

Blackburn Town Centre Supplementary Planning Document (SPD)

August 2018



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INTRODUCTION

Purpose of the document

This document takes the form of a Supplementary Planning Document ('SPD'). As such it accords with the direction set out in the National Planning Policy Framework (NPPF) and accompanying Planning Practice Guidance.

It specifically adds detail, guidance and clarification to the suite of documents comprising the Blackburn with Darwen Development Plan, where it applies to the Town Centre. This document should be used as a reference point when developing proposals for the Town Centre, and as an SPD, is a material consideration for the determination of planning applications.

It provides a framework to guide development, facilitate positive change and ensure that high quality placemaking is embedded into future development projects within the centre.

It will be used to guide and inform the continuing regeneration of Blackburn Town Centre, ensuring that development proposals that come forward do so within an agreed framework, and that small-scale improvements are linked to an over-arching area strategy.

The SPD will guide regeneration in a way that:

- Supports the economic development of the town centre;
- links the different parts of the town centre;
- enables walking, cycling and inclusive access throughout the area;
- respects the heritage of the historic core; and
- strengthens local communities.

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Facilitate positive change & ensure that high quality placemaking is embedded into future development projects

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The Study Area

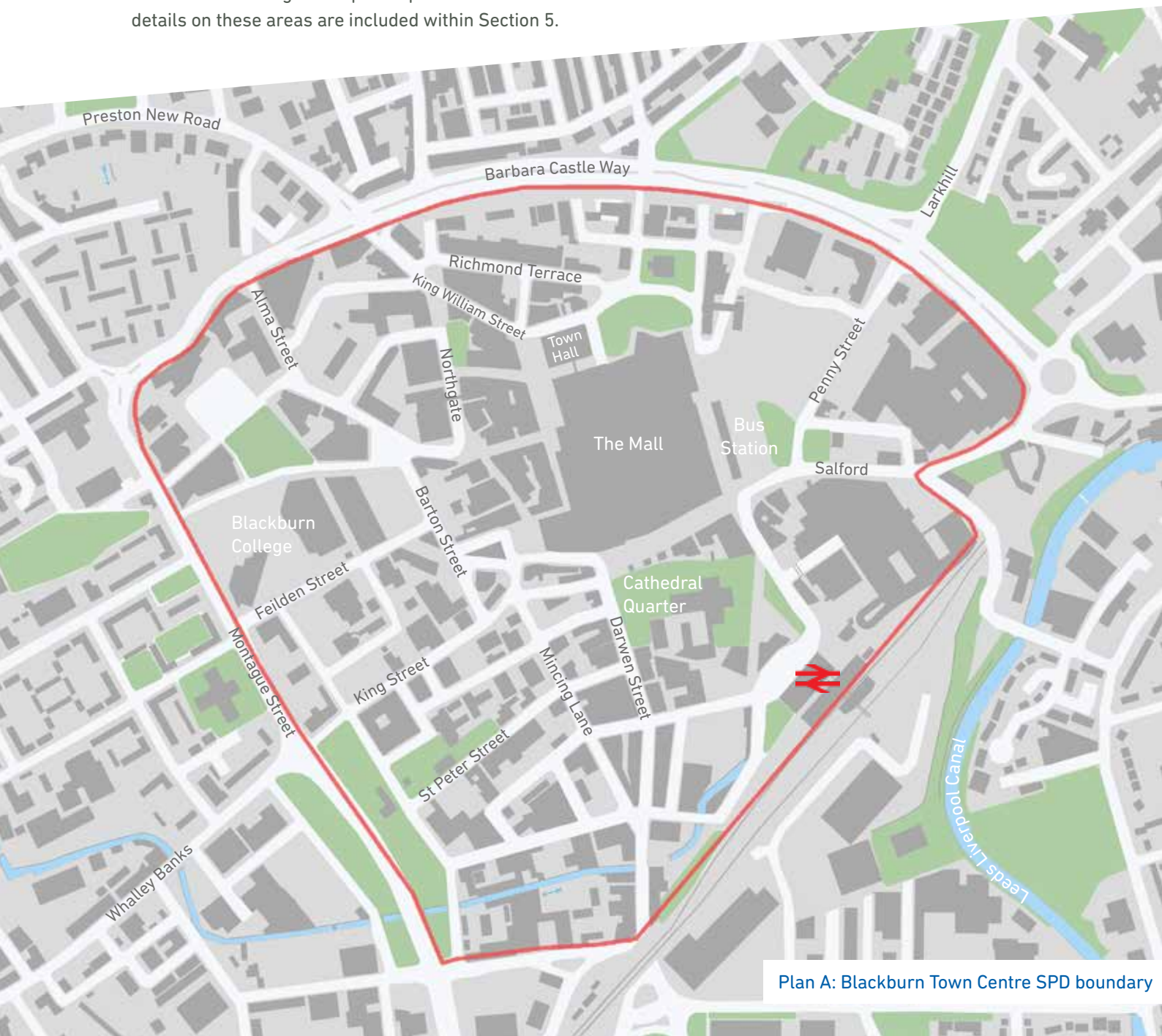
Plan A below identifies the Blackburn Town Centre SPD boundary and is consistent with the borough's Local Plan Part 2 Town Centre boundary.

It includes a number of the town's key assets, notably its retail core, bus and railway stations, numerous listed buildings, Blackburn Cathedral, Blackburn College and a number of conservation areas (see Plan B).

The Town Centre also includes several areas for investment that have been identified within this SPD which offer exciting development potential. Further details on these areas are included within Section 5.

Relationship with Development Plan

The following section sets out the planning policy context relating to Blackburn Town Centre. It provides a summary of the national policy requirements and identifies the key elements of the borough's development plan, in addition to providing an overview of additional documents which are relevant to the town centre.



Plan A: Blackburn Town Centre SPD boundary

National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)

The overarching planning policy document for England is the National Planning Policy Framework (NPPF). At the heart of the NPPF is the principle of sustainability, defined as having three parts: social, economic and environmental. In order to achieve this, the Framework includes twelve core planning principles that require planning to: drive and support sustainable economic development; deliver the homes, business and industrial units, infrastructure, and thriving local places that the country needs; seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings; and encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

Blackburn Town Centre provides a number of key opportunities to achieve these goals. The proposals within the SPD should promote the efficient use of land by recycling brownfield sites and reusing heritage buildings, therefore contributing towards achieving the highest standard of sustainability. With the requirements of the NPPF firmly in mind, the SPD has been designed to help ensure that the Town Centre makes a strong contribution towards the new homes and employment space that the Borough needs.



The NPPF identifies town centres as “the heart of their communities” and require authorities to pursue policies to support their viability, vitality and growth. It states that main town centre uses should be located in centres as the first priority.

It also places considerable importance on securing high quality design, recognising that good design is a key aspect of sustainable development and should contribute positively to making places better for people.

The national Planning Practice Guidance (PPG) provides further guidance on securing the vitality of town centres. It highlights that local planning authorities should plan positively, to support town centres to generate local employment, promote beneficial competition within and between town centres, and create attractive, diverse places where people want to live, visit and work.

It also reinforces the NPPF’s aim of ensuring high standards of design in new development. The PPG emphasises the importance of successfully integrating development with its surrounding context and encourages new development to be distinctive, respond to natural features and locally distinctive patterns of development, incorporate attractive and well- connected permeable street networks and integrate a system of easily accessible open and green spaces.

Local development plan

The Council’s Local Plan consists of the Core Strategy (Local Plan Part 1) and the Local Plan Part 2: Site Allocations and Development Management Policies which contains the borough’s land allocations and development management policies. Policies within the Local Plan will be a material consideration in the review of all planning applications.

Core Strategy (Local Plan Part 1) (adopted January 2011)

This sets the strategic framework for planning and development in the borough to 2026 and includes a suite of thematic, spatial policies including land supply for business development/quantity, quality and mix of housing/provision of public facilities/protecting and enhancing the environment/place making and access to jobs and services.

The Blackburn Town Centre SPD seeks to deliver a number of the Core Strategy’s key objectives including to:

- widen the range of activities taking place in the Borough’s town centres;
- ensure that local people benefit from economic growth and have sustainable access to services and facilities;
- create conditions allowing a change in emphasis to a higher-wage, higher-skill economy, while continuing to

support traditional industries;

- secure the regeneration of redundant sites/buildings and promote redevelopment of sites/uses that detract from local amenity;
- improve the quality of the local environment and the Borough's physical setting; and
- promote development of mixed communities.

The Borough's Core Strategy can be accessed at: www.blackburn.gov.uk/Pages/Core-Strategy-.aspx

Local Plan Part 2: Site Allocations and Development Management Policies (adopted December 2015)

The Local Plan Part 2 supplements the development strategy contained within the Core Strategy and supports its delivery by identifying strategic land allocations for a range of uses including housing, employment and green infrastructure, and a suite of development management policies that will apply to every development proposal that requires planning permission.

The Local Plan's key objective in relation to Blackburn Town Centre is to maintain progress and increase its competitiveness, and to broaden its function beyond a traditional shopping focus, while managing any negative pressures that such change may bring.

It identifies a number of priorities and key parameters to enable this to happen, whilst retaining sufficient flexibility for the market to bring forward solutions:

- Strengthening and focusing the shopping offer;
- Expanding the role of the town centre;
- Protecting and enhancing the leisure offer and developing an evening economy;
- Establishing a vibrant town centre residential population which appeals to a wide range of people including families and young professionals.

These priorities are discussed in more detail in Section 3.

The Local Plan Part 2 can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/Local%20Plan%20Part%202%20-%20Adoption%20Version%20Dec%202015.pdf

Together these policies have been the starting point for the SPD and it has been produced to be in conformity with the rest of the Development Plan. The SPD should therefore be considered as providing an extra layer of 'interpretive clarification' over and above the policies contained within the wider Plan.



Supporting planning guidance

In addition to the policies listed above, there are also a number of adopted Council documents which

relevant to this Town Centre SPD and which should be read alongside it:

Borough Design Guide SPD

This document outlines a series of principles for securing high quality urban design and provides general guidance to promote better design on individual sites/ developments. It seeks to raise awareness of good design and encourages an innovative design-led approach to development.

The document can be accessed at:

<http://www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Borough%20Wide%20Design%20Guide%20SPD.pdf>

Green Infrastructure & Ecological Networks SPD

The aim of this SPD is to help applicants and developers ensure that proposals for development make the most of opportunities to improve existing and create new green infrastructure and ecological networks throughout the borough.

The SPD can be accessed at:

www.blackburn.gov.uk/Lists/DownloadableDocuments/Green-Infrastructure-and-Ecological-Networks-SPD.pdf

Blackburn Cathedral Quarter SPD

The Blackburn Cathedral Quarter SPD ensures the delivery of imaginative, well designed, and sustainable mixed use development of this town

centre site, which is sensitive to the unique setting of Blackburn Cathedral.

The SPD communicates the Council's aspirations for the area and will provide an efficient and transparent tool that offers clarity for the Council, developers, stakeholders and the people of Blackburn.

It identifies key development opportunities and provides a design framework for the determination of future planning applications within the area.

The SPD can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Cathedral-quarter-supplementary-planning-document.pdf

Freckleton Street SPD

This SPD identifies a number of key development opportunities within the Freckleton Street area of Blackburn which is partly located within Blackburn Town Centre. It also acts as an urban design guide for development brought forward within the site boundary. Although adopted a number of years ago, the SPD contains some information that remains relevant.

The document can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Freckleton-street-masterplan.pdf

Blackburn Town Centre Public Realm Strategy

The Council adopted this document in June 2009 and provides a useful guide to the development of Public Realm within the town centre conservation areas of Blackburn. It can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Public_Real_Strat_Bburn.PDF

Conservation Area Appraisals and Management Plans

These have been prepared on behalf of the Council and set out the historic character of each area helping to ensure development proposals respect their historical context. They can be accessed at: www.blackburn.gov.uk/Pages/Heritage,-conservation-and-archaeology.aspx

Pennine Lancashire Heritage Investment Strategy 2015-2020

This Strategy was produced in collaboration between Pennine Lancashire local authorities, Regenerate Pennine Lancashire and Historic England. It aims to raise the importance of heritage and how it can be used to deliver regeneration and growth.

Both the Cathedral and Northgate Conservation Areas are included in the Strategy as priority projects within Blackburn Town Centre. Eanam Wharf is also included as priority project and is located on the edge of the town centre.

BLACKBURN TOWN CENTRE AT PRESENT

The Centre

Blackburn Town Centre is the main service core of the borough, providing retail, leisure, education, employment, tourism, residential and community facilities for Blackburn with Darwen and Pennine Lancashire (see Plan B).

