

Preparing a Local Plan for Pendle

Evidence Base



Employment Land Review First Revision

18th September 2014



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NOTE:

This version of the Pendle Employment Land Review (ELR) is the same as that approved for public consultation by the Council's Executive on 12th December 2013, with the following exceptions:

Chapter 6	This has been updated to reflect a time horizon that is compatible with the emerging Pendle Local Plan (i.e. 2011-2030)
Chapter 6	Minor amendments to the section 'Allowance for Losses' (Page 75)
Chapter 6	The inclusion of a section on 'Churn' which is an alternative way of estimating an allowance for the loss of employment land (Page 77)
Chapter 8	Minor amendments to reflect the changes made to Chapter 6 (see above)

These amendments address comments received during the public consultation held between Friday 10th January and Friday 21st February 2014, which considered the Core Strategy (Further Options Report) and its supporting documents (including the ELR).

PART ONE – CONTEXT

1. Introduction

Background

- 1.1 One of the Government's key priorities is to promote economic growth and planning can make a significant contribution by ensuring that sufficient land of the right type is available in the right places at the right time.
- 1.2 But is also important to achieve an appropriate local balance between competing uses for land, particularly for housing, employment, retail and leisure uses. Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of the local community. They are also a key component of the statutory Development Plan, which is the basis for day-to-day decisions on planning applications in the area.
- 1.3 The National Planning Policy Framework ["The Framework"] makes it clear that Local Plans should be based on robust evidence and that the assessment of housing and employment needs in the area and, as far as possible, should be integrated:
- Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals (The Framework, ¶158).*
- 1.4 The Framework (¶161) goes on to recommend that a review of the land available for economic development should be undertaken at the same time as, or combined with, the Strategic Housing Land Availability Assessment ["SHLAA"]. Whilst the option to combine these two documents within a Strategic Housing and Employment Land Availability Assessment ["SHELAA"] will be considered in future years, the updates currently being carried out by Pendle Council will once again produce separate reports.
- 1.5 That said the updating of both the ELR and the SHLAA have been carried out in parallel. This has allowed us to identify sites that may be appropriate for either housing or employment use in future years. These sites are identified in Appendix 6 of the SHLAA and a final recommendation on their future use will be reached when work on the preparation of Pendle Local Plan (Part 2): Site Allocations and Development Policies re-commences in 2014.

Need for the Study

- 1.6 An Employment Land Review ["ELR"] is an important part of the evidence base for any Local Plan. In Pendle the ELR will help to inform strategic policies on employment in the Core Strategy and any site specific requirements that need to be addressed in Part 2: Site Allocation & Development Policies.
- 1.7 In line with national planning policy, Pendle Council wishes to ensure that its employment strategy, site allocations and planning policies provide for choice, flexibility and competition, and are sustainable and based upon a realistic assessment of the needs of local business and the property market going forward.

- 1.8 Government guidance states that an ELR should use the issues highlighted in previous studies as a starting point, but that these must be balanced by the need to avoid any undue influence from the conclusions reached, as circumstances can and do change. They must also consider the results of similar studies carried out in adjacent districts, taking into consideration the impact of employment land availability within these areas.
- 1.9 Pendle Council adopted its first ELR in March 2008. Government guidance recommends that an ELR should be updated regularly, but at no more than five yearly intervals, as part of the 'plan, monitor and manage' approach. This document represents the first review of the Pendle ELR.

Purpose of the Study

- 1.10 The purpose of an ELR is to assess the future demand for employment land, and considers whether the available supply is adequate in meeting the identified needs. This is of particular importance in the preparation of planning policies and site allocations for the emerging Local Plan, which must be based on a 'robust and credible evidence base' in order to be considered 'sound' at examination. It will also form the basis for policy decisions about the supply of land. It will also form the basis for policy decisions about the supply of land.
- 1.11 The role of an ELR is threefold:
1. To establish realistic assumptions about the deliverability of land for employment uses – i.e. its availability, suitability and likely economic viability.
 2. To reappraise the suitability of previously allocated sites.
 3. To determine whether these meet identified employment needs and development targets over the plan period.
- 1.12 In carrying out this work the ELR will help to assess:
- a. the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development; and
 - b. the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs.
- 1.13 The Framework emphasises that assessments of housing and employment land should be take account of relevant market and economic signals. As such an ELR can only provide a 'snapshot' in time. Their findings are subject to constant change as new dwellings or industrial units are completed, planning permissions are granted and new sites with development potential are identified.
- 1.14 Guidance recommends that an ELR should be updated regularly, but at no more than five yearly intervals, as part of the 'plan, monitor and manage' approach. The quantity, quality and suitability of land for business and commercial use in Pendle was last examined in 2007/08 and the results published in the first Pendle ELR adopted in March 2008. This study followed the best practice guidance, which is still in place. This methodology has been rolled forward in this new document, which represents the first review of employment land in the Borough.

Scope of the Study

- 1.15 The update of the Pendle ELR has been carried out in accordance with the methodology and outputs detailed in the *Employment Land Reviews Guidance Note* issued by the Office of the Deputy Prime Minister (now Department of Communities and Local Government) in December 2004.

Launch of the National Planning Practice Guidance Website

The Department for Communities and Local Government published the final version of the National Planning Practice Guidance on 6th March 2014. The website containing this suite of documents includes one concerned with 'Housing and Economic Land Availability Assessment.'

In the new guidance the methodology for preparing an Employment Land Review has changed and this will be reflected in future updates of the Pendle ELR. However, the changes are not significant enough to warrant a revision of this report, which follows the approach recommended in the 2004 Guidance Note.

- 1.16 The ELR Guidance Note indicates that an ELR should focus on employment land uses or premises which fall within the following categories:
- offices, both in town centres and elsewhere, including those for public administration;
 - light and general industry;
 - wholesale and freight distribution; and
 - high technology premises, including research, business and science parks.
- 1.17 In planning terms the existing stock of employment land in Pendle comprises:
- Land allocated or protected for employment use in the Replacement Pendle Local Plan (2001-2016), or any other adopted or emerging development plan document.
 - Land or premises which have the benefit of planning permission for a use that falls within Use Classes B1, B2 or B8.
 - Land or premises where the existing uses falls within Use Classes B1, B2 or B8.
- 1.18 The Pendle ELR considers whether such sites are still capable of satisfying the requirements of businesses and, therefore, making a positive contribution to future economic growth in the Borough. Any 'specialised' employment land requirements will also be taken into account in the course of the review and addressed when preparing new policy.¹
- 1.19 In accordance with the recommendation set out in the ELR Guidance Note (¶ 4.18) the update of the Pendle ELR has restricted the consideration of employment sites to a minimum site threshold of 0.25 ha (vacant sites) and 500m² (existing premise).
- 1.20 The starting point for this update is the study adopted by Pendle Council in March 2008. Where relevant findings from Pendle ELR and any earlier employment land studies have been incorporated into this review. But, in order to fully reflect changing circumstances and to avoid any possibility of undue influence from the conclusions reached in these earlier studies, the scoring of sites has been revisited.

¹ Specialist requirements include sectors or employers important to the local economy, the creative industries, key transport facilities, waste facilities and other 'bad neighbour' uses.

- 1.21 The operation of the commercial property market is not restricted by borough boundaries. To help reflect the strategic role that some sites may play within the wider 'functional property market' the preparation of the Pendle ELR has taken account of the findings of similar studies prepared by the five other local authorities in the Pennine Lancashire sub-region and neighbouring authorities in North and West Yorkshire.
- 1.22 Although there are strong linkages with neighbouring Burnley, which faces many of the same employment issues (see Chapter 3), it is not appropriate to seek a joint review at this time as the two authorities are at different stages in the preparation of their Local Plans. As such this update will only consider the future of employment sites within the Borough of Pendle.

2. Guidance, Policies and Strategies

Introduction

- 2.1 In addition to the government guidance on preparing an ELR, there are two main areas of influence on the appraisal of employment land in Pendle; namely prevailing planning and economic policy objectives.
- 2.2 The key documents that have been considered in the updating of the Pendle ELR are considered in detail below.

Planning policy

- 2.3 New development is influenced by existing planning policy, which in Pendle is currently addressed in the following five documents (listed chronologically). Of these only the Core Strategy has yet to be brought into effect, or adopted:
- Replacement Pendle Local Plan 2001-2016 May 2006
 - Bradley Area Action Plan.....June 2011
 - National Planning Policy FrameworkMarch 2012
 - Pendle Local Plan (Part 1): Core Strategy [Publication Report] September 2012

National

- 2.4 The National Planning Policy Framework [“The Framework”] sets out the Government’s planning policies for England how these are expected to be applied. It replaces the suite of national Planning Policy Guidance notes and Planning Policy Statements and some Circulars with a single document.
- 2.5 The Framework provides the basis for facilitating sustainable development; seeking to deliver positive growth that will help to achieve economic, environmental and social progress for this and future generations.
- 2.6 The economic role for planning is to make a positive contribution to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure (¶17).
- 2.7 The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country’s inherent strengths, whilst meeting the twin challenges of global competition and of a low carbon future (¶18).
- 2.8 The planning system is encouraged to operate to encourage and not act as an impediment to sustainable development and place significant weight on economic growth (¶19).
- 2.9 To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.

- 2.10 Employment land allocations should be regularly reviewed and planning policies should avoid the long term protection of sites where there is no reasonable prospect of a site being used for the allocated employment use. In such cases, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities (¶22). Decisions must take account of local circumstances, so that they can respond to the different opportunities for achieving sustainable development in their area, the overall aim being to achieve a balance of land uses so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities (¶37).
- 2.11 The Framework makes it clear that plans and decisions need to be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of an area (¶158).
- 2.12 To obtain a clear understanding of existing business needs, within the economic markets operating in and across the area, and to take full account of relevant market and economic signals that indicate likely changes in the market local authorities should work with:
- county and neighbouring authorities and the Local Enterprise Partnership to prepare and maintain a robust evidence base; and
 - the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.
- 2.13 The evidence base can then be used to assess:
- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period;
 - the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs.
- 2.14 The review of land available for economic development should be undertaken at the same time as, or combined with, the Strategic Housing Land Availability Assessment and should include a reappraisal of the suitability of previously allocated land (¶158 and ¶160-161).

Regional and Sub-regional

- 2.15 The Government had long made clear its intention to abolish regional planning. Following Baroness Hanham's Written Ministerial Statement of 27th March 2013, an Order to revoke the *North West of England Plan: Regional Spatial Strategy to 2021*, which had been adopted in September 2008, was laid in Parliament. The Order came into force on Monday 20th May 2013. To avoid the possibility of a potential void in planning policy, the new Duty to Co-operate is intended to ensure that any cross boundary issues are fully addressed in Local Plans.
- 2.16 In the absence of the RSS, local authorities and other partners have a duty to work together to identify and agree the distribution of land within their area.

- 2.17 As an interim measure, the six local authorities in Pennine Lancashire prepared a Spatial Guide in 2011. This is a non-statutory planning document that was drafted under a different policy regime, but still has a place in our spatial planning and has three main purposes:
1. To set out a spatial interpretation of other Pennine Lancashire wide strategies, focusing on the area's geography and roles of places.
 2. To complement the economic focus of the Multi Area Agreement² by considering environmental issues and recognising potential conflict between economic growth and environmental protection.
 3. To provide a framework to guide Pennine Lancashire authorities spatial planning activity and to help align their Local Plans.
- 2.18 The Spatial Guide recognises that the economy plays a vital role in providing future prosperity and a high quality of life for residents by:
- Increasing the competitiveness of the sub-regional economy by building on the areas strengths.
 - Targeting key sectors³ to positively support diversification.
 - Establishing sustainable patterns of development that help to promote wider social benefits.
- 2.19 Significant economic developments are to be located close to sustainable transport nodes within Key Service Centres and Local Service Centres. In Pendle the towns of Nelson, Colne and Barnoldswick fall into the former category and the smaller settlements of Brierfield, Barrowford and Earby into the latter.

Local

- 2.20 On the 21st April 2009 the Secretary of State for Communities and Local Government issued a direction under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Act 2004, confirming that all the policies in the Replacement Pendle Local Plan 2001-2016 could be saved until such a time that they are replaced by policies in a new Local Plan. However, the Framework makes it clear that from 27th March 2013 due weight should only be given to them insofar as they are consistent with that document (¶ 215).
- 2.21 The policies in the Replacement Pendle Local Plan 2001-2016 most relevant to the consideration of employment land in the Borough are.
- Policy 3A: Protected Areas – identifies three sites – Trough Laithe (Barrowford), Red Lane (Colne) and Land to the west of Colne – situated outside a defined settlement boundary, which should remain open during the plan period, but may represent areas of choice to meet future long-term development requirements.
 - Policy 22: Protected Employment Areas – designated nine sites that are the preferred location for new industrial development (B2), restricting the amount of business uses (B1) and warehousing (B8) to 25% and 10% of the total floorspace respectively.

² Multi Area Agreements (MAAs) encouraged cross boundary partnership working, to develop conditions for sustained economic growth. They are to be folded into the new Local Enterprise Partnerships (LEP) preferred by the Conservative/Liberal Democrat coalition government

³ In Pennine Lancashire, the existing strengths are identified in advanced manufacturing and engineering, environmental technologies and biomedical, tourism and conferencing.

- Policy 23: Location of New Employment development – sets the overall policy direction for new employment by setting-out a sequential approach that guides new employment uses (B1, B2 and B8 uses) towards the Protected Employment Areas, with the exception of B1(a) office uses which are directed to town centre locations in the first instance.
 - Policy 24: Employment in Rural Areas – allows for new small-scale employment development (B1, B2 and B8) in villages and which re-uses existing buildings in the open countryside, provided they are in accordance with specific criteria.⁴
- 2.22 When the Bradley Area Action Plan was adopted on 30th June 2011, the Protected Employment Area designation for Riverside Mills was formally removed; the site being allocated for housing, with the recognition that “a non-residential use (may be) required to ensure that housing is delivered and the site regenerated” (Policy 1). At the same time Throstle Nest Mill was formally designated as a Protected Employment Area in Policy 5.
- 2.23 The Framework also states (¶ 216) that from the day of publication, decision-takers may also give weight (unless material considerations indicate otherwise) to relevant policies in emerging plans according to:
- the stage reached;
 - the extent to which there are unresolved objections; and
 - the degree of consistency with The Framework.
- 2.24 Although the policies in the Pendle Core Strategy (Publication Report) are mutually supportive, and should not be read in isolation, those most relevant to the consideration of employment land in the Borough are.
- Policy SDP1: Presumption in Favour of Sustainable Development – This is the model policy recommended by the Planning Inspectorate to promote all sustainable forms of development in accordance with the requirements of the NPP, embedding the decision taking rule (¶15) into the plan led system.
 - Policy SDP4: Employment Distribution – Establishes a proposed distribution for new employment development in the borough, which seeks to focus the provision of employment land in the M65 Corridor.
 - Policy SDP6: Future Infrastructure Requirements – Identifies areas where the existing infrastructure may need to be upgraded prior to significant development taking place.
 - Policy WRK1: Strengthening the Local Economy – Seeks to promote new development in sustainable locations, which supports existing economic strengths; facilitates investment in the priority (growth) sectors; promotes entrepreneurial activity and addresses identified sub-regional or local needs.
 - Policy WRK2: Employment Land Supply – Sets-out the employment land requirement for the borough over the plan period. There is a focus on the early delivery of sites, so that the area is well placed to attract the new investment required to help it recover from the current economic recession.
 - Policy WRK3: Strategic Employment Site: Lomeshaye – Allocates a 29 hectare site for B1/B2/B8 employment use on Green Belt land to the west of the existing industrial estate.

⁴ Each of the employment policies listed is considered to be substantially compliant with the National Planning Policy Framework.

Economic Strategies and Employment Studies

- 2.25 At the time of updating the Pendle ELR, the following strategies and empirical research provided the context within which the review of sites was carried out.

National

- 2.26 One of the Coalition Government's key priorities is to promote economic growth. The *Plan for Growth (HM Treasury, March 2011)* was the Government's urgent call for action to put the UK on a path to strong, sustainable and balanced long-term economic growth that is more evenly shared across the country and between industries. For this growth to be driven by private sector investment and enterprise, the Government has sought to act in a way that supports growth rather than hampers it.

Sub-regional

- 2.27 Since the Department for Business, Innovation and Skills confirmed its inception on 13th April 2011, the Lancashire Local Enterprise Partnership ["LEP"] has been responsible for providing leadership for the county's economy and will be a catalyst for future job creation and economic growth. It is a Government-endorsed partnership between the private and public sectors, with a board membership comprising representatives from some of Lancashire's biggest employers, the chambers of commerce, local councils and academic institutions.
- 2.28 The report *The Lancashire Enterprise Partnership: The Way Forward* (European Institute for Urban Affairs, Liverpool John Moores University, 2011) provided a high-level review of the economic priorities for Lancashire, to help shape the work of the Lancashire Enterprise Partnership and promote long-term economic growth across the County.
- 2.29 Its findings have been translated into a programme of action, set out in the Lancashire Growth Plan, which was adopted in April 2013. This document together with a number of strategies and action plans prepared by its predecessor organisations that are still considered to be relevant, establish the parameters for the transformational agenda in Pendle and the Pennine Lancashire sub-region.
- 2.30 A principal focus of the LEPs activities will be the new Enterprise Zone (EZ) centred on the British Aerospace sites in Samlesbury (Ribble Valley/South Ribble) and Warton (Fylde), where the advanced engineering and manufacturing (AEM) sector will be the primary focus. The EZ is designed to exploit the benefits of exploiting the existing critical mass in AEM, with the 'halo effect' cascading benefits across the county.
- 2.31 A sector delivery programme will support the areas strengths in the nuclear, low carbon, automotive and shale gas sectors and support the rural and visitor economy. Local Growth Accelerator Strategies will support the delivery of innovative approaches to tackling deprivation and economic activity, in particular enabling residents from deprived communities to access new jobs, or take advantage of new enterprise opportunities. The first of these strategies will be delivered in Pennine Lancashire, focussing on activity in the *Arc of Innovation* that extends west from the Rolls Royce facilities in Barnoldswick to the Enterprise Zones at Samlesbury and Warton.

- 2.32 There is strong functional economic relationship between the six districts that make-up Pennine Lancashire and there are significant work flows between Pendle and neighbouring Burnley. For over 20 years local authorities and key partners across the area have been working together to better understand the local economy and address the issues that it faces. In 1997 this was formalised with the establishment of the East Lancashire Economic Partnership, which prior to the establishment of the LEP, subsequently widened its remit and operated as the Lancashire Economic Partnership between 2004 and 2010.
- 2.33 Today Regenerate Pennine Lancashire is the sub-regional economic development company responsible for co-ordinating and promoting economic regeneration activity across the sub-region. Established in 2010 it is unique in that it is owned by Lancashire County Council and the six borough councils of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale. The agreed sub-regional economic priorities are considered within the context of the *Pennine Lancashire Local Investment Plan (PLACE, 2010)*.
- 2.34 The study *Towards a Sustainable Employment Land Strategy (Genecon, 2005)*, established the framework for the delivery of a sustainable and balanced distribution of land uses across Pennine Lancashire. The report concludes that large strategic employment sites should be provided alongside the M65 Motorway, between Junction 3 (Blackburn) and Junction 9 (Burnley), and that outside this corridor (i.e. Pendle, Rossendale and Ribble Valley) the focus should be on the provision of smaller high quality sites and town centre locations.
- 2.35 The Pennine Lancashire Leaders and Chief Executive's (PLACE) established an Employment Land Group in April 2007. Its purpose was to further develop and implement the Genecon Study, ensuring that the sub-region offers a quality and appropriate portfolio of employment land.
- 2.36 The findings of the Employment Land Group were reflected in the *Pennine Lancashire Integrated Economic Strategy 2009-2020 (PLACE, 2008)*, which provides the template within which the various economic development agencies and their partners in regeneration work together to address fundamental deficits in performance and to move towards the goal of a higher performing sub-regional economy. The strategy identifies and recommends strategic interventions to address economic underperformance and exploit the area's strengths and potential.

Local

- 2.37 The economy is one of the key themes in the *Pendle Sustainable Community Strategy (SCS)* published in 2008 by Pendle Partnership, the Local Strategic Partnership (LSP) for Pendle, and refreshed in 2011. One of its eight priority goals is 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.'
- 2.38 Pendle Council has not produced dedicated strategies to guide intervention in the local economy since the *Economic Development Strategy 2002-2007* and *Pendle's Employment Strategy 2009-2012*. In recent years the Council's economic development activity has principally been guided by the *Pennine Lancashire Integrated Economic Strategy 2009-2020*. However, all of the strategic economic objectives for the area are now fully articulated in the *Jobs and Growth Strategy for Pendle 2013-2023* (Pendle Council, 2013).

- 2.39 Long-term economic development objectives are also influenced by the *Pendle Vision Board*, an LSP sub-group made up of high-tech manufacturers, leaders of retail and service industries, and managers from a number of public agencies. The Board meets on a quarterly basis to consider how to deliver on the economy in Pendle.
- 2.40 The *Employment Land Study* (Indigo Planning, 2005) represented the first in-depth assessment of the quantity, quality and suitability of land for business and commercial use in Pendle. It was prepared to inform the Public Inquiry into the Replacement Pendle Local Plan (2001-2016).
- 2.41 To comply with Government guidance⁵, the employment land portfolio was examined once again just two years later, and the results published in the first *Pendle Employment Land Review* ["Pendle ELR"], adopted by Pendle Council in March 2008. The findings of the Pendle ELR are updated annually in the *Pendle Employment Land Monitoring Report*, which from 2011/12 was incorporated into the annual *Authority's Monitoring Report* ["AMR"].

Other

- 2.42 Whilst they are not economic or employment land strategies, two pieces of work that could potentially have a significant impact on the future availability and demand for employment in Pendle are currently being by, or on behalf of, Lancashire County Council.
- 2.43 The *Pennine Lancashire Highways and Transport Masterplan* will set out the county council's ideas to transform the transport network in the area over the next 15 years. As a prelude to this piece of work, the *M65 to Yorkshire Corridor Study* is being prepared for Lancashire County Council by consultants Jacobs. The case for any new road will be inextricably linked to the potential for economic growth and job creation within both Pendle and Pennine Lancashire.

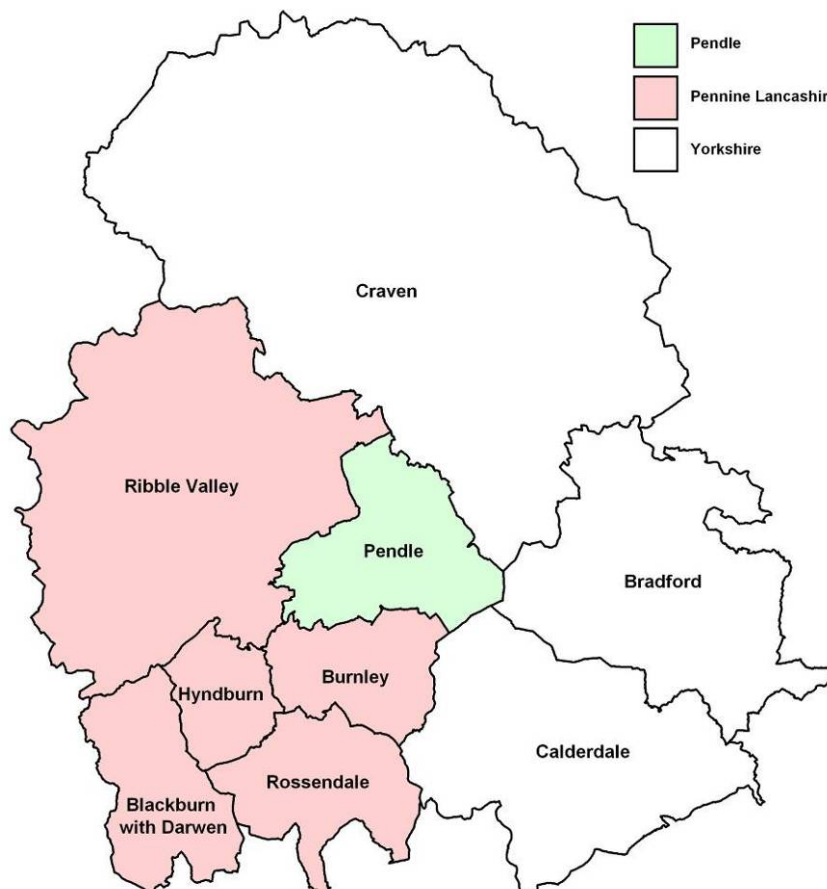
⁵ Employment Land Reviews: Guidance Note (Communities & Local Government, December 2004).

3. Pendle and its Local Economy

Introduction

- 3.1 Pendle is one of 12 district councils in the county of Lancashire. Together with Blackburn-with-Darwen, Burnley, Hyndburn, Ribble Valley and Rossendale, it also forms part of the Pennine Lancashire sub-region.
- 3.2 To the north and west Pendle shares its border with the Lancashire districts of Ribble Valley and Burnley, whilst to the south are Calderdale and Bradford, both part of West Yorkshire. To the east lies Craven which is part of North Yorkshire.

Figure 3.1 Neighbouring Authorities



- 3.3 The 2011 census reveals that the population of the borough has risen slightly over the preceding decade to 89,450. The working age population is approximately 70% of this total and 42,765 people are economically active.
- 3.4 Over two-thirds of the population live in the former mill towns of the M65 Corridor; namely Nelson, Colne, Brierfield and Barrowford (Figure 3.2). It is here where the demand for employment land remains highest, due in large part to the areas historic legacy of being at the forefront of the industrial revolution, the concentration of businesses, abundant supply of skilled labour and obvious locational advantages.

Figure 3.2 Borough of Pendle

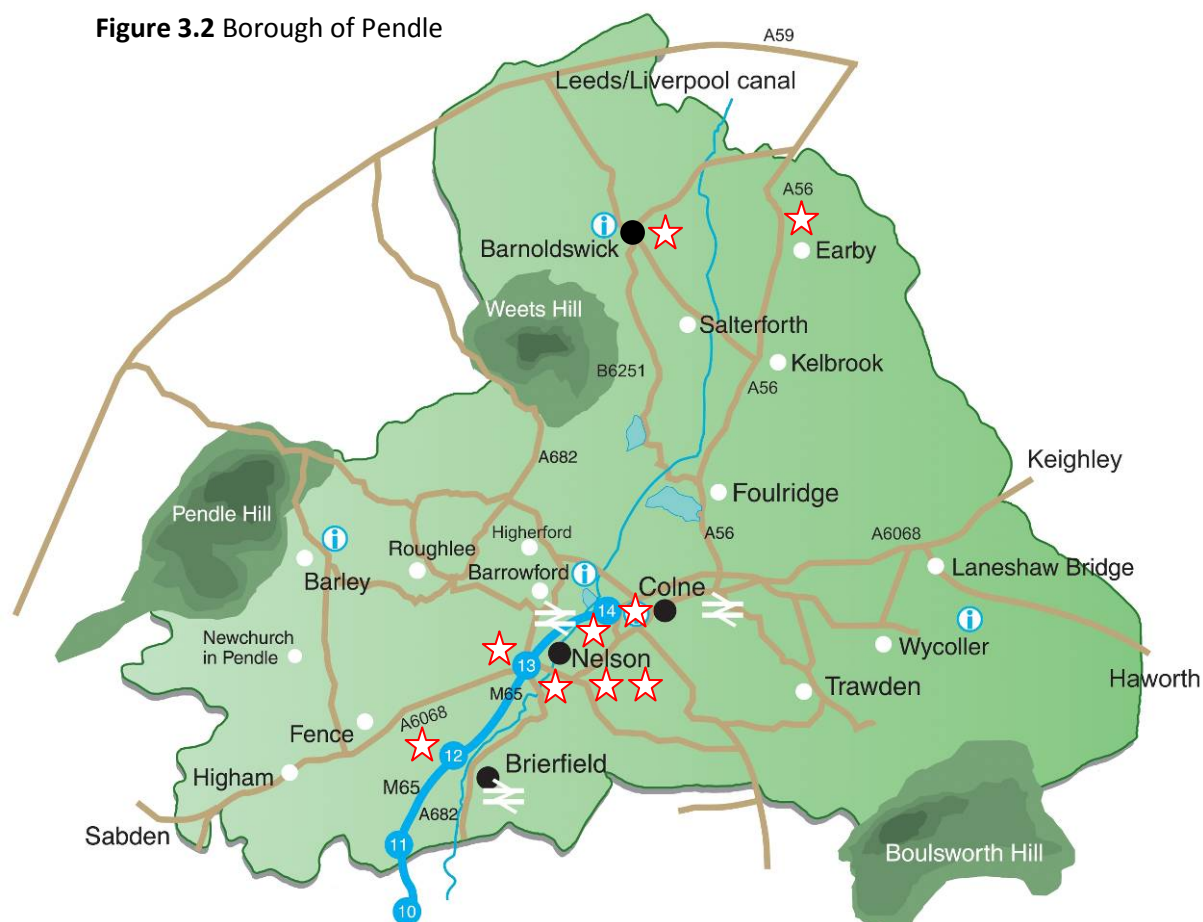


Table 3.1 Employment Summary

Settlement / Area	Resident Population ¹			Employees by Workplace ²	Protected Employment Areas [★]
	Total	Working Age	In Work		
Brierfield	9,000	5,600	4,000	3,500	1. Lomeshaye 2. Throstle Nest ³
Nelson	29,100	18,100	11,900	10,100	3. Valley Mills 4. Hallam Road
Barrowford	5,100	3,200	3,100	1,300	5. Riverside Business Park
Colne	16,100	10,400	8,100	6,000	6. White Walls 7. Greenfield Road
M65 Corridor	59,300	37,400	27,100	20,900	
Barnoldswick	9,700	6,300	5,500	3,400	8. Long Ing, Crow Nest, & Bankfield
Earby	3,100	2,000	1,700	1,200	9. West Craven Business Park
West Craven Towns	12,800	8,300	7,200	4,600	
Rural Service Centres	6,400	4,100	4,000	2,400	None
Rural Villages	11,000	7,000	6,700	2,300	None
Rural Pendle	17,400	11,100	10,700	4,700	
Borough Total	89,500	56,800	45,000	30,200	

Note:

1. 2011 Census: All figures are rounded to the nearest 100 and based on 'best fit' Lower Super Output Areas
2. 2008 Annual Business Inquiry [N.B. Data from the 2011 Business Register Employment Survey (BRES) is not directly compatible at these geographies].
3. Protected Employment Area status was removed from Riverside Mills, but afforded to Throstle Nest Mill, with the adoption of the Bradley Area Action Plan on 30th June 2011.

Employment Structure

- 3.5 A major focus for employment since the industrial revolution, today Pendle is recognised as a focal point for activity in the high value added Lancashire aerospace and advanced engineering clusters. The importance of the aerospace sector to the local economy is reflected in the presence of the headquarters of the North West Aerospace Alliance - a highly successful, business led, support agency – in Pendle.
- 3.6 As globalisation continues apace, the area needs to attract more knowledge based businesses and increase levels of entrepreneurial activity, to retain its competitive advantage in these areas and to help diversify and strengthen the local economy.
- 3.7 And Pendle is well placed to do so. Occupying an attractive setting in the Pennine foothills, it is just over 25 miles from the cities of Manchester to the south; Leeds and Bradford to the east and Preston to the west; with their busy commercial centres, rail and aviation connections. Direct motorway links mean that Liverpool and its international deep water port is just over an hour away.

Economic Performance

- 3.8 Despite the deep seated economic downturn the country has endured post 2008, a more diverse employment base, has seen a modest growth in employment in Pendle. A total of 30,800 employee jobs were recorded in 2011, compared to 30,200 three years earlier (Table 3.1). This performance is better than could be expected when considered against many districts in Pennine Lancashire and compares favourably with the figures recorded at the county, regional and national levels, which all revealed a decline in employment growth of 2.5%, 2.9% and 3.0% respectively.
- 3.9 In 2012, there were 2,465 active enterprises in the borough (Table 3.2), down from 2,795 in 2009. Whilst entrepreneurial activity has been on the increase in recent years, the proportion of businesses under two years old is just 13.8%. In contrast, neighbouring Burnley has one of the highest proportions of relatively new enterprises at the local authority level (16.2%) much closer to that for the nation as a whole (16.4%).
- 3.10 The fact that the borough remains dependent on employment in a number of large well-established businesses is, in part, reflected in the fact that that 47.5% of enterprises have been in existence for 10 years or more, considerably higher than the comparable figure for Great Britain of 43.2%.

Table 3.2 Number and Age of Enterprises

	2012	< 2 years		2-3 Years		4-9 Years		10+ Years	
		No.	%	No.	%	No.	%	No.	%
Pendle	2,465	340	13.8	280	11.4	675	27.4	1,170	47.5
Lancs	44,595	6,360	14.3	5,270	11.8	12,925	29.0	20,040	44.9
NW	205,705	32,910	16.0	25,775	12.5	59,775	29.1	87,245	42.4
GB	2,081,690	340,425	16.4	258,685	12.4	583,650	28.0	898,930	43.2

Source: 2011 Business Register Employment Survey, ONS

- 3.11 In 2013, neighbouring Burnley was named the most enterprising area of the UK by the Government for its "pioneering" culture and economic prospects. The study Cities Outlook 2013 (Centre for Cities, 2013) also presented a positive view of the towns economy, stating:
- While in general the downturn has exacerbated pre-existing trends in economic performance, more detailed analysis shows that some cities have been surprisingly resilient, such as Burnley. Despite its weak performance during the 10 years before the recession, Burnley has not been amongst the hardest hit cities in either part of the downturn.*
- 3.12 Pendle has particularly strong economic links with Burnley (see below) and can reasonably expect to positively benefit from the strong entrepreneurial activity and growth being experienced in its near neighbour.

Workforce

- 3.13 An estimated 82.5% of employees in Pendle work in the private sector, a figure that is significantly higher than the county (74.7%) and national (77.3%) averages.
- 3.14 Pendle is one of the highest net exporters of jobs in the country. Commuter flows reveal that one-third of residents in employment travel outside the borough for work Pendle, down from 36% in 2001. Whilst 26,239 people live and work in the borough 12,785 Pendle residents are employed by businesses outside Pendle. The corresponding flow of commuters into the borough is much smaller at just 8,692 people, giving a net outflow of 4,093.⁶
- 3.15 But, the average travel to work time for Pendle residents is amongst the lowest in the country at just 19 minutes. This can be attributed to the strong work flows between Pendle and neighbouring Burnley. This is reflected in a long history of partnership working on the local economy, which was formally recognised as long ago as the early-1980s with the establishment of the Burnley and Pendle Development Association.
- 3.16 In January 2014 the total claimant count rate for Jobseekers Allowance in the authority (2.8%) was 0.6% down on the corresponding figure for the previous year and remained below the averages for the wider-county (2.9%), North West (3.4%), Great Britain and United Kingdom (both 3.0%).⁷ However, at ward level claimant count rates reach over 6% in the inner urban wards of Nelson, Colne and Brierfield.

Commercial Property Market

- 3.17 The previous ELR identified two property markets within the Pendle area – the M65 Corridor and West Craven – and no evidence has emerged to suggest that this situation has changed.
- 3.18 Within both markets a significant proportion of the industrial and commercial floorspace is a legacy of the industrial revolution, reflected in the fact that the average rateable value in the borough is well below the average figure for the county, which in turn is substantially lower than the national rate. Former mill premises often constitute the lower end of the commercial property market in Pendle with many premises offering poor access, insufficient eaves height and suffering from general disrepair. As a consequence, without significant investment they are not suited to modern business practices.

⁶ Annual Population Survey (ONS, 2011)

⁷ National Online Manpower Information Systems (NOMIS, January 2014)

- 3.19 Since 1999, a large number of former mill sites have been lost to residential, retail or mixed-use schemes. Together with those granted planning permission for non-employment uses, but not yet redeveloped, these represent a potential loss of just over 33 ha of employment land.
- 3.20 More importantly, several of the premises lost were occupied by some of the borough's major employers, who either closed down their Pendle operations (e.g. BSN Medical), or relocated to new premises outside the borough (e.g. Fort Vale Engineering).
- 3.21 Whilst employment land may not necessarily be in short supply, successive Employment Land Surveys have revealed the need to provide sites that allow modern units to be constructed in an attractive business environment.⁸ Of the nine Protected Employment Areas (Table 1.1), only four sites can be considered to meet modern business requirements (Table 3.3).

Table 3.3: Key Employment Sites in Pendle

Site	Uses	Brief Description
Lomeshaye Industrial Estate, Nelson	B1/B2 /B8	118 units on a 51 hectare site
White Walls Industrial Estate, Colne¹	B1/B2 /B8	30 units on a 26 hectare site
West Craven Business Park, Earby²	B1/B2 /B8	8 units on a 9 hectare site
Riverside Business Park	B1(a) only	21 units on an 11 hectare site

Notes: 1. Figures include Walshaw House and the RB Business Park, but exclude the Boundary Retail Park.
2. Figures exclude the Wardle Storey site, which is included within the Protected Employment Area.

- 3.22 With the exception of the relatively new Riverside Business Park, where approximately 10 ha of land remains undeveloped, the only plots available on these sites are reserved for expansion by resident businesses. As a result there are few, if any, good quality sites available for B2 or B8 development available at this time.
- 3.23 The local topography combined with the highly urbanised nature of the M65 Corridor means there is a paucity of large Greenfield or Brownfield sites, which are potentially suitable for new employment land provision. Of those sites that have been identified few are well related to the M65 Corridor, which is the greatest area of need and demand.
- 3.24 The high demand for quality employment land in the area is also apparent in neighbouring Burnley, where the large business parks at Shuttleworth Mead (30 ha) and Network 65 (36 ha), which opened-up for development in the 1990s, have been developed out and a new site at Burnley Bridge (28 ha) has recently been brought to the market.

Functional Property Market

- 3.25 Drawing together available spatial information on employment activity, travel to work patterns and industrial and commercial floorspace reveals that Pendle has particularly strong economic links with Burnley and local authorities along the M65 Corridor. Linkages with neighbouring authorities in Yorkshire and the two other local authorities in East Lancashire (Ribble Valley and Rossendale) are less well developed.

⁸ Pendle Council has conducted Employment Land Surveys in 2000, 2007 and 2012.

- 3.26 The main cross boundary influences are centred on the large Rolls-Royce wide-chord fan-blade manufacturing facility in Barnoldswick. Not only does this offer well paid, skilled employment to workers from across a wide area, it also sub-contacts a considerable amount of work to businesses in the advanced manufacturing and service sectors across Pennine Lancashire, which is home to the largest concentration of aerospace manufacturing businesses in the country.
- 3.27 As such the functional property market effectively extends from Barnoldswick in the east, along the M65 motorway as far as Blackburn. This is likely to increase still further in the years ahead with the opening up of the Enterprise Zone sites at the British Aerospace facilities in Warton and Samlesbury, which are seeking to attract new investment in the aerospace sector.

Strategic Vision for the Local Economy

- 3.28 The priority goal for employment in *Our Pendle Our Future: Pendle's Sustainable Community Strategy* is to:

“Create and sustain a dynamic, competitive and healthy local economy – providing the jobs of the future and the skills to fill them.”

- 3.29 This is taken forward in the *Core Strategy* where support for the local economy is a ‘golden thread’ running through the plan. Whilst the focus for new employment provision over the plan period is within the M65 Corridor, improvements to the IT and transport infrastructure seek to enhance links with West Craven and the rural areas of the borough, making such locations more attractive places to do business in the longer-term. This is reflected in Strategic Objective 6, which seeks to:

“Strengthen the local economy by facilitating economic growth, particularly where it supports economic diversification and rural regeneration”

- 3.30 The spatial strategy also promotes improved connectivity with nearby city regions in Manchester, Leeds and Central Lancashire (Preston).

4. Methodology & Project Management

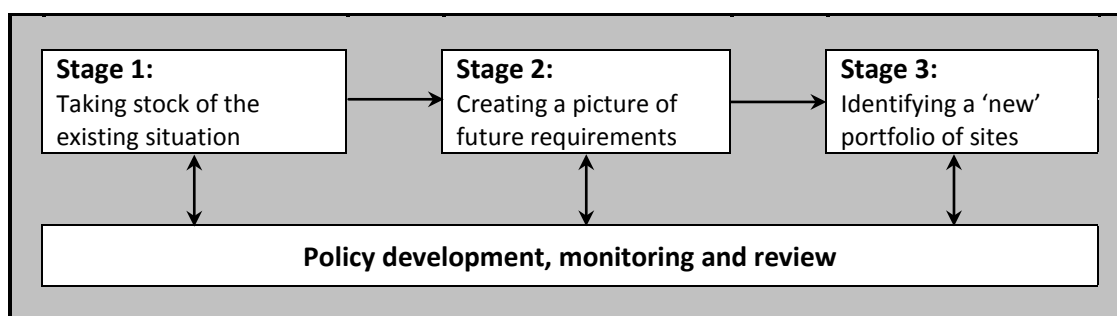
Introduction

- 4.1 In December 2012, the External Review of Planning Practice Guidance, led by Lord Matthew Taylor of Goss Moor [“The Taylor Review”], concluded that existing government guidance on the preparation of an ELR should be retained until replaced by revised guidance.⁹
- 4.2 Although updated planning guidance was published in March 2014, the changes that have been made are not sufficient to warrant a revision of this update, which follows the methodology set out in Employment Land Reviews: Guidance Note (Department for Communities and Local Government, December 2004) [“ELR Guidance Note”].

Methodology

- 4.3 The ELR Guidance Note establishes a robust, three stage approach for conducting a review of employment land, emphasising sustainability and the proactive management of development, in order to reflect broader economic, social and environmental considerations (Figure 1.1).

Figure 1.1: Three Stage Process for Employment Land Reviews



Source: Guidance Note on Employment Land Reviews (CLG, 2004)

- 4.4 The three stages consist of:
- *Stage 1* - Taking stock of the existing situation – including an initial assessment of ‘fitness for purpose’ of existing allocated employment sites.
 - *Stage 2* - Creating a picture of future requirements – assess the scale and nature of likely demand for employment land and the available supply in quantitative terms.
 - *Stage 3* - Identifying a ‘new’ portfolio of sites – undertake a more detailed review of site supply and quality, and identify and designate specific new employment sites in order to create a balanced local employment land portfolio.
- 4.5 This section provides a brief overview of the methodology employed in the assessment of employment land in Pendle. Where this varies from the methodology employed in the 2007 Review a full explanation is provided for the introduction of new processes.

⁹ The Department of Communities and Local Government published its revised National Planning Practice guidance on 6th March 2014.

