturing, equipping the borough's workers with the right skills, improving its image and retail environments and improving connectivity. The Padiham AAP has a role to play in delivering this by reflecting milestones in the Padiham Market Town Action Plan and through the introduction of infrastructure improvements for tourism.

Places

2.72 The strategy is to continue to develop the housing market renewal programme to restructure the housing market but at the same time focus efforts on transforming those areas most affected by anti-social behaviour, drug abuse and environmental crimes, such as fly tipping. The Area Action Plan can help to implement this in a sustainable and coordinated way.

People

2.73 In supporting local people, the Partnership aims to increase the number of people involved in transforming their neighbourhoods. This can be done at a very early stage in the planning process through the development of the Area Action Plan.

2.74 At the local level, the Area Action Plan must fit with the borough-wide policies contained in the **Burnley Local Plan** which have been 'saved' until April 2009 but will eventually be replaced by the new Core Strategy.

The exception to this is in respect of those Local Plan policies that relate specifically to Padiham town centre itself. These policies will be reassessed in the light of the results of consultation on the issues and options and may not all be incorporated in the preferred options carried forward.

2.75 **The Market Towns Initiative** was outlined in the Rural White Paper as a new regional programme to encourage the regeneration of market towns. A successful bid was submitted for Padiham in 2001. The initiative recognises that market towns should be local service centres, focal points for public transport, centres for local produce, gateways for tourism and leisure and distinctive places in their own right.

2.76 The Council itself has produced a number of strategies that need to be taken into account. The Area Action Plan has an important role to play in implementing the **Housing Strategy 2006 - 2009**. This identifies three key housing priorities:

1. Regenerate neighbourhoods and revitalise the housing market;
2. Enable a range of affordable housing options to meet need; and
3. Promote independence and support for vulnerable people.

2.77 It indicates that the rejuvenation of the housing market needs to be addressed in the wider context of neighbourhood renewal and the economic and social regeneration of the borough. This in turn is tied into the wider strategic consideration of East Lancashire. Work undertaken by consultants, Livesey - Wilson and Elevate ('Dreaming of Pennine Lancashire' - June 2005) looked at ways of changing the image of East Lancashire and set housing market renewal in a 'transformational agenda' that included improving infrastructure, skills, education and health, diversifying the economy and celebrating the character and heritage of the area.

2.78 The Greenspace Strategy has developed local standards for open space provision that will inform the content of this Area Action Plan. It identifies those parts of the borough where there are deficiencies and surpluses of green space and provides a framework for future decisions in terms of green space provision. Recommendation PG8 supports the development of the Padiham Linear Park to improve access to the Memorial Park, including from residential areas where there are identified deficiencies of amenity and play space, and to investigate sources of external funding to improve both the Memorial Park and the Linear Park.

2.79 It highlights a deficiency in amenity green space and children's play provision in the Victoria Road area although there is a surplus to the west of the rail line.

2.80 Other strategies relevant to the preparation of this Area Action Plan are:

- Economic Development Strategy
- Neighbourhood Renewal Strategy
- Tourism Strategy 2006 - 2016
- Cultural Strategy 2003 - 2008
- Arts Strategy 2005
- Sport and Physical Activity Strategy for Burnley
- Burnley Crime and Disorder Reduction Strategy 2005 - 2008

2.81 along with the emerging Housing Market Assessment and Wildlife and Habitat Survey.

2.82 As the AAP is a spatial plan, it will also need to take account of the aspirations and plans of the health trusts, the police, fire and ambulance services and those of other service providers such as Lancashire County Council and the Post Office.

Interrelationship with other Development Plan Documents

2.83 The Padiham Area Action Plan is one of five Area Action Plans that are being prepared concurrently. All are set in the context of the Regional Spatial Strategy, the Joint Lancashire Structure Plan and the 'saved' policies of the Burnley Local Plan which currently form the statutory Development Plan for the borough. The 'saved' Local Plan will eventually be replaced by the Local Development Framework, including a Core Strategy, which will set out the strategic spatial framework for the borough.

2.84 The Area Action Plan itself will also form part of the Local Development Framework. It is being prepared in advance of the Core Strategy because there is an urgent need to guide the development and regeneration activity that is already under way as part of the housing market renewal initiative.

2.85 Although the Regional Spatial Strategy is a spatial plan, the Burnley Local Plan is essentially a land use plan. It has therefore been necessary to set the AAP not only in the context of the Regional Spatial Strategy, Structure Plan and the Local Plan, but also with regard to the spatial dimension provided by other strategies and plans that are not Development Plan Documents e.g. Burnley's Sustainable Community Strategy, 'Burnley's Future' and the community plan for Lancashire, 'Ambition Lancashire'.

2.86 The Area Action Plan must conform to the Regional Spatial Strategy and will also have to be in conformity with the Core Strategy.

2.87 Although it does not share any common boundaries with the other Area Action Plans, there are a number of significant linkages with these. The most notable is perhaps that related to housing market renewal and funding. Burnley is allocated housing market renewal funding through Elevate and it is necessary to prioritise spending across all eligible areas in the borough in order to ensure that it is targeted to those areas in greatest need. This can only be done in a comprehensive way if all areas are considered together. The proposals for Padiham have been brought forward in the light of the needs and priority for action not only in Padiham but also in the other areas covered by Area Action Plans.

2.88 Housing land allocations in the context of the borough's overall housing land requirement is also a critical inter-relationship. Again, it is necessary to balance these across the AAP areas in order to ensure that need and opportunity are balanced in a more strategic way.

Development of the Area Action Plan So Far

2.89 Within the borough, housing market renewal funding is targeted to two separate Intervention Areas – a large area centred on Burnley and another at Padiham. These Intervention Areas are considered to have evidence of low housing market demand and symptoms of decline including empty and abandoned properties alongside falling or stagnant house prices.

2.90 Initially, and on the basis of need at the time, the Council focused housing market renewal activity within the Burnley Intervention Area in three areas - Daneshouse, Duke Bar and Stoneyholme, Burnley Wood and South West Burnley.

2.91 By 2004/2005, it was decided to bring forward two further areas covering Padiham and Piccadilly/Trafalgar for inclusion in the Housing Market Renewal programme. Padiham was included as it was a separate Intervention Area and Elevate wished to see plans for each individual Intervention Area early in the programme. Statistically, based on the levels of private renting and vacant properties, Padiham was comparable with other housing market renewal areas. Work on preparing the Area Action Plan started in April 2004. This would provide the basis for bids to Elevate for housing market renewal funding and could complement funding secured through the Market Towns Initiative.

2.92 However, as this plan had not been produced in accordance with the changes to the planning system introduced in the Planning and Compulsory Purchase Act 2004, work started afresh on the development of an Area Action Plan. This was informed by the work already undertaken in the area. The process for producing it follows the guidance set out in Planning Policy Statement 12 (PPS12): Local Development Frameworks which indicates that the following stages should be followed in preparing an Area Action Plan:

1. Evidence gathering
2. Preparation of issues and alternative options in consultation
3. Public participation on Preferred Options
4. Representation on Preferred Options
5. Preparation of Submission Area Action Plan
6. Submission of the Area Action Plan to the Secretary of State

1. Evidence Gathering

2.93 A considerable amount of information had been collected before work started on this Area Action Plan in order to justify its inclusion as a Round 2 area in the Housing Market Renewal programme and through early work on the Market Towns Initiative. This was used as the basis for developing the early proposals for Padiham. By the end of 2004, three options had been developed, based on this evidence base and consultation with local

communities including work with residents groups, schools, the Padiham Panel, area workers, local agencies and Citizens' Panels. At the same time, work started on a Heritage Appraisal of Padiham in order to guide regeneration activity and set out a strategy for its conservation.

2.94 Extensive local consultation on these early options took place in January – March 2005 and comments received were analysed to produce a draft preferred option which was circulated, in a booklet form, for comment to all households in the area in July 2005. This draft preferred option formed the basis of the Padiham element of the Elevate Scheme Update. However, as there was only one option at this stage, further engagement was required in order to develop further options as part of the 'Issues and Options' stage for this Area Action Plan.

2. Preparation of Issues and Alternative options in Consultation

2.95 Consultation on issues and options started during the summer of 2006. This was preceded by a community training event to raise awareness of the Area Action Plan process and to explain the new planning system. North West Planning Aid provided assistance with this. In order to engage as widely as possible, initial thoughts about issues and alternative options were summarised in a booklet that was sent to all households and on an interactive website. It was made clear that the purpose of this consultation was to stimulate further debate about the issues to be addressed by the AAP and the options for dealing with them.

2.96 Although there was generally a good response to the consultation undertaken, with new issues and options being suggested, it was felt that the views of businesses and retailers were under-represented. A business survey was therefore undertaken in March 2007 in order to supplement the information received earlier and this was used to further develop options. More detailed information about consultation is set out in a separate Consultation Report setting out consultation responses and how they have informed the Preferred Option. This was made available on the Council's website and hard copies were available on request.

2.97 All options have been subject to Sustainability Appraisal and this has been used to inform the decision about which options to progress. The Council has published the appraisal of all options along with a summary of consultation responses received.

Criteria for Options Evaluation - strategic fit, sustainability appraisal, deliverability

2.98 Although the Sustainability Appraisal has been important in determining the Preferred Option, this decision has also taken into account other considerations. All of the options considered have been assessed against the following criteria:

2.99 1. Sustainability Appraisal

2.100 This is an iterative process that has guided the choice of option through the consideration of social, economic and environmental impacts and the identification of measures necessary to mitigate any negative effects.

2. Fit with Strategic Planning Policies

2.101 Each option has been assessed in terms of its consistency with national planning policy guidance, the Regional Spatial Strategy and the Joint Lancashire Structure Plan. Its acceptability in relation to 'saved' policies in the Local Plan which will not be superseded by the Area Action Plan has also been considered.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

2.102 It is important that the Area Action Plan for Padiham reflects the priorities set out in Burnley's and Lancashire's Sustainable Community Strategies. This is one of the 'Tests of Soundness' that the plan will have to meet.

4. Relationship with other Plans and Programmes

2.103 Each option has been assessed in terms of its consistency with other plans and programmes including the strategy of Elevate East Lancashire, and Burnley Council's strategies such as the Economic Development Strategy, Housing Strategy, and Open Spaces and Play Strategies.

5. Contribution to the Vision for Padiham

2.104 The relative merits of each option have been considered in relation to the Vision set out in Part 1 of this report.

6. Community and Other Stakeholder Support

2.105 Community support has been assessed following extensive consultation on options during 2006/07, and engagement on the earlier options drawn up for Padiham.

7. Value for Money and Deliverability

2.106 It is important that the Preferred Option can be delivered and that it offers the most appropriate way forward in terms of cost and impact, especially in terms of funding through the Housing Market Renewal Initiative which has many competing claims on it. Further discussions have taken place with partners and others in order to assess deliverability.

8. Padiham Heritage Appraisal

2.107 The importance of Padiham's heritage as a basis for its regeneration is widely recognised. In order to ensure that regeneration proposals are informed by an understanding of its historic environment, a Heritage Appraisal of the town has been undertaken. This identifies those elements that contribute to the quality and local distinctiveness of Padiham and also suggests opportunities to retain and enhance this character.

2.108 The full version of the Options Evaluation is set out in Appendix 1.

3 Part 2: The Preferred Option Policies and Proposals

3.1 Consultation on options put forward during 2006 indicated that, although there were concerns about a number of issues, none of these was considered to merit major change to the area as a whole. This was borne out in subsequent discussions with funding partners and others with an interest in the area.

3.2 The assessment of the options considered so far in Part 1 of this report indicates that the preferred way forward for Padiham is to introduce areas of change but within a framework that protects and enhances the heritage of the town. It was considered that this offered the greatest and most sustainable opportunity to deliver the Vision for the area in line with national, regional and local planning guidance and the community strategy, 'Burnley's Future'.

3.3 The policies and proposals set out in this section provide a planning framework to deliver change in a way that respects and enhances the historic character of the town. The sites that have been identified for development and the more general policies to guide development and other interventions have evolved from the long and ongoing process of public and other stakeholder engagement that started in 2004.

Population, Housing and Local Neighbourhoods

Introduction

3.4 The existing housing market in Padiham is somewhat unbalanced, with a high proportion of smaller terraced properties. This has resulted in some areas experiencing problems of low demand and the inclusion of this part of Padiham as an Intervention Area in the Elevate Housing Market Renewal Pathfinder. However, this is less pronounced than in some of the other Housing Market Renewal areas in Burnley.

3.5 There are also issues relating to the quality of the existing stock and identified shortages of accommodation for single and retired people. Improvements to some of the existing stock, together with new housing and mixed use developments, which make the best use of previously developed land, will help to build a more sustainable and balanced community. The following policies and proposals aim to create this.

Policies and Proposals

3.6 This section includes the Council's spatial policies and proposals for housing and local neighbourhoods in Padiham. Each policy is numbered (PAD H1, PAD H2, PAD TAI1, etc.) and is followed by any specific spatial proposals (numbered PAD H1/1, PAD H1/2, etc.) which are also shown on the Proposals Map, and a reasoned justification. The reasoned justification explains why the Council has included a particular policy in the Area Action Plan.

New Housing Development

1

Policy PAD H1: NEW HOUSING DEVELOPMENT

The Area Action Plan makes provision for 132 houses in the period 2006 - 2021. These will be developed on the following sites shown on the Proposals Map:

Proposal PAD H1/1 - Land at Ightenhill Street/Mytton Street

Site Area: 0.38ha. No of New Units: 19

Land currently under - used and used for car parking will be developed for new housing. The development of this site for housing will not only bring back into use under - used land, but it will also help to improve the connection of the housing area at Lawrence Street/ Ingham Street (see Proposal PAD TAI1/1) with the town centre and other areas of housing. New development will be based on the principles of sustainable design and will be sensitive to the historic character and setting of the adjacent conservation area. Given its central location and an identified housing need in Padiham, this development should provide accommodation for single person households.

Consideration will also be given to the inclusion, in any proposals for this site, of traffic management measures linked to Proposal PAD SIT5/2 - Moor Lane/Ightenhill Street/ Grove Lane (see Sustainable and Inclusive Transport).

This proposal is dependent upon the provision of suitable replacement public car parking for the town centre. See Proposal PAD MU1/1 - Wyre Street/ Lune Street.

This site is likely to come forward in the medium term (2011 - 2016)

(Delivery: private sector with possible Section 106 contribution towards highway improvements)

Proposal PAD H1/2 - Perseverance Mill (Albion Mill)

Site Area: 1.18ha. No of New Units: 59

The former Albion Mill, now known as Perseverance Mill, site will be developed for housing. Its continued use for employment purposes is constrained by the immediate road network and housing would be more appropriate. The site is located within an area of predominantly small terraced housing and it affords the opportunity to broaden the mix of dwellings in this locality. In particular, the provision of smaller one - bedroomed properties and larger three/four bedroomed properties will be encouraged.

However, it falls within a Flood Risk Area (level 3) and there need to be exceptional reasons to justify its development for housing. The suitability of using this site for housing has been assessed using the 'Exception Test' set out in PPS25 (see PPS25 Assessment of Housing Sites in Padiham). Development on this site should look at opportunities to incorporate sustainable drainage systems and any proposal for development would need to be accompanied by a Flood Risk Assessment. Furthermore, the Environment Agency would require that Green Brook is removed from culvert.

This site could come forward in the short term (by 2011)

(Delivery: private sector with Section 106 contributions towards affordable housing, public open space (improvements to the Dorset Avenue playground - PAD CS5/16) and gateway enhancements linked to the Linear Park)

Proposal PAD H1/3 - Jubilee Mill Engine House

Site Area: 0.07ha. No of New Units: 4

The conversion of the Grade II listed Jubilee Mill engine house for residential use would be acceptable provided that proposals are sensitive to the historic character of the building. The engine house is all that remains of Jubilee Mill and it now stands vacant and potentially at risk (see Padiham Heritage Appraisal (p.77))

This site could come forward in the short term (by 2011)

(Delivery: private sector)

3.7 Residential development also forms part of the mixed use development proposal **PAD MU1/1 - Wyre Street/ Lune Street**. It is envisaged that up to 60 dwellings could be provided on this site (see Economy and Work) .

3.8 In addition, there are a number of sites in the area with planning permission for housing:

APP/2004/1143 - Queen Street

4 dwellings

APP/2005/0543 - Land off Park View

10 dwellings

APP/2006/0315 - Land off Stockbridge Road

9 apartments

APP/2006/0320 - Land off Stockbridge Road

6 apartments

3.9 All of the residential development proposed in this plan would use previously developed land.

3.10 Additional sites, not identified under Policy PAD/H1, may come forward within the plan period. These will be assessed against the policies in this Area Action Plan and other relevant policies in the Local Development Framework.

Justification

3.11 Although Padiham is not experiencing same levels of housing market failure as other parts of the borough within the Intervention Area, there is nevertheless a predominance of two/three bedroomed terraced property. In order to meet the objectives of revitalising the local housing market and encouraging a wider choice of housing, a greater mix of housing needs to be provided through new housing development. However, the needs of Padiham must be balanced against the needs of other parts of the borough and it is important that new housing does not simply lead to an increased level of vacancy in the existing stock. For this reason, the amount of housing land identified is relatively small but this will be monitored over time and, if the number of vacant properties in the borough decreases, the amount of land to be released for new housing could be increased.

3.12 Housing design will be expected to incorporate sustainable design principles, including measures to maximise energy efficiency and water conservation. Consideration should also be given to designing out crime and creating safer environments by, for example, increasing opportunities for natural surveillance.

Targeted Area Initiatives

2

Policy PAD TAI1: TARGETED AREA INITIATIVES

Action will be taken to improve living conditions and prevent further decline in existing neighbourhoods where social and environmental problems have been identified.

This will draw together existing initiatives into a coordinated package of interventions, or 'toolkit', to address specific problems.

Proposal PAD TAI1/1 - Lawrence Street/Ingham Street

This area, identified on the Proposals Map, is the focus for this intervention in Padiham. The 'Toolkit' of measures that could be brought together to address issues in this area will include:

- **partnership work with an approved Registered Social Landlord to acquire vacant, or poorly managed, properties in order to bring them under effective management**
- **provision of advice to home owners about energy efficiency measures and grant availability to encourage sustainable maintenance and improvement of properties**
- **tackling, as a matter of priority, any environmental and anti-social problems, such as fly - tipping and noise nuisance, which arise**

Actions will be undertaken in the short term (by 2011) and will be monitored. If necessary, the programme will continue over the medium term (i.e. up to 2016).

(Delivery: Burnley Borough Council in partnership with a Registered Social Landlord)

Justification

3.13 In response to consultations, many residents have commented that action is needed to tackle social and environmental issues such as antisocial behaviour, dirty back yards, fly tipping, long term vacant and/or abandoned properties, crime, nuisance neighbours, drugs and alcohol misuse. Many of these issues are already being addressed through a range of existing initiatives and it is envisaged that the 'Targeted Area Initiative' toolkit would make use of existing initiatives to provide a flexible, coordinated and strategic approach to tackle social and environmental problems that have an adverse effect on people's daily lives.

3.14 Initiatives within the toolkit could be used individually, or put together, to help make a neighbourhood a more desirable location and a more attractive place to live. Not only will this help to sustain existing local communities, but it will also help to improve neighbourhoods and meet the objective revitalising the housing market.

Housing Mix

3

Policy PAD H2: HOUSING MIX

Across the Plan area, all new housing development should seek to address the current imbalance in the property market caused by the predominance of two - bedroomed terraced houses. This will apply equally to the market and affordable elements of residential development and must be applied as far as practicable on all sites.

This policy should be read in conjunction with 'saved' Burnley Local Plan Policy H4.

(Delivery: through the planning application process)

Justification

3.15 Within the part of Padiham covered by the Area Action Plan, the majority of the housing stock is two/three bedroomed terraced properties. As stated above, one of the aims of allocating new housing sites, is to ensure a more balanced and mixed community by promoting the development of both larger and smaller dwellings. It is particularly important that more larger housing is built in order to help attract families, who will stay longer in the area and help sustain local facilities and services.

3.16 New development will be expected to achieve a more appropriate mix of housing in Padiham and this mix will apply equally to the affordable housing element. It will be unacceptable for a scheme to meet the mix requirement through the allocation of the smaller units as affordable units.

Tenure Mix

4

Policy PAD H3: TENURE MIX

Across the Plan area, new housing developments over 15 units, should be mixed tenure and include an element of homes for market sale and social rent in the proportion 9:1. New development will be designed to ensure tenure blindness.

This policy should be read in conjunction with 'saved' Burnley Local Plan Policy H5.

(Delivery: through the planning application process)

Justification

3.17 Planning Policy Statement PPS 3: Housing supports mixed tenure development. The integration of social rented dwellings into new housing developments helps to create more balanced communities by discouraging single tenure neighbourhoods.

3.18 The Council's Affordable Housing Statement (April 2006) indicates that affordable housing provision should be 'pepper potted' throughout developments to get a more even spread of tenures and ensure 'tenure blindness'. To be successfully integrated within private schemes, it is important that affordable homes are indistinguishable in terms of style or design quality from private houses for sale.

Economy and Work

Introduction

3.19 Padiham grew rapidly during the Industrial Revolution and this is reflected in the character of the town today with mill buildings built close to long rows of terraced housing. Although these older, industrial areas make a significant contribution to the economy of Padiham, much of the employment in the area is concentrated at the Shuttleworth Mead Business Park, and in the nearby Altham and Simonstone Business Parks. However, the town's economy is disproportionately dominated by manufacturing industry, which employs about twice the national average of local residents.

3.20 The policies and proposals in this section seek to support long term growth and diversification in the local economy. Clearly the town needs to move forwards in terms of diversifying its existing economy and providing more, better paid and higher skilled jobs, which are accessible to local people. A key issue for the town is how to achieve this kind of restructuring whilst retaining at least some of the existing historic urban character of the nineteenth century mills and terraced housing that contribute towards its appeal. At the same

time, however, provision for economic investment and expansion needs to be made in order to provide for future employment opportunities within the town and to maintain a sustainable and mixed pattern of land use.

3.21 It also has to be recognised that the economy is changing and other sectors such as retail, leisure, the arts, culture and tourism have an important role to play in diversifying the economic base.

Policies and Proposals

3.22 This section includes the Council's spatial policies and proposals for economy and work in Padiham. Each policy is numbered (PAD EW1, PAD EW2, PAD MU1, etc.) and is followed by any specific spatial proposals (numbered PAD EW1/1, PAD EW1/2, etc.) which are also shown on the Proposals Map, and a reasoned justification. The reasoned justification explains why the Council has included a particular policy in the Area Action Plan.

Employment Land

5

Policy PAD EW1: EXISTING EMPLOYMENT LAND

Existing employment land will continue to be protected for employment use on the following sites shown on the Proposals Map:

Proposal PAD EW1/1 - Land north of Partridge Hill

Site Area: 0.58 ha.

This site comprises part of a larger area identified in the 'saved' Burnley Local Plan as an Economic Improvement Area (EW6/3). It is largely occupied by the locally listed Grove Mill which is only partially used. Its proximity to the town centre means that it is well-placed to accommodate a variety of employment uses, including those in the service sector.

This site is currently in employment use

(Delivery: funding for improvements would be through the private sector)

Proposal PAD EW1/2 - Land north of Wyre Street

Site Area: 1.13 ha.

This site also forms part of the 'saved' Burnley Local Plan allocation EW6/3 but has been amended to exclude a children's play area and ball court. The site is fully occupied by employment uses with a mix of older and newer industrial buildings. The middle section of the site falls within Flood Zone 3 and this part of the site is currently used as car parking. It is suitable for a mix of employment uses.

This site is currently in employment use

(Delivery: funding for improvements would be through the private sector)

Proposal PAD EW1/3 - The 'Baxi' Site

Site Area: 7.68 ha.

The Baxi site forms the eastern half of Local Plan allocation EW6/3. The main building on the site is a single storey factory although there is a multi-storey office building on Wyre Street. It is currently occupied by the Baxi - Potterton group but the site is due to be vacated early in 2008. A significant part of the site falls within Flood Zone 3 and any redevelopment proposals should consider opportunities to incorporate sustainable drainage.

New development on the site may also provide opportunities to enhance the wildlife corridor and proposed riverside walk to the south.

Although this site represents a significant employment opportunity in the area, access to the site runs adjacent to a residential area. In order to deter heavy goods vehicles from using residential streets consideration will also be given to the inclusion, in any proposals for this site, of traffic management measures linked to Proposal PAD SIT 5/2 - Moor Lane/ Ightenhill Street/ Grove Lane and PAD SIT 5/3 - Sowerby Street/ Wyre Street (see Sustainable and Inclusive Transport). This should include measures to prevent heavy goods vehicles from using residential streets.

This site is currently in employment use

(Delivery: funding for improvements or redevelopment would be through the private sector although assistance may also be sought from the NWDA. Development on this site may also help to fund highway improvements, identified in consultation with Lancashire County Council, through Section 106 contributions).

Proposal PAD EW1/4 - Land north of Green Lane

Site Area: 3.02 ha.

This site is identified within the Economic Improvement Area EW6/4 in the 'saved' Burnley Local Plan. The site area has been amended to exclude an area of land to the south of Green Lane which has now been granted planning permission for housing. It is dominated by the former Riley's factory which has been vacant since a fire in 2005.

The eastern part of the site falls within Flood Zones 2 and 3 and any redevelopment scheme should incorporate sustainable drainage proposals to reduce flood risk and the effects of climate change.

New development may also provide opportunities to enhance the wildlife corridor and proposed linear park to the north.

This site is currently an under - used employment site.

(Delivery: funding for improvements would be through the private sector)

This employment area should be extended to provide a larger development opportunity to include the land to the south west. This is shown on the Proposals Map as **PAD EW 1/4(a): Land adjacent to Padiham Green Church of England School**. This site comprises an area of 0.45 ha.

This site could come forward in the short term

(Delivery: by the private sector)

Within the areas identified above, the Council will permit development that meets the requirements set out in Policy EW6 of the Burnley Local Plan

Justification

3.23 National and regional planning guidance encourages the effective use of existing buildings and infrastructure. However, inadequate access arrangements, buildings in poor condition and a low environmental quality can constrain the attractiveness of many established employment areas to business users. Addressing these problems requires a multi - faceted approach and a major element of this is the identification of areas where investment in buildings, environment and infrastructure will be encouraged.

3.24 The areas identified above are considered to be those in the Plan area with the greatest potential to contribute to the growth and diversification of the borough's economy.

Mixed Use Development

6

Policy PAD MU1: MIXED USE DEVELOPMENT

The Council will permit a mix of uses, including housing, business (B1), general industrial (B2), retail, leisure, car parking and tourism on the following site shown on the Proposals Map:

PAD MU1/1 - Wyre Street/Lune Street

Site Area: 3.1 ha.

The redevelopment of this site will be permitted provided that, where possible, existing mill buildings of interest, as identified in the Padiham Heritage Appraisal, are retained. New development should be sympathetic to the industrial character of the area and the adjacent Conservation Area.

Proposals should include limited public car parking to replace any that is lost as a result of the development of the proposed housing sites on Mytton Street and Ightenhill Street (see Proposal PAD H1/1).

Any development will be expected to take advantage of the site's town centre location and its river frontage.

A Transport Assessment will be required and consideration should also be given to traffic management measures on Sowerby Street/Wyre Street, including the feasibility of introducing a one - way system to prevent heavy goods vehicles using residential streets (see Proposal PAD SIT5/3)

Most of the site falls within Flood Zone 3 and a Flood Risk Assessment should be prepared. This could be included in a development brief which should also be drawn up for this site.

This site comprises a cluster of mill buildings and sheds which was once the industrial heart of Padiham. Most of the site is identified in the Local Plan as part of the larger Economic Improvement Area EW6/3 but the area to the west of Ribble Street is included in the central area of Padiham town centre.

Although the site is close to the town centre, vehicular access is poor and the area is generally under - used. It is shown as an area of local heritage value in the Heritage Appraisal and proposals for its redevelopment should seek to retain existing mill buildings of heritage interest. It is considered suitable for a mix of uses including employment,

retail adjacent to the town centre and some housing. New development on the site may also provide opportunities to enhance the wildlife corridor and proposed riverside walk to the south east.

However, it falls within a Flood Risk Area (level 3) and there need to be exceptional reasons to justify its development . The suitability of redeveloping this site for a mix of uses has been assessed using the 'Exception Test' set out in PPS25 (see PPS25 Assessment of Housing Sites in Padiham). Development on this site should look at opportunities to incorporate sustainable drainage systems and any proposal for development would need to be accompanied by a Flood Risk Assessment.

This site could come forward in the short term (by 2011)

(Delivery: private sector with possible Section 106 contributions towards affordable housing and public open space depending upon the amount of housing proposed.)

Justification

3.25 National and regional planning policy and the adopted Burnley Local Plan encourage mixed use development, particularly in, or next to, town centres and in other areas accessible by means other than the private car. Mixed use need not be limited to the combination of uses on a piece of land, it can also be within a single building with one use on top of another, such as flats above shops, or offices above a restaurant.

3.26 Mixed use may not only lead to reduced travel, it can create diversity and increase vitality in an area. Large areas of employment or retail uses can be vibrant during the day but become dead at night. Conversely, housing estates can be dead during the day, when everyone leaves for work, but come to life again at night when everyone returns home.

3.27 Mixed use will be particularly encouraged within the Borough's housing market renewal areas where the aim is to create revitalised and sustainable communities with a variety of uses and reinvigorated community life.

The Environment and Sustainable Development

Introduction

3.28 Padiham has significant environmental assets with many fine buildings surrounded by accessible, attractive open countryside. The town centre is dominated by attractive buildings, most of which are in good condition. Its hilly core is a Conservation Area which is located above a tree-covered slope on a bend of the River Calder. Church Street, the main road through the town's centre, twists and turns down into Burnley Road. The adjoining roads, which are more organic in their form, provide interesting, irregular street patterns around

which buildings of locally quarried sandstone and welsh blue slate have been constructed. It is this core area, which retains much of Padiham pre industrial market town character. This is documented in the Padiham Heritage Appraisal which also highlights areas, buildings and features that should be retained and enhanced.

