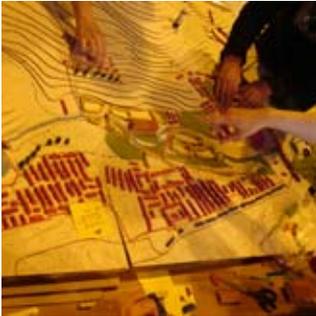




## Part 2: Options Development





# Introduction



In this section we describe the development of the masterplan for the South Valley. This has been done through an options development and appraisal process. Four options were developed that have then been tested against a set of regeneration objectives, community and stakeholder views, viability and sustainability. This process has led to the emergence of a preferred option described in the last part of this report.

The starting point for the options appraisal was to develop a series of options. The option development process was initiated by the Design for Change workshops which generated two similar plans for the regeneration area.

A number of additional options were generated by URBED to create 4 distinctive regeneration strategies for the area, mostly relating to the scope of intervention and the treatment of employment uses.

These options have been assessed on the basis of five criteria:

- Regeneration potential for the South Valley (i.e. the extent to which the options meet the plans regeneration objectives)
- Support from the local community
- Support from stakeholders and landowners in the area.
- Viability and deliverability
- Sustainability

On the following page we describe the regeneration objectives against which the options have been assessed. Following that we describe the consultation workshop and the subsequent consultation on the options that was used to assess the views of the community. Stakeholder views have been assessed through a series of meetings and a viability assessment has been undertaken by King Sturge.

Finally a full sustainability appraisal (sufficient to meet the requirements of planning legislation) has been undertaken by URBED. These assessments have been fed into a scoring system for the options that has resulted in the selection of a preferred option that is described in the final part of this report.



# Strategy

## Regenerating South Valley: The Vision

South Valley is a sustainable, prosperous neighbourhood which offers a range of high quality housing for all, a high quality environment and opportunities for higher paid jobs. The valley bottom has been transformed from the neglected edge of town to the heart of the community. The distinctive character of the area has been enhanced and the unique sense of place maintained.

The towns of East Lancashire are in a process of transition to a post industrial economy. Until quite recently the economy of all of the towns in the Lancashire Valley was based on engineering and the people of the towns were generally employed locally. As the economy has declined population has fallen and become more impoverished leading to housing market problems. This has led to a lack of investment in the housing stock uncovering underlying problems with the terraced housing stock.

This process has been far less severe in Colne than in the urban centres of Burnley and Blackburn. Nevertheless it is also experiencing economic restructuring and there are deep-seated problems in the South Valley relating to housing condition, lack of skills and low wages, a poor environment and economic fragility.

In dealing with these problems Pendle has the advantage of being seen positively as a place to live. It is close to attractive countryside even if it is slightly beyond the popular commuting zones into Manchester and Leeds. The district has experienced pressure for housing growth and it is for this reason that it is currently subject to a Housing Moratorium. These positive market pressures can be harnessed in the regeneration of the South Valley since there is certainly demand for new housing development in the area.

It is clear from discussions with Elevate, the HMR Pathfinder that the South Valley is not considered to be a priority and is unlikely to attract public funds. The challenge in the South Valley is therefore to develop a self-sustaining regeneration strategy using inward investment from new housing to regenerate the whole area by making the most of its potential and addressing its failings. The dangers are that the valley is gentrified with problems being displaced elsewhere or, even worse, that a two-speed economy is created of affluent incomers and an impoverished old community in poor housing. The baseline work on housing condition in the area shows that there is not any area of existing housing that justifies demolition. The strategy therefore has to involve the development of new housing on underused

and industrial land particularly in the valley bottom. This will meet certain objectives including diversifying the community, increasing the range of housing in the area and improving the environment of the valley bottom so that it does not feel like the neglected edge of the town.

It is likely that this new housing will change attitudes towards the area and increase housing values throughout the South Valley (this has certainly been the experience elsewhere). However this alone will not address the problems in the existing housing stock, particularly housing condition and environmental quality. Part of the value of the new housing must therefore be redirected to address these problems, either through S106 contributions or land receipts.

### Regeneration Objectives

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#### Social

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- To increase the quality and choice of the housing offer within the South Valley
- Provide new housing for existing and new residents which will seamlessly mix
- To create a high quality, safe and healthy living environment
- To improve the quality of life and image of the area by tackling issues of crime, low wages and poor health

#### Environmental

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- To improve the connectivity and accessibility of the South Valley to the services and job opportunities in the town centre
- Create high quality, clear arrival points, gateways and routes to South Valley
- To consolidate and enhance the open space network around an improved, accessible river corridor
- To consider the impact of climate change and in particular, flood risk

#### Economic

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- Increase the opportunities for higher paid jobs
- Maximise the potential of under-used mill buildings and sites



### Day 1

Walking workshop and analysis plans of the area looking at open space, urban form land-use and road hierarchy



### Day 2

A bus trip to Manchester to look at examples of regenerated terraced areas (Northmoor in Longsight) and new housing in Oldham, Beswick and Hulme.



### Day 3

A 'hard and soft' exercise looking at areas where change is possible (right), a possibilities slide show and collage in which people created mood boards of the type of area that they would like to create and finally a masterplanning exercise in plasticine.





# Option Development

## Design for Change Workshop

URBED's way of working includes the involvement of the community in the generation of options rather than just commenting on options developed by consultants. We have therefore developed a workshop structure called 'Design for Change' in through which communities can masterplan their area under our guidance. In Colne the workshop took place over three days on 7th, 11th and 13th November 2006. The event involved between 25 and 35 people (numbers fluctuated) and involved the following elements:

- **Day 1:** The aim of day one was to give people a better understanding of urban design principles and the issues facing the area. The session started with a presentation of urban design principles followed by a 'walking workshop'. Participants were split into three groups who walked around different parts of the area with members of URBED's team. The second half of the day was spent in groups preparing a series of analysis plans of the area (similar to those in the baseline study). The aim was to get people to understand issues such as urban form and street hierarchy as they related to the area.
- **Day 2:** The aim of Day 2 was to show people what is possible by taking them to places that have addressed similar problems. A bus tour was arranged on a Saturday to the recently completed HMR housing in Coppice, Oldham, the housing being developed in Bewsick as part of the Manchester/Salford HMR, the Northmoor Home Zone in Longsight and various new housing schemes in Hulme (see pictures on previous page).

- **Day 3:** The third day brought together all of this information into a masterplanning exercise. This started with a possibilities slide show of hundreds of schemes from around the world. Groups were given printed versions of all of the images and asked to create moodboards representing the way they would like to see the South Valley in the future (a selection of these images is reproduced on the next page). Following this a 'hard and soft' exercise explored the potential for change. The groups identified areas where they felt that new housing could be built as well as areas that needed to be improved. This fed into a masterplanning exercise where the groups planned the areas of change starting with the road network and developing a series of blocks that were subsequently modelled in plasticine.

The workshop developed some strong ideas about the area and a significantly degree of consensus between the groups. At the workshop two groups amalgamated to create a joint scheme so that we ended up with two plans and these were also quite similar. The plans are described on the following pages. Because they were so similar we developed a series of additional options for the consultation.





# Possibilities

## Workshop Moodboards

The images chosen at the workshop are generally quite urban in nature with an emphasis on greenery, quality space and sustainability. The group responded well to places that looked like the housed 'alternative' communities, even if they were more urban than Colne.





# Workshop

## Option A

01. New waterside development to provide an edge to Bridge Street and Millennium Green
02. New open space on the derelict Hychrome site
03. Improved allotments and open space
04. New mixed development along Colne Water enclosing Millennium Green
05. Investment and maintenance in Millennium Green
06. New residential development along the valley bottom to provide a wider range of housing stock
07. Mixed-use development of Spring Gardens Mill retaining the five storey block along with the block to the south
08. New youth centre with improved MUGA and youth facilities
09. Mixed-use development along waterway with views across the valley
10. New touring caravan site screened with new planted landscape
11. Proposed outdoor sports pursuit centre on the valley sides
12. New managed woodlands across the north facing valley side
13. Environmental improvements across the existing housing stock, to include improvements to back alleys



# Workshop

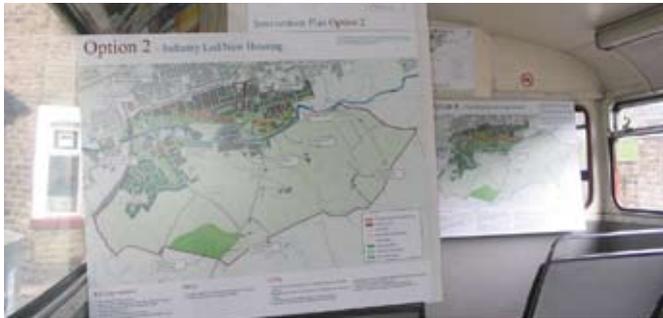
## Option B

01. Light up viaduct to provide gateway into South Valley
02. Improve green space and kids facilities. Potential skate/bmx park
03. Provide new continuous cycle route along the valley bottom
04. New square/additional parking provision
05. New community centre with attributed facilities
06. New open space on Hychrome site
07. Improved allotments and open space
08. New road to improve access to valley bottom
09. Improved Millennium Green with better lighting and paths
10. New houses/flats overlooking park land
11. Quality Green Space
12. Mixed re-use of Spring Gardens Mill with new housing constructed behind the mill
13. Pedestrian bridge to link up current footpath
14. New youth centre, improved MUGA and youth facilities
15. Retain/Replace Mill Green
16. High quality industrial units
17. New waterfront housing
18. New trees planted for shielding
19. Home zone, traffic calmed
20. Wind power to provide local energy





The options were discussed with local people on the SUN Bus on Friday 23rd and Saturday 24th March. The bus toured the South Valley to the following locations: Harold Street adjacent to the Open Door, West Street, Nicholas Street, Waterside Road and Boundary Street.



# Masterplan

The outcome of the workshop has been developed into four distinctive options. These have been assessed in an options appraisal looking at contribution to regeneration, community support through the consultation, stakeholder support and commercial viability and delivery. They have also been subject to a sustainability appraisal.

