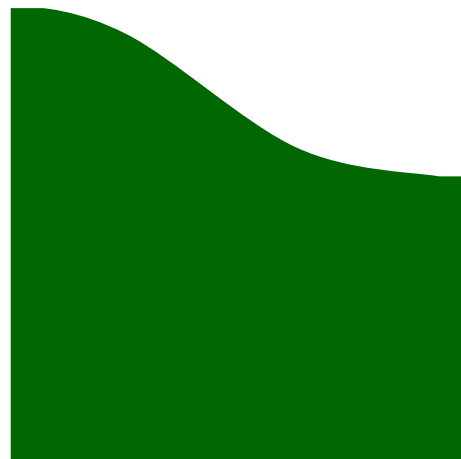
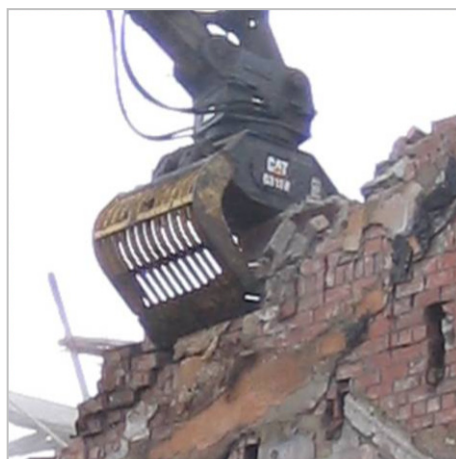
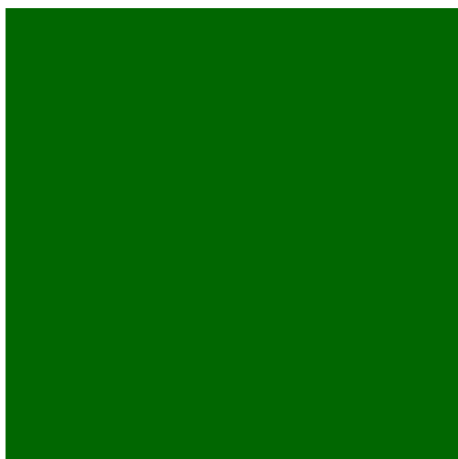


Local Development Framework for Pendle



Core Strategy and Land-use Allocations DPDs



Issues and Options Report



Approved: 19th June 2008



For an alternative format of this
document phone 01282 661330



Putting people first

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1 Introduction

1.1 Last summer we ran a campaign called 'You Choose the Future of Pendle' . This asked the simple question:

What can we do to make Pendle a better place to live, work and learn?

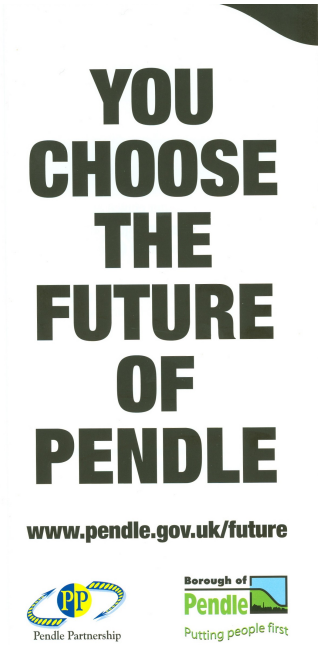
1.2 We received over 1,300 comments. These helped us to prepare the new Pendle Sustainable Community Strategy (SCS), which sets out eight priorities for action. Some of these priorities are likely to require new development to take place, others may want to see existing features protected. It is, therefore, important that our planning policies support the priorities identified in the SCS and do not act as a potential barrier.

1.3 The purpose of this consultation is to help inform the preparation of two key planning documents; the Core Strategy and Land Use Allocations Development Plan Documents (DPDs). Together they will set out how we propose to manage change and future growth in a positive way, that meets both government objectives and the needs of our community.

1.4 In short:

1. We want to be sure that our work to date has helped to identify the spatial planning issues that are of greatest importance to Pendle.
2. We want you to tell us which of the many options identified, in your opinion, offer the best possible solution to a particular issue.

1.5 The issues and the options are outlined in Chapter 5.



Please note:

At this stage Pendle Council is not supporting any specific options. Those shown merely reflect the comments put forward to date and the evidence currently available. They provide the basis for encouraging a meaningful response based upon a genuine choice of options.

The Replacement Pendle Local Plan (2001-2016) continues to be the source of Pendle Council's planning policies until the Core Strategy is adopted in 2011.

What is spatial planning? 2

How does planning affect me?

- 2.1** Most of us want to live in a decent home, in a place that provides good employment and shopping opportunities, is clean and safe, and offers access to parks, open spaces and the countryside. We want to be happy and comfortable and feel that we are part of a caring community. We also want to improve things for our family and future generations.
- 2.2** The purpose of planning is to create better places; it is concerned with the future of our towns and countryside. Without a planning system it would be possible for people to build what they want, where they want, no matter what effect this may have on other people, or the environment.

What are sustainable development and spatial planning?

Sustainable development

- 2.3** There is a growing realisation that our way of life is placing an increasing burden on the planet, and that this cannot go on for ever. Without change we all face a future that is less certain and less secure. Sustainable development offers the best hope for our future. It seeks to achieve a balance between economic, social, and environmental objectives in order to ensure a better quality of life for everyone, both now and in the future.

Definition of sustainable development

Sustainable development is development which "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

- 2.4** Planning is one of the main ways we can help to deliver sustainable development. It considers how the physical distribution of people and activities is best arranged to meet our immediate needs, without compromising the quality of life of future generations.

Spatial planning

- 2.5** Spatial planning shows how planning influences places and the way in which they function. It requires planners to engage with the local community and work closely with other agencies to co-ordinate their activities and meet agreed objectives. Social, economic and environmental factors will be carefully considered before coming to a decision that, on balance, offers the best possible quality of life for all concerned and makes the best possible use of scarce resources such as land. Factors for consideration will include the implications any development will have for health, education, crime prevention, employment, waste management, recycling, energy provision, environmental protection, transport etc.

2 What is spatial planning?

What is the role of the Core Strategy?

- 2.6** The Core Strategy is at the heart of the Local Development Framework (LDF), a series of documents that will guide future development in Pendle. It takes its lead from the Sustainable Community Strategy, setting out our shared vision for the kind of place we would like Pendle to become over the next 15 years.

What is the role of the Land Use Allocations DPD?

- 2.7** Whilst the Core Strategy will set out the overall direction of planning policy and identify broad locations for development, it will not allocate, or protect specific sites. This is the role of the Land Use Allocations Development Plan Document.

Sustainability Appraisal

To ensure that our proposals for change do not adversely affect our quality of life, or that of future generations, their potential impact is checked at every stage. The results are recorded in a Sustainability Appraisal report, which is available for you to see and comment on. These findings will influence our decision on which options should be taken forward to the next stage.

A spatial portrait of Pendle 3

- 3.1** This spatial portrait provides a current snapshot of Pendle and highlights possible issues for its future. Appreciating the extent and impact of these issues will allow us to plan and deliver high quality developments that reflect local needs.

Pendle

- 3.2** Pendle is one of twelve district council's in Lancashire. It takes its name from the imposing hill that rises high above a rich and varied landscape, which marks the transition between industrial East Lancashire and Yorkshire. It is an area of contrasts, diverse in both character and appearance, making it an exciting place to live, work, learn or visit.

- 3.3** In total, Pendle covers an area of 169 km² and has a population of 90,100⁽¹⁾. Whilst three-quarters of the borough is classified as rural, less than one-quarter of the population live in its small market towns, villages and hamlets. In contrast, almost two-thirds live in the densely populated neighbourhoods in the former textile towns of Nelson, Colne and Brierfield.

- 3.4** Nelson (population 29,120) is the largest town in Pendle and its administrative centre. To the east, occupying an elevated position, lies the medieval market town of Colne (16,666), whilst to the west the small industrial town of Brierfield (9,026) gradually merges into neighbouring Burnley (89,542). Together, these three towns form a densely populated urban corridor extending 8km north-east along the line of the M65 motorway. Collectively they provide key services for the villages in the south-west and south-east corners of the borough.

- 3.5** To the north, West Craven is a predominantly rural area, where the market town of Barnoldswick (10,036) and village of Earby (4,000) are the most significant centres of population. Until 1974 the area was part of the West Riding of Yorkshire and its proud residents still have a strong affinity with the White Rose county. West Craven also has strong geographic ties to Yorkshire, for its streams and rivers drain east towards the Humber and the North Sea rather than west towards the Ribble estuary. Since the closure of the Colne-Skipton railway line in 1970, only the busy single carriageway A56 connects the area to the rest of Pendle.

Figure 3.1 Borough of Pendle



3 A spatial portrait of Pendle

Population

- 3.6** Following a period of considerable growth between 1988 and 2001, the population of Pendle has been relatively stable since 2001. Recent projections suggest that the population of Pendle will reach 94,900 in 2029⁽²⁾, a growth rate of 6%. Although this is the third largest rate of growth in East Lancashire, it is less than regional and national projections.
- 3.7** Whilst little growth in the population was forecast for the period between 2001 and 2007, Pendle has experienced a significant influx of migrant workers from Poland, Lithuania and Slovakia since 2004, contributing further to the diversity of the local population. There is a wide variation in the distribution of the ethnic population, which accounts for 15.1% of the population.⁽³⁾ The majority (13.4%) are of Pakistani heritage and largely concentrated in the towns of Nelson and Brierfield. The Whitefield ward in Nelson has a population that is primarily of Pakistani descent (66.9%) and over 30% of its residents were born outside the EU. The Asian heritage population accounts for almost 30% of the population aged under five.
- 3.8** The overall population density of 527 people per km² hides significant variations. In the former textile towns, large areas of terraced housing see density figures rise to between 10,000 and 12,000 people per km² in parts of Southfield and Bradley in Nelson. Less than 5km to the north-west the population density falls to fewer than 60 people per km² in parts of rural Pendleside.
- 3.9** Natural growth (i.e. births exceed deaths) continues to hide steady net outward migration from the area. As a result, young people are a significant and growing element of the local population. Whilst the age structure is similar to regional and national figures, Pendle has a noticeably larger population of 0-15 year olds. This is particularly true in the towns of Nelson, Colne and Brierfield where this age group can account for almost one-quarter of the local population.
- 3.10** In contrast young people are under represented in many rural areas. In Blacko and Higherford only 15% of the population is aged under 16, but 22% are over 65. The Old Laund Booth ward has the highest level of pensioners living alone (17.9%). The latest population projections suggest that there will be a 40% increase in residents aged over 60 in Pendle by 2029 and an 87.5% increase in those aged over 85, posing new questions for accessibility and care services in the local area.

Housing

- 3.11** In 2002, the East Lancashire Housing Market Renewal Pathfinder (ELEVATE) was established to help address housing issues in the area. Over half the local housing stock (59%) consists of older terraced properties, a figure more than twice the national average. Vacancy rates are high and in 2005, 17.4% of dwellings were classified as unfit,⁽⁴⁾ the highest figure in the country (the national average is only 4.4%).

2 Sub-national Population Projections for England, Office for National Statistics, 2007

3 Census 2001, Office for National Statistics, 2003

4 Dwelling Stock by Tenure & Condition, Communities and Local Government, April 2005

A spatial portrait of Pendle 3

- 3.12** One-fifth of all properties still do not have central heating, compared to less than 10% nationally, but in the Nelson ward of Whitefield this rises to almost half. This is reflected in above average fuel poverty rates for Pendle households. Households are considered to be in fuel poverty if they need to spend more than 10% of their annual income to adequately heat the home. Whitefield is the 4th most fuel deprived ward in England.⁽⁵⁾
- 3.13** The proportion of owner occupied homes (75%) is similar to the Lancashire average, but greater than the figures for the North West and England and Wales (both 69%). Whilst the price of a terraced house is approximately half the national average, over the last five years prices have risen by almost three times that experienced nationally. Although properties in some areas of Pendle can still sell for as little as £50,000 the average house price reached £107,000 in 2006. This strong growth, in excess of 15% in recent years, suggests that affordability is no longer an issue that is confined to the rural parts of the borough.
- 3.14** In 2001 there were 35,961 households in Pendle. The estimated growth rate of 13.6% to 2029 is significantly below both regional (21%) and national (26%) projections. The average household size of 2.46 persons per dwelling is higher than both the regional and national averages. Over 9% of all households have five or more persons living within them compared to only 7% regionally and nationally. It is interesting to note that one-third of all households are single person households and that half of these are lone pensioners. Forecasts predict that single person households will increase by 52% in the North West by 2029.

Deprivation

- 3.15** Deprivation indices are used to measure the quality of life of local residents. In 2007, Pendle was ranked as the 44th most deprived local authority out of 354 in England,⁽⁶⁾ placing it in the worst 15% nationally. This represents a fall of 27 places since 2004, the largest decline in the North West and the 11th largest nationally. Parts of Nelson and Colne are in the worst 2%, with the lowest ranked area in Southfield, Nelson, being in the worst 1% nationally. These figures highlight that there are significant social issues that still need to be addressed.

Community safety

- 3.16** Crime levels are below the county average and those for neighbouring authorities, but this is not the perception of many residents. The largest volume crimes are criminal damage (29%), violent crime (19%) and vehicle crime (13%). Substance abuse is a significant driver of crime. In 2004 almost one third of all offenders of violent crime committed the offence whilst under the influence of drugs or alcohol.

5 Building Research Establishment, Department for Trade and Industry, Department for the Environment, Food and Rural Affairs, April 2006

6 Indices of Deprivation, Communities and Local Government, 2007

3 A spatial portrait of Pendle

Health

- 3.17** Life expectancy for both males and females in Pendle has increased steadily since 1991, but overall average life expectancy for people in Pendle is 4 years lower than the national average.⁽⁷⁾ Once again there are differences at the local level with an 11 year life expectancy gap between residents in the rural ward of Blacko and Higherford and the inner-urban ward of Waterside in Colne.
- 3.18** The infant mortality rate for Pendle is the highest in the country and children are more likely to be born underweight. Although such statistics can be volatile at a local level on a year-to-year basis, Pendle's poor record is further confirmed by the fact that it has occupied this bottom-ranked position in four out of the six three-year periods covered by the infant mortality data between 1998-2005.⁽⁸⁾ Within a national context the Pendle infant mortality rate of 9.9 deaths per 1,000 live births is more than eight times greater than highest-ranking area East Hampshire with an infant mortality rate of just 1.2.
- 3.19** Figures for circulatory disease and suicide are also significantly above the national average. Problems associated with alcohol and drug abuse, particularly in the urban areas in the south of the borough, are cited as a key concern by the East Lancashire Primary Care Trust.

Education

- 3.20** Educational achievements in Pendle have been significantly below the national average on a consistent basis. Fewer than half of students obtain five A*-C GCSEs and 0.7% obtain no qualifications.⁽⁹⁾ The overall levels of educational attainment mask significant discrepancies at ward level. Less than one-third of GCSE entrants in Southfield and Bradley in Nelson attain 5 or more A*-C GCSEs, compared to 87.5% in Blacko and Higherford, a gap of over 56% between the best and worst performing wards.
- 3.21** The proportion of young people, over the age of 16, not in education, employment or training (NEET) is consistently amongst the highest in Lancashire.
- 3.22** This low level of achievement helps to fuel the low paid jobs in the area and is reflected in the levels of educational attainment in the local workforce, where 15% of working age people have no qualifications.⁽¹⁰⁾

Earnings and household income

- 3.23** The median gross weekly income for full-time employees in Pendle (workplace based) is £382.20 compared to £460.00 for England and Wales.⁽¹¹⁾

7 Lancashire County Council, 1999-2003

8 Infant Mortality, Office for National Statistics, 1998-2005

9 Joint Council for Qualifications, 2006

10 Annual Population Survey, Office for National Statistics, 2005-2006

11 Annual Survey of Hours and Earnings, Office for National Statistics, 2007

A spatial portrait of Pendle 3

- 3.24** From 2005-2006 the average annual salary in Pendle increased by 9% to £19,008, more than three times the regional average and double that experienced nationally. Over the same period the median salary figure fell to £14,962 suggesting that any gains in pay were more than offset by an increase in the number of lower paid jobs available locally. Average earnings in Pendle are lower when measured by place of residence rather than place of work, reflecting the fact that many employees in higher paid jobs live outside the Pendle area.
- 3.25** One consequence is that the average household income of under £30,000 is one of the lowest in the county. Of the 20 wards with the lowest average figures in Lancashire, four are in Pendle, with Bradley in Nelson the worst at under £23,000 per annum.⁽¹²⁾

Unemployment and worklessness

- 3.26** Unemployment levels are lower than regional and national rates, but there are relatively high levels of youth unemployment. A more significant problem is worklessness,⁽¹³⁾ with 18% of Pendle's population classified as workless⁽¹⁴⁾ and are claiming a range of working age benefits such as Incapacity Benefit, Jobseekers Allowance and Income Support. The highest levels of worklessness are typically recorded in the inner urban wards of Brierfield, Nelson and Colne, affecting over 30% of the working age population in the wards of Southfield and Bradley in Nelson.

Local Economy

- 3.27** The relative strength of the pound, competition from overseas and increased productivity all contributed in some way to the loss of 2,400 manufacturing jobs between 1998 and 2006.⁽¹⁵⁾ Although this represented a loss of 18.3% of the jobs in that sector, it was almost half the rate experienced nationally. Over the same period the increase in employee jobs in Pendle (2.6%) was well below the regional (6.9%) and national (8.8%) figures. This can be attributed to the under-representation of the service sector, particularly notable in the higher paid white collar sectors.
- 3.28** Manufacturing continues to play an important role. Over 32% of all people in employment in Pendle,⁽¹⁶⁾ work for manufacturing businesses, a figure almost three times that recorded nationally (11%) and double that for Lancashire (16%). The industry also generates considerable income. Gross Value Added (GVA), when calculated as a percentage of turnover, measures the contribution each individual producer makes to the local economy. In Pendle, businesses contribute over 40%, compared to only 32% in the UK as a whole, reflecting the above average concentration of high technology businesses in Pendle, many of which support the local aerospace industry, in particular the Rolls Royce fan-blade facility in Barnoldswick and the nearby operations of British Aerospace.
- 3.29** Business formation and three-year survival rates have improved steadily since the early 1990s and are now comparable with regional and national figures.

12 CACI/Lancashire County Council, 2007

13 The concept of worklessness adds to the measured unemployed by also including those who are economically inactive, that is, people of working age who are not working, are not in full-time education or training and who are not actively seeking work. Many of this group are outside the formal labour market out of choice – because of family responsibilities or early retirement for example. But there is a large body of evidence to suggest that many others would like a job and would work if they had the right opportunities.

14 Benefits Data, Department of Works and Pensions/Nomis, May 2007

15 Annual Business Inquiry, Office for National Statistics, 1998-2006

16 Annual Business Inquiry, Office for National Statistics, 2006

3 A spatial portrait of Pendle

- 3.30** Almost 83% of all business premises in Pendle were built before 1940 accounting for over three-quarters of available floorspace, the largest proportion of any district in England and Wales.

Town centres and retailing

- 3.31** Six of Pendle's towns and villages have a significant shopping function. Nelson, the largest centre, and Brierfield suffer from high vacancy rates. Only Colne has a notable night time economy, with a number of quality restaurants dotted along the main 'high street'. Significant out-of-town developments exist close to Junctions 12 and 14 on the M65 motorway.
- 3.32** Projected growth in expenditure should provide opportunities to improve the range and quality of shopping and leisure opportunities in the borough.⁽¹⁷⁾

Agriculture

- 3.33** Agriculture plays a small but significant role in the Pendle economy. In June 2006, 581 people were employed in this sector.⁽¹⁸⁾ Of these 204 were full-time farmers, the majority involved with the grazing of livestock. Of the 490 agricultural holdings in Pendle only 6% were larger than 100ha, most (46%) being under 5ha. Of the 16,936ha of land in agricultural use, 62% is classified as Grade 3.

