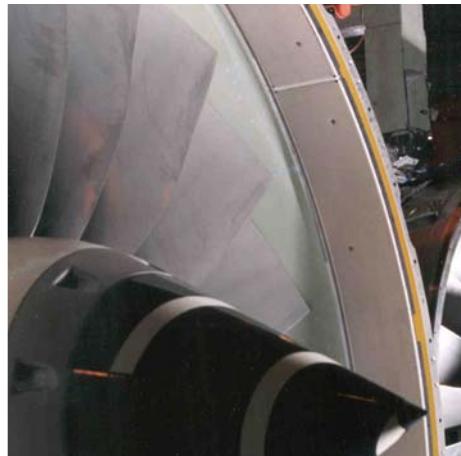


# Local Development Framework for Pendle



## Core Strategy Preferred Options Report

September 2011



For an alternative format of this document phone 01282 661330





## Foreword

### Foreword

Pendle is a diverse, attractive and changing community.

We care about our community, so it is important that we recognise the challenges that the future holds, and that we plan for those changes.

We live in an age where rapid advances in technology are changing how we communicate, the way we shop, where and how we work and the life choices we make. We are living longer too; and have higher expectations for a future where we expect to enjoy good health and greater prosperity.

We must direct future growth to the right locations and carefully manage regeneration activity in our areas of need. We need to provide guidance so that new development benefits those people who live and work in our towns and villages, whilst continuing to protect and enhance those assets that make the area both attractive and locally distinctive.

In doing so we must carefully consider the social, economic and environmental impacts of our actions. Only in this way can we hope to realise the vision of making Pendle a better place to live, work, learn, play and visit.

This Core Strategy, together with our Sustainable Community Strategy, will help us to shape the future of Pendle, by addressing issues that are important to our locality as well as matters of wider concern such as climate change.

The policies in this Preferred Options Report have been influenced by the evidence available to us. In particular they reflect the responses we received to the earlier “You Choose” and “Issues and Options” consultations. As such, I would like to thank everyone who took the time to comment.

We now want to be sure that this strategy provides the best possible response to your needs and aspirations. This consultation provides you with a genuine opportunity to have your say about the decisions we have taken. With your help we will adopt a balanced approach that helps to achieve the best possible outcome for you, your children and Pendle.

We appreciate that you are unlikely to have time to read all the documents that accompany the Core Strategy. Indeed many of you will prefer to talk to us in person about the issues that are of greatest concern to you. We have, therefore, arranged a series of public exhibitions and workshops throughout Pendle where we will listen carefully to your views and you can learn more about the central role the Core Strategy will play in the future of our community.

Please take the time to get involved. Together we can deliver a sustainable vision of Pendle’s future development.



*Mike Blomeley*

Councillor Mike Blomeley  
Leader of Pendle Council

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# 1 Introduction

## 1 Introduction

### Background

- 1.1** The public and politicians are concerned that our way of life is placing an increasing burden on the planet. But, without change we all face a future that is less certain and less secure. This change needs to be managed if it is to benefit us all.
- 1.2** The Lyons Inquiry<sup>(1)</sup> made it clear that the main function of local government is to shape places through the "...creative use of powers and influence to promote the general well-being of a community and its citizens."
- 1.3** Planning plays a major role in influencing places and the way in which they function, placing it at the heart of the Government's place-shaping agenda. It is also a key to delivering sustainable development, which offers the best hope for our future.

#### What Is Sustainable Development?

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

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

- 1.4** Everything we do is about achieving a better future for Pendle and the people who chose to live, work, learn or visit our community. This means providing: good quality affordable homes that meet the needs of all our residents; educational opportunities that allow our children to reach their full potential; a diverse range of jobs that enable young people to meet their aspirations locally; a selection of shops and services that cater for our daily needs; open space, leisure and cultural facilities that allow us to enjoy rewarding, happy and healthy lifestyles; all connected by an efficient and sustainable transport system.
- 1.5** Our blueprint for the social, economic and environmental transformation of the borough, is set out in our Sustainable Community Strategy (SCS)<sup>(2)</sup>, which reflects the community's vision for improving quality of life in the area.

#### What Is Spatial Planning?

Spatial planning is one of the main ways we can help to deliver sustainable development. It considers how planning influences places and the way they function.

Before coming to a decision we will carefully consider the economic, social and environmental impacts of any development proposal. Factors that we look at are the possible impacts on health, education, transport, waste, crime, employment etc.

Our choices (spatial planning policies) will, on balance, offer the best possible quality of life for all concerned, both now and in the future, and make the best use of scarce resources such as land.

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1 HM Government (2007) *Lyons Inquiry into local government - Place-shaping: a shared ambition for the future of local government*. London, TSO.

2 Pendle Partnership (2008) Our Pendle Our Future: Pendle's Sustainable Community Strategy. Nelson, Pendle Partnership.

# Introduction 1

- 1.6** The Core Strategy is the spatial expression of our SCS, taking its goals to establish a clear vision for the future of our community, and setting out a series of strategic objectives and planning policies that will help to deliver this vision.

## The Preferred Options Report

- 1.7** The purpose of this report is to set out Pendle Council's preferred option for the Core Strategy. It represents the latest stage in our work to replace the existing Local Plan<sup>(3)</sup> with a new Local Development Framework (LDF)<sup>(4)</sup>.
- 1.8** The Preferred Options Report is the result of extensive consultation with members of the local community and a wide range of organisations that have an interest in the future of Pendle. The views you expressed in these consultations, together with an analysis of the available evidence and some new research to fill gaps in our knowledge, have helped to highlight the important roles played by each of our communities and the complex relationships between them. We believe that on balance our preferred option offers the best possible quality of life for all concerned, both now and in the future; minimises our impact on the environment and makes the best use of scarce resources such as land.
- 1.9** Of course where there is more than one possible solution to a particular issue or problem, differences of opinion will undoubtedly arise. Rest assured that Pendle Council, and its partners, are committed to achieving the best we can with the resources available to us. To help deliver confidence in our Core Strategy, Government guidance<sup>(5)</sup> requires it to be the most appropriate strategy when considered against all the reasonable alternatives. So whilst this document outlines our preferred option, it also highlights any reasonable alternatives that have been identified and considered.

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3 The current version, adopted in May 2008, is called the Replacement Pendle Local Plan (2001-2016).

4 The requirement to produce a Local Development Framework was established by the Planning and Compulsory Purchase Act 2004.

5 Communities and Local Government (2008) *Planning Policy Statement 12: Local Spatial Planning*. London, TSO.

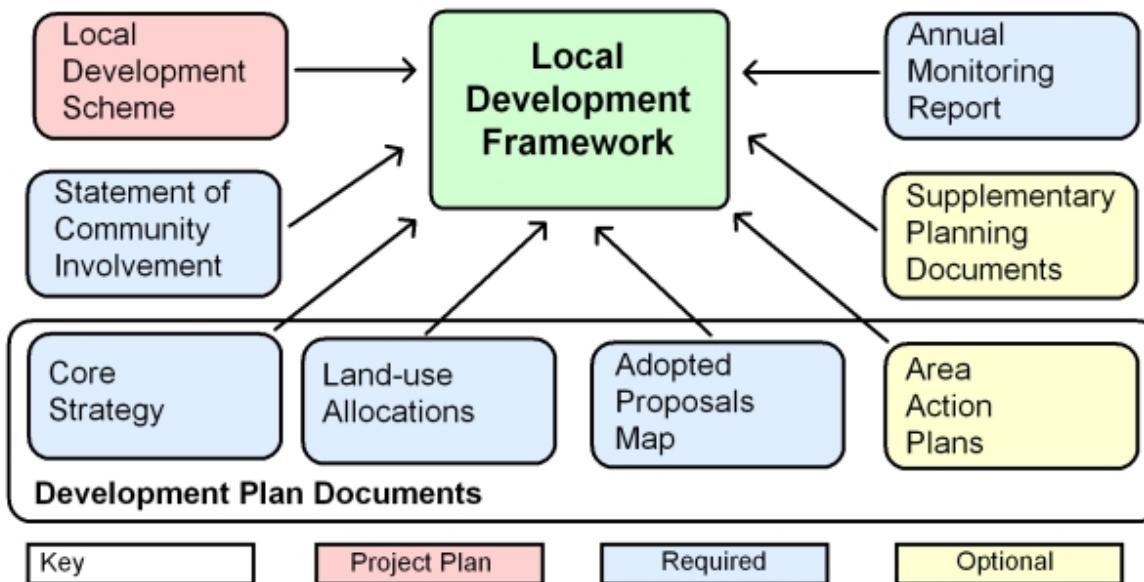
## 2 About the Core Strategy

### 2 About the Core Strategy

#### Why Do We Need It?

- 2.1** The Core Strategy sits at the heart of the Local Development Framework (LDF)<sup>(6)</sup>, a series of planning documents (Figure 2.1) that set out the strategy, policies and proposals against which all applications for new development will be assessed.

Figure 2.1 Local Development Framework



- 2.2** It also represents the local component of the statutory<sup>(7)</sup> Development Plan for Pendle (Figure 2.2). To ensure that decisions on planning applications are both rational and consistent they should be made in accordance with the Development Plan, unless material considerations indicate otherwise<sup>(8)</sup>. As such policies in the Core Strategy must be consistent with national<sup>(9)</sup> planning policy.
- 2.3** In turn the policies and proposals in all Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) must be consistent with the Core Strategy.
- 2.4** At the time of writing the Regional Spatial Strategy (RSS) remains an integral part of the Development Plan for Pendle (Figure 2.2). However, the Coalition Government has indicated its intention to abolish regional planning at the earliest opportunity. As such, in this Preferred Options Report, references to policies in the RSS are only included where they are either essential, or unavoidable.
- 2.5** On 25th July 2011, the Government published the draft National Planning Policy Framework (NPPF) for a 12 week consultation. The NPPF will streamline national planning guidance by replacing existing Planning Policy Statements (PPSs), Planning Policy Guidance notes (PPGs) and some

6 Further information on the LDF can be found on Pendle Council's website at [www.pendle.gov.uk/ldf](http://www.pendle.gov.uk/ldf)

7 Statutory means that it is required by Government legislation.

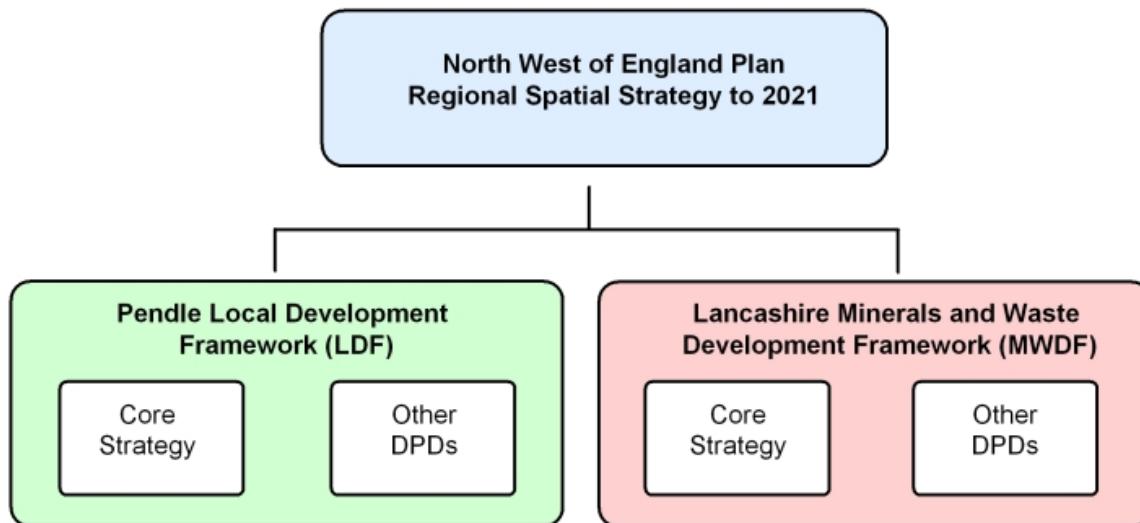
8 Section 54A of the Town and Country Planning Act (1990).

9 National planning guidance currently takes the form of Planning Policy Statements (PPS), Planning Policy Guidance Notes (PPG), Good Practice Guidance Notes and Government Circulars. The Coalition Government has indicated that it intends to introduce a simplified National Planning Framework at the earliest opportunity.

## About the Core Strategy 2

Circulars in a single consolidated document. The Core Strategy Preferred Options Report does not make any reference to the NPPF at this time. As it progresses towards adoption, reference to national planning guidance will be changed to reflect the emergence of the NPPF.

**Figure 2.2 The Development Plan for Pendle**



### Using the Development Plan, DPDs and SPDs

Many of the policies in the Core Strategy support each other and should not be considered on their own.

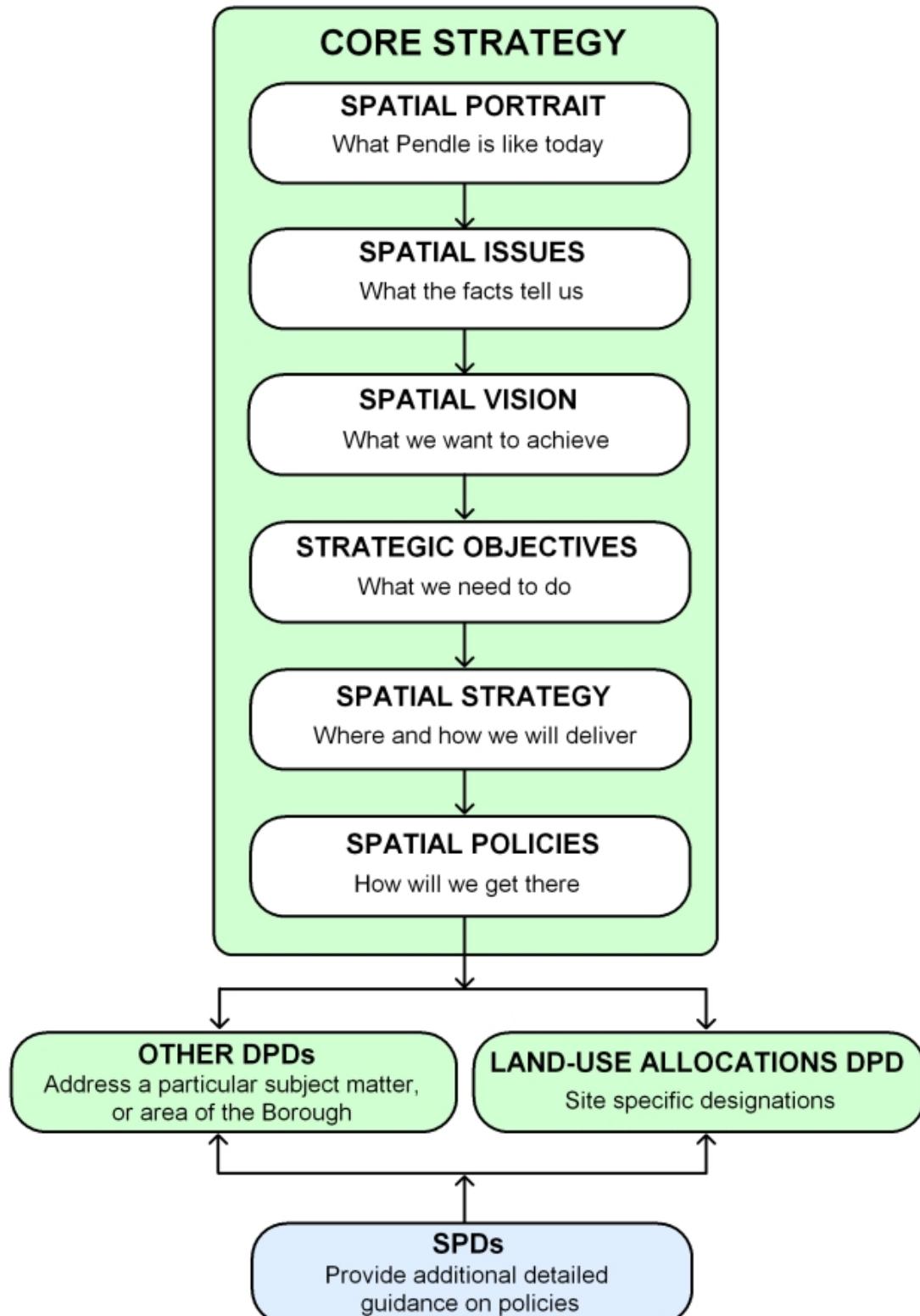
Similarly emerging Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) expand on some of the objectives and policies in the Core Strategy, so the document itself should not be read in isolation.

### What Will It Tell Me?

- 2.6 The Core Strategy will have a major influence on development in Pendle over the next 15 years, as it will outline:
  - **WHAT** we want to see
  - **WHERE** it should be located
  - **HOW** much is needed
  - **WHEN** it is required
  - **WHO** will make it happen
- 2.7 The document itself (Figure 2.3) begins by providing a brief overview of how Pendle is today. This **spatial portrait** highlights the key **spatial issues** we need to address if Pendle is to become “a better place to live, learn, work, play or visit”.
- 2.8 Having considered where we are now, we need to decide what we want Pendle to be like in the future. Only then, can we decide what action needs to be taken.

## 2 About the Core Strategy

Figure 2.3 Structure of the Core Strategy



- 2.9** The **spatial vision** sets out what we want Pendle to be like at the end of the plan period (i.e. 2026). It is the starting point for the strategy, expanding on the vision in the Sustainable Community strategy (SCS) by considering the role of our individual communities and how they function together. In accordance with Government guidance<sup>(10)</sup> it:

10 Communities and Local Government (2008)*Planning Policy Statement 12: Local Spatial Planning*. London, TSO. Paragraph 2.1.

## About the Core Strategy 2

"responds to the local challenges and opportunities, and is based on evidence, a sense of local distinctiveness and community derived objectives, within the overall framework of national policy ..."

**2.10** Our eleven **strategic objectives**<sup>(11)</sup> helped to guide the preparation of the **spatial strategy**. This strategy shows how different types of development will be prioritised or resisted in different parts of the Borough, and forms the basis for the detailed **spatial policies** we will use to help deliver our strategic objectives.

**2.11** Together, the spatial vision, strategic objectives and spatial policies form the 'core strategy' for our Local Development Framework (LDF). The physical changes this strategy will have on Pendle are illustrated on the **Key Diagram** for the Borough.

**2.12** The Core Strategy does not include:

- Site-specific allocations for development, or set out policies for individual sites. These will be set out in the Land-use Allocations Development Plan Document (DPD) and any Area Action Plan DPDs that are prepared;
- Provide highly detailed policies. Its role is limited to setting out strategic guidance and principles for development across the Borough. Where appropriate, more detailed policies will be provided in subsequent DPDs and Supplementary Planning Documents (SPDs).

**2.13** In a letter dated 21st April 2009, the Secretary of State issued a direction confirming that policies in the Replacement Pendle Local Plan 2001-2016 could be saved. These saved policies remain part of the Development Plan until they are replaced. A schedule showing which Local Plan policies are to be replaced by a policy, or policies, in the Core Strategy is set out in Appendix 3.

### How Has It Been Prepared?

**2.14** Government guidance requires all LDF documents to be based on sound, robust and credible evidence<sup>(12)</sup>. The question of 'soundness' will be one of the key considerations during their examination by an independent Inspector.

### Evidence Base

**2.15** As the Key Diagram shows (see Section H), policies in the Core Strategy will have far reaching effects. It is, therefore, essential that they are based on a thorough assessment of all the realistic possibilities available to us. The evidence base required to support this assessment should contain two key elements:

1. **Participation:** evidence that the views of the local community and others who have an interest in the future of the area have been taken into account.
2. **Research / fact finding:** evidence that the choices made by the plan are backed up by the relevant facts.

<sup>11</sup> Our strategic objectives (Chapter 7) were finalised following our earlier consultation on the *Issues and Options Report for the Core Strategy* in summer 2008.

<sup>12</sup> Communities and Local Government (2008) *Planning Policy Statement 12: Local Spatial Planning*. London, TSO. Para. 4.36.

## 2 About the Core Strategy

### What Is Soundness?

To be 'sound' a core strategy should be justified, effective and consistent with national policy.

**Justified** means that the document must be:

- founded on a robust and credible evidence base
- the most appropriate strategy when considered against the reasonable alternatives

**Effective** means that the document must be:

- deliverable
- flexible
- able to be monitored

### Public Participation

**2.16** To be effective our spatial policies must be based on a thorough understanding of the needs, opportunities and constraints in the Pendle area. This requires us to engage with the local community at the earliest opportunity, and to work closely with other agencies in order to co-ordinate their activities and meet agreed objectives.

**2.17** The **Preferred Options Report** is already the product of extensive consultation and engagement<sup>(13)</sup> with:

- members of the public;
- the officers and employees of organisations with an interest in the Pendle area; and
- the representatives of local community and voluntary groups.

**2.18** The report builds on two earlier rounds of public consultation:

1. **You Choose** in summer 2007, a joint consultation with the Sustainable Community Strategy, which sought to identify the main issues of concern to the people of Pendle.
2. In summer 2008, the **Issues and Options Report** built on the findings of the You Choose campaign, by highlighting the key spatial issues facing Pendle. Your comments on this helped us to identify the best ways to address these issues.

**2.19** In this consultation we are asking if you agree that the strategy outlined in this report (i.e. our preferred option), is the most appropriate when considered against all the reasonable alternatives<sup>(14)</sup>.

### Research And Fact Finding

**2.20** An up-to-date evidence base, providing information on the key social, economic and environmental characteristics of the area, helps to confirm whether people's perceptions of Pendle are correct, and statistical projections help us to identify possible future requirements.

**2.21** Government guidance states that the evidence base should be proportionate to the job being undertaken by the plan and relevant to the place in question<sup>(15)</sup>. Given the complex nature of the issues addressed by the Core Strategy, and its potential effect on areas outside Pendle, the evidence base is extensive.

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

14 Each of these public consultations is carried out in accordance with Regulation 25 of The Town and Country Planning (Local Development) (England) Regulations 2004, as amended.

15 Communities and Local Government (2008) *Planning Policy Statement 12: Local Spatial Planning*. London, TSO. Para. 4.37.

## About the Core Strategy 2

- 2.22** To address any significant gaps in the evidence available to us, new studies have been carried out either in-house by officers of Pendle Council or, where specialist knowledge has been required, commissioned from external consultants.

### Links To Other Strategies

- 2.23** To ensure that our strategic objectives and spatial policies are both realistic, and deliverable, within the lifetime of the plan, we have taken into account the strategies, action plans and delivery programmes of the many organisations that are active in the Pendle area.
- 2.24** Pendle's Sustainable Community Strategy (SCS) provides the overall vision for the future of the area, and the objectives and policies in the Core Strategy flow directly from this strategic document. As such it also helps to deliver many of the county-wide targets that Ambition Lancashire<sup>(16)</sup> has established for the achievement of its own vision.
- 2.25** Local Area Agreements (LAAs)<sup>(17)</sup> and Multi Area Agreements (MAAs)<sup>(18)</sup> are the means through which we agree our priorities, and negotiate targets with central government, to support the delivery of our vision for the area. They are used to focus action and measure performance locally. The Core Strategy will help to deliver the targets set out in the Pendle and Lancashire LAAs and the Pennine Lancashire MAA, which is underpinned by the Pennine Lancashire Integrated Economic Strategy and the Pennine Lancashire Housing Strategy.
- 2.26** The Delivery Plan in this Core Strategy (see Section F) seeks to co-ordinate the spatial activities of the many agencies and organisations operating in the Pendle area, in order to meet agreed objectives over the plan period.

### Sustainability Appraisal

- 2.27** The sustainability appraisal process<sup>(19)</sup> assesses the likely significant environmental, economic and social effects of the preferred option and any realistic alternatives. The process should be proportionate to the plan in question and does not repeat the appraisal of higher level policy.
- 2.28** The accompanying Sustainability Appraisal Report performs a key role in providing a sound evidence base for the plan and is an integral part of the plan making process. It informs the evaluation of alternatives and demonstrates to the public, that the plan is the most appropriate given reasonable alternatives.
- 2.29** The Core Strategy has also been subject to Appropriate Assessment in accordance with Articles 6(3) and 6(4) of the Habitats Directive 92/43/EEC (November, 2001), to ensure that any adverse impacts on the integrity of any sites designated as being of international or European importance for biodiversity are properly addressed.

### What Happens Next?

- 2.30** After the consultation period on our Preferred Options Report has closed, we will carefully consider all the comments received. We will then make any necessary changes, in light of these comments, and select those options which on balance, and in combination, offer what we consider to be the best overall strategy in seeking to secure a better future for Pendle and its people.

16 Ambition Lancashire is the Sustainable Community Strategy for Lancashire.

17 This is a three-year agreement, based on the Sustainable Community Strategy. It sets out the priorities for the area, in a contract agreed between Central Government (represented by the Government Office for the North West), and the local area (represented by Pendle Council and its key partners through Pendle Partnership, the Local Strategic Partnership (LSP) for Pendle).

18 This is a cross-boundary local area agreement, which tackles those issues that are best addressed in partnership – at a regional and sub-regional level. MAAs complement and do not duplicate the work of existing LAAs.

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

## 2 About the Core Strategy

**2.31** The next stages in the preparation of our Core Strategy are as follows:

1. The **Publication** version represents what Pendle Council considers to be the final version of its Core Strategy. When it is issued, it will be the subject of a further six-week public consultation<sup>(20)</sup>, when you will be able to comment on the soundness of our proposals.<sup>(21)</sup>
2. Only minor changes can be made to the Core Strategy before the Council sends its **Submission** version to the Secretary of State for independent testing approximately three months later.<sup>(22)</sup>
3. A public **Examination** will be held approximately four months after the date of submission<sup>(23)</sup>, where an independent inspector, appointed by the Secretary of State, will carry out a legal compliance check<sup>(24)</sup> and assess the document against the three tests of soundness.
4. After the Examination has closed, the Inspector will take time to consider what he/she has heard. After approximately four months the **Inspector's Report** will be issued. This will state the reasons why the Core Strategy has been found to be sound, or unsound.
5. If the Core Strategy is found to be sound, Pendle Council can proceed with its **Adoption**<sup>(25)</sup>. Any changes highlighted by the inspector must be incorporated into the final document for adoption. Only then can the adoption of the Core Strategy be confirmed at the next available meeting of the Council's Executive and Full Council.

If the document is found to be unsound by the Inspector, the Council will be directed to return to an earlier stage in the process.

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20 In accordance with Regulation 27 of The Town and Country Planning (Local Development) (England) Regulations 2004, as amended

21 Only those comments made at this stage (i.e. in accordance with Regulation 28 (2)) will be considered by the independent Inspector. Those comments made during earlier consultations will not be considered at the Examination.

22 In accordance with Regulation 30 of The Town and Country Planning (Local Development) (England) Regulations 2004, as amended

23 In accordance with Regulation 34 of The Town and Country Planning (Local Development) (England) Regulations 2004, as amended

24 Paragraph 4.50 of PPS12 requires the inspector to check that the plan complies with the relevant legislation.

25 In accordance with Regulation 36 of The Town and Country Planning (Local Development) (England) Regulations 2004, as amended

## Our Spatial Issues: Pendle Today 3

### 3 Our Spatial Issues: Pendle Today

#### Introduction

- 3.1** This chapter provides an essential introduction to our overall strategy for achieving a better future for Pendle<sup>(26)</sup>. It sets the scene for all that follows, by highlighting the main characteristics of the area and drawing out the key spatial issues that we need to address in the Core Strategy and all the other documents that will make up the Local Development Framework for Pendle.
- 3.2** The chapter is divided into the following sections:
- **A portrait of Pendle** provides a snapshot of what it is like to live in the Borough today. It provides a summary of the main features of the area in terms of its geography, social and cultural characteristics, economy, environment, and patterns of movement.
  - **Our key issues** picks out the main spatial issues that we need to address through the Local Development Framework, if we are to realise our aspiration of creating a better future for Pendle.

#### A Portrait Of Pendle

##### Where Is Pendle?

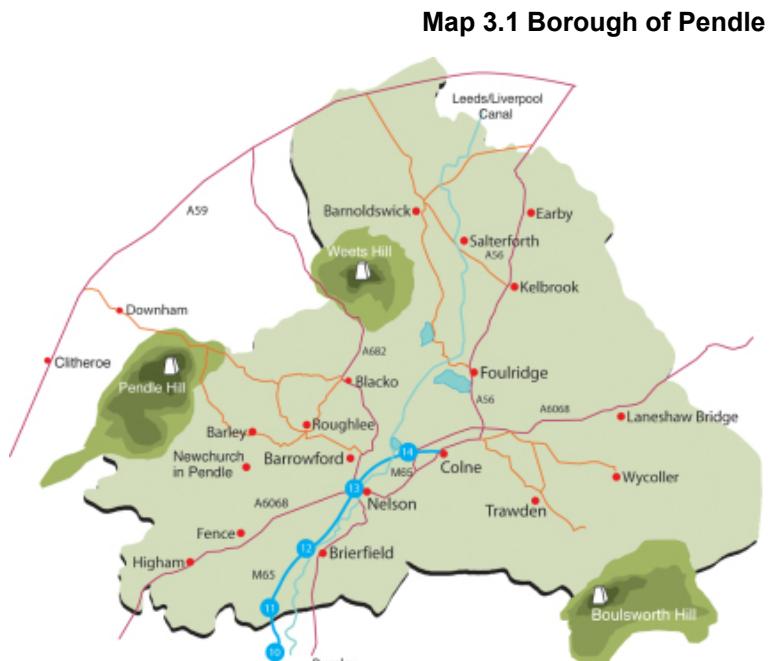
- 3.3** The Borough of Pendle (Map 3.1 'Borough of Pendle') is situated in north-west England. It is a product of local government reorganisation in 1974. Today it is one of twelve district councils in Lancashire and together with Blackburn-with-Darwen, Burnley, Hyndburn, Ribble Valley and Rossendale it forms part of the Pennine Lancashire sub-region.

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

##### What Is Pendle Like?

###### Geography

- 3.5** Pendle covers a total area of 169.4 km<sup>2</sup> and in 2009 it had an estimated population of 89,300<sup>(27)</sup> giving it an overall population density of 528 persons per km<sup>2</sup>.
- 3.6** The Borough is made up of 20 electoral wards, represented by 49 councillors, and 57 Lower-layer Super Output Areas (LSOA)<sup>(28)</sup>. It also has four town and 15 parish councils.



<sup>26</sup> The strategy has three key components: our Spatial Vision (Chapter 4), our Strategic Objectives (Chapter 5) and our Spatial Policies (Chapters 6-10).

<sup>27</sup> Office for National Statistics (2010) *Mid-year Population Estimates*. [online]. London, ONS. Available from <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=601&More=N> [Accessed 22nd November 2010].

<sup>28</sup> LSOAs are a statistical area with a specified minimum population of approximately 400 households or 1,500 people. As they are consistent in size and have reasonably static boundaries they are better than wards when comparing data over time.

### 3 Our Spatial Issues: Pendle Today

- 3.7** The Borough takes its name from the imposing Pendle Hill, which rises high above a rich and varied landscape at the head of the Calder Valley. The area offers one of the lowest crossings of the Pennines and has been an important gateway between Lancashire and Yorkshire for several generations.
- 3.8** The Leeds and Liverpool Canal, which carved its way across the landscape in the late 18<sup>th</sup> century, closely followed by the railway. Good communications, and the availability of natural resources, were the catalysts for a period of rapid industrial and urban growth fuelled by the rise of cotton weaving in the late 19<sup>th</sup> century. Almost overnight the area was transformed as textile mills and terraced housing for their workers began to dominate the skyline. Over the course of the century the population of the area grew from just 10,000 to over 70,000 as small villages rapidly evolved into industrial towns.
- 3.9** Today two-thirds of the population is concentrated in just four settlements - Nelson, Colne, Brierfield and Barrowford - in the south of the Borough. To the north, Barnoldswick and Earby are the largest settlements in West Craven, a largely rural area which prior to 1974 was part of the historic West Riding of Yorkshire. A series of widely dispersed villages and hamlets, of varying size and importance, characterise the rural areas between the towns of the M65 Corridor and West Craven.
- 3.10** As a result three clearly identifiable spatial elements have emerged in Pendle, each with its own distinctive characteristics and unique opportunities (Figure 3.1 'Index of Multiple Deprivation 2007 (National Deprivation Groups)' and Figure 3.2 'Index of Multiple Deprivation 2007 (Local Indicator Groups)').
1. **The M65 corridor** – Nelson, Colne, Brierfield and Barrowford
  2. **West Craven towns** – Barnoldswick and Earby
  3. **Rural areas** – sixteen widely dispersed villages and hamlets

- 3.11** The individual needs of these three areas must be carefully considered if we are to plan a future for Pendle that is inclusive and meets people's aspirations. But, it is Pendle's wider contribution to the success of the North West and in particular the Pennine Lancashire sub-region that will help to determine the individual and collective contribution that these areas can reasonably be expected to make, in helping to address the overall needs of the Borough.

#### What Are Its Main Characteristics?

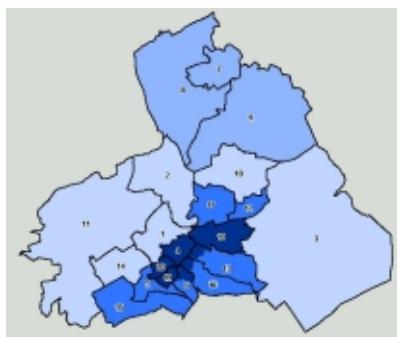
- 3.12** As a result of rapid, rather than planned growth, in the late 19<sup>th</sup> century, many of the former textile towns across Pennine Lancashire exhibit similar characteristics.
- 3.13** Employment remains highly dependent on the manufacturing sector, and wage levels remain well below the national average. The large number of older terraced properties subdues average house prices and contributes to high rates of unfit housing. These factors help to account for the relatively slow rate of population growth in recent years and the emergence of pockets of severe deprivation and localised health issues.
- 3.14** But Pendle also has some real strengths. Advanced precision engineering businesses serving the locally important aerospace industry, operate at the cutting edge of new technology, and are a source of high value employment. And the quality of the natural environment and elements of our built heritage are a key driver behind the recent growth of tourism, which has done much to improve the area's image.
- 3.15** Historically the area has undergone some dramatic changes. But in the immediate future this pace of change is likely to increase, as we respond to the challenges ahead.

## Our Spatial Issues: Pendle Today 3

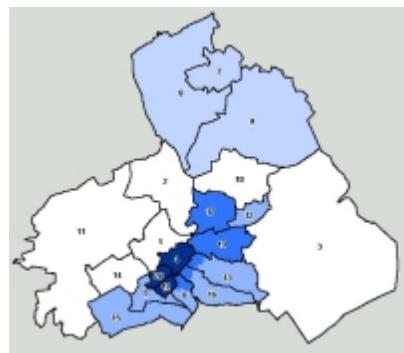
### Deprivation

**3.16** Deprivation is the term given to the disadvantage that results from being in an inferior or less favourable position, when compared to others. The Index of Multiple Deprivation (IMD) measures the extent of deprivation across the country by assessing indicators such as income, employment, health, education, housing and crime.

**Figure 3.1 Index of Multiple Deprivation 2007 (National Deprivation Groups)**



**Figure 3.2 Index of Multiple Deprivation 2007 (Local Indicator Groups)**



**3.17** In 2007 Pendle was the 44th most deprived local authority out of 354 in England. This represents a fall of 27 places since the previous Index of Multiple Deprivation (IMD) was published in 2004, and places it just outside the worst 10% nationally.

**3.18** Nearly 37% of the population (over 30,000 people) live in our most disadvantaged neighbourhoods, so the increasing levels of deprivation are a major concern. Poverty and deprivation have a particularly significant effect on children, young people and their families, and a major impact on their aspirations, educational achievements and health. Improvements to these are at the heart of the Pennine Lancashire Multi Area Agreement (MAA) and local stretch targets<sup>(29)</sup>.

**3.19** Figure 3.1 'Index of Multiple Deprivation 2007 (National Deprivation Groups)' and Figure 3.2 'Index of Multiple Deprivation 2007 (Local Indicator Groups)' illustrate that deprivation across Pendle closely aligns with the boundaries of the three spatial areas identified above, and that deprivation is most acute in the centre of Nelson.

### Population

**3.20** The population has a relatively young profile, with birth rates in the Borough having increased steadily since 2003. Whilst the age structure is broadly similar to both the regional and national averages, there are two notable exceptions; the number of people in the 0-15 year old age group is higher and there are fewer people of pensionable age.

**3.21** The ethnic mix is similar to other authorities in Pennine Lancashire, but there is a wide variation in its distribution. In 2001 the majority ethnic group was White (85%); substantially lower than the comparable figure for Lancashire (92%), but only marginally below that for England (88%).<sup>(30)</sup>. There is a significant black and minority ethnic (BME) population (16.1%), a figure that is almost doubled in the 0-5 years age group. The BME population is largely of Pakistani origin, many

29 A stretch target is one that is so big and bold that it seems almost impossible to achieve to those who set it.

30 Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/population.asp?ar=pe#populationethnic](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/population.asp?ar=pe#populationethnic) [Accessed 4th June 2010].

### 3 Our Spatial Issues: Pendle Today

originating from the Kashmiri region. There was a significant influx of new residents to East Lancashire after 2004<sup>(31)</sup>, when eight Eastern European nations joined the European Union, but many of these economic migrants have since left the area.

- 3.22** Work carried out by the Building Bridges inter-faith organisation and targeted initiatives such as 'Streets Together- Streets Apart' and 'Up My Street' have been successful in showing that diversity is a positive aspect in the make-up of our society. But, in 2008 only 52% of local residents felt that people from different backgrounds got on well together in Pendle<sup>(32)</sup>, well below the county and national response rates of 74% and 76% respectively.
- 3.23** The latest population projections show that a modest level of growth is expected over the next 15 years, with an increase in births off-setting migration out of the area. By the end of the plan period in 2026, it is estimated that the population of Pendle will reach 93,500, a growth rate of just 4.9% compared to 6.6% in Lancashire and 13.3% in England. Over the same period the population aged 65 and over is expected to rise significantly from approximately 16% of the total population to over 22%, whilst those under the age of 16 will fall by just 3%.<sup>(33)</sup>

#### Community safety

- 3.24** On a more positive note, recorded figures show that Pendle has below average crime rates for most key indicators when compared to the nation as a whole. But, many people continue to highlight the fear of crime as one of their main concerns. The 30% reduction in actual crime over the last four years is beginning to be acknowledged by residents. The latest figures show that 81% of people feel safe during the day, although this falls to only 40% cent at night.
- 3.25** Anti-social behaviour, drunk or rowdy behaviour and drug use or dealing are all regarded as being much less of a problem than they were two years ago<sup>(34)</sup>. Criminal damage and anti-social behaviour are seen as the main problems. Whilst the figures for these are above the national average they are below comparable figures for the North West. Pendle is, however, ranked within the 50 worst areas nationally<sup>(35)</sup> in respect of alcohol misuse. Incidents of burglary remain below the national average, but have increased over the last year.

**Picture 3.1 A caring community**



31 Approximately 2,800 people between 2004 and 2006 (Worker Registration Scheme, Home Office 2006), although only 60% are thought to have registered with the scheme due to a lack of incentives. Of these just under 400 moved to Pendle.

32 Lancashire County Council (2009) *Pendle Place Survey 2008/09*. Preston, Lancashire County Council. Based on the response to the question: "To what extent do you agree or disagree that this local area is a place where people from different backgrounds get on well together."

33 Office for National Statistics (2010) *2008-based Sub-national Population Projections*. [online]. London, ONS. Available from <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=997> [Accessed 22nd November 2010].

34 Lancashire County Council (2009) *Pendle Place Survey 2008/09*. Preston, Lancashire County Council.

35 Office for National Statistics (2009) *Notifiable Offences Recorded by the Police*. [online]. London, ONS. Available from <http://rds.homeoffice.gov.uk/rds/soti.html> [Accessed 4th June 2010].

## Our Spatial Issues: Pendle Today 3

### Housing and households

**3.26** Access to affordable and decent housing is the fourth most important concern for local residents, after crime, cleanliness and health<sup>(36)</sup>.

**Picture 3.2 Terraced housing in Nelson**



**3.27** Whilst significant regeneration has taken place, a major part of the area's physical infrastructure continues to date from the Victorian era; and this is particularly true for housing. Over half of the local housing stock (54%) was built before 1919, more than twice the national average. By a significant margin the private rented sector has the highest proportion of all pre-1919 stock (87%)<sup>(37)</sup>.

**3.28** Property conditions are now measured in terms of the effect that individual hazards may have on the health and safety of residents. The Pendle House Condition Survey completed in 2009 reveals that of the 39,670 dwellings in the Borough, 36.3% fail the Decent Homes Standard and that according to the Housing Health and Safety Rating System, 22.1% contain a Category 1 hazard.

**3.29** Terraced housing accounts for 58% of the total housing stock, compared to only 29% in England<sup>(38)(39)</sup>. This limits the choice of housing types throughout the Borough, but particularly in the inner urban areas, which are dominated by street upon street of small terraced houses, many without gardens.

**3.30** Of all the Lancashire districts, Pendle has the highest proportion of its housing stock (63%) in the lowest council tax band (Category A)<sup>(40)</sup>, and for a number of years it has recorded average house prices well below the county and national averages<sup>(41)</sup>. This may help to explain why three-quarters of all homes are owner occupied.

**3.31** In 2001, Pendle had 38,448 household spaces<sup>(42)</sup>, a figure that is expected to grow by 17% to 45,000 in 2026<sup>(43)</sup>. Although recent efforts have reduced vacancy levels, many

**Picture 3.3 New build housing in Brierfield**



36 Lancashire County Council (2009) *Pendle Place Survey 2008/09*. Preston, Lancashire County Council.

37 Pendle Council (2009) *House Condition Survey*. Nelson, Pendle Council.

38 Pendle Council (2009) *House Condition Survey*. Nelson, Pendle Council.

39 Communities and Local Government (2005) *English House Condition Survey*. London, TSO.

40 Valuation Office (2006) *Dwelling Stock by Council Tax Band*. [online]. London, TSO. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/housing.asp?ar=pe#housingdwellingcounciltax](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/housing.asp?ar=pe#housingdwellingcounciltax) [Accessed 4th June 2010].

41 Communities and Local Government (2008) *Housing Statistics*. [online]. London, TSO. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/housing.asp?ar=pe#housingpropertypricegraph](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/housing.asp?ar=pe#housingpropertypricegraph) [Accessed 4th June 2010].

42 Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 4th June 2010].

43 Communities and Local Government (2006) *Household Projections to 2031*. [online]. London, TSO. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/housing.asp?ar=pe#housingprojection](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/housing.asp?ar=pe#housingprojection) [Accessed 4th June 2010].

### 3 Our Spatial Issues: Pendle Today

houses are empty and have been so for long periods of time: long-term vacancy rates are as high as 10% in some inner urban areas and in 2008 almost 7% of all homes were vacant, the second highest figure for any local authority in England and Wales<sup>(44)(45)</sup>.

- 3.32** Of the 35,961 household spaces that are occupied, one-third are single person households and half of these are pensioners<sup>(46)</sup>. Almost 3% of households contain more than six people, more than double the regional and national average of just 1.4%. It is estimated that there are somewhere between 300 and 400 overcrowded dwellings across the Borough<sup>(47)</sup>.
- 3.33** The overall level of satisfaction with the home as a place to live was 86%<sup>(48)</sup>. But only 59% of private rented tenants were satisfied and almost one-quarter (24%) of private rented tenants were dissatisfied with their homes.
- 3.34** The profile of the rented stock differs markedly from the national profile with private rented housing (18%) significantly higher than the national average (11%) and the overall proportion of social rented housing significantly lower at 11% compared to 18%<sup>(49)</sup>. To access affordable housing it is highly likely that newly forming households seeking rented accommodation will have to turn to the private rented sector rather than social landlords.
- 3.35** Older homes, which dominate the private rented sector, tend to have a lower energy efficiency rating, a major factor in contributing to fuel poverty<sup>(50)</sup>. Households in the lower income brackets are most susceptible to fuel poverty, as they are likely to pay a greater proportion of their income on fuel and keeping warm. Tackling fuel poverty in Pendle has been identified as a key priority, with 7.2% of all households considered to be in fuel poverty, compared to the county and regional averages of 6.6% and the national average of just 6.1%<sup>(51)</sup>.
- 3.36** The problems with the local housing market are deep-seated and challenging. This was recognised in 2003, when ELEVATE<sup>(52)</sup>, one of nine Housing Market Renewal (HMR) pathfinders across the country, was established to help revitalise failing housing markets in the former mill towns of Pennine Lancashire. This 10-15 year regeneration programme has so far attracted almost £200 million of Government funding to the area. But, recognising that improving the quality and diversity of the housing stock in itself will not create sustainable neighbourhoods and a healthy housing market, RPL also works closely with public and private sector partners to improve economic prosperity, the environment, community safety, cohesion, educational attainment and health.

#### Health and well-being

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

44 Pendle Council (2009) *House Condition Survey*. Nelson, Pendle Council.

45 Communities and Local Government (2005) *English House Condition Survey*. London, TSO.

46 Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 4th June 2010].

47 Pendle Council (2009) *House Condition Survey*. Nelson, Pendle Council.

48 Lancashire County Council (2009) *Pendle Place Survey 2008/09*. Preston, Lancashire County Council.

49 Pendle Council (2009) *House Condition Survey*. Nelson, Pendle Council.

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

51 Centre for Sustainable Energy (2003) *Fuel Poverty Indicator*. [online]. Available from <http://www.fuelpovertyindicator.org.uk/> [Accessed 3rd June 2010].

52 Renamed Regenerate Pennine Lancashire (RPL) in 2009.

## Our Spatial Issues: Pendle Today 3

- 3.38** At the local level figures for infant death rates can vary greatly from year to year. But Pendle has had the highest infant mortality rate, of all local authorities in England and Wales, in four of the eight three-year periods covered by the data between 1998 and 2007. For the three-year period 2005/07 the figure (7.8 deaths per 1,000 live births) represents an improvement over previous results, but remains significantly higher than the national average (4.9 deaths per 1,000 live births)<sup>(53)</sup>.
- 3.39** The incidence of low birth weights is significantly higher than in neighbouring districts and the nation as a whole<sup>(54)</sup>. In 2008 the total fertility rate in Pendle was 2.3 children per female (aged 15-44), well above the county and national averages of 1.9<sup>(55)(56)</sup>.
- 3.40** Figures for life expectancy at birth for both males and females are below the national average. Overall the Borough ranks 303<sup>rd</sup> out of 376 districts in England and Wales. But, there are wide disparities both within Pendle and by gender<sup>(57)</sup>.
- 3.41** For example, men in the least deprived areas can expect to live nine years longer than men from the most deprived areas, and for women this difference is eight years.
- 3.42** Over the last ten years there have been decreases in death rates from all causes and the early death rate from heart disease and stroke. However, the death rate from all causes in Pendle remains above the England average and the gap for men has widened over the last decade<sup>(58)</sup>.
- 3.43** The number of deaths of children under 15 in Pendle was also significantly higher than the national rate for the three year period 2003-2005. Indeed the health of children and young people in Pendle is generally worse when compared to the nation as a whole. In particular the percentage of children who are physically active is the eighth worst in England, significantly below the county and national rates. Childhood obesity in reception classes and Year 6 throughout Pendle are correspondingly high. Immunisation rates for children are significantly below the regional and national rates and successive surveys have shown that rates of tooth decay in children in Pendle have tended to be well above the national average.
- 3.44** Strengthening service delivery at the local level is a key objective in achieving the NHS Plan. This also seeks to advance medical technology and develop a wider range of expertise in primary care by providing training for General Practitioners (GPs) and nurses with specialist interests. This approach to delivering healthcare is supported by the larger "one stop" primary healthcare centre, which offers a much wider range of services targeted at local health needs. The first of these to open in the Pendle area was £6.3 million Yarnspinners Wharf in Nelson, in 2005. The East Lancashire Primary Care Trust recently acquired a site in Colne for a new health centre, which will bring additional day care services to the town, but its construction has been delayed because of financial cutbacks.
- 3.45** The relocation of the Accident and Emergency Unit from Burnley General Hospital to the Royal Blackburn Hospital on 1<sup>st</sup> November 2007, has been a major cause for concern amongst local residents and politicians, as the nearest 'blue light' facilities are now over 22km away.

53 National Centre for Health Outcomes Development (2007) *Infant Mortality Rates*. London, TSO.

54 Office for National Statistics (2007) *Key Population and Vital Statistics*. London, TSO.

55 Office for National Statistics (2007) *Total Fertility Rate*. London, TSO.

56 In the most developed countries a total fertility rate, or completed family size, of about 2.1 children per woman is required to maintain long-term population levels to take account of infant mortality and the unbalanced sex ratio at birth.

57 Office for National Statistics (2007) *Life Expectancy at Birth*. London, TSO.

58 Association of Public Health Observatories (2009) *Pendle Health Profile*. [online]. Available from <http://www.apho.org.uk/resource/item.aspx?RID=71215> [Accessed 3rd June 2010].

### 3 Our Spatial Issues: Pendle Today

#### Young people

- 3.46** The Government's commitment to children and young people aims to ensure that they are able to make a positive contribution, by creating a safe and healthy environment where they are encouraged to enjoy themselves and achieve the best they can. The long term goal is to help secure their economic well-being and eradicate child poverty<sup>(59)(60)(61)</sup>
- 3.47** Education is at the heart of these ideals. Whilst in the recent past Pendle may not have performed at the highest levels, it has recently seen significant investment in new facilities to help improve educational attainment.
- 3.48** Levels of absenteeism from school and the numbers of pupils permanently excluded from school have been consistently worse than the county average. The percentage of pupils in receipt of free school meals is also well above the county rate.
- 3.49** Levels of educational attainment in Pendle have been well below county and national averages for many years. Asian heritage pupils have tended to do slightly less well in Pendle than elsewhere in the county. The attainment gap at Key Stage 4 between boys and girls has been greater in Pendle than across the county as a whole<sup>(62)</sup>.
- 3.50** But, progress is being made. There has been a steady reduction in class sizes (i.e. an improvement in pupil-teacher ratios) across Pendle over recent years. New Sure Start<sup>(63)</sup> Children's Centres in Nelson, Colne and Brierfield and the £52 million investment through the Building Schools for the Future programme<sup>(64)</sup> aim to give our children the best possible start in life.

**Picture 3.4 Our Pendle Our Future.**



#### Employment

- 3.51** The poor level of educational attainment is reflected in the qualifications of the workforce. And the proportion of 16 to 18 year olds not in employment, education or training in Pendle is well above the county average.
- 3.52** Pendle's median weekly earnings (full-time employees) are consistently below the level of the North West and Great Britain. They also demonstrate a significant difference between male and female full-time employees. Average weekly earnings in Pendle (£343.30) are significantly below the county (£366.10), regional (£372.10) and national (£390.00) figures<sup>(65)</sup>. Positive effects from commuter flow mean that wage rates in the authority are higher by place of residence (£372.30) than place of work. People on the lowest incomes are largely concentrated in the urban centres of Brierfield, Nelson and Colne.
- 3.53** The median gross weekly income for Pendle residents is £18.70 a week lower than the national average. But this figure includes those people that commute out of the Borough to work in other areas. The median gross weekly earnings for those people who working in the Borough are £46.70 a week lower than the average for Great Britain, the sixth lowest in the Lancashire County Council

59 Department for Children, Schools and Families (2003) *Every Child Matters*. [online]. Available from <http://www.dfes.gov.uk/everychildmatters/> [Accessed 3rd June 2010].

60 Office of Public Sector Information (2004) *Children Act 2004*. London, TSO.

61 Department for Children, Schools and Families (2007) *The Children's Plan: Building Brighter Futures*. London, TSO.

62 Percentage of pupils achieving 5 or more GCSEs at Grades A\*-C (ONS, 2001/02-2007/08).

63 Sure Start is the Government's programme bringing together early education, childcare, health and family support.

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

65 Office for National Statistics (2008) *Annual Survey of Hours and Earnings*. London, TSO

## Our Spatial Issues: Pendle Today 3

area. The average household income in Pendle is just 86% of that for Great Britain<sup>(66)</sup>. The district level figures conceal concentrated levels of benefit dependency (and worklessness) at LSOA levels, with around one-third of working age people in the wards of Southfield, Bradley, and Whitefield in Nelson and Waterside in Colne reliant on benefits.

- 3.54** Recent research indicates that people on low incomes are significantly more likely to experience financial exclusion, be 'unbanked'<sup>(67)</sup> and have no savings<sup>(68)</sup>. It is estimated that a total of 19,038 people in Pendle experience income deprivation, equivalent to 21% of the population.
- 3.55** The production and retail sectors are locally important. Today there are 2,560 businesses in Pendle operating from 3,030 business locations<sup>(69)</sup> in Pendle. Of these 53 are in foreign ownership, but one quarter are small enough to operate from home or a small office<sup>(70)</sup>. However, the level of entrepreneurship in the Borough is considered to be relatively low in comparison with a number of other Lancashire authorities. This is reflected in the fact that in 2008, there were only 2,620 VAT/PAYE-registered enterprises in Pendle<sup>(71)</sup>.
- 3.56** The areas economic foundations are built on manufacturing. In the post-war period the focus has been on attracting new businesses to the area, to replace jobs being lost in the textile industry, as it faltered and then restructured. Later the emphasis was on reducing the areas dependence on a declining manufacturing sector, which continues to provide the majority of local employment opportunities. Despite this, Pennine Lancashire (which includes Pendle) is highlighted as one of five areas nationally that is most likely to be vulnerable to a decline in employment.
- 3.57** It wasn't until the arrival of the M65 motorway in the mid-1980s that the first modern industrial estates were established in edge-of-town locations, at Lomeshaye (Junction 12 on the M65) and White Walls (Junction 14). More recently the West Craven Business Park north of Earby has proved to be a big success, and the new Riverside Business Park (Junction 13), will provide almost 28,000m<sup>2</sup> of high quality office space.
- 3.58** The globalisation of world trade has seen many manufacturing jobs lost from the area since the end of the Second World War. But, Pendle still retains a strong presence in manufacturing and at its heart is the Rolls-Royce fan blade manufacturing facility in Barnoldswick, which supports a network of advanced precision engineering companies throughout both Pendle and Pennine Lancashire.
- 3.59** Almost 35% of all local job opportunities continue to fall within the manufacturing sector, compared to just 11% nationally<sup>(72)</sup>. However, the nature of work has changed significantly in recent years. In many manufacturing businesses office based employment, and lower skilled jobs, have increased as the importing and warehousing of goods has gradually replaced local manufacturing capacity.

**Picture 3.5 Rolls-Royce, Barnoldswick**



66 CACI Ltd., 2008.

67 People with no basic checking or savings account.

68 HM Treasury (2007) *Financial Inclusion Taskforce Report*. London, TSO. Page 15.

69 Office for National Statistics (2009) Inter-departmental Business Register. [online]. Available from <http://www.statistics.gov.uk/idbr/idbr.asp> [Accessed 3rd June 2010].

70 Business Link / Experian, 2009.

71 Office for National Statistics (2008) *UK Business: Activity, Size and Location*. London, TSO.

72 Office for National Statistics (2008) *Annual Business Inquiry, 2008*. London, TSO.

### 3 Our Spatial Issues: Pendle Today

- 3.60** The contrast between the lower rates of employment growth in the east of the county and the rest of Lancashire is readily apparent. In the ten year period between 1998 and 2007, the six Pennine Lancashire authorities combined recorded a net decrease of 1.3% in total employee jobs. Whilst Pendle recorded employment growth of 4.8%, this was still half that experienced nationally (9%)<sup>(73)</sup>.
- 3.61** In contrast to its established strengths in manufacturing Pendle, like much of Pennine Lancashire, has only limited strengths in the service sector. In particular the close proximity of Manchester, and to a lesser extent Leeds, mean that few higher order service sector businesses are based in the area.
- 3.62** In 2008 just 6.1% of commercial and industrial floorspace in Pendle was allocated to offices compared to 10.7% in Lancashire and 17.4% nationally. The average rateable value for commercial and industrial floorspace (£24 per m<sup>2</sup>) is the second lowest average figure in the country, well below the figures for Lancashire (£37 per m<sup>2</sup>), North West (£50 per m<sup>2</sup>) and England & Wales (£66 per m<sup>2</sup>)<sup>(74)</sup>.
- 3.63** Whilst poor road access and potential conflict with local residents is often a concern, the large number of businesses housed in the former textile mills still to be found in the heart of our urban areas, helps to account for the high percentage of people that travel a short distance to their place of work (49.5% travel less than 0.5km compared to just 19.0% nationally) and therefore choose to walk (14.2% compared to 10.0%)<sup>(75)</sup>.
- 3.64** In contrast, although many people live in close proximity to a town or local shopping centre, the increased mobility of the population has seen their retail function decline in importance over recent years. In particular Nelson has lost trade to other centres, even ones within the district such as Barrowford, where independent boutiques stocked with designer fashions line the high street attracting some of the North West's most affluent customers to the area. Others simply travel further afield to easily accessible and larger centres such as Burnley, Manchester, Blackburn and Skipton and the regionally significant Trafford Centre.
- 3.65** Despite this, retailing is a major source of employment. Pendle is home to one of the most successful retail ventures in the country. Boundary Mill Stores, established in 1983, attracts visitors from across the north and midlands. In 2008 it relocated to a purpose built facility off Junction 14, where it employs almost 700 people. Part of their vacated site has become the new Boundary Retail Park. Together with the North Valley Retail Park (Colne) and the Junction 12 Shopping Outlet (Brierfield), these are the most notable non-food retail facilities outside the areas traditional centres.
- 3.66** A number of town centre, edge-of-centre and out-of-town supermarkets serve Nelson (Morrisons and Lidl), Colne (Asda, Sainsbury's and Aldi) and Barnoldswick (Co-operative). And in 2008, Booths obtained planning permission to build a new store in Barrowford.

#### Environment

- 3.67** The three peaks of Pendle (557 metres), Weets (397m) and Boulsworth (517m), overlook an area of countryside that has an understated beauty. Hidden amongst this gently rolling landscape are some of the most interesting and attractive villages in Lancashire. Those lying in the shadow of Pendle Hill are most famously linked with witchcraft, whilst the isolated hamlet of Wycollier has associations with the Bronte sisters. The Leeds and Liverpool Canal flows through the heart of the area, passing through the towns with a rich industrial heritage and numerous buildings of historic interest. For many years these attractions provided a popular day out for local people, but more recently they have been the catalyst for the growth of tourism in the area.

73 Office for National Statistics (2009) *Annual Business Inquiry (1998-2007)*. London, TSO.

74 Communities and Local Government (2008) *Floorspace and rateable value of commercial and industrial properties*. London, TSO.

75 Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 4th June 2010].

## Our Spatial Issues: Pendle Today 3

- 3.68** Tourism makes an increasingly important contribution to the local economy. There are currently 40 visitor attractions in the district and a similar number of accommodation providers. In 2008 almost 2.3 million tourists visited the area, the vast majority being day visitors, and total visitor spend was £77 million. Almost one-quarter of this spend can be attributed to staying visitors, although they only account for 8% of all visitors to the area<sup>(76)</sup>.
- 3.69** The protection and enhancement of the best examples of our natural environment and built heritage will make a vital contribution to the quality of life of local residents and help to improve the health of the local economy.
- 3.70** Almost 62% of the Borough (16,660 hectares) is officially designated as open countryside<sup>(77)</sup>. Agricultural land in the authority is mainly classified under the lower grades of four or five. As such the grazing of sheep and livestock are the most common farm types.
- 3.71** The high quality of the landscape, and the importance of the habitats within it, are highlighted by the designations assigned to them. In total they offer some form of protection to over half the open countryside in the borough.

Much of the countryside around Pendle Hill lies within the Forest of Bowland Area of Outstanding Beauty (AONB), whilst the desolate moorland on Boulsworth Hill forms part of the South Pennine Moors Site of Special Scientific Interest (SSSI), an area internationally recognised for its upland bird and plant communities. In addition a network of 75 locally designated sites (1,542ha) has been established to protect important species and both rural and urban habitats. Of particular note are the five semi-natural ancient woodlands wholly within Pendle, which together with a further 11 smaller examples, account for 40 hectares (approximately 10%) of all woodland cover in Pendle<sup>(78)</sup>.

In the M65 Corridor over 2,067 hectares of Green Belt land prevents the towns and villages of the M65 corridor from merging into one another.

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76 Global Tourism Solutions (2009) *Scarborough Tourism Economic Activity Model, 2009*. New Holland, Global Tourism Solutions (GTS) (UK) Ltd.