## Option Development

The two options to emerge from the workshop were very similar. Both involved quite extensive housing development on the valley floor and the conversion of the employment uses to housing. These two options were therefore consolidated into a housing led option (Option 3 below). Alternative options for regenerating the area were also considered and developed:

1. **Do minimal option:** With a small amount of new housing, the refurbishment of the industrial units and improvements to the housing.
2. **Industry led/ New housing:** New housing on the valley sides with the retention of industry and improvements to the housing.
3. **Residential Led:** Significant new housing in the valley bottom including the redevelopment of all employment uses together with investment in the existing housing and open space.
4. **New Housing and Employment:** A combination of new housing in the valley bottom with the retention and improvement of employment uses in the mill.

## Options Appraisal

The four options were then subject to an options appraisal (Appendix 3) to identify the option that would best serve the regeneration of the area, command community support and be viable and sustainable to develop. The options were therefore appraised on the basis of the following issues:

## Options Appraisal

- **Contribution to Regeneration Objectives:** This analysis assessed each option in terms of its contribution to achieving the regeneration objectives
- **Community Support:** The options were put to the community on the consultation bus tour (see pictures opposite). It was advertised locally and in the press as well as being available in local venues and downloadable for the web. People were asked to fill in a questionnaire that has been analysed (see Appendix 2) to determine which option had the greatest community support.
- **Stakeholder Support:** The views of stakeholders was assessed from discussions at the consultation events and a letter from LBS Ltd, the main landowner and employer in the South Valley. They are seeking to relocate their business into more modern and easily accessible premises.
- **Commercial Viability and Delivery:** As part of the options appraisal King Sturge together with URBED have undertaken a review of market demand, financial viability, planning policy, ownership and funding availability.
- **Sustainability Appraisal:** In addition to this a sustainability appraisal has been undertaken in accordance with the requirements of the Planning and Compulsory Purchase Act. This is available as a separate document (Appendix 4).

## Scoring Mechanism

A simple scoring mechanism has been used to assess the options. This gives each issue a score from -2 for very poor to +2 for very good.

# Masterplan

A separate sustainability appraisal has been undertaken to inform the development of an Area Action Plan (AAP) and the preferred option for the masterplan.

## Sustainability Objectives

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The Sustainability Objectives Framework consists of 7 themes under which there are more detailed objectives. The priority objectives for the purposes of assessing the 4 options are outlined below:

### Regeneration and Implementation

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- To align the local planning framework with the masterplan and wider strategic regeneration and sustainability aims

### Site, Location and Accessibility

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- To focus development on brownfield sites with good accessibility and proximity to urban centres, employment and public transport nodes
- To protect against land contamination through the assessment of ground conditions
- To protect against flood risk and enhance water resources
- To enhance and improve walking and cycling routes to facilities
- To minimise traffic impact on carbon emissions and air quality

### Resource Use & Environmental Sustainability

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- To encourage new development to conform to layouts that minimise heat loss and exposure and maximise passive heating, cooling and daylighting
- To ensure effective water utilities infrastructure and capacity to support new development

# Sustainability Appraisal

## Townscape & Heritage

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- To protect and enhance townscape and architectural heritage resources that have statutory protection and/or have been identified as having significant local value
- To protect and enhance archaeological resources that are afforded statutory protection and/or are identified as having significant local value
- To establish a permeable street network, creating a hierarchy of streets
- To create a good quality public realm and enclosure of space appropriate in character and proportion
- To create mixed uses and a sufficient development density (70-80 dph) to ensure a sufficient population to support viable services and facilities

## Neighbourhoods and Liveability

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- To maintain and improve access to community facilities and resources

## Habitats, Biodiversity & Landscape

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- To protect and enhance habitats and species which are subject to statutory protection and/or local designation
- To maintain and improve access to good quality green space
- To enhance the green infrastructure network and landscape quality

## Transforming the Economy

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- To protect and nurture a diversity of local and independent economic activity
- To improve opportunities for living and working in the area for local people

## Scoring

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Options have been scored according to contribution to each objective. The scoring system is set out below:

Negative (-1 to -2). Aspects of the proposal actively work against the achievement of the stated objective or creates risks

Baseline (0). Demonstrates a response which leaves the baseline position unchanged with regard to current sustainability issues

Uncertain (?) The impact on the objective is unclear due to deficit in information, or stage in the process.

Limited (+1 to +2). Demonstrates a limited or partial response to achieving the objective.

Good (+3 to +4). Demonstrates a good contribution to achieving the objective

Strong (+5 to +6). Demonstrates an exemplary and robust contribution to achieving the objective.





**Option 1**

- Proposed new buildings
- Refurbishment
- Alley gating
- New road
- Traffic calming
- Cycle routes
- Private gardens
- Existing public space
- New public space

- PROS**
- Provides some new housing
  - Provides a better road access to the industrial estates
  - Improves existing green spaces
  - Provides traffic calming

- CONS**
- Does not transform the image or environmental quality of South Valley
  - Does not provide a new neighborhood heart to South Valley
  - Does not address the poor environmental quality around the industrial estates and housing areas

- INTERVENTIONS**
- Some new housing development along Shaw Street
  - New road through Stoneyard
  - Remodelling of Stoneyard
  - Environmental improvements Home zones
  - Improvements to green spaces

- PROS**
- Refurbishment of Zion Works
  - Improve play area
  - Refurbishment of Spring Gardens Mill
  - New managed woodland and wind turbines

- CONS**
- Does not open up Colne Water to the community as a recreational resource
  - Does not provide a high quality routes or gateways to the area
  - Does not provide new or improved commercial workspace for local SME's to start up or expand

# Option 1

This option involved the least change in the area with 241 new residential units and provided some smaller scale infill housing development, better road access to the industrial areas and some environmental improvements.

## Key Interventions

- Some new housing development to the south of Shaw Street
- New housing on Stoneyard
- New road through the Stoneyard
- Environmental Improvements/Home Zones
- Refurbishment of Zion Works
- Improve the existing play area
- Refurbishment of Spring Gardens Mill
- New managed woodland and wind turbines

## Pros

- Provides some new housing
- Provides a better road access to the industrial estates
- Improves the quality of existing green spaces
- Provides traffic calming

## Cons

- Fails to successfully connect the valley bottom to the streets of Albert Road
- Does not transform the image or environmental quality of South Valley
- Does not provide a new neighbourhood heart to South Valley
- Does not address the poor environmental quality around industrial estates and housing areas
- Does not open up Colne Water to the community as a recreational resource
- Does not provide high quality gateways or routes within and to the area
- Does not provide new or improved commercial workspace for local SME's to start up or expand

## Regeneration Objectives

This option does contribute to some of the objectives such as providing some new housing in the area and improving routes through the area. Some of the new development would create active frontages onto streets/ areas which are currently not over-looked and therefore do not feel safe.

## Do minimum option

However, option 1 does little to improve the connectivity between the valley bottom and the main street/ town centre. It also fails to provide new business floor space which could attract high quality employment opportunities and would fully realise the potential of under-used mill buildings and sites within the valley. The plan would improve some, but not all, of the existing green/ open spaces.

**Score (-1)**

## Community Support

Overall Option 1 emerged with only 10% support at the community consultation. 30% of resident's responses "strongly disagreed" with this option and 33% "disagreed". The most frequent comment was not enough development or regeneration.

**Score (-2)**

## Stakeholder Support

LBS Ltd commented that "this option is completely inappropriate and is an effectively do nothing option. It will not address the significant regeneration needs of the area". The works proposed are cosmetic which will not improve the quality of life for local residents, offer the opportunity for new family housing, better quality housing, new employment or community facilities. This option represents a wasted opportunity and is certainly at odds with the feedback from local residents.

**Score (-2)**

## Sustainability Appraisal

This option poorly contributed to regeneration aims and did not fully utilise the brownfield land resource, or enhance green space and the street network. There was also little improvement to community facilities.

**Score (+1)**

## Commercial Viability/Delivery

The initial options appraisal exercise shows Option 1 producing a £16m surplus before interest, profit, acquisition costs and other costs are included. This indicates that this option would prove at best marginally viable should a full development appraisal be carried out. In addition the option whilst suggesting minimal intervention would still require the relocation of a stoneyard and chemical plant. Both these are likely to prove difficult operations to locate both in terms of finding a suitable site for relocation and in terms of financing the acquisition process.

**Score (-2)**

**Total Score -6**



**Key Interventions**

- New housing on Hychrome site
- Improvements to existing green space/new managed landscape
- New housing on the valley sides along Shaw Street
- Housing refurbishments
- Commercial Refurbishment of Zion Works
- New housing on vacant land next to Waterside Industrial Estate
- New wind turbines
- New managed woodland

**PROs**

- Introduces some new housing types and tenures into the area
- Creates an improved route along Shaw Street

**CONs**

- Colne Water remains neglected as a recreational, amenity and wildlife resource
- Industrial uses continue to act as barrier to Colne Water and wider countryside
- Continued poor environmental quality of area/poor gateways
- Open spaces suffer from lack of definition and overlooking

**Option 2**

- Proposed new buildings
- Refurbishment
- Alley gating
- New road
- Traffic calming
- Cycle routes
- Private gardens
- Existing public space
- New public space

# Option 2

This option provides 379 residential units and retains the majority of existing industrial premises and uses with some housing infill on existing open space sites on the valley sides to form a better frontage to Shaw Street.

## Pros

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- Introduces some new housing types and tenures into the area
- Creates an improved route along Shaw Street

## Cons

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- Fails to successfully connect the valley bottom to the streets of Albert Street.
- Colne Water remains neglected as a recreational, resource
- Industrial uses continue to act as barrier to Colne Water and wider countryside
- Continued poor environmental quality of area/poor gateways
- Open spaces suffer from lack of definition and overlooking
- New housing in poor environment adjacent to industrial premises/uses
- Continued rat-running through the area
- Costly construction costs of housing on the valley sides
- Unlikely to transform the image and environment of the area

## Regeneration Objectives

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This option retains most of the existing industry so does little to improve the environmental quality or create new opportunities for modern business floorspace. This option substantially fails to improve the connectivity between the Valley and the main street/ town centre. On the positive side, this option would increase the quality and choice of housing within the area. Some of the new development would create active frontages onto streets/ areas which are currently not over looked and therefore do not feel safe. It would also bring into active use some currently under-used sites

**Score (-1)**

## Community Support

---

This option received the lowest level of support with 7% in favour. 49% of respondents disagreed with this option and 25% strongly disagreed. The majority of concerns were leaving the industrial areas in place.