Stage 1: Taking Stock of the Existing Situation

- 4.6 The ELR Guidance Note identifies five steps, which need to be carried out to successfully complete this stage.

Stage 1: Taking stock of the existing situation	Step 1	Devise brief for Stage 1
	Step 2	Collate data on land stock and revealed demand
	Step 3	Devise and apply site appraisal criteria
	Step 4	Undertake preliminary site appraisal
	Step 5	Confirming brief for Stages 2 and 3

- 4.7 The expected objectives and outcomes for Stage 1, together with the key tasks required to accomplish these, are set out below:

Objectives	1	To identify the 'best' employment sites to be protected.
	2	To identify employment sites to be released.
	3	To prepare an effective brief for Stages 2 and 3 of the review.
Outcomes	1	An understanding of key employment land supply issues.
	2	A portfolio of potential employment sites to take forward for more detailed review.
	3	An effective brief for Stages 2 and 3 of the review.
Key tasks	1	Consult with the Lancashire Enterprise Partnership (LEP), neighbouring local authorities, organisations representing the local businesses community and major developers to establish the scope of the Employment Land Review.
	2	Review available information on employment land stock, supply and demand.
	3	Site appraisals to identify 'best' employment sites, allocations and potential sites to be released.

- 4.8 The main objective of this stage is to assess whether sites in the existing employment land portfolio continue to be 'fit for purpose'. The principal outcome will be the creation of two lists of existing or allocated sites identifying:
1. Those that are considered to be the 'best' in terms of meeting our future employment needs, which it is proposed to retain within the employment land portfolio, and continue to protect for employment generating uses.
 2. Those which do not meet sustainable development criteria or where employment use is no longer considered to be the most appropriate long-term option and which it may be beneficial to release for other uses.
- 4.9 Stage 1 also provides the opportunity to review our understanding of the local economy and employment land issues, which will be addressed further in Stages 2 and 3. The principal outcome will be the creation of two lists identifying:

1. Those sites that are considered to be the ‘best’ in terms of meeting our future employment needs and will continue to be protected for employment generating uses.
2. Existing or allocated employment sites, where employment use is no longer considered to be the most appropriate long-term option.

4.10 The final outcome of Stage 1 is the preparation of a detailed brief for Stages 2 and 3.

Stage 2: Creating a Picture of Future Requirements

4.11 The ELR Guidance Note identifies five further steps, which lead on from those carried out at Stage 1. Again these are considered necessary to ensure that satisfactory outcomes are achieved at Stage 2.

Stage 2: Creating a picture of future requirements	Step 6	Understand market areas and segments
	Step 7	Select and apply suitable forecast model/demand analysis
	Step 8	Quantify employment land supply
	Step 9	Translate employment forecasts to land requirements
	Step 10	Scenario testing

4.12 The expected objectives and outcomes for Stage 2, together with the key tasks required to accomplish these, are set out below:

Objectives	1	To understand the future quantity of land required across the main business sectors.
	2	To provide a breakdown of that analysis in terms of quality and location.
	3	To provide an indication of ‘gaps’ in supply.
Outcomes	1	Broad quantitative employment land requirements across the principal market segments covering the plan period.
	2	An analysis of the likely ‘gap’ in supply to be filled.
Key tasks	1	Agreement of the timetable and scope of sub-regional and local assessments to be provided.
	2	If necessary, undertake local labour demand and supply forecasts.
	3	Collation of local information on take-up of employment sites and requirements for premises.
	4	Undertaking of local property market assessments and business consultation
	5	Interpretation of quantitative land requirements assessed sub-regionally in the light of local information.

- 4.13 With the abolition of the regional planning bodies it is important to take account of the ELRs prepared by neighbouring authorities.
- 4.14 The main objective of this stage is to quantify the amount of employment land required across the main business sectors within the study area during the plan period. This is achieved by assessing the future demand for employment land, and considering how this can be met through a combination of existing sites and premises and new site allocations.
- 4.15 The assessment of future demand is achieved using a range of complementary techniques to provide a full picture at the sub-regional and local level land across the main business sectors.
- 4.16 The results of any forecasts and surveys must be interpreted in the light of the best available evidence for future change in the local economy, local business requirements and any wider economic or spatial objectives. The formal techniques used to help bring these together are outlined in Step 10 Scenario Testing. This process requires both professional judgement and local interpretation and will also be the subject of further work in Stage 3.
- 4.17 The final outcome from Stage 2 will be a quantitative assessment of employment land requirements, comparing the existing supply of employment land – i.e. the ‘suitable’ stock of sites identified in Stage 1 – with the projected demand over the plan period identified in Stage 2. Comparing the two will help to identify gaps in provision and any areas of oversupply or under-supply.

Stage 3: Identifying a New Portfolio of Sites

- 4.18 The ELR Guidance Note identifies four further steps, which lead on from those identified at Stages 1 and 2, necessary to ensure that satisfactory outcomes are achieved at Stage 3.

Stage 3: Identifying a ‘new’ portfolio of sites	Step 11	Devise qualitative site appraisal criteria
	Step 12	Confirm existing sites to be retained or released and define gaps in portfolio
	Step 13	Identify additional sites to be brought forward
	Step 14	Complete and present the employment land review

- 4.19 The expected objectives and outcomes for Stage 1, together with the key tasks required to accomplish these, are set out at the top of the following page.
- 4.20 The process of assessing future requirements in Stage 2 provides the context within which the existing portfolio of sites can be appraised. Stage 3 will confirm which of these sites meet established sustainability criteria and are likely to respond well to the expectations of occupiers and property developers. The results of Stage 2, together with the detailed site assessment work carried out at Stage 3 will provide a robust justification for future allocations of employment land and the development of a policy regime to reflect this.
- 4.21 The main purpose of Stage 3 is to carry out a more rigorous assessment of the portfolio of employment sites that emerged from Stage 1. This analysis will be carried out against an agreed set of site assessment criteria. The results will reveal the sites that it is proposed to retain within the employment land portfolio, which will be afforded a degree of protection through planning policy, and those sites which could potentially be released for other uses.

Objectives	1	To undertake a qualitative review of all significant sites (and premises) in the existing employment site portfolio.
	2	To confirm which of them are unsuitable for/unlikely to continue in employment use.
	3	To establish the extent of 'gaps' in the portfolio.
	4	If necessary, identify additional sites to be allocated or safeguarded.
Outcomes	1	Portfolio of sites that will meet the local and strategic planning objectives while serving the requirements of businesses and developers.
	2	Completion of employment land review, to be taken forward in the development plan.
Key tasks	1	Review the quality and likely availability of the existing portfolio of employment sites and premises.
	2	Confirmation of sites to be released and retained and the extent of the need for new allocations.
	3	Identification of additional sites to be allocated for employment development.

- 4.22 Where there are identified gaps in provision, a site search may be required to identify potential sites. These will also be subjected to rigorous assessment against the established criteria to help create a "balanced" portfolio.
- 4.23 The outcome should be a portfolio of employment sites that will meet both local and strategic planning objectives, whilst serving the requirements of businesses and developers.

Project Management

- 4.24 Day-to-day project management was the responsibility of John Halton (Stage 1) and Neall Bower (Stages 2 and 3) from the Council's Planning Policy Team. At key stages in the process the work was subject to consultation, review and/or ratification by:
- (a) Officer Working Group
 - (b) Project Steering Group
 - (c) Member Steering Group
- 4.25 The views of members of the internal *Officer Working Group* were normally sought by email, or in one-to-one meetings; with group meetings only convened on an as needed basis.
- 4.26 Three formal meetings of the *Project Steering Group* were organised to consider the key outcomes of each stage. Members of the group were also consulted by email, to request their views on specific issues.
- 4.27 The whole project was overseen by a *Member Steering Group* consisting of the leader of the three main political parties and the Executive Member with responsibility for planning.

Duty to Co-operate

- 4.28 Section 110 of the Localism Act sets out a new 'duty to co-operate'. This applies to all local planning authorities, national park authorities and county councils in England – and to a number of other public bodies. The new duty:
- relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council;
 - requires that councils set out planning policies to address such issues;
 - requires that councils and public bodies 'engage constructively, actively and on an ongoing basis' to develop strategic policies; and
 - requires councils to consider joint approaches to plan making.
- 4.29 Paragraph 156 of The Framework sets out the strategic issues where co-operation might be appropriate, and this includes "the provision of major retail, leisure, industrial and other economic development across a travel to work area".
- 4.30 Paragraphs 178-181 of The Framework give further guidance on 'planning strategically across local boundaries', and highlight the importance of joint working to meet development requirements that cannot be wholly met within a single local planning area.

Engagement and Consultation

- 4.31 Many social, environmental and economic issues can only be effectively addressed at a larger than local scale. From an economic perspective, people and businesses do not confine their activities to one council area. For example:
- a new factory may employ workers from across a wide catchment area
 - employees may live in one area and work in another, sometimes travelling large distances on a daily basis
 - suppliers may service many local businesses from a small number of distribution centres linked to major transport hubs
 - manufacturing companies may source materials and supply goods from across the UK and beyond.
- 4.32 Joint-working on the provision of new employment land is therefore essential if we are to adequately address sub-regional and county-wide economic development objectives and to comply with the requirements of the Duty to Cooperate.
- 4.33 Pendle is bordered by five local authorities and forms an integral part of the Pennine Lancashire sub-region. A review of the Employment Land Reviews prepared by, or on behalf of, these local authorities was carried during Stage 2.
- 4.34 As noted in Chapter 3, Pendle has particularly close economic ties with neighbouring Burnley, with whom it shares a joint housing market area. In view of this close affiliation a representative from Burnley Borough Council attended meetings of the *Project Steering Group*.

- 4.35 Several large employers in the borough, but most notably Rolls-Royce in Barnoldswick, have a sphere of influence that goes far beyond the borough boundary – providing employment for individuals and work for many sub-contractors across a wide area, but particularly along the M65 Corridor and beyond – the so called ‘Arc of Innovation.’
- 4.36 To help coordinate economic activity across the sub-region, and ensure the provision of an adequate quantitative and qualitative supply of employment land across the area, employment is a standing item on the agendas for the Pennine Lancashire Planning Officers Group (PL-POG) and ‘Duty to Cooperate’ meetings with Burnley Borough Council. To help provide an outside perspective on behalf of the local authorities in Pennine Lancashire and across the wider county footprint, representatives from Regenerate Pennine Lancashire and the Lancashire Local Enterprise Partnership attended meetings of the *Project Steering Group*.
- 4.37 Planning officers in other neighbouring authorities have been kept informed about progress on the Pendle ELR via direct correspondence and regular updates in our quarterly newsletter *Framework*.
- 4.38 Further details on the composition of the various steering/working groups and key consultees can be found in Appendix 2.

PART TWO – ASSESSMENT

5. Stage 1: Taking Stock of the Existing Situation

Introduction

- 5.1 As set-out in the methodology (Chapter 4), Stage 1 represents a simple assessment of the 'fitness for purpose' of the existing stock of sites where the existing uses falls within Use Classes B1, B2 or B8 (i.e. the employment land portfolio).
- 5.2 The employment land portfolio at this stage comprises
- Sites identified in the Pendle Employment Land Review (2008), which remain available.
 - Eligible sites and premises identified in subsequent monitoring periods.¹⁰
- 5.3 An informed assessment can only be carried out with a detailed knowledge of the local commercial property market and the context within which it operates. This information is set-out under Step 2 below.
- 5.4 The initial appraisal work (Step 4) considers whether the nine Protected Employment Areas (PEAs) are likely to meet future business requirements and should continue to be protected for employment use. The outcome of this assessment is then applied to all sites, within the employment land portfolio, that are located within a particular PEA. A similar assessment is then carried out for individual sites that are not located within a PEA. Finally, in accordance with the ELR Guidance Note, any vacant premises over the 500m² threshold are considered, where they occupy sites above the 0.25ha site threshold.

Step 1: Devise Brief for Stage 1

- 5.5 The first step in updating the ELR was to identify key stakeholders and individuals who were qualified and prepared to participate in the Project Steering Group (see Appendix 2).
- 5.6 A draft copy of the Stage 1 Brief was circulated to members of the Project Steering Group and other key stakeholders for comment on Wednesday 20th February 2013. The brief provided information on the methodology and individual work steps to be employed. It also set-out details of the internal and external data sources to be used and the consultation arrangements that would be put in place. Based on the comments received, minor modifications were made to the Stage 1 Brief, before a copy was placed on the Council's website.

¹⁰ As detailed in the Pendle Employment Land Monitoring Report (2006/07 -2010/11) and the Authority's Monitoring Report 2011/12.

Step 2: Collate Data on Land Stock and Revealed Demand

5.7 Step 2 provides the basis for much of what follows and is considered under the following three sub-headings:

- Key Characteristics of the Local Property Market
- Revealed Demand for Employment Land and Premises
- Protected Employment Areas and the Stock of Sites and Premises

Key Characteristics of the Local Property Market

5.8 An overview of Pendle and the local economy is provided in Chapter 3. However, it is worth briefly re-stating the key features of the local economy and the main characteristics of the current stock of business premises.

5.9 The areas fortunes were built on the rapid expansion of the textile industry in the late 19th Century, and a significant proportion of the current stock of business premises continues to date from this period.

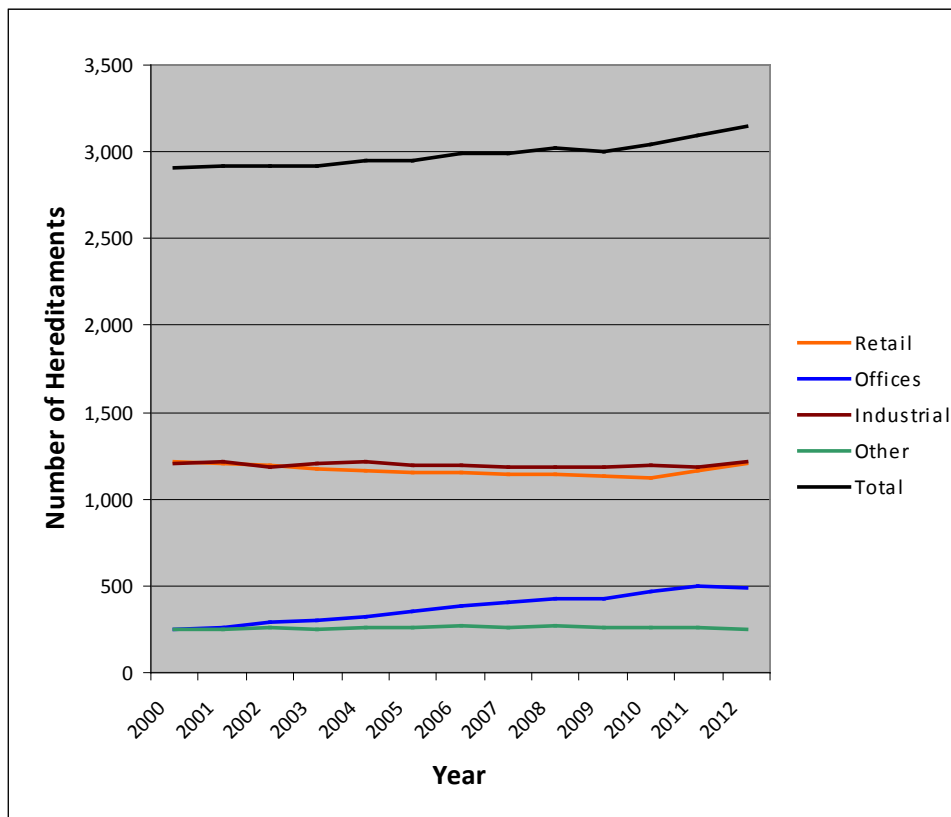
5.10 The establishment of new industrial estates at Lomeshaye (Nelson) and White Walls (Colne) in the mid-1980s, together with a package of financial incentives, encouraged a number of local businesses to move out of older industrial premises into more modern business units and also helped to attract a moderate level of inward investment. The West Craven Business Park (Earby) followed in the 1990s.



Lomeshaye Industrial Estate, Nelson (Photo: Central High Rise Photography)

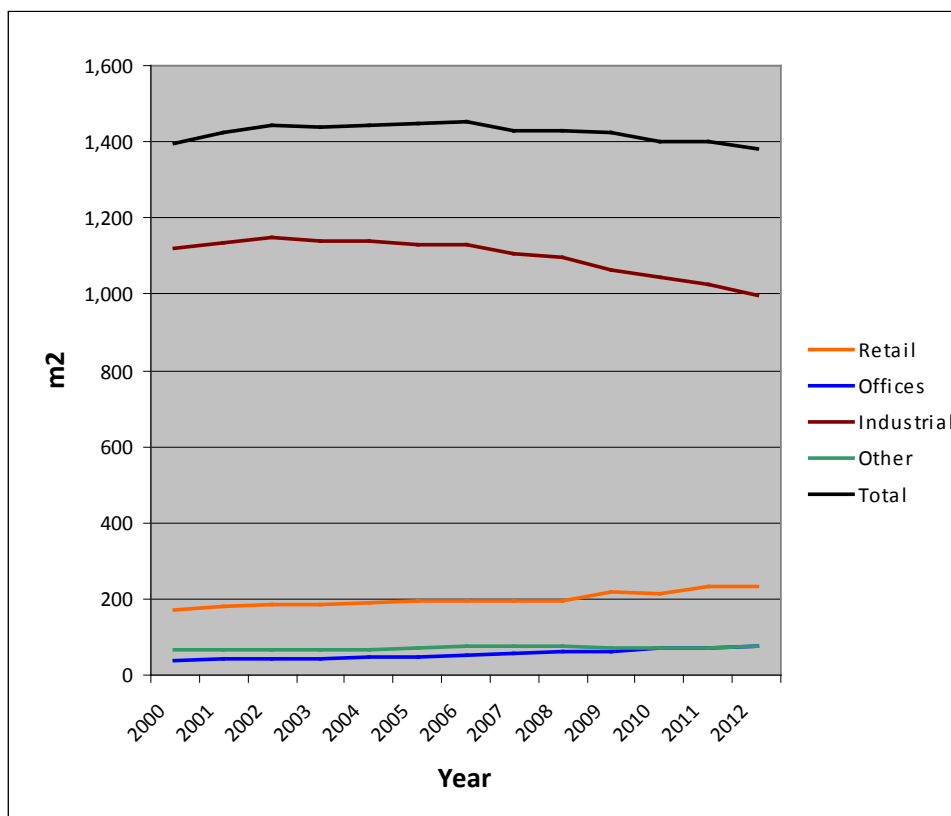
5.11 Whilst a number of former textile mills had been adapted to provide space for small and start-up businesses, in the years prior to the onset of the economic recession in 2007/08 the redevelopment of former textile mills for non-employment uses (principally housing) had accelerated significantly. Between 1999 and 2012 of the 31 former textile mills that were demolished 29 were redeveloped for housing. In combination with a growing shortage of available sites on the new industrial estates and business parks, several growth businesses and some major local employers looking to relocate and/or expand have been lost to the area.

Figure 5.1: Stock of Business Premises, Pendle 2000-2012



Source: Business Floorspace (Experimental Statistics), Valuation Office Agency, May 2012.

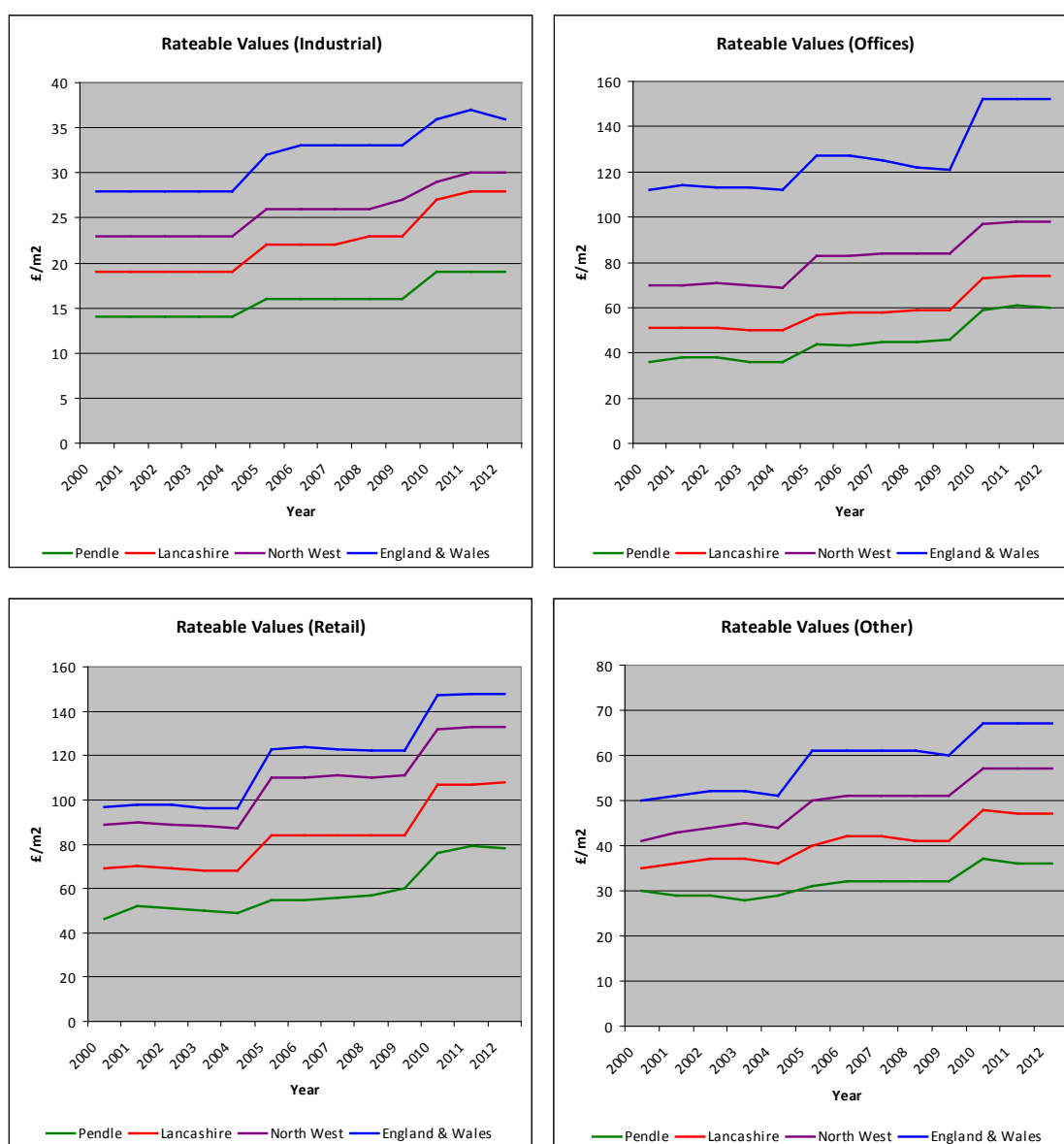
Figure 5.2: Rateable Values of Business Premises, Pendle 2000-2012



Source: Business Floorspace (Experimental Statistics), Valuation Office Agency, May 2012.

- 5.12 In the 21st Century adopted employment strategies have seen development focus on diversification and strengthening of the local economy, principally through the provision of additional floorspace for B1 office use (Figure 5.1). These developments have taken place both within town centres (e.g. the Ace Centre (Nelson), Linden House (Colne) and the Rainhall Centre (Barnoldswick) and alongside key transport nodes (e.g. Riverside Business Park (Barrowford)).
- 5.13 The accelerated loss of older industrial premises in combination with a focus on the provision of smaller office units has resulted in a drop in the total amount of business floorspace over recent years (Figures 5.1 and 5.2). But, despite significant levels of investment in higher value office units, rateable values remain well below the county, regional and national averages (Figure 5.3).

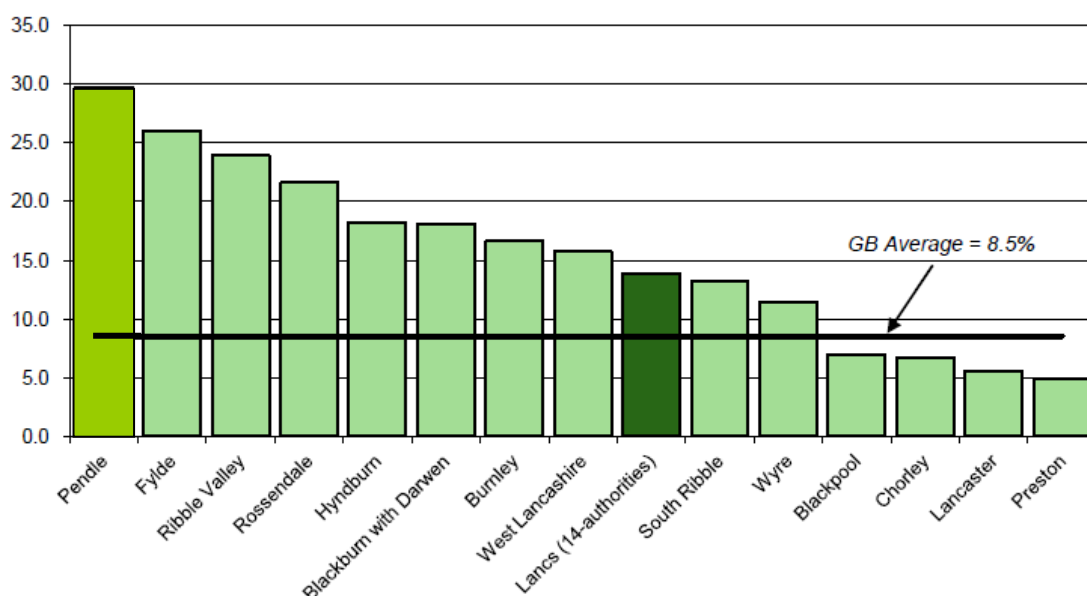
Figure 5.3: Rateable Values of Business Premises, Pendle 2000-2012



Source: Business Floorspace (Experimental Statistics), Valuation Office Agency, May 2012.

- 5.14 The Borough still retains a high level of activity in manufacturing and the number of employees working in this sector is over three times the national average (Figure 5.4). Following the reorganisation of the cotton industry in the 1950s and 1960s, it is no longer textiles that fuels employment growth in the area but high technology businesses in aerospace and advanced engineering. As a consequence demand for B2 floorspace for general industry remains high.

Figure 5.4: Employment in Manufacturing as a Percentage of all Employment, Pendle 2011



Source: Business Register Employment Survey, ONS, 2011.

- 5.15 In 2012 Pendle Council conducted its third Employment Land Survey, previous editions having been carried out in 2000 and 2007. The results from each of these surveys are summarised in Appendix 4 and detailed feedback from the 2012 Survey is provided in Chapter 6 (Stage 2, Step 6). However, it is worth noting here that in contrast to earlier surveys, where lack of space was the main reason for businesses having an off-site requirement (employment churn), the responses to the 2012 Survey revealed that the main drivers were concerns about the quality and suitability of the premises they were currently occupying (property churn).
- 5.16 Concerns about space, accessibility, condition and suitability reflect the high volume of floorspace still in use which dates back to the late 19th and early 20th centuries. Whilst a number of these buildings are an important part of our industrial heritage and deserve to be preserved, many more are not of historic interest and are no longer suited to modern business practices. The results of the 2012 Survey in particular suggest that there is a growing demand for more modern premises in attractive and accessible locations.
- 5.17 Following the turn of the century there was a noticeable acceleration in the loss of traditional mill buildings arising from the debt-fuelled residential property boom. Many local businesses took the opportunity to cash-in with 31 mill sites redeveloped for residential, retail or mixed-use schemes, representing a loss of 19.26ha of employment land. A further 13 sites have also been granted planning permission for non-employment uses representing a potential loss of a further 13.91ha.

Revealed Demand for Employment Land and Premises

- 5.18 A comprehensive assessment of the likely future demand for employment land is the main focus of Stage 2 (Step 6). However, some contextual information on local demand is required for the assessment of the Protected Employment Areas (PEAs) and other sites within the existing employment land portfolio.
- 5.19 A picture of the recent demand for employment land can be obtained from two key sources:
1. Historical data on planning permissions granted for employment development (including change-of-use applications) and past take-up rates for employment land.
 2. Drawing on local market knowledge through discussions with local commercial property agents and economic development agencies and analysis of available information on business requirements for land and property.

Historical Data

- 5.20 Pendle has reliable figures for the annual take-up of employment land dating back to 1982/83 (Table 5.1). Up to 1995/96 these figures were recorded by Lancashire County Council's Industrial Promotion Unit and reported annually in their quarterly publication Monitor. Since 1996/97 Pendle Council's Planning Department has been responsible for the monitoring of employment land take-up in the borough and the figures recorded have provided a breakdown between the B1, B2 and B8 use classes.¹¹ Since 2005/06 the B1 use class has also been broken down, in order to distinguish between B1(a), B1(b) and B1(c) uses.¹² Take-up figures are reported in the Pendle Employment Land Monitoring Report, which now forms part of the Authority's Monitoring Report (AMR), which is published annually.
- 5.21 The figures in Table 5.1 reveal that although there have been occasional peaks, the annual average annual take-up of employment land in Pendle has remained fairly consistent over time.¹³ The average over the full 30 year monitoring period is 2.65ha. Since 1996/97 this has fallen slightly to 2.54ha per annum (Figure 5.5) and from 2005/06, it has been just 2.21ha per annum. However, it must be stressed that this latter period is heavily influenced by the impact of the post 2007/08 economic recession.
- 5.22 Since 2004/05 the take-up of land for B1 uses has outstripped that for B2 uses. In part this reflects the introduction of economic policies that focussed on strengthening the local economy through diversification. But, it is also a reflection of the lack of sites genuinely available for B2 uses, which could facilitate large-scale growth and expansion.

¹¹ B1 = Office and Light Industry, B2 = General industry, B8 = Storage and Distribution

¹² B1(a) = Offices, B1(b) = Research & Development, B1(c) = Light Industry

¹³ An impetus to development came in December 1983 when the industrial estates at Lomeshaye and White Walls were designated as part of the North East Lancashire Enterprise Zone. The peak in 1988/89 reflects an increase in development activity between the arrival of the M65 motorway in 1986 and the end of the tax free benefits afforded by Enterprise Zone status in December 1993. A second peak in 2000/01 is the result of several large-scale developments on the new Lomeshaye Extension and at Rolls Royce and Wellhouse Wire Products (Leggett & Platt) in Barnoldswick.

Table 5.1 Employment Land Take-up, Pendle 1982-date (ha)

Year	B1				B2	B8	All B-uses	Rolling Averages		
	Total	B1(a)	B1(b)	B1(c)				3yr	5yr	10yr
1982/83	-	-	-	-	-	-	0.0	-	-	-
1983/84	-	-	-	-	-	-	5.0	-	-	-
1984/85	-	-	-	-	-	-	2.7	2.57	-	-
1985/86	-	-	-	-	-	-	2.4	3.37	-	-
1986/87	-	-	-	-	-	-	2.0	2.37	2.42	-
1987/88	-	-	-	-	-	-	7.0	3.80	3.82	-
1988/89	-	-	-	-	-	-	15.7	8.23	5.96	-
1989/90	-	-	-	-	-	-	1.3	8.00	5.68	-
1990/91	-	-	-	-	-	-	0.0	5.67	5.20	-
1991/92	-	-	-	-	-	-	2.8			
1992/93	-	-	-	-	-	-				
1993/94	-	-	-	-	-	-				
1994/95	-	-	-	-	-	-				
1995/96	-	-	-	-	-	-				
1996/97	0.6	-	-	-	0.8	0.0	1.4	-	-	-
1997/98	0.0	-	-	-	0.4	0.0	0.4	-	-	-
1998/99	0.2	-	-	-	0.5	0.1	0.8	0.87	-	-
1999/00	0.1	-	-	-	1.0	0.8	1.9	1.03	-	-
2000/01	1.9	-	-	-	6.4	1.7	10.1	4.27	2.92	-
2001/02	0.0	-	-	-	0.8	2.2	3.0	5.00	3.24	-
2002/03	0.1	-	-	-	0.2	1.3	1.6	4.90	3.48	-
2003/04	0.3	-	-	-	3.6	1.8	5.7	3.43	4.46	-
2004/05	0.3	-	-	-	0.1	0.2	0.6	2.63	4.20	-
2005/06	1.2	0.3	0.0	0.8	2.3	0.0	3.5	3.25	2.87	2.89
2006/07	0.2	0.2	0.0	0.0	0.0	0.1	0.3	1.44	2.33	2.78
2007/08	1.0	0.9	0.0	0.1	1.1	0.3	2.4	2.03	2.48	2.98
2008/09	3.6	3.0	0.0	0.5	0.0	0.4	4.0	2.21	2.13	3.30
2009/10	1.9	1.6	0.0	0.3	0.1	0.0	2.0	2.76	2.40	3.30
2010/11	0.0	0.0	0.0	0.0	0.0	0.7	0.7	2.20	1.85	2.36
2011/12	1.1	1.0	0.0	0.1	0.6	0.8	2.4	1.71	2.29	2.31
2012/13	0.1	0.1	0.0	0.0	2.0	0.3	2.5	1.90	2.32	2.32
1. 1982/83 to date										
Total	-	-	-	-	-	-	82.07			
Average	-	-	-	-	-	-	2.65			
2. 1996/97 to date										
Total	12.58	-	-	-	19.85	10.54	43.17			
Average	0.74	-	-	-	1.17	0.62	2.54			
%	29.15	-	-	-	45.98	24.41	100.00			
3. 2005/06 to date										
Total	9.08	7.24	0.00	1.84	6.05	2.44	17.7			
Average	1.14	0.91	0.00	0.23	0.76	0.31	2.21			
%	51.40	40.96	0.00	10.43	34.23	13.81	100.00			

Sources: 1. 1982/83 to 1990/91: Monitor 69 (Lancashire County Council, autumn 1997).

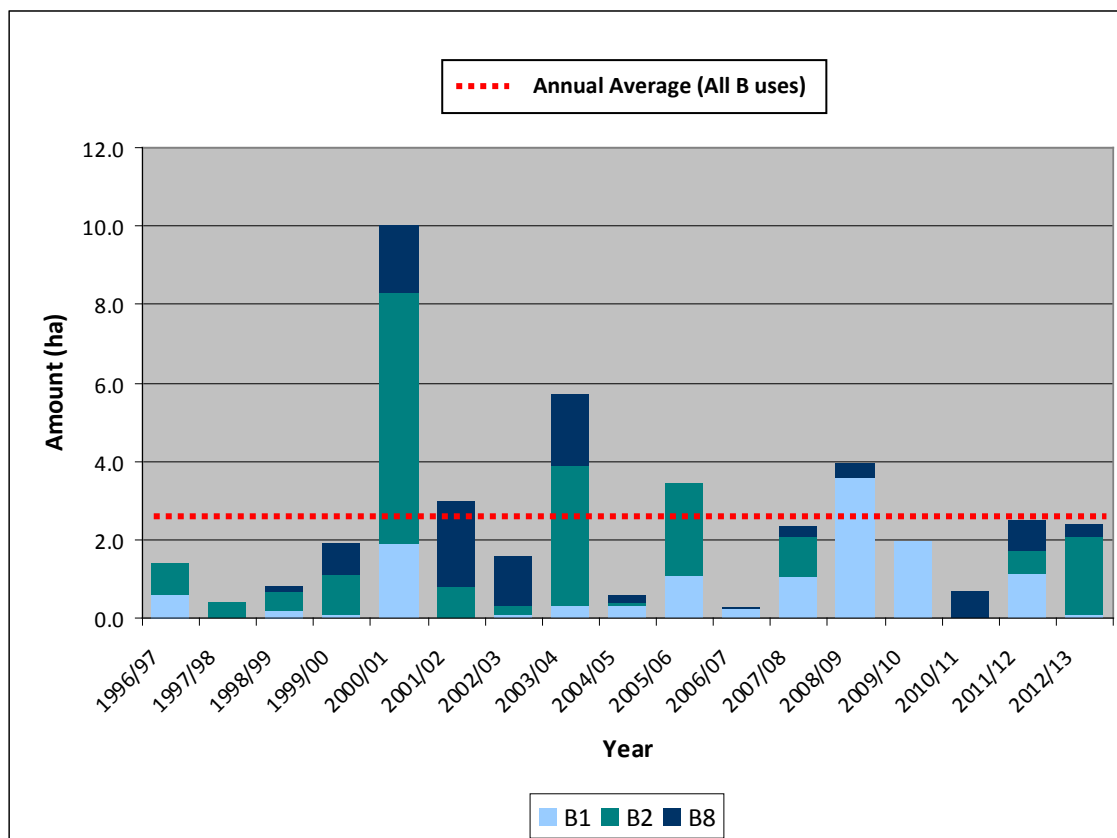
2. 1996/97 to date: Employment Land Monitoring Report (Pendle Council, 1997 to 2013)

Notes: 1. 1991/92 to 1995/96: The figure of 2.8ha is derived from the total for 1991/92 to 1997/98 (4.6ha) identified in Monitoring Report 2 (Lancashire County Council, 1999), but excludes the figures recorded by Pendle Council in 1996/97 (1.4ha) and 1997/98 (0.4ha)

2. 2000/01 – A development of 0.1ha was not assigned to a particular business use class.

3. 2005/06 and 2011/12 – Developments of 0.8ha and 0.1ha assigned to B1(c) after review.

Figure 5.5: Employment Land Take-up, Pendle 1996-2013



Source: Employment Land Monitoring Reports, Pendle Council 1996/97-2012/13

5.23 Accurate records reflecting the spatial distribution of employment land take-up are only readily available as far back as the 2003/04 monitoring period and the results are shown in Table 5.2. The availability of employment land at 31st March 2012 (i.e. prior to completion of the Stage 1 of this review) is shown alongside for comparison.

Table 5.2: Employment Land Take-up in Pendle, by Location

Settlement / Spatial Area	Past Take-up		Current Availability	
	Amount (ha)	Percentage	Amount (ha)	Percentage
Brierfield	0.3	1.5%	3.3	8.0%
Nelson	14.1	65.1%	6.7	16.3%
Barrowford	1.7	7.8%	9.8	24.0%
Colne	2.1	9.6%	5.8	14.1%
M65 Corridor	18.2	84.0%	25.6	62.4%
Barnoldswick	2.3	10.7%	11.9	29.1%
Earby	0.6	2.9%	3.4	8.3%
West Craven Towns	2.9	13.6%	15.3	37.4%
Rural Service Centres	0.1	0.4%	0.1	0.2%
Rural Villages	0.5	1.9%	0.0	0.0%
Rural Pendle	0.6	2.3%	0.1	0.2%
Total	21.6	100.0%	41.0	100.0%

Source: Employment Land Monitoring Reports, Pendle Council 2003/04-2011/12

5.24 The spatial distribution of sites in the current employment land portfolio reveals a mismatch with the spatial distribution of past-take-up, highlighting a shortage of sites in the M65 Corridor where demand is highest and a surplus in the West Craven Towns.

Market Knowledge

- 5.25 Information on the existing and likely future demand for employment land and premises in Pendle was obtained from a number of sources:
- Detailed discussions with key stakeholders at meetings of the Project Steering Group.
 - A questionnaire survey circulated to commercial property agents, developers and economic development agencies.
 - Analysis of enquiries for land and premises recorded on the Evolutive database.¹⁴
 - Analysis of responses to the 2012 Employment Land Survey and the questionnaire survey issued to the members of Pendle Vision.
 - Analysis of responses to the 2013 Pendle Business Survey.
- 5.26 The inaugural meeting of the Project Steering Group, held on Tuesday 19th March 2013, was attended by 13 of the 19 invitees (see Appendix 2). Following presentations on the purpose of the employment land review and a review of the proposed site appraisal criteria, a series of general discussions considered the existing and likely future demand for sites and premises in the borough (revealed demand) and the ability of the existing stock of sites to meet these requirements.
- 5.27 A questionnaire was circulated to 26 commercial property agents, developers and economic development agencies on Thursday 22nd March 2013 (Appendix 5). This sought additional information on the sources of existing and future demand and to identify any perceived gaps in supply (i.e. local provision of sites and premises).
- 5.28 Additional information on revealed demand was obtained by considering the enquiries received from businesses potentially looking for land or premises in Pendle. This information is recorded on the Evolutive database by Regenerate Pennine Lancashire and Pendle Borough Council. However, it should be noted that this information only offers a snapshot of recent requirements, which although providing a useful insight, cannot offer an accurate reflection of actual requirements in Pendle.

Table 5.3: Summary of Premises Enquiries 2009/10 to date

Summary of Requirement	Office		Industrial		Storage	
	No.	m ²	No.	m ²	No.	m ²
Under 465m² (5,000ft²)	69	2,335	56	6,201	1	276
465-930m² (5-10,000ft²)	5	4,740	7	12,010	0	0
Over 930m² (10,000ft²)	4	13,173	32	636,050	5	16,793

Source: Pennine Lancashire Evolutive Database, September 2013

Notes: Eleven enquiries were not assigned to a particular business use.

¹⁴ Evolutive is a specialist customer relationship management (CRM) solution for enquiry handling and recording requirements for land and premises. It is used by over 120 organisations in the public sector including Regenerate Pennine Lancashire and Pendle Borough Council’s Economic Development Unit.

- 5.29 Figures from the Evolutive database (Table 5.3) reveal that since 2009/10 a total of 197 enquiries have been received from businesses considering the possibility of occupying vacant premises (190) or building on vacant sites (7) in Pendle. Of these enquiries:
- 53% were for industrial (B2) and storage (B8) uses.
 - 73% were for premises under 465m² (5,000ft²), with an average requirement of 34m² (366ft²) for offices and 111m² (1,195ft²) for industrial units.
 - 21% were seeking units over 930m² (10,000 ft²).
 - The average requirements in this size-band were as follows
 - 3,293m² (35,450ft²) for offices
 - 3,359m² (36,153ft²) for storage (warehousing)
 - 6,716m² (72,291ft²) for industrial premises, although the majority of requests did not exceed 2,787m² (30,000ft²).¹⁵
- 5.30 The seven enquiries for employment land sought a total of 17.0ha.
- 5.31 Many of the enquiries recorded on the Evolutive Database are not Pendle specific, although a suitable site in Pendle may be a genuine consideration. The results of the 2012 Employment Land Survey, offer a better insight into of the specific needs of local businesses and are reproduced in-full in Appendix 4. As similar surveys were also carried out in 2000 and 2007, it is possible to observe changes in the response rates for particular questions.
- 5.32 The headline results from the 2012 Survey reveal that of the 68 businesses looking to expand within the next five-years. Half of these had an off-site requirement, with 28 proposing to purchase new premises and six preferring to build new on a vacant site. These six responses had a total land requirement of 9.2ha, with four requiring sites in the M65 Corridor, but not exclusively within Pendle.
- 5.33 To supplement the information from the 2012 Employment Land Survey, a stripped down version of the questionnaire was issued to representatives attending the quarterly meeting of Pendle Vision held on Monday 1st July 2013.¹⁶
- 5.34 A final source of information on revealed demand was the Pendle Business Survey conducted in 2009 and 2013. In view of the post-2008 economic recession, it was not surprising that the 2013 Survey revealed that only 11% of businesses had attempted to expand or move premises in the preceding 12 months; less than half the 23% recorded in 2009. However, 63% had attempted to recruit new staff in the preceding 12 months and over the next two years 47% planned to increase the size of their workforce.
- 5.35 Information drawn from these various sources, indicates that the following features typify the demand for employment land and premises in Pendle:
- The main source of demand for employment land and premises in Pendle has been from local businesses looking to expand or relocate within the borough. This is illustrated by the two largest completions during the 2012/13 monitoring period. Farmhouse Biscuits built a new corporate headquarters and extended their manufacturing operations on a 0.38ha

¹⁵ Excludes several large (non-Pendle specific) enquiries from UK Trade & Investment (Manchester), which severely distorted the figures for industrial units in this size band.

