

# Pendle Local Plan Part 1



**Core Strategy**  
2011-2030



Adopted: 17<sup>th</sup> December 2015

**Front Cover Photos:**

Pendle Hill Reflection (Courtesy of Lee Pilkington)

Housing at Calder Vale Mill, Barrowford (Pendle Borough Council)

Wide Chord Fan Blades – Made in Barnoldswick (Courtesy of Rolls-Royce plc)

## Foreword

Pendle is diverse, attractive and unique.

It is a great place to live and offers stunning areas of natural beauty, which provide opportunities for everyone to enjoy. A variety of businesses – including several world leading manufacturers – provide a wide-range of employment opportunities.

We also have challenges to meet to secure the future not only for our existing residents but for generations to come. We need to ensure that we provide new homes to meet our growing housing needs, as well as continuing to facilitate access to new employment opportunities. These must be provided in a way that maintains the quality of the environment that we currently appreciate. We need to provide for all the needs of our community in a rapidly changing world.

We care about the future of our communities, so it is important to recognise the challenges that lie ahead and plan for them.

Rapid advances in technology are changing how we communicate, the way we shop, where and how we work and the life choices that we make. We are living longer too; and expect to enjoy good health and greater prosperity in the years ahead.

To promote sustainable growth and regeneration we need to provide guidance so that new development benefits those who live and work in our towns and villages. We also need to protect and enhance those aspects of the historic and natural environment which make the area both attractive and locally distinctive.

To realise our vision of making Pendle a better place to live, work, learn, play and visit, we must carefully consider the social, economic and environmental impacts of our actions.

The Core Strategy will help us to do this and shape the future of Pendle. It provides an overarching policy framework to help us deliver sustainable development and growth in Pendle up to 2030.

Individual policies respond to the available evidence and address those issues that are important to residents and local businesses. They also take account of strategic cross-boundary issues and make a positive contribution towards addressing those matters of wider significance, such as climate change.

No plan can reflect everybody's views. Difficult decisions have had to be made along the way. But we believe that the balanced approach we have taken provides the best possible response to our future needs and aspirations. This strategy truly reflects the pride, passion and belief we need to deliver our vision of a successful and sustainable future. We believe it will help us to achieve the best possible outcome for you, your children and Pendle.

Finally, I would like to take this opportunity to thank everyone who has taken the time to comment during the preparation of the Plan.



A handwritten signature in black ink, which appears to be 'M. Iqbal'.



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## List of Abbreviations

**List of Abbreviations**

<b>AA</b>	Appropriate Assessment
<b>AAP</b>	Area Action Plan
<b>AMR</b>	Authority's Monitoring Report
<b>AONB</b>	Area of Outstanding Natural Beauty
<b>CIL</b>	Community Infrastructure Levy
<b>CS</b>	Core Strategy
<b>DPD</b>	Development Plan Document
<b>DtC</b>	Duty to Cooperate
<b>DVS</b>	Development Viability Study
<b>EA</b>	Environment Agency
<b>ELR</b>	Employment Land Review
<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment
<b>HMA</b>	Housing Market Area
<b>HRA</b>	Habitats Regulation Assessment
<b>IDS</b>	Infrastructure Delivery Schedule
<b>LCC</b>	Lancashire County Council
<b>LDS</b>	Local Development Scheme
<b>LEP</b>	Local Enterprise Partnership
<b>LTP</b>	Local Transport Plan
<b>NPPG</b>	National Planning Practice Guidance
<b>OAN</b>	Objectively Assess Need
<b>PBC</b>	Pendle Borough Council
<b>PDL</b>	Previously Developed Land
<b>RPLP</b>	Replacement Pendle Local Plan (2001-2016)
<b>RSL</b>	Registered Social Landlord
<b>SA</b>	Sustainability Appraisal
<b>SCI</b>	Statement of Community Involvement
<b>SCS</b>	Sustainable Community Strategy
<b>SEA</b>	Strategic Environmental Assessment
<b>SFRA</b>	Strategic Flood Risk Assessment
<b>SHLAA</b>	Strategic Housing Land Availability Assessment
<b>SHMA</b>	Strategic Housing Market Assessment
<b>SNHP</b>	Sub-National Household Projections
<b>SNPP</b>	Sub-National Population Projections
<b>SPD</b>	Supplementary Planning Document
<b>SSSI</b>	Site of Special Scientific Interest
<b>WMS</b>	Written Ministerial Statement





## 1 Preface

- 1.1 We are increasingly concerned that our way of life is placing an increasing burden on the planet. But, without change we all face a future that is less certain and less secure. And it is important to manage change if it is to benefit us all.
- 1.2 Local government helps to shape places through the creative use of its powers and influence to promote the general well-being of a community and its citizens. The National Planning Policy Framework (the Framework) makes it clear that local government has an important role to play in promoting sustainable growth.
- 1.3 Planning plays a major role in influencing places and the way in which they function, placing it at the heart of the Government's place-shaping agenda. As acknowledged in the Ministerial foreword for the Framework, the planning system is about helping to deliver positive growth through sustainable development, ensuring economic, environmental and social progress for this and future generations. The Framework sets-out what the Government considers to be sustainable development

### What is Sustainable Development?

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

Our Common Future - The Brundtland Report (World Commission on Environment and Development, April 1987)

- 1.4 Everything we do is about achieving a better future for Pendle and the people, who chose to live, work, learn or visit our community. This means providing: good quality affordable homes that meet the needs of all our residents; educational opportunities that allow our children to reach their full potential; a diverse range of jobs that enable young people to meet their aspirations locally; a selection of shops and services that cater for our daily needs; open space, leisure and cultural facilities that allow us to enjoy rewarding, happy and healthy lifestyles; all connected by an efficient and sustainable transport system.
- 1.5 Our Pendle Our Future: Pendle's Sustainable Community Strategy (SCS), reflects the community's vision for improving quality of life in the area and establishes a blueprint for the social, economic and environmental transformation of the borough.<sup>(1)</sup>

# 1 Preface

# About the Core Strategy



## 2 About the Core Strategy

## 2 About the Core Strategy

### Introduction

- 2.1** The Core Strategy is the spatial expression of the Sustainable Community Strategy (SCS). It represents our approach to managing development and growth in Pendle for the period 2011 to 2030. It is the first of two documents that will succeed the Replacement Pendle Local Plan 2001-2016, which was adopted by Pendle Council in May 2006.<sup>(2)</sup>

### Why Do We Need It?

- 2.2** The Planning and Compulsory Purchase Act (2004) introduced significant reforms to the planning system for England and Wales and the format of the statutory Development Plan for the area. The Localism Act (2011) and the National Planning Policy Framework (2012) have introduced further reforms.
- 2.3** These changes have resulted in a more streamlined planning system, which adopts a more proactive approach to managing development, promotes growth and provides increased opportunities for public participation.
- 2.4** The Core Strategy is the key local component of the statutory Development Plan<sup>(3)</sup> (Figure 2.1), setting out our vision for the future of Pendle; a clear strategy for the delivery of this vision and the strategic planning policies against which all applications for new development will be assessed. The policies and proposals in local planning documents such as Area Action Plans and Neighbourhood Plans, where these are prepared, must be in general conformity with the Core Strategy. To ensure that decisions on planning applications are both rational and consistent they should be made in accordance with the Development Plan, unless material considerations indicate otherwise<sup>(4)</sup>.
- 2.5** In turn, the policies in the Core Strategy must be consistent with national planning policy, as set out in the Framework.<sup>(5)</sup> Published by the Government on 27th March 2012, the Framework replaced over one thousand pages of national policy - previously contained in Planning Policy Statements (PPSs); Planning Policy Guidance notes (PPGs) and some Circulars - with a single 59 page document.

2 In a letter dated 21st April 2009, the Secretary of State issued a direction confirming that policies in the Replacement Pendle Local Plan 2001-2016 could be saved. Until replaced, these saved policies remain part of the Development Plan, to the extent that they are consistent with the Framework. A schedule showing which Local Plan policies are to be replaced by a policy, or policies, in the Core Strategy is set out in Appendix C.

3 Statutory means that it is required by Government legislation.

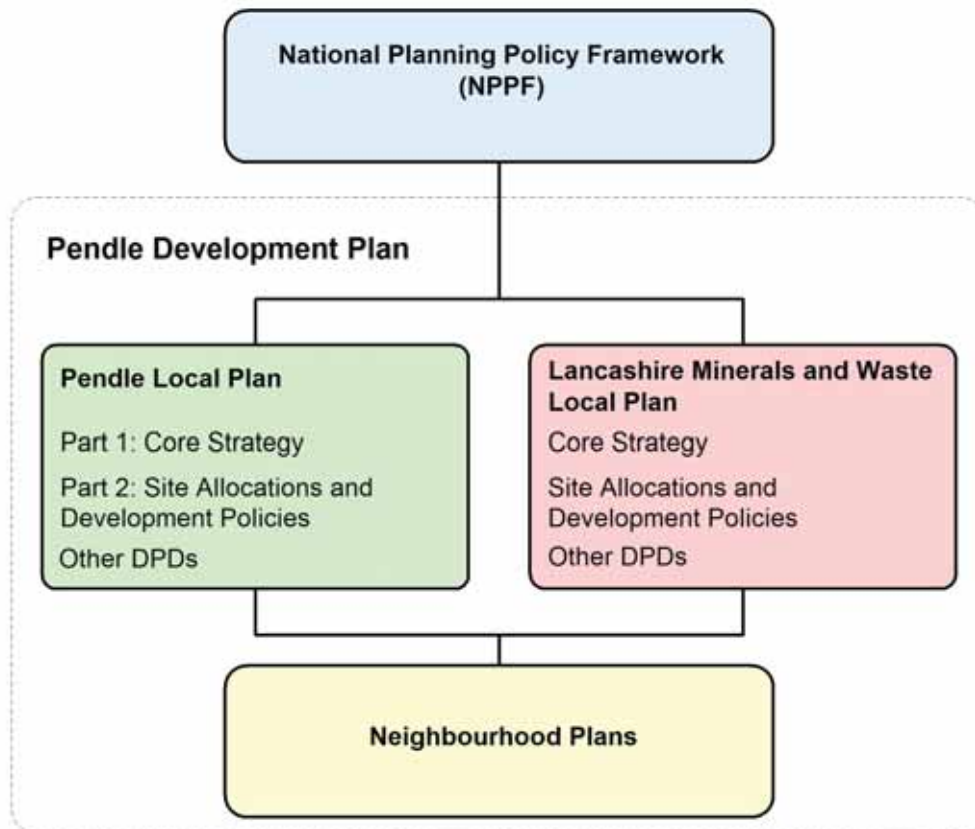
4 Section 38(6) of the Planning & Compulsory Purchase Act 2004.

5 Department for Communities and Local Government (2012) National Planning Policy Framework. London, TSO.



## 2 About the Core Strategy

Figure 2.1 The Statutory Development Plan



### Using the Development Plan

All planning applications in Pendle are judged against the policies in the statutory Development Plan. In Pendle this contains documents from the Pendle Local Plan and the Joint Lancashire Minerals and Waste Local Plan.

In the future it may also contain one or more Neighbourhood Plans prepared by local communities to establish general planning policies for the development and use of land in all, or part, of their area.

The policies in these development plan documents (DPDs) are mutually supportive and should not be read in isolation.

Furthermore emerging DPDs, neighbourhood plans and supplementary planning documents (SPDs)<sup>(6)</sup> will expand on some of the objectives and policies in these key documents.

6 Supplementary planning documents do not form part of the Development Plan, but add further detail to policies in the Local Plan.

## About the Core Strategy 2

### What Does It Tell Me?

- 2.6** The Core Strategy is a strategic document, which will guide development and growth in Pendle from 2011 to 2030, by setting out:
1. The amount of development that will be required over the plan period and the broad areas in which this development should take place; in particular:
    - WHAT we want to see
    - WHERE it should be located
    - HOW much is needed
    - WHEN it is required
    - WHO will make it happen
  2. The strategic policies that will guide development towards the most sustainable locations and those which address issues of widespread concern such as climate change; protection of the environment and good design.
  3. Any strategic sites that are necessary to demonstrate that the policies in the plan are deliverable.

The Core Strategy does not:

- Identify site-specific allocations for development or set out policies for individual sites; except for the two strategic sites. These will be addressed in the Pendle Local Plan Part 2: Site Allocations and Development Policies (see below) and any Area Action Plan DPDs or Neighbourhood Plans that are prepared;
- Provide highly detailed planning policies. Its role is limited to setting out strategic planning guidance and principles for development and growth across the Borough. Where justified, more detailed planning policies will be provided in Pendle Local Plan Part 2: Site Allocations and Development Policies and any supplementary planning documents (SPDs).

### **Pendle Local Plan Part 2: Site Allocations and Development Policies**

Consultations on this document ran in parallel with the Core Strategy up to the Issues and Options stage, and two 'Call for Sites' public consultations were held in 2008 and 2010.

The final document will:

1. Identify those sites that are considered to be best placed to help deliver the strategic objectives set out in the Core Strategy, and their proposed use.
2. Establish the boundaries for areas where development will be resisted, or required to meet higher standards of design.
3. Set out detailed development management policies, which will be used to inform day-to-day decisions on planning applications.

A review of the continued validity of the following planning designations, established in the Replacement Pendle Local Plan (2001-2016), will be an integral element of future public consultations on this document:

- Settlement Boundaries (Policy 1)
- Protected Areas (Policy 3A)
- Sites of Settlement Character (Policy 12)
- Housing Land Allocations (Policies 17 and 18)
- Protected Employment Areas (Policy 22)
- Employment Land Allocations (Policy 23)



## 2 About the Core Strategy

- Town Centre Boundaries (Policy 25)
- Primary, Secondary and Local Shopping Frontages (Policy 26)
- Retail Land Allocations (Policy 27)
- Protected Car Parks (Policy 31)

Although the Core Strategy has identified exceptional circumstances<sup>(7)</sup> for the release of Green Belt land to provide a Strategic Employment Site (Policy WRK3) the general extent of the Lancashire Green Belt is to be maintained. A detailed review of Green Belt boundaries around settlements in Pendle will be carried out as part of the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies.

The objectives of many other designations are supported by planning policies (e.g. Areas of Outstanding Natural Beauty, Sites of Special Scientific Interest and Biological Heritage Sites, conservation areas etc.), but their boundaries are not established through planning policy.

### Joint Lancashire Minerals and Waste Local Plan

- 2.7** Lancashire County Council has the responsibility for identifying sites and preparing policies relating to minerals and waste development in the county. Whilst these matters are not dealt with in detail by the Pendle Core Strategy, Policy ENV1 makes reference to the need for applicants to consider the potential impact that their proposed development may have on the sterilisation of mineral resources and Policy ENV6 addresses waste management and encourages the use of recycled materials.
- 2.8** Two strategic development sites have been identified in the Core Strategy. These have been assessed against the Joint Lancashire Minerals and Waste Local Plan. The methodology used to select sites for allocation in Pendle Local Plan Part 2: Site Allocations and Development Policies will consider the need to avoid the unnecessary sterilisation of mineral resources. Relevant policies in this document also indicate the need for applicants to refer to Policy M2 and the Policies Map in the Joint Lancashire Minerals and Waste Site Allocations and Development Management Policies DPD, in order to identify the extent of Mineral Safeguarding Areas in the borough.

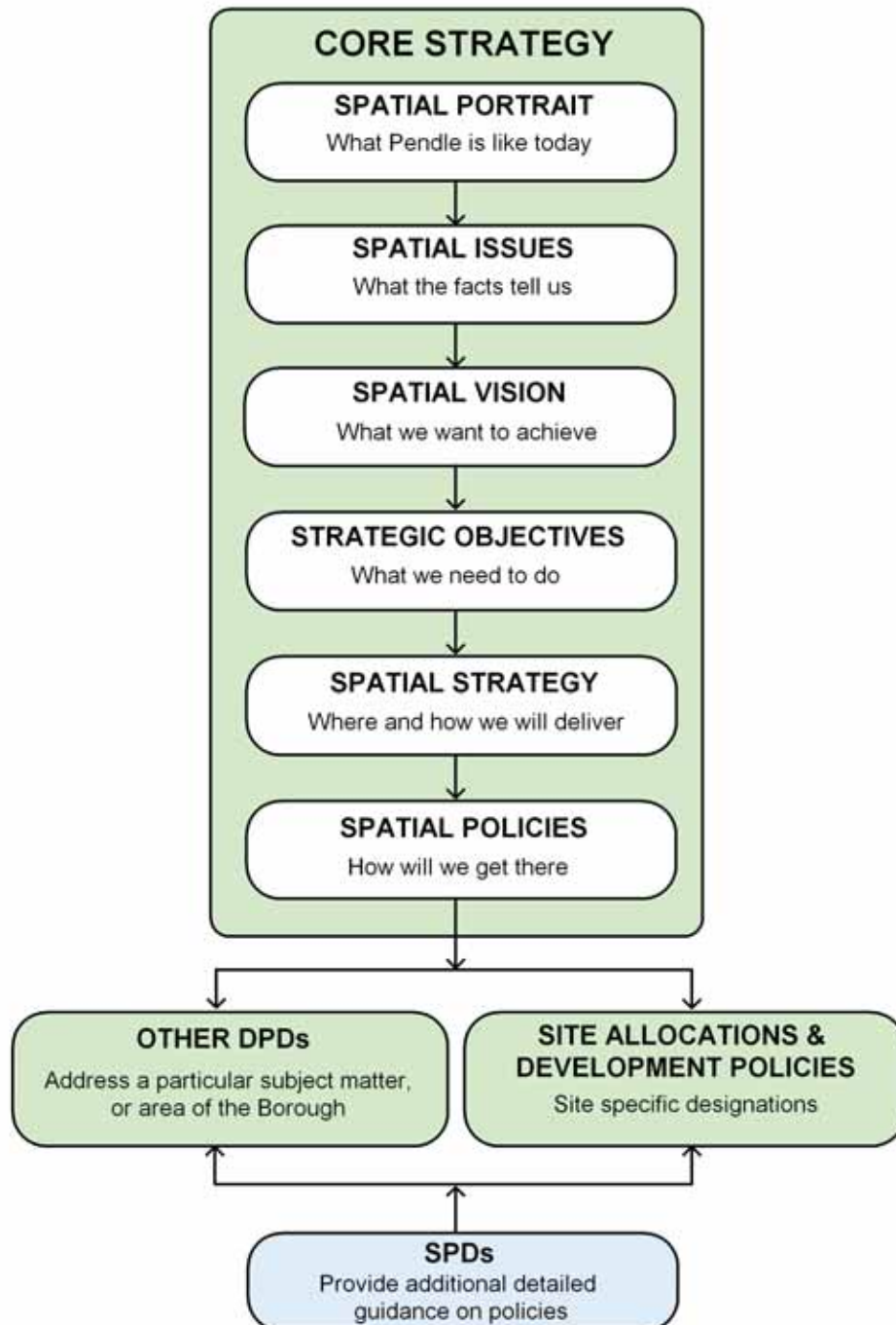
### Structure of the Core Strategy

- 2.9** The Core Strategy (Figure 2.2) begins by providing an overview of how Pendle is today. The spatial portrait highlights the key spatial issues we need to address if Pendle is to become “a better place to live, learn, work, play and visit”.
- 2.10** Having considered where we are now, we need to decide what we want Pendle to be like in the future so that we can decide what action needs to be taken.
- 2.11** The spatial vision sets out what we want Pendle to be like at the end of the plan period (i.e. by 2030). It is the starting point for the strategy, expanding on the vision in the Sustainable Community Strategy (SCS) by considering the role of our individual communities and how they function together. It is based on up-to-date evidence and, within the overall framework of national planning policy, responds to local challenges and opportunities, providing a sense of local distinctiveness and reflecting community objectives.
- 2.12** Eleven strategic objectives have helped to guide the preparation of the spatial strategy, which shows how certain types of development will be prioritised or resisted in different parts of the Borough. The strategy forms the basis for the detailed spatial policies we will use to help deliver our strategic objectives and the physical changes that these will deliver across Pendle are illustrated on the Key Diagram (Chapter 6).

7 National Planning Policy Framework (paragraph 83).

## About the Core Strategy 2

Figure 2.2 Structure of the Core Strategy



### How Has It Been Prepared?

- 2.13** The Government requires all Local Plan documents to be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics of the area, and that they take full account of relevant market and economic signals.<sup>(8)</sup>
- 2.14** As the Key Diagram (Chapter 6) shows, the policies in the Core Strategy will have far reaching effects. As such they are based on a thorough assessment of all the reasonable alternatives. The evidence to support this assessment and the choices made by the plan has been obtained through:

## 2 About the Core Strategy

early and ongoing engagement with the local community, a Sustainability Appraisal process, cooperation with other councils and statutory bodies; the analysis of published information and additional research.

### Engagement with the Local Community

- 2.15** To be effective our policies must be based on a thorough understanding of the needs, opportunities and constraints in the Pendle area. To achieve this we engaged with the local community at the earliest opportunity, and worked closely with neighbourhoods, local organisations and businesses to co-ordinate their activities and meet agreed objectives.
- 2.16** This document is the product of extensive engagement with members of the public together with private and public sector organisations who are active in the area.<sup>(9)</sup>
- 2.17** To ensure that our spatial strategy and policies are appropriate and locally distinctive they have been shaped by six rounds of public consultation.<sup>(10)</sup>
1. Summer 2007 - the 'You Choose' campaign was a joint consultation with those preparing the Sustainable Community Strategy, which sought to identify the main issues of concern to the people of Pendle.
  2. Summer 2008 - the Issues and Options Report built on the findings of the You Choose campaign, by highlighting the key spatial issues facing Pendle. Your comments on this document helped us to identify the best ways to address these issues.
  3. Autumn 2011 - the Preferred Options Report illustrated what we believed to be the most appropriate strategy when considered against all the reasonable alternatives identified at the Issues and Options stage.
  4. Autumn 2012 - the Publication Report set-out what the Council considered to be the final version of its strategy for managing development and growth in Pendle over the next 15 years.<sup>(11)</sup>
  5. Spring 2014 - the Further Options Report provided an opportunity to consider new requirements for housing and employment land - identified through an update of the evidence base, along with the allocation of strategic sites to help facilitate delivery.
  6. Autumn 2014 - the Pre-Submission Report provided an opportunity for interested parties to comment, on what the Council considered to be the final version of the plan, prior to its independent examination.
- 2.18** The introduction of the Localism Act in November 2011 placed a Duty to Co-operate on planning issues that cross administrative boundaries and to carry out joint working on areas of common interest; a requirement that is reinforced in the Framework.<sup>(12)(13)</sup> Pendle Council has worked closely with neighbouring authorities and other bodies, such as utility providers, to prepare evidence and ensure that any local or cross-boundary impacts have been fully considered. As far as possible, the Core Strategy reflects a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any plans that have been made in neighbouring authorities.

9 Full details of the consultation process for the Core Strategy can be found in the accompanying Consultation Statement.

10 Each of these public consultations was carried out in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012 (previously The Town and Country Planning (Local Development) (England) Regulations 2004, as amended).

11 Pendle Council subsequently commissioned updates to the evidence base for housing and employment. The decision to include two strategic sites meant that it was necessary to take a step back to the 'options stage'.

12 HM Government (2011) Localism Act. London, TSO. (Section 21).

13 Department for Communities and Local Government (2012) National Planning Policy Framework. London, TSO. (Paragraphs 178-181 inclusive).

## About the Core Strategy 2

### Evidence Base

- 2.19** An up-to-date evidence base, providing information on the key social, economic and environmental characteristics of the area, helps to confirm that people's perceptions of the area are correct, whilst statistical projections help to identify possible future requirements.
- 2.20** The Framework states that the evidence base should be proportionate to the job being undertaken by the plan and relevant to the place in question.<sup>(14)</sup> To address any significant gaps in the evidence available to us, new studies have been carried out either in-house by officers of Pendle Council or, where specialist knowledge has been required, commissioned from external consultants.
- 2.21** Given the strategic and complex nature of the issues addressed by policies in the Core Strategy, and their potential to affect areas beyond the borough boundary, the supporting evidence is, out of necessity, extensive and comprehensive.

### Key Linkages

- 2.22** To ensure that our strategic objectives and policies are both realistic, and deliverable, within the lifetime of the plan, we have taken into account the strategies, action plans and delivery programmes of the many organisations that are active in the Pendle area. In particular, we have been proactive in articulating our aspirations for economic growth across Pennine Lancashire with the Lancashire Enterprise Partnership (LEP).
- 2.23** Pendle's Sustainable Community Strategy (SCS) provides the current vision for the future of the borough. The objectives and policies in the Core Strategy flow directly from this strategic document, so it also helps to deliver many of the county-wide targets established in Ambition Lancashire.<sup>(15)</sup>
- 2.24** The priorities set out in the SCS and the Council's Strategic Plan are used to focus action and measure performance locally. The Core Strategy helps to deliver the targets set out in these key documents, which are underpinned by two sub-regional documents: The Pennine Lancashire Economic Strategy 2009-2020 and the Pennine Lancashire Housing Strategy 2009-2029. The Core Strategy also provides the policy base for delivery of the economic priorities established in the annual LEP Growth Plan for Pendle.
- 2.25** To help measure performance, meet agreed objectives over the plan period and co-ordinate the spatial activities of the many agencies and organisations operating in the Pendle area, a monitoring and delivery schedule follows each policy. In addition, the table in Appendix A identifies those infrastructure projects that will need to go ahead if we are to successfully deliver our spatial vision for Pendle. Up-to-date information on these and a number of other important infrastructure projects is presented in Appendix 1 of the Pendle Infrastructure Strategy. This delivery schedule, which is reviewed in the annual Authority's Monitoring Report, identifies the following information:
- Name and location of the project
  - Strategic objectives addressed
  - Cost of implementation
  - Sources of funding
  - Delivery and management partners
  - Anticipated timescales
  - Risks should the project not be delivered (including those for the Core Strategy)

14 Department for Communities and Local Government (2012) National Planning Policy Framework. London, TSO.

15 Ambition Lancashire is the Sustainable Community Strategy for Lancashire.

## 2 About the Core Strategy

### Sustainability Appraisal

- 2.26** The sustainability appraisal process assesses the likely significant environmental, economic and social effects of each policy, both individually and in combination.<sup>(16)</sup> The process is proportionate to the plan and does not repeat the appraisal of higher level policy.
- 2.27** The accompanying Sustainability Appraisal (SA) Report performs a key role in providing a sound evidence base for the plan and is an integral part of the plan making process. It informs the evaluation of alternatives and demonstrates to the public that the plan represents the most appropriate combination of all the reasonable alternatives that were considered.
- 2.28** A Habitat Regulations Assessment (HRA) Screening Report has tested whether any impacts arising from the implementation of the plan are likely to have a significant effect on an international or European site of nature conservation importance (Natura 2000 or 'N2K' sites). The HRA considers the need for the process known as Appropriate Assessment, required by Articles 6(3) and 6(4) of the Habitats Directive 92/43/EEC (November, 2001), to ensure that any adverse impacts on the integrity of any of these sites are properly addressed.

### How to use the Core Strategy

- 2.29** As noted above (Using the Development Plan) the Core Strategy should be read alongside those documents that form part of the statutory Development Plan for Pendle and any Supplementary Planning Documents that provide additional information on the interpretation of a policy within one of these documents. The key linkages are highlighted at the end of each policy.
- 2.30** For ease of use the layout of each policy in the Core Strategy follows the same format, as described in the table below:

Heading	Description
<b>Introduction</b>	Establishes the overall purpose of the policy.
<b>Context</b>	Sets the scene by providing a brief description of the existing situation in Pendle, highlighting any spatial issues that have influenced the drawing-up of the policy. It highlights the relevant requirements of the Framework and provides the baseline against which the effectiveness of the plan will be assessed.
<b>Strategy</b>	Outlines how the policy will be implemented, in order to help achieve the spatial vision by the end of the plan period.
<b>Policy</b>	Sets out the key criteria against which all applications for planning permission will be assessed.
<b>Monitoring and Delivery</b>	<p>Provides the basis for a comprehensive monitoring framework, which will be used to gauge the effectiveness of the plan throughout its lifetime.</p> <p>A number of targets are identified, to help determine the contribution that individual policies are making towards the overall delivery of the plans spatial objectives.</p> <p>Those organisations that are responsible for the new development or services that are essential for delivery of the plan are highlighted; as are the ways in the planning process or the activities of these partner organisations will contribute towards the achievement of the desired future outcome for Pendle.</p> <p>Finally the key linkages with national planning policy and the action plans or strategies of partner organisations are highlighted.</p>

<sup>16</sup> As required by S19(5) of the Planning and Compulsory Purchase Act 2004, fully incorporates the requirements of the European Directive on Strategic Environmental Assessment.



## Our Spatial Issues: Pendle Today 3

## 3 Our Spatial Issues: Pendle Today

### Introduction

- 3.1** This chapter, which is in two parts, sets the scene for all that follows. The first part A Portrait of Pendle highlights the main characteristics of the area. The second part Our Spatial Issues draws out the key areas where planning can make a positive contribution to realising our aspiration of achieving a better future for Pendle.

### A Portrait of Pendle

- 3.2** This section summarises the main features of the area in terms of its geography, social and cultural characteristics, economy, environment, and patterns of movement, providing a snapshot of what it is like to live in the borough today.

### Where is Pendle?

- 3.3** The Borough of Pendle is situated in north-west England on the border between Lancashire and Yorkshire. A product of local government reorganisation in 1974, it is one of twelve district councils in the county of Lancashire. Together with Blackburn-with-Darwen, Burnley, Hyndburn and Rossendale it forms part of the Pennine Lancashire sub-region.

Figure 3.1 Neighbouring Authorities



## 3 Our Spatial Issues: Pendle Today

- 3.4** To the west and south, Pendle shares its border with the Lancashire districts of Ribble Valley and Burnley. To the southeast Calderdale and Bradford are both part of West Yorkshire, whilst to the north and east lies Craven which is in North Yorkshire (Figure 3.1).

### What is Pendle like?

#### Geography

- 3.5** The Borough of Pendle covers an area of 169.4 km<sup>2</sup> and has a population of 89,452 giving it an overall population density of 528 persons per km<sup>2</sup>.<sup>(17)</sup> It is made up of 20 electoral wards, represented by 49 councillors, and 57 Lower-layer Super Output Areas (LSOA).<sup>(18)</sup> It also has four town and 15 parish councils.

**Figure 3.2 The Borough of Pendle**



- 3.6** The borough takes its name from the imposing Pendle Hill, which rises high above a rich and varied landscape that offers one of the lowest crossings of the Pennine watershed. The area has been an important gateway between Lancashire and Yorkshire for several generations. The Leeds and Liverpool Canal carved its way across the landscape in the late 18th century, closely followed by the turnpike roads and railway.
- 3.7** Good communications and the availability of natural resources were the catalyst for a period of rapid industrial and urban growth in the late 19th century. Fuelled by the rise of cotton weaving the area was transformed almost overnight, as textile mills and terraced housing for their workers began to dominate the skyline. Over the course of the century the population of the area grew from 10,000 to over 70,000 as small villages rapidly evolved into industrial towns.
- 3.8** Today two-thirds of the population is concentrated in four contiguous settlements - Nelson, Colne, Brierfield and Barrowford – situated in the south of the borough. This densely populated urban area extends 8km north-east from the boundary with neighbouring Burnley, creating an extended urban area that has a combined population of almost 150,000 - comparable in size with Oxford, Cambridge or Peterborough.

<sup>17</sup> The population figures in this section are taken from the 2011 Census of Population (ONS, 2011). They use 'best fit' data for Lower Super Output Areas and do not correspond exactly with figures used in the Burnley & Pendle Strategic Housing Market Assessment, which uses 'best fit' data for Post Code areas.

<sup>18</sup> LSOAs are a statistical area with a specified minimum population of approximately 400 households or 1,500 people. As they are consistent in size and have reasonably static boundaries they are better than wards when comparing data over time. However, it is important to note that statistical data, particularly where it is based on samples, is less reliable at smaller geographies such as wards or LSOAs.



## Our Spatial Issues: Pendle Today 3

- 3.9** To the north, the market town of Barnoldswick and Earby are the largest settlements in West Craven. Until 1974 this largely rural area formed part of the historic West Riding of Yorkshire, and its people still have a strong affinity with the White Rose County. The local geography arguably has more in common with the Yorkshire Dales than Pennine Lancashire. With the exception of Stocks Beck and its tributaries, streams and rivers drain east towards the Humber and the North Sea rather than west towards the Ribble estuary. However, the area's economic ties have always been inextricably linked with the Red Rose County.
- 3.10** Between the towns of the M65 Corridor and West Craven widely dispersed villages and hamlets, of varying size and importance, occupy the rolling countryside which offers a gentle transition to the heather clad moorlands above.
- 3.11** It is evident that there are three clearly identifiable spatial areas in Pendle, each with its own distinctive characteristics and unique opportunities.
1. The M65 Corridor – Nelson, Colne, Brierfield and Barrowford.
  2. West Craven Towns – Barnoldswick and Earby.
  3. Rural Pendle – 16 villages and hamlets, 13 with a defined settlement boundary.
- 3.12** Historically the area has clearly undergone some dramatic changes. But in the immediate future this pace of change is likely to increase, as we respond to meet the challenges ahead. Our chosen strategy influences the contribution that each of our spatial areas can reasonably be expected to make, in helping to meet future development needs. In doing so, the requirements of individual settlements and the interactions between them have been carefully considered in planning a future for Pendle that is both fully inclusive and meets people's aspirations.
- 3.13** Finally, looking beyond the borough boundary, Pendle has a key role to play in the economic success of the North West, and in particular the Pennine Lancashire sub-region. Pendle has genuine strengths on which to build. Advanced engineering businesses, many serving the locally important aerospace industry, operate at the cutting edge of new technology, and are a source of high value employment. The quality of the natural environment and elements of our built heritage are key drivers behind the recent growth of tourism, which has done much to improve the area's image.

### Towns and Villages

- 3.14** As a result of rapid, rather than planned growth, in the late 19th century, many of the former textile towns across Pennine Lancashire exhibit similar characteristics and face the same issues. Employment remains highly dependent on the manufacturing sector, and wage levels remain below the national average. The inner urban areas are densely populated, dominated by older terraced properties which subdue average house prices and contribute to high rates of unfit housing. These factors help to account for the relatively slow rate of population growth in recent years and the emergence of pockets of severe deprivation and localised health issues. Although each of our towns benefits from areas of formal parkland, access to informal green space is limited in many inner urban neighbourhoods.
- 3.15** Nelson (29,135), the largest town in Pendle and its administrative centre, didn't officially exist until 1864. Its population doubled in size between 1881 (16,725) and 1891 (31,339) and by 1911 it had increased still further to 39,479 when its compact urban form was complete. The appearance of the town changed little until the late-1960s. Former textile mills and the utilitarian terraced housing built to house their workers surround the town centre. There are no clearly identifiable suburbs, merely pockets of more modern housing with gardens. The result is that in places high wealth and poverty sit almost side-by-side.
- 3.16** The arrival of the M65 motorway in the early-1980s heralded a new industrial revolution and the Lomeshaye Industrial Estate, alongside Junction 12, expanded rapidly to become the town's major employment location. Today it extends to over 40 hectares and is home to more than 120 businesses

### 3 Our Spatial Issues: Pendle Today

employing approximately 4,000 people on the estate. At the heart of the town centre stands the Pendle Rise (Arndale) Shopping centre, which was constructed in the late-1960s. The Nelson Town Centre Masterplan, published in 2006, seeks to reverse the declining fortunes of the town centre.<sup>(19)</sup> The bus-rail interchange, Arts, Cultural and Enterprise (ACE) Centre and Number One Market Street office development represent the first stages of this ambitious scheme to regenerate the town centre, its retail offer and important civic quarter.<sup>(20)</sup>

- 3.17** The small town of Brierfield (9,031) like its larger neighbour expanded rapidly in the late 19th century alongside the growth of the cotton industry. Former textile mills line the banks of the Leeds and Liverpool Canal immediately west of the town centre. Lob Lane Mill and Hollin Bank Mill have been converted to residential and retail uses since the turn of the century. Manufacturing at the imposing Brierfield Mills, which dominates views of the town from the open countryside to north, ceased in 2006. Situated alongside the town's railway station, and with direct access to Junction 12 on the M65 motorway, the site has great development potential. Acquired by Pendle Council in 2011 and leased to its redevelopment partner Pendle Enterprise and Regeneration Limited (PEARL), an international design competition has mapped out an exciting future for this multi-storey Grade II Listed building.
- 3.18** Much of the terraced housing surrounding the town centre was in poor condition. But, recent developments have supplemented the much sought after semi-detached and detached homes built in Reedley during the mid-1960s, which blurred the distinction between Brierfield and neighbouring Burnley to the south.
- 3.19** Immediately north-east of Nelson, the ancient market town of Colne (16,096) is the oldest settlement of any size in Pendle. Lying at the head of the 'Calder Valley' just 5km from the border with West Yorkshire, it has been an important gateway for many years. The town centre and medieval church sit atop a prominent ridge, separating the North Valley from the South Valley. The town centre retains a high proportion of independent retailers and the large number of quality restaurants lining the high street and a small number of well used theatres make this attractive town a popular night-time destination. On the western edge of the town Alkincoats is the town's largest park. Like the more informal Ballgrove Country Park to the east, it is a popular starting point for walks into the open countryside.
- 3.20** At the foot of the high street, the railway station is the terminus for services on the East Lancashire Line, following the closure of the route to Skipton in 1970. Although the A56 passes through the centre of town, the vast majority of traffic travelling beyond the end of the M65 motorway, into North and West Yorkshire, passes along the North Valley on the busy A6068.
- 3.21** As the cotton industry grew in importance in the latter part of the 19th century, the town extended down the steep sides of the ridge and industry took over the North and South valleys. Today the White Walls Industrial Estate, close to Junction 14 on the M65 motorway, is the town's major employment area. The site covers almost 22 hectares and 2,000 people are employed by the 24 businesses on the estate. The Boundary Mill Stores factory outlet, also accessed off Junction 14, is the largest of its kind in the UK and provides jobs for almost 700 people, making the company the borough's largest employer.
- 3.22** Barrowford (5,043) is a large linear settlement sitting astride the busy A682, the original turnpike road into Yorkshire. It has been a centre for textile production since at least the 16th century and by the middle of the 19th century was second only to Colne in terms of population. Although now separated by the motorway from the industrial towns to the south, Barrowford retains strong links with both these and the rural villages of Pendleside to the north. It is renowned throughout the North West for the designer boutiques that line either side of the main road.

19 Building Design Partnership (2006) Nelson Town Centre Masterplan. Nelson, Pendle Borough Council. [online]. Available from: [http://www.pendle.gov.uk/downloads/file/1287/nelson\\_town\\_centre\\_masterplan](http://www.pendle.gov.uk/downloads/file/1287/nelson_town_centre_masterplan) [Accessed 12th June 2014]

20 The ACE Centre opened in 2009. It provides residents with a new multi-purpose town centre venue, which includes a cinema, theatre, conference facilities, business centre and bistro.

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- 3.23** Completed in the mid-1950s the council estate at Oaklands Farm was the first of many new housing developments in Barrowford. Further estates sprung-up at Lupton Drive, Appleby Drive and Stone Edge in the 1970's followed by developments at Wheatley Springs and Park Avenue in the late 1980's. Together with Higherford and Carr Hall the village now has 2,325 households, but still offers opportunities for further growth.
- 3.24** As its name suggests, the origins of Barrowford are based on its historic importance as a river crossing. Pendle Water flows through the centre of the village, and has flooded with catastrophic results, on a number of occasions in the past.<sup>(21)</sup> A £4 million flood alleviation scheme, completed in 2006, offers protection to almost 500 homes and 18,000m<sup>2</sup> of business space.
- 3.25** Barnoldswick (9,655) is the largest town in England not situated on a major (A Class) road. Although a two mile link to the A56 was constructed in 1935, the town remains somewhat isolated. Almost three quarters of all journeys into Barnoldswick are from within Pennine Lancashire, the majority originating in the towns of Earby, Nelson, Colne and Burnley. This can be largely attributed to the fact that the town is home to several major employers, notably a large Rolls-Royce fan blade manufacturing facility.
- 3.26** The small town of Earby (3,123) lies just 3km east of Barnoldswick, alongside the busy A56. Until the mid-1960s passengers on the Colne to Skipton railway line changed at Earby for Barnoldswick. The branch closed in 1965 followed by the main line in 1970. With no direct rail or road connection to its larger neighbour, Earby retains a range of shops and services befitting a town that serves a much wider catchment, including the nearby villages of Sough and Kelbrook. The historic centre of town lies just off of the main road, close to the stream which powered the textile mills that brought prosperity to the area. To the north of the town the recently established West Craven Business Park has attracted new investment and a significant number of jobs into the area.
- 3.27** Beyond the urban areas, the villages and hamlets of rural Pendle are home to over 17,000 people, although the population density is very low at only 133 people per square kilometre. The majority reside in three larger villages centred on former textile mills at Foulridge, Fence and Trawden. In the smaller settlements farming remains the primary focus of day-to-day life although tourism is increasingly important.

### Population

- 3.28** Whilst the age structure of the population is broadly similar to both the regional and national averages, the authority has a tendency towards a younger population and fewer people of pensionable age. Overall the population has a relatively young profile, with birth rates in the borough having increased steadily over a number of years.
- 3.29** The age profile in the M65 Corridor is noticeably younger than the rest of the borough, with 34.2% under the age of 25, and almost two-thirds of these aged under 15. This has placed increasing pressure on the education system in certain areas and the need to provide new primary schools is already being addressed.
- 3.30** The ethnic mix of the population is similar to other authorities in Pennine Lancashire, but there is a wide variation in its distribution. In 2011 the majority ethnic group was White (79.9%); substantially lower than the comparable figure for England (85.4). There is a significant Black and Minority Ethnic (BME) population (17.1%), but it is not evenly distributed across the borough. Most of the local BME community are of Pakistani origin and live in just seven wards in Nelson and Brierfield, accounting for 74.4% of all residents in the Whitefield ward.<sup>(22)</sup>

21 Major floods affected housing near Clough Springs and along the main street through Barrowford most notably in 1967 and more recently in 1992 and 2000.

22 Office for National Statistics (2011) Census of Population. [online]. Available from: <http://www.ons.gov.uk/ons/guide-method/census/2011/index.html> [Accessed 12th June 2014].

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- 3.31** An influx of males aged between 18 and 34 from Poland, Lithuania and Slovakia occurred post 2004, when eight Eastern European nations joined the European Union.<sup>(23)</sup> Many took up low paid employment and chose to live in rented accommodation close to the centre of Nelson. Since 2008 many of these economic migrants have left the area when sterling lost value against the Euro.<sup>(24)</sup>
- 3.32** The latest internal migration figures show that the number of people moving away from Pendle continues to be higher than the number of people moving into the borough, particularly in the age groups for children (0-15) and young people (16-24). Population decline has been most severe in the inner urban wards of Nelson, Colne and Brierfield.<sup>(25)</sup>
- 3.33** The 2012-based Sub-National Population Projections (SNPP), estimate that the population of Pendle will increase from 89,600 in 2011 to 93,500 by the end of the plan period (2030). Over this same period the population above retirement age in Pendle is expected to rise significantly from around 19% of the total population to over 25%, whilst the proportion under the age of 16 is expected to remain relatively static at around 20% of the total population.

### Housing and households

- 3.34** Household growth increased faster than population growth, at a rate of 11.7% (equivalent to 3,985 households) between 1991 and 2011. In 2012, Pendle had 37,576 household spaces, a figure that is expected to increase to 42,408 by 2037.<sup>(26)</sup>
- 3.35** Of the 37,348 household spaces that were occupied in 2011, one-third were single person households and half of those were occupied by pensioners.<sup>(27)</sup> It is estimated that there are somewhere between 300 and 400 overcrowded dwellings across the borough. Population density in the M65 Corridor is more than four times the borough average, reflecting the dominance of terraced housing within the inner urban areas. Almost 3% of households in Pendle contain more than six people; more than double the regional and national average of just 1.4%. In Whitefield, Nelson 90% of the housing stock is terraced, but nearly one-third of all households contain five or more people, compared to just 6.8% nationally.<sup>(28)</sup>
- 3.36** In 2006 average house prices exceeded £100,000, but in 2013 it was once again possible to purchase properties for under £50,000 in parts of Nelson and Brierfield. The Burnley and Pendle Strategic Housing Market Assessment (2013) indicates that there is a shortage of affordable housing in the borough. This is a particular concern in the M65 Corridor where the average household income is significantly below that in the remainder of the Borough.<sup>(29)</sup>

23 Approximately 2,800 Eastern European migrants are estimated to have entered Pennine Lancashire between 2004 and 2006, although only 60% are thought to have registered due to a lack of incentives. Of these just under 400 moved to Pendle. Source: Home Office (2006) Worker Registration Scheme. London: Home Office.

24 A total of 874 international migrants are estimated to have entered Pendle between 2006 and 2010, falling steadily from a high of 346 in 2006 to just 52 in 2010. Source: Office for National Statistics (2011) Improved Methodology for Estimating Immigration to Local Authorities in England and Wales. Table A: Indicative Local Authority Immigration Impacts by Year (mid-2006 to mid-2010). [online]. Available from: <http://www.ons.gov.uk/ons/guide-method/method-quality/imps/improvements-to-local-authority-immigration-estimates/index.html> [Accessed 12th June 2014]

25 Office for National Statistics (2013) Internal Migration by Local Authorities in England and Wales. [online]. Available from: <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-314026> [Accessed 12th June 2014].

26 Department for Communities and Local Government (2015) Household Projections to 2037. [online]. Available through: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> [Accessed 10th December 2015].

27 Office for National Statistics (2011) Census of Population. [online]. Available from: <http://www.ons.gov.uk/ons/guide-method/census/2011/index.html> [Accessed 12th June 2014].

28 [CPC Project Services LLP (2009) Private Sector House Condition Survey 2009. Nelson: Pendle Borough Council.

29 Nathaniel Lichfield & Partners (2013) Burnley and Pendle Strategic Housing Market Assessment. Nelson: Pendle Council. [online]. Available from: <http://www.pendle.gov.uk/shma> [Accessed 12th June 2014].



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- 3.37** Access to affordable and decent housing is the fourth most important concern for local residents.<sup>(30)</sup> Whilst significant regeneration has taken place, a major part of the area's physical infrastructure continues to date from the Victorian era; and this is particularly true for housing. Over half of the local housing stock (54%) was built before 1919, more than twice the national average and most of this stock is in the private rented sector (87%).<sup>(31)</sup>
- 3.38** Terraced housing accounts for 56.1% of the total housing stock, compared to only 24.5% in England<sup>(32)</sup> This limits the choice of housing types across the borough, but particularly in the inner urban areas, which are dominated by street upon street of small terraced houses, many without gardens. With the exception of some excellent municipal parks, the lack of trees and green spaces is a feature of our inner urban areas.
- 3.39** Of all the Lancashire districts, Pendle has the highest proportion of its housing stock (62.1%) in the lowest council tax band (Category A).<sup>(33)</sup> For a number of years it has recorded average house prices well below the county and national averages, which may help to explain why three-quarters of all homes are owner occupied.<sup>(34)</sup>
- 3.40** In 2008 long-term vacancy rates were as high as 10% in some inner urban areas and almost 7% of all homes were vacant, the second highest figure for any local authority in England and Wales.<sup>(35)</sup> Over the last five years targeted action by the Council has seen the number of empty properties in the borough fall by 30% from over 2,000 to 1,400 and the proportion of long-term empty properties now stands at just 3.53%, below the national average of 3.7%.
- 3.41** The Pendle House Condition Survey completed in 2009 revealed that of the 39,670 dwellings in the borough, 36.3% fail the Decent Homes Standard and that according to the Housing Health and Safety Rating System, 22.1% contain a Category 1 hazard.<sup>(36)</sup> The overall level of satisfaction with the home as a place to live was 82.8%, but this was much lower in the private rented sector where almost one-quarter were dissatisfied with their homes.<sup>(37)</sup>
- 3.42** The profile of the rented stock differs markedly from the national profile with private rented housing (18.1%) significantly higher than the national average (11.0%) and the overall proportion of social rented housing is significantly lower at 11.9% compared to 18.0%.<sup>(38)</sup> To access affordable housing it is highly likely that newly forming households seeking rented accommodation will have to turn to the private rented sector rather than social landlords.
- 3.43** Older homes, which dominate the private rented sector, tend to have a lower energy efficiency rating. This means that households in the lower income brackets are most susceptible to fuel poverty, as they are likely to pay a greater proportion of their income on fuel and keeping warm.<sup>(39)</sup> With 15% of all households considered to be in fuel poverty, compared to the county, regional and

30 Pendle Borough Council and NHS East Lancashire (2011) Pendle Perception Survey 2011. [online]. Available from: <http://www.feedbackonline.org.uk/consultation/3966/> [Accessed 27th June 2012].

31 CPC Project Services LLP (2009) Private Sector House Condition Survey 2009. Nelson: Pendle Borough Council.

32 Office for National Statistics (2011) Census of Population. [online]. Available from: <http://www.ons.gov.uk/ons/guide-method/census/2011/index.html> [Accessed 12th June 2014].

33 Valuation Office (2014) Dwelling Stock by Council Tax Band. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6118&pageid=35434&e=e> [Accessed 12th June 2014].

34 Department for Communities and Local Government (2012) Housing Statistics. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6118&pageid=35441&e=e> [Accessed 12th June 2014].

35 CPC Project Services LLP (2009) Private Sector House Condition Survey 2009. Nelson: Pendle Borough Council.

36 Property conditions are measured in terms of the effect that individual hazards may have on the health and safety of residents.

37 Pendle Borough Council and NHS East Lancashire (2011) Pendle Perception Survey 2011. [online]. Available from: <http://www.feedbackonline.org.uk/consultation/3966/> [Accessed 12th June 2014].

38 Dwelling Stock by Tenure (2013) [online]. Available from: <http://www.lancashire.gov.uk/corporate/web/?siteid=6118&pageid=35436&e=e> [Accessed 12th June 2014].

39 Fuel poverty exists where poor housing conditions, combined with low levels of income, mean that a household cannot afford sufficient warmth for health and comfort. The widely accepted definition of fuel poverty is where as household needs to spend 10% or more of its income on fuel to maintain a satisfactory heating regime.

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national (England) averages of around 10-11%, tackling this issue remains a key priority for Pendle, particularly in parts of Brierfield and Nelson, where one-quarter of all households are estimated to be in fuel poverty.<sup>(40)</sup>

- 3.44** It is evident that the problems with the local housing market are deep-seated and challenging. In 2003, to help revitalise failing housing markets in the former mill towns of Pennine Lancashire, one of just nine Housing Market Renewal (HMR) pathfinders in the country was established in the area and brought almost £50 million of Government funding to Pendle.

### Deprivation

- 3.45** Deprivation is the term given to the disadvantage that results from being in an inferior or less favourable position, when compared to others.
- 3.46** The Index of Multiple Deprivation (IMD) measures the extent of deprivation across the country by assessing indicators such as income, employment, health, education, housing and crime. In 2010, Pendle was considered to be the 41st most deprived local authority out of 326 in England. This represented a fall of three places since 2007 and 30 places since 2004, placing it just outside the worst 10% nationally.
- 3.47** The national and local indicator groups in the Index of Multiple Deprivation 2010 show that deprivation in Pendle closely aligns with the boundaries of the three spatial areas, and that deprivation is most acute in the centre of Nelson.
- 3.48** Almost one-third of the population (26,945 people) live in our most disadvantaged neighbourhoods. In Nelson, Colne and Brierfield half of all LSOAs (17 out of 34) are ranked in the worst 10% nationally. Of these, eight are ranked in the worst 5% and one in the Southfield area of Nelson is in the worst 1%. This means that one-third of the borough's population, and almost half of those in the M65 Corridor, live in areas where significant social issues need to be addressed. In contrast there are no LSOAs ranked in the worst 20% outside the urban areas of the M65 Corridor. Poverty and deprivation have a particularly significant effect on children, young people and their families, and a major impact on their aspirations, educational achievements and health.
- 3.49** The Pennine Lancashire Investment Plan seeks to address this situation by increasing prosperity across the sub-region. This involves providing a better balanced housing market; creating new employment opportunities by facilitating the growth of local businesses, encouraging inward investment and supporting new start-ups; and ensuring that education and skill provision reflects the needs of the local business community, thereby improving the links between local people and employment.

### Health and well-being

- 3.50** Pendle's health records are influenced by poor housing conditions, high levels of worklessness and low educational attainment. As such they are generally worse than their national equivalent. Of particular concern are the high level of infant deaths, the overall health of children and young people, healthy eating amongst adults, and increasing levels of deprivation in urban wards. A couple of indicators – the infant death rate and the percentage of physically active children – are amongst the worst in the country.

40 Department for Energy and Climate Change (2012) Fuel Sub Regional Statistics. [online]. Available from: [http://www.decc.gov.uk/en/content/cms/statistics/fuelpov\\_stats/regional/regional.aspx](http://www.decc.gov.uk/en/content/cms/statistics/fuelpov_stats/regional/regional.aspx) [Accessed 12th June 2014].

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- 3.51** In 2011 the total fertility rate in Pendle was 2.23 children per female (aged 15-44).<sup>(41)</sup> This is significantly higher than the county, regional and national averages of around 1.94 children per female, ranking Pendle as the 16th highest out of 326 local authorities in England.<sup>(42)</sup>
- 3.52** The incidence of low birth weights in Pendle is much higher than in neighbouring districts and the nation as a whole. The high infant mortality rate is a particular concern. Although at the local level figures can vary greatly from year to year, Pendle recorded the highest figure of all local authorities in England and Wales in four of the eight monitoring periods between 1998 and 2007 and currently ranks 6th in England. Although recent figures show an improvement, Pendle is also the only district in Lancashire where the perinatal mortality rate is significantly higher than the national rate.<sup>(43)</sup>
- 3.53** The health of children and young people in Pendle is generally worse when compared to the nation as a whole. The percentage of children who are physically active is the 8th worst in England. Childhood obesity in reception classes and Year 6 are correspondingly high. Immunisation rates for children are significantly below county, regional and national comparators and successive surveys have shown that the rate of tooth decay in children have tended to be well above the national average.<sup>(44)</sup>
- 3.54** The majority of people declaring a limiting long-term illness live within the M65 Corridor and figures for life expectancy are particularly low in several inner urban wards. Figures for life expectancy at birth for males (77.9) and females (81.7) are both below the England average (79.21 and 83.01 years respectively). Within Pendle there are also wide disparities by location with men in the least deprived wards living on average 1.6 years longer than men from the most deprived areas. The comparative figure for women is 1.4 years.<sup>(45)</sup>
- 3.55** Over the last ten years, all-cause mortality rates have fallen. The early death rate from heart disease and stroke has also fallen, but remains above the national average. There has been a significant reduction in the mortality rate from cancer since 1993/95, although figures have risen slightly since 2003 and remain higher than the comparable figure for England, but significantly below that for the North West.<sup>(46)</sup>

### Community safety

- 3.56** On a more positive note, published figures reveal that Pendle has below average crime rates for most key indicators when compared to the nation as a whole. Police reports show the reported figure for all-crimes has almost halved between 2005/06 and 2012/13, with the number of incidents reported falling from 10,630 to 5,413. More significantly there has been sustained and substantial improvement across the board on the seven key perception indicators for anti-social behaviour as measured through the Citizens Panel.<sup>(47)</sup>
- 3.57** Pendle was one of the first areas in Lancashire to move from a response to anti-social behaviour that focuses on the type to one that focuses on harm to the victim. Many people continue to highlight the fear of crime as one of their main concerns. However, the latest figures show that 81% of people feel safe during the day, although this falls to only 40% at night.<sup>(48)</sup>

41 In the most developed countries a total fertility rate, or completed family size, of about 2.10 children per woman is required to maintain long-term population levels to take account of infant mortality and the unbalanced sex ratio at birth.

42 National Health Service (2012) Total Fertility Rate. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6120&pageid=35460&e=e> [Accessed 12th June 2014].

43 The perinatal mortality rate refers to stillbirths and deaths in infants under seven days old.

44 Lancashire County Council (2013) A Profile of Outcomes for Children and Young People in Pendle. [online]. Available from: <http://www.lancashirechildrenstrust.org.uk/district/?siteid=3767&pageid=41239&e=e> [Accessed 12th June 2014].

45 Office for National Statistics (2008) Life Expectancy at Birth. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6117&pageid=35407&e=e> [Accessed 12th June 2014]

46 Association of Public Health Observatories (2013) Pendle Health Profile. [online]. Available from: <http://www.apho.org.uk/resource/item.aspx?RID=126962> [Accessed 12th June 2014].

47 Office for National Statistics (2013) Recorded Crime. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6111&pageid=35339&e=e> [Accessed 27th June 2012].

48 Pendle Borough Council and NHS East Lancashire (2011) Pendle Perception Survey 2011. [online]. Available from: <http://www.feedbackonline.org.uk/consultation/3966/> [Accessed 27th June 2012].



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### Children and young people

- 3.58** Creating a safe and healthy environment where children and young people are encouraged to enjoy themselves and achieve the best they can, will maximise the positive contribution they can make to society. In the long-term, the Government's goal is to help secure their economic well-being and eradicate child poverty.
- 3.59** Education is at the heart of this ideal. Whilst in the recent past Pendle may not have performed at the highest levels, progress is being made. There has been a steady reduction in class sizes over recent years, leading to an improvement in pupil-teacher ratios. Coupled with significant investment in new facilities – new Children's Centres have opened in Nelson, Colne and Brierfield and £52 million has been invested in new secondary schools through the Building Schools for the Future programme – the borough is now better prepared to give its children the best possible start in life.<sup>(49)</sup>
- 3.60** Levels of educational attainment in Pendle, although improving, remain well below the county and national averages. The proportion of pupils achieving 5+ GCSEs at Grades A\*-C including Maths and English fell to 48.8% in 2011/12 significantly lower than the county (59.9%) and national (59.0%) averages. The attainment gap at Key Stage 4 between boys and girls (14.7%) is greater in Pendle than across the county as a whole. The average levels of educational attainment by different ethnic groups show considerable variation, but Pakistani pupils have tended to do slightly less well in Pendle than elsewhere in the county.<sup>(50)</sup>
- 3.61** Nelson and Colne College, whose campus is situated between Nelson and Barrowford, is the main provider for post-16 education in the area – there is no grammar school or continuing sixth form centre, the nearest being in Burnley and Skipton.
- 3.62** The proportion of 16 to 18 year olds not in employment, education or training in Pendle is above the county average and the poor level of educational attainment is reflected in the qualifications of the workforce, where the number of working-age people with qualifications is falling.

### Income and employment

- 3.63** The average (median) weekly earnings for full-time employees in Pendle are consistently below the level of the North West and Great Britain. They also demonstrate a significant difference between male and female full-time employees. When considered by place of work, average (median) weekly earnings in Pendle (£383.60) are significantly below the comparable figures for the North West (£388.60) and England (£421.60).<sup>(51)</sup> Positive effects from commuter flows mean that the average wage rate for people resident in the borough are slightly higher.
- 3.64** The average (mean) household income in Pendle is just 83% of that for Great Britain (£36,000). Households with the lowest incomes are largely concentrated in the urban centres of Brierfield, Nelson and Colne. Of the 20 wards in the county with the lowest average incomes two - Bradley and Whitefield in Nelson - are in Pendle, each with average incomes of just £23-24,000 per annum. This is roughly half of that recorded for Higham-with-Pendleside (£43-44,000) which has the 20th highest figure in the county.<sup>(52)</sup> Recent research indicates that people on low incomes are significantly more likely to experience financial exclusion, be 'unbanked' and have no savings. It is estimated that a total of 19,038 people in Pendle experience income deprivation, equivalent to

49 Pendle was included in the first wave of the Government's Building Schools for the Future programme, which intends to renew or replace all secondary schools over a 10 to 15 year period. The process began in 2005/06 and new schools have already opened at Pendle Vale in Nelson and Marsden Heights in Brierfield.

50 Lancashire County Council (2013) A Profile of Outcomes for Children and Young People in Pendle. [online]. Available from: <http://www.lancashirechildrenstrust.org.uk/district/?siteid=3767&pageid=41239&e=e> [Accessed 12th June 2014].

51 Office for National Statistics (2013) Provisional Annual Survey of Hours and Earnings. [online]. Available from: <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-328216> [Accessed 11th June 2014].

52 CACI Ltd. (2013) Average (mean and median) gross household income, 2013. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6236&pageid=36486&e=e> [Accessed 12th June 2014].

## Our Spatial Issues: Pendle Today 3

21% of the total population.<sup>(53)</sup> There are concentrated levels of benefit dependency and worklessness, with around one-third of working age people in the wards of Southfield, Bradley, and Whitefield in Nelson and Waterside in Colne reliant on benefits.

- 3.65** The production and retail sectors are locally important. The area's economic foundations were built on textiles and associated engineering industries. The increasing globalisation of world trade after the Second World War witnessed the decline of many traditional manufacturing industries. In the immediate post-war period the focus was on attracting new businesses to the area, to replace those jobs being lost from the textile industry, as it faltered and then restructured. Later the emphasis was on reducing the area's dependence on a declining manufacturing sector. More recently the focus has returned to exploiting the area's competitive advantages in advanced engineering and aerospace.
- 3.66** Pendle retains a strong presence in manufacturing. However, the nature of work in many businesses has changed. The importing and distribution of low value goods has gradually replaced local manufacturing capacity, with manual jobs on the shop floor replaced by warehousing and office-based employment. The production sector, which includes manufacturing, still accounts for 11% of all businesses in the borough, a figure significantly higher than that recorded for Lancashire (8%), the North West (7%) and Great Britain (6%).<sup>(54)</sup>
- 3.67** Over half of the 4,500 people who work in Barnoldswick are employed in the manufacturing sector. The town has the highest proportion of jobs in skilled trades (21%), when compared to similar towns in rural Lancashire. At its heart is the Rolls-Royce fan blade manufacturing facility in Barnoldswick, which helps to support a network of high value-added advanced and precision engineering companies throughout Pendle and Pennine Lancashire. However, like the rest of the borough, the town is a net exporter of wealth, with skilled positions, and those of managers and senior officials in professional occupations, requiring a significant inflow of workers.
- 3.68** Pennine Lancashire, is highlighted as one of five areas nationally that is most likely to be vulnerable to a decline in employment.<sup>(55)</sup> In contrast to its established strengths in manufacturing, Pendle has only limited strengths in the service sector. In particular the close proximity of Manchester, and to a lesser extent Leeds, mean that few higher order service sector businesses are based in Pennine Lancashire.
- 3.69** The post 2007 economic downturn, as would be expected, had a negative impact on overall employee numbers. However, between 2009 and 2012, employment in the authority rose by 1.8%, which was in stark contrast to the reductions in most other Lancashire authorities. Of the 31,500 employees and working owners in Pendle, 86% work in the private sector, considerably higher than the county (79.7%), regional (79.2%) and national (80.6%) figures.<sup>(56)</sup>
- 3.70** Of the 2,460 businesses in Pendle, 49% have been established for 10 years or more, a figure which is higher than the comparable county (47%), regional (43%) and national (44%) figures. In contrast only 26% have been established for less than three years, compared to 30% nationally, suggesting lower levels of entrepreneurial activity and/or survival rates for new businesses. The size of businesses is comparable with the national profile, with almost three quarters employing four or fewer people.<sup>(57)</sup>

53 Department for Communities and Local Government (2010) Indices of Deprivation. [online]. Available through: <http://www.lancashire.gov.uk/corporate/web/?siteid=6121&pageid=40300&e=e> [Accessed: 12th June 2014]

54 Office for National Statistics (2013) Business Register Employment Survey 2011. Online. Available at: <http://www.ons.gov.uk/ons/rel/bus-register/business-register-employment-survey/index.html> [Accessed: 11th June 2014].

55 Healthcare Commission (2008) Joint Area Review Toolkit. Taken from: Lancashire County Council (2013) A Profile of Outcomes for Children and Young People in Pendle. [online]. Available from: <http://www.lancashirechildrenstrust.org.uk/district/?siteid=3767&pageid=41239&e=e> [Accessed 12th June 2014].

56 Office for National Statistics (2012) Business Register and Employment Survey [online]. Available from: <http://www.lancashire.gov.uk/corporate/web/?Employment/36571> [Accessed 12th June 2014].

57 ONS (2012) UK Business Activity, Size and Location. [online]. Available at: <http://www.lancashire.gov.uk/corporate/web/?siteid=6235&pageid=38068&e=e> [Accessed: 11th June 2014].

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- 3.71** In 2008, the latest date for which reliable figures are available, just 6.1% of commercial and industrial floorspace in Pendle was allocated to offices compared to 10.7% in Lancashire and 17.4% nationally. The average rateable value for commercial and industrial floorspace (£24 per m<sup>2</sup>) was the second lowest average figure in the country, well below that for Lancashire (£37 per m<sup>2</sup>), the North West (£50 per m<sup>2</sup>) or England & Wales (£66 per m<sup>2</sup>).<sup>(58)</sup>
- 3.72** Whilst poor road access and potential conflicts with local residents may be a concern, the large number of businesses still housed in the former textile mills that are to be found in the heart of our urban areas, may help to account for the high percentage of people that have a relatively short journey to work (49.5% travel less than 0.5km compared to just 19.0% nationally) and therefore choose to walk (7.8% compared to 6.3%).<sup>(59)</sup> It wasn't until the arrival of the M65 motorway in the mid-1980s that the first modern industrial estates were established in edge-of-town locations, at Lomeshaye (Junction 12) and White Walls (Junction 14). More recently the West Craven Business Park north of Earby has proved to be a big success, and the new Riverside Business Park (Junction 13), is expected to provide almost 28,000m<sup>2</sup> of high quality office space.

### Town centres and retailing

- 3.73** Although the majority of Pendle residents live in close proximity to a town or local shopping centre, the increased mobility of the population has seen their retail function decline in importance over recent years. In particular, Nelson has lost trade to nearby shopping centres, even those within the district, such as Barrowford noted for its independent boutiques stocked with designer fashions, which attract affluent customers from across the North of England. Others simply travel further afield to larger, but easily accessible, centres such as Burnley, Manchester and Skipton and the regionally significant Trafford Centre.
- 3.74** Despite changing shopping patterns, retailing remains a major source of employment. The borough's largest employer is Boundary Mill Stores, one of the most successful retail ventures in the country. Established as a factory outlet in Colne in 1983, the business expanded rapidly and moved to a purpose built store alongside the M65 Motorway in 2008. Like Barrowford it attracts visitors from across the North of England, North Wales and the Midlands on a daily basis. Part of their vacated site became the successful Boundary Retail Park, which together with the North Valley Retail Park (Colne) and the Junction 12 Shopping Outlet (Brierfield) constitute the most notable non-food retail facilities outside the borough's traditional town centres.
- 3.75** A number of town centre, edge-of-centre and out-of-town supermarkets serve Nelson (Morrisons and Lidl), Colne (Asda, Sainsbury's and Aldi) and Barnoldswick (Co-operative). New supermarkets have recently been developed at Halstead Mill in Barrowford (Booths) and Glen Mill in Colne (Lidl). Further retail developments in the pipeline include: a supermarket at Crow Nest Mill in Barnoldswick (un-named operator) and a farm shop and garden centre on land close to Boundary Mill in Colne.<sup>(60)</sup>

### Tourism and recreation

- 3.76** Manufacturing will continue to generate much of the area's wealth in the years ahead. And its legacy, in the form of a rich and varied industrial heritage, is also helping to attract visitors to the area.

58 Communities and Local Government (2008) Live tables on commercial and industrial floorspace and rateable value statistics. [online]. Available at: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-commercial-and-industrial-floorspace-and-rateable-value-statistics> [Accessed 12th June 2014].

59 Office for National Statistics (2014) 2011 census: Method of travel to work. [online]. Available at: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/method-of-travel-to-work-in-england-and-wales/art-method-of-travel-to-work.html> [Accessed: 12th June 2014]

60 Pendle Borough Council (2011) Retail Vacancy Survey 2010. Nelson: Pendle Borough Council. [online]. Available from: [http://www.pendle.gov.uk/downloads/download/1453/pendle\\_retail\\_survey](http://www.pendle.gov.uk/downloads/download/1453/pendle_retail_survey) [Accessed 8th October 2012].

