

# Piccadilly/Trafalgar Area Action Plan - Preferred Options Report

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## 1 Executive Summary

**1.1** The Preferred Option Piccadilly/Trafalgar Area Action Plan is a comprehensive spatial planning policy document for Piccadilly/Trafalgar neighbourhood that seeks to ensure that development in the area addresses local, borough wide and regional needs and the Burnley Action Partnership's Sustainable Community Strategy "Burnley's Future" strategic priorities.

**1.2** The Piccadilly/Trafalgar 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 development and regeneration programmes
- Identifies short, medium and long term actions required to manage regeneration and development in the area.

**1.3** The main outcomes that the Piccadilly/Trafalgar Area Action Plan aims to achieve are indicated below:

1. All development in Piccadilly/Trafalgar must address the Vision and objectives identified in the Area Action Plan.
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 are identified to provide 157 new homes. Existing housing that is retained will be supported by a toolkit of measures which will tackle long-standing environmental and social problems.
5. Affordable housing will be provided as an integral part of proposed new developments in line with Council policies, and will be "tenure blind".
6. Retail, other businesses and services within the Coal Clough Lane Local Centre and open spaces, will be protected and enhanced.
7. Sustainable and inclusive transport policies for the area will contribute towards the wider regeneration of the Borough, as connectivity will be significantly improved between Piccadilly/Trafalgar and other neighbourhoods and the town centre, as well as connectivity

between Burnley and major centres such as Manchester. The development of the area will seek to maximise the use of sustainable modes of transport and support a shift towards public transport, walking and cycling focused journeys.

**1.4** The Piccadilly/Trafalgar Area Action Plan has been structured into four parts as follows:

## **THE CONTEXT AND VISION (Part One)**

### **Introduction, Spatial Portrait, Vision and Objectives**

**1.5** A Spatial Portrait, Vision and series of objectives are set out in Part 1. The Spatial Portrait of Piccadilly/Trafalgar indicates some of the issues that are facing the area and that the Area Action Plan will need to address.

**1.6** During the preparation of the AAP, a Vision for the area was developed. In order to achieve this Vision, and in order to respond to the current issues that have been defined in the Spatial Portrait, 13 objectives have been identified.

### **Vision of the Piccadilly/Trafalgar Area Action Plan**

**1.7** The Vision for the area provides a framework for the area's regeneration. It states that:

**1.8** *'Piccadilly/Trafalgar will become a sought after residential location with excellent access to the town centre, Weavers' Triangle and Scott Park. The heritage of the area will be enhanced and Manchester Road Station will be developed to provide high quality passenger facilities and a direct rail link to Manchester city centre'.*

### **Development of the Area Action Plan So Far**

**1.9** A planning framework for Piccadilly/Trafalgar has been in preparation since 2004. 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 of the Options put forward by the Borough Council and by 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)**

### **Population, Housing and Local Neighbourhoods**

**1.10** The policies included in this chapter identify sites for over 150 new homes and require developers to provide a mix of houses, including an element of affordable housing. This chapter also identifies two areas to be covered by 'targeted area initiatives' which will address long term environmental and social problems.

## **The Environment and Sustainable Development**

**1.11** This chapter includes policies to protect and enhance the built and natural environment in Piccadilly/Trafalgar. The historic environment will be safeguarded. It includes policies that promote sustainable construction and the need to take account of climate change in development and landscaping.

## **Community Services**

**1.12** The policies in this chapter identify and protect the Coal Clough Lane Local Centre, and open spaces within the area.

## **Sustainable and Inclusive Transport**

**1.13** This chapter includes policies to guide the redevelopment of Manchester Road Station, and to improve the connectivity of the area with other neighbourhoods, the town centre and to regional destinations such as Manchester. Policies promote more sustainable travel, and the improvement of cycling networks and green infrastructure.

## **Implementation**

**1.14** There is a need for public sector and private sector funding for the development proposals identified in this Area Action Plan. 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**

**1.15** 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 consultees 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)**

**1.16** This part of the Area Action Plan presents the key proposals that will ensure that over the next 15 years the Vision for the area is achieved. It details the phasing of the proposals, how 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)**

**1.17** The final section of the Area Action Plan outlines what happens to the Area Action Plan now that it 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 and socio-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 submitted to the Secretary of State for approval.

## 2 Part 1: The Context and Vision

### Introduction

In April 2004, the Council decided to prepare plans to guide housing market renewal in Piccadilly/Trafalgar. 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 individual residents who responded to an invitation placed in a newsletter.

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

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 Piccadilly/Trafalgar started afresh.

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

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.

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

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

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**

Piccadilly/Trafalgar is both an area of conservation and an area that could see change through 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.

In order to provide the spatial planning framework for re-creating sustainable communities in Piccadilly/Trafalgar, 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 Piccadilly/Trafalgar 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.

### **Community Involvement and Sustainability Appraisal**

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 policies and proposals for the area along with details of the alternatives that have been considered but not taken forward.

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.

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

Consultation on this Preferred Option AAP will take place for six weeks between 19th February 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.

If there are outstanding objections to the Submission AAP, they may be considered by an independent planning inspector at its 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

**2.1** Piccadilly/Trafalgar is a largely residential neighbourhood, just outside Burnley town centre. The neighbourhood is reasonably well served by local facilities including convenience shops and a library and there is also a cinema, pub and fast food restaurant.

**2.2** The area's locational advantages, close to the town centre and a rail station, together with its attractive Conservation Area, provide significant regeneration opportunities, that will help achieve the vision set out in the Sustainable Community Strategy:

**2.3** *"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."*

**2.4** The Area Action Plan has the most important part to play in directing this regeneration in a way that is both sustainable and deliverable.

## Spatial Portrait of Piccadilly/Trafalgar

**2.5** The Piccadilly/Trafalgar area lies in an elevated position, about half a mile south west of Burnley town centre. It covers an area of 32.06 hectares (0.12 square miles) and is largely residential in nature, with around 1,110 dwellings. The rail line bisects the area north west / south east. There is a traditional grid iron area of Victorian housing to the south (“Piccadilly”) and a modern estate of apartments, and detached and semi detached houses to the north (“Trafalgar”).

**2.6** Piccadilly/Trafalgar enjoys an open aspect with views across the town centre and out to the attractive countryside around Pendle Hill beyond. The Palatine Square Conservation Area lies within the AAP boundary and includes a number of substantial properties within an attractive environment. There are several small open spaces, such as Piccadilly Gardens, and two children’s play areas at Jessie’s Park and Bevington Close. The area also adjoins one of Burnley’s Historic Parks, Scott Park, which lies to the south. Coal Clough Lane provides a local service centre with a range of convenience shops and a library and there is a leisure development off Manchester Road with a pub / restaurant and cinema, with a fast food restaurant at Burnham Gate.

**2.7** Manchester Road rail station lies within the Piccadilly/Trafalgar area, and provides an hourly service westbound to Preston and Blackpool and eastbound to Leeds and York. However, passenger facilities are very limited and studies have been commissioned to consider how the station could be redeveloped in order to provide a higher quality passenger facility, and to consider the feasibility of providing an improved rail link to Manchester.

**2.8** Although the area is only a short walk from the town centre, the steepness of the gradient, together with physical barriers such as the rail line, canal, and several busy roads, reduce accessibility for pedestrians and cyclists. The area has good road links to the motorway network, from Trafalgar Street and Burnham Gate, and Manchester Road is served by the X43 express bus service to Manchester.

**2.9** The area’s population is currently estimated to be 2,846 (2003 Mid Year Population Estimate), a decline from the 2001 figure of 2,982 (2001 Mid Year Population Estimate). 93.5% of the population of the area is from a white ethnic background (source: Census 2001).

**2.10** The majority of households in the Piccadilly/Trafalgar area fall within the worst 10% of deprived areas as identified in the Index of Multiple Deprivation 2004. There are significantly higher problems of crime in the area, compared to Burnley as a whole. In 2004/05 the recorded crime rate for all crime per 1000 population was 173.41 for Piccadilly/Trafalgar, and 118.67 for Burnley. Adult skill levels in the area are low and 42.65% of working age adults in the Piccadilly neighbourhood had no qualifications in 2001, compared to 36.03% in Burnley and 28.85% in the England and Wales as a whole. Over 79% of the housing stock in the area is terraced property built before 1919 and void rates are high, at 11.71% in March

2007 (Source: Council Tax) compared to 3.2% nationally (Source: Census 2001). The area has significant problems of housing market failure, particularly in the central "grid" where 35% of properties are in the private rented sector, and 18% are vacant.

**2.11** These issues present a number of challenges for the area's planning and regeneration, but the neighbourhood also enjoys a number of advantages such as its close proximity to the Weavers' Triangle regeneration area, town centre and rail station, attractive views to the open countryside, and a good quality residential environment in the Conservation Area. The Elevate Housing Market Renewal Initiative affords the opportunity to provide a greater choice of housing in Piccadilly/Trafalgar, in order to help stabilise the area, and reverse its decline.

## Issues

**2.12** The spatial portrait of Piccadilly/Trafalgar indicates some of the issues facing the area that the Area Action Plan will need to address. These issues are principally related to the problems associated with the long term economic decline of the town and the accompanying social and physical problems that had led to a collapse in the housing market in some inner neighbourhoods. 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 the issues, with some further issues related to social and environmental problems, being identified.

**2.13** Key issues for the Area Action Plan are:

- The relatively high proportion of properties in the private rented sector in some areas, many of which are poorly managed, and associated problems of poor condition, long term vacancies and abandonment.
- The fragility of the housing market, with house prices remaining below the average for the North West. However, this area is not currently viewed as a priority for funding under the Housing Market Renewal Pathfinder initiative.
- A concentration of social problems in some streets including anti social behaviour, crime, drug use, tipping, and vandalism.
- The area's close proximity to neighbouring regeneration areas which are undergoing significant transformation in terms of new housing development, inward investment and environmental improvements. This could make Piccadilly/Trafalgar even more vulnerable to decline as more economically active residents exercise a choice and move into neighbourhoods which offer a wider range of house types, including high quality new housing with private gardens and parking.
- Pedestrian and cycle access from the area to the town centre is constrained by physical barriers such as main roads and the rail line and these links need to be strengthened, particularly as development of a neighbouring regeneration area, the Weavers' Triangle, gathers pace.
- The need to improve passenger facilities and train services from Manchester Road station is a key priority for the regeneration of the town in order to provide improved

access for local residents to employment and cultural opportunities in regional centres such as Manchester and Leeds.

- The need to conserve and enhance the high quality environment around the Conservation Area as a catalyst for the area's renewal, and repositioning of the area as a desirable residential neighbourhood.

**2.14** 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

**2.15** A Vision for Piccadilly/Trafalgar area was developed in consultation with local residents and the Piccadilly/Trafalgar Area Panel during 2004/05 as part of the process for developing a draft Area Action Plan.

**2.16** The Vision was:

*"A desirable residential neighbourhood, with a strong community spirit, good local services and excellent employment access to the town centre and other centres of employment. The local heritage will be valued and enhanced and new, high quality housing will complement the area's historic character. Residents will have a sense of pride in their neighbourhood and visitors will feel safe and welcome."*

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

**2.18** Although there was support for this Vision, Government Office North West expressed concerns that the Vision was too general and did not reflect the distinctive character of the Piccadilly/Trafalgar neighbourhood, and its potential future regeneration and development.

**2.19** Further consideration was given to the Vision, including with a number of stakeholders, and the following Vision setting out the aspirations for the area was developed:

**2.20** *"The Piccadilly/Trafalgar area is regarded as a sought after residential location within Burnley, with an attractively restored Conservation Area. Residents enjoy good pedestrian and cycle access to Burnley town centre, with improved links across the rail line and Leeds and Liverpool Canal, and through the recently restored and vibrant historic mill area of the Weavers Triangle.*

**2.21** *Manchester Road Station has been developed to provide high quality passenger facilities and a direct rail link to Manchester city centre.*

**2.22** *The neighbourhood takes full advantage of nearby historic Scott Park and the open countryside beyond. Housing markets within Piccadilly/Trafalgar are buoyant and the area feels well integrated with neighbouring regenerated areas such as South West Burnley, Burnley Wood and Healey Wood."*

## Objectives

In order to achieve this Vision, and in order to respond 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.

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

It is important that the regeneration of Piccadilly/Trafalgar does not have an adverse impact on the regeneration of other areas. This means, for example, that proposals to increase its attractiveness as a residential neighbourhood with opportunities for new housing development, should not undermine efforts to strengthen the housing market elsewhere in the borough. The supply of new housing development should be managed carefully to provide a balanced approach across the inner areas, and it is primarily for this reason, that all 5 AAPs are being developed concurrently.

### **2. To revitalise the housing market**

This is a key priority for Burnley's Housing Strategy 2006 - 2009. Piccadilly/Trafalgar 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**

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 Piccadilly/Trafalgar 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**

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**

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**

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 Piccadilly/Trafalgar**

Good design should enhance and protect local distinctiveness. The Piccadilly/Trafalgar 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 Burnley town centre, regional centres such as Manchester and other employment opportunities**

Piccadilly/Trafalgar is located close to the town centre but physical barriers impact on accessibility for pedestrians and cyclists. The neighbourhood also includes a rail station, but passenger facilities are extremely limited and services infrequent, with no direct link to Manchester, the regional centre. 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 and services, job opportunities, etc.

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

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**

Piccadilly/Trafalgar is fortunate to have a choice of local shops and a library on Coal Clough Lane, together with a cinema and leisure complex on Manchester Road. The proposed regeneration of the neighbouring Weavers' Triangle affords significant opportunities for the provision of accessible, high quality leisure and retail development on the door step. Proposed improvements to the public realm in and around the Weavers' Triangle should also assist in the provision of a range of enhancements to pedestrian and cycle routes from Piccadilly/Trafalgar, through the Weavers' Triangle and into the town centre.

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

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 protect and enhance the natural environment, biodiversity and habitats**

The rail line is an important wildlife corridor running through the area and there is significant scope to maintain and enhance this biodiversity asset. This can help to deliver Lancashire's Biodiversity Action Plan.

**13. 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**

It is an aim of the Community Strategy 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

The Area Action Plan for Piccadilly/Trafalgar 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, local plans and strategies.

### National

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

**‘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.

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 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.

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’**. This 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 in which 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. Piccadilly/Trafalgar is located in the Central Lancashire City Region.

### Regional

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.

East Lancashire 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).

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)

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.

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.

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 a strong economic context.

### **Sub Regional**

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. The policies in this plan will be 'saved' for a period of three years unless the revisions to the Regional Spatial Strategy are published.

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.

In particular, the LTP mentions the opportunity of restoring the Todmorden East Curve to provide a direct rail link from Burnley Manchester Road Station to Manchester, but notes that the proposal is insufficiently developed for inclusion in the LTP at this stage and that it should be kept under review. There is also a commitment for Lancashire County Council to work with partners to develop a scheme for the modernisation of stations in Burnley.

'**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 Piccadilly/Trafalgar Area Action Plan has been prepared in the broad sub-regional context provided by 'Ambition Lancashire'.

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.

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.

It is therefore important that the strategy for the Area Action Plan for Piccadilly/Trafalgar builds on its role as a residential neighbourhood close to the town centre, and helps to deliver other aspects of the above strategies and programmes. The Plan should be based on the need to strengthen the local 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 Heritage Appraisal of Piccadilly/Trafalgar will inform the Area Action Plan.

Piccadilly/Trafalgar 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

**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

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

### *Prosperity*

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 Piccadilly/Trafalgar AAP has a role to play in delivering this through the provision of rail transport infrastructure improvements to promote accessibility to other centres of employment, and to benefit tourism linked to the regenerated Weavers' Triangle.

### *Places*

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*

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.

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 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.

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.

**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. The Piccadilly/Trafalgar Area is generally well served with green space as it borders a Historic Park, Scott Park, and includes a teen zone, ball court and children's play area. However, there are no allotments near by, and the provision of green space in terms of quantity, quality and type will need to be monitored if, and when, redevelopment takes place.

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
- the emerging Housing Market Assessment and Wildlife and Habitat Survey.

As the Area Action Plan 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

The Piccadilly / Trafalgar 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.

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.

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 strategy for Lancashire, 'Ambition Lancashire'.

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

The Piccadilly / Trafalgar Area Action Plan abuts the boundary of the area covered by the South West Burnley Area Action Plan along Coal Clough Lane, and lies in close proximity to Burnley Wood and Healey Wood. All of the AAP Areas share a number of significant linkages and the challenges associated with regeneration are common to all. 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 Piccadilly / Trafalgar have been brought forward in the light of the needs and priority for action not only in Piccadilly / Trafalgar but also in the other areas covered by Area Action Plans.

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

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.

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/Healey Wood and South West Burnley.

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. Statistically, based on the levels of private renting and vacant properties, Piccadilly/Trafalgar was comparable with other housing market renewal areas. Work on preparing the Area Action Plan started in April 2004. This was to provide the basis for bids to Elevate for housing market renewal funding.

However, as this draft preferred option 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 that had already been 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

A considerable amount of information had been collected before work started on the Area Action Plan in order to justify its inclusion as a Round 2 area in the Housing Market Renewal Programme. This was used as the basis for developing the early proposals for Piccadilly/Trafalgar. 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, the Piccadilly/Trafalgar Panel, area workers, local agencies and Citizens' Panels. At the same time, work started on a Heritage Appraisal of Piccadilly/Trafalgar in order to guide regeneration activity and set out a strategy for its conservation.

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 Piccadilly/Trafalgar 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 the Area Action Plan.

## **2. Preparation of Issues and Alternative Options in Consultation**

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 placed 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.

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.

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**

Although the Sustainability Appraisal has been important in determining the Preferred Option, this decision has also taken into account other considerations:

#### **1. Sustainability Appraisal**

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**

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 time the Area Action Plan has been adopted) has also been considered.

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

It is important that the Area Action Plan for Piccadilly/Trafalgar reflects the priorities set out in Burnley's Sustainable Community Strategy and in the Community Strategy for Lancashire, 'Ambition Lancashire' 2005 - 2025. This is one of the 'Tests of Soundness' that the plan will have to meet.

## **4. Relationship with other Plans and Programmes**

The Area Action Plan for Piccadilly/Trafalgar should also support the priorities of other plans and programmes such as the Borough Council's Green Spaces Strategy, Economic Development Strategy and Housing Strategy, as well as Elevate's Transformational Agenda.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

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**

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

## **7. Value for Money and Deliverability**

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. Piccadilly/Trafalgar Heritage Appraisal**

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

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



## 3 Part 2: The Preferred Option Policies and Proposals

### Population, Housing and Local Neighbourhoods

#### INTRODUCTION

**3.1** The existing housing provision in Piccadilly/Trafalgar is somewhat unbalanced, with a high proportion of smaller terraced properties, many of which are in the private rented sector. This has resulted in some areas experiencing problems of low demand and the inclusion of this part of Burnley as an Intervention Area in the Elevate Housing Market Renewal Pathfinder.

**3.2** There are also issues relating to the layout and design of the existing housing stock. 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

**3.3** This section includes the Council's spatial policies and proposals for housing and local neighbourhoods. Each policy is numbered (PT H1, PT H2 etc) and is followed by any land use specific proposals (numbered PT H1/1, PT 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.

1

**Policy PT H1: NEW HOUSING DEVELOPMENT**

**The Area Action Plan makes provision for 157 houses in the period 2006 - 2021. These will be developed on the following sites shown on the Proposals Map:**

**Proposal PT H1/1**

**Land at Piccadilly Road (2 sites)**

**Piccadilly Road / Baker Street Site Area: 1.30 ha. No. of new units: 65**

**Piccadilly Road / Ellis Street Area: 1.55 ha. No. of new units: 78**

Land including existing cleared sites and properties on Piccadilly Road, Baker Street, Willis Street, Austin Street, Piccadilly Square, Ellis Street, Bailey Street and Starkie Street will be developed for new housing. It will be based on the principles of sustainable design and will be of a very high design quality, with a strong frontage along the rail line appropriate to the site's strategic location on a gateway into Burnley.

The existing children's play area will be re-provided within the new development, and the needs of local young people will be considered carefully as part of the design of any green spaces.

The new development will be designed to ensure that any increase in local traffic is carefully managed, particularly along Piccadilly Road, and particular regard will be paid to the provision of safer pedestrian and cycle access from the new development to neighbouring parks and the town centre.

A development brief will be prepared for this area.

This site is planned to come forward in the **short term (2006 - 11)**.

*(Delivery: Calico, Burnley Borough Council and Private Sector using Housing Market Renewal and Housing Corporation funding).*

**Proposal PT H1/2**

**Land at Raglan Road**

**Site Area: 0.28 ha. No. of new units: 14**

Land consisting of disused and derelict sites, together with properties on Raglan Road will be developed for new housing. The new housing will be based on the principles of sustainable design and will be of a high quality.

This site is planned to come forward in the **short term (2006 - 11)**.

*(Delivery: Private sector, and Burnley Borough Council using Housing Market Renewal funding).*

In addition there is one site in the area with planning permission for housing:

APP/2005/0181 - Raglan Road 12 dwellings.

**All of the residential development proposed in this plan would use previously developed land. Additional sites, not identified under Policy PT 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

**3.4** Much of the existing housing within the Piccadilly area is 2 bed terraced houses, built at a density of approximately 100 dwellings per hectare, and a high proportion are in the private rented sector. Redevelopment allows the opportunity to develop at a lower density providing a more pleasant residential environment. However, the new residential density should be high enough to make efficient use of land, whilst providing family accommodation and appropriate levels of amenity space.

2

**Policy PT TAI1: TARGETED AREA INITIATIVE**

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 PT TAI1/1 Piccadilly**

Site area 2.1 ha.

No. of units 224 and 3 garages

The following interventions will be targeted to the Grange Street / Pritchard Street / Herbert Street area:

- Partnership work with an approved Registered Social Landlord to: carry out improvements to housing stock where appropriate; deliver a Home Zone scheme to give pedestrians priority over vehicles; and 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, through intensive neighbourhood management.

This proposal is planned to be delivered in the **short term (2006-2011) and medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Registered Social Landlord)*

**Justification**

**3.5** In response to consultations, many residents have commented that action is needed to tackle social and environmental issues such as anti-social 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, co-ordinated and strategic approach to tackle social and environmental problems that have an adverse effect on people's daily lives.

**3.6** 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 in. Not only will this help to sustain existing local communities, but it will also help to improve neighbourhoods and meet the objective of revitalising the housing market.

### 3

#### **Policy PT H2: HOUSING MIX**

**Across Piccadilly/Trafalgar the overall balance of different sized houses proposed in new development should address the current predominance of two bed terraced houses. This will apply equally to the market and affordable elements of residential development and must be applied as far as appropriate on all sites.**

#### **Justification**

**3.7** Housing within the Piccadilly area is comprised mainly of 2 bed terraced houses. One of the aims of new housing development is to ensure a more balanced and mixed community is encouraged by requiring the incorporation of some larger dwellings. This will help to attract families, who are likely to stay longer in the area, and to create a more stable community.

**3.8** The existing housing was built at a density of approximately 100 dwellings per hectare. Redevelopment allows the opportunity to develop at a lower density providing a more pleasant residential environment. However, the new residential density should be high enough to make efficient use of land in this sustainable location, whilst not stopping family houses being built or neglecting the need for appropriate levels of amenity space.