Tourism

- 3.34** Tourism employs 2,000 people in Pendle.⁽¹⁹⁾ It is an important employer of female staff, part-time and temporary workers. Whilst generally small-scale in nature, it makes an important contribution to the Pendle economy and promotes a positive image of the area. In 2005 Pendle attracted 2.34 million visitors to the area, who between them accounted for £75 million worth of spend.⁽²⁰⁾ Enjoyment of the areas beautiful countryside is arguably the main attraction and perhaps reflected in the fact that 82% of all visitors come for the day.

Travel and transport

- 3.35** Although 73% of Pendle's residents continue to work within the borough,⁽²¹⁾ from 1951-1991 Pendle has moved from being a net importer of jobs to a net exporter. Nowhere is this net outflow more noticeable than in the rural areas. Major outflows are to Burnley (16%), Yorkshire (5%) and Manchester (3%). The only notable inflows are from Burnley (14%) and Yorkshire (4%).
- 3.36** The continued concentration of employment within the urban areas accounts for the relatively high percentage of people who continue to walk to work. This is particularly true in Barnoldswick where 12.8% of all employees go to work on foot.

17 Pendle Retail Capacity Study, Nathaniel Lichfield and Partners, 2007

18 Agricultural Census, Department for Environment, Food and Rural Affairs, 2006

19 Annual Business Inquiry, Office for National Statistics, 2006

20 Pendle STEAM Report, 2006

21 Census 2001, Office for National Statistics, 2003

A spatial portrait of Pendle 3

- 3.37** Over half the population of West Craven travel more than 5km to work, compared to only 36% in the urban areas to the south. Travel by bus is highest in the wards along the A682-A56-A6068 corridor through Brierfield, Nelson and Colne. There is virtually no reliance on rail for travelling to work.
- 3.38** Connections to the national motorway and railway networks both terminate to the west of Colne. Following the closure of the Colne-Skipton railway line in January 1970, eastward connections into Yorkshire have been exclusively provided by road, along the busy A56 and A6068. The result has been particularly heavy traffic along North Valley Road in Colne and through the villages of Foulridge, Kelbrook, Sough and Earby, towards the A59 and A1.

Environment

- 3.39** One-third of Pendle is protected by international, national or local environmental designations. The vast majority of these are to be found within our picturesque rural areas. On Boulsworth Hill, some 1,542 hectares of the South Pennine Moors (9.1% of the total area) is classified as a Special Protection Area (SPA) / Special Area for Conservation (SAC). In the vicinity of Pendle Hill 2,415 hectares (14.3%) is classified as part of the Forest of Bowland Area of Outstanding Natural Beauty (AONB). Scattered throughout the borough, a further 1,514 hectares (9.0%) is considered to be worthy of protection as a Biological Heritage Site (BHS), Geological Heritage Site (GHS), Site of Local Natural Importance (LNI) or Local Nature Reserve (LNR).
- 3.40** Five ancient woodlands (19.6ha) and general woodland (1,034ha) account for 6.1% of the total land coverage, which is low compared to regional and national figures.
- 3.41** Pendle has a total of 11 municipal parks covering 69.41ha, and a country park at Wycoller to the east of Colne. In 2005 88% of the borough was classified as greenspace, a figure slightly higher than the national average.⁽²²⁾ The lowest levels of greenspace are recorded in the three inner urban wards of Southfield and Whitefield in Nelson and Horsfield in Colne, where there is less than 3 hectares of open space provision per 1,000 residents.⁽²³⁾
- 3.42** Of the 63.1km of waterways in Pendle, over two-thirds are classified as having good biological quality compared to just over half nationally. In terms of chemical quality they fare less well, with only 43% of the total river length considered to be good compared to 63% across the region.⁽²⁴⁾ Worryingly, in 2006 9.1% of total river length was regarded as having poor chemical quality, compared with none in the previous year.
- 3.43** There are seven key flood risk areas identified in the Pendle Water catchment area.⁽²⁵⁾ Flooding can also be an issue in the upper reaches of the River Aire catchment, which includes Earby. In total there have been nine recorded floods in Pendle since September 2001.⁽²⁶⁾
- 3.44** No Air Quality Management Areas are designated in Pendle although air quality is approaching established thresholds in a few locations.

22 Generalised Land Use Database Statistics for England 2005, Communities and Local Government, 2007

23 Draft Pendle Open Space Audit, Pendle Borough Council, 2008

24 General Quality Assessment, Environment Agency, 2006

25 Burnley, Nelson and Colne Flood Risk, Strategy Scoping Report, Environment Agency, 2004

26 Pendle Strategic Flood Risk Assessment, Entec, 2006

3 A spatial portrait of Pendle

- 3.45** Pendle's built environment is also recognised as being of great value and importance with 26 designated Conservation Areas covering nearly 5,000 hectares, 320 listed buildings and 11 scheduled monuments.
- 3.46** Finally, climate change is a challenge that affects us all. In terms of recycling, Pendle's Household Waste and Composting rate of 31.8% is above the average for England (30.9%). With a municipal recycling rate of 24.2%, Pendle is already significantly ahead of its statutory target of 20% for 2006/07.⁽²⁷⁾

Our vision for Pendle 4

You choose

- 4.1** The new Sustainable Community Strategy (SCS) is the blueprint for Pendle's future. To ensure that it reflects the views and aspirations of local residents, community and voluntary organisations and service providers, an extensive public consultation called 'You Choose the Future of Pendle' was carried out in Summer 2007.

Sustainable Community Strategy

The SCS is a community document prepared by Pendle Partnership, the Local Strategic Partnership (LSP) for Pendle. Pendle Partnership draws its members from a wide range of backgrounds such as public sector agencies (health, education etc.), local businesses, local Councillors and the community and voluntary sectors, all of whom are committed to improving the quality of life for everyone in Pendle.

- 4.2** To help align planning's Core Strategy and Land Use Allocations Development Plan Documents (DPDs) with the SCS, the consultation was a joint initiative between the Council's Planning and Building Control section and Pendle Partnership.
- 4.3** The campaign simply asked people: "What can we do to make Pendle a better place to live, work and learn?" A total of 289 responses⁽²⁸⁾ were received from individuals, members of the Citizens Panel and a wide range of organisations in the public, private, community and voluntary sectors. Further views were put forward in a series of working groups attended by 189 representatives from organisations actively involved in the Pendle area. In total 1,323 individual comments were put forward for consideration.
- 4.4** In addition to the issues raised in this consultation, national and regional planning policy, the strategies and action plans of organisations with interests in the Pendle area, published evidence and original research, have also been used to help shape the vision and priority goals included in the SCS. Together they provide a reliable evidence base from which we can measure progress.
- 4.5** A full breakdown showing how each of the issues was identified is included in the accompanying Consultation Statement.

Sustainable communities

Delivering sustainable communities is the main purpose of sustainable community strategies and local strategic partnerships.

Local Strategic Partnerships: Shaping Their Future, Office of the Deputy Prime Minister Consultation Paper, December 2005

4 Our vision for Pendle

SCS vision

Pendle Sustainable Community Strategy

4.6 The new Sustainable Community Strategy demonstrates Pendle Partnership's commitment to building a sustainable community. It identifies a long-term vision for the future of Pendle and establishes clear priorities for action.

4.7 Our shared vision states that:

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

4.8 In short we want Pendle to become a community where people and places matter.

Ambition Lancashire

4.9 The planning policies and site allocations to be included in the Core Strategy and Land Use Allocations DPDs will also contribute to achieving ambitions of the Lancashire Partnership, as many of our priorities are shared on a wider level. These are identified in Ambition Lancashire⁽²⁹⁾ and Lancashire Partnership's Local Area Agreement.⁽³⁰⁾ The county-wide vision is:

To position Lancashire by 2025 as an area of outstanding opportunity, combining a world-class economy with breathtaking environment and exceptional communities.

Lancashire's towns, cities and rural areas maintain their separate identities, but inter-dependence is strengthened through strong economic, social and environmental connections.

SCS Priority Goals

4.10 To help achieve our vision for a better Pendle, the Pendle Sustainable Community Strategy identifies eight priority goals. Table 4.1 'SCS priority goals and Core Strategy themes' shows how the eight priority goals will be addressed and delivered under the five themes of the Core Strategy.

29 Ambition Lancashire produced in 2005 by the Lancashire Partnership is the Community Strategy for Lancashire
30 Local Area Agreements (LAAs) set out the priorities for an area. They are agreed with central government, help to join up public services more effectively and allow greater flexibility for local solutions to local circumstances.

Our vision for Pendle 4

Table 4.1 SCS priority goals and Core Strategy themes

SCS Priority Goal	Core Strategy Theme				
	Confident communities	Sustainable communities	Caring for the environment	A decent home for everyone	A vibrant economy
Support confident communities that are socially cohesive, creative, tolerant and considerate of the needs of all ages and cultures	✓	✓			
Create and sustain a dynamic, competitive and healthy local economy - providing the jobs of the future and the talents and skills to fill them		✓			✓
Create a vibrant housing market, offering a mix of high quality and affordable housing for all		✓	✓	✓	
Create a borough in which people feel safe and crime continues to fall	✓				
Help people to live long, healthy and independent lives	✓			✓	
Deepen our understanding and respect for the environment		✓	✓		
Do all we can to give our children and young people the best start in life and the opportunity to achieve their full potential	✓				✓
Help older people live their lives the way they choose and to support their independent and active living	✓	✓		✓	

4 Our vision for Pendle

4.11 The Pendle Sustainable Community Strategy also establishes four guiding principles, to help ensure that our vision is achieved in a sustainable way:

1. **Ensuring fairness throughout Pendle** - narrowing the gaps in quality of life between our most deprived neighbourhoods and the rest of Pendle, and addressing issues of rural isolation.
2. **Limiting the use of natural resources** - deliver local solutions to help overcome issues contributing to climate change.
3. **Engaging communities** - encourage people to become actively involved in planning the places in which they live by listening and responding to their views.
4. **Supporting a fair economy** - we will endeavour to find local solutions, but as our status as the first Fairtrade borough in the United Kingdom indicates, where this is not possible we are committed to finding a fair and ethical solution.

Strategic Objectives

4.12 On the following pages you will find a summary of the key spatial issues facing Pendle, grouped under each of the five Core Strategy themes. These issues have been identified from the following sources:

- The 'You Choose' public consultation and stakeholder workshops.
- An analysis of the available evidence base.
- A consideration of the published strategies of organisations actively involved in the Pendle area.

4.13 Together with the relevant Government legislation and targets, addressed in Chapter 6, these have provided the basis for the strategic objectives identified at the end of each section.

4.14 The eleven strategic objectives identified, expand on the Pendle Sustainable Community Strategy's vision for Pendle. In essence, they are the spatial expression⁽³¹⁾ of the priority goals in the Sustainable Community Strategy. They will underpin the Core Strategy and subsequently influence the choices to be made in the Land-use Allocations DPD, setting out how we will seek to manage change and future growth in a positive way, that meets both government objectives and the needs of our community.

Please note

The strategic objectives identified on the following pages have not been finalised. At the end of each section you will be prompted to suggest possible amendments, alternatives, or additions, where you feel these may be necessary.

31 In this sense spatial refers to those actions which will impact on the physical appearance of the area.

Our vision for Pendle 4

Confident communities

What did you say?	Our spatial issues
<p>Stronger communities</p> <ul style="list-style-type: none"> • Tackle social exclusion. • Encourage active community involvement. • Promote safer environments through better design and neighbourhood management. • Deliver neighbourhood renewal that narrows the gap in inequalities between deprived areas and the national average. • Create vibrant mixed communities. • Improve the appearance of public spaces, particularly in town centres. • Provide multi-purpose facilities in, or close to, residential areas, particularly aimed at providing services for young people. • Protect green open spaces from development. <p>Safer communities</p> <ul style="list-style-type: none"> • Look to design out crime and the fear of crime. • Ensure that all new developments comply with the Secure by Design standard. <p>Children and young people</p> <ul style="list-style-type: none"> • Improve the educational facilities available to children of all ages across the borough. • Ensure that secondary education establishments have 21st century facilities. • Provide opportunities for education to degree level within the borough. • Outside school hours educational facilities should be used to provide services that are accessible to all members of the community. <p>Health and well-being</p> <ul style="list-style-type: none"> • Improve health provision and reduce inequalities. • Protect existing health facilities and expand local delivery of health services. • Ensure all new health facilities are easily accessible by public transport. • Provide more care services in convenient community settings. • Reduce infant mortality and suicide rates, drug and alcohol addiction and coronary heart disease. 	
What does the evidence tell us?	
<ul style="list-style-type: none"> • Pendle's population is projected to increase from 90,300 to 94,900 by 2029, when almost one-quarter of the population will be over 65 years of age. • The number of people who felt that ethnic differences were respected in their 	<ul style="list-style-type: none"> • Revised Population Estimates 2004-2029 (Office for National Statistics, 2007) • BVPI General Household Satisfaction Survey, 2006/07

4 Our vision for Pendle

neighbourhood fell from 55% in 2003/04 to only 38.5% in 2006/07.

- The infant mortality rate for Pendle is the highest in the country, a position it has occupied four times between 1998 and 2005. It is currently more than eight times greater than the best performing area in the country (East Hampshire).
- Teenage pregnancy rates are the third highest in Lancashire and considerably higher than the regional and national averages.
- Educational achievements in Pendle are significantly below the national average on a consistent basis. The proportion of young people, over the age of 16, not in education, employment or training (NEET) is regularly amongst the highest in Lancashire.
- Almost 36% of the working age population have no qualifications, rising up to over half in some parts of the borough, and only 14% have achieved NVQ Level 4/5. These figures are significantly below regional and national averages.
- Criminal offences continue to fall in all recorded categories and overall they are lower than the averages for both the county and neighbouring authorities in East Lancashire.
- 27.4% of children under 15 and 21.9% of older people live in income deprived households.
- Few Pendle residents access cultural and heritage facilities. In 2006/07, 37% of the local population had never been to a museum or gallery and 14% had not visited one, or the other, in the previous six months.
- The 16.5% gap between those who are physically active from low income households, compared to those from high income households, is more than double the national average, reinforcing the disparity between our disadvantaged and affluent communities.
- Infant Mortality Rates (Office for National Statistics and Primary Care Trust, 1998-2005)
- Teenage Pregnancy Rates (Teenage Pregnancy Unit, 2003-2005)
- Educational Attainment (Joint Council for Qualifications, 2006)
- NEET (Lancashire County Council/Connexions, 2008)
- Census 2001 (Office for National Statistics, 2003)
- MADE CORA (Pendle Community Safety Partnership, 2007)
- English Indices of Deprivation (Communities and Local Government, 2007)
- BVPI General Household Satisfaction Survey, 2006/07
- Active People Survey (Sport England, 2006)

Our vision for Pendle 4

What are we looking to achieve?

We want our children to be happy to grow up and live in Pendle and for everyone to have an equal opportunity to reach their full potential. To help achieve this we will support improvements to the delivery of essential services such as health and education. We will also seek to make new community facilities and the services they provide accessible to all the members of our community.

Protecting green spaces from development and improving opportunities for sport, recreation and leisure will give us the opportunity to live healthier lifestyles. We also want to feel safe, so improvements to the design of buildings and places, which help to reduce crime and the fear of crime are also important.

What do we need to do?

Our strategic objectives

1. **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 or visit.**
2. **Reduce inequalities by ensuring that the provision of community, education and healthcare facilities and their services are fully accessible.**
3. **Protect, enhance and improve access to our green open spaces, sports and recreation facilities to promote active and healthier lifestyles.**

4 Our vision for Pendle

Sustainable communities

What did you say?	Our spatial issues
<p>Location of development and infrastructure</p> <ul style="list-style-type: none"> • Use previously developed (brownfield) land in preference to greenfield sites. • Address the negative impact of derelict sites and vacant premises. • Establish a settlement hierarchy to help locate new development in the most sustainable locations. • In rural areas, local service centres should be the preferred location for employment, leisure and retail proposals. • Development should strengthen, or regenerate, existing centres. • Separate development that is potentially detrimental to amenity from sensitive land uses. • Direct development to locations where the environmental capacity, social and physical infrastructure is able to cope. • The siting of telecommunications equipment should respect environmental sensitivities and where possible use existing structures. <p>Travel and transport</p> <ul style="list-style-type: none"> • Establish an integrated approach to transport that reduces the need to travel by car. • Reduce the need to travel by minimising the movement of people, goods and services • Reduce congestion by locating the main generators of travel close to transport hubs. • Improve Pendle's connectivity with neighbouring areas, in particular North and West Yorkshire. • Address traffic congestion east of the M65. • Provide the appropriate infrastructure to encourage walking and other sustainable modes of transport, particularly in remote and deprived areas. • Review car parking provision in town centre locations. <p>Design</p> <ul style="list-style-type: none"> • Seek high standards of design; encouraging modern, innovative development where appropriate. • Require all new developments to be fully accessible and able to respond to the issues posed by climate change. 	
What does the evidence tell us?	
<ul style="list-style-type: none"> • Only 7.6% of Pendle's working population use public transport (bus, train or taxi) to get to work. • Over 67% of Pendle's working population travel to work by car or van, the vast majority of car users travelling alone. • Despite the reliance on the car for personal transit, over 43% of residents believe it is 	<ul style="list-style-type: none"> • Census 2001 (Office for National Statistics, 2003) • Living and Working in East Lancashire Survey (East Lancashire Partnership, 2006) • East Lancashire Panel Survey (Joint East Lancashire Authorities, May 2007)

Our vision for Pendle 4

important to encourage people to use public transport rather than the car.

What are we looking to achieve?

To further improve our quality of life, and that of future generations, we will seek to direct new development to the most appropriate locations. Reducing the need for people to travel will be a priority, but we may still need to provide new infrastructure, such as roads and utilities, if our vision for a better connected Pendle is to become a reality.

High quality design will be encouraged in new developments, which will also be required to meet, and where possible exceed, standards for accessibility and energy efficiency, and contribute to reducing Pendle's carbon footprint.

In all cases, we will seek to achieve the most sustainable solution.

What do we need to do?

Our strategic objectives

1. **Establish a hierarchy of settlements to assist regeneration by directing growth to the most sustainable locations.**
2. **Ensure that the physical and social infrastructure is capable of supporting both new and existing development, thereby helping to create sustainable communities.**
3. **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.**

4 Our vision for Pendle

Caring for the environment

What did you say?	Our spatial issues
<p>The natural environment</p> <ul style="list-style-type: none"> • Protect and enhance areas that are of importance because of the habitats they support, their geological interest or their contribution to the landscape. • Establish a coherent network of ecological sites, wildlife corridors and green areas to connect urban areas with the open countryside. • Increase tree cover and promote the sustainable management of existing woodland. • Protect surface and groundwater, particularly where this supports aquatic ecosystems. • Address the need to develop on previously undeveloped (Greenfield) sites in our urban areas, the Green Belt or land in the open countryside. <p>Our built heritage</p> <ul style="list-style-type: none"> • Promote the re-use or replacement of existing buildings, particularly in rural areas. • Make a general presumption in favour of the preservation of listed buildings, their settings and any features of special archaeological or historic interest that they possess. • Advertising controls should take account of their visual impact on buildings and the local environment. • Development should not be located in unstable locations, without appropriate precautions. <p>Spatial response to climate change</p> <ul style="list-style-type: none"> • Require new developments to incorporate higher energy efficiency and sustainable water use standards, to help contribute to a reduction in Pendle's carbon footprint. • Give careful consideration to whether wind farms can be located in Pendle. • Support micro-generation by requiring its inclusion in all flagship schemes and encourage its wider use in appropriate locations. • Reduce potential flood risk and restrict development on the floodplain. • Reduce the potential for pollution and contamination of the environment. • Encourage the prudent use of natural resources, reducing the need for landfill. 	
What does the evidence tell us?	
<ul style="list-style-type: none"> • Over 88% of Pendle's land area is classified as greenspace. • Pendle has 79.31 hectares of formal parkland. • Pendle recycles more green waste than any other district in East Lancashire. 	<ul style="list-style-type: none"> • Generalised Land Use Database (Communities and Local Government, 2007) • Draft Pendle Open Space Audit (Pendle Borough Council, 2008) • Municipal Waste Statistics (Department for the Environment, Food and Rural Affairs, 2006/07)

Our vision for Pendle 4

What are we looking to achieve?

Our natural and historic assets make a significant and valuable contribution to our sense of place. New development will be required to respect, and where possible enhance our environment.