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- 3.77** However, it is the understated beauty of the countryside surrounding the borough's towns and villages for which the area is best known. Almost 62% of the borough (16,660 hectares) is officially designated as open countryside, with the three peaks of Pendle (557m), Weets (397m) and Boulsworth (517m) overlooking a gently rolling landscape containing some of the most interesting and attractive villages in Lancashire. Those lying in the shadow of Pendle Hill are most famously linked with witchcraft, whilst the isolated hamlet of Wycoller has associations with the Brontë sisters.
- 3.78** The Leeds and Liverpool Canal is a major feature and attraction within both the urban and rural areas. New marinas have recently opened at Reedley and Salterforth. The many reservoirs that feed the canal are popular with water sports enthusiasts and a haven for local wildlife. But it is simply the opportunity to take gentle walks in the beautiful countryside that is the borough's greatest attraction.
- 3.79** Tourism provides an increasingly important contribution to the local economy. There are currently 40 visitor attractions in the district and a similar number of accommodation providers. The total number of jobs supported by tourism increased from 1,397 in 2011 to 1,452 in 2012. Over 2.51 million tourists visited the area in 2012, up 4% on 2011. Visitor spend, when compared to the previous year, was up 8% to £96.68 million, with over one-quarter of this attributed to staying visitors, although they account for less than 10% of all tourist visits.<sup>(61)</sup>
- 3.80** Municipal parks help to bring the countryside into our densely populated urban areas and seven have achieved green flag status. Although each town has areas of formal parkland, access to good quality informal green spaces is extremely limited in many urban neighbourhoods. In 2008 deficiencies in natural green space were particularly acute in parts of Nelson and Barnoldswick.<sup>(62)</sup>
- 3.81** Sports facilities allow people to participate in a wide range of activities that help to support healthy lifestyles. The Pendle Open Space Audit records a total of 82 outdoor sports facilities covering a total of 256 hectares, almost one quarter of all open space provision in the borough. Pendle Council maintains 28 football pitches, 7 rugby pitches, 7 cricket wickets, 15 tennis courts and 10 bowling greens across the borough. Three of the four golf courses in Pendle are in private ownership, but the Marsden Park Golf Course and four sports centres in Nelson, Colne and Barnoldswick are operated by Pendle Leisure Trust. Three of these sports centres incorporate a public swimming pool, with the award winning Wavelengths Leisure Pool in Nelson also offering a modern health spa and gymnasium. In 2011 almost three-quarters (71.5%) of the respondents to the Customer Satisfaction Survey felt that the Council's outdoor sports and recreation facilities were good or excellent.
- 3.82** The opening-up of sports and recreation facilities at Pendle Vale College and Marsden Heights Community College has helped to increase levels of participation in Nelson and Brierfield respectively; two towns where health issues amongst young people were of greatest concern.

### Natural and historic environment

- 3.83** Agricultural land in the authority is mainly classified under the lower grades of four or five. As such the grazing of sheep and livestock are the most common farm types. In contrast, the high quality of the areas countryside and the importance of the habitats and species found within it are widely recognised. Approximately one-third of the borough and over half of the open countryside is protected by an international, national or local environmental designation and a total of 18 UK BAP key habitats and 39 key species (of which 29 are UK Priority Species) have been identified in Pendle.<sup>(63)</sup>

61 Global Tourism Solutions (2012) Scarborough Tourism Economic Activity Model, 2012. New Holland: Global Tourism Solutions (GTS) (UK) Ltd.

62 Pendle Borough Council (2008) Pendle Open Space Audit. Nelson: Pendle Borough Council. [online]. Available from [http://www.pendle.gov.uk/site/scripts/download\\_info.php?downloadID=1747](http://www.pendle.gov.uk/site/scripts/download_info.php?downloadID=1747) [Accessed 12th June 2014].

63 Joint Nature Conservation Committee (2007) United Kingdom Biodiversity Action Plan. [online] Available from: <http://jncc.defra.gov.uk/default.aspx?page=5705> [Accessed 12th June 2014].



### 3 Our Spatial Issues: Pendle Today

- 3.84** Three landscape character areas are defined by the boundaries for the Natural Areas<sup>(64)</sup> and Natural Character Areas<sup>(65)</sup>, which are almost co-existent in Pendle: Forest of Bowland and Pendle Hill (NA12/JCA33); Lancashire Plain and Valleys (NA13/JCA35) and South Pennines (NA14/JCA36).
- 3.85** In the vicinity of Pendle Hill 2,415 hectares lie within the Forest of Bowland Area of Outstanding Beauty (AONB). Its essential landscape character is one of grandeur and isolation, where gritstone fells with summits above 500 metres and vast tracts of heather clad moorland are dissected by steep sided valleys, which open out into rich green lowlands.
- 3.86** In contrast the Lancashire Valleys are an intensively farmed landscape, where agricultural intensification and urban development over the past 200 years has seen the majority of wildlife habitats – notably species rich grasslands and lowland heath – reduced to fragmented remnants of a once extensive resource.<sup>(66)</sup> Lying largely within the M65 Corridor over 2,067 hectares of Green Belt land helps to preserve the openness of the countryside and prevent the towns and villages of the M65 Corridor from merging into one another.
- 3.87** The South Pennines is one of the largest unenclosed moorland areas in the country. The peat moorland and Atlantic blanket bogs along the fringes of Boulsworth Hill is internationally recognised for its upland bird and plant communities and consequently 1,542 hectares are designated as a Special Protection Area (SPA), Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI).
- 3.88** Sites of biodiversity value are protected by a wide variety of statutory and local designations. In addition to the South Pennine Moors SSSI referred to above, Pendle also has four Local Nature Reserves (LNR) offering statutory protection to 15.3 hectares. Locally designated sites account for a further 1,427 hectares in the form of 62 Biological Heritage Sites (BHS); seven Sites of Local Natural Importance (LNI) and 11 Special Biodiversity Verges. Three areas of geological interest are classified as Local Geodiversity Sites (LGS) offer protection to a further 6 hectares. In total these areas offer some form of environmental protection to almost one-third of the borough's total land area and over half of its open countryside.
- 3.89** At 699 hectares, woodland coverage equates to just 4.1% of the total land area, compared to 12.7% nationally. Of this total, semi-natural ancient woodland can be found in 17 locations, but this accounts for less than 10% of total woodland cover. These designated sites will form the basis of an Ecological Network, which will seek to protect, enhance and connect sites of biodiversity value thereby helping the valuable flora and fauna of the area to adapt to the effects of climate change.
- 3.90** Historic buildings and places form the backdrop to our daily lives, and in Pendle they provide interest and enjoyment for both residents and visitors alike. The historic environment has shaped our identity and careful conservation of the area's built heritage protects our most visible links with the past. Pendle has a rich and diverse history, ranging from the Iron Age to the industrial age. This variety makes a significant contribution to the special identity, character and distinctiveness of the borough. It provides a sense of place, enriching the quality of life of its residents, making a significant contribution to the local economy through leisure and tourism, and acting as a focus for heritage-led regeneration.
- 3.91** The quality and variety of Pendle's historic environment is widely recognised, with 11 scheduled monuments and over 300 listed buildings. The value of their surroundings is also acknowledged, with over 14% of the borough included within one of its 23 conservation areas. Towns, villages, hamlets and scattered farmsteads lie within distinctive and often dramatic landscapes. The town centre in Colne sits astride a prominent ridge, in Trawden Forest farms and hamlets are set within a historic landscape of stone vaccary walls, whilst towards Pendle Hill exposed villages and farms

64 Natural England (2012) Natural Areas. [online]. Available from: <http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/englands/naturalareas.aspx> [Accessed 5th July 2012].

65 Natural England (2005) National Character Areas. [online]. Available from: <http://www.naturalengland.org.uk/publications/nca/default.aspx> [Accessed 12th June 2014].

66 Thirty examples of species rich grassland are designated as Biological Heritage Sites [BHS].

## Our Spatial Issues: Pendle Today 3

cling to the hillside. The three larger towns of Nelson, Colne and Barnoldswick each have a strong and distinctive urban landscape with key landmark buildings. There is also great variety and contrast between the villages and hamlets of the borough. Newchurch-in-Pendle is set on the open slopes of Pendle Hill, whereas Wycoller sits within a narrow valley. But, a constant and unifying feature is the distinctive use of local stone and slate, and the simple and robust forms of the vernacular building styles.

- 3.92** In addition to the Medieval parish churches in Colne, Barnoldswick and Bracewell, the oldest buildings in the borough reflect the area's origins in the rural pre-industrial farming settlements of the 16th, 17th and 18th centuries. Pendle has a large number of high quality stone houses dating from this period, a result not only of the wealth and social status of the gentry families and yeoman farmers of the time, but also of the local supply of good building stone. Today the attractive environment of such areas as Pendleside, Trawden Forest and West Craven is a major draw for tourists, but the relative decline of traditional farming activity means that there are pressures to convert and alter barns and other farm buildings for new uses, particularly residential.
- 3.93** From the 17th century onwards many of these early farming settlements diversified into textile production, with cottages being adapted to accommodate looms. From the late 18th century textile manufacture moved into purpose built mills with their distinctive north-light weaving sheds, initially water-powered such as at Higherford Mill, then from the mid-19th century steam-powered. From these early origins the textile industry in Pendle grew to become one of the most significant centres for cotton weaving in the world.
- 3.94** The arrival of the Leeds and Liverpool Canal in the 1790s provided greater impetus for industrial growth. It also has its own distinctive heritage of locks, bridges and warehouses. Although many of the mill chimneys that once punctuated the skyline are now gone, fine examples of the area's rich industrial legacy remain, although increasingly fragile and subject to pressures for alteration and redevelopment.
- 3.95** But, simply protecting the environment will have limited success if pursued in isolation. We need to modify our existing lifestyles if we are to protect the environment and have a positive impact on global issues such as climate change.
- 3.96** The household recycling and composting rate for Pendle in 2009/10 (35.6%) was below the county average (45.0%), but improving at the fastest rate in Lancashire. Total carbon emissions of 6.1 tonnes per resident are below the UK average (7.4 tonnes) and less than half the worst figure recorded in the country (15.7 tonnes). Of the Pendle total 42% of emissions were attributable to industry and commerce, 35% to domestic sources, 23% to road transport and a small amount to land use change and forestry. While emissions per resident may be a useful measure for domestic emissions, emissions from industry and road transport are affected by many factors other than the size of the resident population so these ratios should be interpreted with caution. However, since 2005 there has been an encouraging year-on-year decline in emission levels.

### Connectivity

- 3.97** The main focus for public transport in Pendle is the £4.5 million Nelson Interchange, which opened in December 2008, providing direct connections between local bus and rail services. The major provider of local bus services is Burnley and Pendle Transport (part of Transdev Holdings). Together with a small number of other operators they provide services linking Pendle with nearby towns in Pennine Lancashire, North and West Yorkshire and Manchester, whilst National Express offers a daily inter-city coach service from Colne and Nelson to London's Victoria Coach Station.
- 3.98** Northern Rail maintains three railway stations in Pendle at Brierfield, Nelson and Colne. An hourly service to Blackpool from the terminus at Colne connects with services on the West Coast Mainline between London and Scotland at Preston. It also serves intermediate stations at Burnley and

### 3 Our Spatial Issues: Pendle Today

Blackburn.<sup>(67)</sup> The railway line from Colne to Skipton, which had intermediate stations at Foulridge and Earby, closed on 2nd February 1970. The track was removed the following year, although the track-bed continues to be protected.

- 3.99** Following the closure of the railway north of Colne, three single carriageway roads – the A682, A56 and A6068 – have had to bear the heavy burden of transporting goods and people over the Pennines and into Yorkshire. Since the M65 motorway reached Colne in the mid-1980s, the high volume of traffic on these routes has grown significantly. As traffic levels have increased parts of Colne have shown a corresponding deterioration in air quality. Despite this road transport (CO<sub>2</sub>) emissions within the district are amongst the lowest in the sub-region and well below both the Lancashire and UK averages.
- 3.100** To alleviate congestion along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby, Pendle Council has actively pursued the construction of a bypass along an economically viable alignment that does not prejudice the re-opening of the Colne to Skipton railway. Until the publication of the latest Local Transport Plan (LTP3) in 2011, this project was a permanent fixture in the top three priority road building schemes in Lancashire. The East Lancashire Highways and Transport Masterplan, published in February 2014, shows a number of routes for a proposed bypass west of Colne, demonstrates the need for it and outlines the economic benefits it will bring to the area.

#### Cross boundary issues

- 3.101** Pendle is bordered by six other local authorities (Figure 3.1), but its strongest links are with neighbouring Burnley, with whom it shares a housing market area. Based on the levels of housing proposed in the Burnley Local Plan Issues & Options Report (February 2014), Burnley Council has indicated that it can accommodate its objectively assessed need within the borough. Pendle and the other local authorities in the Pennine Lancashire sub-region also share many similar characteristics, in particular a high dependence on employment in manufacturing industries and an oversupply of poor quality terraced housing. Mapping work for the Lancashire Ecological Network has progressively been made available between summer 2013 and summer 2014. The network has mapped the international, national and locally designated sites of importance for biodiversity, together with other areas of land containing habitats and species of principal importance, and identified corridors and stepping stones that best connect the sites, habitats and species. This work has helped to establish the key cross boundary linkages for biodiversity. Officers and councillors from each of the authorities meet on a regular basis and collectively they have produced a spatial guide to help ensure that the Core Strategies in each local authority complement each other and help to build a stronger sub-region.
- 3.102** Having been part of the historic West Riding of Yorkshire prior to 1974, parts of Pendle have particularly strong links with the White Rose County. In particular, many residents use Airedale Hospital near Keighley. This lies within Bradford, who together with Calderdale to the south, collaborate with Pendle in the management of the South Pennine Moors.
- 3.103** This brief snapshot illustrates that it is essential for Pendle to work in partnership with neighbouring authorities to address economic, social and environmental issues, which are the three pillars of sustainable development. A number of evidence base studies have been prepared in partnership with our neighbours, looking at issues as diverse as housing, gypsy and traveller accommodation requirements, renewable and low carbon energy, playing pitches, ecological networks and other infrastructure requirements.

67 The opening of the £6.8 million Todmorden Curve in 2014, should see a significant reduction in journey times to Rochdale and Manchester.



## Our Spatial Issues: Pendle Today 3

### Spatial analysis

- 3.104** This spatial portrait illustrates the diversity of Pendle in terms of both its physical make-up and key socio-economic factors. The area's principal assets are derived from its natural and historic environments, which together provide diverse and distinctive rural and urban landscapes. Spatial planning will ensure that those features that give Pendle its distinctive character are protected and enhanced.
- 3.105** Although Pendle lies astride a historically important route between Lancashire and Yorkshire, it suffers from relatively poor connectivity minimising the 'trickle down' benefits from investment in neighbouring areas and in particular the nearby city regions.
- 3.106** Whilst Dr. Richard Beeching may have spared the railway line between Colne and Skipton in the early 1960s, it closed only a few years later. Then in the 1990s the decision was finally taken to terminate the M65 motorway at Colne rather than continue it east into Yorkshire. As a result Pendle is effectively at the end of a transportation cul-de-sac, with only its motorway connections to the west regarded as adequate to help meet its future needs. If Pendle and Pennine Lancashire are to realise their full potential, the issues of poor connectivity will need to be addressed, so that future development and growth can be achieved in a sustainable manner.
- 3.107** The emergence of Regenerate Pennine Lancashire, an economic development company designed to help increase prosperity and life choices for people living and working in the area and to attract in others to work, live or visit, shows that the local authorities are already working together to secure economic growth and address economic disparities. Even so, recent figures demonstrate that the recession is widening the gap between the sub-region and the nation in terms of Gross Value Added by businesses, higher unemployment rates and a falling number of employee jobs. Planning will be a key tool in addressing these disparities and facilitating economic recovery.
- 3.108** Planning must also address how future housing requirements can be met in the most sustainable manner in supporting economic growth and recovery, and assisting housing market regeneration initiatives. It will also need to help reduce disparities in housing quality and affordability across the borough and to consider how the infrastructure necessary to support housing, economic and population growth will be delivered.
- 3.109** There is no single solution to the difficulties facing Pendle, but it is important not to lose sight of the area's strengths and seek to build on those. To overcome issues of severe deprivation in several parts of the borough the area must attract new and better paid jobs, to help revitalise its town centres and improve the overall quality of the housing stock. Above all, members of the local community must be given the best possible opportunity to achieve their full potential, in order to realise their personal aspirations and make a positive contribution to creating a better future for Pendle.
- 3.110** Significant progress is already being made with more than seven out of ten residents satisfied with Pendle as a place to live in 2011. This represents a 15% increase compared to when the same question was asked in 2007, but is still below comparable scores for Lancashire (79%) and England (80%). Satisfaction levels vary from as low as 46% in Brierfield and Reedley to 82% in Barrowford and the Western parishes.

## 3 Our Spatial Issues: Pendle Today

### Our Spatial Issues

- 3.111** Early public consultation informed the preparation of both the Core Strategy and our Sustainable Community Strategy (SCS). The process identified a wide range of issues that the people of Pendle want to see addressed, in order to help improve their quality of life. It also revealed that Pendle has many strengths and benefits, on which we can build a successful future.
- 3.112** The spatial portrait considers the spatial issues that were identified during the consultation process. Supporting evidence is used to help draw out those issues that are of greatest concern, helping to highlight the key challenges (see list below) that we need to address through this Core Strategy.
- Address the implications of a potential 8.3% growth in the population by 2030.
  - Accommodate a projected rise of 10.6% the number of household spaces by 2033; in particular a rise in the number of single households.
  - Cater for the needs of an ageing population.
  - Consider the implications of a reduction in the working age population.
  - Recycle and regenerate previously developed (brownfield) land.
  - Support the growth and diversification of the local economy.
  - Improve access to employment opportunities.
  - Reduce worklessness and deprivation.
  - Refurbish and regenerate housing in the inner urban areas.
  - Improve the thermal efficiency of homes to help minimise levels of fuel poverty, contribute towards carbon reduction and negative impacts on climate change.
  - Improve the health of children and young people.
  - Increase levels of educational attainment and skills within the workforce.
  - Address issues relating to community cohesion.
  - Improve transport linkages, both within and outside the borough.
  - Protect and enhance our valuable natural and historic environments.
  - Reduce the fragmentation and isolation of habitats.
  - Seek to establish green corridors and stepping stones within built-up areas.
- 3.113** All of these issues can be addressed under the following four headings, which will be the primary focus for spatial interventions in Pendle:
- To protect and enhance the built and natural environment, managing the causes and impacts of climate change.
  - To deliver a range and mix of housing appropriate to the needs of the borough.
  - To create a strong and dynamic economy.
  - To address our infrastructure requirements, creating sustainable urban and rural communities.

## Our Spatial Vision: Pendle Tomorrow 4

### 4 Our Spatial Vision: Pendle Tomorrow

#### Introduction

**4.1** In Pendle, people and places matter. We want to unlock our potential, to create confident, creative, healthy, fair and thriving communities, whilst safeguarding our rich heritage and attractive natural environment.

**4.2** The driving force behind this ambition is Our Pendle Our Future: Pendle's Sustainable Community Strategy (SCS). In this document we set out our shared vision for the future of Pendle:

"We want Pendle to be a place where quality of life continues to improve and where people respect one another and their neighbourhoods. We want Pendle to be a place where everyone aspires to reach their full potential. We want to be recognised locally, regionally and nationally as a great area to live, learn, work, play and visit."

**4.3** There is a general acceptance that this vision genuinely represents the aspirations of our local community. Four thematic groups continue to work to meet the goals set out in the SCS:

1. Pendle Children's Trust
2. Health Improvement Group
3. Pendle Vision Board
4. Community Safety Partnership

**4.4** Their work to help achieve this vision is guided by eight priority goals:

1. To support confident communities that are socially cohesive, creative, tolerant and considerate of the needs of all ages and cultures.
2. To create and sustain a dynamic, competitive and healthy local economy - providing the jobs of the future and the talents and skills to fill them.
3. To create a vibrant housing market offering a mix of high quality and affordable housing for all.
4. To create a Borough in which people feel safe and crime continues to fall.
5. To help people to live long, healthy and independent lives.
6. To deepen our understanding and respect for the environment.
7. To do all we can to give our children and young people the best start in life and the opportunity to achieve their full potential.
8. To help older people live their lives in the way they choose and to support their independent and active living.

**4.5** It also seeks to deliver long-term sustainable benefits for our local community by planning and delivering these actions in a way that takes into account four cross-cutting principles:

1. Ensuring fairness throughout Pendle
2. Limiting the use of natural resources
3. Engaging communities
4. Supporting a fair economy

#### Our Spatial Vision

**4.6** The Core Strategy expands on the broad vision established in the SCS, to help illustrate our long-term spatial objectives.

**4.7** We want to see a borough where the focus of managing change is constructive and proactive rather than concentrating on the adverse impacts of new development.

## 4 Our Spatial Vision: Pendle Tomorrow

- 4.8** We need to plan positively and in an integrated way to address issues of concern and to meet local needs. The intention is to create certainty whilst remaining innovative in the approaches that we adopt. There is a need to stretch normal expectations in order to nurture and enhance the physical and environmental assets of the borough for the benefit of both existing and future residents.
- 4.9** Our challenging spatial vision for the future of Pendle is:

### Our Vision for Pendle

By 2030 Pendle will be a dynamic and beautiful location with a commitment to carbon reduction. Improved connectivity has transformed the image and fortunes of the area, helping to create accessible and sustainable communities that are attractive places to live, learn, work, play and visit.

A modern and comprehensive IT infrastructure ensures that Pendle can do business with the rest of the world and together with new and improved transport links across the Pennines and south to the Manchester city region supports a growing business sector. The conservation and enhancement of our historic environment has offered a focus for regeneration; helping to maintain local identity and a sense of place; and providing a positive contribution to the borough's attractive and diverse landscapes and townscapes. A greener urban environment has created attractive neighbourhoods where residents are encouraged to live more healthy and active lifestyles. Urban green spaces enhance both the public realm and the setting of our historic buildings; they help the built environment adapt to climate change and make a positive contribution to ecological networks and local biodiversity.

In the M65 Corridor an expanded office and business sector has diversified the economic base and helped to foster growth in the established manufacturing sector. Improvements in education and training have created a more knowledgeable and skilled workforce, generated increased entrepreneurial activity and attracted new business opportunities to the area. This new employment underpins increased shopping activity in a revitalised Nelson town centre, which is complemented by the attractive retail and leisure destinations of Barrowford and Colne. A balanced housing market offers an appropriate mix of good quality housing, providing for affordable homes and aspirational moves. Green spaces in the urban environment have improved the overall quality of life for local residents and enhanced the visitor experience.

A better connected West Craven will have stronger links with the M65 Corridor and beyond, helping to support existing businesses and facilitate the diversification of the local economy. Improved transport and communications will ensure that Barnoldswick continues to be a focus for advanced manufacturing centred on the aerospace industry.

Protecting and enhancing our high quality landscapes and habitats will see Rural Pendle become an increasingly attractive destination for tourism and leisure. The revival, and where appropriate, the diversification of traditional agricultural practices, together with the establishment of new rural industries has created additional employment opportunities. Improvements in broadband connectivity enable the electronic delivery of services to remote rural areas and facilitate home-working. New affordable housing allows young people to live in the communities where they were brought up. These initiatives will support additional facilities and improved service provision in our larger villages, reducing the need to travel and creating sustainable rural communities.

## Our Strategic Objectives: What We Need To Do 5

# 5 Our Strategic Objectives: What We Need To Do

### Introduction

**5.1** Our strategic objectives are the link between the spatial vision and the spatial strategy. They establish what we need to do, by identifying the key issues that need to be addressed locally and saying what needs to happen if we are to successfully deliver our vision for the future. In doing so they provide the broad direction for the more detailed spatial strategy and spatial policies that follow.

### Our Strategic Objectives

**5.2** The eleven strategic objectives (Table 5.1) address the spatial requirements of the eight priority goals from Pendle's Sustainable Community Strategy (Figure 5.1). They will be delivered in accordance with the spatial strategy (Chapter 7) and through the spatial policies (Chapters 8,10,11 and 12), set out in this Core Strategy, and any other documents in the statutory Development Plan for Pendle.

**Table 5.1 Core Strategy Strategic Objectives**

Strategic Objective	Description
1	Establish a hierarchy of settlements to assist regeneration by directing growth to the most sustainable locations and promoting the re-use of existing buildings and Brownfield sites.
2	Ensure that the infrastructure is capable of supporting both new and existing development, thereby helping to create sustainable communities.
3	Promote high quality design in new developments, our streets and public spaces, to create fully accessible, attractive and safe places to live, learn, work, play and visit.
4	Respond to the causes and potential impacts of climate change through a process of prevention, mitigation and adaptation.
5	Deliver quality housing that is both appropriate and affordable for current and future residents, contributing to the creation of a balanced housing market.
6	Strengthen the local economy by facilitating economic growth, particularly where it supports economic diversification and rural regeneration.
7	Increase the choice, variety and quality of the retail offer and promote uses that contribute to the creation of a well-balanced, safe and socially inclusive night-time economy in our town centres.
8	Reduce inequalities by ensuring that new community, education and health care facilities and their services are fully accessible.
9	Protect, enhance and improve access to our green open spaces, sport and recreation facilities to improve health and well-being through the promotion of more active lifestyles, encouraging a greater appreciation of the enjoyment they provide and the valuable contribution they may make to biodiversity, landscape, the local economy and carbon reduction.
10	Ensure that new development respects our natural and historic environments, by seeking to protect, maintain and enhance those sites and habitats (including their wider settings) which



## 5 Our Strategic Objectives: What We Need To Do

Strategic Objective	Description
	are valued for the positive contribution they make to the character of our landscape, townscape or biodiversity.
11	Deliver a safe, sustainable transport network that improves both internal and external connectivity, reduces the need to travel by car, supports long-term growth and contributes to an improved environment.

- 5.3** A key role for the Core Strategy is to promote sustainable development by making sure that these tensions are managed and that none of the strategic objectives are delivered at the expense of others. Whilst we do not believe that there is any inconsistency between these strategic objectives, it is important to recognise that some tensions may arise in their delivery.
- 5.4** For example the scale of development associated with the provision of new housing (SO5) or employment (SO6 and SO7) could, amongst other things, potentially put pressure on Greenfield land (SO9 and SO10), or have an adverse impact on climate change objectives (SO4). These matters are considered in depth in the accompanying Sustainability Appraisal Report.



## 5 Our Strategic Objectives: What We Need To Do

## 6 The Key Diagram

- 6.1** The Key Diagram is a visual representation of our Spatial Vision. It shows:
1. How we propose to distribute development across Pendle over the lifetime of the Core Strategy, including the location of strategic sites for housing and employment.
  2. Identifies the different types of settlement to be found in the borough, from the Key Service Centres, which will be the focus for future growth, to Rural Villages where the focus will be on addressing local needs.
  3. Shows the important linkages between these various centres of population, together with those located outside the borough, where people will access essential services.
- 6.2** In short the Key Diagram illustrates how we believe each part of the borough will change over the plan period.

# 6 The Key Diagram

## Key Diagram

**Please Note:**

The key diagram shows:

- 1) The extent of the three spatial areas.
- 2) International and national landscape and environmental designations.
- 3) Transportation routes and corridors (including the direction of potential new routes).
- 4) The types, scale and broad location of future development.

The key diagram is for illustrative purposes only and should not be used to identify the specific location of individual sites. The placement of symbols is not geographically specific/accurate, but represents the broad location where development may/is intended to take place. Symbols are proportionate in size to the scale of development proposed.

With the exception of the two strategic development sites, individual site allocations are not identified through the Core Strategy. These will be established in the Pendle Local Plan Part 2: Site Allocations and Development Policies, and defined on the accompanying Proposals Map. This will use an Ordnance Survey base, at a scale which is sufficient to allow all policies and proposals to be clearly illustrated.

### Key

#### Spatial Areas

- M65 Corridor: Settlements
- West Craven Towns: Settlements
- Rural Pendle: Settlements
- Open Countryside

#### Designations

- Green Belt
- Forest of Bowland: Area of Outstanding Natural Beauty
- South Pennine Moors: Special Protection Area (SPA)
- Special Area of Conservation (SAC)
- Site of Special Scientific Interest (SSSI)

#### Routes and Corridors

- Motorway (M65)
- Main Road
- Railway Line
- Leeds and Liverpool Canal
- Transport Corridor

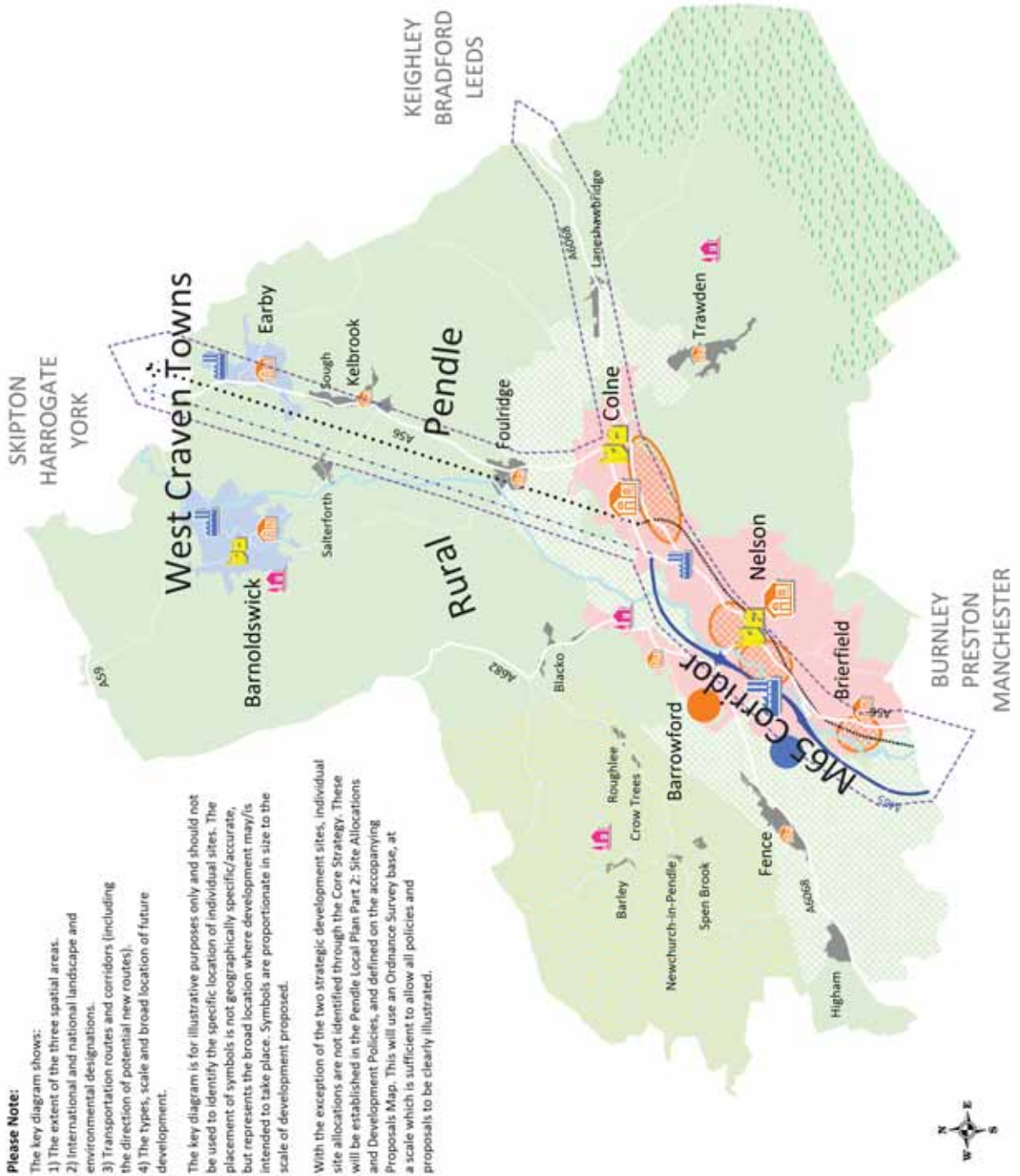
#### Types of Development

- Housing
- Housing Regeneration Priority Area
- Strategic Housing Site
- Employment
- Strategic Employment Site
- Retail and Town Centres
- Tourism, Leisure and Culture

**Transport Corridor**  
The Transport Corridor shows the principal direction of travel of people and goods in to, out of, and through the borough. It provides an indication of the direction of the routes that transport services should take.

**Direction of the proposed AS6 Bypass**

**Direction of the Colne to Skipton Railway route**





# Our Spatial Strategy: Where and How We Will Deliver



## 7 Our Spatial Strategy: Where and How We Will Deliver



## Our Spatial Strategy: Where and How We Will Deliver 7

# 7 Our Spatial Strategy: Where and How We Will Deliver

### Introduction

- 7.1** This chapter sets out our Spatial Strategy, considering where and how new development will be delivered in Pendle. Its overarching policies establish the general principles that will be used to guide development in Pendle to 2030.
- 7.2** If we are to successfully deliver sustainable development in Pendle, it is important to understand the wider geographical context in which our strategy is set, and to be aware of the impact that meeting our local needs may have on the global environment.
- 7.3** The Government originally set out its strategy for sustainable development in the document *Mainstreaming Sustainable Development*.<sup>(68)</sup> This included a refreshed vision and a commitment to build on the principles that underpinned the 2005 strategy (*Securing the Future*), by recognising the needs of the economy, society and the natural environment, alongside the use of good governance and sound science. Introduced in March 2012, the National Planning Policy Framework establishes what the government considers to be sustainable development. These guiding principles are reflected in the over-arching policies that form the basis for this chapter and will be used to guide development activity in Pendle up to 2030.

### Our Spatial Strategy

- 7.4** If we are to successfully deliver our Vision for the future of Pendle we need to set out and follow, as closely as possible, a clear strategy showing where and how we will deliver our Strategic Objectives. This Spatial Strategy identifies the key changes that will take place in each of our three spatial areas and broadly outlines how the Borough will be transformed over the plan period 2011-2030.

#### Spatial Strategy

Pendle forms an important gateway between Lancashire and Yorkshire, but currently connections between them are relatively poor. Lobbying the appropriate bodies and bidding for funding will be primary objectives in helping to deliver a sustainable transport network and improved local connectivity. Better links across the Pennines and into Manchester are a vital element in our long-term strategy to fuel sustainable economic growth across Pendle and Pennine Lancashire.

Pendle's natural and historic assets make a significant contribution to the overall attractiveness of the area and help to promote local distinctiveness. Identifying additional assets and securing their protection and enhancement, will allow biodiversity to thrive, help to foster civic pride, facilitate tourism and encourage new investment.

Our strategy considers the individual and collective roles of the three spatial areas in Pendle, namely the M65 Corridor, the West Craven Towns and Rural Pendle. Within each of these areas there are a range of different sized settlements, each performing a different function. The interactions between these spatial areas, and the settlements within them, have made Pendle the place it is today and are the key factors in shaping the place it will become in the future. This Spatial Strategy sets out how these places will change over the plan period between 2011 and 2030, to help deliver a better future for Pendle and its residents.

68 Department for Environment, Food and Rural Affairs (2011) *Mainstreaming Sustainable Development*. [online]. Available at: <http://sd.defra.gov.uk/documents/mainstreaming-sustainable-development.pdf> [Accessed 20th November 2013].

## 7 Our Spatial Strategy: Where and How We Will Deliver

### M65 Corridor

The M65 Corridor comprises four adjoining settlements: Nelson, Colne, Brierfield and Barrowford. Over the plan period between 2011 and 2030 the majority of development will be directed towards this area to meet demand and support regeneration. Improvements to the transport network together with new housing and employment opportunities will help to support economic growth in this densely populated corridor.

In Nelson, Colne and Brierfield targeted redevelopment and consolidation within the inner urban areas will actively help to regenerate the fortunes of these towns, particularly in terms of new housing provision and the renovation of existing properties. Nelson town centre provides an opportunity for further office development, to help fuel a retail revival in the Borough's administrative centre. Regeneration will continue in Brierfield, with Brierfield Mills offering the potential to create a new mixed-use development close to the railway station and town centre. In Colne additional retail and leisure developments will complement the existing, diverse and well established range of independent and locally owned businesses.

Barrowford will play a key role in supporting growth in the M65 Corridor, whilst continuing to offer an up-market niche retailing experience. New housing and employment opportunities, such as those provided by the Riverside Business Park, will be important to support continued development and growth in the M65 Corridor.

Strategic sites, needed to help deliver new housing and employment opportunities as early as possible in the life of the Core Strategy, have been identified in the M65 Corridor to the north of the motorway.

### West Craven Towns

The West Craven Towns of Barnoldswick and Earby are the main settlements in the north of the Borough. Growth in this part of Pendle will support and help to diversify the existing economic base, whilst complementing development in the M65 Corridor.

The Rolls-Royce fan blade manufacturing facilities in Barnoldswick are an important focus for the large concentration of advanced manufacturing businesses in Pennine Lancashire. Their continued presence and future success is vital for both the sub-regional and the local economy as they will be a focus for future growth in high-value added, high-tech industries. Supporting investment in the advanced manufacturing sector does not diminish the need to further diversify the local economy and ensure that it is more resilient to any future economic downturns. Existing employment sites may offer redevelopment potential for a variety of uses. A limited amount of new housing will be provided to support the projected population growth in the town.

In West Craven, Earby, will play a supporting role to its larger neighbour. Opportunities exist at the West Craven Business Park for additional employment on a scale appropriate to the size of the town. New housing and retail development will be sufficient to support the projected levels of employment and population growth.

### Rural Pendle

A number of villages and hamlets are located in the rural area that separates the M65 Corridor from the West Craven Towns. Here the strategy focuses on the protection of the borough's natural and historic environments, developing sustainable tourism, supporting farm diversification and meeting local needs. The defined settlements in Rural Pendle will see limited growth, whilst development in the open countryside will be restricted, especially in those areas designated as Green Belt or AONB.

## Our Spatial Strategy: Where and How We Will Deliver 7

Some of the larger villages: Trawden, Foulridge, Fence and Kelbrook are capable of supporting additional services and housing provision. In these villages development will again be on a scale that meets the needs of their residents and where appropriate will support the needs of those in neighbouring smaller villages.

### Presumption in Favour of Sustainable Development

- 7.5** The principal aim of the Core Strategy is to promote sustainable development in Pendle. The purpose of this policy is to embrace two key planning principles and embed them in the Pendle Local Plan:
1. The presumption in favour of sustainable development as defined in the Framework.
  2. The statutory requirement for decision taking in Section 38(6) of the Planning and Compulsory Purchase Act 2004, which states that the statutory Development Plan must be the starting point in the consideration of planning applications for the development or use of land.

#### Policy SDP 1

##### Presumption in Favour of Sustainable Development

When considering development proposals the decision maker will take a positive approach that reflects the presumption in favour of sustainable development contained in the Framework. They will work proactively with applicants to jointly find solutions, which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in the Pendle Local Plan and, where relevant, with policies in neighbourhood plans, will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

1. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
2. Specific policies in the Framework indicate that development should be restricted.

- 7.6** The detailed planning policies in the following chapters will set out more specific and targeted actions which will build on, and take forward, this strategy.



## 7 Our Spatial Strategy: Where and How We Will Deliver

### The Role and Function of Our Towns and Villages

#### Introduction

- 7.7** This policy defines the spatial development principles that will be used to direct future growth and development to the most sustainable locations in Pendle. The role and function of Pendle's towns and villages and the availability of sites within them are the most important factors when deciding where new development should be located.
- 7.8** It is important to identify those areas that offer the best opportunity for future growth. To do this effectively consideration must be given to the existing level of service provision<sup>(69)</sup>, the infrastructure capacity<sup>(70)</sup>, sites with development potential<sup>(71)</sup>, and environmental constraints in each area and across the borough. Together this information highlights those areas where there is capacity for growth and where restraint may be prudent.
- 7.9** The way in which land is used and re-used will determine whether the borough grows in a sustainable way. To ensure that land is used effectively, the Framework encourages the re-use of previously developed land for new development (paragraph 17).

#### Context

#### Settlement Roles

- 7.10** Pendle is one of 14 local authorities in Lancashire and one of six local authorities in the Pennine Lancashire sub-region. It also shares its border with three local authorities in Yorkshire. When looking at the growth and development of Pendle consideration must be given to the impact it will have on these surrounding areas.
- 7.11** The Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development (paragraph 6). It also sets out a number of core planning principles (paragraph 17), one of which states that planning should take account of the different roles and character of different areas. Another of these core principles indicates that planning should actively manage patterns of growth and focus significant development in locations which are or can be made sustainable.
- 7.12** A settlement hierarchy is used to arrange settlements in order of their importance in terms of size and function, the level of services and facilities they provide and the catchment area they serve. Settlement hierarchies can help to achieve the core principles of the Framework by ensuring that new development is located close to services and facilities, thereby reducing the need for people to travel.
- 7.13** Three studies have helped to inform the settlement hierarchy for Pendle. The North West Key Service Centres – Roles and Functions and the Pendle Sustainable Settlements Study consider demographic data, the level of current services and facilities, environmental factors, and the availability of sites in each town and village in the borough. The Pendle Infrastructure Strategy provides baseline data on the existing level of provision and capacity of key infrastructure. It also includes details of planned infrastructure projects, funding costs and delivery timescales. This information helps to show where capacity issues exist and where new infrastructure needs to be targeted if growth is to be accommodated.
- 7.14** This information has been used to establish the role and context of each settlement, to consider how they function both individually and collectively to meet the needs of Pendle and surrounding areas. The settlement hierarchy divides the towns and villages of Pendle into four categories. Those

69 Pendle Council (2008) Sustainable Settlements Study. Nelson, Pendle Council.

70 Pendle Council (2014) Pendle Infrastructure Strategy. Nelson, Pendle Council.

71 Pendle Council (2013) Strategic Housing Land Availability Assessment. Nelson, Pendle Council. Pendle Council (2013) Employment Land Review. Nelson, Pendle Council

## Our Spatial Strategy: Where and How We Will Deliver 7

settlements making up the M65 Corridor and the West Craven Towns are classified as Key or Local Service Centres, whereas in Rural Pendle the villages are divided into Rural Service Centres or Rural Villages.

**7.15** The primary function of each settlement category is explained below:

1. **Key Service Centres** – provide the main facilities and services that are needed to support the local population and their surrounding rural hinterlands. The accessibility of these towns and the current level of services provide a good base for future development.
2. **Local Service Centres** – provide a level of service which is appropriate to the size of the settlement and local population i.e. they have a range of shops and facilities which provide for everyday needs, but do not necessarily have the more specialised services or variety of shops which are found in the Key Service Centres.
3. **Rural Service Centres** – are slightly larger in size than the Rural Villages and offer a wider range of services and facilities to meet the needs of more than just the local population.
4. **Rural Villages** – are much smaller in size both in terms of their population and physical area. They may have few or no services and are dependent on the nearby Rural, Local or Key Service Centres to provide for their needs.

### Site Selection

**7.16** One of the Framework's 12 core planning principles is to encourage the effective use of land by reusing land that has been previously developed (paragraphs 17 and 111).

**7.17** The use of Brownfield land helps to regenerate derelict sites and remediate land contaminated by previous uses. It can also help to protect the environment by minimising the use of Greenfield sites for development. The re-use of previously developed land provides a desirable and sustainable approach to accommodating future growth in the borough; as such sites are often located close to existing services and facilities. This can help to increase the likelihood of people choosing more sustainable modes of transport such as walking, cycling or public transport, thereby helping to reduce carbon emissions and the negative effects of climate change.

**7.18** The National Planning Practice Guidance (NPPG) indicates that Brownfield land is often more expensive to develop. A balance needs to be struck between reusing previously developed land, the prevailing market conditions and promoting new development. The NPPG indicates that measures should be taken to improve the viability of Brownfield sites. It may therefore be necessary to consider the level of obligations that are required when proposals for the redevelopment of Brownfield sites are put forward in order to ensure that the viability of such schemes is not jeopardised.

### Strategy

#### Settlement Roles

**7.19** Policy SDP2 sets out the locational priorities and development principles to help achieve sustainable growth in Pendle. The existing provision of services and facilities in the towns and villages, and the capacity and potential for them to provide additional services, has been carefully considered to establish the settlement hierarchy for Pendle. Taking account of the levels of development over the plan period and the findings of the Pendle Infrastructure Strategy, there should be no major constraints restricting the successful implementation of the growth strategy.

**7.20** The settlement hierarchy for Pendle is detailed in Policy SDP2. This has been used to guide strategic decisions on the location of new development in this Core Strategy and will guide the allocation of sites in subsequent planning documents. It will also be used in the determination of individual planning applications.

## 7 Our Spatial Strategy: Where and How We Will Deliver

- 7.21** The settlement hierarchy provides the basis for the growth strategy in Pendle. Policies SDP3-SDP5 look in more detail at the spatial distribution of housing, employment and retail development in Pendle. The key to sustainable growth is to ensure that these different types of development are located as close as possible to the places where they are needed. The distributions have had regard to the general locational principles set out in Policy SDP2 and have been considered in relation to each other (i.e. the location of new housing has taken account of where new employment is to be developed and vice-versa). Proposals for new community facilities will also be expected to have regard to the locational priorities, particularly in terms of the scale of development. Policy SUP1 sets out the approach to how the development of new community facilities will be distributed across Pendle.
- 7.22** The core principles in the Framework (paragraph 17) indicate that planning should recognise the intrinsic character and beauty of the countryside and contribute to conserving and enhancing the natural environment. As a consequence development outside of a settlement boundary, as defined on the Proposals Map<sup>(72)</sup>, will, in most cases, be restricted to help protect the open countryside and the landscapes within it. However, it is recognised that there will be situations where development in the open countryside may be necessary or appropriate. Such uses are identified in the Framework (paragraphs 28 and 55) and other policies in the Core Strategy; and may also be identified in future local plan documents.
- 7.23** The preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies will include a review of the defined Green Belt and settlement boundaries to determine whether these need to be altered to include additional land for development.

### Site Selection

- 7.24** New development and the allocation of sites will be encouraged to make effective use of land by re-using vacant buildings and previously developed land, provided they are not of high environmental value, in order to help recycle land and make a positive contribution to regeneration in the borough. Consideration will be given to the viability of developing such sites in terms of the levels of obligations required. Where appropriate, the Council will look to identify funding and other mechanisms to bring previously developed land back into use.
- 7.25** It is recognised that in order to not unduly restrict development, ensure that the levels of growth proposed in the Core Strategy can be achieved, and take account of prevailing market conditions, some Greenfield sites will need to be released for development. Such sites will need to be in sustainable locations which are well related to existing settlements.

## Policy SDP 2

### Spatial Development Principles

#### Settlement Roles

Proposals for development will be supported in the settlements listed below, provided that they are of a nature and scale that is proportionate to the role and function of that settlement or where they have been specifically identified in this plan to help meet the strategic growth needs of the borough. The role each settlement category will play in the future growth of the borough is explained below:

1. **Key Service Centres** – these will provide the focus for future growth in the borough and accommodate the majority of new development.
2. **Local Service Centres** – these will play a supporting role to the Key Service Centres and accommodate levels of new development to serve a localised catchment.

## Our Spatial Strategy: Where and How We Will Deliver 7

- 3. **Rural Service Centres** – these settlements will provide the focus for growth in Rural Pendle.
- 4. **Rural Villages** – these settlements will accommodate development primarily to meet local needs.

Proposals for new development should be located within a settlement boundary as defined on the Proposals Map<sup>(73)</sup>. These boundaries will be reviewed as part of the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies in order to identify additional sites to meet development needs where necessary. Proposals to develop outside of a defined settlement boundary (i.e. within the open countryside) will only be permitted for those exceptions identified in the Framework, or policies in a document that is part of the development plan for Pendle.

### 1. Key Service Centres

M65 Corridor	West Craven Towns
<ul style="list-style-type: none"> <li>• Nelson (including Brierfield)</li> </ul>	<ul style="list-style-type: none"> <li>• Barnoldswick</li> </ul>
<ul style="list-style-type: none"> <li>• Colne</li> </ul>	

### 2. Local Service Centres

M65 Corridor	West Craven Towns
<ul style="list-style-type: none"> <li>• Barrowford</li> </ul>	<ul style="list-style-type: none"> <li>• Earby</li> </ul>

### 3. Rural Service Centres

Rural Pendle	
<ul style="list-style-type: none"> <li>• Fence</li> </ul>	<ul style="list-style-type: none"> <li>• Foulridge</li> </ul>
<ul style="list-style-type: none"> <li>• Kelbrook</li> </ul>	<ul style="list-style-type: none"> <li>• Trawden</li> </ul>

### 4. Rural Villages

Rural Pendle	
<ul style="list-style-type: none"> <li>• Barley</li> </ul>	<ul style="list-style-type: none"> <li>• Blacko</li> </ul>
<ul style="list-style-type: none"> <li>• Higham</li> </ul>	<ul style="list-style-type: none"> <li>• Laneshawbridge</li> </ul>
<ul style="list-style-type: none"> <li>• Newchurch-in-Pendle</li> </ul>	<ul style="list-style-type: none"> <li>• Roughlee and Crow Trees</li> </ul>
<ul style="list-style-type: none"> <li>• Salterforth</li> </ul>	<ul style="list-style-type: none"> <li>• Sough</li> </ul>
<ul style="list-style-type: none"> <li>• Spen Brook</li> </ul>	

### Site Selection

The selection of sites for new development (including the allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies) should ensure that land and other resources are used effectively. The Council will encourage the reuse of vacant buildings and previously developed land, provided they are not of high environmental value. Where Greenfield land is required for new development, such sites should be in a sustainable location and well related to an existing settlement.

## 7 Our Spatial Strategy: Where and How We Will Deliver

### Monitoring and Delivery

<b>Strategic Objectives</b>	1	
<b>SCS Priority Goals</b>	1, 2, 3, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver development in accordance with the Settlement Hierarchy.</li> <li>Increase the amount of development (housing, employment, retail and leisure) on previously developed land.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>70% or less of new housing development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020 and 2025.</li> <li>80% or less of new employment development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020 and 2025.</li> <li>50% or less of new development has occurred on Previously Developed Land by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	SD01	Amount of new development completed in each settlement (in ha).
	SD03	Amount of new development completed on PDL in the following locations (in ha): - Borough-wide (Core Strategy), -Conservation Areas (SPD), -Bradley AAP area (DPD).
	EC02	Amount of new employment floorspace completed on PDL by: -Type, -Location.
	EC15	Amount of new retail / town centre floorspace completed on PDL by: -Type, -Location.
	HS04	Number of new dwellings completed on PDL (including trends over time).
<b>Delivery Agencies</b>	Pendle Borough Council, private developers, Pendle Enterprise and Regeneration Limited (PEARL2), Lancashire County Council, Lancashire Enterprise Partnership, Homes and Communities Agency, Regenerate Pennine Lancashire, other development partners.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Deliverable sites are located outside the Key Service Centres. (M)</li> <li>Viable development sites are primarily Greenfield. (M)</li> <li>Funding opportunities are not available to make the development of Brownfield sites viable. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Liaise with key partners (e.g. HCA, PEARL2, LEP) to help bring forward more appropriate sites.</li> <li>Consider need for a review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>The North West: Key Service Centres - Roles and Functions</li> <li>Pennine Lancashire Spatial Guide</li> <li>Pennine Lancashire: A Local Development Strategy 2009-2013</li> <li>Pendle Sustainable Settlements Study</li> <li>Pendle Strategic Housing Land Availability Assessment (SHLAA)</li> <li>Pendle Employment Land Review (ELR)</li> </ul>	



## Our Spatial Strategy: Where and How We Will Deliver 7

### Housing Distribution

#### Introduction

**7.26** This policy looks at where and how new housing should be distributed across Pendle during the plan period. The amount of new housing is considered in Policy LIV1. There are a number of key factors that influence where new housing should be located. These include:

- Sustainable growth approach - the areas of the borough that have been identified for new development i.e. the settlement hierarchy.
- Population and household distribution.
- Regeneration - the areas of the borough in need of regeneration and the impact new housing may have on this regeneration.
- Housing need - the areas of the borough that are most in need of new housing (using the findings from the Strategic Housing Market Assessment (SHMA)).
- Availability of land - the areas of the borough that have land available for new development (using the findings from the Strategic Housing Land Availability Assessment (SHLAA)).
- Deliverability of the housing land supply (using the findings from the Development Viability Study (DVS)).
- Infrastructure capacity and provision (the Pendle Infrastructure Strategy indicates that there are no major infrastructure issues that would affect the distribution of development).
- The location of employment, transport, services and facilities, and planned future locations of such developments.
- Environmental constraints

#### Context

**7.27** The Burnley and Pendle SHMA looks at a number of the quantitative factors outlined above and presents a recommended spatial distribution for new housing development for the three spatial areas. Specifically for each area it looks at the current population and household distribution, past housing delivery rates, current housing land supply and the current affordable housing need. It suggests on a quantitative basis that 70% of new housing should be located in the M65 Corridor, 20% in the West Craven Towns and 10% in Rural Pendle.

**7.28** There are also a number of qualitative factors that need to be taken into account when considering where new housing should be located. The provision of new housing in each spatial area should be proportionate to its role and function. Settlements will need to provide sufficient housing to ensure that they are able to support their own economies, services and infrastructure through both investment via development and their own resident and workplace populations.

**7.29** Regeneration work is underway in parts of Brierfield, Nelson and Colne and this could be supported by directing new housing development to these areas.

**7.30** The market attractiveness and financial viability of sites varies across the borough and this may have an impact on where new housing can be delivered. The Development Viability Study broadly indicates that the delivery of new housing is likely to be most viable in the West Craven Towns and Rural Pendle. However, there may be environmental issues that challenge the delivery of sites in these locations. Striking the right balance between these factors will ensure that new housing is distributed to the most sustainable locations.

## 7 Our Spatial Strategy: Where and How We Will Deliver

### Strategy

- 7.31** Policy SDP3 provides broad, strategic guidance on the approach to directing new housing developments to the most sustainable places. The distribution is shown as percentage figures for each spatial area and these should be applied to the housing requirement figures set out in Policy LIV1. Together, these two policies aim to meet the housing needs of the borough in the right place at the right time.
- 7.32** Broad consideration has been given to the provision of infrastructure to support new development, although the capacity of such infrastructure will vary depending on its location. It is recommended that developers engage with the infrastructure (specifically utility) providers at an early stage (Policy SDP6) in order to ensure that the relevant infrastructure can accommodate the needs of the development without delay.

### Policy SDP 3

#### Housing Distribution

The location of new housing, including the allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, should be guided by the percentages in Table SDP3a. Within each spatial area, the provision of housing should follow the settlement hierarchy set out in Policy SDP2. The housing requirement figures are set out in Policy LIV1 and should be read in conjunction with this policy.

**Table SDP3a: Housing Distribution**

Spatial Area	Percentage totals by Spatial Area
M65 Corridor	70
West Craven Towns	18
Rural Pendle	12

### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 5
<b>SCS Priority Goals</b>	3
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver housing provision in accordance with the spatial distribution by Spatial Area (M65 Corridor: 70%, West Craven Towns: 18%, Rural Pendle: 12%).</li> </ul>
<b>Triggers</b>	<ul style="list-style-type: none"> <li>50% or less of new housing development has occurred in the M65 Corridor by 2020.</li> <li>60% or less of new housing development has occurred in the M65 Corridor by 2025.</li> <li>10% or less of new housing development has occurred in the West Craven Towns by 2020.</li> <li>15% or less of new housing development has occurred in the West Craven Towns by 2025.</li> <li>8% or less of new housing development has occurred in the Rural Areas by 2020 and 2025.</li> </ul>

## Our Spatial Strategy: Where and How We Will Deliver 7

<b>Indicators</b>	HS01	Number of new homes completed (including trends over time) by: -Location.
	HS03	Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent by: -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, private developers, Pendle Enterprise and Regeneration Limited (PEARL2), Regenerate Pennine Lancashire, Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>● Determination of planning applications through the Development Management process.</li> <li>● Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>● Insufficient viable sites in the M65 Corridor. (M)</li> <li>● Housing developers only promote sites in locations attractive to the market. (M)</li> <li>● Short term supply influenced by the location of existing permissions. (L)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>● Review the SHLAA to identify additional viable sites in the M65 Corridor.</li> <li>● Liaise with key partners (e.g. PBC Housing Regeneration, HCA, PEARL2) to market and help bring forward sites in appropriate locations.</li> <li>● Look to alter the housing distribution through an early review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● National Planning Policy Framework</li> <li>● National Planning Practice Guidance</li> <li>● Burnley and Pendle Strategic Housing Market Assessment</li> <li>● Pendle Strategic Housing Land Availability Assessment</li> <li>● Pendle Infrastructure Strategy</li> </ul>	

## 7 Our Spatial Strategy: Where and How We Will Deliver

### Employment Distribution

#### Introduction

- 7.33** This policy looks at where and how new employment opportunities should be distributed across Pendle. The amount of new employment land is considered in Policy WRK2.
- 7.34** The location of new employment development is an important factor in our drive to deliver sustainable development solutions. Siting new employment opportunities close to where they are most needed, and in locations that are highly accessible to the local population, are key objectives as they help to reduce the need for people to travel.

#### Context

- 7.35** Evidence of the need and demand for employment land is outlined in the Pendle Employment Land Review (2013) (ELR). This indicates that there is a shortfall of employment land in the southern part of the borough along the M65 Corridor and that there is a small oversupply in West Craven to the north.
- 7.36** A number of factors have been considered in determining the proposed distribution of new employment development. These include:
1. Achieving Sustainable Growth
    - Focus new development in those areas of the borough that have been shown to have the potential for future growth, as reflected in the settlement hierarchy Policy SDP2.
    - The main areas of population.
  2. Meeting Future Demand
    - Evidence prepared for the regional and sub-regional economic development strategies, together with an analysis of the locational requirements of local businesses, in each of the three spatial areas, has been used to indicate where in Pendle the demand for employment land is likely to be most acute.
    - Locational analysis of past completions for employment developments.
    - Consideration of the age profile of the current and projected population for the area, in particular the future distribution of people of working age across the borough.
  3. The Availability of Employment Land
    - An assessment of the land currently available for employment uses, based on the findings of the Pendle ELR.

#### Strategy

- 7.37** The evidence base illustrates the current distribution of employment in Pendle and provides an indication of where future provision should ideally be located. Policy SDP4 sets out the percentage distribution of employment land to be provided during the plan period, in order to meet these projected needs.
- 7.38** There is clear evidence that the local economy remains over-reliant on a manufacturing sector that is currently fuelled by a small concentration of specialised advanced manufacturing businesses, many of whom are highly dependent on the Rolls-Royce facility in Barnoldswick. Continued support for this high value added sector is essential, but diversification of the local economic base is also important in helping to make the area more resilient to future economic downturns.

## Our Spatial Strategy: Where and How We Will Deliver 7

- 7.39** The general focus of the M65 Corridor for future settlement growth, as outlined in Policy SDP2, is also reflected in the level of employment provision proposed for this area. The suggested distribution highlights the intention to concentrate new employment opportunities within or close to the towns in the M65 Corridor, where regeneration needs are highest and the demand for employment land is greatest. The infrastructure capacity of each area to cope with the proposed levels of employment has also been taken into account and may require a phasing approach of delivery to be established. An approach based on addressing local needs will underpin our employment strategy elsewhere in the borough.
- 7.40** Broad consideration has been given to the provision of infrastructure to support new development, although the capacity of such infrastructure will vary depending on its location. It is recommended that developers engage with the infrastructure (specifically utility) providers at an early stage (Policy SDP6) in order to ensure that the relevant infrastructure can accommodate the needs of the development without delay.

### Policy SDP 4

#### Employment Distribution

The location of new employment land, including the allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, should be guided by the percentages in Table SDP4a. Within each spatial area, the provision of employment land should follow the settlement hierarchy set out in Policy SDP2. The employment land requirement is set out in Policy WRK2 and should be read in conjunction with this policy.

**Table SPD4a: Employment Distribution**

Spatial Area	Percentage totals by Spatial Area
M65 Corridor	78.5
West Craven Towns	18.5
Rural Pendle	3.0

#### Rural Pendle

In the Rural Service Centres and Rural Villages development should be of a scale and nature that fulfils the need of local communities.

In line with Policy SDP2, small scale employment development outside a settlement boundary, particularly where it aids the diversification of rural employment, will be considered where it can be shown to be in a sustainable location and meet specific, identified local needs.



## 7 Our Spatial Strategy: Where and How We Will Deliver

### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 6	
<b>SCS Priority Goals</b>	2	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver employment provision in accordance with the spatial distribution by Spatial Area (M65 Corridor: 78.5%, West Craven Towns: 18.5%, Rural Pendle: 3.0%).</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>60% or less of new employment development has occurred in the M65 Corridor by 2020 and 2025.</li> <li>15% or less of new employment development has occurred in the West Craven Towns by 2020 and 2025.</li> <li>10% or more of new employment development has occurred in the Rural Areas by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	EC01	Amount of new employment floorspace completed by: -Type, -Location.
	EC03	Amount of new employment floorspace with an extant planning consent by: -Type, -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), private developers, Regenerate Pennine Lancashire, Lancashire Local Enterprise Partnership, Lancashire County Developments Ltd.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Insufficient land available in the M65 Corridor. (L)</li> <li>Inappropriate range of sites. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Review the ELR to identify additional viable sites in the M65 Corridor.</li> <li>Liaise with key partners (e.g. PBC Economic Development, landowners, developers) to market and help bring forward sites in appropriate locations.</li> <li>Look to alter the employment distribution through an early review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Pendle Employment Land Review</li> <li>Pendle Infrastructure Strategy</li> </ul>	

## Our Spatial Strategy: Where and How We Will Deliver 7

### Retail Distribution

#### Introduction

- 7.41** This policy looks at where and how we propose to distribute new retail development across Pendle during the plan period. Local shopping needs and the location of retail activity within individual settlements, is considered in Policy WRK4.
- 7.42** The distribution of new retail provision is important to ensure people have access to an adequate retail offer to meet their everyday needs and where appropriate to make purchases of those goods needed on a less frequent basis.

#### Context

- 7.43** Nelson, Colne and Barnoldswick are considered to fall within the definition of a Town Centre as set out in Annex 2 of the Framework. Nelson and Colne are the principal centres and provide a mix of comparison and convenience shopping, whilst Barnoldswick provides an extensive range of retail services for a largely rural catchment in the north of the borough.
- 7.44** The town centres in Barrowford and Earby contain a range of smaller shops and a small supermarket; bringing them under the category of Local Shopping Centres. Although the settlement hierarchy (Policy SDP2) considers Brierfield alongside Nelson as a Key Service Centre, its function in the retail hierarchy is somewhat different. The shopping centre serves a smaller population catchment than Nelson and consequently provides fewer opportunities for comparison retailing. It is therefore considered to fulfil the role of a Local Shopping Centre.
- 7.45** The Pendle Sustainable Settlements Study highlights that many of the rural villages also offer a limited retail function, primarily to meet the needs of their local community and tourists. It identifies four settlements as Rural Service Centres as they have the capacity and population to support additional retail provision if and when a need arises.
- 7.46** The Pendle Retail Capacity Study (2007) and its update (2012) indicate that the main potential for further convenience retail provision is in the north of the borough. These studies identify the overall capacity for new convenience and comparison floorspace in the borough, whilst the original study also includes details of those sites which could potentially accommodate larger scale retail developments.

#### Strategy

- 7.47** The retail hierarchy aims to promote sustainable development by locating retail and service provision in the areas that are most accessible to the largest proportion of the population. Ensuring that people do not have to travel further than they need, in order to access everyday goods, is a driving principle behind the retail hierarchy.
- 7.48** New retail development will, therefore, be located primarily in the three town centres, with Nelson and Colne taking a priority role, especially for the provision of new comparison floorspace. These town centres are considered to be the most accessible in the borough, with Nelson having a public transport interchange and Colne being served by both a bus and railway station. Barnoldswick is less well served by public transport and may be considered to be less accessible. However, its role as a town centre is vital in providing services to the local population in West Craven.
- 7.49** The Local Shopping Centres of Brierfield, Barrowford and Earby should continue to play a supporting role to the three town centres, providing the everyday retail and service needs for their respective populations.

## 7 Our Spatial Strategy: Where and How We Will Deliver

- 7.50** Where rural retail needs exist but are not currently provided for, new development should first be considered in the Rural Service Centres. These villages are larger in size and act as a hub for the surrounding smaller villages, hamlets and farmsteads. Providing new convenience services in these Rural Service Centres will help to reinforce the community focus of the rural areas. Proposals for retail development in Rural Pendle, which are not located in a Rural Service Centre, must be sustainable and serve an identified local need, or a niche tourism market, in line with the requirements set out in Policy WRK4.

### Policy SDP 5

#### Retail Distribution

New retail development should be in scale with the position a settlement holds in the retail hierarchy (Table SDP5a). In particular:

Major retail developments should be located in one of the three main town centres. Smaller-scale retail provision should be located within a town or local shopping centre.

**Table SDP5a: Retail Hierarchy**

Town Centres	
M65 Corridor	West Craven Towns
<ul style="list-style-type: none"> <li>Nelson</li> </ul>	<ul style="list-style-type: none"> <li>Barnoldswick</li> </ul>
<ul style="list-style-type: none"> <li>Colne</li> </ul>	
Local Shopping Centres	
M65 Corridor	West Craven Towns
<ul style="list-style-type: none"> <li>Brierfield</li> </ul>	<ul style="list-style-type: none"> <li>Earby</li> </ul>
<ul style="list-style-type: none"> <li>Barrowford</li> </ul>	

In Rural Pendle the provision of new retail facilities, to meet an identified need, will be encouraged. In the first instance rural retail provision should be located in one of the Rural Service Centres (Fence, Trawden, Foulridge and Kelbrook). Where this is not possible the re-use of existing buildings or development on a site within a Rural Village may be considered.

#### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 6, 7	
<b>SCS Priority Goals</b>	2	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver retail provision in accordance with the retail hierarchy.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>40% or more of approved major retail developments are located outside the three main town centres by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	EC12	Amount of new retail / town centre floorspace completed by: -Type, -Location.
	EC14	Amount of floorspace for retail / town centre uses with an extant planning consent by: -Type, -Location.

## Our Spatial Strategy: Where and How We Will Deliver 7

<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), private developers, retailers.
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Policies in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> </ul>
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Suitable sites for major retail development are not available in the main town centres. (H)</li> <li>• Major retail operators pursue development in lower order centres. (M)</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Market and promote the borough's town centres as attractive retail destinations.</li> <li>• Liaise with key partners (e.g. PBC Economic Development, landowners, developers) to market and help bring forward sites in appropriate locations.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Pendle Retail Capacity Study</li> </ul>

## 7 Our Spatial Strategy: Where and How We Will Deliver

### Future Infrastructure Requirements

#### Introduction

**7.51** This policy sets out the position regarding infrastructure capacity in the borough and its ability to support the implementation of the policies in the Core Strategy. It also sets out how the financial contributions towards infrastructure provision and improvements will be secured in the future.

#### Context

**7.52** New development often needs new infrastructure and facilities. Where viable, planning should help to orchestrate the provision of the social, physical and green infrastructure necessary to support the delivery of sustainable development and communities. Where necessary it should also identify and protect those sites and routes which help to meet the objectives, principles and policies of the Framework. In order to do so developers will be required to provide or fund infrastructure improvements associated with their development.

**7.53** The Framework requires local planning authorities to plan positively for the development and infrastructure required in their area. To successfully guide development and investment in the borough, Pendle Council, in cooperation with neighbouring authorities, infrastructure providers and local businesses has prepared a robust evidence base to help understand changing needs and to identify and address barriers to investment.

**7.54** The two strategic sites identified in the Core Strategy will help address the borough's housing and employment needs from the start of the plan period. The strategic nature of these sites means that they will require a significant amount of planning and preparation. This may include community consultation and the preparation of technical studies necessary to assess the potential impact of each site and to help mitigate any adverse impacts that may be identified.

**7.55** The Pendle Infrastructure Strategy assesses the quality and capacity of existing infrastructure provision and takes account of the need for strategic infrastructure to help deliver plan objectives. The Infrastructure Delivery Schedule (IDS)<sup>(74)</sup> identifies the land and infrastructure necessary to support current and projected future levels of development in the borough. It also outlines a delivery strategy and management responsibilities, costs and funding sources, timescales, risks and contingencies by drawing on strategies and investments plans of the Council and other organisations.

**7.56** In 2010 changes to legislation introduced the Community Infrastructure Levy (CIL) and limited the future use of Planning Obligations (Section 106 agreements) by 2015, the traditional way contributions have previously been sought from applicants/developers.

**7.57** CIL is based around the premise that new development will usually have an impact on infrastructure and as such should make a contribution towards providing it. Current legislation sets out that S106 contributions can only be used to secure necessary requirements to mitigate the effects of the development and make it acceptable in planning terms, whilst CIL contributions are to be sought for more general infrastructure requirements across the borough. The Planning Act 2008 provides a definition of the infrastructure which can be funded by CIL, including transport, flood defences, schools, hospitals and other health and social care facilities, parks and green spaces, cultural and sports facilities, district heating schemes and police stations and other community safety facilities. Affordable housing will continue to be funded by planning obligations (S106) as the Government considers this to be the best way of delivering affordable housing, allowing for contributions to be tailored to particular circumstances and crucially to enable affordable housing to be delivered on site.



## Our Spatial Strategy: Where and How We Will Deliver 7

- 7.58** The Pendle Development Viability Study (DVS) (2013) has considered viability throughout the borough and the results indicate that there is currently limited potential to introduce CIL in Pendle. This position will be reviewed on an on-going basis as economic conditions change.