3.29 The River Calder, which bisects the area is a green, tree-lined waterway, providing a recreational and wildlife asset in the heart of the urban area. Water quality has improved significantly in recent years and the river now supports a variety of wildlife including salmon, sea trout, otters and water voles as well as common spotted orchids and wild birds such as golden eye and dippers. However, access and views to the river are limited and the town centre largely turns its back on the river. If river frontages could be opened up, the town would benefit from some high quality, semi natural green landscapes. In addition, the river has the potential to link the town centre directly to Gawthorpe Hall and this would assist in forging physical and association based links between the National Trust property and the market town.

3.30 The former Padiham rail line provides another “green route” through the town, linking the countryside to residential areas, the swimming pool, the River Calder and the Memorial Park.

Policies and Proposals

3.31 This section includes the Council's spatial policies and proposals for the environment and sustainable development in Padiham. Each policy is numbered (PAD ENV1, PAD ENV2, etc.) and is followed by any specific spatial proposals (numbered PAD ENV1/1, PAD ENV1/2, etc.) which are also shown on the Proposals Map, and a reasoned justification. The reasoned justification explains why the Council has included a particular policy in the Area Action Plan.

The Built Environment

Sustainable Design

7

Policy PAD ENV1: SUSTAINABLE DESIGN AND CONSTRUCTION

The highest standards of design will be required in all new development.

All new development will be required to:

- a) be designed to adapt to the predicted effects of climate change**
- b) be of appropriate detailing, massing, scale and height to respond to context and key views**
- c) be fully integrated into its surroundings by linking and aligning road, footpath and landscape features, and by reinforcing key townscape and landscape elements. In new developments, streets and routes should link up rather than take the form of cul - de -sac and dead ends**
- d) be designed so that buildings relate to a common building line and are located on the edge of sites to enclose and overlook public streets, car parking and open spaces, thereby creating a strong urban form and active frontages**
- e) comply with 'Secure by Design' standards**
- f) achieve a high degree of sustainable design and construction in line with the Code for Sustainable Homes. Code Level 3 will be sought for residential buildings, rising to Code Level 6 for any planning application approved after 2016.**

New family housing will be encouraged to:

- g) Lifetime Homes Standards**

New non - residential development will be required to:

- h) achieve a high degree of sustainable design and construction in line with the BREEAM standards. 'Very Good' will be sought for non - residential buildings, increasing to 'Excellent' for any planning application approved after 2012.**

(Delivery: Through planning applications and Building Regulations)

Justification

3.32 Good design is a key element in sustainable development and new development will be expected to be of a high quality and inclusive design that contributes to creating a sense of place and is safe and sustainable.

3.33 In response to the threat of climate change, national objectives have been set in order to reduce the UK's carbon dioxide emissions by at least 60% by 2050, with measurable progress towards this target by 2020. In addition, the Government has set out its aim for all new development to be zero carbon by 2016, with a 25% improvement in energy/ carbon performance by 2010. New development in Padiham will be expected to help attain this goal by balancing the overall increased emissions due to the scale of the development with opportunities to reduce carbon emissions through, for example, sustainable design and the provision of renewable energy sources.

3.34 In order to address these issues, a Carbon Reduction Strategy for new development sites will be required to be submitted with any planning application. New development should adapt to unavoidable changes in climate without further increasing emissions with active heating or cooling systems. Much can be achieved through passive measures such as the location, layout, orientation and external design of buildings and landscaping around buildings.

3.35 New development in Padiham offers an opportunity to seek a high level of sustainable design and energy conservation measures in accordance with 'saved' Local Plan policy GP8 and the Code for Sustainable Homes, which also covers minimum standards for water consumption. Other measures, such as energy efficiency are dealt with through Building Regulations.

The Public Realm

8

Policy PAD ENV2: THE PUBLIC REALM

Street furniture, such as benches, litter bins, signposts and railings can have a significant impact on the streetscape. The design, materials and colour of the street furniture within the Padiham Conservation Area and the town as a whole should be sympathetic and reflect local context.

The barley twist lamp posts, which have been reinstated within the Padiham Conservation Area, should be retained as features, as they add local heritage value. Their presence plays a positive role in reinforcing the historic character of the area.

The Council supports the retention and reinstatement of stone setts and York Stone paving as they provide one of the strong environmental characteristics of Padiham. Their use and retention is also an important element in the character of the Padiham Conservation Area.

(Delivery: through the planning application process and promotion)

Justification

3.36 The quality of the of the urban environment which is open to the public contributes to the character and identity of an area and affects the way in which people enjoy an area and move within it. The achievement of a safe and attractive public realm benefits residents, business and visitors alike. The retention and reinstatement of traditional floorscape materials such as stone setts and York Stone paving will help retain the character of the Conservation Area.

3.37 Improvements to the public realm within the Conservation Area should be undertaken sympathetically using high quality materials and finishes.

Padiham Conservation Area

9

Policy PAD ENV3: PADIHAM CONSERVATION AREA

Proposals for development within the Padiham Conservation Area, shown on the Proposals Map, should protect and enhance its historic and architectural quality. The Padiham Heritage Appraisal published by the Council in 2007 details the character and appearance of the built heritage within the Conservation Area.

Applications for new development and/or alterations to buildings within the Padiham Conservation Area must be sympathetic and respect the quality, setting, form, scale, detailing, height, materials and character of the area. New development should retain and reuse traditional street patterns and stone sett surfaces where possible. Significant views in and out of the Conservation Area should also be safeguarded.

Development in, or adjacent to, the Padiham Conservation Area should be in line with policy E12 of the 'saved' Burnley Local Plan. The Council will not give permission for development, which would harm the setting, character or appearance of the Conservation Area.

(Delivery: through the planning application process)

Justification

3.38 The Planning (Listed Building and Conservation Areas) Act of 1990 places a statutory duty on local authorities to designate as Conservation Areas any areas of special architectural, or historic interest, the character or appearance which is desirable to preserve or enhance. It is therefore vital that the Council protect the character of the Padiham Conservation Area. New development should be sympathetic and have regard to the special character and appearance of the area.

3.39 Development adjacent to the Padiham Conservation Area can also affect its character and setting. This too should be sympathetic in terms of its siting, scale, design, materials and quality in order to make a positive contribution to the areas setting and appearance.

10

Possible Extension to the Padiham Conservation Area**Proposal PAD ENV3/1 - INVESTIGATIONS TO BE CARRIED OUT INTO AN EXTENSION OF THE PADIHAM CONSERVATION AREA**

It is proposed that the Council undertake investigations to extend the current Padiham Conservation Area boundary. This small area which has been recommended for further investigation lies to the south of the current boundary at Station Road, extending to the boundary of the River Calder in the west, Padiham Bridge in the south and Clitheroe Street in the east. Investigations must take account of Policy E14 – The Designation And Amendment of Conservation Areas in the 'saved' Burnley Local Plan when considering an amendment to the existing boundary of the Padiham Conservation Area.

(Delivery: through a revision of the Conservation Area boundary under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990)

Justification

3.40 The Council has a duty to safeguard the character of a Conservation Area and may designate new Conservation Areas or make amendments to the boundary of an existing Conservation Area where appropriate.

3.41 The Padiham Heritage Appraisal published by the Council in 2007, has recommended that the current boundary of the Padiham Conservation Area be extended to include a small triangular area to the south of the existing boundary. This would allow attractive historic buildings such as the Padiham Town Hall, the Flying Dutchman on Burnley Road and the former Weavers' Institute on Sowerby Street to be included within the Conservation Area.

Listed Buildings

11

Policy PAD ENV4: LISTED BUILDINGS

Statutorily Listed Buildings should be retained, restored and reused in recognition of their historic, architectural and townscape qualities. However, the Council will not permit proposals, which may adversely affect the character, architectural and or historic interest or setting of a Listed Building.

Alterations, extensions, change of use and development of listed buildings must be in line with policy E10 of the 'saved' Burnley Local Plan.

The Council will make full use of enforcement powers under the Planning and Compulsory Purchase Act 2004 in order to serve Repairs and Urgent Works Notices to prevent wilful neglect.

Consent for the total or substantial demolition of a Listed Building will not be granted other than in the most exceptional circumstances and only when the Council is satisfied that every effort has been made to retain the building in its existing or a viable new use. Demolition of Listed Buildings must comply with Policy E11 of the 'saved' Local Plan and applicants will be expected to provide documentary evidence illustrating the reasons why demolition would be justified.

(Delivery: through the planning application process)

Justification

3.42 Listed Buildings are designated because of their architectural and/or historic interest. They are considered to be of national importance and therefore irreplaceable, and there is a general presumption to preserve them.

3.43 The Padiham Conservation Area is characterised by its pre industrial townscape. Many of its buildings predate 1850 and a substantial number are statutorily listed. Within the Conservation Area boundary there are 16 statutory listings comprising 30 individual buildings. It is these buildings that help to give Padiham its distinctive character and their conservation is vital to the sustainable regeneration of the town.

3.44 The most effective way to secure the future of a Listed Building is to keep it in active use. This may require the sympathetic adaptation or conversion of a building in order to make it economically viable. However, proposals for alterations must be developed with a sound understanding of the building in question.

3.45 Although there is a presumption in favour of preserving a Listed Building, there are very occasionally cases where demolition may be unavoidable. In such instances, the Council will need to be convinced that all reasonable efforts have been made to sustain existing uses or find viable new uses, and that these efforts have failed.

Locally Important Buildings and Features

12

Policy PAD ENV5: LOCALLY IMPORTANT BUILDINGS AND FEATURES

Locally Listed Buildings and buildings/features/areas identified in the Padiham Heritage Appraisal as having local heritage value should, where possible, be retained, restored and reused. There should be a presumption against demolition or removal of heritage features, but the significance of the building and or feature must be balanced against the need to create a well-planned and sustainable neighbourhood.

(Delivery: through the planning application process)

Justification

3.46 Locally Listed Buildings are buildings of local architectural, historic or archaeological interest, which are not subject to the controls that apply to statutory Listed Buildings. They comprise buildings considered for statutory listing and which were given Grade III status along with buildings that have been Locally Listed by resolution of Burnley Borough Council and Unscheduled Ancient Monuments.

3.47 Buildings/features/areas of local heritage value, which have been identified within the Padiham Heritage Appraisal 2007, are considered to be major contributors to the historic character of an area. Some are important landmarks whilst others played a significant role in the development of the town and/or characterise the town's historic built environment. Within the Padiham Conservation Area, there are over 250 Locally Listed Buildings.

3.48 Whilst locally important buildings and features are not statutorily protected, their loss would have a negative impact on local identity and the built environment. Furthermore, features such as date stones, stone setts and street furniture can add to the overall quality and desirability of an area and there should also be a presumption to retain them.

Shop Fronts and Advertisements of Buildings of Heritage Interest

13

Policy PAD ENV6: SHOP FRONTS AND ADVERTISEMENTS ON LISTED BUILDINGS, BUILDINGS OF LOCAL HERITAGE VALUE AND COMMERCIAL PROPERTIES WITHIN THE PADIHAM CONSERVATION AREA

Applications for new shop fronts will only be permitted when they are well designed and sympathetic to the character and setting of the building and/or Conservation Area. Windows and new fascia boards must be sympathetic and in keeping with the building as a whole. Attention should be paid to the size, position, colour, lettering and illumination used.

The reinstatement and reuse of original architectural features such, as fascias, pilasters, corbels, and sash windows, which have a positive effect on the character of the building or area, will be supported.

Security shutters, which are designed to integrate into the design of the shop front and maintain an open appearance, maybe considered. External solid roller shutters will not be permitted, as they will have a negative effect on the street scene and will have an adverse effect on the character and appearance of the Conservation Area.

The Council will not permit the display of signs on a Listed Building, Locally Listed Building, building of local heritage value or within the Padiham Conservation Area, which are in any way harmful to the character and appearance of the building, or area. Where it is accepted that a sign is needed, its size, positioning, design, materials, colour, lettering and illumination should reflect the best traditional practice and the character of the building or area.

(Delivery: through the planning application process)

Justification

3.49 Key elements in the character of the Padiham Conservation area are the commercial properties, which line Burnley Road and Church Street. The design and quality of the shop fronts on these buildings therefore play an important role in the character and setting of the area. Well-designed, sympathetic shop fronts where original decorative features such as pilasters, corbels, sash windows and fascia boards have been retained or reinstated have a positive effect on the character of the Conservation Area. Unfortunately, when original architectural features have either been lost or replaced by unsympathetic and inappropriate ones, they often have a negative impact.

3.50 The use of solid roller shutters which can create a fortress like atmosphere and give a lifeless feel to an area have a negative impact on the street scene and the overall attractiveness of an area. They are considered to be inappropriate to use on historic buildings or within a Conservation Area.

Demolition within the Padiham Conservation Area

14

Policy PAD ENV7: DEMOLITION WITHIN THE PADIHAM CONSERVATION AREA

Consent for the total or substantial demolition of buildings which make a positive contribution to the character and appearance to the Padiham Conservation Area will not be granted other than in very exceptional circumstances.

Policy E13 – Demolition in Conservation Areas of the 'saved' Burnley Local Plan sets the framework for the consideration of applications for demolition in the Padiham Conservation Area.

When an application for clearance within the Padiham Conservation Area is granted the Council will require that the applicant incorporate the following into the new development on the same site:

- a. retaining buildings facades where structurally sound and feasible**
- b. reusing stone, slate and other materials, including ornate stone door and window surrounds**
- c. incorporating the reuse of historic features such as name and date stones into the new development.**

Clearance in areas of archaeological significance may give an opportunity to carry out ground investigations prior to redevelopment. All redevelopment proposals in potentially significant areas require discussion with Lancashire County Archaeology Unit as early as possible.

(Delivery: through the planning application process)

Justification

3.51 The designation of a Conservation Area allows the Council to control the demolition of most buildings within that area. The demolition of unlisted buildings within a Conservation Area can have an adverse effect on the character and appearance of an area, which is recognised for having historic, architectural character or appearance of which is desirable to preserve or enhance. Proposals for demolition will only be permitted in special cases.

Note:

3.52 It is recommended that the Development Control Policies DPD should consider a requirement that applicants applying for demolition within the Padiham Conservation Area must submit and agree detailed plans for redevelopment prior to consent for demolition being given.

Improvements to Existing Housing Areas

15

Policy PAD ENV8: IMPROVEMENTS TO EXISTING HOUSING AREAS

The Council will promote and encourage the facelifting of properties fronting the proposed linear park. These are shown on the Proposals Map

This should come forward in the short/medium term (by 2016)

(Delivery: possible public sector funding and provision of information to residents about any assistance that is or may become available)

Justification

3.53 The 'saved' Burnley Local Plan proposes the creation of a linear park along the former rail line which is an important gateway route into Padiham. Work on this has now progressed and the development of a greenway along this route is underway as part of the successful Connect 2 bid to the Living Landmarks Lottery.

3.54 This route passes through an area of dense terraced housing to the south east of Padiham town centre and this gateway into the town would be greatly enhanced if improvements to the properties visible from the former rail line could be secured.

3.55 Although Elevate funding is available to facelift properties on gateways, this area is not considered a priority for housing market renewal intervention. There is therefore a need to explore alternative sources of funding, or promotional activity, that can add value to the linear park as a gateway.

Environmental Improvements to Existing Employment Areas

16

Policy PAD ENV9: ENVIRONMENTAL IMPROVEMENTS TO EXISTING EMPLOYMENT AREAS

Within the employment areas identified on the Proposals Map, a programme of environmental improvements and enhanced security measures will be promoted. This programme may include:

- a. environmental improvements;
- b. increased security measures, including new lighting and CCTV; and
- c. the refurbishment of buildings

(Delivery: Through planning applications and the Council's 'Finance for Growth' initiative)

Justification

3.56 Some of the employment areas in the town suffer from buildings in poor condition and a low environmental quality. Along with issues related to the security of premises, this can constrain the attractiveness of many established employment areas to business users. However, these are generally areas in sustainable locations which are important sources of local employment.

3.57 In order to fully realise the employment potential of these areas, environmental improvements and increased security measures will be supported as a matter of priority.

The Natural Environment

Climate Change

17

Policy PAD ENV10: CLIMATE CHANGE AND THE NATURAL ENVIRONMENT

In order to take account of the likely changes to climate that development is expected to experience over its anticipated lifetime, new development will be expected to conserve and enhance biodiversity, recognising that the distribution of habitats and species will be affected by climate change.

(Delivery: through the planning application process)

Justification

3.58 The effects of climate change are already becoming apparent. In the future, as well as the increased likelihood of extreme weather events, including hotter and drier summers and flooding, there will be permanent changes in the natural environment. In line with the advice in the Supplement to PPS1: Planning and Climate Change, this policy aims to promote a natural environment that is resilient to, and appropriate for, the climate change that is now accepted as inevitable. This could, for example, include the planting of different plant species that will be able to withstand changes in the weather over time.

Flood Risk

18

Policy PAD ENV11: DEVELOPMENT AND FLOOD RISK

Proposals for development over 1 hectare and all development proposals within Flood Zones 2 or 3 will require a supporting Flood Risk Assessment (FRA) identifying any necessary mitigation measures. The detail and scope of the Assessment will be proportionate to the nature of the proposal and to the level of risk involved. Early discussion with the Environment Agency and the Local Planning Authority is advised.

All new development should be designed to respond to climate change. Where practicable, the design of new development should incorporate the use of permeable surfaces and sustainable urban drainage systems (SUDs) in order to minimise the risk of flooding elsewhere.

(Delivery: through the planning application process, in discussion with the Environment Agency)

Justification

3.59 The River Calder is a prominent feature in the local landscape and there is considerable potential to improve the environment of the town by creating linear routes along the river, exploiting views and vistas over the river and enhancing its biodiversity. However, whilst the River Calder and its tributary, Green Brook, add diversity and interest to the Plan area, but they also mean that some parts of Padiham are at risk of flooding. Flood Zones 2 and 3 extend along the banks of the River Calder and Green Brook.

3.60 Climate change means that this flood risk is likely to be greater in the future. Developers will therefore need to take this into account and ensure, that in proposing new development, this risk is not made worse now, or in the future.

3.61 The Council has undertaken a Strategic Flood Risk Assessment (SFRA) in accordance with PPS 25. This provides a starting point for the consideration of options that balance the need to manage flood risk with proposals for new development.

3.62 Flood Risk Assessments (FRAs) will be required for all proposed developments in Flood Zones 2 and 3, and for any developments of one hectare or over in Flood Zone 1. Taking into account climate change, the FRA should identify and assess the risks of all forms of flooding to and from the development, and show how these flood risks will be managed. Certain types of development are less vulnerable to flood risk and may be more suitably

located in areas at risk of flooding. Where flood risk varies across a site, more vulnerable uses should be steered towards the lower risk parts of the site. The lower floors of buildings in areas at medium and high risk of flooding should be reserved for less vulnerable uses. Where there is a low risk of shallow water in specific places, using flood - resilient buildings may be acceptable.

3.63 Most developments involve the creation of impermeable surfaces that can increase the rate of surface water run - off and flood risk. Developments in Padiham will be expected, where practicable, to incorporate Sustainable Urban Drainage systems (SUDs) to limit the rate of run - off, and, if possible, reduce the existing rate. Other measures designed to reduce water demand, such as rainwater harvesting, can also help to reduce flood risk.

Wildlife Corridors

19

Policy PAD ENV12: WILDLIFE CORRIDORS

Wildlife corridors are identified on the Proposals Map. These will be protected and enhanced in accordance with Policy E3 of the 'saved' Local Plan.

(Delivery: through the planning application process)

Justification

3.64 The River Calder and the former Padiham rail line are important corridors that form a network and a connection between town and countryside. Isolated sites support a smaller number of species, but by linking areas of greenspace to the surrounding countryside, animals can move along the links and plants and seeds can disperse to improve the biodiversity of the area. A greater number of species will only be encouraged by increasing the number, quality and linkage between wildlife sites within the urban area.

3.65 It is therefore essential to protect existing links from development which would reduce their length or sever them completely. Damage to their value as links and corridors will be resisted unless the Council is satisfied that adequate alternatives can be provided.

Community Services

Introduction

3.66 Padiham is identified in the Joint Lancashire Structure Plan as a key service centre (market town) and is the local service centre for a number of nearby towns and smaller settlements. These include Hapton, Read, Simonstone, Higham and Sabden. Services provided by the town include shops, banks, schools, a library, a medical centre, public open space and recreation facilities such as the swimming pool. The location of the shopping area on a busy main road has, in the past, acted as a deterrent to investment in its fabric, resulting in a general deterioration in the environment. However, the Market Towns Initiative has started to address this by funding improvements to, and the restoration of, shop fronts to provide a higher quality retail environment.

3.67 Although it is an important service centre with a large rural hinterland, the town is considered to be poorly served by cultural facilities as it has no cinema, art gallery/museum or dedicated community centre. However, the Town Hall offers a significant opportunity in terms of meeting some of the needs for community-based facilities in the town.

3.68 Although there are significant areas of open space in the Plan area, the Council's Green Space Strategy has identified a deficiency of amenity and play space in the residential area around Victoria Road and south of the river.

3.69 There are 2 primary schools within the Plan area: Padiham County Primary School and Padiham Green Church of England School.

Policies and Proposals

3.70 This section includes the Council's spatial policies and proposals for services that meet the needs of the community in Padiham. Each policy is numbered (PAD CS1, PAD CS2, etc.) and is followed by any specific spatial proposals (numbered PAD CS1/1, PAD CS1/2, etc.) which are also shown on the Proposals Map, and a reasoned justification. The reasoned justification explains why the Council has included a particular policy in the Area Action Plan.

Padiham Town Centre - Central Area

20

Policy PAD CS1: CENTRAL AREA OF PADIHAM TOWN CENTRE

Within the Central Area of Padiham town centre the Council will permit development for the following:

- a) A1 retail uses;**
- b) A2 professional service uses, where a shop front and window display are maintained;**
- c) Leisure, cultural and civic uses; and**
- d) Food and drink uses (A3 and A5) where the development of such use would not lead to more than 15% of these uses on existing shopping frontages within the Central Area.**

(Delivery: through the planning application process)

Justification

3.71 In recent years, Padiham has witnessed a decline in the range and type of shops on offer in the central area of the town. The decline in the number of retailers has resulted in shop units being taken over by uses such as hot food takeaways, offices and charity shops, or in units becoming vacant.

3.72 This policy seeks to tackle the problems of Padiham's central area by encouraging new retail, professional service, leisure, cultural and civic use and this will be the area where such uses will be concentrated. These uses will not normally be permitted outside the central area. This range of uses will maintain a vibrant daytime economy, help consolidate the remaining retail uses, and maintain Padiham's role in the life of the community.

3.73 Food and drink uses (A3 and A5) will be permitted, but their degree of occupation on shopping frontages will be limited to no more than 15%. By doing this, the Council will seek to maintain existing property in A1 retail uses and to preserve and enhance the central area's day time economy.

Padiham Town Centre - Burnley Road Area

21

Policy PAD CS2: BURNLEY ROAD AREA OF PADIHAM TOWN CENTRE

Within the Burnley Road area of Padiham town centre the Council will permit development for A1 retail uses.

Development for other uses will be permitted in the following circumstances:

- a) the proposal would not lead to an unattractive and dead shopping frontage, and more than 10% of any frontage in non A1 uses;**
- b) the proposal would retain a shop type frontage and window display;**
- c) the proposed use would not lead to a loss of ground floor retail floorspace, and would bring back in to use upper floors; and**
- d) the proposal is for the change of use of an existing non-retail premises.**

(Delivery: through the planning application process)

Justification

3.74 Burnley Road emphasises the linear nature of Padiham town centre. Once very much a secondary shopping area, relative to the central area of Padiham, Burnley Road has retained a high proportion of retail uses and, to some extent, is more vibrant as a retail location than the Central Area. The Council will, therefore, seek to maintain A1 retail uses in this area, and limit the development of non-A1 uses.

Padiham Town Centre - Church Street/ Burnley Road

22

Policy PAD CS3: – CHURCH STREET/ BURNLEY ROAD

Within the Church Street/ Burnley Road Area of Padiham town centre the Council will permit development for shop (A1), financial and professional services (A2), and tourism and leisure uses.

In defined shopping frontages food and drink (A3 and A5) uses will be permitted where they do not lead to an unattractive and dead shopping frontage, and more than 15% of any frontage in non-A1 uses.

Residential uses will be permitted above ground floor level. At ground floor level residential use will only be permitted where an applicant can clearly demonstrate that the building is no longer suitable for a Class A use.

(Delivery: through the planning application process)

Justification

3.75 The Church Street/ Burnley Road area of the town centre has witnessed a decline in its retail function. Many properties remain vacant. This is despite the fact that this area has retained its attractive heritage character. A number of improvements to the external appearance of buildings have also taken place. The area's problems stem in part from the level of traffic passing through the town along Church Street/ Burnley Road.

3.76 The decline in the retail function of this area is acknowledged but this policy seeks to build on the heritage and townscape features to bring new life in to this area. It is proposed to achieve this by adopting a flexible approach to the use of this area for shops, professional and financial services, leisure and tourist uses. In those frontages defined on the Proposals Map, Food and Drink (A3 and A5 uses) will be encouraged where they are no more than 15% of a defined frontage. This is primarily to limit hot food takeaways and to maintain vitality during the day in this area of the centre. Tourist related food and drink, such as tea shops, or cafes and restaurants that would have day time opening may be considered as exceptions to this Policy.

3.77 Residential uses in this area will be acceptable above ground floor level. At ground floor level it will be for the applicant to demonstrate why a particular building is no longer suited to Class A use.

Padiham Town Centre - Gateways and Throughroutes

23

Policy PAD CS4: GATEWAYS AND THROUGHROUTES

New development adjoining or visible from the gateways and throughroutes identified on the Proposals Map will be permitted when:

- a) it is of good, quality design that enhances its surroundings and creates, where appropriate, landmark buildings;**
- b) in appropriate places, it uses traditional and local materials;**
- c) it includes appropriate landscaping;**
- d) any signage and advertising is of suitable siting, scale and quality;**
- e) priority is given to pedestrians, cyclists and public transport in design and traffic management; and**
- f) where appropriate, it includes public art in accordance with 'saved' Local Plan policy E22.**

The following gateways to Padiham town centre are identified on the Proposal Map:

Proposal PAD CS4/1 – Burnley Road/Victoria Road/Institute Street

Proposal PAD CS4/2 – Church Street

Proposal PAD CS4/3 – Moor Lane

(Delivery: through the planning application process and discussions with Highways)

Justification

3.78 Padiham town centre is an important focal point for much activity in the Borough especially retail, office and leisure. These activities bring in many people from outside of the town. The approaches to the town centre, or gateways, and the routes through the town centre, are where people, especially those from out of town, form either a positive or negative impression of the town. At, and on, all identified gateways and throughroutes the Council will expect all new development to enhance its surroundings and make a positive contribution to the image of the Borough.

Existing Open Spaces

24

Policy PAD CS5: OPEN SPACES

The following sites are identified as open spaces on the Proposals Map and will be protected under policies CF1, CF2 or CF3 of the 'saved' Local Plan:

Public Open Space

PAD CS5/1 - Hargrove Street/Garden Street

PAD CS5/2 - Town Hill Bank

PAD CS5/3 - Rear Wasdale Close/Hirst Street

PAD CS5/4 - Between Guy Street and Rycliffe Street

PAD CS5/5 - Kay Street/High Street

PAD CS5/6 - Park Road

PAD CS5/7 - Green Lane Gardens

PAD CS5/8 - Grounds of Padiham C of E School

PAD CS5/9 - Rear of Sts. Anne and Elizabeth Church

PAD CS5/10 - Barley Street/Levant Street

Forest of Burnley

PAD CS5/11 - Albert Street woodland

Cemetery

PAD CS5/12 - St Leonard's Churchyard

Ball Courts/Play Areas

PAD CS5/13 - Hargrove Street ball court

PAD CS5/14 - Partridge Hill play area and ball court

PAD CS5/15 - Park Road playground

PAD CS5/16 - Dorset Avenue playground

The Play Strategy 2007 - 2012 identifies this as a priority for improvement.

Allotments

PAD CS5/17 - Garden Street allotments

PAD CS5/18 - Lawrence Street allotments

PAD CS5/19 - Green Brook allotments

(Delivery: through the planning application process and the Council's role as land owner)

Justification

3.79 One of Padiham's main assets is the network of public parks and open spaces that effectively brings the countryside into the urban area. Open space comprises Victorian parks such as Padiham Memorial Park which lies just outside the Plan area, or more informal spaces, such as Albert Street woodland. These open spaces have an important recreational and visual role. Each of these also has considerable biodiversity value. Equally, children's play areas, which are located throughout the area, perform an important role in providing facilities within the local neighbourhood. The Council will seek to ensure that each of these spaces is protected and, wherever possible, enhanced. Developer contributions from new housing development will be used for this purpose ('saved' Local Plan Policy H7: "Open Space in New Housing Development").

3.80 A Green Spaces Strategy for Burnley 2007 - 2011 has been prepared in accordance with the advice in PPG17. This sets local standards for open space provision, identifies areas where there are surpluses and deficiencies of green space, and provides a framework for future decisions in relation to open space. The key findings of the Strategy in relation to Padiham are that there is generally adequate provision of open space although the residential areas to the east of the Plan area are deficient in terms of amenity open space and children's play provision.