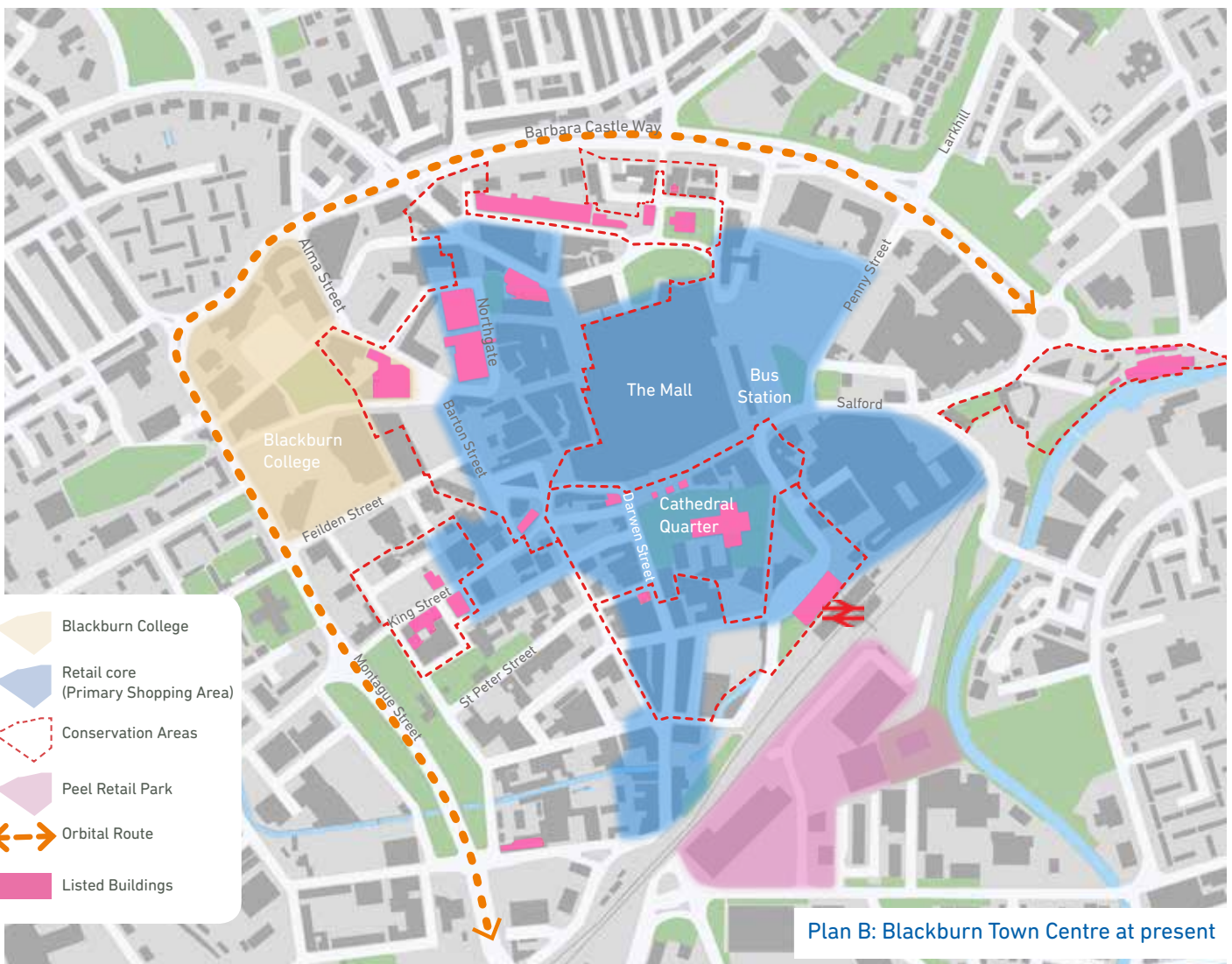
The town centre acts as the location for specialist services such as primary health care, further and higher education, the arts and cultural services. Being at the heart of local and sub-regional communications networks of bus and rail services and lying within walking distance of many local residential areas, it is readily accessible by all sections of the community.

Blackburn town centre has an attractive historic core comprising six Conservation Areas with a number of listed buildings. The main focal building is the Cathedral whose spire dominates views from around.

Research has indicated that Blackburn town centre has a number of user groups including shoppers, workers, students and leisure users, and its catchment is growing. Current retail performance in the town centre is good. The Mall shopping centre attracts around 250,000 visitors per week and the wider town centre attracts footfall in the region of 450,000 people per week.

The town centre has a residential catchment approaching 300,000 in addition to circa 17,000 workers who are based in the town and 71,000 in the borough. There are 15,000 students, and visitor numbers are in the region of 4 million per annum.

As such, the town has a requirement to deliver for all customer groups in terms of offer, retail mix and overall experience.



Plan B: Blackburn Town Centre at present

Town Centre Investment

Blackburn town centre has seen transformational regeneration and development over the last 15 years. Kick started by a major public realm improvement programme, the town has continued to attract unprecedented investment and development despite the economic downturn and national trends of town centre decline.

The £66 million redevelopment of the Mall shopping centre in 2011 created an additional 100,000 sqft of retail space and brought new retailers to the town centre including Primark, H&M, Next, Costa and Clarks. Investment has continued in the Mall with a further £3.5 million development on Ainsworth Street creating 4 further retail units and attracting Pure Gym. This improved offer has resulted in increased footfall year on year.

The £30 million Cathedral Quarter Development has been achieved through a strong partnership between the Cathedral, the Council and Maple Grove Developments delivering the vision to create a high quality mixed use scheme around the grade 2* listed Cathedral of Lancashire. The scheme included residential development for clergy, the first for over 600 years, as well as a town centre Premier Inn hotel, grade A office space, new restaurants and cafés including Café Northcote, part of the Michelin starred Northcote Leisure Group, and a new public space and gardens.

Investment in transport has been significant with the £40 million Pennine Reach project providing a new £6 million Bus Station in the town centre in addition to improvements in roads and traffic management by bus and car. Continued highways investment has also seen the competition of the town's Orbital Route with construction of the £12 million Wainwright Bridge and Wainwright Way.

Blackburn College has expanded both its FE and HE offer following the completion of a £90 million masterplan with 15,000 students now studying in town. The College and the Council pooled resources and developed the new £13.5 million Sports and Leisure Centre on the College Campus in 2015 which is open to both public and students.

To complement continued physical regeneration in the town centre, Blackburn Business Improvement District (BID) was established in 2014. Blackburn BID is a partnership between local businesses, Blackburn with Darwen Borough Council and other town centre stakeholders such as Blackburn College, Cathedral and The Mall. With the potential to raise £1.5 million over 5 years via a 1% levy on business rates, the BID developed a delivery strategy based around the themes of marketing and events, safe and secure, cleaner and greener, attract and support business. Together, the partners have recently secured a number of awards including Great British High Street of the Year, Britain in Bloom and RICS Commercial Office Space of the Year.



A VISION FOR BLACKBURN TOWN CENTRE

The vision for Blackburn Town Centre is of a family friendly town that is successfully meeting the varied local needs of the diverse local community of Blackburn, the Borough and wider sub region.

This will involve investing in the town centre to ensure local shopping, cultural, leisure, employment and housing needs are met. It will be achieved by improving accessibility to the town for everyone, encouraging good quality housing in the Town

Centre, continuing to invest in its core attractions and promoting a diverse range of day and evening time activities in Blackburn that will ensure it is a safe, attractive, vibrant and enjoyable place to be.

“ The vision for Blackburn Town Centre is of a family friendly town that is successfully meeting the varied local needs of the diverse local community of Blackburn, the Borough and wider sub region. ”



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Strategic Objectives

In order to contribute to the vision and the social well-being of the Town Centre, four strategic

objectives (as set out in Local Plan Part 2 Policy 26) will frame future improvements to the Town Centre. These are:

Strengthening and focusing the shopping offer

In particular, through providing additional convenience retail floorspace and modern, flexible comparison retail floorspace, including the recycling and redevelopment of older floorspace, within the Primary Shopping Area (as identified on Plan C, page 24). Future development should build on the investment already stimulated by The Mall and should not compete against it.



Expanding the role of the town centre

Focusing new commercial development in the town centre, with the provision of new office space; the refurbishment of outdated office space; the conversion/redevelopment of surplus office accommodation to other uses; and provision of hotel accommodation, proposals which deliver supporting community services such as health and education.



Protecting and enhancing the leisure offer and developing an evening economy

Developing cultural and entertainment facilities, including art galleries, theatres, music and concert venues, halls, cinemas and gymnasiums, particularly in the defined Northgate Quarter of Blackburn town centre; and providing restaurants and cafes involving the sale of food for consumption on the premises, particularly in the defined Northgate and Cathedral Quarters of Blackburn Town Centre.



Establishing a vibrant town centre residential population

Residential development which is likely to make a positive contribution to the vitality and viability of the town centre by virtue of the following characteristics:

- A location close to key town centre uses, particularly leisure and cultural uses;
- Accommodation including private outdoor space (unless the desirability of providing this is outweighed by other planning considerations); and
- As a minimum, accommodation meeting the Council's adopted space standards for apartment development.

Within the Town Centre boundary, planning permission will be granted for development involving main town centre uses, either as stand-alone uses or as part of a mixed use project, when contributing to one or more of these objectives.



The following sections identify the main interventions required to ensure the aims and objectives set out above are realised.

TOWN CENTRE ASPIRATIONS

Strengthening the fabric of the town through improvements to connectivity, gateways and public realm will provide a framework within which sites can be brought forward for regeneration, encouraging investment that leads to increased activity and movement within the town, and in turn leads to economic renewal.

Future development proposals that are brought forward for sites within the Town Centre boundary should respect the framework and key principles set out in this document, allowing the whole to become greater than the sum of its parts.

Improving connectivity

The town centre has changed dramatically during the last decade and with it the needs of businesses, motorists, pedestrians and cyclists. In order to support redevelopment and growth the Council has invested significantly in transport infrastructure and services. Since the Council published the previous Town Centre Strategy in 2010 we have delivered:

- A key section of the Blackburn Town Centre Orbital Route with the new Wainwright Way link;
- A new bus station on Ainsworth Street in the heart of the Town's shopping area;
- The £40m Pennine Reach project which has significantly improved public transport infrastructure and services to the Town Centre;
- A new interchange for buses outside Blackburn Railway Station complete with realtime screens, smart ticket vending and journey planning;
- Improved public realm for pedestrians and cyclists in the Town Centre between Salford and Darwen Street.

A number of development sites have also become available which will require suitable access and parking provision in the future. Future growth of the town centre will lead to an increased demand in travel and movement across the town. The main aim of the town centre movement strategy will be to promote more sustainable transport options, improve public transport routes with a more efficient road network and improve access to the town centre car parks, businesses and employment sites.

In order to cope with projected increased demands for travel and movement into and across the town centre, a balanced strategy of promoting sustainable transport options, a more efficient



road network with improved access to town centre car parks and employment sites and improved public transport route options will be pursued and delivered. The strategy has the following key aims:

- To promote pedestrian, cycling and public transport accessibility;
- To improve access to car parks for visitors and shoppers; and
- To support the further development of the town centre and enable it to grow.



New green links and walking/cycling routes

One of the main opportunities to improve the connectivity of the town is to ensure the town centre is connected with its surroundings. This can be achieved through creating new links and signage and improving the visibility of key attractions in the centre to make it easier to access and use.

There are several important key routes across Blackburn Town Centre including the links/routes along:

- Ainsworth Street/Victoria Street and Preston New Road towards the communities immediately beyond the Town Centre boundary in the Whalley Range District Centre;
- King Street;
- Montague Street/Nab Lane;
- Railway Road/Darwen Street to the Peel Retail and Leisure Park; and
- Eanam.

These all provide new opportunities to create green links and walking routes, connecting the town centre, new development sites and surrounding green infrastructure assets such as Corporation Park.

Development proposals along these routes should seek to contribute towards their successful delivery. This might take the form of a contribution towards improving wayfinding across a proposed route, or might include careful design or orientation of buildings to maximise opportunities to access routes.

Consultation with the Council will help define how development proposals might best contribute towards these routes.

There are also weak pedestrian and cycle links to the residential areas surrounding the town centre and to other key attractions such as Whalley Range, Peel Retail and Leisure Park and Blackburn College. The aim will be to promote improvements to existing links and the creation of new links to create a more walkable and legible town with sustainable cycle routes.

Where appropriate, new development within the town centre should aim to promote linkages from/to the centre from the canal.

The Weavers Wheel which is part of the East Lancashire strategic cycle network is now complete and will help to improve cycle accessibility within, around and to the town centre. The works have supported the ongoing delivery of a fully signed regional cycle network, enabling residents and visitors to undertake more and safer trips by bike to employment, training, education and / or for leisure.

By improving and connecting existing under-utilised sections of the borough's cycle network with new cycling infrastructure, an outer 'wheel' has been created which will encircle the town of Blackburn, with 'spokes' improving access into the centre.

More information on the network can be found at: www.bwdconnect.org.uk/travelchoices/cycling/weavers-wheel/



Victoria Street/Barbara Castle Way: Fabric Borders

The Council has recently been successful in securing funding from Central Government's National Productivity Investment Fund (NPIF) to deliver the Fabric Borders. The project will reconfigure vehicular and pedestrian routes in the Victoria Street/Barbara Castle Way area of Blackburn Town Centre. Core objectives are to remove vehicular congestion and conflicts and to improve movement and access to significant new development sites.

