RIBBLE VALLEY CORE STRATEGY
EXAMINATION OF SUBMISSION DOCUMENT

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3.1 As submitted, the Plan sought to deliver 4,000 new homes between 2008 and 2028. The Council proposes to increase this to 5,000.

a) What is the explanation for this proposed modification, and why is it necessary for soundness?

b) What evidence has led to the 5,000 figure being proposed? Is this a reliable source of evidence?

c) What regard has been had to the Government's household interim projections for 2011 to 2021?

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a) <u>The explanation for the proposed modification and whether it is necessary for soundness</u>

3.1.1 The proposed modification has been made in response to the completion, during the examination process, of a new evidence base addressing housing requirements and a range of other issues. Blackburn with Darwen Borough Council (BwD) does not have a strong view on whether the Plan as originally submitted was sound, or whether a refreshed evidence base was required as a matter of principle to make it so. However BwD is clearly of the view that the Plan that would result from implementing the proposed modification would be <u>unsound</u>, by virtue of not being justified.

3.1.2 The proposed modification is based on an assumption that the rate of net inward migration to the Ribble Valley would increase above past trends. This is confirmed by the table below, which draws together information extracted from the 2011 Housing Requirement Review (Supp 4.6) and the 2013 Housing Requirement Update (Post 5.8).

Stage	**Annual net migration**	**20 year net migration**	**Source**
Past net migration 2001-2011	+480	9,600	2013 Housing Requirement Review (Post 5.8) Table 3.3
Submission Core Strategy	+355	7,100	2011 Housing Requirement Report (Supp. 4.6) Para 5.9
Proposed Main Changes	+518	10,358[1]	2013 Housing Requirement Review (Post 5.8) Table 3.5

[1] Calculated as follows:

- Table 3.5: 17 year figure 2011-28, based on target of 280 dw/yr = 9,862

- Convert to 20 year requirement: (9,862 / 17) * 20 = 11,602
- Apportion for 250 dw/yr instead of 280: (11,602 / 280) * 250 = 10,358

3.1.3 The position in the Plan as modified by the Proposed Main Changes conflicts with the objectives of adopted policy elsewhere in Lancashire, including Blackburn with Darwen, where the aim is to strengthen local economies and address deprivation by reducing the outflow of skilled and qualified people of working age to traditionally stronger housing market areas including the Ribble Valley (see the Blackburn with Darwen / Hyndburn Strategic Housing Market Assessment). It represents the opposite position to that adopted in the originally submitted Core Strategy, which assumed a reduction in the net rate of inward migration and hence directly supported the strategy adopted in Blackburn with Darwen and Pennine Lancashire more generally.

3.1.4 BwD is of the view that the conflict between the strategy now proposed and those already adopted elsewhere, means that the Plan incorporating the proposed modification would fail to adequately respond to a key strategic cross-boundary issue, and hence would be unsound. We have explained the reasoning behind this in more detail in our submission on Matter 2.

3.1.5 BwD considers that in order to produce a sound Plan it is necessary to explicitly address this cross-boundary issue in setting the housing target, either at the stage of finalising the evidence base (where the definition and selection of scenarios is a key stage), or in appraising the compatibility of the Plan with adopted policy objectives elsewhere at the policy making stage.

b) <u>The evidence that has led to the 5,000 figure being proposed, and its reliability</u>

3.1.6 The main pieces of evidence informing the 5,000 figure, and their main functions in informing the figure, are as follows:

i) **The 2013 Housing Requirements Review** (the principal piece of evidence) (Post 5.8): develop scenarios relating to different sets of demographic and economic assumptions, calculate the requirements for new housing arising from these; select a scenario and provide a reasoned justification for its selection; recommend a figure or range for further testing in policy making.

ii) **The 2013 Strategic Housing Market Assessment** (Post 5.7): identify the key characteristics of the local housing market including nature of demand and relationships to adjoining housing market areas; analyse housing needs data to inform the establishment of an affordable housing policy if required.

iii) **The 2013 Employment Land Review** (Post 5.3): identify the requirement for new economic development over the plan period, including a consideration of the scale of the required labour force.

3.1.7 The Housing Requirements Review draws on the other pieces of evidence, to a greater or lesser degree, and establishes an approach to setting the housing target based on the following key elements of reasoning. BwD's view on the robustness of each of these elements is set out in turn.

i) It is desirable to establish a joined-up approach to setting economic development and housing targets. (Post 5.8 para 4.20)

BwD agrees with this as a general principle, and is supportive of economic growth in Ribble Valley.

ii) *The scale of economic growth considered necessary in the Ribble Valley in order to create a sustainable economic future for the area requires an increase in the active labour force.* (Post 5.8 para 3.32)

BwD accepts this analysis.

iii) *In the first instance this increase in the labour force is to be provided by developing new housing and growing the Borough's population.* (Post 5.8 para 3.33)

iv) *However there is downward pressure on the size of the labour force in the Ribble Valley due to a large and growing retired and elderly population, and high levels of out-commuting to destinations throughout the north west.* (Post 5.5 para 3.23 / Supp 4.6 paras 5.10 and 5.11)

v) *Therefore a proportionately greater amount of new housing is required in order to secure the required increase in the labour force.*

BwD agrees that building new housing will be an important way of ensuring that people of working age continue to live within the Ribble Valley. However, the way that this principle is translated into the housing requirement ignores other options that are available to increase the labour force. Most notable among these is that of adopting a strategy aimed at reducing out-commuting, perhaps by focusing economic development effort on the types of jobs typically held by out-commuters. This would have resulted a more sustainable plan in a number of respects, including a reduction in the distance travelled by commuters, and a reduced land-take for new housing arising from a lower target, as well as the mitigation of the cross-boundary impact that is the focus of BwD's objection.

vi) *The consequence of this (not a deliberate policy decision in itself) is that in order to fill the number of new houses proposed to be built, there will need to be an increase in net inward migration to the Ribble Valley* (see the table on Page 1 above).

BwD cannot find any evidence within the Housing Requirements Review that the cross-boundary implications of the proposed revised housing target, in relation to migration patterns or any other issue, have been considered in formulating the recommended target. Similarly it is not aware of any systematic consideration taking place on this issue between completion of the Review and the publication of the Main Proposed Changes. BwD identified these issues in officer meetings held during this period, but believes that the tight timescale available to update the evidence base and develop the Main Proposed Changes may well have prevented a fuller exploration.

3.1.8 In BwD's view the issues identified above highlight two areas in which the evidence base and the rationale for the housing target are not robust.

3.1.9 Firstly, given the fundamental significance of migration patterns (particularly the retention or otherwise of working age population) to surrounding housing markets, and the existence of specific policy aimed at influencing these, it was not appropriate for the Housing Requirements Review to select a scenario in which demographics were a consequence, rather than a driver, of the housing target. In BwD's view a more robust approach and one which was more compatible with policy elsewhere would have been to adopt a more demographic-based scenario; and then to consider how economic objectives could be maximised through both housing growth and other policy interventions aimed at expanding the active local labour force.

3.1.10 Secondly, even if an economic-based scenario were considered appropriate, either the Housing Requirements Review or the Plan-making process should then have gone on to explicitly consider the compatibility of the proposed target, and its expected influence on demographics, with the objectives of surrounding areas. BwD cannot find any evidence that this has been done.

3.1.11 In BwD's view these issues render the Plan as modified by the Proposed Main Changes unsound, by virtue of not being justified.

3.1.12 In order to make the Plan sound, BwD suggests that the housing figure be based on an assessment of demographics, taking a sufficiently long-term view to eliminate the effects of any peaks or troughs in household projections, in the first instance. Based on the alternative scenarios considered but rejected in the 2013 Housing Requirements Review, and on the (still very recent) 2011 HEaDROOM report which underpinned the originally submitted Core Strategy, BwD believes that this would result in a housing target closer to or the same as the 4,000 originally proposed. This would be supported by an explicit strategy of growing the local labour force by i) acting to reduce out-commuting, and ii) planning for housing for local residents of working age who may otherwise have had to move away from the area due to affordability factors.

c) <u>The interim household projections for 2011 to 2021</u>

3.1.13 BwD has no specific comments to make on the role of the interim household projections in informing the figure. However as a general principle it is of the view that it is extremely important to maintain a long-term view in setting housing targets, and not to seek to adjust the targets in direct response to every new piece of evidence that is published.

3.2 to 3.12

BwD has no further comments to make in relation to these issues.

RIBBLE VALLEY CORE STRATEGY
EXAMINATION OF SUBMISSION DOCUMENT

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2
2.1 What are the strategic, cross-boundary issues of relevance to the Plan? How does the strategy address them?

2.1.1 The key cross-boundary issues on which Blackburn with Darwen Borough Council (BwD) has commented in its responses to the original submitted Plan and to the proposed changes, are:

i) The fundamental issue of the scale of housing development proposed, the implications of this for migration and population change in different parts of Lancashire, and whether the assumptions made in the Plan about these issues are compatible with those in adopted and emerging plans elsewhere; and

ii) The interaction between the Ribble Valley housing market and those in adjoining areas, having regard to i) above.

2.1.2 Housing issues are dealt with in the Council's submission on Matter 3, hence this submission deals mainly with element i) – the basic strategy of the Plan and the assumptions that it makes about population and migration patterns in the sub-region.

2.1.3 BwD is of the view that the Plan as it would be altered by the Proposed Main Changes of August 2013 does not properly address some key strategic cross-boundary issues, and would therefore be unsound by virtue of not being justified.

2.1.4 BwD considers that the proposed changes to the Plan, in particular the revised housing target referred to in Proposed Main Changes 08, 11 and 12, represent an altered strategy from that proposed in the originally submitted Plan, in relation to population and migration patterns. Having reviewed the assumptions that underpin the strategy as now framed through the proposed changes, BwD believes that it will impact on the delivery of its own adopted Core Strategy, and conflicts with established planning objectives in Pennine Lancashire more generally. The reasons for this are set out below along with a commentary on how BwD has engaged with this issue throughout the plan-making process.

2.1.5 It is an established planning and economic objective of Blackburn with Darwen to attract and retain a more skilled workforce to live in the area. This is found for example in Strategic Objective B of the Blackburn with Darwen Core Strategy, and the objectives for the M65 corridor identified in the Pennine Lancashire Spatial Guide (Post 1.4). It is central to the overall aim of establishing a more sustainable economy and addressing deprivation. Achieving this will require Blackburn with Darwen and other areas to stem the historic trend, identified in the 2008 Blackburn with Darwen / Hyndburn Strategic Housing Market Assessment[1] and elsewhere, of outward migration of people of working age, particularly those with higher levels of skills and qualifications.

2.1.6 Blackburn with Darwen's Core Strategy – not only the housing target but the overall strategy including the planned provision of services and infrastructure – is predicated on achieving

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[1] For example in para 7.56 on Page 211

this objective; and various elements of the policy framework set out are directly aimed at doing so, including the focus on improving the overall housing “offer” and addressing other influencers of demand such as education.

2.1.7 In view of this, BwD supported the approach set out in the Ribble Valley Core Strategy as originally submitted. In its response to the Publication plan in June 2012, it noted that the strategy assumed a degree of reduction in the net rate of inward migration into the Ribble Valley as compared to past trends, as set out in the table below.

Stage	Annual net migration	20 year net migration	Source
Past net migration 2001-2011	+480	9,600	2013 Housing Requirement Update (Post 5.8) Table 3.3
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2.1.8 BwD regarded the position in the originally submitted Plan as being supportive of its own adopted strategy – in effect the assumed reduction in net in-migration to Ribble Valley would be accounted for by a reduction in out-migration from Blackburn with Darwen (and elsewhere), which as noted above is an explicit objective of adopted policy in Blackburn with Darwen.

2.1.9 The revised housing target set out in the proposed changes is based on a new suite of evidence, notably the 2013 Ribble Valley Housing Requirement Update (Post 5.8). The Update considered a range of scenarios before recommending one which aimed to link housing growth to economic growth aspirations. Table 4.1 in the Update (Page 21) illustrates how this scenario compares to other based on past trends in migration: the recommended level of provision is above those arising from both the long term and short term migration trends. This is confirmed in more detail by comparing the equivalent net migration figures for the scenario selected with those for the baseline and for the originally submitted Core Strategy as shown in the table above. This position is the direct opposite of the strategic position adopted in the originally submitted Core Strategy, and has led BwD to conclude that there is now a conflict with its adopted policy.

2.1.10 It is BwD’s view that the this represents a significant change in strategy, from one which assumed that Ribble Valley would become more self-contained and draw fewer people from outside its area, to one in which Ribble Valley increases its draw from other areas.

2.1.11 BwD has raised this issue at every opportunity since the likely content of the Proposed Main Changes was known[2], but considers that emergence of such a change via the proposed changes route has meant that there has not been the opportunity for the plan-making process to fully engage with this strategic cross-boundary issue. As a result, it is BwD's view that neither the Housing Requirements Update nor the Proposed Main Changes (and by extension the whole Plan) effectively deal with any cross-boundary issues arising from the population and migration strategy now proposed. BwD has therefore objected to the Plan (as amended by the Proposed Main Changes) as being unsound by virtue of not being justified, as set out in its response to the Proposed Main Changes.

2.1.12 BwD is of the view that if there had been the opportunity to explore this issue in more detail, more explicit consideration would have been given to:

i) The appropriateness of selecting the "economic" scenario as the basis for the recommended target, or whether other scenarios would be likely to have less impact on the delivery of established strategy elsewhere; and

ii) If job growth did continue to be regarded as a key input, the potential to increase Ribble Valley's labour force by means other than large scale housing growth, for example by acting to reduce the high levels of out-commuting currently evident.

2.1.13 In BwD's view this would have enabled the Plan to move forward based on an assumption of a stable or reducing level of net inward migration, while continuing to enable the creation of a long-term viable local economy. In practice this would mean the adoption of a housing target the same as or similar to that proposed in the originally submitted Core Strategy – around 200 per year: this is evident from Table 4.1 of the Housing Requirements Update (Post 5.8 page 21).

2.2 Will the Plan deliver the homes, jobs and services required to meet the needs of the whole borough? How have needs in other adjacent authority areas been taken into account?

2.2.1 BwD considers that the scale of development envisaged in the Plan as originally submitted is capable of meeting the needs of the Borough; and that the increased housing target set out in the Proposed Main Changes is not necessary to achieve this. We expand on the reasoning for this in relation to Matter 3, but in relation to the overall strategy, we are of the view that the concept of "objectively assessed need" as referred to in the National Planning Policy Framework needs to be carefully considered and understood.

2.2.2 BwD is aware of a viewpoint that even the increased level of housing proposed in the Proposed Main Changes still does not meet the "full economic needs" of Ribble Valley. This position has been stated by Ribble Valley Borough Council itself in a report to its Planning and Development Committee in October 2013 proposing to adopt the target of 250 per year for development management purposes. BwD does not consider this to be a correct interpretation.

2.2.3 BwD is of the view that the recommendations of key pieces of evidence (for example the 2013 Housing Requirements Update) are themselves the result of policy choices, such as the selection of one scenario from several valid possibilities, or a decision about other assumptions such as commuting patterns. Given this, it is of the view that there is no single, definitive and immutable "need" against which all other possibilities need to be viewed as departures requiring justification. In the case of the housing target, for example, the figure

[2] Including meetings with Ribble Valley officers on 24th July and 8th August 2013

recommended in the Housing Requirements Update only becomes the assessed "need" if it is assumed that levels of out-commuting from Ribble Valley will remain the same as they are now. Making a different assumption about this would be a valid position to adopt, but would result in the "assessed need" emerging as a different figure.

2.2.4 It may be that in some instances, consultation on the evidence base as it emerges allows these issues and assumptions to be explored and agreed on, such that the final recommendation represents to a large degree the accepted assessed need taking all issues into account. In this instance however, there was no consultation on the Housing Requirements Update or other elements of the updated evidence base prior to their being finalised. Hence the recommendations of these studies should not be viewed as a definitive target from which any departure required justification.

2.2.5 BwD is therefore of the view that the revised population and migration strategy proposed, and the revised housing target that flows from it, are not necessary to meet the needs of Ribble Valley Borough. On the definition of "objectively assessed need" described above, whereby cross-boundary and other issues are taken into account in establishing the baseline target, BwD is of the view that the Plan as originally submitted, with a housing target or around 200 per year, is capable of meeting the economic and housing aspirations of Ribble Valley Borough. Such an approach should therefore be regarded as meeting the full objectively assessed needs of the area.

2.2.6 BwD considers that the Plan as amended by the Proposed Main Changes does not adequately consider its impact on the planning objective in Blackburn with Darwen to retain working age population, as explained in 2.1 above. It is of the view that the 2013 Housing Requirements Update should not have adopted a different methodology from than the 2011 Housing Requirements Review: it would have been sufficient to update the 2011 Review to incorporate new inputs alongside the existing data sets used.

2.3 to 2.13

BwD has no further comments to make in relation to these issues.

DECISION

RIBBLE VALLEY BOROUGH COUNCIL
REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: 10 OCTOBER 2013
title: DEVELOPMENT MANAGEMENT – HOUSING FIGURES
submitted by: DIRECTOR OF COMMUNITY SERVICES
principal author: SARAH WESTWOOD – SENIOR PLANNING OFFICER

1 PURPOSE

1.1 To request the formal adoption of a figure of 250 dwellings per annum (as an assessment of housing need) for Development Management purposes.

1.2 To request the formal adoption of the Sedgefield method of calculating housing land supply.

1.3 Relevance to the Council's ambitions and priorities

- Community Objectives – To match the supply of homes in our area with identified housing needs.
- Corporate Priorities – To be a well run and efficient Council.
- Other Considerations – None identified.

2 BACKGROUND

2.1 The provision of housing is a key element of the Council's land use planning and its role in determining planning applications. As an issue it generates high levels of interest and concern amongst the local community (as demonstrated in responses to the Core Strategy consultations) and brings great pressure from landowners and developers (as evidenced by the number of planning applications for major residential schemes and subsequent appeals within the past 18 months to 2 years). It should also be recognised however that notwithstanding these concerns and pressures, it also plays a key economic role, has a role in delivering sustainable mixed communities, regeneration benefits and opportunities to deliver a choice of both affordable and market homes to meet people's needs and aspirations.

2.2 As Members will be aware, previously strategic planning for housing requirements had been delivered through a top down approach formerly through the County Structure Plans and more recently by way of regional tier requirements in the Regional Spatial Strategy (RSS). The removal of the regional tier has placed the responsibility of establishing housing requirements with District Planning Authorities and this has been undertaken through the Core Strategy process.

2.3 The housing requirement that informed the preparation of the Core Strategy was the subject of a study undertaken by Nathanial Litchfield & Partners (NLP) in 2011. It was consulted upon in late 2011 and in February 2012 a figure of 200 dpa was fixed upon for the Core Strategy. Only subsequent to that was the figure formally adopted by the

Council for Development Management purposes (May 2013 minute 39 refers). Prior to that the figure of 200 dpa had been used informally as a requirement in relation to housing need as it had been debated at planning appeals and accepted by some planning Inspectors. The RSS was revoked on 20 May 2013 and thus formal adoption of the 200 figure was requested for the avoidance of doubt but with a recognition that the housing numbers would form a considerable part of the forthcoming Examination in Public of the Core Strategy which may lead to a review of the figure.

2.4 The Council submitted its Core Strategy for Examination in September 2012 and as Members are aware, the Inspector raised concerns regarding the date of the housing evidence submitted with the Core Strategy. This resulted in the Council undertaking an extensive refresh and update of a number of the housing evidence base documents and Members considered reports of such matters at a special meeting of Planning and Development Committee held on 25 June 2013 (minute 143 refers) and 6 August 2013 (minute 191 refers). At the latter, Committee agreed that in respect of the housing requirement review:

i) the Core Strategy be amended to reflect a housing requirement of 5000 dwellings over the plan period 2008 to 2028 with a figure of 250 per annum as the target for new housing in the borough and the proposed amendments to the Core Strategy as set out in Appendix 5 be published for consultation and submitted for the Inspector; and

ii) confirm for the purposes of determining planning applications pending the outcome of public consultation, that the current figure of 200 dwellings per annum continues to be used for decision making.

2.5 There has been a six week period of public consultation of the aforementioned documentation which closed on 20 September 2013 with the responses received submitted to the Inspector for consideration as part of the Examination process.

3 ISSUES

3.1 In establishing the housing requirement for the area, it is a fundamental principle that the Council has an up to date evidence base and applies that evidence to make decisions and plan for the needs of an area in an appropriate manner.

3.2 Paragraph 47 of the National Planning Policy Framework (NPPF) seeks to boost significantly the supply of housing land and one of the core principles of the Framework is that Local Planning Authorities should *proactively drive and support sustainable economic development to deliver the homes … that the country needs. Every effort should be made objectively to identify and then meet the housing … needs of an area and respond positively to wider opportunities for growth.* There are also a number of other Government policy statements that emphasise the importance of boosting the supply of housing.

3.3 In considering housing land supply there are a number of issues that generate debate/disagreement between Local Planning Authorities and developers. Committee are being asked here to establish the housing need requirement and which methodology to choose for Development Management purposes in order to bring clarity and credibility to the process.

3.4 Housing Need

3.4.1 The NLP figure of 200 dpa was, prior to the suspension of the Core Strategy process to enable an update of the housing evidence documents, an expression of the Council's full objectively assessed needs. It had been used for decision making purposes as the minimum requirement for housing land supply as it is through the Development Management process that the supply of housing can be boosted significantly through the granting of planning consents. This ensures that as far as possible the housing needs of an area are met. The ability to demonstrate a five year land supply is an important consideration in the determination of planning applications and paragraph 47 of the NPPF requires Local Planning Authorities to identify and update annually a supply of deliverable sites sufficient to provide five years' worth of housing against their requirements. Members will be aware that in recognition of the fact that the borough's housing supply position is constantly changing, and the need to ensure up to date monitoring is available to inform the decision making process, this Council produces a housing land availability schedule on a quarterly basis.

3.4.2 At the recent re-opened Inquiry into the Barrow Lands 1 scheme for 504 dwellings, which considered the refreshed evidence base, and impact on determination of that appeal the issue of 200 dpa or 250 dpa was considered at length.

3.4.3 Notwithstanding evidence from the appellants to the effect that the 200 figure should be ruled out and a higher figure chosen for establishing housing need in line with the 2013 NLP report, be it 250, 280 or 300 dpa, evidence on behalf of the Council stated the 200 figure was still at that time the relevant one for decision making purposes. When the re-opened Inquiry was held, the NLP document and recommendation that 250 dpa be used was out for consultation. In closing submissions on behalf of the authority, Counsel stated:

The figure of 200 dpa remains the resolved position of the Council. Following the consultation exercise and consideration by Members of the results of the consultation and future analysis and advice from their consultants, the appropriate figure to be put forward in evidence before the Examination in Public of the Core Strategy will be determined.

Until that process is complete, it is wholly inappropriate for an alternative figure to be relied upon. There is certainly no justification for placing the figure of 250 dpa as a requirement at this juncture. Indeed, it would be inappropriate to do so because it would render irrelevant the consultation exercise.

3.4.4 Whilst the above was the resolved position of the Council at that time, ie the use of 200 dpa, the Council had to acknowledge in the re-opened Inquiry that there was in fact no up to date evidence base to support the need figure of 200 dpa. That figure was supported by the 2011 NLP report but with the evidence base refresh to inform the Core Strategy that document had been superseded.

3.4.5 The consultation period on the revised housing need figure has now ended. Representations have been received which in the main indicate that the figure should be greater than 250 dpa if the borough is to meet its full objectively assessed needs as outlined within the NLP report. A number of the responses go further to assess the impact of a higher five year supply requirement plus previous undersupply and the 20% buffer NPPF requires to account for previous under-delivery. Whilst there are variations as to what the figure would mean in terms of a five year annual requirement, there is a common concern expressed that it represents a significant level of development and that it is unclear how the Core Strategy will be able to deliver this development in the short term.

3.4.6 There has been concern expressed by Blackburn with Darwen Council that with the revised housing target, and in particular the assumption underpinning it over time, more people will move from other areas into the Ribble Valley and this would represent a move away from the previously accepted strategic position. Previously they supported the 200 dpa figure on the basis that it was compatible with their own Core Strategy and was likely to support the delivery of established planning objectives in Pennine Lancashire. They would therefore continue to be supportive of a target at the same or a similar level to that. It is important to remind Members that the NLP report identified that a housing target of 280 dpa is required in order to ensure that both demographic and economic needs identified in the evidence base are met. However, that figure does not take account of other balances the Council needs to apply. It is in recognition in part of our duty to co-operate with neighbouring authorities and the need to be aware of their demographic and economic trends that a figure of 250 dpa has been advanced. This is with the recognition that such a figure would not address the full economic needs of the borough. For Committee’s information there are a small number of other representations that consider the figure should be less than 250 dpa.

3.4.7 However, the above matters are the consideration of the Inspector at the Examination in Public to the Core Strategy. That is the forum for discussing the precise requirement moving forward. For Development Management purposes it is important to have an up to date assessment on which to base decisions. The 2011 NLP report has been superseded by the 2013 report and I do not consider there to be anything in the consultation responses to cast substantive doubt over the use of the mid-range figure of 250 dpa for Development Management purposes.

3.5 Methodology

3.5.1 There are two recognised methods of determining the extent of housing land supply – Sedgefield and Liverpool, also known as the Residual Method. To summarise, the Sedgefield method of calculating land supply involves adding any shortfall of housing from previous years within the first five years of a Local Plan, whereas the Liverpool/Residual method spreads the shortfall over the whole plan period.

3.5.2 The Council has to date used the Residual method (albeit we have argued that it does not take the whole plan period to make up any shortfall) and this has been debated at length in two public Inquiries this year in relation to Mitton Road and Barrow Lands 1.

3.5.3 As Members will be aware, the decision on Mitton Road has been received with the following comments made by the Inspector on this particular matter.

The framework requires a 20% buffer (in cases where there has been a persistent undersupply) to be brought forward from later in the plan period. To my mind, it must follow that the historic undersupply should be given the same priority. In doing this, it is envisaged that a greater supply would increase the prospect of delivery and ensure choice and competition in the market for land. This is critical if the supply of housing is to be significantly boosted.

The Inspector went on to use the Sedgefield method to establish whether a five year supply of housing could be demonstrated.

3.5.4 There has been strong support for the Sedgefield approach in other recent Inspector and Secretary of State appeal decisions across the country as this approach, as stated, ensures any existing shortfall is made up quickly and not simply averaged out over a much longer timeframe.

3.5.5 Given the Council's acknowledged record of persistent under-delivery, the immediate effect of adopting the Sedgefield method would be to reduce the five year supply position. Figures presented to the Barrow Lands 1 Inquiry demonstrated that using the 250 dpa figure the housing supply position was 5.26 years under the Residual method and 4.25 years using Sedgefield. There is also a concern that if the requirement is front loaded, as Sedgefield requires, the supply could overtake realistic rates of delivery that the local market could sustain. However, it is important that the method chosen for calculating land supply is robust enough to withstand the rigours of scrutiny and is in line with Government policy. Whilst the NPPF is silent on which methodology to use, it has been outlined by Planning Inspectorate decisions that the Residual approach is inconsistent with both the NPPF paragraph 47 ie the need to boost housing, and the government policy statement Planning for Growth (March 2011). It is also important to bring to Committee's attention draft National Planning Practice Guidance on the assessment of land availability (see website at www.planningguidance.planningportal.gov.uk/blog/guidance/assessment-of-land-availability). This states that in relation to how Local Planning Authorities should deal with past undersupply they should '*aim to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met Local Planning Authorities will need to work with neighbouring authorities under the duty to co-operate'*. This is again a clear indication from Government that the Sedgefield method is preferred.

4 CONCLUSIONS

4.1 Having regard to the need for, and importance of an up to date housing evidence base (in accordance with requirements of NPPF), and fact that the consultation period on the 250 dpa figure has now concluded with little substantive evidence to support a figure lower than 250, it is considered an appropriate time to formally revise the housing need figure for Development Management purposes. This approach accords with the resolution of the 6 August meeting (minute 191 refers) to continue using 200 dpa pending the outcome of public consultation.

4.2 It is acknowledged that the appropriate forum for establishing the housing need requirement for the borough over the plan period is the Examination in Public into the Core Strategy. The Inspector may seek to raise the figure put forward in light of further evidence analysis and consideration of objections through that forum but it is unlikely that the figure will be reduced from the 250 dpa. That was the mid-range of the 2013 NLP report and enables the Council to support the delivery of affordable housing and some economic growth.

4.3 It has become evident in recent months that the approach adopted in respect of calculating supply is out of step with the national trend. Whilst the Council has continued to use 200 dpa for Development Management purposes, it became apparent at the recent Barrow Lands 1 Inquiry that there is no longer an evidence base to underpin that as it has been superseded by the NLP 2013 report. The consultation period on the 250 dpa figure has now concluded and whilst there have been various representations made to that in terms of both uplifting or decreasing the figure, that matter will be formally resolved through the Examination in Public into the Core Strategy. On the basis of the comments received, it is not considered that at this stage there will be any further work undertaken to clarify points made and thus in accordance with the resolution of Planning and Development Committee on 6 August, I consider it now appropriate and logical to formally adopt the figure of 250 dpa for Development Management purposes.

4.4 In respect of the method of calculating housing land supply, the Council has maintained its stance of using the Residual method in two major public Inquiries this year but has recognised in those proceedings that there are extensive Inspectorate and Secretary of State decisions that support the use of Sedgefield and this includes the recent decision for a major development site within our borough at Mitton Road, Whalley.

4.5 It is important for the credibility of the decision making process that the Council reflects on its position in respect of housing need and method of calculating supply in order that it can fulfil the key role of boosting significantly the supply of housing that NPPF requires it to do. This is not growth at any cost but only insofar as it is consistent with the policies set out in the Framework. The Development Management process balances many considerations and housing supply is just one of these albeit an important one as the Framework requires Local Planning Authorities to maintain a five year forward supply.

5 RISK ASSESSMENT

5.1 The approval of this report may have the following implications

- Resources – No implications identified.

- Technical, Environmental and Legal – Members need to ensure a justified and evidence based approach is taken in line with existing planning policy guidance.

- Political – There is significant interest in housing and related Core Strategy issues.

- Reputation – The decision taken will influence future planning decisions. It is important that the Council adopt an approach that withstand scrutiny if public confidence and credibility in the process is to be assured.

- Equality & Diversity – No implications identified.

6 RECOMMENDED THAT COMMITTEE

6.1 Confirm that for the purposes of determining planning applications, pending the outcome of the Examination in Public into the Core Strategy which will evaluate the evidence base having due regard to the Council's duty to co-operate with neighbouring authorities, the figure of 250 dpa be used for decision making purposes. This figure to be reviewed following the outcome of the Examination in Public having regard to any relevant appeal decisions.

6.2 Confirm that in terms of the calculation of housing land supply, the Council adopt the Sedgefield approach.

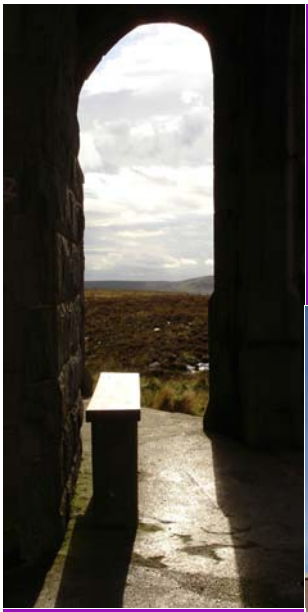
SARAH WESTWOOD SENIOR PLANNING OFFICER	JOHN HEAP DIRECTOR OF COMMUNITY SERVICES

BACKGROUND PAPERS

National Planning Policy Framework
Ribble Valley Housing Requirement Update NLP 2013

For further information please ask for Sarah Westwood, extension 4516.

REF: SW/EL/101013/P&D



Core Strategy

Part of the Blackburn with Darwen
Local Development Framework

Adopted January 2011

Blackburn with Darwen Borough Council

BLACKBURN WITH DARWEN
LOCAL DEVELOPMENT FRAMEWORK
CORE STRATEGY

Adopted January 2011

Regeneration Department
Town Hall
Blackburn
BB1 7DY

www.blackburn.gov.uk

A Note on the Core Strategy

Please note that this page does not form part of the Core Strategy Development Plan Document

1. This DPD was prepared to be in conformity with the North West Regional Strategy (RS), and the Council received confirmation from the Regional Planning Body that it was in general conformity. On 6th July 2010 the Secretary of State announced the revocation of the RS. A subsequent High Court judgment on 10 November 2010 had the effect of re-instating the RS as part of the Development Plan. In response the Coalition Government has confirmed its intention to abolish Regional Strategies in the forthcoming Localism Bill. The materiality of this intention was itself subsequently challenged and a stay placed on the relevant Government communications to local authorities pending a further High Court hearing.

2. As the DPD was examined during the period between 6th July and 10th November 2010, the DPD refers to the “former Regional Strategy”. However the spatial strategy proposed in the Core Strategy has not changed at any point during the process described above, and remains unaffected by the status of the RS. The Council has not departed from the RS housing figure for the area which is based on evidence, supplied by the Council, on the capacity of the area to accommodate housing growth. Therefore the RS housing figures are retained in the DPD. In addition, all other policy areas are in general conformity with the Regional Strategy as well as being supported by independent evidence.

Table of Contents

List of Figures

PART 1:
ABOUT THIS DOCUMENT

1. About this Document

1.1 This document is the Core Strategy for Blackburn with Darwen's Local Development Framework.

1.2 The Core Strategy sets out the priorities for the future planning and development of the Borough for the next 15 to 20 years: how much and what types of development there should be, where it should be focused, when it is likely to take place, and how it will be delivered. It will be put into practice in three main ways:

i. By shaping more detailed planning policy in the next stage of the LDF;

ii. By being used by the Council as Local Planning Authority in making decisions on planning applications; and

iii. By directly influencing the Council, its partners and other agencies in the development of their projects.

1.3 The Core Strategy is part of the statutory Development Plan for the Borough. The Development Plan also includes:

i. The Minerals and Waste Development Plan Documents for Lancashire (including the unitary authorities of Blackburn with Darwen and Blackpool);

ii. Until they are replaced by new policies in the DPDs, a series of "saved" policies from the Blackburn with Darwen Borough Local Plan and the 2006 Lancashire Minerals and Waste Local Plan;

iii. Policy 29 of the Joint Lancashire Structure Plan 2001-2016 which deals with Gypsy and Traveller issues

1.4 These must be read alongside this Core Strategy.

1.5 It has been developed in consultation with a range of stakeholders at a range of stages. Our strategy for stakeholder engagement has been to start by identifying issues to be tackled in the Borough and setting priorities, to confirm an overall "direction of travel", and then to gradually refine the strategy and policies into those contained in this document.

1.6 This document is supported by a suite of others which give extra information on our strategy and the background to it. The main ones are:

i. An Infrastructure and Delivery Plan, which outlines how our strategy will be delivered, and how it will be complemented by timely investment from partners;

ii. A Sustainability Appraisal report, which looks in more detail at the social, economic and environmental effects of the different options considered;

iii. A Habitats Regulations Assessment, which considers whether our strategy will affect internationally-important habitats in the areas surrounding Blackburn with Darwen; and

iv. A Consultation Statement, which explains how the consultation carried out has influenced the strategy we now have.

1.7 If you would like any further information on the Core Strategy or LDF in general, please contact the Forward Planning and Transport Policy Group on 01254 585356 or at forwardplanning@blackburn.gov.uk

2. How to Read This Document

Overall Structure

2.1 This Core Strategy is set out to provide a logical flow of information and progressively more policy detail in each part.

i. **The rest of Part 1** explains more about this document and how it links to others which will be published at the same time.

ii. **Part 2** sets out the current position, telling the Borough's "story of place" and explaining how the Core Strategy fits into the wider range of policies and strategies affecting the Borough. For simplicity it splits the Borough into eight "character areas".

iii. **Part 3** sets out our overall strategy for change and development in the Borough, giving progressively more policy detail. In this part the Vision and Objectives set out high level priorities. They feed into the overall strategy in Policy CS1 which in turn sets out six "spatial interventions" – key policy areas that we need to address to bring about the Vision.

iv. **Part 4** takes forward each of these spatial interventions as a separate chapter with detailed policies.

v. **Part 5** summarises how each of the eight "character areas" described in Part 2 will have changed at the end of the Core Strategy period.

2.2 This structure is illustrated on the next page.

Figure 1: Core Strategy Structure

PART 1 – ABOUT THE CORE STRATEGY

PART 2 – "BEFORE"

PART 3 – STRATEGY

High Level Priorities: **Vision** ↓ **Objectives** ↓

Overall Strategy: **CS1: Targeted Growth Strategy**

PART 4 – DETAILED POLICY

Spatial Interventions	**Land supply for business development in higher-value sectors**	**Quantity, quality and mix of housing**	**Range and quality of public facilities, particularly in Town Centres**	**Environmental protection and enhancement**	**Quality of place**	**Access to jobs and services**
Policies	CS2 Typology of Employment Land	CS5 Locations for New Housing	CS11 Facilities and Services	CS13 Environmental Strategy	CS16 Form and Design of New Development	CS22 Accessibility Strategy
	CS3 Land for Employment Development	CS6 Housing Targets	CS12 Retail Development	CS14 Green Belt	CS17 Heritage	CS23 Tackling Worklessness
	CS4 Protection & Re-use of Employment Sites	CS7 Types of Housing		CS15 Biodiversity	CS18 The Borough's Landscapes	
		CS8 Affordable Housing Requirements			CS19 Green Infrastructure	
		CS9 Existing Housing Stock			CS20 Cleaner, Safer, Greener	
		CS10 Accommodation for Gypsies, Travellers and Travelling Showpeople			CS21 Mitigation of Impacts / Planning Gain	

PART 5 – "AFTER"

Links to the Infrastructure and Delivery Plan

2.3 It is essential that the Core Strategy policies and proposals are realistic and deliverable. A key element of preparing for new development is ensuring that the existing infrastructure capacity remains adequate, and any new development does not put existing or new residents or users at unacceptable detriment in infrastructure terms.

2.4 In considering infrastructure within the Borough a wide definition has been used:

> *"The facilities, services, and installations needed for the functioning of a community or society, such as transportation and communications systems, water and power lines, public institutions and services, and living space. This includes the elements which make up 'physical infrastructure'; 'social infrastructure' and 'green infrastructure' in the Borough."*

2.5 The Core Strategy Infrastructure Delivery Plan (IDP) is a technical document to support the preparation of policies in Blackburn with Darwen's Local Development Framework. In particular, it has informed the overall direction of approach to development within the Borough set out in the Core Strategy, and is expected to assist the formulation of detailed policies in subsequent Development Plan Documents (DPDs).

2.6 The IDP contains:

i. Part 1: a summary of an introduction to the Core Strategy's main development priorities and an overview of the current infrastructure provision within Blackburn with Darwen Borough;

ii. Part 2: the infrastructure needs and opportunities identified to meet the proposals within the Core Strategy; and

iii. Part 3: Core Strategy Policy implementation and monitoring tables.

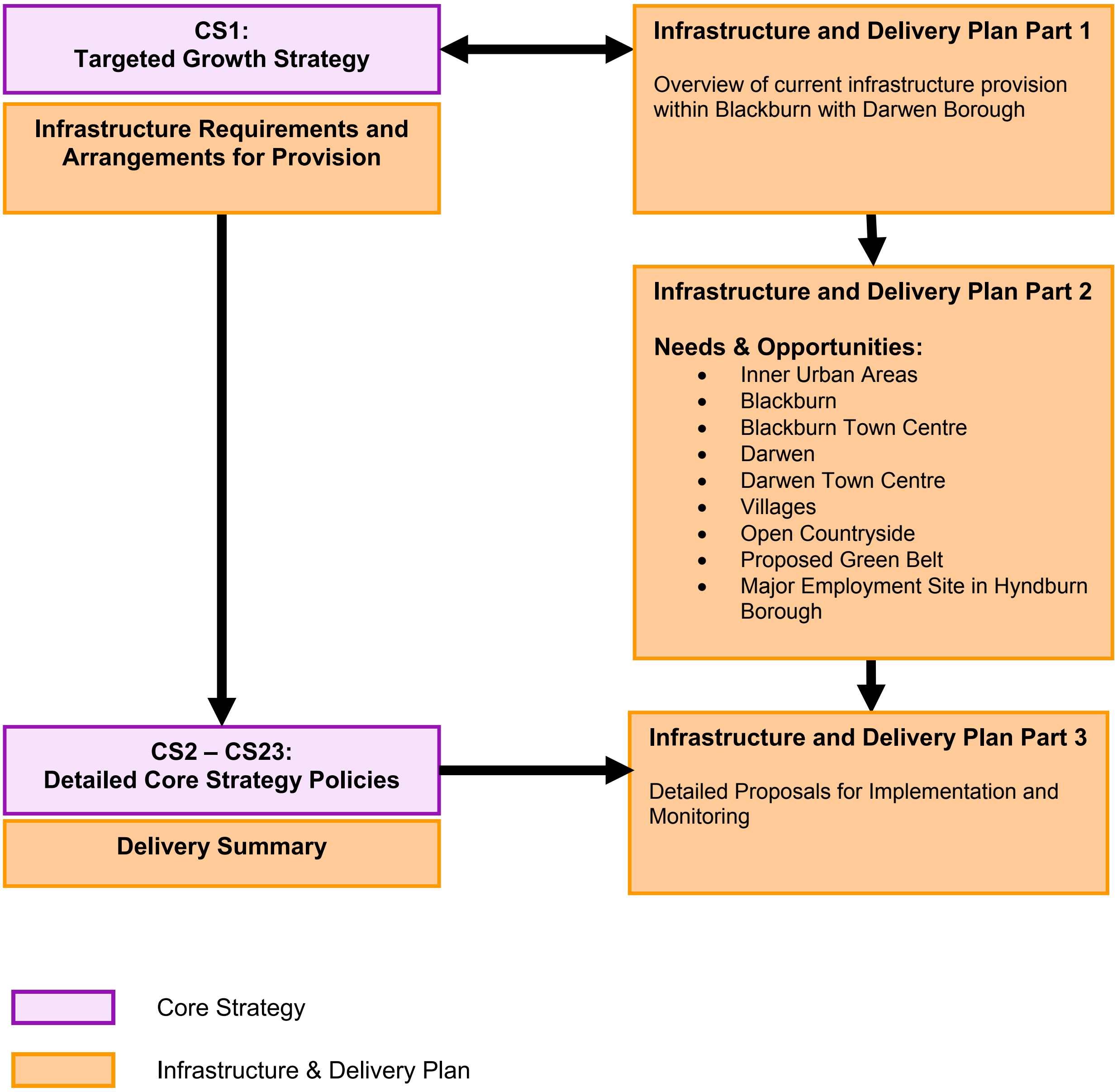
2.7 The links with the Core Strategy can be seen in Figure 2 on Page 8 below.

2.8 The preparation of the IDP has been informed by the Preferred Options Core Strategy and its associated public consultation carried out during 2007, and detailed consultation discussions with infrastructure providers and deliverers during 2008, and analysis of current strategies, programmes and projects relating to infrastructure provision.

2.9 The Core Strategy draws on the IDP to set out information on infrastructure in two main areas. Infrastructure implications and requirements arise from the overall scale and general location of new development, and are therefore dealt with as part of the overall strategy under Policy CS1. Arrangements for implementation of detailed policies, by both the Council and other agencies, are explained under each policy.

2.10 The IDP contains information on what will happen if important infrastructure projects do not come forward as expected in the Core Strategy, and if key elements of the spatial strategy are not delivered as planned. This information is reproduced at the end of Policy CS1, and after each Spatial Intervention chapter in Part 4.

Figure 2: Links Between the Core Strategy and the Infrastructure and Delivery Plan



PART 2:
BACKGROUND

3. "Before" – Setting the Scene: A Spatial Portrait of Blackburn with Darwen

3.1 This section is in three main parts. The first is Blackburn with Darwen's "Story of Place", as explained in the Borough's Sustainable Community Strategy. The second part explains the geography of the Borough in a little more detail, providing a "pen picture" of the different types of area that make up Blackburn with Darwen. The third explains how the Core Strategy responds to this in spatial planning terms, forming the basis of the strategy and detailed policies which follow.

Blackburn with Darwen's "Story of Place" (from the 2008 Sustainable Community Strategy)

3.2 Blackburn with Darwen, surrounded by some of the most beautiful countryside in Britain, is a key geographical and cultural gateway to Pennine Lancashire. It is located between the high land on the Metropolitan Borough boundaries of Bolton and Bury in the south and the Mellor ridge to the north. The West Pennine Moors form a natural barrier to Chorley and to the east a barrier to Rossendale. Within this dramatic landscape, the Borough covers an area of 13,700 hectares and has a population of 141,200 people in approximately 55,000 households.

3.3 Nearly a third of the Borough's population is aged 0 – 19, the highest such proportion of all authorities in the North West and the second highest in England. The Borough's population is also relatively diverse, 78% of the population are White; 11% are of Indian Heritage; 9% are of Pakistani Heritage and 2% of other heritage. Blackburn with Darwen also has the third highest Muslim population in the country. The age structure of the South Asian heritage population is considerably younger than the White British population. At the 2001 Census 26% of the White British population was aged 0-19, compared to 46% of the BME population. These differences are reflected in school populations in the Borough; 37% of secondary school pupils are of BME background while in the first three years of primary school (5-8 year olds) 51% are BME.

3.4 Blackburn with Darwen has a growing population of older people, projections between 2007 and 2027 suggest that the percentage of the Borough's population who are aged over 65 will rise to above 15%.

3.5 The Borough is characterised by relatively compact urban areas set within countryside. This is most pronounced in Darwen, much of which sits within a relatively steep-sided valley with ridgelines to the east and west; but open countryside is also visible from many parts of Blackburn.

3.6 Within the main urban areas both Town Centres are surrounded by large areas of high density terraced housing, parts of which are in poor condition. Both towns also have significant areas of "suburban" development, comprising a mix of larger older properties and more recent development, some of which has spilled beyond the confines of the valley sides.

3.7 The Borough has significant rural fringes containing a number of villages supporting basic services such as a primary school and shop. The landscape has been shaped by farming – sheep on the uplands and dairy cattle on the low lying areas – and small-scale mining and quarrying. Village residents are, however, more likely to seek work in nearby towns and cities. Diversification of the rural economy is a local concern.

Early history and the Industrial Revolution

3.8 The development of the textile industry in the 18th and 19th centuries transformed the fortunes of the Borough. Aided by the availability of natural resources and good communications, Blackburn became renowned as a world centre for cotton cloth production. Darwen also saw the development of important paper and paint manufacturing industries, with related engineering activities in both towns. Large mills with the associated provision of workers housing, much of a terraced form, began to dominate the urban areas of the Borough with rapid growth of the population throughout the 19th century until the First World War. The Industrial Revolution and Victorian development have been important in shaping the physical development and image of the Borough and exert an influence which remains to this day.

The legacy of the Industrial Revolution

3.9 A major part of the physical structure of and pattern of development in the Borough is a legacy of this phase of development. The inner urban areas of both Blackburn and Darwen, surrounding the Town Centres, continue to be dominated by terraced housing: almost half the Borough's population lives in a terraced house, and three quarters of dwellings in the Borough fall into Council Tax Bands A and B. Although major programmes of slum clearance took place in previous decades, some 17.2% of the Borough's housing stock is considered "unfit". Large mills and factories clustered within primarily industrial areas, and isolated employment uses within mainly residential areas, also remain.

3.10 The Borough's population peaked in 1921 but there has been slow decline until it stabilised in the latter part of the 20th century. This has reflected the decline of traditional manufacturing industry, particularly the textile sector. Economic restructuring has continued, and it is generally accepted that Blackburn with

Darwen has fared relatively well through this period in comparison to other areas. Nevertheless, a large proportion of the Borough's economy remains characterised by comparatively low wages and a high proportion of relatively low-skilled jobs, with over a quarter of employee jobs being in the manufacturing sector and low average wage levels. The impact of poverty and deprivation on our children, young people and their families, their aspirations, achievements and life cycles is significant, and has a huge impact in terms of their health and educational achievements.

20th century changes

3.11 The post-Second World War period has seen a focus on accommodating the needs of modern industrial and business activities with the establishment of industrial estates and business parks on the periphery of the two urban areas in an attempt to diversify the economic base. A significant amount of this development has taken place close to the M65 motorway, which was extended through the Borough and linked to the M6 in 1997, unlocking a major phase of expansion in business and housing development. Much activity has also been focused on addressing the legacy of poor quality housing with extensive programmes of slum clearance, housing redevelopment (again often in peripheral areas) and housing improvement throughout the Borough.

3.12 Culture is beginning to drive change, marking Blackburn as a future destination town for both visitors and local residents. Blackburn was put on the UK national cultural map through the hosting of the C21 Asian contemporary art exhibition, which was brought to the Borough from Fukuoka, Japan, for its European debut. The regeneration of both Blackburn and Darwen town centres, the celebration of the built environment through conservation areas, and the refurbishment of many fine historic buildings, will also increase the cultural offer for both citizens and investors.

21st century challenges

3.13 Whilst much has been achieved, many economic, social and environmental issues remain to be addressed. Investment in infrastructure in the nearby "Central Lancashire City" area and Manchester conurbation produces strong competition for new development, due to the Borough's close geographical location to these. The Borough cannot afford to stand still given this situation. Regeneration, renewal and attracting new investment will continue to be strong priorities for the future.

3.14 As well as addressing "legacy" issues, the Borough faces new challenges and issues to address, both global and local. Globalisation of the economy will intensify competitive pressures and may well result in a speeding up of economic restructuring. Climate change and competition for raw materials may increasingly shape the form and nature of future building and development patterns. Locally, the most recent Index of Multiple Deprivation assessment ranked Blackburn with Darwen the 17th most deprived Borough in England, this compares to its previous position of 34th in the 2004 assessment. The Borough's competitive advantage attracts businesses that offer low wages, a situation that poses challenges for the future in continuing to attract new employers, whilst raising the wages that are currently leading to this deprivation.

3.15 Finding new roles for the two main towns in the Borough against this background of change will be a major challenge. Similarly for the rural hinterland, the future of farming in marginal Pennine hill country will need careful consideration against the need to balance demands for leisure activities and the management of the countryside. Key influences are likely to arise from the emerging concept of Pennine Lancashire, and the significant economic benefits that this could bring; the ability to attract continuing public and private sector investment and putting the theory of "sustainable development" into practice.

Eight "Character Areas"

3.16 The Borough is a rich and diverse place. But in very general terms it can be split into eight "character areas" – areas which developed at around the same time, are similar in their physical environment and in their location in relation to the Town Centres, and share many of the same social and economic issues. The diagram on Page 19 shows generally where these areas are.

Inner urban areas

3.17 The Borough's inner urban areas broadly coincide with the areas covered by the Housing Market Renewal regeneration programme. They take in approximately 27,900 dwellings. The areas suffer from a predominance of two bedroom terrace properties, limited open space, transient populations and high deprivation levels.

3.18 There are continuing high levels of vacant properties throughout these areas according to the Core Strategy Infrastructure and Delivery Plan, particularly central Darwen (8% in 2007[1]). Vacancies remain high in Inner North Blackburn and Audley/Queens Park (7% and 6% respectively), reflecting the unsuitability of stock and lack of choice, though house prices in these areas have increased significantly which may reflect a strong desire within the community to remain close to family and relatives.

3.19 Census data generally shows that the inner urban areas suffer from much higher rates of deprivation when compared to the Borough as a whole or to the North West region. The Census also shows that BME groups are more likely to

[1] Figure excludes Council owned HMR properties awaiting demolition

live in inner urban areas. For example the main two BME groups in the Borough (Indian and Pakistani) make up 30% of the population in the HMR areas compared to 19.4% for the Borough and 2.81% for the North West. As a result, BME groups are more likely to experience deprivation than people from other ethnic backgrounds.

3.20 According to the 2001 census there is a much greater density of people living in HMR areas per hectare (48.03%) than the Borough as a whole (10.03%) or the North West (4.77%). Inner urban areas see a greater incidence of people who regard their health as not good, or who are suffering from long-term illness, than the Borough or the North West as a whole. Birth rates among BME groups are greater than those in the rest of the Borough's population. It can be inferred from this that in the long term the need for a choice of new housing development in the inner areas will continue to increase.

3.21 There are a larger proportion of economically inactive people in inner urban areas compared to the Borough as a whole and the North West generally. For example 5.47% of people in HMR areas are unemployed compared to 4.13% for the Borough and 3.63% regionally. There is also a much higher percentage of people without any qualifications in HMR areas (44.66%) than for the Borough (37.21%) and the region (31.89%); similarly the percentage of people who have attained the highest level of qualifications is much lower in the HMR areas.

3.22 According to the 2001 census the proportion of people who owned a house with a mortgage was much lower in the HMR areas (30.03%) than for the Borough (37.99%) and the North West (38.89%).

"Suburban" housing areas

3.23 These take in effectively the rest of the housing in the urban area that does not fall into the inner areas described above.

3.24 Out of the total Borough's population of 141,200 residents, 102,000 people live within the town of Blackburn in 35,000 houses. This represents approximately 72% of the Borough's residents. 27,210 people live in Darwen in 12,770 houses. This represents 19% of the Borough's population.

3.25 Blackburn is physically contained within a valley setting, surrounded on all sides by open countryside, most of which is designated Green Belt to the existing urban boundary. The urban area is characterised by 19th century housing within the core areas together with a close land use mix of housing, industrial and commercial areas. Darwen is located along a steep-sided river valley; six kilometres in length, but not more than three kilometres wide. Outside the inner urban areas, there is a wider, more modern range of housing stock, set within suburban neighbourhoods.

3.26 In general, the Borough's suburban housing areas fare above average for deprivation indicators. Health indicators from the 2001 census revealed that 8.89% of people classified their health as being "not good" in these areas compared to 11.13% for the Borough. According to the 2001 census people living in the Borough's suburban housing areas are also less likely to be economically inactive: unemployment rates for these areas stand at 2.36% compared to 4.13% for the Borough and 3.63% for the North West. The percentage of people who have attained the highest level of qualifications (level 4/5) is higher in suburban areas at 19.38% than for the Borough (13.75%) and the North West (17.17%).

3.27 The 2001 census indicated that suburban housing areas generally have much lower percentages of BME groups than for the Borough as a whole. Therefore people from BME groups are less likely to benefit from the higher than average living conditions that these areas provide compared to the rest of the Borough.

Blackburn Town Centre

3.28 Blackburn Town Centre is considered to be a sub-regional centre for shopping and tertiary education, and acts as a focus for cultural, social, business and community life in the Borough and Pennine Lancashire. However, there is a lower than average proportion of comparison and convenience retail units in the town centre (40% and 7%) compared with centres in the UK as a whole (46% and 9% respectively), and a relatively narrow range of uses beyond traditional retailing (Blackburn with Darwen AMR, 2008).

3.29 The number of service units in Blackburn Town Centre has increased, contrary to national trends. The number of vacant units has decreased slightly, contrary to national trends. However the figure for vacant units remains higher than the national average but this may be accounted for by the Phase II Shopping Centre redevelopment scheme (Blackburn with Darwen AMR, 2008).

3.30 The Blackburn Town Centre Strategy (2003-2008) is currently being updated. It was successful in attracting £13.25m grant from NWDA to assist in the renaissance projects in the town centre.

3.31 Much of the town centre is covered by Conservation Area designation, with 5 adjoining but distinctive Conservation Areas. Elsewhere the Town Centre is characterised by a mix of traditional buildings, many of which can be considered important contributors to a sense of place, and development from the 1960s and later, much of which is typically in need of replacement or refurbishment.

Darwen Town Centre

3.32 Darwen Town Centre fulfils a market town role providing small scale retail developments and community services such as a health centre and a library.

3.33 The town centre has a countryside setting with views of the moors and Darwen Tower. The River Darwen runs through the town with the open river corridor on either side of the main town centre. The town centre is characterised by a number of buildings of significant historic and architectural interest. In recent years the town centre has seen some significant public or quasi-public development projects including the creation of a City Academy school and a replacement leisure centre.

Motorway junction employment sites

3.34 Motorway junction employment sites are located at junctions 4, 5 and 6 of the M65. The land surrounding these junctions is principally made up by employment land: at Junction 4 on both sides of the motorway and at 5 and 6 on the north side closest to Blackburn. Part of the employment area at Junction 6 is in Hyndburn Borough.

3.35 The employment sites at Junction 4 consist of Blackburn Interchange, the Connect 4 site and the Hollins area. Blackburn Interchange is a modern business park. It attracts high value users such as office development. Several plots remain unused and are ready to be built out. The Connect 4 site is relatively new having been developed for office and warehouse uses and is currently in the process of being built out. Hollins is an older industrial area with a mix of heavy industrial uses.

3.36 Employment sites at Junction 5 consist primarily of Walker Park and Shadsworth Business Park. These high profile employment sites mainly cater for high value office and manufacturing businesses. Both employment sites have been mostly built out with little room for new development. Vacant plots are normally filled with a short turn around time.

3.37 Junction 6 of the M65 motorway is inside Hyndburn Borough boundary. However many of the employment sites serviced by this junction fall within Blackburn with Darwen. These employment sites include industrial estates such as Whitebirk, Glenfield, Greenbank and Ribble Business Park. These established employment sites cater for office and higher end manufacturing businesses. Most of these areas have been developed, but opportunities remain available for modernisation and redevelopment of premises. Junction 6 also services the Furthergate area which caters for office and manufacturing development. New development is taking place around Junction 6 in Hyndburn Borough which is of relevance to Blackburn with Darwen. Of particular importance is the Whitebirk Strategic Employment Site which will offer high quality high skilled employment opportunities to residents of this Borough.

Older employment areas

3.38 The Borough's older employment areas are scattered throughout the urban areas of Blackburn and Darwen. They are often located adjacent to residential areas reflecting the origins of industrialisation in the Borough. Many of these employment areas consist of old mill style buildings or yards that are used for manufacturing or other relatively "heavy" industry. In some cases the nature of these uses can lead to amenity constraints due to the proximity of housing. Many of the buildings in these areas have a poor physical appearance due to neglect and general old age. Nevertheless a number of the Borough's older employment areas have seen the introduction of more modern businesses, either through new development or through the successful refurbishment of older premises.

3.39 Many of the older employment areas are considered to be underperforming in wealth generation due to the low gross value added (GVA) output of older employment areas. This is reflected in gross weekly earnings in the Borough which are £36.10 less than the regional average and £64.10 less than the national average. These areas also contribute to the Borough's high dependence on the manufacturing sector which accounts for 22.5% of jobs in Blackburn with Darwen, compared to 12.5% in the North West (Blackburn with Darwen AMR, 2008).

Villages

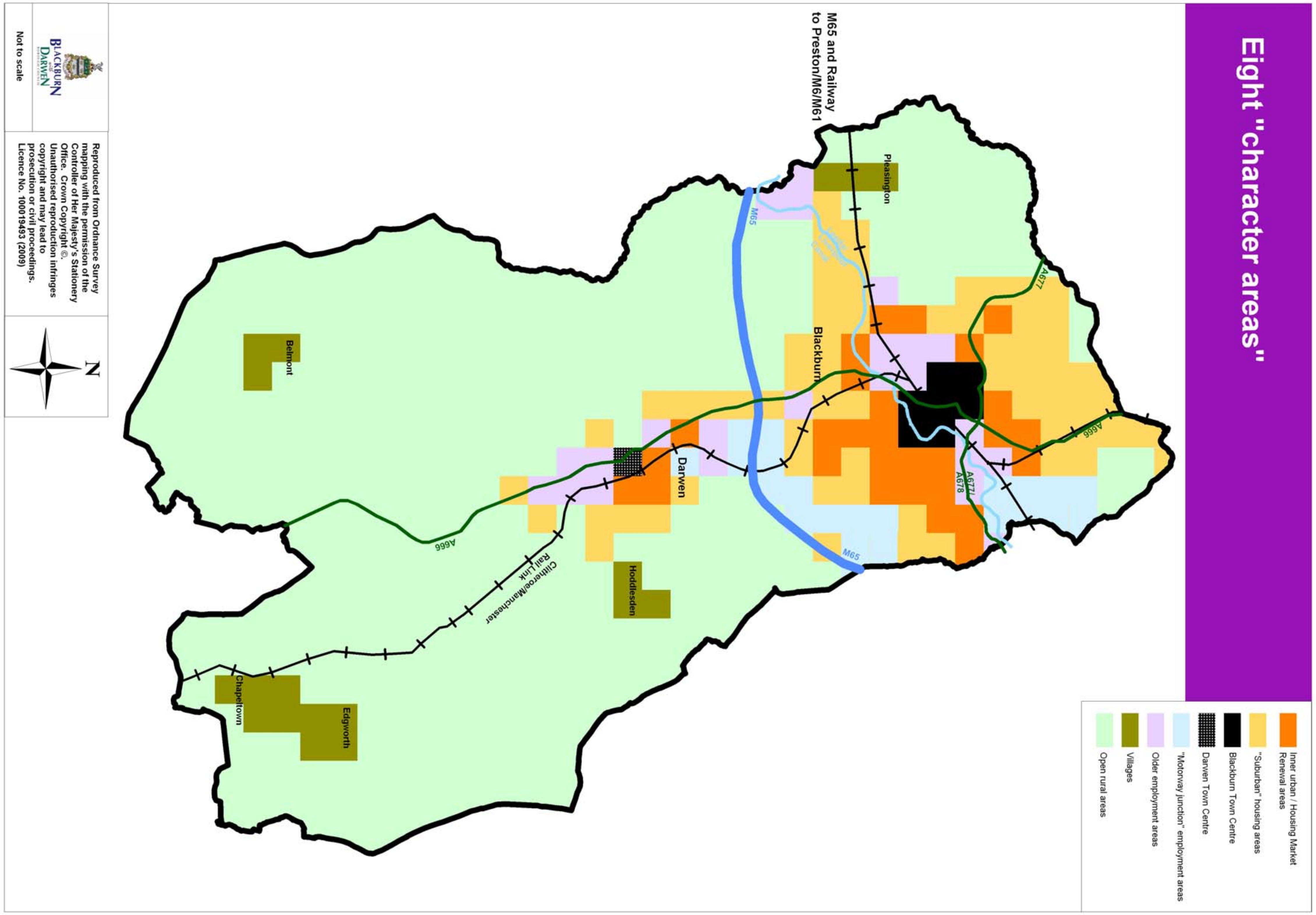
3.40 The villages form the main centres of living and service provision in the rural area. There are six: Belmont, Chapeltown, Edgworth, Hoddlesden, Pleasington and Tockholes. They are relatively close to the main urban areas (with Belmont, Edgworth and Chapeltown geographically closer to the urban areas of Bolton than Blackburn). Due to its size and dispersed nature Tockholes does not have a village boundary and is "washed over" by Green Belt.

3.41 Each of the villages has a core containing a mixture of 18th and 19th century housing and other development, including a number of individual traditional mills, built in local materials. Most have also seen varying amounts of more recent development including some significant accretions in the form of estates of larger housing built in the 1960s and 1970s. The villages typically have a basic range of local amenities including primary schools and shops, but provide relatively little other employment.

Open rural areas

3.42 The open rural areas consist of the West Pennine Moors, rural valleys and East Lancashire valleys. The landscape is characterised by open moorland, woodlands, species-rich grassland, rivers, canals and industrial archaeological features. Open rural areas provide a natural break between urban areas within the Borough.

3.43 In the rural areas the main activity is upland farming, though a degree of diversification has taken place and there are isolated business uses relating mainly to tourism.


Eight "character areas"
Inner urban / Housing Market Renewal areas
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Darwen Town Centre
"Motorway junction" employment areas
Older employment areas
Villages
Open rural areas
M65 and Railway to Preston/M6/M61
Pleasington
Blackburn
Darwen
Hoddlesden
Belmont
Edgworth
Chapeltown
Clitheroe/Manchester Rail Link
M65
A666
A677
A677/A678
Not to scale
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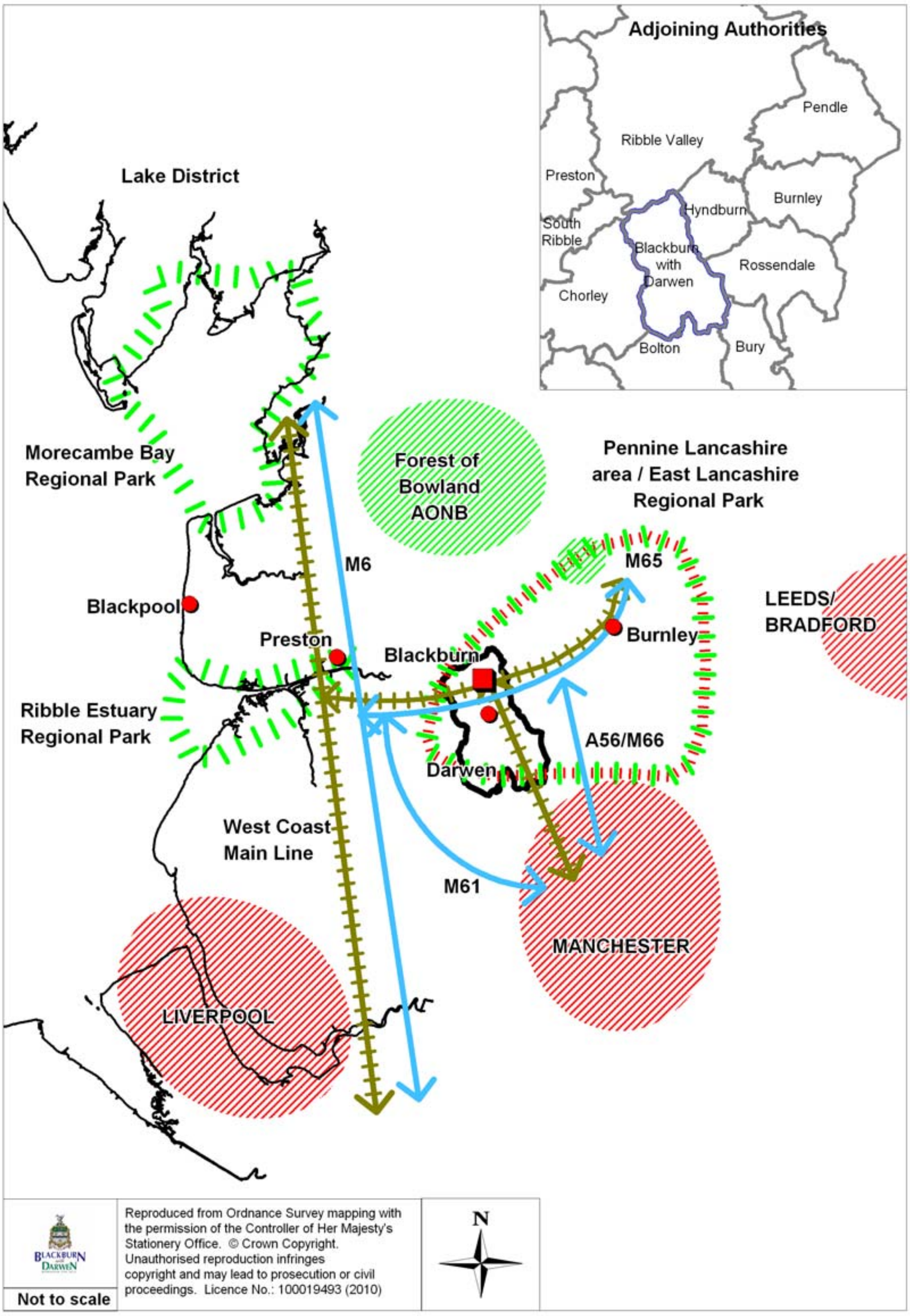
Figure 3: Cross-Boundary Issues: Pennine Lancashire and Beyond



Pennine Lancashire

3.44 The Sub-National review of economic development and regeneration (SNR) (HMT, BERR & CLG, 2007) recognised that administrative boundaries often do not correspond with functioning economic areas, and proposed developing cross-boundary working. In this context, the main cross-boundary focus for Blackburn with Darwen is Pennine Lancashire – six local authority districts[2] which comprise a travel to work area and together function as a distinct economic footprint. A delivery vehicle, PLACE (Pennine Lancashire Leaders And Chief Executives) has been established to take ownership of Pennine Lancashire issues.

3.45 PLACE has drawn the Elevate pathfinder into an emerging Economic Development Company, which is underpinned by a "Transformational Agenda". This aims to secure fundamental change in the structure of the Pennine Lancashire economy to a higher-value, higher-skill, higher-wage basis. The quality of the local environment and the setting of the Pennine Lancashire towns is regarded as a key asset for attracting new investment, but also as one that must be carefully protected.

The Pennine Lancashire Multi-Area Agreement

3.46 In December 2008 a Multi-Area Agreement (MAA) was signed between the six Pennine Lancashire authorities and Central Government. The overarching aim of the MAA is to close the gap in economic performance (and hence overall quality of life) between Pennine Lancashire and other areas. It identifies a series of "transformational" interventions required to achieve this, and commits all parties to specific actions to deliver change. The MAA has seven themes:

- **i.** Funding
- **ii.** Transport
- **iii.** Skills – Higher Education
- **iv.** Worklessness
- **v.** Economic Development (Jobs / Digital Connectivity / Culture)
- **vi.** Spatial Planning
- **vii.** Strategic Housing

3.47 Many of the actions in the MAA can be related to spatial planning in general terms, and the MAA provides important context for the Core Strategy. A

[2] Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale

number however are specifically relevant to the policies and approaches set out in this Core Strategy. These relate to:

Improvements to Clitheroe – Manchester Rail Link (Government Action 4 / Pennine Lancashire Action 4)

3.48 This is a proposal to increase the quality, frequency and speed of the rail link between Pennine Lancashire and Manchester. Its objectives are to benefit the Pennine Lancashire economy by improving people's access to higher value jobs in Greater Manchester, and to reduce the amount of car-borne commuting into the city. Along with those working in higher value jobs within Pennine Lancashire, Manchester commuters are likely to be an important source of demand for better quality housing in Pennine Lancashire.

Pennine Reach (Government Action 7 / Pennine Lancashire Action 7)

3.49 Pennine Reach is a project to provide high quality and high frequency bus services linking the main town centres in the sub-region in order to maximise people's access to jobs and services. It will be important in creating a "critical mass" of demand for facilities and services in town centres, and in mitigating the potential environmental impact associated with greater mobility.

Expansion of higher education in Pennine Lancashire (Government Action 8 / Pennine Lancashire Action 8)

3.50 The further physical development of Blackburn College, its role in Blackburn town centre, and its relationship with other agencies and businesses in the locality, is a key element of this MAA theme.

Development of a Pennine Lancashire "Spatial Guide" (Pennine Lancashire Action 12)

3.51 This is a proposal to develop a non-statutory spatial document to help fill the gap between regional and local policy by articulating a common approach to issues across a Pennine Lancashire footprint. It would act as a precursor for a future Pennine Lancashire Integrated Strategy, and a longer term move towards a joint Core Strategy.

Study of Green Belt issues to the east of Blackburn's urban area (Pennine Lancashire Action 13 / Government Action 12)

3.52 The MAA highlights the potential for a second phase of high-value employment development at Whitebirk, Blackburn, beyond the existing strategic site (see Figure 4). This would involve release of land from Green Belt on the edge of Blackburn's urban area. The MAA actions focus on both the process by which land would be released, and key policy issues that will need to be addressed in doing so.

Forming of a Growth / Regeneration Delivery Team focusing on delivering housing growth (Pennine Lancashire Action 14)

3.53 This will represent an important delivery mechanism for Core Strategy policy.

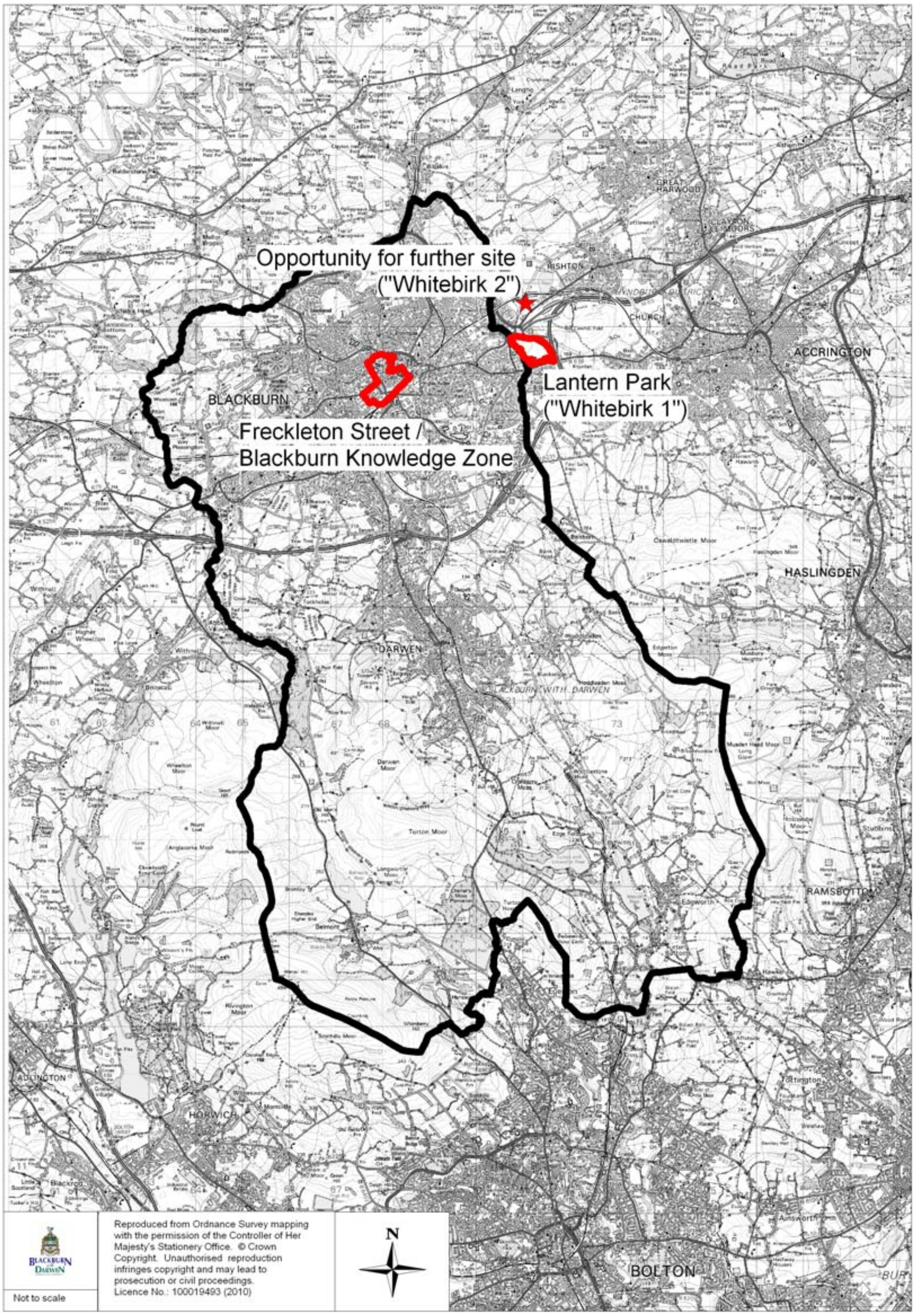
Establishment of Whitebirk and Blackburn Knowledge Zone as Strategic Regional employment sites (Pennine Lancashire Action 16)

3.54 Whitebirk is a major employment site to the east of Blackburn (see Figure 4). Although it is primarily located in Hyndburn it will form a key employment location for people across Pennine Lancashire. Blackburn Knowledge Zone forms an arc stretching through Blackburn town centre. Identifying these areas as Strategic Regional employment sites will unlock investment and be a key delivery mechanism.

3.55 The MAA has as an appendix: the Pennine Lancashire Economic Strategy and Action Plan. Funding streams are attached to this via the Northwest Regional Development Agency. It will be an important delivery mechanism for aspects of the Core Strategy's policies.

3.56 The linkages between the MAA and Core Strategy policies are explained in the reasoned justification to the relevant policies.

Figure 4: Employment Sites Referred to in Pennine Lancashire Multi-Area Agreement



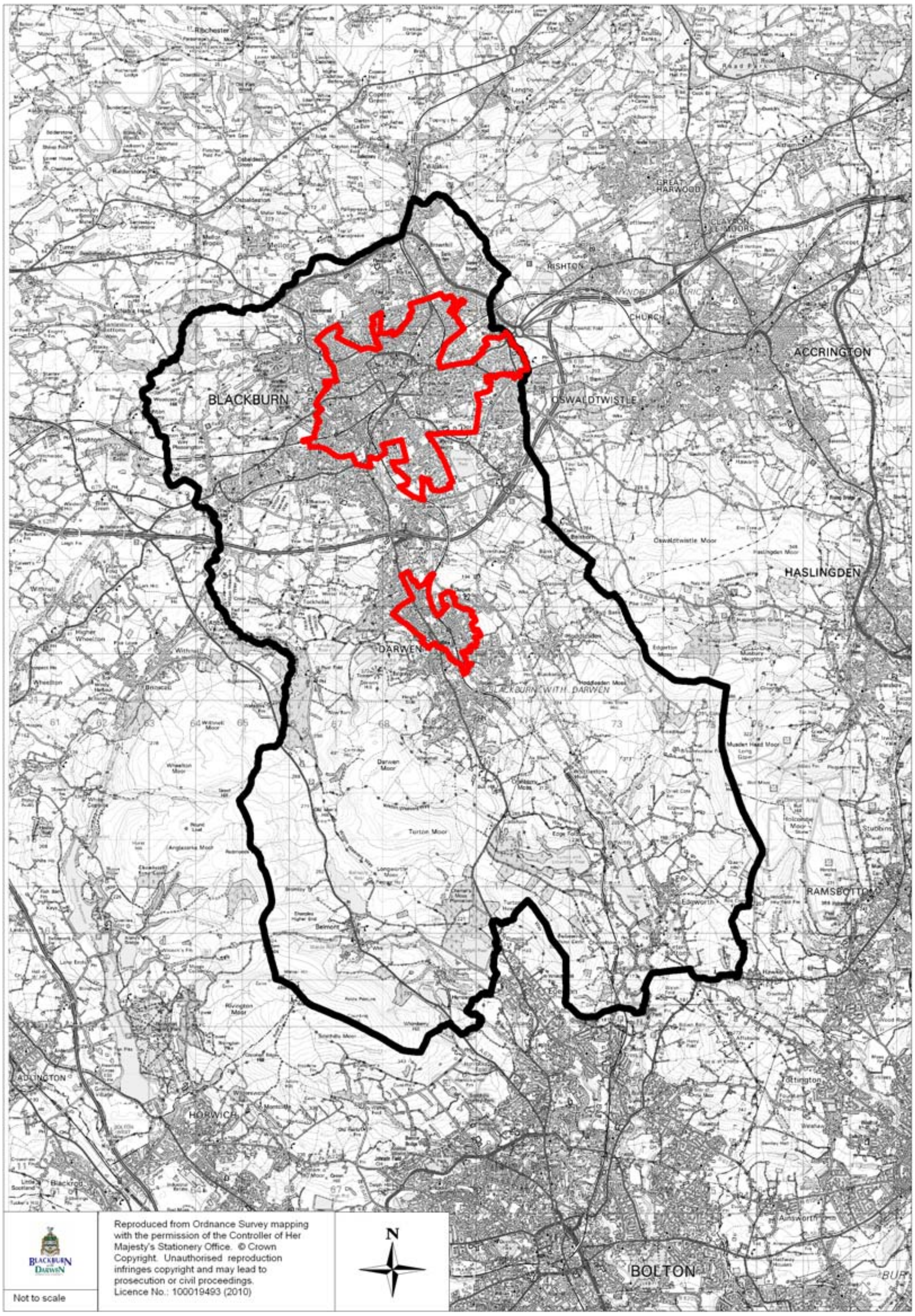
Housing Market Renewal (HMR)

3.57 The Elevate Housing Market Renewal pathfinder, including Blackburn with Darwen, was established in 2003. Its aim is to address issues of low demand and housing market failure. The HMR initiative operates within a defined boundary as shown on the map on page 25, but the issues it seeks to address extend into the rest of the Borough and the wider sub-region.

3.58 Physical intervention since 2003 has largely focused on the quality of the housing stock, with 432 properties demolished and 426 improved to March 2007. The HMR programme more widely though seeks to transform the area through a range of priorities including economic change, stronger town centres, better transport links, skills / education, and improved local environmental quality. The Elevate Transformational Agenda, published in 2004, has been subsumed into the Pennine Lancashire Transformational Agenda described in paragraph 3.45 above.

3.59 Within the life of the Core Strategy it is probable that the Housing Market Renewal programme, as a specific Government initiative, will cease to exist. This does not affect the approach proposed in the Core Strategy, which responds to conditions found on the ground as well as to funding regimes.

Figure 5: The Housing Market Renewal Area



Hyndburn Borough Emerging Core Strategy

3.60 Blackburn with Darwen and Hyndburn Councils effectively form a single housing and labour market and share many issues. These include areas of weak housing market, the need to strengthen their main town centres, unmet demand for high quality housing, and infrastructure issues – notably the capacity of the M65, public transport links between communities and main employment / service centres, and quality of public transport links to Manchester. The two authorities work closely together on several areas of regeneration, including spatial planning. Since 2007 they have been engaged in a "collaboration" project supported by the Planning Advisory Service, considering issues both of service delivery and of policy content. They are also closely linked through the wider Pennine Lancashire agenda.

3.61 Hyndburn's Core Strategy reached a "preferred strategy" consultation stage in early 2009 and is scheduled for Publication in Summer 2010 and Submission later in the year. It raises three main areas of cross-boundary issues in relation to Blackburn with Darwen: evidence base, policy context, and infrastructure.

Evidence Base

3.62 The two Core Strategies rely on elements of a common evidence base, notably a Strategic Housing Market Assessment covering both authorities and published in 2008. Other aspects of the evidence base, including the Strategic Housing Land Availability Assessments, Housing Needs Assessments and work on infrastructure, have been produced to similar methodologies with close consultation between the authorities. Both Core Strategies are also heavily influenced by evidence produced on a Pennine Lancashire footprint, including that underpinning the MAA, work on employment land typologies, and analysis of current and future housing market conditions.

Policy Content

3.63 Blackburn with Darwen and Hyndburn have some differences in their geographies: Blackburn has one dominant town, one smaller town and a number of small villages, whereas Hyndburn is characterised by a series of towns more similar in size. Nevertheless the issues faced are in many respects similar and the two Core Strategies propose similar policy responses. Both Core Strategies propose a balance between urban regeneration and growth, with the latter being focused principally on the development of higher market housing. Secondly, in line with the MAA, both propose the same approach to the issue of release of Green Belt land at Whitebirk.

Infrastructure

3.64 The two authorities' infrastructure delivery plans propose a common approach to cross-boundary infrastructure issues, notably future consideration to increasing capacity on the M65; the Pennine Reach public transport scheme; and work towards improving connectivity via the Clitheroe-Blackburn-Manchester rail line.

Lancashire

3.65 Blackburn with Darwen is one of four major centres in the Central Lancashire City Region (CLCR) defined in the former RSS and the Northern Way, along with Preston, Blackpool and Burnley. The CLCR is characterised by its “polycentric” form, with centres of different sizes, mainly focused along the M65 / M6 / M55 corridor, separated by areas of open countryside. Economically and culturally it shares some important links, not least the aerospace industry and associated supply chains which extend across the whole of the CLCR.

3.66 In 2008, it was confirmed that a number of authorities in the central and western area[3] had successfully bid to become a second-round “Growth Point” in support of the Government’s agenda to increase housing delivery. The CLG publication Second Round Growth Points: Partnerships for Growth (July 2008) refers to a 25% uplift in housing delivery above the then emerging RSS.

