

Pendle Local Plan Fourth Edition



Sustainability Appraisal of Pendle Local Plan Publication Report

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Report for

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Document Revisions

- | | |
|-----------------------------|----------------|
| 1. Scoping Report | May 2022 |
| 2. Preferred Options Report | June 2023 |
| 3. Publication Report | September 2024 |
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Non-Technical Summary

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Purpose of this Report

This Non-Technical Summary (NTS) provides an overview of the Sustainability Appraisal [“SA”] Report for the Local Plan [“the Plan”] currently being prepared by Pendle Borough Council [“the Council”].

The SA Report is based on a template prepared for the Council by consultants Wood Environment & Infrastructure Solutions UK Limited. Its purpose is to:

- Provide an overview of the sustainability appraisal process.
- Ensure that the Local Plan makes a positive contribution to sustainable development by considering:
 - The environmental, social, and economic performance of the policies and site allocations included in the Local Plan, together with any reasonable alternatives.
 - Any cumulative impacts arising from the policies and site allocations included in the Local Plan

What is the Local Plan?

The Local Plan sets out the vision, strategic objectives, planning policies and site allocations that will be used by planning officers to guide development in the Borough to 2040.

The Local Plan contains both strategic and detailed planning policies. These will help to promote sustainable growth and development by:

- Addressing the amount, form, and scale of development and, where appropriate, issues of access.
- Establishing the criteria against which proposals for development will be determined, including deliverability and viability.
- Promoting the flexible use of land, bringing forward new development sites in locations where development is needed.
- Identifying areas of the borough where limits to development may be required, or where development would be inappropriate.
- Illustrating the geographical implications of the policies in the Plan on a Policies Map; and
- Introducing a monitoring and implementation framework.

The Local Plan must have regard to legislation, policy and guidance issued by the Government. Co-operation with neighbouring authorities and other bodies helps to ensure that the Plan adequately reflects strategic cross boundary issues. Public consultation makes sure that the Plan reflects the collective vision of the Borough’s communities.

Further information on the preparation of Local Plan can be found in the [Local Plan Scoping Report](#) (2022) and the [Sustainability Appraisal Scoping Report](#) (2022), both of which are available on the Council’s website. The previous iteration of the Sustainability Appraisal published in relation to the Draft version of the Local Plan (2023) can also be found on the Council’s website.

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What is Sustainability Appraisal?

The National Planning Policy Framework [“NPPF”] states that Local Plans must be prepared with the objective of contributing towards the achievement of sustainable development.

Sustainable development seeks to enable us to meet our current needs without compromising the ability of future generations to meet their own needs.

To support this objective section 19(5) of the Planning and Compulsory Purchase Act 2004 requires Council’s to carry out a Sustainability Appraisal [“SA”] of their Local Plan.

The SA process runs in parallel with the development of the Local Plan. It seeks to strike a balance by identifying, describing, and appraising the environmental, social, and economic effects of the Local Plan. In doing so it addresses the process known as Strategic Environmental Assessment [“SEA”], which is set out under a European Directive and related UK regulations.

There are five key stages in the SA process (see diagram overleaf). Stage A identifies the scope and level of detail of the information to be included in the final SA Report. This process establishes the context, objectives, and approach of the assessment. It also identifies relevant environmental, economic, and social issues and objectives. A key aim is to *“ensure the sustainability appraisal process is proportionate and relevant to the plan being assessed”*.

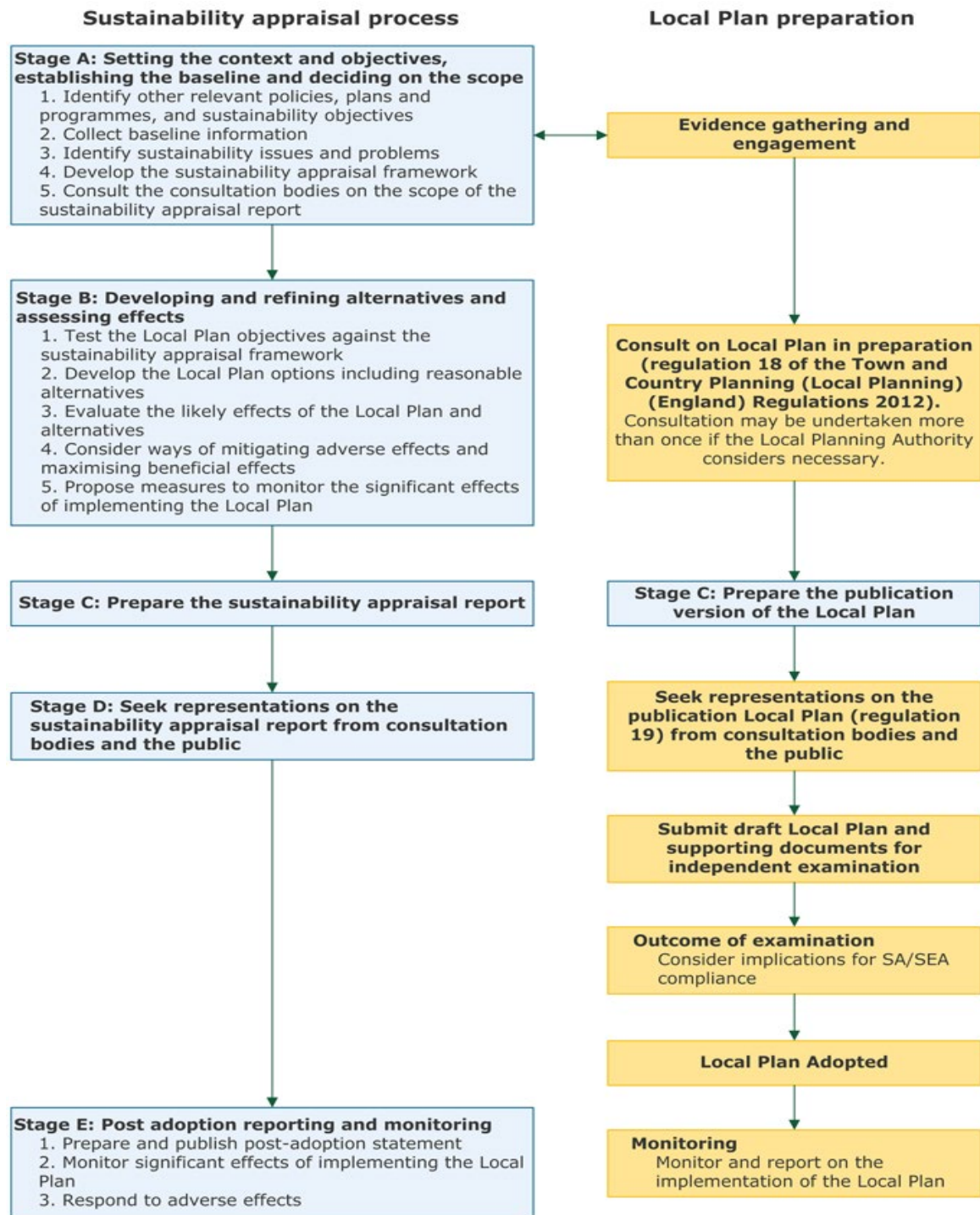
Historic England, Natural England, and the Environment Agency – were invited to comment on the draft Sustainability Appraisal Scoping Report. The report was then amended to take account of the responses received.

Stage B related to the draft (Reg 18) Local Plan and tested proposed policies and their alternatives against the established sustainability framework for their effects, with recommendations made to maximise their benefits and mitigate any adverse effects, and proposals to monitor their implementation for significant effects over the plan period. This version of the Sustainability Appraisal was made available for comment alongside the draft version of the Local Plan. Any comments received and subsequent changes made to the Sustainability Appraisal are detailed within the Consultation Statement.

This report represents Stage C of this process and is the final SA Report. This SA tests the policies of the publication version of the Local Plan which has been produced taking into account comments made during the Reg 18 stage. This version of the SA will be made available for public consultation alongside the final draft of Local Plan, prior to its submission to the Secretary of State for independent examination (Stage D). All comments made in relation to the SA at Regulation 19 stage will be submitted to the Secretary of State for the Local Plan’s examination.

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The Sustainability Appraisal Process and Linkages to Local Plan Preparation



Source: Planning Practice Guidance. Available via: <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>

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Following an Examination in Public, and subject to any significant changes to the Plan¹ that may require further appraisal, the Council will issue a Post Adoption Statement as soon as reasonably practicable after the adoption of Local Plan. This statement sets out the results of the consultation and SA processes and shows the extent to which the findings of the SA have been accommodated in the adopted Plan. During the period that the plan is effective (i.e. up to 2040), the Council will monitor its implementation and any significant social, economic and environmental effects (Stage E).

The SA process helps to ensure that an assessment of the effects of the Local Plan is carried out as it is being prepared. Where the potential for a negative outcome is identified, measures should be proposed to avoid, minimise, or mitigate such effects. Where any positive outcomes are identified, the potential to enhance these can be considered.

[Section 1](#) of the SA Report describes in the requirement for SA of local plans in detail.

A Habitats Regulations Assessment Screening Report has been prepared by the Council and is available to view as part of this consultation. The Screening Report concludes that Likely Significant Effects on European Sites within and in close proximity to the borough will not occur as a result of the policies or allocations identified within the draft version of the Local Plan when assessed individually, or cumulatively, or in combination with existing adopted policies by other bodies/neighbouring authorities. No Appropriate Assessment is therefore required of the proposals of the Local Plan.

How has the Local Plan been appraised?

Based on a review of a wide range of plans and programmes relevant to the Local Plan; work previously undertaken by the Council; and an analysis of the Borough's characteristics, a number of key sustainability issues of relevance to the local Plan were identified.

These key sustainability issues informed the preparation of a framework that could be used to appraise the effects of the Local Plan ["SA Framework"]. The SA Framework for Local Plan identifies 14 sustainability objectives and associated guide questions. These reflect the current socio-economic and environmental issues which may affect (or be affected by) the Local Plan and/or the objectives contained in other plans and programmes reviewed because of their relevance to the Local Plan and SA process.

The objectives and associated guide questions have been used to assess options, policies, and site allocations.

An appraisal matrix for each policy and site allocation includes the following information:

- The SA objectives.
- A score indicating the nature of the effect.
- A commentary on any likely significant effects, assumptions, or uncertainties – this includes consideration of any cumulative, inter-dependent or indirect effects; their likelihood, scale, duration and permanence; and
- Recommendations, including any mitigation or enhancements measures.

¹ Any significant changes are referred to as Main Modifications.

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Definitions of significance are used to guide the appraisal and to determine the type and scale of effects that proposals in Local Plan may have on the SA objectives. The findings of the appraisals are presented in a matrix.

The proposed site allocations, together with any reasonable alternatives remaining after an initial screening exercise, are considered using tailored appraisal criteria. Associated thresholds of significance are used to determine the type and magnitude of the likely effect against each SA objective.

[Section 2](#) of the SA Report summarises the review of plans and programmes relevant to the Local Plan, which are considered when determining and assessing Sustainability Objectives and likely effects caused by policy and site options.

[Section 3](#) of the SA report considers the evidence and baseline position used to underpin the SA process and assessment.

[Section 4](#) of the SA Report considers the chosen approach to SA in detail. It includes details of the matrices and scoring system that has been used to assess the policies in the Plan and the detailed criteria used to assess potential development sites.

[Section 5](#) of the SA Report sets out the findings of the Appraisal undertaken on proposed policies and proposals (and their reasonable alternatives) of the Local Plan, summarising impacts found of the 14 assessed sustainability objectives.

What are the key findings and recommendations?

[Appendix 3](#) sets out the detailed results of the SA by policy with Appendix 4 examining cumulative effects by theme/chapter of the Local Plan. Proposed site allocations are considered in [Appendix 5](#) and [Appendix 6](#) with reasonable alternatives also appraised. The summary findings of this assessment for policies and sites are presented in Tables A and B respectively.

Predictably, given the broad scope of the Local Plan, the policies of the plan have wide ranging effects on identified sustainability objectives, with collective and cumulative impacts for social, economic, and environmental objectives.

Effects of Policy

Strategic policies, set the spatial strategy (principally through Policies SP02 and SP03), and seek to direct and influence development proposals in response to matters of climate change, water management, the natural environment, the historic environment, infrastructure, and communities. The policies have a core role in securing the achievement of the vision and objectives of the Local Plan. They define what sustainable development is, where it is to be delivered, what it comprises of, and what it looks like. These policies perform well across most sustainability objectives, providing certainty and opportunity for sustainable development, ensuring that development does not result in pressure on existing services and facilities, and by protecting those parts of the Borough most sensitive to change and increases in activity.

The environmental policies of the plan cover a broad range of subjects and apply diverse measures to manage and shape developments. This includes policies which protect (Policy DM11), designate (Policy DM12), guide and influence across themes of land use (Policy DM09), natural and built

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features (Policy DM07), site conditions (Policy DM14), character and appearance (Policy DM16), operational effects (Policy DM13), and lasting effects on the wider environment (Policies DM01, DM04, and DM08).

Both individually and cumulatively the policies within this chapter of the Local Plan are assessed to have positive to significant positive effects for environmental sustainability objectives. This is particularly the case for landscape objectives with policies defining the type, form, and scale of development acceptable across large parts of the borough including within the Green Belt, Forest of Bowland National Landscape, areas designated as Local Green Space and the open countryside. Policies protect natural features which contribute to the tranquillity, character, and quality of the rural environment such as trees and hedgerows, with design and open space guidance provided to influence how natural features are protected and integrated into development proposals.

The protection of the natural environment in turn benefits ecology and Green Infrastructure by safeguarding those assets and features most important in supporting these objectives. Policies also seek to ensure that development proposals contribute the natural assets of the Borough, achieving net gains for these objectives in the longer term. There are also benefits for flood risk, water, and soil quality objectives, with these resources protected from permanent loss or degradation ensuring that natural resources are used in a sustainable way, that flood risk is not increased, water quality and supplies are protected and that soils are safeguarded. Neutral to positive effects are assessed for climate change, with natural assets beneficial for climate change resilience also protected (For example the role of natural vegetation and peat bogs in slowing and absorbing flood water and carbon), and design and construction standards applied to new developments enhancing their energy efficiency and helping to reduce greenhouse gas emissions and consumption of natural resources and materials.

The policies of the environmental chapter also have benefits for social objectives by safeguarding the assets of the borough which are important for safe, healthy, and vibrant communities, enabling continued access to sources of recreation available within the countryside, and protecting those features and qualities which contribute positively to the identity, culture, health and wellbeing of the borough's communities. Economic benefits are identified for the effects of environmental policies, with the protection of the environment benefitting tourism by ensuring that the Borough remains a desirable place to visit and invest in.

The restrictive and directive nature of some of the policies contained within this chapter do however have some adverse effects for housing objectives by reducing the opportunity and scope to meet housing needs at certain locations within the Borough. The adverse effects caused by environmental policies for these objectives is however limited by the availability of land to meet housing needs elsewhere within the Borough and as provided through other policies of the Local Plan, including the allocation of sites, with sufficient opportunities provided overall to ensure that the housing requirements of the plan area are met in full.

Overall, the Local Plan's social policies are assessed to support housing objectives. The promotion of affordable housing delivery, housing mix, and quality housing, together with clarification provided for proposals to extend or convert buildings for housing, housing in the open countryside, and communal housing enables the delivery of a diverse range of house types and sizes across large parts of the Borough. This helps to increase opportunities for housing which are suitable in response to the needs of their occupiers and secure an increase in the standard of housing.

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The delivery of new housing will also help address ongoing issues of deprivation, improve health and wellbeing, and reduce instances of overcrowding and concealed households resulting in positive effects for social objectives. This is further achieved through the allocation of specific sites for housing (Policy AL01) and guidance to secure affordable housing (Policy DM23).

The adoption of 148 dpa as the housing requirement is sufficient to meet the projected demographic needs of Pendle accounting for migration. It will however fail to respond to the significant affordable housing needs of the borough although poor viability means that any adjustments to the housing requirement are unlikely to be effective in securing increased provision. The Housing Need Review (2024) confirms that 148 dpa is unlikely to provide a sufficient workforce unless improvements in economic activity rates can be secured, in which case 144 dpa may be sufficient. Unless there is intervention in the local labour market, the adoption of 148 dpa will result in adverse effects for economic objectives, with mixed effects for regeneration, transport, air quality and climate change owing to the potential effect on commuting patterns. The proposed housing requirement can however be met by allocations directed towards the borough's main settlements. The SHLAA demonstrates sufficient capacity at suitable brownfield sites which are accessible to existing services, sources of employment and shops thereby helping to reduce the need to travel.

The social policies of the plan contains a suite of policies which aim to support the health and wellbeing of residents, to protect and maintain community facilities, and ensure that communities have an effective voice through the planning process. These policies have positive effects for social objectives owing to the requirement to consider health and wellbeing within development proposals and responses required as a result. The policies also promote and give rise to opportunities to expand existing community facilities and services which helps reduce the need to travel and promotes self-sufficiency. This approach benefits both sustainability and social objectives.

The economic policies of the Local Plan generally contribute positively across most sustainability objectives. The economic policies of the Plan largely focus on a strategy of protection, renewal, and diversification of existing employment and commercial sites supporting objectives to regenerate the borough and make effective use of developed land. This approach recognises the key role these sites fulfil in the local economy and their essential function within the everyday lives of residents and the workforce of the Borough. Such sites are, in most cases, within or closely related to the sustainable settlements of the Borough and are readily accessible to residents by foot, bicycle and public transport, as well as road infrastructure. This helps to reduce the length of journeys undertaken and promote sustainable modes of travel to access employment. It also ensures that economic sites meet the operational needs and requirements of businesses with minimal adverse effects caused for wider uses.

The focus of policy on existing sites for economic development helps to safeguard undeveloped land from permanent loss. This is beneficial to environmental objectives, most significantly landscape and biodiversity objectives, where commercial development and operations could result in permanent harm owing to the scale, and often intensive nature, of commercial/industrial operations. The approach of the policies will also benefit water quality preventing pollution at new sites and addressing water quality and environmental quality at existing employment sites through redevelopment proposals. It will prevent the permanent loss of soils to development, and safeguard air quality in rural areas.

Policies AL01 and AL02 of the plan allocate land for the development of housing and/or employment land to meet the development requirements of the plan. Sites are identified in response to

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spatial/settlement needs depending on the number of recorded completions and commitments to accord with and implement the spatial strategy (as set primarily in Policies SP02 and SP03) to provide for a sustainable pattern of development. As well as being examined through the Sustainability Appraisal, sites have been screened the HRA, and been thoroughly examined through the site selection process along with reasonable alternatives. The Sustainability Appraisal forms part of this evidence base, to be taken into account when determining which sites should be selected for allocation.

The portfolio of sites provided through the Local Plan provide for a broad variation of location, type, and size of site to cater to housing market demand and provide for enhanced levels of delivery. Sites are identified at most settlements where there is an identified residual need. In some instances, there is a need to develop greenfield sites in order to meet needs, owing to the absence of sufficient available and deliverable sites in that settlement. The development of brownfield sites has been prioritised as far as possible through Policy AL01 balancing deliverability and suitability alongside aspirations to protect the natural resources and landscape of Pendle.

Allocated sites ensure that the housing needs as identified by the housing requirement are met in full. In this way the sites have a positive effect for housing objectives. The allocation of sites, and opportunity provided to access and own a new home built to a high quality and of sufficient size to meet needs, also has positive effects for social objectives. Sites are also located with generally good accessibility to existing services, shops, sources of employment, education, and are located close to public transport routes. The location of sites and their accessibility therefore helps to reduce the reliance on travel by car, promotes active travel, and supports economic growth by providing labour close to existing employers and employment sites.

Table A (overleaf), shows the assessed individual and cumulative effects of each proposed policy on sustainability objectives as summarised above.

Table A – Summarised effects of Policies of the Publication Local Plan

	SA1	SA2	SA3	SA4	SA5	SA6	SA7	SA8	SA9	SA10	SA11	SA12	SA13	SA14
Strategic Policies														
SP01	+	+	+	+	+	+	0	+	0	+	0	0	0	+
SP02	+	+	++	++	+	+	0	0	+	+	0	+/-	?	+
SP03	+	+	++	++	+	+	0	0	+	+	0	+/-	?	+
SP04	~	+	+	+	+	+	~	0	0	+	~	+	?	?
SP05	-	-	++	++	+	++	+	+	+/-	+	0	+	0	++
SP06	+	+	+	+	~	+	+	~	+	++	++	+	+	+
SP07	-	-	+/-	+	~	+	++	++	+	++	~	+	~	+
SP08	-	-	+/-	+/-	~	+	+	+	+	+	~	++	+	++
SP09	+/-	+/-	+/-	+/-	~	?	~	0	0	?	+	+	++	++
SP10	+	+	++	++	++	+	+	+	+	+	+	+	?	+
SP11	+	+	+	+	++	+	~	+	+	+	+	+	?	?
SP12	+	+	+	+	+	?	+	+	+	+	+	~	~	~
Environmental Policies														
DM01	+/-	+/-	+/-	+	+	+	+	++	++	++	++	++	~	+
DM02(a)	-	-	+/-	+	~	+	++	++	+	++	~	+	~	+
DM02(b)	+/-	+/-	+/-	+	~	+	++	++	~	+	~	+	~	+
DM03	~	+	+	+/-	~	+	~	~	+	+	+/-	?	?	?
DM04	-	-	+/-	+/-	~	+/-	+	+	+	+	+/-	++	0	0
DM05	~	~	+	+	+	+	+	+	+	+	+/-	++	+	+
DM06	0	0	+	++	+	+	+	+	+	+	+	++	+	++
DM07	0	0	+	+	~	+	+	+	+	+	~	++	0	++
DM08	0	0	0	+	+	+	+	+	+	+	+	++	0	++
DM09	0	0	+	+	+	++	0	+	+	+	+	+	?	+
DM10	?	?	+	+	~	?	+	+	+	+	+	++	+	++
DM11	0	+	+	+	+	+	+	+	+	+	+	++	+	++
DM12	0	0	+	++	+	0	+	+	+	+	0	+	+	+
DM13	0	0	+/-	++	+	+	+	~	+	+	~	+	~	+
DM14	?	?	+/-	++	0	+	+	~	+	+	+/-	+	+/-	+/-
DM15	0	0	+	+	~	++	+	++	~	++	++	+	~	+
DM16	+	+	+	++	+	+	++	+	+	+	++	+	+	+
DM17	~	0	+	+	~	~	~	~	~	~	~	~	+	+
DM18	?	?	+	+	~	?	~	~	~	?	~	~	++	+

	SA1	SA2	SA3	SA4	SA5	SA6	SA7	SA8	SA9	SA10	SA11	SA12	SA13	SA14
DM19	0	0	+	+	+	?	+	0	+	0	~	+	++	++
Social Policies														
DM20	0	-	+/-	+/-	+/-	+	+	0	+/-	+/-	+	0	?	+
DM21	+	+	++	++	+	+	+	+	+	+	+	0	0	+
DM22	+	+	+	+	?	+	?	~	?	?	~	0	0	0
DM23	+	+	+	+	0	+/-	0	?	0	0	~	0	0	0
DM24	+	0	+	+	0	+	+	+	0	+	+	0	0	0
DM25	+	0	+	+	+	+	+	+	0	+	+	0	+	+
DM26	+	+	+	+	0	+	0	0	0	0	+	0	+	+
DM27	+	0	+	+	0	0	0	0	0	0	~	0	?	0
DM28	+	+	+	+	+	0	~	~	+	0	~	0	0	0
DM29	+	~	+	+	+	~	~	0	0	0	+	0	0	0
DM30	+	+	+	++	+	+	+	~	+	+	?	+	~	~
DM31	0	0	+	++	+	0	0	+	+	+	0	+	?	+
DM32	~	~	+	++	++	+	~	~	++	++	~	~	~	~
DM33	~	0	+	++	~	~	~	~	~	~	0	~	+	+
DM34	~	~	+	+	+	~	~	~	~	~	~	~	~	~
DM35	~	~	+	+	+	~	~	~	~	+	~	~	~	~
DM36	~	+	+	+	+	+	~	+	?	+	+	+	0	0
DM37	0	0	0	+	0	0	~	0	0	0	~	~	0	+
DM38	~	0	0	0	0	~	~	~	0	0	~	~	0	0
DM39	~	+	+	0	+	~	~	~	+	+	~	0	0	0
Economic Policies														
DM40	0	++	+	+	+	+/-	0	0	+	0	+	-	-	-
DM41	0	++	+	+	++	++	0	0	0	0	+	0	?	0
DM42	+	++	++	+	+	++	0	0	+	+	+	+	+	+
DM43	+	+	+	++	++	+	~	0	+	+	~	0	+	+
DM44	~	+	++	+	0	+	0	0	0	0	+	+	0	0
DM45	~	+	+	0	-	0	0	0	0	0	~	0	0	0
DM46	~	+	+	+	-	+	~	0	~	~	+	0	0	0
Site Allocation Policies														
AL01	+	+	+	+	+	+	+/-	+/-	+	+	+	0	0	+
AL02	~	+	+	+	+	+/-	-	-	0	0	+/-	-	0	+/-

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Effects of Sites

Site allocations are made through Policies AL01 and AL02. Each identified site has differing effects on sustainability objectives owing to site specific factors. The scale and location of this supply is intended to be responsive to residual housing and employment needs of the Borough, aligned to the proposed spatial strategy as set out in Policies SP02 and SP03. In accordance with Policy SP02, the sites selection process has made effort to promote deliverable opportunities for sustainable growth and support regeneration of the borough's urban areas, with growth distributed proportionately across the borough's spatial areas. This includes the prioritisation of housing delivery at brownfield sites. The spatial approach adopted secures the delivery of a coordinated strategy for housing and employment with identified sites accessible to key employment locations and existing services, facilities and shops, and public transport. National policy aims to support small housebuilders with the identification of smaller sites is reflected within the selection of sites with sites under 1ha making up over 10% of the supply identified to meet residual needs. The preferred approach also provides market choice, opportunities to diversify the housing stock, and a range of sites geared to promote strong levels of housing delivery.

The allocation of sites for development generally supports social sustainability objectives, by enabling increased opportunity to access new quality homes which address housing need (including affordable housing) promoting home ownership, higher standards of living, and reduce inequality. This should help to tackle high levels of deprivation which are particularly significant within the M65 Corridor. The development of housing also benefits economic objectives with linked positive effects for the local economy arising from the construction of housing and their future occupation and role that their occupiers play in supporting the local economy. The allocation of specific employment sites helps to support the delivery of the employment land requirements of the plan, in alignment with the spatial strategy, and through the expansion of existing economic sites.

Environmental objectives are also generally supported by allocated sites, owing to the preference given towards brownfield land, the limited role these sites fulfil for environmental factors, the benefits brought by allocations in safeguarding areas critical for addressing climate change, maintaining air quality, maintaining natural resources, protecting habitats and natural landscapes of special quality and character. Many of the sites identified are affected by flood risk and water quality issues owing to the character of the sites selected and the geography of the borough. Careful management of these issues will be necessary through site specific policy. There is site specific variation in environmental effects depending on current conditions and the role the site fulfils within the wider environment. Greenfield sites needed to fulfil land requirements, inevitably have more significant and adverse effects for environmental objectives than their brownfield alternatives, however the role of greenfield sites within the plan is highly limited, and they are only included where local conditions or context justifies the development of these sites.

The allocation of sites also further benefits environmental objectives by enabling the implementation of the environmental policies of the plan. The allocations complete the spatial strategy providing certainty as to where and what development needs will be met. This assists in directing and determining the form, location, and type of development, which is allowed, to be implemented effectively over the plan period. It helps to safeguard the most sensitive and valued areas of the Borough from loss or harm to inappropriate forms of development which would have a much more significant effect on environmental objectives if allowed to come forward in an unconstrained manner.

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Table B, which shows the assessed individual and cumulative effects of each proposed site allocation on sustainability objectives is provided overleaf.

Overall Conclusions and Key Recommendations

The Local Plan is to be read as a whole. In this way, the policies and allocations of the Local Plan are considered to provide an appropriate basis on which to secure net gains for social, economic, and environmental objectives through the planning process. The Local Plan represents an appropriate strategy, tailored in response to the borough's unique qualities, character and constraints as evidenced by the baseline conditions. Subject to continued monitoring and consistent implementation its strategy will be effective in securing and promoting the sustainable development and growth of the Borough.

To ensure that adverse effects caused by the development of allocated sites identified through the Local Plan are minimised and kept temporary in nature, it is recommended that site specific policies set out mitigation measures to reduce effects caused by the development on environmental objectives where this is possible. This may relate to flood risk and drainage, ecology, landscape, or other effects and is set out in greater detail on a site-specific level. Mitigation measures proposed are set out within the site appraisal summary found in Section 5 of this report and through the site appraisals provided within Appendices 5 and 6 of the SA.

It is also recommended that an effective monitoring framework is adopted to ensure that the implementation of policies and development of sites in line with requirements is examined to confirm the effectiveness of policy, to review the accuracy of the appraised effects of the plan through this SA, confirm the impacts of the Local Plan on sustainability objective, and consider whether there is need for intervention or review where it is evident that significant effects are possible. This is necessary in evaluating how a number of policies effect Pendle's historic environment, and how the housing requirement affects demographic change, and economic growth. Recommended indicators for the Local Plan are set out in Appendix 8 of the SA.

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Table B: Summary of Assessment of Preferred Sites for Allocation

Site Allocation Reference	Sustainability Objectives													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
P013 (E)	?	+	+	+	+	-	-	-	0	0	0	-	0	-
P026 (H)	++	+	+	+	+	++	-	-	0	+	0	0	0	+
P052 (H)	+	0	+	+	+	++	-	-	0	+	0	-	+	+
P060 (H)	+	+	++	+	+	++	-	-	0	+	0	0	0	+
P064 (H)	+	+	+	+	+	++	-	-	0	+	0	0	+	+
P067 (H)	+	0	+	+	+	+/-	-	-	0	-	-	0	0	-
P237 (H)	++	+	0	0	+	+/-	-	-	0	0	-	0	0	0
P257 (H)	+	+	+	+	+	++	-	-	0	+	0	0	0	0
P267 (H)	+	+	++	+	+	++	0	0	0	+	0	0	0	+
P309 (E)	?	+	+	+	+	++	-	-	0	+	0	-	0	0
P326 (H)	+	+	+	0	+	++	0	-	0	+	0	0	0	0

Key: Housing site (H), Employment site (E)

What are the next steps?

This is the final SA and relates to the publication version of the Local Plan. It will be made available for comment as part of the Publication consultation. Any comments received regarding its content will be submitted for consideration by the Secretary of State. Should modifications be required to the Local Plan through the examination in public to secure the plan's soundness the Council will consider if any update to the Sustainability Appraisal is necessary, and a further consultation may be required. Once the Local Plan has been found sound and is adopted, the Council will publish a Post Adoption Statement. This will set out how the Council will monitor for significant effects during the plan's implementation. This statement sets out the results of the consultation and SA processes and shows the extent to which the findings of the SA have been accommodated in the adopted Plan.

Consultation

We would welcome your views on this Sustainability Appraisal report.

You can comment as part of the six week public consultation on the Pendle Local Plan, being held in accordance with [Regulation 19 of The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#), as amended.

The consultation will take place from:

9:00am Monday ?? October 2024 to 5:00pm Monday ?? November 2024

Comments should be sent to:

Pendle Council
Planning Policy
Town Hall
Market Street
Nelson
BB9 7LG

E: planningpolicy@pendle.gov.uk

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Scope and Purpose of the Appraisal

1. Scope and Purpose of the Appraisal

- 1.1 This Sustainability Appraisal ["SA"] Report relates to the Publication Report of the Fourth Revision Pendle Local Plan ["the Local Plan"].
- 1.2 Under [Section 19\(5\) of the Planning and Compulsory Purchase Act 2004](#), the Council is required to carry out SA when preparing new plans or programmes. This process helps to guide the selection and development of planning policies by considering their social, environmental and economic effects. Section 39 of the same Act requires the Council to prepare a plan with the objective of contributing to the achievement of sustainable development.
- 1.3 The SA process incorporates the requirements of [Environmental Assessment of Plans and Programmes Regulations 2004](#) (Statutory Instrument 2004 No. 1633). Hereafter referred to as the SEA Regulations.
- 1.4 This seeks to provide a high level of protection to the environment, by integrating environmental considerations into the plan making process. The stated aim being:
"To contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out of certain plans and programmes which are likely to have significant effects on the environment."
- 1.5 Paragraph 32 of the December 2023 National Planning Policy Framework ["NPPF"] states that local plans and spatial development strategies should be informed throughout their preparation by a sustainability appraisal that meet the relevant requirements. This should demonstrate how the plan has addressed relevant economic, social and environmental objectives (including opportunities for net gains).
- 1.6 Paragraph 32 continues setting out that significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).
- 1.7 [Section 11](#) of the Planning Practice Guidance confirms the Sustainability Appraisal as a systematic process that must be carried out during the preparation of local plan. Its role is to promote sustainable development, assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve relevant environmental, economic and social objectives. The Sustainability Appraisal process is an opportunity to consider ways by which the plan can contribute to improvements in environmental, social and economic conditions, as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. It can be used to test evidence underpinning the plan and help to demonstrate how the tests of soundness have been met. The Sustainability Appraisal is an iterative process informing the development of the plan.

Scope and Purpose of the Appraisal

- 1.8 In this context, SA is an integral part of the preparation of the Local Plan. SA of the Local Plan will help to ensure that the likely social, economic and environmental effects of the Plan are identified, described and appraised. Where negative effects are identified, measures will be proposed to avoid, minimise or mitigate such effects. Where any positive effects are identified, measures will be considered that could enhance such effects. SA will also help to inform the selection of plan options by appraising reasonable alternatives in respect of, in particular, different volumes of growth and site allocations.

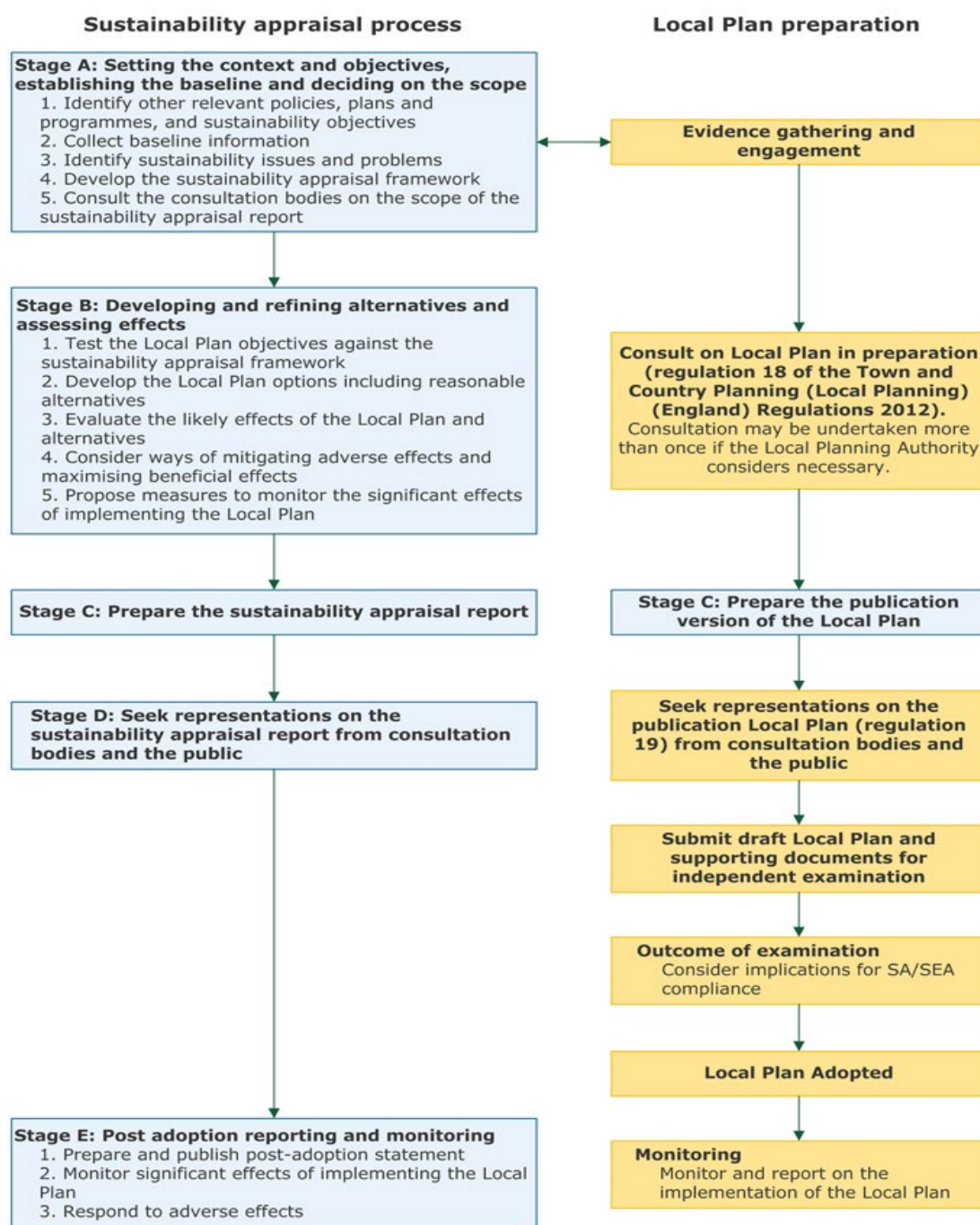
Stages in the Sustainability Appraisal Process

- 1.9 There are five key stages in the SA process. These are illustrated in Figure 1.1, which shows key linkages with the development of the Local Plan.
- 1.10 The first stage (Stage A) led to the production of a Scoping Report. The scoping stage itself comprises five tasks that are listed below:
1. Review of other relevant policies, plans, programmes and strategies (hereafter referred to as 'plans and programmes').
 2. Collation and analysis of baseline information.
 3. Identification of key sustainability issues.
 4. Development of the SA Framework.
 5. Consultation on the scope of the appraisal.
- 1.11 Following the conclusion of scoping consultation, the SA Framework was amended to take into account consultation responses as appropriate. The revised SA Framework has been used to appraise the effects of the draft Local Plan in terms of the key plan components (policies and site allocations including the reasonable alternatives) (Stage B). This stage is iterative and evolves with the development and refinement of the Local Plan through the testing the sustainability strengths and weaknesses of the emerging Plan options, taking into account new evidence, changes in policy, and changing needs.
- 1.12 The final SA Report accompanies the Submission Draft Local Plan. It tests the final draft version of the Local Plan, further evidence prepared in support of the Plan, new plans and programmes, or changes in baseline conditions considered. The final SA Report will be available for consultation alongside the Local Plan, prior to an Examination in Public ["EIP"]. The EIP will be carried out by an independent planning inspector appointed by the Secretary of State (Stage D).
- 1.13 Any significant changes are required to the Local Plan following the EIP,² may require further appraisal. As soon as reasonably practicable after the adoption of the Local Plan the Council will issue a Post Adoption Statement. This will set out the results of the consultation and SA processes and the extent to which the findings of these have been accommodated in the adopted Local Plan. During the period of the Local Plan, the Council will monitor its implementation and any significant social, economic and environmental effects (Stage E).

² Any significant changes are referred to as Main Modifications

Scope and Purpose of the Appraisal

Figure 1.1 The sustainability appraisal process and linkages to Local Plan preparation



Source: Planning Practice Guidance on Strategic environmental assessment and sustainability appraisal (Ministry of Housing, Communities & Local Government, 2015)

Review of Plans and Programmes

2. Review of Plans and Programmes

2.1 Introduction

- 2.1.1 One of the first steps in undertaking SA is to identify and review other relevant plans and programmes that could influence the Local Plan. The requirement to undertake a plan and programme review and identify the environmental and wider sustainability objectives relevant to the plan being assessed is set out in the SEA Regulations. An 'Environmental Report' required under the SEA Regulations should include:

"An outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes" to determine "the environmental protection objectives, established at international (European) community or national level, which are relevant to the plan or programme...and the way those objectives and any environmental considerations have been taken into account during its preparation" (Annex 1 (a), (e)).

- 2.1.2 For the purposes of SA, the SA Report should also meet the requirements of the Environmental Report required under the SEA Regulations.
- 2.1.3 Plans and programmes relevant to the Local Plan may be those at an International, UK, national, regional, sub-regional or local level, as relevant to the scope of the document. The review of relevant plans and programmes aims to identify the relationships between the local plan and these other documents i.e. how the local plan could be affected by the other plans' and programmes' aims, objectives and/or targets, or how it could contribute to the achievement of their sustainability objectives. The review also ensures that the relevant environmental protection and sustainability objectives are integrated into the SA. Additionally, reviewing plans and programmes can provide appropriate information on the baseline for the plan area and help identify the key sustainability issues.
- 2.1.4 The completed review of plans and programmes has been used to help to inform the development of objectives and guide questions that comprise the SA framework (see [Section 4](#)).

2.2 Plans and Programmes

- 2.2.1 Over one hundred international, national, regional/sub-regional and local level plans and programmes have been reviewed. These documents are listed in Table 2.1 and their relevance is considered within [Appendix 1](#).