### Strategy

- 7.59** The Pendle Infrastructure Strategy (2014) indicates that there are no insurmountable barriers in terms of infrastructure provision in developing at the scale proposed, or in line with the spatial development principles, growth and distribution frameworks, set out in this Core Strategy. Current infrastructure capacity is generally considered to be sufficient to handle any increased demand that would be placed upon it by the implementation of the policies contained in this Core Strategy.
- 7.60** The table in Appendix A summarises the current position in Pendle for the infrastructure typologies addressed in the Pendle Infrastructure Strategy. It identifies key projects that need to go ahead if our strategy for growth is to be successfully delivered, together with any aspirational projects that are identified and supported by policies in the Core Strategy.
- 7.61** To secure funding for infrastructure improvements arising from any development, developers will be required to contribute towards, the cost of provision through a S106 agreement or CIL tariff.<sup>(75)</sup>
- 7.62** The IDS identifies any risks to the successful delivery of the Core Strategy should a project not be implemented. This schedule will be updated annually in the Authority's Monitoring Report (AMR) to reflect the latest position with regard to the on-going delivery of projects.
- 7.63** The Pendle Local Plan Part 2: Site Allocations and Development Policies will set out the Council's approach to obtaining developer funding through S106 and the possible future introduction of CIL, including the prioritisation of requirements when issues of viability arise. At present the viability assessments carried out as part of the evidence base work for the Core Strategy show that the current economic situation will not support the introduction of CIL in Pendle. The viability of developments will be assessed on an annual basis through the AMR, and CIL will be introduced when the economic circumstances of the borough can support it. Until the adoption of this document, the Council will continue to seek S106 contributions to mitigate unacceptable impacts of development in line with the revised S106 regulations.
- 7.64** Policy SDP6 seeks to ensure that appropriate and necessary infrastructure is provided to support development proposals and that future developments contribute to resolving any pressures they may generate.

### Policy SDP 6

#### Future Infrastructure Requirements

The Council will work with partners to deliver the infrastructure necessary to support development in the borough (Appendix A).

Developers will need to confirm with the relevant utility and other infrastructure providers that sufficient capacity is available, or can be made available, to allow their scheme to proceed.

New development will be expected to provide the necessary on-site infrastructure to facilitate the proposed level of development and to contribute towards the mitigation of any adverse impacts in order to make the development acceptable in planning terms.

<sup>75</sup> S106 contributions towards the provision of off-site infrastructure and services will only be required where they meet the tests set-out in paragraph 204 of the Framework.

## 7 Our Spatial Strategy: Where and How We Will Deliver

In addition, subject to individual development viability, contributions will be sought towards improving local infrastructure and services, having regard to the needs identified in the Pendle Infrastructure Strategy and the legal and national policy tests.

Pendle Local Plan Part 2: Site Allocations and Development Policies will set out the Council's approach to obtaining such funding or provision from developers, including the priority of competing requirements.

To allow for future expansion, protect access for operational and maintenance requirements and to avoid potential conflict with neighbouring uses, development will not normally be permitted in the immediate vicinity of infrastructure assets, in particular those operated by a utility company.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 5, 6, 8, 9, 11
<b>SCS Priority Goals</b>	2, 3, 4, 5, 6, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>To deliver the necessary infrastructure to support proposed development</li> </ul>
<b>Triggers</b>	<ul style="list-style-type: none"> <li>Schemes essential to plan delivery, as identified in the Infrastructure Delivery Schedule, are not progressing in line with the proposed timetable.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Progress will be monitored in the Infrastructure Delivery Schedule, which will be updated each year and published in the Local Authority's Monitoring Report (AMR).</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, infrastructure providers including Network Rail, utility companies, the Environment Agency, the National Health Service and emergency services, registered social landlords, Pendle Leisure Trust and private developers.
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Through the Development Management process, developers may be required to contribute to new or improved infrastructure by way of a Section 106 agreement or Community Infrastructure Levy (CIL) payment. These contributions will be used by the Council, and its infrastructure partners, to deliver infrastructure requirements and priorities identified in the up-to-date Infrastructure Delivery Schedule.</li> </ul>
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Funding for specific infrastructure projects cannot be identified or secured, or funding is withdrawn. (L)</li> <li>Infrastructure providers have insufficient capacity to bring schemes forward at the required time to meet developer needs. (L)</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Liaise and work with partners and infrastructure providers to ensure investment plans include sufficient funding to deliver the relevant infrastructure.</li> <li>Work with key partners to identify alternative approaches to provision.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Pendle Infrastructure Strategy</li> <li>Authority's Monitoring Report (Infrastructure Delivery Schedule)</li> <li>Pendle Biodiversity Audit</li> </ul>

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

### Introduction

- 8.1** This chapter sets out the key actions that will help to reduce our carbon footprint. It recognises that in meeting our local needs we will have an impact on the global environment.
- 8.2** All development in some small way impacts on the local environment. In recent years there has been a growing realisation that our way of life is placing an increasing environmental burden on the planet by:
- Contributing to climate change.
  - Increasing the stress on resources and environmental systems.
  - Leading to an increasing loss of biodiversity.
- 8.3** It is not just large scale development that is of concern. In combination many smaller actions can have a cumulative impact on the environment that has negative outcomes. Unless we carefully consider the impacts of our future development requirements, and the way in which we produce, consume and waste resources, we all face a future that will be less certain and less secure.
- 8.4** An important part of planning for the future is understanding how the changing climate may affect what life may be like in Pendle in the future and ensuring that any new development is designed to be able to both adapt to, and mitigate against, changing environmental conditions. In the coming years and decades it is predicted that temperatures will rise, winter rainfall will increase whilst summer rainfall decreases and heat waves, droughts, storms and floods will become more frequent and more severe.<sup>(76)</sup>
- 8.5** Spatial planning represents a decisive move towards development which is more sustainable and in our long term interests. The policies that follow in this chapter cover a range of topics which all in some way have an impact on the environment. Considered in the overall context of a changing climate, they show how we will help to create a better environment for future generations.
- 8.6** Together these policies will form the spatial response to the SCS Goal 6: To care for our environment, deepening our understanding and respect for our surroundings. It will also address Core Strategy Strategic Objective 4: To respond to the causes and potential impacts of climate change through a process of mitigation and adaptation.

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

### Protecting and Enhancing Our Natural and Historic Environments

#### Introduction

- 8.7** Our natural environment provides the building blocks for life, so it is important that it is protected and where possible enhanced. Goal 6 of the Sustainable Community Strategy requires us to care for our environment - deepen our understanding and respect for our surroundings. A key objective listed under this goal is to protect and enhance Pendle's land, habitats and species.
- 8.8** A number of Acts and Regulations place a statutory duty on Local Authorities to protect the natural environment. The following represent the key pieces of legislation:
- Wildlife and Countryside Act (1981) - provides for the protection of wildlife and conservation of nature.
  - Countryside and Rights of Way Act (2000) - looks specifically at access to the countryside, nature conservation and wildlife protection in the form of SSSI's, and the purpose of designating AONB's and their management.
  - Natural Environment and Rural Communities Act (2006) - requires that in exercising its functions local authorities should have regard to conserving biodiversity. This includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat.
  - Conservation of Habitats and Species Regulations (2010) - provides for the designation and protection of European sites and species.
- 8.9** The quality of the local environment is an important part of the borough's identity. The area's built heritage and natural landscapes play an important cultural role and are a catalyst for regeneration. The protection and enhancement of these assets will provide a positive legacy for future generations.
- 8.10** An integrated policy approach to the protection and enhancement of our natural and historic environments will aid the management of our highly valued landscapes and townscapes. Positive action will help to secure additional benefits for the economy and help to address local health issues, by offering better access to recreational opportunities.

#### Context

#### Biodiversity and Ecology

##### Biodiversity

Biodiversity is the term used to describe the wealth of wildlife on our doorstep. It includes everything from the landscape in which we live, through all the animals, plants and insects we live with, and the genes that make us all unique individuals.

Biodiversity provides the support systems that sustain human existence: the intricate network of ecosystems, habitats and species that constitute all life on earth.

- 8.11** The Framework (paragraph 109) identifies the following requirements for the planning system in respect of biodiversity:
- Recognise the wider benefits of ecosystem services;
  - Minimise impacts on biodiversity and provide net gains in biodiversity, where possible, to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

## Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

- 8.12** At the local level an integrated approach should be taken to identify:
- the location of designated sites and their importance for biodiversity and geodiversity;
  - any areas or sites for the restoration or creation of new habitats;
  - existing habitat networks and the potential for the creation of new networks within developments.
- 8.13** The Lawton Review (Making Space for Nature)<sup>(77)</sup> looks at how we can achieve a coherent and resilient ecological network. It suggests that the actions to be taken should be: more, bigger, better and joined. The review identifies three key objectives to follow:
1. To restore species and habitats appropriate to England's physical and geographical context to levels that are sustainable in a changing climate, and enhanced in comparison with those in 2000.
  2. To restore and secure the long-term sustainability of the ecological and physical processes that underpin the way ecosystems work, thereby enhancing the capacity of our natural environment to provide ecosystem services such as clean water, climate regulation and crop pollination, as well as providing habitats for wildlife.
  3. To provide accessible natural environments rich in wildlife for people to enjoy and experience.
- 8.14** In 2013 the Lancashire Local Nature Partnership (LNP) commissioned the Lancashire Wildlife Trust (LWT) and the Lancashire Environment Record Network (LERN) to jointly develop an ecological network for the county. This work centred on the existing hierarchy of designated biodiversity and geodiversity sites, together with mapping and modelling of the intervening networks for three priority habitat groupings: i) Woodland; ii) Grassland; and iii) Wetland and Heath. The resulting ecological network is made up of a collection of habitat areas which are connected by movement corridors through the intervening habitat matrix.
- 8.15** The Pendle Biodiversity Audit brings together the key information on biodiversity in the area. The audit indicates that Pendle has a large number of sites, habitats and species which are recognised and/or designated as being of international, national, regional and/or local significance for biodiversity. They are categorised into the following types:
- Special Protection Areas (SPA) and Special Areas of Conservation (SAC)
  - Sites of Special Scientific Interest (SSSI)
  - Local Nature Reserves (LNR)
  - Biological Heritage Sites (BHS)
  - Sites of Local Natural Importance (LNI)
  - Habitats and Species of Principal Importance
- 8.16** The Pendle Biodiversity Audit (Table 4.1) indicates that at least 39 priority species (Table 4.2) and 18 priority habitats are known to be present in Pendle.<sup>(78)</sup>
- 8.17** Of particular concern regarding the BAP key habitats is the low level of woodland coverage across the North West. Pendle is no exception with only 4.1% of its total land area covered by woodland compared to 12.7% nationally. The amount of ancient semi-natural woodland cover is also low being confined to six small sites with a total area of just 21ha.<sup>(79)</sup> Increasing and improving woodland and tree cover is a key objective for the borough. In recognition of the fact that woodland, trees and hedgerows are important habitats for a number of wildlife species, the Council protects a

77 Department for Environment, Food and Rural Affairs (DEFRA) (2010) Making Space for Nature, London, DEFRA

78 These species and habitats are identified in the UK Biodiversity Action Plan (BAP) which, although succeeded by the UK Post-2010 Biodiversity Framework in 2012, still provides the basis for statutory lists of priority habitats and species required by the EU Habitats Directive / Section 41 of the Natural Environment and Rural Communities (NERC) Act.

79 Lancashire County Council (2010) Biological Heritage Sites Database. Lancashire Environment Record Network, Leyland



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number of trees and areas of woodland through the designation of Tree Preservation Orders (TPOs) and Conservation Areas where it is beneficial to the amenity or the special character of an area. These actions will also have a beneficial impact on biodiversity.

- 8.18** Of particular concern is the potential impact of climate change on biodiversity. There is significant evidence that climate change adversely affects biodiversity, and that it is likely to become one of the most significant drivers of biodiversity loss by the end of the century.<sup>(80)</sup> Climate change is already forcing biodiversity to adapt either through shifting habitats, changing life cycles, or the development of new physical traits.
- 8.19** Conversely biodiversity can help to reduce the negative effects of climate change. For example, woodland and trees provide many additional benefits to our environment. These include: helping to reduce flood risk by intercepting and absorbing water and delaying water flow, helping to reduce pollution, providing a wind break, reducing noise levels and contributing to urban cooling. Woodland can perform a carbon storing function (carbon sequestration) by converting atmospheric CO<sub>2</sub> into biomass. Woodland is also essential in helping to regulate the climate and weather. The creation of new woodland and the planting of street trees can therefore help society in its adaption to climate change.<sup>(81)</sup> Other habitats are also important in this respect. Upland peat bogs play a significant role in carbon capture and storage. Their conservation and restoration through the re-wetting of upland and lowland peat soils helps to create suitable conditions for a layer of living plants which absorb CO<sub>2</sub> from the atmosphere.
- 8.20** It is therefore important to ensure that the preservation and where possible the enhancement of biodiversity is considered during proposals for development. In any new development, biodiversity issues should be identified and addressed at the design stage.

### Geodiversity

- 8.21** Geodiversity is also important as not only does it give us dramatic landscapes and countryside that is highly valued, it also provides us with raw materials for building, fuel to provide energy and the soils to grow crops. The local geology has played a significant role in shaping the landscape we live in and, in providing materials for a wide variety of uses. These materials have in turn helped to establish the character of the towns and villages of the borough where local stone is widely used in buildings, walls and surfacing.
- 8.22** Throughout time our natural environment has been exploited for its mineral resources (for example coal). These represent a valuable, but finite resource. Access to deposits that have economic, environmental or heritage value will continue to be required, so it will be necessary to prevent their sterilisation by new development. Policy CS3 of the Joint Lancashire Minerals and Waste Core Strategy sets out the amount of aggregate mineral extraction to take place between 2001 and 2021. Specific sites are identified in the associated Minerals and Waste Site Allocations DPD, in accordance with Policy CS4.
- 8.23** Two significant geological outcrops and one geomorphological feature are recognised as being regionally important and are classified as Local Geodiversity Sites (LGS).

### Landscapes

- 8.24** Pendle has a rich and varied landscape and this is reflected in the typologies given to its different landscapes in the Lancashire Landscape Strategy. These are defined as:
- Moorland Plateaux (1)
  - Moorland Hills (2)
  - Moorland Fringe (4)

80 Millennium Ecosystem Assessment

81 Woodland Trust (2010) Woodland Creation: why it matters. Woodland Trust, Grantham.

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- Industrial Foothills and Valleys (6)
- Drumlin Field (6)
- Rolling Upland Farmland (14)
- Industrial Age (23)

- 8.25** Part of the Forest of Bowland Area of Outstanding Natural Beauty (AONB) is situated in the south west corner of Pendle. This is a nationally important landscape and is afforded one of the highest levels of protection for its scenic beauty. The Framework (paragraph 115) indicates that in such areas suitably located and designed developments which aid local communities will be supported and great weight should be given to the protection of the countryside, conservation of wildlife and cultural heritage.
- 8.26** Under the provisions of the Countryside and Rights of Way Act (2000) the AONB partnership has prepared a management plan for the Forest of Bowland. This details how the pressures on the AONB will be managed. It highlights six distinctive qualities of the AONB which contribute to its 'sense of place' and should be protected and enhanced. These are:
1. Wild open spaces
  2. A special place for wildlife
  3. A landscape rich in heritage
  4. A living landscape
  5. Delicious local food and drink
  6. A place to enjoy and keep special
- 8.27** The Green Belt in Pendle covers 2,067 hectares of land around the settlements of the M65 Corridor, helping to prevent them from coalescing and losing their identity. The Green Belt helps to prevent unrestricted urban sprawl, assist in safeguarding the countryside from encroachment and encourage the recycling of derelict urban land.
- 8.28** The Framework (paragraph 83) states that once established Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. It also indicates (paragraph 84) that when reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development.
- 8.29** The Framework (paragraph 87) is clear that inappropriate development in the Green Belt is harmful and should only be approved in very special circumstances.

### Open space and green infrastructure

- 8.30** The Framework (paragraph 74) requires valuable open spaces to be protected from development. Existing and new open spaces will be key elements of green infrastructure provision and may make valuable contributions to the establishment of a coherent ecological network. The Framework also allows communities to identify green areas of particular importance to them for special protection as Local Green Spaces. However, such sites must be capable of enduring beyond the plan period and must meet the criteria set out at paragraph 77 of the Framework.
- 8.31** The Northwest Green Infrastructure Prospectus encourages strategies at every level to put green infrastructure assets and their natural services at the core of sustainable development and regeneration activity. The Lancashire Green Infrastructure Strategy aims to develop and maintain multi-functional green spaces and places, connecting urban areas to their rural hinterlands.
- 8.32** The densely built up areas of Pendle, especially those within the M65 Corridor, can suffer from poor open space provision. The open spaces within these areas are vital assets for the local community, providing spaces for people to live and breathe. They also play a pivotal role in providing areas for formal and informal recreation enabling people to live healthier and more active lifestyles. Gardens, tree lined streets and road side verges all contribute to local amenity and help to connect

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larger spaces together forming a network of green infrastructure provision. They can also help to reduce risk and alleviate other impediments to development by reducing noise, flood risk and soil erosion, improving air quality and helping to mitigate against the impacts of climate change by providing carbon storage and shading. Policy SUP2 Health and Well-Being acknowledges the positive linkages between health and accessibility to open spaces.

- 8.33** The Pendle Open Space Audit and the Pendle Biodiversity Audit provide detailed information on the value we place on our existing open spaces, be they natural or man-made. The Open Space Audit includes a quality assessment for a number of different open space typologies and identifies where there are deficiencies within the borough. Mapping of these sites, together with those in the Biodiversity Audit illustrates the current distribution of open and green spaces, helping to highlight where there are gaps in existing provision. The potential to green the urban environment through new open space provision, or street greening methods, will have positive benefits for quality of life, health and wildlife.

### Historic environment and built heritage

- 8.34** It is important to protect the best of our built-heritage. Once lost, a heritage asset cannot be replaced and its loss may have cultural, environmental, economic and social implications. A large part of Pendle's built environment was formed during the industrial revolution but significant elements date back much further.
- 8.35** Those locations of greatest historical value and which reflect the quality and character of the borough are designated as conservation areas. Pendle currently has 23 conservation areas which cover some 14% of the borough. These areas vary widely in character and have many different qualities. This is indicative of the variety to be found in Pendle's landscapes and buildings which range from the scattered pre-industrial farming settlements of the 16th, 17th and 18th centuries (for example those found at Whitehough, Wycoller, Greenfield, Scholefield & Coldweather, Sabden Fold, Edge End and Southfield) to the more familiar urban legacy of Victorian terraced housing and textile mills (seen to good effect at Whitefield and Lomeshaye Hamlet). Many conservation areas derive much of their character from the interplay of the built form and the varied topography found in Pendle, which often imparts a dramatic spatial quality. Examples are Colne town centre (Albert Road) where the striking Victorian skyline is viewed astride a prominent ridge. As a contrast, the wide open moorland spaces of Trawden Forest contain a unique historic landscape of field boundaries and farmsteads relating to medieval vaccary farms and later copyhold farms.
- 8.36** In addition to conservation areas, individual buildings ranging from medieval churches to textile mills, vernacular houses and farm buildings are listed and graded according to their historic importance or architectural merits. Protection is also afforded to other heritage assets such as Scheduled Monuments, Historic Parks and Gardens, archaeological remains and the settings of landscapes, places and features.

### Strategy

- 8.37** To ensure that the biodiversity and geological assets of the borough are protected and enhanced it is important that new development respects the status of different landscapes, ecological sites, key species and habitats. Where a development proposal has the potential to adversely affect a designated site, different criteria, proportionate to the site's position within the hierarchy of protected sites, will be used to help assess the level of harm that is likely to be caused and to determine whether such harm is acceptable.

### Biodiversity and Ecology

- 8.38** It will be important to build on the work carried out on behalf of the LNP to further understand the ecological networks that are present within and connected to the borough. Ecological networks are an important method of helping to conserve our wildlife assets, allowing for species migration across the borough. It is important to ensure that there are connections between the core biodiversity

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sites and habitats, as appropriate, to allow species to move freely between them in order to feed, disperse, migrate or reproduce. This is seen as a key in providing future resilience to the potential impacts of climate change. Such connections do not have to be a continuous linear habitat, but can be a series of smaller isolated sites which species can use as stepping stones between the core areas. It is this network of core sites connected by buffer zones, wildlife corridors and stepping stones which is known as an ecological network (Lawton et al). Development proposals of all types should prevent harm and have regard to the potential to add value to, and enhance the existing ecological networks.

- 8.39** Where appropriate the creation and/or restoration of habitats may form part of a development proposal. In these circumstances decisions will be guided by the National and Regional Priority Habitat Targets.<sup>(82)</sup> In particular, proposals that involve the creation of new woodland (of native tree species) will be encouraged to help increase the coverage in Pendle.
- 8.40** There may be instances where the social and economic benefits of a development makes the loss of a site with conservation value acceptable on balance. In such cases adequate mitigation measures will need to be put in place before any development work can commence, in order to off-set the loss of habitat. Wherever possible the fragmentation of habitats and the breaking-up of wildlife corridors should be avoided.
- 8.41** A proactive approach to protecting biodiversity in new developments should be taken. This could involve the incorporation of specific features into the design of the building to help protect and enhance species and habitats. Such features may include ponds, bird and bat boxes, the planting of native trees, shrubs and other flora. The incorporation of features such as balancing ponds, or the removal of culverts can also have much wider benefits such as the reduction of flood risk. Policy ENV7 considers wider water management issues.
- 8.42** The Council will work with its partners to explore opportunities to designate new areas for their nature conservation value over the plan period. With specific regard to trees, woodland and hedgerows, the Council will continue to protect these assets through a variety of measures including: Tree Preservation Orders (TPOs) and the Hedgerow Regulations 1997.

### Geodiversity

- 8.43** The geological assets of the borough will be protected and enhanced, with specific protection given to those sites which are designated as nationally or locally important sites. Where new geological and geomorphological sites are identified support will be given, where appropriate, to designating such features as Local Geodiversity Sites (LGSs). Existing LGSs will continue to be protected from the impacts of development.
- 8.44** The need to extract, or protect, mineral resources must be balanced against environmental and other relevant considerations. Where practicable, Policy ENV6 requires new developments to maximise the use of recycled and secondary materials, to help reduce the depletion of valuable natural resources and to help maintain positive links with the local vernacular architecture.
- 8.45** The extraction of minerals from mines and quarries will be determined by the minerals and waste planning authority; for Pendle this is Lancashire County Council. In line with Policy CS1 of the Joint Lancashire Minerals and Waste Core Strategy, Pendle Borough Council will consult Lancashire County Council on any non-minerals developments which are located in a Mineral Consultation Area (MCA) or Mineral Safeguarding Area (MSA). Outside these designated areas, whilst there is no requirement for developers to extract any minerals prior to development, it is recognised that the prior extraction of minerals may be profitable, even on smaller sites. Developers are encouraged to assess this possibility as it can help to avoid the sterilisation of such resources by non-mineral development.

82 The UK Biodiversity Action Plan [BAP], England's Biodiversity Framework: 'Securing Biodiversity' and the Lancashire BAP provide details of the Priority Habitats.

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### Landscapes

- 8.46** The landscape character of the borough will be protected especially in the open countryside. Supplementary planning guidance relating to development in the open countryside and the Forest of Bowland AONB will be translated into a joint Supplementary Planning Document (SPD), which will provide specific guidance on how new developments should respond to the landscape.
- 8.47** Developments within the Forest of Bowland AONB will also be guided by the principles and objectives within the Management Plan for the area.<sup>(83)</sup>
- 8.48** The allocation of a Strategic Employment site in the Core Strategy has required an alteration to be made to the Green Belt boundary (Policy WRK3). A further review of Green Belt boundaries will take place as part of the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies. Alterations will only be made where exceptional circumstances can be shown to exist or cartographic corrections are required that do not adversely impact on the purposes of including land in the Green Belt.

### Open space and green infrastructure

- 8.49** The protection and enhancement of existing open spaces will be a priority and consideration should be given to the potential opportunities to connect spaces together to form a green infrastructure network. Examples of Green Infrastructure can include; parks, open spaces, woodlands, rivers, ponds, swales and wetlands.
- 8.50** Green infrastructure can provide many social, economic and environmental benefits including:
- places for outdoor recreation and play;
  - space and habitat for wildlife with access to nature for people;
  - climate change adaption;
  - environmental education;
  - local food production;
  - improved health and wellbeing.<sup>(84)</sup>
- 8.51** The provision of new open space is also important. Policies LIV5 and WRK6 require open space to be provided as part of new housing and commercial developments, where practicable. Where this is not possible alternative provision, or the enhancement of existing spaces, may be required. Remodelling of high density residential areas in future housing regeneration initiatives may also present an opportunity to incorporate new open space, or provide green links between existing open spaces.
- 8.52** The identification and designation of Local Green Spaces will be used to protect those green areas which are of particular importance to the local community.

### Historic environment and built heritage

- 8.53** Policy ENV1 sets out the approach to conserving and enhancing the borough's historic environment and includes a series of actions that the Council will take to achieve this. The policy highlights the key elements that make a significant contribution to the local character and distinctiveness of Pendle. It also sets out the principal requirements for new development proposals and how these should be managed in relation to the historic environment.

83 Forest of Bowland AONB Joint Advisory Committee (2009) Forest of Bowland AONB Management Plan 2009-2014. Preston, Lancashire County Council.

84 <http://www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx>



# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## Policy ENV 1

### Protecting and Enhancing Our Natural and Historic Environments

Development should make a positive contribution to the protection, enhancement, conservation and interpretation of our natural and historic environments.

#### Biodiversity and geodiversity

The biodiversity and geological assets of the borough will be protected and enhanced. Those sites which have been designated for nature conservation purposes, including areas of ancient semi-natural woodland, aged and veteran trees, should be protected in a manner appropriate to the status of their designation. Where appropriate the Council and its partners will designate new sites to protect natural and geological features. The Council will protect trees through the making of Tree Preservation Orders (TPOs).

The impact of new developments on the natural environment (biodiversity and geodiversity) should be kept to a minimum. Proposals which seek to conserve or enhance biodiversity will be supported in principle.

Proposals for development (including the extraction of minerals) affecting a protected wildlife or geodiversity site will be considered against the following criteria:

- A. International Sites (SPA, SAC, Ramsar and candidate SPAs and SACs)
  - Development will not be permitted which would be likely to have a significant effect on an International site except where it is directly connected with or necessary to the management of the site, or there is no alternative solution and there are imperative reasons of over-riding public interest.
- B. National Sites (SSSI)
  - Development will not be permitted which would be likely to have an adverse effect on a National site either directly or indirectly unless the benefits of the proposal clearly outweigh the impacts. Consideration will be given to the extent and significance of the potential damage to the special interest of the designated site and the broader impact of the national network of SSSIs.
- C. Local Nature Reserves and other Local Sites (BHS, LGS, LNI)
  - Development which would be likely to adversely affect the established interest of a Local Nature Reserve (LNR) or other Local Site (BHS, LGS, LNI) either directly or indirectly will only be permitted where the benefits of the proposal outweigh the need to safeguard the nature conservation value of the site.
- D. Habitats and Species of Principal Importance
  - The potential effects of a proposed development on species and habitats of principal importance<sup>(85)</sup> will be a material consideration in the determination of planning applications. Consideration will be given to the extent and significance of any adverse effects on the habitats or species concerned.
  - Where there is reason to believe that Species of Principal Importance, or their habitat, are present on a proposed development site, planning applications should be accompanied by a survey assessing their presence and, where appropriate, make provision for their needs.

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In all cases, where development is considered necessary (having regard to the above), adequate mitigation measures and compensatory habitat creation will be required through planning conditions and/or obligations in order to ensure that there is no net loss of biodiversity and where possible such measures should provide a net gain.

The Council will support development proposals that design and incorporate beneficial biodiversity features into their developments. These may include: ponds, wild gardens, native species planting and habitat creation. Support will also be given to the creation and/or restoration of habitats as part of a development proposal. In particular, encouragement will be given to the planting of new, native woodland and the restoration of ancient semi-natural woodland where damage has occurred.

The Council will work with its partners, where appropriate, to help establish coherent ecological networks across the borough, by identifying gaps between habitats and promoting opportunities to provide links for species migration, including across administrative boundaries. This may also require the identification of buffer zones to protect the integrity of the borough's ecological network.

Where they meet a proven need, and the proposal is practicable, viable and environmentally feasible the sustainable extraction of mineral resources prior to any non-mineral related development, in accordance with the Joint Lancashire Minerals and Waste Local Plan, will be supported

All new development will be encouraged to maximise the use of recycled and secondary materials where practicable before considering the use of primary materials in accordance with Policy ENV6.

### **Landscapes**

In those areas not subject to national landscape designations development proposals should, wherever possible, aim to safeguard or enhance the landscape character of the area and have regard to the Lancashire Landscape Assessment and specifically the different landscape character types that are present in the borough. Proposals should show how they respond to the particular landscape character type they are located within.

Proposals in the designated open countryside should have regard to the Development in the Open Countryside SPG, or its replacement.

In determining proposals which affect the Forest of Bowland Area of Outstanding Natural Beauty (AONB) great weight will be given to conserving its landscape and scenic beauty. In addition, proposals will be considered on a needs basis, should be in scale with, and have respect for their surroundings, and be in line with the AONB Management Plan objectives. Proposals in the AONB should have regard to the Forest of Bowland AONB SPG, or its replacement.

The general extent of the Lancashire Green Belt in Pendle will be maintained. A review of the Green Belt boundaries in Pendle will be carried out as part of the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies. Any alterations to the boundaries will only be made where exceptional circumstances exist.

### **Open space and green infrastructure**

Existing open spaces will be protected from development.<sup>(86)</sup> The Council will encourage and support improvements to these spaces and the route ways between them along with the creation of new sites as part of a wider programme of green infrastructure provision.

<sup>86</sup> As identified on the policies map or in the Council's Open Space Audit/Green Infrastructure Strategy. The audit will be reviewed periodically to reflect changes in amounts, levels and types of provision.

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In circumstances where a development proposal would result in the loss of open space or sports and recreational buildings and land, the applicant must comply with the criteria and requirements of paragraph 74 of the Framework. A financial contribution may be acceptable where a specific replacement site has been identified and the contribution provides the full cost of implementing the works required.

The Council will work with local communities to identify and designate Local Green Spaces, where appropriate, in the Pendle Local Plan Part 2: Site Allocations and Development Policies.

## Historic environment and built heritage

The historic environment and heritage assets of the borough (including Listed Buildings, Conservation Areas, Scheduled Monuments, non-designated assets and archaeological remains) and their settings, will be conserved and should be enhanced in a manner appropriate to their significance, especially those elements that make a particular contribution to the local character and distinctiveness of Pendle, such as:

- The pre-industrial, farming heritage of the 16th-18th centuries: houses and barns;
- The industrial heritage of the textile industry including: weavers cottages, mills (in particular the weaving sheds and chimneys) and terraced housing;
- The Leeds and Liverpool canal corridor and its associated assets, including locks, bridges and warehouses;
- The sandstone masonry and stone slates of the traditional local vernacular building styles.

The Council will seek to do this through:

- The declaration of Conservation Areas or other heritage designations;
- The preparation and review of Conservation Area Character Appraisals and Management Plans;
- The use of Article 4 Directions;
- The preparation of a Local List;
- Maintaining a record of heritage assets at risk and formulating strategies to protect them;
- Identifying grants and funding opportunities for heritage at risk and conservation-led regeneration projects.

Development proposals should:

- Ensure that the significance of any heritage asset (including its setting) is not harmed or lost without clear and convincing justification.
- Demonstrate an understanding of the significance of the historic environment including the landscape and townscape character. Applicants should refer to the Historic Environment Record (HER) and relevant local evidence sources such as Conservation Area Character Appraisals, the Lancashire Extensive Urban Survey and the Lancashire Landscape Character Assessment.
- Where appropriate, prepare a heritage statement (including an archaeological assessment) to assess the significance of assets, the impact of the proposals and any necessary mitigation measures.
- Follow the design principles set out in Policy ENV2 which provides guidance on the connection between design and conservation.
- Follow the 'optimum viable use'<sup>(87)</sup> approach when re-using historic buildings, with a presumption against demolition.

Where harm to, or loss of significance of, a heritage asset is permitted (in line with the criteria in the Framework - paragraphs 132-135), the developer will be required to undertake appropriate investigation and recording, and make the results of that work publicly available through the Historic Environment Record.

87 Optimum viable use is a shorthand term for the best use we can put a usable heritage asset to. It will be a viable use that economically supports the asset's conservation, whilst presenting the least threat to what matters about it: its heritage significance.

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 9, 10	
<b>SCS Priority Goals</b>	5, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>● Increase the amount (size in hectares) of locally designated sites.</li> <li>● Increase the amount of woodland planted in the borough.</li> <li>● No net loss of s41 Priority Habitat and an increase in the overall extent of land supporting s41 Priority Habitats and Species.</li> <li>● Increase the provision of open space in new developments.</li> <li>● Increase the quality of existing open space.</li> <li>● Resist the loss of heritage assets.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>● No additional local sites identified and designated by 2025.</li> <li>● 5% or less increase in woodland cover by 2025.</li> <li>● 10% or less increase in open space provision associated with new development by 2025.</li> <li>● 5% reduction or less in the number of sites achieving a low quality score in each of the relevant open space typologies recorded in the Open Space Audit/Green Infrastructure Strategy by 2020 and 2025.</li> <li>● An increase in the number of designated heritage assets at risk by 2020.</li> </ul>	
<b>Indicators</b>	EN05	Amount of land designated for biodiversity importance and its condition (including changes in area and condition) by: -Type of designation.
	EN05a	Net change in area of land supporting s41 Priority Habitats and Species.
	EN06	Number of new developments completed which incorporate beneficial biodiversity features.
	EN07	Quality of open space by location using: -Quality scoring, -Green Flag Standards.
	EN08	Provision of open space by: -Type, -Location (including trends overtime).
	EN10	Number and condition of designated heritage assets by location (including the Bradley AAP area).
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Natural England, Lancashire Wildlife Trust, private developers, AONB Joint Advisory Committee, voluntary organisations (e.g. LNR groups, Friends of Parks groups), Historic England.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>● Determination of planning applications through the Development Management process.</li> <li>● Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>● Designation of additional local sites of natural importance by partner organisations.</li> <li>● Through the implementation of the Lancashire Biodiversity Action Plan.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>● Poor site viability within the urban areas increases development pressure on Greenfield sites. (M)</li> <li>● Poor site viability means open space provision / contribution is not provided. (M)</li> <li>● Lack of cooperation from landowners. (L)</li> <li>● Insufficient funding available for maintenance and/or enhancement of biodiversity and heritage assets. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>● Work with partners (e.g. PBC Parks, Lancashire Wildlife Trust, Woodland Trust, Heritage Trust North West) to identify sites and nominate these for appropriate designation by the relevant bodies.</li> </ul>	

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## Key Linkages

- National Planning Policy Framework
- National Planning Practice Guidance
- Making Space for Nature: A review of England's Wildlife Sites and Ecological Network (The Lawton Review)
- UK Post-2010 Biodiversity Framework
- Guidance for Local Authorities on Implementing the Biodiversity Duty
- Historic Environment Record (HER)
- Joint Lancashire Minerals and Waste Local Plan
- Lancashire Biodiversity Action Plan
- Lancashire Extensive Urban Survey Work
- Lancashire Historic Landscape Assessment
- Lancashire Landscape Assessment
- Northwest Green Infrastructure Prospectus
- Lancashire Green Infrastructure Strategy
- The Agenda for Growth: The Regional Forestry Framework for England's Northwest
- Forest of Bowland AONB Management Plan
- Conservation Area Design and Development Guidance SPD
- Conservation Area Character Appraisals
- Development in the Open Countryside SPG
- Forest of Bowland AONB SPG
- Pendle Biodiversity Audit
- Pendle Open Space Audit



## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

### Achieving Quality in Design and Conservation

#### Introduction

- 8.54** This policy sets out the general principles which will guide our future decisions on the design aspects of new development proposals in Pendle. It approaches 'design' in the most general sense, addressing what we consider to be the most important design challenges for Pendle; creating sustainable buildings that can withstand the demands of a changing climate, with designs which respect our heritage assets.
- 8.55** Elsewhere in this document, more specific guidance is offered on issues relating to the design of housing (LIV5), business premises (WRK6), public buildings and the public realm (SUP4). All four policies should be read in conjunction with the Design Principles SPD and the Conservation Area Design and Development Guidance SPD which offer more detailed guidance.

#### Context

##### Design and conservation

- 8.56** The Framework sets out the approach local planning authorities should take towards design. It states that 'good design is indivisible from good planning' and sees design as a key element in achieving sustainable development and making better places for people. Poor design is not acceptable. Plans should seek high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.
- 8.57** Consideration should be given to the desirability of new development making a positive contribution to local character and distinctiveness; and the opportunities to draw on the contribution made by the historic environment.
- 8.58** The North West Best Practice Design Guide concludes that design is about more than just appearance and functionality but also takes into account wider objectives that affect our quality of life, including nature conservation, improving energy efficiency and reducing greenhouse gas emissions, reducing opportunities for criminal activity, preventing or reducing the impact of flooding and the use of sustainable, local materials.

##### Climate change adaptation and mitigation

- 8.59** The Framework (paragraph 93) acknowledges that planning plays a key role in helping to shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure.
- 8.60** The Lancashire Climate Change Strategy sets out a framework for how the sub-region will work together towards meeting the 2020 target of a reduction in CO<sub>2</sub> emissions by at least 30% relative to 1990 levels. It considers the savings that can be achieved through four key sectors: domestic, transport, business and public sector, and land use.
- 8.61** Pendle Council is committed to carbon reduction, as demonstrated by the signing of the Nottingham Declaration in 2007, and will ensure that, through the planning system, it will work with partners and developers towards creating low carbon communities. The Council will also seek to facilitate the achievement of national targets for carbon reduction. It will do this through promoting the implementation of a low carbon strategy which includes a hierarchical approach towards ensuring buildings incorporate energy efficient materials in their construction and renewable and low carbon technologies for their energy requirements. Issues such as energy conservation measures, layout, location and natural resources in new buildings and refurbishment schemes, amongst other environmental practices, will also be important considerations.

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**8.62** Buildings account for over 50% of carbon dioxide emissions in the UK. In Lancashire 29% and in Pendle 34% of carbon emissions come from domestic homes. A comparison of emissions data for 2005 and 2006 showed that domestic emissions have increased in Pendle. Poorly insulated buildings and poor control of heating, ventilation, air conditioning and lighting can all contribute towards wasted energy. They can also have negative social impacts, such as contributing towards fuel poverty and poor health. Policy ENV3 highlights that the uptake of renewable and low carbon energy in the borough is currently low and shows how an increase in the use of micro technologies and decentralised energy generation could help to reduce both carbon emissions and energy costs for users. The Joint Lancashire Minerals and Waste Local Plan sets out the county-wide approach to the recycling and reuse of materials. The choice of materials can have a considerable impact on the sustainability of a development. Factors such as the energy required to manufacture and transport the material, the lifespan of the material, the ability to repair or renew, and the potential for recycling all vary from material to material. The use of locally sourced natural materials, together with the reuse and recycling of materials can help reinforce the local vernacular of architecture.

### Security

**8.63** Designing out crime and designing in community safety should be central to the planning and delivery of new development. Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder.

### Strategy

**8.64** The historic and natural environments contribute substantially to Pendle's 'sense of place' and bring enjoyment to many people. Good design should contribute positively to the creation of better places for people. It should be informed by, and reflect, the history and development of a place; helping to guide development and deliver our vision of how we want Pendle to look in the future. The challenge for the Council is to work with partners and developers to help create well designed buildings which meet future demands but which also enhance our heritage assets and sense of place.

**8.65** Design should be site specific in order to best respond to the particular challenges of a location. New developments should respond positively to their local context, looking at street patterns, building scale and form, proportion and fenestration patterns thereby creating an appropriate density, layout and building design that reflects and enhances the qualities of the local area. In Pendle, skylines are particularly important as the topography creates many opportunities for views across roofscapes.

**8.66** It is important for new developments to respect the historic environment in order to help enhance the local distinctiveness of Pendle. The use of local materials and architectural detailings can help new buildings to respect their setting and context. The materials used should be of a high quality and, where appropriate, be from natural sources. The use of sustainable building materials will be encouraged. A higher standard of design and quality of materials will be expected in developments affecting heritage assets.

**8.67** Delivering well designed buildings and spaces will be particularly important to the success of our regeneration projects. Additional DPDs and SPDs provide detailed design guidance that is of particular relevance to our regeneration areas. Developments in these areas should have regard to the overall vision and guidance contained in these documents.

**8.68** Developments should be planned to be safe and secure for all users; 'designing out' crime and 'designing in' community safety, should be central to the planning and delivery of new development. Guidance on Crime Prevention through Environmental Design (CPTED) bases the attributes of safer, sustainable communities on seven key principles:

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1. Access and Movement: Places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security.
2. Structure: Places where different uses do not cause conflict.
3. Surveillance: Places where all publicly accessible spaces are overlooked.
4. Ownership: Places that promote a sense of ownership, respect, territorial responsibility and community.
5. Physical Protection: Places that include necessary, well-designed security features.
6. Activity: Places where the level of human activity is appropriate to the location and creates a sense of safety at all times.
7. Management and maintenance: Places that are designed with management and maintenance in mind, to discourage crime in the present and future.

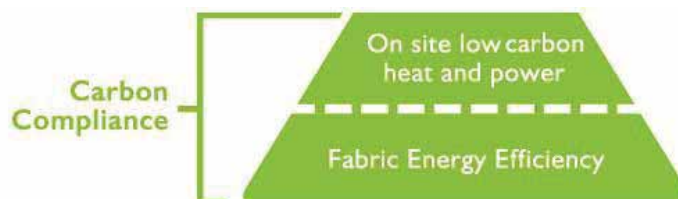
**8.69** Schemes such as Secured by Design, a police initiative to encourage the building industry to adopt crime prevention measures in the design of new developments, are a valuable tool in helping to improve the security of developments. They also help to reduce the opportunity for crime and the fear of crime, creating a safer and more secure environment. This sense of freedom from crime is a fundamental element in enjoying a good quality of life. Good practice guides such as By Design, Safer Places: The planning system and crime prevention and Safer Places A Counter Terrorism Supplement offer guidance on issues such as natural surveillance and development layouts.

**8.70** Buildings should also be designed with adaptability in mind. Such buildings are inherently more sustainable as they are less likely to require replacement or large scale alteration to meet the changing needs of occupants or the differing needs of future occupiers. Climate change is one of the greatest challenges facing our society. Future development should be designed to be able to both adapt to, and mitigate against, changing environmental conditions i.e. those experienced as a result of climate change. The most appropriate actions to deal with these changes will differ depending on the scale at which they operate from town to neighbourhood to individual buildings. But all developments should be designed to minimise their impacts on greenhouse gas emissions, flooding, heat gain and water resources, and should also incorporate flexibility to deal with changing climate risks and conditions over time.

**8.71** In working towards minimising the impacts of climate change we need to address the sustainability and energy consumption of our buildings. This will reduce their carbon footprint, make them more cost efficient to run and create a more pleasurable environment in which to live and work. Policies LIV5, WRK6 and SUP4 set out additional guidance and requirements for the design of housing, employment, commercial and public buildings.

**8.72** Encouraging developers to follow a low carbon strategy will help to ensure that new developments reduce the carbon emissions from buildings in the borough. Figure ENV2a sets out a stepped approach to achieving a low carbon building. It indicates that developments should aim to maximise carbon savings in order to meet the relevant carbon compliance targets by first achieving good levels of fabric energy efficiency; and secondly including on-site low carbon heat and power technologies.

**Figure ENV2a Carbon Compliance Hierarchy**



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- 8.73** The policy seeks to pro-actively help facilitate decentralised energy generation through the development of community or district energy schemes. A decentralised energy system typically harnesses energy in the form of residual heat and/or electricity at or near the point of use. It provides an opportunity to improve the utilisation of energy and helps to reduce the carbon intensity of the energy network.

## Policy ENV 2

### Achieving Quality in Design and Conservation

All new development should viably seek to deliver the highest possible standards of design, in form and sustainability, and be designed to meet future demands whilst enhancing and conserving our heritage assets.

#### Designing to enhance our heritage and natural assets, and sense of place

Good design should be informed by, and reflect, the history and development of a place. Therefore:

- Developments should be practical and legible, attractive to look at, and seek to inspire and excite.
- Proposals should contribute to the sense of place and make a positive contribution to the historic environment and local identity and character.
- Proposals should protect or enhance the natural environment. Where applicable, they should maintain the openness of the Green Belt and not detract from the natural beauty of the AONB, by way of their siting, size, design and appearance.
- All new development will be required to meet high standards of design, being innovative to obtain the best design solution and using materials appropriate to the setting.
- Good quality contemporary design will be supported where this enhances the character and quality of the environment.
- Developments should support inclusive communities, in terms of accessibility, permeability and functionality for all users. The Council will encourage developments to be designed in line with the principles of Inclusive Design and Lifetime Neighbourhoods.
- Developments should be safe and secure for occupants and passers-by, reducing crime or the fear of crime. The Council will encourage buildings to obtain Secured by Design or similar standards.

#### Designing for climate change mitigation and adaptation

New development should be designed to have a positive, or at least neutral impact, on climate change by:

- Seeking to limit their vulnerability to the effects of climate change over time e.g. to flooding (Policy ENV7), higher temperatures or storms.
- Including areas of green space, soft landscaping and tree planting to provide opportunities for rainfall capture, shading and cooling.
- Adopting an innovative approach to the use of materials including the use of sustainable materials and where possible locally sourced materials.
- Maximising the use of permeable surfaces (including hardstandings) and Sustainable Drainage Systems (SuDS) where appropriate (Policy ENV7).
- Incorporating water saving and recycling measures where possible to minimise water usage.

#### Designing development to move towards a low carbon future

New development should make a positive contribution towards meeting UK climate change targets by being designed in a way that helps to reduce CO<sub>2</sub> emissions.

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The Council encourages developers to use the following methods to move towards a low carbon future:

### Carbon compliance

#### 1. Fabric Energy Efficiency

Seek to design new development to the highest possible levels of sustainability by:

- using materials that reduce energy demand (e.g. insulation etc) / increase the energy efficiency of the building.
- using natural systems to maximise comfort in and around buildings. This should include consideration of passive solar design, natural ventilation and shading as appropriate.

#### 2. On-site low-carbon heat and power

Seek to incorporate on-site renewable and/or low carbon heat and power technologies, in order of preference:

- a. The installation of, or connection to, an on-site decentralised energy network.

The Council will encourage new development to connect to an existing decentralised energy network where one exists on-site and capacity is sufficient or can viably be increased.

Where no on-site network exists the preference will be for their creation - where technically feasible and commercially viable. The development of decentralised energy networks, which utilise renewable or low carbon technologies, will be encouraged.

- b. The on-site installation of renewable technologies.

Where the scale or density of the proposed development is not sufficient to support the creation of a decentralised energy network, or connection to one does not make the development carbon compliant consideration should be given to installing RLC generation equipment on-site. This element of the proposal will also be assessed against Policy ENV3.

### General requirements:

- Developers should demonstrate consideration of the above, as applicable, through their Design and Access Statement.
- Proposals should demonstrate an understanding of how the scheme fits within the landscape and townscape character (Policy ENV1).
- Developers should comply with the requirements of the Joint Lancashire Minerals and Waste Local Plan with regards to maximising the use of recycled and secondary materials.

These are the guiding principles for the design of all new development in Pendle. They are expanded upon in further design policies (Policy LIV5, WRK6 and SUP4) which outline the specific measures that will be expected in particular types of development, and through other Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).



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## Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 10	
<b>SCS Priority Goals</b>	4, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>To achieve the highest possible standards of design and conservation in new developments.</li> <li>To deliver developments which have a minimal impact on the environment and are resilient to climate change.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>60% or less of new dwellings meet BfL standards by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	HS08	New dwellings completed / existing dwellings improved to the following standards: -BfL
	EN11	Number of development schemes refused planning permission on the grounds of poor design.
	EN12	Number of development schemes refused planning permission on the grounds of impact to a heritage asset.
	CM01	Number of schemes granted permission and completed with a Secured by Design award by: -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Regenerate Pennine Lancashire, Heritage Trust for the North West, Historic England, private developers (including householders).	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>By guiding development with more detailed design guidance in Supplementary Planning Documents and Masterplan documents.</li> <li>Policies in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>Specific heritage/conservation and regeneration funding initiatives will be used as a delivery tool.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>High quality design not given due consideration in development proposals. (M)</li> <li>Poor site viability may compromise use of materials, leading to poor design. (M/H)</li> <li>Poor site viability may compromise ability to meet low carbon building requirements. (M/H)</li> <li>Changes to national policy and targets relating to good quality and energy efficient design. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Work with developers at the pre-application stage to encourage proposals to use the Building for Life and BREEAM standards where applicable.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>By Design, Safer Places: The planning system and crime prevention</li> <li>Planning and Access for Disabled People: A good practice guide</li> <li>Secured by Design: Design Guides</li> <li>Urban Design Compendium (Parts 1&amp;2)</li> <li>North West Best Practice Design Guide</li> <li>Lancashire Landscape Strategy</li> <li>Lancashire Historic Landscape Assessment</li> <li>Lancashire Extensive Urban Survey Project</li> <li>Joint Lancashire Minerals and Waste Local Plan</li> <li>Raising Design Quality in Pennine Lancashire</li> </ul>	

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- Pennine Lancashire Northlight Weaving Shed Study
- Pendle Climate Change Strategy and Action Plan
- Pendle Conservation Area Design and Development Guidance SPD
- Pendle Design Principles SPD
- Development in the Open Countryside SPG
- Forest of Bowland AONB SPG
- Bradley Area Action Plan DPD
- Brierfield Canal Corridor (Housing) Planning Brief SPD
- Brierfield Railway Street Area SPD

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## Renewable and Low Carbon Energy Generation

### Introduction

- 8.74** This policy supports our strategy for generating energy from renewable and low carbon (RLC) sources in Pendle. In particular it seeks to ensure that Pendle contributes its fair share towards meeting international, national and local targets, whilst protecting our most valuable rural landscapes and historic townscapes.
- 8.75** The policy also addresses the need to reduce the carbon footprint of new developments in Pendle, through community and district energy schemes that use renewable and low carbon energy or residual heat or the on-site generation of renewable energy.

### Context

- 8.76** To generate heat and electricity in the UK we predominantly use finite fossil fuel resources, such as coal, or natural gas. An unavoidable consequence of burning any fossil fuel is that the process generates greenhouse gases, which contribute to global warming.
- 8.77** The generation of energy in this way is characterised by the significant generation of waste (residual) heat. There are also transmission losses associated with electrical power distribution, through its transportation over long distances.
- 8.78** In order to reduce the harm to the environment, help improve UK energy security, and increase the efficiency of delivery and production we need to find alternative ways of generating heat and electricity from renewable sources.
- 8.79** In response to this problem the UK has signed up to the EU Renewable Energy Directive, which includes a UK target of generating 15% of its energy from renewable sources by 2020. This is equivalent to a seven-fold increase in UK renewable energy consumption from 2008 levels.<sup>(88)</sup> The UK Renewable Energy Strategy (RES) indicates that this 15% target could be met by generating 30% of electricity and 12% of heat from renewable sources by 2020.
- 8.80** The UK RES is just one element in a much wider plan, which details how the Government intends to reduce UK CO<sub>2</sub> emissions to 34% below 1990 levels by 2020, with an ultimate commitment to reduce emissions to 80% below 1990 levels by 2050.<sup>(89)</sup>
- 8.81** The Framework (paragraph 93) sets out the key role planning plays in shaping places by:
- helping to secure radical reductions in greenhouse gas emissions,
  - minimising vulnerability and providing resilience to the impacts of climate change,
  - supporting the delivery of renewable and low carbon energy and its associated infrastructure.
- 8.82** To do so, local planning authorities should adopt positive and proactive strategies and policies for delivery.
- 8.83** The Government has prepared six National Policy Statements (NPS) for energy infrastructure against which proposals will be assessed and decided. Whilst these are intended to guide applications for major infrastructure proposals dealt with by the Major Infrastructure Planning Unit, they can be a material consideration in the determination of planning applications. NPS EN-3 Renewable Energy Infrastructure addresses off-shore and on-shore wind generation but sees an increasing role for generating energy from biomass and waste plants as part of the UK's energy mix, which will also help to reduce the amount of waste heading for landfill sites.

88 HM Government (2009) The UK Renewable Energy Strategy (RES) 2009. London, Department of Energy and Climate Change.

89 HM Government (2009) The Low Carbon Transition Plan. London, Department of Energy and Climate Change.

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- 8.84** Pendle's Climate Change Action Plan sets out our commitment to reducing carbon emissions, including support to encourage and facilitate renewable energy development through planning policy.
- 8.85** In partnership with four other local authorities, Pendle Council commissioned a study to consider the potential for renewable and low carbon energy in the area. The South Pennines Renewable and Low Carbon Energy Study indicates that Pendle would need to generate 15.4MW of electricity and 11.8MW of heat from RLC sources to meet the aspirations of the UK RES.

### Strategy

- 8.86** The South Pennines Renewable and Low Carbon Energy Study (2010) showed that Pendle generated only 0.1MW of its energy consumption from renewable sources. It is clear that to attain outputs of 15.4MW (electricity) and 11.8MW (heat) from renewable sources will require a level of commitment not previously seen in the borough.

### Technologies

- 8.87** There is a wide-range of renewable and low carbon technologies available, which can be employed to help achieve these generation figures. However, it should be noted that over the plan period new technologies may emerge and technological advancements may increase the suitability of existing technologies.
- 8.88** The box below offers a general summary of the different technologies that are currently available to generate electricity and/or heat.

### Renewable and Low Carbon Technologies

#### Wind (Electricity)

Wind can be harnessed to generate electricity at either a commercial or small scale.

Commercial schemes employ turbines with a power output of 100kW or above. The electricity generated is generally not used on-site, but is sold to the national grid.

The term small scale wind refers to turbines of up to 100kW. This includes domestic level technologies, which typically generate between 1kW and 6kW to provide power for an individual property. But, it also includes larger stand alone turbines, which can supply several buildings, and/or generate surplus electricity that is sold to the national grid.

The output rating for a turbine refers to the amount of electrical power it will generate at a given wind speed (e.g. 100kW at 20mph). As such only a proportion of this potential output will be achieved, due to fluctuations in wind speed.

#### Biomass (Electricity / Heat)

The term biomass describes biological materials from living, or recently living, organisms, whereas the output is referred to as bioenergy or biofuels. Biofuels can be derived from plants, animal waste or human activity and three main processes are employed to generate electricity or heat from these products:

1. Direct combustion of solid biomass.
2. Gasification of solid biomass.
3. Anaerobic digestion of solid, or liquid, biomass.

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Biofuels are typically used to heat buildings by the use of a stand alone stove, to provide space heating for a room, or a boiler connected to the central heating and hot water systems. They are also suitable for use in combined heat and power (CHP) plants, but as yet have not been exploited to their full potential in the UK.

### **Solar (PV) (Electricity)**

Solar photovoltaic cells capture energy from the sun and convert it into electricity. They do this by creating an electrical charge across the surface of the photovoltaic cell as the sun hits its surface. The benefits of these panels are that they only require daylight rather than direct sunlight to operate efficiently.

### **Solar thermal (Heat)**

Solar heating systems employ solar panels, or collectors, that are usually fixed to the south facing roof of a property. They collect heat from the sun and use it to warm water used within the property.

### **Heat pumps (Heat)**

Heat pumps are used to extract thermal energy from an outside source (i.e. from the ground, air or water) and transfer it into a distribution system to heat a confined space (e.g. a building).

Heat pumps are efficient because of the low grade energy required for their operation. Typically in an electrically powered heat pump, the heat released is two or three times greater than the electrical power consumed, making the system efficiency 200-300% rather than the 100% efficiency of a conventional electrical heater.

### **Hydropower (Electricity)**

Hydropower harnesses the power of water flowing, or falling, through a turbine to generate electricity. Critical to the suitability of sites are the combination of flow (i.e. the volume of water passing through the turbine) and head (i.e. the vertical distance between the water source and the turbine). The greater the flow or head, the more electricity can be generated. Water can also be stored to help generate electricity when it is most needed.

### **Low Carbon Schemes (Electricity / Heat)**

Combined heat and power (CHP) and district heating/cooling schemes are examples of decentralised energy. Whilst not directly fulfilling commitments under the UK Renewable Energy Strategy, are an important part of the mix of technologies that can be employed to reduce carbon emissions.

CHP schemes typically capture the (residual) heat released when generating heat or electricity and redeploy this close by. In contrast district heating schemes use this residual heat to warm water to temperatures of between 80°C and 130°C and distribute this via a local network to residential and commercial properties for space and/or water heating.

District heating schemes can also be fuelled by a wide range of fuel sources (e.g. biomass, solar pv etc.) with the choice of fuels influencing the overall carbon savings.

- 8.89** No blanket restrictions will be placed on the use of specific RLC technologies in the borough, in order to encourage the use of the most appropriate technology following careful consideration of all known constraints including landscape sensitivity and residential amenity. Future Local and Neighbourhood Plans will consider the need to define suitable areas for wind energy development.



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- 8.90** The use of less intrusive technologies such as ground and air source heat pumps can reduce visual impacts in areas of high sensitivity such as the Forest of Bowland AONB and conservation areas in comparison to other RLC technologies. Building mounted technologies such as solar panels should respect the architectural merits of a building, particularly on Listed Buildings or in areas designated for the value of their landscape or built heritage. Small-scale technologies can play an important role in serving isolated, 'off-grid' properties where mains gas or electricity is not readily available and occupants have previously been restricted to the use of expensive, and finite fossil fuels to power boilers. By providing a greener and cheaper source of energy they can also help to reduce fuel poverty, particularly in rural areas. Many small scale renewable technologies are now allowed under permitted development rights; the Design Principles SPD gives further guidance.
- 8.91** To achieve the levels of uptake necessary to meet the proposed targets for generating electricity and heat from RLC sources, some visual impact is inevitable. Of greatest importance will be the protection of the international and national habitat and landscape designations in the South Pennine Moors and Forest of Bowland AONB, together with those sites identified as locally important as wildlife habitats or for their built heritage. The scale and impact of developments in nationally recognised designations should be compatible with the purpose of the designation. In these areas the policy will not allow renewable energy developments which would conflict with the aims of the designation, namely to protect and conserve their landscape and/or townscape character, or important wildlife habitats. In the Green Belt renewable energy developments, which threaten to have a negative impact on the openness of the area, will not be appropriate.

### Policy ENV 3

#### Renewable and Low Carbon Energy Generation

The Council will encourage new developments that are appropriate to their setting and make a positive contribution towards increasing levels of renewable and low carbon energy (RLC) generation in Pendle.

By supporting a mix of appropriate schemes the Council will aim to achieve the following generation figures by 2020:<sup>(90)</sup>

- 15.4 MW of electricity
- 11.8 MW of heat

The Council will support proposals for all RLC technologies that are of an appropriate scale for their setting, and where the development:

- Meets the relevant national policy and guidance tests<sup>(91)</sup>; and
- Does not have an unacceptable impact on:
  - A recognised designation (Policy ENV1);
  - The landscape and visual character of an area, either on its own or cumulatively;
  - Ecological, biodiversity or geodiversity assets;
  - Heritage assets and their settings (including archaeological remains);
  - Residential amenity.

All proposals must be accompanied by appropriate supporting evidence which can include landscape, visual, noise and environmental assessments. Applicants must demonstrate that satisfactory mitigation measures can be employed to offset any potentially negative impacts that are identified, or that the positive benefits of the scheme outweigh these impacts.

90 These are not fixed 'targets' but a positive generation aim. There are no minimum or ceiling figures set for individual or collective technologies.

91 Specific guidance on how wind turbine applications should be considered is contained in the NPPG.

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## Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 10	
<b>SCS Priority Goals</b>	6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Increase renewable and low carbon (RLC) energy generation in the borough, towards the aspirational targets.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>Energy generation targets are not met by 2020.</li> </ul>	
<b>Indicators</b>	EN01	Amount of energy generated (or potential to generate) by renewable sources for completed developments and those with planning permission, by: -Type (e.g. solar, wind etc).
<b>Delivery Agencies</b>	Pendle Borough Council, Energy Companies, private developers and Householders	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Through private sector investment by energy developers, utility companies, local businesses and householders.</li> <li>Potentially through new schemes such as the proposed Community Energy Fund.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Public opposition to wind turbines. (H)</li> <li>Poor uptake of renewable technologies. (M)</li> <li>Reduced level / termination of Feed in-Tariffs (FiTs) / incentives to use renewable technologies. (M)</li> <li>Change in national policy relating to the generation of energy from on-shore wind turbines. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Consider the allocation of sites for wind energy development in the Pendle Local Plan Part 2: Site Allocations and Development Policies.</li> <li>Encourage developers to include renewable energy technologies as part of their proposals.</li> <li>Encourage developers to engage with the local community to increase their understanding of the benefits of implementing renewable energy schemes.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Lancashire Climate Change Strategy (2009-2020)</li> <li>Landscape Sensitivity to Wind Energy Development in Lancashire</li> <li>South Pennine Renewable and Low Carbon Energy Study</li> <li>Landscape Guidance for Wind Turbines up to 60m high in the South and West Pennines</li> </ul>	

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

### Promoting Sustainable Travel

#### Introduction

- 8.92** The efficient movement of people and goods between places is an important factor of sustainable development. The borough's transport infrastructure is crucial in supporting the local economy and future growth. Travel and transport can have a huge impact on the everyday lives of the local population and the impact of any new development on the existing transport infrastructure needs to be carefully managed.
- 8.93** Goal 6 of the Sustainable Community Strategy seeks to 'Care for our environment - deepen our understanding and respect for our surroundings'. As part of achieving this goal the transport issues of the borough need to be addressed, particularly the interconnections of Pendle's settlements and with its neighbours. Objective 6 under this priority goal is to 'Encourage better and more sustainable transport'.
- 8.94** A number of other factors will influence the way we plan for transport in the future. Emissions from transportation are one of the main contributors to the causes of climate change. Spatial planning has an important role to play in helping to address climate change and one way of doing this will be to reduce the need to travel. By planning sustainably, providing more environmentally friendly modes of transport, and better public transport we can help to reduce car usage and subsequently carbon emissions.
- 8.95** There are three main areas of transport planning that are covered by Policy ENV4:
- strategic transport issues - including major transport infrastructure proposals;
  - accessibility to services and the travel implications of new developments - including car parking provision; and
  - management of the existing transport network - looking at smarter choices.
- 8.96** Lancashire County Council is the strategic highways authority for Pendle and they are responsible for the maintenance and provision of the highway network across the borough. Policy ENV4 seeks to ensure that new development will support the delivery of Local Transport Plan 3 (LTP3) and other transport planning initiatives across the borough.

#### Context

##### Strategic transport

- 8.97** The Framework (paragraphs 29, 30, 35, 41) indicates that transport policies have an important role to play in facilitating sustainable development. It indicates that Local Plans should:
- Encourage the use of solutions which support the reduction of greenhouse gas emissions and reduce congestion.
  - Protect and exploit opportunities for the use of sustainable transport modes for the movement of goods and people.
  - Identify and protect sites and routes which could be critical in developing infrastructure to widen transport choice.
- 8.98** The main strategic transport issue for Pendle is its links into Yorkshire and in particular the A56 corridor to the north of Colne.
- 8.99** In February 2014, Lancashire County Council published the East Lancashire Highways and Transport Masterplan. This document highlights that the termination of the M65 motorway to the west of Colne leaves long distance traffic to travel along the A6068 North Valley corridor and through the town causing severe congestion. The Masterplan indicates that in the peak hours the congestion is among the worst in Lancashire.

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- 8.100** The M65 to Yorkshire Corridor study was prepared as part of the evidence base for the Masterplan. This study looked at whether a bypass would be the most appropriate solution to Colne's traffic problems and whether the previously identified route for a bypass is still the best option.
- 8.101** The Masterplan sets out a number of potential options for a bypass and identifies that the current protected route is not considered to be the optimum choice. Along with the proposal for the bypass the Masterplan identifies some potential short-term measures which could help to manage the flow of traffic through the North Valley Corridor. Furthermore it recommends that improvements to public transport will also be required to help further alleviate traffic problems and provide more choice to users.
- 8.102** The Masterplan will form part of the evidence base which will support the Lancashire Enterprise Partnership Growth Plan bid to the Government. It is therefore important that the Masterplan makes clear that a new by-pass is seen as being necessary to alleviate congestion, improve air quality and open up significant opportunities for future economic growth.
- 8.103** The Lancashire Local Transport Plan (LTP3) indicates that Lancashire County Council will spend £25.27million on highways and transport services in Pendle and that this will be targeted at:
- Improving east-west and north-south connections and links into Central Lancashire and Manchester.
  - Improving the quality of public transport infrastructure and services serving the district.
- 8.104** The East Lancashire Highways and Transport Masterplan also highlights the strategic rail issues for the area, noting that Pendle has limited rail services. Since 1970 the East Lancashire railway line has terminated at Colne. This means users have to change to an alternative mode of transport if they wish to travel to West Craven or further North or East into Yorkshire. There is a considerable amount of support for the reinstatement of the railway line between Colne and Skipton, however, funding has yet to be secured and there is no guarantee that it will be identified during the lifetime of the plan. This will significantly affect the deliverability of the project.
- 8.105** The Lancashire and Cumbria route utilisation strategy (RUS) identifies the Colne to Skipton route as a gap in the rail network in terms of addressing regional links, commuter demand and social deprivation. The strategy indicates that this option should not be taken forward in the current RUS, however, it should be considered as part of a longer term view.

### Development accessibility

- 8.106** The Framework (paragraphs 30, 37) indicates that planning should support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. In addition, there should be a balance of land uses so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities. New developments should therefore be located in areas with good accessibility.
- 8.107** A Sub-regional Transport Framework for Lancashire highlights the poor legacy of spatial planning in Lancashire, which has led to the traffic problems that a number of areas in Pendle suffer from today. The location of new development and the links to the existing transport network need to be considered carefully.
- 8.108** Parking provision is also relevant when considering development accessibility. Parking provision and costs can heavily influence people's travel decisions. This is especially true in town centres which typically offer the highest levels of accessibility and the greatest choice of alternative modes of transport. As such, the need for people to travel into the town centre by car should be less. However, it is recognised that there is still a need to provide a certain level of car parking in town centres to help boost trade and the local economy.

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### Managing travel demand

- 8.109** Managing travel demand is one way of solving local transport issues. Management of the existing transport network will be a key priority for Pendle especially in areas of travel stress. The Framework (paragraph 29) recognises that different policies and measures will be required in different communities, and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. A number of county and local strategies have been produced which look at various sustainable modes of travel.
- 8.110** The Lancashire Bus Strategy (2005) indicates that Lancashire County Council will work with bus company partners to help promote bus services and improve the quality and level of services currently provided. One specific scheme is the Quality Bus programme which aims to improve the quality of journeys made by bus, looking particularly at frequency, reliability and low floor easy access.
- 8.111** Lancashire County Council is also involved in working with various stakeholders to improve the local railway environment, and sustainability of the railway lines in Lancashire. The East Lancashire Community Rail Partnership has developed an action plan to take forward a number of initiatives. These will help to increase patronage and revenue, manage costs downwards and enable local rail to play a larger part in economic and social regeneration.
- 8.112** Both Lancashire County Council and Pendle Council have cycling strategies which aim to improve conditions for cyclists either by providing new routes or making existing routes safer. They also aim to encourage people to cycle to work, school and for leisure and health purposes, and look at developing cycle tourism and schemes which encourage young people to cycle. In particular both councils are looking at making specific improvements and new cycle paths to provide easier access to schools. These school links cycle routes will be developed around the new secondary schools in Brierfield and Colne with additional routes in Barnoldswick around West Craven High School.
- 8.113** National Cycle Route 68, part of the Sustrans national cycle network, runs along the towpath of the Leeds and Liverpool Canal, passing through Nelson, Foulridge and Barnoldswick. It provides an alternative route for cyclists wanting to travel between the north and south of the borough. Sustrans, in partnership with the Council, is also looking at the creation of a greenway route alongside the route of the Colne to Skipton railway.
- 8.114** The Lancashire Walking Strategy (2010) and the Lancashire Rights of Way Improvement Plan (2005) both aim to encourage walking. These strategies look at providing pedestrian priority schemes and improvements to the public footpath and bridleway network.
- 8.115** Transport modes are intrinsically linked to environmental quality. Congestion can cause a number of localised environmental problems, impacting on human health and the natural environment. Air Quality Management Areas (AQMAs) may be introduced into areas where the air quality is likely to fall below the minimum standards. Policy ENV5 looks in more detail at air pollution issues.
- 8.116** The concentrated urban belt of the M65 Corridor has some high accessibility routes, a number of which can suffer from congestion at peak times. The 'Mainline' bus services provide public transport along the primary transport routes in the M65 Corridor and the three towns of Brierfield, Nelson, and Colne are served by the East Lancashire railway line.
- 8.117** The West Craven Towns are served by a number of bus services. The main A56 road runs through Earby and links the area to Skipton and Colne. There are no 'A' classified roads into Barnoldswick and this has an impact on the accessibility of the area for continued economic growth.