Congestion and access issues which are currently restricting economic activity and local productivity in the inner urban area and Town Centre will be tackled by the £2.9m scheme.

A series of transport improvement are proposed which will benefit a number of areas within the town centre:

- Northgate opened to two-way through traffic to improve access to King Georges Hall and Blackburn Cinema development
- New direct access from Barbara Castle Way onto Tontine Street (one way direction changed) to provide easier access to local businesses and King Georges Hall
- Victoria Street changed to in-only with additional on-street parking created
- A new link road constructed at Richmond Hill for direct egress onto Barbara Castle Way from the Mall
- Richmond Terrace opened up at the Victoria Street end
- New and significantly improved pedestrian facilities across Barbara Castle Way to aid crossing movements between Whalley Range and the Town Centre
- Additional on street car parking created at Sudell Cross and Richmond Terrace

Importantly, it will open up access to development sites within the town centre.

Improving pedestrian access into the Town Centre will also support our leisure, cultural and evening economy.

Further economic activity will be generated from the investment expected from private sector owners – who will reutilise their derelict sites and vacant premises – turning their remote and isolated business and retail space into a thriving, accessible and well-connected town centre hub.

The increase in economic activity and trading in the neighbourhood will be supported by improving legibility of the local network of footpaths and routes. Reorientation of traffic at Victoria Street allows this key route to be used as a main artery feeding pedestrians into the town centre and the adjoining streets.

A low cost/high impact public realm treatment for key gateways and nodes will redefine the function and use of the historic streets with private

businesses encouraged to make better use of external space and squares.

For those wanting to access King Georges Hall or the new multi-screen cinema on the former Waves site, a number of key routes through the Northgate Conservation Area (for vehicles and pedestrians) will be maintained and improved, which will make it easier and more attractive as a destination.

The project will be delivered by March 2020. Further information can be accessed at: www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx



Improving the Public Realm & Greenspace

Landscape, public realm and wayfinding are each critical factors in achieving a successfully functioning Town Centre.

Well-designed landscape and public realm, with complementary wayfinding improvements provide a significantly improved pedestrian experience, helping to encourage connectivity and provide new opportunities for Town Centre users to engage with different parts of the centre. It creates an attractive environment in which people will want to spend time and gives confidence to investors and businesses.

The Council embarked on a Public Realm Strategy in 2002 to support and help encourage private sector investment into the town centre. The award winning Church Street/Darwen Street/Fleming Square was delivered in 2003 followed by public realm improvements to King Street, Sudell Cross, King William Street, Town Hall Square and most recently the Cathedral Square and Gardens.

To complement these improvements, the Council has worked closely with the Blackburn BID to deliver a strong floral and landscaping programme over the last three years which has won both regional and national RHS Britain in Bloom awards.

Public realm improvements planned for the Northgate area at Blakey Moor and the new Jubilee Square, as well as improvements to key access points off Barbara Castle Way will complete the inner core of public realm in the town centre.



In addition, new development coming forward on the former Markets, Thwaites and Wainwright Way investment areas will incorporate improved public realm and green infrastructure improvements to strengthen links across town.

A significant opportunity for the Town Centre will be to improve connectivity and sight lines along key routes and between new key investment areas in addition to improving the quality of public spaces. This will encourage visitors and residents to explore new areas, breathing life back into currently under-utilised parts of the town. This in turn will bring additional benefits, for example encouraging the uptake of vacant units on streets that might have seen a decline in footfall.

This can be achieved through identifying the Town Centre's important assets (such as key destinations, listed buildings and public spaces; see Plan B) and working to understand how these strengths can be best stitched together. This might be through simple interventions such as improvements to the existing public realm, decluttering and improved planting or wayfinding provision.

There are several opportunities throughout the town centre to provide new public spaces for socialising and for activities which would help to enliven the centre of the town. Tree planting, landscaping, improvements to the materials such as new high quality paving and lighting and public art can all make important contributions to the quality of the town centre environment.

All Town Centre development will have a role to play in helping to improve the public realm, for example by contributing towards the provision of green infrastructure within the streetscape, or by delivering improvements to the Weavers Wheel Cycle network, thereby encouraging walking and cycling into and out of the Town Centre via the surrounding green infrastructure network.

There are a number of public realm sites located throughout the centre which offer the opportunity for development proposals to improve their quality and extent. These are located at:

- Victoria Square (adjacent Richmond Terrace);
- Museum Square (Museum Street/Richmond Terrace);
- St John's Church;
- Blakey Moor; and
- Jubilee Square.

New development and other physical changes within Blackburn Town Centre should seek to deliver a high quality built environment which enhances the positive characteristics of the town and complements the existing historic areas. Together these smaller scale and larger scale interventions will help create clear and legible routes between Town Centre assets.

Development proposals should seek to incorporate public realm improvements where practical. The Blackburn Public Realm Strategy from 2009 provides specific guidance on how public realm might provide uplift across the Borough's public spaces, and provides a set of design guidelines. It is expected that all proposals incorporating public realm improvements follow the guidance contained within this document, and use the principles to

ensure that designs are of the highest possible standards.

Landscaping of a site is a critical matter that should be considered early in the development process and that every effort should be made to ensure that areas of paved hardstanding are kept to a minimum, and wherever possible options for SuDs, soft landscaping and permeable surfaces be included to reduce the risk of flooding to both the public sewerage network and any local watercourse system. Consideration should also be given to promoting and incorporating greywater recycling systems.

The adopted Green Infrastructure & Ecological Networks SPD will also be of relevance when bringing sites forward for development.



Gateway Enhancements

Gateways are important to the success of any Town Centre. They are critical to ensuring a sense of arrival, and firmly identify the extent of the Town Centre. There are opportunities to improve all of the key gateways to the Town Centre and such proposals will be supported and encouraged.

The existing approach roads to Blackburn Town Centre are currently lined with a number of underused sites which poorly address the street and create uninspiring gateways into the centre of the town. There are a number of underused or vacant sites on the existing approach roads to Blackburn Town Centre which have a negative impact on the gateways.

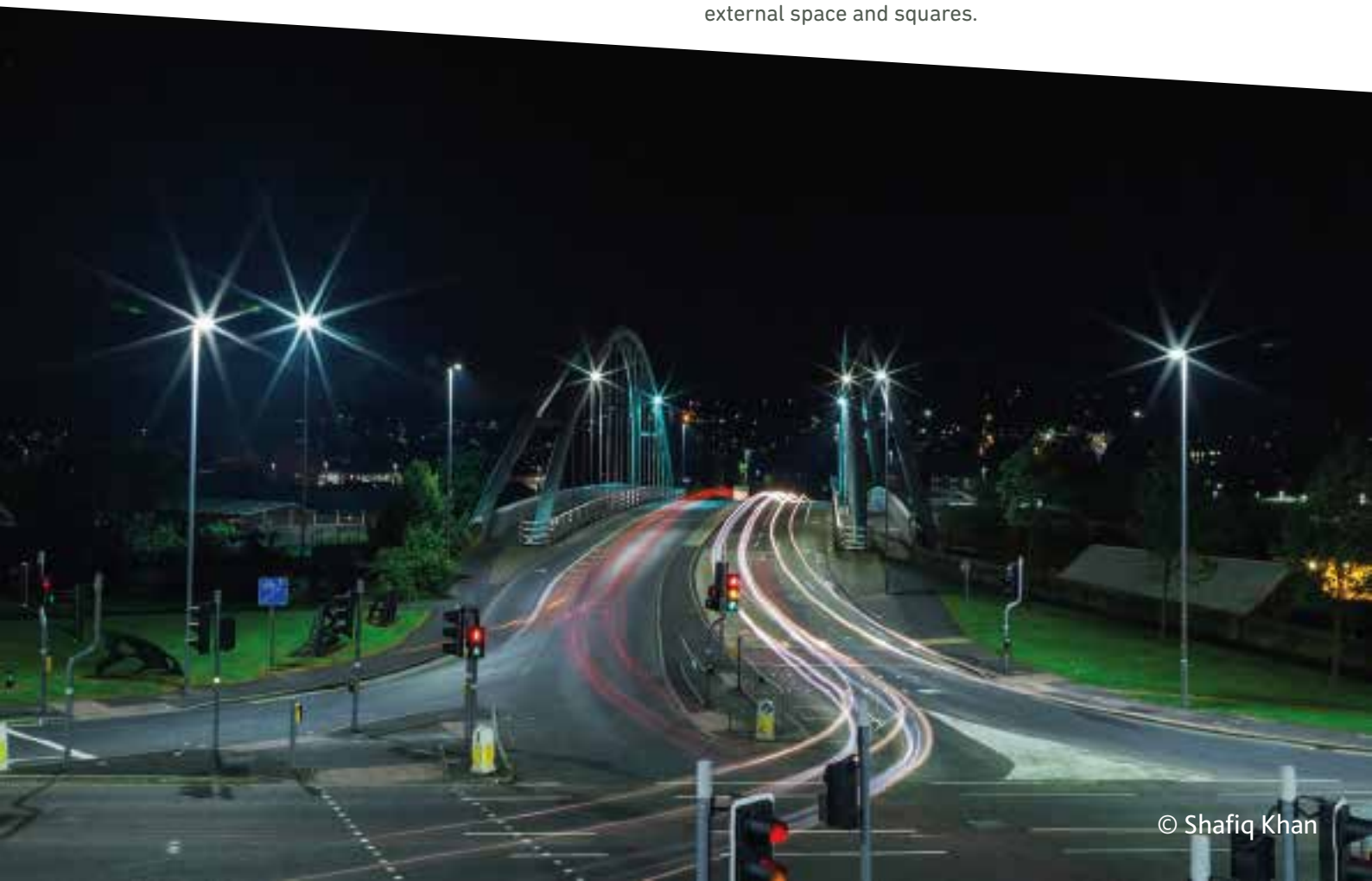
The redevelopment of underused sites along these routes presents an opportunity to create active frontages and provide interest and clear enclosure of the road.

Development proposals should seek to deliver enhancements to the identified routes below:

- Preston New Road at junction with Barbara Castle Way;
- Larkhill/Whalley New Road;
- Eanam;
- King Street/Whalley Banks;
- Great Bolton Street/Darwen Street
- Proposed new gateway at Victoria Street at junction with Barbara Castle Way (through Fabric Borders work, linking Whalley Range District Centre with Town Centre);

Proposals should employ high quality design, and contribute strongly towards achieving a 'sense of place'. There may be a role for higher density, larger scale buildings in selective locations provided that they do not represent a loss of amenity to the surrounding uses and contribute towards delivering a strong gateway.

As part of Fabric Borders, a low-cost/high impact public realm treatment will be introduced on Barbara Castle Way, and nodes will redefine the function and use of the historic streets with private businesses encouraged to make better use of external space and squares.



Encouraging high quality development within the town centre

Residential

Encouraging more people to live in the town centre is fundamental to achieving the vision for Blackburn town centre. New residential development will help to increase the overall demand and utilisation of the town centre in general including retail and service provision, and in particular bringing new life into the town centre in the evenings, and increasing utilisation and demand for evening activities including theatres, cinemas, leisure facilities, restaurants and cafes.

Such development in the town centre will be expected to contribute to improving safety and reducing fear of crime by increasing surveillance and general activity in the area.

The aims of new residential development in the town centre will be to:

- Ensure sustainability and viability of existing housing stock;
- Introduce a range of housing types to meet identified needs;
- Provide new housing on a phased basis within mixed use schemes;
- Promote well-designed housing which can improve the quality of open space and enhance townscape character;
- Encourage conversion and re-use of vacant, under occupied properties for housing.