**3.9** There should be a reasonable mix of dwelling sizes in each new development. The Borough Council will refuse planning permission for residential development that does not help achieve an appropriate mix of dwelling types as set out in the policy. This mix will equally apply to the affordable housing element of a residential development. The need for a mix of sizes of affordable housing units mirrors the overall pattern. It will be unacceptable for a scheme to meet the mix requirement but then allocate only smaller units as the affordable element.

4

**Policy PT H3: TENURE MIX**

**Across the Piccadilly/Trafalgar 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.**

**Justification**

**3.10** 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.

**3.11** 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.

**The Environment and Sustainable Development**

**INTRODUCTION**

**3.12** Piccadilly/Trafalgar has a number of potential environmental assets including several areas of open space and close proximity to Scott Park, attractive views out to the countryside around Pendle Hill, and a Conservation Area with historic buildings and features of local heritage interest. However the quality of the environment is poor in some areas, with abandoned properties which are left boarded up and in a deteriorating condition, and widespread unauthorised tipping and vandalism.

**3.13** The buildings and features of historic interest should be protected and enhanced for future generations to enjoy and as key environmental assets in the area's regeneration.

**POLICIES AND PROPOSALS**

**3.14** This section includes the Council's spatial policies and proposals for the environment and sustainable development. Each policy is numbered (PT ENV1, PT ENV2 etc) and is followed by any land use specific proposals (numbered PT ENV1/1, PT 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.

## BUILT ENVIRONMENT

### 5

#### Policy PT ENV1: HISTORIC ENVIRONMENT

**New development must respect the character and setting of Listed Buildings and buildings of local interest. It should enhance features of existing local interest. Applicants should demonstrate in their Design and Access Statement that new development has been designed with an understanding of the area's heritage, street pattern, views, and important buildings.**

#### Justification

**3.15** There are a number of buildings and features of historic interest in Piccadilly/Trafalgar, largely dating from the 19th century when the town was experiencing rapid industrial expansion. The Heritage Appraisal, however, identified that aspects of the heritage interest, intrinsic to the area, have not always been dealt with sensitively. It is therefore important to understand the historic qualities of Piccadilly/Trafalgar as it is redeveloped. The key is to ensure the positive combination of new 21st century development with older, historic features. The area's historic interest should not be seen as a negative constraint on development; rather it should be seen as a positive and valuable opportunity to ground new development in the historic fabric of a long established part of Burnley.

6

**Policy PT ENV2: PALATINE SQUARE CONSERVATION AREA**

**The Council will continue to safeguard the character of the Conservation Area and will review the existing Conservation Area boundary where appropriate in accordance with Local Plan Policy E14.**

**Proposal PT ENV2/1**

**Palatine Square Conservation Area**

The Borough Council will aim to raise public awareness of the special qualities of the Palatine Square Conservation Area. The need for sympathetically designed maintenance of, and improvements to properties will be actively promoted, to ensure that the special heritage and value of the Conservation Area is protected and enhanced.

The boundary of the Conservation Area will be reviewed during the lifetime of the Area Action Plan. Two additional areas will be considered for inclusion within the boundary as shown on the Proposals Map: the area around Albion Terrace / Albion Street to the north of the Conservation Area, and the area around Manchester Road / Scott Park Road to the south.

This proposal is planned to be delivered in the **medium term (2011 - 2016)**.

*(Delivery: Burnley Borough Council)*

**Justification**

**3.16** Some areas make a particularly significant contribution to the history and appearance of the Borough. Special care needs to be taken to maintain and improve their attractive visual character. Conservation Area designation gives the Council greater powers to control and guide change in these areas. Development and demolition in Conservation Areas should meet Local Plan Environment Policies E12 - "Development in, or adjacent to, Conservation Areas" and E13 - "Demolition in Conservation Areas".

**3.17** The two areas proposed for consideration for possible inclusion in the Conservation Area were identified in the Piccadilly/Trafalgar Heritage Appraisal.

7

**Policy PT ENV3: 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) comply with 'Secure By Design' standards**
- c) achieve a high degree of sustainable design and construction in line with the Code for Sustainable Homes. Code Level 4 will be sought for residential buildings, increasing to Code Level 6 for any planning application approved after 2016**

**New family housing will be required to:**

- d) meet Lifetime Homes Standards**

**New non-residential development will be required to:**

- e) 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.**

**Justification**

**3.18** In response to climate change, national objectives have been set to reduce the UK's carbon dioxide emissions by at least 60% by 2050, with real progress towards this target by 2020. In addition, the Government has set out its aims for all new development to be zero carbon by 2016, with a 25% improvement in energy / carbon performance by 2010. Piccadilly/Trafalgar will need to play its part in helping to reach this goal, balancing the overall increased emissions due to the scale of the development, with the opportunities that new development offers for reducing carbon emissions, through such measures as sustainable design and the provision of decentralised and renewable energy sources. A Carbon Reduction Strategy for sites that addresses these issues will be required to be submitted with any planning application.

**3.19** Climate change adaptation is the adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities. New development will need to adapt to unavoidable changes in climate without further increasing emissions with active heating and cooling systems. There

is much that can be achieved through 'passive measures' such as the location, layout, orientation, aspect and external design of buildings and landscaping around buildings that can help occupants to cope more easily with the effects of climate change.

**3.20** Development in Piccadilly/Trafalgar offers an opportunity to seek a high level of sustainable design and energy conservation measures in all new buildings. Energy conservation of buildings is an important part of meeting that requirement. The policy requires a high degree of measures to increase the sustainable design of buildings in line with the Code for Sustainable Homes, which also covers minimum standards for water consumption. Other measures such as energy efficiency are dealt with by Building Regulations. It is likely that large scale new residential development in Piccadilly/Trafalgar will not take place until at least the medium term (2011-2016), and for this reason Code for Sustainable Homes Level 4 is sought, rather than the Level 3 required in areas already receiving housing market renewal funding, which will be developed within the short term.

**3.21** New housing must meet the needs and aspirations of all and be designed to minimise crime and disorder.

8

**Policy PT ENV4: ENVIRONMENTAL IMPROVEMENTS TO EXISTING HOUSING, RETAIL AREAS AND THE RAIL LINE**

Within the areas defined on the Proposals Map, a programme of improvement of environmental conditions will be promoted. This programme may involve:

- a) the refurbishment of dwellings;
- b) environmental improvement;
- c) tree planting work;
- d) facelifting and;
- e) shop front improvements.

**Proposal PT ENV4/1**

**1-15 Sefton Terrace, 1-2 Sefton Avenue, 1-11 Albion Terrace**

**No. of Units 23**

1-15 Sefton Terrace, 1-2 Sefton Avenue and 1-11 Albion Terrace will be face lifted. There will also be environmental improvements to the rears of 1-15 Sefton Terrace and 1-2 Sefton Avenue to complement the proposed new development (Proposal PT H1/1).

This proposal is planned to be delivered in the **short term (2006 - 2011) and the medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Funding)*

**Proposal PT ENV4/2**

**2-70 Queensberry Road, 89 Raglan Road and 42-44 Coal Clough Lane**

**No. of Units: 38**

2-70 Queensberry Road, 42-44 Coal Clough Lane, and 89 Raglan Road will be face lifted. There will also be environmental improvements to the rears of the properties to complement the proposed new development (Proposal PT H1/2).

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Funding)*

**Proposal PT ENV4/3**

**54-66 and 68-94 Coal Clough Lane**

**No. of Units 23**

54-66 and 68-94 Coal Clough Lane will be face lifted.

This proposal is planned to be delivered in the **short term (2006-2011)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Funding)*

**Proposal PT ENV4/4**

**Back Grant Street**

The pedestrian route at the rear of Grant Street to the open space will be closed and pedestrians diverted to other existing routes. The alternative route linking Buccleuch Street to Starkie Street will be enhanced through improved lighting and surface treatment.

This proposal is planned to be delivered in the **short term (2006-2011)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Funding, developer contributions)*

**Proposal PT ENV4/5**

**Rail Line Embankment**

The recurrent unauthorised tipping along the railway embankment and related impact on the wildlife corridor will be tackled through improved management, enforcement and a programme of education and awareness raising.

This proposal is planned to be delivered in the **short term (2006-2011)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Funding, Network Rail)*

**Justification**

**3.22** Piccadilly/Trafalgar has the potential to offer a high quality living and working environment. However, at present many areas suffer from neglect and under investment. The Area Action Plan provides an opportunity to tackle problems associated with poor environments and to promote physical improvements as an integral part of the regeneration of the neighbourhood.

**3.23** Environmental enhancements offer valuable opportunities for existing residents to become involved in, and influence, the design of their neighbourhood. Community engagement in projects can assist in developing a sense of ownership and pride, and should help in reducing the potential for vandalism. Environmental arts projects can make an interesting and unique contribution towards public realm enhancements, and can provide additional layers of richness and diversity as part of an area's urban design.

**3.24** Face lifting of residential blocks and shop front improvements can increase investor confidence in an area, and encourage individual property owners to invest in and better maintain their own properties. Under existing housing policies, face lifting is undertaken on key routes and gateways, and on blocks overlooking new development sites. Where the rears of blocks face on to new development sites, rear elevations and gable ends can also be treated.

**3.25** The shops on Coal Clough Lane provide important local retail facilities which should be supported as part of the regeneration of the area. High quality shop front improvements should assist in maintaining the vitality and viability of the Local Centre, and will help to strengthen the frontage on Coal Clough Lane.

**3.26** Environmental improvements can also assist in terms of community safety; there are strong linkages between degraded environments and crime, and poorly maintained environments can appear threatening. The rears of properties on Grant Street are exposed to the open space on Starkie Street and would become more secure if this short informal route was closed. In addition, the high levels of unauthorised tipping along the rail line give a strongly negative impression of the area when viewed from Burnham Gate and passing trains, and could have safety implications for rail users.

9

**Policy PT ENV5: GATEWAYS**

**Environmental improvements will be supported and encouraged along all gateway routes, provided the proposals are of good quality design and enhance their surroundings, in accordance with Policies E21 and E22 in the 'saved' Local Plan.**

**Proposal PT ENV5/1**

**Manchester Road, Burnham Gate, Trafalgar Street and Coal Clough Lane Areas**

There will be a range of environmental improvements to sites along the Gateway Routes of Manchester Road, Burnham Gate, Trafalgar Street and Coal Clough Lane areas to provide active street frontages including landscaped areas, green spaces, street furniture and signage, as well as improvements to pedestrian crossings. These will be designed and developed with local residents to promote a stronger local identity for the Piccadilly/Trafalgar area.

This proposal is planned to be delivered in the **short term (2006 - 2011), medium term (2011 - 2016) and longer term (2016 - 2021).**

*(Delivery: Burnley Borough Council, Developer contributions )*

**Justification**

**3.27** The approaches to the town, or gateways, and the routes through the town, 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 through routes the Council will expect all new development to enhance its surroundings and make a positive contribution to the image of the Borough.

**NATURAL ENVIRONMENT**

10

**Policy PT ENV6: CLIMATE CHANGE AND THE NATURAL ENVIRONMENT**

**Taking particular account of the climate the development is likely to experience over its expected 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.**

**Justification**

**3.28** We are already experiencing the effects of climate change. 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. This policy aims to promote a natural environment that is resilient to, and appropriate for, the climate change now accepted as inevitable. For example, this could include the planting of different plant species that will be able to withstand changes in the climate over time.

11

**Policy PT ENV7: WILDLIFE CORRIDORS**

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

**Justification**

**3.29** The rail line is an important corridor that forms 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.

**3.30** 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

**3.31** Piccadilly/Trafalgar is reasonably well served by community facilities. Within the area there is a day nursery, a primary school (Holy Trinity Church of England Primary School), and a new purpose built community centre, as well as a Local Centre on Coal Clough Lane, where there is a range of local shops and a library. Just outside the boundary of the Area Action Plan area, there is a Sure Start Centre and a community health centre on Tay Street.

**3.32** There is a need to protect and improve these local facilities for the benefit of existing local residents as well as future households, who may be moving into the neighbourhood as new development and regeneration gathers pace.

### POLICIES AND PROPOSALS

**3.33** This section includes the Council's spatial policies and proposals for community services. Each policy is numbered (PT CS1, PT CS2 etc) and is followed by any land use specific proposals (numbered PT CS 1/1, PT CS 1/2 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.

12

### **Policy PT CS1: COAL CLOUGH LANE LOCAL CENTRE**

**The Council will, together with partners, seek to improve the vitality and viability, environmental quality and accessibility of the Local Centre at Coal Clough Lane as shown on the Proposals Map, in accordance with 'saved' Local Plan Policy CF11.**

#### **Proposal PT CS1/1**

The area around Coal Clough Lane shown on the Proposals Map, includes a range of local shops and services including a library, florist, and chemist, and is identified as the Coal Clough Lane Local Centre.

This proposal is planned to be delivered across the lifetime of the Area Action Plan (over the **short, medium and long term 2006 - 2021**).

*(Delivery: Burnley Borough Council)*

### **Justification**

**3.34** Local centres are described as small groups of shops usually comprising a newsagent, grocery store, sub-post office and other local shops. Local centres perform an important role in providing a range of facilities within walking and cycling distance of where people live and work. In this way, they support the Area Action Plan's sustainability and regeneration objectives. It is recognised, however, that traditional centres will continue to face considerable competition as people choose to do more of their shopping in large superstores and retail warehouses, or experiment with e-tailing (ordering goods and services online through the internet). It will be important for district and local centres to provide a range of shops and a quality of environment that will enable them to compete more effectively.

13

**Policy PT CS2: 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:

**PT CS2/1 - Starkie Street (1.02 ha.)**

**PT CS2/2 - Holy Trinity Church of England Primary School Playing Fields (0.77 ha.)**

**PT CS2/3 - Piccadilly Gardens (0.65 ha.)**

**PT CS2/4 - Vanguard Community Park (0.5 ha)**

In addition, planning permission will not be granted for the development of open spaces which make an important contribution to the neighbourhood.

**Justification**

**3.35** Specific areas of open space are identified on the Proposals Maps, and these are considered particularly worthy of protection. The neighbourhood, however, possesses other open space elements the value of which should be taken into account when assessing development proposals. Only if no alternative sites exist will proposals which include areas of important open space be considered and, in such cases, proposals may also be required to include provisions for replacement open space.

**Sustainable and Inclusive Transport**

**INTRODUCTION**

**3.36** Piccadilly/Trafalgar is located on the edge of Burnley town centre and has good access to the motorway network. Manchester Road rail station has an hourly service to Leeds and Blackpool, but passenger facilities are poor and there is a need for major investment, both in the station itself and in terms of the rail service, particularly to Manchester. There is a frequent bus service to Manchester from bus stops on Manchester Road, and there are bus services to the town centre from stops on Coal Clough Lane, Burnham Gate and Trafalgar Street.

**3.37** However, although Piccadilly/Trafalgar is only half a mile from Burnley Town Centre, there are a number of physical barriers which impact on the area's accessibility. These barriers include steep topography, the rail line, the canal, and main roads with busy junctions and few pedestrian crossings.

**3.38** There is a need to improve connectivity and accessibility between Piccadilly/Trafalgar and other areas such as the town centre, Weavers' Triangle, other neighbourhoods and the open countryside.

## **POLICIES AND PROPOSALS**

**3.39** This section includes the Council's spatial policies and proposals for sustainable and inclusive transport. Each policy is numbered (PT SIT1, PT SIT2 etc) and is followed by any land use specific proposals (numbered PT SIT1/1, PT 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.

14

### **Policy PT SIT1: SUSTAINABLE TRAVEL**

**The redevelopment of Piccadilly/Trafalgar will be planned in order to reduce the need to travel and maximise the use of sustainable transport modes to encourage people to move about by foot, cycle and bus.**

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

### **Justification**

**3.40** The redevelopment of Piccadilly/Trafalgar aims to create a sustainable community which will allow the daily needs of occupants to be met within walking or cycling distance, thus minimising the need to travel beyond the neighbourhood.

**3.41** Where travel is necessary, however, development will be planned to make this as sustainable as possible, particularly by:

- maximising use of sustainable transport modes by the provision of safe and convenient routes and higher densities to encourage people to move about by foot, cycle and bus;

- specifying appropriate standards for infrastructure provision within the development, including car and cycle parking;
- providing sustainable transport infrastructure to link the development to key destinations in Burnley and to the wider network.

## 15

### **Policy PT SIT2: PUBLIC TRANSPORT PROVISION**

**The Council will work with Lancashire County Council and public transport operators to ensure that high quality public transport is provided to support the redevelopment of Piccadilly/Trafalgar, including bus and rail services.**

#### **Justification**

**3.42** Providing high quality public transport is essential to achieving the sustainable redevelopment of Piccadilly/Trafalgar. Development will therefore be expected to encourage bus use as much as possible for trips to and from external destinations. The neighbourhood has the advantage of containing existing bus routes, but the area would benefit from an enhanced service, in terms of frequency and routes and improved links to existing routes within and outside of the area.

## 16

### **Policy PT SIT3: CYCLING NETWORK**

**Cycling routes identified on the Proposals Map will be developed and protected under Policy TM7 of the "saved" Local Plan.**

#### **Proposal PT SIT3/1 Cycle Route**

**A cycle path will be provided along Trafalgar Street from Sandygate, with a ramp up to Keppel Place, and linking into Starkie Street. A linking path to Coal Clough Lane and Accrington Road will also be created.**

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Lancashire County Council, Elevate Housing Market Renewal Programme, Developer contributions )*

## Justification

**3.43** The level of cycling to work in Burnley is the second lowest in Lancashire. This is largely a reflection of the local topography, but the number of motor vehicles on the road also deters cycle use. Improving cycle links between housing areas and services and employment areas is one way to encourage cycle use.

**3.44** Historically, there has been little investment in both on- and off-road cycle-ways or in facilities such as cycle parking. This has done little to alleviate the stated concern of many potential users about safety on roads and the lack of secure cycle parking facilities. Cycle lanes have been incorporated in road junction improvement schemes. This has given rise to criticisms that improvements are undertaken in an incremental, rather than an integrated, manner.

**3.45** The Local Plan's Strategic Cycle Network is intended to indicate where both public and private investment should be focused in order to develop an integrated network of routes throughout the Borough. The introduction of cycle stands, and where appropriate, changing facilities, will be encouraged wherever feasible.

17

#### **Policy PT SIT4: GREEN INFRASTRUCTURE**

**The Council will improve the safety, convenience and attractiveness of footpaths and cycle routes across Piccadilly/Trafalgar. A strategic network of routes will be established with priority being given to those routes shown on the Proposals Map.**

##### **Proposal PT SIT4/1 Green Routes**

A network of "green routes" will be developed linking existing and proposed open spaces, and connecting residential areas to open spaces, Scott Park, the canal and the open countryside. The Green Routes will also link residential areas to local facilities and public transport infrastructure. The Routes will be created through environmental enhancements such as tree planting, landscaping and improvements to existing roads and footpaths for the benefit of pedestrians and cyclists. Signage and street furniture will be designed in close consultation with residents and community groups to promote the local identity of the Piccadilly/Trafalgar Green Routes Network. The Green Routes will be landscaped to encourage biodiversity, and will link into the existing Wildlife Corridors.

This proposal is planned to be delivered in the **short term (2006-2011), medium term (2011-2016) and longer term (2016-2021)**.

*(Delivery: Burnley Borough Council, Elevate Housing Market Renewal Programme, Developer contributions )*

#### **Justification**

**3.46** Every journey involves an element of walking, including journeys by public transport and the private car. Improvements to footpaths are therefore essential to facilitate pedestrian movement around the Borough. Walking is the main mode of transport for journeys under one mile in length, such as those to local shops and schools. However, even for short distances, the number of pedestrian journeys is decreasing as motor vehicles are increasingly used.

**3.47** As a mode of travel, walking is particularly important for those without access to a car. This includes women, young people, the elderly and those unable to afford a car. Yet pedestrians are often the most vulnerable highway users due to factors such as poor lighting, speed, noise and pollution from vehicles and difficulty crossing the road.

**3.48** Cycling is also increasingly recognised as an important means of 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 Piccadilly/Trafalgar.

**3.49** In order to improve the attractiveness of walking and cycling as a means of transport, it is essential that footpaths and cycleways are addressed as a network. The development of Green Infrastructure offers opportunities to link neighbourhoods together, and to local facilities such as the town centre, Weavers' Triangle, parks and the canal, and then out to the wider countryside and other towns.

18

**Policy PT SIT5: MANCHESTER ROAD STATION IMPROVEMENTS**

**Development which will improve the quality, attractiveness and safety of Manchester Road Station will be permitted, in accordance with 'saved' Local Plan Policy TM9. Such development may include provision of passenger facilities, a booking office, additional car parking, bus turning area and a taxi rank.**

**Proposal PT SIT5/1**

**Manchester Road Station**

Funding will be sought to comprehensively redevelop Manchester Road station in order to provide a high quality rail passenger facility. Several sites have been defined on the Proposals Map to indicate potential opportunities for possible development, as part of the new station proposals.

A new station building will be designed and constructed to meet the current operational requirements and passenger needs. These can be summarised as:

- A single Disability Discrimination Act compliant ticket window
- Self sufficient rear office for Transport Operating Company staff to service the ticket window
- A small indoor waiting area for passengers
- A small covered area on the platform to shelter passengers using the westbound and eastbound platforms.

A development brief will be prepared for this area.

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Lancashire County Council)*

**Proposal PT SIT5/2 Direct Rail Link to Manchester**

The Council will support and promote the creation of a direct rail link to Manchester Victoria station through the re-instatement of a short section of decommissioned track in Todmorden, West Yorkshire (the "Todmorden East Curve").

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Lancashire County Council, West Yorkshire Passenger Transport Authority)*

**Proposal PT SIT5/3 Bus Services to Burnley Town Centre**

Bus services linking the station to the town centre and other neighbourhoods will be improved, to encourage transport to the station by means other than the private car.

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Lancashire County Council, bus operators)*

**Proposal PT SIT5/4 Pedestrian and Cycle access to town centre**

Pedestrian and cycle access from the Piccadilly/Trafalgar area and Manchester Road station, through the Weavers' Triangle and to the town centre, will be improved through environmental enhancements and traffic management.

This proposal is planned to be delivered in the **medium term (2011-2016)**.

*(Delivery: Burnley Borough Council, Lancashire County Council)*

**Justification**

**3.50** Burnley is served by two principal railway stations, Burnley Central and Burnley Manchester Road, located on opposite sides of the town centre. Other stations are located at Hapton, Rose Grove and Burnley Barracks. Local topography means that the lines through the Borough diverge at Gannow Junction, about half a mile west of the town centre. This makes integration of rail services with the town, and with other modes of transport, difficult.

**3.51** Manchester Road station is not located within the defined town centre boundary, but is on a major route into the town centre. Served by limited stop “Transpennine Express” services between Blackpool North/Preston and Leeds / York, it has increasingly become perceived as the main station in Burnley. The station facilities are, however, sparse with no booking office and an extremely small car park which is usually full. Proposals to increase the current service to a half hourly frequency will aggravate this situation. Pedestrian, bus and taxi links to the town centre also require enhancement.