Global concerns demand that we look at new ways of living, working and travelling before it is too late. All new development will be required to demonstrate that it is responsive to climate change.

What do we need to do?

Our strategic objectives

1. **Ensure new development respects our built heritage and areas of the countryside which are valued for their contribution to landscape character, or biodiversity.**
2. **Respond to the causes and potential impacts of climate change through a process of mitigation and adaptation.**

4 Our vision for Pendle

A decent home for everyone

What did you say?	Our spatial issues
<p>Location</p> <ul style="list-style-type: none"> • Focus rural housing provision on existing towns and service centres. • The future release of land for housing will need to be managed to ensure that the existing oversupply is not exacerbated. <p>Development</p> <ul style="list-style-type: none"> • Meet the housing / regeneration needs of the area through remediation of contaminated land and the re-use of brownfield sites. • Ensure the impact of new housing development can be absorbed by existing services, or that they are upgraded to cope. • Ensure open space and recreational areas are provided where family housing is proposed. • Provide a lasting solution for areas affected by housing market failure. • Adapt terraced properties rather than destroy an important element of our built heritage. • Developers should fully involve local communities in the design of new housing, to ensure that it is both appropriate and affordable. <p>Design</p> <ul style="list-style-type: none"> • Seek better quality in the design of new housing. • Ensure that as a minimum all new housing meets accessibility (Lifetime Homes) and energy efficiency (Code for Sustainable Homes) requirements. • All new homes should respond to the issues posed by climate change. <p>Affordability</p> <ul style="list-style-type: none"> • Achieve a better balance in the housing market, addressing issues of affordability brought about by rising house prices in both rural and urban areas. • There are shortages in all types of affordable housing. • Resolve the issue of providing affordable housing on expensive to develop brownfield sites. • Seek a proportion of affordable housing on all development sites above a certain threshold. • Address homelessness in areas where this is a problem. <p>Specialist provision</p> <ul style="list-style-type: none"> • Provide a range of safe, accessible, affordable accommodation together with the support services necessary to allow people to live independently in their own home. • Encourage employers to provide housing for their key workers. • Provide safe, accessible sites to cater for the needs of gypsies and travellers. • Consider acceptable locations for new prison development. 	

Our vision for Pendle 4

What does the evidence tell us?

- The vast majority of the local housing stock (59%) is terraced housing.
- Over 17% of the local housing stock is considered unfit, the highest figure in the country. The national average is 4.4%.
- There is a surplus of terraced housing and shortages of all other types of home, in particular detached properties and bungalows, in the market sector.
- There is a significant shortage of social housing in Pendle. Between 2006 and 2011: 187 units of extra care sheltered housing and 20 units of supported housing are required across Pendle.
- UK homes contribute 27% of total carbon dioxide emissions associated with energy use and on average new homes use three and a half times more energy than those in Denmark and Germany.
- The number of properties without central heating (20%) is more than double the national average (8.5%). Linked to this is the fact that the number of households considered to be experiencing fuel poverty is higher than the regional and national averages.
- Land identified, within our existing settlement boundaries is capable of accommodating 3,392 dwellings to 2026. The largest potential (2,325 dwellings) is in the regeneration priority area of Nelson and Colne (including Brierfield).
- Two residential pitches are required to accommodate the needs of the gypsy and traveller populations in the Pendle area and up to seven residential pitches are required to accommodate the needs of travelling showpeople across Lancashire.
- Census 2001 (Office for National Statistics, 2003)
- Dwelling Stock by Tenure and Condition (Communities and Local Government, April 2003-April 2005)
- Burnley and Pendle Strategic Housing Market Assessment (Fordham Research, 2008)
- Burnley and Pendle Strategic Housing Market Assessment (Fordham Research, 2008)
- Pendle Housing Strategy (Pendle Borough Council, 2006)
- Our Energy Future - Creating a Low carbon Economy (HM Government, 2005)
- Census 2001 (Office for National Statistics, 2003)
- Fuel Poverty Rates (Centre for Sustainable Energy, 2003)
- Pendle Strategic Housing Land Availability Assessment (Pendle Council, 2008)
- Lancashire Sub-regional Gypsy and Traveller Accommodation and Related Services Assessment (University of Salford, 2007)

What are we looking to achieve?

Whilst people are the heart of our community, it is our homes and local neighbourhoods that provide us with a sense of place and a feeling of belonging. If we are to be proud to live in Pendle, access to

4 Our vision for Pendle

a range of good quality, energy efficient homes that are appropriate and affordable, will be a vital component in meeting the needs of our community.

What do we need to do?	Our strategic objectives
1. Deliver quality housing that is both appropriate and affordable, contributing to the creation of a balanced housing market.	

Our vision for Pendle 4

A vibrant economy

What did you say?	Our Spatial issues
<p>Strengthen and diversify the local economy</p> <ul style="list-style-type: none"> Stimulate economic activity in areas remote from growth by promoting mixed use developments. Encourage economic activity that will increase the range and quality of employment opportunities for local residents. Support cluster programmes in growth sectors. Support the development of an entrepreneurial culture, to help increase business formation rates and diversification of the local economy. Promote economic diversification and home-working in rural areas, where this is a sustainable option. Increase skills in the workforce. Improve links between schools and business. <p>Employment land and premises</p> <ul style="list-style-type: none"> Ensure the stock of employment land and premises meets identified needs. Adopt a flexible approach to the re-use of under-used premises, particularly where this could help to preserve a listed building or enhance the townscape. Focus office development on key service centres. Seek to re-establish, or improve, local service provision within communities. <p>Town centres and retailing</p> <ul style="list-style-type: none"> Improve the retail offer available in our town centres. Restrict out-of-town retail developments. Support the development of a night time economy in Nelson and Colne town centres. Increase the provision of residential accommodation in town centres. <p>Tourism</p> <ul style="list-style-type: none"> Farm diversification schemes should support rather than replace farming activity. Direct new tourism development to sustainable locations. Do not over-exploit 'honey pot' locations in rural areas. 	
What does the evidence tell us?	
<ul style="list-style-type: none"> The projected requirement for employment land in Pendle between 2005-2021 is 54.16 hectares. Allowing for completions to date there is an identified shortfall of 7.12 hectares across the borough. 	<ul style="list-style-type: none"> Pendle Employment Land Review (Pendle Council, 2008)

4 Our vision for Pendle

- Specific deficiencies in employment land are evident within the M65 corridor for warehousing and distribution.
- Manufacturing employment has fallen from 41% of the workforce in 1998 to 33% in 2006, a loss of 2,400 jobs, but three times the national average (11%) are still employed in this vulnerable sector.
- Levels of worklessness are marginally higher than the national average at 18.2%, but some areas have a benefit claim rate of over one-third of the working population.
- The level of shopping provision in all town and local shopping centres in Pendle has declined since 1991.
- The shopping centres in Nelson, Brierfield and Earby suffer from vacancy rates in excess of 10%.
- There is a potential need for additional convenience goods floorspace between 2006 and 2021, with the main area of deficiency being in the north of the borough.
- In the longer term (up to 2021) there could be scope for up to 13,000 sq.m. of A1-A5 floorspace in the borough.
- Pendle Employment Land Review (Pendle Council, 2008)
- Annual Business Inquiry (Office for National Statistics, 1998-2006)
- Benefits Data (Department of Work and Pensions/Nomis, May 2007)
- Pendle Retail Survey (Pendle Borough Council, 2006)
- Pendle Retail Survey (Pendle Borough Council, 2006)
- Pendle Retail Capacity Study (Nathaniel Lichfield, 2007)
- Pendle Retail Capacity Study (Nathaniel Lichfield, 2007)

What are we looking to achieve?

We all want to be happy and secure in our work, so we will support development that helps to diversify and strengthen the local economy, providing a solid foundation for future economic success.

Revitalised town centres will once again be the focal point of our communities, with the delivery of essential services focused on these accessible locations. The range and quality of shops will be improved and new leisure and cultural facilities provided to help to reduce your need to travel and retain wealth in the local area.

Our vision for Pendle 4

What do we need to do?

Our strategic objectives

1. **Strengthen the local economy by facilitating growth that supports economic diversification and rural regeneration.**
2. **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.**

5 Issues and options consultation

Our spatial issues and options

- 5.1** We need to be sure that our work to date has helped to identify the spatial issues that are of greatest importance to Pendle. These spatial issues will be addressed through the Core Strategy and Land-use Allocations DPDs.
- 5.2** We want you to tell us in more detail which of the options on the following pages offer the best possible solution for Pendle. If you don't like any of the options listed, please feel free to put forward an alternative suggestion.
- 5.3** There will nearly always be more than one possible solution to a particular problem and differences of opinion will undoubtedly arise. As a result difficult choices will need to be made. Clearly we cannot hope to meet everyone's aspirations, but substantial change and improvements should be possible. Pendle Council, and its partners, are committed to achieving the best we possibly can with the resources at our disposal.

Please note

We do not have an entirely free hand in selecting options for consideration. The Core Strategy and Land Use Allocations DPDs must be in line with national planning policy guidance, published by the Government, and conform with the strategy and policies set out in the Regional Spatial Strategy for the North West.

As a result the following section does not identify options where the required actions are already prescribed by national or regional government legislation, policy or guidance. For each strategic objective, these requirements are listed in the section 'What we are already required to do'.

For example a sequential test relating to development in the floodplain is included in PPS25: Development and Flood Risk. It is also referred to in the Regional Spatial Strategy; Policy EM5: Integrated Water Management. The Regional Spatial Strategy forms part of the Development Plan for Pendle.⁽³²⁾ As such we must comply with this guidance and any alternative approaches cannot be considered to be a realistic option.

The designation and alterations to the boundaries of certain types of area are outside the scope of the Local Development Framework (i.e. the Green Belt and Conservation Areas), although they will be shown on the LDF Proposals Map. As such they are not discussed here.

- 5.4** At this stage Pendle Council is not supporting any specific options. Those shown merely reflect the comments put forward to date and the evidence currently available. They provide the basis for encouraging a meaningful response based upon a genuine choice of options. The Replacement Pendle Local Plan (2001-2016) continues to be the source of Pendle Council's planning policies until the Core Strategy is adopted in 2011.

³² A Development Plan sets out in writing, maps and diagrams the policies and proposals for the development and use of land and buildings within a particular area. The Development Plan for Pendle has three components: [1] The Regional Spatial Strategy [2] Development Plan Documents (DPDs) in the Lancashire Minerals and Waste Local Development Framework (LDF) and [3] DPDs in the Pendle LDF. All planning decisions are judged against the policies in these documents.

Issues and options consultation 5

How to respond

Online	<p>This is the Council's <u>preferred method</u> for receiving representations. It helps us to handle your response quickly and efficiently. It is more cost effective and helps to reduce paper usage.</p> <p>In the online version of this document you will be prompted to answer one or more questions at the end of each section. Your responses will go direct into our database, so there is no opportunity for data transfer errors.</p> <p>The increased use of online communication is part of a long-term policy by Pendle Council to exploit the speed and low cost of the internet to undertake customer research.</p> <p>Alternatively a pdf* version is available for you to download and complete.</p>
Printed version	<p>We recognise that not everyone has access to a computer, so the questions are also available as a separate <u>representation form</u>. Once complete, this should be signed and returned to the Council by the closing date shown.</p> <p>The use of a separate questionnaire has a number of advantages:</p> <ul style="list-style-type: none"> • It allows you to retain your copy of the Issues and Options report for future reference. • By having both documents open on the relevant page, you can easily compare the question with the options available for consideration. • It has allowed us to reduce both the size of the Issues and Options report and the amount of paper used.

5 Issues and options consultation

1. Establish a hierarchy of settlements to assist regeneration by directing growth to the most sustainable locations.

Why is this considered to be a priority for Pendle?

Latest projections estimate that the population of Pendle will grow from 90,300 in 2008 to 94,900 by 2029 and that the number of households will increase by 3,000 by 2026. This is likely to require the provision of new housing, jobs and services.

Establishing a clear hierarchy of settlements will help to direct new development to the most appropriate locations. It will demonstrate where growth can be accommodated and indicate where new facilities should be located. By bringing housing, jobs and services closer together, we will help to reduce the need for travel, helping to contribute to the creation of sustainable local communities.

Note:

This strategic objective seeks to establish the guiding principles that will inform the location of development across Pendle. Although it considers housing, employment and retailing provision, in the context of the need for appropriate levels of physical and social infrastructure provision, these topic areas are considered in greater detail under the following strategic objectives:

- Housing – strategic objective 5
- Employment – strategic objective 6
- Retailing – strategic objective 7
- Physical Infrastructure – strategic objective 2 (utilities) and strategic objective 11 (transport)
- Social Infrastructure – strategic objective 8 (health, education and community facilities) and strategic objective 9 (open space, sport and recreation)

Key documents, providing additional information for Pendle include:

- Draft Pendle Settlement Hierarchy and Sustainable Rural Settlements Study (Pendle Borough Council, 2008)
- Burnley and Pendle Strategic Housing Market Assessment (Fordham Research, 2008)
- Pendle Strategic Housing Land Availability Assessment (Pendle Borough Council, 2008)
- Pendle Employment Land Review (Pendle Borough Council, 2008)
- Pendle Retail Capacity Study (Nathaniel Lichfield, 2007)
- Pendle Rural Strategy 2004-2009 (Pendle Borough Council, 2004)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
Direct most new development to existing towns to help maximise accessibility to employment and services by walking, cycling and public transport.	<ul style="list-style-type: none"> • PPS1: Delivering Sustainable Development (Communities and Local Government, 2005) • PPS3: Housing (Communities and Local Government, 2006) • PPS7: Sustainable Development in Rural Areas (Communities and Local Government, 2004) • PPG13: Transport (Communities and Local Government, 2001)
In rural areas, development should be focused on settlements that can act as service centres for surrounding areas.	<ul style="list-style-type: none"> • PPS3: Housing (Communities and Local Government, 2006) • PPS7: Sustainable Development in Rural Areas (Communities and Local Government, 2004) • PPG13: Transport (Communities and Local Government, 2001)
Plans and strategies should identify a subset of towns and villages as Key Service Centres. These will provide a range of retail, leisure, community, civic, health and education facilities and financial and professional services for the surrounding area. They should also have good transport links to surrounding towns and villages, or the potential for their development and enhancement.	<ul style="list-style-type: none"> • Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Small scale development to help sustain local services, meet local needs or support local businesses will be permitted in towns and villages defined as Local Service Centres, which already provide a range of services to the local community.	<ul style="list-style-type: none"> • Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Sustainable communities should foster sustainable relationships between homes, workplaces and other concentrations of regularly used services and facilities.	<ul style="list-style-type: none"> • Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
In allocating sites for housing development, consideration should be given to the capacity of existing and potential social infrastructure.	<ul style="list-style-type: none"> • PPS3: Housing (Communities and Local Government, 2006) • PPG13 Transport (Communities and Local Government, 2001)
The focus for significant housing growth should be market towns or local service centres, well served by public transport and other facilities, with development in villages and other small rural	<ul style="list-style-type: none"> • PPS3: Housing (Communities and Local Government, 2006)

5 Issues and options consultation

What are we already required to do?	
communities only where needed to contribute to their sustainability.	
Contribute to achieving the national target of 60% of all new housing developments on previously developed land.	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006)
Build at least 65% of new homes on brownfield land.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Thoroughly assess the existing supply of employment land.	<ul style="list-style-type: none"> Draft PPS4: Planning for Sustainable Economic Development (Communities and Local Government, 2006)
Ensure that there is sufficient employment land to provide for choice and flexibility and that businesses are appropriately and sustainability located.	<ul style="list-style-type: none"> PPG4: Industrial, Commercial Development and Small Firms (Communities and Local Government, 1994)
<p>The sequential approach should be applied to all retail development proposals for sites that are not in an existing centre nor allocated in an up-to-date development plan document. It establishes a preferred sequence of locations for development. In order of priority they are:</p> <ul style="list-style-type: none"> town centres edge-of-centre out-of-centre 	<ul style="list-style-type: none"> PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Retail investment should be consistent with the scale and function of the centre and should not undermine the vitality and viability of any other centre, or result in the creation of unsustainable shopping patterns.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

Issues and options consultation 5

1a Which settlement hierarchy do you think would help to achieve the most sustainable patterns of growth in Pendle?

Option 1 - Concentration	Comment
<p>1. Key Service Centres</p> <ul style="list-style-type: none"> Nelson Colne Barnoldswick <p>2. Local Service Centres</p> <ul style="list-style-type: none"> Barrowford Brierfield Earby <p>3. Rural Villages</p> <ul style="list-style-type: none"> Trawden Foulridge Fence Kelbrook Salterforth Higham Sough Blacko Laneshawbridge Barley Roughlee and Crow Trees Newchurch-in-Pendle Spen Brook <p>4. Rural Hamlets</p> <ul style="list-style-type: none"> Bracewell Winewall Wycoller 	<p>This option would establish a four-tier settlement hierarchy.</p> <ol style="list-style-type: none"> The settlements in Tier 1 are the three largest towns in Pendle. They are relatively well served by roads and public transport and already have a significant function in providing employment, retail and other services for a wide geographical area. Tier 2 identifies Barrowford, Brierfield and Earby as Local Service Centres. This status acknowledges both their larger size and a higher level of service provision, when compared to the Rural Villages. In their role as service centres, for those living in adjacent villages and rural areas, they offer a choice of shops and other essential services and facilities. In addition, they also offer a range of employment opportunities. Rural villages with existing settlement boundaries are included in Tier 3. These villages provide a more limited range of services, so their populations primarily rely on the key and local service centres for their day-to-day needs. Any further expansion of these settlements would need to consider additional service provision. It also identifies three further Rural Hamlets, which do not currently have defined boundaries. These settlements are unlikely to be suitable for further growth either due to their location (Winewall is currently washed over by the Green Belt), sensitive surroundings (Wycoller), or simply because of their small size and remoteness. <p>Under this option:</p> <ul style="list-style-type: none"> Most growth would be focused on the settlements in Tiers 1 and 2. Development in the Rural Villages would be primarily in the form of small-scale infill developments, or minor extensions to address specific local economic, social or community objectives. No settlement boundary would be defined for the rural hamlets, placing them in open countryside, severely restricting development to those proposals which address a specific and identified need e.g. affordable housing for local people.

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Option 2 – Urban regeneration	Comment
<p>1. Key Service Centres</p> <ul style="list-style-type: none"> Nelson and Colne (including Brierfield) <p>2. Local Service Centres</p> <ul style="list-style-type: none"> Barnoldswick Barrowford Earby <p>3. Rural Villages</p> <ul style="list-style-type: none"> Trawden Foulridge Fence Kelbrook Salterforth Higham Sough Blacko Laneshawbridge Barley Roughlee and Crow Trees Newchurch-in-Pendle Spen Brook <p>4. Rural Hamlets</p> <ul style="list-style-type: none"> Bracewell Winewall Wycoller 	<p>This option would establish a four-tier settlement hierarchy, but would focus growth on those areas in need of regeneration, namely the Housing Market Renewal Areas in the south of the borough. It would however relegate Barnoldswick to the role of a Local Service Centre, which could serve to restrict development in the north of the Borough.</p> <ol style="list-style-type: none"> The settlements in Tier 1 together form a large urban area in the south of the Borough. They are well served by roads and public transport and already have a significant function in providing employment, retail and other services for a wide geographical area. Tier 2 identifies Barnoldswick, Barrowford, and Earby as Local Service Centres. This status acknowledges both their larger size and a higher level of service provision, when compared to the Rural Villages. In their role as service centres, for those living in adjacent villages and rural areas, they offer a choice of shops and other essential services and facilities. In addition, they also offer a range of employment opportunities. Rural villages with existing settlement boundaries are included in Tier 3. These villages provide a more limited range of services, so their populations primarily rely on the key and local service centres for their day-to-day needs. Any further expansion of these settlements would need to consider additional service provision. It also identifies three further Rural Hamlets, which do not currently have defined boundaries. These settlements are unlikely to be suitable for further growth either due to their location (Winewall is currently washed over by the Green Belt), sensitive surroundings (Wycoller), or simply because of their small size and remoteness. <p>Under this option:</p> <ul style="list-style-type: none"> Most development would be directed towards the M65 corridor and the towns of Nelson, Colne and Brierfield. Development in the Rural Villages would only be permitted where it addressed a specific local need and where it did not harm regeneration efforts in Nelson, Colne or Brierfield. No settlement boundary would be defined for the rural hamlets, placing them in open countryside, severely restricting development to those proposals which address a specific and identified need e.g. affordable housing for local people.