Table 2.1 Plans and programmes reviewed

International Treaties, Conventions, Agreements & Protocols
<ul style="list-style-type: none"> • Ramsar Convention (1971) • UNESCO World Heritage Convention (1972) • Bern Convention (1979) • The Convention for the Protection of the Architectural Heritage of Europe (Granada Convention) (1985) • World Commission on Environment and Development (1987): Our Common Future (The Brundtland Report)

Review of Plans and Programmes

- The European Convention on the Protection of Archaeological Heritage (Valetta Convention) (1992)
- Aarhus Convention (1998)
- The World Summit on Sustainable Development (WSSD), Johannesburg, September 2002 - Commitments arising from Johannesburg Summit (2002)
- European Landscape Convention 2000 (became binding March 2007)
- The Paris Agreement (2016)
- The Glasgow Climate Pact (2021)
- IPCC sixth Assessment Climate Change Report (2022)

European Union Directives, Strategies & Policy Packages

- EU Directives on Environmental Impact Assessment (Codified Directive 2011/92/EU and Revised Directive 2014/52/EU)
- European Council Directive 91/271/EEC for Urban Waste-water Treatment
- European Commission (EC) (2011) A Resource- Efficient Europe- Flagship Initiative Under the Europe 2020 Strategy, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (COM 2011/21)
- EU Nitrates Directive (91/676/EEC)
- EU Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (92/43/EEC) & Subsequent Amendments
- EU Packaging and Packaging Waste Directive (94/62/EC)
- EU Drinking Water Directive (98/83/EC)
- EU Directive on the Landfill of Waste (99/31/EC)
- EU Water Framework Directive (2000/60/EC)
- EU 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment (SEA Regulations)
- EU Directive 2002/91/EC (2002) Directive 2002/91/EC on the Energy Performance of Buildings
- EU Environmental Noise Directive (Directive 2002/49/EC)
- EU Bathing Waters Directive 2006/7/EC
- EU (2006) European Employment Strategy
- EU (2006) Renewed EU Sustainable Development Strategy
- EU Floods Directive 2007/60/EC
- EU Air Quality Directive (2008/50/EC) and previous directives (96/62/EC; 99/30/EC; 2000/69/EC & 2002/3/EC)
- EU Directive on Waste (Directive 75/442/EEC, 2006/12/EC 2008/98/EC as amended)
- EU Directive on the Conservation of Wild Birds (09/147/EC) (codified version of Council Directive 79/409/EEC as amended)
- EU Renewable Energy Directive (2009/28/EC)
- EU (2011) EU Biodiversity Strategy to 2020 – towards implementation
- EU 2020 Climate & Energy Policy Package (European Commission, 2008)
- EU 2030 Framework for Climate and Energy Policies (European Commission, 2014)
- The European Union Directive 2010/75/EU – the Industrial Emissions Directive
- ‘Closing the loop - An EU Action Plan for the Circular Economy’ policy package (European Commission, 2015)
- EU Seventh Environmental Action Plan (covers up to 2020)

National Plans and Programmes: UK Legislation

- HM Government (1979) Ancient Monuments and Archaeological Areas Act 1979
- HM Government (1981) Wildlife and Countryside Act 1981
- HM Government (1990) Planning (Listed Building and Conservation Areas) Act 1990
- HM Government (2000) Countryside and Rights of Way Act 2000
- HM Government (2005) Securing the future - delivering UK sustainable development strategy.
- HM Government (2005) Clean Neighbourhoods and Environment Act 2005
- HM Government (2006) The Natural Environment and Rural Communities (NERC) Act 2006
- HM Government (2008) The Climate Change Act 2008
- HM Government (2010) The Conservation of Habitats and Species Regulations 2010
- HM Government (2010) Flood and Water Management Act 2010
- HM Government (2011) Carbon Plan: Delivering our Low Carbon Future
- HM Government (2011) Water for Life, White Paper
- HM Government (2011) The Localism Act 2011
- HM Government (2013) The Community Infrastructure Levy (Amendment) Regulations 2013
- HM Government (2015) Deregulation Act 2015

Review of Plans and Programmes

- HM Government (2015) Self-Build and Custom Build Act 2015
- HM Government (2016) Housing and Planning Act 2016
- HM Government (2021) The Environment Act 2021
- HM Government (2023) Levelling Up and Regeneration Act 2023

National Plans and Programmes: UK Strategies, Plans & Papers

- Department for Business, Energy and Industrial Strategy (2020) Energy White Paper: Powering our Net Zero Future.
- Department for Communities and Local Government (DCLG) (2011) Planning for Schools Development
- DCLG (2011) Laying the Foundations: A Housing Strategy for England
- DCLG (2014) National Planning Policy for Waste
- DCLG (2014) Witten Statement on Sustainable Drainage Systems
- DCLG (2015) Planning Policy for Traveller Sites
- MHCLG (2014 and subsequently updated) Planning Practice Guidance
- MHCLG (2021) National Planning Policy Framework
- MHCLG (2021) Planning for the Future
- Department for Culture, Media and Sport (DCMS) (2001) The Historic Environment: A Force for our Future
- DCMS (2007) Heritage Protection for the 21st Century - White Paper
- DCMS (2008) Play Strategy for England
- Department for Education (2014) Home to School Travel and Transport Guidance
- Department of Energy and Climate Change (DECC) (2009) UK Renewable Energy Strategy
- DECC (2014) Community Energy Strategy
- Department for Food and Rural Affairs (Defra) (2007) The Air Quality Strategy for England, Scotland, Wales and Northern Ireland
- Defra (2007) Strategy for England's Trees, Woods and Forests
- Defra (2009) Safeguarding Our Soils: A Strategy for England
- Defra (2011) Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services
- Defra (2011) Natural Environment White Paper: The Natural Choice: Securing the Value of Nature
- Defra (2012) UK post 2010 Biodiversity Framework
- Defra (2013) The National Adaptation Programme – Making the Country Resilient to a Changing Climate
- Defra (2013) Waste Management Plan for England
- Defra (2019) UK Clean Energy Strategy
- Defra (2023) Environmental Improvement Plan
- Department for Transport (DfT) (2013) Door to Door: A strategy for improving sustainable transport integration.
- Environment Agency (EA) (2011) The National Flood and Coastal Erosion Risk Management Strategy for England
- Environment Agency (2013) Managing Water Extraction
- Forestry Commission (2005) Trees and Woodlands Nature's Health Service
- HM Government (2015) Fixing the foundations: creating a more prosperous nation.
- HM Government (2018) A Green Future: Our 25 Year Plan to Improve the Environment
- HM Government (2019) Future Homes and Building Standard
- HM Government (2022) Levelling Up White Paper
- HM Government (2022) British Energy Security Strategy
- Historic England (2015) Historic Environment Good Practice Advice in Planning Note 1
- NHS England (2014) Five Year Forward View

Regional Plans and Programmes

- Environment Agency (2015) Water for life and livelihoods: North West river basin district basin management plan (Updated)
- Environment Agency (2015) Water for life and livelihoods: Humber river basin district river basin district basin management plan (Updated)
- Environment Agency (2016) North West River Basin District Management Plan
- Environment Agency (2009) Ribble Catchment Flood Management Plan
- Environment Agency (2010) Aire Catchment Flood Management Plan
- Network Rail (2008) Lancashire and Cumbria Route Utilisation Strategy
- Northwest Climate Change Partnership (2011) Green Infrastructure to Combat Climate Change: A Framework for Action in Cheshire, Cumbria, Greater Manchester, Lancashire, and Merseyside

Review of Plans and Programmes

- United Utilities (2019) Water Resources Management Plan
- Yorkshire Water (2019) Water Resources Management Plan

Sub Regional (County) Plans and Programmes

- Lancashire County Council (2000) Landscape Strategy for Lancashire and Landscape Character Assessment
- Lancashire County Council (2002) Lancashire Historic Landscape Characterisation Programme
- Lancashire County Council (2007) Minimising Waste in New Developments Supplementary Planning Document (SPD)
- Lancashire County Council (2009) Joint Lancashire Minerals and Waste Development Framework Core Strategy DPD 2001-2021
- Lancashire County Council (2009) Lancashire Climate Change Strategy 2009-2020
- Lancashire County Council (2011) Local Transport Plan (LTP3): A Strategy for Lancashire 2011-2021
- Lancashire County Council (2013) Joint Lancashire Minerals and Waste Development Framework Site Allocation and Development Management Policies DPD 2001-2021
- Lancashire County Council (2013) Lancashire Health and Wellbeing Strategy
- Lancashire County Council and Blackburn with Darwen Borough Council (2014) East Lancashire Highways and Transport Masterplan 2014 – 2021
- Lancashire County Council (2021) Lancashire Flood Risk Management Strategy 2021-2027
- Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment
- Lancashire County Council (emerging) Joint Lancashire Minerals and Waste Local Plan Review
- Lancashire County Council (emerging) Lancashire Walking and Cycling Strategy 2016-2026
- Forest of Bowland Area of Outstanding Natural Beauty Partnership (2019) AONB Management Plan 2019 - 2024
- An Integrated Economic Strategy Pennine Lancashire 2009-2020
- Pennine Lancashire Growth and Prosperity Plan 2016-2032
- Pennine Lancashire Leaders and Chief Executives (2009) Pennine Lancashire Housing Strategy 2009-2029
- Lancashire Economic Partnership (2009) The Lancashire Green Infrastructure Strategy
- Lancashire Enterprise Partnership (2014) Lancashire Strategic Economic Plan: A Growth Deal for the Arc of Prosperity 2015-2025
- Lancashire Economic Partnership (2015) The Lancashire Skills and Employment: Strategic Framework 2016 – 2021
- Regenerate Pennine Lancashire (2010) Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire
- Regenerate Pennine Lancashire (2013) Pennine Lancashire Investment Plan (PLIP)
- Lancashire Biodiversity Partnership (2011) Lancashire Biodiversity Action Plan
- Authorities of the Lancashire Waste Partnership (2008) Rubbish to Resource Waste Management Strategy for Lancashire 2008-2020
- Maslen Environmental (2010) South Pennines Renewable and Low Carbon Energy Study
- Burnley and Pendle Councils (2012) Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle

Local Plans and Programmes

- Pendle Borough Council (2005) Brierfield Canal Corridor (Housing) Planning Brief Supplementary Planning Document (SPD) Pendle Borough Council (2006) The Replacement Pendle Local Plan 2001 – 2016
- Pendle Borough Council (2007) Pendle Parks Strategy 2007-2017
- Pendle Borough Council (2008) Conservation Area Design and Development Guidance Supplementary Planning Document (SPD)
- Pendle Borough Council (2008) Pendle Partnership, Our Pendle our future: Pendle's Sustainable Community Strategy 2008-2018
- Pendle Borough Council (2009) Design Principles Supplementary Planning Document (SPD)
- Pendle Borough Council (2010) Railway Street Neighbourhood, Brierfield Supplementary Planning Document (SPD)
- Pendle Borough Council (2010) Pendle Biodiversity Audit
- Pendle Borough Council (2011) Bradley Area Action Plan 2011 – 2021
- Pendle Borough Council (2013) Jobs and Growth Strategy for Pendle 2013 – 2023
- Pendle Borough Council (2013) Private Sector Housing Renewal Policy
- Pendle Borough Council (2014) Housing Strategy Refresh
- Pendle Borough Council (2015) Pendle Local Plan Part 1: Core Strategy 2011 – 2030

Review of Plans and Programmes

- Pendle Borough Council (2016) Pendle Cycling Strategy 2016-21
- Pendle Borough Council (2019) Pendle Green Infrastructure Strategy
- Pendle Borough Council (2019) Pendle Open Space Audit
- Pendle Borough Council (2021) Pendle Strategic Flood Risk Assessment Part 1
- Pendle Borough Council (2021) Nelson Masterplan
- Pendle Borough Council (2024) Biodiversity Duty First Consideration Report
- Pendle Borough Council (2023) Corporate Plan 2023 - 2027
- Pendle Borough Council (Various Dates) Pendle Borough Conservation Area Maps and Appraisals
- Pendle Borough Council, Rossendale Borough Council, Burnley Borough Council (2016) The Rossendale, Burnley and Pendle Playing Pitch Strategy
- Barrowford Parish Council (2019) Barrowford Parish Neighbourhood Plan
- Colne Town Council (2023) Colne Neighbourhood Plan
- Kelbrook and Sough Parish Council (2022) Kelbrook and Sough Neighbourhood Plan
- Trawden Forest Parish Council (2019) Trawden Forest Neighbourhood Plan

Neighbouring Plans and Programmes

- Craven District Council (2019) Craven Local Plan
- City of Bradford Metropolitan Borough Council (emerging) Bradford Core Strategy
- Calderdale Metropolitan Borough Council (2023) Calderdale Local Plan
- Burnley Borough Council (2018) Burnley Local Plan
- Ribbles Valley Borough Council (2014) Ribbles Valley Core Strategy 2008 – 2028

2.3 Key Messages

2.3.1 The review of plans and programmes in [Appendix 1](#) has identified a number of objectives and policy messages relevant to the Local Plan and scope of the SA across the following topic areas (developed to include the topics required by the SEA Regulations):

- Biodiversity and Green Infrastructure
- Population and Community
- Health and Wellbeing
- Transport and Accessibility
- Land Use, Geology and Soil
- Water
- Air Quality
- Climate Change
- Material Assets
- Cultural Heritage
- Landscape

2.3.2 These messages are summarised in Table 2.2 (overleaf) together with the key sources and implications for the SA Framework. Only the key sources are identified; however, it is acknowledged that many other plans and programmes could also be included.

Review of Plans and Programmes

Table 2.2 – Key messages arising from the review of plans and programmes

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
Biodiversity and Green Infrastructure		
<ul style="list-style-type: none"> Protect, restore and enhance biodiversity, including designated sites, priority species, habitats and ecological networks. Secure enhancement of habitats through new developments. Identify opportunities for green infrastructure provision. Identify opportunities for open space provision and enhancement. 	<p>Environment Act (2021), Environmental Improvement Plan (2023), Natural Environment White Paper: The Natural Choice: Securing the Value of Nature; Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services; UK post 2010 Biodiversity Framework; NPPF; The Lancashire Green Infrastructure Strategy (2009); Lancashire's Biodiversity Action Plan; Pendle Open Space Audit (2019); Pendle Biodiversity Audit (2010). 25 Year Environment Plan. Pendle Biodiversity Duty First Consideration Report (2024)</p>	<p>The SA Framework should include a specific objective relating to the protection, restoration and enhancement of biodiversity including the provision of new habitats, green infrastructure and open space within the Borough.</p>
Population and Community		
<ul style="list-style-type: none"> Address deprivation and reduce inequality through regeneration. Ensure social equality and prosperity for all. Provide high quality services, community facilities and social infrastructure that are accessible to all. Enable housing growth and deliver a mix of high-quality housing to meet local needs. Address quality deficiencies in the existing housing stock including issues of quality. Support appropriate development for Gypsy, Traveller and Travelling Showpeople accommodation even though there is no current identified need Ensure that there is an adequate supply of employment land to meet local needs and to attract inward investment. Encourage economic diversification including growth in high value, high growth, and high technology economic sectors. Strengthen the visitor economy. Encourage rural diversification and support rural economic growth. Create local employment opportunities. Enhance skills in the workforce to reduce unemployment and deprivation. Improve educational attainment and ensure the appropriate supply of high-quality educational facilities. Promote the vitality of town centres and local shopping centres and support retail and leisure sectors. 	<p>NPPF; Planning Policy for Traveller Sites; Lancashire Strategic Economic Plan: A Growth Deal for the Arc of Prosperity (2014); The Lancashire Skills and Employment: Strategic Framework (2015). An Integrated Economic Strategy for Pennine Lancashire (2008); Pennine Lancashire Housing Strategy (2009); Jobs and Growth Strategy for Pendle (2013); Housing Strategy Refresh (2014); Bradley Area Action Plan (2011); Brierfield Canal Corridor (Housing) Planning Brief Supplementary Planning Document (2005); Railway Street Neighbourhood, Brierfield Supplementary Planning Document (SPD) (2010). Planning For the Future (2021), Nelson Masterplan (2021), Pennine Lancashire Growth and Prosperity Plan 2016-2032, Levelling Up White Paper (2022), An Integrated Economic Strategy Pennine Lancashire 2009-2020, Pendle HEDNA (2023 and 2024 update), Pendle Retail and Leisure Capacity Study (2023)</p>	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> addressing deprivation and promoting equality and inclusion. the provision of high-quality community facilities and services; the provision of high-quality housing to meet the needs of all communities; addressing quality issues within existing housing stock. the enhancement of education and skills irrespective of background and location. delivery of employment land that supports economic diversification and the creation of high quality, local jobs. support for rural diversification. the promotion of tourism and the visitor economy. enhancing town centres and local shopping centres. supporting services and facilities in rural areas.
Health and Wellbeing		
<ul style="list-style-type: none"> Promote improvements to health and wellbeing. Promote healthier lifestyles. Minimise noise pollution. Reduce crime and the fear of crime. Reduce anti-social behaviour. Ensure that there are appropriate facilities for the disabled and elderly. Deliver safe and secure networks of green infrastructure and open space. 	<p>NPPF; Lancashire's Health and Wellbeing Strategy (2014); Pendle's Sustainable Community Strategy (2008); Pendle Open Space Audit (2019); Pendle Corporate Plan (2024) 2023-2027.</p>	<p>The SA Framework should include a specific objective and/or guide questions relating to:</p> <ul style="list-style-type: none"> the promotion of health and wellbeing. the delivery of health facilities and services. the provision of open space and recreational facilities

Review of Plans and Programmes

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
		<p>which help address deficiencies.</p> <ul style="list-style-type: none"> reducing crime, the fear of crime and anti-social behaviour
Transport and Accessibility		
<ul style="list-style-type: none"> Encourage sustainable transport and reduce the need to travel. Reduce traffic and congestion. Improve public transport provision. Encourage walking and cycling. Enhance accessibility to key community facilities, services and jobs for all. Ensure timely investment in transportation infrastructure to accommodate new development. Reduce road freight movements. 	<p>NPPF; Environmental Improvement Plan (2023), Lancashire and Cumbria Route Utilisation Strategy (2008); Local Transport Plan (LTP3): A Strategy for Lancashire (2011); East Lancashire Highways and Transport Masterplan (2014); Lancashire Walking and Cycling Strategy (emerging); An Integrated Economic Strategy Pennine Lancashire 2009-2020</p>	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> reducing the need to travel, particularly by car. the promotion of sustainable forms of transport. encouraging walking and cycling. maintaining and enhancing accessibility to key facilities, services and jobs. reducing congestion and enhancing road safety. Investment in transportation infrastructure to meet future needs.
Land Use, Geology and Soil		
<ul style="list-style-type: none"> Encourage the use of previously developed (brownfield) land. Promote the re-use of derelict land and buildings. Reduce land contamination. Protect soil quality and minimise the loss of Best and Most Versatile agricultural land. Promote high quality design. Avoid damage to, and protect, geologically important sites. Encourage mixed use development. 	<p>NPPF; Safeguarding Our Soils: A Strategy for England; Design Principles Supplementary Planning Document (SPD) (2009)</p>	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> encouraging the use of previously developed land and buildings. reducing land contamination. avoiding the loss of Best and Most Versatile agricultural land. promoting high quality design including mixed use development.
Water		
<ul style="list-style-type: none"> Protect and enhance surface and groundwater quality. Improve water efficiency. Avoid development in areas of flood risk. Reduce the risk of flooding arising from new development. Ensure timely investment in water management infrastructure to accommodate new development. Promote the use of Sustainable Urban Drainage Systems. 	<p>Water Framework Directive; Drinking Water Directive; Floods Directive; Flood and Water Management Act 2010; Water for Life, White Paper; NPPF; Water for life and livelihoods: North West river basin district basin management plan (2015); Water for life and livelihoods: Humber river basin district basin management plan (2015); Water Resources Management Plans (2019); Ribble Catchment Flood Management Plan (2009); Aire Catchment Flood Management Plan (2010); Lancashire and Blackpool Local Flood Risk Management Strategy (2014). Flood and Coastal Flood Risk Statement (2020), Environment Act (2021), Environmental Improvement Plan (2023),</p>	<p>The SA Framework should include specific objectives relating to the protection and enhancement of water quality and quantity and to minimising flood risk.</p>
Air Quality		
<ul style="list-style-type: none"> Ensure that air quality is maintained or enhanced and that emissions of air pollutants are kept to a minimum. 	<p>Air Quality Directive; Air Quality Strategy for England, Scotland, Wales and Northern Ireland; NPPF, Environment Act (2021), Clean Air Strategy (2019), Environmental Improvement Plan (2023),</p>	<p>The SA Framework should include a specific objective and/or guide question relating to air quality.</p>

Review of Plans and Programmes

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
Climate Change		
<ul style="list-style-type: none"> Minimise the effects of climate change. Reduce emissions of greenhouse gases that may cause climate change. Encourage the provision of renewable energy. Move towards a low carbon economy. Promote adaption to the effects of climate change. 	Climate Change Act 2008; Carbon Plan: Delivering our Low Carbon Future; UK Renewable Energy Strategy (2009); NPPF; Lancashire Climate Change Strategy (2009); Green Infrastructure to Combat Climate Change: A Framework for Action in Cheshire, Cumbria, Greater Manchester, Lancashire, and Merseyside (2011); South Pennines Renewable and Low Carbon Energy Study (2010); Environment Act (2021) British Energy Security Strategy (2022). Environmental Improvement Plan (2023),	The SA Framework should include a specific objective relating to climate change mitigation and adaptation.
Material Assets		
<ul style="list-style-type: none"> Promote the waste hierarchy (reduce, reuse, recycle, recover). Ensure the adequate provision of local waste management facilities. Promote the efficient and sustainable use of mineral resources. Promote the use of local resources. Avoid the sterilisation of mineral reserves. Promote the use of substitute or secondary and recycled materials and minerals waste. Ensure the timely provision of infrastructure to support new development. Support the delivery of high-quality communications infrastructure. 	Waste Framework Directive; Landfill Directive; Waste Management Plan for England; NPPF; National Planning Policy for Waste; Authorities of the Lancashire Waste Partnership Rubbish to Resource Waste Management Strategy for Lancashire (2008); Joint Lancashire Minerals and Waste Development Framework Core Strategy (2009); Joint Lancashire Minerals and Waste Development Framework Site Allocation and Development Management Policies DPD (2013); Future Homes and Building Standard (2019). Environmental Improvement Plan (2023),	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> promotion of the waste hierarchy. the sustainable use of minerals. investment in infrastructure to meet future needs.
Cultural Heritage		
<ul style="list-style-type: none"> Conserve and enhance cultural heritage assets and their settings. Maintain and enhance access to cultural heritage assets. Respect, maintain and strengthen local character and distinctiveness. Improve the quality of the built environment. 	NPPF; Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire (2010); Conservation Area Design and Development Guidance Supplementary Planning Document (SPD) (2008); Design Principles Supplementary Planning Document (SPD) (2009); Pendle Borough Conservation Area Maps and Appraisals (various dates). Energy White Paper: Powering our Net Zero Future. (2020) Environmental Improvement Plan (2023).	The SA Framework should include a specific objective relating to the conservation and enhancement of the Borough's cultural heritage.
Landscape		
<ul style="list-style-type: none"> Protect and enhance the quality and distinctiveness of natural landscapes and townscapes. Promote access to the countryside. Promote high quality design that respects and enhances local character. Protect and enhance the Forest of Bowland Area of Outstanding Natural Beauty Avoid inappropriate development in the Green Belt. Ensure that the Green Belt endures beyond the plan period. 	NPPF; Landscape Strategy for Lancashire and Landscape Character Assessment (2000); Forest of Bowland Area of Outstanding Natural Beauty Management Plan (2019); Design Principles Supplementary Planning Document (SPD) (2009). Environmental Improvement Plan (2023).	<p>The SA Framework should include a specific objective and/or guide questions relating to:</p> <ul style="list-style-type: none"> the protection and enhancement of the Borough's distinctive landscape and townscapes the protection and enhancement of the Forest of Bowland AONB avoiding inappropriate development in the Green Belt.

Baseline Analysis

3. Baseline Analysis

3.1 Introduction

3.1.1 Annex I of the SEA Regulations requires the Environmental Report to contain:

- *the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme*
- *the environmental characteristics of areas likely to be significantly affected*
- *any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC*

3.1.2 As a consequence, an essential part of the SA process is identifying the current environmental baseline conditions for the borough and understanding how these may change in the future. This environmental information, together with relevant socio-economic data, enables the effects of the Local Plan to be identified, appraised and monitored. It also allows the likely effects of alternative proposals to the Plans chosen approach to be assessed.

3.1.3 The SEA Regulations also requires the evolution of the baseline conditions to be identified, described and taken into account– without the introduction of the plan or programme. This helps to determine the key issues to be taken forward for each topic area (paragraph 2.8) and reflect these in the SA objectives and guide questions. Planning Practice Guidance (Paragraph: 016 Reference ID: 11-016-20190722) states that:

“Wherever possible, data should be included on historic and likely future trends, including a ‘business as usual’ scenario (i.e. anticipated trends in the absence of new policies being introduced). This information will enable the potential effects of the implementation of the Local Plan to be assessed in the context of existing and potential environmental, economic and social trends.”

3.1.4 Predicting future baseline conditions is inherently difficult, but consultation with key stakeholders assists with this task. Where gaps in knowledge are identified, the resulting uncertainties are recorded in the appraisal. Where practicable provision has been made to fill any major gaps to better inform future plans or reviews.

3.1.5 Some of the areas affected by policies in the Plan may lay outside the borough boundary. Where necessary, the consideration of baseline data draws on comparators with neighbouring authorities, the sub-region and national data.

3.1.6 Analysis of the current and predicted baseline information has helped to identify the key issues that need to be addressed in the Local Plan. It has drawn on the review of plans and programmes ([Section 2](#)); data from a wide range of official sources and, where possible, the views of key stakeholders.

Baseline Analysis

3.2 Borough of Pendle: An Overview

Spatial Portrait

- 3.2.1 The borough is located in the county of Lancashire on its eastern border with Yorkshire. Together with neighbouring authorities of Blackburn-with-Darwen, Burnley, Hyndburn, and Rossendale it forms part of the Pennine Lancashire sub-region. The relationship to neighbouring authorities is shown in **Figure 3.1**.

Figure 3.1 – Borough of Pendle and neighbouring authorities



Source: Pendle Local Plan Part 1: Core Strategy 2011-2030 (2015)

- 3.2.2 The borough covers an area of 169.4 km² and has a population of 95,800 (2021 Census). Two thirds of residents live within the south of the borough in the densely populated settlements found along the M65. This includes the settlements of Nelson, Colne, Brierfield, Barrowford and Reedley (also known as the M65 Corridor). Barnoldswick and Earby form two other notable settlements located within the northern part of the borough within the West Craven area. The remaining settlements are, for the purposes of the adopted Core Strategy defined as Rural Pendle. Larger villages in this area include Trawden, Foulridge, Fence and Kelbrook.
- 3.2.3 The towns found in the south of the borough developed as industrial, particularly textile, centres in the 18th century and continued to grow until the 20th century. Nelson, the largest town (population of 33,808), is also the borough's administrative centre. The inner urban areas are densely populated and dominated by older terraced properties, many of which are in a poor condition. This led to identification of parts of the borough in the East Lancashire Housing Market Renewal Pathfinder (between 2002 and 2011). There has been a relatively slow rate of population growth in recent years with a number of urban wards experiencing population decline. This has

Baseline Analysis

gone hand-in-hand with pockets of severe deprivation and localised health issues. More recent demographic surveys suggest the reversal of this trend with higher growth now experienced in these areas.

- 3.2.4 Pendle suffers from deprivation and is the fourth most deprived borough in eastern Lancashire sub-region with a ranking of 33 out of all 317 local authorities nationally in 2019 (where a rank of 1 is the most deprived in the country and a rank of 317 is the least deprived), placing the borough in the top 11% of all local authorities. For the borough's most deprived areas, deprivation levels are evidenced to be increasing. Of the 18 Pendle Lower Super Output Areas ["LSOA"] in the top 10% most deprived nationally, 14 have seen an increase in their ranking of deprivation (IMD score) since 2015 showing worsening levels of deprivation.
- 3.2.5 Approximately two-thirds of the area is characterised by open countryside, moors and hills with Pendle Hill in the west of the borough dominating the valley.

Figure 3.2 – Borough of Pendle



Source: Pendle Local Plan Part 1: Core Strategy 2011-2030 (2015)

- 3.2.6 In the south east of the borough the countryside forms part of the broader South Pennine Moors which is recognised as an asset of national and international significance (and designated as a Special Protection Areas ["SPA"], Special Area of Conservation ["SAC"] and Special Site of Special Scientific Interest ["SSSI"]). The slopes of Boulsworth Hill host a number of habitats, which support breeding colonies for a diverse range of upland birds. To the west of the M65 Corridor lies the Forest of Bowland National Landscape whilst the Lancashire Green Belt envelopes the towns in this part of the borough.

Baseline Analysis

- 3.2.7 The M65 provides connections towards Manchester and Preston, with links to Skipton to the north and Keighley to the east. Strategic routes are highly congested at peak times, particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby. Northern operates an hourly train service from Colne, Nelson and Brierfield, connecting with long-distance services on the West Coast Mainline from London and Scotland at Preston. Mainline bus services offer direct links between Pendle and many towns across Pennine Lancashire with routes extending to Skipton and Keighley.
- 3.2.8 The Integrated Economic Strategy for Pennine Lancashire 2009-2020 recognises the significant former industrial role of the borough and the current importance of high-tech industries. In particular; aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all feature strongly in the make-up of the area's economy.
- 3.2.9 The main urban areas of Nelson (including Brierfield), Colne, and Barnoldswick have access to a range of services and facilities including employment areas, GPs, hospitals, further education, primary schools, secondary schools and supermarkets. There are varying levels of accessibility to services in the rural areas. Southern parts of the borough are also accessible to Burnley.
- 3.2.10 The borough has a large number of important strengths, not least its strong natural and historic environment assets and manufacturing employment base. However, there are also issues which need to be addressed to ensure Pendle's long-term sustainability including, in particular, the economic, social and environmental effects of industrial decline. These strengths and issues are discussed further in the sections that follow.

Biodiversity and Green Infrastructure

Biodiversity

- 3.2.11 Biodiversity is defined as the variety of plants (flora) and animals (fauna) in an area, and their associated habitats. The importance of preserving biodiversity is recognised from an international to a local level. Biodiversity is important in its own right and has value in terms of quality of life and amenity. Pendle has a rich and varied natural environment including a range of sites designated for their habitat and conservation value (see **Figure 3.3**).
- 3.2.12 Sites of European importance (SPAs and SACs) are designated to conserve natural habitats and species of wildlife which are rare, endangered or vulnerable in the European Community. In the UK, these form part of the 'Natura 2000' network of sites protected under the Habitats Directive (1992) and Wild Birds Directive (2009).
- 3.2.13 There is one SPA and SAC partly within Pendle: The South Pennine Moors which is south-east of Nelson and Colne and extends through parts of Greater Manchester, Lancashire, North Yorkshire, West Yorkshire, South Yorkshire and Derbyshire. The South Pennine Moors is designated as a SPA in recognition of its importance for breeding migratory birds of moorland and moorland fringe habitats. Both Merlin *Falco columbarius* and Golden Plover *Pluvialis apricaria* spend some of their time feeding outside the SPA on adjacent areas of in-bye land. The South Pennine Moors is also designated as a SAC as the area hosts a number of important habitats notably blanket bogs; European dry heaths; Northern Atlantic wet heaths, old sessile oak woods and transition mires and quaking bogs. The South Pennine Moors SPA and SAC totals some 1,589 hectares³. The site is

³ See Indicator EN05 Pendle Borough Council (2024) Authority Monitoring Report 2022/23

Baseline Analysis

also the only recognised SSSI in the borough. The SSSI within Pendle is considered to be in an unfavourable condition which is in recovery.⁴

- 3.2.14 In addition to the above international and national level designations, there are five Local Nature Reserves [“LNRs”] (Lomeshaye Marsh, Nelson; Greenfield Road, Colne; Alkincoats Woodland, Colne; Upper Ball Grove Lodge, Colne; Gib Hill, Nelson/Colne) totalling 35 hectares⁵. Gib Hill is the most recent area of land designated as an LNR. Its designation almost doubles the amount of land in the borough designated as an LNR. An application to change its use from agricultural land was approved in April 2024⁶.
- 3.2.15 In addition there a number of locally designated Biological Heritage Sites [“BHS”] and Sites of Local Natural Importance [“LNI”]. BHS contain valuable habitats such as ancient woodland, species-rich grassland and bogs and are considered to be of at least County sub-regional significance. Many provide a refuge for rare and threatened plants and animals. There are 62 BHS in Pendle covering 1,287.1 hectares. LNIs, whilst having nature conservation value, are not of such a high standard to merit a level of protection or status such as LNR or BHS. In total there are 7 LNIs in the borough, totalling 231 hectares of land.
- 3.2.16 The Lancashire Biodiversity Action Plan [“BAP”] identifies that 18 priority habitats and 39 priority species are present in the Borough. Data in 2010 found that Pendle supports at least 29 species that require conservation action.⁷
- 3.2.17 The borough has a low level of woodland cover (4.1% of land area was covered by woodland) compared to 12.17% nationally in 2010⁸. The amount of ancient semi-natural woodland cover is also low being confined to six small sites with a total area of just 21 hectares.
- 3.2.18 Pendle Borough Council will play a supporting role to the preparation of Local Nature Recovery Strategy for Lancashire, which will form important factors for ecological planning and decision making. The Local Nature Recovery network is expected to be adopted in Spring 2025.

Green Infrastructure

- 3.2.19 Green infrastructure encompasses all “green and blue” assets in an authority area, including parks, river corridors, lakes, street trees, managed and unmanaged sites and designed and planted open spaces. The Lancashire Green Infrastructure Strategy (2009) sets out a sub-regional approach to the investment in green infrastructure recognising the multifunctional value of green infrastructure and the need to create new assets, where there are gaps, and to maintain or enhance existing assets to maximise the contribution they can make.
- 3.2.20 The Pendle Open Space Audit (2019)⁹ identified a significant number of green infrastructure assets in the borough as part of its audit of open spaces (see **Figure 3.4**). The Audit identified a lack of quality open space across the borough and a lack of open space in the densely populated urban areas.

⁴ Natural England (2016) Designated Sites Condition Summaries. Available via: <https://designatedsites.naturalengland.org.uk/>

⁵ Pendle Borough Council (2024) Authority Monitoring Report 2022/23

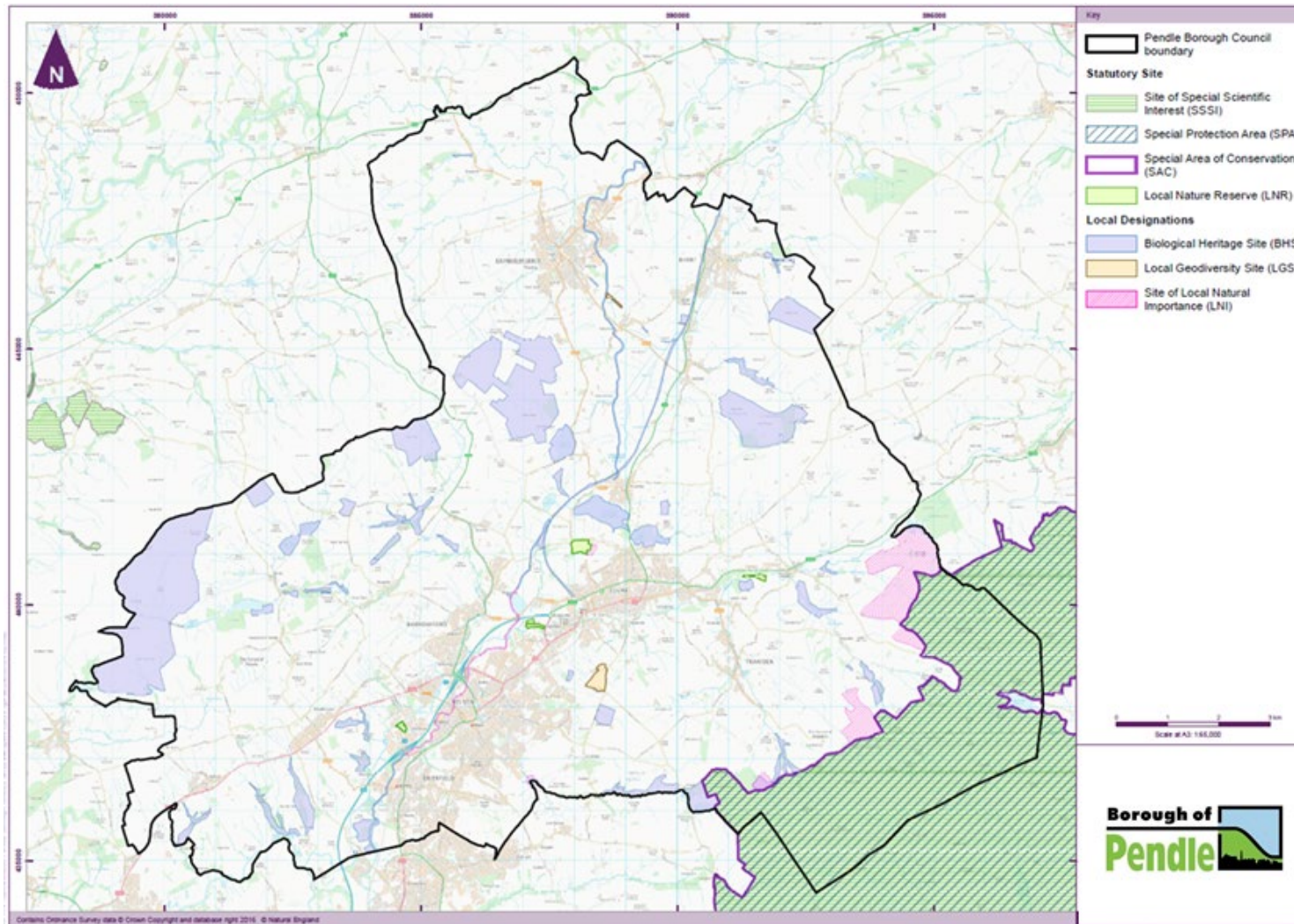
⁶ See application reference 24/0061/FUL

⁷ Pendle Borough Council (2010) Pendle Biodiversity Audit

⁸ Pendle Borough Council (2010) Pendle Biodiversity Audit

⁹ Pendle Borough Council (2019) Pendle Open Space Audit

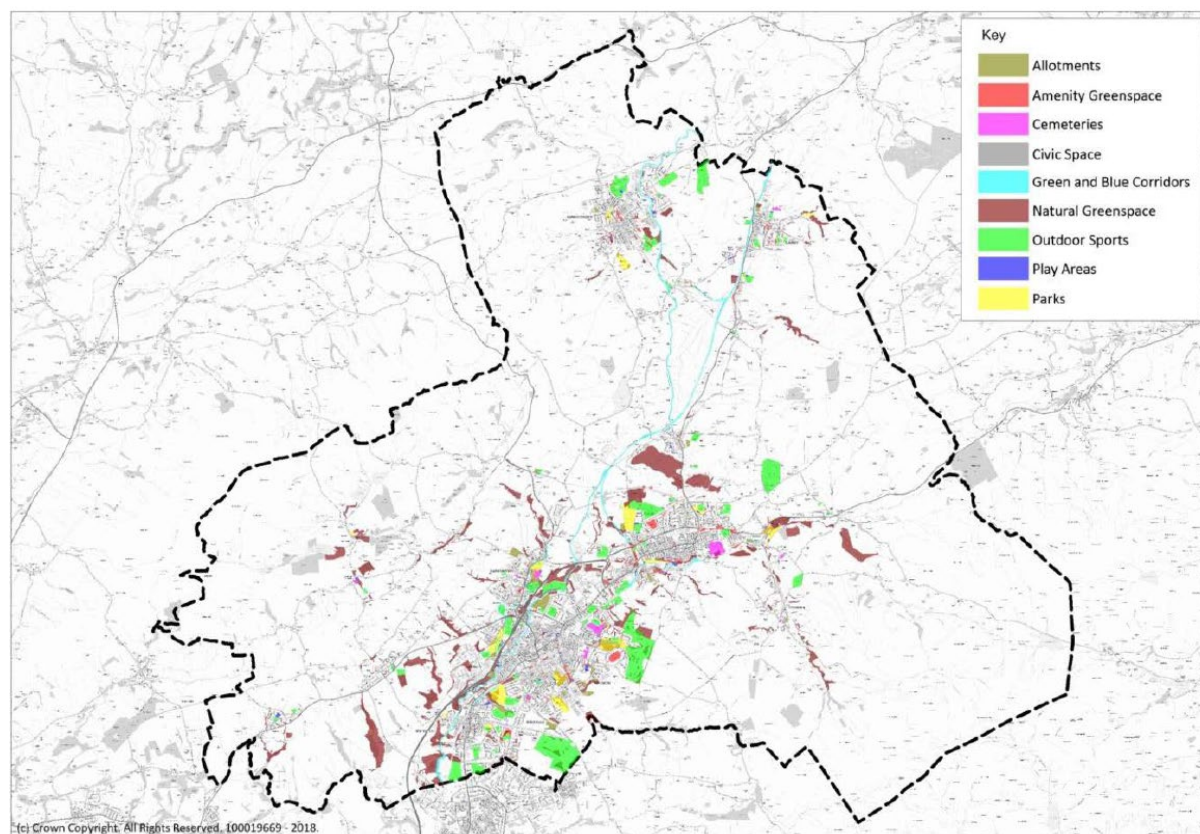
Figure 3.3 – Borough of Pendle



Baseline Analysis

- 3.2.21 There are a number of recognised green infrastructure assets in the borough including the Leeds and Liverpool Canal, and the track-bed of the former Colne-Skipton railway line, which provide well established linear routes and are classified as green corridors. A total of 33 sites have been classified as green corridor open space contributing some 89 hectares to the overall open space provision in Pendle.

Figure 3.4 – Open space in Pendle



Source: Pendle Borough Council (2019) Open Space Audit

- 3.2.22 The borough has four larger parks: Victoria and Marsden Park in Nelson; Alkincoats Park in Colne, and Victory Park in Barnoldswick. Here, there are areas of woodland and more formal gardens. The Green Flag Award Scheme is the national standard for parks and green spaces across England and Wales. The larger parks and four others have achieved Green Flag status in the borough. Parks with Green Flag status account for 47.854 hectares of open space, or 74% of the total parkland area in the borough (64.63 hectares). **Table 3.1** shows the parks which have achieved a Green Flag award.

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Table 3.1 – Pendle parks with Green Flag status

Park	Area (hectares)
Alkincoats Park, Colne	10.910
Ball Grove Park	4.731
Barrowford Park, Barrowford	4.261
Heyhead Park, Brierfield	2.073
Marsden Park, Nelson	10.520
Valley Gardens, Barnoldswick	2.174
Victoria Park, Nelson	8.101
Walverden Park, Nelson	5.084
Total	47.854

Source: Pendle AMR 2022/23 (2024)

- 3.2.23 In addition to the green corridor and park assets, the Forest of Bowland National Landscape provides extensive, accessible quality landscapes to the west whilst a small proportion of the Lancashire Green Belt extends into the south west of the borough within the M65 Corridor.
- 3.2.24 The Pendle Green Infrastructure Strategy was published in January 2019. The Green Infrastructure Strategy confirms priority areas for protection for biodiversity, recreation and landscape, and identifies opportunities for improvement and enhancement¹⁰. This includes the creation of green corridors through the borough's urban areas, and the enhancement of the rural-urban fringe.

Likely Evolution of the Baseline without the Local Plan

- 3.2.25 Information in respect of the condition of the South Pennines SPA, SAC, SSSI suggests that the condition is unfavourable but improving. The Pendle Biodiversity Audit (2010) identified a wide variety of potential threats to the site including lack of, or inappropriate, management, recreational pressures, fire, pollution, vandalism and development. In particular the Audit notes that drainage ditches, both new and old, lower the water table and can initiate erosion and oxidation of the peat; heavy grazing can have a significant impact on mire vegetation; and the construction of wind farms and communication masts, together with their associated infrastructure can cause significant hydrological disruption. Access roads and links to the national grid via landlines or pylons may also impact on very fragile blanket bog, particularly during the construction phase.
- 3.2.26 The Open Space Audit (2019) identified how the densely built-up areas of Pendle, especially those within the M65 Corridor, can suffer from poor open space provision. New policies within the Local Plan will help to ensure that communities are accessible to a sufficient range of open spaces to meet their needs promoting health and wellbeing.
- 3.2.27 It is reasonable to assume that without the Local Plan, existing trends could continue. However, whilst national planning policy contained in the NPPF would help to ensure that new development protects and enhances biodiversity. A lack of specific local policy support

¹⁰ As summarised in Figures 9.2, 9.3, 9.4 and 9.5 of the Pendle Green Infrastructure Strategy (2019).

Baseline Analysis

may result in the inappropriate location and design of development which could have a negative effect on overall biodiversity in the district. Further, opportunities may be lost to plan green infrastructure provision which could, for example, provide biodiversity enhancements through habitat creation schemes, as well as providing various wider social and health benefits to local communities. This is especially important given that most forms of new development (save for specific exemptions) are required to provide at least a 10% improvement to habitat provision connected to proposals in accordance with Net Gain for Biodiversity [“BNG”], as well as the role and weight given to Local Nature Recovery Strategies.

Summary of the Key Sustainability issues

- The need to restore and enhance biodiversity including sites with international, national and local designations for their nature conservation value.
- The need to maintain, restore and expand the Borough’s priority habitats.
- The need to secure habitat gains through new development.
- The need to safeguard existing green infrastructure assets.
- The need to enhance the green infrastructure network (including Local Nature Recovery Strategies), addressing deficiencies and gaps, improving accessibility and encouraging multiple uses where appropriate

Population and Community

Demographics

- 3.2.28 At the 2021 Census, Pendle had a population of 95,800, an increase of 6,348 people since the 2011 Census when the population stood at 89,452 (a 7.1% increase). The rate of population increase in Pendle over the last 10-years was the fifth highest in Lancashire. It is higher than both the national (6.3%) and regional average (5.2%). It exceeds the rate of growth predicted within projections and population estimates.
- 3.2.29 Of the total resident population, 50.5% female and 49.5% are male. Pendle has a slightly younger age profile than Lancashire and England as a whole (see **Table 3.2**).