**3.52** The Local Transport Plan proposes the preparation of a bid to the Strategic Rail Authority to provide a booking office, possibly utilising the former station building which is now in private hands. Burnley Borough Council will actively support the County Council in their intention to acquire land and buildings for this purpose. The Burnley Local Plan allocates

land in the vicinity of the station for increased car parking and bus/taxi facilities. This also reflects proposals in the East Lancashire Rapid Transit Pre-Feasibility Study for the X43 bus service to call at the station.

**3.53** Burnley currently has no direct rail service to Manchester via Todmorden and Rochdale. Possible re-instatement of the “Todmorden East Curve” is being investigated.

### Implementation

**3.54** 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.

**3.55** 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

**3.56** 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
Raglan Road / Montague Road / Albion Street / St Matthews Street  Option 1 - Remodelling	Option 1 would have a positive impact on several sustainability objectives, and would contribute to priorities in strategic planning policy, the community strategy and other plans and programmes to improve the condition of housing stock in regeneration areas. However, the proposals are unlikely to be deliverable due to the potential high costs of remodelling when set against low market values, and the lack of public funding for remodelling, due to concerns about

Option	Reason (s) why this is not being progressed
	<p>whether such activity really addresses housing market failure. The public consultation showed a mixed response to the proposals although Option 1 would retain an area of traditional terraced properties identified in Character Area 3 of the Heritage Appraisal.</p>
<p>Raglan Road / Montague Road / Albion Street / St Matthews Street</p> <p>Option 2 - Demolition and Redevelopment</p>	<p>This Option would have a positive impact on some sustainability objectives, and would support strategic planning objectives and priorities in the community strategies and other plans and programmes, for housing market renewal through the clearance of properties and redevelopment. The proposals were widely supported in the consultation on issues and options, although they would have a major impact on the historic character of the area. However, it is considered that the proposal would not offer value for money as it would require a high level of public subsidy to deliver a fairly limited, constrained site, and the Piccadilly / Trafalgar area does not currently receive funding through the housing market renewal programme.</p>
<p>Raglan Road / Montague Road / Albion Street / St Matthews Street</p> <p>Option 3 - Little Change</p>	<p>This Option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received no support in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.</p>
<p>Raglan Road / Montague Road / Albion Street / St Matthews Street</p>	<p>This Option would have a positive impact on several sustainability objectives and would support strategic planning policies, the</p>

Option	Reason (s) why this is not being progressed
<p>Option: Some houses to be remodelled for elderly / disabled occupants</p>	<p>community strategies and other plans and programmes which promote the provision of special needs housing. However, the proposal may not offer good value for money, and housing for the elderly may be provided in a more cost way through developer contributions as part of new build schemes.</p>
<p>Raglan Road / Montague Road / Albion Street / St Matthews Street</p> <p>Option: Needs some open space, gardens, play area etc</p>	<p>This Option would have a mixed impact on the sustainability objectives, and whilst strategic policies and community strategies support the provision of green space, the Borough Council's Green Spaces Strategy recommends an approach which concentrates investment in existing green spaces rather than the provision of new spaces. The option would probably not be deliverable as it would require some degree of housing clearance to open the area up. This would be very costly and would not provide value for money, in an area generally well served by existing green spaces.</p>
<p>Piccadilly Road / Starkie Street / Every Street / Albion Street / Railway embankment</p> <p>Option 2 - Limited Demolition and New Housing</p>	<p>Option 2 would have a positive impact on several sustainability objectives and would support strategic priorities for housing market renewal in planning policies, the community strategies, other plans and programmes and the Vision for the area. There were more objections than support for the proposals in the Issues and Options consultation, but the site may not be of a large enough scale to attract developer interest even if the funding for the clearance could be secured from the housing market renewal programme. The proposals would impact on the historic character of the area.</p>
<p>Piccadilly Road / Starkie Street / Every Street / Albion Street / Railway embankment</p> <p>Option 3 - No Change</p>	<p>This Option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community</p>

Option	Reason (s) why this is not being progressed
	<p>strategies or other plans and programmes. The proposal for no change received objections in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.</p>
<p>Piccadilly Road / Starkie Street / Every Street / Albion Street / Railway embankment Option: Total Remodel of Area</p>	<p>This Option would have a positive impact on several sustainability objectives and would support strategic planning policies, community strategies and other plans and programmes. The proposals would be sympathetic to the historic character of the area of terraced mill housing, but are unlikely to be deliverable or to offer good value for money.</p>
<p>Coal Clough Lane / Raglan Road / Holy Trinity Primary School / Weldon Street Option 2 - No Change</p>	<p>This Option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received objections in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.</p>
<p>Palatine Square Conservation Area Option 1 - Heritage Led Enhancements</p>	<p>This Option would have a positive impact on a number of sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which aim to protect and enhance the historic environment. The Option was supported in the consultation on Issues and Options and would assist in protecting and improving an area identified in the Heritage Appraisal as of local historic interest. However, the option would not receive funding through the housing market</p>

Option	Reason (s) why this is not being progressed
	renewal programme and, in general, the limited resources for regeneration would be better targeted to adjacent areas demonstrating greater need.
<p>Palatine Square Conservation Area</p> <p>Option 2 - No change</p>	<p>This Option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. There were suggestions for improvements to a wall and bowling green in the Issues and Options consultation. The proposal may deliver value for money over the longer term, as property owners may be encouraged to invest in their properties if limited resources are targeted to other, neighbouring areas with acute problems, and investor confidence in the area increases. However, there is a risk that without support and encouragement through the planning process the special character of the Conservation Area may be eroded over time.</p>
<p>Palatine Square Conservation Area</p> <p>Option: Improvement needed to walls at front of Palatine Square</p>	<p>This Option would have a positive impact on a number of sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which aim to protect and enhance the historic environment. The Option was supported in the consultation on Issues and Options and would assist in protecting and improving an area identified in the Heritage Appraisal as of local historic interest. However, the option would not receive funding through the housing market renewal programme and limited resources for regeneration would be better targeted to adjacent areas demonstrating greater need.</p>
<p>Manchester Road Station</p>	<p>This option would have an uncertain or no likely impact on the sustainability objectives</p>

Option	Reason (s) why this is not being progressed
Option 2 No Change	and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received no support in the consultation responses. It would not deliver value for money over the longer term as Burnley needs improved links to areas of growth and prosperity such as Manchester to support the town's regeneration.
Route A Rail Line Option 2 - No change	This Option would have uncertain or no likely impacts on all the sustainability objectives and would not contribute positively to strategic planning policies, other plans and programmes or to the vision for the area. There was no support for this proposal in the consultation on Issues and Options and the option would not deliver value for money over the longer term.
Route B - Pedestrian / Cycle Links to the Town Centre Option 2 - No change	This option would have uncertain or no likely impact on all the sustainability objectives and would not contribute positively to strategic planning policies, the community strategies or other plans and programmes. The option received no support in the issues and options consultation and would be unlikely to provide value for money.
Route C - Starkie Street - Back Grant Street Pedestrian Route Option 2 - No change	This Option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote community safety and improved quality of life. There was no community support for this proposal and the option would not deliver value for money over the longer term.
Route D - Coal Clough Lane	This Option would have uncertain or no likely impacts on all the sustainability objectives

Option	Reason (s) why this is not being progressed
Option 2 - No change	and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local environments and the protection and enhancement of local facilities such as shops. There was no community support for this proposal and the option is unlikely to deliver value for money over the longer term.
Route E - Manchester Road, Trafalgar Street, Burnham Gate  Option 2 - No change	This Option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local environments. There was no community support for this proposal and the option would not deliver value for money over the longer term.
F Parish Rooms  Option 1 - Improve the Parish Rooms for Community Use	This Option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local community facilities. There was no community support for this proposal and the option would deliver value for money over the longer term.

## 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 Piccadilly/Trafalgar, but also the other areas of Burnley that are included in the Housing Market Pathfinder intervention area. The indicative clearance programme has been drawn up on the basis of approximately £10.5m of HMR Grant being made available per annum throughout the period 2008-17, tapering off thereafter. The annual amount of Housing Capital Grant (HCG) available for clearance is likely to be in the region of only £600,000 and therefore Elevate funding will be required to deliver the proposals. The proposed clearance in Piccadilly/Trafalgar is included within the short-term on the basis of need and the urgent action required in order to arrest the decline of the area. It is recognised that this will need additional funding from Elevate and the Council will be pressing the case for this.

Table 4.1 AREA ACTION PLAN PHASING

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
PT H1/1 Land at Piccadilly Road	Demolition of Austin Street is in Burnley Borough Council Clearance Programme (Capital Programme) 2008/09.  Redevelopment will be dependent upon inclusion of the Piccadilly/Trafalgar area in the Elevate Housing Market		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
	<p>Renewal programme and continued funding through the Burnley Borough Council Housing Capital Grant.</p> <p>The Piccadilly/Trafalgar area was a high priority for investment in the Elevate review of investment priorities (RIPE), and the area is vulnerable to further decline due to its location close to other development areas, such as South West Burnley and the Weavers' Triangle. For these reasons, it is proposed that the site should come forward for redevelopment in the short term.</p>		
<p>PT H1/2 Land at Raglan Road</p>	<p>Redevelopment will be dependent upon inclusion of the Piccadilly/Trafalgar area in the Elevate Housing Market Renewal programme and continued funding through the Burnley</p>		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
	<p>Borough Council Housing Capital Grant.</p> <p>The Piccadilly/Trafalgar area was a high priority for investment in the Elevate review of investment priorities (RIPE), and the area is vulnerable to further decline due to its location close to other development areas, such as South West Burnley and the Weavers' Triangle. For these reasons, it is proposed that the site should come forward for redevelopment in the short term.</p>		
PT TAI1/1 Piccadilly	Work on developing initiatives under the TAI Programme is ongoing and is likely to continue over the short and medium terms.		
PT ENV2/1 Palatine Square Conservation Area	The consideration of the extension of the Conservation Area boundary, and public awareness raising around the need to undertake sympathetic improvements to		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
		properties will be led by Burnley Borough Council in the medium term.	
PT ENV4/1 1-15 Sefton Terrace, 1-2 Sefton Avenue, 1-11 Albion Terrace		Face lifting in this area will be dependent upon inclusion of the Piccadilly/Trafalgar area in the Elevate Housing Market Renewal programme. Depending upon funding availability, it is likely that the proposal will come forward in the medium term.	
PT ENV4/2 2-70 Queensberry Road, 89 Raglan Road and 42-44 Coal Clough Lane		Face lifting in this area will be dependent upon inclusion of the Piccadilly/Trafalgar area in the Elevate Housing Market Renewal programme. Depending upon funding availability, it is likely that the proposal will come forward in the medium term.	
PT ENV4/3 54-66 and 68-94 Coal Clough Lane	This proposal has been included in the Borough Council's face lifting		

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
	programme for 2007/08-2009/10.		
PT ENV4/4 Back Grant Street		Depending upon the availability of funding through the Council's alleygating programme, this proposal is likely to come forward in the medium term.	
PT ENV4/5 Rail Line Embankment	This proposal will be tackled in the short term through the ongoing Neighbourhood Management Programme led by Burnley Borough Council, in partnership with local residents and agencies such as Network Rail		
PT ENV5/1 Manchester Road, Burnham Gate, Trafalgar Street and Coal Clough Lane	The proposals for environmental improvements to gateways will form part of an ongoing programme throughout the lifetime of the Area Action Plan. Proposals will be subject to funding through developer contributions and will be timed to complement development activity in the area.		
PT CS1/1 Local Centre	Coal Clough Lane Local Centre will be protected and enhanced throughout the lifetime of the Area Action Plan, through the development control process.		
PT SIT3/1 Cycling Network		This proposal will be subject to delivery by Lancashire County Council, and should	

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
		be funded through the Elevate Housing Market Renewal programme and developer contributions.	
PT SIT4/1 Green Routes	The proposals for environmental improvements to provide green infrastructure will form part of an ongoing programme throughout the lifetime of the Area Action Plan. Proposals will be subject to funding through developer contributions and will be timed to complement development activity in the area.		
PT SIT5/1 Manchester Road Station		This proposal should be delivered through the Local Transport Plan in the medium term, in partnership with Lancashire County Council.	
PT SIT 5/2 Direct Rail Link to Manchester		This proposal should be delivered through the Local Transport Plan in the medium term, in partnership with Lancashire County Council, train operating company and West Yorkshire Passenger Transport Authority.	
PT SIT 5/3 Bus Services to Burnley town centre		This proposal should be delivered through the Local Transport Plan in the medium term, in partnership	

Proposal	Short Term (2006 - 2011)	Medium Term (2011 - 2016)	Longer Term (2016 - 2021)
		with Lancashire County Council.	
PT SIT 5/4 Pedestrian and Cycle access to town centre		This proposal should be delivered through the Local Transport Plan in the medium term, in partnership with Lancashire County Council.	

**4.3** This phasing is considered deliverable and should help provide residents, businesses and others with an interest in Piccadilly/Trafalgar 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.

**4.5** 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.

**4.6** 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.

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

**4.8** 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.

**4.9** The Piccadilly/Trafalgar area does not currently receive funding under the Elevate Housing Market Renewal programme. However, it is within the Intervention Area and the Borough Council will be actively promoting its inclusion in the programme in future phases.

**4.10** Although some 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 Elevate East Lancashire to identify the extent to which they may be able to assist in the regeneration of Piccadilly/Trafalgar. It is recognised that the Borough Council may need to use its compulsory purchase powers in order to bring sites forward.

## Monitoring

**4.11** 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.

**4.12** 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
<b>Population Housing and Neighbourhoods</b>		
<b>Population</b>		
Target 1: By 2021 the area's population will be stable or steadily rising and not lower than 2006 levels		AAP Indicator/AMR context
<b>Housing</b>		
Target 2: 147 houses will be completed on the sites allocated within the Piccadilly/Trafalgar Area Action Plan in the period 2006-2021	PT H1: New Housing Development	In housing completions monitoring/AMR

TARGET	AAP POLICY	SOURCE
Target 3: By 2021 the number of three bedroomed properties in the Piccadilly/Trafalgar AAP area will have risen from 1% in 2007 to 11%. The number of four or more bedroomed properties will have risen from 14% to 17%.	PT H2: Housing Mix	New AMR Local Indicator
Target 4: By 2021, the percentage of homes for social rent within the AAP area will have risen to 20% from the 2001 level of 14%	PT H3: Tenure Mix	In housing completions monitoring/AMR
Target 5: In all new development of 15 or more units, 10% of homes provided will be for (tenure blind) social rent.	PT H3: Tenure Mix	In housing completions monitoring/AMR
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/AMR context
Target 7: To increase the average SAP 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 KPI/AMR context
Target 8: To reduce the percentage of households in fuel poverty within the AAP area to the borough average of 7% by 2011 and to 3% by 2016 and 1% by 2021.		AMR context
Target 9: Average house prices in the AAP area to be 90% of the regional average by 2021.		AMR 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/AMR context
<b>Targeted Area Initiatives</b>		
Target 11: To reduce the reported incidences of crime and anti social behaviour within the TAI areas to borough average levels by 2021.	PT TAI1: Targeted Area Initiatives	MAPS/AMR context
Target 12: To reduce the percentage of vacant homes within the TAI areas to 10% by 2011, 5% by 2016 and by 3% by 2021.	PT TAI1: Targeted Area Initiatives	Housing/AMR context

TARGET	AAP POLICY	SOURCE
<b>Environment and Sustainable Development</b>		
Target 15: To produce a Conservation Area Statement for the Palatine Square Conservation Area by 2009.	PT ENV2: Palatine Square Conservation Area	AMR context
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	PT ENV1: Historic Environment	AMR 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	PT ENV 3: Sustainable Design and Construction	AMR RE1
Target 18: 100% of non-residential development to meet BREEAM 'Very Good' standard, increasing to 'Excellent' for any planning application approved after 2012.	PT ENV 3: 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.	PT ENV 3: Sustainable Design and Construction	AMR context
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.	PT ENV6: 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.	PT ENV6: Climate Change and the Natural Environment	Forest of Burnley/Greenspace and Amenities
<b>Community Services</b>		
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	PT CS2: Open Spaces	Monitoring of the Greenspace Strategy/AMR context
Target 25: All new housing development of 5 or more units will be within 400m of existing local shops and community facilities.	PT CS1: Coal Clough Lane Local Centre	AMR 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 Local Centre by 2011, 20% by 2016 and 30% by 2021.	PT CS1: Coal Clough Lane Local Centre	AMR context
<b>Sustainable and Inclusive Transport</b>		
Target 27: To improve and maintain 4.5km of safe 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.	PT SIT3: Cycling Network PT SIT4: Green Infrastructure	
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).	PT SIT 2: Public Transport Provision	

**4.13** 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 Piccadilly/Trafalgar, 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**

The following policies and proposals in the Local Plan will be superseded by the Piccadilly / Trafalgar Area Action Plan:

TM9/1 - Manchester Road Station

## 5 Part 4: Next Steps

### Consultation

**5.1** The Council will consult on the Preferred Option Piccadilly/Trafalgar Area Action Plan from 19th February to 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](http://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;
- six drop-in sessions (held jointly with neighbouring AAP area South West Burnley) where planning officers and volunteers from Planning Aid will be in attendance to answer questions and assist with representations. These are:
  - Stoops & Hargher Clough Community Centre, Venice Street 3rd March 10 am – 12.30 pm
  - Sure Start Centre, Tay Street 3rd March 1.30 pm – 4 pm
  - Wood Top Housing Scheme, Harcourt Street 4th March 10 am – 12.30 pm
  - Holy Trinity School Parish Rooms, Raglan Road 4th March 1.30 pm – 4 pm
  - Sure Start Centre, Tay Street 13th March 5 pm – 7.30 pm
  - Holy Trinity School Parish Rooms, Raglan Road 14th March 4 pm – 6 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 SA is to highlight the environmental and socio-economic impacts of policies and proposals in the Plan. The Preferred Options Sustainability Appraisal report is available as a separate document.

### Commenting on the Preferred Options Report

**5.3** Any representations received during consultation on the Preferred Option Area Action Plan 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.

**5.4** 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.

**5.5** The Submission Area Action Plan has to be submitted to the Secretary of State for consideration. This is expected to take place in late 2008.

**5.6** If there are outstanding objections to the Area Action Plan, these could be considered by an independent Planning Inspector at the 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 - RAGLAN ROAD / MONTAGU ROAD / ALBION STREET / ST MATTHEWS STREET

**1.1** Three options for this area were drawn up for consultation in January / February 2005:

**1.2** Option 1 suggested that activity should be concentrated around the central core of the "grid" area, and that houses on Grange Street, Pritchard Street and Herbert Street should be cleared for new housing development.

**1.3** Option 2 promoted slightly more extensive clearance in this area, with further blocks on Grange Street and Raglan Road included in the site identified for new housing. The 3 blocks on St Matthews Street were identified for refurbishment.

**1.4** Option 3 identified the majority of the grid, with the exception of Albion Street, for clearance for new housing development overlooking a new central park.

**1.5** A draft preferred option was drawn up and consulted on in July 2005. This option suggested a different approach, taking into consideration the comments and suggestions received during the consultation on the initial 3 options. The draft preferred option proposed selective housing clearance and remodelling from Raglan Road to Herbert Street, and housing improvements on St Matthews Street and Albion Street. It was this option that provided the broad concept for Option 1 for the purposes of the issues and options consultation that was started in July 2006.

**Option 1 - Remodelling - this suggested that the terraced blocks would be targeted for remodelling, including for example, limited clearance to create gardens, parking, semi private space, face lifting and Home Zones. The physical improvements would be complemented by intensive neighbourhood management work and social enterprise projects.**

#### **1. Sustainability Appraisal**

**1.6** The impacts of this option are generally positive, particularly in terms of economic impacts if social enterprises are developed successfully, resource efficiency and heritage / quality of the built environment issues. There was some uncertainty around the impacts on social problems, crime and community cohesion. The option would provide opportunities for increasing energy efficiency of existing housing and providing space for composting through the provision of gardens.

## **2. Fit with Strategic Planning Policies**

**1.7** By improving a neighbourhood in an area of low housing demand, Option 1 would support the creation of a more sustainable living environment as promoted in the Communities Plan. It would also be in line with:

**1.8** PPS 1 which advises that policies should seek to protect and enhance the quality and character of urban areas and that local planning authorities should enhance and protect the historic environment and townscape character.

**1.9** PPG 3 which indicates that conversions of existing housing can provide an important source of new housing and positive policies should be developed to identify and bring back into use empty houses.

**1.10** The Regional Spatial Strategy which suggests that a sequential approach should be taken to meeting development needs (Policy DP1), with preference being given to the effective use of existing buildings and infrastructure. Policy UR6 states that priority should be given to making the best use of existing dwellings. This option also supports the principles of protecting and enhancing the built heritage, and in particular that of Pennine mill towns in line with Policies ER3 and ER4.

**1.11** The Joint Lancashire Structure Plan which advises that measures to improve the existing housing stock will be targeted to the principal urban areas of Burnley (Policy 13).

**1.12** However, the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes because it was not one of the four priority areas for housing market renewal identified at the time of the development of the Local Plan.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.13** Option 1 would support Strategic Priority 2 of Burnley's Future, making the whole Borough clean, green and safe, through the provision of enhanced neighbourhood management to tackle social and environmental problems and tackling poor housing conditions and abandonment through physical improvements and selective demolition. One of the 10 year transformational projects identified is the Elevate initiative. Poor housing conditions, falling property prices, and property abandonment will be tackled through more green spaces, housing acquisitions and clearances, development opportunities, face lifting and street scene improvements. A three year pledge includes interventions to reduce empty homes, through enforcement action and bringing homes back into use.

**1.14** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand and
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.15** Option 1 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment.

**1.16** This option would also support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.17** This proposal would support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types. Housing quality must be improved and the range of available products must be expanded to retain households and attract new ones.
- Secure excellence in education and training to equip East Lancashire with better skills, increased labour market participation, enhanced productivity, employment potential, business acumen and entrepreneurial activity.
- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.18** Option 1 would contribute towards the improvement of the physical environment, and tackling social / environmental problems so supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.19** 7 respondents agreed with this option but 6 disagreed, expressing concerns that the same old problems would continue to occur and that new quality housing is needed in the area.

## **7. Value for Money and Deliverability**

**1.20** Under existing funding programmes, this option is unlikely to be deliverable. The majority of the properties would not meet the criteria for Elevate's face lifting policy, and the large number of properties built at such high density would probably mean that Option 1 would be uneconomic and would not offer good value for money. There are also concerns that physical improvements to properties do not address underlying weaknesses in the housing market, including the oversupply of two - bedroomed terraced properties in some areas.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.21** Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th century to house a growing population. Plan F identifies the area as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. Option 1 would have some impact on the heritage of the area, but would offer an opportunity to retain much of the fabric of the area for historical interest.

## **9. Summary of Option Appraisal**

**1.22** Option 1 would have a positive impact on several sustainability objectives, and would contribute to priorities set out in strategic planning policies, the community strategy and other plans and programmes to improve the condition of housing stock in regeneration areas. However, the proposals are unlikely to be deliverable due to the potentially high costs of remodelling when set against low market values, and the lack of public funding for remodelling, due to concerns about whether such activity really addresses housing market failure. The public consultation showed a mixed response to the proposals. Option 1 would retain an area of traditional terraced properties identified in Character Area 3 of the Heritage Appraisal.