Sustainable and Inclusive Transport

Introduction

3.81 Car ownership levels in Padiham are slightly below the regional average and almost a third of all households have no car. This can lead to (and is a symptom of) social exclusion, as some of the larger employment areas in the borough, such as Network 65, are poorly served by public transport. Although Padiham no longer has a rail link, it is served by a quality

bus service, which links the town to Burnley, Nelson and Colne. However, public transport to the rural areas, which depend upon Padiham, is unreliable and this leads to problems of isolation.

3.82 The now disused former rail line, which runs south of the town centre, is currently an eyesore, detracting from neighbouring residential areas and suffering from problems of tipping and vandalism. However, it offers a significant environmental opportunity for the town as a pedestrian / cycling / horse riding path providing a high quality transport route for recreation or as an alternative to the private car.

3.83 The following policies and proposals aim to deal with existing traffic issues and promote more sustainable travel patterns.

Policies and Proposals

3.84 This section includes the Council's spatial policies and proposals for sustainable and inclusive transport in Padiham. Each policy is numbered (PAD SIT1, PAD SIT2, etc.) and is followed by any specific spatial proposals (numbered PAD SIT1/1, PAD SIT1/2, etc.) which are also shown on the Proposals Map, and a reasoned justification. The reasoned justification explains why the Council has included a particular policy in the Area Action Plan.

Sustainable Travel

25

Policy PAD SIT1: SUSTAINABLE TRAVEL

New development in Padiham should be planned in order to reduce the need to travel. The use of sustainable transport modes should be maximised in order to encourage people to move about by foot, cycle and public transport.

The Council will promote the provision of car clubs, employee travel plans, residential travel planning and other similar measures

(Delivery: through promotion and the planning application process)

Justification

3.85 A more sustainable community could be created within the Plan area if access to the town centre and other service centres and employment areas by means other than the car was improved. This could be achieved, for example, by ensuring that all new developments are designed to incorporate good and safe pedestrian/cycle accessibility to local facilities.

Providing sustainable transport infrastructure to link residential areas to key destinations in the borough and to the wider network can also help to promote more sustainable travel patterns.

3.86 The following public transport improvement is therefore proposed:

26

Quality Bus Route

Proposal PAD SIT1/1 - EXTENSION OF THE QUALITY BUS ROUTE

An extension to the Quality Bus Route to Shuttleworth Mead will be explored in consultation with Lancashire County Council and the bus operator

This could be implemented in the short/medium term

(Delivery: Burnley and Pendle Travel in consultation with Lancashire County Council. If public sector funding is required, this may have to come through the Local Transport Plan post 2010)

Justification

3.87 A Quality Bus Route currently links Padiham town centre with Burnley town centre and beyond to Nelson and Colne. However, there is a significant centre of employment just to the west of the Plan area at Shuttleworth Mead and there are two other employment areas a short distance beyond, at Altham and Simonstone. Although these areas are served by a bus service, this is of a fairly basic standard that is unlikely to encourage bus travel. There is therefore considered to be the potential to increase travel to these peripheral employment areas through improvements to public transport.

Green Routes

27

Policy PAD SIT2: GREEN ROUTES

Where opportunities arise, the Council will improve the safety, convenience and attractiveness of the cycle links and paths shown as green routes on the Proposals Map. In particular, priority should be given to improving walking and cycling links:

- a) between Gawthorpe Hall, Padiham town centre and the Memorial Park**
- b) to better connect residential areas to the town centre, bus stops, schools, employment opportunities and open space, especially from areas where there is an identified deficiency of green space**
- c) with the surrounding countryside and other walking and cycling routes**

(Delivery: through the planning application process and work in partnership with Lancashire County Council)

Justification

3.88 Every journey involves an element of walking, including those made by public transport or the private car, and walking is the main mode of travel for journeys under a mile, such as those to local shops and schools. However, even for these short journeys, the number of those walking is decreasing as car use increases.

3.89 As a mode of travel, walking is particularly important for those without access to a car, including women, young people and the elderly, and in the promotion of healthy lifestyles. At the same time, pedestrians tend to be the most vulnerable highway users as a result of factors such as poor lighting, the speed, noise and pollution from vehicles and the lack of priority given to pedestrians trying to cross roads.

3.90 Cycling is also becoming increasingly recognised as an important low cost, healthy and sustainable form of transport, and improved provision for cyclists will encourage higher levels of activity, even in hilly areas such as Padiham.

3.91 In order to increase the attractiveness of walking and cycling as a means of travel, it is essential that footpaths and cycleways are addressed as a network. The development of green routes offers opportunities to link neighbourhoods to the town centre and to other facilities such as open space and schools and to the wider open countryside. It can also link places of interest, such as Padiham town centre and Gawthorpe Hall, thereby encouraging more sustainable travel by both residents and visitors alike.

Proposals

28

Proposal PAD SIT2/1 - Padiham Linear Park

The former Padiham rail line will be developed to provide a linear park for use by pedestrians, cyclists and horse riders.

The linear park will be landscaped to a high quality and its biodiversity will be enhanced in accordance with its role as a wildlife corridor. It will be designed in close consultation with local residents and stakeholders.

This project will start in 2008 but is likely to extend over a number of years

(Delivery: Sustrans and Lancashire County Council's REMADE programme with funding assistance from the Big Lottery. This could be supplemented by possible Section 106 contributions from adjacent developments)

Justification

3.92 The former Padiham rail line cuts through the Plan area. It lies vacant and attracts a range of problems, including unauthorised tipping and anti - social behaviour. The use of the railway ceased in 1993 and, in order to turn a local eyesore and environmental problem into a key asset for the town, it was proposed as a linear park in the 'saved' Local Plan. It was subsequently included in Lancashire County Council's derelict land reclamation programme, REMADE, which is funded by the North West Development Agency.

3.93 Sustrans, the sustainable transport charity that is developing the national cycle network became involved because the linear park will link into the national cycle network. The linear park proposal formed part of Sustrans' Burnley and Padiham project to develop a network of green routes linking the two towns and this is turn formed part of the successful Connect 2 bid to the People's Million Lottery fund.

29

Proposal PAD SIT2/2 - Riverside Walk

A riverside walk will be developed to improve links between the proposed linear park, Padiham Memorial Park, the town centre, Gawthorpe Hall and the wider countryside.

This will be landscaped to a high quality and its biodiversity will be enhanced in accordance with its role as a wildlife corridor. There will be environmental improvements along its length, including new seating, litter bins and signage. Access will be improved. It will be designed in close consultation with local residents and stakeholders

This project will start in 2008 but is likely to extend over a number of years

(Delivery: Padiham Town Council, Burnley Borough Council and volunteers with funding assistance from the Big Lottery. This could be supplemented by possible Section 106 contributions from adjacent developments. Maintenance costs could be met through the Town Council's precept).

Justification

3.94 The River Calder provides a habitat for a large number of wildlife, wildfowl, flora and fauna but the river bank and access to it has, over a period of many years, become neglected preventing its regular usage by anglers, walkers, naturalists and the general public. The path has become almost impassable at some points and the access points overgrown.

3.95 There is a strong desire in the community to re-instate and improve this facility by creating a well defined riverside walkway through the centre of the town. A successful bid has been made to the Big Lottery Fund - the People's Millions to carry out improvement works, including the refurbishment of existing access points and the provision of new hand rails.

30

Proposal PAD SIT2/3 - Pedestrian Route between Partridge Hill and Padiham Town Centre

The pedestrian route between Partridge Hill and the town centre shown on the Proposals Map will be improved to create a direct, safe and attractive walking route. Proposals for development adjoining this route will be expected to contribute towards improvements and be designed to maximise opportunities to increase security through, for example, natural surveillance.

(Delivery: through the planning application process and in partnership with Lancashire County Council)

Justification

3.96 Although it is well within walking distance, the housing area at Cobden Street, Ingham Street and Lawrence Street is currently poorly connected to the town centre. The lack of a safe and attractive route into the town centre is likely to discourage walking to the local services and facilities located within it. In order to promote more sustainable travel patterns, it is proposed to improve connectivity to the town centre by defining a pedestrian route and encouraging development that will improve security and safety along its length.

31

Proposal PAD SIT2/4 - Padiham Town Centre

In discussion with residents, other local stakeholders and Lancashire County Council, improvements will be made to pedestrian crossing facilities on Burnley Road and Church Street

This could be implemented in the short/medium term

(Delivery: in discussion with Lancashire County Council, including, if required, input into the Local Transport Plan beyond 2010)

Justification

3.97 Padiham town centre is bisected by a busy road which acts as a barrier to pedestrian movement. Traffic calming and improved pedestrian crossing facilities could provide a more pedestrian friendly environment to shoppers and other visitors and help enhance the town's appeal as a tourist and specialist retail centre. They would not only improve the area functionally but also help to reduce the impact of traffic on the streetscape and wider local environment.

Footpath and Cycling Provision

32

Policy PAD SIT3: FOOTPATH AND CYCLING PROVISION

New development will be expected to take into account the needs of cyclists and pedestrians. Cycle routes within development should be linked to the wider cycle network and provision should be made for cycle parking and storage.

Footpaths should provide convenient access to key destinations including the town centre, bus stops, schools, employment opportunities and open space. Opportunities for natural surveillance along these routes should be maximised

(Delivery: through the planning application process)

Justification

3.98 New development affords the opportunity to encourage short distance trips to be made by walking or cycling by improving the permeability of an area and through the creation of routes that are attractive and safe.

Public Car Parking

33

Policy PAD SIT4 - PUBLIC CAR PARKING

On and off-street parking spaces should be managed in order to ensure that there is a good supply of short stay parking in the town centre. It may be necessary to introduce maximum parking time limits in the off-street car parks to discourage all day parking. This would include any replacement provision within Proposal PAD MU1/1 - Wyre Street/Lune Street.

Signage should be improved in order to promote the use of existing car parks

(Delivery: through the planning application process and the Council's control as land owner)

Justification

3.99 Parking in Padiham town centre is provided by many small car parks, about half of which are on land owned by the Council. These are located throughout the town centre but are often tucked away from view and are poorly signposted, giving rise to a perceived lack of provision. Parking is free on all car parks.

3.100 The Council wishes to promote better use of car parking facilities through careful management and greater rationalisation such as that proposed in relation to the proposal to redevelop Mytton Street for housing, Proposal PAD H1/1 - Land at Ightenhill Street/Mytton Street and reprovide the car parking lost as part of the mixed use development Proposal PAD MU1/1 - Wyre Street/Lune Street

3.101 In addition, improvements to signage could increase the levels of use of existing car parks.

Traffic Management of Existing Routes

34

Policy PAD SIT5: TRAFFIC MANAGEMENT AND ROAD SAFETY IMPROVEMENTS

The Council will work with Lancashire County Council in order to introduce measures to improve safety for all road users through the management of traffic on the following routes identified on the Proposal Map.

Proposals

35

Policy PAD SIT5/1: Padiham Town Centre

Non local traffic will be encouraged to avoid the town centre and use the Padiham Bypass (A6068) and the M65 through improved signage

This could be implemented in the short/medium term

(Delivery: in discussion with Lancashire County Council, including, if required, input into the Local Transport Plan beyond 2010)

Justification

3.102 Padiham town centre is bisected by the main Burnley to Padiham road. Heavy traffic along this road has a very negative impact on the town centre and its attractiveness as a place to shop and visit. This, in turn, can have a detrimental effect on the vitality of the centre and a key means of attracting more people to use the town centre would be through the creation of a more pedestrian friendly environment. Vehicular traffic that can avoid the town centre should therefore be encouraged to do so.

3.103 At the present time, the exact nature of traffic passing through the town centre is not known. Detailed measures to reduce the amount of traffic, particularly heavy traffic, should only be introduced when there is a better understanding of the origin and destination of vehicles using this road.

36

Policy PAD SIT5/2: Moor Lane/Ightenhill Street/Grove Lane

Improvements will be made to traffic management along Moor Lane/Ightenhill Street/Grove Lane. Consideration will be given to the development of a one - way system, linked to Proposal PAD SIT5/3, in order to prevent heavy goods vehicles from using residential streets

This could be implemented in the short/medium term

(Delivery: in discussion with potential developers and Lancashire County Council, including, if required, input into the Local Transport Plan beyond 2010)

Justification

3.104 Although a mix of uses can help achieve sustainable communities, in the area immediately to the east of Padiham town centre, this mix causes conflict, particularly in relation to heavy traffic passing through residential areas. Proposals for development in the area can present an opportunity to address such issues, particularly if considered at a more strategic level.

3.105 Further work will be undertaken with Lancashire County Council in order to introduce measures to deal with current issues along with those that could potentially arise from future development. This could include the introduction of a one way system in conjunction with Proposal PAD SIT5/3.

37

Policy PAD SIT5/3: Sowerby Street/Wyre Street

Improvements will be made to traffic management along Sowerby Street/Wyre Street. Consideration will be given to the development of a one - way system, linked to Proposal PAD SIT5/2, in order to prevent heavy goods vehicles from using residential streets

This could be implemented in the short/medium term

(Delivery: in discussion with potential developers and Lancashire County Council, including, if required, input into the Local Transport Plan beyond 2010)

Justification

3.106 These roads run to the south of Moor Lane and Grove Lane and also link the mixed use area to the east with Padiham town centre. Whilst there are traffic issues arising from the mix of uses served by these roads, taking a more strategic look at all of the roads serving this area could provide an opportunity to help address these issues.

3.107 Further work will be undertaken with Lancashire County Council in order to introduce measures to deal with current issues along with those that could potentially arise from future development. This could include the introduction of a one way system in conjunction with Proposal PAD SIT5/2.

Implementation

3.108 Although there is a need for public sector funding for some of the development proposals identified in this Area Action Plan, most will be dependent upon the private sector for delivery. The Area Action Plan sets out the planning framework to give certainty to investors about the types of proposals that would be permitted and when they are considered likely to come forward. It also identifies improvements that will be largely funded by the public sector. These will help to regenerate the area and give greater confidence to investors.

3.109 Although the community and other stakeholders have been involved in the development of proposals through the Area Action Plan process, there should be further community involvement in schemes as they come forward. Applicants and others promoting development proposals will be encouraged to engage the community further as ideas are developed. The Council's Statement of Community Involvement provides some guidance about this and creative community engagement is promoted.

Options not being taken forward

3.110 In developing this Preferred Option, many other options have been considered but are not being taken forward. These are set out in the table below along with the reasons why they are not being progressed:

Table 3.1 OPTIONS NOT BEING TAKEN FORWARD

Option	Reason (s) why this is not being progressed
Cobden Street/Ingham Street/Lawrence Street - Option 2	This option had a limited impact on sustainability objectives and generally performed well in terms of strategic policies and the objectives of various strategies and plans. However, there are likely to be issues relating to the deliverability of this proposal.

Option	Reason (s) why this is not being progressed
Cobden Street/Ingham Street/Lawrence Street - Option 3	This option for no change would not generally support strategic planning policies, the community strategies or other plans and programmes. It is also unlikely to help tackle some of the key issues in the area or help achieve the Vision for Padiham.
Mill Complexes – Wyre Street/Holmes Street/Lune Street - Option 2	This option has no positive impacts in terms of sustainability objectives and does not generally support the community strategies or other plans and programmes which promote interventions to bring back into productive use, under - used land and buildings, particularly those of local historic importance. Furthermore, it is less likely to address the key issues for this area.
Padiham Town Centre - Option 2	This option has no positive impacts in terms of the objectives set out in the Sustainability Appraisal and it will not generally support strategic planning policies, the community strategies and other relevant plans and programmes. It is unlikely to have a positive effect in terms of the Heritage Appraisal and it will not assist in achieving the Vision for Padiham to be a thriving market town.
Green Lane/Burnley Road/Pendle Street - Option 1	This option would be the most sustainable intervention and would offer greater support to strategic planning policies, the community strategies and other plans and programmes relevant to the area. However, there are issues relating to the deliverability of such proposals because Padiham is not considered to be a priority for funding under the Elevate initiative. <i>(Despite this, it is proposed to carry forward the face lifting aspect of this option as it will complement investment being made in the Linear Park)</i>
Green Lane/Burnley Road/Pendle Street - Option 2	This has no positive impacts in terms of sustainability objectives and is less likely to support strategic planning policies, the community strategies or other plans and programmes which promote interventions to improve the environment of urban areas.

Option	Reason (s) why this is not being progressed
Green Lane/Russell Terrace/Beech Street - Option 2	This option would have some positive impacts in terms of sustainability objectives and would support strategic planning policies. It would also contribute towards meeting priorities identified in the relevant plans and policies and help deliver the Vision for Padiham. There is public support for this option but there may be issues relating to funding and delivery.
Green Lane/Russell Terrace/Beech Street - Option 3	This option has no positive impacts in terms of its sustainability and, in fact, several negative impacts are identified. It does not generally support strategic planning policies, the community strategies or other plans and programmes. It is unlikely to have a positive impact on the heritage of the area and there is little public support for it. Moreover, this option would not assist in tackling issues relating to the environmental quality of parts of this area.
Green Lane/Station Road/Elizabeth Street - Option 2	This option has no positive impacts in terms of sustainability objectives. It does not generally support the community strategies or other plans and programmes which promote interventions to improve the environment of urban areas and to bring forward a range of employment opportunities.
Levant Street/Thompson Street/Barley Street - Option 1	Because of its localised nature, this option has little impact on sustainability objectives. It performs well in terms of strategic planning policies and it would help meet the aims of the community strategies and Burnley's Green Space Strategy. However, the interventions proposed may not be the most appropriate.
Levant Street/Thompson Street/Barley Street - Option 2	This option is unlikely to have an impact on sustainability objectives and, provided that the open space itself is retained, doing nothing will not run counter to strategic planning policies or the objectives of both community strategies. It will not, however, support the Green Space Strategy in terms of its recommendation to improve the quality of existing open spaces

Option	Reason (s) why this is not being progressed
Station Road Works	The site is allocated in the 'saved' Local Plan as an Economic Improvement Area. Within these areas the presumption is that employment uses will remain. A mixed use scheme could come forward on this site if it was proven that other uses were needed to make redevelopment a viable prospect. This would not require the site to be identified as an 'Area of Change' within the Area Action Plan.
Baxi Potterton (Gothic Works), Wyre Street	The option has significant impacts, both negative and positive, on sustainability objectives. Although some strategic planning policies, and other plans, programmes and strategies would support the development of a mixed-use site, it would be contrary to others. The site is allocated in the 'saved' Local Plan as an Economic Improvement Area. Within these areas the presumption is that employment uses will remain. A mixed use scheme could come forward on this site if it was proven that other uses were needed to make redevelopment a viable prospect. This would not require the site to be identified as an 'Area of Change' within the Area Action Plan.
Burnley Road/Town Centre and Gawthorpe Hall - Option 2	This option would have little or no impact on many sustainability objectives. It would not support strategic planning policies; community strategies or other plans and programmes. The option received only 1 support during the issues and options consultation process and would be very unlikely to ameliorate any of the access and transport issues currently present along this route.
Town Centre to Ingham Street Area, Grove Lane and Countryside - Option 2	This option does not perform well in terms of sustainability objectives and would not contribute positively towards strategic planning policies, the community strategies or other plans and programmes. The lack of an intervention to address issues in the short term could exacerbate existing problems.
River Calder, Green Brook, Shaw Brook and Other Watercourses - Option 2	This has no positive impacts in terms of the sustainability objectives and does not perform well in terms of strategic planning policies, the community

Option	Reason (s) why this is not being progressed
	strategies or other plans and programmes which promote the enhancement of the natural and historic environment, tourism, healthy life styles and improved pedestrian and cycle access.
Disused Rail Line - Option 2	This option would not have any positive impacts on sustainability objectives and would not perform well in terms of strategic planning policies, the community strategies or other plans and programmes. Furthermore, there is little public support it.

4 Part 3: Delivery of the Preferred Option

4.1 PPS12 indicates that a key feature of Area Action Plans is their focus on implementation. They should be realistic in terms of what can be achieved but this should not result in an overly cautious approach. Area Action Plans should aim high, identifying the mechanisms needed and options for delivery. This section sets out how it is envisaged that the proposals in this AAP will be delivered.

Phasing and Proposals Map

4.2 Proposed development is identified on the AAP Proposals Map. The phasing of this is set out in the table below. This phasing is based on a number of factors, including the likely availability of public sector funding for interventions and the need to manage the release of development sites in a way that will deliver the successful regeneration, not only of Padiham, but also the other areas of Burnley that are included in the Housing Market Pathfinder intervention area.

Table 4.1 AREA ACTION PLAN PHASING

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
HOUSING			
PAD H1/1 Land at Ightenhill Street/Mytton Street		This proposal is dependent upon the provision of suitable replacement car parking for the town centre. It will be delivered by private sector and Section 106 contributions towards highway improvements will be sought	
PAD H1/2 Perseverance Mill (Albion Mill)	To be delivered by private sector. Section 106 contributions towards		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
	affordable housing, public open space and gateway enhancements linked to the Linear Park will be sought.		
PAD H1/3 Jubilee Mill Engine House	To be delivered by the private sector		
PAD TAI 1/1 Lawrence Street/ Ingham Street	To be delivered by Burnley Borough Council and Registered Social Landlord		
EMPLOYMENT			
PAD EW1/1 Land North of Partridge Hill	To be delivered by the private sector		
PAD EW1/2 Land North of Wyre Street	To be delivered by the private sector		
PAD EW1/3 The 'Baxi' Site	Existing company to vacate premises early 2008. To be delivered by private sector/possible support from NWDA.		
PAD EW1/4 Land North of Green Lane	Possibility of extending employment site to provide a larger development opportunity. To be delivered by the private sector.		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
PAD MU1/1 Wyre Street/Lune Street	<p>A mix of uses to be provided on this site, including business, retail, car parking and residential. Up to 60 dwellings could be accommodated.</p> <p>To be delivered by the private sector.</p> <p>There will be a requirement for Section 106 contributions towards affordable housing and public open space depending on the amount of housing proposed.</p>		
ENVIRONMENT			
PAD ENV8 Properties fronting the Linear Park	<p>An important Gateway improvement but delivery is uncertain under existing funding regimes. Alternative sources of funding to deliver this proposal will be explored.</p>		
PAD ENV9 Environmental improvements to existing employment areas	<p>To be delivered through the planning application process and the Council's 'Finance for Growth' Initiative</p>		
SUSTAINABLE AND INCLUSIVE TRANSPORT			
PAD SIT1/1 Extension of the Quality Bus Route	<p>To be delivered by Burnley and Pendle Travel in consultation with Lancashire County Council. If public sector funding is required, this may have to come through the Local Transport Plan post 2010</p>		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
PAD SIT2/1 Padiham Linear Park	To be delivered by Sustrans and Lancashire County Council's REMADE programme with funding assistance from the Big Lottery. It could possibly be supplemented by Section 106 contributions from adjacent developments.		
PAD SIT2/2 Riverside Walk	To be delivered by Padiham Town Council, Burnley Borough Council and volunteers with funding assistance from the Big Lottery. This could be supplemented by possible Section 106 contributions from adjacent developments. Maintenance costs could be met through the Town Council's precept		
PAD SIT5/1 Padiham Town Centre improved signage	To be implemented by Lancashire County Council (LCC) in the short/medium term. It will require LCC funding although there may be an opportunity to secure Section 106 contributions from developments which impact on the town centre (the effect would be highlighted through a Transport Assessment)		
PAD SIT5/2 Moor Lane/Ightenhill Street/Grove Lane	To be implemented in the short/medium term in consultation with Lancashire County Council and potential developers of adjacent sites. There may be an opportunity to secure funding for this through Section 106 contributions if it helps to address issues identified in any Transport Assessments prepared. However, Local Transport Plan funding may be necessary. Linked to the delivery of Proposal PAD SIT5/3		
PAD SIT5/3 Sowerby Street/Wyre Street	To be delivered in the short/medium term in consultation with Lancashire County Council and potential developers of adjacent sites. There may be an opportunity to secure		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
funding for this through Section 106 contributions if it helps to address issues identified in any Transport Assessments prepared. However, Local Transport Plan funding may be necessary. Linked to the delivery of Proposal PAD SIT5/2.			

4.3 This phasing is considered deliverable and should help provide residents, businesses and others with an interest in Padiham with some certainty about what is proposed to happen and when so that they can themselves plan for change.

Funding and Delivery Strategy

4.4 Under the new plan making system, there is greater emphasis on showing how the policies and proposals in the plan will be delivered. This will be influenced by a range of factors, particularly the state of the economy and the buoyancy of the housing market. However, the Council must look at the resources likely to be available to implement the proposals in the Area Action Plan and any assumptions that have been made about these resources need to be set out. Where relevant, this is included in the written justification for each proposal.

4.5 It is important that new development is co-ordinated with the infrastructure it requires. In terms of this Area Action Plan, much of the infrastructure already exists. Generally speaking, improvements are likely to be required to create more sustainable communities, rather than to meet basic needs. For example, the Plan identifies improvements to public transport and measures to reduce the effects of climate change. As a general principle, new developments will be expected to fund the service and infrastructure improvements that are required to meet the needs of new residents and other users.

4.6 Most development schemes will be delivered entirely by the private sector. There are, however, a number of projects that will require public sector investment.

Developer Contributions

4.7 The Area Action Plan sets out the circumstances under which section 106 contributions will be required and what they will be expected to fund. This supplements 'saved' policies GP10: Developer Contributions, H7: Open Space in New Housing Development and E22: Public Art in the Burnley Local Plan.

Public sector funding

4.8 Padiham has received public funding through the Market Towns Initiative, but this programme comes to an end in March 2008. Furthermore, unlike some of the other housing market renewal areas, Padiham is not a priority for investment by Elevate, the housing market renewal pathfinder. However, a meeting with the North West Development Agency indicated that this may be a possible source of funding for employment - related development, including public realm works and shop front schemes.

4.9 Other possible sources of funding are Lancashire County Council, particularly through the REMADE programme, Newlands II which could support environmental improvements and new European programmes which be introduced in January 2008 and last for 7 years.

4.10 The area will also benefit from public investment under the Big Lottery 'People's Millions' fund.

4.11 In the past, an Area Partnership Scheme bid was submitted to English Heritage to fund shop and business improvements on Burnley Road, but was unsuccessful. However, should such heritage funding become available in the future, it is considered that Padiham would be well - placed to explore this again.

4.12 Although much of the proposed new development is expected to be delivered by the private sector, there are a number of critical schemes that can only come to fruition with funding from the public sector. Some of this funding has been secured but it is recommended that further discussions be held with other public sector partners such as Lancashire County Council and the North West Development Agency to identify the extent to which they may be able to assist in the regeneration of Padiham.

Project delivery including phasing and land assembly

4.13 It is envisaged that the private sector would take the lead on site assembly where this is required and that it is unlikely that the Council would need to use its compulsory purchase powers in order to bring sites forward.

4.14 The phasing of some interventions is critical where there is interdependence and this is an important aspect of the delivery strategy. For example, the proposed housing site, PAD H1/1 should only come forward if replacement car parking is provided elsewhere, possibly as part of the mixed use site PAD MU1/1.

Monitoring

4.15 Monitoring provides information on the performance of policy, the delivery of development and impacts on the environment. The Area Action Plan will be monitored using the indicators set out in the Plan and the Sustainability Appraisal indicators and objectives.

These include core indicators similar to those being applied borough wide, such as the monitoring of housing completions against the policy requirements of the Area Action Plan. Other indicators are more specific and local, such as those relating to housing mix. The indicators to be used are set out below.