Table 3.2 – Population by age group

Age Group	Pendle (%)	Lancashire (%)	England (%)
0-19 years	26	23	23
20-69 years	61	62	63
70 and over	13	15	14

Source: 2021 Census

- 3.2.30 The change in population age profile between the 2011 and 2021 Census shows marked increases in the percentage of 0–19-year-olds and a slight increase in working age population (see **Table 3.3**). The decrease in 20–29-year-olds is significantly higher than that experienced across Lancashire, North West and England as a whole. The percentage

Baseline Analysis

increase in those of 70 years or older is broadly consistent with the county, regional and English averages, however for Pendle is concentrated within the 70-79 age group.

Table 3.3 – Percentage change in population by age group

Age	Pendle change (%)	Lancashire change (%)	North West change (%)	England change (%)
0-9	5.7	2.1	3.5	1.9
10-19	16.1	3.3	1.6	1.5
20-29	-10.2	-1.6	-2.7	-2.4
30-39	14.4	9.8	12.7	10.9
40-49	0	-7.5	-12.9	-14.7
50-59	12.4	20.6	17.3	19.1
60-69	1.1	6	4.8	3.3
70-79	36.1	30.2	26.6	33.8
80+	4.5	14.7	14.2	16.2

Source Pendle Profile data from 2011 and 2021 Census

- 3.2.31 Using the ONS category descriptions, the population of Pendle largely comprises White and Pakistani ethnicities (see **Table 3.4**). The proportion of White British residents (66%) is lower than the English average (78.5%) and significantly lower than the Lancashire average (84.1%). 25.6% of the Pendle population are of Pakistani ethnicity. This is significantly higher than the Lancashire and England averages which stand at 5.6% and 1.9% respectively. The Pakistani Community in Pendle has grown as a proportion of the overall population over in the last 10-years from 17.1% to 25.6%.

Table 3.4 – Population by Ethnicity

Ethnicity	Pendle	Lancashire	England
White British	66.1	84.1	78.5
White Irish	0.4	0.5	0.8
White Gypsy	0.2	0.1	0.1
White Other	3.9	2.9	5.8
White and Black Caribbean	0.2	0.4	0.7
White and Black African	0.1	0.2	0.4
White and Asian	0.9	0.6	0.8
Other Mixed	0.3	0.3	0.7
Indian	0.3	2.5	2.6
Pakistani	25.6	5.6	1.9
Bangladeshi	0.3	0.6	0.8
Chinese	0.2	0.3	0.7
Other Asian	0.4	0.5	1.4
African	0.2	0.4	1.9
Caribbean	0.1	0.1	0.8

Baseline Analysis

Ethnicity	Pendle	Lancashire	England
Other Black	0	0.1	0.4
Arab	0.2	0.2	0.4
Other ethnic group	0.7	0.5	1.3

Source: 2021 Census

- 3.2.32 Pendle has largely seen a net outflow of population to other parts of the UK in the last number of years, as shown in **Table 3.5**. This outflow has been balanced to some extent by international migration which has seen a net inflow of people.

Table 3.5 – Migration in Pendle

Year	Inflow from UK	Outflow to UK	Net International Migration to Pendle	Mid-year population estimate
2011-2012	2,964	3,644	174	89,613
2012-2013	3,130	3,396	212	90,130
2013-2014	2,889	3,963	331	89,840
2014-2015	2,949	3,522	446	90,111
2015-2016	2,943	3,413	596	90,515
2016-2017	3,416	3,913	398	90,696
2017-2018	3,470	3,759	760	91,405
2018-2019	3,788	3,958	551	92,112
2019-2020	3,080	3,636	353	92,145

Source: ONS Local area migration ¹¹

Deprivation

- 3.2.33 The English Index of Deprivation [“IMD”] measures relative levels of deprivation in small areas of England called Lower Layer Super Output Areas [“LSOA”]. Deprivation refers to an unmet need, which is caused by a lack of resources such as income, employment, health, education, skills, training, and access to housing and services.
- 3.2.34 Pendle is the fourth most deprived Borough in the eastern Lancashire sub region (Blackburn and Darwen, Burnley, and Hyndburn are more deprived) with a ranking of 33 out of all 317 local authorities in 2019 (where a rank of 1 is the most deprived in the country and a rank of 317 is the least deprived), placing the Borough in the top 11% of all local authorities.
- 3.2.35 The Department for Levelling Up, Housing, Communities [“DLUHC”] also measure the number of LSOAs within authority areas that are within the top 10% most deprived in the county. 18 out of 57 LSOAs in Pendle fall within the 10% most deprived in England ranking Pendle as 29 out of 317 by this measure.

¹¹ ONS Migration within the UK dataset. Available via: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datasets/localareamigrationindicatorsunitedkingdom> (data no longer updated).

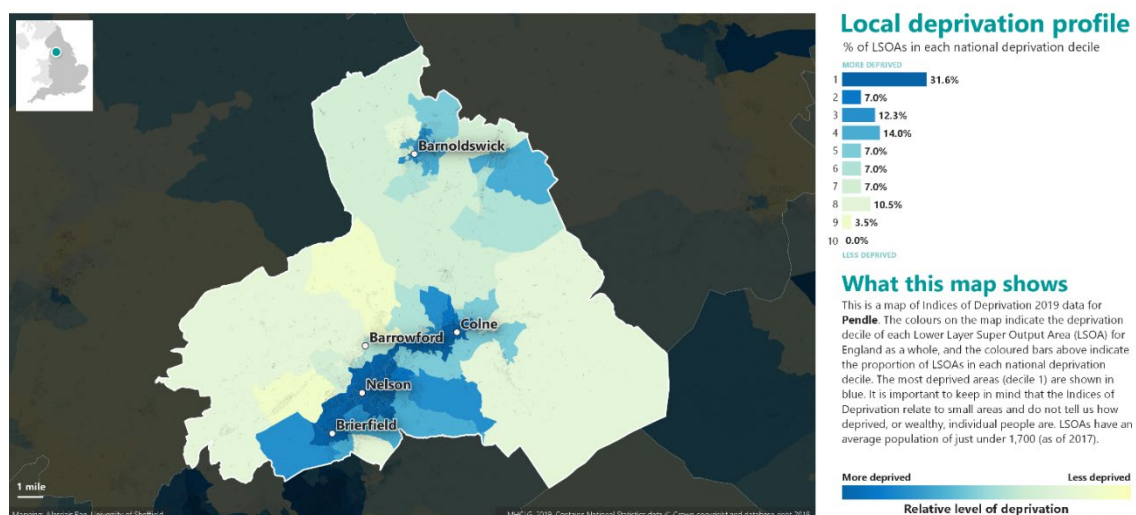
Baseline Analysis

Figure 3.5 – Pendle Indices of Multiple Deprivation

English Indices of Deprivation 2019

PENDLE

Ministry of Housing,
Communities &
Local Government



Source: English Indices of Multiple Deprivation 2019¹²

- 3.2.36 Of the 18 Pendle LSOAs in the top 10% most deprived nationally, all but 4 have seen a decline in their score showing worsening levels of deprivation. Pendle 007B in the Waterside ward, is the most deprived neighbourhood in the Borough and has seen its national ranking fall from 1,060th in 2015 to 677th in 2019 (out of 32,844 LSOAs where 1st in the most deprived). The second most deprived neighbourhood is Pendle 010E in the Southfield ward. Levels of deprivation recorded in this neighbourhood has seen some comparative improvement in its deprivation ranking increasing from 790th to 937th from 2015 to 2019. The Neighbourhood however remains within the 10% deprived LSOAs nationally. Particular issues affecting the Borough as identified through the IMD include health, education, skills, and training and employment. **Figure 3.5** shows the IMD profile for the borough and the concentration of deprivation within the inner urban wards of towns located within the M65 corridor.

Housing

- 3.2.37 Pendle falls within a distinct housing market shared with the neighbouring borough of Burnley. Pendle's housing stock is dominated by terraced properties. These properties were built in the late 19th and early 20th century and often have poor thermal characteristics, no off-street parking and small rear yard areas. This was the basis for intervention through the East Lancashire Housing Market Renewal Pathfinder between 2002 and 2011, one of nine pathfinder programmes in the country where intervention was needed to address issues associated with a weak and fragile housing market. Brierfield, Nelson and Colne fell within the pathfinder programme which aimed to address the failing housing market with low demand, low prices and poor-quality housing stock.

¹² English Indices of Deprivation Explorer. Available via: <https://imd2019.group.shef.ac.uk/>. Hosted by the University of Sheffield.

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- 3.2.38 In terms of housing quality, the 2011 Census identified that 6% of housing stock in the borough has no central heating, which is the highest percentage in the North West region. This is significantly higher than experienced across Lancashire as a whole (3.6%), the North West (3.1%) and within England (3.0%). The most recent Stock Condition Survey (2009) highlighted that 22.1% of the housing stock had at least one Category 1 hazard as defined by the Housing Health and Safety Rating System. This equates to approximately 8,700 properties containing hazards which will lead to illness, injury or infection. However, over the last five years 495 properties have had Category 1 hazards removed¹³. In addition, 36.3% of the housing stock was classed as 'sub-decent'; this equates to in excess of 14,000 properties which fail to meet the Government's minimum standard for Housing.¹⁴
- 3.2.39 The number of dwellings in the borough rose from 38,456 in 2001 to 39,387 in 2011, an increase of about 2.5%. In 2022 there was 41,306 dwellings in the borough¹⁵, with 2,101 new dwellings completed in the borough since 2011 (an average of 175 dwellings per annum). Since 2015, the number of net new housing completions has increased significantly to an average of 233 dwellings per year, compared to an average of 59 dwellings per year in the first four years of the plan period of the Core Strategy (see **Table 3.6**). Despite this recent increase, average completion rates have consistently remained below the Core Strategy's annual housing requirement of 298 new homes per year with this requirement exceeded just twice. The level of homes being provided since 2011 is significantly higher than the assessed Local Housing Need¹⁶ for Pendle which is 140 dwellings per annum.
- 3.2.40 Since 2011 1,138 long term empty homes have been reoccupied. When the total of new dwellings is combined with reoccupation of long-term empty properties (a significant source of supply in the borough and targeted by the Council in recent years) the total housing provision provided in Pendle is much higher. The number of long empty homes (those vacant for six months or more) stood at 632 in October 2023. This is a considerable reduction on the number in 2011 (1,770).

Table 3.6 – Net additional dwellings in Pendle (2011-2022)

Year	Net Housing Delivery	Reoccupation of long-term empty homes	Total provision	Cumulative Shortfall ¹
2011/12	61	195	256	-42
2012/13	30	369	399	59
2013/14	63	184	247	8
2014/15	83	-9	74	-216
2015/16	127	131	258	-256
2016/17	168	-44	124	-430

¹³ Pendle Borough Council (various) Performance Indicator Reports. Available via:

http://www.pendle.gov.uk/info/20085/performance_and_statistics/221/performance_indicator_reports

¹⁴ Stock Condition Survey (2009) referenced in the Pendle Borough Council (2013) Housing Renewal Policy

¹⁵ MHCLG live tables on dwelling stock including vacant dwellings. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

¹⁶ The formula for deriving local housing need is set out in [Planning Practice Guidance](#)

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Year	Net Housing Delivery	Reoccupation of long-term empty homes	Total provision	Cumulative Shortfall ¹
2017/18	139	82	210	-518
2018/19	310	154	464	-341
2019/20	208	-57	151	-488
2020/21	342	132	465	-312
2021/22	285	64	349	-281
2022/23	285	-63	222	-337
Total	2,101	1,138	3,219	-337

1. When compared to Core Strategy requirement of 298 new homes per annum

- 3.2.41 The average household size in Pendle is higher than in Lancashire and England as a whole and has increased to 2.51 persons. Household size grew at the highest rate in the North of England between 2011 and 2021. Pendle now has the second largest households in Lancashire. In terms of tenure, **Table 3.7** highlights that the percentage of owner-occupied households in the borough is broadly consistent with the national and county averages. The borough has a lower proportion of Council renting and lower levels of housing association properties but a higher proportion of privately rented property.

Table 3.7 – Housing tenure

Tenure	Pendle (%)	Lancashire (%)	England (%)
Owned outright	37.1	37.2	34.3
Owns with a mortgage, loan or shared ownership	28	30.5	30.3
Rented: social rent	11.8	12.5	15.8
Rented: private rent or lives rent free.	23	19.8	19.6

Source: 2021 Census

- 3.2.42 In Pendle, house prices are significantly higher in the rural areas in comparison to the M65 Corridor and Barnoldswick and Earby. In February 2024, the average (mean) house price in Pendle was £124,730¹⁷. This is around 40% of the English average which stands at £297,735. Detached properties in Pendle sold for an average of £238,918, semi-detached for £154,959, and terraced properties for £106,735. 61.1% of households in Pendle were in Council Tax Band A (the lowest Council Tax value), compared to 40.7% in the North West and 24.1% nationally¹⁸.
- 3.2.43 In terms of affordability, in 2023, the house price to workplace-based earnings affordability ratio for Pendle was 4.44. This is lower than the national (9.22) or regional (6.08) average. The overall change experienced in the affordability ratio since 2011 has been limited, increasing from 3.86 in 2011.

¹⁷ UK House Price Index <http://landregistry.data.gov.uk/app/ukhpi>

¹⁸ Dwelling stock by council tax band, Lancashire County Council, March 2021

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- 3.2.44 Although Pendle is significantly more affordable than the national average, low incomes, high unemployment and higher rates of private rented stock result in a local acute housing crisis. This is clearly apparent with the significant shortage of affordable housing in the Borough identified through the HEDNA.
- 3.2.45 Since adoption of the Core Strategy, 20% of gross new housing development delivered have met the definition of affordable housing. Owing to viability constraints, the bulk of new affordable housing has come forward at 100% affordable housing schemes supported by grant funding. This trend has recently continued with major development sites at Recreation Ground off Harrison Drive, Colne (19/0801/FUL) and Former James Nelson's Sports Ground, Nelson (19/0901/FUL) which are now both complete. The strategic development site at Trough Laithe, Barrowford will also make a significant contribution to near term affordable housing needs with around 100 affordable dwellings expected.

Economy

- 3.2.46 The Integrated Economic Strategy for Pennine Lancashire 2009-2020¹⁹ identifies that the sub region (comprising the Boroughs of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale) is an area with a long and proud industrial heritage. Having been central to the industrial boom of the 19th and early 20th centuries, the area has experienced continued decline of its staple industries, which reflects the trend nationally. However, during that time there has also been economic diversification. Today Pennine Lancashire remains a strong manufacturing area, with many examples of leading cutting-edge businesses including Rolls Royce in Barnoldswick. Aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all featuring strongly in the make-up of the area's economy.
- 3.2.47 Median gross weekly pay for full-time workers residing in the borough in 2023 were £482.60. Wages are higher now than at any point since 2015 however high inflation means that households are not seeing the benefits of this. In March, 6.4% of the borough's population were claiming Job Seekers Allowance. This is higher than the regional and national averages at 4.3% and 3.9% respectively.²⁰ The number of claimants has, to a degree, recovered since the COVID-19 pandemic, however, has recently started to increase.
- 3.2.48 Nomis labour market statistics show that for the period between January 2023 to December 2023, 58% of the working age population was economically active. This is significantly below both the North West (76.7%) and national (78.8%) figures. Pendle has significantly lower than average number of people employed in occupations in the socio-economic classification (SOC) 2010 major groups 1-3 (29%) than the regional (46.8%) and national average (49.7%). Conversely Pendle has a higher-than-average number of people employed in SOC 2010 group 5 'Skilled Trades' (12.8%) and SOC Major Group 8-9 (24.6%) reflecting the borough's manufacturing economic base. **Table 3.8** below shows the breakdown by Major Groups. Data for 2023 is not yet available. Table 3.8 shows data from 2021.

¹⁹ Pennine Lancashire Leaders and Chief Executives (2008) An Integrated Economic Strategy Pennine Lancashire 2009-2020

²⁰ Nomis Statistics. Available via: <https://www.nomisweb.co.uk/reports/lmp/la/1946157096/report.aspx>

Baseline Analysis

Table 3.8 – Employment by occupation

Occupation	Pendle (%)	North West (%)	Great Britain (%)
Soc 2010 Major Group 1-3 1. Managers and Senior Officials 2. Professional Occupations 3. Associate Professionals & Technical	29.1	46.8	49.7
Soc 2010 Major Group 4-5 4. Administrative & Secretarial 5. Skilled Trades Occupations	23.3	19.2	19.0
Soc 2010 Major Group 6-7 6. Caring, Leisure and Other Service Occupations 7. Sales and Customer Service Occupations	23.1	17.5	16.2
Soc 2010 Major Group 8-9 8. Process Plant & Machine Operatives 9. Elementary Occupations	24.6	16.5	15.1

Source: NOMIS (2022) Labour Market Profile – Pendle January – December 2021

- 3.2.49 Pendle has a significantly higher number of people who work in the manufacturing sector than the regional and national average with almost one third (30.3%) employed in this sector. The regional average is 9.7% whilst for Great Britain as a whole it is 7.9%. The other significant sectors are Wholesale and retail trade, repair of motor vehicles and motorcycles which comprise 18.2% of the workforce; Human health and social work activities (10.6%); and education (10.6%). The latest Nomis Statistics²¹ (2023) show that 88.9% of enterprises in Pendle are micro (with 0-9 employees), which is slightly higher than the equivalent figure for the North West region (88.3%). The number of large enterprises (250+ employees) amounts to 0.3% of all enterprises, which is slightly lower than the North West region.
- 3.2.50 The Jobs and Growth Strategy for Pendle (2013) identifies that addressing the lack of industrial land in the borough is key to achieving economic prosperity. In the monitoring year 2022/23 only 1751m² of new employment floorspace was created in the borough (significantly below the amount of existing employment floorspace lost to other land uses – 5,706m²). Employment land delivery has declined significantly since 2011 with significant deviation from targets of the Core Strategy²². The amount of available employment land with planning permission for B2 or B8 uses is however at its highest level²³. This is largely due to the availability of employment land at sites allocated through the adopted of the Core Strategy which have yet to be implemented.
- 3.2.51 Tourism provides an increasingly important contribution to the local economy. There are currently around 40 visitor attractions in the district and a similar number of accommodation providers. The total number of jobs supported in the hospitality industry has increased from 1,397 in 2011 to 1,750 in 2021. Over 2.8 million tourists visited the area in 2018. Visitor economic impact on the Pendle totalled £130.4 million.²⁴

²¹ Nomis Statistics. Available via: <https://www.nomisweb.co.uk/reports/lmp/la/1946157096/report.aspx#tabidbr>

²² See Indicator EC01, AMR 2022/23

²³ See indicator EC03, AMR 2022/23

²⁴ Lancashire STEAM Tourism Economic Impacts Summary (2014) available via: <http://www.marketinglancashire.com/dbimsgs/Marketing%20Lancashire%20%20STEAM%202014%20-%20Summary%20-%20Final.pdf> [accessed December 2016]

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Skills and Education

- 3.2.52 **Table 3.9** shows qualification attainment in Pendle, the North West and Great Britain in 2019 and 2023. The table shows qualification attainment has generally improved in Pendle over the last 4-years. There has however been a slight fall in the proportion of residents achieving RQF4 or above. Despite the overall improvement recorded, the borough is still significantly behind the North West and Great Britain which has seen similar progress over the last 4-years.
- 3.2.53 There are currently 37 primary and 6 secondary schools in the borough. Additionally there is one further education college (Nelson and Colne College).

Table 3.9 Level of qualification obtained

Level	Pendle (%)		North West (%)		Great Britain (%)	
	2019	2023	2019	2023	2019	2023
RQF4 and above	28.4	22.7	36.1	44.4	40.3	47.3
RQF3 and above	44	63.4	55.2	65.8	58.5	67.8
RQF2 and above	59.6	81.2	74.5	86.6	75.6	86.5
RQF1 and above	73.5	85.9	85	89.6	85.6	89
No qualifications	20.1	No data	8.7	6.7	7.7	6.5

Source: Nomis (2021) Qualifications January 2019 – December 2023.

Community facilities and Services

- 3.2.54 The Core Strategy contains a hierarchy for retail provision which will be reviewed through the Local Plan. These centres are the most sustainable for service development. The current Retail Hierarchy is shown in **Figure 3.7** below and reflects the evidence in the Pendle Sustainable Settlements Study (2008)²⁵ and Pendle Retail Capacity Studies²⁶. Both studies will be updated through the plan preparation process, informing the Local Plan's approach towards retail development taking into account changes made to the Use Class Order and National Planning Policy.

²⁵ Pendle Borough Council (2008) Sustainable Settlements Strategy

²⁶ Pendle Retail Capacity Study (2007 and 2012 update)

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Figure 3.7 – Current Retail hierarchy in Pendle

Town Centres	
M65 Corridor	West Craven Towns
• Nelson	• Barnoldswick
• Colne	
Local Shopping Centres	
M65 Corridor	West Craven Towns
• Brierfield	• Earby
• Barrowford	
<p>In Rural Pendle the provision of new retail facilities, to meet an identified need, will be encouraged. In the first instance rural retail provision should be located in one of the Rural Service Centres (Fence, Trawden, Foulridge and Kelbrook). Where this is not possible the re-use of existing buildings or development on a site within a Rural Village may be considered.</p>	

Source: Pendle Local Plan Part 1: Core Strategy (2015) Retail Hierarchy

- 3.2.55 Nelson, Colne and Barnoldswick have the widest range of services and facilities in the Borough. Nelson and Colne are the most accessible centres in the Borough, with Nelson having a public transport interchange and Colne being served by both a bus and railway station. Barnoldswick, which is not on an 'A' classified road or rail line is less well served by public transport and may be considered to be less accessible. However, its functional role as a town centre is vital in providing services to the local population in the West Craven area. Local Shopping Centres of Brierfield, Barrowford and Earby play a supporting role to the three town centres, providing the everyday retail and service needs for their respective populations. The Rural Service Centres act as hubs for the surrounding smaller villages, hamlets and farmsteads and wider rural areas. The Pendle Sustainable Settlements Study (2008) highlighted that many of the rural villages also offer a limited retail function, primarily to meet the needs of their local community and tourists. The 2023 Retail Occupancy Survey shows general decline in occupancy across all designated centres. The rate of decline is variable across the borough, with the highest rates recorded in Nelson and Brierfield. Vacancy is much lower in Barnoldswick, Barrowford and Colne.
- 3.2.56 The Pendle Infrastructure Strategy (2014) identified that urban areas of Nelson (including Brierfield), Colne, and Barnoldswick have access to a range of services and facilities including a range of employment areas, GPs, hospitals, further education, primary schools, secondary schools and supermarkets and supported by a range of infrastructure to support sustainable communities. The Strategy also identifies that within the rural areas of Pendle there are varying levels of accessibility to services but in general terms the rural areas are fairly well served in terms of access to primary level education. A new Strategy will be prepared to inform the Local Plan.

Likely Evolution of the Baseline without the Local Plan

- 3.2.57 Since 2011 housing delivery has averaged 175 dwellings per year. Early on during this period, low net completion rates were influenced by the tail end of the moratorium to housing growth implemented through the structure plan and housing renewal programmes. The 2008 economic recession had a deep and prolonged effect on Pendle, further dampening build rates. More recently housing completions have increased as new

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deliverable sites have come forward for housing. It is anticipated that this increase in the delivery of new homes will continue in the short term as the existing supply is built out.

- 3.2.58 The completions rates currently achieved in Pendle is largely void of housing allocations with the Core Strategy allocating only Trough Laithe for housing. The Local Plan is likely to include a number of policies to help ensure the delivery of new housing including the allocation of land for the development of new homes. Without an up-to-date Local Plan there would be a risk that new housing would not be provided in the most sustainable locations owing to the absence of detailed development management policies to guide development and the identification of specific site allocations. Existing policies such as established settlement boundaries may become out-of-date with increasing pressure to develop greenfield land. The allocation of specific sites would undoubtedly help to accelerate delivery by offering certainty and a choice of available, suitable and deliverable sites to developers.
- 3.2.59 The sub-regional Pennine Lancashire Housing Strategy (2009)²⁷ aims to meet the housing, health and support needs of residents and vulnerable people; promoting better services with greater choice and accessibility that are fully integrated into local communities. The sub-regional Pennine Lancashire Integrated Economic Strategy (2009) and regional Lancashire Strategic Economic Plan (2014) rely on provision of appropriate housing and employment to meet their aims. The delivery of employment land is a key driver and without specific allocations sites might not come forward within the borough.
- 3.2.60 The absence of a Local Plan would not halt the delivery of housing and employment. However, without up-to-date strategic policy as well as specific and detailed local policy relating to (in particular) the quantum, type, quality and location of new development and any specific policy requirements, the extent to which new development meets the needs of Pendle's communities and businesses would be more uncertain as key decisions over where and when development takes place would be market driven. This could (inter alia) undermine the potential for new development to help address shortfalls in affordable housing, tackle deprivation, deliver community facilities and services and boost local economic and skills development. Further, the lack of more detailed local planning policy could result in the objectives of other plans and programmes, including the Pennine Lancashire Housing Strategy, Pennine Lancashire Economic Strategy and the Lancashire Strategic Economic Plan, being unfulfilled.

Summary of the Key Sustainability Issues

- The need to enable housing growth and plan for a mix of accommodation to suit all household types and to retain economically active residents particularly in light of demographic changes and changes to household size.
- The need to make best use of and improve the quality of the existing housing stock in the inner urban areas of the borough, in particular recognising the high number of terraced houses of poor quality.

²⁷ Pennine Lancashire Leaders and Chief Executives (2009) Pennine Lancashire Housing Strategy 2009-2029

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- The need to bring forward key employment sites, achieve economic growth and diversify the local economy in a sustainable manner that protects the environment whilst allowing social and economic progress that recognises the needs of all people.
- The need to fulfil the aims of sub-regional Pennine Lancashire Housing Strategy (2009), Pennine Lancashire Integrated Economic Strategy (2009) and the Lancashire Strategic Economic Plan (2014).
- The need to increase local employment opportunities in order to reduce the gap between the number of households in the borough's settlements and the availability of local jobs and reduce population outflow from the borough.
- The need to address deprivation. Although a number of areas have improved in terms of deprivation since 2010 others have declined there are still significant pockets of deprivation in the borough. Overall the borough is the 33rd of the most deprived nationally.
- Reduce the gap in average wages between Pendle and the county, regional and national average.
- The need to promote social cohesion, recognising the diversity of Pendle's communities.
- The need to increase educational attainment and skills in the local labour force.
- The need to maintain and enhance the vitality of the borough's town centres and local shopping centres, villages and rural areas.
- The need to safeguard existing community facilities and services and ensure the timely delivery of new facilities to meet needs arising from new development.
- The need to support and grow tourism in the borough, recognising the emergent importance of this sector to the local economy.

Health and Wellbeing

Health

- 3.2.61 The Health Profile for Pendle produced by the Office for Health, Improvement and Disparities (OHID) highlights that the health of the borough's population is generally worse than the average across England. Life expectancy for both men and women are lower than the England average. There are larger health disparities for men than women in deprived communities, with men expected to live 9.2 years fewer within these areas than outside of them.
- 3.2.62 In 2023, 72.2% of adults and 23.9% of (Year 6) children were classified as overweight or obese. The rate of alcohol related harm hospital stays was 479 (per 100,000 population), around the same as the English average. The rate of self-harm hospital stays was 125 (per 100,000 population) again the same as the English average. The rate of TB is higher than average. The rate of sexually transmitted infection is lower than average. Estimated levels of adult physical activity is below the English average.
- 3.2.63 Priorities in Pendle include health inequalities, mental health and wellbeing, and improving health outcomes for children and young people. The Lancashire Health and Wellbeing

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Strategy²⁸ notes that at the County level, although fewer people are now smoking tobacco, smoking rates among manual labour social groups remain static. Alcohol consumption and obesity are increasing, putting increasing demands on health and social care services. Patterns of drug use are also changing, with evidence of increases in the proportion of people misusing a combination of different drugs and alcohol within a recreational context.

- 3.2.64 The Pendle Infrastructure Strategy (2014) identified eleven GP surgeries/ Primary Care Service locations across the Borough, seven of which are in the towns within the M65 corridor. GP to patient ratios for the sub-region (covered by the East Lancashire Clinical Commissioning Group (CCG)) indicate that there are 1,702-1,970 patients per one full-time equivalent GP.²⁹

Open Space

- 3.2.65 The provision of open space, sports and recreational facilities can play a significant role in the promotion of healthy lifestyles. The Council produced an Open Space Audit in 2019 and Biodiversity Audit in 2010. The Open Space Audit identified that:
- There were 246 identified woodland open space sites cover 336 hectares of land either within, or within 300 metres of the defined settlement boundaries in Pendle.
 - A total of 36 natural greenspace sites covers 194 hectares of land, approximately 18% of the total open space provision in Pendle.
 - Both the Leeds and Liverpool Canal, and the track-bed of the former Colne-Skipton railway line, provide well established linear green corridor routes. A total of 33 sites have been classified as green corridor open space contributing 89ha to the overall open space provision.
 - A total of 58 allotments have been identified covering nearly 36 hectares.
 - Nearly 36% of all open space sites in Pendle are under 0.2 hectares in size. However, despite their number these sites account for less than 3% of the overall open space resource in the Borough.
 - Sites up to 2.0 hectares in size account for nearly 80% of all open space sites but only provide just over one quarter of total coverage.
 - Sites are not necessarily accessible to all members of the public. The vast majority of sites surveyed offer either general or de facto public access. Access to the remaining sites is however restricted to particular groups of residents, clients, employees, school or college pupils. Together these private sites account for nearly 206 hectares of open space, equating to nearly 20% of the total land provision.
 - The largest open space sites, those of over 20 hectares, comprise the Borough's golf courses (Marsden, Colne and Nelson), Foulridge Reservoirs and Spurn Clough Biological Heritage Site in Reedley.

²⁸ Lancashire County Council (2014) Lancashire Health and Wellbeing Strategy

²⁹ Findings from a combination of GP workforce census data published in early 2014 and October data on patient populations from the Health and Social Care Information Centre – taken from GP Online. Available via: <http://www.gponline.com/exclusive-huge-variation-gp-patient-ratio-across-england-revealed/article/1327390>

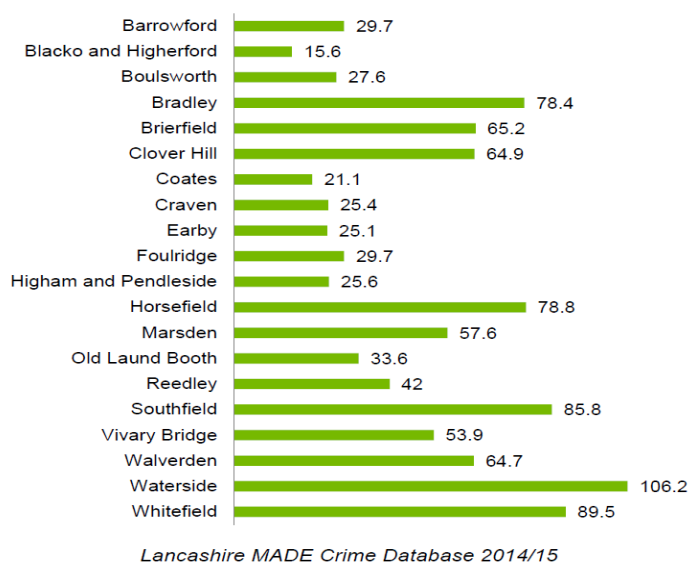
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- 3.2.66 The Audit highlighted the lack of open space within the built-up areas. It identified that when considering the typologies that make up local provision only (i.e. excluding parks, outdoor sports and civic space typologies) two rural wards, Boulsworth and Foulridge, and one urban ward, Waterside (Colne), showed a surplus of five of the eight remaining typologies. Two urban wards, Clover Hill (Nelson) and Horsfield (Colne), were the poorest wards in terms of relative deficiencies.

Crime

- 3.2.67 The strategic priorities identified in the Pendle Sustainable Community Strategy³⁰ includes reducing the fear of crime and making Pendle a place where people feel safer, and crime continues to fall. The Strategy notes that Pendle generally has low levels of recorded crime, but the fear of crime remains a key issue.
- 3.2.68 The Strategy notes that crime is often fuelled by factors such as poverty, poor housing and low educational attainment. Crime patterns vary across Pendle and crime rates tend to be higher within the most disadvantaged areas and can be two or three times higher than in other wards. The total recorded crime rate in Pendle for 2022/23 (64.98 per 100,000) is lower than the North West average (91.34 per 100,000). The most common reported crime in Pendle is violence against a person without any injury.
- 3.2.69 Recorded crime rates vary significantly across the borough and generally reflect the urban/rural geography of the borough with higher rates experienced in the urban areas. The highest total recorded crime is in Waterside ward (Colne) where there were 106 recorded crimes for every 1,000 people in the ward between August 2014 and July 2015 with the lowest crime rate being found in the rural ward of Blacko and Higherford where only 15.6 crimes were recorded for every 1,000 people.

Figure 3.8 – Recorded crime rates per 1,000 population by ward



Source: Pendle Profile (2015)

³⁰ Our Future, Our Pendle: Sustainable Community Strategy for Pendle 2008-2018

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Likely Evolution of the Baseline without the Local Plan

- 3.2.70 It is difficult to predict how health in the area will change over time. However, it is likely that the growth in the percentage of population approaching retirement age in the borough will increase demand for health services in the future. Planning policy can facilitate the promotion of healthy lifestyles by (inter alia) safeguarding existing open space and recreational facilities and addressing deficiencies. Local planning policy can also help to ensure the future provision of health facilities and services to meet local needs and ensure that new development does not give rise to adverse impacts on human health. It can also seek to locate development within walking and cycling distance of services and facilities.
- 3.2.71 The Local Plan will set out policy to support the provision and enhancement of open space as well as Local Green Spaces, which are of particular importance to the local community, within the borough. Without the Local Plan, existing open spaces may be at risk of loss to development, and identified deficiencies in quality and accessibility of open space will not be addressed by new development. Local Green Spaces will not be delivered in the borough.
- 3.2.72 Future rates of crime are dependent on a complex range of socio-economic factors. Secure by design principles are set out in planning policy. Similarly land use policy which promote use of spaces and buildings throughout the day, avoiding dead frontages, and providing spaces which benefit from surveillance also benefit in reduce the potential and/or perception of crime occurring.

Key Sustainability issues

- The need to enhance and protect the health and wellbeing of the borough's population.
- The need to promote healthy lifestyles and in particular address obesity and levels of physical activity.
- The need to address health and disability related deprivation.
- The need to protect and enhance open space provision across the borough and address accessibility issues identified by the Open Space Audit and emerging Green Infrastructure Strategy.

Transport and Accessibility

Transport Infrastructure

- 3.2.73 The M65 Motorway provides the main transport corridor through the borough. The M65 Motorway runs between the boundary with Burnley within the south of the borough to Colne. It is managed by Lancashire County Council. In addition to the M65, the key strategic road network consists of the single carriage way routes of the A56, A682 and A6068. The A682 and A56 run in a north-south direction from Burnley through Barrowford and Colne, and towards Gisburn and Skipton respectively. The A6068 runs east-westwards through the North Valley of Colne linking to Keighley and Padiham.

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- 3.2.74 The Pendle Infrastructure Study (2014) notes that a key issue for the borough is congestion on east-west routes through Colne. Since the closure of the railway north of Colne in the early 1970s the single carriageway A682, A56, and A6068 take much of the traffic which transports goods and people between Lancashire and Yorkshire. Strategic routes are highly congested at peak times particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby. The following areas have been identified as the main congestion hotspots in the borough:
- Vivary Way / North Valley corridor.
 - M65 junction 13 north bound off slip road.
 - Albert Road/ Church Street, Colne.
 - Gisburn Road, Barrowford; and
 - Whitewalls Drive / Burnley Road roundabout.
- 3.2.75 With regards to future highways improvements, the Lancashire Local Transport Plan (LTP3)³¹ indicates that Lancashire County Council will spend £25.27m on highways and transport services in Pendle up to 2021 and that this will be targeted at:
- Improving east-west and north-south connections and links into Central Lancashire and Manchester; and
 - Improving the quality of public transport infrastructure and services serving the district.
- 3.2.76 In addition, the East Lancashire Highways and Transport Masterplan (2014)³², published in February 2014, shows a number of routes for a proposed bypass west of Colne to Foulridge. It demonstrates the need for a bypass and outlines the economic benefits it will bring to the area.
- 3.2.77 With regards to public transport, Northern Rail maintains three railway stations in Pendle at Brierfield, Nelson and Colne. An hourly rail service runs from the terminus at Colne to Burnley, Blackburn, Preston (with connections to the West Coast Mainline) and Blackpool. The Bus-Rail Interchange in Nelson, which opened in 2008, provides direct connections between rail and bus services. The Pendle Infrastructure Study (2014) notes that there are no direct Rail services to the major centres of Manchester, Leeds, or Bradford which is a key transport issue (see **Figure 3.9** for connectivity across the wider sub-region). Existing services are also infrequent and have suffered problems with reliability. The Nelson Interchange is considered to have improved facilities in Nelson, but Colne station suffers from poor links with the town centre.
- 3.2.78 The reinstatement of the Colne-Skipton railway line scheme is supported in the long term (2019-2029) in the Lancashire and Cumbrian Rail Utilisation Strategy³³ if funding can be secured. If reinstated, the line would allow services from Burnley Central to go to Leeds (either directly or via a change at Skipton) thereby significantly reducing journey time by

³¹ Lancashire County Council (2011) Local Transport Plan (LTP3): A Strategy for Lancashire 2011-2021

³² Lancashire County Council and Blackburn with Darwen Borough Council (2014) East Lancashire Highways and Transport Masterplan 2014 – 2021

³³ Network Rail (2008) Lancashire and Cumbria Route Utilisation Strategy

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public transport between Nelson and Colne and Leeds and offers potential strategic relief to capacity issues identified on existing trans Pennine routes. The Pendle Infrastructure Study (2014) notes that Lancashire County Council also supports the scheme in principle but there are concerns over the cost implications. Costs of £42-80m have been quoted depending on whether the scheme offers a single or double track alignment and service frequency.

- 3.2.79 Local bus services run from the main towns of Nelson and Colne to the rural settlements with a minimum hourly service. A half hourly service runs between Higherford, Nelson and Burnley. The service along the A682 between Colne and Burnley offers a high frequency service at intervals of up to 7 minutes. The Witch Way operates some morning only services between Nelson and Manchester with connections available to wider services at Burnley Bus Station. Mainline services offer direct links between Pendle and many towns in Pennine Lancashire with routes extending to Skipton, North Yorkshire and Keighley, West Yorkshire. Stagecoach operates a half hourly service between Skipton and Preston via Clitheroe which also serves Barnoldswick and Earby. There is also a network of local routes operating at half-hourly to less frequently intervals operating within the urban area of the M65 corridor and linking to settlements located within the rural western parishes including Fence, Newchurch-in-Pendle and Barley.

Figure 3.9 – Connectivity in East Lancashire and the wider area



Source: East Lancashire Transport Highways and Transport Masterplan

Baseline Analysis

- 3.2.80 Providing opportunities for walking and cycling within the borough is key to promoting sustainable forms of transport and reducing levels of congestion (as well as providing opportunities for healthy living and green infrastructure improvements). There are cycle paths serving Whitewalls Industrial Estate, high schools on the west side of Colne, Nelson and Colne College, West Craven Business Park in Earby and Lomeshaye Industrial Estate from the north. There is a contraflow cycle lane on Leeds Road in Nelson town centre. The Pendle Cycling Strategy³⁴ seeks to promote Pendle as a centre for cycling. The Strategy supports an increase in cycling in the Borough by supporting the development of safer, quiet routes to school and the workplace for health and wellbeing, promoting cycling as a recreation activity, and the role of cycling in tourism. Cycling in Pendle represents an increasingly important industry and has also seen the borough secure major investments such as the Steven Burke Sport Hub.

Movement

- 3.2.81 The average distance commuted to work in England and Wales increased from 13.4 km in 2001 to 15.0 km in 2011. According to the 2011 Census, the average distance travelled to work by Pendle residents was 14km in 2011, a significant increase of 33.5% from the distance of 10.5km as at the 2001 Census. **Table 3.11** compares the distance travelled to work by the Borough's residents in 2001 and 2011 and highlights that the number of people travelling less than 10km has decreased overall. The 2011 Census also illustrates that the primary means of travelling to work is by car or van (37.9% of journeys). Data for the 2021 census is available however the survey was undertaken during a period of lockdown potentially resulting in unreliable results.

Table 3.11 – Distance travelled to work

Distance Travelled to Work	Number of People (2001)	Number of People (2011)
Less than 2 km	10,590	9,011
2 km to less than 5 km	7,734	7,431
5 km to less than 10 km	6,627	6,409
10 km to less than 20 km	4,256	5,276
20 km to less than 30 km	1,283	1,798
30 km to less than 40 km	1,014	1,321
40 km to less than 60 km	774	1,093
60 km and over	504	815
Working from home	3,011	3,370
No fixed place	2,730	2,800

Source: ONS (2001) *Census 2001*; ONS (2011) *Census 2011*.

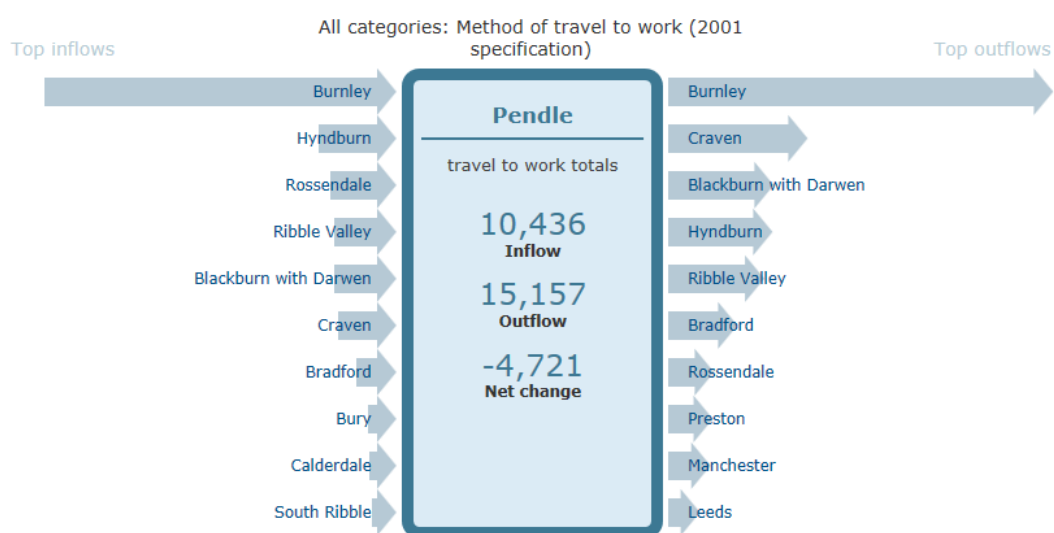
- 3.2.82 Overall, Pendle has a net outflow of 4,725 commuters with 10,432 coming into the borough to work and 15,157 commuting out of the borough to work (see **Figure 3.10**). The close links between Burnley and Pendle are reflected in the fact that at the time of the 2011 Census, 5,159 commuters travel between Pendle to Burnley, and 4,692 come into the borough from Burnley. The second highest number of commuters out of the borough is to Craven District where 1,713 commuters journey to work whilst only 596 come into the

³⁴ Pendle Borough Council (2016) Pendle's Cycling Strategy 2016-21

Baseline Analysis

borough³⁵. Commuting to the cities of Manchester and Leeds is significantly lower with a net outflow of 287 to Manchester and 134 to Leeds respectively. Journeys to work are therefore relatively contained within the immediate sub region and to neighbouring Yorkshire authorities.