Issues and options consultation 5

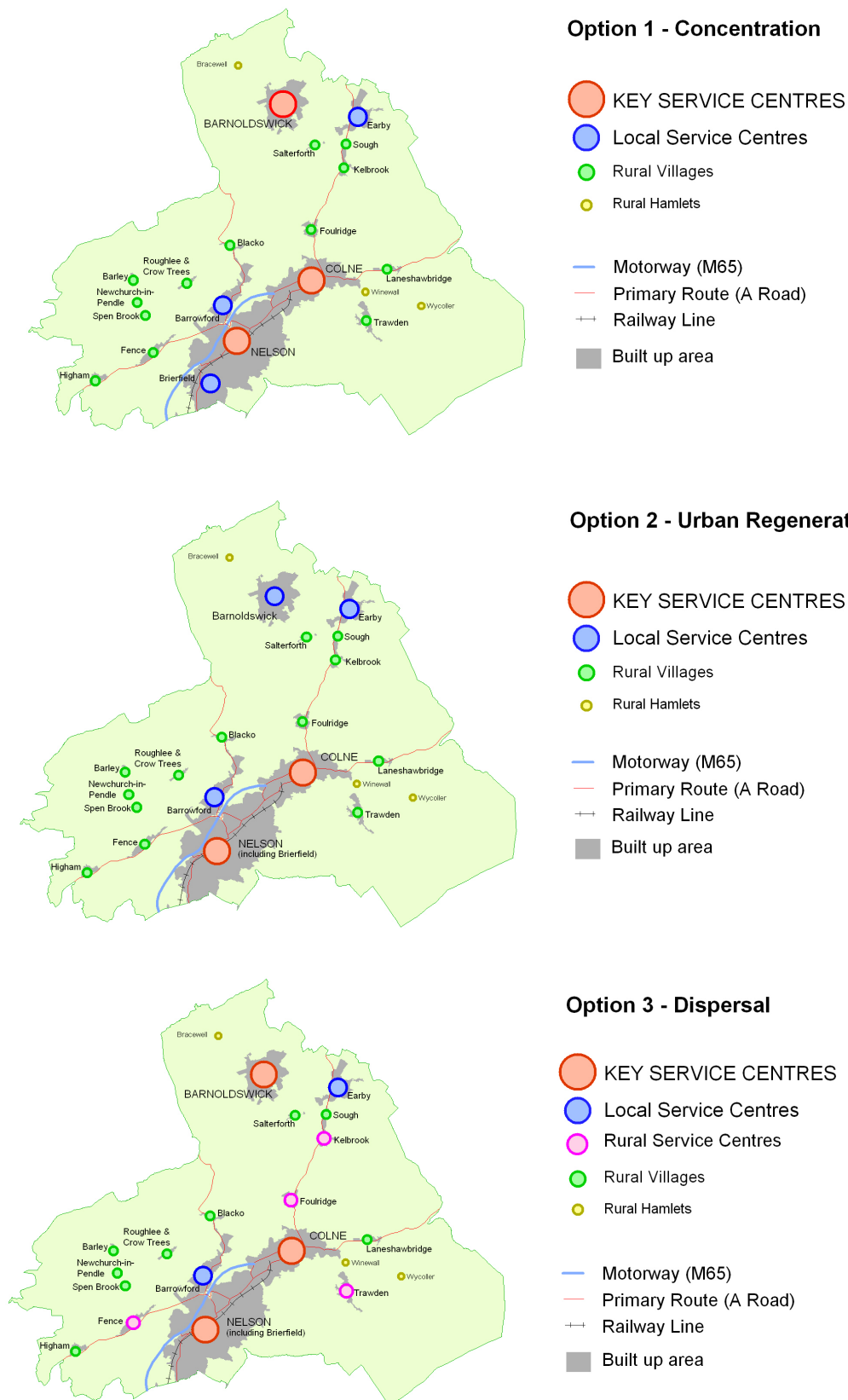
Option 3 - Dispersal	Comment
<p>1. Key Service Centres</p> <ul style="list-style-type: none"> Nelson and Colne (including Brierfield) Barnoldswick <p>2. Local Service Centres</p> <ul style="list-style-type: none"> Barrowford Earby <p>3. Rural Service Centres</p> <ul style="list-style-type: none"> Trawden Foulridge Fence Kelbrook <p>4. Rural Villages</p> <ul style="list-style-type: none"> Salterforth Higham Sough Blacko Laneshawbridge Barley Roughlee and Crow Trees Newchurch-in-Pendle Spen Brook <p>5. Rural Hamlets</p> <ul style="list-style-type: none"> Bracewell Winewall Wycoller 	<p>This option would establish a five-tier settlement hierarchy, identifying a specific role for the individual settlements within each tier. The allocation of settlements within the hierarchy has been based on the findings of the Draft Pendle Settlement Hierarchy and Sustainable Rural Settlements Study. This study has not re-considered the Key Service Centres, whose roles were previously defined in the Regional Spatial Strategy.</p> <ol style="list-style-type: none"> Tier 1 includes the three largest towns in Pendle. They are relatively well served by roads and public transport and already have a significant function in providing employment, retail and other services for a wide geographical area. The settlements in Tier 2, are assumed to be capable of accommodating further growth in support of their role of providing a service function to the surrounding rural villages. Tier 3 identifies Trawden, Foulridge, Fence and Kelbrook as Rural Service Centres. These villages accommodate a larger and more varied range of services, when compared to the villages included in Tier 4 and some growth could help to enhance their role as service providers for the remoter rural areas of Pendle. Rural villages with existing settlement boundaries are included in Tier 4. These villages provide a range of different services, but their populations will primarily rely on the Key, Local or Rural service centres for their day-to-day needs. Any further expansion of these settlements would need to consider additional service provision. Tier 5 identifies three further rural settlements which do not currently have defined boundaries. These settlements are unlikely to be suitable for further growth either due to their location (Winewall is currently washed over by the Green Belt), sensitive surroundings (Wycoller) or simply because of their small size. <p>Under this option:</p> <ul style="list-style-type: none"> Most growth would be focused on settlements in Tiers 1 and 2. Modest expansion would be permitted in Tier 3 (Rural Service Centres), to support their role in offering locally accessible services to the rural areas. In Tier 4 (Rural Villages) development would be primarily in the form of small-scale infill developments, or minor

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	<p>extensions to address specific local economic, social or community objectives.</p> <ul style="list-style-type: none">• No settlement boundary would be defined for the rural hamlets, placing them in open countryside, severely restricting development to those projects which address a specific and identified need e.g. affordable housing for local people.
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Figure 5.1 What should our settlement hierarchy for Pendle look like?



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1b How should we distribute new housing across Pendle?

Option 1 Focus new housing development in the Key Service Centres.	Comment The Key Service Centres will most likely have the widest range of services and facilities. Focusing new housing development in these areas will help to reinforce the existing level of service provision and help to reduce the need for people to travel.
Option 2 Concentrate new housing development in the Key Service Centres, Local Service Centres and Rural Service Centres.	Comment Concentrating new housing in the main towns and villages will allow the housing requirement to be spread across Pendle, but restrict it to locations well served by existing services and facilities.
Option 3 Concentrate new housing development in areas of regeneration need.	Comment This will give priority to the Housing Market Renewal areas in Nelson, Colne and Brierfield, supporting the programme of improvements proposed by Elevate East Lancashire.
Option 4 Balance the distribution of new housing by directing it to areas where there is a proven need.	Comment This would target new housing at areas where there is an identified need. The ability of smaller settlements to accommodate additional housing provision will be guided by the findings of the Pendle Settlement Hierarchy and Sustainable Rural Settlements Study. As a result new housing development may support the enlargement of smaller settlements and/or the expansion of local service provision.
Option 5 Distribute housing evenly across the borough.	Comment Spreading new housing across Pendle, on the basis that land is allocated in each settlement in proportion to its current size.
Option 6 Concentrating new housing where demand is strongest.	Comment Based on the number of houses built in recent years, this is likely to be the approach favoured by developers. It may direct development away from regeneration areas, but will encourage market support for the houses built although new infrastructure may be required for developments to be considered sustainable.

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1c What type of land should be developed for housing?

<p>Option 1</p> <p>Direct development in order of preference towards</p> <ul style="list-style-type: none"> • previously developed land and vacant buildings, within existing settlements • other land within the settlement boundary. 	<p>Comment</p> <p>The re-use of previously developed land will help to ‘clean up’ redundant and derelict sites within Pendle’s towns and villages helping to regenerate ‘run down’ areas. For example, new housing could be focused on former mill sites along the banks of the Leeds and Liverpool Canal to assist with the renaissance of our waterways.</p> <p>This option would help to ensure that national and regional brownfield targets are achieved. For new housing the national target is to develop 60% on previously developed land (PDL), but the regional requirement is for Pendle to achieve 65% of new housing development on PDL. This approach would help to prevent unrestricted sprawl onto greenfield land, but would not necessarily focus new housing development to where it is most needed.</p> <p>Development on greenfield land outside the settlement limits would not be permitted.</p>
<p>Option 2</p> <p>Direct development in order of preference towards</p> <ul style="list-style-type: none"> • previously developed land and vacant buildings, within existing settlements • other land within the settlement boundary • greenfield land outside the settlement limits (urban fringe sites) where there is a proven need. 	<p>Comment</p> <p>This option would allow development to take place on undeveloped (greenfield) sites outside the existing settlement limits, in order to meet identified needs for market and affordable housing. For example, such land may play a crucial role in delivering much needed larger homes. Sites should be well located in relation to jobs, services and infrastructure, and will normally be on the fringes of settlements, rather than in the open countryside.</p>
<p>Option 3</p> <p>In <u>no</u> order of preference, allow development on both previously developed and greenfield land within the existing settlements, where this will meet a proven need.</p>	<p>Comment</p> <p>New housing development would be directed to areas where there is an identified need. The Burnley and Pendle SHMA identifies those wards in need of different types, sizes and tenures of housing. This approach would allow the most suitable sites to be developed to meet these needs. It may require housing to be provided on undeveloped (greenfield) sites, but this would be restricted to sites within the settlement boundaries.</p>

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1d How should we distribute new employment* across Pendle?

*excludes retail, see Issues 1g (below) and Strategic Objective 7

Option 1 Focus employment opportunities in the borough's Key Service Centres.	Comment This may create new employment opportunities in the M65 corridor, where the Pendle Employment Land Review has identified a need. However, it may also provide provision in West Craven, an area where there is an identified surplus of employment land.
Option 2 Distribute employment sites throughout the borough, based on an assessment of need.	Comment This approach would accord with the findings of the Pendle Employment Land Review. It would focus new employment sites and job opportunities in the M65 corridor (Nelson, Colne and Brierfield). It will assist the delivery of regeneration initiatives in the Borough's deprived neighbourhoods and the Housing Market Renewal area, by making new employment opportunities accessible to those people in greatest need.
Option 3 Distribute employment sites throughout the borough, based on market attractiveness.	Comment Sites would need to be attractive to businesses. As such the redevelopment of previously developed (brownfield) sites in our urban areas is likely to have more limited appeal than greenfield sites in less sustainable locations.

Issues and options consultation 5

1e Which locations are most appropriate for new employment land provision?

<p>Option 1</p> <p>Use a sequential approach to locate employment in order of priority in:</p> <ul style="list-style-type: none"> protected employment areas town centre locations near transport hubs, or in transport corridors. 	<p>Comment</p> <p>Sites in, or on the edge of, town centres, benefit from good access by public transport. They can also make a major contribution to regeneration as they often involve the re-use of previously developed land. However, the provision of large sites will often require time consuming and costly land assembly. Such sites are likely to be less accessible from the main road network than out-of-town developments. Sites along transport corridors offer good access by public transport and can make a major contribution to regeneration.</p>
<p>Option 2</p> <p>Allow development to take place anywhere – on both previously developed and greenfield land - within the settlement boundaries, where this will meet a proven need, but do not allow development beyond these limits.</p>	<p>Comment</p> <p>In accordance with the findings of the Pendle Employment Land Review, new employment would be directed to areas where there is an identified need, namely the regeneration areas in the M65 corridor. Whilst this approach would allow the most suitable sites to be developed to meet these needs, it may also require development on undeveloped (greenfield) sites within the settlement boundaries.</p>
<p>Option 3</p> <p>Allow for urban extensions on greenfield land outside existing settlement limits, where a suitable need can be demonstrated.</p>	<p>Comment</p> <p>Small scale extensions are likely to result in the loss of greenfield land, but may help to support rural regeneration and reduce the need for travel if focused on those areas with the highest levels of accessibility. Design will need to be of a high quality, to help maintain the attractiveness of our rural areas.</p>
<p>Option 4</p> <p>Seek to evenly distribute employment opportunities across Pendle.</p>	<p>Comment</p> <p>The jobs created would be accessible, but may not be located in the areas of greatest need, requiring some employees to travel greater distances to work.</p>

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1f What type of employment* sites do we need to provide?

*excludes retail, see Issues 1g (below) and Strategic Objective 7

Option 1 Provide a large new locally strategic site dedicated to employment use.	Comment Highly likely to require the release of Greenfield sites on the edge of the urban area. Arguably more attractive to businesses, particularly those moving into the area. Such sites can help to promote clustering and reduce traffic conflict.
Option 2 Allow for minor expansion based on existing employment areas	Comment Helps to minimise the negative impact caused when developing greenfield land. The benefits, which accrue from locating businesses on large employment sites, are already in place. It would also help to reinforce the important locally strategic role of any protected employment areas.
Option 3 Provide a range of smaller employment sites throughout the Borough.	Comment Urban sites are often smaller, but aid regeneration initiatives and are often more accessible on foot, cycle and by public transport. This approach would favour the provision of smaller units for business start-ups, rather than providing opportunities for large-scale clustering. However, not all business uses are compatible with mixed-use developments, or residential areas.
Option 4 Make more intensive use of existing employment land.	Comment Ensures the best use of previously developed land and minimises the potential need to identify additional employment land.

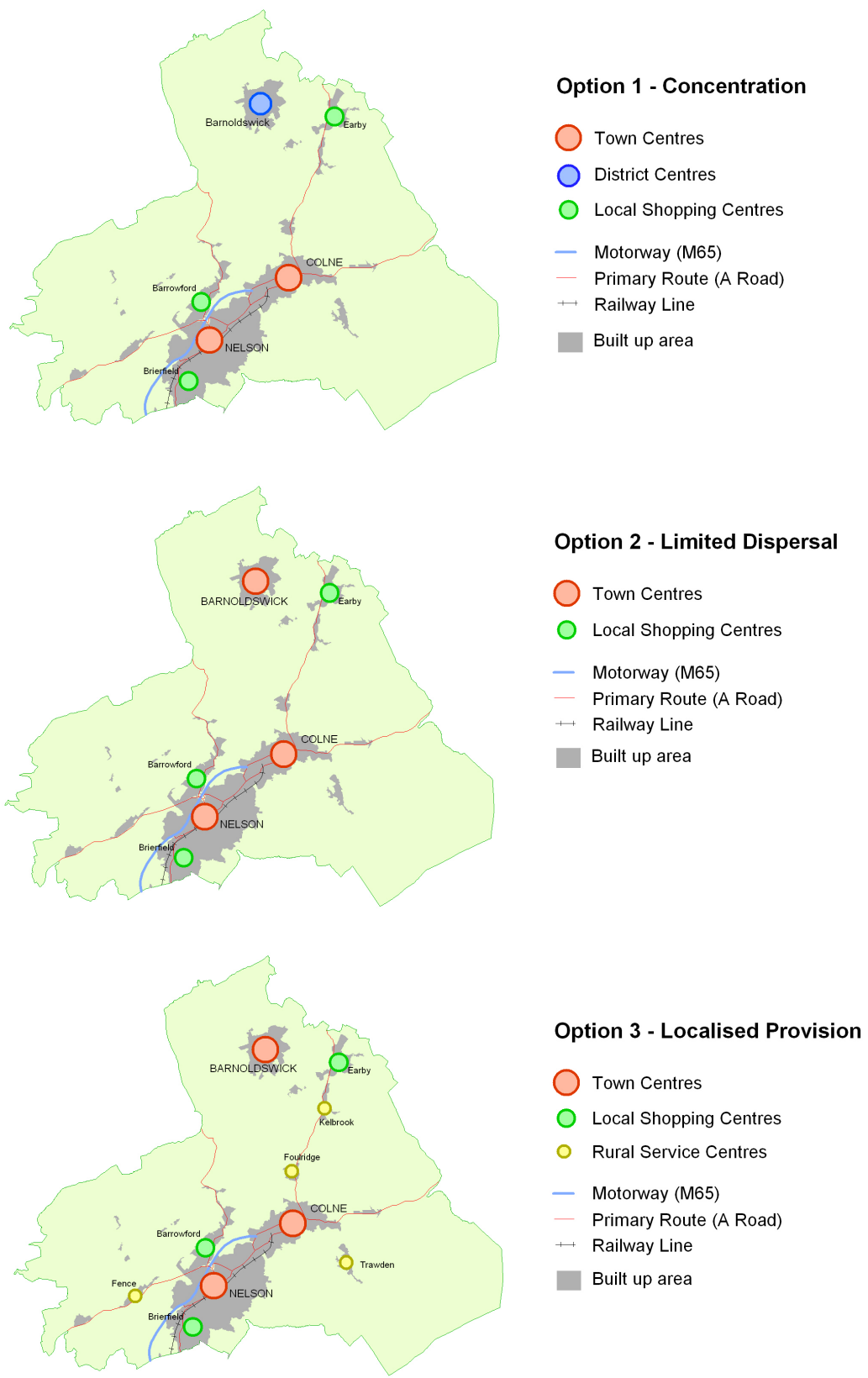
Issues and options consultation 5

1g How should we distribute new retail provision across Pendle?

<p>Option 1 - Concentration</p> <ol style="list-style-type: none"> Town Centres: <ul style="list-style-type: none"> Nelson Colne District Centre: <ul style="list-style-type: none"> Barnoldswick Local Shopping Centres: <ul style="list-style-type: none"> Barrowford Brierfield Earby 	<p>Comment</p> <p>This reflects the retail hierarchy recommended in the Pendle Retail Capacity Study. It seeks to promote Nelson and Colne as the main comparison shopping destinations in the Borough, with the aim of improving their existing market share of expenditure. Elsewhere comparison retail provision should be consistent in terms of scale and nature with the nearest centre and should not serve a borough-wide catchment area.</p>
<p>Option 2 – Limited dispersal</p> <ol style="list-style-type: none"> Town Centres: <ul style="list-style-type: none"> Nelson Colne Barnoldswick Local Shopping Centres: <ul style="list-style-type: none"> Barrowford Brierfield Earby 	<p>Comment</p> <p>This option recognises the important role played by the market town of Barnoldswick in the north of the borough. It would direct comparison retail opportunities to the existing town centres of Nelson, Colne <u>and</u> Barnoldswick, or edge-of-centre sites in these towns; locations that are accessible and well-served by public transport.</p> <p>Some larger convenience retail facilities could be located in the local shopping centres (Barrowford, Brierfield and Earby), helping to improve their viability and increase local accessibility, thereby reducing the need for people to travel.</p>
<p>Option 3 - Localised provision</p> <ol style="list-style-type: none"> Town Centres: <ul style="list-style-type: none"> Nelson Colne Barnoldswick Local Shopping Centres: <ul style="list-style-type: none"> Barrowford Brierfield Earby Rural Service Centres: <ul style="list-style-type: none"> Fence Foulridge Trawden Kelbrook 	<p>Comment</p> <p>As Option 2, but would encourage the provision of additional small-scale convenience retail provision in rural service centres. This would increase local service provision, improve local accessibility, particularly from surrounding rural areas, and further reduce the need for people to travel to access their day-to-day requirements.</p>

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Figure 5.2 How should we distribute new retail provision across Pendle?



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2. Ensure that the physical and social infrastructure is capable of supporting both new and existing development, thereby helping create sustainable communities.