¹⁶ Pendle Vision is the voice of private sector businesses in the borough. Its quarterly meetings are attended by senior managers from high-tech manufacturers, retail and service industries, the NHS and other public agencies to openly discuss the needs of local employers. The agenda and notes of the meeting are reproduced in Appendix 4.

reclaimed site in Nelson. Following their acquisition by multi-national company Senior plc, local precision engineering company Weston EU built a new manufacturing facility on a 1.7 hectare site at the West Craven Business Park in Earby.

- There have been a number of notable inward investments on the borough's modern business parks. The Metal Improvement Company – part of the Curtiss-Wright Corporation of America – acquired a site for a new manufacturing facility on the West Craven Business Park in Earby, due to its proximity to Rolls-Royce in nearby Barnoldswick, whilst the Primary Care Trust had a new headquarters constructed for them by local developer Barnfield Construction, on the White Walls Industrial Estate in Colne.
- Significant business start-ups have included Macaw Soft Drinks – now part of the US based Cott Corporation – and Daisy Communications, both located on the Lomeshaye Industrial Estate and employing in excess of 250 people.
- Sites and premises in close proximity to Junctions 12, 13 and 14 on the M65 motorway are unsurprisingly the most sought after.
- Whilst the majority of businesses are looking to acquire premises under 465 m² (5,000ft²) there is a shortage of premises in the range 465-930m² (5,000 -10,000ft²).
- The supply of modern, good quality, second-hand premises is extremely limited and there are few sites capable of accommodating units of 930m² (10,000ft²) and over.
- Both new and existing employment sites would benefit from improved public transport connections and ancillary on-site provision, such as cafes, crèches etc.
- The overall perception of the area as a place to do business is currently weak, with the highly skilled workforce in aerospace and advanced manufacturing (engineering) regarded as the areas greatest strength.
- Future opportunities for growth are considered to be in aerospace and advanced manufacturing (engineering), as reflected in the Pennine Lancashire Integrated Economic Development Strategy. An increased requirement for distribution facilities, to support existing manufacturing companies and assist diversification, as businesses import and distribute goods from abroad rather than manufacture locally.
- The potential of the area as a place to do business appears to be largely unknown outside the immediate area. Positive promotion of the area is largely confined to tourism, which helps parts of the borough to be recognised as attractive places to live or visit.

5.36 The lack of good quality sites for expansion, particularly for General Industry (B2) was cited as a concern by several respondents to these surveys. With a number of quality business locations in neighbouring authorities, capable of meeting the requirements of Pendle businesses unable to find sites or premises to meet their future needs within Pendle (Table 5.2), there is a need to address this shortfall through the Local Plan process.

5.37 Should it not prove possible to provide sites of a similar quality within Pendle, and in particular within the M65 Corridor, then there is a possibility that strategic policy objectives could potentially be undermined, as businesses in aerospace and advanced manufacturing relocate to locations outside the Borough, as Fort Vale Engineering did in 2008/09.

Table 5.2: Key Employment Sites in the M65/A56 Corridor

Site	District	Location	Brief Description
Network 65	Burnley	M65 Junction 9	34 units on a 26 hectare site
Burnley Bridge¹	Burnley	M65 Junction 9	28 ha of undeveloped land
Shuttleworth Mead	Burnley	M65 Junction 8	40 units on a 28 hectare site
Altham	Hyndburn	M65 Junction 8	46 units on a 72 hectare site
Broughton Hall	Craven	A59	50 units set within 1,214 ha (3,000 acres) of landscaped grounds

Notes: 1. The first sites at Burnley Bridge are due to be available in 2014.

Protected Employment Areas and the Stock of Sites and Premises

- 5.38 The starting point for this update is the stock of sites that make up our current employment land portfolio. This consists of those sites identified in the 2007 ELR, which remain undeveloped, together with new sites identified through the annual employment land monitoring process.
- 5.39 At the end of the last monitoring period (31st March 2013), the employment land portfolio for Pendle included a total of 56 sites. The Replacement Pendle Local Plan (2001-2016) does not allocate any sites for employment use, but identifies nine Protected Employment Areas (PEAs) where proposals for development other than for general industry (B1, B2, or B8)¹⁷ will be resisted:
- | | |
|------------------------------------|---------------------|
| 1. Lomeshaye Industrial Estate | Brierfield / Nelson |
| 2. Riverside Business Park | Barrowford / Nelson |
| 3. Riverside Mills | Nelson |
| 4. Brook Street / Valley Mills | Nelson |
| 5. Hallam Road | Nelson |
| 6. Whitewalls Industrial Estate | Colne / Nelson |
| 7. Greenfield Road | Colne |
| 8. Long Ing, Crow Nest & Bankfield | Barnoldswick |
| 9. West Craven Business Park | Earby |
- 5.40 The Bradley Area Action Plan, adopted by Pendle Council on 30th June 2011, subsequently re-allocated the Riverside Mills PEA for housing. However, it also designated the Throstle Nest Mill PEA and identified a site off Bradley Hall Road for the development of employment space (Policy 5).
- 5.41 Of the 56 sites within the current employment land portfolio, 25 are situated within one of the borough’s PEAs. The distribution of the PEAs across the borough is illustrated in Figure 3.2, but a more detailed plan and brief description for each follows.

¹⁷ The Riverside Business Park PEA in Barrowford is restricted to B1 uses only.

Lomeshaye Industrial Estate, Nelson/Brierfield

- 5.42 Lomeshaye, situated between Brierfield and Nelson, was identified in the mid-1970's as a strategic employment location alongside the then proposed Calder Valley motorway. The estate developed rapidly during the 1980s and 1990s, as links were established with the national motorway network, and is now the Borough's largest employment area, in terms of physical area, number of businesses and employees (Figure 5.6).
- 5.43 With the completion of the most recent extension in 2004, the estate now extends to over 55 ha and in September 2013 was home to 130 businesses that between them employ over 4,000 people on the estate.
- 5.44 B2 (General Industrial) uses predominate, accounting for 40% of the 123 units on the estate and 44% of the total floorspace (147,077m²). Many of these businesses were already well-established in the area, choosing to relocate to Lomeshaye to facilitate expansion and/or establish more efficient business operations in well located modern premises. The estate has also attracted a significant amount of inward investment to the area, notably large-scale out-of-town B1(a) offices and B8 (Storage and Distribution) warehouses.
- 5.45 Also integral to the PEA is the Bizspace Lomeshaye Business Village, immediately east of the modern industrial estate. Approximately 140 office and business units, of varying sizes, are housed in an extensive three-storey former spinning mill. Fully refurbished in the late-1980s, it provides serviced accommodation in a high quality environment that is attractive to new business start-ups and small and medium sized enterprises.
- 5.46 In combination the expansion, inward investment and new-start businesses have seen Lomeshaye make a significant contribution to the strengthening and diversification of local employment opportunities.

Riverside Business Park, Nelson/Barrowford

- 5.47 Situated astride the boundary between Nelson and Barrowford, this 9.7 hectare Greenfield site is the only PEA in the borough to be protected for a specific business use – B1(a) Offices. The site is regarded as a major component in the Council's continuing attempts to diversify the local economy, by strengthening the local economy through a process of diversification.
- 5.48 Access to the site is off the A6068 (Barrowford Road), immediately west of M65 Junction 13. Outline planning consent was first granted in September 1996 (13/95/0637P), but full planning consent for Phase 1, comprising 3,710m² of offices, was not granted until September 2006 (13/06/0442P).
- 5.49 Site owners Peel Land & Property Ltd., in conjunction with local developers Barnfield Construction, have subsequently erected six office units, on a 0.9 hectare campus style development at the entrance to the new business park, which in September 2013 were home to eight new businesses (Figure 5.7).

Figure 5.6: Lomeshaye Industrial Estate

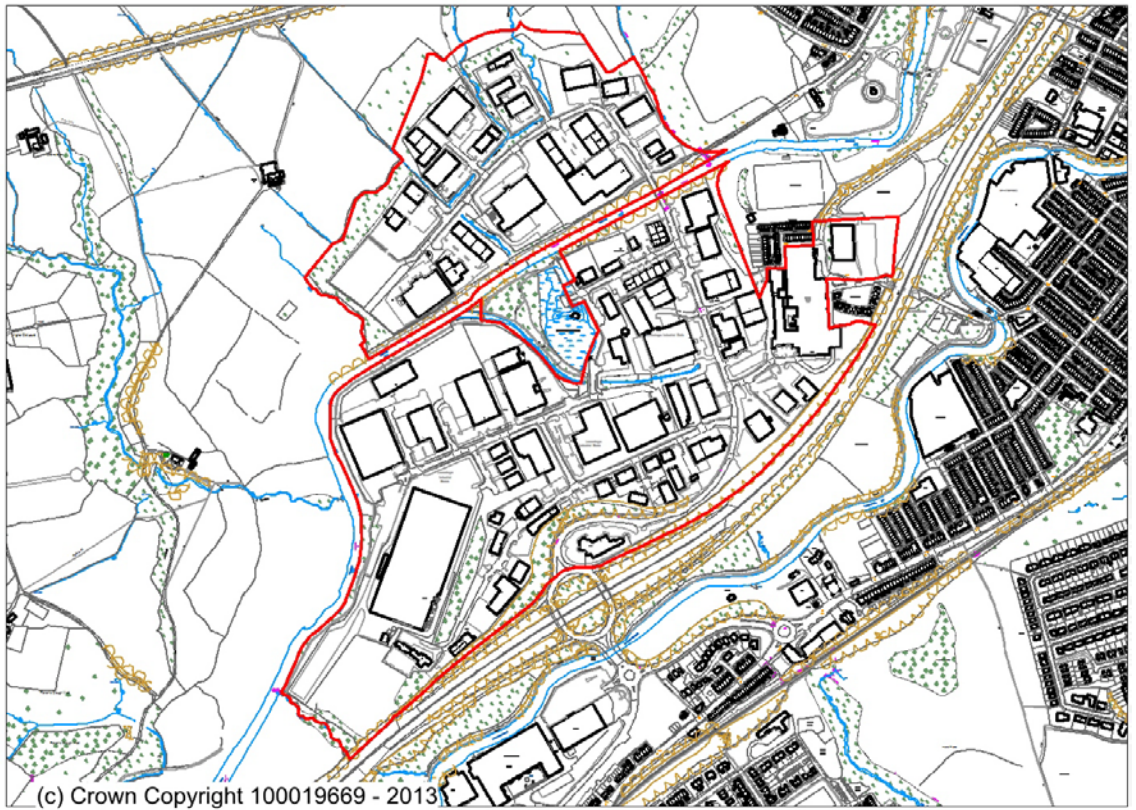
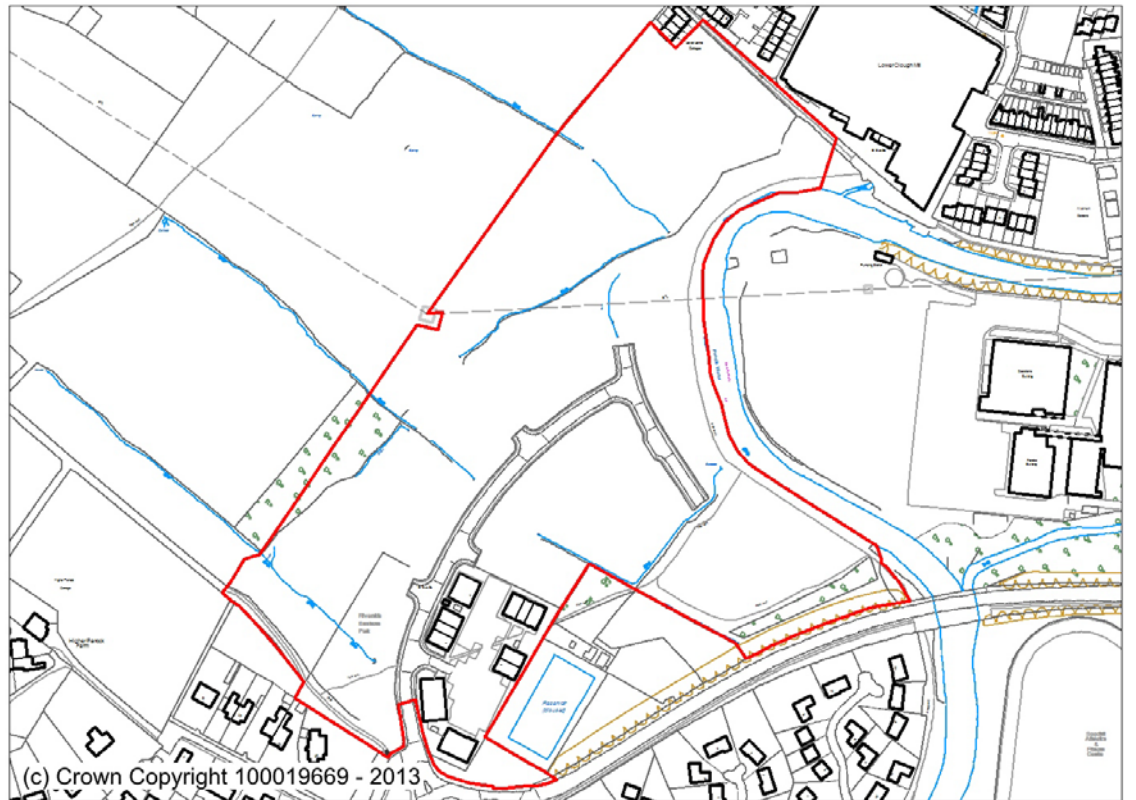


Figure 5.7: Riverside Business Park, Barrowford



Valley Mills, Nelson

- 5.50 As its name suggests the area comprises a number of former cotton mills, which were established along the banks of Walverden Water in the early part of the twentieth century (Figure 5.8).
- 5.51 Situated immediately south of Nelson Town Centre, the area is home to several of Nelson's major employers and benefits from reasonably direct access to the motorway network at Junction 13 on the M65, approximately one mile to the north. For this reason the area has not fallen into terminal decline and in recent year's significant investment by a number of businesses, has seen a number of buildings undergo extensive modernisation.
- 5.52 Once again B2 manufacturing uses dominate; although adjacent to the town centre is an area that is important for many of the areas small and medium sized enterprises and new business start-ups. This area contains two purpose built innovation centres, the Pendle Business Centre and Training 2000. Together they provide incubator units for new-start businesses, serviced accommodation for micro-enterprises and office based uses and offer training support for high-technology advanced engineering companies.

Figure 5.8: Valley Mills

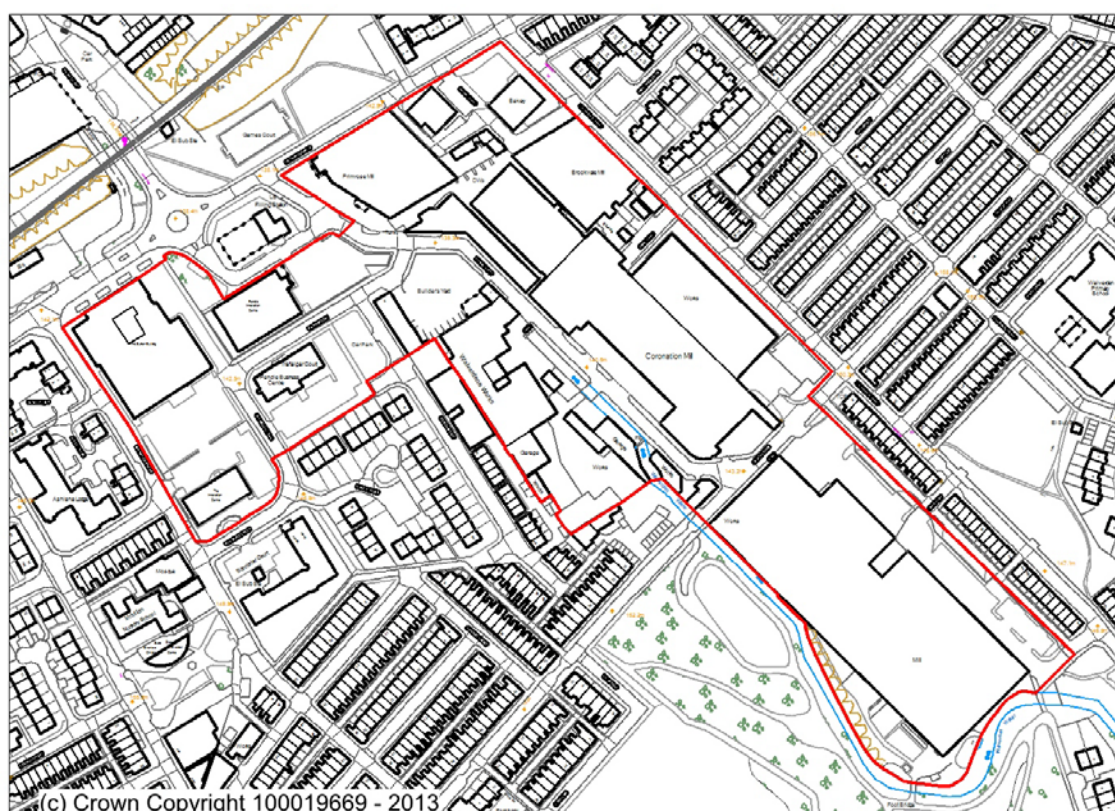


Figure 5.9: Throstle Nest Mill

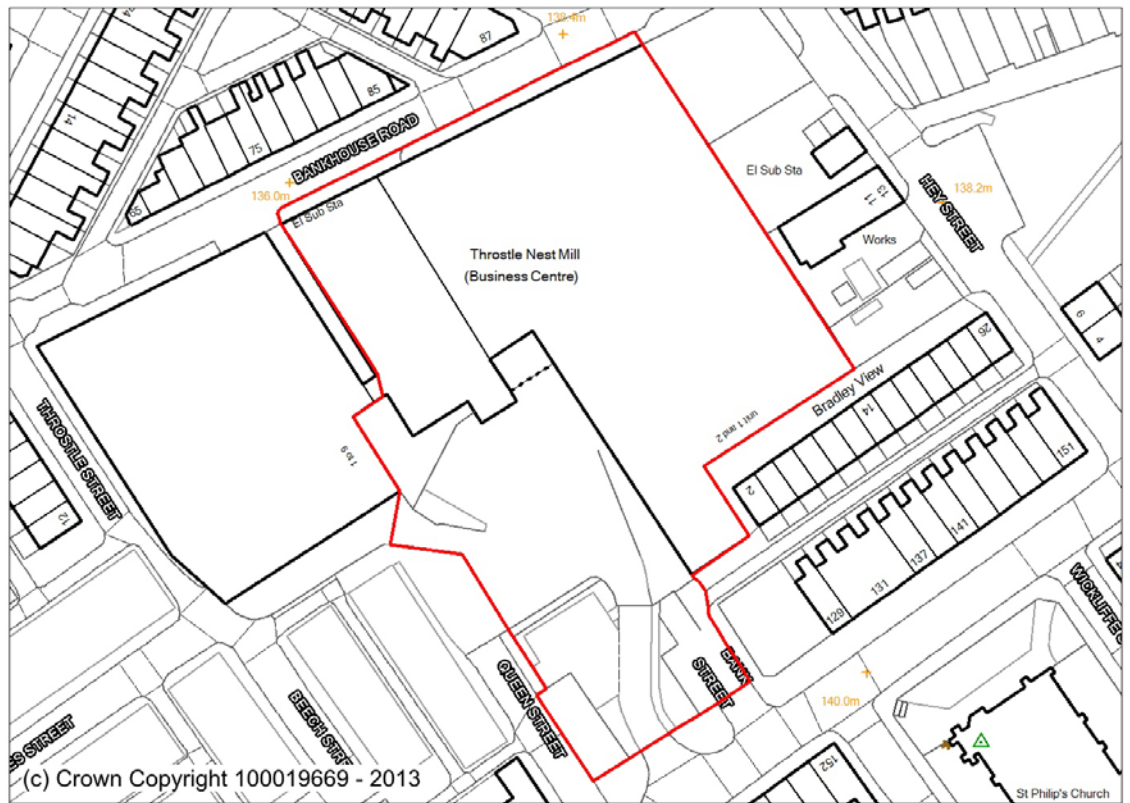
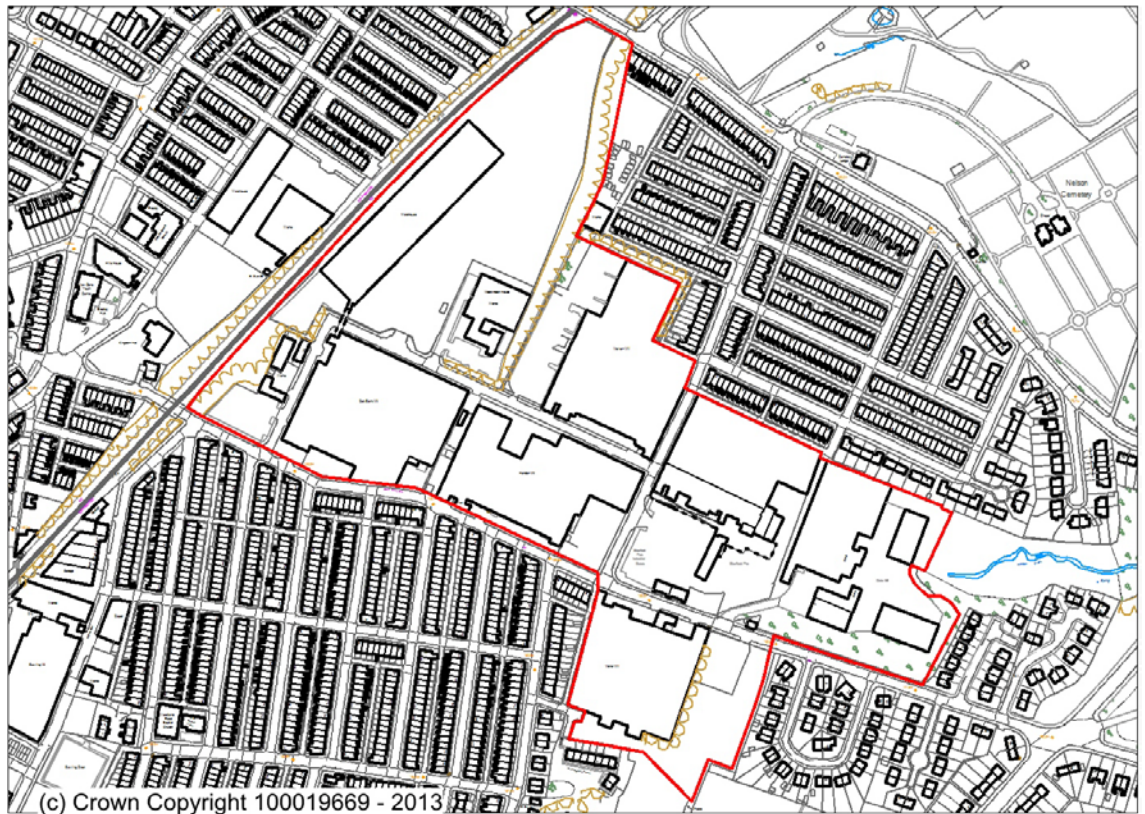


Figure 5.10: Hallam Road



Throstle Nest Mill, Nelson

- 5.53 A former textile weaving mill offering almost 6,000m² of B1/B2/B8 floorspace. It replaced the much larger cleared site at Riverside Mills, which was re-allocated for housing in the Bradley Area Action Plan, adopted in July 2011.
- 5.54 Cotton weaving at Throstle Nest Mill ceased in 1968, and the mill has subsequently had a succession of occupiers. Currently owned by property leasing company Woodimpex Ltd., the premises has been subdivided to provide three large units, two of which are currently vacant. The overall footprint of the site is a modest 0.67 ha (Figure 5.9).

Hallam Road, Nelson

- 5.55 This is another inner-urban employment area characterised by former textile mills constructed in the early part of the twentieth century, this time alongside Hendon Brook, which is culverted for much of its length within the PEA (Figure 5.10).
- 5.56 Manor Mill, constructed in 1924, was the last mill to be constructed on a Greenfield site in Pendle, until Springfield Mill was built at Lomeshaye in 1986. Together with Dale Mill, Glenfield Mill, Hendon Mill, Malvern Mill and Oak Bank Mill it makes up today's PEA. Almost 40 businesses occupy premises in the area. Hendon Mill, Glenfield Mill and Dale Mill have been sub-divided to provide accommodation for storage and manufacturing businesses, with the two remaining mills occupied by a single business.
- 5.57 Like Valley Mills the PEA benefits from relatively straightforward access to the motorway network at Junction 13 on the M65 via Hallam Road, which runs along the western edge of the site, the A56 (Leeds Road) and A6068 (Reedyford Road).

White Walls, Nelson/Colne

- 5.58 Established in the early 1970s, development at White Walls took off in the early 1980s when the M65 motorway reached Colne. At the same time part of the site was given Enterprise Zone status by the Government, offering tax incentives to businesses relocating onto the estate.
- 5.59 White Walls is unusual for Pendle in that it is a mixed-use development, although the largest employers are involved in B2 (General Industrial) uses. Immediately adjacent to the eastern boundary of the estate is an established retail park with an Asda Supermarket and outlets for Next, Argos Extra and DFS Furniture (Figure 5.11).
- 5.60 Excluding the retail park, the PEA covers approximately 22 ha and is home to 28 businesses that between them employ over 2,000 people on the estate.

Figure 5.11: White Walls

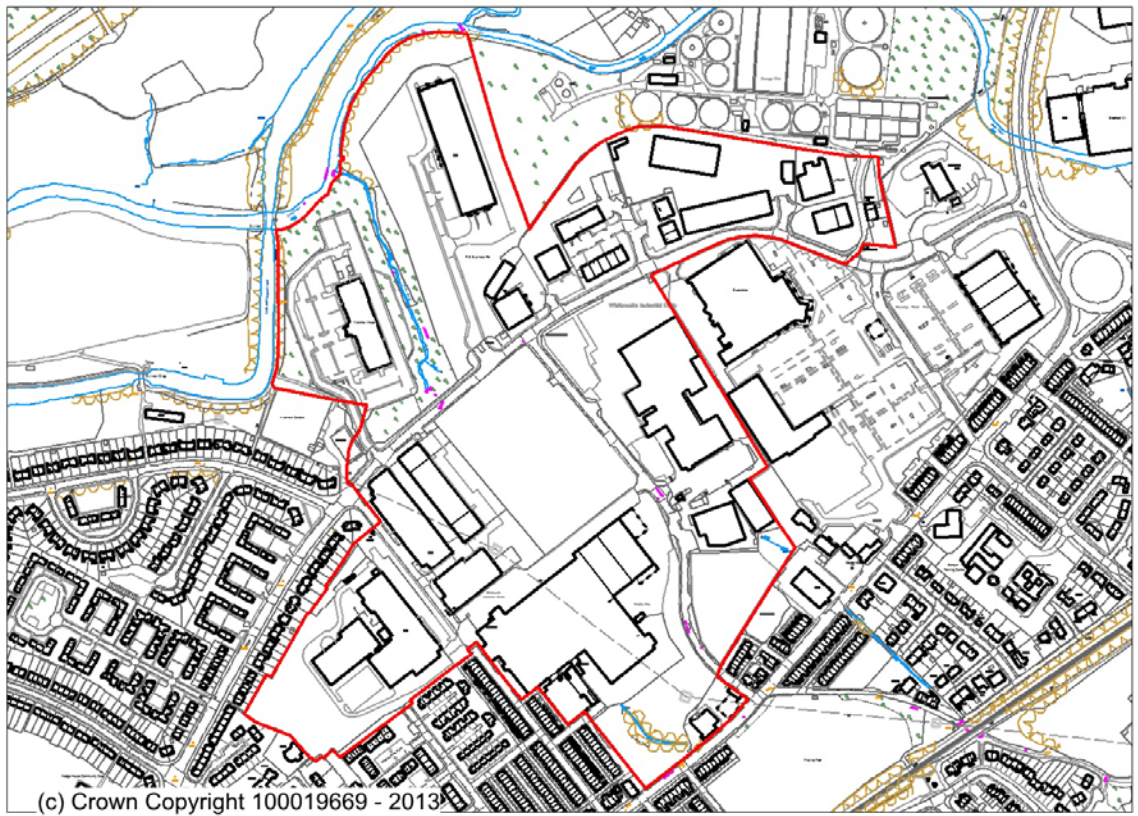
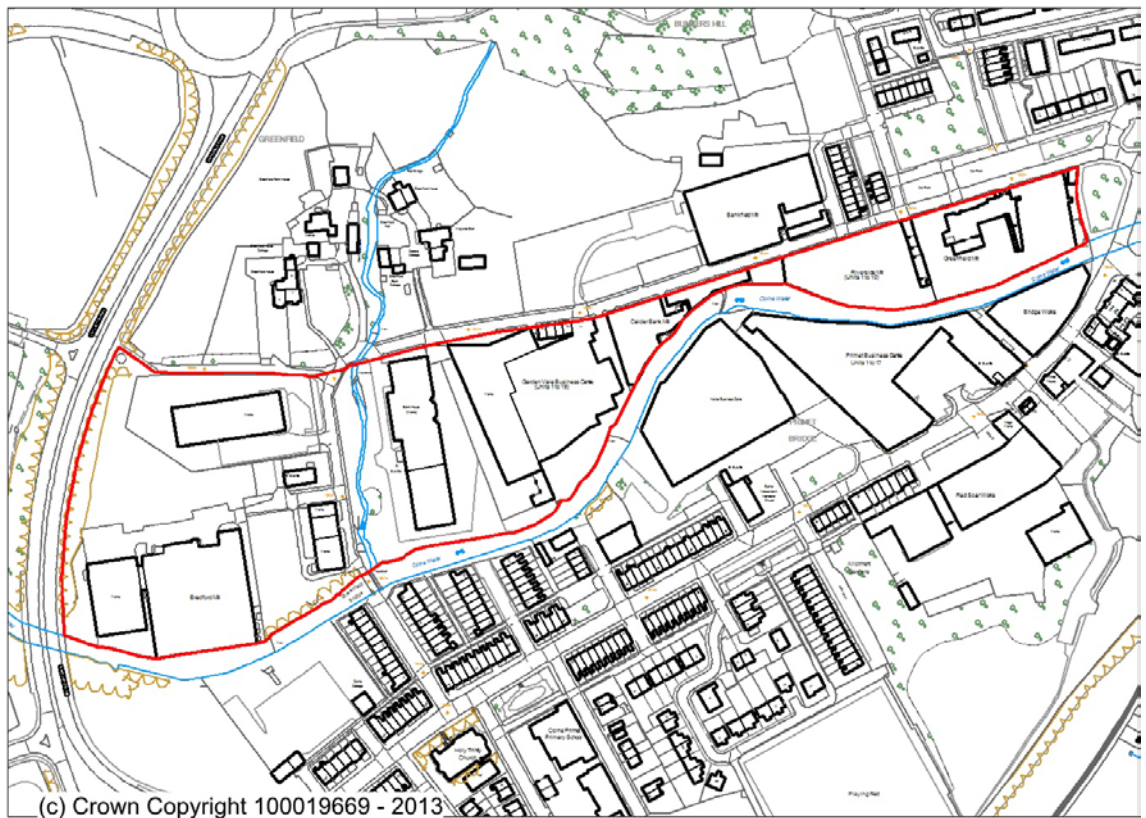


Figure 5.12: Greenfield Road



Greenfield Road, Colne

- 5.61 Another inner-urban employment area typified by former textile mills that emerged in the early part of the twentieth century, this time along the valley of Colne Water. The buildings in the area have retained relatively high occupancy levels, in part, due to the areas close proximity to Junction 14 on the M65 motorway (Figure 5.12).
- 5.62 In 1999, the majority of the PEA was designated as part of the Primet Bridge Conservation Area, and the view from Primet Bridge is considered to offer one of the best 'traditional' industrial vistas in the North West.
- 5.63 Whilst traditional textile mills characterise the easternmost end of the PEA, more modern business units have been constructed at the western end. Commercial vehicles must approach via Greenfield Road, as access via Phillips Lane is severely restricted by the narrow bridge over Colne Water.

Long Ing, Crow Nest & Bankfield, Barnoldswick

- 5.64 Effectively three connected, but distinct employment areas, occupying a relatively flat area of land between the Leeds & Liverpool Canal and Crownest Syke. Together they form an elongated employment corridor immediately to the east of Barnoldswick Town Centre.
- 5.65 The area evolved steadily over the last century. Between the 1950s and 1970s several former textile mills were demolished and replaced by large industrial complexes, whilst many of the smaller workshops interspersed amongst these behemoths are a product of more recent times.
- 5.66 Two of the Borough's largest and most influential employers are located within the PEA. Not only do Rolls Royce plc (fan blade manufacturers) and Silentnight Beds employ over 1,000 people between them, they also support a wide range of sub-contractors across Lancashire and Yorkshire.

West Craven Business Park, Earby

- 5.67 A high quality modern business park, occupying a rural location to the north of the village of Earby. Developed by J.N. Bentley Ltd. of Skipton in the early years of the 21st Century, the site benefits from a dedicated access off the A56 (Skipton Road) and is approximately five miles from Junction 14 on the M65 motorway and just three miles from the A59 trans Pennine route, linking the M6 and M1 motorways. A new cycleway connects the estate with the nearby village and local amenities.
- 5.68 The site has proved to be extremely popular and is approaching close to full capacity. Its close proximity to the large Rolls Royce fan blade manufacturing facility in nearby Barnoldswick has attracted several businesses engaged in advanced engineering and aerospace.

Figure 5.13: Long Ing, Crow Nest & Bankfield

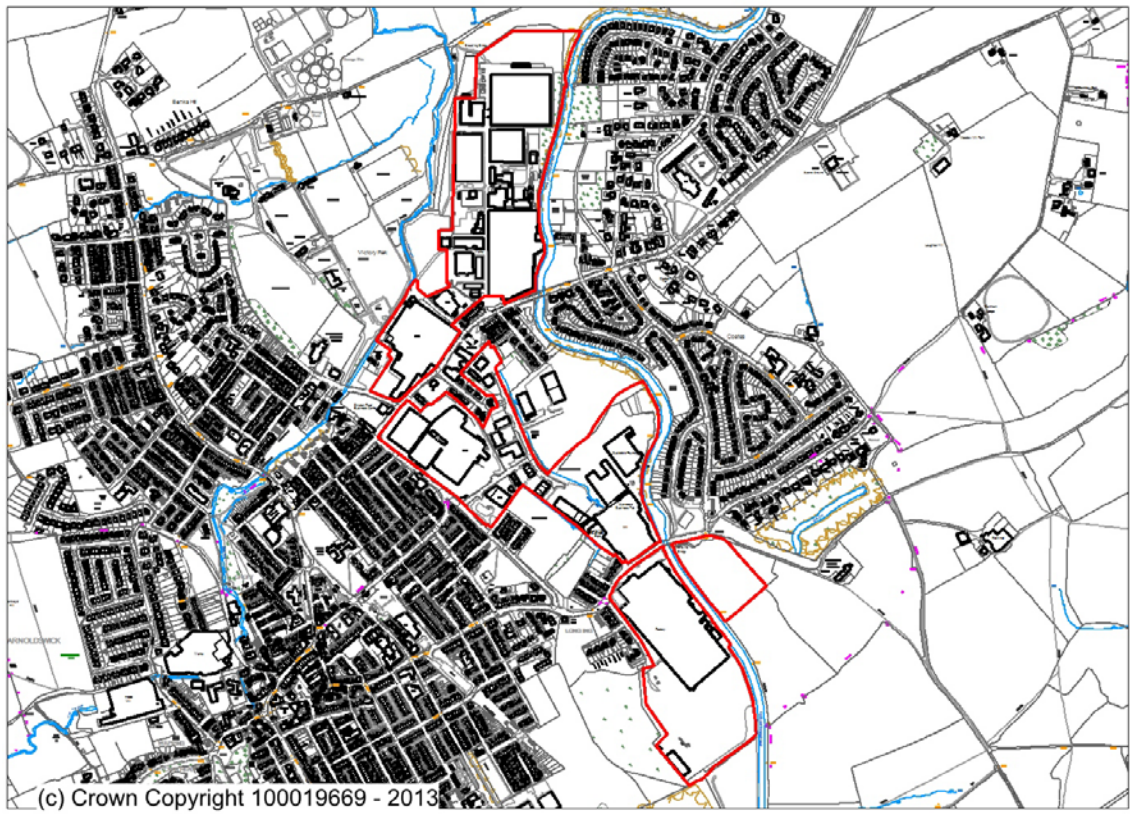
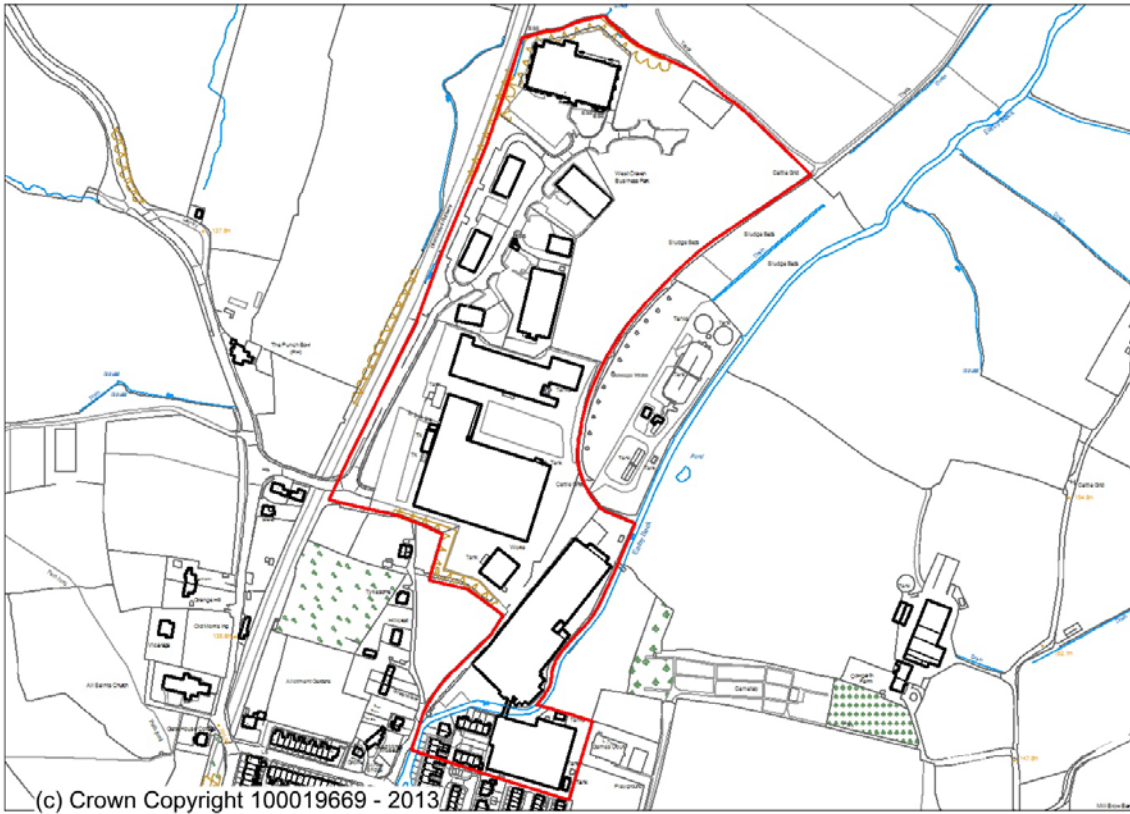


Figure 5.14: West Craven Business Park



Step 3: Devise and Apply Site Appraisal Criteria

- 5.69 The draft site appraisal criteria were circulated to members of the Project Steering Group for comment on Friday 8th March 2013, ahead of the inaugural meeting on Tuesday 19th March 2013. These were based on those used in the previous Pendle ELR, which in turn had been derived from those recommended in the ELR Guidance Note. To save time later in the process, and to allow for the creation of a comprehensive database, the scoring criteria for Stages 1 and 3 were considered at this time.
- 5.70 In response to comments received from members of the Project Steering Group, the two criteria addressing funding were combined into one (Criterion 9.5), to reflect the fact that the availability of financial assistance was now more limited and less likely to be a determining factor in site appraisal. Criterion 6.8, which addresses flooding was re-worded to better reflect the probable extent of flooding on a particular site as well as the likelihood of this occurring. Minor changes to the wording or scoring of other criteria, was also carried out before work commenced on the preliminary site appraisals.
- 5.71 The site appraisal criteria and scoring used at Stages 1 and 3 is set-out in Appendix 6, which also highlights the source for each criterion and where appropriate cross-references to the equivalent criterion in the Strategic Housing Land Availability Assessment (SHLAA).
- 5.72 The scoring of criteria used at Stage 1 employs a 'traffic light' system to quickly and clearly highlight the key attributes of each site. As the results are not always immediately apparent, three or five point scoring of the criteria has also been employed, to help assess the relative importance of factors that are considered to be significant constraints to delivery.
- 5.73 In the scoring of sites care has been taken not to exclude any sites, above the 0.25 hectare minimum threshold, which could be made suitable for employment development in the future. Where the assessment reveals a site to be marginal, it is retained for more detailed appraisal at Stage 3. Similarly, where the scoring indicates that a site is unattractive to the market and/or unsustainable but that it is considered important for strategic planning purposes (i.e. delivery of future regeneration initiatives or spatial vision) it has gone forward for further appraisal at Stage 3.