77 Pendle Council (2006) *Replacement Pendle Local Plan (2001-2016)*. Nelson, Pendle Council. Policy 1.

78 Natural England (1994) *Lancashire Inventory of Ancient Woodland*. London, Natural England.

### 3 Our Spatial Issues: Pendle Today

**Picture 3.6 Pendle Hill**



- 3.72** Seven of our municipal parks have green flag status. Although each of our towns has large areas of formal parkland, access to good quality green spaces is limited in many urban neighbourhoods. In 2008 deficiencies in natural green space were particularly acute in parts of Nelson and Barnoldswick<sup>(79)</sup>.
- 3.73** Our built heritage is well protected, with over 14% of the Borough included within one of 26 Conservation Areas. In addition there are 314 Listed Buildings and 11 Scheduled Ancient monuments in Pendle.
- 3.74** But, simply protecting the environment will have limited success if pursued in isolation. We need to modify our existing lifestyles if we are to protect the environment and have a positive impact on the global issues such as climate change.
- 3.75** Total carbon emissions of 6.6 tonnes per resident are below the English average (7.2 tonnes) and less than half the worst figure recorded in the country (15.7 tonnes)<sup>(80)</sup>
- 3.76** The household recycling and composting rate for Pendle in 2007/08 (33.7%) was below the county average (41.2%), but improving at the fastest rate in Lancashire.

79 Pendle Council (2008) *Pendle Open Space Audit*. Nelson, Pendle Council.

80 Department of the Environment, Farming and Rural Affairs (2006) *Total end-user CO<sub>2</sub> emissions per capita*. London, DEFRA.

## Our Spatial Issues: Pendle Today 3

### Connections

- 3.77** The main focus for public transport in Pendle is the new £4.5 million Nelson Interchange (Picture 3.7 'Nelson Bus-Rail Interchange') which opened in December 2008 and provides direct connections between local bus and rail services. The major provider of local bus services is Burnley and Pendle Transport (part of the Transdev Holdings). Together with other operators they provide services that link Pendle with nearby towns in Pennine Lancashire, North and West Yorkshire and Manchester, whilst National Express offer a daily service between Colne, Nelson and London.
- 3.78** Northern Rail maintains Pendle's three railway stations at Brierfield, Nelson and Colne. An hourly schedule from the terminus at Colne offers a direct service to Burnley, Blackburn, Preston<sup>(81)</sup> and Blackpool.
- 3.79** Following the closure of the railway north of Colne in 1970, three single carriageway roads - the A682, A56 and A6068 - had to bear the heavy burden of transporting goods and people over the border into Yorkshire. Since the M65 motorway reached Colne in the mid-1980s, the already high volumes of traffic on these important arterial routes has increased still further. Parts of Colne are showing a deterioration in air quality as traffic levels increase and three Air Quality Management Areas may be established in 2010. Despite this road transport (CO<sub>2</sub>) emissions within the district are amongst the lowest in the sub-region and well below both the Lancashire and UK averages.
- 3.80** Pendle Council has for many years actively pursued the construction of the A56 bypass, to take traffic away from the congested North Valley in Colne and the villages of Foulridge, Kelbrook and Earby. The scheme is a permanent feature in the top three priority road building schemes identified in the Lancashire Transport Plan but, as yet, an economically viable alignment that does not prejudice the re-opening of the Colne to Skipton railway has yet to be agreed.



**Picture 3.7 Nelson Bus-Rail Interchange**

### Conclusions

- 3.81** There is no single solution to the difficulties facing Pendle, but we must not lose sight of our strengths and build on those. We must attract new and better jobs to the area, revitalise our town centres and improve the overall quality of our housing stock if we are to overcome issues of severe deprivation in several parts of the borough. Above all we must help the members of our community to achieve their full potential, realise their personal aspirations and make a positive contribution to creating a better future for Pendle.
- 3.82** There are clearly many issues to address. But we are already making significant progress. More than six in ten residents are satisfied with Pendle as a place to live<sup>(82)</sup>. This represents a 15% increase compared to when the same question was asked in 2006/07, but is still below the scores for the county (79%) and England (80%). Satisfaction levels vary from as low as 46% in Brierfield and Reedley to 82% in Barrowford and the Western parishes.
- 3.83** The number of people who felt they belong to their immediate neighbourhood was 60%, comparable to the county and national figures, as was the figure for the number of people who felt they could influence decisions in the local area.

<sup>81</sup> Preston Station is the interchange with the West Coast Main Line, which runs between London and Scotland.

<sup>82</sup> Lancashire County Council (2009) *Pendle Place Survey 2008/09*. Preston, Lancashire County Council.

### 3 Our Spatial Issues: Pendle Today

#### Please Note

Statistical data, particularly where it is based on samples, is less reliable at smaller geographies, such as wards and Lower-layer Super Output Areas (LSOAs).

The area profiles that follow may also include comments made in response to local surveys and public consultations.

#### M65 Corridor

- 3.84** Nelson (population 28,998) is the largest town in Pendle and its administrative centre. Together with Colne, Brierfield and Barrowford it forms a densely populated urban corridor, which extends for 8km in a north-easterly direction beyond the neighbouring town of Burnley (73,021). With a combined population of almost 140,000 this extended urban area is comparable in size with Oxford, Swindon or Bournemouth.
- 3.85** Until the middle of the 19<sup>th</sup> Century only a few scattered households could be found in the countryside between Burnley and Colne. But improved transport links saw the Victorian new town of **Nelson** emerge in the latter part of the 19<sup>th</sup> Century. The town didn't officially exist until 1864, then its population doubled in size between 1881 (16,725) and 1891 (31,339). By 1911 the population had increased still further to 39,479 and its compact<sup>(83)</sup> urban form was complete. This rapid and largely unplanned growth underpins many of the issues that need to be addressed.
- 3.86** Nelson occupies the sharply rising south-eastern slope of a wide valley formed by Pendle Water and many residents can enjoy uninterrupted views across open countryside towards Pendle Hill. Although housing and industrial development has taken Nelson up to the boundaries with neighbouring Brierfield and Colne, each town retains its own identity. With no significant expansion beyond the river, the small village of Barrowford, to the north, also retains its independence.
- 3.87** Nelson remains a major focus for housing and employment. The towns appearance changed little over the years until the construction of a new Arndale Centre, in the late-1960s, replaced much of the old town centre. Although it has a relatively weak retail offer, Nelson remains the primary shopping centre for the Borough. A Masterplan for Nelson Town Centre was published in 2006<sup>(84)</sup>. The bus-rail interchange, Arts, Cultural and Enterprise Centre (The ACE Centre)<sup>(85)</sup> and an office development at Number One Market Street represent the first stages of this ambitious scheme to regenerate the town centre and the important civic quarter.
- 3.88** Former textile mills and the utilitarian terraced housing built to house their workers surround the town centre. But the town has no clearly identifiable suburbs, merely pockets of more modern housing with gardens. The result is that wealth and poverty sit side-by-side and in places this leads to the apparent segregation of the population. High density urban development means that informal green spaces within the town are limited, although Victoria Park and Marsden Park are attractive and well-used by locals.
- 3.89** With the arrival of the motorway in the early-1980s the Lomeshaye Industrial Estate, alongside Junction 12, expanded rapidly to become the towns major employment location. Today it extends to over 40 hectares and is home to more than 80 businesses, who between them employ almost 4,000 people on the estate.

83 At its widest point the town measures only 4km across.

84 Building Design Partnership (2006) *Nelson Town Centre Masterplan*. Nelson, Pendle Council.

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

## Our Spatial Issues: Pendle Today 3

- 3.90** The opening of the new Nelson Interchange in 2009 has increased the towns role as a transport hub. The new facility is served by 25 local bus services, a daily inter-city coach service to London and an hourly train service on the East Lancashire Line.
- 3.91** Immediately east of Nelson is the ancient market town of **Colne**. Only 5km from the border with West Yorkshire, the centre of the town sits atop a prominent ridge, which separates the North Valley from the South Valley. The busy A56 passes through the town centre, but the vast majority of traffic travelling east from the end of the M65 motorway into North and West Yorkshire passes through the North Valley along the busy A6068.
- 3.92** Colne is the second largest town in Pendle, and the oldest settlement of any size. As the cotton industry grew in importance in the latter part of the 19<sup>th</sup> century, the town extended down the steep sides of the ridge and industry took over the North and South valleys.
- 3.93** Today Whitewalls, close to the boundary with Nelson and Junction 14 on the M65 motorway, is the towns major employment area. The site covers almost 22 hectares and 2,000 people are employed by the 24 businesses on the estate. Also off Junction 14 is the new store for Boundary Mill. Established as a factory outlet in 1983 it has grown steadily to become the Borough's largest employer. The town centre has retained a number of independent retailers, but it is the large number of quality restaurants that line the high street, which make the town a popular night-time destination.
- 3.94** Alkincoats Park on western edge of the town, is the towns largest park. Like the more informal Ballgrove Park, on the eastern edge of the town, it is a useful starting point for several well-used walks into the open countryside.
- 3.95** At the bottom of the high street, 1km west of the town centre, the railway station is the eastern terminus of the East Lancashire Line, which runs through Nelson and Brierfield to Burnley, Blackburn, Preston and Blackpool. The route beyond Colne to Skipton, was closed in February 1970. In recent years a significant amount of housing development has taken place to the south of the town centre, on land formerly occupied by the railway.
- 3.96** The bus station in the town centre, is served by 17 local bus services and a daily coach service to London. The 'Mainline' service between Colne, Nelson and Burnley operates every 7/8 minutes during the day and every 15 minutes in the evening. Beyond Burnley the service goes to Padiham, Clitheroe or Accrington and those that pass through Colne serve Earby, Barnoldswick, Trawden or Keighley. There is also an hourly service from Skipton to Burnley via Colne.
- 3.97** To the west of Nelson is the small town of **Brierfield**, which like its neighbours expanded rapidly in the late 19<sup>th</sup> century with the growth of the cotton industry . The imposing Brierfield Mills dominates the skyline immediately west of the town centre. It is the largest of several former textile mills that line the banks of the Leeds and Liverpool Canal in this area. Some lie derelict, others are underused or have been converted to non-employment uses.
- 3.98** New estates of semi-detached and detached homes built in Reedley and Higher Reedley since the mid-1960s have gradually blurred the distinction between Brierfield and neighbouring Burnley to the south. But they have also helped the town centre to retain a number of shops and local services. In contrast much of the terraced

**Picture 3.8 Colne, from the South Valley.**



**Picture 3.9 Brierfield, from Cuckstool Lane.**



### 3 Our Spatial Issues: Pendle Today

housing surrounding the town centre is in poor condition. Under the Housing Market Renewal (HMR) programme 137 homes along Clitheroe Road were demolished in 2008 to make way for new housing.

- 3.99** Unlike the previous three towns, which all lie along the A56, **Barrowford** is situated to the north of the M65 motorway. It is a large linear village that sits astride the busy A682. This was one of the original turnpike roads into Yorkshire and as such the history of the village dates back considerably further than some of its near neighbours.
- 3.100** As its name suggests, the origins of Barrowford are based on its historic importance as a river crossing. Pendle Water flows through the centre of the village, and has flooded with catastrophic results, on several occasions in the past<sup>(86)</sup>. A new £4 million flood alleviation scheme, completed in 2006, offers protection to almost 500 homes and 18,000m<sup>2</sup> of business premises in the village.
- 3.101** Barrowford has been a centre for textile production since at least the 16<sup>th</sup> century and many weavers' cottages can still be seen in the village. By the middle of the 19<sup>th</sup> century it was second only to the nearby market town of Colne in terms of population. Fuelled by the growth of the textile industry the population continued to grow steadily through the second half of the century. By 1891 its population exceeded 4,000 and by 1911 it had reached 5,527. Together with Higherford and Carr Hall it now has a population of 6,039 and over 2,750 households<sup>(87)</sup>.
- 3.102** The first of many new housing developments was a council estate at Oaklands Farm, completed in the mid-1950s. New housing estates sprung-up at Lupton Drive, Appleby Drive and Stone Edge in the 1970's and developments at Wheatley Springs and Park Avenue followed in the late 1980's. Today Barrowford is increasingly seen as a desirable place to live, but is probably best known for the designer shops that line either side of the main road through the village.
- 3.103** Today, over two-thirds of Pendle's population (59,423) is concentrated in these four settlements. The population density across these four settlements is 2,027 people per square kilometre, almost four times the Pendle average. But in parts of the Bradley and Southfield wards in Nelson there are over 12,000 people per square kilometre<sup>(88)</sup>. These figures reflect the fact that terraced housing dominates the central parts of Nelson, Colne and Briefield. In 2006 the average house price for the area reached £103,000, but by late 2009 it was once again possible to pick up properties for under £50,000 in parts of Nelson and Brierfield.
- 3.104** The Burnley and Pendle Strategic Housing Market Assessment<sup>(89)</sup> reveals that there is a shortage of social rented housing, which is a major concern in an area where the average household income (£21,599) is significantly below the average for the remainder of the Borough (£26,000)<sup>(90)</sup>.
- 3.105** With many households having comparatively low incomes, it is not surprising that fuel poverty is also a major issue. The problem is most acute in the Whitefield ward of Nelson, where an estimated 9.1% of households are estimated to be in fuel poverty, substantially higher than both the Borough

**Picture 3.10 The White Bear, Barrowford**



<sup>86</sup> Major floods affected housing near Clough Springs and along the main street through Barrowford most notably in 1967 and more recently in 1992 and 2000.

<sup>87</sup> Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 4th June 2010].

<sup>88</sup> Office for National Statistics (2001) *Census of Population*. [online]. London, TSO. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 4th June 2010].

<sup>89</sup> Fordham Research (2008) *Burnley and Pendle Strategic Housing Market Assessment*. Nelson Pendle Council.

<sup>90</sup> CACI Ltd. (2008) *Average Income Per Household 2007/08*. [online]. London, CACI Ltd. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/income.asp?ar=pe#incomehouseholdgraph](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/income.asp?ar=pe#incomehouseholdgraph) [Accessed on 4th June 2010].

## Our Spatial Issues: Pendle Today 3

(6.6%) and national (6.1%) averages. There is some evidence that overcrowding is also an issue. For example 90% of the housing stock in Whitefield is terraced, but nearly one-third of all households contain five or more people, compared to just 6.8% nationally. The majority of people declaring a limiting long-term illness are also found in the inner urban areas of the M65 corridor and figures for life expectancy are particularly low in several inner urban wards.

- 3.106** In Nelson, Colne and Brierfield almost half of all LSOAs (16 out of 34) are ranked in the worst 10% nationally and one in the Southfield area of Nelson is in the worst 1%. This means that 29,975 residents (one-third of the Borough's population and almost half of those in the M65 corridor) live in areas where significant social issues need to be addressed. In contrast there are no LSOAs ranked in the worst 20% outside the urban areas of the M65 corridor.
- 3.107** Poor living conditions, poor health, and low educational attainment are both the causes and the results of declining housing markets, and contribute to issues with community cohesion.
- 3.108** Population decline has been most severe in the inner urban wards of Nelson, Colne and Brierfield. So these areas are the focus for Pendle's Housing Market Renewal (HMR) programme, which is working to help revitalise a number neighbourhoods in Pendle.
- 3.109** Although a small increase in Pendle's population was projected for the period 2001-2008, a small decline was anticipated across the towns in the M65 corridor. However, in 2004 there was a significant influx of economic migrants from Eastern Europe. Most were from Poland, male and aged between 18 and 34 and took up low paid employment. Most chose to live close to the centre of Nelson, but since 2008 many have left the area as the pound steadily lost value against the Euro.
- 3.110** In 2001, the Black and Minority Ethnic (BME) community accounted for 20% of the areas residents (12,609), but they are not evenly distributed throughout the area. Most are of Pakistani descent and live in just seven wards – Whitefield, Bradley, Walverden, Clover Hill and Southfield in Nelson, Brierfield and Reedley. In Whitefield the BME community accounts for 70% of all residents.
- 3.111** In 2001 the age profile for the whole of the M65 corridor was noticeably younger than the rest of the borough, with 36% under the age of 25, and two-thirds of these were under 15. This has placed increasing pressure on the education system in certain areas and the need to provide new primary schools is already being addressed.
- 3.112** At present there are 22 primary schools and 5 secondary schools in the M65 corridor. Nelson and Colne College, whose campus is situated between Nelson and Barrowford, is the main provider for post-16 education in the area – there is no grammar school or continuing sixth form centre, the nearest being in Burnley and Skipton.
- 3.113** Educational attainment levels in the M65 corridor are lower than the Pendle average and considerably lower than the rest of Pendle. In 2004, only 38% of 15 year olds attained five or more GCSEs, at Grade C or above, compared to 46% in Pendle, 55% in West Craven and 61% in the rural areas of Pendle.
- 3.114** The rapid development of the area during the industrial revolution has left a legacy of large manufacturing premises (mills and factories), situated amongst large tracts of terraced housing. In recent years, many of these premises have become vacant as they are no longer ideally suited to modern working practices. In part, restructuring of the market for employment land took place with the development of industrial estates at Whitewalls and Lomeshaye, in the 1980s and 1990s. Subsequently, many of the vacated mills have been redeveloped for commercial, or more often, residential use, though some remain in derelict a state.

### 3 Our Spatial Issues: Pendle Today

#### West Craven Towns

- 3.115** The market town of Barnoldswick (10,859) and the village of Earby (4,348) dominate the low-lying rural area of West Craven in the north of the Borough. Geographically the area arguably has more in common with the Yorkshire Dales than Pennine Lancashire. Unlike the rest of Pendle, most of the areas streams and rivers drain towards the Humber and the North Sea rather than west towards the Ribble estuary.
- 3.116** In 2006 the average house price (£129,012) was marginally higher than the rest of Pendle, but the rate of growth between 2005 and 2006 was slower. Terraced housing predominates, but new semi-detached and detached homes have been constructed since the 1960s.
- 3.117** Relatively poor connectivity with the rest of Pendle helps to reinforce feelings of isolation from the rest of Lancashire. The railway line from Colne to Skipton, which had stations at Foulridge and Earby closed in January 1970. Almost all transport uses the busy A56, which is one of only two arterial routes that extend east from the end of the M65 at Colne. The A56 connects with the A59 near Skipton and is heavily used by private and commercial vehicles, many travelling onwards towards the A1. The construction of a new 'relief' road is regarded as a priority by Pendle Council. Barnoldswick and Earby are served by 13 and 6 local bus services respectively, but the nearest National Express coach services run from Colne and Skipton.
- 3.118** Barnoldswick is the largest town in England not situated on a major (A Class) road. Although a new two mile link to the A56 was constructed in 1935, the town remains somewhat inaccessible from large parts of West Craven. As such the village of Earby has retained a number of local services.
- 3.119** The majority of trips into Barnoldswick (over 70%) tend to be from within Pennine Lancashire, many originating in the towns of Earby, Nelson, Colne and Burnley<sup>(91)</sup>. This can be attributed to the fact that it is home to two high profile businesses; Rolls-Royce and Silentnight Beds, both of which have large manufacturing facilities in the town. Over half of the 4,500 people who work in Barnoldswick are employed in the manufacturing sector, compared to only 11% nationally<sup>(92)</sup>. Barnoldswick has the highest proportion of jobs in skilled trades (21%), when compared to other towns of similar stature in rural Lancashire. But many of these positions, like those for managers and senior officials in professional occupations, represent a significant inflow of workers.
- 3.120** With 28% more outflow than inflow journeys<sup>(93)</sup> the town is a net exporter of wealth, with a significant outflow in the 'second-tier' income occupations, such as professional, administrative and secretarial occupations. Outflow traffic tends to mirror the inflow, although Skipton, Gargrave and destinations in West Yorkshire have a larger significance (40% of journeys finish in Yorkshire and 53% in Pennine Lancashire). Unlike other towns in Pennine Lancashire, Greater Manchester has very little significance as a destination for journeys from Barnoldswick.
- 3.121** Over 50% of the local population travel more than 5km to work, compared to only 36% in the M65 corridor. Fewer people travel to work by public transport, but a higher number (12.8%) walk to their place of employment.
- 3.122** Many of the social issues identified in the M65 corridor are not observed in West Craven. The West Craven towns rank much lower in the Index of Multiple Deprivation. This is reflected in a significantly higher average household income (£28,908), the fact that the majority of 15 year olds achieve 5+

91 Rural Innovation (2004) *The Lancashire Pathfinder*. Clitheroe, Lancashire Rural Futures.

92 Office for National Statistics (2008) Annual Business Inquiry, 2007. [online] London, TSO. Available from [http://www.lancashire.gov.uk/office\\_of\\_the\\_chief\\_executive/lancashireprofile/areas/employment.asp?ar=pe](http://www.lancashire.gov.uk/office_of_the_chief_executive/lancashireprofile/areas/employment.asp?ar=pe) [Accessed 4th June 2010].

93 Rural Innovation (2004) *The Lancashire Pathfinder*. Clitheroe, Lancashire Rural Futures.

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A\*-C grade GCSEs (56%) and a lower rate of unemployment (only 1.3% are claiming benefits). General levels of ill health are also lower than in the M65 corridor, although they are still reasonably high with 19.5% of the population having a limiting long-term illness.

- 3.123** The town centre retains a mix of independent retailers with one edge of centre supermarket.

### Rural Areas

- 3.124** Rural Pendle is home to over 17,000 people, the vast majority living in several large villages centred on former textile mills (i.e. Foulridge, Fence and Trawden).
- 3.125** Those lying in the shadow of Pendle Hill are within the Forest of Bowland Area of Outstanding Natural Beauty and attract tourists from far and wide due to their association with tales of witchcraft from the 15<sup>th</sup> century. To the south alongside the busy A6068, which connects with Junctions 8 and 13 on the M65, properties in the villages of Fence and Higham are much sought after by commuters. The same is also true for the villages of Blacko, Foulridge and Laneshaw Bridge, which are situated on the A682, A56 and A6068 respectively.
- 3.126** Sheltering beneath Boulsworth Hill, in the south-east corner of the borough, the former industrial village of Trawden, and the tourist honey-pot of Wyoller mark the start of the South Pennine Moors. This largely impenetrable area of blanket bogs is internationally recognised for its diverse plant communities and as an important breeding ground for upland birds.
- 3.127** In the smaller villages and hamlets, farming remains the primary focus, although tourism is increasingly important (i.e. Barley, Bracewell and Wyoller). Population density is very low, with only 250 people per square kilometre. As a result, accessibility to services is a significant issue with the average distance to a General Practitioner (GP) being 1.8km and to a supermarket or convenience store 2.3km.
- 3.128** A significantly greater proportion of residents are aged 45-64, although there is no noticeable difference in those over the age of 65. Educational achievement is higher than elsewhere in the Borough; with 61% 15 year olds achieving 5+ A\*-C grades at GCSE.
- 3.129** A greater proportion of residents work outside Pendle, with 26% travelling more than 10km to their place of work. However, 11% of residents, compared with just 7% in both of the urban areas, work from home. Those who do travel to work, do so by car or van, 46% compared to 31% and 36% in the M65 corridor and West Craven towns respectively areas.
- 3.130** The Leeds and Liverpool Canal is a major feature and attraction. New marinas have recently opened at Reedley and Salterforth. The locks at Barrowford and Greenberfield mark the start / finish of the summit level. With its breathtaking views across open countryside, the mile long tunnel and wharf at Foulridge and historic Anchor Inn at Salterforth, this stretch of canal is a popular destination for boat trips and walkers. The many reservoirs that feed the canal are popular with water sports enthusiasts and a haven for local wildlife. But it is simply the opportunity to take gentle walks in the beautiful countryside that is the areas greatest attraction.
- 3.131** The quality and importance of the countryside is reflected in the fact that one-third of the Borough is protected by an international, national or local environmental designation. The vast majority of these sites are in the rural areas. Some 1,542 hectares of the South Pennine Moors (9.1% of the Borough total) 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 regarded as an Area of Outstanding Natural Beauty (Forest of Bowland AONB) and 1,514 hectares (9.0%) is worthy of protection as a Biological Heritage Site (BHS), Geological Heritage Site (GHS), Site of Local Natural Importance (LNI) or Local Nature Reserves (LNR).

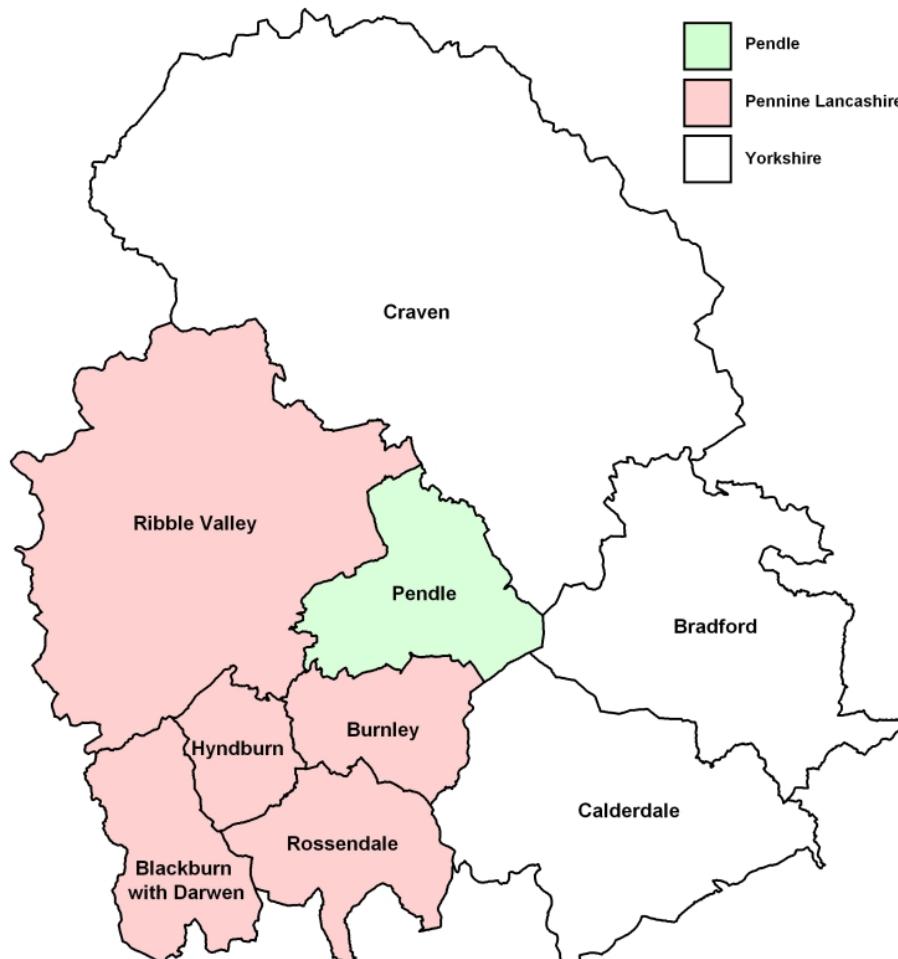
### 3 Our Spatial Issues: Pendle Today

- 3.132** Regular bus services run along the A56 through West Craven and to the east of Colne along the A6068 towards Keighley. Trawden is also well served by local buses, but only the Pendle Wayfarer serves the Pendleside villages. The intermediate stations on the Colne to Skipton railway line, at Foulridge and Earby, closed on 5<sup>th</sup> January 1959 and 2<sup>nd</sup> February 1970 respectively.

#### Cross Boundary Issues

- 3.133** Pendle is bordered by six other local authorities (Figure 3.3). Our strongest links are with Burnley, with whom we share a housing market area, and Ribble Valley, who like Pendle and Burnley are an integral part of the Pennine Lancashire sub-region. The Pennine Lancashire authorities share many of the same characteristics, in particular a dependence on the manufacturing industry. Officers and councillors from each of the six authorities meet on a regular basis and collectively they have produced a spatial guide to help ensure that the Core Strategies in each authority compliment each other and help to build a stronger sub-region.
- 3.134** We also have strong links with the authorities in Yorkshire. Prior to 1974 the northern part of Pendle around Barnoldswick and Earby was part of Craven and governed by North Yorkshire. Many of our residents use Airedale Hospital near Keighley. This lies within Bradford, who together with Calderdale to the south, collaborate with Pendle in the management of the South Pennine Moors.
- 3.135** This brief snapshot illustrates that it is essential for Pendle to work in partnership with all of its neighbours. Several evidence base studies for our Local Development Framework (LDF) have already been prepared in collaboration with our neighbours, looking at issues as diverse as at housing, renewable and low carbon energy and other infrastructure requirements.

**Figure 3.3 Pendle in context**



## Our Spatial Issues: Pendle Today 3

### Spatial implications

- 3.136** This spatial portrait illustrates the diversity of Pendle in terms of both its physical make-up and key socio-economic factors. The areas key assets are derived from its natural and built heritage, which together provide diverse and distinctive rural and urban landscapes. Spatial planning will ensure that those features that give Pendle its distinctive character are protected and enhanced.
- 3.137** Although Pendle lies astride a historically important route between Lancashire and Yorkshire, today it suffers from relatively poor connectivity with neighbouring areas. Whilst Dr. Richard Beeching may have spared the railway line between Colne and Skipton, it closed only a few years later. Then in the 1980s the decision was taken to terminate the M65 motorway at Colne rather than carry-on through into Yorkshire. As a result Pendle is effectively at the end of the Pennine Lancashire cul-de-sac, and only its road connections to the west being regarded as adequate to help meet its future needs. If Pendle and Pennine Lancashire are to realise their full potential, the issues of poor connectivity will need to be addressed, so that growth can be achieved in a sustainable manner.
- 3.138** The Pennine Lancashire authorities are already working together to secure economic growth and address economic disparities. But, recent figures demonstrate that the recession is widening the gap between the sub-region and the nation in terms of Gross Value Added by businesses, higher unemployment rates and falling numbers of employee jobs. Spatial planning will be a key tool in addressing these disparities and facilitating economic recovery.
- 3.139** Spatial planning must also address how future housing requirements can be met in the most sustainable manner in supporting economic growth and recovery, and assisting Housing Market Renewal and restructuring initiatives. It will also need to help reduce disparities in housing quality and affordability across the Borough and to consider how the infrastructure necessary to support housing, economic and population growth will be delivered.

### Our Key Issues

- 3.140** Pendle has many benefits, but there are a number of major challenges we need to address. Early public consultation on the Core Strategy, which also informed the preparation of the Sustainable Community Strategy (SCS), identified a wide range of issues that the people of Pendle want to see addressed.
- 3.141** The spatial portrait has combined the long list of issues identified in the SCS with the available evidence to draw out the key spatial issues to be addressed through this Core Strategy. The spatial profile for Pendle reveals the following key issues
- Address an estimated population growth of 4.9% to 2026.
  - Accommodate an estimated growth in household spaces of 17% to 2026; in particular a rise in single households.
  - Cater for the needs of an ageing population
  - Consider the implications of a reduction in the working age population
  - Regenerate brownfield (previously developed) land.
  - Support the growth and diversification of the local economy.
  - Improve access to employment opportunities.
  - Reduce worklessness and deprivation.
  - Regenerate housing in the inner urban areas
  - Improve the thermal efficiency of homes to help reduce levels of fuel poverty.
  - Improve the health of children and young people.
  - Increase levels of educational attainment and skills within the workforce.
  - Address issues relating to community cohesion.
  - Improve transport linkages, both within and outside the borough.
  - Protect our valuable natural and built heritage.

### 3 Our Spatial Issues: Pendle Today

**3.142** All of these issues can be addressed under the following four headings, which will be the primary focus for spatial interventions in Pendle:

1. To protect and enhance the built and natural environment, managing the causes and impacts of climate change.
2. To deliver a range and mix of housing appropriate to the needs of the Borough.
3. To create a strong and dynamic economy.
4. To address our infrastructure requirements, creating sustainable urban and rural communities.

## Our Spatial Vision: Pendle Tomorrow 4

# 4 Our Spatial Vision: Pendle Tomorrow

## Introduction

- 4.1** In Pendle people and places matter. We want to unlock our potential, to create confident, creative, healthy, fair and thriving communities, whilst safeguarding our heritage and natural environment.
- 4.2** The driving forces behind this ambition are the sustainable community strategies for Lancashire and Pendle.

## Ambition Lancashire

- 4.3** Ambition Lancashire is the Sustainable Community Strategy for Lancashire. It looks to the future and describes what we want to achieve for the county by the year 2025.
- 4.4** First produced in 2005, Ambition Lancashire is not intended to be a static document. Changing circumstances need to be monitored and the strategy reviewed periodically to keep it focused on key issues and priorities.
- 4.5** As a result it was subsequently updated in 2008. Although the vision and ambitions were reviewed, much of the original broad framework set out in the strategic vision in 2005 was still felt to be relevant.

## Our Pendle Our Future

- 4.6** Pendle Partnership is the Local Strategic Partnership (LSP)<sup>(94)</sup> for Pendle. Its members share the same goals and ambitions for the future of the area. They meet regularly and work together to help improve the quality of life for everyone in Pendle.
- 4.7** In Our Pendle Our Future: Pendle's Sustainable Community Strategy (SCS), we set out our shared vision for the future of Pendle:
 

"We want Pendle to be a place where quality of life continues to improve and where people respect one another and their neighbourhoods. We want Pendle to be a place where everyone aspires to reach their full potential. We want to be recognised locally regionally and nationally as a great area to live, learn, work, play and visit."
- 4.8** Our Core Strategy will deliver the spatial objectives of the Pendle SCS. All future strategies, planning policies and action plans will flow from the Core Strategy, in order to help us achieve our vision for Pendle.
- 4.9** There is a general acceptance that this vision genuinely represents the community's aspirations. But, it is necessary to supplement this broad vision to illustrate our long-term spatial vision for Pendle, to 2026 and beyond. This is particularly relevant in terms of the economic health, character and sustainable development elements, in pursuance of the overall quality of life objectives from the land use and spatial planning perspectives.
- 4.10** We want to see a District where the focus of managing change is constructive and proactive rather than purely negative around the adverse impacts of development. We believe we will need to plan positively and in an integrated way in order to address the issues facing the District and to meet local needs. The intention should be to create certainty as far as possible but to remain innovative in the approaches adopted. There is a need to stretch normal expectations in order to nurture and enhance the physical and environmental assets of the area for the benefit of its existing and future residents.

<sup>94</sup> An LSP is a multi-agency body, which brings together organisations from the public, private, community and voluntary sectors

## 4 Our Spatial Vision: Pendle Tomorrow

### Our Vision For Pendle

- 4.11** By 2026 Pendle will be a dynamic and beautiful location with a commitment to carbon reduction. Improved links across the Pennines and south to the Manchester City Region will support a growing business sector and help to create accessible sustainable communities that are attractive places to live, learn, work, play and visit.
- 4.12** In the M65 corridor an expanded office and business sector has diversified the economic base and helped to foster growth in the established manufacturing sector. Improvements in education and training have created a more knowledgeable and skilled workforce, generated increased entrepreneurial activity and attracted new business opportunities to the area. This new employment underpins increased shopping activity in a revitalised Nelson town centre, which is complemented by the attractive retail and leisure destination of Colne. A balanced housing market offers an appropriate mix of good quality housing, providing for affordable homes and aspirational moves. A greener urban environment, and improved public realm, enhance the setting of our heritage assets and encourage residents to live more healthy and active lifestyles.
- 4.13** A better connected West Craven will have stronger links with the M65 Corridor, helping to support existing businesses and facilitate the diversification of the local economy. Improved connectivity will ensure that Barnoldswick continues to be a focus for advanced manufacturing centred on the aerospace industry.
- 4.14** Protecting and enhancing our high quality landscapes will see Rural Pendle become an increasingly attractive destination for tourism and leisure. The diversification of traditional agricultural practices and the establishment of new rural industries will create new employment opportunities. Improvements in broadband will enable the electronic delivery of services in remote rural areas and facilitate home-working. New affordable housing will allow young people to live in the communities where they were brought up. These initiatives will support additional facilities and improved service provision in our larger villages, reducing the need to travel and creating sustainable rural communities.

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

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

#### Introduction

- 5.1** Strategic objectives are the link between the spatial vision and the spatial strategy<sup>(95)</sup>. They identify the key issues that need to be addressed locally, they say what needs to happen if we are to successfully deliver our vision for the future, and in doing so they provide the broad direction for the more detailed spatial strategy and spatial policies that follow.

#### Draft Strategic Objectives

- 5.2** At the Issues and Options stage we identified eleven strategic objectives for Pendle (see below) and asked you for your comments.
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. 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.
  4. Respond to the causes and potential impacts of climate change through a process of mitigation and adaptation.
  5. Deliver quality housing that is both appropriate and affordable, contributing to the creation of a balanced housing market.
  6. Strengthen the local economy by facilitating growth that supports economic diversification and rural regeneration.
  7. Increase the choice, variety and quality of the retail offer and promote uses that contribute to the creation of a well-balanced, safe and socially inclusive night-time economy in our town centres.
  8. Reduce inequalities by ensuring that the provision of community, education and healthcare facilities and their services are fully accessible.
  9. Protect, enhance and improve access to our green open spaces, sports and recreation facilities to promote active and healthier lifestyles.
  10. Ensure new development respects our built heritage and areas of the countryside which are valued for their contribution to landscape character, or biodiversity.
  11. Deliver a safe, sustainable transport network that improves both internal and external connectivity, reduces the need to travel by car, supports long-term growth and contributes to an improved environment.

#### Agreed Strategic Objectives

- 5.3** Based on the responses we received, minor changes were made to Strategic Objectives 1, 6, 9 and 10. The eleven strategic objectives for the Pendle Core Strategy, as revised, are shown on the following pages.
- 5.4** These strategic objectives seek to deliver the spatial requirements of our Sustainable Community Strategy (Figure 5.1). They will be delivered through the spatial strategy (Chapter 6) and the spatial policies (Chapters 8, 9, 12, 13 and 14), as set out in this Core Strategy, and other documents in the statutory Development Plan for Pendle.

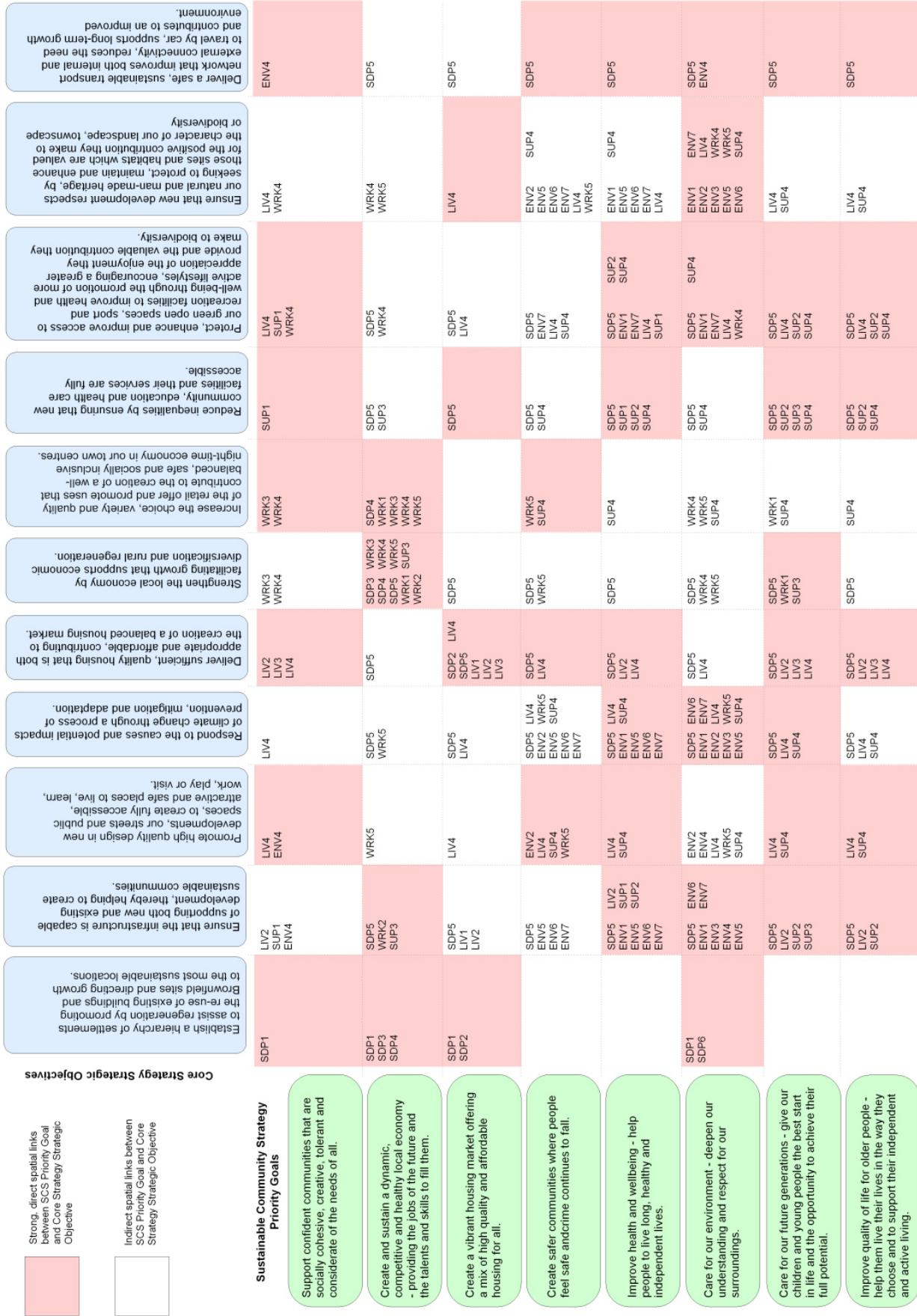
## 5 Our Strategic Objectives: What We Need To Do

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

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

Our Strategic Objectives: What We Need To Do 5

**Figure 5.1 SCS Priority Goals and Core Strategy Strategic Objectives**



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

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

#### Introduction

- 6.1** This chapter sets out our Spatial Strategy, by considering where and how new development will be delivered in Pendle. Its overarching policies set out the general principles that will underpin the LDF policies used to guide development in Pendle to 2026.
- 6.2** If we are to successfully deliver sustainable development in Pendle, it is important to understand the wider geographical context in which our strategy is set. We also need to be aware of the impact that meeting our local needs may have on the global environment.
- 6.3** The Government's Strategy for sustainable development is detailed in Securing the Future<sup>(96)</sup>. This identifies four guiding principles:
1. Promoting sustainable patterns of production and consumption (i.e. achieving more with less).
  2. Meeting the challenge of climate change and energy production.
  3. Creating sustainable communities and a fairer world.
  4. Protecting our natural resources and enhancing the natural environment.
- 6.4** These guiding principles are reflected in the eight priority goals of the Pendle Sustainable Community Strategy and the eleven strategic objectives in this Core Strategy.

#### Our Spatial Strategy

- 6.5** If we are to successfully deliver our Vision for the future of Pendle we need to set out and follow, as closely as possible, a clear strategy showing where and how we will deliver our Strategic Objectives. This Spatial Strategy identifies the key changes that will take place in each of our three spatial areas and broadly outlines how the Borough will be transformed over the next 15 years.

#### Spatial Strategy

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

Our strategy considers the role of the three clearly identifiable spatial areas in Pendle, namely the M65 Corridor, the West Craven Towns and Rural Pendle. Within each of these areas there are a range of different sized settlements, and each performs a different function. The interactions between these spatial areas, and the settlements within them, have made Pendle the place it is today and are the key factors in shaping the place it will become in the future. This Spatial Strategy sets out how these places will change over the next 15 years, to help deliver a better future for Pendle and its residents.

#### M65 Corridor

The M65 Corridor comprises four adjoining settlements: Nelson, Colne, Brierfield and Barrowford. Over the next 15 years the majority of development will be directed towards this area to meet demand and support regeneration. Improvements to the transport network together with new housing and employment opportunities will help to support the economic growth in this densely populated corridor.

## Our Spatial Strategy: Where and How We Will Deliver 6

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

Barrowford will play a supporting role to the larger towns of Nelson and Colne, by offering an up-market niche retailing experience. New employment opportunities, such as those provided by the Riverside Business Park, will be key to the growth in the M65 Corridor. The development of housing, retail and other services in Barrowford will be on a scale appropriate to its size and function.

### **West Craven Towns**

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

The Rolls-Royce plants in Barnoldswick are an important focus for the large concentration of high value advanced engineering businesses throughout Pennine Lancashire. Their continued presence and future success is vital for both the sub-regional and local economy. Supporting investment in the advanced manufacturing sector does not diminish the need to further diversify the local economy and ensure that it is more resilient to any future economic downturns. Existing employment sites offer redevelopment potential and a limited amount of new housing will help to support the projected population growth in the town.

In West Craven, Earby, like Barrowford in the M65 Corridor, will play a supporting role to its larger neighbour. Opportunities exist at the West Craven Business Park for additional employment on a scale appropriate to the size of the town. New housing and retail development will be limited to support the projected levels of employment and population growth.

### **Rural Pendle**

A number of villages and hamlets are located in the rural belt that separates the M65 Corridor from the West Craven Towns. Here the strategy focuses on the protection of the areas natural and built heritage, developing sustainable tourism, supporting farm diversification and meeting local needs. The Rural Areas will see limited growth with development in the open countryside further restricted by Green Belt and AONB designations.

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

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

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

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

#### Introduction

- 6.7** The role and function of our towns and villages is one of the most important factors to consider when we look at where new development should be located.
- 6.8** We need to identify those areas that offer the opportunity for future growth. To do this effectively we must consider the existing level of service provision<sup>(97)</sup>, the infrastructure capacity<sup>(98)</sup>, sites with development potential<sup>(99)(100)</sup> and environmental constraints in each area across the borough. Together this information will highlight those areas where there is capacity for growth and where restraint may be prudent.

#### Context

- 6.9** Pendle is one of 14 local authorities within the sub-region of Lancashire and one of six local authorities in the Pennine Lancashire sub-area. When looking at the growth and development of Pendle consideration must be given to the impact it will have on surrounding areas.
- 6.10** A settlement hierarchy is used to arrange settlements in order of their importance in terms of size and function, the level of services and facilities they provide and the catchment area that they serve.
- 6.11** Planning Policy Statement 1 requires local authorities to plan for sustainable development. Settlement hierarchies can help to do this by determining where new development should be located. They can help to promote sustainable communities by ensuring new development is located close to services and facilities thereby reducing the need to travel.
- 6.12** The Land Use Consultants report<sup>(101)</sup> on the roles and functions of Key Service Centres in the North West along with the Pendle Sustainable Settlements Study provides the key evidence base for determining the Settlement Hierarchy for Pendle. These studies have assessed the towns and villages in Pendle by looking at demographic data, the level of current services and facilities, environmental factors, and the availability of sites.
- 6.13** An infrastructure study has also been prepared which provides baseline data on the existing capacity and provision of a range of infrastructure. This report includes details of planned future infrastructure projects, funding costs and delivery timescales. This information can be used to show where new infrastructure will be targeted and those areas where there may be potential problems. It is therefore an important document to help plan where and when new development should occur.
- 6.14** All this information has been used to consider each settlement in context and look at how they function individually and together.

#### Strategy

- 6.15** Policy SDP1 sets out the locational priorities and development principles in order to help achieve sustainable growth in Pendle. The existing provision of services and facilities in our towns and villages, and the capacity and potential for them to provide additional services, has been carefully considered to determine the settlement hierarchy for Pendle. Taking account of the levels of development over the plan period and the information contained in the Infrastructure Study, there should be no major infrastructure constraints to the growth strategy.

97 Pendle Council (2008) *Sustainable Settlements Study*. Nelson, Pendle Council.

98 Pendle Council (2010) *Pendle Infrastructure Study*. Nelson, Pendle Council.

99 Pendle Council (2008) *Strategic Housing Land Availability Assessment*. Nelson, Pendle Council.

100 Pendle Council (2008) *Employment Land Review*. Nelson, Pendle Council.

101 Land Use Consultants *The North West Key Service Centres – Roles and Functions* (2006) Bristol.

## Our Spatial Strategy: Where and How We Will Deliver 6

- 6.16** The Council's preferred settlement hierarchy is detailed in Policy SDP1 and this should be used to guide all decisions on the location of new development; both strategically in this Core Strategy and other DPDs and also when determining individual planning applications. The settlement hierarchy divides the towns and villages of Pendle into four categories:
- Key Service Centres;
  - Local Service Centres;
  - Rural Service Centres; and
  - Rural Villages.
- 6.17** The functions of these different tiers of settlement are explained below. The settlements in the M65 Corridor and West Craven Towns are divided into Key or Local Service Centres whereas in the Rural Areas the villages are split into Rural Service Centres or Rural Villages. In both cases the higher tiered settlements provide the main functions and services for an area and the lower tiered settlements play a supporting role.
- 6.18** Key Service Centres essentially provide the main facilities and services that are needed by the local population as well as providing support to the surrounding rural hinterlands. The accessibility of these towns and the current level of services provide a good base for future development.
- 6.19** Local Service Centres provide a level of service which is appropriate to the size of the settlement and local population i.e. they have a range of shops and facilities which provide for everyday needs but do not necessarily have the more specialised services or variety of shops which are found in the Key Service Centres.
- 6.20** The villages in the rural area of Pendle perform different functions and can be broadly divided into two groups: i) Rural Service Centres and ii) Rural Villages. The Rural Service Centres are slightly larger in size than the Rural Villages and often have more facilities available to the local population. The Rural Villages are smaller in size both in terms of population and physical area. They may have only a few services and are dependent on the neighbouring Rural, Local or Key Service Centres to provide for their needs.
- 6.21** Policies SDP2-SDP4 look in more detail at the different types of development (e.g. housing, employment and retail) and where they should be located i.e. the spatial distribution of development. The key to sustainable growth is to ensure that these different types of development are located in the places where they are needed. Although they are considered within their own individual policies, they clearly need to have consideration to the general locational principles set out in Policy SDP1 and be related to each other (e.g. the location of new housing needs to take account of where new employment is to be developed and vice-versa).
- 6.22** Proposals for new community facilities will be expected to have regard to the locational priorities especially in terms of the scale of development. Policy SUP1 sets out the approach to how developments of new communities facilities will be distributed across Pendle.
- 6.23** Development outside of the defined towns and villages will, in most cases, be restricted to help protect the open countryside and landscape setting. However, it is recognised that there will be situations where development in the defined open countryside will be necessary and appropriate. Policies in the Core Strategy and other DPDs will set out the exceptions where development in the open countryside is considered to be acceptable. National policy highlights the importance of landscape character and this should be protected as a first priority. Further guidance is contained in Policy ENV1.

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

### Policy SDP 1

#### Spatial Development Principles

Proposals for development will be supported in the settlements listed below provided that they are of a nature and scale that is proportionate to the role and function of that settlement.

The following list provides the established settlement hierarchy for Pendle and indicates the different levels of centre that are found in the Borough.

##### 1. Key Service Centres

- Nelson (including Brierfield)
- Colne
- Barnoldswick

##### 2. Local Service Centres

- Barrowford
- Earby

##### 3. Rural Service Centres

- Fence
- Foulridge
- Kelbrook
- Trawden

##### 4. Rural Villages

- Barley
- Blacko
- Higham
- Laneshawbridge
- Newchurch-in-Pendle
- Salterforth
- Sough
- Spen Brook
- Roughlee and Crow Trees

All proposals must be within a settlement boundary as defined on the Proposals Map. Development in the designated open countryside (i.e. outside of the settlement boundaries) will generally not be permitted. There may be exceptions to this where schemes support rural diversification. These are set out in other policies in the Core Strategy and in other DPDs.

## Our Spatial Strategy: Where and How We Will Deliver 6

### Monitoring and Delivery

<b>Strategic Objectives</b>	1
<b>SCS Priority Goals</b>	1, 2, 3, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver development in accordance with Settlement Hierarchy.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>% of new development delivered at each hierarchy level.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Private Developers, PEARL2, Lancashire County Council, Regenerate Pennine Lancashire, other development partners.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Land-use Allocations and other AAP DPDs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 1: Delivering Sustainable Development</li> <li>The North West: Key Service Centres - Roles and Functions</li> <li>Pennine Lancashire Spatial Guide</li> <li>Pennine Lancashire: A Local Development Strategy 2009-2013</li> <li>Pendle Sustainable Settlements Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Concentration (Issue 1a - Option 1)	This option is closely aligned to the proposed approach. However, Nelson and Brierfield are considered to have important interconnections in terms of employment, housing, education and retail. Therefore the proposed approach considers these two settlements together as a key service centre. The concentration option does not recognise the role of the rural service centres as potential hubs for the rural hinterlands. The proposed option does not identify the rural hamlets as they are not considered to be areas where development should take place.
Regeneration (Issue 1a - Option 2)	This option would see the concentration of development in the M65 Corridor. This option demoted the role of Barnoldswick and similarly to the Concentration option did not acknowledge the role of the rural service centres. The rural hamlets were also included as a tier in this option. This option received support from the consultation and the Sustainability Appraisal, however, the proposed approach takes forward elements of all three options to present a combined option which aims to meet the needs of the whole community.
Dispersal (Issue 1a - Option 3)	This option is closely aligned to the proposed approach recognising the importance of Barnoldswick as a Key Service Centre and Brierfield's interrelationship with Nelson. It also recognises the Rural Service Centres within the hierarchy. However, the identification of the rural hamlets within the hierarchy is not considered appropriate as growth in these areas cannot be justified.

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

### Housing Growth and Distribution

#### Introduction

**6.24** This section looks at where and how new housing should be distributed across Pendle during the plan period. The amount of new housing is considered in Policy LIV1.

#### Context

**6.25** There are a number of key factors that have influenced where new housing will be located. These include:

- Sustainable growth approach - the areas of the borough we have identified for new development i.e. the settlement hierarchy.
- Regeneration - the areas of the borough in need of regeneration and the affect new housing will have on this regeneration.
- Housing need - the areas of the borough that are most in need of new housing.
- Availability of land - the areas of the borough that have land available for new development.
- Infrastructure capacity and provision.
- The location of employment, transport, services and facilities, and planned future locations of such developments.

#### Strategy

**6.26** The housing distribution is set out in Policy SDP2. The distribution percentages have been calculated looking at past housing completion rates, population distribution and availability of land. These figures have then been adjusted to take account of the qualitative information mentioned above<sup>(102)</sup>. In particular the infrastructure capacity of each area to cope with the proposed levels of housing development have been taken into account. Policy LIV1 specifically looks at the amount of housing to be built and the timescales for delivery by providing a phasing programme. This coupled with the proposed distribution in Policy SDP2 aims to meet the housing needs of the borough in the right place at the right time.

**6.27** The housing distribution is shown as percentages to allow flexibility in terms of changing housing provision figures over the lifetime of the plan.

### Policy SDP 2

#### Housing Distribution

New housing should be located in order of priority in line with the settlement hierarchy in Policy SDP1 and read in conjunction with Policy LIV1 on housing provision.

Over the plan period the following percentage distribution of new housing should be achieved:

Area	Settlement	% of total new housing to be provided	Area percentage totals
M65 Corridor	Nelson	30	71
	Colne	25*	
	Brierfield	10	

102 Further information on how the percentage distribution has been calculated is contained in the Housing Technical Paper

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<b>Area</b>	<b>Settlement</b>	<b>% of total new housing to be provided</b>	<b>Area percentage totals</b>
	Barrowford	6	
West Craven Towns	Barnoldswick	10	16
	Earby	6**	
Rural Areas	Rural Service Centres <sup>(103)</sup>	6**	13
	Rural Villages <sup>(104)</sup>	7**	

\*In Colne the distribution may be restricted in the latter part of the first five year period unless capacity issues at the Waste Water Treatment Works are resolved.

\*\*In the settlements of Earby, Foulridge, Kelbrook, Sough and Salterforth the capacity of the Waste Water Treatment Works may alter this distribution in the first five year period. Development will be limited to brownfield sites where there is sufficient infrastructure capacity to support the proposed development.

### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 5
<b>SCS Priority Goals</b>	3
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver housing provision in accordance with the spatial distribution by settlement and spatial area.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Percentage of new dwellings granted planning permission in each settlement and spatial area.</li> <li>Percentage of new dwellings developed in each settlement and spatial area.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Private Developers, PEARL2, Regenerate Pennine Lancashire, Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Land-use Allocations and other AAP DPDs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 3: Housing</li> <li>Pendle Strategic Housing Land Availability Assessment</li> <li>Pendle Infrastructure Study</li> </ul>

### Options appraisal summary

<b>What other options were considered?</b>	<b>Comment</b>
Focus new housing development in the Key Service Centres. (Issue 1b - Option 1)	This approach would restrict housing development elsewhere in the borough and may reduce the ability to meet the needs of the population. A combined approach of several options has been

103 In rural service centres the % of new housing should be distributed equally amongst the four settlements

104 In the rural villages the % of new housing should be distributed equally amongst the eight settlements taking account of need etc

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

What other options were considered?	Comment
	proposed which will ensure needs are met while having regard to the regeneration aims of the council, land supply and infrastructure capacity.
Concentrate new housing development in the Key Service Centres, Local Service Centres and Rural Service Centres. (Issue 1b - Option 2)	The proposed approach closely follows this option. Although some allowance has been made for development in the rural villages to meet local needs. A combined approach of several options has been proposed which will ensure needs are met while having regard to the regeneration aims of the council, land supply and infrastructure capacity.
Concentrate new housing development in areas of regeneration need. (Issue 1b - Option 3)	The proposed approach acknowledges the need to concentrate new housing in the regeneration areas, hence the larger allocations to Nelson and Colne. However, new housing is also needed in the north of the borough and rural areas and therefore an appropriate allocation has been distributed to these areas.
Balance the distribution of new housing by directing it to areas where there is a proven need. (Issue 1b - Option 4)	The proposed approach takes account of the areas in housing need, but also considers issues of regeneration, land supply and infrastructure capacity.
Distribute housing evenly across the borough. (Issue 1b - Option 5)	This option would not accord to the principles of sustainable development. The proposed approach aims to ensure that the needs of the area are met while having regard to the regeneration aims of the council, land supply and infrastructure capacity.
Concentrate new housing where demand is strongest. (Issue 1b - Option 6)	This option would not accord to the principles of sustainable development. The proposed approach aims to ensure that the needs of the area are met while having regard to the regeneration aims of the council, land supply and infrastructure capacity.

# Our Spatial Strategy: Where and How We Will Deliver 6

## Employment Growth and Distribution

### Introduction

- 6.28** This section looks at where and how new employment should be distributed across Pendle. The amount of new employment land to be provided is considered in Policy WRK2.
- 6.29** The distribution of new employment development is an important factor in our drive to deliver sustainable development solutions. Siting employment opportunities close to where they are most needed, and in locations that are highly accessible to the local population, is a key to achieving this objective as it helps to reduce the need for people to travel.

### Context

- 6.30** Evidence of the need and demand for employment land is outlined in the Pendle Employment Land Review (ELR). This indicates that there is a shortfall of employment land in the southern part of the borough along the M65 Corridor and that there is a small oversupply in West Craven to the north.
- 6.31** A number of factors have been considered in determining the proposed distribution of new employment development. These include:
1. Achieving Sustainable Growth
    - Focus new development on those areas of the borough that have been shown to have the potential for future growth, as reflected in the settlement hierarchy Policy SDP1.
  2. Meeting Future Demand
    - Evidence from the regional and sub-regional economic development strategies and the Pennine Lancashire Multi Area Agreement (MAA), together with an analysis of the locational requirements of local businesses, in each of the three spatial areas, has been used to indicate where in Pendle the demand for employment land is likely to be most acute.
    - Locational analysis of past completions for employment developments.
    - Consideration of the age profile of the current population, in particular the future distribution of people of working age across the borough.
  3. The Availability of Employment Land
    - An assessment of the land currently available for employment uses, based on the findings of the Pendle ELR.

### Strategy

- 6.32** The evidence base presents a clear indication of the current distribution of employment in Pendle and provides an indication of where future provision should ideally be located. Policy SDP3 sets out the percentage distribution of employment land to be provided during the plan period, in order to meet these projected needs.
- 6.33** There is clear evidence that the local economy remains over-reliant on a manufacturing sector that is currently fuelled by a small concentration of specialised advanced manufacturing businesses, many of whom are highly dependent on the Rolls-Royce facility in Barnoldswick. Continued support for this high value added sector is essential, but diversification of the local economic base is important in helping to make the area more resilient to future economic downturns.

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

- 6.34** The general focus of the M65 Corridor for future settlement growth, as outlined in Policy SDP1, is also reflected in the level of employment provision proposed for this area. The suggested distribution highlights the intention to concentrate new employment opportunities close to the towns in the M65 Corridor, where regeneration needs are highest and the demand for employment land is greatest. The infrastructure capacity of each area to cope with the proposed levels of employment has also been taken into account and may require a phasing approach of delivery to be established. An approach based on addressing local needs will underpin our employment strategy elsewhere in the borough.

### Policy SDP 3

#### Employment Distribution

Proposals for employment development should follow a sequential approach in line with the settlement hierarchy in Policy SDP1 and read in conjunction with Policy WRK2 on employment provision. However, priority will be given to employment development located along the M65 corridor in the Key Service Centres of Nelson (including Brierfield) and Colne.