Why is this considered to be a priority for Pendle?

Infrastructure is vital to ensuring that we help to create sustainable communities across Pendle. The presence of suitable drainage, sewerage, water, gas, electricity and telecommunications are critical for successful development and in particular to its phasing. But, equally important is the level of social infrastructure required to support it in the form of schools, hospitals, sports, leisure and recreation facilities etc. In areas where existing facilities are insufficient to meet planned growth, the Council can require developers to support additional provision either in the form of direct works, or financial contributions.

Providing an appropriate infrastructure will allow Pendle to deliver the levels of growth currently proposed in the Regional Spatial Strategy and Regional Economic Strategy, ensure that existing facilities can continue to function adequately and encourage more efficient patterns of resource consumption.

Draft PPS12 sets out the importance of planning for infrastructure from the outset. The Core Strategy will need to be supported by evidence of the physical and social infrastructure needed to support the amount of development proposed, and identify who will provide it and when.

Key documents, providing additional information for Pendle include:

- Draft Pendle Settlement Hierarchy and Sustainable Rural Settlements Study (Pendle Borough Council, 2008)
- Draft Flood Risk Management Strategy 2006-2011 (Environment Agency, 2006)
- Aire Catchment Flood Management Plan (Environment Agency, 2006)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

5 Issues and options consultation

What are we already required to do?	
Planning authorities should ensure that infrastructure and services are provided to support new and existing economic development and housing.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2006)
The capacity of existing infrastructure and the need for additional facilities should be taken into account in the preparation of all local development documents.	<ul style="list-style-type: none"> PPS12: Local Development Frameworks (Communities and Local Government, 2004)
Ensure that adequate infrastructure and services are provided to support new development.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2006) Supplement to PPS1: Planning and Climate Change (Communities and Local Government, 2007) PPS12: Local Development Frameworks (Communities and Local Government, 2004)
Demonstrate how and when infrastructure that is required to facilitate development will be delivered.	<ul style="list-style-type: none"> Planning White Paper (HM Government, 2007)
Locate proposals and schemes so as to make effective use of land, buildings and infrastructure.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
If the Council choose to use planning obligations to acquire money from developers for infrastructure improvements, obligations must be; relevant to planning; necessary to make the proposed development acceptable in planning terms; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects.	<ul style="list-style-type: none"> ODPM Circular 05/05: Planning Obligations

The key issues and options for consideration are outlined on the following pages.

Issues and options consultation 5

2a When should we ask for contributions to help maintain existing, or provide new infrastructure in Pendle.

Option 1 Seek developer contributions to help meet all additional infrastructure requirements.	Comment This approach would balance infrastructure provision in accordance with future growth in the borough, helping to deliver physical and social infrastructure where it is most needed.
Option 2 Focus developer contributions on the delivery of physical infrastructure improvements.	Comment This approach would enable a greater amount of funding to be raised for physical infrastructure improvements (e.g. utilities, transport etc.). Social infrastructure would still be required, but receive less funding through the planning process.
Option 3 Focus developer contributions on the delivery of social infrastructure requirements.	Comment This approach would enable a greater amount of funding to be raised for social infrastructure improvements (e.g. open space, health, education and community facilities etc.). Physical infrastructure would still be required, but receive less funding through the planning process.

2b How should we determine the level of developer contributions?

Option 1 Agree the need for contributions on a site-by-site basis, after carefully considering the particular circumstances of each application.	Comment This option would provide the maximum flexibility from the Council's perspective, although the application process could be slowed down by the need for negotiations. Applicants will not know what level of contribution will be sought before they submit a planning application.
Option 2 Apply a standard calculation to all applications (based on an agreed formula), in order to determine the appropriate level of contribution.	Comment This approach would provide certainty for applicants and should lead to the speedier processing of applications. However, it may not be appropriate in all instances. There would be no flexibility to allow for the varying nature of sites, developments or potential funding streams.

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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 or visit.

Why is this considered to be a priority for Pendle?

PPS1: Delivering Sustainable Development states that “good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning.”

In Pendle, many poor quality urban environments are a legacy of our industrial past. We need to ensure that new and existing developments meet everyone’s needs in the best ways possible.

Good design goes beyond the appearance of a building and its functionality. It also helps to create successful places, where people will choose to live, work, play and invest. It is about the relationships between different buildings and the relationships they in turn have with streets, squares, parks, waterways and other spaces that make up the public realm.

High quality design can help to create places that are both pleasant to use and foster a sense of civic pride. Alternatively it can be used to highlight safe and attractive routes through quiet or bustling areas.

Key documents, providing additional information for Pendle include:

- Pendle Community Safety Strategy 2005-2008 (Pendle Community Safety Partnership, 2005)
- Pendle Anti-Social Behaviour Strategy (Pendle Community Safety Partnership, 2005)
- Pendle Built Heritage Strategy - Laying Foundations (Pendle Borough Council, 1997)
- Neighbourhood Renewal Strategy for Pendle (Pendle Partnership, 2004)
- Pendle Strategic Plan (Pendle Borough Council, 2004)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Development plans should contain clear, comprehensive and inclusive access policies – in terms of both location and external physical access. Such policies should consider people's diverse needs and aim to break down unnecessary barriers and exclusions in a manner that benefits the entire community.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Promote high quality and inclusive design, improve the quality of the public realm and open spaces, provide a sense of place and a focus for the community and for civic activity and ensure that town centres provide an attractive, accessible and safe environment for businesses, shoppers and residents.	<ul style="list-style-type: none"> PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Reduce crime and the fear of crime, and seek by the design and layout of developments and areas, to secure community safety and road safety.	<ul style="list-style-type: none"> PPG13: Transport (Communities and Local Government, 2001)
Improve the quality of the public realm through good design.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreations (Communities and Local Government, 2002)
All local authorities must carry out their duties with due regard to the likely effect on crime and disorder.	<ul style="list-style-type: none"> Crime and Disorder Act (HM Government, 1998)
All outdoor advertisements are required to comply with the five standard conditions imposed by the Control of Advertisements Regulations (SI 1992, No.666)	<ul style="list-style-type: none"> PPG19: Outdoor Advertisement Control (Communities and Local Government, 1992)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

3a What factors should we emphasise in order to achieve high standards of design in new developments?

Choice 1 New development should use appropriate materials so that it remains in keeping with the established character of the area in which it is located.	Comment With this option new innovative designs would be less likely to come forward, due to the need to respect the existing character of buildings in the Pendle area, which are predominantly built of local stone with a grey slate pitched roof.
Choice 2 New development should, wherever possible, employ the highest standards of innovation and design, with limited reference to their wider setting.	Comment The need for new buildings to reflect the local character of the area would be relaxed, in order to encourage the wider benefits that new and innovative designs can help to achieve.
Choice 3 New developments should be accessible to all members of society and should be required to meet the appropriate Secured by Design standards.	Comment The visual appearance of new buildings would be secondary to the principal of achieving safe and accessible buildings, where form follows function.

Issues and options consultation 5

3b Which of these options would make a significant contribution to an improved public realm?

Choice 1 Seek to design out the opportunity for crime in public spaces.	Comment This approach would avoid the use of features, which could encourage anti-social behaviour or criminal activity.
Choice 2 Improve connectivity, wherever practical seeking to reduce the potential conflict between pedestrians and traffic.	Comment Whilst recognising that pedestrianisation can adversely affect the dynamics of an area and not always be the most appropriate solution, in principle the need to reduce the interaction between people and traffic in key urban spaces should be adhered to.
Choice 3 Increased use of natural surfaces, trees, shrubs and planting.	Comment Although high maintenance and vandalism are concerns, the use of natural surfaces and planting can help to soften the appearance of hard landscaping schemes, create small wildlife habitats and make a contribution towards overcoming the problems associated with climate change.
Choice 4 The use of appropriate materials that are in keeping with the established character of the area.	Comment Asphalt and block paved surfaces are often used to help improve accessibility, but they are frequently at odds with the established character of the area. The reintroduction of traditional materials for streetscape schemes would allow the surface of public spaces to benefit from the same level of attention that is paid to the conservation of the buildings which surround them, helping to improve the appearance of sensitive and prestige locations and increase durability.
Choice 5 Increased use of public art.	Comment Public art can provide a focus for attention and draw people to an area. It can be used to help to guide people along predetermined routes through busy open spaces, helping to create a more attractive environment in which people are encouraged to interact.

5 Issues and options consultation

Choice 6	Comment
Controls on outdoor display advertising	Outdoor advertising is essential to commercial activity, but if not controlled it can detract from the quality of an area. Advertisement control seeks to ensure that the display of outdoor advertising contributes positively to the appearance of an attractive and cared-for environment (PPG19).

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4. Respond to the causes and potential impacts of climate change through mitigation and adaptation.

Why is this considered to be a priority for Pendle?

There is a strong consensus that the current increase in average global temperatures is largely due to increasing concentrations of carbon dioxide and other 'greenhouse gases' in the atmosphere, and that these are at least partly the result of human influences. Under the Kyoto Protocol, the UK has pledged to make a significant reduction in greenhouse gas emissions below 1990 levels.

Our need to respond effectively to climate change is expressed most strongly in the UK Sustainable Development Strategy (HM Government, 2005). Mitigation measures address the causes of climate change and are aimed at reducing carbon emissions. The main objectives are to reduce the demand for energy and to increase the supply of energy from renewable sources. In contrast adaptation measures are concerned with the likely impacts of a changing climate on our environment, economy and society. They aim to reduce our vulnerability to the adverse effects of climate change (e.g. flood defence schemes) and to take advantage of the opportunities that climate change might present.

Wind energy projects, which are arguably the most pertinent to Pendle, are now supported by strategic policies contained in PPS22 and the Supplement to PPS1 on Planning and Climate Change, and by regional renewables targets established to meet the government's goals for electricity generation. National and regional guidance promote a 'criteria-based' approach that strongly favours approval unless a project would have unacceptable adverse impacts when weighed against the wider strategic benefits of a proposal.

Key documents, providing additional information for Pendle include:

- Pendle Strategic Flood Risk Assessment (Entec / Pendle Borough Council, 2006)
- Draft Flood Risk Management Strategy 2006-2011 (Environment Agency, 2006)
- Aire Catchment Flood Management Plan (Environment Agency, 2006)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

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What are we already required to do?	
Planning authorities should ensure that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change – through policies which reduce energy use, reduce emissions (for example, by encouraging patterns of development which reduce the need to travel by private car, or reduce the impact of moving freight), promote the development of renewable energy resources, and take climate change impacts into account in the location and design of development.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Design should be sustainable, durable and adaptable and make efficient and prudent use of resources.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Generate 10% of all electricity from renewable sources by 2010/11.	<ul style="list-style-type: none"> The Renewables Obligation Order (HM Government, 2001)
Only allocate specific sites for renewable energy where a developer has already indicated an interest in the site, has confirmed that the site is viable, and that it will be brought forward during the plan period.	<ul style="list-style-type: none"> PPS22: Renewable Energy (Communities and Local Government, 2004)
Renewable energy developments likely to have an adverse effect on a site of national importance should only be granted once an assessment has shown the integrity of the site will not be affected, or that there is no alternative location and an imperative reason to over-ride public interest.	<ul style="list-style-type: none"> PPS22: Renewable Energy (Communities and Local Government, 2004)
To reduce carbon dioxide emissions to 26-32% below 1990 levels by 2020, and at least 60% by 2050.	<ul style="list-style-type: none"> Our Energy Future – Creating a Low Carbon Community (HM Government, 2005) Supplement to PPS1: Planning for Climate Change (Communities and Local Government, 2007)
Ensure that all new homes built after 2016 are carbon neutral (i.e. meet Code for Sustainable Homes Level 6).	<ul style="list-style-type: none"> Supplement to PPS1: Planning for Climate Change (Communities and Local Government, 2007)
New non-domestic buildings should be zero carbon by 2019 (2018 for public sector buildings).	<ul style="list-style-type: none"> Chancellor Alistair Darling, budget speech 11th March 2008.
By 2010 at least 10% (rising to 15% by 2015 and at least 20% by 2020) of electricity supplied in the	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the

Issues and options consultation 5

What are we already required to do?	
north west should be provided from renewable energy sources.	North West and North West Regional Assembly, 2008)
Residential developments of five or more units, and non-residential developments of over 500m ² , should incorporate renewable energy production to provide at least 10% of the developments predicted energy requirements.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Minimise threats from, and the impact of, increased storminess and flood risk, habitat disturbance and increased pressure on water supply and drainage systems.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Reduce carbon dioxide emissions from all sources including energy generation and supply, buildings and transport.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Ensure that polluting activities that are necessary for society and the economy are sited and planned so that any adverse effects are minimised.	<ul style="list-style-type: none"> PPS23: Planning and Pollution Control (Communities and Local Government, 2004)
The M65 motorway terminates in Pendle giving rise to significant levels of traffic on local roads. Noise and air quality monitoring is required in Colne to assess the impact of traffic on the local population and environment.	<ul style="list-style-type: none"> Lancashire Local Transport Plan 2006/07-2010/11 (Lancashire County Council, 2006)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

4a How should we aim to build renewable energy technologies into new developments?

<p>Option 1</p> <p>Require all new developments, irrespective of size, to incorporate renewable energy technologies that will contribute towards their projected energy requirements.</p>	<p>Comment</p> <p>This option would help to maximise contributions to the reduction of CO2 emissions in Pendle.</p> <p>For example at one extreme we could require all large-scale developments to be carbon neutral, whilst at the other household extensions could be asked to reduce carbon emissions through energy efficiency measures. Aspects of energy conserving design include, in descending order of efficiency:</p> <ul style="list-style-type: none"> • maximising passive solar gain (by location and orientation); • natural ventilation; • thermal insulation; • energy efficient domestic appliances and boilers; • solar panels, including photovoltaic cells and cladding; • micro-wind.
<p>Option 2</p> <p>Require all new residential developments and non residential developments over a specified threshold, to incorporate renewable energy technologies to contribute towards their projected energy requirements.</p>	<p>Comment</p> <p>This approach would help to contribute to the reduction of CO2 emissions, but recognises that it is not practical to require small schemes, or extensions to incorporate renewable energy technologies.</p> <p>Size thresholds beyond which developments would be required to incorporate renewable energy technologies, to contribute towards their projected energy requirements have previously been suggested for all residential developments of 5 or more, or 10 or more residential units and for non-residential developments of over 500m² or 1,000m².</p> <p>This approach also recognises that micro-generation technologies are best suited to reduce the CO2 emissions of detached and semi-detached suburban homes. The key technologies are solar thermal collectors, solar photovoltaics, micro-CHP and biomass boilers.</p>
<p>Option 3</p> <p>Where on-site provision is not feasible require developers to make a contribution to initiatives aimed at reducing the areas carbon footprint.</p>	<p>Comment</p> <p>This would support off-site generation of renewable energy, to help offset the carbon footprint of any development, where on-site generation is not considered to be a practical solution. A typical approach would be to support small scale Combined Heat and Power schemes in the local area.</p>

Issues and options consultation 5

4b How supportive should we be towards the development of renewable energy sources?

Option 1 Be broadly supportive by including policies that enable us to fulfil our sub-regional targets i.e. to take our 'fair share' but no more.	Comment Pendle must contribute to the generation of energy from renewable sources. However, it is highly likely that the sites under consideration will be in the rural areas. For example, wind turbines are most cost effective at a scale greater than 275 kWe and in clusters of more than 4-5 turbines.
Option 2 Be very supportive, developing a policy framework which sets aspirational targets aimed at raising Pendle's profile as a leader in 'green' issues.	Comment This approach would accept that Pendle is well placed to contribute to the generation of energy from renewable sources and would identify and promote areas where such schemes could be developed. Alternative heating solutions such as biomass, which can help to support rural diversification, and Combined Heat and Power schemes would be encouraged.

4c How can we accommodate stand-alone renewable energy schemes in Pendle?

Option 1 Adopt a criteria based policy for the determination of renewable energy schemes.	Comment Focus policy on a list of criteria identifying those circumstances in which such developments will be deemed to be acceptable. This will encourage schemes to be developed in those areas where the criteria can be met.
Option 2 Identify specific areas of search for the determination of renewable energy schemes.	Comment Focus policy on appropriate locations for any given technology (e.g. large-scale wind, or hydro-electric schemes). Preferred sites within these wider areas could also be identified.
Option 3 Encourage specific renewable technologies in preference to others (e.g. wind farms or biomass)	Comment Focus policy on those technologies considered to be most appropriate to Pendle and indicate a clear preference for certain renewable options. Preferred technologies could then be given greater weight in the determination of planning applications.

5 Issues and options consultation

4d How can we seek to improve energy conservation and efficiency in new housing?

<p>Option 1</p> <p>Require all new housing developments to achieve Code for Sustainable Homes Level 6 by 2016, but don't set any interim targets.</p>	<p>Comment</p> <p>This reflects the government target of ensuring that all homes built after 2016 are carbon neutral. It will provide the environmental benefits from the Code for Sustainable Homes, but will not require these to be in place before 2016. After this date there will be significant cost implications for developers, but these will be the same in all areas.</p> <p>The Code for Sustainable Homes is an environmental rating scheme for housing in England, under which new homes will be given a 'star rating' to indicate their environmental impact, ranging from level 1 (low sustainability) to level 6 (high sustainability).</p>
<p>Option 2</p> <p>Require all new housing developments to meet an interim target of Code for Sustainable Homes Level 3, by 2012.</p>	<p>Comment</p> <p>This will provide the environmental benefits from the Code for Sustainable Homes quicker, but may have significant cost implications for developers. It could reduce profit margins for developers, potentially reducing levels of investment and development in the borough as they target areas without such requirements.</p>
<p>Option 3</p> <p>Require all new housing developments to achieve the following standards, identified in the Code for Sustainable Homes:</p> <ul style="list-style-type: none"> • Level 1 by 2011 • Level 2 by 2012 • Level 3 by 2013 • Level 4 by 2014 • Level 5 by 2015 • Level 6 by 2016 	<p>Comment</p> <p>A pro-active approach to reducing the demand for energy and CO2 emissions, ensuring that Pendle delivers high quality, sustainable homes at the earliest opportunity, without placing an undue burden on developers. The environmental quality of the local housing stock would improve steadily and be at a much higher level by 2016, than if interim targets were not established. However, developers would be operating at reduced profit margins in a depressed housing market, potentially reducing levels of investment and development in the borough as they target areas without such requirements.</p>

Issues and options consultation 5

4e How should we influence the use of construction materials?

Option 1 Require <u>all</u> new developments to use a set proportion of recycled and/or materials from sustainable sources.	Comment This option should lead to a greater awareness of the environmental benefits from using such materials and reduce negative impacts on the environment. It is not permissible to specify that materials should be locally sourced.
Option 2 Only require <u>major</u> developments to use a set proportion of recycled and/or materials from sustainable sources.	Comment This option would improve the overall impact of new development on our natural resources, but would recognise that the cost of using such materials in smaller developments is not always economically viable. It is not permissible to specify that materials should be locally sourced.
Option 3 <u>Do not</u> require new developments to use recycled and/or materials from sustainable sources.	Comment This option would place no restrictions on developers, ensuring that the opportunities for investment and development in the borough are maximised. It would however allow for the use of materials that come from unsustainable sources. It is not permissible to specify that materials should be locally sourced.

5 Issues and options consultation

4f How should we seek to improve air quality in Pendle?

Choice 1 Encourage non-polluting forms of transport, particularly cycling and walking.	Comment This would help to reduce greenhouse gas emissions from cars and public transport.
Choice 2 Encourage non-polluting and efficient forms of energy generation, at suitable locations.	Comment This would help to reduce our reliance on fossil fuels, to provide energy and reduce CO2 emissions.
Choice 3 Require developers to submit a formal Air Quality Assessment, where there is the potential for an increase in air pollutants.	Comment This would require developers to address their impact on local air quality.
Choice 4 Require new developments / renovations to minimise dust from building works.	Comment This would help to minimise the adverse short-term impacts new developments can have on local air quality.
Choice 5 Ensure that suppliers to major sites reduce the number of journeys without a load, (e.g. encouraging recycling or disposal on return trips and/or local delivery as part of an improved logistics regime).	Comment This would help to minimise the adverse short-term impacts new developments can have on local air quality.