### **Option 2 Demolition and redevelopment for new housing.**

**1.23** This Option reconsidered the proposals for clearance and redevelopment for new housing first proposed in Options 2 and 3 of the first rounds of consultation in January / February 2005.

## **1. Sustainability Appraisal**

**1.24** Option 2 could provide opportunities to improve some issues such as local image, crime and community safety, energy efficiency and environmental quality through the design of new housing. However, there is considerable uncertainty around a range of other issues including urban renaissance and affordability of new homes for existing local residents, health impacts and community cohesion. Clearance and redevelopment could have a strong negative impact in terms of resource use and management.

## **2. Fit with Strategic Planning Policies**

**1.25** This option would support the creation of a more sustainable living environment as promoted in the Communities Plan and be in line with:

**1.26** PPS 1 which advises, in paragraph 27, that local authorities should promote the efficient use of land through higher density, mixed use developments and the use of suitable located previously developed land and buildings.

**1.27** PPS 3 which encourages housing developments in suitable locations which offer a good range of community facilities with good access to jobs, key services and infrastructure.

**1.28** Policies DP1 and UR4 of the Regional Spatial Strategy which promote a sequential approach to meeting development needs indicate that at least 65% of new dwellings in Lancashire should be built on previously developed land. This is taken forward in the Joint Lancashire Structure Plan which indicates that measures to improve the existing housing stock should be targeted to the principal urban areas of Burnley (Policy 13).

**1.29** However, the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes as the area was not identified as one of the four priority areas for housing market renewal at the time of the development of the Local Plan.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.30** Option 2 would support Strategic Priority 2 of Burnley's Future, making the whole Borough clean, green and safe, through the clearance and comprehensive redevelopment of the area. New development would offer significant opportunities to tackle long standing environmental and social problems through the promotion of high quality design and more sustainable mix of house types and tenures. One of the 10 year transformational projects identified is that: "Elevate will drive housing market renewal in the Borough. Poor housing conditions, falling property prices, and property abandonment will be tackled through more green spaces, housing acquisitions and clearances, development opportunities, face lifting

and street scene improvements." Three year pledges include interventions to demolish over 500 homes to make way for new development and to reduce empty homes, through enforcement action and bringing homes back into use.

**1.31** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way
- Locating most housing development in Lancashire's principal urban areas
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand
- Designing and developing new housing that achieves high environmental and quality standards and
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.32** Option 2 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market. It could also assist with the priority to enable a range of affordable housing options to meet need.

**1.33** This option would support the second strategic objective in the Economic Development Strategy, Investing in People and Communities.

**1.34** It would also support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types. Housing quality must be improved and the range of available products must be expanded to retain households and attract new ones. Growing demand at both the affordable and higher ends of the market must be met.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.35** Option 2 would contribute towards the improvement of the physical environment, and tackle social / environmental problems so supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.36** 20 responses were received in relation to Option 2, 15 of which supported the proposal and only 3 disagreed. There were comments that the area would improve dramatically if the properties in this area were demolished, but concerns around the negative impact of such upheaval on elderly and vulnerable residents.

## **6. Value for Money and Deliverability**

**1.37** Piccadilly/Trafalgar does not currently receive funding through the Elevate housing market renewal programme but the Area Action Plan will form part of the case to attract funding into the area. However, this area has a high number of very densely developed properties, and although there are problems in the area, demolition and redevelopment would only provide a site on a limited scale for a very high cost. It may not therefore offer value for money and is unlikely to be deliverable.

## **7. Piccadilly/Trafalgar Heritage Appraisal**

**1.38** Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th century to house a growing population. Plan F identifies the area as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. This would suggest that Option 2 could have an adverse impact on the local heritage of the area.

## **8. Summary of Option Appraisal**

**1.39** This option would have a positive impact on some sustainability objectives, and would support strategic planning objectives and priorities in the community strategies and other plans and programmes, for housing market renewal through the clearance of properties and redevelopment. The proposals were widely supported in the consultation on issues and options, although they would have a major impact on the historic character of the area. However it is considered that the proposal would not offer value for money as it would require a high level of public subsidy to deliver a fairly limited, constrained site, and the Piccadilly/Trafalgar area does not currently receive funding through the housing market renewal programme.

### **Option 3 Little change - face lifting on Raglan Road, St Matthews Street and Albion Street**

**1.40** This option considered proposals for improving some properties around the perimeter of the area, similar to the proposals in Option 2 of the first round of consultation in January / February 2005, which identified improvements to properties along St Matthew's Street.

## **1. Sustainability Appraisal**

**1.41** The sustainability appraisal suggests that there may be limited positive impact across several sustainability issues, including image, urban renaissance, and the cultural and built environment. However, the limited scale of the proposed changes means that there is likely to be no impact across the majority of objectives and uncertain impact on objectives such as energy use, waste and recycling, crime reduction and community cohesion.

## **2. Fit with Strategic Planning Policies**

**1.42** By improving a neighbourhood in an area of low housing demand, Option 3 would support the creation of a more sustainable living environment as promoted in the Communities Plan. It would also be in line with:

**1.43** PPS 1 which advises that policies should seek to protect and enhance the quality and character of urban areas and that local planning authorities should enhance and protect the historic environment and townscape character.

**1.44** PPG 3 which indicates that conversions of existing housing can provide an important source of new housing and positive policies should be developed to identify and bring back into use empty houses.

**1.45** The Regional Spatial Strategy which suggests that a sequential approach should be taken to meeting development needs (Policy DP1), with preference being given to the effective use of existing buildings and infrastructure. Policy UR6 states that priority should be given to making the best use of existing dwellings. This option also supports the principles of protecting and enhancing the built heritage, and in particular that of Pennine mill towns in line with Policies ER3 and ER4.

**1.46** The Joint Lancashire Structure Plan indicates that measures to improve the existing housing stock will be targeted to the principal urban areas of Burnley (Policy 13).

**1.47** However, the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes as the area was not identified as one of the four priority areas for housing market renewal at the time of the development of the Local Plan.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.48** In terms of "Burnley's Future", Option 3 would contribute towards Strategic Priority 2, making the whole Borough clean, green and safe, through the improvement of some properties. One of the 10 year transformational projects identified is that Elevate will drive housing market renewal in the Borough. Three year pledges include interventions to reduce empty homes, through enforcement action and bringing homes back into use.

**1.49** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing and
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.50** Option 3 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment.

**1.51** This option would support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.52** It would also support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.53** Option 3 would contribute towards the improvement of the physical environment, supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

#### **6. Community and other Stakeholder Support**

**1.54** There were 10 responses to Option 3, with 9 responses objecting to the proposals, and general concern expressed that the area requires intervention on a more significant scale.

#### **6. Value for Money and Deliverability**

**1.55** The proposals for face lifting would only fit the criteria for the face lifting policy if Raglan Road, St Matthew's Street and Albion Street were considered to be through routes. Elevate funding would be required to undertake the face lifting and the Piccadilly/Trafalgar area does

not currently receive funding through the Elevate programme. Furthermore, it is unlikely that limited face lifting around the perimeters of the area would address the social and environmental problems prevalent in this part of the neighbourhood.

## **7. Piccadilly/Trafalgar Heritage Appraisal**

**1.56** Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th century to house a growing population. Plan F identifies the area as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. Option 3 should have a positive impact on the heritage of the area, as it would offer an opportunity to retain much of the fabric of the area for historical interest.

## **8. Summary of Option Appraisal**

**1.57** This option would have a limited impact on sustainability objectives, and would support strategic planning objectives and priorities in the community strategies and other plans and programmes, that indicate that the best use should be made of existing buildings. There was little support for this option through consultation on issues and options. Although it offers the opportunity to retain much of the historic fabric of the area, it is unlikely that limited face lifting around the perimeters of the area would address the social and environmental problems prevalent in this part of the neighbourhood.

### **Option 4 - No Changes.**

**1.58** Option 4 suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Options 1 to 3.

### **1. Sustainability Appraisal**

**1.59** The sustainability appraisal identified only neutral impacts on a number of issues such as growth potential, sustainable transport, community involvement and environmental quality and an uncertain impact on all other sustainability objectives.

### **2. Fit with Strategic Planning Policies**

**1.60** The proposal for no change would leave the area's regeneration to the private market. There could be a risk that the area would continue to decline, or that the wide ranging problems would remain at the current level, while surrounding areas benefit from investment and regeneration activity.

**1.61** Option 4 would not 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. PPS 1 advises, in paragraph 27, that local authorities should promote

urban regeneration and communities which are inclusive, healthy, safe and crime free and, in paragraph 32, local planning authorities should consider the needs and problems of communities and how they interact, and relate them to the use and development of land.

**1.62** Option 4 would not support Policy DP1 of the Regional Spatial Strategy which promotes a sequential test to development, with priority being given to the effective use of existing buildings and infrastructure, including the re-use or conversion of empty buildings particularly those which are accessible by public transport, walking and cycling. Policy UR6 advises that development plans should support initiatives, mechanisms and resources for improvements to public and private sector housing and identify and implement measures to reduce vacancy levels in the existing housing stock to 3%.

**1.63** The Joint Lancashire Structure Plan indicates that measures to improve the existing housing stock will be targeted to the principal urban areas of Burnley and clearance will be undertaken where retention is not economically viable due to stock condition or low demand or where it assists with the wider regeneration of the area (Policy 13).

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.64** Option 4 would be unlikely to contribute positively towards Strategic Priority 2 of Burnley's Future: Places - making the whole Borough clean, green and safe. Under 3 year delivery pledges, a number of initiatives are identified for improving neighbourhoods including demolishing unfit homes, new housing development and face lifting existing properties, bringing enforcement action to reduce the number of empty homes and introducing an effective system of private sector landlord licensing.

**1.65** Option 4 would not contribute positively towards the strategic ambitions in Ambition Lancashire.

### **4. Relationship with other Plans and Programmes**

**1.66** Option 4, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.67** It would not contribute positively towards the Vision for Piccadilly as it is unlikely that, without significant intervention, the area would become a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.68** 7 responses were received in relation to Option 4, all of which objected to the proposal. One comment suggested that this area was one of the biggest areas of concern and that something should be done about the poor state of the neighbourhood.

## **7. Value for Money and Deliverability**

**1.69** The option for no change would be deliverable in the short term as additional funding need not be sought for any interventions. However, there is a concern that a lack of positive interventions in an area demonstrating a range of problems, would not provide value for money over the longer term, as there is a risk that without measures to stabilise and reverse the decline, the problems in the area could worsen over time.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.70** Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th century to house a growing population. It is identified as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. Option 4 would have an uncertain impact on the heritage of the area, as it would offer an opportunity to retain much of the historic fabric of the area, but there is a possibility that without intervention, there could be a continued spiral of decline, further eroding the condition of the properties.

## **9. Summary of Option Appraisal**

**1.71** This option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received no support in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.

## **OTHER OPTIONS**

In addition to the Options identified at Issues and Options stage, several other Options were put forward for consideration.

**Option: Some houses to be remodelled for elderly / disabled occupants.**

**1. Sustainability Appraisal**

This option would have a positive impact on several sustainability objectives including urban renaissance, health, community cohesion and resource use and management. There would be uncertain / positive impacts on affordable and resource efficient housing and uncertain impacts on crime reduction and community involvement. There would be no likely impact on all remaining sustainability objectives.

**2. Fit with Strategic Planning Policies**

This option would support the creation of a more sustainable living environment as promoted in the Communities Plan. It would also accord with PPS 1 which advises that plan policies should take into account the needs of all sections of the community and that policies should seek to protect and enhance the quality and character of urban areas. There is further support for this option in PPG 3 which states that planning should deliver a mix of housing, both market and affordable, particularly in terms of tenure and price and advises that planning authorities should plan for a mix of housing for different types of households and have regard to the accommodation requirements of specific groups, in particular, families with children, older and disabled people. It is also suggested that conversions of existing housing can provide an important source of new housing and positive policies should be developed to identify and bring into use empty houses.

It would be in line with the RSS which suggests that a sequential approach should be taken to meeting development needs (Policy DP1), with the initial consideration given to the effective use of existing buildings and infrastructure and Policy UR6 suggests that priority should be given to making the best use of existing dwellings. This option also supports the principles of protecting and enhancing built heritage, and in particular that of Pennine mill towns in line with Policies ER3 and ER4. Development plans should support initiatives, mechanisms and resources for improvements to public and private sector housing and reflect local circumstances and priorities as well as the availability of resources. Policy UR9 suggests that plans should address the need for affordable housing and make provision for a range of dwelling types, sizes and tenure to meet the assessed need of all sections of the community and indicate the number and type of affordable homes.

The Joint Lancashire Structure Plan advises that measures to improve the existing housing stock will be targeted to the principal urban areas of Burnley (Policy 13).

Policy H4 in the Local Plan indicates that in new housing developments of at least 0.4 ha., or 10 units, the Council will create balanced communities by providing a mix of housing types, sizes and tenures.

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

This option would contribute towards the three year delivery pledge to enable new homes to be provided in inner Burnley with a range of private and social rented provision which is identified under Strategic Priority 2: making the whole Borough clean, green and safe.

It would support two Ambition Lancashire strategic objectives: Caring and healthy Lancashire, by providing opportunities for Lancashire people to live healthy lives; and Living in Lancashire, by helping to meet Lancashire's needs for affordable, specialist and supported housing.

### **4. Relationship with other Plans and Programmes**

This option would assist with meeting Burnley Council's priorities as set out in the Housing Strategy:

Priority 2 - Enabling a range of affordable housing options to meet need and

Priority 3 - Promoting independence and support for vulnerable people.

It would also support the strategic objective of the Elevate Transformational Agenda to accommodate people in attractive neighbourhoods and sustainable housing types. Growing demand at both the affordable and higher ends of the market must be met.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

This option would contribute towards making the neighbourhood a sought after residential location with a buoyant housing market.

### **6. Community and other Stakeholder Support**

This option was put forward by 1 respondent.

### **7. Value for money and deliverability**

The properties in this area are largely 2 up / 2 down terraced properties built to a very high density within a grid iron layout and with little external space. Any form of remodelling would be very costly, and the Elevate Housing Market Renewal programme currently only funds physical enhancements to properties under the face lifting policy. It is therefore considered that this option would not provide value for money at the current time and that special needs housing would be more effectively provided as part of developer contributions in new build schemes, in line with policies in the Local Plan.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th Century. Plan F identifies the area as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. Option 1 would have some impact on the heritage of the area, but would offer an opportunity to retain much of the fabric of the area.

## **9. Summary of Option Appraisal**

This option would have a positive impact on several sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which promote the provision of special needs housing. However, the proposal may not offer good value for money, and housing for the elderly may be provided more cost effectively through developer contributions as part of new build schemes.

**Option: Needs some open space, gardens, play area etc**

### **1. Sustainability Appraisal**

This option would have positive impacts on urban renaissance, and a positive / negative / uncertain impact on community involvement. There would be uncertain impacts on objectives such as image, health, crime reduction, community cohesion, access to goods services and amenities, cultural and built environment, natural environment, environmental quality, climate change, and waste and recycling. There would be no likely impact on all other sustainability objectives.

### **2. Fit with Strategic Planning Policies**

This option would be in line with PPS 1 which advises that the effects of declining environmental quality should be mitigated through positive policies on issues such as design, conservation, and the provision of public space and PPS 17 which indicates that, where family housing is proposed, it will be important that the needs of children are taken into account and that there is good provision of recreation areas, including private gardens, play areas and informal play space.

Policy UR10 of the Regional Spatial Strategy suggests that development plan policies should create and enhance urban green space network and Local Plan Policy H7 requires open space provision in new housing development.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

This option would contribute towards Strategic Priority 2: making the whole Borough clean, green and safe through the provision of open space and gardens.

It would also support the ambition for a Greener Lancashire in Ambition Lancashire and would contribute towards proposals to ensure that everyone has access to green open spaces in their local area.

#### **4. Relationship to other Plans and Programmes**

This proposal would support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types.
- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

However, the Green Spaces Strategy recommends, in Recommendation AGS 1, that emphasis should be placed on improving the quality of existing provision rather than providing more amenity green space, and a range of green spaces are already provided within Piccadilly/Trafalgar, within easy access of this area. These include Scott Park, a teen zone, ball court and two children's play areas.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

This option would contribute towards making the neighbourhood a sought after residential location with a buoyant housing market.

#### **6. Community and other Stakeholder Support**

This option was proposed by one respondent.

#### **7. Value for money and deliverability**

The provision of additional areas of open space and gardens etc would require additional capital and revenue funding, when the Council's policies for green spaces provision promote the improvement in quality of existing provision rather than the creation of new spaces. It is considered that this option would not provide good value for money and is unlikely to be deliverable, as in order to create more space, there would need to be housing clearance within the area.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

Area 1 is included in Character Area 3 of the Heritage Appraisal and is identified as an area of terraced properties built in the second half of the 19th Century. Plan F identifies the area as an Area of Local Heritage Value as it presents an almost intact example of traditional terraced mill housing on a grid layout. This option would have some impact on the heritage of the area, but would offer an opportunity to retain much of its historic fabric.

## **9. Summary of Option Appraisal**

This option would have a mixed impact on the sustainability objectives, and whilst strategic policies and community strategies support the provision of green space, the Borough Council's Green Spaces Strategy recommends an approach which concentrates investment in existing green spaces rather than the provision of new spaces. The option would probably not be deliverable as it would require some degree of housing clearance to open the area up, and this would be very costly and would not provide value for money, in an area generally well served by existing green spaces.

### **AREA 1 PREFERRED OPTION DEVELOPMENT**

**1.72** The Options Appraisal suggests that although demolition and redevelopment would be supported by strategic planning policies, as well as the community strategies and Vision for the area as it would contribute to housing market renewal, the costs would be significant, and there would be a potentially negative impact on local heritage. The results of the consultation process on the Issues and Options suggest that there was a fairly even divide in opinion about proposals for remodelling, overall support for demolition and redevelopment, and no support for little or no change in the area, reflecting the perceived need for some type of intervention.

**1.73** Demolition and redevelopment of the area would be a dramatic and extreme form of intervention, and would not be sympathetic to the historic significance of the area as identified in the Heritage Appraisal. In addition, clearance and redevelopment, and also remodelling, including the provision of housing for disabled / elderly residents and the provision of open space, would have significant cost implications due to the relatively high density of the existing housing and the lack of undeveloped land in the area for new development.

**1.74** The Preferred Option therefore seeks to tackle the underlying social problems in the area by providing targeted and effective neighbourhood management alongside improvements to the housing stock, working in partnership with a Registered Social Landlord (RSL).

## Options Evaluation - Area 2

### AREA 2 - PICCADILLY ROAD / EVERY STREET / ALBION STREET / RAILWAY EMBANKMENT

**1.75** Three options for this area were drawn up for consultation in January / February 2005:

**1.76** Option 1 suggested that environmental improvements should be undertaken on Jessie's Park and properties around the space remodelled to "face" the green space and provide over looking. Some properties on Starkie Street, Piccadilly Road and Albion Street were identified for refurbishment and alley gating would be undertaken at the rear of blocks on Austin Street, Willis Street and Baker Street. A new residents' car park would be provided on land adjacent to Piccadilly Gardens.

**1.77** Option 2 promoted some limited clearance in this area, with blocks on Piccadilly Road, Austin Street and Raglan Road identified to extend the open space at Jessie's Park and provide a fenced ball park. There would be more extensive refurbishment of properties on Piccadilly Road, Ellis Street, Sefton Terrace, Baker Street and Albion Street. Jessie's Park was identified for community gardens and composting.

**1.78** Option 3 identified the majority of the area, with the exception of Sefton Terrace, blocks on Piccadilly Road, Ellis Street and Starkie Street and Albion Street, for clearance for new housing development and a day nursery and community centre. Sefton Terrace and a block on Albion Street were proposed for refurbishment.

**1.79** A draft preferred option was drawn up and consulted on in July 2005. This option proposed widespread clearance for new housing development with some housing improvements for blocks on Sefton Terrace, Albion Street and a block on Piccadilly Road which included a post office. It was this option that was taken forward to provide Option 1 for the purposes of the issues and options consultation that was started in July 2006.

**Option 1 - Demolition and Redevelopment - significant, large scale housing clearance to provide a substantial and high quality site for new housing development, as proposed in the draft Preferred Option and consulted upon in July 2005.**

#### **1. Sustainability Appraisal**

**1.80** The sustainability appraisal identifies positive impacts on several sustainability objectives including environmental quality, climate change and energy use. Option 1 would also have positive / uncertain impacts on a number of objectives including image, urban renaissance, affordable and resource efficient housing, and community involvement. There should be neutral impacts on objectives such as economic disparity, growth potential economic inclusion and a healthy labour market.

## **2. Fit with Strategic Planning Policies**

**1.81** Option 1 would 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. It would also be in line with PPS 1 which advises that local authorities should promote the efficient use of land through higher density, mixed use developments and the use of suitable located previously developed land and buildings and PPS 3 which encourages housing developments in suitable locations which offer a good range of community facilities with good access to jobs, key services and infrastructure.

**1.82** Option 1 supports Policy DP1 of the Regional Spatial Strategy which promotes a sequential approach to meeting development needs as it includes the use of previously developed land, accessible by public transport, walking and cycling. Policy UR4 advises that at least 65% of new dwellings in Lancashire should be built on previously developed land.

**1.83** The Joint Lancashire Structure Plan indicates that measures to improve the existing housing stock will be targeted to the principal urban areas of Burnley (Policy 13). This policy also advises that clearance will be undertaken where retention is not economically viable due to stock condition or low demand where it assists with the wider regeneration of an area.

**1.84** However, the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes as the area was not identified as one of the four priority areas for housing market renewal at the time of the development of the Local Plan.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.85** In terms of "Burnley's Future", Option 1 would support Strategic Priority 2, making the whole Borough clean, green and safe, through the clearance and comprehensive redevelopment of the area. New development would offer significant opportunities to tackle long standing environmental and social problems by promoting high quality design and a more sustainable mix of house types and tenures. One of the 10 year transformational projects identified in Burnley's Future is that poor housing conditions, falling property prices, and property abandonment will be tackled through more green spaces, housing acquisitions and clearances, development opportunities, face lifting and street scene improvements. Three year pledges include interventions to demolish over 500 homes to make way for new development and to reduce empty homes, through enforcement action and bringing homes back into use.

**1.86** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way

- Locating most housing development in Lancashire's principal urban areas
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand
- Designing and developing new housing that achieves high environmental and quality standards and
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.87** Option 1 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment. It could also assist with Priority 2, to enable a range of affordable housing options to meet need.

**1.88** This option would support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.89** Option 1 would support recommendation AGS 1 in the Green Spaces Strategy which states that there is a need to improve the quality of existing provision rather than providing more amenity green space in most areas and AGS 2, whereby if provision is required in new housing developments, the focus for amenity green space should be on larger functional sites rather than distributed amongst many smaller sites.

**1.90** This proposal would also support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types. Housing quality must be improved and the range of available products must be expanded to retain households and attract new ones. Growing demand at both the affordable and higher ends of the market must be met.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.91** Option 1 would contribute towards the improvement of the physical environment, and tackling social / environmental problems, so supporting the aim of turning the area into a sought after residential location with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.92** 14 responses on Option 1 were received as part of the consultation at Issues and Options stage. 10 respondents were in agreement with the proposals, 2 disagreed and there were 2 general comments. Comments received included a desire for houses with gardens and garages, concerns that the properties would be for out of town commuters rather than existing residents and that local residents affected by Compulsory Purchase Orders should be offered a first option on new houses, and a concern that the proposal would decimate the whole area.