Step 4: Undertake Preliminary Site Appraisal

- 5.74 Site appraisals were carried out for all 56 sites within the existing employment land portfolio. This comprises those sites from the previous ELR, which remained wholly or partly undeveloped, together with any sites identified through the annual monitoring process in the intervening years.
- 5.75 At Stage 1 the assessment of sites within the existing portfolio is a two stage process. Rather than score individual sites within the nine PEAs, it is the continued suitability of the PEAs themselves that is reviewed. All the sites within a particular PEA, which are above the minimum threshold, are deemed to be either suitable or unsuitable for future employment use, depending on the outcome of this review.
- 5.76 This approach also helps to confirm the selection of employment areas that should continue to be safeguarded for future employment use and those where policy restrictions could be removed and land released for other uses.

Table 5.2: Summary of Stage 1 Site Appraisal Criteria

Criterion / Group / Attribute			Description
0.3	MA	Baseline	Level of occupancy on site ¹
3.1	MA	Strategic Access	Ease of access to motorway network
3.2	MA	Strategic Access	Ease of access to the primary road network
4.5	MA	Market Conditions	Is the site being actively marketed for as an employment site?
4.6	MA	Market Conditions	Has there been any employment market activity on the site in the last two years?
4.7	MA	Market Conditions	If unoccupied, how long has the site been vacant?
4.8	MA	Market Conditions	Has there been any employment development on the site in the last five years?
4.9	MA	Market Conditions	Has there been any other development activity on the site in the last five years?
4.10	MA	Market Conditions	Would employment development be viable without public funding to resolve infrastructure or other on-site constraints?
5.1	MA	User Constraints	Is the site owned by a developer or other agency known to undertake economic development?
5.2	MA	User Constraints	Is the site in multiple ownership / occupation, or owned by an organisation unlikely to bring it forward for development?
5.5	MA	User Constraints	Is there a valid permission for employment development, likely to meet market requirements? Or for an alternative use?
6.1	SA	Development Constraints	How easy is it for HGVs to access the site?
6.4	SA	Development Constraints	Is there a potential adverse impact on environmental or heritage designations, open space or agricultural land?
6.8	SA	Development Constraints	What is the likely risk and extent of flooding on the site?
6.10	SA	Development Constraints	Is employment the only acceptable form of built development on the site?
6.11	PL	Development Constraints	Is the site identified, or likely to be required for a specific user, or specialist use?
9.3	PL	Social & Regeneration Policy	Is the site part of a comprehensive or long-term proposal for development/regeneration, or identified as a key opportunity in an existing or proposed Masterplan?
9.4	PL	Social & Regeneration Policy	Is the site important in delivering economic development or spatial policy objectives?
9.5	PL	Social & Regeneration Policy	Is there sufficient public funding committed to overcome any infrastructure or on-site constraints, to make development for employment or other uses viable?
10.2	PL	Other Policy	Are there any other material policy considerations, which should override the decision to release the site from employment use during the plan period?

Key: MA: Market Attractiveness SA: Sustainability PL: Strategic Planning

Notes: 1. Protected Employment Areas only

- 5.77 Not all employment sites within the portfolio are located within a PEA. The remaining 31 sites were assessed using a sub-set of the full range of criteria to be used at Stage 3 (Table 5.2). The appraisal of individual sites at Stage 1 is based on three groups of criteria, with the focus being on the market attractiveness and sustainability of sites.¹⁸
- 5.78 In accordance with the ELR Guidance Note (¶ 4.31) aggregate scoring across the three groups of factors has not been employed, nor has any weighting been applied to the criteria.
- 5.79 A number of sites identified in the Pendle ELR do not benefit from planning permission. In the absence of any site specific information on viability the findings of the Pendle Development Viability Study (Colliers International, 2013) have been used to assess Criterion 4.10. The viability of sites across Pendle, for the different types of employment development assessed in this study, is shown in Table 5.3.

Table 5.3: Viability of Business Development in Pendle, 2013

Business Sector	Viability Scenario	Size	£
B1 Offices	Scheme 22: Nelson	140m ²	
	Scheme 23: Colne/Barnoldswick	140m ²	
	Scheme 24: Nelson	465m ²	
	Scheme 25: Colne/Barnoldswick	465m ²	
B2 Industrial	Scheme 26: Pendle-wide	140m ²	
	Scheme 27: Pendle-wide	465m ²	
B8 Warehousing	Scheme 28: Pendle-wide	929m ²	

Source: Pendle Development Viability Study (Colliers International & Aspinall Verdi, 2013).

Key: Viable Marginal Unviable

- 5.80 The results reveal that for each of the three traditional business types, the deficit in each instance is predicted to be greater than the relative land value threshold. This suggests that viability issues stem from the value of office, industrial and distribution property, as opposed to build or land costs.
- 5.81 Whilst it would appear that without significant improvements to property values, developer led development is unlikely to occur in Pendle, the results must be viewed with a degree of caution, as the study uses a number of assumptions relating to land values and build costs. In particular where development sites have been acquired by developers at below the current market value, development may be able to proceed.
- 5.82 Although some sites have remained undeveloped for substantial periods of time, this is not considered to be indicative of 'market failure'. Unfulfilled requirements for B2 and B8 uses are apparent from the results of the 2012 Employment Land Survey and analysis of business enquiries on the Evolutive database, but developers appear reluctant to build such premises at the prevailing market rents. In addition, a small number of large vacant sites (e.g. Barnsey Shed in Barnoldswick) have been retained by local businesses for future expansion.

Table 5.4 summarises the outcome of the Stage 1 Site Appraisals. The full appraisal for each site is shown in Appendix 7 (Table 1).

¹⁸ In addition to the criteria recommended in the ELR Guidance Note a small number of locally specific criteria were also used.

Pendle Employment Land Review 2014

Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
E057	Land to rear of Units 31-33, Kenyon Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	1.5530	Retain	
E117	Land to rear of Unit 12, Lindred Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.3320	Retain	
E056	Land off Lomeshaye Place	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.3070	Retain	<ul style="list-style-type: none"> • Site NOT actively marketed, reserved for expansion by existing occupier
M071	Unit 14, Kirby Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.0280	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission lapsed • Operational space for existing occupier
M106	Unit 10, Kenyon Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.0180	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
M061	Unit 8, Kenyon Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.0110	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
M069	Roseway off Lindred Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.0030	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
M194	Unit 2, Coulton Road	Nelson	Lomeshaye Industrial Estate	M65 Corridor	0.0700	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
E017	Phases 1 & 2, Riverside Business Park	Barrowford	Riverside Business Park	M65 Corridor	8.5950	Retain	
M178	Yard adjacent to 15 Brook Street	Nelson	Valley Mills	M65 Corridor	0.1390	Retain	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for redevelopment lapsed • Premises ARE actively marketed

Pendle Employment Land Review 2014

Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
M233	Primrose Mill Brook Street	Nelson	Valley Mills	M65 Corridor	0.0737	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Mill demolished and site redeveloped New premises occupied 2012/13
M188	Land off Junction Street <i>[incl. E110]</i>	Colne	White Walls Industrial Estate	M65 Corridor	2.1030	Retain	<ul style="list-style-type: none"> Reserved for expansion by existing occupier
E054	RB Business Park Regent Street	Colne	White Walls Industrial Estate	M65 Corridor	1.0700	Retain	
E038	Site A Profile Park Edward Street	Nelson	White Walls Industrial Estate	M65 Corridor	0.8240	Retain	
M107	Unit 6 Regent Street	Colne	White Walls Industrial Estate	M65 Corridor	0.0300	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission lapsed Operational space for existing occupier
E110	Yard off Junction Street	Colne	White Walls Industrial Estate	M65 Corridor	0.1120	See M188	
E021	Land off Progress Road	Nelson	White Walls Industrial Estate	M65 Corridor	0.1820	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Site NOT actively marketed, operational space for adjacent units
E019	Former Barnsey Shed Site Long Ing <i>[incl. M168]</i>	Barnoldswick	Crow Nest & Long Ing	West Craven	1.6760	Retain	<ul style="list-style-type: none"> Only land within PEA recorded Planning permission lapsed Site NOT actively marketed, reserved for expansion by existing occupier
M225	Bankfield Mill Site Skipton Road	Barnoldswick	Crow Nest & Long Ing	West Craven	1.5700	Retain	<ul style="list-style-type: none"> Site NOT actively marketed, reserved for expansion by existing occupier
M236	Land at Ravenscroft Way	Barnoldswick	Crow Nest & Long Ing	West Craven	0.0970	Retain	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for erection of B8 unit extant

Pendle Employment Land Review 2014

Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
E109	Land at Rookery Road	Barnoldswick	Crow Nest & Long Ing	West Craven	0.0350	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission lapsed Site NOT actively marketed, reserved for expansion by existing occupier
M065	Plots 3-6 Ravenscroft Way	Barnoldswick	Crow Nest & Long Ing	West Craven	0.0590	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Site NOT actively marketed, operational space for adjacent units
E041	West Craven Business Park <i>[incl. E016 & M206]</i>	Earby	West Craven Business Park	West Craven	1.5150	Retain	
E016	Land at West Craven Business Park	Earby	West Craven Business Park	West Craven	0.6010	See E041	
M193	Unit 4, West Craven Drive	Earby	West Craven Business Park	West Craven	0.0150	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for mezzanine lapsed Premises occupied and NOT actively marketed
E119	Former Mill Dam, Barrowford Road	Barrowford		M65 Corridor	1.0330	Retain	<ul style="list-style-type: none"> Adjoins Riverside Business Park PEA
M228	Pasture Lane Works	Barrowford		M65 Corridor	0.0205	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for extension lapsed Premises occupied and NOT actively marketed
E114	Land north of Glenway	Brierfield		M65 Corridor	1.3090	Review at Stage 3	<ul style="list-style-type: none"> Forms part of the extended site for Brierfield Mills (mixed-use proposal)
E092	Former Railway Goods Yard Clitheroe Road	Brierfield		M65 Corridor	0.8200	Review at Stage 3	<ul style="list-style-type: none"> Proposed for housing in Brierfield Railway Street SPD
E134	Land off Churchill Way (link road)	Brierfield		M65 Corridor	0.6150	Review at Stage 3	<ul style="list-style-type: none"> Site access issues

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Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
E131	Land off Hollin Bank	Brierfield		M65 Corridor	0.5100	Review at Stage 3	<ul style="list-style-type: none"> • Adjacent to residential/retail
M202	1-4 Castle Street	Brierfield		M65 Corridor	0.0430	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for redevelopment lapsed • Premises occupied and NOT actively marketed
E120	Land adjacent to Walk Mill Spring Gardens Road	Colne		M65 Corridor	0.9100	Review at Stage 3	
E118	Red Scar Works Burnley Road	Colne		M65 Corridor	0.9260	Review at Stage 3	<ul style="list-style-type: none"> • Development proposed on part of the site – 13/13/0339P
E132	Storage Compound Dockray Street	Colne		M65 Corridor	0.3700	Review at Stage 3	
E015	North Valley Road Retail Park <i>[incl. M227]</i>	Colne		M65 Corridor	0.1287	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Part developed in accordance with 13/10/0440P • Planning permission for change of use extant
M173	New Street Yard	Colne		M65 Corridor	0.0910	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for redevelopment lapsed • Premises ARE actively marketed
M068	Duckworth Mill Oak Street	Colne		M65 Corridor	0.0280	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
M038	Zion Works Exchange Street	Colne		M65 Corridor	0.0150	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed
M232	Unit 17, Primet Business Centre Skipton Road	Colne		M65 Corridor	0.0055	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed

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Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
M123	Grains Barn Farm Barrowford Road	Fence		M65 Corridor	0.0130	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for change of use lapsed Premises occupied and NOT actively marketed
E052	Riverside Mills Reedyford Road	Nelson		M65 Corridor	1.8670	Remove	<ul style="list-style-type: none"> Allocated for housing/mixed-use in Bradley Area Action Plan DPD
E135	Land off Southfield Street	Nelson		M65 Corridor	0.4110	Remove	<ul style="list-style-type: none"> Majority of site designated as Open Space (Allotments)
E116	Vulcan Mill Bradley Hall Road	Nelson		M65 Corridor	0.3810	Retain	<ul style="list-style-type: none"> Allocated for employment use in Bradley Area Action Plan DPD
E063	Land at Lily Street	Nelson		M65 Corridor	0.2550	Review at Stage 3	<ul style="list-style-type: none"> Planning permission for change of use lapsed
M217	Land at Valley Forge Business Park Reedyford Road	Nelson		M65 Corridor	0.2040	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for office unit lapsed Site NOT actively marketed, reserved for expansion by existing occupier
M226	Land adjacent to Lonsdale Street Works	Nelson		M65 Corridor	0.0537	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for erection of B1 units extant Site NOT actively marketed
M205	The Groves Hotel 144 Manchester Road	Nelson		M65 Corridor	0.0160	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for change of use extant Site NOT actively marketed
M209	21 Norfolk Street	Nelson		M65 Corridor	0.0068	Remove	<ul style="list-style-type: none"> Below 0.25ha site threshold Planning permission for extension extant Premises occupied and NOT actively marketed

Pendle Employment Land Review 2014

Table 5.4: Summary of Stage 1 Site Appraisals

Site Ref	Description	Location			Site Area	Outcome	Comments
		Town	PEA	Market Segment			
E027	Land at Ravenscroft Way Crow Nest Industrial Estate <i>[incl. part E108]</i>	Barnoldswick		West Craven	2.7160	Retain	<ul style="list-style-type: none"> • Adjoins Long Ing, Crow Nest & Bankfield PEA
E108	Land at Ravenscroft Way Crow Nest Industrial Estate [incl. M164 & M170]	Barnoldswick		West Craven	0.9155	See E027	<ul style="list-style-type: none"> • Adjoins Long Ing, Crow Nest & Bankfield PEA • Partly developed in accordance with 13/07/0715P and 13/06/0853P • Undeveloped area amalgamated with site E027
E024	Skipton Road Business Centre	Barnoldswick		West Craven	0.4680	Review at Stage 3	<ul style="list-style-type: none"> • Premises underutilised, but remain in use • Planning application for retail use refused on appeal in 2013
E123	Land at end of Ravenscroft Way Crow Nest Industrial Estate	Barnoldswick		West Craven	0.2730	Retain	<ul style="list-style-type: none"> • Adjoins Long Ing, Crow Nest & Bankfield PEA
M240	Ghyll Brow Works Skipton Road	Barnoldswick		West Craven	0.0092	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension extant • Premises occupied and NOT actively marketed
M211	Unit 4, Station Yard Colne Road	Earby		West Craven	0.0170	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension extant
M201	Eden Works Colne Road	Kelbrook		West Craven	0.0660	Remove	<ul style="list-style-type: none"> • Below 0.25ha site threshold • Planning permission for extension lapsed • Premises occupied and NOT actively marketed

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Statistical Overview of Sites

	M65 Corridor				West Craven				Pendle			
	Before Stage 1		After Stage 1		Before Stage 1		After Stage 1		Before Stage 1		After Stage 1	
	No	Area	No	Area	No	Area	No	Area	No	Area	No	Area
Total Sites	41	25.6885	18	20.891	15	15.3257	7	8.255	56	41.0142	25	29.146
Brownfield Sites	32	11.1639	10	8.144	8	2.2412	3	2.075	40	13.4051	13	10.219
Greenfield Sites	9	14.5246	8	12.747	7	13.0845	4	6.180	16	27.6091	12	18.927
Under 0.10 ha	17	0.5262	0	0.000	7	0.2382	1	0.037	24	0.7644	1	0.037
0.10 to 0.24 ha	5	0.7657	1	0.139	0	0.0000	0	0.000	5	0.7657	1	0.139
0.25 to 0.49 ha	6	2.0560	5	1.645	2	0.7410	2	0.741	8	2.7970	7	2.386
0.50 to 0.99 ha	6	4.6050	6	4.605	2	1.5165	0	0.000	8	6.1215	6	4.605
1.00 to 2.49 ha	6	8.9350	5	7.068	1	1.5700	3	4.761	7	10.5050	8	11.829
2.50 to 4.99 ha	0	0.0000	0	0.000	2	6.0890	1	2.716	2	6.0890	1	2.716
Over 5.00 ha	1	8.8006	1	7.434	1	5.1710	0	0.000	2	13.9716	2	7.434

Sources: E Prefix: Pendle Employment Land Review (Pendle Borough Council, 2007)

M Prefix: Pendle Employment Land Monitoring Report (Pendle Borough Council, 2007/08 to date)

Notes: Base date: September 2013

Pendle Employment Land Review 2014

Table 5.5: Summary of Vacant Premises, August 2013

Site Ref	Description	Location			Size		Comments
		Town	PEA	Market Segment	m2	ha	
E201	12 & 12A Lindred Road	Nelson	Lomeshaye	M65 Corridor	7,748	0.8869	<ul style="list-style-type: none"> Adjacent to Site E117 6,034m² (Unit 12), 1,714m² (Unit 12A)
E203	23 Kenyon Road	Nelson	Lomeshaye	M65 Corridor	1,497	0.3726	
E204	12 Churchill Way	Nelson	Lomeshaye	M65 Corridor	1,146	0.3100	
E205	28 Churchill Way	Nelson	Lomeshaye	M65 Corridor	784	0.1480	<ul style="list-style-type: none"> Below 0.25ha site threshold, but within PEA Adjacent to E206
E206	26 Churchill Way	Nelson	Lomeshaye	M65 Corridor	571	0.1510	<ul style="list-style-type: none"> Below 0.25ha site threshold, but within PEA Adjacent to E205
E208	The Bakery Netherfield Road	Nelson	Valley Mills	M65 Corridor	555	0.1458	<ul style="list-style-type: none"> Below 0.25ha site threshold, but within PEA
E230	Dale Mill Hallam Road	Nelson	Hallam Road	M65 Corridor	6,398	1.6200	
E231	8 Regent Street	Colne	White Walls	M65 Corridor	510	0.1269	<ul style="list-style-type: none"> Below 0.25ha site threshold, but within PEA
E210	RB House Greenfield Road	Colne	Greenfield	M65 Corridor	1,376	0.5622	
E232	Brierfield Mills Glenway	Colne		M65 Corridor	34,027	3.4492	<ul style="list-style-type: none"> Adjacent to Sites E114 and E131
E233	Old Market Hall Dockray Street	Colne		M65 Corridor	2,743	0.3256	
E216	Reedyford Mill Westfield Road	Nelson		M65 Corridor	16,071	2.4908	<ul style="list-style-type: none"> 13/10/0534P – Outline PP for 134 dwellings
E218	Lomeshaye Bridge Mill Lomeshaye Road	Nelson		M65 Corridor	2,216	0.5986	
E221	Unit 1, Hodge Bank Business Park Reedyford Road	Nelson		M65 Corridor	604	0.3055	
E226	Silentnight House Kelbrook Road	Salterforth		West Craven	5,286	1.8859	<ul style="list-style-type: none"> 13/11/0597P – Full PP for 49 dwellings

Pendle Employment Land Review 2014

Statistical Overview of Availability

Market Segment	Units		Area				Comments
	All	PEA	m2	%	ha	%	
M65 Corridor	14	9	54,931	91%	7.0502	79%	• One unit has planning permission for housing
West Craven	1	0	5,286	9%	1.8859	21%	• Unit has planning permission for housing
Total	15	9	60,217	100%	8.9361	100%	• 21,357m ² (4.3767ha) likely to be lost to non-employment uses

Sources: Pendle Property Register / Evolutive Database (Pendle Employment Land Review (Pendle Borough Council, August 2013)

Business Rates register (Pendle Borough Council, August 2013)

Notes: The following types of vacant premises are not included in the above analysis:

- Units below the 500m² threshold recommended in the ELR Guidance Note
- Units occupying sites below the 0.25 hectare minimum site threshold, except where they are within a Protected Employment Area.
- Units within a sub-divided (mill) complex.

5.84 To summarise the outcome of the Stage 1 review of the current employment land portfolio:

- **Protected Employment Areas (PEAs):** Initial scoring suggests that the policy protection afforded to the sites at Greenfield Road, Colne and Throstle Nest Mill, Nelson should be reviewed at Stage 3.

It should be noted that the removal of the PEA policy designation, any boundary changes, or additional designations, must be pursued through the forthcoming site allocations process.

- **Individual Sites:** Of the 56 sites within the existing employment land portfolio, only 25 will progress to Stage 3. Whilst this represents a 55% reduction in the total number of sites, those that remain account for 71% of the current supply

The majority of sites that have been removed fall below the 0.25 hectare minimum threshold (recommended in the ELR Guidance Note). Many of these sites had been identified through the annual monitoring process and related to small scale extensions to existing premises. Although these schemes had been granted planning permission, they have not been implemented by the applicant. Such extensions do not represent 'areas of choice' for new investment, so the removal of these 26 sites means that the new employment land portfolio will better reflect strategic land availability in the borough.

Of the five remaining sites not progressing to Stage 3; three have been amalgamated into adjacent employment sites (E016, E108 and E110) and two have been removed as they are now designated for non-employment use (E052 and E135).

5.85 In addition, to carrying out a full assessment of the nine PEAs and the 31 sites not within a PEA, all premises in employment use over 500m² were recorded during Stage 1 (Appendix 7, Table 2). The potential contribution to future employment growth in the Borough from vacant premises is summarised in Table 5.5.

Step 5: Confirm the brief for Stages 2 and 3

5.86 The requirements of Stages 2 and 3 were outlined to members of the Project Steering Group at the meeting held on Tuesday 19th March 2013. Given that many were familiar with the ELR process, having participated in the preparation of the 2007 study, and that timescales for preparation of the update were tight, it was considered unnecessary to prepare a detailed Project Brief for Stages 1 and 2.

6. Stage 2: Creating a Picture of Future Requirements

Introduction

- 6.1 As detailed in the methodology, the main purpose of Stage 2 is to gain a full understanding of the likely demand for employment land, for each of the main business use classes – offices (B1), industrial (B2) and warehousing (B8) – over the 15-year plan period.
- 6.2 Analysis based solely on past take-up rates provides good evidence of long-term economic activity in the Borough, although it does not take account of other factors that will also influence the future demand for employment land in Pendle. These include population growth, in particular a projected increase in the size of the working age population, economic growth and the need to attract new economic investment to help strengthen and diversify the local economy; the so called “transformational agenda”. Not all of these additional factors are easily quantified, making accurate forecasting problematic. Inevitably assumptions have to be made.
- 6.3 Obtaining a full picture of the likely need for employment land in future years will help to provide an indication of any gaps in the existing supply that will need to be addressed at Stage 3.

Step 6: Understand Market Areas and Segments

- 6.4 From the outset, it is important to understand the nature of the local commercial property market in terms of both geography and market segments.
- 6.5 As noted previously the previous Pendle ELR identified two functional commercial property markets in the borough – the M65 Corridor in the south of the borough and West Craven to the north. No evidence has surfaced in the intervening years to suggest that this position has changed.
- 6.6 Cost pressures, increased productivity, new technologies and new working methods are all resulting in steadily falling floorspace requirements per worker. This fact is reflected in the various employment density guides that have been produced by consultants and government departments over the last 10 years.
- 6.7 For Pendle, an indication of the locational and property requirements of particular types of business looking to invest in the area can be obtained from a number of sources. Chapter 3 provides an overview of the local economy and commercial property market, whilst Chapter 6 (Step 2, Revealed Demand for Employment Land and Premises) considers the views of local commercial property agents and provides a summary of land and premises enquiries received by the Council’s Economic Development Unit.
- 6.8 More detailed information on the needs of Pendle based businesses is available from the Council’s Employment Land Surveys conducted in 2000, 2007 and 2012. The results from each of these surveys are summarised in Appendix 4, with those from the 2012 survey set-out in more detail below.

Pendle Employment Land Survey 2012

- 6.9 In 2012 Pendle Council conducted its third Employment Land Survey. The number of businesses invited to participate in this survey was increased significantly from previous years. Survey forms were issued to the 398 businesses on the Companies Database maintained by the Council's Economic Development Unit. As this emphasises manufacturing, additional businesses were identified from the Business Rates list to help obtain a better balance across the three main business use classes. In total 515 forms were issued. Although the response rate was considerably lower than in previous years, the 150 forms returned represented a healthy response rate of 29.1%.
- 6.10 Of the 150 businesses that responded to the 2012 Survey, the majority (90%) operate from a single site in Pendle (Question 3).
- 6.11 Over the three surveys the proportion of businesses that are generally satisfied with the condition of their existing premises has remained fairly constant, fluctuating between 67% and 73%. Similarly approximately one-quarter of all businesses have consistently indicated that they are dissatisfied with their existing premises and are presumably looking to move should the opportunity arise (Question 4).
- 6.12 The earlier surveys had both revealed that the main reason for businesses wanting to move was that their existing premises were too small for efficient operation and did not offer sufficient room for future expansion. Similar comments were far fewer in the 2012 Survey and, in part, this may reflect the fact that investment in new technology has led to operational efficiencies, a consequent reduction in the number of employees and/or the installation of new plant and equipment that takes up considerably less space.
- 6.13 In the 2012 Survey, it was concern about the quality and suitability of the premises being occupied by local businesses that were more prevalent, with the most frequent comments highlighting concerns about:
- Poor condition and high maintenance costs
 - Poor environment / customer impression
 - Insufficient headroom (low height to eaves)
 - Poor access for HGVs
- 6.14 A total of 68 businesses (45.3% of all respondents) indicated that they planned to expand or relocate their operations within the next five years. Of these one-quarter intended to retain their existing premises. On the face of it this suggests that 51 businesses premises could potentially become available for re-use, although in reality some will be obsolete and may be redeveloped for non-business uses (Question 5).
- 6.15 Whilst approximately half of these businesses felt they could achieve this planned expansion on their existing site, 34 indicated they would have an off-site requirement – i.e. they intended to purchase additional premises, or a site on which new premises could be built (Question 6).


- 6.16 As in previous surveys, the overwhelming demand for new sites and premises (88.9%) was to satisfy the needs of general industry; with a potential off-site requirement for land equivalent to 19.05 ha being identified for B2 uses in the 2012 Survey. This figure is higher than the comparable figures from previous surveys, but may reflect the fact that businesses have deferred their expansion plans following the onset of the current economic recession in 2007/08 (Question 7).
- 6.17 Once again the greatest level of demand for new sites and premises is in the M65 Corridor. One-quarter of respondents indicated that they would consider expanding or relocating outside Pendle. Of some concern is that of these businesses, fewer were considering Pennine Lancashire/Lancashire as a viable alternative and were prepared to look at sites or premises across the North West region. This could potentially reduce the opportunity for Pendle residents to retain their jobs, should such a move take place, due to increased travel times and costs (Question 8).
- 6.18 With regard to the types of site under consideration, as in previous surveys approximately half of all businesses with an off-site expansion requirement were looking for sites and premises located on an established industrial estate or new business park (Question 9).
- 6.19 Unsurprisingly, businesses indicated that cost (and the availability of financial assistance) would be the major influence on any decision to move, all or part of their operations to a new site. Of the other influencing factors motorway access and the availability of skilled labour slipped down the pecking order, whilst attractiveness of the site was gauged to be more important than in the past (Question 10).

Step 7: Select and Apply Suitable Forecast Model/Demand Analysis

- 6.20 Evidence and statistical projections at a regional, sub-regional and local level all help to provide a comprehensive evidence base upon which forecasts of the future need for employment land can be built.
- 6.21 The National Planning Policy Framework [“The Framework”], introduced in March 2012, was not prescriptive on how the future requirement for employment land should be calculated. The new National Planning Practice Guidance website launched in August 2013 states that:
- “when examining the recent take-up of employment land, it is important to consider projections (based on past trends) and forecasts (based on future scenarios) ... to provide an understanding of the underlying requirements for office, general business and warehousing sites.”*
- 6.22 This update of the Pendle ELR uses three different approaches to help provide an initial overview of the potential scale of future employment land requirements in Pendle, for the plan period 2011-30:
1. Forecasts of employment growth (**labour demand**) across the three main business uses classes (B1, B2 and B8) derived from the latest available economic forecasts;
 2. Analysis of population forecasts and future growth in the local **labour supply** and the amount of jobs and employment space that this can support.
 3. Consideration of **past trends** in completions of employment space based on annual employment monitoring data, and how these might change in future;

- 6.23 Each of these approaches has some limitations and careful thought needs to be given as to how appropriate each is to circumstances in Pendle. In addition, to be robust, the economic growth potential and likely demand for employment space in Pendle needs to be assessed using a range of different scenarios, to reflect the different economic growth conditions that may arise in the future. Other factors that may influence future economic conditions in the Borough have also been considered including:
1. The pace of future national economic growth following severe recession(s).
 2. The rate of formation of new businesses in the Borough.
 3. Pendle’s record of attracting inward investment.
 4. Vacancy levels for both industrial and commercial floorspace.
 5. The implications of the introduction of permitted development rights for change of use from B1(a) offices to C3 residential.
 6. The land needs of potential growth sectors in the Borough.
 7. The availability of suitable land for development.
 8. The need to replace employment space lost to other uses.
 9. Wider trends that could reduce amounts of employment space needed per worker – the so called ‘landless growth’ arising from denser occupation standards and hot-desking.
 10. Competition for new investment from the Lancashire Enterprise Zone, which comprises 147ha across two existing BAE Systems sites at Samlesbury and Warton near Preston. The Enterprise Zone, which was designated in November 2011, is seeking to capitalise on new and emerging market opportunities; to build on the existing aerospace capabilities already in the region, in parallel with other advanced engineering and manufacturing activities.
- 6.24 It is important to recognise that there is not always a clear cut relationship between employment change and employment land needs. Additional employment space can be needed even if employment itself is falling, for example where a manufacturing firm requires more space to enable greater automation and achieve job reductions through productivity gains.
- 6.25 Accordingly, this has framed the consideration of nine scenarios to help understand the implications of different assumptions on future demand outlined in Figure 6.1 and detailed later in this chapter (Step 10).

Figure 6.1: Summary of Growth Scenarios / Approaches

A	Jobs Growth (Experian Baseline)		Demand (Labour)
B	Jobs Growth (Policy On)		
C	Employment Land Completion Rates		Demand (Past Trends)
D	Rateable Floorspace		
E	2010 SNPP		Supply (Labour)
F	2011 SNPP (Baseline)		
G	2011 SNPP (Jobs Growth – Past Trends)		
H	2011 SNPP (Jobs Growth – Experian Policy Off)		
I	2011 SNPP (Jobs Growth – Experian Policy On)		

Note: SNPP – Office for National Statistics, Sub National Population Projections

- 6.26 These scenarios are designed to give ‘book-end’ estimates to illustrate what may happen in demographic and economic terms if a given set of conditions prevail and are intended to provide the basis for assessing (and if necessary planning) for these eventualities.

Step 8: Quantify Employment Land Supply

- 6.27 Stage 1 (Step 2) identified the stock of sites that would provide the basis for this analysis. After initial site appraisals had been carried out at Stage 1 (Step 4) the total number of sites had been reduced from 56 to 25. Most of these are above the minimum site threshold of 0.25 ha recommended in national guidance, although sites below this threshold continue to be included, where they are within a Protected Employment Area.
- 6.28 All commercial premises above 500m² were also identified at this time (Appendix 7). Where vacant and occupying a site above the minimum site threshold the potential contribution they could make to the employment land supply was identified (Table 5.5).

Flow Analysis

- 6.29 The take-up of planning permissions granted for office, industrial and warehouse development has been carried out by Pendle Council since 1996/97, and by Lancashire County Council prior to this date (Table 5.1).
- 6.30 Annual monitoring of employment land losses has taken place since 2007/08 (Tables 6.3 and 6.4). Prior to this date informal records were kept on the loss of mill sites. These figures indicate that the loss of employment sites was significant between the turn of the century and 2007/08, with at least 29 mill sites – equivalent to 16.92 ha or 1.21 ha per annum – re-developed for non-employment uses. Over this period losses to residential uses were the norm, but in recent years retail developments have occurred on former mill sites in Colne and Barrowford, with a further scheme in Barnoldswick having received planning approval in 2013.
- 6.31 Figures from these two sources reveal that there has been a declining level of losses since the onset of the most recent economic recession in 2007/08, although many former employment sites continue to be more viable if redeveloped for housing.
- 6.32 Further assessment of flows is also possible through analysis of successive Property Registers, published on a bi-monthly basis by the Council’s Economic Development Unit, and enquiry records recorded on the Evolutive database. However, no detailed record of transactions is maintained by the Council, so accurate data on the take-up of new and existing business premises in Pendle is not available.
- 6.33 The assessment of stock and flow data helps to draw clear conclusions on the recent pattern of take-up of sites and premises by market segment, helping to inform the assessment of the extent of future supply and the likely rate of take-up.

Step 9: Translate employment forecasts into land requirements

- 6.34 In calculating the future land requirement for any employment use, the starting point is net employment change – i.e. the future change in the stock of jobs over the plan period, equal to the jobs to be gained in new and expanding employment units, minus the jobs to be lost in closing and contracting employment units. The resulting land requirement also represents net change – i.e. the change in the stock of employment land, equal to the land that will be gained

through new development and change of use, minus any existing employment land that may be lost to other uses.

- 6.35 To determine how much land should be allocated for employment, we need to translate this net land requirement into a gross requirement, or gross gain – an estimate of the new land that should be identified for employment uses, regardless of any existing land which will be lost to such uses. To arrive at this gross requirement, we need to add to the net requirement already calculated a further quantity of land that equals the expected future loss and will replace that loss. This replacement is often described as churn.
- 6.36 Ignoring churn produces misleading results which are open to challenge, especially in places such as Pendle where large losses of existing space are occurring.
- 6.37 Projecting past losses, into the future is open to the obvious objection that the future may be very different from the past. The use of local knowledge to make a judgment on how the future might compare with the past will be essential. The qualitative assessment of protected employment areas, vacant employment sites and premises, carried out at Stage 1 has identified those which could be released from their existing employment use. Based on this assessment, the employment land calculation can develop different scenarios to illustrate the possible amount of land that may be lost in the future and hence need to be replaced

Methodology

- 6.38 A number of assumptions and allowances have to be made when projecting the likely future demand for employment land and the reasons for these are set-out below.

Full-time Equivalent Jobs

- 6.39 Employment forecasts, such as the projections supplied by Experian and those arising from the PopGroup modelling undertaken by Nathaniel Lichfield & Partners for the Burnley & Pendle Strategic Housing Market Assessment (SHMA), record the actual number of jobs in the borough (i.e. all people in full-time and part-time employment).
- 6.40 In contrast, jobs to floorspace ratios use full-time equivalent (FTE) jobs as the basis for their calculations (i.e. the total number of hours worked expressed as a proportion of the average annual hours worked in a like-for-like full-time job). For those scenarios using jobs growth data as the basis for their calculations, the total number of jobs in each of the three main employment sectors has been separated-out to reflect the current split between full-time and part-time employees in Pendle. These splits have been calculated using data from 2011 Business Register and Employment Survey (ONS, 2011), which represents the most up-to-date empirical evidence currently available (Table 6.1).

Table 6.1: Full-Time / Part-Time Employment in Experian Sectors, Pendle 2011

Sector(s)	Full-Time	Part-Time	FTE Ratio
Offices (B1a)	81.7%	18.3%	2:1
Industrial (B1b, B1c, B2)	92.2%	7.8%	2:1
Warehousing (B8)	82.5%	17.5%	2:1
All B Uses	89.1%	10.9%	2:1
All Sectors	71.6%	28.4%	2:1

Source: *Business Register & Employment Survey (ONS, 2011)*

6.41 It is then necessary to convert the number of part-time jobs into FTEs. Paragraph 2.15 in the Employment Densities Guide (2nd Edition) (HCA, 2010) notes that:

“the majority of part-time staff work between 45-55% of full-time hours, with an overall average of 50% for all services and industry. A ratio of 2:1 part-time staff to FTE should therefore be applied”

6.42 Based on this information the figure for part-time employees is halved and added back onto the number of full-time employees to give the figure for FTE employment within a particular sector.

Jobs to Floorspace Mapping

6.43 The next step is to convert any jobs growth forecasts into a future employment land requirement. This is a two-step process.

6.44 The first step is to use employment densities for the different B-uses, to calculate the relevant floorspace requirement. Several guides considering employment density have been published in recent years. This study, has been informed by the figures in the latest of these publications: the Employment Densities Guide (2nd Edition), published by Drivers Jonas Deloitte in December 2010, on behalf of the Office of Project and Programme Advice and Training (OffPAT) and the Homes and Communities Agency (HCA). However, the ratios applied to estimate the floorspace requirements in Pendle, have been refined to reflect local experience on the business parks throughout Pendle (Table 6.2).

Table 6.2: Employment Densities

Sector(s)	HCA	Pendle
Offices (B1a) ¹	1 job per 17m ²	1 job per 19m ²
Industrial (B1b, B1c, B2) ²	1 job per 42 m ²	1 job per 44 m ²
Warehousing (B8) ³	1 job per 75 m ²	1 job per 64 m ²

Source: *Employment Densities Guide (2nd Edition)* (Drivers Jonas Deloitte, December 2010).

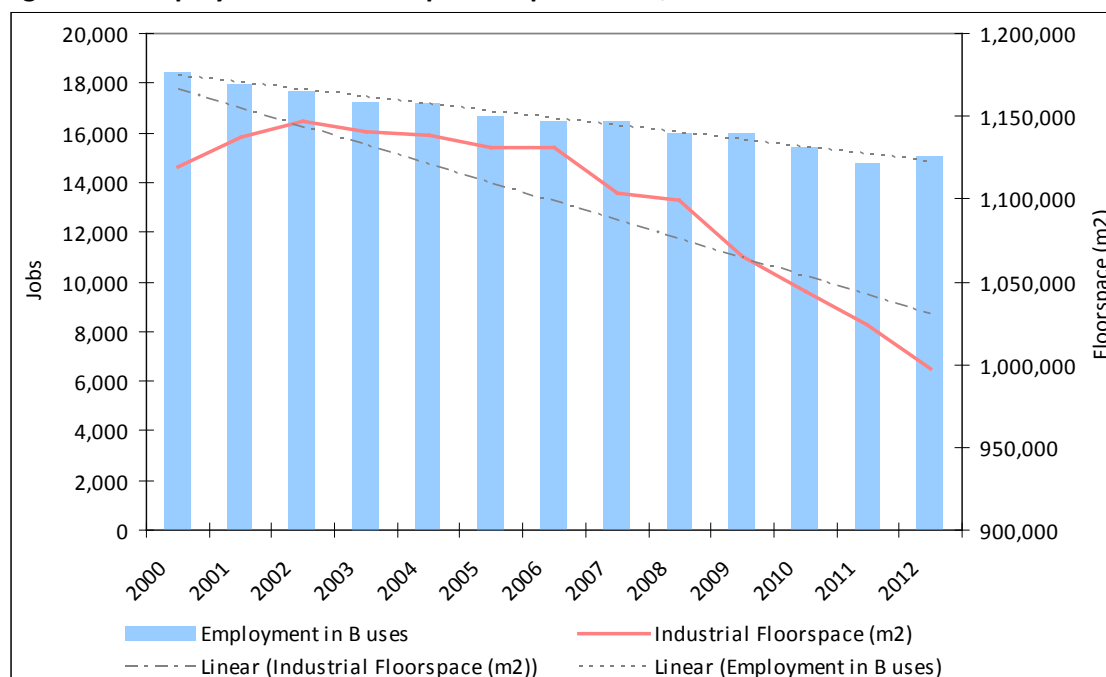
Note:

1. HCA and Pendle figures are the average for all office uses – e.g. genera office, call centre, IT data centre, business park and serviced accommodation.
2. HCA and Pendle figures are the average for general and light industry.
3. HCA figure is the average for general and high-bay warehousing.

6.45 No adjustments have been made to reflect current vacancy levels, although those for B1a offices in Pendle are currently higher than the 10% that is typical under ‘normal’ market conditions.

6.46 It should be noted that the relationship between jobs growth and floorspace is not straightforward. Whilst both industrial jobs and floorspace in Pendle declined between 2000 and 2012, the former did so at a much steeper rate; 18.4% as opposed to just 10.9% for floorspace (Figure 6.2). Industrial GVA has also fallen sharply over the same timeframe, although again at a lower rate than jobs. As such, where a reduction in industrial jobs is forecast, the associated negative floorspace has been halved, to reflect the fact that not all of this employment space is likely to be lost. This adjustment accords with the methodology being used by Nathaniel Lichfield & Partners, who are preparing the employment land study for neighbouring Burnley Borough Council.

Figure 6.2: Employment and Floorspace Requirements, Pendle 2000-2012



Sources: *Jobs Growth Forecasts for Pendle (Experian, May 2013)*
Experimental Business Floorspace Statistics (Valuation Office Agency, 2013)

Floorspace to Land Requirement

6.47 The second step is to translate floorspace requirements (m²) to be converted into an estimate of employment land (ha), for both office and industrial uses. This is calculated by applying an appropriate plot ratio to the floorspace estimates.

6.48 The plot ratio used in the Pendle ELR has been derived from the development densities achieved at business parks across both Pendle and Pennine Lancashire. The resulting figure (see below) is representative of those quoted in the government guidance, which reflects typical development densities for employment uses as reported in previous research studies.¹⁹ The key assumptions are as follows:

- Only 40% of any site will be occupied by employment floorspace, the balance being given over to operational space, car parking and landscaping.
- On this basis each hectare of development land is likely to accommodate a building of 3,716m² (40,000ft²). This gives a plot ratio of 0.3716.

Allowance for Frictional Vacancy

6.49 To estimate the overall requirement for employment land that should be planned for in allocating sites, and to give some flexibility of provision, it is normal to add an allowance as a safety margin for factors such as delays in some sites coming forward for development. An allowance for ‘frictional vacancy’ is considered necessary to enable property markets to operate efficiently. It provides a modest additional buffer, so that the supply of employment land is not too tightly matched to estimated demand, ensuring that the market remains ‘fluid’ and capable of meeting any sudden upsurge in demand. Such flexibility is sensible given the uncertainties in the forecasting process and the scope for delays in developing employment space.