Over the plan period the following percentage distribution of new employment land should be achieved:

Spatial Area	Settlement	Percentage of employment land to be provided 2011-2026	Total by Spatial Area
M65 Corridor	Brierfield	68.5	78.5
	Nelson		
	Barrowford		
	Colne	10.0*	
West Craven Towns	Barnoldswick	13.0	18.5
	Earby	5.5**	
Rural Areas	Rural Service Centres <sup>(105)</sup>	2.0**	3.0
	Rural Villages <sup>(106)</sup>	1.0**	

\*In Colne the distribution may be restricted in the latter part of the first five year period unless capacity issues at the Waste Water Treatment Works are resolved.

\*\*In the settlements of Earby, Foulridge, Kelbrook, Sough and Salterforth the capacity of the Waste Water Treatment Works may alter this distribution in the first five year period. Development will be limited to brownfield sites where there is sufficient infrastructure capacity to support the proposed development.

In the rural villages development should be of a scale and nature that fulfils the need of local communities.

<sup>105</sup> In rural service centres the % of new employment land should be distributed equally amongst the four settlements

<sup>106</sup> In the rural villages the % of new employment land should be distributed equally amongst the eight settlements taking account of need etc

## Our Spatial Strategy: Where and How We Will Deliver 6

Small scale development outside of a settlement boundary that aids the diversification of rural employment will be considered where it can be shown to be in a sustainable location and meet specific, identified local needs.

### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 6
<b>SCS Priority Goals</b>	2
<b>Targets</b>	<ul style="list-style-type: none"> <li>Deliver employment provision in accordance with the spatial distribution by settlement and spatial area.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Percentage of new employment developments granted planning permission in each settlement and spatial area.</li> <li>Percentage of new employment developments completed in each settlement and spatial area.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, PEARL2, Private Sector Developers, Regenerate Pennine Lancashire, Local Enterprise Partnership, Lancashire County Developments Ltd
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocation of sites in the Land-use Allocations and other AAP DPDs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 4: Planning for Sustainable Economic Growth</li> <li>Pendle Employment Land Review</li> <li>Pendle Infrastructure Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Focus employment opportunities in the borough's Key Service Centres. (Issue 1d - Option 1)	This is reflected in the proposed policy. However, land availability dictates that a more balanced distribution is required in order to meet local needs in a sustainable manner.
Distribute employment sites throughout the borough, based on an assessment of need. (Issue 1d - Option 2)	This option is reflected in the policy and is aligned with the findings of the Employment Land Review which suggests that the need for employment land is in the M65 corridor. Although the ELR identifies land in the M65 Corridor it may not be sufficient to meet the needs. Therefore although need is a major factor in determining the proposed distribution, the availability of land does not allow this option to be followed precisely.
Distribute employment sites throughout the borough, based on market attractiveness. (Issue 1d - Option 3)	This approach would be unlikely to address Pendle's regeneration needs, or promote sustainable patterns of development.
Seek to evenly distribute employment opportunities across Pendle. (Issue 1e - Option 4)	This option would not adequately address the issue of employment need. It would not take into account the current distribution of employment land.

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

### Retail Growth and Distribution

#### Introduction

- 6.35** This section looks at where and how we propose to distribute new retail development across Pendle during the plan period.
- 6.36** The distribution of new retail provision is important to ensure people have access to an adequate retail offer to meet their everyday needs and where appropriate to make purchases of those goods needed on a less frequent basis.

#### Context

- 6.37** Nelson, Colne and Barnoldswick are considered to be Town Centres in line with the definition in Annex B of Planning Policy Statement 4: Planning for Sustainable Economic Growth. Nelson and Colne are the principal centres and provide a mix of comparison and convenience shopping, whilst Barnoldswick provides an extensive range of retail services for the rural catchment in the north of the borough.
- 6.38** Brierfield, Barrowford and Earby each contain a range of smaller shops as well as a small supermarket. The centres of these settlements fall into the category of Local Centres. However, although Brierfield is considered alongside Nelson as a Key Service Centre in the settlement hierarchy, its function in the retail hierarchy is different. Its centre is much smaller than Nelson's, it has less opportunity to provide for comparison retailing and serves a smaller population catchment, therefore it is considered to be a Local Centre.
- 6.39** The Pendle Sustainable Settlements Study highlights that many of the rural villages also have some retail function to meet the needs of the rural communities. It identifies four settlements as Rural Service Centres as these have the capacity and population to support an additional retail offer if and when a need arises.
- 6.40** The Pendle Retail Capacity Study identifies that the main potential area of convenience retail is in the north of the Borough. The study identifies the overall capacity for new convenience and comparison floorspace in the borough as well as the potential sites which could be used for larger scale retail developments.

#### Strategy

- 6.41** The retail hierarchy aims to promote sustainable development by locating retail and service provision in the areas that are most accessible to the largest proportion of the population. Ensuring that people do not have to travel further than they need in order to access everyday goods is a driving principle behind the retail hierarchy.
- 6.42** New retail development will therefore be located in the main town centres, with Nelson and Colne taking a priority role, especially for the provision of new comparison floorspace. These town centres are considered to be the most accessible in the borough, with Nelson having a public transport interchange and Colne being served by both a bus and railway station. Barnoldswick is less well served by public transport and therefore may be considered to be less accessible. However, its role as a town centre is vital in providing services to the local population in the West Craven area.
- 6.43** The Local Shopping Centres of Brierfield, Barrowford and Earby should continue to play a supporting role to the town centres, providing the everyday retail and service needs for their local populations.
- 6.44** Where rural retail needs exist but are not currently provided for, new development should first be considered in the Rural Service Centres. These villages are larger in size and act as a hub for the surrounding smaller villages, hamlets and farmsteads. Providing new convenience services in these Rural Service Centres will help to reinforce the community focus of the rural areas.

# Our Spatial Strategy: Where and How We Will Deliver 6

## Policy SDP 4

### Retail Distribution

New retail development should be in scale with the position the location holds in the retail hierarchy. In particular:

Major retail developments should be located in the three main town centres:

- Nelson
- Colne
- Barnoldswick

Retail provision for the towns/villages of Brierfield, Barrowford and Earby should be located within the defined Local Shopping Centres.

In the rural areas the provision of new retail facilities to meet an identified need will be encouraged. In the first instance rural retail provision should be located in the Rural Service Centres (Fence, Trawden, Foulridge and Kelbrook).

### Monitoring and Delivery

<b>Strategic Objectives</b>	1, 6, 7
<b>SCS Priority Goals</b>	2
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Deliver retail provision in accordance with the retail hierarchy.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Percentage of new retail developments granted planning permission in each retail hierarchy tier.</li> <li>• Percentage of new retail developments delivered in each retail hierarchy tier.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, PEARL2, Private Developers, Retailers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Policies in the Land-use Allocations and other AAP DPDs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 4: Planning for Sustainable Economic Growth</li> <li>• Pendle Retail Capacity Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Concentration: Town Centres (Nelson, Colne); District Centre (Barnoldswick); Local Shopping Centres (Brierfield, Barrowford, Earby) (Issue 1g - Option 1)	This option demoted Barnoldswick to a district centre and did not recognise its importance as a town centre to the West Craven area. This option also restricted retail development to the more urban areas.
Limited dispersal: Town Centres (Nelson, Colne, Barnoldswick); Local Shopping Centres (Brierfield, Barrowford, Earby) (Issue 1g - Option 2)	Although this option is closely aligned to the proposed approach it does not take account of the rural retail needs.

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

### Future Infrastructure Requirements

#### Introduction

- 6.45** This policy sets out the position regarding infrastructure capacity in the borough and its ability to support the implementation of the policies in this Core Strategy. It also sets out how the Core Strategy will approach securing financial contributions towards infrastructure improvements in the future.

#### Context

- 6.46** Planning Policy Statement 12: Local Spatial Planning states that spatial planning should orchestrate the necessary social, physical and green infrastructure to ensure sustainable communities are delivered. For a core strategy to successfully guide development and investment, it must be supported by a robust evidence base which quantifies what infrastructure is needed to enable the amount of development proposed for the area to be delivered. It should also identify who would deliver that infrastructure and when it will be provided.

- 6.47** To develop this evidence base the Council embarked on a series of meetings and workshops with infrastructure providers. These meetings helped inform the draft Pendle Infrastructure Plan (2010). The Plan baselines existing infrastructure provision, maps known projects and proposals and identifies key issues to be considered in the development of the Core Strategy. Within the plan, the Infrastructure Delivery Schedule expands the identified projects further, to map delivery and management responsibilities, costs and funding sources, timescales and risks and contingencies.

- 6.48** National policy requires a Local Authority to have a thorough understanding of the issues affecting the delivery of infrastructure in its area and where the costs of improvements will come from. Recent changes to legislation have introduced the Community Infrastructure Levy (CIL) and limited the future use of Planning Obligations (S106 agreements), the traditional way contributions have previously been sought.

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

#### Strategy

- 6.50** The Draft Pendle Infrastructure Plan (2010) indicates that there are no major insurmountable infrastructure barriers to developing at the scale proposed or in line with the spatial development principles, growth and distribution frameworks set out in this Core Strategy<sup>(107)</sup>. Current infrastructure capacity is generally sufficient to handle any increased demand that would be placed upon it by the implementation of the policies contained in this Core Strategy.

## Our Spatial Strategy: Where and How We Will Deliver 6

- 6.51** In some cases, particularly with regards to utilities provision, there may be a need for some expansion of existing facilities, during the lifetime of this plan, to enable all proposed future development to go ahead. Where there are such potential constraints, the relevant policies in the Core Strategy highlight this and suggest the necessary phasing of development that may be required. Contingency plans to enable the delivery of development, if infrastructure partners fail to deliver the necessary improvements which are needed to support the preferred strategy, are also included.
- 6.52** The table below summarises the overall position in relation to the main infrastructure types, as taken from the Pendle Infrastructure Plan. It identifies any key projects which would need to go ahead if the Core Strategy is to be delivered successfully, together with any further aspirational projects identified and supported within its policies.

### Summary of infrastructure position

Infrastructure type	Summary of position	Delivery	Relevant Policies
Transport	<ul style="list-style-type: none"> <li>Proposed level of development should be absorbed.</li> <li>Identified congestion hotspots, mainly in Colne.</li> <li>No major capacity issues on public transport but need to improve linkages to Manchester (rail) and Blackburn-Preston (bus).</li> <li>Colne bus station is not DDA compliant and ideally needs upgrading.</li> <li>Cycle route improvements planned, in particular for Nelson-Brierfield and Colne linked to new schools developments.</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>A56 Villages Bypass</li> <li>Reinstatement of Colne-Skipton railway line.</li> <li>Improvements/expansions to quality bus routes.</li> </ul>	ENV4: Transport and accessibility
Energy and Utilities	<ul style="list-style-type: none"> <li>No major capacity issues in energy or water provision or waste collection / disposal.</li> <li>Proposed levels of housebuilding may cause issues with some waste water treatment works operating close to capacity. Phasing of housebuilding in certain locations until post 2015 may be required.</li> <li>Potential capacity for the development of renewable energy, particularly wind power.</li> <li>Identified issues with broadband provision in rural</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>Increased capacity of Earby, Foulridge and Colne waste water treatment works is likely to be needed post 2015.</li> <li>For some sites over 1ha there may be a need for off-site mains work at developers expense.</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>Flood prevention measures / flood defences improvement works, as</li> </ul>	SDP2: Housing distribution ENV3: Renewable and low carbon energy ENV6: Waste management WRK1: Strengthening the local economy

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Infrastructure type	Summary of position	Delivery	Relevant Policies
	areas; Pennine Lancashire MAA action to address.	<p>identified by in the Burnley, Nelson &amp; Colne Flood Risk Management Strategy and other documents.</p> <ul style="list-style-type: none"> <li>• Expanded recycling transfer / sorting station identified for Whitewalls in Colne to serve Pendle needs.</li> <li>• Renewable and low carbon energy projects to increase levels of energy generation in Pendle.</li> <li>• Improved broadband connectivity particularly in rural areas.</li> </ul>	
Community Facilities	<ul style="list-style-type: none"> <li>• Generally good correlation between size of population and number or services available within settlements.</li> <li>• Some rural areas are less well provided for, particularly community halls, policing facilities, community groups / activities.</li> <li>• Several Emergency services' estates need to either increase capacities or consolidate operations.</li> <li>• More (Police) officers may be needed with any increase in population. Provision most likely in forms of neighbourhood policing teams with limited requirements for built facilities.</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>• None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>• Improvement of community facilities in areas of need or deprivation.</li> </ul>	SUP1: Community facility provision
Specialist Housing	<ul style="list-style-type: none"> <li>• Identified need for affordable housing in both urban and rural areas.</li> <li>• Deficiencies identified in several areas of specialist sheltered / supported housing.</li> <li>• Lancashire Gypsy and Traveller Accommodation Assessment showed need and demand for two pitches in Pendle.</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>• Whilst no individual projects are key to the deliverability of the overall plan, the delivery of affordable housing is a policy aim of the plan itself.</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>• Delivery of specialist sheltered / supported housing to meet identified needs.</li> <li>• Allocation of pitches for Gypsy and Traveller accommodation in the Land Use Allocations DPD to meet need.</li> </ul>	LIV2: Housing Needs LIV3: Affordable housing

## Our Spatial Strategy: Where and How We Will Deliver 6

Infrastructure type	Summary of position	Delivery	Relevant Policies
Education	<ul style="list-style-type: none"> <li>● Primary: Some capacity within Colne schools. Schemes proposed to Nelson schools could increase future capacity here.</li> <li>● Secondary: Some capacity for expansion in the new BSF schools.</li> <li>● Existing Further Education provision has capacity.</li> <li>● No Higher Education provision in borough but priority of Pennine Lancashire Economic Strategy to improve HE provision in the sub-region.</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>● None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>● Improved school facilities as identified by LCC. Current proposals being taken forward include replacement primary schools at Whitefield (Nelson) and Laneshawbridge.</li> </ul>	SUP3: Education and training
Health and Social Care	<ul style="list-style-type: none"> <li>● Previously identified requirement for large 'one stop shop' primary care facility in Colne.</li> <li>● Limited provision of 'health services' in rural settlements .</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>● None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>● Improved primary care facilities in Colne.</li> <li>● Improved access to 'health related services' e.g. dentists, opticians, pharmacies etc in rural areas.</li> </ul>	SUP2: Health and well-being
Leisure and Culture	<ul style="list-style-type: none"> <li>● Relative deficit of sports pitches / courts in 12 wards-borough wide.</li> <li>● No significant gaps in provision of, or capacity in, traditional sports centre facilities. Existing provision can support proposed levels of development.</li> </ul>	<p>Projects critical to Plan delivery:</p> <ul style="list-style-type: none"> <li>● None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>● Desire to improve outdoor recreation and commercial leisure offers in the borough.</li> <li>● Potential to better utilise existing facilities to offer wider, more diverse range of facilities to meet needs of all residents.</li> </ul>	SUP1: Community facility provision
Green Infrastructure	<ul style="list-style-type: none"> <li>● Relative deficits of Parks in 13 wards-borough wide, Play Areas in 12 wards and Equipped Play Areas in 9 wards identified by Pendle Open Space Audit.</li> <li>● Environmental improvements as part of wider regeneration programmes.</li> </ul>	<p>Projects critical to plan delivery:</p> <ul style="list-style-type: none"> <li>● None</li> </ul> <p>Aspirational projects which the plan will support:</p> <ul style="list-style-type: none"> <li>● Increased open space provision in areas of relative deficit.</li> </ul>	ENV1: Protecting and enhancing our natural and historic environments LIV4: Designing better places to live

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Infrastructure type	Summary of position	Delivery	Relevant Policies
			WRK5: Designing better places to work SUP4: Designing better public places

- 6.53** Alongside identifying infrastructure needs, is the issue of identifying costs and securing funding for the required infrastructure improvements. The approach of the Core Strategy will be to state that developers will be required to contribute towards infrastructure requirements, subject to viability, through S106 or CIL.
- 6.54** The Pendle Infrastructure Delivery Schedule (Appendix 1 of the Pendle Infrastructure Plan) sets out, as far as is known, the costs and funding arrangements, as well as the delivery and management partners, the anticipated timescales and the risks should the project not being delivered, including the risk to the successful delivery of the Core Strategy if that happened. This schedule will be updated annually as part of the Annual Monitoring Report to reflect the on-going delivery of projects and the current position of long-term schemes.
- 6.55** The Development Management DPD will set out the Council's approach to obtaining developer funding through S106 and CIL, including the priority of requirements when issues of viability arise. Until the adoption of this document, the Council will continue to seek S106 contributions to mitigate unacceptable impacts of development in line with the revised S106 regulations.

### Policy SDP 5

#### Future Infrastructure Requirements

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

New developments will be expected to contribute towards the mitigation of any adverse impacts to make the development acceptable in planning terms.

In addition, subject to development viability, contributions may also be sought towards improving local infrastructure and services, having regard to the needs identified in the Pendle Infrastructure Study.

The Development Management DPD will set out the Council's approach to obtaining such funding or provision from developers, including the priority of requirements.

#### Monitoring and Delivery

Strategic Objectives	2, 4 , 5, 6, 8, 9, 11
SCS Priority Goals	2, 3, 4, 5, 6, 7, 8
Targets	To deliver the necessary infrastructure to support proposed development
Indicators	Progress will be monitored in the Infrastructure Delivery Schedule, which will be published and updated annually, in the Annual Monitoring Report.

## Our Spatial Strategy: Where and How We Will Deliver 6

<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Infrastructure providers including Network Rail, Utility companies, the Environment Agency, the NHS & Emergency Services, Registered Social Landlords, Pendle Leisure Trust and Private Developers.
<b>Implementation</b>	Through the Development Management process, developers may be required to contribute to new or improved infrastructure by way of a Section 106 agreement or Community Infrastructure Levy (CIL) payment. These contributions will be used by the Council, and its infrastructure partners, to deliver infrastructure requirements and priorities identified in the Pendle Infrastructure Plan.
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 12: Local Spatial Planning</li> <li>• Pennine Lancashire Multi-Area Agreement</li> <li>• Pendle Infrastructure Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Focus developer contributions on the delivery of physical infrastructure improvements. (Issue 2a - Option 2)	The evidence base suggests that there are requirements for both physical and social infrastructure in the borough. Government legislation will dictate, to some extent, what developer funding can be used for in the future. Where possible the Council will attempt to address delivering both physical and social infrastructure requirements where the current legislation allows. This is also the option the Sustainability Appraisal supports.
Focus developer contributions on the delivery of social infrastructure requirements. (Issue 2a - Option 3)	
Agree the need for contributions on a site-by-site basis, after carefully considering the particular circumstances of each application. (Issue 2b - Option 1)	It is considered that this approach does not give developers enough certainty about development costs. The adoption of a CIL tariff system would be still able to reflect some site characteristics e.g. Size of development/number of units etc whilst providing some certainty for developers.
Apply a standard calculation to all applications (based on an agreed formula), in order to determine the appropriate level of contribution. (Issue 2b - Option 2)	This approach is largely included in the policy in the future proposal to adopt a CIL tariff which will offer more transparency and certainty to developers about what contributions to infrastructure they will be required to make. However, the CIL regulations allow for certain developments to be exempt e.g. Social housing schemes, and includes the ability to set differential rates giving more flexibility to deal with the varying circumstances within an area.

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

### A Sequential Approach to Development

#### Introduction

- 6.56** The priority for the use of existing buildings and previously developed land for new development is well established in higher tier planning policy. National Planning Policy Statements set out indicative targets for the reuse of previously developed land.

#### Context

- 6.57** The use of Brownfield land helps regenerate derelict sites and areas and helps to protect our environment by minimising the use of green fields for development. Locating new development on previously developed sites within existing settlements can also make a significant contribution to reducing the impact of climate change in reducing journey times and increasing the likelihood of people choosing more sustainable modes of transport such as walking, cycling or public transport.
- 6.58** However, the use of Brownfield land can often be expensive and therefore lead to circumstances where development is not viable, for example where a site requires expensive land remediation measures or in times of economic recession.

#### Strategy

- 6.59** There may be a need to consider the development of some Greenfield sites where necessary to enable the delivery of the essential developments that the borough needs over the plan period. It is important we achieve a balance between sustainable development on the right types of land and not unduly restricting development that may bring employment and housing opportunities to the borough.

### Policy SDP 6

#### Sequential Approach to Development

Development will be located in line with the settlement hierarchy set out in Policy SDP1. In addition, consideration will also be given to locating development in accordance with the following sequential approach (in order of priority):

- Previously developed land and vacant buildings within settlement boundaries
- Other land within settlement boundaries
- Land outside the settlement boundaries, where there is a proven need

Development will only be allowed on land outside the settlement boundaries in exceptional circumstances, where it is to meet a proven need as set out in studies such as the Strategic Housing Market Assessment and the Employment Land Review. Evidence must be provided to show this is the most sustainable or financially viable option available to meet this need. Such sites should be well located in relation to jobs, services and infrastructure and will normally be on the fringes of settlements rather than in open countryside.

## Our Spatial Strategy: Where and How We Will Deliver 6

### Monitoring and Delivery

<b>Strategic Objectives</b>	1
<b>SCS Priority Goals</b>	6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase the amount of development (housing, employment, retail and leisure) on previously developed land.</li> <li>• 65% of new housing development should be on previously developed land.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of new housing, employment, retail and leisure developments completed on previously developed land.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, PEARL2, Homes and Communities Agency, Private Developers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Allocation of sites in the Land-use Allocations and other AAP DPDs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 1: Delivering Sustainable Development</li> <li>• Planning Policy Statement 3: Housing</li> <li>• Planning Policy Statement 4: Sustainable Economic Growth</li> <li>• Pendle Strategic Housing Land Availability Assessment (SHLAA)</li> <li>• Pendle Employment Land Review (ELR)</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Direct development in order of preference towards <ul style="list-style-type: none"> <li>• previously developed land and vacant buildings, within existing settlement</li> <li>• other land within the settlement boundary.</li> </ul> (Issue 1c - Option 1)	This option looked at the type of land which should be developed for housing. This option has been closely followed in Policy SDP6. However, the Policy also allows for Greenfield development where there is a specific, identified need. This will provide the flexibility that may be required over the 15 year plan period. Although this option received the majority of the support during the Issues and Options consultation it was not identified as the most sustainable by the Sustainability Appraisal.
In no order of preference allow development on both previously developed and greenfield land within settlements, where this will meet a proven need. (Issue 1c - Option 3)	This option was not considered to offer a sustainable approach and would not help to meet the previously developed land targets for housing. It received little support during the Issues and Options consultation.
Allow development to take place anywhere - on both previously developed and greenfield land - within settlement boundaries, where this will meet a proven need, but do not allow development beyond these limits. (Issue 1e - Option 2)	This option looked at the type of land which should be developed for employment. This option received only limited support during the Issues and Options consultation and was not identified as the most sustainable option. Policy SDP6 takes a balanced, sequential approach to new development requiring that previously developed land is considered first.
Allow for urban extension on greenfield land outside existing settlement limits, where a suitable need can be demonstrated. (Issue 1e - Option 3)	This option looked at the type of land which should be developed for employment. This option received only limited support during the Issues and Options consultation and was not identified as the most sustainable option. Policy SDP6 takes a balanced, sequential approach to new development requiring that previously developed land is considered first. However, the policy does allow for greenfield development where there is a proven need and therefore partly incorporates this option.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

### 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

#### Introduction

- 7.1** In short this section sets out the key actions that will help reduce our carbon footprint. It recognises that in meeting our local needs we will impact on the global environment.
- 7.2** All development in some small way impacts on the local environment. In recent years there has been a growing realisation that our way of life is placing an increasing environmental burden on the planet by:
- Contributing to climate change
  - Increasing the stress on resources and environmental systems
  - Leading to an increasing loss of biodiversity
- 7.3** It is not just large scale development that is of concern. In combination many smaller actions can have a negative cumulative impact on the environment. Unless we carefully consider the impacts of our future development requirements, and the way in which we produce, consume and waste resources, we all face a future that will be less certain and less secure.
- 7.4** An important part of planning for the future is understanding how the changing climate may affect what life may be like in Pendle in the future and ensuring that any future development is designed to be able to both adapt to and mitigate against changing environmental conditions. In the coming years and decades it is predicted that temperatures will rise, winter rainfall will increase whilst summer rainfall decreases and heat waves, droughts, storms and floods will become more frequent and more severe.<sup>(108)</sup>
- 7.5** Spatial planning represents a decisive move towards development which is more sustainable and in our long term interests. The policies that follow in this chapter cover a range of topics which all in some way have an impact on the environment and considered in the overall context of a changing climate, show how we will address creating a better environment for future generations.
- 7.6** Together the policies will form the spatial response to the SCS Goal 6: To Care for our environment, deepening our understanding and respect for our surroundings. It will also address Strategic Objective 4 of this Core Strategy, to respond to the causes and potential impacts of climate change through a process of mitigation and adaptation.

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

## Protecting and Enhancing Our Natural and Historic Environments

### Introduction

- 7.7** Our natural environment provides the building blocks for life, so it is important that it is protected and where possible enhanced. Goal 6 of the Sustainable Community Strategy requires us to care for our environment - deepen our understanding and respect for our surroundings. The fifth objective under this goal is to protect and enhance Pendle's land, habitats and species.
- 7.8** A number of Acts and Regulations place a statutory duty on Local Authorities to protect the natural environment. The following represent the key pieces of legislation:
- Wildlife and Countryside Act (1981) - provides for the protection of wildlife and conservation of nature.
  - Countryside and Rights of Way Act (2000) - looks specifically at access to the countryside, nature conservation and wildlife protection in the form of SSSIs, and the purpose of designating AONBs and their management.
  - Natural Environment and Rural Communities Act (2006) - requires that in exercising its functions local authorities should have regard to conserving biodiversity. This includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat.
  - Conservation of Habitats and Species Regulations (2010) - provides for the designation and protection of European sites and species.
- 7.9** Our historic environment, both the landscape and built form, is an important part of the borough's identity. The heritage of the area plays an important role in terms of the cultural provision and provides an opportunity for regeneration. The protection and enhancement of these assets will provide a positive legacy for our future generations.
- 7.10** Taking an integrated policy approach to the protection and enhancement of our natural and historic environments will aid the management of our landscapes and townscapes and help to secure additional benefits, such as improved health through better access to recreation, and economic benefits through the provision of a quality environment.

### Context

#### Biodiversity

Biodiversity is the wealth of wildlife on your doorstep. It includes everything from the landscape in which you live, through all the animals, plants and insects you live with, to the genes that make you an individual.

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

- 7.11** Planning Policy Statement 9<sup>(109)</sup> requires planning to have a minimal impact on biodiversity and enhance it wherever possible. It includes three key objectives:
- to promote sustainable development;
  - to conserve, enhance and restore the diversity of wildlife and geology;
  - to contribute to rural renewal and urban renaissance.

<sup>109</sup> Communities and Local Government (2005) *Planning Policy Statement 9: Biodiversity and Geological Conservation*. London, TSO.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

**7.12** At the local level an integrated approach should be taken which:

- identifies the location of designated sites and their importance for biodiversity and geodiversity;
- identifies any areas or sites for the restoration or creation of new habitats;
- identifies existing habitat networks and the potential for the creation of new networks within developments.

**7.13** The Lawton Review (Making Space for Nature) looks at how we can achieve a coherent and resilient ecological network. It suggests that the actions to be taken should be: *more, bigger, better and joined*. The review identifies three key objectives to follow:

- to restore species and habitats appropriate to England's physical and geographical context to levels that are sustainable in a changing climate, and enhanced in comparison with those in 2000.
- to restore and secure the long-term sustainability of the ecological and physical processes that underpin the way ecosystems work, thereby enhancing the capacity of our natural environment to provide ecosystem services such as clean water, climate regulation and crop pollination, as well as providing habitats for wildlife.
- to provide accessible natural environments rich in wildlife for people to enjoy and experience.

**7.14** The Pendle Biodiversity Audit brings together the key information on biodiversity in the area. The audit indicates that Pendle currently has 73 sites which are recognised and designated as being of international, national, regional and/or locally significant for biodiversity. They are categorised into the following types:

- Special Protection Areas (SPA) and Special Areas of Conservation (SAC)
- Sites of Special Scientific Interest (SSSI)
- Local Nature Reserves (LNR)
- Biological Heritage Sites (BHS)
- Sites of Local Natural Importance (LNI)

**7.15** Trees and hedgerows are important natural assets for the borough, whether it be individual or groups of trees, areas of woodland and forest, or the hedgerows making up field boundaries, all make an important contribution to the visual amenity of the area and play an important role in providing wildlife habitats. The Council protects a number of trees and woodland through the designation of Tree Preservation Orders (TPOs) and Conservation Areas.

**7.16** Woodland is an important habitat for a number of wildlife species. Its coverage across the North West is low in comparison to the rest of Britain. Pendle is no exception to this with only 4.1% of its area covered by woodland. The amount of ancient semi-natural woodland cover is also low being confined to just six small sites with a total area of 21ha equating to 0.12% of land coverage in the borough<sup>(110)</sup>.

**7.17** Woodland also provides many additional benefits to our environment. These include: helping to reduce flood risk by intercepting and absorbing water and delaying waterflow, helping to reduce pollution, providing a wind break, reducing noise levels and contributing to urban cooling. Woodland can perform a carbon storing function (carbon sequestration) by converting atmospheric CO<sub>2</sub> into biomass. Woodland is also essential in helping to regulate the climate and weather. The creation of new woodland can therefore help society in its adaption to climate change<sup>(111)</sup>.

**7.18** The North West Best Practice Design Guide provides some key principles about how developers should approach biodiversity issues within their developments. Indicating that biodiversity interests should be identified during the design stage of the development.

<sup>110</sup> Lancashire County Council (2010) *Biological Heritage Sites Database*. Lancashire Environment Record Network, Leyland.

<sup>111</sup> Woodland Trust (2010) *Woodland Creation: why it matters*. Woodland Trust, Grantham.

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

## Geodiversity

- 7.19** The local geology has had a large part to play in the formation of the landscape and the character of the towns and villages of the borough where local stone is widely used in buildings, walls and surfacing. Two significant geological outcrops and one geomorphological feature are recognised as being regionally important and are classified as Local Geodiversity Sites (LGS).
- 7.20** Our natural environment has been in the past and may be in the future exploited for its valuable mineral resources. Policy CS3 of the Lancashire Minerals and Waste Core Strategy sets out the amount of mineral extraction which will take place over the plan period and specific sites will be identified in the associate Minerals and Waste Site Allocations DPD.

## Landscapes

- 7.21** Pendle has a rich and varied landscape and this is reflected in the typologies given to its different landscapes in the Lancashire Landscape Strategy. These are defined as:
- Moorland Plateaux (1)
  - Moorland Hills (2)
  - Moorland Fringe (4)
  - Industrial Foothills and Valleys (6)
  - Drumlin Field (6)
  - Rolling Upland Farmland (14)
  - Industrial Age (23)
- 7.22** Part of the Forest of Bowland Area of Outstanding Natural Beauty (AONB) is located in the South West corner of Pendle. This is a nationally important landscape and is afforded one of the highest levels of protection for its scenic beauty. Planning Policy Statement 7<sup>(112)</sup> indicates that in such areas suitably located and designed developments which aid local communities will be supported and great weight should be given to the protection of the countryside, conservation of wildlife and cultural heritage.
- 7.23** Under the provisions of the Countryside and Rights of Way Act (2000) the AONB partnership has prepared a management plan for the Forest of Bowland. This details how the pressures on the AONB will be managed. It highlights six distinctive qualities of the AONB which contribute to its 'sense of place' and should be protected and enhanced. They include:
- Wild open spaces
  - A special place for wildlife
  - A landscape rich in heritage
  - A living landscape
  - Delicious local food and drink
  - A place to enjoy and keep special
- 7.24** PPG2<sup>(113)</sup> requires that the extent of the Green Belt should be maintained. Due to the level of planned growth it is considered that there is no need for a strategic review of the Green Belt in Pendle. The Government has indicated that local authorities should work together to consider changes to the existing Green Belt boundary in the future.

<sup>112</sup> Communities and Local Government (2004) *Planning Policy Statement 7: Sustainable Development in Rural Areas*. London, TSO.

<sup>113</sup> Communities and Local Government (1995) *Planning Policy Guidance Note 2: Green Belts*. London, TSO.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

### Open space and green infrastructure

- 7.25** PPG17<sup>(114)</sup> requires high quality open spaces to be protected from development. It also sets out the criteria for planning for new open space, sports and recreational facilities. Existing and new open spaces can be seen as an element of green infrastructure provision.
- 7.26** The Northwest Green Infrastructure Prospectus encourages strategies at every level to put green infrastructure assets and their natural services at the core of sustainable development and regeneration activity. The Lancashire Green Infrastructure Strategy aims to develop and maintain multi-functional green spaces and places, connecting urban areas to rural hinterlands.
- 7.27** The densely built up areas, especially within the M65 corridor, often suffer from poor open space provision and therefore those open spaces within these areas are vital assets, providing spaces for people to live and breathe. They also play a pivotal role in providing space for formal and informal recreation and leisure enabling people to live healthier and more active lifestyles. Gardens, tree lined streets and road side verges all contribute to local amenity and help to connect larger spaces together forming a network of green infrastructure. Green infrastructure can also help to reduce the risks and other impediments to development including noise, poor air quality, flooding, soil erosion and the loss of carbon storage. This in turn helps to mitigate the impacts of climate change.
- 7.28** Together the Pendle Open Space Audit (OSA) and Biodiversity Audit provide details of our existing natural, open and green spaces and an indication of their value to the community. In particular the OSA includes a quality assessment of a number of different typologies of open space and identifies where there are deficiencies within the borough. Maps in the Biodiversity Audit illustrate the current distribution of open and green space sites. They highlight where there are gaps in provision and the potential to green the urban environment either through new space provision or street greening methods. There are clear links between the provision of open spaces and the benefits to wildlife.

### Historic environment and built heritage

- 7.29** The built-heritage in Pendle is an important asset to protect. Once lost, heritage assets cannot be replaced and their loss can have a cultural, environmental, economic and social impact. Pendle has a significant number of Listed Buildings ranging from medieval churches to vernacular houses and farm buildings. A large part of the area's built environment was formed as part of the industrial revolution with the development of textile mills and the housing and infrastructure that were associated with them, some of these form designated conservation areas in the Borough. Protection of heritage assets not only includes existing historic buildings and Conservation Areas but also Scheduled Monuments, Historic Parks and Gardens, archaeological remains and the settings of landscapes, places and features.
- 7.30** Planning Policy Statement 5<sup>(115)</sup> indicates that the overarching aim is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. Furthermore we should aim to achieve the conservation of heritage assets in a manner appropriate to their significance, by ensuring that the positive contribution of such heritage assets to local character is recognised and valued.

### Strategy

- 7.31** To ensure that the biodiversity and geological assets of the borough are protected and enhanced it is important that new development respects the status of different landscapes, sites, species and habitats.

<sup>114</sup> Communities and Local Government (2002) *Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation*. London, TSO.

<sup>115</sup> Communities and Local Government (2010) *Planning Policy Statement 5 Planning for the Historic Environment*. London, TSO.: .

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

## Biodiversity

- 7.32** Ecological networks are an important method of helping to conserve our wildlife assets, allowing for species migration across the borough. Development proposals of all types should prevent harm and have regard to the potential to add value to, and enhance the existing ecological networks.
- 7.33** Where appropriate the creation and/or restoration of habitats may form part of a development proposal. In these circumstances decisions will be guided by the National and Regional Priority Habitat Targets<sup>(116)</sup>. In particular, proposals that involve the creation of new woodland (of native tree species) will be encouraged to help increase the coverage in Pendle.
- 7.34** There may be instances where the social and economic benefits of a development makes the loss of a site with conservation value acceptable, in such cases adequate mitigation measures will need to be put in place before any development work can commence, in order to off-set the loss of habitat. Wherever possible the fragmentation of habitats and the breaking-up of wildlife corridors should be avoided.
- 7.35** A proactive approach to protecting biodiversity in new developments should be taken. This could involve the incorporation of specific features into the design of the building to help protect and enhance species and habitats. Such features may include ponds, bird and bat boxes, the planting of native trees, shrubs and other flora.
- 7.36** There may be opportunities to designate new areas for their nature conservation value in the future. The Council will work with its partners to seek to explore these opportunities over the plan period. With specific regards to trees, woodland and hedgerows, the Council will continue to protect these assets through a variety of measures including: Tree Preservation Orders (TPOs) and the Hedgerow Regulations 1997.

## Geodiversity

- 7.37** Where new geological and geomorphological sites are identified support will be given, where appropriate, to designating such features as Local Geological Sites (LGSs). Existing LGSs will continued to be protected from the impacts of development.
- 7.38** The extraction of minerals from mines and quarries will be determined by the minerals and waste planning authority; for Pendle this is Lancashire County Council. In line with Policy CS1 of the Joint Lancashire Minerals and Waste Core Strategy Pendle Borough Council will consult Lancashire County Council on any non-minerals developments which are located in a Mineral Consultation Area (MCA) or Mineral Safeguarding Area (MSA).

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<sup>116</sup> The UK Biodiversity Action Plan (BAP), England's Biodiversity Framework: 'Securing Biodiversity' and the Lancashire BAP provide details of the Priority Habitats.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

### Landscapes

- 7.39** The landscape character of the borough will be protected especially in the areas of open countryside. The current Development in the Open Countryside SPG will be translated into a SPD in the future. It will provide further specific guidance on how developments should respond to landscape character assets.
- 7.40** Developments within the Forest of Bowland AONB will be guided by the principles and objectives within the relevant Management Plan<sup>(117)</sup> for the area.
- 7.41** The extent of the Lancashire Green Belt in Pendle will be maintained. Only minor changes and amendments can be considered before the strategic review in 2011. It is important to preserve the openness of the Green Belt and inappropriate development will not be permitted.

### Open space and green infrastructure

- 7.42** The protection of existing open spaces will be a priority and consideration should be given to the potential opportunities to connect spaces together into a network of green infrastructure. There are two key reasons for this: i) to provide a better environment and green travel opportunities and; ii) to aid the establishment of ecological corridors.
- 7.43** Provision of new open space is also important. Policy LIV4 on housing design and WRK5 on the design of employment related developments require open space to be provided as part of new developments. In some instances this may not be possible and so alternative provision or enhancement of existing spaces may be required. Remodelling of some of the higher density areas through the Housing Market Renewal programme may also present the opportunity to incorporate new open space or provide green links between existing open spaces.

### Historic environment and built heritage

- 7.44** A number of schemes, programmes and strategies will be used as part of an overall strategy to protect and enhance the historic environment. The Council and its partner organisations will seek to:
- Require applicants to submit a statement which outlines how their proposal affects heritage assets.
  - Prepare and review Conservation Area Character Appraisals and Management Plans.
  - Develop conservation area grant schemes with funding organisations such as English Heritage and the Heritage Lottery Fund, such as the Whitefield Townscape Heritage Initiative and Conservation Area Partnership Scheme.
  - Prepare a Local List to highlight locally important heritage assets.
  - Maintain a record of heritage assets which are considered to be at risk and devising strategies to protect these.
  - Use of Article 4 directions in conservation areas to further control against inappropriate development in these areas.
  - Designate new conservation areas where this is merited.
  - Provide pre-application and general advice to owners of historic buildings or other heritage assets.

<sup>117</sup> Forest of Bowland AONB Joint Advisory Committee (2009) *Forest of Bowland AONB Management Plan 2009-2014*. Preston, Lancashire County Council.

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

## Policy ENV 1

### Protecting and Enhancing Our Natural and Historic Environments

#### Biodiversity and geodiversity

The biodiversity and geological assets of the borough will be protected and enhanced, with specific protection given to those sites which have been designated for nature conservation purposes, including areas of ancient semi-natural woodland. Where appropriate the Council will designate new sites for nature conservation and protect trees through the making of Tree Preservation Orders (TPOs).

The impact of new developments on the natural environment (biodiversity and geodiversity) should be kept to a minimum. In exceptional cases where a development is deemed necessary in socio-economic terms but would have a negative impact on the natural environment, the developer will be required to undertake adequate mitigation measures. The Council will require that full compensatory provision is made where mitigation is not possible.

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

The Council will work with its partners to develop ecological networks for the borough, identifying gaps between habitats and promoting opportunities to provide links for species migration, including across administrative boundaries.

#### Landscapes

Development proposals should have regard to the Lancashire Landscape Assessment and specifically the different landscape character types that are present in the borough. Proposals should show how they respond to the particular landscape character type they are located within.

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

The Forest of Bowland Area of Outstanding Natural Beauty (AONB) will be protected and enhanced for its natural beauty. Development proposals will be considered on a needs basis, should be in scale with, and have respect for their surroundings, and be in line with the AONB Management Plan objectives. Proposals in the AONB should have regard to the Forest of Bowland AONB SPG, or its replacement.

The general extent of the Lancashire Green Belt in Pendle will be maintained. Development in the Green Belt will be restricted to that which does not affect the openness. Only in exceptional circumstances will other development be considered acceptable and only where it continues to maintain the openness of the Green Belt.

#### Open space and green infrastructure

Existing open spaces<sup>(118)</sup> will be protected from development. The Council will encourage and support the improvements to the routeways between open spaces along with the creation of new sites as part of a wider programme of green infrastructure provision.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

In exceptional cases<sup>(119)</sup>, the loss of open space may be acceptable to facilitate a particular development proposal. Where this is agreed to be acceptable compensation will be required in the form of alternative site provision or a financial contribution in order to continue to serve the local population.

### **Historic environment and built heritage**

The historic environment and heritage assets of the borough will be conserved and where appropriate enhanced. This may be through the declaration of conservation areas or other heritage designations.

In designated conservation areas proposals should have regard to the relevant character appraisal or management strategy.

New development proposals should consult the Historic Environment Record, the Statutory Register of Listed Buildings and where appropriate the Lancashire Historic Landscape Assessment and Lancashire Extensive Urban Survey Work to assess the impact of the development and show how the proposal fits within the landscape and townscape character. Policy ENV2 provides further guidance on the connections between design and heritage.

Proposals that are likely to affect a heritage asset (including archaeological assets) should submit a heritage statement and/or an archaeological assessment in line with national planning policy guidance.

### **Monitoring and Delivery**

<b>Strategic Objectives</b>	2, 4, 9, 10
<b>SCS Goals</b>	5, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>● Increase the amount (size in hectares) of locally designated sites</li> <li>● Increase the amount of woodland planted in the Borough</li> <li>● Increased provision of open space in new developments</li> <li>● Increase the quality of existing open space</li> <li>● Resist the loss of heritage assets</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>● Amount of land designated for its wildlife value</li> <li>● Amount of new woodland planted (through the development process)</li> <li>● Amount of new open space created</li> <li>● Quality score of open space</li> <li>● Number of designated heritage assets</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Natural England, Lancashire Wildlife Trust, Private Developers, AONB Joint Advisory Committee, voluntary organisations (e.g. LNR groups, Friends of Parks groups)
<b>Implementation</b>	<ul style="list-style-type: none"> <li>● Determination of planning applications through the Development Management process.</li> <li>● Allocation of sites in the Land-use Allocations DPD.</li> <li>● Designation of additional local sites of natural importance by partner organisations.</li> <li>● Through the implementation of the Lancashire Biodiversity Action Plan.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● Planning Policy Guidance Note 2: Green Belts</li> <li>● Planning Policy Statement 5: Planning for the Historic Environment</li> <li>● Planning Policy Statement 7: Sustainable Development in Rural Areas</li> <li>● Planning Policy Statement 9: Biodiversity and Geological Conservation</li> </ul>

<sup>119</sup> where the applicant can demonstrate that the social and/or economic benefits of a development proposal out weigh the loss of open space and where regard has been given to the findings of the Open Space Audit with respect to quantity and quality of open space provision

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

	<ul style="list-style-type: none"> <li>● Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation</li> <li>● Minerals Policy Statement 1: Planning and Minerals</li> <li>● Making Space for Nature: A review of England's Wildlife Sites and Ecological Network (The Lawton Review)</li> <li>● UK Biodiversity Action Plan</li> <li>● Guidance for Local Authorities on Implementing the Biodiversity Duty</li> <li>● Lancashire Minerals and Waste Core Strategy           <ul style="list-style-type: none"> <li>● Policy CS1</li> <li>● Policy CS3</li> </ul> </li> <li>● Lancashire Biodiversity Action Plan</li> <li>● Lancashire Extensive Urban Survey Work</li> <li>● Lancashire Historic Landscape Assessment</li> <li>● Lancashire Landscape Assessment</li> <li>● Northwest Green Infrastructure Prospectus</li> <li>● Lancashire Green Infrastructure Strategy</li> <li>● The Agenda for Growth: The Regional Forestry Framework for England's Northwest</li> <li>● Forest of Bowland AONB Management Plan</li> <li>● Conservation Area Design and Development Guidance SPD</li> <li>● Conservation Area Character Appraisals</li> <li>● Development in the Open Countryside SPG</li> <li>● Pendle Biodiversity Audit</li> <li>● Pendle Open Space Audit</li> </ul>
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## Options appraisal summary

What other options were considered?	Comment
Protect areas of open space only in areas where there is an identified deficiency in provision (Issue 9a - Option 2)	This option was not considered to be sustainable. It would allow sites in areas where there is a current 'surplus' of open space to be re-designated or redeveloped for an alternative use. It received limited support during the Issues and Options consultation.
Protect only good quality open space. (Issue 9a - Option 3)	This option may result in unequal levels of open space provision across the borough. It would reduce the overall amount of open space in Pendle. It was not considered to be the most sustainable option.
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. (Issue 9b - Option 1)	Policy LIV4 considers the provision of open space in new housing developments. Policy ENV1 considers the protection of open space.
Increase the use of Article 4 directions in Conservation Areas. (Issue 10a - Choice 5)	The policy includes this approach as one potential measure which can be used to help protect, conserve and enhance our historic environment, however, it is not the only tool that can be used.
Focus policy on building-in beneficial features for our natural heritage as opposed to conservation and 'no net loss'. (Issue 10b - Choice 1)	The policy is closely aligned to this choice but takes into account the need for mitigation measures in some circumstances.

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What other options were considered?	Comment
Widen boundaries of designated sites to include buffer zones around the protected areas. (Issue 10b - Choice 2)	This choice could be taken forward in policies in the Land-use Allocations as specific designated sites will be considered in that DPD.
Require mitigation measures to be put in place where development will result in adverse impacts on biodiversity and conservation. (Issue 10b - Choice 3)	The policy does incorporate this choice but also recognises the need to provide beneficial, built-in features to new developments.
Only permit agriculture or forestry related developments in the open countryside. (Issue 10c - Option 1)	This option would offer the greatest level of protection to the countryside, but would restrict development in those rural areas with identified needs. This option attracted the least support in the Issues and Options Consultations and also scored lowest in the Sustainability Appraisal.
Restrict development generally within the open countryside whilst permitting development related to identified local needs for homes, jobs and community facilities. (Issue 10c - Option 2)	Policy ENV1 and SDP1 are closely aligned with this option.
Restrict development generally within the open countryside whilst permitting development related to tourism, renewable energy and innovative rural enterprises. (Issue 10c - Option 3)	Policy ENV1 and SDP1 are closely aligned with this option, but they recognise the need to take a flexible approach.

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## Achieving Quality in Design and Conservation

### Introduction

- 7.45** This policy sets out the general principles which will guide our future decisions on the design aspects of new development proposals in Pendle. It approaches 'design' in the most general sense, addressing what we consider to be the most important design challenges for Pendle; creating sustainable buildings that can withstand the demands of a changing climate, with designs which respect our heritage assets.
- 7.46** Elsewhere in this document, more specific guidance is offered on issues relating to the design of housing (LIV4) business premises (WRK5) and public buildings and the public realm (SUP4). All four policies should be read in conjunction with the Design Principles SPD and the Conservation Area Design and Development Guidance SPD which offer more detailed guidance.

### Context

#### Design and conservation

- 7.47** Planning Policy Statement 1 Delivering Sustainable Developments sets out the Government's policy on delivering sustainable places. It states that 'good design is indivisible from good planning' and sees design as a key element in achieving sustainable development through the creation of 'attractive, durable and adaptable places'. It states that achieving high quality and inclusive design should be the aim of all those involved in the development process. This means ensuring places function well and that new developments add to the character and quality of an area over the long term. As important is that places are safe and accessible environments where crime or fear of crime does not undermine quality of life or community cohesion.
- 7.48** The North West Best Practice Design Guide (4NW, 2006) concludes that design is about more than just appearance and functionality but also takes into account wider objectives that affect our quality of life, including nature conservation, improving energy efficiency and reducing greenhouse gas emissions, reducing opportunities for criminal activity, preventing or reducing the impact of flooding and the use of sustainable, local materials.
- 7.49** Planning Policy Statement 5: Planning for the Historic Environment sets out the governments policies on the conservation of our historic environments stating that local planning should set a positive proactive strategy for the conservation and enjoyment of the historic environment in their area, paying particular attention to its contribution to a sense of place and its potential as a catalyst for achieving regeneration and high quality design.
- 7.50** In Pendle a great deal of the character and quality of the area is best reflected in the boroughs Conservation Areas and natural landscapes. Pendle currently has 26 Conservation Areas which cover some 14% of the Borough. These conservation areas vary widely in character and have many different qualities. This is indicative of the variety to be found in Pendle's landscape and buildings, which range from the scattered pre-industrial farming settlements of the 16th, 17th and 18th centuries (for example those found at Whitehough, Wyoller, Greenfield, Scholefield & Coldweather, Sabden Fold, Edge End and Southfield) to the more familiar urban legacy of Victorian terraced housing and textile mills (seen to good effect at Whitefield and Lomeshaye Hamlet). Many conservation areas derive much of their character from the interplay of the built form and the varied topography found in Pendle, which often imparts a dramatic spatial quality. Examples are Colne town centre (Albert Road) where the striking Victorian skyline is viewed astride a prominent ridge. As a contrast, the wide open moorland spaces of Trawden Forest contain a unique historic landscape of field boundaries and farmsteads relating to medieval vaccary farms and later copyhold farms.

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### Climate change adaptation and mitigation

- 7.51** Planning Policy Statement 1: Climate Change Supplement states that a key objective of the Core Strategy should be to secure and deliver development and places that minimise vulnerability and provide resilience to climate change whilst fostering local social cohesion and inclusion. Development should be designed to limit carbon emissions and to take advantage of opportunities for decentralised and renewable or low carbon energy.
- 7.52** The Lancashire Climate Change Strategy<sup>(120)</sup> sets out a framework for how the sub-region will work together towards meeting the 2020 target of a reduction in CO<sub>2</sub> emissions by at least 30% relative to 1990 levels. It considers the savings that can be achieved through four key sectors: Domestic, Transport, Business & Public Sector and Land Use.
- 7.53** Pendle Council is committed to carbon reduction, including signing the Nottingham Declaration in 2007, and will ensure that, through its planning system, it will work with partners and developers towards creating low carbon communities. It will do this through promoting the implementation of energy conservation measures and efficiency of design, layout, location and use of materials and natural resources in new buildings and refurbishment schemes, amongst other environmental management practice.
- 7.54** Buildings account for over 50% of carbon dioxide emissions in the UK. In Lancashire 29% and in Pendle 34% of carbon emissions come from domestic homes. A comparison of emissions data for 2005 and 2006 showed that domestic emissions have increased in Pendle. Poorly insulated buildings and poor control of heating, ventilation, air conditioning and lighting can all contribute towards wasted energy. They can also have negative social impacts such as contributing towards fuel poverty and poor health. Policy ENV3 highlights that the uptake of renewable and low carbon energy in the borough is currently low and shows how an increase in the use of micro technologies and decentralised generation could help reduce both carbon emissions and energy costs for users.
- 7.55** The Joint Lancashire Minerals and Waste Core Strategy DPD, which is part of the Development Plan for Pendle, sets out the county's approach to the recycling and reuse of materials. The choice of materials can have a considerable impact on the sustainability of a development. Factors such as the energy required to manufacture and transport the material, the lifespan of the material, the ability to repair or renew and the potential for recycling all vary from material to material. The use of local materials can aid reuse and recycling of materials and help reinforce the local vernacular of architecture.

### Strategy

- 7.56** Good design should contribute positively to the creation of better places for people. It should be informed by, and reflect, the history and development of a place; helping to guide development and deliver our vision of how we want Pendle to look in the future. The challenge for Pendle Council is to work with partners and developers to help create well designed buildings which are designed to meet future demands but which also enhance our heritage assets and sense of place.
- 7.57** All designs should be site specific in order to best respond to the particular challenges of a location. New developments should respond positively to their local context, looking at street pattern, building scale and form, proportion and fenestration patterns so creating an appropriate density, layout and building design that reflects and enhances the qualities of the local area. In Pendle, skylines are particularly important as the topography creates many opportunities for views across roofscapes. Developments should also have regard to the seven Urban Design Objectives as set out in the '*By Design*' (Cabe 2000)<sup>(121)</sup> best practice guide.

120 Lancashire County Council (2009) *Lancashire Climate Change Strategy* Preston

121 CABE (2000) *By Design: Urban Design in the Planning System - Towards Better Design*, London

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- 7.58** It is important that new developments respect the townscape and heritage of their setting and work to enhance the local distinctiveness of Pendle. Development which would have a detrimental impact on the significance of a 'heritage asset'<sup>(122)</sup> or involve the loss of such an asset will not normally be permitted.
- 7.59** The use of local materials and details can help the building respect its context. Materials should be of a high quality, and where appropriate be natural materials, and the use of sustainable materials will be encouraged. A Higher standard of design and quality of materials will be expected in developments affecting Heritage Assets.
- 7.60** Delivering well designed buildings and spaces will be particularly important to the success of our regeneration projects including those of the housing market renewal programme. Several DPD and SPD documents provide detailed design guidance particular to our regeneration areas and developments in these areas should have regard to the overall vision and guidance contained in these documents.
- 7.61** Developments should be planned to be safe and secure for all users; designing out crime and designing in community safety should be central to the design of new development. A sense of freedom from crime and the fear of crime is a fundamental part of a good quality of life. Good practice guides such as *By Design, Safer Places: The planning system and crime prevention* (CLG and Home Office, 2005)<sup>(123)</sup> and *Safer Places A Counter Terrorism Supplement*<sup>(124)</sup> offers guidance on issues such as natural surveillance and development layouts.
- 7.62** Climate change is one of the greatest challenges facing our society. Future development should be designed to be able to both adapt to and mitigate against changing environmental conditions as being experienced through climate change. The most appropriate actions to deal with these changes will differ depending on the scale at which they operate from town to neighbourhood to individual buildings. But all developments should be designed to minimise their impacts on greenhouse gases, flooding, heat gain and water resources and should also incorporate flexibility to deal with changing climate risks and conditions over time.
- 7.63** Buildings should also be designed with adaptability in mind. Such buildings are inherently more sustainable as they are less likely to require replacement or large scale alteration to meet the changing needs of occupants or the differing needs of future occupiers. The Lifetime Homes standard is concerned with designing dwellings to meet the needs of a homeowner throughout their lifetime. (See Policy LIV4: Housing Design).
- 7.64** In working towards minimising the impacts of climate change we need to address the sustainability and energy consumption of our buildings. This will reduce their carbon footprint, make them more cost efficient to run and create a more pleasurable environment in which to live and work. Policies LIV4, WRK5 and SUP4 set out guidance and requirements for housing, employment and commercial and public buildings with reference to the national schemes for driving development towards zero carbon buildings (The Code for Sustainable Homes and BREEAM Standards). Whilst designing a building to its maximum energy efficiency should be the first objective, the use of renewable and low carbon technologies to further reduce the carbon footprint of the development should also be considered. Policy ENV3 sets out the Council's targets for on-site renewable energy generation.

<sup>122</sup> Planning Policy Statement 5: Planning for the Historic Environment defines a Heritage Asset as a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. They can include nationally designated assets or assets identified by the local planning authority during the process of decision-making or through the plan-making process including local listing)

<sup>123</sup> CLG & The Home Office (2005) *By Design, Safer Places: The planning system and crime prevention*, London

<sup>124</sup> CLG & The Home Office (2009) *Safer Places A Counter Terrorism Supplement*, London

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### Policy ENV 2

#### Achieving Quality in Design and Conservation

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

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

Good design should be informed by, and reflect, the history and development of a place. The historic and natural environments contribute substantially to Pendle's 'sense of place' and bring enjoyment to many people. Therefore:

- Developments should be practical and legible, attractive to look at, and seek to inspire and excite.
- Proposals should contribute to the sense of place by respecting the built heritage and local context, including the townscape and distinct settlement characteristics of the locality.
- Proposals should strive to ensure the significance<sup>(125)</sup> of heritage assets is not harmed or lost.
- The re-use of historic buildings should be considered favourably using the 'optimum viable use'<sup>(126)</sup> approach and a presumption against demolition.
- Proposals should protect or enhance the natural environment. Where applicable, they should maintain the openness of the Green Belt and not detract from the natural beauty of the AONB, by way of their siting, size, design and appearance.
- All new development will be required to meet high standards of design, being innovative to obtain the best design solution and using materials appropriate to the setting.
- Good quality contemporary design will be supported where this enhances the character and quality of the environment
- Developments should support inclusive communities, in terms of accessibility, permeability and functionality for all users. The Council will encourage developments to be designed in line with the principles of Inclusive Design and Lifetime Neighbourhoods.
- Developments should be safe and secure for occupants and passers-by, reducing crime or the fear of crime. The Council will encourage buildings to obtain Secured By Design or similar standards.

##### Designing for climate change mitigation and adaptation

Climate change is one of the greatest challenges facing society today. New development should be designed so as to have a positive or at least neutral impact on climate change by:

- Seeking to limit their vulnerability to the effects of climate change over time e.g. to flooding (see ENV7), higher temperatures or storms.
- Using natural systems to maximise comfort in and around buildings. This should include consideration of passive solar design, natural ventilation and shading as appropriate.
- Including areas of green space, soft landscaping and tree planting to provide opportunities for shading and cooling and rainfall capture.
- Adopting an innovative approach to the use of materials including the use of sustainable materials and where possible locally sourced materials.

<sup>125</sup> PPS5 defines significance as the value of a heritage asset to this and future generations because of its heritage interest. That value may be archaeological, architectural, artistic or historic.

<sup>126</sup> Optimum viable use is a shorthand term for the best use we can put a usable heritage asset to. It will be a viable use that economically supports the assets conservation, whilst presenting the least threat to what matters about it: its heritage significance.

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- Being designed to the highest possible levels of sustainability and energy efficiency (see policies LIV4, WRK5 and SUP4 for more details relevant to specific development types).
- Adopting the use of renewable and low carbon technologies to further reduce the carbon footprint of the development (see Policy ENV3).
- Designing hardstandings to use permeable surfaces and SUDS where appropriate (see Policy ENV7).
- Incorporating water saving and recycling measures where possible to minimise water usage.

## General requirements:

- Developers should demonstrate consideration of the above, as applicable, through their Design and Access Statement.
- Proposals should have regard to the Lancashire Landscape Assessment, Lancashire Historic Landscape Assessment and Lancashire Extensive Urban Survey Work and show an understanding of how proposals fit within the landscape and townscape character.
- Developers should comply with the requirements of the Lancashire Minerals and Waste Core Strategy DPD with regards to maximising the use of recycled and secondary materials.

These are the guiding principles for the design of all new development in Pendle. They are expanded upon in further design policies (Policy LIV4, WRK5 and SUP4) which outline the specific measures that will be expected in particular types of development, and through other Development Plan Documents (DPD) and Supplementary Planning Documents (SPD).

## Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 10
<b>SCS Priority Goals</b>	4, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To achieve the highest possible standards of design and conservation in new developments.</li> <li>• To deliver developments which have a minimal impact on the environment and resilience to climate change.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of planning applications refused on the grounds of poor design.</li> <li>• Number of planning applications refused on the grounds of impact on a heritage asset.</li> <li>• Number of applications with a Secured by Design award.</li> <li>• Number of dwellings built achieving CfSH target levels.</li> <li>• Number of commercial buildings built achieving a BREEAM rating.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Regenerate Pennine Lancashire, Heritage Trust for the North West, English Heritage, Private Developers (including householders).
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the development management process.</li> <li>• By guiding development with more detailed design guidance in Supplementary Planning Documents and Masterplan documents.</li> <li>• Specific heritage/conservation and regeneration funding initiatives will be used as a delivery tool.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 1: Delivering Sustainable Development</li> <li>• Planning Policy Statement 1: Supplement - Planning and Climate Change</li> <li>• Planning Policy Statement 5: Planning for the Historic Environment</li> <li>• By Design - Urban Design in the Planning System: Towards Better Practice</li> </ul>

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- By Design, Safer Places: The planning system and crime prevention
- Planning and Access for Disabled People: A good practice guide
- Secured by Design: Design Guides
- Urban Design Compendium (Parts 1&2)
- North West Best Practice Design Guide
- Lancashire Landscape Strategy
- Lancashire Historic Landscape Assessment
- Lancashire Extensive Urban Survey Project
- Lancashire Waste and Minerals Core Strategy DPD
- Raising Design Quality in Pennine Lancashire
- Pennine Lancashire Northlight Weaving Shed Study
- Pendle Climate Change Strategy and Action Plan
- Pendle Conservation Area Design and Development Guidance SPD
- Pendle Design Principles SPD
- Development in the Open Countryside SPG
- Forest of Bowland AONB SPG
- Bradley Area Action Plan DPD
- Brierfield Canal Corridor (Housing) Planning Brief SPD
- Brierfield Railway Street Area SPD

### Options appraisal summary

What other options were considered?	Comment
New development should use appropriate materials so that it remains in keeping with the established character of the area in which it is located. (Issue 3a - Choice 1)	Included in Policy; this was the most supported choice in the consultation. However, this and following choice where not seen as mutually exclusive as we believe you can use appropriate materials but still be innovative in design.
New development should, wherever possible, employ the highest standards of innovation and design, with limited reference to their wider setting. (Issue 3a - Choice 2)	Included in Policy with regards to innovative design; this and previous choice where not seen as mutually exclusive as believe you can be innovative in design but in keeping with character.
New developments should be accessible to all members of society and meet appropriate security standards (i.e. Secured by Design). (Issue 3a - Choice 3)	Included in Policy. This option scored the highest in the Sustainability Appraisal.
Require all new developments to use a set proportion of recycled and/or materials from sustainable sources. (Issue 4e - Option 1)	Not considered necessary as the Lancashire Minerals and Waste Core Strategy DPD includes requirements in this respect. The policy references that developers should meet these requirements.
Only require major developments to use a set proportion of recycled and/or materials from sustainable sources. (Issue 4e - Option 2)	Not considered necessary as the Lancashire Minerals and Waste Core Strategy DPD includes requirements in this respect. The policy references that developers should meet these requirements.
Do not require new developments to use a set proportion of recycled and/or materials from sustainable sources. (Issue 4e - Option 3)	Not considered necessary as the Lancashire Minerals and Waste Core Strategy DPD includes requirements in this respect. The policy references that developers should meet these requirements.
Establish detailed criteria which require higher standards of design throughout Pendle. (Issue 10a - Choice 1)	General criteria are included in the policy. More detailed criteria are included in the associated design SPDs.

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What other options were considered?	Comment
Identify areas where detailed criteria, requiring higher standards of design, will apply i.e. Conservation Areas, Town Centres, Neighbourhood Renewal Areas etc. (Issue 10a - Choice 2)	This choice is not proposed as we want to strive to improve design quality in all areas of the borough, particularly as regards to designing to respond to climate change. The Sustainability Appraisal also supported having higher design standards across the whole borough.
Establish detailed criteria which require higher standards of design, but only require these to be met in Conservation Areas. (Issue 10a - Choice 3)	This choice is not proposed as we want to strive to improve design quality in all areas of the borough, particularly as regards to designing to respond to climate change. The Sustainability Appraisal also supported having higher design standards across the whole borough.
Establish detailed criteria which require higher standards of design, but only apply these in the immediate vicinity of listed and locally important buildings. (Issue 10a - Choice 4)	This choice is not proposed as we want to strive to improve design quality in all areas of the borough, particularly as regards to designing to respond to climate change. The Sustainability Appraisal also supported having higher design standards across the whole borough.
Increase the use of Article 4 directions in Conservation Areas. (Issue 10a - Choice 5)	Covered in Policy ENV1.

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### Renewable and Low Carbon Energy

#### Introduction

- 7.65** This section presents the preferred option for generating energy and heat from Renewable and Low Carbon Energy sources in Pendle.
- 7.66** In particular it seeks to ensure that Pendle contributes its fair share towards meeting international, national and sub-regional targets in generating renewable and low carbon energy, whilst protecting its most valuable rural landscapes and historic townscapes. It also addresses the need to reduce the carbon footprint of new developments in Pendle, through the use of on-site renewable energy generation and/or community and district renewable and low carbon heating schemes.

#### Context

##### National

- 7.67** The UK has signed up to the EU Renewable Energy Directive, which includes a UK target of generating 15% of its energy from renewable sources by 2020. This is equivalent to a seven-fold increase in UK renewable energy consumption from 2008 levels.<sup>(127)</sup> The UK Renewable Energy Strategy indicates that this 15% target could be met by generating 30% of electricity and 12% of heat from renewable sources by 2020.
- 7.68** The UK Renewable Energy Strategy is just one element in a much wider plan<sup>(128)</sup>, which details how the Government intends to reduce UK CO<sub>2</sub> emissions to 34% below 1990 levels by 2020, with an ultimate commitment to reduce emissions by 80% below 1990 levels by 2050.
- 7.69** National planning policy documents set out the role planning can play in contributing to the low carbon and climate change agenda. Planning Policy Statement 1 'Delivering Sustainable Development' states that local planning authorities should address the causes and potential impacts of climate change through policies which reduce energy use and emissions and promote the development of renewable resources.
- 7.70** In addition the Planning Policy Statement 1 Supplement on Planning and Climate Change says that in developing a Core Strategy, planning authorities should provide a framework which promotes and encourages renewable and low carbon energy (RLC) generation with policies that do not restrict the development of RLC energy and supporting infrastructure. It also promotes the use of targets for on site renewable energy generation.
- 7.71** Planning Policy Statement 22: Renewable Energy states that local development documents should contain policies designed to promote and encourage rather than restrict the development of renewable energy sources.
- 7.72** An updated PPS which was intended to amalgamate and update the guidance in PPS 1 Supplement and PPS22 was subject to consultation earlier this year. The merging of these two policy statements was intended to provide for a more streamlined strategic framework for planning for renewable energy and climate change. It also aimed to clarify the relationship between planning and other regimes such as Building Regulations. This draft PPS highlighted a particular role for Local Authorities in assessing opportunities for decentralised energy supplies including district heating networks. It stated the focus should move away from setting borough wide targets and instead adopt a more targeted approach, setting targets or requirements for specific development areas or sites, particularly those opportunities which are of a scale that developers may not be able to realise without local authority support, such as district heating schemes. The new Government has

<sup>127</sup> HM Government (2009) *The UK Renewable Energy Strategy (RES) 2009*. London, Department of Energy and Climate Change.

<sup>128</sup> HM Government (2009) *The Low Carbon Transition Plan*. London, Department of Energy and Climate Change.

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indicate a proposal to replace the current raft of PPS and PPG documents with a new single planning policy framework. There is no indication as yet what this will say regarding renewable and low carbon energy targets and whether the previous Governments proposals as set out in this draft consultation PPS document will emerge into policy.

- 7.73** The Government has also recently designated six new National Policy Statements (NPS) for energy infrastructure, including EN3 - National Policy Statement for Renewable Energy Infrastructure. Whilst these are intended to guide applications for major infrastructure proposals dealt with under the Infrastructure Planning Commission (IPC) (to become the Major Infrastructure Unit under Government planning reforms) the documents also state that the NPSs may be a material consideration in planning applications. The Renewable Energy NPS only covers off-shore and on-shore wind and biomass/waste technologies. It states that onshore wind farms are the most established, large scale source of renewable energy in the UK and that they will continue to play an important role in meeting renewable energy targets. The NPS also sees an increasing role for the use of biomass/energy from waste plants as part of the the UKs energy mix. It can also reduce the amount of waste heading for landfill sites. The NPS goes on to set out a number of factors for considerations and guidance on assessing the potential impacts of such developments.

## Regional

- 7.74** Echoing the national requirements, outlined above, the aspiration is for the North West to provide 20% of its final energy demand from renewable sources by 2020.<sup>(129)</sup>
- 7.75** As regards electricity, a NW regional study carried out for the North West Development Agency by SQW consultants<sup>(130)</sup> estimates that 13-15 % of electricity in the north west, i.e. nearly half of the 30% national RES target, could come from offshore renewable energy sources (i.e. off shore wind, wave/tidal) with the remaining coming from onshore technologies. It outlines that in onshore capacity, Lancashire has an extensive commercial wind and small scale wind resource and significant microgeneration potential including ground source and air source heat pumps. It concludes that the successful deployment of commercial scale onshore wind and microgeneration technologies are critical to the growth in renewable capacity.

## Sub-Regional

- 7.76** The Landscape Sensitivity to Wind Energy Development in Lancashire study categorised areas in terms of their landscape sensitivity and drew conclusions regarding the capacity for, and scale of, appropriate wind farm developments. Within Pendle, the areas categorised as Industrial Foothills and Valleys around the main settlements of the M65 corridor, are seen as having a moderate level of landscape sensitivity and potentially capable of supporting small and possibly medium scale wind developments. In Rural Pendle, the strip of Moorland Fringe area to the south east of the borough shows perhaps the highest potential for wind with a moderate-low landscape sensitivity level and a potential for small, medium or potentially larger scale wind developments. However its proximity to the South Pennine Moors SSSI (Site of Special Scientific Interest) would need to be carefully considered. There is also identified potential for small or possibly medium sized wind developments in the areas to the north of the borough but these areas have site specific sensitivities around some of the upland areas of Pendle Hill and Weets Hill which need consideration.
- 7.77** Pendle Council has committed to taking part in an AONB Hydro Study to further investigate the potential for this particular technology; the completion of this study has currently been delayed due to funding issues.

129 North West Development Agency (2006) *North West Sustainable Energy Strategy*. Warrington, NWDA.

130 SQW (2010) *Northwest renewable and low carbon energy capacity and deployment: project report*, Warrington, NWDA Accessed online 30/09/2010 [http://www.nwriu.co.uk/research\\_and\\_intelligence/environment/environment\\_publications/renewable\\_capacity.aspx](http://www.nwriu.co.uk/research_and_intelligence/environment/environment_publications/renewable_capacity.aspx).

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### Local

- 7.78** Pendle's Climate Change Action Plan sets out a commitment to reducing carbon emissions, including supporting the role of the planning service to encourage and facilitate renewable energy development through its policies.
- 7.79** Pendle along with a partnership of 4 other neighbouring local authorities, commissioned a study into renewable and low carbon energy potential in the area. The South Pennines 'Renewable and Low Carbon Energy Study'(2010) identifies that Pendle would need to achieve 15.4MW of electricity and 11.8MW of heat to meet the UK RES 30% aspiration.
- 7.80** The study concludes that to achieve such a level of additional generation, a significant level of commercial wind development will be required. The study includes maps which plot areas of constraints and wind speeds to identify the most suitable areas for commercial scale wind developments, showing potential areas mainly to the east and north west of the borough. It also sees a smaller role for biomass, small scale wind, solar pv and hydropower to contribute towards the RLC electricity mix. In terms of RLC heat energy, it identifies potential for ground source heat pumps, particularly in the rural, off mains gas areas, and solar hot water heating. The study also considers the role of on-site low carbon and renewable energy generation identifying this as an area which is potentially directly influenced by planning policies and the granting of planning permission, more so perhaps than stand alone energy developments.
- 7.81** A major issue for Pendle is how to address the energy usage of its existing stock of buildings. Many works to existing buildings however often fall outside the remit of the planning system e.g. refurbishment and repair, although Building Regulations can require upgrading of elements of a buildings fabric to current standards depending on the scale of works being undertaken). The Council's recently adopted Design Principles SPD offers advice on energy efficiency and renewable energy developments as relevant to homeowners and the Council encourages householders to consider such improvements as part of refurbishment or extension works. The Burnley and Pendle Home Energy Strategy sets out a three step approach to applying energy efficiency and renewable energy measures which can apply to refurbishment as well as new build schemes (see Policy LIV4 Housing design).
- 7.82** Additional opportunities may arise through the change of Government. On the 27<sup>th</sup> July, the Right Honourable Grant Shapps MP, the Housing and Local Government Minister, set out his intention to establish a Community Energy Fund. This would allow developers to make payments to the local authority to support local energy schemes such as a local district heating scheme, or a community wind farm, rather than providing renewable energy solutions on-site. As far as practicable, our emerging LDF will take into account emerging Government policy such as this, which may provide new opportunities for addressing RLC energy generation in the borough.

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## Strategy

- 7.83** This policy will set out the overall approach to renewable and low carbon energy in the borough.
- 7.84** The South Pennines 'Renewable and Low Carbon Energy Study' (2010) shows that at present Pendle generates only 0.1 MW of its energy consumption from renewable sources. It is clear therefore, to reach the notional RES 'targets' of 15.4MW<sup>(131)</sup> of electricity and 11.8MW of heat would require a large commitment to renewable energy, which has not been the case in the borough before.
- 7.85** The tables below show the identified potential generation figures for Pendle for electricity and heat from different RLC technologies. These 'pragmatic' figures take into account significant practical constraints, including environmental sensitivities such as international and national nature conservation sites and cultural sensitivities such as proximities to settlements and listed buildings. The commercial wind power figure also considers landscape impacts.

Type of Renewable Electricity Technology	Pragmatic Energy Generation (MW)
Commercial Scale Wind	15.3
Small Scale Wind	0.71
Solar (PV)	2.08
Hydro-power	0.07
Wood fuel	0.11
Waste Wood	0.51
Energy Crops	0.07
Farm Anaerobic Digestion	0.11
Municipal Anaerobic Digestion	0.24
<b>Total</b>	<b>19.2</b>

Type of Renewable Heat Technology	Pragmatic Energy Generation (MW)
Solar	4.75
Ground Source Heating	13.25
Wood fuel	0.37
Waste Wood	0.86
Energy Crops	0.22
Farm Anaerobic Digestion	0.17
<b>Total</b>	<b>19.62</b>

<sup>131</sup> In reality, off shore wind can play a significant contribution to renewable electricity generation on a national and regional scale and as such if formal district targets were ever set by Government, Pendle may not be required to achieve the full 15.4MW by 2020 for the north west and the UK as a whole to meet the EU targets.

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- 7.86** As the tables above show, large scale commercial wind developments would be required to stand any chance of generating the levels of electricity needed to reach the aspirational 2020 targets. The evidence base concludes that due to its topography etc the majority of Pendle outside of the urban cores could be suitable for some form of wind development. Therefore it is not proposed to allocate specific sites or areas of search for wind development but to positively consider developments of an appropriate scale that will contribute towards renewable energy targets whilst having a regard to the landscape and heritage sensitivities of an area.
- 7.87** Other technologies, particularly solar and ground source heat pumps can also make a contribution to overall generation levels, albeit this would require high levels of uptake to provide any significant levels of energy generation. To help increase take up levels of these smaller scale technologies, and therefore increase RLC generation levels in the borough, proposals for all new dwellings or commercial premises will be required to generate 10% of their energy from renewable sources, unless developers can demonstrate this makes the development unviable.<sup>(132)</sup> However, developers will be encouraged to follow the best practice of the energy hierarchy and look to address the energy efficiency first, thereby reducing the initial energy requirement of the development and subsequently the size and cost of their 10% RLC contribution. Meeting other design requirements as set out in this plan e.g. Code for Sustainable Homes and Breeam, which often require a RLC component, and will help guide developers in achieving the best balance between energy efficiency and the use of RLC technologies (see Policy LIV4 and WRK5).
- 7.88** In addition, reflecting the approach proposed in the draft Low Carbon PPS and recent Government statements, our strategy will include proactively helping to facilitate decentralised energy generation through the development of community or district heating schemes. The Land Use Allocations DPD will, in identifying sites for future development, look to identify and promote opportunities for area or multiple site approaches to RLC heating schemes, having regard to the impact of requiring such measures on the overall viability of the developments. The approach will reflect changing Government guidance and legislation, for example the recently proposed Community Energy Fund, and utilise such methods to work towards delivering renewable and low carbon energy generation in the borough.
- 7.89** We will not impose any blanket restrictions on the use of any RLC technologies in the borough but encourage the use of the most appropriate technology following careful consideration of all known constraints including landscape sensitivity and residential amenity. In particular, the use of less intrusive technologies such as ground and air source heat systems, can mean less detrimental visual impacts in areas of high landscape sensitivity such as the Forest of Bowland AONB or a Conservation Area. Building mounted technologies such as solar panels should respect the architectural merits of a building, particularly in areas of sensitivity such as Listed Buildings or Conservation Areas. These smaller technologies can also have a role to play in serving isolated, 'off-grid' properties where mains gas or electricity is not easily available and where people have previously been restricted to the use of expensive, finite fossil fuels such as oil fired boilers; by providing an alternative greener source of cheaper energy it can help in reducing rural fuel poverty. Many small scale renewable technologies such as this are now allowed under permitted development rules. The Council's Design Principles SPD gives further guidance.
- 7.90** To obtain the uptake levels of generation that are needed to meet the proposed targets some levels of landscape and visual impacts will need to be accepted. Of most importance is to protect our designated areas, such as the SPA, SAC, SSSI, AONB and the numerous conservation areas and heritage assets. National guidance states that the scale and impact of developments in nationally recognised designations should be compatible with the purpose of the designation. Therefore in these areas the policy will not allow renewable energy developments which would conflict with the

<sup>132</sup> In such cases, applicants will be required to provide details of the estimated build and land acquisition costs which will then be used to assess the economic viability of the scheme. The Council may employ independent specialists where necessary to evaluate the scheme viability and this will be paid for by the applicant.

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aims of the designation, namely to protect and conserve the landscape or townscape character or important wildlife habitats. In the Green Belt, renewable energy developments, which threaten to have a negative impact on the open character of the area will not be appropriate.

## Policy ENV 3

### Renewable and Low Carbon Energy Generation

The Council will encourage the development of renewable and low carbon (RLC) energy developments which are appropriate for their setting and will work towards increasing levels of renewable and low carbon energy generation in Pendle.

- The Council will support RLC energy developments which assist in the generation of 15.4 MW of electricity and 11.8MW of heat by 2020, to contribute our fair share towards meeting the obligations as set out in the UK Renewable Energy Strategy.
- To contribute towards this, all new residential and commercial developments will be required to generate 10% of their predicted energy use from renewable or low carbon sources, unless it is demonstrated that this is not viable.

Specifically

- In the rural areas, wind farms will be viewed positively where they will not have a detrimental impact on any designated area of nature, landscape or heritage value. Additionally, proposals for all technologies, should be of an appropriate scale for their setting and shall not have an unacceptable impact on the landscape and visual character of an area, the value of any heritage assets or to residential amenity.
- In urban areas, small scale / building scale renewable technologies will be supported where they do not have a unacceptable impact on residential amenity or heritage assets. The development of community or district heating schemes, which utilise appropriate renewable or low carbon technologies will be encouraged. The Land Use Allocations DPD will look to identify suitable sites or areas where the Council believes such schemes would be viable. The Council will work with partners and developers to help facilitate such schemes and where such schemes are put in place, will require commitment from developers for future developments to participate in such schemes as a requirement of granting planning permission.
- Where meeting the 10% RLC targets is not viable on site, consideration will be given to alternatively allowing developers to make a contribution towards community initiatives aimed at reducing the areas carbon footprint.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 10
<b>SCS Priority Goals</b>	6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase renewable and low carbon (RLC) energy generation in the borough, towards the aspirational targets.</li> <li>• Require new developments to generate 10% of their electricity from renewable and low carbon sources.</li> </ul>

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<b>Indicators</b>	<ul style="list-style-type: none"> <li>% of planning permissions granted which meet the 10% renewable and low carbon energy requirements.</li> <li>Number of, and amount of energy (MW) generated<sup>(133)</sup> by, completed renewable and low carbon energy developments.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Energy Companies, Private Developers and Householders
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the development management process.</li> <li>Through private sector investment by energy developers, utility companies, local businesses and householders.</li> <li>Potentially through new schemes such as the proposed Community Energy Fund.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>PPS1: Delivering Sustainable Development</li> <li>PPS1 Supplement: Planning and Climate Change</li> <li>PPS22: Renewable Energy</li> <li>North West Sustainable Energy Strategy</li> <li>North West Renewable and Low Carbon Capacity and Deployment Project Report</li> <li>Lancashire Climate Change Strategy (2009-2020)</li> <li>Landscape Sensitivity to Wind Energy Development in Lancashire</li> <li>South Pennine Renewable and Low Carbon Energy Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
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. (Issue 4a - Option 1)	This option was not taken forward as it is felt that by setting a threshold smaller schemes will not make their fair contribution to overall generation targets. Improvements in technologies and financial incentives such as the feed in tariffs should make it possible for all developments to incorporate RLC generation technologies. Both the Sustainability Appraisal and Consultation response supported the option proposed in the policy for all developments to contribute.
Where on-site provision is not feasible require developers to make a contribution to initiatives aimed at reducing the areas carbon footprint. (Issue 4a - Option 3)	Included within the policy to allow the greatest flexibility whilst still achieving overall RLC generation and carbon reduction aims. This approach was also supported by the Sustainability Appraisal as it would ensure the highest possible levels of RLC generation are achieved.
Be broadly supportive and fulfil sub-regional targets. (Issue 4b - Option 1)	With pending cancellation of RSS, national targets reflecting EU commitments have been chosen as a basis for the targets. Whilst there is no requirement for individual local authorities to meet these targets it was considered that Pendle should focus on working towards these aspirational targets. Both the Sustainability Appraisal and Consultation response supported the option proposed in the policy to be very supportive and set aspirational targets.
Identify specific areas of search for the determination of renewable energy schemes. (Issue 4c - Option 2)	This approach could be restrictive if it limited development to specific areas. The evidence base suggests that most areas are suitable for some renewable energy developments of a suitable scale. The policy does however suggest what may be the most appropriate types of technologies in certain areas.

133 The borough wide targets set out in this policy are generation figures. To monitor the performance against these targets, a load capacity calculation will be applied to the maximum capacity figures quoted in planning applications. Renewable energy equipment does not run at maximum output all of the time and so the load capacity factor calculations estimate a more likely generation figure. The capacity factors to be applied, taken from the South Pennine Renewable and Low Carbon Energy Study, will be set out in Annual Monitoring Report

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What other options were considered?	Comment
Encourage specific renewable technologies in preference to others (e.g. Wind farms or biomass) (Issue 4c - Option 3)	Whilst this was the most popular approach supported in the consultations, it is considered contrary to national policies which state that Core Strategies should be supportive and not unduly restrictive with regards the use of different technologies. The option proposed was the second most supported option in the consultation.

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### Promoting Sustainable Travel

#### Introduction

- 7.91** The movement of people and goods between places is one of the most important factors of sustainable development. The transport infrastructure is crucial in supporting the local economy and future growth. Travel and transport can have a huge impact on the everyday lives of the local population and the impact of any new development on the transport infrastructure needs to be carefully managed.
- 7.92** The transport policy of the Core Strategy will aim to achieve two key objectives:
- Minimising the need to travel - the movement of people and goods - planning where new developments are located will be key to this as well as using locally sourced produce.
  - Where movement is required this should be done efficiently as possible using sustainable modes of transport
- 7.93** Goal 6 of the Sustainable Community Strategy seeks to 'care for our environment - deepen our understanding and respect for our surroundings'. As part of achieving this goal the transport issues of the borough need to be addressed, particularly the interconnections of Pendle's settlements and with its neighbours. Objective 6 under this priority goal is to 'encourage better and more sustainable transport'.
- 7.94** A number of other factors will influence the way we plan for transport in the future. Emissions from transportation are one of the main contributors to the causes of climate change. Spatial planning has an important role to play in helping to address climate change and one way of doing this will be to reduce the need to travel. By planning sustainably, providing more environmentally friendly modes of transport, and better public transport we can help to reduce car usage and subsequently carbon emissions.
- 7.95** There are three main areas of transport planning that the core strategy needs to consider:
- strategic transport issues - including major transport infrastructure proposals;
  - management of the existing transport network - looking at smarter choices; and
  - accessibility to services and the travel implications of new developments - including car park provision.
- 7.96** Lancashire County Council is the strategic highways authority for Pendle and they are responsible for the maintenance and provision of the highway network across the borough. Policy ENV4 will support the delivery of Local Transport Plan 2 (LTP2) (and its successor LTP3) and transport planning initiatives through new development across the borough.

#### Context

##### Strategic transport

- 7.97** PPG13 looks at how planning and transport can be better integrated and support the government's aims of promoting sustainable transport choices, accessibility and reducing car based trips. A particular role of the planning system will be to protect sites and routes which could be critical in developing future transport infrastructure.
- 7.98** The main strategic transport issues in Pendle are the links into Yorkshire and in particular the A56 corridor to the north of Colne. The Sub-regional Transport Framework for Lancashire<sup>(134)</sup> highlights the problems of traffic congestion and the delays at peak times caused by the termination of the M65 motorway west of Colne.

<sup>134</sup> Atkins (2009) A Sub-regional Transport Framework for Lancashire. Manchester.

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- 7.99** Another concern is the volume of traffic which passes through the villages along the A56. Although this is not as significant as the amounts in Colne there are still issues of highway safety in these villages.
- 7.100** The Sub-regional Transport Framework for Lancashire<sup>(135)</sup> makes a number of recommendations to address these problems including:
- the consideration of a bypass to remove through traffic from parts of Colne; and
  - improvements to public transport provision.
- 7.101** The second Local Transport Plan for Lancashire (LTP2) includes the bypass as the third priority in the County. However, changes in how funding is allocated and the general shift away from new road building mean that this scheme is unlikely to be brought forward in this plan period. Furthermore, the third Local Transport Plan is currently being prepared which may change the priority given to this scheme.
- 7.102** Since 1970 the East Lancashire railway line has also terminated in Colne. This means users have to change to an alternative mode of transport if they wish to travel to West Craven or further North or East into Yorkshire. There is a considerable amount of support for the reinstatement of the railway between Colne and Skipton, however, funding has yet to be secured and there is no guarantee that it will be found during the lifetime of the plan. This will significantly affect the deliverability of the project.
- 7.103** The Lancashire and Cumbria route utilisation strategy (RUS) identifies the Colne to Skipton route as a gap in the rail network in terms of addressing regional links, commuter demand and social deprivation. The strategy indicates that this option should not be taken forward in the current RUS, however, it should be considered as part of a longer term view.
- 7.104** The construction of the bypass and the reinstatement of the railway are respectively the second and third transport priorities in the Pennine Lancashire Multi Area Agreement (MAA) and are therefore important schemes to deliver.

## Managing travel demand

- 7.105** Managing travel demand is one way of solving local transport issues. Management of the existing transport network will be a key priority for Pendle especially in areas of travel stress.
- 7.106** Pendle Partnership (the LSP for Pendle) has drawn up a Transport and Highways Action Plan to bring all related transport strategies together and identify the key areas of work where the partnership will focus its efforts. The Core Strategy policies reflect this work and include relevant actions in the delivery plan.
- 7.107** A number of the transport strategies identified in the LSP Action Plan aim to boost the use of sustainable transport modes by encouraging people to walk, cycle and use public transport where possible helping to reduce car based trips.
- 7.108** The Lancashire Bus Strategy indicates that Lancashire County Council will work with bus company partners to help promote bus services and improve the quality and level of services currently provided. One specific scheme is the Quality Bus programme which aims to improve the quality of journeys made by bus, looking particularly at frequency, reliability and low floor easy access.
- 7.109** The East Lancashire Community Rail Partnership has developed an action plan to take forward a number of initiatives. These will help to increase patronage and revenue, manage costs downwards and enable local rail to play a larger part in economic and social regeneration.

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135 Atkins (2009) *A Sub-regional Transport Framework for Lancashire*. Manchester.

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- 7.110** Both Lancashire and Pendle Councils have cycling strategies which aim to improve conditions for cyclists either by providing new routes or making existing routes safer. They also aim to encourage people to cycle to work, school and for leisure and health purposes, and look at developing cycle tourism and schemes which encourage young people to cycle. In particular both Councils are looking at making specific improvements and new cycle paths to provide easier access to schools. These school links cycle routes will be developed around the new super-schools in Brierfield and Colne with additional routes in Barnoldswick around West Craven High School.
- 7.111** National Cycle Route 68, part of the Sustrans national cycle network, runs along the canal tow path of the Leeds-Liverpool canal passing through Nelson, Foulridge and Barnoldswick. It provides an alternative route for cyclists wanting to travel between the north and south of the borough. Sustrans, in partnership with the Council, is also looking at the creation of a greenway route alongside the route of the Colne to Skipton railway.
- 7.112** The Lancashire Walking Strategy and the Rights of Way Improvement Plan both aim to encourage walking. These strategies look at providing pedestrian priority schemes and improvements to the public footpath and bridleway network.
- 7.113** Transport modes are intrinsically linked to environmental quality. Congestion can cause a number of localised environmental problems, impacting on human health and the natural environment. Air Quality Management Areas (AQMAs) may be introduced into areas where the air quality is likely to fall below the minimum standards. Policy ENV5 looks in more detail at air pollution issues.
- 7.114** The concentrated urban belt of the M65 corridor has some high accessibility routes a number of which can suffer from congestion at peak times. The 'Mainline' bus services provide public transport along the primary transport routes in the M65 corridor and the three towns of Brierfield, Nelson, and Colne are served by the East Lancashire railway line.
- 7.115** The West Craven towns are served by a number of bus services. The main A56 road runs through Earby and links the area to Skipton and Colne. There are no 'A' classified roads into Barnoldswick and this impacts on the accessibility of the area for economic growth.
- 7.116** The settlements in the rural areas of Pendle are more dispersed and are less well connected. There is still a heavy reliance on private modes of transport in these areas, although some of the larger villages are served by a regular bus service (e.g. Trawden). There are also some specific rural bus services which operate to the smaller settlements in the AONB, however, the frequency of these services can sometimes be restrictive to users.
- 7.117** The community transport partnership offers a dial-a-ride service throughout Pendle to those people who find accessing a normal bus service difficult. This service provision can be vital to those living in rural areas.

### Development accessibility

- 7.118** PPG13 highlights the importance of ensuring that new developments are located in areas of good accessibility. New development should not be located in areas where the only means of access is by private car. A range of transport methods should be available and provision should be made for walking and cycling.
- 7.119** The Sub-regional Transport Framework for Lancashire<sup>(136)</sup> highlights the poor legacy of spatial planning in Lancashire, which has led to the traffic problems that a number of areas in Pendle suffer from today. The location of new development and the links to the existing transport network need to be considered carefully.

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**7.120** Parking provision is also relevant when considering development accessibility. Parking provision and costs can heavily influence people's travel decisions. This is especially true in town centres which typically offer the highest levels of accessibility and the greatest choice of alternative modes of transport. As such, the need for people to travel into the town centre by car should be less. However, it is recognised that there is still a need to provide a certain level of car parking in town centres to help boost trade and the local economy.

## Strategy

### Strategic transport

- 7.121** The strategic transport issues of the borough are unlikely to be resolved during this plan period (up to 2026). However, it is necessary to consider the options for the future in order to ensure that development during the plan period does not compromise the potential for transport improvements at a later date.
- 7.122** There are two long term strategic transport options which need to be considered: the provision of the A56 villages bypass and the reinstatement of the Colne to Skipton railway line. These both have support, however, detailed planning and costing of these schemes still needs to be prepared and funding also still needs to be secured. New developments may be charged under CIL to help fund these projects.
- 7.123** The provision of one or both of these projects could have far reaching economic benefits not just for Pendle but for its neighbouring authorities. The Land-use Allocations DPD will be used to protect the former railway line for future transport use and any alternative alignment for the by-pass.

### Managing travel demand

- 7.124** Routes for pedestrians and cyclists should be improved to help encourage people to use these facilities. The Green Infrastructure agenda can be used to promote the need for better, greener connections between places. Policy ENV1 specifically looks at how we can improve our green infrastructure assets. New development can often provide an opportunity for new links between existing sites to create a network or improve those routes to and from the development site. The cycling and walking strategies should be used to identify the priorities for investment in such infrastructure so that funds to be targeted in these areas can be acquired by CIL.
- 7.125** Lancashire County Council has set up a number of transport initiatives which help people to make smarter choices when deciding how to travel to, from and around the borough. It will be important to support, encourage and promote these schemes wherever possible. In particular TravelWise Lancashire aims to encourage people to rethink the way they travel, reducing the number of short car journeys by walking or cycling. It also looks at car sharing and the potential for people to share trips to work. Changes in lifestyle can also help to reduce travelling for example home-working can limit the number of trips into the office. Policy WRK1 provides more details on the potential for different working practices. Flexible working hours can also help to stagger the rush hour and reduce congestion.
- 7.126** Travel Plans should be used as a mechanism to think more widely about the impact of a development on the area it is located. Businesses, education establishments and other high user developments (e.g. tourist and leisure attractions) should draw up travel plans for the different range of users to help reduce the impact of the development. These travel plans may include a variety of transport methods, tailored specifically for the needs of different users.

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### Development accessibility

- 7.127** The settlement hierarchy approach detailed in Policy SDP1 aims to concentrate development in the most accessible locations. Pendle has a wide range of settlements with different levels of accessibility. Different approaches to transport provision will be necessary in different parts of the borough. The key diagram outlines the main accessibility corridors and transport hubs in Pendle. Specific development policies on housing, employment and community services require developments to follow a sequential approach in terms of their location based on accessibility principles.
- 7.128** In the M65 urban corridor new development should be focused around the main travel routes and existing transport hubs and interchanges. Improvements to the local transport network will be needed where the existing capacity is reaching its maximum, particularly around Junctions 13 and 14 of the M65. New developments should avoid exacerbating existing traffic congestion problems such as those in the North Valley (Colne) and through Colne Town Centre at peak times.
- 7.129** Other transport infrastructure improvements include Colne Bus station which is not currently Disability Discrimination Act (DDA) compliant. Improvements need to be made to this key transport hub to make it more accessible for all members of the community.
- 7.130** In the West Craven towns improvements should be focused on providing better services to the Key Service Centres of Colne, Nelson and further afield to Skipton.
- 7.131** In the Rural areas improving the connectivity to the different service centres should be a priority.
- 7.132** Developments that need to be served by public transport should carefully consider their location. Ideally they should be built on main routes and avoid areas where the topography or geography may restrict bus access e.g. steep inclines, narrow and winding roads etc.
- 7.133** New developments may be charged under CIL for improvements to the public transport network including, where appropriate; subsidising new bus services, infrastructure improvements such as raised pavements to provide level access, new shelters, real-time information displays.
- 7.134** The Development Management DPD will set out new maximum car and cycle parking standards.
- 7.135** The Land-use Allocations DPD will consider the need for the continuation of protected car parks within our town centres.

### Policy ENV 4

#### Transport and Accessibility

In Pendle, the Council will support those strategic transport schemes as outlined in the most up-to-date Local Transport Plan. In addition, equal priority and support will be given to the following longer term strategic transport schemes:

- Provision of the A56 villages bypass
- Reinstatement of the Colne to Skipton railway line.

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

Travel demand should be managed in accordance with programmes and initiatives established by the Council's partner organisations.

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Opportunities for walking and cycling should be exploited where possible. Existing pedestrian and cycle networks / routes, providing links to and from developments and helping to connect the gaps in the networks will be improved. The provision of new or improved public transport systems may be required to increase accessibility levels. A CIL charge may be sought to help finance these options and the charging schedule will be set out in the Development Management Principles DPD.

Proposals should follow the settlement hierarchy approach in Policy SDP1 and minimise the need to travel by ensuring they are developed in appropriate locations close to existing or proposed services. Consideration should be given to locating new housing and employment developments near to each other to give people the opportunity to live and work within a sustainable distance.

For major developments applicants should submit a travel plan indicating what measures will be taken to reduce the impact of the development on the transport network.

Where a development is likely to have an adverse effect on the highways network, in terms of safety or increased potential for congestion, it may be appropriate to require improvements to the highways to minimise the impact. This may be through a contribution or CIL.

New developments should comply with the existing maximum car parking standards until they are replaced in the Development Management DPD.

## Monitoring and Delivery

<b>Strategic Objectives</b>	2, 3, 11
<b>SCS Priority Goals</b>	1, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase amount of development built in accessible locations</li> <li>• All developments to comply with parking standards</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of dwellings completed with six services within 30 minutes travel time or less by public transport.</li> <li>• Number of employment developments completed in accessible locations (e.g. in a town centre, along an accessibility corridor).</li> <li>• The number of developments that fail to comply with the car parking standards.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Private Developers, SUSTRANS, Network Rail, Public Transport providers (e.g. Northern Rail, Transdev (Burnley and Pendle)), Highways Agency
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Designation of cycle routes.</li> <li>• Lobbying for and obtaining funding for strategic transport improvements (LTP and MAA priorities).</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Guidance Note 13: Transport</li> <li>• Lancashire Transport Plan 2 (LTP2)</li> <li>• Lancashire Transport Plan 3 (LTP3)</li> <li>• Lancashire and Cumbria Rail Utilisation Strategy</li> <li>• Lancashire Bus Strategy</li> <li>• Lancashire Cycling Strategy</li> <li>• Lancashire Walking Strategy</li> <li>• Lancashire Rights of Way Improvement Plan</li> <li>• Pendle Cycling Strategy</li> <li>• Pendle Infrastructure Study</li> </ul>

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### Options appraisal summary

What other options were considered?	Comment
Protect the route of the former Colne-Skipton railway line for the construction of a road only - the potential A56 Villages Bypass. (Issue 11a - Option 2)	This option does not offer a flexible approach to solving the transport issues in the borough.
Protect the route of the former Colne-Skipton railway line for the reopening of the railway only. (Issue 11a - Option 3)	Although there was significant support for this option it does not offer a flexible approach to solving the transport issues in the borough and there are potential issues around the delivery of this scheme.
Protect the route of the former Colne-Skipton railway line as a green lane for cycling, horse riding and walking. (Issue 11a - Option 4)	This option received only a small amount of support during the issues and options consultation. Although it is considered to be a sustainable option it is not considered as a comparable alternative to the railway or bypass.
Require all new developments to submit transport assessment/travel impact statements. (Issue 11b - Choice 1)	The policy requires that major developments should submit a transport assessment / travel plan.
Establish thresholds for developments that will be required to submit travel impact statements. (Issue 11b - Choice 2)	The policy incorporates this option by setting a threshold of only major developments being required to submit a travel plan.
Require large scale employment generating development, or those which will generate a 'significant' amount of movement, to submit a green travel plan. (Issue 11b - Choice 3)	The policy requires major developments to submit a travel plan and this could incorporate green travel options.
Only require developers to address the immediate transport requirements related to their development. (Issue 11b - Choice 4)	Choosing this choice may have implications for the highways network. It was not supported in the public consultation. The requirement in the policy for major developments to submit a travel plan should identify and help to mitigate any adverse travel impacts.
Require developers to contribute to improvements to the public transport infrastructure, where deficiencies are identified. (Issue 11b - Choice 5)	This choice has been included in the policy as part of a wider approach to addressing public transport improvements.
Support measures that help to increase the number and frequency of public transport services. (Issue 11b - Choice 6)	This choice has been included in the policy as part of a wider approach to addressing public transport improvements.
Reduce the number of long-stay car parking spaces in town centres. (Issue 11b - Choice 7)	The designation of long stay car parking facilities should be considered as part of the Land-use Allocations DPD. This choice has not been considered in the development of Policy ENV4.
Promote car-free, higher density residential development, in areas with excellent public transport facilities. (Issue 11b - Choice 8)	This option is not covered in Policy ENV4 but is partially covered by Policy LIV4: Designing Better Places to Live which promotes a range of densities including higher densities in areas of high accessibility. The Car Parking standards also lower the maximum car parking spaces in higher density residential developments.

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What other options were considered?	Comment
Accept that travel by private car is inevitable in the immediate future. (Issue 11b - Choice 9)	Although this received a reasonably high level of support it was considered that it is not a long term sustainable option. Policy ENV4 does take into account that new development may increase traffic levels and therefore aims to limit the impact.
Relax existing car parking requirements. (Issue 11c - Option 1)	Although this option was heavily supported in the Issues and Options consultation, it was not considered as the most sustainable option in the Sustainability Appraisal. A balanced approach was taken in the policy which continues to apply the existing car parking standards.
Set more restrictive requirements for car parking and reduce the level of on-street parking. (Issue 11c - Option 3)	Although this option was supported by the Sustainability Appraisal it was not supported in the consultation. A balanced approach was taken in the policy which continues to apply the existing car parking standards.

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

### Pollution and Waste Management

#### Introduction

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

#### Context

- 7.139** Poor air quality damages health and reduces quality of life. It particularly affects the most vulnerable people in our society. Reducing air pollution is a European, national and regional policy objective. PPG13<sup>(137)</sup> emphasises that air quality is a key consideration in the integration between planning and transport. It requires local authorities to review and assess air quality in their areas, and to designate Air Quality Management Areas (AQMAs) where particular problems arise.
- 7.140** The monitoring of carbon di-oxide (CO<sub>2</sub>) levels is used by the Government to measure reductions in greenhouse gas emissions (National Indicator 186). The Department of Energy and Climate Change (DECC) publishes data on CO<sub>2</sub> emissions<sup>(138)</sup>. The results reveal that Pendle's carbon footprint is one of the lowest in the county. The main source of CO<sub>2</sub> emissions in Pendle is industry and commerce, but the poor thermal efficiency of the local housing stock is reflected in relatively high level of emissions from domestic sources. In early 2011, the first AQMA in Pendle was introduced on the approach to Junction 14 on the M65. However, overall emissions from road transport are below the county average and those from land-use negligible.
- 7.141** There is increasing concern about noise and light pollution in the vicinity of housing, schools, hospitals and other sensitive uses; and recognition of the need to protect and enhance the tranquillity of green open spaces and the public realm. PPG24<sup>(139)</sup> seeks to minimise the adverse impacts of noise, through sensitive design, management and operation. National planning guidance in PPS1<sup>(140)</sup> and PPS23<sup>(141)</sup> refers to the need to reduce light pollution from new development.
- 7.142** National planning policy places a strong focus on locating new development on previously developed land. This is particularly important in Pendle where past industrial activity has left a legacy of potentially contaminated land. The successful remediation of these sites is fundamental to enhancing the quality of the environment, improving the image of the area and regenerating the local economy.
- 7.143** The current UK approach to redevelopment on contaminated land is that the potential risks arising from the contamination must be reduced to an acceptable level. Any site that poses a contamination risk will have to be remediated<sup>(142)</sup> in some way prior to redevelopment. Pendle Council has a

137 Communities and Local Government (2001) *Planning Policy Guidance Note 13: Transport*. London, TSO.

138 The results are published in Lancashire County Council's Annual Monitoring Report, broken down by local authority and main sources of origin, allowing a districts carbon footprint to be calculated.

139 Communities and Local Government (1994) *Planning Policy Guidance Note 24: Planning and Noise*. London, TSO.

140 Communities and Local Government (2005) *Planning Policy Statement 1: Delivering Sustainable Development*. London, TSO.

141 Communities and Local Government (2004) *Planning Policy Statement 23: Planning and Pollution Control*. London, TSO.

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

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responsibility to identify contaminated land and ensure that it is managed in an appropriate manner, as set out in the Environmental Protection Act 1990 and PPS23. As such it has prepared and maintains a register of contaminated land in the Borough.

**7.144** The management of waste involves a complex inter-relationship between neighbouring authorities. For Pendle, it is the responsibility of Lancashire County Council, to ensure that waste generated in the Borough is managed in a sustainable manner. Their objectives and requirements are set out in the Lancashire Minerals and Waste Development Framework (LMWDF), which includes three key documents:

1. LMWDF Core Strategy
2. LMWDF Site Allocations and Development Management Policies DPD
3. LMWDF Minimising Waste in New Developments SPD

**7.145** In England, from 6 April 2008, a site waste management plan (SWMP) has been required for all new construction projects worth more than £300,000 (excluding VAT). A SWMP is produced at the very beginning of a development project. It is a live document that must be updated through the course of the project to consider ways that waste can be reduced and site-gained materials can be reused or recycled as part of the project. Identifying waste materials at an early stage that can not be reused on that project will make it easier to find other alternative uses for them.

## Strategy

**7.146** Pendle Council, working closely with its partners, will continue to place a strong emphasis on the prevention of environmental problems.

**7.147** The focus of this policy is to prevent the release of harmful pollutants into the atmosphere, groundwater, or controlled waters through leakage and drainage, or from the disturbance of contaminated land, and to control nuisance from noise, vibration, light and odour. Together with other policies in this plan, such as those that support and encourage the sustainable and efficient land (SDP1 and SDP6), energy (ENV3), flooding (ENV7), sustainable design and construction (ENV2), and sustainable transport (ENV4), this strategic policy will contribute towards reducing the impacts and incidence of pollution.

**7.148** Freeing up land for redevelopment through remediation is normally considered to be a positive step with the advantages of reducing pressure on Greenfield sites and improving the area in which the site is located. But, remediation work has its own impacts, many of which will not be considered when looking at the overall benefits of redevelopment. Where contaminants need to be removed the use of sustainable and green remediation technologies will be encouraged. The determination of what techniques are appropriate for a given situation will be based on the characteristics of the site, in particular the soil or waste present.

**7.149** All matters relating directly to waste management are addressed through the LMWDF. The LMWDF sets out a number of policies to ensure a sustainable and consistent approach to the delivery of waste facilities across the twelve boroughs in the County and the unitary authorities of Blackburn with Darwen and Blackpool.

**7.150** Several policies in this Core Strategy seek to minimise the generation of waste through good design. All new developments will be expected to introduce sustainable waste management processes that seek to increase the reuse of waste through recycling, or as a resource (e.g. for fuel) and only dispose of materials as a last resort.<sup>(143)</sup>

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<sup>143</sup> Article 3 of the Waste Framework Directive(2008/98/EC).

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

### Policy ENV 5

#### Pollution

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

In particular, new development will be required to:

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

### Policy ENV 6

#### Waste Management

Pendle Council will support the provision of sufficient, well-located waste management facilities, as required by the Lancashire Minerals and Waste Development Framework by:

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

In all new developments, the Council will:

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

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## Monitoring and Delivery

<b>Strategic Objectives</b>	2, 4, 10
<b>SCS Priority Goals</b>	4, 5, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>Reduce the level of carbon emissions.</li> <li>Reduce the amount of new development in flood zones.</li> <li>Increase recycling rates.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Annual level of carbon emissions (<math>\text{CO}_2</math>) in Pendle by source [LCC Core Output Indicator 6.3.2]. This data is used to calculate the carbon footprint of districts in Lancashire.</li> <li>Per capita reduction in <math>\text{CO}_2</math> emissions within Pendle [NI186].</li> <li>Number of planning approvals granted contrary to advice from the Environment Agency.</li> <li>Percentage of household waste sent for reuse, recycling and composting [NI192].</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Environment Agency.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Decisions on waste management will primarily be informed by policies in the Lancashire Minerals and Waste Development Framework.</li> <li>The objectives of this policy will primarily be delivered through the development management process.</li> <li>The Development Management Principles DPD will set out the criteria against which applications for developments with the potential to pollute the environment and development near to polluted, or potentially polluted, sites will be considered, including the need for impact assessments to be undertaken when appropriate. It will also consider the criteria against which applications for proposals on, or in the vicinity of, potentially contaminated land will be assessed.</li> <li>The Design Principles SPD provides advice on minimising light pollution through encouraging the use of lighting that is energy efficient and minimises light scatter.</li> <li>Partnership working with other regional and sub-regional partners will help to determine the investment requirements of public and private sector businesses</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 1: Delivering Sustainable Development</li> <li>Planning Policy Statement 10: Planning for Sustainable Waste Management</li> <li>Planning Policy Statement 23: Planning and Pollution Control</li> <li>Planning Policy Statement 25: Development and Flood Risk</li> <li>Lancashire Minerals and Waste Development Framework: Core Strategy DPD</li> <li>Lancashire Minerals and Waste Development Framework: Site Specific Policies DPD<sup>(144)</sup></li> <li>Lancashire Minerals and Waste Development Framework: Development Management Policies DPD<sup>(145)</sup></li> <li>Lancashire Minerals and Waste Development Plan: Managing and Minimising Waste in New Developments SPD</li> </ul>

## Options appraisal summary

What other options were considered?	Comment
Encourage non-polluting forms of transport. (Issue 4f - Option 1)	Principally addressed through Policy ENV4 Transport and Accessibility. It was considered to offer the most sustainable solution in the Sustainability Appraisal Report.

<sup>144</sup> In preparation (December 2010).

<sup>145</sup> In preparation (December 2010).

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

What other options were considered?	Comment
Encourage non-polluting forms of energy generation. (Issue 4f - Option 2)	Principally addressed through Policy ENV3 Renewable and Low Carbon Energy
Require developers to submit Air Quality Assessments. (Issue 4f - Option 3)	Would have limited impact on sustainability objectives and could be controlled through the use of planning conditions.
Require developers to minimise dust from building works. (Issue 4f - Option 4)	Would have limited impact on sustainability objectives and could be controlled through the use of planning conditions.
Encourage better vehicle utilisation on new development projects. (Issue 4f - Option 5)	Limited in scope as it can only applies to new developments rather than the general population.

# Our Foundations For a Sustainable Future: Improving the Environment We Live In 7

## Water Management

### Introduction

- 7.151** Water is a sensitive and often scarce resource that needs to be carefully managed.
- 7.152** One of the likely impacts of climate change will be to increase the risk of flooding from watercourses (fluvial flooding) and sewers (surface water flooding). We need to direct new development towards those areas with the lowest probability of flooding. At the same time these new developments should seek to reduce surface water runoff and avoid the potential for introducing contaminants into the water supply.

### Context

- 7.153** The EU Water Framework Directive (WFD)<sup>(146)</sup>, established an integrated approach to the protection, improvement and sustainable use of Europe's rivers, lakes, estuaries, coastal waters and groundwater.
- 7.154** The WFD introduced two key changes to the way we manage the water environment. The first sought to safeguard the sustainable use of water resources by setting environmental targets. These protect particular uses from the effects of pollution and serve broader ecological objectives by protecting and, where necessary, restoring the structure and function of aquatic ecosystems. The second change was the introduction of river basin management, to provide the decision-making framework within which costs and benefits can be properly taken into account when setting environmental objectives.

### Flood risk and runoff

- 7.155** Almost 450 hectares of the Borough are considered to be at high risk of flooding from rivers<sup>(147)</sup>, whilst a further 530 hectares are regarded as being at low to medium risk<sup>(148)</sup>. This means that approximately 11% of the borough is at risk of fluvial flooding, an area that includes 2,259 residential properties and 476 commercial premises. In August 2009 the Department for Environment, Food and Rural Affairs (DEFRA) estimated that fewer than 500 properties in Pendle are at risk of surface water flooding, from overflowing sewers, following a period of severe rainfall.
- 7.156** Whilst building has historically taken place along the banks of our rivers, intensive high density urban development beyond the floodplain has also had a significant and cumulative impact on flood risk. Large areas of concrete and tarmac increase both the amount of surface water runoff and increase the speed at which it enters our urban watercourses, increasing the probability of flooding downstream.
- 7.157** It is the responsibility of those allocating or proposing land for development to demonstrate that the flood risk to, and from, the site will be at acceptably safe levels throughout the lifetime of the development, taking into account the potential effects of climate change. The best way to reduce the risk of flooding is to focus on ways that work with nature, rather than against it, as reflected in planning guidance and the many studies currently available.
- 7.158** The Flood and Water Management Act 2010 seeks to provide better, more comprehensive management of flood risk for people, homes and businesses. Government policy on development and flood risk is set out in PPS25<sup>(149)</sup>. It aims to ensure that flood risk is taken into account at all

<sup>146</sup> European Union (2000) *Directive 2000/60/EC of the European Parliament and of the Council establishing a framework for the Community action in the field of water policy*. Brussels, European Union.

<sup>147</sup> These areas are classified as being in Flood Zone 3, where the annual probability of flooding is greater than or equal to 1.0%.

<sup>148</sup> These areas are classified as being in Flood Zone 2, where the annual probability of flooding is between 0.1% and 1.0%.

<sup>149</sup> Communities and Local Government (2010) *Planning Policy Statement 25: Development and Flood Risk*. London, TSO.

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stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from those areas at highest risk. Where new development is necessary in such areas, the aim is to make the development safe without increasing flood risk elsewhere and, where possible, reducing the overall flood risk.

- 7.159** Plans and strategies need to have regard to the wide range of management plans that address flood risk and the quantity and quality of surface and ground water in their area. The potential impact of climate change on flooding, the water table and the ageing water supply network and disposal infrastructure make managing the demand for water a vital consideration in considering the suitability of new development.
- 7.160** Pendle has over 63 kilometres of streams and rivers designated as main rivers<sup>(150)</sup> by the Department of Environment, Food and Rural Affairs (DEFRA). The Stage 1 Pendle Strategic Flood Risk Assessment<sup>(151)</sup> identifies fluvial flooding along Pendle Water, Earby Beck and their associated tributaries as the primary source of flood risk in the borough. Hydraulic models were developed for these catchments in 2001 and 2005 respectively and recent improvements to the flood defences along Pendle Water have sought to reduce the possibility of flooding in Barrowford and further downstream.
- 7.161** The Environment Agency (EA) is the organisation primarily responsible for protecting the river environment and managing flood risk. It has discretionary powers to undertake maintenance work to rivers and river defences, but is not obliged to do so<sup>(152)</sup>. The EA also produces the Flood Map, which shows the areas considered to be at risk of flooding from rivers and the sea in England and Wales. It also highlights flood defences and the areas benefiting from those flood defences. In 2009 the EA also published maps highlighting those areas where more detailed study of surface water flooding may be appropriate within Strategic Flood Risk Assessments (SFRAs) and Surface Water Management Plans (SWMPs). Pendle Council and the Earby and Salterforth Internal Drainage Board are responsible for some of the Ordinary Watercourses in the Borough.
- 7.162** Watercourses are important features of the landscape for people and wildlife. As far as practical they should be maintained as continuous linear corridors to maximise their benefits to society. However, in Pendle culverted watercourses<sup>(153)</sup> are a historic legacy found in many of our towns and villages. The EA opposes the culverting of watercourses because of their adverse effects on ecology, flood risk, human safety and visual amenity. The limited capacities of these culverts and channels has caused, or exacerbated, flooding on a number of occasions in Earby and Barnoldswick and along Walverden Water in Nelson. Of particular concern is the poor condition of the culvert on Walverden Water, close to Nelson town centre, a situation that is currently being addressed by the EA.
- 7.163** In addition to flooding from watercourses, other types of flooding can pose significant risks to development. These secondary sources of flood risk include surface water runoff from hillsides, flooding from sewers and drains, and blockages to artificial drainage systems (such as ditches and culverts).
- 7.164** Steep hillsides and extensive areas of underlying clay based soils mean that catchments throughout Pendle respond quickly to rainfall events. As the capacity of the land to absorb water is exceeded, areas downslope are at risk of flooding from water that has not entered a natural or artificial drainage system - known variously as surface water runoff, overland flow and pluvial flooding.
- 7.165** It is the responsibility of Lancashire County Council to take reasonable steps to prevent water from running off the adopted highway onto private property.

<sup>150</sup> Main rivers are the larger streams and rivers in an area, but also include smaller watercourses of strategic drainage importance.

<sup>151</sup> Entec UK Ltd. (2006) *Pendle Strategic Flood Risk Assessment*. Shrewsbury, Entec UK Ltd.

<sup>152</sup> The Environment Agency's powers to carry out flood defence works only apply to main rivers.

<sup>153</sup> A culvert is defined as an enclosed artificial channel or pipe that is used to continue a watercourse beneath the ground or a structure.

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- 7.166** Areas known to be susceptible to sewage flood incidents are identified in the Pendle SFRA. United Utilities (Yorkshire Water in the West Craven area) are responsible for adopted public sewers for foul, combined and surface water drainage. Until 2011, private sewers are the responsibility of the owners, when it is proposed that the responsibility for private sewers and lateral drains should pass to the respective utility companies mentioned above.
- 7.167** Water is also artificially constrained within the channel of the Leeds and Liverpool Canal and over 20 reservoirs and mill lodges throughout Pendle. Maintaining the dams and embankments holding this water in place is vital to public safety. British Waterways are responsible for the canal and together with United Utilities they own the majority of the reservoirs in the Borough. Both organisations assess the structural integrity of the embankments and dam walls in their ownership on a regular basis. By enforcing the Reservoirs Act 1975, it is the EA that is the responsible enforcement authority for any raised reservoirs that hold over 25,000 cubic metres<sup>(154)</sup> of water above ground level and inundation maps have been prepared for these. Owners, or statutory undertakers, are required to produce an on-site plan and for high-risk reservoirs the local authority must prepare an off-site (emergency) plan.

## Water quality

- 7.168** Data from the Environment Agency shows that although water quality in Pendle is generally good or fair, there is still scope for the aquatic environment to be improved still further for the benefit of wildlife, and to promote its safe and sustainable use by people. The Calder Catchment River Basin Management Plan (RBMP) sets out relevant environmental objectives and standards.
- 7.169** In terms of river quality less than 10% of Pendle's total river length is classified as being of poor quality, and none is regarded as being bad, meaning the majority of rivers in the Borough have low levels of organic pollution and adequate levels of oxygen<sup>(155)</sup>.
- 7.170** Maintaining the quality of water, especially groundwater, is important in ensuring that the local population has a good quality domestic water supply. Many human activities and their by-products, together with deliberate or accidental pollution incidents, have the potential to harm water quality<sup>(156)</sup>. This can affect the supply of water for leisure, industrial and agricultural uses and have a detrimental impact on wildlife habitats. Such incidents can occur at source, such as discharges through pipes, or may be more dispersed.
- 7.171** The WFD sets a target of aiming to achieve at least 'good status' in water bodies by 2015. However, provided that certain conditions are satisfied, in some cases the achievement of good status may be delayed until 2021 or 2027.
- 7.172** Records indicate that the quality of drinking water in Pendle is currently the best it has ever been. To improve standards still further United Utilities is investing £32.5 million to improve water treatment in Pendle. A new £19 million water treatment works at Ridgaling Farm north of Barrowford will replace the old facility in Barley and serve over 40,000 people in Nelson, Colne and Barrowford. Between 2005 and 2010, United Utilities will also have invested a further £11 million to improve and maintain the sewer network in Pendle, to help prevent sewer flooding and deliver cleaner streams and rivers.

## Strategy

- 7.173** The approaches to reducing flood risk and improving water quality are intrinsically linked, requiring an integrated approach to water management and delivery.

<sup>154</sup> This threshold will fall to 10,000 cubic metres within the next few years.

<sup>155</sup> Environment Agency (2006) *Chemistry General Quality Assessment*.

<sup>156</sup> Also refer to Policies ENV5: Pollution and ENV6: Waste Management.

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- 7.174** Government guidance requires that a sequential test relating to flood risk is applied to the identification of land for development. The risk based sequential test as set out in PPS25<sup>(157)</sup> should be applied at all stages of planning. This ensures that there are no alternative sites available in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. Departures from the sequential approach can only be justified in exceptional circumstances, where it is necessary to meet the wider aims of sustainable development. Development will only be allowed in the areas of highest flood risk (Flood Zones 2 and 3) in exceptional circumstances in accordance with PPS25.
- 7.175** The long term aim is to return developed areas within designated flood zones to open flood plain. It is acknowledged that in many instances this process will not be possible, or will take a considerable time to achieve. In the interim businesses and other activities within these areas should not be unduly restricted, but there should be no intensification of existing uses.
- 7.176** The opening up of culverts will be actively pursued, to remove inherent risk and restore amenity. The restoration of open watercourses will also help to overcome the fragmentation of habitats in urban areas and help to restore a more attractive and natural river environment in both urban and rural settings.
- 7.177** The Pendle Strategic Flood Risk Assessment (SFRA) looks at flood risk at a strategic level across the local authority area. Catchment boundaries often encompass more than one local authority (planning) area, so it is important to ensure that policies are consistent with the longer term vision for the wider catchment, and take adequate account of any potential impact on adjoining boroughs. The Environment Agency (EA) has developed a series of Catchment Flood Management Plans (CFMPs), which assess how flood defences in one area may have an effect elsewhere within that river catchment. The EA is also preparing reservoir flood maps for all local authorities and reservoir operators, to assist the production of emergency plans for reservoir flooding.
- 7.178** The output from these various assessments will inform development allocations within the Land-use Allocations DPD and outline the requirements for site-specific Flood Risk Assessments (FRAs) to be carried out by developers. In addition to the potential for on-site flooding these FRAs, particularly for Greenfield developments which can increase runoff and change natural drainage patterns, must also consider the effect the proposed development may have on areas downslope of the site.
- 7.179** Pendle Council will work with the Environment Agency to restrict development which may threaten the quality of either ground or surface water. Any new development proposals will be expected to demonstrate a sustainable approach to drainage. There will be a presumption against development where there is the potential for contaminants to enter the water supply, particularly where groundwater may be affected, and a requirement to install infiltration systems where development is necessary in such circumstances.
- 7.180** The use of Sustainable Drainage Systems (SuDS) will be encouraged to reduce the rate and quantity of surface water runoff, improve its quality and increase the amenity value of surface water in the urban environment. A number of approaches can be used ranging from end-of-pipe facilities such as wetlands and retention ponds, to source control systems such as soak-away, storm-water retention basins, swales and the use of permeable surfaces. All these will all help to minimise the risk of flooding and environmental damage caused by uncontrolled surface run-off.
- 7.181** As water is a precious resource, new development should also seek to be efficient in its use, seeking wherever possible to reduce consumption. This can be achieved through grey water systems and rainwater harvesting. Further advice on good design is contained in Policy ENV2.