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- 8.118** The settlements in Rural Pendle are more dispersed and are less well connected. There is still a heavy reliance on private modes of transport in these areas, although some of the larger villages are served by a regular bus service (e.g. Trawden). There are also some specific rural bus services which operate to the smaller settlements in the AONB, however, the frequency of these services can sometimes be restrictive to users.
- 8.119** The community transport partnership offers a dial-a-ride service throughout Pendle to those people who find accessing a normal bus service difficult. They also operate a Community Car Service providing a vital method of transport to those living in rural areas.

### Strategy

#### Strategic transport

- 8.120** The two key strategic transport schemes in Pendle are identified below:
- The provision of a strategic road link towards Yorkshire (the A56 villages bypass).
  - The reinstatement of the Colne to Skipton railway line.
- 8.121** The East Lancashire Highways and Transport Masterplan has identified the A56 Colne-Foulridge bypass as a potential scheme which could be delivered within the lifetime of the Core Strategy, providing funding can be secured.
- 8.122** The reinstatement of the former Colne to Skipton railway line may be delivered during the plan period if funding can be secured and an engineering solution can be agreed upon. At this stage it is still necessary to consider the options for the future in order to ensure that development during the plan period does not compromise the potential for this scheme at a later date.
- 8.123** Both of these schemes have support within the community and the identification of the road scheme in the Masterplan will help with the bidding for funding for this project. These schemes are not critical to the delivery of the plan however, because of the potential positive benefits that these schemes will provide the policy does not restrict them coming forward at an earlier point should funding be secured. The Council will lobby the Government and appropriate agencies in order to progress these schemes as soon as possible.
- 8.124** The provision of one or both of these projects could have far reaching economic benefits not just for Pendle but also for its neighbouring authorities. However, the provision of the bypass is likely to offer more relevant economic benefits, given the existing businesses based in the borough. The Key Diagram identifies the broad direction of the route for the re-instatement of the railway and the provision of the by-pass. Policy ENV4 protects the route of the former railway line for future transport use.

#### Development accessibility

- 8.125** The settlement hierarchy approach detailed in Policy SDP2 aims to concentrate development in the most accessible locations. Pendle has a wide range of settlements with different levels of accessibility. Different approaches to transport provision will be necessary in different parts of the borough. The Key Diagram outlines the main accessibility corridors in the borough. Specific development policies on housing, employment and community services require developments to follow a sequential approach in terms of their location based on accessibility principles.
- 8.126** In the M65 Corridor new development should be focused around the main travel routes and existing transport hubs and interchanges. Improvements to the local transport network will be needed where the existing capacity is reaching its limits, particularly around Junctions 13 and 14 of the M65. This may include the provision of new transport infrastructure. New developments should avoid exacerbating existing traffic congestion problems such as those in the North Valley (Colne) and through Colne Town Centre at peak times.

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- 8.127** In the West Craven Towns improvements should be focused on providing better services to the Key Service Centres of Colne, Nelson and further afield to Skipton.
- 8.128** In Rural Pendle improving the connectivity to the different service centres should be a priority.
- 8.129** Developments that need to be served by public transport should carefully consider their location. Ideally they should be built on main routes and avoid areas where the topography or geography may restrict bus access e.g. steep inclines, narrow and winding roads etc.
- 8.130** If the Council introduce CIL in the future new developments may be charged in order to provide improvements to the public transport network including, where appropriate; subsidising new bus services, infrastructure improvements such as raised pavements to provide level access, new shelters, and real-time information displays.
- 8.131** The Pendle Local Plan Part 2: Site Allocations and Development Policies will set out new car and cycle parking standards as well as reviewing the need for the continued protection of car parks within town centres.

### Managing travel demand

- 8.132** Routes for pedestrians and cyclists should be improved to help encourage people to use these facilities. The Green Infrastructure agenda can be used to promote the need for better, greener connections between places. Policy ENV1 specifically looks at how we can improve our green infrastructure assets. New development can often provide an opportunity for new links between existing sites to create a network or improve those routes to and from the development site. The cycling and walking strategies should be used to identify the priorities for investment in such infrastructure so that funds to be targeted in these areas may be acquired by CIL if it is introduced in the future.
- 8.133** Lancashire County Council has set up a number of transport initiatives which help people to make smarter choices when deciding how to travel to, from and around the borough. It will be important to support, encourage and promote these schemes wherever possible. In particular TravelWise Lancashire aims to encourage people to rethink the way they travel, reducing the number of short car journeys by walking or cycling. It also looks at car sharing and the potential for people to share trips to work. Changes in lifestyle can also help to reduce travelling, for example home-working can limit the number of trips into the office. Policy WRK1 provides more details on the potential for different working practices. Flexible working hours can also help to stagger the rush hour and reduce congestion. However, it should be acknowledged that certain types of employment require people to work shift patterns which do not necessarily align with public transport service timetables.
- 8.134** Travel assessments should be used as a mechanism to think more widely about the impact of a development on the area in which it is located. Businesses, education establishments and other high user developments (e.g. tourist and leisure attractions) should draw up travel plans for the different range of users to help reduce the impact of the development. These travel plans may include a variety of transport methods, tailored specifically for the needs of different users.

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## Policy ENV 4

### Promoting Sustainable Travel

#### Strategic transport

The Council will support those strategic transport schemes as outlined in the most up-to-date versions of the Local Transport Plan and the East Lancashire Highways and Transport Masterplan. In addition, the Council will lobby for, and support the following strategic transport schemes:

- Provision of a strategic road link towards Yorkshire (the A56 villages bypass)
- Reinstatement of the Colne to Skipton railway line.

In supporting these schemes this policy will protect the route of the former Colne-Skipton railway for future transport use.

#### Development accessibility and managing travel demand

Proposals should follow the settlement hierarchy approach in Policy SDP2 and minimise the need to travel by ensuring they are developed in appropriate locations close to existing or proposed services. Consideration should be given to locating new housing, employment and service developments near to each other to give people the opportunity to live and work within a sustainable distance.

Proposals for new development should have regard to the potential impacts they may cause to the highways network, particularly in terms of safety and the potential to restrict free flowing traffic, causing congestion. Where an adverse impact is identified, applicants should ensure adequate cost effective mitigation measures can be put in place. Where the residual cumulative impacts of the development are severe, planning permission should be refused.

New developments should comply with the existing maximum car and cycle parking standards until they are replaced in the Pendle Local Plan Part 2: Site Allocations and Development Policies.

Travel demand should be managed in accordance with programmes and initiatives established by the Council's partner organisations. New developments should, wherever possible, exploit opportunities for walking and cycling by connecting to existing pedestrian and cycle routes. Where appropriate new links should be provided to help increase connectivity and close gaps in the network. The provision of new or improved public transport systems may be required to increase accessibility levels. A CIL charge may be sought to help finance these options.

For major developments applicants should submit a travel assessment to highlight any potential impacts of the development on the existing transport network. A travel plan (including green travel options) may be required to indicate what measures will be taken to reduce and mitigate any negative impacts.

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### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 3, 11	
<b>SCS Priority Goals</b>	1, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase the amount of development built in accessible locations.</li> <li>• All developments to comply with parking standards.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• 75% or less of new employment development is within an accessible location.</li> <li>• 80% or less of new housing development is not within 30 minutes travel time of four out of six key services.</li> <li>• 90% or less of new developments do not comply with the parking standards.</li> </ul>	
<b>Indicators</b>	EC11	Number of employment developments completed in accessible locations: -Town Centre, -Transport Hub, -Accessibility Corridor.
	HS10	Amount of new housing with access to the following services within 30 minutes travel time by public transport: -GP, -Hospital, -Primary School, -Secondary School, -Employment area, -Retail Centre
	EN23	Number of developments that fail to comply with car parking standards.
	EN28	Number and total length of cycle tracks (including trends over time).
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, private developers, Network Rail, public transport providers (e.g. Northern Rail, Transdev (Burnley and Pendle)), Highways England, Sustrans, Canal and River Trust.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Designation of cycle routes.</li> <li>• Lobbying for, and obtaining funding for, strategic transport improvements (LTP).</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• County Council subsidies reduced. (M)</li> <li>• Bus operators withdraw services. (M)</li> <li>• Funding for cycle routes not identified / available. (M)</li> <li>• Viable development sites are not in accessible locations. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with the County Council and bus operators to discuss service coverage.</li> <li>• Work with developers to ensure proposals are within accessible locations or can be made accessible.</li> <li>• Negotiate with developers to provide/fund transport accessibility improvements.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Lancashire Local Transport Plan 3 (LTP3)</li> <li>• East Lancashire Highways and Transport Masterplan</li> <li>• Lancashire and Cumbria Rail Utilisation Strategy</li> <li>• Lancashire Bus Strategy</li> <li>• Lancashire Cycling Strategy</li> <li>• Lancashire Walking Strategy</li> <li>• Lancashire Rights of Way Improvement Plan</li> <li>• Pendle Cycling Strategy</li> <li>• Pendle Infrastructure Study</li> </ul>	

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

## Pollution, Unstable Land and Waste Management

### Introduction

- 8.135** Air, water, noise, odour and light pollution together with the risks associated with contaminated land, unstable land and hazardous substances are of concern to us all.
- 8.136** Planning and other environmental regulations seek to ensure that any implications, and associated risks, are fully considered before development takes place, so that their potential impact on both people and the environment is minimised, or eliminated.
- 8.137** Water quality can be improved through a number of measures some of which can be taken forward through the planning system. These are covered in Policy ENV7.
- 8.138** The management of waste, in particular, is not easily resolved on a district-wide footprint. To be managed in a sustainable manner requires a wide range of complex inter-relationships to be carefully considered, including those with neighbouring authorities. As such Lancashire County Council is the responsible authority when planning for waste.

### Context

- 8.139** Poor air quality damages health and reduces quality of life. It particularly affects the most vulnerable people in our society. Reducing air pollution is a European, national and regional policy objective. The Framework (paragraph 124) recognises that air quality is a key consideration in the integration between planning and transport. It requires local authorities to:
- contribute towards EU limit values or national objectives for pollutants,
  - review and assess air quality in their areas, and
  - to designate Air Quality Management Areas (AQMA) where particular problems arise.
- 8.140** The monitoring of carbon dioxide (CO<sub>2</sub>) levels is used by the Government to measure reductions in greenhouse gas emissions. The results reveal that Pendle's carbon footprint is one of the lowest in the county.<sup>(92)</sup> The main source of CO<sub>2</sub> emissions in Pendle is industry and commerce, but the poor thermal efficiency of the local housing stock is reflected in the relatively high level of emissions from domestic sources. In April 2011, the first AQMA in Pendle was introduced on Windsor Street in Colne, on the approach to Junction 14 on the M65 from the east of the borough. However, overall emissions from road transport are below the county average and those from land-use are negligible.
- 8.141** There is increasing concern about noise and light pollution in the vicinity of housing, schools, hospitals and other sensitive uses; and recognition of the need to protect and enhance the tranquillity of green open spaces and the public realm. The Framework seeks to minimise the adverse impacts of noise, through sensitive design, management and operation (paragraph 123) and also refers to the need to reduce light pollution from new development (paragraph 125).
- 8.142** The Framework also encourages the effective use of previously developed (Brownfield) land (paragraph 17). This is particularly important in Pendle where past industrial activity and coal mining has left a legacy of potentially contaminated and unstable land. The successful remediation of these sites is fundamental to enhancing the quality of the environment, improving the image of the area and regenerating the local economy.
- 8.143** The current UK approach to redevelopment on contaminated land is that the potential risks arising from the contamination must be reduced to an acceptable level. Any site that poses a contamination risk will have to be remediated in some way prior to redevelopment.<sup>(93)</sup> Pendle Council has a

92 The results of the Department of Energy and Climate Change (DECC) monitoring of carbon dioxide emissions, within the scope of influence of local authorities, (previously National Indicator 186) are published in Lancashire County Council's Annual Monitoring Report, broken down by local authority and main sources of origin, allowing a districts carbon footprint to be calculated.

93 Remediation refers to the removal of pollution or contaminants from the ground.



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responsibility to identify contaminated land and ensure that it is managed in an appropriate manner, as set out in the Environmental Protection Act 1990 and the Framework. As such it has prepared and maintains a register of contaminated land in the borough.

- 8.144** Unstable land can arise as a result of natural or man-made processes. Causes are varied and include extreme climatic conditions, increases or decreases in groundwater; previous mining or quarrying activity and ground compression caused by landfill operations.
- 8.145** In order to maximise the use of land for development, it is essential that any physical constraints are taken into account at all stages of planning. The scope for remedial, preventative, or precautionary measures must be fully explored so that land is not sterilised unnecessarily. The responsibility for determining the extent and effects of instability or other risk is that of the developer.
- 8.146** The management of waste involves a complex inter-relationship between neighbouring authorities. For Pendle, it is the responsibility of Lancashire County Council, to ensure that waste generated in the borough is managed in a sustainable manner. Their objectives and requirements are set out in the Joint Lancashire Minerals and Waste Local Plan (LMWLP), which includes three key documents:
- LMWLP Core Strategy
  - LMWLP Site Allocations and Development Management Policies DPD
  - LMWLP Minimising Waste in New Developments SPD
- 8.147** The reduction of waste is a national objective and a requirement of the EU Waste Framework Directive. The Directive introduces the waste hierarchy which sets out five steps for dealing with waste, ranked according to environmental impact:
1. Prevention
  2. Preparing for re-use
  3. Recycling
  4. Other recovery
  5. Disposal
- 8.148** The Waste (England and Wales) Regulations 2011 require businesses and local authorities to take all such measures as are reasonable in the circumstances to: i) prevent waste and ii) apply the waste hierarchy when transferring waste.
- 8.149** Site Waste Management Plans are a useful part of project delivery, but are no longer mandatory. Produced at the very beginning of a development project, it is a live document updated through the course of the project to consider how waste can be reduced and site-gained materials can be reused or recycled as part of the project. Identifying waste materials at an early stage that cannot be reused on that project will make it easier to find other alternative uses for them.

### Strategy

- 8.150** The Council, working closely with its partners, will continue to place a strong emphasis on the prevention of environmental problems.
- 8.151** Many infrastructure assets (e.g. waste water treatment works, motorways) and business operations are not compatible with other uses and require space for future expansion and/or operational purposes. In such instances development will normally be discouraged within a specified distance of such facilities.

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- 8.152** The focus of this policy is to prevent the release of harmful pollutants into the atmosphere, groundwater, or controlled waters through leakage and drainage, or from the disturbance of contaminated land, and to control nuisance from noise, vibration, light and odour. Together with other policies in this plan, notably Policies SDP2, ENV2, ENV3, ENV4, and ENV7, this strategic policy will contribute towards reducing the impacts and incidence of pollution.
- 8.153** The spatial strategy focuses future development in the M65 Corridor, where the area's industrial past, has left a legacy of sites that have been contaminated, or rendered unstable, by former uses. Freeing up such land for redevelopment through remediation is normally considered to be a positive step with the advantages of reducing pressure on Greenfield sites and improving the area in which the site is located. But, remediation work has its own impacts, many of which will not be considered when looking at the overall benefits of redevelopment. Where contaminants need to be removed the use of sustainable and green remediation technologies will be encouraged. The determination of what techniques are appropriate for a given situation will be based on the characteristics of the site, in particular the soil or waste present.
- 8.154** All matters relating directly to waste management are addressed through the LMWLP, which sets out a number of policies to ensure a sustainable and consistent approach to the delivery of waste facilities across the twelve boroughs in the County and the unitary authorities of Blackburn with Darwen and Blackpool.
- 8.155** Several policies in this Core Strategy seek to minimise the generation of waste through good design. All new developments will be expected to introduce sustainable waste management processes that follow the waste hierarchy.<sup>(94)</sup>

### Policy ENV 5

#### Pollution and Unstable Land

The Council will work with its partners to minimise air, water, noise, odour and light pollution and to address the risks arising from contaminated land, unstable land and hazardous substances.

In particular, new development will be required to:

- minimise pollutant emissions and public exposure to pollution, both during and after construction, particularly in any areas identified as having poor air quality. Criteria for assessing applications will be set out in the Pendle Local Plan Part 2: Site Allocations and Development Policies. Area Action Plans and Neighbourhood Plans will consider how pollution can be reduced or successfully mitigated against at a local level;
- ensure that water quality is not compromised and, where appropriate, secure improvements to water quality (Policy ENV7);
- ensure that the potential for noise, odour and light pollution is minimised;
- address the risks arising from contaminated land or unstable land, including that arising from mining legacy, through remediation work that makes the site suitable for the proposed end use. In the treatment of contaminated land, sustainable and green technologies should be employed wherever possible. Proposals on, or in the vicinity of, contaminated land (including landfill sites) will be assessed according to criteria set out in the Pendle Local Plan Part 2: Site Allocations and Development Policies; and
- assess and minimise the risks associated with the use or storage of hazardous materials, and consider the implications when siting new development in the vicinity of such establishments.

New development should not be sited close to utility infrastructure assets (Policy SDP6), or other potentially incompatible uses.

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### Policy ENV 6

#### Waste Management

The Council will support the provision of sufficient, well-located waste management facilities, as required by the Joint Lancashire Minerals and Waste Local Plan (LMWLP) by:

- Safeguarding existing waste management facilities, transfer stations and any additional sites located in Pendle that are identified in the LMWLP, unless compensatory site provision is made elsewhere.
- Supporting the more efficient use of existing waste management facilities and transfer stations.
- Exploring local opportunities for the co-location of complementary activities so that their outputs (e.g. heat/materials) can be harnessed to generate low carbon energy (Policy ENV3).
- Considering the sustainable transport of waste where it cannot be treated at source (e.g. via rail and water).

All new developments will be encouraged to follow the waste hierarchy. In particular the Council will:

- Encourage the inclusion of re-used and recycled materials, and in particular the on-site recycling and reuse of materials recovered through demolition and excavation.
- Require the use of sustainable waste management processes that seek to reduce the generation of waste and prepare waste for reuse, recycling or other forms of recovery, only requiring disposal as a last resort.

#### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 10	
<b>SCS Priority Goals</b>	4, 5, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Reduce the level of carbon emissions.</li> <li>• Improve water quality in waterways throughout Pendle.</li> <li>• Reduce the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> <li>• Increase recycling rates.</li> <li>• Reduce the amount of waste sent to landfill.</li> </ul>	
<b>Trigger</b>	<ul style="list-style-type: none"> <li>• CO<sub>2</sub> emissions from all sources show an increase in two out of any three consecutive monitoring periods.</li> <li>• The amount of waste not recycled has failed to decrease by 2020 and 2025.</li> <li>• No improvement in the number of rivers achieving good or moderate overall status by 2021 or 2027.</li> <li>• Increase in the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> </ul>	
<b>Indicators</b>	EN02	Amount of CO <sub>2</sub> emissions in Pendle by source (including trends over time).
	EN13	Total amount of waste collected per household and amount sent for recycling, energy generation, composting, landfill.
	EN15	Amount of vacant, derelict and contaminated land by location.
	EN19	Number of planning permissions granted contrary to advice from the Environment Agency of flooding and water quality grounds.
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council and the Environment Agency.	

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<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Decisions on waste management will primarily be informed by policies in the Joint Lancashire Minerals and Waste Local Plan.</li> <li>• The objectives of this policy will primarily be delivered through the Development Management process.</li> <li>• The Pendle Local Plan Part 2: Site Allocations and Development Policies will set out the criteria against which applications for developments with the potential to pollute the environment and development near to polluted, or potentially polluted, sites will be considered, including the need for impact assessments to be undertaken when appropriate. It will also consider the criteria against which applications for proposals on, or in the vicinity of, potentially contaminated land will be assessed.</li> <li>• The Design Principles SPD, the Development in the Open Countryside SPD and the AONB SPD provide detailed advice on minimising light pollution by encouraging the use of lighting that is energy efficient and minimises light scatter.</li> <li>• Partnership working with other regional and sub-regional partners will help to determine the investment requirements of public and private sector businesses.</li> </ul>
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Joint Lancashire Minerals and Waste Local Plan: Core Strategy</li> <li>• Joint Lancashire Minerals and Waste Local Plan: Site Allocations and Development Management Policies</li> <li>• Joint Lancashire Minerals and Waste Development Plan: Managing and Minimising Waste in New Developments SPD</li> </ul>

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### Water Management

#### Introduction

- 8.156** Water is a sensitive and often scarce resource that needs to be carefully managed. It is vital for all living plants and animals. For human beings it is not only essential to life, but also of importance to industry and agriculture; as a means of transport and for recreation.
- 8.157** The potential impacts of climate change over the next 30-80 years have been assessed by the United Kingdom Climate Impacts Programme (UKCIP, 2002). In the context of flood risk from rivers the key outcomes of climate change are expected to be that:
- the UK climate will become warmer;
  - winters will become wetter and summers may become drier everywhere; and
  - heavy winter rain and snow will become more frequent.
- 8.158** Long-term predictions suggest that climate change will reduce river flows during dry summer periods by up to 50% compared to current conditions. Such a scale of change will place stress on the river system, so it is important that new development uses water efficiently to help reduce this.
- 8.159** Conversely climate change will also result in wetter winter months, with the increased severity and intensity of rainfall meaning that flood risk will be an increasing concern. New development, which may itself be at risk of flooding, will need to mitigate any potential contribution it may make to increased downstream flood risk.
- 8.160** The most common causes of flooding in Pendle are listed below:
- Fluvial flooding occurs in the floodplains of rivers<sup>(95)</sup> when the capacity a watercourse is exceeded as a result of rainfall, snow or ice melts within the upstream catchment, or blockages cause river defences to be overtopped.
  - Groundwater flooding occurs in low lying areas sitting over aquifers, which may periodically flood as ground water levels rise. This type of flooding is often seasonal, slow in its onset and can be forecast with reasonable accuracy.
  - Surface water (pluvial) flooding often occurs outside of recognised floodplains. It is caused by rainwater run-off from urban and rural land with low levels of absorbency. High density urban development has increased the proportion of non-permeable surfaces, a problem that is often exacerbated by an overloaded and out-dated drainage infrastructure. These circumstances, combined with intense localised rainfall that is difficult to forecast, can give rise to severe localised flooding where the onset can be very rapid.
  - Highways flooding - water which runs off roads can influence the occurrence of local flooding and potentially impact on the quality of receiving surface waters or groundwater.
- 8.161** Flooding from sewers most often occurs where combined storm and foul sewers receive large amounts of surface water run-off over a short period of time and capacity is temporarily exceeded. This type of flooding is hard to predict, has significant sanitary consequences for those affected, and can occur very rapidly.
- 8.162** The failure of canals, reservoirs, other man-made structures, certain industrial activities, water mains or pumping stations may all give rise to the flooding of areas downstream.

95 The term is used here to refer to both Main Rivers and Ordinary Watercourses.



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## Context

- 8.163** The EU Water Framework Directive (WFD) established an integrated approach to the protection, improvement and sustainable use of Europe's rivers, lakes, estuaries, coastal waters and groundwater.<sup>(96)</sup>
- 8.164** The WFD introduced two key changes to the way we manage the water environment. The first sought to safeguard the sustainable use of water resources by setting environmental targets. These protect particular uses from the effects of pollution and serve broader ecological objectives by protecting and, where necessary, restoring the structure and function of aquatic ecosystems. The second change was the introduction of river basin management, to provide the decision-making framework within which costs and benefits can be properly taken into account when setting environmental objectives.
- 8.165** The Flood and Water Management Act 2010 seeks to provide better, more comprehensive management of flood risk for people, homes and businesses. Government policy on development and flood risk is set out in the Framework and the NPPG. It aims to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from those areas at highest risk. Where new development is necessary in such areas, the aim is to make the development safe without increasing flood risk elsewhere and, where possible, reducing the overall flood risk.

## Development and flood risk

- 8.166** Pendle has over 63 kilometres of streams and rivers designated as main rivers by DEFRA.<sup>(97)</sup> Almost 450 hectares of the borough are considered to be at high risk of flooding from rivers, whilst a further 530 hectares are regarded as being at low to medium risk (Table ENV7a provides definitions for the different Flood Zones and levels of risk.). This means that approximately 11% of the borough is at risk of fluvial flooding, an area that includes 2,259 residential properties and 476 commercial premises. As a result of climate change it is estimated that an additional 700 properties in Burnley and Pendle may be at risk of flooding in the future.<sup>(98)</sup>

**Table ENV7a Flood risk zone definitions**

Risk	Flood Zone	Description
Low probability	Zone 1	Land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding (<0.1%)
Medium probability	Zone 2	Land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1%-0.1%), or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding (0.5%-0.1%) in any year.
High probability	Zone 3a	Land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year.
Functional floodplain	Zone 3b	Land where water has to flow or be stored in times of flood.

**Note:** Flood zones refer to the probability of sea and river flooding, ignoring the presence of any existing defences.

96 European Union (2000) Directive 2000/60/EC of the European Parliament and of the Council establishing a framework for the Community action in the field of water policy. Brussels, European Union.

97 Main rivers are the larger streams and rivers in an area, but also include smaller watercourses of strategic drainage importance.

98 Environment Agency (2010) Draft Burnley, Nelson and Colne Flood Risk Management Strategy. Preston, Environment Agency.

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- 8.167** Building has historically taken place along the banks of our rivers, but intensive high density urban development beyond the floodplain has also had a significant and cumulative impact on flood risk. Large areas of concrete and tarmac increase both the amount of surface water runoff (see below) and increase the speed at which it enters our urban watercourses, increasing the probability of flooding downstream.
- 8.168** National guidance requires flood risk to be reduced wherever possible by limiting peak surface water discharge. However, its recommendations are not consistent with regard to the expected scale of reduction, varying from no detriment to a preference that Brownfield solutions provide similar runoff characteristics to Greenfield development.
- 8.169** It is the responsibility of those allocating or proposing land for development to demonstrate that the flood risk to, and from, the site will be at acceptably safe levels throughout the lifetime of the development, taking into account the potential effects of climate change. The best way to reduce the risk of flooding is to focus on solutions that work with nature, rather than against it.
- 8.170** The Environment Agency (EA) is the organisation primarily responsible for protecting the river environment and managing flood risk, although Pendle Council and the Earby and Salterforth Internal Drainage Board are responsible for some of the Ordinary Watercourses in the borough. The EA has discretionary powers to undertake maintenance work to rivers and river defences, but is not obliged to do so.<sup>(99)</sup>
- 8.171** The EA produces a wide-range of products addressing flood risk. For land use planning the Flood Map indicates those areas considered to be at risk of flooding from rivers and the sea in England and Wales, and highlights those areas that benefit from flood defences. Other EA products show areas where a more detailed study of surface water flooding may be appropriate within a SFRA or Surface Water Management Plan (SWMP) and assist local authorities and reservoir operators in the production of emergency plans for reservoir flooding.
- 8.172** Plans and strategies need to have regard to the wide range of management plans that address flood risk and the quantity and quality of surface and ground water in their area. The potential impact of climate change on flooding, the water table and the ageing water supply network and disposal infrastructure make managing the demand for water a vital consideration when looking at the suitability of new development.
- 8.173** In recognition of their role as the Lead Local Flood Authority (LLFA), Lancashire County Council adopted the Lancashire Local Flood Risk Management Strategy in April 2014.
- 8.174** The Pendle Strategic Flood Risk Assessment (2006) (SFRA) identifies fluvial flooding along Pendle Water, Earby Beck and their associated tributaries as the primary source of flood risk in the borough. Hydraulic models were developed for these catchments in 2001 and 2005 respectively and recent improvements to the flood defences along Pendle Water have sought to reduce the possibility of flooding in Barrowford and further downstream.
- 8.175** The Ribble Catchment Flood Management Plan (2009) (CFMP) assesses flood risk across most of Pendle, with the Aire CFMP considering flood risk along Earby Beck and its tributaries. Each CFMP considers all types of inland flooding including that from rivers, groundwater and surface water.
- 8.176** In response to a recommendation in the Ribble CFMP the Draft Burnley, Nelson and Colne Flood Risk Management Strategy (2010) considers flooding issues along Pendle Water, Colne Water and Trawden Water and their tributaries in greater detail, including the potential impact of climate

99 The Environment Agency's powers to carry out flood defence works only apply to main rivers.

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change.<sup>(100)</sup> Together with the emerging Lancashire Local Flood Risk Management Strategy, this document provides detailed information on the management of particular ‘flood risk reaches’ on rivers within the Ribble catchment.

- 8.177** Watercourses are important features of the landscape for people and wildlife. As far as practical they should be maintained as continuous linear corridors to maximise their benefits to society. However, in Pendle culverted watercourses are a historic legacy found in many of our towns and villages.<sup>(101)</sup> The EA opposes the culverting of watercourses because of their adverse effects on ecology, flood risk, human safety and visual amenity. The limited capacities of these culverts and channels has caused, or exacerbated, flooding on a number of occasions in Earby and Barnoldswick and along Walverden Water in Nelson.
- 8.178** Water is also artificially constrained within the channel of the Leeds and Liverpool Canal and over 20 reservoirs and mill lodges throughout Pendle. Maintaining the dams and embankments holding this water in place is vital to public safety. The Canal and River Trust are responsible for the canal and together with United Utilities they own the majority of the reservoirs in the borough. Both organisations assess the structural integrity of the embankments and dam walls in their ownership on a regular basis. By enforcing the Reservoirs Act 1975, it is the EA that is the responsible enforcement authority for any raised reservoirs that hold over 25,000 cubic metres of water above ground level and inundation maps have been prepared for these.<sup>(102)</sup> Owners, or statutory undertakers, are required to produce an on-site plan and for high-risk reservoirs the local authority must prepare an off-site (emergency) plan.

### Surface water run-off

- 8.179** In addition to flooding from watercourses, other types of flooding can pose significant risks to development. These secondary sources of flood risk include surface water runoff from hillsides, flooding from sewers and drains, and blockages to artificial drainage systems (such as ditches and culverts).
- 8.180** Steep hillsides and extensive areas of underlying clay based soils mean that catchments throughout Pendle respond quickly to rainfall events. As the capacity of the land to absorb water is exceeded, areas downslope are at risk of flooding from water that has not entered a natural or artificial drainage system - known variously as surface water runoff, overland flow and pluvial flooding.
- 8.181** In August 2009 the Department for Environment, Food and Rural Affairs (DEFRA) estimated that fewer than 500 properties in Pendle are at risk of surface water flooding, from overflowing sewers, following a period of severe rainfall. Areas known to be susceptible to sewage flood incidents are identified in the Pendle SFRA (2006). United Utilities (Yorkshire Water in parts of the West Craven area) are responsible for adopted public sewers for foul, combined and surface water drainage. In 2011, the responsibility for private sewers and lateral drains passed to the respective utility companies mentioned above.
- 8.182** Urban environments can be highly susceptible to surface water run-off, which can lead to flooding. New development is required to limit water discharge levels into local sewers and drains to help improve capacity in the network. New development, particularly on Greenfield sites, should seek to replicate existing drainage where possible, with sites that drain into ditches or watercourses continuing to do so and not enter the public sewerage system post development. It is the responsibility of Lancashire County Council to take reasonable steps to prevent water from running off the adopted highway onto private property.

100 Flood alleviation works along Walverden Water and Hendon Brook had commenced before the drafting of this strategy.

101 A culvert is defined as an enclosed artificial channel or pipe that is used to continue a watercourse beneath the ground or a structure.

102 This threshold will fall to 10,000 cubic metres within the next few years.

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**8.183** The Framework notes that "development should give priority to the use of sustainable drainage systems" (Paragraph 103) and that "local authorities and developers should seek opportunities to reduce the overall level of flood risk in the area and beyond through...the appropriate application of sustainable drainage systems" (NPPG, Flood Risk and Coastal Change, Paragraph 50).

**8.184** Sustainable Drainage Systems (SuDS) mimic natural drainage and reduce the burden on the sewer system. Their use also offers benefits for biodiversity, water quality, and amenity. The SuDS Hierarchy (Table ENV7b) sets out the preferred method for selecting which SuDS should be used in particular circumstances.

**Table ENV7b SuDS Hierarchy**

Sustainability	SuDS technique	Flood Reduction	Pollution Reduction	Landscape & Wildlife Benefit	
Most	Living Roofs	√	√	√	
	▼	Basins and Ponds	√	√	
	▼				• Constructed wetlands
	▼				• Balancing ponds
	▼				• Detention basins
	▼	• Retention ponds			
	▼	Filter Strips and Swales	√	√	√
	▼	Infiltration Devices	√	√	√
	▼				
	▼	• Infiltration trenches and basins			
▼	Permeable Surfaces	√	√		
▼					• Gravelled area
▼					• Solid paving blocks
▼					• Porous paviers
▼	Tanked Systems	√			
▼	• Oversized pipes/tanks				
▼	• Storm cells				
Least					

**8.185** Where possible surface water should be dealt with at source and not conveyed to a large attenuation structure. SuDS such as rainwater harvesting systems, waterbutts and permeable surfaces can be used to immediately deal with surface water runoff as it lands on a building, car park or road, helping to reduce flood risk and improve the quality of surface water runoff. Rainwater harvesting and waterbutts also encourage rainwater recycling, which reduces the use of potable water supplies.

**8.186** Elsewhere the use of soft SuDS such as ponds and swales are preferred, as they mimic natural drainage and provide a number of other benefits. They can be used to attenuate surface water flows, reduce the flow rate of surface water runoff, improve the quality of surface water runoff by removing hydrocarbons and pathogens and also promote and enhance biodiversity within a developed environment.

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- 8.187** In small developments where there is insufficient space for ponds and swales, the preference is for the use of infiltration systems as these recharge natural ground water supplies, reduce the impact of excess flows to watercourses and surface water sewers and help to remove contaminants found in surface water. However, care should be taken when these are used in or near aquifer protection zones, or close to buildings or structural foundations. It is recommended that the EA is consulted prior to constructing infiltration systems and soakaways.
- 8.188** Where space is at a premium, or simply not available, there is also merit in using storage tanks, oversized pipes and culverts. This can be complemented by discharging to a natural drainage system such as a reed bed or small pond to provide a final stage of treatment to the surface water runoff.

### Water quality and resources

- 8.189** Data from the Environment Agency shows that although water quality in Pendle is generally good or fair, there is still scope for the aquatic environment to be improved even further for the benefit of wildlife, and to promote its safe and sustainable use by people. The Calder Catchment River Basin Management Plan (RBMP) sets out relevant environmental objectives and standards.
- 8.190** The European Water Framework Directive (WFD) sets a target of aiming to achieve at least 'good status' in water bodies by 2015. However, provided that certain conditions are satisfied, in some cases the achievement of good status may be delayed until 2021 or 2027. In terms of river quality there are 16 water bodies in Pendle, which fall under the WFD. Of these half are at less than good status and three of these have been prioritised as high priority water bodies, namely:
1. Colne Water, which is failing for: phosphate (continuous and intermittent sewage discharge), ammonia (Annex 8, phys-chem), hydrology and phytobenthos.
  2. Wycoller Beck, which is failing for copper (expected to improve by 2015)
  3. Stock Beck, which is failing for: fish, invertebrates, phosphate (diffuse and point source).
- 8.191** Maintaining the quality of water, especially groundwater, is important in ensuring that the local population has a good quality domestic water supply. Many human activities and their by-products, together with deliberate or accidental pollution incidents, have the potential to harm water quality.<sup>(103)</sup> This can affect the supply of water for leisure, industrial and agricultural uses and have a detrimental impact on wildlife habitats. Such incidents can occur at source, such as discharges through pipes, or may be more dispersed.
- 8.192** United Utilities has invested £19 million to create a state-of-the-art water treatment facility at Ridgaling Farm north of Barrowford. This replaced the old facility at Barley, and provides over 40,000 people in Nelson, Colne and Barrowford with some of the cleanest drinking water in Europe. In addition, a further £11 million was spent between 2005 and 2010 to prevent sewer flooding and help deliver cleaner streams and rivers across the borough.
- 8.193** Water is abstracted from groundwater and surface water (reservoirs and rivers) sources for a range of uses, including agriculture, industry, power generation and public water supply. The EA publishes information on resource availability in its Abstraction Licensing Strategies, but it is the Catchment Abstraction Management Strategies (CAMS), which set-out how water resources will be managed within a within a particular catchment.

### Strategy

- 8.194** We need to recognise and respond to future uncertainties over water availability caused by climate change and increased demand. The approaches to reducing flood risk, controlling abstraction and improving water quality are intrinsically linked, requiring an integrated approach to water management and delivery.



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- 8.195** Government guidance requires that a sequential test relating to flood risk is applied to the identification of land for development. The risk based sequential test as set out in the National Planning Practice Guidance should be applied at all stages of planning. This ensures that there are no alternative sites available in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. Departures from the sequential approach can only be justified in exceptional circumstances, where it is necessary to meet the wider aims of sustainable development. In accordance with national planning guidance development will only be allowed in the areas of highest flood risk (Flood Zones 2 and 3) in exceptional circumstances.
- 8.196** The long term aim is to return developed areas within designated flood zones to open flood plain. It is acknowledged that in many instances this process will not be possible, or will take a considerable time to achieve. In the interim, businesses and other activities within these areas should not be unduly restricted, but there should be no intensification of existing uses.
- 8.197** The opening up of culverts will be actively pursued, to remove inherent risk and restore amenity. The restoration of open watercourses will also help to overcome the fragmentation of habitats in urban areas and help to restore a more attractive and natural river environment in both urban and rural settings.
- 8.198** The SFRA looks at flood risk at a strategic level across the local authority area. Catchment boundaries often encompass more than one local authority (planning) area, so it is important to ensure that policies are consistent with the longer term vision for the wider catchment, and take adequate account of any potential impact on adjoining boroughs. The EA has developed a series of Catchment Flood Management Plans (CFMPs), which assess how flood defences in one area may have an effect elsewhere within that river catchment.
- 8.199** The output from these various assessments will inform development allocations within the Pendle Local Plan Part 2: Site Allocations and Development Policies and outline the requirements for site-specific Flood Risk Assessments (FRAs) to be carried out by developers. In addition to the potential for on-site flooding these FRAs, particularly for Greenfield developments which can increase runoff and change natural drainage patterns, must also consider the effect the proposed development may have on areas downslope of the site.
- 8.200** Any new development proposals will be expected to minimise surface water run-off and demonstrate a sustainable approach to drainage. There will be a presumption against development where there is the potential for contaminants to enter the water supply, particularly where groundwater may be affected, and a requirement to install infiltration systems and other necessary mitigation measures where development is necessary in such circumstances.
- 8.201** In areas where development is proposed, drinking water should be readily available and the network of sewers and wastewater services capable of coping with the proposed levels of development.
- 8.202** Surface water should be managed at source rather than transferred. Part H of the Building Regulations requires that the first choice of surface water disposal should be to discharge into infiltration systems where practicable. Infiltration techniques should therefore be applied wherever they are appropriate. The Design Principles SPD (2009) and the North West Best Practice Design Guide (2006) both provide guidance on the use of permeable surfaces and encourage the use of Sustainable Drainage Systems (SuDS) to enable better control of water during periods of peak rainfall. The use of SuDS, which seek to mimic the drainage of Greenfield sites, will be encouraged as this will help to reduce the rate and quantity of surface water runoff. SuDS also help to improve the quality of water discharged back into the land, or to a watercourse, by providing passive treatment through filtering and infiltration, thereby increasing the amenity value of surface water in the urban environment. A number of approaches can be used ranging from end-of-pipe facilities such as wetlands and retention ponds, to source control systems such as soak-aways, storm-water retention

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basins, swales and the use of permeable surfaces. The planting of native woodland can also help to reduce run-off rates. All of these measures will help to minimise the risk of flooding and environmental damage caused by uncontrolled surface water run-off.

- 8.203** As water is a precious resource, new development should also be efficient in its use, seeking wherever possible to reduce levels of consumption. This can be achieved through grey water systems and rainwater harvesting. Further advice on good design is contained in Policy ENV2.
- 8.204** Where it is necessary to abstract water at source, any proposals that propose to abstract more than 20 cubic metres per day will, with some exceptions, require an abstraction licence from the EA.

## Policy ENV 7

### Water Management

#### Development and flood risk

The sequential and exceptions tests set out in the National Planning Practice Guidance, will be applied to direct development to areas with the lowest probability of flooding, taking into account:

- the vulnerability of the type of development proposed;
- its contribution to creating sustainable communities; and
- achieving the sustainability objectives of the Core Strategy.

The design of all new developments (Policy ENV2) must consider:

1. The potential flood risk to the proposed development site.
2. The risk the proposed development may pose to areas downslope / downstream.
3. The integrated, or off-site, use of Sustainable Drainage Systems (SuDS) to help reduce surface water run-off from the development.
4. The availability of an adequate water supply and disposal infrastructure.

The change of use of existing buildings, within Flood Zone 3, to residential uses, or uses which put life at risk, will not be permitted.

Within Flood Zone 2 proposals should have regard to the sequential and exception tests set out in the National Planning Practice Guidance.

Any redevelopment within a designated flood zone should seek to eliminate or reduce the potential for flooding to occur, by demonstrating that further investigation of the extent of risk, and the feasibility of options for prevention or mitigation, have been considered.

#### Surface water runoff

Drainage proposals for development on Brownfield sites will be measured against the existing performance of the site, although it is preferable for solutions to provide runoff characteristics, which are similar to Greenfield behaviour. All new development will be required to include the implementation of Sustainable Drainage Systems (SuDS) unless it can be demonstrated that this is not technically feasible, or viable. More specifically:

- All Brownfield development will be required to demonstrate that there will be a reduction of at least 30% in existing runoff rates, rising to a minimum of 50% in critical drainage areas.<sup>(104)</sup>

<sup>104</sup> The Town and Country Planning (General Development Procedure) (Amendment) (No. 2) (England) Order 2006 introduces the concept of critical drainage areas as "an area within Flood Zone 1 which has critical drainage problems and which has been notified... [to]...the local planning authority by the Environment Agency".

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In

- Any proposal for development on a Greenfield site, must demonstrate no alteration to runoff rates upon completion. Peak discharge should be restricted to five litres per second per hectare, this also being the requirement for sites of less than one hectare. Any additional volume of runoff must be taken into account by providing storage capacity within the surface water drainage system.
- Retrofitting for flood prevention and SuDS within the existing built environment must be explored where it would not damage environmental assets.
- Development will not be allowed to increase the run-off rate from a site even if it is not viable to implement a SuDS scheme.

Surface water should drain on a separate system, and only be connected to the combined/foul sewerage network as a last resort, when all other options have been discounted. In order, the priority for the management of surface water discharges are:

- Continue to mimic the current natural discharge process
- Store for later use
- Discharge into infiltration systems located in porous sub-soils
- Attenuate flows into green engineering solutions such as ponds, swales, or other open water features, for gradual release to a watercourse
- Attenuate by storing in tanks or a sealed system, for gradual release to a watercourse
- Direct discharge to a surface water sewer
- Controlled discharge into the combined sewerage network

### Water quality and resources

Developers should ensure that water quality is not compromised and, seek improvements to the aquatic environment in order to help achieve the objectives set out in the European Water Framework Directive and River Basin Management Plan for the Ribble.

Where there is a potential risk of contamination, the use of infiltration-based systems will be required.

To help maintain the role of watercourses as valuable linear features in the urban and rural environment, and to reduce the risk of flooding the Council will normally:

- Support the restoration of culverted watercourses to open channels.
- Resist proposals to build over an existing culvert.
- Resist proposals to culvert a watercourse for land gain purposes, unless it can be demonstrated that there is no reasonably practical alternative, or where a need for access can be demonstrated.

To help reduce the need to abstract water from rivers, groundwater and other sources, Pendle Council will encourage the construction of buildings that are water efficient, thereby helping to protect and improve the environment (Policy ENV2).

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 9, 10
<b>SCS Priority Goals</b>	4, 5, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Improve water quality in waterways throughout Pendle.</li> <li>• Reduce the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk or water quality.</li> <li>• Increase the number of flood risk management plans.</li> </ul>

# Our Foundations for a Sustainable Future: Improving the Environment We Live In 8

<b>Triggers</b>	<ul style="list-style-type: none"> <li>No improvement in number of rivers achieving good or moderate overall status by 2021 or 2027.</li> <li>Increase in the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> </ul>	
<b>Indicators</b>	EN14	Quality of rivers and streams in Pendle by: -levels of organic and nutrient enrichment in rivers and streams, -levels of chemical pollution (priority substances and ammonia), and -cumulative impact of abstractions on local watercourses.
	EN18	Number of properties in flood zones 2 and 3 (including trends over time).
	EN19	Number of planning permissions granted contrary to advice from the Environment Agency on flooding and water quality grounds.
	EN20	Number of developments incorporating flood risk management actions including the use of SUDS.
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Environment Agency, Earby & Salterforth Internal Drainage Board, United Utilities, Yorkshire Water, private developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning application through the Development Management process.</li> <li>The objectives of this policy will primarily be delivered through partnership working with utility providers, the Environment Agency and Lancashire County Council.</li> </ul>	
<b>Risks (High (H), Medium (M), Low (L))</b>	<ul style="list-style-type: none"> <li>Impacts of climate change occur at a quicker rate and the funding/capacity available to address these issues is unavailable. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Water for life and livelihoods: River Basin Management Plan North West River Basin District</li> <li>Pendle Strategic Flood Risk Assessment</li> <li>Burnley, Nelson and Colne Flood Risk Management Strategy</li> <li>Ribble Catchment Flood Management Plan</li> <li>Aire Catchment Flood Management Plan</li> </ul>	

## 8 Our Foundations for a Sustainable Future: Improving the Environment We Live In



# Place Shaping



## 9 Place Shaping

## 9 Place Shaping

- 9.1** Place-shaping describes the ways in which we use our collective influence and abilities to create attractive, prosperous and safe communities where people are happy to live or visit. Every place will have a clear identity, function and economic purpose.
- 9.2** Planning has an important role to play in place shaping. It seeks to address a range of different views before taking a decision on new development proposals that is, on balance, in the public interest. The policies we will use to make these important decisions are outlined on the following pages. They reflect our ambitions and aspirations, having been influenced by public consultation, the adopted strategies of key organisations and relevant government guidance.
- 9.3** The policies on the following pages go beyond establishing the basic framework for a more sustainable future, which we addressed in the previous chapter, and consider in greater detail how we will contribute towards creating successful and sustainable communities.
- 9.4** We will look at where different types of development should ideally be located within our communities and what types of development may be acceptable in the open countryside and other high quality environments. We will also consider what we need to do to make our homes, places of work, educational institutions and other public buildings attractive, energy efficient, safe and accessible to all.

## 9 Place Shaping

## Living: Creating a Vibrant Housing Market 10

### 10 Living: Creating a Vibrant Housing Market

#### Introduction

- 10.1** This chapter presents the strategy and policies for dealing with issues that relate to living in Pendle. In particular it looks at the number of houses we propose to build, the housing needs of the population and the quality of housing design, including any specific standards that need to be met.
- 10.2** Priority Goal 3 of our Sustainable Community Strategy seeks 'To create a vibrant housing market offering a mix of high quality and affordable housing for all'. To do this we need to address the issues of redundant, low demand housing and any imbalances in terms of the type, size and tenure of housing that is available in the different parts of the borough. We need to ensure we have a range of housing provided in different locations to encourage higher earners to live in Pendle. We also want to ensure that new housing is designed and built to sustainable standards in order to meet the needs of our current and future generations.



## 10 Living: Creating a Vibrant Housing Market

### Housing Provision and Delivery

#### Introduction

- 10.3** Strategic Objective 5 of the Core Strategy aims to create a balanced housing market across the borough. To achieve this, it is important to determine the amount of new housing that will be required to meet the needs of the population over the plan period; as well as when, where and how it will be delivered. It is also necessary to look at how the existing mix, choice and range of housing on offer can be improved to help meet identified needs, including the provision of specialist accommodation (Policy LIV3) and affordable housing (Policy LIV4).
- 10.4** The Pennine Lancashire Housing Strategy (PLHS) (2009) provides a sub-regional perspective on housing policy. It was updated in 2011 to take account of new national policy and changing economic circumstances and sets out the approach to be taken by the Pennine Lancashire authorities to help re-balance the housing market. The Pennine Lancashire Investment Plan (PLIP) (2013) identifies development opportunities, which can support growth and contribute to the delivery of the PLHS.
- 10.5** To help align the approach to housing delivery across Pennine Lancashire, the key objectives of the PLHS are reflected within the housing policies of the Core Strategy and are outlined below:
- **Objective 1:** To ensure a sufficient quantity, quality, and appropriate type of housing supply, to meet the economic growth aspirations and social needs of Pennine Lancashire.
  - **Objective 2:** To develop sustainable neighbourhoods that can retain and attract successful households, reducing the disparities between neighbourhoods and providing linkages to economic growth and employment opportunities; improving the economic performance of the sub-region.
  - **Objective 3:** To meet the housing, health and support needs of residents and vulnerable people; promoting better services, with greater choice and accessibility that are fully integrated into local communities.

#### Context

- 10.6** The Framework (paragraph 159) indicates that local planning authorities should prepare a Strategic Housing Market Assessment (SHMA) and a Strategic Housing Land Availability Assessment (SHLAA) in order to gain a clear understanding of housing needs in their area. It also requires (paragraph 47) local planning authorities to use their evidence base to ensure that the full, objectively assessed housing needs of the area are met. Following the revocation of the North West Regional Spatial Strategy on 20th May 2013, the housing requirement for the borough must now be established in the Local Plan.

#### Housing requirement - Strategic Housing Market Assessment

- 10.7** The Framework states that SHMAs should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:
- meets household and population projections, taking account of migration and demographic change;
  - addresses the need for all types of housing including affordable housing and the needs of different groups in the community; and
  - caters for housing demand and the scale of housing supply necessary to meet this demand.
- 10.8** In accordance with the Duty to Co-operate, a SHMA has been prepared together with Burnley Borough Council to acknowledge that the two boroughs form a joint Housing Market Area (HMA). The SHMA examines the inter-relationships between the HMA and adjacent areas, and clearly indicates that the surrounding districts operate as separate, discrete housing markets.

## Living: Creating a Vibrant Housing Market 10

- 10.9** The SHMA includes an assessment of housing needs for the whole HMA as well as for each borough, and sets out the likely housing requirement for the two boroughs over the 19 year plan period (2011-2030). In 2014, the SHMA was supplemented by a new Housing Needs Study (HNS) Update to take account of the release of the 2012-based Sub-National Population Projections (SNPP).
- 10.10** The SHMA and the HNS Update use the HEaDROOM model<sup>(105)</sup> to test a number of scenarios based on different demographic, economic and policy/supply factors. The model generated a range of possible housing requirement figures based on these scenarios. The findings from the HNS Update, relating to each of these scenarios, are considered below:

### Demographic factors

- 10.11** Ten demographic scenarios were tested to see how much development would be required to meet the projected levels of population change. Nine of the scenarios used the baseline population projections<sup>(106)</sup>, which were then sensitivity tested based on changes to the headship (household formation) rate and levels of migration. The tenth scenario was based on the CLG household projections<sup>(107)</sup>.
- 10.12** The Framework and National Planning Practice Guidance (NPPG) both indicate that the latest population and household projections should be used as the starting point for assessing the future housing needs of the borough.
- 10.13** The ten demographic scenarios provide a set of potential housing requirement figures for the 19 year plan period (2011-2030) ranging from 205 dwellings per annum (dpa) to 312dpa. These scenarios take no account of any policy intervention or economic aspirations.

### Economic factors

- 10.14** The housing market and local economy are intrinsically linked. It is important to have a sufficient supply of homes, within easy access of employment opportunities, in order to help the local economy function efficiently, minimise housing market pressures and help to reduce unsustainable levels of commuting.
- 10.15** Six economic scenarios were tested to identify the potential amount of housing that would be required to achieve the economic aspirations of the borough and accommodate any increase in population arising from future employment growth.
- 10.16** The outcomes of these modelled scenarios provide a set of potential housing requirement figures ranging from 192dpa to 416dpa.

### Policy/Supply factors

- 10.17** The policy/supply factors consider what the implications would be, in terms of the number of people, households and jobs, of delivering a certain amount of new development. Two scenarios were assessed based on past housing delivery rates and the housing target from the former North West Regional Spatial Strategy.
- 10.18** The outcomes of these scenarios provide a set of potential housing requirement figures ranging from 132dpa to 190dpa.

105 HEaDROOM is Nathaniel Lichfield & Partners bespoke framework for identifying locally generated housing requirements based upon an analysis of the housing, economic and demographic factors within an area. The SHMA and HNS Update report provide a full explanation of the assumptions and limitations used in the modelling especially in terms of the household and population projections that are currently available.

106 The ONS 2012 Sub-National Population Projections (SNPP).

107 The CLG 2011-based (interim) Household Projections were the most up-to-date projections available when the HNS Update was prepared in August 2014. The 2012-based Household Projections have subsequently been released. These were considered in an update paper prepared by NLP, which concluded that the new projections were unlikely to have a significant bearing on the chosen housing requirement figure and that the findings of the SHMA and HNS Update remain robust.

## 10 Living: Creating a Vibrant Housing Market

### Defining the Objectively Assessed Need (OAN) range

- 10.19** The scenarios tested by the SHMA and HNS Update provide a set of potential housing requirement figures for the period 2011-2030, which range from 132dpa to 416dpa. However, it is important to note that several of these scenarios are purely hypothetical and cannot be reasonably expected to occur. They provide a useful check to help understand the drivers of growth, be it through natural change (births and deaths), migration or jobs growth, but cannot be used to define the Objectively Assessed Need (OAN) for housing and have been robustly dismissed in the SHMA.
- 10.20** Further detailed analysis in the SHMA and HNS Update provides a narrower range for the OAN. It indicates that the borough's housing requirement figure should be set between 250dpa and 340dpa. This would equate to the provision of 4,750 to 6,460 new homes over the plan period.

### Housing land supply and delivery - Strategic Housing Land Availability Assessment

- 10.21** The Framework (paragraph 159) requires local planning authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet the identified need for housing over the plan period. It also requires (paragraph 47) that a five-year supply of specific deliverable sites is identified and updated annually. In addition, in areas such as Pendle, where there has been persistent under-delivery of new housing, the five-year supply should also include a 20% buffer to ensure choice and competition in the market for land.
- 10.22** It is important to test the likely deliverability of sites included in the SHLAA through an assessment of economic viability. The findings of the Development Viability Study (2013) have been used in the Pendle SHLAA Review (2013) to provide an indication as to whether each site is viable.
- 10.23** The SHLAA provides details of the amount of land available within the borough for potential new housing development. It indicates that over the next 15 years there is land available to provide around 8,000 dwellings on a range of sites. It also shows that the capacity of sites, which are considered to be deliverable within the next five years, (i.e. 2014/15 to 2018/19) equates to 1,911 dwellings.

### Empty homes, regeneration and land type

- 10.24** The Framework (paragraph 51) indicates that local planning authorities should identify and bring back into residential use empty homes and buildings. The SHMA notes that in 2012, an estimated 2,554 dwellings were vacant in Pendle, equivalent to 6.7% of the housing stock. This is noticeably higher than the average for Lancashire (5%). In order for a housing market to function properly there should always be a number of vacant homes to allow for freedom of movement. However, the government suggests that a vacancy level above 3% may indicate that there is a problem with the housing market.
- 10.25** Targeted action by the Council over the last five years has helped to reduce the number of long-term empty properties from over 2,000 to 1,400. The long-term vacancy rate now stands at 3.53% which is below the national average of 3.7%.
- 10.26** To achieve a balanced housing market it is important to promote both housing growth and economic competitiveness, whilst also seeking to address areas where the market has failed. The PLHS introduces the Market Progression Model to support the objectives of securing housing and neighbourhood regeneration alongside housing growth. This model establishes a vision for how the housing market will be transformed over time with an initial period of stabilisation, followed by a period of renewal and finally a period of transformation. The model will be used across Pennine Lancashire to prioritise housing investment. As such, the policy approach in the Core Strategy is closely aligned to the principles set out in the model.

## Living: Creating a Vibrant Housing Market 10

- 10.27** The Housing Market Renewal (HMR) initiative was introduced by the Government in 2002. East Lancashire was identified as one of nine pathfinder areas where intervention was needed to address the issue of weak and fragile housing markets. Work has been carried out in Pendle since 2003 to tackle problems of low demand housing and deprivation in the towns of Brierfield, Nelson and Colne. Although funding for the HMR Programme has now ended, there is still a need to continue the work to renew parts of the housing market in Pendle, albeit through the use of alternative funding sources.
- 10.28** One of the 12 planning principles set out in the Framework (paragraph 17), is to encourage the effective use of land by re-using land that has been previously developed (Brownfield land), provided that it is not of high environmental value. The delivery of new housing will play a key role in re-using previously developed land. However, the Framework is clear that the full housing requirement should be met and therefore if there are insufficient Brownfield sites to meet the requirement or where such sites are not viable (deliverable), Greenfield sites will need to be used.

### Infrastructure

- 10.29** The Framework (paragraph 162) requires local planning authorities to work with infrastructure providers to assess the quality and capacity of local infrastructure provision and its ability to meet forecast demands. It is therefore important to look at whether the existing infrastructure capacity of the area can cope with the identified level (Policy LIV1) and distribution (Policy SDP3) of new housing development and/or that proposed infrastructure improvements will adequately address any identified problems. The Pendle Infrastructure Strategy (2014) indicates that there are no major barriers or constraints to delivering new housing in the borough.

### Strategy

#### Housing requirement

- 10.30** Policy LIV1 sets out the amount of new housing required to meet the borough's Objectively Assessed Needs (OAN) over the plan period (2011-2030).
- 10.31** In determining the housing requirement figure from the OAN range (identified in the SHMA and HNS Update) it is important to ensure that the chosen figure:
- meets the latest population and household projections;
  - makes an allowance for the plan's economic aspirations; and
  - boosts significantly the supply of housing in the borough.
- 10.32** Based on these requirements, it is considered that a minimum of 5,662 dwellings should be delivered in Pendle over the plan period, equivalent to 298dpa.
- 10.33** This level of new housing is based on one of the economic scenarios tested in the SHMA and HNS Update. This scenario takes account of the plan's aspirations to support growth in particular sectors of the local economy and is aligned to the Council's economic growth strategy. The figure of 298dpa sits towards the upper end of the OAN range and lies above the latest population projections (ONS 2012-based SNPP). It also sits above the dwelling requirement which is likely to result from the CLG 2012-based Household Projections and therefore meets the demographic growth needs of the borough. This amount of new housing represents a step change when compared to the previous housing requirement of 190dpa and will significantly boost the supply of new housing in the borough.

## 10 Living: Creating a Vibrant Housing Market

**Table LIV1a Housing Requirement**

Pendle Housing Requirement 2011-2030			
A	Overall housing requirement (2011-2030)	(298 x 19)	5,662
B	Completions (2011/12-2013/14)	(from AMR)	154
C	Reduction of empty homes (net) (2011/12-2013/14)		748
D	Residual requirement	A - (B+C)	4,760
E	Strategic Housing Allocation		500
F	Existing commitments (permissions)	(from AMR)	980
G	Remaining requirement to be met through housing site allocations	D - (E+F)	3,280

**10.34** Table LIV1a sets out the housing requirement for the borough over the plan period. It identifies the position as of 31st March 2014 taking account of completions and the reoccupation of empty homes. This leaves a residual requirement of 4,760 dwellings to be met through; the development of the Strategic Housing site; existing permissions; and the allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies.

**10.35** No specific allowance has been made for the reoccupation of empty homes going forward. However, the Authority's Monitoring Report (AMR) will monitor any future change in empty homes (positive or negative) and this will be reflected in the updated housing requirement position.

**10.36** The Framework indicates that an allowance may be made for windfall sites where there is compelling evidence that they will continue to provide a reliable source of supply. Although windfall sites have provided a source of housing land supply in the past, the comprehensive nature of the site assessment work in the SHLAA has reduced the likelihood that a significant amount of housing will come forward from the development of such sites in the future. Therefore, no allowance has been made for windfalls in the Core Strategy (Table LIV1a).

### Housing delivery

**10.37** The evidence base suggests that the prevailing local economic conditions are severely limiting the number of new houses being built in Pendle. The housing trajectory (Figure LIV1a below) shows that over the last few years the annual completion rate of new dwellings in the borough has been low. The reoccupation of long-term empty homes has helped to meet a significant proportion of the housing need over the period 2011/12-2013/14<sup>(108)</sup>.

**10.38** To ensure that there is sufficient land available for new housing in the next five years the SHLAA has been reviewed. This provided an opportunity to identify additional, viable sites to boost the supply of land for new housing and has allowed a number of Greenfield sites to be brought forward. However, due to the prevailing market conditions, development on these sites has been slow to start and has not yet yielded an increase in the annual delivery rate.

**10.39** Monitoring data shows that in the pre-recession period the borough demonstrated a good track record of housing delivery. However, until the local economic conditions improve it is anticipated that the levels of house-building in the borough will remain suppressed.

108 See DCLG Live Table 615: vacant dwellings by local authority district: England, from 2004. [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/423184/LT\\_615.xls](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/423184/LT_615.xls)



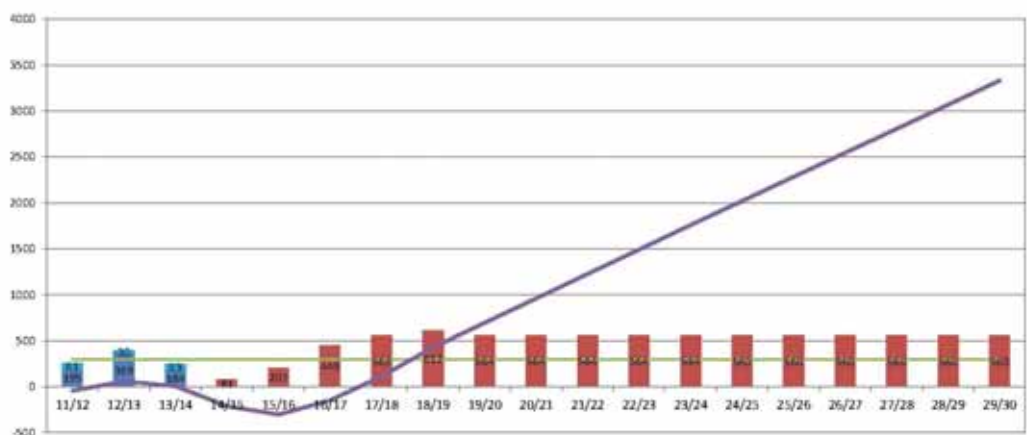
## Living: Creating a Vibrant Housing Market 10

- 10.40** The main mechanism for delivering the housing requirement will be through the allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies. However, due to the low completion rates over the past few years, it has been necessary to identify a strategic housing site within the Core Strategy (Policy LIV2), to provide certainty that a significant proportion of the housing requirement can be brought forward in the short and medium term.
- 10.41** The broad locations and distribution of the housing requirement is set out in Policy SDP3. A range of sites will be allocated to meet the different housing needs of the borough’s population. As part of this process a number of reserve sites may also need to be allocated to allow for flexibility and/or for additional growth where there is a proven need.
- 10.42** During the interim period between the adoption of the Core Strategy and the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies, those sites included as part of the five year supply in the SHLAA will be considered for new housing development. This will help to ensure that the Council can continue to demonstrate a five year supply of housing land.
- 10.43** The Framework (paragraph 173) requires plans to be deliverable, with careful attention being paid to the potential impact they may have on the viability of delivering sites for development. It is acknowledged that the viability of any development proposal may be affected by one or more policy requirements as detailed in the Core Strategy and other Local Plan documents (e.g. contributions for open space, renewable energy etc.). Although each development site will have different characteristics and some negotiations will be necessary, the overall priority for new residential developments will be to contribute to the delivery of affordable housing. This may mean that other requirements, such as open space contributions, cannot feasibly be met.

### Housing land supply

- 10.44** The Framework (paragraph 47) requires local planning authorities to illustrate the expected rate of housing delivery through a housing trajectory. Information from the SHLAA has been used to show the projected number of dwellings which could be completed on the stock of deliverable and developable sites over the plan period. The housing trajectory for 2014/15 is shown in Figure LIV1a and explained below. Appendix B sets out the Housing Implementation Strategy for the Plan Period.

**Figure LIV1a Housing Trajectory**



	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30
Annual Requirement	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298
Empty Homes reoccupied	195	369	184																
New completions (net)	61	30	63																
Potential Supply/Completions - SHLAA				81	207	449	562	612	564	564	564	564	564	560	560	560	560	560	560
Cumulative over/under supply	-42	59	8	-209	-300	-149	115	429	695	961	1227	1493	1759	2021	2283	2545	2807	3069	3331

Start of housing needs calculation:  
Pre-adoption.

Years 1-5

Years 6-15

## 10 Living: Creating a Vibrant Housing Market

- 10.45** The red columns in the trajectory show the potential amount of housing which could be delivered on sites included in the SHLAA (including sites with and without planning permission). The green line shows the annual housing requirement. The purple line shows the cumulative under/over supply and indicates that if the full stock of sites in the SHLAA were developed there would be a significant oversupply of housing against the requirement by the end of the plan period. This highlights that there is more than sufficient land available to deliver the overall housing requirement in the borough and no need to seek delivery in adjacent boroughs.
- 10.46** The Pendle Local Plan Part 2: Site Allocations and Development Policies will be used to allocate those sites considered to be the most sustainable, which meet the identified needs of the population and can help to deliver the full housing requirement.
- 10.47** The trajectory also illustrates that in recent years the number of actual completions (light blue columns) has been low. However, the reoccupation of long-term vacant dwellings (dark blue columns) has helped to meet some of the borough's housing needs during this period. The predicted level of completions going forward remains relatively low until 2016/17, reflecting the current viability of sites in Pendle (and the timing of delivery), rather than the availability of land. However, the trajectory shows the potential for an increased provision rate from 2016/17 onwards, which will help to make up the shortfall. The Council is working with landowners and developers to identify sites which could be developed out at an earlier stage.<sup>(109)</sup>
- 10.48** The AMR will be used to update the SHLAA and housing trajectory in order to monitor and manage the delivery of housing land, helping to ensure a five year supply is maintained throughout the plan period. The five year housing land supply is calculated using the Sedgefield method, with any under delivery being addressed within the five year period.

### Empty homes, regeneration and land type

- 10.49** The provision of new housing is not the only way to ensure that people in Pendle have somewhere decent to live. Bringing empty homes back into use will also be an important factor in meeting the housing needs of the borough. The Pendle Empty Homes Plan (2012) and associated action plan identify those measures that the Council will use to bring long-term empty homes back into use. Linked to these actions, Policy LIV4 of the Core Strategy looks at the potential for empty homes to be acquired and refurbished to provide affordable housing. The reuse of empty homes should be considered as part of the overall housing provision strategy as they provide a sustainable alternative to the development of new dwellings on Greenfield sites.
- 10.50** A number of key regeneration projects in parts of Brierfield, Nelson and Colne will be developed over the plan period to help restructure and revitalise the housing market. An Area Action Plan (AAP) and Supplementary Planning Documents (SPDs) have already been produced to guide the redevelopment of those areas most in need of regeneration. It is important that any new-build housing does not have a negative impact on the success of the proposals in these plans. It will be necessary to assess such proposals to ensure that they are providing the type, size and tenure of the homes that are required in the area. Applicants should look at the requirements in Policy LIV5 and clearly justify the housing choices in their scheme.
- 10.51** The delivery of new housing will require the use of both Brownfield and Greenfield land. Policy SDP2 outlines the Council's approach to site selection and the use of land. In order to aid regeneration, particularly within inner urban areas, the redevelopment of Brownfield sites will be encouraged. However, it is acknowledged that the financial viability of developing such sites can be challenging and to ensure that the delivery targets are achieved in the early periods of the plan some Greenfield development will be required.

<sup>109</sup> The Council undertake an annual survey of landowners/developers of sites identified in the five year supply to ensure progress with site delivery. Reviewing the SHLAA also provides an opportunity to reassess sites identified in later periods as to their potential to be brought forward earlier.

## Living: Creating a Vibrant Housing Market 10

- 10.52** Furthermore, analysis of sites contained in the SHLAA show that there are not sufficient Brownfield sites to enable the delivery of the full housing requirement. It will therefore be necessary to allow the release of some Greenfield sites in order to meet the housing needs of the borough during the plan period.

### Infrastructure

- 10.53** Although no specific infrastructure capacity issues have been highlighted, it is recommended that developers work with the utility companies and other infrastructure providers to ensure the relevant infrastructure requirements arising from their proposed development can be met (Policy SDP6).

## Policy LIV 1

### Housing Provision and Delivery

Over the 19 year period from 2011 to 2030 provision will be made to deliver a minimum of 5,662 (net) dwellings, equating to an average of 298 dwellings per annum. Where evidence of further need or demand is identified additional dwellings will be provided.

The housing requirement should be delivered in accordance with the distribution set out in Policy SDP3.

To ensure significant and early delivery of the housing requirement a Strategic Site has been allocated in the Core Strategy (Policy LIV2). The Pendle Local Plan Part 2: Site Allocations and Development Policies will be used to allocate:

- i. specific sites to meet the remainder of the housing requirement (Table LIV1a) and;
- ii. potential reserve sites to provide increased flexibility.