Table 4.2 AREA ACTION TARGETS

TARGET	AAP POLICY	SOURCE
Population Housing and Neighbourhoods		
Population		
Target 1: By 2021 the area's population will be stable or steadily rising and not lower than 2006 levels		Area Action Plan (AAP) Indicator/ Annual Monitoring Report context
Housing		
Target 2: 132 houses will be completed on the sites allocated within the Padiham Area Action Plan in the period 2006-2021	PAD H1: New Housing Development	In housing completions monitoring/ Annual Monitoring Report
Target 3: By 2021 the number of three bedroomed properties in the Padiham AAP area will have risen from 12% in 2007 to 15%. The number of four or more bedroomed properties will have risen from 7% to 10%	PAD H2: Housing Mix	New Annual Monitoring Report Local Indicator
Target 4: By 2021 the percentage of homes for social rent within the AAP area will have risen to 14% from the 2001 level of 11%	PAD H3: Tenure Mix	In housing completions monitoring/ Annual Monitoring Report
Target 5: In all new development of 15 or more units, 10% of homes provided will be for (tenure blind) social rent.	BW H3: Tenure Mix	In housing completions monitoring/ Annual Monitoring Report
Target 6: To reduce the percentage of properties vacant within the AAP area to 10% by 2011, to 5% by 2016 and to 3% by 2021.		Housing/ Annual Monitoring Report context
Target 7: To increase the average Standard Assessment Procedure rating of housing stock developed prior to the commencement of the plan period within the AAP area by at least 1 point annually from 2006/7 baseline of 51.		Housing Key Performance Indicator /Annual Monitoring Report context

TARGET	AAP POLICY	SOURCE
Target 8: To reduce the percentage of households in fuel poverty within the AAP area to (2003) borough average of 7% by 2011, to 3% by 2016 and 1% by 2021.		Annual Monitoring Report context
Target 9: Average house prices in the AAP area to be 90% of the regional average by 2021.		Annual Monitoring Report context
Target 10: By 2021 the ratio of income to mean house prices in the AAP area will be in line with that of East Lancashire.		Housing/Elevate/Annual Monitoring Report context
Targeted Area Initiatives		
Target 11: To reduce the reported incidences of crime and anti social behaviour within the Targeted Area Initiative (TAI) areas to borough average levels by 2021.	PAD TAI1: Targeted Area Initiatives	MAPS/Annual Monitoring Report context
Target 12: To reduce the percentage of vacant homes within the TAI areas to 10% by 2011, to 5% by 2016 and to 3% by 2021.	PAD TAI1: target Area Initiatives	Housing/Annual Monitoring Report context
Economy and Work		
Target 13: To increase the percentage of AAP residents (16-74) in employment to the borough average by 2001	PAD EW1: Existing Employment Land	Census data
Target 14: To reduce the percentage of working age benefit claimants within the AAP area to the regional average by 2021	PAD EW1: Existing Employment Land	Annual Monitoring Report context
Environment and Sustainable Development		
Target 15: To produce a Conservation Area Statement for Padiham Conservation Area by 2009.	PAD ENV3: Padiham Conservation Area	Annual Monitoring Report context

TARGET	AAP POLICY	SOURCE
Target 16: All Listed buildings, artifacts and features protected from demolition and inappropriate development during the plan period with none on English Heritage's Buildings at Risk Register	PAD ENV4 PAD ENV5	Annual Monitoring Report context
Target 17: 100% of new development (new build or conversion) with a floorspace of 1000sq. m or 10 or more residential units to incorporate renewable energy production equipment to provide at least 10% of the predicted energy requirements	PAD ENV 1: Sustainable Design and Construction	Annual Monitoring Report RE1
Target 18: 100% of non-residential development to meet BREEAM 'Very Good' standard, increasing to 'Excellent' for any planning application approved after 2012.	PAD ENV 1: Sustainable Design and Construction	
Target 19: Between 2008-2011, 100% of new housing to meet Level 3 of Code for Sustainable Homes, rising to Level 5 for any new housing permission granted between 2012 and 2015 and Level 6 for any permission approved after 2016.	PAD ENV 1: Sustainable Design and Construction	Annual Monitoring Report context
Target 22: Where considered appropriate, new development (new build or conversion) to incorporate Sustainable Urban Drainage System such that surface water run off levels from the site post development are no greater than before the development	PAD ENV11: Development and Flood Risk	Planning Application Monitoring
Target 23: Based on baseline data from the Burnley Wildlife and Habitat Survey 2007 the quality of all surveyed sites will have been maintained or improved such that they can either retain or upgrade their designations (as Biological Heritage Sites (BHS) or Burnley Wildlife Sites (BWS)) when resurveyed in 2012, 2017 and the end of the plan period.	PAD ENV10: Climate Change and the Natural Environment	5 year Resurveys

TARGET	AAP POLICY	SOURCE
Target 24: To increase the percentage of tree cover in the AAP area by 1% per annum to 2021.	PAD ENV11: Climate Change and the Natural Environment	Forest of Burnley/Greenspace and Amenities
Community Services		
Target 25: All new housing development of 5 or more units will be within 400m of existing local shops and community facilities.	PAD CS1 PAD CS2 PAD CS3	Annual Monitoring Report context
Target 26: To maintain vacancy rates within the Local/District Centre at regional average levels during the plan period. To maintain a healthy retailer mix within the Local/District Centre throughout the plan period. 10% of shop fronts improved within the Town Centre by 2011, 20% by 2016 and 30% by 2021.	PAD CS1 PAD CS2 PAD CS3	Annual Monitoring Report context
Target 21: From the baseline of the Greenspace Strategy 2007-2011, to maintain or improve the quantity, quality and accessibility of open spaces in the AAP area during the plan period	PAD CS5: Open Spaces	Monitoring of the Greenspace Strategy/Annual Monitoring Report context
Sustainable and Inclusive Transport		
Target 27: To improve and maintain 2.5km of walking and cycling routes with the AAP area over the plan period. As much of this network as possible to be DDA compliant/suitable for wheelchair users.	PAD SIT3: Footpath and Cycling Provision	
Target 28: 100% of all new development to be no more than 400m from nearest bus stop with at least an hourly service (including evening and weekend).	PAD SIT 1: Extension to the Quality Bus Route	

4.16 These will help the Council to assess whether the Area Action Plan remains sound or whether adjustments need to be made in order to meet the Plan's objectives and will be recorded in the Local Development Framework (LDF) Annual Monitoring Report (AMR). In the event that the AMR identifies delivery issues in Padiham, where key policy targets are

not being met, these would need to be assessed through the AMR process and a decision reached as to whether this would require a review of the Area Action Plan or whether improvement could be achieved by other means.

Superseded Policies and Proposals

4.17 The following policies, proposals and allocations in the 'saved' Burnley Local Plan will be superseded by this Area Action Plan:

Economy and Work

4.18 Proposal EW6/3 Lune Street, Padiham

4.19 Proposal EW6/4 Thompson Street, Padiham

Padiham Town Centre

4.20 Policy PTC1 Central Area of Padiham Town Centre

4.21 Policy PTC2 Burnley Road Area of Padiham Town Centre

4.22 Policy PTC3 Church Street/Burnley Road

4.23 Policy PTC4 Movement to and through Padiham Town Centre

4.24 Policy PTC5 Padiham Market

4.25 Policy PTC6 Gateways and Throughroutes

4.26 Proposal PTC6/1 Burnley Road/Victoria Road/Institute Street

4.27 Proposal PTC6/2 Church Street

4.28 Proposal PTC6/3 Moor Lane

4.29 Policy PTC7 Riverside Development in Padiham Town Centre

4.30 Policy PTC8 Open Spaces in Padiham Town Centre

5 Part 4: Next Steps

Consultation

5.1 The Council will consult on the Preferred Option Padiham Area Action Plan from Tuesday 19th February to Monday 31st March 2008 through the following means:

- consultation booklets delivered to all residents and businesses in the area;
- letters to key stakeholders and organisations and individuals on the Council's consultation database;
- dedicated consultation pages on the Council's website - www.burnley.gov.uk;
- documents made available at Contact Burnley, Planning and Environment Services Reception, Burnley Central Library and Padiham Library;
- press releases and notices in the Burnley and Padiham Express; and
- two drop-in sessions where planning officers and volunteers from Planning Aid will be in attendance to answer questions and assist with representations

Concert Hall Annex , Padiham Town Hall - Friday 29th February 2.00 pm – 4.00 pm

Concert Hall Annex , Padiham Town Hall - Friday 29th February 4.00 pm – 7.00 pm

Sustainability Appraisal

5.2 In line with both the Planning and Compulsory Purchase Act 2004 and European Directive 2001/42/EC, a Sustainability Appraisal (SA) is an integral part of the Area Action Plan production process. The purpose of the Sustainability Appraisal is to highlight the environmental and socio-economic impacts of policies and proposals in the Plan. The Preferred Options SA report is available as a separate document.

Commenting on the Preferred Options Report

Any representations received during consultation on the Preferred Option policies and proposals will be considered by the Council and may result in further changes to the plan before a final document - known as the Submission Area Action Plan is published.

The Council will prepare a report setting out the comments it has received and how these have influenced the content of the Submission Area Action Plan. Where the Council is not proposing to take a comment on board, it will set out its reason(s) for doing this. This will be available as a separate document and published at the same time as the Submission Area Action Plan.

The Submission Area Action Plan has to be submitted to the Secretary of State for consideration. This is expected to take place in August 2008 and consultation will take place in August/September 2008.

If there are outstanding objections to the Area Action Plan, these could be considered by an independent Planning Inspector at a public examination. This Inspector will then produce a report outlining any changes that the Council should make to the Area Action Plan before it is finally adopted.

1 Appendices

Appendix 1 - Options Evaluation

AREA 1 - COBDEN STREET/INGHAM STREET/LAWRENCE STREET

1.1 This is a mixed use area stretching from Padiham town centre in the west to the large Baxi employment site in the east. It lies on the edge of Flood Zone 3 as identified on the Environment Agency's flood map.

1.2 The eastern half comprises a few streets of traditional terraced housing sandwiched between employment areas. There are a number of cleared open spaces between older, under-used mills in the western part of the area and its boundary with the town centre. Although a mix of uses can help achieve sustainable communities, in this instance the mix is causing conflict, particularly in relation to heavy traffic passing through residential areas. Noise on Lawrence Street is also cited as a particular issue.

1.3 The housing in the Ingham Street area contributes significantly to the character of the area and the neighbourhood has a strong sense of community, but there are a number of issues relating to the general neglect of a number of properties and the perception that the area is becoming run down. Social problems and anti - social behaviour are other key issues that need to be addressed and many residents have suggested that the terraced streets be alley-gated.

1.4 Key issues that the Preferred Option will need to address are the condition of the terraced streets around Ingham Street, the conflict arising from the mix of uses in the area and the need to regenerate the western part of the area by making better use of the land and buildings located there.

1.5 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.6 Option 1 - suggested a number of environment improvements, traffic calming and cctv on Partridge Hill, facelifting and other housing improvements to the terraced housing in the area and alley-gating between Back Ingham Street and Lawrence Street/Cobden Street.

1.7 Option 2 - focused on tree planting and general environmental improvements to the open spaces at Grove Lane, High Street and Cliff Street.

1.8 Option 3 - proposed the redevelopment of Quarry Street, Kay Street, Dean Street, Cliff Street and High Street with complementary improvements to the houses on Grove Lane, Lawrence Street, Ingham Street, Cobden Street and Partridge Hill Street. There would be environmental improvements to the open space off Grove Lane along with improvements to

the poor quality space adjacent to Partridge Hill Street. The Grove Mill/Winchester Works complex would be regenerated through refurbishment and selective demolition and new build.

1.9 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Facelifting

1.10 *This proposed some facelifting and improvements to the rear of properties on Cobden Street, Ingham Street and Lawrence Street, including the installation of alley gates and the provision of some back gardens. It also suggested environmental improvements, such as tree planting, should be made to existing open spaces off High Street, Grove Lane and Mytton Street along with the heritage-led regeneration of Grove Mill and Winchester Works.*

1. Sustainability Appraisal

1.11 The impacts of this option are generally positive although there is some uncertainty because the exact nature of the regeneration proposals for the Grove Mill and Winchester Works is yet to be determined. There maybe a need for mitigation measures to be identified if additional traffic is generated.

2. Fit with Strategic Planning Policies

1.12 National planning policy promotes the efficient use of land (PPS1: Delivering Sustainable Development and PPS3: Housing). This option seeks to retain existing housing and bring back former mill buildings into more productive use. Furthermore, in proposing the re-use of former mill buildings, including the locally listed Grove Mill, this option also accords with PPG15: Planning and the Historic Environment which indicates that encouragement should be given to the satisfactory re-use of neglected historic buildings, particularly where groups of buildings need to be tackled comprehensively.

1.13 The Regional Spatial Strategy also promotes a comprehensive approach to regeneration (policy UR6). Initiatives for improving housing should be supported and priority given to making optimum use of existing dwellings. At the same time, the historic landscape that contributes to the distinctiveness of the region should be enhanced (policy ER3).

1.14 The Joint Lancashire Structure Plan indicates that most development should be concentrated in the Principal Urban Areas of Burnley and that measures to improve the existing housing stock should be targeted to these areas. Option 1 would support this policy and the conversion of a locally listed building to allow for a mix of uses would also meet

Structure Plan policy. Policy 21 states that Lancashire's natural and man made heritage should be protected from loss or damage according to the hierarchy of designation. This hierarchy includes the built heritage of local importance.

1.15 The adopted Burnley Local Plan identifies Grove Mill as falling within an Economic Improvement Area (EW6/3 - Lune Street) but has no specific proposals for the rest of this area. Under Local Plan 'saved' policy EW6, development at Grove Mill that would lead to the expansion or improvement of existing businesses would be permitted subject to a number of criteria being met, including that the proposal retained and enhanced any built features and areas that contribute to the amenity of the area.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.16 This option will help to deliver Burnley's Future's vision by building on Padiham's industrial heritage and seeking to stabilise its housing market, thereby creating the circumstances within which the Borough's economy can prosper but in a way that recognises the importance of heritage and local distinctiveness.

1.17 It will also help to realise two of the ambition's set out in the community strategy for Lancashire. By encouraging investment in existing terraced housing areas, it is anticipated that the local housing market would remain reasonably stable and that the chances of future failure reduced. The ambition for a 'Greener Lancashire' would also be supported by the proposals to regenerate the built heritage of this area and to introduce environmental improvements.

4. Relationship with Other Plans and Programmes

1.18 Option 1 would support one of the strategic objectives of Elevate's Transformational Agenda by focusing on enhancing the quality of the environment.

1.19 Burnley's Housing Strategy 2006 - 2009 highlights a structural weakness in the housing market arising from the predominance of small terraced properties and identifies the need to redesign neighbourhoods so that they offer a more diverse range of housing. Option 1 would not necessarily meet this need but would contribute to the Strategy's objective of encouraging investment in the long term sustainability of neighbourhoods in a coordinated way by adding value to a proposed face lifting scheme with complementary proposals for alley gating and environmental improvements.

1.20 This option accords with the Council's Green Spaces Strategy, Recommendation AGS 1, by improving the quality of existing provision. It would also support two of the objectives of the Economic Development Strategy by investing in people and communities and in image and environment.

1.21 It could also help to achieve Padiham Life's aspiration to increase the attractiveness of Padiham as a thriving market town.

5. Contribution to the Vision for Padiham

1.22 This particular option seeks to help achieve the Vision for Padiham through the regeneration and enhancement of existing historic buildings, including the retention of traditional streets of terraced housing.

6. Community and Other Stakeholder Support

1.23 7 respondents agreed with the face lifting of properties but several felt that it should be combined with alley-gating. There was also some agreement with the proposal for environmental improvements to existing open spaces and the heritage - led regeneration of Grove Mill and Winchester Works although two further options were put forward for this.

7. Value for Money and Deliverability

1.24 The properties identified for face lifting would not meet the current funding criteria set by Elevate East Lancashire for this intervention. Improvements to the rear of properties are highly unlikely to be financed from the public purse but there may be funding for alley - gating provided that there is community support for this.

1.25 It is not possible to identify a source of funding for environmental improvements to the existing open spaces off High Street, Grove Lane and Mytton Street although there is a possibility of securing Section 106 monies in conjunction with new development proposals in the vicinity.

1.26 It is envisaged that the regeneration of Grove Mill and Winchester Works would be delivered by the private sector.

8. Padiham Heritage Appraisal

1.27 This area falls within Character Area 3 in the Heritage Appraisal. It is described as a high density industrial area of stone built mills and weaving sheds and grids of stone terraced housing. The locally listed Grove Mill and the stone setts on Partridge Hill Street and at the back of Ingham Street are important heritage features that should be retained.

1.28 Option 1 seeks to retain Grove Mill and the retention of existing setts could be incorporated into any environmental improvement scheme. Together with the proposal for enhancements to the area, it is likely that this option would have a positive impact in terms of the Heritage Appraisal.

Options Appraisal Summary

1.29 This option is generally positive in terms of its sustainability and supports strategic planning policy by making optimum use of existing buildings and by enhancing the built and natural environment in a way that recognises the importance of heritage and local distinctiveness. However, its impact on housing market renewal could be quite limited as there are likely to be issues relating to the deliverability of proposals to improve the appearance of existing housing areas. It is also limited in terms of addressing issues relating to the conflict that arises from the mix of uses in the area and the condition of the terraced streets around Ingham Street.

Option 2 - Home Zone

1.30 *This proposed that the possibility of developing a Home Zone to tackle problems of on - street parking and through traffic in the area should be investigated. Sympathetic changes to Grove Mill were promoted, including possible conversion to mixed use*

1. Sustainability Appraisal

1.31 Although the impacts of this option are generally positive, it does not have as great a range of benefits as Option 1. The redevelopment of Grove Mill could lead to increased traffic flows but this could be countered by other impacts. For instance, evidence from other Home Zone schemes is that there is likely to be an improvement in environmental conditions in terms of noise, pollution and road safety.

1.32 The heritage led conversion of locally listed buildings could also have a positive impact as it supports the reuse and repair of buildings, leading to a decrease in the demand for raw materials.

2. Fit with Strategic Planning Policies

1.33 Option 2 would support the creation of a more sustainable living environment as promoted in the Communities Plan through the improvement of a neighbourhood in an area of low demand housing. The creation of a Home Zone would meet with guidance in PPS1: Delivering Sustainable Development which advises, in paragraph 17, that policies should seek to promote development that creates socially inclusive communities by seeking to reduce social inequalities, address accessibility and deliver safe, healthy and attractive places to live.

1.34 Furthermore, in proposing the re-use of former mill buildings, including the locally listed Grove Mill, this option also accords with PPG15: Planning and the Historic Environment which indicates that encouragement should be given to the satisfactory re-use of neglected historic buildings, particularly where groups of buildings need to be tackled comprehensively (paragraph 2.2) .

1.35 The Regional Spatial Strategy also promotes a comprehensive approach to regeneration (policy UR6). Initiatives for improving housing should be supported and priority given to making optimum use of existing dwellings. At the same time, the reuse and enhancement of Grove Mill would meet with policy ER3 which states that plans should identify, protect, conserve and where appropriate enhance the built heritage of the region.

1.36 The conversion of a locally listed building to allow for a mix of uses would help to secure the future of Grove Mill. Policy 21 of the Joint Lancashire Structure Plan requires that Lancashire's natural and man made heritage should be protected from loss or damage according to the hierarchy of designation. This hierarchy includes the built heritage of local importance.

1.37 Policy H8 of the adopted Burnley Local Plan states that the Council will promote environmental improvements within existing residential areas such as traffic calming measures and the designation of Home Zones. Such improvements are aimed at improving and regenerating deprived urban areas and existing residential areas. The Local Plan also identifies Grove Mill as falling within an Economic Improvement Area (EW6/3 - Lune Street) but has no specific proposals for the rest of this area. Under Local Plan 'saved' policy EW6, development at Grove Mills that would lead to the expansion or improvement of existing businesses would be permitted subject to a number of criteria being met, including that the proposal retained and enhanced any built features and areas that contribute to the amenity of the area.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.38 This option will help to deliver the community strategy's vision by building on Padiham's industrial heritage, thereby creating the circumstances within which the Borough's economy can prosper but in a way that recognises the importance of heritage and local distinctiveness.

1.39 It would also provide limited support to Ambition Lancashire's objectives of promoting safer environments (under the ambition for a 'Safer Lancashire') and raising the standard of the public realm in residential neighbourhoods ('Living in Lancashire'). Furthermore, the proposals to regenerate the built heritage of this area and to introduce environmental improvements would help achieve a 'Greener Lancashire' .

4. Relationship with Other Plans and Programmes

1.40 This option would help to support the strategic objectives of Elevate's Transformational Agenda that seek to accommodate people in attractive neighbourhoods and enhance the quality of environments.

1.41 It would contribute towards meeting the Housing Strategy's Priority 1.2 which is to improve living conditions and the local environment. It would also support the objective of the Economic Development Strategy to invest in image and the environment.

5. Contribution to the Vision for Padiham

1.42 This particular option seeks to help achieve the Vision for Padiham through the regeneration and enhancement of existing historic buildings, and improving traditional streets through the introduction of Home Zone proposals.

6. Community and Other Stakeholder Support

1.43 4 respondents agreed with this option, with one suggesting that it should be combined with alley-gating. Another agreed with the option but considered that it did not really address the issue of private rented property which was having a detrimental impact on the area. There was no disagreement with this option.

7. Value for Money and Deliverability

1.44 Whilst Elevate funding may be used for environmental improvements and 'Home Zone' type treatments, this area is unlikely to be a priority for Housing Market Renewal funding and the deliverability of this aspect of Option 2 is questionable.

1.45 It is envisaged that the regeneration of Grove Mills and Winchester Works would be delivered by the private sector.

8. Padiham Heritage Appraisal

1.46 This area falls within Character Area 3 in the Heritage Appraisal. It is described as a high density industrial area of stone built mills and weaving sheds and grids of stone terraced housing. The locally listed Grove Mill and the stone setts on Partridge Hill Street and at the back of Ingham Street are important heritage features that should be retained.

1.47 Option 2 seeks to retain Grove Mill and the retention of existing setts could be incorporated into any environmental improvement scheme. Together with the proposal for tackling issues relating to street parking and through traffic in the area through the introduction of a Home Zone, it is likely that this Option would have a positive impact in terms of the Heritage Appraisal. However, it would be important for Home Zone proposals to respect the heritage of the area.

Options Appraisal Summary

1.48 Option 2 would generally have a more limited impact on sustainability objectives but would support strategic planning policies which promote the protection and enhancement of the built heritage. It would contribute towards meeting the vision of Ambition Lancashire but have limited impact on the strategic priorities set out in Burnley's Community Strategy and Elevate's Transformational Agenda. However, there are likely to be issues relating to the

deliverability of proposals to develop a Home Zone in the Ingham Street area and therefore the likelihood of this option being capable of addressing issues relating to the conflict that arises from the mix of uses in the area or the condition of the residential streets is limited.

Option 3 - No Change

1.49 *This proposed no change to the area and was put forward as an alternative to the range of interventions proposed in Options 1 and 2.*

1. Sustainability Appraisal

1.50 The Sustainability Appraisal identifies no positive impacts for this option. There is likely to be considerable uncertainty related to the possible deterioration of a locally listed building, Grove Mill, and a possible increase in traffic. These could impact on the overall economic performance of Padiham and increase the potential for residential properties to fall into further disrepair with a possible increase in vacancies.

2. Fit with Strategic Planning Policies

1.51 Without intervention, there could be a risk that the area would continue to decline, or that social and environmental issues would not be addressed. Option 3 would not therefore support the creation of a more sustainable living environment as promoted in the Communities Plan.

1.52 It would also be in conflict with PPS1 which advises that policies should seek to promote development that creates socially inclusive communities by seeking to reduce social inequalities, addressing accessibility and delivering safe, healthy and attractive places to live. Furthermore, it would not secure the future use of locally important historic buildings in accordance with PPG 15, the Regional Spatial Strategy and the adopted Local Plan.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.53 An option for no change is unlikely to make a positive contribution towards meeting the strategic priorities set out in Burnley's Community Strategy or the vision set out in Ambition Lancashire. In particular, it would not help to make the Borough cleaner, greener or safer as there are no proposals for environmental improvements or measures to improve road safety.

4. Relationship with Other Plans and Programmes

1.54 This option is unlikely to help support those strategic objectives of Elevate's Transformational Agenda which seek to accommodate people in attractive neighbourhoods and enhance the quality of environments. Similarly, it would not help to meet the Housing

Strategy's priorities which include the improvement of living conditions and the local environment. It would also fail to meet the objectives of the Economic Development Strategy and Market Towns Initiative to invest in image and the environment.

5. Contribution to the Vision for Padiham

1.55 The option to do nothing would not help to achieve the Vision for Padiham as it would not help to regenerate or enhance this part of Padiham in order to help create a self-sustaining and prosperous place in which to live and work.

6. Community and Other Stakeholder Support

1.56 There were four responses to this option. Two respondents agreed with the option but one disagreed on the grounds that doing nothing would not improve Padiham. There were a further five general comments relating to Area 1 which presented the view that immediate action was required in order to arrest the area's decline.

7. Value for Money and Deliverability

1.57 This option would be immediately deliverable as there would be no cost in the short term. However, this needs to be balanced against a possible increased need for investment in the longer term if issues in the area are not addressed and there is a further decline in the condition of the area's buildings and environment.

8. Padiham Heritage Appraisal

1.58 Area 1 is described in the Padiham Heritage Appraisal (Character Area 3) as a high density industrial area of stone built mills and weaving sheds and grids of stone terraced housing. The locally listed Grove Mill and the stone setts on Partridge Hill Street and at the back of Ingham Street are important heritage features that should be retained. It is an area that helps to provide Padiham's local distinctiveness and the option for no change could lead to further deterioration of important heritage features and buildings.

Options Appraisal Summary

1.59 This option has no positive impacts in terms of the objectives set out in the Sustainability Appraisal and it would not generally support strategic planning policies, the community strategies or other plans and programmes which encourage interventions to improve environments and bring back into use empty and under-used buildings, especially those of heritage value.

1.60 It is unlikely to have a positive impact in terms of the Heritage Appraisal and would not assist in tackling key issues relating to the condition of the terraced streets around Ingham Street, the conflict arising from the mix of uses in the area and the need to regenerate the western part of the area by making better use of the land and buildings located there.

AREA 1: DEVELOPMENT OF THE PREFERRED OPTION

1.61 The Options Appraisal shows that the proposals to improve properties, landscape open spaces and reuse Grove Mill and Winchester Works are the most sustainable and that this option is likely to have the greatest impact on safeguarding the historic environment. The Home Zone would also have positive environment effects. However, there are issues relating to the deliverability of improvements, such as those to properties and the Home Zone, which may require public investment. Nevertheless, there are environmental issues that the Area Action Plan should address and therefore further consideration has been given as to how this could be achieved. This led to the proposal to tackle some of the issues affecting the eastern part of the area by using initiatives that are more likely to be deliverable, and resulted in the identification of a ‘toolkit’ of measures that could be tailored to the needs of the area. In order to improve the linkages between this area and the town centre, it is proposed to develop housing on land between this residential area and the town centre. This is currently used for car parking and part is under – used and its development could improve pedestrian links to the town centre from the east through detailed design and off – site improvements to the public realm.

1.62 The refurbishment of Grove Mill and Winchester Works would support strategic planning policies to protect and enhance the built heritage. They are identified in the Local Plan as forming part of an Economic Improvement Area and the Preferred Option is therefore to carry this proposal forward into the Area Action Plan. It would be subject to Local Plan policy which encourages development that would improve such areas.

AREA 2 - MILL COMPLEXES – WYRE STREET/ HOLMES STREET/ LUNE STREET

1.63 This is a largely industrial area stretching from Padiham town centre in the west to the large Baxi employment site in the east. It comprises a number of old mill buildings that were largely developed in the middle of the nineteenth century, including Britannia, Alma, River Side and Albert Mills. Some parts of the original mills have been demolished and there are new additions to others. Although parts of the area are vacant, much of it is used for a variety of uses including offices, manufacturing, warehousing and car parking.

1.64 These older mill buildings are often difficult to adapt at reasonable cost to the meet the requirements of modern industrial uses and a key issue that the Preferred Option will need to address is how to maintain employment opportunities within the town whilst retaining at least some of the existing historic urban character. Clearly a balance needs to be struck

between the need to retain key buildings as part of the historic fabric which defines much of Padiham's character as an industrial mill town, and the need to find new uses which are sympathetic and which contribute to the town's overall regeneration.

1.65 Area 2 lies wholly within Flood Zone 3 as identified on the Environment Agency's flood map but there may be opportunities to exploit its industrial heritage through the redevelopment of former mill complexes to provide a sustainable mix of uses, including employment, leisure, retail and residential.

1.66 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.67 Option 1 - suggested that the mill buildings be targeted for heritage - led refurbishment and regeneration.

1.68 Option 2 - again focused on the heritage - led regeneration and refurbishment of the mill complex for business use.

1.69 Option 3 - proposed the heritage enhancement of the mill complex to further encourage the use of vacant space together with the regeneration of the original site of Albert Mill which would be remodelled to retain existing structures and create an opportunity for new office development.

1.70 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that formed the basis for Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Heritage - led Redevelopment and Regeneration

1.71 *This suggested that the Albert Mill complex provided an opportunity for mixed use redevelopment, through the sensitive heritage - led refurbishment of the former spinning block on Wyre Street. Such development could provide 'live/work' space, comprising a high quality mix of leisure, retail and residential units to attract younger, professional residents. Any redevelopment of the site should respect the setting and character of industrial mill buildings and retain the stone perimeter wall at Holmes Street.*

1.72 *As buildings around Britannia Mill and Riverside Mill become vacant, a shift towards mixed use and service sector employment would be promoted.*

1. Sustainability Appraisal

1.73 This option generally has positive impacts on sustainability objectives, especially those relating to economic considerations as it is likely to create additional job opportunities and increase the attractiveness of Padiham as a place to shop. There are several uncertain impacts because the exact nature of development is not known and two negative impacts where further consideration or mitigation may be required. These relate to possible increases in traffic arising from a more intensive development and the fact that the whole area falls within Flood Zone 3.

2. Fit with Strategic Planning Policies

1.74 Government planning policy as set out in PPS1 and PPS3 promotes the efficient use of land and buildings and encourages mixed use development in sustainable locations. This option seeks to retain existing buildings of heritage value and proposes the reuse of previously developed land for a mix of uses. The area adjoins Padiham town centre and is therefore well located for the types of development that could attract large numbers of people, notably retail, leisure and offices. Option 1 therefore also accords with the advice in PPS6: 'Planning for Town Centres' which indicates that mixed use development should be encouraged within and around existing centres.

1.75 However, Area 2 also falls entirely within Flood Zone 3. Option 1 would therefore only be acceptable in terms of PPS25: 'Development and Flood Risk' if it can be established that the proposed development cannot be located in an area with a lower risk of flooding and that the Exception Test set out in PPS25 has been passed.

1.76 The Regional Spatial Strategy (RSS) also encourages the use of existing buildings and infrastructure, including the reuse or conversion of empty buildings, particularly those which are accessible by way of public transport, walking or cycling (Policy DP1). Option 1 accords with RSS in this respect and also in relation to Policy EC8 which indicates that new retail, leisure and/or mixed use developments should be located in existing centres.

1.77 Policy 4 of the Joint Lancashire Structure Plan states that development in Padiham will be sufficient to support and enhance its role as a service centre and public transport hub for the surrounding villages and rural area. The scale of development should be appropriate for the size of the town. This is reiterated in Policy 16 which identifies Padiham as a Tier 3 centre in the county. Provided that there are safeguards to ensure that the scale of retail, leisure and office development on this site is appropriate in terms of scale, this option meets the policies set out in the Structure Plan.

1.78 The Adopted Burnley Local Plan identifies Area 2 as forming part of Economic Improvement Area EW6/3 - Lune Street, Padiham. Within this area, the Council will permit development that would lead to the expansion, or improvement, of existing business provided that a number of detailed criteria are met. Only the business aspects of Option 1 would therefore be in conformity with existing Local Plan policy.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.79 This option will help to deliver one of the three strategic priorities set out in 'Burnley's Future' in that it will help to secure the Borough's economic future by promoting the regeneration of this area for a mix of uses, including those which will generate employment opportunities.