Issues and options consultation 5

4g How should we seek to improve the management of water resources and watercourses in Pendle?

Choice 1	Comment
Encourage new developments to conserve water resources through the use of water saving devices, grey water harvesting systems and Sustainable Urban Drainage Systems (SUDS).	These technologies aim to reduce water consumption and limit run-off. In particular SUDS help to control the quantity and improve the quality of surface run-off from developments, whilst contributing towards nature conservation, landscape improvements and the appeal of a site and its surroundings.
Choice 2	Comment
Encourage development proposals which result in the naturalisation of our watercourses.	Better integration and enhancement of natural watercourses in development proposals, as part of a sympathetic design process, will help to protect and enhance the overall quality of the watercourse and may provide additional recreational opportunities. The restoration of urban watercourses through de-culverting is one example of how this can be achieved.
Choice 3	Comment
Encourage the installation and reinstatement of natural landscaping.	<p>The hard landscaping of gardens and other green areas, to reduce maintenance, or accommodate the car, has effectively waterproofed our urban areas. Policies that reintroduce natural surfaces into our urban areas would help to reduce the speed of run-off into local watercourses, by allowing rainwater to soak into the ground from where it can either evaporate, or slowly make its way into the natural drainage system.</p> <p>This could only be enforced on new developments, but would be an approach encouraged elsewhere.</p>
Choice 4	Comment
Require developers to submit a drainage impact assessment (DIA).	<p>This would help to ensure that the impact of a proposed development on the local catchment are understood and properly managed.</p> <p>A DIA would typically include an examination of the current and historical drainage patterns; an assessment of the potential for both flood risk and pollution; calculations showing the pre- and post-development peak run-off flow rate for a critical rainfall event; a summary of any SUDS to be incorporated in the scheme, evidence of subsoil porosity tests; details of any on-site attenuation and wastewater drainage proposals.</p>

5 Issues and options consultation

5. Deliver quality housing that is both appropriate and affordable, contributing to the creation of a balanced housing market.

Why is this considered to be a priority for Pendle?

Building new houses is an essential component in contributing to the creation of sustainable and competitive mixed communities. Building no new houses is not a realistic option. The Proposed Changes to the Draft Regional Spatial Strategy (RSS) sets Pendle a target of building 3,420 houses between 2003 and 2021 – an annual target of 190 dwellings. However, the annual target is not a maximum figure and there is scope to build more.

The Strategic Housing Market Assessment (SHMA) prepared for the joint Burnley and Pendle housing market identifies scope for greater house building in Pendle. Furthermore the SHMA sets out the types (e.g. terraced, bungalow etc.), sizes and tenure (e.g. market or social housing) of new housing required across Pendle and gives an indication of need in specific wards. It also encourages a target of 45% of affordable housing on larger application sites (PPS3: Housing, suggests sites over 15 dwellings).

Affordable housing includes social rented and intermediate housing (i.e. housing provided at below open market values), provided to specified eligible households whose needs are not met by the market. It should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and savings and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Key documents, providing additional information for Pendle include:

- Burnley and Pendle Strategic Housing Market Assessment (Fordham Research, 2008)
- Pendle Strategic Housing Land Availability Assessment (Pendle Borough Council, 2008)
- Pendle Housing Strategy (Pendle Borough Council, 2006)
- Pendle Private Sector Housing Strategy (Pendle Borough Council, 2006)
- Pendle Homelessness Strategy (Pendle Borough Council, 2007)
- Pendle Older People's Strategy (Pendle Borough Council, 2004)
- Elevate Transformational Agenda 2006-2019 (Elevate, 2006)
- Brierfield Canal Corridor (Housing) Planning Brief SPD (Pendle Borough Council, 2005)
- Neighbourhood Renewal Strategy for Pendle (Pendle Partnership, 2004)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
Development plans should promote development that creates socially inclusive communities, including suitable mixes of housing.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Ensure that a five year supply of housing land is always available for development.	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006)
Contribute to achieving the national target of 60% of all new housing developments on previously developed land.	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006)
In Pendle, at least 65% of new homes should be built on brownfield land.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Develop at a density of not less than 30 dwellings per hectare.	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006)
In urban areas residential development should be at a density of 30 dwellings per hectare, or higher in locations that are within walking distance of good public transport services.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Provide affordable housing, in line with local requirements, on all developments of 15 dwellings or more.	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006)
Meet the district housing requirement of 3,420 new dwellings up to 2021.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

5a How many new houses should we build in Pendle?

Option 1 Only deliver housing to meet the RSS housing target.	Comment The RSS sets Pendle a target of delivering 3,420 new homes from 2003-2021, equivalent to 190 dwellings per annum. Beyond 2021 the annual housing target of 190 will continue for a limited time. The Core Strategy will cover the period to 2026; therefore the RSS target between 2008 and 2026 is 190 new homes per annum, which equates to 3,420.
Option 2 Deliver housing in excess of the RSS target, in order to meet the figure identified in the SHMA.	Comment The SHMA uses a model to balance supply and demand at the local level. This gives an indication of a need for 4,950 new homes from 2008-2026, equivalent to 275 new homes each year.
Option 3 Deliver housing to meet the RSS target <u>and</u> consider further development in areas where there is an identified regeneration need.	Comment The annual housing target in the RSS is 190, which equates to 3,420 new homes from 2008-2026. The annual RSS housing targets are not maximum requirements and where local circumstances dictate there may be a case for greater house building. In Pendle this is likely to be where there is a regeneration need, particularly within our Housing Market Renewal Areas (Nelson, Colne and Brierfield), although this could be extended to sites and areas beyond.
Option 4 Deliver housing above the RSS target in order to meet the figure identified in the SHMA <u>and</u> consider further development in areas where there is an identified regeneration need.	Comment Building at 275 new homes per annum to meet the SHMA indication of 4,950 homes by 2026 may not be sufficient. In areas of greatest regeneration need there may be a case for greater house building. In Pendle this is likely to be within our Housing Market Renewal Areas (Nelson, Colne and Brierfield), although this could be extended to sites and areas beyond.
Option 5 Deliver housing to meet market demands regardless of RSS or SHMA build targets e.g. application led.	Comment Both the RSS and SHMA targets for new house building are based on either an assessment of economic growth or a balance of supply and demand. However, a possible option is to prevent the use of restrictive targets and allow new build in sustainable locations, as and when the market demands. In reality this could produce more new housing than planned under the RSS or SHMA, and will be difficult to control and phase appropriately.

Issues and options consultation 5

5b What type, size and tenure of housing should we build?

<p>Option 1</p> <p>New housing should specifically deliver the type, size and tenure of housing required in each area.</p>	<p>Comment</p> <p>PPS3 requires Local Planning Authorities to plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. The Pendle SHMA gives a clear indication of the types, sizes and tenures required, and identifies the areas (wards) where there is highest need.</p>
<p>Option 2</p> <p>All types, size and tenure of housing should be supplied equally across the borough, regardless of specific local needs.</p>	<p>Comment</p> <p>One of the key characteristics of a mixed community is a variety of housing, including a mix of tenure, size and type, including the delivery of housing to meet the needs of specific groups, such as the elderly or gypsies and travellers. This option would encourage the development of the various types, sizes and tenures of housing in equal proportions, with no specific requirement to address the particular needs of an area.</p>
<p>Option 3</p> <p>There is no need to stipulate a mix of type, size and tenure, let the market decide.</p>	<p>Comment</p> <p>This option would allow the market to decide which types, sizes and tenures are required when and where. It would be application led, with little policy direction. However, the SHMA does identify a clear surplus of terraced properties and a definite need for certain types of housing e.g. social housing. This option would do little to address these issues, but would give free choice to developers.</p>

5 Issues and options consultation

5c How much affordable housing should we deliver?

Option 1 Set a target of 45% affordable housing across Pendle.	Comment PPS3 suggests a site size threshold of 15 dwellings above which affordable housing should be provided. The SHMA suggests a target of 45% affordable housing across Pendle, to be applied to all sites above the size threshold.
Option 2 Set a lower affordable housing target of 30% across Pendle.	Comment This option seeks an affordable housing target of 30% across Pendle. The PPS3 site threshold of 15 dwellings would apply. Much of the affordable housing debate will depend on the overall volume of house building, however, given current RSS and SHMA housing targets, 45% is very high, this option reduces it to a lower 30%.
Option 3 Set an affordable housing target of less than 30% across Pendle	Comment Given that the SHMA identifies a need for 148 affordable houses in Pendle each year (this is more than half of the SHMA annual build indication of 275) then there are clear needs to deliver affordable housing. However, an unrealistic affordable housing target may reduce the attractiveness of the Borough as a place to build; therefore it is important that the correct target is set which will ensure the delivery of both market and affordable housing.
Option 4 Set different affordable housing requirements based on an assessment of local needs and viability.	Comment This would seek to provide affordable housing at the level appropriate to the location in which new housing development was taking place.

Issues and options consultation 5

5d How can we deliver affordable housing?

<p>Choice 1</p> <p>Require all developers to provide affordable housing on-site.</p>	<p>Comment</p> <p>In line with PPS3 this would apply to sites of 15 units or more. It would also include conversions.</p> <p>This option would require developers to provide an element of affordable housing (dependent on the affordable target) on their development site. In many cases, this would include delivering social housing as part of a general market development and would encourage mixed tenure schemes.</p> <p>The opportunity to establish a desirable mix of types and tenures in new housing developments is more readily achievable on larger sites where specific thresholds for each house type and tenure can be achieved, without adversely affecting the commercial viability of the proposed development.</p>
<p>Choice 2</p> <p>Require all developers to provide contributions to the Council to deliver affordable housing off-site.</p>	<p>Comment</p> <p>In line with PPS3 this would apply to sites of 15 units or more. It would also include conversions.</p> <p>This option would enable developers to build out their whole site for general market housing, but would require them to make a contribution to enable the Council to facilitate the delivery of affordable housing elsewhere, usually in the same vicinity as the development site. This would give the Council more control over the types of affordable housing to be delivered, but gives less mixed type and tenure schemes.</p>
<p>Choice 3</p> <p>Create a flexible policy which in some instances will encourage the delivery of affordable housing on site, but, where this is not appropriate, will seek contributions from the developer so the Council can deliver affordable homes off site.</p>	<p>Comment</p> <p>In line with PPS3 this would apply to sites of 15 units or more. It would also include conversions.</p> <p>This option is a compromise position between Options 1 and 2 and would provide flexibility. For example in areas where house prices are low and developers need to maximise the amount of market housing on a site, a developer contribution may be more appropriate, but in some areas where there is a need to create mixed sites, on site delivery may be best.</p>

5 Issues and options consultation

Choice 4 Allocate sites specifically for affordable housing in areas of the Borough where there is an identified need.	Comment Difficult to achieve without subsidy, or the direct involvement of a Registered Social Landlord, but may be possible to achieve through the use of developer contributions.
Choice 5 Identify Rural Exception Sites, which would have a 100% allocation for affordable housing.	Comment In addition to delivering affordable housing in urban areas, PPS3 supports the use of Rural Exception sites. These support the use of small sites, which would not normally be used for housing, to provide affordable housing. They would specifically seek to address the needs of the rural community. The SHMA identifies a need for 22 affordable units in rural Pendle/Burnley each year.

Issues and options consultation 5

6. Strengthen the local economy by facilitating growth that supports economic diversification and rural regeneration.

Why is this considered to be a priority for Pendle?

Employment is a key component of any regeneration initiative. Sustaining, increasing and improving the quality of employment can contribute to increased wealth, helping to tackle the issues of poverty and social exclusion.

Mixed-use communities, which provide a combination of housing, employment, shopping and recreation opportunities, offer many benefits, not least a reduction in the need to travel and the promotion of sustainable modes of transport. The successful realisation of vibrant and attractive mixed-use environments is best achieved by managing and enabling a mix of uses and activities over time, on an area basis, rather than by pursuing mixed-use schemes on a site-by site basis.

Enhancing the skills of local people, to enable them to take up new job opportunities, is a futile exercise unless we have an available supply of land and premises to meet our projected employment needs. The Pendle Employment Land Review demonstrates that the supply of employment land in the M65 corridor is insufficient to meet projected needs, where many of our regeneration initiatives are focused and therefore, arguably, our greatest area of need. The study concludes that protecting our key employment areas from redevelopment for non-employment generating uses, is essential in maintaining an adequate supply of land and premises.

In rural areas, regeneration activity focuses on addressing the leakage of money from the local economy. Without a strong local economic base, many rural communities are at risk of becoming little more than dormitory facilities for urban commuters.

Key documents, providing additional information for Pendle include:

- Pendle Economic Development Strategy 2002-2007 (Pendle Borough Council, 2003)
- Pendle Employment Land Review (Pendle Borough Council, 2008)
- Pendle Retail Capacity Study (Nathanial Lichfield, 2007)
- Pendle Rural Strategy 2004-2009 (Pendle Borough Council, 2004)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

5 Issues and options consultation

What are we already required to do?	
Prioritise previously developed land, which is suitable for re-use.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
Thoroughly assess the existing supply of employment land.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
Provide a flexible range of sites for economic and mixed-use development that cater for the differing needs of businesses and the expected employment needs of the community.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
At least 30% of the employment land portfolio should be available for development or occupation.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Where necessary safeguard employment land from other uses.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
Establish clear land-use policies for different types of industrial and commercial development and positive policies to provide for the needs of small businesses.	<ul style="list-style-type: none"> PPG4 : Industrial and Commercial Development and Small Firms (Communities and Local Government, 1992)
For larger office developments (B1a) give preference to the identification of sites in, or on the edge of, town centres.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005) Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007) PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Ensure that communities and all sectors of the community have access to jobs and services.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
Recognise that in rural areas accessibility is a key consideration.	<ul style="list-style-type: none"> Draft PPS 4: Planning for Sustainable Economic Development (Communities and Local Government, 2007)
Opportunities for diversifying the rural economy and regenerating rural areas should be of an appropriate scale and located where the environment and infrastructure can accommodate the visitor impact.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

Issues and options consultation 5

What are we already required to do?	
Development within the Green Belt is inappropriate unless it is genuinely required for essential facilities, which will preserve the openness of the Green Belt and do not conflict with the purposes of including land within it.	<ul style="list-style-type: none"> PPG2: Green Belts (Communities and Local Government, 1995)
Sustainable tourism which will strengthen and diversify the economic base in Areas of Outstanding Natural Beauty (AONBs) will be supported, but the statutory purposes of their designation must not be adversely affected. Wherever possible, tourism development opportunities should take place in locations adjacent to such areas.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

6a Which of the following types of employment do we need to attract into Pendle, as a priority?

Choice 1	Comment
Manufacturing	Although in decline nationally, Pendle retains a high concentration of high-technology manufacturing businesses. Concentrating our efforts on attracting more businesses in this and other growth sectors would help to strengthen the areas competitive advantage, but may place an over-reliance on a vulnerable sector.
Choice 2	Comment
Distribution and warehousing	The Employment Land Review identifies a shortfall in the provision of premises for distribution and warehousing in the M65 corridor. Do we need to address this shortfall? Alternatively should we recognise that employment land is a scarce and valuable commodity that should be used for more productive and/or labour intensive uses?
Choice 3	Comment
Retailing	Retailing provides a wide range of employment opportunities. Although not highly paid, when compared to many manufacturing and service sector jobs, the opportunities can be varied and offer flexible hours of employment. Placing too great an emphasis on large out-of-town retail developments could, however, affect the long-term vitality and viability of our town centres.
Choice 4	Comment
Service sector	The service sector provides a wide range of services to businesses and consumers. They are under-represented in the Pendle economy, particularly in the higher-order office based operations such as banking and financial services. Seeking to attract such businesses would help to diversify and strengthen the local economy.
Choice 5	Comment
Tourism	Like retailing, few tourism jobs are highly paid, when compared to many in the manufacturing and service sectors. Many of the opportunities available are however, varied, offer flexible hours of employment and can provide an additional source of income, particularly for those employed in the agricultural sector. Pendle's expansive rural areas provide a valuable opportunity to further exploit the potential for tourism.

Issues and options consultation 5

Choice 6	Comment
Renewable energy	Many renewable energy schemes, such as wind farms, are unlikely to generate little in the way of local employment opportunities beyond their construction period. Other mechanisms, such as Biomass, could however, lead to the creation of additional employment and help to contribute to rural regeneration.

5 Issues and options consultation

6b Should we offer protection to existing employment areas?

<p>Option 1</p> <p>Identify key employment areas where the re-use of vacant sites or premises for non-employment uses should be resisted.</p>	<p>Comment</p> <p>Helps to retain employment sites and job opportunities in locations that are easily accessible to all sections of the community. Small and medium enterprises, the creative sector and new start-ups would benefit from a good choice of cheaper premises.</p> <p>In the short-term some sites, which may be better suited for residential or mixed-use due to locational problems or old fashioned buildings, may remain derelict.</p> <p>It would make no contribution to housing provision targets, but the Pendle ELR demonstrates the need to retain existing Protected Employment Areas as a valuable source of employment land.</p>
<p>Option 2</p> <p>Offer protection to key employment areas, but consider the redevelopment of vacant employment sites and premises where these would assist in meeting our regeneration objectives.</p>	<p>Comment</p> <p>This may result in a reduction in the supply of cheaper premises, essential for small and start-up businesses, contributing to a reduction in economic diversity and vitality.</p> <p>It could help to assist regeneration initiatives, improve the image of the borough, meet housing targets and result in a more intensive and sustainable use of land.</p>
<p>Option 3</p> <p>Offer no protection to employment areas, allowing vacant employment sites and premises to be redeveloped as dictated by the property market.</p>	<p>Comment</p> <p>This option would allow each proposal for development to be judged on its own merits. Those sites granted planning permission for non-employment uses may be able to attract 'planning contributions' for the provision of new employment premises or training facilities.</p> <p>There is likely to be a reduction in the supply of cheaper premises, essential for small and start-up businesses, contributing to a reduction in economic diversity and vitality. It could help to assist regeneration initiatives, improve the image of the borough, meet housing targets and result in a more intensive and sustainable use of land. However, in the long-term it may require the release of land for larger employment sites to compensate for any loss.</p>

Issues and options consultation 5

6c Which of the following locations should be the focus for new developments in the tourism, cultural, or hospitality sectors?

Option 1 Any rural location provided that development is at an appropriate scale and complimentary to existing provision.	Comment Would help to support rural regeneration, but may require employees to travel large distances. Could potentially have a negative impact on the appearance of the open countryside, but would help to support farm diversification.
Option 2 Only in accessible rural locations, provided that development is at an appropriate scale and complimentary to existing provision.	Comment Would help to support rural regeneration, reducing the need to travel and minimising any potential impact on the appearance of the open countryside. Those locations deemed to be accessible would be judged by the transport score in the Pendle Settlement Hierarchy and Sustainable Rural Settlements Study.
Option 3 Town centres, particularly where they are complimentary to the development of a sustainable night-time economy.	Comment Would help to support town centre regeneration and increase accessibility by public transport.
Option 4 The re-use and/or redevelopment of mill sites alongside the Leeds and Liverpool Canal.	Comment Would support waterways renaissance and help to redevelop brownfield sites. Not all locations will be readily accessible by public transport or private car.

5 Issues and options consultation

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.

Why is this considered to be a priority for Pendle?

The retail sector makes a valuable contribution to the local economy. In 2006, the estimated level of expenditure on convenience goods (relatively inexpensive items – food, newspapers etc. - purchased on a regular basis) in Pendle amounted to £177 million, whilst that for comparison goods (non-food items - clothing, furniture, electrical goods etc. - which people compare on the basis of price and quality before buying) accounted for a further £125 million. However, almost two-thirds of the total expenditure on comparison goods made by Pendle residents (£198 million) is spent outside Pendle.

Vibrant town and local shopping centres, which successfully compete and provide local choice, make a valuable contribution to the communities that they serve and are a vital component in helping to retain retail expenditure in Pendle. Yet retail provision in many of our town centres is declining, giving people fewer reasons to visit. As transport hubs, town centres offer a sustainable location and natural focus for developments that are intended to serve the whole of the community.