¹⁹ Annex D (Box D.7), Employment Land Reviews: Guidance Note (ODPM, December 2004)

- 6.50 This document adopts the approach recommended in the South East Plan Supplementary Guidance: Employment Land Reviews (South East England Partnership Board, July 2009), which recommends an allowance that is equivalent to the average time for a site to gain planning permission and be developed, typically about two years. For Pendle a two-year margin based on the proportion of average annual take-up for office, industrial and warehousing uses recorded since 1996/97 has been applied – equivalent to 5.06 ha.²⁰

Allowance for Losses

- 6.51 At this point the analysis provides a range of figures showing the ‘net’ employment land requirement up to 2030 arising from each scenario. To convert the net requirement for employment land into a ‘gross’ requirement, which needs to be planned for when allocating sites, an allowance also needs to be made for the replacement of losses – i.e. existing employment space which is developed for non-employment use (e.g. housing, retail or leisure) over the lifetime of the plan.
- 6.52 There is an argument that not all losses of employment land will need to be replaced. Some losses will reflect local restructuring, as the current stock contains a number of older sites that are less likely to meet future needs and are on a scale that reflects past industrial patterns rather than future requirements. The counterpoint to this argument is that many ‘windfall’ sites that have yet to be identified are also likely to be lost, reducing choice in the market.
- 6.53 Some replacement is needed to avoid the employment land supply continually declining. A series of judgements have been made on the suitability and degree of the allowance for future losses, which would be appropriate to Pendle and reflect current trends in the market.
- 6.54 Whilst it is difficult to quantify the impacts at present, the Government has confirmed the introduction of permitted development rights for change of use from offices to residential (i.e. B1(a) to C3). These new rights came into force in spring 2013 and will last for a period of at least three years. Although Pendle Council did not seek an exemption from these proposals, this raises a number of critical questions, not least the impact this could have on the overall demand/supply balance for office space in Pendle.



Luxury housing now occupies the former site of Clovercroft Mill in Higham

²⁰ B1 take-up has been recorded since 1996/97. For the period up to 2004/05 it was apportioned to the B1(a), B1(b) and B1(c) use classes by using the actual percentages recorded from 2005/06 to 2012/13.

- 6.55 The draft SHLAA Update identifies a number of sites in Pendle that are currently in B1, B2 and B8 use that have been identified as being deliverable /developable for housing over the plan period. The data in the draft SHLAA Update cannot include details for any unknown ‘windfall’ sites that may come forward over the plan period, so using the SHLAA data alone could underestimate total losses.
- 6.56 The use of a calculation based on sites in the SHLAA and possible windfalls was rejected in favour of empirical evidence derived from the Council’s employment land monitoring. The onset of the economic recession in 2007/08 means that losses have been assessed over a period during which the construction market has been depressed (see Step 7), so it may be expected that losses to higher value uses will accelerate in the future. However, it is considered that the annual monitoring figures provide the most reliable source for calculating a level of employment land losses that might be reasonably be expected to continue over the plan period (allowing for some unexpected ‘windfall’ losses), whilst providing the ability to replace/decant older stock. They also offer the added benefit that they can be broken down between the three B use classes and the three sub-sets within the B1 use class (Table 6.3). To convert floorspace into land, the plot ratio of 0.3716 (referred to above) was applied (Table 6.4).

Table 6.3: Loss of Employment Floorspace

Year	B1a	B1b	B1c	B2	B8	All B uses
2007/08	0	0	167	2,925	698	3,790
2008/09	98	0	0	541	195	834
2009/10	313	0	240	0	234	787
2010/11	203	0	270	9,639	0	10,112
2011/12	1,122	0	0	0	0	1,122
2012/13	0	0	0	4,724	64	4,788
Annual Average	289	0	113	2,972	199	3,572

Source: Pendle Employment Land Monitoring Reports 2007/08-2012/13

Table 6.4: Loss of Employment Land

Year	B1a	B1b	B1c	B2	B8	All B uses
2007/08	0.00	0.00	0.04	0.79	0.19	1.02
2008/09	0.03	0.00	0.00	0.15	0.05	0.23
2009/10	0.08	0.00	0.06	0.00	0.06	0.20
2010/11	0.05	0.00	0.07	2.59	0.00	2.71
2011/12	0.30	0.00	0.00	0.00	0.00	0.30
2012/13	0.00	0.00	0.00	1.27	0.02	1.29
Annual Average	0.08	0.00	0.03	0.8	0.05	0.96

Source: Pendle Employment Land Monitoring Reports 2007/08-2012/13

- 6.57 The resulting figure of 0.96 ha per annum equates to 18.26 ha over the plan period (i.e. 2011-2030). This figure is substantially lower than the 2.5ha per annum allowance proposed in the ‘Housing Needs and Employment Land Study’ (February 2012), which has been prepared by consultants Nathaniel Lichfield & Partners on behalf of Burnley Borough Council.

Churn

- 6.58 Consideration of churn (see below) provides an alternative approach to calculating gross land requirements, including a margin for choice (frictional vacancy). This approach has been used by consultants GVA in the employment land reviews they have prepared for Nuneaton & Bedworth Borough Council (April 2010) and Lichfield District Council (February 2012).
- 6.59 Increases in employment have traditionally been the most significant driver of the demand for additional floorspace. However, as reflected in the results of the 2012 Employment Land Survey, an increasing element of demand is arising from companies looking to relocate either due to obsolescence of their existing property; the desire for a lower, or higher, cost location; or simply for strategic reasons. In addition, local regeneration initiatives will also create further demand for employment land. This form of demand is called ‘churn’ and it represents a general level of turnover in property requirements.
- 6.60 The basis for calculating churn is the existing stock of employment floorspace. The most up-to-date information is provided by the experimental Business Floorspace statistics published by the Valuation Office Agency on 12th May 2012. These figures cannot be broken down into the three constituent B-uses. However, GVA estimate that an annual rate of churn equivalent to 1% per annum is appropriate for all B-uses, so this is not a concern.

Table 6.5: Overall Effects of Churn, Pendle

Industrial floorspace (m ²)	997,000
Churn Factor (1%) [m ² per annum]	9,970
Plot Ratio	0.3716
Annual churn [ha]	2.68
Churn over plan period (2011-2030) [ha]	50.92

Source: Valuation Office Agency, May 2012 / GVA analysis 2011

- 6.61 The results indicate that an annual churn of 2.68 ha per annum could be expected, requiring 50.92 ha of employment land to be provided for over the lifetime of the plan (Table 6.5). This figure is considerably higher than the combined allowances for frictional vacancy (4.64 ha) and losses (18.26 ha).
- 6.62 As churn is arguably the main source of demand for employment land in Pendle, there is a strong argument for using this figure to adjust the net figures revealed by the labour demand and labour supply scenarios into a gross employment land requirement. However, for consistency the latter calculations will be used to turn the net employment land requirement revealed by all the scenarios tested in the Pendle ELR, into a gross employment land requirement.

Step 10: Scenario Testing

- 6.63 As explained in Step 7, three different approaches have been employed to help identify the likely scale of future employment land requirements in Pendle, for the plan period 2011-30. These approaches use projected labour demand (Scenarios A and B), past trends (Scenarios C and D) and potential labour supply (Scenarios E-I) as the basis for their calculations.

- 6.64 For the labour demand scenarios bespoke employment growth figures, acquired from leading global information services company Experian, provide the basis of the analysis. Data from the Council’s annual Employment Land Monitoring Reports is used for the past trends. For labour supply, the Sub-national Population Projections, produced by the Office for National Statistics are used.
- 6.65 For the labour supply scenarios using the latest Interim 2011-based SNPP (Scenarios F- I), sensitivity testing has been employed by using the best available information to modify certain parameters. Although this can create a wide range of potential land requirements when applied to local employment land forecasts, this testing helps to inform the preparation of strategies and policies by considering a range of ‘alternative futures’ and helping to identify the key drivers for change.

Demand Based Scenarios

A. Experian Baseline Jobs Growth Model

- 6.66 Forecasts of future jobs growth in Pendle up to 2030 were obtained from Experian. Although these forecasts are most reliable at regional and national scales, they are widely recognised as a valuable input for local analysis in that they can indicate the broad scale and direction of economic growth in different sectors to help assess future employment space requirements. They are considerably less reliable in reflecting local circumstances, such as the considerable potential for growth in locally important manufacturing sectors.
- 6.67 The forecasts of jobs growth by sector used here reflect recent trends and economic growth projections at national and regional level, and how economic sectors in Pendle have fared relative to past growth in the North West. These forecasts are not constrained by labour supply or land availability and also reflect the current post-recession economic climate. They represent a ‘Policy Off’ position, in that they predict a future without any change from what has happened in the recent past (i.e. they consider past trends and project these forward).

Table 6.5: Forecast Employment Change in Pendle 2011-2030

Sector(s)	Number of jobs		Change 2011-2030	
	2011	2030	Actual	FTE
Offices (B1a)¹	2,857	3,272	+415	+377
Industrial (B1b, B1c, B2)²	10,722	8,578	- 2,144	-2,060
Warehousing (B8)³	1,201	1,315	+114	+104
All B uses	14,780	13,165	-1,615	-1,527
Non B uses	17,720	19,135	+ 1,415	-
All sectors	32,500	32,300	-200	-172

Source: Pendle Jobs Growth Projections (Experian/Nathaniel Lichfield & Partners, May 2013)

- Notes:**
1. Includes a proportion of Public Administration & Defence and Administration & Supportive Services.
 2. Includes a proportion of Wholesale (Vehicle Repair), Utilities (Waste) and Specialised Construction Activities.
 3. Includes those parts of Wholesale, Land Transport Storage that use warehousing.

- 6.68 The forecast for overall employment change in Pendle is shown in Table 6.5, along with expected jobs growth in each of the three B use classes. This includes some jobs from other use classes that typically utilise industrial or office space, such as some construction uses, vehicle repair, courier services, road transport and cargo handling and some public administration activities.
- 6.69 The figures indicate a net job loss of 1,615 jobs across all employment use classes in Pendle over the period 2011-2030, with some growth in warehousing and logistics (B8: +114) and offices (B1a: +415) more than cancelled out by a continuing reduction in the number of people employed in industry (B2, B1b & B1c: -2,144) – primarily from the textiles and clothing (-800), metal products (-400) and ‘other’ manufacturing (-500) sectors. Growth in the non-B use classes is expected to be strongest in accommodation and food (+600) and residential care and support services (+300), the latter reflecting the noticeable trend towards and ageing population. The overall net result is a projected reduction of approximately 200 jobs in the Borough up to 2030.
- 6.70 It should be noted that the Experian forecasts are at odds with the data produced by the Office for National Statistics (ONS) in the form of their Annual Business Inquiry and its replacement, the Business Register and Employment Survey. Figures from these sources continue to show that Pendle is one of only a few districts in Lancashire that has continued to increase its employment levels over the last ten years.
- 6.71 The requirements for employment floorspace and land resulting from this scenario are set out in Table 6.6.

Table 6.6: Results for Scenario A – Experian Baseline Jobs Growth

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+7,163	+1.93	+1.18	+1.48	+4.59
Industrial (B1b, B1c, B2)	-45,325	-12.20	+2.64	+15.77	+6.21
Warehousing (B8)	+6,681	+1.80	+1.24	+1.01	+4.05
All B uses	-31,481	-8.47	+5.06	+18.26	+14.85

Source: Experian Jobs Growth Projections (Experian, May 2013) / Pendle Borough Council Analysis (September 2013)

B. Experian Jobs Growth Model Policy On

- 6.72 An alternative jobs based estimate of future needs reflects the economic aspirations and regeneration objectives for the borough – the so called ‘Policy On’ scenario. Following detailed discussions with officers in the Council’s Central and Regeneration Services department, the individual industrial classifications used in the Experian Baseline forecasts (Scenario A) were re-assessed to test whether there was any policy justification for modifying the projections.
- 6.73 Limited conclusions should be drawn from the results of this approach, as Experian’s forecasts for Pendle are complex and internally consistent with those for other authorities in the region. However, the Experian forecasts do not take into account the jobs growth implications of new or planned developments at the local authority level.

- 6.74 The strategy for Policy WRK1: Strengthening the Local Economy, in the Pendle Core Strategy (Publication Report) states:

“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.”

- 6.75 The Council’s focus is to support investment in the priority (growth) sectors identified in the Integrated Economic Strategy for Pennine Lancashire 2009-2020 (PLACE Policy Unit, 2008); namely:

- Advanced engineering and materials: chemicals, aerospace, automotive and 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.

- 6.76 Pendle has existing strengths in advanced engineering and aerospace and both economic and planning policy will seek to attract new investment that helps to modernise and support the areas existing established businesses.



6.77 To reflect these priorities, the industrial sectors identified in the Experian baseline scenario, have, with the exception of tourism and leisure, been mapped against the sectors identified locally as a priority for employment growth (Table 6.7) using detailed information from the latest Business Register and Employment Survey (BRES) (Office for National Statistics, 2012).²¹ Where the national or regional growth rate was higher than that for Pendle, the highest of these two figures was applied to these sectors over the plan period (2011-30).

Table 6.7: Matching Priority Growth Sectors to Experian Data

Priority Growth Sectors	Experian Employment Sector(s)
Advanced Engineering & Materials	Machinery & Equipment / Computer & Electronic Products
Advanced Flexible Materials	Textiles
Aerospace, Automotive	Transport Equipment
Biomedical	Other Manufacturing / Pharmaceuticals
Chemicals	Chemicals
Energy & Environmental Technologies	Utilities
Food & Drink	Food, Drink & Tobacco
Digital & Creative Industries	Media Activities; Telecoms, Computing & Information Services
Business & Professional Services	Finance; Insurance & Pensions, Professional Services

Source: Nathaniel Lichfield & Partners

6.78 Table 6.8 presents the revised jobs growth figures arising from the adjustments made to the Experian Baseline forecasts (Scenario A). The results indicate that projected jobs growth would be 1,083 higher under this 'policy on' scenario (+883 as opposed to -200).

Table 6.8: Forecast Employment Change in Pendle 2011-2030

Sector(s)	Number of jobs		Change 2011-2030	
	2011	2030	Actual	FTE
Offices (B1a) ¹	+2,857	+3,604	+748	+679
Industrial (B1b, B1c, B2) ²	+10,722	+9,184	-1,538	-1,477
Warehousing (B8) ³	+1,275	+1,393	+118	+108
All B uses	+14,853	+14,182	-672	-635
Non B uses	+17,547	+19,101	+1,554	-
All sectors	+32,400	+33,283	+883	+758

Source: Experian Jobs Growth Projections (Experian, May 2013) / Pendle Borough Council Analysis (September 2013)

Notes: 1. Includes a proportion of Public Administration & Defence and Administration & Supportive Services.
 2. Includes a proportion of Wholesale (Vehicle Repair), Utilities (Waste) and Specialised Construction Activities.
 3. Includes those parts of Wholesale, Land Transport Storage that use warehousing.

²¹ BRES data has been assessed at the two and four digit level of the Standard Industrial Classification.

- 6.79 These figures can be used to provide an estimation of the amount of additional employment that could be generated in Pendle should the emphasis on supporting investment in priority high growth sectors come forward as planned.
- 6.80 The requirements for employment floorspace and land resulting from this scenario are set out in Table 6.9.

Table 6.9: Results for Scenario B – Experian Baseline Jobs Growth

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+12,906	+3.47	+1.18	+1.48	+6.13
Industrial (B1b, B1c, B2)	-32,503	-8.75	+2.64	+15.77	+9.66
Warehousing (B8)	+6,920	+1.86	+1.24	+1.01	+4.11
All B uses	-12,677	-3.41	+5.06	+18.26	+19.91

Source: Experian Jobs Growth Projections (Experian, May 2013)
Pendle Borough Council Analysis (September 2013)

C. Past Completion Rates

- 6.81 Pendle Borough Council has reliable data on employment land completions dating back to 1980/81 (see Table 5.1). Long-term completion rates reflect market demand and actual development patterns on the ground. As such they arguably provide the most accurate basis for informing future employment land needs, where land supply or demand has not been unduly constrained. However, the future may not reflect past trends and some adjustments may be needed.
- 6.82 Traditionally local planning authorities derived future employment land requirements based on an analysis of past take-up rates. This approach was the basis for the employment land requirements established through the Joint Lancashire Structure Plan (Lancashire County Council, 2005) and the North West Regional Spatial Strategy (RSS) (Government Office for the North West, 2008). It has also been used in the Core Strategies prepared by a number of local planning authorities in East Lancashire – Blackburn-with Darwen Borough Council (adopted January 2011), Hyndburn Borough Council (adopted January 2012) and Ribble Valley Borough Council (submitted September 2012).
- 6.83 This scenario assumes that development rates up to 2030 will reflect those experienced over the last 30 years. It is accepted that this may not fully reflect changes in the economy, once it fully emerges from recession. For example, future development rates may be lower than they have been in the past, as businesses rationalise and make more efficient use of space. The move towards a more business-services orientated economy, with significantly higher employment densities, the restructuring of the traditional manufacturing base, with the potential to ‘recycle’ older sites; the Government’s proposals to facilitate the change of use from offices (B1(a)) to residential (C3) without the need for planning permission; the long-term impacts of the latest economic recession; the significant reduction in public sector spending available to remediate and deliver Brownfield sites, or constrained Greenfield sites; and the need to consider alternative uses for existing employment sites, all suggest that the take-up rate will reduce in the future.

- 6.84 This approach may also underestimate future demand if the supply of employment land was constrained in the past. However, the take-up rates for Pendle have been derived over a long period of time and reflect differing economic situations, giving them considerable credibility in forecasting future requirements.
- 6.85 Whilst there can be no guarantee that future employment land take-up will mirror the past, given the changing nature of business operations (e.g. increased operational efficiency, acceptance of home-working etc.), when broken down into the three time periods that correspond with improvements in the monitoring of employment land completions in Pendle, the overall figures for take-up, although steadily declining, have remained between approximately 2.8 and 2.2 ha per annum.
- Between 1982/83 and 1995/96 only the total amount of employment land take-up (i.e. for all three business uses) was recorded. Over this 14 year period a total of 38.9 ha was developed for employment use at an average of 2.78 ha per annum.
 - Between 1996/97 and 2004/05 employment land take-up was recorded for each of the three B use classes (i.e. B1, B2 and B8). Over this 9 year period a total of 25.5 ha was developed for employment use at an average of 2.83 ha per annum.
 - Since 2005/06 employment land take-up has also been recorded for each of the three uses within the B1 use class (i.e. B1(a), B1(b) and B1(C)). Over this eight year period a total of 17.7 ha was developed for employment use at an average of 2.21 ha per annum. *[N.B. The reduction in the annual average take-up of employment land since the onset of the most recent economic recession in 2007/08 will have impacted on the figures post 2005/06].*
- 6.86 To help minimise any short-term influences or peaks in the figures for employment land take-up, Pendle Council also calculates rolling averages for three, five and ten year periods. The current three-year rolling average for employment land take-up in Pendle is 1.90 ha per annum. However, this figure only reflects a position after the onset of the current economic recession in 2008. Both the 5-year and 10 year rolling averages are 2.32 ha per annum, a figure that is within the range of annual averages referenced in paragraph 6.80.
- 6.87 There are two noticeable peaks within the figures for annual take-up, in 1988/89 (15.7 ha) and 2000/01 (10.1 ha) (see paragraph 5.21). However, for completeness two methods have been used to help ameliorate the impact of these figures on the long-term average for employment land take-up. The first removes the two peaks completely, giving an adjusted annual average of 1.82 ha per annum. The second approach replaces the figures with the annual average for the full 30 year period giving an annual take-up figure of 1.95 ha per annum. Both these figures are slightly below the annual averages referred to in paragraphs 6.80 and 6.81. However, these peaks are not considered to be associated with development for specialist uses, inward investments or relocations that will not be repeated in the future, but rather reflect short term influences that merely accelerated development that would otherwise have taken place over a longer period of time. As such no corresponding adjustment has been made to the figure for long-term average take-up.
- 6.88 Considering the take-up figures in a little more detail reveals that since 1996/97, office (B1) uses have accounted for an increasing share of employment land take-up in Pendle. This may, however, reflect the previous policy focus on diversification and in more recent years the paucity of large and good quality sites available for B2 and B8 uses.

- 6.89 Two complementary sources of information provide further insight and a local perspective on the direction of future demand for employment land in Pendle, although they do not provide a robust basis for future projections.
1. The Pendle Employment Land Survey 2012 revealed the investment proposals of those businesses already located in Pendle; identifying a potential requirement for 21.42 ha of employment land over the next five years.
 2. In addition, evidence from the Evolutive Database provides an indication of more immediate demands and also includes details of potential inward investment. Enquiries recorded since 2010/11 reveal a potential requirement for 17.0 ha of employment land and a further 21,048m² of office floorspace (B1(a)), 186,116m² of industrial floorspace (B2, B1(b) and B1(c)), and 17,069m² of warehousing (B8).
- 6.90 These findings are discussed in greater detail under the section on Revealed Demand. Whilst it is acknowledged that these figures will include some aspirational responses and requests, as well as genuine expansion requirements, they help to confirm that the local demand for land and premises for general industry (B2) remains high, and that the market for office uses (B1(a)) may have peaked and now be tailing off.
- 6.91 To reflect national and local aspirations, an allowance for future economic growth is included in the calculation. As it is widely acknowledged that there is a link between GVA growth and potential requirements for employment floorspace, the allowance uses latest figure for projected annual growth in Gross Value Added (GVA) for Lancashire.^{22 23} It is perhaps no surprise that this figure (2.29%) is significantly lower than the comparable adjustment made in the North West RSS (4.25%), which pre-dated the recent economic recession.
- 6.92 Whilst the 2.32 hectare per annum figure for employment land take-up, arising from the calculation of the five and ten year rolling averages, roughly equates to recent experience (i.e. the 2.21 hectare annual average recorded for take-up since 2005/06), this scenario uses the long-term annual average of 2.65 ha per annum, as it is considered that is not unduly influenced by recent adverse economic conditions.
- 6.93 The requirements for employment land resulting from this scenario are set out in Table 6.10.

Table 6.10: Results for Scenario C – Past Completion Rates

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	-	+9.96	+1.18	+1.48	+12.62
Industrial (B1b, B1c, B2)	-	+37.36	+2.64	+15.77	+55.77
Warehousing (B8)	-	+4.19	+1.24	+1.01	+6.44
All B uses	-	+51.51	+5.06	+18.26	+74.83

Source: Experian Jobs Growth Projections (Experian, May 2013) / Pendle Borough Council Analysis (September 2013)

²² Source: Greater Manchester Forecasting Model (October 2013).

²³ Figures for GVA growth are not available at the district level.

- 6.94 Projecting forward past take-up rates assumes that the property market will continue to behave in the same way that it has previously. However, the 30 year reference period has included both spikes in demand (e.g. the designation of the East Lancashire Enterprise Zone and subsequent opening of the M65 motorway) and troughs in development associated with economic downturns in the early 1990s and post-2008.
- 6.95 As these projections cannot take account of future changes in population or new business practices, their reliability will reduce the further they are carried forward into the future. That said the long-term annual average (2.65 ha) and the 5 and 10 year rolling averages (both 2.32 ha per annum) show that although the recent demand for employment land has reduced slightly it has remained reasonably consistent for an extended period of time.
- 6.96 The clear benefit of an approach based on past-take-up rates is that it reflects actual delivery and has a direct relationship to commercial market conditions. Such an approach also reflects the local policy response to past decline and aspirations for economic growth. As such it is an approach that has been followed by several local planning authorities in the immediate area.
- 6.97 Consideration of how realistic it is to assume that the long-term figure for past-take-up in Pendle can be projected forward in order to estimate a future employment land requirement, will be considered in the sensitivity tests and summary at the end of this chapter.



D. Rateable Floorspace Values

- 6.98 The final demand-based scenario considers the rateable floorspace values for commercial and industrial floorspace in Pendle.
- 6.99 The Department for Communities and Local Government (DCLG) and the Valuation Office Agency (VOA) produce statistics on floorspace and rateable values for non-domestic properties in England and Wales. These provide details of the stock of floorspace for offices (B1), factories (B2) and warehouses (B8) by local authority.
- 6.100 Although providing a useful tool in identifying broad trends, for the following reasons caution is required when using the DCLG/VOA data.
- The latest Commercial and Industrial Floorspace and Rateable Value Statistics were published in March 2009, over five years ago.
 - Whilst data is available from 1998, a revaluation was carried out in 2005, so it is not appropriate to consider data across the full time-series.

- Projections at the borough level have the potential to reflect one-off developments or uncharacteristic trends, which may have a significant impact on any projections. This is particularly true over a time-series that covers just four years prior to the onset of the most recent economic recession.

Table 6.11: Floorspace Data by Uses Class 2005-2008

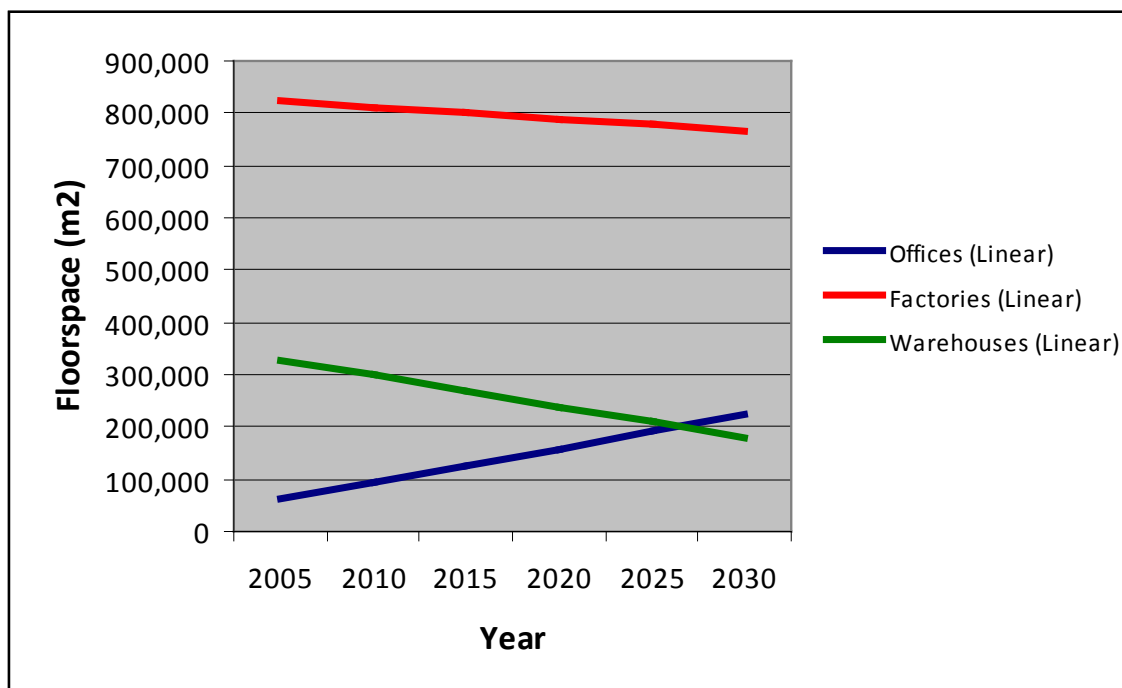
Sector(s)	2005	2006	2007	2008	Change 2005-2008	
					Amount	%
Offices	61,000	76,000	83,000	87,000	26,000	+42.6
Industrial	822,000	817,000	816,000	813,000	-9,000	-1.09
Warehousing	329,000	329,000	303,000	305,000	-24,000	-7.29
All B uses	1,214,005	1,224,006	1,204,007	1,207,008	-7,000	-0.58

Source: Commercial & Industrial Floorspace and Rateable Value Statistics (ONS/VOA, March 2009)

- 6.101 The data in Table 6.11 shows that there was a small overall decline in commercial and industrial floorspace in Pendle between 2005 and 2008 (-0.58%). The most noticeable feature is the sharp growth in office floorspace (B1), which reflects the prevailing strategic objective at that time, which sought to diversify a local economy that is heavily dependent on manufacturing. The decline in industrial (B2) floorspace was steady throughout the period, but lower than that for warehousing (B8), although here there was a modest increase in provision in the final year of the data series.
- 6.102 Figure 6.3 projects these trends forward up to 2029, based on the average annual increase experienced between 2005 and 2008, revealing that B1 and B2 floorspace is estimated to increase by 56.9% and 5.81% respectively and B8 floorspace is estimated to decrease by 41.3%



Figure 6.3: Projected Trends in Employment Floorspace



Source: Commercial & Industrial Floorspace and Rateable Value Statistics (ONS/VOA, March 2009)

6.103 The requirements for employment floorspace and land resulting from this scenario are set out in Table 6.12.

Table 6.12: Results for Scenario D – Rateable Floorspace Values

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+136,500	+36.73	+1.18	+1.48	+39.39
Industrial (B1b, B1c, B2)	-23,625	-6.36	+2.64	+15.77	+12.05
Warehousing (B8)	-63,000	-16.95	+1.24	+1.01	-14.70
All B uses	+49,875	+13.42	+5.06	+18.26	+36.74

Source: Experian Jobs Growth Projections (Experian, May 2013) / Pendle Borough Council Analysis (September 2013)

6.104 However, caution should be taken when interpreting these figures. The potential for short-term changes in the pattern of development (e.g. the growth of B1 office space) and one-off developments during the short reference period have the potential to skew any figures carried forward on a pro-rata basis.

6.105 The current over-provision of office space (B1) in the borough; a change in the direction of strategic policy, which now focuses on support for aerospace and advanced manufacturing (B2) rather than diversification; and local evidence that indicates the demand for warehousing (B8) space is increasing, as businesses that once manufactured goods locally, turn to importation and distribution, already suggest that these figures may not be wholly reliable if projected forward.

Supply Based Scenarios

- 6.106 The employment land requirement arising from the anticipated growth in population and households in Pendle provides a useful comparison with the four demand based scenarios based on projected jobs growth and analysis of past trends.
- 6.107 Scenario E uses the 2010-based Sub National Population Projections (SNPP), which cover the period up to 2034. However, in 2012 the Office for National Statistics published the Interim 2011-based SNPP, which incorporate some up-to-date information from the 2011 Census. Although these are the most up-to-date figures, they are not intended for long term modelling purposes and only provide data from 2011-2021.
- 6.108 To help inform the preparation of the Burnley and Pendle Strategic Housing Market Assessment (SHMA), consultants Nathaniel Lichfield & Partners projected forward the figures from the 2011-based SNPP on a pro-rata basis using the PopGroup model (see Demographic Forecasting below). The labour supply figures used in Scenarios F-I inclusive are derived from this work. The process calculates the total population (based on the mid-year population estimates/Interim 2011-based SNPP), estimates the total economically active population; then applies an allowance for unemployment, based on the NOMIS modelled rate, and a further allowance for commuting to arrive at an estimate of the total number of jobs likely to be based in the Borough at any given period in time.

Demographic Forecasting

What is demographic forecasting?

Populations evolve as a result of variations in fertility, mortality and migration, which in turn may be influenced by many external factors. Population projection models use recent evidence on births, deaths and migrant flows to produce robust estimates of the makeup of future populations based on the likely combined impact of natural change and net-migration.

Why is demographic forecasting important?

The changing size and profile of populations is important to policy makers, businesses and society in general. Scenario Planning, using modelling methods to evaluate alternative population outcomes that result from both demographic trends and policy initiatives underpin all national, regional and local decision-making.

What is demographic ageing?

Low levels of fertility and continuous improvements in life expectancy are ageing populations at an unprecedented rate. In 2010, the first of the 'baby boomers' born in the 1945-1970 period turned 65. In the next 25 years, as progressively more people move into old age the implications for health care, wealth distribution, pension provision, housing, transport and employment will become increasingly acute.

What is PopGroup?²⁴

The PopGroup suite of models provides a robust and reliable analytical framework for the management of demographic data and for the formulation of population, household and labour force projections and forecasts. PopGroup uses Microsoft Excel technology to provide a powerful demographic modelling capability, and with over 100 registered users, has an established user community.

²⁴ Established by Bradford City Council and Andelin Associates with the support of its user group, POPGRIROUP was further developed by the Cathie Marsh Centre for Census and Survey Research (CCSR) at the University of Manchester. It is now owned by the Local Government Association and supported by Edge Analytics Ltd

6.109 It is then necessary to apportion any projected increase in employment between the B uses and non-B uses, using the ratio from the Experian Jobs Growth Projections at the base date of 2013 (45:55), to help determine the likely requirement for employment land.

E. 2010-based Sub-National Population Projections

6.110 Under the first of these supply-based scenarios the ONS 2010-based Sub-National Population Projections (SNPP) has been used to calculate population growth over the plan period. Published in March 2012, these indicate that the total population of Pendle is projected to increase from 90,700 in 2011 to 100,200 in 2030 (9,500 residents), driven by an increase in births and to a lesser extent international economic migration (in part counter-balanced by relatively high levels of domestic net out-migration).

6.111 It is also estimated that the working age population of Pendle will increase by 4,000 residents to 59,200 over the same time period. This figure takes account of Government proposals, set out in the Pensions Bill 2011, which will increase the pension age for both men and women over the projection period.

6.112 By assuming that the economic activity rate remains constant at the 2012/13 rate of 73.5%²⁵, it is estimated that the total number of people requiring employment in Pendle would increase by around 2,940 between 2011 and 2030. Taking account of the fact that more people commute out of the borough for work than commute in (resulting in a commuting ratio of 1.2765)²⁶, under this scenario Pendle should plan to accommodate net jobs growth in the order of 3,753 between 2011 and 2030.

6.113 Assuming there are no significant changes in commuting patterns and that the split between the B uses and non-B uses remains as per the Experian Baseline forecasts, this estimate suggests that around 247 more residents would seek employment in the B use classes in Pendle (Table 6.13).

Table 6.13: Forecast Labour Supply Change 2011-30 (2010-based SNPP)

Source	Employees in Employment
Resident Labour Supply¹	4,000
Workplace Labour Supply²	3,753
Jobs Requirement (B use classes)	247

Sources: 1. 2011 Census (ONS, 2012)
2. 2012 Business Register & Employment Survey (ONS, 2012)

6.114 The resulting increase in job numbers was translated into FTEs (234), before estimated requirements for B class employment floorspace were calculated by applying the appropriate job to floorspace ratios. Assuming the proportions seeking office, industrial and warehousing jobs are similar to those indicated by the Experian employment forecasts, providing just enough jobs for this projected increase in resident workers would require around 9,571m² (net) employment floorspace (Table 6.14).

²⁵ Annual Population Survey (ONS, June 2012 & June 2013)

²⁶ The 2011 Census reveals that 39,324 Pendle residents are in employment, but the 2012 Business Register & Employment Survey shows only 30,805 employees in Pendle by place of work – 39,324/30,805 = 1.2765

Table 6.14: Results for Scenario E – Labour Supply Growth: 2010-based SNPP

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+824	+0.22	+1.18	+1.48	+2.88
Industrial (B1b, B1c, B2)	+7,574	+2.04	+2.64	+15.77	+20.45
Warehousing (B8)	+1,172	+0.32	+1.24	+1.01	+2.57
All B uses	+9,571	+2.58	+5.06	+18.26	+25.90

Source: Experian Jobs Growth Projections (Experian, May 2013) / Pendle Borough Council Analysis (September 2013)

Interim 2011-based Sub-National Population Projections

- 6.115 The four remaining supply-based scenarios are informed by the latest population projections released by the Office for National Statistics – the Interim 2011-based Sub-National Population Projections (SNPP), which incorporate some data from the 2011 Census.
- 6.116 It is important to note that there are a variety of limitations with these projections, in that they reflect demographic trends and do not take into account any policy changes. However, the most obvious statistical shortcoming is that the projections only span a 10-year period (2011-2021), which presents difficulties for local planning authorities looking to plan for a minimum of 15 years into the future.
- 6.117 As a result the labour supply figures used in these scenarios have been derived from modelling work carried out by consultants Nathaniel Lichfield & Partners, using the PopGroup model, to help inform the preparation of the Burnley and Pendle Strategic Housing Market Assessment (SHMA).
- 6.118 This work calculates the total population (based on the mid-year population estimates/Interim 2011-based SNPP), estimates the total economically active population; then applies an allowance for unemployment, based on the NOMIS modelled rate, and a further allowance for commuting to arrive at an estimate of the total number of jobs likely to be based in the Borough at any given period in time. It is then necessary to apportion any projected increase in employment between the B uses and non-B uses, using the ratio from the Experian Jobs Growth Projections at the base date of 2011 (45:55), to help determine the likely requirement for employment land.
- 6.119 Two key assumptions, applicable for each of these scenarios, is that there will be no significant change in commuting patterns over the lifetime of the plan and that the ratio between the B uses and non B-uses will remain constant over the plan period. This makes the resulting figures less sensitive to the Borough’s employment land requirements.
- 6.120 The above methodology applies to each of the four scenarios in this section, with the key differences between them outlined briefly below. The resulting requirements for employment floorspace and land arising from each of these scenarios are set out in Tables 6.15-6.18.

F. Interim 2011-based SNPP (Baseline)

- 6.121 Scenario F represents the baseline position, using the projected rates of migration, births and deaths from the latest Interim 2011-based SNPP to estimate the number of people available for work, without any further alteration.
- 6.122 The resulting PopGroup analysis reveals a projected increase of 660 jobs in Pendle between 2011 and 2030, with 302 (286 FTE) estimated to be in the B-use classes.
- 6.123 Whilst this is a useful scenario, constructing a direct link between population growth and employment does not build in any local aspirations for future economic growth and ignores issues such as future changes in commuting patterns.

G. Interim 2011-based SNPP (Past Trends Jobs Growth)

- 6.124 Scenario G takes forward the 'growth' in employment experienced in Pendle between 2001 and 2011 on a pro-rata basis to 2030.
- 6.125 The resulting PopGroup analysis reveals a projected loss of 349 jobs in Pendle between 2011 and 2030, with 160 (131 FTE) estimated to be in the B-use classes.
- 6.126 As these figures are based on past-trends, they will inevitably build past economic decline into the resulting projections.

H. Interim 2011-based SNPP (Experian Jobs Growth: Policy Off)

- 6.127 Scenario H is a 'policy-off' trend-based scenario factoring in Experian's local area jobs growth projections (May 2013), which reflect potential unconstrained employment growth in Pendle.
- 6.128 The resulting PopGroup analysis reveals a projected loss of 207 jobs in Pendle between 2011 and 2030, with 95 (90 FTE) estimated to be in the B-use classes.
- 6.129 As the Experian figures are also based on an analysis of past-trends, they do not factor in any local aspirations for future economic growth. As such, like Scenario G they could be considered to build continued economic decline into the resulting projections.

I. Interim 2011-based SNPP (Experian Jobs Growth: Policy On)

- 6.130 Scenario I is based upon a series of adjustments to the Experian jobs growth figures, to better reflect local and sub-regional aspirations to maximise the economic potential of the Borough, in line with the emerging Employment Land Review.
- 6.131 The Experian employment sectors have been mapped against those identified locally as a priority for employment growth (Table 6.7), using detailed information from the latest Business Register and Employment Survey (BRES) (Office for National Statistics, 2012). Where the national or regional growth rate was higher than that for Pendle, the higher of the two figures was applied to these sectors over the plan period (2011-30).
- 6.132 The resulting PopGroup analysis reveals a projected increase of 876 jobs in Pendle between 2011 and 2030, with 400 (379 FTE) estimated to be in the B-use classes.

Table 6.15: Results for Scenario F
Labour Supply Growth: Interim 2011-based SNPP (Baseline)

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+1,006	+0.27	+1.18	+1.48	+2.93
Industrial (B1b, B1c, B2)	+9,250	+2.49	+2.64	+15.77	+20.90
Warehousing (B8)	+1,432	+0.39	+1.24	+1.01	+2.64
All B uses	+11,688	+3.15	+5.06	+18.26	+26.47

Table 6.16: Results for Scenario G
Labour Supply Growth: Interim 2011-based SNPP (Jobs Growth Past Trends)

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	-266	-0.07	+1.18	+1.48	+2.59
Industrial (B1b, B1c, B2)	-2,446	-0.66	+2.64	+15.77	+17.75
Warehousing (B8)	-379	-0.10	+1.24	+1.01	+2.15
All B uses	-3,091	-0.83	+5.06	+18.26	+22.49

Table 6.17: Results for Scenario H
Labour Supply Growth: Interim 2011-based SNPP (Jobs Growth – Experian Policy Off)

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	-158	-0.04	+1.18	+1.48	+2.62
Industrial (B1b, B1c, B2)	-1,451	-0.39	+2.64	+15.77	+18.02
Warehousing (B8)	-225	-0.06	+1.24	+1.01	+2.19
All B uses	-1,833	-0.49	+5.06	+18.26	+22.83

Table 6.18: Results for Scenario I
Labour Supply Growth: Interim 2011-based SNPP (Jobs Growth – Experian Policy On)

Sector(s)	Projected Need		Allowances		Gross Requirement (ha)
	Floorspace (m ²)	Land (ha)	Frictional Vacancy (ha)	Losses (ha)	
Offices (B1a)	+1,336	+0.36	+1.18	+1.48	+3.02
Industrial (B1b, B1c, B2)	+12,283	+3.31	+2.64	+15.77	+21.72
Warehousing (B8)	+1,901	+0.51	+1.24	+1.01	+2.76
All B uses	+15,520	+4.18	+5.06	+18.26	+27.50

Source: SHMA PopGroup Modelling (Nathaniel Lichfield & Partners, 2013) & Pendle Borough Council Analysis (September 2013)

- 6.133 This scenario builds in some local aspirations for future employment growth as reflected in the key documents guiding future economic growth in the area: the Pennine Lancashire Integrated Economic Strategy (Regenerate Pennine Lancashire, 2008), the Lancashire Growth Plan 2013/14 (Lancashire Enterprise Partnership, 2013) and Pendle: A Plan for Jobs and Growth (Pendle Council, 2013).

Sensitivity Tests

- 6.134 Table 6.19 summarises the gross employment land requirement for each of the scenarios discussed above (i.e. after all adjustments for frictional vacancy and losses have been made). It is clear that the different methods of forecasting have yielded different results ranging from a need to supply 13.90 ha (Scenario A) to 67.48 ha (Scenario C).
- 6.135 However, the results of these scenarios are not directly compatible; they simply show potential outcomes under a range of different circumstances that may exist going forward. The supply-based scenarios (E to I) consider the impacts arising from growth in the population of working age. Of the demand-based scenarios, A and B are only concerned with the 'potential growth' in employment over the plan period. In contrast, the scenarios based on past trends data (C and E) also factor in the existing jobs that will transfer with businesses occupying new sites or premises.
- 6.136 Any future employment land requirement should ideally be expressed as a single figure. In view of the wide range of potential requirements implied by these different scenarios, it is necessary to test how reasonable each appears against other factors and how sensitive they are to different assumptions.
- 6.137 The assumed plot ratio is based on a recognised 'industry standard' and any change is unlikely to make a significant difference to the employment land requirement figures. Whilst other studies have distinguished between office and industrial plot ratios, with the former tending to have a much higher density. This is considered to be inappropriate in the Pendle context in view of the absence of very high density B1a office developments (e.g. high-rise city centre office blocks) and the generally weak office market in the borough.
- 6.138 Key assumptions which can make a significant difference to the forecasts of future requirements are the scale of the safety margin and the allowance for replacement of future losses.
- 6.139 A two-year margin of choice is widely regarded as being reasonable, particularly in the light of the ongoing economic uncertainties and the need to provide market ready sites and minimise the possibility of local businesses considering sites outside the borough for relocation and/or expansion. Whilst there are a number of potentially good quality employment sites that are not in a position to be developed without infrastructure coming forward over the medium to long term, this margin of choice helps to provide a balanced portfolio.
- 6.140 In areas such as Pendle, where there is a limited supply of employment land and delays in bringing sites forward may be greater than many other areas, this level of safety margin is considered to be the minimum necessary. This issue will be explored further at Stage 3 in the context of any identified surplus in the supply of particular types of site and in considering whether additional supply is required to address spatial requirements.