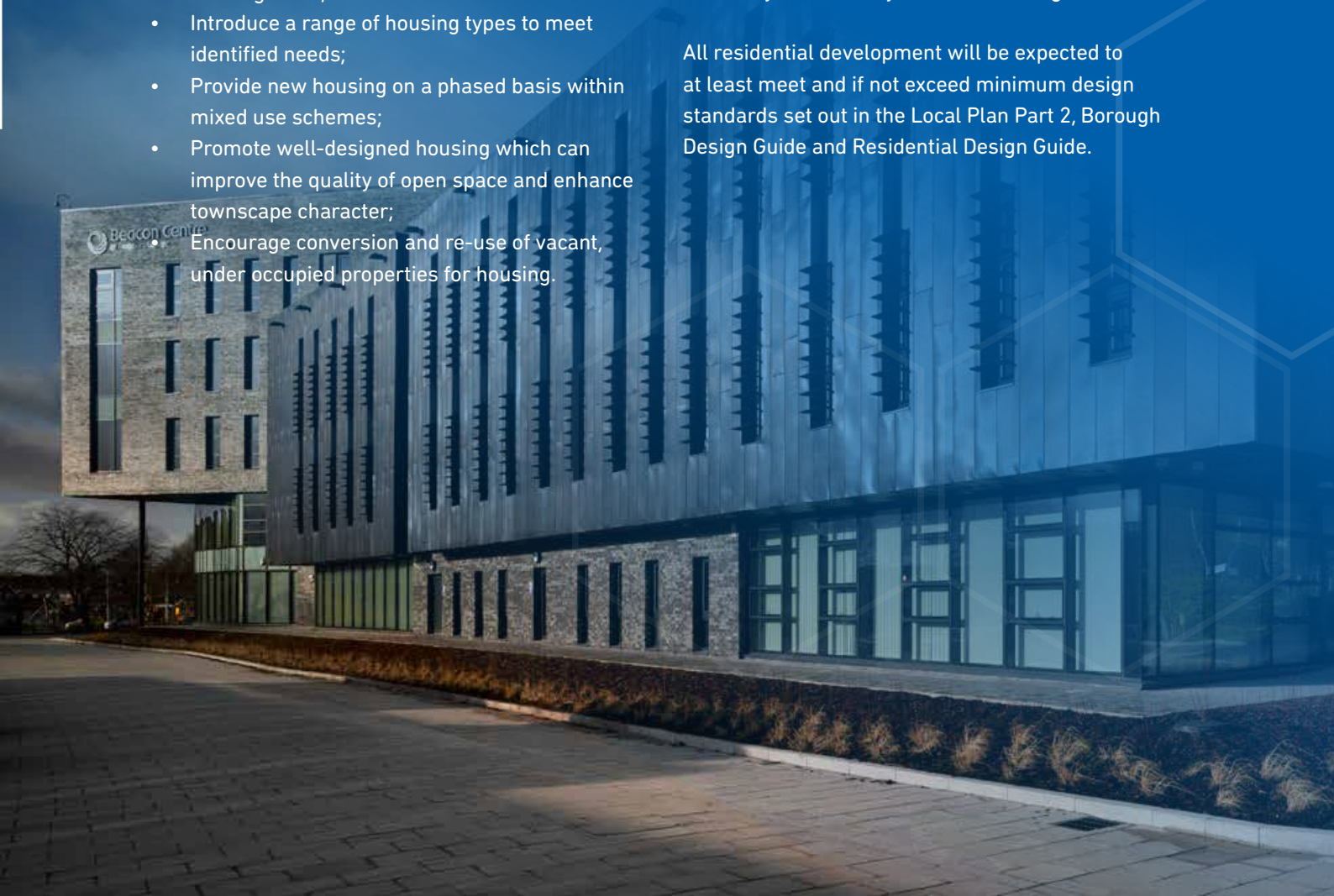
The Council will encourage spacious, accessible and adaptable housing. Residential conversion and sub-divisions should as a minimum meet the Council's adopted space standards which are set out in the Supplementary Planning Document: Houses in Multiple Occupation and Residential Conversions and Sub-Divisions.

www.blackburn.gov.uk/Lists/DownloadableDocuments/SPD-Houses-in-multiple-occupation-and-residential-conversions-sub-divisions.pdf

The aim will be to improve the quality of homes available, increase the proportion of owner occupation and encourage the use of housing products which will enable people, especially first time buyers to access the housing market to achieve a more mixed and balanced community in the centre.

High quality student accommodation will be supported within the Town Centre, but only where it is directly endorsed by Blackburn College.

All residential development will be expected to at least meet and if not exceed minimum design standards set out in the Local Plan Part 2, Borough Design Guide and Residential Design Guide.



Evening Economy

The evening economy offer in Blackburn Town Centre is improving, with a number of restaurants and bars opening over recent years, including the two new restaurants within the Cathedral Quarter – Turtle Bay and Al Mano, and a number of bars opening across the Town Centre, particularly on Northgate and King William Street.

However, the Council recognizes that there is still more to be done in order to ensure that Blackburn Town Centre is a thriving centre beyond the traditional opening hours of retail and commercial businesses and is working hard to continue to improve the offer.

Those who work in Blackburn require more opportunities and encouragement to spend time in the centre after work. Those who live in the borough are often drawn to competing centres that offer greater choice.



Design Principles

The Council's adopted Local Plan Part 2 (Policy 11) and Borough Design Guide include a number of key design principles which should be referred to when bringing any site within the town centre forward for development.

High quality design will be of the utmost importance to achieving the goals and objectives set out in this SPD. A variety of architectural styles, mixture of development and character areas that reflect the quarters of the town and build a strong urban grain in the identified key investment areas, will be crucial to the Town Centre's success.

Proposals should be mindful of positive features of the existing townscape and give particular consideration to heritage assets.

It is recommended that applicants developing proposals pursue a Design Team approach with Council Officers to ensure that proposals fully achieve the objectives of this SPD.

Its content is deliberately not prescriptive regarding design principles, and it is the intention that this flexibility will foster creativity. Applicants for major schemes will be encouraged to voluntarily engage with the independent Design Review services provided by Places Matter. Further information can be found at:

www.designcouncil.org.uk/resources/guide/design-review-principles-and-practice

The development opportunity sites identified within the investment areas would undoubtedly benefit from referral to the Service for critique, helping to ensure the best quality design, thereby maximising the regeneration benefits for the Town Centre.

Northgate Townscape Heritage (TH) area

Northgate is an important historic part of Blackburn town centre with civic and cultural buildings at its heart. Northgate has seen a decline in recent years as a result of retail contraction, however it presents opportunities for independent businesses and new startups due to the proximity of the Mall and low property values

A Northgate Conservation Area Character Appraisal (2009) has been produced which provides a focussed assessment on Northgate's heritage and character and is therefore vital to understanding this specific area. This document can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Character%20Appraisal_Northgate.PDF

It identifies a number of issues within this area which include:

- Unsympathetic development and signage
- Vacant and underused historic buildings
- Vulnerability of key views and vistas
- Inappropriate features and loss of traditional architectural details
- Poor visual connection to the Town Centre
- Inappropriate and inconsistent public realm
- Inadequate maintenance of the public realm



A Blackburn Town Centre Conservation Area Management Plan (2009) has also been produced which helps to ensure that all development proposals in or adjacent to Blackburn Town Centre conservation areas are well considered, of high quality and have regard to their historical context.

This document can be accessed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Mgmt_Plan_Bburn.PDF

Key buildings in the area include King Georges Hall, Blakey Moor Terrace, magistrates Court, Blakey Moor College building and Blackburn College's Victoria building.

A £3m Blackburn with Darwen Council project will bring major improvements to buildings in the Northgate, Blakey Moor and Lord Street West area, helping to reinvigorate and bring new businesses into this historic area. The area was identified as presenting a valuable opportunity for improvements due to its cluster of independent businesses, high footfall and development sites.

Significant public realm and redevelopment of the Blakey Moor Terrace as part of the works which includes improved public realm flanked by key buildings of historic architectural interest from a thoroughfare to a new destination for Blackburn – the proposed works aim to reconnect King Georges Hall with Blakey Moor Terrace.

Enhancement works will support bespoke coffee shops and independent retailers, as well as the King Georges Hall theatre. Opportunities for restaurants to spill out from Blakey Moor Terrace and Northgate will activate these frontages and reinvigorate the night time economy to form a cultural quarter benefiting from some of Blackburn's best architectural assets.

The Council is proactively supporting businesses in the area through rate incentives to encourage food and beverage operators and independent retailers to locate in the area and to support the change of use of existing premises.





TOWN CENTRE ASPIRATIONS

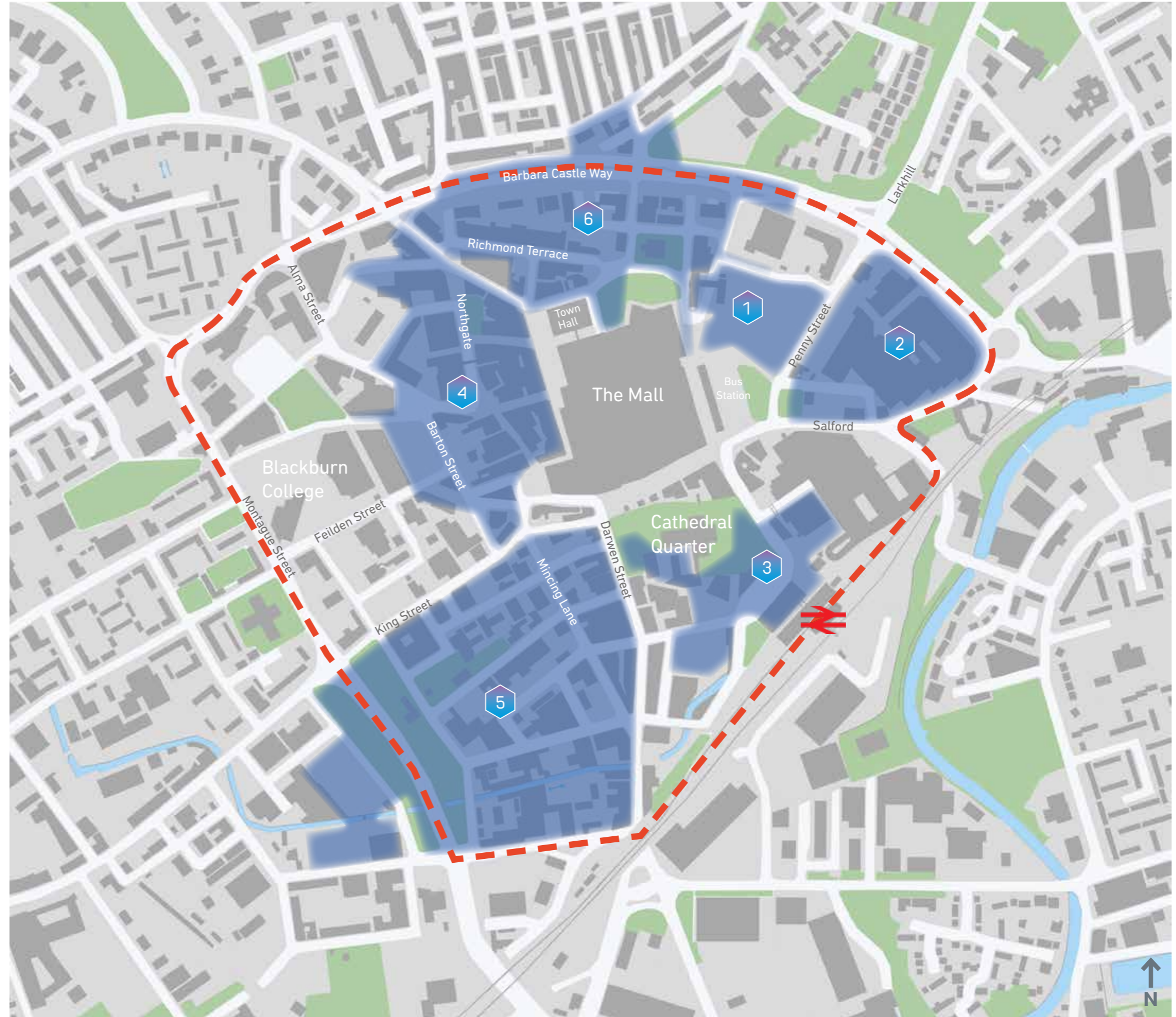
The following section identifies a number of investment areas within the town centre (see Plan C). Whilst the SPD would not wish to be prescriptive to the point where it may stifle innovation, it identifies the Council's preferred uses for each area. The acceptability of other use classes will be determined on a case-by case basis and judged on the conformity of the proposal's contribution to achieving the overall vision of the SPD.

In addition, the Council has set out a number of design principles which must be addressed as part of development proposals within the investment areas. More general design requirements are set out in Local Plan Part 2 (specifically Policy 11), Borough Design Guide SPD and Blackburn Town Centre Public Realm Strategy.