## **7. Value for Money and Deliverability**

**1.93** This option would deliver a quality site for new housing which could link into new housing development on the other side of Burnham Gate and proposals for new housing in the neighbouring AAP area of SW Burnley. The proposal includes several previously cleared sites and therefore offers reasonable value for money. However, the Piccadilly/Trafalgar area does not currently receive funding through the Elevate housing market renewal programme and the case would need to be made to attract funding into this area, although Austin Street has already been identified for clearance in 2008 / 09 in the Council's own housing capital programme. In addition, there is no lead developer partner in Piccadilly/Trafalgar, and a different approach to development may have to be taken, for example, through marketing the site on the private market and possibly a design competition. Properties on Albion Street may not meet the criteria for the face lifting policy, although those on Piccadilly Road, Sefton Terrace and Albion Terrace are probably on through routes and are highly visible from other parts of Burnley.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.94** Area 2 forms part of Character Areas 2 and 3. The Heritage Appraisal identifies properties on Sefton Terrace, Albion Terrace and Albion Street, the frontages of Ellis Street and the day nursery on Piccadilly Road as Buildings / Areas of Local Heritage Value. Option 1 proposes retaining and face lifting the properties on Sefton Terrace, Albion Street and Albion Terrace, but includes those on Ellis Street for redevelopment. The day nursery is identified as a community facility. The Heritage Appraisal also identifies Piccadilly Square as unsympathetic change within the area and this Option proposes the clearance and redevelopment of these properties.

## **9. Summary of Option Appraisal**

**1.95** Option 1 would have a positive impact on several sustainability objectives and would support strategic priorities for housing market renewal that are set out in planning policies, the community strategies, other plans and programmes and the Vision for the area. There was some support for the proposals in the Issues and Options consultation, and the site

would offer reasonable value for money if the funding for the clearance could be secured from the Housing Market Renewal programme. However, the proposals would impact on the historic character of the area.

**Option 2 - Limited Demolition and New Housing - housing clearance limited to areas of greatest problems around Austin Street, Willis Street, Piccadilly Road to provide a new development site**

**1.96** With the exception of properties around Baker Street / Albion Street / Albion Terrace which were included in proposals for clearance in the earlier draft plan, this option is broadly similar to Option 3 of the first Area Action Plan which was considered during the first rounds of consultation in January / February 2005.

**1. Sustainability Appraisal**

**1.97** The Sustainability Appraisal suggests that there would be positive impacts from Option 2 on objectives such as environmental quality, climate change, and energy use and production, and uncertain / positive impacts on objectives such as image, affordable and resource efficient housing, and crime reduction. There would be neutral impacts on urban renaissance, economic inclusion, a healthy labour market, sustainable transport and health, and negative impacts on access to goods, services and amenities and resource use and management.

**2. Fit with Strategic Planning Policies**

**1.98** Option 2 would support the creation of a more sustainable living environment as promoted in the Communities Plan and be in line with PPS 1 which advises that local authorities should promote the efficient use of land through higher density, mixed use developments and the use of suitable located previously developed land and buildings and PPS 3 which encourages housing developments in suitable locations offering a good range of community facilities with good access to jobs, key services and infrastructure.

**1.99** Option 2 supports Policy DP1 of the Regional Spatial Strategy which promotes a sequential approach to meeting development needs and Policy UR4 which advises that at least 65% of new dwellings in Lancashire should be built on previously developed land.

**1.100** The Joint Lancashire Structure Plan indicates that measures to improve the existing housing stock should be targeted to the principal urban areas of Burnley (Policy 13). This policy also advises that clearance will be undertaken where retention is not economically viable due to stock condition or low demand where it assists with the wider regeneration of an area. However, the relatively low level of clearance proposed in Option 2 raises questions about whether the degree of intervention would be sufficient to tackle the problems effectively.

**1.101** The Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.102** Option 2 would support Strategic Priority 2 of Burnley's Future, making the whole Borough clean, green and safe through the clearance and comprehensive redevelopment of the area. However, the limited scale of the proposed new development would offer only limited opportunities to tackle long standing environmental and social problems through the promotion of high quality design and a more sustainable mix of house types and tenures.

**1.103** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way
- Locating most housing development in Lancashire's principal urban areas
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand and
- Designing and developing new housing that achieves high environmental and quality standards
- Raising the standard of public realm in residential neighbourhoods.

### **4. Relationship with other Plans and Programmes**

**1.104** Option 2 should contribute towards the Housing Strategy's priorities to regenerate neighbourhoods and revitalise the housing market and to enable a range of affordable housing options to meet need.

**1.105** This option would support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.106** It would also support the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.107** Option 2 would make a limited contribution towards the improvement of the physical environment, and tackling social / environmental problems, so supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.108** There were 12 responses to the proposals in Option 2, with 3 in agreement, 7 disagreeing and 2 general comments. There was concern about money being spent on old houses rather than new ones and that the proposals did not address problems of major disrepair, the number of vacancies, and that there would be a loss of open space. There was also a suggestion that grants should be made available for any major repairs.

## **7. Value for Money and Deliverability**

**1.109** This option would provide a very limited site for redevelopment and there may be concerns about the deliverability of a site on this scale, within a wider local context of poor condition properties and poor environmental quality. However, the costs of property acquisition would be substantially lower than in Option 1. There would still be a need to attract funding through the Housing Market Renewal programme although Austin Street has already been identified for clearance in 2008 / 09 in the Council's own housing capital programme.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.110** Area 2 forms part of Character Areas 2 and 3. The Heritage Appraisal identifies properties on Sefton Terrace, Albion Terrace and Albion Street, the frontages of Ellis Street and the day nursery on Piccadilly Road as Buildings / Areas of Local Heritage Value. Option 2 proposes retaining all of these properties.

## **9. Summary of Option Appraisal**

**1.111** Option 2 would have a positive impact on several sustainability objectives and would support strategic priorities for housing market renewal as set out in planning policies, the community strategies, other plans and programmes and the Vision for the area. There were more objections than support for the proposals in the Issues and Options consultation, but the site may not be of a large enough scale to attract developer interest even if the funding for the clearance could be secured from the Housing Market Renewal programme. The proposals would impact on the historic character of the area.

### **Option 3 - No changes**

**1.112** Option 3 suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Options 1 and 2.

## **1. Sustainability Appraisal**

**1.113** Option 3 is likely to have neutral impact on a number of objectives including tackling economic inclusion, community involvement, a healthy labour market, and waste and recycling. This Option will have uncertain impacts on the majority of the remaining sustainability objectives and no identified positive impacts on any of the objectives.

## **2. Fit with Strategic Planning Policies**

**1.114** The proposal for no change would leave the area's regeneration to the private market. There could be a risk that the area would continue to decline, or that the wide ranging problems would remain at the current level, while surrounding areas benefited from investment and regeneration activity.

**1.115** Option 3 would not support the creation of a more sustainable living environment as promoted in the Communities Plan or the advice in PPS 1 that local authorities should promote urban regeneration and communities which are inclusive, healthy, safe and crime free.

**1.116** Option 3 would not support Policy DP1 of the Regional Spatial Strategy which promotes a sequential test to development, with priority being given to the effective use of existing buildings and infrastructure, including the re-use or conversion of empty buildings, particularly those which are accessible by public transport, walking and cycling. Furthermore, it would not be in line with Policy UR6 which advises that development plans should support initiatives, mechanisms and resources for improvements to public and private sector housing and identify and implement measures to reduce vacancy levels in the existing housing stock to 3%.

**1.117** It should be noted, however, that the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.118** Option 3 would be unlikely to contribute positively towards the strategic Priorities set out in Burnley's Future or the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.119** Option 3, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.120** Option 3 would not contribute positively towards the Vision for Piccadilly as it is unlikely that, without significant intervention, the area would become a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.121** There were 6 responses to Option 3, with only 1 response supporting the proposals and 5 responses objecting. One comment suggested that this was one of the biggest areas of concern and that something should be done about the poor state of the area.

## **7. Value for Money and Deliverability**

**1.122** The option for no change would be deliverable in the short term as additional funding need not be sought for any interventions. However, there is a concern that a lack of positive interventions in an area demonstrating a range of problems, would not provide value for money over the longer term, as there is a risk that without measures to stabilise and reverse the decline, the problems in the area could worsen over time.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.123** Area 2 forms part of Character Areas 2 and 3. The Heritage Appraisal identifies properties on Sefton Terrace, Albion Terrace and Albion Street, the frontages of Ellis Street and the day nursery on Piccadilly Road as Buildings / Areas of Local Heritage Value. Option 3 proposes retaining all of these properties.

## **9. Summary of Option Appraisal**

**1.124** This option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received objections in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.

## OTHER OPTIONS

**1.125** In addition to the Options identified at Issues and Options stage, another Option was put forward for consideration:

### **Option: Total Remodel of the Area**

#### **1. Sustainability Appraisal**

**1.126** This option would have a very positive impact on cultural and built environment and a positive impact on image, urban renaissance, affordable and resource efficient housing, community involvement and resource use and management. There would be uncertain impacts on health, crime reduction, community cohesion, climate change, and energy use and production and a negative impact on environmental quality. There would be no likely impact on all other sustainability objectives.

#### **2. Fit with Strategic Planning Policies**

**1.127** This option would support the creation of a more sustainable living environment as promoted in the Communities Plan and be in line with PPS 1 which advises that policies should seek to protect and enhance the quality and character of urban areas and that local planning authorities should enhance and protect the historic and environment and townscape character. It would also find support in PPG 3 which states that conversions of existing housing can provide an important source of new housing and positive policies should be developed to identify and bring into use empty houses.

**1.128** It would accord with the Regional Spatial Strategy which suggests that a sequential approach should be taken to meeting development needs (Policy DP1) and that priority should be given to making the best use of existing dwellings (Policy UR6). This option also supports the principles of protecting and enhancing built heritage, and in particular that of Pennine mill towns in line with Policies ER3 and ER4.

**1.129** The Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus area for comprehensive area based action and regeneration programmes.

#### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.130** This option would support Strategic Priority 2, making the whole Borough clean, green and safe by tackling poor housing conditions and abandonment through physical improvements and selective demolition. It would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way

- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand and
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.131** This Option should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment.

**1.132** It would also support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.133** This proposal would help achieve the strategic objectives of the Elevate Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types.
- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.134** This option would contribute towards the improvement of the physical environment, and tackling social / environmental problems so supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

#### **6. Community and other Stakeholder Support**

**1.135** This option was proposed by one respondent.

#### **7. Value for Money and Deliverability**

Under existing funding programmes, this option is unlikely to be deliverable. The majority of the properties would not meet the criteria for Elevate's face lifting policy, and the large number of properties built at such high density would probably mean that it would be

uneconomic and would not offer good value for money. There are also concerns that physical improvements to properties do not address underlying weaknesses in the housing market, including the oversupply of terraced properties in some areas.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.136** The Heritage Appraisal identifies properties on Sefton Terrace, Albion Terrace and Albion Street, the frontages of Ellis Street and the day nursery on Piccadilly Road as Buildings / Areas of local heritage value. This option may impact adversely on these properties, depending on the design. The Heritage Appraisal also identifies Piccadilly Square as unsympathetic change within the area and this option provides an opportunity for tackling the poor design of these properties.

## **9. Summary of Option Appraisal**

**1.137** This Option would have a positive impact on several sustainability objectives and would support strategic planning policies, community strategies and other plans and programmes. The proposals would be sympathetic to the historic character of the area of terraced mill housing, but are unlikely to be deliverable or to offer good value for money.

## **AREA 2 PREFERRED OPTION DEVELOPMENT**

**1.138** The Options Appraisal suggests that demolition and redevelopment would support strategic objectives and policies to promote housing market renewal although there would be a mixed impact on sustainability objectives. The results of the consultation process on the Issues and Options indicates that there was overall support for demolition and redevelopment and the face lifting of properties along Sefton Terrace and Albion Terrace, little support for more limited demolition and redevelopment, and very little support for the proposal for no change. The option to remodel the area is unlikely to be deliverable although it would support strategic planning objectives and other plans and programmes which promote sustainable communities and the re-use of existing buildings.

**1.139** The area already includes several cleared sites and would provide an attractive site for new housing development, linking into the South West Burnley Area Action Plan area and building on the success of the recent development at Trafalgar. New development would also provide an opportunity for the re-provision of the children's play area at Jessie's Park, and should take account of the need for more facilities for young people in the area. The new park should be designed as an integrated element of a new housing estate.

**1.140** The Preferred Option therefore seeks to tackle the problems of vacancy and poor environment in the area through redevelopment to provide a wider choice of housing types.

## Options Evaluation - Area 3

### AREA 3 - COAL CLOUGH LANE / RAGLAN ROAD / HOLY TRINITY PRIMARY SCHOOL / WELDON STREET

**1.141** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan.

**1.142** Option 1 proposed pedestrian enhancement along Coal Clough Lane and limited refurbishment of a few houses on Queensberry Road and St Matthew's Street. The Raglan Road former garage site and properties on Raglan Road were proposed for new business development, the land to the rear for open space, and the rear of properties on Queensberry Road were identified for treatment.

**1.143** Option 2 proposed more extensive housing refurbishment targeted to properties on Queensberry Road and Coal Clough Lane. Properties on Raglan Road were identified for clearance to provide additional parking for the school and land to the rear of the parking was identified for new green spaces linked to the school playing field.

**1.144** Option 3 suggested no changes.

**1.145** The Draft Preferred Option which went out to consultation in July 2005 proposed pedestrian enhancements along Coal Clough Lane, and housing improvements to properties on Coal Clough Lane and Queensberry Road. The former garage site off Raglan Road and group of terraced properties on Raglan Road were proposed for clearance for new housing development.

**Option 1 - New Housing and Face Lifting on Key Routes - the vacant garage site and site to the rear off Raglan Road is identified for new housing development and properties along Queensberry Road and Coal Clough Lane will be face lifted.**

**1.146** Option 1 was proposed as the Draft Preferred Option in the first version of the Piccadilly/Trafalgar AAP which was subject to public consultation in July 2005. This Option was drawn from the first Option 2, with the change that land to the rear of Raglan Road / Queensberry Road was proposed for housing in the Draft Preferred Option rather than open space and car parking for the school.

#### **1. Sustainability Appraisal**

**1.147** The Sustainability Appraisal considers that there would be no likely impact on objectives such as economic disparities, growth potential, economic inclusion, healthy labour market, sustainable transport, environmental quality, climate change and waste and recycling. There would be uncertain impacts on most of the remaining sustainability objectives including health, affordable and resource efficient housing, crime reduction, community cohesion and

resource use and management. Option 1 would have a possible positive impact on image as there could be improvements to properties although this could be offset if conditions in the remaining properties declined. There may also be a possible positive impact on the cultural and built environment, as there would be limited enhancement of the townscape although this could again be offset if other properties in the area declined. Only one positive impact is identified - community involvement, as the authority would need to consult with residents on proposals which impact directly on individuals' own properties.

## **2. Fit with Strategic Planning Policies**

**1.148** Option 1 would support the creation of a more sustainable living environment as promoted in the Communities Plan and PPS 1 which advises that local authorities should promote the efficient use of land through higher density, mixed use developments and the use of suitable located previously developed land and buildings. It would also be in line with PPS 3 which encourages housing developments in suitable locations offering a good range of community facilities with good access to jobs, key services and infrastructure.

**1.149** Option 1 supports Policy DP1 of the Regional Spatial Strategy which promotes a sequential approach to meeting development needs and Policy UR4 which advises that at least 65% of new dwellings in Lancashire should be built on previously developed land.

**1.150** The Joint Lancashire Structure Plan indicates that measures to improve the existing housing stock should be targeted to the principal urban areas of Burnley (Policy 13). This policy also advises that clearance may be undertaken where retention is not economically viable due to stock condition or low demand where it assists with the wider regeneration of an area. However, the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus for comprehensive area based action and regeneration programmes as the area was not identified as one of the four priority areas for housing market renewal at the time of the development of the Local Plan.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.151** Option 1 would contribute towards Strategic Priority 2 of Burnley's Future, making the whole Borough clean, green and safe through the improvement of some properties. One of the 10 year transformational projects identified is the Elevate programme. Poor housing conditions, falling property prices, and property abandonment will be tackled through more green spaces, housing acquisitions and clearances, development opportunities, face lifting and street scene improvements. Three year pledges include interventions to demolish over 500 homes to make way for new development and to reduce empty homes, through enforcement action and bringing homes back into use.

**1.152** This option would also support Ambition Lancashire's ambitions for Living in Lancashire through:

- Investing in neighbourhoods and replacing obsolete housing in a sustainable way
- Locating most housing development in Lancashire's principal urban areas
- Providing lasting solutions for communities in East Lancashire blighted by the housing market failure and reducing problems of obsolete, unfit and unpopular housing
- Developing a targeted programme of strategic activity to prevent market failure in other areas at risk from low demand and
- Designing and developing new housing that achieves high environmental and quality standards
- Raising the standard of public realm in residential neighbourhoods.

#### **4. Relationship with other Plans and Programmes**

**1.153** Option 1 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment. It could also assist in meeting Priority 2 which is to enable a range of affordable housing options to meet need.

**1.154** This option would support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.155** This proposal would also help achieve the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types. Housing quality must be improved and the range of available products must be expanded to retain households and attract new ones. Growing demand at both the affordable and higher ends of the market must be met.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.156** Option 1 would make a limited contribution towards the improvement of the physical environment, and tackling social / environmental problems, so supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.157** There were 12 responses received in relation to Option 1, 9 of which agreed with the proposals, and none disagreed. There were 3 general comments and these included suggestions that there was a need to clear abandoned housing in the area, new private housing would lift the area and that there are too many houses in the area and trouble spots need thinning out.

## **7. Value for Money and Deliverability**

**1.158** This option would provide a limited site for new housing, part of which already has planning consent for 12 units. The remainder of the site is in private ownership and is in a derelict condition. Properties along Coal Clough Lane have been brought into the Council's face lifting programme from 2007/08 - 2010/11, but a case would need to be made to include properties along Queensberry Road, as it is likely that only those backing on to the proposed development site would meet the criteria for the existing face lifting policy.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.159** Area 3 forms part of Character Areas 3 and 4. The Heritage Appraisal identifies that there are stone setts / cobbles on Queensberry Road, Coal Clough Lane, St Matthew's Street and Raglan Road. An opportunity for heritage enhancement is identified along Coal Clough Lane, and part of the site identified in Option 1 for new housing is shown as open space.

## **9. Summary of Option Appraisal**

**1.160** This option would have a mixed impact on the sustainability objectives but would support strategic planning policies and objectives in the community strategies and other plans and programmes, as well as the Vision for the area. There was support for the proposals in the community consultation process and the proposed new development should be deliverable, although there is a need to attract Elevate Housing Market Renewal funding into the area and some of the face lifting on Queensberry Road may not meet the policy criteria.

### **Option 2 - No changes**

**1.161** Option 2 suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

#### **1. Sustainability Appraisal**

**1.162** The Sustainability Appraisal considers that there would be no likely impact on objectives including economic disparities, growth potential, rural renaissance, economic inclusion, healthy labour market, sustainable transport, community involvement, natural environment, and waste and recycling. There is likely to be an uncertain impact on other

sustainability objectives such as image, urban renaissance, health, affordable and resource efficient housing, crime reduction, community cohesion, access to goods and services, cultural and built environment, environmental quality, resource use and management and energy use and production.

## **2. Fit with Strategic Planning Policies**

**1.163** The proposal for no change would leave the area's regeneration to the private market. There could be a risk that the area would continue to decline, or that the wide ranging problems would remain at the current level, while surrounding areas benefited from investment and regeneration activity.

**1.164** Option 2 would not 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 and it would not be in line with PPS 1 which advises that local authorities should promote urban regeneration and communities which are inclusive, healthy, safe and crime free and that local planning authorities should consider the needs and problems of communities and how they interact, and relate them to the use and development of land.

**1.165** Option 2 would not support Policy UR6 of the Regional Spatial Strategy which advises that development plans should support initiatives, mechanisms and resources for improvements to public and private sector housing and identify and implement measures to reduce vacancy levels in the existing housing stock to 3%.

**1.166** It should be noted, however, that the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus for comprehensive area based action and regeneration programmes.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.167** Option 2 would be unlikely to contribute positively towards strategic priorities set out in Burnley's Future or towards the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.168** This option would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.169** Option 2 would not contribute positively towards the Vision for Piccadilly/Trafalgar as it is unlikely that, without significant intervention, the area would become a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.170** There were only 2 responses to this Option and both disagreed with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.171** The option for no change would be deliverable in the short term as additional funding need not be sought for any interventions. However, there is a concern that a lack of positive intervention in an area demonstrating a range of problems, would not provide value for money over the longer term, as there is a risk that without measures to stabilise and reverse the decline, the problems in the area could worsen over time.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.172** Area 3 forms part of Character Areas 3 and 4. The Heritage Appraisal identifies that there are stone setts / cobbles on Queensberry Road, Coal Clough Lane, St Matthew's Street and Raglan Road and an opportunity for heritage enhancement is identified along Coal Clough Lane. The option for no change suggests that there would be no significant impact on these from any major changes, but there would be a possibility of gradual deterioration in the local quality of the environment if the neighbourhood continues to decline.

## **9. Summary of Option Appraisal**

**1.173** This option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received objections in the Issues and Options consultation and is unlikely to deliver value for money over the longer term, as without intervention, there is a risk that the problems in the area may be exacerbated.

## **AREA 3 PREFERRED OPTION DEVELOPMENT**

**1.174** The Options Appraisal indicates that improvements to properties could have a positive impact on the sustainability objectives of image and urban renaissance, and that new housing development would support strategic planning policies, the Community Strategy and the Vision for the area. The consultation responses to the Issues and Options demonstrated support for new housing on the Raglan Road / rear of Queensberry Road site, together with face lifting on key routes. There was broad support for improving the pedestrian environment along Coal Clough Lane to complement ongoing face lifting (as identified in the Issues and Options Consultation Report). Better lighting and improvements to pedestrian routes across the area were also identified as possible options.

**1.175** The Preferred Option seeks to consolidate the area as an attractive residential neighbourhood, with good access to local shops and services and the town centre.

## Options Evaluation - Area 4

### AREA 4 - PALATINE SQUARE CONSERVATION AREA

**1.176** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan.

**1.177** Option 1 proposed limited refurbishment targeted at properties on Carlton Road and Montague Road.

**1.178** Option 2 proposed even more limited refurbishment targeted to a small group of properties on Manchester Road.

**1.179** Option 3 proposed more widespread sympathetic restoration and enhancement targeted at properties on Montague Road, Carlton Road and Piccadilly Road, and one property on Palatine Square. There was also a proposal to use reclaimed stone to rebuild and improve rear walls around Palatine Square.

**1.180** The Draft Preferred Option, published for consultation in July 2005, proposed a similar range of interventions to Option 3 - more widespread, sympathetic restoration and enhancement targeted at properties on Montague Road, Carlton Road and Piccadilly Road, and to use reclaimed stone to rebuild and improve rear walls around Palatine Square.