1.80 It will also contribute to the delivery of two of the ambitions identified in the community strategy for Lancashire. Investment in housing as part of the proposed mix of development will help to realise some of the ambitions set out under 'Living in Lancashire'. The proposals for new employment uses would support the 'Prosperous Lancashire' ambition of helping to diversify Lancashire's economy by creating a readily accessible site in an attractive urban environment.

4. Relationship with Other Plans and Programmes

1.81 Option 1 would support some of the strategic objectives of Elevate's Transformational Agenda by focusing development in an urban centre where it is likely to attract a broad section of the population and work force.

1.82 Burnley's Housing Strategy highlights a structural weakness in the housing market caused by a predominance of small terraced properties. This option affords the opportunity to improve the mix of housing in the older part of Padiham which does have a high proportion of smaller terraced residential properties. It would also support the aims of the Economic Strategy by investing in people and communities and in image and environment.

1.83 Furthermore, it could make a significant contribution to meeting the aspiration of Padiham Life to increase the attractiveness of Padiham as a thriving market town.

5. Contribution to the Vision for Padiham

1.84 This option seeks to help achieve the Vision for Padiham by proposing a mixed use development on a former industrial area which is now under-used. This should help to retain and increase enterprise growth in order to help make Padiham a self-sustaining and prosperous place in which to live and work.

6. Community and Other Stakeholder Support

1.85 Of the 9 responses received in relation to this option, 5 were in agreement and of the view that this option provided a significant opportunity to improve Padiham. One respondent disagreed with the option on the grounds that it would only benefit a few business owners. Another, with an interest in the area, put forward the view that much of Area 2 would be appropriate for redevelopment as a food store. The Highways Agency expressed the view that more detail would be required in order to assess the impact of traffic likely to result from the proposed development on the strategic highway network. The Environment Agency highlights the need for a Strategic Flood Risk Assessment to be undertaken before any allocations in areas at risk of flooding are put forward. Although there is support for this option, there are clearly other issues that need to be taken into consideration, including traffic generation and flood risk.

7. Value for Money and Deliverability

1.86 This area is already in employment use and its identification for a mix of uses should give greater flexibility to the private sector to deliver employment generating uses on the site. In fact, a detailed mixed use scheme has now been proposed for the area in response to the Area Action Plan issues and options consultation. This would be delivered by the private sector.

8. Padiham Heritage Appraisal

1.87 This area falls within Character Area 3 in the Heritage Appraisal. It is described as a high density industrial area of stone built mills and weaving sheds. The buildings and features in Area 2 are shown as being of heritage value with the north eastern corner being recommended for heritage enhancement. The western boundary of the area adjoins a proposed extension to Padiham's Conservation Area.

1.88 Option 1 proposes the heritage - led regeneration of Area 2 and would therefore be appropriate in terms of the Heritage Appraisal provided that any detailed scheme for mixed use development was prepared in the context of this appraisal and respected local distinctiveness.

Options Appraisal Summary

1.89 The Sustainability Appraisal shows that the effects of this option are generally positive but there are two negative impacts relating to traffic generation and flood risk. It would support strategic planning policy but only it is can be justified in terms of the requirements set out in PPS25.

1.90 The heritage - led regeneration and redevelopment proposed would contribute towards meeting many of the objectives set out in both community strategies and in other relevant plans and programmes in that it would regenerate an under - used urban area and create additional employment opportunities. There is community support for the option which could have a positive impact in terms of the Heritage Appraisal by providing flexibility to reuse historic buildings in a way that is sympathetic to the area but can assist in the overall regeneration of Padiham.

Option 2 - No Change

1.91 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.92 The Sustainability Appraisal identifies no positive impacts for this option. It is likely that the lack of intervention could result in the further deterioration of buildings.

2. Fit with Strategic Planning Policies

1.93 Without intervention, it is possible that this mill complex could remain under used, representing an inefficient use of well located land and buildings. Option 2 would not therefore support the creation of sustainable communities as promoted in the Communities Plan. It would also be less likely to meet the requirements of PPS1 and RSS as both encourage the more effective use of land and buildings. There is also a risk that a lack of action in relation to these buildings might not secure the future use of buildings of local heritage importance in accordance with PPG15, the Regional Spatial Strategy and the adopted Local Plan.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.94 An option for no change is unlikely to make a positive contribution towards meeting the strategic priorities identified in 'Burnley's Future' or the ambitions set out in Lancashire's community strategy. In particular, it may not secure increased economic prosperity and is less likely to meet the ambitions to conserve the County's built heritage and to further diversify Lancashire's economy by supporting the renaissance of Lancashire's Regeneration Priority Areas.

4. Relationship with Other Plans and Programmes

1.95 As there is uncertainty about whether the option of doing nothing will deliver an improvement to this area and therefore Padiham's attraction as a place to invest. It is unlikely to support the strategic priorities set out in Elevate's Transformational Agenda, Burnley's Economic Development Strategy and Padiham Life's aspirations.

5. Contribution to the Vision for Padiham

1.96 The Vision for Padiham is for it to be a market town with quality business where the growth of businesses and enterprise within the historic mill area will have made Padiham a self - sustaining and prosperous place in which to live and work. Doing nothing is less likely to deliver this Vision than an option which proposes positive intervention.

6. Community and Other Stakeholder Support

1.97 There were 3 responses to this option. 2 agreed and one disagreed with the 'no change' option.

7. Value for Money and Deliverability

1.98 This option would be immediately deliverable as there would be no cost in the short term. However, it should be borne in mind that there does appear to be private sector interest in bringing the site forward as a mixed use development opportunity and that this is more likely to help provide a longer term future for the area.

8. Padiham Heritage Appraisal

1.99 This area falls within Character Area 3 in the Heritage Appraisal. It is described as a high density industrial area of stone built mills and weaving sheds. The buildings and features in Area 2 are shown as being of heritage value with the north eastern corner being recommended for heritage enhancement. The western boundary of the area adjoins a proposed extension to Padiham's conservation area.

1.100 The the option for no change could lead to further deterioration of important heritage features and buildings.

Options Appraisal Summary

1.101 Option 2 has no positive impacts in terms of sustainability objectives and is less likely to meet the requirements of strategic planning policy than Option 1. Similarly, it will not generally support the community strategies or other plans and programmes which promote interventions to bring back into productive use, under - used land and buildings, particularly those of historic importance.

1.102 Furthermore, it is less likely to address the key issues for this area in that it does not seek to find new uses to help regenerate the area or improve the historic environment.

Option 3 - Retail Development

1.103 *Maple Grove Developments put forward an alternative option in response to the issues and options consultation. This suggested that a large part of Area 2 should be developed for a new food store to act as an 'anchor' for the town centre. This should be large enough to serve the needs of Padiham and its hinterland and include a car park to serve the town centre.*

1. Sustainability Appraisal

1.104 This option generally has positive impacts on sustainability objectives, especially those relating to economic considerations as it is likely to create additional job opportunities and increase the attractiveness of Padiham as a place to shop. There are several uncertain impacts because the exact nature of development is not known and four negative impacts where further consideration or mitigation may be required. These relate to possible increases in traffic arising from a more intensive development and the fact that the whole area falls within Flood Zone 3.

2. Fit with Strategic Planning Policies

1.105 Government planning policy relating to town centres and retail development is set out in PPS6. This indicates that plans should focus development within and around existing centres and identify appropriate sites. In selecting sites for development, local planning authorities should assess the need for development, identify the appropriate scale of development, apply the sequential approach to site selection, assess the impact on existing centres and ensure that locations are accessible and well - served by a choice of means of transport. There should be a positive approach to strengthening local centres, including the protection of existing facilities and remedying deficiencies in local shopping.

1.106 This option is well - located in relation to Padiham town centre and there is not a sequentially preferable site in the Plan area. It is served by a choice of means of transport and there is a significant population living within walking distance. In this respect, the proposed Option 3 would therefore meet the requirements of Government planning policy in PPS6. The scale of, and need for, any proposed retail development along with an assessment of its impact on existing centres would be dependent upon the exact details of the proposals.

1.107 The impact of this option on the historic fabric of Padiham will again depend upon the detail of the proposals and the extent to which this area is redeveloped. It is not therefore possible to assess whether it would be in accordance with the requirement set out in PPG15 and the Regional Spatial Strategy to protect and enhance the historic environment.

1.108 However, Area 2 also falls entirely within Flood Zone 3. Option 1 would therefore only be acceptable in terms of PPS25: 'Development and Flood Risk' if it can be established that the proposed development cannot be located in an area with a lower risk of flooding and then that the Exception Test set out in PPS25 has been passed.

1.109 The Regional Spatial Strategy encourage new retail, leisure and/or mixed use developments to be located in existing centres (Policy EC8) and this option would be in conformity with this.

1.110 Policy 4 of the Joint Lancashire Structure Plan states that development in Padiham will be sufficient to support and enhance its role as a service centre and public transport hub for the surrounding villages and rural area. The scale of development should be appropriate for the size of the town. This is reiterated in Policy 16 which identifies Padiham as a Tier 3 centre in the county. Provided that there are safeguards to ensure that the scale of retail, leisure and office development on this site is appropriate in terms of scale, this option meets the policies set out in the Structure Plan.

1.111 The Adopted Local Plan identifies Area 2 as forming part of Economic Improvement Area EW6/3 - Lune Street, Padiham. Within this area, the Council will permit development that would lead to the expansion, or improvement, of existing business provided that a number of detailed criteria are met. This option does not therefore meet existing Local Plan policy.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.112 This option will help to deliver one of the three strategic priorities set out in 'Burnley's Future' in that it will help to secure the Borough's economic future by promoting the regeneration of this area for a use that will generate employment opportunities.

1.113 It will also help to deliver two of the ambitions identified in the community strategy for Lancashire. The proposals for retail use would support the 'Prosperous Lancashire' ambition of helping to diversify Lancashire's economy by creating jobs in an area where there is a significant concentration of people not in work. It would also help to achieve the ambition of an 'Accessible Lancashire' by proposing shopping development within easy reach of homes.

4. Relationship with Other Plans and Programmes

1.114 Option 3 would support some of the strategic objectives of Elevate's Transformational Agenda by focusing development in an urban centre where it is likely to attract a broad section of the population and work force.

1.115 It would also support the aims of the Economic Strategy by securing future investment in an under - used area.

1.116 Furthermore, it could make a significant contribution to meeting the aspiration of Padiham Life to increase the attractiveness of Padiham as a thriving market town.

5. Contribution to the Vision for Padiham

1.117 This option seeks to help achieve the Vision for Padiham by proposing development on a former industrial area which is now under-used. This should help to retain and increase enterprise growth in order to help make Padiham a self-sustaining and prosperous place in which to live and work.

6. Community and Other Stakeholder Support

1.118 This option was put forward by Maple Grove Developments Ltd which has an interest in the Area.

7. Value for Money and Deliverability

1.119 The representation made in respect of this option indicates that Maple Grove Developments is a Lancashire based developer. They have a track record of working with local authorities to deliver retail - based redevelopment schemes in town centres and indicate a willingness to enter into discussions with the Council about bringing the site forward. There is therefore every reason to believe that the private sector could deliver Option 3.

8. Padiham Heritage Appraisal

1.120 This area falls within Character Area 3 in the Heritage Appraisal. It is described as a high density industrial area of stone built mills and weaving sheds. The buildings and features in Area 2 are shown as being of heritage value with the north eastern corner being recommended for heritage enhancement. The western boundary of the area adjoins a proposed extension to Padiham's Conservation Area.

1.121 Option 3 proposes the redevelopment of this area and, although the exact details of any scheme are not yet known, it is therefore possible that there could be a detrimental impact on buildings and features of heritage importance.

Options Appraisal Summary

1.122 This option is generally positive in terms of its sustainability and, for the most part, supports strategic planning policies although there may be issues relating to the area's identification as at risk of flooding.

1.123 Provided that development is of a scale appropriate to the size of Padiham, it could increase the attractiveness of the town as a place to live and work and therefore complement other plans and programmes and both community strategies. It would also support the vision for Padiham to be a thriving market town and the indications are that this option would be deliverable in the short term.

AREA 2: DEVELOPMENT OF THE PREFERRED OPTION

1.124 This is an under – used site that contributes to the character of Padiham. A critical issue that the Area Action Plan should address is how to maintain employment opportunities in the area whilst retaining at least some of its historic urban character since areas such as this are not ideally suited to the needs of modern employment uses.

1.125 The Options Appraisal shows that the heritage – led regeneration of this area for a mix of uses would be the optimum in terms of the Sustainability Appraisal, meeting the objectives of the community strategies and other plans and programmes, fit with strategic planning policies and achieving the Vision for Padiham. This mix could include an element of retail as suggested by Maple Grove Developments provided that it was of appropriate scale and linked into the adjacent town centre. This is carried forward as the Preferred Option. In addition, the Preferred Option should identify means by which traffic issues in the area should be addressed.

1.126 However, this is an area that is at risk of flooding and therefore this proposal needs to be tested further through the Strategic Flood Risk Assessment.

AREA 3 - PADIHAM TOWN CENTRE

1.127 Padiham town centre is dominated by attractive buildings, most of which are in good condition. Its hilly core is a Conservation Area which retains much of its original character. Although the retail function of the area has declined over time with a number of shops remaining vacant for a long time, there has been an improvement in recent months with the town centre now offering a range of independent shopping.

1.128 The location of this shopping area on a busy main road has acted as a deterrent to investment in its fabric, resulting in a general deterioration in the environment. This has been compounded by a perceived lack of parking facilities, which is seen as being a major cause of the area's failure to attract visitors. Reducing the impact of traffic on the town centre and providing a more pedestrian friendly environment is a key issue that the Area Action Plan will need to address if the town's appeal as a tourist and specialist retail centre is to be enhanced.

1.129 The Market Towns Initiative brought around £1 million of investment into the town centre and projects included the improvement and restoration of shop fronts to provide a higher quality retail environment.

1.130 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.131 Option 1 - suggested few changes to the town centre other than the reinstatement of stone setts on Church Street.

1.132 Option 2 - focused on town centre improvements, including traffic calming and greater pedestrian priority on Burnley Road, improvements to car parks, sympathetic shop front improvements and the refurbishment of properties on Mill Street and Burnley Road for business use.

1.133 Option 3 - again proposed shop front improvements along with the improvement/ redevelopment of the market and the redevelopment of 33 - 46 Burnley Road for a high quality mixed use development or relocated market square.

1.134 A draft preferred option was then drawn up and consulted on in July 2005. It was essentially this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Town Centre Improvements

1.135 *This proposed that facilities within the town centre should be targeted for a range of improvements, including a heritage led shop front improvement scheme, the redevelopment and possible relocation of the market, and conversion of the Town Hall for community / business uses. The former club at 14 Mill Street was identified for sensitive conversion as a regeneration opportunity.*

1.136 *Padiham Market should be redesigned to have a Burnley Road frontage and new secure lock up/ market buildings would be developed on the existing market site, together with new a toilet block with disabled and baby changing facilities.*

1. Sustainability Appraisal

1.137 This option would generally have a positive impact on sustainability objectives. In particular, there is likely to be an improvement in the image of Padiham which could, in turn, increase its appeal as a destination for visitors and shoppers. It could also increase confidence in the town as an area in which businesses may choose to invest. The impact of Option 1 on objectives relating to the cultural and built environment is strongly positive and there are no negative impacts.

2. Fit with Strategic Planning Policies

1.138 PPS1 states that sustainable development should be delivered by enhancing the quality, character and amenity value of the urban area and further advice, in PPS6, indicates that local planning authorities should prepare strategies for developing and strengthening centres. Option 1 supports this guidance. In addition, it accords with the advice in PPG15 which promotes the preservation and enhancement of the historic environment.

1.139 This option also reflects policies in the Regional Spatial Strategy and Joint Structure Plan which seek to identify, protect and enhance the built heritage of Lancashire and the region.

1.140 The adopted Local Plan has a section relating to Padiham town centre which sets out policies to protect and enhance its role as a retail and service centre. Option 1 will help to support these criteria - based policies.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.141 This option will help to deliver two of the three strategic priorities set out in Burnley's community strategy in that it will help to secure Padiham's economic future as a market town by improving the town centre's image and increasing confidence in it as a place to invest. This would help to achieve Strategic Priority 1: Prosperity. The proposed environmental improvements would also support the 'Places' priority that seeks to make the borough clean, green and safe.

1.142 It will also contribute to the delivery of a 'Greener Lancashire' by protecting and enhancing Padiham's architectural and built heritage and to the delivery of a 'Prosperous Lancashire' by encouraging and supporting town centre businesses. In addition, by supporting the conversion of the Town Hall for community use, it would contribute towards the realisation of the ambition for a 'Cultural Lancashire'

4. Relationship with Other Plans and Programmes

1.143 Elevate's Transformational Agenda seeks to enhance the quality of environments and urban centres, which will attract a broad section of the population and work force and Option 1 will help to deliver this.

1.144 By developing and promoting Padiham's built heritage as an opportunity to build up a distinctive shopping opportunity, this option should help to deliver Burnley's Cultural Strategy. It would also help in the delivery of Padiham Life's aspirations to establish Padiham as a thriving market town by increasing the attractiveness of the town centre.

5. Contribution to the Vision for Padiham

1.145 This option will make a significant contribution towards meeting the Vision for Padiham to be a market town with quality independent shopping and businesses that serve the needs of the local community and the towns and villages within its hinterland. It will do this by investing in the appearance of the centre, addressing issues related to under use of the centre's facilities and enhancing its historic character.

6. Community and Other Stakeholder Support

1.146 11 respondents agreed with this option, some indicating that it was an intervention that had been needed for some time. Some, however, felt that the proposal to relocate the market was unnecessary. The Highways Agency noted that Option 1 had the potential to have a significant impact on traffic flows and that they would need to be consulted as more detailed proposals were drawn up. The Environment Agency also expressed some concern to develop the Town Hall for community/business use as it is located within Flood Zone 3.

1.147 There were also a number of comments suggesting other improvements, including the introduction of a one - way system, cctv, an evening market and the use of the Town Hall as a gallery or museum.

7. Value for Money and Deliverability

1.148 The Town Hall and market area are within Council ownership and could therefore deliver those aspects of this option that involve these areas. The shops, however, are generally in private ownership and although shop front improvements were, in the past, delivered through public sector funding, the Market Towns' Initiative, this is no longer available. The delivery of this aspect would therefore be dependent upon the private sector, unless alternative public sector funding was to come forward, for example, through heritage - related opportunities. The shop front scheme implemented so far has been very successful in improving the appearance of the town centre and enhancing historic buildings and therefore offers good value for money in terms of impact.

8. Padiham Heritage Appraisal

1.149 This area falls within Character Area 1 as identified in Padiham's Heritage Appraisal. This is Padiham's historic core which retains much of its pre - industrial market town character and which is designated as a Conservation Area. Church Street, the main road through the town centre, meanders down the hill into Burnley Road. The adjoining roads are more organic in form and provide interesting, irregular street patterns around which buildings of locally quarried sandstone have been built. Many of the buildings in this area are either statutory, or locally, listed. There are also a number of tree preservation orders in force.

1.150 There is not only a significant number of buildings of heritage value, but street patterns are also of historic importance. Option 1 would make a significant contribution towards ensuring that the heritage of Padiham is taken into account in regenerating the town by improving highly visible buildings that are of historic importance.

Options Appraisal Summary

1.151 This option will generally have a positive impact on sustainability objectives and it will support strategic planning policies to protect and enhance the historic environment and increase the attractiveness of town centres. Similarly, it would help to achieve some of the objectives of both community strategies and be in accord with other plans and programmes. There is public support for this option which would also make a significant contribution towards achieving the vision for Padiham to be a thriving market town. Furthermore, it would help to address some of the key issues that affect this area.

Option 2 - No Change

1.152 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.153 The Sustainability Appraisal identifies no positive impacts in terms of this option. Whilst many of the impacts are uncertain, there could also be negative effects on sustainability objectives. There is unlikely to be investment in shop front improvements without support and this could lead to an overall decline in the condition of a number of highly visible statutory and locally listed buildings. This, in turn, could affect the image of Padiham and its attractiveness as a centre in which to invest.

2. Fit with Strategic Planning Policies

1.154 National planning guidance states that local planning authorities should develop strategies for strengthening centres (PPS6) and that plans should include a strategy for the economic regeneration of declining areas and identify the opportunities that the historic fabric can offer. There is further advice in PPS1 which indicates that the effects of declining environmental quality should be mitigated through positive policies on issues such as conservation and emphasises the importance of preserving and enhancing the built heritage. Doing nothing to secure improvements to locally important historic buildings will not therefore support the thrust of Government planning policy.

1.155 Furthermore, this option is also less likely to meet the requirements set out in Policy ER3 of the Regional Spatial Strategy which indicates that plans should protect, conserve and enhance conservation areas and the wider historic landscape that contributes to the distinctiveness of the region. Similarly, it would not support policies contained in the Joint Lancashire Structure Plan.

1.156 The Adopted Burnley Local Plan supports proposals that build on the centre's attractive traditional character, promote retail and service sector investment and seek to expand the town centre's role as a visitor and tourist destination. These are less likely to come forward under the do nothing option.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.157 Doing nothing is unlikely to make a positive contribution towards meeting the strategic priorities identified in 'Burnley's Future' or the ambitions set out in the Community Strategy for Lancashire. Unlike Option 1, it would not secure Burnley's economic future by improving Padiham's image and retail environment nor would it help deliver the ambitions for a greener and more prosperous Lancashire.

4. Relationship with Other Plans and Programmes

1.158 As there is uncertainty about whether the option of doing nothing will deliver improvements to the town centre, and therefore Padiham's attraction as a place in which to invest, it is unlikely to support the strategic priorities set out in Elevate's Transformational Agenda, Burnley's Economic Development Strategy and Padiham Life's aspirations.

5. Contribution to the Vision for Padiham

1.159 This option will not contribute towards meeting the Vision for Padiham to be a market town with quality independent shopping and businesses as issues relating to the town centre's environment and appearance of historic buildings are unlikely to be addressed.

6. Community and Other Stakeholder Support

1.160 Two respondents disagreed with this option considering that it would do nothing to improve Padiham. However, there were also two comments of support.

7. Value for Money and Deliverability

1.161 This option would be immediately deliverable as there would be no cost in the short term. However, this needs to be balanced against a possible increased need for investment in the longer term if issues in the area are not addressed and there is a further decline in the condition of the area's buildings and environment.

8. Padiham Heritage Appraisal

1.162 This area falls within Character Area 1 as identified in Padiham's Heritage Appraisal. It comprises Padiham's historic core and retains much of its pre - industrial market town character. Many of the buildings in this area are either statutory, or locally, listed buildings. There are also a number of tree preservation orders in force and much of the area is designated as a Conservation Area.

1.163 This option is unlikely to contribute towards the protection and enhancement of Padiham's heritage since it does not include proposals to improve highly visible buildings that are of historic importance.

Options Appraisal Summary

1.164 This option has no positive impacts in terms of the objectives set out in the Sustainability Appraisal and it will not generally support strategic planning policies, the community strategies and other relevant plans and programmes, which encourage the protection of the historic environment and the enhancement of town centres. It is unlikely to have a positive effect in terms of the Heritage Appraisal and it will not assist in achieving the Vision for Padiham to be a thriving market town.

AREA 3: DEVELOPMENT OF THE PREFERRED OPTION

1.165 The adopted Local Plan includes a number of policies aimed at improving Padiham town centre and protecting its vitality and viability as a shopping destination. These policies are working well and are therefore being carried forward into the Preferred Option. However, the Heritage Appraisal has evaluated the town centre's heritage value and Conservation Area, and therefore the Preferred Option should include policies and proposals to reflect this.

1.166 The Options Appraisal shows that intervention is necessary in order to deal with some of the issues affecting the town centre. Improving shop fronts and relocating the market will make a significant contribution towards regenerating the town centre in accordance with strategic planning policies, the community strategies and other plans and programmes. They would also help to achieve the Vision for Padiham by improving its image and attractiveness as a place to live, work and visit.

1.167 Although there are issues relating to the deliverability of a shop front improvement scheme now that the Market Towns Initiative has come to an end, it is proposed to include this in the Preferred Option because it has the potential to make a significant difference to the town in terms of both its attractiveness as a place to live and work and the enhancement of its historic character. It is not proposed to carry forward any proposals in relation to the market as this has now ceased operating from the Clitheroe Street site.

AREA 4 - GREEN LANE/BURNLEY ROAD/PENDLE STREET

1.168 This is a largely residential area bounded by Green Lane in the west and Pendle Street in the east. The Burnley Road retail area forms the northern boundary of the site and the disused railway, the boundary to the south. The western part of the site lies within Flood Zones 2 and 3 as identified on the Environment Agency's flood map. The area contains a few locally listed buildings, mainly on Burnley Road

1.169 There is a car park in the eastern part of the site but the vacant area to the south of this is under - used and the condition of this is a key issue that the Preferred Option should address. The state of the disused railway line is also considered to be a local eyesore, attracting tipping and vandalism.

1.170 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.171 Option 1 - suggested a housing improvement scheme at Hambledon Street, Wesley Street and Hapton Street. this would include face lifting, group repair, double glazing, rebuilding back walls, new gates, selective clearance and alley gates. It was also suggested that there should be improvements to the rear of properties in this area.

1.172 Option 2 - focused on improvements to the existing car park on Hambledon Street, to the rear of properties and to the housing on Hapton Street, Hambledon Street, Veevers Street and Wesley Street.

1.173 Option 3 - proposed improvements to the rear of properties on Burnley Road and Pendle Street, along with housing improvements to Hapton Street, Wesley Street, Hambledon Street and Altham Street.

1.174 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Environmental Improvements

1.175 *This proposed that improvements to the rear of properties would be undertaken at Pendle Street and Altham Street. The car park to the rear of Pendle Street should be enhanced through tree planting and the signage to the car park from Burnley Road improved. Residents at 20-54 Pendle Street could be offered land for rear gardens on the cleared site at Hambledon Street.*

1. Sustainability Appraisal

1.176 Some positive impacts are identified in the Sustainability Appraisal of this option. These relate to image and community involvement. However, there is also some uncertainty because the actual nature of the improvements proposed is not yet determined. There are, however, likely to be some small scale positive effects at a localised level. There are no negative impacts.

2. Fit with Strategic Planning Policies

1.177 This option would contribute towards meeting the requirements of national planning policy which advises, in PPS1, that the historic environment and townscape character should be enhanced and protected and that plan policies should deliver safe, healthy and attractive places to live.

1.178 It would also accord with the Regional Spatial Strategy which indicates that plans should support initiatives, mechanisms and resources for improvements to public and private sector housing as well as the Joint Lancashire Structure Plan's advice that measures to improve the existing housing stock will be targeted towards the principal urban areas of the county.

1.179 There are no specific proposals for this area in the Burnley Local Plan but Policy H8 promotes environmental improvements in residential areas, including landscaping.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.180 Option 1 could help to achieve one of the strategic priorities of 'Burnley's Future', in that it could assist in making the whole Borough cleaner, greener and safer. Similarly, it would support the ambition, set out in the community strategy for Lancashire, to create a 'Greener Lancashire'.

4. Relationship with Other Plans and Programmes

1.181 One of the strategic objectives of Elevate's Transformational Agenda is to focus on enhancing the quality of environments and urban centres. This option will, albeit on a very local scale, help to meet this objective.

1.182 It will also support the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market as well as the strategic objectives of the Economic Development Strategy to invest in image, environment, people and communities.

5. Contribution to the Vision for Padiham

1.183 This option would contribute towards meeting the Vision for Padiham to be a self-sustaining and prosperous place in which to live and work by helping to revitalise the housing market and going some way towards creating a safe, secure, welcoming and healthy environment for all.

6. Community and Other Stakeholder Support

1.184 There is significant support for this proposal with 9 of the 11 responses to this proposal being in agreement with it. One respondent considered that, if the land behind Pendle Street was not wanted for gardens, other action should be taken. The Environment Agency highlights the fact that parts of Green Lane/Burnley Road/Pendle Street fall within Flood Zones 2 and 3, but that the option proposals would not constitute 'flood risk sensitive' development.

7. Value for Money and Deliverability

1.185 This option will not be delivered through the Elevate Housing Market Renewal programme as this funding will be concentrated on delivering housing market renewal initiatives in other parts of the Borough. Whilst public sector funding maybe available for signage and tree planting on the car park, an alternative means financing the other improvements may need to be found.

8. Padiham Heritage Appraisal

1.186 This area falls within Character Area 4 in the Padiham Heritage Appraisal and its main architectural and heritage interest lies in the integrity of its historic terraces, whose typical 'grid iron' layout contrasts with the more fluid layout of older Padiham. There are one or two listed buildings in the area and some stone setts of heritage value. In addition, the disused railway line is identified as a feature of local heritage value.

1.187 In seeking to improve the environment of traditional streets, Option 1 could have a positive impact on the heritage of Padiham.

Options Appraisal Summary

1.188 This option is generally positive in terms of its sustainability and supports strategic planning policy by making improvements existing buildings in an area of housing market renewal and by enhancing the environment in a way that recognises the importance of heritage and local distinctiveness. However, its impact on housing market renewal could be quite limited as this is a small scale intervention and there could be issues relating to the deliverability of proposals to improve the appearance of existing housing areas.

Option 2 - No Change

1.189 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.190 The Sustainability Appraisal of the option for no change indicates that the small scale nature of this option would have no likely impacts on sustainability objectives.

2. Fit with Strategic Planning Policies

1.191 Although the proposals put forward under Option 1 are small scale, they would nevertheless make a more significant contribution towards meeting strategic planning policies to deliver safe, healthy and attractive places to live than this 'no change' option.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.192 This option would not help meet the strategic priorities set out in Burnley's community strategy or the aspirations put forward in 'Ambition Lancashire'. In particular, it would not help to make the borough greener or safer as there are no proposals for environmental improvement.