Although most of our towns and larger village centres have businesses that are open in the evening only Colne can be considered to have a successful night-time economy, centred on a number of quality restaurants and cafes. The development of a night-time economy in Nelson is seen by many as an essential component in the regeneration of the borough's largest town centre, which has good transport links and car parks close to the centre. The creation of lively streets, where people are regularly moving in and out of buildings will help to provide natural surveillance and improve public safety.

Key documents, providing additional information for Pendle include:

- Pendle Economic Development Strategy 2002-2007 (Pendle Borough Council, 2003)
- Pendle Retail Capacity Study (Nathanial Lichfield, 2007)
- Pendle Retail Survey 2006 (Pendle Borough Council, 2006)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
<p>The sequential approach should be applied to all retail development proposals for sites that are not in an existing centre nor allocated in an up-to-date development plan document. It establishes a preferred sequence of locations for development. In order of priority they are:</p> <ul style="list-style-type: none"> • town centres • edge-of-centre • out-of-centre 	<ul style="list-style-type: none"> • PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Direct new office employment to town centre and edge-of-centre locations.	<ul style="list-style-type: none"> • PPS1: Delivering Sustainable Communities, (Communities and Local Government, 2005) • PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Define a primary shopping area in all town centres.	<ul style="list-style-type: none"> • PPS6: Planning for Town Centres (Communities and Local Government, 2005)
Prepare planning policies to help manage the evening and night-time economy in appropriate centres.	<ul style="list-style-type: none"> • PPS6: Planning for Town Centres (Communities and Local Government, 2005)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

7a What level of new retailing should we seek to attract into Pendle?

<p>Option 1</p> <p>Allow new retail floorspace in excess of the forecast growth in expenditure, identified in the Pendle Retail Capacity Study (PRCS).</p>	<p>Comment</p> <p>The PRCS estimates that a total of 11,469 m² of additional retail sales floorspace will be required between 2006 and 2021; comprising 3,281m² for convenience retailing and 8,188 m² for comparison retailing.</p> <p>This approach would increase the opportunities for employment in retailing, help to attract people to the area and increase the potential to retain retail expenditure in the borough.</p>
<p>Option 2</p> <p>Only allow sufficient new retail floorspace to meet the forecast growth in expenditure, identified in the Pendle Retail Capacity Study (PRCS).</p>	<p>Comment</p> <p>The PRCS estimates that a total of 11,469 m² of additional retail sales floorspace will be required between 2006 and 2021; comprising 3,281m² for convenience retailing and 8,188 m² for comparison retailing.</p> <p>This approach would effectively maintain the status quo, requiring Pendle residents to travel to Burnley or further afield to access a wider range of comparison shopping. The question to be addressed is does this represent a sustainable solution? New job opportunities would be created, but they would be far fewer than under Option 1.</p>
<p>Option 3</p> <p>Do not provide sufficient retail floorspace to meet the forecast growth in expenditure, identified in the Pendle Retail Capacity Study (PRCS).</p>	<p>Comment</p> <p>The PRCS estimates that a total of 11,469 m² of additional retail sales floorspace will be required between 2006 and 2021; comprising 3,281m² for convenience retailing and 8,188 m² for comparison retailing.</p> <p>This approach would restrict the development of edge-of-centre and out-of-centre retail developments, which may help to arrest the decline in our town centres. Although an increased amount of expenditure would leak out of Pendle, it would be likely to remain within East Lancashire. In particular it would emphasise the role of Burnley in providing retail opportunities for Pendle residents. An increased retail function for Burnley may help it to attract larger stores, reducing the need for many Pendle residents to travel further afield to Blackburn, Skipton, Preston, Manchester or Leeds.</p> <p>The opportunity for retailing to create new job opportunities would be diminished.</p>

Issues and options consultation 5

7b Should we seek to accommodate large national multiples (non-food retailers) in Pendle?

<p>Option 1</p> <p>Yes, we should pursue them irrespective of their locational requirements.</p>	<p>Comment</p> <p>This approach would need to reflect Pendle's position in the regional retail hierarchy, in order not to contravene regional planning policy and undermine nearby retail centres, as identified in Policy W5 of the Regional Spatial Strategy.</p> <p>It would be likely to bring in a large number of jobs to Pendle and reduce the need for people to travel outside the area to meet their retailing needs. It would, however, ignore any retail hierarchy for Pendle and have a potentially negative impact on the viability of small-scale and niche retailers and the vitality of our town centres.</p>
<p>Option 2</p> <p>Yes, but only to anchor town centre, or designated edge-of-centre retail sites.</p>	<p>Comment</p> <p>This approach would respect any retail hierarchy we establish for Pendle.</p> <p>It would seek to maximise the benefits for town centre regeneration initiatives, by providing opportunities for linked trips to existing town centre shops.</p>
<p>Option 3</p> <p>No, we should not seek to attract large national multiples to Pendle.</p>	<p>Comment</p> <p>Resisting such developments would support the principles of the retail hierarchy identified in Policy W5 of the Regional Spatial Strategy.</p> <p>It could potentially help small-scale and niche retailers in our town centres to remain viable. It would also encourage and enhance the existing local convenience market of goods and services, which have a strong focus on meeting the local demand. It would, however, severely restrict the opportunity to attract larger national chain stores, and the job opportunities they provide, and arguably reduce the areas appeal as a shopping destination.</p>

5 Issues and options consultation

7c What measures should we use to help increase the vitality and viability of our town centres?

Option 1 Extend town centre boundaries.	Comment This could potentially attract new and larger retail developments to town and edge-of-centre locations, or facilitate the provision of new leisure and cultural facilities.
Option 2 Redefine existing town centre boundaries.	Comment This would usually be used to reduce the area of the town centre, to help concentrate retail activity in a smaller area, increasing vitality, whilst reducing the number of vacant premises in fringe locations, which could be converted to alternative uses (e.g. residential, offices etc.).
Option 3 Establish town centre boundaries and identify primary retail areas and frontages where the re-use of vacant sites, or premises, for non-retail uses should be resisted.	Comment This would concentrate shopping uses in the centre of our towns, with non-shopping uses (e.g. financial services, estate agents, hot food take-aways etc.) largely confined to the periphery. This could help to reduce vacancy levels in the main shopping areas, by allowing retail premises to be converted to non-shopping uses, where they are not considered to be part of the primary retail area.

Issues and options consultation 5

7d How can we establish and support a night-time economy in Nelson and/or Colne town centres?

<p>Choice 1</p> <p>Reduce restrictions in designated shopping areas/frontages to help develop a night time economy in Nelson and/or Colne.</p>	<p>Comment</p> <p>This would significantly improve the potential to create and support a night time economy. It would, however, allow non-retail uses to be introduced into our town centres, reducing the level and variety of shopping on offer and could also result in conflict between different uses.</p>
<p>Choice 2</p> <p>Allocate town centre sites for leisure and cultural uses in Nelson and/or Colne.</p>	<p>Comment</p> <p>This would seek to concentrate night-time activities in specific areas of the town centre. This approach would help to create a vibrant atmosphere within a distinct 'leisure quarter', avoiding conflict with other uses.</p>
<p>Choice 3</p> <p>Allocate edge-of-centre sites for leisure/cultural uses in Nelson and/or Colne.</p>	<p>Comment</p> <p>This would help to introduce new and larger leisure/cultural facilities to the edges of our town centres. Once again the aim would be to create a distinct 'leisure quarter', but this approach would allow for further growth, by supporting the take up of vacant retail properties in fringe locations and supporting linked trips that increase retail activity.</p>

5 Issues and options consultation

8. Reduce inequalities by ensuring that the provision of community, education and healthcare facilities and their services are fully accessible.

Why is this considered to be a priority for Pendle?

Everyone should have equal access to the opportunities and facilities they need to enjoy a full and active life. Adequate neighbourhood provision 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.

Note:

In this context community facilities are considered to include health provision (including dentists), educational establishments, public libraries, children and youth services, cultural/religious buildings, theatres etc. Open space, sport and recreation facilities are dealt with under strategic objective 9 to help emphasise their important contribution to living healthier lifestyles.

Key documents, providing additional information for Pendle include:

- Vision, Values and Strategy for the PCT (East Lancashire PCT, 2006)
- Draft Health Inequalities Strategy (Burnley, Pendle, Rossendale Primary Care Trust, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
Recognise the link between social inequalities in the provision of health services, access to open spaces in the natural and built environment and the location of schools, shops and other facilities to reduce the need to travel.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
In allocating sites for housing development, consideration should be given to the capacity of existing and potential social infrastructure	<ul style="list-style-type: none"> PPS3: Housing (Communities and Local Government, 2006) PPG13 Transport (Communities and Local Government, 2001)
Ensure that local services are accessible to all.	<ul style="list-style-type: none"> PPS6: Planning for Town centres (Communities and Local Government, 2005)
Support the provision of rural community services and facilities, including village shops and halls.	<ul style="list-style-type: none"> PPS7: Sustainable Development in Rural Areas (Communities and Local Government, 2004)
The provision of community facilities should be an integral part of proposals for new development.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreation (Communities and Local Government, 2002)
The provision of public services and facilities should be integrated and phased to meet the current and future needs of the whole community, ensuring that those facilities are conveniently located close to the people they serve and are genuinely accessible by public transport.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)
Sustainable communities should aim to improve health and educational attainment and reduce present inequalities.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

8a Where should we locate new community facilities to help reduce inequalities and promote social inclusion?

Option 1 Provide large centralised facilities where there is greatest population e.g. key service centres.	Comment This would seek to concentrate a greater level of service provision in accessible locations. This approach could result in some members of the community facing considerable travel times in order to access the facilities or services they need.
Option 2 Concentrate facilities where they are most accessible by road and public transport.	Comment This would focus provision in town centres, at key transport hubs or within transport corridors. This would result in more localised provision than under Option 1, but not all locations will be readily accessible to all sections of the community. As a result some people may face considerable travel times, in order to access the facilities or services they need.
Option 3 Target new facilities at areas where there is an identified and/or projected need.	Comment This would ensure that facilities and services meet the needs of those parts of the community they are primarily intended to serve. This will help to minimise the need to travel and help to reduce social inequalities.
Option 4 Focus new facilities in deprived areas.	Comment This would support regeneration initiatives and potentially locate facilities where they are most needed. It would, however restrict the development of community facilities elsewhere in the borough, possibly resulting in some people facing considerable travel times, in order to access the facilities or services they need.
Option 5 Distribute facilities equally across Pendle.	Comment This approach would promote equal access to community facilities across the borough, but may not address the specific needs of a particular area. This could result in some people facing considerable travel times, in order to access the facilities or services they need.

Issues and options consultation 5

8b What types of community facility do we need to provide as a priority in Pendle?

Community facilities come in all shapes and sizes and cater for a wide variety of needs, many of which are identified below:

Types of facility	Some examples
<ul style="list-style-type: none"> • Informal open space • Formal open space • Recreation • Sports • Healthcare • Education • Cultural and tourism • Community support • Shops 	<ul style="list-style-type: none"> • Accessible green spaces in built up areas • Public parks and gardens • Childrens playgrounds, multi-use games areas etc. • Playing fields, sports centres, swimming pools etc. • Hospitals, health centres, doctors surgeries, dentists etc. • Nurseries, primary and secondary schools, colleges etc. • Cinemas, museums, art galleries, artists workshops etc. • Places of worship, youth and older peoples centres etc. • Convenience stores for day-to-day needs • Comparison stores for clothing, electrical goods, furniture etc.
<ul style="list-style-type: none"> • Other 	<ul style="list-style-type: none"> • Banks, post offices, restaurants etc.

The two questions linked to this issue are trying to identify:

- i. Where there is a lack of provision in a town or village you live in, know, or visit regularly; and
- ii. Where it is not practical to provide facilities locally, those which you could reasonably expect to be provided within easy travelling distance of your home.

5 Issues and options consultation

9. Protect, enhance and improve access to our green open spaces, sports and recreation facilities to promote active and healthier lifestyles.

Why is this considered to be a priority for Pendle?

Open space is a key element of sustainable development and has valuable social, economic and educational roles. It makes a positive contribution to the character and appearance of the places where we live, bringing benefits for health, habitats and our overall quality of life. Informal spaces provide green lungs and visual breaks in our towns and villages, whilst more formal recreational spaces provide opportunities for sport and play. Together they play an increasingly important role in our pressured society, providing essential elements for the development of our children and helping to promote healthier and more active lifestyles, contributing to the health and well-being of individuals. Open space can also benefit tourism and help to attract new businesses, whilst new outdoor recreational activities in the countryside can assist the rural economy.

There is growing public concern at the loss of open space to development. The use of land for open space is no less important than any other use. It is a valuable resource, which once built upon is almost certainly lost to the community forever. The quality of existing open space provision in Pendle and the identification of areas where there is a significant deviation from the average for the borough are recorded in the Pendle Open Space Audit.

Key documents, providing additional information for Pendle include:

- Draft Pendle Open Space Audit (Pendle Borough Council, 2008)
- Pendle Outdoor Recreation Strategy 2003-2008 (Pendle Borough Council, 2003)
- Pendle Parks Strategy 2007-2017 (Pendle Borough Council, 2007)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

Issues and options consultation 5

What are we already required to do?	
Recognise the link between social inequalities in the provision of health services, access to open spaces in the natural and built environment and the location of schools, shops and other facilities to reduce the need to travel.	<ul style="list-style-type: none"> PPS1: Delivering Sustainable Development (Communities and Local Government, 2005)
Identify and protect key open spaces from development.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreation (Communities and Local Government, 2002)
Undertake an assessment of open space, sports and recreational facilities, to identify existing and future needs, quantitative or qualitative deficits or surpluses.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreation (Communities and Local Government, 2002)
The Government believes that open space standards are best set locally ... taking account of quantity, quality and accessibility.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreation (Communities and Local Government, 2002)
Local authorities should ensure that provision is made for local sports and recreational facilities within new development.	<ul style="list-style-type: none"> PPG17: Planning for Open Space, Sport and Recreation (Communities and Local Government, 2002)
Sustainable communities should aim to promote physical exercise through opportunities for sport and formal/informal recreation, walking and cycling.	<ul style="list-style-type: none"> Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

9a How should we protect our existing green open spaces?

<p>Option 1</p> <p>Protect all existing areas of open space.</p>	<p>Comment</p> <p>This approach would help to ensure no loss of formal (e.g. sport and recreation) and informal open space provision, irrespective of its location or quality. It corresponds with the basic level directed through PPG17 ensuring that there is no adverse effect on its use, management, amenity or enjoyment.</p> <p>Any decisions will be informed by the Pendle Open Space Audit 2008 (currently in draft form), which assesses the quality of open space sites in the Borough and identifies areas of relative deficiency or surplus, when compared to the average for the borough as a whole.</p>
<p>Option 2</p> <p>Protect areas of open space only in areas where there is an identified deficiency in provision.</p>	<p>Comment</p> <p>This approach would help to ensure open space provision is retained in those areas in greatest need. It would, however, allow sites with low value and function, in areas where there is a surplus of open space provision, to be re-designated and used for other uses.</p> <p>This approach may help to reduce apparent inequalities in provision across Pendle. It could also assist in the delivery of housing, employment and community uses in urban areas.</p> <p>Any decisions will be informed by the Pendle Open Space Audit 2008 (currently in draft form), which assesses the quality of open space sites in the Borough and identifies areas of relative deficiency or surplus, when compared to the average for the borough as a whole.</p>
<p>Option 3</p> <p>Protect only good quality open space.</p>	<p>Comment</p> <p>This would protect the best sites from development and allow for the redevelopment of poorer sites, irrespective of their location.</p> <p>This may result in unequal levels of open space provision across the borough and serve to increase inequalities. However, it would help to free-up land in urban areas, which could be used to help meet their housing, employment and community requirements.</p>

Issues and options consultation 5

	<p>Any decisions will be informed by the Pendle Open Space Audit 2008 (currently in draft form), which assesses the quality of open space sites in the Borough and identifies areas of relative deficiency or surplus, when compared to the average for the borough as a whole.</p>
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5 Issues and options consultation

9b How can we enhance the quality of, and improve access to, our green open spaces?

<p>Option 1</p> <p>Only require major new developments to make provision, or a financial contribution towards open space provision, in areas where there is a relative deficiency, when compared to the average for the borough as a whole.</p>	<p>Comment</p> <p>This option seeks to increase the quantity and/or improve the quality of public open spaces in those areas of greatest need. This could be linked to areas of relative deficiency identified in the open space audit, or perhaps be focused on plans to increase access to the open countryside from urban areas through the development of green corridors.</p>
<p>Option 2</p> <p>Require all major new developments to make an on-site, or financial contribution, towards open space provision, regardless of any identified surplus or deficiency in local area, when compared to the average for the borough as a whole.</p>	<p>Comment</p> <p>This would eliminate the ceiling beyond which contributions to the provision or improvement of open space are required. It is unlikely that on-site provision will be possible in smaller schemes, so financial contributions which help with the acquisition, or upgrading, of open space in the vicinity of the development are the most likely outcome.</p> <p>An increase in the provision or quality of open space, arising from all major new developments will, over time, lead to improved access across the borough. However this may affect the viability of some development proposals, particularly where expensive remediation is required on brownfield sites, or where significant affordable housing is required.</p>

Issues and options consultation 5

10. Ensure new development respects our built heritage and areas of the countryside which are valued for their contribution to landscape character, or biodiversity.

Why is this considered to be a priority for Pendle?

Our natural and historic environments are a key and irreplaceable resource. They make an important contribution to economic, social and environmental well-being, providing local distinctiveness, identity, cultural diversity and a "sense of place". The main aim of conservation is not to stifle development, but to allow appropriate change to take place, in order to facilitate growth and development that meets our needs.

Historic buildings and areas of significant architectural and historic interest should be protected from unsympathetic change not only for their own sake, but for the benefit of residents and visitors as it is increasingly recognised as having an important influence on people's quality of life.

Our distinctive landscape helps to shape our cultural identity. As well as housing an abundance of wildlife and habitats, access to the countryside and green space is also vital for human health and wellbeing. Protecting our natural resources and strengthening their role as part of our lives and culture also makes good economic sense. Farming, which has helped to shape the landscape and continues to provide the economic base for rural communities, depends on the natural environment. The growing tourism and hospitality sectors also rely on its image and reputation and attract a large number of visitors to the area.

Key documents, providing additional information for Pendle include:

- Pendle Built Heritage Strategy (Pendle Borough Council, 1997)
- Forest of Bowland AONB Management Plan (Lancashire County Council, 2004)
- Draft Flood Risk Management Strategy 2006-2011 (Environment Agency, 2006)
- Aire Catchment Flood Management Plan (Environment Agency, 2006)
- Pendle Contaminated Land Strategy - Second Edition (Pendle Borough Council, 2007)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

5 Issues and options consultation

What are we already required to do?	
Every public body must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.	<ul style="list-style-type: none"> Natural Environment and Rural Communities Act 2006 (HM Government)
Avoid disturbance of protected species.	<ul style="list-style-type: none"> Wildlife and Countryside Act 1981, as revised December 2004 (HM Government)
Reconcile the need for economic growth with the need to protect the natural and historic environment.	<ul style="list-style-type: none"> PPS1: delivering Sustainable Development (Communities and Local Government, 2005)
Local authorities should take steps to further the conservation of habitats and species of principal importance through their planning function.	<ul style="list-style-type: none"> PPS9: Biodiversity and Geological Conservation (Communities and Local Government, 2004)
Restrict development by requiring consideration of whether a development proposal, in isolation, or in combination with other projects, is likely to affect a European protected site, by requiring that an assessment is carried to determine the implications of the development for the site's conservation objectives.	<ul style="list-style-type: none"> Circular 06/2005: Biodiversity and geological conservation – statutory obligations and their Impact within the planning system
Where a proposal for development is likely to adversely affect the integrity of a European protected site, or the effects of the proposal on such a site are uncertain, planning authorities should not allocate the site for that type of development.	<ul style="list-style-type: none"> Circular 06/2005: Biodiversity and geological conservation – statutory obligations and their Impact within the planning system
When granting planning permission for any development, local planning authorities are under a duty, where appropriate, to impose planning conditions to ensure adequate provision is made for the protection or planting of trees, and to make Tree Preservation Orders (TPOs) as appear necessary in the circumstances.	<ul style="list-style-type: none"> Circular 06/2005: Biodiversity and geological conservation – statutory obligations and their Impact within the planning system
The removal of important hedgerows in the countryside (excluding garden hedges and those under 30 years of age) should be controlled through a system of notification.	<ul style="list-style-type: none"> The Hedgerows Regulations 1997 (SI 1997/1160)
The nature, size and location of development should take account of its potential impact on the aquatic environment.	<ul style="list-style-type: none"> Water Environment (Water Framework Directive) (England and Wales) Regulations 2003

Issues and options consultation 5

What are we already required to do?	
Ensure effective protection for all aspects of the historic built environment, giving special protection towards those areas and buildings of recognised importance.	<ul style="list-style-type: none"> • PPG15: Planning and the Historic Environment (Communities and Local Government, 1994) • Circular 01/2001 • Circular 09/2005
There is no need for any exceptional, substantial change to the Green Belt and its boundaries in Lancashire before 2011. After that date the presumption will still be against exceptional substantial strategic change to the Green Belt.	<ul style="list-style-type: none"> • Proposed Changes to the Draft Regional Spatial Strategy (Government Office for the North West and North West Regional Assembly, 2008)

The key issues and options for consideration are outlined on the following pages.