Figure 3.10 – Workplace destinations



Source: NOMIS (2014) Location of usual residence and place of work by method of travel to work.³⁶

Likely Evolution of the Baseline without the Local Plan

- 3.2.83 An increase in population and households in the borough will in-turn generate additional transport movements. Based on existing trends, the majority of these movements are likely to be by car with a continuation of (net) out-commuting but also some in-commuting. This could result in increased pressure on the local road network and public transport infrastructure. In this regard, there may be further congestion issues exacerbated by new development in the borough.
- 3.2.84 The Lancashire Local Transport Plan ["LTP3"] sets the framework for improvements to the transport infrastructure network in the borough specifically: improving east-west and north-south connections and links into Central Lancashire and Manchester; and improving the quality of public transport infrastructure and services serving the district. The LTP3 period has now ended, however its priorities remain. The sub-regional East Lancashire Highways and Transport Masterplan 2014 – 2021 includes a range of measures, including routes for a proposed bypass from Colne to Foulridge. The Core Strategy includes policy to support these objectives and specifically supports the provision of a strategic road link towards Yorkshire (the A56 bypass) as well as reinstatement of the Colne to Skipton railway line. It is likely, given the significance of these projects, that these policy safeguards would remain through the new Local Plan.

³⁵ Census 2011 data available from http://www.nomisweb.co.uk/census/2011/all_tables?release=OD.1 [accessed December 2016]

³⁶ Available via: <https://www.nomisweb.co.uk/census/2011/WU03UK/chart/1132462234> [accessed April 2022]

Baseline Analysis

- 3.2.85 The Local Plan could help to reduce pressure on road infrastructure by adopting a spatial strategy would seeks to promote access by walking and cycling routes and direct the delivery of housing and employment opportunities to accessible locations. Without the Local Plan there would be a significant policy gap with regard to the location of future growth and no site-specific allocations for employment and housing development. This gap could result in development being located in areas that are not well served by community facilities, services and jobs thereby leading to an increase in transport movements. Allied to this, opportunities may be missed to support the strategic approach to investment in transport infrastructure.

Key Sustainability Issues

- The need to ensure timely investment in transport infrastructure and services to accommodate anticipated growth.
- The need to address congestion, particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby.
- The need to maintain the connectivity of the borough's main settlements via public transport within and beyond the borough.
- The need to encourage alternative modes of transport to the private car particularly forms of active travel.
- The need to ensure that new development is accessible to community facilities and services and jobs so as to reduce the need to travel.
- The need to encourage walking and cycling.

Land Use, Geology and Soil

Land Use

- 3.2.86 **Table 3.12** illustrates the key land uses in the borough (as at 2005) and highlights that the overwhelming majority (88%) of the borough is classified as green space. This reflects the largely rural nature of the borough outside of the M65 corridor.
- 3.2.87 The NPPF encourages the effective use of land by re-using land that has been previously developed. Overall since the start of the plan period 63% of new development has taken place on previously developed land (PDL) (often referred to as brownfield land)³⁷. In 2022/23 203 homes of the 285 completed in the borough were delivered at greenfield sites. The number of homes delivered on greenfield sites has been steadily increasing of late. The proportion of homes completed on greenfield sites remains much lower than in the early years of the plan but is likely to remaining high for the next few years taking into account projected completions³⁸.

³⁷ See Indicator SD03 Pendle AMR 2022/23

³⁸ See Pendle Five Year Supply Position Statement 2021 to 2022 [Five Year Housing Land Supply | Pendle Borough Council](#)

Baseline Analysis

Table 3.12 – Land uses in Pendle

Land Use	Area - Square metres (m ²) (thousands)
Domestic Buildings	2,535.73
Non-Domestic Buildings	1,647.74
Road	5,114.95
Domestic Gardens	6,230.68
Greenspace	151,117.48

Source: Neighbourhood Statistics Key Figures for the Physical Environment (2005)

- 3.2.88 The Council no longer reports the amount of derelict and vacant land. However the latest available data for 2016/17 indicates that overall there are 34 hectares of derelict land and 5.8 hectares of vacant land within the Borough. The amount of vacant and derelict land has varied over time showing a number of sites are being redeveloped but additional, older sites are still becoming derelict in the borough³⁹.

Geology

- 3.2.89 The borough is shaped by its geology. Pendle stands at the head of the Calder Valley. To the north, east and south are large tracts of upland moor. To the west stands Pendle Hill, formed from Pendle Grit, a coarse Carboniferous age sandstone assigned to the Millstone Grit Group, which dominates the landscape and forms part of the Forest of Bowland National Landscape. Weets Hill overlooks White Moor and the low-lying area of West Craven within the north of the borough.
- 3.2.90 Regionally Important Geological and Geomorphological Sites (RIGS) are the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest (SSSI). Whilst not benefiting from statutory protection, RIGS are equivalent to Local Wildlife Sites. In Lancashire, RIGS are known as Local Geodiversity Sites (LGS). Within Pendle itself there are three LGS in total: two significant geological outcrops and one geomorphological feature. These are listed below:
- Castercliffe, Nelson.
 - Tum Hill, Colne.
 - Salterforth Railway Cutting, Salterforth.

Soils

- 3.2.91 The Agricultural Land Classification (ALC) system developed by Defra provides a method for assessing the quality of farmland. The system divides the quality of land into five categories, as well as non-agricultural and urban. The 'best and most versatile land' is defined by the NPPF as that which falls into Grades 1, 2 and 3a. A large proportion of the borough is classed as Grade 4 ('Poor') with some smaller areas classed as Grade 5 ('Very Poor') reflecting the moorland landscape composition. The grazing of livestock and sheep are the main farming types.

³⁹ Pendle Borough Council (2017) Annual Monitoring Report 2016/17

Baseline Analysis

Likely Evolution of the Baseline without the Local Plan

- 3.2.92 As set out above, national planning policy encourages the effective use of land by re-using land that has been previously developed and also seeks to protect the best and most versatile agricultural land. However, where Councils do not have a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements (where required to be demonstrated), the NPPF's presumption in favour of sustainable development can often outweigh other national and local policy constraints.
- 3.2.93 Without the Local Plan, national planning policy set out in the NPPF and policy in the Core Strategy (insofar as that they are consistent with policies of the NPPF) would apply. This is inclusive of Policy LIV1 which enables development adjacent to the settlement boundary to meet housing needs whilst the Local Plan Part 2 is being prepared (now abandoned). The preparation of a new Local Plan gives rise to the opportunity to alter development requirements and the spatial strategy, taking into account more recent evidence. The prolonged absence of an up-to-date and full Local Plan may continue the recent trend of unplanned edge of settlement development which may result reduce investment within the borough's urban areas, and a failure to align growth with investment and infrastructure with harmful consequences for the natural environment.
- 3.2.94 New development could also increase pressure on the borough's geological assets, which are recognised as regionally important Local Geodiversity Sites; the risk of which could be increased without clear policy seeking to protect and enhance the borough's geodiversity.

Key Sustainability Issues

- Previously developed (brownfield) land.
- The need to make best use of existing buildings and infrastructure.
- The need to protect sites of recognised geodiversity importance (Local Geodiversity Sites).
- Protect the limited areas of best and most versatile agricultural land.

Water

Water Quality

- 3.2.95 There are a number of main rivers within the borough including: Pendle Water, which flows initially southeast from the eastern slopes of Pendle Hill, and then southwest after the confluence with Colne Water; Colne Water, which travels from the southeast of Pendle Borough, and flows west to the confluence with Pendle Water; Stock Beck, part of a large catchment area in the northwest of the borough which responds rapidly to rainfall events; and Earby Beck (New Cut), a watercourse in the northeast of the borough with a large catchment area (New Cut is an artificial straightened channel).
- 3.2.96 Pendle Water and Colne Water each have a number of tributaries which are also classified as main rivers. There are also a number of ordinary watercourses in the borough. Together, the rivers in the borough total some 63km in length and largely drain westwards to the Ribble. With the exception of Stock Beck and its tributaries which drain towards the Ribble,

Baseline Analysis

streams and rivers in West Craven drain east towards the Humber and the North Sea rather than west towards the Ribble estuary.

- 3.2.97 Watercourses in the borough fall into three main catchments: watercourses draining to the Calder in the south; to the Ribble in the northwest; and to the Aire in the northeast. Its catchments are covered by the North West River Basin Management Plan and the Humber River Basin Management Plan.
- 3.2.98 The North West River Basin Management Plan (RBMP) (2015)⁴⁰ reports that 22% of surface waters in the North West river basin currently have 'Good' or 'High Ecological Status / Potential'. The Humber River RBMP (2015)⁴¹ reports that only 15% of surface waters in the Humber river basin currently have 'Good Ecological Status / Potential'. The Humber RBMP attributes the moderate/poor ecological status in the area to point source discharges (i.e. wastewater treatment works), and diffuse inputs from agriculture and mine water following the closure of collieries in the area.
- 3.2.99 The Environment Agency regularly monitor water quality within the borough's main rivers⁴². In 2019 most main rivers were assessed to have moderate water quality with the exception of lower parts of Colne Water, Trawden Brook and Stock Beck where quality was assessed to be poor. This is a decline in standard in contrast to previous years. The assessment does not necessarily mean that water quality within the borough's main rivers has declined but highlights recent improvements made to the assessments by the Environment Agency.

Water Resources

- 3.2.100 United Utilities and Yorkshire Water both provide public water supply to Pendle. The majority of the Borough falls under United Utilities whilst Yorkshire Water provides services in West Craven, north of Foulridge. The borough lies within the Grid and Strategic water resource zones (WRZs). Water in the Grid WRZ is supplied by Yorkshire Water from a combination of groundwater and surface waters (including rivers and reservoirs)⁴³ whilst in the Strategic WRZ more than 90% of the water supplied comes from rivers and reservoirs, with the remainder from groundwater.⁴⁴ Sewerage and wastewater treatment services are provided by United Utilities and Yorkshire Water.
- 3.2.101 The growth in local population is expected to increase demand on water resources, which has the potential to affect water resource availability. The United Utilities Water Resources Management Plan (WRMP) (2019)⁴⁵ highlights that that no deficits of supply are forecast in the Strategic WRZ until 2040, with this deficit to be managed through demand and leakage measures. Yorkshire Water's WMRP⁴⁶ identifies that the Grid WRZ is forecast to be in deficit from the mid 2030s onwards. Yorkshire Water's preferred solution to meet the forecast supply demand deficit in the Grid WRZ is a balance of measures including leakage

⁴⁰ Environment Agency (2015) Water for life and livelihoods Part 1: North West river basin district River basin management plan

⁴¹ Environment Agency (2015) Water for life and livelihoods Part 1: Humber river basin district River basin management plan

⁴² Reported through indicator EN14 Pendle Authority Monitoring Report 2020/21

⁴³ Yorkshire Water (2019) Water Resources Management Plan

⁴⁴ United Utilities (2019) Water Resources Management Plan

⁴⁵ United Utilities (2019) Water Resources Management Plan

⁴⁶ Yorkshire Water (2019) Water Resources Management Plan

Baseline Analysis

reduction, use of an existing river abstraction licence, three groundwater schemes and customer water efficiency.

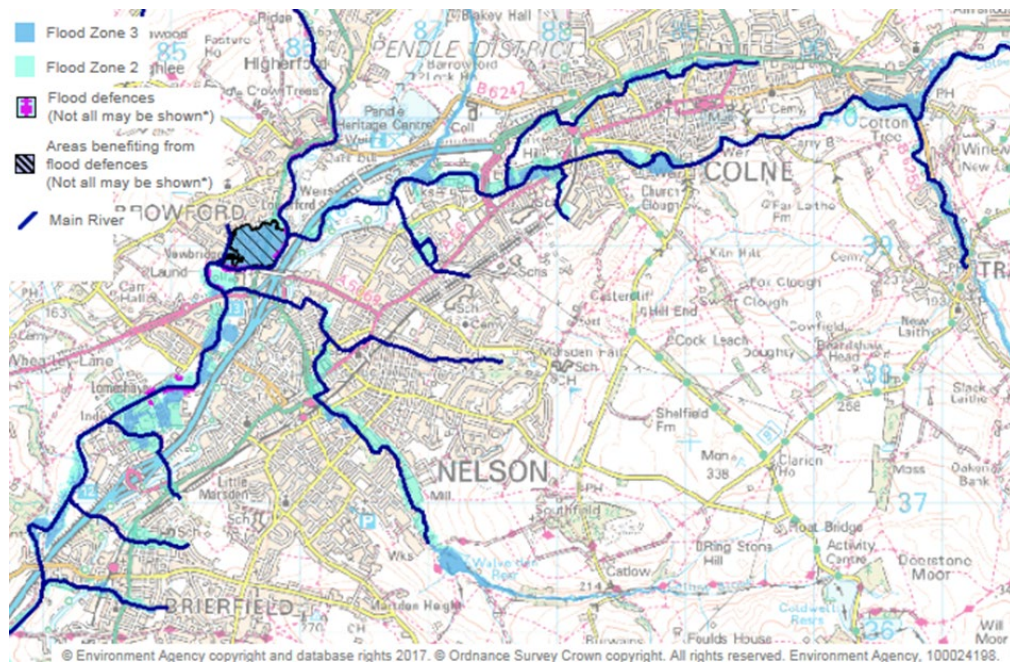
Flood Risk

- 3.2.102 The NPPF seeks to ensure that flood risk is taken into account at the plan making stage in order to avoid inappropriate development in areas at risk of flooding from all sources and to direct development away from areas at highest risk. The Environment Agency categorises flood risk from rivers by identifying Flood Zones, definitions are set out in National Planning Policy Guidance:
- Flood Zone 1 – land assessed as having a less than 1 in 1,000 annual probability of river flooding (<0.1%).
 - Flood Zone 2 – land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%) in any year; and
 - Flood Zone 3 - land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%) in any year.
- 3.2.103 The Pendle Strategic Flood Risk Assessment (SFRA) (2021)⁴⁷, indicates that fluvial flooding along Pendle Water, Stock Beck, Earby Beck and their associated tributaries is the primary source of flood risk in the borough. Risk from Surface water flooding in the borough is also primarily related to these river corridors. Over 448 hectares of the borough are considered to be at a high risk from flooding (Flood Zone 3). This area includes 967 residential and 220 commercial properties. A further 530 hectares are considered to be at low to medium risk from flooding (Flood Zone 2). This area includes 1,292 residential and 256 commercial properties.
- 3.2.104 This means that approximately 11% of the borough is at risk of fluvial flooding, an area that includes 2,259 residential properties and 476 commercial premises. As a result of climate change some 700 properties in Pendle and neighbouring Burnley may be at risk of flooding in the future. Recent Environment Agency flood alleviation work has focussed on Pendle Water, in particular on the Barrowford and Lomeshaye flood defences.
- 3.2.105 **Figure 3.11** shows the flood risk affecting towns along the M65 corridor including the flood defences at Barrowford and Lomeshaye. **Figure 3.12** shows areas of flood risk affecting Barnoldswick and Earby in the north of the borough.

⁴⁷ JBA Consulting (2021) Pendle Strategic Flood Risk Assessment

Baseline Analysis

Figure 3.11 – Areas of Flood Risk along the M65 Corridor



Source: Environment Agency Flood Zone Map.

Figure 3.12 – Areas of Flood Risk in Barnoldswick and Earby



Source: Environment Agency Flood Zone Map.

Baseline Analysis

Likely Evolution of the Baseline without the Local Plan

- 3.2.106 The projected increase in the borough's population will result in increased pressure on water resources which could affect water availability and quality. Measures contained in the United Utilities and Yorkshire Water WRMPs would be expected to help ensure that future demands in this regard are met although opportunities may be lost to enhance the water efficiency of new development without a local policy-based approach.
- 3.2.107 An update will be undertaken to the Pendle Infrastructure Study to assess the capacity of existing water supply and wastewater treatment works serving Pendle. The Local Plan gives rise to the opportunity to plan for new development and secure the timely investment in infrastructure to ensure that undue pressure on existing treatment facilities does not occur thereby avoiding potential for adverse effects on water quality and the wider environment.
- 3.2.108 National planning policy provides a strong framework with regard to flood risk. It is however important that developments are located and designed to minimise and effectively mitigate the risks of flooding from all sources requiring more detailed policies to determine development proposals. The Local Plan will set out important guidance for developments in relation to flood risk and drainage which will assist with the decision-making process.

Key Sustainability Issues

- The need to protect and enhance the quality of the district's water sources.
- The need to promote the efficient use of water resources.
- The need to ensure the timely provision of new water services infrastructure to meet demand arising from new development.
- The need to locate new development away from areas of all sources flood risk, taking into account the effects of climate change.
- Effectively mitigate the risk of flooding from surface water through the design process prioritising the use of natural measures.

Air Quality

- 3.2.109 The Legislative frameworks and guidance in relation to air quality have been established at both the International and national level. Policies aim to reduce exposure to specific pollutants by reducing emissions and setting targets for air quality. Policies are driven by the aims of the EU Air Quality Directive (2008/50/EC) as transposed into UK law⁴⁸. The key objective is to help minimise the negative impacts on human health and the environment. The Directive sets guidance for member states for the effective implementation of air quality targets.
- 3.2.110 The UK's National Air Quality Strategy⁴⁹ sets health-based standards for eight key pollutants and objectives for achieving them. This is to ensure a level of ambient air quality in public places that is safe for human health and quality of life. It also recognises that

⁴⁸ Available via: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32008L0050> [Accessed December 2016]

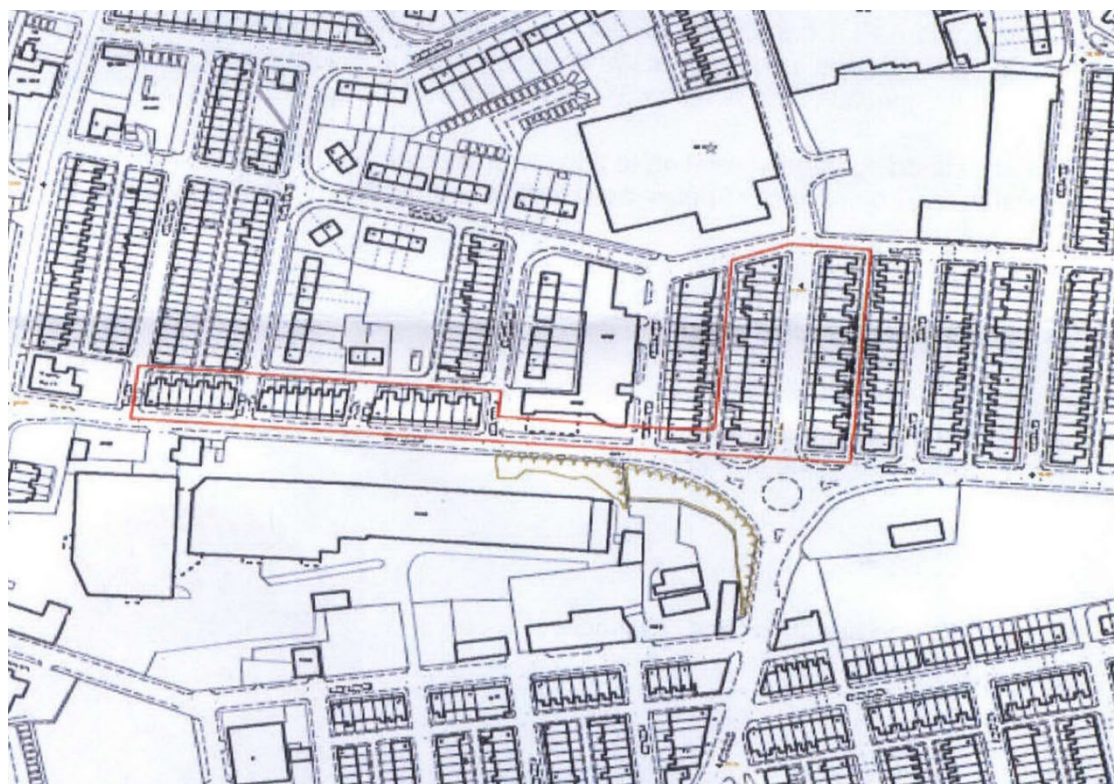
⁴⁹ *The Air Quality Strategy for England, Scotland, Wales and Northern Ireland*, Volume 1. Available via: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69336/pb12654-air-quality-strategy-vol1-070712.pdf [Accessed December 2016]

Baseline Analysis

specific action at the local level may be needed depending on the scale and nature of the air quality problem.

- 3.2.111 Local authorities have a duty to undertake a full review and assessment of air quality in accordance with the National Air Quality Strategy. Where there is a likelihood of a national air quality objective being exceeded, the relevant council must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives.
- 3.2.112 Pendle declared its first Air Quality Management Area on 1st April 2011 due to levels of the pollutant nitrogen dioxide from passing traffic in the Skipton Road/Windsor Street area of Colne exceeding the levels of Nitrogen Dioxide (NO₂) set down by the government (annual average of 40µg m⁻³) (see **Figure 3.13**). The vast majority of traffic travelling east from the end of the M65 motorway into North and West Yorkshire passes through the North Valley along the busy A6068. With two lanes merging into one, stationary traffic builds up on this stretch of road. Monitoring data indicates that the average level of NO₂ in 2015 (21 ppb) slightly exceeded the threshold average set down by Government (20.92 ppb equivalent to 40µg m⁻³). The Authority's Monitoring Report (2024) states that analysis of data shows that no new AQMAs need to be declared at the present time.

Figure 3.13 – Colne Air Quality Management Area



Source: Pendle Borough Council (2011) Air Quality Management Area Order

Baseline Analysis

Likely Evolution of the Baseline without the Local Plan

- 3.2.113 Improvements to air quality do not solely rely on planning policy as other changes can be made. However, an increase in population and households in the borough will in-turn generate additional transport movements and associated emissions to air. Without the Local Plan there would be a significant policy gap with regard to the location of future growth which could result in development being located in areas that are not well served by community facilities, services and jobs thereby increasing traffic movements.

Key Sustainability Issues

- The need to minimise the emissions of pollutants to air.
- The need to improve air quality, particularly in the borough's one AQMA in Colne.

Climate Change

- 3.2.114 Rising global temperatures will bring changes in weather patterns, rising sea levels and increased frequency and intensity of extreme weather. The effects of climate change will be experienced internationally, nationally and locally with certain regions being particularly vulnerable.
- 3.2.115 In July 2019, the Council declared a climate emergency and made a commitment for Council operations to be carbon neutral by 2030, and for Pendle as a whole to be carbon neutral by 2050. This pledge was made in response to UN Intergovernmental Panel on Climate Change (IPCC) Report in October 2018 which warned of the impacts of global warming of 1.5C above pre-industrial levels as a result of greenhouse gas emissions and the effects of extreme heat, drought, flooding and climate-related poverty. The IPCC 2022 Sixth Assessment warns that greenhouse gas emissions continue to climb worldwide and without immediate action efforts to keep temperatures below 1.5C above pre-industrial levels will not be successful.
- 3.2.116 The Lancashire Climate Change Strategy (2009)⁵⁰ set out the broad approach in the County to help mitigate and adapt to the effects of climate change. It sets out sub-regional evidence related to the effects of climate change, including:
- A 0.40C rise in annual mean temperature at Manchester Airport between 1988 and 1997 (compared to the 1961-1990, 30-year average);
 - A 20% decrease in summer rainfall over the last century.
 - Increased high intensity rainfall since the 1960s.
 - Seasonal rainfall varying by as much as 15% from the average in the last 30 years; and
 - Increased flooding of some of the region's major rivers in the last few decades.
- 3.2.117 Measures to prevent or minimise the adverse effects of climate change include efficient use of scarce water resources; adapting building codes to future climate conditions and extreme weather events; building flood defences, providing temporary flood water storage

⁵⁰ Lancashire County Council (2009) Lancashire Climate Change Strategy

Baseline Analysis

and increasing infiltration rates within the catchment area; and more climate resilient crop selection (e.g. drought-tolerant species).

- 3.2.118 Carbon dioxide (CO₂) is identified as being the most important of the greenhouse gases which are being produced by human activity and contributing to climate change. According to the Intergovernmental Panel on Climate Change (IPCC), stabilising CO₂ concentrations at 450 parts per million (ppm) (that is 85 ppm above 2007 levels and 170 ppm above pre-industrial levels) in the long term would require the reduction of emissions worldwide to below 1990 levels within a few decades.
- 3.2.119 The policy and legislative context in relation to climate change has been established at the international level (Paris Agreement) and has been transposed into European, national and local legislation, strategies and policies. Reducing CO₂ emissions in the atmosphere is a national target to reduce climatic impact. This is driven by the Climate Change Act (2008), which sets a legally binding target of at least a 34% reduction in UK emissions by 2020 and at least an 80% reduction by 2050 against a 1990 baseline. The UK Government has since committed to Carbon Neutrality by 2050.
- 3.2.120 **Table 3.13** shows per capita CO₂ emissions for the plan period up to 2021 for Pendle. Pendle's per capita emissions have generally fallen slowly over this period. Emissions have consistently been lower than national (UK) and regional averages. In 2021 per capita emissions stood at 3.9 tonnes CO₂ per capita compared to 4.8 tonnes nationally and 4.9 tonnes regionally.

Table 3.13 – CO₂ Emissions Per Capita 2011-2021 (tonnes)

Year	Pendle	North West	UK
2011	5.7	6.9	6.9
2012	6.1	7.3	7.2
2013	5.9	7.0	7.0
2014	5.3	6.3	6.4
2015	5.1	6.0	6.1
2016	4.7	5.7	5.7
2017	4.5	5.5	5.5
2018	4.3	5.4	5.4
2019	4.1	5.3	5.2
2020	3.6	4.6	4.5
2021	3.9	4.9	4.8

Source: Department for Energy and Climate Change (2019) UK local authority and regional carbon dioxide emissions national statistics: 2005-2019

- 3.2.121 **Table 3.14** highlights, per capita emissions of CO₂ from industry and domestic uses are higher than for road transport within the Borough between 2011 and 2021. This broadly reflects trends at the regional, County and national level. Over time emissions from industry and commercial, and domestic uses has reduced whilst changes in emissions from road transport have remained largely static. An increase from 2020 and 2021 in CO₂

Baseline Analysis

emissions is likely given the restrictions in activities imposed during lockdown periods experienced during 2020 and into 2021.

Table 3.14 – Per Capita CO₂ Emissions by Source 2011-2021 (tonnes CO₂ per person)

Year	Industry and Commercial	Domestic	Road Transport
2011	2.0	2.1	1.4
2012	2.4	2.2	1.4
2013	2.3	2.2	1.4
2014	2.0	1.9	1.4
2015	1.8	1.8	1.4
2016	1.6	1.7	1.4
2017	1.5	1.6	1.4
2018	1.4	1.6	1.4
2019	1.3	1.6	1.6
2020	1.1	1.4	1.2
2021	1.2	1.5	1.2

Source: Department for Energy and Climate Change (2019) UK local authority and regional carbon dioxide emissions national statistics: 2011-2021

- 3.2.122 The prudent use of fossil fuels and reducing levels of energy consumption will help to achieve lower CO₂ emissions. Between 2005 and 2021, total energy consumption in Pendle decreased from 2,148 Gigawatt Hours (GWh) to 1,689 GWh. This represents a significant reduction in energy consumption of around 20%, which is around that experienced both regionally and nationally over the same period. In 2021, the domestic sector was the largest consuming sector of energy equating to 42% of all energy consumed. In comparison, transport consumed 26% of energy whilst industry and commercial uses consumed 32%⁵¹. In Pendle proportionate energy consumption within the domestic sector is much higher than within the wider region or national average. Industrial/commercial proportionate energy consumption is much lower than the wider region or national average. The difference may be due to the prevalence of energy inefficient housing stock in Pendle. Industrial output may have been lower during this period due to the COVID-19 pandemic and Brexit.
- 3.2.123 As of 2022, the North West region generated 10,625 GWh of electricity from renewable sources, higher than most of the English regions (except for the East of England and Yorkshire and the Humber which were higher). This represents a significant increase in generation from renewable sources since 2003 which had a recorded measure of 858.5 GWh. The principal source of electricity was wind power, which accounted for 8,330 GWh electricity generated.⁵² The installed capacity of sites generating electricity from renewable sources in the North West is slightly lower than the average for all English

⁵¹ Department for Business, Energy and Industrial Strategy (2021) Sub national final energy consumption statistics: 2005-2017. Available from [Total final energy consumption at regional and local authority level: 2005 to 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/sub-national-final-energy-consumption-statistics)

⁵² Department for Energy and Climate Change (2022) *Regional Statistics: Generation*. Available from <https://www.gov.uk/government/statistics/regional-renewable-statistics>

Baseline Analysis

regions and in 2022 stood at 3,630 MW (compared to an average of 3,706 MW across all regions).

3.2.124 The South Pennines Renewable and Low Carbon Energy Study⁵³ indicates that across the sub region as a whole there is potential for the following technologies:

- Commercial scale wind (by far the most significant resource).
- Smaller scale biomass utilising technologies, including Biomass use in Combined Heat and Power (CHP) to provide district heating.
- Small scale solar PV.
- Small scale wind energy; and
- Very small amounts of hydropower.

3.2.125 The study states that although there is a relatively large theoretical resource of solar energy for PV generation this cannot generate large amounts of electricity with the technology at the time due to the low-capacity factors available. Commercial scale wind was considered to be able to provide between six and seven times more renewable electricity generation than all the other available technologies combined

3.2.126 The Study also indicates Pendle would need to generate 15.4MW of electricity and 11.8MW of heat from renewable and low carbon energy sources to meet the aspirations of the UK Renewable Energy Strategy. Latest monitoring⁵⁴ of completed schemes suggests that the borough is now generating 1.67MW of renewable energy. This is still someway from the overall aspirational target for the borough.

Likely Evolution of the Baseline without the Local Plan

3.2.127 In June 2009, the findings of research on the probable effects of climate change in the UK was released by the UK Climate Change Projections team under Defra⁵⁵. This team provides climate information for the UK up to the end of this century and projections of future changes to the climate are given, based on simulations from climate models. Projections are broken down to a regional level across the UK and illustrate the potential range of changes and the level of confidence in each prediction.

3.2.128 According to the 2009 UK Climate Projections, the following climatic changes in the North West are likely to occur by 2080:

- Winter temperatures will increase by 2.3-3.1°C.
- Summer temperatures will increase by 2.8-4.7°C.

⁵³ Maslen Environmental (2010) South Pennines Renewable and Low Carbon Energy Study. Available at: http://www.pendle.gov.uk/downloads/file/5296/south_pennines_renewable_and_low_carbon_energy_study [accessed December 2016]

⁵⁴ Pendle Borough Council (2016) Authority Monitoring Report 2015/16

⁵⁵ See <http://ukclimateprojections.metoffice.gov.uk/21708?projections=23813> [Accessed December 2016].

Baseline Analysis

- Winter precipitation will increase by 15-26%.
- Summer precipitation will decrease by 17-28%.

3.2.129 The Lancashire Climate Change Strategy (2009) identifies a number of potential risks to the county. This includes damage to roads and other infrastructure; heatwaves which can cause significant health problems, particularly in elderly and vulnerable sections of the community and more intense rainfall, which will increase the risk of flooding.

3.2.130 Climate change is occurring and will continue regardless of local policy intervention. However, national policy on climate change, existing Core Strategy policy and other plans and programmes alongside the progressive tightening up of Building Regulations will help to ensure that new development is located and designed to adapt to the effects of climate change and that measures are in place to mitigate climate change. Notwithstanding, without the Local Plan, the Council is likely to have less control over, in particular, the location of new development which could exacerbate climate change impacts and mean that opportunities to mitigate effects (for example, through reducing transport movements, tree planting and borough wide and small-scale renewable energy solutions) may be missed. In addition, the Local Plan provides the opportunity to secure higher standards in design and energy performance of new development through the application of more stringent policy requirements. The Local Plan could also provide opportunity for the generation of electricity by renewable energy sources.

Key Sustainability Issues

- The need to ensure that new development is adaptable to the effects of climate change.
- The need to increase woodland and tree cover to help mitigate and adapt to climate change.
- The need to mitigate climate change including through increased renewable energy provision, self-sufficiency, and apply measures to reduce the energy demands of new developments.
- The need to ensure that new development is sustainably located.

Material Assets

Waste

3.2.131 Lancashire County Council is the Waste Planning Authority for the Pendle area. Lancashire County Council is currently reviewing the Joint Lancashire Minerals and Waste Local Plan (which comprises the Joint Lancashire Minerals and Waste Core Strategy (2009) and Joint Lancashire Minerals and Waste Site Allocations Plan (2014)).

3.2.132 Local authority collected waste statistics for Lancashire indicate that a total of 605,712 tonnes of waste was collected in 2021/22 of which 42% was recycled/composted and 58% sent to landfill. In terms of Pendle, a total of 35,145 tonnes of municipal waste was

Baseline Analysis

collected in 2021/22, 31% (10,889 tonnes) was recycled or composted whilst 69% (24,256 tonnes) was not recycled⁵⁶.

Minerals

- 3.2.133 Government policy promotes the general conservation of minerals whilst at the same time ensuring an adequate supply is available to meet needs. Mineral resources are not distributed evenly across the country and some areas are able to provide greater amounts of certain minerals than they actually use.
- 3.2.134 Lancashire is an important source of natural materials with sandstones in the west and in the east, small areas of limestone in the north, and significant areas of glacial till. The Lancashire Local Aggregates Assessment⁵⁷ notes that the resources are significant for the region given the extent of urbanisation in Merseyside and Manchester, the limited availability of hard rock in the south of the North West, and of limestone throughout the North West. The only mineral resource produced in Pendle Borough is Sandstone. Sandstone is used as a raw material for manufacturing and in construction and a significant proportion is exported to neighbouring areas such as Greater Manchester.
- 3.2.135 The Local Aggregates Assessment⁵⁸ has been produced to produce data on aggregates production and inform the preparation of the new Minerals and Waste Local Plan. This Assessment sets out the current and future situation in Lancashire with regard to all aspects of aggregate supply, in particular, setting out the amount of land won aggregate that the area will need to provide in the coming years.
- 3.2.136 The Assessment highlights that production of sand and gravel has averaged 0.43 million tonnes (mt) per annum between 2008 and 2018. The figures indicate a predominantly level trend in this period with peak periods in the first three years. The average annual sales of Limestone for the period 2008 to 2018 is 2.36mt. Total sales are increasing to prerecession (2008) levels however the number of quarries is set to reduce. Gritstone sales have been level, with average sales over 2008 and 2018 at 0.94mt. No sites are allocated for mineral extraction in the borough.

Likely Evolution of the Baseline without the Local Plan

- 3.2.137 Waste generation in the borough is expected to increase, commensurate with population growth. This could place pressure on existing waste management facilities, although it is envisaged that recycling/reuse rates would also continue to increase. New development (both within the Borough and nationally) may also place pressure on local mineral assets to support construction. The Local Aggregates Assessment identifies that the majority of the permitted reserves will be held in a dwindling number of quarries for both sand and gravel and limestone up to 2028 and held in one quarry for gritstone.
- 3.2.138 Despite the projections outlined above, planning for waste and minerals is a county function and in consequence, the baseline would not be expected to change significantly without the Local Plan. However, policies in the Local Plan could support the objectives of

⁵⁶ Defra (2022) Local Authority Collected Waste Statistics, available from <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables>

⁵⁷ Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment

⁵⁸ Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment

Baseline Analysis

the existing and emerging Waste and Minerals Local Plan including by, for example, promoting the provision of on-site recycling facilities and the sustainable use of materials in new development.

Key Sustainability Issues

- The need to minimise waste arising and encourage reuse and recycling.
- The need to promote the efficient use of mineral resources.
- The need to ensure the protection of the borough's mineral resources from inappropriate development.

Cultural Heritage

3.2.139 Pendle's cultural heritage is a key feature of the local authority area. The National Heritage List for England⁵⁹ includes the following entries for Pendle:

- 332 listed building entries (comprising 3 Grade I, 21 Grade II* and 309 Grade II listed buildings); and
- 11 scheduled monuments.

3.2.140 Additionally, there are 23 conservation areas which cover around 14% of the Pendle land area. These mainly include historic villages and towns. There are also a number of buildings within the Pendle area which are not listed but which contribute to the character of the area, including nine buildings of local historic significance identified in the Bradley Area Intensive Urban Assessment (2006). Designated historic assets in Pendle are shown in **Figure 3.14**.

3.2.141 Pendle is an area of contrasts. Nelson, Colne and Barnoldswick each have a strong and distinctive urban landscape with key landmark buildings. Within the rural areas, villages are set within hillside landscapes such as Newchurch-in-Pendle on the open slopes of Pendle Hill, or within narrow valleys such as Wycoller. The Trawden Forest farms are set within an area of stone walls and is recognised as part of a substantial conservation area.

3.2.142 The Grade I listed medieval churches in Colne, Barnoldswick and Bracewell, are complemented by an array of buildings which reflect the area's origins in the rural pre-industrial farming settlements of the 16th, 17th and 18th centuries. There are a large number of high-quality stone houses dating from this period and the distinctive use of local stone and slate, and vernacular building styles, is a constant feature of the borough.

3.2.143 The Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire (2010) identifies the importance of weaving sheds to the heritage of Pendle and sets out the potential they have for re-use and conversion. The Leeds and Liverpool canal corridor and its associated assets, including locks, bridges and warehouses are also recognised as making a significant contribution to the cultural heritage of the borough.

⁵⁹ Available from <https://historicengland.org.uk/listing/the-list/advanced-search>

Baseline Analysis

- 3.2.144 Brierfield Mills is identified on the Historic England 'At Risk' register⁶⁰. It is the only historic asset within the Borough on this register. The Brierfield Mills mixed-use redevelopment recently completed.
- 3.2.145 Work has commenced on the preparation of a Mills Design Code produced for Historic England and to be implemented by Pendle Council as an SPD on its adoption.

Likely Evolution of the Baseline without the Local Plan

- 3.2.146 It is reasonable to assume that the majority of Pendle's designated heritage assets would be protected without the Local Plan (since works to them invariably require consent which would involve complying with national policy set out in the NPPF). However, elements which contribute to their significance could be harmed through inappropriate development in their vicinity and opportunities to enhance assets may also be missed. The failure to adequately recognise and protect these assets and features could harm the unique built qualities of Pendle.

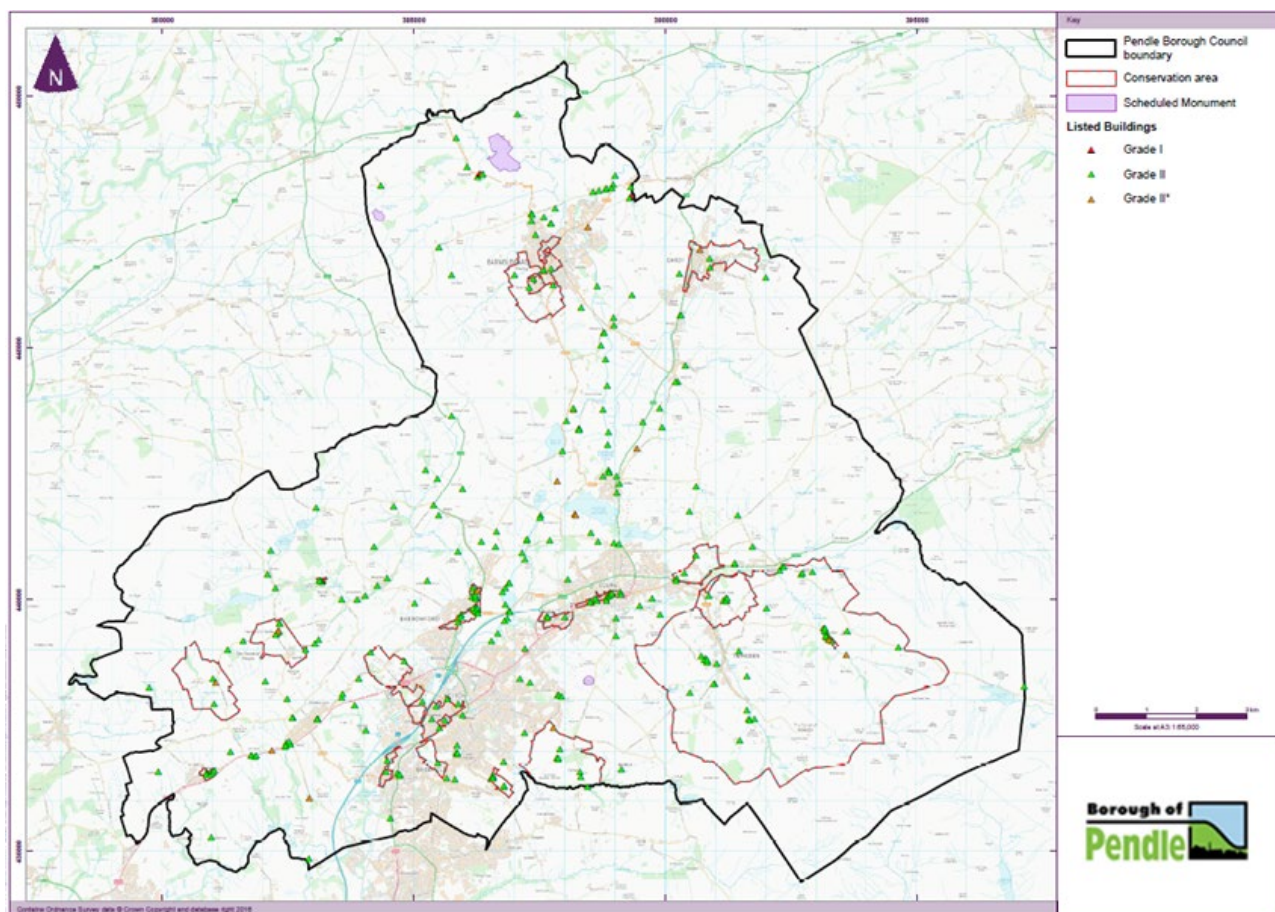
Key Sustainability Issues

- The need to protect and enhance Pendle's cultural heritage assets and their settings.
- The need to avoid harm to the borough's heritage assets.
- The need to tackle heritage assets at risk.
- The need to recognise the contribution made by the historic environment to the character of landscapes and townscapes.

⁶⁰ Available from <https://www.historicengland.org.uk/advice/heritage-at-risk/search-register/advanced-search>

Baseline Analysis

Figure 3.14 – Designated Cultural Heritage Assets



Landscape

- 3.2.147 Pendle falls within three distinct landscape character areas defined as National Character Areas (NCA) and areas are further subdivided in the Lancashire Landscape Character Assessment (2009)⁶¹. To the north, around Barnoldswick, the landscape is classified as 'Bowland Fringe and Pendle Hill'. It is an area of rolling landscapes with numerous river valleys and upland features including Pendle Hill. Extensive semi-natural and ancient woodland is found on main valley bottoms, side valleys and ridges. The remainder of the land is mostly in agricultural use, with permanent pasture and hay meadows, mostly improved, for dairy and livestock farming. At higher elevations is rough grazing. The Natural England National Character Area profile (2015/16)⁶² shows that between 2000 and 2009 there was a 1 per cent decrease in the total farmed area and the incremental effect of many small-scale new developments has resulted in a dilution of traditional vernacular styles. Many prominent, mature flood plain, parkland and hedgerow trees are over mature or in decline. There is little evidence of regeneration in hedgerows or of replacement planting. It states that pressure for new development and building conversion in an open exposed landscape can be visually intrusive.