3.67 The implications of this, and its possible effect on the rest of the CLCR, are not yet fully understood. Preston, Chorley and South Ribble Councils are preparing a joint Core Strategy for which a “preferred strategy” document was published in 2008. This document made relatively little reference to the Growth Point in terms of the timing or likely nature of additional development. Coupled with proposals for a major expansion in retail floorspace in Preston city centre, however, it may be that the Growth Point proposals would result in Preston playing a more “regional centre”-like role, drawing population, housing, employment, services and expenditure growth from other settlements including those in Pennine Lancashire. This may represent a fundamentally different strategy for the region, and a different settlement hierarchy, than that proposed in the former RSS which envisaged a more balanced pattern of development. It is expected that these issues will be considered further through future sub-regional work. If a different regional hierarchy is ultimately proposed, it will be necessary to consider the implications for this Core Strategy at that stage.

Greater Manchester

3.68 A key challenge for Blackburn with Darwen and Pennine Lancashire is their relatively poor physical, economic and cultural linkages to the Regional Centre of Manchester. Nevertheless Blackburn with Darwen has some functional links

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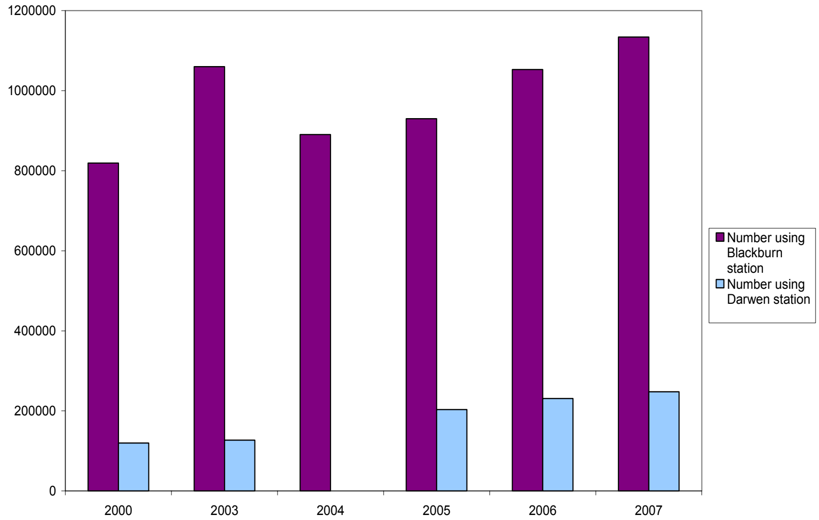
[3] Preston City Council, South Ribble Borough Council, Chorley Council, Blackpool Borough Council and Lancashire County Council).

with the Manchester City Region (MCR), principally focused on the Clitheroe / Blackburn to Manchester rail route and, to a lesser extent, the A666 road link. This is a key route for people commuting into the MCR, notably from Darwen where an increasing number of people are choosing to live and commute. Approximately 1.5m passengers use the Clitheroe to Manchester rail service each year. Manchester is the dominant destination and Blackburn to Manchester is the key flow on the line.

Figure 6: Train Passengers from Blackburn and Darwen Stations



3.69 Four authorities in the MCR[4] are also an emerging Growth Point with a proposed 20% uplift in housing delivery over former RSS targets; again the implications of this have yet to be fully understood. The detail of how this is delivered in Bolton, and the approach to rail improvements, are expected to be the key issues arising from strategy development in Greater Manchester.

Regional / Supra-Regional Policy

Former Regional Spatial Strategy for the North West

3.70 At the time of finalising the Core Strategy, there is no adopted Regional Spatial Strategy for the North West, the previous one having been revoked along with all other RSS' in July 2010. The former RSS, which was adopted in 2008, remains relevant as a material consideration as does the evidence base and

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[4] Manchester, Salford, Trafford and Bolton

background documentation that underpin it The Council expects that they will be taken into account in future regional or sub-regional working.

3.71 Spatially, the former RSS establishes Blackburn with Darwen as part of the Central Lancashire City Region.

3.72 Policy CLCR1 sets out a number of key priorities relevant to Blackburn with Darwen, and states that new development should be located where it can contribute to achieving them. The relevant priorities are:

- **i.** Focus investment and sustainable development in Blackburn, raising economic performance, particularly through:
  - Knowledge-based development (including advanced manufacturing and aerospace)
  - Regeneration and restructuring of the East Lancashire economy (including actions taken under the Elevate Transformational Agenda)
  - Enhanced educational opportunities will improve the skill base of the resident population
  - New employment opportunities and addressing worklessness
- **ii.** Provide for a range of good quality housing, accessible to local facilities
- **iii.** Improve the City Region's internal and external transport links
- **iv.** Improve the accessibility of employment locations by sustainable transport modes, with priority given to the Elevate HMR area.

3.73 The former RSS confirms that Blackburn should be one of four key focuses for growth in the City Region, along with Blackpool, Preston and Burnley. It proposes the following key strengths and opportunities for Blackburn within the sub-region:

- **i.** Focal point for economic growth and restructuring in East Lancashire
- **ii.** Established advanced engineering and aerospace industries
- **iii.** Focal point for the Elevate HMR Initiative
- **iv.** Specialist medical services centred on Royal Blackburn Hospital
- **v.** Centre of higher and further education, public administration, justice and legal services
- **vi.** Transport hub
- **vii.** Retail and service centre

The "Northern Way"

3.74 The Northern Way First Growth Strategy was published in 2004, with the aim of reducing the gap in wealth generation (Gross Value Added or GVA) between northern and southern England. The detail of the Northern Way programme is increasingly being subsumed into other arenas, including the Pennine Lancashire agenda. Nonetheless the Northern Way establishes important strategic directions for the Core Strategy, including the quality of the housing "offer", the importance of internal and external connectivity, and the need to raise the skills base within the Borough's population.

A spatial policy response to a complex geography

3.75 Although most of its population and development is concentrated within the relatively compact urban areas of Blackburn and Darwen, the Borough has a complex geography with many linkages between its constituent parts and beyond its boundaries. People living in one area will travel to another to work, another to shop and still another for leisure. The result of these complex interactions is that there is no one set of discrete "places" or neighbourhoods within the Borough suitable for basing policy upon. In addition, many of the most important strategic linkages are external, between the Borough and its surrounding areas, rather than internal. Therefore, while our spatial portrait uses the eight character areas to help describe the Borough as simply as possible, our spatial strategy seeks to respond more directly to this geography by framing policy on the most appropriate spatial footprint.

3.76 Overall, the most appropriate spatial response is a Borough-wide one, addressing the range of issues which concern the Borough as a whole. These include strategic infrastructure, housing offer, worklessness, economic performance, climate change and design.

3.77 Some specific issues, for example the limited choice of housing in inner urban areas, or the different roles of the Borough's two town centres, operate in a particular geographical area. On these issues the Core Strategy proposes policy at a more specific spatial level – one which directly reflects the geography of that particular issue.

3.78 This approach is supported by our overall Targeted Growth Strategy, which sets a framework of high-level "spatial interventions" to ensure that policies will make the Borough work as effectively as possible both within its own boundaries and in relation to its neighbours.

PART 3: VISION, STRATEGIC OBJECTIVES AND OVERALL SPATIAL STRATEGY

4. Vision

4.1 The Vision underpinning the Local Development Framework is as follows:

"By 2026 Blackburn with Darwen will have consolidated its role as a centre of regional importance. It will have a growing economy, based on a highly skilled workforce, set within a unique and high quality environment.

"A much higher proportion of this skilled workforce will live within the towns of Blackburn and Darwen than is currently the case. High quality new housing will have been developed to meet their needs, much of it close to major public transport routes. Growing numbers of people will choose to live in the inner urban areas of Blackburn and Darwen, which will have seen a greater level of high quality private housing development than has been the case previously. Planning policies encouraging this will have been complemented by ongoing regeneration programmes and by a step-change in the quality of education provision in the Borough. Everyone, wherever they live, will find it easier to travel out of the towns and into the countryside without having to use their car.

"People will work at a range of locations throughout the urban area. Traditional industries will remain important, but some older industrial areas and premises will have been redeveloped for new, higher value business uses, supported by regeneration activity within and beyond the Council. Many more people will work in and around both the Borough's Town Centres. The Borough will also be connected to major employment areas beyond its boundaries, which will provide some of the highest-skilled and highest value jobs in the area.

"Blackburn will play a role as the sub-regional centre for Pennine Lancashire, providing the widest range of high-order services in the area. Darwen will have developed in its role as a market town. Our rural areas will remain unspoiled by substantial new development, but our villages will have a better choice of housing for local people, and the rural economy as a whole will be stronger thanks to continuing diversification and a greater role for tourism.

"At a local level we will see more facilities located close to one another, so that people do not have to use their cars as much as in the past. The quality of design and environmental performance of new development will have improved beyond recognition.

"The Borough will be recognised for the quality of its environment. Its contribution to climate change will have been minimised and measures put in place to adapt to changing weather patterns. There will be a high degree of protection for its most important assets, both natural and man-made. The unique landscape setting will have been preserved and its upland areas managed in ways which promote biodiversity and protect important habitats. This will have been complemented by projects enhancing environmental quality within the built-up areas."

5. Strategic Objectives

5.1 The following strategic objectives have been identified for the Core Strategy. The diagram on the next page shows how these relate to the overall strategy and policies set out in subsequent sections.

A) Create conditions allowing a change in emphasis to a higher-wage, higher-skill economy, while continuing to support traditional industries

B) Retain and attract skilled and qualified people to live in the Borough

C) Ensure that local people benefit from economic growth and have sustainable access to services and facilities

D) Improve the quality of the local environment and the Borough's physical setting

E) Increase levels of demand both for existing housing stock and for new development in inner urban areas

F) Minimise the Borough's environmental footprint

G) Be ready for the effects of climate change

H) Consolidate the roles of the main settlements in the Borough: Blackburn as a sub-regional centre; Darwen as a market town with a distinct identity

I) Widen the range of activities taking place in the Borough's town centres

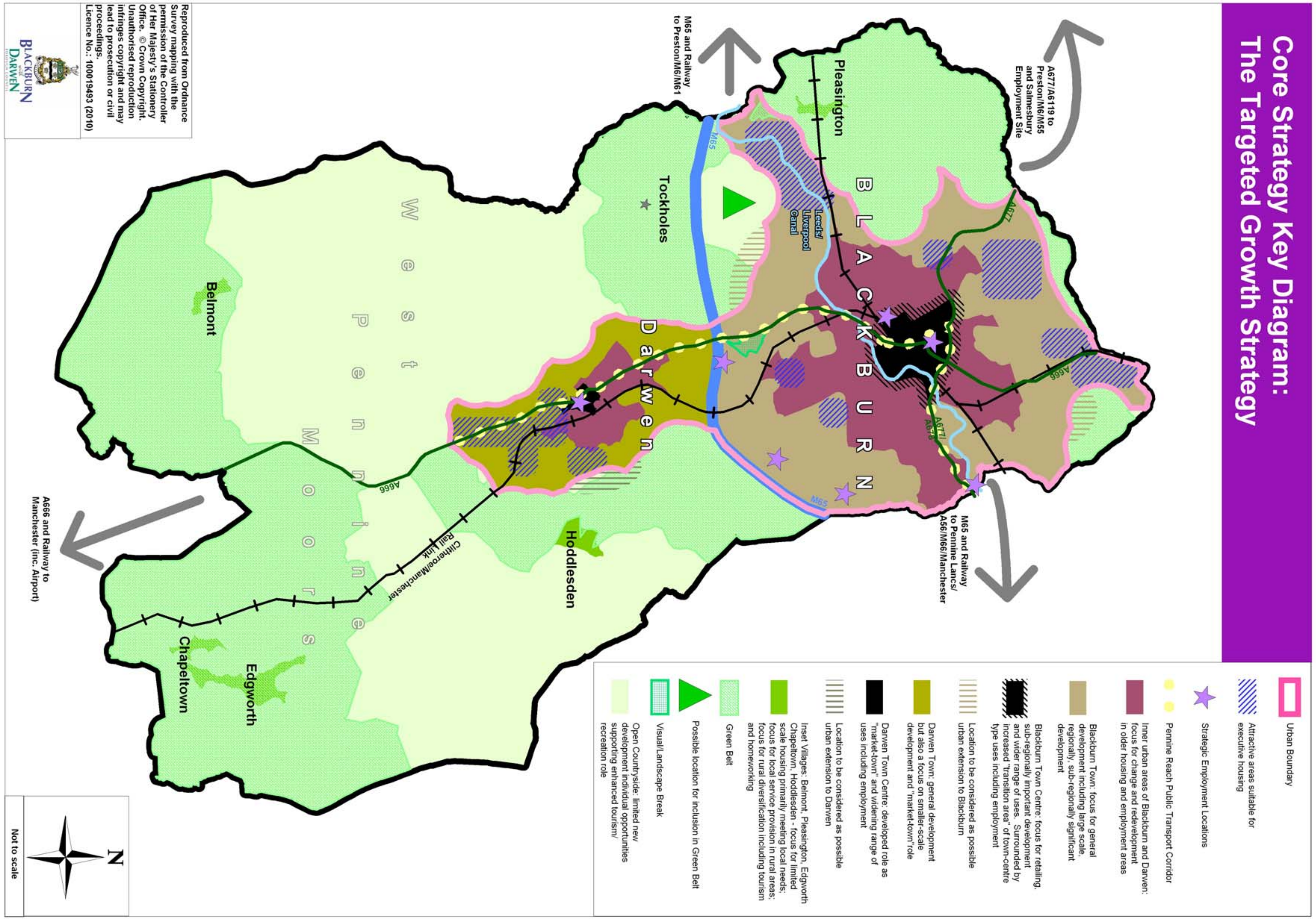
J) Ensure that the Borough's rural areas and villages have a sustainable future

K) Promote the development of mixed communities

Figure 7: Links between Strategic Objectives and Core Strategy Policies

Policies	A. Change to a higher-wage, higher-skill economy, while continuing to support traditional industries	B. Retain & attract skilled & qualified people to live in the Borough	C. Ensure local people benefit from economic growth & have sustainable access to services & facilities	D. Improve quality of local environment and Borough's physical setting	E. Increase levels of demand for housing stock and for new development in inner urban areas	F. Minimise the Borough's environmental footprint	G. Be ready for the effects of climate change	H. Consolidate the roles of Blackburn TC as a sub-regional centre; and Darwen TC as a market town with a distinct identity	I. Widen the range of activities taking place in the Borough's town centres	J. Ensure the Borough's rural areas & villages have a sustainable future	K. Promote development of mixed communities
CS1: Targeted Growth Strategy	■	■	■	■	■	■	■	■	■	■	■
CS2: Typology of Employment Land	■		■					■	■		
CS3: Land for Employment Development	■	■	■								
CS4: Protection & Re-use of Employment Sites	■		■			■					■
CS5: Locations for New Housing	■	■	■		■	■		■	■		■
CS6: Housing Targets	■				■						
CS7: Types of Housing	■	■			■			■	■		■
CS8: Affordable Housing Requirements			■							■	■
CS9: Existing Housing Stock						■	■				■
CS10: Accommodation for Gypsies, Travellers and Travelling Showpeople			■								
CS11: Facilities and Services	■	■				■		■	■	■	■
CS12: Retail Development											
CS13: Environmental Strategy				■		■	■				
CS14: Green Belt				■		■	■				
CS15: Biodiversity							■				
CS16: Form & Design of New Development	■	■			■		■			■	■
CS17: Heritage						■		■			
CS18: The Borough's Landscapes							■			■	
CS19: Green Infrastructure					■						
CS20: Cleaner, Safer, Greener		■	■			■				■	■
CS21: Mitigation of Impacts / Planning Gain					■	■	■			■	■
CS22: Accessibility Strategy		■		■	■			■			
CS23: Tackling Worklessness		■			■				■		■

6. A Targeted Growth Strategy


Core Strategy Key Diagram:
The Targeted Growth Strategy
Urban Boundary
Attractive areas suitable for executive housing
Strategic Employment Locations
Pennine Reach Public Transport Corridor
Inner urban areas of Blackburn and Darwen: focus for change and redevelopment in older housing and employment areas
Blackburn Town: focus for general development including large scale, regionally, sub-regionally significant development
Blackburn Town Centre: focus for retailing, sub-regionally important development and wider range of uses. Surrounded by increased "transition area" of town-centre type uses including employment
Location to be considered as possible urban extension to Blackburn
Darwen Town: general development but also a focus on smaller-scale development and "market-town"role
Darwen Town Centre: developed role as "market-town" and widening range of uses including employment
Location to be considered as possible urban extension to Darwen
Inset Villages: Belmont, Pleasington, Edgworth Chapeltown, Hoddlesden - focus for limited scale housing primarily meeting local needs; focus for local service provision in rural areas; focus for rural diversification including tourism and homeworking
Green Belt
Possible location for inclusion in Green Belt
Visual/Landscape Break
Open Countryside: limited new development individual opportunities supporting enhanced tourism/ recreation role
A677/A6119 to Preston/M6/M55 and Salmesbury Employment Site
M65 and Railway to Pennine Lancs/ A56/M66/Manchester
M65 and Railway to Preston/M6/M61
A666 and Railway to Manchester (inc. Airport)
BLACKBURN
Darwen
Pleasington
Tockholes
Hoddlesden
Belmont
Edgworth
Chapeltown
West Pennine Moors
Leeds/ Liverpool Canal
Clitheroe/Manchester Rail Link
M65
A666
A677
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Licence No.: 100019493 (2010)
BLACKBURN with DARWEN
N
Not to scale

Policies in This Chapter	
❋ **CS1**	A Targeted Growth Strategy

6.1 This section sets the direction of the Borough on the major issues: where development should be located and what types of development we are seeking; what we see as the roles of the two main towns, smaller settlements and the countryside; how we will deliver regeneration in the Borough.

6.2 The Transformational Agenda and former RSS establish an agenda of economic growth for Blackburn with Darwen by taking advantage of opportunities for investment.

6.3 At the same time it is essential that in aiming to secure growth we do not create an unacceptable impact on the environment, in terms of need to travel, impact on landscape and a range of other concerns. The Core Strategy, in conjunction with a wide range of other activity, must establish a "carbon culture", in which climate change issues – both impact on and adaptation to – are central to all decision making. Similarly we must establish a culture in which the development of green technologies is seen as an economic opportunity and an area in which the Borough can gain a competitive advantage.

6.4 We must also ensure that we do not undermine our programmes of regeneration in areas which are less attractive to investors – particularly the areas covered by the Housing Market Renewal Pathfinder. There is a risk that development outside these areas will come into competition with the objectives of the Pathfinder, causing more problems that it solves.

6.5 Our response to these issues is a series of specific spatial policy interventions aimed at securing the maximum benefit while minimising or avoiding negative impacts (urban sprawl, social polarisation etc) often associated with economic growth. Together these interventions form the Targeted Growth Strategy.

Policy CS1: A Targeted Growth Strategy

The overall planning strategy for the Borough will be one of "Targeted Growth". The overarching aim will be to raise economic performance, average wage levels and GVA generation, while minimising or eliminating net environmental impact. This will be achieved through new development and other activity by the Council and partners on the following factors that affect these outcomes:

i. Land supply for business development in higher-value sectors;
ii. Quantity, quality and mix of housing;
iii. The range and quality of public facilities, particularly in town centres;
iv. Environmental protection and enhancement;
v. Quality of place;
vi. Access to jobs and services, including for people who are not currently economically active

Under this Targeted Growth Strategy the spatial approach being taken in the Core Strategy for the two main towns and the rural area will be:

❋ **Overall Focus for Development**
The majority of new development in the Borough will be in the urban areas of Blackburn and Darwen, with a larger proportion being in Blackburn. There will be an emphasis on promoting new development in inner urban housing and employment areas and in town centres, while planning for complementary development elsewhere in the urban area, in the villages and in the countryside.

Within the period covered by the Core Strategy there may be a need for some growth in the urban area of Blackburn and Darwen. If necessary, this will be in the form of a limited number of small scale urban extensions, which may in some cases require change to Green Belt boundaries. The release of any urban extension will be triggered by a shortfall in suitable available land within the urban boundary to meet development needs, and will in the first instance be determined through the Site Allocations and Development Management Policies DPD.

A visual break will be maintained between Blackburn and Darwen, and the distinctive characters of the two towns will be recognised.

❋ **Future for Blackburn**
Blackburn will continue to accommodate general development needs including a range of housing, retailing, service and employment development. Larger scale development, particularly that of regional / sub-regional significance, will generally be directed towards Blackburn.

❋ **Future for Darwen**

Darwen will accommodate general development needs on an appropriate scale, including a range of housing, retailing, service and employment development (including starter units), with the aim of reducing the need to travel out of the town for jobs, goods and services. It will also be a focus for smaller scale development, particularly in the independent retail sector.

It will continue to be developed as a market town, with a focus on specialist markets and niche businesses, and promoted for tourism.

❋ **Future for the Rural Area**

1. Most new development outside the urban boundary will be focused on the villages of Edgworth, Chapeltown, Hoddlesden, Belmont and Pleasington. Tockholes is within the Green Belt and will therefore accommodate very limited new development.

2. Development within villages will mainly be that which meets local needs for housing, employment or service provision, or assists in the diversification of the rural economy. A degree of "enabling" market development will be planned for in order to deliver affordable housing.

3. Outside villages the amount of new development will be tightly limited. Individual opportunities which will help diversify the rural economy or support tourism will be supported where they are appropriate in scale. If major developed sites within the open countryside become available for redevelopment, the priority will be to minimise the amount of new development that takes place and the level of activity that a new use generates, while securing a satisfactory outcome. Proposals on these sites should combine "hard" end uses with "soft" uses including usable open spaces and restored habitats.

❋ **Connectivity**

Development and investment in the Borough will be complemented by investment in strategic infrastructure and improvements to connectivity. This will include:

i. Consideration of improvements to the Clitheroe / Blackburn / Manchester rail route

ii. Improvements to capacity on the M65 and improved links to Preston

iii. Improvements to strategic infrastructure elsewhere in Pennine Lancashire to improve connections with other city regions

iv. Improvements to broadband and digital connectivity

6.6 The main feature of the Core Strategy is a "Targeted Growth" strategy.

6.7 The urban areas of the Borough are the best placed to accommodate development while minimising environmental impact: they allow for the efficient use and reuse of land; are the most accessible parts of the Borough by non-car means; have the greatest range and concentration of services; and offer the opportunity to maximise use of existing infrastructure. The 2007 SHLAA demonstrated that at its base date there were approximately 18 years' supply of available housing land within the existing urban area[5], in addition to a further two years' supply on safeguarded sites excluded from the Green Belt.

6.8 A key objective of the Core Strategy is to secure change in underperforming areas by attracting new development, particularly of a type aimed at making these areas attractive for new residents and business investors to move into. Historically these areas have seen relatively little change and development: between 2005 and 2008, of a total of 1270 housing completions in Blackburn with Darwen, only 645 were within the Housing Market Renewal areas; and the proportion in earlier years was lower. The same applies to older employment areas which have seen relatively little recycling of land or introduction of modern businesses. Blackburn and Darwen's town centres have seen some significant new development in recent years with more committed in current plans[6]; there is a need to maintain this momentum and widen further the range of activities taking place in the town centres in support of the MAA and the Transformational Agenda. Focusing a significant proportion of new development into these areas will help maximise the contribution they make to quality of life and wealth generation in the Borough, helping deliver growth without requiring large scale extensions to the urban area, and while avoiding development in inaccessible locations.

6.9 This focus on development in inner urban areas will help reuse and remediate brownfield and derelict land. Data collected by the Council for the National Land Use Database (NLUD) demonstrates that in 2009 there was approximately 46ha of previously developed (brownfield) land in the Borough, of which 35ha is classed as derelict.

6.10 At the same time the Targeted Growth Strategy recognises that there is a finite supply of land for development in the inner urban areas[7], and that our aspirations for high quality upper market housing and regionally-important employment development require land in attractive settings.

6.11 The overall development strategy for the Core Strategy is to focus the large majority of new development into the existing urban area. However over the life of the Core Strategy two issues will emerge: firstly, continued concentration of development in the urban area is unlikely to be sustainable and will result in poorer-quality environments; and secondly, the supply of development sites within the urban area suitable to accommodate the types of housing we wish

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[5] Blackburn with Darwen SHLAA 2007: Priority 1, 2 and 3 sites
[6] Notably the Blackburn "Mall" redevelopment, Blackburn College, Darwen Academy, Darwen Leisure Centre and Blackburn Cathedral Quarter
[7] The 2007 SHLAA concluded that there was capacity for approximately 4570 dwellings on Priority 1 and 2 sites within the Housing Market Renewal Intervention Area, equating to an eight-year supply.

to see, particularly upper market and executive housing, is likely to diminish within the Plan period. Some urban growth will be allowed for. This will take place through small scale urban extensions; and potentially the development of a large scale employment site to the east of Blackburn as referenced in the MAA (see Key Diagram).

6.12 At the same time as proposing the above, we recognise the need to prevent "urban sprawl", which can have an adverse environmental impact. In line with our environmental strategy, there is also a need to mitigate the loss of Green Belt resulting from the potential growth of employment land within Hyndburn Borough. Large scale urban expansion will be resisted elsewhere. Other than as described above, the general extent of Green Belt will be maintained – with the possible exception of the Gib Lane area at the west of Blackburn. Parts of this area have been subject to development pressures in recent years, and its wholesale development would result in the unsustainable growth of the urban area and a substantial impact on openness. While the area remains outside Green Belt, there remains a degree of expectation that it may one day be brought forward for development. It is considered that normal development management procedures, while effective in controlling the impact of individual proposals, do not provide the long term certainty that is needed[8]. Accordingly, it is proposed to give consideration to extending the Green Belt northwards from the M65. This will take place through preparation of the Site Allocations and Development Management Policies DPD, and will take account of the need to safeguard land for long term development needs on the edge of Blackburn, as well as the issues described above.

6.13 The Targeted Growth Strategy seeks to attract investment in higher-wage, higher-value added sectors of the economy, which will require sites meeting investors' requirements. Blackburn has a greater capacity than Darwen to absorb this type and scale of development without undermining local character. It also has a wider range of existing services and infrastructure. In response to this, the Core Strategy defines more distinctive roles for the towns of Blackburn and Darwen.

6.14 Blackburn will be the focus as the larger economic driver and a centre of sub-regional/regional significance. Larger scale employment sites and a transport interchange for routes outside the Borough will be focused in Blackburn.

6.15 Darwen will continue to develop its role as a "market town" and take advantage of its attractive "town in countryside" setting. In recent years the market share of comparison goods shopping retained in the town centre has been relatively low and has declined as people have tended to shop in Blackburn and elsewhere. In 2005, the total expenditure on non-food goods in

[8] See PPG2 "Green Belts" para 2.14

12 Pennine Lancashire towns was just over £1bn. Of this, Darwen received a market share of 7.1%[9]; and there are indications that this had declined from the late 1990s. A key aim will be to address this and increase the retention of comparison retail spend in the town centre.

6.16 The Borough has a substantial rural area comprising a large area of open countryside with a number of villages: Edgworth, Chapeltown, Hoddlesden, Pleasington, Belmont and Tockholes. Tockholes is "washed over" by Green Belt, whereas the other villages have historically had defined "village envelopes" within which specific policies have applied. Much of the open countryside in the south of the Borough is within the "West Pennine Moors".

6.17 The villages form the main centres of living and service provision in the rural area. They remain the most sustainable locations in the rural area in terms of accessibility and co-location of uses. They are relatively close to urban areas but will nonetheless be accessed mainly by car. In view of these issues, most new development in the rural area should be within the villages of Edgworth, Chapeltown, Hoddlesden, Pleasington and Belmont. Given their relatively poor accessibility and the overall urban focus of our Targeted Growth Strategy, new development in these villages should be primarily based on meeting local need, or relate specifically to rural issues including diversification of the economy and the development of tourism.

6.18 In the West Pennine Moors, a key priority is promoting greater levels of tourism and active use of the countryside. At the same time, these areas are generally sensitive in terms of landscape, and are inaccessible other than by car. Development in the rural area other than villages should be tightly limited, but support should be given to proposals developing the role of tourism and diversification of the rural economy.

6.19 Within the open rural area are a number of major developed sites. Within the period covered by the Core Strategy, it is thought likely that one or more of these may become available for redevelopment. The physical existence of these sites and the land value that exists within them means that new investment / redevelopment is the only option if they are not to become derelict. However, these sites are typically not sustainable locations for new development, having poor transport links and few or no services nearby. Where these sites do become available for redevelopment, the guiding principle should be to minimise the amount of development that takes place, and to maximise the extent to which the site is restored to a more "natural" state. A Site Allocations Development Plan Document will identify these major developed sites.

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[9] 2005 Blackburn with Darwen Retail Study

Infrastructure Delivery for the Targeted Growth Strategy

Existing and proposed main infrastructure

6.20 In general, the Targeted Growth Strategy approach in the Core Strategy is supported by the strategies being taken by the key stakeholders and delivery partners. Additionally, the development priorities for the Borough are supported by programme priorities identified at the Pennine Lancashire and Regional level.

6.21 Within the Borough the current capacity of the main infrastructure provision is sufficient for the demands likely to be placed on it following the implementation of the Core Strategy policies and proposals. Where capacity is at its limit currently, programmes and strategies are already ongoing to meet future demand.

6.22 Utilities such as water, gas and electricity are not predicted to be under pressure or are considered likely to be under pressure following the implementation of proposals in the Core Strategy.

6.23 Education facilities are in general capable of meeting any future demand, with the Building Schools for the Future programme building in future capacity based on population predictions. Blackburn College Capital programmes supporting University College status for Pennine Lancashire will increase the capacity for further and higher education within the Borough, improving the skills base and retaining graduates.

6.24 Improvements to public transport services are on-going, through the Local Transport Plan. The rail network and facilities are receiving funding for improvements to the station, with improvements to the Manchester-Clitheroe line being identified in the Pennine Lancashire Economic Strategy and the submission draft Multi Area Agreement as a priority. Pennine Reach will enhance the bus service between Darwen and Blackburn and towns in Hyndburn.

Areas for further work in the medium to long term

6.25 At a strategic level, as a minimum, there are considered to be no insurmountable infrastructure issues which would prevent delivery of the strategy over the first five years. In addition in the majority of cases, there are no insurmountable strategic infrastructure issues over the full life of the strategy. The areas where further work is required, including more detailed assessment of the impact of specific sites and necessary mitigation through preparation of the Site Allocations and Development Management Policies DPD, are described below.

6.26 There are concerns regarding the longer term capacity of the M65. The M65 is a key part of the transport network for the sub-region and is crucial to securing economic growth in Blackburn with Darwen and Pennine Lancashire. Currently the M65 runs at capacity at peak times of the day; and analysis[10] suggests that even without the development envisaged in the Core Strategy, natural traffic growth will mean that sections of the motorway operate over capacity at peak times after the first five years of the Core Strategy.

6.27 In view of this, it is recognised that a joined-up approach is required to managing impact on the motorway and bringing forward investment in improving capacity. This is already identified as a long-term priority in the Pennine Lancashire Multi-Area Agreement. It has been agreed with the Highways Agency that the impact of new development sites on the operation of the M65 will be assessed, both individually and cumulatively, during the development of the Site Allocations and Development Management Policies DPD, in partnership with them. This will inform decisions about site allocations and the establishment of appropriate policies for demand management and mitigation through the LDF. At the same time the Council, along with partners in Pennine Lancashire and the Highways Agency, is committed to work to explore opportunities to address the long term capacity issues through regional funding streams.

6.28 Waste water and the sewer system is considered to have areas of capacity limitations, and where new development would be constrained unless it provided satisfactory solutions to the amount of waste water from the site (in particular surface water drainage) going into the existing sewer system and/or financial contribution to improve the sewer system in that location. It is considered this could be dealt with at the allocations document and/or planning application stage.

6.29 GP provision is acknowledged as being underprovided for in some areas of the Borough. The Primary Care Trust (PCT) are taking the lead in addressing this issue. However, health provision and improving the health of the Borough's residents is a cross-cutting issue which is a key objective of the Local Strategic Partnership (LSP). Mechanisms for bringing development forward in such areas may include a need to consider developer contributions to complement the PCT's own funding streams and other partners' agendas.

6.30 The key capacity considerations for infrastructure within the Borough are summarised in the following tables. The main infrastructure services have been split for clarity of use into the 3 broad infrastructure "categories": Physical; Social; and Green. More detailed information can be found in the accompanying 'Core Strategy Infrastructure and Delivery Plan'.

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[10] Using the Highways' Agency's "Traffic Impact Assessment Tool" or TIAT

6.31 However, there are a number of cross-cutting issues which are supported by the infrastructure services. For example, these include (but are not limited to):

i. Accessibility: improving access for people without a car and those with mobility difficulties: including through improvements to the public transport system, walking and cycling networks. This is a key target of the Local Transport Plan agenda; the Green Infrastructure strategies; and the education and health functions.

ii. Health: solutions to improving the Borough's poor health concerns will take a complementary approach of ensuring the availability of high quality medical health care, alongside preventative mechanisms to promote and support healthier lifestyles – this includes physical infrastructure improvements to reduce the need to travel by car, social improvements to access to the health and education systems, and green infrastructure improvements to encourage individual activity and improved air quality.

iii. Climate change: the LTP, flood defences, the sewer/drainage systems, the development industry and Green Infrastructure and public realm strategies include clear objectives for the mitigation of, and adaptation to, climate change. In addition, the economic and education sectors have important roles to play, in particular through the development of the 'green' technology industry. The health service has a role to play in the ability of the Borough's residents to cope with the effects of climate change: particularly for times of heatwave, and flooding.

iv. Worklessness: ensuring access to employment for all of the Borough's residents involves a need to tackle the Borough's transport networks, the education and health barriers, and ensuring the sustainable economic growth of the Borough, including by attracting new businesses with suitable sites available and high quality public realm and public facilities and services.

Infrastructure	Capacity Issues	Solution
PHYSICAL INFRASTRUCTURE		
Rail	• Over 1m people using Blackburn station. • 80% increase in people travelling from Darwen. • Only 3.6% of resident employees in Blackburn commute to Manchester. • Infrequency of trains – hourly rail service between Manchester, Bolton, Darwen, Blackburn and Clitheroe, with additional services in peaks to create half-hourly service between Blackburn and Manchester. • Significant service enhancements are restricted by infrastructure constraints relating to signalling capacity, platform lengths, line speed restrictions and/or single track operation.	• Blackburn Station set to receive £2m investment capital funding for improvements to platform 4 – including accessibility and shelter. • Darwen Station £500k confirmed for the development of a new booking station. • Improvements to the Manchester-Clitheroe line is identified as a key priority for the Borough and in the Pennine Lancashire MAA. Estimated at being between £13.5m and £14m. The improvements to the line are scheduled to be carried out between 2009-2014.
Motorway	• Volumes on the M65 have consistently grown by about 4% per annum since its opening in 1997. • It is currently at capacity in places at particular times. • Problems at particular junctions are now apparent on the motorway at peak times with some queuing at peak hours on to the carriageway. • These problems may have a limiting impact on the future economic growth of the Borough/sub-region.	• Discussions are on-going with the Highways Agency. • The widening of the motorway is considered to be a long-term key priority for the Council and the Pennine Lancashire MAA. • The Major Schemes Bid programme is full until 2018 at the earliest, and the widening of the M65 would be considered a low priority nationally. • Pennine Lancashire work to address problems at specific motorway entrance and exit points to aid the flow of traffic.
Blackburn Town Centre Road System	• Commuter traffic into and through Blackburn town centre has historically presented a congestion problem for the Borough, particularly at major junctions and along key corridors.	• Work on the orbital route around Blackburn town centre is progressing, with the Freckleton Street road bridge complete. Work on the chosen route for the link road is anticipated, with a planning application due for submission. • This scheme will direct through traffic around the town centre via a completed ring road. • Key acquisitions have been made in advance of construction. • There is a need to ensure the protection of the route for the missing link of the orbital route.
Darwen Town Centre Road System	• No major known capacity issues. • Commuter traffic into and through Darwen town centre has historically presented a congestion problem for the Borough, particularly at major junctions and along key corridors.	• Darwen Town Centre highway improvements have been carried out and have eased traffic through the town.

Infrastructure	Capacity Issues	Solution
Bus Services		• The Pennine Reach Rapid Transport Scheme linking Blackburn with Darwen with adjoining towns in Hyndburn, is under development following public consultation. This involves a 21mile route, which includes 2.1miles of bus lane in BwD and 0.5miles in Hyndburn. • New Blackburn town centre bus station. • Improved service provision
Cycling		• Cycling Strategy: 5 core cycle routes which will be supported by cycle spur routes to local employment sites. • Measures to reduce the speed of traffic in urban areas.
Electricity	• No major known capacity issues. • The proposed distribution of new development growth proposed by the Core Strategy should not have a significant effect upon National Grid's transmission infrastructure. • It is unlikely that any extra growth will create infrastructure capacity for National Grid given the scale of both gas and electricity transmission networks.	
Gas	• No major known capacity issues. • The proposed distribution of new development growth proposed by the Core Strategy should not have a significant effect upon National Grid's transmission infrastructure. • It is unlikely that any extra growth will create infrastructure capacity for National Grid given the scale of both gas and electricity transmission networks.	
Water	• No major known capacity issues. • In terms of supply of water the Borough is not an area suffering from potential water stress. • In Blackburn with Darwen there are no current supply issues identified. • The Northwest is water neutral.	• Water conservation measures in new developments will be promoted through the Core Strategy to reduce consumption rather than to continue to make increasing demands on resources.
Waste Water	• No major known capacity issues. • The sewage works in the area are sufficient – with large enough capacity and suitable for demand being placed on them. • It is considered that they are not likely to be challenged in the near future based on the proposed level of growth in the Core Strategy.	

Infrastructure	Capacity Issues	Solution
Sewage Network	• The capacity of the sewage network in localised circumstances is likely to be one of the most significant spatial issues to take into consideration. • In particular the issue of sewer flooding due to increases in surface water runoff.	• Sustainable urban drainage systems (SUDs) are promoted for inclusion within designs for new development. • Both United Utilities and BwD drainage team provide advice as part of the Development Management process on appropriate drainage approaches for surface water drainage on specific sites. • Taking forwards SUDs in the built environment through regeneration schemes, retro-fitting or as part of Green Infrastructure initiatives.
Flood Defences	• There is an extensive network of flood defences which prevent floodwater from reaching land and property. • A flood warning service in operation, with 3 flood warning areas within the Borough, to reduce the consequences of flooding. • Flooding can not be completely eliminated but it can be managed to minimise the risks it brings to people, property and the environment. • Darwen is highlighted as having the potential for the biggest distribution to communities, where there is a risk of flooding of areas with a socially vulnerable population, flooding of community buildings, businesses and homes.	• The River Ribble Catchment Flood Management Plan: there is a need to take further action to reduce flood risk in the urban areas of Blackburn and Darwen. • Flood risk management activities within the urban area include: the maintenance of flood defences, clearing of screens associated with culverts, the maintenance of banks of open watercourses, and the provision of the formal flood warnings to the flood warning areas. • Upstream and rural areas within the catchment: potential to store water or manage run-off through blocking of moorland grips and provision of flood storage. • Partnership working with United Utilities and Environment Agency to develop the Surface Water Management Plan for the Borough. • A Reservoir Inundation Risk Management Plan will be prepared by BwD in partnership with United Utilities and other private landowners. • The Blackburn with Darwen Strategic Flood Risk Assessment (Level 1) identifies the areas of historic flooding and potential flood risk within the Borough, it also confirms that a flood risk assessment is required as part of a planning application submission for major development schemes or developments within Flood Zones 2 & 3. • An SFRA Level 2 will be prepared to support the Allocations DPD, and only sites which satisfy the Sequential and Exceptions Tests in PPS25, will be allocated in areas identified as being at risk of flooding.

Infrastructure	Capacity Issues	Solution
Telecommunications & Digital Connectivity	• There are areas within the Blackburn with Darwen Borough which are unable to access broadband, or the service being received is insufficient to support day-to-day business activities.	• Pennine Lancashire MAA sets a target that full coverage will be achieved by 2010.

Infrastructure	Capacity Issues	Solution
SOCIAL INFRASTRUCTURE		
Hospital	• No major known capacity issues. • Royal Blackburn Hospital serves the Pennine Lancashire area for strategic health care, and provides a full range of hospital services to adults and children. • Accessibility issues for some parts of the Borough.	• Providing adequate access by public transport to Royal Blackburn Hospital. The solution for this involves the provision of bus service to the Hospital from Darwen provided through s106 agreement for the hospital development.
Blackburn Health Centre		• Planning permission has been granted for a replacement health centre to be relocated in Blackburn town centre, funded by LIFT.
Darwen Health Centre	• No major known capacity issues. • A new health centre was opened in 2005 in Darwen town centre.	
GP provision	• The distribution of GP's to population within Blackburn with Darwen is not even across the Borough – some areas are better catered for in terms of access to health provision than others.	• The PCT have pledged 12 new GPs with the contracts being awarded December 2009. These will be concentrated into areas which have been identified as the most in need. • Funding for new or improved health facilities comes from 2 main sources – the Strategic Capital Funding streams and LIFT. • LIFT offers a more flexible approach to funding to meet needs than the Strategic Capital Funding. • In areas of significantly limited health provision, a developer may be expected to support new or increased provision in the area for a development to be considered acceptable in planning terms. This can potentially be match-funded if needed.
Affordable Housing	• The Housing Needs Survey highlights 426 households in Blackburn with Darwen being in need every year of some type of affordable housing.	• Core Strategy inclusion of affordable housing requirement from new developments of 20% of new housing to be affordable. • These will be expected to be provided at the cost to the developer as part of the scheme or through a s106 agreement for provision elsewhere. • RSL's support and Government grants will be required to ensure the target is deliverable.

Infrastructure	Capacity Issues	Solution
Schools	• No major known capacity issues. • In 2007, 10% of the secondary schools had 25% or more surplus places, below the national average. • Darwen Academy is being increased in capacity size of pupil numbers to 1,200 students aged between 11 and 16 and a further 400 places in the sixth form. • In 2007, 5% of primary schools has 25% or more surplice places, significantly lower than the national average of 14%. Decreases in pre-school age population, couples with smaller cohorts that have entered primary schools in recent years has resulted in an increase in the levels of surplus places in some of the Borough's primary schools. School closures have been kept to a minimum over recent years. • Due to the compact urban boundary, there is not a great distance between any school and it is possible to allocate places for pupils at schools within the expected maximum distances of 2 miles for primary children and 3 miles for secondary children. • Secondary school provision is based on the Borough-wide catchment. Proposals for where new developments are concentrated would not have a significant impact on the proposals for new school provision. • Primary school provision is more sensitive to locations of housing, since it is accessed as a more doorstep-based facility. Therefore, specific site allocations will be of greater interest.	• Building Schools for the Future programme will be investing £150m in capital improvements to the Secondary Schools within the Borough. • The Primary Capital Strategy will form the second phase of substantial government funded school capital improvements within the Borough.

Infrastructure	Capacity Issues	Solution
Further/Higher Education	• Just 22% of Pennine Lancashire's working age population hold NVQ4 and above. • Currently 15.8% of the working age population have no qualifications in Pennine Lancashire. • The Pennine Lancashire economy currently has 14,000 less graduates compared to other areas. • With a population of over 522,000 Pennine Lancashire is the largest area in the country not to have its own university. • There are a limited number of higher education places at the further education colleges at Blackburn, Burnley and Accrington & Rossendale, but the combined output is less than 1,000 graduates per annum.	• Blackburn and Burnley have been identified in the Multi Area Agreement for Pennine Lancashire (MAA) as priorities for capital investment and to double the number of higher education places available to 4,500 by 2011. • There has already been capital investment in each town as a result of bids by the University of Central Lancashire and Lancaster University. Blackburn College is benefitting from significant further and higher education capital build projects in Blackburn town centre. • Within Blackburn Town Centre the Knowledge Zone proposals aim to support increasing the number of graduates working and living in the Borough.
Skills	• Pennine Lancashire has a skills deficit. • The skills distribution is reflected in the distribution of employment by occupation, with employment in Pennine Lancashire skewered towards less skilled occupations and a shortfall in the number of people employed in Managerial, Technical or Professional roles (only 37% compared to 42% nationally)	• The Multi Area Agreement for Pennine Lancashire (MAA) prioritises raising the skills level of the sub-regions population. • Raising skills is a key objective of the LSP, and the Blackburn with Darwen Local Area Agreement (LAA) contains a number of key indicators for the Partners to support the meeting of.

Infrastructure	Capacity Issues	Solution
Employment Provision	• Manufacturing still accounts for a significant proportion of local employment in Pennine Lancashire despite experiencing steady decline. • Pennine Lancashire has also experienced strong recent growth in a number of higher value service sub-sectors – the latest employment trends suggest that these sectors have significant growth potential. • The growing sectors of education, health and social care are strongly represented in Pennine Lancashire. • Financial intermediation and real estate, renting and other business activities are important because they are experiencing healthy levels of growth but are currently under-represented in the area. • Growth sectors identified in the Pennine Lancashire Economic Strategy are: aerospace, advanced manufacturing/advanced flexible materials, medical/health/fitness/social care and well-being, and creative industries. • The business services and visitor and tourism sectors are also identified as growing nationally and considered could be targeted for the Pennine Lancashire area. • Former RSS identifies Blackburn for established advanced engineering and aerospace industries, specialist medical services centres on Royal Blackburn Hospital, a centre of higher and further education, public administration, justice and legal services, and as a retail and service centre.	• The Employment Land study identifies the extent, types and quality of employment land existing within the Borough. • Highest quality employment sites are available adjacent to the M65 motorway junctions, located on the periphery of the urban area. There is a need to ensure this is supported by the improving of public access to jobs in the M65 corridor. • Blackburn town centre has benefitted from the town centre renaissance programme, and key current and future projects include the redevelopment of The Mall, the Freckleton Street masterplan, Cathedral Quarter and the Knowledge Zone. • Darwen town centre has benefitted from the implementation of the first phases of the masterplan which have included highway and pedestrian improvements, with work to the market programmed to commence in 2009. • NWDA and Pennine Lancashire Development Company economic focus on supporting the older employment sites and the rural economy.
Leisure Facilities	• No major known capacity issues. • 8 council-run leisure centres. • private facilities. • 5 libraries, and a mobile library and children's libraries. • 12 community centres. • Blackburn Ice Arena. • Ewood Park Stadium. • 3 Theatres. • Leisure Park – including a cinema and bowling alley.	• Darwen Leisure Centre redevelopment, currently under construction.

Infrastructure	Capacity Issues	Solution
Tourist Attractions	• No major known capacity issues. • Tourist attractions within the Borough include: Blackburn Museum & Art Gallery; Blackburn Cathedral; Blackburn Visitor Centre café & gift shop; Turton Tower; Darwen Tower; Witton Country Park Visitor Centre; Sunnyhurst Woods Visitor Centre & Art Gallery. • The town centres of Blackburn and Darwen and Whalley Range are focus for visitors to and visitor-spend in the Borough. • East Lancashire Regional Park and the West Pennine Moors are brand names promoting the tourist attractions of the open countryside within the Borough. • The Pennine Lancashire food festival is an annual event organised to attract visitors to the sub-region.	• The Lancashire & Blackpool Visitor Economy Strategy and annual destination plan support the tourism agenda for the Borough.
Historic Built Environment	• No major known capacity issues. • 14 designated Conservation Areas. • Blackburn Town Centre Heritage and Design Series has been prepared to consider design issues relating to the town centre Conservation Areas. • 340 buildings and structures are listed, including 2 Grade I Listed Buildings: Pleasington Priory and Turton Tower.	• A survey of locally important buildings is to be carried out within the Borough to develop a Local List. • English Heritage are funding 2 studies considering the Mill heritage of the sub-region: the Pennine Lancashire North Light Weaving Shed study and the Lancashire textile Mill Survey.
Public Realm	• No major known capacity issues. • Improvements to the public realm in key locations within Blackburn and Darwen town centres have been carried out over recent years.	• The BwD Design Guide advocates good design of public realm, and is supported by the Blackburn Colour Study. • The Blackburn Town Centre Public Realm Strategy has been produced as part of the Town Centre Heritage and Design Series. • Both town centre masterplans acknowledge the importance of the quality of the public realm to encourage visitors. • Improving pedestrian routes into Blackburn and Darwen town centres. • Ensuring all formal crossing facilities at signalised junctions and crossings incorporate dedicated features for disabled people.

Infrastructure	Capacity Issues	Solution
GREEN INFRASTRUCTURE		
Parks & Public Open Spaces	• No major known capacity issues. • Formal parks cover 280 hectares. • 10 main parks within the Borough; 5 of which have been awarded Green Flag status, with a sixth Green Flag sought. 5 of the parks are listed on the Register of Historic Parks and Gardens. • Playing pitches cover 256 hectares. With 52 senior and junior grass football pitches, and an additional 22 mini pitches. • 4 public full-sized synthetic pitches • Multi-Use games Areas within the Borough for organised use. • 10 public tennis courts • 20 public bowling greens • Voluntary sports clubs provide tennis, rugby, football and bowls facilities. • Private sector provides a range of facilities for golf, cricket, tennis and football. • The Council maintains 100 hectares of amenity grassland. • 100 designated play spaces in the Borough: 65 provided by the Council, 32 by Twin Valley Homes, 1 by a trust and 2 by private housing estates. • 4 Home Zones schemes have been implemented.	• Play Pathfinder projects include: an adventure play park in Witton Country Park; improving and creating 28 further smaller play areas. • Witton Country Park masterplan will be developed to coordinate a number of potential projects within and adjoining the Park.
Open Countryside	• No major known capacity issues. • About 66% of the Borough is countryside. • 280 miles of public rights of way • West Pennine Moors covers 90 square miles in total (across BwD, Chorley, Bolton, Hyndburn and Rossendale). • The West Pennine Moors is managed through a partnership management committee, which includes the interested local authorities. • The potential for the Moors to be managed to maximise the benefits for recreation, biodiversity, flood mitigation, and carbon sequestration has not yet been realised. • The open countryside offers a wide range of functions for the Green Infrastructure offer, it will be important that these are managed to ensure that achieving one is not to the detriment of others.	• The West Pennine Moors Area Management Committee Statement of Intent is being reviewed and revised for the next 10 year period beyond 2010. • Changes to land management techniques can be achieved through professional advice, voluntary organisations, and grant support to land owners/tenant farmers.

Infrastructure	Capacity Issues	Solution
Recreational Routes	• A number of promoted routes have been developed within the Borough including: Witton Weavers Way, Darwen Tower Routes, Village Heritage Trails. • Multi-user routes, available to cyclists, horse riders and lower ability walkers, are considered a key issue for the Borough. • The need to provide trails for horse riders is one of the biggest rights of way concerns.	• Proposals for enhancing the cycling facilities in Witton Country Park are set out in the Borough's 2007 Cycling Strategy. • Pennine Bridleway feeder route proposals currently being prepared for the development of a feeder route into the national bridleway trail.
Wildlife & Nature Conservation Areas	• No major known capacity issues. • 3 sites of Special Scientific Interest • 107 Biological County Heritage Sites covering 3,697ha • 6 Geological County Heritage Sites covering 53ha • The Borough contains substantial quantities of Blanket Bog, an Annex 1 habitat in the EC Habitats Directive. • 4 designated Local Nature Reserves • National and Lancashire Biodiversity Action Plan habitats and species are found within the Borough, including: 16 habitats and 14 species recorded/known to occur within the Borough. • The species data is slightly dated, and will require reviewing in light of the changes brought by the Natural Environment and Rural Communities Act 2006.	• A local biodiversity survey will be carried out within the Borough. • The Phase 1 Habitat Survey to be converted into BAP habitats.

Infrastructure	Capacity Issues	Solution
Water Areas	• No major known capacity issues. • 2 main rivers: a Local Biodiversity Action Plan habitat, with potential for improving biodiversity benefits. The surface water quality of these rivers have been graded from bad to fairly good. The better quality reaches are restricted to the headwaters above the built-up area. Much of the river is open, with a pedestrian recreation route running alongside, where this is not possible an alternative route is established to allow a continual recreation route through the Borough. • Leeds-Liverpool Canal: the canal and its towpath is an important strategic tourism and recreation asset. • Smaller streams and brooks: form part of the river basin catchment and the Green Infrastructure network. Natural assets and potential assets which can be of benefit to new developments or improved open spaces, creating a sense of place and interest, and which are a Local Biodiversity Action Plan habitat. • Areas of standing water including ponds and reservoirs: form part of the Green Infrastructure network. Natural assets and potential assets which can be of benefit to new developments or improved open spaces, creating a sense of place and interest, supporting the reduction in surface water run-off, and which are a Local Biodiversity Action Plan habitat.	• BwD Surface Water Management Plan • EA North West River Basin Management Plan • River Ribble Catchment Flood Management Plan

Cross-Cutting Themes: How the Targeted Growth Strategy aligns with the Sustainable Community Strategy and the Local Area Agreement

6.32 The Core Strategy is one of a suite of strategies and action plans which direct priorities in Blackburn with Darwen. Chief among these are the Sustainable Community Strategy (SCS) and the Local Area Agreement (LAA). This section briefly outlines how the Core Strategy is aligned with the SCS and the LAA.

6.33 The SCS has evolved from the original Blackburn with Darwen Community Plan which was published in 2000. It sets out a "2020 vision" and seven themes under which LSP action is structured:

The 2020 Vision:

"Imagine a future for Blackburn with Darwen. A future where our streets are among the cleanest and safest in the country: a place to be proud to live in, work in, and which is great to visit. Imagine a thriving economy, built on a diverse and innovative business base that provides opportunities and prosperity for everyone in the Borough. A place where all our people can take full advantage of learning opportunities and can expect a long and healthy lifestyle, free from poverty and pollution. A future in which effective public transport links our homes to thriving town centres and a full range of sports, leisure and cultural facilities, and where everyone has access to the new communications technologies. A future in which every citizen feels involved in his or her community and our diverse cultural groups live in harmony and work together for the common good of all the people of Blackburn with Darwen. Imagine a future like this, that can be sustained because we have made the fundamental changes needed to keep the place healthy, vibrant and popular."

The seven Themes:

Theme 1:	*Decrease crime and improve community safety*
Theme 2:	*Safeguard children and give them the best possible opportunities in life*
Theme 3:	*Create a competitive and sustainable local economy*
Theme 4:	*Promote community engagement, community cohesion and social inclusion*
Theme 5:	*Improve health and social well-being*
Theme 6:	*Improve skills and promote learning*
Theme 7:	*Improve the neighbourhood and environment.*

6.34 The Local Area Agreement is effectively a three-year delivery plan for the LSP, focusing on aspects of the SCS and setting specific targets for delivery. The 2008-2011 LAA sets a focus on the following priorities:

i. To improve the local economy

ii. To improve health and well-being

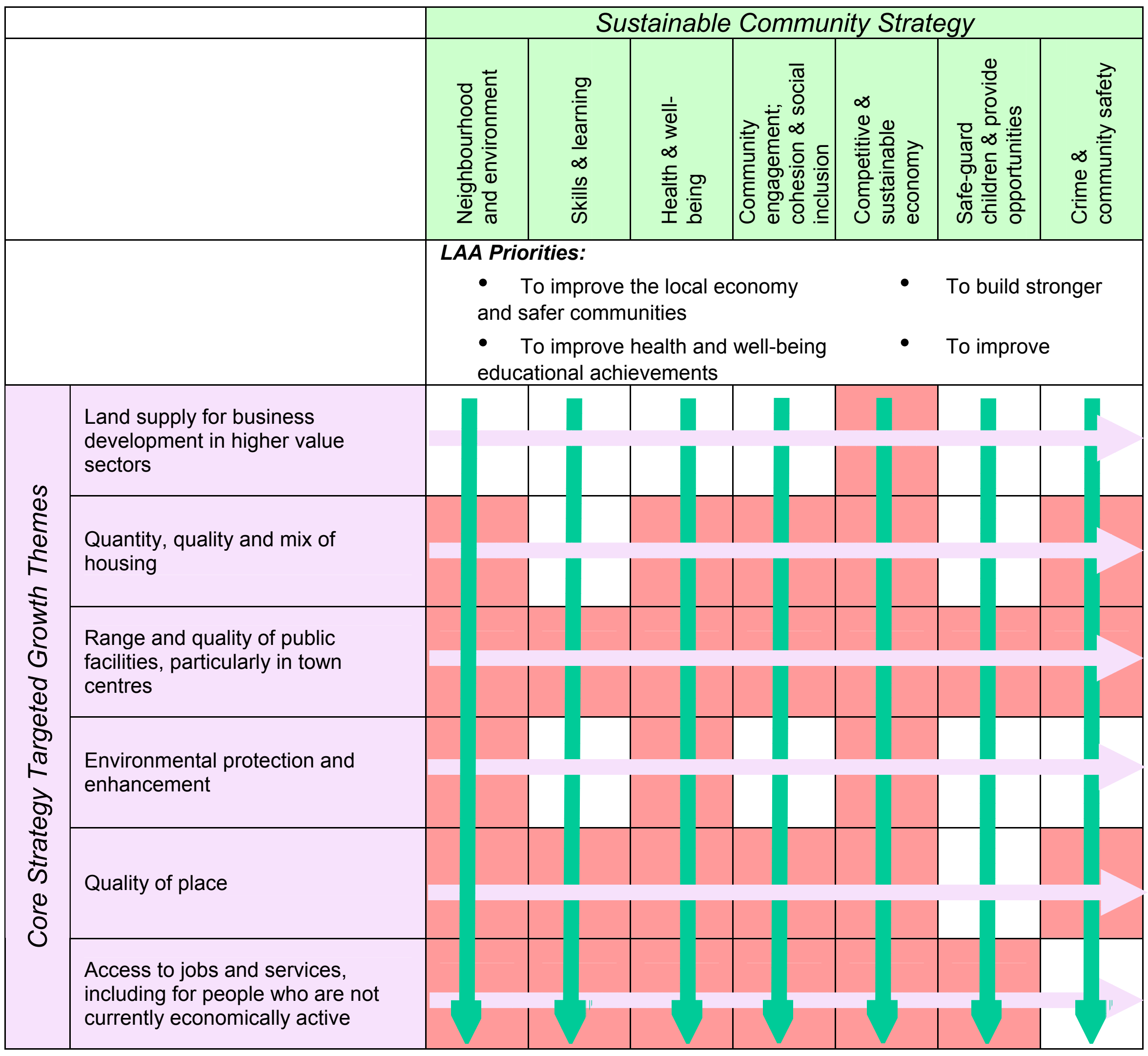
iii. To build stronger and safer communities

iv. To improve educational achievements

6.35 This Core Strategy has been prepared with close involvement from the Blackburn with Darwen Local Strategic Partnership throughout. It has been overseen by the Environment Forum, which is one of seven "theme groups" established under the LSP to progress aspects of its agenda. It is rooted in the findings of a Visioning workshop held by the LSP in 2004, and in engagement of LSP partners in early consultation on Issues and Options.

6.36 The Targeted Growth Strategy which underpins the Core Strategy has evolved from the themes identified in this early consultation. Each of the themes in the Targeted Growth Strategy cuts across both the seven Sustainable Community Strategy themes, and the four Local Area Agreement priorities. Delivery of the Targeted Growth Strategy will secure significant progress towards the SCS Vision and the LAA targets. The diagram below illustrates the cross-cutting relationship between the SCS and the Core Strategy.

Figure 8: Cross Cutting Themes: The Sustainable Community Strategy and the Core Strategy



6.37 At the time of submitting the Core Strategy the LSP was in the process of "refreshing" its Vision and developing a "2030 Vision" for the Borough. This will update the Sustainable Community Strategy and is expected to sit alongside the Core Strategy to direct the "place-shaping" activity of the Council and its partners.

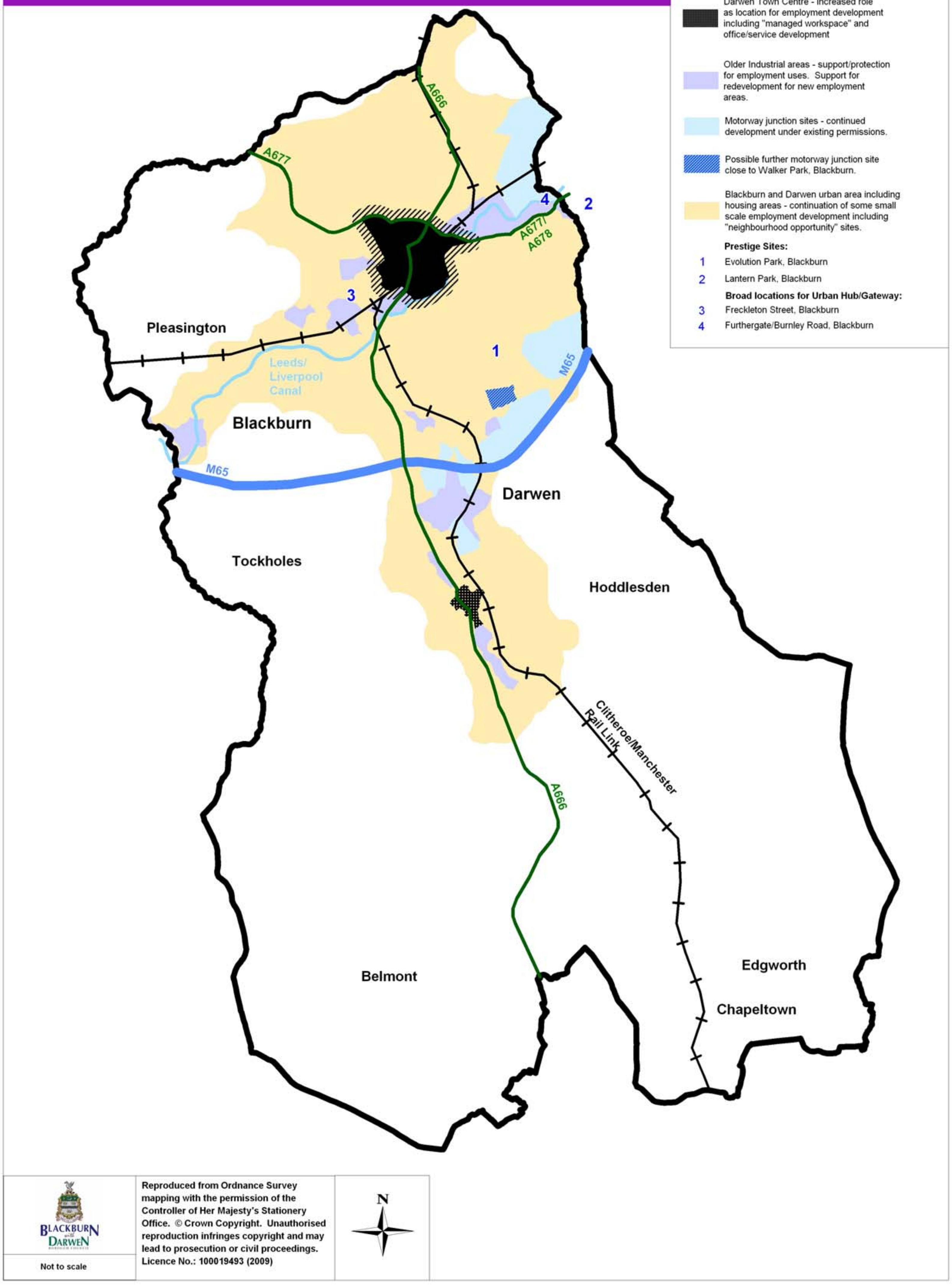
6.38 The Government's objective[11] is for local strategic partnerships to take a leading role in coordinating the delivery of infrastructure. This agenda is already emerging in Blackburn with Darwen and will develop further during the life of this Core Strategy.

[11] "Planning Together: Updated practical guidance for local strategic partnerships and planners" – CLG 2009

PART 4: TARGETED GROWTH SPATIAL INTERVENTIONS

7. Spatial Intervention 1: Land Supply for Business Development in Higher Value Sectors

Broad locations for employment development



Policies in This Chapter

- **CS2** Typology of Employment Land
- **CS3** Land for Employment Development
- **CS4** Protection and Re-Use of Employment Sites

Introduction

7.1 Some 22.5%[12] of the employee jobs in the Borough are in the manufacturing sector, compared to 14.3% in England and Wales. A total of 12.2% of people of working age in the Borough work in routine occupations, compared to 9.1% nationally. The gross average weekly wage for an adult employed full time in the Borough is £415.20[13], compared to £479.30 for England and Wales.

7.2 The Core Strategy prioritises the development of higher-wage sectors of the economy, while recognising the continuing importance of traditional sectors. Spatially this will mean identifying areas for and types of economic development which will attract higher-value sectors, and developing an approach to older employment areas presently dominated by lower-value, traditional sectors.

7.3 With this overall strategy in mind, the Core Strategy addresses three main issues in relation to employment land. Firstly, it puts forward proposals relating to where new employment sites should be, and, just as importantly, what type of development we wish to promote on them. Secondly, it considers the amount of development land that we should plan to provide. Thirdly, it establishes a strategy for existing employment uses, including those in mainly industrial areas, and those largely surrounded by other uses including housing.

7.4 Importantly, the Core Strategy recognises that Blackburn with Darwen's labour and employment markets are not confined to its Borough boundary – particularly in the north east of the Borough. Here, a significant amount of employment exists at Whitebirk, which is in Hyndburn Borough and yet is effectively part of the Blackburn urban area.

7.5 Taking into account the pressures described above, and our "Targeted Growth" development strategy, the strategy for employment land has the following key elements:

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[12] (2006)
[13] (2008)

i. To prioritise the identification of sites for higher-wage, higher-value-added industries, including but not limited to the following:
    - Reinforcing existing manufacturing industries and supporting the development of higher value-added advanced manufacture;
    - Supporting the growth of the Borough's service sector;
    - Developing the role of knowledge-based industries in the economy;
    - Developing the role of public administration in the Town Centres; and
    - Supporting enterprise in the Borough.

ii. To achieve this by identifying a "typology" of sites aimed at "filling the gaps" in the current range of sites available.

iii. To recognise that Blackburn with Darwen's labour market is not confined to the Borough's boundary. The Core Strategy relies to an extent on land outside the Borough, particularly in Hyndburn. Hyndburn's emerging Core Strategy recognises this issue as well and proposes a coordinated policy approach.

iv. To preserve elements of local employment by retaining or replacing older business premises.

Policy CS2: Typology of Employment Land

The Council will plan for a full range of types of employment development over the life of the Core Strategy. However emphasis will be given, in plan-making and in Development Management decisions, to providing the following types of employment development.

<u>1. Prestige sites.</u>
Prestige sites will be large sites of a type and in locations which are attractive to developers. Broad locations for them will be Junctions 5 and 6 of the M65.

Development on Prestige sites will primarily be restricted to that which:

i. Will contribute to increased Gross Value Added and wage levels in the Borough, including knowledge-based sectors, and

ii. Cannot be accommodated on other categories of site, due to locational or site requirements.

Employment development which does not meet the above requirements will be permitted on Prestige sites where it is necessary to secure the development of the wider site for uses which do so.

In the longer term, part of the Borough's provision for this type of land will be met in Hyndburn Borough, through the identification of one site. The BAE site at Samlesbury in South Ribble / Ribble Valley may also develop as a Prestige site during the life of the Core Strategy.

2. Town Centre sites
Sites will be identified for employment development in both Blackburn and Darwen Town Centres, either as stand-alone uses or as part of mixed use developments.

Employment uses in Town Centres will primarily be office, other service sector, public administration or other uses appropriate to a Town Centre location. Uses likely to harm amenity or vitality and viability in the Town Centres will not be permitted.

Blackburn Town Centre will be considered a suitable location for employment development including public administration, legal services, offices and education.

Darwen Town Centre will be considered a suitable location for employment development including managed workspace and office/service development.

3. Urban hub / gateway sites
Urban hub / gateway sites will be identified on major transport routes on the edges of the centres of Blackburn and / or Darwen. Broad locations include, but are not limited to the Freckleton Street and Furthergate / Burnley Road areas of Blackburn.

On urban hub / gateway sites a range of uses will be acceptable. Development fronting onto major transport routes will be expected to be of a use, type or design which contributes to a high quality environment on the route.

4. Neighbourhood Opportunity sites
Neighbourhood Opportunity employment sites will be identified within or close to residential areas where employment uses can be accommodated without adversely impacting on amenity. They will include vacant sites and buildings suitable for reuse. They will be distributed throughout the urban area of the Borough.

Neighbourhood Opportunity sites will accommodate employment uses either as stand alone uses or as part of mixed use developments.

Uses on Neighbourhood Opportunity sites will be those which do not unacceptably impact on residential amenity by virtue of scale, operational practices / processes, or appearance.

5. Rural Renaissance sites
Rural renaissance sites will be located principally in parts of the rural area that are accessible to a range of transport options, shops and other services. Specific sites will not be identified through the LDF process but will come forward as and when they are considered for development.

Uses on Rural Renaissance sites will be those that can either support the viability of villages by providing local employment, or can assist in diversifying the rural economy.

7.6 The Targeted Growth development strategy calls for a set of interventions aimed at addressing specific issues in order to facilitate growth. In terms of employment land, there is a need to ensure that the right range of sites is available to encourage investment in the sectors we wish to attract. Although general employment investment remains important, a key task for the Core Strategy and the rest of the LDF is to address "gaps" in the current offer. The East Lancashire Sustainable Employment Land Strategy proposes a typology of sites which can help achieve this. This approach is taken forward in this Core Strategy.

7.7 A limited number of "Prestige" sites will be identified. These are the highest quality sites which are the most attractive to inward investors, and are generally located along the motorway. These sites are of sub-regional / regional significance. They may well attract users who need access to strategic infrastructure (in line with the objective of increasing connectivity to and from outside the Borough). These sites are likely to be the main focus of the development of knowledge-based industries in the Borough's economy through the growth of existing businesses and the creation of new ones. It will be important to ensure that these opportunities complement the wider portfolio of sites within the Borough and do not compete with them; therefore, these sites will be reserved for users who cannot be accommodated on other types of site elsewhere.

7.8 Development in these locations will increase the need to travel, potentially increasing car use. In response to this, and in line with the overall Core Strategy aim of minimising net environmental impact, mitigation measures must be put in place to minimise and offset the impact of this type of development.

7.9 Prestige sites currently exist at the "Evolution Park" site adjacent to Royal Blackburn Hospital, and on the "Lantern Park" site at Whitebirk (the latter being in Hyndburn). These will provide for this type of need in the short to medium term[14]. In the longer term, there is not scope to provide a further site of this type within Blackburn with Darwen's boundary, without substantial environmental impact in terms of landscape and habitat, since remaining undeveloped land close to motorway junctions within the Borough is either within a Biological Heritage Site (land south of M65 Junction 5), would involve growth of the urban area beyond a strong natural boundary (south of M65 Junction 5), or is part of the designated West Pennine Moors area (M65 Junction 3).

7.10 However, a further significant opportunity for this type of site does exist adjacent to the Borough boundary in Hyndburn, as a further phase of

[14] The Evolution Park development has planning permission and is on site; Lantern Park has been granted permission subject to the signing of a Section 106 agreement.

development at Whitebirk. The site is currently within the Green Belt, and would require a review of local Green Belt boundaries to bring forward. The Pennine Lancashire MAA proposes a review of Green Belt with this issue in mind, and sets a series of terms of reference that this review is to consider. These are reproduced in Paragraph 10.27 under Policy CS14, and include the need for a site selection and options appraisal process, which will be coordinated jointly by the Pennine Lancashire planning authorities. This study will need to be complemented by a range of other work, particularly relating to infrastructure, which will take place during the life of the Core Strategy. If a further site at Whitebirk (or any other site) is ultimately released, its development will be towards the very end of, or very likely beyond, the period covered by this Core Strategy.

7.11 Whitebirk has been designated by the Northwest Regional Development Agency (NWDA) as a Strategic Regional Site. The purpose of identifying the site as such is defined as follows:

"To provide a premier employment site for East Lancashire. The site will act as a focus for high quality job growth and investment by businesses requiring good access to the primary road network."

7.12 A major employment site also exists at the BAE site at Samlesbury, to the west of the Borough overlapping the boundary between the South Ribble and Ribble Valley administrative areas. This site is isolated from the rest of Pennine Lancashire and would be considered to principally serve a different geographical area. Nonetheless it is likely to be an important source of higher-value employment to people living in Blackburn with Darwen. This site is also a Strategic Regional Site, and effectively represents a cluster of aerospace industries centred on BAE Systems. The draft purpose for this site states:

"Samlesbury provides the opportunity to develop a nationally important centre for:

- *Aerospace and advanced manufacturing;*
- *Sector specific research, education and training;*
- *Related research and development;*
- *Specialist suppliers."*

Town Centre sites

7.13 Subsequent LDDs will identify specific development opportunities for employment development in both Blackburn and Darwen Town Centres, and encourage such development on other sites that come forward. These sites will accommodate mainly office development. In the immediate term the implementation of the Blackburn Cathedral Quarter Masterplan is the main focus of this activity.

Urban Hub / Gateway sites

7.14 LDDs will identify "Urban Hub/Gateway sites" on the edge of both Town Centres and along the major transport routes leading into the Town Centres. They will accommodate mainly knowledge-based "light" industries and office development though less prominent areas within the sites would also accommodate general employment development.

The Freckleton Street Area, Blackburn

7.15 The Freckleton Street area, adjacent to Blackburn Town Centre, has been designated by the Northwest Regional Development Agency as a Strategic Regional Site with the following purposes:

- *"Capitalise upon the existing and expanding FE/HE academic presence in order to create closer links between education, skills and enterprise;*
- *Capitalise upon its road and rail infrastructure to promote accessible knowledge based activity in order to diversify and upgrade the local economy in an area of regeneration need; and*
- *Provide a high quality environment for investment and job growth"*

Neighbourhood Opportunity sites

7.16 "Neighbourhood Opportunity" sites will also be identified. This is a general term for other employment development opportunities on brownfield land throughout the Borough. These sites will be close to where people live, helping ensure that local people can access new jobs and minimising the need to travel by car, but the types of development permitted will avoid recreating the problems of "bad neighbour" uses found in some older housing areas at present. This type of site will also provide a significant opportunity for social enterprise. "Neighbourhood opportunity" sites may well arise through the restructuring of land uses through Housing Market Renewal and other programmes. These may be suitable sites for light industrial starter units being promoted through the Pennine Lancashire Economic Strategy.

Rural Renaissance sites

7.17 "Rural Renaissance" sites will support the diversification of the rural economy. Within villages they will provide local employment of a scale appropriate to our overall strategy for the villages, either as stand-alone developments, or as part of mixed use schemes. These will principally comprise office or light industrial uses. Outside the villages the main opportunities will emerge through farm diversification projects, or in relation to leisure and tourism – again of an appropriate scale given our overall development strategy.

7.18 This type of development is normally "opportunity-led", relating to the aspirations of a particular farmer or landowner, and so it is not proposed to identify specific sites as Rural Renaissance sites.

Outcomes / Targets (2011-2026)	**Indicators**
Number of jobs created/safeguarded: 2010-2011 – 1594 (SCS/LAA, 2008-2011) Number of new businesses started: 2010-2011 – 120 (SCS/LAA, 2008-2011)	• Ha developed for B1, B2, B8 • B1, B2, B8 floorspace completed • Median earnings of employees in the area • Number of jobs created/safeguarded • Number of new businesses established • Average earnings of residents of the Borough

Milestones	**Implemented By**	**Means**
Allocations DPD: adoption 2014 Annual Monitoring report: published December 2011-2026 Blackburn Town Centre Masterplan The Mall redevelopment Delivery of Cathedral Quarter SPD Medipark development (Evolution Park) Building Schools for the Future 2010–2015 Darwen Academy: completion 2010 Green Belt Review Study Darwen Town Centre Strategy Knowledge Arc Blackburn University College Status: 2011 Blackburn PCT LIFT centre: Completion Freckleton Street Area Implementation of Masterplan Blackburn Market redevelopment	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Economic Regeneration ELEVATE NWDA PLACE	MAA Pennine Lancashire Economic Strategy Allocations DPD Hyndburn BC Core Strategy LEGI

Policy CS3: Land for Employment Development

Provision will be made for up to 105.5ha of land for employment development between 2011 and 2026.

The precise figure will be set in the Site Allocations and Development Management Policies Development Plan Document, and will take account of future work in Pennine Lancashire on employment land requirements.

7.19 The Targeted Growth Strategy seeks to bring about a transformation in the Borough's economy. A key means to achieve this is to ensure an ongoing supply of land for employment development.

7.20 The 2009 Employment Land Review sets out a calculation for the amount of land required. This takes forward an approach used in the former RSS, and is based on local information on take up rates in the Borough. The Core Strategy uses the same methodology, rolling forward the timeframe to cover the Core Strategy period of 2011-2026.

7.21 The methodology used in this calculation aims to apply a "policy-on" element to take account of potential increases in take up resulting from economic growth. Firstly there is a global assumption that take up will increase. Secondly, there is a "flexibility factor", which aims to ensure that the supply of land is responsive to local circumstances. When these are taken into account, the total amount required, including that already committed, is 105.5ha.

7.22 Various factors will influence whether take up reaches this figure. Firstly, the current economic recession may negatively impact on take up in the short to medium term. Secondly, the Core Strategy's aim of moving towards a higher wage economy may create a more intensive pattern of employment development with greater job densities and lower land requirements. Thirdly, the Core Strategy recognises that employment land is a cross-boundary issue, and that development outside the Borough, particularly in Hyndburn, serves the Borough as well. The "flexibility factor" element of the calculation exists to take account of these types of issue. Taken together these factors mean that the 105.5ha land target can be regarded as a maximum.

7.23 There is a need for more detailed work, locally and on a cross-boundary basis, to fully assess the implications of the factors identified and to set a precise quantitative target. This will be taken forward through the Site Allocations and Development Management Policies DPD and through sub-regional joint work.

Figure 9: Application of Employment Land Calculation – Blackburn with Darwen

Current take up per annum (5-year average 2003-2008)	5.62ha
Projected increase in take up	4.25%
Projected take up per annum	5.86ha
Need 2011-26 (5.86 x 15)	87.9ha
Flexibility factor	20%
Need 2011-26 (incorporating flexibility factor)	**105.5ha**

Outcomes / Targets (2011-2026)	Indicators
• Up to 105.5ha of employment land to be developed	• Ha of new land developed for employment use • Total amount of additional employment floorspace

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Annual Monitoring report: published December 2011-2026 Green Belt Review	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Economic Regeneration NWDA PLACE	MAA Pennine Lancashire Economic Strategy Allocations DPD Employment Land Review

Policy CS4: Protection and Re-Use of Employment Sites

1. The development for other uses of land in use for employment purposes will not be permitted unless the current use causes an unacceptable loss of amenity for surrounding uses, or it is demonstrated that the land is no longer capable of beneficial use for employment purposes within the life of the Core Strategy.

2. Where employment premises not meeting either of these criteria fall vacant, the Council will work with partners to secure their reuse or the redevelopment of the site for a new employment use. In cases where a site remains suitable for employment development but it is demonstrated that this is not economically viable, the Council may give favourable consideration to an element of higher-value "enabling" development, having regard to the balance of uses that would result on the site and in the wider area.

3. Where an employment use is isolated within an area of predominantly residential use and causes a loss of amenity for residents, or it is demonstrated that the site will not be capable of being redeveloped for employment purposes over the life of the Core Strategy, the Council will permit the redevelopment of the site for the following uses, subject to other policies:

i. A different employment use which removes the impact on amenity or addresses issues of deliverability;

ii. Community uses such as education, places of worship or community facilities;

iii. Residential development; or

iv. A mix of the above

7.24 The Council's overall spatial strategy for employment, as set out in Policy CS2, is to provide a broad portfolio of sites in sustainable locations, and to maximise the economic output generated from these sites. An important element of this portfolio will be sites that are integrated into the urban area[15]. These remain an important source of local employment in support of our worklessness agenda. As reuse or redevelopment opportunities they also form a key source of land for smaller scale modern business premises – including opportunities for enterprise and new company formation which is a key plank of our economic strategy and our shift towards a higher value economy. The approach of "sweating the asset", by maximising the economic output of all of our sites, will be particularly important given the land, infrastructure and sustainability constraints associated with further large scale general employment development on the edge of the urban area. It is therefore important that we protect such sites from loss to other forms of development, either through the redevelopment of individual sites or through the incremental loss of sites in larger areas of employment.

7.25 As part of this strategy of making the most efficient use of existing employment land, the Council recognises that in some cases, in order to facilitate development of the rest of the site for a new employment use, an element of "enabling" higher value development may be required, which may also bring about added regeneration benefits and employment potential. It will be important that if enabling uses are allowed, they do not become the dominant use on the site, and do not compromise the operability of the rest of the site or the wider area for employment uses. The Council will expect to see clear

[15] The NWDA's "Beta Model" suggests that approximately 7,500 people work in areas that were designated as "Established Business and Industrial Areas" under Saved Policy EC3 of the Local Plan, including significant numbers in manufacturing. This compares to around 11,000 in "Business and Industrial Development Areas" designated under Policy EC2 (January 2010 figures).

evidence that the enabling development proposed is the minimum required to secure development of the rest of the site for employment.

7.26 In some cases, the presence of industrial uses within a mainly residential area can create problems with amenity for residents, and can be a factor contributing to low demand for housing in some instances. Where isolated industrial uses within older residential areas cause nuisance and loss of amenity to residents through noise, activity from large vehicles and so on, alternative uses, including employment-generating mixed use schemes and residential development, may be considered appropriate on these sites if they become vacant. In specific cases the Council may actively pursue the relocation of “bad neighbour” uses through compulsory purchase or other regeneration activity.

7.27 The 2009 Employment Land Review concluded that most categories of employment site continued to have potential for continuing or new employment use, and that demand existed for such sites. Although the current recession has impacted on demand for all types of land and premises, the Council remains of the view that demand will re-establish in the medium term, and that given the finite supply of local employment sites, the strategy set out for retaining sites as a potential source of local and small-scale employment remains an appropriate spatial planning response. One aspect of ensuring the delivery of this strategy is to provide certainty as to whether or not a site has potential for an alternative use, and therefore to address issues of “hope value” that exist in the market.

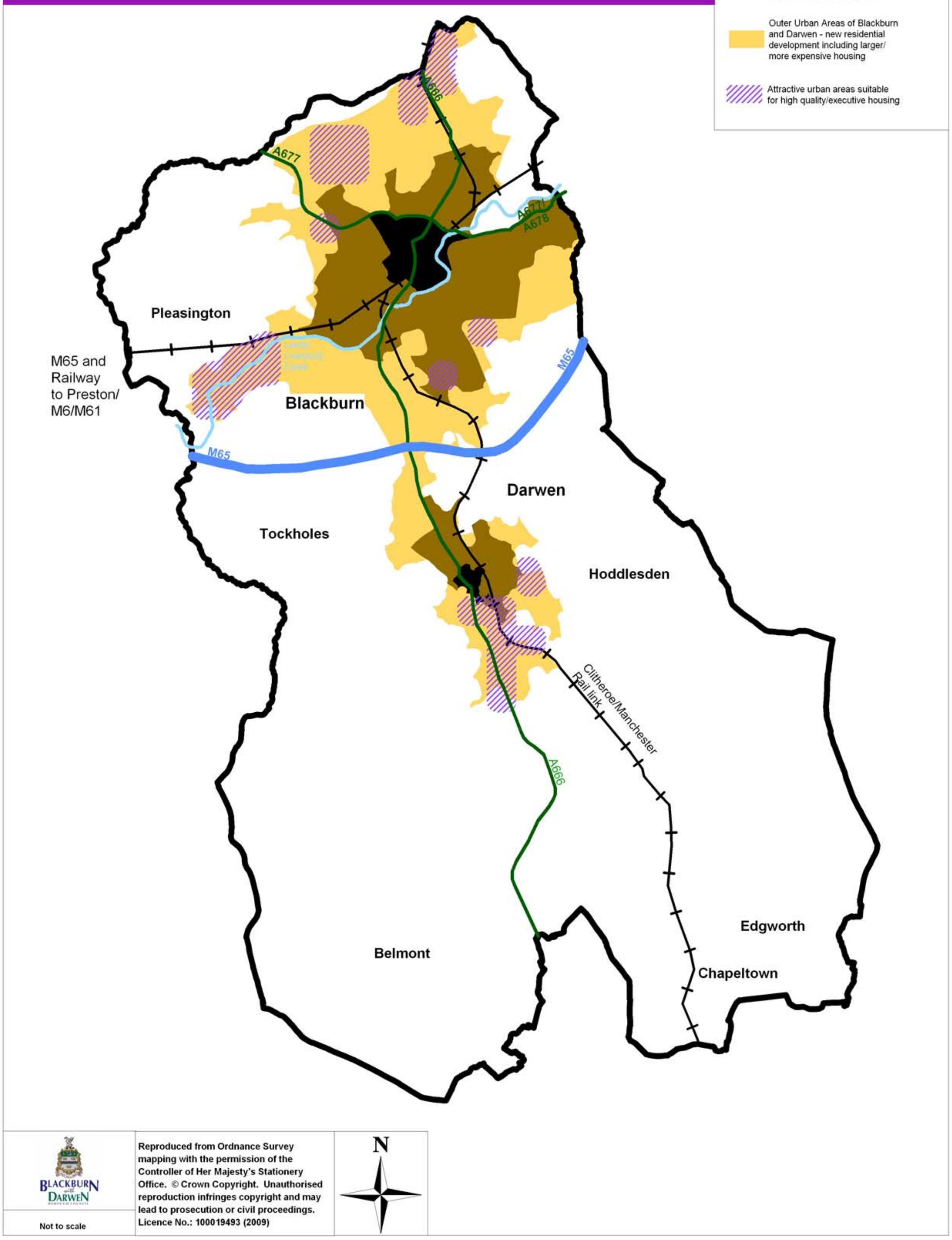
7.28 In certain specific cases, it is recognised that a site may no longer be suitable for the demands of the market for employment development, and therefore stands little prospect of being brought into a beneficial employment use in a reasonable timescale. Where it is demonstrated that this is the case, the policy provides flexibility for the site to be redeveloped for a different use. The 2009 Employment Land Review provides a toolkit for assessing the ongoing viability of sites for employment use.