**Score (-2)**

## Industry led

## Stakeholder Support

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LBS Ltd are not supportive of this option for a number of reasons. It retains much of the existing employment and buildings on their land. The buildings are in poor condition, unsuited to modern employment and business needs, unviable for refurbishment and unattractive to the market as evidenced by the current low rents and substantial vacancy. If retained, the premises will continue to fall into disuse and dereliction. This will not enable LBS Ltd to realise the land value necessary to enable the business to consolidate and ensure its future survival in the Borough and thus protect local jobs. By only allowing limited redevelopment on the LBS land north of the river, it will fail to change the character of the area, improve the environment and deliver the necessary regeneration for the area. The proposals will not integrate the area and deliver the necessary regeneration benefits and new housing which are required to keep families in the area and meet the objectives of housing market renewal.

**Score (-2)**

## Sustainability Appraisal

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Overall scores well as meets regeneration aims better. Does not improve heritage resource of Spring Garden Mill or its setting. Does not raise issue of potential flooding as very little development proposed in floodplain However fails to contribute to enhancing the water corridor as recreational and environmental resource.

**Score (+2)**

## Commercial Viability/Delivery

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As with Option 1 the initial options appraisal exercise shows Option 2 producing a £16m surplus before interest, profit, acquisition costs and other costs are included. This indicates that this option would prove at best marginally viable should a full development appraisal be carried out. This option includes refurbishment of 233 existing residential properties, however, the marginal viability is likely to mean this scheme could be difficult to deliver i.e. the public sector is unlikely to be able to finance the complete refurbishment programme and the option will not produce enough surplus to finance the works.

**Score (-2)**

**Total Score -5.**



**Option 3**

- Proposed new buildings
- Refurbishment
- Alley gating
- New road
- Traffic calming
- Cycle routes
- Private gardens
- Existing public space
- New public space

**Key Interventions**

- New road alignment to provide a more direct route/ Traffic Calming
- New housing development on existing industrial sites along Colne Water
- Refurbishment of Spring Garden Mill for managed work-space and residential
- Remodelling of the Stoneyard with new housing/green space
- New indoor youth centre
- New Wind Turbines
- New park (for caravans)
- New managed woodland
- Refurbishment of Zion Works
- Refurbishment of Zion Works

**Pros**

- Will transform the image of South Valley
- Provides an attractive gateway
- removes a number of eyesore
- Improves the appearance of existing housing and streets
- Provides traffic calming

**Cons**

- Allows larger businesses to relocate to more appropriate locations
- A significant reduction in employment in the valley
- Housing near Colne Water may create a flood risk

**Lack of alternative sites for some businesses to relocate**

- Com patibility with the moratorium on new housing in the borough
- Lack of public sector funding to support this scale of change

# Option 3

This option comprises the most significant land use restructuring by relocating existing industrial uses from the valley bottom and replacing these areas with new housing. The option proposed 935 residential units.

## Pros

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- Will transform image and environment of South Valley
- Provides an attractive gateway to the South valley neighbourhood
- Improves residential environment and environmental quality by removing a number of eyesore industrial uses
- Improves the physical appearance of existing residential properties and streets
- Improves safety and amenity of streets
- Creates better public access and environment along Colne Water by new housing development and improved green space
- Allows better routes from South Valley to the wider countryside beyond
- Creates a new neighbourhood heart to South Valley along Shaw Street
- Diversifies housing type and tenure
- Provides opportunities for new managed workspace for SMEs and office/workshop space in high quality environment to retain existing local businesses and support their growth
- Could allow industrial businesses to relocate to more appropriate locations (away from residential areas and with better access) in the borough to consolidate, upgrade and/or enlarge their premises
- Could make a transformation and long lasting difference to the area

## Cons

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- The significant reduction in employment and increase in housing may not create a sustainable community
- Housing close to the Colne Water may create a flooding risk
- Lack of viable alternative sites for some existing businesses to relocate to within the borough
- Viability issues in terms of the moratorium on new housing in the borough
- Lack of public sector funding support for the scale of change

## Regeneration Objectives

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This option contributes significantly to many of the regeneration objectives for South Valley and genuinely offers transformational change. Option 3 will transform the image and the quality of the environment through the

## Residential led

redevelopment of large sites for new housing and open space. It will significantly increase the quality and the choice of housing on offer and will create opportunities for higher quality employment opportunities in the converted mill. However, option 3 proposes a significant reduction in the existing employment land and hence risks an unbalanced, unsustainable community developing. Also, some of the new housing proposed by Colne Water may create a flood risk.

**Score (+1)**

## Community Support

---

This option was popular with respondents and received 30% support at the consultation. 38% of respondents strongly agreed with Option 3, however 23% still strongly disagreed. The most frequent concerns were the loss of employment and the plan showing too much housing

**Score (+1)**

## Stakeholder Support

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LBS Ltd strongly supported this option as it takes an interventionist approach to the area. This will be required as the current arrangement of land uses will need to be re-ordered and new development brought forward to change the prospects of the area and make the best use of brownfield land. The option shows new development on much of the LBS land which is supported, There is an opportunity of delivering phased housing development to deliver regeneration over the plan period.

**Score (+2)**

## Sustainability Appraisal

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Scored most poorly of all the options due to potential impacts on water quality due to amount of development proposed in the floodplain. Less sustainable balance of uses and less connectivity proposed between the valley top, sides and bottom.

**Score (+1)**

## Commercial Viability and Delivery.

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This option produces a much higher initial surplus (£47m) than the first two due to the high degree of housing development proposed. Whilst the surplus would be significantly reduced after the deduction of profit, interest etc, deliverability of this amount of residential development is not likely to be achieved during the lifetime of the Masterplan, not only in view of the housing moratorium imposed in the Borough, but also in terms of the market capacity for this quantum of development. Another issue is the need to relocate a number of employment units out of the South Valley to improve the environment and create space for residential development. This relocation will be costly and be detrimental to the business economy of the area.

**Score (-1)**

**Total Score: +4**



**Option 4**

- Proposed new buildings
- Refurbishment
- Alley gating
- New road
- Traffic calming
- Cycle routes
- Private gardens
- Existing public space
- New public space

**Key interventions**

- New housing development on some existing industrial and vacant sites along Colne Water
- Refurbishment of Spring Garden Mill for managed work-space and residential
- New start-up and move-on business units behind Spring Garden Mill

- New commercial development on gateway site
- Remodelling of the Stoneyard with new housing/green space
- Refurbishment of Zion Works
- Traffic Calming
- New indoor youth centre and relocated MUGA

- New managed woodland
- Pros**
- Will transform image the environment of South Valley
  - Provides an attractive gateway to South Valley
  - Removes a number of eyesore industrial uses

- Improves the appearance of existing housing and streets
- Provides traffic calming
- Better access to Colne Water
- Creates a linear park along Colne Water as an attractive environment and flood storage
- Better routes to the countryside

- Creates a new heart to the neighbourhood
- Diversifies housing type and tenure
- Provides managed workspace for small businesses.
- Retains some smaller industrial premises

**Cons**

- Lack of viable alternative sites for some existing businesses to relocate
- Conflict with the housing moratorium
- Lack of public sector funding support for the scale of change

# Option 4

## New housing and employment

This option provides a balance between relocating existing industrial uses from South Valley and providing new housing and commercial development. New housing (741 units) is concentrated in the valley floor area and Colne Water is opened up with a riverside parkland corridor.

### **Regeneration Objectives.**

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This option offers transformation change and creates a better balance of land uses than some of the other options. This option strongly connects the valley floor to the town, provides a strong network of spaces and streets, and creates a more cohesive area with a distinctive sense of place around the opened up Colne Water and linear parkland along the river corridor. New housing development will improve the quality and choice of housing. Some of the new development would create active frontages onto streets/ areas which are currently not over-looked and therefore do not feel safe. This option also seeks to maximise the currently under-utilised mill buildings and sites and creates opportunities for higher quality employment opportunities in the converted mill. Flood risk to buildings from Colne Water is reduced as no new house building is proposed adjacent to the river.

**Score (+2)**

### **Community Support**

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This option received the greatest support from the consultation with 53% of respondents voting it their preferred option. There was a clear margin of difference with Option 3. 39% of respondents strongly agreed with Option 4 and 38% of respondents agreed. Only 8% disagreed with this option and 15% strongly disagreed, cumulatively the least negative responses of all the options. Score

**(Score +2)**

### **Stakeholder Support**

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LBS Ltd considered this option to be better than Option 2 as it acknowledges that the LBS sites (with the exception of Spring Garden Mill) need to be demolished. However it still has some of the shortcomings of Option 2. Further the proposed new clean employment uses south of Spring Garden Mill are unlikely to be attractive given the poor access and location and will fail to generate sufficient land value to fund the vacation of LBS from the site.

**Score (+1)**

### **Sustainability Appraisal**

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This option scores achieves the highest score on the sustainability appraisal because it balances housing development and employment, thereby meeting all policy objectives. In placemaking terms it also uses new housing to reconnect and repair the urban form of the area without straying onto the flood plain. A clear network of streets, based on the distinctive north-south orientation of streets and enclosure of spaces is proposed, as well as enhancing the green to green infrastructure network. Heritage resources, unique features and landmarks are also enhanced by the refurbishment of key buildings and the improvement of their environmental setting and key views into the area.

**Score (+2)**

### **Commercial Viability/Deliverability**

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The lower number of residential units in Option 4 is reflected in the lower surplus figure of £26m compared to that produced by Option 3. However, this reduction in the number of new homes makes the option more deliverable in terms of the housing moratorium and market capacity. Although this situation could change. The commercial viability of demolishing the buildings on the LBS site (with the exception of Spring Gardens Mill) and replacing these with modern units is questionable. Such a scheme would be difficult to deliver without the full participation of LBS. During consultation have however made it clear that they need to achieve a higher than commercial land value to allow them to relocate to a more suitable site and purpose built premises.

**Score (-1)**

**Total Score: +6**



# Conclusion

## The preferred option

The scoring on the options appraisal produces a clear preference for Option 4. This was even preferred in the community consultation despite option 3 being the one to emerge from the workshop. However it is clear from the appraisal that there are elements of the other options that work so that the preferred option has been developed as a hybrid between options 3 and 4.