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- 7.182** Pendle Council's Design Principles SPD and North West Best Practice Design Guide<sup>(158)</sup> both provide guidance on the use of permeable surfaces and encourages the use of SuDS to enable better control of water during periods of peak rainfall.
- 7.183** In areas where development is proposed, drinking water should be readily available and the network of sewers and wastewater services capable of coping with the proposed levels of development.

## Policy ENV 7

### Water Management

The sequential and exceptions tests of Planning Policy Statement 25 Development and Flood Risk will be applied to direct development to areas with the lowest probability of flooding, taking into account:

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

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

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

The change of use of existing buildings, within designated flood zones, to residential uses, or uses which put life at risk, will not be permitted.

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

Developers should ensure that water quality is not compromised and, where appropriate, work with partners, particularly the Environment Agency, to seek improvements to the aquatic environment.

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

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

- Support the restoration of culverted watercourses to open channels.
- Refuse proposals to build over an existing culvert.
- Refuse proposals to culvert a watercourse, unless it can be demonstrated that there is no reasonably practical alternative.

### Monitoring and Delivery

Strategic Objectives	2, 4, 9, 10
SCS Priority Goals	4, 5, 6

## 7 Our Foundations For a Sustainable Future: Improving the Environment We Live In

<b>Targets</b>	<ul style="list-style-type: none"> <li>• Improve water quality in waterways throughout Pendle.</li> <li>• Reduce the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk or water quality.</li> <li>• Increase the number of flood risk management plans.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Level of impurities in rivers and streams.</li> <li>• Number of planning permissions granted contrary to the advice of the Environment Agency [Pendle Borough Council Core Output Indicator 7].</li> <li>• Percentage of agreed actions to implement long term flood risk management plans that are being undertaken satisfactorily [NI 189].</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Environment Agency, Earby & Salterforth Internal Drainage Board, United Utilities, Yorkshire Water.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• The objectives of this policy will primarily be delivered through partnership working with utility providers and the Environment Agency.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 1: Delivering Sustainable Development</li> <li>• Planning Policy Statement 25: Development and Flood Risk</li> <li>• North West River Basin Management Plan</li> <li>• Pendle Stage 1 Strategic Flood Risk Assessment</li> <li>• Burnley and Pendle Flood Risk Management Strategy</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Rely on national guidance in PPS25. (Issue 4g - Alternative Choice)	Insufficient detail for the local application of planning policies concerned with water management. Need to retain a local policy for the Flood Risk SPG to 'hang' off.
Encourage better water conservation in new developments. (Issue 4g - Choice 1)	Water efficiency saves not only water but also the energy needed to pump and treat it. Household water demand is now more than half of all public water supply. The Government's ambition for a reduced per capita consumption of water to an average of 130 litres per person per day by 2030, down from the current 150 l/p/d. Although an integral part of this policy, supporting measures are also required to effectively reduce flood risk and improve water quality.
Encourage the naturalisation of watercourses. (Issue 4g - Choice 2)	The naturalisation of channelised watercourses although desirable is impractical in many urban areas. The opening up of culverted watercourses is supported by this policy.
Encourage the installation and reinstatement of natural landscaping. (Issue 4g - Choice 3)	Permitted development rights for the hard landscaping of front gardens has recently been removed. The use of SuDS also helps permeability reducing run-off.
Require developers to submit Drainage Impact Assessments. (Issue 4g - Choice 4)	A Drainage Impact Assessment is frequently undertaken in parallel with a Flood Risk Assessment as a precursor to the design of on-site drainage. Planning Policy Statement 25 (PPS25) requires all new developments to provide effective and robust drainage systems that do not increase the risk of flooding or pollution, including appropriate allowances for climate change scenarios.

## What is the Key Diagram? 8

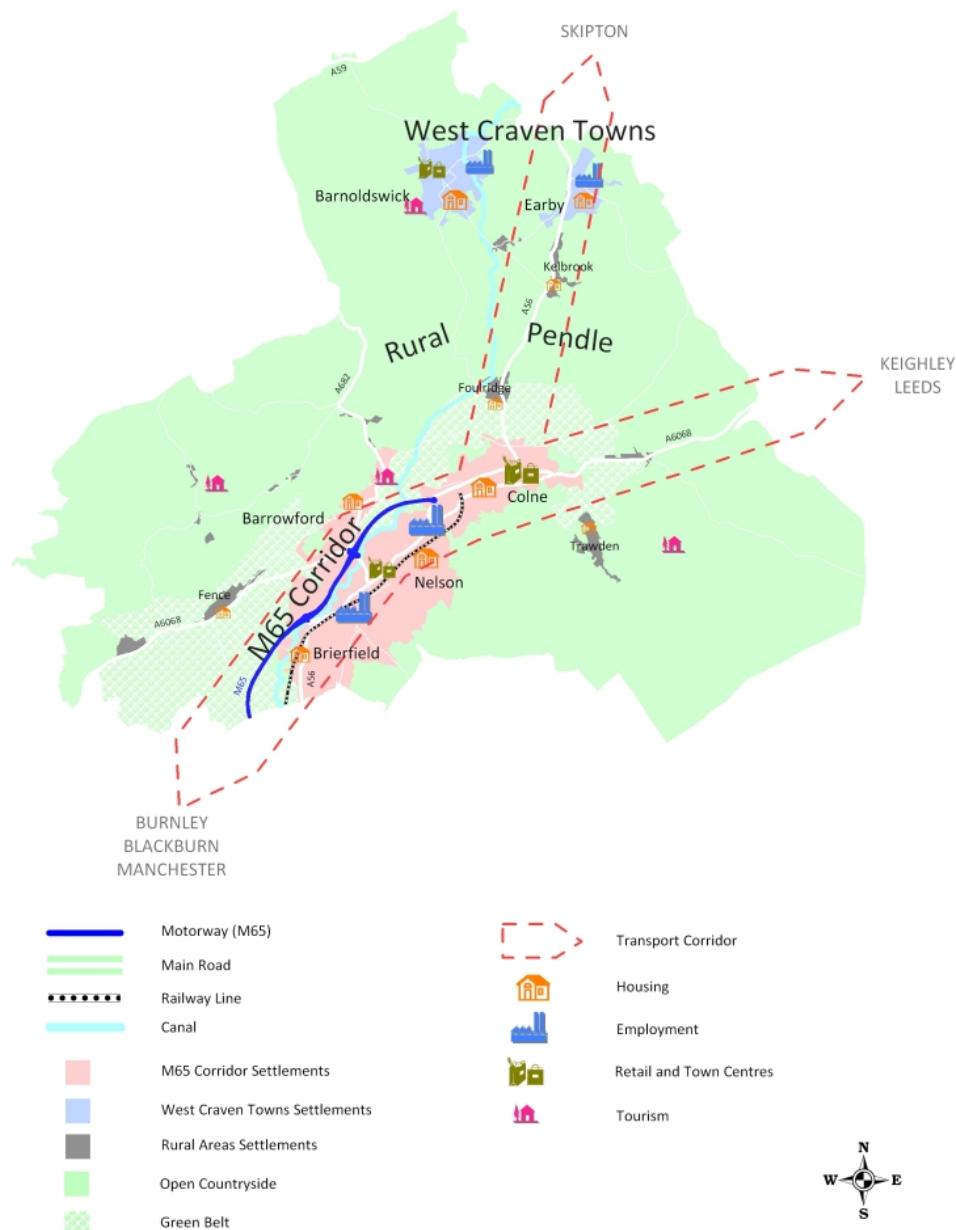
### 8 What is the Key Diagram?

**8.1** The Key Diagram is a visual representation of our Spatial Vision. It shows:

1. How we propose to distribute development across Pendle over the lifetime of the Core Strategy.
2. Identifies the different types of settlement to be found in the borough, from the Key Service Centres, which will be the focus for future growth, to Rural Villages where the focus will be on addressing local needs.
3. Shows the important linkages between these various centres of population, together with those located outside the borough, where people will access essential services.

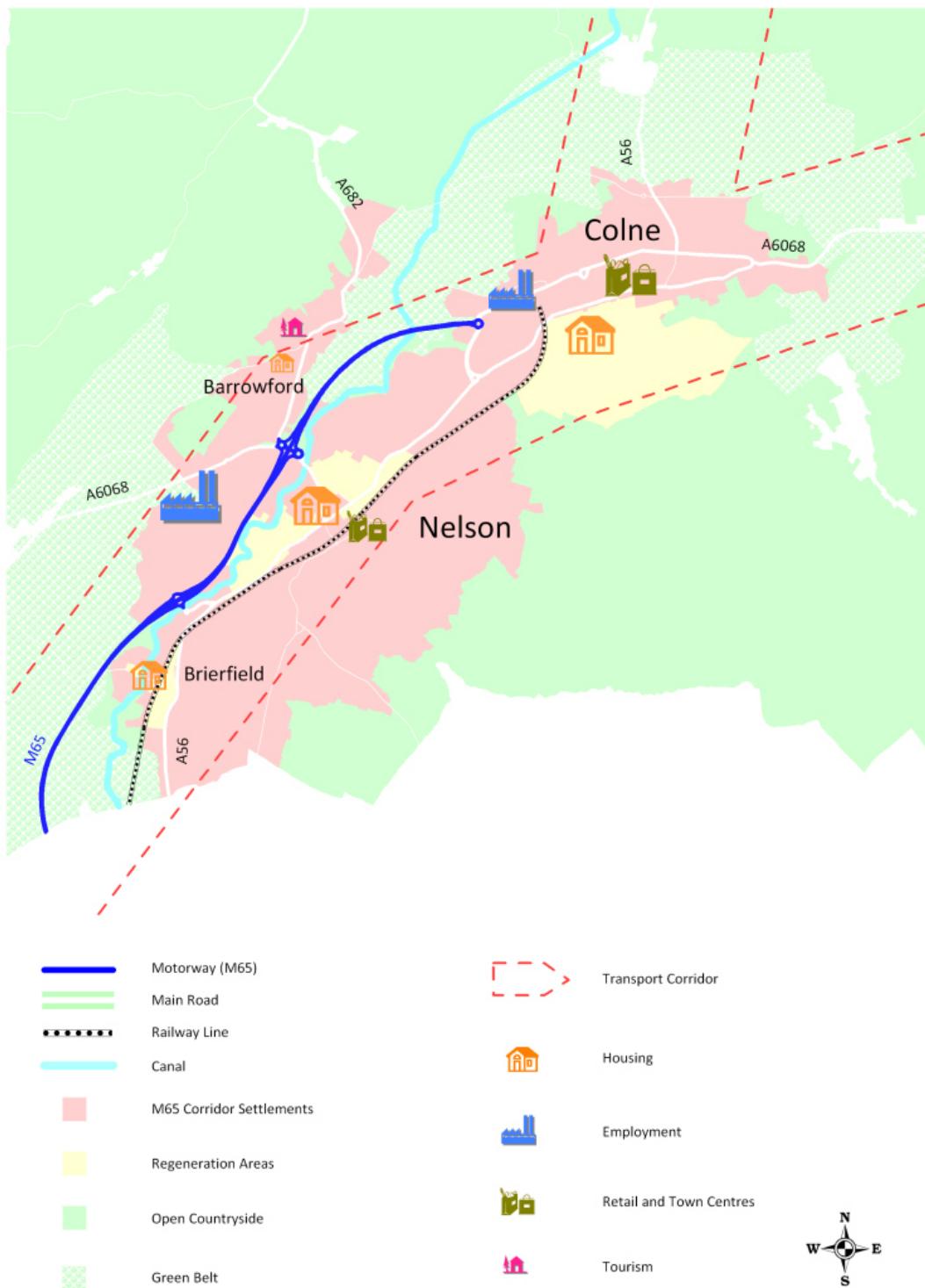
**8.2** In short the Key Diagram illustrates how we believe each part of the borough will change between 2011 and 2026. The following pages provide a key diagram for the borough as a whole and the three spatial areas (M65 Corridor, West Craven Towns and the Rural Areas).

Key Diagram: Pendle - Borough Wide Area



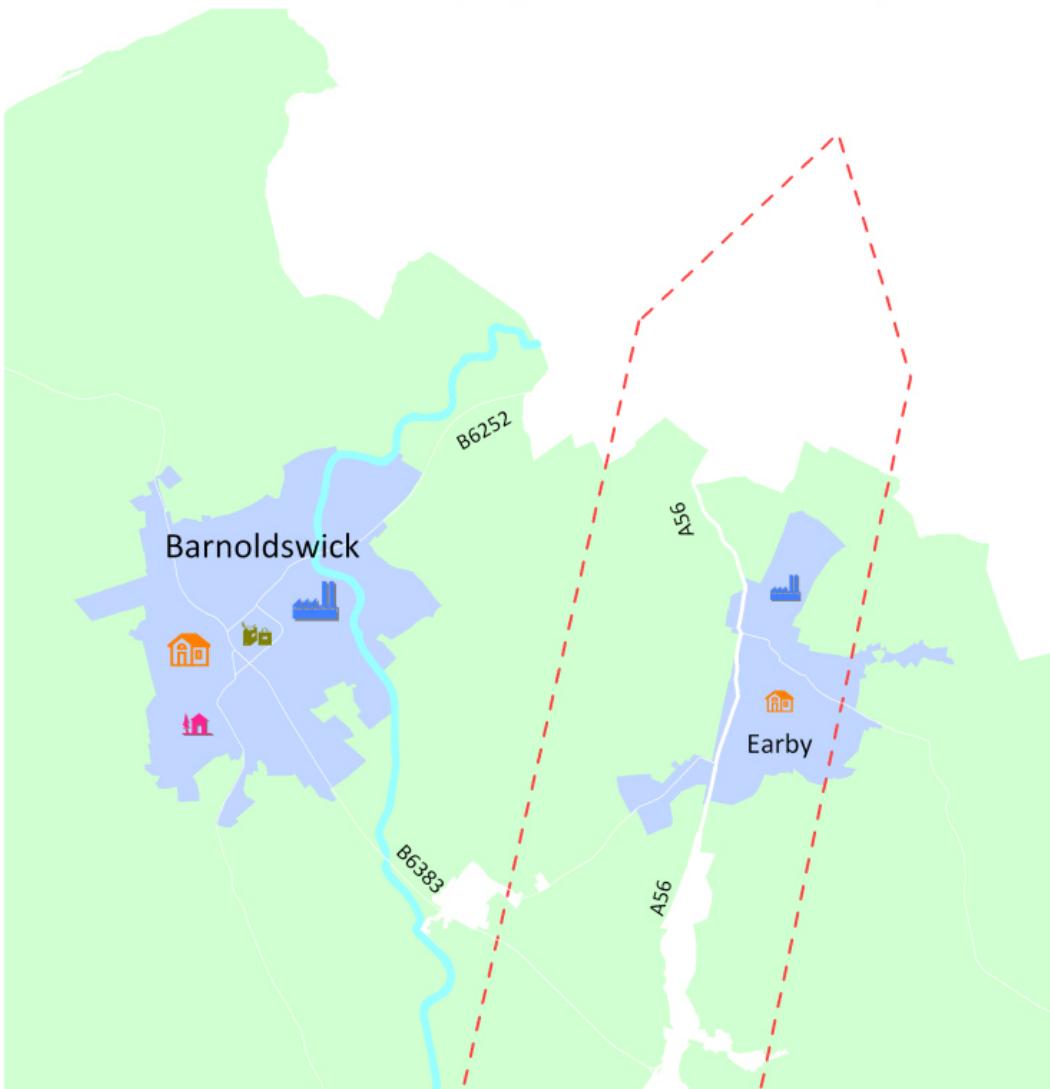
## 8 What is the Key Diagram?

Key Diagram: M65 Corridor - Spatial Area



## What is the Key Diagram? 8

Key Diagram: West Craven Towns - Spatial Area



Main Road

Canal

West Craven Towns Settlements

Open Countryside

Transport Corridor

Housing

Employment

Retail and Town Centres

Tourism



## 8 What is the Key Diagram?

Key Diagram: Rural Areas - Spatial Area



	Motorway (M65)
	Main Road
	Railway Line
	Canal
	Rural Areas Settlements
	Open Countryside
	Green Belt
	Transport Corridor
	Housing
	Employment
	Retail and Town Centres
	Tourism



## 9 Place Shaping

### Introduction

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

## 10 Living: Creating a Vibrant Housing Market

# 10 Living: Creating a Vibrant Housing Market

### Introduction

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

### Housing Provision, Phasing and Delivery

#### Introduction

- 10.3** Strategic Objective 5 of the Core Strategy aims to create a balanced housing market across the borough. To do this we need to consider the amount of new housing to be provided, as well as when, where and how it will be delivered. The provision of affordable housing and other specialist accommodation, to meet identified needs, is also important in helping to increase the mix, choice and range of housing on offer.
- 10.4** The North West Regional Housing Strategy (2009) sets out three objectives to help create a balanced housing market and support economic growth. These objectives include:
- achieving the right quantity of housing,
  - continuing to raise the quality of the existing housing stock, and
  - connecting people to the improved housing offer.
- 10.5** The Pennine Lancashire Housing Strategy (PLHS) (2009) provides a sub-regional view of housing policy. It includes three key objectives which align with the objectives of the North West Housing Strategy and the Core Strategy. Objective 1 of the PLHS aims to ensure a sufficient quantity, high quality and appropriate type of housing supply to meet the economic aspirations and social needs of Pennine Lancashire.

#### Context

- 10.6** The proposed abolition of regional planning means that Local Planning Authorities will have to determine and justify the housing requirement figure for their area. In calculating the figure proposed for Pendle a number of factors have been considered. In broad terms these include:
- consideration of evidence used to set regional housing targets,
  - housing need,
  - population and household projections,
  - empty homes,
  - economic growth,
  - land capacity,
  - past completion rates,
  - infrastructure and other constraints.

# Living: Creating a Vibrant Housing Market 10

## **Evidence used to justify regional housing targets**

- 10.7** The Regional Spatial Strategy (RSS) set Pendle a target of building 3,420 homes over an 18 year period, which equated to an average of 190 dwellings per annum. This target was based on an assessment of household/population growth, housing need, land supply and the overall spatial strategy of the RSS. However, the spatial strategy for the region will no longer apply and there will be scope to reconsider whether the RSS figures are still appropriate.
- 10.8** In addition, there have also been revisions to the population projections for the area, a reassessment of the housing land supply and an updated, local assessment of housing need. All these factors need to be considered in determining the most appropriate amount of new housing to be delivered in Pendle.

## **Housing needs**

- 10.9** The Burnley and Pendle Strategic Housing Market Assessment (SHMA) provides data relating to housing need, demand and affordability. The study indicates that to help create a balanced housing market the annual provision rate for Pendle should be set at 275 dwellings, as this figure will help to deliver the required amount of both market and affordable housing.

## **Population and household projections**

- 10.10** A further consideration for housing provision is the likely increase in population over the plan period (2011-2026). In Pendle it is estimated that the population will increase by 4,400 people to 93,500 by 2026<sup>(159)</sup>. Over the same period the number of households is estimated to rise from c.37,300 to 42,000<sup>(160)</sup>. The current dwelling stock in the borough stands at 39,676. The potential increases in population and households will have a significant impact on the number of new homes that need to be provided.

## **Empty homes**

- 10.11** Empty homes are also a significant problem in Pendle. Nearly 6% of the housing stock is currently vacant. An acceptable vacancy level within a functioning housing market is considered to be around 3%. The Council's empty homes strategy identifies a number of actions which should be taken to help bring empty homes back into use. The potential to reuse empty homes should be considered in the overall housing provision strategy.

## **Economic growth**

- 10.12** The housing market is intrinsically linked to the state of the economy. Growth in the economy can result in an increase in the population through migration. This in turn will impact on housing demand and the need to provide additional dwellings. The Employment Technical Paper indicates that over the next 15 years around 1,500 new jobs will be created in Pendle. A large proportion of these jobs are likely to be taken by local residents or people who commute into the area. However, there may also be some in-migration of people into the borough to take some of these jobs and this may require the provision of additional homes.
- 10.13** The state of the economy also has a direct effect on house building activity and consequently the delivery of new housing. The economic downturn has seen a significant reduction in completion rates since 2008. Until confidence is restored in the financial markets, house building will continue to be at a minimal level in Pendle. The likely effect this may have on delivery rates will need to be taken into account in any phasing approach.

<sup>159</sup> ONS (2010) Population Projections 2008-2033

<sup>160</sup> CLG (2010) Table 406: Household projections by district 1991-2033,  
<http://www.communities.gov.uk/documents/housing/xls/140987.xls>

## 10 Living: Creating a Vibrant Housing Market

### Land capacity

- 10.14** The Strategic Housing Land Availability Assessment (SHLAA) provides details of the amount of land available within the borough for potential new housing development. The study indicates that over the next 15 years there is land available to provide, on average, 217 dwellings per year.
- 10.15** The SHLAA identifies the capacity of sites considered to be deliverable during the first five years of the plan. The number of dwellings that can be delivered in each year may differ significantly from the annual average figure. This will need to be considered in any phasing approach.

### Past completion rates

- 10.16** Past completion rates can be used to give an indication of previous levels of house building activity within the borough. Over the past 10 years the average build rate has been around 214 dwellings per year. However, this figure should be viewed with some caution as there have been significant fluctuations in delivery due to policy interventions (e.g. the housing moratorium / restrictive housing policy) and changing economic conditions.

### Infrastructure and other constraints

- 10.17** It is important to look at how the infrastructure capacity of the area can cope with new housing development. The Infrastructure Study indicates that in general there are no major constraints to delivering new housing in the borough.
- 10.18** However, at the Waste Water Treatment Works for Earby, Salterforth, Sough, Kelbrook and Foulridge there is no capacity to deal with waste water from new housing developments on Greenfield sites. Development on such sites will be restricted in these areas until the capacity issues are resolved. The Colne Waste Water Treatment Works has also been identified as having potential capacity issues towards the end of the first five year period. These issues must be resolved if the proposed level of new housing is to be delivered.
- 10.19** These capacity issues will inevitably affect the potential delivery of housing in these areas and will need to be factored into the phasing approach outlined in Policy LIV1. The Infrastructure Study provides additional information and will be updated to reflect changing circumstances.

### Phasing

- 10.20** Phasing policies can be used to secure the orderly and managed release of housing land. This is coupled with the requirements in Planning Policy Statement 3 (Housing) to ensure that a five year supply of land for housing is maintained and that new housing is delivered in a timely manner. Sites should therefore not be granted planning permission for new housing if they are likely to remain undeveloped for long periods of time (a process known as 'land banking').
- 10.21** Phasing is also necessary where there are initial constraints to development such as infrastructure capacity, the supply of available land, or issues of deliverability.

### Housing market impact and regeneration

- 10.22** The PLHS has developed a Market Progression Model which considers the objectives of securing housing and neighbourhood regeneration alongside housing growth with the aim of achieving a balanced housing market.
- 10.23** The model helps to promote housing growth and economic competitiveness, while also tackling problem areas where the market has failed. It sets out a vision for how the housing market will be transformed over time. It initially includes a period of market stabilisation which is then followed by

## Living: Creating a Vibrant Housing Market 10

a period of renewal and then finally a period of transformation. As the model will be used to take forward the objectives of the PLHS, the policy approach in the Core Strategy is closely aligned to it.

- 10.24** The potential impact on the housing market in neighbouring areas also needs to be taken into account when determining the provision of new housing in Pendle. Whilst Burnley and Pendle have been identified as a single housing market area, the over provision of new housing in Pendle could have a negative impact on Burnley's housing market renewal activities.
- 10.25** In the north of the borough there may also be some impact on Skipton's housing market. Barnoldswick and Earby provide potential alternatives for people seeking to live in the Craven area. However, the potential impacts are likely to be minor as the level of planned new house building in West Craven is relatively low (see Policy SDP2) and the links are not as strong as those between the settlements in the south of the Borough and neighbouring Burnley.
- 10.26** The Housing Market Renewal (HMR) initiative was set up by the Government in 2002. As part of this initiative the East Lancashire Pathfinder was identified as one of nine areas where intervention was needed to address the issue of weak and fragile housing markets. Regenerate Pennine Lancashire (formerly ELEVATE) has been working in Pendle since 2003 to tackle problems of low demand housing and deprivation in the towns of Brierfield, Nelson and Colne. Although the funding for HMR will cease in March 2011, there is still a need to continue the work to renew parts of the housing market in Pendle.

### Strategy

#### Amount

- 10.27** Policy LIV1 provides strategic guidance on the amount of new housing that should be delivered in Pendle by the end of the plan period. Taking account of all the factors outlined in the Context section, it is considered that an average figure of 200 dwellings per annum should be provided in Pendle. This will help to meet the housing needs and demands of residents, address the likely population/household growth and cater for the predicted level of economic growth. In reaching this conclusion, consideration has been given to the potential impact on the regeneration areas and neighbouring housing markets, the levels of empty properties, the amount of available land for housing development and the deliverability of sites in changing economic conditions.
- 10.28** The broad locations and distribution of the housing allocation are set out in Policy SDP2. The Land-use Allocations Development Plan Document will determine the specific sites that will deliver Pendle's housing requirement.

#### Phasing

- 10.29** The phasing approach<sup>(161)</sup> detailed in Policy LIV1 suggests a restricted release of housing land in the first five years of the plan. This will help to:
  - reduce any negative impact that new housing development may have on the regeneration areas;
  - acknowledge that the recovery of the house building industry, following the recession, is likely to be slow in Pendle; and
  - take account of the infrastructure constraints which exist in Colne and the Northeast of the borough which will restrict when new housing development can take place.

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<sup>161</sup> The Housing Technical Paper sets out the key factors that were used to draw up the phasing approach including: housing land availability information from the SHLAA, the latest housing trajectory, details of the deliverability of housing sites, past completion rates and the potential impact on housing market renewal areas.

## 10 Living: Creating a Vibrant Housing Market

- 10.30** An increased rate of release is planned for the period between 2016 and 2021, when the economy is expected to have recovered significantly and the current developable stock of land in the SHLAA (sites in the 6-10 year category) should become deliverable.
- 10.31** The phasing in the third period between 2021 and 2026 sees a similar rate of provision to the second phase. The level of provision in this period reflects the additional land that will be available and the transformational state of the housing market. Adjustments will need to be made to reflect any under provision, or over provision, in the earlier stages of the plan period to ensure the overall housing provision targets are met.
- 10.32** This phasing approach is designed to be flexible, and the amount of housing to be delivered is not considered to be an absolute maximum. It is acknowledged that the provision of new housing can be affected by a number of factors and a flexible housing policy is key to successful delivery. The phasing approach in Pendle broadly follows the three periods outlined in the Pennine Lancashire Housing Strategy's Market Progression Model.

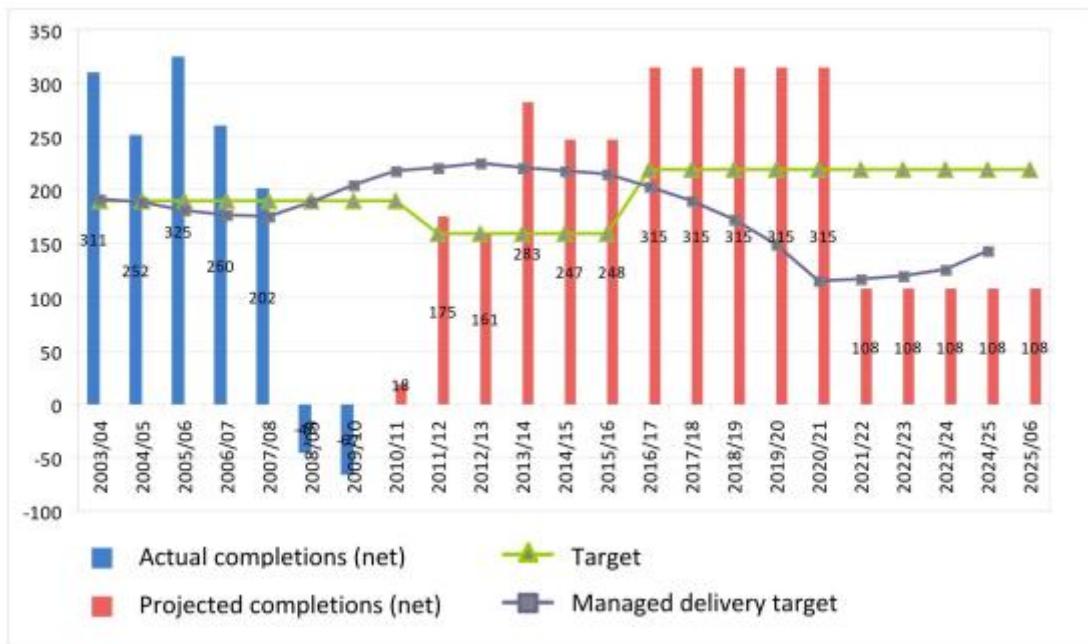
### Deliverability

- 10.33** To ensure that new housing is delivered in a timely manner and that the Council achieves the housing targets set out in Policy LIV1, applicants will be required to submit a statement indicating the deliverability<sup>(162)</sup> of their proposal. As part of this statement applicants should provide details of the estimated build and land acquisition costs, which will then be used to assess the economic viability of the scheme. Where necessary the Council will employ independent specialists to evaluate the viability assessment and this will be paid for by the applicant.
- 10.34** It is acknowledged that the viability of any proposal will be affected by a number of requirements as detailed in this and other Development Plan Documents (e.g. contributions for open space, renewable energy etc). Although each development site will have different characteristics and some negotiations will be necessary, the priority for residential developments will be to contribute to the delivery of affordable housing. This may mean that other requirements (such as open space contributions) cannot feasibly be met.
- 10.35** The SHLAA and the latest housing trajectory (Figure LIV1a) show that there are sufficient deliverable sites to meet the requirement to have a five year supply of housing land. The SHLAA also identifies further sites that are regarded as developable and could come forward in years 6-15 of the plan period. Annual monitoring and updating of the housing trajectory will help to ensure that this position is maintained throughout the plan period.

<sup>162</sup> Deliverability is an assessment of a site's availability, suitability and achievability. These terms are defined in PPS3 and in the guidance on Strategic Housing Land Availability Assessments.

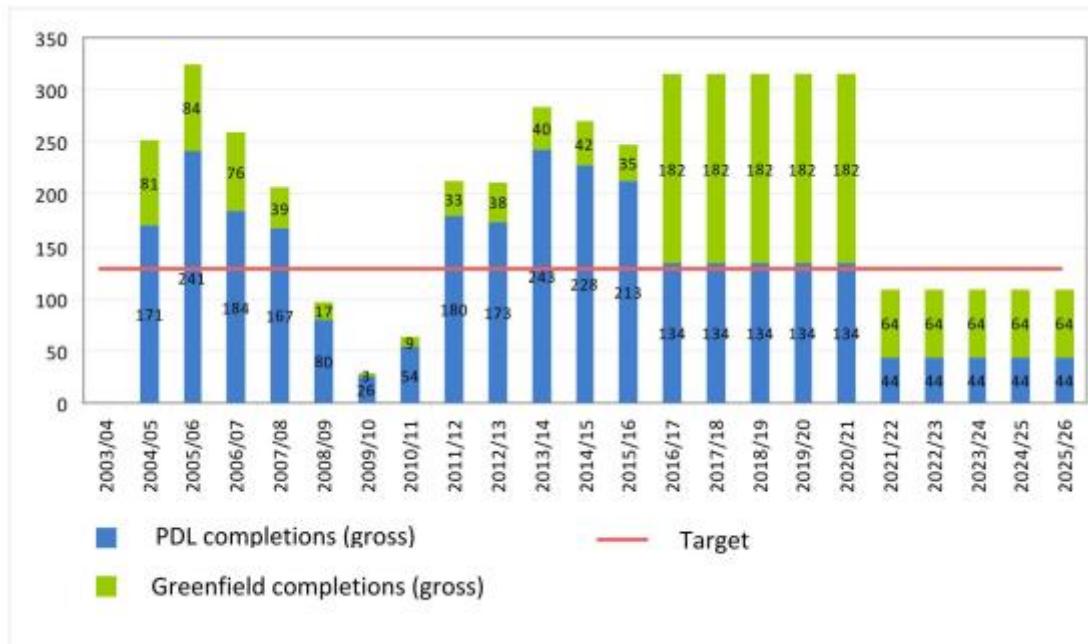
## Living: Creating a Vibrant Housing Market 10

**Figure LIV1a - Housing Trajectory**



- 10.36** Linked to the sequential approach to new development outlined in Policy SDP6 a trajectory for Previously Developed Land (PDL) (Figure LIV1b) has been derived to show the potential amount that can be redeveloped for housing. Past housing completion rates (on PDL), the current stock of PDL, and the PDL target (65%) (included in the RSS) have all been used to set Pendle's PDL target.

**Figure LIV1b - Previously Developed Land Trajectory**



- 10.37** To meet a 65% PDL target (shown by the red line) 130 of the proposed 200 dwellings per annum would need to be developed on PDL. The trajectory shows that in the first five years of the plan there is sufficient PDL available to meet this target. In the 6-10 year period there is potentially a small shortfall. However there are additional PDL sites in the 0-5 year period that may not come

## 10 Living: Creating a Vibrant Housing Market

forward until years 6-10. The amount of PDL land identified in the 11-15 year period is below the 65% target. Similarly, land from earlier periods that has not been developed may come forward in the latter part of the plan and could include some PDL sites.

- 10.38** In terms of PDL development over the plan period, a 65% target would require 1,950 out of the total, proposed 3,000 dwellings be delivered on PDL. The SHLAA indicates that 1,989 dwellings could be delivered on brownfield sites over the plan period allowing the target to be met.
- 10.39** As part of the delivery of housing land a number of management actions and contingencies must be put in place. A restriction on the granting of planning permission may be necessary where constant over performance is likely to have an adverse impact on the housing market. Where economic conditions reduce the ability to deliver the required amount of housing, the proposed phasing approach may need to be adjusted. The Council's Annual Monitoring Report will be used to update the housing trajectory in order to monitor and manage the delivery of housing land and show its progress against the phasing scheme.

### Housing market impact and regeneration

- 10.40** A number of key projects in parts of Brierfield, Nelson and Colne are underway to restructure and revitalise the housing market. Area Action Plans (AAPs) and Supplementary Planning Documents (SPDs) are being produced to guide the redevelopment of the areas most in need of regeneration. It is important that any new build housing does not have a negative impact on the success of the proposals in these plans. In particular the type, size and tenure of the homes to be provided in any housing development should be carefully considered and justified (see Policy LIV4).
- 10.41** The provision of new housing is not the only way to ensure that people in Pendle have somewhere decent to live. Bringing empty homes back into use will also be an important factor in meeting the housing needs of the borough. As part of the wider regeneration aims of the Council a number of targeted actions will help to secure a future for currently vacant properties.

### Policy LIV 1

#### Housing Provision, Phasing and Delivery

Proposals for new housing should positively contribute towards delivering the minimum housing requirement for Pendle of 3,000 dwellings between 2011 and 2026. The distribution and location of this allocation is set out in Policy SDP2.

The delivery of this provision will be managed in accordance with the phasing approach outlined in Table LIV1a.

**Table LIV1a - Phasing**

Period	Phased delivery (minimum provision)	Per annum requirement
2011-2016	800	160
2016-2021	1,100	220
2021-2026	1,100	220

Proposals should positively contribute to the Council's five year supply of housing land and be deliverable within five years of the consent being granted. Deliverability should be demonstrated by providing details of the availability, suitability and achievability of the scheme. For major schemes (10 dwellings or more) developers should also submit an assessment to demonstrate that the scheme is viable.

## Living: Creating a Vibrant Housing Market 10

Proposals should follow the sequential approach outlined in Policy SPD6 and contribute towards meeting the Council's Previously Developed Land target of 65% for residential developments.

Consideration should be given to the potential impact of any residential development on neighbouring housing markets. Where the impact is judged to be negative, consideration should be given to amending the scheme to reduce this negative impact.

Within a Housing Regeneration project area, proposals must demonstrate that they will not jeopardise the success of the project and should ideally show how they will compliment the regeneration work being undertaken.

Support will be given to bringing empty properties back into use. Several Area Action Plan DPDs have been included in the Pendle Local Development Framework. These aim to regenerate particular areas and will complement this policy by providing locally specific details of how to bring empty homes back into use.

### **Monitoring and Delivery**

<b>Strategic Objectives</b>	2, 5
<b>SCS Priority Goals</b>	3
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Deliver housing in accordance with the phasing programme and housing trajectory.</li> <li>• Provide 65% of new housing on previously developed land.</li> <li>• Seek to reduce the vacancy level (number of empty homes) to 3%.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of new dwellings completed in each financial year.</li> <li>• Number of new dwellings granted planning permission in each financial year.</li> <li>• Number of new dwellings completed on previously developed land.</li> <li>• Number of empty homes.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Private Developers (e.g. House builders), PEARL2, Lancashire County Council, Registered Social Landlords (e.g. Housing Pendle), Housing Associations, Homes and Communities Agency.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Allocation of sites for housing development in the Land-use Allocations DPD.</li> <li>• Investment by delivery agencies.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 3: Housing</li> <li>• North West Regional Housing Strategy</li> <li>• Pennine Lancashire Housing Strategy</li> <li>• Burnley and Pendle Strategic Housing Market Assessment</li> <li>• Burnley and Pendle Affordable Housing Site Viability Study</li> <li>• Pendle Strategic Housing Land Availability Assessment</li> <li>• Pendle Infrastructure Study</li> </ul>

### **Options appraisal summary**

<b>What other options were considered?</b>	<b>Comment</b>
Only deliver housing to meet the RSS housing target. (Issue 5a - Option 1)	The forthcoming Localism Bill will abolish regional planning and is likely to require Local Planning Authorities to set their own housing figures. These new figures will be based on the housing needs, demands, deliverability and land supply in their area. Consideration

## 10 Living: Creating a Vibrant Housing Market

What other options were considered?	Comment
	has been given to a number of factors to determine the proposed housing allocation for Pendle. The proposed figure is slightly higher than the RSS figure and aims to better meet the housing needs of Pendle's population without unduly affecting the housing market.
Deliver housing in excess of the RSS target, in order to meet the figure identified in the SHMA. (Issue 5a - Option 2)	The proposed housing figure for Pendle is slightly higher than the RSS figure, but not as high as the SHMA figure. Consideration has been given to a number of factors including land supply, economic growth and empty homes. This has led to a balanced, deliverable figure being proposed that aims to meet the needs of the population as well as regenerating the housing market.
Deliver housing to meet the RSS target and consider further development in areas where there is an identified regeneration need. (Issue 5a - Option 3)	The proposed housing figure for Pendle is slightly higher than the RSS figure, but not as high as the SHMA figure. Consideration has been given to a number of factors including land supply, economic growth and empty homes. This has led to a balanced, deliverable figure being proposed that aims to meet the needs of the population as well as regenerating the housing market.
Deliver housing above the RSS target in order to meet the figure identified in the SHMA and consider further development in areas where there is an identified regeneration need. (Issue 5a - Option 4)	The proposed housing figure for Pendle is slightly higher than the RSS figure, but not as high as the SHMA figure. Consideration has been given to a number of factors including land supply, economic growth and empty homes. This has led to a balanced, deliverable figure being proposed that aims to meet the needs of the population as well as regenerating the housing market.
Deliver housing to meet market demands regardless of RSS or SHMA build targets. e.g. application led. (Issue 5a - Option 5a)	This option would not target the specific housing needs of Pendle's residents and would only deliver housing to meet the market demand.

# Living: Creating a Vibrant Housing Market 10

## Housing Needs

### Introduction

- 10.42** A key element in the delivery of new housing, is ensuring that the needs of the local population are addressed. PPS3 clearly states that Local Planning Authorities must identify and address the housing needs of different groups of people in their area.
- 10.43** Objective 3 of the Pennine Lancashire Housing Strategy (PLHS) aims to meet the housing, health and support needs of our residents and vulnerable people, promoting better services, more choice, accessible and integrated fully into local communities. The objectives under the housing priority goal in the Sustainable Community Strategy look more specifically at addressing homelessness, reducing empty properties, and increasing supported and accessible housing. Policy LIV2 will address these issues to help deliver the objectives of both these strategies.
- 10.44** There are varying types and different levels of housing need to be found across Pendle. Housing need is defined as the number of households who lack their own housing, or who live in unsuitable housing, and who cannot afford to meet their housing needs in the market<sup>(163)</sup>.
- 10.45** The Strategic Housing Market Assessment (SHMA), the Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment (GTAA) and data from the Pendle Supported Housing Needs spreadsheet help to identify the different types and levels of housing needs to be addressed throughout Pendle and include:
- housing for families;
  - housing for people of a black or minority ethnic background (BME);
  - housing for older people;
  - accommodation for people with support needs including the frail elderly, people with a disability, socially excluded groups;
  - housing for people in rural areas (both market and affordable);
  - accommodation for the Gypsy and Traveller community and Travelling Show People.

### Context

- 10.46** The number of households living in unsuitable housing varies markedly across the borough, but the highest concentrations are to be found in a small number of wards in the M65 corridor. Size, type, design, location, condition and cost are all factors that can make the accommodation unsuitable for its occupiers. In order to address issues of unsuitability, consideration needs to be given to each type of household and their specific needs.

### Family needs

- 10.47** The needs of family households are highlighted in the SHMA, which indicates that overcrowding is the main issue to be addressed in Pendle. This is particularly a problem for lone-parent families who are often less affluent and cannot afford to move into more suitable accommodation.
- 10.48** Future population projections indicate that it is anticipated that the number of children will grow only slightly over the next 15 years. This may suggest that the need for additional family housing is low. However, there are families that are currently in unsuitable and overcrowded accommodation. This is mainly because a large proportion of the housing stock is made up of two bedroom terraced properties, so the choice of larger family housing is limited. The provision of new family housing would help to relieve this problem and also help to restructure current imbalances in the types of housing available.

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<sup>163</sup> Communities and Local Government (2007) *Strategic Housing Market Assessments: Practice Guidance*. Wetherby, CLG.

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### Black and minority ethnic needs

- 10.49** The SHMA shows that black and minority ethnic (BME) households are relatively disadvantaged and that the accommodation they live in is often overcrowded. This is usually because they have larger household sizes (as they often live in extended family units). Again the predominant house type does not meet their housing needs. The SHMA also shows that Asian-Pakistani households in Pendle have very low average incomes and this further affects the ability of this proportion of the population to meet their housing needs.
- 10.50** The evidence implies that there is a need for larger accommodation for some minority ethnic households. The SHMA indicates that the need for this type of accommodation is particularly apparent in the M65 corridor where there are higher concentrations of the BME population. In response to an action identified in the the Pennine Lancashire Housing Strategy additional evidence base work is currently being carried out to identify the specific housing needs of the BME communities.

### Older people's needs (non-supported)

- 10.51** The number of older people living in Pendle is projected to increase significantly within the plan period and suitable accommodation will need to be provided for them. The main concern lies with the provision of specialist accommodation (this is considered under Groups with Support Needs), but there is also a need to provide more suitable market housing in terms of size, type and adaptability for older people.
- 10.52** The SHMA indicates that older person households are mainly small in size (1-2 people) but they often reside in larger accommodation (3+ bedrooms). To help rebalance the housing market, a reduction in this under-occupation of accommodation needs to be considered. The provision of more suitable accommodation for older people could allow them to 'downsize' releasing larger homes for younger families.
- 10.53** In terms of the distribution of older person households, data from the SHMA indicates that there is a fairly even spread across the borough. However, three wards in the M65 corridor (Marsden, Whitefield and Clover Hill) and two rural wards (Old Laund Booth and Blacko & Higherford) have higher than average levels indicating that there may be a need to provide more specific older person housing in these areas.

### Groups with support needs (accommodation based and non-accommodation based)

- 10.54** The SHMA provides data on the proportion of the population with specific needs. The Council's Housing Strategy team have also undertaken work to identify the different groups of people who require accommodation based support services or non-accommodation based support services. This work has been completed in line with the North West report on "The Need for Support and Supported Housing Services in the North West 2008-2020".

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**10.55** The North West report divides these people into three "supergroups" these are:

### Different groups with support needs

Independence with support	Support with care	Socially excluded
Older people with support needs, frail elderly people, older people with mental health problems.	People with learning difficulties, people with physical or sensory disabilities.	Single homeless people with support needs, homeless families with support needs, rough sleepers, people with mental health problems, refugees, people who misuse alcohol or drugs, travellers, teenage parents, young people leaving care, young people at risk, people with HIV/AIDS, women fleeing domestic violence, offenders and those at risk of offending, mentally-disordered offenders and generic.

**10.56** The SHMA indicates that new specialist accommodation for the frail elderly is required as well as improvements to existing accommodation and services. Data on supported housing needs shows that although there is a surplus of accommodation based support services (e.g. nursing home type accommodation) there is a requirement for accommodation for older people with floating support (e.g. housing with a warden type service, or short term intervention support, which allows a person to continue to live in their own home). There is also a requirement for both accommodation based support and non-accommodation based support for older people with dementia or mental health problems.

**10.57** Data from the SHMA also indicates that the number of households with specific needs is particularly noticeable in the urban areas of the M65 corridor where there are the highest concentrations. The SHMA identifies that the majority of people in this group appear to be relatively disadvantaged in terms of income, which further hampers their ability to meet their housing needs.

### Rural needs

**10.58** Rural housing is a key issue in Pendle. The geographical distribution of new rural housing is primarily considered in Policy SDP2. The SHMA indicates that across the Burnley and Pendle housing market area there is a shortage of rural housing of both market and affordable tenure. The provision of new housing in rural areas should be to meet the needs of the local rural population (this may include both new market and affordable housing).

### Gypsy and traveller needs

**10.59** National planning guidance requires local authorities to plan for the provision of sites and pitches for gypsies and travellers. Evidence from the Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment (GTAA) indicates that in Pendle two pitches need to be provided by 2016. This is reinforced by the data from our Development Management section, which shows that there have been no applications for sites or pitches in Pendle nor any enforcement action taken against illegal sites over the last 10 years.

### Strategy

**10.60** Policy LIV2 provides general guidance on the different levels of housing need and where this need is located. Policy LIV3 considers the levels of affordable housing that is required and the percentage of different households requiring market housing.

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- 10.61** In terms of general housing need and addressing issues of households in unsuitable accommodation, both public and private sector funding should be directed to the small number of wards in the M65 Corridor where these problems are concentrated. This will require the provision of new housing of the appropriate type, tenure and size. Policy SDP2 on housing distribution supports this approach and directs the majority of the housing allocation to these areas.

### Family needs

- 10.62** The majority of new family housing should also be located in the M65 Corridor. Reducing the under-occupation of existing larger houses may also be an appropriate mechanism for addressing the issue of family housing supply. In terms of the provision of family housing the SHMA PPS3 Outputs paper<sup>(164)</sup> suggests that 25% of all new market housing provision should be family housing. Policy LIV4 considers the different types and sizes of housing required to meet these needs across Pendle.

### Black and minority ethnic needs

- 10.63** Addressing the needs of the BME community is closely linked to family housing provision. For many BME households there is a need to provide more secure (in terms of the stability and certainty offered by social rented accommodation compared to some private rented accommodation) and larger family housing (3+ bedrooms). A range of tenures should be provided, however, many BME households are relatively disadvantaged (in terms of income), so an increased provision of social rented accommodation will be most appropriate.

### Older people's needs (non-Supported)

- 10.64** The provision of new housing for elderly households could release larger homes for family use. There is a varying level of need across the borough for older people's accommodation. The SHMA PPS3 Outputs paper suggests that 16% of the demand for market housing is from pensioner households. New housing addressing these needs should be directed to the specific wards where there is a concentration of elderly households. New housing for the elderly should normally be of a smaller size (up to 2 bedrooms). In some cases the needs of elderly households can be met by the adaptation of their current accommodation.

### Groups with support needs (accommodation based and non-accommodation based)

- 10.65** New build housing for people with specialist support needs (including extra care) should be concentrated in the M65 corridor. This provision should be accompanied by a range of support services. Adapting existing housing should also be considered where appropriate.
- 10.66** Consideration should be given to the balance between providing supported accommodation (i.e. specialist or designated housing with support permanently attached to it) and accommodation with floating support (e.g. warden based accommodation).

### Rural needs

- 10.67** In the rural areas new housing should address the needs of the local population in line with the housing distribution set out in Policy SDP2. This housing provision should include a range of sizes, types and tenures particularly aimed at meeting the needs of rural households with below average incomes (see Policy LIV3 for more information on rural affordable housing needs).

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## Gypsy and traveller needs

**10.68** In terms of Gypsy and Traveller pitch provision, Policy LIV2 sets out the criteria which should be followed when determining the suitability of a site for such use and suggests guidance for the good design of pitches.

### Policy LIV 2

#### Housing Needs

The Council will generally support proposals for residential accommodation where it helps to meet an identified housing need. These needs may include:

- Aspirational housing for families
- Housing for black or minority ethnic (BME) groups
- Housing for older people
- Supported accommodation (including adapted and specialist housing) for people or groups with specific needs
- Housing for existing residents in rural areas (this may include both market and affordable housing - see Policy LIV3)
- Site provision for the Gypsy and Traveller communities.

Table LIV2a provides an indication of the differing levels of need in each area. Development should be directed to those areas in highest need as a priority.

**Table LIV2a - Housing Needs**

<b>Type of need</b>	<b>Priority level / Area</b>		
	<b>M65 Corridor</b>	<b>West Craven Towns</b>	<b>Rural Areas</b>
General housing need - people in unsuitable housing	High	Medium	Low to Medium
Families	High	Low to Medium	Low
BME	High	Low to Medium	Low
Older person housing	Medium to High	Medium	Medium
Supported accommodation (including adapted and specialist housing)	High	Low to Medium	Low

The size and type of the dwelling should be the most appropriate for the particular need identified and should have regard to Policies LIV3 and LIV4.

Proposals for the development of Gypsy and Traveller sites and pitches should be in general accordance with the CLG Good Practice Guide on Designing Gypsy and Traveller Sites. The Land-use Allocations Development Plan Document will allocate sufficient pitches for the Gypsy and Traveller community.

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### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 5
<b>SCS Priority Goals</b>	1, 3, 5, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>Meet the housing needs of the people in Pendle</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Number of new dwellings built for a specific housing need and the location of these dwellings.</li> <li>Number of different types and tenures of new dwellings built.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Private Developers, PEARL2, Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Allocations of sites in the Land-use Allocations Development Plan Document.</li> <li>The strategies and funding of delivery agencies.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 3: Housing</li> <li>North West Regional Housing Strategy</li> <li>The Need for Supported Housing Services in the North West 2008-2020</li> <li>Pennine Lancashire Housing Strategy</li> <li>Burnley and Pendle Strategic Housing Market Assessment (SHMA)</li> <li>Burnley and Pendle Strategic Housing Market Assessment (SHMA): PPS3 Outputs Paper</li> <li>Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment (GTAA)</li> <li>Pendle Infrastructure Study</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
No specific options were identified to deal with issues of housing need.	<ul style="list-style-type: none"> <li>Consideration was given to the need for affordable housing. The alternative options for that issue are dealt with under Policy LIV3.</li> <li>Consideration was also given to the different house types, sizes and tenures. The alternative options for that issues are dealt with under Policy LIV4.</li> </ul>

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## Affordable Housing

### Introduction

- 10.69** The provision of affordable housing has to be considered together with the provision of market housing. Policy LIV3 aims to help re-balance the local housing market by requiring a certain proportion of affordable housing to be provided as part of new residential developments. The provision of new market housing is also important in order to provide a better range of housing options.
- 10.70** In some of Pendle's inner urban areas house prices are amongst the lowest in the country. At the same time the average income of people in those areas is also extremely low, so the ratio of average house price to average income is such that the affordability of housing is still an issue<sup>(165)</sup>.
- 10.71** Conversely in the rural areas house prices are considerably higher, but the income levels of many (long-term) rural residents are no longer sufficient to allow them to get on to the housing ladder where they live. This is particularly true for young people and young families, although it can also be an issue for older people. This could eventually lead to the disintegration of village communities as local people are forced to move away to find housing they can afford.

### Context

- 10.72** PPS3 requires local authorities to show the proportion of households that require market or affordable housing and to set out the likely profile of household types requiring market housing. It also requires targets, thresholds and quotas for affordable housing provision to be set and the size, type and tenure of this provision to be specified.
- 10.73** The Burnley and Pendle Strategic Housing Market Assessment (SHMA) includes a housing needs assessment which looks at the need and demand for both market and affordable housing. It indicates that to meet the affordable housing needs of all the households in Pendle, 858 dwellings per year would be required. This figure represents the genuine affordable housing needs of the borough (calculated using the CLG housing needs model). The SHMA acknowledges that it is a large figure and that it is well beyond the capacity of the borough to provide this amount of affordable housing. However, the figure does show the scale of the housing needs problem to be addressed in Pendle.
- 10.74** The SHMA has used this housing needs information to carry out a Balanced Housing Market Assessment. This assessment looks at the whole local housing market and considers the extent to which housing supply and demand are 'balanced' across tenure and property size. The findings from the assessment indicate that an affordable housing target of 45% would help to rebalance the housing market in Pendle.
- 10.75** Financial viability work on a range of sample sites across Pendle was undertaken to test the feasibility of a 45% target. This work demonstrates that the economic downturn during 2007-09 reduced the number of economically viable development sites in Pendle. It concluded that even in better economic conditions a 45% affordable housing target would not be viable for developers in Pendle and that there were substantial differences between urban and rural areas. This work was updated in June 2010. It showed there has been little change to the viability of sites in Pendle but did conclude that some urban greenfield sites are now considered to be marginally viable.
- 10.76** The SHMA indicates that in Pendle the main tenure required is social rented housing. Policy LIV4: Housing Design sets out the specific house type requirements for market and affordable housing as identified in the SHMA.

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<sup>165</sup> Fordham Research (2008) *Burnley and Pendle Strategic Housing Market Assessment*. London.

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- 10.77** Research by the National Housing Federation (NHF)<sup>(166)</sup> looks into the housing problems faced by people in rural areas. It indicates that the average rural house can cost 6.8 times the average rural income. This can lead to a situation where only those on higher incomes can afford local housing. The SHMA identifies the need for rural affordable housing in Pendle especially for poorer rural households which often suffer disproportionately. The NHF research concludes that the provision of just a small amount of rural affordable housing can make a big difference to a rural area, helping to sustain village communities.

### Strategy

#### Affordable housing targets and thresholds

- 10.78** Policy LIV3 sets an overall, borough wide percentage target for affordable housing need. This target is taken from the SHMA, however it does not take account of development viability and should not be regarded as a deliverable target.
- 10.79** The deliverability of affordable housing in Pendle is dependent on the economic viability of development sites. The Affordable Housing Site Viability Study (AHSVS) (2010 update report) indicates that in the current economic climate only sites in rural areas can realistically be expected to deliver affordable housing. The majority of sites in the urban areas (especially those in the M65 Corridor) are not viable to develop. The AHSVS suggests that setting a range of affordable housing targets, to take account of different economic scenarios, which may occur over the lifetime of the plan, is a more practical approach than setting a single, rigid target.
- 10.80** The AHSVS update includes a method for setting flexible affordable housing targets. This is known as the Dynamic Viability Model (DVM). The model uses the viability assessment to determine a base target for the borough. It then sets a range of affordable housing percentage levels for different economic circumstances. The DVM is linked to the House Price Index, Building Cost Index and Valuation Office Index. As these indexes move the model generates the percentage of affordable housing that is viable in the prevailing economic conditions. This allows for both the delivery of new housing schemes and the provision of affordable housing. The indexes will be checked on an annual basis and where there is a change in the economy the model will calculate the new level of affordable housing that is required.
- 10.81** The DVM is used to set the overall borough-wide affordable housing target. However, it is recognised that different areas of the borough can support different levels of affordable housing. The AHSVS indicates that in rural areas the viable level of affordable housing will be around 20% above the level that is viable in urban areas (and the general target). Policy LIV3 sets out the levels of affordable housing required in different areas of the borough.
- 10.82** The DVM provides a 'broad-brush' approach to setting viable affordable housing targets in an area. However, the Council recognises that for each site a different set of circumstances will affect viability. These, together with the availability of grant funding, will be taken into consideration when assessing the level of affordable housing required.
- 10.83** To ensure that the optimum amount of affordable housing is delivered the Council will require the viability of schemes to be retested where development has not commenced within two years of the permission being granted. If at that time the viability of the scheme has improved sufficiently the most up-to-date affordable housing targets will apply.

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- 10.84** The setting of a minimum site size threshold is also an important consideration. Due to the difference in viability of sites in the urban and rural areas there is a need to set different threshold sizes. The indicative affordable housing threshold is set at 15 dwellings in PPS3. The site viability work in the AHSVS would support this threshold in urban areas, but only when good economic conditions prevail.
- 10.85** In rural areas the average site size is small and the 15 dwellings threshold would be too high to ensure affordable housing delivery, as only a limited number of sites of that size will come forward during the lifetime of the plan. The AHSVS indicates that rural sites could support a lower threshold even in poor economic conditions. The AHSVS update report looks at a number of model rural sites and calculates the amount of affordable housing that could be required on different sizes of site. This will allow the maximum amount of affordable housing to be delivered in rural areas. Policy LIV3 sets out the different affordable housing levels for each site size threshold in the rural areas.

### Types of household

- 10.86** The SHMA PPS3 Outputs paper helps to identify the proportions of different household types that require market housing. By encouraging developers to follow this profile when they are designing and implementing new housing schemes we can help to rebalance the local housing market and meet the needs and demands of local people. Policy LIV3 includes the demand profile for market housing.

### On-site / off-site provision

- 10.87** Affordable housing should be provided on-site and should not be segregated, if we are to be successful in creating sustainable, mixed communities. Affordable housing should be dispersed throughout a site so that it is tenure blind and indistinguishable from the market housing provided.
- 10.88** There may be circumstances where it is not possible to provide the affordable element of a new housing scheme on-site (e.g. where the site is not financially viable to support on-site affordable housing). In these cases the Council will require that provision is made on an alternative site in the first instance, or where this is still not viable require a financial contribution to be paid. The Council may use such contributions to:
- provide affordable housing on an alternative site, or
  - for the acquisition and refurbishment of redundant, empty properties to provide affordable housing.

### Affordable housing tenures

- 10.89** With regard to the different tenures of affordable housing that are required, evidence from the SHMA suggests that 80% of the affordable housing requirement should be of a social rented tenure with the remaining 20% being made up of intermediate housing<sup>(167)</sup>. In some situations it may be appropriate to vary these percentages, for example, where the proposed site is located in an area where there is already a high proportion of socially rented accommodation, or where there is an identified need for a higher proportion of intermediate housing.

### Rural exception sites

- 10.90** In some of the rural settlements the opportunity to provide the required levels of affordable housing within the existing settlement limits<sup>(168)</sup> may not always exist, as there may not be sites available to develop. In these circumstances the use of rural exception sites may be appropriate (i.e. a site outside, but adjacent to an existing village settlement boundary). This will help to provide affordable accommodation for local people who want to continue living in the area where they have grown

<sup>167</sup> Social Rented and Intermediate Housing are defined in Annex B of PPS3

<sup>168</sup> The settlement boundary for each settlement is defined in the proposals map DPD

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up. The use of rural exception sites will have to carefully balance the needs of local people with any potential impact on the environment. A detailed needs assessment will be required for the Council to consider such a proposal.

### Policy LIV 3

#### Affordable Housing

Proposals for residential development will be required to incorporate an element of affordable housing into their scheme in order to contribute to the achievement of a borough wide affordable housing needs target of 45% over the lifetime of the plan.

The Council recognises that a fixed target is not always deliverable due to changing economic circumstances. To ensure the deliverability of new housing schemes is not adversely affected by efforts to secure the maximum level of affordable housing provision the Council will use the 'Dynamic Viability Model' to set flexible targets for affordable housing. The DVM will be used to update the targets on an annual basis reflecting changes to the house price, build cost and Valuation Office indexes.

Based on the prevailing economic circumstances the current (2010), borough wide affordable housing target is set at 0%. The full range of targets in the 'Dynamic Viability Model' are set out in Appendix A.

Different targets will apply to different areas of the borough and for different site size thresholds. Table LIV3a indicates the base affordable housing targets for each spatial area.

**Table LIV3a - Affordable housing targets 2010**

Area	M65 Corridor	West Craven Towns	Rural Areas
<b>Base Target</b>	0%	0%	20%

Where the viability model indicates an increase in the borough wide affordable housing target this will apply in the M65 Corridor and West Craven Towns. In the Rural Areas the target will be 20% above the borough wide target.

When assessing the amount of affordable housing required the Council will take account of:

- the viability of individual sites;
- the availability of grant funding.

Where a scheme is granted permission and work does not start within two years, the Council will require the viability of the scheme to be re-tested and the most up-to-date affordable housing targets applied.

In the M65 Corridor and West Craven Towns the site size threshold for requiring affordable housing is set at 15 dwellings.

In the Rural Areas the percentage of affordable housing will vary depending on the number of dwellings proposed for the site. These varying site size thresholds are shown in Table LIV3b.