To further encourage significant and early delivery of the housing requirement, proposals for new housing development will also be supported where they accord with other policies of the Core Strategy and are on:

- Non-allocated sites within a Settlement Boundary where they are sustainable and make a positive contribution to the five year supply of housing land;

And until such time that the Council adopts the Pendle Local Plan Part 2: Site Allocations and Development Policies

- Sustainable sites outside but close to a Settlement Boundary, which make a positive contribution to the five year supply of housing land, including those identified in the Strategic Housing Land Availability Assessment (SHLAA).

The delivery of new housing will be monitored in the Authority's Monitoring Report (AMR). The Housing Trajectory will be updated along with the SHLAA to help maintain a five year supply of housing land. Where monitoring shows a significant deviation away from the housing trajectory or where evidence shows that there has been a significant change to the housing requirement, an early review of the plan will be considered.

Proposals should use land in a sustainable way by following the site selection approach outlined in Policy SDP2.

Proposals should respond to the requirements set out in Policy LIV5 relating to the types and sizes of dwellings in order to meet the demands and aspirations of the people in the borough.

## 10 Living: Creating a Vibrant Housing Market

Support will be given to bringing empty properties back into use in addition to the provision of new housing. In-line with Policy LIV4, and where appropriate, empty properties could be brought back into use as part of the affordable housing supply.

Proposals within or adjacent to a Housing Regeneration Priority Area<sup>(110)</sup>, must demonstrate that they will not jeopardise the success of any Council project that is planned or underway in that area, and should ideally show how they will complement the regeneration work being undertaken. This could be done by explaining how the proposal meets the needs of the local community in terms of the sizes, types and tenures of the housing to be provided.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 5	
<b>SCS Priority Goals</b>	3	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver a minimum of 5,662 new dwellings by 2030</li> <li>Deliver housing in accordance with the housing trajectory.</li> <li>Maintain the proportion of long-term empty homes below the national targets.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>Less than 1,500 dwellings have been delivered by 2020.</li> <li>Less than 2,800 dwellings have been delivered by 2025.</li> <li>The long term vacancy rate is higher than the national average in 2020 and 2025.</li> </ul>	
<b>Indicators</b>	HS01	Number of new homes completed (including trends over time) by: -Location.
	HS02	Future predicted housing completions (based on the SHLAA update) and revised delivery target.
	HS03	Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent by: -Location.
	HS04	Number of new dwellings completed on PDL (including trends over time).
	HS07	Total number of, and change in number of, empty homes (Long-term vacancies (over 6 months) and overall number of vacancies) by area: -Borough-wide, -Spatial Area, -Settlements, -Bradley AAP area, -Railway Street area, -Canal Corridor area.
<b>Delivery Agencies</b>	Pendle Borough Council, private developers (e.g. house builders), Pendle Enterprise and Regeneration Limited (PEARL2), Lancashire County Council, registered social landlords (e.g. Housing Pendle), Housing Associations, Homes and Communities Agency.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>Investment by delivery agencies.</li> </ul>	

110 Housing Regeneration Priority Areas are broadly defined on the Key Diagram. The five key areas which have been identified are: i) Brierfield Canal Corridor, ii) Railway Street area, Brierfield, iii) Whitefield, Nelson, iv) Bradley, Nelson, and v) South Valley, Colne. More details of the regeneration work that is planned for these areas, and their precise boundaries, can be found in the associated Masterplans, Supplementary Planning Documents (SPDs) or Area Action Plans (AAPs). Other regeneration priority areas may be identified in the future (e.g. in the Pendle Local Plan Part 2: Site Allocations and Development Policies) and this policy will also apply to those areas.

## Living: Creating a Vibrant Housing Market 10

<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>● Significant problems in meeting the housing requirement due to: <ul style="list-style-type: none"> <li>● the continuing effects of the recession. (M)</li> <li>● the availability of finance for developers. (M/H)</li> </ul> </li> <li>● Identification of sufficient, viable sites to meet the five year requirement. (M)</li> <li>● Availability of finance for buyers reduces the demand for new housing leading to developers reducing delivery rates. (M/H)</li> <li>● Failure to deliver the strategic housing site. (L/M)</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>● Work with developers / partners to help remove barriers to development (e.g. renegotiating contributions, helping to identify funding opportunities).</li> <li>● Review the SHLAA to help identify additional sites.</li> <li>● Flexible policy approach allows for additional sites to be allocated in the Pendle Local Plan Part 2: Site Allocations and Development Policies.</li> <li>● Consider an early review of the plan.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● National Planning Policy Framework</li> <li>● National Planning Practice Guidance</li> <li>● Pennine Lancashire Housing Strategy</li> <li>● Burnley and Pendle Strategic Housing Market Assessment</li> <li>● Pendle Housing Needs Study 2012-based SNPP Update</li> <li>● Pendle Development Viability Study</li> <li>● Pendle Strategic Housing Land Availability Assessment</li> <li>● Pendle Infrastructure Strategy</li> </ul>



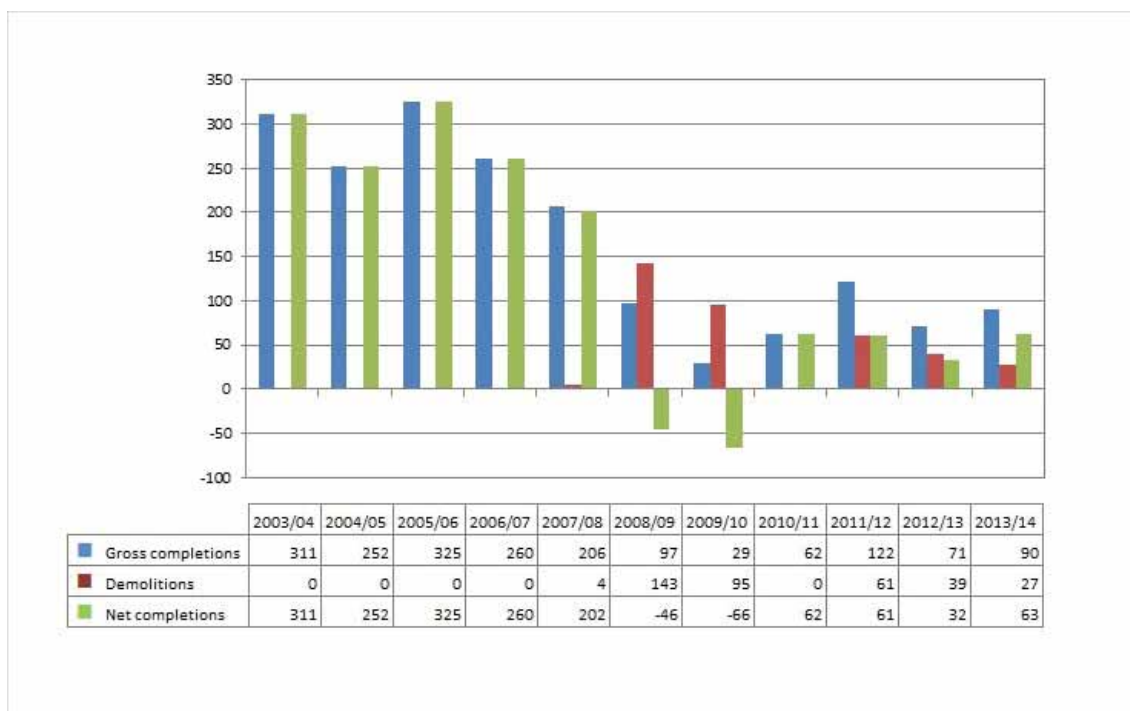
## 10 Living: Creating a Vibrant Housing Market

### Strategic Housing Site

#### Introduction

- 10.54** The delivery of housing has fluctuated in Pendle over the last decade. During the period before the onset of the recession in 2007/08, completions were running at a consistent figure above 250 gross units per annum. A large proportion of this development was achieved on previously developed land.
- 10.55** Delivery since 2008 has been lower than the annual requirement<sup>(111)</sup> of 190 dwellings per annum in terms of both gross and net completions. Figure LIV2a shows past delivery rates before, during and after the economic recession.

**Figure LIV2a Past Housing Completions**



- 10.56** The number of houses required over the plan period and its distribution are dealt with under Policies LIV1 and SDP3 respectively. The number of units required to meet the objectively assessed needs of the borough has increased from 190 units per annum as set out in the now revoked Regional Spatial Strategy for the North West to 298 units per annum as identified in the SHMA and HNS Update report.
- 10.57** Policy LIV4 considers the requirements over the plan period to deliver affordable housing. There is a need for 40% of the total housing for the borough to be affordable housing.
- 10.58** In many of the inner urban areas of the borough land values are currently low. Developing sites that are viable in the quantities that are needed to deliver the housing requirement is a fundamental issue to the delivery of the plan.

111 the annual requirement was previously set in the Regional Spatial Strategy for the North West.

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### Context

- 10.59** The Government has set out a clear strategy that seeks to deliver growth in employment and housing that meets the identified needs of each area. The Framework translates this strategy into national planning policy on which local plans should be based. One of the 12 planning principles set out in the Framework (paragraph 17) is to proactively drive and support the delivery of homes by identifying and then meeting the housing needs of an area.
- 10.60** In drawing up Local Plans the Framework (paragraphs 21 and 47) encourages strategic sites to be identified that will help to meet the anticipated needs over the plan period. Section 6 of the Framework requires local planning authorities to boost significantly the supply of housing. It encourages sites which are key to the delivery of the housing strategy over the plan period to be identified at an early stage.
- 10.61** The housing trajectory in Policy LIV1 shows that delivery rates over the initial period of the plan need to be increased both to meet the identified housing need over the plan period but also to catch up with the recent under delivery of housing due to the recession.
- 10.62** The spatial issues identified in earlier sections of the Core Strategy include the need to diversify the housing stock and provide affordable housing. The Council's aspirations to deliver growth in employment needs to be accompanied by the provision good quality homes. The evidence shows that growth is needed in the M65 Corridor and so the Spatial Strategy directs the majority of growth to this area.

### Strategy

- 10.63** In order to increase delivery of housing, reduce the deficit and meet the housing requirements of the borough in a timely manner, the evidence points to the need to identify and allocate a Strategic Housing site. The SHLAA shows that the portfolio of sites is only sufficient to deliver a five-year supply of housing land against the proposed housing requirement figure set out in Policy LIV1 with the inclusion of the strategic site.
- 10.64** The strategic site needs to be of a sufficient magnitude to make a real difference to the housing land supply position and on the ground delivery. In particular it must be able to deliver new housing at a rate which will make a significant impact to meeting the annual requirement.

### Strategic Site Selection

- 10.65** Through the SHLAA review process a number of additional sites, that were not previously considered, have been assessed to determine their suitability, availability and achievability. The findings of the SHLAA show that there is only one site of a size which could be put forward as a potential strategic site allocation. This is the site at Trough Laithe Farm, Barrowford.
- 10.66** This site was previously protected to meet future long-term development requirements under Policy 3A of the Replacement Pendle Local Plan 2001-2016. This site is approximately 12ha and can provide an estimated 500 dwellings over the plan period. It will play a major role in bringing forward a significant proportion of the overall amount of housing that is needed in the borough.
- 10.67** The landowner has produced evidence to show that the site could be delivered at an estimated rate of 50 dwellings per annum. This equates to 17% of the borough's annual housing requirement. The site is in single ownership and the landowner has provided details showing that the site is viable and deliverable. This evidence includes information relating to the provision of affordable housing and suggests there is scope to provide up to 20% of the housing on site at an affordable tenure.

## 10 Living: Creating a Vibrant Housing Market

- 10.68** The landowner has also carried out work to assess any potential constraints to site delivery and the infrastructure requirements of the proposed development, including improvements that will need to be made to the highways network. At the application stage, early engagement with infrastructure providers will be necessary in order to address any infrastructure provision or capacity issues (e.g. the wastewater network) which are likely to result from the development of the site.

### Policy LIV 2

#### Strategic Housing Site: Trough Laithe

The development of the strategic housing site at Barrowford will be supported subject to the following criteria being met:

- the site is adequately connected to the road and motorway network and is accessible by public transport, walking and cycling;
- early engagement between the applicant and infrastructure providers is carried out to address any capacity issues and ensure the relevant physical and social infrastructure (e.g. utilities, open space, education etc) is provided (Policy SDP6);
- a high quality landscaping scheme is developed, incorporating and enhancing natural and environmental features, as appropriate, but particularly where they relate to wider landscape character or ecological considerations;
- the development addresses any potential environmental impacts (Policy ENV1);
- the development will provide up to 20% affordable housing on-site unless an up-to-date viability assessment indicates that this cannot be delivered;
- the development delivers high quality housing of the types, sizes and densities needed (Policies ENV2 and LIV5).

#### Monitoring and Delivery

<b>Strategic Objectives</b>	5	
<b>SCS Priority Goals</b>	3	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Completion of 50 dwellings per annum.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• 60% or less of the annual delivery rate of 50dpa.</li> </ul>	
<b>Indicators</b>	HS01	Number of new homes completed (including trends over time) by: -Location.
	HS02	Future predicted housing completions (based on the SHLAA update) and revised delivery target.
	HS03	Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent by: -Location.
<b>Delivery Agencies</b>	Peel Land & Property	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Allocation of the site in the Core Strategy.</li> <li>• Determination of planning applications through the Development Management process.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Deterioration of the housing market / change in economic circumstances reduces demand for new housing and results in lower delivery rate. (L/M)</li> <li>• Unexpected on-site constraints delays delivery and/or reduces capacity. (L)</li> </ul>	

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<b>Contingencies</b>	<ul style="list-style-type: none"><li>• Flexible policy approach allows for additional sites to be allocated in the Pendle Local Plan Part 2: Site Allocations and Development Policies.</li><li>• Consider an early review of the plan.</li></ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"><li>• National Planning Policy Framework</li><li>• National Planning Practice Guidance</li><li>• Burnley and Pendle Strategic Housing Market Assessment</li><li>• Pendle Development Viability Study</li><li>• Pendle Strategic Housing Land Availability Assessment</li><li>• Pendle Infrastructure Strategy</li></ul>

## 10 Living: Creating a Vibrant Housing Market

### Housing Needs

#### Introduction

**10.69** A key element in the delivery of new housing, is ensuring that the needs of the local population are addressed. Objective 3 of the Pennine Lancashire Housing Strategy (PLHS) (2009) aims to meet the housing, health and support needs of residents and vulnerable people; promoting better services with greater choice and accessibility that are fully integrated into local communities. The objectives under the housing priority goal in the Sustainable Community Strategy look more specifically at addressing homelessness, reducing the number of empty properties, and increasing supported and accessible housing. Policy LIV3 will help to deliver the objectives of both these strategies.

#### Context

**10.70** The Framework (paragraph 50) indicates that local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families, people wishing to build their own home).

**10.71** Housing need is defined as the number of households who lack their own housing, or who live in unsuitable housing, and cannot afford to meet their housing needs in the market.

**10.72** The Burnley and Pendle Strategic Housing Market Assessment (SHMA) (2013) and the Burnley and Pendle Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) (2012) provide evidence of the different and varying levels of need to be found across Pendle. Different household groups have different needs and demands from their housing and therefore influence the housing market in different ways. The housing needs of the following groups of people are covered in this policy:

- Families (with children)
- Older people
- Young people
- Household with specific (support) needs (e.g. people with a limiting long-term illness, people with a disability)
- Minority and hard to reach households
- Rural communities (people living in Rural Pendle)
- Gypsy, Traveller and Travelling Showpeople communities

#### Families (with children)

**10.73** The SHMA indicates that in Pendle the number of households with children is likely to increase by around 1,241 by 2030. However, the actual proportion of households with children will fall to 28.1%. This still accounts for a relatively high proportion of the total households in the borough and appropriate housing will need to be provided to accommodate these households.

**10.74** The SHMA also indicates that 11.91% of households with children in the housing market area (i.e. within Burnley and Pendle) are currently living in unsuitable accommodation. The majority of these households are currently living in overcrowded accommodation and require larger houses. The prominence of small terraced properties in the housing stock means that there is a limited choice of larger family dwellings in the market.



## Living: Creating a Vibrant Housing Market 10

### Older people

- 10.75** The number of elderly households is set to rise significantly over the plan period with an additional 3,941 households headed by a person aged 65 or over by 2030. The SHMA indicates that this will have a number of housing implications, including an increased demand for both specialist accommodation for older people and for services, and home adaptations to enable older people to remain 'at home' living independently.
- 10.76** Furthermore the number of very elderly people (i.e. over 85) is also set to increase and it is important to consider the implications of this in terms of the higher levels of care intervention and specialised housing that may be required.
- 10.77** The SHMA demonstrates that elderly households are less likely to be living in unsuitable accommodation. However, there were some instances where elderly households raised issues relating to the suitability of their accommodation. The main issues were varied and include accommodation being either too large or too small for their needs or were not suitable for people with a disability.
- 10.78** The SHMA indicates that there is an increasing demand for affordable small homes and bungalows for older people, and also some requirement for sheltered and more specialised housing. It also shows that at present although the quantity of accommodation tailored for the elderly may appear sufficient, the quality of the stock is very poor and there remains a clear need to replace a substantial proportion of both social and private rented dwellings.
- 10.79** The provision of more suitable accommodation for older people could allow them to 'downsize' and in turn release larger homes for families. The government has indicated that every opportunity should be taken to give older people more choice and control over where they live, so they are not pressured to sell their home or move into residential care. Older People's Housing: Choice, Quality of Life and Under-Occupation a study by the Joseph Rowntree Foundation, identifies that downsizing is a more complex issue than older people just moving house. There may be reasons, both psychological and social, for older people wanting to remain in their current accommodation and there may also be a lack of choice in the housing market to meet their current and future needs. A pragmatic approach must be taken to allow older people to choose where they want to live. This may mean adapting their current accommodation or providing a better choice and range of accommodation to meet their needs.

### Young people

- 10.80** The number of households currently headed by young people (aged 24 or under) is relatively high in Pendle and is set to increase slightly over the plan period. The SHMA indicates that the ability for young people to access housing is restricted by a number of factors including: ineligibility for social housing, lower household income and unaffordability of owner occupation (often due to the inability to access mortgage finance or the need for a significant deposit). As a result many younger people remain living with their parents for longer periods of time.
- 10.81** The SHMA indicates that there is a lack of understanding of how intermediate (shared ownership) products work and this limits the choices young people have with regards to moving onto the housing ladder. The SHMA also shows that the provision of smaller houses (which could also be suitable for small families) will be necessary, especially in urban areas where young people want to live and commute from.

### Households with specific (support) needs

- 10.82** The SHMA provides information relating to the proportion of households which may require purpose built or adapted housing to cater for a specific need. This may be due to a limiting long-term illness or disability.

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- 10.83** The SHMA identifies that Pendle has levels of limiting long-term illness which are above both the regional and national averages. 20.9% of residents reported that their day-to-day activities were limited either a little or a lot and 7% reported that they were in bad or very bad health. The SHMA notes that the elderly population are more likely to suffer from limiting long-term illness and disability and the projected increase in the elderly population in the future will lead to higher levels. This in turn will require the provision of appropriate housing products to cater for these needs.
- 10.84** With regard to the suitability of accommodation for people with a limiting long-term illness or disability, the main issues raised related to the accommodation being too small or having insufficient bathrooms. The level of adaptations to current properties accommodating a person with specific needs is low. However, the housing needs survey identified that there is a requirement for a number of adaptations to make existing properties more suitable. There is also a shortage of homes which can cater for specific needs such as blind people, people with a physical disability, the mentally impaired and the physically injured.

### Minority and hard to reach households

- 10.85** Black and Ethnic Minority (BME) households often have particular requirements relating to their housing needs which may stem from their different family structures and social norms. The SHMA indicates that 17.1% of Pendle's population are from a Pakistani ethnic background. The housing needs of this proportion of the population are lower than expected and this may be because they have very specific housing requirements which they seek to meet in the private sector.
- 10.86** The SHMA also indicates that there is an above average representation of other (non-British) white ethnicities in housing need in Pendle. This population is likely to be made up of white European households who have moved to Pendle to access employment opportunities.
- 10.87** The main housing need issue arising from households containing one or more non-British adults is that of overcrowding (i.e. their current accommodation is too small).

### Self-build housing

- 10.88** The government is looking to enable more people to build their own home. The NPPG suggests that surveys should be undertaken to establish the level of demand for such housing. The Council has been selected to be a Right to Build vanguard and has carried out some preliminary survey work. This work indicates that there is currently little interest in self-build in the borough.

### Rural communities (people living in Rural Pendle)

- 10.89** Rural housing is a key issue in Pendle. The SHMA indicates that there is a strong demand for housing in rural areas and there is an overall shortage of social rented stock in these areas. It also suggests that a range of sizes and types of socially rented dwellings are required including: family accommodation, single person accommodation and smaller dwellings for the elderly. The Framework indicates that housing should be located where it will enhance or maintain the vitality of rural communities. This could be achieved through development in one village helping to support the continuation of services in another village nearby. The Framework also recognises that there may be occasions where specialist rural housing is required. This could be for agricultural or forestry workers where the provision of accommodation at or near to the location of employment is essential to the function of the business.

### Gypsy, Traveller, Travelling Showpeople communities

- 10.90** The national planning policy for traveller sites requires local authorities to make their own assessment of need for traveller sites and develop fair and effective strategies to meet need through the identification of sites. The Burnley and Pendle Gypsy and Traveller Accommodation Assessment was carried out in 2012 and updates a previous study which was carried out for the whole of Lancashire in 2007. It indicates that the need for accommodation for the Gypsy and Traveller

## Living: Creating a Vibrant Housing Market 10

communities in Pendle has decreased since the last assessment and there is no specific, identified local need for the provision of sites. In addition to this, trend data from Development Management records indicates that there have been no applications for sites or pitches in Pendle over the last 10 years. Furthermore there has been no formal enforcement action taken against illegal sites. Together this evidence indicates that there is little demand for sites for the Gypsy and Traveller community in Pendle.

### Strategy

**10.91** Policy LIV3 aims to support the provision of new residential accommodation to help meet the specific housing needs of Pendle's population.

### Families (with children)

**10.92** Housing for families should ideally include the provision of larger dwellings to provide choice in the housing market. In addition the encouragement of older people households to downsize will help to release some of the existing family housing stock into the market.

### Older people

**10.93** Housing for older people will need to be provided in several forms. Existing homes will need to be adapted along with the provision of additional support services to enable residents to remain living at home.

**10.94** In addition, where adaptation is not possible or where independent living is not appropriate, new sheltered housing will need to be provided. In particular there is a need to provide new bungalows, more specialist housing (for example retirement style housing schemes) and Extra Care facilities.

**10.95** The provision of good quality alternative accommodation may help to incentivise older people households to down-size thereby releasing larger homes for reuse.

### Young people

**10.96** Provision of smaller dwellings in the urban areas will help to address some of the housing needs of young people and young families. The government has introduced a number of schemes to help tackle the issues faced by young people attempting to access housing. It will be particularly important to highlight the tenure choices available to young people to help them access the most appropriate type of accommodation to meet their needs.

### Households with specific (support) needs

**10.97** There will be a requirement to provide specialist accommodation that is designed to meet the needs of people with different conditions. As well as the provision of additional residential accommodation some of the need will be met through the adaptation of existing dwellings.

**10.98** Consideration should be given to the balance between providing supported accommodation (i.e. specialist or designated housing with support permanently attached to it) and accommodation with floating support (e.g. warden based accommodation).

### Minority and hard to reach households

**10.99** Addressing the housing needs of BME communities is closely linked to the provision of new family housing. In particular a range of sizes of family housing should be provided with the provision of additional sitting rooms and other alterations necessary to accommodate religious requirements where necessary. This is likely to require the provision of larger than normal properties.

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### Self-build housing

**10.100** The Council will continue to work with people wishing to build their own home to find suitable sites / plots within the borough as part of the vanguard work. As little need or demand for this type of housing has been identified, applications will be considered against the relevant policies in the Local Plan.

### Rural communities (people living in Rural Pendle)

**10.101** In the rural areas new housing should address the needs of the local population in line with the housing distribution set out in Policy SDP3. This housing provision should include a range of sizes, types and tenures particularly aimed at meeting the needs of rural households with below average incomes. New dwellings located in the open countryside will be limited to special circumstances and may include the provision of accommodation for agricultural or forestry workers where it is essential for them to live at or near to their place of employment. The potential for rural exception sites to provide affordable housing is covered in Policy LIV4.

### Gypsy, Traveller, Travelling Showpeople communities

**10.102** The evidence base suggests that there is no specific need for sites for the Gypsy and Traveller community in Pendle. However, if a need arises in the future Policy LIV3 sets out the criteria which should be followed when determining the suitability of a site for use by the Gypsy and Traveller or Travelling Showpeople communities. This may include provision for both permanent and transit pitches.

## Policy LIV 3

### Housing Needs

In order to meet the housing needs of different groups in the community, the Council will encourage and support the provision of a range of residential accommodation. Table LIV3a provides guidance on the particular housing products required by each group and the priority given to that need.

Where applicable, applicants should demonstrate how their development will help to address these identified needs. They should have particular regard to Policies LIV4 and LIV5, and pay attention to the size, type and tenure of housing to be provided, ensuring that it meets the identified need.

**Table LIV3a Housing needs of different groups in the community**

Group	Housing need	Priority <sup>(112)</sup>
Families with children	Provision of larger homes.	High
Minority households		
Young people	Provision of smaller homes of suitable tenures in accessible locations.	Medium
Older people	Provision of smaller homes, bungalows, adaptable homes and supported accommodation.	Medium - likely to grow over the plan period as the population ages.

<sup>112</sup> The priority is based on the estimated proportion of each household type / specific group that are living in unsuitable accommodation compared to the average as detailed in the Burnley and Pendle SHMA.

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Group	Housing need	Priority <sup>(112)</sup>
Households with specific needs (e.g. People with a limiting long-term illness, a disability)	Provision of adaptable homes, accommodation with permanent or floating support (e.g. warden based accommodation).	Medium
Rural households	Provision of homes of suitable tenures (particularly social rented or equivalent) to allow existing populations to remain in these areas.	Low
Agricultural or forestry workers	Provision of accommodation (usually in the open countryside) where it is essential for workers to live permanently at or near to their place of work.	Case-by-case basis
Gypsy and Traveller communities (including Travelling Showpeople)	Provision of sites	Low- currently no identified need for new sites or pitches in Pendle.

Consideration will be given to applications for residential accommodation which meet other needs where evidence can be provided that such a need exists.

### Gypsy and Traveller Communities

Where a need arises during the plan period, sites will be provided to meet the accommodation requirements of the Gypsy and Traveller community. Plots may also be provided for Travelling Showpeople. The site selection process should follow the criteria set out below.

Proposals for the development of Gypsy and Traveller or Travelling Showpeople sites, pitches or plots should:

- Avoid those areas where poor environmental conditions exist (e.g. pollution (Policy ENV5) and flood risk (Policy ENV7)).
- Be located in places which have access to employment, facilities and services including shops, schools, and health care provision.
- Be located and designed to respect the amenity of the existing settled community.
- Ensure that any potential impacts on the environment can be avoided or adequately mitigated and have regard to the requirements relating to protecting the natural and historic environment as set out in Policy ENV1.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 5
<b>SCS Priority Goals</b>	1, 3, 5, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Meet the housing needs of the people in Pendle.</li> </ul>
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• New development does not provide the types, sizes and tenures of new housing to meet the needs of the population (Policy LIV5).</li> </ul>

112 The priority is based on the estimated proportion of each household type / specific group that are living in unsuitable accommodation compared to the average as detailed in the Burnley and Pendle SHMA.



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<b>Indicators</b>	HS11	Types, sizes and tenures by location of: -completed dwellings, -dwellings with an extant planning consent.
	HS12	Number of new pitches for the Gypsy and Traveller community and the Travelling Showpeople community: -completed, -with an extant planning consent.
	HS13	Number of new dwellings completed that address a specific housing need by: - Location
<b>Delivery Agencies</b>	Pendle Borough Council, private developers, Pendle Enterprise and Regeneration Limited (PEARL2), Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• The strategies and funding of delivery agencies.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Planning policy for traveller sites</li> <li>• Good Practice Guide on Designing Gypsy and Traveller Sites</li> <li>• The Need for Supported Housing Services in the North West 2008-2020</li> <li>• Pennine Lancashire Housing Strategy</li> <li>• Burnley and Pendle Strategic Housing Market Assessment</li> <li>• Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment (GTAA) (2007)</li> <li>• Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle (2012)</li> <li>• Pendle Infrastructure Strategy</li> </ul>	

## Living: Creating a Vibrant Housing Market 10

### Affordable Housing

#### Introduction

- 10.103** The Sustainable Community Strategy aims to create a vibrant housing market offering a mix of high quality and affordable housing for all. This aim is reflected in the Core Strategy which looks to increase the amount of affordable housing in the borough.
- 10.104** The incomes of people in the inner urban areas of the borough are generally low and whilst house prices in these areas are also low, and affordability is not as stark as in other areas of the country, the low house prices reflect the poor quality of the stock. As such the ability to afford a home of a decent standard is still an important issue.
- 10.105** In the rural areas house prices are considerably higher, but the income levels of many rural residents are not sufficient to allow them to get on to, or move up, the housing ladder where they live. This is particularly true for young people and young families, although it can also be an issue for older people. This could eventually lead to the disintegration of village communities as local people are forced to move away to find housing they can afford.
- 10.106** Providing the levels of new affordable housing that are required will only be possible if we work in partnership with registered providers and developers. Policy LIV4 aims to increase the provision of affordable housing by requiring a proportion of the housing on new residential developments to be of an affordable tenure.

#### Context

- 10.107** The Framework (paragraph 159) requires local planning authorities to prepare a Strategic Housing Market Assessment (SHMA) to assess the full housing needs of the area. The SHMA should identify the scale and mix of housing and the range of tenures that are likely to be required. The Framework (paragraph 50) also indicates that where an affordable housing need is identified, policies should be set to meet this need on-site, unless off-site provision or a financial contribution can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities.

#### Needs, targets and viability

- 10.108** The Burnley and Pendle SHMA provides an assessment of housing need to help to determine the proportion of new housing that should be of an affordable tenure. The SHMA indicates that the net annual affordable need in Pendle is 236 dwellings. In order to meet this level of need, between 74% and 84% of the total annual housing requirement would have to comprise of affordable housing. The SHMA indicates that this is a particularly high affordable housing need. It suggests that a figure of 40% would be more appropriate and that this would allow a significant proportion of the housing needs to be met.
- 10.109** However, the Framework (paragraph 173) clearly indicates that careful attention should be paid to viability and costs in plan-making. It states that to ensure viability, the costs of any requirements likely to be applied to development such as requirements for affordable housing should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and developer to enable the development to be delivered. It also indicates (paragraph 50) that affordable housing policies should be sufficiently flexible to take account of market conditions over time.
- 10.110** The deliverability of affordable housing in Pendle is dependent on the economic viability of development sites. A Development Viability Study (DVS) was prepared to test the viability of a number of model sites of different sizes in different locations across the borough.

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**10.111** The DVS indicates that the current economic conditions in Pendle are such that only certain types of site in certain areas are viable to develop and therefore the opportunity to deliver the required levels of affordable housing will be limited. In particular the DVS shows that the viability of sites in the M65 Corridor is particularly poor, especially in the inner urban areas of Nelson, Brierfield and parts of Colne. However, in the northern part of the corridor (i.e. Barrowford, and North and East Colne) the viability of sites improves. The viability of most sites in the Rural Areas and West Craven Towns perform much better than elsewhere in the borough and there is potential to deliver a reasonable proportion of affordable housing as part of new housing developments in these areas.

### Tenure, types and size

**10.112** The Framework (Annex 2) defines the different types of housing tenures that are classed as affordable housing they are: social rented housing, affordable rented housing and intermediate housing.

**10.113** The SHMA carried out an assessment to establish a suggested split between the different tenures. This assessment examined the interaction between housing costs and household income. The recommended split reflects the ability of households requiring affordable housing to afford the different tenures as identified by the affordability calculation. (i.e. which tenure of affordable housing can they afford given their income).

**10.114** The SHMA indicates that policy choices regarding the recommended tenure split need to take account of the deliverability of different tenure products. It highlights that Registered Providers are generally able to pay more for intermediate housing because they receive part of the purchase price and market rent from the future occupier. This in turn means that housebuilders receive a premium for this type of tenure which assists with the viability of the development as a whole.

**10.115** The SHMA provides recommendations for the types and sizes of new dwellings to be provided over the plan period in order to rebalance the housing stock. These recommendations do not differentiate between market and affordable housing requirements. However, in terms of size of properties the SHMA notes that the evidence base suggests that there is a need to encourage the provision of smaller properties particularly in the social rented sector.

### Rural needs

**10.116** The Framework (paragraph 54) indicates that in rural areas local planning authorities should plan housing development to reflect local needs, particularly for affordable housing. It identifies that to meet these needs rural exception sites could be used.

**10.117** The National Housing Federation (NHF) in its study Affordable Housing Keeps Villages Alive (2010), looks into the housing problems faced by people in rural areas. It indicates that the average rural house can cost 6.8 times the average rural income. This can lead to a situation where only those on higher incomes can afford local housing. The NHF research concludes that the provision of just a small amount of rural affordable housing can make a big difference to a rural area, helping to sustain village communities.

**10.118** In Pendle, the SHMA identifies that there is strong demand for housing in the rural areas and there is an overall shortage of social rented stock in these areas.

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### Strategy

#### Targets, thresholds and viability

- 10.119** Policy LIV4 sets out the council's approach to affordable housing. The SHMA indicates that a target of 40% would help to meet the affordable housing needs of the borough, but also acknowledges that it is important to establish a balance between housing need requirements and the viable delivery of housing sites. The targets set out in the policy must reflect the current economic conditions and likely levels of viability. As such the 40% target can only be considered as a longer term aspiration.
- 10.120** The DVS recognises that different levels of affordable housing can be applied to a site depending on its location and size. The DVS tested a number of model sites of different sizes to determine the maximum level of affordable housing that could be viably achieved in each market area. The DVS recommended a number of site size thresholds and area based affordable housing targets which were derived from this assessment and they are included in Policy LIV4.
- 10.121** This method provides a 'broad-brush' approach to setting affordable housing targets in an area. However, the Council recognises that for each site a different set of circumstances will affect its viability. Where the relevant target cannot be met, the Council will require applicants to submit a financial appraisal of their scheme in order to assess its viability and to calculate the appropriate amount of affordable housing to be provided.
- 10.122** In those areas where the current target is zero the Council will encourage developers to provide affordable housing if it is viable to do so, in order to help meet the housing needs of the borough. In addition, the Council will also look to review the affordable housing targets within three years of the adoption of the plan to reflect any changes in economic conditions and viability.
- 10.123** Affordable housing should be provided on-site and should not be segregated, if we are to be successful in creating sustainable, mixed communities. Affordable housing should be dispersed throughout a site so that it is tenure-blind and indistinguishable from the market housing provided.
- 10.124** There may be circumstances where it is not possible to provide the affordable housing on-site (e.g. where the site is not financially viable to support on-site affordable housing). In these cases the Council will require that provision is made on an alternative site in the first instance, or where this is still not viable require a financial contribution to be paid. The Council may use such contributions to:
- provide affordable housing on an alternative site, or
  - for the acquisition and refurbishment of redundant, empty properties to provide affordable housing therefore helping to continue the regeneration of the borough's inner urban areas.

#### Tenures, types and sizes

- 10.125** The SHMA sets out a recommended split between the different affordable tenures that should be provided as part of new residential developments. It suggests that 40% should be intermediate housing, 30% should be social rented accommodation and 30% should be affordable rented accommodation. However, consideration must be given to the deliverability of the different tenures especially with regard to viability and the availability of funding.
- 10.126** New social rented accommodation can only be delivered by Registered Providers using their own capital funds. This is because funding provided by the government through the Homes and Communities Agency (HCA) for new affordable housing can only be used to provide affordable rented accommodation. The cost to the registered providers of delivering social rented accommodation is higher than delivering intermediate accommodation as they do not receive any of the purchase price of the dwelling for social rented accommodation.

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- 10.127** The SHMA shows that in Pendle the difference in rental costs between a social rented and affordable rented (when rent is set at 80% of market rent) property is minimal and in some cases affordable rent is cheaper than social rent. As such the recommended amount of social rented provision could be delivered as affordable rented accommodation as the cost to the occupants is of a similar level and Registered Providers will be able to bid for funding to provide this tenure. Furthermore the affordable rent tenure is designed to allow providers to charge flexible rents depending on the ability of the tenants to pay. The provider can set the rent of a property at up to 80% of the level of market rents. The additional income that is made above the social rent level (where this occurs) can then be reinvested to provide more affordable housing.
- 10.128** Concern has been raised over the current uptake of certain tenure products and this needs to be taken into account. In the past there has been little demand shown for intermediate tenure accommodation and where products of this tenure have been provided relatively few have been occupied. However, as the market changes this type of tenure may become more popular.
- 10.129** Pendle's main Registered Provider has been trialling a rent-to-buy tenure product which although may not strictly fall within the definition of intermediate accommodation does provide a local response to the types of affordable housing that can be delivered.
- 10.130** Policy LIV5 provides guidance on the types and sizes of new housing that are required across the borough.

### Rural needs

- 10.131** The provision of affordable housing in the rural areas of Pendle will be for local residents in housing need. Where necessary a local occupancy condition will be applied to new affordable dwellings to ensure that they remain in use for the local population. Policy LIV3 looks at rural needs in terms of the type of accommodation that is required.
- 10.132** In some of the rural settlements the opportunity to provide the required levels of affordable housing within the existing settlement limits<sup>(113)</sup> may not always exist, as there may not be sites available to develop. In these circumstances the use of rural exception sites may be appropriate (i.e. a site outside, but adjacent to, an existing village settlement boundary). In some cases it may be necessary to allow a proportion of market housing on such sites in order to fund the delivery of the affordable units.
- 10.133** The provision of affordable accommodation for local people will allow them to continue living in the area where they have grown up. The use of rural exception sites will have to carefully balance the needs of local people with any potential impact on the environment. A detailed needs assessment will be required for the Council to consider such a proposal.

113 The settlement boundary for each settlement is defined in the adopted policies map.



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**Policy LIV 4****Affordable Housing****Targets and thresholds**

Proposals for new (general market) housing which meet the relevant thresholds will be required to contribute towards the provision of affordable housing.

Table LIV4a sets out the area based affordable housing targets for different site thresholds which should be met. In areas where the current target is zero the Council will, where market conditions or site specific assessments indicate that it is viable, encourage applicants to provide affordable housing in order to meet the housing needs of the borough. The Council will look to review the targets within 3 years through a Partial Review of the Plan to take account of changing economic conditions.

**Table LIV4a - size threshold and area based affordable housing targets**

	M65 Corridor	M65 Corridor North	West Craven Towns	Rural Pendle
5-9 dwellings	N/A	N/A	N/A	20%
10-14 dwellings	0%	0%	0%	20%
15 or more dwellings	0%	0%	5%	20%

Where the relevant target cannot be met a financial viability assessment should be provided to allow the Council to negotiate with the applicant and adjust the amount of affordable housing accordingly.

**On-site / Off-site provision**

Affordable housing should be provided in order of preference:

1. On-site and incorporated into the scheme so that it is 'tenure-blind'.

OR

2. Where it is considered preferable and deliverable make arrangements to:
  - i. provide the affordable housing on an alternative site within the same settlement as the proposed development; OR
  - ii. provide a financial contribution towards the cost of off-site provision. Where a financial contribution is provided this may be used for the acquisition and refurbishment of redundant, empty properties to provide affordable housing and where possible should be used in the same settlement as the proposed development.

In all cases where affordable housing is provided a condition or planning obligation will be used to ensure that the housing remains at an affordable price for future eligible households or for any subsidy to be recycled for alternative affordable housing provision.

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### Tenures, types and sizes

Applicants should use the following percentages as a guide to determine the tenure split of the affordable housing to be provided as part of their development:

- Social rented tenure: 30%<sup>(114)</sup>
- Affordable rented tenure: 30%
- Intermediate tenure: 40%

It is acknowledged that there will be individual site circumstances where the tenure split may need to vary. In such cases, applicants will need to demonstrate the reasons for an alternative tenure split.

Guidance on the types and sizes of new dwellings is contained in Policy LIV5.

### Rural needs

Rural affordable housing should be provided in line with Table LIV4a and Policy SDP3. Where there are no sites available within the chosen rural settlement, consideration will be given to developing sites directly adjacent to the existing defined settlement boundary for the provision of affordable housing. Such rural exception sites will need to be justified by the applicant through the provision of a statement which sets out details of:

- The specific local needs the proposed development will address; and
- How any potential impacts on the environment can be avoided or adequately mitigated, having regard to the requirements of Policies ENV1 and ENV2.

In some instances, to enable the delivery of the affordable housing, an element of market housing may also be permitted.

In Rural Pendle a Local Occupancy condition, or obligation, will be used, where appropriate, to restrict the tenancy of the affordable housing to local residents.

### Monitoring and Delivery

<b>Strategic Objectives</b>	5	
<b>SCS Priority Goals</b>	1, 3, 7, 8	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase the number of affordable homes provided – work towards the percentage targets set in the policy.</li> <li>• Work towards the percentage tenure targets for new affordable housing development over the plan period.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• Less than 200 affordable dwellings have been completed by 2020.</li> <li>• Less than 500 affordable dwellings have been completed by 2025.</li> <li>• 50% or less of new affordable housing completions are of an affordable/social rented tenure.</li> </ul>	
<b>Indicators</b>	HS05	Number of affordable homes completed by: -Tenure, -Location (including the number in conservation areas and Bradley AAP area).
	HS06	Number of affordable homes granted planning permission by: -Location (including the number in conservation areas).

114 the opportunity to provide new social rented housing is likely to be limited due to the availability of funding to provide this tenure. As such affordable rented accommodation could be substituted for the social rented element of a scheme.

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	HS11	Types, sizes and tenures by location of: -completed dwellings, -dwellings with an extant planning consent.
<b>Delivery Agencies</b>	Pendle Borough Council, private developers, Pendle Enterprise and Regeneration Limited (PEARL2), Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>● Determination of planning applications through the Development Management process.</li> <li>● Requirements for affordable housing to be made on specific allocated sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies and within site briefs, Area Action Plans and Neighbourhood Plans.</li> <li>● Single Conversation (HCA) - Local Investment Plan.</li> <li>● Acquisition of existing properties to change tenure.</li> </ul>	
<b>Risks (High (H), Medium (M), Low (L))</b>	<ul style="list-style-type: none"> <li>● Site viability may not improve sufficiently to meet the recommended affordable housing targets over the plan period. (M)</li> <li>● Developers seeking to renegotiate affordable housing contributions. (M/H)</li> <li>● Reduced funding for RSLs/HAs restricts ability to provide additional affordable housing. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>● Negotiate the phasing of delivery of affordable housing on a site-by-site basis with developers.</li> <li>● Work with key partners (e.g. HCA, Housing Pendle, PEARL2) to identify alternative funding sources and mechanisms for the delivery of affordable housing.</li> <li>● Reassess the tenure mix on a site-by-site basis.</li> <li>● Consider an early review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● National Planning Policy Framework</li> <li>● National Planning Practice Guidance</li> <li>● Pennine Lancashire Housing Strategy</li> <li>● Burnley and Pendle Strategic Housing Market Assessment</li> <li>● Pendle Development Viability Study</li> </ul>	

## 10 Living: Creating a Vibrant Housing Market

### Designing Better Places to Live

#### Introduction

- 10.134** The design of new housing is an important element in creating confident and sustainable communities. It is widely recognised that good design helps to create places where people want to live.
- 10.135** The design of new housing is about more than just the architectural style and the materials used. It is a process which encompasses a wide range of factors, all of which must be taken into account to achieve a successful, well-designed development. Taking a holistic and thorough approach to the planning and design of residential developments will help to achieve Core Strategy Strategic Objectives 3, 5 and 10.

#### Context

- 10.136** The North West Best Practice Design Guide (2006) provides background information relating to the state of housing design across the region. Research carried out by the Commission for Architecture and the Built Environment (CABE) indicates that only 14% of new properties built in the North West could be considered as good or very good in terms of their design. This shows that significant efforts need to be made in terms of raising the standard of housing design in the region, including in Pendle.
- 10.137** A key objective at both the national and local level is to provide sustainable housing that is designed to last for generations and be adaptable to meet the changing needs of the community. This is especially important when considering how the borough will respond to the effects of climate change and an ageing population.
- 10.138** Policy LIV5 covers the broad, strategic housing design factors rather than the more detailed building related standards.

#### Housing Types and Sizes

- 10.139** The Framework (paragraph 50) clearly indicates that to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable communities it will be important to identify the size, type and range of housing that is required reflecting local demand.
- 10.140** The Burnley and Pendle Strategic Housing Market Assessment (SHMA) (2013) provides an overview of the existing housing stock. It identifies that Pendle has a high proportion of terraced housing (56.1%) compared to the averages in Lancashire (31.5%) and England (24.5%). It also shows that the proportion of detached and semi-detached housing is lower than average. This dominance of terraced housing in the overall housing stock leads to a lack of choice and variety. In terms of the size of properties in Pendle, the current stock consists of a higher proportion of dwellings with one and two bedrooms.
- 10.141** The SHMA provides an assessment of the possible profile of the future population of the borough and considers the types and sizes of property which may be required to meet the needs of this population. It also uses information from the housing needs survey to identify the house types and sizes which people consider they currently need as well as what they aspire to in the future. There is a clear difference between the needs and aspirations of people for different types and sizes of dwellings, and this will need to be balanced in the provision of new housing.
- 10.142** The SHMA recommends that in order to rebalance the borough's housing stock away from small terraced properties and accommodation with three bedrooms, a size/type split which includes two bedroom dwellings and larger, more aspirational accommodation of good quality should be considered.

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### Density

**10.143** The Framework (paragraph 47) requires local planning authorities to set out their own approach to housing density to reflect local circumstances. A consequence of the over dominance of terraced housing is that the density of a large proportion of the existing housing stock is high. There are numerous pockets of high density housing to be found in the M65 Corridor and in some parts of the West Craven Towns. A mix of densities would help to provide a greater choice of housing in the area suitable for different groups of people. Although high density housing can often be considered more sustainable, an over concentration of high density housing can have adverse impacts on the community including social unrest, health and crime.

### Green Infrastructure and Open Space

**10.144** Open space provision is an important factor in housing design and can be linked to the issues of high density housing. Providing private and communal open spaces in developments gives residents the opportunity to participate in healthier and active lifestyles, can help to break up the development and enhance the environment by providing spaces for wildlife.

**10.145** The Lancashire Green Infrastructure Strategy aims to "develop and maintain a network of multi-functional green spaces and places, connecting urban areas to rural hinterlands, and ensure that these continue to contribute towards the economic, social and environmental well-being of the sub-region...". The provision of new open space can help to make a positive contribution to achieving this vision.

**10.146** The Pendle Green Infrastructure Strategy will identify the provision of open space throughout the borough and assess the quality of those spaces. It will also be used to identify those areas with deficiencies in different types of open space, and those where new development should help to address any imbalances by providing new open space. Policy ENV1 looks at the protection of existing open space and green infrastructure assets.

### General Housing Design Principles

**10.147** The National Planning Practice Guidance identifies a number of general design principles which should be considered for all new developments. Policy ENV2 provides an overview of these principles however; some are specifically relevant to the design of new housing including:

- Local character (including landscape setting)
- Safe, connected and efficient streets which promote access and inclusion
- Cohesive and vibrant neighbourhoods including greenspaces and public places
- Crime prevention and security measures

**10.148** Many of these are incorporated into the Building for Life (BfL) standards. This is the industry standard, endorsed by the Government, for well-designed homes and neighbourhoods that local communities, local authorities and developers can use to help create good places to live. The standard comprises of 12 questions split into three themes:

1. Integrating into the neighbourhood
  - Connections
  - Facilities and Services
  - Public Transport
  - Meeting local housing requirements



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2. Creating a place
  - Character
  - Working with the site and its context
  - Creating well defined streets and space
  - Easy to find your way around
3. Street and home
  - Streets for all
  - Car parking
  - Public and private spaces
  - External storage and amenity space

**10.149** A development is assessed against the questions using a traffic light system. This provides an indication of the overall quality of the proposed or completed development.

### Regeneration and the Existing Housing Stock

**10.150** Making improvements to the existing housing stock and bringing empty homes back into use is a key regeneration aim of the Council. The Framework (paragraph 51) requires local planning authorities to identify and bring back into use empty housing and buildings in-line with local and empty homes strategies. The Pendle Empty Homes Strategy and Action Plan sets out key interventions to help bring empty properties back into use. These include introducing Empty Dwelling Management Orders (EDMOs), looking at a range of financing options to acquire and refurbish empty properties, and working with Registered Social Landlords (RSLs).

### Housing Standards – Building (technical/functional) related factors

**10.151** The government has recently carried out a review of all housing standards. The outcome of this review indicates that those standards relating to the technical/functional performance of a dwelling will be incorporated into the Building Regulations. However, the government has acknowledged that it is not always possible or desirable to require a single national standard for all new development and that local discretion is sometimes necessary. As such, new powers will be introduced in the Building Act to allow for different levels of performance and where local circumstances exist the Local Plan will be used to set the standards.

**10.152** Through the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies consideration will be given to including a specific housing design policy which covers local housing standards where necessary and appropriate. The introduction of any standards will be subject to the plan making process of evidencing need and testing viability.

**10.153** The wider site implications of some of the elements covered by the Housing Standards Review, such as energy, need to be noted. This is especially important in terms of moving towards low carbon developments. Although it will be for the Building Regulations to set out the energy performance targets which new homes will have to meet, the approach to achieving a low carbon development may have an impact on the design (in terms of: a) the materials used in order to reduce energy demand, b) the orientation of the building to maximise solar gain which may affect the layout, or c) the provision of on-site renewable/low carbon energy generating equipment). Policy ENV2 sets out an approach which helps to address these issues.

**10.154** The SHMA indicates that the number of elderly households is set to rise significantly over the plan period and highlights that the provision of adaptable housing will be important to meet the needs of these households.

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**10.155** The Housing Standards Review indicates that the minimum standards for accessibility are already set out in Part M of the Building Regulations. The review explains that an optional level of accessibility will be introduced in Part M which will set out criteria for age friendly, accessible and adaptable housing. This additional level will not be mandatory but local authorities will be able to adopt it to meet local needs, according to local circumstances and subject to viability testing.

### Strategy

**10.156** The general design principles for all development in Pendle are set out in Policy ENV2. Policy LIV5 complements these principles by providing guidance specifically for new housing developments. The North West Best Practice Design Guide provides general advice and examples of the issues that need to be considered when designing good quality housing. This design guide should be used as a starting point for designing new housing developments.

### Housing Types and Sizes

**10.157** The types and sizes of new dwellings to be provided should be appropriate to the needs of the local population. Although each housing site will provide a unique set of circumstances the design and layout of new housing should maximise the mix of house types and sizes needed in the area in which the development is to be located. Policy LIV5 provides a suggested breakdown of the sizes and types of new housing which are required in the borough to help balance the mix and choice in the market and meet the housing aspirations of the population.

### Density

**10.158** The density of new housing developments will need to take a number of factors into consideration. As a broad guide, 30 dwellings per hectare (dph) will be considered as a reasonable borough wide density level. However, it will be necessary for proposals to have regard to adjoining sites, be appropriate to, and complement the townscape character of the area.

**10.159** This is especially important in more sensitive settings, such as conservation areas, where the priority will be to respect the character of the area and may require development at a similar density to fit with the existing form and layout. The appropriate density will vary considerably depending on the nature of the conservation area. More advice is contained in the Conservation Area Design and Development Guidance SPD.

**10.160** In areas where the existing density is high, where there is a lack of open space provision or limited access to open space, new developments should aim to redress the balance by building at a lower density. In areas where there is good accessibility<sup>(115)</sup>, developments should achieve a range of densities between 30 and 50 dph to make the most effective use of such sustainable locations.

### Green Infrastructure and Open Space

**10.161** Linked to a wider programme of green infrastructure improvements (Policy ENV1) new residential developments should aim to incorporate open space, green corridors, provide accessible links to larger open spaces and the natural environment, and make a positive contribution to the creation of ecological networks. This is in line with the SCS which highlights that the community suggested that recreational spaces should be provided within residential areas. The priority for open space contributions will be in areas where there is an identified deficiency<sup>(116)</sup> and where access to such space is limited.

115 For the purpose of this policy good accessibility is defined as being within 400m of a high frequency bus route (a bus route with at least four services an hour), within 400m of a transport hub (e.g. a bus or train station or motorway junction), or within a town centre.

116 Areas that are deficient in open space are identified in the Council's Open Space Audit/Green Infrastructure Strategy.

## 10 Living: Creating a Vibrant Housing Market

### General Housing Design Principles

**10.162** The standards set out in Building for Life should be followed and applied wherever possible in all parts of Pendle to address sustainability and community needs. The Council has a trained Building for Life assessor who will review the applicants BfL assessment submission for each housing proposal. It is recognised that each development will need to be tailored to its individual site circumstances and therefore it may not always be possible to meet all the criteria in these standards. However, developers should aim to meet as many as viably possible.

### Regeneration and the Existing Housing Stock

**10.163** There are a number of areas in the borough that have been identified as being in need of regeneration. Improvements to the existing housing stock will be an important part of this regeneration process. Bringing empty homes back into use is another part of the housing regeneration strategy in Pendle. This may include combining two adjacent properties together to provide one larger house. Other innovative techniques may be considered where this helps to make better use of the existing housing stock, provides housing of a size to meet the needs of the population or helps to rebuild communities. In some cases it may be necessary and appropriate to undertake some demolition. Where demolition occurs, the original building materials and fabric (e.g. the stone and slate) should be salvaged and reused either for the construction of new housing or within another appropriate regeneration scheme.

**10.164** Conversions, refurbishment and extensions provide an opportunity to improve the sustainability of the existing housing stock. The Council will encourage developers to use the BREEAM (British Research Establishment Environmental Assessment Method) for Domestic Refurbishment scheme.

## Policy LIV 5

### Designing Better Places to Live

The Council will require all new housing to be designed and built in a sustainable way in order to meet the needs of Pendle's population, create sustainable communities, increase the energy efficiency of new dwellings, reduce CO<sub>2</sub> emissions and help to adapt to climate change.

To achieve this, the Council will; require proposals to follow the design approach in Policy ENV2; support proposals that are of a high quality and innovative design; and strongly encourage the use of the Building for Life standards.

The overall borough-wide requirements for the design of new housing are set out below. These are supported by more tailored guidance for each spatial area to address local circumstances.

#### Borough-wide requirements

The types and sizes of new dwellings to be provided should help to diversify the existing housing stock and achieve a better, more balanced mix of dwellings in the borough. This should include the provision of higher value homes. The range of housing should seek to address the specific housing needs of different sections of the local community (Policy LIV3), together with wider economic and environmental policy objectives, which seek to promote more sustainable living patterns (Policies WRK1 and ENV4). Tables LIV5a and LIV5b set out an indicative guide, which could be used by developers to help design a housing scheme to meet the needs and aspirations of people living in Pendle.

## Living: Creating a Vibrant Housing Market 10

Table LIV5a - Property Types

Property type	Percentage
Detached house	25
Semi-detached house	35
Terraced house	10
Flat/masionette	10
Bedsit/Studio/Room only	0
Bungalow / Elderly housing	20
Caravan or temporary structure	0

Table LIV5b - Property Sizes

Property size	Percentage
1 bed flat	7.5
2 bed flat / house / bungalow	45
3 bed house / bungalow	35
4+ bed house	12.5

New housing developments should make the most efficient use of land and be built at a density appropriate to their location (see specific spatial area guidance) taking account of townscape and landscape character. As a guide, developments should normally seek to achieve a density of 30 dwellings per hectare (dph), and up to 50dph in highly accessible locations. In more sensitive locations the priority will be to develop at a density that reflects the surrounding form and layout.

Provision for open space and/or green infrastructure should be made in all new housing developments in order of priority:

1. On-site provision;
2. Contribution to off-site provision;
3. Enhancement of existing facilities in the area.

When determining the amount and type of open space / green infrastructure to be provided, consideration should be given to:

- The size of the proposed development;
- The existing levels of provision<sup>(117)</sup> (amount and type) within the area<sup>(118)</sup>;
- Addressing any identified deficiencies<sup>(117)</sup> in the area<sup>(118)</sup>;
- The density of the existing housing.

Where improvements, refurbishment and/or extensions of the existing housing stock are proposed, the Council will encourage the use of the BREEAM for Domestic Refurbishments scheme.

117 The Council's Open Space Audit (to be replaced by a new Green Infrastructure Strategy) provides details of the existing amounts and type of open space / green infrastructure in the borough. It also identifies the current deficits and surpluses of open space for each area.

118 The 'area' refers to the ward / locality in which the development site is located.

## 10 Living: Creating a Vibrant Housing Market

In regeneration areas consideration should be given to the refurbishment of existing properties in the first instance. This may include combining two dwellings into one in order to provide a different range of sizes of dwellings. Where demolition is required, the original building materials should, where possible, be saved and reused.

### M65 Corridor

Types and sizes – new developments should provide types and sizes of dwellings that help rebalance the housing stock in this area. In particular, the provision of new terraced housing should be limited.

Density – as a general rule the inner urban areas would benefit from lower density developments. Higher density schemes will be acceptable where they are in areas of high accessibility or where there are specific design issues that require a higher density e.g. in certain conservation areas.

Open space/green infrastructure – provision should be concentrated in areas of identified deficiency, particularly in Nelson and parts of Brierfield.

### West Craven Towns

Types and sizes – new developments should provide types and sizes of dwellings that help rebalance the housing stock in this area. In particular, the provision of new terraced housing should be limited.

Density – as a general rule the West Craven Towns would benefit from lower density developments. Higher density schemes will be acceptable where they are in areas of high accessibility or where there are specific design issues that require a higher density e.g. in certain conservation areas.

Open space/green infrastructure – provision should be concentrated in areas of identified deficiency.

### Rural Pendle

Types and sizes – A range of types and sizes will be required to meet locally identified needs.

Density – lower densities may be appropriate depending on the surrounding built form, townscape and landscape character.

Open space/green infrastructure – linkages should be made to the surrounding countryside.

### Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 5, 9, 10
<b>SCS Priority Goals</b>	1, 3, 4, 5, 6, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>● Building new dwellings to BfL standards.</li> <li>● Providing a range of house types and sizes.</li> <li>● Providing lower density developments.</li> <li>● Open space created in new housing developments.</li> </ul>
<b>Triggers</b>	<ul style="list-style-type: none"> <li>● 60% or less of new dwellings meet BfL standards by 2020 and 2025.</li> <li>● The overall delivery of new dwellings in not meeting the profile for size and type as set out in the policy by 2020 and 2025.</li> <li>● 60% or less of new residential development is built at a density of 30 dwellings per hectare or below by 2020 and 2025.</li> <li>● 80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.</li> </ul>

## Living: Creating a Vibrant Housing Market 10

<b>Indicators</b>	HS08	Housing quality: New dwellings completed / existing dwellings improved to the following standards: -BfL.
	HS09	Housing density of fully completed sites.
	HS11	Types, sizes and tenures by location of: -completed dwellings, -dwellings with an extant planning consent.
	EN08	Provision of open space by: -Type, -Location (including trends overtime).
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency, private developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Provide detailed guidance through SPDs and Site Briefs.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• High quality design not given due consideration in development proposals. (M)</li> <li>• Developers only want to provide housing types/sizes from their design portfolio rather than to meet local needs. (M/H)</li> <li>• Poor site viability means open space provision / contribution is not provided. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with developers at the pre-application stage to encourage proposals to use the Building for Life standards.</li> <li>• Work with developers at the pre-application stage to encourage proposals to address the sizes and types of dwelling required.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• North West Best Practice Design Guide</li> <li>• Lancashire Green Infrastructure Strategy</li> <li>• Burnley and Pendle Strategic Housing Market Assessment</li> <li>• Pendle Open Space Audit</li> <li>• Design Principles Supplementary Planning Document</li> <li>• Conservation Area Design and Development Guidance Supplementary Planning Document</li> </ul>	



## 10 Living: Creating a Vibrant Housing Market

## Working: Creating a Dynamic and Competitive Economy 11

### 11 Working: Creating a Dynamic and Competitive Economy

#### Introduction

- 11.1** This chapter presents the strategy and policies for employment and issues relating to working in Pendle. It specifically addresses the three main components of the local economy:
1. Production (including manufacturing) and services.
  2. Retailing and town centres.
  3. Tourism, culture and leisure.
- 11.2** A healthy and sustainable local economy is seen as a prerequisite for securing confident, socially cohesive and prosperous communities; one of the key themes in Our Pendle Our Future: Pendle's Sustainable Community Strategy (2008) (SCS).
- 11.3** Creating and sustaining local employment opportunities are key components in the regeneration of deprived areas and the delivery of sustainable communities. This chapter considers how we will support development which attracts new investment to the area and encourages new business formation, helping to diversify and strengthen the local economy.
- 11.4** In doing so we will address the locational requirements of businesses, and the design of new business premises, which both have a major influence on economic performance.

## 11 Working: Creating a Dynamic and Competitive Economy

### Strengthening the Local Economy

#### Introduction

**11.5** Unlocking Pendle's economic potential underpins our aspirations for both urban and rural regeneration. This is reflected in SCS Goal 2, which states:

"We want to create and sustain a dynamic, competitive and healthy local economy, providing the jobs of the future and the talents and skills to fill them."

**11.6** To ensure that Pendle also makes a valuable contribution to the growth of the regional and national economy, our policies have been guided by the long-term economic strategies for the Pennine Lancashire sub-region and the county of Lancashire.

**11.7** In 2011, planning for future economic growth passed from the North West region to the Lancashire Enterprise Partnership (LEP), whose document *The Lancashire Enterprise Partnership: The Way Forward* (2011) provides a high-level review of economic priorities in the county, recommending that:

"The LEP should support opportunities which maximise jobs and growth, wherever those opportunities are located in Lancashire, whilst ensuring that the benefits of such opportunities are accessible across the county in order to maximise the collective impact and contribute positively to national growth targets."

**11.8** These guiding principles underpin the annual action planning process, which commenced when the LEP published its first Lancashire Growth Plan in April 2013. In-line with the key objectives set out in the economic strategies for the county<sup>(119)</sup> and the Pennine Lancashire sub-region<sup>(120)</sup>, Pendle's primary role is to build on its existing strengths and competitive advantages in advanced engineering and tourism. In doing so, the intention is to help increase entrepreneurial activity and business start-up rates; reduce the area's dependency on traditional low-value manufacturing sectors and make the local economy more capable of withstanding future economic challenges.

**11.9** In addressing our economic requirements, we will aim to improve skill levels within the workforce, safeguard existing employment opportunities and create new ones in order to provide a wider range of employment opportunities for local people. In doing so we will, wherever possible, seek to match opportunity with our regeneration needs and be mindful of any potentially negative impacts on the environment. All of these objectives are now fully articulated in the *Jobs and Growth Strategy for Pendle 2013-2023*.

**11.10** This policy sets out our strategic approach to economic development in Pendle. It focuses on employment in the traditional manufacturing and service sectors, but also considers how retail and tourism can contribute towards providing new and better employment opportunities for local residents.

**11.11** Locational decisions will be guided by Policies SDP2 and SDP4, whilst supporting measures addressed by SCS Goals 2 and 7 will help to ensure that local people possess the appropriate skills to enter a revitalised job market.

#### Context

**11.12** The Framework requires the planning system to do everything it can to support sustainable economic growth. The type and scale of future economic growth in Pendle was previously influenced by the economic development strategy for the North West region. The principles and key objectives set

119 Lancashire Enterprise Partnership (May 2014) *Lancashire Strategic Economic Plan 2015-2025*. Preston: Lancashire Enterprise Partnership [online.] <http://www.lancashirelep.co.uk/about/?siteid=6441&pageid=44263&e=e> [Accessed 4th June 2014]

120 Regenerate Pennine Lancashire (2008) *Pennine Lancashire Economic Strategy 2009-2020*. Accrington: RegeneratePL [online.] <http://www.penninelancsplace.org/Shared%20Documents/MAAHousing.aspx> [Accessed 4th June 2014]

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out in this strategic document have subsequently been taken forward by the LEP and Lancashire County Council in their respective growth plans and strategies and at a sub-regional level by the Pennine Lancashire Leaders and Chief Executive's board (PLACE).

- 11.13** The key challenge has been the failure of both the region and the county to contribute their full potential to the UK economy.<sup>(121)</sup> Despite a number of inherent strengths, all of the key economic indicators show that the Pennine Lancashire sub-region is also under-performing. A review of districts across Britain, produced by Oxford Econometrics in 2011, revealed that Pendle is ranked amongst the weakest areas in the nation in terms of its potential for economic recovery (4th rank out of five). A key theme of all the relevant economic strategies is to restructure the local economy in order to achieve long-term sustainable growth.
- 11.14** Like many of the other authorities in Pennine Lancashire, a disproportionately high number of employment opportunities in Pendle are still provided by manufacturing businesses, engaged in operations that have been in decline for many years. The dependence on manufacturing is most acute in Barnoldswick, where a small number of large manufacturing businesses provide almost half of the employment opportunities in this relatively small market town.
- 11.15** Whilst many of the manufacturing jobs that remain are highly skilled and relatively well-paid, they are becoming ever more vulnerable in an increasingly global economy. In contrast there is a corresponding under-representation in high-end service sector employment. The majority of service sector jobs in Pendle are relatively low-skilled and low-paid. As a consequence the average wage level for the borough remains consistently below the regional and national averages, and many Pendle residents commute outside the area to access better paid employment.
- 11.16** Many of the economic challenges Pendle faces are most acute in the M65 Corridor. It is here that the highest concentrations of economically inactive people and those with the fewest qualifications are to be found. Our key challenges are to reduce levels of worklessness, improve levels of educational attainment and broaden the skills of residents in these areas. Doing so will increase productivity and improve the quality of the workforce that local businesses can draw upon. In turn this will help to reduce locally significant levels of deprivation.
- 11.17** The retail and wholesale trades are also major employers in Pendle, particularly in the towns along the M65 Corridor. Official statistics reveal that these sectors employ approximately one-fifth of the workforce, though they under-record actual employment as the figures exclude those in self-employment and unpaid family members. Jobs in the retail sector are typically part-time, low paid and filled by young people, particularly women. The predominance of small family owned businesses and few graduate intense business sectors means that there are few opportunities for graduate recruitment.
- 11.18** Outside the urban areas, the rural economy has become increasingly reliant on numerous small, locally owned businesses. In recent years, tourism has provided a useful complement to declining agricultural activity, compensating in a small way for the closure of textile mills and the loss of shops in isolated rural villages. But much of the work is seasonal and success is heavily dependent on external factors such as the weather and the prevailing economic circumstances.
- 11.19** The Rural Development Programme for England is concerned with turning the underlying assets of our rural areas into tangible economic prospects. Manufacturing remains the main employer for people living in our rural areas, but the service sector is not making good the deficits that exist in manufacturing and there is little evidence of wider entrepreneurial activity. The Department for Environment, Food and Rural Affairs (DEFRA) classifies Pendle as having significant poor economic performance within its rural areas and earning levels below the resident based household incomes.

121 Measured in terms of Gross Value Added, which measures the contribution to the economy of each individual producer, industry or sector.

## 11 Working: Creating a Dynamic and Competitive Economy

**11.20** The tourist market in Pendle has grown steadily in recent years. But, on its own it is unlikely to regenerate the fortunes of an area, and should ideally form part of a wider economic strategy. The main sources of income from tourists are not the attractions themselves, but the allied hospitality and retail sectors. That said tourism has a vital role to play in maintaining the prosperity and quality of life in areas that readily attract visitors, a fact recognised in the latest national strategy for tourism.<sup>(122)</sup> Its high profile conveys a positive image of the area to a wide audience helping to attract additional investment into the area. So, whilst Pendle's potential to attract visitors and visitor investment may not yet have been fully realised, it must not be exploited at the expense of attractive rural and urban environments that are much valued by people living in, or visiting, the area.

### Strategy

**11.21** If we are to revitalise the Pendle economy we need to provide the right conditions for growth. To help create a more diverse economic base, that will make the area less vulnerable to future downturns in the economy, or a particular sector, our policies will support the expansion of local businesses, encourage new business formation and seek to attract inward investment that supports economic regeneration across the Pennine Lancashire sub-region. The secure and better quality employment opportunities created will offer higher wages, encouraging people to live and work in Pendle, reducing the need to travel and helping to retain wealth within the borough.

**11.22** We will support investment by businesses who address supply chain gaps in the priority (growth) sectors identified in the regional and sub-regional economic strategies. These are:

- Advanced engineering and materials: chemicals, aerospace, automotive, advanced flexible materials
- Food and drink
- Biomedical: biotechnology, pharmaceuticals and medical devices
- Energy and environmental technologies
- Digital and creative industries
- Business and professional services
- Visitor and tourism sector

**11.23** In particular we will focus on helping to support growth in advanced engineering and tourism, the two growth areas where Pendle is recognised as having existing strengths. The aerospace industry supports a critical mass of businesses that are not only beacons of innovation and best practice, but are worldwide leaders in their field. The Rolls-Royce wide-chord fan blade manufacturing facilities in Barnoldswick represent the eastern end of the 'Arc of Prosperity', which extends west through Pennine Lancashire towards the Enterprise Zone sites at Samelsbury and Warton near Preston. Within this arc, a large cluster of businesses engaged in advanced precision engineering, electronics, high performance materials and composites have the potential to increase productivity and investment. Targeted support for these advanced manufacturing industries will provide a catalyst for significant growth in Gross Value Added (GVA) and make a major contribution to the restructuring of the Lancashire economy.