⁶¹ Lancashire County Council (2009) Landscape Character Assessment

⁶² Natural England National Character (NCA) Area Profiles Available via: <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles#ncas-in-north-west-england> [accessed April 2022]

Baseline Analysis

- 3.2.148 Towards the south of the borough, around Trawden is defined as the Southern Pennines Character Area. At lower levels this is predominantly pasture, largely defined by dry stone walls. Higher up is open moorland and blanket bog deeply trenched by narrow valleys and wooded cloughs. This is a designated wildlife habitat (Special Protection Area (SPA)) with extensive views from elevated locations in all directions. Results from Countryside Quality Counts for the period 1999 to 2003 indicate that along with an increase in the uptake of woodland grant schemes for the management of established woodlands, there has also been a significant increase in the area of woodlands, with agreements in place to restock and expand upland oak woodlands. Many mills and other buildings have been converted into other uses, including retail and housing, thus avoiding their dereliction or loss. Over recent years there has also been construction of pylons, communications masts and wind farms, often in prominent locations.⁶³
- 3.2.149 Between these areas lies an area classified as the 'Lancashire Valleys'. This follows the River Calder, with primary lines of communication in the valley bottom including the Leeds and Liverpool Canal, the Preston-Colne rail link and M65 motorway. The area is predominantly urban with strong industrial heritage, associated with cotton weaving and textile industries. The fabric of the built environment comprises many redundant or underutilised mill buildings, mill lodges and ponds, Victorian stone buildings well-integrated into the landscape and large country houses with associated parklands particularly on northern valley sides away from major urban areas. Natural England data from 1999 and 2003 suggests that decline in management of hedges and walls, continues, with conversion to post-and-wire fencing. Residential development pressure around towns and villages is an issue in all lowland parts of the area. The motorway corridors are particularly at risk from housing, leisure, retail and commercial development.

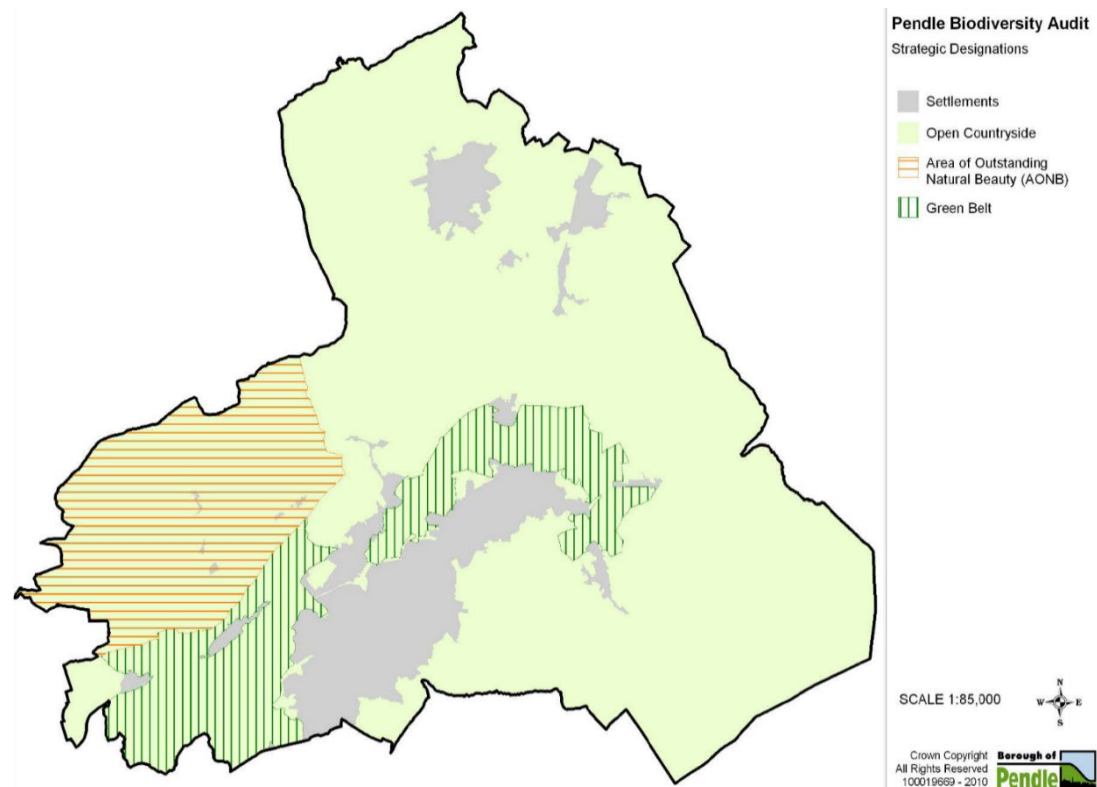
Lancashire Green Belt

- 3.2.150 The borough includes Green Belt mainly around the western and northern edges of the M65 Corridor settlements of Brierfield, Nelson, Barrowford and Colne (see **Figure 3.15**). A total of 2,036 hectares (5,031 acres) of Pendle is currently designated as Green Belt, equivalent to approximately 12% of the borough. The detailed boundaries of the Green Belt were established in the Pendle Local Plan adopted in January 1999. With few exceptions the general extent of the Green Belt in Pendle has remained large unaltered since this date. The Council has prepared Green Belt Assessment which provides evidence to inform the Local Plan Part 2 which is carried forward to inform the Local Plan. The Sustainability Appraisal takes into account the findings of this Assessment.

⁶³ Natural England National Character (NCA) Area Profiles Available via: <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles#ncas-in-north-west-england> [accessed April 2022]

Baseline Analysis

Figure 3.15 – National Landscape (or ANOB) and Green Belt Designations in Pendle



Source: Pendle Borough Council (2010) Pendle Biodiversity Audit

Forest of Bowland National Landscape

3.2.151 The Forest of Bowland National Landscape (or also known as Area of Outstanding Natural Beauty or AONB) (see **Figure 3.15**) covers 2,415 hectares of land in the south western area of the Borough, west of the settlements within the M65 Corridor. In total, the Forest of Bowland Area National Landscape covers some 803 square kilometres across both Lancashire (which includes 730 sq.km) and Yorkshire (which includes 73 sq.km). The National Landscape was designated in 1964 for:

- The grandeur and isolation of the upland core.
- The steep escarpments of the moorland hills.
- The undulating lowlands.
- The serenity and tranquillity of the area.
- The distinctive pattern of settlements.
- The wildlife of the area; and
- The landscape's historic and cultural associations.

Baseline Analysis

3.2.152 The Forest of Bowland National Landscape Management Plan (2019)⁶⁴ identifies the seven distinctive qualities which contribute to its sense of place:

- An Outstanding Landscape.
- Wild open spaces.
- A special place for wildlife.
- A landscape rich in heritage.
- A living landscape.
- Delicious local food and drink; and
- A place to enjoy and keep special.

3.2.153 A Supplementary Planning Document (SPD) to be prepared by the Council, will provide guidance on development in the National Landscape and wider countryside. Relevant evidence emerging from the SPD will be reflected in the baseline.

Townscape Character Areas

3.2.154 The Nelson Town Centre Masterplan⁶⁵ identified that the main town centre in the borough is characterised by:

- Fine grained street network of the historic core.
- Covered canopies attached to some shopping parades.
- The extensive use of natural stone as a building material.
- Views out of the town towards Pendle Hill and the surrounding Pendle Countryside.
- The architecture of key landmark buildings.
- The permeability and legibility of the nineteenth century street layout; and
- Walverden Water – a natural asset that is underutilized.

3.2.155 A public consultation took place in April 2022 regarding potential enhancements to pedestrian and cycling connectivity across Nelson Town Centre.

3.2.156 The Lancashire Extensive Urban Survey⁶⁶, undertaken between 2001 and 2006, comprised a three-stage survey of the historical and archaeological aspects of 33 towns in Lancashire. As part of this survey, Historic Town Assessment Reports were prepared for Nelson, Colne and Barnoldswick. The reports outline their historic development and identify areas which share common townscape characteristics

⁶⁴ The Forest of Bowland Area of Outstanding Natural Beauty Partnership (2019) Forest of Bowland AONB Management Plan

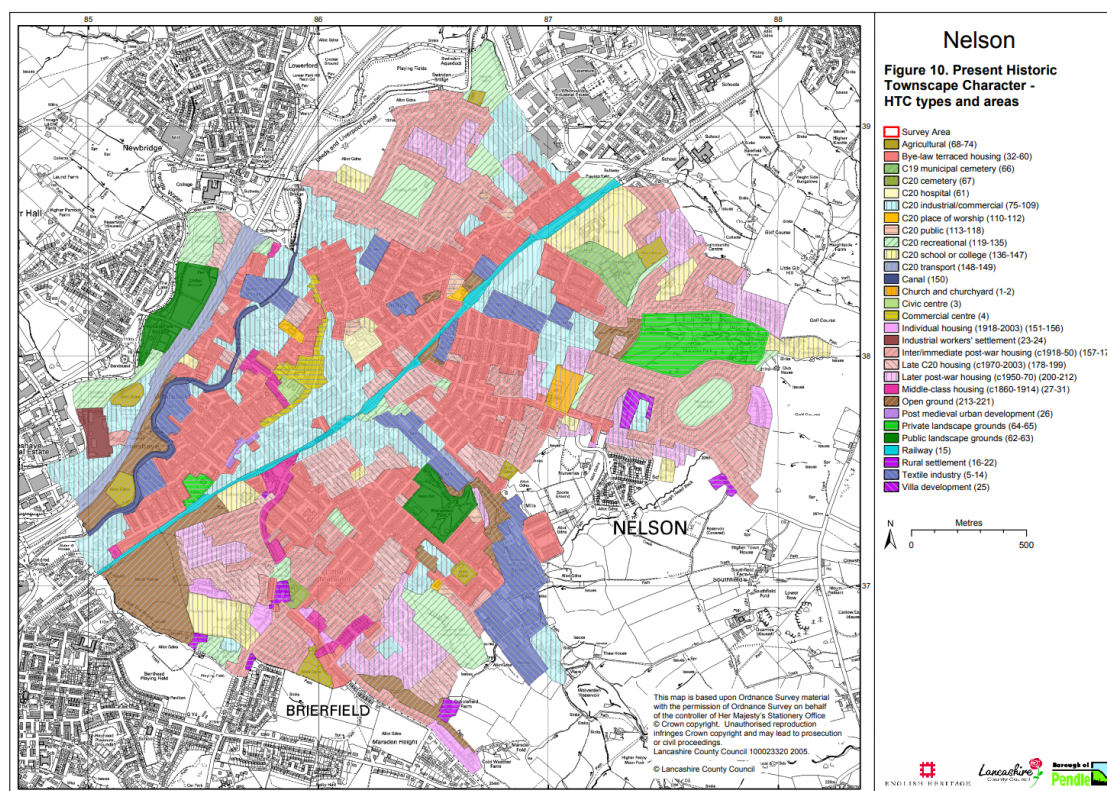
⁶⁵ Cushmen and Wakefield (2021) Nelson Town Centre: Final Masterplan Report

⁶⁶ Further information about the Survey is available via: <http://www.lancashire.gov.uk/libraries-and-archives/archives-and-record-office/historic-environment-record.aspx>

Baseline Analysis

- 3.2.157 The Nelson Historic Town Assessment Report (2006)⁶⁷ identifies that the historic urban core of Nelson is focused on the area around Manchester Road, Scotland Road, and Market Street which primarily consist of late 19th and 20th century commercial buildings. To the south and east of this area, on either side of the railway, lies 20th century commercial development and 20th century housing. Gridiron plan byelaw terraced houses, which are almost entirely stone-built, cover substantial areas adjacent to the town centre, forming a ring around much of it.
- 3.2.158 The town is crossed by three transport routes (M65 motorway, railway and canal). Pre 20th century industrial sites and associated terraced housing lie along much of the canal corridor, although some of this housing has been replaced by modern development. During the 20th century, residential areas of Nelson expanded further out from the earlier terraces, particularly to the north, east and west. Based on this overall assessment, the Report identifies a number of distinct historic townscape character areas (see Figure 3.16).

Figure 3.16 – Nelson Historic Townscape Character Areas



Source: Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Nelson – Historic Town Assessment Report

- 3.2.159 The Bradley Area Action Plan (2011) includes an assessment of character areas in this part of Nelson based on the Bradley Intensive Urban Assessment (2006) (see **Figure 3.17**). The character areas are defined as:

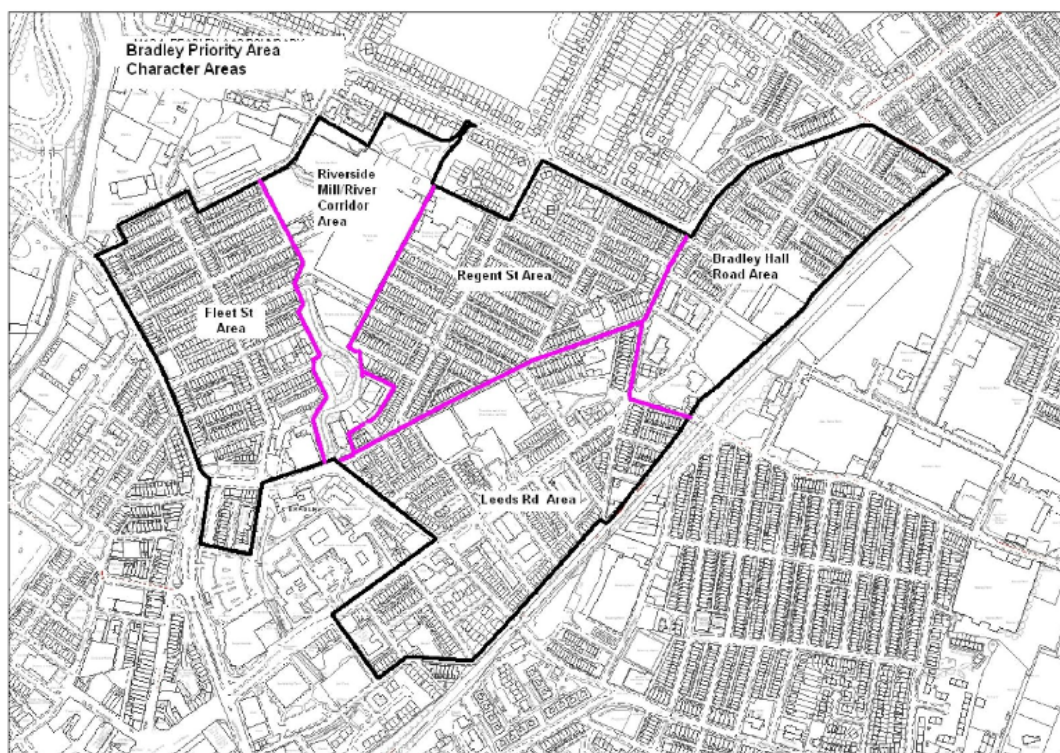
⁶⁷ Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Nelson – Historic Town Assessment Report

Baseline Analysis

- Fleet Street area – this area is highly cohesive and consistent in terms of its layout, architectural character and housing quality. The cohesiveness of this area should be maintained where possible. Several terraces in this area have been group repaired and demonstrate how properties can be returned to their original condition in terms of external appearance.
- Riverside Mill and river corridor area – this area contains the most significant redevelopment opportunity in Bradley. Any redevelopment in this area should capitalise on the presence of Walverden Water, which flows through the former Riverside Mill site.
- Bradley Hall Road area – despite the fact that this area was one of the last areas within Bradley to be developed for terraced housing, the overall quality of the housing stock is poor. The area has been subject to environment improvements, but the removal of boundary treatments in some streets and the realignment of carriageways have led to an erosion of the original character of the area.
- Leeds Road area – the Leeds Road area is dominated by the Throstle Nest Mill. The scale of the mill and the predominantly blank perimeter walls have a negative impact on the environment in this area and create a barrier to movement and connectivity. Also the demolition of Queen Street and Bank Street terraces has created some very untidy areas. This has resulted in a generally poor environment in the housing area to the southwest of the mill between Bankhouse Road and Leeds Road.
- Regent Street area - this area of Bradley comprises two distinct local environments. The area to the north of Crawford Street is well maintained with some alley-gating. The area to the south suffers from a poor-quality environment, which needs to be tackled through demolition or group repair of the existing stock.

Baseline Analysis

Figure 3.17 – Bradley Character Areas



Source: Pendle Borough Council (2011) Bradley Area Action Plan

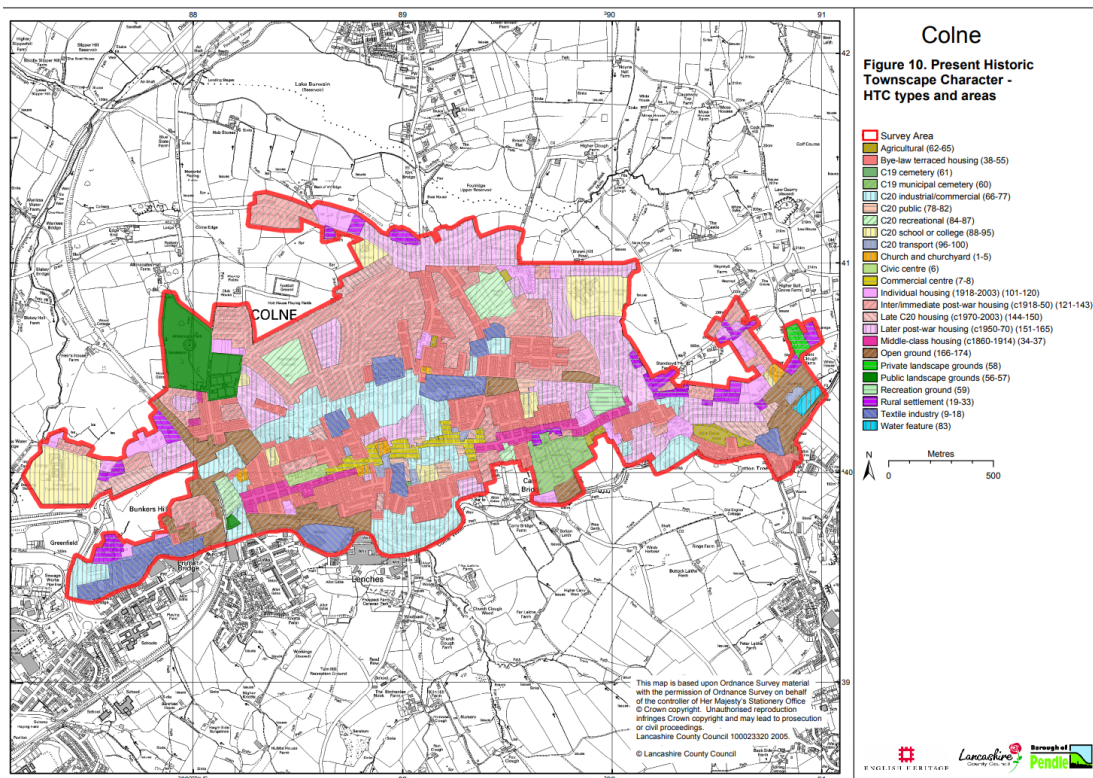
- 3.2.160 The Colne Historic Town Assessment Report (2005)⁶⁸ identifies that Colne is largely characterised by its extensive stock of late 19th century and early 20th century terraced housing. Much of this housing is built on a grid iron pattern between the town centre and Waterside and from the town centre towards the North Valley, as well as Keighley Road to the east. The Report identified that much of the 19th century fabric of the town centre has been lost, and it is largely characterised today by 20th century commercial buildings and car parks. However, some significant 19th century buildings have survived in this area, including shops, and public buildings. The Conservation Area Character Appraisal for Albert Road⁶⁹ notes that the town owes much of its appearance to the Victorian buildings on its main street. Figure 3.18 illustrates the distinct townscape character areas of Colne.

⁶⁸ Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Colne – Historic Town Assessment Report

⁶⁹ Pendle Borough Council (1995) Conservation Area Character Appraisal Albert Road, Colne

Baseline Analysis

Figure 3.18 – Colne Historic Townscape Character Areas



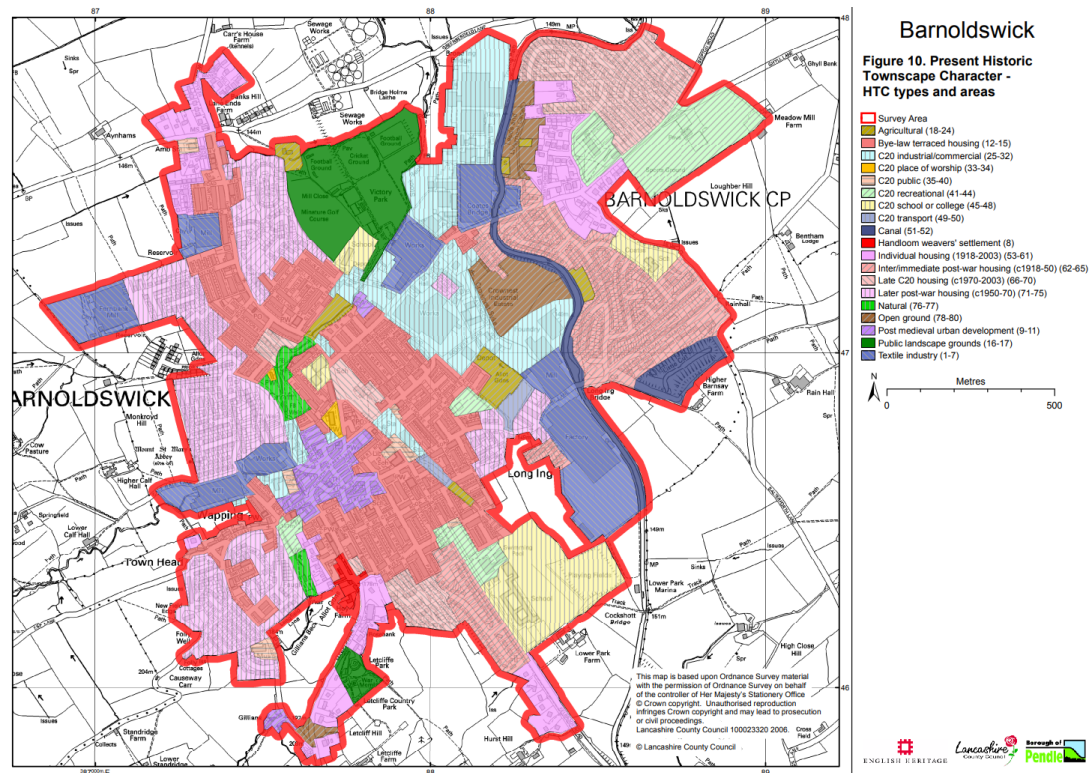
Source: Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Colne – Historic Town Assessment Report

- 3.2.161 The Barnoldswick Historic Town Assessment Report (2006)⁷⁰ identifies that Barnoldswick's urban development was confined largely to the post-medieval core until the middle of the 19th century. There was substantial development, particularly to the east of the town, in the late 19th and early 20th centuries. Most of the defined urban area, however, comprises of 20th century housing estates which ring the town, and redevelopment of 19th century industrial sites.
- 3.2.162 Barnoldswick is dominated by two main building types: smaller, earlier cottages and larger, later terraces. The large-scale building of terraced houses was along streets laid out in a grid-iron pattern. House building was hand-in-hand with the construction of large weaving sheds. There are a number of historic townscape character areas in Barnoldswick which reflect the historic development of the town. These are set out in Figure 3.19

⁷⁰ Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Barnoldswick – Historic Town Assessment Report

Baseline Analysis

Figure 3.19 – Barnoldswick Historic Townscape Character Areas



Source: Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Pendle Borough Council (2006) Lancashire Historic Towns Programme: Barnoldswick – Historic Town Assessment Report

Likely Evolution of the Baseline without the Local Plan

- 3.3 New development is likely to place pressure on the borough's landscapes including that designated in the Forest of Bowland National Landscape and the openness of the Lancashire Green Belt. Whilst national planning policy set out in the NPPF, local policy in the Core Strategy, Bradley Area Action Plan and guidance contained in the suite of SPDs, would continue to offer protection and guidance, there is the potential that development could be inappropriately sited and designed if detailed policies and specific allocations are not prepared in the Local Plan. This could adversely affect the landscape character of the Borough including the Forest of Bowland National Landscape, designated for its landscape qualities. Further opportunities to enhance landscape character through, for example, the provision of green infrastructure or the adoption of high-quality design standards which reflects local character may also not be realised.

Key Sustainability Issues

- The need to conserve and enhance Pendle's distinctive landscape character.
- The need to preserve and appropriately manage development within the Green Belt and the Forest of Bowland National Landscape.
- The need to promote high quality design that respects local character.

Baseline Analysis

3.4 Key Sustainability Issues from Baseline Analysis

3.5 The following key sustainability issues for Pendle have been identified following the analysis set out in Sections 2 and 3 (see Table 3.15). These issues are subject to further refinement following the conclusion of this consultation.

Table 3.15 Key sustainability issues for Pendle

Topic	Key Sustainability Issues
Biodiversity and Green Infrastructure	<ul style="list-style-type: none"> ▶ The need to restore and enhance biodiversity including sites with international, national and local designations for their nature conservation value. ▶ The need to maintain, restore and expand the Borough's priority habitats. ▶ The need to support Local Nature Recovery Strategies. ▶ The need to safeguard existing green infrastructure assets. ▶ The need to enhance the green infrastructure network, addressing deficiencies and gaps, improving accessibility and encouraging multiple uses where appropriate. ▶ The need to protect and improve habitat for designated species, even when they occur outside designated habitats. ▶ The need to take into account the impact of climate change on biodiversity.
Population and Community	<ul style="list-style-type: none"> ▶ The need to enable housing growth and plan for a mix of accommodation to suit all household types and to retain economically active residents. ▶ The need to make best use of and improve the quality of the existing housing stock in the inner urban areas of the Borough, in particular recognising the high number of terraced houses of poor quality. ▶ The need to bring forward key employment sites, achieve economic growth and diversify the local economy in a sustainable manner that protects the environment whilst allowing social and economic progress that recognises the needs of all people. ▶ The need to fulfil the aims of sub-regional Pennine Lancashire Housing Strategy (2009) and Pennine Lancashire Integrated Economic Strategy (2009), the Lancashire Strategic Economic Plan (2014) and Northern Powerhouse Strategy (2016). ▶ The need to increase local employment opportunities in order to reduce the gap between the number of households in the Boroughs' settlements and the availability of local jobs and reduce population outflow from the Borough. ▶ The need to address deprivation. Although a number of areas have improved in terms of deprivation since 2010 others have declined and there are still significant pockets of deprivation in the Borough and overall the Borough is the 33rd most deprived nationally. ▶ The need to promote social cohesion, recognising the diversity of Pendle's communities. ▶ The need to increase educational attainment and skills in the local labour force. ▶ The need to narrow the gap between average wages in Pendle and the County, Regional and National Averages.

Baseline Analysis

Topic	Key Sustainability Issues
	<ul style="list-style-type: none"> ▶ The need to maintain and enhance the vitality of the Borough's town centres and local shopping centres, villages and rural areas. ▶ The need to safeguard existing community facilities and services and ensure the timely delivery of new facilities to meet needs arising from new development. ▶ The need to support and grow tourism in the Borough, recognising the emergent importance of this sector to the local economy.
Health and Wellbeing	<ul style="list-style-type: none"> ▶ The need to enhance and protect the health and wellbeing of the Borough's population. ▶ The need to promote healthy lifestyles and in particular address obesity and levels of physical activity. ▶ The need to address health and disability related deprivation. ▶ The need to protect and enhance open space provision across the Borough and address accessibility issues identified by the Open Space Audit (part of the emerging Green Infrastructure Strategy). ▶ The need to reduce actual levels of crime and anti-social behaviour. ▶ The need to reduce the fear of crime. ▶ The need to promote design that discourages crime.
Transport and Accessibility	<ul style="list-style-type: none"> ▶ The need to ensure timely investment in transport infrastructure and services to accommodate anticipated growth. ▶ The need to address congestion, particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby. ▶ The need to maintain the connectivity of the Borough's main settlements via public transport within and beyond the Borough. ▶ The need to encourage alternative modes of transport to the private car in particular active forms of travel. ▶ The need to ensure that new development is accessible to community facilities and services and jobs so as to reduce the need to travel. ▶ The need to encourage walking and cycling. ▶ The need to improve road safety within the Borough.
Land Use, Geology and Soil	<ul style="list-style-type: none"> ▶ The need to continue to encourage development on previously developed (brownfield) land. ▶ The need to make best use of existing buildings and infrastructure. ▶ The need to protect sites of recognised geodiversity importance (Local Geodiversity Sites). ▶ The need to protect the limited areas of best and most versatile agricultural land in the Borough.
Water	<ul style="list-style-type: none"> ▶ The need to protect and enhance the quality of the district's water sources. ▶ The need to promote the efficient use of water resources. ▶ The need to ensure the timely provision of new water services infrastructure to meet demand arising from new development. ▶ The need to locate new development away from areas of flood risk, taking into account the effects of climate change. ▶ Effectively mitigate the risk of flooding from surface water through the design process prioritising the use of natural measures.

Baseline Analysis

Topic	Key Sustainability Issues
Air Quality	<ul style="list-style-type: none"> ▶ The need to minimise the emissions of pollutants to air. ▶ The need to improve air quality, particularly in the Borough's one AQMA between Windsor Street and Skipton Road, Colne.
Climate Change	<ul style="list-style-type: none"> ▶ The need to ensure that new development is adaptable to the effects of climate change and is planned to avoid increased vulnerability to its impacts. ▶ The need to increase woodland and tree cover to help mitigate and adapt to climate change. ▶ The need to mitigate climate change including through minimising the energy requirements of new development, adoption energy efficiency in construction standards (including materials and processes) and operation, and secure developments which are of enhanced self-sufficiency. The need to provide opportunities for renewable energy to lower demand and use of fossil fuels and ensure that development is sustainably located.
Material Assets	<ul style="list-style-type: none"> ▶ The need to minimise waste arising and encourage reuse and recycling. ▶ The need to promote the efficient use of mineral resources. ▶ The need to ensure the protection of the Borough's mineral resources from inappropriate development.
Cultural Heritage	<ul style="list-style-type: none"> ▶ The need to protect and enhance the historic environment, heritage assets and their setting. ▶ The need to avoid harm to heritage assets and their setting. ▶ The need to tackle heritage assets at risk. ▶ The need to recognise the contribution made by the historic environment to the character of landscapes and townscapes.
Landscape	<ul style="list-style-type: none"> ▶ The need to conserve and enhance Pendle's distinctive landscape and townscape character. ▶ The need to preserve and appropriately manage development within the Green Belt and the Forest of Bowland National Landscape. ▶ The need to promote high quality design that respects local character.

Approach to Sustainability Appraisal

4. Approach to Sustainability Appraisal

Introduction

- 4.1 This section describes the approach to the SA process for Pendle Local Plan.
- 4.2 It draws on the information in [Section 2](#) and [Section 3](#) to develop the appraisal framework [“SA Framework”]. This framework is then used to appraise the policies and site allocations in the plan, together with any reasonable alternatives.

SA Framework

- 4.3 Establishing appropriate SA objectives and guide questions is central to considering the sustainability effects of the Local Plan. Broadly, the SA objectives reflect the long-term aspirations for the Borough with regard to social, economic and environmental considerations. It is against these SA objectives that the performance of Local Plan proposals will be appraised.
- 4.4 The SA Scoping Report (2021) has identified 14 SA objectives with associated guide questions (Table 4.1) to be taken into account through the assessment of proposed policies and sites and their reasonable alternatives.

Table 4.1 The SA Framework for Pendle Local Plan

SA Objective	Guide Questions	SEA Regulations Topic(s)
1. To meet the housing needs of all communities in the Pendle area and deliver decent homes.	<ul style="list-style-type: none"> Will it provide a range of housing types and tenures to meet current and emerging need for market and affordable housing? Will it promote improvements to the Borough’s existing housing stock, particularly the older terraced housing located in the most deprived areas? Will it help to ensure the provision of good quality, well designed homes? Will it help enable delivery of pitches for Gypsies and Travellers and Travelling Showpeople if required? 	Population
2. To achieve a strong and stable economy which offers high quality and well located employment opportunities for everyone.	<ul style="list-style-type: none"> Will it provide a supply of the right type and quality of employment land to meet the needs of existing businesses and attract inward investment? Will it maintain and enhance economic competitiveness? Will it support the high technology, aerospace and advanced manufacturing sectors? 	Population

Approach to Sustainability Appraisal

SA Objective	Guide Questions	SEA Regulations Topic(s)
	<ul style="list-style-type: none"> • Will it help to diversify the local economy? • Will it provide good quality, well paid employment opportunities that meet the needs of local people? • Will it improve the physical accessibility of jobs? • Will it promote a low carbon economy? • Will it reduce out-commuting? • Will it improve access to training to raise employment potential? • Will it promote investment in educational establishments? • Will it support rural diversification? • Will it promote tourism and support the visitor economy? 	
3. To promote urban regeneration, support the vitality of rural areas, tackle deprivation and promote sustainable living.	<ul style="list-style-type: none"> • Will it support and enhance the Borough by attracting new commercial investment? • Will it enhance the public realm? • Will it enhance the viability and vitality of the Borough's town centres, local shopping centres and villages? • Will it tackle deprivation and reduce inequalities in access to education, employment and services? • Will it ensure people are not disadvantaged with regard to ethnicity, gender, age, disability, faith, sexuality, background or location? • Will it foster social cohesion? • Will it maintain and enhance community facilities and services? • Will it increase access to schools and colleges? • Will it enhance accessibility to key community facilities and services? • Will it align investment in services, facilities and infrastructure with growth? • Will it contribute to regeneration initiatives? • Will it help tackle population decline in certain areas of the Borough? 	Population Human Health
4. To improve the health and wellbeing of those living and working in the Pendle area.	<ul style="list-style-type: none"> • Will it avoid locating development where environmental circumstances could negatively impact on people's health? • Will it protect and enhance the provision of open space, leisure and recreational facilities? • Will it maintain and improve access to open space, leisure and recreational facilities? • Will it promote healthier lifestyles? • Will it meet the needs of an ageing population? 	Population Human Health

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SA Objective	Guide Questions	SEA Regulations Topic(s)
	<ul style="list-style-type: none"> • Will it support those with disabilities? • Will it maintain and enhance healthcare facilities and services? • Will it align investment in healthcare facilities and services with growth? • Will it improve access to healthcare facilities and services? • Will it promote community safety? • Will it reduce actual levels of crime and anti-social behaviour? • Will it reduce the fear of crime? • Will it promote design that discourages crime? 	
5. To reduce the need to travel, promote more sustainable modes of transport and align investment in infrastructure with growth.	<ul style="list-style-type: none"> • Will it reduce travel demand and the distance people travel for jobs, employment, leisure and services and facilities? • Will it reduce out-commuting? • Will it encourage a shift to more sustainable modes of transport? • Will it encourage walking, cycling and the use of public transport? • Will it help reduce traffic congestion? • Will it improve road safety and contribute towards a reduction in those killed and seriously injured (KSI)? • Will it deliver investment in transportation infrastructure that supports growth in the Pendle area? 	Population Human Health Air Climatic Factors
6. To encourage the efficient use of land and conserve and enhance soils.	<ul style="list-style-type: none"> • Will it promote the use of previously developed (brownfield) land and minimise the loss of greenfield land? • Will it avoid the loss of agricultural land including best and most versatile land? • Will it reduce the amount of derelict, degraded and underused land? • Will it encourage the reuse of existing buildings and infrastructure? • Will it prevent land contamination and facilitate remediation of contaminated sites? 	Material Assets Soil
7. To conserve and enhance water quality and resources.	<ul style="list-style-type: none"> • Will it reduce water pollution and improve ground and surface water quality? • Will it reduce water consumption and encourage water efficiency? • Will it ensure that new water/wastewater management infrastructure is delivered in a timely manner to support new development? 	Water

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SA Objective	Guide Questions	SEA Regulations Topic(s)
8. To reduce the risk of flooding to people and property, taking into account the effects of climate change.	<ul style="list-style-type: none"> • Will it help to minimise the risk of flooding to existing and new developments/infrastructure? • Will it manage effectively, and reduce the likelihood of, flash flooding, taking into account the capacity of sewerage systems? • Will it discourage inappropriate development in areas at risk from flooding? • Will it ensure that new development does not give rise to flood risk elsewhere? • Will it deliver sustainable urban drainage systems (SUDS) and promote investment in flood defences that reduce vulnerability to flooding? 	Climatic Factors Water
9. To improve air quality.	<ul style="list-style-type: none"> • Will it maintain and improve air quality? • Will it address air quality issues in the Colne Air Quality Management Area and prevent new designations of Air Quality Management Areas? • Will it avoid locating development in areas of existing poor air quality? • Will it minimise emissions to air from new development? 	Air Human Health
10. To minimise greenhouse gas emissions and adapt to the effects of climate change.	<ul style="list-style-type: none"> • Will it minimise energy use and reduce or mitigate greenhouse gas emissions? • Will it plan or implement adaptation measures for the likely effects of climate change? • Will it support the delivery of renewable and low carbon energy and reduce dependency on non-renewable sources? • Will it promote sustainable design that minimises greenhouse emissions and is adaptable to the effects of climate change? 	Climatic Factors
11. To promote the waste hierarchy (reduce, reuse, recycle, recover) and ensure the sustainable use of natural resources.	<ul style="list-style-type: none"> • Will it minimise the demand for raw materials? • Will it promote the use of local resources? • Will it reduce minerals extracted and imported? • Will it increase efficiency in the use of raw materials and promote recycling? • Will it avoid sterilising minerals? • Will it reduce waste arising? • Will it increase the reuse and recycling of waste? • Will it support investment in waste management facilities to meet local needs? 	Material Assets
12. To conserve and enhance biodiversity and geodiversity and	<ul style="list-style-type: none"> • Will it conserve and enhance the international and nationally designated South Pennine Moors (designated as a Special Area of Conservation, 	Biodiversity, Fauna and Flora Human Health

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SA Objective	Guide Questions	SEA Regulations Topic(s)
promote improvements to the green infrastructure network.	<p>Special Protection Area, and Site of Special Scientific Interest)?</p> <ul style="list-style-type: none"> • Will it conserve and enhance Local Nature Reserves (LNRs), Biological Heritage Sites (BHS) and Sites of Local Natural Importance (LNI)? • Will it avoid damage to, and protect, geologically important sites – Local Geodiversity Sites (LGS)? • Will it conserve and enhance priority species and habitats? • Will it provide opportunities for new habitat creation or restoration and link existing habitats as part of the development process? • Will it enhance ecological connectivity and maintain and improve the green infrastructure network? • Will it protect and enhance the provision of, and access to, the green infrastructure network? 	
13. To conserve and enhance the historic environment, heritage assets and their setting.	<ul style="list-style-type: none"> • Will it help to conserve and enhance the significance of the historic environment, heritage assets and their setting? • Will it tackle heritage assets identified as being 'at risk'? • Will it protect or enhance the significance of non-designated heritage assets? • Will it promote local cultural distinctiveness? • Will it help to sustain and enhance historic buildings, places and spaces that contribute to local distinctiveness, character and appearance through sensitive adaptation and re-use? • Will it improve and promote access to buildings and landscapes of historic/cultural value? 	Cultural Heritage Landscape
14. To conserve and enhance landscape character and townscapes.	<ul style="list-style-type: none"> • Will it conserve and enhance the distinctive landscape character and townscapes of the Borough? • Will it promote high quality design in context with its urban and rural landscape? • Will it avoid inappropriate development in the Green Belt and ensure the Green Belt endures? • Will it help to conserve and enhance the Forest of Bowland National Landscape? 	Landscape Cultural Heritage

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- 4.5 The extent to which the SA objectives encompass the range of issues identified in the SEA Regulations is set out in Table 4.2.

Table 4.2 The Appraisal Matrix

SEA Regulations Topic	SA Objective(s)
Biodiversity	12
Population *	1, 2, 3, 4, 5
Human Health	3, 4, 5, 9, 12
Fauna	12
Flora	12
Soil	6
Water	7, 8
Air	5, 9
Climate Factors	5, 8, 10
Material Assets*	6, 11
Cultural, Architectural and Archaeological Heritage	13, 14
Landscape	12, 14

Notes: * These terms are not defined clearly in the SEA Regulations

- 4.6 Appendix 2 presents guidance on the interpretation of significance for the SA Framework including SA objectives and associated guide questions to be used in the appraisal of the Local Plan. Indicators for each objective are also included. In addition to support the appraisal of sites, a set of thresholds have been developed to help identify the significance of potential effects (Table 4.4). The thresholds aim to ensure consistency and transparency in the appraisal.

Methodology

- 4.7 The SA Framework (Table 4.1) will be used to appraise the following key components of the Plan and any reasonable alternatives, where these exist. The approach to the appraisal of each of the components of the Local Plan is set out below.

Policies

- 4.8 Strategic and development management policies to be included in Local Plan have been appraised using the SA Framework. The appraisal was carried out for each policy with the cumulative effects of all policies in each respective chapter considered separately.
- 4.9 Commentary is provided including any mitigation or measures to enhance the performance of the policies (for example, amendments to policy wording). Where appropriate, reasonable alternatives to the preferred approach have also been appraised.

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Table 4.3 Policy Appraisal Matrix

SA Objective	Score	Commentary on effects of the policy
1. Detail of assessed SA objective.	++	<p><u>Likely Significant Effects</u> A description of the likely significant effects of the policies on the SA Objective will be provided here, drawing on baseline information as appropriate.</p> <p><u>Term</u> How the effects of the policy or proposal may change over time.</p> <p><u>Mitigation</u> Mitigation and enhancement measures will be outlined here.</p> <p><u>Assumptions</u> Any assumptions made in undertaking the appraisal will be listed here.</p> <p><u>Uncertainties</u> Any uncertainties encountered during the appraisal will be listed here.</p>

- 4.10 The findings of the appraisal are presented in a matrix (Appendix 3), using the format shown in Table 4.3. A qualitative scoring system was used (Table 4.4). To guide the appraisal for each of the 14 SA objectives specific definitions were developed to distinguish between a significant effect, a minor effect or a neutral effect (Appendix 2).

Table 4.4 The Scoring System

Score	Description	Symbol
Significant Positive Effect	The proposed option/policy contributes significantly to the achievement of the objective.	++
Minor Positive Effect	The proposed option/policy contributes to the achievement of the objective but not significantly.	+
Neutral	The proposed option/policy does not have any discernible effect on the achievement of the objective.	0
Mixed Effect	The proposed option will have positive and negative effects for the objective which do not offset.	+/-
Minor Negative Effect	The proposed option/policy detracts from the achievement of the objective but not significantly.	-
Significant Negative Effect	The proposed option/policy detracts significantly from the achievement of the objective.	--
No Relationship	There is no clear relationship between the proposed option/policy and the achievement of the objective; or the relationship is negligible.	~
Uncertain Effect	The proposed option/policy has an uncertain relationship to the objective; or the relationship is dependent on the way in which the aspect is managed; or insufficient information may be available to enable an appraisal to be made.	?