Outcomes / Targets (2011-2026)	**Indicators**
	Ha change of use of existing employment sites

Milestones	**Implemented By**	**Means**
Allocations DPD: adoption 2014 Annual Monitoring report: published December 2011-2026	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Economic Regeneration ELEVATE NWDA PLACE	MAA Pennine Lancs. Economic Strategy Allocations DPD LEGI Incubator Units Employment Land Review

8. Spatial Intervention 2: Quantity, Quality and Mix of Housing

Broad locations for concentration of new housing development



Policies in This Chapter	
CS5	Locations for New Housing
CS6	Housing Targets
CS7	Types of Housing
CS8	Affordable Housing Requirements
CS9	Existing Housing Stock
CS10	Accommodation for Gypsies and Travellers

Introduction

8.1 The delivery of new housing of the right type, in the right locations and at the right time, will be a key factor in implementing the Targeted Growth Strategy. Accordingly the Core Strategy sets out a framework to encourage this delivery, in line with the overall spatial strategy put forward in Policy CS1.

8.2 With this in mind, the strategy covers three major spatial issues in relation to housing policy. Firstly, it seeks to deliver a regeneration agenda, making older neighbourhoods attractive places in which people choose to live by widening the range of housing, improving housing conditions, providing affordable housing and joining up with a wider range of economic, environmental and social measures. Secondly, the Core Strategy seeks to use housing in the Borough as a driver for economic growth by providing "aspirational" housing for higher wage earners with the aim of retaining skilled and qualified people in the Borough and encouraging people from elsewhere to choose to live here. Thirdly, housing is a component in the urban renaissance agenda focused on Blackburn and Darwen Town Centres. The Core Strategy must also set out the overall amount of new housing to be planned for, and whether different rates of housebuilding should be planned for in different parts of the period covered by the Core Strategy.

8.3 The Core Strategy policies on new housing development complement our approach to improving the existing stock and the quality of local environments, in order to create a better balanced and higher quality housing stock overall.

8.4 The Pennine Lancashire Housing Strategy (2009) establishes a Market Progression Model (MPM) illustrating how the housing market will change, in terms of overall level of demand and the types of housing required, to reflect economic transformation. The MPM envisages three phases of transition, from the current overall situation to that expected at the end of the strategy period. These phases are expected to run concurrently, so that even in early years of the strategy there will be "transformational" development, and vice-versa.

Figure 10: Market Progression Model

MPM IMPLEMENTED IN THREE 7 YEAR PROGRAMMES		
Stabilisation/Early Renewal 2008-14	Renewal/Early Transformation 2015 -21	Transformation 2022-28
Current Position Where the market is now	→	**Vision: A Balanced Housing Market** **Where we need to be 2028**

Source: Pennine Lancashire Housing Strategy

8.5 The MPM concept of the market developing in line with economic change closely reflects the findings of the Blackburn / Hyndburn Strategic Housing Market Assessment published in 2008.

Policy CS5: Locations for New Housing

1. The preferred location for new housing, where market conditions permit its delivery, will be the inner urban areas of Blackburn and Darwen.

2. New housing development will also take place within in accessible locations elsewhere within the urban area where it is demonstrated that market conditions mean that it cannot be delivered within the inner urban areas.

3. Over the life of the Core Strategy some housing development may take place in planned small scale urban extensions. The first preference for locating any urban extension sites will be in land not currently in Green Belt. If, following identification of these sites, there remains insufficient available land to meet strategic housing requirements, the Council will consider changes to Green Belt boundaries through the Site Allocations and Development Management Policies Development Plan Document. Those requiring change to Green Belt boundaries will be considered through a subsequent DPD and are likely to be towards the end of the Core Strategy period, but others will be planned for earlier.

4. Housing will be planned for in both Blackburn and Darwen Town Centres, of a type specific to the town centre urban living context.

5. Proposals for new housing development will be required to be supported by a market analysis. Where the proposal is located outside the inner urban area, this will be required to demonstrate to the Council's satisfaction why market conditions mean that the proposal cannot be delivered within the inner urban area. Proposals within the inner urban area will be required to demonstrate to a reasonable degree that they will be delivered, and are not speculative.

8.6 A key objective of the Targeted Growth Strategy is to promote the regeneration of under-performing areas by encouraging new development. Our spatial strategy for housing, which will be applied in Development Management decisions and in subsequent LDDs, reflects this, and aims to address existing issues of lack of choice and quality of the housing offer in inner areas.

8.7 The Blackburn with Darwen / Hyndburn Strategic Housing Market Assessment (SHMA) and the MPM call for an increase in the supply of high quality family and "executive" housing. These types of housing will need to be in locations and environments that are attractive enough to compete with alternatives outside the Borough and outside Pennine Lancashire. Historically, elements of this type of provision have been made in the Borough's villages. However in line with the Targeted Growth Strategy we need to minimise the environmental footprint of the Core Strategy as a whole, particularly in terms of the need to travel. Our strategy therefore is to plan for larger family and executive housing – but to ensure that this is delivered in sustainable locations in or on the edge of the urban area. The 2008 Strategic Housing Land Availability Assessment (SHLAA) demonstrates that sites are available for this type of development in these locations. Our preference in planning for higher market and executive housing will be those sites that are within the urban area or on the edge but not in Green Belt; other sites including localised urban extensions into Green Belt may be brought forward towards the end of the Core Strategy period.

8.8 In line with the MPM the focus in early years of the Core Strategy will be on stabilisation/early renewal, which spatially will be focused in inner urban areas. At the same time though we will plan for significant elements of larger family and executive housing in the urban area in order to help stimulate economic change and support overall levels of housing delivery.

8.9 By the end of the Core Strategy period our aim is to have a significantly strengthened market for town centre living in both Blackburn and Darwen. It will be important that the accommodation planned for is of a high enough standard to provide for true "town centre living" – typically associated with professional people who also demand a range of culture, facilities and services.

8.10 If a future higher level plan sets out different housing figures for the Borough, our spatial approach to locating new housing will remain the same.

Greenfield / Brownfield Housing Development

8.11 The Core Strategy sets a target of at least 65% of new housing in the Borough to be on brownfield (previously developed) land. This is in line with the former RSS and is informed by the RSS' evidence base and the 2007 SHLAA. It represents an appropriate balance of types of site given the range of types of housing the Core Strategy is planning for. The 2007 SHLAA demonstrates that the Borough's housing target can theoretically be met on previously developed land. However, the need to provide a range of high quality sites, coupled to other requirements for land in the urban area (including employment and soft end uses), means that development will need to take place on greenfield land during the life of the strategy. A previously developed land trajectory is shown as part of the housing trajectory under Policy CS6 below.

8.12 Greenfield development will be considered for: individual sites in sustainable locations within the existing urban area; the sites "safeguarded" in the 2002 Local Plan to meet future development needs which are not in Green Belt, and small scale extensions on the edge of the urban area which may require local changes to Green Belt boundaries over the life of the Core Strategy.

8.13 The Targeted Growth Strategy calls for new housing development that meets the needs of higher wage earners – particularly larger housing in attractive locations. This can also benefit areas of weak demand by raising the overall image and attractiveness of an area. At the same time, it is important that our efforts to promote new family housing development in the inner urban areas are not undermined by competition from new housing in other parts of the urban area. In other parts of the urban area, most new housing will be upper market properties – larger and lower density. Patterns of development in recent years suggest that these larger higher market homes would generally not be deliverable within inner urban areas, so targeting these house types elsewhere avoids bringing traditionally more attractive areas into direct competition with the Pathfinder. Other types of new housing will be supported in other parts of the urban area, where our own analysis in developing subsequent LDDs, or developers' market testing, show that it cannot be delivered within the inner urban area.

Outcomes / Targets (2011-2026)	Indicators
• % of terrace properties in overall housing stock to be reduced to 48.7% • 65% residential development on Brownfield Land • 100% of housing development outside inner urban area to be supported by Market Analysis	• No of dwelling completions in inner urban areas • No of dwelling completions outside inner urban areas • No of executive housing developments completions in urban areas • No of dwelling completions in town centres • % of housing developments on Brownfield Land • % of dwellings outside inner urban areas for higher market • Average density of housing developments outside inner urban area

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026 Queen St/Hindle St SPD Infirmary SPD Town Centre Masterplans	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Housing Elevate Developers PLACE	MAA Pennine Lancs Housing Strategy Pennine Lancs Economic Strategy Allocations DPD Area-Based SPDs HMR Private Developers

Policy CS6: Housing Targets

Provision will be made for a total of 9,365 net additional dwellings between 2011 and 2026. Delivery will be phased as follows:

2011 – 2016: 530/yr net additional dwellings
2016 – 2021: 625/yr net additional dwellings
2021 – 2026: 720/yr net additional dwellings

Housing Delivery

8.14 The Core Strategy is based on a numerical housing target of an average of 489 per year from 2003 (the beginning of the former RSS period) to the end of the strategy period in 2026. This is in line with the former RSS, and is supported by both the RSS evidence base and other information including the 2009 SHMA.

8.15 Development rates since 2003 have fallen short of the 489 target, partly due to significant numbers of demolitions. There is therefore effectively a "backlog" of unmet requirement, which will need to be compensated for over the strategy period. The annual average target for the Core Strategy period, taking into account meeting this shortfall, is therefore 625 net additional dwellings per year.

Phasing

8.16 A key issue for the Core Strategy, reflected in the MPM and the SHMA, is to avoid undermining weak housing markets in parts of the Borough. Our spatial strategy aims to do this by ensuring that new housing is built in the right place, but it is also important that we do not overprovide new housing in the early years of the Core Strategy when economic change has not been delivered. The delivery of housing is, therefore, phased over the Core Strategy period, with lower numerical targets in early years to ensure that supply does not exceed demand, and higher targets later in the Core Strategy period. This will involve assessing the 5-year supply of land required by PPS3 against different targets at different stages in the Core Strategy period. In line with PPS3, a subsequent DPD will provide, in terms of specific sites and broad locations, at least a 15 year supply of land for housing.

Effect of Demolitions

8.17 Over the life of the Core Strategy, it can be expected that housing clearance will continue to take place on a scale significant enough to affect the overall supply of housing. The requirement figures are expressed as "net of clearance replacement", meaning that they are net dwelling gains over and above the replacement of any dwellings lost through conversion to non residential use or demolition. As at April 2010, the Council's clearance programme included a further 315 dwellings. It is estimated that up to approximately a further 400 dwellings may be cleared up to the year 2019.[16] Hence the total requirement for replacement dwellings over the life of the Core Strategy will be between 315 and approximately 750. This replacement should also be phased in its delivery, to ensure it does not undermine the approach described above in respect of additional new dwellings. Delivery of replacement dwellings will be phased in accordance with the following:

i. 2011 – 2016: 20% of overall replacement required
ii. 2016 – 2021: 40% of overall replacement required
iii. 2021 – 2026: 40% of overall replacement required

[16] There is no information available as to potential demolition levels after 2019.

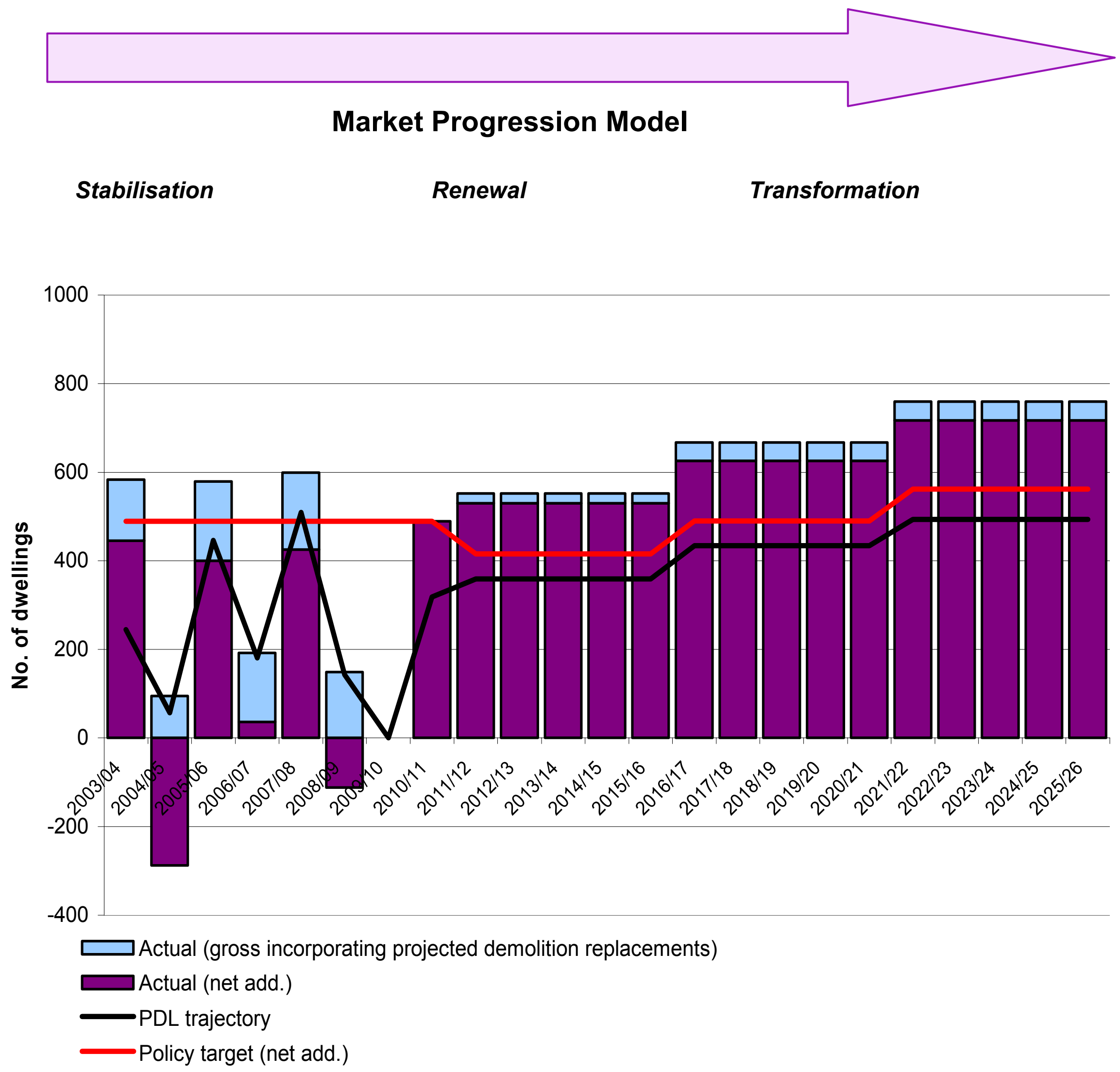
8.18 If a mid-point in the range of demolition projections is taken (530), this replacement provision results in a gross *indicative*[17] total housing development requirement of:

i. 2011 – 2016: 2,760 new dwellings
ii. 2016 – 2021: 3,335 new dwellings
iii. 2021 – 2026: 3,795 new dwellings

8.19 The graph below highlights the phased approach to meet housing undersupply implemented by Blackburn with Darwen Borough Council and supported by the Strategic Housing Land Availability Assessment.

[17] The actual gross number of dwellings required to be delivered will depend on the number demolished, which is subject to future decisions over the life of the Core Strategy.

Figure 11: Housing and PDL Trajectory: Adjusted Dwelling Provision & Phased Market Progression Approach



Outcomes / Targets (2011-2026)	Indicators
• Total net additional Housing Provision 2011-2026: 9,365 • Average additional dwellings per year: 625 • Delivery phased: 2011-2016: 530/yr 2016-2021: 625/yr 2021-2026: 720/yr • 15 year supply of housing land allocated	• Planning Permissions • Completion Rates • 15 year supply of housing land allocated

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Housing Elevate Developers PLACE NWDA	MAA Pennine Lancs Housing Strategy Allocations DPD Area-Based SPDs HMR Private Developers

Policy CS7: Types of Housing

The Council will encourage the development of a full range of new housing over the life of the Core Strategy in order to widen the choice available in the local market. However, emphasis will be given to new housing in the following categories:

i. Housing that widens choice in Housing Market Renewal areas, particularly new family housing

ii. Housing that meets the needs of people on low incomes, including those affected by clearance

iii. Housing that meets the needs of high wage earners (higher market and "executive housing")

iv. Housing within Town Centres which is appropriate for its location in terms of its design, type of accommodation offered and target market, and which represents an effective use of a Town Centre site.

8.20 Over half (56.5%) of the Borough's population live in a terraced property, compared to 28.3% nationally[18]. Three quarters of dwellings in the Borough fall into Council Tax bands A and B. There is a need to widen the choice of housing in order to create more sustainable neighbourhoods, allow people to live where they choose at different stages of their lives, and support economic change by providing housing for more skilled and wealthier labour force.

Figure 12: Council Tax Bands[19]

Council Tax Band	Blackburn with Darwen %	Regional %	National %
A	59.24	42.58	25.16
B	14.19	19.25	19.36
C	13.62	17.38	21.65
D	7.06	9.98	15.23

8.21 The Government wishes to see the development of mixed communities. In Blackburn with Darwen a key way in which this will be achieved is to widen the choice of housing in inner urban areas dominated by two-bedroom terraced stock. A mix of new housing in HMR areas will be planned for, to widen choice and attract new people in and/or retain a wider cross section of the community. A proportion of the Borough's overall increase in household numbers will be accommodated within the HMR areas, and some larger, more expensive housing will be developed in these locations. This approach will be adopted both for sites created by clearance, and for other development sites coming forward.

8.22 The Borough is significantly under-represented in large and higher market houses. 9.9%[20] of the housing stock has 4 or more bedrooms compared to a national average of 34%[21]; and only 12.95% of properties are in Council Tax Band D or above, compared to 20.79% across the North West. This lack of accommodation for higher wage earners has a knock-on effect on the economy, in terms of a perceived lack of a skilled labour force for business investors, and in terms of demand for higher quality retailing, culture and services. Addressing this shortfall is a key mechanism by which economic transformation will be delivered.

8.23 The following tables are taken from the 2009 Strategic Housing Market Assessment (SHMA) and give an indicative illustration of the mix of new market housing required.

[18] English House Condition Survey 2004
[19] ONS 2004
[20] English House Condition Survey 2004
[21] ONS 2004

Figure 13: Net Market Housing Demand by Type of Dwelling

Type of Dwelling	Percentage
Detached House	**32.3%**
Semi-Detached	**54.3%**
Terraced House	**0%**
Bungalow	**10.6%**
Flat / Maisonette	**2.8%**
Total	**100%**

Source: Strategic Housing Market Assessment 2009

Figure 14: Net Market Housing Demand by Size of Dwelling

Size of Dwelling	Percentage
Smaller (1 or 2 bedroom)	**22.6%**
Larger (3 or 4+ bedroom)	**77.6%**
Total	**100%**

Source: Strategic Housing Market Assessment 2009

8.24 Our Vision and the Targeted Growth Strategy highlight the importance of an urban renaissance in the Borough's Town Centres as a key policy objective. Stronger Town Centres generate wealth and attract investment directly, but more generally are also an important element of the Borough's "offer" which affects people's and businesses' investment decisions. Increasing the number of people living in the Town Centres is one factor that can contribute to this. At the same time, it is important to recognise that development land within the Town Centres is in relatively short supply, and that we must make the best use of available opportunities. A town centre renaissance will be promoted by encouraging residential development in both town centres, but only where it secures wider benefits for the Town Centre in terms of "place making", improved townscape and enhanced vitality. Residential development which is within or on the edge of the town centre but does not deliver any of these benefits may be an inefficient use of a town centre site that would be better used for something else, and the development itself may well secure greater benefit for the Borough by being located elsewhere.

8.25 Over the life of the Core Strategy we aim to reduce the difference between the Borough's housing mix and the national average. In order to illustrate the degree of change in the overall stock that the Core Strategy will bring about, if it were assumed that all new build would be non-terraced:

Existing stock (2004 figures):	
Total stock:	58477
Terraced stock:	33048
% terraced:	56.5%
Stock at end of Core Strategy period:	67482 (58477 + 9365)
Terraced stock at end:	33048
% terraced at end:	**48.7%**

Outcomes / Targets(2011-2026)	Indicators
• % of terrace properties in overall housing stock to be reduced to 48.7%	• Percentage of total dwelling completions within HMR areas • % of houses: apartments completed • % of 1/2/3/4/5+bed dwellings completed • Number and types of homes built within HMR areas • % of the Borough's dwelling stock considered 'unfit' • No of dwelling completions in town centres • Number of affordable units developed in the Borough

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026 BwD BC Residential Design Guide Queen St/Hindle St SPD Infirmary SPD Griffin SPD Blackburn & Darwen Town Centre Strategies Cathedral Quarter SPD	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Housing Regenerate Developers PLACE	Pennine Lancs Housing Strategy Pennine Lancs Economic Strategy Allocations DPD Area-Based SPDs HMR Private Developers

Policy CS8: Affordable Housing Requirements

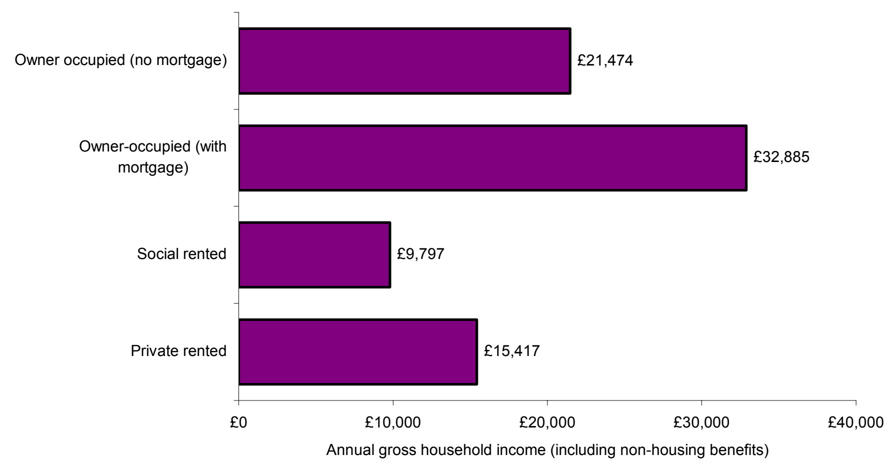
All new residential development will be required to contribute towards meeting the identified need for affordable housing. This will be achieved through on-site provision, or through a commuted sum to be used in supporting the delivery of affordable housing elsewhere in the Borough.

The overall target will be for 20% of new housing to be affordable. In meeting this target the Council will take account of issues affecting delivery including:

i. The availability of grant
ii. Evidence on the economic viability of individual developments
iii. Up to date evidence on market conditions

8.26 A significant proportion of people wishing to move house in the Borough have an insufficient income to access the housing market. In total, it is estimated there are 1,279 existing households that cannot afford market housing, living in unsuitable housing, and who require a move to alternative accommodation – this represents 2.3% of all existing households in the Borough[22]. This includes people directly affected by clearance. 426 households in Blackburn with Darwen would be in need every year of some type of affordable housing.

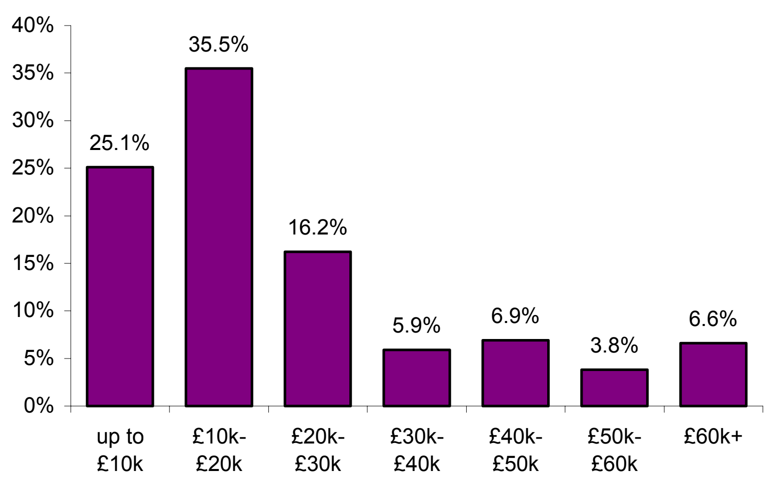
Figure 15: Income and Tenure: Wide variations by tenure, with households living in social rented housing having particularly low income levels



8.27 The extent of this affordability gap varies in different parts of the Borough, depending on local wage levels and house prices. Survey results for household income estimate the average (mean) gross household income level to be £22,784 per annum. The median income is noticeably lower at £15,836 per annum. There is a significant range of incomes within the Borough, with 25.1% of households having an income of less than £10,000.

[22] Blackburn with Darwen Housing Needs Assessment (2008)

Figure 16: Distribution of Annual Gross Household Income



8.28 Elsewhere within the market there is a need to ensure that people can "staircase" to larger and smaller properties as their needs change, without being forced to move to a different area if they do not wish to. This will be important both in terms of the Borough's young population whose housing needs will evolve over time, and also to the growing numbers of elderly people in the Borough.

8.29 In rural parts of the Borough, a significant number of people, particularly those setting up home, wish to remain in the village or area with which they have connections, but are prevented from doing so because they cannot afford to access the housing market.

8.30 In 2008, it was estimated there was a current stock of affordable housing of around 605 units which could be used to meet need (including dwellings becoming available as households in the social rented sector move to different dwellings and proposed affordable dwellings for the period 2007-2009). Hence it was estimated the net backlog of need for affordable housing is around 680 units.

8.31 In response to this identified need the Housing Needs Survey and SHMA (both published 2009) propose an overall target that 20% of new housing should be affordable, and that this target should apply to all sites. The 2009 Strategic Housing Market Assessment and the Council's further assessment of need indicate a split within this target of 60% social rented and 40% intermediate housing. An assessment of the economic viability of housing development in the Borough, published in 2009, demonstrated that this target was deliverable across a range of types of site provided that grant was available[23]. The Council works closely with the Homes and Communities Agency and will develop a protocol for the grant-aiding of affordable housing. In assessing any potential variation to the overall target requirement for affordable housing within a new development scheme, consideration will be given, through negotiation with the Council, to "open book" evidence supplied by the developer relating to the viability of individual developments. Based on the annual average of 625 per year the 20% target means that approximately 120[24] affordable homes will be built on average per year, of which a proportion will be supported by grant and a proportion through developer contribution.

Outcomes / Targets (2011-2026)	**Indicators**
• To deliver a range of affordable housing through the Affordable Housing Programme and planning policy to meet prioritised needs (PLHS) • 20% affordable housing provision on all sites, split between social rented and affordable housing for sale – 60% and 40% respectively.	• No of affordable houses completed • Percentage of developments providing affordable housing contribution • % intermediate housing • % social rented housing

Milestones	**Implemented By**	**Means**
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026 Interim Policy Statement on Housing: adopted 2009 BwD Residential Design Guide	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Housing Regenerate Developers PLACE RSL's	Pennine Lancs Housing Strategy Allocations DPD Area-Based SPDs HMR Private Developers Interim Policy Statement

[23] Economic Viability of Affordable Housing (2009).
[24] Which over the 15 year life of the Core Strategy equates to approximately (120 x 15) = 1,800 units

Policy CS9: Existing Housing Stock

A sustainable neighbourhood approach will be taken in respect of the existing housing stock. Strong communities will be supported through initiatives undertaken by the Council and its partners.

Strategic housing policy will ensure the overall stock following new housing development and regeneration activities will provide a balanced quantity and mix of residential offer to meet the needs of existing residents and attract new residents to the Borough.

Areas for comprehensive regeneration will be designated where necessary. Regeneration activity may include refurbishment and repair, bringing empty houses back into use, environmental improvements, and, in some cases, targeted clearance.

In addressing clearance, local circumstances and distinctiveness will be taken into account. Consideration will be given in the first instance to the retention, repair and reuse of properties which form part of the historic local identity and which are valued by the local community.

Other initiatives will include continuing issues addressing quality (particularly in respect of unfitness) and energy efficiency.

Existing Housing Stock

8.32 The Council's data shows that 17.2% of dwellings in the Borough are unfit, compared to 5.2% nationally.

8.33 Ensuring the right mix of housing stock in terms of type, size, tenure and quality is a key issue for the Borough. These issues directly affect the quality of life enjoyed by residents[25], and are important factors in terms of the wider image of the Borough and its ability to attract investment in support the Transformational Agenda. Even at the end of the Core Strategy period, the majority of the housing stock will be that which already exists now. Although for the most part this stock will not be directly subject to the planning system, its quality, and that of the environments which surround it, are central to the Borough's wider place-shaping agenda of which this Core Strategy forms a part.

8.34 The former RSS[26],[27] requires plans and strategies within the Elevate HMR areas to:

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[25] Research carried out for RSS concluded that the poor state of the region's housing stock should be recognised one of the most significant factors detracting from the health of NW residents
[26] Policy L3: Existing Housing Stock and Housing Renewal, former RSS (2008)

i. Respond to any need to substantially restructure local housing markets;
ii. Take account of and understand housing markets;
iii. Manage the delivery of new build and its impacts on the existing housing stock;
iv. Reduce vacancy rates to 3% in the existing dwelling stock, through the increased re-use of suitable vacant housing; and
v. Where appropriate make the best use of the existing stock.

8.35 These remain appropriate objectives and are in line with other strategies for housing market renewal.

8.36 Areas should be designated, where necessary, for comprehensive regeneration as part of a broader course of action to regenerate local communities, reduce health inequalities, improve the sustainability and resource efficiency of the housing stock and its local environmental quality and increase numbers of and access to local jobs and services.

8.37 Regeneration activity will focus on enhancing the intermediate housing offer so that it better addresses affordability and becomes an option of choice, as well as ensuring sustainable neighbourhoods.

8.38 Retention and repair of traditional housing will form part of the approach to transforming neighbourhoods. The terrace housing predominant in the Borough provides an important historic local identity. An approach which promotes its repair and refurbishment as an alternative to new build will be favoured where the historic housing is distinctive, retains its coherence and is valued by the local community.

8.39 Empty homes are an indication of the declining popularity of an area. Problems associated with empty homes include urban degradation, population loss, and criminal activity.

8.40 The Council's Empty Homes Strategy[28] recommends three interventions to tackle empty homes in the Borough:

i. Voluntary negotiation
ii. Compulsory purchase
iii. Empty Dwelling Management Orders

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[27] The former RSS referred directly to the "Elevate HMR areas". Notwithstanding the abolition of HMR as a funding initiative the same principles will apply to the inner urban area as addressed in this Core Strategy.
[28] Blackburn with Darwen Empty Homes Strategy and Action Plan (2007)

8.41 The Strategy is based on a Borough-wide effort to encourage owners to bring properties back in to use through voluntary negotiation and persuasion. If this is not productive, properties will be prioritised for enforcement action, balancing targeting HMR areas and "problem properties" wherever they occur.

Outcomes / Targets (2011-2026)	Indicators
Reduce vacancy rates to 3% in existing dwelling stock in HMR areas	• Number of Demolitions • Number of empty homes • Number of 'unfit' properties in the Borough

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Empty Homes Strategy HMR Annual Monitoring Report: published December 2011-2026 Residential Design Guide SPD Queen Street/Hindle Street SPD Infirmary SPD Griffin SPD	BwD BC: Housing Elevate BwD BC: Development Management BwD BC: Forward Planning & Transport Policy Developers PLACE	MAA Pennine Lancs Housing Strategy Allocations DPD Area-Based SPDs HMR Private Developers

Policy CS10: Accommodation for Gypsies, Travellers and Travelling Showpeople

If a need is proven for additional Gypsy, traveller and / or travelling showpeople's accommodation in Blackburn with Darwen, a subsequent DPD will identify a site or sites, and detailed criteria for their selection. This will take account of at least the following issues:

i. Extent and nature of need

ii. Amenity for occupiers of the site

iii. Access to transport links, services and facilities

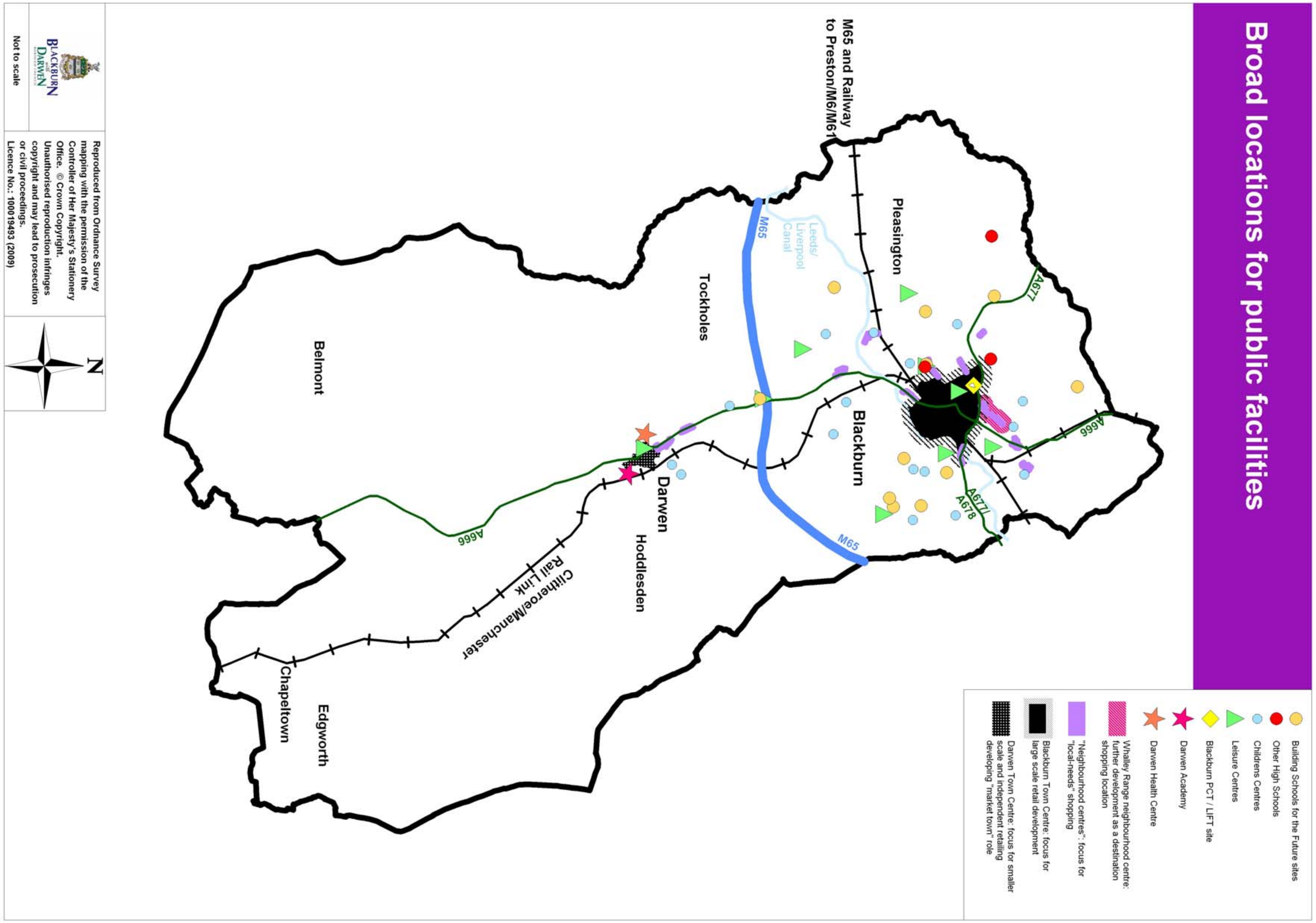
iv. Amenity for surrounding users

8.42 National guidance requires local authorities to ensure provision is made for gypsy and travellers by ensuring appropriate sites can be designated for their use either as permanent accommodation or transit sites if there is an identified need. This issue will be addressed through the Site Allocations and Development Management Policies DPD. In preparing this DPD the Council will take account of evidence that was produced to inform the Partial Review of RSS which was abandoned in July 2010 following revocation of the RSS.

Outcomes / Targets (2011-2026)	**Indicators**
	• Net additional Gypsy and Traveller pitches

Milestones	**Implemented By**	**Means**
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy BwD BC: Housing PLACE	Allocations DPD Pennine Lancs Housing Strategy Gypsy & Traveller needs survey Council Gypsy & Traveller strategy

9. Spatial Intervention 3: Range and Quality of Public Facilities


Broad locations for public facilities
M65 and Railway to Preston/M6/M61
Leeds/ Liverpool Canal
M65
A677
A666
A678
Pleasington
Tockholes
Blackburn
Belmont
Darwen
Hoddlesden
Clitheroe/Manchester Rail Link
Chapeltown
Edgworth
Building Schools for the Future sites
Other High Schools
Childrens Centres
Leisure Centres
Blackburn PCT / LIFT site
Darwen Academy
Darwen Health Centre
Whalley Range neighbourhood centre: further development as a destination shopping location
"Neighbourhood centres": focus for "local-needs" shopping
Blackburn Town Centre: focus for large scale retail development
Darwen Town Centre: focus for smaller scale and independent retailing developing "market town" role
N
Not to scale
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Policies in This Chapter

- **CS11** Facilities and Services
- **CS12** Retail Development

Introduction

9.1 If our economic growth objectives are to be realised, our improved housing offer and higher value job opportunities must be complemented by high quality town centres, and cultural and leisure facilities which are attractive to commuters and highly paid workers. This will help retain existing residents and attract people from elsewhere to move to the area.

9.2 The Targeted Growth Strategy promotes the enhancement of the range and quality of public services and facilities, particularly in the town centres, but also in accessible locations within the Borough. The majority of "public services" in Blackburn with Darwen are currently provided from "single use" facilities: individual schools, leisure centres, community centres, health centres and so on. There is now a move towards "multi-functional" service provision with, for example, school playing fields and sports facilities being opened up to the public, schools themselves providing a "lifelong learning" offer which extends beyond traditional patterns of education, and greater cross-over between health and leisure facilities.

9.3 It is important to recognise that the extent of change in many parts of the Borough will be limited over the life of the Core Strategy. The Core Strategy is therefore likely to remain a long-term aspiration for many areas in respect of the distribution of services, with its main impact being in the areas of greatest change.

Policy CS11: Facilities and Services

The range and quality of public services and facilities will be expanded and enhanced; in particular, in the following locations:

i. The two town centres of Blackburn and Darwen

ii. Neighbourhood shopping centres

iii. Existing key public buildings/facilities

iv. Other accessible locations

Public facilities and services will be co-located where possible, so as to create "community hubs" providing a range of services in one place. Community hubs may in some cases be based around existing town or neighbourhood centres; in others they will be located around major land users such as education or leisure facilities.

Uses that will be considered as opportunities to develop community hubs will include:

- **i.** Schools (particularly those reprovided under the Building Schools for the Future initiative)
- **ii.** Colleges
- **iii.** Leisure facilities
- **iv.** Health services
- **v.** Social services
- **vi.** Retailing
- **vii.** Public transport nodes
- **viii.** Libraries
- **ix.** Early Years Centres

9.4 The MAA establishes as a key action the expansion of the higher education (HE) offer in Pennine Lancashire. Blackburn College will be an important element in this expansion: the MAA sets targets for the number of full time HE places it offers to increase from 2,487 to 4,000. More generally the quality of education and health facilities, and the range of cultural and social opportunities available, are seen as central to our vision of an improved "offer" which attracts people to move to or remain in Blackburn with Darwen.

9.5 We wish to see these services provided where people can easily access them, ideally without having to use a car. We also wish to strengthen our Town Centres by ensuring that they provide a "critical mass" of services to allow them to function as a focus for people's lives, and to take maximum advantage of the opportunities for synergy between uses, in all locations, offered by new models of service provision. Finally we recognise that the Borough's towns are relatively compact, and that nobody lives particularly far from the Town Centres.

9.6 Therefore our approach is to plan for services to be located close to one another, where possible, either through new development of services in town centres or other areas of major change, or through a move to multi-functional provision in existing facilities. Where providers are seeking to develop a new facility, our first preference for their location will be close to other facilities. Also, where major new facilities are being planned, we will aim to maximise their use by the wider community. The Building Schools for the Future programme and Extended Schools initiative envisage schools as a resource for the whole community offering a range of facilities such as childcare, health and social services, adult training and leisure, and will be a major element in delivering this vision. Alongside this the two town centres will remain important focuses for large scale facilities serving a large part or all of the Borough. Actions will also be put in place to strengthen both Town Centres' offer in terms of leisure and the evening economy.

Outcomes / Targets (2011-2026)	Indicators
	• % of new residential development within 30 minutes public transport time of a GP, Hospital, Primary and Secondary School, Employment and a major Retail Centre

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 Blackburn Town Centre Strategy Darwen Town Centre Masterplan Cathedral Quarter Building Schools for the Future secondary school programme 2010 – 2015 Blackburn Town Centre LIFT Health Centre Darwen Leisure Centre completion Darwen Academy	BwD BC: Forward Planning and Transport Policy BwD BC: Children's Services BwD BC: Leisure PCT Rodney Aldridge Trust NWDA Developers	BSF LIFT Sure Start

Policy CS12: Retail Development

1. The Borough's retail hierarchy is defined as follows:

❋ **Town Centres**

i. Blackburn: a major sub-regional shopping centre and the principal location for new retail development, particularly that of a larger scale.

ii. Darwen: an important local comparison centre and provider of convenience retailing. The Core Strategy aims to consolidate and support growth in Darwen's comparison retail function.

❋ **District Centres**

The Neighbourhood Centres located in the broad locations shown in the Facilities and Services diagram and listed below, plus any additional ones identified through the Site Allocations and Development Management Policies DPD.

i. Bastwell, Blackburn
ii. Bolton Road, Blackburn
iii. Bottomgate / Copy Nook / Higher Eanam, Blackburn
iv. Ewood, Blackburn
v. Johnston Street, Blackburn
vi. Little Harwood, Blackburn
vii. Mill Hill, Blackburn
viii. New Bank Road, Blackburn
ix. Victoria Street, Blackburn
x. Whalley Banks, Blackburn
xi. Whalley Range, Blackburn
xii. Duckworth Street, Darwen

❋ **Local Centres**

i. Local centres or small parades of shops elsewhere in the urban area

2. Blackburn and Darwen Town Centres will be the focus for all major and a significant proportion of minor retail development, including “destination” retailing, over the life of the Core Strategy. If towards the end of the Strategy period, sites to meet identified needs are not available within the Town Centres, development will be located according to the following sequential test:

i. First, edge-of-centre sites
ii. Second, within or on the edge of neighbourhood centres
iii. Third, in locations elsewhere within the urban area that are easily accessible by non-car means

Specific development opportunities will be identified for retailing in Blackburn and Darwen Town Centres. Opportunities identified for very large scale retailing will predominantly be in Blackburn; sites in Darwen will cater for a range of retailing including smaller scale provision such as that operated by the independent sector.

3. Retail development will also take place in a series of Neighbourhood Centres. Retail development in these centres will primarily be restricted to that which meets local needs. In Neighbourhood Centres close to the Town Centres, an element of specialist “destination” retailing will be permitted, provided it is demonstrated that there will be no unacceptable impact on vitality and viability within other centres, on traffic generation, or on amenity.

4. Retail development outside Town Centres or Neighbourhood Centres will be permitted where it is of a scale and kind which meets local needs only, and where it is demonstrated that there will be no unacceptable impact on existing centres.

Retail Development

9.7 The Core Strategy sets out a strategy for retail planning based on a hierarchy of different centres within the Borough. It considers the scale of retail investment that should be encouraged in each type of centre, and also the type.

9.8 The retail strategy for the Borough emphasises a greater differentiation between the roles of Blackburn and Darwen in line with the proposed overall Development Strategy.

9.9 Town Centres are a key factor in the Targeted Growth Strategy, as key economic drivers and providing space for leisure and culture. Investment in town centres will raise the confidence of local residents and businesses and be more attractive to people visiting the area, raising demand for higher quality housing, and resulting in a more diverse retail and leisure offer.

9.10 By virtue of its size and its role as a sub-regional centre (which the Core Strategy aims to reinforce), Blackburn plays a retail role which includes the provision of large scale accommodation. Its built form and the scale of its Town Centre mean that it has the capacity to accommodate this type of development, in terms of character and built form, and in terms of infrastructure. Subsequent LDDs will identify larger scale retail development opportunities in Blackburn consistent with its role as a sub-regional / regional centre.

9.11 Darwen is characterised by smaller scale development, and a greater proportion of its Town Centre retains traditional buildings. Sub-regionally Darwen plays a more local role, though the Market Towns Initiative and similar programmes seek to increase its role as a tourism destination. Future policies for Darwen will focus on increasing its level of self-sufficiency in retail terms and growing its market share in comparison goods, as well as taking advantage of the opportunity it offers for independent sector retailers.

9.12 The Retail Study recently completed for the Borough shows that the capacity exists within the two Town Centres to accommodate all the predicted growth in retailing in the Borough in at least the medium term if not longer. Retail development in Town Centres helps reduce the need to travel by allowing people to make one journey for a range of purposes, and can help secure a "critical mass" for their regeneration. Most new retail development will be focused into Blackburn and Darwen Town Centres. Under this approach most if not all "destination" retailing will be located in the Town Centres, and other centres would meet primarily local convenience needs. The 2005 Retail Study identifies a quantitative need in Blackburn for a foodstore of some 2,000 to 2,800 sq.m. (food goods sales), with ancillary non-food sales further increasing the size of the store. In the non-food sector the study identifies capacity for additional retail floor space of 31,380 sq.m. net by 2016. In Darwen the study identifies capacity for additional food and non-food retail floorspace by 2016 of 613 sq.m. net and 920 sq.m. net. In 2010 further work was undertaken for a major retail inquiry which demonstrated a continued need for additional comparison floorspace in Blackburn Town Centre. It is anticipated that the 2005 retail study will be updated prior to preparation of the Site Allocations and Development Management Policies DPD, which will identify how these requirements will be met.

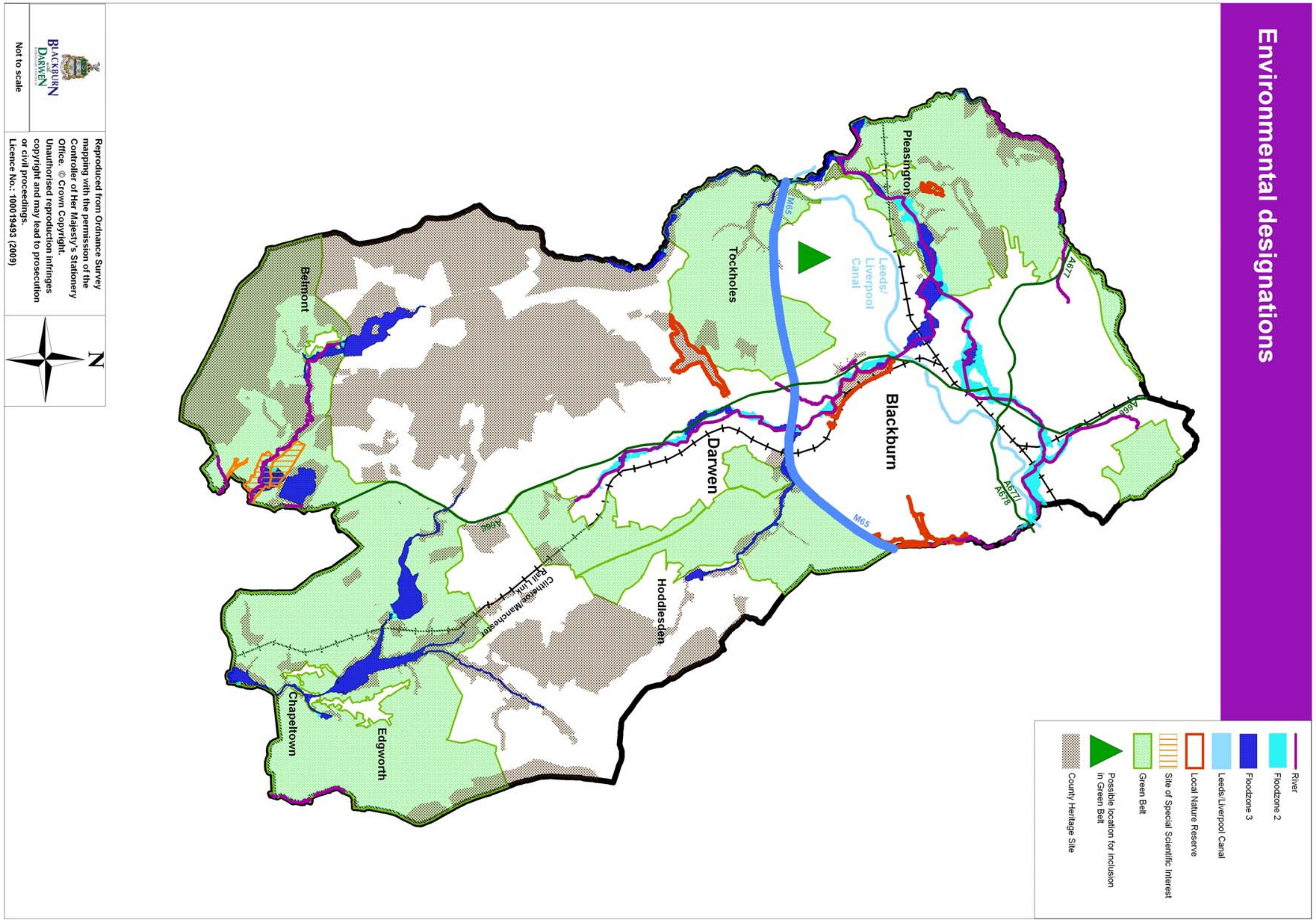
9.13 Local shopping continues to play an important role in the Borough. Blackburn and Darwen have a series of Neighbourhood Centres which provide a range of mainly "local needs" and smaller scale shopping, allowing people to do "top-up" shopping without needing to travel into the Town Centres. At the same time we recognise that many Neighbourhood Centres are within mainly residential areas with limited access, parking and other infrastructure; and that they may compete with the Town Centres if expanded significantly. Expanding the retail role of these centres to provide for more than local need would be likely to create amenity issues in some areas, and would conflict with the Core Strategy objective of strengthening Town Centres. Nevertheless some opportunities exist to create a sustainable pattern of development by focusing new community facilities into neighbourhood centres. A subsequent LDD will designate a series of Neighbourhood Centres, based on the broad locations shown on the Core Strategy Key Diagram and any identified need to define additional centres; and will specify policies as to the scale and type of retail development that will be permitted within them.

9.14 Recently the Whalley Range and Victoria Street area in Blackburn has begun to develop a specialism in fashion and to attract an element of "destination" shopping as a result. This is encouraged, providing it does not adversely affect trade in the Town Centres themselves, and providing local infrastructure and surrounding uses can accommodate it.

Outcomes / Targets (2011-2026)	**Indicators**
Increase in Darwen market share in non-food from 7.1% to 8.5%	• Amount of completed retail development • Amount of retail development completed in town centres

Milestones	**Implemented By**	**Means**
Allocations DPD: adoption 2014 Annual Monitoring Report: published December 2011-2026 Completion of Blackburn Mall redevelopment 2011 Darwen Town Centre Masterplan Cathedral Quarter SPD Furthergate SPD Whalley Range	BwD BC: Forward Planning & Transport Policy	Town Centre Study

10. Spatial Intervention 4: Protecting and Enhancing the Environment


Environmental designations
River
Floodzone 2
Floodzone 3
Leeds/Liverpool Canal
Local Nature Reserve
Site of Special Scientific Interest
Green Belt
Possible location for inclusion in Green Belt
County Heritage Site
Pleasington
Leeds/ Liverpool Canal
Blackburn
M65
A677
A666
A677/ A678
Tockholes
Darwen
Hoddlesden
Clitheroe/Manchester Rail Link
A666
Edgworth
Belmont
Chapeltown
Not to scale
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Policies in This Chapter		
❋	**CS13**	Environmental Strategy
❋	**CS14**	Green Belt
❋	**CS15**	Protection and Enhancement of Ecological Assets

Introduction

10.1 This section of the Core Strategy sets out a framework for environmental protection and enhancement in the Borough. It covers both strategic issues of how to manage the environmental impact of development, and a framework for detailed policy on specific environmental designations.

10.2 The Core Strategy aims to secure a "step change" in the approach to protection, enhancement and management of environmental assets. In particular it promotes a more "joined up" approach, viewing the range of assets – habitats, landscapes and so on – as a collective whole, rather than as isolated sites or features. This approach is also adopted in the policies on Green Infrastructure in Section 11, which should be read alongside this section.

10.3 The intention of the Core Strategy is to set an overall framework, which the Site Allocations and Development Management Policies DPD will develop in more detail. This DPD will be informed by a more detailed evidence base which will map the Borough's ecological networks. The DPD will take forward this "networks" approach; and will contain policies promoting the preservation of networks and linkages where they exist, and identifying requirements to re-establish links and strengthen networks where needed.

Policy CS13: Environmental Strategy

The overarching environmental consideration in formulating DPDs will be the net environmental impact of the policies and proposals overall. DPDs and subsequent Development Management decisions will seek to minimise or eliminate this net impact.

The environmental effects of development will be weighed against its economic and social effects, and the net environmental impact managed, in line with the environmental strategy set out in 1-4 below.

1. Where environmental objectives conflict with economic or social ones, LDDs and development proposals will firstly seek to identify and implement solutions where all objectives can be met. This will include the consideration of alternative sites for the development which would result in less or no harm.

2. Where environmental impact from development is outweighed by other considerations, development proposals will be required to be accompanied by proposals to mitigate the overall environmental impact and maximise further opportunities to improve the environmental outcomes. Where mitigation measures are not considered adequate, appropriate compensation measures will be sought to off-set the environmental impact of the development.

3. Development will only be permitted where it creates no unacceptable environmental impact. Examples of unacceptable impacts include but are not limited to:

- **i.** Development which would, either directly or indirectly, result in an unacceptable contribution to climate change; or which does not incorporate adequate measures to adapt to the predicted effects of climate change;
- **ii.** Development in areas of high flood risk, while the development can be accommodated elsewhere or while mitigation measures are not available;
- **iii.** Development which will exacerbate problems of flooding elsewhere;
- **iv.** Development which creates an unacceptable increase in the need to travel by car, which cannot satisfactorily be addressed by demand management or other mitigation measures;
- **v.** Development which results in the loss of or unacceptable damage to environmental resources including habitats and networks of habitats, landscapes and built heritage;
- **vi.** Development that would, in isolation or in combination with other committed or planned development, lead to an unacceptable deterioration in air quality;
- **vii.** Development that would be at risk of ground instability, unless that instability can be addressed through appropriate remediation or mitigation measures.

4. LDDs and other proposals will identify specific measures to benefit the environment. These will include at least:

i. Provision for renewable energy, including a requirement that all new development should provide a percentage of its own energy requirements from renewable sources;

ii. Design standards for new development, requiring it to incorporate measures increasing its resistance to the effects of climate change, including extreme weather events, greater extremes of temperature, and flooding;

iii. Standards for sustainable construction in new development;

iv. Creation and enhancement of habitats, including re-establishment of habitat linkages and networks, through development and other programmes;

v. "Exemplar" development of a high environmental standard; and

vi. Remediation of derelict or contaminated land, or land affected by previous mining activity.

Overall Environmental Strategy

10.4 The growth strategy for Blackburn with Darwen clearly has the potential to affect the environment. The Core Strategy will influence the extent of this impact by setting out fundamental principles regarding the environmental impact of development. This relates to both the location of development and the types of development targeted.

10.5 The Borough enjoys a wealth of environmental assets; with the West Pennine Moors covering 90 square miles, 3 Sites of Special Scientific Interest, 96 Biological County Heritage Sites, 5 Geological Heritage Sites and 4 Local Nature Reserves. Two main rivers run through the Borough: the River Darwen and the River Blakewater, along with the Leeds-Liverpool Canal, and numerous streams and brooks. In addition, there are significant areas of standing water including ponds and reservoirs.

10.6 Conversely, the Borough also suffers from localised negative environmental problems, including derelict land, air quality and flood risk.

Derelict Land

10.7 In 2009 there were 35 hectares of derelict land and buildings in Blackburn with Darwen. There were a further 11 hectares of previously developed vacant land, and vacant buildings, that were suitable for re-use but not derelict.

10.8 The Blackburn with Darwen area has been subjected to significant amounts of past coal mining activity. This mining legacy can result in land stability issues and present problems for new development.

Flood Risk

10.9 Approximately 132 hectares of land in the Borough is in defined flood risk areas[29]. This represents approximately 1% of the total land area of the Borough and is mainly concentrated closely along the courses of the Rivers Darwen and Blakewater. A total of 550 properties have been identified as being at risk of flooding from the River Darwen in Darwen in a 1 in 100 year flood (1% chance of occurrence in any one year); and a further 2,519 properties are located within areas identified as being at risk of flooding in a serious 1 in 1000 year flood (0.1% chance of flooding in any one year). There are a further 231 properties in Blackburn located within identified flood warning plan areas, from the River Darwen (Waterfall area) and the River Blakewater (The Wrangling area)[30].

10.10 Localised flooding also occurs in the Borough due to issues with surface water drainage and groundwater flooding.

Air Quality

10.11 The Council has declared five Air Quality Management Areas (AQMAs) with respect to the Nitrogen Dioxide (NO_2) annual mean objective at the following locations:

i. Intack, Blackburn – junction of Whitebirk Road, Accrington Road, Shadsworth Road and St. Ives Road

ii. Bastwell, Blackburn – junction of Whalley New Road, Whalley Range and Plane Street

iii. Bolton Road / Duckworth Street, Darwen Town Centre

iv. Witton, Blackburn – junction of Preston New Road, Buncer Lane, Redlam, Spring Lane

v. The junction of the A666 with M65 Junction 4 link road

10.12 The main contributor to the problems with air quality at these locations is road traffic pollution. The Core Strategy can impact on the level of road traffic generated in the Borough through the choices made on the location of development, and through the extent of any mitigation measures required where impact does occur.

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[29] Environment Agency Flood Zone Maps
[30] Blackburn with Darwen Strategic Flood Risk Assessment (SFRA) 2008

Climate Change

10.13 Global environmental concerns are established to be a local issue; responsibilities are identified for Local Authorities to ensure the future effect of the Borough on climate change is minimised and the impact of climate change on the population and biodiversity of the Borough is reduced. The planning system is seen as a key mechanism for this to be driven[31].

10.14 The impacts of climate change are widely considered to potentially have serious impacts on growth and development[32]. The Borough will need to reduce its contribution to climate change through a range of spatial mitigation measures, including building design and location of development to reduce energy and car usage.

10.15 Climate change predictions for the North West of England show an increase in temperatures; an increase in rain precipitation; an increase in extreme events (heatwaves and storms); and a decrease in frost and snowfall[33].

Figure 17: Climate Changes in the North West

	2020s (2011-2040)	2050s (2041-2070)	2080s (2071-2100)
Change in average annual temperature	0 to 1°C	1 to 3°C	1 to 5°C
Change in maximum summer temperature	0 to 2°C	1 to 4°C	2 to 6°C
Change in summer rainfall	0 to 20% decrease	10 to 30% decrease	10 to 60% decrease
Change in winter rainfall	0 to 10% decrease	0 to 20% decrease	0 to 30% decrease
Change in annual snowfall	10 to 30% decrease	30 to 60% decrease	40 to 100% decrease

10.16 Greenhouse gas emissions produced within the Borough (8.0 tonnes of carbon dioxide per resident) are above the average total per capita emissions for the North West (7.1 tonnes) and that nationally (7.4 tonnes). The greatest proportion of the emissions are generated from industry and commercial

[31] Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1, Communities and Local Government (2007)
[32] Stern Review: The Economics of Climate Change (2006)
[33] Climate Change Scenarios for the United Kingdom: The UKCIP02 Scientific Report (April 2002)

activities (668k tonnes); with 340k tonnes generated from domestic, and 127k tonnes generated from road transport activities[34].

10.17 Studies have indicated that even if greenhouse gases were reduced immediately there will continue to be an effect on climate due to the previous emissions. Therefore, adaption to reduce the impact of climate change will be necessary, for example flood mitigation, heat proofing, open space provision, shading, water retention for irrigation, landscaping, etc.

10.18 The development of new 'green' technologies, such as advanced manufacturing of products for climate change mitigation and adaptation, is a growth industry. The needs of these industries must be considered to ensure maximum advantage can be taken in the Borough to benefit from this growth and attract new businesses, and encourage retention through ensuring expansion is possible and attractive in the Borough.

Core Strategy Environmental Approach

10.19 To ensure the Core Strategy meets the requirements of legislation and national guidance relating to the protection of the environment, for example PPS1[35] supplement's focus on mitigating and adaptation for climate change; PPS25's[36] guidelines for development and flood risk; the Natural Environment and Rural Communities Act 2006, and in particular the duty placed on Local Authorities and other public bodies to have regard to biodiversity when carrying out their functions, an overall environmental strategy is set for the Core Strategy and subsequent DPDs with the following principles:

1. A concept of "net environmental impact" created by the Plan.

10.20 Under this approach we will seek to minimise the environmental impact of development, but in deciding whether an impact is justified by other factors, we will take account of positive environmental benefits created by other proposals.

2. A principle that policy should seek "win-win" situations wherever possible, or else provide for mitigation.

10.21 Examples of "win-win" situations include:

i. Expansion of roles of Town Centres – greater levels of employment and residential uses in Town Centres will contribute to economic growth and regeneration of the Town Centres while reducing the need to travel and securing the efficient use of land.

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[34] Local and Regional CO^2 Emissions Estimates for 2005-2006, produced by AEA for Defra (see www.defra.gov.uk/environment/statistics/globatmos/galocalghg.htm)
[35] Planning Policy Statement: Planning and Climate Change, Supplement to Planning Policy Statement 1, Communities and Local Government (2007)
[36] Planning Policy Statement 25: Development and Flood Risk, Communities and Local Government (2001)

ii. Identification of brownfield sites across the urban area for development – places development in locations that are typically highly accessible by non-car means hence reducing the need to travel and facilitating access, and brings about a direct environmental benefit through land remediation.

iii. Using new development as an opportunity to create new habitats and / or enhance existing ones.

3. An absolute limit on the degree of environmental impact that will be acceptable.

10.22 Under this proposal, some development will never be acceptable, regardless of the economic or social benefits it offers. Examples of unacceptable impacts would relate to flood risk, landscape impact, creation of car journeys and so on.

4. Positive actions that benefit the "strategic" environmental issues, notably climate change and flooding, are promoted.

10.23 These are part of our overall strategy for minimising the Borough's environmental footprint, but also allow for negative impacts caused by other parts of the strategy to be "offset". Examples of these actions which have been identified as being of particular importance in Blackburn with Darwen include:

i. An increase in provision for renewable energy (in all its forms);

ii. "Climate change proofing" all new development (including sustainable flood risk assessments where necessary);

iii. Establishing sustainability standards for new development;

iv. Habitat creation and improvement including tree planting;

v. "Exemplar" development such as zero-carbon developments, energy from waste schemes, etc; and

vi. Remediation of derelict or contaminated land or land affected by previous mining activity.

Outcomes / Targets (2011-2026)	Indicators
• All new housing developments will be zero carbon from 2016 • All new non-domestic buildings should be zero carbon from 2019 • Ensure all planning applications which would cause unacceptable impacts on the environment are refused permission	• Number of renewable energy generation developments • Number of homes meeting Building for Life Assessment 'good' and 'very good' criteria • Number of housing developments incorporating zero carbon homes • Number of homes completed to Code for Sustainable Homes Level 3 and above • % of homes built meeting Lifetime Homes standard • % of commercial buildings meeting BREEAM very good standard. • Number of planning applications refused permission due to their environmental impacts • % of development built in an area of flood risk • Number of planning permissions granted contrary to the advice of the Environment Agency on flooding and water quality grounds • Percentage of eligible open spaces managed to Green Flag Award standard • Air quality data measurements – in current Air Quality Management Areas and elsewhere • Number of developments incorporating SUDS • Amount of derelict land in the Borough • Planning to adapt to Climate Change

Milestones	Implemented By	Means
Annual Monitoring Report: published December 2011-2026 Queen St/Hindle St SPD Allocations DPD: adoption 2014 Development Management DPD Strategic Flood Risk Assessment Level 2	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy Developers Environment Agency	Lancashire Climate Change Strategy Pennine Lancashire Spatial Guide BwD Borough wide Design Guide BwD Residential Design Guide Allocations DPD SFRA

Policy CS14: Green Belt

The general extent of the Borough's Green Belt will be maintained.

A subsequent DPD will consider the need for local change to the Green Belt boundary in line with our proposals for the future of the urban area. Any change will need to be justified with regard to future development requirements, the availability of land not in Green Belt, and the requirements of Policy CS5.

Consideration will be given to identifying an additional area of Green Belt between the urban area of western Blackburn and the M65 around Gib Lane.

Consideration of strategic Green Belt issues across Pennine Lancashire will be progressed under the Multi-Area Agreement.

Green Belt

10.24 The general extent of the Green Belt is shown on the Key Diagram: Environmental Designations. The former RSS for the North West considered that there was no need for any exceptional substantial strategic change to Green Belt in Greater Manchester or Lancashire before 2011, and that after 2011 the presumption would be against exceptional substantial change to this Green Belt[37]. Under the former RSS, local detailed boundary changes would be examined through the LDF process. Following revocation of RSS the Pennine Lancashire Multi-Area Agreement gives the basis for ongoing consideration of Green Belt issues affecting the sub-region at large. Joint work on this will continue, along with local work on the need for smaller scale changes within the Borough boundary.

10.25 A potential additional area of Green Belt is identified on the Key Diagram. The detailed boundaries of this will be set through the Site Allocations DPD.

10.26 Over the life of the Core Strategy it is acknowledged that there may need to be some urban growth into the Green Belt, in localised areas immediately adjacent to the urban boundary, to meet the needs of the Transformation Agenda (see para. 2.16).

10.27 In particular, the expansion of the Whitebirk Strategic Prestige Employment site would require a change to the Green Belt boundary in Hyndburn. This is highlighted in the actions in the Pennine Lancashire MAA, which also

[37] Policy RDF 4: Green Belts, North West of England Regional Spatial Strategy to 2021 (2008)

establishes a series of terms of reference that a Green Belt study should consider:

- **i.** Testing the assumption that this is the only viable option to create a strategic site capable of attracting investment in the key target sectors.
- **ii.** Potential of the development to reduce the out-commuting of skilled residents.
- **iii.** The ability to ensure high levels of public transport accessibility.
- **iv.** Ability to maximise employment opportunities for local residents.
- **v.** The ability to protect and enhance major environmental, historic and resource assets.
- **vi.** The ability of the site to be developed in a way that preserves the function of Green Belt, with regard to separation of urban areas.
- **vii.** The ability to ensure the integration of the development with the landscape meets high environmental standards.

10.28 The Core Strategy sets a framework for the wider consideration of Green Belt issues. This will inform preparation of the Site Allocations and Development Management Policies DPD, and will supplement the terms of reference set out in the MAA for consideration on a Pennine Lancashire basis. Future work on Green Belt should take account of at least the following issues:

1 The case for the development proposed, having regard to:

- *a. Its contribution to meeting quantitative targets for development, for example for employment land or for housing;*
- *b. Its qualitative contribution to the overall objectives of the LDF and those of the wider sub-region, including MAA objectives, by virtue of the type of development proposed;*
- *c. Evidence that there is market demand for the development and that it will be delivered*

10.29 There is a need to ensure that there is robust evidence of the need for the development in question, that it will contribute to achieving the objectives of relevant strategies, and that the development is realistically deliverable. The types of issues that would be considered under b) would be contribution to creating a higher-wage economy, ability to contribute to social and economic inclusion, and the ability to contribute to a sustainable overall pattern of development that made efficient use of land and limited the need to travel.

2 The appropriate area of search for a site for the development, having regard to the relevant market area; and the availability of non-Green Belt sites within this area that are suitable for the development proposed.

10.30 Any site search must be carried out over the appropriate area, bearing in mind that both housing and employment markets operate across local authority boundaries. This will avoid a situation where Green Belt release is being promoted in one area while a suitable non-Green Belt site exists elsewhere within the area that the development would serve. The appropriate area of search will differ for individual development proposals.

3 The feasibility of accommodating development on a site without impacting on the purposes of including land in Green Belt set out in PPG2, including the ability to restore the effectiveness of the Green Belt for these purposes through mitigation.

10.31 This criterion considers the amount of development that can be absorbed by an area of Green Belt without impacting on the purposes of including land in it. Some areas, for example where there is a relatively small Green Belt between two towns, can only accommodate a small (or no) change without losing their effectiveness in separating the towns. Others may be able to accommodate a greater degree of change. In certain circumstances it may also be possible to mitigate impact on Green Belt – for example through strategic landscaping to restore the perception of separation between towns.

4 Impact on landscape, particularly on the perception of "towns in countryside" which is a key feature of Pennine Lancashire

10.32 The landscape setting of the towns in Pennine Lancashire is regularly identified as one of their key assets and an opportunity to create a unique "offer" that attracts economic investment. Accordingly, impact on the landscape, particularly this "town in countryside" character, will be a key consideration for any Green Belt change.

5 The need to provide long-term certainty about the future of an area, and the ability of other planning mechanisms to manage development in an appropriate way.

10.33 This principally relates to consideration of including further land in Green Belt. In line with PPG2 para 2.14, a key consideration will be whether other planning policies can provide adequate certainty over the long-term future of an area.

6 The desirability of safeguarding land for future development needs beyond the strategy period.

10.34 This will mainly apply to the Gib Lane area west of Blackburn. The Council does not wish to set a Green Belt boundary in this area that will require review again in future: this is contrary to its own intention and to the principles espoused in PPG2. Hence the Site Allocations and Development Management Policies DPD will consider possible future development needs alongside issues within the strategy period.

7 The relevance of any existing development consents.

10.35 In the Gib Lane area there is an existing outline consent for a holiday village. Having granted this consent the Council does not wish to seek to unreasonably restrict its implementation. The Site Allocations and Development Management Policies DPD will consider options for the treatment of this consent in formulating a detailed Green Belt boundary in this area. These options will include excluding the site in question from Green Belt altogether, washing it over with Green Belt notation, and identifying it as a Major Developed Site.

8 The need to regularise boundaries and correct any errors from the 2002 Local Plan Proposals Map

10.36 It may be that the Proposals Map on the 2002 Local Plan contained small errors in the Green Belt boundary. The most common circumstance for this is where a domestic curtilage has been divided in error so that part is in the urban area or a village boundary, and part is not. The Site Allocations and Development Management Policies DPD will consider any such identified errors with the intention of correcting them. These will represent very minor changes to the Green Belt but will not affect its function in any way.

Outcomes / Targets (2011-2026)	Indicators
	• Number of developments completed on Green Belt • Number of planning permissions granted for development on Green Belt

Milestones	Implemented By	Means
Local Green Belt review Employment Land review Allocations DPD: adoption 2014	BwD BC: Forward Planning & Transport Policy Hyndburn Borough Council PLACE Pennine Lancashire Development Company	MAA

Policy CS15: Protection and Enhancement of Ecological Assets

1. The Borough's ecological assets will be protected, enhanced and managed with the aim of establishing and preserving functional networks which facilitate the movement of species and populations.

2. Measures will be put in place to secure the protection and enhancement of biodiversity sites and habitats at three levels of importance:

i. Nationally / internationally important sites including Sites of Special Scientific Interest;

ii. Regional / County-level important sites – County Heritage Sites;

iii. Locally important sites

3. General habitats which may support species of principal importance either for shelter, breeding or feeding purposes (both natural and built features), will be protected from development, in accordance with the Environmental Strategy set out in Policy CS13.

10.37 The Core Strategy seeks to achieve a "step change" in the protection, enhancement and management of the Borough's environmental assets. In particular, there is a need to establish a more joined up approach, and to understand the linkages between an area's various assets rather than applying policy to each site in isolation. The Core Strategy sets a framework for adopting this "network" approach, which will be taken forward through the Site Allocations and Development Management Policies DPD, along with other actions outside the planning arena. This approach is consistent with, and forms part of, the Council's wider approach to Green Infrastructure as set out in Section 11.

10.38 Nationally important biodiversity sites (SSSIs) and sites of regional / sub-regional importance (County Heritage Sites) have been identified in previous planning policy documents. However there also exists a series of further biodiversity sites of local importance; the Core Strategy extends policy protection to these local sites. The Site Allocations and Development Management Policies DPD will identify these local sites and the linkages between sites at all levels; and propose policies for their protection, enhancement, management and maintenance, along with an approach to monitoring.

10.39 An effective system for the implementation of local sites will be developed with the support of existing partners and stakeholders, including local wildlife groups, Lancashire County Council and neighbouring authorities. It will be informed by an up to date evidence base comprising existing and newly collected biological information relating to the Borough, and will take into account the National and Local Biodiversity Action Plan (BAP) habitat and species sites found within the Borough. This work will also form part of the Green Infrastructure strategy for the Borough.

10.40 There has been a loss of Species Rich Semi-Natural Grassland habitat within the West Pennine Moors due to agricultural intensification. A decline of Blanket Bog within the West Pennine Moors has been mainly caused by alterations to the Victorian field drains caused by footpath work. New land management opportunities may arise through partnership working, which will benefit biodiversity across the moors, along with other potential environmental benefits such as flood mitigation and carbon sequestration.

10.41 Species do not restrict themselves to identified wildlife sites for their shelter, breeding and feeding needs, and as such sites which are considered may be of benefit to wildlife, and in particular those species identified internationally, nationally, regionally and locally as being of importance, will be protected, following the approach set by the Environmental Strategy. This approach will support our Green Infrastructure strategy which is set out in Policy CS19. In addition to the natural environment, the importance of built features for supporting biodiversity is understood. This can include buildings, walls, roof (tiles and space), and brownfield sites. A biodiversity statement will be expected as part of most planning application submissions, and habitat and protected species surveys where the site is considered to have the most potential for supporting protected species or species of principal importance.

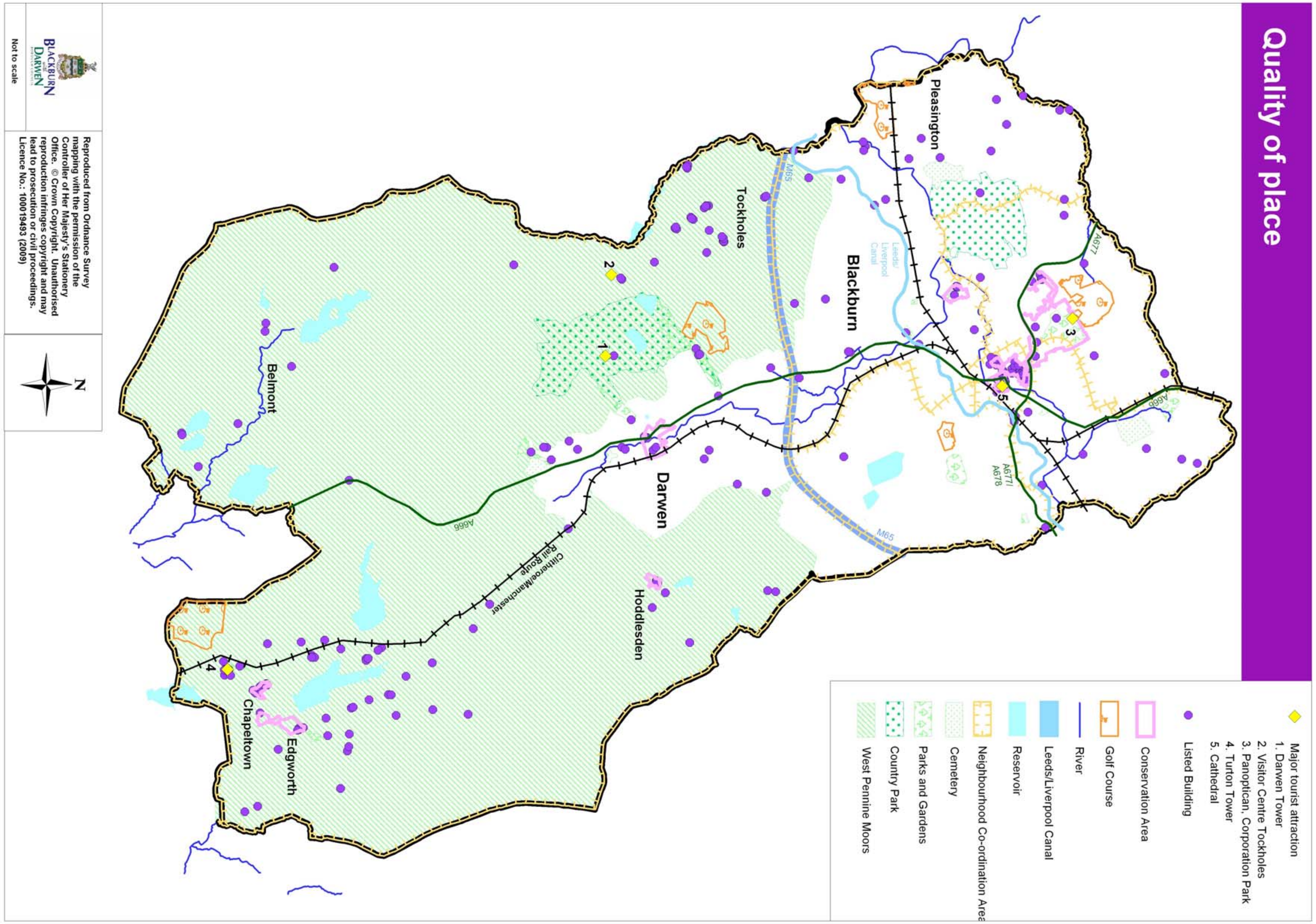
10.42 In a number of cases a delay of many years in redeveloping previously developed land has allowed habitats to emerge which may be threatened by subsequent redevelopment.

10.43 While Protected Species receive statutory protection under a range of legislative provisions, species of principal importance are protected through policies in local development documents. Species of principal importance are those which have been identified by either national, regional, sub-regional or local Biodiversity Action Plans.

Outcomes / Targets (2011-2026)	Indicators
• No loss of Nationally/ Internationally important site • No loss of Regional/County-level important sites • No net loss of locally important sites • No net loss of Species of Principal Importance	• Number of nationally/internationally important sites • Number of regional/county level important sites • Number of locally important sites • Number of Local Nature Reserves (LNR) • Number of Geological Heritage Sites (GHSs) • Number of Biological Heritage Sites (BHSs) • Number of Species of Principal Importance • Change in areas of biodiversity importance

Milestones	Implemented By	Means
Allocations DPD: adoption 2014 County Heritage Sites review Locally Important Sites survey Development Management DPD Annual Monitoring Reports (2011-2026)	BwD BC: Development Management BwD BC: Forward Planning & Transport Policy Lancashire County Council BwD BC: Countryside Services Lancashire Wildlife Trust Landowners Developers	Allocations DPD Lancashire Biodiversity Action Plan Biodiversity Statements Species and Habitats Surveys

11. Spatial Intervention 5: Quality of Place


Quality of place
Major tourist attraction
1. Darwen Tower
2. Visitor Centre Tockholes
3. Panoptican, Corporation Park
4. Turton Tower
5. Cathedral
Listed Building
Conservation Area
Golf Course
River
Leeds/Liverpool Canal
Reservoir
Neighbourhood Co-ordination Area
Cemetery
Parks and Gardens
Country Park
West Pennine Moors
Pleasington
Tockholes
Blackburn
Leeds/ Liverpool Canal
Darwen
Belmont
Hoddlesden
Chapeltown
Edgworth
Clitheroe/Manchester Rail Route
M65
A666
A677
A6771/ A678
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Policies in This Chapter

- **CS16** Form and Design of New Development
- **CS17** Heritage
- **CS18** The Borough's Landscapes
- **CS19** Green Infrastructure
- **CS20** Cleaner, Safer, Greener
- **CS21** Mitigation of Impacts / Planning Gain

Introduction

11.1 Quality of place and the expression of local character are fundamental to Pennine Lancashire's Transformational Agenda, and in combination with housing are one of the four themes that underpin the MAA. Quality of place affects both the experience of people currently living in the area, and the attractiveness of the sub-region as a place for people to choose to live and businesses to invest.

11.2 Our concept of quality of place relates to all aspects of the physical environment, and to a wide range of delivery mechanisms. It takes in the appearance and functioning of our built environment, including not only new buildings but also the quality of the public realm: the open spaces in our towns and our countryside. On these issues the planning system has a direct role to play. Equally importantly however, and in line with the wider role of the Core Strategy as a "place-making" strategy, quality of place also depends on how we manage and maintain our environment, from street cleansing and repair to effective enforcement. The Core Strategy is part of our overall approach to managing our environment, alongside activity elsewhere within the Council and with our partners.

Policy CS16: Form and Design of New Development

The Council will require new development to be of a high standard of design, and to respect and reinforce local character.

Particular attention must be paid to all of the following:

i. Character
ii. Townscape
iii. Public realm
iv. Movement and legibility
v. Sustainability
vi. Diversity
vii. Colour

Development in prominent locations, in areas of major change and on transport gateways will be required to demonstrate particularly high standards of design.

Design

11.3 In 2007 a Best Value General Residents' Survey concluded that 58% of people were satisfied with their neighbourhood as a place to live. While this statistic clearly reflects a wide range of issues, it is the best available indicator for people's perception of their local environment including design of new development, the preservation of valued built environments, and the quality of landscape in the Borough.

11.4 We recognise and promote the importance of well-designed development, and the Core Strategy seeks to promote an increase in design standards across the Borough. The Borough adopted its Design Guide Supplementary Planning Document in 2005, and in 2009 adopted a Residential Design Guide to complement this and add detail. The seven themes identified in Policy CS16 are those which underpin the SPDs.

11.5 Of particular importance are the gateway routes into our Town Centres. These are often the first places seen by visitors and potential investors, and are crucial in determining the impression they gain. Design along these gateways will need to be of a particularly high standard. These prominent locations will normally be those with the greatest development value, where the returns from investment are sufficient to pay for the highest design specifications.