**Table LIV3b - Rural affordable housing site size thresholds**

<b>Number of dwellings in scheme</b>	0-4	5-9	10+
<b>Percentage affordable housing required</b>	N/A	15%	20%

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These percentage targets for the rural areas are in addition to the general borough wide target set by the 'Dynamic Viability Model'.

In the first instance any affordable housing should be provided on-site and incorporated into the scheme so that it is 'tenure blind'. In circumstances where it is not possible to provide the affordable housing on-site, the Council will require the applicant to make arrangements to:

1. provide the affordable housing on an alternative site; OR
2. provide a financial contribution towards the cost of off-site provision.

Where a financial contribution is provided this may be used for the acquisition and refurbishment of redundant, empty properties to provide affordable housing.

In all cases where affordable housing is provided a condition or planning obligation will be used to ensure the housing remains affordable in perpetuity. In the Rural Areas a Local Occupancy condition, or obligation, will also be used to restrict the tenancy of the affordable housing to local residents.

The tenure of affordable housing should be split using the following percentages as a guide: 80% social rented and 20% intermediate housing. There may be individual circumstances where there is a need to vary these proportions. In such cases applicants will be required to provide evidence of the reasons why an alternative proportion of social rented or intermediate housing should be provided.

The size (number of bedrooms) and type (detached, terraced etc) of affordable housing needed in Pendle is dealt with in Policy LIV4 on Housing Design and applicants should take account of these requirements.

Rural affordable housing should be provided in line with Table LIV3a, LIV3b and Policy SDP2. However, in some circumstances consideration will be given to sites directly adjacent to existing, defined settlements for a 100% affordable housing scheme. In such circumstances applicants will need to provide details of the specific local needs the proposed development will address.

Over the lifetime of the plan, 55% of all new housing should be for general market provision. Market housing should be provided to meet the demand of the different household types as detailed in the profile in Table LIV3c:

**Table LIV3c - Households requiring market housing**

Household type	Percentage requiring market housing
Single pensioner	9%
2+ pensioners	7%
Single non-pensioner	24%
Couple, no children	24%
Other multi-adult	11%
Lone parent	2%
Couple, 1 child	13%
Couple, 2+ children	10%

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### Monitoring and Delivery

<b>Strategic Objectives</b>	5
<b>SCS Priority Goals</b>	1, 3, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase the number of affordable homes provided - meet the percentage targets set by the DVM each year.</li> <li>• Meet the percentage tenure targets for new affordable housing development over the plan period.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of affordable housing granted planning permission in the borough and three spatial areas.</li> <li>• Amount of affordable housing built in the borough and three spatial areas.</li> <li>• Number of affordable houses completed that are of i) social rented tenure and ii) intermediate tenure.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Private Developers, PEARL2, Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Requirements for affordable housing to be made on specific allocated sites in the Land-use Allocations Development Plan Document and within site briefs.</li> <li>• Single Conversation (HCA) - Local Investment Plan.</li> <li>• Acquisition of existing properties to change tenure.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 3: Housing</li> <li>• North West Regional Housing Strategy</li> <li>• Pennine Lancashire Housing Strategy</li> <li>• Burnley and Pendle Strategic Housing Market Assessment (SHMA)</li> <li>• Burnley and Pendle Strategic Housing Market Assessment (SHMA): PPS3 Outputs paper</li> <li>• Burnley and Pendle Affordable Housing Site Viability Study (AHSVS)</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Set a target of 45% affordable housing across Pendle. (Issue 5c - Option 1)	Although this target has been included in the affordable housing policy it is set as an affordable housing needs target rather than a rigid deliverable target. The viability work that was carried out indicated that setting a single 45% target would not be deliverable - even in the rural areas. Furthermore a single target does not provide the flexibility to respond to changing economic circumstances.
Set a lower affordable housing target of 30% across Pendle. (Issue 5c - Option 2)	The viability work that was carried out indicated that in most of Pendle's urban areas a 30% affordable housing target would not be deliverable and only on certain rural site would this target be feasible. This option was therefore dismissed as it would not deliver affordable housing and would not be flexible to respond to changing economic circumstances.
Set an affordable housing target of less than 30% across Pendle. (Issue 5c - Option 3)	The viability work indicated that in the urban areas of Pendle most sites would not be viable to develop even without an affordable housing contribution. Although this option would reflect the viability work, it would not ensure the delivery of any affordable housing.

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What other options were considered?	Comment
Require all developers to provide affordable housing on-site. (Issue 5d - Choice 1)	Choosing this choice would not provide a flexible policy approach. Policy LIV3 requires developers to provide affordable housing on-site in the first instance, however, to ensure a flexible policy approach where this is not possible the policy allows for a contribution to be made.
Require all developers to provide contributions to the Council to deliver affordable housing off-site. (Issue 5d - Choice 2)	Choosing this choice would not provide a flexible policy approach. Policy LIV3 allows for a contribution to be made where on-site affordable housing provision is not possible.

## 10 Living: Creating a Vibrant Housing Market

### Designing Better Places to Live

#### Introduction

- 10.91** The design of new housing is an important element in creating confident communities. It is widely recognised that good design helps to create places where people will want to live.
- 10.92** Policy ENV2 sets out the general design principles for development in Pendle. However, the design of housing is about more than just the architectural style and the materials used. It is a process which encompasses a wide range of factors including:
- energy efficiency,
  - layout and position,
  - context and setting (including the historic character of an area),
  - open space and environment,
  - parking and accessibility,
  - crime reduction and safety,
  - housing types, sizes and densities.
- 10.93** Taking a holistic approach to the planning and design of residential developments will help us to achieve Core Strategy Strategic Objectives 3, 5 and 10.

#### Context

- 10.94** The North West Best Practice Design Guide (4NW, 2006) provides some background to the state of housing design across the region. This guide states that research carried out by the Commission for Architecture and the Built Environment (CABE) indicates that only 14% of new properties built in the North West could be considered as good or very good in terms of their design. This shows that there is still along way to go in terms of raising the standard of housing design in the region.
- 10.95** A key objective at both the national and local level is to provide sustainable housing that is designed to last for generations and be adaptable to meet the changing needs of the community. This is especially important when considering how the borough will respond to the effects of climate change. A number of national programmes and initiatives such as the Building for Life Standards, Lifetime Homes Standards and the Code for Sustainable Homes embrace such principles and can be used by developers to help them design and provide quality housing products.
- 10.96** The Building for Life (BfL) Standards contain 20 criteria that consider how a new housing development will fit into its immediate location, the wider environment and the local community. The standards do not look at each individual housing plot or unit, but specifically they address the following:
1. Environment and community
  2. Character
  3. Streets, parking and pedestrianisation
  4. Design and construction.
- 10.97** Each development is scored against the criteria to assess the overall quality of the planned, or constructed, development.
- 10.98** The Lifetime Homes Standards provide more detailed and focused design criteria for individual dwellings. These standards aim to ensure that new housing is accessible and adaptable, which in turn increases the opportunity for independent living and longevity of tenure. Enabling people to continue living in their own home as they get older helps to promote more stable communities.

## Living: Creating a Vibrant Housing Market 10

**10.99** The Code for Sustainable Homes also considers the design of individual dwellings. The code focuses on the sustainability of the development and in particular looks at the environmental impact. It is made up of nine key areas that should be addressed and assessed at both the design and post construction stage. These are:

- Energy /CO<sub>2</sub> emissions,
- Water,
- Materials,
- Surface Water Run-off,
- Waste,
- Pollution,
- Health and well-being,
- Management and Ecology.

**10.100** Elements of the code, such as those relating to energy and water are comparable to elements of the Building Regulations. As Building Regulation standards increase the standards of the comparable elements in the code will increase. For example by 2013 Building Regulations will require new homes to reduce their carbon emissions by 44% (on 2006 standards), comparable to Level 4 of the code.

**10.101** The Government has published information relating to the costs of implementing the different code levels. The information shows that the additional costs of the non-energy elements of the code are negligible for Code Levels 1-4. For Code Levels 5 and 6 costs increase significantly and therefore the viability of schemes may be affected. The Burnley and Pendle Affordable Housing Site Viability Study looks at the viability of a number of sample sites by undertaking financial appraisals. These appraisals take account of the additional costs of building to Code Level 3. Although in the current economic circumstances the majority of inner urban sites are not considered to be viable, urban fringe and rural sites are considered to be either marginal or viable. These sites can be built to Code Level 3 as well as providing affordable housing and remain viable.

**10.102** Increasing energy efficiency in new housing, providing domestic renewable energy and reducing the carbon impact of the development over its lifetime are issues that are important to address when considering how we will mitigate and adapt to climate change. Policy ENV3 looks at the provision of renewable energy across the borough and considers the potential from different energy sources.

**10.103** The Burnley and Pendle Home Energy Strategy (2008-2011) sets out an Energy Hierarchy, which takes a three stage approach to applying energy efficiency and renewable energy measures. The three steps are:

1. reduce the need for energy usage,
2. maximise energy efficiency, and
3. provide on-site renewable energy technologies.

**10.104** It is important that these measures are built in at the design stage of any new housing developments, however, they can also be used when refurbishing or making improvements to the existing housing stock.

**10.105** The Burnley and Pendle Strategic Housing Market Assessment (SHMA) provides an overview of the existing housing stock and identifies those areas where it needs to be diversified to create a better mix and balance of housing types and sizes.

## 10 Living: Creating a Vibrant Housing Market

- 10.106** One of the key housing issues across Pendle is the dominance of terraced housing, which accounts for nearly 59% of the housing stock<sup>(169)</sup> in the area leading to a lack of choice and variety. Although the demand for terraced properties is relatively high, the oversupply of this type of property<sup>(170)(171)</sup> is particularly noticeable in the inner urban areas of the M65 Corridor. This is coupled with the shortfall of both larger and detached housing across the HMA.
- 10.107** The SHMA PPS3 Outputs Paper includes evidence of the type and size of market housing that needs to be provided in Pendle. It looks at the demand and supply of different types and sizes of housing and suggests a possible profile for the mix of market housing, which needs to be built in the future. The paper also looks at the sizes (but not specifically the types) of affordable housing that are required and presents a possible profile.
- 10.108** Another consequence of the over dominance of terraced housing is that the density of a large proportion of the existing housing stock is high. There are numerous pockets of high density housing to be found in the M65 Corridor and some parts of the West Craven towns. A mix of densities would help to provide a greater choice of housing in the area. Although high density housing can be considered more sustainable, an over concentration of high density housing can have adverse impacts on the community including social unrest, health and crime.
- 10.109** Open space provision is an important factor in housing design and can be linked to the issues of high density housing. Providing private and communal open spaces in developments gives residents the opportunity to participate in healthier and active lifestyles, can help to break up the development and enhance the environment by providing spaces for wildlife.
- 10.110** The Lancashire Green Infrastructure Strategy aims to "develop and maintain a network of multifunctional green spaces and places, connecting urban areas to rural hinterlands, and ensure that these continue to contribute towards the economic, social and environmental well-being of the sub-region...". The provision of new open space can help to make a positive contribution to achieving this vision.
- 10.111** Pendle's Open Space Audit identifies provision throughout Pendle and assesses the quality of spaces. It can be used to identify those areas with deficiencies in different types of open space, and those where new development should help to address any imbalances by providing new open space. Policy ENV1 looks at the protection of our existing open space and our green infrastructure assets.
- 10.112** Making improvements to the existing housing stock and bringing empty homes back into use is a key regeneration aim of the Council.

### Strategy

- 10.113** The North West Best Practice Design Guide provides general advice and examples of the issues that need to be considered when designing good quality housing. This design guide should be used as a starting point for designing new housing developments.
- 10.114** The standards set out in the Building for Life (BfL) and Lifetime Homes initiatives should be followed and applied where ever possible in all parts of Pendle to address sustainability and community needs. The Council has a trained BfL assessor who will consider each housing scheme. It is recognised that each development will need to be tailored to its individual site location and requirements and therefore not always be able to meet all the criteria in these standards.

169 Office for National Statistics (2001) Census 2001. [online]. London, ONS. Available from <http://www.statistics.gov.uk/census2001/census2001.asp> [Accessed 7th June 2010.]

170 Fordham Research (2008) *Burnley and Pendle Strategic Housing Market Availability*. Nelson, Pendle Council. Table 23.3.

171 Fordham Research (2009) *Burnley and Pendle Strategic Housing Market Availability: PPS3 Outputs Paper*. Nelson, Pendle Council. Table 3.3.

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- 10.115** The Code for Sustainable Homes should be used to inform the design of all new housing developments to help improve the overall sustainability of the housing stock. Policy LIV4 sets out the code levels which the Council will require developers to meet at different points in the plan period. These targets take account of the viability of meeting the different levels of the code, to ensure the deliverability of new housing is not compromised.
- 10.116** Conversions, refurbishment and extensions are not covered by the Code for Sustainable Homes. However, similar techniques to the code should be used to help improve the sustainability of such developments. The Council will encourage developers to use the BREEAM for Domestic Refurbishment scheme.
- 10.117** Increasing energy efficiency and integrating renewable energy into new housing schemes will help reduce carbon emissions and our reliance on centralised energy generation. The standards set in the Building Regulations on energy efficiency will go part way to reducing the borough's carbon footprint. However, we also have a need to increase the amount of energy generated from renewable and low carbon sources to contribute towards national energy targets. Domestic renewable energy technologies can help on a small scale to contribute to meeting those targets. There may also be potential for joint renewable energy provision when new housing and employment developments are built close to one another. Developers should look at the possibilities of incorporating such technologies into their developments (see Policy ENV3).
- 10.118** The existing housing stock also holds the potential to contribute towards our renewable energy targets (Policy ENV3). Retrofitting renewable technologies such as solar panels can help generate some of the borough's renewable energy. Guidance on incorporating renewable energy provision into existing housing developments is provided in the Design Principles SPD and the Conservation Area Design and Development Guidance SPD.
- 10.119** The types and sizes of new dwellings to be provided should be appropriate to the needs of the area. Although each housing site will provide a unique set of circumstances the design and layout of new housing should maximise the mix of house types and sizes needed in that area. Policy LIV4 provides a suggested breakdown of the sizes and types of new housing which are required to help balance the choice in the market. The SHMA makes it clear that it is important that the over-supply of terraced housing is not aggravated by the nature of new build. The provision of larger, executive style housing in some areas of the borough would help to diversify the stock and encourage aspirational moves both within and from outside of the borough.
- 10.120** The density of new housing developments will need to take a number of factors into consideration. As broad guidance, 30 dwellings per hectare will be considered as a reasonable borough wide density level. However, it will be necessary for proposals to have regard to adjoining sites, be appropriate to and compliment the townscape character of the area.
- 10.121** This is especially important in more sensitive settings, such as conservation areas, where the priority will be to respect the character of the area and may require development at a similar density. The appropriate density will vary considerably depending on the nature of the conservation area. More advice is contained in the Conservation Area Design and Development Guidance SPD.
- 10.122** In areas where the existing density is high, where there is a lack of open space provision or limited access to open space, new developments should aim to redress the balance by building at a lower density. In areas where there is good accessibility developments should achieve a range of densities between 30 and 50 dph. Such locations may include transport hubs or transport corridors as defined on the key diagram.
- 10.123** Linked to a wider programme of green infrastructure improvements (see Policy ENV1) new residential developments should aim to incorporate open space, green corridors, provide accessible links to larger open spaces and the natural environment, and make a positive contribution to the creation of ecological networks. This is in line with the SCS which highlights that the community suggested

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that recreational spaces should be provided within residential areas. The priority for open space contributions will be in areas where there is an identified deficiency<sup>(172)</sup> and where access to such space is limited.

- 10.124** Improvements to the existing housing stock will be an important factor in the regeneration of the borough. The decent home standards should be used when any such improvements are undertaken. This is especially important in the regeneration areas where large numbers of empty terraced properties are to be refurbished and brought back into use.

### Policy LIV 4

#### Designing Better Places to Live

The Council will encourage the provision of well designed housing to meet the needs of Pendle's population. Proposals should take account of the general design principles set out in Policy ENV2 as well as the criteria in this policy.

All new housing should be designed and built in a sustainable way. In particular developers should follow the energy hierarchy, in order to increase the energy efficiency of their development and help to increase the renewable energy generation levels in the borough (also see Policy ENV3).

The Council will require developers to use the Code for Sustainable Homes and encourage them to meet the national targets:

Code Level	Period
Code for Sustainable Homes Level 3	2010-2012
Code for Sustainable Homes Level 4	2013-2015

Where a proposal is considered not to be viable the Council will negotiate with the developer to determine which elements of the code can be met.

Building for Life and Lifetime Homes Standards should be incorporated into the design of any new housing development. The Council's trained assessor will consider all new major housing schemes (10 dwellings or more) against the Building for Life Standards.

The house types and sizes provided within a particular housing development should, in the first instance, help to address any imbalances in the area (ward) that it is to be located. Support will also be given to schemes which are of a high quality and innovative design and provide types and sizes of housing that help to diversify the stock in the borough as a whole.

Table LIV4a provides a general guide, on a borough wide scale, for the size and type of market housing required and the size of affordable housing that is needed:

**Table LIV4a - Types and Sizes**

Size	Market Housing	Affordable Housing	Type	Market Housing
1 bedroom	9%	17%	Detached	25%

<sup>172</sup> Open space deficiencies are identified in the Pendle Open Space Audit (2008).

## Living: Creating a Vibrant Housing Market 10

Size	Market Housing	Affordable Housing	Type	Market Housing
2 bedrooms - flat	35%	1%	Semi-detached	29%
2 bedrooms - house		40%	Terraced house	18%
3 bedrooms	40%	28%	Bungalow	19%
4+ bedrooms	15%	14%	Flat / maisonette	9%

New housing should be developed at densities appropriate to their location taking account of townscape and landscape character and accessibility. In locations outside of conservation areas the standard density of 30dph should be used as a guideline. In areas of high accessibility, proposals should be developed at densities between 30 and 50dph.

Provision for open space and/or green infrastructure should be made in all new housing developments. This may be in the form of private gardens, larger on-site communal open spaces or other green infrastructure assets. When determining the level and type of open space / green infrastructure to be provided, consideration should be given to the existing amounts and types of open space in the area and the density of the existing housing.

Where improvements, refurbishment and/or extensions of the existing housing stock are proposed, the Council will require that they meet the decent homes standards and will encourage the use of the BREEAM for Domestic Refurbishments scheme.

### **M65 Corridor**

Types and sizes - new developments should avoid, where possible, the provision of additional terraced housing so as not to further exacerbate the over supply of this house type and to help rebalance the housing market.

Density - as a general rule the inner urban areas would benefit from lower density developments.

Open space / green infrastructure - provision should be concentrated in areas of identified deficiency (see Open Space Audit), particularly in Nelson and parts of Brierfield.

### **West Craven Towns**

Types and sizes - new developments should avoid, where possible, the provision of additional terraced housing so as not to further exacerbate the over supply of this house type.

Density - as a general rule this area would benefit from lower density developments.

Open space / green infrastructure - provision should be concentrated in areas of identified deficiency (see Open Space Audit).

### **Rural Areas**

Types and sizes - A range of types and sizes will be required, however, there is a need for some larger affordable dwellings (3+ bedrooms) and smaller market dwellings (2 or fewer bedrooms).

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

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

## 10 Living: Creating a Vibrant Housing Market

<b>Strategic Objectives</b>	3, 4, 5, 9, 10
<b>SCS Priority Goals</b>	1, 3, 4, 5, 6, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>Building new dwellings to CfSH, BfL and LtH standards</li> <li>Providing a range of house types and sizes</li> <li>Providing lower density developments</li> <li>Open space created in new housing developments</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Number of dwellings built achieving CfSH target levels.</li> <li>Number of dwellings built to Silver or Gold rated BfL standards.</li> <li>Number of dwellings built to LtH standards.</li> <li>Record and monitor the different types, sizes and tenures of new housing that are granted permission and that are completed.</li> <li>Provide analysis over time of changes in the balance of different types, sizes and tenures of housing in different parts of the borough.</li> <li>Record the density of new housing provision.</li> <li>Amount of additional open space created as part of new housing developments.</li> <li>Update Open Space Audit to help monitor provision</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, PEARL2, Lancashire County Council, Registered Social Landlords, Housing Associations, Homes and Communities Agency, Private Developers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Determination of planning applications through the Development Management process.</li> <li>Provide detail guidance through SPDs and Site Briefs.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 1: Delivering Sustainable Development</li> <li>Planning Policy Statement 1 Supplement: Planning and Climate Change</li> <li>Planning Policy Statement 3: Housing</li> <li>Planning Policy Guidance Note 17: Planning for Open Space ,Sports and Recreation</li> <li>North West Best Practice Design Guide</li> <li>Lancashire Green Infrastructure Strategy</li> <li>Burnley and Pendle Strategic Housing Market Assessment (SHMA)</li> <li>Burnley and Pendle Strategic Housing Market Assessment (SHMA): PPS3 Outputs Paper</li> <li>Pendle Open Space Audit</li> <li>Design Principles Supplementary Planning Document</li> <li>Conservation Area Design and Development Guidance Supplementary Planning Document</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
What factors should we emphasise in order to achieve high standards of design in new developments? (Issue 3a)	The options under this issue are considered as part of Policy ENV2.
Require all new housing developments to achieve Code for Sustainable Homes Level 6 by 2016, but don't set any interim targets. (Issue 4d - Option 1)	The Government has set a target of requiring all new homes to be zero carbon by 2016 (i.e. meet Code Level 6). Policy LIV4 requires that new homes meet this target but also sets interim targets to ensure that progress is made in increasing the number of sustainable dwellings. Although this option received significant support in the consultation it was not identified as the most sustainable option. A

## Living: Creating a Vibrant Housing Market 10

What other options were considered?	Comment
	balanced approach has been taken in Policy LIV4 to introduce interim Code targets in line with Building Regulation improvements.
Require all new housing developments to meet an interim target of Code for Sustainable Homes Level 3, by 2012. (Issue 4d - Option 2)	Although this option would help to provide more sustainable dwellings quicker it would still involve a significant step-up from Level 3 in 2010 to Level 6 in 2016. Policy LIV4 requires new dwellings to meet interim standards between 2010-12 (Level 3), 2013-2015 (Level 4) and 2016 (Level 6). The intention is to ensure continual progress in improving the sustainability of new housing. Although this option received nearly a quarter of the support during the Issues and Options consultation and is considered as a sustainable option a more balanced approach has been chosen.
Require all new housing to achieve the following standards, identified in the Code for Sustainable Homes: <ul style="list-style-type: none"> <li>● Level 1 by 2011</li> <li>● Level 2 by 2012</li> <li>● Level 3 by 2013</li> <li>● Level 4 by 2014</li> <li>● Level 5 by 2015</li> <li>● Level 6 by 2016</li> </ul> (Issue 4d - Option 3)	This option would stagger the introduction of different levels of the code and provide a pro-active approach to ensuring that new dwellings are built sustainably. Policy LIV4 requires a similar staggered approach to new housing development but recognises that the differences between Level 5 and 6 are only minimal so include a step between Level 4 and Level 6. This option was considered as a sustainable option and is closely aligned to the chosen policy approach.
All types, size and tenure of housing should be supplied equally across the borough, regardless of specific local needs. (Issue 5b - Option 2)	This option was not considered to address the different housing needs and requirements in different spatial areas. It would not help to balance the types, sizes and tenures in different areas.
There is no need to stipulate a mix of type, size and tenure, let the market decide. (Issue 5b - Option 3)	This option was not considered to address the different housing needs and requirements in different spatial areas. It would not help to balance the types, sizes and tenures in different areas.

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

# 11 Working: Creating a Dynamic and Competitive Local Economy

## Introduction

- 11.1** This chapter considers our preferred options for employment and issues relating to working in Pendle. It specifically addresses the three main components of the local economy:
1. Production (including manufacturing) and services.
  2. Retailing and town centres.
  3. Tourism, culture and leisure.
- 11.2** A healthy and sustainable local economy is seen as being a prerequisite for securing confident, socially cohesive and prosperous communities; one of the key themes in Pendle's Sustainable Community Strategy (SCS)<sup>(173)</sup>.
- 11.3** Creating and sustaining local employment opportunities is a key component in regenerating deprived areas and delivering sustainable communities. This chapter considers how we will support development that helps to attract new investment to the area and encourages new business formation, which are seen as the key components in helping to diversify and strengthen the local economy.
- 11.4** In doing so we address the locational requirements of businesses, and the design of new business premises, which both have a major influence on economic performance.

## Strengthening the Local Economy

### Introduction

- 11.5** Unlocking Pendle's economic potential underpins our aspirations for both urban and rural regeneration. This is reflected in SCS Goal 2, which states:
- "We want to create and sustain a dynamic, competitive and healthy local economy, providing the jobs of the future and the talents and skills to fill them."
- 11.6** We also need to make sure that Pendle makes a valuable contribution to the growth of both the regional and national economy. As an integral part of the North West region and the Pennine Lancashire sub-region, our policies are guided by the long term economic strategies for these areas. These strategies build on Pendle's existing strengths and competitive advantages in advanced engineering and tourism. They also seek to increase entrepreneurial activity and business start-up rates, to help reduce the areas dependency on traditional manufacturing sectors and make the local economy more capable of withstanding future economic challenges.
- 11.7** In addressing our economic requirements, we will aim to improve skill levels within the workforce, safeguard existing employment opportunities and create new ones in order to provide a wider range of employment opportunities for local people. In doing so we will, wherever possible, seek to match opportunity with our regeneration needs and be mindful of any potential impact on the environment.
- 11.8** This policy sets out our strategic approach to economic development in Pendle. It focuses on employment in the traditional manufacturing and service sectors, but also considers how retail and tourism can contribute towards providing new and better employment opportunities for local residents.

<sup>173</sup> Pendle Partnership (2008) *Our Pendle Our Future: Pendle's Sustainable Community Strategy*. Nelson, Pendle Partnership.

# Working: Creating a Dynamic and Competitive Local Economy 11

- 11.9** Locational decisions will be guided by Policies SDP1 and SDP3, whilst supporting measures addressed by SCS Goals 2 and 7 will help to ensure that local people possess the appropriate skills to enter a revitalised job market.

## Context

- 11.10** National planning policy<sup>(174)</sup> requires all planning applications that secure sustainable economic growth to be treated favourably. The type and scale of future economic growth in Pendle is largely influenced by the economic strategies for the North West region<sup>(175)</sup> and the Pennine Lancashire sub-region<sup>(176)</sup>.
- 11.11** At the regional level the key challenge has been the failure of the North West to contribute its full potential to the UK economy<sup>(177)</sup>. Despite a number of inherent strengths, all of the key economic indicators show that the Pennine Lancashire sub-region is also under-performing. A key theme of the Pennine Lancashire Multi Area Agreement (MAA) is to restructure the economy in order to achieve long-term sustainable growth.<sup>(178)</sup>
- 11.12** Like many of the other authorities in Pennine Lancashire, a disproportionately high number of employment opportunities in Pendle are still provided by businesses in the manufacturing sector, which has been in decline for many years. This dependence is most acute in Barnoldswick where a relatively small number of large manufacturing businesses provide almost half of the employment opportunities in this relatively small market town.
- 11.13** Whilst many of the manufacturing jobs that remain are highly skilled and relatively well-paid, they are becoming ever more vulnerable in an increasingly global economy. In contrast there is a corresponding under-representation in high-end service sector employment. The majority of service sector jobs in Pendle are relatively low-skilled and low-paid. As a consequence the average wage level for the borough is consistently below the regional and national averages, and many Pendle residents commute outside the area to access better paid employment.
- 11.14** Many of the economic challenges Pendle faces are found in the M65 corridor. It is here that the highest concentrations of economically inactive people and those with the fewest qualifications are to be found. Our key challenges are to reduce levels of worklessness, improve levels of educational attainment and broaden the skills of residents in these areas. Doing so will increase productivity and improve the quality of the workforce that local businesses can draw upon. In turn this will help to reduce locally significant levels of deprivation<sup>(179)</sup>
- 11.15** The retail and wholesale trades are also a major employer in Pendle, particularly in the towns of the M65 corridor. Official statistics reveal that these sectors employ approximately one-fifth of the workforce, though they under-record actual employment as the figures exclude those in self employment and unpaid family members. Jobs in the retail sector are typically part-time, low paid and filled by young people, particularly women. The predominance of small family owned businesses means that there are few opportunities for graduate recruitment.

<sup>174</sup> Communities and Local Government (2009) *Planning Policy Statement 4: Planning for Sustainable Growth*. London, TSO.

<sup>175</sup> North West Development Agency (2006) *Northwest Regional Economic Strategy 2006*. Warrington, North West Development Agency.

<sup>176</sup> Pennine Lancashire Leaders and Chief Executives (2008) *An Integrated Economic Strategy for Pennine Lancashire*. Blackburn, Pennine Lancashire Leaders and Chief Executives.

<sup>177</sup> Measured in terms of Gross Value Added (GVA), which measures the contribution to the economy of each individual producer, industry or sector.

<sup>178</sup> Transformational Action 47 of the Regional Economic Strategy seeks to "Deliver and implement an integrated economic plan for East (Pennine) Lancashire including support for advanced manufacturing and improved accessibility to growth in Preston and Manchester."

<sup>179</sup> Transformational Action 52 of the Regional Economic Strategy seeks to "Encourage employment creation in or near deprived areas."

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

- 11.16** Outside the urban areas, the rural economy has become increasingly reliant on numerous small, locally owned businesses<sup>(180)</sup>. In recent years, tourism has provided a useful compliment to declining agricultural activity, compensating in a small way for the closure of textile mills and the loss of shops in isolated rural villages. But much of the work is seasonal and success is heavily dependent on external factors such as the weather and the prevailing economic circumstances.
- 11.17** The Rural Development Programme for England is concerned with turning the underlying assets of our rural areas into tangible economic prospects. Manufacturing remains the main employer for people living in our rural areas, but the service sector is not making good the deficits that exist in manufacturing and there is little evidence of wider entrepreneurial activity. The Department of Food and Rural Affairs (DEFRA) classifies Pendle as having significant poor economic performance within its rural areas and earning levels below the resident based household incomes.
- 11.18** The tourist market has grown steadily in recent years, but on its own it cannot regenerate the fortunes of an area, but must be part of a wider economic strategy. The main sources of income from tourists are not the attractions themselves, but the allied hospitality and retail sectors. That said tourism has a vital role to play in maintaining the prosperity and quality of life in areas that attract tourists, a fact recognised in the latest national strategy for tourism<sup>(181)</sup>. Its high profile conveys a positive image of the area to a wide audience helping to attract investment into the area. So, whilst Pendle's potential to attract visitors and visitor investment may not yet have been fully realised, it must not be exploited at the expense of attractive rural and urban environments that are much valued by people living in, or visiting, the area.

### Strategy

- 11.19** If we are to revitalise the local economy we need to provide the right conditions for growth. To help create a more diverse economic base, that will make the area less vulnerable to future economic downturns within the economy, or a particular sector, our policies will support the expansion of local businesses, encourage new business formation and seek to attract inward investment that supports economic regeneration across the Pennine Lancashire sub-region. The secure and better quality employment opportunities created will offer higher wages, encouraging people to live and work in Pendle, reducing the need to travel and helping to retain wealth within the Borough.
- 11.20** We will support investment by businesses who address supply chain gaps in the priority (growth) sectors identified in the regional and sub-regional economic strategies. These are:
- Advanced engineering and materials: chemicals, aerospace, automotive, advanced flexible materials
  - Food and drink
  - Biomedical: biotechnology, pharmaceuticals and medical devices
  - Energy and environmental technologies
  - Digital and creative industries
  - Business and professional services
  - Visitor and tourism sector
- 11.21** In particular we will focus on helping to support growth in advanced engineering and tourism, the two growth areas where Pendle has existing strengths. The aerospace industry is particularly important to Pendle<sup>(182)</sup>. It is a high value, high knowledge industry, characterised by high wages and high levels of investment in research, development and training. It supports a critical mass of

<sup>180</sup> Transformational Action 56 of the Regional Economic Strategy seeks to "Implement plans to ensure ongoing growth in the rural economy as part of the Regional Rural Delivery Framework."

<sup>181</sup> Department for Culture, Media and Sport (2007) *Winning: A Tourism Strategy for 2012 and Beyond*. London, TSO.

<sup>182</sup> Rolls-Royce, which operates two large fan blade manufacturing facilities in Barnoldswick, is one of two prime aerospace contractors in Pennine Lancashire that helps to support a large cluster of sub-contract engineering businesses across the sub-region.

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businesses that are not only beacons of innovation and best practice, but are worldwide leaders in their field. These businesses are engaged in a range of activities, including: advanced precision engineering, electronics, high performance materials and composites - that have the potential to increase productivity and investment. Supporting the development of these advanced manufacturing industries will provide a catalyst for significant growth in Gross Value Added (GVA) and make a major contribution to the restructuring of the local economy.

- 11.22** Locally the actions to achieve transformation of the rural economy<sup>(183)</sup> focus on encouraging knowledge-based businesses and the competitive advantages that can be gained through the application of knowledge via a process of managed economic restructuring. Widespread access to high speed broadband throughout our rural areas will be the key to successful delivery of this objective. Opportunities for tourism to exploit our countryside and heritage assets in a sustainable way will also generate additional income and raise the profile of the area, whilst maintaining the quality of life for local residents.
- 11.23** In the longer term this focus on priority (growth) sectors will stimulate, support and sustain economic growth, foster innovation; help to retain and attract more graduates to the area; facilitate the transfer of knowledge to other businesses; support enterprise; promote entrepreneurship and increase wealth within the local economy.
- 11.24** In accordance with government guidance on employment<sup>(184)</sup>, new employment opportunities will, in the first instance, be directed towards our Town Centres and Local Shopping Centres (Policies SDP4 and WRK3) and, where appropriate, high accessibility corridors and transport hubs. In terms of retailing, attracting national multiples into the town centres of Nelson and Colne, will help to establish their role as the primary focus for shopping and employment, helping to support sustainable patterns of movement throughout the Borough. It will also help to increase the number of employment opportunities available to graduates. Support will also be given to small independent retail operations that help to increase the vitality and viability of our established shopping areas, or support tourism.

## Policy WRK 1

### Strengthening the Local Economy

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

- Facilitate expansion, or support investment, by businesses in the priority (growth) sectors identified in the North West Regional Economic Strategy and/or the Integrated Pennine Lancashire Economic Strategy.
- Promote entrepreneurial activity and new business formation.
- Encourage economic activity in identified areas of regeneration need, where it can help to reduce levels of worklessness, offer training opportunities and help to improve skills levels, particularly in young people.
- Promote sustainable working practises:

<sup>183</sup> Lancashire Economic Partnership (2009) *Pennine Lancashire: A Local Development Strategy 2009-2013*. Accrington, Lancashire Economic Partnership.

<sup>184</sup> Communities and Local Government (2009) *Planning Policy Statement 4: Planning for Sustainable Economic Growth*. London, TSO.

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- Help to establish mutually supportive clusters of businesses in key economic sectors, including retailing.
- Enable home-working, particularly in rural areas.
- Maximise access to work or training opportunities for those wanting to enter the labour market and upgrade their skills.

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

### **M65 Corridor**

1. Support regeneration activity in the Housing Market Renewal (HMR) areas of Brierfield, Nelson and Colne.
2. Seek to reduce levels of worklessness.

### **West Craven Towns**

1. Support the locally important aerospace and advanced engineering sectors.
2. Reduce the reliance on employment opportunities in the manufacturing sector.

### **Rural Areas**

1. Support sustainable development that helps to grow, diversify and strengthen the resilience of the rural economy; including proposals for home-working.
2. Promote the re-use of former agricultural buildings and home-working as ways of minimising the take-up of Greenfield land.

### **Monitoring and Delivery**

<b>Strategic Objectives</b>	6, 7
<b>SCS Priority Goals</b>	2, 7
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase employment levels, particularly in growth sectors.</li> <li>• Diversify and strengthen the local economy.</li> <li>• Reduce unemployment levels.</li> <li>• Increase average wage levels.</li> <li>• Increase the level of business start-ups.</li> <li>• Improve the level range and level of skills in the local workforce.</li> <li>• Increase provision of new business floorspace.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number / percentage of people employed by business sector, in particular those within identified growth sectors [NI174: Reduce skills gap in the workforce]</li> <li>• Number of VAT Registrations and De-registrations - [NI171: Increase new business registrations]</li> <li>• New business floorspace created [COI 1A: Gross internal floorspace by employment type]</li> <li>• Annual wage levels and estimates of household earnings [NI166: Increase average earnings of employees by 1% (Baseline £388.40, 2007)]</li> <li>• Monthly unemployment levels [NI153: Reduce unemployment claimants in the worst performing neighbourhoods by 1% (Baseline 29.4%, 2006/07)]</li> </ul>

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<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Partnership, Trust 4 Business, Regenerate Pennine Lancashire, Bowland Initiative, Local Enterprise Partnership, Lancashire County Developments Limited, Lancashire & Blackpool Tourist Board, Nelson & Colne College, Training 2000
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the Development Management process.</li> <li>• Allocation of sites for employment development in the Land-use Allocations DPD.</li> <li>• Securing private sector investment and public sector grant funding.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 1: Delivering Sustainable Development</li> <li>• Planning Policy Statement 4: Creating Sustainable Economic</li> <li>• Growth Good Practice Guide on Planning for Tourism</li> <li>• Northwest Regional Economic Strategy</li> <li>• Lancashire and Blackpool Visitor Economy Strategy, 2006-2016</li> <li>• Coordinated Actions for Rural Lancashire</li> <li>• An Integrated Pennine Lancashire Economic Strategy</li> <li>• Pennine Lancashire: A Local Development Strategy 2009-2013</li> <li>• Our Future: Pendle's Employment Strategy 2009-2012</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
What type of employment do we need to attract? (Issue 6a)	<p>Of the six choices identified (Issue 6a) manufacturing and tourism were clearly the public's most popular choices at the Issues and Options stage each with 23% of all responses. These would build on the area's existing strengths in advanced precision engineering and sustainable tourism.</p> <p>Separate comments stressed the need to attract high value added sectors. The area already has a notable strength in advanced manufacturing, in particular precision engineering, allied to the aerospace industry.</p>

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### Employment Land Supply

#### Introduction

- 11.25** National policy requires local authorities to assess the detailed need for land or floorspace for economic development, including all main town centre uses, to ensure that an adequate supply of employment land (including mixed-use schemes) is readily available for development throughout the plan period. It is widely acknowledged that an under-supply of employment land could act as a constraint on economic growth and future job creation. This supply of employment land should be deliverable in a sustainable manner and attractive to the market. It should also represent the most efficient and effective use of land, by prioritising previously developed (Brownfield) land which is suitable for re-use.
- 11.26** Pendle has been a net exporter of jobs since the Cotton Industry Re-organisation Scheme of the early 1960s. Between 1991 and 2001 the net outflow of jobs from Pendle showed a 36% increase, one of the highest levels in the county. The employment needs of just over 13,000 Pendle residents are met by businesses located outside the Borough<sup>(185)</sup>. But the opposite is also true and almost 9,000 people commute into the area for work.
- 11.27** Almost 24,000 people continue to live and work in Pendle (64% of the working population). Residents looking to take-up new job opportunities, particularly those on low incomes, need to be able to access places of employment. In Pendle employment land and premises are concentrated in the densely populated M65 Corridor, where there is a readily available workforce and good access to the motorway network. The historic importance of the transport routes through the area, mean that in the north of the borough there are also notable concentrations of employment in Foulridge and the West Craven towns of Barnoldswick and Earby.
- 11.28** Land is a scarce resource, and whilst there is an increasing emphasis on recycling previously developed (Brownfield) land, there are many competing uses and increasing pressure to release employment sites and premises to higher value uses such as housing and retailing.
- 11.29** Those sites that are poorly located or under-utilised may make a significant contribution to local regeneration if redeveloped for alternative uses, including employment and mixed-use schemes.

#### Context

- 11.30** A significant number of Pendle residents work in neighbouring areas, notably Burnley, so we must recognise that our employment policies will, to varying degrees, be dependent on employment provision outside the Borough boundary. But, national policy on employment<sup>(186)</sup> requires local authorities to maintain an adequate supply of employment land to meet the identified needs of businesses. It states that to do this job targets should be established and translated into a potential employment land requirement.
- 11.31** The main influence on our employment land strategy are the projections for future employment growth set out in the Pendle Employment Land Review. Adopted in 2008, this document pre-dates the introduction of PPS4. As such it establishes an employment land supply target by assessing how much land is required for Use Classes B1 (Light Industry), B2 (General Industry) and B8 (Distribution and Warehousing). It concluded that 54.16 hectares would be needed over the plan period, equivalent to 3.39 hectares per annum. When accounting for all potential forms of supply, a shortfall of 7.121 hectares was evident. Pendle Council updates this figure each year in its Annual Monitoring Report (AMR). In 2008/09 the shortfall in employment land had fallen to 4.445 hectares.

<sup>185</sup> ONS (2001) *Census of Population, Workplace and Transport to Work Statistics*. London TSO.

<sup>186</sup> Communities and Local Government (2009) *Planning Policy Statement 4: Planning for Sustainable Economic Growth*. London, TSO.

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- 11.32** Employment land and premises should seek to meet different industrial, business and commercial requirements, both now and in the future. To achieve this will require a broad range of options in terms of site size, site quality and accessibility (in terms of proximity to markets and the locally available workforce). This will help businesses to lower costs and increase profits, enhancing their chances of survival and long-term growth and allowing for sufficient flexibility to provide for market uncertainty.
- 11.33** Whilst the size of a site may be an important consideration, it is the location and quality of employment land, rather than the overall quantity, that is the key to ensuring that development supports a targeted growth strategy. New national planning guidance places an increased emphasis on sustainable development, putting accessible locations, such as town centres, to the fore. This urban focus for new employment is reinforced by the concept of the 'city region' in the Northern Way growth strategy.
- 11.34** For Pendle the drawback is that much of our industrial and commercial floorspace is a legacy of the industrial revolution, in relatively poor condition and unsuited to the needs of modern businesses. This is reflected in the average rateable value for industrial and commercial floorspace in Pendle, which is the second lowest figure in the country.
- 11.35** The Regional Economic Forecasting Panel considers that the effects of the current economic recession will last until 2015 and looks at the periods 2009-15 and 2015-2030. Phasing may be appropriate to reflect this. It is also an option for site delivery in Colne, Earby and Foulridge, where the waste water treatment works are currently operating at, or near, capacity. The upgrading of these facilities will not take place until the next round of planned capital expenditure in 2015-2020. Further information is provided in the Pendle Infrastructure Study and Policy SDP3.

### Strategy

- 11.36** The availability of good quality of employment sites, of the right size and in the right location are decisive factors in ensuring that our employment land supply can act as a driver for new development. To ensure that adequate land is available in the most sustainable locations for future economic investment and to support regeneration activity, we need to put in place a range of high quality, accessible employment sites. These decisions will be guided by the study Towards a Sustainable Employment Land Strategy (Genecon, 2005), which establishes the framework for a sustainable employment land strategy in Pennine Lancashire.
- 11.37** Town centres will continue to be the focus for many employment generating uses. Elsewhere our policies and site allocations will focus on supporting the needs of our existing businesses and providing a framework that helps to foster innovation, enterprise and new business growth. The spatial distribution of new employment will be guided by Policies SDP1 and SDP3. As we seek to restructure the Pendle economy the emphasis will move away from the provision of large sites dedicated to predominantly B2 (general industrial) uses, towards a more balanced supply of sites suitable for B uses such as offices (B1(a)), research and development (B1(b)) and light industrial (B1(c)).
- 11.38** A major obstacle in attracting new investment, to help strengthen and diversify the local economy, is the relatively poor condition of the existing commercial and industrial floorspace. To help stimulate new development and facilitate job creation we will adopt a balanced approach to ensure that:
1. We have an adequate supply of land and premises for employment use.
  2. We have an appropriate and attractive range of employment sites in sustainable locations.
- 11.39** Key Service Centres will be the main focus for employment (Policies SDP1 and SDP3). Town centres, which are accessible by all members of our community, will be the primary focus for retail, office and leisure uses (Policies SDP4 and SUP1). This approach supports the objective of directing new employment opportunities to sustainable town centre locations, which if successful will also

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have benefits for retail activity. Employment development at transport hubs and in high accessibility corridors will also be considered. The potential of tourism to help strengthen and diversify the rural economy will also be supported, where this does not conflict with our spatial principles. In short, we will seek to:

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

- 11.40** The scale of new employment development will respect the locational strategy (Policy SDP1), relate to the scale of existing employment provision in a particular locality and the character of the area. Growth will be delivered in a way that avoids adverse impacts on the environment (in particular the integrity of any Natura 2000 sites), as well as supporting measures that relate to the development of new skills through training and learning.
- 11.41** The Core Strategy provides a framework for the identification and protection of employment land - in the broad locations identified for regeneration and growth. Where appropriate, new investment will be targeted to help to support community regeneration and Housing Market Renewal initiatives. The creation of new and better employment opportunities in these areas will help to reduce levels of worklessness.
- 11.42** The remediation<sup>(187)</sup> of previously developed land (PDL) is an often slow and expensive process, subject to an array of regulatory requirements. As such there is considerable pressure to regenerate so called Brownfield sites for higher value end-uses than employment.
- 11.43** But, only where isolated employment uses are poorly located, unsuitable for modern business uses or considered to be bad neighbours, because they cause obvious nuisance or loss of amenity, will their redevelopment for alternative uses be considered.
- 11.44** Those sites that continue to offer a high quality business environment, in an accessible and economically competitive location should be protected. These sites make an invaluable contribution to the local economy as they are attractive to businesses considering relocation into the area, help to improve the efficiency and competitiveness of local businesses looking to relocate or expand and most important of all create new, better and more secure employment opportunities that help to sustain the wider community. Offering protection to our best employment areas, by restricting the re-development of land within these protected areas for non-employment uses, will help to ensure that an adequate supply of good quality land and premises remains available for short, medium and long-term economic investment. It will also support sustainable development objectives and reduce the demand to allocate Greenfield land for employment uses.
- 11.45** The sympathetic re-development or renovation of the best employment sites and premises within our urban areas will be a high priority in Pendle. Many of our established employment sites are located close to residential areas. This reduces the need for people to travel and makes access by sustainable modes of transport a realistic proposition. As such there should be a presumption in favour of retaining sites and premises, particularly where they play an important role in sustaining local employment and/or meeting regeneration objectives. The Protected Employment Areas, subsequently identified in the Land-use Allocations DPD, will have a strategic or local significance in terms of one or more of the following factors:

<sup>187</sup> Environmental remediation refers to the removal of pollution or contaminants from the ground for the general protection of human health and the environment.

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

- 11.46** Using the typologies in Towards a Sustainable Employment Land Strategy, the main focus for new employment provision in Pendle will be **urban hub/gateway** sites and those in **town centres** (see above). These sites will focus on attracting investment that supports the objectives of the Pennine Lancashire Economic Development Strategy (2009). This approach is in line with the main thrust of national policy<sup>(188)</sup>, which seeks to direct employment to urban centres. These are seen as the principal drivers of economic growth and represent a move towards more sustainable patterns of development.
- 11.47** A range of smaller **neighbourhood opportunity** sites will primarily support local regeneration needs. The potential for a 'land-use exchange' between housing and employment uses, to create mixed-use communities that better integrate housing with appropriate business activities, will be encouraged.
- 11.48** The range of employment opportunities in rural areas is limited. Although employment in agriculture has declined, it will continue to play an important role, but there is a need to assist diversification of the rural economy. Successful **rural renaissance** will require finding new and imaginative uses for land and buildings. Opportunities to facilitate home-working will help to reduce travel, but will require improvements to the existing Information and Communication Technology (ICT) networks in rural areas, in particular the upgrading of broadband connectivity. This will also be an important factor in helping to diversify the range of businesses capable of operating from remoter rural areas.
- 11.49** New PPS4 provides greater levels of encouragement to rural economic development. In Pendle the focus is likely to remain on supporting sustainable tourism and farm diversification, which capitalise on the natural, cultural and historic assets of the area. Increased levels of home-working are reliant on infrastructure improvements, particularly to the broadband network. More traditional forms of economic development will normally be directed to Rural Service Centres, although small scale development in Rural Villages may also be appropriate, especially where it takes advantage of existing buildings and previously developed land. Close to the urban areas recreational activities that are compatible with the Green Belt and/or do not detract from the open countryside may be appropriate.
- 11.50** This strategy supports both regional and sub-regional objectives by addressing economic under-performance and exploiting the areas strengths and potential. It will provide businesses with the best opportunity to remain economically competitive at a local, regional, national and even global level.
- 11.51** In helping to strengthen and diversify the local economy, we will improve productivity, increase the size and capability of the workforce and ensure that the local population has adequate access to a wide range of job opportunities. Proposals which facilitate the use of sustainable transport links between new and existing employment locations, both within and outside Pendle, and those which improve opportunities for education and training will be supported.
- 11.52** Employment land provision is updated annually in the *Pendle Employment Land Monitoring Report*. This also records information for completions on Brownfield and Greenfield sites. The delivery of new employment sites should generally address the needs highlighted by the findings of the latest report.

<sup>188</sup> Communities and Local Government (2009) *Planning Policy Statement 4: Planning for Sustainable Economic Growth*. London, TSO.

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- 11.53** The phasing of delivery is considered appropriate to secure the orderly and managed release of employment land over the plan period.
- 11.54** The Regional Economic Forecasting Panel considers that the effects of the current economic recession will last until 2015. If Pendle is to benefit as the economy emerges from recession, good quality employment land will need to be immediately available, if it is not to lag behind other areas. Phasing will also be required to acknowledge infrastructure capacity issues.

### Policy WRK 2

#### Employment Land Supply

Pendle Council and its partners will ensure that 50.58 hectares<sup>(189)</sup> of land is brought forward for employment (use Classes B1, B2 and B8) over the plan period.

The phasing profile (below) reflects a front loading of employment land provision. This reflects the need to have good quality employment land available as the local economy emerges from the current recession.

Period	Phased Delivery	
	Annual (ha)	5-year target (ha)
2011-2016	4.05	20.23
2016-2021	3.03	15.17
2021-2026	3.03	15.17

The five-year targets and figures for annual average provision are intended to be used as a guide as to when new employment land should be brought forward. They are based on providing the total employment land requirement for Pendle over the lifetime of the plan (2011-2026). To retain some flexibility, additional provision will be permissible where this can be justified. The total employment land target and the 5-year targets should be considered as the maximum delivery, giving scope for additional annual provision as necessary.

The need for new site provision will be informed by an up-to-date Employment Land Review. The employment land portfolio will be reviewed every three years to ensure that it provides an appropriate range of sustainable sites that are attractive to the market and that at least 30% of the existing supply can be regarded as being immediately available. Any shortfall will be addressed by identifying a range of employment sites, for traditional employment uses (B1, B2, B8) and other identified growth sectors, in the Land-use Allocations Development Plan Document and/or any Area Action Plans.

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

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

<sup>189</sup> This figure is based on an updated calculation, using the RSS methodology, outlined in the Employment Technical Paper.

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

The spatial distribution of new employment will be guided by Policies SDP1 and SDP3 and by:

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

Major employment proposals, particularly those requiring good transport links, should be located in the M65 corridor, unless the proposal needs to be in close proximity to one or more existing businesses (clustering), or will make a significant contribution to diversifying the mix of employment in a particular area.

In the first instance employment uses should be directed to Protected Employment Areas or the Town Centres identified in Policy SDP4. Growth that meets identified local needs should, wherever possible, go to neighbourhood opportunity sites that are situated close to transportation hubs, or within high accessibility corridors.

Within the Protected Employment Areas only employment generating development proposals falling within Use Classes B1, B2 and B8 will be permitted, with the exception of a small allowance for A3 uses to serve the immediate needs of the area and reduce the need to travel.

Outside the Protected Employment Areas, existing employment sites and premises in accessible locations will be safeguarded where they are important to sustaining local employment and/or meeting regeneration objectives. Where isolated industrial uses cause nuisance or loss of amenity, alternative uses (including employment) may be considered appropriate, should the site become available.

Specifically employment land should be provided in accordance with the distribution identified in policy SDP3 in the following broad locations, for the following purposes:

### M65 Corridor

The Key Service Centres in the M65 corridor will be the main focus for new employment initiatives in Pendle. Within this area access to employment, both in terms of labour market connectivity to sites and the possession of appropriate skills to enter the job market are key issues. New employment development should seek to:

1. Develop the role of Nelson as the core location for employment and establish the town centre as the focus for new office development.
2. Encourage new employment development in Nelson and Colne town centres, which contributes to the improved efficiency of existing land and premises, minimising the need for additional land take-up.
3. Facilitate mixed-use development in Nelson and Colne town centres and where appropriate on Brownfield sites adjacent to transport hubs and the main accessibility corridors.
4. Promote mixed-use development that supports neighbourhood renewal initiatives and/or delivers schemes that improve the range of local employment opportunities.

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5. Enhance the role of the Protected Employment Areas, which will be the focus employment in Use Classes B1, B2 and B8.
6. Improve labour market connectivity by taking advantage of sustainable transport links between existing employment locations both within, and outside, the M65 Corridor.

The waste water treatment works at Colne is operating at close to capacity, so development may need to be restricted until an upgrade can be funded in the 2015-2020 capital programme.

### West Craven Towns

Barnoldswick will be the main centre for employment growth in West Craven, with Earby playing a supporting role. In the first instance all major employment generating projects will be directed to Barnoldswick. Support will be given to new employment development that helps to:

1. Reinforce Barnoldswick's position as the focus for employment provision in the north of the Borough.
2. Enhance the functionality of areas existing specialism in advanced manufacturing, allied to the aerospace industry.
3. Reduce the local reliance on manufacturing and helps to strengthen and diversify the local economy.
4. Enhance the role of the Protected Employment Areas, which will be the focus employment in Use Classes B1, B2 and B8.

Greenfield development in parts of West Craven will not be permitted until at least 2015-2020, which is the first opportunity to increase capacity at the waste water treatment works in Earby and Foulridge.

### Rural Areas

Outside the built-up areas new employment development will be supported where it:

1. Helps to strengthen and diversify the rural economy.
2. Supports the development of sustainable tourism, leisure or recreation.
3. Introduces, or improves, information and communication technology (ICT) networks, to support business and community use.
4. Is of an appropriate scale and character.
5. Does not harm the rural, or landscape, character of the area.
6. Does not have an adverse impact on the natural environment, in particular designated sites of international, national or local importance.

Greenfield development in parts of West Craven will not be permitted until at least 2015-2020, which is the first opportunity to increase capacity at the waste water treatment works in Earby and Foulridge.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 6
<b>SCS Priority Goals</b>	2
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Provide 50.85 hectares of employment land between 2011 and 2026.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Amount of employment land developed each year, by business use class.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Regenerate Pennine Lancashire, Local Enterprise Partnership, Lancashire County Developments Limited

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<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Allocation and protection of employment land in the Land-use Allocations DPD</li> <li>• Determination of planning applications through the Development Management process.</li> <li>• Partnership working with regional and sub-regional partners to determine the (inward) investment requirements of public and private sector businesses.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 4: Creating Sustainable Economic Growth</li> <li>• North West Regional Economic Strategy</li> <li>• Integrated Pennine Lancashire Economic Strategy</li> <li>• Pendle Employment Land Review</li> <li>• Pendle Employment Land Monitoring Report (Annual)</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Do not allow inappropriate development in Protected Employment Areas. (Issue 6b - Option 1)	<p>Almost 72% of people at the Issues and Options stage favoured offering some form of protection to existing employment areas.</p> <p>But only one-fifth of all felt that a total ban on non-employment uses was appropriate and this option was not favoured by the Sustainability Appraisal report (see Option 3 below).</p>
Only allow development in Protected Employment Areas where it meets identified regeneration needs. (Issue 6b - Option 2)	<p>The redevelopment of vacant sites within Protected Employment Areas was supported by 54% of respondents at the Issues and Options stage, where it could be demonstrated that the proposed development clearly met identified regeneration needs.</p> <p>This approach was also favoured by the Sustainability Appraisal, as it reduces the chance of vacant sites remaining empty when they are no longer considered to be suitable for modern employment uses.</p> <p>The circumstances under which non-employment development may be permissible in a Protected Employment Area will be set out in the Development Management Principles DPD.</p>
Rely on the market to determine the employment land supply. (Issue 6b - Option 3)	<p>A reactive approach to employment land provision would leave Pendle at a disadvantage relative to neighbouring districts that have pro-actively sought to assemble and market sites for employment development. Market forces are unlikely to adequately reflect the local settlement hierarchy, or take account of local circumstances. There is also a risk that the supply would not address identified needs and make the delivery of specialist facilities (e.g. incubator units) less likely. This could result in unsustainable patterns of development that fail to support the transformational agenda for Pennine Lancashire.</p>
Focus development on a large strategic site. (Issue 1f - Option 1)	<p>Although favoured by the Sustainability Appraisal report, Pendle has a dispersed settlement pattern. A single site serving the whole of the Borough is unlikely to offer the most appropriate solution for our employment needs.</p> <p>Large Greenfield sites are however, attractive to inward investors. The failure to provide appropriate employment sites could lead to increased levels of out-commuting and may encourage out-migration, as people find suitable employment in other areas.</p>

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What other options were considered?	Comment
	<p>The limited supply of suitable sites and high infrastructure costs are two constraints that make their provision a long-term and relatively expensive objective.</p> <p>If the need and demand for such a site can be adequately demonstrated, this option should form part of a balanced long-term employment land strategy.</p>
<p>Focus development on existing employment areas. (Issue 1f - Option 2)</p>	<p>The traditional 'B uses' remain the main source of employment. They require a supply of readily available employment land and premises, to facilitate expansion, relocation and modernisation.</p> <p>A lack of employment land will limit future investment in these sectors, which needs to be encouraged if we are to get local people back into work by providing them with the means to gain new skills and qualifications.</p> <p>Resisting development proposals for non-employment uses on the best of our existing employment sites (see above) is an integral part of the proposed policy. But, on its own, this approach will not provide the amount of employment land required up to the end of the plan period.</p>
<p>Focus development on small employment sites throughout Pendle. (Issue 1f - Option 3)</p>	<p>Small neighbourhood sites that support our regeneration objectives form part of the proposed policy.</p> <p>Again, in isolation, such sites cannot provide the required amount of employment land over the plan period.</p>
<p>Encourage the more intensive use of employment land. (Issue 1f - Option 4)</p>	<p>This is, in part, reflected in the chosen policy.</p> <p>Higher density development is permissible in highly accessible locations (town centres, transport hubs etc.) that are served by a range of sustainable transport modes.</p>
<p>Use a sequential approach to determine priority locations. (Issue 1e - Option 1)</p>	<p>Two-thirds of all respondents selected this as their preferred option. It was also favoured by the Sustainability Appraisal Report as it reduces travel to work journeys.</p> <p>The use of a sequential approach is also advocated in PPS4, which was published in December 2009. As such this approach is at the centre of the above policy, although it has been combined with other elements (e.g. Protected Employment Areas) to provide a locally distinctive solution to the areas employment needs.</p>
<p>Allow development on Brownfield/Greenfield sites within the settlement boundary. (Issue 1e - Option 2)</p>	<p>The proposed sequential approach prioritises the use of Brownfield sites.</p> <p>The development of Greenfield land within, or outside, the settlement boundary is a low priority and will only be considered where it can be clearly demonstrated that the economic benefits outweigh the environmental and social impacts of the proposal.</p>

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What other options were considered?	Comment
Allow for urban extensions, where there is a proven need. (Issue 1e - Option 3)	The development of Greenfield land outside the settlement boundary is the lowest priority and will only be considered where it can be clearly demonstrated that the economic benefits outweigh the environmental and social impacts of the proposal.

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

### Retailing and Town Centres

#### Introduction

- 11.55** New retail development is an important part of any economic growth strategy. Goal 2 of the Sustainable Community Strategy acknowledges the need for viable and vibrant town centres with decent shops. Strategic Objective 7 seeks to increase the choice, variety and quality of the retail offer and promote uses that contribute to the creation of a well-balanced, safe and socially inclusive night-time economy in our town centres.
- 11.56** The trend to internet-shopping, combined with other trends such as the big fashion retailers' increasing preference for concentrating their outlets in the most lucrative centres, means that wholesale retail-led redevelopment may never again be a viable option for many smaller towns.
- 11.57** Ensuring that everyone has access to a range of shops that meets their daily needs, in a sustainable way, is important to delivering Pendle's sustainable communities agenda. Policy SDP4 sets out our vision and strategy for a functional network and hierarchy of centres for retail activity within the Borough. These centres will play an important role in delivering sustainable and inclusive communities, providing access to shops, offices, community, leisure and cultural facilities.
- 11.58** The centres of our towns and villages must provide a diverse range of uses and a high quality environment if they are to continue to be places that people wish to visit. Promoting the growth of retailing and other town centre uses such as leisure, entertainment, arts, culture, tourism, offices and housing, particularly as part of mixed-use developments, will help to maintain the vitality, viability, diversity and character of our existing centres. It also helps to support urban and economic regeneration, making a significant contribution to delivering strong, vibrant and healthy communities. But, it is important that the scale and type of development should be appropriate to the future role of the centre.
- 11.59** Outside the defined retail centres, local shopping opportunities will continue to play an important role in the daily life of our many neighbourhoods. Small scale shops provide for local needs, allowing people to carry out top-up shopping without the need to travel into town centres. Opportunities to enhance neighbourhood shopping opportunities may exist, without having an adverse effect on the overall objective of strengthening the role of our Town and Local Shopping Centres. Similarly specialist retailing provision, outside the functional hierarchy, may be appropriate to help support local tourism initiatives.