Site Allocations

- 4.11 As part of the preparation of the Local Plan, the Council sought information from landowners and developers on sites they wish to promote for future development. 'Call for Sites' consultations undertaken to inform the Core Strategy and abandoned Local Plan Part 2 have helped provide a baseline position for sites considered for allocation through this

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Local Plan. A further Call for Sites in May 2022 provided opportunity for more recent land availability to be considered. In addition, annual updates of the Strategic Housing Land Availability Assessment [“SHLAA”] have helped to identify additional sites with the potential for housing. The HEDNA (2023) has helped evaluate potential locations for economic development.

- 4.12 The Biodiversity Audit (2010), Green Belt Assessment (2018), Green Infrastructure Strategy (2018), Open Space Audit (2019), Pendle Strategic Flood Risk Assessment (2021) and Lancashire Landscape Character Assessment (2000) have also helped to inform decisions about potential site allocations. These studies form important elements of the evidence base for the Local Plan.
- 4.13 With over 300 sites to consider, the Council initially screened out those which did not represent a realistic option for future development. The decisions taken at this stage were based on potential site availability; responses received in response to consultations on the ‘Call for Sites’; and the available evidence. The principal determinants were conflicts with national policy, failing to meet thresholds in size (being too small), or where the available evidence suggested that land availability and/or physical constraints could not be overcome. The time elapsed since many of these sites were originally submitted also means that ownership intentions and availability has altered. A list of sites screened out is provided in Appendix 7.
- 4.14 A technical assessment of the remaining sites enabled the Council to identify an initial list of potential site options for development in each settlement.
- 4.15 The potential housing site allocations and all reasonable alternatives were then appraised against the SA Framework using tailored appraisal criteria, with associated thresholds of significance, to determine the type and magnitude of any effects against each SA objective (Table 4.5). The full assessment of housing site options is set out in Appendix 5.
- 4.16 A similar assessment was also carried out of all potential employment sites considered (see Appendix 6). Table 4.6 confirms the criteria used to assess employment sites for SA objectives 1 to 4. For SA objectives 5 and beyond, the employment assessed adopts the same criteria as outlined in Table 4.5

Table 4.5 Site Allocations Appraisal Matrix

SA Objective	Appraisal Criteria	Threshold	Symbol
1. To meet the housing needs of all communities in the Pendle area and deliver decent homes.	Number of (net) new dwellings proposed/loss of dwellings.	100+ dwellings (3ha or more).	++
		1 to 99 dwellings (up to 2.9ha).	+
		0 dwellings.	0
		-1 to -99 dwellings (-2.9ha or more).	-
		-100+ dwellings (-3ha or more).	--
		1ha+ of land.	++

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SA Objective	Appraisal Criteria	Threshold	Symbol
2. To achieve a strong and stable economy which offers high quality and well located employment opportunities for everyone.	Net employment land provision/loss.	0.1ha to 0.99ha of land.	+
			0
		-0.1ha to -0.99ha of land.	-
		-1ha+ of land.	--
	Proximity to key employment Sites	Within 2,000m walking distance and/or 30mins travel time by public transport of a major employment site.	+
		In excess of 2,000m walking distance of a major employment site.	0
		Development of the site would result in the creation of an educational establishment/support the expansion of an existing establishment.	++
		Development would not affect educational establishments.	0
		Development would result in the loss of an existing educational establishment/building without replacement provision elsewhere in the Borough.	-
3. To promote urban regeneration, support the vitality of rural areas, tackle deprivation and promote sustainable living.	Walking distance to key services including: <ul style="list-style-type: none"> GP surgeries Pharmacies Primary schools Secondary schools Post Offices Supermarkets Town and local shopping centres 	Within 800m walking distance of all services and/or a town centre or local shopping centre.	++
		Within 800m of one or more key services and/or within 2,000m of all services/a town centre or local shopping centre.	+
		Within 2,000m of a key service.	0
		In excess of 2,000m from all services/a town centre or local shopping centre.	-
	Provision/loss of community facilities and services.	Development would provide key services and facilities on site.	++
		Development would contribute to the	+

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SA Objective	Appraisal Criteria	Threshold	Symbol
		provision of additional services and facilities.	
		Development would not provide or result in the loss of key services and facilities.	0
		Development would not contribute to the provision of additional services and facilities and would increase pressure on existing services and facilities.	-
		Development would result in the loss of key services and facilities without their replacement elsewhere within the Borough.	--
	Access to: • primary schools • secondary schools/further education/training establishment	Within 800m walking distance of all educational facilities.	++
		Within 800m of a primary school and 2,000m from a secondary school.	+
		Within 2,000m of a primary school.	0
		In excess of 2,000m from all educational facilities.	-
4. To improve the health and wellbeing of those living and working in the Pendle area.	Access to: • GP surgeries • open space (including sports and recreational facilities)	Within 800m walking distance of a GP surgery and open space	++
		Within 800m of a GP surgery or open space.	+
		Within 2,000m of a GP surgery or open space.	0
		In excess of 2,000m from a GP surgery and/or open space.	-
	Provision/loss of open space or health facilities.	Would provide open space and/or health facilities on site.	++
		Development would contribute to the provision of additional open space and/or health facilities.	+
		Would not affect current provision of open space or health facilities	0

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SA Objective	Appraisal Criteria	Threshold	Symbol
		Development would not contribute to the provision of additional open space and/or health facilities and would increase pressure on existing open space and/or health facilities.	-
		Would result in the loss of open space and/or health facilities without their replacement elsewhere within the Borough.	--
	Neighbouring uses.	Not located in close proximity to unsuitable neighbouring uses.	0
		Located in close proximity to unsuitable neighbouring uses and which could have an adverse effect on human health.	-
		Located in close proximity to unsuitable neighbouring uses and which could have a significant adverse effect on human health.	--
5. To reduce the need to travel, promote more sustainable modes of transport and align investment in infrastructure with growth.	Access to: • bus stops • railway stations • cycle routes	Within 400m walking distance of all transport services	++
		Within 400m of one or more transport services.	+
		In excess of 400m from all transport services.	-
	Impact on the highway network.	No impact on highway network.	0
		Potential adverse impact on highway network.	-
		Potential significant adverse impact on highway network.	--
	Investment in transport infrastructure and services.	Development would support investment in transportation infrastructure and/or services	++
		Development would not support investment in, or result in the loss of,	0

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SA Objective	Appraisal Criteria	Threshold	Symbol
		transportation infrastructure and/or services.	
		Development would result in the loss of transportation infrastructure and/or services.	-
6. To encourage the efficient use of land and conserve and enhance soils.	Development of brownfield / greenfield/ mixed land. Development of agricultural land including best and most versatile agricultural land (Agricultural Land Classification (ALC) grades 1, 2 and 3).	Previously developed (brownfield) land.	++
		Mixed greenfield/brownfield land.	+ / - ⁷¹
		Greenfield (not in ALC Grades 1, 2 or 3).	-
		Greenfield (in ALC Grade 1, 2 or 3).	--
7. To conserve and enhance water quality and resources	Proximity to waterbodies.	In excess of 50m from a waterbody.	0
		Within 10-50m of a waterbody.	-
		Within 10m of a waterbody.	--
	Requirement for new or upgraded water management infrastructure	No requirement to upgrade water management infrastructure.	0
		Requirement to upgrade water management infrastructure.	-
8. To reduce the risk of flooding to people and property, taking into account the effects of climate change.	Presence of Environment Agency Flood Zones.	Within Flood Zone 1.	0
		Within Flood Zone 2.	-
		Within Flood Zone 3a or 3b.	--
9. To improve air quality.	Proximity to the (Skipton Road/Windsor Street area of) Colne Air Quality Management Area (AQMA)	In excess of 500m of the AQMA.	0
		Within 500m of the AQMA.	-
		Within the AQMA.	--
10. To minimise greenhouse gas emissions		Score of 4.00 or higher	+
		Score of 3.50 – 3.99	0

⁷¹ This combination reflects that the mixed greenfield/brownfield nature of the site would have a combination of minor positive and minor negative effects as the allocation would partly contribute to achievement of the objective whilst partly detracting from its achievement.

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SA Objective	Appraisal Criteria	Threshold	Symbol
and adapt to the effects of climate change.	Average site suitability score – based on Council assessment of sites.	Score of less than 3.50	-
11. To promote the waste hierarchy (reduce, reuse, recycle, recover) and ensure the sustainable use of natural resources.	Development in Minerals Safeguarding Areas.	Outside a Minerals Safeguarding Area.	0
		Within a Minerals Safeguarding Area.	-
12. To conserve and enhance biodiversity and geodiversity and promote improvements to the green infrastructure network.	Proximity to: <ul style="list-style-type: none"> statutory international/national nature conservation designations (SAC, SPA, SSSI, Ramsar, National Nature Reserve, Ancient Woodland). local nature conservation designations (Local Nature Reserves (LNR), Biological Heritage Sites (BHS), Sites of Local Natural Importance (LNI) and Local Geodiversity Sites (LGS) 	No designations affecting site.	0
		Within 100m of a locally designated site (including LGS)/Within 500m from an international/national site.	-
		Within 100m of a statutory designated site	--
	Presence of protected species.	Does not contain protected species.	0
		Contains protected species.	--
		Uncertain	? ⁷²
	Green infrastructure provision.	Development would deliver significant green infrastructure.	++
		Development would support the enhancement of existing green infrastructure.	+
		Development would not affect green infrastructure provision.	0
		Development would adversely affect the green infrastructure network.	-

⁷² Through the iterative SA process evidence may come to light which clearly establishes that the site does not contain protected species. However, it is recognised that an 'Uncertain' score provides flexibility during this iterative process.

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SA Objective	Appraisal Criteria	Threshold	Symbol
		Development would have a significant adverse effect on the green infrastructure network.	--
13. To conserve and enhance the historic environment, cultural heritage, character and setting.	Effects on designated heritage assets.	Development would enhance nationally designated heritage assets or their settings. Development would result in an asset(s) being removed from the At Risk Register.	++
		Development would increase access to heritage assets.	+
		No cultural heritage designations affected.	0
		Development may have an adverse effect on designated heritage assets and/or their settings.	-
		Development may have a significant adverse effect on a designated heritage assets or their settings	--
14. To conserve and enhance landscape character and townscapes	Effects on landscape character. Presence of Green Belt. Presence of the Forest of Bowland National Landscape.	Development offers potential to significantly enhance landscape/townscape character.	++
		Development offers potential to enhance landscape/townscape character.	+
		Development is unlikely to have an effect on landscape/townscape character.	0
		Development may have an adverse effect on landscape/townscape character.	-
		Development may have a significant adverse effect on landscape/townscape character and/or site is located in either the Green Belt or the National Landscape.	--

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Table 4.6 Employment Site Allocations Appraisal Matrix

SA Objective	Appraisal Criteria	Threshold	Symbol
1. To meet the housing needs of all communities in the Pendle area and deliver decent homes.	All employment site opportunities are assessed to have a negligible effect for this objective unless there is clear evidence of the providing net additions to housing stock or the proposal would result in the removal of existing dwellings.	The same thresholds as those set out in Table 4.5 were used where applicable.	++
			+
			0
			~
			-
			--
2. To achieve a strong and stable economy which offers high quality and well located employment opportunities for everyone.	Net employment land provision/loss.	5ha+ of land.	++
		0.1ha to 4.99ha of land.	+
		No change.	0
		-0.1ha to -4.99ha of land.	-
		-5ha+ of land.	--
	Proximity to key employment Sites	Within 2,000m walking distance and/or 15mins travel time by public transport of a major employment site.	+
		In excess of 2,000m walking distance of a major employment site.	0
	Education facilities.	Development of the site would result in the creation of an educational establishment/support the expansion of an existing establishment.	++
		Development would not affect educational establishments.	0
		Development would result in the loss of an existing educational establishment/building without replacement provision elsewhere in the Borough.	-
3. To promote urban regeneration, support the vitality of rural areas, tackle deprivation and promote sustainable living.	Accessibility to existing communities and existing services.	Within 800m walking distance of a Key Service Centre (the centre point of this settlement).	++
		Within 800m of a Local Service Centre, or 2,000m of a Key Service Centre	+

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SA Objective	Appraisal Criteria	Threshold	Symbol
		Within 800m of a Rural Service Centre, or 2,000m of a Local Service Centre	0
		The site is above the thresholds outlined.	-
4. To improve the health and wellbeing of those living and working in the Pendle area.	Compatibility with neighbouring uses	Not located in close proximity to incompatible neighbouring uses.	0
		Located in close proximity to unsuitable neighbouring uses and which could have an adverse effect on human health.	-
		Located in close proximity to unsuitable neighbouring uses and which could have a significant adverse effect on human health.	--

Secondary, Cumulative and Synergistic Effects

- 4.17 The policies and proposals in Local Plan do not sit in isolation from each other. They are intended to work together to achieve the objectives of the Plan. For this reason, it is important to understand what the combined sustainability effects of the policies and proposals will be.
- 4.18 The appraisal of individual plan policies (Appendix 3) is supplemented by a consideration of their cumulative impact on a chapter-by-chapter basis (Appendix 4). Cross references between the policy themes will help to identify areas where policies and proposals work together. Additional commentary is also provided where it is highlighted that Local Plan may have effects in-combination with other plans and programmes such as the Local Plan of a neighbouring authority; the Resources Management Plans prepared by United Utilities and Yorkshire Water and the Lancashire Strategic Economic Plan.
- 4.19 Additionally, the cumulative effects of sites allocations have also been assessed taking into account known site specific and broader technical information and evidence. This is provided in Section 5 of this report.

Technical Difficulties, Uncertainties and Assumptions

- 4.20 In alignment with the SEA Regulations difficulties encountered during the SA has been identified through the assessment process. Cross cutting uncertainties and difficulties are set out below.

Approach to Sustainability Appraisal

Difficulties

- Assessing the effects of policy or a site on climate change has proven a major challenge, particularly where the detailed scheme is unknown. To attempt to understand the potential effects of the plan on climate change, the SA examines this based on the assessment of site suitability using the Council's site assessment work as the basis for this. The assessment made is imperfect, being based solely on geographic factors, with the understanding of longer-term effects restricted due to limited data. These limitations means that there are a number of erroneous results where sites score more strongly than anticipated.
- Changes made by the Government to the Use Class Order in Summer 2020 and its effect on town centre policy has created problems in policy formation and the assessment of policy for retail and town centres. Policies DM42 and DM44 adopt a cutting-edge approach towards retail and town centre, with relatively few comparatives to draw on conclusions of effectiveness and wider implications. It will be important to monitor these policies closely and review their approach if the desired effects for the borough's town centres is not achieved.
- Where evidence is not available or finalised, the conclusions made by the assessment has drawn on officer judgement and other available evidence. Where relevant the assessment provided through the SA will be updated following engagement with the community and key stakeholders, and subject to the findings of further evidence. A paper trail confirming where and what response has been made to the SA (and the Local Plan) will be provided through the next iteration of the SA.
- The UK's departure from the European Union creates uncertainties in how the requirements for and process of sustainability appraisal may evolve over the coming years which may affect the content and outcome of the current appraisal and its assessment on sustainability objectives for the remaining years of the Local Plan. The Council will continue to monitor for changes to the plan making and SA process and respond accordingly.

Uncertainties

- The detailed design and make up of development brought forward over the plan period is unknown. Where policies relate to windfall development, the location and timing of this development is also unknown.
- Site specific constraints and opportunities are not known at this stage and will be informed by evidence and technical study provided at the planning application stage.
- The precise impact of individual proposals on townscape, landscape, ecology, and heritage assets is not known and will depend on site specific characteristics and features, and the type, form, design and siting of proposals and relationship with and role within the wider area.
- The rate of climate change and its effects on the environment, infrastructure, weather patterns, attitudes and behaviours, and technological and policy influences are to some extent unknown and may change over time as available data, modelling and understanding improves.
- Changes in legislative requirements, standards or planning policy may alter the effectiveness and scope of policy in addressing SA objectives.

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Assumptions

- The assessment of development needs is based on modelling and interpretation of projections based on specific data often back dated. The actual demography, migratory, and economic composition of Pendle in 2040 is uncertain, and may be affected by many external influences such as economic change, health and wellbeing, and viability/delivery of development. It is assumed through this assessment that modelled requirements are accurate.
- The use of transport modes and commuting patterns may alter over the plan period owing to changes in behaviour/societal changes, health and wellbeing, technologies, availability/practicality of particular modes of travel, and economic change. Indeed this may come about during the plan period as a result of local, national and international policy on climate change and the move towards electric vehicles, as well as a continuation of modal shift away from the car as observed during the COVID-19 pandemic. It is however assumed through the SA that modes adopted for travel and travel patterns will remain largely unchanged though it is an objective of the Council to promote a shift away from travel by car.
- Viability of development and how this might change over time is a key influencer on the scale, location and form of development over the plan period. The Viability Report produced by Lambert Smith Hampton has been used to inform the site selection process. Access to third party funding may enable some sites to come forward during the plan period which have been assessed as unviable. Indeed, detailed technical appraisal of specific sites may alter the conclusion of their viability to accommodate new development.
- It is assumed that policies will be implemented consistently by decision makers.
- The assessment of “No significant effect/clear link to SA objectives” does not always mean that there is no impact/effect predicted on the SA objective. In some cases, the score has been adopted where the positive effects and the negative effects counteract each other, or where the effect does not contribute to, or detract from the achievement of that objective. This is particularly the case for the assessment of sites, where the methodology includes a number of measurements for each sustainability objective requiring a balancing approach to be taken.
- The assessment of cumulative effects of the implementation of the Local Plan Pan has been informed by the most up-to-date evidence available at the time of writing and officer judgement. This assessment will be updated where additional evidence/knowledge input becomes available within the remaining stages of plan preparation.

Findings of the Habitats Regulations Assessment (HRA) Screening Report

- 4.21 Published alongside this SA is the Council’s HRA Screening Report. The Screening Report assesses the Likely Significant Effects on local European Sites⁷³ caused by proposed policies and allocations included within the Draft Local Plan, both individually and cumulatively, to determine whether an Appropriate Assessment is required in response to Article 6(3) of the EU Habitats Directive (EU Directive 92/43/ECC) and Regulation 63 of the Conservation of Habitats and Species Regulations 2017 (as amended).

⁷³ Identified as including: The South Pennines SAC/SPA, North Pennine Moors SAC/SPA, North Pennine Dales Meadows SAC, Bowland Fells SPA, Ribble and Alt Estuaries SPA/Ramsar.

Approach to Sustainability Appraisal

- 4.22 The Screening Report has been prepared following two main steps:
- Collation of information – This involves gathering evidence regarding the relevant European Sites that the plan or project may affect. This includes determining whether the plan or project is directly connected with the management of any European Sites(s), the conservation objectives of the European Site(s), and details of the plan or project and of those that may, in combination, affect the site(s).
 - Assessing the Likely Significant Effects (LSE) – A form of risk assessment that determines whether there is a requirement for an Appropriate Assessment. The test being:
“Is the project, either alone or in combination with other relevant projects and plans, likely to result in a significant effect upon European Sites?”
 The objective of this is to ‘screen out’ any plan or project that is unlikely to have any adverse effect on the European Site(s) excluding any compensatory or mitigation measures proposed.
- 4.23 The Screening Report finds that none of the proposed policies or allocations would result in Likely Significant Effects requiring Appropriate Assessment either individually or cumulatively, or in combination with adopted policies in existence locally or prepared by other bodies/neighbouring authorities.
- 4.24 Indeed some policies, particularly Policy SP08 (Natural Environment), Policy DM05 (Ecological Networks), Policy DM06 (Green Infrastructure), Policy DM08 (South Pennine Moors), and Policy DM31 (Open Space) are found to have a likely positive effect on European Sites owing to the protection afforded to the condition and status of these sites, complementary measures provided to their conservation and value, and role in alleviating recreational pressures on the SPAs.

Appraisal of the Pendle Local Plan

5. Appraisal of Pendle Local Plan

Introduction

- 5.1 The SA Report plays a key role in developing and refining the Local Plan. It considers the effects of each option and sets out the reasons for the selection of the preferred option and the rejection of others. It helps to demonstrate that the policies of the Local Plan are reasonable.
- 5.2 The SA Framework (Table 4.1) has been used to look at the key components of the Plan and any reasonable alternatives where these exist for:
- Proposed strategic policy.
 - Detailed planning policies for development management
 - Site allocations.

Policy Appraisal

- 5.3 The Local Plan as drafted contains a total of 61 individual policies, including.
- 12 strategic policies which address the priorities for the development and use of land for the plan period
 - 20 environmental policies which provide guidance and set specific requirements to ensure that development addresses the climate emergency; promotes biodiversity; protects valued landscapes; safeguards the environment; and enhances the built environment.
 - 20 social policies which seek to build better homes; promote health and wellbeing; and improve the quality of life in Pendle.
 - 7 economic policies to support a dynamic and competitive economy; create vibrant and viable retail centres; and attract visitors to Pendle.
 - Two policies which allocate sites for housing or employment responding to the land requirements of the Local Plan taking into account completions, commitments and any other allocations.
- 5.4 The role of the SA is not to determine which policy options or sites are to be included in the Local Plan, but to inform their selection. The options chosen may be preferred for other planning related reasons.
- 5.5 The policies have been looked at by section, as they appear in the draft Local Plan. The results are presented in Appendix 3 along with any reasonable alternatives assessed.

Spatial Strategy

- 5.6 This section of the Local Plan contains 12 strategic policies which promote the delivery of sustainable development in Pendle over the plan period to 2040. The policies define the spatial scale and pattern of development. They also address the quality, location, and effects of development, in order to ensure that it is responsive to and will result in overall net positive effects for key issues such as climate change, water management, the natural

Appraisal of the Pendle Local Plan

environment, the historic environment, health and wellbeing, transport, and infrastructure requirements.

Policy SP01: Presumption in Favour of Sustainable Development

- 5.7 Policy SP01 of the Local Plan adopts the presumption in favour of sustainable development ('the presumption') as outlined in the NPPF. The presumption is a fundamental principle of the NPPF, and its implementation fulfils an important role in securing the delivery of sustainable development. The policy secures neutral to positive effects across all SA objectives, reflecting the role that the NPPF and its requirements have in securing the delivery of sustainable development when it is read and implemented as a whole. The adoption of the presumption as a policy with the Local Plan demonstrates the Council's commitment to securing the delivery of sustainable development and provides certainty that proposals which accord with the Local Plan will be approved without delay. The importance attached to the presumption by the Government in the form set out in the NPPF is clear and long established through the examination of Local Plans. As a result no alternative has been assessed.

Policy SP02: Spatial Strategy

- 5.8 Policy SP02 establishes the spatial strategy for the Local Plan, confirming the role of each settlement in accommodating future growth needs over the plan period. The policy also establishes settlement boundaries within which the presumption in favour of sustainable development is to be automatically engaged for decision making (see Policy SP01).
- 5.9 Policy SP02 largely rolls forward the spatial approach adopted within the existing Core Strategy which has proven successful in directing growth and investment towards the borough's settlements in a proportionate way. This approach is assessed to have neutral to significant positive effects for SA objectives. The borough's larger settlements are home to the majority of residents, jobs and employers, infrastructure and services. Directing the majority of development towards these settlements, provides a strategy which is effective in responding to the identified needs of the communities and businesses of Pendle, ensuring the alignment of housing, economic growth and activity, and infrastructure investment in accordance with the NPPF.
- 5.10 Policy SP02 supports the regeneration of the borough's urban centres, especially in the south of the borough, which are, in places, of low quality and in need of investment promoting the redevelopment of brownfield land. In turn the policy helps to enhance the role that the Local Plan has in addressing key social issues such as deprivation, unemployment, and overcrowding, and supports aims to diversify and improve housing stock which is dominated by late 19th and early 20th century terraced housing, with some evidenced as being in a poor condition.
- 5.11 The proportionate approach of the policy ensures that the development needs of the borough's rural communities are not ignored but met in a sustainable way noting the limited infrastructure and services, and environmental sensitivity of these areas to development. This approach helps to protect the borough's valued natural assets including (but not limited to) the Forest of Bowland National Landscape and South Pennines from development pressures and helps to safeguard the borough's natural landscape and open countryside. The policy therefore helps to secure these assets for existing residents and

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future generations, as well as the borough's wildlife, and protects the role these environments have in reducing and addressing the effects of climate change, managing flood risk, maintaining health and wellbeing, and safeguarding the borough's natural resources.

- 5.12 The direction of growth provided by Policy SP02 supports objectives to reduce the need to travel and, in particular, the reliance on travel by car to access employment opportunities, key services and facilities, as well as recreational opportunities. This approach helps to give residents the opportunity to make sustainable travel choices enabling a shift in patterns of behaviour towards more sustainable ones. This approach helps to improve air quality and will reduce greenhouse gas emissions particularly from transport sources and is therefore responsive to the Council's declaration of a climate emergency and aims to reduce emissions locally.
- 5.13 Through the Sustainability Appraisal three alternative approaches to the preferred approach have been tested:
- Six Towns: Places all six towns within the top tier of the settlement hierarchy.
 - Limited rural: Would further limit the amount of development taking place in beyond the top two tiers of the settlement hierarchy.
 - Dispersal: Each settlement would meet a proportion of the borough's development needs.
- 5.14 The preferred approach provides for an appropriate balance against all SA objectives noting the purpose of the planning system, as confirmed within the NPPF, to achieve net benefits for social, environmental and economic objectives. The six towns approach has particularly strong benefits in securing the housing and economic needs of the plan, however, the shortage of available land experienced at some settlements and disproportionate growth applied places additional pressure to develop greenfield sites and results in increased pressure existing services resulting in adverse effects for some environmental and social SA objectives.
- 5.15 The limited rural approach would provide for greater protections to the natural environment of Pendle but would be less effective in responding to the needs of Pendle's communities due to restrictions placed upon development in rural areas. The dispersed approach is the least sustainable of those tested, with investment failing to align with job opportunities, services and infrastructure, and adverse effects recorded for environmental objectives, including climate change, landscape and flood risk as a greater proportion of greenfield land is required to meet development needs, with development located at greater distance from existing jobs, services and facilities increasing the need to travel by car.

Policy SP03: Distribution of Development

- 5.16 Policy SP03 confirms how the development needs for the plan period should be distributed amongst the defined sub-areas of Pendle. The policy adopts an urban centric approach with the majority of this need directed towards the urban area within the M65 Corridor. The spatial approach closely reflects that of the adopted Core Strategy. This recognises the successful implementation of this strategy during the lifetime of that plan which has helped to regenerate existing towns, support town centres, make best use of existing infrastructure and deliver improvements to housing stock.

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- 5.17 The policy however expands the West Craven spatial area to include the villages of Kelbrook, Salterforth, and Sough noting that the 'West Craven Towns' didn't reflect a functional spatial area on its own, and ignored the wider settlements which function as part of this distinctive area of the borough and the role Barnoldswick and Earby have as service and employment hubs in this area.
- 5.18 Remaining settlements, not included within the definition of the M65 Urban Area, are identified within the M65 Rural Area. This reflects the distinct rural character of these areas and limited-service provision which is in contrast to the urban and densely populated settlements of Colne, Nelson, Brierfield and Barrowford.
- 5.19 Policy SP03 is assessed to have similar effects for SA objectives as Policy SP02. This both reflects and illustrates the integral supporting role that the policy fulfils for Policy SP02 in delivering the spatial strategy.
- 5.20 Three alternatives were assessed for this policy through the sustainability process:
- Reasonable alternative 1: 50% of new development towards the M65 Urban Area, 30% West Craven, 20% Rural Area
 - Reasonable alternative 2: 80% of new development towards the M65 Urban Area, 15% West Craven, 5% M65 Rural Area
 - Reasonable alternative 3: New settlement (location not specifically identified).
- 5.21 Alternative approaches of meeting development needs to the sub-areas identified have not generally been assessed. Supporting evidence, such as the HEDNA, Settlement Sustainability Review and Viability Report shows strong connections between settlements located within the urban south and West Craven. It is evident that these settlements fulfil an important service and employment role for their residents, and residents living in wider rural settlements. A possible alternative of using a hinterland approach focussed on the Key Service Centres, would fail to recognise the close economic, social, cultural and service links between settlements located within the M65 Corridor and the different role each settlement fulfils within this urban area with services and infrastructure often shared. The Council is therefore satisfied that the sub-area approach represents the most appropriate basis to plan over the coming plan period.
- 5.22 The preferred approach (70% of development towards the M65 Urban Area, 20% West Craven and 10% Rural Area) achieves a balanced outcome across all SA objectives and secures the most consistent outcomes for SA objectives of the options tested. A more dispersed pattern of development fails to support sustainability and regeneration objectives and resulted in more significantly adverse environmental effects. A new settlement may provide benefits in the longer term and allow for constraints and the effects of development to be planned for in a holistic way, however its benefits would not be as significant for established communities in Pendle, particularly in addressing key baseline issues identified such as regeneration and deprivation. A strategy which focuses growth on the main urban area of the borough, is particularly beneficial for transport, regeneration and climate change. However the approach would also result in increased pressure for infrastructure and service provision, and noting viability problems, would increase the need for greenfield sites with associated likely environmental effects particularly landscape quality. This approach would also fail to support sustainable development within rural areas.

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Policy SP04: Retail and Town Centre Hierarchy

- 5.23 Policy SP04 sets out the strategic approach towards retail and town centre development and defines the retail hierarchy. The policy is responsive to findings of the Pendle Retail Leisure and Capacity Study (Lichfields, 2023) and requirements of the NPPF. As a result no alternative approach has been assessed.
- 5.24 Where applicable, the policy is assessed to have a positive effect for the majority of SA objectives. Policy SP04 fulfils a supportive role to Policy SP02 of the Local Plan. It will help maintain the sustainability, functionality, vibrancy and employment opportunities found within the town and district centres of the borough's larger settlements ensuring alignment of new homes with jobs and services. The policy therefore is assessed to have positive effects for economic and regeneration objectives. The policy ensures that investment is aligned to infrastructure availability and capacity, and towards the settlements of the borough, best served by public transport. The policy therefore supports transport, air quality and climate change objectives.
- 5.25 The policy also helps to safeguard undeveloped areas of the borough from retail and other associated development pressure in locations outside of these settlements, with positive effects for ecological objectives. The borough's town centres often feature heritage assets of notable quality. The policy may result in pressures on these environments, requiring careful management through the planning application process and implementation of planning policies of the Local Plan as necessary.

Policy SP05: Green Belt

- 5.26 Policy SP05 confirms the extent of the Green Belt within Pendle. It sets out how proposals within the Green Belt will be determined, including major development sites, reflecting the national policy approach to Green Belt as set by the NPPF. The Council has concluded that conditions do not currently exist to alter Green Belt boundaries. It is not the role of the SA to judge the merits of this policy decision. Taking the above into account no alternative to the policy has been appraised.
- 5.27 The policy naturally restricts certain forms of development within its designated area. Consequently the policy has a minor adverse effect for housing and employment objectives. It must however be noted that the Green Belt covers only 12% of the borough's land area, and as such, taking into account the proposed requirements of the Local Plan, and findings within the HEDNA and SHLAA, it is clear that development needs can be accommodated within the wider borough whilst adhering to a pattern of development which accords with the spatial strategy as defined through Policies SP02 and SP03. The Green Belt fulfils an important role in directing investment towards urban areas helping to support their regeneration and as such score positively for this SA objective. Whilst not their primary purpose, Green Belt's also have a recreational function, and can help to safeguard landscape quality. Noting these benefits of the Green Belt, the policy is assessed to have positive effects for health and wellbeing, regeneration, transport, climate change, air quality, ecology, heritage and landscape objectives.

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Policy SP06: Towards Net Zero Carbon

- 5.28 Policy SP06 sets out measures to reduce greenhouse gas emissions associated with new development. The policy is responsive to the Council's declaration of a climate emergency and the UK's international commitment for carbon neutrality. Viability evidence demonstrates that viability is low within Pendle and is particularly acute in the urban area of the M65 corridor. As such, the Council is unable to adopt a highly prescriptive approach without threatening the deliverability of the Local Plan. In view of this an alternative approach to the preferred option has not been assessed.
- 5.29 Policy SP06 is assessed to have positive to significant positive effects for all SA objectives where it is deemed to have an effect. The most significant of these relate to climate change and resource objectives noting the benefits the policy will have in promoting developments which have limited effects on climate change and the measures outlined within the policy which aim to safeguard and reduce usage of natural resources. Policy safeguards seek to ensure that renewable schemes do not adversely affect biodiversity, the historic environment or landscape quality with beneficial effects recorded for these SA objectives.
- 5.30 The policy is likely to secure enhanced build quality with better building performance in terms of energy efficiency. This will secure higher quality homes, support construction, materials, and renewable related sectors of the economy, aid regeneration and protect health and wellbeing. The measures will help to secure a further continuation in the fall of greenhouse gas emissions from transport, domestic and industrial sources.

Policy SP07: Water Management

- 5.31 The policy provides strategic direction with regard to the quality of water, the use of water, water infrastructure including waste water, and flood risk. The policy is consistent with and closely reflects national planning policy and guidance, and its policy wording has been derived in consultation with key stakeholders. No alternative to the preferred approach has therefore been assessed.
- 5.32 The policy has a constraining effect on housing and economic objectives noting the restrictions placed on development by the policy as result of flooding and water management factors. Mixed effects are assessed for regeneration and sustainable communities noting the restrictions above which may constrain specific redevelopment opportunities and increase developments costs, with potential positive effects due to the role that the policy has in safeguarding the resilience of communities in Pendle.
- 5.33 Significant positive effects are assessed for water supply and flood risk objectives. The policy fulfils a critical role in protecting the water resources of Pendle, noting projected pressures within the wider drainage basin catchments which lay within Pendle. Efficient and effective design plays a key role in reducing water usage and restoring water quality. The policy also seeks to ensure that communities are protected from flood risk events, with connected benefits for health and wellbeing, as well as climate change.
- 5.34 Water environments fulfil an important role for wildlife and in landscapes. The safeguards afforded by the policy therefore have positive effects for ecological and landscape objectives. In a similar way, the approach taken by the policy to the water environment is

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also likely to benefit the historic environment where it is relevant to its setting and significance.

Policy SP08: Natural Environment

- 5.35 Policy SP08 sets out how proposals will be expected to protect, and as required, enhance the natural environment. The policy sets a hierarchical approach to the protection of designated sites depending on the status of designation. The policy reflects the position set by the NPPF in regard to the protection and enhancement of the natural environment and as such an alternative approach has not been assessed.
- 5.36 The policy's most significant and clear benefits are for ecology and townscape/landscape objectives. The policy fulfils an important role in setting out the key requirements and responses of development to wildlife, habitats and geodiversity. The policy's approach to the natural environment also serves to benefit heritage, climate change, flood risk, water quality, air quality, and natural resource objectives in recognition that the areas protected by the policy have in securing benefits for these wider issues.
- 5.37 Adverse effects are assessed for housing and economic objectives. This notes the potentially constraining effect that the policy may have on the delivery of housing and economic growth, particularly if this should affect locations which are demonstrated to be in the most acute need and otherwise deliverable for specific growth needs. The Natural Environment has however been considered at a high level through the site selection process. It is anticipated that the housing and employment needs of the plan can be met in full without conflicting with this policy.
- 5.38 Mixed effects are assessed for health and regeneration objectives. The locations protected by the policy often offer opportunities for recreation which benefits health and wellbeing, they may also contribute to the quality of the local physical environment. However, equally the restrictions placed by on the policy for housing and economic development and redevelopment opportunity of specific sites, has adverse effects for these objectives.

Policy SP09: Historic Environment

- 5.39 Policy SP09 sets out how proposals will be required to conserve, and where possible, enhance the historic environment. The policy sets out the key issues to be considered by applicants in designing their proposals. It confirms what features of the borough's urban fabric should be conserved and where possible restored, to maintain the borough's local character and distinctiveness. The policy reflects the position set by the NPPF in regard to the conservation of the historic environment and has been derived in close dialog with Historic England and the Council's Conservation Officer. As such an alternative approach has not been assessed.
- 5.40 Policy SP09 has mixed to positive effects for SA objectives. Significant benefits are found for heritage and landscape/townscape objectives noting the specific role and requirements of the policy and responsiveness to these issues. Wider benefits are found for biodiversity, particularly where the historic environment, including its setting, also functions to support wildlife. The policy further benefits the SA objective to safeguard natural resources by encouraging the reuse of existing buildings/materials in certain cases.

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- 5.41 Mixed effects are assessed for housing, employment, regeneration and health objectives. This finding is made noting the constraining effect the policy may have on development proposals in specific locations. Balanced against this is the role that the policy has in promoting the quality of the urban environment and the benefits brought to these objectives by the adoption of this approach. Uncertain effects are assessed for climate change objectives, noting the sensitivity of historic environments to change, and connected questions this raises for the compatibility of the historic environment with measures to address and reduce the effects of climate change. This will to some degree be determined on an ad hoc basis noting the variety and diversity of historical assets located within the borough and their sensitivity to modern adaptations.

Policy SP10: Healthy and Vibrant Communities

- 5.42 The policy seeks to promote and secure vibrant communities through the planning system. This is achieved through a variety of measures and the policy connects widely to a range of development management policies. The policy is responsive to the baseline conditions to the Local Plan as set out in Section 3 of this report which finds that health and unemployment indicators fall well below the national average, and that the borough is the 33rd most deprived in the country (although on some measures deprivation may be worse). Taking this into account, the Council does not believe that there is a reasonable alternative to this policy. No alternative has therefore been assessed.
- 5.43 The policy touches onto a wide variety of issues connected to development proposals which affect health and wellbeing in Pendle. This includes the accessibility and provision of health and community services, promoting active lifestyles, reducing risks to residents, support for healthy eating, improving access to jobs, and increasing the amount of available quality housing which meets the needs of its occupiers. Taking this into account it is unsurprising that the policy is assessed to have positive effects for almost all SA objectives.
- 5.44 Most significantly are the benefits brought by the policy towards regeneration, health and transport objectives. These are core matters addressed by the policy, ensuring that development proposals account for their potential effects on existing communities by way of their location, land use, design and orientation, scale, and operational effects. The policy also seeks to ensure that the environment is protected, and sources of pollution appropriately addressed. The policy seeks the adoption of active travel measures to encourage and prioritise travel by foot and bicycle.
- 5.45 Wider benefits associated with the policy are recorded for housing and economic objectives noting the support given to the development of quality housing and job opportunities. The promotion of active travel and direction of development towards sustainable locations aids the achievement of transport, climate change and air quality objectives and the policy supports the implementation of Policies SP02 and SP03 of the plan. This also helps to support regeneration objectives and affords increased protection towards the borough's natural assets.

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Policy SP11: Transport and Connectivity

- 5.46 The policy confirms how proposals will be assessed for their effects on the highway network and travel patterns. The policy adopts measures which encourage modal shift in support of sustainable lifestyles, and which help to minimise the effects of development on existing infrastructure. The policy reflects the position set by the NPPF in relation to transport matters and as such an alternative approach has not been assessed.
- 5.47 The policy has largely positive effects for tested SA objectives. The policy seeks to ensure that the likely impacts of a development on the surrounding road network are understood through the development management process, and opportunities are taken to reduce the need to travel by way of a site's location, its land use, layout and density, its accessibility to public transport, and connectivity and support provided for walking/cycling. This approach delivers significant positive effects for transport objectives, with connected benefits for climate change and air quality objectives.
- 5.48 The policy supports regeneration objectives by encouraging proposals which accord with the settlement hierarchy and the spatial strategy (Policy SP02). The proposal benefits housing and economic objectives with support for higher density proposals along key public transport corridors and integration of land uses. This approach also supports objectives which aim to secure the effective use of land and helps safeguard undeveloped land from permanent loss with further connected benefits for biodiversity objectives.

Policy SP12: Infrastructure and Developer Contributions

- 5.49 The policy seeks to ensure that development is sustainable in terms of its effects on existing communities, services and requirements for infrastructure. The policy clarifies the approach of the Council taken towards securing planning obligations and the types of infrastructure funded using this approach. Community Infrastructure Levy continues to be unviable in Pendle, and land values remain low across much of the urban south of the borough. An alternative approach has not therefore been tested.
- 5.50 Contributions fulfil an important role in securing the delivery of sustainable development, ensuring that proposals are adequately serviced and accessed without compromising existing communities. For this reason the policy was assessed to have positive effects for social objectives by supporting and providing the community facilities crucial for health and wellbeing and tackling social deprivation, which in turn would have wider benefits for the existing population. Positive effects are found for housing objectives by enabling the provision of affordable housing through new development, providing an effective response to the affordable housing needs of the Borough. Positive effects were also found for sustainable transport, air quality, and climate change objectives.
- 5.51 Positive effects are also found for ecology, water quality and flood risk objectives given the potential contributions for new infrastructure and enhancements as required by policy. Uncertain effects are assessed for the efficient use of land given the pressure on viability, owing to increased costs, which may make some sites undeliverable.

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Development Management Policies: Environmental Policies

Policy DM01: Climate Change Resilience

- 5.52 Policy DM01 confirms how developments should adapt to the effects of climate change through their location, design, technical standards, construction and future operation. The policy seeks to safeguard environments within the Borough which contribute most towards mitigating the effects of climate change. The policy seeks to ensure that the effects of climate change, and how developments respond to these effects, is taken into account through the design stage in determining the scale, layout, massing, orientation, use of materials and finish of new development, and the role and the effectiveness of these measures in reducing the effects or risk of flooding and extreme weather. The policy promotes communities which are self-sustaining through the adoption of energy efficiency, recycling/reuse of resources, and longer-term measures such as space for food production to reduce the pressure caused by developments on their surrounding communities. The policy also seeks to ensure that flood risk and drainage is taken into account early on in the design process and is integral to the form and layout of new developments. The policy promotes the retention or implement of natural methods to store and slow the flow of surface water within sites.
- 5.53 The policy shows a limited constraining effect on housing and employment land delivery, and as a result also regeneration aims. This is because its requirements may reduce the capacity of some sites for specific forms of development and render other sites unsuitable. These are not new issues however and are promoted through other policies within this chapter of the Local Plan. Sufficient sites and commitments exist to meet development requirements notwithstanding the requirements of this policy. The policy will help provide communities which are resilient to the effects of climate change enhancing their sustainability. Taking this above into account, the policy has mixed effects for these objectives.
- 5.54 The policy has positive to significant positive effects for most social and environmental objectives. This is because the policy seeks to protect and enhance natural features within development sites which contribute positively to the mitigation of the effects of climate change. This is beneficial in combating the effects of climate change, but also improves air quality, provides an efficient use of land, safeguards environments important to biodiversity and which contribute to landscape quality, and retains and reuses natural resources. The policy will provide for high quality green sites which are beneficial for health and wellbeing and reduce deprivation. The policy promotes walking and cycling and a transition to zero/low carbon forms of transport.
- 5.55 Overall the policy works to ensure that developments adapt to climate change consistent with the NPPF in the promotion of public safety, wellbeing, and environmental benefit. The policy ties together other facets of the plan including policies promoting sustainable travel, high quality design, low carbon development, and protecting natural features under the umbrella of climate resilience to give focus to this issue to promote the longevity and benefits new development can bring in tackling and contributing to this issue.
- 5.56 Low viability as demonstrated by the supporting evidence base means that the implementation of a more prescriptive approach is not realistic in current economic conditions as this would render most forms of development in most parts of borough undeliverable. The Council however require a policy response to this significant issue

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noting requirements of the NPPF and the Council's own corporate priorities. As a result no alternative approach has been assessed to that as set out in Policy DM01.