Table 6.19: Gross Employment Land Requirement to 2011-2030 (ha)

Scenarios	A	B	C	D	E	F	G	H	I
Requirement									
Offices (B1a)	4.59	6.13	12.62	39.39	2.88	2.93	2.59	2.62	3.02
Industrial (B1b, B1c, B2)	6.21	9.66	55.77	12.05	20.45	20.90	17.75	18.02	21.72
Warehousing (B8)	4.05	4.11	6.44	-14.70	2.57	2.64	2.15	2.19	2.76
All B uses	14.85	19.91	74.83	36.74	25.90	26.47	22.49	22.83	27.50

Key

- A. Jobs Growth (Experian Baseline)
- B. Jobs Growth (Policy On)
- C. Employment Land Completion Rates
- D. Rateable Floorspace
- E. Population Projections 2010 SNPP
- F. Population Projections 2011 SNPP (Baseline)
- G. Population Projections 2011 SNPP (Past Trends)
- H. Population Projections 2011 SNPP (Experian Jobs Growth Policy Off)
- I. Population Projections 2011 SNPP (Experian Jobs Growth Policy On)

- 6.141 The argument that not all losses of employment land should necessarily be replaced is based on two assertions. Firstly that the existing stock of employment sites and premises includes many older sites and premises that are unlikely to meet future employment needs. Secondly that future needs are likely to be less intensive (in terms of land take-up) than the scale exhibited by past-trends. However, this stance ignores the fact that a number of ‘windfall’ sites are likely to be lost over the plan period.²⁷ These sites and premises may also represent losses from the employment land portfolio, reducing choice within the market. Furthermore during the time period over which past losses has been assessed (i.e. 2007/08 to date) the construction market has been depressed and it might reasonably be expected that losses to higher value uses will increase once again as the country emerges from the economic recession.
- 6.142 Earlier studies of this nature have employed margins of between 40 and 50%, so the combined effects of these two assumptions do not appear to be unreasonable.
- 6.143 It is the choice of approach and growth scenario which most affects the level of any future requirement and needs to be carefully considered before selecting the basis for future planning. But, it is also important to consider which estimate best accords with market views of future demand in the area.
- 6.144 The enquiries data presented at Stage 1 (Step 2) and results of the Employment Land Survey Stage 2 (Step 6) indicate that the main demand locally is for general industrial (B2) floorspace, but that there is also an increasing demand for warehousing and distribution (B8).
- 6.145 Market intelligence suggests that whilst the available space is dominated by industrial and to a lesser but increasing extent warehousing units, the office market remains highly localised and fragmented. Demand is split between larger manufacturing and logistics units drawing upon, or serving, a sub-regional market, occupying locations in close proximity to junctions along the M65 motorway, and smaller manufacturing units in secondary locations that take advantage of Pendle’s low cost location. There remains a shortage of modern manufacturing space, particularly between 464 and 929m² (5,000-10,000ft²) to attract inward investment or facilitate expansion by indigenous businesses seeking to implement more efficient business operations and become more competitive, a situation that needs to be addressed through the provision of flexible floorspace (i.e. large units capable of sub-division if required).
- 6.146 The vast majority of vacant office units within Pendle are below 100m² in size, many within specialist business centres or town centres, with the few larger office spaces that are available occupying the multi-storey elements of former textile mills. The exception to this are the B1 office units recently constructed on the new Riverside Business Park, adjacent to Junction 13 on the M65 motorway, which have been targeted at regional, out-of-town occupiers.
- 6.147 The relatively high vacancy rates and general poor quality of the stock of smaller offices in Pendle – much of which comprises dilapidated first floor premises above retail units without inclusive parking provision, which do not comply with the requirements of the Disability Discrimination Act – presents a clear challenge for the future. Recent developments at Number One Market Street and the ACE Centre in Nelson are the latest attempt to help rebalance the stock by providing more modern office space. Examples such as Linden House in Colne represent an example of renovating older and less viable commercial units to reduce the high vacancy rate.

²⁷ Defined in The Framework as “Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.”

- 6.148 This analysis points towards using a **demand** based estimate that reflects a realistic level of land requirement allowing for the need to rebalance the stock of larger industrial premises and smaller offices, whilst taking account of likely changes in labour supply.
- 6.149 The Experian baseline job forecasts (Scenario A) are unduly pessimistic in this respect and do not reflect current performance in Pendle. Furthermore, the decline in B2 employment suggested does not reflect ambitions to transform the area's economy to a higher value base. As such the impact of any aspirations for economic growth and the need to deliver a strategic employment site for B1/B2/B8 uses in the M65 Corridor are not factored into the figures. Furthermore, the Experian figures reflect that the market for new B2/B8 uses has been suppressed by the failure to allocate suitable site(s) in the M65 Corridor. Whilst Scenario B does take some of these measures into account, it is still constrained by the limited growth predicted in the Experian forecasts.
- 6.150 These scenarios suggest that, when the existing portfolio of sites is factored in at Stage 3, there may be sufficient land to meet this need. However, this does not necessarily mean that less employment land is needed, as concerns about the *suitability* of the existing portfolio of sites to meet projected needs and the *spatial distribution* of these sites has yet to be considered. In addition, these figures take no account of the land required to accommodate existing jobs that may transfer onto the new employment land.
- 6.151 Any under-provision will result in a lack of choice in the market, increasing the possibility that businesses will be lost to adjacent boroughs, or further afield. Such an approach would severely restrict the ability of the area to positively respond to new investment opportunities as the economy starts to recover from the adverse effects of the post-2008 economic recession.
- 6.152 Both of the jobs growth scenarios are considered to be inconsistent with The Framework, as they do not represent a realistic approach to fostering future employment growth, innovation and economic prosperity. The social implications would also be damaging, as they would fail to address the economic needs and aspirations of people living in the small pockets of inner urban deprivation found in the M65 Corridor, exacerbating existing problems over the longer term. In contrast, with no need to identify Greenfield land for employment, the environmental implications are positive.
- 6.153 It is difficult to ignore past delivery rates as they offer a clear indication of what businesses can, and will, deliver in the borough. The figures in Scenario C suggest higher requirement, because they take account of the full requirement for employment land (i.e. not merely the amount required to accommodate future growth). The analysis is also based on a much longer reference period; 30 years rather than the much shorter periods used by Experian and the Office for National Statistics, thereby helping to minimise the positive or negative impact of any short-term fluctuations.
- 6.154 Assuming that sites of the right quality can be identified, this scenario would allow sufficient land to be made available to attract new investment, from both inward moving and indigenous businesses. Together with a strong economic vision for the area, this will help to support the delivery of a strong, competitive and resilient local economy that would be well placed to respond to a future upturn in the economy. This also accords with requirement of The Framework for plans to facilitate economic growth in sustainable locations.

- 6.155 One of the key economic objectives of the Pendle Local Plan is to reduce levels of out-commuting for work. Providing people with the opportunity to access jobs close to where they live also has positive social implications (e.g. increasing wealth), which in turn helps to address other issues that contribute to high levels of deprivation in parts of the M65 Corridor (e.g. poor health).
- 6.156 The overall effect on the environment must be considered to be negative, as it will not be possible to identify suitable sites wholly within a defined settlement boundary. As a result new provision is likely to be on Greenfield sites in the open countryside that are within the Green Belt, which is tightly drawn around settlements in the M65 Corridor. The scale of this impact will depend on the amount of additional employment land that can be provided on previously developed land (Brownfield sites).
- 6.157 The figures for rateable floorspace (Scenario D) are not current and are too volatile to rely upon, as they are based on a short reference period immediately prior to the onset of the economic recession (2005-2008) and may reflect unusual trends over this period. That said they do indicate a requirement for modest growth over the plan period.
- 6.158 The figures for labour **supply** growth (Scenarios F-I) suggest that a continuation of past trends may be over-optimistic and potentially undesirable should it result in higher levels of in-commuting. However, the draft Burnley & Pendle Strategic Housing Market Assessment (Nathaniel Lichfield, 2013) indicates that between 280 and 320 new dwellings per annum should be built in Pendle, compared to a maximum of just 100 new dwellings in neighbouring Burnley, with whom Pendle has the strongest commuting links. Catering for the employment needs of these new households within Pendle, will also offer existing residents who currently travel outside the borough for work, a better opportunity to find well-paid employment locally. Each of the supply based scenarios predicts modest levels of employment growth, but of the four only Scenario I can be considered to reflect local economic aspirations.
- 6.159 The supply based scenarios suggest slightly higher employment land requirements than those based on labour demand. This is largely because the population projections (Office for National Statistics) are more optimistic than those for employment growth (Experian). In addition, during the reference period for the Experian calculations, local economic policy emphasised the need to diversify and strengthen the local economy through the provision of additional jobs in the under-represented service sector (i.e. B1 office uses). The current policy focus is on the provision of jobs associated with advanced manufacturing (B2) which Experian, in carrying forward past levels of decline in manufacturing, regarded as having little or no potential for future growth. The Experian figures also see higher levels of growth in office based jobs than local evidence suggests is needed.
- 6.160 With strategic objectives having moved towards support for investment in advanced engineering and aerospace, the failure to provide a strategic site of sufficient size in the M65 Corridor for B2 and B8 uses, would not help to support delivery of the Lancashire Enterprise Partnership's Growth Plan. It would also demonstrate a lack of confidence, restricting new inward investment and increasing the chance that existing employers will be lost to the area.
- 6.161 If Pendle residents are unable to access suitable employment opportunities close to where they live, they will have to travel further afield to access work. This will result in unfavourable cost, environmental and work-life balance implications. Together these outcomes will have potentially damaging effects for local programmes targeting social inclusion and regeneration, as wealth slowly drains away from the area.

Table 6.20: Sustainability Matrix

Scenario	Sustainable Development Objectives			
	Economic	Social	Environmental	Overall
A	-	-	+	-
B	-	-	+	-
C	+	+	-	+
D	+	0	0	0
E	0	-	+	-
F	0	-	+	-
G	0	-	+	-
H	0	-	+	-
I	0	-	+	-

Source: Pendle Sustainability Appraisal Toolkit (AMEC, 2007)
Pendle Borough Council analysis

Key:  Positive  Neutral  Negative

- 6.162 As noted above, The Framework states that the purpose of planning is to help achieve sustainable development, whilst accommodating the new ways by which we will earn our living in a competitive world (i.e. promoting economic growth). Specific issues are referenced in the commentary above, but each scenario has also been tested against the three tenets of sustainable development, using the Sustainability Appraisal Toolkit (Amec, 2007) as the basis for comparison. The broad outcomes of this analysis are summarised in Table 6.20.
- 6.163 The development needs of economic sectors other than those in the B use classes were also considered. Indications are that their requirements are likely to be modest relative to the land requirements of the traditional employment sectors that are the focus of this study. They will, to a certain point, compete for employment land, but the extent and nature of this demand does not appear likely to cause particular pressures on the employment land supply.
- 6.164 The needs of certain Sui Generis uses, notably the environmental industries targeted in the sub-regional economic strategy, could potentially have significant land requirements over the coming years, although it is not possible to quantify how much, where and when these and requirements are likely to arise.
- 6.165 A significant proportion of the borough is designated as an Area of Outstanding Natural Beauty (AONB) and tourism is another sector where Pendle is perceived to have a competitive advantage. Tourism will have a prominent role to play in future employment growth and also brings with it the benefit of raising awareness of the area and improving negative perceptions of the area, associated with its prominent role in the industrial revolution, by focussing attention on its more attractive attributes and its role as a gateway to the Yorkshire Dales. Although tourism will generate limited employment land requirements, it will help to further diversify the local economy, boosting levels of self-employment and helping to reduce out-commuting.

- 6.166 Initiatives which seek to improve accessibility and/or regenerate those Protected Employment Areas, which are situated in sustainable urban locations, will help to enhance the attractiveness of these sites and may have some scope, subject to strict controls, in helping to avoid pressure from higher value end uses (e.g. housing and retail) and reduce the potential for lower value B Class development.

Summary

- 6.167 This section has considered a range of employment land projections for Pendle using variations of three methodologies based on labour demand, labour supply and past trends. It is important to identify an appropriate level of need, which achieves a balance between market realism and economic and planning objectives.
- 6.168 A range of qualitative and quantitative factors have been considered and these will help to inform a judgement on the appropriate level of need, with the key issues set out below:
- Pendle has a number of competitive advantages in that it has an existing concentration of high value-added businesses engaged in aerospace and other advanced engineering disciplines; a highly skilled workforce; a number of well-established, high-profile, internationally-renowned companies; an increasing number of smaller innovative enterprises; and very competitive prices for labour, land and premises.
 - The borough continues to be over-reliant on traditional manufacturing sectors, which has seen work transferred to cheaper localities. On the other hand a number of companies now focus on the importation of goods that they once manufactured in Pendle and there has been a corresponding increase in the demand for warehousing (B8) floorspace in recent years. The manufacturing jobs base has increased in the period following the onset of the current economic downturn, showing a much healthier position than envisaged in the Experian jobs growth figures.
 - Pre-recession levels of entrepreneurial activity were relatively weak, but are showing signs of improvement against regional and national comparators, whilst business health is comparatively strong with a higher than average number of companies established for over 10 years.
 - The opportunities to accommodate significant inward investment are extremely limited, so the current industrial/commercial property market relies primarily on indigenous growth to sustain demand. Indigenous growth is also stifled by the lack of suitable sites. The consensus of opinion from key stakeholders – Pendle Vision Board, commercial estate agents and economic development professions – is that Pendle suffers from a shortage of larger, high quality, accessible sites capable of facilitating the expansion or relocation of established local businesses, or attracting significant levels of inward investment.
 - In quantitative terms, the stock of land and premises for industrial and commercial uses is unbalanced with a slight over-supply in West Craven and a shortage in the M65 Corridor, where both market demand and social needs are greatest.
 - Although take-up rates have fallen to 1.9 ha per annum since the onset of the economic downturn in 2008, the five and ten year rolling averages remain relatively buoyant at 2.32 ha per annum, just below the 2.65 hectare average recorded for the 30 year period since 1982/83.
 - Labour supply analysis indicates a modest increase in the number of economically active residents over the 15 year plan period.

- The need to reduce the high level of out-commuting - estimated at 28% of all people in work in 2011 and 13,383 residents (4,468 net) in the 2001 Census.
- 6.169 The purpose of this update of the Pendle Employment Land Review is to help inform the preparation of the new Pendle Local Plan, which will guide new development in Pendle for a period of 15 years from the date of adoption. Any recommendations need to look beyond the current economic downturn and provide an appropriate amount of land in the right locations to enable the local economy to grow and prosper in future years, as confidence in the economy returns and the demand for new development increases.
- 6.170 Out of necessity, the document has had to be prepared in an unpredictable period immediately following the post-2008 economic recession. As such the reference periods for projecting forward population and economic growth include a period when depressed market conditions have been the norm. The long-term projections produced by Experian and ONS are, therefore, considered to be unduly pessimistic.
- 6.171 Only Scenarios B, C and I can be considered to reflect local aspirations for future economic growth. Scenarios B and I are severely constrained by recent events and as such Scenario C is considered to offer the most reliable basis for future forecasting.



Calculating the Local Plan Requirement

- 6.172 It is recommended that the emerging Pendle Local Plan uses a calculation based on past take-up rates to determine its future employment land requirement. As noted previously, this method was the basis for the calculation used in the former North West of England Plan: Regional Spatial Strategy to 2021 [“RSS”] (Government Office for the North West, 2008) and has also been used in the Core Strategies prepared and adopted by several local authorities in Pennine Lancashire.

- 6.173 The proposed calculation (Table 6.21) differs in a number of ways from that employed in the former RSS and Scenario C above, and these differences, and the reasons for them, are outlined below.
- 6.174 Scenario C uses the annual average for employment land take-up in Pendle for the 30-year period since figures were first recorded 1982/83 (2.65 ha). Whilst this provides a high level of assurance that the influence of any untypical and/or short-term effects will have been minimised, it cannot adequately take account of more recent trends.
- 6.175 Rather than use this long-term average, it is recommended that the calculation for the emerging Pendle Local Plan uses the rolling average recorded for the last 5 and 10 years, which both equate to 2.32 ha per annum (Row A). This lower figure better reflects a number of factors which have, or are likely to, reduce business requirements for operational floorspace; namely:
- The increased levels of operational efficiency afforded by continued improvements in technology (B2).
 - The strategic focus on policies to encourage investment by more intensive, higher-value manufacturing businesses (B2).
 - The steady move towards increased levels of homeworking, arising from the emergence of high-speed broadband and a desire to reduce operating overheads (B1).
 - The increased palletisation of goods and high-bay warehousing solutions (B8).
 - The move to just-in-time delivery (B8)
- 6.176 The allowance for future growth from the RSS methodology (Row B) is retained to reflect both the Government's and the borough's aspirations for future economic growth. The figure used is taken from the Greater Manchester Forecasting Model (October 2013) and represents the projected annual growth in Gross Value Added (GVA) for Lancashire, as a comparable figure is not available for individual districts.
- 6.177 The RSS methodology employed a flexibility factor of 20% for Lancashire, to indicate an additional amount of land that may be required to take account of special circumstances, such as the expansion requirements of a particular business or the realisation of significant inward investment potential. This figure was based on analysis in the Employment Land Study Phase 3 Report (Arup, 2005).
- 6.178 However, it is recommended that a more robust and better evidenced calculation for turning the 'net' requirement into a 'gross' requirement is used in this update of the Pendle ELR. Consultants Nathaniel Lichfield & Partners, who prepared the Burnley and Pendle Strategic Housing Market Assessment (SHMA), have also compiled a Housing Needs and Employment Land Study for Burnley Borough Council. This study replaces the RSS flexibility factor with two separate adjustments as detailed in the methodology at Step 9 (page 71).
- 6.179 The allowance for frictional vacancy (Row F) is based on two years of average (net) take-up. In this calculation it has been adjusted to reflect the 5/10 rolling average for annual take-up (Row C), rather than the figure used in each of the scenarios (5.06 ha), which represents average annual take-up since 1996/97, when take-up by the three main B-use classes was first recorded. In contrast, the allowance for losses (Row G) remains unchanged from that used in the various scenarios (18.26 ha).

Table 6.21: Employment Land Requirement 2011-2030

Stage in Calculation		Source(s)	Amount
A	Average annual take-up	See below	2.32 ha
B	Projected increase in take-up	See below	2.29%
C	Projected annual average take-up	A + B	2.37 ha
D	Forecast period	2011-2030	19 years
E	Net requirement	C x D	45.09 ha
F	Flexibility factor	A x 2	4.64 ha
G	Allowance for losses	See below	18.26 ha
H	Gross requirement	E + F + G	68.00 ha

- Notes:
- A. Based on the 5 and 10 year rolling average for employment land take-up in Pendle
 - B. Based on the projected annual average GVA Growth for Lancashire
 - F. Based on the methodology from the Burnley Housing Needs and Employment Land Study (Nathaniel Lichfield & Partners, 2014). This follows the methodology from the South East Plan Supplementary Guidance: Employment Land Reviews (South East England Partnership Board, July 2009), which recommends a two year buffer.
 - G. Based on the methodology from the Burnley Housing Needs and Employment Land Study (Nathaniel Lichfield & Partners, 2014).

- Sources:
- A. Employment Land Monitoring Report (Pendle Council, various years)
 - B. Greater Manchester Economic Forecasting Model, October 2013
 - F. Employment Land Monitoring Report (Pendle Council, various years)
 - G. Employment Land Monitoring Report (Pendle Council, 2007/09 to date)

6.180 The provision of this amount of employment land is considered sufficient to:

- accommodate continued delivery of the adjusted annual average for past take-up in Pendle;
- deliver a strategic site within the M65 Corridor, to facilitate inward investment and relocation by indigenous (B2 and B8) businesses looking to expand or modernise their operations, thereby helping to support strategic policy objectives which seek to transform the economy to a higher value base; and
- provide a modest extension of the successful West Craven Business Park in Earby, to support the locally important aerospace industry.

6.181 Based on the above, and prior to any further adjustments that may be necessary as a result of further site appraisal work and analysis carried out at Stage 3, **it is recommended that Pendle Borough Council should plan for an employment land requirement of 68.00 ha (gross) over the 19 year period 2011-2030 (Table 6.21, Row H).**

6.182 The base date used for forecasting purposes in this update of the Pendle ELR is 1st April 2011 (i.e. the start of the 2011/12 monitoring period). This means that prior to the publication of this version of the Pendle ELR the results from two annual monitoring periods have been made available (Table 6.22). As a result, an adjustment to the gross employment land requirement identified in Table 6.21 (Row H) needs to be applied, in order to determine the amount of employment land that needs to be allocated.

Table 6.22: Employment Land Monitoring , Pendle 2011-2013 (ha)

Period	Office	Industrial	W/housing	Total
	B1a	B1b/B1c/B2	B8	
Annual Monitoring – 2011/12	1.04	0.63	0.76	2.43
Annual Monitoring – 2012/13	0.01	2.11	0.34	2.46
Delivery to date	1.05	2.74	1.10	4.89

Source: Authority’s Monitoring Report (Pendle Borough Council, 2012 & 2013)

6.183 Annual monitoring reveals that the take-up of employment land in each of the last two years has been slightly higher than the 5/10 year rolling average (2.32 ha), but lower than the long-term average for employment land take-up in Pendle (2.65 ha).

Table 6.23: Provisional Employment Land Requirement (gross), Pendle 2011-2030

Description	Office	Industrial	W/housing	Total
	B1a	B1b/B1c/B2	B8	
A Employment in B-uses (2011)	19.23%	72.18%	8.58%	100%
- indicative requirement (ha)	15.80	35.60	16.60	68.00
B Past take-up (1996/97-date)	23.23%	52.36%	24.41%	100%
- indicative requirement (ha)	11.27	50.89	5.81	68.00
C Indicative requirement [A+B/2]	13.54	43.25	11.21	68.00
D Delivery (2011/12-2012/13)	1.05	2.74	1.10	4.89
E Adjusted requirement (ha)	12.49	40.51	10.11	63.11
F 5-year requirement (ha)	3.67	11.92	2.97	18.56

Source: Pendle Borough Council Analysis (September 2013)

6.184 In Table 6.23, the gross employment land requirement (68.00 ha) has been apportioned between the different B-use classes based on the make-up of the workforce in 2011 (Row A) and as a proportion of employment land take-up since 1996/97 (Row B), when take-up by the three main B-use classes was first recorded. Whilst the first of these methods provides a reasonable proxy for likely current need, the latter provides an accurate record of actual requirements over an extended period of time. As such an average of the two figures has been used to provide an ‘indicative requirement’ of the land likely to be required for the different B-uses over the lifetime of the plan (Row C).²⁸

6.185 When the figures for take-up during the first two years of the forecasting period (Row D) are taken off the requirement, a balance of 63.11 ha is revealed (Row E). This has then been broken down to provide an indication of the likely requirement over the first five years of the plan period (Row F).

²⁸ These calculations help to provide an indication of the types of employment land that will be required in Pendle over the plan period, but have no impact on the overall requirement for employment land which remains at 68.00 ha.

- 6.186 It must be stressed that the figures in Tables 6.21 and 6.23 **do not** account for any provision on behalf of adjoining local authorities, or address any other qualitative factors, which may be identified at Stage 3. For example, whilst the sites brought forward from Stage 1 may address the quantitative need for employment land, they may but fail to adequately address the qualitative requirements dictated by modern business practices. Alternatively the location of these sites may not represent an appropriate spatial distribution. In either case the potential for future economic growth within Pendle will be severely constrained unless additional sites are brought forward to address these concerns.

7. Stage 3: Identifying a New Portfolio of Sites

Introduction

- 7.1 Stage 3 will confirm the fitness for purpose of the employment site portfolio and the extent of any shortages or oversupply against the level of demand anticipated in the forthcoming plan-period, which was identified at Stage 2. Further opportunities for the release of poorer employment sites may emerge, if there remains a significant over-supply of such sites.
- 7.2 The review will also indicate potential 'gaps' in provision, where a certain market segment is particularly under-represented in the existing portfolio, despite indications of strong demand being anticipated during the forthcoming plan-period.
- 7.3 As detailed in the methodology (Chapter 4), the main component of Stage 3 are detailed site appraisals for the available sites (Table 5.4) and vacant premises (Table 5.5) carried forward from Stage 1 ["the employment land portfolio"], to:
- Confirm which are likely to respond well to the expectations of occupiers and property developers, whilst also addressing key sustainability requirements.
 - Highlight any potential oversupply, or gaps, in the existing site portfolio in terms of the size of site; the typologies of business use that can be accommodated and/or the market segment(s) served.
 - Identify new sites to address any shortfall against projected demand and/or any gaps that may be identified; in order to help to create a balanced portfolio of employment sites.
- 7.4 The process of assessing future requirements at Stage 2 provides the context within which the existing portfolio of sites can be appraised. The results of Stage 2, together with the site appraisals undertaken at Stage 3 provide a robust justification for the allocation of employment land and development of a policy regime to reflect this.
- 7.5 Local planning authorities cannot take account of individual business decisions in their appraisals. Existing operations, which appear to have a sound future, may be closed or run down with little notice. For example, a number of well-established employment sites that no longer meet occupier requirements may continue in employment uses, because past investment in the site and/or in the labour force make it difficult to relocate. For others, the opportunity to increase land value by change of use (provided that market conditions are favourable) may be a strong incentive, despite the site being well suited to continued employment activity.
- 7.6 Local planning authorities can only sensibly evaluate the general suitability of such sites for employment use and devise appropriate criteria-based policies to take account of unexpected closures. Changes of use for those sites that are shown to be ideally matched to modern business requirements should, all things being equal, be resisted; even if such uses represent lower land values than alternative forms of development. In contrast those that offer a relatively poor match may be suitable for release for other uses.

Step 11: Devise Qualitative Site Appraisal Criteria

- 7.7 The site appraisal criteria used at Stage 1 and Stage 3 were defined at Step 3 and are detailed in Appendix 6.
- 7.8 A total of 48 criteria were developed (Appendix 6), providing a comprehensive assessment of the quality and suitability of each site for future employment use. The criteria focus on three particular aspects – market attractiveness, sustainability and strategic planning factors – and assess these under ten headings (Table 7.1).

Table 7.1: Summary of Appraisal Criteria

Criterion		Criteria	
		Stage 1	Stage 3
1	Quality of the site and internal environment	0	4
2	Quality of the wider environment	0	3
3	Strategic Access	2	2
4	Market conditions / Perception and Demand	7	11
5	Ownership/user constraints on development or redevelopment	3	5
6	Site development constraints (undeveloped sites only)	6	11
7	Accessibility	0	2
8	Sequential test; Brownfield or Greenfield	0	3
9	Social and regeneration policy	2	5
10	Other policy considerations	1	2
Total Criteria		21	48

- 7.9 Each site is scored, using a three or five point scale, against those criteria applicable to that site – i.e. some criteria are only applicable to the assessment of the Protected Employment Areas, where some development has already taken place.
- 7.10 The scoring of individual sites was undertaken through a combination of site visits; desktop research and survey work; detailed discussions with other Council departments; and where necessary consulting external organisations.

Step 12: Confirm Existing Sites to be Retained or Released and Define Gaps in Portfolio

- 7.11 This section looks at each commercial property market in turn, considering the total capacity of the employment sites being brought forward from Stage 1 and the range of available sites in terms of:
- Size
 - Internal site quality
 - Character of the surrounding area
 - Suitability for different employment typologies (Appendix A)
 - Assumed pressures

- 7.12 The detailed review of the sites brought forward from Stage 1 is carried out against defined site assessment criteria (Step 11), in order to identify those sites which should be retained and protected and those, if any, which should be released for other uses. Where there are identified gaps in provision, potential new sites (Step 13) are subjected to a rigorous assessment in order to create a balanced portfolio (Step 14).

Analysis by market area: M65 Corridor

- 7.13 The M65 Corridor represents the highest area of demand for employment land and premises. It is served by three motorway junctions, with over 250,000 people living within a 30 minute drive.
- 7.14 There are three modern industrial estates within the M65 Corridor market area, within Pendle: the Lomeshaye Industrial Estate (Junction 12), Riverside Business Park (Junction 13) and White Walls Industrial Estate (Junction 14). Lomeshaye and White Walls were developed for B1/B2/B8 uses in the 1980s. Vacant sites are restricted to expansion land for existing businesses, although the prevailing economic climate means that there are a number of vacant premises currently available. Development opportunities at the Riverside Business Park are currently restricted to B1(a) office uses. However, despite the advanced nature of many business operations, a substantial number of companies continue to operate from former textile mills.

The Protected Employment Areas

- 7.15 Before considering the individual sites, it is necessary to review two of the seven Protected Employment Areas (PEAs) within the M65 Corridor, based on the assessment of their suitability for continued employment use at Stage 1.
- 7.16 The Throstle Nest Mill PEA was allocated relatively recently, when the Bradley Area Action Plan was adopted in July 2011. Whilst its strategic contribution to the borough's employment requirements are modest, for the time-being it is regarded as having an important role to play in the regeneration of this inner urban ward. It has also been the subject of an independent examination which confirms its role.
- 7.17 The Greenfield PEA is somewhat different. Unlike Throstle Nest Mill, it is not situated at the heart of an inner-urban neighbourhood. Although it benefits from good transport links, the A56 and Colne railway station are situated on the southern and eastern boundaries respectively and Junction 14 on the M65 motorway lies close to the western boundary, vehicular access for heavy goods vehicles (HGVs) is circuitous due to the narrow width of the carriageway on Phillips Lane and the weight restrictions placed on the bridge over Pendle Water. There is no prospect of improving this situation within the lifetime of the forthcoming plan.
- 7.18 In addition, a substantial element of the Greenfield PEA lies within the Primet Bridge Conservation Area, which may restrict proposals for the adaptation or expansion of premises. Several businesses occupying the multi-storey mills at the eastern end of the site have submitted representations to the Council asking that the PEA designation be removed from their premises so that mixed-use development – including residential units – can be introduced helping to safeguard the long-term future of these historic properties.

- 7.19 Representations have also been received from individual businesses and property owners within the Hallam Road and White Walls PEAs, requesting that their premises be removed from the PEA. Both these PEAs scored well in terms of market attractiveness, sustainable development and strategic policy at Stage 1. As employment land is in relatively short supply at the present time, it is not proposed to release good quality employment land at this time by amending the boundaries of either PEA to accommodate these requests.
- 7.20 It is the recommendation of this Employment Land Review that the Protected Employment Area designation should be removed from the site at Greenfield in Colne in the Pendle Local Plan (Part 2): Site Allocations and Development Policies, but should remain in place at the following locations:
- Lomeshaye Industrial Estate, Nelson/Brierfield
 - Riverside Business Park, Nelson/Barrowford
 - Throstle Nest Mill, Nelson
 - Valley Mills, Nelson
 - Hallam Road, Nelson
 - White Walls Industrial Estate, Nelson/Colne

The Portfolio of Sites

- 7.21 The individual employment sites and vacant premises within the M65 Corridor commercial property market, which have been carried forward from Stage 1, are shown in Table 7.3, whilst Table 7.2 provides a summary of the size and type of provision.
- 7.22 Over 70% of the available sites are on previously developed land (PDL) – i.e. Brownfield sites or vacant premises – and these account for approximately 59% of the available land or premises. A similar proportion of sites are under one hectare in size, meaning that only nine sites in the M65 Corridor can cater for requirements over 3,716² (40,000ft²).

Table 7.2: Summary of Employment Land Portfolio – M65 Corridor

Size	Brownfield / Vacant		Greenfield		Total	
	No.	Ha	No.	Ha	No.	Ha
Under 0.5 ha	12	3.05	2	0.64	14	3.69
0.5-1 ha	5	3.78	4	2.88	9	6.66
1-2 ha	3	3.96	2	2.62	5	6.58
2-3 ha	2	4.59	0	0.00	2	4.59
3-4 ha	1	3.45	0	0.00	1	3.45
5-10 ha	0	0.00	0	0.00	0	0.00
Over 10 ha	0	0.00	1	7.43	1	7.43
All Sites	23	18.83	9	13.57	32	32.40

Table 7.3: Summary of Site Appraisal – M65 Corridor





Site Information					Site Appraisal			
Ref	Site	Location	Size (ha)	Type	Stage 1			Stage 3
					MKT	SUS	POL	
E231	8 Regent Street, White Walls Industrial Estate	Colne	0.13	VAC				4.77
M188	Buildings and land off Junction Street, White Walls Industrial Estate	Colne	2.10	PDL				4.56
E038	Land at Profile Park, Edward Street, White Walls Industrial Estate (Site A)	Colne	0.82	GRN				4.48
E054	RB Business Park, Regent Street, White Walls Industrial Estate	Colne	1.07	GRN				4.33
E201	12 & 12A Lindred Road, Lomeshaye Industrial Estate	Nelson	0.89	VAC				4.27
E203	23 Kenyon Road, Lomeshaye Industrial Estate	Nelson	0.37	VAC				4.27
E204	12 Churchill Way, Lomeshaye Industrial Estate	Nelson	0.31	VAC				4.19
E017	Riverside Business Park (Phases 1 & 2)	Barrowford	7.43	GRN				4.19
E205	28 Churchill Way, Lomeshaye Industrial Estate	Nelson	0.15	VAC				4.15
E206	26 Churchill Way, Lomeshaye Industrial Estate	Nelson	0.15	VAC				4.15
E057	Land to rear of 31-33 Kenyon Road, Lomeshaye Industrial Estate	Nelson	1.55	GRN				4.07
E221	Unit 1, Hodge Bank Business Park, Reedyford Road	Nelson	0.31	VAC				4.07
E232	Brierfield Mills, Glenway	Colne	3.45	VAC				4.07
E230	Dale Mill, Hallam Road	Nelson	1.62	VAC				4.04
E116	Vulcan Mill, Bradley Hall Road	Nelson	0.38	PDL				4.00
E117	Land to rear of 12 Lindred Road, Lomeshaye Industrial Estate (Site A)	Nelson	0.33	GRN				3.96
E210	RB House, Greenfield Road	Colne	0.56	VAC				3.96
E119	Former Mill Dam, Barrowford Road	Barrowford	1.03	PDL				3.92
E208	The Bakery, Netherfield Road	Nelson	0.15	VAC				3.81
E056	Land opposite Lomeshaye Place	Nelson	0.31	GRN				3.74
M178	Yard Adjacent to 15 Brook Street	Nelson	0.14	PDL				3.74

Table 7.3: Summary of Site Appraisal – M65 Corridor

Site Information					Site Appraisal			
Ref	Site	Location	Size (ha)	Type	Stage 1			Stage 3
					MKT	SUS	POL	
E218	Lomeshaye Bridge Mill, Lomeshaye Road	Nelson	0.60	VAC				3.66
E216	Reedyford Mill, Westfield Road	Nelson	2.49	VAC				3.55
E114	Land to north of Glenway	Brierfield	1.31	PDL				3.52
E233	Old Market Hall, Dockray Street	Colne	0.33	VAC				3.52
E132	Storage Compound, Dockray Street	Colne	0.37	PDL				3.27
E120	Land adjacent to Walk Mill, Green Road	Colne	0.91	PDL				3.24
E118	Red Scar Works, Burnley Road	Colne	0.93	GRN				2.98
E092	Former Railway Goods Yard, Clitheroe Road	Brierfield	0.82	PDL				2.87
E131	Land off Hollin Bank	Brierfield	0.51	GRN				2.84
E063	Land at Lily Street	Nelson	0.26	PDL				2.80
E134	Land to rear of Churchill Way	Nelson	0.62	GRN				2.65

Key

Sites are ordered by the average overall score recorded at Stage 3.

MKT Market attractiveness	GRN Greenfield Site	 Negative
SUS Sustainability	PDL Previously Developed Land (Brownfield Site)	 Neutral
POL Strategic policy	VAC Vacant premises	 Positive
		 Not assessed at Stage 1

7.23 With the exception of the vacant premises at Brierfield Mills (E232), the only site of over 3ha is the office only (B1a) development at Riverside Business Park (E017). The two Brownfield sites of between 2ha and 3ha are reserved for expansion by an adjacent business (M188), or have been granted planning permission for housing (E216). The largest sites currently available in the M65 Corridor are the recently vacated Dale Mill in Nelson (E230) and four vacant sites of between 1.03 and 1.55 ha (E054, E057, E114 and E119).

7.24 As a consequence, the existing employment land portfolio is not capable of accommodating large scale industrial (B2) or warehousing (B8) units over 5,574m² (60,000ft²) within the M65 Corridor market segment.

Analysis by market area: West Craven

7.25 Employment in the West Craven area is dominated by manufacturing, with almost two-thirds of all employees working in this sector; a figure over six times the national average.

7.26 Silentnight Beds is one of the largest employers in the area, but it is the aerospace and advanced engineering sectors that are most important overall to the local economy. At the centre of this activity is the large Rolls-Royce fan blade manufacturing facility in Barnoldswick, but American-owned Weston EU and the Metal Improvement Company, both situated on the West Craven Business Park in Earby, and the Euravia Engineering & Supply Co. in Kelbrook are also prominent in the field of aerospace. These businesses anchor the eastern end of the Lancashire 'Arc of Innovation' which extends west through Pennine Lancashire towards the Enterprise Zone sites at Samelsbury and Warton, some 40-50km distant.

7.27 There are two modern industrial estates within the West Craven market area; the Crow Nest Industrial Estate (Barnoldswick) and the West Craven Business Park (Earby). The first units on the 7.5 hectare²⁹ West Craven Business Park became available in 2002 and just ten years later only 1.6 ha of land remains available for development.

7.28 Many of the older textile mills have gradually been redeveloped for housing in this much sought after rural location, although some have been refurbished; a prominent example being Calf Hall Mill in Barnoldswick, which is now home to successful local business Hope Technology, which manufactures high quality components for bicycles.

7.29 It's a 10km drive from Barnoldswick and Earby, along the congested A56, to Junction 14 on the M65 motorway. However, proposals in the draft East Lancashire Highways and Transport Masterplan (2013) suggest that a bypass between Foulridge and the M65, avoiding the most congested section of the route through Colne, may be constructed by 2021. As such, despite the economic importance of its industries extending over a wide area, the commercial property market in West Craven remains somewhat localised.

²⁹ Excluding the pre-existing Wardle Storey site, part of which is included within the Protected Employment Area.

The Protected Employment Areas

- 7.30 Both of the PEAs in West Craven scored poorly in terms of access to the motorway network, but in all other respects received positive scores. As such it is the recommendation of this Employment Land Review that the Protected Employment Area designation should be retained at:
- Long Ing / Crow Nest / Bankfield, Barnoldswick
 - West Craven Business Park, Earby
- 7.31 In response to the public consultations held during the preparation of the emerging Pendle Local Plan, the Council has received representations recommending that the business park, on the site of the former concrete batching plant, to the north of Kelbrook should also be afforded Protected Employment Area status. A newly designated PEA including this site, together with the former timber yard and Sough Bridge Mill immediately to the north, will be considered during the preparation of Pendle Local Plan (Part 2): Site Allocations & Development Policies.

The Portfolio of Sites

- 7.32 The individual employment sites and vacant premises within the West Craven commercial property market, which have been carried forward from Stage 1, are shown in Table 7.5, whilst Table 7.4 provides a summary of the size and type of provision.
- 7.33 Half of the sites are occupy previously developed land (PDL) – i.e. they are Brownfield sites or vacant premises – and account for approximately 39% of the available supply. Both figures are substantially lower than their comparators in the M65 Corridor, as is the proportion of sites under 1ha in size (37% as opposed to 73%).
- 7.34 The average size of employment sites in West Craven is therefore significantly larger than in the M65 Corridor. Half of the available supply is on sites of 1-2ha. Three of the four sites are potentially capable of accommodating units of up to 5,574m² (60,000ft²), although they could potentially accommodate a number of smaller units.³⁰ The only site over 2ha is a Greenfield site off Ravenscroft Way in Barnoldswick, but this is known to have contamination issues associated with waste disposal from the adjacent foundry.

Table 7.4 : Summary of Employment Land Portfolio – West Craven

Size	Brownfield / Vacant		Greenfield		Total	
	No.	Ha	No.	Ha	No.	Ha
Under 0.5 ha	2	0.51	1	0.27	3	0.78
0.5-1 ha	0	0.00	0	0.00	0	0.00
1-2 ha	2	3.46	2	3.20	4	6.66
2-3 ha	0	0.00	1	2.72	1	2.72
3-4 ha	0	0.00	0	0.00	0	0.00
5-10 ha	0	0.00	0	0.00	0	0.00
Over 10 ha	0	0.00	0	0.00	0	0.00
All Sites	4	3.97	4	6.19	8	10.16

³⁰ The fourth site is the former headquarters of Silentnight Beds (E226), which was granted planning permission for housing in 2011.

Table 7.5: Table 7.5: Summary of Site Appraisal – West Craven

Site Information					Site Appraisal			
Ref	Site	Location	Size (ha)	Type	Stage 1			Stage 3
					MKT	SUS	POL	
E041	West Craven Business Park	Earby	1.52	GRN	Positive	Positive	Positive	4.30
M236	Land at Ravenscroft Way, Crow Nest Industrial Estate (Site C)	Barnoldswick	0.04	PDL	Neutral	Positive	Positive	4.11
M225	Bankfield Mill site, Skipton Road	Barnoldswick	1.57	PDL	Positive	Positive	Positive	4.04
E019	Former Barnsey Shed Site, Long Ing Lane	Barnoldswick	1.68	GRN	Positive	Positive	Positive	3.78
E027	Land at Ravenscroft Way, Crow Nest Industrial Estate (Site A)	Barnoldswick	2.72	GRN	Positive	Positive	Positive	3.59
E123	Land at Ravenscroft Way, Crow Nest Industrial Estate (Site B)	Barnoldswick	0.27	GRN	Neutral	Positive	Positive	3.54
E024	Skipton Road Business Centre	Barnoldswick	0.47	PDL	Neutral	Neutral	Neutral	3.33
E226	Silentnight House, Kelbrook Road	Salterforth	1.89	VAC	Not assessed at Stage 1	Not assessed at Stage 1	Not assessed at Stage 1	3.12

Key

Sites are ordered by the average overall score recorded at Stage 3.