Outcomes / Targets (2011-2026)	Indicators
• Improve the quality of design in all residential development across the Borough • Provide a basis for reviewing and improving design quality to ensure a more positive and efficient planning process • Inform planning and regeneration initiatives in terms of urban design and place making to ensure new communities are of a high quality are sustainable	• Number of homes completed achieving 'good' and 'very good' against the Building for Life Assessment • Percentage of people satisfied with their neighbourhood as a place to live

Milestones	Implemented By	Means
Residential Design Guide SPD: adoption 2009 CABE Building for Life Assessor Requirement for all design and access statements to outline how the development addresses each of the BfL criteria	BwD BC: Forward Planning & Transport Policy BwD BC: Development Management Developers	BwD Borough wide Design Guide Residential Design Guide CABE guidelines/publications

Policy CS17: Built and Cultural Heritage

Maximising the Asset

Proposals for new development should identify and take advantage of opportunities to integrate with and promote the Borough's cultural assets. These assets will include but are not limited to:

i. Features signifying the history of the Borough

ii. Landscapes

iii. Views

iv. Cultural facilities

Where important buildings or features exist in areas of change, new development will be required to be designed with the buildings or features as a focus. Ways in which this might be achieved include but are not limited to:

i. Retaining, reusing or converting key buildings

ii. Enhancing the setting and views of buildings through appropriate layout of new development and design of public realm

iii. Designing new development to fit and strengthen the urban "grain" created by historic buildings

Conservation Areas and Listed Buildings

1. Most resources and protection will be focused on existing Conservation Areas. A limited number of new Conservation Areas will be investigated and declared if necessary.

2. Buildings and features which are of local importance will be protected from inappropriate change or development.

11.6 The Local Development Framework has a key role to play in improving the appearance and character of the Borough. The area's built and natural heritage is a major asset in its attractiveness and local distinctiveness. Importantly, this does not relate solely to designated buildings or specified areas. The less distinctive buildings and spaces in between form the "glue" that joins key features together, and are crucially important in maintaining the overall character of our place.

11.7 This focus on our area's overall heritage asset, and an informed approach to knitting together new development and existing features, is crucial to creating high quality places and ensuring that new development strengthens local character. Conservation Area Appraisals and Management Plans have been prepared for several of the Borough's Conservation Areas; these will be used in informing Development Management decisions, the production of area- or site-based strategies, and the development of other schemes for regeneration and improvement.

Conservation Areas / Listed Buildings

11.8 The Borough currently has 14 Conservation Areas and approximately 350 listed buildings. There is significant scope for further conservation and enhancement work in relation to these, which will form the focus of our pro-active work on our heritage asset. A Local List of important buildings and features will also be developed.

Outcomes / Targets (2011-2026)	Indicators
• No loss of listed buildings within the Borough	• Number of Conservation Areas • Number of Listed Buildings • Qualitative information from conservation area appraisals, village appraisals etc

Milestones	Implemented By	Means
Annual Monitoring Report: published December 2011-2026	BwD BC: Forward Planning & Transport Policy BwD BC: Development Management	

Policy CS18: The Borough's Landscapes

1. New development will be required to take advantage of its landscape setting by maximising the availability of local and distant views for users of buildings and public spaces, and by creating and / or improving networks of routes between urban and rural areas.

2. The key features of landscapes throughout the Borough will be protected. Development likely to affect landscapes or their key features will only be permitted where there is no unacceptable adverse impact on them. The level of protection afforded will depend on the quality, importance and uniqueness of the landscape in question.

3. The active use of the Borough's landscapes through leisure and tourism will be promoted where this is compatible with objectives relating to their protection.

4. Proactive management of the upland areas, for the benefit of carbon retention, biodiversity and flood prevention will be supported.

11.9 The Borough's landscape setting is one of its key assets, for its environmental value and for its economic role in making the Borough an attractive place to invest. The Borough's Open Space Strategy recognises this, and in line with this strategy, development should take advantage of the Borough's landscape setting. Development and public realm works will be designed to maximise views of landscapes, and recreation and tourism based on the landscape will be encouraged where this can be achieved without environmental damage.

11.10 Many parts of the Borough's landscapes are sensitive to change, and easily damaged through the loss of key features. At the same time we recognise that some areas are less sensitive, and that development and change in these areas can be justified without destroying a valuable resource. Therefore, the landscape on the edge of towns will be protected, and in particular the key features that make landscape valuable and unique; but development will be permitted in individual situations where the landscape is of relatively low value and the impact is outweighed by the benefits of a development. This approach will be informed by assessments of landscape character including that prepared by Lancashire County Council. This will support the Targeted Growth Strategy by allowing a degree of urban growth over the life of the Core Strategy, particularly with respect to that for economic development which considers a medium / long term opportunity for a new employment site at Whitebirk.

11.11 In dealing with proposals potentially affecting the Borough's landscapes, the Council will continue to apply the principles set out in the Supplementary Planning Guidance: "Landscape and Heritage", prepared in conjunction with the 2005 Joint Lancashire Structure Plan.

Outcomes / Targets (2011-2026)	Indicators
• No developments which have an adverse affect or destroy landscapes by detracting from their distinctive features to be given planning permission	• Number of planning applications refused on grounds of the development adversely affecting or destroying landscapes.

Milestones	Implemented By	Means
BwD Residential Design Guide	BwD BC: Forward Planning & Transport Policy BwD BC: Development Management BwD BC: Countryside Services	BwD Borough wide Design Guide BwD Residential Design Guide

Policy CS19: Green Infrastructure

1. The Council will, through Local Development Documents, Development Management decisions and other programmes, seek the protection, enhancement, extension and creation of networks of green and open spaces between major land uses and between urban and rural areas, which will be connected by a variety of forms including new and improved off-road walking / cycling routes, enhancing the roles of the canal and riverside walkways, and streetscape improvements, such as tree planting.

These green networks will provide a number of functions, which may include:

i. Recreation
ii. Access to the countryside
iii. Flood defences
iv. Sustainable surface water drainage systems (SUDs)
v. Biodiversity and movement of species
vi. Visual amenity
vii. Urban cooling and air quality improvements
viii. Improving health
ix. Education

New development will be required to be designed so as to facilitate such networks where appropriate.

New development likely to affect the functioning, or potential functioning, of an area of open space as part of the Green Infrastructure network will only be permitted where there is no unacceptable adverse impact on these issues.

2. Masterplans or other regeneration programmes in areas of change will create high quality public open spaces as part of their proposals. This will involve the improvement of existing spaces and / or the creation of new ones.

3. All new residential development will contribute to the provision of high quality open space for its residents, either through provision of public open space on site or, where more appropriate, through financial contributions towards improving the quality and accessibility of nearby existing spaces.

Green Infrastructure

11.12 Green Infrastructure takes the principle that open spaces work as a network providing a variety of functions. It is an issue that cuts across local authority boundaries and is therefore most appropriately dealt with on a joint basis. This is recognised in the former RSS, where Policy CLCR3 promotes the unique green character of the Central Lancashire City Region for the advantages it offers for recreation and for attracting people and investment.

11.13 The Lancashire Green Infrastructure Strategy (draft published 2008) sets a number of actions relevant to the Core Strategy:

i. Improving Quality of Place

- Improving publicly accessible green spaces in locations where there is a deficiency in accessible green space currently;
- Creating new public green space in areas of deficiency and new growth;
- Investing in town centre street trees and pocket parks, providing a more attractive work and leisure environment where people congregate;
- Tree planting and environmental enhancements to reduce the visual, air and noise pollution in urban centres and along key transport routes.

ii. Improving health and well-being

- In areas of green space deficiency, investment in new green areas, ranging from pocket parks through to playing fields;
- Investment in up-grading the quality of the public green space asset base, focusing on improved functionality and community engagement to respond to needs and provide future management and maintenance;
- Investment in up-grading the Public Rights of Way network to enable non-motorised accessibility and to effectively join up the Green Infrastructure at a local scale;
- Improvements to quality and accessibility of the sub-region's waterways and waterbodies for recreation.

iii. Creating the setting for investment

- DUN site identification for landscaping and tree planting, focusing strategically on those with maximum visibility and proximity (accessibility) to population centres;
- Greening industrial and business parks and commercial centres, to provide more attractive locations for investment and for workplaces;
- Greening strategic gateways into the sub-region – rail, motorway, airport.

iv. Enhancing the tourism, recreation and leisure offer

- Investment in improvements to quality and accessibility of the promoted paths network;
- Improved accessibility to high value landscapes for recreation, leisure and tourism (West Pennine Moors).

v. Enhancing biodiversity and ecosystem services

- Protecting and maintaining the sub-regions network of statutory sites;
- Protecting and expanding the number of non-statutory Biological Heritage Sites and Local Nature Reserves, particularly in and adjacent to urban areas deficient in biodiversity.

vi. Adapting to and mitigating the effects of climate change

- Maintenance and improvement of the peatlands resource of upland blanket bog, securing their role as carbon sinks and enabling improved water management where they drain into low lying and populated areas;
- Greening town centres through:
  a. street trees
  b. soft surfacing/informal greenspace
  c. green roofs – enabling improved adaptation to weather extremes;
- Enhanced programme of SUDS upstream of major urban centres potentially affected by flood;
- New woodland planting for biomass resource.

vii. Growing and developing the Regional Parks network

- Securing the future funding and management arrangements for the East Lancashire Regional Park.

New Open Space

11.14 Qualitative information from the Council's Open Space Strategy suggests that there may be insufficient neighbourhood play / recreation provision within areas of high density terraced housing, and that cleared sites left undeveloped have become poor quality spaces. The overriding priorities identified in the Open Space Strategy are to improve the quality and accessibility of existing provision.

11.15 The Core Strategy will impact on this issue by setting the strategic framework for design within the Borough. This will apply to brand new development, to the redevelopment of areas under regeneration programmes including the Housing Market Renewal Initiative, and to other activity by the Council and its partners in support of the Borough's wider place-making agenda.

11.16 New development creates additional pressure on the existing open space provision in an area and will be expected to off-set this relative to the anticipated additional demand created.

Outcomes/ Targets (2011-2026)	Indicators
• No loss of Green Infrastructure networks • Creation of new Green Infrastructure networks • Open Space Strategy targets • Public Rights of Way targets	Amount of S106 monies received for public open space Data on the amount and quality of open space within the Borough

Milestones	Implemented By	Means
Lancashire Green Infrastructure Strategy – formal adoption BwD Green Infrastructure Project	BwD BC: Development Management BwDBC: Leisure department	Public open space SPG Play Pathfinder Council Capital Parks Programme Open Space Strategy Public Rights of Way Strategy SFRA

Policy CS20: Cleaner, Safer, Greener

The Council and its partners will put in place a coordinated set of actions to improve quality of life for local communities. These will support the following priority themes:

i. Cleaner – particularly street cleansing and maintenance of the public realm

ii. Friendlier – focusing on community cohesion

iii. Greener – improving the quality and usability of public open space

iv. Safer – reducing crime through measures ranging from design to effective enforcement

v. Smarter – improving access to, and raising standards in, education and lifelong learning in order to raise skill levels

vi. Wealthier – ensuring that people are equipped to secure higher-wage, higher skilled employment

A Neighbourhood Management approach will be adopted to identifying priorities and implementing actions.

11.17 The way our neighbourhoods are managed at a local level is a key issue for our Quality of Place agenda. It affects both the experience and life chances of those living in the Borough; and the way the Borough is perceived by potential investors and residents outside. The Core Strategy has a role in ensuring that this issue is recognised as part of the wider place-making agenda, and that partners' activities are coordinated with this wider agenda in mind.

11.18 For Neighbourhood Management purposes the Borough is divided into five neighbourhoods as shown in the Quality of Place diagram:

- **i.** Blackburn South East
- **ii.** Blackburn South West
- **iii.** Blackburn North East
- **iv.** Blackburn North West
- **v.** Darwen and Rural

11.19 Each of these five areas are serviced by an Area Agency Partnership, made up of key public, private, voluntary and community sector representatives, who ensure the delivery of improvement activities in their neighbourhoods. A Neighbourhood Board has been set up for each of the sub-areas; these have delegated powers to allocate funding for targeting identified priorities for the neighbourhood area.

11.20 Effective neighbourhood partnership working will involve residents and partners including the PCT, social services, schools, business representatives, Job Centre Plus, community associations, Registered Social Landlords, the Police and the Council. Area Plans are published annually for each area, which will complement the Core Strategy in coordinating the activity of partners in working towards agreed goals.

11.21 The Neighbourhood Priorities Campaign asked residents of the Borough what their top priority is for their neighbourhood. The results identified that "Cleaner" and "Safer" are the biggest priorities in all areas.

Policy CS21: Mitigation of Impacts / Planning Gain

New development will be expected to contribute to mitigating its impact on infrastructure and services, through Section 106, the Community Infrastructure Levy, or another future "developer contributions" regime. The areas potentially subject to contributions include but are not limited to:

i. Affordable housing

ii. Transport infrastructure, including improvements to the M65 motorway

iii. Open space, including green infrastructure

iv. Education, including the provision of appropriate training to assist local residents in securing and progressing in employment

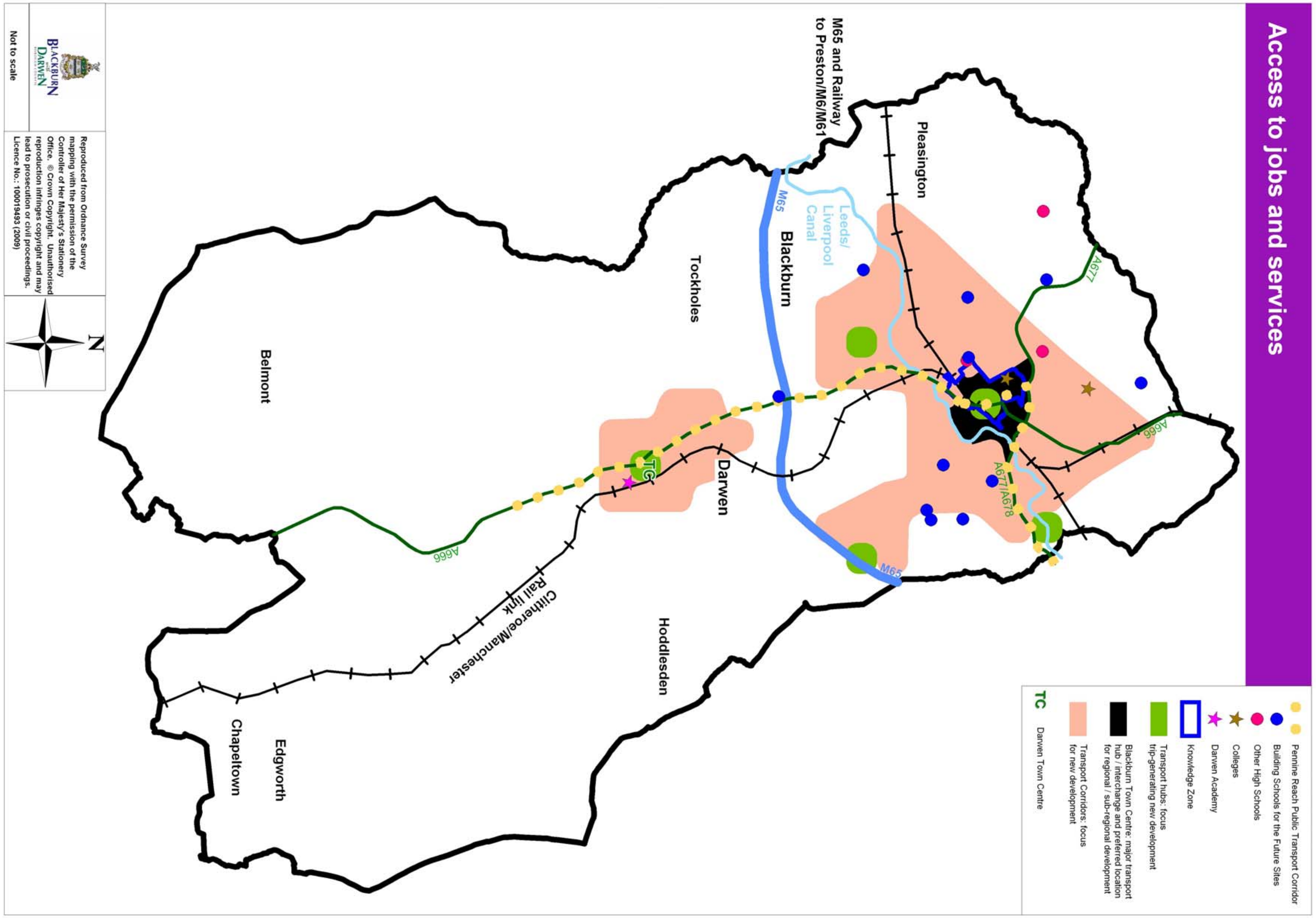
11.22 The Government wishes to see a greater role played by planning obligations / developer contributions in funding local infrastructure and mitigating the impact of new development. Different options remain under consideration at a national level. In June 2006, the Lancashire Planning Officers' Society published a report "Planning Obligations in Lancashire" proposing an approach for consideration in LDFs and development management. At a local level, the Council intends to prepare a Local Development Document setting out its approach to obtaining and using developer contributions. Implementation of this policy will require a detailed assessment of the development market in order to strike a balance between securing an appropriate level of contribution, and attracting new development of a high quality.

11.23 The 2008 Planning Act proposes the introduction of a Community Infrastructure Levy or CIL, which authorities may take forward as an alternative to a Section 106 framework. As and when the CIL is formally introduced through Regulations, the Council will consider whether it wishes to pursue this route. If a decision is taken to introduce a CIL for Blackburn with Darwen it will be supported by a Local Development Document.

Outcomes / Targets (2011-2026)	Indicators
	• S106 allocations

Milestones	Implemented By	Means
Introduction of Community Infrastructure Levy and decision on approach in Blackburn with Darwen LDD on mitigation of impacts	BwDBC Development Management BwDBC Forward Planning and Transport Policy	

12. Spatial Intervention 6: Access to jobs and services


Access to jobs and services
M65 and Railway to Preston/M6/M61
Pleasington
Leeds/ Liverpool Canal
Blackburn
M65
Tockholes
A677
A666
A677/A678
TC
Darwen
Belmont
Clitheroe/Manchester Rail link
Hoddlesden
Edgworth
Chapeltown
Pennine Reach Public Transport Corridor
Building Schools for the Future Sites
Other High Schools
Colleges
Darwen Academy
Knowledge Zone
Transport hubs: focus trip-generating new development
Blackburn Town Centre: major transport hub / interchange and preferred location for regional / sub-regional development
Transport Corridors: focus for new development
Darwen Town Centre
N
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Not to scale

Policies in This Chapter	
❋ **CS22**	Accessibility Strategy
❋ **CS23**	Tackling Worklessness

Introduction

12.1 The Core Strategy's strategic objective to create conditions for a higher-wage, higher-skill economy requires a holistic approach from the Local Authority and partners to ensure that local people benefit from economic growth and have access to services and facilities.

12.2 Blackburn with Darwen ranks 27th most deprived in England on the rank of average of ranks measure (2007 figures), which is used to describe the level of deprivation in the Borough as a whole. The Borough ranks 15th most deprived on the extent measure, which aims to describe how widespread high levels of deprivation are in the Borough.

12.3 The Index of Deprivation covers a wide range of indicators. The Core Strategy cannot impact on all of these directly, but will have an indirect effect on a range of issues covered by the Index including earnings, health and the quality of the local environment.

12.4 In January 2009, 4.2% of residents of working age in the Borough were claiming job seekers' allowance, compared to 3.9% in the North West and 3.4% in Great Britain (NOMIS data). More significantly however, the proportion of people of working age who are economically inactive (but not necessarily claiming benefit) is higher in the Borough than in the region, and significantly above the level for England. Compared to the North West, this is explained mainly by greater proportions of people looking after home or family, and permanently sick / disabled.

12.5 Low levels of economic activity are driven by a range of economic, physical and cultural issues. Spatially, the Core Strategy can help address this by ensuring that barriers to economic participation – particularly accessibility – are minimised.

12.6 The level of car ownership in the Borough is below that of Lancashire and England at 33.5%. At the same time, 66.3% of employed residents in the Borough travel to work by car, compared to 61% in England and Wales. 8.2% travel to work by public transport, compared to 14.9% nationally. This data is from the 2001 Census: although the proportion of households owning a car is likely to have increased in the interim, many of these "new" households will only own one, so that other members of the household continue to need to travel for work, shopping, schools and so on without a car.

12.7 The Local Transport Plan notes that the Borough's young population is likely to lead to a rapid rise in car ownership in the near future as a cohort of young people become old enough to drive. Coupled with future economic growth, this is likely to create pressure for much greater levels of car use.

12.8 The Core Strategy must address two main issues: firstly to allow people without access to cars to easily access jobs and services; and secondly to minimise the growth in car use (not ownership) by ensuring that development can easily be accessed without needing to use a car.

Policy CS22: Accessibility Strategy

1. New development will be located so as to minimise the need to travel, and so as to easily be accessed by non-car means including public transport, walking and cycling. Key accessible locations are those shown on the Access to Jobs and Services diagram, namely:

i. The Borough's five main transport "Hubs": Blackburn and Darwen Town Centres; Ewood; Royal Blackburn Hospital / Shadsworth; and Whitebirk

ii. Accessibility Corridors: The A678 and Furthergate / Burnley Road (part of the Pennine Roach public transport route); the A679 Accrington Road; the A674 Preston Old Road; and the A666 through Darwen (also part of the Pennine Reach route).

Development which is poorly accessible by non-car means will only be permitted in exceptional circumstances.

2. Where development is permitted in a less accessible location due to other considerations, or where it is likely to generate significant numbers of car journeys, the Council will expect the development to be accompanied by measures to improve accessibility by non-car means. This will normally be implemented through an in-kind or financial contribution from the developer, and may be supplemented through the Council's own investment programme.

3. Major development proposals of all types must be accompanied by proposals to limit or reduce the number of car journeys generated. Development will only permitted where it does not generates unacceptable levels of car journeys and where adequate proposals for demand management are put in place.

12.9 Based on the issues described above, and in view of the framework already established by the Local Transport Plan, the overall strategy for Transport and Accessibility aims to minimise the need to travel, but retains a limited element of flexibility.

12.10 The Local Transport Plan 2006-2011 identifies areas of greatest accessibility by public transport – termed Hubs and Corridors. These locations – primarily town centres and major bus routes – will be a major focus for development, particularly of types which are open to the public or attract significant numbers of journeys.

12.11 In the Targeted Growth strategy we recognise that while most new development can be encouraged towards Town Centres and other sustainable locations, there is also a need to meet the requirements of the market in order to secure "transformational" economic change. The main example of this is our proposal for a small number of "prestige" business sites as described on Page 68. In line with this strategy, where development is sited in a less accessible location or one likely to generate a large number of car journeys, developers will be required to contribute towards the enhancement of accessibility by non-car means. Examples of how this will operate include payments towards public transport services, and the provision of high quality walking / cycling routes.

12.12 As well as by locating development sustainably, we can also aim to reduce car use and environmental impact from new development through demand management measures. Demand management measures, particularly Green Travel Planning, will be expected to be implemented for larger developments.

Outcomes / Targets (2011-2026)	Indicators
• 10% increase in bus patronage by 2011 (LTP2) • 15% increase in rail patronage by 2011 (LTP2) • 22% increase in number of cyclists entering Blackburn and Darwen town centres (LTP2) • 19,000 new SMART cards to be issued by 2010/2011 (LTP2) • The Council will aim to increase the satisfaction with public transport and information to Royal Blackburn Hospital for Darwen residents from 51% to 75% by 2011	• % of new residential development within 30 minutes public transport time of a GP, Hospital, Primary and Secondary School, Employment and a Major Retail Centre • Number of planning applications refused on grounds of poor accessibility • Bus patronage • Rail patronage • Number of pedestrians entering Blackburn and Darwen Town Centres • Number of cyclists entering Blackburn and Darwen town centres • % of residents with SMART cards • DfT core indicators, focussing on journey time – report on these through delivery report process • % of people travelling into Blackburn and Darwen Town Centres by car • Number of planning applications refused on grounds of traffic generation or inadequate demand management proposals.

Milestones	Implemented By	Means
Annual Monitoring Report: published December 2011-2026 Cycling strategy for the Borough Pennine Reach Improvements to Clitheroe - Manchester rail link Freckleton Street road linkage	BwD BC: Forward Planning & Transport Policy PLACE	MAA LTP 2 and 3 Pennine Lancs Economic Strategy Sustainable transport plans for schools

Policy CS23: Tackling Worklessness

Measures will be put in place to maximise communities' access to employment, and to remove barriers that prevent them from gaining work. Spatial planning actions to achieve this will be coordinated with measures put in place by other agencies. The range of measures will include:

i. Consideration of the accessibility of development in line with Policy CS22

ii. Consideration of the potential health impacts and impacts on the existing social and community infrastructure from new developments.

iii. Creation of new and expanded education facilities offering lifelong learning opportunities

iv. Creation of new and expanded health and leisure facilities

v. Training, public health and other social infrastructure investments

Development proposals should demonstrate that they will not jeopardise the Borough's ability to improve educational attainment, health and well being of local residents.

12.13 Addressing the worklessness agenda is not specifically constrained to removing physical barriers to accessing work. Barriers to employment opportunities also include limitations in the social infrastructure of the Borough.

12.14 The challenge is to ensure that the workforce has sufficient skills and development opportunities to meet the challenges. If there is insufficient skilled labour able to fuel employment growth in higher value occupations, such employment opportunities may locate elsewhere.

12.15 There are a wide range of agendas being progressed from a large number of partners which will address these restrictions and ensure the Targeted Growth Strategy is beneficial to all of the Borough's population.

12.16 There is a strong association between health and the economy. One of the significant factors in the low level of economic activity in Pennine Lancashire is the poor health of the population. High levels of obesity, coronary diseases and cardiovascular problems contribute significantly to absences from work and early retirement through ill health. Poor diet and exercise regimes compound the problems. Poor housing conditions and low household incomes also help create a vicious circle of poverty, poor health and poor living conditions for many thousands of Pennine Lancashire residents[38].

12.17 The mortality rate in the Borough continues to be higher than the national average. A fifth (20.3%) of residents in the Borough consider themselves to have a limiting long term illness, a greater percentage than in England and Wales (18.2%)[39].

12.18 Although the Core Strategy cannot directly affect people's health, the strategic planning choices that it sets out can do so indirectly. A key factor will be the location of new development and the ways in which people travel to it; walking and cycling can bring benefits for people's health while increased car use may have implications for air quality.

12.19 The completion of the Royal Blackburn Hospital and the new Health Centre in Darwen along with the development of the proposed new Health Centre in Blackburn provide strategic health care for the Borough. GP provision in locations accessible to new housing developments will be a key consideration in the development management process and will need a coordinated approach from partners at the earliest stages.

12.20 3.1% of pupils taking GCSEs in 2004 gained no passes, compared to 4.1% for England and 6.3% for the Borough's "statistical neighbours". 20.8% of residents in the Borough are educated to degree level or above, compared to 25.4% in the North West.[40].

12.21 The Core Strategy cannot directly impact on educational attainment. However the retention of graduates within the Borough has been identified as a significant issue through consultation, and the Core Strategy can influence this by setting a framework for the provision of appropriate jobs, housing and facilities to encourage graduates to live in Blackburn with Darwen.

12.22 The Core Strategy as a Spatial Plan will be used by Council departments and partners to influence the approach taken to the location and design of new education facilities and support the wider objectives for increasing the level of educational attainment. The extent of capital programmes for education development during the life of the Core Strategy will have a substantial impact on the education provision across the Borough. These include the remodelling of the secondary sector through Building Schools for the Future programme and the new Darwen Aldridge Community Academy; this will be rolled out across the primary sector. It will also influence the capital programmes set by

[38] MAA (2009) & PLES (2008)
[39] 2001 Census figures
[40] NOMIS data 2007

the colleges, and in particular, support the University College Status bid proposals in line with the MAA.

12.23 High knowledge content jobs contribute significantly to GVA and generally are paid much higher than other occupations. Pennine Lancashire contains a high percentage of low value, low knowledge content employment using unskilled labour. Employment in Pennine Lancashire is skewed towards less skilled occupations and a shortfall in the number of people employed in Managerial, Technical, or Professional roles (only 37% compared to 42% nationally).

12.24 Occupational projections for Lancashire as a whole[41] suggest that employment growth will be skewed towards higher level occupations, with Managers, Professional and Technical occupations forecast to increase by 11%, compared to 2% growth of total employment. In particular, employment growth will be strongest for professional occupations (+19%). Strong growth is also forecast within the personal services occupations (+24%), reflecting the structural shift towards service based employment.

12.25 Just 22% of the Pennine Lancashire population hold a NVQ4 level four qualification. The Pennine Lancashire economy currently has 14,000 less graduates compared to other areas and with a population of over 522,000 Pennine Lancashire is the largest area in the country not to have its own university. The MAA prioritises increasing the number of higher education places available in Pennine Lancashire, with a focus on Blackburn College and Burnley College. Capital investment is already taking place in the Blackburn town centre college campus, which links into the wider town centre masterplan – taking centre stage in the proposed Knowledge Zone with links being made to the aerospace industry and potentially a new Regional Advanced Engineering Academy.

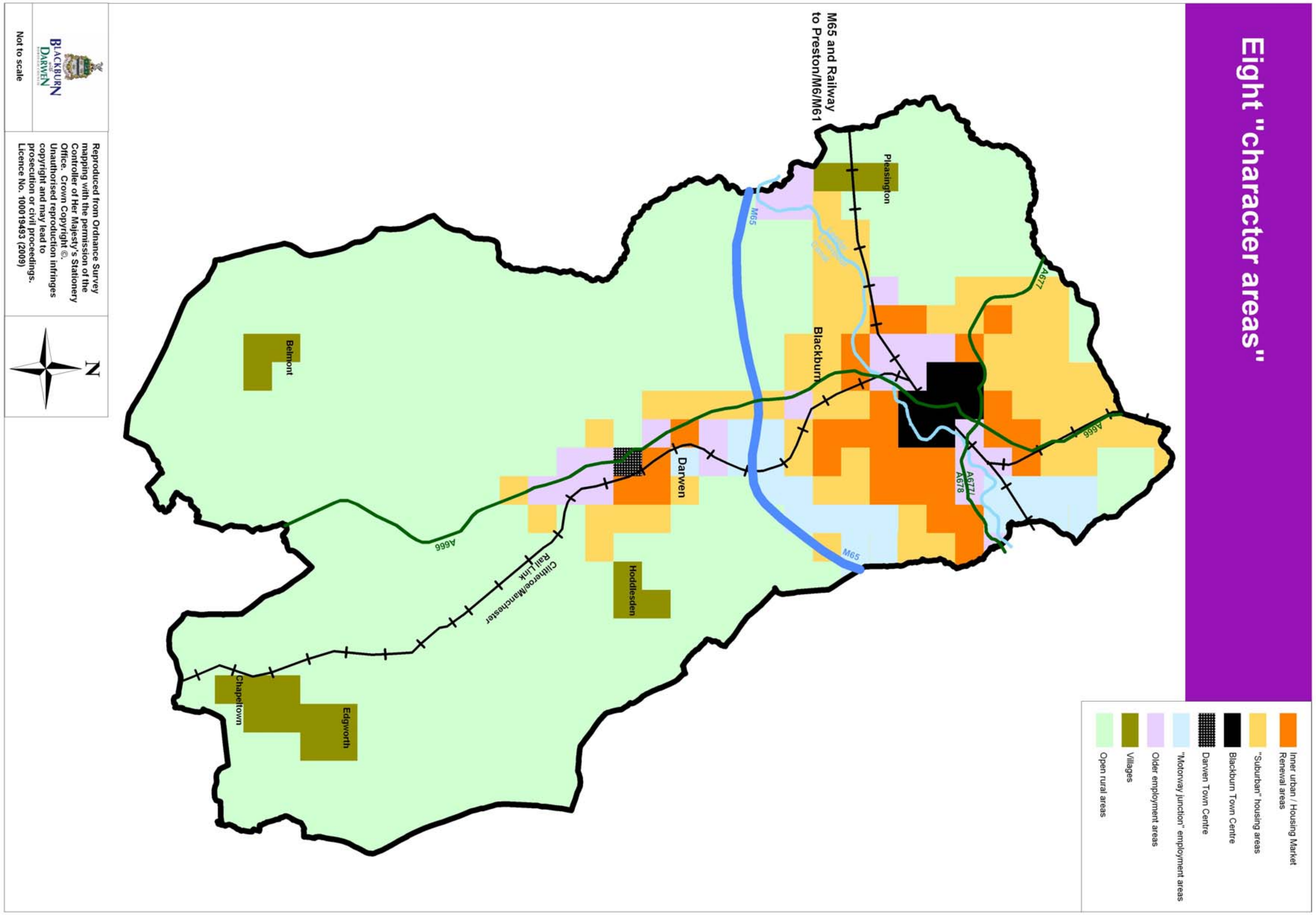
12.26 The secondary education provision in the Borough is currently under a substantial capital restructuring. The Building Schools for the Future programme involves the rebuilding of five of the Borough's comprehensive schools on their existing sites, the closure of three schools and the development of one new school, along with the relocation of three schools onto vacated sites. In addition, the Academy in Darwen involves the closure of one school and its relocation to a new site (currently under construction). The new schools being developed will provide extended community services, including out of school activities, sports facilities, adult learning and health services.

[41] Working Futures Data

Outcomes / Targets (2011-2026)	Indicators
• 95% of adults to have basic skills in both functional literacy and numeracy by 2020 • 90% of adults to hold at least 2 qualifications or equivalent by 2020 • 500,000 apprenticeships delivered each year by 2020 • 40% of adults to hold at least level 4 qualifications or equivalent by 2020 • 80% of working age population into employment in Pennine Lancashire by 2020 (PLES) • The Council will aim to increase the satisfaction with public transport and information to Queens Park Hospital for Darwen residents from 51% to 75% by 2011 (LTP 2) • 15% increase in the number of children walking to work by 2011 (LTP 2)	• % of working age residents qualified to degree level and above • % of pupils gaining 5 or more GCSE's • % of economically inactive residents of working age • % of residents of working age claiming Job Seekers Allowance • Duration of people claiming Job Seekers Allowance • DfT has established a series of core indicators, focussing on journey time. A further 4 indicators and targets will be established in the course of the next 4 years and the first target will be monitored in partnership with the NHS trust via a travel survey of Queens Park Hospital staff and visitors. • Number of children walking to school

Milestones	Implemented By	Means
Building Schools for the Future programme implementation Blackburn College Development Darwen Academy: completion 2010 Annual Monitoring Report: published December 2011-2026 Health and Well Being Operation Plan	PLACE BwDBC MAA	LTP 2 Pennine Lancs Economic Strategy MAA

PART 5:
SPATIAL IMPLICATIONS


Eight "character areas"
Inner urban / Housing Market Renewal areas
"Suburban" housing areas
Blackburn Town Centre
Darwen Town Centre
"Motorway junction" employment areas
Older employment areas
Villages
Open rural areas
M65 and Railway to Preston/M6/M61
Pleasington
Blackburn
A677
A666
A677/ A678
M65
Darwen
Hoddlesden
Clitheroe/Manchester Rail Link
Belmont
Edgworth
Chapeltown
Not to scale
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N

13. "After" – How the areas identified in the Spatial Portrait will have changed at the end of the Core Strategy period

Inner urban / Housing Market Renewal areas

i. New housing meeting local needs including affordable housing and housing for rent
ii. New family housing
iii. Some business premises allowed to be redeveloped for housing
iv. Other business premises, mainly those better separated from housing areas, to be retained for their existing use or redeveloped for new business uses
v. Relatively high density and "urban" style of development
vi. Some new open spaces in areas of large scale change; improvements to open spaces elsewhere
vii. Shops and services provided through links to Town Centres plus other clusters including neighbourhood shopping centres and "hubs" around key uses such as schools

"Suburban" housing areas

i. New family housebuilding – mainly larger, higher market housing including "executive" housing. The preferred location for this development will be in Blackburn because of its better transport links, but a significant amount is also expected in Darwen
ii. Some business premises allowed to be redeveloped for housing
iii. Other business premises, mainly those better separated from housing areas, to be retained for their existing use or redeveloped for new business uses

iv. Facilities concentrated around neighbourhood centres and key uses including schools and health centres

v. New development to reflect the character of the existing area – higher density and more "urban" in transitional areas; lower density closer to the edge of the urban area

Blackburn Town Centre

i. New retail development including large scale "multiples"

ii. Some large scale new employment development in the Town Centre and around its fringes

iii. More "town centre living" – primarily apartments

iv. New public development including public administration, legal and financial services, further / higher education

v. Development of a public transport interchange / hub

vi. New "one-off" major developments

Darwen Town Centre

i. Main focus for services in Darwen – retail, secondary / further education, health, leisure

ii. New retail development including smaller scale and "independents"

iii. New employment within the Town Centre core

iv. Some "town centre living"

Motorway junction employment areas

i. Continuing implementation of schemes already permitted

ii. Consideration given to further development around Walker Park – broad location on north side of Blackamoor Road

iii. One new potential large scale motorway junction employment site – the "prestige" site at Whitebirk in Hyndburn Borough

Older employment areas

i. Continue as business areas

ii. Support / promotion for large scale redevelopment as new business areas

Villages

i. Limited new development – potential for some small scale housing / employment development

Open rural areas

i. Very limited new development. Individual circumstances may provide opportunities for commercial or tourism-led development

APPENDIX 1: SCHEDULE OF POLICIES FROM THE BLACKBURN WITH DARWEN BOROUGH LOCAL PLAN TO BE RETAINED / SUPERSEDED

Policies to be retained / superseded from the Blackburn with Darwen Borough Local Plan (2002)

Policies broadly consistent with the Core Strategy to be retained until superseded by a subsequent DPD or no longer required	
URB1	Needed to define the urban boundary until Site Allocations / Development Management Policies DPD in place
H5, H6	Needed to set standards for provision of open space until Site Allocations / Development Management Policies DPD in place
EC2, EC3	Needed to protect against loss to other uses until Site Allocations / Development Management Policies DPD in place
T7	Needed to ensure continued protection for highway improvement corridors until Site Allocations / Development Management Policies DPD in place
R5	Needed to define precise boundaries for Major Neighbourhood Centres until these are reviewed under the Site Allocations / Development Management Policies DPD
H4, H8-11, EC5, EC8, T1-5, T9-10, T15-17, R3-4, R6, R8, R10-17, TRL1-11, HD1-18, RA2-4, RA7-11, RA13-16, LNC3, LNC5-10, ENV1, ENV3-9	Needed for development management purposes until Site Allocations / Development Management Policies DPD in place

Policies to be superseded by the Core Strategy	
H1	Housing target superseded by Policy CS6
H2	Approach to greenfield / brownfield development addressed by Policy CS6 and PPS3
H3	Superseded by locational policies for a range of uses.
H7	Superseded by Policy CS10 and future Site Allocations / Development Management Policies DPD
H12	Allocation now implemented; further potential expansion can be addressed through general policy
EC1	Target superseded by Policies CS2 and CS3
EC4	Superseded by Policy CS2
EC6	Superseded by locational policies on a range of uses
EC7	Superseded by Policy CS2
T6	No longer needed due to requirements of Building Regulations and DDA
(T8	Already not a saved policy)
T11-14	Out of date – the Council works to parking standards contained in the former Joint Lancashire Structure Plan and former RSS
BTC1-8	Development sites in Blackburn Town Centre now superseded by locational policies on a range of uses
BTC9	Superseded by Policy CS20
DTC1-3	Development sites in Darwen Town Centre now superseded by locational policies on a range of uses
R2	Superseded by Policy CS12
R7	Superseded by Policy CS12 and PPS4
R9	Superseded by Policy CS12
RA12	Not needed given remaining design policies HD1-18 and accompanying SPDs

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Strategic Housing Market Assessment 2008

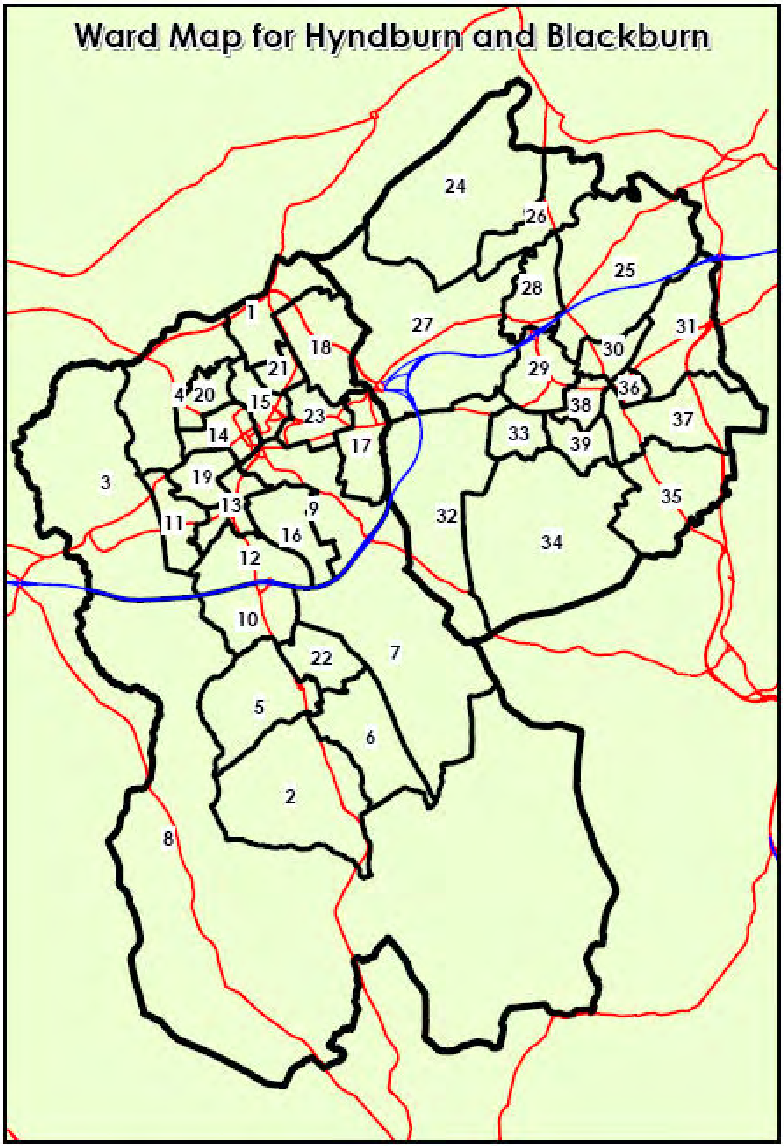
Incorporating the Housing Market Area of Blackburn with Darwen and Hyndburn

BLACKBURN with DARWEN BOROUGH COUNCIL

HYNDBURN
The place to be
an excellent council - as rated by the audit commission

Final Version
January 2009

INDEX



Key to Hyndburn and Blackburn Wards	
ID	**Ward Name**
1	Roe Lee Ward
2	Whitehall Ward
3	Livesey with Pleasington Ward
4	Beardwood with Lammack Ward
5	Sunnyhurst Ward
6	Marsh House Ward
7	East Rural Ward
8	North Turton with Tockholes Ward
9	Queen's Park Ward
10	Earcroft Ward
11	Meadowhead Ward
12	Fernhurst Ward
13	Ewood Ward
14	Wensley Fold Ward
15	Shear Brow Ward
16	Higher Croft Ward
17	Shadsworth with Whitebirk Ward
18	Little Harwood Ward
19	Mill Hill Ward
20	Corporation Park Ward
21	Bastwell Ward
22	Sudell Ward
23	Audley Ward
24	Overton Ward
25	Altham Ward
26	Netherton Ward
27	Rishton Ward
28	Clayton-le-Moors Ward
29	Church Ward
30	Milnshaw Ward
31	Huncoat Ward
32	St Oswalds Ward
33	St Andrews Ward
34	Immanuel Ward
35	Baxenden Ward
36	Peel Ward
37	Barnfield Ward
38	Central Ward
39	Spring Hill Ward

CHAPTER ONE: Introduction

Overview and Policy Context

1.1 This report presents the findings of research undertaken by Blackburn with Darwen and Hyndburn Borough Councils during 2007 and 2008 to develop a sub-regional Strategic Housing Market Assessment (SHMA). This Assessment aims to enable the two Council's to understand the nature and level of housing demand and need within the joint housing market area.

1.2 The Government has recently changed the way that Council's are required to assess the need and demand for housing in their areas to help inform their long term Housing and Planning Strategies e.g. the Sustainable Communities and Housing Strategies, and the Local Development Framework. Practice guidance has been issued by Communities and Local Government that sets out a framework for local authorities to follow to develop a good understanding of how housing markets operate. This guidance brings together and builds on elements of existing guidance. Key documents in the development of this approach are;

- Identifying Sub-regional Housing Market Areas, DCLG 2007
- Strategic Housing Market Assessments: Practice Guidance, DCLG 2007
- Strategic Housing Market Assessments: Annexes, DCLG 2007
- Planning Policy Statement 3: Housing, DCLG 2006

1.3 The guidance encourages local authorities to assess housing need and demand in terms of housing market areas. This could involve working with other local authorities in a sub-regional housing market area as they often cross administrative boundaries. In this case Hyndburn and Blackburn with Darwen Councils are working together as an identified housing market area within Pennine Lancashire as defined in the NWRA report 'The definition of housing market areas in the North West region', Nevin / Leather Associates, March 2008.

1.4 Throughout the SHMA consideration and account has been taken of the national, regional and broader local agendas including the following:-

- The development of the proposed New Growth Points of Greater Manchester and Central Lancashire and what impact the delivery of additional new homes and jobs over the next 10 years will have on outputs proposed for the Blackburn with Darwen / Hyndburn area.
- Links to National Indicators particularly NI 154 'Net additional homes provided, and NI 155 'Number of affordable homes delivered'.
- The vision and priorities in the individual boroughs Sustainable Community Strategies and Local Area Agreements and associated outcomes and indicators.
- The North West Regional Housing Strategy and North West Regional Spatial Strategy and more locally the development of a Pennine Lancashire Housing Strategy and Integrated Economic Strategy and the Elevate Housing Market Renewal programme and the Transformational Agenda.
- The nature of the inter-relationship with adjoining strategic housing market areas and their assessments i.e. Burnley / Pendle, Rossendale, Ribble Valley and Bolton.
- The individual boroughs Strategic Housing Land Availability Assessments and the provision of adequate 'housing sites' over the next 10 – 15 years.

1.5 SHMA's assist in local policy development, decision making and resource allocation by:-

- Enabling local authorities to think spatially about the nature and influence of the housing markets in respect of their local area

- Providing robust evidence to inform policies aimed at providing the right mix of housing across the whole housing market; both market and affordable housing
- Where appropriate provide robust evidence to inform policies about the level, type and size of affordable housing required
- Supporting authorities to develop a strategic approach to housing through consideration of housing need and demand in all housing sectors – owner occupied, private rented and affordable – and assessment of the key drivers and relationships within the housing market
- Drawing together the bulk of the evidence required for local authorities to appraise strategic housing options including social housing allocation priorities, the role of intermediate housing products, stock renewal, conversion, demolition and transfer; and
- Ensuring the most appropriate and cost-effective use of public funds.
  (Strategic Housing Market Assessment Guidance, 2007)

Methodology

1.6 The following diagram gives an overview of the methodology taken from the key SHMA guidance documents and used in this assessment. Each aspect of the diagram is explained in more detail in the following chapters.

Data Collection

1.7 A two pronged approach was adapted to the gathering of evidence to inform the assessment. Initially baseline information and data was gathered from existing sources of secondary data including demographic and socio-economic data and housing stock and housing market information. Secondly this information was supplemented by a comprehensive Housing Needs Assessment carried out across the housing market area by Fordham Research between October and December 2007. The broad aim of this study was to provide primary level research at household level to understand the needs and demand for different forms of housing. The research included the use of both postal surveys and face to face interviews. The latter were targeted at areas with high proportions of BME households to ensure a good response from this section of the community.

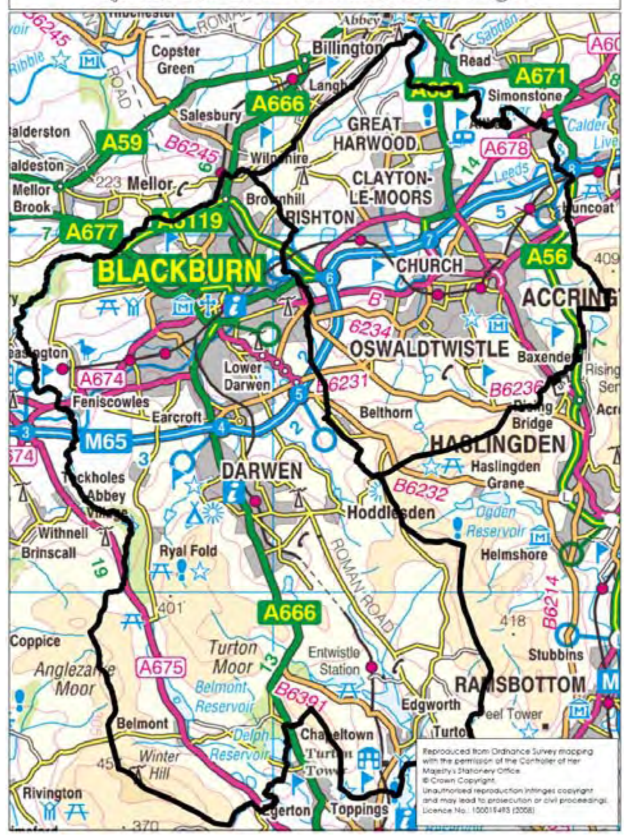
1.8 Findings from both these sources of information and data have been incorporated into this report.

CHAPTER TWO:

Identifying the two Boroughs as a sub-regional housing market

2.1 A significant amount of work on the definition of housing market areas and on housing market assessments has taken place across the North West region in the last five years. This is not surprising, as the period since 2002 has seen an increasing recognition of the importance of understanding housing markets in housing and planning policy, not just in areas of housing market weakness, but increasingly in areas where high demand has generated problems of affordability. Likewise, the period since 2004 has seen the introduction of a new statutory spatial planning framework emphasising the importance of a strong evidence base, and an increasing emphasis in national policy on the role of planning in increasing the supply of housing.

Orientation Map for Hyndburn and Blackburn Boroughs



2.2 Sub–regional housing market areas are geographical areas defined by household demand and preferences for housing. They reflect key functional linkages between places where people work and live. Three main sources of information are commonly used to define a sub-regional housing market area:-

- **Household migration** and search patterns, reflecting preferences and trade-offs made when choosing housing with different characteristics
- **Travel to work areas** which reflect the functional relationships between places where people work and live
- **House prices** and rates of change in house prices, which reflect household demand and preferences for different sizes and types of housing in different locations

2.3 As mentioned briefly in the previous chapter the Housing Market Areas study published by the NWRA in 2008 identified the following housing market areas in East Lancashire – Burnley and Pendle, Blackburn with Darwen and Hyndburn with Rossendale and the Ribble Valley having distinct and separate market areas (there is more on the Ribble Valley situation towards the end of this chapter). In addition studies by Ecotec in 2006 and 2007 also helped to define Housing Market Areas in the North West.

2.4 The guidance on identifying Housing Market Areas recognises that there is no one ‘right’ or ‘wrong’ source of information to use when identifying sub-regional Housing Market Areas. It suggests that the usefulness or each will depend on local market conditions within local authority or sub-region with a focus on house prices in areas of affordability or low demand pressures or a greater focus on migration data where households movement is relatively high.

2.5 The 3 contributory factors in determining housing market areas will now be assessed individually and put in context in respect of the Blackburn with Darwen and Hyndburn housing market area.

Household migration and search patterns

2.6 Reflect the preferences and the trade-offs made when choosing housing with different characteristics. It is by no means straightforward to determine the reasons for people's patterns of household movement and migration flows reflect a variety of economic, social and environmental factors including households proximity to work, family and green space. Analysis of migration flow patterns can help to identify these relationships and the extent to which people move house within an area. The findings can identify the areas within which a relatively high proportion of household moves (typically 70%) are contained. This excludes long distance moves, reflecting the fact that most people move relatively short distances due to connections to families, friends, jobs and schools.

2.7 In respect of BwD and Hyndburn[1], migration patterns at below district level have been analysed in order to develop an understanding of local housing sub markets across the housing market area. The first stage of this exercise involved dividing up district data into meaningful units, using a combination of:

- *District data*
- *Ward boundaries*
- *Super Output Area*

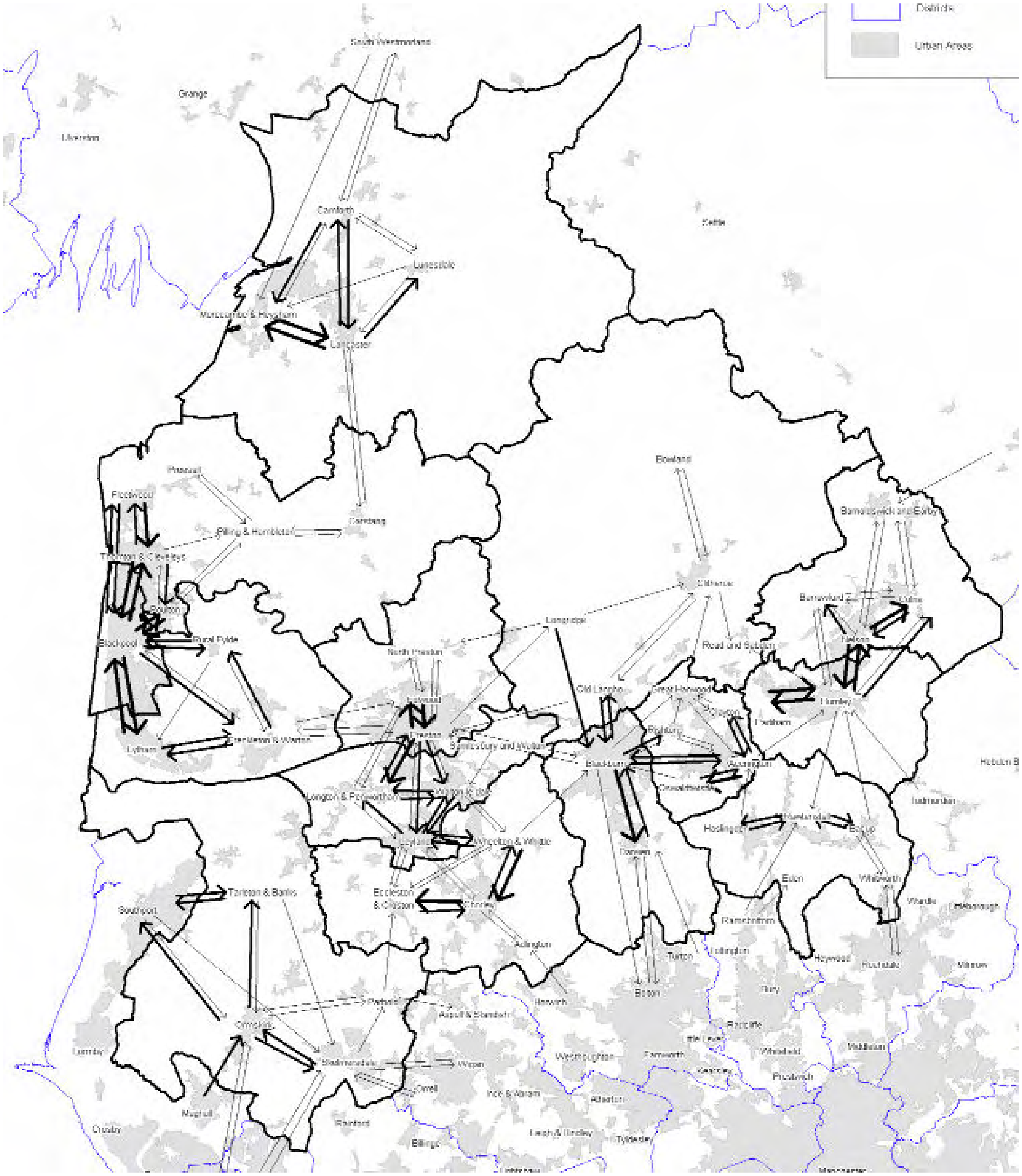
2.8 This involved the creation of geographical units that were small enough to show movement patterns at sub-district / ward level, but large enough to create a less blurred and confusing picture of movement.

2.9 The number of household moves occurring between neighbouring locations, were then plotted using migration data from the Census 2001, Housing Needs Assessment 2008 and the Home Movers Survey 2007/08. As indicated on the map on the next page a strong correlation is indicated

[1] Within the ECOTEC 2007 Report on Lancashire Housing Markets

by the relatively strong links between Blackburn with Darwen and Hyndburn.

Map 1. Household Moves within the North West (Number of moves)



Source: Lancashire Housing Market Area (Ecotec)

2.10 The 2001 Census data gives the following information in respect of moves in and between Blackburn with Darwen and Hyndburn.

Hyndburn

- 5,052 people moved within the borough
- 4,262 people moved into the borough
- 4,344 people moved out of the borough
- Net out migration of 82

Blackburn with Darwen

- 11,064 people moved within the borough
- 3,829 people moved into the borough
- 4,119 people moved out of the borough
- Net out migration of 290

2.11 As would be expected, the majority of household moves were within the two boroughs. Whilst the Census data shows a slight net out-migration for Hyndburn and more significant out-migration for Blackburn, the latest Housing Needs Assessment in 2008 estimated that in the future 830 households will move into Hyndburn per annum with an estimated 775 moving out - suggesting a net inflow of households to Hyndburn of around 55 per annum. In Blackburn with Darwen it is estimated that 1,797 households will move into the borough per annum in the future with an estimated 1,801 moving out - suggesting a net outflow of households from Blackburn with Darwen of around 4 per annum.

2.12 Having looked at the past six years (2001 to 2006) of net migration changes across the Housing Market Area taken from the Mid Year Population Estimates it is noticeable that migration figures can vary very slightly up or down year by year. The situation in Hyndburn over those years have seen an even migration split between inflows and outflows up until 2002/03, however since then there has been a negative net migration each consecutive year (with more people moving out of the area than moving in). There has also been a similar pattern taking place in Blackburn with Darwen over the same period. However it must be borne in mind that the survey data (Housing Needs Assessment) is based on intentions not actual behaviour.

2.13 In terms of tenure mobility, the most common types of move were from one owner-occupied property to another followed by moves within the private rented sector. There was also a fair degree of movement within the social rented sector. Overall (with the exception of the social rented sector), movement within sectors was more common than movement between them *(Housing Needs Assessment 2008).*

2.14 Around 42% of all moves in Hyndburn and 37% in Blackburn involved the private rented sector – households moving into it, out of it or within it – this indicates the importance of the sector in providing mobility in the housing market. The private rented sector shows the highest turnover of any tenure. As shown in chapter 5, it is also indicative of dissatisfaction with parts of the private rented sector, reflected in poor housing conditions, poor management and negative impact on local communities.

2.15 The following chapter indicates that it is fertility patterns rather than migration that are maintaining and slightly increasing the population of the market area. Reasons why people move are also important and are elaborated in the chapter on the housing offer.

Hyndburn Out-migration

2.16 The top ten places that people moved out of Hyndburn to are as follows:

		Number of migrants	As a percentage of all those who moved
1	*BwD*	611	14.1
2	*Ribble Valley*	203	4.7
3	*Burnley*	179	4.1
4	*Rossendale*	127	2.9
5	*Pendle*	83	1.9
6	*Lancaster*	72	1.7
7	*Manchester*	64	1.5
8	*Preston*	46	1.1
9	*Leeds*	44	1.0
10	*Chorley*	40	0.9
	Within Hyndburn		67.1%

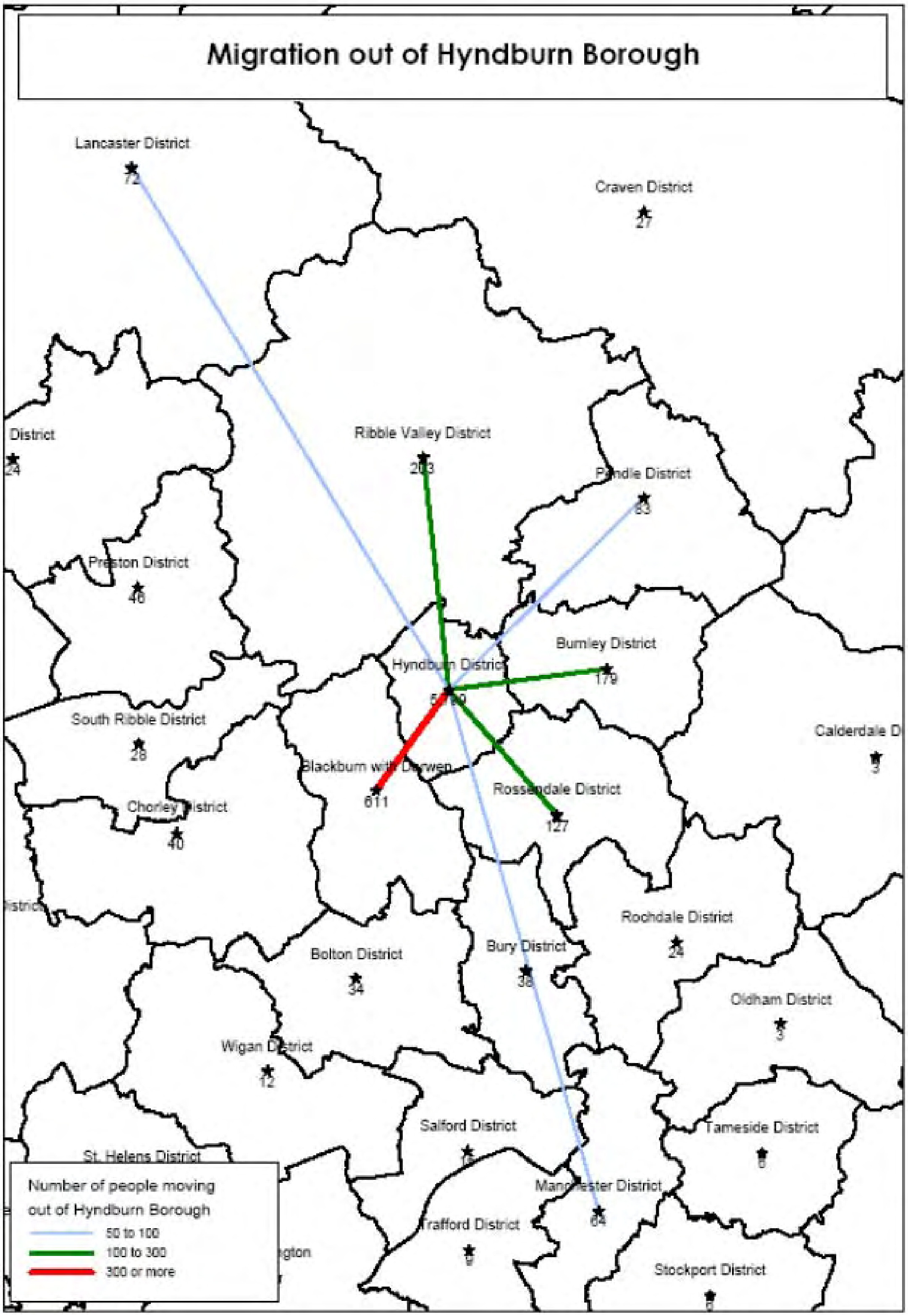
Source: Census 2001

2.17 As can be seen in the table above, most moves outside the Borough were to neighbouring authorities, especially Blackburn and to a lesser extent Ribble Valley and Burnley.

2.18 The Housing Market Assessment 2008 looked at where households would like and expect to move to. The data suggests that two thirds (67%) of households in Hyndburn would like to remain in the Borough whilst a slightly higher proportion actually expect to remain (71.3%).

2.19 The map below plots the number of household moves out of Hyndburn to neighbouring localities, using migration data from Census 2001. The map shows a thick red line indicating that 14% of homeowners out-migrate to the Blackburn and Darwen area, followed by the Ribble Valley, Burnley and Rossendale.

Map 2. Migration out of Hyndburn



Hyndburn In-migration

2.20 According to the 2001 Census, the top ten places that people came from who moved into Hyndburn were:

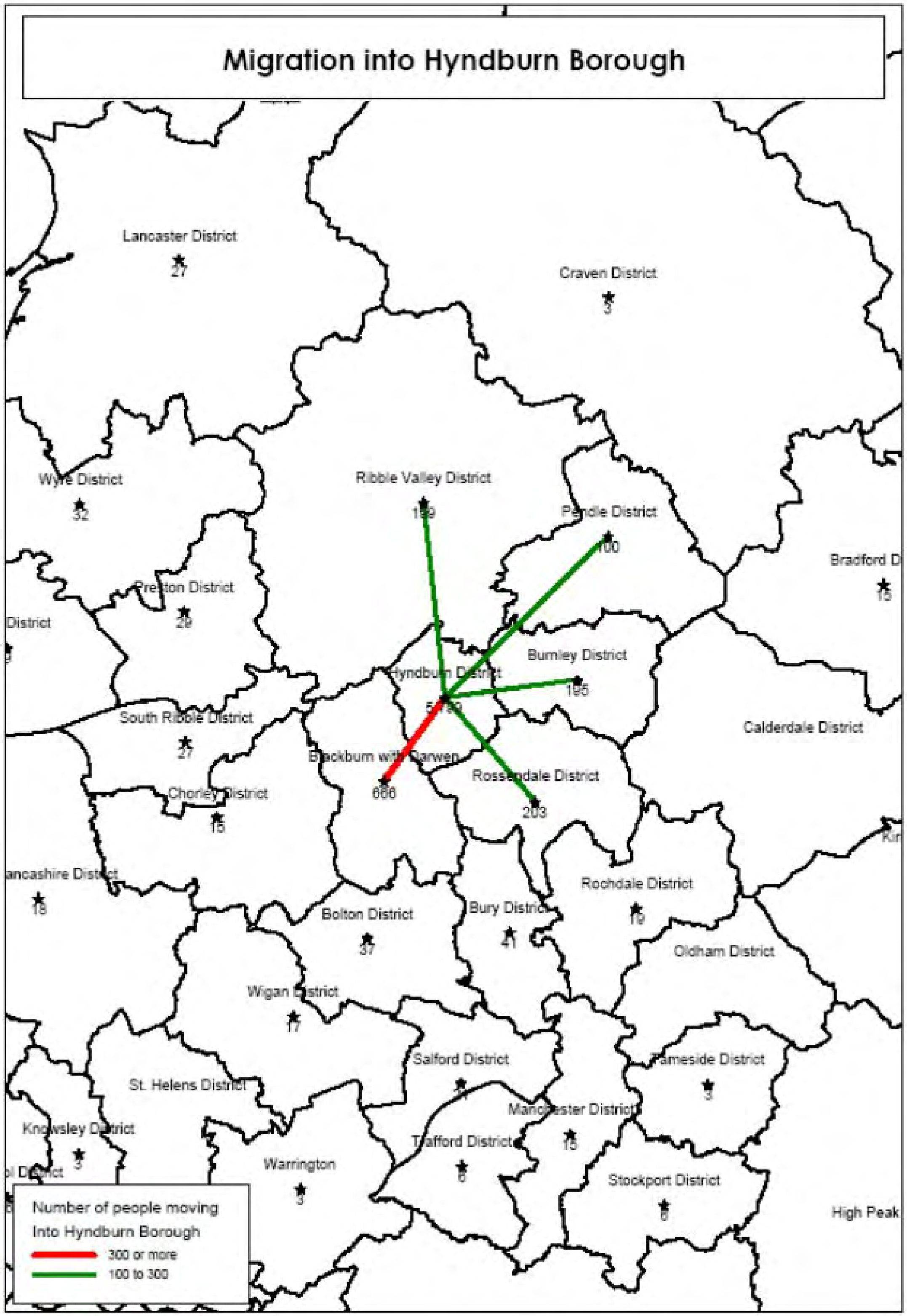
		Number of migrants	As a percentage of all those who moved
1	*BwD*	666	15.6
2	*Rossendale*	203	4.8
3	*Ribble Valley*	199	4.7
4	*Burnley*	195	4.4
5	*Outside UK*	176	4.1
6	*Pendle*	100	2.3
7	*Bury*	41	1.0
8	*Bolton*	37	0.9
9	*Wyre*	32	0.8
10	*Preston*	29	0.7

Source: Census 2001

2.21 More people moved into Hyndburn from Blackburn than moved the other way and there is a fairly large migration into Hyndburn from elsewhere in the UK. The movement of flow in and out of the Ribble Valley is fairly even between both areas.

2.22 The following map, again using Census 2001 data, plots the number of people moving into Hyndburn. The largest % came from Blackburn with Darwen with Ribble Valley, Burnley and Rossendale also identified as significant areas of origin. The number of people arriving from outside the UK is significant – further information on this is detailed in Chapter 3.

Map 3. Migration into Hyndburn



2.23 Findings from Hyndburn's Home Movers Survey (data collected over the past eighteen months) show that 62% of respondents stated their recent move was within the Hyndburn area, whilst 11% had moved from the Blackburn with Darwen area giving an overall self containment figure of 73% within the Housing Market Area.

2.24 The profile of in and out migration from the Housing Needs Assessment 2008 suggests that there will be a net outflow of multi-adult (no children) households and notable inflows of both single (non pensioner) households and households with children. The movement of pensioner households is roughly in balance as the following table shows.

Movements into & out of Hyndburn

	Moving in	Moving out	Net movement
Older person households	69	73	-4
Single (non-pensioner)	299	219	80
Multi-adult (no children)	271	324	-53
Households with children	191	158	33
Total	830	775	55

Source: Housing Needs Assessment 2008

Blackburn Out – Migration

2.25 According to the 2001 Census, the top ten places that people moved out of Blackburn to are as follows:

		Number of migrants	As a percentage of all those who moved out of the borough
1	*Hyndburn*	666	16.2
2	*Ribble Valley*	443	10.8
3	*Bolton*	229	5.6
4	*Preston*	134	3.3
5	*Manchester*	131	3.2
6	*Lancaster*	130	3.2
7	*Burnley*	118	2.9
8	*Chorley*	108	2.6
9	*South Ribble*	107	2.6
10	*Pendle*	86	2.1

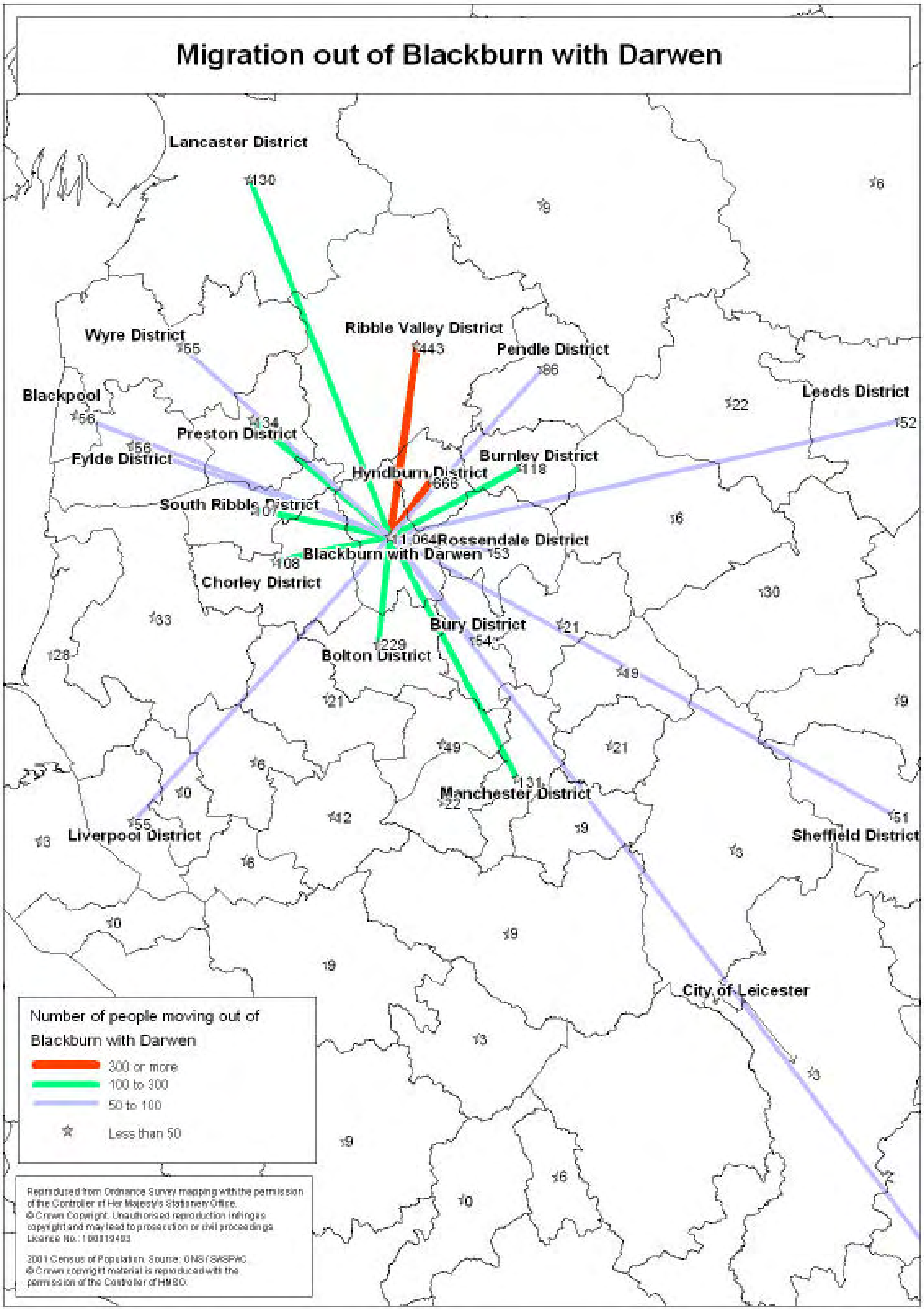
Source: Census 2001

2.26 Hyndburn and the Ribble Valley are the main areas that people migrated to, followed by the larger neighbouring towns of Bolton, Preston and Manchester. Compared to Hyndburn, Blackburn with Darwen has more out migration locations, with households migrating further afield indicating a more diverse population with people leaving for employment, and to be closer to family and friends and quality of life reasons.

2.27 The Housing Market Assessment 2008 looked at where households would like and expect to move. The data suggests that just under two thirds (64%) of households in Blackburn with Darwen would like to remain in the Borough whilst a slightly higher proportion actually expect to remain (68%).

2.28 The map below graphically plots the movement of population out of Blackburn with Darwen from the information shown in the table above.

Map 4. Blackburn: Out-migration



Blackburn In-migration

2.29 The top ten places that people came from who moved into the borough were:

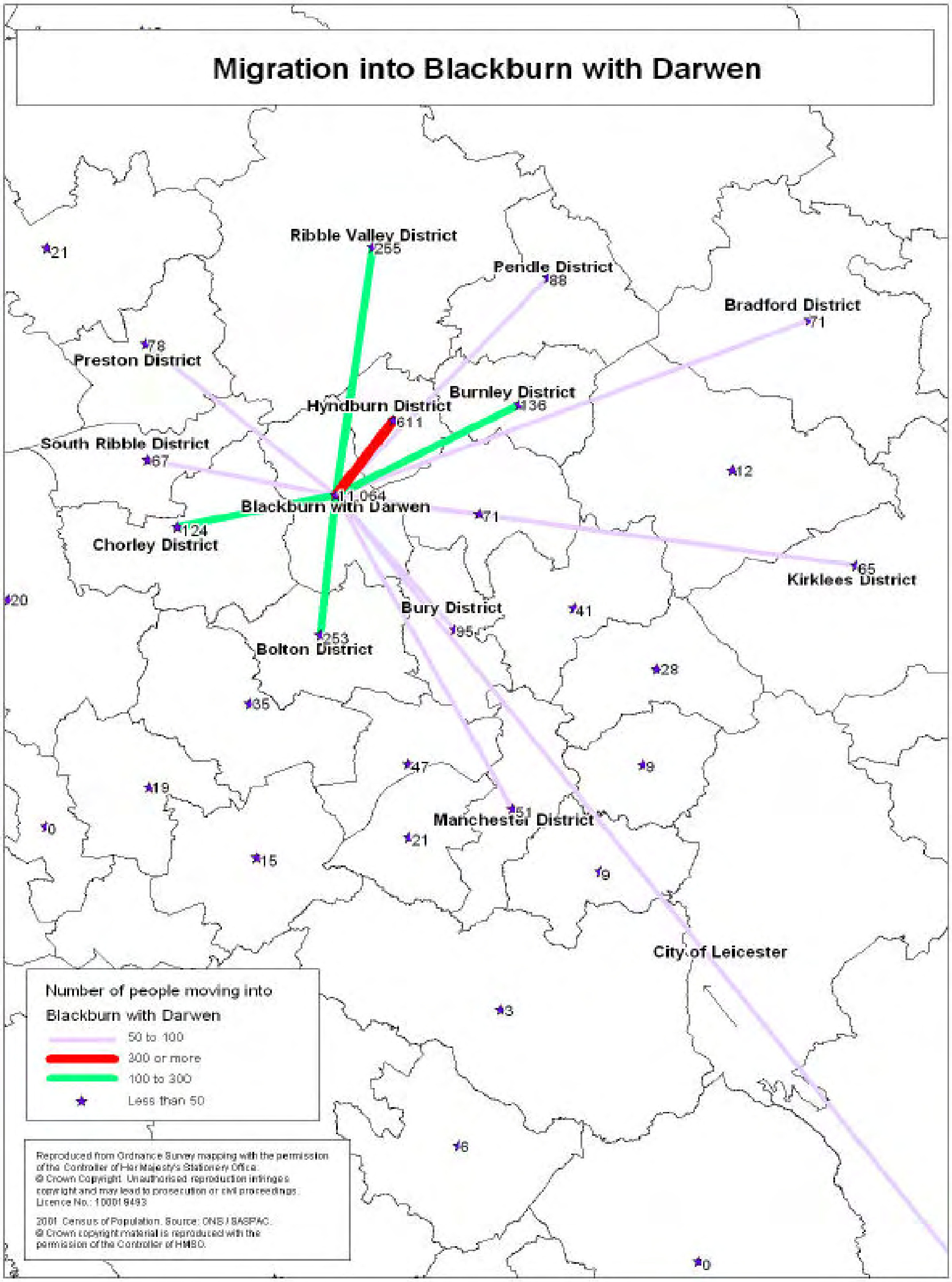
		Number of migrants	As a percentage of all those who moved into the borough
1	*Hyndburn*	611	16.0
2	*Outside UK*	508	13.3
3	*Ribble Valley*	255	6.7
4	*Bolton*	253	6.6
5	*Burnley*	136	3.6
6	*Chorley*	124	3.2
7	*Bury*	95	2.5
8	*Pendle*	88	2.3
9	*Preston*	78	2.0
=10	*Bradford*	71	1.9
=10	*Rosendale*	71	1.9

Source: Census 2001

2.30 Again, the Hyndburn area saw the largest outflow of residents migrating to the Blackburn with Darwen area, with an even inflow and outflow happening in the Blackburn with Darwen area. BwD also saw a significant number of inflows coming from outside the UK, more information is provided in Chapter 3. A significant proportion of people are migrating from the neighbouring authorities of the Ribble Valley and Bolton indicating a strong relationship; however evidence in this report does not identify a strong enough relationship for them to be described as part of the BwD and Hyndburn housing market area.

2.31 The map below graphically plots the movement of population into Blackburn with Darwen from the information shown in the table above.

Map 5. Blackburn In-migration



2.32 More people move out of Blackburn with Darwen into Ribble Valley than who move into the borough from Ribble Valley. This again shows that, like Hyndburn, there is a housing market relationship between Blackburn and

Ribble Valley. 508 people, or 13.3%, of people moving into the borough came from outside the UK.

2.33 The profile of in and out migration from the Housing Needs Assessment 2008 suggests that there will be a net inflow of multi-adult (no children) households and households with children, with an outflow of older person households. The movement of single non pensioner households is roughly in balance as the following table shows.

Movements into & out of Blackburn with Darwen

	Moving in	Moving out	Net movement
Older person households	160	240	-80
Single (non-pensioner)	408	406	2
Multi-adult (no children)	671	634	37
Households with children	558	521	37
	1,797	1,801	-4

Source Housing Needs Assessment 2008

2.34 Within Blackburn with Darwen district, the Darwen area is quite an insular market with a large proportion of households not moving out of the area and staying there throughout their lives, this is similar to the markets of Oswaldtwistle, Rishton and Great Harwood in the Hyndburn area.

Travel to Work Patterns

2.35 Travel to work patterns reflect the functional relationship between places where people work and live. Functional areas can provide useful contextual information in terms of the spatial extent of sub-regional housing market areas. For example, travel to work areas can provide information about commuting flows and the spatial structure of the labour market, which will be influence by the housing offer, household price and location. They can also provide information about the areas within which people move without changing other aspects of their lives (e.g.: work or service use). People will continue to commute unless more than housing is offered with the provision of the up market housing being pointless unless there are features in a place to attract these households. Travel to work patterns also provide an important indicator of economic linkages between areas within and outside the region.

2.36 The DCLG guidance defines Travel to Work areas as:
"Areas in which the majority of people both live and work and are defined using data on the relationship between people's place of work and their home."

2.37 In commenting on the usefulness of travel to work data for the delineation of housing market areas, the ECOTEC study remarked,
"In many ways travel to work patterns provide a better picture than migration data as they represent cumulative impact of migration trends over a substantial period."

2.38 The aim of an analysis of market areas is to try and identify areas which appear to be relatively self-contained with little connection to neighbouring areas. Areas which have strong connections with areas outside the district boundary should also be noted and their significance assessed.

Travel to work patterns in Hyndburn

2.39 The greatest flows of employed residents are within Hyndburn itself, 16,155 live and work within the Hyndburn district, 52% of all those in employment.

2.40 The following table shows that 6,407 Hyndburn residents (20.65% of those working) travel to Blackburn with Darwen for their place of work whilst 1,832 travel to Greater Manchester, 1,519 to Burnley, 1,439 to the Ribble Valley, 1,189 to Rossendale 1,180 to West Lancashire.

2.41 **Travel to work patterns in Hyndburn**

	Travel out of Hyndburn	%		Travel into Hyndburn	%
Hyndburn	16155	52.06%		16155	58.45%
Blackburn with Darwen	6407	20.65%		3083	11.15%
Greater Manchester	1832	5.90%		1411	5.11%
Burnley	1519	4.90%		1846	6.68%
Ribble Valley	1439	4.64%		1338	4.84%
Rossendale	1189	3.83%		1378	4.99%
West Lancashire	1180	3.80%		853	3.09%
Pendle	607	1.96%		936	3.39%
Yorkshire	240	0.77%		287	1.04%
South	192	0.62%		75	0.27%
Midlands	79	0.25%		75	0.27%
Merseyside	63	0.20%		106	0.38%
Cheshire	63	0.20%		51	0.18%
Outside UK	42	0.14%		0	0.00%
North	15	0.05%		6	0.02%
North East	9	0.03%		12	0.04%
Wales	0	0.00%		27	0.10%
TOTAL	*31031*			*27639*	

Source: Census 2001

2.42 Blackburn with Darwen represents the largest flow of people into the Borough with 3,083 people travelling into Hyndburn to work. 1,846 people travel into Hyndburn from Burnley, 1,411 from Greater Manchester, 1,378 from the Rossendale area and 1,338 from Ribble Valley.

2.43 Significantly more people travel out of the Hyndburn area (14,876), than those who travel in (11,484), with a net difference of 3,392 outflow.