4. Relationship with Other Plans and Programmes

1.193 Although the proposals under Option 1 are quite localised, doing nothing is unlikely to make a positive contribution towards meeting the objectives of other plans and programmes. It will not enhance the quality of environments in accordance with Elevate's Transformational Agenda nor will it help to meet the Housing Strategy's priorities which include the improvement of living conditions and the local environment. It would also fail to meet the objectives of the Economic Development Strategy and Market Towns Initiative to invest in image and the environment.

5. Contribution to the Vision for Padiham

1.194 The option to do nothing is unlikely to help to achieve the Vision for Padiham as it would not contribute towards the regeneration or enhancement of this part of Padiham in order to help create a self-sustaining and prosperous place in which to live and work.

6. Community and Other Stakeholder Support

1.195 There were 2 responses to this option, both of which were in support.

7. Value for Money and Deliverability

1.196 Although this option would clearly be deliverable, it may not offer value for money as there may be a need for increased investment in the longer term if issues in the area are not addressed and there is a further decline in the condition of the area's environment.

8. Padiham Heritage Appraisal

1.197 This area falls within Character Area 4 in the Padiham Heritage Appraisal, an area whose main architectural and heritage interest lies in the integrity of its 'grid iron' layout of historic terraces which contrast with the more fluid layout of older Padiham. There are one or two listed buildings in the area and some stone setts of heritage value. In addition, the disused railway line is identified as a feature of local heritage value.

1.198 In seeking to do nothing to improve the environment of traditional streets, Option 2 is unlikely to have a positive impact on the heritage of Padiham.

Options Appraisal Summary

1.199 Option 2 has no positive impacts in terms of sustainability objectives and is less likely to meet the requirements of strategic planning policy than Option 1. Similarly, it will not generally support the community strategies or other plans and programmes which promote interventions to improve the environment of urban areas.

1.200 Furthermore, it is less likely to secure the heritage of the area or address the key issue for this area in that it does not seek to improve environmental quality.

AREA 4: DEVELOPMENT OF THE PREFERRED OPTION

1.201 The Options Appraisal shows that improvements to properties and the environment within a Housing Market Intervention Area would be the most sustainable intervention and would offer greater support to strategic planning policies, the community strategies and other plans and programmes relevant to the area. However, there are issues relating to the deliverability of such proposals because Padiham is not considered to be a priority for funding under the Elevate initiative.

1.202 Whilst improvements related to housing market renewal activity may not be justified in terms of priorities across the borough, there is considered to be a strong strategic case for improving properties adjacent to the disused rail line, the proposed Linear Park because this would complement the significant investment being made in the new gateway.

AREA 5 - GREEN LANE/RUSSELL TERRACE/BEECH STREET

1.203 This area lies to the south east of Padiham town centre and is bisected by the disused rail line. It comprises terraced housing either side of this line along with an area of mixed housing and mill buildings, dominated by Perseverance Mill, also known as Albion Mill. Green Brook runs to the west of the area and land in the extreme south west falls within Flood Zone 3.

1.204 The disused former rail line, which runs south of the town centre, is currently an eyesore, detracting from neighbouring residential areas and suffering from problems of tipping and vandalism. This is a key issue that the Area Action Plan will need to address. There are other issues relating to environmental quality that affect the area. These include the vacant Perseverance Mill site, the condition of the Grade II listed Jubilee Mill engine house and the poor quality environment in some streets, such as Beech Street.

1.205 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.206 Option 1 - suggested a housing improvement scheme at Beech Street. This could include face lifting, group repair, double glazing, rebuilding back walls, new gates, selective clearance and alley gates. Stone setts should be restored.

1.207 Option 2 - focused on improvements to the housing on Russell Terrace.

1.208 Option 3 - proposed housing improvements to properties on Russell Terrace, Beech Street, Thompson Street, Canning Street, Barley Street and St Anne's Street and identified the listed Jubilee Mill Engine House as a residential development opportunity.

1.209 A draft preferred option was then drawn up and consulted on in July 2005. This option formed the bases for Options 1 and 2 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Facelifting

1.210 *This suggested that properties around Russell Terrace and Cardwell Street should be facelifted to enhance the setting of the proposed linear park. Perseverance Mill is no longer in employment use and consideration should be given to the development of a mix of uses. Jubilee Mill Engine House would be targeted for heritage led refurbishment schemes.*

1. Sustainability Appraisal

1.211 This option would have positive impacts in terms of the Sustainability Appraisal, particularly in relation to the proposed regeneration of Perseverance Mill and the enhancement of the linear park. However, there are many uncertain impacts because the actual nature of the development proposals for Perseverance Mill are unknown. Two negative effects are identified. These relate to the possible increase in traffic that could arise from additional residential development and the proposed development of the mill site which is located within Flood Zone 3.

2. Fit with Strategic Planning Policies

1.212 This option could support Government policy as set out in PPS1 in that it would improve the environment of this area and preserve and enhance the built heritage. Furthermore, it would promote the efficient use of land and buildings in accordance with both PPS1 and PPS3. In proposing the refurbishment of Jubilee Mill engine house, this option would also accord with PPG15 which indicates that encouragement should be given to the satisfactory reuse of neglected historic buildings.

1.213 However, the Perseverance Mill site falls within Flood Zone 3. The proposal to redevelop it would therefore only be acceptable in terms of PPS25: 'Development and Flood Risk' if it can be established that the proposed development cannot be located in an area with a lower risk of flooding and then that the Exception Test set out in PPS25 has been passed.

1.214 Policy DP1 of the Regional Spatial Strategy sets out a sequential approach to meeting development needs with priority being given to the effective use of existing buildings and infrastructure, including the reuse or conversion of empty buildings provided that these are accessible by way of public transport, walking and cycling. As this area is well located in terms of its accessibility by modes of transport other than the private car, Option 1 supports this RSS policy along with others relating to urban renaissance. The proposal to reuse the historic engine house would also accord with Policy ER3.

1.215 The Joint Lancashire Structure Plan states that most development should be concentrated in the principal urban areas of the Borough and that measures to improve the existing housing stock should be targeted to these areas. Option 1 would support this policy and the proposed reuse of a building of historic interest would also comply with Structure Plan policy. Policy 21 requires that Lancashire's natural and man made heritage should be protected from loss or damage according to the hierarchy of designation. This hierarchy includes the built heritage of local importance.

1.216 Policy H8 of the adopted Burnley Local Plan states that the Council will promote environmental improvements within existing residential areas. Such improvements are aimed to improve and regenerate deprived urban areas and existing residential areas.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.217 Burnley's community strategy promotes the continued regeneration of areas covered by the housing market renewal (HMR) programme in order to create a clean, green and safe borough. Option 1 should help to revitalise the Padiham HMR area by improving existing housing, redeveloping a vacant site and refurbishing a building of historic importance. It would also contribute towards meeting the Lancashire community strategy's ambition to invest in

neighbourhoods, especially those affected by housing market failure, or at risk of low demand. At the same time, option proposals would protect and enhance part of Padiham's built heritage, thereby achieving the ambition for a 'Greener Lancashire'.

4. Relationship with Other Plans and Programmes

1.218 Included in Elevate's Transformational Agenda are the objectives to accommodate people in attractive neighbourhoods and enhancing the quality of environments. Option 1 would help to achieve both of these. It could also assist in meeting the priorities identified in the Housing Strategy in that redeveloping the Perseverance Mill site for a mix of uses could help, in a limited way, to regenerate this neighbourhood and improve the range of housing available. Other proposals would help to improve the local environment.

1.219 This option would support two of the objectives of the Economic Development Strategy by investing in people and communities and in image and environment. It could also help to achieve Padiham Life's aspiration to increase the attractiveness of Padiham as a thriving market town.

5. Contribution to the Vision for Padiham

1.220 This particular option will help achieve the Vision for Padiham by regenerating a building of heritage importance and improving traditional streets along the disused rail line which could become an important gateway into the town. These improvements would increase the attractiveness of the area.

6. Community and Other Stakeholder Support

1.221 There were 8 responses in agreement with this option and only two in disagreement, both of whom considered that the Jubilee Mill engine house should be demolished. This contrasted with the views of one respondent in agreement with Option 1 who suggested that the mill engine house be used as a museum. The Highways Agency pointed out that the proposals under this option could result in an increase in traffic on the trunk road. Issues were also raised by the Environment Agency who advised that Perseverance Mill was at risk of flooding and that there might be land contamination issues in relation to Jubilee Mill engine house. They also pointed out that Green Brook runs in culvert below Perseverance Mill and that any redevelopment should seek to remove this section of the watercourse from the culvert.

7. Value for Money and Deliverability

1.222 The redevelopment of the Perseverance Mill site and Jubilee Mill engine house would be by the private sector. By allowing a mix of uses on the former Perseverance Mill site it should be economically viable for the private sector to deliver the redevelopment of this site. The refurbishment of the engine house could prove more problematic but the local authority

will work with interested prospective developers in a flexible way to deliver a scheme to conserve and enhance this historic building. It is hoped that an uplift in the housing market of Padiham as a result of other intervention proposed would help to improve the commercial viability of bringing this building back into use.

1.223 There is no funding currently available to facelift properties along the line of the linear park as this area is not considered to be a priority for investment under the Elevate Pathfinder Initiative. Although it may offer good value for money in terms of complementing the work being undertaken to develop this park, it will not be deliverable in the short term. The Council will explore funding opportunities with partners and also explore the possibility of providing information to residents along the route about other home improvement grants that may be available to them.

8. Padiham Heritage Appraisal

1.224 This area falls within Character Areas 4 and 5 as identified in the Padiham Heritage Appraisal where it is described as being an area of 'grid iron' terraced housing interspersed with mill buildings. The Grade II listed Jubilee Mill engine house is shown as a building at risk from neglect whilst it remains empty. The disused rail line is highlighted as a feature of local heritage value.

1.225 This option could benefit features and buildings of heritage value as it proposes improvements to properties alongside the rail line and the refurbishment of a listed building which could be at risk.

Options Appraisal Summary

1.226 This option is generally positive in terms of its sustainability although there are a number of uncertain impacts and two negative impacts. For the most part, it supports strategic planning policies although there may be issues relating to the identification of Perseverance Mill as at risk of flooding.

1.227 Although Option 1 would enhance the heritage of Padiham in accordance with the Heritage Appraisal and support the priorities set out in both community strategies and other relevant plans and programmes as well as help deliver the Vision for Padiham there are issues relating to deliverability. Since it will also help to address a number of key issues in the area, it is important that further detailed consideration is given as to how this option could be delivered.

Option 2 - Vacant Properties Brought Back into Use

1.228 *This suggested that vacant properties at Beech Street should be improved and brought back into use for owner-occupiers or tenants through the Vacant Properties Initiative.*

1. Sustainability Appraisal

1.229 The Sustainability Appraisal of Option 2 indicates that there will be little impact on many of the sustainability objectives. However, there will be some positive effects because vacant properties will be brought back into use, thereby helping to improve environmental quality, reduce crime and increase the stock of affordable housing. No negative impacts are identified.

2. Fit with Strategic Planning Policies

1.230 This option would support the objective of creating a more sustainable living environment as promoted in the Communities Plan by bringing back into use vacant properties in an area of low housing demand. In making more efficient use of the existing housing stock it would also accord with guidance in PPS1 and PPS3 which indicates that local authorities should develop policies to bring into use empty houses and buildings.

1.231 The Regional Spatial Strategy also promotes the effective use of existing buildings including the reuse of buildings, particularly those which are accessible by means other than the car. This is set out in Policy DP1. Again, this option would, in a limited way, meet the requirements of this policy.

1.232 It would also support the Structure Plan which states, in Policy 13, that measures to improve the existing stock will be targeted to the principal urban areas.

1.233 However, the impact of this option would be limited in that it would do nothing to address the vacant Perseverance Mill site or the empty Jubilee Mill engine house.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.234 Under the strategic priority of 'Places', 'Burnley's Future' highlights a commitment to making the borough clean, green and safe. In order to help achieve this, the number of empty houses will have been reduced and Option 2 should assist in the delivery of this. It could also help realise the ambition for improved housing in Lancashire by investing in a neighbourhood which is at risk of low demand.

4. Relationship with Other Plans and Programmes

1.235 Bringing properties back into use will result in an overall improvement to this area, thereby helping to achieve the strategic objective in Elevate's Transformational Agenda to accommodate people in attractive neighbourhoods. This option will also contribute towards realising one of the priorities in Burnley's Housing Strategy which is to improve housing conditions and local environments. One of the ways of doing this could be through the Vacant Property Initiative.

5. Contribution to the Vision for Padiham

1.236 This option would help to achieve the Vision for Padiham by improving a neighbourhood and thereby contributing towards making Padiham a more attractive place in which to live.

6. Community and Other Stakeholder Support

1.237 There were 6 responses to this option and five agreed that action should be taken to bring vacant properties back into use. The Highways Agency pointed out that they would need to be consulted on detailed proposals in order to assess the impact of any increased traffic on the highway network.

7. Value for Money and Deliverability

1.238 Public funding is available to bring back into use vacant properties. This can be done by the Council under the Vacant Property Initiative which is funded by the Housing Capital Programme and the Housing Market Renewal Pathfinder. Registered Social Landlords, with funding from the Housing Corporation, may also implement such schemes. However, the amount of funding for such schemes tends to be quite modest and, because Burnley has a very high vacancy rate, demands on this tend to be high.

1.239 Although there is clearly value in making the most effective use of existing housing and improving neighbourhoods, this area does not suffer from the same degree of housing market failure as others. It may therefore not be a priority for such an intervention.

8. Padiham Heritage Appraisal

1.240 The Heritage Appraisal describes this area as one of 'gridiron' terraced housing interspersed with mill buildings and the heritage importance of Jubilee Mill engine house and the disused rail line are highlighted.

1.241 Although Option 2 would not directly affect buildings or features of heritage importance, in bringing vacant properties back into use, it could help to sustain areas of terraced housing that contribute to Padiham's distinctive character.

Options Appraisal Summary

1.242 Option 2 would have some positive impacts in terms of sustainability objectives and would support strategic planning policies that promote the effective use of existing land and buildings in urban areas. Although on a quite localised scale, it would also contribute towards meeting priorities identified in the relevant plans and policies and help deliver the Vision for Padiham. There is public support for this option but there may be issues relating to funding and delivery.

Option 3 - No Change

1.243 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.244 The Sustainability Appraisal identifies no positive impacts for this option. Several potential negative effects are highlighted. These relate to the possible deterioration of existing vacant buildings and the potential for these to fall into further disrepair resulting in an increase in the incidences of untidy land and anti social behaviour. These, in turn, could impact on house prices and the housing market.

2. Fit with Strategic Planning Policies

1.245 Without any intervention, there could be a risk that the area would continue to decline as properties might remain empty. Option 3 would not therefore support the creation of a more sustainable living environment as promoted in the Communities Plan.

1.246 It would also be in conflict with PPS1: 'Delivering Sustainable Development' which advises, in paragraph 17, that policies should seek to deliver safe, healthy and attractive places to live. Furthermore, it would not secure the future use of locally important historic buildings in accordance with PPG 15, the Regional Spatial Strategy and the adopted Local Plan.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.247 If no action was to be taken in respect of this area, properties and sites could well remain vacant and the objectives set out in 'Burnley's Future' and Lancashire's community strategy not met.

4. Relationship with Other Plans and Programmes

1.248 Doing nothing in this area would represent a missed opportunity to make more effective use of land and buildings in a sustainable location, and to improve the housing mix in an area where there is a significant amount of smaller terraced stock. Creating neighbourhoods that are able to satisfy a broader range of housing needs and aspirations is a key objective of both Elevate's Transformational Agenda and Burnley's Housing Strategy.

5. Contribution to the Vision for Padiham

1.249 Option 3 is unlikely to help deliver the Vision for Padiham as it will not help to regenerate this part of the town and therefore not contribute towards making Padiham a more self - sustaining place in which to live.

6. Community and Other Stakeholder Support

1.250 There was one comment in support of this 'no change' option and one in disagreement.

7. Value for Money and Deliverability

1.251 This option is clearly deliverable but is unlikely to represent value for money as land and buildings would remain empty or under - used. Furthermore, the lack of intervention could result in the need for more significant investment in the future if issues are not addressed and there is a further decline in the area.

8. Padiham Heritage Appraisal

1.252 There are buildings and features of local heritage value in this area which help give Padiham its local distinctiveness and this option for no change could lead to a deterioration of part of Padiham's heritage.

Options Appraisal Summary

1.253 This option has no positive impacts in terms of its sustainability and, in fact, several negative impacts are identified. It does not generally support strategic planning policies, the community strategies or other plans and programmes which encourage interventions to improve environments and bring back into use vacant land and buildings, especially those which are sustainable in terms of location and of heritage value.

1.254 It is unlikely to have a positive impact on the heritage of the area and there is little public support for it. Moreover, this option would not assist in tackling issues relating to the environmental quality of parts of this area.

Option 4 - Development of Perseverance Mill (also known as Albion Mill) for Housing

1.255 *This option was suggested through consultation on issues and options.*

1. Sustainability Appraisal

1.256 The Sustainability Appraisal identifies a significant number of positive impacts in relation to this option. It could contribute to existing regeneration initiatives, such as housing market renewal, in a sustainable way as it is close to public transport routes, shops and other services. It would bring back into use previously developed land and new development should be more energy efficient. It should therefore have a positive effect on image, urban renaissance and environmental quality.

2. Fit with Strategic Planning Policies

1.257 Government planning policy as set out in PPS1 and PPS3 promotes the efficient use of previously developed land in sustainable locations. The priority for development should be vacant and derelict sites and/ or buildings. This option proposes the redevelopment of previously developed employment land for housing. It is well located in terms of accessibility by more sustainable means than the private car.

1.258 However, part of the Perseverance Mill site falls within Flood Zone 3. Option 4 would therefore only be acceptable in terms of PPS25: 'Development and Flood Risk' if it can be established that the proposed development cannot be located in an area with a lower risk of flooding and then that the Exception Test set out in PPS25 has been passed.

1.259 The Regional Spatial Strategy also encourages the use of existing buildings and infrastructure, including the reuse or conversion of empty buildings, particularly those which are accessible by way of public transport, walking or cycling (Policy DP1). Option 4 therefore accords with RSS.

1.260 It also supports Policy 2 of the Joint Lancashire Structure Plan which states that development will be concentrated in the Borough's principal urban areas.

1.261 Policy EW7 of the adopted Local Plan seeks to protect existing employment land from other forms of development unless it can be demonstrated that its continued use for employment purposes would cause unacceptable harm to the character and amenity of the surrounding area or the site is no longer suited for continued employment use by reason of poor vehicular access, incompatibility with surrounding land uses, or poor access to public transport routes. Option 4 would only be acceptable in terms of the Local Plan if the requirements of this policy were met.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.262 This option would help to achieve a clean, green and safe Burnley by enabling new homes to be provided within the housing market intervention area. Similarly, it would support the 'Living in Lancashire' ambition by developing new housing within the Borough's principal urban area.

4. Relationship with Other Plans and Programmes

1.263 Although redeveloping the Perseverance Mill site for housing would result in the loss of a former employment site, it could contribute towards meeting Elevate's Transformational Agenda because it has the potential to extend the range of housing choice in the area. In creating an opportunity to diversify the supply of housing in the area, this option would also be in line with the Housing Strategy for Burnley.

5. Contribution to the Vision for Padiham

1.264 New housing development on this under - used site could assist in delivering the Vision for Padiham by helping to revitalise the housing market in this part of the town. This, in turn, would have an effect on increasing the attractiveness of Padiham as a place in which to live.

6. Community and Other Stakeholder Support

1.265 This option was put forward in responses to the Area Action Plan issues and options consultation.

7. Value for Money and Deliverability

1.266 This option would be delivered by the private sector and would offer value for money as the site currently lies vacant. although its delivery would be affected by the presence of the culverted watercourse and the vulnerability of part of the site in terms of flood risk, it should nevertheless be a realistic development opportunity for the private sector.

8. Padiham Heritage Appraisal

1.267 The effect of this option on the heritage of the area will largely be dependent upon the detailed design of any housing development.

Options Appraisal Summary

1.268 Option 4 has significant positive impacts in terms of sustainability objectives and would support strategic planning policies provided that it can be justified in terms of PPS25. this redevelopment proposal would also contribute towards meeting objectives set out in both community strategies, in Elevate's Transformational Agenda and in Burnley's Housing Strategy. Furthermore, it would help to address some of the issues relating to environmental quality in the area.

AREA 5: DEVELOPMENT OF THE PREFERRED OPTION

1.269 This is an area which is bisected by the disused rail line, which is currently neglected and suffering from problems of fly tipping and vandalism. The Options Appraisal indicates that the preferred way forward in terms of sustainability and policy considerations would be to improve properties adjacent to the line in order to complement the public investment being made into the creation of a Linear Park along the line.

1.270 The refurbishment of Jubilee Mill is important, not only in terms of the building itself but also in relation to its impact on the quality of the wider environment. It is equally necessary to bring back into use the vacant Perseverance Mill site and the Options Appraisal suggests that this use should be housing. However, as the site is at risk of flooding, this use needs to be tested further in terms of the requirements set out in PPS25.

AREA 6 - GREEN LANE/STATION ROAD/ELIZABETH STREET

1.271 This is a former industrial site to the south of Padiham town centre. The River Calder flows to the west and the disused rail line runs to the north. Adjoining land to the north and west are in employment use whilst land to the south and east is predominantly open. The Area falls within Flood Zone 2.

1.272 In effect, two options were initially drawn up for this area and consulted on in April 2005. These were:

1.273 Options 1 and 2 - suggested no changes to this area

1.274 Option 3 - identified the area as a business/employment opportunity

1.275 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Extension of Economic Improvement Area

1.276 *This proposed that site EW 6/4, designated in the Burnley Local Plan as an Economic Improvement Area, should be extended to include the adjacent site off Elizabeth Street / Padiham Green Church of England Primary School.*

1. Sustainability Appraisal

1.277 This option would generally have little impact on sustainability objectives. It is likely to have a positive effect on reducing economic disparities by increasing employment opportunities and on environmental quality by bringing back into use an under-used site. There are a number of uncertain impacts in relation to traffic generation, resource and energy use because the exact nature of any future development proposals is not known. No negative effects have been highlighted.

2. Fit with Strategic Planning Policies

1.278 National planning guidance indicates that local planning authorities should provide a framework for sustainable economic growth and bring forward sufficient land of suitable quality in appropriate locations for industrial development. Whilst the locational needs of businesses should be taken into account, new development should be encouraged in locations

which minimise car journeys and can be served by more energy efficient modes of transport. This is set out in PPS1 and PPG4. Option 1 would meet these policies by increasing the amount of employment land available in this established industrial area, thereby providing a site for a new user or expansion space for an existing one. However, the site falls within Flood Zone 2 and this option would therefore only be acceptable in terms of PPS25: 'Development and Flood Risk' if it can be established that the proposed development cannot be located in an area with a lower risk of flooding and then that the Exception Test set out in PPS25 has been passed.

1.279 Option 1 would accord with Policy EC2 of the Regional Spatial Strategy which indicates that sites should be provided to meet the needs of traditional manufacturing industry as well as new and emerging manufacturing industries and meeting the need for expansions and relocations.

1.280 The Joint Lancashire Structure Plan identifies the amount of employment land that should be allocated in the borough and the Local Plan sets out where these allocations are. However, the Local Plan has allocated slightly less employment land than the Structure Plan requirement and this gives some flexibility to bring forward additional sites such as the one proposed under this option.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.281 Increasing the amount of employment land available in Padiham by developing an under - used site will help to meet all three strategic priorities identified in 'Burnley's Future'. It should secure prosperity, make sure that the borough is clean, green and safe and create opportunities for people that will sustain ambition.

1.282 Furthermore, it will support 'Ambition Lancashire' in that it could, to a limited degree, provide an opportunity to diversify Lancashire's economy and bring more people into employment.

4. Relationship with Other Plans and Programmes

1.283 This option would accord with Burnley's Economic Development Strategy which promotes the provision of a full range of sustainable business sites and premises for both inward investment and local expansion.

5. Contribution to the Vision for Padiham

1.284 By increasing the potential for Padiham to become a self - sustaining and prosperous place in which to live and work, Option 1 would contribute towards achieving the Vision for Padiham.

6. Community and Other Stakeholder Support

1.285 4 respondents agreed with this proposal but one resident expressed concern about access to the site as on - street parking is a major problem in the area. The Highways Agency noted that this option might result in an increase in traffic and suggested that improvements to public transport should be considered.

7. Value for Money and Deliverability

1.286 This option would be delivered by the private sector and could complement the investment made in adjacent employment areas. As the site is currently under - used, its development would constitute value for money. Although it falls within Flood Zone 2, the Environment Agency did not raise concerns about its proposed development.

8. Padiham Heritage Appraisal

1.287 The Heritage Appraisal shows this area as being within Character Area 7 which is described as being given over mainly to light industrial and municipal uses. It is an area of limited heritage value and this option would have little, or no, effect on the heritage of the area.

Options Appraisal Summary

1.288 Although this option would have some positive impacts in terms of sustainability objectives, the development proposed would generally have little impact. It would meet strategic planning policies relating to the more effective use of land and buildings in the urban area and those which promote economic development. It would also support both community strategies and Burnley's Economic Development Strategy. There is community support for this option and it would help to deal with the issue of the environmental quality of vacant land.

Option 2 - No Change

1.289 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.290 The Sustainability Appraisal identifies no positive impacts for this option and one negative impact in relation to environmental quality. There are a number of uncertain effects because, if businesses do not have opportunities to expand, they may relocate away from the area.

2. Fit with Strategic Planning Policies

1.291 This is an under used, previously developed site and therefore this option for no change would not help to achieve national, regional and local planning policies that seek to make the most effective use of existing land and buildings, particularly that which is vacant or under -used. Furthermore, it would not support policies that encourage economic development and the identification of sites to meet a variety of industrial and commercial needs.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.292 Doing nothing is unlikely to make a positive contribution towards meeting the strategic priorities identified in 'Burnley's Future' or the ambitions set out in the Community Strategy for Lancashire. It would not secure Burnley's economic future to the same extent as option 1 nor would it make a positive contribution towards delivering the ambition for a more prosperous Lancashire.

4. Relationship with Other Plans and Programmes

1.293 To do nothing in this area would be to miss an opportunity to provide additional employment land in a sustainable location and to make more effective use of an under - used site in a predominantly industrial area. This would run counter to Burnley's Economic Development Strategy.

5. Contribution to the Vision for Padiham

1.294 The Vision for Padiham is to be a market town which is a self - sustaining and prosperous place in which to live and work. Leaving this site under - used will not make a contribution towards achieving this Vision.

6. Community and Other Stakeholder Support

1.295 There were three responses to this option. 2 were in agreement and there was a general comment from the Highways Agency that this option would not result in additional traffic on the strategic highway network.

7. Value for Money and Deliverability

1.296 This option is clearly deliverable but is unlikely to represent value for money as land would remain under - used. This represents the poor use of a site in the urban area.

8. Padiham Heritage Appraisal

1.297 The Heritage Appraisal shows this area as being within Character Area 7 which is described as being given over mainly to light industrial and municipal uses. Although it is an area of limited heritage value, leaving the site in its current condition would have a negative impact on the overall character of the area.

Options Appraisal Summary

1.298 Option 2 has no positive impacts in terms of sustainability objectives and one negative impact in terms of environmental quality. It is less likely to meet the requirements of strategic planning policy than Option 1. Similarly, it will not generally support the community strategies or other plans and programmes which promote interventions to improve the environment of urban areas and to bring forward a range of employment opportunities.

AREA 6: DEVELOPMENT OF THE PREFERRED OPTION

1.299 There are clearly merits in bringing forward this site as an extension to the adjacent Economic Improvement Area and there is flexibility to do this as the Local Plan identifies less employment land than is required under Structure Plan policy. This proposal should therefore be included in the Preferred Option.

AREA 7 - LEVANT STREET/THOMPSON STREET/BARLEY STREET

1.300 This is an area of open space within a predominantly residential area comprising largely terraced housing in a 'grid iron' street layout.

1.301 In effect, two options were initially drawn up for this area and consulted on in April 2005. These were:

1.302 Option 1 - suggested that a village green be developed on the open space adjacent to Barley Street, Levant Street and Thompson Street.

1.303 Option 2 - focused on general environmental improvements for the area.

1.304 Option 3 - again proposed the creation of a village green or central green space adjacent to Barley Street, Levant Street and Thompson Street.

1.305 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Environmental Improvements

1.306 *This proposed environmental improvements including tree planting on land adjacent to Thompson Street, Barley Street and Levant Street.*

1. Sustainability Appraisal

1.307 Generally, this option would have little or no impact on sustainability objectives. One positive effect is identified and this relates to urban renaissance. There is also some uncertainty because the actual nature of the improvements proposed is not yet determined. There could be some small scale positive effects at a localised level in terms of image and the natural environment. There are no negative impacts.

2. Fit with Strategic Planning Policies

1.308 This option would contribute towards meeting the requirements of national planning policy which advises, in PPS1, that the townscape character of areas should be enhanced and protected and that plan policies should deliver safe, healthy and attractive places to live.

1.309 It would also accord with the Regional Spatial Strategy which indicates that plans should support initiatives, mechanisms and resources for improvements to public and private sector housing as well as the Joint Lancashire Structure Plan's advice that measures to improve the existing housing stock will be targeted towards the principal urban areas of the county.

1.310 There are no specific proposals for this area in the Burnley Local Plan but Policy H8 promotes environmental improvements in residential areas, including landscaping.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.311 Option 1 could help to achieve one of the strategic priorities of 'Burnley's Future', in that it could assist in making the whole Borough cleaner, greener and safer. Similarly, it would support the ambition, set out in the community strategy for Lancashire, to create a 'greener Lancashire'.