#### Context

- 11.60** PPS4 reflects the importance of securing the future vitality and viability of town centres through the use of a sequential test that requires developers to consider appropriate town and city centre sites first, followed by edge-of-centre locations and finally out-of-town sites.
- 11.61** To assist regeneration and growth, retail development should be consistent with the scale and function of the centre and not undermine the vitality and viability of any other centre, or result in the creation of unsustainable shopping patterns.
- 11.62** Whilst acknowledging that some of our shopping requirements will continue to be met outside the Borough, the retail and wholesale trades remain a major local employer, particularly in the towns of the M65 corridor. Official statistics<sup>(190)</sup> reveal that together they employ approximately one-fifth of the workforce. Jobs in the retail sector are typically part-time, low paid and filled young females. The predominance of small family owned businesses in Pendle means that there are few management opportunities for graduates.

<sup>190</sup> The official statistics under-record actual employment in retailing, as the figures exclude those in self-employment and unpaid family members.

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- 11.63** The loss of skilled manufacturing jobs, and their replacement by low-level service sector employment, has contributed to lower than average wage levels and reduced spending power in the local population.
- 11.64** Nelson remains the main retail and commercial centre in Pendle, but its preeminent role has diminished over recent years. Increased levels of personal mobility mean that the town has faced greater competition from neighbouring centres, particularly Burnley and out-of-town facilities as far away as the Trafford Centre near Manchester. Locally the loss of high quality niche shops to Barrowford and the growing reputation of Colne as a shopping destination have made Nelson town centre a less attractive retail destination.
- 11.65** Today Nelson town centre primarily serves a local catchment. Our foremost concern is to arrest the decline of the town centre and enhance its role as a shopping destination of choice. Its reduced role has resulted in high vacancy levels and a decline in environmental quality, so securing investment that directly, or indirectly, helps to improve the retail offer in terms of both quantity and quality will be a priority. Recent investment in new employment and community facilities within the town centre has sought to arrest the decline. The recent opening of the Number One Market Street office development and the Arts, Culture and Entertainment (ACE) Centre in Nelson has introduced additional footfall into the town centre<sup>(191)</sup>, and will soon be followed by the re-opening of the main road through the town centre. This additional footfall needs to be converted into sales and an improvement in the quality of the retail offer will be essential, if this is to happen.
- 11.66** Colne offers a diverse mix of quality shops, essential services, leisure and recreation facilities, successfully catering for the needs of the local community and visitors to the area. In recent years it has established itself as a successful and attractive shopping destination, attracting interest from major retailers and developers. It is the only town centre in Pendle with an established and successful night-time economy, based on a series of quality restaurants along the 'high street'. Its central position in Pendle and greater distance from the larger retail centres of Burnley and Blackburn, means that it represents the Borough's main opportunity for future growth in retailing and leisure.
- 11.67** Barnoldswick, although considered to be a rural market town, does not have a traditional market. There are few high street chains to be found in a town centre where the shops tend to be small, independent and locally owned, focused on serving the day-to-day needs of the people who live and work in rural West Craven.
- 11.68** Smaller centres are important in providing for the day-to-day needs of local communities in both urban and rural areas. Their raison d'être may be different, but they all play a particularly important role for those people who are less mobile, such as the elderly or those without access to a car. With the exception of Barrowford, a village that has developed a niche market and high class reputation for men's and ladies fashion outlets, our Local Shopping Centres play an essential role in supporting sustainable communities, by providing a limited range of shops and essential services.
- 11.69** In order to ensure that our town and local shopping centres are vibrant and attractive places to visit and do business, we need to introduce new retail opportunities and other complimentary uses. This is especially important in those centres which have seen a weakened performance over the last few years such as Nelson. The scale of any new development should reflect the role and function of the centre in which it is located (Policy SPD4) and also have regard to the "town centre first" approach as outlined in PPS4<sup>(192)</sup>.

<sup>191</sup> Footfall refers to the number of people visiting a shopping centre, or shop, within a specified period of time.

<sup>192</sup> Communities and Local Government (2009) Planning Policy Statement (PPS) 4: *Planning for Sustainable Economic Growth*. London, TSO.

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**11.70** Taking account of completions and permissions granted since the Retail Capacity Study<sup>(193)</sup> was published in 2007, 8,328m<sup>2</sup> of retail floorspace dedicated to the sale of convenience goods<sup>(194)</sup> and 3,040m<sup>2</sup> for comparison goods<sup>(195)</sup> has been provided for in Pendle. Both these figures are ahead of the identified requirements for the period from 2006 to 2011. The figure for convenience retail is also in excess of the total requirement to 2021 (4,643m<sup>2</sup>). As such there is no need to allocate additional land for a food store in Pendle up to 2021. There is, however, potential to provide up to 10,140 m<sup>2</sup> (low scenario) or 16,703 m<sup>2</sup> (high scenario) of floorspace for comparison goods.

### Strategy

- 11.71** Projected population growth provides a positive backdrop for future retail development in Pendle. To meet customers increasing demand for choice and convenience, we will seek to provide a vibrant shopping experience, in locations that are both sustainable and attractive to potential investors.
- 11.72** Distributing provision in accordance with the retail hierarchy established in Policy SDP4 will help to ensure that everyone can access a range of shops that meets their needs in the most sustainable way. The opportunities to develop the role of individual centres beyond their existing role are limited, but there is scope.
- 11.73** Development proposals for town centre uses: retail, leisure, entertainment facilities, offices, arts, culture and tourism will continue to be focused in the Town Centres and Local Shopping Centres identified in Policy SDP4. Redressing any imbalances or deficiencies in the local provision of services and facilities, in order to improve a centre's offer relative to its role and function, will help to bring forward more sustainable patterns of use. The result will be a functional network of centres (Policy SDP4) that offer a wide range of services that provide genuine choice, in a good quality environment that is accessible to all.
- 11.74** The provision of additional retail floorspace will be guided by the Pendle Retail Capacity Study and subsequent updates in the annual Retail and Leisure Land Monitoring Report, together with the retail hierarchy defined in Policy SDP4 of this Core Strategy. But promoting the vitality and viability of the Borough's shopping centres requires a combination of factors:
- improving the range and quality of existing retail facilities;
  - directing the type and scale of development to the most appropriate location; and
  - reducing vacancy levels.
- 11.75** To help encourage a vibrant mix of activity within our shopping centres, the Land-use Allocations DPD will identify a Primary Shopping Area for the town centres of Nelson and Colne. In addition, primary and secondary frontages will be defined in these centres and Barnoldswick. The restrictions placed on non-shopping uses in these locations will be set-out in the Development Control Principles DPD and the annual Retail Survey will monitor occupancy, to ensure that planning decisions are based on reliable and up-to-date information.
- 11.76** The Local Development Framework will help to ensure that the scale and type of development is appropriate to the future role of the centre. A sequential approach will underpin our retail strategy. The three town centres - Nelson, Colne and Barnoldswick - will be the primary focus for retail activity, each providing a mix of comparison and convenience shopping. The majority of new comparison floorspace will be provided in Nelson and Colne, to enhance their current position in the shopping hierarchy. In the local shopping centres of Barrowford, Brierfield and Earby the focus will primarily be on the provision of convenience goods, although comparison shopping may be appropriate to meet an identified local need, or where it contributes to the achievement of

<sup>193</sup> Nathaniel Lichfield and Partners Ltd. (2007) *Borough of Pendle Retail Capacity Study*. Nelson, Pendle Council.

<sup>194</sup> Convenience retailing refers to the provision of essential, every day items such as food, drinks and newspapers.

<sup>195</sup> Comparison retailing refers to items that are not purchased on a regular basis e.g. clothing, footwear, electrical goods, furniture etc.

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sustainability objectives. In the rural service centres of Fence, Foulridge, Kelbrook and Trawden the focus will be almost exclusively on top-up convenience shopping and the provision of local services although, where appropriate, niche trading serving the tourist market will also be permissible.

- 11.77** Where a proposal is submitted for a town centre use in an edge-of-centre or out-of-centre location, the applicant will be required to follow the assessment requirements set out in PPS4<sup>(196)</sup>. This will focus new retail development in our three Town Centres (Nelson, Colne and Barnoldswick), whilst retaining, and where possible enhancing, existing levels of provision in our three Local Shopping Centres (Brierfield, Barrowford and Earby), allowing them to continue to serve a local catchment.
- 11.78** To help increase the vitality of these centres and ensure their continued viability as retail destinations it will be necessary to place restrictions on non-shopping uses and generally resist further retail development in edge-of-centre and out-of-centre locations.
- 11.79** Where a sequentially preferable location within a town, or edge-of-centre location cannot be identified, the Council will take a pragmatic approach. The preferred location will be adjacent to existing uses that are, or can be, well served by public transport, so that multiple (shopping) trips can be accommodated in a single journey. Such developments will only be acceptable where they can be achieved without prejudicing other elements of this Core Strategy. Established out-of-centre sites at White Walls in Colne and Junction 12, Brierfield are considered to have the potential for further improvement.
- 11.80** In Local and Rural Service Centres (Policy SDP1) development that seeks to improve the functionality and role of their centres will be encouraged, particularly where it includes finding uses for any vacant properties and improving the overall environmental quality, functionality and accessibility of the centre.
- 11.81** In neighbourhoods that are not well serviced by existing retail provision, particularly in terms of convenience goods, new development may be appropriate to address the deficiency and overcome the problem of social exclusion within these areas.
- 11.82** New developments for tourism or leisure related shopping may also be appropriate in sustainable locations, particularly where tourism, leisure and hospitality activities already exist, or are proposed. In such circumstances the provision of retail units can represent an added attraction, helping to increase Pendle's appeal as a visitor destination.
- 11.83** Consideration of the human dimension will be integral to the way in which we try to shape places that are locally distinct, endure over time and are responsive to the changing needs and aspirations of the people who live in, work in, or visit our towns. Town centres are the heart of our communities and are an expression of their culture and identity. So, as well as shops they should provide a range of functions for leisure, recreation and cultural activities. All these elements will play an active role in creating and maintaining vibrant town centres and contributing to a stimulating night-time economy. Evening and night-time activities are a fundamental part of town centre's viability because they ensure the vitality of an area beyond normal working hours. The Lancashire and Blackpool Tourist Boards 'Night Time Buzz' campaign seeks to develop this aspect further.
- 11.84** The night-time economy can be a tool for positive regeneration, acknowledging that the night-time economy can be a significant economic driver and create substantial numbers of local jobs. But, the cumulative effect of these uses can become detrimental to the quality of the customer, visitor and resident experience. Key issues must be carefully managed in order to create night-time economies that promote inclusive and vibrant town and city centres capable of making a positive contribution to an urban renaissance (also refer to Policy WRK4).

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- 11.85** Whilst hot food takeaways provide a complimentary service in town centres and local shopping areas, their cumulative impact can have adverse effects. As such proposals for establishments whose primary purpose is for the sale of hot food for consumption off the premises (A3 Use Class) will be restricted within specified frontages to help preserve their character and function. To support initiatives aimed at improving the health of young people, the provision of hot food takeaways will also be resisted in close proximity to schools, youth centres, parks and playgrounds.
- 11.86** Together the availability of key public services and cultural assets in our towns and villages, are of fundamental importance in attracting current and future residents to consider sustainable urban living.

### Policy WRK 3

#### Retailing and Town Centres

All development within a Town Centre or Local Shopping Centre should seek to make a positive contribution to:

- Safeguarding the retail function of the centre.
- Improving the vitality and viability of the centre.
- Improving the overall mix of retail and other land uses.
- Supporting the creation of a comfortable, safe, attractive and accessible shopping environment.
- Enhancing access to the centre by sustainable modes of transport, and encouraging multi-purpose trips.

The Town and Local Shopping Centres, identified in Policy SDP4, will be the primary focus for retail development in Pendle.

To support the spatial development strategy (Policies SDP1 and SDP4), all retail applications that are intended to serve a borough-wide catchment should be located in Nelson or Colne. These and all other applications for retail, and other town centre uses, should also address the sequential test and be located in the following order of priority:

1. Town and local centres, where the development is appropriate in relation to the role and function of the centre, then
2. Edge-of-centre locations, which are well connected to the existing centre and where the development is appropriate to the role and function of the centre, and then
3. Out-of-centre sites, that are well serviced by a choice of means of transport.

The re-occupation of vacant floorspace, or the re-development of existing sites, within a Town Centre or Local Shopping Centre will be prioritised for all forms of retail development. The Council will also promote uses which help to create active street frontages and a vibrant public realm, such as shops, cafés, restaurants, cultural and leisure uses. Mixed-use schemes that include a proportion of housing may also be appropriate provided that this does not undermine the economic role of the centre.

To help promote vitality, and maintain viability, we will seek to prevent high concentrations of non-shopping uses within the Primary Shopping Area and Primary and Secondary Shopping Frontages<sup>(197)</sup>.

<sup>197</sup> The extent of the Primary Shopping Area and the Primary and Secondary Shopping Frontages will be defined in the Land-use Allocations DPD, whilst the relevant thresholds will be set out in the Development Management Principles DPD.

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Retail proposals on edge-of-centre or out-of-centre sites will generally be resisted. Any applications of this nature must follow the approach for site selection set out in PPS4. This includes sequential and impact tests, which may also require the potential effects on centres beyond the Borough boundary to be considered.

There is no identified requirement to provide additional floorspace for convenience retail during the plan period. Any new convenience retail development should re-use existing sites within a Town Centre or Local Shopping Centre.

The provision of additional comparison retail floorspace within the town centres of Nelson and Colne will be supported, in order to help maintain and enhance their position in the shopping hierarchy.

Within the settlements identified in Policy SDP1, the provision of small-scale retail uses that enable people to meet their daily needs for convenience shopping, within walking distance of their homes and places of work, will be encouraged, particularly where they relate to the re-opening of village or corner shops. Proposals for hot food takeaways in close proximity to establishments that are primarily attended by young children will be resisted in support of initiatives to help reduce childhood obesity and improve the overall health prospects of young people.

Outside these settlements the provision of small-scale retail units that meet the growing demand for local produce, or which help to support local tourism, may be appropriate. Criteria influencing the location of retail facilities, outside the defined town and local shopping centre boundaries, will be set out in the Development Management Principles DPD.

### M65 Corridor

The Town Centres in the M65 corridor will be the main focus for new retail development.

In the Local Shopping Centres of Brierfield and Barrowford comparison retail development should be consistent with the scale and nature of the centre and not serve a Borough-wide catchment.

In Nelson and Colne Town Centres, we will encourage socially inclusive uses that help to improve their vitality and viability in the early evening and into the night.

This will be achieved by:

1. Promoting uses that compliment and/or enhance the provision of arts, culture and entertainment facilities (including the existing ACE Centre) in Nelson town centre.
2. Enhancing the range of leisure and cultural facilities in Colne town centre, including restaurants and cafes (A3 uses).

Proposals should not:

1. Compromise the safety and enjoyment of local residents, in terms of noise, disturbance and increased traffic.
2. Exacerbate problems in areas where there is already a concentration of restaurants and cafes (A3 uses), drinking establishments (A4 uses), or nightclubs.

### West Craven Towns

Development in Barnoldswick Town Centre and the Local Shopping Centre of Earby should be consistent with the scale and nature of the centre and not serve a Borough-wide catchment.

Barnoldswick is the main focus for shopping in the north of the borough. Its primary role is to serve the day-to-day needs of West Craven residents and to compliment retail provision in Nelson and Colne.

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All major retail applications should be located in Barnoldswick Town Centre, or on an edge-of-centre site in the town, whilst Earby will have a more localised role.

### Rural Areas

The Rural Service Centres (Policy SDP4) will be the primary focus for new retail provision to serve the needs of the rural community. Elsewhere any retail development must be sustainable and serve an identified local need, or a niche tourism market.

### Monitoring and Delivery

<b>Strategic Objectives</b>	6, 7
<b>SCS Priority Goals</b>	1, 2
<b>Targets</b>	<ul style="list-style-type: none"> <li>Develop new floorspace for both convenience and comparison retail uses.</li> <li>Increase the take-up of existing floorspace for retail uses.</li> <li>Reduce the number of vacant premises in designated shopping centres.</li> <li>Increased employment in retailing.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Amount of new floorspace developed for retail uses.</li> <li>Occupants of premises in town and local shopping centres in A1 use class.</li> <li>Number of empty premises in town and local shopping centres.</li> <li>Number of employees and self employed people in wholesale and retail trades.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, PEARL2, Regenerate Pennine Lancashire, Private Sector Businesses and Developers
<b>Implementation</b>	<ul style="list-style-type: none"> <li>The objectives of this policy will primarily be delivered through the development management process.</li> <li>Retail allocations, primary and secondary shopping areas/frontages will be identified in the Land-use Allocations DPD.</li> <li>Partnership working with other regional and sub-regional partners, to determine the (inward) investment requirements of retailers.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 4: Creating Sustainable Economic Growth</li> <li>Nelson Town Centre Masterplan</li> <li>Pendle Retail Capacity Study</li> <li>Pendle Retail Land Monitoring report</li> <li>Pendle Retail Vacancy Survey</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Allow retail provision to exceed forecast growth in expenditure. (Issue 7a - Option 1)	This option was considered to have largely positive outcomes in the Sustainability Appraisal Report. However, Burnley Council opposes any proposal where retail provision in Pendle would exceed the projected growth in expenditure, as this could potentially undermine the role of Burnley town centre.  A policy off / let the market decide approach would be unlikely to reflect the settlement hierarchy, or take account of local needs. The result would be to promote patterns of retail development that are not sustainable and which fail to address the needs of smaller centres in particular.

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What other options were considered?	Comment
Only allow sufficient retail growth to meet forecast expenditure. (Issue 7a - Option 2)	<p>This was identified as the most sustainable option in the Sustainability Appraisal Report and is largely reflected in the policy above.</p> <p>Together with the proposed distribution outlined in Policy SDP4, retail investment would be consistent with the role and function of each centre. This would not undermine the vitality and viability of other centres, or result in unsustainable shopping patterns.</p> <p>Within this overall structure retail provision in excess of forecast growth may be appropriate where retailing is seen as a key component in any local regeneration initiatives.</p>
Do not provide sufficient retail floorspace to meet forecast growth. (Issue 7a - Option 3)	<p>Considered to have a negative effect on the health of the local economy, regeneration and social mobility by restricting access to jobs and services.</p>
Attract national (non-food) multiples irrespective of their locational requirements. (Issue 7b - Option 1)	<p>The primary function of Pendle's town centres is to service everyday local needs. As such convenience retailers dominate, with comparison (non-food) retailers tending to be small scale or operating in niche markets. These businesses would suffer disproportionately in the presence of large-scale multiples, adversely affecting the vitality and vibrancy of our shopping centres.</p> <p>Existing large scale out-of-centre provision close to M65 (Junctions 12 and 14) currently satisfy the needs of Pendle shoppers seeking a choice of comparison retailers.</p>
Attract national (non-food) multiples to anchor new town centre or edge-of-centre developments. (Issue 7b - Option 2)	<p>This approach would attract new employment to the area, but could potentially have a detrimental impact on the core retail areas of our compact shopping centres.</p>
Do not seek to attract national (non-food) multiples to Pendle. (Issue 7b - Option 3)	<p>This was the most popular choice, favoured by 40% of all respondents at the Issues and Options stage. It would not increase competition for local retailers. However, it would not improve the profile of our town centres, or attract new shoppers to the area. This would negate the positive impact investment by nationally recognised high street chains could potentially have on employment in the retail sector locally.</p>
Extend existing town centre boundaries - expansion. (Issue 7c - Option 1)	<p>Whilst the focus of the policy options at the Issues and Options stage was clearly on retailing, new PPS4 and at least one consultation response support a wider range of uses in town centre locations. This could be facilitated by expansion of the town centre boundary and allocation of development sites on the edge of the retail core.</p> <p>The allocation and development of sites within, or on the edge of town centres, for retail and compatible employment generating uses, including tourism, leisure and culture, is supported by the sequential test in this policy and those in Policies WRK2 and WRK4.</p>
Re-define existing town centre boundaries - contraction. (Issue 7c - Option 2)	<p>Even though the aim is to create more compact and vibrant shopping centres, the contraction of our town centres was not a popular choice with respondents at the Issues and Options stage, although it scored well in the Sustainability Appraisal.</p>

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What other options were considered?	Comment
	<p>The potential to re-use existing sites and premises on the periphery of our shopping centres for alternative employment or residential uses would create additional footfall and help to reduce the number of vacant premises.</p> <p>However, without (financial) incentives, there is no guarantee that shops on the periphery would relocate into the retail core, where rental levels would inevitably increase, or that the premises vacated would be brought back into use.</p> <p>Although some re-drawing of the town centre boundaries may be proposed in the Land-use Allocations DPD, the deliberate contraction of our town centres will not be pursued.</p>
Identify and protect premises in primary retail areas. (Issue 7c - Option 3)	<p>This was the most popular public choice at the Issues and Options Stage and also scored well in the Sustainability Appraisal. Like the option to contract the town centre, the intention is to establish a vibrant shopping experience, by safeguarding the retail function in each centre.</p> <p>This approach is reflected in the chosen policy.</p>
Remove existing restrictions from protected retail frontages. (Issue 7d - Option 1)	<p>Although popular with the public, this option scored poorly in the Sustainability Appraisal as it would not help to preserve the retail function of our town centres.</p>

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## Tourism, Leisure and Culture

### Introduction

- 11.87** Tourism makes a major contribution to the regional economy and makes a vital and increasing contribution to the Pendle economy. It provides many jobs, generates significant revenues, supports local communities and helps to maintain and improve many valuable assets. Figures from the STEAM<sup>(198)</sup> survey show that in 2008 direct spend on tourism in the Borough was in excess of £77 million, directly supporting 1,009 full-time equivalent (FTE) jobs and indirectly supporting a further 260 FTE jobs.
- 11.88** Tourism also makes a valuable contribution to the environmental and social well-being of the Borough. It influences how people feel about places and can affect future decisions on where they want to live, work, visit, learn or invest.
- 11.89** Tourism offers one of the best opportunities for diversifying and strengthening the economy of our rural areas. But, our rich industrial heritage has also helped to attract tourists into our towns and villages. Tourism contributes, directly and indirectly, to a wide range of businesses and activities. Those such as hotels, bed and breakfast establishments, restaurants and cafes support food and drink supply chains, whilst activities such as walking and cycling, support retailing and help to retain local services in remote rural areas. The existing tourism product is based on a high quality, so future development will primarily focus on the provision of new and complimentary facilities.
- 11.90** As the main appeal of the area for tourists is the natural environment and its built heritage, it is important to protect and enhance these assets. The impact of visitors on the environment, on transport infrastructure and on access to local services and facilities could be significant if left unmanaged.
- 11.91** Enhancing the appearance and role of our town centres is also important in helping to increase visitor spend and investment in Pendle. In combination tourism, culture, leisure and retailing all make a vital contribution to urban regeneration in its widest sense, by shaping the way in which we view, use and value places. They add richness and interest to our lives and are a powerful tool in making Pendle a place where people want to live, work, learn, play and visit. In turn, the places we create shape the relationships between the different groups of people that make up our community. How and where people engage with each other and participate in leisure activities is important in terms of social inclusion and enhancing quality of life.
- 11.92** At present the day visitors are by far the largest tourist market for Pendle. If the Borough is to compete effectively as a tourist destination, it needs to enrich the visitor experience, particularly for staying customers, an area of the tourist market that remains relatively undeveloped. Equally important is the need to reduce seasonality by providing a range of adaptable, year-round, attractions and activities that are not dependant on the weather, in order to capture and maintain the customer base. As such new facilities, such as the Arts, Culture and Entertainment (ACE) Centre in Nelson and the Rainhill Centre in Barnoldswick have been designed to be multi-purpose venues that cater for the needs of the local community and visitor alike.

### Context

- 11.93** Tourism, culture and leisure are central to the process of regeneration, but are all too often regarded as a non-essential addition to our everyday needs.

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- 11.94** The Government published its Good Practice Guide on Planning for Tourism in 2006. This outlines the advantages of sustainable tourist development, and the importance of the visual and environmental visitor experience. Policy EC12 in PPS4<sup>(199)</sup> sets out the governments policy for economic development in rural areas. Its approach focuses on the re-use of existing buildings in the open countryside and development that supports the role and function of market towns and villages. PPS25<sup>(200)</sup> pays particular attention to caravan, camping and chalet development in high flood risk areas. The new Coalition Government believes that rural communities are making a major contribution to achieving economic recovery and see them playing an enhanced role by supporting new development that allows them to achieve their full economic potential<sup>(201)</sup>.
- 11.95** Visit Britain research shows that the country's greatest strengths are its unspoilt countryside, its history and its heritage. The biggest priorities and opportunities lie in developing the outdoors product, and Pendle is well placed to deliver on all these experiences. To date sustainable tourism has been a key element in delivering economic growth and improvements to the quality of life experienced by people living in our rural areas.
- 11.96** Nelson and Brierfield are two places with a poor perception and relatively weak investment yields. In combination these factors are limiting their ability to attract new investment. Tourism can play an important role in helping to provide an improved image and stronger sense of local identity for these towns. The Leeds and Liverpool Canal and the rich industrial heritage found along its banks provides an ideal opportunity to exploit both the leisure and business tourism markets.

### Strategy

- 11.97** In an area where unspoilt countryside and the quality of our built heritage and urban townscapes are the principal attractions for many visitors, the social and economic benefits of any new tourism development must be carefully balanced against its potential impact on the wider environment.
- 11.98** We will seek to support sustainable tourism by encouraging the provision of facilities and tourist accommodation within the towns and villages of Pendle, wherever possible. The centres of our towns already contain a number of leisure and cultural facilities, and these add significantly to the quality of life for residents and visitors alike.
- 11.99** Rural economic development in the Borough will focus particularly on the expansion of the tourism and outdoor leisure industry, capitalising on the unique natural, cultural and historic assets of the area. Activities such as walking, cycling, riding and heritage based tourism, which have a minimal effect on the environment will be supported. Whilst the Forest of Bowland Area of Outstanding Natural Beauty (AONB), which includes the area around Pendle Hill, is recognised as an important tourist attraction in its own right, tourism development opportunities should seek to spread the economic benefits across a wider footprint.
- 11.100** Future development and management of the public realm, heritage and natural assets will value the importance of the visitor economy. But new development for tourism, culture and leisure should not exceed the capacity of the associated environment or its communities (Policy SDP1). The countryside will reach its full potential through sensitive and sustainable development, and any new facilities or accommodation should be appropriate to the locality and acceptable in terms of AONB or Green Belt policies. This reinforces the objective of the regional tourism strategy<sup>(202)</sup>, which states that the main appeal of the area will be well-kept historic towns and villages and beautiful countryside where attractions will reinforce a strong sense of place and local identity.

<sup>199</sup> Communities and Local Government (2009) *Planning Policy Statement 4: Planning for Sustainable Economic Growth*. London, TSO.

<sup>200</sup> Communities and Local Government (2010) *Planning Policy Statement 25: Development and Flood Risk*. London, TSO.

<sup>201</sup> Commission for Rural Communities (2010) *Agenda for Change: Realising the Economic Potential of England's Rural Areas*. London. Commission for Rural Communities.

<sup>202</sup> Lancashire and Blackpool Tourist Board (2006) *Visitor Economy Strategy 2006-2016*. Chorley, Lancashire and Blackpool Tourist Board.

# Working: Creating a Dynamic and Competitive Local Economy 11

## Policy WRK 4

### Tourism, Leisure and Culture

Tourism proposals associated with the provision of new or improved facilities, or visitor accommodation, will be supported where they:

1. Promote sustainable tourism associated with walking, cycling, waterways and the appreciation of the areas natural and built heritage.
2. Help to improve the quality and diversity of the existing tourism offer, and extend the tourist season.
3. Do not result in a significant increase in car usage and are readily accessible by public transport, and sustainable modes of transport (e.g. walking and cycling).
4. Support conservation, regeneration and/or economic development objectives, including the promotion of cross-border initiatives.
5. Are of an appropriate scale and will not have a significant detrimental effect on the environment, local amenity or character of the area.
6. Achieve high environmental standards in terms of design and accessibility.

### M65 Corridor and West Craven Towns

New development aimed at attracting people into our towns will be expected to comply with a sequential approach, which prioritises sites and premises that are located alongside an existing, or complimentary, use:

1. Within a designated town centre.
2. Adjacent to a transport hub.
3. In a high accessibility corridor.
4. Alongside the Leeds and Liverpool Canal.

In support of Policy WRK3, socially inclusive tourism, leisure and cultural uses that help to improve the vitality and viability of Nelson and Colne Town Centres in the early evening and into the night will be encouraged.

### Rural Areas

Expansion of the rural economy and farm diversification projects will be supported by promoting the re-use of existing buildings and allowing extensions to existing business premises. Premises alongside the Leeds and Liverpool Canal provide a unique opportunity to preserve our industrial heritage, whilst creating new employment opportunities.

New build schemes should typically be of traditional design although innovative contemporary schemes with high design values may also be acceptable. All new development should be at a scale that is appropriate and in keeping with the area in which they are located.

### Monitoring and Delivery

<b>Strategic Objectives</b>	6, 7, 9, 10
<b>SCS Priority Goals</b>	1, 2, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Create additional floorspace for tourism, leisure and cultural uses.</li> <li>• Increase the number and percentage of people employed in tourism.</li> </ul>

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<b>Indicators</b>	<ul style="list-style-type: none"> <li>Amount of floorspace created for tourism, leisure and cultural uses.</li> <li>Numbers employed in tourism (Caution is required as employment in the hospitality sectors (e.g. food and drink) are recoded separately.)</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Pendle Leisure Trust, PEARL2, Regenerate Pennine Lancashire, Lancashire & Blackpool Tourist Board, Private Sector Businesses and Developers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>The objectives of this policy will primarily be delivered through the development management process.</li> <li>Partnership working with other regional and sub-regional partners will help to determine the investment requirements of the public and private sectors.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>Planning Policy Statement 4: Creating Sustainable Economic Growth</li> <li>Good Practice Guide on Planning for Tourism</li> <li>Northwest Regional Economic Strategy</li> <li>Lancashire and Blackpool Visitor Economy Strategy, 2006-2016</li> <li>Coordinated Actions for Rural Lancashire</li> <li>An Integrated Pennine Lancashire Economic Strategy</li> <li>Pennine Lancashire: A Local Development Strategy 2009-2013</li> <li>A Sustainable Tourism Strategy for Pendle</li> <li>Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective</li> <li>Pendle Retail and Leisure Land Monitoring Report</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Focus tourism and leisure development in rural locations, provided that it is at an appropriate scale. (Issue 6c - Option 1)	<p>It is important to provide positive support for investment in this identified growth sector, which provides a much needed opportunity to regenerate and reduce unemployment in both our urban and rural areas. It is also a sector that offers opportunities for people to get back into the workplace through re-training and acquiring new skills.</p> <p>Pendle's tourism sector is relatively small-scale, but is a high quality sector that makes an increasingly important contribution to the local economy. It also conveys a positive image of the area.</p> <p>This approach would support the continued development of our existing tourism product. It could, if unchecked, promote unsustainable patterns of development in the open countryside and fail to guide new investment to town centre locations, which may be more appropriate. This may undermine initiatives aimed at supporting the existing night-time economy in Colne, or the creation of one in a regenerated Nelson Town Centre.</p>
Focus tourism and leisure development in rural locations, provided that it is accessible. (Issue 6c - Option 2)	<p>Whilst the open countryside is recognised as a potential location for development that helps to diversify and strengthen the rural economy, new development should be sustainably located and not have an adverse impact on our highly valued natural environment and built heritage assets.</p> <p>Policy needs to reflect the need to direct investment that is more appropriate to highly accessible locations towards sustainable town centre locations or accessibility hubs/corridors needs to be reflected in policy.</p>

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What other options were considered?	Comment
Focus tourism and leisure development on town centre locations. (Issue 6c - Option 3)	<p>This approach would support the approach of PPS4 and the general thrust of the Sustainable Community Strategy. It would also help to support the existing night-time economy in Colne, and the creation of one in a regenerated Nelson Town centre.</p> <p>However, it would also restrict investment in our rural areas, where sustainable tourism initiatives are seen as a major component in diversification and regeneration of the rural economy.</p> <p>Whilst town centres are seen as a natural focus for tourism and leisure, the policy does not see them as the only possible location for such developments.</p>
Remove existing restrictions from protected retail frontages. (Issue 7d - Option 1)	<p>Although this option would help to create further opportunities to create a night-time economy, it would not help to preserve the retail function of our town centres and therefore scored poorly in the Sustainability Appraisal.</p>
Allocate town centre sites for leisure / cultural uses. (Issue 7d - Option 2)	<p>The creation of leisure quarters in, or on the edge of our town centres, received considerable support from the public at the Issues and Options stage.</p> <p>The Retail Capacity Study also comments that Nelson and Colne town centres should act as the main destination for "leisure, entertainment and cultural activities."</p> <p>Policy WRK4 prioritises town centres as being the most sustainable location for leisure and cultural development.</p>
Allocate edge-of-centre sites for leisure / cultural uses. (Issue 7d - Option 3)	<p>The creation of leisure quarters in, or on the edge of our town centres, received considerable support from the public at the Issues and Options stage.</p> <p>The Retail Capacity Study concludes that in the short-medium term (upto 2016) small scale opportunities should be the priority, rather than larger edge-of-centre developments.</p> <p>Policy WRK4 still offers support for such development, within the limitations of a sequential approach that prioritises town centres as the most sustainable location.</p>
Focus tourism and leisure development on former mills sites alongside the Leeds & Liverpool Canal. (Issue 6c - Option 3)	<p>This approach would help to support the renaissance of our waterways for tourist use by preserving our built heritage and regenerating Brownfield sites. However, many sites would fall foul of the sequential test in PPS4 , which states that town centres should be the primary location for all employment uses.</p> <p>To be consistent with national policy the development of sites along the canal will only be supported where appropriate rather than being the focus of the policy.</p>

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

### Designing Better Places to Work

#### Introduction

- 11.101** This policy is concerned with the design and layout of places where work is the primary reason for people to visit, such as factories, warehouses and offices. It does not specifically relate to places such as schools, hospitals and shops, where work is not the primary function, although these establishments are also major places of employment.
- 11.102** Design, be it good or bad, helps to establish people's views about a particular building or place and influences their overall impression of the area in which it is located. This is particularly true for the workplace, where quality of life factors, including quality of place, are increasingly important in attracting private sector investment and skilled workers<sup>(203)</sup>.
- 11.103** The biggest asset for any business is its employees. Creating an environment in which people want to work has been shown to have a positive effect on the morale of the workforce, aid staff retention and recruitment, improve productivity, enhance economic performance and raise the profile of the business.
- 11.104** In addition to being well designed, new workplaces should also be sustainable in terms of their location, the techniques and materials used for their construction, energy efficiency, water and waste management and their implications for biodiversity. The general design principles addressed in Policy ENV2 will also be relevant to the provision of new workspace, and Policies ENV1-7 and WRK2 may also need to be considered. Detailed policies addressing specific aspects of building design will follow in the Development Management DPD, due to be adopted in 2014, and are also addressed by the Design Principles SPD and the Conservation Area Design and Development Guidance SPD. These also contain advice on the design of public spaces in and around buildings that are accessible to members of the public (the public realm), a subject also covered by Policy SUP4.

#### Context

- 11.105** Whilst the wider considerations associated with good design have received increased attention in new residential developments, they are less frequently associated with the workplace. New business parks and town centre redevelopment schemes can potentially have a much greater impact on the quality of the environment, as the building masses involved and the potential problems associated with increased nuisance through traffic movements, noise, fumes and mechanical vibration, are usually that much larger.
- 11.106** In recent years the Commission for the Built Environment (CABE) has published a number of documents to help show how that good design is important in the workplace. Research suggests that the design of the workplace can boost the productivity of staff by 5% for individuals and by 11% for teams<sup>(204)</sup> and help to lessen staff turnover. Better Places to Work<sup>(205)</sup>, which builds on their earlier publication By Design<sup>(206)</sup>, shows how planning can make a positive contribution towards the creation of better working environments.
- 11.107** The existing stock of industrial and commercial buildings in Pendle is one of the oldest in the country. Whilst the re-use of existing buildings is inherently sustainable, and will usually be encouraged, locally many places of employment fail to meet the needs of modern business being poorly located, thermally inefficient and unable to meet new health and safety or accessibility requirements. Such places of work are often unpopular and bad for business, all too often leading to the loss of both businesses and jobs from the area.

203 Office of the Deputy Prime Minister (2004) *Competitive European Cities, Where do the Core Cities Stand?* London, TSO.

204 CABE (2005) *The Impact of Office Design on Business Performance*. London, CABE

205 Commission for the Built Environment and Llewelyn Davies Young (2005) *Better Places to Work*. London, CABE.

206 Department of Transport and the Regions / Commission for the Built Environment (2000) *By Design*. London, TSO.

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- 11.108** New build schemes provide the best opportunity to secure the highest possible quality of design and better integration of land use, infrastructure and environmental objectives. But, many of our historic workplaces are locally distinctive and make a positive contribution to the character of the area, so their retention and careful restoration will be encouraged wherever this is considered to be appropriate. Weaving sheds, for example, are a distinctive element in the landscape of Pennine Lancashire and intrinsic to the character of the area<sup>(207)</sup>. They are a unique reminder of the innovation, energy and vitality of the areas distinguished industrial past. They also have the potential to be part of its future, but imagination and ingenuity will be required if we are to retain their character whilst introducing new and viable economic uses.
- 11.109** Quality in design extends beyond the adaptation and construction of better buildings. We want the centre of our towns and other key employment areas to be attractive and welcoming places. PPS1<sup>(208)</sup> sets out the key principles in providing for sustainable development. It states that high quality and inclusive design should be the aim of all those involved in the development process. Good design is seen as the key to achieving sustainable development, by helping to create 'attractive, durable and adaptable places'. The supplement to PPS1<sup>(209)</sup> places great emphasis on energy efficiency and the use of renewable and low carbon technologies.
- 11.110** The latest emissions data reveals that 42% of all CO<sub>2</sub> emissions in Pendle are from industry and commerce, slightly below the county and national figures. The main causes are poorly insulated buildings and the poor control of heating, lighting, ventilation and air conditioning; all of which contribute towards wasted energy.
- 11.111** In terms of sustainability (Point 4 above) BREEAM (British Research Establishment Environmental Assessment Method) is the leading and most widely used environmental assessment method for buildings. It sets the standard for best practice in sustainable design and has become the standard measure used to describe a building's environmental performance. It addresses wide-ranging environmental and sustainability issues by using a straightforward scoring system that enables designers and developers to prove the environmental credentials of their buildings to planners and clients. BREEAM certified buildings represent 'smart growth' and help local authorities to meet agreed delivery targets.
- 11.112** New ways of working are emerging and driving this transformation are the rapid advances in information technology. Today many manufacturing companies are in reality office based businesses concerned with the importing and warehousing of goods once made in this country. Offices themselves have been transformed from places concerned with processing, to centres of communication and social engagement. The result is improved utilisation of space and the reduced need for the co-location of workers. Increased competition for staff means that a high quality and attractive working environment is increasingly important in helping to attract and retain staff of the right calibre.

### Strategy

- 11.113** The emphasis of this policy is on working with both people and space, to help establish the notion and identity of places by:
1. Addressing the appearance and functionality of workspace development.
  2. Considering the way in which the people who use workspaces and will interact with their immediate surroundings.
  3. Appreciating the local character and quality of the area in which new workspaces are located.

<sup>207</sup> Regenerate Pennine Lancashire (2010) *Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire*. Regenerate Pennine Lancashire, Accrington.

<sup>208</sup> Communities and Local Government (2005) *Planning Policy Statement 1: Delivering Sustainable Development*. London, TSO.

<sup>209</sup> Communities and Local Government 2005) *Planning and Climate Change - Supplement to Planning Policy Statement 1*. London, TSO.

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- 11.114** We want to provide working environments that function efficiently, enhance the local environment and provide employment in a place people want to work. In doing so we aim to retain local businesses with growth potential and attract new and better employment opportunities particularly in knowledge-based businesses helping to strengthen and diversify the local economy. The new jobs created will better meet the aspirations of local residents and encourage young people and skilled workers to stay in the area, thereby increasing the range and quality of skills within the workforce.
- 11.115** High quality workplaces can also act as a catalyst for neighbourhood regeneration. Not only do they provide work for local people they can also help to change the character of an area by increasing, or improving, the mix of uses and amenities available.
- 11.116** Successful developments will take a holistic approach, and workplaces should reflect as many of the following principles, taken from the CABE publication Better Places to Work, as possible:
1. **Ease of movement and legibility:** Users should be able to access the site by a wide range of transport modes and find their way around the site without difficulty.
  2. **Character, quality and continuity:** Premises should exhibit a strong positive relationship with the surrounding area.
  3. **Diversity:** Uses should contribute to the vitality and viability of their locality by providing for a mix of complimentary uses.
  4. **Sustainability:** Minimise energy usage and emissions during construction and occupation.
  5. **Adaptability:** Spaces should be able to accommodate changing requirements.
  6. **Management:** Regimes should aim to maintain environmental quality over time.
- 11.117** To help deliver higher quality workplaces in Pendle we will seek to achieve better standards of design in new build schemes, and projects that involve the adaptation of an existing building, by:
- Encouraging lower levels of energy and car use.
  - Securing improved levels of access.
  - Providing the appropriate physical, social and green infrastructure and avoiding areas that are susceptible to flooding.
  - Protecting our environment.
- 11.118** Pendle Council is committed to helping meet the national target of a reduction in CO<sub>2</sub> emissions by at least 30%, relative to 1990 levels, by 2020. We want to encourage new workplaces that are energy efficient, produce lower carbon emissions and are adaptable to climate change. New commercial and public buildings and their associated infrastructure should produce a proportion of their energy and/or heat requirements from on-site renewable sources (see Policy ENV3) and be designed so that they are resource efficient.
- 11.119** The accessibility of workplaces by variety of sustainable modes of transport such as cycling, walking and public transport will help to reduce the need for people to drive to and from their place of employment. For larger businesses the production of a (Green) Travel Plan (see Policy ENV3) may also help to reduce the carbon footprint of any new development.
- 11.120** New workplaces should also be adaptable, capable of supporting multiple uses and meeting the needs of a changing and ageing population. This will help to better meet the long-term needs of the community, increase patronage, compliment the development of a night-time economy in certain locations (see Policies WRK3 and WRK4) and support sustainability objectives.
- 11.121** The linkages between the workplace and its immediate surroundings are particularly important. In new build schemes the transition between indoor communal spaces and the outdoor public realm should be smooth, attractive and accessible to all. Where sensitive refurbishment is required,

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proposals should secure the best possible levels of accessibility. In all cases their scale and design should consider the amenity of existing and future users by providing satisfactory levels of sunlight, daylight, privacy and outlook.

- 11.122** Providing private and communal open spaces in new developments can help to break up their mass. This is particularly true for new developments on the edge of a settlement, where it is important to maintain links with the open countryside and provide a gradual visual transition between the urban and rural environment.
- 11.123** The public realm around industrial, commercial and public buildings also provides an opportunity to create spaces that are valuable for social interaction and wildlife. Where appropriate these spaces should seek to incorporate trees and areas of green space. Not only will this enhance their setting, it can also form part of our collective response to climate change by assisting with rainfall capture (sustainable drainage systems), shading, cooling and carbon storage, through the planting of appropriate vegetation and tree species. The latter is particularly important where these areas are intended to make a positive contribution towards the de-fragmentation of urban habitats and form part of a wider ecological network. Where appropriate, decisions on new open space provision should be informed by the Council's Open Space Audit.
- 11.124** New build schemes should seek to enhance the character and appearance of a particular locality by offering a design solution that is specific to the shape, size and location of the site. They should respect their immediate surroundings, in particular giving consideration to their setting in relation to both natural and built heritage assets, including landscape and town-scape features. In the vicinity of listed buildings, or within an area valued for its architectural heritage, the use of appropriate materials and replication of local design features<sup>(210)</sup> will help new buildings to blend in unobtrusively<sup>(211)</sup>. Where appropriate innovative, creative and sustainable design solutions will be encouraged that are of a scale, bulk and height appropriate to their setting and function. This is particularly true for tourism facilities, or any other development considered to be acceptable in the open countryside, which must be sensitive to their surroundings in order to preserve the very asset that attracts visitors to the area.
- 11.125** Proposals for speculative development will normally be resisted, unless it can be demonstrated that it meets an identified local need. The type of development needed will vary from area to area and should be informed by an up to date economic strategy, or data held by the Council's Economic Development and Tourism section.

### Policy WRK 5

#### Designing Better Places to Work

The Council encourages the provision of well-designed workplaces that meet the needs of businesses and their employees and contribute towards the aim of zero carbon growth in Pendle. Proposals should take account of the general design principles set out in Policy ENV2 as well as the criteria in this policy. In the case of mixed-used developments elements of Policies LIV4 and SUP4 will also be appropriate. To help minimise any negative impacts on their immediate surroundings developers should also have regard to the requirements of Policies ENV5 and ENV7.

All development proposals should seek to deliver the highest possible standards of design in terms of both their built form and sustainability, by meeting the highest level of the appropriate BREEAM scheme and the on-site energy requirements set out in Policy ENV3.

<sup>210</sup> Local design characteristics include aspects such as orientation, detailing, roofscape, fenestration scale, and the rhythm of adjoining development.

<sup>211</sup> Further guidance is provided in Policy ENV1, the Design Principles SPD and the Conservation Area Design and Development Guidance SPD.

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Innovative projects that re-use and/or adapt existing workplaces for new employment uses will normally be supported.

New build schemes should maximise the development potential of the site by building at an appropriate density and help to enhance the mix of uses in a particular area. They should incorporate high quality design features and layouts that contribute to the sense of place. As far as possible individual buildings and communal spaces should be designed to be adaptable and flexible to allow for multiple uses.

Proposals for speculative workspace should address the type and size of premises needed in the immediate area, in order to help redress any imbalances that exist.

Large **mixed-use developments** should be planned on a comprehensive and integrated basis within an overall master plan and include an appropriate phasing regime. Any development within a mixed-use area will need to be carefully designed and managed to ensure that residential and other occupiers in the area retain an appropriate level of amenity.

**Business parks** should provide for safe access and freedom of movement throughout the site for both pedestrians and cyclists. To cater for the needs of the workforce, the provision of public open space, shops and leisure facilities may be appropriate on sites that are not located close to a town or local shopping centre. Within built up areas, development should normally be at a density consistent with the surrounding area. For sites on the edge of an urban area, the use of open space to help with the transition from urban to rural areas will be encouraged.

Within **town centres** new workspaces should incorporate active frontages at ground floor level that contribute to the street-scape and help to promote vitality, particularly where they are situated within a designated shopping frontage. To help maximise the use of existing buildings, proposals which seek to re-use the vacant upper floors of retail and commercial buildings will be encouraged.

In **rural locations** the re-use and extension of existing buildings will be prioritised, particularly where these support farm diversification. New build should respect local distinctiveness, or be of a high quality and innovative design that incorporates the use of sustainable and green principles.

### Monitoring and Delivery

<b>Strategic Objectives</b>	3, 4, 6, 7, 10
<b>SCS Priority Goals</b>	2, 4, 6
<b>Targets</b>	<ul style="list-style-type: none"> <li>• Increase the number of new commercial premises achieving a BREEAM rating.</li> <li>• Increase the amount of open space created in new employment developments.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Record the number of applicants indicating in their Design &amp; Access Statements if a BREEAM rating is to be achieved by the proposed development.</li> <li>• The number of BREEAM ratings achieved.</li> <li>• Increase in amenity greenspace recorded in the Pendle Open Space Audit.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, PEARL2, Regenerate Pennine Lancashire, Lancashire County Developments Ltd., Private Developers and Businesses.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• The objectives of this policy will primarily be delivered through the development management process.</li> <li>• Grant funding for improvements to business premises and/or heritage grants.</li> <li>• Policy support is provided through the Design Principles SPD, the Conservation Area Design and Development Guidance SPD and design policies in published Area Action Plans.</li> </ul>

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<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>● Planning Policy Statement 1: Delivering Sustainable Development</li> <li>● Planning Policy Statement 4: Creating Sustainable Economic Growth</li> <li>● The Sustainable Communities Plan: Building for the Future.</li> <li>● By Design – Urban Design in the Planning System: Towards Better Practice</li> <li>● Safer Places – The Planning System and Crime Prevention</li> <li>● Planning and Access for Disabled People: A Good Practice Guide.</li> <li>● The Value of Good Design</li> <li>● Better Places to Work</li> <li>● The Impact of Office Design on Business performance</li> <li>● North West Best Practice Design Guide</li> <li>● Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire</li> <li>● Design Principles SPD</li> <li>● Conservation Area Design and Development Guidance SPD</li> <li>● Bradley Area Action Plan DPD</li> </ul>
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### Options appraisal summary

What other options were considered?	Comment
No specific options were considered.	The accessibility and security of buildings and the public realm are addressed in Policies ENV2 and SUP4.

## 12 Supporting: Creating Healthy and Confident Communities

# 12 Supporting: Creating Healthy and Confident Communities

### Introduction

- 12.1** This section presents the preferred options for dealing with issues that relate to caring for the well-being of people in Pendle. Policy SUP1 will address community facilities in general terms whilst policies SUP2 and SUP3 will look more specifically at health and social care and education. SUP4 presents specific design considerations for public buildings and spaces.
- 12.2** In particular it seeks to ensure that the provision of community facilities helps to reduce inequalities and provides opportunities for communities, that health care provision helps to address inequalities and promotes healthier lifestyles and that education and training provision addresses education attainment levels and continuing development of all members of the community.
- 12.3** It will in turn address several priority goals from the Pendle Sustainable Community Strategy:
- Priority goal 1 aims to support confident communities that are socially cohesive, creative, tolerant and considerate of the needs of others.
  - Priority goal 5 aims to improved health and wellbeing, helping people to live long, healthy and independent lives.
  - Priority goal 7 aims to care for our future generations by giving our children and young people the best start in life and the opportunity to achieve their full potential.
  - Priority goal 8 aims to improve the quality of life for older people, helping them to live their lives in the way they choose and to support their independent and active living.

### Community Facilities

#### Introduction

- 12.4** Everyone should have equal access to the opportunities and facilities they need to enjoy a full and active life. Adequate neighbourhood provision of community facilities will allow all residents to enjoy the same high quality of life, help them to realise their personal, academic and professional goals, regardless of their age, ability or ambition, and contribute to their physical, social and spiritual well being. Community facilities can provide an important opportunity for social interaction and can play an important role in improving community cohesion.
- 12.5** Community facilities include, not exclusively, public services (health, education etc), community centres, public halls, policing fire and ambulance services, youth centres, libraries, places of worship, arts and culture facilities and services provided by the voluntary sectors. Health (including leisure and recreation) and Social Care and Education facilities are dealt with in more detail in subsequent policies (SUP2 and SUP3).

#### Context

- 12.6** Planning Policy Statement 1: Delivering Sustainable Development states that local plan policies should seek to reduce social inequalities in the provision of services. The more recent Planning Policy Statement 4: Planning for Sustainable Economic Growth adds further details, advising that the Government's objectives are to promote the vitality and viability of town and other centres as important places for communities, particularly with reference to tackling deprivation through improved provision of and access to services. In addition it states the important role of leisure and cultural facilities in sustaining town centres and the importance of supporting vital services in rural areas.

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- 12.7** The Pennine Lancashire Housing Strategy stresses the importance of ensuring that public infrastructure, including transport, schools and open space is developed in parallel with housing growth. It states how successful neighbourhoods are reliant on a range of nearby facilities and a good quality local environment.
- 12.8** Pennine Lancashire has been designated as a Priority Place within the National Living Places initiative. The scheme was established to demonstrate the important role of culture in developing thriving, vibrant communities, particularly in areas of housing growth and renewal. The Pennine Lancashire Multi Area Agreement (MAA) has identified as an 'action' the intention to build on the 'Priority Place' status to help attract investment and facilitate development in the MAA area.
- 12.9** Research commissioned by the Living Places Partnership shows that Arts and Culture facilities are important to Pendle's communities. For example in 2007/8 the average number of visits to libraries in Pendle per capita was 7.52, the highest in Pennine Lancashire and considerably higher than the national average of 5.77 visits per capita<sup>(212)</sup>. It also shows that this is most important to the young (under 16) and elderly (over 65) and that the libraries located in the larger settlements have an overall higher penetration rate (i.e. % of population reached) than those located in more rural locations. The study also highlights that participation in the arts and sports also varies across the borough with higher participation levels in the rural areas than the central M65 corridor despite the majority of facilities being located in these town centres, with participation levels of between 10.8-18.1% compared for example with 23.5%-36.7% levels in Barrowford and the Western Parishes
- 12.10** Pendle Council's Sustainable Settlements Study includes an audit of a full range of community facilities and access to such facilities for all the smaller settlements outside of the main three towns of Nelson, Colne and Barnoldswick. The study found that in general there is a correlation between the level of community services present in a settlement and its population size. It did find that some community services are less well provided in the rural settlements including police stations, day centres, child minders and community activities (such as women's institute and kid's clubs). There is also an identified lack of formal open space for recreation use in a number of the rural settlements.
- 12.11** A Pendle Infrastructure Delivery Plan has been completed which includes baselining the existing facilities and recording planned projects and therefore highlighting gaps in provision that need addressing through the provision of new or improved facilities across the borough. A number of Parish Plans have also been completed in communities across Pendle. These have highlighted where the communities feel there are requirements for new or improved facilities in their areas. Information from these plans has been fed into the Infrastructure Delivery Plan.

### Strategy

- 12.12** The Council will work closely with stakeholders and partners to ensure the adequate provision of services and facilities, especially in areas of relative deprivation. In particular, areas of the M65 corridor are amongst the most deprived in England. In many cases the Council will not be the delivery partner but will play a role in facilitating development and ensuring that it is located in the right places to address the needs of the population and, where possible, address existing geographical inequalities in provision and concentrations of social deprivation.
- 12.13** As a general principle, it is important that new community facilities are located in highly accessible locations to ensure easy access for all sections of the community. Unlike some other forms of development, community facilities will often be developed to meet a specific community need and as such will not always be strictly required to follow the sequential locational requirements of Policy

<sup>212</sup> Jura Consultants (2009) *Mapping the Cultural Sector in Pennine Lancashire*. [online]. Pennine Lancashire Living Places Partnership. Available from [http://living-places.org.uk/fileadmin/user\\_upload/downloads/Mapping\\_the\\_Cultural\\_Sector\\_in\\_Pennine\\_Lancashire.pdf](http://living-places.org.uk/fileadmin/user_upload/downloads/Mapping_the_Cultural_Sector_in_Pennine_Lancashire.pdf) [Accessed 7th June 2010].

## 12 Supporting: Creating Healthy and Confident Communities

SDP1 (Spatial Development Principles). Where large strategic facilities that would serve a wider need are proposed, they should have regard to the framework set out in Policy SDP1 as well as the locational priorities set out in Policy SUP1.

- 12.14** We recognise the important role that culture and leisure can play in creating strong, confident communities. The recently opened Ace Centre in Nelson has provided a new focus for arts and entertainment in the town and could form the focus of a new Arts Quarter to revitalise the night time economy in Nelson town centre. In Colne, a thriving night time economy has grown around the Albert Road area with quality restaurants and bars as well as The Muni and Hippodrome arts venues. Provision is smaller in West Craven with the Rainhill Centre in Barnoldswick having recently been developed into a local cinema and culture venue. Policy SUP1 will support development which builds on these strengths and provides further arts and culture opportunities to both residents and visitors of Pendle (see Policy WRK4)
- 12.15** Community facilities, such as village/community halls, schools, nurseries and places of worship, contribute to the vitality and viability of settlements particularly in the rural areas. Their loss can also have adverse consequences by leading to unsustainable travel patterns. The continuing erosion of essential rural services is a concern particularly in Pendleside and Boulsworth where distances to the nearest alternative facility are relatively long and access by public transport can be poor. Policy SUP1 sets out how we will protect against the future loss of facilities.
- 12.16** To ensure easy accessibility to services and the prudent use of land and facilities, the Council will support the co-location of facilities where opportunities arise. The Council will encourage such co-location of services particularly in the rural areas, where the development of existing village facilities such as the village hall or pub into 'community hubs' to provide wider community services such as post office facilities, essential grocery provisions and broadband access will be encouraged. Where existing facilities can be enhanced to provide wider services, the Council will work with developers and local partners to assess the requirement for additional facilities to deliver comprehensive provision of services to serve the needs of the community.
- 12.17** A Pendle Infrastructure Delivery Plan has been carried out; as part of this document an audit of existing facilities and services has been completed to help identify areas of need and future opportunity. The Infrastructure Delivery Schedule included in this study will be updated as part of the Annual Monitoring Report (AMR) to monitor the current position of identified projects and help the provision of facilities by identifying funding and delivery gaps which could be met through new development schemes. New major developments will be expected to contribute towards the provision of new or improved community facilities to meet identified needs and to mitigate the impact of their development, where such a contribution is viable (see Policy SDP5: Future infrastructure requirements).

### Policy SUP 1

#### Community Facility Provision

This policy sets out the general approach to the provision of community services and facilities<sup>(213)</sup>.

The Council will work with partners to reduce levels of social deprivation and improve social inclusion throughout the Borough by coordinating planning, regeneration and other strategies to ensure that improved community services and facilities are provided in areas of deprivation or need.

<sup>213</sup> The community facilities and services covered by this policy include community centres, public halls, policing fire and ambulance services, youth centres, libraries, places of worship, arts and culture facilities including theatres and cinemas, leisure facilities including leisure centres and swimming pools and services provided by the voluntary sectors

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### **Locational approach**

- New community facilities will be directed to locations where there is an identified local need and/or a deficiency in provision, as identified in the Pendle Infrastructure Delivery Plan or by partners own plans, whilst having regard to the Spatial Development Principles (see Policy SDP1 and SDP5).
- Whilst recognising that for larger facilities, town centre locations may not always be practical, where possible such facilities should be located in order of priority:
  - Town Centres
  - Transport Hubs
  - Accessibility Corridors
  - Alongside existing community facilities
- In Rural Areas, the provision of new facilities or the diversification of existing community facilities to provide further key local services, where there is an identified need, will be encouraged.

### **General principles**

- New Arts, Culture and Leisure facilities, particularly those which enhance the existing offers in Nelson and Colne, will be supported, in line with Policy WRK3.
- The Council will resist the loss of community facilities unless
  - an appropriate alternative is provided, or
  - evidence is presented that the facility is no longer required or viable and that the facility cannot provide for an alternative community use (including health and education facilities) which is identified as being in need in the area.
  - An exception will be allowed where it can be proven the property has been vacant and actively marketed for sale for over 1 year.
- The Council will aim to facilitate the co-location of services where opportunities arise to ensure better access to services and more efficient use of land and resources.
- New developments will be expected to contribute to the provision of community needs generated by the development, where viable (see Policy SDP5).
- In designing new facilities, partners and developers should have regard to the requirements set out in policies SUP4 and ENV 2.

### **Monitoring and Delivery**

<b>Strategic Objectives</b>	2, 8, 9
<b>SCS Priority Goals</b>	1, 5
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To deliver new and improved community facilities to meet identified needs and deficiencies.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number, and location, of applications for community facilities</li> <li>• Number, and location, of completions for community facilities</li> </ul>

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	<ul style="list-style-type: none"> <li>• Number of losses of community facilities</li> <li>• Number of completions for community facilities in rural areas</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Pearl2, infrastructure providers (e.g. emergency services), community and voluntary organisations, religious bodies, commercial providers and private developers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• The identification of sites for the location of key community facilities will be delivered through the Land Use Allocations DPD</li> <li>• Proposals will be delivered through the determination of planning applications through the development management process.</li> <li>• The protection and retention of facilities will be achieved through the Development Management process.</li> <li>• The Infrastructure Plan will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• PPS1: Delivering Sustainable Development</li> <li>• PPS 4: Planning for Sustainable Economic Growth</li> <li>• State of the Countryside Report</li> <li>• Pendle Infrastructure Study</li> <li>• Pendle Sustainable Settlements Study</li> <li>• Area Action Plans and Supplementary Planning Documents</li> <li>• Parish Plans (various)</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Provide large centralised facilities where there is greatest population e.g. key service centres. (Issue 8a - Option 1)	The policy approach accepts this as an issue for consideration but also acknowledges the need to readdressing current deficiencies and areas of deprivation and need.
Concentrate facilities where they are most accessible by road and public transport. (Issue 8a - Option 2)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Target new facilities at areas where there is an identified and/or projected need. (Issue 8a - Option 3)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Focus new facilities in deprived areas. (Issue 8a - Option 4)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Distribute facilities equally across Pendle. (Issue 8a - Option 5)	It was felt that this approach would not best address meeting needs of the population of specific areas.
Community facilities as a priority - sports e.g. playing fields, sports centres, swimming pools etc. (Issue 8b - Choice 4)	Support for these facilities are included in the policy. Although it was identified as a relatively low priority during the consultation it is considered that sports facilities can improve health and community cohesion.
Community facilities as a priority - Cultural and Tourism. e.g. cinemas, museums, art galleries, artists workshops etc (Issue 8b - Choice 7)	Support for these facilities are included in the policy. This option was the third most supported option during the consultation.