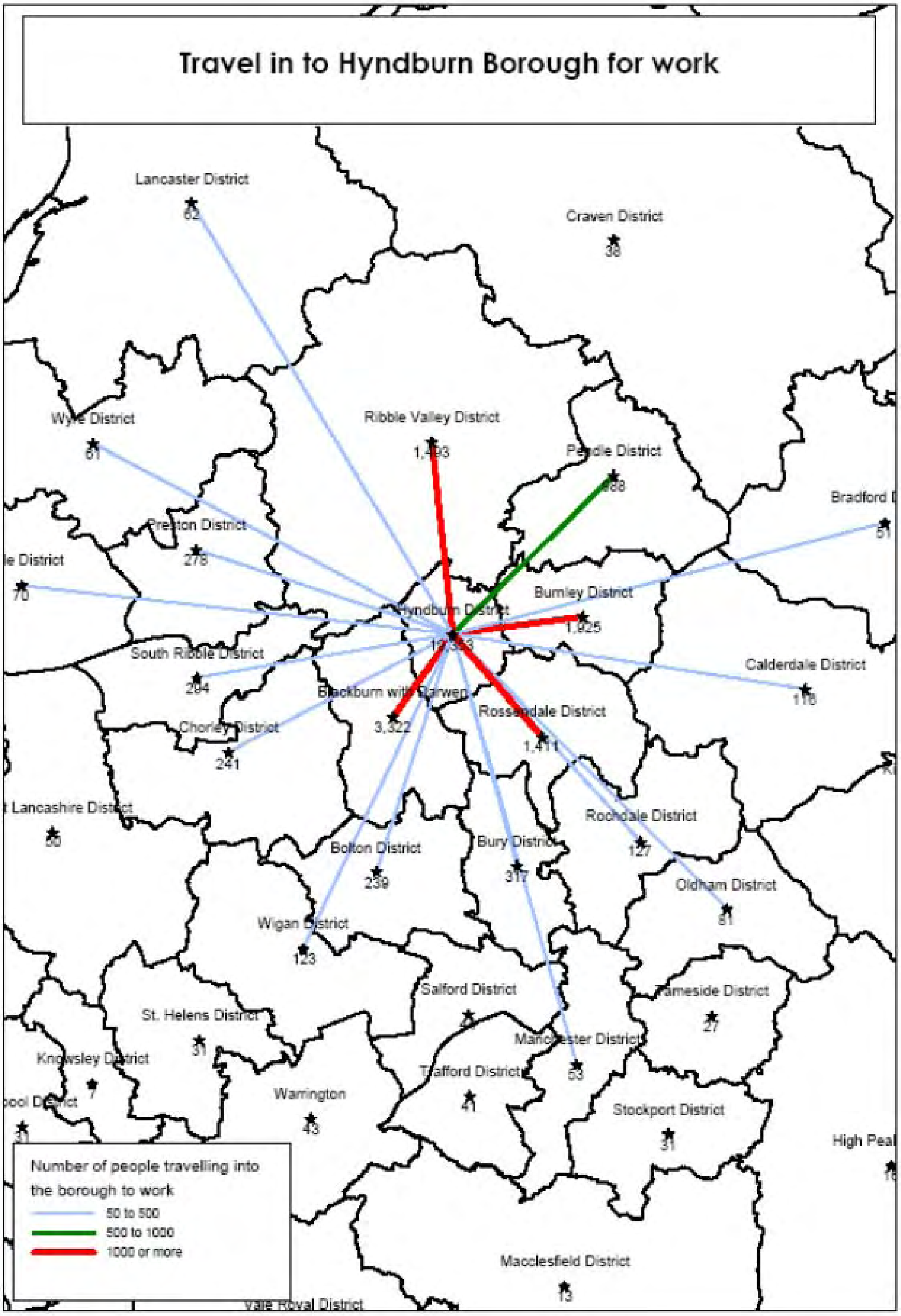
2.44 Using the data collected from the Hyndburn *Home Movers Survey* during 2007 there was more of a varied response. Based on the 196 responses of households moving into their new accommodation, 23% said they worked in the Hyndburn area, with the largest response – 38% - stating East Lancashire as their place of work (excluding Hyndburn). Out of the returns 10% said they were retired, 3% on Incapacity Benefits and 3% unemployed.

2.45 These figures indicate a large proportion of the higher skilled workforce commute out of the area to look for suitable employment suggesting a shortage of highly skilled managerial jobs in the Hyndburn area. Although this could also indicate a large proportion of households preferring to live in the Hyndburn area by taking advantage of the low house prices whilst being prepared to travel elsewhere to work.

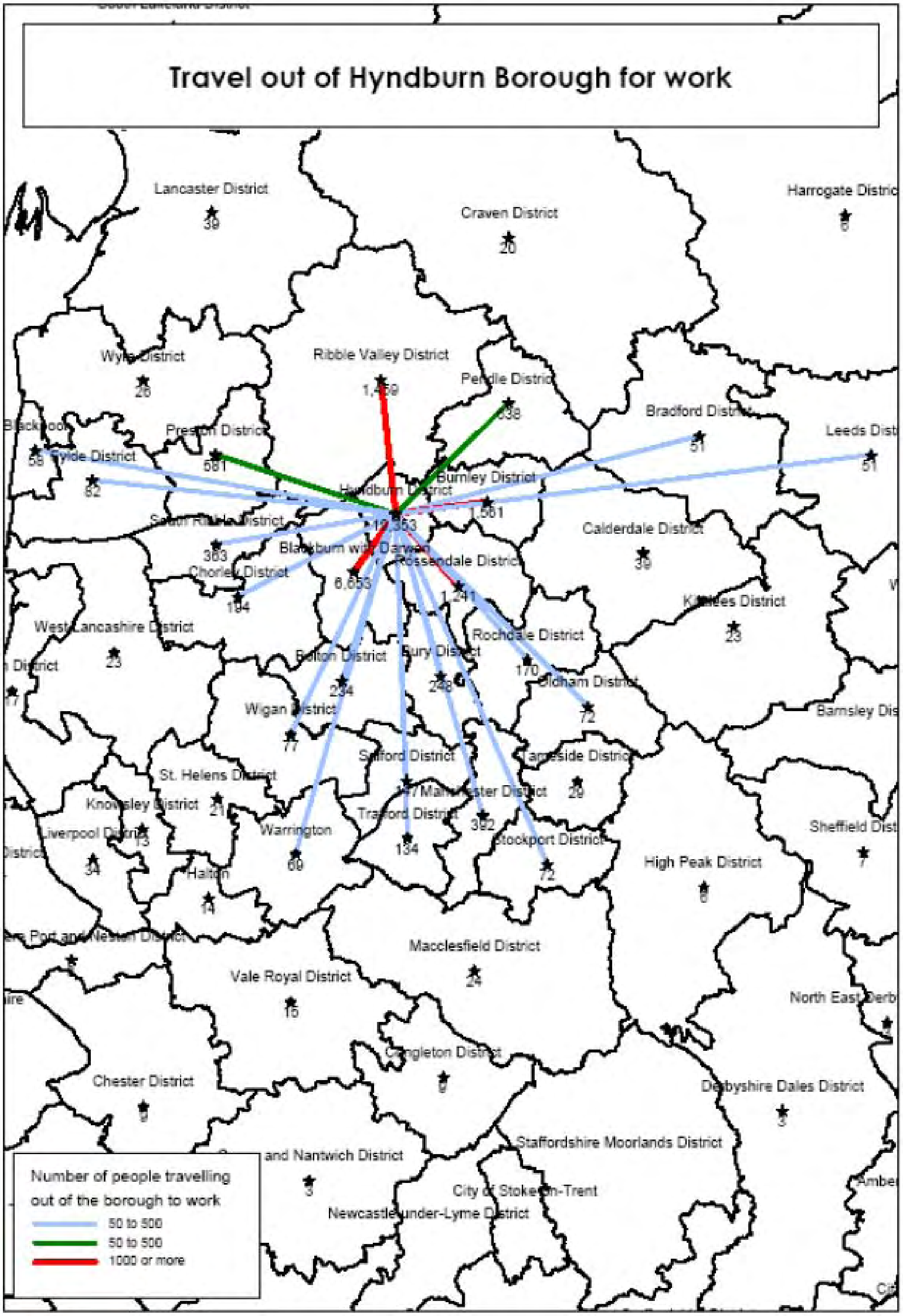
2.46 Census information shows that nationwide over 27% of the population travel further than 10km to work. In the Hyndburn area 19% of workers travel further than 10km, with 26% of Altham residents travelling the most, followed by Clayton and Rishton residents. Residents of the less affluent areas tended to travel the shortest of distances and tended to work more locally.

2.47 The following maps show a graphical representation of people travelling into and out of the Hyndburn area for work indicating strong connectivity with Blackburn with Darwen followed strongly by Burnley, the Ribble Valley and Rossendale.

Map 7. Travel into Hyndburn for work



Map 8. Travel out of Hyndburn for work



Travel to work patterns in Blackburn with Darwen

2.48 The greatest flow of employed residents is within the Borough itself, where 37,942 people live and work within the borough. 20,993 people travel into the borough to work and 15,673 travel out of the borough, this is a net inflow of 5,320.

Travel to work patterns in Blackburn with Darwen

	Travel out of BwD	%		Travel into BwD	%
BwD	37942	71.7%		37942	65.4%
Hyndburn	3322	6.3%		6653	11.5%
Ribble Valley	1664	3.1%		3334	5.7%
Preston	1568	3.0%		687	1.2%
Bolton	1467	2.8%		1288	2.2%
South Ribble	920	1.7%		989	1.7%
Burnley	912	1.7%		1245	2.1%
Manchester	703	1.3%		138	0.2%
Chorley	501	0.9%		1334	2.3%
Rossendale	492	0.9%		880	1.5%
Pendle	470	0.9%		799	1.4%
Bury	421	0.8%		488	0.8%
Trafford	254	0.5%		72	0.1%
Salford	236	0.4%		102	0.2%
Fylde	230	0.4%		220	0.4%
Wigan	187	0.4%		353	0.6%
Oldham	184	0.3%		204	0.4%
Blackpool	132	0.2%		188	0.3%
Wyre	132	0.2%		189	0.3%
Warrington	107	0.2%		67	0.1%
Rochdale	88	0.2%		94	0.2%
Lancaster	82	0.2%		195	0.3%
Stockport	79	0.1%		81	0.1%
West Lancs	77	0.1%		109	0.2%
Calderdale	71	0.1%		89	0.2%

Liverpool	69	0.1%		104	0.2%
Bradford	68	0.1%		101	0.2%
Macclesfield	65	0.1%		0	0.0%
St Helens	54	0.1%		59	0.1%
TOTAL	*52947*			*58004*	100%

Source: Census 2001

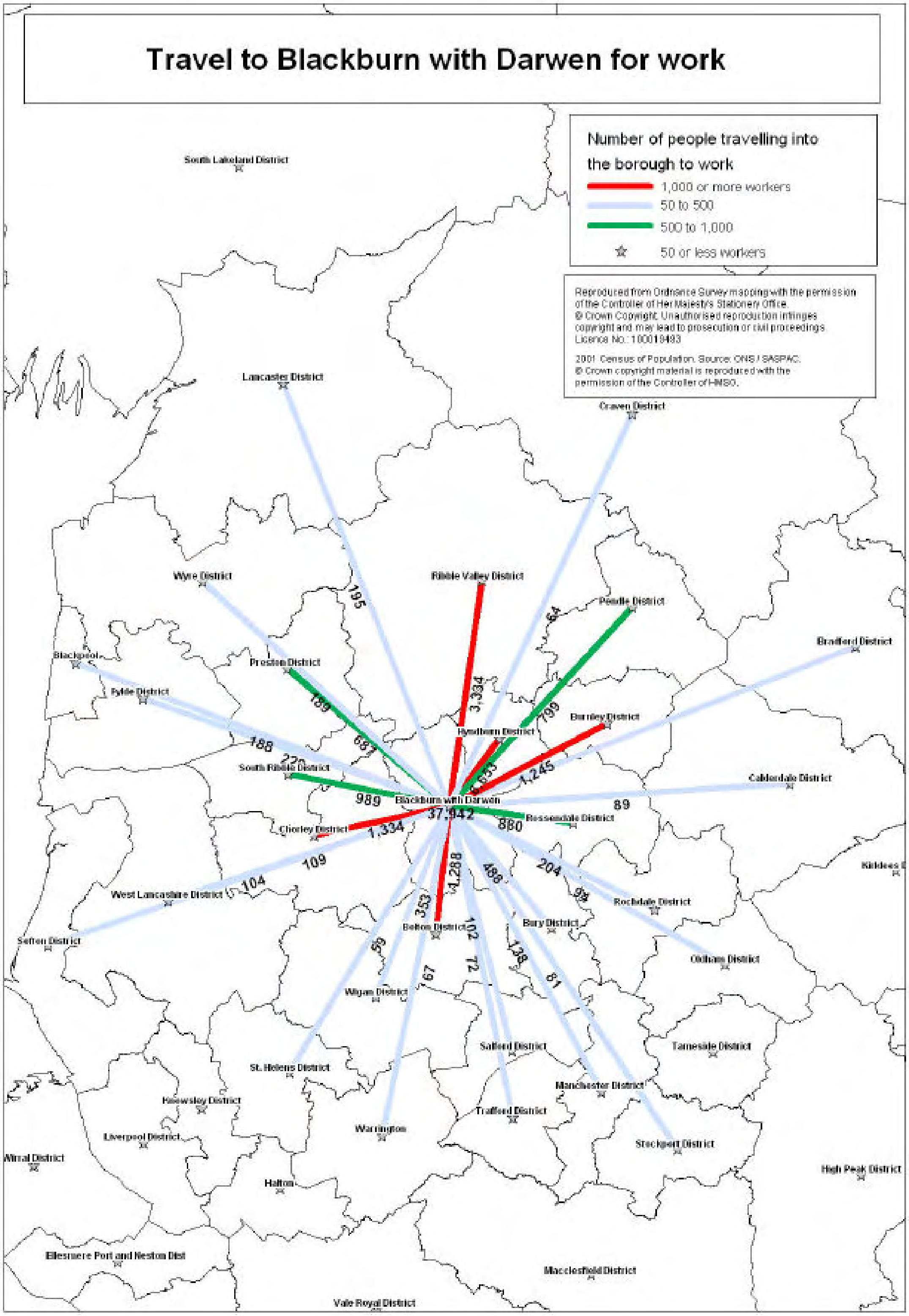
2.49 Hyndburn has the largest flow into the borough, with 6,653 people travelling into Blackburn with Darwen to work. 3,334 people travel in from Ribble Valley, 1,334 from Chorley, 1,288 from Bolton and 1,245 from Burnley.

2.50 Travel to work patterns in and out of the Borough, when taken in conjunction with income patterns (Chapter 3) show that there are some high income jobs in Blackburn. Although there have been developments of executive housing near the M65, there is anecdotal evidence that many with highly paid jobs in Blackburn choose to live outside the town. The failure of the borough to attract middle class people to live in Blackburn with Darwen presents the area with major challenges.

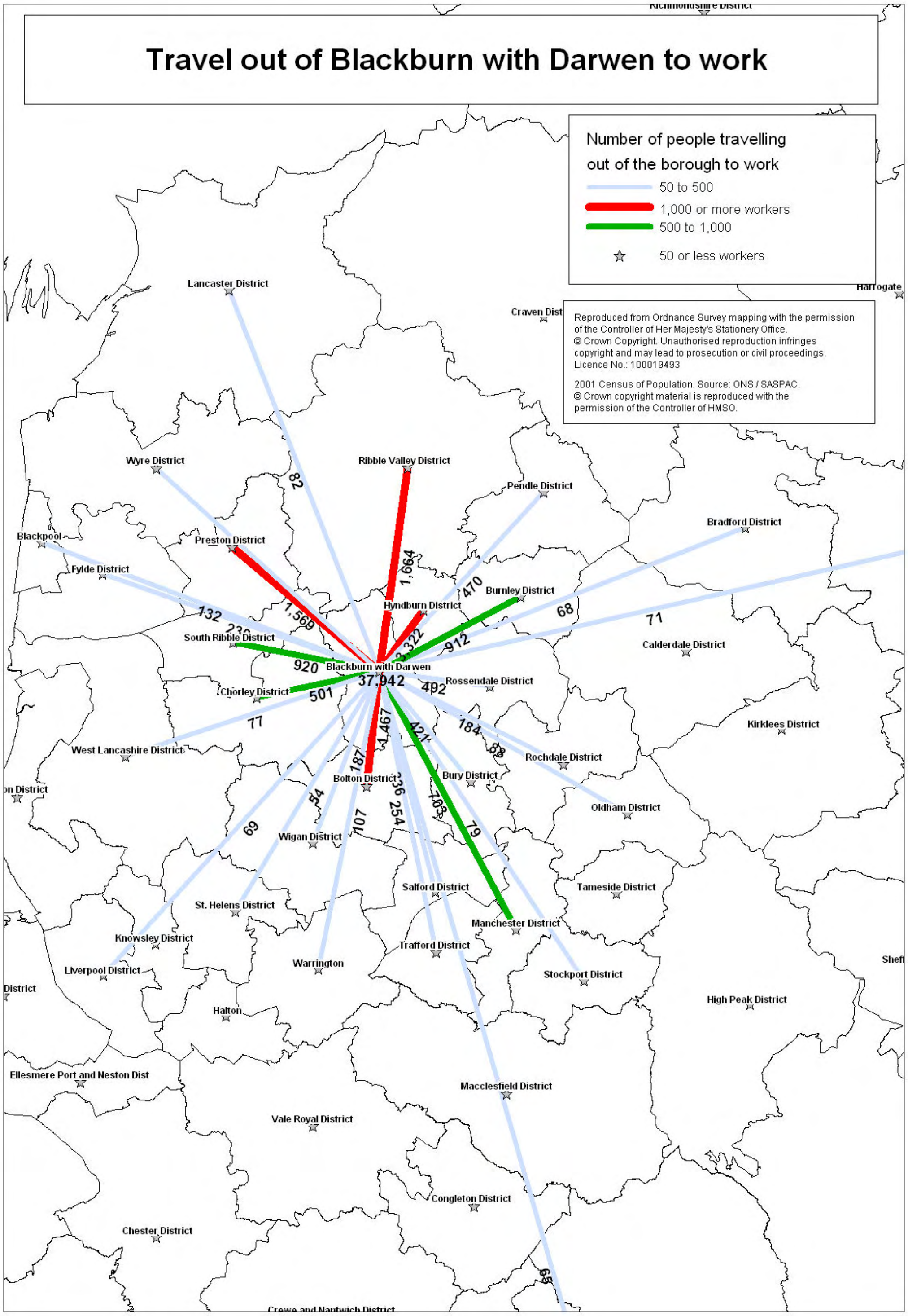
2.51 Research shows that people do not move to an area just for a particular job; what they are looking for is an overall lifestyle in terms of leisure, the arts and entertainment, quality of shopping and environment. It appears that Blackburn has a problem in providing these to potential executive in-movers. One of the most prosperous areas in terms of income in Lancashire is the Fernhurst ward which is located adjacent to the M65. The degree to which residents of this area take part in the life of the borough is questionable with a self-enclosed lifestyle and ‘quick getaway’ may be possibly the attraction of living in that area.

2.52 The following maps show a graphical representation of people travelling into and out of the Blackburn with Darwen area for work indicating strong connectivity with Hyndburn followed by Bolton, Preston and the Ribble Valley.

MAP 9. Travel to Blackburn with Darwen for work



MAP 10. Travel out of Blackburn with Darwen to work



2.53 There are a number of reasons why people choose to live where they do, in some cases it's to do with employment, for others it is the location and living close to their family and friends that matters. The overall cost of living can also play a part.

2.54 In relation to out-migration those households on higher incomes have the flexibility of living further afield from their place of work with the option of being able to commute into Blackburn with Darwen and Hyndburn. The good infrastructure and transport links with the M6, M65, M61, M62 corridor to Leeds and Liverpool and good train links to Preston, Leeds and Manchester help facilitate this.

2.55 Blackburn with Darwen has a high level of high tech industries attracting people to commute from further afield from the North West, but consequently taking revenue outside the area. Conversely Hyndburn has more local workers who travel out of the borough to find work, but consequently bring income back into the borough.

2.56 An aspiration for a large number of households in the housing market area is to live in the Ribble Valley area. However for the majority this is aspirational with the Ribble Valley property prices being twice the price of an average property in Blackburn or Hyndburn. However a large number of residents in both districts have been born and brought up in the area and now live and work there and have no desire to move out of the area. This seems to be replicated in the surrounding areas of Great Harwood, Clayton Le Moors, Rishton and Oswaldtwistle which all have sub housing markets of their own.

House prices and rates of change in house prices

2.57 House prices and rates of change in house prices reflect household demand and preferences for different sizes and types of housing in different locations. House prices provide a market-based reflection of housing market area boundaries. It enables the identification of areas which have significant price levels and changes compared to surrounding areas. The findings provide information about differences across the region in terms of the price people pay for similar housing, market 'hotspots', low demand areas and volatility.

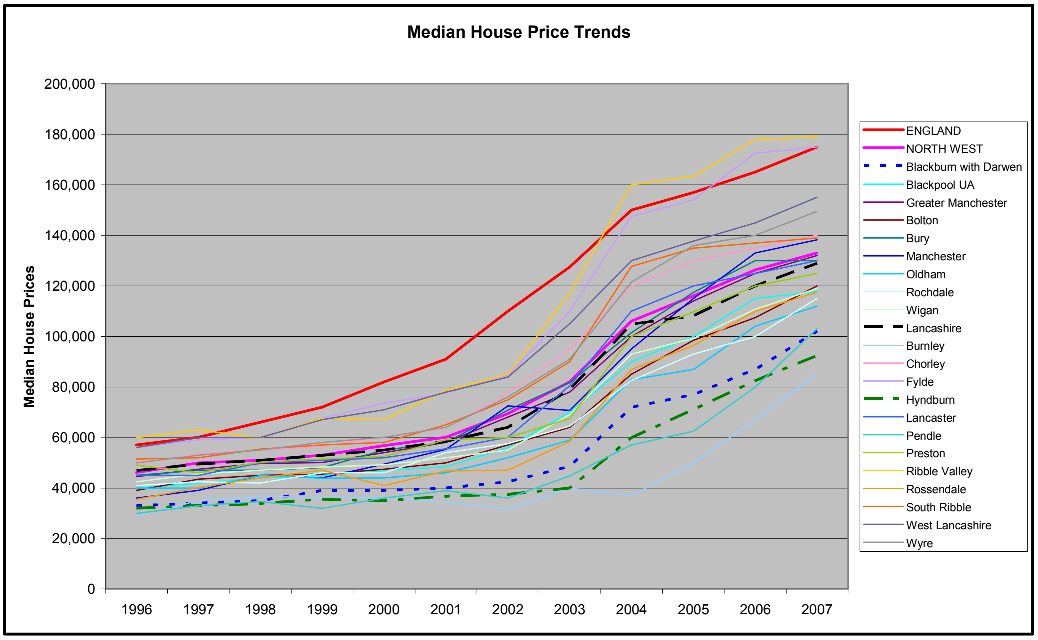
2.58 Identifying a market area by reference to house prices is based on the assumption that these areas will be ones in which the same goods (houses) will command the same price and that price will directly or indirectly reflect a broader assessment of quality of place in the perceptions of buyers and sellers. But housing is not so simple or uniform as to be easily comparable; nor are housing transactions always based upon coolly rational decisions.

2.59 Housing is highly variable in terms of three main factors;

- the property itself – housing of the same price may reflect very different house types and standards
- the neighbourhood – as a fixed structure housing is inescapably bound up with the physical and social attributes of the neighbourhood
- broader market conditions – house prices do not just reflect the immediate area but how the housing market performs regionally and nationally

2.60 So, in determining housing market areas and housing market typologies, house prices are one of a bundle of variables, albeit a very important one, reflecting perception of the overall "housing offer" of an area.

Median House Price Trends



Source: DCLG 2007

2.62 The chart above uses median house price to represent how values in Lancashire have increased in a similar way to the rest of the North West and England and Wales, when we look at trends in house prices. At the local authority level only Fylde and Ribble Valley have prices in line with the national average. Burnley, Hyndburn and Blackburn have sales values consistently lower than the rest of Lancashire. The chart also shows the close proximity in house prices between Blackburn and Hyndburn, this is also indicated in the similarity in terraced prices between the two areas, in Chapter 5: The Current Housing Market shows this in more detail.

2.63 The Hyndburn and Blackburn with Darwen average house prices between the period 2001 to 2007 have also increased at a fast rate, with terraced properties growing faster. This represented a ‘catching up’ from the late 1990s when terraced house prices increased more slowly than average, but the inevitable effect was to worsen affordability for lower incomes and first time buyers as shown in the table below.

Median Affordability Ratio's
(The median affordability ratio is the median house price divided by the median income for an area giving an affordability ratio).

Median	1997	1999	2001	2003	2005	2007
BwD	**2.25**	**2.46**	**2.17**	**2.37**	**3.92**	**4.25**
Hyndburn	**2.35**	**2.35**	**2.45**	**2.07**	**3.67**	**4.54**
Burnley	2.01	2.01	1.94	1.85	2.39	3.86
Pendle	2.03	2.24	2.19	2.29	2.84	4.39
Ribble Valley	3.60	3.41	4.33	6.25	7.31	7.70
Rossendale	2.82	3.36	3.10	3.68	5.57	6.07
Lancashire	3.03	3.06	3.16	3.79	5.03	5.74
NORTH WEST	3.01	3.04	3.19	3.94	5.37	5.74
ENGLAND	3.54	3.86	4.47	5.83	6.81	7.18

Source: Annual Survey of Hours & Earnings (ASHE) 2007, Land Registry

2.64 As can be seen in the table affordability has gone from 2.25 / 2.35 in the HMA upto 4.25 / 4.54 highlighting the decrease in affordability over the past ten years with house prices going up and earnings not keeping pace, resulting in more of people's household incomes being spent on either mortgage or rental costs compared with 1997.

2.65 Taken from the Nevin Leather report into the delivery of strategic housing market assessments in the North West 2008, findings show a major variation in house price between the housing market areas which was consistent over time allowing for leading and lagging price increases in different areas. Indeed this was one of the main factors used to determine their boundaries as discussed above. In 2006 the median house prices in the North West ranged from £74,500 in Burnley / Pendle to £245,000 in Central Lakes. At the lower end of the scale, Burnley / Pendle was followed by Barrow (£84,000) and Blackburn with Darwen / Hyndburn (£86,000).

2.66 Differences in average house prices partly reflect the different mix of property types between areas, with Pennine Lancashire having a large proportion of terraced dwellings compared to the rest of the North West. Blackburn with Darwen and Hyndburn have a low proportion of detached properties in comparison to the rest of the North West, and with low supply you would expect high demand, however surprisingly detached properties in the Housing Market Area are considerably less than other areas. *The subject is covered comprehensively in Chapter 5: The Current Housing Market.*

Ribble Valley and neighbouring boroughs

2.67 Housing market areas overlap with surrounding areas to different degrees and earlier reports by ECOTEC had identified the southern part of the Ribble Valley area as part of the Blackburn with Darwen and Hyndburn housing market area. However, in contrast the Ribble Valley SHMA suggests limited links and connections to the Blackburn with Darwen and Hyndburn sub regional housing market area outlined in this report, similar to other Ribble Valley neighbouring authorities. Other links do exist, for instance travel to work patterns between Hyndburn and Greater Manchester and links between Blackburn and Bolton so that boundaries are never absolute.

2.68 The evidence and documents reviewed highlighted that Ribble Valley has a unique housing market within Pennine Lancashire, with a number of self-contained small towns as well as connections to employment markets in Preston, Blackburn, Hyndburn and Burnley. The borough is the only Pennine Lancashire local authority not covered by the Elevate Housing Market Renewal programme, containing many affluent and attractive communities, which pull high income earners to the area. There is traditionally strong demand for housing in the borough, especially in rural terms. Ribble Valley is clearly different to neighbouring authorities in terms of demand, but shares some of the issues around housing quality and access to employment.

2.69 A sizeable proportion of residents in the Blackburn with Darwen and Hyndburn geographical area migrate to the Ribble Valley, and many more aspire to live there; but the reality is that only a small number succeed, mainly due to affordability with prices in the Ribble Valley being significantly higher than the neighbouring housing market area. One of the main reasons identified by local estate agents for this migration is to be closer to better regarded schools, with households moving into catchment areas in the Ribble Valley to help their child gain entry. Considerably fewer residents in the Hyndburn area travel to work in the Ribble Valley area and vice versa, with only small numbers of Ribble Valley residents travelling to Hyndburn. Whilst in the Blackburn area there is a sizeable proportion of Ribble Valley residents travelling to work every day, and the numbers of Blackburn residents travelling to the Ribble Valley is in the same proportion as those who travel to Bolton, Preston and Burnley, but considerably fewer than those who travel into Hyndburn.

2.70 Therefore in terms of the three factors that identify a housing market area, Ribble Valley has only a limited amount of linkage and overlap with the Blackburn with Darwen and Hyndburn housing market area. The evidence provided indicates some association with the Ribble Valley market, in terms of migration and travel to work but the chart above emphasises the fact that these areas are two separate markets in terms of house prices.

2.71 The report by the NWRA into the ‘Delivery of Strategic Housing Market Assessments in the North West’ 2008 identifies Blackburn with Darwen and Hyndburn as a housing market area concurring with the findings of this study.

Conclusion

2.72 The Blackburn with Darwen and Hyndburn study identifying housing market areas incorporates all three factors and shows a strong self containment area, as indicated in the earlier Ecotec study and the latest Nevin Leather research. Both areas incorporate a similar housing market as mentioned above, similar housing market typologies which are explained in more detail in Chapter 5, and a strong containment when it comes to migration and travel to work all outlined above.

CHAPTER THREE: Current housing situation: Demographic and social-economic indicators

3.1 This chapter looks at housing market drivers. Primary drivers impact on the sub-regional housing market as a whole and are mostly long-term in their impact. These will determine the long-term size and health of the housing market and they are:

- Demographic change
- Economic change
- Aspirations and the housing offer

3.2 Secondary drivers influence people's decisions about where to live and in which type of house; they distribute demand in the market both geographically and by property types and the main ones are:

- Environmental quality
- Social cohesion
- Crime and the fear of crime
- Educational quality
- Housing quality
- Quality of local amenities and services

(David Cumberland: *A Review of Housing Market Drivers, 2005).*

3.3 The above analysis illustrates how housing must be seen in the context of social and economic factors that drive housing consumption. This chapter analyses the first two main drivers of the housing market, whilst the third can be found in Chapter Four.

Demographic Change

Population and households

3.4 The demographic spread of the population is important in estimating the needs and demands for housing, but as Census data is becoming outdated there is a need to track this up to the present and into the future, particularly as there can be substantial lead-in times between the planning and delivery of housing schemes. Projections into the future are contained in Chapter Six, but at the 2001 Census the sub-regional Housing Market Area had a population of 218,958. This population comprised 86,383 households. Hyndburn had a population of 81,487 persons and Blackburn with Darwen had a population of 137,471. The age breakdown was as follows:

Age breakdown

Age Band	Blackburn with Darwen	%	Hyndburn	%
0-19	42,382	30.8	22,551	27.6
20-49	55,723	40.6	32,696	40.2
50-64	21,057	15.3	13,949	17.1
65-79	13,673	9.9	9,028	11.1
80+	4,636	3.3	3,263	4.1
Totals	**137,471**		**81,487**	

Source: 2001 Census

3.5 Both Hyndburn and Blackburn with Darwen have a young population, with Hyndburn more weighted towards the elderly groups and Blackburn weighted towards the youngest groups. Updated population estimates for 2006 are as follows:

Resident Population by Age Group, Mid-2006 (%)

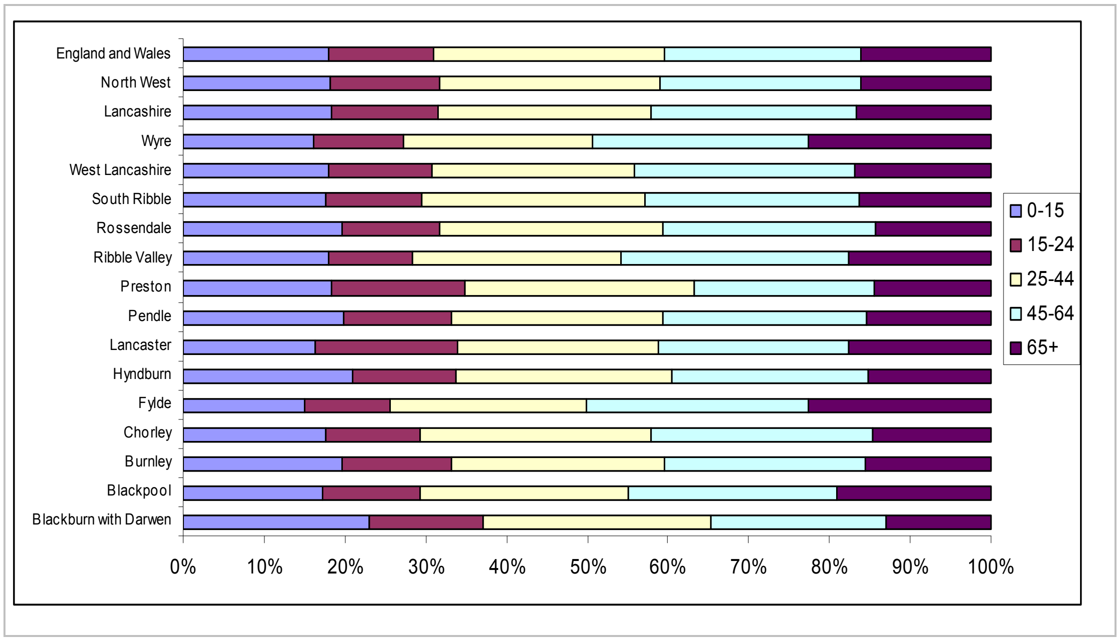
	Age Band					Total
	0-14	15-24	25-44	45-64	65+	
Blackburn with Darwen	22.8	14.5	27.9	22.1	12.7	141,200
Hyndburn	20.3	12.9	27.0	24.5	15.3	82,200
Pendle	19.4	13.5	26.1	25.6	15.3	90,100
Ribble Valley	17.5	11.2	25.1	28.4	17.8	57,800
Rossendale	19.3	12.4	27.4	26.5	14.2	66,700
Burnley	19.3	14.1	25.9	25.3	15.3	88,000
East Lancashire (Pennine)	**20.2**	**13.4**	**26.7**	**24.9**	**14.8**	**526,000**
Lancashire NUTS-2	18.0	13.6	26.1	25.5	16.7	1,449,600
North West	17.9	13.8	27.2	25.0	16.2	6,853,200
England and Wales	17.7	13.2	28.4	24.6	16.0	53,728,800

Source ONS - Mid-Year Population Estimates 2006

3.7 The age breakdown is particularly important in the estimation of new household formation and the planning of housing and services to all sections of the population. Age may be a factor in migration, for instance younger people may move into higher education and leave the market area after graduation if there are no job opportunities for them.

3.8 A quarter of Blackburn with Darwen's population is under the age of 16, the highest proportion of all authorities in the North West and the second highest in England, indicated in the chart below. Within a Lancashire context, Blackburn with Darwen and Hyndburn have the youngest populations, in part due to the higher fertility rates in the BME population. This higher fertility means that their populations are being maintained through high fertility rates rather than inward migration. Perhaps as a result of its large BME community, Blackburn has a comparatively young age profile.

3.9 **Lancashire Population by Age Band**

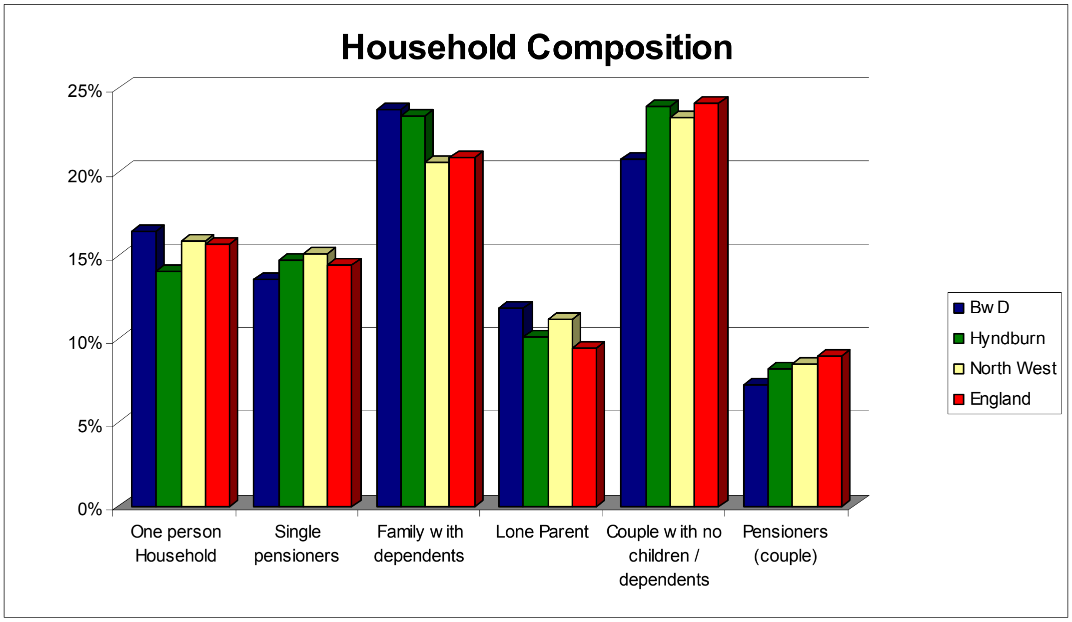


SOURCE: ONS Population Estimates 2005

Household Size and Composition

3.10 The Census 2001 shows Blackburn with Darwen has the largest proportion of one person households. This generates the demand for more suitable sized accommodation i.e. one and two bedroom properties. Also, Blackburn with Darwen in contrast has the lowest proportion of pensioners, whilst Hyndburn has a slightly higher proportion than the North West average. Both Hyndburn and Blackburn with Darwen have a large proportion of couples both with and without dependent children.

3.11 The Census figures from 2001 show Blackburn with Darwen has a similar proportion of pensioner households compared with the North West and National average, whilst Hyndburn has a slightly higher proportion, indicating an older population. The Housing Needs Assessment 2008 estimates the percentage of pensioners in Hyndburn at 27%, with slightly less in Blackburn (25%), again similar to an equivalent figure of 24% in the North West region. There are clear differences between the spread of household types across tenure groups.



Source: Census 2001

3.12 The owner-occupied (no mortgage) sector contains a large proportion of pensioner households (as does the social rented sector) whilst lone parent households appear to be concentrated in the social and private rented sectors. The owner-occupied (with mortgage) sector has the largest proportion of households with children closely followed by the private rented sector (where around a fifth of households were found to be lone parents).

3.13 Household numbers are growing within Housing Market Area at a rate of over 1% every two years. In 2007 there were 90,146 households in the area, 34,500 in Hyndburn and 55,646 in Blackburn; this shows a rise of 3,763 since 2001. However, the average size of household is reducing; 2.56 in 1991 and down to 2.39 in 2001, but comparable with the national average at the time of 2.36 in 2001. The latest Housing Needs data suggest this figure is now at 2.3 in Hyndburn and 2.4 in Blackburn with Darwen. These figures are in line with the most recent national estimate taken from the Survey of English Housing, with 2.1 in the owner occupation (no mortgage), and 2.7 in the owner-occupied (with mortgage) indicating families, whilst the social rented sector has the smallest with 1.9, having a large proportion of households with only one person. Most significantly there is a strong growth in one and two person households that is set to continue.

3.14 The data from the survey suggests significant differences in the average household size between ethnic groups with Asian-Pakistani households having an average household size of 4.6 persons in Hyndburn, this is also the case in Blackburn with Darwen where estimated household size is 4.3 in the Asian-Pakistani and Indian households.

Ethnicity and housing in the sub-regional housing market

3.15 Immigration to the Hyndburn and Blackburn area took place on a large scale in the 1950's and 1960's to address labour shortages in the textile industry. This inflow was mainly from India and Pakistan and, like many immigrant groups before and since, a priority for these newcomers was cheap housing. Patterns of settlement were concentrated in specific housing areas where communities could maintain their cultural traditions and religious observance whilst deriving mutual support from fellow nationals and kinship networks. As Asian families have higher fertility rates, this has led to problems of overcrowding due to the constraints of the particular housing forms (terraces) in the areas in which they located.

3.16 The Asian populations in Hyndburn and Blackburn are over-represented in poor quality, terraced accommodation that causes them to experience problems of overcrowding. Their preference is for owner occupation, although their experience of high levels of disrepair provides a good illustration that owner occupation cannot be equated with economic prosperity. Many of these areas have been subject to successive regeneration schemes since the General Improvement Areas in 1969 and

Housing Action Areas in 1974 up to the current Housing Market Renewal programme, although there is some doubt as to the lasting impact of some of these interventions.

3.17 The ethnic composition of the two Boroughs is as follows:

Ethnic Group Breakdown:

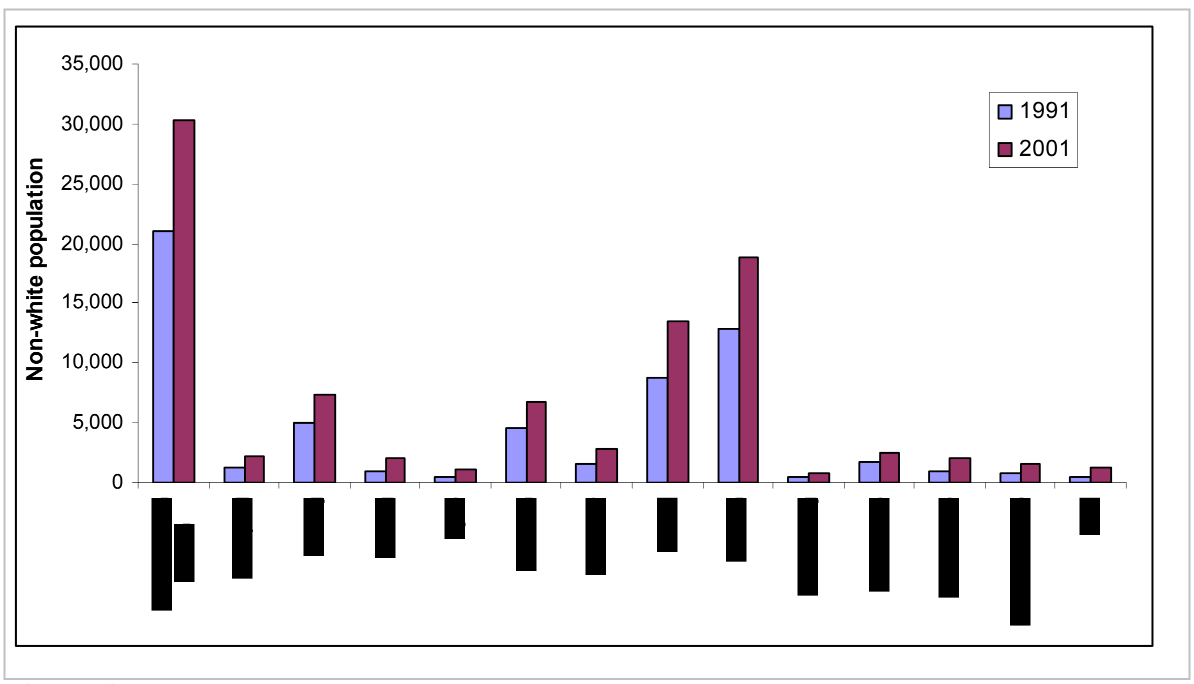
Ethnic Group		Hyndburn (000's)		Blackburn with Darwen		Lancashire NUTS-2	North West	England
		No.	**%**	**No.**	**%**		**%**	**%**
White	*British*	72.5	88.8	106.6	75.3	90.4	90.7	85.3
	Irish	0.7	0.9	1.1	0.8	0.8	1.1	1.2
	Other White	0.7	0.9	1.6	1.1	1.1	1.4	3
	All White	73.9	90.6	108.3	77.2	92.4	93.2	89.5
Mixed	*White & Black Caribbean*	0.1	0.1	0.3	0.2	0.3	0.4	0.5
	White & Black African	0	0	0.2	0.1	0.1	0.2	0.2
	White & Asian	0.3	0.4	0.8	0.6	0.3	0.3	0.4
	Other Mixed	0.1	0.1	0.3	0.2	0.2	0.2	0.4
	All Mixed	0.5	0.6	1.6	1.1	0.8	1.1	1.5
Asian or Asian British	*Indian*	0.6	0.7	14.4	10.3	2.3	1.3	2.3
	Pakistani	5.7	7	12.5	8.9	3	1.9	1.6
	Bangladeshi	0.2	0.2	0.6	0.4	0.3	0.4	0.6
	Other Asian or Asian British	0.3	0.4	1.3	0.9	0.3	0.3	0.6
	All Asian or Asian British	6.8	8.3	28.8	20.5	5.8	3.9	5.1
Black or Black British	*Caribbean*	0.1	0.1	0.2	0.1	0.2	0.3	1.2
	African	0.1	0.1	0.6	0.4	0.2	0.5	1.2
	Other Black or Black British	0	0	0.0	0.0	0	0.1	0.2
	All Black or Black British	0.2	0.2	0.8	0.6	0.4	0.9	2.6
Chinese or Other Ethnic Group	*Chinese*	0.1	0.1	0.3	0.2	0.3	0.6	0.6
	Other Ethnic Group	0.1	0.1	0.3	0.2	0.2	0.3	0.6
	All Chinese or Other Ethnic Group	0.2	0.2	0.6	0.4	0.5	0.9	1.2
ALL PEOPLE		**81.6**	**100**		**100**		**100**	**100**

Source: ONS - Mid-Year Population by Ethnic Group, 2004 (Experimental Statistics)

3.18 Blackburn with Darwen has the considerably higher South Asian population with over one fifth of the population, in comparison to 8.3% in the Hyndburn area. The largest ethnic group in Hyndburn is of Pakistani origin, whilst Blackburn is more of an even split with the largest proportion originating from India, with 90% of the South Asian population in both boroughs being Muslim.

3.19 BME population growth is one of the main population drivers in the sub-region, particularly in Blackburn with Darwen. The figure below shows how the non-white population grew across Lancashire between 1991 and 2001. Retrospective Census figures give an indication of changing populations, but projections into the future are not reliable due to unknown migration patterns.

Changing BME population 1991-2001

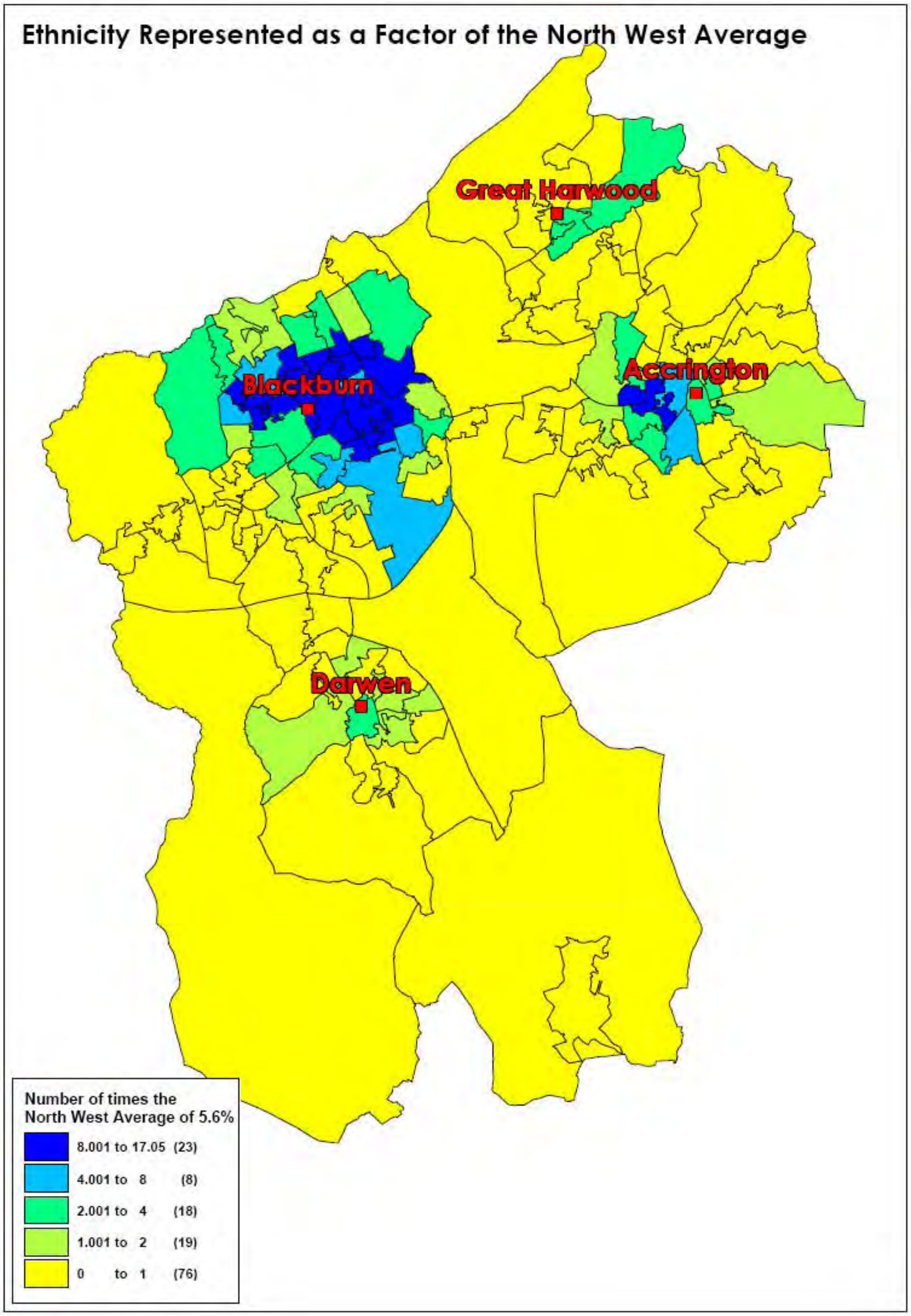


Source: Census 2001

3.20 The large South Asian communities are growing at a high rate, with high fertility rates and a large younger population, with these communities concentrated in a number of urban areas and more likely to be affected by overcrowding, poor housing condition, deprivation and lack of facilities. This growing population may have intensified competition for the small numbers of available and suitable properties. Also highlighted from estate agent interviews, the South Asian community require larger properties, larger rooms, 2 reception rooms and the more successful are starting to migrate away from the traditional South Asian communities towards with more affluent larger style properties.

3.21 The clustering together of ethnic groups into distinct geographical areas is a feature of all successive immigration patterns. This pattern is starting to change with more westernised younger couples moving out of the areas and again households looking for those larger properties. The map below shows the current pattern of the South Asian communities across the Housing Market Area. Information that has come out from speaking to estate agents is that households don’t like to mix culture and race and where there is a majority of the opposite culture people avoid areas.

3.22 The dark blue areas on the map below show the high percentage of BME households, and indicate areas which are over 8 times the North West average for ethnic minority households. Again, as highlighted earlier in the section high concentrations of BME households are over represented in the urban core, pathfinder areas with high proportion of unfit dwellings. The high percentages of BME households are represented in the wards of Audley, Bastwell and Shear Brow in Blackburn with Darwen and Central ward in Hyndburn.


Ethnicity Represented as a Factor of the North West Average
Great Harwood
Blackburn
Accrington
Darwen
Number of times the North West Average of 5.6%
8.001 to 17.05 (23)
4.001 to 8 (8)
2.001 to 4 (18)
1.001 to 2 (19)
0 to 1 (76)

3.23 Since the pattern of housing migration is dependent upon economic mobility, population decentralization of the Pakistani population is likely to remain limited since their economic profile remains poor. However, commonly held assumptions of South Asian people forming large multi-generational households with a desire to live in 'Asian' areas is being challenged through demographic changes, lifestyle choices, economic factors, rising aspirations and gender equality.

3.24 Analysis of the Housing Needs Assessment 2008 shows there are significant differences between the Asian-Pakistani and the Asian-Indian (In Blackburn) population and the White-British group. Key differences include:

- Asian-Pakistani households are on average significantly bigger than White-British ones with an average household size of 4.6 in Hyndburn and 4.3 in Blackburn compared with 2.2.
- Asian-Pakistani households are particularly likely to be owner-occupiers with relatively few living in either social or private rented accommodation.
- A large proportion of Asian-Pakistani households contain children with relatively few being comprised of solely older persons.
- Income levels are generally low for Asian-Pakistani households with an average income of only £14,850 in Hyndburn and £17,187 in Blackburn. This compares with £22,651 for White-British households in Hyndburn and £23,088 in Blackburn with Darwen.
- Levels of unsuitable housing are also high in the Asian-Pakistani group where an estimated 42.9% in Hyndburn and 40.1% in Blackburn are living in housing which is not suitable for their requirements (the figure for the White-British group is only 8.5%).
- On all the above measures the Asian Indian population (largest in Blackburn) is intermediate between Asian Pakistani and White.

3.25 Findings from the report into *Housing Needs of BME Communities in Hyndburn* 2008 stress the concerns from the communities with the condition of the properties and the actual design and layout.

- The members of a Community Advice centre raised the concern that the terraced houses were not suitable and the need for separate rooms for men and women.
- The design of terraced houses are often not suitable for individuals with disabilities. They are also not appropriate for the formalities associated when a death occurs within the family when the body is brought back to the house for final farewell.
- As far as housing design is concerned the important issues were a big kitchen with more space; bath and toilet downstairs as well as upstairs; sufficient space to accommodate family and visitors and two living rooms downstairs.
- The problems with housing conditions where people have low paid jobs and people were unable to spend money on their houses because of financial circumstances.

3.26 Other concerns that were brought up at the focus groups as part of the study was around displacement, when families had to move out of their community when areas had been demolished for building work. Households found it very difficult to find suitable accommodation nearby at an affordable price that had the same community facilities. This was especially the case with older households who felt isolated because they moved out of the neighbourhood and had difficulty in getting to their local mosques and lost their social circle as a result.

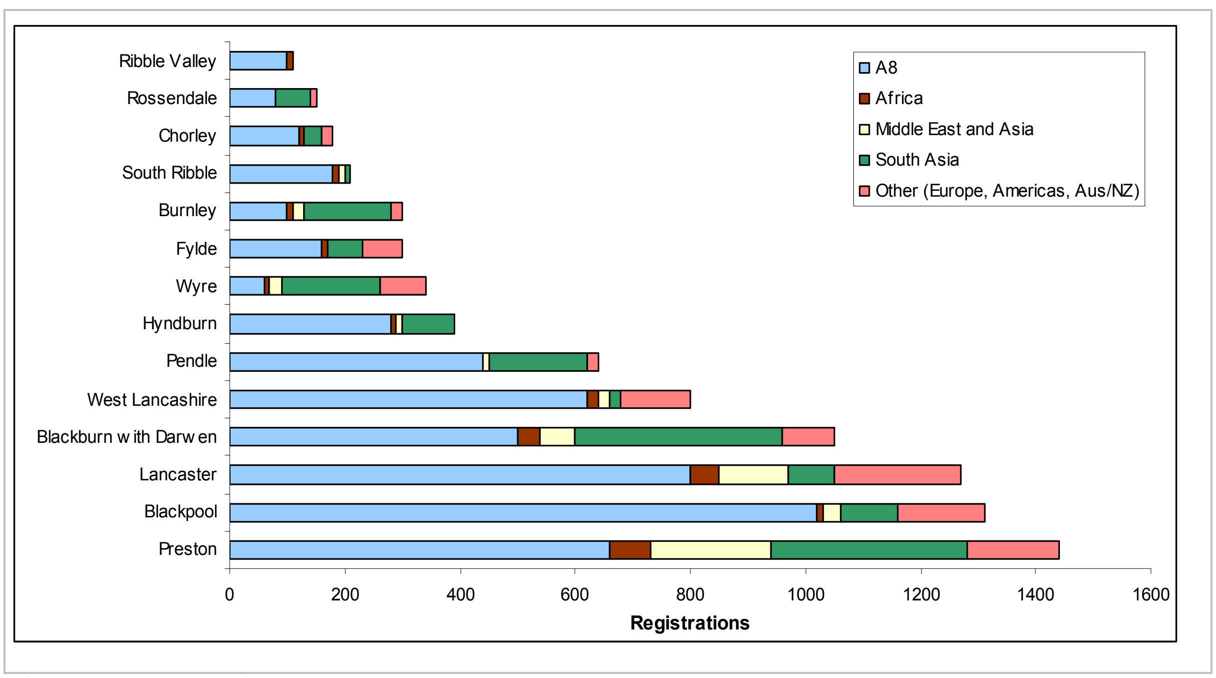
3.27 The most important factors when families choose to settle into an area was the proximity of the local mosque, schools, medical centre and being close to family and friends.

Migration Patterns from Other Countries

(based on National Insurance Number Registrations by non-UK Nationals)

3.28 Lancashire is under-represented in the registration of non-UK nationals accounting for less than 1% of the national total. This is due to the dominance of London, and the South East as the major destinations, although the proportion is growing as newer EU Accession migrants look further afield. The most popular destination in Lancashire was Preston. However, the high proportion of in-migrants to Blackburn with Darwen can be seen to contain a large number of South Asian migrants who might be expected to have different employment and housing trajectories and service needs than, for instance, those from the A8 countries. The 8 (A8) countries that joined the European Union in May 2004 (Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia), were countries with low income levels, and fear at the time was that their accession would lead to migration on a massive scale, as their citizens sought to benefit from the better wages available elsewhere in the European Economic Area.

National Insurance Registrations (2006/07)



Source: Department of Work and Pensions (Lancashire Housing Market Assessment)

3.29 In 2006/07, 500 registrations were for migrants into Hyndburn and 1,250 for Blackburn with Darwen. The breakdown by country of origin is as follows (sums are different due to rounding of figures):

Table of country of origin

Country of origin:	Hyndburn					Blackburn with Darwen				
	2006-7	2005-6	2004-5	2003-4	2002-3	2006-7	2005-6	2004-5	2003-4	2002-3
All countries	**500**	420	200	130	220	**1,250**	1,070	700	560	720
Eritrea	**0**	0	0	0	0	**10**	10	0	0	0
Malawi	**0**	0	0	0	0	**0**	10	0	0	0
South Africa	**10**	10	10	0	10	**0**	10	20	10	20
Sudan	**0**	0	0	0	0	**10**	0	0	0	0
Zimbabwe	**0**	0	0	0	0	**10**	10	10	20	20
Afghanistan	**0**	0	0	0	0	**0**	0	0	0	30
Bangladesh	**10**	10	10	0	0	**10**	0	20	10	10
China, People's Republic	**0**	0	0	0	0	**10**	0	10	0	10
India	**0**	10	0	10	10	**200**	190	200	180	240
Iran	**0**	0	0	0	0	**10**	30	10	10	10
Iraq	**0**	0	0	0	0	**10**	20	20	20	40
Jordan	**0**	0	0	0	0	**0**	10	0	0	0
Pakistan	**100**	70	70	70	130	**200**	170	200	190	220
Philippines	**10**	10	0	0	0	**0**	0	0	10	0
Thailand	**0**	0	0	0	0	**10**	0	0	0	0
Czech Republic	**0**	10	0	0	0	**10**	20	10	0	0
Denmark	**0**	0	0	0	10	**0**	10	0	0	0
France	**0**	0	0	0	0	**10**	10	10	0	10
Germany	**0**	0	0	0	10	**10**	10	0	10	0
Hungary	**0**	0	0	0	0	**10**	10	0	0	0
Ireland, Republic	**0**	0	0	0	0	**0**	0	0	10	0
Italy	**0**	0	10	0	0	**0**	10	0	10	10
Latvia	**10**	10	10	0	0	**40**	30	20	0	0
Lithuania	**10**	10	20	0	0	**30**	90	30	0	0
Netherlands	**0**	0	0	0	0	**0**	10	0	0	0
Norway	**0**	0	0	0	0	**0**	10	0	0	10
Poland	**310**	250	40	0	0	**540**	300	70	10	0
Portugal	**0**	0	0	0	0	**10**	0	0	0	10
Slovak Republic	**10**	0	0	0	0	**40**	50	10	0	0
Spain	**0**	0	0	0	0	**0**	10	0	0	10
Turkey	**0**	0	0	0	0	**0**	10	0	0	0
USA	**0**	0	0	0	0	**0**	0	10	0	0
Australia	**0**	0	0	0	0	**0**	10	0	0	10

Source: NI Number Allocations to Overseas National at the Department for Works & Pensions (2006/07)

3.30 In this year (2006/07) Poland was the highest source of migration as it was everywhere in Lancashire except Burnley (Pakistan), Wyre (India) and in Rossendale where Poland and Pakistan had the same number of registrations. Blackburn with Darwen had a more varied pattern of in-migration, particularly from the older EU countries, although given its relative size Hyndburn has proportionately a lot more migrants from Poland. Increased levels of immigration will have consequences for housing demand and supply, initially in the private rented sector, but in the medium and long term as some people choose to settle in this country permanently, it will have effects on the wider housing market.

3.31 Further investigation work has been carried out in the form of a 'Migrant Worker Survey', to establish whether these in-migrants have particular needs or whether they are individuals or families. There were differences in respondent's motivations for coming to Lancashire. The most common reason was that they came for work. Many had heard there were jobs in Lancashire, while others already knew people who worked or had worked in the area

3.32 Another popular reason for moving to the area was to be with family or to follow a partner. Many people cited both work and family connections as reasons for moving to the Northwest. Of the people interviewed, 13 respondents already had children before coming to Lancashire. A significant number had given birth since being in the country and a few women were pregnant at the time of interview.

3.33 A few cases revealed that individuals had moved to London first only to come to Lancashire a year later for work in the manufacturing industry.

3.34 More than half of the people interviewed intended to settle in Lancashire permanently. Many individuals already considered their current house to be their 'home' and for others their current accommodation offered a stepping stone to the next stage of home buying.

3.35 Some migrant workers only intended to spend a few years working in Britain. Their motive for coming was typically financial although the majority also came with the hope of speaking fluent English by the time they moved back to Poland.

Asylum seekers

3.36 Blackburn with Darwen has a population of approximately 530 asylum seekers, whilst Hyndburn does not have any official resettlement asylum seekers under the government programme. The Blackburn with Darwen asylum seekers have come from the following areas:-

Afghanistan	22
Congo *Democratic Republic (Formerly Zaire)*	21
Eritrea	43
Iran	49
Iraq	83
Nigeria	21
Pakistan	50
Somalia	20
Sudan	20
Zimbabwe	60
Others (less than 20)	141

Asylum seekers tend to be concentrated in particular poorer neighbourhoods typically in areas of private rented and some social housing estates. Increasing they are settling in the Borough when they get ‘leave to remain’ and become refugees.

2. Economic Profile

The Local Economy

3.37 The key problem facing much of Lancashire is economic and much of what needs to be done to improve economic performance and competitiveness in Pennine Lancashire had previously been thought beyond the scope of housing regeneration policy. However there is a growing body of evidence, especially with the down turn in the housing markets in the US and UK to suggest that housing has to be a key issue and can play a part and have an impact on regeneration if set within a comprehensive economically driven regeneration framework.

3.38 Pennine Lancashire, along with virtually all of the northern sub-regions, operates below its economic potential, achieving low levels of output per head compared to national output. In 2004, GVA per head was £13,000 in Pennine Lancashire, only 76% of the British average of £17,200, and as low as £12,200 per person in Hyndburn.

3.39 The employment profile of Pennine Lancashire is of a population moving towards more managerial, professional and technical occupations, although more people are still employed in unskilled jobs than is the case regionally or nationally as low skilled manufacturing jobs are replaced by service sector jobs. There is still a relatively high degree of self-containment in the labour market with a high degree of people living and working within the Pennine Lancashire area, although an increasing number of people living in Pennine Lancashire work outside the area and this trend is likely to continue.

3.40 Business registrations for VAT, in Pennine Lancashire, are healthy and the stock of VAT registered businesses is growing. Although the business survival rate of between two and three years is lower than the regional rate. The sectoral profile of businesses is gradually altering, with a decline in manufacturing and an increase in service sector employment, although some of this is at the lower end of the value added chain. However, manufacturing is still the dominant sector in Pennine Lancashire, whilst the profile of the North West is more balanced.

3.41 The Penine Lancashire Economy is strongly represented in the manufacturing sector with 22% in Hyndburn and has previously been under represented in service sector employment when compared to the North West, however recent rapid growth suggests that the position may be changing.

- Between 1995 and 2005, some 20,800 manufacturing jobs were lost from the local economy within the Pennine Lancashire Economy a decline of 29%, representing a loss of 3,000 jobs per annum.
- Business Service employment increased significantly over the same period (41%), although due to its small employment base, it still accounts for at least 5,000 jobs in each of the districts, and as many as 14,700 in Blackburn with Darwen.
- Over this period, employment levels in Pennine Lancashire were sustained by significant growth of the Public Sector, in which employment grew by 16,300 jobs over this ten year period; an increase of 33%. However, the sharp increase of employment in this sector in 1998 reflects local government reorganisation, with significant numbers of social services and education employees being transferred from Lancashire County Council to Blackburn with Darwen Council. Whilst in Hyndburn, Distribution, Hotels, and Restaurants accounts for a greater share of employment.

3.42 The North West is under-going an economic revival, with much of the region, particularly the Manchester City Region, experiencing strong levels of employment and output growth. Standing still is not an option for Pennine Lancashire, as it’s current trajectory suggests the gap with the rest of the North West will widen further. Pennine Lancashire has low levels of productivity and is under-represented across a range of key employment sectors (such as Financial and Business Services), making it increasingly difficult to compete with the neighbouring urban areas through attracting and retaining investment and talented individuals.

3.43 The recent changes, in spite of overall employment growth, suggest a deteriorating position in Pennine Lancashire in:

- Lower earnings in workforce;
- A greater dependence of lower skilled jobs;
- A widening of the gap in key areas with Manchester, Leeds and Preston, particularly with regard to knowledge based industries; and
- Increasing levels of worklessness.

Blackburn with Darwen

3.44 Blackburn is attempting to position itself as the major hub of economic and employment growth in Pennine Lancashire. The developing economy of the town is supported by the priorities within the Community Plan, which combine to promote economic, environmental and social sustainability. Current challenges being addressed by the Borough are:

- Strengthening its role as economic driver for sub-region
- Focusing on expansion of higher value employment
- Improving transport links (particularly if links to Manchester are improved)
- Increasing capacity for private sector led housing development on Brownfield sites
- Continued momentum of investment in the town centre (commercial and residential and public realm).

3.45 Darwen has been a popular town with a strong housing market, however over the last twenty years the town has suffered a housing market decline which has coincided with its economic decline. The town has seen the investment in housing; town centre and economy dwindle over a twenty year period with significant job losses in the 1990's. Darwen was also a former Industrial centre for the cotton industry with large mills providing significant employment for local people. It is also associated with major chemical and home DIY industries such as ICI, Crown and Akzo Nobel. Over the last twenty years and more recently it has seen total loss of the cotton industry and experienced closure of Crown and job losses at ICI and Akzo Nobel.

3.46 The loss of better paid employment and the lack of confidence that people can meet their future aspirations has seen outward migration but also a sharp increase in the levels of deprivation. This has resulted in a spiral of decline from the recession of the early 1990's to the new millennium. From 1999 to 2002 Darwen experienced significant collapse of housing markets in the poorer neighbourhoods resulting in people selling or abandoning property, high voids and private landlords/investors picking up cheap properties and re-letting to anyone who can pay a rent.

Hyndburn

3.47 Hyndburn's economy, in line with general trends throughout Lancashire, is still characterised by high levels of employment in the manufacturing sector. Although much lower than previous years Hyndburn's reliance on the manufacturing sector, in terms of employment, remains at a high level in compared to the national average. Over one quarter of the Hyndburn workforce is employed in the manufacturing sector (20% of employees work in manufacturing industries compared to the national average of 11%). Hyndburn is experiencing rapid growth in its service sector with nearly three quarters of the workforce, including employment in Distribution, Hotels and Restaurants which now accounts for just under 30% of the workforce in Hyndburn.

3.48 65% of households in the borough have an income of less than £25k, with this figure topping 80% in the most deprived wards. This situation is exacerbated by the high proportion of economically inactive people who don't want a job (21%) and the number of people who are not in education, employment or training (NEETs). Whilst NEET can be a positive lifestyle choice, in deprived areas it is often linked with low aspirations. *(Hyndburn's Sustainable Community Strategy).*

3.49 Hyndburn has low levels of unemployment compared to Liverpool, Manchester, Warrington and the national average, but above the regional average. There is a high percentage of unemployment in the 16 to 24 year age group, and low proportion of students and a high proportion of permanently sick / disabled.

3.50 Comparison of Hyndburn to towns and cities within Lancashire demonstrates that it is still under-performing in terms of education and earnings. However there are fewer households and individuals dependent upon benefits compared to both Blackburn and Burnley.

- Overall there are only 100 high tech industries in Hyndburn, equal lowest with Rossendale, a level much below the rest of Pennine Lancashire authorities.
- Hyndburn does however, have a reasonable number of medium-tech industries in comparison with the rest of Pennine Lancashire.
- Within Hyndburn, there is a below average proportion of firms employing over 200 persons, with above average employment in micro-enterprises (employing less than 10 persons). There is below average employment in comparisons above this size, compared to the Lancashire average.
- Accrington and Rossendale College is undergoing a £9mn transformation.
  (Source: Elevate East Lancashire Housing and the Economy: The Pennine Lancashire Market in 2007 – EKOS Consulting)

3.51 The Council's established partnership with Blackburn with Darwen BC on regeneration is paying dividends. Through the joint Local Enterprise Growth Initiative (LEGI) "Great Goals" bid with the other Pennine Lancashire Councils, both Boroughs will benefit from a share of £22.3mn of LEGI money from April 2007. This provides a golden opportunity to address issues around enterprise and economic activity in the areas most deprived communities.

3.52 The award of Assisted Area Status in Hyndburn in the 3 wards of Rishton, Altham and Clayton, and in Blackburn with Darwen brings with it access to business support and grant aid to stimulate job creation and further investment. The Council is ensuring that the plans for the Whitebirk Strategic Employment site – which is in Rishton - are progressed as quickly as possible, with a potential 2000 jobs being created on completion. *(Hyndburn Regeneration & Economic Strategy 2007/11).*

Skills & Qualifications

3.53 Firms looking to relocate to the area increasingly require an educated workforce and both Blackburn and Hyndburn are hampered by below average educational achievement. This feeds through into the housing market since income is generally related to education and a poorly educated population will only be able to command low salaries and consequently the lower end of the housing market.

3.54 The table below shows the lower proportions of people with NVQ4 and above qualifications in the Hyndburn and Blackburn with Darwen area compared with the North West and Great Britain average. Also, significantly is the large proportion (a fifth) in BwD with no qualifications compared to around 15% in Hyndburn and the rest of the North West.

Qualifications (2007)

	Hyndburn (%)	BwD (%)	North West (%)	GB (%)
NVQ4 and above	21.6	21.3	24.8	27.4
NVQ3 and above	41.8	39.2	43.7	45.3
NVQ2 and above	60.4	58.1	63.6	63.8
NVQ1 and above	73.5	72.3	78.3	77.8
Other qualifications	10.8	7.7	5.8	8.5
No qualifications	15.7	20.0	15.8	13.8

Source: ONS annual population survey 2007

3.55 The 'Building School for the Future' programme together with improved educational attainment lays the foundation for up skilling the workforce in both Boroughs. The proposals for a new Academy in Darwen will help create specialisms in entrepreneurship in keeping with the Borough's plans for developing high technology and better paid jobs as well as work on employment clusters on technology themes and the development of curricula which will support labour supply and demand for longer term success. It is also a way of ensuring the population of Blackburn with Darwen can see a route towards meeting their aspirations either through education or employment and that this will encourage graduates to stay in the area after higher education. Complementary to the Academy are to plans to redevelop Blackburn College Campus and a continuing lobbying for a university presence in the town. Whilst in Accrington a publicly funded Academy at Moorhead School is now being established and will improve access to further education. St.Christopher's Secondary School in Accrington is also proposing to develop sixth form facilities.

Working Populations

3.56 The percentage of people working in the population and their level of income has an obvious link with people's ability to enter owner occupation dependent upon house prices (affordability). A low income working population will have different realistically achievable housing aspirations than high income earners.

Economically active (Apr 2006-Mar 2007)

	Hyndburn	Blackburn with Darwen	North West (%)
Working age	60.2%	60.7%	62%
Economically active	34,700 (69.4%)	61,400 (72.1%)	76.6
In employment	33,500 (67.0%)	57,200 (67.0%)	72.4
Employees	29,600 (59.1%)	50,200 (59.3%)	63.9
Self employed	#	6,600 (7.3%)	8.1
Model-based unemployed	1,900 (5.4%)	4,000 (6.5%)	5.4
MALE			
Economically active	18,300 (71.4%)	34,200 (79.0%)	80.8
In employment	17,100 (66.8%)	31,500 (72.7%)	75.7
Employees	14,700 (57.3%)	26,500 (61.9%)	63.3
Self employed	#	4,800 (10.4%)	11.9
Unemployed	#	2,700 (7.8%)	6.2
FEMALE			
Economically active	16,400 (67.2%)	27,200 (64.8%)	72.2
In employment	16,400 (67.2%)	25,600 (61.0%)	68.9
Employees	14,900 (61.0%)	23,700 (56.5%)	64.5
Self employed	#	1,800 (4.1%)	4.0
Unemployed	#	1,600 (5.7%)	4.5

Source: ONS annual population survey

Note : # Sample too small

3.57 Over three-fifths of the Hyndburn districts population (60.2%) are of working age and 60.7% of Blackburn with Darwen population, slightly lower than the North West and GB figure of 62%. Of those, 34,700 (69.4%) are economically active in Hyndburn, this time considerably lower than the North West percentage of 76.7% and the GB 78.6%, and slightly lower than Blackburn with Darwen with 72.1%.

3.58 In the Housing Market Area out of those who are of working age, 67% are in employment, again slightly lower than the North West figure of 72.5% and GB figure of 74.3% and with 5.4% of the economically active unemployed in Hyndburn and 6.5% in Blackburn with Darwen.

3.59 The latest ONS annual population survey (2007) indicates of the 30.6% who are economically inactive in Hyndburn, 25% (3800) want a job with over 11,300 not wanting a job. In Blackburn 27.9% are economically inactive, with only 5.6% wanting a job and 18,600 (22.4%) not wanting a job. Low levels of economic activity, high worklessness and high dependence on benefits (particularly incapacity benefits), when compared to the national averages compound the problems of low economic output in the Housing Market Area. Economic inactivity is particularly prevalent in ethnic minority females within the Housing Market Area.

3.60 Claimant count of unemployment related benefits is at 2.2% in Hyndburn and 3.2% in Blackburn with Darwen.

3.61 Over a third (35.7%) of the Blackburn with Darwen employed workforce, Hyndburn (32.6%) are occupied as *Managers, senior officials, professionals, professional occupations and associate professionals and technical* compared to the North West figure of 39.6% and GB figure of 42.7%. In Blackburn with Darwen (22.5%) and Hyndburn (20%) there is a fifth of the working population employed in the manufacturing occupation, compared to the North West (12.5%) and GB figure of 10.9%.

3.62 The following table shows Blackburn and Hyndburn in the context of the rest of Lancashire. For these two Boroughs as well as elsewhere in Pennine Lancashire there is a clear reliance on manufacturing employment, whilst Hyndburn and other Pennine Lancashire Districts clearly have a lack of the managerial jobs that could attract high income earners and sustain higher value housing.

Percentage employment by industry and occupation, 2006

	Distribution, hotels and restaurants	Manufacturing employment	Banking, finance and insurance employment	Managerial, professional and technical employment
BwD	***20.0***	***22.5***	***14.0%***	***35.7***
Blackpool	31.4	5.9	10.2	29.9
Burnley	22.9	21.5	13.2	28.2
Chorley	24.7	8.0	24.8	46.6
Fylde	20.5	29.2	19.6	47.8
Hyndburn	***30.1***	***20.1***	***8.6***	***32.6***
Lancaster	24.2	6.7	11.6	42.5
Pendle	21.1	32.9	10.7	29.6
Preston	21.9	11.3	17.6	37
Ribble Valley	24.6	25.9	8.9	58.3
Rossendale	23.4	21.9	18.6	48.4
South Ribble	25.3	16.7	12.0	39.0
West Lancashire	24.3	15.3	14.1	31.8
Wyre	28.3	10.3	10.3	38.8
North West	23.9	12.5	19.2	39.6
Great Britain	23.5	10.9	21.2	42.7

Source: NOMIS 2007

3.63 Challenges of economic restructuring face both Boroughs due to the legacy of high employment losses in textiles, engineering and extractive industries, all of which were major employers in the area. They both lag behind the North West average in terms of service sector jobs; particularly finance sector, IT and other business activities although Blackburn has a bigger public sector as an employment base than the North West average. There is, however, an indication that many of these higher income public sector workers live outside the Borough.

Business and employment generation

VAT registered businesses (2005)

	Hyndburn	Blackburn with Darwen	North West (%)
Registrations	205 (10.6%)	365 (10.7%)	9.6
Deregistration	145 (7.5%)	280 (8.2%)	7.3
Stock (at end of year)	1,940	3,425	-

Source: DTI Small Business Service - vat registrations/deregistration by industry

3.64 VAT registrations and de-registrations are the best official guide to the pattern of business start-ups and closures. They are an indicator of the level of entrepreneurship and of the health of the business population. As such they are used widely in regional and local economic planning.

3.65 These figures do not, however, give the complete picture of start-up and closure activity in the economy. Some VAT exempt sectors and businesses operating below the threshold for VAT registration are not covered. At the start of 2005, the VAT threshold was an annual turnover of £58,000, and 1.8 million of the estimated 4.3 million enterprises in the UK were VAT-registered. However, some businesses do voluntarily register for VAT even though their turnover is below the threshold. Data for 2005 shows that around a fifth of all registrations have turnover below the VAT threshold.

3.66 There has been an increase in the number of business registrations over the past ten years and a decline in the number of deregistration in the Housing Market Area. Over those years there was a low between the years 1997-1999, and since then there has been a steady upturn. This pattern has been seen nationwide, with the property boom following the same pattern with households and investors feeling more confident in the property market and stability in their job / financial security.

Household incomes, housing and the economy

3.67 Incomes in Hyndburn and Blackburn are generally lower than the Lancashire and North West average and this has obvious consequences with regard to levels of disposable income, mortgage/house purchasing capacity, savings, investment and wealth generation and quality of life for some of the local residents. In a market economy where owner occupation has reached 70% the biggest determinant of a person's choice, type, tenure and location of housing is their household income.

3.68 Lancashire is a relatively low income area in general with extremes of income levels across the region. Average residence-based earnings in 2007 were £417 per week compared to £462 for England. Blackpool, Burnley and Hyndburn have very low averages whilst Fylde, Ribble Valley and South Ribble have high earnings. Blackburn with Darwen's workplace and residence average income is just below the North West average. Comparing residence with workplace based earnings in both Blackburn and Hyndburn has revealed in the past differentials suggesting that earnings are boosted by high levels of travel to work rather than by local employment, however residence income has now caught up, suggesting a change in employment with higher paid jobs available.

Workplace and residence based earnings (2007)

Area	Workplace based		Residence based	
Description	***Median***	***Lower quartile***	***Median***	***Lower quartile***
Great Britain	458.6	223.2	459	224.2
England and Wales	460	224.5	460	225.3
England	462	225.0	462.6	225.9
North West	434.2	213.4	432.7	213.6
Blackburn with Darwen UA	**428**	**204.0**	**424.5**	**185.8**
Blackpool UA	365	180.5	350.9	168.4
Burnley	378.3	188.6	378.1	212.7
Chorley	419.4	191.6	442.6	201.2
Fylde	514.4	240.9	522.3	236.5
Hyndburn	**374.9**	**208.2**	**373.3**	**202.8**
Lancaster	441.2	203.0	475.2	212.9
Pendle	388.4	186.3	371.1	186.7
Preston	390.7	202.0	388.7	206.7
Ribble Valley	453.2	255.3	497.8	252.1
Rossendale	352.1	197.1	416.9	209.4
South Ribble	446.8	204.7	449.2	197.2
West Lancashire	409.9	213.9	443.9	225.4
Wyre	376.4	173.7	399.5	203.0
Lancashire	417.4	207.1	429.4	210.8

Source: Annual Survey of Hours and Earnings, 2007

3.69 There has been an increase in the number of Pennine Lancashire households suffering from income deprivation, as 31% of households in the area have an income of £10,000 or less. The wards in Lancashire with the lowest gross household incomes are as follows:

The 20 Wards with the Lowest Average Gross Household Income in the Lancashire (Spring 2007)

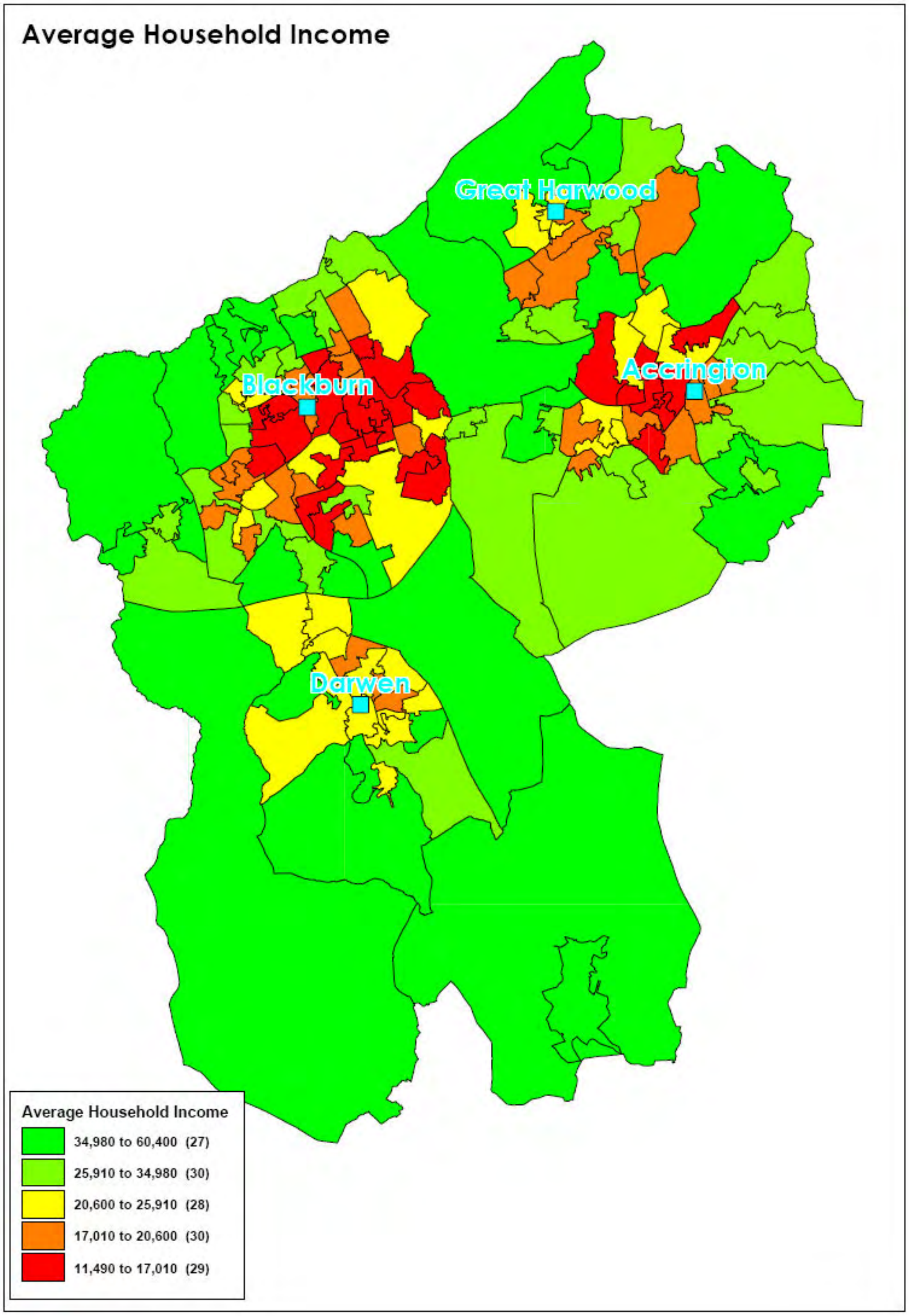
Lancashire Ranking	Ward	Local Authority	Average Income
282	Clifton	Blackpool	Under £25,000
283	***Shear Brow***	***Blackburn with Darwen***	***Under £25,000***
284	Birch Green	West Lancashire	Under £25,000
285	Stacksteads	Rossendale	Under £25,000
286	***Shadsworth with Whitebirk***	***Blackburn with Darwen***	***Under £25,000***
287	Waterside	Pendle	Under £25,000
288	Town Centre	Preston	Under £25,000
289	St George's	Preston	Under £25,000
290	Walverden	Pendle	Under £25,000
291	St Matthew's	Preston	Under £25,000
292	***Spring Hill***	***Hyndburn***	***Under £24,000***
293	Whitefield	Pendle	Under £24,000
294	***Wensley Fold***	***Blackburn with Darwen***	***Under £24,000***
295	Bank Hall	Burnley	Under £23,000
296	***Bastwell***	***Blackburn with Darwen***	***Under £23,000***
297	Bradley	Pendle	Under £23,000
298	***Central***	***Hyndburn***	***Under £23,000***
299	***Church***	***Hyndburn***	***Under £23,000***
300	***Audley***	***Blackburn with Darwen***	***Under £22,000***
301	Daneshouse with Stoneyholme	Burnley	Under £21,000
Note The Lancashire NUTS-2 area has 301 wards; therefore the 20 wards here represent about 7%. Source: CACI			

3.70 The above table shows the 20 wards with the lowest household income in the county, with five wards being in Blackburn with Darwen and three in

Hyndburn. In contrast Blackburn with Darwen also contains some of the most affluent areas in the county with two wards in the top 20 wards. This dramatically emphasises the large disparities that can be found within the market area. The bottom five wards with the lowest household incomes in the county have three wards in the Housing Market Area with two in Hyndburn, Church and Central wards, and Audley ward in Blackburn all under an average £23,000 household income. All these wards have considerably higher than average unemployment rates and a large proportion of BME households.