This preferred option is set out in the next section “The Masterplan”

### Options Appraisal

Criteria	Option 1: Do Minimal	Option 2 Industry led	Option 3 Residential led	Option 4 Housing + Employment
Regeneration	-1	-1	+1	+2
Community Support	-2	-2	+1	+2
Stakeholder Support	-2	-2	+2	+1
Viability/Delivery	-2	-2	-1	-1
Sustainability Appraisal	+1	+2	+1	+2
<b>TOTAL</b>	-6	-5	+4	+6

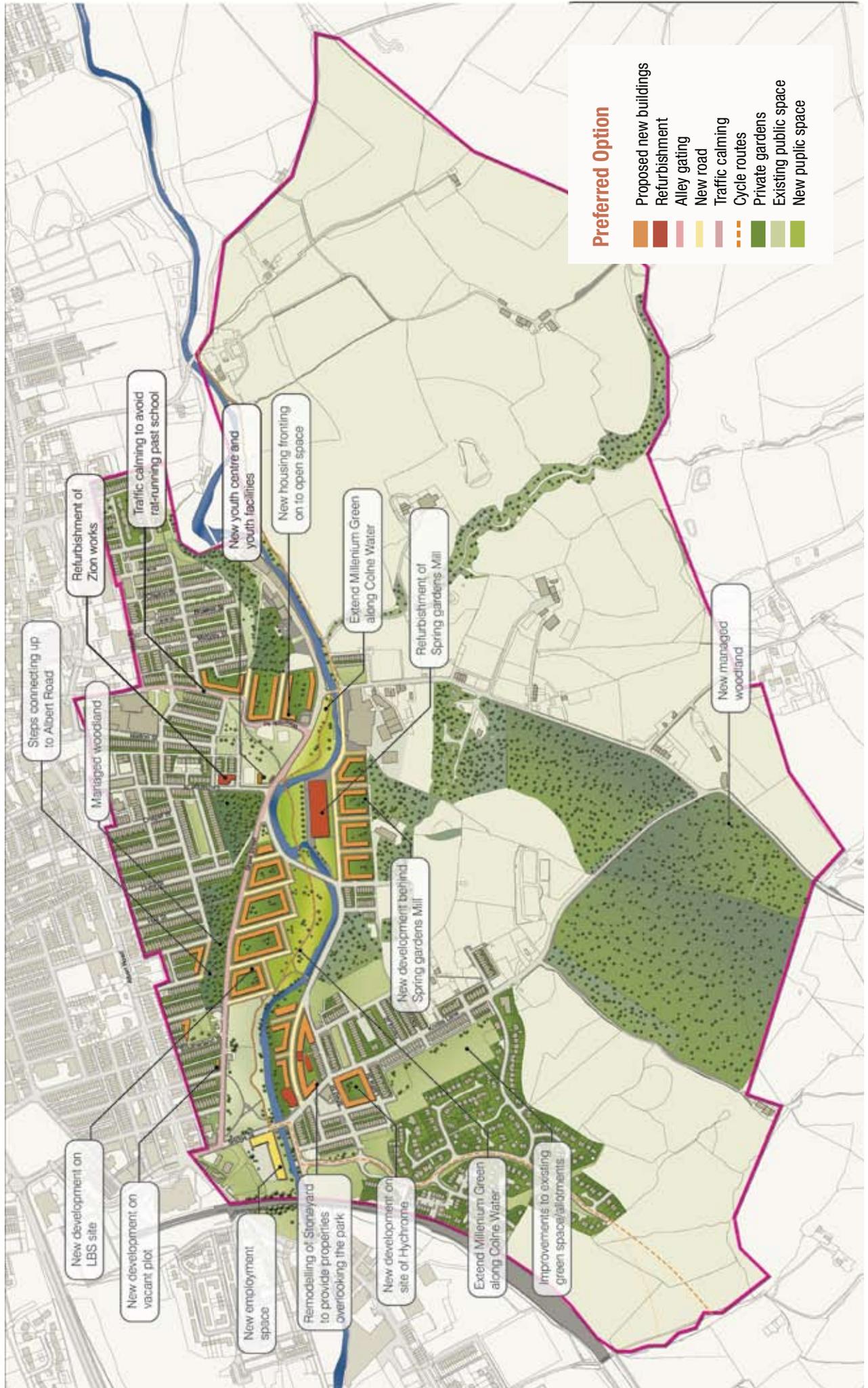


Public  
Footpath





## Part 3: The Masterplan



# The masterplan

## The Preferred Option

Option 4 has been refined on the basis of the options appraisal to take account of to take account in particular of the results of consultation and the viability appraisal. The final scheme is therefore a balance between options 3 and 4 and incorporate the following changes:

- The overall number of homes has been reduced to 373 units. This is to reduce conflict with the moratorium and has been achieved by removing the housing from the steep slopes. While this scores well in the Sustainability Appraisal it did not score well in the viability assessment.
- More housing has however been added south of Spring Gardens Mill because the economic uses shown there in option 4 were regarded as unviable.
- The youth facilities have been reinstated in their current location rather than being moved to Millenium Green.
- The redevelopment of the stoneyard for housing has been included from option 3 because it was popular with the community.
- The road behind Curzon Street has been removed and some housing taken out again in response to local views.
- The scheme has been redesigned to create greater enclosure around the Waterside Village Green including development of the site to the east of Waterside Street.
- The new housing area south of Shaw Street has been redesigned to create clearer north/south routes that relate to the terraced streets above.
- The wind turbines have been removed because of lack of political support.
- The caravan park and outdoor pursuits facilities have been removed due to feasibility issues.

This preferred option has been used as the basis for the implementation plan that forms Part 3 of this report.

### Existing terraces

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The baseline report notes that property in the South Valley is predominantly terraced and the average price in 2005 was £55,000, around £30,000 less than that for the wider Colne area in 2005. Whilst the initial designation of the area for HMR encouraged the growth in houses prices in recent years, values in the masterplan area still lag some way behind those in Pendle as a whole.

The report concluded that low values are a function of low demand because of the limited choice of property types and poor environmental quality. Home owners have less equity in their properties and they are therefore are not encouraged to spend to make improvements.

The preferred option seeks to introduce a substantial quantity of new housing to the south of the existing terraces as well as a number of environmental improvements. The existing terraces will also benefit from these improvements and this in turn. This will improve the appeal of the South valley as a place to live and thus help promote more sustainable communities.

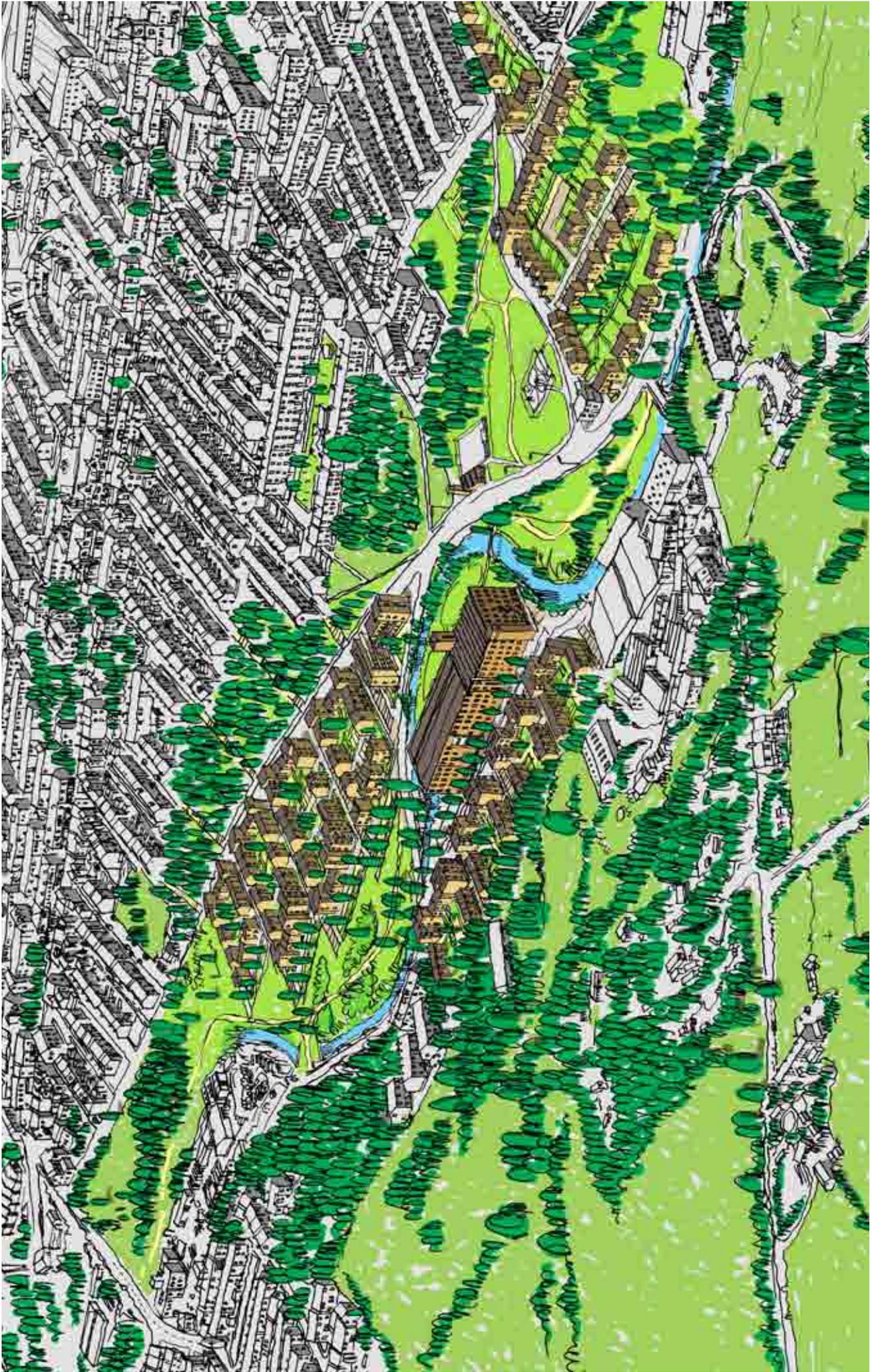
The resulting knock-on effect should be increased values for the terraces as people see this as a desirable area for first time ownership.

Increases in value will also create equity for the current owners providing capital to raise funds against for home improvements. It should also encourage owners of empty properties to bring them back into the market through sale or letting. The availability of a ladder of accommodation will also encourage people to stay in the area once its popularity is established.