The key investment areas within Blackburn Town Centre are:

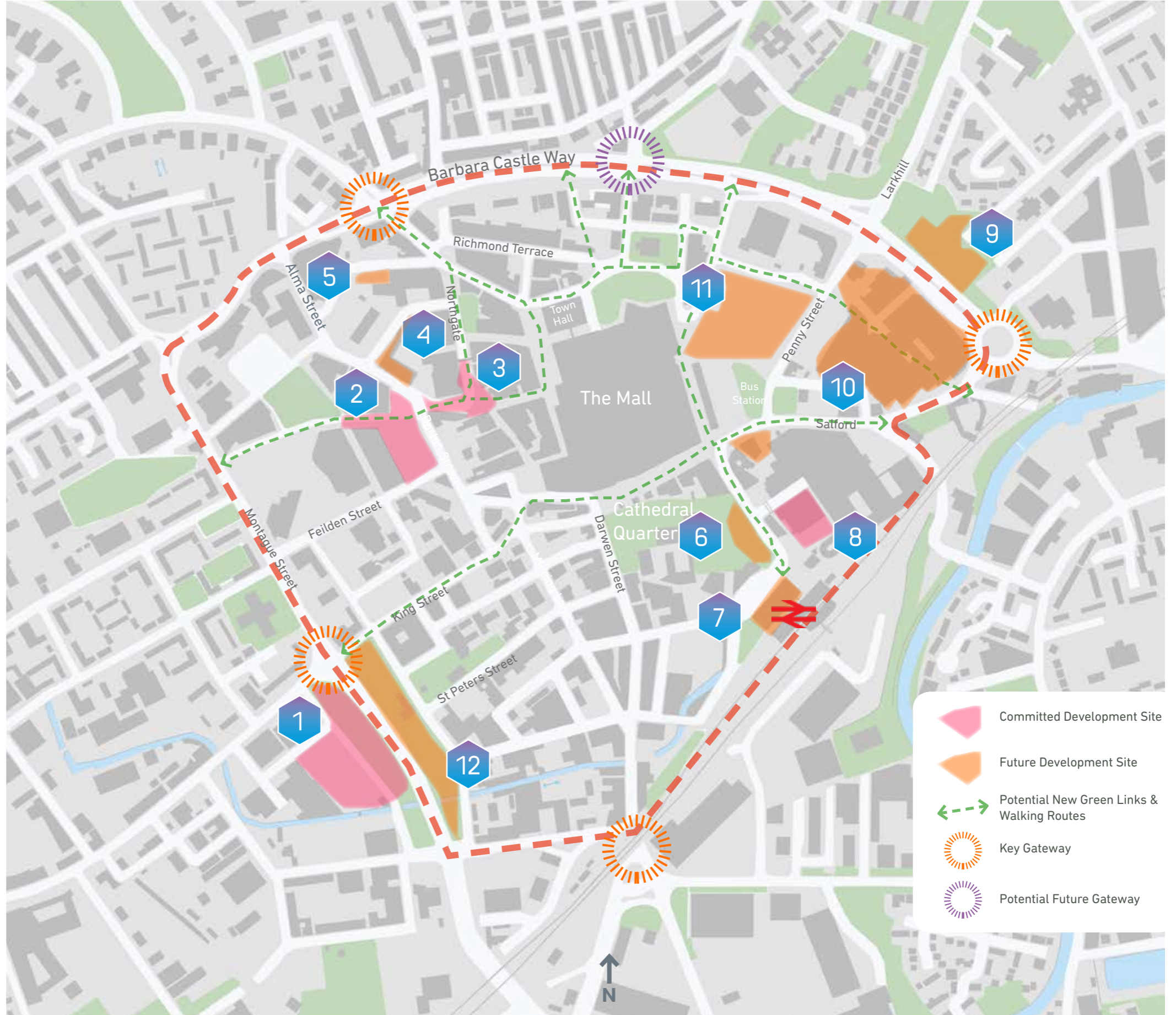
1. Former Markets site
2. Former Thwaites site & surrounds
3. Cathedral Quarter & surrounds
4. Northgate & surrounds
5. Wainwright Way & surrounds
6. Victoria Street/Barbara Castle Way: Fabric Borders

Plan D overleaf provides an overview of the development proposals currently progressing within the town centre



Plan C: Blackburn Town Centre Investment Areas

- 1 New Home Bargains Store due to be completed late 2019
- 2 New REEL Cinema & Jubilee Sq Public Realm commences Summer 2018 due to be completed by Easter 2020
- 3 Northgate THI Public Realm Improvements commences late summer 2018
- 4 Blakey Moor Building Future Development Site
- 5 Simmons Street Future Development Site
- 6 Cathedral Quarter Phase 2 Planning Application expected late 2018
- 7 Blackburn Railway Station - Potential future investment opportunity
- 8 Newspaper House - 68 apartments due for completion in 2018
- 9 Former Larkhill Health Centre - Future development opportunity
- 10 Former Thwaites Brewery Site - Future development opportunity
- 11 Former Markets Site - Future development opportunity
- 12 Wainright Way - Future development opportunity



-  Committed Development Site
-  Future Development Site
-  Potential New Green Links & Walking Routes
-  Key Gateway
-  Potential Future Gateway

INVESTMENT AREA 1: FORMER MARKETS SITES

The Site

- This development site represents one of the main opportunities in the town centre to create new retail and commercial floorspace at scale, linking to the Thwaites development site;
- Prominent site in north eastern part of town centre with favourable links to bus and railways stations, Cathedral and the Mall;
- 1.6 hectares comprising part of former Markets site and demolished Exchange building;
- The site is located within the Primary Shopping Area;
- Majority of the site is in Council ownership.
- The site is located within Flood Zone 2 and as a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- There is an opportunity to bring Investment Areas 1 & 2 (Thwaites site & surrounds) forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2 which is located outside this boundary.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

Key Design Principles

- A development accommodating a mix of uses would be strongly encouraged to support vitality and visual interest across the development.
- Finishing off and making sense of the public space at the top of Ainsworth Street. This is the development that will define and enclose the space, therefore attention needed to building position and massing, height, uses and openings at ground floor level, views, and the design of the public realm itself;
- Permeability between the town centre core and the former Markets development itself;
- Opportunity to enhance the public realm and create a visual and physical link to the Mall and bus station.
- Potential opportunity for higher density and larger scale buildings.

Preferred Uses (all subject to planning permission)

- Retail (Use Class A1);
- Residential (Use Class C3);
- Offices (Use Class B1)
- Assembly & Leisure (Use Class D2);
- Restaurant & Café (Use Class A3);
- Pubs & Bars (Use Class A4).



INVESTMENT AREA 2: THWAITES SITE & SURROUNDS

The Site

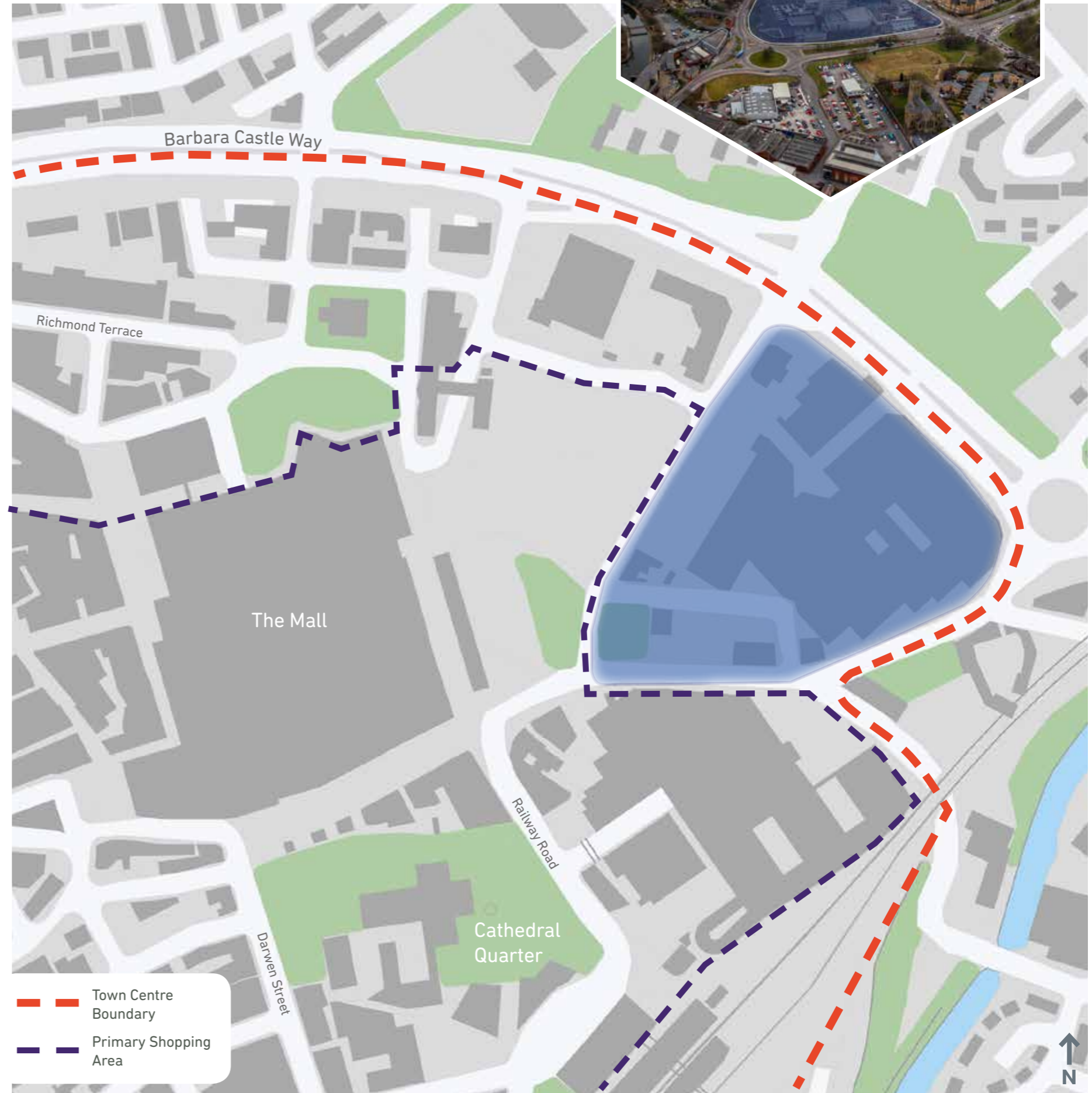
- 3 hectare, prominent gateway site in north eastern part of town centre with favourable links to bus and railways station, Cathedral and the Mall;
- Eanam Conservation Area is located to the east of the site and is an important and characterful area which, if considered carefully, could add to the overall placemaking potential of the area.
- There is an opportunity to bring Investment Areas 1 (Former Markets Site) & 2 forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2 which is located outside this boundary.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

Key Design Principles

- The site represents an opportunity to create a modern, unique and high quality development on a prominent site in the north east of the town centre. The site benefits from being close to the new modern design of the bus station and being a northern gateway to the town centre;
- A development accommodating a mix of uses would be strongly encouraged to support vitality and visual interest across the development;
- High quality residential development will be supported on the site;
- Permeability between the town centre core, former markets site, the Thwaites development itself, and Eanam Wharf;
- Encourage a frontage along Barbara Castle Way, particularly at the eastern roundabout with Eanam;
- Potential opportunity for higher density and larger scale buildings.

Preferred Uses (all subject to planning permission)

- Residential (Use Class C3);
- Assembly & Leisure (Use Class D2);
- Restaurant & Café (Use Class A3);
- Pubs & Bars (Use Class A4);
- Employment uses (Use classes B1, B2 & B8).



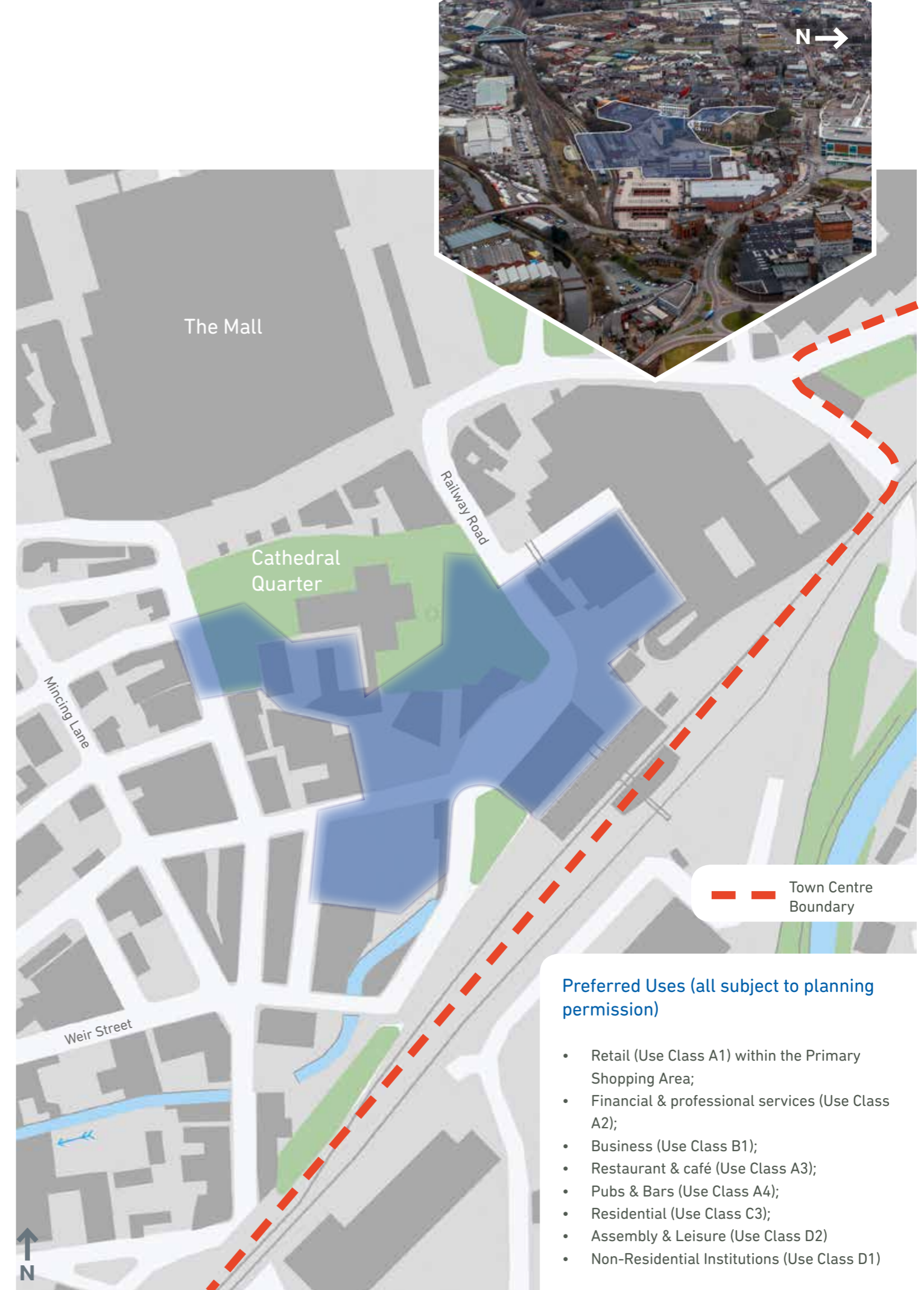
INVESTMENT AREA 3: CATHEDRAL QUARTER & SURROUNDS