Policy DM02(a): Flood Risk

- 5.57 The policy sets out the Council's requirements and approach to dealing with flood risk from all sources. The policy fulfils a critical response to national planning policy and has been developed in consultation with statutory consultees resulting in the previous iteration of the policy being divided in two (the latter dealing with surface and foul water management). It has an important role in ensuring that development is responsive and adaptive to the effects of climate change and helps to provide resilient and safe communities.
- 5.58 The principal benefits brought by the policy relate to SA objectives relating to water quality and management. This reflects the approach of the policy, which places flooding and drainage at the heart of the design process, prioritising the utilisation of a site's natural storage and drainage processes helping to retain and restore natural features and improve the resilience to the effects of climate change. As a result the policy has benefits for climate change and health and wellbeing objectives. The policy also benefits ecology and landscape objectives noting the preference towards the adoption of natural processes for addressing flood risk and surface water drainage with connected benefits for promoting air quality.
- 5.59 Minor adverse effects are assessed for housing and economic objectives noting the potentially constraining effects of the policy on the location, scale and type of development which can take place over the plan period. Notwithstanding this it is expected that the identified requirements of the plan can be met in full. Mixed effects are noted for the policy's role in promoting regeneration and sustainable communities. Mixed effects are recorded for this objective taking into account the constraints noted above, but also in recognition that the policy will aid the development of sustainable and resilient communities.
- 5.60 The approach adopted by the policy closely reflects requirements of the NPPF and supporting guidance within PPG. It follows dialog with relevant partners and accounts for recent changes made to guidance relating to flood risk, drainage and development. Taking this into account no reasonable alternative has been assessed for this policy.

Policy DM02(b): Surface and Foul Water Management

- 5.61 The policy sets out the Council's requirements and approach for surface and foul water drainage. The policy fulfils a critical response to national planning policy and has been developed in consultation with statutory consultees. It has an important role in ensuring that development is responsive and adaptive to the effects of climate change and ensures that proposals do not adversely affect the water environment.
- 5.62 The principal benefits brought by the policy relate to SA objectives for water quality and management. The policy seeks to ensure that proposals are supported by sufficient drainage strategies, do not strain existing infrastructure and protect water quality/resources and communities/wildlife. As a result the policy has benefits for

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biodiversity and health and wellbeing objectives. The policy also benefits climate change and landscape objectives noting the preference towards the adoption of natural processes for addressing flood risk and surface water drainage with connected benefits for promoting air quality.

- 5.63 Mixed effects are assessed for housing and economic objectives recognising the role the policy has in providing for high quality and attractive developments, but also increased costs and potential reduction in development areas which may result. Notwithstanding this it is nevertheless expected that the identified requirements of the plan can be met in full. Mixed effects are noted for the policy's role in promoting regeneration and sustainable communities. Mixed effects are recorded for this objective taking into account the constraints noted above, but also in recognition that the policy will aid the development of sustainable and resilient communities.
- 5.64 The approach adopted by the policy closely reflects requirements of the NPPF and supporting guidance within PPG. It follows dialog with relevant partners and accounts for recent changes made to guidance relating to flood risk, drainage and development. Taking this into account no reasonable alternative has been assessed for this policy.

Policy DM03: Renewable Heat and Energy

- 5.65 The policy sets a framework for the determination of proposals for renewable heat and energy. The policy seeks to support these schemes where suitable, providing clarity of the Council's approach. The policy forms part of the Local Plan's response to the climate emergency and supports the expansion and role of these technologies in meeting the energy and heating needs of communities and businesses in Pendle. The policy has an important role in securing a net zero economy in the borough in response to local and national targets.
- 5.66 The limitations of the policy are recognised. The policy as drafted avoids the adoption of specific requirements for the generation of electricity from renewables over the plan period. The policy also avoids making specific allocations for renewable energy sites within Pendle despite previous studies finding some opportunity for wind energy within the borough. The limitation of the policy is set in the context of relatively poor viability, and the scenic and landscape qualities of the borough. This context means that an alternative approach for the policy is not a realistic option. The policy therefore encourages and clarifies the Council's approach to windfall developments, establishing a wide-ranging decision-making framework noting the large variety of proposals which could come forward in accordance with the policy.
- 5.67 The approach of the policy means that only minor positive effects are assessed for climate change and air quality. The absence of specific allocations means it is uncertain what effect the policy would have for ecological, heritage, and landscape SA objectives with these determined at the planning application stage taking into account the type, scale and location of the proposal and its relationship and effect on the wider environment.
- 5.68 Acknowledging the context provided for the policy's approach, it is likely that, in order to enhance the positive effects of the policy and clarify its effects for wider SA objectives, further guidance should be established to inform proposals coming forward in compliance with the policy. Consideration should be given to the preparation of an SPD for this topic

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area, or specific reference made towards renewables and heat energy through currently planned SPDs such as the Open Countryside and National Landscape SPD.

Policy DM04: Biodiversity Net Gain

- 5.69 Policy DM04 sets out how proposals should consider, assess and respond to existing habitats found on site and provides clarification of the Council's expectations and approach. The policy helps to implement national mandatory requirements for biodiversity net gain, confirming the approach taken to secure this provision, including for off-site delivery.
- 5.70 The policy has been assessed to have a significant benefit for ecological objectives and will help ensure that development provide environmental enhancements in line with sustainable principles outlined within the NPPF. The effects of the policy and resulting implications also have positive effects for landscape, heritage, air quality, climate change, flood risk, water quality, and health and wellbeing. An adverse effect is assessed for housing and economic objectives given the constraining nature of the policy, and potential implication on capacity and development viability which may affect the scale and amount of development coming forward. No reasonable alternative is assessed given that the policy applies and responds to a mandatory position established through legislation.

Policy DM05: Ecological Networks

- 5.71 The policy confirms the Council's commitment to the establishment, stewardship and enhancement of ecological networks within Pendle including the Lancashire Local Natural Recovery Strategy (LNRS) being prepared by Lancashire County Council. The policy provides certainty as to how proposals affecting this network will be considered.
- 5.72 The policy scores positively for ecological objectives noting the role that the network will have in protecting biodiversity and potential for enhancements. Ecological networks, their conservation, and enhancement are also likely to have wider positive effects for health and wellbeing, the efficient use of land, air and water quality, flood risk, climate change, the historic environment and landscapes noting the role that the natural environment fulfils in supporting these objectives, and the opportunity provided by the policy to safeguard and restore these environments.
- 5.73 Negligible effects are assessed for housing and employment objectives taking into account the very limited effects anticipated given that housing and employment allocations and requirements have been established ahead of these networks and these allocations are not therefore anticipated to affect these ecological networks.
- 5.74 An alternative position has not been appraised on the basis that ecological networks are planned for Lancashire but not yet established. The policy reflects the Council's commitment to assist with this process and to secure their longevity through the planning process.

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Policy DM06: Green Infrastructure

- 5.75 Policy DM06 seeks to protect and secure Green Infrastructure in new developments, to help improve and enhance the existing network of greenspaces found across the Borough, in support of the implementation of the Pendle Green Infrastructure Strategy (2019).
- 5.76 The policy has positive effects for landscape, biodiversity, health and wellbeing, heritage, water quality, and air quality objectives owing to the protection afforded to existing natural features and landscapes found within these networks which serve to support these objectives, and the opportunities provided to secure enhancements and the expansion of this network. The policy also has positive effects in safeguarding existing soils and promoting sustainable travel by providing and protecting recreational resources without needing to travel considerable distances.
- 5.77 A neutral effect is assessed for housing and economic objectives owing to the flexibility built into the policy, and capacity provided to meet development needs whilst responding to Green Infrastructure requirements taking into account the positive role that development can have in enhancing and linking to this network through the provision of on-site and development of connectivity between green spaces. Green infrastructure has an important role in good design, providing for high quality developments that attract new investment and which help to mitigation potential impacts of climate change.

Policy DM07: Trees and Hedgerows

- 5.78 Policy DM07 seeks to ensure that Trees and Hedgerows are protected and incorporated into the design and layout of development proposals. The overall aim is to support the new Tree and Woodland Strategy by increasing tree coverage in the Borough, in response to the low tree coverage found within the 2010 Pendle Biodiversity Audit. Requirements are put in place for the management and replacement of trees and hedgerow.
- 5.79 The policy is considered to have positive to significant positive effects for biodiversity, landscape, health and wellbeing, air quality, flood risk, climate change, and soils recognising the value provided by trees and hedgerows have in supporting each of these objectives and contribution made to the integrity, quality and character of habitats, landscapes, townscape and places. The policy relates to a limited geography and is unlikely to significantly constraint the delivery of housing or employment land requirements and will help to secure high quality environments which are beneficial to their occupiers.
- 5.80 The Council consider that the policy is responsive to the NPPF taking into account the borough's natural environment and its condition. The policy capitalises on opportunities for developments to contribute positively to the environmental conditions of the borough. Taking this into account, the Council do not consider that there is a reasonable alternative to the approach of the policy.

Policy DM08: South Pennine Moors

- 5.81 Policy DM08 seeks to protect, maintain and enhance the South Pennines (designated an SPA, SAC and SSSI), which is the only internationally designated ecological site within the Borough. The South Pennines is of particular importance for migratory birds, and hosts of number of important habitats, including heathland and peat bogs. The policy seeks to

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manage development located within defined zones of influence of the designated site to avoid and mitigate as appropriate the potential for adverse effects associated with development, including those arising from increased recreational pressure.

- 5.82 The policy has significant benefits for ecology and landscape, with positive effects for climate change, air quality, water resources, health and wellbeing, and mineral resources owing to the protection afforded to a large natural asset located within the Borough's boundaries. Neutral effects are assessed for housing and economic objectives given that the policy's constraints do not adversely affect the implementation of the spatial strategy which directs development largely away from the South Pennines. No reasonable alternative is assessed for this policy given that its approach is consistent with legislative and national planning policy requirements in regard to this designation.

Policy DM09: Open Countryside

- 5.83 Policy DM09 establishes the type, form and scale of development permitted within the open countryside. The policy serves an important role in securing the sustainable pattern of development, including the alignment of land uses and infrastructure, and safeguards the open countryside (and natural and built assets from within) from inappropriate forms of development. The policy is supportive and assists with the implementation of Policy SP02 of the Local Plan.
- 5.84 The policy has significant positive effects in protecting undeveloped land from inappropriate forms of development and directing investment to urban parts of the borough. This also benefits objectives supporting the enhancement of sustainable transport, air quality, and climate change, by limiting the amount and type of development permitted in locations which are less well served by services and likely to require travel by car. The policy has positive effects for ecology, landscape, flood risk, and minerals owing to the protection afforded to the open countryside. The policy has neutral effects for housing and economic objectives owing to there being sufficient scope and opportunity for development in other locations of the Borough in accordance with the proposed spatial strategy.
- 5.85 The reasonable alternative that has been tested would expand the scope of development permitted within the open countryside. This would result in increased adverse environmental effects (ecology, landscape, climate change), as well as adverse impacts on regeneration and health and wellbeing objectives. Mixed effects are assessed for housing and employment objectives, noting the added scope for development to come forward over the plan period, but uncertainty as to its scale, timing and responsiveness to identified need. The approach of the policy to relate to windfall raises particular concerns of compatibility with the spatial approach to development as outlined in Policies SP02 and SP03 of the Local Plan, and could encourage an unsustainable pattern of development, undermining the Local Plan as a whole. This option has therefore been rejected by the Council.

Policy DM10: Landscape Character

- 5.86 Policy DM10 seeks to ensure that landscape is taken into account through the design process and is not adversely affected by inappropriate forms of development. The policy is assessed to result in significant positive effects for landscape and biodiversity owing to protective measures put in place within the policy towards natural features which

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contribute positively to the local landscape such as trees, hedgerows, topographical features, and key views and vistas. For the same reason positive effects are also assessed for climate change, air quality, flood risk, water quality, and health and wellbeing, given the role the undeveloped landscape has in contributing towards these objectives.

- 5.87 An uncertain effect is assessed for housing and the economy and for the effective use of land, given that the effects of the policy on proposals is likely to differ on a site by site basis depending on the character of the site and its relationship with the wider area. Again, uncertain effects are also assessed for the effect of the policy on SA objectives that encourage the efficient use of land, as the policy may affect what parts of a development should and should not be developed, and the form and scale of these proposals. Sufficient land is however allocated within the plan to meet identified targets in full, in line with the spatial strategy. No reasonable alternative is assessed for this policy given that the approach outlined in the NPPF is applied.

Policy DM11: Forest of Bowland National Landscape

- 5.88 Policy DM11 seeks to protect the intrinsic quality, character, and cultural interest of the Forest of Bowland National Landscape. The policy safeguards the National Landscape as a valued natural resource for wildlife, climate change, and recreation. The policy is responsive to the protection afforded to National Landscapes through the NPPF and seeks to support the implementation of the Forest of Bowland Management Plan. As such no reasonable alternative has been assessed for this policy.
- 5.89 The policy has positive to significant positive effects for environmental objectives including biodiversity, landscape, climate change, air quality, flood risk, water quality, and mineral resources due to the protection provided to the existing natural features found within the National Landscape which positively contribute towards these objectives in their current condition. The policy also benefits social objectives particularly in promoting health and wellbeing and culture, noting the National Landscape's special role as an asset which maintains the rural cultural identity of the Forest of Bowland, and as well as the source of recreation provided for the enjoyment of residents and visitors alike. The policy has a neutral effect for housing objectives owing to the limited growth directed to this area by strategic policy (Policies SP02 and SP03). It has a positive effect for the economy, given the role the National Landscape has in attracting visitors and investors to Pendle and contribution made to local tourism.

Policy DM12: Local Green Space

- 5.90 Policy DM12 seeks to protect, maintain and where possible enhance specific designated areas of Local Green Space, which have been identified as having sufficient value and importance to local communities. Development proposals affecting these locations will be determined in accordance with national Green Belt policy consistent with the NPPF. The policy applies the approach to development within Local Green Spaces which is consistent with the NPPF. Only sites deemed to meet qualifying criteria are designated as detailed in supporting evidence. As a result no reasonable alternative is assessed.
- 5.91 The policy is assessed as having positive to significant positive effects for social objectives, particularly health and wellbeing, given the protection afforded by the policy towards areas of specific recreational, cultural, and/or amenity value which are important to local communities. The constraining effect of the policy towards the type and scale of

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development permitted also means it scores positively for ecological, heritage, landscape, air quality, climate change, soil quality, minerals, flood risk and water quality objectives.

- 5.92 The policy has a potentially constraining effect for the development new housing and employment. It is however expected that the development needs of the plan can be met in full without affecting sites identified as Local Green Spaces. As a result a neutral effect is assessed for housing and economic development objectives.

Policy DM13: Environmental Protection

- 5.93 Policy DM13 seeks to protect the health and wellbeing of future occupiers and existing residents by ensuring that the effects of construction and future operations of development do not adversely affect the wider environment and residential amenity by way of harm, nuisance or disturbance. The policy seeks to respond to and apply the approach set out in the NPPF in relation to this issue and as such there is not considered to be a reasonable alternative to this policy.
- 5.94 The policy has positive effects in response to most environmental and some social SA objectives. In particular this relates to health, wellbeing and deprivation noting the protection and attention provided by the policy to matters affecting the amenity and health of the community through the construction stage and during future occupation. The attention given and safeguards put in place by the policy also assists and provides benefits for objectives relating to air and water quality, ecology, and climate change.
- 5.95 Neutral effects are assessed for housing and economic objectives. The policy is not intended to prevent development of a certain type taking place in a specific location, rather that the effects of proposals on neighbouring land uses, occupiers and the natural environment is sufficiently and safely addressed.

Policy DM14: Contaminated and Unstable Land

- 5.96 Policy DM14 seeks to ensure that the health and wellbeing of future occupiers, existing residents and the wider environment are protected through the treatment and redevelopment of contaminated/unstable sites by ensuring that developments do not adversely affect communities during construction or post occupation. The policy seeks to respond and apply the approach of the NPPF and as such there is not considered to be a reasonable alternative to this policy.
- 5.97 The policy is particularly important in supporting health and wellbeing. It will assist in securing the improvement of soils and will have positive effects for air quality, climate change, biodiversity and water quality owing to the checks provided to ensure that adverse effects on the wider environment are avoided.
- 5.98 Works to address localised ground conditions may have short term adverse effects, but overall the broader environmental benefits are considered to be neutral as the treatment of localised ground conditions is not likely to have a significant impact on the wider appearance or quality of the environment.
- 5.99 The policy is likely to have a neutral to uncertain effect on housing and employment land delivery. The policy will assist in enabling some sites to come forward for development

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which would not otherwise be developable by providing guidance to secure the treatment and redevelopment of these sites. The policy may also increase the cost of developing this typology of site given the need to safely remediate a site before it can be developed. Overall however there is considered to be sufficient opportunity to meet planned needs.

Policy DM15: Soils, Minerals and Waste

- 5.100 The policy seeks to protect soils, mineral deposits and peatland from loss, sterilisation, or degradation as a result of development. The policy has important benefits for environmental SA objectives including addressing climate change, flood risk, water quality, biodiversity and landscape. This notes the important contribution that soils have in managing these issues in their natural condition, with multiple interconnected benefits to be had. There are no anticipated adverse effects of the policy, and the policy is unlikely to prevent the full delivery of the development requirements of the plan.
- 5.101 It is beyond the scope of this plan to identify specific areas of land for safeguarding or allocation as a mineral extraction site. This is instead undertaken through the Lancashire Joint Minerals and Waste Plan, prepared by Lancashire County Council in their role as minerals and waste authority in collaboration with Blackburn with Darwen and Blackpool Councils. The designation of peatland for its protection is also unnecessary as this area is largely already protected through other existing designations. Agricultural land quality varies within the borough, however there is not known to be any Best and Most Versatile land within Pendle. Noting these matters, it is considered that there is no reasonable alternative to the preferred approach.

Policy DM16: Design and Placemaking

- 5.102 Policy DM16 seeks to ensure that key design principles as set out in the NPPF and PPG are captured through the development process, providing development of a high quality that is appropriate in its scale, form, type and design to its location, and avoids adverse effects to amenity, security, health and wellbeing of occupiers, future users and neighbours.
- 5.103 The policy scores positively for all objectives. For housing, the policy seeks to secure high quality development and therefore supports this SA objective. This is beneficial for social objectives, addressing deprivation, providing a driver for regeneration, and supporting health and wellbeing by securing development which meets appropriate design standards, is built from good quality sustainable materials, and does not promote adverse effects arising from crime or loss of amenity. For economic objectives it will provide developments which are attractive and functional for investors and future occupiers, potentially attracting higher skilled workers, or new companies to the Borough. For environmental objectives it will promote developments which are designed to minimise the effects on natural features and make the most of opportunities to secure environmental enhancement.
- 5.104 The policy is responsive to requirements of Section 12 of the NPPF and provides guidance as to how development will be considered to represent good design taking into account its impacts. A Design Code has benefits in providing clarity of what is classed as acceptable development, and its implementation would provide for a greater degree of certainty as to the effects of development. A Design Code is to be produced by the Council in the medium term and post adoption of the Local Plan, as this would result in a significant delay to the plan preparation programme. Until this time, the Council will rely on the design policies of

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this plan, guidance with relevant supporting SPDs, the Mill's Design Code being prepared for the Borough by Historic England, and Colne Design Code within the Colne Neighbourhood Plan, implementing these within the development management process as appropriate. Taking this context into account an alternative approach for this policy has not been assessed.

Policy DM17: Advertising and Commercial Signage

- 5.105 Policy DM17 establishes guidance for the erection of advertisements. The policy has a limited effect on assessed SA objectives owing to the scope of the policy. The policy has a positive impact on landscape/townscape, heritage, regeneration, and health and wellbeing objectives, due to the protection it affords to the physical environment, residential amenity and highway safety. Whilst the policy could be considered restrictive for businesses, the policy is assessed as having a neutral effect given that it provides certainty as to what forms of advertisement are considered suitable and the issues that need to be taken into account when erecting them. Remaining SA objectives are assessed to have a negligible effect in relation to this policy. The policy reflects the requirements of the NPPF. Additional criterion cannot be introduced as these would contravene Advertisement Regulations. An alternative approach to the policy has not therefore been considered.

Policy DM18: Historic Environment

- 5.106 Policy DM18 seeks to protect the heritage assets of the Borough from harm or loss as a result of or in connection to development. It applies the guidance and approach set out in the NPPF to achieve this. The borough features an extensive and varied historic environment, including post-industrial landscapes, cotton-weaving villages, and upland farming communities. This heritage has significant importance to the identity of Pendle and is worthy of protection and enhancement for future generations to enjoy and appreciate.
- 5.107 The policy has positive to significant positive effects for heritage and landscape/townscape objectives owing to the protection and attention afforded to these issues by the policy. Positive effects are also assessed for biodiversity and regeneration objectives due to the likely benefit arising from the protection of features likely to contribute to these objectives. The effects on housing and the economy, as well as sustainability (accessibility) and climate change are uncertain owing to the dispersed nature of heritage assets throughout the borough, and the differing levels of constraint required in relation to potential development sites. The policy applies the approach of the NPPF towards heritage assets and as a result there is no reasonable alternative to its approach.

Policy DM19: Leeds and Liverpool Canal Corridor

- 5.108 Policy DM19 seeks to safeguard and where possible enhance the historic, cultural, and recreational importance of the Leeds and Liverpool Canal Corridor. The Canal Corridor represents a significant element of Pendle's industrial legacy, and has tourism, recreational, and wildlife value.
- 5.109 The policy is considered to have positive to significant positive effects for heritage, landscape/townscape, and health and wellbeing objectives due to the role it has in conserving and enhancing features found within the Canal Corridor which positively contribute to these objectives. The policy also has positive impacts for ecology, air quality, water quality, and regeneration objectives due to the role the canal corridor plays in

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supporting these objectives at the local level. The policy is not considered to form a constraint to the development of housing and economic development, given the limited area of the Borough that is affected by its requirements. Indeed, the policy offers the opportunity to secure high quality attractive and mixed-use development, which contributes to the provision of high-quality homes and encourages investment, and well as meeting the niche housing needs of boat dwellers. No reasonable alternative would help to secure the aims and objectives of this policy.

Development Management Policies: Social Policies

Policy DM20: Housing Requirement

- 5.110 Policy DM20 sets the housing requirement for Pendle over the period 2021 to 2040. It confirms how this housing requirement will be delivered over this period, including establishing a series of steps to address any shortages in supply/delivery which may be experienced following its adoption.
- 5.111 The proposed requirement of 148 dpa reflects the updated demographic needs of the Borough for this period as identified through the Housing Need Review (2024). It represents a 20% uplift against the latest standard methodology requirement for the borough (124 dpa) which also represents the minimum level of housing required in accordance with national planning policy.
- 5.112 Whilst responding to the demographic needs of the borough, including migration trends and an adjustment for affordability indicators, the preferred approach will fail to meet the assessed affordable housing needs of the borough in full. Poor viability means that securing affordable housing through market led provision in Pendle is challenging and monitoring shows very little affordable housing is secured this way despite a high recent completion rates. Instead, affordable housing is secured by alternative means, often via Pendle Council's public private delivery vehicle PEARL and delivery by housing associations. Taking this into account, adjusting the housing requirement further in response to this need is unlikely to achieve any significant increase in affordable housing, and as such the proposal is unlikely to harm the delivery of affordable housing. A neutral effect is therefore assessed for housing objectives.
- 5.113 The Housing Need Review (2014) concludes that the adoption of 230 dpa is required to provide a sufficient labour supply in order to support the projected economic growth identified for the plan period. It notes that the adoption of a figure below this could constrain economic growth and/or lead to increases in inward commuting to meet economic growth needs. The report however moves on to note that Pendle experiences lower than average economic activity rates. In response, a sensitivity test is run based on improving economic activity rates to a mid-point between the local and regional average. This scenario finds that should this approach be successful 144 dpa would be sufficient to support economic growth.
- 5.114 Taking the above into account a minor adverse effect is assessed for economic objectives. It should however be noted, that should adopted programmes prove successful in securing the necessary improvements in economic activity rates, as illustrated by monitoring, then the finding for Policy DM20 in relation to the economic sustainability objective would improve to a minor positive effect. Should the Council pursue this strategy, a robust

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monitoring framework for assessing the effects of policy on economic growth, commuting and economic activity rates would be a necessity to help safeguard and prevent adverse effects arising in association with this sustainability objective.

- 5.115 The preferred option can be accommodated almost entirely on brownfield land. This benefits environmental sustainability objectives helping to safeguard undeveloped and potentially sensitive parts of the borough from permanent loss to development and the wider role they play for example in mitigating flood risk and climate change, protecting natural resources, for ecology, and maintaining the quality of the urban and rural environment, including the scenic beauty and tranquillity of the open countryside. The approach helps to maintain accessibility to the open countryside and the recreational opportunities that this area affords to residents, and in particular those living in the densely populated M65 corridor.
- 5.116 The preferred option enables the Council to prioritise brownfield development, directing investment to the borough's urban areas, supporting their regeneration and renewal. Directing growth towards the existing built-up areas also helps to support sustainable transport objectives and makes effective use of land. However this must be considered balance against identified adverse effects of this strategy and the potential it causes for increases in inward commuting and associated adverse effects for infrastructure capacity, air quality and climate change. Overall there are positive and negative aspects associated with this policy for regeneration, sustainable transport, air quality and climate change objectives which do not necessarily off set.
- 5.117 Two reasonable alternatives have also been tested through the Sustainability Appraisal for Policy DM20. Reasonable Alternative 1 for 230 dpa reflects the recommendations of the Housing Need Review. Its adoption would be necessary, without improvements to economic activity rates, to support the delivery of projected economic growth. Reasonable Alternative 2 for 124 dpa meanwhile reflects the updated standard method figure for Pendle. It is the minimum number of homes required in Pendle to respond to national planning policy and reflects a baseline position.
- 5.118 As evidenced within the SHLAA, the delivery of 230 dpa through Reasonable Alternative 1 would require the adoption of a strategy which places significant emphasis on greenfield sites. For the opposite reasons of the preferred option therefore, the reasonable alternative is likely to have a mixed effect health and wellbeing objectives, noting the role and value edge of settlement greenfield sites have for residents for recreation and supporting their health and wellbeing. Mixed effects are also assessed for regeneration objectives given that the greenfield sites are likely to be favoured and prioritised by the development industry noting the improved viability, market attractiveness and reduced risk of developing these sites, which is likely to result in investment directed away from brownfield opportunities.
- 5.119 The effect of Reasonable Alternative 1 is largely negative for the environmental objectives assessed by the SA. In particular, the proposal is found to harm climate change and air quality objectives given the increased need to develop sites which are of limited sustainability, in turn influencing the behaviour of their occupiers. The approach is unlikely to support a reduction greenhouse gas emissions by the end of the plan period.

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- 5.120 Reasonable Alternative 1 will cumulatively require increased use of undeveloped land, affecting the natural environment's capacity to address climate change, harming the resilience of Pendle's communities and its biodiversity. It will encourage travel by car, instead of walking and cycling. It will increase pressure on natural resources, and result in local losses to recreational resources harming the health and wellbeing of residents. The benefits are not outweighed by the adverse effects taking into account the baseline conditions of the borough, and the needs of residents. On the account of the above, Reasonable Alternative 1 has therefore been dismissed.
- 5.121 Reasonable Alternative 2 shares many of the environmental benefits associated with the preferred option being able to be delivered exclusively through brownfield development concentrated at the borough's major settlements. This helps to reduce the need to travel and safeguards undeveloped land from loss to development. Reasonable Alternative 2 however would not meet the assessed demographic needs of Pendle as evidenced through the Housing Need Review. The approach would not support economic growth even if improvements in economic activity rates were secured. The social and economic benefits associated with Reasonable Alternative 2 are therefore demonstrably weaker than the preferred option. On the account of the above, Reasonable Alternative 2 is therefore dismissed.

Policy DM21: Design and Quality of Housing

- 5.122 Policy DM21 seeks to ensure that new homes are of a high quality in terms of their size, design, materials, and environmental standards in an effort to promote the delivery of sustainable and beautiful development and improve the quality of housing available within the Borough.
- 5.123 The policy has positive effects for most SA objectives. In particular, the policy has strong benefits for social objectives by helping to address deprivation and improve health and wellbeing by securing new quality homes which are fit for purpose helping to improve standards of living and diversify the housing stock of Pendle. The policy also seeks to ensure that homes are adaptive to meet the needs of the entire community including those with disabilities. Positive effects are also assessed for climate change objectives, by helping to secure the delivery of new homes which reduce their impact on the wider environment and the use of natural resources.
- 5.124 The policy is consistent with the approach set out in National Planning Policy towards securing high quality homes. It is responsive to the Council's declaration of a climate emergency and maintains a key response in securing development which minimises greenhouse gas emissions. The policy is responsive to the baseline conditions of the area and will help reduce the proportion of households residing in poor living conditions by increasing access to quality housing. Noting this wider context, the Council does not consider there is a reasonable alternative to this policy.

Policy DM22: Housing Mix

- 5.125 Policy DM22 sets out the housing mix priorities in Pendle in response to findings of the HEDNA. The policy plays an important role in ensuring that new homes built in the borough are responsive to the needs of the whole community as projected over the plan period.

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- 5.126 The policy has positive effects for housing, economic and social objectives (social deprivation, health and wellbeing, rural sustainability) by increasing accessibility to housing of the right size and type in response to the evidenced needs of the community. This benefits objectives which seek the effective use of land by ensuring that land which is developed is responsive to the assessed needs of the community. The effect of the policy on wider SA objectives is largely neutral or unknown. Uncertain effects are assessed for flood risk and climate change objectives as the policy influences the form, scale and layout of proposals which may adversely affect these objectives through the consumption of more land and resources, however this will only be determined on a case-by-case basis. Policy safeguards ensure that the natural, historic and built environment is protected in connection to the policy and so neutral effects are recorded.
- 5.127 The policy is responsive to the requirements of the NPPF to meet the housing needs of the community as a whole, ensuring homes provided are of the right size and type to respond to projected changes in the population profile of the borough and the influence this has on patterns of future demand. An alternative to apply a different requirement for housing mix at a sub-district level is not necessary as demonstrated by the HEDNA. A policy which does not outline needs would be ineffective in addressing future needs as evidenced within the HEDNA. No alternative to the policy is therefore assessed.

Policy DM23: Affordable Housing

- 5.128 Policy DM23 sets the affordable housing requirements for housing proposals submitted over the plan period. The policy is responsive to the high level of affordable housing as assessed through the HEDNA which finds this need to be over 200% of the proposed housing requirement. Full delivery of this requirement as a proportion of market delivery is not realistic in terms of its effects on infrastructure, the natural environment or the capacity of the housing market to deliver. The requirements of the policy seek to balance the findings of affordable housing need with viability to maintain deliverability of housing to secure the housing requirement over the plan period, but also ensure that the full range of housing needs are secured. Delivery at 100% affordable housing windfall sites has proven to be a major contributor to meet this housing need over recent years. It is possible that such proposals may come forward in the future.
- 5.129 The policy has positive effects for housing, economic and social objectives (social deprivation, health and wellbeing, rural sustainability) by increasing accessibility to suitable, affordable, quality housing stock, particularly in parts of the borough where housing provision is normally limited in accordance with the spatial strategy. The policy permits the development of exception sites within the open countryside, however the extent and degree of development permitted through this approach is limited owing to the restriction applied for this to extent to only include small scale development, tied to evidence of need, as well as the requirement to account for environmental effects. The overall effect on environmental objectives is therefore assessed as neutral on environmental factors.
- 5.130 The policy is responsive to the NPPF in meeting the housing needs of the community as a whole and sets out the approach to securing affordable housing in the borough. An alternative to the policy could be to not establish a specific requirement for affordable

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housing and instead rely on market forces. This approach in Pendle would be ineffective in the Council's experience with very little provision being delivered through market-led schemes. An alternative of setting higher requirements for affordable housing provision would not be deliverable noting the findings of the Local Plan viability assessment.

- 5.131 The Council further notes the potential role the emerging Infrastructure Levy could have in securing affordable housing in Pendle. At the time of writing, regulations supporting the delivery and implementation of the Infrastructure Levy have not yet been defined or brought into effect. The requirement to implement the Infrastructure Levy would trigger the need to review this policy although it is the Council's understanding that this would be through a separate process to plan making.

Policy DM24: Residential Extensions and Alterations

- 5.132 The policy guides applicants seeking to extend or alter existing residential property. The policy provides clarity and certainty for applicants on the matters to be addressed through the planning application process.
- 5.133 The policy has positive effects for SA objectives relating to housing need, health and wellbeing, making effective use of land, and promoting regeneration. This is in acknowledgement of the role the policy has in providing residents in the borough the opportunity to adapt and modify their existing homes to meet their needs without having to move. This approach also benefits the use of existing resources and helps to safeguard the natural resources of the borough. Environmental effects of the policy are assessed as having a positive effect with the policy helping to concentrating development activities to existing developed areas/sites.
- 5.134 Householder applications are often the only interaction the majority of people have with the planning system. It is therefore important to provide guidance offering clarity to help people through this process and achieve a positive outcome which can often be transformational to health and wellbeing, and quality of life. The policy has an important role in securing high quality development in Pendle, ensuring such proposals have a positive effect for the urban environment, and secure the amenity interests of neighbours. The policy will help reduce delay through the application process increasing the efficiency of decision making. Taking the above context into account, no reasonable alternative has been assessed through this Sustainability Appraisal.

Policy DM25: Residential Conversions

- 5.135 The policy guides proposals which seek to change the use and alter existing buildings for residential use where planning permission is required. The policy provides clarity and certainty for applicants regarding the issues to be addressed. The policy relates to windfall development and only proposals which constitute development (i.e. excluding those proposals which benefit from permitted development rights). The complexity and unique characteristics of such proposals requires a policy response to protect amenity interests and standard of living and promote urban quality. Taking this into account no reasonable alternative has been assessed for this policy.
- 5.136 The policy has positive effects for meeting housing need, promoting health and wellbeing, making effective use land, and helping to regenerate existing urban areas. The policy helps make effective use of existing resources and as a result provides a sustainable approach to

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meeting a proportion of the borough's housing need (the contribution from which is acknowledged within the Plan with the application of an evidenced windfall allowance). The proposal is assessed to have positive effects for the built environment, due to the role the policy has in minimising the potential for vacant property, which may over time detract from the quality of the wider environment.

Policy DM26: Housing in the Countryside

- 5.137 Policy DM26 sets out the types and scale of residential development which may be permitted in the open countryside. The list is limited in its extent to ensure that the plan does not harm environmental quality and tranquillity of the rural area or lead to isolated unsustainable development. The policy balances these important considerations with the need to support the rural economy and allow for limited changes to existing buildings and dwellings in response to the needs of the local community. It applies only to proposals requiring planning permission.

- 5.138 The policy has positive effects for housing, economic and social objectives. This arises given that the policy supports sustainable growth within the rural area and provides some scope for the housing needs of households in rural areas to be met. The policy is not considered to constrain housing delivery given opportunities provided elsewhere within the Borough which are defined in accordance with the spatial strategy.

- 5.139 The limited forms of development permitted and direction outlined within the policy which promotes the reuse and redevelopment of existing buildings benefits environment objectives such as landscape effects, biodiversity, and heritage by reducing the need to develop greenfield sites and make the most of opportunities provided at existing developed sites. This approach minimises the need to develop open countryside to meet needs keeping this open and free from development. It also makes use of and improves existing redundant buildings helping to secure aims to make best use of existing resources.

- 5.140 Some adverse effects (albeit very minor) are assessed for objectives for sustainable transport and climate change owing to the fact that the majority of proposals are likely to take place in isolated locations resulting in developments which are reliant on car transport for access. The effects on these objectives overall will be very limited taking into account the limited scale of development likely to come forward in these locations in accordance with this policy during the plan period.

- 5.141 The policy relates to and helps to implement Policy SP02 which sets out the spatial strategy and is complementary to Policy DM09. The policy sets out the limited forms of residential development which may be permitted in the open countryside. This is consistent with objectives to secure a sustainable pattern of development, and the NPPF in terms of its approach to development within the open countryside. Taking this into account there is no reasonable alternative to this policy.

Policy DM27: Self and Custom Build Housing

- 5.142 Policy DM27 seeks to promote and secure self-build and custom build homes within Pendle responding to the statutory requirement for the Council to maintain a list of and make available opportunities for the development of this type of housing. The policy has positive social and economic effects by providing opportunities for an increased diversity of housing stock in response to housing needs. The opportunity provided by self-build enables people

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to construct bespoke properties which are responsive to their own needs and requirements which might not otherwise be suitably met by existing stock or new housing stock provided by a developer or registered provider.

- 5.143 The Policy promotes self-build as windfall development, and also seeks self-build as a proportion of existing stock at development sites over a certain threshold (including allocations). Self-build plots in themselves are small in scale and unlikely to have significant adverse effects on the wider environment. It will however be the case that in some circumstances it would not be appropriate to develop self-build plots independent of the wider (much larger) development. A reasonable alternative for the policy is not assessed with sites specifically identified for self-build included in Policy AL01.

Policy DM28: Specialist Housing

- 5.144 Policy DM28 sets out guidance for the development of communal accommodation (including assisted living), HMOs, and student accommodation. The guidance itself seeks to ensure that proposals can be integrated successfully into existing communities with the potential for adverse effects minimised.
- 5.145 The effects of this policy on assessed sustainability objectives is largely limited, with a neutral effect found for most environmental objectives given the approach of the policy and guidance provided which sets out a clear framework for the assessment of proposals submitted within the scope of this policy. Some benefits are provided for housing and social objectives particularly promoting health and wellbeing by encouraging the development of wider housing products which may be beneficial in meeting specific housing needs which are responsive to the health needs of their occupiers. The policy also focuses on ensuring that such developments do not adversely affect existing residents. Positive effects are also assessed for sustainable transport and air quality with proposals encouraged to be close to existing public transport services.
- 5.146 As concluded within the HEDNA, there is no specific housing need for Student Housing in Pendle. HMOs are not yet of a significant enough issue within Pendle to require an alternative approach. Monitoring will enable the Council to respond to this, with scope for further guidance and restriction to this type of development if this proves necessary. The HEDNA illustrates specific need for specialist accommodation within Pendle. The Council is however not aware of sites which have been identified in response to this need. Instead a decision-making framework is provided for windfall type development. Elderly housing need is also provided by requirements for new Bungalows and adaptable housing through Policies DM21 and DM22. Taking the above into account, the Council has not assessed an alternative approach for this policy.

Policy DM29: Gypsy, Traveller, and Travelling Showpeople Community

- 5.147 Policy DM29 sets out guidance for Gypsy and Traveller accommodation. The policy provides guidance as to how and what issues should be considered when promoting this type of development, focussing on ensuring that there are no wider adverse effects for the wider environment or its occupiers.
- 5.148 The policy has largely neutral effects for environmental objectives as a result. The policy has positive effects for housing objectives owing to the clear and positive framework provided for such types of development enabling a response to the social and cultural

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accommodation needs of specific groups within the community. The policy also has positive effects for health and wellbeing by ensuring such sites and locations are suitable for the proposed use taking into account the nature of nearby uses. There are also positive effects for sustainable transport objectives with proposals encouraged to be close to existing public transport services.

- 5.149 A reasonable alternative to this policy would be to allocate specific sites for these uses. However, supporting housing needs evidence and dialog with the Gypsy and Traveller community conducted to date reveal there is no specific need for sites to be allocated to meet this need within Pendle. This alternative position has not therefore been assessed.

Policy DM30: Healthy Places and Lifestyles

- 5.150 Policy DM30 seeks to ensure that new development takes into account and protects the health and wellbeing of future occupiers and existing residents and uses. To demonstrate how the health interests of residents are to be protected, the policy requires the submission of a Health Impact Assessment where the proposal has the potential for adverse effects.
- 5.151 The policy is considered to have positive effects for social objectives particularly for health and wellbeing, and in tackling key issues within Pendle such as relatively high levels of deprivation and poor health. Positive effects are also assessed for sustainable transport, climate change and air quality, with particular attention given to the promotion of access via walking and cycling. Whilst the policy may have the effect of constraining certain forms of commercial development within particular locations, the policy is considered to have a neutral effect on economic objectives owing to the certainty which is afforded by the policy approach. Sufficient opportunity for exists within the Borough for growth needs to be accommodated. As such, the policy is not considered to be overly constraining and is justified in protecting the health of the Borough's communities. No reasonable alternative is identified which secures the appropriate response required towards health and wellbeing and the effects of development on this by new developments.

Policy DM31: Open Space, Sport and Recreation

- 5.152 Policy DM31 seeks to safeguard and enhance existing open space provision including sports facilities within the Borough and ensure that new development provides open space on site, or contributes to off-site provision, where required/justified. The policy responds to the findings of the Open Space Audit by securing sufficient open space to meet the needs of the community.
- 5.153 The policy has significant positive effect for health and wellbeing enabling sustainable access to local sources of recreation and sporting activity. It also is beneficial in tackling social deprivation and scores positively for landscape, ecology, soil quality, air quality, climate change, water quality and flood risk objectives, given that its implementation will help protect and enhance open space provision, quality and accessibility in the borough over the plan period. A neutral effect is assessed for housing and economic objectives owing to the flexibility provided in policy and capacity to meet development needs, whilst responding to the need for open space provision as a key design issue.
- 5.154 The quality of open space can benefit the desirability of developments enhancing their value and wider contribution made to the environment and health and wellbeing. The

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delivery of open space could affect developable area resulting in a trade-off. Where appropriate open space can be multifunctional in terms of its role within the development (i.e. it could contribute towards ecological enhancement or function as part of the drainage system) therefore delivering numerous net benefits and contributing to the efficient use of land.

- 5.155 There are no known practical alternatives to the policy which would be effective in securing open space provision which would also accord with national planning policy. As a result no alternative is assessed.

Policy DM32: Walking and Cycling

- 5.156 Policy DM32 seeks to promote and secure walking and cycling infrastructure opportunities through new development, in an effort to reduce reliance on travelling by car and encourage a modal shift prioritising walking and cycling particularly for shorter journeys. The policy therefore has significant positive effects for encouraging sustainable transport, climate change, and air quality objectives given the role the policy has in promoting and securing active travel ahead of travel by car. It also helps to tackle social deprivation enabling equal access to developments and health and wellbeing given the benefits had to health as a result of walking and cycling which will also have wider benefits for healthcare and service capacity. There are no known reasonable alternatives to this policy.

Policy DM33: Hot Food Takeaways

- 5.157 Policy DM33 directs proposals for hot food takeaways towards areas which are appropriate for this land use and ensures that operational effects do not adversely affect their surroundings, surrounding users/occupiers, and the health and wellbeing of the wider community.
- 5.158 The policy has relatively limited effects on assessed SA objectives. The policy is however beneficial for health and wellbeing objectives, noting the role the policy has in supporting the health of the community, and ensuring that proposals do not adversely affect amenity and wellbeing. This also benefits aims to tackle deprivation. The policy also seeks to ensure that proposals do not adversely affect the quality of the wider built environment. As a result positive effects are also assessed for historic and townscape objectives.
- 5.159 The policy seeks to ensure that the operational effects of hot food takeaways on the health and wellbeing of residents in Pendle is minimised and ensure that hot food takeaway proposals compliment and contribute towards urban quality. The policy is responsive to the baseline conditions of Pendle indicating the poorer health of its residents in contrast to the national average, which tend to be more severe in wards suffering high levels of deprivation. There is large number of hot food takeaways in Pendle (particularly within the M65 Corridor). Evidence provided by the County Council demonstrates the role that unhealthy food choice and its availability has in promoting poor health. The Council does not believe there is a suitable alternative to the approach of the policy noting this context.

Policy DM34: Engaging the Community

- 5.160 Policy DM34 seeks to ensure that applicants engage with the wider community, key stakeholders and consultees in relation to issues affecting or affected by development proposals. This provides opportunities for issues to be addressed prior to the submission of

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a planning application, helping to reduce delay and uncertainty, and increase the involvement of the wider community. This dialog could benefit the design and quality of proposals and help better secure their integration with the wider physical environment.