3.71 Overall, Hyndburn has six wards above the Lancashire average; Blackburn with Darwen has eight including some significantly above average, thus presenting a more complex picture than the generally perceived one of the areas as uniformly low income. This spread of income will be reflected in differences in house types and conditions across the locations.

3.72 The map below highlights in red the areas already mentioned with the lowest household incomes. The orange and yellow colours indicate areas that have below the borough's average household income. Whilst the green areas show the more affluent areas, and as can be seen these areas are away from the urban core and dispersed round the edge of the boroughs in the more rural locations. The wards with the highest household incomes are indicated on table below (point 3.).



Source: Acxiom 2007

3.73 The table below displays the wards in the top income band with a large proportion that are in the rural areas between the town and the outskirts of Blackburn.

The 20 Wards with the Highest Average Gross Household Income in the Lancashire NUTS-2 Area, Spring 2006			
Lancashire Ranking	Ward	Local Authority	Average Income
1	*Pennine*	*Chorley*	Over £50,000
2	*Wilpshire*	*Ribble Valley*	Over £42,000
3	*Garrison*	*Preston*	Over £41,000
4	***Fernhurst***	***Blackburn with Darwen***	**Over £41,000**
5	***Beardwood with Lammack***	***Blackburn with Darwen***	**Over £41,000**
6	*Whalley*	*Ribble Valley*	Over £40,000
7	*Clayton-le-Woods & Whittle-le-Woods*	*Chorley*	Over £40,000
8	*Ribby-with-Wrea*	*Fylde*	Over £40,000
9	*Brindle & Hoghton*	*Chorley*	Over £40,000
10	*Lea*	*Preston*	Over £39,000
11	*Aighton, Bailey & Chaigley*	*Ribble Valley*	Over £39,000
12	*Wheelton & Withnell*	*Chorley*	Over £39,000
13	*Langho*	*Ribble Valley*	Over £38,000
14	*Parbold*	*West Lancashire*	Over £38,000
15	***North Turton with Tockholes***	***Blackburn with Darwen***	**Over £38,000**
16	*Preston Rural North*	*Preston*	Over £38,000
17	*Lostock*	*Chorley*	Over £38,000
18	*Wrightington*	*West Lancashire*	Over £38,000
19	*Howick & Priory*	*South Ribble*	Over £38,000
20	*Broad Oak*	*South Ribble*	Over £38,000

Source CACI

3.74 According to the Annual Survey of Household Earnings, in 2007 the gross annual income for a full time worker in Hyndburn stood at £19,412 considerably lower than North West gross annual income of £22,500 and £23,920 for Great Britain, whilst Blackburn with Darwen stood at £22,074.

Taken from the Acxiom 2007 data source average household incomes in Hyndburn stood at £24,977, and £25,742 in Blackburn with Darwen compared to the rest of the East Lancashire authorities of £27,642.

3.75 *The Annual Survey of Household Earnings (ASHE) shows median earnings for employees living in an area who are on adult's rates of pay and is based on a 1 per cent sample of employees, information on whose earnings and hours is obtained from employers. Whilst the Acxiom Household income is an analysis of postcode based household income estimates aggregated to district and built up through the Acxiom Research Opinion Poll Survey, distributed annually to over 5 million households, receiving a response of 750,000 households annually. The data is then aggregated and weighted to reflect total population estimated and derived from Census and regional tables.*

3.76 Hyndburn residence and workplace based incomes are considerably lower than the regional average, whilst Blackburn's residence incomes have gone up over the last two years, and the workplace incomes are starting to keep pace with North West average. This seems to indicate that there are many middle income jobs in Blackburn, where previously it seemed people did not choose to live in the area and travelled in to work, a disturbing indicator that needed to be addressed by housing market renewal and a more varied provision of housing stock types, sizes appealing to higher income people. It highlighted the perception Pennine Lancashire has for unattractiveness and poor quality of life in general. However, this pattern has started to change with a few pockets of high income earners living on new build estates close to the urban core and motorway connections, indicating people's perception of the area is starting to change.

3.77 Sourced from the Annual Survey of Hours and Earnings income levels over the past 5 years (*median gross annual pay for all employees)* have gone up by 10% in Hyndburn and 26% in Blackburn with Darwen, with a 17% increase over the whole of North West and Great Britain. This has been in the form of a steady increase up to 2005, but in 2006 resident incomes declined in both Hyndburn and Blackburn with Darwen area's, however they picked up in 2007.

Annual Survey of Hours and Earnings 2002 – 2007 (Residents)

	Hyndburn		BwD		North West		Great Britain	
Year	**Resident**	**Work place**	**Resident**	**Work place**	**Resident**	**Work place**	**Resident**	**Work place**
2002	17,638	18,460	17,534	17,992	19,250	19,136	20,420	20,384
2003	16,494	18,252	19,500	18,928	19,926	19,708	21,122	21,060
2004	15,569	16,068	19,630	21,164	20,540	20,488	21,907	21,840
2005	18,855	18,772	19,386	19,396	21,294	21,112	22,505	22,412
2006	18,148	16,952	18,886	20,020	21,819	21,632	23,186	23,088
2007	19,412	19,494	22,074	22,256	22,500	22,568	23,868	23,816

Source: NOMIS 2007

3.78 It is unclear why some of the less affluent areas of the County have performed better than expected, but perhaps improved minimum wage levels, tax and welfare benefit changes and the local economy in general have all had influences that together have resulted in some narrowing of household income differentials. In the case of Hyndburn and Blackburn the change in occupation type with the reduction over the last few years in jobs in the manufacturing industry, with the increase in the service sector and managerial, professional and technical employment has had an effect. As previously discussed Income levels in Hyndburn are starting to lag behind Blackburn with Darwen due to all the changes in types of jobs available.

Deprivation

3.79 The Index of Multiple Deprivation 2007 measures deprivation down to Lower Super Output Area level – areas containing around 1500 people. These 32,482 areas are scored then ranked from most to least deprived, with the 354 Boroughs also being ranked.

3.80 The ranking is reached as a result of comparing 7 “domains” of indicators. These are weighted in accordance with their importance:

Domain	% of overall IMD score
Income	22.5%
Employment	22.5%
Health & Disability	13.5%
Education, Skills & Training	13.5%
Barriers to Housing & Services	9.3%
Crime	9.3%
Living Environment	9.3%

3.81 This data updates the 2004 IMD. The two datasets are presented as being directly comparable, with the intention being that a change in ranking reflects a change in the relative deprivation of an area. However, the commentary provides a caveat that *“some change will be occasioned by the substitution of new indicators – especially in the Income Deprivation domain”.*

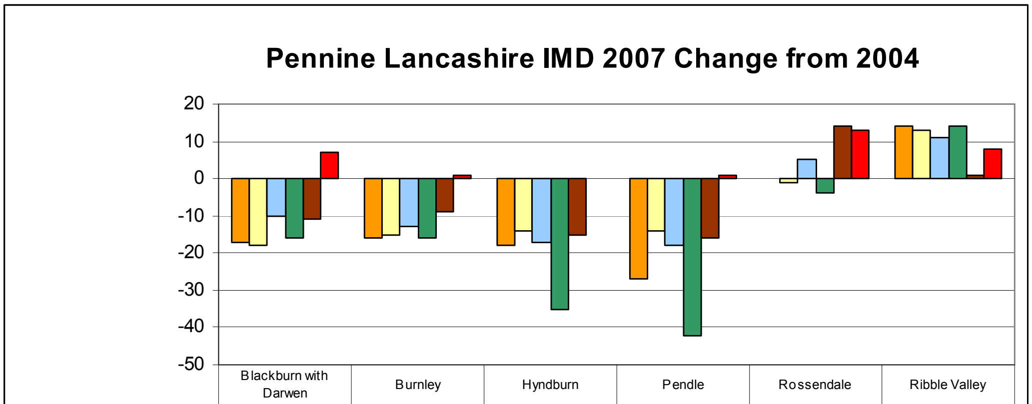
Deprivation in Lancashire

	Rank of Average Score	Rank of Average Rank	Rank of Extent	Rank of Local Concentration	Rank of Income Scale	Rank of Employment Scale
Blackpool	12	18	24	3	72	61
Blackburn with Darwen	***17***	***27***	***15***	***9***	***60***	***73***
Burnley	21	31	27	5	113	113
Hyndburn	***40***	***45***	***43***	***16***	***130***	***135***
Pendle	44	51	40	29	118	134
Preston	48	73	39	20	90	89
Rossendale	92	85	104	124	228	200
Lancaster	117	135	109	62	114	103
West Lancashire	141	156	117	80	141	125
Wyre	170	182	139	117	167	157
Chorley	188	208	153	147	214	170
South Ribble	233	237	207	206	240	187
Fylde	251	249	227	236	296	260
Ribble Valley	302	296	309	332	349	323

(1 indicates the lowest ranked borough in the country; 354 the highest)

3.82 The table above shows the Borough level ranking for the 2007 IMD and the two most important domains. The “Rank of Extent” measures the proportion of a district’s population that lives in the most deprived LSOAs in England. This shows that 4 of the 6 East Lancashire Councils are ranked in the bottom 50 councils, with Blackburn ranked 17th and Hyndburn 40th.

3.83 The table below compares how the Pennine Lancashire districts have changed in rankings since 2004. As can be seen only Rossendale and Ribble Valley has improved over the past three years, except with the Rank of Employment Scale where the have been small improvements in Blackburn, Burnley and Pendle.



	Blackburn with Darwen	Burnley	Hyndburn	Pendle	Rossendale	Ribble Valley
Rank of Average Score	-17	-16	-18	-27	0	14
Rank of Average Rank	-18	-15	-14	-14	-1	13
Rank of Extent	-10	-13	-17	-18	5	11
Rank of Local Concentration	-16	-16	-35	-42	-4	14
Rank of Income Scale	-11	-9	-15	-16	14	1
Rank of Employment Scale	7	1	0	1	13	8

3.84 Comparing the *"rank of average score"* shows that deprived areas have tended to decline relative to the 2004 IMD, whilst the relatively affluent Lancashire boroughs have climbed the rankings.

	2004 rank of average score	2007 rank of average score	Difference
Pendle	71	44	**-27**
Hyndburn	*58*	*40*	***-18***
Blackburn with Darwen	34	17	**-17**
Burnley	37	21	**-16**
Blackpool	24	12	**-12**
Preston	59	48	**-11**
Rossendale	92	92	**0**
South Ribble	229	233	**4**
Wyre	161	170	**9**
Lancaster	107	117	**10**
Fylde	240	251	**11**
West Lancashire	127	141	**14**
Ribble Valley	288	302	**14**
Chorley	172	188	**16**

(Negative difference indicates a drop in the rank between 2004-07)

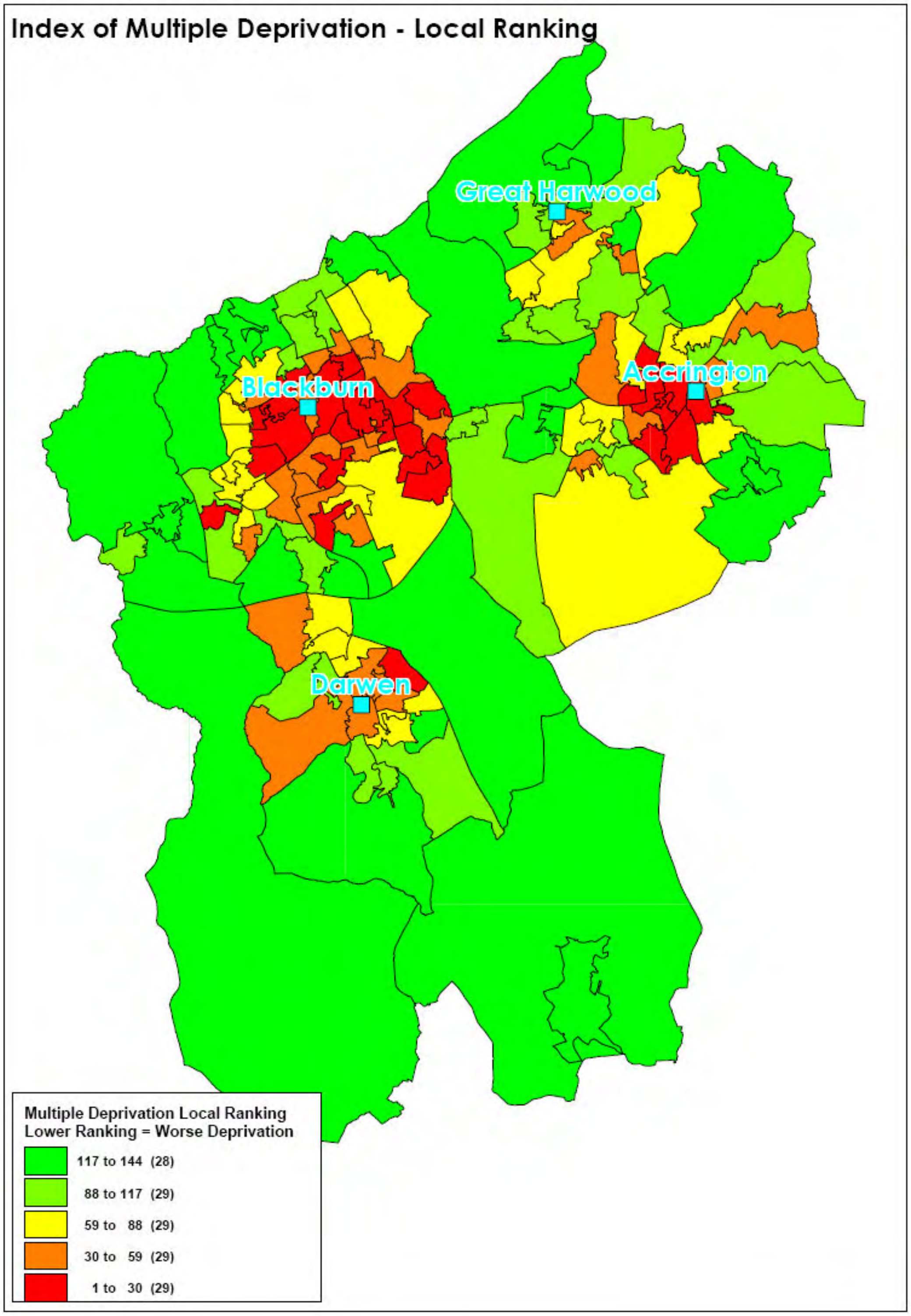
3.85 On 5 of the 6 summary measures of deprivation, Hyndburn ranks as more deprived in 2007 than 2004, whilst Blackburn with Darwen has got more deprived for 5 out of the 6 with employment scale slightly improving.

LA NAME	Year	Rank of Average Score	Rank of Average Rank	Rank of Extent	Rank of Local Concentration	Rank of Income Scale	Rank of Employment Scale
BwD	2004	34	45	25	25	71	66
BwD	2007	17	27	15	9	60	73
Change 2004 - 07		**17**	**18**	**10**	**16**	**11**	**-7**
Hyndburn	2004	58	59	60	51	145	135
Hyndburn	2007	**40**	**45**	**43**	**16**	**130**	**135**
Change 2004 - 07		-18	-14	-17	-25	-15	0

3.86 The rank of local concentration is particularly revealing. This number is what the IMD rank would be if the entire Borough was at a similar level of deprivation to the most deprived 10% of population in the borough. As a result, we can see that the whole *Housing Market Area* deprivation is concentrated into relatively small areas – something we have previously described as “intense deprivation”.

3.87 Hyndburn has 53 Lower Super Output Areas, and Blackburn with Darwen has 91 LSOA’s with a combination of 144 LSOA’s in the HMA. When looking at the overall IMD rank, 11 of these have improved ranking from 2004 to 2007, whilst the remaining 42 have declined in Hyndburn. However, in Blackburn with Darwen 75 LSOA’s have declined, whilst only 16 areas have improved. None of the LSOA’s where the rank has improved are in the 5 priority wards in Hyndburn, which is consistent with the relative increase in the local concentration of deprivation.

3.88 The map below shows the LSOA’s in Hyndburn and Blackburn with Darwen, with the red areas indicating those areas in the most deprived LSOA’s (lowest 10%) in the country. As can be seen both boroughs have the highest deprivation in the neighbourhoods surrounding the most urban areas close to the town centres.



Source: Indices of Deprivation 2007

3.89 On many indicators of poverty (such as proportion of income support and tax benefits recipients, low education attainment) Hyndburn and Blackburn are well above average. There has been a sizeable out-migration from the urban core to the suburbs for those who can afford to relocate and whose skills equip them to get jobs elsewhere. The maxim "those who get on get out" is a problem for all disadvantaged areas and as the better off move out of poor areas they are re-populated by others who have fewer skills.

Deprivation Summary

3.90 Nationally, the data is presented as a direct comparison between 2004 and 2007, with caveats. It is impossible to assess the extent to which the ranks have been affected by the change in some of the indicators making up the domains. Nevertheless, the perception will be that the Housing Market Area is relatively more deprived than in 2004.

3.91 However, the situation portrayed is, in parts, at odds with our understanding of the current reality. For example, the Crime and Disorder domain only shows only a small number of LSOA's improving, as the data used is from 2004-05 – when we know that the crime rate in Hyndburn and Blackburn with Darwen has fallen dramatically since this time. Indeed most of the data used to calculate the 2007 index comes from 2005, with some dating back to the 2001 census. It is perhaps unfortunate that the Index has a tag of "2007" when this only reflects the date at which it was calculated.

3.92 In broad brush terms, deprived wards have experienced a fall in rank, with less deprived wards improving theirs.

CHAPTER FOUR: Current housing situation:
Housing Stock and the Housing Offer

4.1 This chapter looks at the shared legacy of housing stock across the market area associated with problems of low demand and the work being carried out to address this. It then goes on to look at how this translates into the concept of a *"housing offer"* that appeals to contemporary aspirations.

The Housing Stock

A shared legacy

4.2 Hyndburn and Blackburn with Darwen share a mutual history based around the textile industry. This has had a profound and long-lasting effect on the spatial patterning and types of housing in the two Boroughs and the effects of this are still informing the housing markets today. The labour intensive nature of textiles meant that a ready supply of labour was necessary and housing was purpose built for the expanding force of workers. This gave rise to the typical spatial patterning of rows of terraced housing characteristic of the areas.

4.3 Whilst the terraced housing was purpose built and rented out by the mill owners to the industrial working class, when rents were controlled after the 1939-45 war the properties became unprofitable and they sought to sell off the houses to the workers so that they changed tenure to owner occupation. In the 1960's and 1970's competition from abroad meant that Lancashire mills could no longer compete on price despite labour from Asia and shift working patterns and the industry went into decline. However, the legacy of a large supply of terraced housing remained and gave rise to concerns over poor quality, inappropriateness of layout and design, overcrowding and over-supply that are still being addressed by the two Borough councils today.

4.4 The situation at present is defining the right mix of homes required to create and sustain the current housing market for a mixed community where the most common household types are elderly, small family two person adult households, and where there is a strong association between housing conditions and households in economic and social disadvantage.

4.5 The Borough of Hyndburn comprises an estimated 36,319 dwellings. The HSSA figures 2008 shows 5.6% of stock were vacant in the private sector, with over 94% currently being occupied. Blackburn with Darwen has a stock count of 59,447, predominantly owner occupied with 72.2% above the national average and with vacant stock in the private sector at 5.4%, twice the national average. *(See Chapter 5 – Vacant Property section for a table showing Lancashire Vacancy Rate)*

4.6 The age profile of stock is a valuable indicator of the general nature, quality and choice of stock within a housing market area. The table below indicates a breakdown of the date of construction of housing within the Housing Market areas in both authorities.

4.7 **Age of Dwelling Stock**

Construction era	**Blackburn**		**Hyndburn**	
	Dwgs	%	Dwgs	%
Pre-1919	23001	39.3	16011	47.6
1919-44	7550	12.9	2500	7.4
1945-64	7602	13.0	5017	14.9
1965-74	8018	13.7	5221	15.5
1975-81	3730	6.4	944	2.8
Post-1981	8576	14.7	3969	11.8
Total	58477	100	33663	100

Source: Elevate East Lancashire Housing Condition Survey 2004

4.8 The dominance of older housing forms (predominately pre-1919 terraced properties) in the stock profile is clear, although there is some variance between Hyndburn and Blackburn. Hyndburn area contains the highest number of houses which were constructed before 1919, 47.6% compared with 39.3% of Blackburn area. This figure is significantly higher in the pathfinder area's, up to 70% and 54% respectively.

Tenure

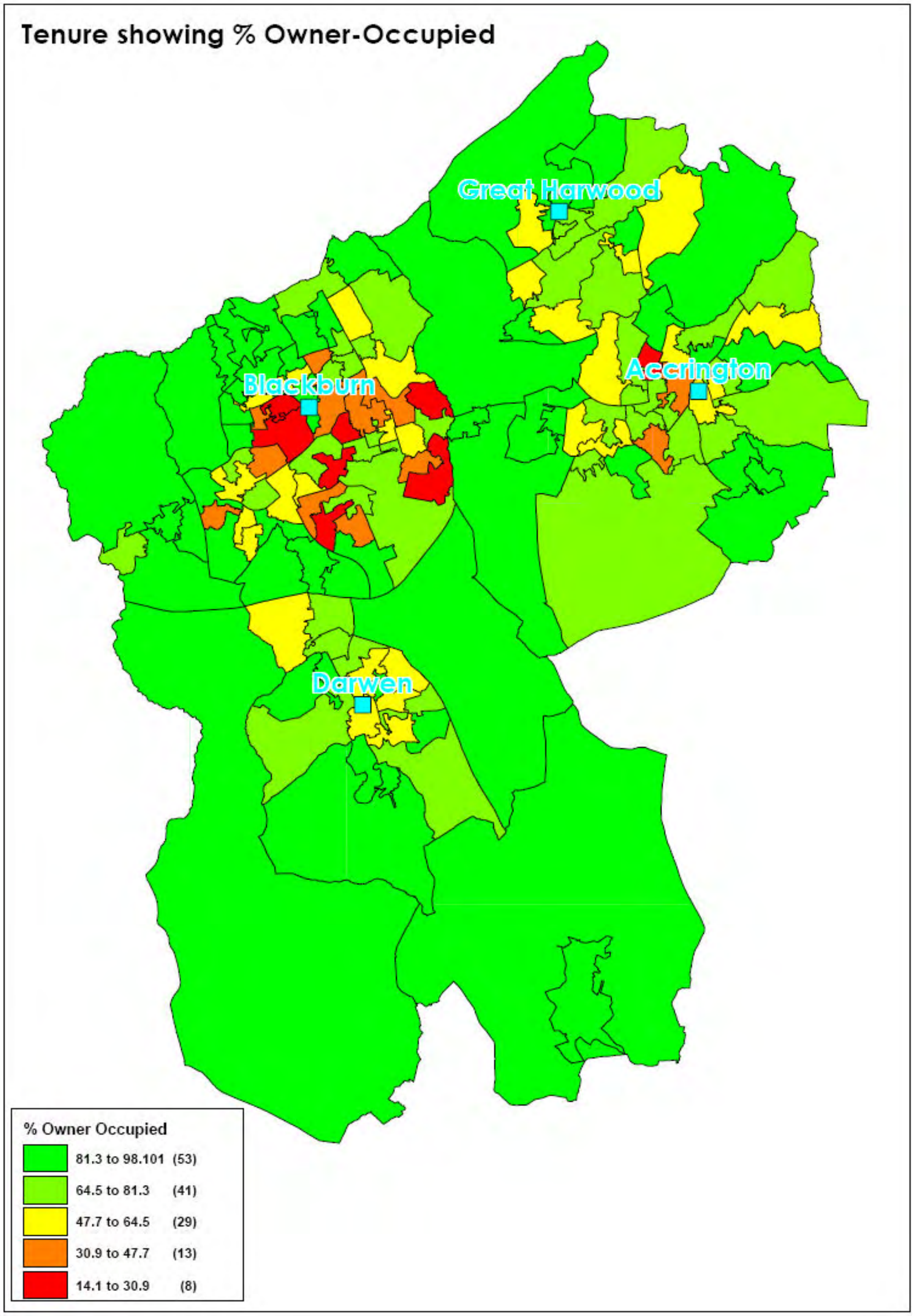
Owner Occupation Stock

4.9 Analysis of the Acxiom data source 2007 shows owner-occupation is the predominant form of tenure accounting for 27,654 dwellings (76.1%) in the Hyndburn area, and 42,995 (72.3%) in the Blackburn with Darwen area. Dwellings rented from a private landlord account for 3,873 dwellings (10.7%) in Hyndburn and 4,824 (8.3%) in the BwD area with those rented from RSL & Council accounting for an additional 4,792 dwellings, or 13.2% in Hyndburn and 11,628 (19.6%) in the BwD area. However some of this information from the Acxiom source data seems on the high side, especially the number of properties in Hyndburn rented from a private landlord. Findings from the Housing Needs Assessment indicate this figure should be around 9.5% for Hyndburn, however until a property tenure database has been set up the percentage will need to be estimated.

4.10 Again, the high percentage of owner occupation, in particular in Hyndburn is well above the regional average, due to large numbers of terraced previously mill owned properties being sold off after the war at low prices, after mill owners no longer found them profitable to rent out.

4.11 Owner Occupation can be split into two parts with those households who have no mortgage and those with a mortgage, and this split is an even 50:50 split between the two across the Housing Market Area. Where there is a low level of owner occupation this could be an indicator of affordability issues with low average earnings. As in the case of Church, Central, Springhill and Barnfield in Hyndburn, and Audley, Higher Croft, Shadsworth with Whitebirk and Wensley Fold in Blackburn with Darwen, where the lower than average level of owner occupation is an indicator of demand for low income private housing or social renting.

4.12 The map below shows in red the low percentage of owner occupation and the high percentage of owner occupation in the darkest shade of green.



Source: Acxiom 2007

Private Rented Stock

4.13 The 2004 Stock Condition Survey shows the rate of private renting is above the Hyndburn Borough average in the Pathfinder Area at 13.2% compared to 6.1% in the Non Pathfinder Area, and in Blackburn 9.7% in the Pathfinder Area and 5.4% outside the Pathfinder Area. In the Housing Market Area the Housing Needs Assessment 2007 shows the level of private renting is 9% compared with a national average of 11-12% (8.5% in BwD and 10.7% in Hyndburn).

4.14 The private-rented sector is characterised by a younger, single-person household structure with above average unemployment and benefit uptake and below average incomes. In both areas the rates of economically inactive is high, considerably higher than the North West and national average.

4.15 Information received from the Housing Needs Assessment 2008 shows the types of households resident in the two different parts of the private rented sector. The data shows well over half of private rented households on housing benefit are lone parent and single non-pensioner households. Private renters not on HB are dominated by two or more adult households without children and single non-pensioners. There are relatively few pensioner households in the private rented sector.

4.16 If there were a larger social rented sector in the HMA, it would be expected that lone parents would be found in that sector more naturally than in the private rented one, so the findings from the 2007 assessment illustrate the local shortage of social rented housing in particular in Hyndburn.

Social housing stock

4.17 Hyndburn and Blackburn with Darwen no longer have Local Authority owned stock (Hyndburn transferred in March 2006 to Hyndburn Homes). All social housing in Hyndburn, 4,792 in total (13.1%), is provided by Registered Social Landlords (RSL's) and 11,628 in BwD (19.6%), with Hyndburn Homes owning and managing around 68% (3,349) of the stock and Twin Valley owning the majority of RSL stock in BwD.

4.18 Hyndburn has a lower level of Social Rented housing when compared to regional and national averages, whilst Blackburn with Darwen has a slightly higher figure. The RSL sector also exhibits below average income and high benefit dependency. These are associated with an elderly and retired population. Findings from the Housing Needs Assessment 2007 indicate in the Hyndburn area nearly half of all social housing households have older persons living in them with 48.9%, and just under a third (31.8%) in Blackburn with Darwen.

Social Housing Stock percentages table

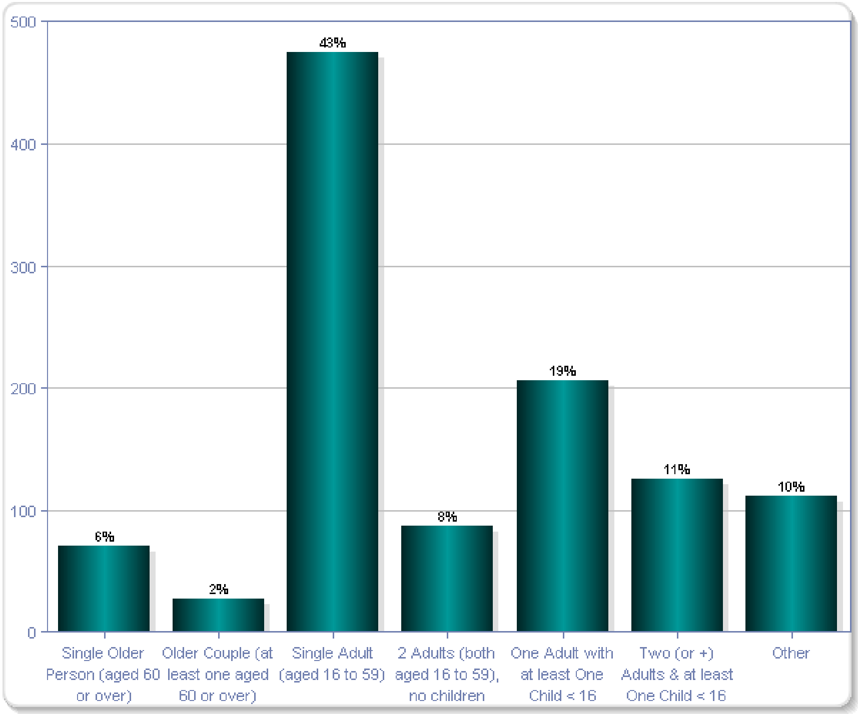
Social Rented as % of all Stock	
Hyndburn	13.1%
BwD	19.6%
North West	19.3%
England	18.5%

Source: HSSA 2007 (Housing strategy statistical appendix)

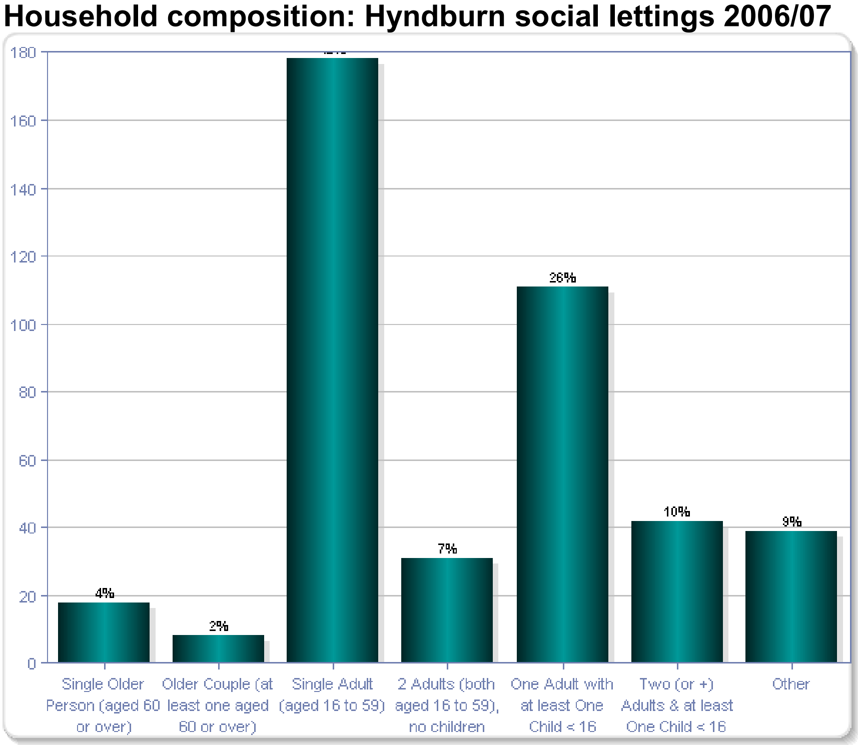
4.19 The numbers of social housing dwellings have declined considerably since 1981 with a large proportion of these sold under the Right-to-Buy (RTB) initiative. Over the past seven years Hyndburn has lost 445 properties to RTB and Blackburn has lost 1,000 properties. Right-to-Buy is not evenly distributed across the housing market area, with properties in the least desirable locations having experienced the least demand, and where there is demand often resold as private rented. Sales in more desirable locations are fetching (on resale) prices in excess of the Right-to-Buy succession price and are appearing in the entry-level market for new forming households and households moving from private renting.

4.20 The reduction in housing stock and the changing profile of social housing tenants has generally meant that re-lets have diminished. Older tenants move less, and in areas where demand for properties is low or transient, older social housing tenants have become the stable resident stock. In contrast, the number of households on the Housing Register has increased. More information on the breakdown of households on the Housing Register is in Chapter 5.

Household composition: Blackburn social housing lettings 2006/07



Household composition: Hyndburn social lettings 2006/07



Source: CORE RETURNS 2007

4.21 The graphs above profile all the new tenants moving into social housing properties, with a large proportion being single adults and lone parents.

This indicates over time there will be a change of profile of social housing tenants from older pensioners to single adults. Existing tenants have aged whilst the majority of those entering social housing for the first time are young. Demand from households in the middle of their housing career has diminished as expectations have changed. As a result, families have moved out to seek home ownership and young households have found provision in the private rented sector. This is also reflected in parts of the housing stock being “silted” up with low turnover, however voids and re-let times have reduced making stock more readily available for occupation.

Housing types

4.22 The durability of housing means that the accuracy of the data available, for example from Censuses, is longer lasting than for some other faster changing variables. However it does suffer from being quite limited in the characteristics it captures, when in reality houses are as variable as people, and similar types of properties next door to each other can sometimes be very different in important details, quality, appeal, and hence price.

4.23 Housing in the Housing Market Area is typically low-rise traditional design, in two storey configuration. 9271 dwellings (26.4%) are semi-detached in configuration in Hyndburn and 15555 (27.4%) in the BwD area with a further 3730 dwellings detached (10.6%) in Hyndburn and 7465 (13.2%) in BwD. Terraced houses account for a further 19110 dwellings or 54.3% in Hyndburn and 27174 (47.9%) in Blackburn. Flats represent 2937 dwellings or 8.4% in Hyndburn and 6365 (11.2%) in Blackburn with Darwen.

Tenure Split

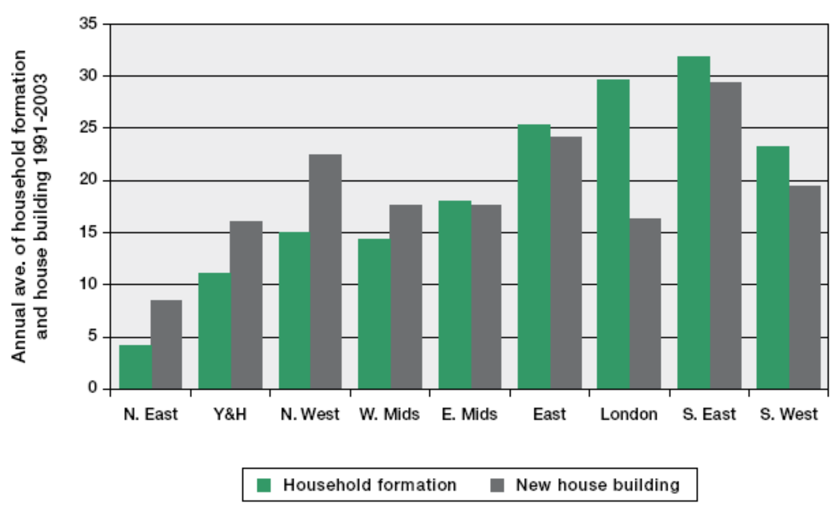
	BwD	Hyndburn	North West	England
Detached	13.2%	10.6%	18%	23%
Semi	27.4%	26.4%	37%	32%
Terraced	47.9%	54.3%	31%	26%
Flat	11.2%	8.4%	12%	18%

Source: HSSA 2007, Acxiom 2007

Stock change, New Build and Demolition

4.24 While important, shortfalls in house building have only played a limited role in the rapid rise in house prices over the last decade, there was a national shortfall of house building (measured against household formation) in the late 1980s, but not between 1991 and 2003. Post 2003, however, there have been shortfalls in supply in all parts of the country, and these are set to continue for some years yet, despite the government's new target of increasing the rate of new house building nationally to 240,000 a year by 2016.

Figure 3 – Household growth and house building 1991 – 2003



Source: DCLG

Source: 'Can't Buy: Can Rent' The affordability of private housing in Great Britain, Steve Wilcox 2007

		Housebuilding Completions					Demolitions			
		Private Sector	RSL	LA	Total		Private Sector	RSL	LA	Total
2001	BwD	503	21	0	524		527	10	10	547
	Hyndburn	195	0	0	195		0	20	0	20
2002	BwD	338	62	0	400		264	163	242	669
	Hyndburn				268		n/a	n/a	n/a	n/a
2003	BwD	378	29	0	407		31	316	0	347
	Hyndburn	156	0	0	156		0	0	58	58
2004	BwD	428	15	0	443		0	0	0	0
	Hyndburn	152	0	0	152		0	0	0	0
2005	BwD	206	15	0	221		249	253	35	537
	Hyndburn	180	0	0	180		2	0	0	2
2006	BwD	276	18	0	294		2	19	85	106
	Hyndburn	290	0	0	290		156	0	16	172
2007	BwD	87	52	0	139		75	81	0	156
	Hyndburn	90	0	0	90		40	19	0	59

Source: Housing Flow Reconciliation 2007

4.25 Over the past six years (2001 – 2007) Blackburn with Darwen have built 197 new RSL dwellings, compared with '0' in Hyndburn. However, in the past 12 months in Hyndburn (2007/08) there have been the new developments on the Phoenix 1 site with the 8 new Space bungalows and 23 new units on Charter Street built for Hyndburn Homes. In the same period there have been 842 RSL demolitions in BwD stock, compared to 39 in Hyndburn. In conjunction with the large loss of stock through RTB's social housing stock has been in decline and this affects the number available for supply.

4.26 Blackburn with Darwen and Hyndburn have an annual housing target provision of 489 and 189 respectively. Since 2001 in the private sector 2216 units have been built in the private sector in BwD and 1331 units in Hyndburn, in comparison with 1148 demolitions in BwD and 198 in Hyndburn. The demolished private stock is low demand, unfit terraced properties.

House Conditions

4.27 Latest findings from HSSA and RSR returns show 5.7% of RSL properties in Hyndburn fail to meet the Decent Homes standard and 8.9% in BwD compared with 27.4% and 26.7% respectively in the 2003/04 Stock Condition Survey. The 2003/04 survey gave an overall figure for Hyndburn of 36.1% and 39.1% in BwD. The survey will be repeated later in 2008 and will provide an updated figure.

4.28 In particular in the Hyndburn area, there is a predominance of owner occupations and on low average incomes a strong correlation with of non-decent housing, and low investment levels in properties with households. The highest percentage of non compliant decent home standards are in the private rented stock.

4.29 Until the full results of the 2008 Stock Condition Survey are available it will not be known whether the amount that's been spent on bringing properties up to decent home standard is keeping pace with the number falling into non-decency. There is a strong correlation with the older the stock (pre 1919) the larger number of non-decent dwellings, and where both Hyndburn and Blackburn with Darwen have a large proportion of older dwellings. The concerns arise where the numbers being improved might not be keeping pace with the actual numbers falling into non-decency due to the age of the stock and the small amounts of investment in home improvements over the years.

4.30 The HMR Intervention Area in Pennine Lancashire also contains a high proportion of substandard housing stock. The condition of the stock limits effective choice of housing, movement within the housing market, and housing availability.

4.31 Non decent housing tends to be strongly associated with households in economic and social disadvantage, and this accounts for 50.9% of all households living in non decent stock.

Decent Home Standard – Rates of Compliance

Area	Total Dwellings	Compliant		Non Compliant	
		Dwgs	%	Dwgs	%
BwD Intervention Area	25,605	13528	52.8	12077	47.2
BwD	58,477	35555	60.8	22922	39.2
Hyndburn Intervention Area	15,917	7700	48.4	8217	51.6
Hyndburn	33,663	21498	63.9	12165	36.1

Source: Elevate East Lancashire Housing Condition Survey 2004

4.32 It should be noted that whilst non-compliance is to a degree concentrated in the intervention areas, there is also widespread non-compliance outside the intervention area.

Unfitnesss

4.33 HSSA figures show that Blackburn with Darwen has the highest proportion of unfit properties in the country and Hyndburn the third highest. The 2003/04 Stock Condition Survey identified that rates of unfitness were highest in the private rented sector (34.6%) in Hyndburn and 36.5% in BwD, and also in the pre-1919 dwelling stock and vacant dwellings. The survey calculated that unfit vacant dwellings accounted for 23.3% of all unfit dwellings in the Hyndburn pathfinder area, implying that poor stock condition is a particular influence on the vacancy levels and 17.1% overall across the whole of Hyndburn. Terraced dwellings exhibit above average rates of unfitness both in Blackburn and Hyndburn.

- Within the non decent dwelling stock, 5755 dwellings or 47.3% are statutory unfit in Hyndburn area and 9,150 dwellings or 41.4% are statutory unfit in BwD.

- This represents a rate of unfitness across the Borough of 17.1% and 15.4% respectively, over four times above the national average of 4.1%.
- 4,260 (Hyndburn) and 8,771 (BwD) unfit dwellings are occupied and represent 74% and 92% of all unfit dwellings in the Boroughs.
- Relative rates of unfitness are higher for the Private rented housing sector, 34.6% or 1,106 dwellings (Hyndburn) and 36.5% or 1,548 in BwD.
- Rates of unfitness are above average for the terraced housing stock (27.2%), or 5265 dwellings. Unfit terraced dwellings account for 91.5% of all unfit dwellings in the Borough.
- Most unfit dwellings in the Borough are of pre-1919 construction. 5456 pre-1919 dwellings are unfit representing 94.8% of all unfit dwellings and a rate of unfitness for the sector of 34.1%.

(Source: Stock Condition Survey 2003/04)

Dwelling Fitness – Rates of Unfitness

Area	Total Dwellings	Not Unfit		Unfit	
		Dwgs	%	Dwgs	%
BwD Intervention Area	25605	18772	73.3	6833	26.7
BwD	59495	50345	84.6	9150	15.4
Hyndburn	33663	27908	82.9	5755	17.1
Hyndburn Intervention Area	15917	11290	70.9	4627	29.1

Source: Elevate East Lancashire Housing Condition Survey 2004

4.34 In trying to look more widely across Pennine Lancashire, HSSA Returns provide some information on estimated levels of unfitness. According to the HSSA data, Blackburn with Darwen has 15.4% stock unfit, with 9,150 unfit properties. In Hyndburn the number is 5755, 15.9% of stock.

Estimated Levels of unfitness

LA Area	Local Authority	RSL	'Other' Public Sector	Private Sector	Total of unfit dwellings	% of total dwellings unfit
Rossendale	0	0	0	2723	2723	9.1%
Pendle	13	2	0	6500	6515	16.7%
Hyndburn	***0***	***6***	***0***	***5749***	***5755***	***15.9%***
Burnley	0	1	0	3246	3247	8.1%
BwD	***0***	***1265***	***0***	***8859***	***10124***	***17.1%***
RV	0	0	0	1055	1055	4.3%

Source: HSSA Returns 1st April 2006

4.35 The percentage of vulnerable households living in non-decent private dwellings in England is as follows:

1996	57.1%
2001	42.7%
2003	37.2%
2004	34.0%

(Source: Neighbourhood Renewal Unit Website: Floor Targets from English House Condition Survey)

4.36 Across Pennine Lancashire the position in 2003/04 is as follows:-

Blackburn with Darwen	52%
Burnley	55%
Hyndburn	56%
Pendle	61%
Ribble Valley	48%
Rossendale	47%

Density of stock and Overcrowding

4.37 Peel ward has the highest density of households per hectare with 41.66, followed by Bastwell ward in Blackburn with (26.58), then Mill Hill and Ewood.

4.38 An overcrowded dwelling is one which is below the bedroom standard. The bedroom standard is that used by the General Household Survey, and is calculated as follows: a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over, each pair of young people aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by respondents even though they may not be use as such.

4.39 The Census 2001 figures show a level of overcrowding in Blackburn with Darwen at 6.8% and 5.2% in Hyndburn compared to the national average of 7.1% and 5.4% in the North West. However, taken from the latest Housing Needs Assessment 2008 findings show overcrowding in BwD stood at 5% and 4.7% in Hyndburn. The latest Survey of English Housing (SEH) data on overcrowding suggests that nationally around 2.5% of households are overcrowded with the figure for the North West being 2.0%. The wards of Central and Spring Hill in Hyndburn and again Bastwell, Audley, Queens Park and Shear Brow in Blackburn with Darwen have the highest levels of overcrowding, all areas with high levels of BME population.

Density of Stock / Number of Rooms

WARD	**DENSITY – households per Hectare**	**OVERCROWDING – no. of households with more rooms required per household**
All Hyndburn	4.52	4.7%
Altham	2.17	2.4%
Barnfield	4.52	2.5%
Baxenden	3.81	1.4%
Central	17.76	18.2%
Church	9.60	9.0%
CLM	10.32	3.8%
Huncoat	4.24	3.4%
Immanuel	1.73	0.0%
Milnshaw	18.19	3.0%
Netherton	7.04	7.1%
Overton	2.92	2.3%
Peel	41.66	5.2%
Rishton	2.68	1.5%
Spring Hill	16.4	12.7%
St. Andrews	15.39	3.4%
St. Oswalds	3.20	1.6%
Blackburn with Darwen	**DENSITY – households per Hectare**	**OVERCROWDING – no. of households with more rooms required per household**
All BwD	3.90	5.0%
Audley	18.68	12.1%
Bastwell	26.58	14.7%
Beardwood with Lammack	4.33	3.3%
Corporation Park	19.03	7.3%
Earcroft	7.93	1.0%
East Rural	0.69	0.0%
Ewood	21.23	2.7%
Fernhurst	6.04	0.0%
Higher Croft	12.55	3.3%
Little Harwood	7.30	5.6%
Livesey with Pleasington	2.41	5.6%
Marsh House	6.41	2.5%
Meadowhead	14.44	0.0%
Mill Hill	21.82	6.6%

North Turton with Tockholes	0.27	0.7%
Queen's Park	5.65	13.5%
Roe Lee	2.92	1.1%
Shadsworth with Whitebirk	14.73	4.8%
Shear Brow	16.90	16.2%
Sudell	16.92	1.9%
Sunnyhurst	6.29	2.8%
Wensley Fold	19.07	9.7%
Whitehall	2.14	0.0%

Source: Census 2001 / Housing Needs Assessment 2008

Household satisfaction

4.40 Taken from the 2004 Stock Condition Survey household attitudes on current accommodation and local area issues are positive.

- Almost 94% of households were at least quite satisfied with their current accommodation.
- Almost 90% of households expressed satisfaction with the area in which they live.
- Just over 20% of households perceive area decline (Blackburn with Darwen) and 23% in Hyndburn.
- 10% of households expressed a definite intention to move within the next 12 months.
- Within Blackburn with Darwen and Hyndburn there is a strong association between unsatisfactory housing conditions and households in economic and social disadvantage.
- Elderly, single person and single parent households are substantially over represented in non decent housing, particularly unfit dwellings.
- Vulnerable households account for almost 55% in BwD and 51% in Hyndburn of all households living in non decent housing.
- Almost 43% (BwD) and 37% in Hyndburn of vulnerable households live in non decent housing (Stock Condition Survey 2004).

- Less than 40% of vulnerable households have carried out repairs/ improvements within the last 5 years and only 24% intend to do so in the next 5 years.

4.41 It should be noted that 'satisfaction' scores are affected by expectation levels suggesting low expectations of housing in the Borough.

4.42 However, what has been identified from the latest Housing Needs findings 2008 is that household expectations can vary across tenure. Findings have suggested households in social housing have higher expectations than those in private rented accommodation and even some owner occupiers, because they have higher expectations of their landlords keeping their property in good repair. Tenants in the private rented sector don't seem to have such high expectations of their landlords.

Aspirations and the housing offer

4.43 Chapter 3 has shown how social change in terms of demography, ethnicity, migration and economic circumstances in terms of jobs, incomes and deprivation can shape the housing market. The other major driver is less easy to quantify but in terms of people's housing choices is important to outline.

4.44 It is 'place' in a more general sense than 'housing' that drives housing decisions as well as a desire for people's housing to reflect what type of person they are in terms of social and cultural attributes. The reason that housing areas are often so homogenous is not only because choice of housing area is heavily correlated with income bands, but also because people choose areas on the basis of being with people who are similar to themselves, people they feel comfortable with or people who they aspire to be like.

4.45 Housing choices are made according to 'mental maps' that include perceptions of status, prejudice, historical knowledge that no longer applies and local folklore, and are often not based upon a rational assessment of objective data:

"People move for a mixture of motives – rational, emotional, positive, negative, aspirational, instrumental. It is difficult for research to unravel this bundle of factors, not least because respondents are often tempted to provide rationalisations (given the financial consequences at stake) for what may in fact have been, deep down, an instinctual or impulsive decision." Ian Cole, *Shaping or Shadowing, 2007*

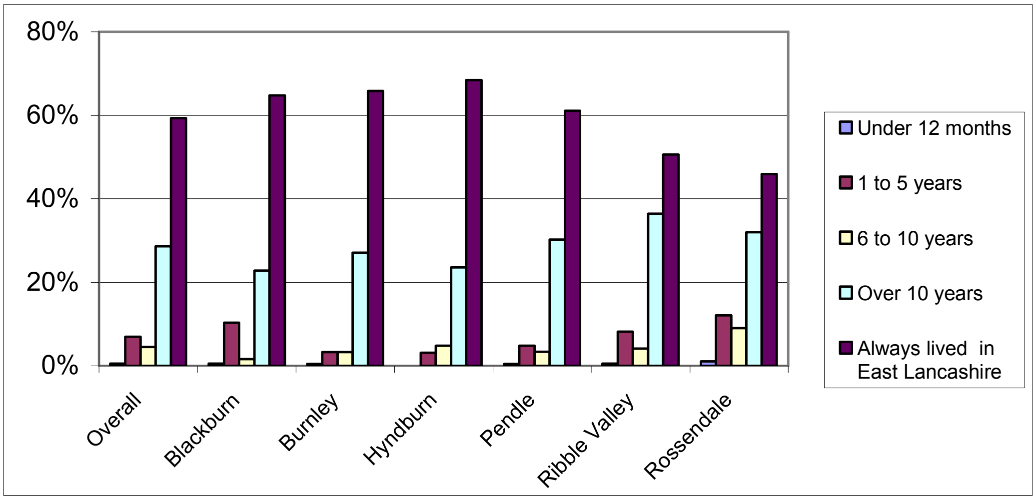
4.46 Both Hyndburn and Blackburn face challenges in attracting higher income residents in order to boost their economies and correspondingly boost their housing markets. Typical of the incomers the market area is anxious to attract is the area close to the M65 which has seen a large development of upper, middle market homes. However, it is debatable how much these areas are self-contained and how they benefit the life of the market area as a whole. The motorway seems to act as a quick escape route for people who may find little cultural, consumerist or leisure interest in the area. Overall, the perception of the market area by outsiders is negative and the transformational agenda and the re-branding of Pennine Lancashire is seeking to rectify this.

Local Aspirations

Length of residence

4.47 The majority of respondents (88%) said they had lived in Pennine Lancashire for over 10 years, according to the latest findings from the 'Living and Working in East Lancashire 2006 report'. Hyndburn and Blackburn had the highest percentage of respondents who had lived in the Borough all their lives, accounting for nearly two thirds of residents in Hyndburn and over three fifths in Blackburn. Overall, however, the population appeared to be relatively stable – this finding is very similar to that found in the previous 2004 Living and Working in East Lancashire survey.

Length of residence in Pennine Lancashire breakdown by Borough

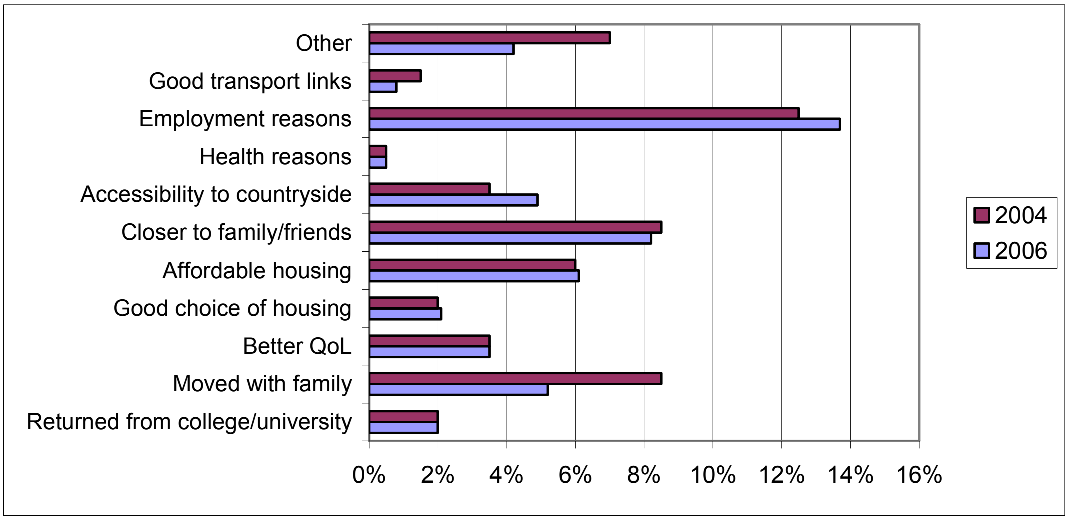


Source: Living and Working in East Lancashire (Q1)

Why people move to Pennine Lancashire

4.48 Employment remains the main "pull" into Pennine Lancashire (dominated by the 45-64 and 65+ age groups) at nearly 14%, with 8% moving to be closer to their family/friends. Moving to Pennine Lancashire as a child with the family appears to be less of a driver, perhaps suggesting a shifting tide away from the traditional 'stable' community to a more diverse and dynamic community. There was little difference found between White and BME respondents, with both these groups showing similar drivers.

Why people move to Pennine Lancashire

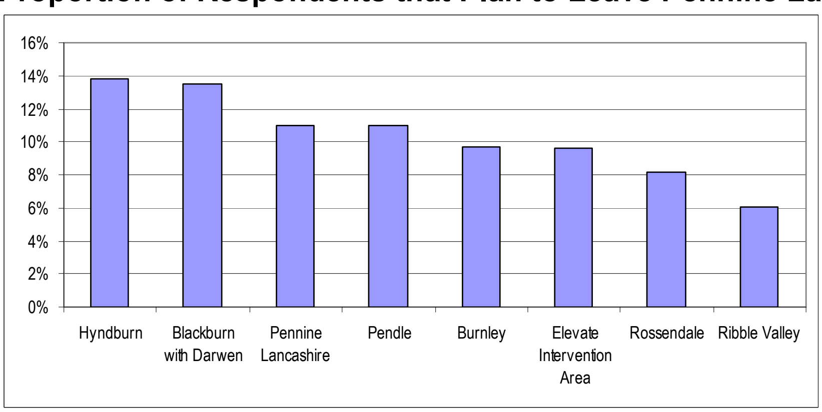


Source: Living and Working in East Lancashire (Q2)

Respondents that plan to leave the area

4.49 One of its most significant findings was that 11% of respondents in Pennine Lancashire planned to leave the sub-region within the next five years. While comparator data is unavailable from the 2004 survey, this represents a significant proportion of Pennine Lancashire households.

Proportion of Respondents that Plan to Leave Pennine Lancashire

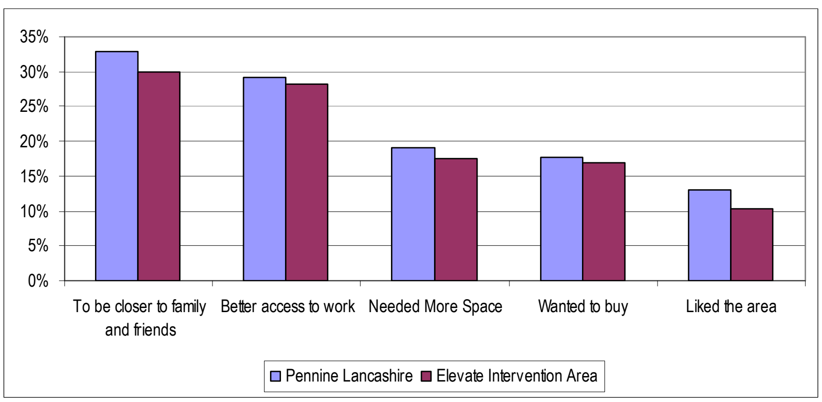


Source: Citizens' Panel Survey 'Living & Working in East Lancashire', 2006

4.50 The proportion stating that they plan to leave the sub-region varies considerably at the district level, from almost 14% in Hyndburn and Blackburn with Darwen to only 6% in the Ribble Valley. The proportion of respondents resident in the Elevate Intervention Areas planning to leave is below that for Pennine Lancashire as a whole, which suggests that mobility within these areas is lower than elsewhere.

4.51 Of those that have recently relocated to and within Pennine Lancashire, the main reason cited for moving was to be closer to friends and family (33%); closely followed by better access to work (28%). The proportion of respondents from the Elevate Intervention Areas stating that they moved for better access to work is only one percentage point lower than respondents from across Pennine Lancashire, suggesting that these areas are within reasonable commuting distance of employment centres.

Reasons for Relocation



Source: Citizens' Panel Survey 'Living & Working in East Lancashire', 2006

4.52 Findings from the on-going Home movers survey that gets posted out to all households when they move into their new property indicate changes in family circumstances, being closer to family / friends, a move to a better neighbourhood and health reasons are the main reasons for their recent relocation.

Summary of Housing Profile

4.53 The housing offer shows and reflects the balance of the tenure and property type within a given area. The BwD and Hyndburn HMA has a rather imbalanced market with a large proportion of terraced properties and Council Tax banding category 'A' and 'B' compared to the North West and Nationally, with limited amount of housing stock in Council Tax bandings 'E+' (The Housing Market Housing Offer table on page 106). This indicates a lack of choice of property type available, with a large proportion being old, in poor condition and no longer meeting the needs and aspirations of the local population.

'There needs to be a supply of good quality, attractive housing of a type necessary to attract and retain the skilled workforce needed to sustain economic development'.
(The North West Regional Housing Strategy, 2005)

4.54 The 2004 Stock Condition Survey mentions a large proportion of unfit properties (5755 Hyndburn, 10124 BwD), indicating little investment available to update and improve the conditions of the properties. There is also a great variation in the quality and condition of available housing, especially comparing desirable suburban parts and the low demand ADF areas.

4.55 Taken from the latest Housing Needs Assessment:

- There are a high proportion of properties that are owned outright compared to the regional and national average.
- A reducing stock of social housing, leading to more pressure on the available supply with low turnover and people staying longer and not moving on.
- As mentioned this indicates more people having to move into private rented sector, with little social housing available and affordability restricting households moving onto the property ladder.

Blackburn with Darwen

4.56 The lack of a balanced housing offer, with large numbers of terraced properties limits the housing offer and choice for residents in Blackburn with Darwen. There is a great variation in the quality and condition of available housing, especially comparing desirable suburban and semi rural parts of Blackburn and parts of the intervention areas. There is a growing need for a broader range of housing type to accommodate an expanding younger population and BME households where evidence shows high fertility rates keeping up the population.

Hyndburn

4.57 After discussions with local estate agents findings show a shortage in family-sized rented homes, with a large proportion living in overcrowded accommodation. As already mentioned there is an imbalance in the housing market in terms of the types of properties available. The proportion of semi-detached and detached properties is well below regional averages, standing at 26% and 11% respectively compared with the North West averages of 37% and 18%. Many investors tend to opt for the smaller units which are priced at the lower end of the market.

Housing Market Offer

4.58 The table below gives a complete breakdown of the housing profile and offer in the Housing Market Area. As already touched on Hyndburn has a low proportion of social housing stock, and a large proportion of owner occupiers. Blackburn has a larger proportion of detached, semi's and flats compared to Hyndburn, though still significantly below the regional and national figures.

4.59 The Housing Market Area has a considerably large supply of terraced, low demand dwellings some with house prices significantly lower than the regional average which was the rationale for the introduction of the government pathfinder's project in the area. Other reasons for these low prices are the low wages in the area; the pathfinder project will also help rejuvenate the economy with regeneration projects, however affordability is still an issue in the area due to the above reasons.

4.60 **The Housing Market Area Housing Offer:**

Indicator	Blackburn with Darwen	Hyndburn	North West	England
Housing Stock	59,447	36,319	3,063,777	21,906,172
Social Housing (%)	19.6%	13.1%	19.2%	19%
Private Rented (%)	8.3%	10.7%	8.6%	11%
Owner Occupation (%)	72.2%	76.2%	72.2%	70%
Terraced (%)	47.9%	54.34%	31%	26%
Semi (%)	27.4%	26.36%	37.2%	32%
Detached (%)	13.7%	10.61%	18%	23%
Flats (%)	11.2%	8.35%	12%	18%
Affordability Ratio	4.9	4.5	5.6	6.3
Unfit Properties (%)	15.4%	15.8%		
Council Tax Bands A & B	73.6%	73.5%	60.2%	44.14%

Source: SHMA 2008

4.61 The future prosperity of the *Housing Market Area* depends on retaining and attracting individuals with the skills, creativity and motivation to generate and sustain knowledge based economy. The expectation of such individuals will be different from what can currently be provided, particularly in terms of housing. The lack of choice in the housing market disadvantages existing residents and makes it difficult to retain and attract individuals with valuable skills and qualification, for the region to prosper.

CHAPTER FIVE: The Current Housing Market

5.1 This chapter looks at features of the housing market that have appeared recently and are reflecting housing market change. Whilst the Pathfinder low demand scenario is persistent, other factors are driving change towards a more diverse market profile. Some of this is planned to manipulate positively the 'residential offer' available to in-migrants and some reflects more general market change, both positive and negative.

The persistence of low demand

5.2 Whilst there have been many housing market changes recently, both planned and unforeseen, the persistence of low demand across the Housing Market Area needs to be highlighted as a battle not yet won. Across the market area there has been a growing demand for housing in the suburbs and developers have been keen to progress developments (80% + have been built on brownfield sites) to meet the demand, but the urban cores have suffered from the "doughnut" effect with the population out-migrating to the suburbs. One reason for this has been the demand for larger style properties. This has happened considerably for example in the Accrington wards of Church, Central and Peel where the population has fallen by a fifth over the period 1971 to 2001. The exception to this overall picture is the Asian community areas which are growing in population and where demand remains high despite house condition problems and overcrowding.

Number of Low Demand housing stock (All Stock):

District	Number of Low demand housing	Total housing stock	% of Low demand housing
Blackburn with Darwen	**20145**	**59447**	**34.1**
Burnley	17271	40264	42.9
Hyndburn	**11523**	**36319**	**31.1**
Pendle	13250	39349	33.7
Ribble Valley	1	24447	0
Rossendale	2554	30126	8.5

Source: HSSA 2007

5.3 Housing problems in the inner urban areas are shared problems across Pennine Lancashire and have not developed overnight. The problems were first highlighted in the "M62 Corridor" research by Birmingham University and in subsequent research leading to the establishment of the Housing Market Renewal Pathfinders.

5.4 General trends for the urban core in Blackburn and Accrington indicate:

- Low demand for pre-1919 terraced houses is the result of a number of factors related to the house condition of these properties, but also to social change and changing aspirations.
- Two bedroom terraces were the property of choice for first time buyers over many years, but there has been a shift in housing preferences and aspirations away from traditional areas and house types and, as a result, many neighbourhoods have stagnated with a lower demand and turnover of the two bedroom terrace.
- Low interest rates have allowed lower income groups to buy new homes and provide an attractive alternative to buying a pre1919 house or renting from a housing association.
- Older houses are more likely to be unfit and require expensive repairs.

5.5 There have been attempts in both Hyndburn and Blackburn to re-vitalise the central areas by the development of apartments in an attempt to bring more affluent consumers into the areas with hoped-for spin-offs of new businesses catering for this market. Although construction has begun on these developments it is too early to judge their success, or whether they will be casualties of the diminishing value of this sub market as other apartments in places like Leeds and Liverpool have been.

Household Mobility / Desire to Move

5.6 Some indication of people's satisfaction with the housing and neighbourhoods of Hyndburn and Blackburn with Darwen can be gained by data from the joint Housing Needs Assessment. Information gained from the survey estimates the number and proportions of households who would wish or expect to move home per annum over the next two years by tenure. The data shows that around 15.8% in Hyndburn and 20.2% in BwD of households state a need or likelihood of moving home over the next two years. Households living in the private rented sector are particularly likely to be future movers.

Existing households who need or are likely to move in next two years by tenure

	Number who need / likely to move		Total number of households		% need / likely to move	
	Hyndburn	BwD	Hyndburn	BwD	Hyndburn	BwD
Owner – occupation (no mortgage)	1,160	2,480	13,104	19,483	8.9%	12.7%
Owner – occupation (with mortgage)	2,158	3,896	13,209	20,319	16.3%	19.2%
Social rented	577	2,681	4,617	11,273	12.5%	23.8%
Private rented	1,508	2,201	3,270	4,525	46.1%	48.6%
Total	**5,403**	**11,257**	**34,200**	**55,600**	**15.8%**	**20.2%**

Source: Housing Needs Assessment 2008

Reasons for moving

5.7 The tables below show the reasons for moving (by tenure) for households who moved to their current accommodation within the past two years. A large proportion of the owner occupiers with no mortgage stated their move was due to their previous property being too big, indicating more older people in these type of households. In Hyndburn over a quarter (27%) of the responses from the owner occupiers (with no mortgage) stated a move to a better environment was their reason for moving, in BwD this figure was 17.2%, 10% lower.

5.8 In the owner occupation tenure (with a mortgage) the main reason for their previous move was due to the property being too small, indicating more families wanting more bedrooms. The figures for Hyndburn and BwD were very similar at around 28% stating this reason. Other reasons again were to a better environment, to live independently (first time buyers), to live with a partner and to live closer to friends and family.

Blackburn with Darwen

5.9 In the Social and Private rented sector there were a number reasons for moving from previous accommodation, with the main ones being to move to cheaper accommodation, to be closer to friends and family, to live independently and relationship breakdown.

Blackburn with Darwen				
Reasons for moving to current accommodation				
Reason for moving	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented
To move to cheaper accommodation	22.3%	13.0%	12.2%	12.7%
Previous home was too small	9.5%	28.9%	7.6%	20.3%
Previous home was too big	42.1%	5.5%	16.0%	4.4%
Access problems	9.7%	3.1%	16.1%	5.8%
Relationship breakdown	10.7%	10.1%	4.5%	16.4%
To move to live with partner	2.5%	14.7%	4.8%	8.5%
To move closer to transport links	1.1%	0.4%	2.8%	2.9%
To move closer to friends/family	18.0%	11.3%	21.6%	9.2%
To live closer to employment or other facilities	3.8%	7.5%	0.0%	14.5%
To move closer to shops and services	5.9%	3.6%	6.1%	4.9%
To move to a better environment	17.2%	27.6%	11.8%	19.8%
To move to a safer area	7.6%	15.8%	18.4%	16.5%
To move into a school catchment area	4.6%	5.6%	1.8%	4.0%
To live independently	7.8%	19.7%	16.7%	17.9%
To receive higher levels of care	1.3%	1.4%	3.4%	0.0%
Unable to manage in previous home	5.5%	3.0%	10.1%	4.0%
Under threat from clearance	0.7%	0.4%	5.1%	3.0%
Eviction	0.0%	0.0%	7.2%	3.8%
To move to a newbuild property	1.8%	5.5%	4.8%	1.7%
All other reasons	14.4%	19.3%	21.2%	22.7%

Source: Housing Needs Assessment 2008

Hyndburn

Reasons for moving to current accommodation				
Reason for moving	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented
To move to cheaper accommodation	12.7%	8.2%	14.3%	12.2%
Previous home was too small	6.1%	28.0%	9.7%	20.4%
Previous home was too big	31.5%	9.9%	14.6%	4.9%
Access problems	16.2%	2.0%	16.2%	6.1%
Relationship breakdown	6.3%	11.7%	15.7%	10.9%
To move to live with partner	0.0%	12.9%	3.9%	7.1%
To move closer to transport links	0.0%	1.7%	3.2%	4.2%
To move closer to friends/family	16.5%	15.6%	10.3%	19.1%
To live closer to employment or other facilities	4.2%	11.3%	1.1%	7.6%
To move closer to shops and services	7.6%	2.8%	4.3%	9.0%
To move to a better environment	27.6%	21.9%	17.5%	23.7%
To move to a safer area	18.0%	12.5%	20.8%	22.2%
To move into a school catchment area	2.4%	6.6%	0.0%	5.1%
To live independently	3.2%	13.6%	10.5%	13.6%
To receive higher levels of care	5.8%	0.0%	6.1%	1.8%
Unable to manage in previous home	6.6%	2.9%	16.4%	7.4%
Under threat from clearance	3.6%	2.4%	4.8%	1.9%
Eviction	0.0%	0.0%	5.5%	1.8%
To move to a newbuild property	0.0%	5.5%	1.2%	2.9%
All other reasons	10.8%	15.6%	9.8%	28.3%

Source: Housing Needs Assessment 2008

5.10 Households were similarly asked about what tenure they would both like and expect to move to. The results for the HMA suggest around three-fifths of all households would like to move to owner-occupation, however just over half expect to secure this type of accommodation. More households expect to rent privately than would like to.

5.11 A similar analysis was carried out for newly forming households (concealed). The survey estimates that there are 1,255 households who need or are likely to form households in the Hyndburn area over the next two years and 3,170 in the Blackburn with Darwen area. Analysing the data it is estimated around two thirds of these newly forming households would like to remain in their borough, with a slightly higher figure actually expecting to remain.

5.12 In terms of tenure preference and expectations it is estimated around 65% of newly formed households would like to move to owner-occupation accommodation, however only around 45% expect to. Additionally, newly formed households are more likely to want or expect terraced or flatted accommodation than existing households, with preference for 2 bedrooms.

Vacant property

5.13 The Housing Market Area as previously mentioned is an unbalanced market, suffering with low demand and consequently struggling with high levels of vacant dwellings, especially so in the private sector market and in the designated pathfinder areas. The high levels of vacant dwellings are a key indicator of a low demand market, especially so in the terraced housing market that dominates the area. Blackburn with Darwen has 5.4% empty properties, with 2.6% being long term empties. These figures indicate BwD have a large proportion of vacant dwellings that don’t stay empty for over 6 months. Whilst Hyndburn have a larger proportion of empty properties (5.6%), with a large proportion lying empty for over 6 months (3.8%). Looking at the table below the real difference between Hyndburn and Blackburn is the low percentage of RSL voids in BwD, and the re-let times in Blackburn are faster, however this has not always been in the case.

5.14 Hyndburn has the third highest rate of private sector vacancies in Lancashire, followed by Blackburn with Darwen in fourth. Hyndburn also has the third highest rate of private sector long term empties with 4%, and the highest rate of vacancies in social housing dwellings in Lancashire, where Blackburn figures have been falling year by year.

Lancashire Vacancy Rate (All types) 2008

	RSL's		**Private Sector**		**All**		*Private sector long term empty (over 6 months) %*
	No. of Properties	*%*	*No. of Properties*		*No. of Properties*	*No. of Properties*	
Lancashire	2223	2.1%	28324	4.5%	30936	4.2%	2.2%
BwD	200	1.7%	3014	6.3%	3214	5.4%	3.2%
Blackpool	205	2.9%	3016	4.9%	3221	4.7%	2.3%
Burnley	109	1.9%	2899	8.4%	3008	7.5%	4.1%
Chorley	42	0.7%	409	1.1%	451	1.0%	1.1%
Fylde	13	0.6%	1660	5.0%	1673	4.7%	2.5%
Hyndburn	174	3.6%	1867	5.9%	2041	5.6%	3.9%
Lancaster	113	1.8%	2084	3.9%	2197	3.6%	1.3%
Pendle	76	1.7%	2541	7.3%	2617	6.7%	4.5%
Preston	316	2.8%	1954	4.1%	2659	4.5%	2.8%
Ribble Valley	12	0.7%	909	4.0%	921	3.8%	1.6%
Rossendale	598	2.7%	2657	3.9%	3255	3.6%	2.3%
South Ribble	90	1.9%	1578	6.2%	1668	5.5%	3.0%
West Lancashire	38	0.8%	1143	2.7%	1181	2.5%	0.6%
Wyre	87	1.2%	473	1.2%	560	1.2%	0.6%

Source: HSSA 2008

5.15 The number of social housing dwellings lying empty has reduced considerably over the last few years in Blackburn with Darwen as mentioned above, and this is attributed to a combination of tighter management control and increased demand in social housing. Surprisingly Hyndburn has one of the lowest proportions of social housing dwellings in Lancashire with the highest percentage of vacant, with findings from the Housing Needs Assessment 2008 indicating a large demand for social housing in the borough.

Private and RSL Vacancy Rates 2002-2007

	RSL properties		RSL vacancies (%)		Private sector properties		Private sector vacancies (%)	
	BwD	**Hyndburn**	**BwD**	**Hyndburn**	**BwD**	**Hyndburn**	**BwD**	**Hyndburn**
2001/2	12,691	5,007	933 (7.4%)	266 (5.3%)	45,591	30,686	2,954 (6.5%)	2,275 (7.4%)
2002/03	12,273	5,057	772 (6.3%)	227 (4.5%)	46,068	30,691	2,847 (6.2 %)	2,044 (6.7%)
2003/04	12,023	5,101	708 (5.9 %)	172 (3.4%)	46,731	30,802	2,771 (5.9 %)	1,849 (6%)
2004/05	11,623	4,932	544 (4.7 %)	194 (3.9%)	46,878	31,055	2,749 (5.9 %)	2131 (6.9%)
2005/06	11,564	4,958	390 (3.4 %)	188 (3.8%)	47,422	31,240	3,079 (6.5 %)	1812 (5.8%)
2006/07	11,544	4,824	271 (2.4%)	207 (4.3%)	47,478	31,434	3,151 (6.6%)	2100 (6.7%)
2007/08	11,628	4,792	200 (1.7%)	174 (3.6%)	47,819	31,522	3,014 (6.3%)	1867 (5.9%)

Source: HSSA returns

5.16 In times of house price decline and increased repossessions the problem of empty properties is differently framed than in times of house price boom and authorities need to consider the degree to which they wish to intervene in the market when in the future the market itself may deliver solutions to empty housing or make any fixed policy redundant.

5.17 The supply/demand situation is constantly changing and operates differently in sub-markets within the Housing Market Area. The clearance programmes in operation have altered the supply situation by reducing the stock level of low demand/difficult to let and empty properties. This reduced supply, usually of poor quality, but affordable, terraced housing leads to an increasing emphasis on problems of affordability and access to accommodation. However, problems associated with low demand continue in areas across the market and property adjacent to clearance areas may be particularly at risk of being empty before the full benefits of renewal are apparent.

5.18 In 2007, Hyndburn has a level of private sector vacant housing at 6.7%, three per cent higher than the national average. Some years ago, some areas were nearing wholesale abandonment – in 2002 Church had a vacant housing stock of 10.2%. Central now has the highest proportion of vacant stock with over 13%, followed by Barnfield and Springhill.

Time series table showing all vacant dwellings in Hyndburn (All Stock)

	Households vacant 1991	Households vacant 2001	% change 1991 - 2001	2007	% change 2001 - 2007
Altham	7.3	4.8	-2.5	5.1	↑ 0.3
Barnfield	6.7	8.7	2.0	9.5	↑ 0.8
Baxenden		1.8		2.5	↑ 0.7
Central	11.9	7.5	-4.5	13.4	↑ 5.9
Church	6.7	10.2	3.5	9.1	↓ -1.1
CLM	7.3	7.0	-0.3	5.5	↓ -1.5
Huncoat		8.9		6.1	↓ -2.8
Immanuel	4.3	3.2	-1.1	4.3	↑ 1.1
Milnshaw	5.1	3.2	-1.9	3.9	↑ 0.7
Netherton		7.8		6.4	↓ -1.4
Overton		3.8		4.4	↑ 0.6
Peel	9.6	10.9	1.3	9.1	↓ -1.8
Rishton		5.7		5.8	↑ 0.1
Spring Hill	6.9	8.5	1.5	9.3	↑ 0.8
St. Andrew's	8.4	4.8	-3.6	5.4	↑ 0.6
St. Oswalds		2.4		3.1	↑ 0.7
HYNDBURN		6.1		6.4	↑ 0.3

Source: HSSA returns, Council Tax

5.19 As already mentioned vacancies have been declining in the Blackburn with Darwen area, significantly in the social housing sector with the wards of Highercroft and Queen's Park seeing the largest reductions. In 2001, over a fifth of all properties in Queen's Park were lying empty with this figure coming down to 7.5% in 2006 and 10.24% vacant in Highercroft in 2001 falling to 3.17%. In the wards of Sunnyhurst and

Wensley Fold vacancy levels are still running high and have seen no reduction over the past few years.

Time series table showing all vacant dwellings in BwD (All Stock) *(Including RSL vacancies)*

Ward	1991	2001	% change 1991 - 2001	2006	% change 2001 - 2006
Audley	7.5	9.67	+2.17	6.11	↓3.56
Bastwell	8.3	7.44	-0.86	7.36	↓0.08
Beardwood with Lammack	6.0	3.14	-2.86	5.30	2.16
Corporation Park	6.3	7.52	+1.22	7.45	↓0.07
Earcroft	5.1	5.77	+0.67	5.21	↓0.56
East Rural	N/A	1.81	N/A	2.40	↑0.59
Ewood	5.3	6.18	+0.88	7.82	↑1.64
Fernhurst	N/A	#	N/A	2.95	N/A
Higher Croft	16.8	10.24	-6.56	3.17	↓7.07
Little Harwood	4.4	7.53	+3.13	5.10	↓2.43
Livesey with Pleasington	4.9	2.67	-2.23	2.64	↓0.03
Marsh House	5.4	5.51	+0.11	4.12	↓1.39
Meadowhead	4.9	4.81	-0.09	3.94	↓0.87
Mill Hill	6.6	6.70	+0.1	6.55	↓0.15
North Turton with Tockholes	8.4	4.01	-4.39	4.21	↑0.2
Queen's Park	10.0	20.93	+10.93	7.15	↓13.78
Roe Lee	4.6	3.81	-0.79	3.88	0.07
Shadsworth with Whitebirk	5.9	5.26	-0.64	4.57	↓0.69
Shear Brow	8.1	12.39	+4.29	7.86	↓4.53
Sudell	7.2	7.00	-0.2	7.39	↑0.39
Sunnyhurst	7.5	9.49	+1.99	11.50	↑2.01
Wensley Fold	8.3	10.35	+2.05	9.25	↓1.1
Whitehall	5.5	4.64	-0.86	4.78	↑0.14
Total	6.8	7.46	+0.66	5.86	↓1.6

Source: Council Tax

(n.b. Ward boundaries and names changed in Blackburn with Darwen between 1991 to 2003, so the ward figures for 1991 are not exact).

Social Housing Vacancies

5.20 As already mentioned above Social Housing vacancies have been falling over the past five years with vacancies in Blackburn with Darwen significantly declining by over 50%, with tighter management control and greater enforcement of tenancy rules in an attempt to halt the poor reputation of some social housing has led to more disruptive tenants or prospective tenants being siphoned into the private rented sector. BwD figures have shown a fall from 7.4% in 2001/02 down to 1.7% in 2007/08, compared with Hyndburn that has experienced a smaller reduction down from 5.3% to 3.6%. These figures combined with the low turnover of RSL stock, and the large number of right to buys over the past 10 years results in very little social housing stock available for households to move into.

5.21 All this combined with an increase in house prices made the aspiration for home ownership unachievable for many low and even medium income earners, and this has had the knock-on effect of re-directing these people into the private rented and social housing sectors with little opportunity for people to move from social housing stock into owner occupation at the rate achieved and seen in the 1990's.

5.22 For these reasons of necessity due to the lack of affordability of private housing, and through choice because of better property management, RSL properties are more in demand with consequent slower turnover times and lower vacancy rates.

House prices and sales

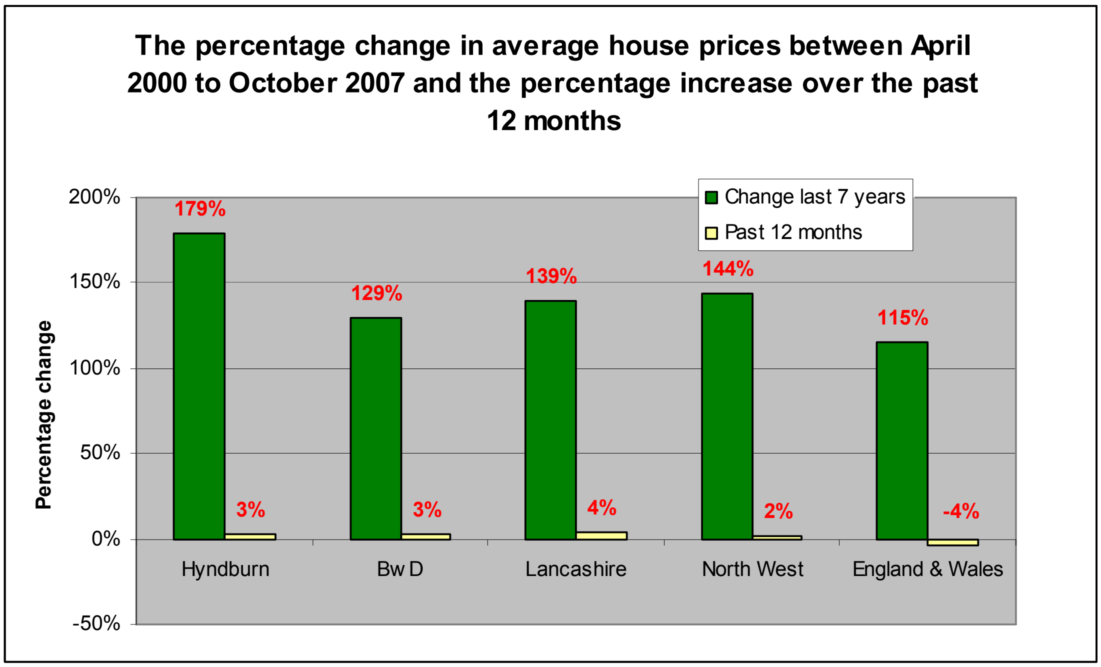
5.23 Nationally, housing supply has not kept up with increased demand due to greater household need of single person households, greater life expectancy and planning restrictions on new developments. This situation is added to by rising aspirations for certain housing types in preference to those existing, and across the Housing Market Area, terraced housing is not a preferred housing type for many households. This shortage of suitable housing is reflected in increased prices. Both Blackburn and Hyndburn have seen house price rises, although from a lower base than many areas.