5 Issues and options consultation

10a How can we help to protect and enhance our built heritage?

Choice 1 Establish detailed criteria which require higher standards of design throughout Pendle.	Comment Whilst this would help enhance the quality of our built environment, it would also apply in areas where there is little heritage value. It may make the cost of some proposed developments prohibitive, restricting levels of investment in the area.
Choice 2 Identify areas where detailed criteria, requiring higher standards of design, will apply i.e. Conservation Areas, Town Centres, Neighbourhood Renewal Areas etc.	Comment This would help enhance the quality of our historic built environment, in areas where it is most needed. It would also apply to well-visited areas such as town centres and those parts of the borough where conservation can act as a catalyst for regeneration of the area.
Choice 3 Establish detailed criteria which require higher standards of design, but only require these to be met in Conservation Areas.	Comment Pendle has 26 designated Conservation Areas. This approach could help maintain the integrity of our most important historic environments and enhance the quality of our built heritage. Increased costs could prevent some schemes from going ahead, but this approach would only apply in specific areas of the Borough and help to prevent the potential for degradation over time.
Choice 4 Establish detailed criteria which require higher standards of design, but only apply these in the immediate vicinity of Listed and locally important buildings.	Comment Apply higher standards of design to help enhance our built heritage. This may make the cost of some developments prohibitive, preventing them from going ahead. However, it would be narrowly focused and would not prohibit the majority of development.
Choice 5 Increase the use of Article 4 directions in Conservation Areas.	Comment This would restrict permitted development rights within designated environments. Article 4 Directions aim to encourage retention of the high quality features on buildings in the Conservation Area and to enhance the environment of which they are part. Like-for-like repairs and replacements of original architectural features will be encouraged, as will the removal of previous unsympathetic changes to buildings.

Issues and options consultation 5

10b How can we help to protect and enhance our natural heritage?

Choice 1 Focus policy on building-in beneficial features for our natural heritage as opposed to conservation and 'no net loss'.	Comment This policy approach could provide a more pro-active approach to our natural heritage as opposed to re-active. However there would be cost implications for developments in building in beneficial features e.g. wildlife ponds (could be part of a sustainable urban drainage scheme), open space (which could also serve as a wildlife habitat), bat boxes etc.
Choice 2 Widen boundaries of designated sites to include buffer zones around the protected areas.	Comment By incorporating buffer zones around designated areas (i.e. Biological Heritage Sites, Local Nature Reserve), the potential impacts on natural heritage features could be lessened without necessarily having to strengthen the policy stance.
Choice 3 Require mitigation measures to be put in place where development will result in adverse impacts on biodiversity and conservation.	Comment This option is derived from PPS9 and seeks to ensure that the most appropriate site has been selected for the proposed development. The Council will need to be satisfied that all reasonable alternatives for development have been fully considered. The Council will seek appropriate measures to compensate for any harm which cannot be prevented or mitigated.

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10c How can we protect and enhance our open countryside?

Option 1 Only permit agriculture or forestry related developments in the open countryside.	Comment Would provide the greatest level of protection for the open countryside but would particularly restrict developments in the more rural areas with identified needs and no urban capacity to accommodate them. In particular this would restrict tourism and farm diversification projects.
Option 2 Restrict development generally within the open countryside whilst permitting development related to identified local needs for homes, jobs and community facilities.	Comment Permitting development in a controlled way would provide a more sustainable balance of the economic, social and environmental needs of our rural areas.
Option 3 Restrict development generally within the open countryside whilst permitting development related to tourism, renewable energy and innovative rural enterprises.	Comment This option focuses on development unrelated to specific community needs and the emerging requirements of meeting the challenges of climate change.

10d Do we need to designate Sites of Settlement Character?

Option 1 Retain Sites of Settlement Character.	Comment Sites of settlement character make a significant contribution to the openness, character and local amenity of a particular settlement. This approach would continue to protect such sites through a continuation of Policy 12 in the Replacement Pendle Local Plan 2001-2016.
Option 2 Reassess the need, role and means of protection for our Sites of Settlement Character.	Comment Re-assess the role and value of each site, carefully considering whether continued protection is justified in accordance with the reasoning set out in Policy 12 of the Replacement Pendle Local Plan 2001-2016. Where it is considered to be justifiable, consider alternative approaches for their protection i.e. identify as amenity open space.

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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.

Why is this considered to be a priority for Pendle?

Creating a safe and sustainable transport network in Pendle, will allow people to access the services and facilities that they need and ensure that the area remains economically competitive. Promoting walking, cycling and other sustainable modes of transport will also help to reduce the need to travel by car, a major component in the fight against climate change.

Strengthening our links with neighbouring areas, especially North Yorkshire, will help to increase Pendle's connectivity; making the area more competitive and facilitating economic growth. Within Pendle, improvements to the transport network will promote more sustainable patterns of movement and development, enhancing linkages between our main towns and villages and helping to provide everyone with better access to key services and facilities.

Collectively these actions will help to create improved living environments by reducing congestion, improving air quality and consequently health, and limiting our impact on climate change by reducing carbon emissions.

Key documents, providing additional information for Pendle include:

- Lancashire Local Transport Plan 2006/07-2010/11 (Lancashire County Council, 2006)
- Pendle's Cycling Strategy 2006-2011 (Pendle Borough Council, 2006)
- Pendle Economic Development Strategy 2002-2007 (Pendle Borough Council, 2003)
- Pendle Settlement Hierarchy and Sustainable Rural Settlements Study (Pendle Borough Council, 2008)
- Pendle Sustainability Action Plan (Pendle Borough Council, 2004)
- Pendle Sustainable Community Strategy (Pendle Partnership, 2008)

5 Issues and options consultation

What are we already required to do?	
Protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements.	<ul style="list-style-type: none"> PPG13: Transport (Communities and Local Government, 2001)
Explore the potential and identify proposals for improving rail travel, including the re-opening of rail lines.	<ul style="list-style-type: none"> PPG13: Transport (Communities and Local Government, 2001)
Ensure that strategies in the development plan and local transport plan complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked.	<ul style="list-style-type: none"> PPG13: Transport (Communities and Local Government, 2001)
Use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys.	<ul style="list-style-type: none"> PPG13: Transport (Communities and Local Government, 2001)
A56 Villages bypass identified as a potential major scheme.	<ul style="list-style-type: none"> Lancashire Local Transport Plan 2006/07-2010/11 (Lancashire County Council, 2006)

The key issues and options for consideration are outlined on the following pages.

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11a How can we improve our physical connections with adjacent areas, particularly our transport links into Yorkshire?

<p>Option 1</p> <p>Continue to protect the route of the former Colne-Skipton railway line for future transport use (road and/or rail).</p>	<p>Comment</p> <p>The protection of the route of the former Colne to Skipton railway line for future transport use (for either the development of a bypass and/or the re-opening of the railway) would give the option of both modes of transport to be developed in the future.</p> <p>A route from Colne to the North Yorkshire border is identified in the Lancashire Transport Plan as a potential major transport scheme.</p> <p>Further investigation is proposed into the future use of the disused Colne to Skipton railway line. This will consider the costs, benefits and feasibility of each proposal. There are two proposals which both seek to utilise this transport corridor, the A56 Village Bypass and the proposal for reinstatement of the railway (Options 2 and 3). There is also interest in the potential of this corridor for cycling, walking and equestrian use (Option 4). The proposals for joint use of the alignment will be investigated and the timetable for the scheme considered in the light of the Regional Funding Allocation process.</p>
<p>Option 2</p> <p>Protect the route of the former Colne-Skipton railway line for the construction of a road only – the potential A56 Villages Bypass.</p>	<p>Comment</p> <p>The protection of the route of the former Colne to Skipton railway line for the road only would restrict the potential for other modes of transport to be developed.</p> <p>This option would help to reduce congestion on roads in Colne and villages along the A56; however, it may also serve to increase car usage.</p>
<p>Option 3</p> <p>Protect the route of the former Colne-Skipton railway line for the reopening of the railway only.</p>	<p>Comment</p> <p>The protection of the route of the former Colne to Skipton railway line for the railway only would restrict the potential for other modes of transport to be developed. Its construction may have significant cost implications for the delivery of the A56 Villages Bypass.</p> <p>This option is likely to have less impact on reducing congestion on roads in Colne and in the villages of Foulridge, Kelbrook, Sough and Earby, than the proposed bypass, as an alternative route avoiding Colne and these villages would not be introduced. It would however, improve public transport links with Yorkshire and may help to generate further service improvements and divert some freight traffic off our roads.</p>

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Option 4	Comment
<p>Protect the route of the former Colne-Skipton railway line as a green lane for cycling, horse riding and walking.</p>	<p>This option would allow the route to be protected for ‘green’ modes of travel, but may prejudice the delivery of a road or rail solution over the lifetime of the Core Strategy.</p> <p>This option would have no noticeable impact on reducing congestion on roads in Colne and along the A56. Nor would it help to facilitate improved public transport links with Yorkshire. It would however, promote the uses of more sustainable forms of transport, such as cycling and walking, help to preserve wildlife habitats that have established themselves along the line of the former railway and could help to attract sustainable tourism to the area.</p>

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11b How can we best address our current reliance on the car for personal travel?

Choice 1	Comment
Require all new developments to submit transport assessment/travel impact statements.	This option would go beyond current guidance in requiring a travel impact statement for all new developments, not just major developments or those likely to generate significant travel movements. It would ensure that the travel implications of all development were properly considered as part of the planning process.
Choice 2	Comment
Establish thresholds for developments that will be required to submit travel impact statements.	This option would require any development proposals with 'significant' transport implications to submit a transport assessment/impact statement to ensure that current and future transport needs are addressed and considered in the decision making process.
Choice 3	Comment
Require large scale employment generating developments, or those which will generate a 'significant' amount of movement, to submit a green travel plan.	A 'green travel plan' outlines how organisations will manage the travel needs of their staff. The aim is to reduce car use and encourage more sustainable travel to work journeys. This option would require applicants for planning permission to draw up a plan and have it agreed by the Council.
Choice 4	Comment
Only require developers to address the immediate transport requirements related to their development.	Only the implications of the individual development will be considered, rather than the cumulative effect of new development.
Choice 5	Comment
Require developers to contribute to improvements to the public transport infrastructure, where deficiencies are identified.	Where public transport services are inadequate, it may be appropriate to require the developer to contribute to the upgrading of services, or the provision of new public and/or sustainable transport infrastructure.
Choice 6	Comment
Support measures that help to increase the number and frequency of public transport services.	Increasing the number and frequency of services may help to encourage people to use public transport, rather than relying on the car. Development of an integrated public transport system proposed in the East Lancashire Rapid Transit project would help to deliver this option.

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Option 7 Reduce the number of long-stay car parking spaces in town centres.	Comment Limiting long-stay parking facilities may encourage people to consider alternative and more sustainable methods of transport to get to their destination. However, where public transport services are limited this could increase congestion and on street parking.
Option 8 Promote car-free, higher density residential development, in areas with excellent public transport facilities.	Comment This option would encourage developers to locate new developments close to existing public transport routes particularly in and around town centres. Locating key services close to sustainable transport routes will increase levels of accessibility and reduce the need to travel, particularly by car. Current public transport accessibility levels would be used to guide decisions.
Option 9 Accept that travel by private car is inevitable in the immediate future.	Comment This would seek to direct new developments to locations that are easily accessible from the main highway network.

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11c What approach should we take to car parking?

Option 1 Relax existing car parking requirements	Comment Adopt the car parking standards as set out in the Draft Regional Spatial Strategy. This applies maximum levels of car parking to new developments in an attempt to encourage people to use public transport, walk or cycle to work, or car share. When applied to Pendle these standards represent a relaxation from our existing position.
Option 2 Continue with existing car parking requirements	Comment This would use the more prescriptive car parking standards set out in the Replacement Pendle Local Plan (2001-2016), which are taken from the Joint Lancashire Structure Plan. This again uses maximum levels of car parking for new developments in an attempt to encourage people to use public transport, walk or cycle to work, or car share.
Option 3 Set more restrictive requirements for car parking and reduce the level of on-street parking.	Comment This approach would adopt the car parking standards as set out in the Draft Regional Spatial Strategy, but would define standards for additional land-use categories and areas where more restrictive standards should be applied. This would provide further encouragement for people to use public transport, walk or cycle to work, or car share.

5 Issues and options consultation

Site search

- 5.5** To successfully deliver some of the options you choose may require us to identify sites for future development, or protect certain areas from inappropriate development. There are many reasons for this, some of which are outlined below.

Allocating land

- 5.6** New development sites may be needed for a number of reasons. These include a requirement to meet housing targets, set by the Government, or to provide appropriate amounts of employment land for future growth.
- 5.7** New retail opportunities, upgraded transport links, the provision of improved community facilities, or the generation of renewable energy may also require the allocation of land in future years.

Protecting sites

- 5.8** As well as the need to identify sites for new development, there are important reasons why we should also seek to protect some existing sites.
- 5.9** The principal of protecting areas that are important havens for wildlife and those that contain buildings, or landscapes, that are of historic or architectural value is well established.
- 5.10** The Green Belt around our towns restricts development. This assists regeneration by encouraging the re-use of urban land and also helps to check the unrestricted growth of our built-up areas. Open spaces in our built-up areas provide a setting in which the local community can interact with each other. They also help to create a more attractive environment, offer opportunities for recreation, sport and education, contribute to health and well-being and provide an important link between town and country.

Call for sites

It is not proposed to look at possible land allocations in this report, as the search for suitable sites will be guided by the outcome of this consultation on issues and options. However, we would like to take advantage of your local knowledge to help us identify:

Issues and options consultation 5

1. Any broad locations,⁽³³⁾ or specific sites, you feel we should consider for future development, stating what you think the site should be used for and how it relates to the issues discussed in the previous sections.
2. Those areas you feel should be protected from inappropriate development and the form of protection you think it should be afforded e.g. open space, open countryside etc.⁽³⁴⁾

To put forward a site for consideration you will need to complete and return the nomination form included in the separate LDF Site Search leaflet. You should also provide a plan showing the site area/boundaries. Copies are available from the following locations:

- Local libraries
- Mobile library
- Council shops
- Number One Market Street, Nelson

Alternatively you can contact the Planning Policy team, or download a copy from the Pendle Council website:

Address: Planning & Building Control, Town Hall, Market Street, Nelson, Lancashire, BB9 7LG

Telephone: 01282 661330

Email: ldf.consultation@pendle.gov.uk

Website: www.pendle.gov.uk/planning

A spatial strategy for Pendle

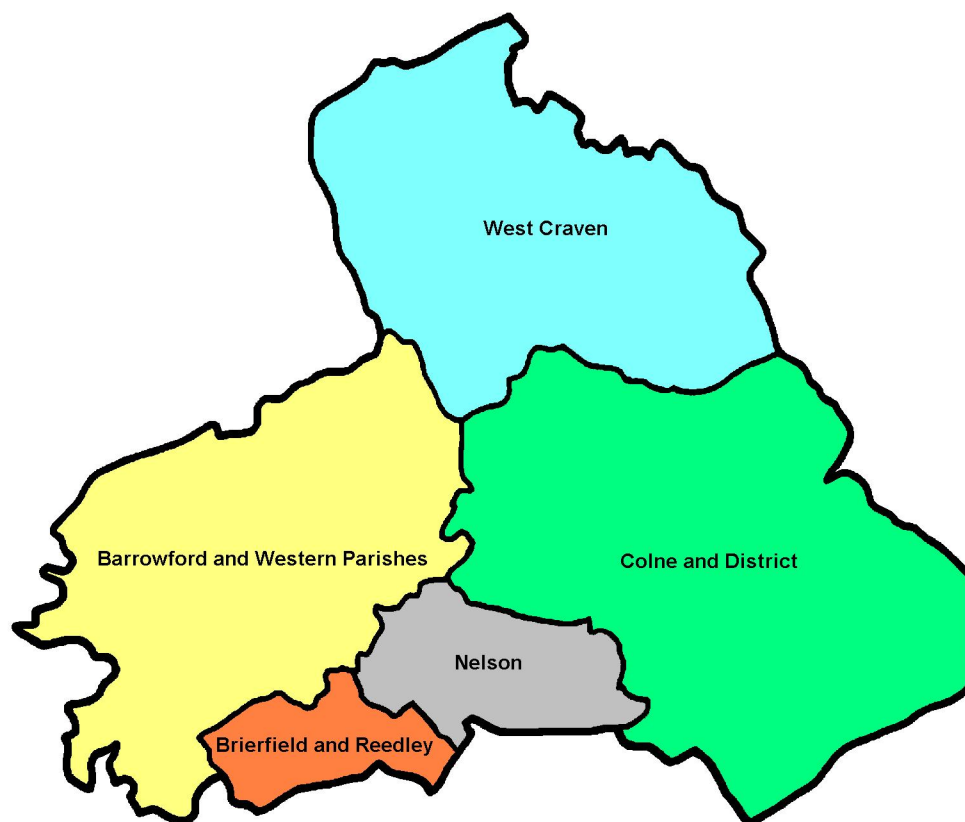
- 5.11** Whilst we share the overall vision for Pendle, as outlined in the Pendle Sustainable Community Strategy (see Chapter 4), our spatial vision needs to be more locally distinctive, describing what we feel Pendle should be like in the future and how we will seek to achieve this. The spatial vision will be shaped by your responses to this Issues and Options consultation
- 5.12** The problems that need to be addressed in one part of Pendle are unlikely to be exactly the same as those facing another part of the borough. We therefore propose to build our spatial vision for Pendle from individual visions for each of the five areas covered by the Council's Area Committees (Figure 5.3 'Pendle Area Committee boundaries'). In this way it is hoped that we will be able to secure local ownership of the spatial vision, and the political support to ensure that it is both realistic and deliverable.

33 The term broad location refers to descriptions such as 'in the M65 corridor', 'to the south-east of Barnoldswick', or 'Colne South Valley'. Descriptions such as these should be used to describe areas where you feel development may be appropriate, if a specific site, or sites, can be identified.

34 Please note that the designation of, or alteration to the boundaries of, certain areas such as the Green Belt and Biological Heritage Sites, are outside the scope of the Local Development Framework.

5 Issues and options consultation

Figure 5.3 Pendle Area Committee boundaries



Thank you for taking the time to read this document.

We would welcome your views on how we can make Pendle a better place to live, learn work, play or visit. Please take the time to complete either the online consultation, or the accompanying representation form.

If you wish to recommend that a particular site should be protected from development, or alternatively put forward a site that you think should be considered for development, please remember to complete the site nomination form included in the LDF Site Search leaflet (available separately).

Planning & Building Control

Planning Policy & Conservation

Town Hall

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If you would like this document in large print, on audio cassette or in Urdu, please let us know and we will be happy to arrange it.

اگر آپ اس دستاویز کو بڑے پرنٹ، بریلی، آڈیو کیسٹ پر یا کسی دوسری زبان میں لینا چاہیں تو براہ مہربانی ہم سے رابطہ قائم کریں، اور جہاں بھی ممکن ہوا ہم آپ کے لئے ایسا انتظام کرتے ہوئے خوشی محسوس کریں گے۔



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