#### **Option 1 - Heritage-led improvements to properties on Manchester Road, Piccadilly Road, Carlton Road and Montague Road and reinstatement of the rear wall at Palatine Square**

**1.181** Option 1 was proposed as the Draft Preferred Option in the first version of the Piccadilly/Trafalgar AAP which was subject to public consultation in July 2005. This Option was drawn from the first Option 3, which proposed improvements to the rear wall around Palatine Square using reclaimed stone and sympathetic restoration and enhancement of properties around Carlton Road / Montague Road.

#### **1. Sustainability Appraisal**

**1.182** The Sustainability Appraisal identifies positive impacts on several sustainability objectives including image, urban renaissance, community involvement, and resource use and management with strongly positive impacts on the cultural and built environment. Option 1 would have uncertain impacts on affordable and resource efficient housing, community cohesion and energy use and production and neutral impacts on all other sustainability objectives.

## **2. Fit with Strategic Planning Policies**

**1.183** This option would accord with advice in PPS 1 that policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban area and that policies should take account of the need to preserve and enhance built and archaeological heritage. Paragraph 27 advises that local planning authorities should enhance and protect the historic environment and landscape and townscape character. PPG 15 states that policies can give encouragement to the satisfactory re-use of neglected historic buildings, particularly where groups of buildings need to be tackled comprehensively and that plans should set out policies for the preservation and enhancement of the historic environment.

**1.184** It would also support Policy ER2 of the Regional Spatial Strategy which indicates that plans should identify, protect, conserve and, where appropriate, enhance the built heritage of the region including Listed Buildings and Conservation Areas and the wider historic landscape that contributes to the distinctiveness of the region. This is reiterated in the Joint Lancashire Structure Plan which states, in Policy 21, that Lancashire's natural and man-made heritage will be protected from loss or damage according to the hierarchy of designations of international, national, regional, county and local importance.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.185** Option 1 would contribute towards Strategic Priority 2 of Burnley's Future, making the whole Borough clean, green and safe through the improvement of some properties. One of the 10 year transformational projects identified the elevate programme to drive housing market renewal in the Borough. Poor housing conditions, falling property prices, and property abandonment will be tackled through more green spaces, housing acquisitions and clearances, development opportunities, face lifting and street scene improvements."

**1.186** Option 1 would support a key ambition in Ambition Lancashire, Greener Lancashire: To conserve and promote Lancashire's natural and built heritage, by protecting and enhancing the rich architectural and built heritage.

## **4. Relationship with other Plans and Programmes**

**1.187** Option 1 should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment.

**1.188** This option would support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.189** This proposal would also help achieve the strategic objectives of the Transformational Agenda to:

- Accommodate people in attractive neighbourhoods and sustainable housing types. Housing quality must be improved and the range of available products must be expanded to retain households and attract new ones. Growing demand at both the affordable and higher ends of the market must be met.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.190** Option 1 would contribute towards the improvement of the physical environment, supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.191** There were 10 responses to the proposals in Option 1. 8 responses were in agreement with the proposals, 1 disagreed and there was one general comment suggesting that residents on Palatine Square should pay for the reinstatement of the rear wall themselves.

## **7. Value for Money and Deliverability**

**1.192** Option 1 would require funding and resources for improving the conservation area which are not currently available through the housing market renewal programme. The area is considered to be an asset to the neighbourhood, but properties are in a good condition and are well occupied and limited resources would be better targeted to the areas in greatest need.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.193** Area 4 forms part of Character Area 2, the Palatine Square Conservation Area. The Heritage Appraisal identifies several routes in the Conservation Area for heritage enhancement including Harriet Street, Montague Road, Raglan Road and Albion Street. Locally listed buildings on Palatine Square are identified in addition to the listed properties on Manchester Road. Properties on Piccadilly Road, Carlton Road, and Manchester Road are identified as buildings / areas of local heritage value. In addition, Albion Street and Piccadilly Road are identified as key routes within traditional street patterns.

## **9. Summary of Option Appraisal**

**1.194** This option would have a positive impact on a number of sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which aim to protect and enhance the historic environment. The option was supported in the consultation on Issues and Options and would assist with protecting and improving an area identified in the heritage appraisal as of local historic interest. However, the option would not receive funding through the Housing Market Renewal programme and limited resources for regeneration would be better targeted to adjacent areas demonstrating greater need.

### **Option 2 - No changes**

**1.195** Option 2 suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

## **1. Sustainability Appraisal**

**1.196** The Sustainability Appraisal identifies no likely impacts for many of the sustainability objectives including economic disparities, growth potential, economic inclusion, healthy labour market, sustainable transport, community involvement, natural environment, climate change and waste and recycling. There would be unknown impacts on the remainder of the sustainability objectives.

## **2. Fit with Strategic Planning Policies**

**1.197** The proposal for no change would leave the area's regeneration to the private market. There could be a risk that the area would continue to decline, or that the wide ranging problems would remain at the current level, while surrounding areas benefited from investment and regeneration activity.

**1.198** Option 2 would not support the creation of a more sustainable living environment as promoted in the Communities Plan or the advice in PPS 1 that local authorities should promote urban regeneration and communities which are inclusive, healthy, safe and crime free and that local planning authorities should consider the needs and problems of communities and how they interact, and relate them to the use and development of land.

**1.199** This option would not be in accord with Policy ER2 of the Regional Spatial Strategy which indicates that Plans should identify, protect, conserve and, where appropriate, enhance the built heritage of the region including listed buildings and conservation areas and the wider historic landscape that contributes to the distinctiveness of the region. This is reiterated in the Joint Lancashire Structure Plan which indicates, in Policy 21, that Lancashire's natural and man-made heritage will be protected from loss or damage according to the hierarchy of designations of international, national, regional, county and local importance.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.200** Option 2 would not contribute positively towards strategic priorities set out in Burnley's Future or towards the strategic ambitions in Ambition Lancashire.

### **4. Relationship with other Plans and Programmes**

**1.201** Option 2, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.202** It would not contribute towards the improvement of the physical environment, supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

### **6. Community and other Stakeholder Support**

**1.203** Only 2 responses were received in relation to Option 2. These suggested that improvement is needed to the walls at the front of the square, and if Carlton Road and Piccadilly Road are having a facelift, so should Palatine Square. In addition, there was a suggestion that the bowling green could be identified for possible enhancement of the open space.

### **7. Value for Money and Deliverability**

**1.204** The option for no change would be deliverable in the short term as additional funding need not be sought for any interventions. If limited resources were targeted to tackle problems in neighbouring areas demonstrating acute stress, property owners in the Conservation Area may develop the confidence to invest more in their own properties.

### **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.205** Area 4 forms part of Character Area 2, the Palatine Square Conservation Area. The Heritage Appraisal identifies several routes in the Conservation Area for heritage enhancement including Harriet Street, Montague Road, Raglan Road and Albion Street. Locally listed buildings on Palatine Square are identified in addition to the listed properties on Manchester Road. Properties on Piccadilly Road, Carlton Road, and Manchester Road are identified as buildings / areas of local heritage value and Albion Street and Piccadilly Road are also identified as key routes within traditional street patterns. Option 2 would not contribute towards the heritage enhancement suggested in the Heritage Appraisal.

## **9. Summary of Option Appraisal**

**1.206** This option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received suggestions for improvements to a wall and bowling green in the Issues and Options consultation. The proposal may deliver value for money over the longer term, as property owners may be invest in their properties if limited resources are targeted to other, neighbouring areas with acute problems, and investor confidence in the area increases.

### **OTHER OPTIONS**

**1.207** In addition to the Options identified at Issues and Options stage, another Option was put forward for consideration:

#### **Option: Improvement needed to walls at front of Palatine Square**

##### **1. Sustainability Appraisal**

**1.208** This option would have a positive impact on image, urban renaissance and community involvement and an uncertain impact on community cohesion. There would be no likely impact on the remainder of the sustainability objectives.

##### **2. Fit with Strategic Planning Policies**

**1.209** This option would accord with PPS 1 which advises that local planning authorities should enhance and protect the historic environment and landscape and townscape character. PPG 15 also indicates that plans should set out policies for the preservation and enhancement of the historic environment and Policy ER2 of the Regional Spatial Strategy states that Plans will identify, protect, conserve and, where appropriate, enhance the built heritage of the region including listed buildings and conservation areas and the wider historic landscape that contributes to the distinctiveness of the region. This is reiterated in the Joint Lancashire Structure Plan which advises in Policy 21 that Lancashire's natural and man-made heritage will be protected from loss or damage according to the hierarchy of designations of international, national, regional, county and local importance.

##### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.210** This option would contribute towards Strategic Priority 2, making the whole Borough clean, green and safe through the improvement of some properties. It would also support a key ambition in Ambition Lancashire: Greener Lancashire - to conserve and promote Lancashire's natural and built heritage, by protecting and enhancing the rich architectural and built heritage.

#### **4. Relationship with other Plans and Programmes**

**1.211** This option should contribute towards the Housing Strategy's priority to regenerate neighbourhoods and revitalise the housing market through restructuring the housing market and addressing inappropriate supply and improving housing conditions and the local environment.

**1.212** It would also support the second strategic objective in the Economic Development Strategy, investing in people and communities.

**1.213** This proposal would also help to achieve the strategic objective of the Transformational Agenda focus on enhancing the quality of environments.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.214** This option would contribute towards the improvement of the physical environment, supporting the aim of turning the area into a sought after residential location within Burnley with a buoyant housing market.

#### **6. Community and other Stakeholder Support**

**1.215** This option was proposed by one respondent.

#### **7. Value for money and deliverability**

This option would require funding and resources for improving the Conservation Area which are not currently available through the Housing Market Renewal programme. The area is considered to be an asset to the neighbourhood, but as properties are in a good condition and are well occupied, limited resources would be better targeted to the areas in greatest need.

#### **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.216** The Heritage Appraisal identifies several routes in the Conservation Area for heritage enhancement including Harriet Street, Montagu Road, Raglan Road and Albion Street. Locally listed buildings on Palatine Square are identified in addition to the listed properties on Manchester Road. Properties on Piccadilly Road, Carlton Road, and Manchester Road are identified as buildings / areas of local heritage value. In addition, Albion Street and Piccadilly Road are identified as key routes and traditional street patterns. This option would therefore support the enhancement of the Conservation Area as identified in the Heritage Appraisal.

## **9. Summary of Option Appraisal**

**1.217** This option would have a positive impact on a number of sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which aim to protect and enhance the historic environment. The option was supported in the consultation on Issues and Options and would assist in protecting and improving an area identified in the Heritage Appraisal as of local historic interest. However, the option would not receive funding through the Housing Market Renewal programme and limited resources for regeneration would be better targeted to adjacent areas demonstrating greater need.

### **AREA 4 PREFERRED OPTION DEVELOPMENT**

**1.218** The Options Appraisal suggests that conservation led enhancement would have a positive impact on local heritage, but that there may not be a case for public subsidy for improvements in an area where property and housing market conditions are comparatively good within a wider context of a weaker market. Consultation responses to the Issues and Options Consultation report, indicate that there was overall support for sympathetic, heritage related improvements to properties in the area. The Option for improvements to the rear wall is not considered to be deliverable within existing budgets and would not be a priority intervention within a neighbourhood where some streets are demonstrating more severe problems of housing market failure.

**1.219** The Conservation Area could serve as a catalyst for the regeneration of the Piccadilly area, as it offers a wider of choice of house sizes and styles, within an attractive setting. However, adjoining areas are demonstrating extreme stress in terms of social problems and a failing housing market. Limited resources have to be targeted to areas of greatest need, and the need for publicly funded physical improvements in an area, which appears to be already performing reasonably well, has to be balanced against the need for intervention in areas with high numbers of vacant and poor condition properties.

**1.220** The Piccadilly/Trafalgar Heritage Appraisal advises that consideration should be given to the extension of the Conservation Area boundary to include the wider Character Area 2.

**1.221** The Preferred Option recognises that sympathetic improvements to the Conservation Area would benefit the regeneration of the Piccadilly area as a whole. It is proposed that the Borough Council should assist owners through the provision of specialist advice and the positive promotion of sympathetic improvements to properties, to ensure that the special heritage interest and quality of the Conservation Area are maintained, and not eroded over time.

## Options Evaluation - Area 5

### AREA 5 MANCHESTER ROAD STATION AREA

**1.222** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan:

**1.223** Option 1 proposed no changes.

**1.224** Option 2 proposed improvements to Manchester Road station including the provision of a ticket office, announcements / television screen, direct service to Manchester via Todmorden, and improved bus and pedestrian links to the town centre, including park and ride facilities.

**1.225** Option 3 also proposed no changes.

**1.226** The draft Preferred Option which was published for consultation in July 2005 included proposals for improvements to Manchester Road Station.

**1.227** Two studies were commissioned in 2006/07 to consider options for improvements to passenger facilities and rail services in more detail. Brock Carmichael Associates produced the Burnley Station Feasibility Study Report in January 2007, and proposed a preferred option which included a highly visible new station building off Manchester Road, passenger waiting facilities, and improvements to car parking and bus and pedestrian links to the town centre. Consultants Faber Maunsell have been commissioned to consider options for improving the rail service to Manchester via the decommissioned Todmorden Curve (The Caldervale Line Study) and this piece of work is ongoing.

**Option 1 - Major investment in high quality passenger facilities and ticket office, bus stops and bus service linking the station with the town centre, bus station and Burnley Central station and direct rail service to Manchester via Todmorden.**

**1.228** Option 1 was proposed as the Draft Preferred Option in the first version of the Piccadilly/Trafalgar AAP which was subject to public consultation in July 2005. This Option was drawn from the first Option 2, which proposed improvements to Manchester Road station passenger facilities and rail services.

#### **1. Sustainability Appraisal**

**1.229** This Option performs well against a number of sustainability objectives including economic disparities, growth potential, image, urban renaissance, economic inclusion, sustainable transport and environmental quality, and there could be an uncertain / positive impact on the cultural / built environment, depending on the design of the new proposals. There is likely to be no impact on sustainability objectives including a healthy labour market,

health, affordable and resource efficient housing, community cohesion, access to goods and services and recycling. There would be uncertain impacts on the other sustainability objectives including crime reduction, community involvement, natural environment, climate change, resource use and management and energy use and production.

## **2. Fit with Strategic Planning Policies**

**1.230** This option would accord with PPS 1 which requires development plans to contribute towards global sustainability by encouraging accessible public transport provision to secure more sustainable patterns of development. It would also be in line with PPS 12 which requires Local Development Documents to be consistent with the Local Transport Plan and PPG 13 which states that, in preparing development plans, local planning authorities should identify proposals for improving rail travel and the potential for improved interchange between different transport services.

**1.231** It would support the Regional Spatial Strategy, Policy T3, which advises that development plans should support integrated transport objectives and the safe, efficient and effective operation of the North West's network of long distance strategic routes.

**1.232** The Local Transport Plan suggests that the priorities for Burnley are improving safety, pedestrian accessibility, public transport services and access to local employment areas and that the key schemes for Burnley are Housing Market Renewal Area transit links and a need to improve existing and provide new railway stations in Lancashire. The proposals for HMR Transit Links include expanding the Quality Bus network to Manchester Road, improvements to bus links between Burnley town centre and the rail stations and improvements to rail services and infrastructure including the provision of a booking / information office, better passenger facilities, improved security measures including more effective lighting and cctv and additional car, taxi and cycle parking at Manchester Road station.

**1.233** Although the Burnley Local Plan does not identify Piccadilly/Trafalgar as a focus for comprehensive area based action and regeneration programmes, this option does reaffirm Proposal TM9/1 which identifies the need to improve the quality, attractiveness and safety of this station through the provision of a booking office, additional car parking, bus turning area and a taxi rank. Measures to improve linkages to the town centre for pedestrians, cyclists, public transport and taxi users are also promoted under Policy TM9.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.234** Burnley's Future identifies "connectivity" as one of the challenges for the Borough and suggests that rail links to Manchester are poor, the main stations are inadequate and that, although Burnley is relatively close to Manchester, the transport infrastructure restricts the ability of existing residents to commute and the attractiveness of Burnley as a place in which to live. The 10 year vision proposes that, by 2017, there will be direct rail links to Manchester city centre and air port, and local rail stations will have been improved and

integrated into the public transport infrastructure. Strategic Priority 1: Prosperity includes the 10 year transformational project, "By influencing regional transport agendas, key network improvements will be secured, including a 45 minute journey time to Manchester, ideally by rail" and a 3 year delivery pledge "to undertake a rail link feasibility study and set out options for a fast public transport link to Manchester".

**1.235** This option supports proposals in Ambition Lancashire for Accessible Lancashire, through:

- The achievement of a highly effective and efficient transport system
- Investment in rail, rapid transit and bus improvements and infrastructure
- Improving existing and providing new railway stations and
- Pressing for improvements to the strategic rail network and to the quality and frequency of local rail services.

#### **4. Relationship with other Plans and Programmes**

**1.236** Option 1 would support the strategic objectives of the Transformational Agenda to

- Connect East Lancashire to Greater Manchester, West Yorkshire and the rest of Lancashire, and the higher value business and employment opportunities these areas provide.
- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.

**1.237** It would also support the strategic objectives 'Investing in Infrastructure' and 'Investing in Image and Environment' in the Economic Development Strategy.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.238** The Vision for the area includes the aspiration that Manchester Road Station has been developed to provide high quality passenger facilities and a direct rail link to Manchester city centre.

#### **6. Community and other Stakeholder Support**

**1.239** 9 responses were received in relation to Option 1. 8 responses were in support of the proposals and there was one general comment that suggested that the consultee supported Option 1 provided that the improvement of the station did not lead to monies being diverted from meeting the area's housing needs.

## **7. Value for Money and Deliverability**

**1.240** The proposals in Option 1 would offer a cost effective and major contribution towards the regeneration of the Borough. Funding would be sought through Lancashire County Council and possibly the North West Development Agency, and the proposals will be used to inform the Local Transport Plan in 2010. Details on costing and feasibility are provided in the reports for the two studies on the new station facilities and the direct rail link through Todmorden.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.241** Area 5 forms part of Character Area 1. The Heritage Appraisal identifies the former station building as locally listed, and 14 Halstead Street as a building of local heritage value. Manchester Road is identified as a key route and the grassed area is identified as an open space with views. Several buildings off Dent Row including the ambulance station and Oakmount House are identified as examples of unsympathetic change. The pedestrian route from the station to the roundabout on Centenary Way / Manchester Road follows the line of Definitive Footpath 52.

**1.242** The proposals for a new station facility could impact adversely or positively on the setting of the locally listed buildings and could affect the line of the foot path, depending upon the design. If, and when, development proposals for the station move forward, consideration will need to be given to the features of local interest identified in the Heritage Appraisal. A development brief should be prepared for this area.

## **9. Summary of Option Appraisal**

**1.243** This option would provide a number of positive impacts on sustainability objectives and would support strategic policy objectives to improve Burnley's connectivity and accessibility to Manchester. The proposals were supported in the consultation process and should provide good value for money as they should contribute towards the regeneration of the Borough as a whole.

### **Option 2 - No change**

**1.244** This option suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

## **1. Sustainability Appraisal**

**1.245** The Sustainability Appraisal suggests that this option would have no likely impacts on a range of sustainability objectives including economic disparities, growth potential, urban renaissance, healthy labour market, health, affordable and resource efficient housing, community involvement, community cohesion, access to goods, services and amenities,

natural environment, environmental quality, climate change, resource use and management, energy use and production and waste and recycling. There would be uncertain impacts on image, economic inclusion, sustainable transport, crime reduction and cultural and built environment.

## **2. Fit with Strategic Planning Policies**

**1.246** This Option would not support strategic planning policies at a national, regional, or county level notably PPS1 which advises that local planning authorities should encourage accessible public transport provision to secure more sustainable patterns of development, PPS 12 which requires Local Development Documents to be consistent with the Local Transport Plan and PPG 13 which indicates that local planning authorities should identify proposals for improving rail travel and the potential for improved interchange between different transport services.

**1.247** It would not be in line with the Regional Spatial Strategy or the Local Transport Plan which promotes the expansion of the Quality Bus network to Manchester Road, improvements to bus links between Burnley town centre and the rail stations and improvements to rail services and infrastructure. This includes the provision of a booking / information office, better passenger facilities, improved security measures including more effective lighting and CCTV, and additional car, taxi and cycle parking at Manchester Road station.

**1.248** Furthermore it would not support the Burnley Local Plan which identifies the need to improve the quality, attractiveness and safety of this station through the provision of a booking office, additional car parking, bus turning area and a taxi rank (Local Plan Proposal TM9/1). Measures to improve linkages to the town centre for pedestrians, cyclists, public transport and taxi users are also promoted.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.249** Option 2 for no change is unlikely to contribute positively to the vision and priorities in Burnley's Future as its 10 year vision is that, by 2017, there will be direct rail links to Manchester city centre and air port, and local rail stations will have been improved and integrated into the public transport infrastructure. Option 2 would not contribute positively towards the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.250** Option 2, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.251** This Option is unlikely to contribute positively to the Vision for Piccadilly/Trafalgar which includes the aspiration that Manchester Road station has been developed to provide high quality passenger facilities and a direct rail link to Manchester city centre.

## **6. Community and other Stakeholder Support**

**1.252** There were only 2 responses to this option and both disagreed with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.253** Option 2 would be deliverable in the short term as no funding would be required for interventions. However, the long term repercussions on the prosperity of the Borough mean that Option 2 is unlikely to deliver value for money.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.254** Area 5 forms part of Character Area 1. The Heritage Appraisal identifies the former station building as locally listed, and 14 Halstead Street as a building of local heritage value. The pedestrian route from the station to the roundabout on Centenary Way / Manchester Road follows the line of Definitive Footpath 52. Option 2 would not impact significantly on the features of historic interest identified in the Heritage Appraisal.

## **9. Summary of Option Appraisal**

**1.255** This option would have an uncertain or no likely impact on the sustainability objectives and would not support strategic planning policies, or the objectives in the community strategies or other plans and programmes. The proposal for no change received no support in the consultation responses. It would not deliver value for money over the longer term as Burnley needs improved links to areas of growth and prosperity such as Manchester to support the town's regeneration.

## **AREA 5 PREFERRED OPTION DEVELOPMENT**

**1.256** The Options Appraisal identifies that proposed improvements to the station and rail service would support strategic objectives to improve public transport in the Borough. Sustainability objectives and strategic planning policies encourage transport by means other than the private car. The responses to the Issues and Options Consultation Report indicate broad support for the principle of providing better quality passenger facilities at Manchester Road Station, improved pedestrian and bus links to the town centre, and securing a direct rail link to Manchester via Todmorden.

**1.257** Since the consultation on Issues and Options, two detailed studies have been commissioned by Burnley Action Partnership and Burnley Borough Council to consider different options for the redevelopment of the station and passenger facilities[1], and the feasibility of securing a direct rail link to Manchester via the 'Todmorden Curve'[2].

**1.258** The Preferred Option also provides an opportunity to consider neighbouring sites in more detail as work on feasibility studies is progressed.

**1.259** The Preferred Option supports the re-development of Manchester Road station to provide high quality passenger facilities, and the provision of a fast and direct rail service to Manchester. The Preferred Option integrates the recommendations of the two studies and therefore provides an opportunity for wider public consultation on the proposals.