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What other options were considered?	Comment
Community facilities as a priority - Community Support e.g. places of worship, youth and older peoples centres etc (Issue 8b - Choice 8)	Support for these facilities are included in the policy. Although it was identified as a relatively low priority during the consultation it is considered that such facilities are important to meeting the needs of the wider community including the vulnerable.
Community facilities as a priority - Other e.g. banks, post offices etc (Issue 8b - Choice 9)	Support for these facilities are included in the policy where they would meet an identified need or deficiency which can be particularly in rural areas.

## 12 Supporting: Creating Healthy and Confident Communities

### Health and Well-being

#### Introduction

- 12.18** Health is fundamental to peoples well-being and life expectancy. Helping people to live healthy lifestyles is important. Health is determined by many factors such as poverty, economic activity, education, access to services and housing, along with lifestyle choices such as physical activity, nutrition, smoking and alcohol consumption.

#### Context

- 12.19** Planning Policy Statement 1: Delivering Sustainable Development states that local plan policies should seek to reduce social inequalities in the provision of services and support the promotion of health and well-being by making provision for physical activity. Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation states that open space, sports and recreational facilities have a vital role to play in promoting healthy lifestyles and preventing illness.
- 12.20** As a whole, the people of Pendle suffer from lower than average life expectancy and poor health. There are also stark inequalities within the Borough; there is a significant gap in health between our most affluent and most disadvantaged wards, including a 8-9 year gap in average life expectancy between different wards in Pendle, with the lowest figures in the inner urban wards of the M65 corridor. Deaths from heart disease and strokes are higher than the regional and national average.
- 12.21** In lifestyle terms 54% of Pendle people do not take part in any moderate regular exercise. The gap between those who are physically active from the low income households and those from the high income households is significantly higher almost double that experienced nationally.
- 12.22** The health and well being of young people in the borough is also a concern with high levels of infant mortality and low birth weights, which is linked to infant mortality and poor health in later life. It is also linked to poor health and lifestyle of the mother. As such it provides a good indicator of current health and the future health of the population.
- 12.23** In lifestyle terms the percentage of children who are physically active is the eighth worst in England and childhood obesity rates in reception and year 6 classes are correspondingly high. We also have a teenage pregnancy rate higher than the north west and england averages. The Sustainable Community Strategy has an objective to ensure that our children and young people have the opportunity to engage in enjoyable, positive and diversionary activities including play, leisure and sport, which could have positive impacts on their health and well being.
- 12.24** A significant factor in the low level economic activity in Pendle, along with the rest of Pennine Lancashire, is the poor health of the population. High levels of obesity, coronary disease and cardiovascular problems contribute significantly to absences from work and early retirement through ill health. Poor diet and exercise exacerbate the problem.
- 12.25** The number of older people in Pendle is increasing. The population aged 65 and over is expected to rise significantly from approximately 16% of the total population in 2008 to over 23% by the end of the plan period (2026). The number of fit and active older people is also increasing as people retire earlier from work and live longer. The increase in the size of our older generation could have significant implications on the need for health and social care services and facilities.
- 12.26** Access to health care facilities is also important. The Pendle Sustainable Settlement Study indicates there is a lack of health care provision in the rural areas of Pendle. Whilst it may be acceptable for people to travel to the main settlements to visit services such as a dentist and optician where visits are usually limited to once or twice a year, access to basic health care in the form of a doctor's surgery is often required more locally and frequently. Provision is better in the urban areas, with the opening of Pendle's first "one-stop" primary health care centre, the £6.3 million Yarnspinners

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Wharf facility, which opened in Nelson in 2005. Although East Lancashire Primary Care Trust recently acquired a site in Colne for a similar, new health centre, which would have brought additional day care services to the town, its construction has been delayed because of financial cutbacks.

- 12.27** Drawing together work across a wide range of communities and organisations, including the two Pennine Lancashire PCT trusts, a programme aimed to 'Save a Million Years of Life' is now established. Project areas include heart disease, infant mortality, drug and alcohol misuse and geographical health equalities.

### Strategy

- 12.28** The Core Strategy seeks to address reduce inequalities in health and well-being across the Borough by ensuring everybody has easy access to quality health services. We can also help to reduce the need for health care by creating healthy environments for people to live and encouraging and helping to facilitate healthier and happier lifestyles within all our population including our children and young people.
- 12.29** Strengthening service delivery at a local level is a key objective of the NHS. This approach to delivering health care is supported by the larger "one-stop" primary health care centres, which offer a much wider range of services targeted at local health needs. Policy SUP2 sets out how we will support the development of such facilities to help provide modern, quality facilities to help reduce the inequalities in access to such facilities across the borough.
- 12.30** In addition, we recognise that health improvement is not just about improving health care services. Just as important is improving all the services and facilities that can impact on health such as housing, education and leisure services. This has become more significant in light of the Wanless Report<sup>(214)</sup> which suggest that there is likely to be an increasing funding gap between the demand for health services and the sectors ability to meet those demands. Planning can help contribute to closing this gap by facilitating development which results in an healthier population, therefore reducing the demand for health services.
- 12.31** As part of the Housing Market Renewal (HMR) Programme in Pendle, physical and environmental improvements such as new housing development, improvements to existing housing and the creation of new open/green spaces will all serve to create a more healthy living environment. The Building Schools for the Future programme has provided not just improved learning environments but also improved recreation facilities for our young people and the wider community.
- 12.32** Provision of quality open spaces and recreation facilities can play an important role in encouraging healthy lifestyles and improving quality of health. Open space can also serve as a vital focal point for community activities, bringing together members of communities and providing opportunities for social interaction. The Sustainable Settlements Study identified a lack of formal recreation open space in a number of rural areas. Whilst easy access to the open countryside in some way compensates for this, the need for formal open space for its social and community benefits is still important. Provision in the residential areas of the densely populated towns of the M65 corridor can also be problem. The Council will work towards the provision of sufficient, high quality, multi functional spaces open spaces, sports and recreation facilities to meet the needs of the local communities, as identified in the Pendle Infrastructure Study, the Pendle Open Space Audit and any similar audits.
- 12.33** Ensuring that existing quality open space and recreation and leisure facilities are protected and that new developments provide easy access to such facilities is important to provide healthy environments with opportunities for people to live more active lifestyles. The Open Space Audit, Parks and Children's and Youth Play Area Strategies, will help highlight deficiencies and guide requirements for provision.(see Policy ENV1)

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- 12.34** Protection of existing allotments (see Policy ENV1) and provision of additional ones, or where suitable land is not available to meet demand consideration of use of areas of existing public space such as parks to encourage local food growing projects, can help people eat a more healthy diet as well as providing regular exercise. To further encourage healthy eating, particularly amongst our younger population, the Council will look to limit the number of hot food takeaways near to schools (see Policy WRK3).
- 12.35** Promoting walking and cycling as viable alternatives to the car could have substantial benefits not only for health but also climate change, congestion and the wider environment. Provision of attractive, safe walking and cycling routes between homes and places of work or education will enable people to incorporate exercise into everyday life. The Manual for Streets gives information on effective street design that encourages walking and cycling (see Policy ENV4).
- 12.36** Where there is a need for community facilities to provide care and social facilities for our young and older generations, such developments will be supported. New youth facilities are being provided as part of the Bradley Hub development in Nelson; such facilities are important to offer support to and nurture our young people and provide opportunities for social interaction and recreational activities, particularly in areas of deprivation. Therefore similar schemes will be supported as appropriate. The focus on care for older people is shifting towards individual programmes of care and supporting people within their own homes as far as practical. The Council will work with partners to facilitate development as required.

### Policy SUP 2

#### Health and Well-Being

We will work with partners to deliver key developments which will improve the health and well-being of people in Pendle, to:

- Support the provision of new or improved facilities for health, leisure and social care.
- Give priority to directing such developments to areas with high levels of deprivation or an identified need or deficiency in provision as identified in the Pendle Infrastructure Delivery Plan or partners plans, whilst having regard to the principles set out in Policies SDP1, SDP5 and SUP1.
- Support regeneration schemes which, by improving the quality of existing sub standard housing stock and local environments including through provision or enhancement of open space, help create healthy neighbourhoods.
- In designing new facilities, partners and developers should have regard to the requirements set out in policies SUP4 and ENV2.

#### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 8, 9
<b>SCS Priority Goals</b>	5, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To deliver new and improved health and social care facilities.</li> <li>• To deliver well-linked open space to enable healthy lifestyles.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number, and location, of applications for health and social care facilities.</li> <li>• Number, and location, of completions for health and social care facilities.</li> <li>• Increased provision of open space</li> </ul>

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<b>Delivery Agencies</b>	Pendle Council, Lancashire County Council, Pendle Leisure Trust and Housing Pendle, Health Authorities (including PCT, Hospital Trust etc), Community and Voluntary Organisations, Private Sector Care providers, Private Leisure Facility providers
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• The identification of sites for the location of community facilities will be delivered through the Land Use Allocations DPD</li> <li>• Proposals will be delivered through the determination of planning applications through the development management process.</li> <li>• The Infrastructure Plan will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• PPS1: Delivering Sustainable Development</li> <li>• PPG17: Planning for Open Space, Sport and Recreation</li> <li>• Lancashire Children's and Young People's Plan</li> <li>• Lancashire Adult and Community Services Business Plan</li> <li>• NHS East Lancashire Commissioning Strategic Plan</li> <li>• Pendle Infrastructure Study</li> <li>• Pendle Sustainable Settlements Study</li> <li>• Pendle Children's Trust Action Plan</li> <li>• Pendle Older Peoples Action Plan</li> <li>• Parish Plans (various)</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Provide large centralised facilities where there is greatest population e.g. Key Service Centres. (Issue 8a - Option 1)	The strategy accepts this as an issue for consideration but also acknowledges the need to readdressing current deficiencies and areas of deprivation and need.
Concentrate facilities where they are most accessible by road and public transport. (Issue 8a - Option 2)	This is not included within the policy but the policy requires regard is had to the requirements of policy SUP1 which does include this option.
Target new facilities at areas where there is an identified and/or projected need (Issue 8a - Option 3)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Focus new facilities in deprived areas (Issue 8a - Option 4)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Distribute facilities equally across Pendle (Issue 8a - Option 5)	It was felt that this approach would not best address meeting needs of the population of specific areas.
Community facilities as a priority - recreation e.g. playgrounds, multi-use games areas etc (Issue 8b - Choice 3)	Support for these facilities are included in the policy. It is accepted that improved access to recreation facilities can lead to healthier lifestyles.
Community facilities as a priority - Healthcare e.g. Hospitals, healthcentres, doctors surgeries, dentists etc (Issue 8b - Choice 5)	Support for these facilities are included in the policy. This option was the third most supported option during the consultation.
Community facilities as a priority - Community Support e.g. places of worship, youth and older peoples centres etc (Issue 8b - Choice 8)	Support for these facilities are included in the policy. Although it was identified as a relatively low priority during the consultation it is considered that such facilities are important to meeting the needs of the wider community including the young, elderly and vulnerable.

## 12 Supporting: Creating Healthy and Confident Communities

### Education and Training

#### Introduction

**12.37** Education is at the heart of the Government's commitment to ensure children and young people are able to fulfil their potential and make a positive contribution to their communities. But education does not stop at our young people; there is also a need to provide adults with training in vocational skills and skills for life, to enable them to react to changing job markets and equip them to go about their day-to-day lives.

#### Context

**12.38** Statistics indicate a large increase in the birth rate between 2002/03 and 2008/09 and population projections predict this increase is likely to continue resulting in the challenge of providing more education places in the future. For care for younger children, Pendle has three SureStart programs, based in Colne, Nelson and Brierfield. Sure Start brings together childcare, early education, health and family-support services for families with children under 5 years old. It is the cornerstone of the Government's drive to tackle child poverty and social exclusion working with parents-to-be, parents, carers and children to promote the physical, intellectual and social development of babies and young children so that they can flourish at home and when they get to school.

**12.39** Levels of educational attainment in schools in Pendle has been well below country and national averages for many years. These levels of low attainment then often follow the children throughout their lives, often resulting in fewer life opportunities and choices.

**12.40** Pendle has a higher percentage of its working age population without qualifications than the North West and England and Wales as a whole. These figures also includes further geographical inequalities across the borough with some inner urban areas having over half of its working age residents with no qualifications. Minimum entry to work requirements are increasing ad it will become more difficult for those with limited numeracy and literacy skills to secure employment. Tackling education and skills development at all levels will be key to reducing worklessness and associated deprivation and improving the economic prosperity of the area.

**12.41** At the other end of the scale, there are also fewer people with higher level qualifications (degrees and higher degrees) compared to the national average. The Pennine Lancashire Economic Strategy (PLES) concludes that the lack of a Higher Education (HE) institution in the immediate area means that most students seeking an HE education leave the area and that most (2/3rds) do not return, meaning local businesses are disadvantaged by the lack of access to graduates and the access to the research and development opportunities

**12.42** The PLES includes within its vision that by 2020 the area will be supported by an education and training system that reflects the economic needs of the area. It highlights that in seeking to attract higher value employment opportunities the availability of a skilled workforce is crucial; with smaller numbers of qualified people, Pennine Lancashire will find it increasingly difficult to compete for investment and employment opportunities. In addition, the PLES identifies as one of its Strategic interventions, the need to develop strategic linkages within the education sector to ensure that the curriculum and qualifications available locally better reflect the economic and employment needs in the area, as well as wider opportunities in the Manchester growth area, so that schools and colleges can contribute more effectively towards the development of the future workforce.

**12.43** There are also issues in the borough with regard to work place training in Pendle; an audit of skills and training provision showed that over 25% of firms within the Borough could not identify any benefits in training staff and a recent Citizens Panel survey found that only one- third of Pendle respondents had received at least one day of training in the last two years. Good access to education and training provision will empower individuals and provide a more skilled workforce to meet the

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demands of local businesses. The PLES includes a Strategic Intervention to encourage employers and individuals to invest in training that will result in higher skill levels across the workforce and increased economic competitiveness of the local area.

### **Strategy**

- 12.44** Pendle has a number of Sure Start Centres throughout the borough, including a new purpose built centre in the centre of Colne, Colne Childrens Centre. We will work closely with partners to develop similar Childrens centres and nursery facilities in the future, where they meet an identified need as set out in the Pendle Infrastructure Study or partners plans.
- 12.45** Primary school provision is being addressed under Lancashire County Council's Primary Capital Programme, led by consideration of birth rate and population changes as well as monitoring the condition of facilities. Potential new schools have been identified in Whitefield and Walverden wards of Nelson and Laneshawbridge. We will work closely with the county council to identify suitable sites through the Land Use Allocations processes.
- 12.46** The previous Government's Building Schools for the Future programme has helped to transform the secondary educational experience in Pendle. The first phase of the programme has seen two new schools built. Although the second phase has been cut from the programme there is still a need to upgrade the existing schools. Policy SUP3 will support developments where they bring about such improved educational facilities which will help to raise educational attainment levels in the borough.
- 12.47** Further education (FE) has been centralised with the relocation of Nelson and Colne college to a single site on the Nelson-Barrowford boundary. As such there is currently no further requirement for FE provision in the borough. Pendle Council will support proposals which propose to introduce specialist provision, particularly that which builds on local business specialisms, or provides HE provision not currently available in the Borough.
- 12.48** Schools can play a part in providing wider community benefits through making use of their recreation and arts facilities for wider community use as well as adult education classes etc. Such uses and wider co-location initiatives will be encouraged where appropriate.

### **Policy SUP 3**

#### **Education and Training**

We will work with partners to deliver key developments that will improve the educational and training opportunities in Pendle.

- Priority should be given to directing education and training developments to areas with an identified need or deficiency in provision, as identified in the Pendle Infrastructure Delivery Plan or partners plans, or high levels of deprivation, whilst having regard to the principles set out in SDP1, SDP5 and SUP1.
- Facilities and services for the education and training of all ages groups should be in locations that are conveniently accessible to users, including by walking and cycling. Where possible, consideration of provision of primary and secondary education facilities on a single site or in close proximity will be supported to reduce travel requirements for families with children of different ages.
- The Council will support provision of improved Primary Education facilities where a need exists.

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- The Council will continue to support the upgrading of secondary education facilities, especially where the proposed scheme will bring benefits to the wider community.
- The Council will work with partners to ensure the provision of, or access to, post 16 education and training to help reduce inequalities and support the local economy.
- In designing new facilities, partners and developers should have regard to the requirements set out in policies SUP4 and ENV2.

### Monitoring and Delivery

<b>Strategic Objectives</b>	2, 6, 8
<b>SCS Priority Goals</b>	2, 7
<b>Targets</b>	<ul style="list-style-type: none"> <li>To deliver key developments to improve the education and training offer in the borough.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>Number, and location, of new and improved education and training facilities.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Nelson and Colne College, Private Education Providers, Private Training providers (e.g. Training 2000)
<b>Implementation</b>	<ul style="list-style-type: none"> <li>The identification of sites for the location of community facilities will be delivered through the Land Use Allocations DPD</li> <li>Proposals will be delivered through the determination of planning applications through the development management process.</li> <li>The Infrastructure Plan will identify further needs which may be addressed through the use of developer funding where appropriate.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>PPS1: Delivering Sustainable Development</li> <li>Pendle Infrastructure Study</li> <li>Pendle Sustainable Settlements Study</li> <li>Lancashire Children and Young People's Plan</li> <li>Lancashire Primary Capital Programme Strategy for Change</li> <li>Nelson and Colne College Strategic Plan</li> </ul>

### Options appraisal summary

What other options were considered?	Comment
Provide large centralised facilities where there is greatest population e.g. Key Service Centres. (Issue 8a - Option 1)	This approach is not considered appropriate for the location of all education facilities as proposals, particularly for primary education, will generally be to meet an identified need in a specific area and therefore the proposal would be directed to that location. Larger secondary or college facilities may be best located in key service centres as these locations will usually be the most accessible to the majority.
Concentrate facilities where they are most accessible by road and public transport. (Issue 8a - Option 2)	This is partly included in the policy, as developments are required to be located in accessible locations, but the emphasis is also on access by walking and cycling and not just the car.
Target new facilities at areas where there is an identified and/or projected need. (Issue 8a - Option 3)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.

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<b>What other options were considered?</b>	<b>Comment</b>
Focus new facilities in deprived areas. (Issue 8a - Option 4)	This is included within the policy, alongside other options considered necessary to tackle all the elements of this issue.
Distribute facilities equally across Pendle. (Issue 8a - Option 5)	It was felt that this approach would not best address meeting needs of the population of specific areas.
Community facilities as a priority - Education e.g. Nurseries, primary and secondary schools, colleges etc. (Issue 8b - Choice 6)	Support for these facilities are included in the policy. This option was the least supported option during the consultation perhaps suggesting people feel there is currently sufficient provision. However there may be a need in the future and therefore the policy needs to provide a supportive framework for such eventualities.

## 12 Supporting: Creating Healthy and Confident Communities

### Designing Better Public Places

#### Introduction

- 12.49** This policy sets out some general principles regarding the design of 'public places' i.e. public buildings such as hospitals, schools and libraries and the spaces around these buildings such as town squares, public gardens and pedestrianised streets (collectively known as the public realm). The way these places are designed to interact with each other for the benefit of the people who use them is an important component in the character of an area and the quality of a place.
- 12.50** This policy helps to address Strategic Objective 3 of the Core Strategy: To promote high quality design in new developments, our streets and public spaces, to create fully accessible, attractive and safe places to live, learn, work, play or visit. The design of a new development can be critical to achieving a better quality of life, an improved sense of place and a more healthy and safe environment.

#### Context

- 12.51** Planning Policy Statement 1: Delivering Sustainable Development, states that planning should ensure high quality development through good and inclusive design and that design which fails to capitalise on the opportunities available for improving the character and quality of the area should not be accepted. PPS1 sets out a number of key objectives relevant to the design of public buildings and spaces, including the need to ensure that new developments respond to their local context and create, or reinforce, distinctiveness and are visually attractive as a result of good architecture and appropriate landscaping.
- 12.52** World Class Places, The Government's strategy for improving quality of place<sup>(215)</sup> emphasises that bad planning and design can encourage crime, contribute to poor health, undermine community cohesion, deter investment, spoil the environment and over the long term incur significant costs. It highlights how the increase in obesity and other chronic health problems, an ageing population and, most importantly, climate change should influence the way we develop places and design buildings and the public realm.

#### Public buildings

- 12.53** Several national, government initiatives have put in place standards to try to ensure quality in new public buildings. The Better Public Building initiative in 2000 introduced and promoted demanding standards governing the process of commissioning new public buildings – the Office of Government Commerce's Common Minimum Standards.
- 12.54** Evidence reveals that good design can improve the delivery of public services<sup>(216)</sup>. A UK study of pupil performance found that capital investment in school buildings had a very strong influence on staff morale, pupil innovation and effective learning time. Building good design into classrooms has a significant impact on pupil achievement and behaviour. Studies on the relationship between pupil achievement and behaviour have found that test scores in well designed buildings were up to 11% higher than those in poorly designed buildings. Patient recovery times can be reduced by well designed healthcare buildings while attractive, functional working environments help recruit and retain hospital staff. Eighty six per cent of directors of nursing say that hospital design is 'important' or 'very important' in relation to the performance of nurses. Over 90% of nurses and all directors of nursing believe that a well designed environment is significantly linked to patient recovery rates. The strength of the evidence for education and healthcare is repeated across other sectors.

<sup>215</sup> HM Government (2009) *World class places: The Government's strategy for improving quality of place*. [online]. London, CLG. Available from <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1229344.pdf> [Accessed 4th June 2010]

<sup>216</sup> Better Public Buildings (2006) CABE

## Supporting: Creating Healthy and Confident Communities 12

### Public spaces

- 12.55** The World Class Places strategy defines quality of place as ‘the physical characteristics of a community – the way it is planned, designed, developed and maintained – that affect the quality of life of people living and working in it, and those visiting it, both now and into the future’.
- 12.56** PPS1 highlights how high quality and inclusive design can create well-mixed and integrated spaces which avoid segregation and have well-planned public spaces that bring people together and provide opportunities for physical activity and recreation.
- 12.57** Accessible local facilities and public places are particularly important as we seek to provide for an ageing population. In 2008 the Government published its strategy for promoting lifetime homes and neighbourhoods for an ageing society<sup>(217)</sup>. This sets out a package of measures to ensure that older people live in high quality, warm environments that are suited to their needs by creating homes and neighbourhoods that help to make life easier, and turn the challenges of ageing into new opportunities. Key features include:
- Well designed paving and kerbs
  - Access to public amenities
  - Public toilets
  - Street lighting
  - Accessible public transport
  - Appropriately located bus stops
  - Disabled parking bays
  - Green spaces and meeting places that promote inter-generational contact
  - Information and advice for finding one’s way
- 12.58** Physical activity can contribute to well-being and is essential for good health, with research suggesting that increasing physical activity levels in the population will help prevent or manage over 20 conditions and diseases<sup>(218)</sup>.
- 12.59** People on low incomes are more likely to live in lower quality areas<sup>(219)</sup>. Yet evidence suggests that people they are also more likely to spend more time close to their homes, are more reliant on local services and social ties and are less likely to move away. Low income groups will be particularly affected if services, facilities and opportunities are remote or of poor quality or the design of their neighbourhood encourages crime and social isolation.
- 12.60** The Masterplan for Nelson Town Centre<sup>(220)</sup> which guides investment and activity over the next ten years and beyond, provides for radical reworking of the town centre public realm. The first two projects have taken place with the development of a new mixed use business and arts centre development around Market Street and the opening of a new bus-rail interchange. The third and fourth stages are in progress, to redevelop the Manchester Road / Leeds Road corridor to one way traffic and develop an improved public realm offer around this including remodelling the frontage of the Pendle Rise shopping centre which currently turns its back onto this area of public realm.
- 12.61** The Pennine Lancashire Squared initiative aimed to create unique and high profile public spaces not just in Nelson, but also in towns throughout Pennine Lancashire. In Nelson proposals centre linking the space between the Pendle Rise Shopping Centre and the former Woolworths building,

217 CLG (2008) *Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society*, London

218 National Institute for Health and Clinical Excellence (2008) *Promoting and creating built or natural environments that encourage and support physical activity*, London

219 HM Government (2009) *World class places: The Government's strategy for improving quality of place*. [online]. London, CLG. Available from <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1229344.pdf> [Accessed 4th June 2010]

220 BDP (2006) Nelson Town Centre Masterplan

## 12 Supporting: Creating Healthy and Confident Communities

with the new ACE Centre. The winning design includes introducing grassed areas, trees, seating and roof gardens in the town centre, lighting and linking of existing landmarks, extending canopies and the use of public art to promote urban renewal.

### Strategy

- 12.62** Good design should contribute positively to the creation of better public places where people can interact and take part in public life. The Council will work with public sector partners and private developers to deliver well designed public buildings and spaces which contribute to the character and sense of place of Pendle.
- 12.63** The heritage assets of Pendle are important part in establishing its character and achieving a sense of place. Proposals should contribute to, and enhance, the qualities of these heritage assets in line with the requirements of policy ENV2 (Quality in Design and Conservation).
- 12.64** BREEAM (Building Research Establishment Environmental Assessment Method) is the leading and most widely used environmental assessment method for buildings. Since the launch of the original scheme, which mainly focused on office buildings, different versions have been developed that are specially adapted for assessing a wide range of public building types – for example, BREEAM Schools which assesses new schools, major refurbishment projects and extensions. From the 1st July 2008 all healthcare buildings seeking approval and funding for a building project above a capital cost value threshold of £2m are required to be assessed using the BREEAM Healthcare standard. All new build developments will need to achieve an ‘Excellent’ rating ( $\geq 70\%$ ) while refurbishments need to achieve a ‘Very Good’ rating (55-70%). The Council will encourage all new developments for public facilities to meet the highest possible level of the Breeam code as appropriate to the development (e.g. Breeam Healthcare, Breeam Education, Breeam Communities etc.).
- 12.65** Developments should consider the interaction of the proposed development with the surrounding public realm to create a quality environment with a sense of place and local identity. The flow of space between interior and exterior spaces and the streets, roads and squares that connect buildings can be just as important as the buildings themselves. The scale and shape of buildings, the layout of streets, squares and parks, the handling of materials and signs, all help to influence the feel of an area and the way it functions. *Manual for Streets 2 – Wider Application of the Principles* (CIHT 2010) takes the principles set out in Manual for Streets demonstrates how the design principles and standards can be applied to high streets in towns and villages.
- 12.66** Developments should consider access for all, both within the building and the approaches through associated areas of public realm. Often referred to as inclusive design, the principles make the built environment accessible to those who may otherwise be excluded due to poor design. Specific guidance is available in publications such as *Planning and access for disabled people* (CLG, 2003).
- 12.67** ‘Lifetime Neighbourhoods’ continues these principles, focusing on designing neighbourhoods that are accessible to all regardless of age, health or disability. New provision of public buildings and spaces should consider such issues to ensure areas are accessible and usable to all and which encourage people to be physically active as a routine part of their daily life, to help increase health and well-being.

### Policy SUP 4

#### Designing Better Public Places

The Council will work with partners and developers to achieve well designed, high quality public buildings and spaces.

## Supporting: Creating Healthy and Confident Communities 12

Regard should be had to the general design requirements set out in Policy ENV2.

Furthermore:

### **Public buildings**

Proposals should contribute to the quality of place by:

- Design buildings which are adaptable and suitable for multi-use, both now and in the future.
- Designing sustainable buildings which meet the highest level of the appropriate BREEAM scheme as possible and the on-site energy requirement as set out in Policy ENV3.
- Having regard to the relationship between the public building and associated or neighbouring public realm to achieve a quality sense of place and local identity.
- Promoting a pattern of land use and location of facilities which encourages walking, cycling, leisure, recreation and play, to provide for an active and healthy lifestyle for all.

### **Public realm**

Proposals should contribute to sustaining or improving the quality, appearance and character of the public realm by:

- Improving connectivity to ensure ease of movement for all users.
- Increasing the use of natural surfaces, trees, shrubs and planting.
- Using materials which are in keeping with the established character of the area and ensure sensitive repair and maintenance regimes are put in place.
- Seeking to design out the opportunity for crime and anti-social behaviour and encourage natural surveillance.
- Increasing the use of public art, where appropriate, and in keeping with the place.
- Ensuring advertisements contribute positively to the public space. The Design Principles SPD give more detailed guidance on the design of advertisements.

### **Monitoring and Delivery**

<b>Strategic Objectives</b>	3, 4, 7, 8, 9, 10
<b>SCS Priority Goals</b>	4, 5, 6, 7, 8
<b>Targets</b>	<ul style="list-style-type: none"> <li>• To increase the design quality of public buildings and spaces.</li> </ul>
<b>Indicators</b>	<ul style="list-style-type: none"> <li>• Number of planning applications refused on the grounds of poor design.</li> <li>• Number of applications with a Secured by Design award.</li> <li>• Number of public buildings built achieving a BREEAM rating.</li> </ul>
<b>Delivery Agencies</b>	Pendle Borough Council, Lancashire County Council, Regenerate Pennine Lancashire, Heritage Trust for the North West, English Heritage, Private Developers.
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Determination of planning applications through the development management process.</li> <li>• By guiding development with more detailed design guidance in Supplementary Planning Documents and Masterplan documents.</li> <li>• Public sector funding initiatives will be used as a delivery tool.</li> </ul>
<b>Key Linkages</b>	<ul style="list-style-type: none"> <li>• Planning Policy Statement 1: Delivering Sustainable Development</li> <li>• World class places: The Government's strategy for improving quality of place</li> <li>• Better public buildings: A proud legacy for the future (CABE)</li> <li>• Creating excellent primary schools: A guide for clients (CABE)</li> </ul>

## 12 Supporting: Creating Healthy and Confident Communities

- Creating excellent secondary schools: A guide for clients
- (CABE)
- By Design - Urban Design in the Planning System: Towards Better Practice
- By Design, Safer Places: The planning system and crime prevention
- Manual for Streets; Volumes 1 & 2
- Planning and Access for Disabled People: A good practice guide
- Promoting and creating built or natural environments that encourage and support physical activity (NICE)
- North West Best Practice Design Guide
- Raising Design Quality in Pennine Lancashire
- Pendle Design Principles SPD
- Pendle Conservation Area Design and Development Guidance SPD
- Bradley (Nelson) Area Action Plan DPD
- Brierfield Railway Street Area SPD
- Nelson Town Centre Masterplan

What other options were considered?	Comment
No alternative options were considered, but a range of choices were available for prioritisation. (Issue 3b - Choices 1-6)	All the choices that were proposed under consideration of the 'public realm' issue, have been included within this policy.

## 13 Monitoring and Delivery

### Introduction

- 13.1** Monitoring provides information on the performance of policy, the delivery of development and impacts on the environment. It helps us to assess whether our plans remain sound, or whether adjustments need to be made in order to meet the plan objectives.
- 13.2** After each policy in this document is a Monitoring and Delivery box. This sets out:
- how each policy will be monitored i.e. the **targets** and **indicators**
  - how the aims of the policy will be delivered i.e. the methods for **implementation** (e.g the Development Management Process)
  - the **delivery agents** e.g. the Council, public sector partners or private developers.
- 13.3** Once adopted, overall monitoring of the Core Strategy will be carried out in the Annual Monitoring Report (AMR), produced in December of each year. Every Council must produce this report and submit it to the Secretary of State and it forms an integral part of the overall package of documents that make up our LDF. It should be noted that the Government is currently reviewing the approach to monitoring and this could change in the future.
- 13.4** As well as monitoring the performance against set indicators and targets, the AMR will also include an Infrastructure Delivery Schedule. This will monitor the current situation of identified key projects and developments which are important in providing infrastructure to support the delivery of sustainable development in Pendle.
- 13.5** A set of indicators has been specifically developed for monitoring the effectiveness of the LDF and include the following types of indicator:

### Output Indicators

- 13.6** An indicator that measures the direct output of the plan or programme. These indicators measure progress in achieving plan or programme objectives, targets and policies. They are set at the national level in the Single Data List and at the local level as Local Output Indicators.

### The Single Data List

- 13.7** The single data list is a list of all data returns that central government requires from local government. A number of planning indicators are included in this list which aim to show performance of the planning system and its key objectives.

### Local Output Indicators

- 13.8** These address issues addressed by the Local Development Framework. They provide scope for addressing issues that are of particular local significance and therefore reflect local circumstances and issues that prevail in Pendle.

### Significant Effects Indicators

- 13.9** There are linked with the Sustainability Appraisal and measure the significant effects of implementing the policies in the Local Development Framework.

### Contextual Indicators

- 13.10** Their purpose is to describe wider social, economic and environmental issues, or 'context' for the Local Development Framework. These are the key facts and figures that are found in the Spatial Portrait.

## 13 Monitoring and Delivery

### Housing Trajectory

**13.11** The role of the housing trajectory is to integrate the 'plan, monitor and manage' approach into housing delivery. It shows past performance and estimates future completions in a graphical form.

## Affordable Housing Targets: Dynamic Viability Model A

### Appendix A Affordable Housing Targets: Dynamic Viability Model

- A.1** The Burnley and Pendle Affordable Housing Site Viability Study (Update 2010) provides the Dynamic Viability Model which is used in Policy LIV3 to set variable Affordable Housing Targets according to market conditions.
- A.2** The Model works by using a benchmark site that reasonably reflects the affordable target level that is deliverable in the area. The model uses the nationally published indexes relating to house prices, building costs and alternative land values to develop a matrix of targets that changes depending on the changes to the indexes.
- A.3** The set of indices is based on the assessment that, of all the many financial assumptions in the appraisal that could change over time, there are three key variables which in practice dominate the outcome. Price and build cost are the key figures which determine the residual value result, but significant movements in alternative use value will also move the site into or out of viability.
- A.4** Table A1 below sets out the indexes for automatic updating of Dynamic Viability.

Variable	Proposed Index	Starting Value
House Price	Halifax House Price Index Quarterly North West Seasonally Adjusted	Q1 2010 = 493.8
Build Cost	BCIS General Building Cost Index	Q2 2009 = 295.9
Alternative Use Value	Valuation Office Agency: Property Market Reports:  Value of industrial land for Manchester  Both the coverage and frequency of the VOA's Property Market Report have been reduced. They are now annual rather than six monthly and only cover the very largest regional centres (the nearest being Manchester, Liverpool and Leeds). The Manchester figure is proposed for use as an index in updating the alternative use value; it is movements in the Manchester figure rather than its absolute value, which are important.	January 2010  (Value per ha = £650,000)

- A.5** The Model contains two matrix types:
- a coarse matrix which uses 10% intervals in the indices (price, cost and alternative use value) providing broad coverage, but this level of change can produce large changes in the affordable housing target.
  - a fine matrix which uses 4% intervals in the indices providing changes in the target of around 5% - this is a manageable level of change for a potentially annual shift.
- A.6** The benchmark site appraisal tables are set out below. There is a set of tables for the Coarse Matrix and a set of tables for the Fine Matrix. These detailed tables provide the full range of possible targets and also the alternative use value check in eight bands of alternative use value indexes.
- A.7** Table A1 shows the starting value for each of the indexes. These can be located on the matrices below and indicates the target level of affordable housing that is viable and will be required in new developments. Annual updates of the position of the indexes will be published in the Council's Annual Monitoring Report (AMR) and these can then be used with the tables in this appendix to calculate the latest affordable housing target in line with the requirements of Policy LIV3.

## Affordable Housing Targets: Dynamic Viability Model

## Coarse Matrix

Table C1 Base alternative use value: 0% change in Land Value Index

Table C2 Base alternative use value: -60% change in Land Value Index

Table C3 Base alternative use value: -40% change in Land Value Index

Table C4 Base alternative use value: -20% change in Land Value Index

Table C5 Base alternative use value: +20% change in Land Value Index

# Affordable Housing Targets: Dynamic Viability Model A

Table C6 Base alternative use value: +40% change in Land Value Index

Table C7 Base alternative use value: +60% change in Land Value Index

Table C8 Base alternative use value: +80% change in Land Value Index

## Fine Matrix

Table F1 Base alternative use value: 0% change in Land Value Index

Table F2 Base alternative use value: -30% change in Land Value Index

## Affordable Housing Targets: Dynamic Viability Model

Table F3 Base alternative use value: -20% change in Land Value Index

Table F4 Base alternative use value: -10% change in Land Value Index

Table F5 Base alternative use value: +10% change in Land Value Index

Table F6 Base alternative use value: +20% change in Land Value Index

Table F7 Base alternative use value: +30% change in Land Value Index

Affordable Housing Targets: Dynamic Viability Model A

Table F8 Base alternative use value: +40% change in Land Value Index

## B Local Plan Policies Replaced by the Core Strategy

### Appendix B Local Plan Policies Replaced by the Core Strategy

Replacement Pendle Local Plan 2001-2016 Policy		Core Strategy Policy
1	Development in the Open Countryside	Not replaced
2	Area of Outstanding Natural Beauty	ENV1, ENV2
3	Green Belt	ENV1, ENV2
3A	Protected Areas	Not replaced
4A	Natural Heritage - International Sites	ENV1
4B	Natural Heritage - National Sites	ENV1
4C	Natural Heritage - Country & District Designated Sites	ENV1
4D	Natural Heritage - Wildlife Corridors, Species Protection & Biodiversity	ENV1
5	Renewable Energy Resources	ENV3
6	Development & Flood Risk	ENV7
7	Water Resource Protection	ENV7
8	Contamination and Pollution	Not replaced
9	Buildings of Special Architectural or Historic Interest	ENV1, ENV2, (Conservation Area Design and Development Guidance SPD)
10	Areas of Special Architectural or Historic Interest	ENV1, ENV2, (Conservation Area Design and Development Guidance SPD)
11	Archaeology	ENV1, (Conservation Area Design and Development Guidance SPD)
12	Maintaining Settlement Character	Not replaced
13	Quality and Design of New Development	ENV2, (Design Principles SPD)
14	Trees Woodland & Hedgerows	ENV1
16	Landscaping in New Development	Not replaced
17	Location of New Housing Development	SDP2, LIV1, LIV2, LIV3
18	Housing Market Renewal	Not replaced
20	Quality Housing Provision	LIV4
21	Provision of Open Space in New Development	LIV4
22	Protected Employment Areas	Not replaced
23	Location of New Employment Development	SDP3, WRK1, WRK2
24	Employment in Rural Areas	WRK1, WRK2, WRK4

## Local Plan Policies Replaced by the Core Strategy B

Replacement Pendle Local Plan 2001-2016 Policy		Core Strategy Policy
25	Location of Service & Retail Development	SDP4, WRK3
26	Non-shopping Uses in Town Centres & Local Shopping Areas	Not replaced
27	Retail & Service Land Provision	Not replaced
28	Retail & Service Provision in Villages	SDP4, WRK3, SUP1
29	Creating an Improved Transport Network	ENV4
30	Sustainable Travel Modes	ENV4
31	Parking	Not replaced
32	New Community Facilities	SUP1
33	Existing Open Space	ENV1
34	Improved Open Space Provision	ENV1
35	Countryside Access	Not replaced
36	Leeds-Liverpool Canal Corridor	WRK4
37	East Lancashire Regional Park	Not replaced
38	Telecommunications	Not replaced
39	Equestrian Development	Not replaced
40	Tourism	WRK4

## C Glossary

### Appendix C Glossary

Term / Common abbreviation	Brief Description
<b>Affordable housing</b>	<p>- Housing that is available to households whose needs are not met by the market i.e. at a cost that is low enough for them to afford, in relation to local incomes and house prices.</p> <p>There are three main types of affordable housing:</p> <ol style="list-style-type: none"> <li>1. Intermediate housing – priced above target rents<sup>(221)</sup>, but below open market levels.</li> <li>2. Social (rented) housing - provided by a landlord, where access is on the basis of housing need, with rents no higher than target rents.</li> <li>3. Key worker housing - a range of low cost housing options for public sector workers essential to the provision of quality public services.</li> </ol>
<b>Ancient woodland</b>	<p>- In England, the term ancient woodland is used to refer to land that has been continuously wooded since 1600. Areas of ancient woodland that have never been cleared or replanted are known as semi-natural ancient woodland. This resource cannot increase and is irreplaceable.</p>
<b>Annual Monitoring Report</b>	<p><b>AMR</b> Submitted to the Government in December of each year, this document sets out how the Council's planning policies have been used in the previous financial year (April to March) and whether it has achieved the milestones set out in its Local Development Scheme.</p> <p>► See Local Development Scheme.</p>
<b>Appropriate Assessment</b>	<p><b>AA</b> A requirement, under the European Habitats Directive, its purpose is to assess the potential impact emerging planning policies may have - either alone, or in combination with other projects or plans - on the structure, function or conservation objectives for a European (Natura 2000)<sup>(222)</sup> Site.</p>
<b>Area Action Plan</b>	<p><b>AAP</b> A Development Plan Document that provides the planning framework for a specific location subject to conservation, or regeneration. A key feature is its focus on implementation.</p> <p>In Pendle AAPs will be used to support the delivery of the Housing Market Renewal programme.</p> <p>► See Development Plan Document</p> <p>► See Housing Market Renewal</p>
<b>Article 4 Direction</b>	<p>- An order which requires work which would normally be exempt from the need to obtain planning permission (i.e. "permitted development") to obtain formal consent.</p>
<b>Biodiversity</b>	<p>- Derived from the term "biological diversity" it is most often used to refer to the number and variety of plants, animals and micro-organisms found within a specified area (or ecosystem).</p> <p>► See Biodiversity Action Plan</p>
<b>Biodiversity Action Plan</b>	<p><b>BAP</b> A strategy aimed at conserving biological diversity within a given area through a series of actions focusing on protection and restoration.</p> <p>► See Biodiversity</p>
<b>Brownfield land</b>	<p>- Also referred to as previously developed land, or PDL for short. The term refers to land previously occupied by a permanent structure (excluding agricultural, or forestry buildings) and any associated fixed (surface) infrastructure. The term can also be applied to land occupied by under-used or vacant premises.</p>

221 To make sure that rents paid by tenants remain affordable and that tenants in similar properties, in similar areas, pay similar rents, whether their landlord is a Council or a Housing Association, the Government set target rents that all properties in the public sector have to achieve by 2012. The target rent for each property was calculated using a set formula that took into account: the value of the property at a set date; its size in terms of the number of bedrooms; average earnings in the area; and its location

222 Natura 2000 Sites include Special Areas of Conservation (SACs) designated for species and habitats and Special Protected Area (SPAs) designated for birds. On land these are usually part of existing Sites of Special Scientific Interest (SSSI)

## Glossary C

Term / Common abbreviation	Brief Description
	<p>► See Greenfield land</p>
<b>Building for Life</b>	<b>BfL</b> An initiative which promotes design excellence and celebrates best practice in the house building industry. The Building for Life criteria are the measure by which design quality in new housing is assessed. They cover four main themes: <ol style="list-style-type: none"> <li>1. Character</li> <li>2. Roads, parking and pedestrianisation</li> <li>3. Design and construction</li> <li>4. Environment and community</li> </ol>
<b>Climate change</b>	<ul style="list-style-type: none"> <li>- A reference to significant long-term change in the 'average weather' conditions (temperature, precipitation and wind patterns) experienced in a particular area.</li> </ul> <p>These changes can be caused by external forces, such as variations in sunlight intensity, and more recently by human activities, in particular the consumption of fossil fuels.</p>
<b>Code for Sustainable Homes</b>	<b>CSH</b> The Code measures the sustainability of a new home against categories of sustainable design, rating the 'whole home' as a complete package. The Code uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. The Code sets minimum standards for energy and water use at each level and, within England.
<b>Community Infrastructure Levy</b>	<b>CIL</b> This is a standard charge decided levied on new developments by local authorities to reflect their impact on local services and amenities. It can be levied as a certain amount per dwelling or per square metre of development. <p>► See Infrastructure</p>
<b>Conservation Area</b>	<ul style="list-style-type: none"> <li>- Areas of special architectural or historical interest, the character, appearance or setting of which it is desirable to preserve or enhance.</li> </ul> <p>Properties within a conservation area may be subject to planning restrictions particularly relating to the exterior of the property.</p>
<b>Consultation Statement</b>	<ul style="list-style-type: none"> <li>- Demonstrates how each Local Development Document has been prepared in accordance with the requirements set out in The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.</li> </ul> <p>The statement should set out:</p> <ul style="list-style-type: none"> <li>• which bodies and persons were invited to make representations under Regulation 25 (Regulation 26 for the Statement of Community Involvement);</li> <li>• how these bodies and persons were invited to make such representations;</li> <li>• a summary of the main issues raised by those representations; and</li> <li>• how those main issues have been addressed in the LDD.</li> </ul> <p>► See Local Development Document</p> <p>► See The Regulations</p>
<b>Contaminated land</b>	<ul style="list-style-type: none"> <li>- Land that has been polluted and needs to be treated before development can safely take place on the site.</li> </ul>
<b>Core Strategy</b>	<b>CS</b> The key document in the new Local Development Framework (LDF). The Core Strategy establishes the key elements for planning in the Pendle area and sets out: <ul style="list-style-type: none"> <li>• a spatial vision and strategic objectives;</li> <li>• a spatial strategy;</li> <li>• core policies; and</li> <li>• a framework for monitoring and implementation.</li> </ul> <p>The Core Strategy must be kept up to date and all other Development Plan Documents must be in conformity with it.</p> <p>► See Development Plan Documents</p>

## C Glossary

Term / Common abbreviation	Brief Description
<b>Development Plan</b>	<p>- Development plans are statutory documents, which contain planning policies and site specific allocations and proposals to guide the nature and location of development in a particular area.</p> <p>In Pendle the Development Plan currently comprises the Regional Spatial Strategy, which provides strategic locational guidance; the Pendle Local Plan, which expresses locally specific planning policy guidance and advice for developers; and Development Plan Documents included in the Lancashire Minerals and Waste Local Plan.</p> <p>Under the new planning system Local Plans are to be replaced by a Local Development Framework (LDF). As such the Development Plan for Pendle will eventually contain the Regional Spatial Strategy and Development Plan Documents from the new Pendle LDF and the Lancashire Minerals and Waste LDF.</p> <ul style="list-style-type: none"> <li>▶ See Statutory</li> <li>▶ See Site Specific Allocations</li> <li>▶ See Regional Spatial Strategy</li> <li>▶ See Development Plan Documents</li> <li>▶ See Local Plans</li> <li>▶ See Local Development Framework</li> </ul>
<b>Development Plan Document</b>	<p><b>DPD</b> Theses are statutory planning documents, which contain the key policies used to control development in the Borough. Those that local planning authorities are required to prepare include the Core Strategy, site-specific allocations of land and, where needed, area action plans. A proposals map, which illustrates the spatial extent of policies must also be prepared and maintained to accompany all DPDs.</p> <p>DPDs form part of the Development Plan and are, therefore, a primary consideration in decisions on a planning application, unless material considerations indicate otherwise. As such they are subject to rigorous consultation procedures, sustainability appraisal and independent examination. DPDs can only be adopted once the inspector appointed by the Government to oversee the examination has issued his/her binding report.</p> <ul style="list-style-type: none"> <li>▶ See Statutory</li> <li>▶ See Core Strategy</li> <li>▶ See Proposals Map</li> <li>▶ See Area Action Plans</li> <li>▶ See Development Plan</li> <li>▶ See Sustainability Appraisal</li> </ul>
<b>Evidence Base</b>	<p>- The body of information and data prepared or collated by a local planning authority to help justify the soundness of the policy approach set out in its Local Development Documents.</p> <ul style="list-style-type: none"> <li>▶ See Soundness</li> <li>▶ See Local Development Documents</li> </ul>
<b>Front loading</b>	<p>- The term used to reflect that public input and consensus will be sought at the earliest opportunity in the production of Local Development Documents.</p> <ul style="list-style-type: none"> <li>▶ See Local Development Documents</li> </ul>

## Glossary C

Term / Common abbreviation	Brief Description
<b>General consultation bodies</b>	<p>- The Regulations require local planning authorities to consult such of the 'general consultation bodies' as they consider appropriate, in the preparation of documents that will form part of the Local Development Framework. General consultation bodies include:</p> <ul style="list-style-type: none"> <li>a. Voluntary bodies some or all of whose activities benefit any part of the authority's area</li> <li>b. Bodies which represent the interests of different racial, ethnic or national groups in the authority's area.</li> <li>c. Bodies which represent the interests of different religious groups in the authority's area</li> <li>d. Bodies which represent the interests of disabled persons in the authority's area.</li> <li>e. Bodies which represent the interests of persons carrying on business in the authority's area.</li> </ul> <p>► See The Regulations</p> <p>► See Specific Consultation Bodies</p>
<b>Green Belt</b>	<p>- An area of land around built-up areas where there is a presumption against inappropriate development, in order to keep the land permanently open. The intention is to safeguard the countryside from urban encroachment; to prevent adjacent towns and villages from merging; to preserve the special character of historic towns and to assist urban regeneration by encouraging the re-use of Brownfield (previously developed) land.</p> <p>► See Brownfield Land</p>
<b>Green infrastructure</b>	<p>- The term used to describe natural and managed areas of 'green' land lying both in, and between, our towns and villages, that together make up a network of inter-connected, high quality, multi-functional open spaces and the corridors that link them, which provide multiple social, economic and environmental benefits for both people and wildlife.</p> <p>► See Infrastructure.</p>
<b>Greenfield land</b>	<p>- Describes a site that has either not previously been developed, or where nature has clearly 'reclaimed' a previously developed site.</p> <p>► See Brownfield Land</p>
<b>Housing Market Renewal</b>	<p><b>HMR</b> The process of coordinating public sector intervention to help sustain areas where housing market failure is evident – i.e. there is low demand for housing and high levels of abandonment.</p>
<b>Housing Market Restructuring</b>	<p><b>HMR</b> ► See Housing Market Renewal.</p>
<b>Housing Needs</b>	<p>- Housing need is defined as the quantity of housing required for households who are unable to access suitable housing without financial assistance.</p>
<b>Infrastructure</b>	<p>- Collective term for the basic services necessary for development to take place i.e. transport, electricity, sewerage, water, education and health facilities.</p> <p>► See Green Infrastructure.</p>
<b>Landscape character</b>	<p>- Describes the recognisable pattern of elements – including combinations of geology, landform, soils, vegetation, land use and human settlement - that occur consistently in parts of the landscape. Often defined by the four basic elements of form, line, colour, and texture.</p>
<b>Landscape Character Assessment</b>	<p>- Study undertaken to define the key elements that make up the landscape character of an area.</p> <p>► See Landscape Character</p>
<b>Local Development Document</b>	<p><b>LD</b> The collective term for Development Plan Documents (DPD), Supplementary Planning Documents (SPD) and the Statement of Community Involvement (SCI).</p> <p>Together they help to deliver the spatial planning strategy for the area, and may be prepared jointly with other local planning authorities.</p> <p>► See Spatial</p>

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	<ul style="list-style-type: none"> <li>▶ See Development Plan Document</li> <li>▶ See Supplementary Planning Document</li> <li>▶ See Statement of Community Involvement</li> </ul>
<b>Local Development Framework</b>	<b>LDF</b> The term used to describe the collection of documents that outline how planning will be managed in the local area.  The LDF will eventually replace the Pendle Local Plan.
<b>Local Development Scheme</b>	<b>LDS</b> Sets out the timetable for the production of all the documents that will form part of the new LDF for Pendle.  The LDS must be agreed with Government.
<b>Local Plan</b>	- Document identifying detailed proposals for the protection and use of land in a local area. It consists of a Written Statement and a Proposals Map. It is used as the basis for development control decisions and to help co-ordinate new development. Local plans are to be phased out and replaced by a Local Development Framework. <ul style="list-style-type: none"> <li>▶ See Proposals Map</li> <li>▶ See Local Plans</li> <li>▶ See Local Development Framework</li> </ul>
<b>Local Transport Plan</b>	<b>LTP</b> A bidding document to help secure funding for local transport projects. Lancashire County Council is responsible for preparing the Lancashire Transport Plan.
<b>Local Strategic Partnership</b>	<b>LSP</b> A non-statutory body of public, private, community and voluntary sector organisations working together to support one another so that they can help improve service delivery and deliver a better quality of life for local residents. The key goals of the LSP are set out in the Sustainable Community Strategy. The LSP for Pendle is known as Pendle Partnership. <ul style="list-style-type: none"> <li>▶ See Statutory</li> <li>▶ See Sustainable Community Strategy</li> </ul>
<b>Open Space</b>	- The term used to describe all areas of public value, including not just land, but also areas of water, which offer opportunities for sport and recreation, or act as a valuable visual amenity or haven for wildlife.
<b>Planning Policy Guidance note</b>	<b>PPG</b> A series of notes setting out the Government's national policies for land use on a wide range of different planning issues. Due weight must be given to them when considering individual planning applications as they are a material factor in their determination. PPGs are gradually being replaced by Planning Policy Statements. <ul style="list-style-type: none"> <li>▶ See Planning Policy Statements</li> </ul>
<b>Planning Policy Statement</b>	<b>PPS</b> Prepared by the Government to outline national planning policy on a wide range of planning issues. In order to provide greater clarity than the Planning Policy Guidance notes that they will eventually replace, they will exclude advice on practical implementation, which is better expressed as guidance rather than policy. <p>The contents of a PPS must be taken into account in the preparation of the Local Development Framework.</p> <ul style="list-style-type: none"> <li>▶ See Planning Policy Guidance notes</li> <li>▶ See Local Development Framework</li> </ul>
<b>Previously Developed Land</b>	<b>PDL</b> ▶ See Brownfield Land

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<b>Proposals Map</b>	- Map of the district, using an Ordnance Survey base to illustrate the spatial implications of the policies and proposals contained in the other Development Plan Documents. The map defines sites where particular developments or land uses are favoured, or those areas that are protected from development. Detailed inset maps are used where additional clarity is required.  ► See Spatial
<b>Public realm</b>	- Public and private open spaces in our built up areas, both between and within buildings, that are available without charge for public use.
<b>Regional Spatial Strategy</b>	<b>RSS</b> Formerly known as Regional Planning Guidance (RPG13), this sets out a broad development strategy for the region over a 15-20 year period. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.  The RSS is prepared by the Regional Planning Board, now known as 4NW. Together with the Local Development Framework, the RSS will make up the statutory Development Plan for Pendle.  ► See Local Development Framework  ► See Statutory  ► See Development Plan
<b>Registered Social Landlord</b>	<b>RSL</b> Independent, not-for-profit private sector organisations providing social housing. Replaced the term Housing Association in the Housing Act 1996.
<b>The Regulations</b>	- Reference to The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008, which govern all matters relating to the preparation of Local Development Documents.
<b>Renewable Energy</b>	- An energy resource that is replaced rapidly by natural processes and essentially cannot be exhausted. Examples include wind energy, solar energy and hydro-electric power.
<b>Secured by Design</b>	<b>SBD</b> A Police initiative supporting the principles of designing out crime by the use of effective crime prevention and security standards for a range of applications.
<b>Site specific allocations</b>	- The allocation of land for particular uses within a Development Plan Document.  ► See Development Plan Document
<b>Soundness</b>	- The term means founded on a robust and credible evidence base and the most appropriate strategy when considered against the reasonable alternatives. For something to be sound is must also be deliverable, flexible and able to be monitored.
<b>Spatial</b>	- Although often used instead of the term 'geographic', it has a much broader meaning in that it refers to an in depth understanding of the position, area and size of features in a particular location, and the relationship that this place has with other locations.  ► See Spatial Planning
<b>Spatial planning</b>	Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in a particular area. It goes beyond traditional land use planning, in that it brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.  This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
<b>Specific consultation bodies</b>	- The Regulations require local planning authorities to consult each of the 'specific consultation bodies', to the extent that they consider that the proposed subject matter affects the body, in the preparation of documents that will form part of the Local Development Framework.

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	<p>The list of specific consultation bodies is identified in the regulations, but includes organisations such as major government departments and regional agencies, neighbouring local authorities, parish councils in and adjacent to the borough and infrastructure providers.</p> <ul style="list-style-type: none"> <li>▶ See Regulations</li> <li>▶ See Infrastructure Providers</li> <li>▶ See General Consultation Bodies</li> </ul>
<b>Stakeholder</b>	<ul style="list-style-type: none"> <li>- The term used to describe any organisation or individual that has a direct interest in, or is affected by, the actions or decisions of another individual or organisation.</li> </ul>
<b>Statement of Community Involvement</b>	<p><b>SCI</b> Sets out how a local planning authority (e.g. Pendle Council) intends to consult the public and selected organisations in the preparation, alteration and continuing review of all Local Development Documents and development management decisions. It explains how people and organisations can get involved in the preparation of new planning policy and how they will be consulted on planning applications.</p> <p>The SCI is no longer subject to independent examination but is still part of a comprehensive approach to engagement.</p> <ul style="list-style-type: none"> <li>▶ See Local Development Documents</li> </ul>
<b>Strategic Environmental Assessment</b>	<p><b>SEA</b> A legally enforced assessment procedure required by EU Directive 42/2001/EC. The directive aims to introduce a systematic assessment of the environmental effects of strategic planning and land use decisions. The environmental assessment requires:</p> <ul style="list-style-type: none"> <li>● the preparation of an environmental report;</li> <li>● the carrying out of consultations;</li> <li>● taking into account the environmental report and the results of the consultations in decision making;</li> <li>● the provision of information when a plan or programme is adopted; and</li> <li>● showing that the results of the environmental assessment have been taken into account.</li> </ul> <p>For planning documents, the SEA requirements have been incorporated into the Sustainability Appraisal.</p> <ul style="list-style-type: none"> <li>▶ See Sustainability Appraisal</li> </ul>
<b>Statutory</b>	<ul style="list-style-type: none"> <li>- Required by law (statute), usually through an Act of Parliament.</li> </ul>
<b>Sub-regional</b>	<ul style="list-style-type: none"> <li>- The term used to describe any subdivision of a region, larger than a district authority. For example Lancashire and East Lancashire are both sub-regions of North West England.</li> </ul>
<b>Supplementary Planning Document</b>	<p><b>SPD</b> Cover a range of thematic or site specific issues in order to provide additional information and guidance that expands on the policies contained in 'parent' Development Plan Documents. They do not form part of the statutory Development Plan and cannot be used to allocate land or introduce new planning policies (Development Plan Document). Although SPDs go through public consultation procedures and sustainability appraisal, they are not subject to independent examination.</p> <p>SPDs will replace existing Supplementary Planning Guidance.</p> <ul style="list-style-type: none"> <li>▶ See Development Plan Documents</li> <li>▶ See Statutory</li> <li>▶ See Development Plan</li> <li>▶ See Sustainability Appraisal</li> </ul>
<b>Sustainability Appraisal</b>	<p><b>SA</b> The process of assessing the policies and site allocations in a Development Plan Document, for their global, national and local implications on social, economic and environmental objectives.</p>

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	<ul style="list-style-type: none"> <li>▶ See Development Plan Document</li> <li>▶ See Strategic Environmental Assessment</li> </ul>
<b>Sustainable Community Strategy</b>	<p><b>SCS</b> This is a community document prepared by Pendle Partnership, the local strategic partnership for the borough. It sets out the strategic vision for the area and provides a vehicle for considering how to address difficult issues such as the economic future of an area, social exclusion and climate change.</p> <p>It is a vision document which and the Core Strategy must be aligned with its objectives.</p> <ul style="list-style-type: none"> <li>▶ See Local Strategic Partnership</li> <li>▶ See Core Strategy</li> </ul>
<b>Sustainable Development</b>	<ul style="list-style-type: none"> <li>- Various definitions of sustainable development have been put forward over the years, but that most often used is the Brundtland definition: enabling development that meets the needs of the present without compromising the ability of future generations to meet their own needs.</li> <li>- Planning seeks to promote sustainable development by helping to achieve a balance between economic growth, social advancement and environmental conservation.</li> </ul>
<b>Windfall sites</b>	<ul style="list-style-type: none"> <li>- Sites, including building conversions, which are not included as part of the housing or employment land supply, but which unexpectedly become available for development.</li> </ul>

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