### Town Centre

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The creation of upwards of 370 new homes will at least double the number of residents in the town centre catchment area hence increasing the viability of local services and businesses. The proximity of the new housing will reduce the need for long car journeys and pressure on the local infrastructure whilst at the same time increasing local spend in the town. This will have a positive effect on the town's businesses which in turn will encourage landlords and owners to spend more on the shop fronts etc. The long term effect will be increased competition for units in the Town Centre leading to an increase in values.



Aerial perspective of the plan

# The masterplan

## Concepts and principles

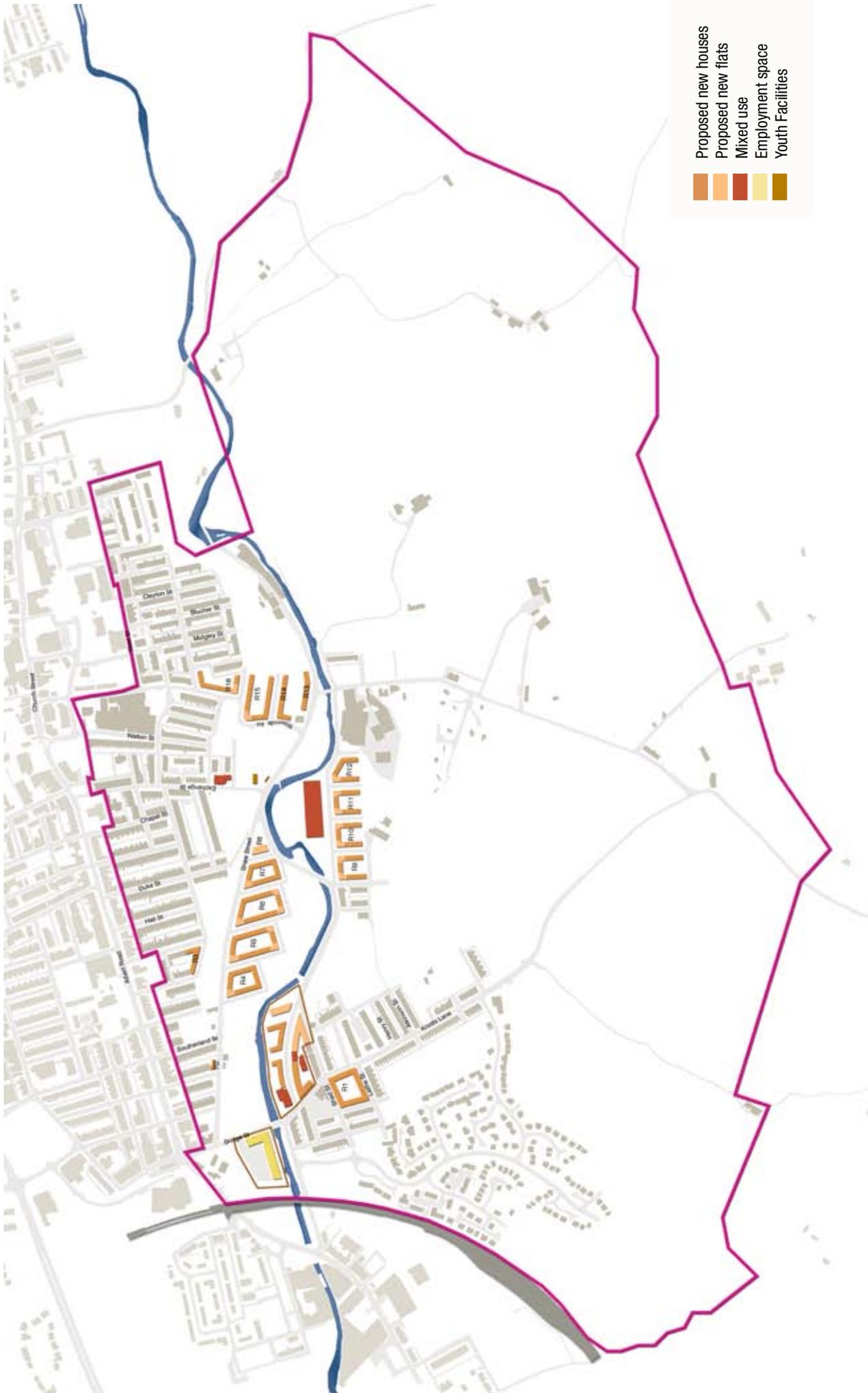
The masterplan seeks to transform the market and the image of South Valley using as its main tool new housing development. Using new housing and environmental improvements the valley bottom will be transformed from the neglected edge of the town to the heart of the community. New development will be integrated with the existing housing and part of the value created will be directed towards the improvement of the existing terraced housing. Neighbourhood Management will continue to work with residents, councillors and various agencies and organisations to support the co-ordination of services across the South Valley in order to address the social, environmental and economic issues which contribute to the deprivation of the area.

As described in the baseline study, Colne has developed along a high street that runs along the ridge of a hill. To the north and south terraced streets run down the valley sides away from the town centre. Originally the industry that sustained the town was located in the floor of these valleys. South Valley fits this model and is dominated by Spring Garden Mill that stands on the river in the heart of the valley. As we have described there was once a village, Colne Waterside that stood next to the mill.

This historic and coherent urban structure has broken down in the valley floor. Largely because of clearance in anticipation of the motorway being built through the valley the valley bottom is underdeveloped and feels like an isolated edge to the town. As a result the residential areas along Knott Lane feel cut off from the town.

The aim of the masterplan is to harness investment in new housing to transform the housing market of the South Valley by transforming the valley floor into the heart of the community rather than the edge. To do this the masterplan is driven by the following principles:

- 1. Green Corridor:** To create a linear parkland along the valley floor by extending the Millennium Green along the improved river providing footpath and cycle links along the valley into the countryside.
- 2. Wooded valley sides:** To plant the steep valley sides, that are too steep to build on, with woodland to create a verdant wooded valley.
- 3. Employment:** To assist the relocation of industry in the valley to more modern premises. This will assist the companies trading in the valley as well as overcoming problems with noise and dust as well as heavy goods vehicles needing to access the valley bottom. New employment in the valley bottom will be encouraged in the knowledge and creative sectors by creating managed workspace in the converted mill.
- 4. Housing:** To introduce aspirational new housing into the valley bottom on sites along Shaw Street, around Spring Garden Mill and around the former centre of Waterside Village. This housing will increase the range of housing in the area by adding larger houses and flats to the 2 bed terraces that dominate the area at the moment. 20 % would be affordable in line with local planning policy
- 5. The Terraces:** To use part of the value generated by the new housing to invest in the existing housing stock. This includes provision for facelifting work on up to 250 properties as well as heritage street works and alley-gating.
- 6. Security:** To ensure that all new and existing open spaces are bounded by and overlooked by housing. This will help to ensure that the open space in the valley bottom become the welcoming heart of the community rather than the unsafe edge.
- 7. Permeability:** To integrate the new housing with the existing by extending the street grid of the terraces into the valley bottom with new footpaths through the woods.



- Proposed new houses
- Proposed new flats
- Mixed use
- Employment space
- Youth Facilities

Land use plan

# The masterplan

## A rounded community

The aim of the masterplan is to create a rounded community with a broad mix of housing services and employment uses. This is achieved by developing new housing in the valley bottom and relocating some of the less compatible employment uses. These uses are to be replaced in the mill with creative / knowledge workspace.

The South Valley was once a classic mill community with people living within the shadow of the mill that provided work to the community. The residential neighbourhood, was and indeed remains a mixed community, with churches, institutions, corner shops and small workshops interspersed with the terraced housing. The neighbourhood adjoins Colne town centre which includes a wealth of shops, facilities and services.

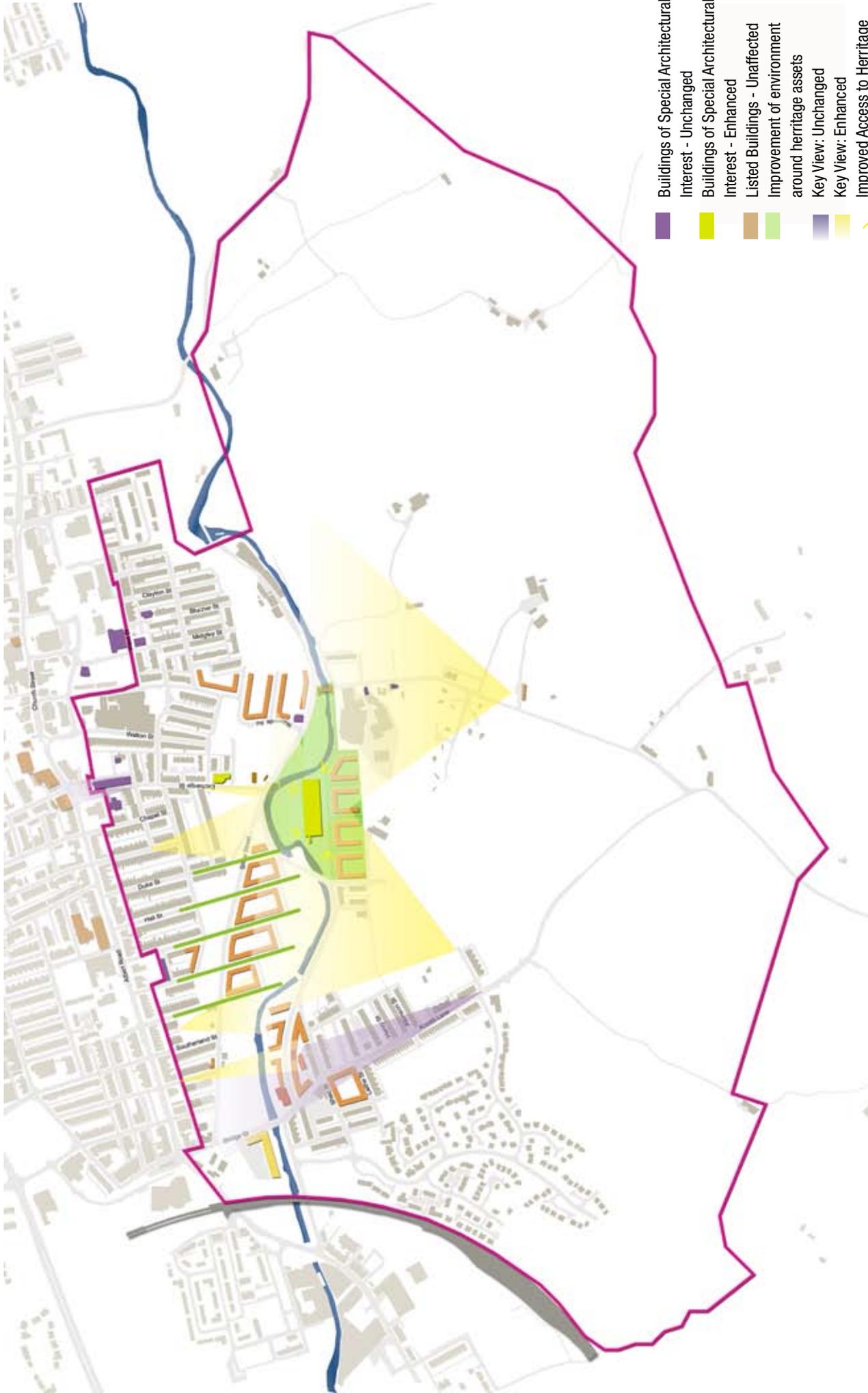
The modern businesses in the valley bottom employ far fewer people than the mills once did and while many of these people are local the relationship of the mills with the community has changed. The industry operates behind high fences and is served by lorries that use residential streets. The industry is therefore a deadening influence on the valley bottom.