**11.24** Locally the actions to transform the rural economy focus on encouraging knowledge-based businesses and the competitive advantages that can be gained through the application of knowledge via a process of managed economic restructuring. Widespread access to high-speed broadband throughout our rural areas will be the key to successful delivery of this objective. Opportunities for tourism to exploit our countryside and heritage assets in a sustainable way will also generate additional income and raise the profile of the area, whilst maintaining the quality of life for local residents.

122 Department for Culture, Media and Sport (2007) Winning: A Tourism Strategy for 2012 and Beyond. [online.] [http://v1static.com/l-and-p/assets/media/dcms\\_tourism\\_strategy\\_2012\\_summary\\_final.pdf](http://v1static.com/l-and-p/assets/media/dcms_tourism_strategy_2012_summary_final.pdf) [Accessed 25th November 2013.]

## Working: Creating a Dynamic and Competitive Economy 11

- 11.25** In the longer term this focus on priority (growth) sectors will stimulate, support and sustain economic growth, foster innovation; help to retain and attract more graduates to the area; facilitate the transfer of knowledge to other businesses; support enterprise; promote entrepreneurship and increase wealth within the local economy.
- 11.26** In accordance with government policy, as set out in paragraph 23 of the Framework, new employment opportunities for town centre uses will, in the first instance, be directed towards our town and local shopping centres (Policies SDP5 and WRK4). For proposals on edge-of-centre and out-of-centre sites, preference will be given to those that are located close to transport hubs or in high accessibility corridors that are well connected to a nearby town centre. In terms of retailing, attracting national multiples into the town centres of Nelson and Colne, will help to establish their role as the primary focus for shopping and employment, helping to support sustainable patterns of movement throughout the borough. It will also help to increase the number of employment opportunities available to graduates. Support will also be given to small independent retail operations that help to increase the vitality and viability of our established shopping areas, or support tourism.

### Policy WRK 1

#### Strengthening the Local Economy

New opportunities for economic development should help to strengthen and diversify the local economy. Proposals will be supported where they:

- Facilitate expansion, or support investment, by businesses in the priority (growth) sectors identified in the Jobs and Growth Strategy for Pendle (2013), the Pennine Lancashire Economic Strategy (2008) and the Lancashire Strategic Economic Plan (2014).
- Promote entrepreneurial activity and new business formation.
- Encourage economic activity in identified areas of regeneration need, where it can help to reduce levels of worklessness, offer training opportunities and help to improve skill levels, particularly in young people.
- Promote sustainable working practises:
  - Help to establish mutually supportive clusters of businesses in key economic sectors, including retailing.
  - Enable home-working, particularly in rural areas.
- Maximise access to work or training opportunities for those wanting to enter the labour market and upgrade their skills.
- Deliver improved transport links, electronic services and digital connectivity.

Specifically, employment development in our three spatial areas should seek to address the following objectives:

#### M65 Corridor

1. Support regeneration activity in the Housing Regeneration Priority Areas of Brierfield, Nelson and Colne.
2. Seek to reduce levels of worklessness.

#### West Craven Towns

1. Support the locally important aerospace and advanced engineering sectors.
2. Promote diversification of employment opportunities in the manufacturing sector.



## 11 Working: Creating a Dynamic and Competitive Economy

### Rural Pendle

1. Support sustainable development that helps to grow, diversify and strengthen the resilience of the rural economy; including proposals for home-working.
2. Promote the re-use of former agricultural buildings of traditional design and construction and home-working as ways of minimising the take-up of Greenfield land.
3. Deliver accessible, reliable and affordable high-speed broadband services.

### Monitoring and Delivery

<b>Strategic Objectives</b>	6, 7	
<b>SCS Priority Goals</b>	2, 7	
<b>Targets</b>	<ul style="list-style-type: none"> <li>● Increase employment levels, particularly in growth sectors.</li> <li>● Diversify and strengthen the local economy.</li> <li>● Reduce unemployment levels.</li> <li>● Increase average wage levels.</li> <li>● Increase the level of business start-ups.</li> <li>● Improve the range and level of skills in the local workforce.</li> <li>● Increase provision of new business floorspace.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>● No net increase in the proportion of the economically active population in employment by 2020 and 2025.</li> <li>● No reduction in the proportion of the economically active population claiming Job Seekers Allowance (JSA) by 2020.</li> <li>● No net increase in median gross annual earnings by 2020 and 2025.</li> <li>● The proportion of VAT registered business births does not meet or exceed the North West average by 2025.</li> <li>● 20ha or less of the net employment land requirement has been developed by 2020.</li> </ul>	
<b>Indicators</b>	EC01	Amount of new employment floorspace completed by: -Type, -Location.
	EC05	Unemployment levels: Borough-wide, Spatial area, Bradley AAP area (Bradley Ward).
	EC06	Number and change in VAT registered businesses: Borough-wide, Bradley AAP area (Bradley Ward).
	EC07	Employment levels by: -Age, -Sector.
	EC08	Average wage levels by: -Age, -Location.
	EC09	Estimates of household earnings by: -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Vision, Enterprise Lancashire Ltd., Trust 4 Business, Nelson & Colne College, Training 2000, Regenerate Pennine Lancashire, Bowland Initiative, Lancashire County Council, Lancashire County Developments Limited, Marketing Lancashire.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>● Determination of planning applications through the Development Management process.</li> <li>● Allocation of sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>● Securing private sector investment and public sector grant funding.</li> </ul>	

## Working: Creating a Dynamic and Competitive Economy 11

<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Economic conditions do not improve sufficiently to allow existing businesses to expand and/or new businesses to start-up. (M)</li> <li>• Little or no interest from private sector businesses to relocate to Pendle. (M)</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Market and promote the borough as a place to do business.</li> <li>• Work with developers / partners to help remove barriers to investment.</li> <li>• Work with developers / partners to identify sources of grant funding.</li> <li>• Liaise with key partners (e.g. PBC Economic Development, landowners, developers) to market and help bring forward sites in appropriate locations.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Lancashire Enterprise Partnership: The Way Forward</li> <li>• Lancashire Enterprise Partnership: Strategic Economic Plan - A Growth Deal for the Arc of Prosperity 2015-2025</li> <li>• Lancashire Enterprise Partnership: Growth Plan (Annual)</li> <li>• Lancashire and Blackpool Visitor Economy Strategy, 2006-2016</li> <li>• Coordinated Actions for Rural Lancashire</li> <li>• Lancashire County Council: Corporate Skills Framework</li> <li>• Pennine Lancashire Economic Strategy 2009-2020</li> <li>• Pennine Lancashire Investment Plan</li> </ul>

## 11 Working: Creating a Dynamic and Competitive Economy

### Employment Land Supply

#### Introduction

- 11.27** Government places great emphasis on planning for prosperity, requiring the planning system to promote sustainable economic growth that helps to build a strong, responsive and competitive economy.
- 11.28** The Framework (paragraph 161) requires local authorities to assess both the quantitative and the qualitative need for land and floorspace for economic development, including all main town centre uses. Pendle Council has established a comprehensive evidence base, to assess likely future requirements for all foreseeable types of economic activity, including mixed-use schemes, over the plan period. Analysis of this evidence, together with regular monitoring will help to ensure that sufficient land of the right type is readily available in the right places to allow for growth and innovation over the plan period.
- 11.29** Land is a scarce resource, and whilst there is an emphasis on recycling previously developed (Brownfield) land that is suitable for re-use, there are many competing uses and increasing pressure to release employment sites and premises to higher value uses such as housing and retailing. Employment sites that are poorly located or under-utilised may make a significant contribution to local regeneration if redeveloped for alternative uses, including employment and mixed-use schemes. However, it is widely acknowledged that an under-supply of employment land can act as a constraint on future economic growth and job creation. The portfolio of employment sites should represent the most efficient and effective use of land, but must also be viable, deliverable, sustainable and attractive to the market.
- 11.30** Almost 24,000 people continue to live and work in Pendle, equivalent to 64% of the working population. Residents looking to take-up employment, particularly those on low incomes, need to be able to access job opportunities close to where they live. In Pendle employment land and premises are largely concentrated in the densely populated M65 Corridor, where there is a readily available workforce and good access to the motorway network. The historic importance of trans-Pennine transport routes mean that there are also significant concentrations of employment in Foulridge, Barnoldswick and Earby in the north of the borough.
- 11.31** Pendle has been a net exporter of jobs since the Cotton Industry Re-organisation Scheme of the early 1960s. The employment needs of 12,785 Pendle residents are met by businesses located outside the borough with just 8,692 people commuting into the area for work.<sup>(123)</sup> Meaning that 28% more people commute out of the borough, than commute into it, for work. This highlights that providing new opportunities for residents to live and work locally remains a key priority.

#### Context

- 11.32** A significant number of Pendle residents work in neighbouring areas, notably Burnley, so we must recognise that our employment policies will, to varying degrees, be dependent on employment provision outside the borough boundary. But, national planning policy on employment requires local authorities to plan proactively to meet the development needs of business and where necessary identify strategic sites, for local and inward investment.
- 11.33** The main influence on our employment land strategy are the projections for future employment growth set out in the Pendle Employment Land Review (ELR), which establishes an employment land supply target by assessing how much land is required for Use Classes B1 (Light Industry), B2 (General Industry) and B8 (Distribution and Warehousing). The calculation of the projected employment land requirement for Pendle over the period 2011-2030, is shown below.

## Working: Creating a Dynamic and Competitive Economy 11

Table WRK2a Employment land requirement calculation

<b>Demand</b>	<b>A</b>	Average annual take-up (net)	2.32	ha
	<b>B</b>	Projected increase in take-up	2.29	%
	<b>C</b>	<b>Projected annual average take-up (net) [A+B]</b>	<b>2.37</b>	<b>ha</b>
<b>Policy</b>	<b>D</b>	Plan period (i.e. 2011-2030)	19	yrs.
	<b>E</b>	<b>Projected requirement (net) [CxD]</b>	<b>45.09</b>	<b>ha</b>
	<b>F</b>	Flexibility factor	4.64	ha
	<b>G</b>	Allowance for losses	18.26	ha
<b>Supply</b>	<b>H</b>	<b>Projected requirement (gross) [E+F+G]</b>	<b>68.00</b>	<b>ha</b>
	<b>I</b>	Employment site portfolio (after Stage 1 ELR review)	29.15	ha
	<b>J</b>	Contribution from vacant premises	8.94	ha
	<b>K</b>	Delivery 2011/12 to 2012/13	4.89	ha
	<b>L</b>	<b>Shortfall in supply 2014 [H-I-J-K]</b>	<b>25.02</b>	<b>ha</b>

- 11.34** The average annual take-up (net) is based on the five and ten year rolling averages for employment land take up in Pendle at the end of the 2012/13 monitoring year. The projected increase in take-up is equivalent to estimated GVA growth in Lancashire up to 2030, as recorded in the Greater Manchester Forecasting Model (October 2013).<sup>(124)</sup> After accounting for existing supply on sites over 0.25 hectares and from vacant premises over 500m<sup>2</sup> (the minimum thresholds recommended in government guidance), a shortfall of 25.02 hectares (gross) has been identified.<sup>(125)</sup>
- 11.35** Employment land and premises should, as far as practicable, be capable of meeting the different industrial, business and commercial requirements, both now and in the future. This requires a broad range of options in terms of site size, site quality and accessibility (in terms of proximity to markets and the locally available workforce). In combination these factors will help businesses to lower costs and potentially increase their profits, enhancing their long-term chances of survival and long-term growth and allowing for sufficient flexibility to provide for market uncertainty.
- 11.36** Whilst the size of a site may be an important consideration, it is the location and quality of employment land, rather than the overall quantity, which is the key to ensuring that development supports a targeted growth strategy. The Framework emphasises the promotion of sustainable development, placing accessible locations, such as town centres, to the fore. Pendle requires an appropriate range of employment sites to be in place, if it is to be in a position to take advantage of the benefits arising from an improving economy.
- 11.37** The drawback for Pendle is that much of its industrial and commercial floorspace represents a legacy from the industrial revolution - i.e. it is often poorly located in relation to the main road network, the fabric is in relatively poor condition and the layout unsuited to the needs of modern businesses. This is reflected in the average rateable value for industrial and commercial floorspace in Pendle, which is the second lowest figure in the country. National planning policy requires regular reviews of employment land to be undertaken. These should include a reappraisal of the suitability of previously allocated land to avoid the long term protection of sites where there is no reasonable prospect of them being used for that purpose.

124 Estimates of GVA growth are not available at smaller geographies.

125 Note: This figure does not take account of any under or over-provision recorded between the 2013/14 monitoring period and the monitoring year in which the Core Strategy is adopted.

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**11.38** The Framework (paragraph 162) requires local planning authorities to work with infrastructure providers to assess the quality and capacity of local infrastructure provision and assess its ability to meet forecast demand. The Pendle Infrastructure Strategy indicates that there are no major constraints to delivering the employment land requirement in accordance with the distribution proposed in Policy SDP4.

### Strategy

**11.39** The availability of good quality employment sites, of the right size and in the right location, is a decisive factor in ensuring that our employment land supply can act as a driver for new development. To ensure that adequate land is available in the most sustainable locations for future economic investment and to support regeneration activity, we need to put in place a range of good quality and accessible employment sites. These decisions will be guided by the study Towards a Sustainable Employment Land Strategy (2005), which establishes a framework for the delivery of a sustainable and balanced distribution of land uses across Pennine Lancashire, helping to reduce commuting and minimise journey lengths for employment, shopping, leisure, education and other activities.

**11.40** Policies and site allocations will focus on supporting the needs of our existing businesses and providing a framework that helps to foster innovation, enterprise and new business growth. The spatial distribution of new employment will be guided by Policies SDP2 and SDP4. As we seek to promote economic growth, in line with the aspirations of the LEP Growth Plan, the emphasis will initially focus on the provision of a strategic site for B2 (general industrial) and B8 (warehousing) uses in the M65 Corridor.

**11.41** A major obstacle to attracting the new investment, which is needed to help strengthen and diversify the local economy, is the relatively poor condition of the existing commercial and industrial floorspace. To help stimulate new development and facilitate future job creation we will adopt an approach that seeks to provide a more balanced supply of sites to ensure that:

1. We have an adequate supply of land and premises for employment use.
2. We have an appropriate and attractive range of employment sites and premises in sustainable locations.

**11.42** National planning policy requires regular reviews of employment land to be undertaken. These should include a reappraisal of the suitability of previously allocated land to avoid the long term protection of sites where there is no reasonable prospect of them being used for that purpose.

**11.43** Key Service Centres will be the main focus for employment (Policies SDP2 and SDP4). Sustainable town centre locations, which are accessible by all members of our community, will continue to be the focus for many employment generating uses. They will be the primary destination for retail, office and leisure uses (Policies SDP5, WRK5 and SUP1), helping to promote vitality and viability and underpin improvements to the local shopping experience (Policy WRK4). Where they do not conflict with our spatial principles, the provision of employment generating uses at transport hubs or within high accessibility corridors will be considered and the potential of tourism to help strengthen and diversify the rural economy will be supported. We will seek to:

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1. Build on our existing strengths in precision engineering and tourism.
2. Attract new investment that helps to strengthen, or diversify the local economic base.
3. Increase entrepreneurial activity and new business formation.
4. Direct employment to sustainable locations.
5. Increase the vibrancy and economic vitality of our town centres.
6. Diversify the rural economy and promote sustainable tourism.

**11.44** The scale of new employment development will respect the locational strategy (Policy SDP2), relate to the scale of existing employment provision in a particular locality and the character of the area. Growth will be delivered in a way that avoids adverse impacts on the environment (in particular the integrity of any Natura 2000 sites), as well as supporting measures that relate to the development of new skills through training and learning.

**Table WRK2b Gross employment land requirement (ha)**

	Office	Industrial	Warehousing	Total
	B1a	B2 / B1b / B1c	B8	
Overall requirement	13.54	43.25	11.21	68.00
Delivery 2011/12 to 2012/13	1.05	2.74	1.10	4.89
Adjusted requirement	12.49	40.51	10.11	63.11
5 year requirement	3.67	11.92	2.97	18.56
Proportion	20%	64%	16%	100%

**11.45** Table WRK2b apportions the gross requirement between the different B-uses, based on an assessment of the current employment structure and actual delivery recorded since the 1996/97 monitoring period. It also identifies the amount of land that should be delivered within the first five years of the plan period (18.56 hectares). With 29.15 hectares of land carried forward from Stage 1 of the Pendle ELR Review (2013), in quantitative terms there is sufficient land readily available to meet this need over the first five years of the plan period.

**11.46** The Core Strategy also makes provision for the allocation of a strategic employment site (Policy WRK3), which will help to address qualitative and spatial needs in the M65 Corridor. It also provides a framework for the identification and protection of further employment land, in the broad locations identified for regeneration and growth. Where appropriate, new investment will be targeted to help to support housing and community regeneration initiatives. The creation of new and better employment opportunities in these areas will help to reduce levels of worklessness.

**11.47** The remediation<sup>(126)</sup> of previously developed land (PDL) is an often slow and expensive process, subject to an array of regulatory requirements. As such there is considerable pressure to regenerate so called Brownfield sites for higher value end-uses than employment. However, only where isolated employment uses are poorly located, unsuitable for modern business uses or considered to be bad neighbours (because they cause obvious nuisance or loss of amenity) will their redevelopment for alternative uses be considered.

**11.48** Those sites that continue to offer a high quality business environment, in an accessible and economically competitive location will be protected. Such sites make an invaluable contribution to the local economy as they are attractive to businesses considering relocation into the area, help

<sup>126</sup> Environmental remediation refers to the removal of pollution or contaminants from the ground for the general protection of human health and the environment.



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to improve the efficiency and competitiveness of local businesses looking to relocate or expand and most important of all create new, better and more secure employment opportunities that help to sustain the wider community. Offering protection to our best employment areas, by restricting the re-development of land within them for non-employment uses, will help to ensure that an adequate supply of good quality land and premises remains available for short, medium and long-term economic investment. It will also support sustainable development objectives and reduce the demand to allocate Greenfield land for employment uses.

**11.49** The sympathetic re-development or renovation of the best employment sites and premises within our urban areas will be a high priority in Pendle. Many of our established employment sites are located close to residential areas. This reduces the need for people to travel and makes access by sustainable modes of transport (e.g. walking or cycling) a realistic proposition. As such there should be a presumption in favour of retaining sites and premises, particularly where they play an important role in sustaining local employment and/or meeting regeneration objectives. The Protected Employment Areas identified in the Pendle Local Plan Part 2: Site Allocations and Development Policies, will have a strategic and/or local significance in terms of one or more of the following factors:

- They represent major concentrations of employment activity and/or have the potential to provide further employment.
- They are well located in relation to the strategic highway network.
- They provide the capacity to contribute to local regeneration initiatives.
- They offer good quality premises and/or development opportunities.

**11.50** Using the typologies in Towards a Sustainable Employment Land Strategy, the main focus for new employment provision in Pendle will be urban hub/gateway sites and those in town centres. These sites will focus on attracting investment that supports the key objectives highlighted in the annual LEP Growth Plan and the Pennine Lancashire Economic Strategy 2009-2020. This approach is in line with the main thrust of national planning policy, which seeks to direct employment towards urban centres. These are seen as the principal drivers of future economic growth and represent a move towards more sustainable patterns of development.

**11.51** A range of smaller neighbourhood opportunity sites will primarily support local regeneration needs. The potential for a 'land-use exchange' between housing and employment uses, to create mixed-use communities that better integrate housing with appropriate business activities, will be encouraged.

**11.52** The range of employment opportunities in rural areas is limited. Although employment in agriculture has declined, it will continue to play an important role, but there is a need to assist diversification in the rural economy. Successful rural renaissance will require finding new and imaginative uses for land and buildings. Opportunities to facilitate home-working will help to reduce the need to travel, but will require improvements to the existing Information and Communication Technology (ICT) networks in rural areas, in particular the upgrading of broadband connectivity. Superfast Lancashire is a collaboration between Lancashire County Council and BT, which will bring fibre-optic broadband to 97% of homes and businesses in the county by the end of 2015. The county's enterprise zones are a key priority as fibre-optic broadband will help local businesses to become more competitive, but will also be of significant benefit to those premises which currently receive downstream speeds of less than 2Mbps. This will make an important contribution to diversifying the range of businesses capable of operating from remoter rural areas in Pendle.

**11.53** Proposals for speculative development will normally be resisted, unless it can be demonstrated that it meets an identified local need. The type of development required will vary from location to location, so proposals for speculative development should be informed by an up to date economic strategy and/or supporting data.

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- 11.54** The Framework provides greater levels of encouragement to rural economic development. In Pendle the focus is likely to remain on supporting sustainable tourism and farm diversification, which capitalise on the natural, cultural and historic assets of the area. Increased levels of home-working are reliant on infrastructure improvements, particularly to the broadband network. More traditional forms of economic development will normally be directed to Rural Service Centres, although small scale development in Rural Villages may also be appropriate, especially where it takes advantage of existing buildings and previously developed land. Close to the urban areas recreational activities that are compatible with the Green Belt and/or do not detract from the open countryside may be appropriate.
- 11.55** This strategy supports both county-wide and sub-regional objectives by addressing economic under-performance and exploiting the area's strengths and potential. It will provide businesses with the best opportunity to remain economically competitive at a local, regional, national and even global level.
- 11.56** In helping to strengthen and diversify the local economy, we will improve productivity, increase the size and capability of the workforce and ensure that the local population has adequate access to a wide range of job opportunities. Proposals which facilitate the use of sustainable transport links between new and existing employment locations, both within and outside Pendle, and those which improve opportunities for education and training will be supported.
- 11.57** Details on employment land provision in the borough are updated annually in the Authority's Monitoring Report (AMR). This also records information for completions on Brownfield and Greenfield sites. The delivery of new employment sites should generally address the needs highlighted by the findings of the latest AMR.
- 11.58** Early delivery of the strategic site is considered necessary to show deliverability of the plan. Good quality employment land will need to be made available early in the plan period to ensure that Pendle is able to offer opportunities for new investment and growth as the economy emerges from recession, if it is not to lag behind other areas.
- 11.59** No specific concerns have been highlighted, with regard to the proposed delivery of employment land across Pendle. Developers should work closely with the utility companies and other infrastructure providers to ensure that the infrastructure requirements arising from their proposed development can be met, or whether the phasing of delivery is considered appropriate to secure the orderly and managed release of employment land over the plan period.
- 11.60** The Council will maintain an up to date Employment Land Review, and reflect Government advice that this should be aligned with its Strategic Housing Land Availability Assessment, including a reappraisal of the suitability of previously identified sites.

### Policy WRK 2

#### Employment Land Supply

The Council and its partners will ensure that 68.0 hectares (gross) of land is brought forward for employment uses – Use Classes B1, B2 and B8 – over the plan period. The Council will seek to identify and allocate at least 25 hectares of employment land over the lifetime of the plan, this figure represents the current shortfall from the projected requirement.

The need for new site provision will be informed by an up-to-date Employment Land Review and annual monitoring. The employment land portfolio will be reviewed every three years to ensure that it provides an appropriate range of sustainable sites that are attractive to the market and that at least 30% of the existing supply can be regarded as being immediately available. Any shortfall will be addressed by

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identifying a range of employment sites, for traditional employment uses (B1, B2, and B8) and other identified growth sectors, in the Pendle Local Plan Part 2: Site Allocations and Development Policies and/or any Area Action Plans or Neighbourhood Plans.

The provision of sites will follow the principles of the typologies set out in Towards a Sustainable Employment Land Strategy (Genecon, 2005). All sites should:

- Address the identified needs and locational requirements of businesses, as set out in the most up-to-date Pendle Employment Land Review.
- Help to diversify the local economic base.
- Be well located in relation to the public transport infrastructure.
- Be located on Brownfield rather than Greenfield land, unless local circumstances dictate otherwise.
- Consider the potential impact on the natural environment (Policy ENV1).

Support will also be given to schemes that provide the infrastructure necessary for new start-up and micro-businesses to become established and for small and medium-sized enterprises to grow.

The spatial distribution of new employment will be guided by Policies SDP2 and SDP4 and by:

- Directing new employment development to locations that are accessible by a variety of means of transport, or support neighbourhood regeneration, thereby contributing to sustainable development objectives.
- Identifying a range of employment sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies.
- Protecting the best of our existing employment areas from competing forms of development.
- Phasing delivery in those areas of the borough where the capacity of the existing infrastructure is unable to cope with the projected level of development, particularly on Greenfield sites.

Major employment proposals, particularly those requiring good transport links, should be located in the M65 Corridor, unless the proposal needs to be in close proximity to one or more existing businesses (clustering), or will make a significant contribution to diversifying the mix of employment in a particular area. Where an identified employment site is to be brought forward, which could potentially impact on the strategic road network, a detailed transport assessment may be required (Policy ENV4).

In the first instance employment uses should be directed to Protected Employment Areas or the Town Centres identified in Policy SDP5. Growth that meets identified local needs should, wherever possible, go to neighbourhood opportunity sites that are situated close to transportation hubs, or within high accessibility corridors.

Within the Protected Employment Areas only employment generating development proposals falling within Use Classes B1, B2 and B8 will be permitted, with the exception of a small allowance for the provision of public open space, shops and leisure facilities to serve the immediate needs of the area and reduce the need to travel.

Outside the Protected Employment Areas, existing employment sites and premises in accessible locations will be safeguarded where they are important to sustaining local employment and/or meeting regeneration objectives. Where isolated industrial uses cause nuisance or loss of amenity, alternative uses (including employment) may be considered appropriate, should the site become available.

Proposals for speculative workspace should address the type and size of premises needed in the immediate area, in order to help redress any imbalances that exist.

Where there is no reasonable prospect of a site allocated for employment use being used for that purpose, applications for alternative uses of land or buildings will be treated on their own merits having regard to market signals and the relative need for different land uses to support sustainable communities.

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Specifically employment land should be provided in accordance with the distribution identified in Policy SDP4 in the following broad locations, for the following purposes:

### **M65 Corridor**

The Key Service Centres in the M65 Corridor will be the main focus for new employment initiatives in Pendle. Within this area access to employment, both in terms of labour market connectivity to sites and the possession of appropriate skills to enter the job market are key issues. New employment development should seek to:

1. Develop the role of Nelson as the core location for employment and establish the town centre as the focus for new office development.
2. Encourage new employment development in Nelson and Colne town centres, which contributes to the improved efficiency of existing land and premises, minimising the need for additional land take-up.
3. Facilitate mixed-use development in Nelson and Colne town centres and where appropriate on Brownfield sites adjacent to transport hubs and the main accessibility corridors.
4. Promote mixed-use development that supports neighbourhood renewal initiatives and/or delivers schemes that improve the range of local employment opportunities.
5. Enhance the role of the Protected Employment Areas, which will be the focus for employment in Use Classes B1, B2 and B8.
6. Improve labour market connectivity by taking advantage of sustainable transport links between existing employment locations both within, and outside, the M65 Corridor.

### **West Craven Towns**

Barnoldswick will be the main centre for employment growth in West Craven, with Earby playing a supporting role. In the first instance all major employment generating projects will be directed to Barnoldswick. Support will be given to new employment development that helps to:

1. Reinforce Barnoldswick's position as the focus for employment provision in the north of the borough.
2. Enhance the functionality of the area's existing specialism in advanced manufacturing, allied to the aerospace industry.
3. Reduce the local reliance on manufacturing and helps to strengthen and diversify the local economy.
4. Enhance the role of the Protected Employment Areas, which will be the focus for employment in Use Classes B1, B2 and B8.

### **Rural Pendle**

Outside the built-up areas new employment development will be supported where it:

1. Supports existing agricultural activity.
2. Helps to strengthen and diversify the rural economy.
3. Supports the development of sustainable tourism, leisure or recreation.
4. Introduces, or improves, information and communication technology (ICT) networks, to support business and community use.
5. Is of an appropriate scale, character and design; or is for a high quality and innovative proposal.

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### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 6	
<b>SCS Priority Goals</b>	2	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Provide 45.09 hectares (net) of employment land between 2011 and 2030.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>20ha or less of the net employment land requirement has been developed by 2020.</li> <li>30ha or less of the net employment land requirement has been developed by 2025.</li> </ul>	
<b>Indicators</b>	EC01	Amount of new employment land/floorspace completed by: -Type, -Location.
	EC02	Amount of new employment land/floorspace completed on PDL by: -Type, -Location.
	EC03	Amount of new employment land/floorspace with an extant planning consent by: -Type, -Location.
	EC04	Amount of employment land/floorspace lost to alternative uses by: -Location (identifying the loss of mill sites).
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), Regenerate Pennine Lancashire, Lancashire County Council, Lancashire County Developments Limited.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Allocation and protection of employment land in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>Determination of planning applications through the Development Management process.</li> <li>Partnership working with regional and sub-regional partners to determine the (inward) investment requirements of public and private sector businesses.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Economic conditions do not improve sufficiently to bring sites forward as anticipated. (M)</li> <li>Viability is insufficient to bring forward sites for employment development. (M/H)</li> <li>Availability of finance for businesses to relocate to new premises. (M/H)</li> <li>Pressure to develop allocated employment areas for alternative uses. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Work with developers / partners to help remove barriers (e.g. renegotiating contributions, helping to identify funding opportunities).</li> <li>Consider an early review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Pennine Lancashire Economic Strategy 2009-2020</li> <li>Lancashire Enterprise Partnership: The Way Forward</li> <li>Lancashire Enterprise Partnership: Strategic Economic Plan - A Growth Deal for the Arc of Prosperity 2015-2025</li> <li>Lancashire Enterprise Partnership: Growth Plan (Annual)</li> <li>Lancashire County Council: Corporate Skills Framework</li> <li>Rural Development Programme for England – Pennine Lancashire: A Local Development Strategy 2009-2013</li> <li>Pendle Employment Land Review</li> </ul>	



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### Strategic Employment Site

#### Introduction

**11.61** Policy WRK2 establishes the overall requirement for employment land in the borough over the plan period, whilst Policy WRK1 indicates that additional employment land is required to:

1. Provide existing businesses with the opportunity to relocate and expand.
2. Facilitate new inward investment that will help to diversify and strengthen the local economy.
3. Provide additional, better quality and better paid employment opportunities within the borough that will help to:
  - a. Reduce the significant flows of Pendle residents who currently commute out of the borough for work.
  - b. Address the employment needs arising from a significant projected increase in the local population up to 2030.
  - c. Increase wealth and reduce levels of deprivation in some inner urban areas.

**11.62** The strategic employment site will have a complementary and sustainable relationship with other employment sites in the borough, ensuring that their valuable contribution to future growth, diversification and expansion is not compromised.

#### Context

**11.63** The Ministerial foreword in the Framework emphasises that development means growth and that the planning system must make positive decisions to ensure that growth occurs. In doing so local authorities should seek to balance the economic, social and environmental needs of their area, as these represent the Government's three cornerstones of sustainable development.

**11.64** One of the 12 planning principles in the Framework requires local authorities to "proactively drive and support sustainable economic development" and "responding positively to wider opportunities for growth". Plans should identify business and other development needs, take account of market signals and allocate sufficient land to meet the identified needs.

**11.65** In the section entitled "Building a strong, competitive economy" the Framework stresses the need for the planning system to promote sustainable economic growth (paragraph 19). It goes on to encourage local authorities to set criteria, or identify strategic sites, for local and inward investment, to match the strategy and to meet anticipated needs over the plan period (paragraph 21).

#### Strategy

**11.66** Projected increases in population and housing, together with a need to improve economic prosperity across the borough, require new opportunities for economic growth to be delivered as early as possible in the plan period. This will provide greater certainty for developers and businesses looking to invest, putting the borough in a position to benefit from new investment as the national economy starts to improve. A review of the commercial property market in the Pendle Employment Land Review (ELR) indicated a shortage of modern industrial units of between 465m<sup>2</sup> and 930m<sup>2</sup> (5,000-10,000ft<sup>2</sup>) within the M65 Corridor and sites capable of accommodating units of this size (paragraphs 5.35-5.37). It also noted that the supply of modern, good quality second-hand units throughout the borough is extremely limited with few sites capable of accommodating units over 930m<sup>2</sup> (10,000ft<sup>2</sup>).

**11.67** All the available evidence indicates that the provision of employment land to meet business demand and address local regeneration needs should be focussed on the M65 Corridor where the provision of a strategic site will help to:



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1. Provide an appropriate quantity, quality and mix of employment opportunities to meet the needs of the borough's current and future populations.
2. Address qualitative and spatial deficiencies within the existing employment site portfolio.
3. Demonstrate deliverability of the plan.

**11.68** The site selected will need to be of sufficient size to provide the larger plot sizes largely absent in the existing portfolio and the M65 Corridor, where both demand and need are greatest.

### Strategic Site Selection

**11.69** The ELR highlights a projected shortfall of 25.02 hectares (Policy WRK2) over the period 2011-2030, with a relative shortage of sites in the M65 Corridor.

**11.70** Significant topographic constraints and the extent of the Green Belt, in particular, limit the options for development in the M65 Corridor. A comprehensive assessment of potential sites has been carried out and the best available site – adjacent to the existing Lomeshaye Industrial Estate – selected based on the outcome of this process. The allocation of this land as a strategic employment site will, however, require a change to the Green Belt, which has five purposes:

1. To check unrestricted sprawl of large built up areas.
2. To prevent neighbouring towns merging into one another.
3. To assist in safeguarding the countryside from encroachment.
4. To preserve the special character of historic towns.
5. Assist in urban regeneration by encouraging recycling of derelict land.

**11.71** The Framework states that Green Belt boundaries should only be altered in exceptional circumstances and that when these are reviewed authorities should take account of the need to promote sustainable patterns of development. The ELR shows a requirement for additional employment land over the plan period. The review of sites in the ELR indicates that a site adjacent to the existing Lomeshaye Industrial Estate would fulfil this requirement. This would require the release of Green Belt land and there are exceptional circumstances to justify its release, as it is the only site which:

- can provide the identified level of development
- is suitably accessible from the motorway.

**11.72** Given the nature of the demand (i.e. for larger better quality sites and premises close to the motorway), the provision of a strategic employment site within the M65 Corridor is regarded as the most viable option when considering all three pillars of sustainable development - i.e. Economic, social and environmental impacts. A dedicated employment site would provide the right environment to attract new businesses and job opportunities to Pendle, as well as providing a destination that would facilitate the future relocation or expansion of local enterprises.

**11.73** The existing Lomeshaye estate is accessible by sustainable modes of transport from areas of localised deprivation in both Nelson and Brierfield and there is scope to link into existing bus services. Whilst development would result in the loss of an area of Green Belt, this would not impact on its overall role in this location or to its general extent. Any loss would be significantly outweighed by the economic, social and environmental benefits a new employment site would help to bring about. Overall the site has considerable advantages over any alternatives in terms of its relationship to existing businesses, accessibility and the infrastructure necessary to bring the site forward.

**11.74** There are also a number of additional benefits for the promotion of the site including; its location in relation to the towns in the M65 Corridor, the supporting infrastructure and proximity to the local workforce.

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- 11.75** The strategic site accounts for just 1.4% of the 2,067 hectares of Green Belt in the borough. It covers a total area of 30.59 hectares (including structural landscaping, SuDS schemes, wildlife corridors etc.) and offers a net developable area of approximately 16 hectares. However, it is the purpose of this land that is the determining factor in deciding whether it can be released from the Green Belt. The main purpose of the Green Belt in Pendle is to "contain the outward expansion of the urban areas and to encourage individual settlements to maintain their own identity and character".<sup>(127)</sup> In summary the allocation of the land as a strategic site would:
- Not lead to unnecessary or unjustified urban sprawl.
  - Not result in neighbouring towns merging together.
  - Not have an adverse impact on the special character of a historic town.
- 11.76** Whilst the site will clearly encroach into the open countryside, the A6068 to the north and Old Laund Clough to the west represent clear and defensible barriers to expansion and further encroachment into the countryside. The recycling of land, to assist urban regeneration, is a key objective of the Core Strategy and has been carefully considered in the context of the employment land supply. Whilst the plan as a whole encourages the re-use of previously developed land, there are insufficient Brownfield sites available to meet the economic needs identified in the ELR.
- 11.77** Whilst it is recognised that origin and destination employment patterns are complex, the site would have a good functional relationship with Key and Local Service Centres in the M65 Corridor, allowing residents the opportunity to seek employment in close proximity to their homes. In addition, the site is attractive to the market, and has good links with strategic transport and communications networks.
- 11.78** Parts of the site alongside Pendle Water lie within Flood Zones 2 and 3. This will place some restrictions on the types of development that can be accommodated on this area of the site (Policy ENV7).

### Policy WRK 3

#### Strategic Employment Site: Lomeshaye

The development of a strategic employment site at Lomeshaye for B1, B2 and B8 uses will be supported subject to the following criteria being met:

- a. The site is adequately connected by a new road to the primary road and motorway network and is accessible by public transport, walking and cycling; and
- b. Early engagement between the applicant and infrastructure providers is carried out to address any capacity issues and ensure the relevant infrastructure (e.g. utilities, broadband etc) is provided (Policy SDP6).
- c. A high quality landscaping scheme is developed, incorporating and enhancing natural environmental features, as appropriate, but particularly where they relate to wider landscape character or ecological considerations.
- d. A detailed development brief (including a design code) is prepared to demonstrate that the site will be developed in an appropriate manner.
- e. The development addresses any potential environmental impacts (Policy ENV1).

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Proposals for B1(a) office uses will normally be directed to town centres, transport hubs or high accessibility corridors, in line with Policies WRK2 and WRK4. Any planning applications for such uses will, therefore, be subject to a sequential test and should be accompanied by an impact assessment.

### Monitoring and Delivery

<b>Strategic Objectives</b>	6	
<b>SCS Priority Goals</b>	2	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver strategic employment site within the first five years of the plan.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>Developer not on-site by 2017.</li> <li>Development Brief not prepared by the end of 2016.</li> </ul>	
<b>Indicators</b>	EC01	Amount of new employment floorspace completed by: -Type, -Location.
	EC03	Amount of new employment floorspace with an extant planning consent by: -Type, -Location.
<b>Delivery Agencies</b>	Pendle Borough Council (Joint Venture Company).	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Allocation of the site in the Core Strategy.</li> <li>Determination of planning applications through the Development Management process.</li> <li>Public and private investment.</li> <li>Preparation of a Development Brief for the site.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Economic conditions do not improve sufficiently to bring site forward as anticipated. (M)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Consider a longer phasing approach to the delivery of the site.</li> <li>Consider identifying and bringing forward alternative site(s).</li> <li>Consider an early review of the plan.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>National Planning Policy Framework</li> <li>National Planning Practice Guidance</li> <li>Lancashire Enterprise Partnership: The Way Forward</li> <li>Lancashire Enterprise Partnership: Strategic Economic Plan - A Growth Deal for the Arc of Prosperity 2015-2025</li> <li>Lancashire Enterprise Partnership: Growth Plan (Annual)</li> <li>Pennine Lancashire Investment Plan</li> <li>Pendle Jobs and Growth Strategy</li> <li>Pendle Employment Land Review</li> </ul>	

## Working: Creating a Dynamic and Competitive Economy 11

### Retailing and Town Centres

#### Introduction

- 11.79** New retail development is an important part of any economic growth strategy. Goal 2 of the Sustainable Community Strategy acknowledges the need for viable and vibrant town centres with decent shops, whilst Core Strategy Strategic Objective 7 seeks to increase the choice, variety and quality of the retail offer and promote uses that contribute to the creation of a well-balanced, safe and socially inclusive night-time economy in our town centres.
- 11.80** The move towards internet shopping, combined with other trends such as the big fashion retailers' increasing preference for concentrating their outlets in the most lucrative shopping centres, means that wholesale retail-led redevelopment may never again be a viable option for many smaller towns.
- 11.81** Ensuring that everyone has access to a range of shops that meets their daily needs is important to delivering Pendle's sustainable communities agenda. Policy SDP5 sets out our vision and strategy for a functional network and hierarchy of retail centres across the borough. These centres will play an important role in delivering sustainable and inclusive communities, not only providing access to shops but also to offices, community, leisure and cultural facilities.
- 11.82** The centres of our towns and villages must support a diverse range of uses and offer a high quality environment if they are to continue to be places that people wish to visit. Promoting the growth of retailing and other town centre uses such as leisure, entertainment, arts, culture, tourism, offices and housing, particularly as part of mixed-use developments, will help to maintain the vitality, viability, diversity and character of our existing centres. It will also help to support urban and economic regeneration, making a significant contribution to delivering strong, vibrant and healthy communities. But, it is important that the scale and type of development should be appropriate to the future role of the town or local shopping centre.
- 11.83** Outside the defined retail centres, local shopping opportunities will continue to play an important role in the daily life of our many neighbourhoods.<sup>(128)</sup> Small scale shops provide for local needs, allowing people to carry out top-up shopping without the need to travel into town centres. Opportunities to enhance neighbourhood shopping opportunities may exist, without having an adverse effect on the overall objective of strengthening the role of our town and local shopping centres. Similarly specialist shopping provision, outside the functional retail hierarchy, may be appropriate to help support local tourism initiatives.

#### Context

- 11.84** The Framework reflects the importance of securing the future vitality and viability of town centres through the use of a sequential test that requires developers to consider appropriate town centre sites first, followed by edge-of-centre locations and finally out-of-town sites.
- 11.85** To assist regeneration and growth, retail development should be consistent with the scale and function of the centre and not undermine the vitality and viability of any other centre, or result in the creation of unsustainable shopping patterns.
- 11.86** Whilst acknowledging that some of our shopping requirements will continue to be met outside the borough, the retail and wholesale trades remain a major local employer, particularly in the towns of the M65 Corridor, accounting for approximately one-fifth of the workforce.<sup>(129)</sup> Jobs in the retail sector are typically part-time, low paid and filled by young people. The predominance of small family owned businesses in Pendle means that there are few management opportunities for graduates.

128 Department for Communities and Local Government (2012) *Parades of Shops: Towards and Understanding of Performance and Prospects*. London: Department for Communities and Local Government.

129 The official statistics under-record actual employment in retailing, as the figures exclude those in self-employment and unpaid family members.

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- 11.87** The loss of skilled manufacturing jobs, and their replacement by low-level service sector employment, has contributed to lower than average wage levels and reduced spending power in the local population.
- 11.88** Nelson remains the main retail and commercial centre in Pendle, but its preeminent role has diminished over recent years. Increased levels of personal mobility mean that the town has faced greater competition from neighbouring centres, particularly neighbouring Burnley and out-of-town facilities as far away as the Trafford Centre near Manchester. The loss of high quality niche shops to Barrowford and the growing reputation of Colne as a shopping destination have also made Nelson town centre a less attractive retail destination.
- 11.89** Today Nelson town centre primarily serves a local catchment. Our foremost concern is to arrest the decline of the town centre and enhance its role as a shopping destination of choice. Its reduced role has resulted in high vacancy levels and a decline in environmental quality, so securing new investment that directly, or indirectly, helps to improve the retail offer in terms of both quantity and quality will be a priority. Recent investment in new employment and community facilities within the town centre has sought to arrest the decline. The Number One Market Street office development and the Arts, Culture and Entertainment (ACE) Centre in Nelson have introduced additional footfall into the town centre<sup>(130)</sup> and this needs to be converted into sales. An improvement in the quality of the retail offer will be essential, if this is to happen.
- 11.90** Colne offers a diverse mix of quality shops, essential services, leisure and recreation facilities, successfully catering for the needs of the local community and visitors to the area. In recent years Colne has established itself as a successful and attractive shopping destination, drawing interest from major retailers and developers. It is the only town centre in Pendle with an established and successful night-time economy, focused on a number of leisure destinations and high quality restaurants along the town's 'high street'. Its central position within Pendle and greater distance from the larger retail centres of Burnley and Blackburn, means that it represents the borough's main opportunity for future growth in retailing and leisure.
- 11.91** Although long regarded as a market town, it is only recently that Barnoldswick has established a traditional weekly market. There are few high street chains to be found in a town centre where the shops tend to be small, independent and locally owned; focused on serving the day-to-day needs of the people who live and work in rural West Craven.
- 11.92** Smaller centres are important in providing for the day-to-day needs of local communities in both urban and rural areas. Their *raison d'être* may be different, but they all play a particularly important role for those people who are less mobile, such as the elderly or those without access to a car. With the exception of Barrowford, a village widely known for its mens and ladies designer fashion outlets, our Local Shopping Centres play an essential role in supporting sustainable communities, by providing a more limited range of shops and essential services.
- 11.93** To ensure that our town and local shopping centres are vibrant and attractive places to visit and do business, we need to introduce new retail opportunities and other complementary uses. This is especially important in those centres which have seen a weakened performance over the last few years. The scale of any new development should reflect the role and function of the centre in which it is located (Policy SDP5) and also have regard to the "town centre first" approach as outlined in the Framework.
- 11.94** Since the Pendle Retail Capacity Study was updated in 2012, over 10,000m<sup>2</sup> of retail floorspace has been completed or granted planning permission for the sale of convenience goods (5,188m<sup>2</sup>) or comparison goods (4,976m<sup>2</sup>).<sup>(131)</sup>

130 Footfall refers to the number of people visiting a shopping centre, or shop, within a specified period of time.

131 Both these figures are ahead of the identified requirements for the period up to 2023, whilst that for convenience retail is also in excess of the total requirement to 2033. The remaining capacity for comparison goods from 2023 to 2033 is 2,0044m<sup>2</sup>.



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### Strategy

- 11.95** Projected population growth provides a positive backdrop for future retail development in Pendle. To meet customers' increasing demand for choice and convenience, we will seek to provide a vibrant shopping experience, in locations that are both sustainable and attractive to potential investors.
- 11.96** Distributing provision in accordance with the retail hierarchy, set-out in Policy SDP5, will help to ensure that everyone can access a range of shops that meets their needs in the most sustainable way. The opportunities to develop individual centres beyond their existing role are limited, but there is some scope.
- 11.97** Promoting the vitality and viability of the borough's shopping centres requires a combination of factors:
- improving the range and quality of existing retail facilities;
  - directing the type and scale of development to the most appropriate location; and
  - reducing vacancy levels.
- 11.98** The provision of additional retail floorspace will be guided by the Pendle Retail Capacity Study (2007) and its 2012 refresh, annual updates of the Authority's Monitoring Report, and the retail hierarchy defined in Policy SDP5 of this Core Strategy.
- 11.99** Development proposals for town centre uses – retail, leisure, entertainment facilities, offices, arts, culture and tourism – will continue to be focused on the town and local shopping centres identified in Policy SDP5. The scale and type of any new development should be appropriate to the future role of a particular town or local shopping centre. Redressing any imbalances or deficiencies in the local provision of convenience and comparison shopping opportunities or service and leisure-based activities, in order to improve a centre's offer relative to its role and function, will help to bring forward more sustainable patterns of use. The result will be a functional network of centres which offer a wide range of services and provide genuine choice, in a high quality environment that continues to serve the needs of its catchment population.
- 11.100** To provide an appropriate mix of uses that help to maintain the vitality and viability of these centres as retail destinations it may be necessary to resist further retail development in edge-of-centre and out-of-centre locations. A sequential approach will underpin our retail strategy; helping to focus new retail development in our town and local shopping centres. Where a proposal is submitted for a town centre use in an edge-of-centre or out-of-centre location, the applicant will be required to follow the assessment requirements set out in the Framework.
- 11.101** Where a sequentially preferable location within a town or edge-of-centre location cannot be identified, the Council will take a pragmatic approach. Preferred locations will be adjacent to existing uses that are, or can be, well served by public transport, so that multiple (shopping) trips can be accommodated in a single journey. Such developments will only be acceptable where they can be achieved without prejudicing other elements of this Core Strategy. Established out-of-centre sites at White Walls in Colne and Junction 12, Brierfield are considered to have the potential for further improvement. The 2012 update of the Pendle Retail Capacity Study revealed limited scope for growth in convenience retailing, up to the end of the plan period. As such there is no need to allocate additional land for a food store in Pendle at this time.
- 11.102** To encourage a vibrant mix of activities within our town and local shopping centres, a Primary Shopping Area will be defined in the town centres of Nelson, Colne and Barnoldswick. Within these areas shopping uses will be expected to predominate. To further assist this objective in all town and local shopping centres, primary and secondary shopping frontages will also be identified, where



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restrictions will be placed on the amount of non-shopping uses that can be present within a defined frontage.<sup>(132)</sup> The annual Retail Occupancy Survey will help to ensure that planning decisions are based on reliable and up-to-date information.

- 11.103** The majority of new comparison floorspace will be provided in Nelson and Colne, to enhance their current position in the shopping hierarchy. In local shopping centres, the primary focus will be on the provision of convenience goods, although comparison shopping may be appropriate to meet an identified local need, or where it contributes to the achievement of sustainability objectives. In Rural Service Centres (Policy SDP2), the focus will be almost exclusively on top-up convenience shopping and the provision of local services although, where appropriate, niche trading outlets serving the tourist market will also be permissible. Development that seeks to improve the functionality and role of these centres will be encouraged, particularly where it includes finding uses for any vacant properties and improving the overall environmental quality, functionality and accessibility of the centre.
- 11.104** In neighbourhoods that are not well serviced by existing retail provision, particularly in terms of convenience goods, new development may be appropriate to address this deficiency and overcome the problem of social exclusion within these areas.
- 11.105** New developments for tourism or leisure related shopping may also be appropriate in sustainable locations, particularly where tourism, leisure and hospitality activities already exist, or are proposed. In such circumstances the provision of retail units can represent an added attraction, helping to increase Pendle's appeal as a visitor destination.
- 11.106** Consideration of the human dimension will be integral to the way in which we try to shape places that are locally distinct, endure over time and are responsive to the changing needs and aspirations of the people who live and work in, or visit, our towns. Town centres are the heart of our communities and are an expression of their culture and identity. As well as shops they should also provide a range of leisure, recreation and cultural activities.
- 11.107** All these elements play an active role in establishing vibrant town centres and stimulating the night-time economy. Evening and night-time activities are a fundamental part of a town centre's viability because they ensure the vitality of an area beyond normal working hours. Marketing Lancashire's 'Night Time Buzz' campaign seeks to develop this aspect further recognising that the night-time economy can be a significant economic driver, create a substantial number of local jobs and act as a catalyst for positive regeneration. But, the cumulative effect of night-time uses can be detrimental to the quality of the customer, visitor and resident experience. Issues must be carefully managed in order to promote inclusive and vibrant town and city centres capable of making a positive contribution to an urban renaissance (also refer to Policy WRK5).
- 11.108** The Framework requires local planning authorities to understand and take account of the health status and needs of the local population. There are acknowledged gaps in the existing evidence linking retail activity and poor health. However, where such effects can be evidenced, detailed planning policies in the Pendle Local Plan Part 2: Site Allocations and Development Policies or any neighbourhood development plans will seek to put in place measures to help improve the health and well-being of the local populace.
- 11.109** In combination the availability of an appropriate range of shops, key public services and cultural assets in our towns and villages, are of fundamental importance in attracting current and future residents to consider sustainable urban living.

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### Policy WRK 4

#### Retailing and Town Centres

The Town and Local Shopping Centres, identified in Policy SDP5, will be the primary focus for retail development in Pendle.

To support the spatial development strategy (Policies SDP2 and SDP5), all retail applications that are intended to serve a borough-wide catchment should be located in Nelson or Colne.

These, and all other applications or allocations for retail and main town centre uses, should identify sites or premises that are suitable, available and viable by following the sequential approach, which requires them to be located in order of priority:

1. Town and local shopping centres, where the development is appropriate in relation to the role and function of the centre.
2. Edge-of-centre locations, which are well connected to the existing centre and where the development is appropriate to the role and function of the centre.
3. Out-of-centre sites, which are well serviced by a choice of means of transport and have a higher likelihood of forming links with a nearby centre.

All development within a Town Centre or Local Shopping Centre should seek to make a positive contribution to:

- Safeguarding the retail function of the centre.
- Improving the vitality and viability of the centre.
- Improving the overall mix of retail and other land uses.
- Supporting the creation of a comfortable, safe, attractive and accessible shopping environment.
- Enhancing access to the centre by sustainable modes of transport, and encouraging multi-purpose trips.

The re-occupation of vacant floorspace, or the re-development of existing sites, within a Town Centre or Local Shopping Centre will be prioritised for all forms of retail development. The Council will also promote uses which help to create active street frontages and a vibrant public realm, such as shops, cafés, restaurants, cultural and leisure uses. Mixed-use schemes that include a proportion of housing may also be appropriate provided that this does not undermine the economic role of the centre.

To help promote vitality, and maintain viability, we will seek to prevent high concentrations of non-shopping uses within the Primary Shopping Area and Primary and Secondary Shopping Frontages.<sup>(133)</sup>

Retail proposals on edge-of-centre or out-of-centre sites will generally be resisted. Any applications of this nature must follow the approach for site selection set out in the Framework. This includes sequential and impact test (paragraphs 24 and 26 respectively), which may also require the potential effects on centres beyond the borough boundary to be considered.

There is limited potential to provide additional floorspace for convenience retail up to 2023 and beyond this date up to the end of the plan period. However, there may be a qualitative need to deliver greater consumer choice and enhance the vitality and viability of existing centres. Where possible, any new convenience retail development should re-use existing sites and premises within a Town Centre or Local Shopping Centre.

133 The extent of the Primary Shopping Area and the Primary and Secondary Shopping Frontages and relevant thresholds will be set out in the Pendle Local Plan Part 2: Site Allocations and Development Policies.

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The provision of additional comparison retail floorspace within the town centres of Nelson and Colne will be supported, in order to help maintain and enhance their position in the shopping hierarchy.

Within the settlements identified in Policy SDP2, the provision of small-scale retail uses that enable people to meet their daily needs for convenience shopping, within walking distance of their homes and places of work, will be encouraged, particularly where they relate to the re-opening of village or corner shops. Outside these settlements the provision of small-scale retail units that meet the growing demand for local produce, or which help to support local tourism, may be appropriate. Criteria influencing the location of retail facilities, outside the defined town and local shopping centre boundaries, will be set out in the Pendle Local Plan Part 2: Site Allocations and Development Policies.

Proposals for hot food take-aways in close proximity to establishments that are primarily attended by children and young people will be resisted in support of initiatives to help reduce childhood obesity and improve the overall health prospects of young people.

### **M65 Corridor**

The Town Centres in the M65 Corridor will be the main focus for new retail development.

In the Local Shopping Centres of Brierfield and Barrowford comparison retail development should be consistent with the scale and nature of the centre and not serve a borough-wide catchment.

In Nelson and Colne town centres, we will encourage socially inclusive uses that help to improve their vitality and viability in the early evening and into the night.

This will be achieved by:

1. Promoting uses that complement and/or enhance the provision of arts, culture and entertainment facilities (including the existing ACE Centre) in Nelson town centre.
2. Enhancing the range of leisure and cultural facilities in Colne town centre, including restaurants and cafes (A3 uses).

Proposals should not:

1. Compromise the safety and enjoyment of local residents, in terms of noise, disturbance and increased traffic.
2. Exacerbate problems in areas where there is already a concentration of restaurants and cafes (A3 uses), drinking establishments (A4 uses), or nightclubs.

### **West Craven Towns**

Development in Barnoldswick Town Centre and the Local Shopping Centre of Earby should be consistent with the scale and nature of the centre and not serve a borough-wide catchment.

Barnoldswick is the main focus for shopping in the north of the borough. Its primary role is to serve the day-to-day needs of West Craven residents and to complement retail provision in Nelson and Colne.

All major retail applications should be located in Barnoldswick Town Centre, or on an edge-of-centre site in the town, whilst retail development in Earby will have a more localised role.

### **Rural Pendle**

The Rural Service Centres (Policy SDP5) will be the primary focus for new retail provision to serve the needs of the rural community. Elsewhere any retail development must be sustainable and serve an identified local need, or a niche tourism market.

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## Monitoring and Delivery

<b>Strategic Objectives</b>	6, 7	
<b>SCS Priority Goals</b>	1, 2	
<b>Targets</b>	<ul style="list-style-type: none"> <li>Develop new floorspace for both convenience and comparison retail uses.</li> <li>Increase the take-up of existing floorspace for retail uses.</li> <li>Reduce the number of vacant premises in designated shopping centres.</li> <li>Increased employment in retailing.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>Delivery of convenience and comparison retail floorspace are not in line with the projections in the Retail Capacity Study by 2023.</li> <li>The number and/or percentage of town centre premises in non-retail uses shows an increase in three consecutive years.</li> <li>The number and/or percentage of vacant town centre premises shows an increase in three consecutive years.</li> <li>No net increase in retail employment by 2020.</li> </ul>	
<b>Indicators</b>	EC07	Employment levels by: -Age, -Sector.
	EC12	Amount of new retail / town centre floorspace completed by: -Type, -Location.
	EC13	Town centre occupancy levels (including vacancy levels) by: -Type, -Location.
	EC14	Amount of floorspace for retail / town centre uses with an extant planning consent by: -Type, -Location.
	EC15	Amount of new retail / town centre floorspace completed on PDL by: -Type, -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), Regenerate Pennine Lancashire, Marketing Lancashire, private sector businesses and developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>The objectives of this policy will primarily be delivered through the Development Management process.</li> <li>Retail allocations, primary and secondary shopping areas/frontages will be identified in the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>Partnership working with other regional and sub-regional partners, to determine the (inward) investment requirements of retailers.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>Economic conditions do not improve sufficiently to bring sites forward as anticipated. (M)</li> <li>No interest from private sector in developing new retail floorspace in town centre locations. (M/H)</li> <li>Reduction / loss of funding to improve the town centre environment. (M/H)</li> <li>Suitable sites for major retail development are not available in the main town centres. (H)</li> <li>Major retail operators pursue development in out-of-centre locations. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>Work with developers / partners to help remove barriers to investment.</li> <li>Work with developers / partners to help identify alternative funding opportunities.</li> <li>Market and promote the borough's town centres as attractive retail destinations.</li> <li>Liaise with key partners (e.g. PBC Economic Development, landowners, developers) to market and help bring forward sites in appropriate locations.</li> </ul>	

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### Key Linkages

- National Planning Policy Framework
- National Planning Practice Guidance
- Nelson Town Centre Masterplan
- Pendle Retail Capacity Study (2007)
- Pendle Retail Study (2012)
- Pendle Retail Survey

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### Tourism, Leisure and Culture

#### Introduction

- 11.110** Tourism makes a major contribution to the regional economy and makes a vital and increasing contribution to the Pendle economy. It provides many jobs, generates significant revenues, supports local communities and helps to maintain and improve many valuable assets. Within Pendle, visitor numbers rose 4% from 2.41m in 2011 to 2.51m in 2012 with a corresponding increase of 8% in tourism spend (from £89.92m to £96.68m). Jobs supported stood at 1,452 in 2012, up 4% from 1,397 in the previous year.
- 11.111** Tourism also makes a valuable contribution to the environmental and social well-being of the borough. The positive images that it provides influence how people feel about places and can affect future decisions on where they want to live, work, visit, learn or invest.
- 11.112** Tourism offers one of the best opportunities for diversifying and strengthening the economy of our rural areas. But, our rich industrial heritage has also helped to attract tourists into our towns and villages. Tourism contributes, directly and indirectly, to a wide range of businesses and activities. Those such as hotels, bed and breakfast establishments, restaurants and cafes support food and drink supply chains, whilst activities such as walking and cycling, support retailing and help to retain local services in remote rural areas.
- 11.113** Future developments will be expected to focus on the provision of new and complementary facilities to support the existing tourism product. The main appeal for tourists visiting the area are the high quality of the natural environment and historic built heritage. It is important to protect and enhance these vulnerable assets. If left unmanaged, the impact of visitors on the environment, the transport infrastructure, local services and facilities could be significant.
- 11.114** Enhancing the appearance and role of our town centres is also important in helping to increase visitor spend and investment in Pendle (Policy WRK4). In combination tourism, culture, leisure and retailing all make a vital contribution to urban regeneration in its widest sense, by shaping the way in which we view, use and value places. They add richness and interest to our lives and are a powerful tool in making Pendle a place where people want to live, work, learn, play and visit. In turn, the places we create shape the relationships between the different groups of people that make up our community. How and where people engage with each other and participate in leisure activities is important in terms of social inclusion and enhancing quality of life.
- 11.115** At present, day visitors are by far the largest tourist market for Pendle. If the borough is to compete effectively as a tourist destination, it needs to enrich the visitor experience, particularly for staying customers, an area of the tourist market that remains relatively undeveloped. Equally important is the need to reduce seasonality by providing a range of adaptable, year-round, attractions and activities that are not dependant on the weather, in order to capture and maintain the customer base. As such new facilities, like the Arts, Culture and Entertainment (ACE) Centre in Nelson and the Rainhall Centre in Barnoldswick have been designed to be multi-purpose venues that cater for the needs of the local community and visitors alike.

#### Context

- 11.116** Tourism, leisure and culture are central to the process of regeneration, but are all too often regarded as a non-essential addition to our everyday needs.
- 11.117** Government guidance outlines the advantages of sustainable tourist development, and the importance of the visual and environmental visitor experience. The Government believes that rural communities can make a major contribution to achieving economic recovery and see them playing an enhanced role by supporting new development that allows them to achieve their full economic



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potential.<sup>(134)</sup> This is reflected in the Framework, which promotes development, including the re-use of existing buildings, in the open countryside where it supports economic development and/or enhances the role and function of market towns and villages. The NPPG pays particular attention to caravan, camping and chalet development in high flood risk areas.

- 11.118** Visit Britain research shows that the country's greatest strengths are its unspoilt countryside, its history and its heritage. The biggest priorities and opportunities lie in developing the outdoors product, and Pendle is well placed to deliver on all these experiences. To date sustainable tourism has been a key element in delivering economic growth and improvements to the quality of life experienced by people living in our rural areas.
- 11.119** The Leeds and Liverpool Canal and the rich industrial heritage found along its banks provides an ideal opportunity to exploit both the leisure and business tourism markets. It flows through Nelson and Brierfield, two places with a poor perception and relatively weak investment yields. In combination these factors are limiting their ability to attract new investment. Tourism can play an important role in helping to provide an improved image and stronger sense of local identity for these towns.

### Strategy

- 11.120** In an area where unspoilt countryside and the quality of our built heritage and urban townscapes are the principal attractions for many visitors, the social and economic benefits of any new tourism development must be carefully balanced against its potential impact on the wider environment.
- 11.121** We will seek to support sustainable tourism by encouraging the provision of facilities and tourist accommodation within the towns and villages of Pendle, wherever possible. The centres of our towns already contain a number of leisure and cultural facilities, and these add significantly to the quality of life for residents and visitors alike.
- 11.122** Rural economic development in the borough will focus on the expansion of the tourism and outdoor leisure industry, capitalising on the unique natural, cultural and historic assets of the area. Activities such as walking, cycling, riding and heritage based tourism, which have a minimal impact on the environment will be supported. Whilst the Forest of Bowland Area of Outstanding Natural Beauty (AONB), which includes the area around Pendle Hill, is recognised as an important tourist attraction in its own right, tourism development opportunities should seek to spread the economic benefits across a wider footprint.
- 11.123** Future development and management of the public realm, heritage and natural assets will value the importance of the visitor economy. But new development for tourism, leisure and culture should not exceed the capacity of the associated environment or its communities (Policy SDP2). The countryside will reach its full potential through sensitive and sustainable development, and any new facilities or accommodation should be appropriate to the locality and acceptable in terms of AONB or Green Belt policies. This reinforces the objective of the regional tourism strategy, which states that the main appeal of the area will be well-kept historic towns and villages and beautiful countryside where attractions will reinforce a strong sense of place and local identity.<sup>(135)</sup>

134 Commission for Rural Communities (2010) Agenda for Change: Realising the Economic Potential of England's Rural Areas. London. Commission for Rural Communities.

135 Lancashire and Blackpool Tourist Board (2006) Visitor Economy Strategy 2006-2016. Chorley, Marketing Lancashire.

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### Policy WRK 5

#### Tourism, Leisure and Culture

Proposals associated with the provision of new or improved facilities for tourism, leisure and cultural activities, including accommodation for visitors, will be supported where they:

1. Promote sustainable tourism associated with walking, cycling, waterways and the appreciation of the area's natural and historic environment.
2. Help to improve the quality and diversity of the existing tourism offer, and extend the tourist season.
3. Do not result in a significant increase in car usage and are readily accessible by public transport, and sustainable modes of transport (e.g. walking and cycling).
4. Support conservation, regeneration and/or economic development objectives, including the promotion of cross-border initiatives.
5. Are of an appropriate scale and will not have a significant detrimental effect on the natural or historic environment, local amenity or character of the area.
6. Achieve high environmental standards in terms of design and accessibility.

#### M65 Corridor and West Craven Towns

New development aimed at attracting people into our towns will be expected to comply with a sequential approach, which prioritises sites and premises that are located alongside an existing, or complementary, use:

1. Within a designated town centre.
2. Adjacent to a transport hub.
3. In a high accessibility corridor.
4. Alongside the Leeds and Liverpool Canal.

To encourage socially inclusive tourism, leisure and cultural uses that help to improve the vitality and viability of Nelson and Colne Town Centres in the early evening and into the night proposals should also have regard to Policies WRK4, SUP1 and SUP4, as appropriate.

#### Rural Pendle

Expansion of the rural economy and farm diversification projects will be supported by promoting the re-use of existing buildings of traditional design and construction and by allowing extensions to existing business premises. Premises alongside the Leeds and Liverpool Canal provide a unique opportunity to preserve our industrial heritage, whilst creating new employment opportunities.

New build schemes should typically be of traditional design although innovative contemporary schemes with high design values may also be acceptable. All new development should be at a scale that is appropriate and in keeping with the area in which they are located.

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### Monitoring and Delivery

<b>Strategic Objectives</b>	6, 7, 9, 10	
<b>SCS Priority Goals</b>	1, 2, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Create additional floorspace for tourism, leisure and cultural uses.</li> <li>• Increase the number and percentage of people employed in tourism.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• No net increase in floorspace for tourism, leisure and cultural uses by 2020.</li> <li>• No net increase in tourism employment by 2020.</li> </ul>	
<b>Indicators</b>	EC07	Employment levels by: -Age, -Sector.
	EC16	Amount of floorspace completed for Tourism, Leisure, and Culture by: -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Leisure Trust, Pendle Enterprise and Regeneration Limited (PEARL2), Regenerate Pennine Lancashire, Forest of Bowland AONB, Marketing Lancashire, Canal and River Trust, private sector businesses and developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• The objectives of this policy will primarily be delivered through the Development Management process.</li> <li>• Partnership working with other regional and sub-regional partners will help to determine the investment requirements of the public and private sectors.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Economic conditions do not improve sufficiently to support growth in the tourism sector. (M)</li> <li>• No interest from private sector in developing new tourist facilities in the borough. (M)</li> <li>• Lack of funding for tourism projects. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with developers / partners to help remove barriers to investment.</li> <li>• Work with developers / partners to help identify alternative funding opportunities.</li> <li>• Market and promote the borough as an attractive tourist destination.</li> <li>• Liaise with key partners (e.g. PBC Economic Development, landowners, developers) to market and help bring forward sites in appropriate locations.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Lancashire and Blackpool Visitor Economy Strategy, 2006-2016</li> <li>• Coordinated Actions for Rural Lancashire</li> <li>• Pennine Lancashire Economic Strategy 2009-2020</li> <li>• Pennine Lancashire Investment Plan</li> <li>• A Sustainable Tourism Strategy for Pendle</li> <li>• Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective</li> </ul>	

## Working: Creating a Dynamic and Competitive Economy 11

### Designing Better Places to Work

#### Introduction

- 11.124** This policy is concerned with the design and layout of places where work is the primary function, such as factories, warehouses and offices. It does not specifically relate to places such as schools, hospitals and shops, where work is not the main purpose, although these establishments also provide employment.
- 11.125** Design, be it good or bad, helps to establish people's views about a particular building or place and influences their overall impression of the area in which it is located. This is particularly true for the workplace, where quality of life factors, including quality of place, are increasingly important in attracting private sector investment and skilled workers.<sup>(136)</sup>
- 11.126** The biggest asset for any business is its employees. Creating an environment in which people want to work has been shown to have a positive effect on the morale of the workforce, aid staff retention and recruitment, improve productivity, enhance economic performance and raise the profile of the business.
- 11.127** In addition to being well designed, new workplaces should also be sustainable in terms of their location, the techniques and materials used for their construction, energy efficiency, water and waste management and their implications for biodiversity. The general design principles addressed in Policy ENV2 will also be relevant to the provision of new workspace, and Policies ENV1-7 and WRK2 may also need to be considered. Detailed policies addressing specific aspects of building design will follow in the Pendle Local Plan Part 2: Site Allocations and Development Policies and are also addressed in the Design Principles SPD and the Conservation Area Design and Development Guidance SPD. These supplementary planning documents also contain advice on the design of public spaces in and around buildings that are accessible to members of the public (the public realm), a subject covered in Policy SUP4.