5.24 The table below compares the typical average house prices across Lancashire within each authority and the average terraced price, showing the annual percentage increase and the number of sales for the year.

House prices September 2007 *(Land Registry)*

	ALL PROPERTIES			TERRACED		
NAME	AV PRICE (£)	ANNUAL CHANGE	SALES	AV PRICE (£)	ANNUAL CHANGE	SALES
Ribble Valley	£244,002	13.9%	291	£155,733	2.9%	114
Fylde	£206,020	0.5%	473	£174,779	14.5%	103
West Lancs	£204,418	11.1%	492	£118,065	11.5%	130
Wyre	£170,266	-0.2%	629	£123,715	4%	150
South Ribble	£169,495	7.8%	595	£121,311	-0.7%	156
Chorley	£164,117	0.1%	529	£121,604	10.3%	171
Lancaster	£161,231	7%	846	£126,621	4.3%	326
Preston	£151,676	4.8%	882	£111,637	7.3%	383
Rossendale	£128,882	3.3%	440	£97,448	4.7%	244
Blackpool	£127,850	6.1%	936	£110,240	7.2%	434
BwD	£121,236	6.5%	774	£94,743	17.4%	488
Pendle	£120,399	11.9%	610	£90,011	14.1%	438
Hyndburn	£115,090	14.9%	422	£91,639	21.7%	282
Burnley	£96,304	6.8%	738	£76,580	19.9%	541

5.25 The chart below shows the percentage increase in house prices over the past seven years within the North West area. As can be seen in Hyndburn prices have increased the most significantly, and this is partly due to their low starting point, with prices starting to catch up with Blackburn. However this is a snapshot, a point of time and the housing market is constantly changing with influential factors such as a recession, inflation, credit crunch, interest rates all affecting the market and the way people perceive all these factors influences how the market swings over time.

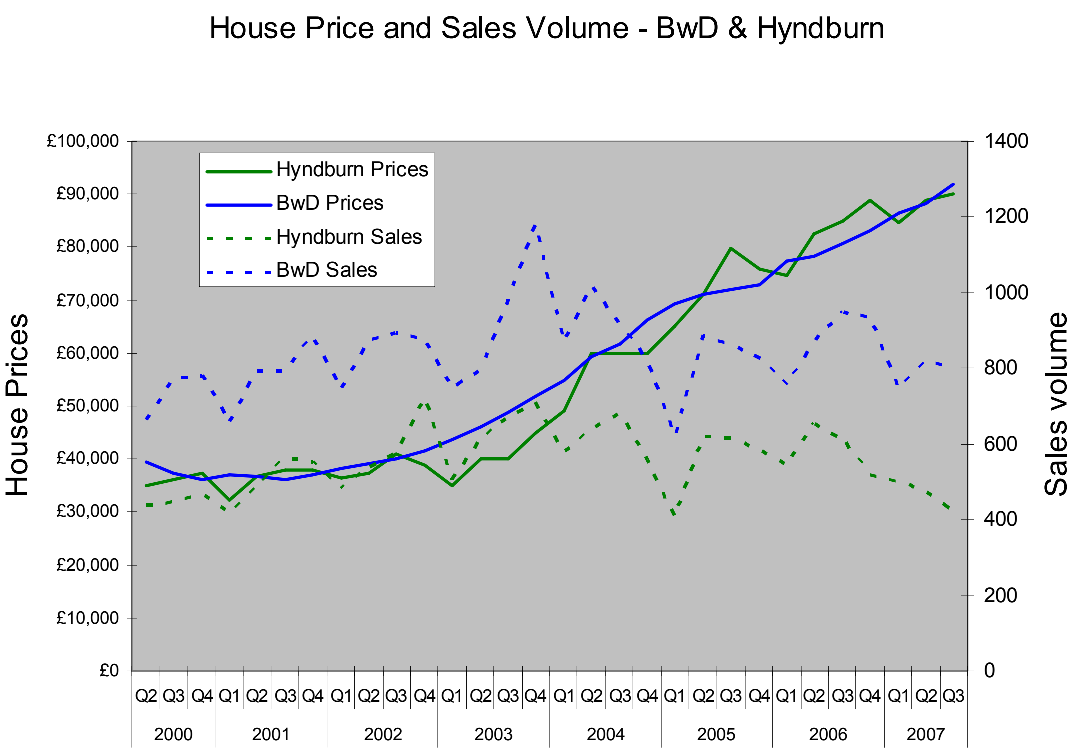


Source: Land Registry

5.26 House prices have doubled relative to individual earnings since 1990, but this has been substantially offset by the reduction in interest rate in the early years of the 1990s. Mortgage costs have risen sharply as a percentage of earnings over the last decade and on average represented 28% of individual full time earnings by mid 2007. However this is still slightly below the peak of 33.8% experienced in 1990.

5.27 A significant number of house sales are of low value properties reflecting the general low value of the housing stock in Hyndburn and Blackburn, particularly in the Pathfinder areas. More recent figures show that Burnley has the fastest rising house prices in Lancashire reflecting the phenomenon of a house price 'lag' as even the most deprived areas show price rises eventually.

5.28 Median house prices are slightly lower than the average mean house price, but reflect more of a true picture of the current housing market because they don't get distorted by high and low property prices and show a more realistic common average property price.



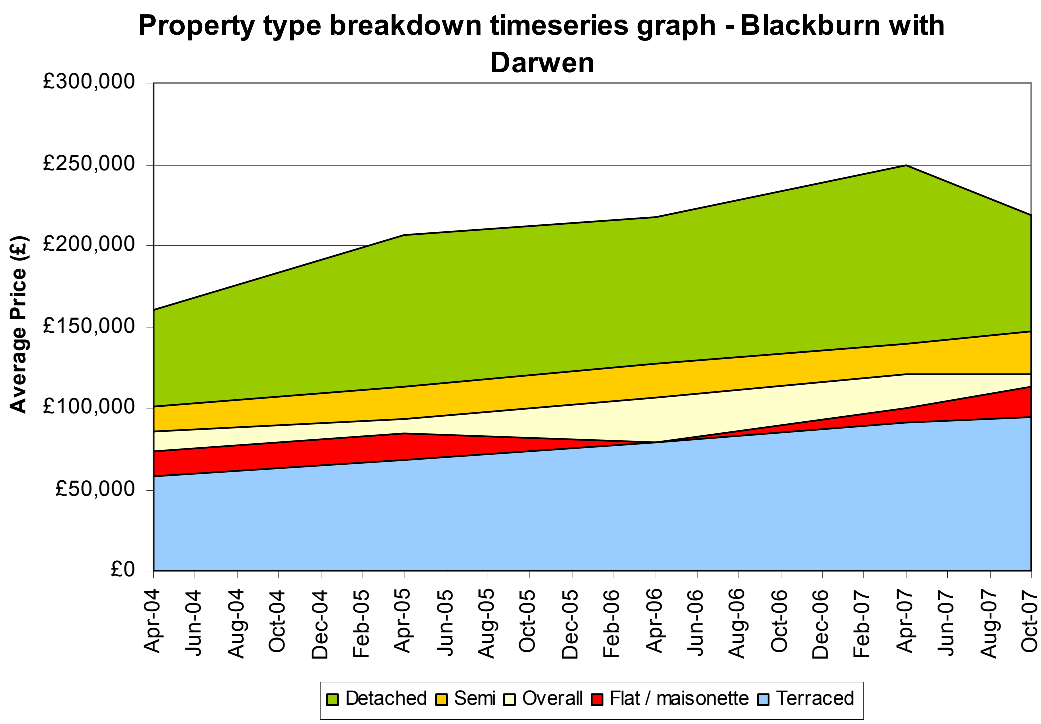
5.29 The chart above compares the price changes between Blackburn with Hyndburn since 2000, and as can be seen Blackburn has a smooth price rise over the period, and Hyndburn prices fluctuate over the period. The dotted lines represent the number of sales per quarter over the period. Both areas run parallel and mirror each other; however

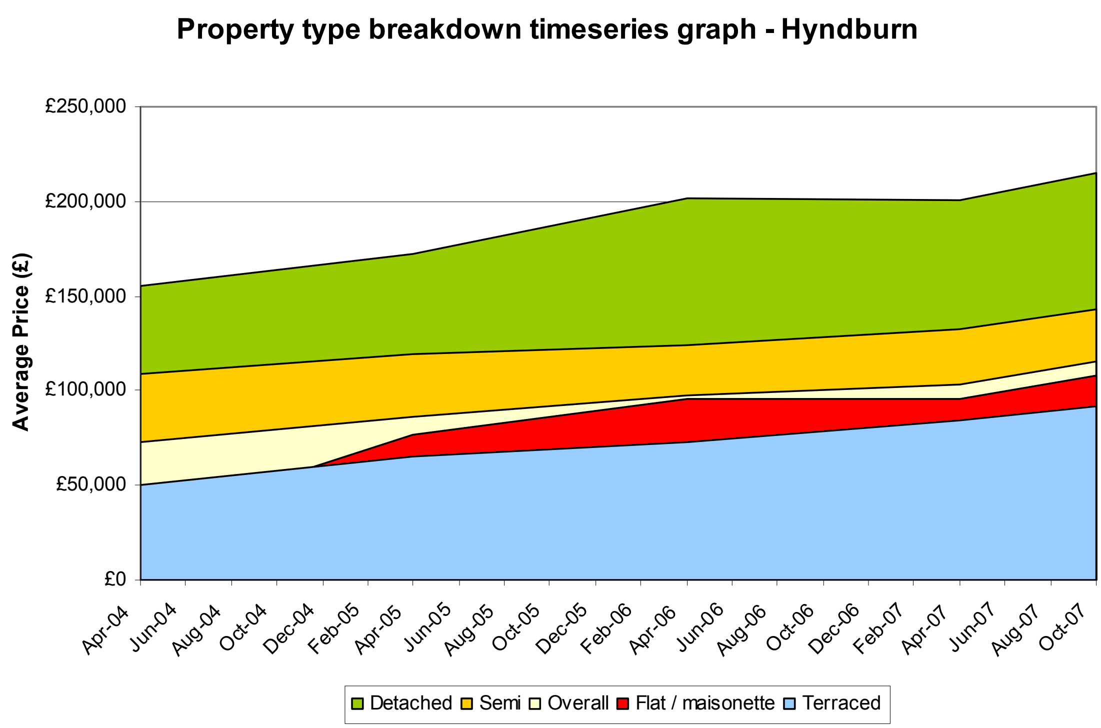
Hyndburn experiences a third less sales than in the Blackburn area, this is the result of the number of properties involved.

5.30 An interesting observation from the chart shows the point when house purchase prices dramatically rise (3rd quarter 2004), the number of sales dramatically drops in the same period. This dramatic fall could be a result of the seasonal drop in sales experienced after Christmas every year with the following quarter figures always significantly less, but always turn around and pick up in the spring and summer months.

5.31 As can be seen from the table below Quarter 2 in 2004 in Hyndburn saw the highest percentage increase with house purchase prices going up a fifth in one quarter.

5.32 The two graphs below show how property types for both Hyndburn and Blackburn with Darwen have changed in price since April 2004. The graphs show the steady rise in the price of the terraced property, whilst the detached property market has slowed down slightly and fallen in the market. This slow down is partly due to the rise in interest rates with households prepared to wait to see what’s happening in the market with less first time buyers entering the market due to the credit crunch and less mortgages available causing a slowing down of the market.





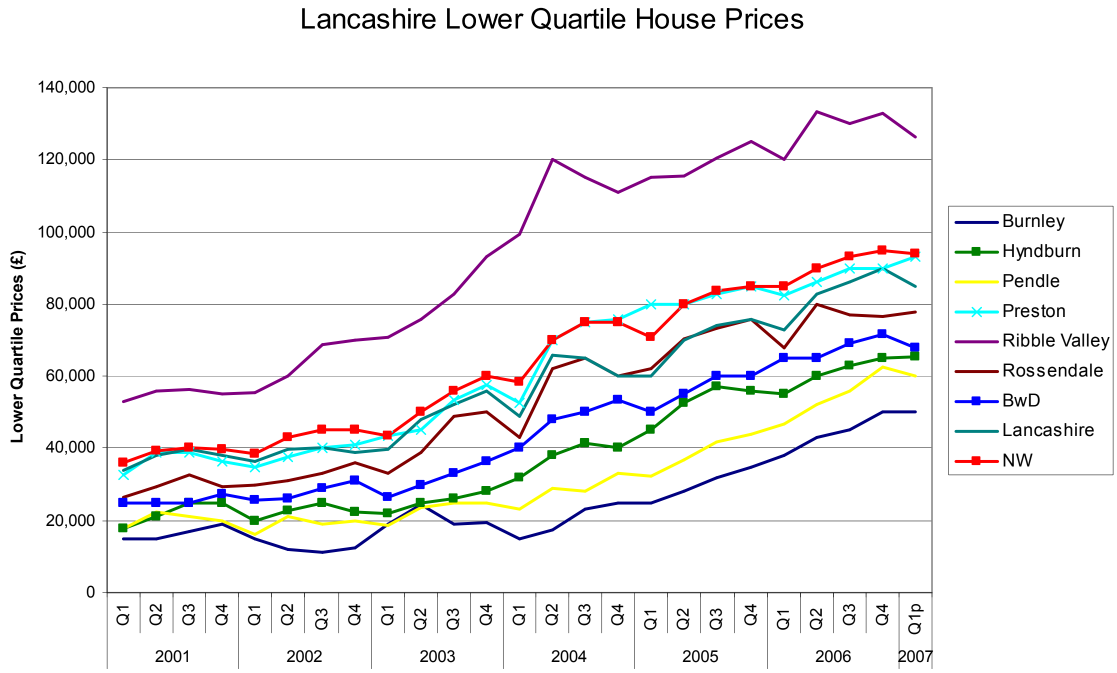
5.33 Both markets show similar patters over the past three years, with the only real difference indicated in the flats / maisonettes markets where

Hyndburn has such a low number of sales it does not robustly reflect the market. The strong performance of the terraced stock reflects demand from buy to let purchases, as well as demand from first time buyers. Also the detached markets slightly differ, with detached properties in Blackburn being ten per cent higher than in Hyndburn, reflecting the higher number of upper mid market homes including those built close to the M65.

5.34 Over the past six years the lower quartile house prices (the lowest 25% of all house sales) have risen in Hyndburn 264% in property value from £17,963 to £65,375, considerably higher than household income inflation, whilst Blackburn with Darwen lower quartile figures have gone from £24,950 to £68,000 with a rise of 172%. However, consequences of this have led to affordability issues.

5.35 The property boom over the last few years has considerably affected the first time buyers market, the entry point to the market making it more difficult for first time buyers to get on the property ladder with lower mortgage rates, the buy-to-let market and in some areas housing market renewal. However, the recent change in the market where households have struggled to gain credit, have slowed down the market working in favour of the first time buyers who might start to see a reduction in prices with properties becoming more affordable.

5.36 The green line below shows Hyndburn's lower quartile and the blue line represents Blackburn, with entry point on to the property market for the past six years demonstrating the steep rise experienced, identifying the concern over affordability for people who have little savings and equity available.



Source: Land Registry

Blackburn with Darwen

5.37 House prices are a key indicator of demand and low value terraced housing dominates the local market. Borough-wide prices for this type of housing are amongst the lowest in the North West. Even though house prices have increased significantly in the last 2 years consultation with estate agents suggest that there is an oversupply of terraced houses and however cheap the prices, there is a low demand for this type of property in particular areas. Whilst prices in the ADF areas have generally increased more dramatically than elsewhere, there are variations between ADFs, and this in part may be due to speculative buying. Even with this sharp increase the average price of a property in the active ADF areas remains well below the Borough average. Furthermore prices have not kept pace with national trends suggesting that demand for housing in the Borough is still relatively low, particularly for terraced housing. The rise in prices has been fuelled by speculative demand for buy to let properties which may not be sustainable in the long term.

5.38 The rise in house prices has made the provision of affordable housing an increasingly important issue. The David Couttie Study Update concluded that the lowest priced terraced houses and flats available to low income buyers in July 2004 averaged £36,838 for a two bedroom terrace, and this required a household income of £16-19,000 to access the market. The increase in the price of terraced houses and flats over the past year greatly exceeds regional wage inflation which is around 8% p.a. Prices at this level exclude about 45% of households from the unsubsidised housing market. Furthermore this property is likely to be in the worst condition possibly requiring additional public subsidy in the form of assistance with repairs.

Hyndburn

5.39 In the past seven years the average house price in Hyndburn has increased by 179%, 40% higher than the Lancashire average and 35% higher than the North West average.

5.40 In the last 12 months prices in Hyndburn have risen by a further 14.9%, with an 11.4% increase in the quarter July to September 2007. This annual price rise is significantly higher than the North West increase of just over 6.8% and a Lancashire wide increase of 6.6%, and nationwide of 9%.

5.41 The overwhelming increase happened in the terrace property market with prices rising by over a fifth in the Hyndburn area in the 12 months up to September 2007, slightly higher than Blackburn with Darwen (17.4%), Pendle (14.1%), Burnley (19.9%), Rossendale with 4.7% and substantially higher than the North West increase of 9%.

5.42 Barnfield ward has the lowest median house price in the Hyndburn district with £58,750, just behind Springhill with £60,000. The Hyndburn median house price is currently standing at £89,000, considerably lower than the average house price for the district. This difference indicates there must be a few high price property sales distorting the average market price.

5.43 Baxenden ward has the highest median property prices for the district with £129,000, followed by Altham with £125,000, St. Oswalds at £124,500, and two other wards reaching the £120,000 mark Immanuel and Huncoat.

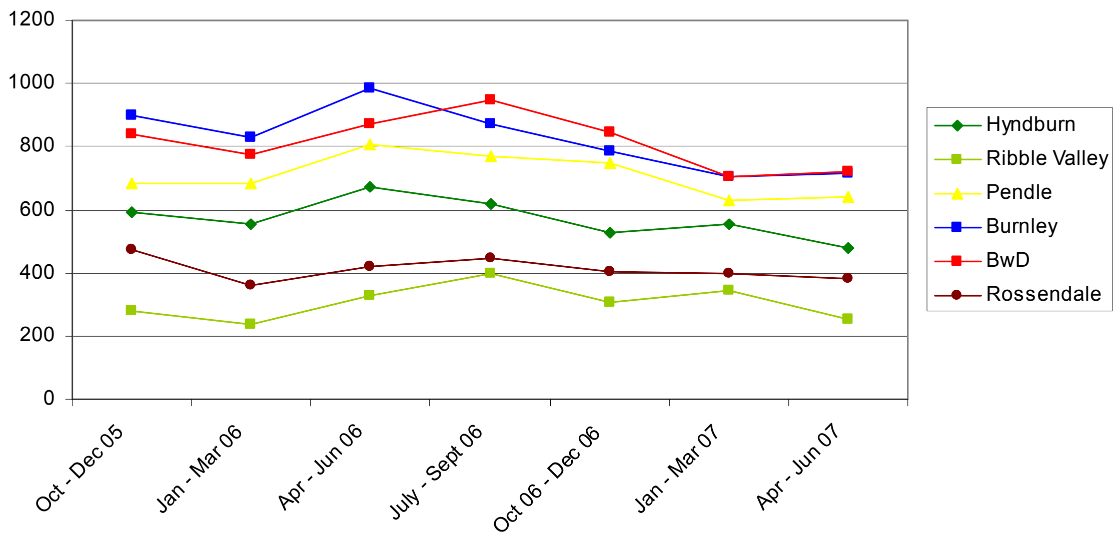
5.44 Springhill, Barnfield and Central have the lowest priced terraced properties in the district (median), with the Hyndburn median average standing at £75,000, whilst St.Oswalds has the highest at £105,000, then followed by Baxenden at £103,000.

Sales

5.45 House sales can fluctuate over the year, with the period just after Christmas usually being the quietest time of year and the summer months usually the peak. Across the North West property sales turnover over the past two years has been around one per cent of all households sold per quarter, and just over four per cent for the year. This figure has been slightly higher for the whole of Lancashire for the past two years with an average of 1.5% house sales per quarter and six per cent for the year. This figure is similar to Blackburn with Darwen turnover, whilst Hyndburn's house sales turnover for the past two years has been around seven per cent.

5.46 In the chart below house sales reached their peak in the summer of 2006, and since that period house sales transactions have seemed to have slowed down and declined. However, house prices in Blackburn with Darwen have steadily gone up, compared to Hyndburn where they have fluctuated more. The market slowdown has especially come from the top end of the market, larger more expensive properties. Reasons for this could be the rise in interest rates and mortgage costs with affordability becoming a big factor affecting the amount people have to pay monthly and also hitting the first time buyers market, reducing the number of mortgages available and restricting the amount people can borrow. But over the second half of 2007 house prices have started to rise fast in certain areas suggesting problems with supply and the demand for the right type of property.

HOUSE SALES IN EAST LANCASHIRE



Source: Land Registry

Market intervention: Housing Market Renewal

Regional comparisons

5.47 As well as the overall eradication of problems caused by low demand by 2020, two of the targets set out for the Housing Market Renewal programme in 2005 were to;

- Close the gap in vacancy rates between Pathfinder areas and their respective regions by one third by 2010.
- Close the gap in house prices between Pathfinder areas and their respective regions by one third by 2010.

5.48 However, vacancy rates have worsened in the Elevate area as a percentage of regional vacancy rates, only Merseyside being less improved than East Lancashire:

Pathfinder vacancy rates as a percentage of regional vacancy rates

	2002 %	2003 %	2004 %	2005 %	2006 %	2002-06 % change
Birmingham/Sandwell	128	131	127	119	97	-24
Oldham/Rochdale	114	93	106	111	88	-23
Manchester/Salford	153	156	151	155	138	-10
South Yorkshire	95	94	84	93	89	-6
Hull	117	114	95	102	117	Nil
North Staffordshire	126	117	112	123	127	+1
Newcastle/Gateshead	125	127	119	144	127	+1
Pennine Lancashire	**142**	**143**	**143**	**146**	**146**	**+3**
Merseyside	126	124	137	134	135	+7

Source: National Audit Office, 2007

5.49 However, as the National Audit Office point out;
"It is also difficult to identify the extent to which the vacancy rates in Pathfinder areas have been due to the Pathfinders themselves or due to other factors. In the short term Pathfinders' interventions create vacancies as they acquire properties for demolition. The risk should at least be partly offset by the fact that increased house prices provide property owners with a financial incentive to bring long term empty property back into use, although some of those purchasing houses for investment purposes may prefer to leave their properties vacant as they are only interested in the appreciation in the property's value."

5.50 The Elevate Pathfinder has always shown house prices below those of the other Pathfinders. The size of the gap between the Pathfinders and the rest of the region widened up to 2004 but narrowed up to 2006. However, Elevate was working from the lowest base house prices in 2002 and has closed the gap between Pennine Lancashire house prices and North West house prices by 18% which compares favourably with the other Pathfinders, the greatest improvements being made by Manchester/Salford with a 35% increase.

Pathfinder house prices as a percentage of regional figure

	2002	2003	2004	2005	2006
Newcastle/Gateshead	69	86	92	98	92
Birmingham/Sandwell	70	78	81	85	84
South Yorkshire	62	64	68	76	75
Oldham/Rochdale	62	62	60	69	75
Manchester/Salford	40	47	50	60	75
Merseyside	55	54	66	69	71
Hull and E. Riding	60	58	46	51	61
North Staffordshire	36	38	47	52	57
Pennine Lancashire	**34**	**36**	**34**	**42**	**52**

Source: National Audit Office, 2007

House prices across the intervention areas

5.51 House price sales reflect a small growth in the intervention areas as a proportion of the North West sales from 46% of NW prices in 2004/05 to 50% of NW prices in 2005/06 *(Blackburn HMR report).* The Blackburn Intervention areas are currently experiencing house prices at an improved 58% of NW averages; this is similar to the story in Hyndburn.

5.52 Whilst prices are comparatively low in relation to regional and national trends, the picture on the ground in the Housing Market Area is of uneven house price growth across the intervention areas illustrated by the fact that some sub areas in the Inner North ADF and Church & West Accrington have performed above both of the boroughs average in terms of rising house prices.

5.53 The BME community may have prevented market collapse in some areas, as already mentioned the market has a large ethnic minority community, accounting for 8.3% of the population in Hyndburn and 20% in Blackburn (Source: Census 2001). This population will have grown since the last Census with an increase in Polish and Eastern European migrants. The BME population tends to live within the inner wards of Blackburn, Accrington and Great Harwood and quite often in the housing market areas which are experiencing low demand. It is felt that the presence of these communities in the low demand areas may have prevented market collapse in some cases. Furthermore, it was felt that in some cases these households are purchasing properties for their children’s future and this has helped to sustain the market. However some of these properties are standing empty at the moment which may pose some problems. The impact of migrant workers was also considered and it was felt that there are some landlords who are offering sub-standard accommodation to this sector of the community. These tend to be poor quality self-contained flats.

5.54 The practice of buy-to-leave has been documented in the housing market renewal areas, with many investors buying up previously low demand properties and holding onto them hoping to make a return as the housing market renewal work takes place. These types of practices have wider implications for the long-term sustainability of these communities, with many properties still standing empty and in the case of housing market renewal, this can slow the process down, making it difficult for councils to identify the owners of empty properties and making property acquisition more costly.

Private rented sector activity

5.55 The private rented sector is an important and essential part of housing provision and housing choice. In Britain it is not often a long term choice but an important transitional tenure. In many cases the private rented sector is a stage in the progress of a household moving into owner-occupation, but can also be a stage in the move of a household into social rented housing.

5.56 However, higher than average levels of private renting may be an indicator of low demand housing and market failure. In most cases these rented properties will represent private landlords renting to individuals and families with low incomes. Concerns have been raised about the standards of privately rented properties and the management of these properties in certain localities. Such concerns create a poor image of the sector for all landlords, even those quality private landlords and agents. The symptoms of mismanagement may typically be the activities of tenants and the condition of premises amongst other factors. These concerns often come directly from those local communities affected.

5.57 Since the great expansion of Housing Benefit payments after the end of Council house-building programmes in the late 1980's, there have arisen in many parts of Britain a class of 'benefit landlords' who provide housing units which are available below the ceiling set for Housing Benefit. Housing Needs Assessment findings estimate over 50% of the private rented sector is on Housing Benefit, compared just over a fifth nationally. This is striking evidence of the inability of the social rented sector to accommodate households who might typically be found in that sector. A large proportion of the benefit tenants are lone parents: exactly the group who are typically found in the social rented sector as they are more vulnerable than the average. There is therefore a separate source of private tenants who cannot obtain suitable affordable housing, and cannot afford market prices to rent or buy. With the aid of Housing Benefit they may obtain short term housing in the private rented sector.

5.58 The sector has undergone something of a resurgence in the last few years with 'buy to let'. A particular aspect of this may be a sub sector of 'buy not-to-let' resulting in empty properties. In 1996, when the buy-to-let mortgages were first launched in Britain, only 20,000 were taken out. By June 2007 this figure had grown to 940,000 and the total amount borrowed to £108 billion. Buy-to-let investors are discovering that the rent on the properties is not enough to meet the dual costs of the mortgage and their additional landlord costs, such as repairs and maintenance, so the consequences could be an increase in average rents that have stayed in line with income levels (although the rents are controlled by the Rent Officer where supported by housing benefit), or the possibility of investors pulling out of the market and selling their properties and with a decline in the number of people using properties as investments in the future.

5.59 As landlords see their property in purely investment terms and are content to see that investment rise in bricks and mortar terms rather than in return on rental income they will be more relaxed about leaving property empty. However, the buy to let market is in part a reflection of house price boom and may decrease if property prices decrease or other forms of investment become more attractive. If property prices fall the response to empty properties will be differently framed against a background of buy to let owners attempting to leave the market, negative equity and repossessions. While the private rented sector still only comprises 9% of the housing stock, because it is a growing sector, and has a more mobile population, it now accounts for nearly half of all household moves in a year. Despite short term fluctuations it appears a sizeable private rented sector is here to stay.

5.60 Research in the HMA suggests a small increase in the private rented sector across the district between 2001 and 2007; the increase is in line with the national average. In addition the estimated private rented sector at 2007 is approximately some 9% in the Housing Market Area, which is slightly less than the typical rates of 11% nationwide. Such increases tend to indicate both an abundance of low value property that make it more attractive to investors, and are symptomatic of issues associated with low housing demand. In addition it should be noted that rental rates allowable under the Local Housing Allowance have increased.

5.61 The ADF area's have the highest percentage of private rented accommodation, indicating low demand for owner occupation and cheaper for landlords to purchase properties. The wards of Barnfield, Peel, Church and Central have the highest percentage of private rented accommodation in Hyndburn and all areas potentially indicated for selective licensing. In Blackburn with Darwen the wards of Ewood, Wensley Fold, Sudell, Shear Brow and Queen's Park have the highest percentage of private rented accommodation and are all intervention areas with low deprivation scores.

5.62 Key findings from the Housing Needs Assessments 2008 relating to the private rented sector:

- The nature of the tenure is illustrated by its high annual turnover; with over a third, compared with 14% for social renting and 6% for owner occupation.
- Again as mentioned above over half of private rented sector households are on housing benefit.
- There are relatively few pensioner households in the sector (8%).
- Lone parent households in the sector are more likely to be on Housing Benefit (75%).
- Three fifths of households in the sector on Housing Benefits are living in unsuitable housing.

The Social rented sector

5.63 There is marginally less social rented housing in the Housing Market Area (significantly low proportion in Hyndburn) than the regional and national average (17% compared with 19% and 18% respectively). The proportion of social rented housing declined between 2001 and 2007 from nearly 20% to just over 17%. Right to Buy's has taken a proportion of properties out of the sector, and with only small numbers of new stock being built identifies the reason for the overall reduction.

5.64 As touched on in Chapter 3 the profile of the household composition in social housing has changed over time, with younger single people moving in whilst the older generation get older. The majority of all new tenants are single people with a fifth being lone parents, however findings from the latest Housing Needs Assessment 2008 indicating there is a large proportion of vulnerable people who in the past would have been housed in the social housing sector, but due to the low turnover and little availability have been re-housed in the private rented sector.

5.65 The demand for social housing in the HMA has grown significantly from 2,800 to nearly 11,000 over this period indicating the size of the Housing Waiting list. As a result, the number of people on the housing register represents about 66% of the stock, compared with 16% in 2001. This demonstrates clearly that the deterioration in affordability has led to substantial demand for social rented properties.

5.66 Other observations from the Housing Needs findings show the reduction in social housing tenants moving out of the sector and on into owner occupation, again affordability being a factor and a large proportion of the private rented sector aspiring to move out into social housing indicating the poor quality of stock in the private rented sector.

Housing Market Typologies

5.67 The Blackburn with Darwen and Hyndburn Housing Market Area has been described as an unbalanced market in the 2005 North West Regional Housing Strategy. Both Blackburn and Hyndburn areas have experienced economic and housing market decline over recent years resulting in social and economic problems, with the creation of Housing Market Renewal areas in the low demand parts of the market providing assistance to failing areas where investment was needed to improve the housing balance and the offer.

5.68 An exercise has been carried out to place these low demand areas in the context of other housing market types within the two boroughs.

Methodology

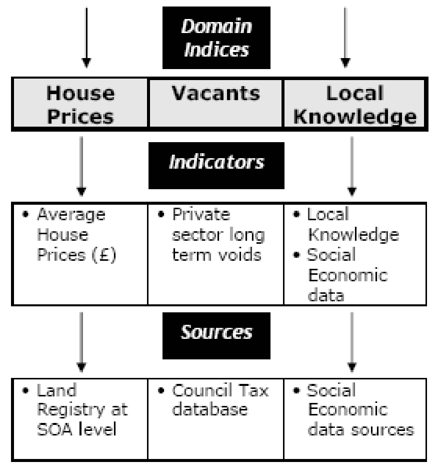
5.69 To indicate all the different housing types within the Housing Market Area, a map has been created to show all the different types at lower super output area (LSOA) using a series of demand indicators and social economic data.

5.70 A set of indicators was established to best identify the different typologies and create a *'Housing Demand Model'* and these ranged from house prices, vacant properties and social economic data sources.

5.71 All the indicators are ranked by lower super output areas (LSOA) giving an overall score, and then using local knowledge and information gained from estate agents interviews each LSOA was classified into a category defined to best capture all the different types of housing typologies across the market area.

BLACKBURN WITH DARWEN & HYNDBURN TYPOLOGY MODEL

Housing Demand Indicators (LSOA)



Methodology:

- All lower super output areas to be ranked by the above indicators.
- The lower ranks indicate the lowest demand.
- The higher ranks indicating high sought after areas.

Sub-market areas

5.72 As can be seen from the map below the housing market area has been divided into sub-market areas showing the range of markets, and predominance of markets in particular areas and emphasizing the strong relationship across the two boroughs where sub markets range across the two authorities.

5.73 As touched on in point 5.72 the *'Housing Demand Model'* has been created using three variables, the first being average house prices, the second being private rented long term vacancies, followed by social economic indicators and local knowledge. All LSOA's in the combined Housing Market Area got ranked and scored on their demand ratings, and then each area was attributed to one of the six indicators below.

Housing Demand Model Indicators & Characteristics

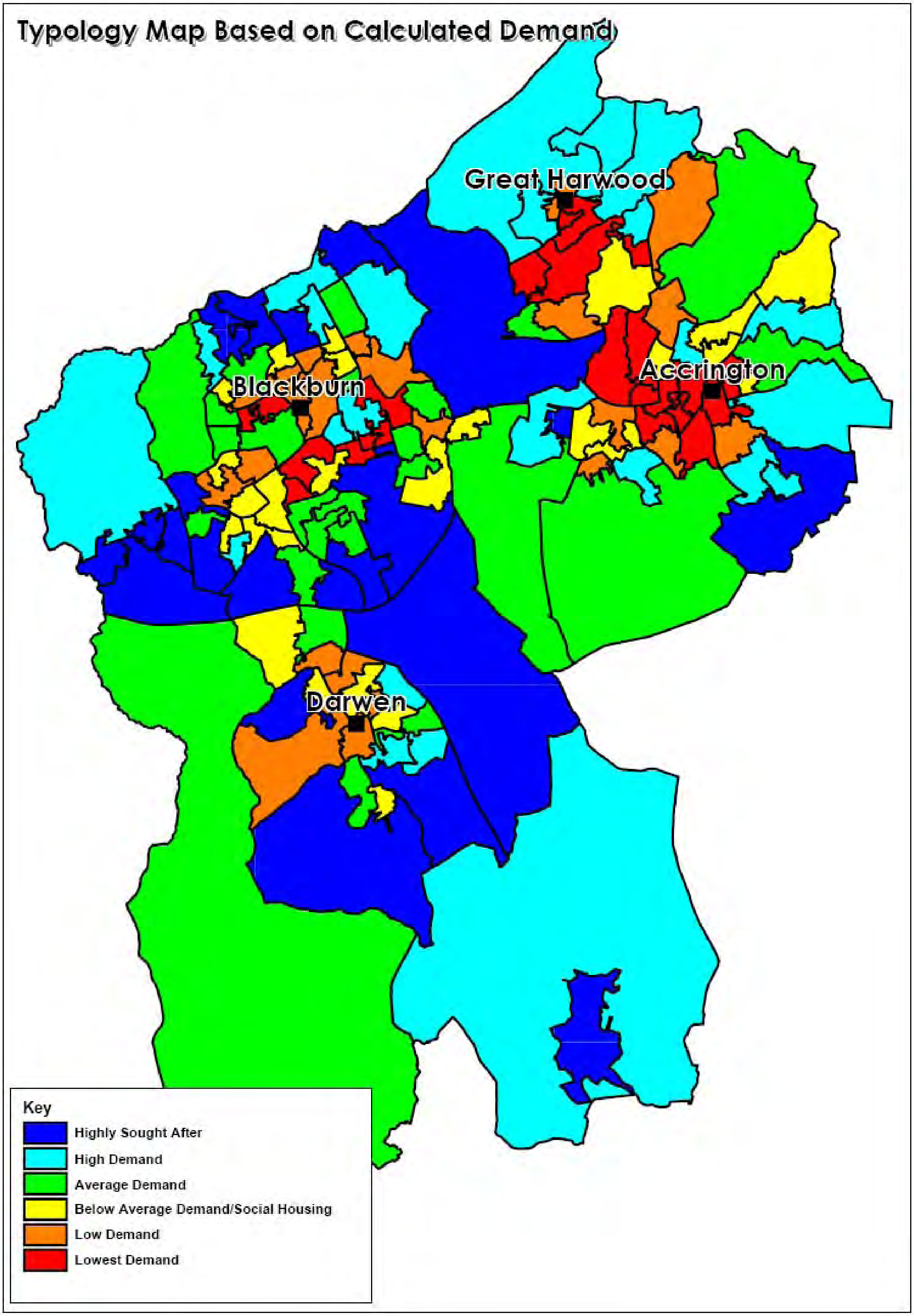
Key	Indicator	Hyndburn	BwD
	Highly Sought After The top end of the market, categorized by high property prices in comparison to other areas, non existent long term vacancy issues, households with above average incomes, and where a large proportion of households have indicated they would LIKE to live in the future.	Baxenden and the rural parts of Rishton	East Rural, Whitehall, Fernhurst, Beardwood with Lammack, Livesey with Pleasington, parts of Queen's Park, part Roe Lee, part Marsh House, part Meadowhead.
	High Demand Similar to the above indicator, where a high proportion of households have indicated they would LIKE to live, however high prices are slightly cheaper.	Overton, Netherton, parts of Barnfield and Huncoat	Parts of Livesey with Pleasington, and North Turton with Tockholes, part Roe Lee, part Marsh House, part Little Harwood,
	Average Demand This indicator is categorized by the average property in the Housing Market Area, indicated by the house prices, vacancy levels and desirability factor for an area.	St Oswalds, Immanuel, Altham and parts of Huncoat	Parts of North Turton with Tockholes, Beardwood with Lammack, Wensley Fold and Higher Croft, part Marsh House, House, part Meadowhead, part Corporation Park, part Little Harwood, part Shadsworth with Whitebirk
	Below Average Demand / Social Housing These areas can show a mixture of housing conditions ranging from a typical average street, adjacent to some run down properties, social housing estates, with properties fetching less than the average prices	Parts of Huncoat, St. Andrew's, Milnshaw and Clayton	Parts of the following: Mill Hill, Ewood, Whitehall and Sudell, House, part Meadowhead, part Corporation Park, part Shadsworth with Whitebirk

	for the area. These areas can also have a few vacant properties and low demand areas.		
	Low Demand Low demand areas are categorized by there low house prices, a high number of vacant dwellings, and poor stock conditions with a large number of private rented accommodation.	Parts of Spring Hill, Barnfield, Clayton & St. Andrew's	Parts of the following: Sunnyhurst, Sudell, Earcroft, Shear Brow, Bastwell and Mill Hill, part Corporation Park, part Little Harwood, part Shadsworth with Whitebirk
	Lowest Demand These areas were initially the HMR intervention areas that were experiencing housing market failure, showing signs of market collapse with high levels of vacant dwellings, low house prices, high levels of private rented accommodation. The areas also suffer with high levels of deprivation and poor stock conditions. However, a few of these areas have improved over the last couple of years due to HMR intervention and moved up an indicator to Low Demand.	Central, Church, parts of Netherton and Rishton, Spring Hill, Peel and Woodnook.	Parts of Wensley Fold, Queen's Park and Audley,

5.74 The table above explains the differences in demand indicators characteristics ranging from the High demand sought sort after areas like Baxenden and Pleasington, down to the lowest demand areas like Woodnook and Audley.

5.75 The typology map shows the strong relationship between the ADF and low demand areas surrounding the urban core, indicating the lowest house prices with high levels of vacancies. This map is also very similar to the Deprivation map in Chapter 3 which indicates the same areas for the lowest demand problem areas.

5.76 Again in Hyndburn the same pattern keeps appearing with the same wards; Church, Central, Spring Hill, Peel and Barnfield the areas designated for selective licensing with low demand and high deprivation levels.

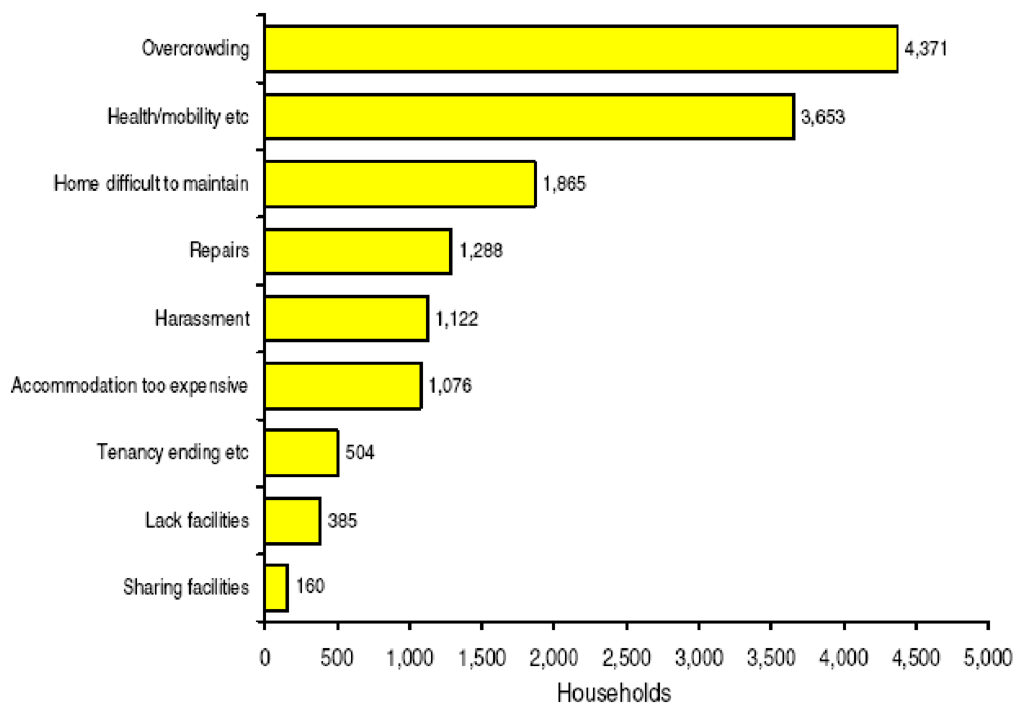

Typology Map Based on Calculated Demand
Great Harwood
Accrington
Blackburn
Darwen
Key
Highly Sought After
High Demand
Average Demand
Below Average Demand/Social Housing
Low Demand
Lowest Demand

CHAPTER SIX: Housing Needs and Demand

Current Housing Need

6.1 This section assesses the first part of the Housing Needs Assessment model laid out by DCLG and findings from the Fordham's 2008 assessment. This begins with an assessment of housing suitability and also considers homeless households before arriving at a total current need estimate. A key element of housing need is an assessment of the suitability of a household's current housing. The DCLG guidance sets out a series of nine criteria for unsuitable housing – which has been followed in the assessment carried out by Fordham's. Survey data suggests that around 10,525 households in the two boroughs (3,602 in Hyndburn and 6,923 in BwD) are currently living in unsuitable housing.

Summary of unsuitable housing categories in the HMA



Source: Housing Needs Assessment 2008

6.2 In addition, it was estimated in the assessment findings that 2,524 (779 Hyndburn and 1745 in BwD) of these households would need to move to find a solution to the unsuitability. Of these households, it is estimated that approaching three-quarters cannot afford a suitable solution in the housing market without some form of subsidy and are hence considered to be in housing need (1,798 households in the HMA, 519 in Hyndburn and 1,279 in BwD). Households in the private rented sector were most likely to be in housing need, followed by households in the social rented sector.

Housing Need and tenure

Housing need				
Tenure	**In need**	**Number of h'holds in study area**	**% of total h'holds in need**	**% of those in need**
Owner – occupied (no mortgage)	142	32,587	0.4%	7.9%
Owner – occupied (with mortgage)	281	33,528	0.8%	15.6%
Social rented	520	15,890	3.3%	28.9%
Private rented	855	7,795	11%	47.6%
TOTAL	**1,798**	**89,800**	**2.0%**	**100%**

Source: Housing Needs Assessment 2008

6.3 Taking into account homeless households who would not have been picked up by the household-based survey (8 additional households) makes for a total backlog need of 1,806 households (521 Hyndburn and 1285 in BwD). It is estimated that at the time of the survey there was a current stock of affordable housing of around 805 units which could be used to meet this need (including dwellings becoming available as households in the affordable housing sector move to different dwellings). Taking the backlog need and supply figures together suggests that in the two boroughs there is a net backlog of need for affordable housing of 1,001 units (1,806 – 805).

6.4 The table below gives a breakdown of the current housing need for the HMA and the two boroughs:

Backlog need for affordable housing (Current Need)

	HMA	Hyndburn	BwD
Unsuitable housing	10,525	3,602	6,923
Require move to alternative accommodation	2,254	779	1,745
Existing households that cannot afford market housing and are living in unsuitable housing (In need)	1,798	519	1,279
Homeless households	8	2	6
Total affordable housing stock available	805	199	606
Net backlog need for affordable housing	1,001	322	679

Source: Housing Needs Assessment 2008

Future Need

6.5 It has been estimated 1,096 households are newly formed in Hyndburn over the past two years, and 2,264 in Blackburn with Darwen (3,360 HMA – 1,680 per annum). Of these it is estimated that 230 per annum in Hyndburn, 482 in BwD and 712 overall are unable to afford market housing without some form of subsidy – this represents the annual estimate of the number of newly forming households falling into need.

6.6 The assessment also indicates those existing households falling into need over the next two years. A household will fall into need if it has to move home and is unable to afford to do this within the private sector. A household unable to afford market rent prices but moving to private rented accommodation may have to either claim housing benefit or spend more than a quarter of their gross income on housing, which is considered unaffordable (or indeed a combination of both).

6.7 Over the past two years 15,078 households have moved, of those 3,360 households were newly forming and another 656 households transferred within affordable housing. This gives a figure of 11,062 existing households that are considered potentially in need (5,531 per annum). Using the standard affordability test for existing households it is estimated 35.9% of those households cannot afford market housing. Therefore our estimate of the number of households falling into need excluding transfers is 3,974 (11,062 x 0.359) over the two year period. Annualised this is 1,987 households per annum (889 in Hyndburn and 1,098 in BwD).

6.8 Combining the figures of the newly arising need from the new household formation and the existing households falling into need gives a total need of 2,699 in the Housing Market Area (1,119 in Hyndburn and 1,580 in BwD).

6.9 The supply of affordable housing to meet this need has also been estimated from past trend data. This data suggests that the current stock of affordable housing is likely to provide around 1,809 units (518 in Hyndburn and 1,291 in BwD). This affordable housing supply comes from re-lets from the RSL stock over the past two years contained in the 2007 HSSA, and the annual supply of intermediate housing available for re-let or resale at sub-market levels.

Affordable Housing Requirement

Estimate of net annual housing need

		HMA	Hyndburn	BwD
STAGE	**STAGE 1: CURRENT NEED (Gross)**			
1.1	Homeless households and those in temporary accommodation	8	2	6
1.2	Overcrowding and concealed households	1,798	519	1,279
1.3	Total current housing need (gross)	1,806	521	1,285
	STAGE 2: FUTURE NEED			
2.1	New household formation (gross per year)	1,680	548	1,132
2.2	Proportion of new households unable to buy or rent in the market	42.4%	41.9%	42.6%
2.3	Existing households falling into need	1,987	889	1,098
2.4	Total newly arising housing need (gross per year)	2,699	1,119	1,580
	STAGE 3: AFFORDABLE HOUSING SUPPLY			
3.1	Affordable dwellings occupied by households in need	520	70	450
3.2	Surplus stock	62	62	0
3.3	Committed supply of affordable housing	223	67	156
3.4	Units to be taken out of management	0	0	0
3.5	Total affordable housing stock available	805	199	606
3.6	Annual supply of social re-lets (net)	1,773	504	1,269
3.7	Annual supply of intermediate housing available for re-let or resale at sub-market levels	36	14	22
3.8	Annual supply of affordable housing	1,809	518	1,291

Source: Housing Needs Assessment 2008

6.10 The DCLG guidance states that these figures need to be annualised to establish an overall estimate of net housing need. The first step in this process is to calculate the net current need. This is derived by subtracting the estimated total stock of affordable housing available (step 3.5) from the gross current need (step 1.3). This produces a net current need of 1,001 (1,806 – 805).

6.11 The second step is to convert this net backlog need figure into an annual flow. The guide acknowledges that this backlog can be addressed over any length of time although a period of less than five years should be avoided. For the purpose of the Housing Needs Assessment 2008 Fordham's used the quota of five years. Therefore to annualise the net current need figure it will be divided by five. This calculation results in a net annual quota of households who should have their needs addressed of 200 (1,001/5).

6.12 The final step is to sum the net annual quota of households who should have their needs addressed with the total newly arising need (step 2.4) and subtract the future annual supply of affordable housing (step 3.8). This leads to an annual need estimate of 891 (2,699-1,809).

6.13 Adding together the two annual figures (backlog and newly arising) we are able to make an overall estimate of the need for affordable housing. The estimated annual need is for 1,091 units (200+891). These figures are summarised below.

Summary of housing needs

Element	Blackburn with Darwen	Hyndburn	Total
Backlog need (annual)	257	104	361
Backlog supply (annual)	121	40	161
Net backlog need (annual)	136	64	200
Future need (annual)	1,581	1,119	2,700
Future supply (annual)	1,291	518	1,809
Net future need (annual)	290	601	891
Total net annual need	426	665	1,091
Total gross annual need	1,836		
Total gross annual supply	1,412	558	1,970
Total net annual need	426	665	1,091
Housing Benefit supported private rented housing lets (annual)	**509**	**509**	**1,018**

Source: Housing Needs Assessment 2008

6.14 The Strategic Housing Market Assessment Guidance acknowledges that it is important to understand the role of the private rented sector in accommodating households in housing need. The Guide indicates that the number of households in the private rented sector on housing benefit should be recorded. Therefore the assessment used the survey data to look at the number of new Housing Benefit supported private rented housing lets over the past two years. In the boroughs it is estimated that over the past two years 2,036 Housing benefit supported lettings have been made (1,018 per annum).

6.15 It must be recognised that the private rented sector does make a significant contribution to filling the gap in relation to meeting housing need and given the levels of affordable housing need shown in the assessment the private rented sector is likely to continue to be used to some degree to make up the shortfall of genuine affordable housing for the foreseeable future.

Housing Waiting list

6.16 Trends in homelessness and the Housing Waiting list can provide some indication of the need and demand for social rented housing. It is difficult to know what to read into these figures as they are somewhat variable and only represent a small fraction of the population. In addition, it is quite possible that the most recent decrease in homelessness can be attributed to local authorities providing better preventative measures for potentially homeless households. That said there are still a significant number of homelessness acceptances each year which will put pressure on the current affordable housing stock in the HMA.

6.17 Hyndburn has a joint housing register with Hyndburn Homes the stock transfer RSL that contains the majority of applicants for social housing in the area. There are up to 11 other RSL's with varying levels of stock (10 to over 500) that have their own waiting lists, some of the applicants will be registered on more than one list. Blackburn with Darwen has also transferred its housing stock to Twin Valley Homes and have set up a scheme called b-with-us. The b-with-us scheme is a choice based lettings scheme that lets applicants bid for properties in Blackburn with Darwen on a weekly basis; these properties are advertised every week. The scheme was developed by Blackburn with Darwen along with Twin Valley Homes and other housing associations.

6.18 Applicants on main housing register as of 1st April 2008 back to 1999 as below.

Year	Hyndburn	BwD
1999	640	1,545
2000	1,096	1,592
2001	1,243	1,691
2002	1,193	1,608
2003	1,455	3,717
2004	2,392	4,528
2005	3,251	6,177
2006	3,430	7,520
2007	2,643	10,066
2008	2,831	10,445

Source: HSSA 2007

6.19 The above figures for the housing register have been just updated in Hyndburn, taking out duplicates and people no longer be on the list. The current figure stands at 2,831 in Hyndburn and 10,455 in Blackburn with Darwen. Significantly, both Hyndburn and Blackburn's list increased in size from 2003, and whilst in Hyndburn the numbers leveled off Blackburn's list increased in size by over a third between 2006 and 2007. Reasons for this could be due to higher house prices, a reduction in social housing and turnover in social housing is lower.

6.20 A sub-regional choice based lettings scheme is planned to be in operation by 2010, operating a common housing register across the authority and neighbouring authorities.

6.21 Historically, Hyndburn has had an ample supply of social housing to meet demand. However, the last five years has shown a reduction in supply (due to right to buy and reduced turnover) and an increase in demand as the availability of affordable housing in the private sector (renting and owning) has become more difficult to secure.

Homelessness

6.22 To assess the number of homeless households we have used information contained in the Councils' P1(E) Homeless returns. The main source of information used is Section E6: Homeless households accommodated by the authority at the end of the quarter. The important point about this information is the following: *This should be a snapshot of the numbers in accommodation on the last day of the quarter, not the numbers taking up accommodation during the quarter*. This is important given the snapshot nature of the survey. Data compiled from the third quarter of 2007 is 2 in Hyndburn and 9 in Blackburn with Darwen.

Statutory homeless household acceptances

	Households accepted as homeless and in priority need during the year		**Of which: with dependent children or pregnant woman**	
	BwD	**Hyndburn**	**BwD**	**Hyndburn**
2000/01	232	150	131	129
2001/02	224	187	164	128
2002/03	332	232	157	156
2003/04	388	288	266	169
2004/05	404	257	260	175
2005/06	190	65	161	48
2006/07	118	17	111	15

Source: HSSA 2007

6.23 Since 2005 the homeless prevention has been the focus of action in response to households presenting as homeless. This is the main reason for the reduction in the number of statutory homeless household acceptances over the last 5 years. More detailed information on homelessness within the Housing Market area can be found in the individual districts Homeless Review and Strategies. These have recently been reviewed and updated with current priorities and can be found on both authorities websites.

Household Mobility

6.24 From the Housing Needs Assessment 2008 data it is estimated that there are 1,255 households in Hyndburn and 3,170 households in Blackburn with Darwen who need or are likely to form over the next two years. The housing preferences and expectations of these households (in terms of location, tenure and type of dwelling) are discussed.

6.25 The data from the survey suggests that newly formed households are similarly as likely to want to remain in the area as existing households. In total 69.1% in Hyndburn and 63.3% in Blackburn with Darwen of newly forming households in the boroughs would like to remain in their respective borough, the proportions who actually expect to remain in the area are slightly higher.

6.26 In terms of tenure preferences and expectations, it is estimated 66.9% of newly forming households in Hyndburn and 64.8% in BwD would like to move to owner occupied accommodation. However, noticeably less than this proportion expect to secure such accommodation (43.5% in Hyndburn and 45.8% in BwD).

Housing tenure aspirations and expectations – newly forming households

HYNDBURN	Like		Expect	
Tenure	**Households**	**%**	**Households**	**%**
Owner-occupied	839	66.9%	545	43.5%
Private rented	203	16.2%	392	31.3%
Intermediate housing	0	0%	12	0.9%
Social rented	213	17%	305	24.3%
Total	1,255	100%	1,255	100%

Source: Housing Needs Assessment 2008

BwD	Like		Expect	
Tenure	**Households**	**%**	**Households**	**%**
Owner-occupied	2,056	64.8%	1,453	45.8%
Private rented	371	11.7%	744	23.5%
Intermediate housing	29	0.9%	47	1.5%
Social rented	715	22.6%	926	29.2%
Total	3,170	100%	3,170	100%

Source: Housing Needs Assessment 2008

6.27 The table below shows the type of dwellings newly forming households would like and expect to move to. Compared with the results for existing households the figure shows that there is a greater preference and expectation for terraced accommodation amongst newly forming households. In addition, whilst only 12% in Hyndburn and 19.1% in BwD of newly forming households would like a flat or maisonette a noticeably higher proportion (25%) expect to secure this type of accommodation.

Housing type aspirations and expectations of newly forming households:

Hyndburn	**Like**		**Expect**	
Type of house	**Households**	**%**	**Households**	**%**
Detached house	266	21.2%	148	11.8%
Semi-detached	196	15.7%	62	4.9%
Terraced	625	49.8%	730	58.2%
Detached bungalow	10	0.8%	0	0%
Semi-detached / terraced bungalow	6	0.5%	6	0.5%
Flat/maisonette	151	12%	308	24.5%
TOTAL	1,255	100%	1,255	100%

Source: Housing Needs Assessment 2008

BwD	**Like**		**Expect**	
Type of house	**Households**	**%**	**Households**	**%**
Detached house	1,005	31.7%	501	15.8%
Semi-detached	668	21.1%	506	16%
Terraced	862	27.2%	1,305	41.1%
Detached bungalow	10	0.3%	10	0.3%
Semi-detached / terraced bungalow	19	0.6%	29	0.9%
Flat/maisonette	607	19.1%	820	25.9%
TOTAL	3,170	100%	3,170	100%

Source: Housing Needs Assessment 2008

6.28 In terms of the sizes of accommodation required we find that the largest proportion of households would like two bedroom accommodation. This is also the main size households expect to secure.

6.29 In addition to the future prefernces and expectations of newly forming households the survey form collected a series of data about these households financial situation.

6.30 Overall, in Hyndburn it is estimated 56.5% have an income below £10,000 per annum and 81.2% an income below £20,000. The average (mean) income of newly forming households is estimated to be £10,846 – significantly below the figure for all households of around £22,000. In Blackburn with Darwen, an estimated 44% have an income of below £10,000 per annum and 79.7% an income below £20,999. The average income of newly forming households is estimated to be £12,287 – significantly below the figure for all households of around £23,000.

6.31 In addition, newly forming households were asked about any financial resources which might be available for a deposit / bond when buying or renting a home (e.g. savings or money from parents). Around two thirds 65.7% in Blackburn and 70.5% in Hyndburn stated that they had no access to funds for a deposit. Generally, the amount of money available for a deposit was small, the average household is estimated to have around £2,188 in Hyndburn and £3,810 in Blackburn.

6.32 The newly formed households were asked questions around affordability, and in response 57.6% in Blackburn stated that they would not be able to afford market housing without some sort of subsidy (e.g. housing benefit) and 62.8% in Hyndburn.

Affordability

6.33 Affordability is a measure of whether households can access and sustain the cost of private sector housing. There are two main types of affordability measure: mortgage and rental. Mortgage affordability assesses whether households would be eligible for a mortgage; rental affordability measures whether a household can afford private rental. Mortgage affordability is based on conditions set by mortgage lenders – using standard lending multipliers (2.9 times joint income or 3.5 times single income (whichever is the higher)). Rental affordability is defined as the rent being less than a proportion of a household's gross income (in this case 25% of gross income).

6.34 Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should be at a cost which is below the costs of housing typically available in the open market and be available at a sub-market price in perpetuity (although there are some exceptions to this such as the Right-to-Acquire). Commentary from the Fordham's Housing Needs Assessment 2008 state that there is ambiguity in PPS3: Housing, where 'intermediate housing' is defined as being below market entry, while 'affordable housing' is defined to be below the threshold to buy normally much higher than the private rental one. But in principle the Guidance defines affordable housing as below the market threshold, and rationally speaking, that includes the private rented as well as purchase sectors.

6.35 The affordability crisis is essentially due to market failure in delivering an equilibrium of supply and demand and has resulted in various government sponsored interventions in the market to deliver 'intermediate' housing, ie: housing priced at a level affordable to those above Housing Benefit levels who cannot afford market prices without some financial assistance.

6.36 Over the last few years affordability has become such a major issue, with more and more households finding more of their income being spent on mortgage / rental costs. By the first half of 2007, mortgage costs as a percentage of incomes were almost as high as they were in 1990 (33.8%) at the peak of the last housing market boom. Government guidance suggests affordability is an issue when households either spend more than 3.5 their income on mortgage costs or 25% on renting a property.

6.37 In the last decade it has become progressively more difficult for households to access home ownership as house prices have risen sharply. Affordability problems may limit people's ability to set up homes, with first time buyers finding it harder to get on the property ladder with mortgage companies restricting the number of mortgages available since the collapse of the sub prime lending market back in October 2007.

6.38 While house prices have tripled in the years since 1994, private sector rents have only increased in line with earnings over the same period, and the costs of renting have consequently declined relative to the costs of buying. Across England private rents are less than two thirds of the costs of house purchases (based on a 100% repayment mortgage – but without making any allowance for repairs and related costs). However, since the increase in repossessions private rents have started to increase due to consequences of demand.

6.39 Another factor fueling the affordability crisis is the low wage levels of the area, with a large proportion of the area earning less than £10,000 per annum. House prices in the Housing Market Area are considerably lower than the rest of the North West, however in conjunction with significantly low wage levels affordability is on the same scale as other areas across the region with a high affordability ratio.

6.40 The 2008 Housing Needs Assessment looked at affordability within the area using PPS3 guidance and estimated the annual number of households who could not afford housing without some form of subsidy. Using the CLG model it was estimated 665 households in Hyndburn and 426 in Blackburn with Darwen would be in need every year of some type of affordable housing.

6.41 However, as touched on in the previous section how much of a role can decent quality private rented sector accommodation play a part in the 'affordable housing market'. It is believed within the Housing Market Area private rented accommodation supports the affordable housing market, providing those extra units that are needed. As previously mentioned the private rented market we have today is really just an extension of the affordable housing market.

6.42 In the table 'Summary of housing needs' (section c – Affordable housing requirement) those extra units (Housing Benefit supported private rented housing lets), have been estimated and within Hyndburn *(where there is more need)* the total net annual need would have gone down from 665 to 156 with the support of the private rented market. Whilst in Blackburn with Darwen figure would go down to a minus figure. However we know that a large proportion of the stock is in poor condition or unsuitable.

6.43 Sourcing the findings from the Nevin Leather Associates report *'Delivery of strategic housing market assessments in the North West',* the findings have added into the equation of affordable housing supply those low cost market supply properties (the threshold used to indicate whether a household could afford to buy in the market was the lower quartile price threshold). With this added supply of low cost market housing the reports outcomes have indicated a need for 71 affordable housing units in the future. Also, it should be noted however that 'low cost market housing' is outside the government definition of affordable housing.

6.44 A realistic affordable housing provision for the area would be in the region of 20% of future housing provision, this taking some account of the:-

- The surplus of low cost market housing in parts of the area.
- Potential supply from the Housing Benefit supported private rented sector.

6.45 A full definition of Affordable housing sourced from the Annex B of PPS3 is below:

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- *Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.*
- *Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.*

However, affordable housing does not include low cost market housing.

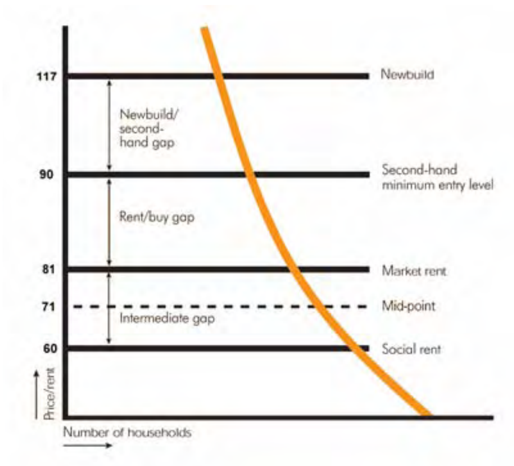
6.46 A central feature of government housing policy is to increase the supply of new market housing in order to make it more affordable. The Steve Wilcox report ‘Can’t Buy: Can Rent’, that looks at the affordability of private housing in Great Britain looks how a 10% reduction in house prices could be effective in pricing younger working households back into the market for home ownership. In practice many households resolve the dilemma of affordability by moving to a cheaper area to buy rather than remaining in the area where they currently reside. This option is clearly easier in large towns with good transportation links, where it is relatively easy to commute to work. Blackburn with Darwen and Hyndburn are on par with Pendle as one of the cheapest places in the North West to buy a property, the cheapest location is in the neighbouring authority of Burnley.

6.47 The graph below pulls together all the Housing Needs Assessment financial information to look at how housing costs vary between different types of housing. The figure below shows that in the HMA area the cheapest form of housing is social rented with an average cost of around £60. The next cheapest is market (private) rented accommodation at a cost of £81 in Hyndburn and £89 in Blackburn with Darwen. The cost of owner-occupation is slightly higher than this at £90 in Hyndburn and £99 in Blackburn (based on a 100% interest only mortgage at an interest rate of 6%). Finally it is estimated that the likely outgoings for a new build two bedroom property would be £117 in Hyndburn and £129 in Blackburn with Darwen per week – double the cost of social rented housing.

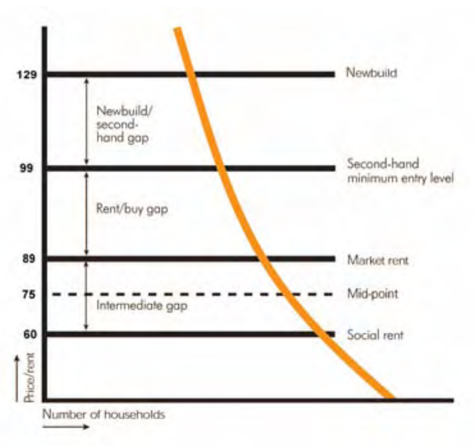
6.48 The graph also shows the suggested typical average cost for the intermediate housing, based on the midpoint between social rents and market rents. This figure would be £71 per in Hyndburn and £75 per week in Blackburn.

Comparison of housing costs for different types (tenure) of dwellings

Hyndburn



Blackburn with Darwen



Source: Housing Needs Assessment 2008

6.49 One observation coming out from the estate agents interviews is that first time buyers are more prepared to wait and build up larger deposits, this has been prompted by mortgage lenders since the credit crunch and first time buyers having no other choice but to wait. However, this has led to a slowdown in the market with sales dropping off to a period low.

Increasing levels of consumer debt and repossessions

6.50 Besides income and house prices, another factor influencing affordability is the level of personal debt that potential house buyers are living with. Mortgage repossessions are up nationally, particularly arising from loans made through sub-prime lenders, and the number of people having missed a mortgage payment is also rising. These factors are particularly important to an affordable housing policy that enables people with precarious finances to take out mortgages they may find they cannot afford at some point in the future.

6.51 New figures show that the number of people on the brink of losing their homes for failing to keep up with repayments has risen by 40 per cent in Blackburn with Darwen and 55% in Hyndburn since 2005. More than 1,600 East Lancashire families faced having their homes repossessed in 2007 as the mortgage crisis took hold. Over the past 12 months Hyndburn saw a rise of 18 percent and Blackburn with Darwen saw a rise of 11.2 percent.

6.52 The Pennine Lancashire rise of 15 per cent was three times the figure for the UK as a whole. This has been a massive time bomb that has been ticking for the past 10 years. House mortgages here, and in the States, have escalated far ahead of what people can afford, according to interviews with support organizations.

6.53 The rising figures for actions, up from 1,183 in 2005 to 1,637 last year in Pennine Lancashire, have been blamed on the lending policies of banks, high interest rates and hikes in house prices that don't reflect wage increases. Buyers can now borrow up to six times their salary - pushing their monthly outgoings to the limit.

6.54 Information received from Estate agents interviews is that they have large stocks of house on their books they can't sell and supply is now outstripping demand. There has been a change in the lending policy on the part of the building societies and banks. People with weak credit records who secured generous mortgage terms a couple of years ago may find it difficult to re-mortgage on the same basis.

Repossessions Claims

	2005	2006	+/-	2007	+/-	2005 to 2007	Ave Wage
BwD	445	562	26.2%	625	11.2%	40%	£17,973
Hyndburn	149	196	33.5%	232	18.3%	55%	£15,930
Burnley	279	271	-2.8%	341	25.8%	22%	£16,813
Pendle	174	177	1.7%	190	7.6%	9%	£18,125
Rossendale	136	210	55%	249	18.5%	83%	£18,630
East Lancashire	1183	1416	19%	1637	15%	38%	n/a

Source: Repossession claims issued in Magistrates' Courts

6.55 Repossessions have risen more sharply than arrears for the past two years. This is likely to reflect a number of factors, notably:

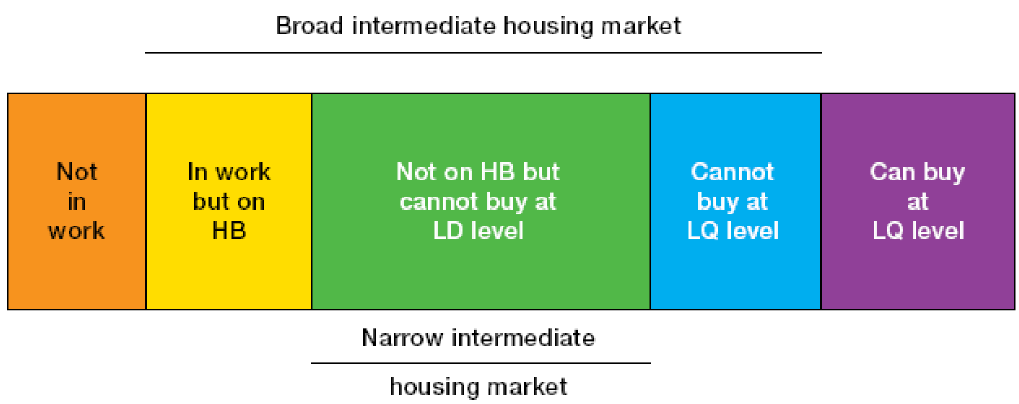
- The impact of an increasing amount of sub-prime lending within the overall market, where the higher risk nature of the business means that arrears are more likely to translate through to repossessions, and that this is likely to happen at an earlier stage.

- Increasingly active arrears management by all lenders – lenders now typically seek contact with the borrower to establish a repayment plan as soon as one payment is missed, so it is likely that many households avoid falling further into arrears unless their financial situation makes this unavoidable.

6.56 In the light of the Council for Mortgage Lenders (CML) data revisions, the CML withdrew its forecasts for arrears and repossessions. It will not be issuing new forecasts until it has gained more information to enable it to assess the likely future performance of arrears and repossessions within the various different segments of the sub-prime mortgage market. This market varies considerably – from high value self-certified lending, through the whole spectrum of borrowers with past credit problems that can range from occasional missed payments through to serious past problems such as bankruptcy. Levels of risk are very different within the various segments of the sub-prime market and this can influence arrears and repossessions experience substantially.

The intermediate market

6.57 The primary measure for intermediate housing is those working households that could afford to pay more than a local housing association rent (without relying on housing benefit), but could still not afford to buy a 2/3 bedroom dwelling at the very low end of the local housing market.



6.58 The main analysis of housing need suggested that in Hyndburn and BwD there was an overall annual need of 1,223 and 1,838 respectively, with a supply to meet this of 558 in Hyndburn and 1,412 in BwD. This gives a net annual need of 665 in Hyndburn and 426 in BwD. The Housing Needs Assessment proportioned the social and intermediate housing requirement for both Hyndburn and Blackburn with Darwen and the tables below show these estimates. It is indicated in Hyndburn that 78% of all affordable housing should be social rented, and 60% in Blackburn with Darwen. In BwD it is estimated that 25% of affordable housing provision should be intermediate sector and 15% in low cost housing. In the Hyndburn area it estimates 17% of affordable provision in intermediate and just 5% in low cost market housing.

Intermediate housing requirements

	Low cost market		Intermediate housing		Social rented		Total	
	H	BwD	H	BwD	H	BwD	H	BwD
Total gross annual need	36	62	131	139	1,057	1,636	1,223	1,838
Total gross annual supply	0	0	19	31	539	1,381	558	1,412
Net annual need	36	62	112	108	518	255	665	426
% of net shortfall	5%	15%	17%	25%	78%	60%	100%	100%

Source: Housing Needs Assessment 2008

6.59 *A question to consider is can decent quality private rented sector accommodation play a part in the 'intermediate affordable housing market' encouraging institutional investors?*

6.60 Intermediate affordable housing is housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria for affordable housing. These can include shared equity products (eg Homebuy), other low cost homes for sale and intermediate rent.

6.61 There is a discussion needed around the role that the private sector can play in balancing housing supply and easing affordability pressures. However, the 'headline' data shows that the private rented sector accounts for 11.3% of housing supply in England. But the problem arises when those rented housing units that are not publicly available are stripped out of the equation, revealing a true open market figure showing just 8.4% housing supply in England according to Hometrack data.

6.62 The lack of a decent supply of rented accommodation not only limits labour mobility, but forces households into owner occupation much sooner than they wish. New analysis by Hometrack shows that the private rental market is already catering for those who are unable to get on the housing ladder, so called ‘intermediate’ households.

6.63 A proportion of renting households are trapped in the private rented sector. This is largely a function of high house prices. However, additional pressure has been put on the sector by a decline in the level of new affordable housing compared to the late 1990s. This analysis shows that the private rented market we have today is really just an extension of the affordable housing sector.

6.64 The key challenge now is how to stimulate a long term and sustainable increase in the supply of rented homes in those places where they are most needed. Institutional investors are the answer in terms of long term ownership but it is from the development market where most supply is likely to originate. It is down to the local planning system to encourage supply. When it comes to housing, planners have tended to think in terms of the overall split between ‘private’ and ‘affordable’ housing. For future consideration is the split between housing for purchase and rent in both the private and affordable markets.

Housing Requirements (Balancing Housing Market)

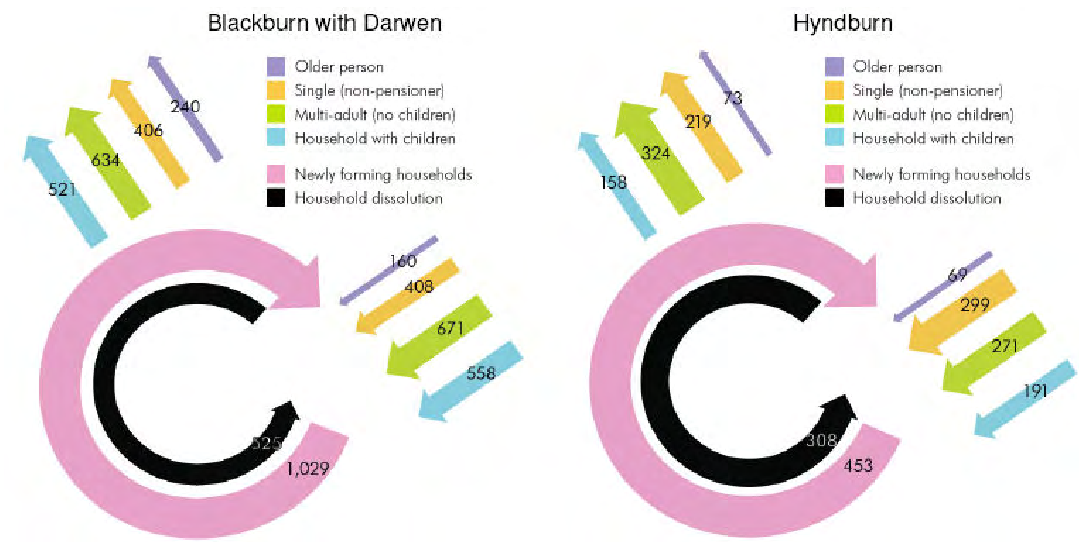
6.65 Having established information about households' future aspirations and expectations in the housing market and detailed information about affordability this section now moves on to bring this information together to study the extent to which the housing market is in balance.

6.66 A '*Balancing Housing Market'* (BHM) assessment looks at the whole housing market, considering the extent to which supply and demand are 'balanced' across tenure and property size. It works at the simplest level by establishing the likely demand for housing of particular types and the expected supply arising from vacancies in the existing stock so as to provide a broad indication of the shortages (and in some cases surpluses) of particular types (sizes) of dwelling. The key issues for the BHM approach can be summarised as:

- How many additional dwellings are required?
- How many of these should be affordable?
- What is the appropriate mix of market and affordable housing?

6.67 The Regional Spatial Strategy (RSS) sets out an annual provision target of 489 dwellings in Blackburn with Darwen and 189 in Hyndburn, giving a combined figure of 678. Taken from the Housing Needs Assessment 2008 it is estimated 2,627 households will move into the two boroughs per annum in the future with an estimated 2,576 moving out. Therefore the data suggests a net inflow of households for the two boroughs of around *51*. The profile of households moving in and out is detailed in the chart below.

Annual Flow of Households



Source: Housing Needs Assessment 2008

6.68 The net change in households due to migration does not provide the necessary information for indicators of the likely net change in the number of households in the HMA area. This will be influenced by the function between the number of new households and the number of household dissolutions. The Housing Needs data estimates 1,482 households are likely to form per annum (1,029 in BwD and 453 in Hyndburn). This figure is offset by an estimated 833 household dissolutions (525 in BwD and 308 in Hyndburn). Hence the net change in households due to natural change is estimated to be 649 extra households per annum (504 in BwD and 145 in Hyndburn). Overall, combining the natural change figure with the net migration figure gives an overall figure of 700 similar to the RSS target of new provision of units per annum (made up of 649 from natural change and 51 due to net in-migration). This rounds upto 500 in Blackburn with Darwen and 200 in Hyndburn needed per annum.

6.69 Taking this information together with data from the Housing Needs Assessment 2008 about households' future aspirations, expectations and needs it is possible to provide a suggested mix of both market and affordable housings which would be best suited to help balance the 'market' in each of these sectors.

6.70 The assessment findings show that in both the affordable and market sectors the main shortages are for houses and bungalows whilst the bulk of requirement in the market sector is for larger accommodation with the opposite being true in the affordable sector (although there is still a significant requirement for larger units). Increasing the number of smaller units in the social sector will have to be closely managed to ensure that stock is in the right place, of the right type to ensure local markets remain balanced so we don't end up with an over supply of smaller units that nobody wants.

6.71 The tables below use the findings from the Housing Needs Assessment 2008 and show a suggested target of additional market housing by type and size. For the size the data is simply split between 1 and 2 bedroom units and 3 and 4 bedroom units. This is partly due to the nature of the analysis carried out above but also to provide some indication of the likely split between larger (family) accommodation and accommodation which might be more suitable for childless households.

Net market housing demand by type of dwelling

Type of Dwelling	Hyndburn		BwD		HMA	
	HNA	Target *	HNA	Target *	HNA	Target*
Detached house	25.6%	26%	32.3%	25%	31.0%	25.2%
Semi-detached	63.1%	49.5%	54.3%	40%	60.1%	42.8%
Terraced house	8.5%	5%	0%	10%	1.7%	8.5%
Bungalow	0%	8%	10.6%	15%	3.9%	13.0%
Flat / maisonette	2.8%	12% *Unknown demand?*	2.8%	10% *Unknown demand?*	3.3%	10.5%
Total	100%	100%	100%	100%	100%	100%

Source: Housing Needs Assessment 2008

** The target figures are a policy interpretation of what the figures should be combining the findings from the Housing Needs Assessment 2008, labour market research and demand information provided by local estate agents.*

Net market housing demands by size of dwelling

Size of Dwelling	Hyndburn	BwD	HMA
Smaller (1 or 2 bedroom)	21.3%	22.6%	18.8%
Larger (3 or 4+ bedroom)	78.7%	77.6%	81.2%
Total	100%	100%	100%

Source: Housing Needs Assessment 2008

6.72 The tables above show there is a considerable demand for detached and semi detached houses along with a smaller demand for bungalows and flats / maisonettes. There is very limited demand for additional terraced housing. This latter finding is perhaps not surprising given how dominant terraced housing is within the local housing market. However, a large proportion of the terraced stock is classed as medium to large style terraces, suggesting they will be as big as majority of the semi and detached dwellings.

6.73 An extra column has been added to the 'net market housing demand by type of dwelling' table above giving a target figure for future housing provision. These figures are based on future population projection figures and additional qualitative research with estate agents indicating there is high demand for bungalows within the HMA, especially from older people. This reflects the projected increase in older people households in the future, and the growing need for accommodation to suit their needs i.e. bungalows and extra care provision.

6.74 The target figures show the proportion of all proposed new build by property type, however these figures do not include the replacement of like for like following the clearance of an area through demolition e.g. as part of HMR activity. Any replacement of these properties will not be counted as ‘additional provision’ when calculating net annual housing provision.

6.75 As mentioned above there is a demand and a strong case for future housing provision for elderly accommodation within the Housing Market Area (HMA), with its higher proportion of ageing population. The Housing Needs Assessment findings show future housing demand for sheltered accommodation, particularly with a warden, whilst there is a smaller demand for Extra Care Schemes, particularly in Blackburn with Darwen. However, based on future projections this demand will rise dramatically over the next 10 to 15 years emphasizing the need to start planning for this demand of future growth in the near future.

6.76 At a Lancashire level a coordinated response to provision is started to be developed looking at how extra care fits with broader strategic objectives, and ensuring equitable provision across all districts to meet identified need, involving relevant partners and identifying sources of funding to help plan for an ageing population.

6.77 Whilst the Housing Needs Assessment indicated a low demand for flats and apartments, previous labour market research has shown that there is potential growth in demand from ‘associate professional’ / higher level service sector employees. Some of this demand will be from younger professionals seeking quality smaller accommodation. However, the HNA only identifies 3% of total net demand for flats. Apart from the social rented sector the HMA does not have a tradition of flat dwelling and is probably not something that the local population aspires to. The potential demand will probably come from in-migrants – hence cannot be quantified in a survey of existing households in the area. Consequently it is not possible to justify and figures for the demand for apartments from the current pieces of research. Further pieces of research will need to be carried out to find out the true demand for apartments within the combined Housing Market Area.

6.78 A similar exercise has been carried out in the affordable sector. The tables below show that there is a considerable demand for all types of houses and bungalows with only limited net demand for flats. Although the table below shows a large demand for detached houses and bungalows the reality may be that such housing is unlikely to be built in any great number and that most of these units would be built as semi-detached or terraced homes. However, the large number of households with a disability (above) makes the case to provide some bungalows. In terms of dwelling sizes the data suggests that around two-thirds should be smaller units with around a third of affordable housing being 3 and 4+ bedroom units.

Net affordable housing demand by type of dwelling

Type of Dwelling	Hyndburn	BwD	HMA
Detached house *	37.1%	25.3%	29.9%
Semi-detached house	6.5%	17.2%	11.7%
Terraced house	19.6%	27.3%	25.2%
Bungalow *	33.7%	29.5%	31.8%
Flat / maisonette	3.0%	0.7%	1.5%
Total	100%	100%	100%

Source: Housing Needs Assessment 2008

** Although the table above shows a large demand for detached houses and bungalows the reality may be that such housing is unlikely to be built in any great number and that most of these units would be built as semi-detached or terraced homes or flats.*

Net affordable housing demands by size of dwelling

Size of Dwelling	Hyndburn	BwD	HMA
Smaller (1 or 2 bedroom)	66.1%	67.8%	68.9%
Larger (3 or 4+ bedroom)	33.9%	32.2%	31.1%
Total	100%	100%	100%

Source: Housing Needs Assessment 2008

6.79 The findings above complement the analysis of the Housing Waiting list information in Hyndburn, where over two thirds of households on the list require one and two bedroom properties and a third require something larger. However, findings from Blackburn's waiting list indicate less than a fifth have indicated three plus bedrooms needed. It is interesting to note that the sizes of affordable housing suggested are typically smaller than the equivalent analysis in the market sector. This may at first glance seem strange given the higher levels of overcrowding in the affordable sector. However, it does need to be borne in mind that in this market sector many households will be able to afford a property which exceeds their requirements whilst in the affordable sector households will be more constrained by their actual requirement. Also the estimates of future need may overestimate the hidden needs of larger households not moving because of lack of supply.

Specific needs

6.80 This section addresses particular client groups that may have specific housing needs and requirements. Although such groups do not necessarily represent households in need as defined by the CLG Guide, it is important for the Council to have information on them in order to inform specific policies and service provision.

6.81 For example, the frail elderly may not be in housing need in the sense of not being able to afford market housing, but many of them are liable to require extra care in the future, whether directly, or via aids and adaptations in the home.