The aim of the masterplan is to retain the diversity of uses in the terraced streets and the town centre and to create a true mix of uses in the valley floor. The latter will be achieved by converting Spring Garden Mill to a mix of housing and managed workspace units for small business. It is hoped that the mill conversion can also provide space for a café/restaurant use that will become viable once the development is more established.

In addition to this the plan encourages the mix of uses within the terraced area. It is welcome to see that Admiral Sir Lord Rodney Pub has reopened and the plan seeks to reinforce the role of the pub by changing the grassed area next to the pub into a village green. This area also includes a new community/youth centre sited to create a landmark on Shaw Street.

### Tenure and housing types

In addition to a mix of uses the masterplan is based on creating a more varied housing stock in terms of the type and value of units. The new housing is designed to be mostly larger terraced housing with flats on the corners. This will provide housing at both ends of the spectrum to complement the two bedroom terraces that currently dominate the area. Similarly the values of the new housing will help create a broader housing offer in the area by including some aspirational units alongside more affordable stock.



- Buildings of Special Architectural Interest - Unchanged
- Buildings of Special Architectural Interest - Enhanced
- Listed Buildings - Unaffected
- Improvement of environment around heritage assets
- Key View: Unchanged
- Key View: Enhanced
- Improved Access to Heritage Assets
- Integration of new building into existing N-S street Layout

**Heritage Value**

# The masterplan

## Heritage Value/Impact

South Valley has been subject to much clearance and contraction this has left a swathe of empty spaces and an undefined jagged edge to the building line, with the valley floor isolated from Albert Road and the high street. There is great potential to stitch the area back together and enhance heritage and townscape value in the process.

In terms of heritage impact all listed buildings and buildings of architectural and historic interest which URBED have identified are retained in the masterplan proposals. Two key heritage buildings (Spring Garden Mill and Zion Works) are identified for refurbishment for active uses with their environmental setting and access greatly improved .

Key strategic views from both the north and south of the South Valley area are both retained and enhanced by the masterplan proposals. Two of these views are where the landscape is framed by housing.

The townscape of the South Valley area is further reinforced by the integration of the new building proposed into the historic north-south street pattern. This north-south orientation is what makes the townscape so memorable and distinctive and is an important enhancement.





- Existing Primary Roads
- Existing Secondary Roads
- Proposed Secondary Roads
- Traffic Calmed Secondary Roads
- Existing Tertiary Roads
- Proposed Tertiary Roads
- Home zones
- Alley gating

Street hierarchy plan

# The masterplan

## Access and street hierarchy

For the South Valley area to act as a coherent neighbourhood it is important that the proposed road network performs its role in supporting the area to live and work in. This is possible if the roads and streets within the area are appropriately designed in relation to their scale and the roles they perform. As part of this process, it has been necessary to allocate existing and proposed roads as either primary, secondary or residential and modify them with this hierarchy in mind.

### Primary routes

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Primary routes, such as Albert Road and Craddock Road, provide the essential function of connecting a neighbourhood to the rest of the road network and provide access to services and opportunities beyond the boundaries of the neighbourhoods. Consequently, these routes need to accommodate the movement of traffic in and out of the area, specifically during the weekday morning and evening peaks. As such these routes are predominantly designed to allow easy access along them. On-street parking facilities on these routes must be carefully incorporated into the road space to ease traffic movement on these important routes.

### Secondary routes

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Secondary routes allow connection between primary routes and tertiary (or residential) streets while providing an important buffer between the two road types of such different character. In many situations throughout the country, as traffic levels have increased, secondary streets have become overused and more similar in character to primary routes, either in the volume or speed of traffic. In return, development on either side of a secondary route should provide a quality of space and enclosure that helps to improve the street environment, especially for vulnerable users such as cyclists and pedestrians. Secondary routes close to the town centre often need to provide homes, shops and services along them so parking needs to be provided to support these development types.

### Residential streets and alleyways

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The primary role of residential streets is to provide vehicular access to homes and provide on-street parking for adjacent residents, but it is also important that the activities of other road users are provided for.

Many back streets in the South Valley area are badly maintained and require clearing of vehicles in some cases. Many of these back streets are narrow and should not be used for vehicular access.

#### - Primary routes

Junctions on primary routes need to be designed to allow good access for other road users such as cyclists and pedestrians, as well as traffic. Junctions needing such improvements include the Albert Road / Bridge Street priority crossroads where the addition of traffic signals and traffic calming measures and additional pedestrian and cyclist facilities would improve access to the South Valley area.

#### - Secondary routes

Secondary routes in the South Valley area, such as Knotts Lane, Shaw Street, Bridge Street, Exchange Street and Lenches Road, need to be designed to allow a greater balance in priority between all road users, including vehicles. Junctions on secondary routes do not usually require signalisation, but other measures such as footpath widening and pedestrian crossings can help to accommodate pedestrians and improve the street environment.

#### - Residential streets and alleyways

By introducing different road surfaces and wider pavements it is possible to prioritise pedestrian movements, especially for vulnerable users such as children. Junctions can be designed to improve pedestrian accessibility further with the introduction of gateway measures such as speed tables. In backstreets, measures such as alley-gating, resurfacing and landscaping can be used to prevent vehicles encroaching the area and help provide a friendly, car-free area for pedestrians and cyclists.

## Parking

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Parking is to be provided in a number of ways throughout the South Valley area for both existing and proposed developments. Existing residential parking is provided on-street for the majority of terraced homes in the area while businesses are provided with sufficient land for on-site parking. Existing residential streets need to be provided with further parking where possible and residential parking permit schemes can help to prevent spaces from being used by

non-residents wishing to access Colne town centre. New housing developments in the South Valley area should be allocated at least one parking space per household, using a combination of on-street and courtyard parking to provide a relevant mix of parking options for residents and their visitors. The allocation of residential streets and Home Zones will help to provide at least half the parking options in each residential street.



The key benefit of a Home Zone is that it turns a residential street into valued public space, and not just a place for movement.

### Homezones

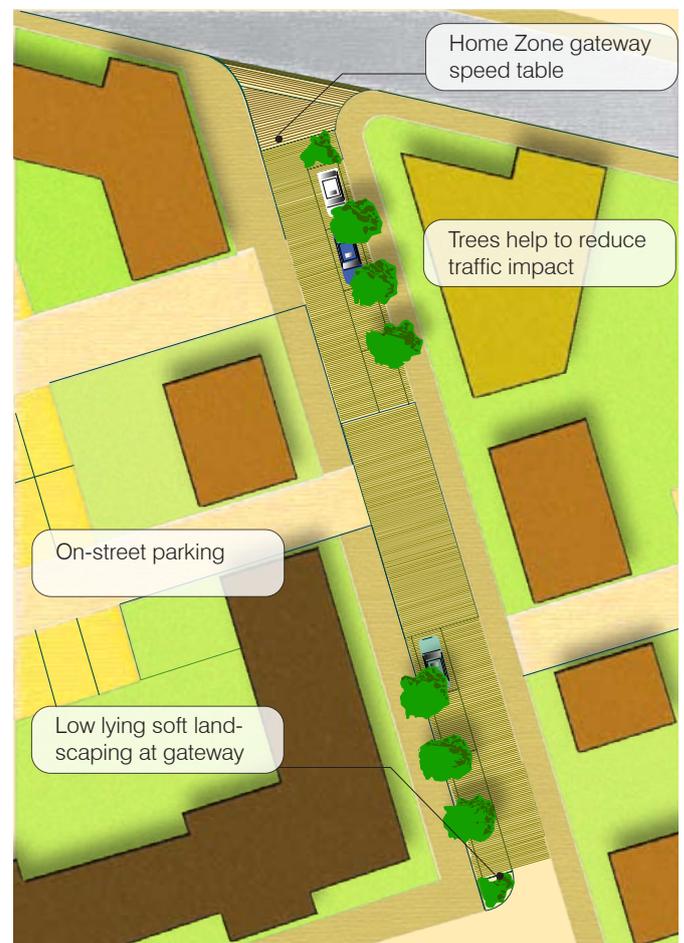
One of the main aims of any new development is to improve the quality of life in residential streets by changing the way that streets are used and by making them places for people, not just for traffic. Home Zones are residential streets that help to achieve this by allowing the road space to be shared between motor vehicles and other road users with the wider needs of residents (including people who walk and cycle, and children) in mind.