#### Context

- 11.128** Whilst the wider considerations associated with good design have received increased attention in new residential developments, they are less frequently associated with the workplace. New business parks and town centre redevelopment schemes can potentially have a much greater impact on the quality of the environment, as the building masses involved and the potential problems associated with increased nuisance through traffic movements, noise, fumes and mechanical vibration, are usually that much larger.
- 11.129** The Commission for the Built Environment (CABE) (now part of The Design Council) published a number of documents to help show that good design is important in the workplace. Research suggests that the design of the workplace can boost the productivity of staff by 5% for individuals and by 11% for teams and help to lessen staff turnover.<sup>(137)</sup> Better Places to Work, which builds on the earlier publication By Design, shows how planning can make a positive contribution towards the creation of better working environments.
- 11.130** The existing stock of industrial and commercial buildings in Pendle is one of the oldest in the country. Whilst the re-use of existing buildings is inherently sustainable, and will usually be encouraged, many places of employment fail to meet the needs of modern business being poorly located, thermally inefficient and unable to meet new health and safety or accessibility requirements. Such places of work are often unpopular and bad for business, all too often leading to the loss of both businesses and jobs from the area.

136 Office of the Deputy Prime Minister (2004) Competitive European Cities, Where do the Core Cities Stand? London, Department for Communities and Local Government.

137 CABE (2005) The Impact of Office Design on Business Performance. London, CABE.

## 11 Working: Creating a Dynamic and Competitive Economy

- 11.131** New build schemes provide the best opportunity to secure the highest possible quality of design and better integration of land use, infrastructure and environmental objectives. But, many of our historic workplaces are locally distinctive and make a positive contribution to the character of the area, so their retention and careful restoration will be encouraged wherever this is considered to be practicable. Weaving sheds, for example, are a distinctive element in the landscape of Pennine Lancashire and intrinsic to the character of the area.<sup>(138)</sup> They are a unique reminder of the innovation, energy and vitality of the area's distinguished industrial past. They also have the potential to be part of its future, but imagination and ingenuity will be required if we are to retain their character whilst introducing new and viable economic uses.
- 11.132** Quality in design extends beyond the adaptation and construction of better buildings. We want the centre of our towns and other key employment areas to be attractive and welcoming places. The Framework sets out the key principles for achieving sustainable development. In paragraph 57 it states that high quality and inclusive design should be sought for all types of development. Good design is seen as one of the keys to achieving sustainable development, by helping to create attractive and comfortable places that are both durable and adaptable. The Framework (paragraph 95) also places great emphasis on energy efficiency and the use of renewable and low carbon technologies.
- 11.133** The latest emissions data reveals that 42% of all CO<sub>2</sub> emissions in Pendle are from industry and commerce, slightly below the county and national figures.<sup>(139)</sup> The main causes are poorly insulated buildings and the poor control of heating, lighting, ventilation and air conditioning; all of which contribute towards wasted energy.
- 11.134** In terms of sustainability BREEAM (British Research Establishment Environmental Assessment Method) is the leading and most widely used environmental assessment method for buildings. It sets the standard for best practice in sustainable design and has become the standard measure used to describe a building's environmental performance. It addresses wide-ranging environmental and sustainability issues by using a straightforward scoring system that enables designers and developers to prove the environmental credentials of their buildings to planners and clients. BREEAM certified buildings represent 'smart growth' and help local authorities to meet agreed delivery targets.
- 11.135** New ways of working are emerging and driving this transformation are the rapid advances in information technology. Today many manufacturing companies are in reality office based businesses concerned with the importing and warehousing of goods once made in this country. Offices themselves have been transformed from places concerned with processing, to centres of communication and social engagement. The result is improved utilisation of space and the reduced need for the co-location of workers. Increased competition for staff means that a high quality and attractive working environment is increasingly important in helping to attract and retain staff of the right calibre.

### Strategy

- 11.136** The emphasis of this policy is on working with both people and space, to help establish the notion and identity of places by:
1. Addressing the appearance and functionality of workspace development.
  2. Considering the way in which the people who use workspaces will interact with their immediate surroundings.
  3. Appreciating the local character and quality of the area in which new workspaces are located.

138 Regenerate Pennine Lancashire (2010) Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire. Regenerate Pennine Lancashire, Accrington.

139 Department for Energy and Climate Change (2011) Local Authority Carbon Dioxide Figures. [online] Available from [http://www.decc.gov.uk/en/content/cms/statistics/climate\\_stats/data/data.aspx](http://www.decc.gov.uk/en/content/cms/statistics/climate_stats/data/data.aspx) [Accessed 27th July 2012].



## Working: Creating a Dynamic and Competitive Economy 11

- 11.137** We want to provide working environments that function efficiently, enhance the local environment and provide employment in a place people want to work. In doing so we aim to retain local businesses with growth potential and attract new and better employment opportunities particularly in knowledge-based businesses helping to strengthen and diversify the local economy. The new jobs created will better meet the aspirations of local residents and encourage young people and skilled workers to stay in the area, thereby increasing the range and quality of skills within the workforce.
- 11.138** High quality workplaces can also act as a catalyst for neighbourhood regeneration. Not only do they provide work for local people they can also help to change the character of an area by increasing, or improving, the mix of uses and amenities available.
- 11.139** Successful developments will take a holistic approach, and workplaces should reflect as many of the following principles as possible<sup>(140)</sup>:
1. **Ease of movement and legibility:** Users should be able to access the site by a wide range of transport modes and find their way around the site without difficulty.
  2. **Character, quality and continuity:** Premises should exhibit a strong positive relationship with the surrounding area.
  3. **Diversity:** Uses should contribute to the vitality and viability of their locality by providing for a mix of complementary uses.
  4. **Sustainability:** Minimise energy usage and emissions during construction and occupation.
  5. **Adaptability:** Spaces should be able to accommodate changing requirements.
  6. **Management:** Regimes should aim to maintain environmental quality over time.
- 11.140** To help deliver higher quality workplaces in Pendle we will seek to achieve better standards of design in new build schemes, and projects that involve the adaptation of an existing building, by:
- Encouraging lower levels of energy and car use.
  - Securing improved levels of access.
  - Providing the appropriate physical, social and green infrastructure and avoiding areas that are susceptible to flooding.
  - Protecting our environment.
- 11.141** The Council is committed to helping meet the national target of a reduction in CO<sub>2</sub> emissions by at least 30%, relative to 1990 levels, by 2020. We want to encourage new workplaces that are energy efficient, produce lower carbon emissions and are adaptable to climate change. New commercial and public buildings and their associated infrastructure should be designed so that they are resource efficient (Policy ENV2).
- 11.142** The accessibility of workplaces by a variety of sustainable modes of transport such as cycling, walking and public transport will help to reduce the need for people to drive to and from their place of employment. For larger businesses the production of a (Green) Travel Plan (Policy ENV4) may also help to reduce the carbon footprint of any new development.
- 11.143** New workplaces should also be adaptable, capable of supporting multiple uses and meeting the needs of a changing and ageing population. This will help to better meet the long-term needs of the community, increase patronage, complement the development of a night-time economy in certain locations (Policies WRK4 and WRK5) and support sustainability objectives.
- 11.144** The linkages between the workplace and its immediate surroundings are particularly important. In new build schemes the transition between indoor communal spaces and the outdoor public realm should be smooth, attractive and accessible to all. Where sensitive refurbishment is required,



## 11 Working: Creating a Dynamic and Competitive Economy

proposals should secure the best possible levels of accessibility. In all cases their scale and design should consider the amenity of existing and future users by providing satisfactory levels of sunlight, daylight, privacy and outlook.

- 11.145** Providing private and communal open spaces in new developments can help to break up their mass. This is particularly true for new developments on the edge of a settlement, where it is important to maintain links with the open countryside and provide a gradual visual transition between the urban and rural environment.
- 11.146** The public realm around industrial, commercial and public buildings also provides an opportunity to create spaces that are valuable for social interaction and wildlife. Where appropriate these spaces should seek to incorporate trees and areas of green space. Not only will this enhance their setting, it can also form part of our collective response to climate change by assisting with rainfall capture (sustainable drainage systems), shading, cooling and carbon storage, through the planting of appropriate vegetation and tree species. The latter is particularly important where these areas are intended to make a positive contribution towards the de-fragmentation of urban habitats and form part of a wider ecological network. Where appropriate, decisions on new open space provision should be informed by the Council's Open Space Audit/Green Infrastructure Strategy.
- 11.147** New build schemes should seek to enhance the character and appearance of a particular locality by offering a design solution that is specific to the shape, size and location of the site. They should respect their immediate surroundings, in particular giving consideration to their setting in relation to both natural and built heritage assets, including landscape and townscape features. In the vicinity of listed buildings, or within an area valued for its architectural heritage, the use of appropriate materials and replication of local design features will help new buildings to blend in unobtrusively.<sup>(141)</sup> Where appropriate innovative, creative and sustainable design solutions will be encouraged that are of a scale, bulk and height appropriate to their setting and function. This is particularly true for tourism facilities, or any other development considered to be acceptable in the open countryside, which must be sensitive to their surroundings in order to preserve the very assets that attracts visitors to the area.

### Policy WRK 6

#### Designing Better Places to Work

The Council encourages the provision of well-designed workplaces that meet the needs of businesses and their employees and contribute towards the aim of low carbon growth in Pendle. Proposals should take account of the general design principles set out in Policy ENV2 as well as the criteria in this policy. In the case of mixed-used developments elements of Policies LIV5 and SUP4 will also be appropriate. To help minimise any negative impacts on their immediate surroundings developers should also have regard to the requirements of Policies ENV5 and ENV7.

To achieve this, the Council will require all development proposals to follow the design approach in Policy ENV2; support schemes that are of a high quality and innovative design; and strongly encourage developments to meet the highest possible level of the appropriate BREEAM standard.

Innovative projects that re-use and/or adapt existing workplaces for new employment uses will normally be supported. However, when existing buildings are to be re-used and extended, care needs to be taken to safeguard populations of any statutorily protected species that may be present, in particular nesting birds and bats (Policy ENV1).

<sup>141</sup> Local design characteristics include aspects such as orientation, detailing, roofscape, fenestration scale, and the rhythm of adjoining development. Further guidance is provided in Policy ENV1, the Design Principles SPD and the Conservation Area Design and Development Guidance SPD.

## Working: Creating a Dynamic and Competitive Economy 11

New build schemes should maximise the development potential of the site by building at an appropriate density and help to enhance the mix of uses in a particular area. They should incorporate high quality design features and layouts that contribute to the sense of place. As far as possible individual buildings and communal spaces should be designed to be adaptable and flexible to allow for multiple uses.

Large mixed-use developments should be planned on a comprehensive and integrated basis within an overall Masterplan and include an appropriate phasing regime. Any development within a mixed-use area will need to be carefully designed and managed to ensure that residential and other occupiers in the area retain an appropriate level of amenity.

Business parks should provide for safe access and freedom of movement throughout the site for both pedestrians and cyclists. To cater for the needs of the workforce, the provision of public open space, shops and leisure facilities may be appropriate on sites that are not located close to a town or local shopping centre. Within built up areas, development should normally be at a density consistent with the surrounding area. For sites on the edge of an urban area, the use of open space to help with the transition from urban to rural areas will be encouraged.

Within town centres new workspaces should incorporate active frontages at ground floor level that contribute to the streetscape and help to promote vitality, particularly where they are situated within a designated shopping frontage. To help maximise the use of existing buildings, proposals which seek to re-use the vacant upper floors of retail and commercial buildings will be encouraged.

In rural locations the re-use and extension of existing buildings will be prioritised, particularly where these support farm diversification. New build should respect local distinctiveness, or be of a high quality and innovative design that incorporates the use of sustainable and green principles.

### Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 6, 7, 10	
<b>SCS Priority Goals</b>	2, 4, 6	
<b>Targets</b>	<ul style="list-style-type: none"> <li>● Increase the number of new commercial premises achieving a BREEAM rating.</li> <li>● Increase the amount of open space created in new employment developments.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>● 40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.</li> <li>● No increase in the amount of open space arising from new employment development by 2020.</li> </ul>	
<b>Indicators</b>	EN08	Provision of open space by: -Type, -Location (including trends overtime).
	EN16	Number of buildings achieving a BREEAM rating.
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Enterprise and Regeneration Limited (PEARL2), Regenerate Pennine Lancashire, Lancashire County Developments Ltd., private developers and businesses.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>● The objectives of this policy will primarily be delivered through the Development Management process.</li> <li>● Grant funding for improvements to business premises and/or heritage grants.</li> <li>● Policy support is provided through the Design Principles SPD, the Conservation Area Design and Development Guidance SPD and design policies in adopted Area Action Plans or Neighbourhood Plans.</li> </ul>	

## 11 Working: Creating a Dynamic and Competitive Economy

<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>● High quality design not given due consideration in development proposals. (M)</li> <li>● Poor site viability may compromise use of materials, leading to poor design. (M/H)</li> <li>● Poor site viability may compromise ability to meet zero carbon building requirements. (M/H)</li> <li>● Poor site viability means open space provision / contribution is not provided. (M)</li> </ul>
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>● Work with developers at the pre-application stage to encourage proposals to use the BREEAM standards where applicable.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● National Planning Policy Framework</li> <li>● National Planning Practice Guidance</li> <li>● The Sustainable Communities Plan: Building for the Future</li> <li>● By Design – Urban Design in the Planning System: Towards Better Practice</li> <li>● Safer Places – The Planning System and Crime Prevention</li> <li>● The Value of Good Design</li> <li>● Better Places to Work</li> <li>● The Impact of Office Design on Business Performance</li> <li>● North West Best Practice Design Guide</li> <li>● Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire</li> <li>● Design Principles SPD</li> <li>● Conservation Area Design and Development Guidance SPD</li> <li>● Bradley Area Action Plan DPD</li> </ul>

## Supporting: Creating Healthy and Confident Communities 12

# 12 Supporting: Creating Healthy and Confident Communities

### Introduction

- 12.1** This chapter sets out the strategy and policies for dealing with issues that relate to caring for the well-being of people in Pendle. Policy SUP1 addresses those factors which influence the provision of new community services and facilities, whilst later policies are specifically concerned with issues relating to health and social care (Policy SUP2) and education (Policy SUP3) in greater detail. Policy SUP4 considers the specific design characteristics associated with public buildings and spaces.
- 12.2** In combination these policies seek to ensure that the provision of community facilities will help to reduce inequalities and provide opportunities for communities; that health care provision will help to overcome inequalities and promote healthier lifestyles; and that education and training provision will address levels of educational attainment and the continuing development of all members of the community.
- 12.3** In turn they seek to address several priority goals from the Pendle Sustainable Community Strategy:
- Priority Goal 1 – To support confident communities that are socially cohesive, creative, tolerant and considerate of the needs of others.
  - Priority Goal 5 – To improved health and well-being, helping people to live long, healthy and independent lives.
  - Priority Goal 7 – To care for our future generations by giving our children and young people the best start in life and the opportunity to achieve their full potential.
  - Priority Goal 8 – To improve the quality of life for older people, helping them to live their lives in the way they choose and to support their independent and active living.

## 12 Supporting: Creating Healthy and Confident Communities

### Community Facilities

#### Introduction

- 12.4** Everyone should have equal access to the opportunities and facilities they need to enjoy a full and active life. Adequate neighbourhood provision of community facilities will allow all residents to enjoy the same high quality of life, help them to realise their personal, academic and professional goals, regardless of their age, ability or ambition, and contribute to their physical, social and spiritual well-being. Community facilities can provide an important opportunity for social interaction and can play an important role in improving community cohesion.
- 12.5** Community facilities include, but not exclusively, public services (health, education etc), community centres, public halls, policing, fire and ambulance services, youth centres, libraries, places of worship, arts and culture facilities and services provided by the voluntary sectors. Health (including leisure and recreation) and social care and education facilities are dealt with in more detail in Policies SUP2 and SUP3.

#### Context

- 12.6** One of the core planning principles in the Framework (paragraph 17) is to take account of and support local strategies to improve health, social and cultural well-being for all, and deliver sufficient community and cultural facilities and services to meet local needs. To do this the Framework (paragraph 70) indicates that local authorities should:
- Plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments.
  - Guard against the unnecessary loss of valued facilities and services.
  - Ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable.
  - Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.
- 12.7** The Localism Act 2011 introduced the requirement for local councils to maintain a list of community assets (Assets of Community Value). Nominations for inclusion can be made by parish councils, or by groups with a connection with the community, but not by individuals. Where an asset is placed on the list, the community group is given an opportunity to bid for the asset should the owner decide to dispose of it (there is no compulsion to do so).<sup>(142)</sup> The community group will not have first refusal to buy the asset merely an opportunity to bid.
- 12.8** The Pennine Lancashire Housing Strategy (2009) stresses the importance of ensuring that public infrastructure, including transport, schools and open space is developed in parallel with housing growth. It states how successful neighbourhoods are reliant on a range of nearby facilities and a good quality local environment.
- 12.9** Pennine Lancashire has been designated as a Priority Place within the National Living Places initiative. The scheme was established to demonstrate the important role of culture in developing thriving, vibrant communities, particularly in areas of housing growth and renewal.
- 12.10** Research commissioned by the Living Places Partnership shows that arts and culture facilities are important to Pendle's communities. In 2007/08 the average number of visits to libraries in Pendle per capita was 7.52, the highest in Pennine Lancashire and considerably higher than the national average of 5.77 visits per capita.<sup>(143)</sup> The research also showed that this was most important to

142 The owner may appeal against the listing of an asset and can claim compensation if it can be demonstrated that its value has been reduced.

143 Jura Consultants (2009) Mapping the Cultural Sector in Pennine Lancashire. [online]. Pennine Lancashire Living Places Partnership. Available from [http://living-places.org.uk/fileadmin/user\\_upload/downloads/Mapping\\_the\\_Cultural\\_Sector\\_in\\_Pennine\\_Lancashire.pdf](http://living-places.org.uk/fileadmin/user_upload/downloads/Mapping_the_Cultural_Sector_in_Pennine_Lancashire.pdf) [Accessed 5th October 2012].

## Supporting: Creating Healthy and Confident Communities 12

the young (under 16) and elderly (over 65) and that the libraries located in the larger settlements have an overall higher penetration rate (i.e. % of population reached) than those located in more rural locations. The study highlighted that participation in the arts and sports also varies across the borough with higher participation levels in the rural areas than the central M65 Corridor despite the majority of facilities being located in these town centres, with participation levels of between 10.8-18.1% compared with 23.5%-36.7% levels in Barrowford and the Western Parishes.

- 12.11** The Pendle Sustainable Settlements Study (2008) includes an audit of a full range of community facilities and access to such facilities for all the smaller settlements outside of the three main towns of Nelson, Colne and Barnoldswick. The study found that in general there is a correlation between the level of community services present in a settlement and its population size. It did find that some community services are less well provided in the rural settlements including police stations, day centres, child minders and community activities (such as the Women's Institute and kid's clubs). There is also an identified lack of formal open space for recreation use in a number of the rural settlements.
- 12.12** The Pendle Infrastructure Strategy (2014) provides a baseline of the existing facilities, records planned projects and highlights gaps in provision that need addressing through the provision of new or improved facilities across the borough. A number of Parish Plans have also been completed in communities across Pendle. These have highlighted where the communities feel there are requirements for new or improved facilities in their areas. Information from these plans has been fed into the Infrastructure Delivery Schedule.

### Strategy

- 12.13** The Council will work closely with stakeholders and partners to ensure the adequate provision of services and facilities, especially in areas of relative deprivation. In particular, areas of the M65 Corridor are amongst the most deprived in England. In many cases the Council will not be the delivery agent but will play a role in facilitating development and ensuring that it is located in the right places to address the needs of the population and, where possible, address existing geographical inequalities in provision and concentrations of social deprivation.
- 12.14** As a general principle, it is important that new community facilities are located in highly accessible locations to ensure easy access for all sections of the community. Unlike some other forms of development, community facilities will often be developed to meet a specific community need and as such will not always be required to strictly follow the locational priorities of Policy SDP2. However, where large strategic facilities, that would serve a wider need, are proposed they should have regard to the framework set out in Policy SDP2 as well as the locational requirements set out in Policy SUP1.
- 12.15** To ensure easy access to services and the prudent use of land and resources, the Council will support the co-location of facilities where opportunities arise. The Council will encourage such co-location of services particularly in the rural areas, where existing village facilities such as the village hall or pub could be developed into 'community hubs' to provide wider community services such as post office facilities, essential grocery provisions and broadband access. Where existing facilities can be enhanced to provide wider services, the Council will work with developers and local partners to assess the requirement for additional facilities to deliver comprehensive provision of services to serve the needs of the community.
- 12.16** The important role that culture and leisure can play in creating strong, confident communities is recognised. The Ace Centre in Nelson provides a new focus for arts and entertainment in the town and could form the heart of a new Arts Quarter to revitalise the night time economy in Nelson town centre. In Colne, a thriving night time economy has grown around the Albert Road area with quality restaurants and bars as well as The Muni and Hippodrome arts venues. Provision is smaller in West Craven with the Rainhall Centre in Barnoldswick having recently been developed into a local



## 12 Supporting: Creating Healthy and Confident Communities

cinema and culture venue. Policy SUP1 will support development which builds on these strengths and provides further arts and culture opportunities to both residents and visitors of Pendle (Policy WRK5).

- 12.17** Community facilities, such as village/community halls, schools, nurseries and places of worship, contribute to the vitality and viability of settlements, particularly in the rural areas. Their loss can also have adverse consequences by leading to unsustainable travel patterns. The continuing erosion of essential rural services is a concern particularly in Pendleside and Boulsworth where distances to the nearest alternative facility are relatively long and access by public transport can be poor. Policy SUP1 sets out how we will protect against the future loss of facilities.
- 12.18** The Infrastructure Delivery Schedule included in the Infrastructure Strategy will be updated as part of the Authority's Monitoring Report (AMR) to monitor the current position of identified projects and help with the provision of facilities by identifying funding and delivery gaps which could be met through new development schemes. New developments will be expected to contribute towards the provision of new or improved community facilities to meet identified needs and to mitigate the impact of their development, where such a contribution is viable (Policy SDP6).

### Policy SUP 1

#### Community Facilities

This policy sets out the general approach to the provision of community services and facilities.<sup>(144)</sup>

The Council will work with partners to reduce levels of social deprivation and improve social inclusion throughout the borough. Coordinating planning, regeneration and other strategies will help to ensure that improved community services and facilities are provided in areas of deprivation or need.

#### Loss of provision

With the exception of sports and recreational facilities, which are addressed in Policy ENV1, the Council will resist the loss of community facilities that require a change of use application unless:

- an appropriate alternative is provided, OR
- evidence is presented that the facility is no longer required or financially viable and that the facility cannot provide for an alternative community use (including health and education facilities) identified as being needed in the area, OR
- it can be proven the property has been vacant and actively marketed for a community use for over one year.

#### New provision

New development will be expected to contribute towards the provision of any community needs generated by the development, where viable (Policy SDP6).

New community facilities will be directed to settlements where there is an identified local need and/or a deficiency in provision, as identified in the Pendle Infrastructure Delivery Schedule or by partners own plans, whilst having regard to the Spatial Development Principles (Policies SDP2 and SDP6).

<sup>144</sup> Except where otherwise noted the community facilities and services covered by this policy includes community centres, public halls, police, fire and ambulance services, youth centres, libraries, places of worship, arts and culture facilities including theatres and cinemas, and services provided by the voluntary sectors. In Rural Pendle business premises within Use Classes A1 and A4 (i.e. shops and public houses) will also be regarded as community facilities. Sports and recreation facilities including leisure centres and swimming pools are addressed in Policies ENV1 and SUP2.

## Supporting: Creating Healthy and Confident Communities 12

Within settlements new facilities should be located in Town Centres or Accessibility Corridors or alongside Transport Hubs or existing community facilities. Where the size or type of facility is such that no suitable sites of this nature are available other accessible locations will be considered.

The Council will aim to facilitate the co-location of services where opportunities arise to ensure better access to services and more efficient use of land and resources.

In designing new facilities, partners and developers should have regard to the requirements set out in Policies SUP4 and ENV2.

### M65 Corridor and West Craven Towns

- New arts, culture and leisure facilities, particularly those which enhance the existing offers in Nelson and Colne will be supported, in line with Policies WRK4 and WRK5.

### Rural Pendle

- The provision of new facilities or the diversification of existing community facilities to provide further key local services, where there is an identified need, will be encouraged.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 8, 9	
<b>SCS Priority Goals</b>	1, 5	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To deliver new and improved community facilities to meet identified needs and deficiencies.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• No net increase in the number of new community facilities by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	CM03	Number of extant planning consents for community facilities by: -Type, -Location.
	CM04	Number of completed community facilities developments by: -Type, -Location.
	CM05	Number of community facilities lost to alternative uses.
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Pendle Enterprise and Regeneration Limited (PEARL2), infrastructure providers (e.g. emergency services), community and voluntary organisations, religious bodies, commercial providers and private developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• The identification of sites for the location of key community facilities will be delivered through the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>• Proposals will be delivered through the determination of planning applications through the Development Management process.</li> <li>• The protection and retention of facilities will be achieved through the Development Management process.</li> <li>• The Infrastructure Delivery Schedule will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>	
<b>Risks (High (H), Medium (M), Low (L))</b>	<ul style="list-style-type: none"> <li>• No interest from private sector in developing new facilities. (M)</li> <li>• Reduced / no funding opportunities for new facilities. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with partners to identify alternative methods of providing services.</li> </ul>	

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### Key Linkages

- National Planning Policy Framework
- National Planning Practice Guidance
- State of the Countryside Report
- Pendle Infrastructure Strategy
- Pendle Sustainable Settlements Study
- Area Action Plans and Supplementary Planning Documents
- Parish Plans (various)

## Supporting: Creating Healthy and Confident Communities 12

### Health and Well-being

#### Introduction

**12.19** Health is fundamental to people's well-being and life expectancy. Helping people to live healthy lifestyles is important. Health is determined by many factors such as poverty, economic activity, education, access to services and housing, along with lifestyle choices such as physical activity, nutrition, smoking and alcohol consumption.

#### Context

- 12.20** The Framework recognises that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities (paragraph 69). It also indicates that access to high quality open spaces (including trees and woodland) and opportunities for sport and recreation can make an important contribution to the health and well-being of communities (paragraph 73).
- 12.21** As a whole, the people of Pendle suffer from lower than average life expectancy and poor health. There are also stark inequalities within the borough; there is a significant gap in health between the most affluent and most disadvantaged wards, including a 8-9 year gap in average life expectancy between different wards in Pendle, with the lowest figures in the inner urban wards of the M65 Corridor. Deaths from heart disease and strokes are higher than the regional and national averages.
- 12.22** In lifestyle terms 54% of Pendle people do not take part in any moderate regular exercise. The gap between those who are physically active from the low income households and those from the high income households is significantly high, almost double that experienced nationally.
- 12.23** The health and well-being of young people in the borough is also a concern with high levels of infant mortality and low birth weights, which is linked to infant mortality and poor health in later life. It is also linked to the poor health and lifestyle of the mother. As such it provides a good indicator of current and future health of the population.
- 12.24** In lifestyle terms the percentage of children who are physically active is the eighth worst in England and childhood obesity rates in reception and year six classes are correspondingly high. The teenage pregnancy rate is also higher than the North West and England averages. The Sustainable Community Strategy has an objective to ensure that our children and young people have the opportunity to engage in enjoyable, positive and diversionary activities including play, leisure and sport, which could have positive impacts on their health and well-being.
- 12.25** A significant factor in the low level of economic activity in Pendle, along with the rest of Pennine Lancashire, is the poor health of the population. High levels of obesity, coronary disease and cardiovascular problems contribute significantly to absences from work and early retirement through ill health. Poor diet and exercise exacerbate the problem.
- 12.26** The number of older people in Pendle is increasing. The population aged 65 and over is expected to rise significantly from approximately 16% of the total population in 2011 to over 20% by the end of the plan period (2030). The number of fit and active older people is also increasing as people retire earlier from work and live longer. The increase in the size of our older generation could have significant implications on the need for health and social care services and facilities.
- 12.27** Access to health care facilities is also important. The Pendle Sustainable Settlements Study (2008) indicates there is a lack of health care provision in the rural areas of Pendle. Whilst it may be acceptable for people to travel to the main settlements to visit services such as a dentist or optician where visits are usually limited to once or twice a year, access to basic health care in the form of a doctor's surgery is often required more locally and frequently. Provision is better in the urban areas, with the opening of Pendle's first "one-stop" primary health care centre, the £6.3 million Yarnspunners Wharf facility, which opened in Nelson in 2005. A new facility has also been completed and opened in Colne.

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- 12.28** The framework for procuring services has now altered with local services now procured by the East Lancashire Clinical Commissioning Group under the umbrella of the East Lancashire Hospitals NHS Trust and the Health and Well-Being Board for Lancashire.
- 12.29** Work carried out by Natural England shows that access to the natural environment can help to improve health and well-being, prevent disease and help people to recover from illness. Experiencing nature in the outdoors can help tackle obesity, coronary heart disease and mental health problems. Natural England is working to strengthen the connections between people and the natural environment.
- 12.30** Trees and woodland offer multiple benefits for health and well-being as they provide areas for exercise; help to remove pollutants from the air and offer shading and evaporative cooling.
- 12.31** Published in June 2011, the Department of Health White Paper: Healthy Lives, Healthy People sets out the government's vision for public health in England. It recognises that the environment (both natural and built) is a determinant of health. It states that "access to green spaces is associated with better mental and physical health across socio-economic groups" and "improving the environment in which people live can make healthy lifestyles easier. When the immediate environment is unattractive, it is difficult to make physical activity and contact with nature part of everyday life. Unsafe or hostile urban areas that lack green spaces and are dominated by traffic can discourage activity." It also looks at protecting and promoting community ownership of green spaces and improving access to land so that people can grow their own food.
- 12.32** The Natural Environment White Paper: The Natural Choice – Securing the Value of Nature also recognises the positive association between health and contact with the natural environment. It states that "contact with nature enhances children's education, personal and social skills, health and well-being, leading to the development of responsible citizens." Research shows that "living close to areas with more green spaces was associated with fewer mental health problems and the relation was stronger for people with a lower socio-economic status". In addition "clear and well-maintained paths and bridleways are important to give people access to the natural environment and can be enjoyed by cyclists, walkers and horse-riders and there is considerable scope to improve and extend this network. New cycling and walking routes can also have a significant positive impact on the local economy.
- 12.33** Furthermore, the White Paper states that "access to nearby attractive public green space and footpaths is likely to increase levels of walking for increased health; but it is just as important to be able to view a natural environment. Studies show that patients recovering from operations are likely to stay in hospital for less time and need less powerful painkillers if they look out onto a natural scene from their hospital bed. This evidence shows that there are many benefits of having access to, and interacting with, the natural environment.

### Strategy

- 12.34** Where evidence is available, the Council will seek to introduce planning policies that promote health and well-being. The Core Strategy seeks to reduce inequalities across the borough by ensuring everybody has easy access to quality health services. We can also help to reduce the need for health care by creating healthy environments for people to live in; encouraging and helping to facilitate healthier and happier lifestyles within all our population particularly our children and young people.
- 12.35** Strengthening service delivery at a local level is a key objective of the NHS. This approach to delivering health care is supported by the larger "one-stop" primary health care centres, which offer a much wider range of services targeted at local health needs. Policy SUP2 sets out how we will work with partners, such as the NHS, to support the development of modern, good quality facilities in accessible locations.

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- 12.36** In addition, we recognise that health improvement is not just about improving health care services. Just as important is improving all the services and facilities that can impact on health such as housing, education and leisure services. This has become more significant in light of the Wanless Report (2002), which suggests that there is likely to be an increasing funding gap between the demand for health services and the sectors ability to meet those demands. Planning can help contribute to closing this gap by facilitating development which results in a healthier population, therefore reducing the demand for health services.
- 12.37** Physical and environmental improvements such as new housing developments, improvements to existing housing and the creation of new open/green spaces will all serve to create a healthier living environment. This is particularly important for the more deprived inner areas of the Borough. The Building Schools for the Future programme provided not just improved learning environments but also improved recreation facilities for our young people and the wider community.
- 12.38** Provision of quality open spaces (including trees and woodland) and recreation facilities can play an important role in encouraging healthy lifestyles and improving quality of health. Open space can also serve as a vital focal point for community activities, bringing together members of the local community and providing opportunities for social interaction. The Sustainable Settlements Study identified a lack of formal recreation open space in a number of rural areas. Whilst easy access to the countryside in some way compensates for this, the need for formal open space for its social and community benefits is still important. Open space provision in the residential areas of the densely populated towns of the M65 Corridor can also be a problem. The Council will work towards the provision of sufficient, high quality, multi-functional open spaces, sports and recreation facilities to meet the needs of the local communities, as identified in the Pendle Infrastructure Strategy, the Pendle Open Space Audit and similar audits. In addition and where appropriate, the Council will work with partners to identify the potential for new nature conservation designations and to increase the access to such designations in order to promote contact with nature and the natural environment (Policy ENV1). Where opportunities arise as part of new developments the Council will encourage developers to make connections and improve access to the surrounding natural environment.
- 12.39** Ensuring that existing quality open space, sports, recreation and leisure facilities are protected and that new developments provide easy access to such facilities is important to provide healthy environments with opportunities for people to live more active lifestyles. The Council's Open Space Audit/Green Infrastructure Strategy, Parks and Children's and Youth Play Area Strategies, will help highlight deficiencies and guide requirements for future provision (Policy ENV1).
- 12.40** Protection of existing allotments (Policy ENV1) and provision of additional ones, or where suitable land is not available to meet demand, consideration of use of areas of existing public space such as parks to encourage local food growing projects, can help people eat a more healthy diet as well as providing regular exercise.
- 12.41** Promoting walking and cycling as viable alternatives to the car could have substantial benefits not only for health but also climate change, congestion and the wider environment. Provision of attractive, safe walking and cycling routes between homes and places of work or education will enable people to incorporate exercise into everyday life. The Manual for Streets (2007) gives information on effective street design that encourages walking and cycling (Policy ENV4).
- 12.42** Where there is a need for community facilities to provide care and social facilities for our young and older generations, such developments will be supported. New youth facilities are provided as part of the Bradley Hub development in Nelson; such facilities are important as they offer support to, and help nurture, our young people and provide opportunities for social interaction and recreational activities, particularly in areas of deprivation. Therefore similar schemes will be supported as appropriate. The focus on care for older people is shifting towards individual programmes of care and supporting people within their own homes as far as practical. The Council will work with partners to facilitate development as required.



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### Policy SUP 2

#### Health and Well-being

The Council will work with partners to deliver key developments which will improve the health and well-being of people in Pendle, and will:

- Support the provision of new or improved facilities for health, leisure and social care.
- Give priority to directing such developments to areas with high levels of deprivation or an identified need or deficiency in provision as identified in the Pendle Infrastructure Delivery Schedule or partners' plans, whilst having regard to the principles set out in Policies SDP2, SDP6 and SUP1.
- Support regeneration schemes which, by improving the quality of the existing sub-standard housing stock and local environments, help to create healthier neighbourhoods.
- Support the provision and enhancement of open space to improve the long-term health prospects and future well-being of local residents.
- Support and develop healthy ways to travel (Policy ENV4).
- Support the provision of better access and links to the natural environment.
- In designing new facilities, partners and developers should have regard to the requirements set out in policies SUP4 and ENV2.

#### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 8, 9	
<b>SCS Priority Goals</b>	5, 7, 8	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To deliver new and improved health and social care facilities.</li> <li>• To deliver well-linked open space to enable healthy lifestyles.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• No net increase in the number of new and improved health and social care facilities by 2020 and 2025.</li> <li>• 80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.</li> </ul>	
<b>Indicators</b>	CM03	Number of extant planning consents for community facilities by: -Type, -Location.
	CM04	Number of completed community facilities developments by: -Type, -Location.
	EN08	Provision of open space by: -Type, -Location (including trends overtime).
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Pendle Leisure Trust, Housing Pendle, Health Authorities (including East Lancashire Clinical Commissioning Group, Hospital Trust etc), Community and Voluntary Organisations, Private Sector Care providers, Private Leisure Facility providers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• The identification of sites for the location of community facilities will be delivered through the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>• Proposals will be delivered through the determination of planning applications through the Development Management process.</li> <li>• The Infrastructure Delivery Schedule will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Reduced / no funding opportunities for new facilities. (M/H)</li> <li>• Poor site viability means open space provision / contribution is not provided. (M)</li> </ul>	

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<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with partners to identify alternative methods of providing services.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Healthy Lives, Healthy People: Our strategy for public health in England</li> <li>• The Natural Choice – Securing the Value of Nature</li> <li>• Lancashire Children's and Young People's Plan</li> <li>• Lancashire Adult and Community Services Business Plan</li> <li>• NHS East Lancashire Commissioning Strategic Plan</li> <li>• Pendle Infrastructure Strategy</li> <li>• Pendle Sustainable Settlements Study</li> <li>• Pendle Children's Trust Action Plan</li> <li>• Pendle Older People's Action Plan</li> <li>• Parish Plans (various)</li> </ul>

## 12 Supporting: Creating Healthy and Confident Communities

### Education and Training

#### Introduction

**12.43** Education is at the heart of the Government's commitment to ensure that children and young people are able to fulfil their potential and make a positive contribution to their communities. But education does not stop at our young people; there is also a need to provide adults with training in vocational skills and skills for life, to enable them to react to changing job markets and equip them to go about their day-to-day lives.

#### Context

- 12.44** Statistics indicate a large increase in the birth rate between 2002/03 and 2008/09 and population projections predict this increase is likely to continue, resulting in the challenge of providing more education places in the future. Care for younger children, is focused on children's centres throughout Pendle, the latest being a purpose built facility in the centre of Colne. These bring together childcare, early education, health and support services for families with children under five years old. They are the cornerstone in the drive to tackle child poverty and social exclusion working with parents-to-be, parents, carers and children to promote the physical, intellectual and social development of babies and young children so that they can flourish at home and when they get to school.
- 12.45** Levels of educational attainment in schools in Pendle have been well below national and county averages for many years and often follow the children throughout their lives, resulting in fewer life opportunities and choices.
- 12.46** Pendle has a higher percentage of its working age population without qualifications than the North West and England as a whole. These figures also include further geographical inequalities across the borough with over half of the working age residents in some inner urban areas having no qualifications. Minimum entry to work requirements are increasing and it will become more difficult for those with limited numeracy and literacy skills to secure employment. Tackling education and skills development at all levels will be key to reducing worklessness and associated deprivation and improving the economic prosperity of the area.
- 12.47** At the other end of the scale, there are also fewer people with higher level qualifications (degrees and higher degrees) compared to the national average. The Pennine Lancashire Economic Strategy 2009-2020 (PLES) (2008) concludes that the lack of a Higher Education (HE) institution in the immediate area means that most students seeking a HE education leave the area and that most (two-thirds) do not return, meaning local businesses are disadvantaged by the lack of access to graduates and access to research and development opportunities.
- 12.48** The PLES includes within its vision that by 2020 the area will be supported by an education and training system that reflects the economic needs of the area. It highlights that in seeking to attract higher value employment opportunities the availability of a skilled workforce is crucial; with smaller numbers of qualified people, Pennine Lancashire will find it increasingly difficult to compete for investment and employment opportunities. In addition, the PLES identifies as one of its strategic interventions, the need to develop strategic linkages within the education sector to ensure that the curriculum and qualifications available locally better reflect the economic and employment needs in the area, as well as wider opportunities in the Manchester growth area, so that schools and colleges can contribute more effectively towards the development of the future workforce.
- 12.49** There are also issues in the borough with regard to work place training in Pendle; an audit of skills and training provision showed that over 25% of firms within the borough could not identify any benefits in training staff and a recent Citizens Panel survey found that only one-third of Pendle respondents had received at least one day of training in the last two years. Good access to education and training provision will empower individuals and provide a more skilled workforce to meet the

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demands of local businesses. The PLES includes a strategic intervention to encourage employers and individuals to invest in training that will result in higher skill levels across the workforce and increased economic competitiveness of the local area.

### Strategy

- 12.50** The Council will work closely with public and private sector organisations to ensure that service provision for children and young people continues to meet identified needs highlighted in the Pendle Infrastructure Strategy, or partners' plans.
- 12.51** The Primary Capital Programme and Building Schools for the Future (BSF) programme (secondary schools) have recently been discontinued. Whilst the construction of two new secondary schools with BSF funding has helped to transform secondary education in Pendle, a number of schools did not benefit. Policy SUP3 will support further developments which provide improved educational facilities, to help to raise educational attainment levels in the borough.
- 12.52** Lancashire County Council (LCC) is responsible for planning the provision of school places. Consideration is given to the influences on local population change, including the birth rate, inward and outward migration and the location of new and proposed housing developments. The recent rise in Pendle's birth rate has seen LCC increase capacity at infant and junior schools in Nelson. Further projected increases have indicated a need for additional places in Colne and Barrowford before the end of the plan period. The reduction in capital funding, being made available to LCC, means that the need to seek contributions from housing developers, where the development is expected to impact upon school places, may increase.
- 12.53** An additional issue for LCC is the lack of suitable sites for the provision of additional school places. Pendle Council will work closely with LCC to identify suitable sites through the site allocation process. Whilst the growth in pupils is currently impacting on the primary school sector, this growth will move into the secondary sector around 2017. Further information on the planning of school places in Pendle can be found in Lancashire's annual 'Strategy for the Provision of School Places and School's Capital Investment'.
- 12.54** Further Education (FE) has been centralised with the relocation of Nelson and Colne College to a single site on the Nelson-Barrowford boundary. As such there is currently no immediate requirement for FE provision in the borough. The Council will support proposals for the introduction of specialist provision, particularly that which builds on local business specialisms, or provides HE provision not currently available in the borough.
- 12.55** Schools can play a part in providing wider community benefits through making their facilities available for wider community use. Such uses and wider co-location initiatives will be encouraged where appropriate, and supported where they do not impact upon a school's ability to provide places for pupils of statutory school age in that area.

### Policy SUP 3

#### Education and Training

The Council will work with partners to deliver key developments that will improve the educational and training opportunities in Pendle.

- Priority should be given to directing education and training developments to areas with an identified need or deficiency in provision, as identified in the Pendle Infrastructure Delivery Schedule or partners' plans, or to areas with high levels of deprivation, whilst having regard to the principles set out in SDP2, SDP6 and SUP1.

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- Facilities and services for the education and training of all age groups should be in locations that are conveniently accessible to users, including by walking and cycling. Where possible, consideration of the provision of primary and secondary education facilities on a single site or in close proximity will be supported to reduce travel requirements for families with children of different ages.
- The Council will support the provision of improved primary education facilities where a need exists.
- The Council will continue to support the upgrading of secondary education facilities, especially where the proposed scheme will bring benefits to the wider community.
- The Council will work with partners to ensure the provision of, or access to, post-16 education and training to help reduce inequalities and support the local economy.
- In designing new facilities, partners and developers should have regard to the requirements set out in policies SUP4 and ENV2.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 6, 8	
<b>SCS Priority Goals</b>	2, 7	
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To deliver key developments to improve the education and training offer in the borough.</li> </ul>	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• No net increase in the number of new and improved education and training facilities by 2020 and 2025.</li> </ul>	
<b>Indicators</b>	CM03	Number of extant planning consents for community facilities by: -Type, -Location.
	CM04	Number of completed community facilities developments by: -Type, -Location.
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Nelson and Colne College, private education providers, private training providers (e.g. Training 2000).	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• The identification of sites for the location of community facilities will be delivered through the Pendle Local Plan Part 2: Site Allocations and Development Policies, Area Action Plans and Neighbourhood Plans.</li> <li>• Proposals will be delivered through the determination of planning applications through the Development Management process.</li> <li>• The Infrastructure Delivery Schedule will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• Reduced / no funding opportunities for new facilities. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with partners to identify alternative methods of providing services.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• Strategy for the Provision of School Places and School's Capital Investment.</li> <li>• Lancashire Children and Young People's Plan</li> <li>• Lancashire Primary Capital Programme Strategy for Change</li> <li>• Pendle Infrastructure Strategy</li> <li>• Pendle Sustainable Settlements Study</li> <li>• Pennine Lancashire Economic Strategy</li> <li>• Nelson and Colne College Strategic Plan</li> </ul>	

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### Designing Better Public Places

#### Introduction

- 12.56** This policy sets out some general principles regarding the design of 'public places'. This includes public buildings such as hospitals, schools and libraries and the spaces around them such as town squares, public gardens and pedestrianised streets (collectively known as the public realm). The way these places are designed to interact with each other for the benefit of the people who use them is an important component in establishing the character of an area and the quality of a place.
- 12.57** This policy helps to address Strategic Objective 3 of the Core Strategy: To promote high quality design in new developments, our streets and public spaces, to create fully accessible, attractive and safe places to live, learn, work, play and visit. The design of a new development can be critical to achieving a better quality of life, an improved sense of place and a more healthy and safe environment.

#### Context

- 12.58** The Framework (paragraph 57) states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. It then sets out a number of key objectives relevant to the design of buildings and spaces, including the need to ensure that new developments respond to local character and history, reflect the identity of local surroundings and materials and are visually attractive as a result of good architecture and appropriate landscaping.
- 12.59** World Class Places (2009) is the Government's strategy for improving quality of place. It emphasises that bad planning and design can encourage crime, contribute to poor health, undermine community cohesion, deter investment, spoil the environment and over the long term incur significant costs. The report also highlights how the increase in obesity and other chronic health problems, an ageing population and, most importantly, climate change should influence the way we develop places and design buildings and the public realm.

#### Public buildings

- 12.60** Several national, government initiatives have put in place standards to try to ensure quality in new public buildings. The Better Public Building initiative introduced and promoted demanding standards governing the process of commissioning new public buildings. These are set out in the document: Common Minimum Standards for the procurement of built environments in the public sector (2012).
- 12.61** Evidence reveals that good design can improve the delivery of public services.<sup>(145)</sup> A UK study of pupil performance found that capital investment in school buildings had a very strong influence on staff morale, pupil innovation and effective learning time. Incorporating good design into classrooms has been shown to have a significant impact on pupil achievement and behaviour. Studies on this issue have found that test scores in well designed buildings were up to 11% higher than those in poorly designed buildings. Patient recovery times can also be reduced by well designed health care buildings while attractive, functional working environments help recruit and retain hospital staff. Over 90% of nurses and all directors of nursing believe that a well designed environment is significantly linked to patient recovery rates and 86% of directors of nursing say that hospital design is 'important' or 'very important' in relation to the performance of nurses. The strength of the evidence for education and health care is repeated across other sectors.



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### Public spaces

- 12.62** The World Class Places strategy defines quality of place as ‘the physical characteristics of a community – the way it is planned, designed, developed and maintained – that affect the quality of life of people living and working in it, and those visiting it, both now and into the future’. The factors that shape the quality of place can be organised under four broad headings:
1. The range and mix of homes, services and amenities.
  2. Design and upkeep of buildings and spaces.
  3. Provision of green space and green infrastructure.
  4. Treatment of historic buildings and places.
- 12.63** The Framework highlights how high quality and inclusive design can create well-mixed and integrated spaces which avoid segregation and have well-planned public spaces that bring people together and provide opportunities for physical activity and recreation.
- 12.64** Accessible local facilities and public places are particularly important as we seek to provide for an ageing population. In 2011 the Government published its strategy for promoting lifetime neighbourhoods for an ageing society.<sup>(146)</sup> Due to increasing longevity and falling birth rates, all industrialised and developing nations will see massive and unprecedented demographic changes in the early 21st Century. In the last two decades much consideration has been given in the UK and elsewhere to the implications of the demographic shift and the changes that need to be made to address both the challenges and opportunities of an ageing society, and to ensure that as we grow older we can maintain our independence, enjoy a good quality of life, and take an active role in our communities.
- 12.65** Physical activity can contribute to well-being and is essential for good health, with research suggesting that increasing physical activity levels in the population will help prevent or manage over 20 conditions and diseases.<sup>(147)</sup>
- 12.66** People on low incomes are more likely to live in lower quality areas.<sup>(148)</sup> Yet evidence suggests that people are also more likely to spend more time close to their homes, are more reliant on local services and social ties and are less likely to move away. Low income groups will be particularly affected if services, facilities and opportunities are remote or of poor quality or the design of their neighbourhood encourages crime and social isolation.
- 12.67** The Masterplan for Nelson Town Centre, which guides investment and activity, provides for a radical reworking of the town centre public realm. The first two projects have been completed with the development of a new mixed-use business and arts centre development around Market Street and the opening of a new bus-rail interchange. The re-opening of the Manchester Road / Leeds Road corridor to one-way traffic and the public realm improvements associated with this remodelling represent the latest stage in the transformation of the town centre.<sup>(149)</sup>
- 12.68** The Pennine Lancashire Squared initiative sought to create unique and high profile public spaces in towns throughout Pennine Lancashire. In Nelson, subsequent proposals have centred on linking the space between the Pendle Rise Shopping Centre and the former Woolworths building, with Market Street, Scotland Road and the new Arts, Culture and Entertainment (ACE) Centre.

146 Department for Communities and Local Government (2011), Lifetime Neighbourhoods. London: Department for Communities and Local Government.

147 National Institute for Health and Clinical Excellence (2008) Promoting and creating built or natural environments that encourage and support physical activity. London: National Institute for Health and Clinical Excellence.

148 HM Government (2009) World class places: The Government’s strategy for improving quality of place. London: HM Government.

149 Building Design Partnership (2006) Nelson Town Centre Masterplan. Nelson: Pendle Borough Council.

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### Strategy

- 12.69** Good design should contribute positively to the creation of better public places where people can interact and take part in public life. The Council will work with public sector partners and private developers to deliver well designed public buildings and spaces which contribute to the character and sense of place of Pendle.
- 12.70** The heritage assets of Pendle play an important part in establishing its character and achieving a sense of place. Proposals should contribute to, and enhance, the qualities of these heritage assets in line with the requirements of Policy ENV2.
- 12.71** BREEAM (Building Research Establishment Environmental Assessment Method) is the leading and most widely used environmental assessment method for buildings. Since the launch of the original scheme, which mainly focused on office buildings, different versions have been developed that are specially adapted for assessing a wide range of public building types – for example, BREEAM Schools which assesses new schools, major refurbishment projects and extensions. From July 2008 all health care buildings seeking approval and funding for a building project above a capital cost value threshold of £2m are required to be assessed using the BREEAM Health care standard. All new build developments will need to achieve an ‘Excellent’ rating ( $\geq 70\%$ ) while refurbishments need to achieve a ‘Very Good’ rating (55-70%). The Council will encourage all new developments for public facilities to meet the highest possible level of the BREEAM code as appropriate to the development (e.g. BREEAM Healthcare, BREEAM Education, BREEAM Communities etc.).
- 12.72** Developments should consider the interaction of the proposed development with the surrounding public realm to create a quality environment with a sense of place and local identity. The flow of space between interior and exterior spaces and the streets, roads and squares that connect buildings can be just as important as the buildings themselves. The scale and shape of buildings, the layout of streets, squares and parks, the handling of materials and signs, all help to influence the feel of an area and the way it functions. Manual for Streets 2: Wider Application of the Principles takes the principles set out in Manual for Streets and demonstrates how the design principles and standards can be applied to high streets in towns and villages.
- 12.73** Developments should consider access for all, both within the building and the approaches through associated areas of public realm. Often referred to as inclusive design, the principles make the built environment accessible to those who may otherwise be excluded due to poor design. Specific guidance is available in publications such as Planning and access for disabled people.
- 12.74** Lifetime Neighbourhoods (2011) continues these principles, focusing on designing neighbourhoods that are accessible to all regardless of age, health or disability. New provision of public buildings and spaces should consider such issues to ensure areas are accessible and usable to all and which encourage people to be physically active as a routine part of their daily life, to help increase health and well-being.

## 12 Supporting: Creating Healthy and Confident Communities

### Policy SUP 4

#### Designing Better Public Places

The Council will work with partners and developers to achieve well designed, high quality public buildings and spaces.

Applicants should have regard to the general design requirements set out in Policy ENV2 and in addition:

#### Public buildings

Proposals should contribute to the quality of place by:

- Designing buildings which are adaptable and suitable for multi-use, both now and in the future.
- Designing sustainable buildings which are encouraged to meet the highest level of the appropriate BREEAM scheme as possible.
- Having regard to the relationship between the public building and associated or neighbouring public realm to achieve a quality sense of place and local identity.
- Promoting a pattern of land use and location of facilities which encourages walking, cycling, leisure, recreation and play, to provide for an active and healthy lifestyle for all.
- Conserving and enhancing the historic environment through:
  - the re-use of historic buildings, where appropriate;
  - the use of design elements in new developments which make a positive contribution to the local character and distinctiveness of the area.

#### Public realm

Proposals should contribute to sustaining or improving the quality, appearance and character of the public realm by:

- Improving connectivity to ensure ease of movement for all users.
- Increasing the use of natural surfaces, trees, shrubs and planting.
- Using materials which are in keeping with the established character of the area and ensure sensitive repair and maintenance regimes are put in place.
- Enhancing heritage assets and their setting.
- Seeking to design out the opportunity for crime and anti-social behaviour and encourage natural surveillance.
- Increasing the use of public art, where appropriate, and in keeping with the place.
- Ensuring advertisements contribute positively to the public space. The Design Principles SPD give more detailed guidance on the design of advertisements.

#### Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 7, 8, 9, 10
<b>SCS Priority Goals</b>	4, 5, 6, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To increase the design quality of public buildings and spaces.</li> </ul>
<b>Triggers</b>	<ul style="list-style-type: none"> <li>• 40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.</li> </ul>

## Supporting: Creating Healthy and Confident Communities 12

<b>Indicators</b>	EN11	Number of development schemes refused planning permission on the grounds of poor design.
	EN16	Number of buildings achieving a BREEAM rating.
	CM01	Number of schemes granted permission and completed with a Secured by Design award by: -Location (including in the Railway Street (Brierfield) SPD Area).
	CM02	Crime levels by: -Location (including in the Bradley AAP area).
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Regenerate Pennine Lancashire, Heritage Trust for the North West, Historic England, private developers.	
<b>Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Detailed design guidance in Supplementary Planning Documents, Area Action Plans, Neighbourhood Plans and Masterplan documents.</li> <li>• Public sector funding initiatives will be used as a delivery tool.</li> </ul>	
<b>Risks</b> (High (H), Medium (M), Low (L))	<ul style="list-style-type: none"> <li>• High quality design not given due consideration in development proposals. (M)</li> <li>• Poor site viability may compromise use of materials, leading to poor design. (M/H)</li> </ul>	
<b>Contingencies</b>	<ul style="list-style-type: none"> <li>• Work with developers at the pre-application stage to encourage proposals to use the BREEAM standards where applicable.</li> </ul>	
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• National Planning Practice Guidance</li> <li>• World Class Places: The Government's strategy for improving quality of place</li> <li>• Common Minimum Standards for the procurement of built environments in the public sector</li> <li>• Better public buildings: A proud legacy for the future</li> <li>• Creating excellent primary schools: A guide for clients</li> <li>• Creating excellent secondary schools: A guide for clients</li> <li>• By Design - Urban Design in the Planning System: Towards Better Practice</li> <li>• By Design, Safer Places: The planning system and crime prevention</li> <li>• Manual for Streets; Volumes 1 &amp; 2</li> <li>• Planning and Access for Disabled People: A good practice guide</li> <li>• Promoting and creating built or natural environments that encourage and support physical activity</li> <li>• North West Best Practice Design Guide</li> <li>• Raising Design Quality in Pennine Lancashire</li> <li>• Bradley (Nelson) Area Action Plan</li> <li>• Pendle Design Principles SPD</li> <li>• Pendle Conservation Area Design and Development Guidance SPD</li> <li>• Brierfield Railway Street Area SPD</li> <li>• Nelson Town Centre Masterplan</li> </ul>	

## 12 Supporting: Creating Healthy and Confident Communities

## 13 Monitoring and Delivery

### Introduction

- 13.1** The context for the Core Strategy is provided by the Spatial Portrait (Chapter 3), which describes the wider social, economic and environmental issues in Pendle.
- 13.2** The significant effects that policies within the Core Strategy may have, either individually or collectively, are considered in the accompanying Sustainability Appraisal, whilst the Habitats Regulations Assessment specifically assesses their potential impact on European Sites of nature conservation importance (Chapter 2).
- 13.3** Looking forward, regular monitoring will provide up-to-date information on the performance of planning policy, the delivery of development and any social, economic or environmental impacts. It will help to assess whether the Core Strategy remains a sound document, and indicate whether adjustments need to be made to a particular policy in order to ensure the successful delivery of its strategic objectives (Chapter 5).
- 13.4** Each policy in this document is followed by a table (shaded blue), which sets out how we propose to monitor its effectiveness (targets, triggers and indicators) and measure progress towards the achievement of its objectives (delivery mechanisms). This table also identifies those organisations (delivery agencies) that will be integral in delivering sustainable development across Pendle. Any risks to the delivery of the policy are also highlighted together with potential contingencies.

### Authority's Monitoring Report (AMR)

- 13.5** The results of future monitoring will be reported in the Authority's Monitoring Report (AMR), as required by Part 8 of The Town and Country Planning (Local Planning) (England) Regulations 2012.

### Indicators

- 13.6** A set of indicators has been specifically developed to monitor the effectiveness of the Core Strategy and other documents that will form part of the emerging Pendle Local Plan.
- 13.7** Output indicators measure progress in achieving plan or programme objectives, targets and policies. They are set at the national level in the Single Data List. The Single Data List is a list of all data returns that central government requires from local government. A number of planning indicators are included in this list, which aim to show performance of the planning system and its key objectives.
- 13.8** The AMR also includes details of local output indicators, which provide scope for addressing issues and circumstances that are of particular significance in Pendle.

### Infrastructure Delivery Schedule

- 13.9** As well as monitoring the performance against established indicators and targets, the AMR will also include an update of the Infrastructure Delivery Schedule (Appendix 1 of the Pendle Infrastructure Strategy).
- 13.10** This update will reflect the current position with regard to the delivery of projects which are critical in providing the infrastructure necessary to support the delivery of sustainable development in Pendle. For each project the delivery schedule identifies:
- Linkages with strategic objectives in the Core Strategy and Sustainable Community Strategy.
  - Linkages to policies in the Core Strategy.
  - Project description – including projected costs; secured and potential sources of funding and projected timescales for delivery.



## 13 Monitoring and Delivery

- Lead organisations for delivery and management.
- Potential risks and contingencies.

### Housing Trajectory

**13.11** The AMR also includes the housing trajectory, which integrates the 'plan, monitor and manage' approach into housing delivery, by showing past performance and estimates for future completions in a graphical form.

# Appendices



## Appendices

## Appendix A Infrastructure Delivery

Table A1 - Infrastructure Delivery Schedule

Issue summary	Where	Level of importance for delivery of plan	Action	Relevant Policies	Funding Status
<b>Transport</b>					
Capacity of road network	Borough wide	High	None required as level of proposed development acceptable.	ENV4: Promoting Sustainable Travel	N/A
Congestion hotspot	Colne	Low	A56 Colne Foulridge Bypass.		Funding is to be sought from the Single Local Growth Fund.
Congestion hotspot	M65 Junction 13	High	Possible signalisation of junction. Further studies being carried out. Linked to strategic site access.		Funded by developer contributions from strategic housing site and the Single Local Growth Fund (Burnley-Pendle Growth Corridor bid - approved July 2014).
Capacity of public transport	Borough wide	High	No major capacity issues.		N/A
Rail	Links to Manchester	Low	None - Todmorden West Curve will improve journey times via Burnley.		Project funded by Network Rail.
Rail	Colne-Skipton line	Low	None – SELRAP group investigating reinstatement.		No funding currently in place.
<b>Energy and Utilities</b>					
Capacity of water provision and waste collection/disposal	Borough wide	High	None required as level of proposed development acceptable.	SDP3: Housing Distribution, SDP4 Employment Distribution,	N/A



## A Infrastructure Delivery

Issue summary	Where	Level of importance for delivery of plan	Action	Relevant Policies	Funding Status
Waste water treatment works capacity	Borough wide	High	Funding for the expansion of Early treatment works is being considered.	ENV3: Renewable and Low Carbon Energy, ENV6: Waste Management, WRK1: Strengthening the Local Economy	Yorkshire Water has identified that the site requires further investment and has included a requirement for funding in their current Action Plan.
Renewable energy capacity	Borough wide	Medium	Implementation of low carbon policy and private sector developments.		N/A
Broadband provision	Borough wide	Low	Superfast Lancashire will bring fast, fibre-optic broadband to 97% of the county by the end of 2015.		Funded by a Lancashire County Council and BT joint partnership.
Expanded Recycling transfer/sorting station	Whitewalls	Low	County Council looking at sites.		Lancashire County Council are responsible for provision and the funding of the station.
Waste Management	Regent Street	Low	County Council looking at improvements.		Lancashire County Council are responsible for provision and the funding of the station.
<b>Community Facilities</b>					
Population and level of service provision	Borough wide	High	None required as level of proposed development acceptable.	SUP1: Community Facilities	N/A
Services in rural areas (e.g. community halls, policing facilities, community groups/activities)	Rural Pendle	Low	Improvement of community facilities in areas of need or deprivation.		The opportunities for funding are secured on a case by case basis as, and when, projects are identified.
<b>Specialist Housing</b>					
Provision of affordable housing in both urban and rural areas	Borough wide	High	Securing affordable housing as a proportion of new residential	LIV3: Housing Needs,	Some on-going projects have funding secured and others will

Infrastructure Delivery A

Issue summary	Where	Level of importance for delivery of plan	Action	Relevant Policies	Funding Status
			schemes. Opportunities identified by registered providers through their capital programmes.	LIV4: Affordable Housing	be financed on a case by case basis as, and when, projects are identified.
Deficiencies identified in several areas of specialist/supported housing	Borough wide	Medium	Delivery of specialist sheltered and supported housing to meet identified need.		The opportunities for funding are secured on a case by case basis as, and when, projects are identified.
Gypsy and Traveller accommodation	Borough wide	N/A	None. The Burnley and Pendle Gypsy and Traveller Assessment shows that there is no identified need for pitches in Pendle.		N/A
<b>Education</b>					
Primary school capacity	Nelson and Colne	High	Capacity is a particular issue in Nelson. The projected increase of primary school age children in the plan period could also see issues before the end of the plan period in Colne and Barrowford. No particular issues in the rest of the borough.	SUP3: Education and Training	Lancashire County Council is statutorily responsible for the provision of school places. The County Council has an appropriate methodology for identifying the need for school places in advance and are thus able to apportion levels of funding to particular areas.
Secondary Education capacity	Borough wide	High	None required as level of proposed development acceptable.		Lancashire County Council is statutorily responsible for the provision of school places. The County Council has an appropriate methodology for identifying the need for school places in advance and are thus able to apportion levels of funding to particular areas.



## A Infrastructure Delivery

Issue summary	Where	Level of importance for delivery of plan	Action	Relevant Policies	Funding Status
Further Education capacity	Borough wide	High	None required as level of proposed development acceptable.		N/A
Higher Education	Borough wide	Low	Higher Education provision is located in neighbouring Burnley.		No funding required as a higher education facility is not currently being sought in the borough.
<b>Health and Social Care</b>					
Rural access	Rural Pendle	Medium	Perception that access to some healthcare facilities is limited in rural areas such as dentists and opticians.	SUP2: Health and Well-being	Provision of health facilities is controlled by the NHS Commissioning Board who identifies demand based on local housing numbers. Access from rural areas may require larger travelling times for some services due to the threshold of population required to make them viable.
<b>Leisure and Culture</b>					
Capacity of sports/leisure centres	Borough wide	Medium	None required as level of proposed development acceptable.	SUP1: Community Facilities	N/A
Relative deficit of outdoor sports pitches/courts in 12 wards borough wide	Borough wide	Medium	Improve outdoor recreation and commercial leisure offers in the borough.		External funding or developer contributions on a case by case basis.

# Infrastructure Delivery A

Issue summary	Where	Level of importance for delivery of plan	Action	Relevant Policies	Funding Status
<b>Green Infrastructure</b>					
Deficit of parks, play areas and equipped play areas in some wards identified by the Pendle Open Space Audit	Borough wide	Medium	Increased open space provision in areas of relative deficit.	ENV1: Protecting and Enhancing Our Natural and Historic Environments,	External funding or developer contributions on a case by case basis.
Environmental improvements as part of wider regeneration programmes	Borough wide	Medium	Implementation of policy requiring environmental works and part of development.	LIV5: Designing Better Places to Live, WRK6: Designing Better Places to Work, SUP2: Health and Well-being, SUP4: Designing Better Public Places	Required as part development proposals to accord with Local Plan Policy.

## A Infrastructure Delivery

## Housing Implementation Strategy B

### Appendix B Housing Implementation Strategy

#### Introduction

- B1.1** The Framework requires local planning authorities to “set out a housing implementation strategy for the full range of housing and explain how they will maintain delivery of a five year supply of housing land to meet their housing target” (paragraph 47, fourth bullet point).
- B1.2** This Housing Implementation Strategy describes the Council’s approach to delivering the requirement for market and affordable housing, as set out in the Core Strategy. It also sets out the position regarding the five year housing land supply and demonstrates how this will be maintained over the plan period. The base date for housing delivery in the Core Strategy is 1st April 2011. Specifically the Housing Implementation Strategy considers the:
- overall housing requirement;
  - current position, in terms of delivery and the stock of consents at 31st March 2014;
  - housing trajectory;
  - calculation of a five-year housing land supply;
  - proposed mechanisms for housing delivery (including affordable housing);
  - Council’s approach to monitoring and managing housing delivery; and
  - potential risks to housing delivery and possible contingency measures, where necessary.
- B1.3** The key policies within the Core Strategy addressing housing delivery are:
- Policy SDP3 Housing Distribution
  - Policy LIV1 Housing Provision and Delivery
  - Policy LIV2 Strategic Housing Site: Trough Laithe
  - Policy LIV4 Affordable Housing

#### Housing Requirement

- B2.1** The housing requirement for Pendle is set out in the Core Strategy (Policy LIV1) and was informed by the Burnley and Pendle Strategic Housing Market Assessment (SHMA) (2013) and the Pendle Housing Needs Study Update Report (HNS) (2014).
- B2.2** Policy LIV1 identifies a minimum housing requirement of 5,662 (net) dwellings for the 19 year plan period from 2011 to 2030. This equates to an average delivery rate of 298 dwellings per annum. The accompanying Housing Trajectory identifies how this target can be delivered in the period to 2030.
- B2.3** This level of housing provision represents a significant step-change compared to the previous housing requirement of 190 dwellings per annum established in the North West of England Plan: Regional Spatial Strategy to 2021 (RSS) (2008). This is in line with the Framework, which requires local planning authorities to “boost significant the supply of housing” (paragraph 47).
- B2.4** Policy SDP3 identifies the following spatial distribution to guide the provision of new housing in the borough over the plan period:
- M65 Corridor 70%
  - West Craven Towns 18%
  - Rural Pendle 12%

## B Housing Implementation Strategy

### Current Position

**B.1** The housing requirement covers the 19-year period from 1st April 2011 to 31st March 2030. Table B1 sets out the position in respect of completions and existing commitments (i.e. extant planning consents) and is taken from the Authority's Monitoring Report (AMR) for 2013/14.

**Table B1: Calculating the Residual Housing Requirement**

A	Total housing requirement (2011-2030)	5,662
B	Completions (2011/12-2013/14)	154
C	Reduction in long-term empty homes (2011/12-2013/14)	748
D	Residual Requirement (as of 1st April 2014)	4,760
E	Existing commitments (extant planning permissions)	980

**B.2** The table shows that in the three years that have elapsed since the base date for the Core Strategy (i.e. since 2011) 154 new dwellings have been provided in Pendle (Row B). This relatively low figure reflects the continued impact of the post 2007/08 economic downturn on the local housing market. Prior to the onset of the recession, new housing delivery between 2003 and 2008 averaged around 270 dwellings per annum. The table also shows that 748 long-term empty homes have been brought back into use (Row C).<sup>(150)</sup> When these properties are subtracted from the overall housing requirement (Row A) this leaves a residual amount of 4,760 dwellings to be delivered by 2030 (Row D).

**B.3** Over the same three year period, the number of extant planning permissions has stayed relatively constant at between 800 and 1,000 dwellings. However, challenging economic conditions meant that development on many of these sites either stalled or failed to start. The most recent monitoring results (31st March 2014) indicate that there are extant planning consents for 980 new dwellings in Pendle. Of these only 111 units were under construction, with work on the remaining 869 units yet to start.

**B.4** The Infrastructure Strategy (2014), which was prepared to support the Core Strategy concludes that there is sufficient infrastructure provision in place to support the level of housing development proposed early in the plan period. Any potential barriers to further development later in the plan period have also been identified. The Council will continue to work closely with infrastructure providers particularly in relation to waste disposal, wastewater treatment, healthcare, education and transport to ensure that the relevant providers programme the necessary infrastructure provision into their future capital and fulfil their statutory obligations.