[1] Burnley Stations Feasibility Study Brock Carmichael Associates (January 2007)

[2] Caldervale Line Study Faber Maunsell (2007)

## Options Evaluation - Routes

### ROUTE A - RAIL LINE

**1.260** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan.

**1.261** Option 1 proposed tackling tipping on the embankment through the provision of higher fencing and CCTV and enhancements to the wildlife corridor.

**1.262** Option 2 proposed improvements to Manchester Road station including the provision of a ticket office, announcements / television screen, a direct service to Manchester via Todmorden and improved bus links. There were also proposals for improvements to pedestrian links to the town centre, a park and ride facility for trains and wildlife corridor enhancements.

**1.263** Option 3 proposed enhancements to the wildlife corridor.

**1.264** The draft Preferred Option which was published for consultation in July 2005 included proposals for environmental improvements to the wildlife corridor along the rail line and to tackle the tipping problems along the railway embankment. There was also a proposal for improvements at Manchester Road station.

**Option 1 - Improvements to the Rail Line through the provision of a direct service to Manchester via Todmorden, tackling the unauthorised tipping along the embankment and linking the wildlife corridor to neighbouring open spaces.**

**1. Sustainability Appraisal**

**1.265** The Sustainability Appraisal identifies positive impacts in relation to a number of sustainability objectives including economic disparities, growth potential, image, economic inclusion, sustainable transport, crime reduction, and natural environment. There are likely to be uncertain impacts on urban renaissance, community involvement and climate change. There would be no likely impact on objectives such as health, affordable and resource efficient housing, community cohesion, access to goods, services and amenities, cultural and built environment, environmental quality, resource use and management, energy use and production and waste and recycling.

**2. Fit with Strategic Planning Policies**

**1.266** This option would be in line with PPS 1 which advises that local planning authorities should encourage accessible public transport provision to secure more sustainable patterns of development and enhance and protect biodiversity, natural habitats, the historic environment and landscape and townscape character. It would also accord with PPG 9 which states that planning policies should aim to maintain and enhance, restore or add to biodiversity and geological conservation interests and that networks of natural habitats should be protected from development. PPG 13 advises, in paragraph 73, that local planning authorities should identify proposals for improving rail travel and the potential for improved interchange between different transport services.

**1.267** The Local Transport Plan suggests that the priorities for Burnley are improving safety, pedestrian accessibility, public transport services and access to local employment areas (page 157) and that the key schemes for Burnley are Housing Market Renewal Areas Transit Links and a need to improve existing and provide new railway stations in Lancashire (Table 1.2.1). The proposals for HMR Transit Links include expanding the Quality Bus network to Manchester Road, improvements to bus links between Burnley Town Centre and the rail stations and improvements to rail services and infrastructure.

**1.268** Wildlife corridors are protected in the adopted local Plan under Policy E3.

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

**1.269** Burnley's Future identifies "connectivity" as one of the challenges for the Borough and suggests that rail links to Manchester are poor, the main stations are inadequate and that, although Burnley is relatively close to Manchester, the transport infrastructure restricts the ability of existing residents to commute and the attractiveness of Burnley as a place in which to live. The 10 year vision proposes that by 2017 there will be direct rail links to

Manchester city centre and air port, and local rail stations will have been improved and integrated into the public transport infrastructure. Strategic Priority 1: Prosperity includes the 10 year transformational project, "By influencing regional transport agendas, key network improvements will be secured, including a 45 minute journey time to Manchester, ideally by rail" and a 3 year delivery pledge "to undertake a rail link feasibility study and set out options for a fast public transport link to Manchester".

**1.270** The proposed enhancements to the wildlife corridor will contribute towards Strategic Priority 2: Places - making the Borough clean, green and safe.

This option also supports Ambition Lancashire's desire for Accessible Lancashire, through:

- The achievement of a highly effective and efficient transport system
- Investment in rail, rapid transit and bus improvements and infrastructure
- Improving existing and providing new railway stations and
- Pressing for improvements to the strategic rail network and to the quality and frequency of local rail services.

**1.271** In addition, Option 1 would support the Greener Lancashire ambition to take measures to conserve and enhance wildlife, and to conserve and promote Lancashire's natural and built heritage.

#### **4. Relationship with other Plans and Programmes**

**1.272** Option 1 would help achieve the strategic objectives of the Transformational Agenda to

- Connect East Lancashire to Greater Manchester, West Yorkshire and the rest of Lancashire, and the higher value business and employment opportunities these areas provide.
- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.273** The Vision for the area includes the aspiration that Manchester Road Station has been developed to provide high quality passenger facilities and a direct rail link to Manchester city centre.

## **6. Community and other Stakeholder Support**

**1.274** There were 7 responses to this option, 5 of which were in agreement with the proposals. 2 general comments were also received and these included concerns around the need to provide open space enhancement and the amenity of access routes. There was a suggestion that the unauthorised tipping needs to be tackled via regular clearances of the rail embankment and that this needs linking into neighbouring open spaces. One respondent considered that improvements to the rail service are a long term aspiration, but its viability at present is marginal.

## **7. Value for Money and Deliverability**

**1.275** This option would provide good value for money as it would increase the Borough's accessibility to the growing economy of the regional centre of Manchester, and controlling unauthorised tipping along the embankment would contribute towards improving the image of the area to people travelling by train. Funding will be sought through the Local Transport Plan for implementation of proposed improvements to the rail service from 2010. Further work will be required with the local community through Neighbourhood Management to tackle more effectively the problem of tipping.

### **1.276 8. Piccadilly/Trafalgar Heritage Appraisal**

**1.277** The Heritage Appraisal identifies a section of the embankment from Sefton Terrace to Manchester Road for heritage enhancement.

## **9. Summary of Option Appraisal**

**1.278** Option 1 would have a number of positive impacts on sustainability objectives and would support strategic planning policies and objectives in the community strategies, other plans and programmes and the Vision to improve the rail service to Manchester and to improve the local environment. The option received general support and would deliver good value for money, provided that funding could be attracted through the Local Transport Plan.

### **Option 2 - No changes**

**1.279** This option suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

#### **1. Sustainability Appraisal**

**1.280** The Sustainability Appraisal identifies that there would be a negative impact on image, uncertain impacts on objectives such as sustainable transport, crime reduction and climate change and no likely impacts against all other sustainability objectives.

## **2. Fit with Strategic Planning Policies**

**1.281** This Option would not support strategic planning policies which promote sustainable transport patterns and environmental improvements, particularly the advice in PPS 1, PPG 9, PPS 12 and PPG 13.

**1.282** It would not be in line with policy T3 of the Regional Spatial Strategy nor would it support the Local Transport Plan which includes proposals to improve rail services and infrastructure.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.283** The Option for no change is unlikely to contribute positively to the vision and priorities in Burnley's Future as Burnley's Future identifies "connectivity" as one of the challenges for the Borough and suggests that rail links to Manchester are poor, the main stations are inadequate and that, although Burnley is relatively close to Manchester, the transport infrastructure restricts the ability of existing residents to commute and the attractiveness of Burnley as a place in which to live. Furthermore, it would not contribute positively towards the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.284** Option 2 would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.285** The Option for no change does not contribute positively to the Vision for Piccadilly/Trafalgar. The Vision for the area includes the aspiration that Manchester Road Station has been developed to provide high quality passenger facilities and a direct rail link to Manchester city centre.

## **6. Community and other Stakeholder Support**

**1.286** There was only 1 response to this option and that was in disagreement with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.287** The option for no change would be deliverable in the short term as additional funding would not be required. However, this option would not deliver the regeneration benefits for the area and Burnley as a whole that Option 1 could provide.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.288** The Heritage Appraisal identifies a section of the embankment from Sefton Terrace to Manchester Road for Heritage Enhancement.

## **9. Summary of Option Appraisal**

**1.289** This option would have uncertain or no likely impacts on all the sustainability objectives and would not contribute positively to strategic planning policies, other plans and programmes or to the Vision for the area. There was no support for this proposal in the consultation on Issues and Options and the option would not deliver value for money over the longer term.

## **ROUTE A PREFERRED OPTION DEVELOPMENT**

**1.290** The Options Appraisal identifies that proposed improvements to the station and rail service would support strategic objectives to improve public transport in the Borough. Sustainability objectives and strategic planning policies encourage transport by means other than the private car. The responses to the Issues and Options Consultation Report indicate broad support for the principle of providing better quality passenger facilities at Manchester Road Station, improved pedestrian and bus links to the town centre, and securing a direct rail link to Manchester via Todmorden.

**1.291** Since the consultation on Issues and Options, two detailed studies have been commissioned by Burnley Action Partnership and Burnley Borough Council to consider different options for the redevelopment of the station and passenger facilities, and the feasibility of securing a direct rail link to Manchester via the 'Todmorden Curve'.

**1.292** The Preferred Option also provides an opportunity to consider neighbouring sites in more detail as work on feasibility studies is progressed.

**1.293** The Preferred Option supports the re-development of Manchester Road Station to provide high quality passenger facilities, and the provision of a fast and direct rail service to Manchester. It integrates the recommendations of the two studies and therefore provides an opportunity for wider public consultation on the proposals.

**1.294** The Rail Line is also a designated Wildlife Corridor but unauthorised tipping along the embankment is an issue. There is a need to protect and enhance the wildlife corridor, through improved management, enforcement and a programme of education and awareness raising to ensure that the area is valued and enjoyed as a local environmental asset.

## **ROUTE B - PEDESTRIAN / CYCLE LINKS TO THE TOWN CENTRE**

**1.295** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan.

**1.296** Option 1 was for no change.

**1.297** Option 2 proposed improvements to pedestrian links to the town centre.

**1.298** Option 3 proposed no change.

**1.299** The draft Preferred Option which was published for consultation in July 2005 included proposals for improvements to a number of identified pedestrian / cycle access routes to the town centre and Hollywood Bowl development.

**Option 1 - Environmental enhancements and traffic management improvements - pedestrian and cycle access to the town centre will be improved on a range of routes through environmental enhancements and improved traffic management.**

### **1. Sustainability Appraisal**

**1.300** The Sustainability Appraisal identifies positive impacts on several sustainability objectives including growth potential, economic inclusion, sustainable transport, access to goods, services, and amenities, and cultural and built environment. There would be an uncertain / positive impact on urban renaissance and uncertain impacts on community involvement, community cohesion and climate change. There would be no likely impact on the remainder of the sustainability objectives.

### **2. Fit with Strategic Planning Policies**

**1.301** This option would accord with PPS1 which advises that development plans should include clear, comprehensive and inclusive access policies - both in terms of location and external physical access and suggests that local planning authorities should seek to provide improved access for all to jobs, health, education, shops, leisure, community facilities, open space, sport and recreation. PPG 13 requires that development plans should review existing provision for pedestrians in order to identify the network of routes and locations where the needs and safety of pedestrians will be given priority, and the measures that will be taken. In addition, development plans should review existing provision for cyclists and identify networks and routes along which the needs and safety of cyclists will be given priority, and set out the specific measures which will be taken and seek the provision of safe and secure cycle parking and changing facilities in developments.

**1.302** It would support Policy UR3 of the Regional Spatial Strategy which advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, the creation of cycle networks and related improvements to the road network. Policy UR10 requires that development plan policies should create and enhance

urban green space networks by ensuring adequate protection is given to key features such as parks, linear walkways, river valleys, canals and public open spaces and identifying the areas where new physical linkages between these areas need to be forged.

**1.303** The Local Transport Plan states, in Table 1.2.1, that local planning authorities should promote a well maintained safe cycle and footpath network. Under the 'Safer Burnley' initiative, removal of barriers to pedestrian movement at Trafalgar Street / Manchester Road is seen as vital (page 160). This option would help implement this initiative.

**1.304** Local Plan Policies TM11/4, BTC8/8 and BTC 8/5 identify the Trafalgar Street / Manchester Road area for improvements to pedestrian routes and bus priority routes. Policy TM5 states that the Council will improve the safety, convenience and attractiveness of footpaths in the town centre and in the urban area, and that priority will be given to routes linking the town centre, shopping centres, schools and community facilities. Policy TM7 advises that there will be an integrated approach to cycle lanes on public highways.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.305** The 10 year vision for Burnley's Future includes "A Place to be Healthy" where there will be more opportunities to incorporate exercise into every day life and local roads will be much safer, thanks to the excellent work of the Community Safety Partnership. Option 1 would also contribute to Strategic Priority 2 - Making the whole Borough clean, green and safe.

**1.306** This option would support Ambition Lancashire's objectives for Accessible Lancashire, to promote a well maintained safe cycle and footpath network and promote its use through Lancashire, and Greener Lancashire, to reduce dependence on vehicle use.

### **4. Relationship with other Plans and Programmes**

**1.307** Option 1 would help achieve the strategic objectives of the Transformational Agenda to:

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle
- Focus on enhancing the quality of environments and urban centres,

**1.308** This option would also support recommendations for green corridors in the Green Spaces Strategy including:

- GC1 To improve the management of green routes through provision of signs, bins, seats and enforcement of dog fouling and littering
- GC2 - To use green corridors to enhance access to green space

- GC3 - To progress opportunities and attempt to secure external funding to create new green corridor routes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.309** This option supports the aspiration in the Vision that residents will enjoy good pedestrian and cycle access to Burnley town centre, with improved links across the rail line and Leeds - Liverpool Canal, and through the recently restored and vibrant historic mill area of the Weavers' Triangle.

## **6. Community and other Stakeholder Support**

**1.310** There were 8 responses to Option 1, 6 in agreement with the proposals, 1 disagreeing and 1 general comment. There was concern that introducing a new route through the Trafalgar estate would bring anti-social behaviour into the area, particularly in relation to people who have been drinking alcohol on weekend evenings. The footbridge linking Raglan Road and Burnham Gate was identified for improvement.

## **7. Value for Money and Deliverability**

**1.311** This option would provide good value for money as it would increase accessibility to the neighbouring regeneration area of the Weavers' Triangle and the town centre and could have the added value effect of improving the health and well being of local residents. Funding will be sought for public realm improvements to the green routes from developer contributions and the Elevate Housing Market Renewal programme.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.312** The routes are identified in the Heritage Appraisal as key routes / traditional street patterns, except for the proposed new route from the community centre (Vanguard Centre) to Trafalgar Street.

## **9. Summary of Option Appraisal**

**1.313** This option would have a positive impact on several sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which promote improved accessibility and encouraging movement by means other than the private car. This option received support in the consultation on Issues and Options and would represent good value for money, providing benefits such as increasing local accessibility to jobs and cultural activities and improving residents' health.

### **Option 2 - No changes**

**1.314** This option suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

## **1. Sustainability Appraisal**

**1.315** The Sustainability Appraisal suggests that Option 2 would have uncertain impacts on several sustainability objectives including growth potential, urban renaissance, economic inclusion, sustainable transport, access to goods and services and cultural and built environment. There would be no likely impact on all the other sustainability objectives.

## **2. Fit with Strategic Planning Policies**

**1.316** This Option would not support strategic planning policies which promote alternatives to travel by car and encourage policies and design to increase pedestrian and cycle activity, notably the advice in PPS 1 and PPG 13.

**1.317** It would not be in line with Policy UR3 of the Regional Spatial Strategy which advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, creation of cycle networks and related improvements to the road network, or with the Local Transport Plan which states that local planning authorities should promote a well maintained safe cycle and footpath network.

**1.318** Furthermore, Local Plan Proposals TM11/4, BTC8/8 and BTC8/5 identify the Trafalgar Street / Manchester Road area for improvements to pedestrian routes and bus priority routes.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.319** The Option for no change is unlikely to contribute positively to the vision and priorities in Burnley's Future or the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.320** Option 2 would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.321** This option is unlikely to contribute to the Vision for the area as this includes the aspiration that residents will enjoy good pedestrian and cycle access to Burnley town centre, with improved links across the rail line and Leeds and Liverpool Canal, and through the recently restored and vibrant historic mill area of the Weavers' Triangle.

## **6. Community and other Stakeholder Support**

**1.322** There was only 1 response to this option and that was in disagreement with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.323** This option would be deliverable in the short term as it would not require funding. However, it is not considered to offer value for money as there would be widespread benefits associated with Option 1 such as improving residents health and accessibility to local facilities.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.324** The routes are identified in the Heritage Appraisal as key routes / traditional street patterns, except for the proposed new route from the community centre (Vanguard Centre) to Trafalgar Street.

## **9. Summary of Option Appraisal**

**1.325** This option would have uncertain or no likely impact on all the sustainability objectives and would not contribute positively to strategic planning policies, the community strategies or other plans and programmes. The option received no support in the issues and options consultation and would be unlikely to provide value for money.

## **OTHER OPTIONS**

**1.326** In addition to the Options identified at Issues and Options stage, other Options were put forward for consideration:

### **Option: Starkie Street Cycle Route**

#### **1. Sustainability Appraisal**

**1.327** This option would have a very positive impact on sustainable transport and positive impacts on a range of objectives including growth potential, urban renaissance, access to goods services and amenities and cultural and built environment. There would be uncertain impacts on image, health, community involvement and climate change and no likely impacts on all other sustainability objectives.

#### **2. Fit with Strategic Planning Policies**

**1.328** This option would be in line 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 and with PPG 13 which indicates that development plans should review existing provision for cyclists and identify networks and routes along which the needs and safety of cyclists will be given priority, and set out the specific measures which will be taken and seek the provision of safe and secure cycle parking and changing facilities in developments.

**1.329** It would also accord with Policy UR3 of the Regional Spatial Strategy which advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, the creation of cycle networks and related improvements to the road network. The Local Transport Plan also advises that local planning authorities should promote a well maintained safe cycle and footpath network.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.330** The 10 year vision for Burnley's Future includes "A Place to be Healthy" where there will be more opportunities to incorporate exercise into every day life and local roads will be much safer, thanks to the excellent work of the Community Safety Partnership. This option will also contribute to Strategic Priority 2 - making the whole Borough clean, green and safe and would support Ambition Lancashire's objectives for Accessible Lancashire, to promote a well maintained safe cycle and footpath network and promote its use through Lancashire, and Greener Lancashire, to reduce dependence on vehicle use.

### **4. Relationship with other Plans and Programmes**

**1.331** This option would support the strategic objectives of the Transformational Agenda to:

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

**1.332** It would also support recommendations for green corridors in the Green Spaces Strategy including:

- GC1 To improve the management of green routes through provision of signs, bins, seats and enforcement of dog fouling and littering
- GC2 To use green corridors to enhance access to green space
- GC3 To progress opportunities and attempt to secure external funding to create new green corridor routes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.333** This option would help achieve the Vision which includes the aspiration that residents and cyclists will enjoy good pedestrian access to Burnley town centre, with improved links across the rail line and Leeds and Liverpool Canal, and through the recently restored and vibrant historic mill area of the Weavers' Triangle.

## **6. Community and other Stakeholder Support**

**1.334** This option was proposed by one respondent.

## **7. Value for money and deliverability**

**1.335** This option would provide good value for money as it would increase accessibility to the neighbouring regeneration area of the Weavers; Triangle and the town centre and could have the added value effects of improving health and well being of local residents. Funding will be sought for the green routes from developer contributions and the Elevate Housing Market Renewal programme.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.336** The Heritage Appraisal identifies a section of the embankment from Sefton Terrace to Manchester Road for heritage enhancement. The route is identified in the Heritage Appraisal as key routes / traditional street patterns.

## **9. Summary of Option Appraisal**

**1.337** This option would have a number of positive impacts on sustainability objectives and would support strategic planning policies and objectives in the community strategies, other plans and programmes and the Vision to improve the local environment for pedestrians and cyclists. The option would deliver good value for money, provided funding could be attracted.

### **Option: New Cycle Route - Manchester Road to Coal Clough Lane (South Side of Railway)**

#### **1. Sustainability Appraisal**

**1.338** This option would have a very positive impact on sustainable transport, uncertain impacts on image, urban renaissance, health, community involvement, access to goods services and amenities, cultural and built environment and climate change and no likely impact on all other sustainability objectives.

## **2. Fit with Strategic Planning Policies**

**1.339** This option would be in line 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 and with PPG 13 which indicates that development plans should review existing provision for cyclists and identify networks and routes along which the needs and safety of cyclists will be given priority, and set out the specific measures which will be taken and seek the provision of safe and secure cycle parking and changing facilities in developments.

**1.340** It would also accord with Policy UR3 of the Regional Spatial Strategy which advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, the creation of cycle networks and related improvements to the road network. The Local Transport Plan also advises that local planning authorities should promote a well maintained safe cycle and footpath network.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.341** This option would help achieve the 10 year vision, set out in for Burnley's Future, that Burnley will be a place to be healthy as there will be more opportunities to incorporate exercise into every day life and local roads will be much safer, thanks to the excellent work of the Community Safety Partnership. It will also contribute to Strategic Priority 2 - making the whole Borough clean, green and safe.

**1.342** This option would support Ambition Lancashire's objectives for Accessible Lancashire, to promote a well maintained safe cycle and footpath network and promote its use through Lancashire, and Greener Lancashire, to reduce dependence on vehicle use.

## **4. Relationship with other Plans and Programmes**

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.

- Focus on enhancing the quality of environments .

- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

**1.343** It would also support recommendations for green corridors in the Green Spaces Strategy including:

- GC1 To improve the management of green routes through provision of signs, bins, seats and enforcement of dog fouling and littering
- GC2 To use green corridors to enhance access to green space
- GC3 To progress opportunities and attempt to secure external funding to create new green corridor routes.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.344** This option would help achieve the Vision which includes the aspiration that residents and cyclists will enjoy good pedestrian access to Burnley town centre, with improved links across the rail line and Leeds and Liverpool Canal, and through the recently restored and vibrant historic mill area of the Weavers' Triangle.

### **6. Community and other Stakeholder Support**

**1.345** This option was proposed by one respondent.

### **7. Value for money and deliverability**

**1.346** This option would provide good value for money as it would increase accessibility to the neighbouring regeneration area of the Weavers Triangle and the town centre and could have added value effects of improving health and well being of local residents. Funding will be sought through the Local Transport Plan, from developer contributions and the Elevate Housing Market Renewal programme.

### **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.347** These routes are identified in the Heritage Appraisal as Key Routes / Traditional street patterns.

### **9. Summary of Option Appraisal**

**1.348** This option would have a number of positive impacts on sustainability objectives and would support strategic planning policies and objectives in the community strategies, other plans and programmes and the Vision to improve the local environment for pedestrians and cyclists. The option would deliver good value for money, provided funding could be attracted through the Local Transport Plan.

## **ROUTE B PREFERRED OPTION DEVELOPMENT**

**1.349** The Options Appraisal suggests that proposals for green infrastructure projects support sustainability objectives and strategic planning policies. The consultation responses to the Issues and Options Report indicate broad agreement with the proposals for new and improved cycle / pedestrian routes, although one representation was received outlining concerns about possible disturbance from people returning from the town centre on Friday and Saturday evenings.

**1.350** The Preferred Option for Green Infrastructure proposes a range of improvements to routes, crossings and bridges to strengthen pedestrian and cycle access for the benefit of both the residential areas and Manchester Road station. The Preferred Option includes the proposed link along Starkie Street as put forward by a consultee as this would improve links to the town centre and neighbouring areas of South West Burnley and the Weavers' Triangle.