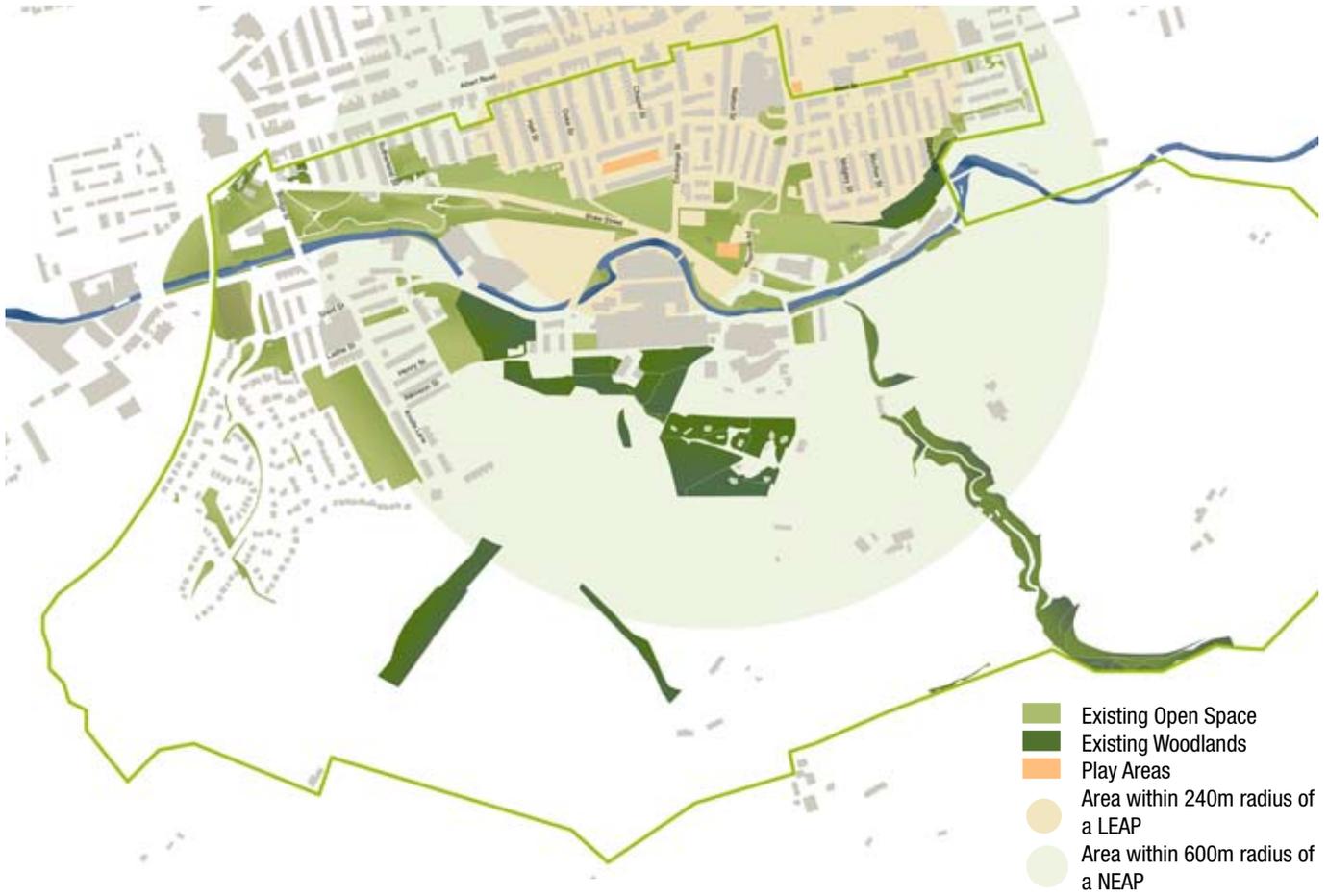
Changes to the layout of the street should emphasise this change of use, so that motorists perceive that they should give informal priority to other road users. Home Zones must be designed to meet the needs of all members of the community. An important aim for any Home Zone strategy is to improve the way that streets are used and to enhance the quality of life in residential streets by making them ‘places for people, not just for traffic’. Home Zones help restore the balance between traffic and communities and can make streets more useful, safer, more sociable and better places to live and play in. They also improve the physical environment and setting to properties by introducing landscaping and locally distinctive paving materials. Home Zones may consist of shared surfaces, indirect traffic routes and areas of landscaping to encourage the use of the street. “Gateways” and signing will be needed to mark the limits of the area. Physical measures such as these can offer considerable benefits to housing which fronts directly onto the street.

A number of important design rules must also be adhered to for a designated Home Zone area to be successful. Firstly, the Home Zone area itself must be well defined. Alterations

to the layout of the street should emphasise the change of use from the existing highway, so that motorists perceive that they should give priority to other road users. Secondly, the implementation of horizontal or vertical deflection must be appropriately incorporated into the physical design of Home Zones in order to place emphasis on the need for motor vehicles to reduce speed and allow priority to other road users.



New residential streets will need to be designed in accordance with guidance in the new Manual for Streets, Further guidance on the design and implementation of Homezones from the Institute of Highway Incorporated Engineers (IHIE) has been referred to in order to produce the following home zone strategy Homes Zones are also supported in a number of key policy documents, including PPG13 Transport and PPG3 Housing.



**Existing Open Space**



**Proposed Open Space**

# The masterplan

## Open Space

New development in the South Valley should be of the highest quality of design so that it transforms the character and image of the area. It should also follow a series of urban design principles as set out below.

The creation of an open space framework is central to the masterplan. As described above, the concept is to create a linear park along the valley bottom as a focal point (rather than an edge) for the neighbourhood. In addition to this the steep valley sides will be planted as woodland to reinforce the image of a verdant valley. This strategy is illustrated on the two plans opposite. The upper plan shows the slightly formless expanse of open space that currently exists. The lower plan shows the open space strategy which involves a similar amount of open space but in a form that is better integrated into the neighbourhood.

### **The Millennium Green**

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The key move is the extension of the Millennium Green eastwards onto the land owned by LBS. The land along the river is liable to flooding and therefore not developable for housing. The proposal is therefore to release the eastern end of the Millennium Green for housing along with the northern part of the LBS site. The value created would be used to extend the Millennium Green and to establish a sinking fund to cover future maintenance of the whole area. This would include the sheds to the north of Spring Garden Mill that are also in the flood plain in order to create an open space that links to the existing green area on Colne Lane.

### **Village Green**

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This latter area would be developed as a village green on the site of the former Colne Waterside Village. The open space in this area already exists but feels neglected. The aim is to provide enclosure to the area so that it feels safer. The reopening of the pub and the redevelopment of the youth centre will help the area to become the social heart of the community.

### **Natural space**

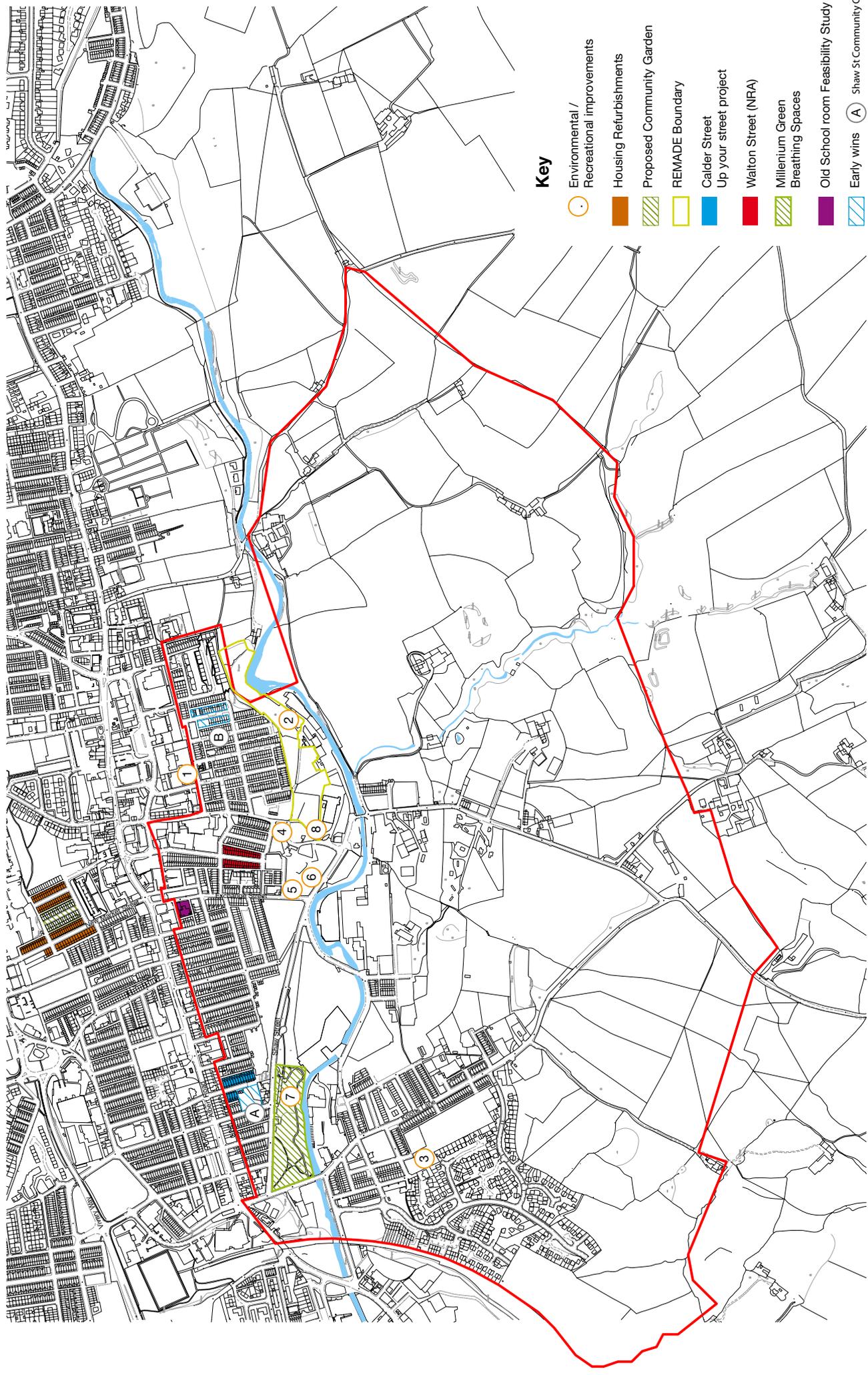
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The steeper slopes on both sides of the valley will be developed as woodland and natural areas. The land along the river at the eastern end of the area is already being developed by Lancashire County Council who are interested in extending this through the valley. The main area of new planting would be the grassed area south of Doughty Street.