### Housing Trajectory

**B4.1** The Framework requires that local planning authorities "should illustrate the expected rate of housing delivery through a housing trajectory for the plan period" (paragraph 47, fourth bullet point).

**B4.2** Figure B1 sets out the housing trajectory for Pendle. It uses the findings of the Strategic Housing Land Availability Assessment (SHLAA) to establish the potential delivery position going forward. The capacity of each site identified in the SHLAA is based upon details provided in the most recent planning application; information supplied by the relevant developer; or an estimate of the likely number of dwellings that could be accommodated on a particular site when assessed against the most appropriate design template for that site.

<sup>150</sup> Long-term empty homes are those that have been "unoccupied and substantially unfurnished" for a period of six months or more.

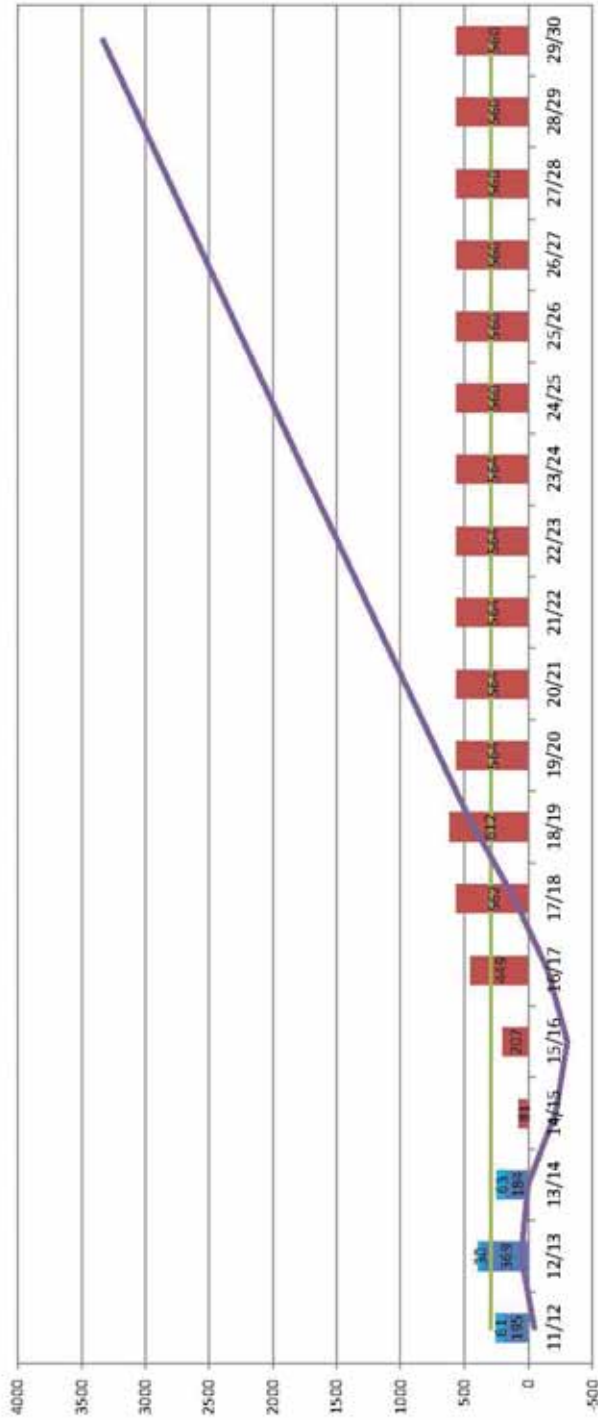
## Housing Implementation Strategy B

- B4.3** The green line represents the annual requirement of new dwellings (298 per annum) necessary to deliver the overall housing requirement as defined in Policy LIV1 (i.e. 5,662 dwellings).
- B4.4** The blue columns represent actual delivery since the start of the plan period. The start date of the Plan has been set at 1st April 2011, as this reflects the base date for the growth scenarios in the Strategic Housing Market Assessment (SHMA). The dark blue section shows the number of long-term empty homes that have been brought back into use; whilst the light blue section shows the number of new dwellings completed. Both elements contribute towards meeting the overall housing requirement.
- B4.5** The red columns represent the potential number of dwellings to be delivered from sites identified in the SHLAA. It should be noted that these figures include sites that have been identified as being part of the longer-term additional supply. The SHLAA assumes that the constraints on these sites can be resolved. However, where these constraints cannot be overcome these sites will need to be removed from the supply.
- B4.6** The purple line shows the cumulative position with regard to actual delivery (blue columns) or potential future supply (red columns). It indicates that over the next 2-3 years the borough is likely to experience a period of under-delivery. This is because sites identified in the five-year housing land supply take time to come forward and be developed out. However, as economic conditions and the housing market gradually improve and more housing sites become economically viable, delivery rates are expected to improve.



# B Housing Implementation Strategy

Figure B1 Housing Trajectory



	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30
Annual Requirement	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298
Empty Homes reoccupied	195	369	184																
New completions (net)	61	30	63																
Potential Supply/Completions - SHLAA				81	207	449	562	612	564	564	564	564	564	560	560	560	560	560	560
Cummulative over/under supply	-42	59	8	-209	-300	-149	115	429	695	961	1227	1493	1759	2021	2283	2545	2807	3069	3331

Start of housing needs calculation. Pre-adoption.

Years 1-5

Years 6-15

## Housing Implementation Strategy B

## Five-Year Housing Land Supply

- B5.1** The Framework requires local planning authorities to “identify and update annually a supply of specific deliverable <sup>(151)</sup> sites sufficient to provide five years’ worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.” (paragraph 47, second bullet point).
- B5.2** The Framework goes on to note that in areas where there has been a record of persistent under delivery of housing, this buffer should be increased to 20% to provide a realistic prospect of achieving the planned supply.
- B5.3** Prior to the onset of the economic recession, the delivery of new housing in Pendle regularly exceeded the planned housing requirement as established by the RSS (190 dwellings per annual). However, since 2008, the completion rate for new dwellings has fallen significantly and as a consequence the decision was taken to apply a 20% buffer on top of the housing requirement for Pendle.
- B5.4** The Strategic Housing Land Availability Assessment (SHLAA) establishes realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period. It also sets out the method used by the Council to calculate its five year housing requirement and subsequent supply (Table B2).
- B5.5** Table B2 shows that by counting newly completed dwellings and the reoccupation of long-term empty homes, the total number of dwellings provided between 2011/12 and 2013/14 is equivalent to 902 dwellings. This slightly exceeds the planned requirement of 894 dwellings. However, this has only been achieved through the significant progress made in reoccupying long-term vacant dwellings. So although the housing requirement has been met, the low completion rates of new dwellings in the last five years means that it is still necessary to apply the 20% buffer in the five year requirement calculation.
- B5.6** The projections within the housing trajectory demonstrate that the Council’s housing land supply is sufficient to meet and exceed the target for the five year period between 2014/15 and 2018/19 together with a 20% buffer to account for previous low delivery rates.

Table B2 Five Year Housing Land Supply

<b>1</b>	<b>Housing Requirement</b>		
A	Years in plan period (2011/12 - 2029/30)		19
B	Overall housing requirement		5,662
C	Annual housing requirement	C / A	298
<b>2</b>	<b>Performance To Date (2011/12 - 2013/14)</b>		
D	Housing requirement	C x 3	894
E	Housing provision		902
	- New housing delivery		154
	- Reoccupation of long-term empty homes		748
F	Current position (against the housing requirement)	E-D	+8

151 Footnote 11 of the Framework defines deliverability.

## B Housing Implementation Strategy

Table B2

3 Five Year Requirement (2014/15 - 2018/19)			
G	Five year requirement	C x 5	1,490
H	Five year requirement + 20% buffer	G + 20%	1,788
J	Five year requirement + 20% buffer - Delivery	H - F	1,780
4 Five Year Supply (2014/15 - 2018/19)			
K	Dwellings on deliverable sites (SHLAA 0-5 years)		1,911
L	Number of years of supply	$K / (J / 5)$	5.4

### Affordable Housing

- B6.1** The provision of affordable housing is an important part of the housing delivery strategy. The Burnley and Pendle Strategic Housing Market Assessment (SHMA) indicates that there is a substantial affordable need in Pendle and suggests that 40% of all new housing should be affordable.
- B6.2** Policy LIV4 establishes the site thresholds and targets for affordable housing delivery in different areas of the Borough. The main sources of supply will be:
- on- site provision of tenure blind affordable homes within private schemes of 11 or more units;
  - off-site provision using commuted sums payable by developers where on-site provision is neither practical nor viable; and
  - sites developed directly by registered providers offering 100% affordable housing.
- B6.3** The level of affordable housing delivered is also monitored annually and reported in the AMR. In an area where viability issues are a significant barrier to delivery, the Council continues to employ a wide range of actions to help maximise the provision of affordable housing, including:
- supporting funding bids by registered providers looking to develop affordable housing schemes in the Borough;
  - facilitate the off-site provision of affordable housing in locations where a need exists, but where it would be unviable to require private developers to deliver affordable housing (Policy LIV4);
  - selective release of Council owned land at discounted values to enable the delivery of additional affordable housing by registered providers; and
  - pro-active engagement with the Homes and Communities Agency, registered providers and house builders to identify appropriate sites for affordable housing.
- B6.4** The number of affordable dwellings which will come forward from existing commitments form part of the overall housing trajectory. However, it is much more difficult to establish the likely amount of affordable housing which will be brought forward on sites which do not currently have planning permission. This is because of the current economic conditions and the potential viability issues associated with the provision of affordable housing on certain types of sites in Pendle. A separate affordable housing trajectory has not been provided at this stage. However, the AMR will continue to report on the delivery and planned provision of affordable housing.

### Future Housing Provision and Delivery

- B7.1** The Core Strategy sets out how the housing requirement will be met and potential sources of supply. These sources are considered in greater detail below.

## Housing Implementation Strategy B

### Existing Commitments

**B7.2** These are sites which have the benefit of an extant consent (i.e. planning permission has not expired). The dwellings may be under construction, or work on site may not have started. Such sites provide part of the current supply of housing land. As shown in Table B1 those sites in Pendle with an extant planning consent have an identified capacity of 980 dwellings.

### Reduction of empty homes

**B7.3** In calculating the housing requirement for Pendle the high vacancy level (6.7%) was held constant. The Council's Empty Homes Strategy and Action Plan have brought about a significant reduction in the number of long-term empty homes since 2011. These are recognised as a legitimate source of supply in terms of meeting housing needs and are counted against the housing requirement. However, no allowance has been made for the reduction of empty homes going forward as there is currently no clear evidence as to how many additional long-term empty homes will be brought back into use over the plan period. The AMR will monitor any future change in empty homes (positive or negative) and this will be reflected in the updated housing requirement position.

### Strategic Housing Site Allocation

**B7.4** The Core Strategy (Policy LIV2) allocates a Strategic Housing Site at Trough Laithe, Barrowford. It is estimated that this site will deliver around 500 new dwellings at a rate of 50 per annum (dpa). The strategic site makes a significant contribution to the borough's housing land supply and provides a level of certainty for delivery of the housing requirement.

### Housing Site Allocations

**B7.5** The Pendle Local Plan Part 2: Site Allocations and Development Policies will identify and allocate further sites for future housing development; sufficient to meet the remainder of the housing requirement. This will help to demonstrate that a five year supply of housing land can be maintained for the full plan period. The Core Strategy (Policy LIV1) also indicates that a number of 'reserve sites' may be allocated to help address the longer-term needs of the borough, by providing a degree of flexibility and a level of contingency.

**B7.6** Other Development Plan Documents (DPDs) in Pendle include the Bradley Area Action Plan DPD (2011). This has a key role to play in delivering new housing within an area that is in need of regeneration. The DPD has identified a number of new development opportunities and allocated sites for housing (including the Riverside Mills site) to help support planned growth within the area.

### Strategic Housing Land Availability Assessment (SHLAA)

**B7.7** The SHLAA identifies those sites that are considered to have the potential to be developed for housing at some point in the future. In addition to those sites with an extant planning permission (see existing commitments above) it also identifies a range of sites that do not currently benefit from planning permission. These sites have been identified through a combination of desk bound research and local knowledge (e.g. public consultation through the call for sites process). Each site that was put forward has been carefully assessed and those considered to be suitable, either wholly or in part, for housing are identified in the SHLAA. The SHLAA will be updated annually in the AMR and a full review will be carried out as necessary.

**B7.8** Policy LIV1 looks to ensure the significant and early delivery of the housing requirement. It supports the development of non-allocated sites within a settlement boundary and until the adoption of the Pendle Local Plan Part 2: Site Allocations and Development Policies, sustainable sites outside of a settlement boundary which make a positive contribution to the five year supply of housing land. This allows for sites identified in the SHLAA to be brought forward ahead of the allocation process in order to ensure an adequate supply of housing land is in place to meet the requirement.

## B Housing Implementation Strategy

### Neighbourhood Plan Sites

**B7.9** A potential supply of land for housing will come from allocations made in any Neighbourhood Plans that come forward. The Town and Parish councils in Pendle will use the evidence base (e.g. the SHLAA) to help identify potential sites to allocate. They may also identify other sites for allocation through the consultation process and these would count towards the overall housing requirement. There are currently no firm proposals for any Neighbourhood Plans in Pendle, although initial scoping work in two areas may lead to the production of such plans in the future.

### Windfalls

**B7.10** It is not possible to identify and allocate all future housing land as some sites will come forward unexpectedly and on an ad hoc basis (e.g. former employment sites that may no longer be suited to modern business practices). Collectively these sites are referred to as 'windfalls'.

**B7.11** No allowance has been made in the Core Strategy for windfall sites. Although windfalls have provided a significant source of housing supply in the past, the comprehensive nature of the site identification work carried out in the preparation of the SHLAA means that windfalls are less likely to form a reliable source of supply going forward. Windfall developments will however continue to be counted against the housing requirement as they are identified.

### Rural Exception Sites

**B7.12** Policy LIV4 allows for the development of Rural Exception Sites - small scale housing to address local needs (mainly affordable needs) on sites beyond the defined settlement boundaries of the Rural Service Centres and Rural Villages identified in Policy SDP2.

### Delivery Mechanisms

**B7.13** The total amount of housing to be delivered from different sources of supply is difficult to quantify at this stage. The preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies will provide greater certainty with regards to the delivery of the housing requirement. A further reduction in long-term empty homes and the provision of housing from additional windfall sites provides an element of flexibility in meeting the housing requirement should proposed allocations not come to fruition.

**B7.14** In addition to the potential sources of housing supply, the Council will also employ a range of pro-active measures to help ensure that the housing delivery targets established in the Core Strategy can be met:

### Local Development Orders (LDOs)

**B7.15** LDOs grant planning permission for specific types of development within a defined area. They create certainty for developers and streamline the planning process by removing the need for developers to submit an application to the local planning authority. They entered the mainstream of planning policy in June 2014, when the government announced that it expected LDOs granting permission for new homes to be in place on more than 90% of brownfield land suitable for new housing by 2020.<sup>(152)</sup> This effectively amounts to the granting of outline planning permission.

**B7.16** Whilst LDOs require public consultation before they can be put in place this can be a relatively quick process, with the drafting of an order, consulting the public and notifying the Secretary of State taking as little as two months.



## Housing Implementation Strategy B

### Self-build

**B7.17** The Government's Right to Build scheme is the latest in a range of measures to help those looking to build their own home. Pendle is one of eleven areas in the country selected to be at the forefront of the Government's efforts to help those looking to build their own homes. The Core Strategy indicates that the Council will continue to work with those people wishing to use self-build, custom-build and other local house building initiatives – these can make a small contribution to housing delivery. Policy LIV3 states that consideration will be given to applications which meet other needs where evidence can be provided. This would include self-build schemes and other future government initiatives.

### Starter Homes Initiative

**B7.18** The Government introduced the Starter Homes Initiative in March 2015. It aims to provide young first time buyers with the opportunity to purchase a new home at below market value. In planning terms, the National Planning Practice Guidance (NPPG) sets out the Starter Homes exception site policy. This allows for applications to be made on under-used or unviable industrial and commercial land that has not currently been identified for housing. The NPPG contains further guidance on which sites can be considered as exception sites.

**B7.19** The Council will look to work with developers to identify opportunities for Starter Home exception sites. Such sites will come forward as windfall sites and will make a small contribution to meeting the housing requirement.

### Brownfield Regeneration Fund

**B7.20** The Council has agreed, as part of its capital programme, to spend £1.5 million on priming Brownfield sites for development, making them attractive to prospective developers. This will help to bring back into use a number of Brownfield sites across the borough and make a small contribution to meeting the housing requirement.

### Joint Venture Company

**B7.21** In response to a reduction in funding, Pendle Council set-up Pendle Enterprise and Regeneration Ltd. (PEARL) in 2007. The purpose of this joint venture with local developer Barnfield Construction is to reduce dependency on the public purse; deliver new homes and help renew the borough's Victorian housing stock. The innovative joint venture companies PEARL and PEARL2 have delivered a number of housing and other developments across the borough. Initially these focused on the regeneration areas associated with the Housing Market Renewal (HMR) initiative. Following the demise of the HMR initiative in 2010 and the consequent loss of government funding, PEARL2 has continued to deliver new housing developments in the borough.

**B7.22** Moving forward the Council will consider the disposal of further land within its ownership and explore the opportunities for the joint venture company to deliver housing on these sites.

### Social Providers and the Homes and Communities Agency (HCA)

**B7.23** The Council will look to work with a wide range of social housing providers and HCA over the plan period to secure funding and help to provide additional affordable homes.

**B7.24** In particular, the Council will continue to work with Housing Pendle (part of the Together Housing group) and Great Places to identify opportunities to secure new and improved affordable housing across the borough.



## B Housing Implementation Strategy

**B7.25** The Affordable Homes Programme for 2015-18 provides for a small number of new affordable homes funded by the HCA. At this stage it is unclear whether there will be similar funding programmes available in the future and it is therefore difficult to quantify the amount of affordable housing to be provided from such schemes.

### Monitoring and Review

**B8.1** The Council will continue to employ the 'plan, monitor, manage' approach to ensure delivery of the housing requirement and that a rolling five year supply of deliverable sites is maintained.

**B8.2** Pendle Council has monitored housing starts, completions and demolitions at 31st March for a number of years. This information is used to determine the number of net additional dwellings delivered in the preceding 12 months and is published in the Council's Authority's Monitoring Report (AMR) together with an updated housing trajectory.

**B8.3** The monitoring process is also used to inform the scale of additional sites (if any) that need to be brought forward into the five year supply of deliverable housing sites. If the annual target for housing delivery is not being achieved, suitable sites from later phases of the plan period will be brought forward into the five year supply.

**B8.4** To assist this process the Core Strategy identifies a number of targets and indicators, to help assess the ongoing performance of individual policies. For Policy LIV1, which is concerned with the delivery of new housing, five key indicators have been identified:

HS01	Number of new homes completed (including trends over time) by: - Location.
HS02	Future predicted housing completions (based on the SHLAA update) and revised delivery targets.
HS03	Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent by: -Location.
HS04	Number of new dwellings completed on PDL (including trends over time).
HS07	Total number of, and change in number of, empty homes (Long-term vacancies) (over 6 months) and overall number of vacancies) by area: - Borough-wide, - Spatial Area, -Settlements, - Bradley AAP area, - Railway Street area, - Canal Corridor area.

**B8.5** Policy LIV1 also establishes a series of trigger points, which will be used to determine whether the policy is being implemented effectively:

- Less than 1,500 dwellings have been delivered by 2020
- Less than 2,800 dwellings have been delivered by 2025
- The long term vacancy rate is higher than the national average in 2020 and 2025.

**B8.6** Should monitoring reveal that housing delivery is not as expected early in the plan period, the Council will pro-actively seek to unlock any barriers to development (policy and/or physical).

**B8.7** The Council will continue to actively engage with developers and registered providers to help drive forward affordable housing delivery in the borough.

### Risk and Contingency

**B9.1** Identifying potential risks to the delivery of new housing is important to ensure that adequate contingency measures can be put in place.

**B9.2** The Monitoring and Delivery schedule in Policy LIV1 highlights the following potential risks:

## Housing Implementation Strategy B

- The continuing effects of the recession;
- The availability of finance for developers;
- The identification of sufficient viable sites to meet the five year requirement;
- The availability of finance for buyers reduces the demand for new housing leading to developers reducing delivery rates;
- Failure to deliver the Strategic Housing Site.

**B9.3** A number of contingencies have also been identified to take account of these potential risks:

- Working with developers / partners (e.g. social housing providers, the HCA, PEARL2) to help remove barriers to development (e.g. renegotiating contributions, helping to identify funding opportunities);
- Review the SHLAA to help identify additional deliverable sites;
- The allocation of additional / reserved sites in the Pendle Local Plan Part 2: Site Allocations and Development Policies;
- Consider an early review of the plan.

**B9.4** The health of the economy and the strength of the housing market will be a major factor in the supply of housing throughout the plan period. The economic downturn had a pronounced effect on the delivery of housing in Pendle. This was largely due to volume house builders having increased risk aversion; concerns about the viability of brownfield sites and restricted access to finance. Caution on the part of financial institutions also reduced the ability of house buyers to access mortgages. There are early signs that low interest rates, improving consumer confidence and Government schemes such as 'Help to Buy' are beginning to increase demand for housing.

**B9.5** Whilst the housing market may be showing signs of recovery at a national level, net housing completions within Pendle remain well below their pre-recession numbers. In part, this reflects the fact that a number of planning permissions have lapsed or were not renewed in recent years, whilst other housing sites are being built-out at slower rates. It is also a reflection of the difficult economic conditions that are still being experienced in Pendle, particularly in relation to the viability of sites.

**B9.6** It is anticipated that completions will start to increase from 2016/17 onwards, as housing development regains its momentum and confidence is restored to the market. However, should the market experience a relapse, this would have a detrimental impact on completion rates and there would be limited interventions that the Council could make to improve the situation.

**B9.7** Continued dialogue between the Council, landowners and developers will be vital to help ensure that allocated sites are capable of being delivered in accordance with the Council's housing trajectory.

**B9.8** However, in the period between adopting the Core Strategy and preparing the Site Allocations Plan there remains a risk that some of the sites identified in the housing trajectory may not come forward as anticipated. This is particularly true for sites that do not yet have planning permission. The SHLAA makes an assessment of the likelihood of these sites coming forward for development, with each site assessed against the findings of the Development Viability Study (2013) to demonstrate their likely viability and deliverability.

## Conclusion

**B10.1** This Housing Implementation Strategy shows that the Council is committed to ensuring that there is sufficient land available to meet the planned housing requirement of 5,662 dwellings over the 19 year period from 2011-2030.

## B Housing Implementation Strategy

- B10.2** The SHLAA demonstrates that there is more than sufficient land available to meet the overall requirement. This evidence will be used in the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies to allocate a range of sites to meet the remainder of the housing requirement, once completions and existing commitments have been taken into account.
- B10.3** In addition, and in order to ensure flexibility in meeting the requirement, the Core Strategy allows for the development of additional sites where they are sustainable and make a positive contribution to the five year supply.
- B10.4** Small sites are likely to continue to make a contribution to local housing delivery, along with a small number of additional windfall sites. The change of permitted development rights to allow changes of use from office to residential will also play a role in new housing provision. These sources of supply provide some contingency in the event that larger allocated sites do not come to fruition.
- B10.5** The main risk to housing delivery in Pendle is the continued impact of the economic recession, and how this continues to impact upon financial institutions, the construction industry and the local housing market. Of particular concern is the area's ability to offer sites for housing that are both attractive to the market and economically viable for developers to bring forward.
- B10.6** The AMR will be used to update the housing delivery position on an annual basis and show performance against the housing requirement. It will include an update of the housing trajectory to compare actual delivery against the planned housing targets. It will also update the SHLAA, the findings of which will be used to demonstrate the five year land supply position.

## Replacement Pendle Local Plan (2001-2016) Policies C

**Appendix C Replacement Pendle Local Plan (2001-2016) Policies**

- C.1** When adopted, the Pendle Local Plan Part 1: Core Strategy together with the Pendle Local Plan Part 2: Site Allocations and Development Policies will replace the Replacement Pendle Local Plan (2001-2016).
- C.2** Policies from the Replacement Pendle Local Plan (2001-2016) may be:
1. Replaced fully by one or more policies in the Core Strategy;
  2. Replaced by policies in both the Core Strategy and the Pendle Local Plan Part 2: Site Allocations and Development Policies;
  3. Replaced only by policies in the Pendle Local Plan Part 2: Site Allocations and Development Policies;
  4. Deleted once the Core Strategy is adopted (e.g. Policy 18 Housing Market Renewal).
- C.3** Where point 3 applies the Replacement Pendle Local Plan (2001-2016) policy will remain in force until the Pendle Local Plan Part 2: Site Allocations and Development Policies is adopted – see below.
- C.4** Policies in the Core Strategy provide ‘hooks’ for the more detailed policies that will follow. The table below indicates where it is anticipated that a more detailed policy, or site allocation, will be included in the Pendle Local Plan Part 2: Site Allocations and Development Policies. Additional policies may also follow in area action plans and neighbourhood plans, where a locally specific policy response is considered to be necessary to address a particular issue.
- C.5** Supplementary Planning Documents (SPDs) do not form part of the statutory development plan, but may be used to provide additional guidance to promote quality in new development, or to address site specific issues.
- C.6** Policies in the Replacement Pendle Local Plan (2001-2016), which are not wholly replaced in the Core Strategy, will remain part of the statutory development plan for Pendle until such time that more detailed policies are adopted. Policies will be given an appropriate weighting “according to their degree of consistency” with the Framework.

**Table B1 - Replacement Pendle Local Plan (2001 -2016) Policies**

Replacement Pendle Local Plan (2001-2016) Policy		Where will this policy be replaced?	
		Local Plan Part 1: Core Strategy	Local Plan Part 2: Site Allocations and Development Policies
1	Development in the Open Countryside	SDP2/ENV1	Policy
2	Area of Outstanding Natural Beauty	ENV1, ENV2	Policy
3	Green Belt	ENV1, ENV2	Policy
3A	Protected Areas	LIV2	Site Allocation*
4A	Natural Heritage - International Sites	ENV1	Site Allocation
4B	Natural Heritage - National Sites	ENV1	Site Allocation
4C	Natural Heritage - Country & District Designated Sites	ENV1	Site Allocation

## C Replacement Pendle Local Plan (2001-2016) Policies

Replacement Pendle Local Plan (2001-2016) Policy		Where will this policy be replaced?	
		Local Plan Part 1: Core Strategy	Local Plan Part 2: Site Allocations and Development Policies
4D	Natural Heritage - Wildlife Corridors, Species Protection & Biodiversity	ENV1	Site Allocation
5	Renewable Energy Resources	ENV3	-
6	Development & Flood Risk	ENV7	-
7	Water Resource Protection	ENV7	-
8	Contamination and Pollution	ENV5	Policy
9	Buildings of Special Architectural or Historic Interest	ENV1, ENV2	Policy
10	Areas of Special Architectural or Historic Interest	ENV1, ENV2	Policy / Site Allocation
11	Archaeology	ENV1	Policy
12	Maintaining Settlement Character	-	Site Allocation*
13	Quality and Design of New Development	ENV2, LIV5, WRK6, SUP4	Policy
14	Trees Woodland & Hedgerows	ENV1	-
16	Landscaping in New Development	-	Policy
17	Location of New Housing Development	SDP3, LIV1, LIV2, LIV3, LIV4	Site Allocation
18	Housing Market Renewal	-	-
20	Quality Housing Provision	LIV5	-
21	Provision of Open Space in New Development	LIV5	-
22	Protected Employment Areas	-	Policy / Site Allocation
23	Location of New Employment Development	SDP4, WRK2	Site Allocation
24	Employment in Rural Areas	WRK1, WRK2, WRK5	-
25	Location of Service & Retail Development	SDP5, WRK4	Policy
26	Non-shopping Uses in Town Centres & Local Shopping Areas	-	Policy / Site Allocation
27	Retail & Service Land Provision	-	Site Allocation
28	Retail & Service Provision in Villages	SDP5, WRK4, SUP1	-
29	Creating an Improved Transport Network	ENV4	Site Allocation

## Replacement Pendle Local Plan (2001-2016) Policies C

Replacement Pendle Local Plan (2001-2016) Policy		Where will this policy be replaced?	
		Local Plan Part 1: Core Strategy	Local Plan Part 2: Site Allocations and Development Policies
30	Sustainable Travel Modes	ENV4	-
31	Parking	-	Policy / Site Allocation
32	New Community Facilities	SUP1, SUP2, SUP3	Site Allocation
33	Existing Open Space	ENV1	Policy / Site Allocation
34	Improved Open Space Provision	ENV1	Policy
35	Countryside Access	WRK5	Policy
36	Leeds-Liverpool Canal Corridor	WRK5	-
37	East Lancashire Regional Park	-	-
38	Telecommunications	-	Policy
39	Equestrian Development	-	Policy
40	Tourism	WRK5, SUP1	Policy

\*The continued validity of these designations will be reviewed during the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies.



## C Replacement Pendle Local Plan (2001-2016) Policies

## Appendix D Glossary

Term / Common abbreviation	Brief Description
<b>Affordable housing</b>	- Collective term for social rented, affordable rented and intermediate housing, which is made available to eligible households who are unable to afford open market housing. Homes not covered by these three definitions, such as "low cost market" housing, may not be considered as affordable housing for planning purposes. ▶ Affordable Rented Housing ▶ Intermediate Housing ▶ Social Rented Housing.
<b>Affordable rented housing</b>	- Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. It is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). ▶ Affordable Housing ▶ Intermediate Housing ▶ Social Rented Housing.
<b>Ancient woodland</b>	- In England, the term ancient woodland is used to refer to land that has been continuously wooded since 1600. Areas of ancient woodland that have never been cleared or replanted are known as semi-natural ancient woodland. This resource cannot increase and is irreplaceable.
<b>Appropriate Assessment</b>	<b>AA</b> Appropriate Assessment is the process and documentation associated with the statutory requirement under the EU Habitats and Species Directive. ▶ Habitat Regulations Assessment
<b>Authority's Monitoring Report</b>	<b>AMR</b> A document setting out how the Council's planning policies have been used in the previous financial year (April to March) and whether it has achieved the milestones set out in its Local Development Scheme. ▶ Local Development Scheme.
<b>Area Action Plan</b>	<b>AAP</b> A document that provides the planning framework for a specific location that is usually the subject of a conservation or regeneration initiative. A key feature is its focus on implementation. ▶ Development Plan Document
<b>Article 4 Direction</b>	- An order which requires work which would normally be exempt from the need to obtain planning permission (i.e. "permitted development") to obtain formal consent.
<b>Biodiversity</b>	- Derived from the term "biological diversity" it is most often used to refer to the number and variety of plants, animals and micro-organisms found within a specified area (or ecosystem). ▶ Biodiversity Action Plan
<b>Biodiversity Action Plan</b>	<b>BAP</b> A strategy aimed at conserving biological diversity within a given area through a series of actions focusing on protection and restoration. ▶ Biodiversity
<b>Brownfield land</b>	- Also referred to as previously developed land, or PDL for short. The term refers to land previously occupied by a permanent structure (excluding agricultural, or forestry buildings) and any associated fixed (surface) infrastructure. The term can also be applied to land occupied by under-used or vacant premises. ▶ Greenfield land ▶ Previously Developed Land
<b>Building for Life</b>	<b>BfL</b> An initiative which promotes design excellence and celebrates best practice in the house building industry. The Building for Life criteria are the measure by which design quality in new housing is assessed. They cover three main themes:

## D Glossary

Term / Common abbreviation		Brief Description
		<ol style="list-style-type: none"> <li>1. Integrating into the neighbourhood</li> <li>2. Creating a place</li> <li>3. Street and home</li> </ol>
<b>Climate change</b>	-	A reference to significant long-term change in the 'average weather' conditions (temperature, precipitation and wind patterns) experienced in a particular area. These changes can be caused by external forces, such as variations in sunlight intensity, and more recently by human activities, in particular the consumption of fossil fuels.
<b>Comparison goods</b>	-	Collective term for those items that consumers buy only occasionally and would normally compare prices before buying e.g. furniture, electrical equipment, clothes etc. ▶ Convenience Goods
<b>Community facilities</b>	-	Collective term for establishments that provide for the social, educational, spiritual, recreational, leisure and cultural needs of the community.
<b>Community Infrastructure Levy</b>	<b>CIL</b>	This is a standard charge, which local authorities can levy on new developments by local authorities to reflect the impact they are likely to have on local services and amenities. The local planning authority must publish a schedule identifying the charges to be imposed for different types of development. These may vary by area. Prior to adoption this schedule of charges must undergo public consultation and independent examination. ▶ Infrastructure
<b>Conservation Area</b>	-	Areas of special architectural or historical interest, the character, appearance or setting of which it is desirable to preserve or enhance. Properties within a conservation area may be subject to planning restrictions particularly relating to the exterior of the property.
<b>Consultation Statement</b>	-	Demonstrates how each planning document has been prepared in accordance with the requirements set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. The statement should set out: - which bodies and persons were invited to make representations at each stage; - how these bodies and persons were invited to make such representations; - a summary of the main issues raised by those representations; and - how those main issues have been addressed in the final document. ▶ The Regulations
<b>Contaminated land</b>	-	Land that has been polluted and needs to be treated before development can safely take place on the site.
<b>Convenience goods</b>	-	Collective term for relatively inexpensive goods that are purchased frequently at the most convenient location and with the minimum of deliberation e.g. most grocery items, newspapers, petrol etc. ▶ Comparison goods
<b>Decentralised Energy Network</b>		A network that produces heat and/or electricity at or near the point of consumption.
<b>Development Management</b>	<b>DM</b>	The process through which the local planning authority considers the merits of a planning application, having regard to the Local Plan and all other material considerations.

## Glossary D

Term / Common abbreviation		Brief Description
<b>Development Plan</b>	-	<p>The statutory Development Plan is made up of a series of documents, which contain the planning policies and site specific allocations to guide the nature and location of development in a particular area.</p> <p>In Pendle the Development Plan will include the following planning documents:</p> <ul style="list-style-type: none"> <li>- Pendle Local Plan Part 1: Core Strategy</li> <li>- Pendle Local Plan Part 2: Site Allocations and Development Policies</li> <li>- Bradley Area Action Plan</li> <li>- Joint Minerals and Waste Local Plan: Core Strategy</li> <li>- Joint Minerals and Waste Local Plan: Site Allocation and Development Management Policies</li> </ul> <p>(1) Any Neighbourhood Plans that are adopted will also form part of the Development Plan.</p> <p>▶ Development Plan Documents ▶ Local Plans ▶ Neighbourhood Development Plan ▶ Site Specific Allocations ▶ Statutory</p>
<b>Development Plan Document</b>	DPD	<p>A statutory planning document that forms part of the Development Plan:</p> <p>▶ Area Action Plans ▶ Development Plan ▶ Policies Map ▶ Statutory ▶ Sustainability Appraisal</p>
<b>Development Viability Study</b>	DVS	<p>Provides an analysis of the local development market. It looks at the economic viability of different types of development on sites across the borough.</p>
<b>Duty to Cooperate</b>	DtC	<p>The introduction of the Localism Act in November 2011 placed a Duty to Co-operate on strategic planning issues that cross administrative boundaries and to carry out joint working on areas of common interest; a requirement that is reinforced in the Framework.</p>
<b>Dwelling</b>	-	<p>A self-contained building, or part of a building, usually occupied by a single household. Examples of a dwelling include a house, bungalow, apartment, maisonette etc.</p>
<b>Employment land</b>	-	<p>Land reserved for development by businesses engaged in light industrial or office uses (B1 use class), general industry (B2) or warehousing and distribution (B8).</p> <p>▶ Employment Land Review</p>
<b>Employment Land Review</b>	ELR	<p>Prepared by local planning authorities to assess the demand for and supply of land for employment and the suitability of sites for employment development, in order to safeguard the best sites in the face of competition from competing uses.</p> <p>▶ Employment land</p>
<b>Evidence base</b>	-	<p>The body of information and data used to help justify the soundness of the policy approach taken within a planning document.</p> <p>▶ Soundness</p>
<b>Front loading</b>	-	<p>The term used to reflect that public input and consensus will be sought at the earliest opportunity in the production of new planning documents.</p>

## D Glossary

Term / Common abbreviation		Brief Description
<b>General consultation bodies</b>	-	<p>The Regulations require local planning authorities to consult such of the 'general consultation bodies' as they consider appropriate, in the preparation of documents that will form part of the Local Plan. General consultation bodies include:</p> <ol style="list-style-type: none"> <li>Voluntary bodies some or all of whose activities benefit any part of the local planning authority's area</li> <li>Bodies which represent the interests of different racial, ethnic or national groups in the authority's area.</li> <li>Bodies which represent the interests of different religious groups in the local planning authority's area</li> <li>Bodies which represent the interests of disabled persons in the local planning authority's area.</li> <li>Bodies which represent the interests of persons carrying on business in the local planning authority's area.</li> </ol> <p>► The Regulations ► Specific Consultation Bodies</p>
<b>Green Belt</b>	-	<p>An area of land around built-up areas where there is a presumption against inappropriate development, in order to keep the land permanently open. The intention is to safeguard the countryside from urban encroachment; to prevent adjacent towns and villages from merging; to preserve the special character of historic towns and to assist urban regeneration by encouraging the re-use of Brownfield (previously developed) land.</p> <p>N.B. Not to be confused with Greenfield land or open countryside.</p> <p>► Brownfield Land ► Greenfield Land</p>
<b>Green infrastructure</b>	-	<p>The term used to describe natural and managed areas of 'green' land lying both in, and between, our towns and villages, that together make up a network of inter-connected, high quality, multi-functional open spaces and the corridors that link them, which provide multiple social, economic and environmental benefits for both people and wildlife.</p> <p>► Infrastructure.</p>
<b>Greenfield land</b>	-	<p>Describes a site that has either not previously been developed, or where nature has clearly 'reclaimed' a previously developed site.</p> <p>N.B. Not to be confused with Green Belt.</p> <p>► Brownfield Land ► Green Belt ► Previously Developed Land</p>
<b>Gypsies and Travellers</b>	-	<p>For the purposes of planning policy the term 'gypsies and travellers' refers to persons of nomadic habit of life whatever their race or origin.</p> <p>The term also includes such persons who on grounds of their own, their family's or a dependents' educational or health needs, or old age have ceased to travel temporarily or permanently. The definition excludes members of an organised group circus or travelling showpeople who travel together as such.</p> <p>► Travelling Showpeople</p>
<b>Habitat Regulations Assessment</b>	<b>HRA</b>	<p>A step-by-step process, which includes the process known as Appropriate Assessment required, under the European Habitats Directive. The purpose is to assess the potential impact emerging planning policies may have - either alone, or in combination with other projects or plans - on the structure, function or conservation objectives for a European site and, where appropriate, assesses these impacts examines alternative solutions. Natura 2000 Sites include Special Areas of Conservation (SACs) designated for species and habitats and Special Protected Area (SPAs) designated for birds. On land these are usually part of existing Sites of Special Scientific Interest (SSSI).</p>
<b>Housing association</b>	-	<p>Term used to describe independent not-for-profit organisations, which own, let and manage rental housing. As not-for-profit organisations, revenue acquired through rent is ploughed back into the acquisition and maintenance of property. Most Housing Associations are Registered Social Landlords.</p>

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Term / Common abbreviation	Brief Description	
		▶ Registered Social Landlord
<b>Housing Needs</b>	-	Housing need is defined as the quantity of housing required for households who are unable to access suitable housing without financial assistance.
<b>Infrastructure</b>	-	Collective term for the basic services necessary for development to take place i.e. transport, electricity, sewerage, water, education and health facilities. ▶ Green Infrastructure
<b>Intermediate housing</b>	-	Homes for sale or rent, which are provided at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. ▶ Affordable Housing ▶ Affordable Rented Housing ▶ Social Rented Housing.
<b>Landscape character</b>	-	Describes the recognisable pattern of elements – including combinations of geology, landform, soils, vegetation, land use and human settlement - that occur consistently in parts of the landscape. Often defined by the four basic elements of form, line, colour, and texture.
<b>Landscape Character Assessment</b>	-	Study undertaken to define the key elements that make up the landscape character of an area. ▶ Landscape Character
<b>Local Development Document</b>	<b>LDD</b>	The collective term for a set of documents specified in planning law, which a local planning authority creates to describe their strategy for development and use of land in their area. ▶ Development Plan Document ▶ Spatial ▶ Statement of Community Involvement ▶ Supplementary Planning Document
<b>Local Development Scheme</b>	<b>LDS</b>	Sets out the timetable for the production of all the documents that will form part of the new Pendle Local Plan.
<b>Local Plan</b>	-	A document setting out detailed policies and site specific proposals to guide the development and use of land. It is used to guide day-to-day decisions on planning applications. The document is drawn up by the local planning authority in consultation with other stakeholders and engagement with the local community, as prescribed in the Regulations. ▶ Policies Map ▶ The Regulations
<b>Local Transport Plan</b>	<b>LTP</b>	A bidding document to help secure funding for local transport projects. Lancashire County Council is responsible for preparing the Lancashire Transport Plan.
<b>Local Strategic Partnership</b>	<b>LSP</b>	A non-statutory body of public, private, community and voluntary sector organisations working together to support one another so that they can help improve service delivery and deliver a better quality of life for local residents. The key goals of the LSP are set out in the Sustainable Community Strategy. The LSP for Pendle is known as Pendle Partnership. ▶ Statutory ▶ Sustainable Community Strategy
<b>National Planning Policy Framework</b>	<b>NPPF</b>	Published on 27th March 2012, the Framework forms the basis of the planning system in England. It sets out the Government's planning policies, with which all new development should be in conformity.



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Term / Common abbreviation		Brief Description
<b>National Planning Practice Guidance</b>	<b>NPPG</b>	Published on 6th March 2014, this online resource brings together planning practice guidance for England in an accessible and usable way. The guidance will go through a regular review process to ensure it is relevant, usable and up-to-date.
<b>Neighbourhood Development Plan</b>	<b>NDP</b>	More commonly referred to as Neighbourhood Plans, these are a way for communities to decide the future of the places where they live and work. Neighbourhood planning is optional, not compulsory, but Parish Council's, or recognised neighbourhood forums, will be able to: <ul style="list-style-type: none"> <li>- Choose where they want new homes, shops and offices to be built.</li> <li>- Have their say on what those new buildings should look like.</li> <li>- Grant planning permission for the new buildings they want to see go ahead.</li> </ul> Neighbourhood Plans must be in general conformity with national planning policy and communities cannot use them to block the building of new homes and businesses required by the Council's Local Plan (Core Strategy). They can, however, use Neighbourhood Plans to influence the type, design, location and mix of new development in their community.
<b>Open Space</b>	-	All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
<b>Planning obligation</b>	-	New development often creates a need for additional infrastructure or improved community services and facilities, without which there could be a detrimental effect on local amenity and the quality of the environment. A planning obligation is a private agreement negotiated, usually in the context of a planning application, between the local planning authority and the applicant. It is used to secure measures that are intended to make acceptable development which would otherwise be unacceptable in planning terms. Planning obligations are normally secured by way of a Section 106 agreement. ▶ Community Infrastructure Levy
<b>Planning policy for traveller sites</b>	-	Sets out the Government's planning policy for traveller sites.
<b>Policies Map (formerly Proposals Map)</b>	-	Map of the district, using an Ordnance Survey base to illustrate the spatial implications of the policies and proposals contained in Development Plan Documents. The map defines sites where particular developments or land uses are favoured, or those areas that are protected from development. Detailed inset maps are used where additional clarity is required. ▶ Development Plan Document ▶ Spatial
<b>Previously Developed Land</b>	<b>PDL</b>	Term used to refer to land previously occupied by a permanent structure and any associated surface infrastructure. ▶ Brownfield Land
<b>Public realm</b>	-	Public and private open spaces in our built up areas, both between and within buildings, that are available without charge for public use.
<b>Registered Social Landlord</b>	<b>RSL</b>	Independent, not-for-profit private sector organisations, which provide social housing. They are registered with, and regulated by, the Homes and Communities Agency. ▶ Housing Association
<b>Regional Spatial Strategy</b>	<b>RSS</b>	Regional spatial strategies (RSS) were introduced in 2004 to provide regional level planning frameworks for the eight regions of England outside London. The RSS for the North West of England was revoked on 20th May 2013 and no longer forms part of the Statutory Development Plan for Pendle.

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Term / Common abbreviation	Brief Description	
		▶ Development Plan ▶ Strategic Environmental Assessment
<b>The Regulations</b>	-	Reference to The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), which govern all matters relating to the preparation of local development documents.
<b>Renewable Energy</b>	-	An energy resource that is replaced rapidly by natural processes and essentially cannot be exhausted. Examples include wind energy, solar energy and hydro-electric power.
<b>Secured by Design</b>	<b>SBD</b>	A Police initiative supporting the principles of designing out crime by the use of effective crime prevention and security standards for a range of applications.
<b>Site specific allocations</b>	-	The allocation of land for particular uses within a Development Plan Document. ▶ Development Plan Document
<b>Social Rented Housing</b>	-	Social rented housing is a type of affordable housing where guideline target rents are determined through the national rent regime so that tenants in similar properties, in similar areas, pay similar rents. ▶ Affordable Housing ▶ Affordable Rented Housing ▶ Intermediate Housing.
<b>Soundness</b>	-	The term means founded on a robust and credible evidence base and the most appropriate strategy when considered against the reasonable alternatives. For something to be sound is must also be deliverable, flexible and able to be monitored.
<b>Spatial</b>	-	Although often used instead of the term 'geographic', it has a much broader meaning in that it refers to an in depth understanding of the position, area and size of features in a particular location, and the relationship that this place has with other locations. ▶ Spatial Planning
<b>Spatial planning</b>	-	Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in a particular area. It goes beyond traditional land use planning, in that it brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
<b>Specific consultation bodies</b>	-	The Regulations require local planning authorities to consult each of the 'specific consultation bodies', to the extent that they consider that the proposed subject matter affects the body, in the preparation of documents that will form part of the Local Plan. The list of specific consultation bodies is identified in the regulations, but includes organisations such as major government departments and regional agencies, neighbouring local authorities, parish councils in and adjacent to the borough and infrastructure providers. ▶ General Consultation Bodies ▶ Regulations
<b>Stakeholder</b>	-	The term used to describe any organisation or individual that has a direct interest in, or is affected by, the actions or decisions of another individual or organisation.
<b>Statement of Community Involvement</b>	<b>SCI</b>	Sets out how a local planning authority (e.g. Pendle Council) intends to consult the public and selected organisations in the preparation, alteration and continuing review of all Local Development Documents and development management decisions. It

## D Glossary

Term / Common abbreviation		Brief Description
		<p>explains how people and organisations can get involved in the preparation of new planning policy and how they will be consulted on planning applications. The SCI is no longer subject to independent examination but is still part of a comprehensive approach to engagement.</p> <p>► Local Development Documents</p>
<b>Statutory</b>	-	Required by law (statute), usually through an Act of Parliament.
<b>Strategic Environmental Assessment</b>	<b>SEA</b>	<p>A legally enforced assessment procedure required by EU Directive 42/2001/EC. The directive aims to introduce a systematic assessment of the environmental effects of strategic planning and land use decisions. The environmental assessment requires:</p> <ul style="list-style-type: none"> <li>- the preparation of an environmental report;</li> <li>- the carrying out of consultations;</li> <li>- taking into account the environmental report and the results of the consultations in decision making;</li> <li>- the provision of information when a plan or programme is adopted; and</li> <li>- showing that the results of the environmental assessment have been taken into account.</li> </ul> <p>For planning documents, the SEA requirements have been incorporated into the Sustainability Appraisal.</p> <p>► Sustainability Appraisal</p>
<b>Strategic Flood Risk Assessment</b>	<b>SFRA</b>	<p>Refines flood mapping information on the probability of flooding, taking other sources of flooding and the impacts of climate change into account, in order to:</p> <ul style="list-style-type: none"> <li>- Provide a map-based planning tool that can be used to inform the preparation of planning policy and day-to-day decisions on individual planning applications.</li> <li>- Inform and anticipate the Environment Agency's response to the various stages of the planning process.</li> <li>- Help steer new development away from areas at highest risk of flooding.</li> <li>- Assist with emergency planning.</li> </ul>
<b>Strategic Housing Land Availability Assessment</b>	<b>SHLAA</b>	Provides an assessment of sites with the potential to be developed for housing. Informs the calculation of the five year supply of housing land.
<b>Strategic Housing Market Assessment</b>	<b>SHMA</b>	Provides an assessment of housing need and recommends the amount of new housing to be developed in Pendle.
<b>Sub-regional</b>	-	The term used to describe any subdivision of a region, larger than a district authority. For example Lancashire and East Lancashire are both sub-regions of North West England.
<b>Supplementary Planning Document</b>	<b>SPD</b>	<p>Cover a range of thematic or site specific issues in order to provide additional information and guidance that expands on the policies contained in 'parent' Development Plan Documents. They do not form part of the statutory Development Plan and cannot be used to allocate land or introduce new planning policies (Development Plan Document). Although SPDs go through public consultation procedures and sustainability appraisal, they are not subject to independent examination.</p> <p>SPDs will replace existing Supplementary Planning Guidance.</p> <p>► Development Plan ► Development Plan Documents ► Statutory ► Sustainability Appraisal</p>

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Term / Common abbreviation		Brief Description
<b>Sustainability Appraisal</b>	<b>SA</b>	The process of assessing the policies and site allocations in a Development Plan Document, for their global, national and local implications on social, economic and environmental objectives. ▶ Development Plan Document ▶ Strategic Environmental Assessment
<b>Sustainable Community Strategy</b>	<b>SCS</b>	This is a community document prepared by Pendle Partnership, the local strategic partnership for the borough. It sets out the strategic vision for the area and provides a vehicle for considering how to address difficult issues such as the economic future of an area, social exclusion and climate change. It is a vision document and the Core Strategy must be aligned with its objectives. ▶ Local Strategic Partnership
<b>Sustainable Development</b>	-	Various definitions of sustainable development have been put forward over the years, but that most often used is the Brundtland definition: enabling development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Planning seeks to promote sustainable development by helping to achieve a balance between economic growth, social advancement and environmental conservation.
<b>Travelling Showpeople</b>	-	For the purposes of planning policy the term 'travelling showpeople' refers to members of a group organised for the purpose of holding fairs, circuses or shows. The term also includes such persons who on grounds of their own, their family's or a dependents' educational or health needs, or old age have ceased to travel temporarily or permanently. The definition excludes Gypsies and Travellers. ▶ Gypsies and Travellers
<b>Use Class</b>	-	A change in the use of land or buildings is considered as development and therefore normally requires planning permission. The Town and Country Planning (Use Classes) Order 1987 (as amended) places the use of land and buildings into 16 use classes. In many cases involving similar types of use, a change of use of a building or land is considered to be permitted development and does not require planning permission.
<b>Windfall sites</b>	-	Sites, including building conversions, which are not included as part of the housing or employment land supply, but which unexpectedly become available for development.

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## Appendix F Policies Map

**F.1** The maps in this appendix identify changes to the adopted Replacement Pendle Local Plan (2001-2016) Proposals Map. These changes are necessary at this stage to allow for the allocation of strategic sites. Further amendments will be made to the Policies Map during the preparation of the Pendle Local Plan Part 2: Site Allocations and Development Policies.

**Map 1:** Extract from the South West (Map 1) Replacement Pendle Local Plan (2001-2016) Proposals Map (Scale 1:10,000) showing designations and allocations as adopted.

**Map 2:** Extract from the South West (Map 1) Replacement Pendle Local Plan (2001-2016) Proposals Map (Scale 1:10,000) showing changes to the following designations and allocations:

- Allocation of a Strategic Housing Site at Trough Laithe, Barrowford
- Changes to the Open Countryside, Settlement Boundary and Protected Area designation at Trough Laithe, Barrowford.
- Allocation of a Strategic Employment Site at Lomeshaye, Brierfield/Nelson
- Changes to the Green Belt, Open Countryside and Settlement Boundary at Lomeshaye, Brierfield/Nelson

**Map 3:** An inset map (Scale 1:2,500) showing the boundary of the Strategic Housing Site Allocation at Trough Laithe, Barrowford.

**Map 4:** An inset Map (Scale 1:2,500) showing the boundary of the Strategic Employment Site Allocation at Lomeshaye, Brierfield/Nelson.

# Replacement Pendle Local Plan (2001-2016) - Adopted May 2006

## Proposals Map Key

	Borough Boundary		Protected Employment Area (Mixed Use)
	Settlement Boundary		Protected Employment Area (B1 Only)
	Open Countryside		LRRAP Priority Area
	Area of Outstanding Natural Beauty		Local Shopping Frontage
	Green Belt		Edge of Centre Retail Allocation
	Protected Area		Out of Centre Retail Allocation
	SSSI, SPA, SAC		Existing Cycle Network
	BHS, GHS, LNR, LNI		Proposed Cycle Network
	Conservation Area		Protected Route for Transport
	Scheduled Monument		Protected Car Park
	Site of Settlement Character		New Community Facility Allocation
	Equipped Area for Play		Country Park or Countryside Centre
	Open Space		Mineral Consultation Area
	HMR Reserved Housing Land		
	Housing Market Renewal Intervention Area		
	ADF Boundary		

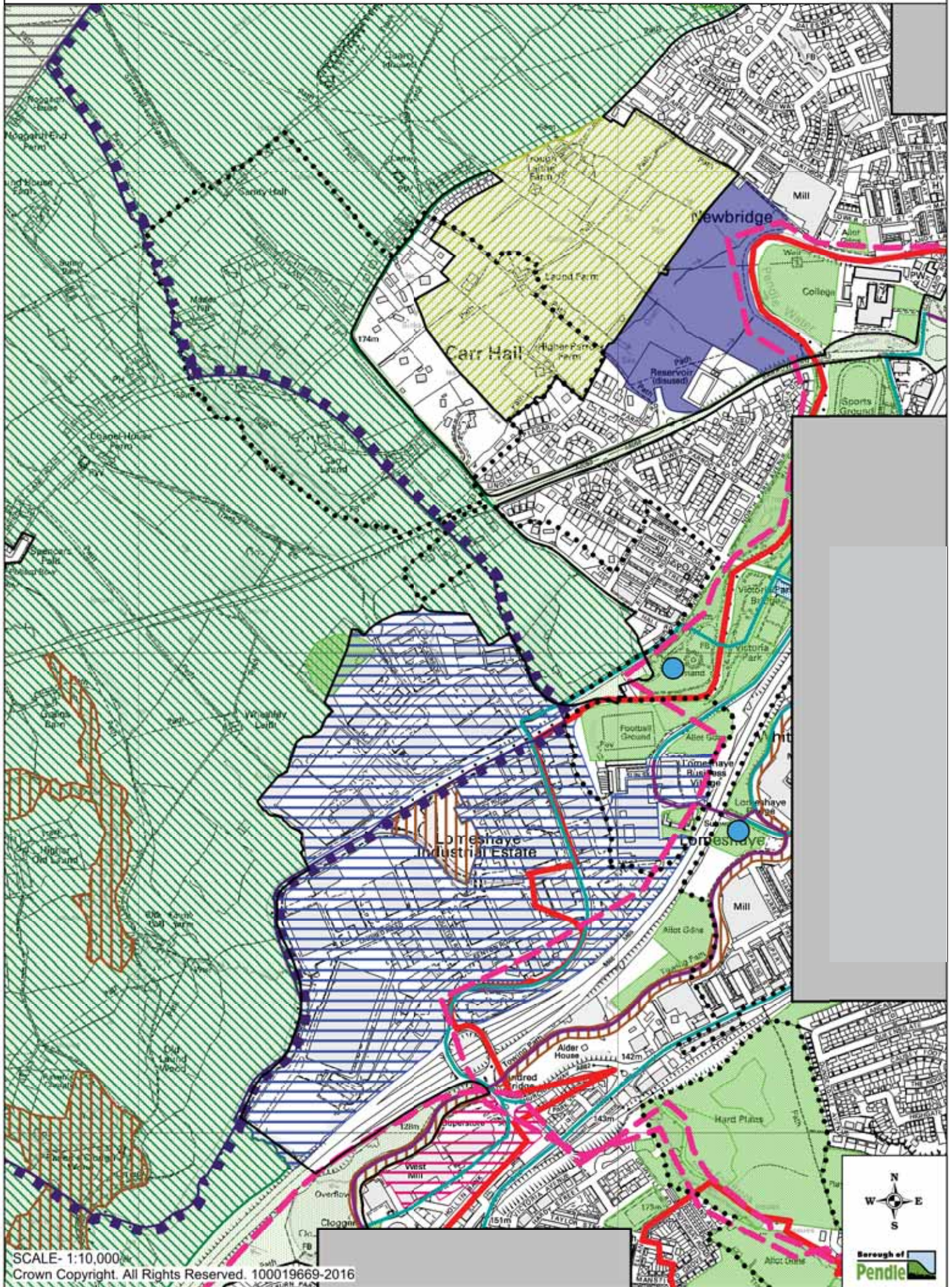
## Pendle Local Plan Part 1: Core Strategy

### Proposals Map Key

	Trough Laithe Strategic Housing Site		Lomeshaye Strategic Employment Site
---	--------------------------------------	---	-------------------------------------

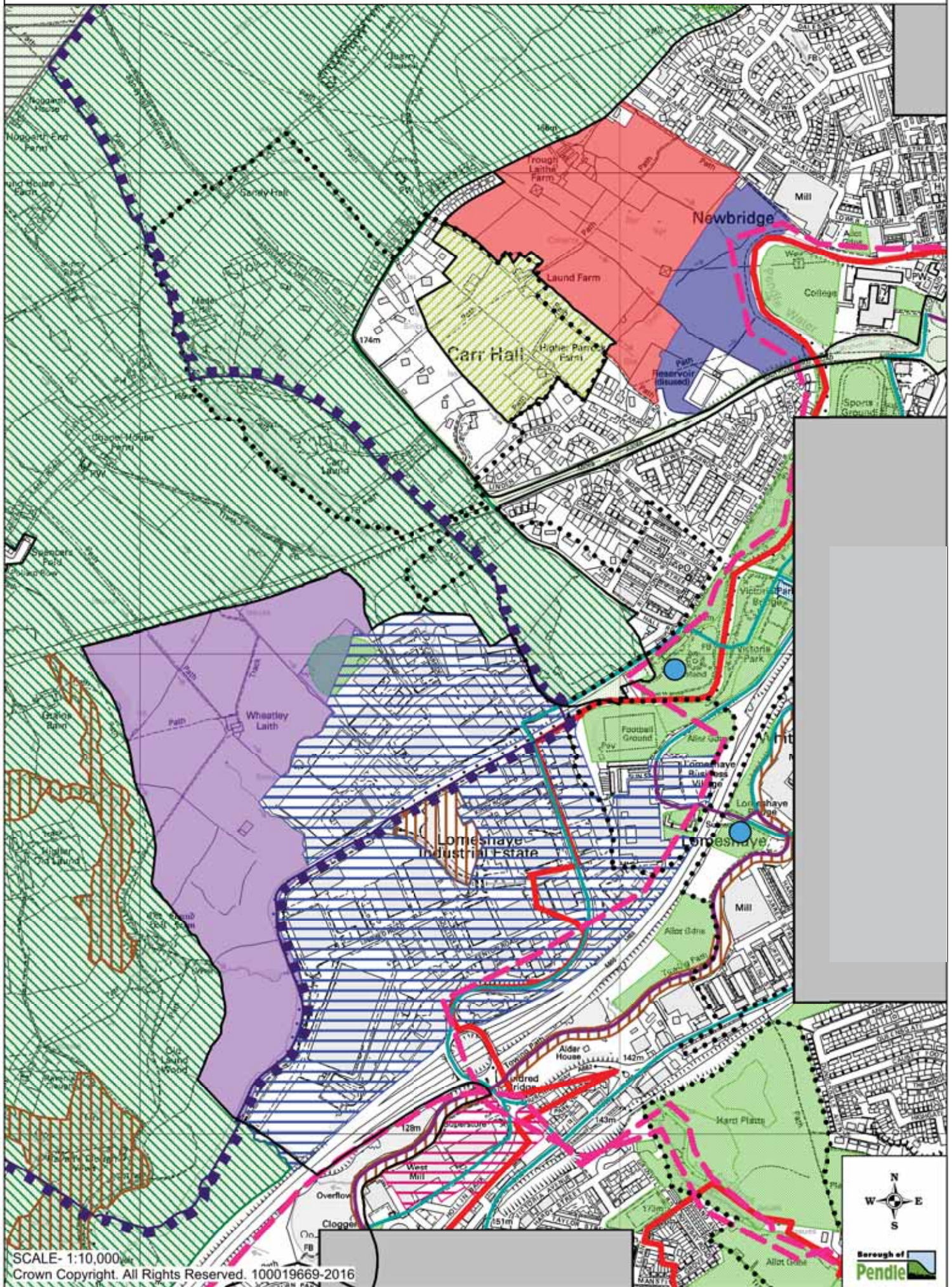


# Map 1: Replacement Pendle Local Plan (2001-2016) Proposals Map - South West Extract As Adopted May 2006

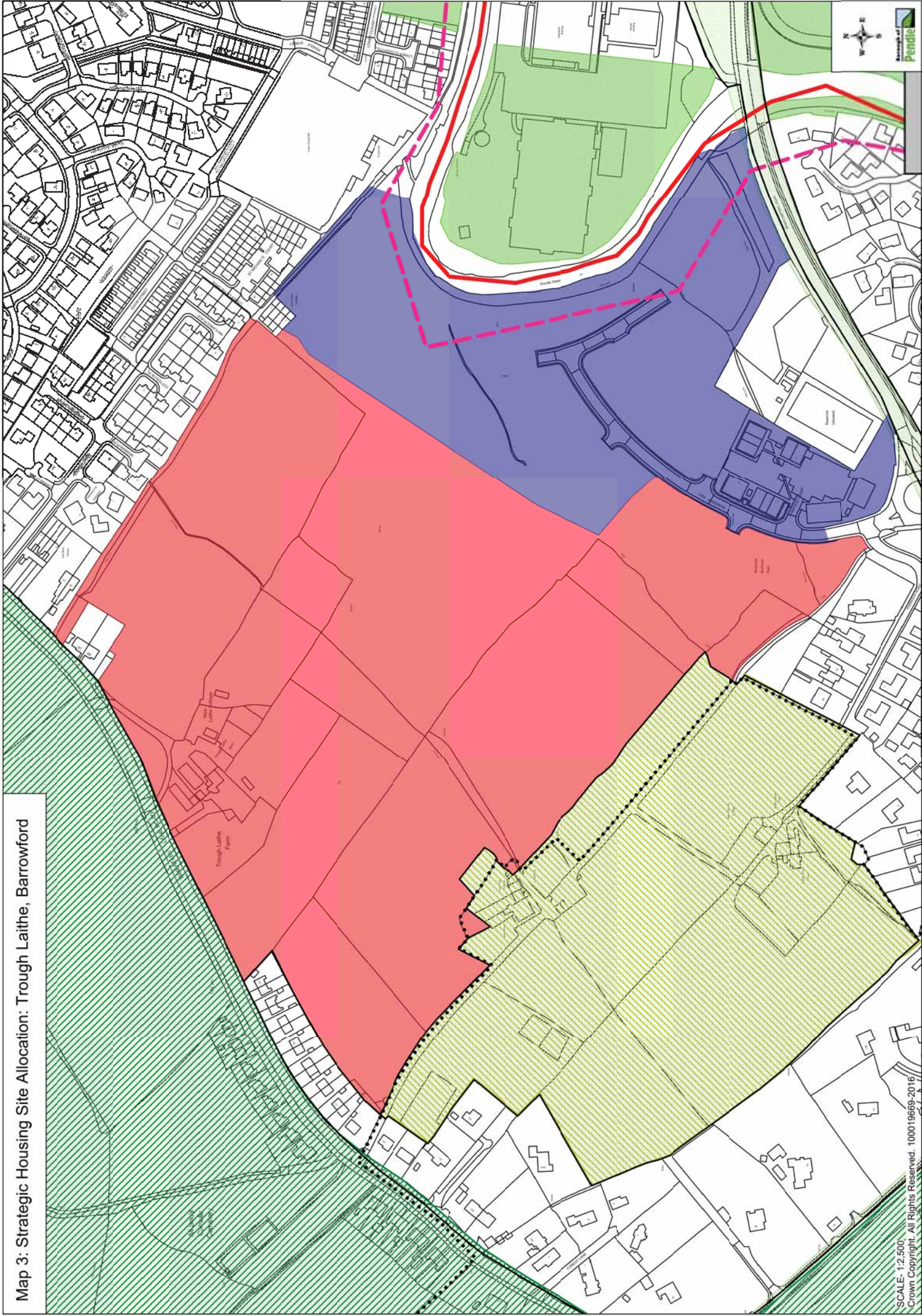




Map 2: Replacement Pendle Local Plan (2001-2016) Proposals Map - South West Extract With New Strategic Site Allocations from the Pendle Local Plan Part 1: Core Strategy



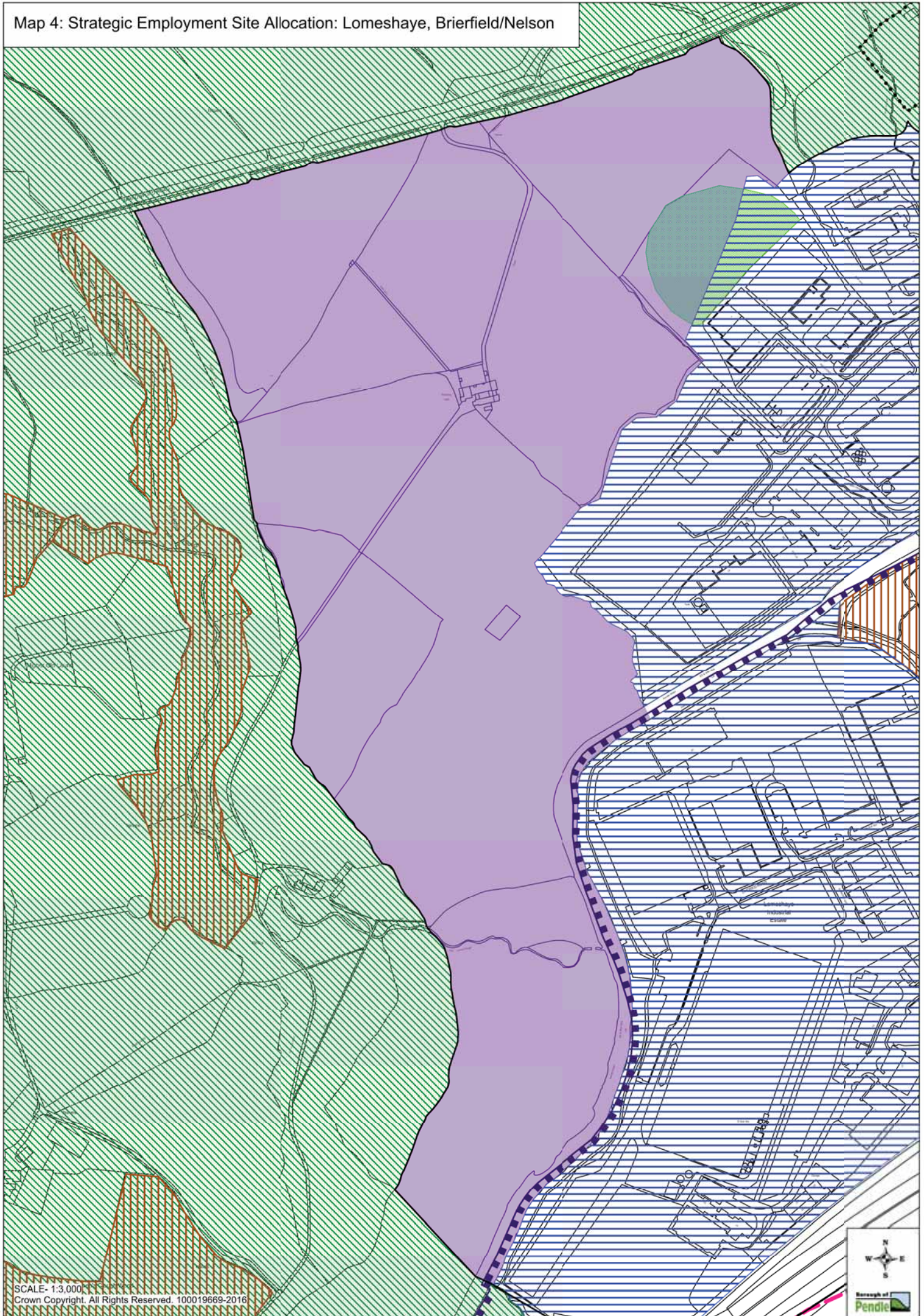




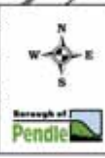
Map 3: Strategic Housing Site Allocation: Trough Laithe, Barrowford



Map 4: Strategic Employment Site Allocation: Lomeshaye, Brierfield/Nelson



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