The Site

- The site's northern boundary is defined by Church Street beyond which lies the town's main retail core and bus station. The southern and western boundaries of the area are formed by George Street and Darwen Street, whilst to the east the site is bounded by the railway line and Blackburn Railway Station. Area therefore functions as a strategic public transport hub, serving as an important southern gateway to the town;
- Opportunity to build on success of Office One, hotel and associated uses to further grow the Cathedral Quarter as modern high grade professional services quarter;
- Remaining development opportunities are centred on Office Two and associated uses on this plot;
- A development accommodating a mix of uses would be preferable to encourage vitality, visual interest across the development and activity throughout the day and into the evening;
- Cathedral Quarter SPD adopted by the Council sets out development opportunities in the area and provides a design framework for determining planning applications in the area. This can be viewed at www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DLCathedral-quarter-supplementary-planningdocument.pdf;
- Located within the Cathedral and Darwen Street conservation areas.
- Part of the site is within Flood Zone 2 and the southern boundary extends into Flood Zone 3. As a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- Several development opportunities available within the railway station building The Council is currently working with Network Rail and Northern on a masterplan scheme to help facilitate development within the station.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

Key Design Principles

- New development should contribute positively to the established character of the quarter, as well as the standard of contemporary design. Proposals will be expected to be sensitive to the traditional qualities of this historic location, but they should also be a true representation of 21st Century design;
- Buildings should not be set back from the pavement edge and should front on to and be directly accessible from streets and public areas. Where buildings face a number of frontages, facades should address each public edge, particularly in the case of the Cathedral Precinct and Church Street/Darwen Street;
- Conservation Area Character Appraisals and development guides for the Cathedral & Darwen Street conservation areas sets out key issues, threats, opportunities and urban design guidance for the area and should be used to guide development in the area, in addition to the Public Realm Strategy;
- Any proposals for new development should protect the key views, vistas and glimpses of the Cathedral and preserve its setting. There is significant potential to enhance these views by better enclosing and framing the Cathedral with well proportioned, scaled and positioned buildings.



INVESTMENT AREA 4: NORTHGATE & SURROUNDS

The Site

- Prominent site within Northgate Conservation Area opposite Blackburn College's Grade II listed Victoria building and opposite the Grade II listed King Georges Hall;
- Former Waves site links the College campus through Blakey Moor to King William Street and the town centre retail core, and enjoys high levels of footfall, particularly through term time. This important heritage area is at the heart of the leisure and cultural quarter and also benefits from proximity to Blackburn Central Library, another important cultural hub which provides daytime footfall through to the evening when King Georges Hall is open;
- £3m joint funded project delivered over the next five years for major improvements to buildings in the area and to encourage new businesses to locate there;
- Opportunities to enhance retail on King William Street and Town Hall Street.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

Key Design Principles

- Development accommodating a mix of uses would be strongly encouraged to provide vitality and visual interest across the development and activity throughout the day and evening;
- Capitalise on proximity of existing high quality iconic and historic buildings;
- Important active frontages such as King Georges Hall, Blakey Moor Terrace and Northgate shopping frontages provide opportunities to create lively and diverse spaces that compliment with the building use;
- Existing vista towards the Technical College to the West retained;
- Café, restaurant and bar spill out provision to populate
- Blakey Moor Terrace and Northgate frontages to encourage evening economy;
- New proposed central area 'Jubilee Square' to provide high quality public realm and associated infrastructure to link the College campus with the Blakey Moor heritage area and new cinema (on former Waves site);
- Introduction of public art within Jubilee Square and enhancing area with soft landscaping;
- New development should create strong corners, use sky line emphasis to provide interest and frame key vistas and landmarks such as the Victoria Building;
- Encourage re-use of Higher, Lower and possibly Middle Cockcroft and enhanced pedestrian linkages.
- Refer to the Northgate Conservation Area Development Guide for further details of design principles recommended for the area www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev_Guide_Northgate.PDF



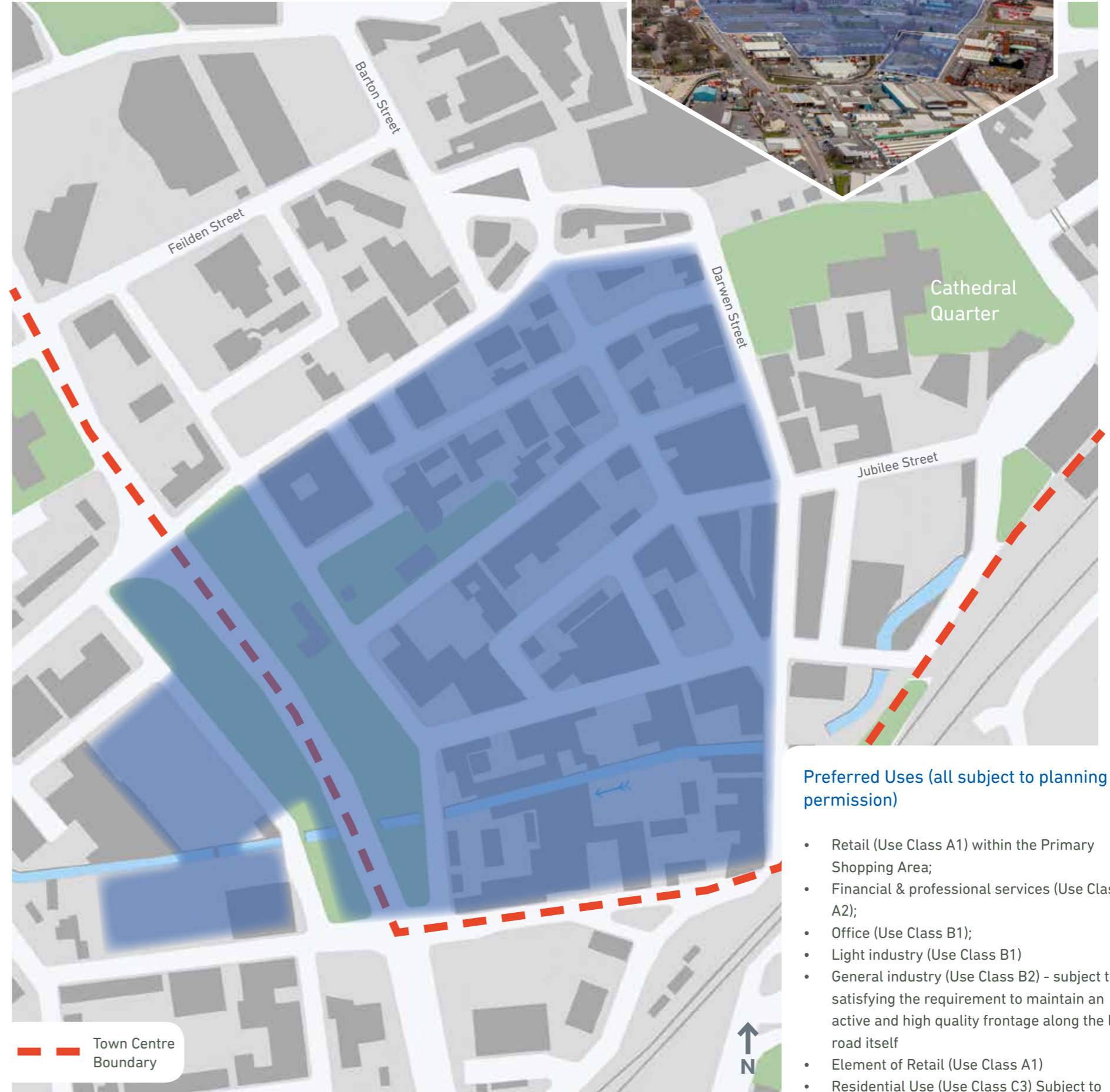
INVESTMENT AREA 5: WAINWRIGHT WAY & SURROUNDS

The Site

- The site represents an opportunity to create a distinctive urban area with high quality iconic buildings to capitalise on the key gateway sites;
- A development accommodating a mix of uses, particularly knowledge-based industries would be strongly encouraged to provide vitality and visual interest;
- The northern plots represent an opportunity to create landmark buildings as well as repair the townscape adjacent to the King Street Conservation Area;
- Freckleton Street Masterplan SPD has been adopted which sets out key development opportunities in the area and design principles for new development.
- The southern part of the site extends into Flood Zones 2 and 3 and as a result there will be a requirement for a sequential approach to developing the site. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- Part of the site is located within the King Street Conservation Area.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

Key Design Principles

- Development accommodating a mix of uses, particularly knowledge based industries would be strongly encouraged to provide vitality and visual interest;
- Buildings should demonstrate a distinctive contemporary architectural style of approximately 3-4 storeys;
- New developments should create strong corners, use sky line emphasis to provide interest and frame key vistas landmarks such as views to the Church Tower, Blackburn Cathedral and the Byrom Street Fire Station Tower;
- Building facades should front streets and spaces, and where appropriate active frontages should form a significant ground floor element of the main road corridor to provide surveillance and visual interest. Entrances should form visible distinctive features directly accessed from public spaces and streets;
- Development should have regard to the adjacent character but should aim to create a new urban area with its own distinctive townscape;
- Existing prevalent building materials in the area are red brick and stone – new development should adopt a similar or compatible palette of materials.
- Refer to the King Street Conservation Area Development Guide for further details of design principles recommended for development proposed within or adjacent to the conservation area www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev_Guide_King_St.PDF



Preferred Uses (all subject to planning permission)

- Retail (Use Class A1) within the Primary Shopping Area;
- Financial & professional services (Use Class A2);
- Office (Use Class B1);
- Light industry (Use Class B1)
- General industry (Use Class B2) - subject to satisfying the requirement to maintain an active and high quality frontage along the link road itself
- Element of Retail (Use Class A1)
- Residential Use (Use Class C3) Subject to Local Plan Policies