### **Play**

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Currently there are three play areas in the South Valley; the Waterside Road/Damside area which is a NEAP (Neighbourhood Equipped Area of Play) and facilities on Doughty Street and West Street which are LEAPs (Local Equipped Areas of Play). The National Playing Field Association Standard states that all housing should be within 1000m of a NEAP and 400m of a LEAP. The eastern part of the neighbourhood is quite well served by this standard (the issue being the quality of facilities). The western part of the area on Bridge Street and Knotts Lane is however deficient and it is therefore proposed that a new play area be created at the western end of the Millennium Green.



**Key**

- Environmental / Recreational improvements
- Housing Refurbishments
- Proposed Community Garden
- REMADE Boundary
- Calder Street Up your street project
- Walton Street (NRA)
- Millennium Green Breathing Spaces
- Old School room Feasibility Study
- Early wins (A) Shaw St Community Garden (B) Clayton Street

**Environmental Improvements**

# The masterplan

## Neighbourhood Management and Multi-Agency working

The South Valley is a priority area for Neighbourhood Management within Colne. The Neighbourhood Manager and Community Development Worker support the Neighbourhood Action Group (made up of residents, councillors and others) and implement the Neighbourhood Action Plan. The team works closely with service providers, residents and councillors to address a range of issues across the area. These include the quality of the environment, quality of housing, crime and safety, community cohesion and engagement, education, employment and training, supporting young people, children's play, mental health issues and older people's issues. Examples of the key activities which Neighbourhood Management are involved with are detailed below.

### Environment

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#### Combined Environmental Visual Audits (CEVAs)

An important initiative relating to improving the environment and residents' quality of life is the co-ordination of regular street audits (Combined Environmental Visual Audits) involving the police, fire service, the Council's tidy team and anti-social behaviour co-ordinator, environmental health, etc. The audit involves a thorough inspection of all streets and backstreets in the area to record problems relating to the condition of back yards and backstreets, fly-tipping, graffiti, 'rotten tooth' properties, empty and insecure properties, etc. An action plan is then produced to address them. The audits show that real improvements have been made since the initiative started.

#### Grotspots

The HMR programme provides an annual budget to tackle 'grotspots' and this is supported by further funding from the Council and other agencies to improve the environment. The projects to date are identified on the plan opposite. They include:

1. An improved communal space/community garden on Migley Street
2. Repaved steps to Broken Banks
3. Creation of a community garden to the rear of Laithe Street
4. Basil Street Allotments
5. New play area
6. A new Multi-use games Area (MUGA) to offer young people more activities and facilities.
7. Hall Street/Shaw Street community woodland
8. Improvements to the path off Colne Lane

#### 'Up Your Street'

An additional successful project has been the 'Up your Street' initiative. This has involved working with residents on a particular street to collectively make visible improvements to their properties using a very modest budget of £2000 from Breathing Spaces. The project involved a series of street greening measures including the building of planting beds, redesigning front gardens, painting of railings, new gates, etc. The project was also important in capacity building and creating some collective pride and ownership of the street. This will help with improved maintenance in the future.

### Crime and Anti-Social Behaviour

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Pendle's Community Safety Partnership is committed to tackling crime, anti-social behaviour and criminal damage in four priority areas in Pendle. Waterside ward (which covers the South Valley) is one of these priority areas. In 2005/06 a multi-agency approach to tackling these problems was successfully piloted. This work has continued and the model of working applied to other areas in the Borough. Further details are provided below.

## Partners and Communities Together (PACT)

In 2005/06 an initiative was piloted which recognised that in order to tackle problems of crime, anti-social behaviour and criminal damage, a more co-ordinated, multi-agency approach was needed. A key element of this work was the development of Police and Communities Together meetings into Partners and Communities Together meetings, emphasising the fact that many of the issues being identified could not be tackled by the Police alone. Issues were identified from the CEVA's, from residents concerns at PACT and Neighbourhood Action Group meetings and from other workshops. They ranged from racial abuse, lighting problems, noise nuisance, empty homes, environmental health issues, drugs and youths and social issues such as transient population and teenage pregnancy.

Following the identification of the key issues, officers from various organisations were held accountable for addressing the issues relevant to them and providing regular feedback to residents. After 12 months of multi-agency problem solving, the Waterside Ward had vastly improved in terms of its environmental quality. The majority of back yards and backstreets remained clear of rubbish and the level of littering and dog fouling on public spaces had reduced. Crime in Waterside during the pilot period was reduced by 6% overall, with the exception of car crime. This compares well with rising crime in the period leading up to the pilot.

Following the completion of the pilot and the establishment of the MAPs team (see below), Partners and Communities Together has reverted to Police and Communities Together,

though Neighbourhood Management and the MAPS team continue to attend these meetings to ensure a co-ordinated approach to tackling issues.

## Multi-Agency Problem Solving (MAPS)

The MAPS team operate Pendle wide but target their work in areas such as the South Valley. MAPs involves the co-location of key agencies such as the Police, the Council's anti social behaviour co-ordinator, the Fire Service, the Youth Offending team, Probation, Education Welfare Services, Youth and Community and Connexions. They also have links into other agencies, e.g. health visitors, Registered Social Landlords, etc. The MAPS approach emerged from the pilot initiative outlined above and the team continue to address many of the issues identified at the PACT meetings and through the CEVAs.

## Youth Issues

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### Youth Forum

Neighbourhood Management have instigated the development of the Youth Forum which involves all agencies/organisations who deliver services to young people in Colne. This includes the Council's Parks department, the Police, Youth Works, Schools, Youth Workers, Youth and Community Service, Connexions and others. The forum share information and seek to address issues relating to service delivery. One of the key tasks of the Youth Forum is also to develop a business plan to achieve the successful redevelopment of the existing Youth Club in South Valley. This would provide a more modern facility for the delivery of services for young people.

Youth PACT - 'Sort it'

The Police have instigated the development of a Youth PACT, also known as the 'Sort it' group. This group involves work and activities with young people, hoping to encourage them to have greater pride in their area and to reduce juvenile crime.

## Health

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Colne Childrens Centre (Surestart Waterbridge)

Sure Start is a government funded scheme to improve the health and well being of families and children before and from birth to 4 years. A new Children's Centre (SureStart Waterbridge) has recently been opened on the edge of the South Valley masterplan area in the town centre. Sure Start Waterbridge aims to work with parents and carers of young children to improve life opportunities through better health, child care and education. Sure Start's aim is that children will flourish at home and when they go to school. Activities and services are offered within the Waterbridge Centre, e.g. teenage mums group, parent's forum, etc, and out in the community through outreach work.

Primary Care Trust (PCT) – Health and Equalities Strategy

The work of health visitors employed by the PCT is currently weighted towards the most disadvantaged wards, including Waterside (South Valley). In October 2007 the PCT launched the process to produce a Health and Equalities Strategy which will aim to address and reduce the health inequalities between the poorer and more affluent areas of Burnley, Pendle and Rossendale. The outcome of this will clearly have

an impact on the South Valley and the development of the strategy will be monitored as this masterplan evolves.

## Activities for Young People

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Pendle Leisure Trust's Sports Development Team target their work with the disadvantaged wards in Pendle. In the South Valley they organise sports sessions for young people on the new MUGA off Shaw Street, ultimately seeking to improve their health and well-being.

## Education and Training

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Nelson and Colne College run basic skills courses in the Open Door Centre on the fringe of the masterplan area and Connexions also do outreach sessions offering skills and employment advice to young people. West Street School run ESOL classes for local residents.



Exemplar photos



# The masterplan

## Design Code

New development in the South Valley should be of the highest quality of design so that it transforms the character and image of the area. It should also follow a series of urban design principles as set out below.

The design code for development in the South Valley should be implemented on two levels. The first relates to the urban design of the new development that should be expected to follow the rules set out below. The second level relates to the design of the new housing which should be less prescriptive. New housing should be of the highest design quality, which could be traditional or contemporary. The page opposite includes a series of exemplar schemes that represent the quality of design that should be sought. This is something that is best implemented through the selection of developers and their design teams.

### Design Principles:

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**The street network:** The street network set out on the previous page should form the basis for detailed design guidance. The more important the street is in the hierarchy, the wider the street should be, the more continuous the built frontage and the taller the buildings. The key secondary streets affected by the proposals are Shaw Street and Colne Lane where development will help to repair and the form and character of the streets. On Shaw Street the new housing should be 3 storeys high and should create a clear building line. The illustrative plan shows the possibility of a sequence of apartment blocks on the cover along this frontage. On Colne lane the development creates a new frontage on the eastern side of the street. This should be a mix of 2 and 3 storey development.

**Integration:** An important principle of the masterplan is the integration of the South Valley and new development into Colne. New schemes should not therefore be conceived as estates on cul-de-sacs but as part of an integrated and permeable network of streets and routes. The new housing, for example on Shaw Street is on the same grid as the terraced housing up the hill with new footpath routes linking to two together. In some cases the topography of the area makes it impossible to create through routes – in this case cul-de-sacs should be short and developed as mews streets.

**Animating the public realm:** All new housing should be built facing onto the street, corner blocks should face onto the most important street. The front door of all new housing should face the street (rather than the rear car park) and all public areas should be overlooked by new housing.

**The enclosure of space:** The character of new streets is based on the ratio of building height to the width of the street. The terraced streets generally have an enclosure ratio of 1:2 (ie. the width of the street is twice the height of the buildings). The building line of new development will enclose existing streets and create new ones. Generally these streets should not exceed a 1:2.5 enclosure ratio. This means that 2 storey streets should be no more than 15m wide and streets with 3 storey buildings no more than 22.5m wide.

**Massing and tall buildings:** The predominant height of new housing will be 2 storeys. However there are opportunities for slightly higher (3 and 4 storey) blocks to create local landmarks. There is the potential to increase the height of corner blocks and we have also suggested a sequence of taller blocks along Shaw Street. The new Youth Centre also has the potential to create a landmark in the view eastwards along the street.

**Critical Mass:** The new development is envisaged as complementary to the terraced housing in the area at present. The density is therefore likely to be 50-90 homes/hectare. The lower level will be achieved where the new development is predominantly housing with some semi-detached units. The upper level will be achieved with a mix of terraced and low rise apartment blocks on the corners.

**Landmarks and Vistas:** The scheme should be designed to exploit the unique character of the South Valley particularly the views across the valley to its wooded slopes, the views of Spring Garden Mill and views towards the town centre landmarks. These key views are identified in the baseline analysis and should not be blocked by new development. There is also the potential to create new landmarks such as the youth centre on Shaw Street and in Views down Colne Lane towards the new development.