MKT	Market attractiveness
SUS	Sustainability
POL	Strategic policy

GRN	Greenfield Site
PDL	Previously Developed Land (Brownfield Site)
VAC	Vacant premises

Red	Negative
Orange	Neutral
Green	Positive
Grey	Not assessed at Stage 1

- 7.35 Of greater concern is the small number of sites that are truly available. Of the eight sites that are identified, two (E019 and M225) are reserved for expansion by existing businesses; Salterforth Shed (E226), as noted above, has been granted planning permission for housing; and the Skipton Road Business Centre (E024) is an under-utilised former corn mill. This means that only half of the sites identified can be regarded as truly available for bespoke development.

Pendle: Identified Gaps in the Employment Land Portfolio

- 7.36 Whilst the overall spatial distribution shows a slight over-provision of employment land in West Craven, this is influenced by the higher proportion of larger employment sites, which masks the need to address identified gaps in supply that are likely to require the identification of additional employment sites in this commercial property market (see below).
- 7.37 The evidence indicates that it is the perceived quality of existing employment sites – in terms of their general environment and accessibility to the motorway network – that is of greatest concern for businesses looking to invest in the area. Analysis of the sites within the existing portfolio reveals that the following requirements should be adequately addressed by any new sites that are identified for inclusion within the portfolio:
- The need to identify a suitable location for a good quality business park of 10-15 ha within the M65 Corridor, to accommodate business expansion and inward investment by companies in the B2 and B8 use classes, which will help to support strategic objectives for investment in the growth sectors of aerospace and advanced manufacturing.
 - The need to address an undersupply in the number of available sites in West Craven.
 - The need to address a shortage of land for small business units in West Craven.

Step 13: Identify Additional Sites to be Brought Forward

- 7.38 Roger Tym & Partners, in their report *Setting Employment Land Targets for North West England* (April 2010) commented that:

“In our opinion, the most robust way to allow for constraints, competition, choice and uncertainty is that ... authorities should ensure that at any one time they have enough readily available (unconstrained) land to meet the gross provision target for each employment use (including the land required to replace future losses) for the next five years.”

- 7.39 A site is considered to be readily available if all the following conditions are met:
- The site has planning permission and/or is allocated for economic development in the development plan and/or is committed by an appropriate Council resolution.
 - [It has] no major problems of physical condition.
 - [It has] no major infrastructure problems in relation to the scale of development / activity proposed.
 - The site is being actively marketed.

- 7.40 The final criterion can be problematic in practice, for the following reasons:
- In depressed markets landowners are reluctant to market sites.
 - In areas such as Pendle, where there are proposals for regeneration or structural change requiring public intervention, it is unlikely that owners will actively market sites prior to that intervention.
- 7.41 It is suggested that the criterion requiring a site to be actively marketed, should not be used as policy but as advice. Ideally all sites in the five-year supply should be actively marketed, but in some cases the authority may justify a site's inclusion because it has evidence that given normal market conditions, a willing buyer and a reasonable landowner, the site would be offered for development.
- 7.42 A longer-term indicative supply, covering the whole of the plan period, should also be identified, but this does not need to be immediately available. The Council should have reason and evidence to show that this 'additional supply' is likely to become available over the life of the plan and ideally that the profile and phasing of new employment land can maintain the five-year rolling reservoir of available sites.

Additional Sites

- 7.43 In view of the shortfall between the projected requirement for employment land, in the period 2011-2030 (61.42 ha), and the amount of employment land within the existing portfolio (38.08 ha),³¹ it is anticipated that there will be a need to identify an additional 23.34ha of employment land in Pendle up to 2030.
- 7.44 Any new employment sites that are identified will also need to address any gaps in the existing employment land portfolio, which have been identified at Step 12.
- 7.45 It is not the purpose of this study to allocate sites for employment, but to assess their suitability for such uses. A number of potential sites have been identified through a variety of means including:
- Representations to the two Call for Sites public consultations carried out as part of the work to prepare the Pendle Local Plan (Part 2): Site Allocations and Development Policies.
 - Discussions with other Council departments and Elected Members.
 - Work to prepare the Strategic Housing Land Availability Assessment (SHLAA).
- 7.46 This process has identified 13 sites that are considered, by their proponents, to be suitable for future employment use (Table 7.6). All the sites that have been suggested are located in the open countryside (i.e. outside an existing settlement boundary) and together they account for 180.55ha of Greenfield land (gross).
- 7.47 Each site has been assessed against the relevant site appraisal criteria and ranked accordingly. The allocation of one or more of these sites, should it prove necessary, will be addressed during the preparation of Pendle Local Plan:
- Part 1: Core Strategy³²
 - Part 2: Site Allocations & Development Policies.

³¹ Includes the contributions from vacant sites (29.15 hectares) and vacant premises (8.93 hectares).

³² Only if a strategic employment site is considered to be necessary to help deliver the plan objectives.

Table 7.6: Potential Employment Allocations

Site Information					Site Appraisal					
Ref	Site Name / Address / Ownership	Location	Size (ha)	Property Market	Known Constraints	MKT	SUS	POL	AVERAGE	
									Score	Rank
E137	Land west of Lomeshaye Industrial Estate <i>[Private]</i>	Nelson	30.59	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Green Belt 	2.89	3.75	4.00	3.36	1
E144	Land north of West Craven Business Park <i>[Private]</i>	Earby	8.28	West Craven	<ul style="list-style-type: none"> Outside settlement boundary 	2.33	4.25	4.00	3.53	2
E139	Land off Heirs House Lane <i>[Private]</i>	Colne	19.66	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Green Belt Route of proposed Colne-Foulridge bypass passes along western boundary of site 	2.56	3.25	3.50	3.33	3
E142	Land off Barnoldswick Road (B6383) <i>[Private]</i>	Kelbrook	3.89	West Craven	<ul style="list-style-type: none"> Outside settlement boundary Protected transport route passes through the site 	2.22	3.75	3.50	3.17	3
E143	Land off Colne Road (A56) <i>[Private]</i>	Kelbrook	4.87	West Craven	<ul style="list-style-type: none"> Outside settlement boundary Protected transport route passes through the site 	2.22	3.50	3.50	3.36	5
E235	Land off Colne Road <i>[Private]</i>	Barrowford	21.40	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Green Belt 	2.33	3.25	3.50	3.19	5
E141	Land off Cotton Tree Lane <i>[ELE Advanced Technologies Ltd]</i>	Colne	6.37	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Reserved for future expansion? 	2.44	3.75	2.50	3.28	7
E138	Land off Greenfield Road <i>[RB Business Parks Ltd]</i>	Colne	6.57	M65 Corridor	<ul style="list-style-type: none"> Part outside settlement boundary 13/13/0593P – Planning application for retail development received in December 2013 	2.56	3.50	2.50	3.08	8




Table 7.6: Potential Employment Allocations

Site Information					Site Appraisal					
Ref	Site Name / Address / Ownership	Location	Size (ha)	Property Market	Known Constraints	MKT	SUS	POL	AVERAGE	
									Score	Rank
E124	Land at Trough Laithe Farm <i>[Peel Land & Property Ltd]</i>	Barrowford	12.96	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Protected Area (Policy 3A) 	3.33	3.25	2.50	2.83	8
E234	Land north of the Canal Wharf <i>[Private]</i>	Foulridge	24.60	West Craven	<ul style="list-style-type: none"> Outside settlement boundary 	2.11	2.75	3.50	2.94	8
E136	Land off Robinson Lane <i>[Private]</i>	Brierfield	5.36	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary 	2.22	2.50	3.00	2.61	11
E115	Land off Greenhead Lane <i>[Private]</i>	Fence	29.51	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Green Belt 	1.67	2.25	3.00	2.44	12
E140	Swinden Playing Fields Cravendale Avenue <i>[Pendle Borough Council]</i>	Nelson	7.49	M65 Corridor	<ul style="list-style-type: none"> Outside settlement boundary Green Belt Open Space 13/13/0506P – Planning approval to form outdoor cycle track with lighting 	2.00	1.75	1.50	2.39	13

Key

Sites are ordered by average overall rank and, if necessary, their average overall score

MKT	Market attractiveness
SUS	Sustainability
POL	Strategic policy

	Negative
	Neutral
	Positive

Step 14: Complete and Present the Employment Land Review

- 7.48 Detailed site appraisals of the 'currently available' sites brought forward from Stage 1 of this review, demonstrate that all the sites should be retained within the employment land portfolio. These sites contribute 38.08ha towards the overall employment land requirement for the borough.
- 7.49 When assessed against specific demand data, covering the full plan period (2015-2030), deficiencies in the employment land supply are evident within the M65 Corridor commercial property market, particularly in respect of warehousing and distribution. A small surplus of land was also apparent in West Craven, although this masked some localised requirements that need to be addressed to help balance the commercial property market in this part of Pendle.
- 7.50 The 40 sites within the employment land portfolio provide a good mix in terms of size and employment site typologies (Appendix 1), helping to meet the requirements for site delivery set-out in Policy WRK2 of the Pendle Local Plan (Part 1): Core Strategy.
- 7.51 An additional 13 sites, totalling over 188 ha of land, have been suggested to the Council as potential employment sites. Further consideration of these sites will come through the preparation of Pendle Local Plan.³³ However, the scoring would indicate that extensions of the existing Lomeshaye Industrial Estate (M65 Corridor) and the West Craven Business Park (West Craven) would offer sufficient land of the right quality and the right type to address both the quantitative and qualitative needs of the Borough and its two commercial property markets up to 2030.

³³ The need to allocate a strategic site(s) will be addressed in Pendle Local Plan (Part 1): Core Strategy, with any additional employment sites allocated in Pendle Local Plan (Part 2): Site Allocations and Development Policies.

8. Conclusions and Recommendations

- 8.1 The Employment Land Reviews: Guidance Note (2004) states that an Employment Land Review should be used to inform strategic employment land policy, as set out in the Core Strategy, and support site-specific allocations. The review therefore concludes by bringing together the analysis and findings of the previous sections to provide recommendations for the emerging two part Pendle Local Plan.
- 8.2 The current plan is the Replacement Pendle Local Plan 2001-2016, adopted by Pendle Council in May 2006. This document contains no employment land allocations, but offers policy protection to a number of Protected Employment Areas across the Borough. The majority of these PEAs are fully developed-out.
- 8.3 The strong demand for existing employment floorspace, demonstrated through the employment land and business surveys and enquiries recorded on the Evolutive database, help to reinforce the argument to retain these protected areas wherever possible.
- 8.4 Where employment floorspace does become available, preference should be for its re-use or refurbishment, rather than be lost to alternative uses adding to the potential need to identify Greenfield sites for employment use.
- 8.5 With the exception of the possible removal of the designation at Greenfield in Colne, there is currently no justification for removing the protected status from the remaining sites, even on those parts that remain undeveloped.
- 8.6 Sufficient employment land should be made available to meet the projected requirement of 68.00 ha between 2013 and 2030 (Table 6.22). In the first two years of the plan period (2011/12 and 2012/13) 4.89ha of employment land has been developed (Table 6.23, Row D) leaving a balance of 63.11ha.**
- 8.7 The employment land portfolio demonstrated in this review indicates that a total of 40 sites are currently available across the borough; these being a mix of vacant sites over 0.25 ha (Table 5.4) and vacant premises over 500m² (Table 5.5). Together these two sources provide a total of 38.08 ha of employment land, leaving a projected shortfall of 25.03 ha over the plan period (2011-2030).**
- 8.8 To address this shortfall a further 13 sites have been assessed for their potential to contribute to the Borough's employment land requirement. Those sites that help to meet this quantitative shortfall and address any identified gaps in the existing supply in terms of site distribution, size and the typologies served will be identified in the Pendle Local Plan.
- 8.9 Analysis of the demand data in this review has indicated that there is a shortfall of sites suitable for large-scale warehousing and distribution, which appears to be a growth sector as businesses increasingly import lesser value goods from abroad rather than manufacture them locally.
- 8.10 The over-riding impression is that there are insufficient larger sites in the M65 Corridor for general industry (B2) and warehousing (B8). The shortfall of employment land identified in this review is sufficient to warrant consideration of the need to identify a strategic site within the M65 Corridor, where demand is highest, and/or to consider the need to relax, or remove, the B1a Office only policy restriction at the Riverside Business Park.

- 8.11 Policies in the Pendle Local Plan (Part 1): Core Strategy promote mixed-use developments where appropriate, but it is still considered that sites reserved for employment uses offer the best available solution to Pendle's immediate and projected requirement. Current restrictions on the percentage of floorspace for B1 and B8 uses within the Protected Employment Areas will be reviewed in light of the most up to date demand data available.

Monitoring and Review

- 8.12 The Employment Land Reviews: Guidance Note (2004) states that each local planning authority should review and present a full update of its ELR, whenever a formal review of the relevant part of the Local Plan is undertaken (paragraph 7.37). It also states that the quantitative assessment of employment land requirements cannot be expected to be reliable over the full plan period and that they need to be updated more regularly, at no more than five yearly intervals, as part of the 'plan, monitor and manage' approach (paragraph 5.49).
- 8.13 The monitoring of the new planning permissions for employment uses and completions will continue to be undertaken on an annual basis and reported in the Authority's Monitoring Report (AMR). This data will be used to update the employment land portfolio (supply of sites) as presented in Appendix 9 and inform future reviews of the Pendle ELR.
- 8.14 Future employment land and business surveys, together with analysis of the enquiries recorded on the Evolutive database, will help to identify if there are any emerging gaps in the supply of employment sites.

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The documents and other sources of information, referenced in the production of the Pendle Employment Land Review (2013 Update) are shown below.

Please note:

- Entries are listed *alphabetically by title* under the various headings.
- URLs for the web pages where the documents can be viewed or download are shown wherever possible. These were last accessed on 7th May 2014.

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Appendix 1
Classification of Property Market Segments

Research and Technology/Science Parks

Usually office based developments, which are strongly branded and managed in association with academic and research institutions. They range from incubator units with well developed collective services, usually in highly urban locations with good public transport access to more extensive edge/out of town locations.

Warehouse/Distribution Parks

Large, often edge/out of town serviced sites located at key transport interchanges.

General Industrial/Business Areas

Coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in industrial use. Often older, more established areas of land and buildings. A mix of ages, qualities and site/building size.

Heavy/Specialist Industrial Sites

Generally large, poor quality sites already occupied by or close to manufacturing, and processing industries. Often concentrated around historic hubs such as ports, riverside and docks.

Incubator/SME Cluster Sites

Generally modern purpose built, serviced units.

Specialised Freight Terminals e.g. aggregates, road, rail, wharves, air

These will be sites specifically identified for either distribution or, in the case of airports, support services. Will include single use terminals e.g. aggregates.

Sites for Specific Occupiers

Generally sites adjoining existing established employers and identified by them or the planning authority as principally or entirely intended for their use.

Recycling/Environmental Industries Sites

Certain users require significant external storage. Many of these uses e.g. waste recycling plants can, if in modern premises and plant, occupy sites which are otherwise suitable for modern light industry and offices. There are issues of market and resident perceptions of these users. Some sites because of their environment (e.g. proximity to heavy industry, sewage treatment works etc) may not be marketable for high quality employment uses.

Source: Employment Land Review Guidance Note (CLG, 2004) [Box 5.2, Page 41]

Appendix 2
Project Management and Consultation

Project Steering Group and Key Consultees

Pendle Council has invited the following organisations to actively engage in the preparation of the Pendle Employment Land Review (2013 Update). All of the organisations listed have been invited to comment by letter and/or email at key stages, with correspondence addressed to the named contact shown. Any additional consultation and engagement is highlighted as follows:

Bold text An organisation invited to send a representative to meetings of the *Project Steering Group*. Representatives who attended are highlighted in the final column.

Italics An organisation asked to complete a copy of the *Revealed Demand Questionnaire* at Stage 1.

Type	Organisation	Contact(s)	Project Steering Group
Neighbouring Authorities	Bradford Metropolitan Borough Council	Andrew Marshall	-
	Burnley Borough Council	Sarah Taylor Kate Ingram	SG1 / SG2 SG2
	Calderdale Metropolitan Borough Council	Phillip Ratcliffe Gill Ritchie	- SG2
	Craven District Council	Sian Watson	-
	Lancashire County Council ¹	Marcus Hudson	-
	North Yorkshire County Council	Ray Briant	-
	Ribble Valley Borough Council	Colin Hirst Phil Dagnall	- SG2
Pennine Lancashire Authorities	Blackburn-with Darwen Borough Council	Neil Rogers	-
	Hyndburn Borough Council	Simon Prideaux	-
	Rossendale Borough Council	Adrian Smith	-
Planning Consultancy	<i>Turley Associates</i>	David Trimmingham Andrew Bickerdike	- -
Business Organisations	Chamber of Commerce East Lancashire	Mike Damms MBE	SG1 / SG2
	<i>Enterprise Lancashire Ltd.</i>	Kevin Clark	SG1 / SG2
	<i>Lancashire County Developments Ltd.</i>	Beckie Joyce	-
	<i>Lancashire Local Enterprise Partnership</i> ¹	Emma Prideaux	SG1 / SG2
	Pendle Vision	Dennis Medoros MBE	-
	<i>Regenerate Pennine Lancashire</i>	Steve Cochrane	SG1
Local Commercial Property Agents	<i>H.W. Petty & Co.</i>	Brent Forbes	-
	<i>Taylor Weaver Ltd.</i>	Neil Weaver	-
	<i>Thomas V. Shaw & Co. Ltd.</i>	Lyn V. Briffet	-
	<i>Trevor Dawson Chartered Surveyors</i>	Michael Cavannagh	SG1 / SG2

Type	Organisation	Contact(s)	Project Steering Group
Regional Commercial Property Agents	<i>Colliers International</i>	Andrew Delaney	-
	<i>GVA</i>	Mark Rawstron	-
	<i>Gerald Eve</i>	Michael Roberts	-
	<i>Hurstwood Holdings</i>	Mark Carling	-
	<i>Knight Frank</i>	Steve Manifold	-
	<i>Lambert Smith Hampton</i>	Abid Jaffry	-
	<i>Rapleys</i>	Neil Jones	-
	<i>Roger Hannah & Co.</i>	Katie Roberts	-
	<i>Salisbury Hamer</i>	Sandy Jones	-
	<i>Savills</i>	Patrick Joynson	-
	<i>Tushingham Moore</i>	Tim Letts	-
	<i>WHR Property Consultants</i>	Michael Rooney	-
Commercial Developers	<i>Barnfield Construction Ltd.</i>	Tim Webber	-
	<i>J.N. Bentley Ltd.</i>	Jonathan Burton ²	-
	<i>Peel Land & Property Ltd.</i>	Michael Nuttall	SG1 / SG2
	<i>Eric Wright Group</i>	Suzanne Greenland	-
Business Space Providers	<i>Ashtenne</i>	Emily Armstrong	-
	<i>Bizspace Plc</i>	Kirstie McClelland	-

Notes:

1. Emma Prideaux represented both Lancashire County Council and the Lancashire Local Enterprise Partnership at meetings of the Project Steering Group.
2. Following the retirement of Jonathan Cain.

Meetings of the Project Steering Group took place Stages 1 and 2, as detailed below. The agendas for these meetings are reproduced on the following pages.

- **Stage 1** 2:00pm, Tuesday 19th March 2013, Wilson Room, Nelson Town Hall.
- **Stage 2** 9:30am Tuesday 24th September 2013, Wilson Room, Nelson Town Hall.

Members of the Project Steering Group, including those unable to attend the meetings, were asked for their views in the preparation of the following:

- **Stage 1:** Stage 1 Project Brief
Stage 1 Site Appraisal Criteria
Revealed Demand Questionnaire
Stage 2/3 Project Brief
- **Stage 3:** Stage 3 Site Appraisal Criteria

Pendle Employment Land Review 2013 Update Steering Group Meeting

2:00pm Tuesday 19th March 2013
Wilson Room, Town Hall, Nelson, Lancashire BB9 7LG

Agenda

14:00	Introductions	<i>All</i>
14:05	Overview of the Pendle economy	<i>John Halton</i>
14:15	Purpose of the Employment Land Review and overview of Stage 1	<i>John Halton</i>
14:20	Review Site Appraisal Criteria	<i>General Discussion</i>
14:35	Demand (Part 1): What do we need today? Consider the existing demand for employment land and premises in Pendle and Pennine Lancashire	<i>General Discussion</i>
14:55	Coffee break and networking	
15:10	Supply (Part 1): What we've got. Review of the existing stock of employment land in Pendle and Pennine Lancashire	<i>PowerPoint Presentation</i>
15:40	Demand (Part 2): What will we need in the future? Identifying the future demand for employment land and premises <ul style="list-style-type: none">• <i>Types of site – growth sectors, site specific requirements etc.</i>• <i>Amount – sources of robust and credible information, forecasting methods etc.</i><ul style="list-style-type: none">- <i>Past-take up rates</i>- <i>Population and household projections</i>- <i>Projected jobs growth</i>- <i>Transformational agenda?</i>	<i>General Discussion</i>
15:55	Supply (Part 2): What are we missing? Future employment land requirements <ul style="list-style-type: none">• <i>Identify gaps in the existing supply of sites – type and location</i>	<i>General Discussion</i>
	<i>If time permits we may briefly consider those sites that have been put forward by developers and members of the public as potential future employment land allocations, although the search for new sites will be fully addressed at Stages 2 and 3.</i>	
16:10	Next Steps	

Pendle Employment Forum & Employment Land Review Project Group

9:30am Tuesday 24th September 2013
Wilson Room, Town Hall, Nelson, Lancashire BB9 7LG

Agenda

- | | | |
|-------|---|---------------------------|
| 09:30 | Introductions & Housekeeping | |
| 09:35 | Overview of progress on the Core Strategy / Pendle Local Plan | <i>Neil Watson</i> |
| 09:45 | Progress report on updating the Pendle Employment Land Review | <i>John Halton</i> |
| | - Stage 1: Appraisal of existing site portfolio | |
| | - Stage 2: Projecting future demand | |
| | - Stage 3: Identifying gaps in supply and allocation of sites | |
| 10:15 | Feedback on findings | <i>General Discussion</i> |
| 10:30 | Update on revealed demand | <i>General Discussion</i> |
| 10:45 | Next Steps | |

Officer Working Group

At key stages in the preparation of the Pendle Employment Land Review (2013 Update), members of an internal *Officer Working Group* were consulted via email or attended ad hoc meetings, as required. This group consisted of the following officers who, where noted, also attended meetings of the *Project Steering Group* (see above).

Department	Contact	Member of Project Steering Group
Engineering & Special Projects	Scott Whalley	
Housing & Economic Regeneration	Julie Whittaker	SG1
Housing & Economic Regeneration	Dorothy Morris	SG1
Planning & Building Control	Neil Watson	SG2
Planning Policy	John Halton	SG1 / SG2
Planning Policy	Neall Bower	SG1 / SG2
Property Services	Glenys Barnes	SG1 / SG2
Property Services	Lynne Goss	SG1 / SG2

Member Steering Group

The *Member Steering Group* consisted of the Leader of the three main political parties and the Executive Member with responsibility for planning (see below).

Position Held	Name of Representative
Leader of the Council and Conservative Group	Councillor Joe Cooney
Leader of the Liberal Democrat Group	Councillor John David
Leader of the Labour Group	Councillor Mohammed Iqbal
Executive Member for Planning	Councillor Tony Greaves



Board Meeting
Monday 1ST July 2013 4:45 pm for 5:00 pm start

Venue: Old Library, Booth Street, Nelson, BB9 7PX

AGENDA

1	Welcome & Introductions	DGM
2	Apologies	DGM
3	Minutes of meeting 22 nd April 2013	DGM
4	Matters arising	DGM
5	Presentation: Superfast Lancashire (Countywide fibre broadband), Mark Chamberlain, Head of Business Development (10 mins max)	MC
6	Presentation: Business Expansion Demand – Neil Watson, Planning & Building Control Manager, Pendle Borough Council (10 mins max)	NW
7	Feedback from Skill Summit & skills sub group - Amanda Melton, Nelson & Colne College (5mins)	AM/KE
8	Members' reports on business conditions	DGM/ALL
9	Update - Local Economic Issues/Initiatives, Brierfield Mill, Booth Street, Pendle Business Awards 2014	SB
10	Any other business Themes for future Board mtgs <ul style="list-style-type: none"> • Funding for business in Pendle – Martin Kelly, LCC, LEP and representative from Pendle Council (Central Regeneration Services or Cllr Cooney) • Productivity improvements within business- MAS/DigitME (UCLAN) 	DGM
11	Tour of Building following meeting – all members welcome to attend	ALL
12	Dates for future meetings – dates circulated to group 4.45pm for a 5pm start – venue – ACE offices, Nelson Monday 30 th September 2013 Monday 9th December 2013 – cancelled & changed to: Monday 16 th December 2013	DGM



Minutes of Board Meeting

1st July 2013 4:45 for 5:00 pm
Venue: Booth Street, Old Library

Vision Board members

Cllr Joe Cooney (Chair)	Pendle Borough Council	JC
Stephen Barnes	Pendle Borough Council	SB
Steve Gray	T2000	SG
Adrian Mitchell	Mitchell Interflex	AM
Kevin Clark	Enterprise Lancashire	KC
Mike Damms	Chamber of Commerce East Lancashire	MD
Dean Cockett	Businesswise Solutions	DC
Simon Mellin	Rooming Roosters	SM
Peter Macgregor	PLTV News Limited	PM
Jane Cleaver	Concept4	JCI
Helen Khan	The Hoseasons Group	HC
Martin Harvey	Harvey Environmental	MH

Guest Speaker

<i>Mark Chamberlain</i>	Superfast Lancashire	MC
<i>Neil Watson</i>	Pendle Borough Council	NW

Support officers

Kelly Eardley	Pendle Borough Council	KE
Julie Whittaker	Pendle Borough Council	JW
Dean Langton	Pendle Borough Council	DL
Ahmed Shaju	Regenerate Pennine Lancashire	AS

Apologies

Dennis Mendoros (Chairman)	Euravia
Andrew Stephenson MP	MP for Pendle
Amanda Melton	Nelson & Colne College
Richard Bannister	Boundary Mill
Geoff Cowley	Holiday Cottages
Alun Hall	Wardle Storeys
Richard Logan	Silentnight
Cllr Tony Beckett	Pendle Borough Council
Saj Butt	3B systems Ltd
Richard Sutton	Weston EU
Tim Webber	Barnfield Construction
Les Nuttal	Merc Engineering
Barrie Russell	Protec

	Item	Action
1	JC welcomed members - including welcome to new member to Pendle Vision Board - Martin Harvey of Harvey Environmental Services and also welcome to Helen Khan replacing Geoff Cowley from Hoseasons Group.	
2	Apologies - See above	
3	Minutes of meeting 22nd April 2013 - These were accepted as a true record. All actions completed.	
4	Matters arising – Themes for future Board mtgs - at last mtg it was suggested having a group similar to Burnley Bond-holders – MD had liaised with FD to discuss options and there is an on-going conversation to consider the value of this going forward. Bearing in mind the Bondholders also has a focus on networking and Pendle Vision Board is a strategic body advising on economic issues across Pendle.	
5	Presentation: Superfast Lancashire (Countywide fibre broadband), Mark Chamberlain, Head of Business Development Copy of presentation slides will accompany minutes SB thanked Superfast Lancashire and LCC for listening to Pendle's requests for updates on broadband networks sooner than the original planned roll-out timetable. Pendle Council will continue to push for roll-out of the service ASAP across Pendle.	
6	Presentation: Business Expansion Demand – Neil Watson, Planning & Building Control Manager, Pendle Borough Council Copy of presentation slides will accompany minutes. Questionnaire was provided to members to complete during meeting. There was a request for a Vision Board member/s to join the Project Steering Group Comments from members included: <ul style="list-style-type: none"> • Some of the land currently allocated for employment is not fit for use (too small and not in a suitable location) and should be de-allocated. There needs to be more suitable new sites allocated to attract inward investment to Pendle. • Partnership between businesses and Pendle Council is needed to ensure employment land is identified for future business growth. We need to open up links to Yorkshire and quality sites are required to support business growth. 	ALL
7	Feedback from Skill Summit & skills sub group - Amanda Melton, Nelson & Colne College (sent in by e-mail) Copy of report will accompany minutes	

8	<p>Members' reports on business conditions - The members took part in a round-table discussion on business conditions/growth In general:</p> <ul style="list-style-type: none"> • In the main, during the first quarter of 2013, Pendle businesses are showing good order books and growth. • A number of businesses are taking advantage of apprenticeship programmes and graduate schemes, available through N&C College, UCLan and Pendle Council. • A couple of companies reported difficulties filling vacant posts for specialist staff. KE advised that Pendle Council could support with recruitment issues and will liaise with Businesses to help in this matter. 	KE
9	<p>Update - Brierfield Mill - ERDF (European funding) bid still awaiting outcome. Mastepanning process is due to start soon.</p> <p>The current Council Executive is very pro business growth and is looking at extending the Gearing up for Growth programme with funding to continue to support business growth across Pendle. They are also looking at how business rates can be used to enhance business development.</p> <p>Scotland Road (Old Connexions Office) in Nelson town centre, will soon see the opening of a joint partnership between Pendle Council, LCC, JCP, N&C College & T2000 to support young people and unemployed residents into work and offer careers advice.</p> <p>Business Awards 2014 – the Vision Board is pleased to announce we will hold the 4th Business Awards ceremony in April 2014 and encourages members to both enter and look to sponsorship for the awards. KE will update the Vision Board on progress at future meetings.</p>	KE
10	<p>Any other business- None Members were invited on a tour of the building</p>	
11	<p>Dates for future meetings- 4:45pm for a 5pm start- venue- ACE offices, Nelson</p> <p>Monday 30th September 2013 Monday 9th December 2013 – cancelled & changed to: Monday 16th December 2013</p>	

Appendix 3
Revealed Demand Survey 2013
Covering Letter and Questionnaire

Replace with covering letter in pdf

Telephone: (01282) 661661
Fax: (01282) 661720
www.pendle.gov.uk

Date: Tuesday, 09 April 2013

Our ref:

Your ref:

Ask for: John Halton

Direct line: (01282) 661330

Email: john.halton@pendle.gov.uk

Service Manager: Neil Watson

«Pfx» «First» «Last»
«Position»
«Organisation»
«Building», «Street»
«Add3»
«Add4»
«Postal_Town»
«Postcode»

Dear «Pfx» «Last»,

Pendle Employment Land Review 2013 Update

Pendle Borough Council is currently updating its Employment Land Review, which was adopted in March 2008 – see www.pendle.gov.uk/elr

An important part of this process is to obtain a better understanding of both the existing and future market for employment land in the area, in particular:

1. How is the area currently perceived by the market (agents, existing businesses and potential investors)?
2. What is the current nature of the requirements for employment land and premises in the area?
3. What are the likely future needs of businesses that may be attracted to the area, in terms of their requirements for employment sites, business premises or infrastructure?
4. What are the key improvements necessary to help retain local businesses and make the area more attractive to potential investors.

I would be grateful if you could spare a few minutes to complete the enclosed questionnaire in as much detail as possible, and return it to me by the date shown. Electronic copies of the form, which can be completed and returned via email are available on request, or at www.pendle.gov.uk/elr2013

Finally, for those who may be unfamiliar with the name Pendle, as there is no town of this name, location maps have been included on the back of this letter.

Yours sincerely,

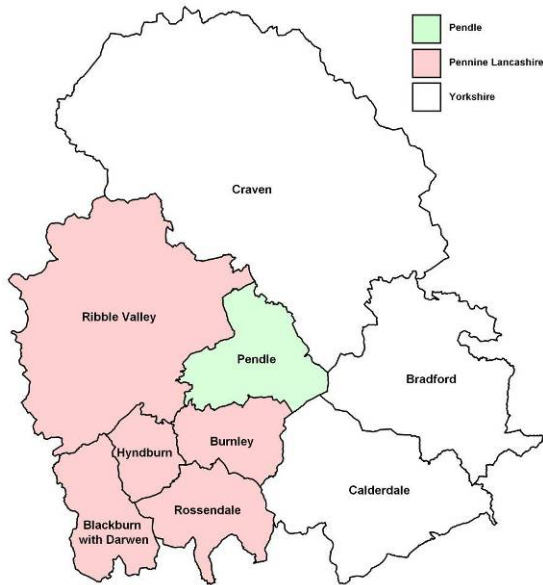


John Halton

Principal Planning Officer (Policy)



Borough of Pendle



Journey times and distances to/from Nelson:

M6 Motorway	37km/23m	24 mins
M62 Motorway	39km/24m	28 mins
Preston	45km/28m	36 mins
Manchester	50km/31m	42 mins
Blackpool Airport	72km/45m	48 mins
Manchester Airport	71km/44m	50 mins
Liverpool Freeport	82km/53m	60 mins
Leeds Bradford Airport	51km/32m	62 mins

Population

Borough	89,500
- Nelson	30,000
- Colne	17,000
- Barnoldswick	10,000



Replace with page 1 of questionnaire in pdf

BOROUGH OF PENDLE



Employment Land Review 2013

If we are to provide land and premises that will attract new businesses and promote economic growth in Pendle, it is important that we obtain a realistic picture of both the existing and likely future demand for employment land across the Borough.

Your experience and local knowledge is invaluable and we would be grateful if you could spare the time to answer the questions below in as much detail as possible.

1 EXISTING DEMAND

What are the main types of business looking to acquire sites or premises in Pendle?

Comments should reflect the nature of the businesses that make enquiries NOT just the demand that can be satisfied.

--

2 EXISTING DEMAND

What are the main factors that attract businesses to Pendle?

Rank in order of importance.

1	
2	
3	
4	
5	

3 EXISTING DEMAND

What are the main factors that deter businesses from locating in Pendle?

Rank in order of importance.

1	
2	
3	
4	
5	

4 | EXISTING DEMAND

What are the most sought after business locations in Pendle?

Market Segment	Settlement	Specific Location
<i>Tick only ONE option.</i> <input type="checkbox"/> M65 Corridor <input type="checkbox"/> West Craven <input type="checkbox"/> Other _____	<i>Tick up to THREE towns or villages</i> <input type="checkbox"/> Brierfield <input type="checkbox"/> Nelson <input type="checkbox"/> Barrowford <input type="checkbox"/> Colne <input type="checkbox"/> Barnoldswick <input type="checkbox"/> Earby <input type="checkbox"/> Other _____	<i>Tick up to THREE locations</i> <input type="checkbox"/> Lomeshaye Industrial Estate <input type="checkbox"/> Riverside Business Park <input type="checkbox"/> White Walls Industrial Estate <input type="checkbox"/> West Craven Business Park <input type="checkbox"/> Other urban _____ <input type="checkbox"/> Other rural _____

Comments:

5 | EXISTING DEMAND

What are the most sought after types of business premises in Pennine Lancashire?

Identify building specifications, age, type, location etc.

6 | EXISTING DEMAND

Are there any particular types of demand that cannot be accommodated in Pendle?

Identify business types, site requirements etc.

7 EXISTING DEMAND

Where do businesses unable to locate in Pendle go instead?

Please identify towns and specific locations where possible (e.g. Network 65 Business Park, Burnley).

8 FUTURE DEMAND

What business sectors are likely to experience significant growth in the next 10-15 years?

Indicate if Pendle is likely to be an attractive location for businesses within these particular sectors.

Business Sector	Highly Likely	Likely	Unlikely	Highly Unlikely
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

9 FUTURE DEMAND

What general factors are most likely to make new employment sites attractive to businesses?

List those factors you consider to be the most important and briefly state why.

•	
•	
•	
•	
•	

10 FUTURE DEMAND**What changes would help to make Pendle a more attractive business location in the future?**

Indicate where investment should be targeted to help to transform the local economy (e.g. new transport infrastructure, executive homes, education, up-skilling the workforce etc.)

Please be as specific as possible in terms of requirements and locations, where applicable.

•	
•	
•	
•	
•	

In view of the answers you have given to Questions 1-10 (inclusive) regarding the existing and future demand for employment land and premises in Pendle ...

11 EXISTING SUPPLY**Do you feel there are sufficient employment areas of the following type in Pendle?**

If Yes, is there an oversupply within a particular area? If No, where are new sites needed and why?

A ESTABLISHED OR POTENTIAL OFFICE LOCATIONS

Sites and premises, predominately in or on the edge of town and city centres, already recognised by the market as being capable of supporting pure office (or high technology R&D/business uses).

0-5 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:

B HIGH QUALITY BUSINESS PARKS

These are likely to be sites – no less than 5ha but more often 20ha or more – already occupied by national or multi-national firms or likely to attract those occupiers. Key characteristics are quality of buildings and public realm and access to main transport networks. Likely to have significant pure office, high office content manufacturing and R&D facilities. Includes ‘Strategic’ inward investment sites.

0-5 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Comments:

C	RESEARCH / TECHNOLOGY / SCIENCE PARKS	
<p><i>Usually office based developments, which are strongly branded and managed in association with academic and research institutions. They range from incubator units with well developed collective services, usually in highly urban locations with good public transport access to more extensive edge/out of town locations.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

D	WAREHOUSE AND DISTRIBUTION PARKS	
<p><i>Large, often edge/out of town serviced sites located at key transport interchanges.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

E	GENERAL INDUSTRIAL / BUSINESS AREAS	
<p><i>Coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in industrial use. Often older, more established areas of land and buildings. A mix of ages, qualities and site/building size.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

F	HEAVY / SPECIALIST INDUSTRIAL SITES	
<p><i>Coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in industrial use. Often older, more established areas of land and buildings. A mix of ages, qualities and site/building size.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

G	SPECIALISED FREIGHT TERMINALS	
<p><i>These will be sites specifically identified for either distribution or, in the case of airports, support services. Will include single use terminals (e.g. aggregate) and multi-purpose facilities (e.g. road, rail, wharves etc.).</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

H	SITES FOR SPECIFIC OCCUPIERS	
<p><i>Generally sites adjoining existing established employers and identified by them or the planning authority as principally or entirely intended for their use.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

I	RECYCLING / ENVIRONMENTAL INDUSTRIES SITES	
<p><i>Certain users require significant external storage. Many of these uses e.g. waste recycling plants can, if in modern premises and plant, occupy sites which are otherwise suitable for modern light industry and offices. There are issues of market and resident perceptions of these users. Some sites because of their environment (e.g. proximity to heavy industry, sewage treatment works etc) may not be marketable for high quality employment uses.</i></p>		
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

12	FUTURE SUPPLY
Do you feel there is a need to provide additional employment land in Pendle for the following uses?	

If Yes, where are new sites needed and why? If No, is there an oversupply within a particular area?

A	OFFICES: B1(a)	
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

B	RESEARCH & DEVELOPMENT: B1(b)	
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

C	LIGHT INDUSTRIAL: B1(c)	
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

D	GENERAL INDUSTRY: B2	
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

E	STORAGE & DISTRIBUTION: B8	
0-5 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
6-10 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:
11-15 years ...	<input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:

13 ANY OTHER COMMENTS

Do you have any further insight on the likely business needs and future market requirements for employment land in Pendle?

14 THE END

Please complete your personal details, date and return the questionnaire.

Name

.....

Position

.....

Company / Organisation

.....

Date

.....

Please return this form to:

Pendle Borough Council
Regeneration Services
Planning & Building Control
Town Hall
Market Street
Nelson
BB9 7LG

Email: ldf@pendle.gov.uk

Fax: 01282 661330

Don't forget!

Please return your completed questionnaire to Pendle Council by Friday 15th March 2013.

Thank you



LIBERATA



Appendix 4
Pendle Employment Land Survey 2012
Covering Letter and Questionnaire

MANAGING DIRECTOR

«NAME»

«ADD_1»

«ADD_2»

«ADD_3»

«ADD4»

«ADD5»

«ADD6»

Telephone: (01282) 661661
Fax: (01282) 661720
www.pendle.gov.uk

Date: Tuesday, 24 April 2012

Our ref:

Your ref:

Ask for: John Halton

Direct line: (01282) 661330

Email: john.halton@pendle.gov.uk

Service Manager: Neil Watson

Dear Sir/Madam,

Employment Land Survey 2012

Pendle Council is reviewing employment land provision across the Borough. An important part of this process is for us to understand the future requirements of local businesses.

We would be grateful if you could take a brief moment of your time to complete the enclosed questionnaire and return it in the pre-paid envelope by **Friday 11th May 2012**.

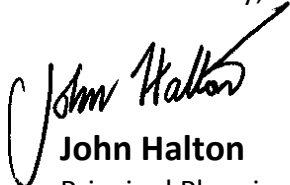
If you would prefer to complete an electronic version of the questionnaire, a copy can be downloaded from the Pendle Council website at www.pendle.gov.uk/els2012 and emailed back to ldf@pendle.gov.uk

The questionnaire asks for details of your company's likely expansion, or relocation requirements, over the next **five** years. Your answers should be as realistic as possible, as they will provide a valuable indication of whether sufficient employment land is available in Pendle, and if it meets your needs in terms of its size, quality and location.

This is a joint survey by Pendle Council's Planning Policy and Economic Development teams. The results may be used to help justify site allocations for employment uses in the Land-use Allocations DPD (Development Plan Document), which the Council intends to publish for public consultation in 2013.

We would like to thank you in advance for your assistance. Should you require any additional information or advice, please do not hesitate to contact John Halton.

Yours faithfully,



John Halton

Principal Planning Officer
Planning Policy & Conservation



Kelly Eardley

Business Support & Development Officer
Economic & Housing Regeneration

Pendle Employment Land Survey 2012

1 Your Business Details

Company name

Activity

No. of Employees

Total in Pendle:

Total in Company:

Head of Company

Name:

Title:

2 Your Existing Premises

a Does your business operate from more than one site in Pendle? Yes No

b Please give brief details of all your business locations in Pendle.

Address / Location	Total Floorspace	Are you satisfied with these premises	
	m ²	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	m ²	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	m ²	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	m ²	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	m ²	<input type="checkbox"/> Yes	<input type="checkbox"/> No

If **No**, please indicate below why these premises fail meet your operational requirements, identifying any particular constraints that affect your day-to-day business operations.

3 Your Expansion Plans

a Are you likely to expand your Pendle operations in the next five years?

Yes No → If **No**, please go to Section 4.

b How many new jobs do you expect to create? →

jobs

c Can this expansion take place within your existing premises?