INVESTMENT AREA 6: VICTORIA STREET/ BARBARA CASTLE WAY: FABRIC BORDERS

The Site

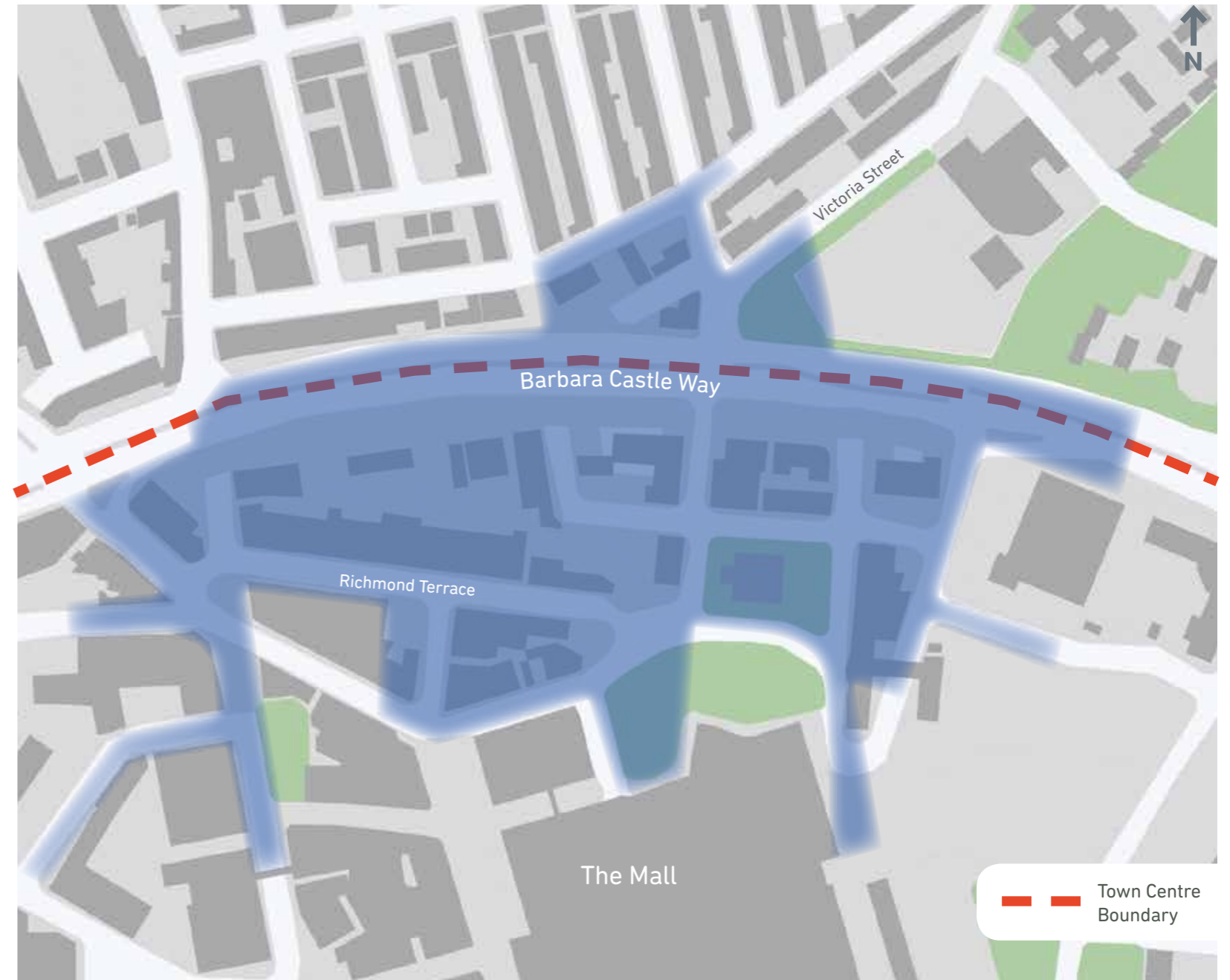
- The northern arc of Barbara Castle Way, Blackburn Town Centre's Orbital Route, is a 1980s vintage dual carriageway which carries through traffic and local traffic;
- It is straddled by vacant and underused employment uses, newly-available development sites, schools, retail and cultural facilities;
- Access and egress to development sites and the wider Town Centre offer is being hindered by the current highways system.
- The eastern edge extends into Flood Zone 2 and as a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- The site includes the Richmond Terrace/St Johns conservation area which is currently on Historic England's 'At Risk Register'. As a result it is imperative that positive development is secured within the area.
- The area includes a number of professional services centred around Richmond Terrace.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

The Project

- Reconfiguration of vehicular and pedestrian routes in Blackburn Town Centre to remove vehicular congestion and conflicts and to improve movement and access to existing assets as well as new development sites;
- Aims to tackle congestion and access issues which are currently restricting economic activity and local productivity in the inner urban area and Town Centre;
- The Department for Transport confirmed the award of funding to deliver the project by March 2020; Further information on the project can be accessed at: <https://www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx>

Problems to be addressed through project

- The Fabric Borders scheme will tackle congestion and access issues, as well as improving opportunity and integration;
- Newly cleared development sites and under-used employment areas are hard to reach at present;
- Disconnection and severance for businesses due to lack of connections, particularly from the Orbital Route into Tontine Street, Sudell Cross and Northgate areas;
- No current direct vehicular through route into the Blakey Moor area which contains a number of development sites;
- Vehicular dominated space creates inaccessibility for pedestrians.



Expected Benefits/Outcomes of the Project

- Creating economic activity and jobs: Transport interventions will support the unlocking of retail and business growth;
- Relieving congestion: Re-organisation of junction arrangements and introduction of new infrastructure removes local traffic conflicts and improves flows;
- Improving Local Roads and public transport: Promotes safer, more attractive streets, better air quality and removes barriers to movement for all modes;
- Improving access to Town Centre development sites;
- Existing, vacant and under-utilised sites becoming more marketable with improved access and egress;
- Improved pedestrian routes to and from adjacent communities will generate fewer car trips, delivering road safety benefits and improved air quality.

GLOSSARY

Accessibility: The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

Active Frontage: Where a building contains frequent windows and entrances with few blank walls. It is animated and therefore interesting. Active frontage can also include pavement cafés.

Amenity: A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Character: The appearance of any rural or urban location in terms of its buildings, landscape and the layout of streets and open spaces, often giving places their own distinct identity.

Civic Spaces: Public spaces such as squares and greens which accommodate a variety of activities and events.

Conservation Area: A designated part of the built environment with a distinctive character that includes buildings, structures and the streets and spaces between them, that is desirable to preserve or enhance.

Conservation Area Character Appraisal: A published document defining the special architectural or historic interest that warranted the area being designated as a Conservation Area.

Context: The setting of a site or area, including factors such as traffic, activities and land uses as well as landscape and built form.

Design Principle: An expression of one of the basic design ideas at the heart of an urban design framework, design guide, development brief or a development.

Front / frontages: The part of a building that faces public areas and typically includes the main entrance. Architecturally it is normally the most interesting part of a building.

Gateways: Elements such as bridges, buildings, spaces, junctions or landmarks that announce arrival to the town, or one of its quarters.

Heritage Asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Infrastructure: Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Landmark: A building or structure that stands out from its background by virtue of height, size or some other aspect of design.

Landscape: The character and appearance of land, including its shape, form, ecology, natural features, colours and elements and the way these components combine. Landscape character can be expressed through landscape appraisal, and maps or plans. In towns 'townscape' describes the same concept.

Legibility: The ease with which a place can be understood and navigated. Highly legible places have obvious routes and are easy to pass through.

Listed Building: A building or structure identified for its local, national or global significance, and which is protected by law from unauthorised alteration or destruction.

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and

fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Massing: The combined effect of the height, bulk and silhouette of a building or group of buildings.

Mixed Use: Provision of a mix of land uses, such as residential, community and leisure uses, on a site or within a particular area. A mix of uses within a building, on a site or within a particular area. 'Horizontal' mixed uses are side by side, usually in different buildings. 'Vertical' mixed uses are on different floors of the same building.

Movement: People and vehicles going to and passing through buildings, places and spaces.

Permeability: The number of connected routes to and through a place. The higher the permeability, the bigger the choice of routes and the easier it is to walk.

Primary shopping area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Public Realm: Those parts of a village, town or city (whether publicly or privately owned) available for everyone to use for free. This includes streets, squares and parks. Also includes internal semi-public areas such as shopping centres to which the public normally has free access.

Setting: The place or way in which something is set, for example the position or surroundings of a listed building.

Supplementary Planning Documents (SPD): Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues.

Townscape: The way in which the elements of the built environment combine to create a certain appearance.

Urban Design: Urban design effects the way in which spaces, buildings and uses combine to create successful places. It is not just about aesthetics, but also the way in which a place is used. It literally creates the theatre for public life. The art of making places.

Use class order: The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'.

Viability: In terms of retailing, a centre that is capable of commercial success.

View: What is visible from a particular point.

Vista: An enclosed view, usually a long and narrow one.

Vitality: In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

7

APPENDICES

Information on 'Fabric Borders' Victoria Street/
Barbara Castle Way project: [www.blackburn.gov.uk/
Pages/Transport-streets-policy-strategy.aspx](http://www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx)

Information on Blakey Moor Townscape Heritage
Project: [https://gladstonesview.wordpress.com/
about/](https://gladstonesview.wordpress.com/about/)

Historic England Advice Note 4 – Tall Buildings
[https://content.historicengland.org.uk/images-
books/publications/tall-buildings-advice-note-4/
heag037-tall-buildings.pdf/](https://content.historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/heag037-tall-buildings.pdf/)

Historic England Advice Note 2 – Making Changes to
Heritage Assets [https://content.historicengland.org.
uk/images-books/publications/making-changes-
heritage-assets-advice-note-2/heag023-making-
changes-to-heritage-assets.pdf/](https://content.historicengland.org.uk/images-books/publications/making-changes-heritage-assets-advice-note-2/heag023-making-changes-to-heritage-assets.pdf/)

Historic England Good Practice Advice in Planning
3 – The Setting of Heritage Assets [https://content.
historicengland.org.uk/images-books/publications/
gpa3-setting-of-heritage-assets/heag180-gpa3-
setting-heritage-assets.pdf/](https://content.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/heag180-gpa3-setting-heritage-assets.pdf/)

Building in Context website: [www.building-in-
context.org/](http://www.building-in-context.org/)

Places Matter: www.architecture.com/placesmatter

Flood Risk maps available on Environment Agency
website: [http://apps.environment-agency.gov.uk/
wiyby/37837.aspx](http://apps.environment-agency.gov.uk/wiyby/37837.aspx)

Information on United Utilities Developer Services
who offer free pre-application service to discuss
water and wastewater matters:
[www.unitedutilities.com/services/builders-
developers/pre-development/](http://www.unitedutilities.com/services/builders-developers/pre-development/)

For development proposals affecting listed
buildings, Historic England should be contacted
as early as possible: [www.historicengland.org.uk/
services-skills/our-planning-services/charter/Our-
pre-application-advisory-service/](http://www.historicengland.org.uk/services-skills/our-planning-services/charter/Our-pre-application-advisory-service/)

Summary of consultation responses on the draft SPD and the SEA/Appropriate Assessment screening

Organisation	Comments	Officer response to comment	Are amendments needed to the SPD? Is a SEA or Appropriate Assessment required?
Consolidated screening statement on need for SEA or Appropriate Assessment			
Environment Agency	Agree that SEA/Appropriate Assessment is not required	Noted	No amendments needed. SEA not required.
Historic England	Agree that SEA/Appropriate Assessment is not required	Noted	No amendments needed. SEA not required.
Natural England	Agree that SEA/Appropriate Assessment is not required.	Noted	No amendments needed. SEA not required.
Public consultation on draft Supplementary Planning Document (SPD)			
The Coal Authority	Confirm that we have no specific comments to make.	Noted	No amendments needed.
Historic England	<p>Encourage you to be bolder, more confident when setting out design, use class and physical aspirations for each of the Investment Areas. The inclusion of indicative layout, scale, height and massing parameters could help businesses and developers to better understand what might be achievable by way of site capacities.</p> <p>In balance between the 25 pages of planning background and context compared to the 5 pages guiding investment and regeneration opportunities.</p> <p>Suggest incorporating a map to indicate heritage assets in or around each Investment Area, or a separate map just showing heritage, cultural and visitor economy assets. Also may</p>	<p>Additional work has been carried out on the presentation of the investment areas for the final version. This includes additional information on the sites and links to design principles in adopted SPDs where applicable.</p> <p>Links for planning strategies and policies are included within the text so not seen as necessary to repeat at the end. However, have included links to additional guidance documents as a new appendix.</p>	<p>Map now included identifying heritage assets of town centre and reference to Historic England's At Risk Register in relation to the Richmond Terrace/St Johns conservation area under investment area 6 'Fabric Borders'.</p> <p>Links to all suggested guidance notes included in appendix.</p> <p>Included link to Town Centre Conservation Area Appraisals in relevant section.</p>

	<p>be useful to map national or local Heritage at Risk including the Richmond Terrace/St Johns conservation area.</p> <p>Commend the following guidance notes which could be incorporated within the SPD.</p> <p>HE Advice Note 4 – Tall Buildings HE Advice Note 2 – Making Changes to Heritage Assets HE Good Practice Advice in Planning 3 – The Setting of Heritage Assets.</p> <p>Draft SPD refers to the many Blackburn Town Centre plan based appraisals, strategies and related policy documents; listing these in a separate Appendix might help the reader to place them in context.</p> <p>Also discussed providing web links to the various Town Centre Conservation Area Appraisals that were part funded several years ago by English Heritage.</p> <p>SPD should encourage early pre-application discussion with Historic England in respect of development where our organisation is likely to become a statutory consultee when planning or listed building applications are made, so that our advice can be offered to applicants at an early stage.</p> <p>Reference to 'Places Matter' as the Northwest's Design Centre of Excellence along with their more local Design Review Service.</p>		<p>Link to Historic England's pre-application advice information has been included in the appendix.</p> <p>Reference to Places Matter has now been included as the region's Design Review.</p>
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JWPC on behalf of North West Commercial Developments Ltd	<p>Represent owners of vacant site on Tontine Street within 'Fabric Borders' investment area of the SPD.</p> <p>Keen to understand more about the proposed access improvements to the area and would be grateful for any further details you can provide regarding plans, routes and timescales.</p>	Noted – information on Fabric Borders project sent to JWPC on 18 th April 2018.	No amendments needed.
Natural England	SPD unlikely to have major effects on the natural environment, but may nonetheless have some effects. We therefore do not wish to provide specific comments.	Noted	No amendments needed.
Canal & River Trust	<p>Towpath side of the Leeds & Liverpool Canal, which is owned and managed by the Trust, passes to the east of the boundary area covered by the Blackburn Town Centre SPD.</p> <p>In terms of the sections on “improving connectivity” (p13) and “new green links and walking/cycling routes” (p14), we would welcome specific mention of promoting and providing linkage from/to the Town Centre from the canal, which is a sustainable transport route linking the surrounding area. This would link in with 'Plan C' on page 24 which shows potential new green links towards the canal.</p>	Agreed – wording to be added.	Paragraph added under 'new green links and walking/cycling routes' to reflect Canal & River Trust comments
Network Rail	Network Rail and Northern are currently working with the Council on a masterplan scheme for the station. Would suggest that potential developers get in touch with the Council in the first instance to become aware of and involved in these discussions.	Noted – will signpost potential developers to the masterplan.	No amendments needed.
HOW Planning on behalf of Daniel Thwaites Plc	<p>Wish to register a strong objection to the SPD.</p> <p>Generally supportive of the SPD and agree with</p>	Investment Area 2 is located outside of the Primary Shopping Area and as a result, the Sequential Test would	Add wording to Investment Areas 1 & 2 to state that there is an opportunity to bring the