4. Relationship with Other Plans and Programmes

1.312 This option would help to support the strategic objectives of Elevate's Transformational Agenda that seek to accommodate people in attractive neighbourhoods and enhance the quality of environments, albeit on a very localised scale. It will also contribute towards meeting the Housing Strategy's priority 1.2 which is to improve the local environment.

1.313 Furthermore, it will accord with recommendations in the Borough's Green Space Strategy, one of which is to improve the quality of existing open spaces.

5. Contribution to the Vision for Padiham

1.314 Enhancements to this open space would help to achieve the Vision for Padiham by going some way towards creating a more welcoming and healthier environment for all.

6. Community and Other Stakeholder Support

1.315 Of the 9 responses received, 6 were in agreement. Two disagreed with the proposals on the grounds that there is no need for additional tree planting and that tree planting will only work if policed. Such a scheme has already been tried unsuccessfully at Hambledon Street. It was also pointed out that residents have always viewed this area as a 'village green' and that tree planting and landscaping may run counter to this.

7. Value for Money and Deliverability

1.316 Open space improvements could be funded through Section 106 contributions linked to nearby housing developments. However, it is clear that there may be issues relating to the ongoing maintenance of planting and it may not, therefore, offer value for money.

8. Padiham Heritage Appraisal

1.317 This open space falls within Character Area 5 in the Padiham Heritage Appraisal. The Character Area is described as being an area of 'grid iron' terraced housing interspersed with mill buildings. This option could enhance the heritage of the area if it provided a high quality, landscaped open space.

Options Appraisal Summary

1.318 Due to its localised nature, this option has little impact on sustainability objectives. Improving an existing open space would be supported by strategic planning policies and it would help meet the aims of the community strategies and Burnley's Green Space Strategy. It would be deliverable if new housing developments in the area went ahead but there may be issues relating to the type of treatment that would improve the open space and its ongoing maintenance.

Option 2 - No Change

1.319 *This proposed no changes to the area.*

1. Sustainability Appraisal

1.320 The Sustainability Appraisal indicates that Option 2 is unlikely to have an impact on sustainability objectives.

2. Fit with Strategic Planning Policies

1.321 Although the proposals put forward under Option 1 are small scale, they would nevertheless make a more significant contribution towards meeting strategic planning policies to deliver safe, healthy and attractive places to live than this 'no change' option.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.322 This is an existing open space and, although Option 1 will help to improve the quality of it, doing nothing is unlikely to have a significant detrimental effect on meeting the objectives set out in both community strategies.

4. Relationship with Other Plans and Programmes

1.323 Similarly, the option for no change is unlikely to have a significantly negative impact in terms of other plans and programmes. However, it would not necessarily support the Green Space Strategy - Recommendation AGS 1 to improve the quality of existing open spaces.

5. Contribution to the Vision for Padiham

1.324 This option is unlikely to affect the achievement of the Vision for Padiham.

6. Community and Other Stakeholder Support

1.325 There were two responses in support of no change to this area and further comments that the open space should either be used for children's play or developed for retirement bungalows.

7. Value for Money and Deliverability

1.326 This option can clearly be delivered and whether doing nothing offers value for money will only be determined by its condition and effective use as an open space over time.

8. Padiham Heritage Appraisal

1.327 This open space falls within Character Area 5 in the Padiham Heritage Appraisal. The Character Area is described as being an area of 'grid iron' terraced housing interspersed with mill buildings. Doing nothing to improve the quality of the open space may have a slight detrimental effect on maintaining and enhancing the heritage of the area.

Options Appraisal Summary

1.328 This option for 'no change' is unlikely to have an impact on sustainability objectives and, provided that the open space itself is retained, doing nothing will not run counter to strategic planning policies or the objectives of both community strategies. It will not, however,

support the Green Space Strategy in terms of its recommendation to improve the quality of existing open spaces and may have a slightly detrimental impact on the appearance of the wider area which is of heritage value.

AREA 7: DEVELOPMENT OF THE PREFERRED OPTION

1.329 The Options Appraisal indicates that the effects of both options differ only marginally and that there is local concern about the wisdom of landscaping. Furthermore, it may not be the most appropriate treatment for the area which seems to be valued for its openness. The suggestion that it could be used for children's play is something that could be explored as, and when, the open space requirements of new housing developments in the area are assessed. Its use for retirement bungalows would not be appropriate as the Open Space Strategy does not identify it as being surplus to requirements.

1.330 The Preferred Option therefore protects this area, along with all other existing green spaces and recreation areas in Padiham, as an open space.

OTHER OPTIONS

STATION ROAD WORKS

1.331 The vacant Station Road Works site lies at the junction of Green Lane and Station Road. It occupies a 2.4 ha. section of the Thompson Street Economic Improvement Area (identified as EW6/4 in the Burnley Local Plan). The site has been previously developed for employment uses and is occupied by a large single main works unit and a small number of ancillary buildings.

1.332 It is located in close proximity to Padiham Green Church of England Primary School and areas of residential development with good pedestrian access to the town centre and good vehicular access to the strategic highways and motorway network.

Option - Development for Non - Employment Use

1.333 *This proposes that the Station Road Works site should be excluded from the Thompson Street Economic Improvement Area and be identified as an 'area of change', allocated for housing.*

1. Sustainability Appraisal

1.334 The Sustainability Appraisal shows that, in general, this option has no likely impacts on sustainability objectives. It would have a very positive effect in terms of reducing commuter and freight traffic volumes in the immediate area which would increase safety for pedestrians and cyclists. However, this needs to be balanced against the negative impacts that have

been identified. Local job opportunities would be lost and this could also affect the economic growth potential of the town in that opportunities to attract businesses will be reduced. This, in turn, could have an effect on the economic and social regeneration of the town.

2. Fit with Strategic Planning Policies

1.335 This Option could support creating a more sustainable living environment as promoted in the Communities Plan through the improvement of a neighbourhood in an area of low demand housing, by allowing a currently vacant site to be reused. However, this needs to be balanced against the requirement in PPS1 to identify sufficient land for a variety of uses, including industrial development, taking into account issues such as accessibility and the provision of essential infrastructure. This reiterates guidance in PPG 4 which states there should be sufficient land available which is readily capable of development and well served by infrastructure.

1.336 Although the Option to reallocate a site currently within an Economic Improvement Area for housing could potentially support Policy UR4 of the Regional Spatial Strategy which advises that at least 65% of new dwellings in Lancashire should be built on previously developed land, this must be balanced against other policies. For example, Policies EC1 and EC2 support the identification of sites and premises suitable for employment purposes and the need for sites to be provided to meet the needs of traditional manufacturing industry as well as new and emerging manufacturing industries.

1.337 New housing development in the Borough must be carefully managed and monitored in order that the existing high vacancy rate is reduced and the housing market renewal process across the borough, jeopardised. An over supply of new housing allocations could undermine this approach.

1.338 This option would be contrary to the Local Plan allocation of the site as part of an Economic Improvement Area.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.339 Retaining this site in employment use would meet all three strategic priorities identified in 'Burnley's Future'. It would secure prosperity, make sure that the borough is clean, green and safe and create opportunities for people that will sustain ambition. It will also support 'Ambition Lancashire' by retaining the opportunity to diversify Lancashire's economy and bring more people into employment.

1.340 The reallocation of this site for housing would meet with priority 2 of Burnley's Future to make the Borough clean, green and safe. The option would also fit with Lancashire's Community Strategy's Living Ambition, to locate most housing developments in principal urban areas, main towns and market towns.

4. Relationship with Other Plans and Programmes

1.341 This option would help to support Burnley's Housing Strategy 2006-2009 which highlights a weakness in the housing market arising from the predominance of small terraced properties and identifies the need to redesign neighbourhoods so they can offer a more diverse range of housing. However, it would run counter to the Economic Development Strategy which promotes the provision of a full range of sustainable business sites and premises for both inward investment and local expansion.

5. Contribution to the Vision for Padiham

1.342 The inclusion of the option to reallocate the Station Road site for housing would support the Padiham Vision by successfully attracting new residents.

6. Community and Other Stakeholder Support

1.343 This option was put forward in response to the Area Action Plans issues and options consultation.

7. Value for Money and Deliverability

1.344 This option would be delivered by the private sector.

8. Padiham Heritage Appraisal

1.345 This site is located within Area 7 of the Padiham Heritage Appraisal. The area lies to the south west of the town centre and is bounded by Padiham Green Primary School and allotment gardens to the south, the disused rail line to the north, Station Road to the east and the River Calder to the west. It is an area of predominantly industrial and municipal uses.

1.346 The effect of this option on the heritage of the area would be largely dependant upon the detailed design of any housing development.

Options Appraisal Summary

1.347 The site is allocated in the 'saved' Local Plan as an Economic Improvement Area. Within these areas the presumption is that employment uses will remain. A mixed use scheme could come forward on this site if it was proven that other uses were needed to make redevelopment a viable prospect. This would not, however, require the site to be identified as an 'Area of Change' within the Area Action Plan.

1.348 It is correct that additional housing sites will be needed within the Borough for new housing in the Plan period. However, the Council considers that this site represents an opportunity to provide local employment for Padiham.

OTHER OPTIONS: DEVELOPMENT OF THE PREFERRED OPTION

1.349 It is not proposed to carry this option forward into the Preferred Option. Instead, the Preferred Option carries forward its Local Plan allocation.

BAXI POTTERTON (GOTHIC WORKS), WYRE STREET

1.350 The Baxi employment site covers an area of 8.5 hectares and is located within a largely industrial area. A further 7.5 hectares of the site is grassland, lying within the Green Belt.

1.351 It is bounded to the north by Grove Lane and immediately to the west by a small grid of nineteenth century terraced streets. The River Calder flows to the south and the site lies within Flood Zones 2 and 3 as identified on the Environment Agency's flood map. Access to the site is gained via Wyre Street, which connects to Burnley Road (A671) and a secondary access to the site is located at the junction of Holmes Street and Lune Street adjacent to the river.

1.352 The employment section of the site is dominated by a large single storey manufacturing complex comprising various interconnecting buildings, a three storey office block fronting on to Wyre Street, a small number of detached buildings and car park.

Option - Mixed Use Redevelopment, including Retail, Leisure, Employment and Residential

1.353 *This option proposes that the site be identified as an 'area of change' in the Padiham AAP Preferred Option. It should be reallocated for mixed use development including high quality leisure, retail and residential units.*

1. Sustainability Appraisal

1.354 The option has significant impacts, both negative and positive, on sustainability objectives. For example, a mix of uses on the site would provide employment opportunities in an area of need but there would be a reduction in the amount of employment land, and thus potential jobs, if large sites were sought.

1.355 The site is close to the Quality Bus Route and a mix of uses may provide the opportunity for more sustainable travel. However, there could be significant increases in vehicular traffic if shops and houses were built on the site. At the same time, there may be a reduction in the amount of heavy traffic using local roads.

1.356 There are also negative impacts in relation to environmental quality and climate change as most of the site is in Flood Zones 2 and 3 and the proposed residential development could increase the number of homes at risk of flooding. The careful siting of dwellings and the use of Sustainable Urban Drainage systems could mitigate this. It has been suggested that the adjacent Green Belt area could be used for such mitigation.

2. Fit with Strategic Planning Policies

1.357 Government planning policy, set out in PPS1, advises that development plans should identify sufficient land of suitable quality in appropriate locations to meet expected needs for housing, industrial development and other uses taking into account issues such as accessibility and the provision of essential infrastructure.

1.358 The 7.5 hectares section of the site located within the Green Belt lies outside the AAP boundary. However, any future development of this area, including the option to develop the land as a wetland habitat, would have to comply with planning policies within PPG2.

1.359 This Option is to provide a mix of uses on the Baxi site, which would include the development of housing. Although PPS 3 encourages housing developments in suitable locations, PPG 4 states there should also be sufficient land and premises available in urban areas that is readily capable of development for industry and commerce, which is well served by infrastructure.

1.360 As this site is not in, or adjacent to Padiham town centre, this option would not accord with the advice in PPS 6: 'Planning for Town Centres', which indicates that mixed-use development should be encouraged within and around existing centres. Furthermore, the Baxi site is located within Flood Zones 2 and 3 and so would have to meet the requirements set out in PPS25: 'Development and Flood Risk'. This option would therefore have to demonstrate that the proposed development could not be located in an area of lower flood risk.

1.361 Although the Option to reallocate a site currently within an Economic Improvement Area for housing could potentially support Policy UR4 of the Regional Spatial Strategy which advises that at least 65% of new dwellings in Lancashire should be built on previously developed land, this must be balanced against other policies. For example, Policies EC1 and EC2 support the identification of sites and premises suitable for employment purposes and the need for sites to be provided to meet the needs of traditional manufacturing industry as well as new and emerging manufacturing industries.

1.362 New housing development in the borough must be carefully managed and monitored in order that the existing high vacancy rate is reduced and the housing market renewal process across the borough, jeopardised. An over supply of new housing allocations could undermine this approach.

1.363 In terms of the retail and leisure elements proposed, this option would run counter to Policy EC8 of the Regional Spatial Strategy which sets out a sequential approach to development and encourages new retail, leisure and/or mixed use developments within existing town centres. This sequential approach is reiterated in Policy 16 of the Joint Lancashire Structure Plan.

1.364 The adopted Burnley Local Plan identifies the Baxi site as being located within the Lune Street Economic Improvement Area, EW6/3, and within the Green Belt. In an Economic Improvement Area, the Council will permit development which would lead to the expansion, or improvement, of existing business provided that a number of detailed criteria are met. Only the business aspects of this option would therefore be in conformity with the existing Local Plan.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.365 The reallocation of this site for mixed use development would meet with all three strategic priorities listed in 'Burnley's Future'. This option would also fit with the Lancashire Community Strategy's 'Living' ambition to locate most housing developments in principal urban areas, main towns and market towns. It would also support Lancashire's 'Prosperous' ambition by helping to diversify Lancashire's economy.

1.366 However, retaining this site in employment use would also support strategic priorities identified in 'Burnley's Future'. It would secure prosperity and create opportunities for people that will sustain ambition. It will also support 'Ambition Lancashire' by retaining the opportunity to diversify Lancashire's economy and bring more people into employment.

4. Relationship with Other Plans and Programmes

1.367 This option would support strategic objectives within Elevate's Transformational Agenda by focusing development in an urban centre where it is likely to attract a broad section of the population and workforce. However, the retention of the Baxi site for employment use would equally contribute towards Elevate's vision to support economic growth.

1.368 Burnley's Housing Strategy highlights the structural weakness in the housing market caused by a predominance of small terraced properties and high vacancy rates. The option for mixed use, which would incorporate an element of residential development, could help to improve the mix of housing within this area. However, it would be important to ensure that such a proposal would not exacerbate the problem of serious housing market weakness within the Borough or undermine regeneration programmes within other neighbourhoods.

1.369 However, it would run counter to the Economic Development Strategy which promotes the provision of a full range of sustainable business sites and premises for both inward investment and local expansion.

5. Contribution to the Vision for Padiham

1.370 This option seeks to help achieve the Vision for Padiham by proposing a mixed - use development within a large mainly vacant employment site. This proposal could help to retain and increase growth in order to make Padiham a self-sustaining and prosperous place in which to live and work.

6. Community and Other Stakeholder Support

1.371 This option was put forward in response to the Area Action Plans issues and options consultation.

7. Value for Money and Deliverability

1.372 This option would be delivered by the private sector.

8. Padiham Heritage Appraisal

1.373 The Baxi site is located on the eastern edge of Character Area 3 in the Padiham Heritage Appraisal. The area is described as a high - density industrial area containing stone built mills and weaving sheds and a grid of stone terraced housing but this site does not include any features or buildings of heritage value.

1.374 This option is therefore unlikely to have any impact on the Heritage Appraisal.

Options Appraisal Summary

1.375 The option has significant impacts, both negative and positive, on sustainability objectives. Although some strategic planning policies, and other plans, programmes and strategies would support the development of a mixed-use site, it would be contrary to others. The main issue in the area relates to traffic generation and it is unlikely that this option will help to address this.

OTHER OPTIONS: DEVELOPMENT OF THE PREFERRED OPTION

1.376 Within Economic Improvement Areas, the presumption is that employment uses will remain. A mixed use scheme could come forward on this site if it was proven that other uses were needed to make redevelopment a viable prospect. This would not, however, require the site to be identified as an 'Area of Change' within the Area Action Plan. The proposed mix of uses would be subject to other policies and the outcome of the Strategic Flood Risk Assessment.

1.377 Representations regarding the Borough's housing land situation are noted. It is correct that additional sites will be needed within the Borough for new housing in the Plan period. However, there is an equal need for employment sites and it is considered that this site represents an opportunity to retain local employment provision within Padiham.

1.378 The adopted Local Plan allocation proposes the continuation of employment uses on this site. It is therefore not proposed to carry this option forward into the Preferred Option but instead to retain its Local Plan allocation.

1.379 Comments regarding the potential to develop the land within the Green Belt as a wetland habitat are welcomed. Whilst it is acknowledged that the delivery of this proposal will be dependent on the redevelopment of the whole site, this area is outside of the boundary of the Area Action Plan.

ROUTE A - BURNLEY ROAD/TOWN CENTRE AND GAWTHORPE HALL

1.380 This route, which extends along Church Street and Burnley Road, bisects the town centre. The route connects Padiham with Burnley which lies about four miles to the east and to the motorway network via the M65 in the west. Padiham town centre is linked to Burnley town centre by a Quality Bus Route.

1.381 Heavy traffic flow together with the perceived lack of parking facilities within the town centre is having a negative impact on the local environment and may have contributed to the area's failure to attract visitors. Reducing the impact of traffic on the town centre and providing a more pedestrian friendly environment are key issues to be addressed in the Preferred Option.

1.382 Other transport and movement issues linked to Church Street/ Burnley Road and the town centre include poor linkages between the town centre and residential areas and poor existing linkages between the town centre and Gawthorpe Hall which maybe deterring tourists and day visitors from the town centre.

1.383 Three options were initially drawn up for this route and consulted on in April 2005. These were:

1.384 Option 1 - suggested a new riverside walk, linking the Memorial Park with the town centre and Gawthorpe Hall

1.385 Option 2 - focused on general environmental improvements along Burnley Road, traffic calming and greater pedestrian priority and an extension of the Quality Bus Route between Shuttleworth Mead and Burnley town centre.

1.386 Option 3 - proposed no changes to the route.

1.387 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Improvements to Signage and Traffic Management

1.388 *This proposed that the signage to Padiham town centre from the motorway and the neighbouring tourist attraction of Gawthorpe Hall be improved to encourage more visitors and tourists to come into the town centre. A pedestrian and cycle route linking Gawthorpe Hall to the town centre would be promoted and there should be more pedestrian crossing points for shoppers on Burnely Road and Church Street..*

1.389 *Non-local traffic should be encouraged to avoid the town centre and use the Padiham bypass (A6068) and M65 motorway to help reduce congestion in the town centre and investigations undertaken into various ways to discourage heavy goods vehicles from driving through Padiham town centre, except for local servicing, for example through improved signage at Shuttleworth Mead Industrial Estate.*

1.390 *Improvements should be made to the signage to Padiham town centre car parks to promote use of all existing car parks, including those at Church Street, Ightenhill Street, Mytton Street, the Co-op supermarket, the rear of the Town Hall, and the Somerfield Save supermarket off Lune Street. Investigations would be undertaken into a disc scheme for car parking, to promote short term stays for shoppers and limit long term stays.*

1.391 *The quality bus route should be extended to Shuttleworth Mead Industrial Estate.*

1. Sustainability Appraisal

1.392 Improvements to signage and traffic management, as set out in Option 1, generally have positive impacts in terms of the Sustainability Appraisal. Increasing accessibility within the town centre, to employment opportunities at Shuttleworth Mead and the visitor attraction at Gawthorpe Hall all have positive impacts on the local economy and will increase the viability and vitality of the town centre. No negative impacts are identified.

2. Fit with Strategic Planning Policies

1.393 This option accords with PPS 1 which advises that development plans should include clear, comprehensive and inclusive access policies, both in terms of location and external physical access. In particular, local planning authorities should seek to provide improved access for all to jobs, health, education, shop, leisure, community facilities, open space, sport and recreation. There is further guidance in PPG 13 which states that development plans should include policies relating to the management of traffic and identify key routes for bus

improvements and priority measures. Existing provision for pedestrians should be assessed in order to identify the network of routes and locations where the needs and safety of pedestrians and cyclists will be given priority. This option therefore accords with this advice.

1.394 It also supports Policy UR3 of the Regional Spatial Strategy which indicates that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs; improvement and development of pedestrian routes, the creation of cycle networks, upgrading the public transport network and related improvements to the road network.

1.395 Policy 7 of the Joint Lancashire Structure Plan states that traffic flows to and from the centre of principal urban areas and main towns will be reduced by 5% below 2001 levels by 2016 through an integrated approach to transport planning, enhanced public transport and management of car parking. Option 1 would assist in the implementation if this.

1.396 It also reflects the priorities for the borough as set out in the Local Transport Plan by seeking to improve safety, pedestrian accessibility, public transport services and access to local employment areas especially in housing market renewal areas.

1.397 Burnley Local Plan policy PTC4 seeks to ensure the safe and convenient movement of pedestrians and cyclists, public and private transport around the town centre. Burnley Road/Church Street is identified in the Local Plan as a through route, with gateways having been identified at the junction of Burnley Road/Victoria Road/ Institute Street, Church Street and Moor Lane. This option builds on these policies.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.398 Option 1 would contribute towards meeting two of the strategic priorities of 'Burnley's Future' by helping to deliver 'Prosperity' through improving access to employment, retail, leisure and visitor attractions and, through the improvement of traffic management and flow along Burnley Road and Church Street, it will also directly contribute towards Strategic Priority 2: Places – making sure the whole Borough is clean, safe and green.

1.399 This option would also support the ambitions for an 'Accessible Lancashire' and a 'Safer Lancashire' identified in Lancashire's community strategy. It would do this through improving access to education, jobs, healthcare and other services as well as leisure opportunities and proposing improvements to support the Quality Bus network in Lancashire.

4. Relationship with Other Plans and Programmes

1.400 This option would support the strategy set out in Elevate's Transformational Agenda as it focuses on enhancing the quality of the environments, to attract a broad section of the population and work force.

5. Contribution to the Vision for Padiham

1.401 Option 1 would help to realise the Vision for Padiham by improving the town centre environment and Padiham's image as a shopping and visitor destination.

6. Community and Other Stakeholder Support

1.402 There were 8 responses to Option 1. 7 were in agreement with the proposal and 1 was in disagreement. The main concern over this Option was the potential to increase traffic volumes on to the M65 by reducing traffic flow within the town centre.

7. Value for Money and Deliverability

1.403 This option would benefit Padiham by increasing the accessibility of the town centre's shops and services for local residents and visitors. It would also improve links to employment opportunities at Shuttleworth Mead and the tourist destination of Gawthorpe Hall. Improvements to signage, pedestrians crossings etc would be funded by the public sector, possibly through the Local Transport Plan although there could be developer contributions if any of these proposals address issues identified in Transport Assessments. Improvements to the Quality Bus Route would be delivered in partnership with Lancashire County Council and the bus operator.

8. Padiham Heritage Appraisal

1.404 Route A is identified in the Padiham Heritage Appraisal as a main route within an historic street pattern. Burnley Road and Church Street once formed part of a turnpike road, which linked Blackburn, Burnley, Colne, Addingham and Cocking End. Today Church Street and a section of Burnley Road lie within the Padiham Conservation Area. The measures proposed in Option 1 should help to reduce the impact of traffic on this route and the adjacent area which are of heritage importance.

Options Appraisal Summary

1.405 This option would have a positive impact on several sustainability objectives and would support a number of strategic planning policies, the community strategies and other plans and programmes which promote accessibility. This option received support during the issues and options consultation and would increase opportunities to access local jobs, shops, services and leisure activities whilst improving the local environment and the health of residents.

Option 2 - No Change

1.406 *This proposed no changes to this route and was put forward as an alternative to Option 1 .*

1. Sustainability Appraisal

1.407 The Sustainability Appraisal suggests that this option for no change would have uncertain impacts on several sustainability objectives including economic disparities, urban renaissance, economic inclusion and sustainable transport. It also indicates that there would be no likely impact on other objectives including image, health, access to goods services and amenities or cultural and built environment.

2. Fit with Strategic Planning Policies

1.408 Option 2 does not support strategic planning policies, which promote alternative transport modes other than the private car or encourage policies and design to increase pedestrian and cycle activity, nor would it help deliver wider strategic objectives to support or improve accessibility to health, shops, services, leisure, education or employment. It does not therefore contribute towards meeting policies set out in PPS 1 and PPG 13.

1.409 Similarly, it does not support policies in the Regional Spatial Strategy and the Joint Lancashire Structure Plan that seek to improve accessibility, particularly by means other than the car and to reduce vehicular traffic flow.

1.410 The Local Transport Plan states that the priorities for the borough are improving safety, pedestrian accessibility, public transport services and access to local employment areas and Option 2 would not help meet these.

1.411 Furthermore, it would not support Local Plan policies that seek to ensure the safe and convenient movement of pedestrians and cyclists, or public and private transport around Padiham town centre.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.412 Option 2 is unlikely to contribute towards the meeting the 'Prosperity' and 'Places' priorities identified in 'Burnley's Future' which aspire to create a modern economy and a healthy, safe and clean environment. In addition, it is unlikely to have a positive impact on achieving an 'Accessible' and 'Safe Lancashire', which are two of the objectives defined in Ambition Lancashire.

4. Relationship with Other Plans and Programmes

1.413 Doing nothing is unlikely to make a positive contribution towards delivering other relevant plans and programmes, such as Elevate's Transformational Agenda and Padiham Life's aspirations for Padiham to be a thriving market town.

5. Contribution to the Vision for Padiham

1.414 This option for no change would be unlikely to contribute positively towards realising the Vision for Padiham as the current issues relating to this routes and its impact on Padiham as a place to live, work and visit would not be addressed.

6. Community and Other Stakeholder Support

1.415 There was only 1 response to this option and this agreed with the option for no change.

7. Value for Money and Deliverability

1.416 This option would be immediately deliverable as there would be no cost in the short term. However, this needs to be balanced against a possible increased need to invest in the longer term if issues in the area are not addressed and there is a further decline in the condition of the town centre and an increase in traffic flow through the town.

8. Padiham Heritage Appraisal

1.417 This route is identified in the Padiham Heritage Appraisal as a main route within an historic street pattern. Burnley Road and Church Street once formed part of a turnpike road, which linked Blackburn, Burnley, Colne, Addingham and Cocking End. Today Church Street and a section of Burnley Road lie within the Padiham Conservation Area. The lack of an intervention to reduce the impact of traffic on this route and the adjacent area is less likely to safeguard the heritage of the area than Option 1.

Options Appraisal Summary

1.418 A no change option would have little or no impact on many sustainability objectives. It would not support strategic planning policies; community strategies or other plans and programmes. The option received only 1 support during the issues and options consultation process and would be very unlikely to ameliorate any of the access and transport issues currently present along this route.

ROUTE A: DEVELOPMENT OF THE PREFERRED OPTION

1.419 Burnley Road/Church Street is the main through route in Padiham and flows through the centre of the town. Heavy traffic together with the perceived lack of parking facilities within the town centre is having a negative impact on the local environment and may have contributed to the areas failure to attract visitors and private investment.

1.420 The Options Appraisal indicates that the preferred way forward in terms of sustainability, planning policy considerations and associated plans and strategies would be to improve access, signage and traffic management (including parking) particularly within the town centre and along Burnley Road and Church Street.

1.421 The Options Appraisal also supports the extension of the Quality Bus Route from Padiham centre to employment opportunities at Shuttleworth Mead and improved pedestrian and cycle access to the neighbouring tourist attraction of Gawthorpe Hall.

ROUTE B - TOWN CENTRE TO INGHAM STREET AREA, GROVE LANE AND COUNTRYSIDE

1.422 Route B falls within a mixed-use area stretching from Padiham town centre in the west to the large Baxi employment site in the east. The area slopes southwards towards the River Calder and lies on the edge of Flood Zone 3 as identified on the Environment Agency's flood map.

1.423 It extends along several streets including Grove Lane and Partridge Hill and forms a loop around the industrial buildings at Wyre Street, Holmes Street, Lune Street and Ribble Street. Two key issues that the Area Action Plan should address are the conflict caused by the mix of uses along the route, particularly in relation to heavy traffic passing through residential areas, and linkages between the town centre and the wider open countryside to the east.

1.424 Three options were initially drawn up for this route and consulted on in April 2005. These were:

1.425 Option 1 - suggested traffic calming on Partridge Hill

1.426 Option 2 - proposed no changes to this route

1.427 Option 3 - again identified no changes to this route.

1.428 A draft preferred option was then drawn up and consulted on in July 2005. Although this proposed that pedestrian and cycle access to the countryside at Grove Lane be improved, further discussions revealed that there were issues relating to the movement of heavy goods vehicles and the disconnection of residential areas from the town centre that had not been addressed. Option 1, put forward in the issues and options consultation that commenced in July 2006, therefore suggested ways in which these issues could also be addressed.

Option 1 - Improved Traffic Management and Promotion of Pedestrian Access

1.429 *This proposed that investigations should be undertaken into the possibility of introducing a one-way system to guide and limit the flow of traffic, particularly heavy goods vehicles, in streets around Wyre Street, Holmes Street and Lune Street.*

1.430 *Pedestrian links between the Lawrence Street / Ingham Street area and the market and town centre would be improved through an environmental enhancement scheme along Partridge Hill and Mytton Street.*

1.431 *In addition, access to the countryside and proposed wetlands area via Grove Lane would be promoted and improved.*

1. Sustainability Appraisal

1.432 Option 1 would support the sustainable transport objective as some streets would have restricted traffic flows and enhancements would be made to benefit pedestrians. There are either no likely impacts or uncertain impacts on the other sustainability objectives.