6.82 This section covers the following groups:

- Households with special needs
- Older person households
- Families with children
- Households living in rural areas

Households with special needs

6.83 Information collected through the Housing Needs Assessment 2008 enables us to identify whether any household members have a particular special need. Information about the characteristics of these households can inform the Council's Supporting People strategy.

6.84 The survey looked at whether household members fell into one or more of a range of groups. Whilst these represent the larger client groups covered in Supporting People Strategy, they are not exhaustive. There are, for example, many groups for which it would not be possible to obtain results through the questionnaire type approach (either due to the small numbers or because of the nature of the special need).

6.85 It should also be noted that the finding of a household with a special need does not necessarily mean that the household needs to move to alternative accommodation. In many cases the special need can be catered for within the household's current home, often with the assistance of floating support, whilst for others the issue may be the need for support rather than any specific type of accommodation.

6.86 The groups covered were:

- Frail elderly
- Persons with a medical condition
- Persons with a physical disability
- Persons with a learning disability
- Persons with a mental health problem
- Persons with a severe sensory disability
- Other

6.87 Some special needs are uncommon, while others are numerous. The accuracy of each figure will of course vary according to the size of the group involved.

Special needs groups: overview

6.88 Overall there are an estimated 8,395 households in Hyndburn, and 15,439 in Blackburn with Darwen with one or more members in an identified special needs group - this represents 24.5% and 27.8% respectively of all households. The table below shows the number of households with different types of special needs. The numbers of households in each category exceed the total number of special needs households because people can have more than one category of special need.

Special needs groups

	Number of households		% of all households		% of special needs households	
	BwD	**Hyndburn**	**BwD**	**Hyndburn**	**BwD**	**Hyndburn**
Frail elderly	3,556	1,851	6.4%	5.4%	23%	22.1%
Physical disability	8,124	4,597	14.6%	13.4%	52.6%	54.8%
Learning difficulty	1,667	1,098	3%	3.2%	10.8%	13.1%
Mental health problems	2,630	1,405	4.7%	4.1%	17%	16.7%
Severe sensory disability	1,383	793	2.5%	2.3%	9%	9.5%
Medical Condition	9,903	4,925	17.8%	14.4%	64.1%	58.7%
Other	872	502	1.6%	1.5%	5.7%	6%

Source: Housing Needs Assessment 2008

6.89 Households with a *'medical condition'* are the predominant group. There are 4,925 households in Hyndburn and 9,903 in Blackburn with Darwen containing a person with a medical condition. The next largest group is *'physically disabled'*. These two categories represent the majority of all special needs households.

6.90 The survey data shows that special needs households are also more likely to contain older persons. It is estimated that 41.0% in Hyndburn and 36.4% in Blackburn with Darwen of all special needs households contain only older people.

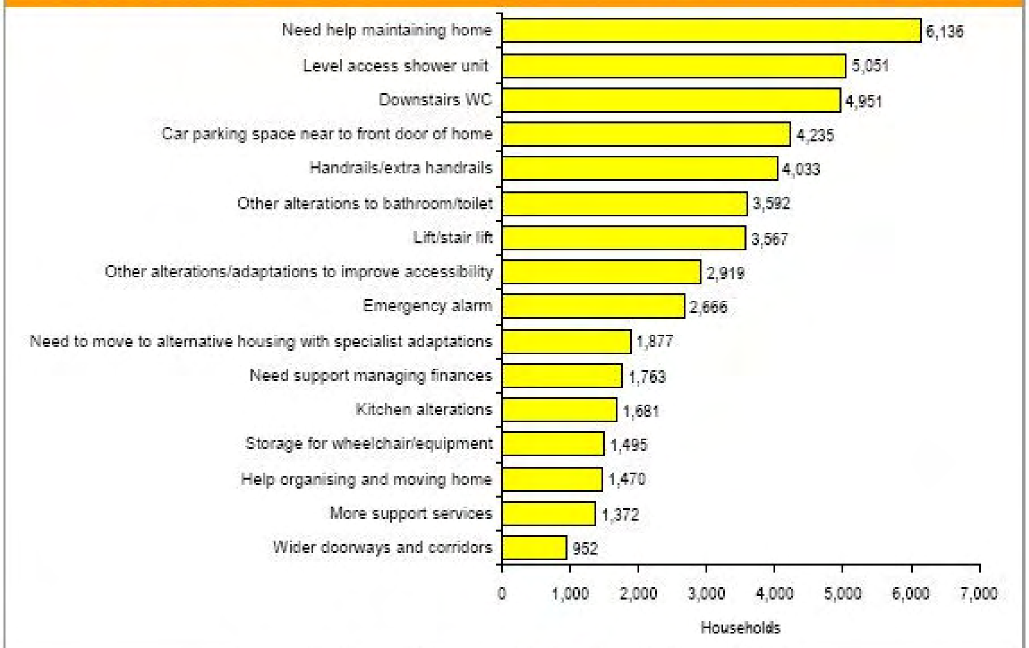
6.91 The findings from the assessment indicate that special needs households are more likely to be living in social rented housing. Some 47.1% in Hyndburn and 49.1% in BwD of households living in social rented housing contain a special needs member. Additionally, 32.4% in Hyndburn and 26.3% in BwD of private tenant households contain a special needs member.

6.92 The findings indicate that special needs households are around three times more likely to be living in unsuitable housing than non-special needs households. Around 21.3% in Hyndburn and 23.6% in BwD of all special needs households are living in unsuitable housing, which compares with 10.5% and 12.5% respectively of all households and only 7.0% in Hyndburn and 8.2% in BwD of all non-special needs households.

Requirements of special needs households

6.93 Those households with a member with special needs were asked to indicate if there was a need for improvements to their current accommodation and/or services. The responses are detailed in the figures below.

Figure 17.1 Special needs households: improvements to accommodation & services



Source: Blackburn with Darwen and Hyndburn household survey (2008)

6.94 The results show requirements for a wide range of adaptations and improvements across the special needs households. The most commonly-sought improvements needed were:

- Need help maintaining home
- Level access shower unit
- Downstairs WC

Older person households

6.95 Older people are defined as those over the state pension eligibility age (currently 65 for men, 60 for women). For the purpose of this chapter, households have been divided into three categories:

- Households without older persons
- Households with both older and non-older persons
- Households with only older persons

6.96 Just over a quarter of all households contain only older people 27.2% in Hyndburn and 23.9% in BwD, a further 9.9% and 9.5% respectively contain both older and non-older people.

Characteristics of older person households

6.97 The data suggests that almost all households containing older persons only are comprised of one or two persons only. Around half of all single person households are older person households.

6.98 The table below shows the housing tenures of households with older persons. Around three-quarters of older person only households are owner-occupiers. The overwhelming majority of these do not have a mortgage. This finding suggests that the potential for equity release schemes in the borough is quite large.

Older person only households and tenure – Blackburn with Darwen

	Older persons only	Number of h'holds	% of total h'holds with older persons	% of those with older persons
Owner – occupied (no mortgage)	8,555	19,483	43.9%	64.4%
Owner – occupied (with mortgage)	762	20,319	3.7%	5.7%
Social rented	3,586	11,273	31.8%	27%
Private rented	385	4,525	8.5%	2.9%
TOTAL	13,288	55,600	23.9%	100%

Source: Housing Needs Assessment 2008

Older person only households and tenure – Hyndburn

	Older persons only	Number of h'holds	% of total h'holds with older persons	% of those with older persons
Owner – occupied (no mortgage)	6,259	13,104	47.8%	67.4%
Owner – occupied (with mortgage)	507	13,209	3.8%	5.5%
Social rented	2,260	4,617	48.9%	24.3%
Private rented	264	3,270	8.1%	2.8%
TOTAL	9,289	34,200	27.2%	100%

Source: Housing Needs Assessment 2008

6.99 Another significant finding is the relatively high proportion of social rented accommodation containing older people only. In Hyndburn nearly half (48.9%) of social housing tenants contain only older people, while in Blackburn it's nearly a third (31.8%). This may have implications for future supply of and demand for specialised social rented accommodation

6.100 The findings shows that older person only households are more likely than non-older person households to be living in one and two bedroom properties. However, the results also show that around a third of all older person households are in three or four bedroom dwellings. Given that previous information has shown that virtually all older person only households are comprised of only one or two persons, this finding suggests that there could be potential scope to free up larger units for younger families if the older households chose to move into suitable smaller units.

6.101 This information can be further broken down by tenure (for older person households) and this is shown in the tables below. The tables indicate that whilst the majority of large (3+ bedroom) properties are in the owner-occupied sector there are also a fair number in the social rented sector which may therefore present some opportunity to reduce underoccupation.

Families with children

6.102 PPS3 acknowledges the importance of providing suitable housing for families, especially those with children, to ensure that communities are appropriately mixed. This section will briefly consider the current housing situation of families with children in the Housing Market area before considering the future housing requirements of this group. This will enable both Councils to assess whether the type of new accommodation at a particular site is likely to attract families with children and generate the desired mix.

6.103 For the purposes of this analysis children are defined as those aged under 16 and the chapter will focus on any household with at least one child in it. To provide more detail on what is a large subsection of the population three different groups of households with children will be analysed. These are lone parent households, households with young children and households with older children. Households with young children are those where the children's age is under 8 or the average age of the children is under 8. Households with older children are those where the children's age is 8 or over or the average age of the children is 8 or over.

6.104 The table below shows the number of each type of household with children. The survey estimates that there are 8,855 households with children in Hyndburn, and 15,456 in Blackburn with Darwen. Of these 1,863 households (21.0%) in Hyndburn and 2,980 (19.3%) in BwD are lone parents, some 33.4% and 35.4% respectively are families with younger children with the remaining 45% families with older children.

Number of families with children

	Number of households		**Percentage of households**	
	BwD	**Hyndburn**	**BwD**	**Hyndburn**
Lone parents with families	2,980	1,863	19.3%	21%
Families with younger children	5,479	2,953	35.4%	33.4%
Families with older children	6,997	4,038	45.3%	45.6%
TOTAL	15,456	8,854	100%	100%

Source: Housing Needs Assessment 2008

Housing circumstances of families with children

6.105 The results suggest that lone parents are more likely to be living in rented accommodation (notably in the private rented sector). Although families with young children and those with older children are far more likely than lone parents to be owner-occupiers it is interesting to note the higher proportion of those with older children who are living in rented accommodation (both social and private) when compared with the younger children group.

6.106 The findings indicate that lone parent families are more likely than other family types to be living in unsuitable housing. All of the family groups are more likely than average to be living in unsuitable housing.

6.107 The findings also present the level of overcrowding and under-occupation for families. The data shows that families with older children are the most likely to be overcrowded whilst lone parent families are least likely to be under-occupying their property. In all cases the levels of overcrowding for family groups are significantly above those for non-family households.

Housing aspirations of families with children

6.108 The findings indicate that lone parent families are most likely to need or are likely to move over the next two years. Only 29.4% in Hyndburn and 36% in BwD of families with older children need or are likely to move over the next five years (compared with around half of the other two groups).

6.109 The Housing Needs Assessment 2008 findings indicate that social rented accommodation is the preference for the majority of lone parent households but owner-occupation is the preference for the vast majority of other families with children. All family groups show a high aspiration for detached dwellings although a far greater proportion expect terraced housing (than is their preference). Finally all households groups would like a three bedroom home (and a large proportion also expect to secure this size of accommodation).

Rural households

6.110 In order to produce a meaningful database for analysis the borough was subdivided. This was done by assigning each household with an urban or rural classification, based on the National Statistics Rural and Urban Classification of Output Areas (May 2007). Households were assigned one of four categories based on their postcode. The postcode is considered to be 'Urban' when the majority of the Output Area live within settlements with a population of 10,000 or more. The remaining three categories comprise the rural area, which is divided into 'Towns and Fringes', 'Villages' and 'Hamlets'; the latter includes isolated dwellings.

6.111 The table below indicates the urban and rural classification that each household in Hyndburn is recorded in. The data shows that 89.8% of households live in an urban area in the Hyndburn area and 95% in Blackburn with Darwen with the remaining split between the other three categories (mainly town and fringe).

Households in urban/rural areas

	Number of households		Percentage of households	
	BwD	Hyndburn	BwD	Hyndburn
Urban	52,827	30,712	95%	89.8%
Town & Fringe	571	2,988	1%	8.7%
Village	1,522	131	2.7%	0.4%
Hamlet	680	369	1.2%	1.1%

Source: Housing Needs Assessment 2008

6.112 The National Statistics Rural and Urban Classification indicates that all classifications listed above other than urban can be considered rural. We will therefore consider the nature of urban households against those other, which we will term 'rural'.

6.113 The data from the survey findings indicate that rural households are more likely to owner occupy or privately rent, with urban households much more likely to be social housing tenants. The rural area had a particularly high proportion of outright owners.

6.114 When considering the differences between types of household we find that a higher proportion of pensioner households and households with children are based within the urban area. In rural areas we find significantly more non-pensioner households without children.

CHAPTER SEVEN: Market Drivers and Future Housing

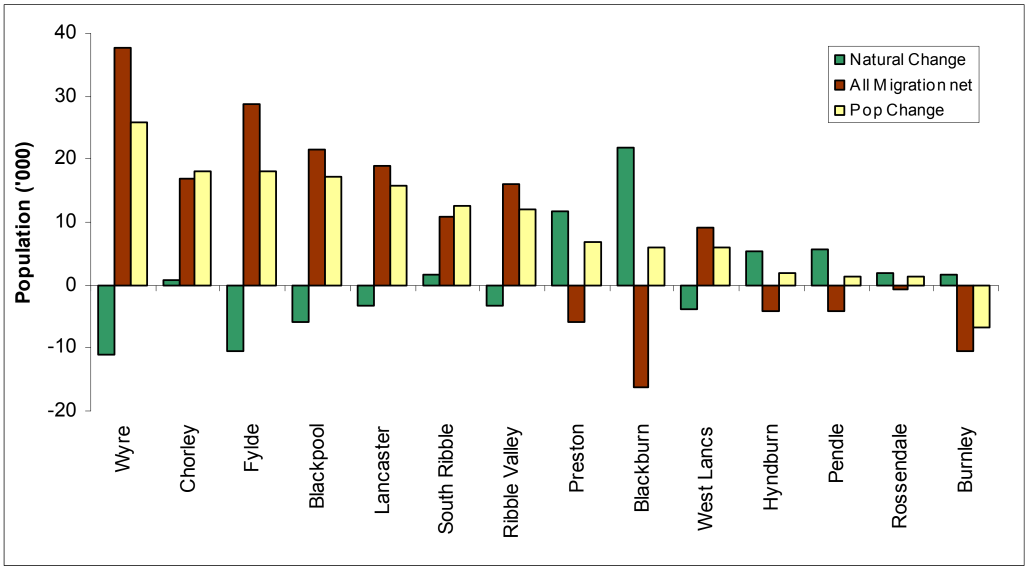
Population / household projections

7.1 The aim of this section of the report is to highlight future population and household changes which are relevant to the evaluation of housing needs and demands in the Housing Market Area.

7.2 An important feature in measuring housing needs is to forecast what is likely to happen over the next decade or so in order that provision for new housing can be planned. Population change in an area results from a number of factors - numbers of births and deaths, how the population is ageing, and the migration of people into and out of the area. The number of households rises and falls over time in response to these and is also affected by changes in the pattern of marriages and divorces and the general economic climate.

7.3 The next chart shows the components of population change, natural change equals the difference between births and deaths, with migration showing the difference between inbound and outbound movement. Incoming migration is projected to have an ongoing impact on Western districts, especially Wyre, Fylde, Blackpool and Lancaster. Natural change has most influence in Blackburn, Preston and a significant factor in Hyndburn, but tending to be the areas with a large black and ethnic minority population.

Components of Population Change, 2004-2029



Source: Lancashire County Council Economic Intelligence Team

7.4 Overall Blackburn with Darwen sees a 15% and Hyndburn a 13% increase in population over 2006-2031. This is a slightly larger increase than that forecast for the North West (+12%) but less than that for England (+19%).

7.5 Hence, despite economic and housing market weaknesses, the population of the Boroughs is projected not just to remain stable but to increase at about the rate of increase in the region.

Population Projections 2006 – 2031 (in thousands)

Year	BwD	Hyndburn
2006	141.2	82.3
2011	145.5	84.1
2016	150.2	86.4
2021	154.7	88.9
2026	159.2	91.1
2031	162.5	93.0
Change 2006-2031 no.	21.3	10.7
%	15.1	13.0

Source: ONS 2006 Based Subnational Population Projections

7.6 The age breakdown of the population projections is as follows :-

Population Projections 2006 – 2031 by Age (in thousands)

Blackburn with Darwen

Age Band	2006	2011	2016	Change 2006-16 %	2021	2031	Change 2006-31 %
0-19	43.2	43.9	45.1	+4.4	46.8	48.2	+11.6
20-29	18.3	20.4	21.1	+15.3	20.1	20.9	+14.2
30-44	30.6	29.0	28.3	-7.5	30.0	31.5	+2.9
45-64	31.2	33.7	35.1	+12.5	35.5	34.7	+11.2
65-84	15.8	16.2	18.1	+14.6	19.4	23.0	+45.6
85 +	2.1	2.3	2.5	+19.0	2.9	4.2	+100.0
All	141.2	145.5	150.2	+6.4	154.7	162.5	+15.1

Population Projections 2006 – 2031 by Age (in thousands)

Hyndburn

Age Band	2006	2011	2016	Change 2006-16 %	2021	2031	Change 2006-31 %
0-19	22.5	22.4	22.4	-0.4	23.1	23.7	+5.3
20-29	9.6	10.8	11.5	+19.8	10.9	10.9	+13.5
30-44	17.5	16.1	16.1	-8.0	16.3	17.4	-0.6
45-64	20.1	21.2	21.4	+6.5	22.2	21.1	+5.0
65-84	11.0	11.7	13.0	+18.2	14.2	16.6	+51.0
85 +	1.6	1.7	1.9	+18.8	2.2	3.3	+106
All	82.3	84.1	86.4	+5.0	88.9	93.0	+13.0

0-19 Age Range

7.7 The 0-19 age range in Blackburn with Darwen shows a steady increase (+11.6%).

The 0-19 age range in Hyndburn shows a slight increase (+5.3%). However a slight fall is projected to occur between 2011 and 2016 (-0.4%%).

20-29 Age Range

7.8 Numbers in the 20-29 age group in Blackburn with Darwen are projected to rise overall (+14.2%). As this age range comprises new households forming this will have implications for future affordable housing need both in the short and longer term.

Numbers in the 20-29 age group in Hyndburn are projected to increase overall (+13.5%). Similarly as this age range comprises new households forming this will have implications for future affordable housing need both in the short and longer term.

30-44 Age Range

7.9 In Blackburn with Darwen , the 30-44 age group, the main economically active group, increases slightly overall (+2.9%). However a fall is forecast between 2006 and 2011 (-7.5%).

In Hyndburn the 30-44 age group, the main economically active group, stays constant overall. However a fall is projected to occur between 2006 and 2011 (-8%).

45-64 Age Range

7.10 In Blackburn with Darwen the 45-64 age group shows a rise in numbers (+11%).

In Hyndburn the 45-64 age group shows a smaller rise in numbers overall over the forecast period (+5%).

65-84 Age Range

7.11 In Blackburn with Darwen a significant increase is seen over the forecast period (+45%), accelerating after 2011.

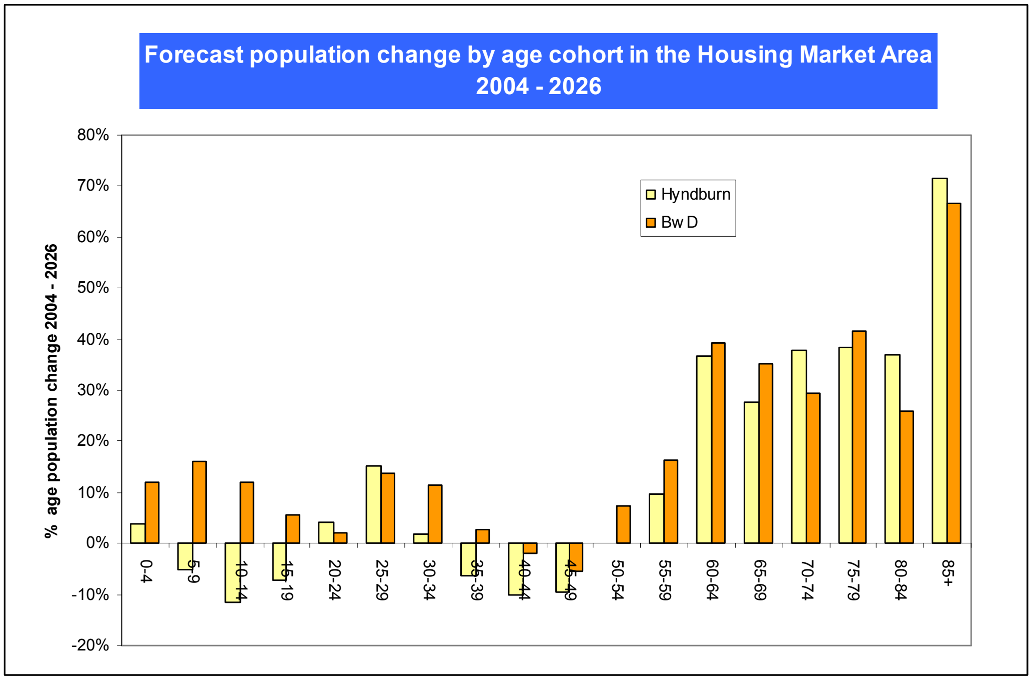
Also in Hyndburn the 65-84 age group grows significantly over the forecast period (+51%). The rate of increase accelerates after 2011.

80+ Age Range

7.12 In Blackburn with Darwen this group grows very significantly (+100%) and at a steady rate. This group is much more likely to have care and support needs.

Similarly in Hyndburn growth of this group is very significant (+106%).

7.13 ONS projections indicate an aging population for both boroughs which will result in an increased demand for supported housing and services. The evidence highlights a growing number of people aged 60 or over for Blackburn and in Hyndburn.



Source: ONS population projections 2004 base

Note : Figures relate to 2004 projections which are lower than those for 2006 (above) and also go up to 2026 rather than 2031 – but the overall pattern is similar

Household Projections

7.14 The sub-regional household projections for Lancashire and its constituent areas are less robust than those at regional level, particularly for those areas with relatively small numbers of households. This should be taken into account in using the figures. Policy or development constraints could, for example, quickly have a marked impact on real trends so that the projections are best viewed simply as one possible scenario.

7.15 In Lancashire, a projection of 666,000 households in 2021 made as recently as 1999 has now been revised to 705,000. One of the key features of recent demographic change has been the advent of greater uncertainty over future household numbers, but if anything it is likely that these projections under rather than over-estimate future requirements. The biggest uncertainty arises over levels of international migration and the extent to which migrants will take up permanent residence. Economic recession could make it more likely that more of these migrants return home. This makes it essential that demographic trends are closely monitored and that policies will need to be reviewed more frequently than in the past.

7.16 Blackburn sees an 11,000 (20%) rise in the number of households by 2029, whilst Hyndburn sees a rise of 7,000 (21%). Household growth in Blackburn with Darwen and Hyndburn is projected to be slightly greater than the North West average (+19.5%) but less than North (+35%) and Central Lancashire (+24%). The increase are due to a large increase in single person households through elderly people living longer, separation and divorce and young people forming single person households. The Asian population has a different trajectory and contains a significantly different demographic profile to the white population with a younger population and this affects the projections for Blackburn with Darwen. Natural growth and declining household size in the Asian population results in significant household growth for this part of the population.

7.17 It should be noted that the household projections are based on 2004 rather than 2006 population projections as 2006 household projections are not yet available, so household growth may be underestimated.

Household Projections for Lancashire and Districts, 2004-2029 (thousands)

	2004	2006	2011	2016	2021	2026	2029	2004-2029	
								No.	%
NORTH LANCASHIRE	205	211	227	240	256	269	277	72	35.1
Blackpool	64	66	69	72	76	79	81	17	26.5
Fylde	34	35	38	40	43	45	47	13	38.2
Lancaster	59	61	67	71	76	80	82	23	38.9
Wyre	48	49	53	57	61	65	67	18	39.6
CENTRAL LANCASHIRE	186	190	199	208	219	227	231	45	24.2
Chorley	43	44	47	50	53	56	57	14	32.6
Preston	54	55	57	59	62	64	65	11	20.4
South Ribble	44	45	48	50	53	55	56	12	27.3
West Lancashire	45	46	47	49	51	52	53	8	17.8
EAST LANCASHIRE	214	217	226	238	246	253	256	42	19.6
Blackburn with Darwen	**55**	**56**	**58**	**61**	**63**	**65**	**66**	**11**	**20.0**
Burnley	37	37	38	39	40	40	40	3	8.1
Hyndburn	**33**	**34**	**35**	**37**	**38**	**39**	**40**	**7**	**21.2**
Pendle	37	38	39	41	42	44	44	7	18.9
Ribble Valley	24	24	27	29	31	32	33	9	37.5
Rossendale	28	28	29	31	32	33	33	5	17.9
North West	2,889	2,940	3,074	3,215	3,345	3,453	3,453	564	19.5
England	21,063	21,518	22,646	23,836	24,973	25,975	26,497	5,435	25.8

Source DCLG - New Projections of Households for England & the Regions to 2029

Summary

7.18 Population trends across the Housing Market Area will affect household growth and needs and demands for particular housing types i.e.:-

- Very significant growth in households aged 65+ with needs and demand for suitable housing, support and care.
- Some growth in household forming age groups aged 20-29 increasing needs for affordable and low cost 'access level' housing for first time buyers or renters.
- Less growth in demand for housing for households in the middle age bands (30-65).

Changes in the economy

7.19 Employment projections alongside population, migration and household data are needed to arrive at a view of future housing requirements. It is necessary to pull together research and evidence that link the long term planning of housing provision to the needs of the economy, ensuring sufficient supply of housing to match aspirations for employment growth. Specific housing markets (tenure types, pricing, characteristics of the location) are associated with different occupational groups across the spectrum from the higher skilled, high earning professionals to the lower skilled manual and elementary occupations.

7.20 The principal task in understanding the interaction between housing and the economy is to get to grips with the operation of labour markets. A home is counted among the basic needs of an individual. This applies to the population as a whole, whether or not they are economically active, but raises particular issues for the effective operation of the market. Without suitable accommodation, workers may not be available to the labour market of the area. Employment change in one place will be influenced by and influence change in other locations. Forecasts rely to some extent on subjective judgment about the relative performance of an area in the future.

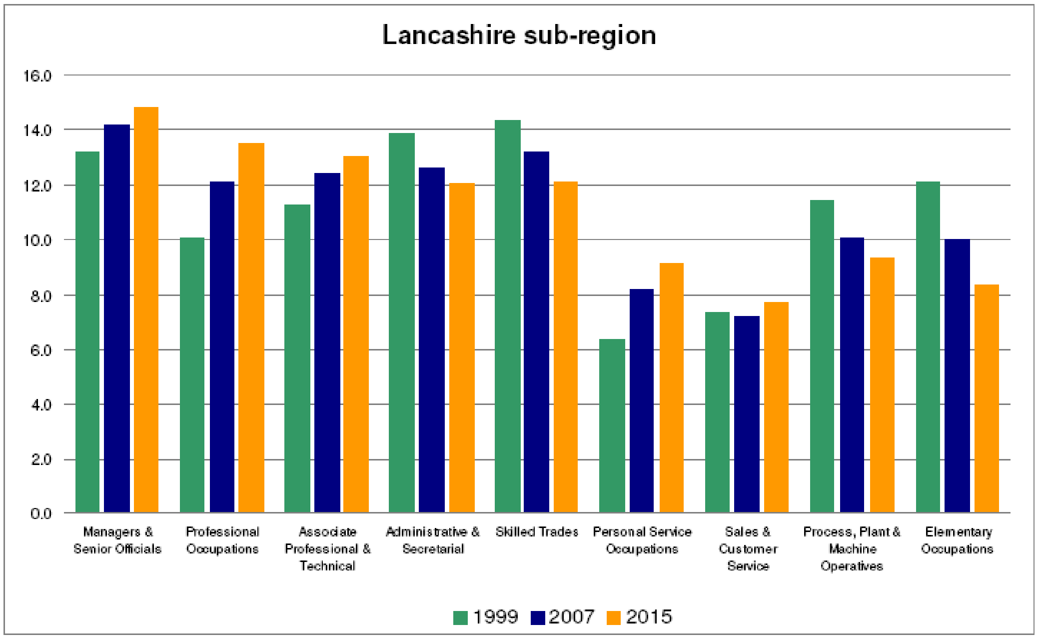
7.21 Beyond its role in supporting the active labour market, housing is also essential for the economically inactive. This includes those people of working age who are not in employment, education or training, children and young people in education and the growing population of retired people. While some segments of this population are disconnected from the labour market, others have the potential to re-enter or enter it, and this has some important policy implications. For example, how should planning policy seek to link areas in which there are large concentrations of residents out of work, with employment opportunities? What is the case for regeneration and remodeling the house stock to encourage more investment to flow into the area?

Lancashire Economy

7.22 The Lancashire Economic Partnership and GVA Grimley have provided data on proposed projections in employment and a breakdown by sector and occupational group. Overall there is an increase of just under 30,000 jobs forecast for Lancashire between 2007 and 2015. This represents a one percent increase in the total number of jobs from 2007 to 2015 and a three percent increase from 1999 to 2015.

7.23 The breakdown of employment forecasts by occupation can provide a useful source of information on changing and future demand. Lancashire Economic Partnership has provided forecasts of the future breakdown of employment by occupation for Lancashire as a whole and for the five sub-areas of East Lancashire, Central Lancashire, West Lancashire, Fylde Coast and Lancaster.

The graph below shows the changing composition of employment for Lancashire.



Source: Lancashire Housing Market Assessment, 2007

7.24 This illustrates that the most significant forecast change in growth is in professional occupations with an increase of 12,000 forecast in this sector between 2007 and 2015. Occupations classified within this group include professionals in science and technology, health, teaching and research as well as business and public professionals. There is also forecast growth in employment by managers and senior officials and associate professionals and teaching occupations. These growth sectors are mainly at the upper end of the income spectrum. However there is also a significant forecast increase in those engaged in personal service occupations. This tends to be a lower paid sector which includes healthcare services, childcare and hairdressing.

7.25 The most significant decline is in the forecast share of jobs accounted for by elementary occupations. These tend to be the lower waged occupations. There are also falls projected in a range of jobs which tend to fall within the middle income spectrum including skilled trades, process, plant and machine operatives.

7.26 The forecast picture for Lancashire shows that as well as a forecast increase in the overall number of jobs there will be increases in occupations representing some of the most highly paid, and some of the lowest paid groups. This would indicate a growing demand for housing at both the higher and the lower income levels. Works for the Lancashire Economic Partnership has examined the housing requirements of different ‘classes’ and confirmed a preference for larger detached homes from higher income groups. The employment forecasts indicate that there will be an increasing demand for this type of property in conjunction with growing demand for homes accessible to those on the lowest incomes. The development of innovative affordable housing schemes could therefore play an important role in developing the housing offer within Lancashire to meet the demands of a changing economy.

Demand for Different Types of Housing in Pennine Lancashire

7.27 The HMA profiles the sectors of the economy in which people are likely to be employed in the future, using independent forecasts prepared by Cambridge Econometrics. The employment forecasts are converted into likely occupational groups and average earnings for each group are applied. Through understanding the likely occupational change a more detailed picture can be built up of likely demand for various types of housing. Whilst the original analysis relates to Pennine Lancashire it equally applies to Blackburn with Darwen and Hyndburn. The consumer profiles are summarised below (income bands related to 2005):

Low Income Band

7.28 Gross earnings potential of less than £290 per week. Corresponds to Elementary occupations, Sales and Customer Services and Personal Services.

- Forecast to grow by 2% by 2015.
- Movement from previously higher paid occupations to lower paid service sector positions is likely to boost the need for affordable housing products over the medium to long term.

Lower-Middle Income Band

7.29 Gross weekly earnings in the order of £290-£390. Corresponds to Process, Plant and Machine Operatives occupations (manufacturing) in addition to Skilled Trades.

- Forecast to decline by almost 2% by 2015.
- At the lower end of the band, losses of relatively well paid manufacturing jobs will progressively lead to a smaller middle income group and a growing low income group (with the product demands that are commensurate with this income group).

Upper-Middle Income Band

7.30 Gross weekly earnings in the order of £390-£490. Corresponds to the Administrative and Associate Professional and Technical occupations

- Forecast to grow by 0.4%.
- The growing Associate Professional class will have a relatively young age profile and will consider both high quality private rented and owner occupied housing.

High Income Band

7.31 Gross weekly earnings of £490 and over. Corresponds to Professional, Managerial and Senior Official occupations

- Forecast to grow from approximately 49,000 earners to just over 51,000 (an increase of 0.4%).

Total Earners in Income bands in East Lancashire:

Income band	Income	2003 (000s)	2015 (000s)
Low	< £290 p/w (gross)	50.9	54.5
Lower middle	£290 - £390 p/w	73.3	71.9
Upper middle	£390 - £490 p/w	24.8	26.3
High	> £490 p/w	49.0	51.4
Elevate authorities combined		198.1	204.1

7.32 The Cambridge Econometrics analysis commented on demand from the various income groups to different house types and tenures. It represents a reasoned interpretation of likely demand in 2015, in line with the economic assessment; the main issues arising from it are:-

The Emergence of Higher Income Opportunities

7.33 The scale of likely change within higher income bands (accounting for some 8,000 additional households) is a significant economic driver in its own right. Latent demand needs to be provided for within East Lancashire. The degree to which the area can capture household demand from high-income groups is regulated by the amount of appropriate housing it can supply in high quality environments. Such provision is generally not available in the Elevate Intervention Areas at the moment; redressing this in the medium-to-long term represents a clear objective for the HMR programme.

7.34 The demands of the high and upper middle income bands are exacting, in terms of both quality of product and neighbourhood. They exhibit a strong bias towards large semi-detached and detached housing in owner occupation. This does not preclude the consumption of other housing types, but this would largely be predicated on the quality of the surrounding environment, neighbourhood quality and prestige factors.

7.35 The young 'Associate professional class' require central locations and access to services and amenities, and will consume high quality, larger terraced and semi-detached units, along with high specification flatted accommodation. The last named hardly exists in East Lancashire at the moment, although there is potential to realise this demand in inner urban locations, including through the conversion of heritage buildings such as mills and in regenerated town centres. Lifestyle considerations are of paramount importance to this upwardly mobile segment of the market, a significant proportion of which could be attracted to the area if the Green City concept is developed to its potential.

7.36 Although East Lancashire has its share of higher value housing, it is largely concentrated outside the inner urban areas of the towns, including in the Ribble Valley. If the area is to attract potential higher earning residents high quality and value housing must be introduced into the towns. The masterplans developed as part of the HMR programme are designed to achieve this wherever possible, developing mixed income and mixed tenure communities which will be more sustainable than the monolithic structure prevalent in many of the neighbourhoods.

Declining demand for privately owned terraced houses

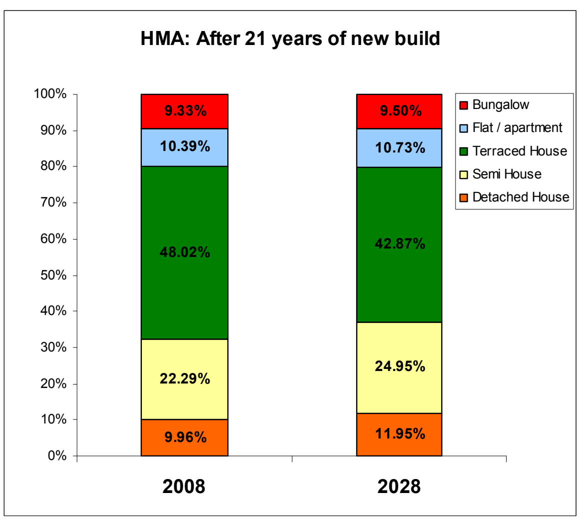
7.37 The declining relative size of the lower-middle income group (with restricted growth in absolute terms) is likely to lead to a reduction in relative demand for privately owned terraced houses over time.

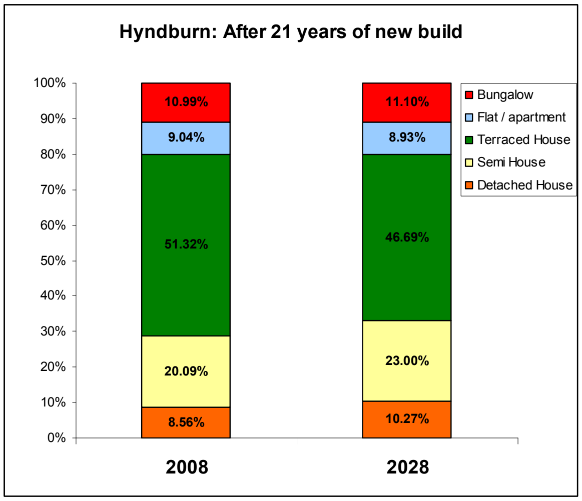
Affordability

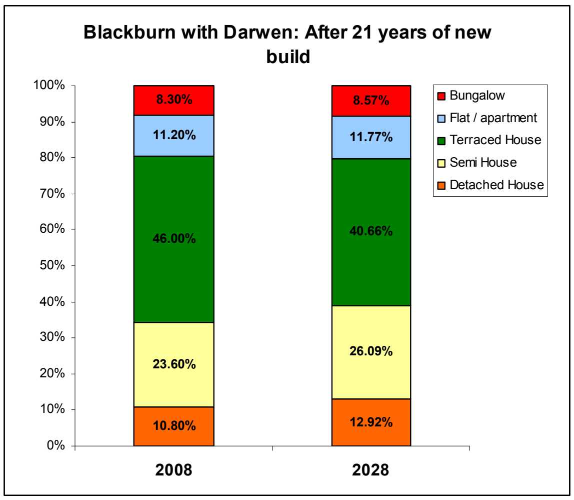
7.38 The need for a sustained and enhanced supply of affordable housing which will satisfy demand from low-income households is pressing, as this group is likely to expand by 2015.

Projected change in property types

7.39 The table below shows the projected change and growth in property type based on the annual average rates of new build housing provision for the next 21 years. (See targets for housing provision at point 6.71)







Property type	**Hyndburn**				**Blackburn with Darwen**				**HMA**			
	2008		**2028**		**2008**		**2028**		**2008**		**2028**	
Detached	3,098	**8.56%**	4,127	**10.27%**	6,379	**10.8%**	8,941	**12.92%**	9,477	**9.96%**	13,068	**11.95%**
Semi	7,268	**20.09%**	9,242	**23.0%**	13,940	**23.6%**	18,056	**26.09%**	21,208	**22.29%**	27,298	**24.95%**
Terraced	18,570	**51.32%**	18,759	**46.69%**	27,113	**46.0%**	28,142	**40.66%**	45,683	**48.02%**	46,901	**42.87%**
Flat / Maisonette	3,272	**9.04%**	3,587	**8.93%**	6,615	**11.2%**	8,148	**11.77%**	9,887	**10.39%**	11,735	**10.73%**
Bungalow	3,978	**10.99%**	4,461	**11.10%**	4,902	**8.3%**	5,931	**8.57%**	8,880	**9.33%**	10,392	**9.5%**
Total	36,186	**100%**	40,176	**100%**	58,949	**100%**	69,218	**100%**	95,135	**100%**	109,394	**100%**

Source: SHMA, Census 2001, Housing Needs Assessment 2008

*Note: The 2008 property type figures are **best estimates** due to the inclusion of number of bungalows*

7.40 The graphs show proportional change in property types over the next 21 years, in-particular the reduction in the size of the terraced stock, and an increase in semi and detached properties. This is consistent with the emerging Pennine Lancashire Housing Strategy and the

Market Progression Model. Future ADF / Masterplan led redevelopment will support the provision of new house types and a wider housing mix constant with the proposed housing targets.

Future Housing Market and Affordability

7.41 Over the last decade house prices have risen sharply. In part this has been the result of a sustained period of economic growth increasing housing demand, but it has also been in part a consequence of lower interest rates that have made it easier for households to obtain – and afford – higher mortgages.

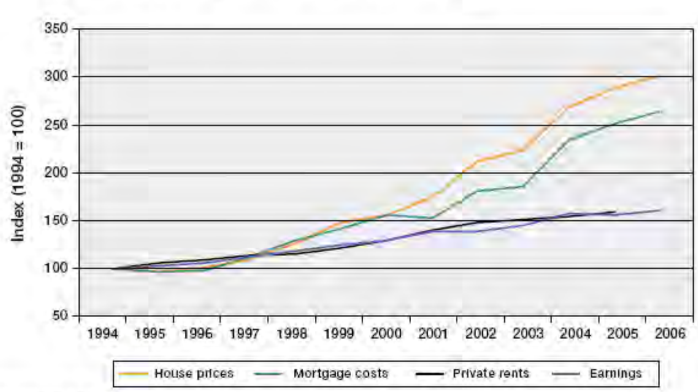
7.42 Nationally the average house price to income ratio virtually doubled from just 2.7:1 a decade ago to 5.36:1 in the first half of 2007. This ratio is at unprecedented levels; far higher than at the peak of the last housing market boom in 1990 when it reached the level of 3.4:1. If this trend was taken at face value it would suggest that we are due for a severe housing market crash should house price to income ratios return to long term trend levels. However a very different picture emerges from an examination of mortgage costs, as a percentage of incomes. These take account of the much lower level of interest rates prevailing now compared to fifteen years ago. It shows that mortgage cost to income ratios fell sharply between 1990 and 1996 as interest rates tumbled from over 14% to just 6.5%. However over the last decade mortgage costs have also virtually doubled as a percentage of incomes, from 16.8% in 1996 to 32.5% in the first half of 2007. While interest rates are now a little lower than in 1996, at 5.5%, that reduction has been partly offset by the final abolition of mortgage tax relief in 2000.

7.43 By the first half of 2007, mortgage costs as a percentage of incomes were almost as high as they were in 1990 (33.8%) at the peak of the last housing market boom and are well above the average level of 25%

over the last two decades. However, it should be noted in this context that the average building society interest rate used for these analyses has a lagged response to increases in the Bank of England's bank rate, and thus at the end of June 2007 did not fully reflect the four quarter-point increases in base rate over the preceding twelve months. On that basis, by the end of the year the measure of mortgage costs as a proportion of incomes is set to match the peak levels of 1990 – even if there are no further changes in house prices or bank rate.

7.44 The economic recession of late 2008 will severely restrict housing demand over 2009 and cause financial difficulties for those home owners who have over – extended their borrowing. This will result in house price falls of 10-20%. In the longer term there are perennial issues about restricted access to home ownership regardless of the point in the economic and housing market cycle. The extent of access difficulties also vary substantially from region to region and locality to locality. House prices are higher not just in areas where incomes are higher, but where there are additional pressures of demand linked to long term economic and social changes and the consequent migration of population within the UK to the areas with higher levels of economic growth. There are also additional population flows of retired households to attractive localities that add to the concerns of affordability in those areas.

Figure 6 – House prices, mortgage costs, rents and earnings compared



Source: SEH/SML/RMS/ASHE/NES

7.45 A detailed Europe wide study undertaken for Morgan Stanley has shown that house price rises in recent decades are a direct consequence of a combination of sustained economic growth and medium term reductions in interest rates. There are, however, additional factors that have also played a part in Great Britain, and in England in particular. There has been considerable focus, as expressed in the Barker Report, on the extent to which the failure of new house building rates keep pace with household formation has put further upward pressures on house prices. This is a complex issue, but it should be noted that over the twelve years to 2003 new house building levels only lagged behind household formation in London, the South of England, and in Wales but not in Scotland or the Midlands or Northern regions of England. Indeed for England as a whole, there was a very close balance between new house building and household formation over that period; with surpluses in the Midlands and Northern regions matching the shortfalls in London and the Southern regions. Similarly for England as a whole, there was also a balance over the same period between the gains to the housing stock through conversions and losses through demolitions.

7.46 All the indications are that the housing affordability problems that have emerged in the last couple of years will be a long term feature of the housing market. Whilst income growth for some lower/middle income households as house prices fall may ease affordability, the GVA Grimley Housing Market Assessment shows that this will be overshadowed by the growth of lower income jobs, and households dependant on these jobs will have affordability problems. Hence there will need to be a significant affordable housing provision within new developments supporting HMR, although there will be variations between areas and sites depending on market sector the scheme is targeting. This will be supported by Affordable Housing Policy and planned roll out of equity loans for clearance relocation.

Mixed Communities Community Cohesion and the Residential Offer

Mixed Communities

7.47 Present day demand has been fuelled by social changes such as rising divorce rates, which have contributed to an increase in single person households. In addition, private renting is increasingly seen as a lifestyle choice for those wanting flexibility of tenure and the ability to move easily for employment. Growth in the higher education sector and the inability of universities to accommodate growing student numbers has also led to greater reliance on the private rented sector. Demand for the rented sector is further enhanced by the fact that every year more than 500,000 new immigrants enter Britain (Source: Home Office). Many will enter the private rented sector, as the majority will not have the funds to purchase a property and may struggle to access the social rented sector.

7.48 Set amongst these social changes the increase in the buy-to-let market may have been facilitated by changing planning policies and government legislation. Over previous years government has shown an increasing appreciation that the country currently suffers from a lack of accommodation to meet the growing population and its needs. As part of this recognition wide reforms were made to the planning system during the early 2000s which placed an emphasis on providing higher densities of housing. At the same time there was an increasing emphasis on urban renewal and breathing life back into our city centres. For many years there had been a shift of population away from these areas and government policy aimed to halt this drift. It is therefore not surprising that there has been a significant increase in the volume of city centre flats and apartments being built and city centre living is at the heart of urban renaissance.

7.49 Changing housing mix or housing tenure in communities has been an explicit policy goal of UK central government since the 1990s, but most policies view this approach not as an end in itself, but as a means to creating socially mixed communities with a range of incomes. While the evidence about the economic impacts of this approach is limited, there are some persuasive arguments about how it might generate economic benefits.

7.50 Large concentrations of low-income and low-skilled households living in the same place make a community less attractive to private sector investors. There is evidence that business site location decision makers in the UK employ off-the-shelf software to identify potential target communities, according to a report by Sabety and Carlson, 2004, and focus primarily on incomes and other demographic characteristics on which low income neighbourhoods lag. This can be damaging to a locality as it may create a shortage of job opportunities for residents and limits local amenities, such as leisure activities and shops, on which communities depend.

7.51 It makes intuitive sense to conclude that mixed income areas will be able to attract and support a higher level of local facilities as a result of expenditure effects associated with higher earners, and that these could support creation of additional employment opportunities for local residents. The argument is implicit in many local regeneration strategies, such as Blackpool's, which sees the potential for stimulating the local economy through building more 'aspirational' housing in areas in need of regeneration. The Housing Market Renewal Pathfinders similarly believe that by radically altering the mix of housing stock, people and businesses can be attracted back to an area.

7.52 Changing housing mix/tenure on it's own would not necessarily bring major economic and social changes to deprived areas. But it could represent a significant component of an integrated approach to place making and regeneration. In particular, there is good evidence that it can raise standards in schools, improve the local environment and reduce crime. These combined effects can ensure that the area does not suffer stigmatization, which can prevent population churn and reduce void rates.

Ethnicity and cohesive communities

7.53 Since the riots in several Northern cities in 2001 and a more recent concern about a younger Asian generation being attracted to a highly political form of Islam, a debate has progressed about community cohesion and the degree of segregation (including intra-ethnic segregation), particularly reinforced by housing settlement patterns, leading, some would say, to parts of the Asian community and white community leading 'parallel lives'. The 'white flight' response to inward Asian migration has been documented as white families moved out of the inner urban areas to be replaced by newly arrived immigrants.

7.54 However, the issue of ethnic segregation is complex and is as much about economic, social class and education and occupation factors as it is about housing. Income and wealth are the main factors influencing people's decisions to relocate as witnessed by middle class people of whatever ethnic group relocating to the suburbs and away from older urban centers and there is evidence that all ethnic groups, particularly amongst a younger cohort share common housing aspirations. Added to this is research evidence that points to a dual process occurring – there has been a growing population in the traditional 'Asian' areas due to greater fertility and international migration, but there is also a growing dispersal of the better-off Asian population to other areas previously unoccupied by them. Thus the idea of self-segregation implies a voluntary distancing from the mainstream whereas what is happening is a lack of migration due to poor economic prospects and lack of choice.

7.55 The Living and Working in East Lancashire Survey 2005/2006 sought to examine how cohesive neighbourhoods are. People of different ethnic origins in East Lancashire were asked questions on respect for ethnic differences ; meeting people from different ethnic backgrounds ; and getting on with people from different ethnic backgrounds. Generally the Survey showed that there remain significant differences between ethnic groups and these were more pronounced in terms of the views of White than Ethnic Minority residents.

Planning, Economic and Housing Regeneration

7.56 The Lancashire Structure Plan has now effectively been replaced by the Regional Spatial Strategy but the key proposals for the area remain relevant :-

- Reverse traditional population decline by stemming outward migration.
- Increase business and industrial land take-up by 25% above current trends to assist the restructuring of the economy and regeneration.
- Release of selective strategic Greenfield land at Whitebirk for regionally important economic investment.
- Improve public transport links within East Lancashire and to locations outside to County, including through a Rapid Transit project.
- Improve the urban environment and particularly the poor state of much of the housing stock.
- Create more open space, green networks, woodland and more local health and community facilities and employment opportunities, particularly in inner urban communities.
- 80% new housing on brownfield sites.

7.57 In relation to housing and planning policy, Regional Spatial Strategy (RSS) recognizes the need for the provision of high quality affordable housing, and the importance of identifying Housing Market Areas and understanding housing markets. Local Authorities should develop an understanding of local sub-regional housing markets by undertaking their Sub Regional Housing Market Assessments, in order to adopt a concentrated and comprehensive approach to influence housing supply across all types, sizes, tenures and values. This should be in the form of improving the quality of the region's housing stock, overcoming increasing issues of affordability and ensuring the needs of the wider population are met, including ageing population, and black and minority ethnic (BME) communities.

Planned Housing Development

7.58 The North West Regional Spatial Strategy (RSS), Jan 2006, sets out the anticipated levels of housing provision by district. Between 2003 and 2012, over 400,000 homes are expected to be built across the North West. The RSS highlights that *'most new development and investment will continue to be focused on the most accessible urban centres in the North West. Much of this will be in the cities and towns making up the three City Regions of Manchester, Liverpool, and Central Lancashire'.*

7.59 Pennine Lancashire is expected to account for 6% of the 411,000 new homes to be built across the North West, representing an additional 1,381 new homes a year to 2021. The most significant level of house building is predicted for Blackburn with Darwen, which will account for 35% of the Pennine Lancashire total. The smallest level of house building is expected in Burnley, however given the recent levels of population decline in Burnley, these figures suggest that modest household growth is expected within the district.

7.60 The North West has an increase target of 81% of average annual housing provision compared with Lancashire authorities increase by only 63% between the RPG13 and submitted draft RSS, but this constitutes a higher level of increase than the other 'shire' counties of Cumbria and Cheshire.

Housing provision

(In RPG13 (2003) submitted draft RSS 2006, and EIP Panel 2007 amendments)

	RPG13	Draft RSS 2006			2007 Panel Amendments			
Draft RSS 2006 housing market areas	Strategic Planning Authority Annual Average Rate of Housing Provision Net of clearance	Total Maximum Housing Provision 2003 – 2021 (Net of clearance replacement)	Annual Average rates of Housing Provision (Net of clearance replacement)	Indicative target proportion of housing provision to use brownfield land and buildings	Maximum Housing Increase 2003 – 2021 (Net)	Mean Annual Increase	Indicative Traget on Previously Developed Land	Increase RPG13 to 2007 Panel amendments
Blackburn with Darwen	2690 (Lancashire)	8,800	489	At least 80%	8,800	489	65%	N/A
Hyndburn	2690 (Lancashire)	3,400	189	At least 80%	3,400	189	65%	N/A
Ribble Valley	2690 (Lancashire)	2,900	161	At least 80%	2,900	161	65%	N/A
Burnley	2690 (Lancashire)	2,340	130	At least 80%	2,340	130	65%	N/A
Pendle	2690 (Lancashire)	3,420	190	At least 80%	3,420	190	65%	N/A
Rossendale	2690 (Lancashire)	4,000	222	At least 80%	4,000	222	65%	N/A

Source: Lancashire Housing Market Assessments Ecotec July 2007

7.61 As the Table shows the Examination in public (EIP) did not result in any amendments for Pennine Lancashire other than a reduction in the brownfield requirement.

7.62 It should also be noted that Government is now indicating that RRS housing provision should be taken as minimum provision and that there is no maximum in view of imperatives to increase housebuilding.

7.63 The RSS Housing Provision represents a significant increase on current housebuilding rates particularly for Blackburn with Darwen (see above p.89), but not for Hyndburn.

Housing provision and household change

7.64 RSS Housing Provision utilizes 2003 based household projections. However 2004 based household projections have now been published and these represent a 17% increase for the North West.

7.65 As shown in the Table below across the Housing Market Area , RSS Housing Provision is in excess of projected increase in households (2003 based), allowing for the effect of economic improvement on growth in the number of households. But the revised (2004) households projections exceed RSS provision, allowing for no additional housing provision to accommodate economic growth. However prospects for economic growth are poor atleast in the short/medium term.

Annual Change in Households and Housing Provision to 2021

	Households Change 2003 based *	Households Projections 2004 based	RSS Housing Provision Net of Clearance
Blackburn with Darwen	388	471	489
Hyndburn	277	294	189
HMA	665	765	678

Source: GONW Briefing Paper 4 Housing November 2006

Note : The NW housing markets research carried out by Nevin / Leather for 4 NW (2008) indicates household projections in the range 685 – 850 depending on whether or not higher migration is assumed.

7.66 The situation is somewhat different in the two Boroughs. In Blackburn with Darwen the 2004 based household projections are very close to RSS Housing Provision. Whereas in Hyndburn the household projections are in excess of RSS, probably reflecting relatively lower demand in the Borough.

Housing Provision and the Economy

7.67 Elevate's Housing Market Assessment (HMA) presents two main scenarios for likely housing demand up to 2021. The Table below sets these out, alongside the housing allocations included in the draft Regional Spatial Strategy (RSS).

7.68 In addition NWRA presented 'recent' and 'long term' economic scenarios in support of proposed Housing Provision, which generally lie between the Elevate 'Economic' and 'Transformational' senarios.

Comparison of Projected Annual Additional Dwelling Provision under the Economic Scenarios, 2004-2015 and the RSS:

Local authority	Economic scenario	Transformational Scenario	NWRA Economic Scenarios *	Draft RSS annual average rates of net housing provision
Blackburn with Darwen	**350 – 434**	**471 – 554**	**411-485**	**489**
Hyndburn	**83 – 126**	**289 – 331**	**249-285**	**189**
Burnley	48 – 145	255 – 352	266-308	130
Pendle	98 – 161	303 – 366	274-312	190
Rossendale	143	360	204-230	222
Elevate Total	722 - 1008	1677 - 1820	1404-1620	1220

Note : The NW housing markets research carried out by Nevin / Leather for 4 NW (2008) indicates dwelling requirements in the range 707-877, which broadly covers the NWRA and Transformational scenarios above.

7.69 The transformational scenario considers the potential additional demand to be generated as the major projects in the Transformational Agenda are delivered. However, given the fragility of parts of the housing market, it is important to be cautious with levels of new supply in the short and medium term, and this approach has successfully influenced the Regional Spatial Strategy allocations to this effect.

7.70 It should be noted that employment growth forecasts may underestimate the extent to which growth is likely to be concentrated in Blackburn and also they may not model the pattern of commuting across Borough boundaries, so implications of employment growth for household growth are not made as clearly as they could be.

7.71 While the scale of new housing development for Blackburn and Darwen is significant, it is on a par with other major centres in the North West, and reflects the anticipated economic benefits of proposed transformational projects. Furthermore, changes in commuting patterns will increase demand for housing, if Pennine Lancashire can establish a role as an affordable and attractive place to live for higher skilled residents commuting to other employment centres such as Manchester.

7.72 However, such patterns may depend on improved connectivity transport links within Pennine Lancashire and with local economic centres, including Manchester.

Summary

7.73 RSS Housing Provision is lower than that indicated by the latest household projections. Given this position the Housing Provision figures now make no allowance for economic growth as was assumed when they were calculated. Prospects for economic growth are poor in the short term and household projections can be volatile. Nevertheless there is a case for considering higher house completions under RRS in the longer term if the higher level of household projections is sustained.

Planning for Local Housing Markets

7.74 In the Housing Market Area, in order to maximise the opportunities through HMR to rejuvenate the urban core, the Boroughs are now implementing residential planning policy which supports sustainability of Housing Market Renewal areas – generally this means that only proposals for residential development within current Area Development Framework areas will be permitted.

7.75 In Blackburn with Darwen the Structure Plan has worked in the sense that the fall in house completions since 2000/2001 is matched with a corresponding fall in vacancy rates. However there is a risk that this leaves no additional newbuild supply to replace housing lost through clearance, and to meet additional provision required by RSS.

7.76 Pressures for new housing provision will further increase as scope to absorb household growth in reductions in the vacancy rate of existing stock is exhausted.

7.77 All of the above indicates a relaxation of the current policy which is based on restricting new planning permissions to current ADFs. Such relaxation of this policy is proposed in Blackburn with Darwen in the 'Review of the Interim Planning Policy' and Local Development Framework Core Strategy to move towards increased housing provision under RSS.

7.78 However this must be done without detracting from developer interest in these ADFs, and in a way which does not increase vacancies in existing stock within these Areas.

7.79 There is merit in considering an incremental switch from restraint to growth as household growth fuelled by economic regeneration gathers pace. A further review will take place as part of the Local Development Frameworks. Household growth will be more modest for Darwen and other areas that do not have a growing ethnic minority population. This underlies the slower performance of Darwen in reducing vacancies. It follows that care must be taken in switching from a policy of restraint in new residential planning permissions to one of growth. It may be that a relaxation of policy is limited to sites adjacent to the current ADF.

7.80 It is also important that housing growth supports sustainability of weak housing markets. The area close to the M65 in Blackburn has seen a large development of mid/higher market homes but there are concerns that overprovision has impacted adversely on demand in HMR Areas. Overall, the perception of the quality of life by people unfamiliar with the area is negative. Its image is poor and seen to be lacking in the artistic and cultural richness that is a main driver in attracting higher earners not just to work here but to live here. Transformational agendas have sought to change this, so far with limited success. However there is some evidence that Blackburn with Darwen is becoming an area of choice attracting more higher earners (see above Chapter 3).

7.81 The proposed development of a Regional Investment Site in Hyndburn will help to stimulate a more diverse, higher value local economy aided by improved education and training opportunities. Additional employment land will be required to meet the needs identified in the draft Regional Spatial Strategy for both local and sub regional investment. It is expected that this strategic employment site will stimulate additional housing growth, assuming it stimulates in migration or local people have the skills to access to jobs.

7.82 A feature of the housing market peaking is the large number of residential planning applications for flats. Developers are keen to realise current high property prices and are bringing forward flats in an attempt to bridge the affordability gap. Landowners see the opportunity to offload previously unsaleable Brownfield sites which are nevertheless difficult to develop. Whilst the market in Blackburn has been slow to respond to the move to flats for the increasing number of single person households, the volume of applications for flats is at risk of creating developments which are not sustainable in the long term.

Nevertheless developments of flats in Blackburn, Darwen and Accrington are playing a role in town centre regeneration.

7.83 New build developments of market and affordable housing are critical to housing market prospects in coming years to widen the range and attractiveness of the housing offer for households relocated because of clearance, concealed households, those trading up and higher income immigrants. The key sites are located close enough to the town centre that they support the housing market in the ADF and the economy of the town and town centre i.e. In Blackburn Two Gates, Belgrave Mill, and potentially in the Queen Street / Hindle Street, at Shorey Bank and at Ellison Fold and in Accrington developments such as Knotwood Court, Oakbank Drive, Stonecross Close, Blackburn Road and Waterside development at Platt's Lodge. As housing completions from these sites come forward over coming years, in parallel with sustained clearance, outlook for the housing market is more promising but the current housing market recession presents short / medium term risks.

7.84 Both the two boroughs are in the process of developing an Affordable Housing Policy which will respond to the growing pressures. This Policy will cover discounted market, social rented and shared ownership / shared equity new housing. Discounted market housing (through S.106 Planning Agreement) has been piloted at the Two Gates development in Darwen and affordable housing is being delivered elsewhere in ADFs in partnership with housing associations. The full Affordable Housing Policy as part of the Local Development Framework will be adopted in 2010, and an approach progressed in the short term through the Revised Interim Residential Planning Policy.

Blackburn

7.85 The planning system is also supporting HMR at the local level in a series of Master Plans which are timetabled in the Local Development Framework for production as Supplementary Planning Documents.

These include Infirmary, and Queens Park. The Plans will steer high quality new housing development and the balance between affordable and market housing.

Darwen

7.86 Discounted market housing (through S.106 Planning Agreement) has been piloted at the Two Gates development, as part of the development of the Affordable Housing Policy.

7.87 At the local level the land use planning and land assembly process is well under way for the Darwen Academy and proposals are in place for high quality housing renewal of the St.Peters area which is of heritage value.

7.88 Housing renewal around the town centre is supported by en extension of the Conservation Area.

7.89 A Master Plan for the Queen Street / Hindle Street are is getting under way. This will have the status of a Supplementary Planning Document in order to steer development in this area.

Hyndburn

7.90 Progress is being made on Hyndburn's priority scheme, Project Phoenix. This involves the comprehensive development of a neighbourhood, which will involve the clearance of around 200 low demand terraced houses, the development of 29 new homes to rent, the creation of a new community health centre funded by the East Lancashire Local Improvement Finance Trust (LIFT) and the building of new homes for sale. English Partnerships has supported the comprehensive regeneration of West Accrington with funding of £1 million.

Other developments which will support the transformation of the West Accrington and Church ADF are underway. The Princess Street project area, which has over 1,000 terraced houses, will be revitalised with a combination of refurbishment, selective clearance and the introduction of sustainable, managed open spaces.

7.91 Outline proposals and future visions have been finalised for the canal side conservation area in Church. The plans include the re-opening of the historic listed buildings of Hargreaves Warehouse and the Church Commercial Hotel and improving the road network. The improvement of the canal environment will lead to the area being established as an attractive leisure and mixed development base. Low demand, poorly designed social housing is also being cleared to make way for new, high quality housing for sale and rent.

7.92 A draft Supplementary Planning Document (SPD) for the East Accrington has gone out to tender to serve as a masterplan to assist in future regeneration, securing funding to realize those aspirations for transformational change and responding to the needs of the future. The area falls within the Peel and Barnfield Area Development Framework and focuses on two key neighbourhoods, Woodnook and Burnley Road.

Market Weaknesses and Gap Funding

7.93 Much of the above activity in Housing Market Renewal Areas has been supported by Homes and Communities Agency grant and gap funding. Nevertheless there has been some unsubsidised new private housing, encouraged atleast in part by the HMR policy framework and the example of the subsidized schemes. However the ‘credit crunch’ and recession may hit weak housing markets particularly hard and slow down renewal in these Areas.

CHAPTER EIGHT: Conclusions, Policy analysis and implications

Strategic Housing Market Assessment and Policy Implications

The Strategic Housing Market Assessment is a piece of analysis which provides evidence to inform development of planning policy and housing strategy. It is intended to steer such developments but it is not in itself a policy document. Hence the conclusions in this section are not policy recommendations which belong, for example in Affordable Housing Policies set within development plans or housing strategies, but they are intended to give a strong steer to such policies and strategies as they develop.

Overall Housing Requirements

8.1 In the short term the housing market recession of 2008 and economic recession mean that housebuilding will be constrained. Housing provision is set to increase under the Regional Spatial Strategy but for the next couple of years movement towards higher housebuilding targets will be challenging because of economic conditions. There is also concern that key Housing Market Renewal schemes (see above Chapter 7) will be more difficult to deliver, as will delivery of affordable housing via the planning process. It is essential particularly in a period of economic recession that the move to higher housebuilding across the market is supported by the required public investment in infrastructure (roads, public transport, schools, local facilities, open space and public realm environment) to ensure deliverability and sustainability of the housing.

8.2 Proposals for government sponsored ‘Growth Points’ in Central Lancashire (and also in Bolton) pose a potential major threat to delivery of RSS housing targets in the Market Area and Local Development

Frameworks for the Boroughs. There are signs in the analysis of housing markets in this report that the Market Area is starting to become a location of choice for more mobile middle and higher income groups but this incipient trend would be undermined by excessive housebuilding in Central Lancashire.

8.3 Significant increases in population are projected over the next 20 years for the Housing Market Area. Whilst economic recession will affect the patterns of migration and hence population levels, it should be noted that the population of the Boroughs and Pennine Lancashire has increased in recent years despite economic under performance. However the economic downturn will affect household formation and in the short term household growth will probably be below forecast levels. If population growth is sustained through this period levels of unmet housing need will increase significantly, potentially compounded by increased unemployment and reduced incomes because of the economic downturn.

8.4 The economic downturn will compound the high levels of housing need estimated in Chapter 6 above. In the short term therefore transition to the increased levels of new housing under RSS (678 per year across the HMA to 2021) will be more protracted. The effects of market recession also make a good case for increased emphasis on affordable housing during this period.

8.5 Economic recession, increased multiple deprivation, and higher levels of housing need, all point to the importance of enabling disadvantaged residents to the labour market. Hence the needs for improved education, learning related to life skills and training for disadvantaged households. Households in the private rented and social sectors and waiting for social housing should be target for support to meet these needs.

8.6 In the longer term the currently forecast household growth rate (765 households per year across the HMA) is higher than housing provision proposed under RSS, suggesting that RSS housing provision should be increased over the whole period. However in the past household projections produced at different dates have been quite variable, and this will need to be reviewed when the next set are produced (in 2009 at the earliest).

8.7 Analysis of demographic and economic drivers of the housing market indicate that the top and bottom ends of the market will need to expand, whilst the mid market will remain static or decline. This will make it more difficult to deliver developments of mixed income and mixed tenure as developers tend to market by market sector and these differences will become more stark. Divergence between the top and bottom end of the market will also make it more difficult for households to move up (and down) the housing ladder making the case for new products to ease this movement. It should be noted that expansion at the upper end of the market is at least in part dependent on retaining and attracting more higher income households.

8.8 The Housing Market Renewal Programme combined with Residential Planning Policy has delivered a significant reduction in vacant properties but vacancy levels remain well above the ‘norm’ for housing markets. The map of low demand (above p.133) and multiple deprivation (p.75) across the Housing Market Area, and potential unsustainability of the poor quality housing benefit supported private rented sector, suggest that further areas are at risk of a downward spiral and come under consideration for clearance and redevelopment. Commitments to new housing for clearance replacement currently total 365 across the Housing Market Area. All such replacement housing is on top of the proposed RSS provision. However it is probable that the levels of population and household growth will generate demand pressures such that the extent of problems of low demand generating a need for clearance and redevelopment are likely to diminish.

8.9 Increasingly a case can be made that these levels of population and household growth are such that there will be demand pressure in unpopular areas *despite* their unpopularity. Such areas may exhibit a range of problems including community safety, environmental maintenance, poor local facilities, and poor quality – often private rented housing. This range of issues calls for further development of neighbourhood management to ensure services are responsive to local priorities.

8.10 The discussion in para's 8.6 and 8.7 above makes it essential to track new population and household projections as they emerge as they will critically affect the balance between planning for new housing growth plus responses to dysfunctional neighbourhoods on the one hand and localised low demand on the other.

8.11 The clearest and most dramatic housing market driver is the growth in the population aged 65 plus. This growth is steadily accelerating leading to a 50% increase in people aged 65-84 in the Housing Market Area by 2031 and a 100% increase in those aged 85 plus. This will profoundly affect the profile of housing needs and demand across all neighbourhoods, tenures and market sectors.

8.12 The profile of Black and Minority housing needs (predominantly Asian) remains distinct from that of the 'White' population. The BME population has a much younger age profile with higher levels of overcrowding. Information on attitudes within the BME and White communities towards cohesion and interaction across ethnic boundaries suggests that a significant degree of residential separation between ethnic groups is likely to continue for some time in to the future and this will continue to affect housing needs and demands in different areas.

8.13 The Boroughs have high levels of people with disabilities, reflecting the poverty and poor health profile of many residents. The Housing Needs

Assessmnet shows that overall there are an estimated 23,834 households in the two Boroughs with one or more members in an identified special needs group representing 26.5% of all households, including 14,828 with a medical condition and 12,721 physically disabled.

Market Housing Requirements

Planning Policy Statement 3 (PPS3) indicates that Local Authorities should take more consideration of requirements for particular types of housing and market sectors in considering planning applications. The SHMA provides evidence to inform such consideration.

Executive Homes / Upper Market

8.14 Analysis (in Chapter 6) has shown a clear net market demand for larger 3 and 4 bedroom (81% of total market demand), and detached and semi-detached (91%) properties across the Housing Market Area. Research on the Housing Market Area Typologies (Chapter 5) and the Current Housing Market (Chapter 6) has shown that upper market properties are in relatively short supply, particularly in Hyndburn. At the same time there is the potential for growth in this part of the market as a result of growth in higher income occupations. Clearly it is not the case that 80-90% of demand for (semi) detached properties will be upper market but given the shortage of supply for the upper market, there is a case for maximizing planning permissions on sites capable of meeting this demand.

Mid / Upper Market ‘Aspirational’ Housing

8.15 The labour market research has shown that there is potential growth in demand from ‘associate professional’ /higher level service sector employees. Some of this demand will be from younger professionals seeking quality smaller accommodation. However the housing needs and demands research only identifies 3% of total net demand being for flats and 2% for terraced properties. It is probable that this demand is not registering in the research as it is potential demand from in-migrants and demand for something not yet available – hence cannot be quantified in a survey of existing households in the area. However there is scope to remodel existing terraced housing and build new larger terraced housing, attractive to this part of the market in the right locations.

8.16 Caution must be exercised in supporting / promoting this type of development to ensure it is in locations sufficiently attractive for the customer group e.g. canal / watersides and attractive parts of town centres. If this is not done there is a danger that it will exacerbate the oversupply of lower / mid market terraced and new flat developments.

Homes for Older People / 'Care Villages'

8.17 In more prosperous parts of the country large scale 'care villages' have been developed on the open market offering extra care sheltered housing, bungalows and flats together with health, care and other facilities within the scheme. Whilst incomes and savings in the Housing Market Area are generally too low to support such a development, the research identifies 14,800 older person households across the Housing Market Area who own their house, many with support and care needs, underoccupying their property who could use the equity from their property to purchase a home in an extra care scheme or suitable bungalow of flat in a conventional housing scheme. However they would also need sufficient income towards the care element. Further research and development is needed to establish the scale of this potential market.

8.18 Progress has been made in development of extra care schemes in the boroughs. In Blackburn with Darwen three schemes have been developed and another is programmed. In Hyndburn there is significant scope to remodel existing sheltered housing and strategic planning for extra care is under way involving the County Council.

8.19 Site selection is critical for the success of a ‘care village’. The site must be large enough to support a range of facilities and deliver economies of scale for provision of care. It must be a sufficiently attractive location to encourage purchase from the ‘for sale’ component. Such sites will in short supply and identification of suitable potential sites across the Housing Market Area is a priority.

8.20 More generally the vast increase in number of older people of future years emphasises the need for further development of care and repair schemes, measures to tackle fuel poverty, Lifetime Homes and adaptations and Telecare technology.

Affordable Housing Requirements

Overall Requirement

8.21 The Housing Needs Assessment 2008 identifies a net annual need for 1,091 affordable housing units over the next 5 years across the Housing Market Area. As total house completions over the last 3 years have only averaged half this amount (405) and RSL completions 5% (50) of the amount of annual need, it is clearly impossible to deliver this level of affordable housing. As house prices have fallen in 2008 following the ‘credit crunch’ it may be thought that affordability problems have eased. In fact mortgages have become much more difficult to get and incomes are starting to fall and unemployment rises as the economy enters recession, so affordability problems remain.

8.22 There are on average 1,018 housing benefit supported relets per year in the private rented sector, but these do not count towards the supply of affordable housing according to Government Guidance. The reality, however is that part of this supply is an adequate substitute for social rented housing. Indeed use of reasonable quality accommodation in the private rented sector to meet the needs of households presenting as homeless is actively encouraged by Government. Equally, as much of the need for affordable housing is generated by high levels of dissatisfaction in the private rented sector a case can also be made that there is the potential for 'in situ solutions'. These would include regulation licensing and enforcement action ('stick'), and landlord accreditation ('carrot'). However in view of the very poor quality of much of the private rented housing and the resource issues and lead in times in scaling up enforcement and regulation action, the ability of the housing benefit private rented sector to offset need for affordable housing in the next 5 years may be quite limited.

8.23 There is an imperative therefore to maximize the supply of new affordable housing. Initial consultation indicates that a 20% requirement for affordable housing is the maximum that may be made on developers through planning policy Section 106 powers, without inhibiting delivery of new housing in the Housing Market Area. However a full viability assessment should be carried out of the level at which affordable housing is to be delivered across the housing market area as required by PPS3. Consideration should therefore be given to introducing this within Interim Planning Policies and Local Development Frameworks. The 20% requirement policy would produce 80 new affordable homes per year at current building rates. In addition there are needs for affordable special needs and supported housing. In view of the level of affordable housing need, additional delivery through the Homes and Communities Agency Affordable Housing Programme should also be considered in relation to local needs.

8.24 The evidence base for the 2008 draft Regional Housing Strategy includes reference to provision of 22 – 27% affordable housing across the North West Region and *atleast* 10% in the Blackburn with Darwen /

Hyndburn Housing Market Area. The draft Strategy says this is an indicative percentage as ‘a range of other factors need to be taken in to account in setting targets for new affordable housing provision’. These include the following which need to be taken in to account in setting requirements for affordable housing:-

- Financial viability
- Quality of the available affordable housing supply
- Local factors (e.g. derived from local housing needs surveys)
- Low property prices or high development costs affecting delivery
- Need for higher level of market housing provision.

Social Rented

8.25 The Housing Needs Assessment shows that 60% of affordable housing in Blackburn with Darwen should be social rented and 78% in Hyndburn. This is not surprising as a large number of existing households in need are already in the private or social rented sector.

8.26 In Blackburn with Darwen the type of housing needed is fairly evenly split between 2 bedroom houses, 3 plus bedroom houses, and 2 bedroom bungalows (i.e. approximately a third of each, although there will be local variations in needs)[2]. Whilst in Hyndburn the type of housing needed is fairly evenly split between 2 bedroom houses and flats, 3 plus bedroom houses, and 2 bedroom bungalows. Interpretation of the survey material may indicate some need for 1 bedroom units but in practice this tends not to be sustainable other than for some younger single households.

8.27 The need for larger 3 plus bedroom houses is concentrated in the inner urban areas particularly those areas with large BME populations and high levels of overcrowding. As it will not be possible to meet all needs

[2] As indicated by shortages or surpluses of supply of social rented housing by size, and levels of overcrowding in particular wards/localities.

and demands for larger properties by new building, there is a need to review planning policy for residential conversions.

8.28 There is a significant need for affordable bungalows particularly for elderly and physically disabled people, reflecting the large numbers in unsuitable housing. However private developers do not generally build bungalows so they may need to be delivered either through the Homes and Communities Agency Affordable Housing Programme or commuted sums as part of planning policy, rather than through on site provision.

8.29 As noted in Chapter 4 above on the Housing Stock, the profile of the Social Rented Stock is changing as the current high numbers of older people are being replaced with a younger age profile. It appears that the current Social Renting housing offer is not attractive to a new generation of older people, and it is a challenge to develop new affordable housing which is attractive including extra care housing. Contributions towards Social Rented (and Intermediate) housing for older people in Care Villages or bungalows could be sought via planning policy through off site provision or commuted sums. In addition letting difficulties of some social rented sheltered housing are likely to increase unless it is remodelled or modernised.

Intermediate

8.30 The Housing Needs Survey shows that 25% of affordable housing in Blackburn with Darwen should be Intermediate and 17% in Hyndburn.

8.31 In Blackburn with Darwen the types of Intermediate Housing should be split between 2 and 3 bedroom properties with a larger proportion being 2 bedrooms (68%) than 3 bedroom (32%) [3]. In Hyndburn the types of Intermediate Housing should be split between 2 and 3

[3] With variation by ward /localities as per footnote 2. above

bedroom properties with a larger proportion being 2 bedroom (66%) than 3 bedroom (34%).

8.32 RSLs particularly in Blackburn with Darwen have programmes to deliver Intermediate Housing through newbuild shared ownership and Homebuy. However the RSLs have struggled to deliver these products at price / rent combinations below market value for equivalent second hand property. But this comparison is difficult to make because much of the second hand property is in poor condition and most of it is smaller two bedroom accommodation as opposed to 3 plus bedroom.

8.33 There appears to be a gap in supply of Intermediate Market second hand properties in reasonably good condition. There is scope to develop new products to fill this gap in the form of :-

- Private Rental properties subsidised to provide good housing conditions (newbuild or second hand).
- Gap funding for renovation of older properties for sale supported by Equity Loans to make the properties affordable.
- A revival of Do It Yourself Shared Ownership promoted by the Housing Corporation in the 1990s. Open Market Homebuy is a recent variant of this but allocations and take up have been very limited.
- Interestingly the Homes and Communities Agency is now grant funding Intermediate Rent for shared ownership newbuild which is proving difficult to market in the ‘credit crunch’. New properties are offered on Intermediate Rent terms initially with options at a later date to staircase up to shared or full ownership. It may be that this product is a viable alternative to shared ownership / Homebuy if it can be delivered at lower cost to those in need of affordable housing.

8.33 As noted above there may be opportunities to deliver Intermediate Housing for older people in Care Villages and other developments, through planning policy.

Low Cost Market

8.34 The Housing Needs Assessment shows that 15% of affordable housing in Blackburn with Darwen should be Low Cost Market housing and 5% in Hyndburn. It should be noted that whilst this housing may ease problems of affordability for some households it is not within the PPS3 definition of affordable housing.

8.35 The cost to the purchaser of new RSL Shared Ownership properties is often at or above lower quartile prices, and therefore may be counted as Low Cost Market rather than Intermediate affordable housing in these cases. Such housing is of particular value when it meets a gap in what the market is supplying – especially the need for larger properties for overcrowded households. Hence there is merit in continuing to support RSLs to develop shared ownership / homebuy via Homes and Communities Agency funding or by encouraging private developers to make properties available to RSLs to deliver it as Low Cost Housing

8.36 There is an ample supply of 'Low Cost Market 'housing in the Boroughs but most of it is older terraced and much of it below Decent Homes Standard or unfit. There is scope to make available equity loans for those needing low cost with the condition that the loan is used to bring the property up to standard. However it is emphasised that Low Cost Market Housing lies outside the definition of Affordable Housing in PPS3, so it cannot be delivered by planning policy via S106 Agreements.

Rural Affordable Housing Needs

8.37 The Boroughwide need for affordable housing extends to rural as well as urban areas. The Housing Needs Assessment, above Chapter 6, shows that only 3.9% of households in Blackburn with Darwen and 1.5% in Hyndburn are located in rural areas. Nevertheless needs of affordable, particularly Intermediate Housing should not be overlooked in these areas as the house price – income is wider than in urban areas.

8.38 Generally it is not unreasonable to expect people from rural parts of the Borough to move to the urban areas, which are within relatively easy reach to access affordable housing, together with employment and other facilities. However some low income groups in rural areas are dependent on local employment and need local affordable housing. Also other groups in need of affordable housing may have long standing social attachment to the local area – especially the elderly. The particular needs for affordable housing for these groups should be established by local surveys.

CHAPTER NINE: Monitoring and updating

9.1 The CLG Strategic Housing Market Assessment (SHMA) guidance states that the production of the assessment should not be a one-off exercise but a continuing process. This requirement is also implied through the Local Development Framework process and the strong emphasis placed on flexibility of response to changing housing market demands (ref PPS3).

9.2 The rapid movement of prices and rents, and the costs of different tenures / sizes of dwellings provided in this sub-regional SHMA, makes it evident that monitoring and updating is an essential part of the process.

9.3 Monitoring and updating of data (including demographic, social economic and housing) occurs at all levels from national to local. The emerging sub-regional SHMAs have meant that Regional Spatial Strategies (RSS) are now taking account of the local housing market results and are being amended to respond to them, and subsequently considering what policy implications may flow from such updates.

9.4 The emerging sub-regional SHMAs have meant that RSSs are now taking aboard the local housing market results and being amended to respond to them. This process requires an updating procedure to be in place due to the periodic reviews that such policies undergo. Apart from the major policy documents such as the RSS, there are regular productions such as Annual Monitoring reports and statistical returns to CLG which require updated key statistics from the sub-regional SHMA.

9.5 The process requires an updating procedure to be in place due to the periodic reviews that such policies undergo. Apart from the major policy documents such as the RSS, there are regular productions such as Annual Monitoring reports and statistical returns to CLG which require updated key statistics from the sub-regional SHMA.

9.6 There are a wide range of data sources from which the general (secondary data) findings of this sub-regional SHMA can be updated. A useful list will be found in Annex B of the Strategic Housing Market Assessment Practice Guidance.

9.7 A sub-regional SHMA requires a combination of secondary (existing) and primary (local survey) data. It is not possible to update the primary data without specialist analysis and significant cost. In practice this is not a serious drawback. Market behaviour and expectations change all the time. A general updating of the secondary sources is probably the limit what can be done by stakeholders without specialist support.

9.8 Across the sub-region monitoring of the SHMA and the Balancing Housing markets will be undertaken by Planning and Strategic Housing on a regular basis by monitoring the following:-

- Estimates of current dwellings in terms of size, type, condition and tenure.
- Trends in starts and completions of new properties by tenure, location, type and size.
- Regular analysis of past and current housing market trends, including balance between supply and demand in different housing sectors and price / affordability, including levels of house prices and rents which enable access to the housing market.
- Vacant properties including short / long term vacants, location, property types.
- Review of key drivers underpinning the housing market (demographic, social & economic trends).
- Estimate of total future numbers of households, broken down where possible by age and type, employment status and income.

- Estimate of future households that will require affordable housing.
- Estimate of the size of affordable housing required.
- Estimate of the condition of housing by age, type and location.
- Update Typology Map and Table (pp 140-143 above)

Glossary

Affordable Housing

Includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should be at a cost which is below the cost of housing typically available in the open market.

Balanced Housing Market model

A model which examines the supply and demand for different types and sizes of housing across different area and for specific groups.

Current Need

Households whose current housing circumstances at a point in time fall below accepted minimum standards. This would include households living in overcrowded conditions, in unfit or seriously defective housing, families sharing, and homeless people living in temporary accommodation or sharing with others.

Future Need

This consists of new household formation (proportion unable to buy or rent in the market), and existing households falling into need.

Housing Need Assessment

A survey carried out to provide accurate information on housing need, taking into account the existing backlog of unmet need and newly arising need. It also includes details of the accommodation required by type, size, tenure and affordability.

Intermediate Housing

Below market entry to rent or buy such as part rent part buy home share schemes.

Lower Quartile

The value below which one quarter of the cases falls. In relation to house prices, it means the price of the house that is one-quarter of the way up the ranking from the cheapest to the most expensive.

LSOA (lower super output area)

LSOAs are new national geography for collecting, aggregating and reporting statistics. Lower level SOAs are made up from few groups of Census Output Areas, have an average of 1500 residents and nest within wards.

Median

The median is an alternative way of calculating the average. It is a middle value of the distribution where the distribution is sorted in ascending or descending order.

Support Needs

Relating to people who have specific needs: such as those associated with a disability.

Unsuitable Housing

All circumstances where households are living in housing which is some way unsuitable, whether because of its size, type, design, locations, condition or cost. Households can have more than one reason for being in unsuitable housing, and so care should be taken in looking at the figures: a total figure is presented for households with one or more unsuitability reason, and also totals for the numbers with each reason.