**1.351** The Routes identified at Issues and Options stage have been extended in the Preferred Option across the area to link in with local facilities such as Coal Clough Lane Local Centre, Scott Park, the cinema complex on Manchester Road and the neighbouring Area Action Plan Areas of South West Burnley and Burnley Wood/Healey Wood. The Green Infrastructure in Piccadilly/Trafalgar forms a key part of a much wider network linking the urban areas of Burnley to a network of cycle and pedestrian routes which lead out into the wider countryside.

### **1.352 ROUTE C - STARKIE STREET - BACK GRANT STREET PEDESTRIAN ROUTE**

**1.353** This proposal came forward as part of the public consultation process on the three Options for the area in January / February 2005 and was proposed in the Draft Preferred Option which was published for consultation in July 2005.

#### **Option 1 - Close off Pedestrian Access**

##### **1. Sustainability Appraisal**

**1.354** The Sustainability Appraisal identifies a possible positive impact on crime reduction and a positive impact on community involvement, uncertain impact on sustainable transport, and no likely impact on all other sustainability objectives.

##### **2. Fit with Strategic Planning Policies**

**1.355** This Option would be in line with PPS 1 which indicates that local planning authorities should promote communities which are inclusive, healthy, safe and crime free as this proposal seeks to reduce opportunities for crime through closing off an informal pedestrian access route at the rear of the properties. However, paragraph 27 of PPS 1 also suggests that local planning authorities should seek to provide improved access for all to jobs, health, education, shops, leisure, community facilities, open space, sport and recreation. PPG 13 states that

development plans should review existing provision for pedestrians in order to identify the network of routes and locations where the needs and safety of pedestrians will be given priority, and the measures that will be taken (paragraph 76).

**1.356** It would accord with the Regional Spatial Strategy. Policy UR3 advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, creation of cycle networks and related improvements to the road network. Policy UR10 indicates that development plan policies should create and enhance urban green space networks by ensuring adequate protection is given to key features such as parks, linear walkways, river valleys, canals and public open spaces and identifying the areas where new physical linkages between these areas need to be forged.

**1.357** This option would also be in line with the Local Transport Plan which indicates that local planning authorities should promote a well maintained safe cycle and footpath network and Policy TM 5 in the Local Plan which advises that the Council will improve the safety, convenience and attractiveness of footpaths within the urban area.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.358** This Option could contribute towards creating safer communities, an opportunity identified in the Community Plan. However, the proposal may impact adversely on the 10 year vision for Burnley's Future which includes "A Place to be Healthy", where there are more opportunities to incorporate exercise into every day life. Strategic Priority 2 is making the whole Borough clean, green and safe.

**1.359** This option could also contribute towards Safer Lancashire in Ambition Lancashire, by reducing crime levels and the fear of crime and strengthening community based approaches to crime prevention and justice, and promoting safer environments using planning and urban design.

### **4. Relationship with other Plans and Programmes**

**1.360** This proposal would support the strategic objectives of the Transformational Agenda to

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.

- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

**1.361** In addition, the option would support the Economic Development Strategy's strategic objectives of Investing in people and communities and Investing in Image and Environment.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.362** Option 1 could contribute towards the area becoming a sought after residential location, with a buoyant housing market, by improving local community safety.

## **6. Community and other Stakeholder Support**

**1.363** There were 6 responses to this Option, 4 agreeing with the proposal, 1 disagreeing and 1 general comment outlining concern about the loss of open space and reduction in accessibility. There was also a suggestion that the alternative route across the open space should be improved, for instance through lighting, if this route was closed.

## **7. Value for Money and Deliverability**

**1.364** It would provide good value for money as, for very little cost, community safety and local confidence could be improved. Funding may be available through the Council's alley gating programme, subject to the agreement of all the residents.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.365** The pedestrian route crosses an area of identified open space. However, the route is not identified as a public footpath, and other footpaths are available as alternative routes.

## **9. Summary of Option Appraisal**

**1.366** This option would have a positive impact on several sustainability objectives and would support policies, plans and programmes which aim to improve community safety and local quality of life. The proposal would be deliverable at a fairly low cost and could be achieved through the Council's alley gating programme.

### **Option 2 - No changes**

**1.367** This option suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

## **1. Sustainability Appraisal**

**1.368** The Sustainability Appraisal identifies that there would be no likely impact on all sustainability objectives, with the exception of crime reduction where there would be uncertain impact.

## **2. Fit with Strategic Planning Policies**

**1.369** This option may accord with PPS 1 which indicates that local planning authorities should seek to provide improved access for all to jobs, health, education, shops, leisure, community facilities, open space, sport and recreation. However, it would not support the advice in PPG 13 which indicates that development plans should review existing provision for pedestrians in order to identify the network of routes and locations where the needs and safety of pedestrians will be given priority, and the measures that will be taken.

**1.370** It would not help meet the requirements of Policy TM 5 in the Local Plan which advises that the Council will improve the safety, convenience and attractiveness of footpaths within the urban area.

## **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.371** This Option would not contribute towards creating safer communities, an opportunity identified in the Community Plan. However, it may support the 10 year vision for Burnley's Future which includes "A Place to be Healthy", where there are more opportunities to incorporate exercise into every day life. Option 2 would not contribute positively towards the strategic ambitions in Ambition Lancashire.

## **4. Relationship with other Plans and Programmes**

**1.372** Option 2, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.373** This option would not contribute towards the area becoming a sought after residential location, with a buoyant housing market.

## **6. Community and other Stakeholder Support**

**1.374** There was only 1 response to Option 2 and this disagreed with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.375** This option could be deliverable as no funding would be required to implement no changes. However, it may not produce good value for money in the longer term, if burglary related crime continues.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.376** The pedestrian route crosses an area of identified open space.

## **9. Summary of Option Appraisal**

**1.377** This option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote community safety and improved quality of life. There was no community support for this proposal and the option would not deliver value for money over the longer term.

## **ROUTE C PREFERRED OPTION DEVELOPMENT**

**1.378** The Options Appraisal suggests that, by closing the route, local accessibility may be reduced and this would be contrary to strategic planning policies. However, alternative routes are available, and the closure of this route should have a positive impact on local crime reduction by improving the safety and security of a residential street. The footpath is not a public footpath and therefore the Preferred Option should include the proposed closure of this route together with improvements to the alternative route.

## **ROUTE D - COAL CLOUGH LANE**

**1.379** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan.

**1.380** Option 1 was pedestrian enhancements along Coal Clough Lane.

**1.381** Option 2 proposed no change.

**1.382** Option 3 proposed no change.

**1.383** The draft Preferred Option which was published for consultation in July 2005 included proposals for pedestrian enhancements on Coal Clough Lane.

**Option 1 - Pedestrian enhancements and landscaping to improve the environment around the shops on Coal Clough Lane.**

**1. Sustainability Appraisal**

**1.384** The Sustainability Appraisal identifies positive impacts on several sustainability objectives including image, urban renaissance, sustainable transport, access to goods services and amenities, and cultural and built environment. There would be no likely impacts on all other sustainability objectives.

**2. Fit with Strategic Planning Policies**

**1.385** This option would be in line with PPS 1 which advises that development plans should include clear, comprehensive and inclusive access policies and suggests that 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 accord with the advice in PPG 13 that development plans should review existing provision for pedestrians in order to identify the network of routes and locations where the needs and safety of pedestrians will be given priority, and the measures that will be taken and that development plans should promote and protect local day to day shops and services which are within easy walking distance of housing.

**1.386** It would accord with the Regional Spatial Strategy. Policy UR3 advises that detailed policies and proposals should be defined in development plans, with particular regard to assisting people with special mobility needs, the improvement and development of pedestrian routes, creation of cycle networks and related improvements to the road network. Policy UR10 indicates that development plan policies should create and enhance urban green space networks by ensuring adequate protection is given to key features such as parks, linear walkways, river valleys, canals and public open spaces and identifying the areas where new physical linkages between these areas need to be forged.

**1.387** This option would also be in line with the Local Transport Plan which indicates that local planning authorities should promote a well maintained safe cycle and footpath network and with Policy TM5 of the Local Plan which states that the Council will improve the safety, convenience and attractiveness of footpaths in the town centre and in the urban area, and that priority will be given to routes linking the town centre, shopping centres, schools and community facilities.

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

**1.388** This option would support the aspirations of Burnley's Future. The 10 year Vision includes the aspiration that local roads will be safer, thanks to the excellent work of the Community Safety Partnership and Option 1 should contribute towards Strategic Priority 2 - making the whole Borough clean, green and safe.

**1.389** This option would support objectives in Ambition Lancashire under Accessible Lancashire, by planning jobs, homes, shops, leisure facilities and other services within easy reach when preparing land use plans and developing major sites, and providing a well maintained safe cycle and footpath network and promoting its use through Lancashire. Option 1 would also support the ambition for Safer Lancashire, through the promotion of safer environments using planning and urban design principles.

#### **4. Relationship with other Plans and Programmes**

**1.390** Option 1 would support the strategic objectives of the Transformational Agenda to

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

**1.391** In addition, this option would also contribute towards the strategic objectives in the Economic Development Strategy by investing in business and ideas, investing in people and communities, investing in infrastructure and investing in Image and environment.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.392** Option 1 should contribute towards transforming the area into a sought after residential location as it would improve the attractiveness of the local shopping centre along Coal Clough Lane.

#### **6. Community and other Stakeholder Support**

**1.393** There were 6 responses to Option 1, 5 agreed with the proposal, none disagreed and there was 1 general comment.

#### **7. Value for Money and Deliverability**

**1.394** Option 1 would provide good value for money as it would support the vitality and viability of the local shopping centre and encourage pedestrian activity. Contributions for public realm improvements will be sought from developer contributions and the Elevate Housing Market Renewal programme.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.395** The Heritage Appraisal identifies Coal Clough Lane as a key route with a traditional street pattern where there are opportunities for heritage enhancement.

## **9. Summary of Option Appraisal**

**1.396** Option 1 would have a positive impact on several sustainability objectives and would support strategic planning policies, community strategies and other plans and programmes which promote improved accessibility for pedestrians and environmental improvements. This option would support the local economy and would provide good value for money as it would contribute towards the vitality and viability of the local shopping centre.

### **Option 2 - No changes**

**1.397** This option suggests no changes to the area and was put forward as an alternative to the range of interventions proposed in Option 1.

### **1. Sustainability Appraisal**

**1.398** The Sustainability Appraisal identifies uncertain impacts on several sustainability objectives including image, urban renaissance, sustainable transport, access to goods, services and amenities and cultural and built environment and no likely impact on all the other sustainability objectives.

### **2. Fit with Strategic Planning Policies**

**1.399** Option 2 does not support wider strategic objectives to support and improve local accessibility to shops and services as set out in PPS 1, PPG 13 and the Regional Spatial Strategy.

**1.400** It would not be in line with the Local Transport Plan which states that local planning authorities should promote a well maintained, safe cycle and footpath network or with Local Plan Policy TM5 which indicates that the Council will improve the safety, convenience and attractiveness of footpaths in the town centre and in the urban area, and that priority will be given to routes linking the town centre, shopping centres, schools and community facilities.

### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.401** Option 2 would not contribute positively towards the 10 year Vision which includes the aspiration that local roads will be safer, thanks to the excellent work of the Community Safety Partnership and it would not contribute towards Strategic Priority 2 - making the whole Borough clean, green and safe.

**1.402** Option 2 would not contribute positively towards the strategic ambitions in Ambition Lancashire.

#### **4. Relationship with other Plans and Programmes**

**1.403** Option 2, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.404** Option 2 would not contribute towards transforming the area into a sought after residential location as it would not improve the attractiveness of the local shopping centre along Coal Clough Lane.

#### **6. Community and other Stakeholder Support**

**1.405** There was only 1 response to this option, and that was in disagreement with the proposal for no change.

#### **7. Value for Money and Deliverability**

**1.406** This option would be deliverable in the short term as it would not require funding. However, it may not deliver good value for money over the longer term as the local shops provide a valuable community service and should be supported.

#### **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.407** The Heritage Appraisal identifies Coal Clough Lane as a key route with a traditional street street pattern where there are opportunities for heritage enhancement.

#### **9. Summary of Option Appraisal**

**1.408** This option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local environments and protection and enhancement of local facilities such as shops. There was no community support for this proposal and the option would not deliver value for money over the longer term.

### **ROUTE D PREFERRED OPTION DEVELOPMENT**

**1.409** High quality gateways can inspire confidence in an area. There are opportunities for environmental enhancements and gateway improvements at key points around the boundary of Piccadilly/Trafalgar as identified on the plan.

**1.410** The Options Appraisal suggests that proposals for gateway enhancements support sustainability objectives and strategic planning policies. There was general support for this approach in consultations on Issues and Options. The Preferred Option therefore carries forward the proposals for improvements on Coal Clough Lane.

## **ROUTE E - MANCHESTER ROAD, TRAFALGAR STREET, BURNHAM GATE**

**1.411** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan but there were no proposals at that point for gateway enhancements along key routes and gateways. The draft Preferred Option which was published for consultation in July 2005 included proposals for gateway improvements on Trafalgar Street, Burnham Gate and Manchester Road.

### **Option 1 - Gateway improvements**

#### **1. Sustainability Appraisal**

**1.412** The Sustainability Appraisal identifies a positive impact on image, uncertain impacts on urban renaissance, community involvement, and cultural and built environment and no likely impact on all other sustainability objectives.

#### **2. Fit with Strategic Planning Policies**

**1.413** This option would be in line with PPS 1 which advises that the effects of declining environmental quality should be mitigated through positive policies on issues such as design, conservation and the provision of public space. It would also accord with Policy EC6 of the Regional Spatial Strategy which indicates that development plans must encourage, and deliver, improved linkages between thriving areas and other areas nearby where employment opportunities are limited. There should be co-ordinated and coherent efforts to enhance the attractiveness to potential investors in locations in more needy areas, primarily by improvements in image, visual attractiveness and better environmental quality.

**1.414** Local Plan Policy E21 states that the Council will, along with the County Council and the private sector, make environmental improvements at gateways to the Borough including Manchester Road and the junction of Manchester Road / Centenary Way.

#### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.415** Environmental improvements to gateways and through routes should help achieve Strategic Priority 1 - Securing the Borough's economic future through improving Burnley's image and retail environments and Strategic Priority 2 - Making the whole Borough clean, green and safe.

**1.416** This option would support objectives in Ambition Lancashire under Accessible Lancashire, by planning jobs, homes, shops, leisure facilities and other services within easy reach when preparing land use plans and developing major sites, and providing a well maintained safe cycle and footpath network and promoting its use through Lancashire. Option 1 would also support the ambition for Safer Lancashire, through the promotion of safer environments using planning and urban design principles.

#### **4. Relationship with other Plans and Programmes**

**1.417** Option 1 would support the strategic objectives of the Transformational Agenda to

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

**1.418** In addition, this option would also contribute towards the strategic objectives in the Economic Development Strategy, Investing in business and ideas, Investing in People and Communities, Investing in Infrastructure and Investing in Image and Environment.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.419** Option 1 contributes towards the Vision as it would assist with allowing residents to enjoy good pedestrian access to Burnley town centre, and helping the area to become better integrated with neighbouring regenerated areas.

#### **6. Community and other Stakeholder Support**

**1.420** There were 6 responses to this option, with 5 in agreement, none disagreeing and 1 general comment.

#### **7. Value for Money and Deliverability**

**1.421** Option 1 would deliver good value for money as physical improvements to the gateways are likely to increase investor confidence both within Piccadilly/Trafalgar and within Burnley as a whole. Local Plan policies support developer contributions towards gateway enhancements including public art on key gateways in the Borough.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.422** The Heritage Appraisal identifies Manchester Road, Trafalgar Street and Burnham Gate as key routes and traditional street patterns.

## **9. Summary of Option Appraisal**

**1.423** This option would have a positive impact on several sustainability objectives and would support strategic planning policies, the community strategies and other plans and programmes which promote improvements to local environments. The proposal should offer good value for money by stimulating local investor confidence and should be deliverable through developer contributions.

### **Option 2 - No changes**

#### **1. Sustainability Appraisal**

**1.424** The Sustainability Appraisal suggests that there would be no likely impact on all sustainability objectives except for image, where there would be uncertain impact.

#### **2. Fit with Strategic Planning Policies**

**1.425** Option 2 would not support strategic planning policies which promote environmental improvements and gateway enhancements, notably the advice set out in PPS 1 and Policy EC6 of the Regional Spatial Strategy. Furthermore, it would not accord with Local Plan Policy E21 which indicates that the Council will, along with the County Council and the private sector, make environmental improvements at gateways to the Borough including Manchester Road and the junction of Manchester Road / Centenary Way.

#### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.426** Option 2 would not support the Community Plan's Strategic Priorities or the strategic ambitions in Ambition Lancashire.

#### **4. Relationship with other Plans and Programmes**

**1.427** This option would not contribute positively towards the strategic objectives in other plans and programmes.

#### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.428** Option 2 would not contribute towards the Vision as it would not improve pedestrian access to Burnley town centre, or help the area to become better integrated with neighbouring regenerated areas.

## **6. Community and other Stakeholder Support**

**1.429** There was only 1 response to Option 2 and this was in disagreement with the proposal for no change.

## **7. Value for Money and Deliverability**

**1.430** This option would be deliverable but may not offer good value for money over the longer term as a poor environment around gateways can present a poor image and reduces investor confidence.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.431** The Heritage Appraisal identifies Manchester Road, Trafalgar Street and Burnham Gate as key routes and traditional street patterns.

## **9. Summary of Option Appraisal**

**1.432** This option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local environments. There was no community support for this proposal and the option would not deliver value for money over the longer term.

## **ROUTE E - MANCHESTER ROAD, TRAFALGAR STREET, BURNHAM GATE PREFERRED OPTION DEVELOPMENT**

**1.433** High quality gateways can inspire confidence in an area. There are opportunities for environmental enhancements and gateway improvements at key points around the boundary of Piccadilly/Trafalgar as identified on the plan.

**1.434** The Options Appraisal suggests that proposals for gateway enhancements support sustainability objectives and strategic planning policies. There was general support for this approach in consultations on Issues and Options. The Preferred Option therefore carries forward the proposals for improvements on Coal Clough Lane.

## **F - PARISH ROOMS, HOLY TRINITY SCHOOL**

**1.435** Three options were put forward for consultation in January / February 2005, in the first version of the Area Action Plan:

**1.436** Option 1 included proposals to widen community uses to include a disco, internet / cyber cafe, after school club and changing rooms.

**1.437** Option 2 proposed improvements to the playing fields including a pond, wildflower meadow, community garden and allotments.

**1.438** Option 3 proposed additional facilities on the school playing field including a cricket pitch, flood lighting and a football pitch.

**1.439** The draft Preferred Option which was published for consultation in July 2005 included proposals for improvements to the parish rooms for community use.

### **Option 1 - Improve Parish Room for Community Use**

#### **1. Sustainability Appraisal**

**1.440** Option 1 is considered to have a positive impact on several sustainability objectives including community involvement, community cohesion, and access to goods, services and amenities. There would be no likely impact on all the other sustainability objectives.

#### **2. Fit with Strategic Planning Policies**

**1.441** It would be in line with PPS 1 which advises that development plan policies should take into account the needs of all sections of the community and deliver safe, healthy and attractive places to live, and Policy UR2 of the Regional Spatial Strategy which states that health, education and other social infrastructure must be taken fully into account in development plans.

**1.442** Local Plan Policy CF14 indicates that the Council will permit proposals for new, and improvements to, existing community centres, village halls, youth centres, libraries, nurseries, old people's homes, community health facilities religious buildings and other community facilities.

#### **3. Relationship to "Burnley's Future" and "Ambition Lancashire"**

**1.443** Option 1 will support Strategic Priority 3 in Burnley's Future - People - creating opportunities and sustaining ambition. The improvement of the parish rooms for community use should assist in helping to facilitate community action wherever possible, so that communities can help themselves rather than rely solely on agency interventions.

**1.444** This option would also support the ambition for Cultural Lancashire in Ambition Lancashire, to promote the role of culture in developing welcoming and harmonious communities and celebrating rich and diverse communities, and by supporting and promoting better access to a range of leisure and arts facilities within communities.

#### **4. Relationship with other Plans and Programmes**

**1.445** Option 1 would support the strategic objectives of the Transformational Agenda to

- Change people's life chances, to develop positive outlooks and provide opportunities for a healthy lifestyle as a means to a better quality of life, increased labour market participation, greater productivity and stronger community cohesion.
- Focus on enhancing the quality of environments and urban centres, which will attract a broad section of the population and work force.
- Support individuals and communities to participate in the regeneration of their neighbourhoods, celebrating the past and aspiring to better futures through a shared sense of belonging in East Lancashire.

## **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.446** Option 1 would contribute towards making Piccadilly/Trafalgar a sought after residential location.

## **6. Community and other Stakeholder Support**

**1.447** There were 4 responses to this option, 3 in agreement, none disagreed and there was 1 general comment which was that there would be a need to improve and expand resources to be put into the school to enable use to be made by the community.

## **7. Value for Money and Deliverability**

**1.448** This option would require additional funding to implement the proposals. A fairly new, purpose built community centre (the Vanguard Centre) already serves the neighbourhood and it would not be value for money to provide an additional community centre resource within such a small neighbourhood.

## **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.449** The Heritage Appraisal identifies the school building as an example of unsympathetic change. This proposal would not therefore impact adversely on any features of local historic interest.

## **9. Summary of Option Appraisal**

**1.450** This option would have a positive impact on several sustainability objectives and would support some strategic planning policies, the community strategies and other plans and programmes, but would not offer good value for money as there is a fairly new, purpose built community centre already within the neighbourhood.

## **Option 2 - No changes**

### **1. Sustainability Appraisal**

**1.451** The Sustainability Appraisal identifies that this Option would have no likely impact on all the sustainability objectives.

### **2. Fit with Strategic Planning Policies**

**1.452** This option would not generally support strategic planning policies which promote improvements to community facilities, notably PPS 1 (paragraph 16) and Policy UR2 of the Regional Spatial Strategy.

### **3. Relationship to "Burnley's Future"**

**1.453** Option 2 would not generally support Burnley's Future's Strategic Priorities or the strategic ambitions in Ambition Lancashire.

### **4. Relationship with other Plans and Programmes**

**1.454** Option 2, for no change, would not contribute positively towards the strategic objectives in other plans and programmes.

### **5. Contribution to the Vision for Piccadilly/Trafalgar**

**1.455** Option 2 would not contribute towards making Piccadilly/Trafalgar into a sought after residential location.

### **6. Community and other Stakeholder Support**

**1.456** There were no responses to Option 2.

### **7. Value for money and deliverability**

**1.457** This option would provide better value for money than Option 1 as no additional resources would be required and a community centre already exists in the locality.

### **8. Piccadilly/Trafalgar Heritage Appraisal**

**1.458** The Heritage Appraisal identifies the school building as an example of unsympathetic change.

## **9. Summary of Option Appraisal**

**1.459** This option would have uncertain or no likely impacts on all the sustainability objectives and would not support strategic planning policies or the community strategies or other plans and programmes which promote improvements to local community facilities. There was no community support for this proposal and the option would deliver value for money over the longer term.

### **F PARISH ROOMS PREFERRED OPTION DEVELOPMENT**

**1.460** This proposal received little support in the Issues and Options consultation (only 3 responses were in agreement) and community facilities already exist in the neighbourhood in the form of a fairly new, purpose built community centre at the Vanguard Centre. This proposal has not therefore been taken forward at Preferred Options stage.