2. Fit with Strategic Planning Policies

1.433 This option accords with PPS 1 which advises that development plans should include clear, comprehensive and inclusive access policies, both in terms of location and external physical access. In particular, local planning authorities should seek to provide improved access for all to jobs, health, education, shops, leisure, community facilities, open space, sport and recreation. It would also help meet guidance in PPG 13 which states that there should be a plan led approach to identifying preferred areas and sites for B1 uses which are as far as possible highly accessible by public transport, walking and cycling. Development plans should: identify and protect sites and routes, both existing and potential, which could be critical in developing infrastructure for the movement of freight and, where possible, locate developments generating substantial freight movements away from congested central areas and residential areas, and ensure adequate access to trunk roads.

1.434 By implementing traffic management improvements to roads adjacent to employment sites within this area there is the potential to attract new businesses into Padiham. Option 1 could therefore contribute towards policy EC2 of the Regional Spatial Strategy which requires that development plans should ensure provision of sites which meet the changing needs of traditional manufacturing industry as well as new and emerging manufacturing activities.

1.435 It would also support the Regional Spatial Strategy which states, in Policy UR3, that development plans should include detailed policies and proposals, with particular regard to assisting people with special mobility needs; improvement and development of pedestrian routes; creation of cycle networks and the upgrade of public transport network.

1.436 In addition, this option would help meet the priorities for the borough set out in the Local Transport Plan by improving safety, pedestrian accessibility, public transport services and access to local employment areas. It also identifies cycle routes which include Grove Lane as cycle, pedestrian and horse riding route to be considered for as a 'Quiet Lane'.

1.437 The Adopted Local Plan Policy TM5 states that: the Council will improve the safety, convenience and attractiveness of footpaths within the urban area. A strategic network of routes will be established with priority being given to, amongst others, links into the main shopping area of Padiham town centre. Option 1 would help to implement this policy.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.438 Option 1 would contribute towards meeting two of the strategic priorities of 'Burnley's Future' by helping to secure the borough's economic future through improving access to employment, retail, leisure and visitor attractions. The improvement of traffic management will also directly contribute towards making sure the whole Borough is clean, safe and green (Strategic Priority 2: Places).

4. Relationship with Other Plans and Programmes

1.439 Option 1 would support one of strategic objectives of Elevates Transformational Agenda by focusing on enhancing the quality of the environment. It would also support Padiham Life's aspiration to increase the attractiveness of the town and encourage new businesses into the town centre by improvements to traffic management around employment sites and pedestrian access into the town centre.

5. Contribution to the Vision for Padiham

1.440 Improvements proposed in Option 1 would help to deliver aspirations within the Vision including successfully attracting new residents, businesses and visitors.

6. Community and Other Stakeholder Support

1.441 There were 6 responses to Option 1, 5 of which were in agreement and one general comment on the Option. This suggested that where proposals are likely to result in changes to traffic flows, there may be queuing and delays at junctions for vehicles.

7. Value for Money and Deliverability

1.442 Improvements to traffic management are likely to be funded by the public sector, possibly through the Local Transport Plan although there could be developer contributions if any of these proposals address issues identified in Transport Assessments. Improvements to pedestrian routes could be funded in the same way.

8. Padiham Heritage Appraisal

1.443 The Routes identified as B in the issues and options report are located in Area 3 of the Heritage Appraisal and all have historic associations with Padiham's coal and textile industries. Both Grove Lane and Partridge Hill were once connected to coal pits in the east of Padiham and a coal staithe in the town centre via a system of tram roads. A narrow river channel, or goit, extracted from the Calder also flowed along Wyre Street. These features have long since disappeared from the street scene. Improvements to pedestrian access and traffic management and environmental improvements would have a positive affect on this historic industrial character of the area.

Options Appraisal Summary

1.444 This option has little or uncertain impacts on most sustainability objectives but would have a positive effect on sustainable transport. It would strongly support strategic planning polices and meeting the aspirations set out in both community strategies. There was strong support for it and it is likely to have a significant beneficial effect on the heritage of the area. It should be deliverable through a variety of means.

Option 2 - No Change

1.445 *This proposed no changes to this route.*

1. Sustainability Appraisal

1.446 The Sustainability Appraisal of Option 2 suggests that there are either uncertain or no likely impacts on all of the sustainability objectives listed within the appraisal. This could impact on the overall economic performance of Padiham, as road access to employment opportunities in east Padiham will remain restricted; potentially resulting in further businesses relocating and the inability to attract new business into the area. In addition residential properties in this area may fall into further disrepair with a possible increase in vacancies if there are no improvements made into either traffic management on or near to residential streets or pedestrian access into the town centre.

2. Fit with Strategic Planning Policies

1.447 As there are no proposals for positive intervention to improve pedestrian access to residential streets and vehicular access to employment sites, Option 2 would not support the creation of sustainable communities as promoted in the Sustainable Communities Plan. It would also be unlikely to meet planning advice set out in PPS 1, PPG 13 or the Regional Spatial Strategy which calls for comprehensive and inclusive access policies. Option 2 would also not support the Local Transport Plan or Burnley Local Plan, which require improvements to access to local employment areas nor would it improve the safety, convenience and attractiveness of footpaths within the urban area.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.448 Any option for no change is unlikely to make a positive contribution towards meeting the strategic priorities set out in Burnley's Community Strategy: Burnley's Future or the ambitions set out in Ambition Lancashire. In particular, it would not help to make the Borough cleaner, greener or safer as there are no proposals to improve pedestrian access or introduce measures to improve road safety.

4. Relationship with Other Plans and Programmes

1.449 This option is unlikely to support those strategic objectives of Elevates Transformational Agenda, which seek to accommodate people in attractive neighbourhoods and enhance the quality of environments, or Padiham Life's aspirations to increase the attractiveness of Padiham as a place in which to live and work.

5. Contribution to the Vision for Padiham

1.450 This option will not contribute towards Padiham's Vision to attract new residents, businesses and visitors as issues relating to access to employment areas and improving the environment of residential areas will not be addressed.

6. Community and Other Stakeholder Support

1.451 Only 1 response was given to this Option and this was in agreement with no change.

7. Value for Money and Deliverability

1.452 This option would be immediately deliverable as there would be no cost in the short term. However, this needs to be balanced against a possible increased need to invest in the longer term if issues in the area are not addressed and there is further decline in the quality of the environment as a result of conflict between residential and industrial traffic. There may also be a cost in terms of a lack of confidence by both businesses and residents to invest in an area with access problems

8. Padiham Heritage Appraisal

1.453 The Routes identified as B in the issues and options report are located within Area 3 of the Heritage Appraisal and all have historic associations with Padiham's coal and textile industries. Both Grove Lane and Partridge Hill were once connected to coal pits in the east of Padiham and a coal staithe in the town centre via a system of tram roads. A narrow river channel, or goit, extracted from the Calder also flowed along Wyre Street. These features have long since disappeared from the street scene. This Option is unlikely to contribute towards the protection and enhancement of Padiham's heritage including historic street

patterns and a traditional area of residential terraced housing and mill buildings as it does not include proposals to improve access or traffic management and the overall environmental quality of the area.

Options Appraisal Summary

1.454 This option would have uncertain or no likely impacts on all of the sustainability objectives and would not contribute positively towards strategic planning policies, the community strategies or other plans and programmes. There was only one comment in support and the lack of an intervention to address issues in the short term could exacerbate existing problems.

ROUTE B: DEVELOPMENT OF THE PREFERRED OPTION

1.455 Although a mix of uses in an area can achieve sustainable communities, in this instance the mix is causing conflict, particularly in relation to heavy goods vehicles passing through residential areas. Noise levels on Lawrence Street relating to neighbouring employment sites on Wyre Street have also been sited as a particular issue.

1.456 The Options Appraisal indicates that improvements to traffic management relating to access to employment and housing sites to the east of Padiham and the promotion of pedestrian access to the town centre would offer a sustainable intervention. It would also offer greater support to strategic planning policies, and associated plans and strategies than the 'no change' option.

ROUTE C - RIVER CALDER, GREEN BROOK, SHAW BROOK AND OTHER WATERCOURSES

1.457 The River Calder winds through the centre of the town. Green Brook and Shaw Brook, both tributaries the Calder, flow through the southern section of the town. Mills developed along the banks of these watercourses during the nineteenth century and Padiham Bridge was widened in 1904.

1.458 Access along the banks of Green Brook and Shaw Brook is somewhat restricted by development and a section of Green Brook was culverted during the early twentieth century as part of the work to extend Albion Mill. However, there are bridges across the brooks, which allow both pedestrian and vehicular access and provide some limited views.

1.459 The River Calder, a dominant environmental feature of the town, is more accessible although there is no definitive or well maintained pedestrian access along its banks. The potential to improve access to the river and develop strong links between Memorial Park, the town centre and Gawthorpe Hall would have major benefits for the town in terms of environmental improvements, encouraging healthy life styles, tourism/visitor attractions and strengthening the local economy.

1.460 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.461 Option 1 - suggested that there were opportunities for environmental improvements and clean ups along all watercourses, including the River Calder and Green Brook. A new riverside walk linking Memorial Park with the town centre and Gawthorpe Hall was also put forward.

1.462 Option 2 - focused on enhancing the River Calder as a wildlife corridor.

1.463 Option 3 - there were no proposals for these watercourses

1.464 A draft preferred option was then drawn up and consulted on in July 2005. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Riverside Walk and Environmental Improvements

1.465 *This proposed that investigations be undertaken into the possibility of developing a riverside walk along the River Calder to improve pedestrian access from the town centre to the proposed wetlands area off Grove Lane, Gawthorpe Hall, and the wider countryside, and linking into the proposed linear park and the Memorial Park.*

1.466 *Environmental improvements would be undertaken to enhance biodiversity at all watercourses including the River Calder and Green Brook.*

1. Sustainability Appraisal

1.467 The impacts of this option will generally have a positive effect on a wide range of sustainability objectives. However, the appraisal does suggest that any walks are designed to minimise the fear of crime and that they are designed in consultation with residents and companies in order to maximise community involvement.

2. Fit with Strategic Planning Policies

1.468 National planning policy supports the proposals put forward under Option 1. PPS 1 and PPG 13 require development plans to take account of environmental issues such as the conservation and enhancement of wildlife species and habitats and encourage the identification of a network of safe and easily accessible pedestrian and cycle routes which promote health and well being.

1.469 The general principles defined in the Good Practice Guide: 'Planning for Tourism' include maximising tourism benefits. By improving links between Padiham town centre and Gawthorpe Hall, there is potential to improve the town's physical appearance, setting of the Hall and support local businesses, and employment.

1.470 Developing a riverside walk between the town centre and Gawthorpe Hall will also assist with the delivery of the Regional Spatial Strategy's policies UR3 and EQ2 which promote improvement to, and the development of, pedestrian and cycle routes. Although the proposal to develop wetland areas lies outside the AAP boundary, the concept is in line with policy ER1, which requires development plans to protect the Region's natural, built, and historic environment.

1.471 Option 1 would also support Policy 21 of the Joint Lancashire Structure Plan which advises that Lancashire's natural and manmade heritage will be protected from loss or damage and those sites, areas and features of heritage importance will be conserved and enhanced.

1.472 Option 1 positively support priorities for the Borough outlined in the Local Transport Plan 2006-2010. These include improving safety and pedestrian accessibility. Option 1 will also support well-maintained safe cycle and footpath networks (Table 1.2.1).

1.473 The Local Plan policies TM 5, TM6 and TM7 also support the proposal for a riverside walk as described in Option 1. These policies require improvements to the safety, convenience and attractiveness of footpaths in urban areas, the enhancement of public footpaths and bridleways in rural areas and improved safety, convenience and attractiveness of cycle routes.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.474 This option will deliver the objectives set out in 'Burnley's Future' by linking together Padiham town centre, Gawthorpe Hall and quality open spaces. This link will not only contribute positively towards developing a healthy, safe and clean environment, but has the potential to strengthen the local economy providing access to jobs, shops, services and leisure/tourist attractions.

1.475 It will also help to realise four of the ambitions set out in the community strategy for Lancashire. Option 1 has the potential to develop a 'Prosperous Lancashire' by supporting an urban renaissance in one of Lancashire's Regeneration Priority Areas and could create an opportunity to invest, innovate and diversify the tourism industry by building on strengths such as Gawthorpe Hall. It could also be instrumental in providing a well-managed safe cycle and footpath network outlined in 'Accessible Lancashire'. The development of a riverside walk and improvements to watercourse including the Calder, Green Brook and Shaw Brook will assist in improving the 'Image of Lancashire' as well as delivering a 'Greener Lancashire'.

4. Relationship with Other Plans and Programmes

1.476 Option 1 would support strategic objectives of Elevate's Transformational Agenda by focusing on enhancing the quality of the environment and providing opportunities for healthy life styles.

1.477 It would also support strategic objectives within the Economic Development Strategy to invest in both image and the environment. This option would also deliver the aspirations of Padiham Life's Market Town's Initiative by increasing awareness of the benefits of living, working and operating a business in Padiham and helping to establish Padiham as a centre for tourism excellence.

1.478 There are also opportunities for Option 1 to support recommendations for improvements to green corridors as set out in the Boroughs Green Space Strategy, including the provision of signs and seating (Recommendation GC1), enhancing access to green space (Recommendation GC2) and progressing opportunities to secure external funding to create new green corridors (Recommendation GC3).

5. Contribution to the Vision for Padiham

1.479 This particular option seeks to help to achieve the Vision for Padiham by complementing the historic charm and character of the town.

6. Community and Other Stakeholder Support

1.480 6 respondents agreed with this option and there were 3 general comments. There was one comment in relation to the wording of proposed wetland site, which lies outside the boundary of the Area Action Plan. Another comment suggested creating a further link between the proposed riverside walk and the Linear Park and a further comment highlighted the need for the management and control of access along the riverside walk to eliminate misuse and anti - social behaviour.

7. Value for Money and Deliverability

1.481 The proposal to develop a section of the riverside walk between the town centre and Gawthorpe Hall can be delivered immediately as Padiham Town Council has recently secured funding through the Big Lottery Fund - 'The People's Millions' and this will enable work to start on its development. Further funding may be secured through Section 106 contributions, or possibly further bids for funding to complement work already started.

1.482 This option will have a significant impact on the quality of the environment and the promotion of healthy lifestyles by creating an attractive pedestrian route linking places of interest. It therefore offers value for money in both the short and longer term.

8. Padiham Heritage Appraisal

1.483 The River Calder winds its course through the centre of the town and represents one of the main environmental attractions of Padiham and is described in detail in Area 3. Green Brook a tributary of the Calder flows through the southern section of the town and has been identified within Areas 4 and 5 of the Heritage Appraisal.

1.484 The development of a riverside walk, which would connect open space to the town centre and Gawthorpe Hall, is consistent with the advice given in the Padiham Heritage Appraisal which states that Padiham's industrial heritage should not be lost when new development takes place and that the town's heritage and natural features should be preserved and enhanced.

Options Appraisal Summary

1.485 Option 1 would have a positive impact on a number of sustainability objectives and would support strategic planning policies, the community strategy and other plans and programmes. These encourage enhancements and improvements to the environment, promote travel by means other than the private car and suggest improving the economy by creating links to tourism opportunities. The importance of preserving and enhancing the town's heritage and natural features is also stressed in the Padiham Heritage Appraisal.

Option 2 - No Change

1.486 *This proposed no changes along the river and other watercourses*

1. Sustainability Appraisal

1.487 The Sustainability Appraisal identified that the no change option would have no likely impacts on any of the sustainability objectives.

2. Fit with Strategic Planning Policies

1.488 Without intervention, it is possible that current issues associated with poor pedestrian and cycle links between open spaces, the town centre and Gawthorpe Hall will remain. Option 2 would therefore not support the advice in PPS 1, PPG 13 and the Good Practice Guide: Planning for Tourism which encourage the identification of a network of safe and easily accessible pedestrian and cycle routes and the enhancement of the quality, character and amenity value of the countryside and urban area and maximise tourism.

1.489 It is also unlikely to accord with guidance given in the Regional Spatial Strategy, the Joint Lancashire Structure Plan, the Local Travel Plan and Burnley Local Plan, which promote improvements to pedestrian and cycle access and enhancements of the natural environment.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.490 The 'no change' option is unlikely to make a positive contribution to towards meeting the strategic priorities identified in 'Burnley's Future' or the ambitions set out in the community strategy for Lancashire. Unlike Option 1, which supports a number of the strategies' priorities and ambitions, this option would not contribute towards achieving a safe, clean environment, improve access for pedestrians and cyclists or contribute towards delivering an urban renaissance.

4. Relationship with Other Plans and Programmes

1.491 There is uncertainty as to whether this option for no change will deliver any improvements for safe pedestrian and cycle links between quality open spaces, the town centre and Gawthorpe Hall. It is therefore unlikely to support any of the strategic priorities set out in Elevate's Transformational Agenda, Burnley's Economic Development Strategy, Padiham Life's Market Towns Initiative Programme or Burnley's Green Space Strategy.

5. Contribution to the Vision for Padiham

1.492 This option will not contribute towards meeting the Vision for Padiham which seeks development that will complement the historic charm and character of the town.

6. Community and Other Stakeholder Support

1.493 Only 1 response was received for this option and this supported no change.

7. Value for Money and Deliverability

1.494 This option would be immediately deliverable as there would be no cost in the short term. However, funding for an intervention to develop a riverside walk has already been secured.

8. Padiham Heritage Appraisal

1.495 The River Calder is one the main attractions of Padiham. Green Brook a tributary of the Calder flows through the southern section of the town and has been described in Areas 4 and 5 of the Heritage Appraisal.

1.496 The option for no change would not support advice given in the Padiham Heritage Appraisal, which states that Padiham's heritage, and natural features are preserved and enhanced.

Options Appraisal Summary

1.497 Option 2 has no positive impacts in terms of the sustainability objectives and is less likely to meet with the requirements of strategic planning policies. It will not generally support the community strategies or other plans and programmes which promote the enhancement of the natural and historic environment, tourism, healthy life styles and improved pedestrian and cycle access.

ROUTE C: DEVELOPMENT OF THE PREFERRED OPTION

1.498 The River Calder is a dominant environmental feature within the town and, together with Green and Shaw Brooks, offers the potential to provide major benefits to the town including environmental improvements, encouraging healthy life styles, access to tourism/visitor attractions, strengthening the local economy and improving the housing market.

1.499 The Option Appraisal supports the proposal for a riverside walk and the environmental enhancements of watercourses as this has a positive impact on many sustainability objectives and accords with strategic planning policies. Such proposals would also complement objectives and priorities within the community plan, other East Lancashire plans and strategies, borough wide plans and strategies as well as the Vision for Padiham.

1.500 Funding has recently been secured for the developed of a Riverside Walk which would link the town centre to Gawthorpe Hall and the countryside to the east of Padiham. Although the availability of funding may restrict opportunities for enhancements to other watercourse in the town, there may be opportunities as, and when, development proposals come forward. For instance, it is an Environment Agency requirement that Green Brook should be removed from culvert when the Perseverance Mill site is developed.

ROUTE D - THE FORMER RAILWAY LINE

1.501 Movement within the south western part of Padiham is constrained by physical barriers such as the River Calder, Green Brook and the disused rail line. There are a number of bridges beneath the railway embankment allowing restricted vehicular and pedestrian access.

1.502 The disused rail line is the Rose Grove to Padiham section of the North Lancashire Loop. It includes a 1 in 40 descent (know as Padiham Bank) and a tight westward curve, which commences towards the Station Road area, where the embankment falls dramatically from near roof height to ground level. Residential properties were constructed very close to the railway embankment during the late 1800's. Passenger services ended in 1957 and freight services ended during the 1960s.

1.503 Today this section of the line is in a derelict and neglected condition, which attracts nuisance, in particular fly tipping. There are a variety of broken walls, fencing and railings found along its length and numerous informal paths have developed along sections of the embankment.

1.504 In April 2006, planning permission was granted for change of use of the land to footpath, cycleway and bridleway from Rose Grove to Shuttleworth Mead.

1.505 Three options were initially drawn up for this area and consulted on in April 2005. These were:

1.506 Option 1 - suggested that the disused railway line be used for a new 'Green Route' or linear park for pedestrians, cyclists and horse riders

1.507 Option 2 - focused on the use of the rail line as a guided bus route running between Shuttleworth Mead, Padiham and Gannow

1.508 Option 3 - proposed the development of a new 'Green Route' or linear park for pedestrian, cyclists and horse riders with complementary environmental improvements

1.509 A draft preferred option was then drawn up and consulted on in July 2005. This proposed the development of a linear park with improved access and lighting along Russell Terrace. It was this option that was identified as Option 1 for the purposes of the issues and options consultation that was started in July 2006.

Option 1 - Linear Park

1.510 *This proposed that the former rail line should be developed into a Linear Park, for use by walkers, cyclists and horse riders. Access to the Linear Park would be promoted and improved at strategic points along its length, and new green routes created linking the Linear Park to the Memorial Park, the town centre and the proposed riverside walk and wetlands area via Green Lane and Station Road.*

1. Sustainability Appraisal

1.511 The impacts of this option are generally positive and have the potential contribute towards a number of objectives including growth, image, urban and rural renaissance, economic and community inclusion, access to goods services and amenities and the cultural and built environment. However, it is uncertain that the option to develop a linear park could deliver health, crime reduction, natural environment and resource use management objectives.

2. Fit with Strategic Planning Policies

1.512 This option would contribute towards meeting the requirements of national planning policy as set out in PPS 1. This advises that the historic environment and townscape character should be enhanced and protected and that plan policies should deliver accessible, safe, healthy and attractive places to live. Developing a Linear Park along the former rail line will also support the advice in PPG 13 which indicates that the needs of pedestrians and cyclists should be given priority.

1.513 Option 1 will accord with the advice in PPG 17, which promotes accessibility by walking and cycling, and public transport, and ensuring facilities are accessible for people with disabilities. Providing a Linear Park in close proximity to the town centre and the Shuttleworth Mead employment site will also contribute to the town centre's viability and vitality. Furthermore, the Linear Park proposal has the potential to maximise tourism opportunities as outlined in the Good Practice Guide on Planning for Tourism by linking the linear park to quality open space at Memorial Park and the proposed riverside walk.

1.514 It would also meet the requirements of the Regional Spatial Strategy (Policy EC6) to enhance the attractiveness, improve the image and provide a better quality environment within priority areas, such as Padiham. Option 1 also has the potential to improve pedestrian routes, create cycle networks and assist people with special mobility needs as promoted in Policies EC9 and UR3.

1.515 However, Option 1 does not accord with Policy 9 of the Joint Lancashire Structure Plan, which states that the Rosegrove to Padiham disused railway line will be safeguarded for light rapid transit development. In contrast, the Local Transport Plan would support Option 1 in terms of developing well-maintained safe cycle and footpath networks and an extension of the bridleway network around Padiham. It also promotes an increase in the number of journeys by walking and cycling through safe routes to employment, services and education. This plan also highlights the opportunity to develop linear park –cycle path along the old rail way from Rosegrove to Padiham and highlights funding for the project through the Lancashire County Council Remade programme.

1.516 The Local Plan identifies the disused rail line as a wildlife corridor and it is shown as either a cycle way, footpath and bridleway or a rapid transit guided bus route.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.517 Option 1 could help to achieve one of strategic priorities in 'Burnley's Future', in that it could assist in making the whole borough cleaner, safer and greener.

1.518 It will also help to realise a number of the ambitions set out in the community strategy for Lancashire. Option 1 has the potential to develop a 'Prosperous Lancashire' by supporting an urban renaissance in one of Lancashire's Regeneration Priority Areas and it will help to

provide a well-managed, safe, cycle and footpath network as outlined in 'Accessible Lancashire'. Improvements to the environment within a residential area and along the disused rail line will assist in meeting the ambitions related to the image of Lancashire as well as delivering a 'Greener Lancashire'.

4. Relationship with Other Plans and Programmes

1.519 One of strategic objectives of Elevate's Transformational Agenda is to focus on enhancing the quality of the environments and urban centres. This option could help to meet this objective. It will also support the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market as well as strategic objectives within the Economic Development Strategy to invest in image, environment, people and communities.

1.520 The development of a linear park on the former rail line would also support Padiham Life's aspiration to promote economic development through sport, leisure and the arts. The Burnley Green Space Strategy recommendations for 'green corridors', GC1, GC2 and GC3, suggest improvements to the management of green routes, through the provision of signs, bins and seats. The use of green corridors to access green space has been recommended with specific reference to developing the former rail line in Padiham as a linear park to provide access to Memorial Park from areas of Padiham where deficiencies of amenity and play space have been identified. Option 1 would clearly help to deliver this.

5. Contribution to the Vision for Padiham

1.521 This option would contribute towards meeting Padiham's Vision by helping to achieve an attractive, prosperous market town, which serves the needs of the local community and successfully attracts new residents, business and visitors.

6. Community and Other Stakeholder Support

1.522 16 responses were given to Option 1. 11 of these were in agreement to the development of a linear park along the rail line. There were 2 responses in disagreement and 3 general comments given. The issues arising from this Option included how and who would fund the development of the park and issues to do with privacy and potential acts of anti social behaviour.

1.523 One response suggested that the rail line be used to accommodate a light railway between Shuttleworth Mead, Padiham and Rosegrove .

7. Value for Money and Deliverability

1.524 This site has been included in Lancashire County Council's derelict land programme, REMADE. The development of the Linear Park as a route linking into the national cycle network formed part of Sustrans' successful Connect 2 bid to the People's Million Lottery

fund in December 2007. This will enable work to start on its development. Further funding may be secured through Section 106 contributions, or possibly further bids for funding to complement work already started.

1.525 This option will have a significant impact on the quality of the environment and the promotion of healthy lifestyles by creating an attractive pedestrian/cycle route connecting places of interest, and linking into the national cycle network. It therefore offers value for money in both the short and longer term.

8. Padiham Heritage Appraisal

1.526 The Great Harwood or North Lancashire Loop was built between 1870 and 1877 and was opened by the Lancashire and Yorkshire Railway in stages forming an alternative route from Rosegrove to Blackburn. The Padiham Heritage Appraisal has identified the rail line as a main route and a landmark feature of local heritage value within Areas 5, 6 and 7. The bridges beneath the embankment have also been identified as key features in Character Area 5.

1.527 In safeguarding the line and promoting its use for sustainable travel, Option 1 reflects the advice given in the Heritage Appraisal which states that it is vital that Padiham's industrial heritage is not lost when new development takes place and that the towns heritage and natural features are preserved and enhanced.

Options Appraisal Summary

1.528 This option is generally positive in terms of its sustainability and supports strategic planning policy by bring back into use a disused rail line which is currently subject to deterioration and anti social behaviour. The local housing market, environment, economy and historic character of the area all have the potential to benefit from this scheme.

1.529 There is considerable support for this option although one respondent suggested that the line be protected for a light railway. The option to use the rail line as a guided bus route has already been tested through earlier consultation on this Area Action Plan and there are questions about the deliverability of a light railway along the line as no funding has been identified for this as part of the East Lancashire Rapid Transit programme.

Option 2 - No Change

1.530 *This proposed no changes to the former rail line.*

1. Sustainability Appraisal

1.531 In general, the 'no change' option would have no likely impact on a lot of the sustainability objectives listed in the Appraisal. However, by not improving pedestrian, cycle and bridle access Padiham has the potential to experience a general increase in traffic volumes which could adversely impact on the vitality and viability of the town centre and adversely impact on road safety.

2. Fit with Strategic Planning Policies

1.532 Option 2 would not generally support strategic planning policy guidance to deliver accessible, safe, healthy and attractive places to live or improve pedestrian and cycle access.

3. Relationship to 'Burnley's Future' and 'Ambition Lancashire'

1.533 Doing nothing is unlikely to make a positive contribution towards meeting the strategic priority of making the borough cleaner, safer and greener as identified in 'Burnley's Future'. It is also unlikely to achieve the Prosperous, Accessibility, Image and Greener ambitions put forward in 'Ambition Lancashire'.

4. Relationship with Other Plans and Programmes

1.534 Allowing the rail line to deteriorate further and be subject to continued anti social behaviour and fly tipping, means that it is likely to remain as a negative element within the existing neighbourhood. This would run counter to delivering Elevate's Transformational Agenda, the Housing Strategy, the Economic Development Strategy, Padiham Life's Market Town Initiative programme and the recommendations of the Burnley Green Space Strategy.

5. Contribution to the Vision for Padiham

1.535 The option for no change is unlikely to make a positive contribution towards achieving the Vision for Padiham.

6. Community and Other Stakeholder Support

1.536 1 response was given to this option. This was in agreement to no change.

7. Value for Money and Deliverability

1.537 This option would be immediately deliverable as there would be no cost in the short term. However, funding for an intervention to develop the Linear Park walk has already been secured.

8. Padiham Heritage Appraisal

1.538 The Padiham Heritage Appraisal identifies the rail line as a main route and a landmark feature of local heritage value within Areas 5, 6 and 7. The bridges beneath the embankment have also been identified as key features in the character of Area 5. The option 2 for 'no change' could potentially see this important landmark, and feature of local heritage value deteriorate further.

Options Appraisal Summary

1.539 This option would not have any positive impacts on sustainability objectives and does not perform well in terms of meeting the objectives of strategic planning policies, the community strategies or other plans and programmes. Furthermore, there is little public support for doing nothing to the rail line.

ROUTE D: DEVELOPMENT OF THE PREFERRED OPTION

1.540 The disused rail line bisects a large mainly residential area in the south west of Padiham. The line is currently in a neglected state and suffers from problems of fly tipping and vandalism. There are a variety of broken walls, fencing and railings found along its length and numerous informal paths have developed along sections of the embankment.

1.541 The Options Appraisal indicates that the preferred way forward in terms of sustainability and strategic planning policy would be to support the development of a linear park along the disused rail line. Planning permission and funding have been obtained to develop the park, which will have a positive impact on the environment, the local housing market, tourism, and increase access to health, employment and education.