Yes No → If **Yes**, please go to Section 4.

d How is your expansion most likely to be achieved? [tick one only]

By building an extension to your existing premises →

m²

By purchasing new premises →

m²

By constructing new premises (off site) →

m²

e Are you likely to retain your existing premises?

Yes No

f Where is any future expansion/relocation most likely to take place? [tick one only]

(i) Within Pendle

(ii) Outside Pendle

Barnoldswick

Barrowford

Elsewhere in East Lancashire

Brierfield

Colne

Elsewhere in Lancashire

Earby

Nelson

Elsewhere in North West England

Other →

Other →

g How is your planned expansion most likely to be achieved? [tick one only]

Modern business park (mixed-use)

Modern office park

Established industrial estate

Warehouse/distribution park

Older employment area

Business incubator/SME Cluster

Other →

h Which of the following factors will most influence your final decision? [tick one only]

Attractiveness of location

Access to skilled labour

Cost of land or premises

Access to motorway

Availability of grant assistance

Access by public transport

Other →

i Please use the space below for any additional comments you may wish to make.

4 The End ... thank you for your cooperation

Name: _____

Signature: _____

Position: _____

Date: _____

Appendix 5
Pendle Employment Land Survey
2000, 2007 and 2012 Results

Pendle Employment Land Review 2014

Survey Responses		2000		2007		2012	
		No.	%	No.	%	No.	%
1	Response Rate						
•	Survey Forms Issued	202	-	323	-	515	-
•	Survey Forms Returned	109	54.0	185	57.3	150	29.1
2	Type Of Businesses						
•	B1: Office & Light Industrial			4	2.2	20	13.3
•	B2: General Industry	95	87.2	140	75.7	89	59.3
•	B8: Warehouse & Distribution			30	16.2	34	22.7
•	Other	14	12.8	11	5.9	7	4.7
3	Operational Details						
•	Single Site Operation	-	-	159	85.9	135	90.0
•	Multiple Sites	-	-	26	14.1	15	10.0
•	Total Sites In Pendle	-	-	219	-	172	-
•	Total Floorspace (m ²)	-	-	512,890	-	303,730	-
4	Condition Of Existing Premises						
•	Satisfied	80	73.4	126	68.1	106	70.7
•	Not Satisfied	29	26.6	59	31.9	35	23.3
•	Not Stated	0	0.0	0	0.0	9	6.0
5	Expansion Proposals						
•	Looking To Expand Within 5 Years	59	54.1	71	38.4	68	45.3
•	Intend To Retain Existing Premises	16	27.1	48	67.6	17	11.3
•	Total Employees In Pendle	-	-	8,769	-	4,433	-
•	Anticipated Job Creation	-	-	665	-	1,052	-
6	How Expansion Will Be Achieved¹						
•	Within Existing Premises	4	6.8	24	30.4	25	38.5
•	Extend Existing Premises	20	33.9	11	13.9	6	9.2
•	Acquire New (Existing) Premises	12	20.3	25	31.6	28	43.1
•	Construct New Premises	23	39.0	19	24.1	6	9.2
7	Size Of Expansion Requirement^{1 2}						
•	B1: Office & Light Industrial (m ²)	1,347	3.2	0	0.0	1,881	2.2
•	B2: General Industry (m ²)	39,770	95.5	51,168	84.1	76,524	88.9
•	B8: Warehouse & Distribution (m ²)	511	1.2	4,646	7.6	7,629	8.9
•	Other (m ²)	0	0.0	5,016	8.2	0	0.0
•	Total (m²)	41,628	100.0	60,830	100.0	86,034	100.0
•	B1: Office & Light Industrial (ha)	0.34	3.2	0.00	0.0	0.47	2.2
•	B2: General Industry (ha)	9.90	95.5	12.74	84.1	19.05	88.9
•	B8: Warehouse & Distribution (ha)	0.13	1.2	1.16	7.6	1.90	8.9
•	Other (ha)	0.00	0.0	1.25	8.2	0.00	0.0
•	Total (ha)³	10.36	100.0	15.14	100.0	21.42	100.0
8	Where Expansion Will Take Place¹						
•	M65 Corridor	-	-	46	54.8	25	62.5
•	West Craven	-	-	12	14.3	3	7.5
•	Other Location In Pendle	-	-	5	6.0	2	5.0
•	Would Consider Location Outside Pendle	-	-	21	25.0	10	25.0
	- Pennine (East) Lancashire	-	-	12	57.1	5	50.0
	- Lancashire	-	-	6	28.6	1	10.0
	- North West England	-	-	4	19.0	4	40.0
	- Other (Not Pendle)	-	-	2	9.5	0	0.0

Pendle Employment Land Review 2014

Survey Responses		2000		2007		2012	
		No.	%	No.	%	No.	%
9	Where Expansion Will Take Place¹						
•	Established (Urban) Industrial Estate	5	4.6	39	57.4	22	56.4
•	Modern Business Park	26	23.9	4	5.9	13	33.3
•	Warehouse / Distribution Park	-	-	18	26.5	1	2.6
•	Modern Office Park	-	-	3	4.4	1	2.6
•	Business Incubator / SME Cluster	-	-	1	1.5	0	0.0
•	Science Park / Environmental Campus	-	-	2	2.9	0	0.0
•	Other Specialist Site	1	0.9	1	1.5	2	5.1
•	No Preference / Not Stated	3	2.8	3	4.3	0	0.0
10	Choice Of Location Most Influenced By¹						
•	Cost	-	-	30	37.0	16	45.7
•	Attractiveness Of Site	-	-	6	7.4	6	17.1
•	Good Motorway Access	-	-	18	22.2	3	8.6
•	Availability Of Skilled Labour	-	-	12	14.8	1	2.9
•	Availability Of Financial Assistance	-	-	12	14.8	7	20.0
•	Other Factors	-	-	3	3.7	2	5.7

Notes:

- [1] Figures will not necessarily round out to 100% as respondents may have ticked more than one option, or not expressed a preference.
- [2] Premises and land requirements exclude expansion within existing premises.
- [3] Land requirements is based on site utilisation of 40% (4,017m² per hectare), which is the recognised industry standard.

Appendix 6
Site Appraisal Scoring Criteria

PENDLE EMPLOYMENT LAND REVIEW: SITE APPRAISAL CRITERIA (2013)

PENDLE ELR 2013		SCORING					ADDITIONAL INFORMATION		
REF	STAGE 1 CRITERION	STAGE 3 CRITERION	5 pts Strong Beneficial Impact	4 pts Beneficial Impact	3 pts Neutral Impact	2 pts Negative Impact	1 pt Strong Negative Impact	How will it be measured?	Comments
0 BASELINE INFORMATION									
0.1	Overall size of site / area		Score N/A - Contextual information only					PBC: GIS Mapping	No score, context only
0.2		Amount of floorspace in use (by use class and unit size)	Score N/A - Contextual information only					PBC: Companies Register, Protected Employment Area data & Business Rates VOA: Website	No score, context only
0.3	Level of occupancy on the site (units or floorspace?)		81-100%	61-80%	41-60%	21-40%	0-20%	PBC: Property Register & Business Rates VOA: Website	
0.4		Size of available development plots	Score N/A - Contextual information only					PBC: GIS Mapping	Impliment for proposed sites at ELR Step 13: Identify Additional Sites
1 QUALITY OF THE EXISTING PORTFOLIO AND INTERNAL ENVIRONMENT									
1.1		Age and quality of buildings on the site	Post 2000	1940s-2000 (Good Quality)	Pre 1940s (Good Quality)	1940s-2000 (Poor Quality)	Pre 1940s (Poor Quality)	PBC: GIS Mapping / Site Visit	Assess general condition and maintenance of building.
1.2		Presence of noise and other obvious pollutants	None		Potential		Significant	PBC: Environmental Health / Site Visit	Consider both from the site and adjacent uses.
1.3		Condition of the external areas and public realm		Good	Average	Poor		PBC: Site Visit	Assess general condition of car parks, operational areas and surrounds. Strong scores omitted as most external realm issues are easy to remedy.
1.4		Availability of parking, internal circulation and servicing space	Good		Average		Poor	PBC: Engineering & Special Projects / Site Visit VOA: Website	Assess car parking provision and operational space. Difficult to resolve issues, so stronger scoping
2 QUALITY OF THE WIDER ENVIRONMENT									
2.1		Potential for adjacent land uses to constrain the type and quality of uses that (could) occupy the site (i.e in terms of noise and light pollution, traffic generation etc.)	Minimal or no impact		Moderate negative impact		Significant negative impact	PBC: Site Visit	Assess compatability of adjacent uses/occupiers and the extent to which the development of the site is constrained by the amenity considerations of these uses/occupiers (i.e. in terms of pollution, noise, light or traffic generation)
2.2		Perception of the area in the immediate vicinity of the site	Good		Average		Poor	PBC: Site Visit	Consider the general condition of the site/estate/premises (i.e. the provision of soft landscaping elements etc.), the appearance of the streetscape and the quality of adjacent occuoiers.
2.3		Walking distance to the nearest shops offering a range of local services (e.g. retail, financial and leisure)	Town or local shopping centre within 5 min walk (400m)	Local shopping frontage within 5 min walk (400m)	Shopping centre or local shopping frontage within 10min walk or (800m)	Shopping centre or local shopping frontage within 15min walk or 10 min drive (1200m / 6-7km)	No facilities within 15 min walk or 10min drive (1200m / 6-7km)	PBC: GIS Mapping LCC: Accession Scoring	
3 STRATEGIC ACCESS									
3.1	Ease of access to motorway network.		<1km	1-2km	2-3km	3-5km	>5km	PBC: GIS Mapping LCC: Accession Scoring	Distance to the nerest motorway junction.
3.2	Ease of access to the primary road network.		Immediate		< 1km		1-2km	PBC: GIS Mapping LCC: Accession Scoring	Distance to the nearest primary road junction (A Road or B6383) NOT SCORED: All sites in Pendle are some distance from the nearest available facilities - Blackburn (rail), Liverpool (sea) and Manchester/Leeds (air).
4 MARKET CONDITIONS / PERCEPTION AND DEMAND									
4.1		Strength of local demand in the principal market segment served by the site	Very strong	Strong	Moderate	Weak	Very weak	PBC: Step 7 Work	Information will be revealed by work at ELR Step 7: Forecasting Demand NOT SCORED: Whilst the designation of a site for employment use establishes that it is considered suitable, if it is still available after 10 years can its suitability and/or viability must be questionable?

4.2	What is the level of supply of comparable sites in the local area? <i>(Including neighbouring authorities, where appropriate)</i>	Shortage	Limited supply	Sufficient sites to meet demand	Slight oversupply	Abundant	PBC: Property Register Estate Agents	
4.3	Relationship of the site to existing business locations	Within or adjacent to a strategic business location (including town centres)	Within or adjacent to a high quality business location	Within an existing business area in need of uplift	Large isolated employment site	Small isolated employment site (Under 0.5ha)	PBC: Local Plan / GIS Mapping RegeneratePL: Spatial Plan	The NW RSS was officially revoked on 20th May 2013. A strategic employment site is taken to be one identified as such in the Pennine Lancashire Spatial Plan. High quality business locations in Pendle are Lomeshaye IE, Riverside BP, White Walls IE, West Craven BP and all town or local shopping centres.
4.4	Potential to expand onto adjacent sites in the future	Yes Substantial areas of adjacent land have no obvious restrictions for employment use		Limited Some adjacent land available and/or some restrictions to development		No No adjacent land and/or severe restrictions to development	PBC: GIS Mapping	
4.5	Is the site being actively marketed as an employment site?		Yes		No		PBC: Property Register Estate Agents	Identify if the property is being marketed for employment use. [N.B. scoring the length of time would adversely impact on property new to the market]
4.6	Has there been any employment market activity on site in the last 2 years? <i>(Includes enquiries, sales, or lettings)</i>	Sales & Lettings		Enquiries, but no sales or lettings		No activity	PBC: Economic Development Estate Agents	
4.7	If unoccupied, how long has the site been vacant?	Under 12 months	N/A in employment use	1-5 years		> 5 years Non-employment use	PBC: Property Register & Business Rates	
4.8	Has there been any employment development activity on site in the last 5 years? <i>(Including on-site works and new or revised planning or building regulations applications)</i>	Actual works	>1 application (No works)	1 application (No works)		None	PBC: XAssist Planning Database	Identify <u>employment</u> specific activity
4.9	Has there been any other development activity on site in the last 5 years? <i>(Including on-site works and new or revised planning or building regulations applications)</i>	None		1 application (No works)	>1 application (No works)	Actual work on-site	PBC: XAssist Planning Database	Identify <u>non-employment</u> specific activity
4.10	Would employment development be viable, without public funding to resolve infrastructure or other on-site constraints?	Viable		Marginal		Unviable	PBC: EDU & Property Service Regenerate PL Estate Agents Developers	General indication on the economic viability of sites. Emerging information from SHMA and Demand Viability Study.
4.11	What is the likely timeframe for delivery of the site?	Existing development activity	0-5 years Planning in place	0-5 years Planning not in place	6-10 years	11+ years Unlikely, alternative use proposed	Landowners	

5 OWNERSHIP AND USER CONSTRAINTS ON DEVELOPMENT / REDEVELOPMENT

5.1	Is the site owned by a developer or another agency known to undertake employment development?		Yes	Don't know	No		PBC: Property Register Estate Agents	
5.2	Is the site in multiple ownership / occupation, or owned by an organisation unlikely to bring it forward for development?	Development agreement already in place	Single owner	Unknown or multiple owners, no issues identified	Multiple owners, issues appear capable of resolution	Single or multiple owners, unwilling to develop and/or complex issues to resolve	PBC: Business Rates Estate Agents Land Registry Landowners	
5.3	Number of freehold owners	1		2	Don't know	3 or more	PBC: Business Rates Estate Agents Land Registry	NOT SCORED: Difficult to obtain up-to-date and accurate data.
5.4	Ransom strips or other known ownership constraints on development	No		Don't know		Yes	PBC: Property Services Estate Agents	
5.5	Is there a valid permission for employment development, likely to meet market requirements? Or for an alternative use?	Yes Permission for employment		No No extant planning permission		Yes Permission for alternative use	PBC: XAssist planning database	

6		SITE DEVELOPMENT CONSTRAINTS [UNDEVELOPED SITES ONLY]							
6.1	How easy is it for HGVs to access the site?		Direct access onto trunk road or motorway network	Direct access onto A or B road, no issues	Direct access onto A or B road, some route issues to avoid or address	Indirect via distributor road / residential street	Critical restrictions to HGV access requiring off-site works	PBC: GIS Mapping, Engineering & Special Projects LCC: Highways	Restrictions may include narrow roads, restrictive height and weight restrictions on bridges.
6.2		Topography, size and shape constraints	None	Minor Minimal loss	Up to 25% may be undevelopable	25-50% may be undevelopable	Critical Site undeliverable	PBC: Site Visit	
6.3		On site infrastructure requirements for utilities (including water supply, sewage, drainage, electricity and gas)	No			Yes (Minor issues)	Yes (Major constraints)	PBC: Engineering & Special Projects Utility Companies Environment Agency	
6.4	Is there potential for adverse impact on environmental or heritage designations, open space and agricultural land?		No potentially negative impacts identified	Open space, LNI or other local ecological/amenity designation. Part of Ecology Standing Advice Consultation Zone. < 50% Grade 3 agricultural land	BHS/GHS/LNR or Conservation Area adjoins, the site. > 50% Grade 3 agricultural land	Part Green Belt. BHS/GHS/LNR or Conservation Area present on the site. Potential impact on setting of a Grade II Listed Building.	Green Belt site. Protected habitats and/or species present on the site. Potential impact on SAC/SPA/SSSI/ NNR or setting of a Grade I Listed Building.	PBC: Site Visit & Phase 1 Habitat Survey LCC: Environment Directorate & MapZone LERN: Environmental Data	What if any protected species or habitats are likely to be present? Record the presence of natural and heritage assets in the immediate vicinity of the site.
6.5		Have any potential sources of contamination been identified?		None identified	Yes Within buffer zone of a landfill site	Yes On-site		PBC: Environmental Health LCC: Minerals & Waste	Proposal to separate former criterion into two questions.
6.6		Potential impact of on-site structures, unstable land or a critical ordinary water course	None	Low	Medium	Medium-High	High	PBC: GIS Mapping & Site Visit	Proposal to separate former criterion into two questions.
6.7		Ecological and/or public benefit from incorporating Green Infrastructure on the site	No identified need to set aside land for GI	Some benefit from incorporating GI, requires minimal loss of land			Significant land requirement, if benefits are to be realised	PBC: GIS Mapping & Site Visit LERN: Consultation	PROPOSED CRITERION: Pendle GI Strategy is currently in preparation, but may not be sufficiently complete to allow for objective assessment in 2013. Should this be scored if it is a policy issue? NOT SCORED: The Pendle specific criterion "capability of site to accommodate renewable energy provision" removed as it is difficult to score with any degree of certainty and the emphasis of national policy is to improve the energy efficiency of buildings rather than on-site energy generation.
6.8	What is the likely risk and extent of flooding on the site? <i>(undeveloped sites only)</i>		< 10% in Zone 2 or Zone 3	10-20% in Zone 2	20-40% in Zone 2 or 10-20% in Zone 3	> 40% in Zone 2 or 20-40% in Zone 3	> 40% in Zone 3	PBC: GIS Mapping	The extent of Flood Zones 2&3 are available to view on the EA and LCC (MapZone) websites and PBC has access to the GIS layers.
6.9		Is the site potentially affected by former coal mining activities, or are there any potentially workable mineral deposits on the site?	Off Coal Area / Not within a Mineral Safeguarding Area		Standing Advice Area for Coal		Development Referral Area (Coal) or Mineral Safeguarding Area	PBC: GIS Mapping LCC: Minerals & Waste Coal Authority: Planning Team	GIS layers are available for coal referral and standing advice areas and for mineral safeguarding areas. NOT SCORED: The question is adequately and impartially addressed through the scoring of other criteria.
6.10	Is employment the only acceptable form of built development on the site?		Yes		Don't know		No	PBC: GIS Mapping & Site Visit	Some crossover with Criterion 10.1 NOT SCORED: The NW RSS was officially revoked on 20th May 2013. The strategic importance of a site is addressed by Criterion 9.3 and Criterion 9.4
6.11	Is the site identified, or likely to be required for a specific user, or specialist use?		No		Possibly / Don't know		Yes	PBC: Economic Development	

7		ACCESSIBILITY							
7.1		Workforce catchment	See separate LCC scoring sheet				LCC: Accession Scoring		

7.2	Access by public transport	Bus stop with 2+ routes & <30 min service interval, or railway station within 5 min walk (400m)	Bus stop with 1 route & <30 min service interval, or railway station within 5 min walk (400m)	Bus stop with >30 min service interval, or railway station within 5 min walk (400m)	Bus stop with >60 min service interval, or railway station within 10 min walk (800m)	No bus stops or railway station within 10 min walk (800m)	PBC: GIS Mapping LCC: Accession Scoring Transdev/Northern Rail: Service timetables	
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8 SEQUENTIAL TEST AND BROWNFIELD / GREENFIELD

8.1	Urban, urban edge or outside urban?	Urban		Urban Edge		Outside Urban	PBC: GIS Mapping	Urban edge sites must have at least one part of their boundary co-existent with the defined settlement boundary.
8.2	Previously developed in whole or in part?	Wholly PDL	Predominantly PDL	Roughly equal split PDL : Greenfield	Predominantly Greenfield	Wholly Greenfield	PBC: GIS Mapping & Site Visit	In accordance with definition of PDL.
8.3	Located within a Protected Employment Area, Town or Local Shopping Centre?	Yes		Adjacent / Edge-of-centre		Isolated / Out-of-centre	PBC: Local Plan	Strong influence on future use. Are changes to PEA boundaries proposed?

9 SOCIAL AND REGENERATION POLICY

9.1	Level of local unemployment	See separate LCC scoring sheet				LCC: Economic Intelligence (Nomis)		
9.2	Levels of deprivation in the local community		Adjacent LSOAs in bottom third	Adjacent LSOAs in middle third	Adjacent LSOAs in top third	PBC: Corporate Policy LCC: Economic Intelligence (IMD)	IMD employment and other domain scores/rankings will help to reveal need for regeneration.	
9.3	Is the site part of a comprehensive or long term proposal for development / regeneration, or identified as a key opportunity in an existing or proposed Masterplan?	Yes (Employment)	Yes (Mixed-use)	No	Yes (Designated for alternative use)	Yes (Designation protecting from development)	PBC: Housing & Economic Regeneration	
9.4	Is the site important in delivering economic development or spatial policy objectives?	Yes		Potentially		No	PBC: Local Plan PLA: Spatial Guide, ED Strategy LEP: Lancashire Growth Plan	
9.5	Is there sufficient public funding committed, to overcome any infrastructure or on-site constraints, to make development for employment or other uses viable?	Yes		Don't know	No	Yes (Other use)	PBC: Housing & Economic Regeneration	

NOT SCORED: Issue of funding is adequately addressed by Criterion 4.10 and Criterion 9.5

10 OTHER POLICY CONSIDERATIONS

10.1	Would alternative uses be appropriate if no longer allocated for employment	No	Yes (Mixed use)	Yes (Other employment generating use)		Yes (Residential or non-employment use)	PBC: Local Plan	Some crossover with Criterion 6.8
10.2	Are there any other material policy considerations, which should override the decision to release the site from employment use during the plan period?	Yes				No	PBC: Local Plan	

KEY

Stage 1 Scoring

- Market Attractiveness factor
- Sustainable development factor
- Strategic planning factor

Traffic Lighting

- Positive
- ↓
- Negative

Appendix 7
Stage 1 Site Appraisals

PENDLE EMPLOYMENT LAND REVIEW 2013 STAGE 1 SITE APPRAISAL

VACANT SITES

SITE DETAILS			SITE ASSESSMENT AND SCORING																							INITIAL SCORING OUTCOME	OFFICER RECOMMENDATION	REASONS / COMMENTS						
REFERENCE	SITE NAME & ADDRESS	TOWN	BASELINE	MARKET ATTRACTIVENESS										SUSTAINABLE DEVELOPMENT				STRATEGIC PLANNING					MA	SD	PL									
PEA	SITE		0.1 (sqm)	3.1	3.2	4.2	4.5	4.6	4.7	4.8	4.9	4.10	5.1	5.2	5.5	6.1	6.4	6.8	6.10	6.11	9.3	9.4	9.5	10.2	+/-				+/-	+/-				
P001	LOMESHAYE INDUSTRIAL ESTATE	Nelson	55.9200	5	5	5	5	5	5	5	4	5								5	5	5	5	5	4.50	4.33	5.00	Retain	Retain					
P001	E057 Land to rear of 31-33 Kenyon Road, Lomeshaye Industrial Estate	Brierfield	1.5530																												Retain	Retain		
P001	E117 Land to rear of 12 Lindred Road, Lomeshaye Industrial Estate [Formerly Lomeshaye Site A]	Brierfield	0.3320																												Retain	Retain		
P001	E056 Land off Lomeshaye Place	Nelson	0.3070																												Retain	Retain		
P001	M071 Unit 14, Kirby Road, Lomeshaye Industrial Estate [Applicant: Acorn Stone Merchants]	Brierfield	0.0280																												Remove	Remove	Below 0.25ha site threshold / PP to erect building within curtilage lapsed / Site NOT actively marketed	
P001	M106 Unit 10, Kenyon Road, Lomeshaye Industrial Estate [Applicant: Lomeshaye Electrical Distributors]	Brierfield	0.0180																												Remove	Remove	Below 0.25ha site threshold / PP to erect extension to existing building has lapsed / Premises occupied and NOT actively marketed	
P001	M061 Unit 8, Kenyon Road, Lomeshaye Industrial Estate [Applicant: Barnfield Construction]	Brierfield	0.0110																												Remove	Remove	Below 0.25ha site threshold / PP to erect extension to existing building has lapsed / Premises occupied and NOT actively marketed	
P001	M069 Roseway, off Lindred Road, Lomeshaye Industrial Estate [Applicant: Cott Beverages]	Brierfield	0.0030																												Remove	Remove	Below 0.25ha site threshold / PP to erect extension to existing building has lapsed / Premises occupied and NOT actively marketed	
P001	M194 2 Coulton Road, Lomeshaye Industrial Estate [Applicant: Ferguson Engineering]	Brierfield	0.0700																												Remove	Remove	Below 0.25ha site threshold / PP to erect extension to existing building has lapsed / Premises occupied and NOT actively marketed	
P002	RIVERSIDE BUSINESS PARK	Barrowford	9.6920	5	5	5	5	5	5	5	5	5								4	4	5			5	5	5	5.00	4.33	5.00	Retain	Retain	Owners Peel Land & Property are exploring the option of developing housing on part of the existing allocated site.	
P002	E017 Barrowford Business Park [Phases 1 & 2] [incl. M216]	Barrowford	8.8006																												Retain	Retain		
P003	BROOK STREET & VALLEY MILLS	Nelson	12.0800	4	5	2	5	3		5	4	3							3	3	5			5	3		5	3.50	3.67	4.33	Review	Retain		
P003	M178 Yard adjacent to 15 Brook Street	Nelson	0.1390																												Remove	Retain	Below 0.25ha site threshold / PP for redevelopment of site lapsed / Premises ARE actively marketed	
P003	M233 Primrose Mill, Brook Street [Applicant: Farmhouse Biscuits]	Nelson	0.0737																												Remove	Remove	Below 0.25ha site threshold / Offices built on site and occupied in 2012/13	
P004	THROSTLE NEST MILL	Nelson	0.6700	4	5	1	5	3		1	5	3							5	5	3			5	5	5	3.38	4.33	5.00	Retain	Review			
P005	HALLAM ROAD	Nelson	12.7400	4	5	2	5	5		5	1	3							4	4	5			5	3		5	3.75	4.33	4.33	Retain	Retain		
P006	WHITEWALLS INDUSTRIAL ESTATE	Colne	27.3400	5	5	5	5	5		5	5	5							5	5	5			5	5	5	5.00	5.00	5.00	Retain	Retain			
P006	M188 Buildings and land off Junction Street [incl. E110] [Applicant Woodhead Brothers]	Colne	2.1030																												Retain	Retain		
P006	E054 RB Business Park, Regent Street	Colne	1.0700																												Retain	Retain		
P006	E038 Profile Park, Edward Street [Vacant Site A]	Nelson	0.8240																												Retain	Retain	Major constraints need to review development potential at Stage 3.	
P006	M107 Unit 6, Regent Street, Whitewalls Industrial Estate [Applicant: Timber Centre]	Colne	0.0300																												Remove	Remove	Below 0.25ha site threshold / PP to erect building within curtilage lapsed / Site NOT actively marketed	
P006	E110 Yard off Junction Street [Applicant: Woodhead Brothers]	Colne	0.1120																												See M188	See M188	Below 0.25ha site threshold / PP to erect building within curtilage lapsed / Site NOT actively marketed	
P006	E021 Land off Progress Road	Nelson	0.1820																												Remove	Remove	Below 0.25ha site threshold / Operational space for adjacent units / Site NOT actively marketed	
P007	GREENFIELD ROAD	Colne	5.6200	4	5	2	5	5		1	5	3							4		3	3			5	3		5	3.75	3.33	4.33	Review	Review	
P008	LONG ING / CROW NEST / BANKFIELD	Barnoldswick	31.0700	4	5	3	5	5		5	5	5							4		5	5			5	5	5	4.25	4.67	5.00	Retain	Retain	3.1 - Site principally serves West Craven market	
P008	E019 Former Barnsey Shed site, Long Ing Lane [incl. M168]	Barnoldswick	1.6760																												Retain	Retain		
P008	M225 Bankfield Site, Skipton Road [Applicant: Rolls Royce]	Barnoldswick	1.5700																												Retain	Retain		
P008	M236 Land at Ravenscroft Way, Barnoldswick	Barnoldswick	0.0370																												Remove	Retain	Below 0.25ha site threshold / PP for erection of 88 unit extant	
P008	E109 Land at Ravenscroft Way, Crownest Industrial Estate [Plots 3-6]	Barnoldswick	0.0590																												Remove	Remove	Below 0.25ha site threshold / Operational space for adjacent units / Site NOT actively marketed	
P008	M065 Land at Rookery Road, Crownest Industrial Estate [Applicant: Gissing & Lonsdale]	Barnoldswick	0.0350																												Remove	Remove	Below 0.25ha site threshold / PP to erect building within curtilage lapsed / Site NOT actively marketed	

P009	WEST CRAVEN BUSINESS PARK		Earby	13.0800	1	5	5	5	5	5	5	5	5	5	5	4	5	5	5	5	5	4.50	4.67	5.00	Retain	Retain	3.1 - Site principally serves West Craven market
P009	E041	West Craven Business Park [incl E016 & M206]	Earby	2.7520																				Retain	Retain		
P009	E016	Land at West Craven Business Park	Earby	0.6010																				See E041	See E041		
P009	M193	Unit 4, West Craven Drive, West Craven Business Park	Earby	0.0150																				Remove	Remove	Below 0.25ha site threshold / PP to install mezzanine lapsed / Premises were actively marketed and have now been leased	

-	VACANT SITES NOT WITHIN A PROTECTED EMPLOYMENT AREA			15.1179																						
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M65	E119	Former Mill Dam, Barrowford Road	Barrowford	1.0330	5	5	5	5	3	1	3	3	3	4	4	5	4	4	4	3	5	4	5	3	5	3.83	3.75	4.40	Retain	Retain	Area for hotel and restaurant (13/10/0369P & 13/13/0462P) removed Site adjoins Riverside Business Park PEA
M65	M228	Pasture Lane Works <i>[Applicant: Sugden Ltd]</i>	Barrowford	0.0205																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building lapsed / Premises occupied and NOT actively marketed				
M65	E114	Land to north of Glenway	Brierfield	1.3090	5	3	3	2	3	1	1	3	1	4	4	5	4	3	5	1	5	3	1	2	1	2.92	3.25	2.40	Review	Retain	Forms part of the Brierfield Mills extended site
M65	E092	Former Railway Goods Yard, Clitheroe Road	Brierfield	0.8200	4	3	3	2	1	4	1	1	1	2	4	3	3	3	3	1	5	3	1	2	1	2.42	2.50	2.40	Review	Retain	Proposed for housing in Brierfield Railway Street SPD
M65	E134	Land off Churchill Way link road	Brierfield	0.6150	5	5	4	1	1	1	1	5	1	3	1	3	1	3	5	1	5	3	1	2	1	2.58	2.50	2.40	Review	Review	Critical site access issues
M65	E131	Land off Hollin Bank	Brierfield	0.5100	5	5	2	2	1	1	1	5	1	4	4	3	5	3	5	1	5	3	1	2	1	2.83	3.50	2.40	Review	Review	More suited to residential / commercial use.
M65	M202	1-4 Castle Street	Brierfield	0.0430																					Remove	Remove	Below 0.25ha site threshold / PP for partial demolition and rebuild extant / Premises occupied and NOT actively marketed				

M65	E118	Red Scar Works, Burnley Road	Colne	0.9260	4	5	3	2	1	1	3	5	1	1	5	5	5	3	3	1	1	3	1	2	1	3.00	3.00	1.60	Review	Retain	Development proposed on part of the site (13/13/0399P)
M65	E120	Land adjacent to Walk Mill	Colne	0.9100	3	3	4	2	1	3	1	5	1	4	4	3	2	4	2	1	5	2	3	2	1	2.83	2.25	2.60	Review	Retain	
M65	E132	Storage Compound, Dockray Street	Colne	0.3700	4	3	3	2	1	4	1	3	1	1	4	3	2	5	5	1	5	3	3	2	1	2.50	3.25	2.80	Review	Retain	
M65	E015	North Valley Road Retail Park [incl. M227]	Colne	0.1287																					Remove	Remove	Below 0.25ha site threshold / Part developed in accordance with 13/10/0440P / PP for change of use extant.				
M65	M173	New Street Yard	Colne	0.0910																					Remove	Remove	Below 0.25ha site threshold / PP for redevelopment of site lapsed / Premises ARE actively marketed				
M65	M068	Duckworth Mill, Oak Street	Colne	0.0280																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building lapsed / Premises occupied and NOT actively marketed				
M65	M038	Zion Works, Exchange Street	Colne	0.0150																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building lapsed / Premises occupied and NOT actively marketed				
M65	M232	Unit 17, Primet Business Centre, Skipton Road	Colne	0.0055																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building extant / Premises occupied and NOT actively marketed				

M65	M123	Grains Barn Farm, Barrowford Road	Fence	0.0130																					Remove	Remove	Below 0.25ha site threshold / PP for change of use lapsed / Premises occupied and NOT actively marketed				
M65	E052	Riverside Mills	Nelson	1.8670	5	5	4	1	1	1	1	3	1	1	1	1	5	5	3	1	1	2	3	3	1	2.08	3.50	2.00	Review	Remove	Allocated for housing in Bradley AAP
M65	E135	Land off Southfield Street	Nelson	0.4110	3	1	1	1	1	2	1	1	1	3	1	3	1	4	5	1	1	1	1	2	1	1.58	2.75	1.20	Remove	Remove	Majority of site designated as Open Space (Allotments)
M65	E116	Vulcan Mill, Bradley Hall Road	Nelson	0.3810	3	3	3	4	3	1	3	5	1	4	4	5	2	5	5	5	5	5	5	5	5	3.25	4.25	5.00	Retain	Retain	Allocated for employment in Bradley AAP
M65	E063	Land at Lily Street	Nelson	0.2550	3	1	2	4	1	1	1	5	1	3	4	3	2	5	5	1	5	3	1	2	1	2.42	3.25	2.75	Review	Retain	PP for storage use lapsed
M65	M217	Land off Reedyford Road	Nelson	0.2040																					Remove	Remove	Below 0.25ha site threshold / PP to erect office block lapsed / Site NOT actively marketed				
M65	M226	Land adjacent to Lonsdale Street Works	Nelson	0.0537																					Remove	Remove	Below 0.25ha site threshold / PP for erection of two B1 units extant / Site NOT actively marketed				
M65	M205	The Groves Hotel, 144 Manchester Road	Nelson	0.0160																					Remove	Remove	Below 0.25ha site threshold / PP for change of use extant / Site NOT actively marketed				
M65	M209	21 Norfolk Street	Nelson	0.0068																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building extant / Premises occupied and NOT actively marketed				

WCT	E027	Land at Ravenscroft Way, Crownest Industrial Estate [incl. part E108]	Barnoldswick	3.3370	1	4	4	2	5	1	5	5	1	4	4	3	2	3	5	5	5	3	5	2	5	3.25	3.75	4.00	Retain	Retain	Site adjoins Long Ing / Crow Nest / Bankfield PEA	
WCT	E108	Land at Ravenscroft Way [incl. M164 & M170]	Barnoldswick	0.9155																					See E027	See E027	Partly developed in accordance with 13/07/0715P and 13/06/0853P / Underdeveloped area amalgamated with site E027					
WCT	E024	Skipton Road Business Centre	Barnoldswick	0.4680	1	5	2	4	5	4	1	2	1	4	4	3	4	3	5	1	5	3	1	2	1	3.00	3.25	2.40	Review	Retain	Premises underutilised, but remain in use / Application for retail use refused on appeal in 2013	
WCT	E123	Land at end of Ravenscroft Way	Barnoldswick	0.2730	1	4	4	2	5	1	1	5	3	3	4	3	2	5	5	5	5	5	3	5	2	5	3.00	4.25	4.00	Retain	Retain	Site adjoins Long Ing / Crow Nest / Bankfield PEA
WCT	M240	Ghyll Brow Works, Skipton Road <i>[Applicant Rolls Royce]</i>	Barnoldswick	0.0092																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building extant / Premises occupied and NOT actively marketed					

WCT	M211	Unit 4, Station Yard, Colne Road	Earby	0.0170																					Remove	Remove	Below 0.25ha site threshold / PP for change of use extant
WCT	M201	Eden Works, Colne Road <i>[Applicant: Wolfenden Ltd]</i>	Kelbrook	0.0660																					Remove	Remove	Below 0.25ha site threshold / PP for extension to existing building lapsed / Premises occupied and NOT actively marketed

TOTAL	37.5192
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Appendix 8
Stage 3 Site Appraisals

**PENDLE EMPLOYMENT LAND REVIEW 2013 STAGE 3 SITE APPRAISAL
ADDITIONAL SITES**

SITE DETAILS				SITE ASSESSMENT AND SCORING																																																														
REFERENCE	SITE NAME & ADDRESS	TOWN	POSTCODE	BASELINE INFORMATION				QUALITY OF EXISTING PORTFOLIO				QUALITY OF WIDER ENVIRONMENT			STRATEGIC ACCESS		MARKET CONDITIONS / PERCEPTION & DEMAND											OWNERSHIP & USER CONSTRAINTS					SITE DEVELOPMENT CONSTRAINTS (UNDEVELOPED SITES ONLY)											ACCESSIBILITY		SEQUENTIAL POL / GREENFIELD			SOCIAL & REGENERATION POLICY					OTHER POLICY		MA		SD		PL		SCORING			OFFICER RECOMMENDATION	COMMENTS
MKT	SITE			0.1 (ha/ha)	0.2	0.3	0.4 Carriage (ha)	1.1	1.2	1.3	1.4	2.1	2.2	2.3	3.1	3.2	4.1	4.2	4.3	4.4	4.5	4.6	4.7	4.8	4.9	4.10	4.11	5.1	5.2	5.3	5.4	5.5	6.1	6.2	6.3	6.4	6.5	6.6	6.7	6.8	6.9	6.10	6.11	7.1	7.2	8.1	8.2	8.3	9.1	9.2	9.3	9.4	9.5	10.1	10.2	Score	Rank	Score	Rank	Score	Rank	Total	Avg Score	Avg Rank		
M65	E137	Land west of Lomeshaye Industrial Estate	Brierfield	30.59								3	5	2	5	5	4		5	3	2			1	5	1	3	1	4	5	5	3	5	2	2	1	3	4	5	4	1	5	5	2	3	1	3							2.89	2	3.75	2	4.00	1	121	3.36	1.7	Allocate	Green Belt		
WCT	E144	Land north of West Craven Business Park	Earby	8.28								5	5	2	1	5	4		5	5	2			1	5	1	3	2	4	5	5	3	4	5	2	1	2	4	5	5	5	5	5	1	3	1	3							2.33	6	4.25	1	4.00	1	127	3.53	2.7	Allocate			
WCT	E142	Land off Barnoldswick Road (B6383)	Kelbrook	3.89								3	5	2	1	5	4		2	3	2			1	5	1	3	2	4	5	5	3	4	4	2	1	5	5	5	5	5	5	5	3	1	1							2.22	8	3.75	2	3.50	3	120	3.33	4.3	Future Review				
M65	E139	Land off Heirs House Lane	Colne	19.66								3	5	2	4	3	4		2	3	2			1	5	1	2	4	4	5	5	3	4	4	2	1	5	4	4	5	3	1	5	2	3	1	1							2.56	3	3.25	7	3.50	3	114	3.17	4.3	Future Review	Green Belt		
WCT	E143	Land off Colne Road (A56)	Kelbrook	4.87								5	3	2	1	5	4		4	3	2			1	5	1	3	2	4	5	5	3	4	4	2	1	5	5	5	4	5	3	1	5	4	3	1	1							2.22	8	3.50	5	3.50	3	121	3.36	5.3	Future Review		
M65	E235	Land off Colne Road (B6247)	Barrowford	20.40								3	5	3	4	3	3		2	3	2			1	5	1	3	2	4	5	5	3	4	4	2	1	5	5	4	5	3	1	5	3	3	1	1							2.33	6	3.25	7	3.50	3	115	3.19	5.3	Future Review	Green Belt		
M65	E141	Land off Cotton Tree Lane [ELE Advanced Technologies]	Colne	6.37								5	3	2	3	3	4		3	5	2			1	5	1	3	4	1	5	3	3	3	4	5	2	4	5	4	5	4	3	1	1	4	3	2	1							2.44	5	3.75	2	2.50	10	118	3.28	5.7	Future Review		
M65	E138	Land off Greenfield Road	Colne	6.57								3	3	3	5	5	4		5	1	2			1	2	1	3	4	1	5	5	3	5	4	2	1	3	3	5	5	5	3	1	1	4	3	1	1							2.56	3	3.50	5	2.50	10	111	3.08	6.0	Future Review		
M65	E124	Land at Trough Laithe Farm	Barrowford	12.96								3	5	3	5	5	2		5	1	2			1	5	1	1	4	1	5	1	3	4	3	2	1	5	1	4	5	3	1	1	3	3	1	1							3.33	1	3.25	7	2.50	10	102	2.83	6.0	Alternate Use	Protected Area (Policy 3A) Proposal for housing development		
M65	E234	Land north of the Canal Wharf	Foulridge	24.60								5	5	2	2	3	4		2	5	2			1	5	1	2	2	1	3	3	3	3	3	3	3	3	5	3	5	4	5	3	1	5	2	1	1	1							2.11	11	2.75	10	3.50	3	106	2.94	8.0	Future Review	
M65	E136	Land off Robinson Lane	Brierfield	5.36								3	1	3	1	3	2		2	1	2			1	5	1	2	2	1	3	5	3	1	4	2	1	5	3	4	5	3	1	5	3	3	1	1							2.22	8	2.50	11	3.00	8	94	2.61	9.0	Future Review			
M65	E115	Land off Greenhead Lane	Fence	29.51								5	5	2	2	3	2		2	1	2			1	5	1	1	2	1	5	5	3	2	4	2	1	3	4	5	5	1	1	5	1	1	1							1.67	13	2.25	12	3.00	8	88	2.44	11.0	Unsuitable	Green Belt			
M65	E140	Swinden Playing Fields, Cravendale Avenue	Nelson	7.49								3	3	2	4	3	4		5	1	3			1	5	1	1	4	1	5	1	5	1	5	2	1	3	3	4	4	3	1	1	2	3	1	3							2.00	12	1.75	13	1.50	13	86	2.39	12.7	Unsuitable	Open Space - Playing Fields 11/11/2009 - Planning approval to form outdoor cycle track with lighting		

Appendix 9

Pendle Employment Land Portfolio

1. Sites removed at Stage 1
2. Sites carried forward from Stage 1
3. Vacant premises identified at Stage 1
4. Additional sites assessed at Stage 3



Please note:

Individual site plans are only available to view online, or at Number One Market Street, Nelson.

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Planning & Building Control
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Nelson
Lancashire BB9 7LG

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If you would like this information in a way which is better for you, please telephone us.

اگر آپ یہ معلومات کسی ایسی شکل میں چاہتے ہیں، جو کہ
آپ کے لئے زیادہ مفید ہو تو برائے مہربانی ہمیں ٹیلیفون کریں۔