	<p>its aims however believe that in respect of the Site, the proposals hinder the strategy.</p> <p>The site falls within the town centre boundary and is immediately adjacent to the Primary Shopping Area. Despite this, the preferred uses exclude some main town centre uses, most notably Class A1 retail, the requirement for which was assessed by a Retail Strategy and Vision produced by the Retail Group (Spring 2016) to inform the SPD. The Strategy forms part of the evidence base to inform future decisions and direct investment, with a specific focus on the delivery of additional retail floorspace.</p> <p>Despite the site being identified as a retail growth zone, suitable for both retail and leisure, the SPD does not promote retail use. There is a clear disconnect between the recommendations of recent research and the SPD.</p> <p>In March 2017 HOW met with BwDC to discuss the future opportunities for the Site and discussed the benefits of bringing both the former market site and demolished exchange forward together with the Site in a single allocation. From this meeting it was our understanding that the LPA were supportive of a combined site with a preference for phasing to deliver development on the former markets site prior to development of the Site. The SPD does not combine the Site with the former market site or the demolished exchange. In having separate sites and giving preference</p>	<p>need to be passed before permission is granted for retail on the site as required by Policy 29 of Local Plan Part 2.</p> <p>In contrast, Investment Area 1 is located within the Primary Shopping Area and therefore retail would automatically be an acceptable use. This is reflected in the SPD.</p> <p>Agree that the SPD should reflect the opportunity to bring the two sites together, but highlighting their difference in terms of location.</p> <p>Ongoing liaison meetings take place between the Council and Thwaites and these will continue in the future to ensure effective communication between the two parties.</p>	<p>two sites forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2.</p>
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	<p>for retail use solely on Investment Opportunity Area 1, the SPD does stifle innovation as it presents a barrier to comprehensive redevelopment of both sites. The individual allocation does not acknowledge the relationship between both sites and does not reflect the recommendations of the Strategy in how to make the retail offer multi-dimensional.</p> <p>It is understood that the former market site has a number of constraints which could affect its delivery and that the best option for the town centre would be to consider the opportunity for comprehensive redevelopment.</p> <p>In order for the SPD to plan positively for the future of the town centre we strongly believe that:</p> <ul style="list-style-type: none"> • The site should be considered for comprehensive redevelopment with the former market site/demolished exchange; and • Class A1 retail use should be a permitted use. 		
National Grid	Can confirm that National Grid has no comments to make in response to this consultation.	Noted	No amendments needed.
Theatres Trust	The Trust supports vision, strategic objectives and town centre aspirations. Request the Trust are engaged in the project as it develops. Welcome investment in this area and recognition of the theatre as a key element of the town's cultural quarter.	Noted – contact details of Trust forwarded onto Project Manager of Blakey Moor project.	No amendments needed.
Environment Agency	River Blakewater runs in culvert across the town centre, and associated with it are areas of	Agree – will update the document to include information on flood zones for	Yes – Information on flood zones have now been included

	<p>Flood Zone 2 and 3, of medium and high risk of fluvial flooding. This watercourse, and associated areas of flood risk, affect some of the Investment Areas described, specifically:</p> <p>Site 1 – Former Markets Site: affected by Flood Zone 2.</p> <p>Site 3 – Cathedral Quarter: is affected in part by FZ2 and the southern boundary extends into FZ3.</p> <p>Site 5 – Wainwright Way: the southern part of the site extends into FZ2 and 3.</p> <p>Site 6 – Fabric Borders: the eastern edge extends into FZ2.</p> <p>The site narratives should acknowledge these constraints, and highlight the requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development.</p> <p>Blackburn Town Centre was the subject of a Level 2 SFRA in 2012. This document considered all aspects of flood risk, including fluvial, surface water and residual flood risk from breach of the canal or reservoir. The SFRA can help inform the town centre planning, but it should be noted that since its publication the Flood Map for Planning has been updated, and also new climate change allowances (2014) have been released.</p> <p>The site narratives should therefore highlight the requirement for an up to date detailed site-specific Flood Risk Assessment, required to</p>	<p>each relevant investment area and associated requirements.</p>	<p>for relevant investment areas, including highlighting the requirement for sequential approach and need for FRA at planning application stage.</p>
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	<p>support any masterplanning and/or individual planning applications for the individual investment areas at risk of flooding.</p> <p>It is for the local authority to determine whether or not the proposals satisfy the Sequential Test and where necessary the requirements of the Exception Test. We will consider whether or not the proposals satisfy the requirements of the second part of the Exception Test and para 103 of NPPF.</p> <p>The River Blakewater is designated a main river, and as such any adjacent development may be subject to control through the Environmental Permitting Regulations.</p>		
Blackburn College	<p>Further to your letter dated 28 February 2018 addressed to Blackburn College, Jennifer Eastham, Vice Principal – Finance and Corporate Services has requested that the following errors with the Draft Blackburn Town Centre Supplementary Planning Document (SPD) Public Consultation are notified to you. These are:</p> <ul style="list-style-type: none"> • Pages 8 and 28 state that the Victoria Building at Blackburn College is Grade 2 listed, the College did not think that it was listed. • Page 8 the colour shading for the College on the map excludes several buildings. 	<p>Victoria Building at the College is a Grade II listed building: www.historicengland.org.uk/listing/the-list/list-entry/1222894</p>	<p>Map will be amended.</p>
United Utilities	<p>Council should be aware that UU has a number of existing assets and infrastructure within these areas which should be taken into consideration as part of any future development</p>	<p>Comments noted – some changes necessary.</p> <p>The Council will continue its ongoing</p>	<p>Link to information on UU Developer Services has been included in appendices to ensure developers engage</p>

	<p>within the area. It is advised that early discussions with all parties should commence with the Developer Services team at UU to gain an understanding of the constraints these place on any redevelopment layout, the rights of access we require, the cost implications for any diversions that may be possible and importantly the timescales associated with any works that may be necessary. Works should not commence before first having received written confirmation from Developer Services. We note our assets include:</p> <p>Large and/or deep sewers within the following sites:</p> <ul style="list-style-type: none"> • Northgate Quarter and surrounds; • Wainwright Way and surrounds; • Fabric Borders; • Markets site; and • Thwaites. <p>A wastewater network structure within:</p> <ul style="list-style-type: none"> • Thwaites site <p>Pressurised water mains within the following sites:</p> <ul style="list-style-type: none"> • Northgate Quarter and surrounds; • Wainwright Way and surrounds; • Fabric Borders; • Markets site; • Thwaites; and • Cathedral Quarter and surrounds. <p>Please note this is not intended to be an</p>	<p>liaison with UU to ensure they are fully involved in development proposals within the borough.</p>	<p>with UU at earliest opportunity prior to development of sites.</p> <p>Investment areas now include note regarding UU assets.</p> <p>Paragraph inserted on importance of landscaping and surface water drainage.</p>
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	<p>exhaustive list.</p> <p>UU would be happy to meet with BwD Council in the near future to discuss the existing assets and the development aspirations for this area.</p> <p>We will recommend the Council secures appropriate planning conditions as part of any planning application to safeguard our assets both during and after construction and will make appropriate recommendations at the planning application stage.</p> <p><u>Landscaping and surface water drainage</u></p> <p>Landscaping of a site is a critical matter that should be considered early in the development process and that every effort should be made to ensure that areas of paved hardstanding are kept to a minimum, and wherever possible options for SuDs, soft landscaping and permeable surfaces be included to reduce the risk of flooding to both the public sewerage network and any local watercourse system. Consideration should also be given to promoting and incorporating greywater recycling systems.</p> <p>In terms of surface water drainage, UU wishes to highlight the challenge that is often presented by fragmented ownership. Whilst masterplans often aspire to secure the delivery of development in a coordinated and holistic manner, this is often a major challenge in practice.</p>		
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	<p>Consideration must be given to the disposal of surface water and highway drainage in the most sustainable way. Under no circumstances should it discharge directly or indirectly into the public sewerage system without our prior agreement. In accordance with national planning policy on the discharge of surface water, UU expects that surface water from the site will be disposed of via the most sustainable drainage option available and that sustainable drainage systems should be an integral part of any redevelopment proposal. We would be looking to secure this, again at the planning application stage by way of suitably worded conditions. Interested parties should contact Developer Services, alongside progressing dialogue with the Lead Local Flood Authority and Local Planning Authority, as early as possible to agree an approach to drainage in advance. Please contact: wastewaterdeveloperservices@uuplc.co.uk</p> <p>Standard text provided relating to position on surface water.</p> <p>Respectfully request that the Council continues to consult with UU for all future planning documents. We are keen to continue working in partnership with BwD Council to ensure that all new growth can be delivered sustainably, and with the necessary infrastructure available, in line with the Council's delivery targets.</p>		
Savills on behalf of Capital and Regional Plc	C&R supports the principles of the SPD in terms of the aspirations for growth, however, there are critical gaps which need to be	The SPD acknowledges the important role the Mall plays in the retail performance of Blackburn Town	Add wording to Strategic Objective 'Strengthening & Focusing the Shopping Offer'

	<p>explored to ensure that Blackburn town centre responds to competition effectively and to ensure that the role that The Mall can play in delivering the aspirations of the SPD is fully recognised.</p> <p>Over the last five years, the role of town centres has evolved. This is in response to both changing customer habits and digital technology that both creates opportunities to attract consumers to town centres, but also reduced the attraction of centres.</p> <p>Follows that in response to a shift in consumer habits, landlords and operators of commercial property assets have sought to provide a much wider offer to increase attraction and dwell times within centres. This has resulted in new and re-imagined forms of attraction in centres. A particular emphasis has been a substantial increase in leisure floorspace within town centres and in particular in restaurant, beverage and café offers. The emphasis towards an increase in leisure floorspace has had positive effects on centres by increasing dwell times and enhanced spending within centres.</p> <p>C&R have invested have invested in increasing the leisure attraction of The Mall in the last 24 months including investing £3.1 million in creating a new gym within The Mall and providing additional restaurant and café floorspace through lettings to operators such as Costa Coffee, Burger King and Krispy Kreme.</p>	<p>Centre in addition to the investment it has brought.</p> <p>Agree should add wording to highlight that future development in the town centre should build on the investment already stimulated by The Mall and not compete with it.</p>	
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	<p>This has been proactive investment within Blackburn town centre that has off-set the impacts of the demise of well-known branded national multiple retailers such as BHS.</p> <p>It follows that substantial investment has been made in Blackburn town centre that has led to its current success. A momentum to continue investment in the town centre is required in order to ensure that this initial success can be built on. Further investment is planned through the repositioning of The Mall by C&R who intend to increase the attraction and leisure offer that contributes to both the daytime and evening economy.</p> <p>Beyond the leisure offer, C&R as part of the Blackburn Business Improvement District are developing digital strategies for marketing to meet the challenge of online shopping, as well as developing the experiential and non-shopping offers for visitors including working with partner destinations such as Blackburn Cathedral and leisure businesses and organisations.</p> <p>With the above in mind, C&R, as a key stakeholder would welcome discussions with the Growth Team to ascertain how the above can be achieved. The Mall needs to have a greater role going forward than it currently does within the draft SPD.</p> <p>C&R supports the principles of the SPD in terms of the aspirations for growth to optimise</p>		
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	<p>the potential of sites within the town centre. However, the SPD as it is currently drafted misses the opportunity to build on the substantial investment already invested in The Mall and the role the shopping centre can have to increase the retail, leisure and digital offer of both the daytime and evening economy of the town centre.</p>		
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Adoption Statement

Planning and Compulsory Purchase Act 2004 The Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No. 2204)

Blackburn Town Centre Supplementary Planning Document (SPD)

In accordance with Regulation 19 of the Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No.2204) Blackburn with Darwen Borough Council has adopted the Blackburn Town Centre Supplementary Planning Document on 17th August 2018.

Under Regulation 16 2b of the Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No.2204) any person aggrieved by the SPD may apply to the High Court for permission to apply judicial review of the decision to adopt the SPD. Any application for leave must be made promptly and in any event not later than three months after the date on which the SPD was adopted.