- 5.161 The policy has limited effects on SA objectives with the majority recording negligible effects. The policy benefits health and wellbeing objectives, by providing the opportunity for greater participation and influence over developments occurring in their area. It benefits infrastructure objectives, by ensuring that needs and solutions can be identified early on in the design and planning stage, and connected matters such as flood risk, with involvement of the LLFA at the pre-application stage where relevant.
- 5.162 The policy is responsive to the Council's adopted Statement of Community Involvement, the Localism Agenda, and emphasis placed within the NPPF for pre-application engagement. The policy will assist the delivery of sustainable development, minimising delay experienced through the planning process and is therefore supportive of Policy SP01. Noting the above, no reasonable alternatives have been tested for this policy.

Policy DM35: Cultural and Community Facilities

- 5.163 Policy DM35 seeks to safeguard, enhance and support the delivery of cultural and community facilities, including rural shops. The policy maintains an important role in promoting and protecting the sustainability of Pendle's communities by helping to safeguard those facilities and services which are most valued, provide vibrant communities and which deliver an important source of recreation, learning, and social interaction. As a result the policy has positive effects for social objectives including tackling deprivation, promoting rural vitality, and protecting health and wellbeing. The policy promotes sustainable objectives reducing the need to travel to access essential goods and services, as well as opportunities for social interaction and recreation. The policy has neutral to positive effects on environmental objectives such as minimising the effects of climate change, impacts on biodiversity, and landscape.
- 5.164 The policy is responsive to recent changes made to the Use Class Order, seeking to promote development included within the Class F Use Class in a sustainable manner. It is considered there is no reasonable alternative available which would be effective in securing this type of development within this wider context.

Policy DM36: Education and Training

- 5.165 Policy DM36 sets out measures to support and seek improvements to education infrastructure and the attainment of professional training and skills development for residents in Pendle. The policy is responsive to the baseline conditions of the Borough which finds qualification attainment and average wages to be significantly lower than the regional and national average. Low wages are a principal cause of house price unaffordability in Pendle and is a major factor for the high levels of deprivation recorded in parts of the borough. Taking into account the justification for this policy, no reasonable alternative is assessed to exist and as such has not been assessed.
- 5.166 The policy has positive effects for economic, regeneration, and health and wellbeing objectives, due to the role that the policy has in promoting education and skills development and benefits this has in supporting the achievement of these objectives. The policy contains a decision-making framework for proposals for new or expanded education

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sites to ensure that land is used effectively and that wider effects of proposals on the environment, infrastructure and neighbouring land uses are accounted for and responded to through the development management process. The implication of this approach is to ensure neutral to positive effects for related SA objectives, given the protection afforded relevant to these issues.

Policy DM37: Parking

- 5.167 Policy DM37 applies guidance for parking within developments to ensure there are no adverse effects caused on highway capacity, operation, or safety and to ensure that sufficient attention is given appearance and impact on wider character and implements the parking standards of the Local Plan.
- 5.168 The policy has positive effects for health and wellbeing, and townscape, with neutral effects for most other objectives given promotion of electric charging and cycling infrastructure (promoting a positive response in developments to climate change) and regard required of policy to address wider physical effects on the development.
- 5.169 A reasonable alternative to the policy would be for parking standards to be dropped and parking provision dealt with on a case-by-case basis. The likely effects of this approach are appraised to be adverse for health and wellbeing as parking is not adequately considered through the design process and insufficient provision is provided. This approach would also mean that responses to climate change are not delivered with adverse effects for air quality, climate change and sustainable transport. The reasonable alternative is therefore assessed to have an increased adverse effect on sustainability objective in contrast to the preferred option and as such is not recommended for adoption.

Policy DM38: Taxis

- 5.170 Policy DM38 sets out guidance for taxi related development, seeking to ensure that such development does not have adversely effects for wider residents, occupiers, and businesses. The policy has limited relevance for most SA objectives, however, does have neutral effects for social deprivation and health and wellbeing owing to the checks put in place to ensure that developments address these issues. Neutral effects are also assessed for environmental effects such as impacts on heritage and townscape owing to the need for developments to consider their wider effects. There are no reasonable alternatives to this policy.

Policy DM39: Digital and Electric Communications

- 5.171 Policy DM39 provides guidance for the provision of communication and digital infrastructure. The policy has positive economic effects owing to the role that technology has in supporting economic investment and business operations and efficiency. The policy also has positive effects on sustainability objectives due to the reduced need to travel as a result of enhanced communication technology. Neutral effects are assessed for environmental and social objectives due to policy safeguards put in place with require proposals to minimise the potential for adverse effects on the character and quality of the wider environment, and health and wellbeing of neighbouring uses/users. Negligible effects are assessed for wider SA objectives noting the limited scope of the policy and its effects for the wider environment.

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- 5.172 The policy provides a framework for decision making as communication and digital infrastructure is brought forward over the plan period. There are no known reasonable alternative policy approaches available.

Development Management Policies: Economic Policies

Policy DM40: Employment Land Requirement

- 5.173 Policy DM40 identifies and responds to the future employment land requirements of the borough as assessed through the HEDNA Report (Iceni Projects, 2023). This is achieved primarily through committed sites but also the allocation of new specific sites for employment (through Policy AL02).
- 5.174 The policy is assessed as having significant positive effects for economic objectives noting the role that the policy has in responding to the projected future economic needs of the borough in full as assessed through supporting evidence to the plan. Positive effects are assessed for regeneration, health and transport objectives. This takes into the account the role that economic development plays in meeting these objectives, including securing investment in the borough, existing and new jobs, and the location of employment sites typically accessible to communities and via public transport services. Positive effects are also recorded for health and transport objectives noting the emphasis placed by the policy on matters of health and transport, ensuring that developments do not harm the amenity of neighbouring users, nor result in severe problems of congestion.
- 5.175 The policy also requires applicants to address effects caused by proposals on the historic environment, to provide new habitat, and ensure that matters of flood risk are dealt with effectively and prioritising natural methods, ensure that the policy has neutral to positive effects for environmental objectives, with neutral effects found for flooding, water quality, climate change, heritage and landscape objectives, and minor positive effects for biodiversity.
- 5.176 Taking into account the findings of the HEDNA, the Council do not believe that there is a realistic alternative to the preferred approach, which is sufficiently different from this requiring testing through the Sustainability Appraisal. The HEDNA sensitivity tests a number of scenarios for economic growth to examine the robustness of the economic projection used for the recommended employment land requirement. The scenarios tested include:
- A high growth scenario which does not reflect the position of the local or UK economy and supported growth in sectors of the economy which do not reflect that of Pendle.
 - A low growth scenario would result in contraction of the local economy, and as such would fail to meet the requirements of the NPPF.
- 5.177 The need to review the plan within 5 years of its adoption and the annual monitoring of policy in the interim, provides opportunity for the Council to review its position in the short term if this proves necessary. Based on the above an alternative approach has not been appraised through the SA for this policy.

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Policy DM41: Protected Employment Areas

- 5.178 Policy DM41 is responsive to findings of the HEDNA (Iceni Projects, 2023) which identifies specific areas of the borough in employment use which maintain a critical role for the local economy and as such are worthy of long-term protection in support of the strategic objectives of the Plan. The policy therefore seeks to protect and retain these sites for employment use only (Use Class B2/B8). A limited amount of Class E(g), offices, research and development, and light industry is also permitted recognising the complementary role such uses may have within a designated protected employment area.
- 5.179 The purpose of the policy is to ensure that the Borough's industrial and employment base does not decline over the plan period, and as such the policy has a critical role in maintaining the economy of Pendle in planning terms. For this reason the policy is considered to have significant positive effects for economic objectives. It also supports objectives to regenerate and invest in the Borough's main settlements safeguarding greenfield land, and support health and wellbeing by maintaining access to employment benefiting sustainability travel objectives, as these sites are often accessible to nearby communities and to sources of public transport.
- 5.180 The effects of the policy for the employment land supply of the borough means that the policy also helps to indirectly protect and safeguard undeveloped areas from loss to employment land uses, thereby helping to maintain the role these sites have for flooding and water quality, soils, climate change, biodiversity, landscape and the historic environment.
- 5.181 An alternative to the policy would be that existing employment sites would be allowed to change into different uses regardless of their existing role or use. This approach is contrary to the recommendations of the HEDNA and could threaten the economy of the borough particularly should these uses be more valuable to landowners/landlords. The approach would effectively remove the need for the policy negating the need for its assessment. This approach is not appropriate given the findings of evidence supporting the plan.
- 5.182 It should also be noted that the policy does permit land to transition into non-employment uses subject to specific conditions, including relating to the vacancy of a site. This provides sufficient flexibility to prevent the long-term vacancy of previously developed land, encouraging its renewal and reuse but not at the cost of the local economy.

Policy DM42: Vibrant Town Centres

- 5.183 Policy DM42 sets out the approach to development within the Borough's Town and Local Shopping Centres. The policy seeks to safeguard the primary commercial function of these areas and their role within the wider Borough as the hub of commercial activity to promote their vitality and vibrancy. The policy does however enable the development of broader uses outside of Use Class E where specific conditions are met.
- 5.184 The policy is considered to have positive effects across most objectives, with effects particularly significant for economic, social and sustainability objectives. This is due to the role the policy has in maintaining the commercial and service function that town centres have for the communities of Pendle and their wider hinterlands. The policy promotes the reuse of land and buildings found within these centres for a variety of land uses whilst protecting their primary function.

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- 5.185 Town Centres are often the most accessible places to the largest proportion of residents within communities, are served by public transport, and feature wider land uses and services, enabling multi-purpose trips. This benefits sustainability and transport objectives, helping to promote sustainable travel and patterns of activity.
- 5.186 There are positive effects for housing objectives with increased opportunity the policy provides to deliver new housing. Environmental objectives also benefit with economic activity focussed towards existing developed areas safeguarding undeveloped areas which fulfil an important role for biodiversity, flooding, landscape quality, and climate change.
- 5.187 The policy has been drafted to respond positively to changes made to the Use Class Order and the introduction of Class E which renders traditional policy for retail development ineffective and redundant. The policy seeks to respond to this context whilst ensuring consistency with the NPPF and its approach to town centre uses. The policy therefore seeks to manage land uses in town centres in a flexible but sustainable way. No reasonable alternative is considered to exist taking into account this context.

Policy DM43: Mixed Use Development

- 5.188 Policy DM43 sets out the guidance for mixed use development. The policy recognises and encourages opportunities for mixed use development which may contribute significantly towards housing, economic and social objectives, providing developments of enhanced sustainability with reduced need to travel and increased likelihood of self-sufficiency, which may also benefit the wider area within which the site is located. Positive effects are assessed for all of these sustainable objectives. For environmental objectives the policy scores more neutrally given safeguards put in place to minimise the potential for adverse effects. Given that the policy relates to windfall development its exact effects on the historic environment is largely uncertain and is dependent on the scale, type, location, and relationship to wider surroundings. No reasonable alternative is assessed for this policy.

Policy DM44: Out-of-centre Retail and Commercial Development

- 5.189 Policy DM44 sets out the approach to commercial uses (in Use Class E) located beyond Town Centres. The policy recognises that some Class E uses exist in locations outside of town centres and their continuing use for Class E development would be suitable and important in support of sustainable communities and patterns of economic activity. The policy seeks to limit Class E uses in locations beyond these areas to protect the role and functionality of town centres and to prevent adverse effects of wider uses, users, and the environment, balancing the benefits of Class E development against its associated adverse effects and the requirements of national planning policy for this land use. This approach is consistent with national planning policy which remains unaltered with regard to the location of main town centre uses.
- 5.190 The Policy is considered to have positive effects for the economy by directing investment to appropriate locations and ensuring that existing commercial sites are safeguarded. It also has positive effects for social objectives given the effect of the policy in safeguarding amenity, health and wellbeing caused by commercial types of development. Further benefits for health and wellbeing are recorded recognising the role that established neighbourhood shopping parades, and retail centres have in providing access to shops and sources of employment locally, reducing the need to travel.

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- 5.191 The policy supports sustainability objectives by only permitting Class E uses in locations accessible by public transport. The policy has environmental benefits by ensuring that proposals do not adversely affect their surroundings due to their use and operations and restricts the use of Greenfield land for commercial use helping to safeguard this land in its current condition.
- 5.192 The policy has been drafted to respond positively to changes made to the Use Class Order, whilst ensuring consistency with the NPPF and its approach to town centre uses. No reasonable alternative is therefore considered to exist within this policy context.

Policy DM45: Tourism Facilities and Accommodation

- 5.193 Policy DM45 provides guidance for tourism development including tourist accommodation encouraging the sustainable growth of this industry and increasing its role within the Pendle economy.
- 5.194 The policy scores positively towards economic and social objectives by lending support to the expansion of the economic base of the borough through tourism. The policy also has neutral to positive effects for environmental objectives owing to the preference given towards the reuse and redevelopment of existing buildings and modest expansion which is accessible to public transport. It is recognised that some tourist facilities are, by their nature, located in isolated parts of the Borough so some adverse effects to sustainability objectives may be expected though the degree of these adverse effects is limited. In the absence of an identification of specific sites for tourism use, no reasonable alternative is considered to be appropriate in achieving the aims of this policy.

Policy DM46: Equestrian Development

- 5.195 Policy DM46 provides guidance on proposals for equestrian development. The policy recognises the important role that equestrian businesses can have on the rural economy and their value as a source of recreation. The policy balances this against the fact that proposals are typically located in the open countryside, often close to an existing settlement. The policy seeks to ensure that equestrian development, especially in the transitional zone between urban and rural areas, does not have an adverse effect on the open countryside and sustainability factors.
- 5.196 The protection afforded to the open countryside through this policy means that neutral effects are found for landscape, biodiversity, heritage and flood risk objectives ensuring that whilst limited change is allowed by the policy to facilitate a sustainable expansion in operation, the effects caused are not significant due to the restrictions applied to the form, scale and location of proposals. The policy supports the rural economy, rural jobs, and promotes accessibility into the open countryside, as such the policy is considered to be beneficial for economic, rural sustainability, and health and wellbeing objectives. The policy provides guidance aimed at balancing environmental effects against the positive local effects the development of equestrian facilities can have for rural areas. No reasonable alternative has been assessed for this policy.

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Site Appraisals

- 5.197 The SA Report plays a key role in developing and refining the Local Plan. It appraises the effects of each option and sets out the reasons for the selection of the preferred options and the rejection of others.

Housing Site Allocations

- 5.198 In addition to the Strategic Housing Site allocated at Trough Laithe, the Council has also considered a number of sites to deliver the housing requirement of the plan (Policy DM20).
- 5.199 A total of 9 sites are allocated through Policy AL01. The selection and distribution of housing sites allocated through the site is responsive to the spatial strategy as defined Policies SP02 and SP03, which seeks to focus growth towards the main urban area within the M65 Corridor.
- 5.200 Effort has also been made through the site selection process to provide a portfolio of sites that delivers market choice in terms of location, type, and size which would benefit the range and opportunity of new homes provided over the plan period. In line with the NPPF around 10% of the supply identified is situated at sites less than 1 hectare in size to support SME housebuilders.
- 5.201 All sites submitted to the SHLAA Call for Sites exercises conducted by the Council during the preparation of the Local Plan thus far, and for the abandoned Local Plan Part 2 have been subject to extensive assessment for their suitability, achievability, and deliverability. This Sustainability Appraisal forms one document within this site selection process and its findings have been taken into account in determining which sites should be allocated through the Local Plan.
- 5.202 A thorough appraisal of the likely effects on sustainability objectives of all sites submitted (including reasonable alternatives and sites submitted during the plan preparation process) has been undertaken within Appendix 5. Sites failing to meet defined thresholds and criteria have not been assessed. A list of these sites together with a reason for their omission is set out in Appendix 7 of the Sustainability Appraisal.
- 5.203 The following sites (in order of reference number) are proposed to be allocated through Policy AL01:
- P026 Riverside Mill, Nelson (140 dwellings).
 - P052 Land at the Former Railway Sidings, Railway Street, Brierfield (50 dwellings).
 - P060 Former Mansfield High School, Taylor Street, Brierfield (60 dwellings).
 - P064 Brook Shed, Earby (50 dwellings).
 - P067 Land at Earby Light Engineering Works, Cotton Tree, Colne (50 dwellings).
 - P237 Land at Former Barnsey Shed, Barnoldswick (128 dwellings).
 - P257 Land at Giles Street, Nelson (45 dwellings).
 - P267 Former LCC Depot, Halifax Road, Brierfield (9 dwellings).
 - P326 Land at Barkerhouse Road, Nelson (12 dwellings).

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- 5.204 A summary of the appraisal undertaken for shortlisted sites is provided below. See Appendix 5 for the full appraisal of each of these sites, as well as omission sites.
- 5.205 P026 Riverside Mill, Nelson for around 140 dwellings is assessed as making a positive contribution to housing and economic objectives. The site is identified as a suitable redevelopment opportunity within the Bradley Area Action Plan. The proposal will make use of a previously developed and vacant site located within the settlement boundary of Nelson helping to make effective use of land and provides opportunities to secure environmental enhancements to the site and wider area. Its allocation for housing would support the regeneration of the town, providing investment opportunities to help tackle deprivation and increase access to quality housing in one of the poorer wards of the borough. The development of the site would therefore contribute significantly towards social objectives.
- 5.206 The site is accessible to a wide range of facilities, services, shops and sources of employment located within walking distance helping to reduce reliance on travel by car with positive effects for sustainability objectives. The site has significant adverse effects for flood risk owing to the presence of Walverden Water, and surface water flooding affecting the site. The site is to be subject to detailed assessment to inform its capacity and developable areas. The site has outline planning permission (see 22/0774/OUT).
- 5.207 P052 Former Railway Sidings, Railway Street, Brierfield for around 50 dwellings is assessed as having positive effects for housing objectives. The site is identified as a suitable redevelopment opportunity within the Railway Street Neighbourhood SPD. Its redevelopment for housing will assist with objectives to renew and improve the quality of housing stock within the M65 Corridor and will continue the regeneration of Brierfield building on the success of the Brierfield Mills scheme. The site has excellent access to nearby services, amenities, shops and public transport, encouraging the adoption of sustainable lifestyles by future occupiers. This assists the achievement of air quality, climate change and transport objectives. Economic benefits are limited noting the site's current role as a commercial site.
- 5.208 The reuse of previously developed land makes effective use of land, helps to safeguard the borough's natural resources and assets, and will help to improve the quality of the urban area. The site has limited environmental sensitivities. Mitigation measures addressing noise and vibration from the nearby operational railway will be necessary to avoid harm to health and wellbeing of future occupiers. There is surface water flooding affecting the central part of the site relating to a culverted watercourse. It will be necessary for this culverted watercourse to be maintained and protected through the building to prevent off-site flooding as a result of the development. Development should avoid areas of identified flood risk as illustrated through the Council's SFRA.
- 5.209 P060 Former Mansfield High School, Taylor Street, Brierfield for around 60 dwellings is assessed as having positive effects for housing and economic objectives. Its development will assist with objectives to renew and improve the quality of housing stock within the M65 Corridor and will continue efforts to regenerate Brierfield. The site benefits from excellent accessibility to Brierfield Town Centre, and existing shops and services found within. The site is also within walking distance of the high-quality bus corridor which links Colne, via Nelson and Brierfield to Burnley. The highly sustainable location of the site will reduce the need to travel by car, assisting sustainability, air quality and climate change

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objectives, and secure the reuse of previously developed land in line with objectives to safeguard soils and make effective use of brownfield land.

- 5.210 The site is assessed as having low environmental sensitivity with neutral to positive effects assessed for these objectives. The site is not known to be of value to ecology. It does not form part of the Borough's Green Infrastructure Network and is not formally designated open space. The site does not feature or relate to any formal or informal heritage asset or designation. The site is not located within a special landscape designation, nor is it an area of townscape quality. Its development may enhance the quality of the existing urban environment. Parts of the site are assessed as experiencing some level of flood risk which is associated with the culverted watercourse which running along the boundary of the site. A negative score is assessed for this objective. Neutral effects can be provided for this objective if sufficient SUDs infrastructure is incorporated into the design and layout of the scheme to ensure that there is no net increase in flood risk for existing and new properties applying the findings the Council's SFRA and planning policy requirements.
- 5.211 P064 Brook Shed, Earby for around 48 dwellings is assessed as having positive effects for housing and economic objectives. Its development will make an important contribution towards meeting the housing needs of Earby. The site benefits from excellent accessibility to Earby town centre, together with employment opportunities, and public service provision. The accessible location of the Site serves to reduce the reliance of future residents on the car to travel thereby supporting sustainability objectives.
- 5.212 The Site is previously developed, currently vacant and overgrown. It therefore detracts from the built quality of the wider area which includes part of the Earby Conservation Area. The redevelopment of the Site therefore gives rise to the opportunity to regenerate this part Earby, making effective use of previously developed land, and enhance the wider area to the benefit of the built environment (supporting townscape and heritage objectives).
- 5.213 The proximity of the site to New Cut (a watercourse) means that parts of the site are subject to a high risk of flooding, with surface water flood risk known to affect other parts of the site. The site now benefits from planning permission see 22/0577/FUL.
- 5.214 P067 Earby Light Engineering, Cotton Tree, Colne for around 50 dwellings with a positive effect for housing objectives. A minor positive effect for employment is assessed given noting the associated economic benefits of developing housing and the fact that the site is no longer in employment use, with the company now relocated to the Lomeshaye Industrial Estate. The site has a largely positive effect for social objectives noting the relative accessibility of the site to nearby services and facilities and public transport.
- 5.215 Part of the site is already developed and as a result the site has a mixed effect on effect use of land. The site is closely related to Colne Water and as such this interrelationship will require careful management during the design and construction process to avoid adverse effects on Colne Water itself. The SFRA shows a degree of surface water flooding risk on site.
- 5.216 The site is largely visually contained to the rear of existing vegetation. This limits the effect had on landscape objectives although adverse effects are recorded for this objective. The site is located within a wildlife corridor and is connected to the green infrastructure network. The site was however in industrial use. A less intensive use could therefore

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benefit this environment. There is also the potential to connect to the green infrastructure network, enhancing its accessibility to the wider community. An uncertain to positive effect is therefore assessed for the biodiversity objective. The site now benefits from planning permission see 22/0453/FUL.

- 5.217 P237 Former Barnsey Shed, Barnoldswick for around 128 dwellings has a positive effect for housing and employment objectives. Neutral to positive effects are assessed for social objectives. This takes into account the site's relative accessibility to existing services and facilities available within Barnoldswick, but also the site's location close to a large manufacturing plant which has the potential to adversely affect future residents. The site relates to land which has previously been developed and greenfield land to the south. Though the PDL element has been to some degree reclaimed by nature.
- 5.218 The site is close to the Leeds and Liverpool Canal and as such the development of the site has the potential to contaminate the waterway particularly noting the previously developed nature of the site. The SFRA finds flooding/drainage issues which are particularly prominent in the south of the site. A drainage solution has been agreed through the ongoing planning application to develop the site. Neutral effects are found in relation to ecology, heritage and landscape objectives largely taking into account the overgrown PDL nature of the site, and its close relationship to the built environment and in particular the Silentnight factory which sits on an exposed site to the west of the canal and therefore currently defines the setting and character of the settlement in this location. The site now benefits from planning permission see 22/0722/FUL.
- 5.219 P257 Giles Street (Bankhouse Road Clearance Area), Nelson for around 45 dwellings has a positive effect for housing and economic objectives. The site is a former clearance area and is redevelopment would assist regeneration and social objectives such as helping to address deprivation by providing access to high quality housing. The site is in a highly accessible location. This is beneficial to transport and climate change, as well as air quality objectives. The site is not in a poor condition currently however its redevelopment for housing of quality would aid the regeneration of Bradley Ward. This would benefit townscape objectives. The development of the site is unlikely to affect heritage or biodiversity objectives. The site is in close proximity to the culverted watercourse of Walverden Water and its development may affect this watercourse. The SFRA shows potentially significant flood risk at the site. A detailed assessment will inform the capacity and developable areas of the site.
- 5.220 P267 Former LCC Depot, Halifax Road, Brierfield for around 10 dwellings has positive effects for housing and economic objectives. The site is previously developed, vacant and overgrown, the redevelopment of the site will support regeneration in wards which suffer from higher levels of deprivation giving rise to positive effects in securing the effective use of land and for social objectives by increasing access to quality housing stock. Its redevelopment will give rise to environmental and visual enhancements with positive effects for townscape objectives. The site is in a highly sustainable location benefitting from excellent accessibility to local services, facilities, shops and public transport routes reducing significantly the need to travel by car. The allocation and development of this site is consistent with and supportive to sustainability objectives. Its limited scale gives rise to the opportunity to expand the housing products delivered over the plan period, as well as the opportunity to support SME housebuilders.

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- 5.221 P326 Barkerhouse Road, Nelson for around 12 dwellings has positive effects for housing and economic objectives. The proposal makes use of vacant overgrown land within the settlement boundary and provides opportunity to support SME housebuilders. The site is in a sustainable location within Nelson, accessible to a good range of nearby services and amenities, including public transport provision providing access to Nelson town centre. The site has few physical constraints, and as such has neutral to positive effects for environmental objectives.

Employment Site Allocations

- 5.222 In addition to the Strategic Expansion of the Lomeshaye Industrial Estate (allocated through the Core Strategy), the Council has also considered a number of sites to deliver the economic land requirement of the plan, to provide a greater degree of flexibility, and provide economic growth opportunities to the West Craven sub-area in accordance with the spatial strategy.
- 5.223 Sites in Policy AL02 identifies the following shortlisted sites to meet economic land requirements. The selected sites follow assessment, including through the Sustainability Appraisal (see Appendix 6).
- P013 West Craven Business Park Extension, Earby (7 Hectares)
 - P309 Land off Jackdaw Road, Barnoldswick (5.39 Hectares)
- 5.224 Sites failing to meet defined thresholds and criteria have not been appraisal (see Appendix 7). A full list of sites assessed through the Sustainability Appraisal, including omission sites, is set out in Appendix 6.
- 5.225 The West Craven Business Park Extension, Earby (P013) is identified for around 7ha of B2/B8 employment land. The proposal will make a significant contribution to the local economy providing opportunity for new jobs and diversification of the employment base within West Craven significant positive effects are assessed for economic objectives, with positive effects for social objectives. The Site is accessible to Earby Town Centre and public transport routes, enabling and encouraging workers to travel by sustainable modes of transport to access employment, and therefore supporting sustainability objectives.
- 5.226 The Site is currently greenfield and as such its development for employment will adversely affect objectives to protect soils and secure the effective use of land (PDL). Parts of the site are affected by flood risk owing to the close proximity of Earby Beck. The issues of flood risk will need to be dealt with through the development of the Site taking into account detailed modelling. Employment uses are not considered highly vulnerable to flood risk as defined in PPG.
- 5.227 There is potential for ecological sensitivity when developing the site and as such adverse effects are assessed for this objective. The effects could be reduced and limited should ecologically features within and near to the site be retained with a sufficient buffer between these and development. The development will also result in adverse effects for landscape objectives with the development likely visible from wider areas with an urbanising effect. Adverse effects are however limited by the prominence and urbanising effect of the existing West Craven Business Park to the south. Mitigation measures such as boundary treatment, and sensitive layout and design of new buildings should also be

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adopted to reduce these effects and ensuring that any significant adverse effects are temporary in nature.

- 5.228 Land at Jackdaw Road, Barnoldswick (P309) for 5ha of employment land has positive effects for economic objectives. The site provides the opportunity to grow the economy of Barnoldswick and increase the number of jobs available within the town. The site is located within the settlement boundary of Barnoldswick and benefits from good accessibility to the Town Centre, services and facilities, and is highly accessible to existing residents. This helps to reduce car dependency, benefiting sustainability objectives.
- 5.229 The proposal gives rise to the opportunity to regenerate the site making effective use of land with benefits to the quality and visual appearance of the wider area, as well as enhancements to the canal corridor and for wildlife, contributing to the green infrastructure assets of Barnoldswick.
- 5.230 The current condition of the site and its proximity to the Leeds Liverpool Canal and watercourse means that its redevelopment could affect soil and water quality. The requirements of the policy will need to ensure that no harm is caused to health or the environment as a result of the redevelopment of the Site.

Cumulative Appraisal

- 5.231 To determine the significance of the effects of the Local Plan (Publication), this section considers the cumulative and synergistic effects of proposed policies and identified sites.

Policies

- 5.232 Table 5.1 presents the assessment of the cumulative (and synergistic) effects of the draft plan policies of the Local Plan Part presented by theme. A full appraisal of these effects is set out Appendix 4 of the Sustainability Appraisal. A summary of the conclusions reached for the effects for each theme of the plan is set out below.

Strategic Policies

- 5.233 The Local Plan establishes a suite of strategic policies which at adoption will supersede those outlined within the Core Strategy and Pendle Replacement Local Plan. The strategic policies of the plan operate across a broad spectrum of planning issues critical to achieving the plan's vision and objectives.
- 5.234 The policies work to provide certainty and opportunity for new development by directing growth to certain locations within the Borough. This is beneficial in securing the delivery of housing and economic development, ensuring that development takes place in areas in which it is needed as evidenced within the HEDNA.
- 5.235 The policies benefit regeneration, deprivation and health and wellbeing objectives by directing development towards centres of existing population (primarily the towns within the M65 corridor and Earby and Barnoldswick), ensuring the alignment of investment in homes and jobs with existing infrastructure. The policies promote the renewal and rejuvenation of the Borough's urban areas helping to enhance these areas through new investment and development opportunities.

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- 5.236 The policies support environmental objectives, including those relating to climate change, air quality, water quality and natural resources by directing development to areas which are highly accessible and well served by existing services and facilities reducing the need to travel and making best use of previously developed land. The policies protect sensitive parts of the borough from inappropriate and potentially damaging forms of development, and thereby have a positive effect for ecological and landscape/townscape objectives.
- 5.237 Direct support to environmental objectives is offered through the strategic policies of the plan which cover climate change, flood water management, the natural environment, the historic environment, communities, and infrastructure. These policies help to direct and shape development to minimise the potential for adverse effects and increase scope for positive net gains for the environment as a result of development.
- 5.238 Overall, the policies set out within this chapter are considered to deliver multiple cross cutting benefits to most economic, social and environmental objectives, and provide an important role in securing the delivery of sustainable development in support of the Local Plan's vision and objectives.

Environmental Policies

- 5.239 This section of the Local Plan contains 20 wide ranging policies relating to the designation of land, natural features, the design and form of development, the impacts of delivering development, and the operation of development. These policies follow on from, relate to, and support the implementation of the strategic policies of the plan to collectively ensure that the effects of development on the environment is adequately considered and addressed through the planning process in order to secure the delivery net gains for the environment, and avoid, minimise and mitigate the potential adverse effects.
- 5.240 The policies generally have neutral to adverse effects for the delivery of housing and economic development objectives. This is due to direct or indirect constraints which may be placed by proposed environmental policies on the scope, scale, and type of development which may be permitted. The effects of some environmental policies (particularly those which designate or categorise land) however provide certainty and will help to direct investment to within built up areas of the borough thereby helping to support the delivery of the spatial strategy as set out principally in Policies SP02 and SP03.
- 5.241 The protection afforded and requirements established within the environmental policies of the Local Plan have positive to significant positive effects in combating deprivation and promoting health and wellbeing by securing the environmental qualities of the borough which are important for residential amenity such as access to and the quality of sources of recreation, open space and sports provision, places of tranquillity, historic environments, landscapes and key views, places important to the identity, culture and character of communities. The directive provided by the policies also helps to protect greenfield land from inappropriate forms of development and encourage investment within existing settlements helping to recycle land, aid regeneration and safeguard natural resources.
- 5.242 The environmental policies of the plan have positive to significant positive effects for environmental and sustainability objectives. This is achieved by ensuring that development acknowledges and responds to their natural and built context and makes the most of opportunities to deliver net enhancements for environmental objectives. The Borough's

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most sensitive environments are safeguarded from loss or harm from inappropriate forms of development. Policies seek to maintain (and where possible enhance) the natural and built assets of the Borough for the benefit of residents, visitors, wildlife, the historic environment, mitigating effects of and adapting to climate change, reducing pollution, and mitigating flood risk.

- 5.243 Overall the policies within this section of the plan promote the quality and social value of the built and natural environment, preventing development that is harmful to this environment, and collectively assists the delivery of the spatial strategy as set out in Strategic policies of the plan. Whilst these policies represent a constraint to some forms of development, there is sufficient opportunity within the borough to ensure that defined needs can be met effectively and in a sustainable manner.

Social Policies

- 5.244 This section of the plan contains 20 policies. The policies of this section relate to the delivery, design and mix of housing, the health and wellbeing of the community, and the promotion of community interests. In addition, policy AL01 which relates to the allocation of sites for housing to meet residual needs, is linked to this section of the plan.
- 5.245 Most of the policies of this section of the plan result in positive effects in responding to the housing needs of the borough by helping to improve the quality and diversity of the stock. The proposed housing requirement of 148 dpa is evidenced to be sufficient to support the projected demographic needs of Pendle adjusted for migration and affordability. The level of affordable housing need however significantly outstrips this but its not deliverable owing to poor viability. The proposed housing requirement would not prevent the delivery of affordable housing, and further adjustments are unlikely to be effective in securing additional provision. A neutral effect for housing objectives is assessed for the proposed housing requirement.
- 5.246 Connected benefits are assessed for health and wellbeing, however again these benefits are limited by the proposed housing requirement. The policies also benefit health and wellbeing noting the guidance provided which aims to protect amenity interests and the promotion of the involvement of the community within the decision-making process.
- 5.247 Largely neutral to positive effects are assessed for the policies effects on economic objectives. This recognises the role that providing quality and diversity of housing can have in supporting economic growth with direct support to the economy and attracting a skilled workforce. However, the adoption of 148 dpa is unlikely on its own to support the economic growth potential of the borough and has been assessed to have a minor adverse effect for economic objectives. 148 dpa however would be sufficient should the necessary improvements in economic activity rates of the existing population be secured. A robust monitoring framework would be required to assess and respond to this over the lifetime of the Local Plan if 148 dpa was to be taken forward as the housing requirement.
- 5.248 The policies generally have a neutral effect for environmental objectives. This takes into account that the housing requirement can be met on previously developed land within existing settlements. The site selection process has sought to identify those sites considered to have the most limited effect on environmental objectives when balanced against wider spatial priorities. Site specific policy requirements in Policy AL01 seek to ensure that adverse effects are minimised, and benefits maximised.

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- 5.249 The approach of the plan supports efforts to promote the effective use of land and existing infrastructure providing an alignment of land uses which reduces the need to travel. This supports sustainable transport, air quality and climate change objectives by encouraging travel by foot and bicycle. The approach of the policies, and priority given to health and wellbeing issues, also has wider benefits for the environment, including landscape objectives.

Economic Policies

- 5.250 This section of the Local Plan includes 7 policies to direct proposals relating to the economy covering industrial/strategic employment sites, town centres and commercial development, tourism, and equestrian development. The policies seek to achieve sustainable economic growth in Pendle. Additionally, Policy AL02 provides flexibility in the employment land supply and ensure that this supply is responsive to the spatial strategy. The policy is linked to this section of the Local Plan.
- 5.251 The economic policies of the plan have positive effects for economic objectives. The policies of this section of the plan aim to support a stable and sustainable economy, providing economic growth and investment opportunities (including within the tourism sector and in rural locations), whilst protecting and renewing existing commercial sites (including at town centres and existing strategic employment sites) to maintain the role and function of these parts of the Borough. This approach has positive effects for social objectives by ensuring that local access to sources of employment for existing residents is maintained (as far as possible through the application of planning policy) and enhanced with new opportunities provided within existing employment sites and main settlements with benefits for health and wellbeing and limiting the potential for increases in social deprivation.
- 5.252 The approach of the policies also benefits the objectives to regenerate and secure the effective use of land by directing investment to existing employment and commercial sites, and also supports sustainability objectives by developing established sites which are likely to be served and accessible via sustainable forms of transport (i.e. the Borough's town centres), thereby reducing the reliance on travel by car.
- 5.253 The direction and opportunities provided by the policies to make effective use of existing sites also benefits the environment. The approach minimises the need to develop greenfield sites (though one greenfield site is allocated in Policy AL02) safeguarding areas from development which may be important for mitigating flood risk, managing water quality and resources, of importance to biodiversity and landscape, or which plays a role in mitigating the effects of climate change, and protects the permanent loss of soils. The investment sought towards employment sites and town centre may secure environmental improvements at a site level with benefits for townscape and where affected, heritage assets.
- 5.254 Overall, the economic policies of the Local Plan deliver considerable benefits to economic and social objectives. The direction of policy to reuse, redevelop and reinvest in established employment and commercial land diversifying and safeguarding the role of these sites within the economy and everyday activities of those living, working and visiting the Borough. The policies also have benefits for environmental objectives by encouraging development in accessible and sustainable locations, reducing the need to develop greenfield sites, and by delivering enhancements to existing built up area.

Table 5.1 Cumulative effects of Local Plan policies

[illegible]

	SA1	SA2	SA3	SA4	SA5	SA6	SA7	SA8	SA9	SA10	SA11	SA12	SA13	SA14
DM18	?	?	+	+	~	?	~	~	~	?	~	~	++	+
DM19	0	0	+	+	+	?	+	0	+	0	~	+	++	++
Social Policies														
DM20	0	-	+/-	+/-	+/-	+	+	0	+/-	+/-	+	0	?	+
DM21	+	+	++	++	+	+	+	+	+	+	+	0	0	+
DM22	+	+	+	+	?	+	?	~	?	?	~	0	0	0
DM23	+	+	+	+	0	+/-	0	?	0	0	~	0	0	0
DM24	+	0	+	+	0	+	+	+	0	+	+	0	0	0
DM25	+	0	+	+	+	+	+	+	0	+	+	0	+	+
DM26	+	+	+	+	0	+	0	0	0	0	+	0	+	+
DM27	+	0	+	+	0	0	0	0	0	0	~	0	?	0
DM28	+	+	+	+	+	0	~	~	+	0	~	0	0	0
DM29	+	~	+	+	+	~	~	0	0	0	+	0	0	0
DM30	+	+	+	++	+	+	+	~	+	+	?	+	~	~
DM31	0	0	+	++	+	0	0	+	+	+	0	+	?	+
DM32	~	~	+	++	++	+	~	~	++	++	~	~	~	~
DM33	~	0	+	++	~	~	~	~	~	~	0	~	+	+
DM34	~	~	+	+	+	~	~	~	~	~	~	~	~	~
DM35	~	~	+	+	+	~	~	~	~	+	~	~	~	~
DM36	~	+	+	+	+	+	~	+	?	+	+	+	0	0
DM37	0	0	0	+	0	0	~	0	0	0	~	~	0	+
DM38	~	0	0	0	0	~	~	~	0	0	~	~	0	0
DM39	~	+	+	0	+	~	~	~	+	+	~	0	0	0
Economic Policies														
DM40	0	++	+	+	+	+/-	0	0	+	0	+	-	-	-
DM41	0	++	+	+	++	++	0	0	0	0	+	0	?	0
DM42	+	++	++	+	+	++	0	0	+	+	+	+	+	+
DM43	+	+	+	++	++	+	~	0	+	+	~	0	+	+
DM44	~	+	++	+	0	+	0	0	0	0	+	+	0	0
DM45	~	+	+	0	-	0	0	0	0	0	~	0	0	0
DM46	~	+	+	+	-	+	~	0	~	~	+	0	0	0
Site Specific Policies														
AL01	+	+	+	+	+	+	+/-	+/-	+	+	+	0	0	+
AL02	~	+	+	+	+	+/-	-	-	0	0	+/-	-	0	+/-

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Allocations

- 5.255 Table 5.2 sets out the cumulative effects of proposed allocations and reserve sites identified through the Local Plan. The table includes housing sites (H) and employment sites (E).
- 5.256 Sites generally have a positive to significant positive effects for the housing objectives owing to the positive contribution their development will make to the housing land supply and response provided to addressing identified housing needs. Most sites will have a positive effect on economic objectives through the economic benefits associated with the development of new homes through the construction phase and subsequent occupation, and supply of additional workforce provided.
- 5.257 Sites generally have a positive effect in addressing key social objectives such as helping to reduce deprivation and supporting higher standards of health and wellbeing. This is because preferred sites are in close proximity to existing services and facilities, as well as sources of recreation. . Sites are generally accessible to forms of public transport, as well as walking and cycling infrastructure. This helps to ensure quality of access for residents of sites allocated within the local plan, helping to encourage travel via sustainable modes. New homes built to a high quality and responsive in type and size to the needs of the population help to improve living conditions and reducing the potential for overcrowding and concealed households.
- 5.258 The allocation process has sought to prioritise the use of brownfield land with greenfield land limited in extent. Sites identified represent available, suitable and deliverable opportunities at which to meet housing needs. Flexibility is built into the supply taking into account the contribution made by committed sites which have also recently gained planning permission in addition to those allocated through the plan.
- 5.259 Some sites identified are affected, at least in part, by flooding and drainage issues with adverse effects observed for objectives and will be subject to detailed modelling. The adoption of specific mitigation measures outlined in the policy will be required to ensure that at affect sites existing and new residents are not subject to unacceptable risk of flooding from any source. Reference will also need to be made to detailed modelling to confirm the developable areas and site capacity for these sites. It is considered that there is a solution available which will enable this issue to be addressed which is not at a cost to the viability and deliverability of the proposals. Indeed many these sites now have planning permission.
- 5.260 The allocation of primarily brownfield sites helps to minimise the loss of natural resources of Pendle. It helps to safeguard undeveloped sites from permanent loss and protects the potential role these sites have for biodiversity, landscape quality, recreation, health and wellbeing, flooding, and mitigating the effects of climate change.
- 5.261 Allocated sites largely have a neutral effect on heritage objectives with sites dismissed where direct impacts with listed buildings, monuments, or Conservation Areas have been observed. Information sourced from the HER, including liaison with the County Council and Historic England has shown that sites allocated are not subject to historical or archaeological constraints and as such site specific Heritage Impact Assessments are not required.

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- 5.262 The allocation of sites in accordance with the spatial strategy, focussing growth towards established settlements, helps to promote a modal shift towards sustainable modes of transport, and provides a coordinated approach to economic and housing development which ensures that trips made are short and of reduced frequency. Wider policies within the Local Plan also seek to ensure that new build developments make use of sustainable materials, are sustainably constructed, and encourages the use of energy efficiency to reduce the demand and use for electricity. Requirements for electric car charging and support given to communications infrastructure also assists in future proofing the plan to ensure that developments built today can have their emissions and sustainability enhanced in the future with advancements in technology and practices. This will benefit the climate change objectives of the plan and will assist the Council in the achievement of carbon neutrality.

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Table 5.2 Cumulative effects of Allocated Sites

Site Allocation Reference	Sustainability Objectives													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
P013 (E)	~	+	+	+	+	-	-	-	0	0	0	-	0	-
P026 (H)	++	+	+	+	+	++	-	-	0	+	0	0	0	+
P052 (H)	+	0	+	+	+	++	-	-	0	+	0	-	+	+
P060 (H)	+	+	++	+	+	++	-	-	0	+	0	0	0	+
P064 (H)	+	+	+	+	+	++	-	-	0	+	0	0	+	+
P067 (H)	+	+	+	+	+	+/-	-	-	0	-	-	0	0	-
P237 (H)	++	+	0	0	+	+/-	-	-	0	0	-	0	0	0
P257 (H)	+	+	+	+	+	++	-	-	0	+	0	0	0	0
P267 (H)	+	+	++	+	+	++	0	0	0	+	0	0	0	+
P309 (E)	~	+	+	+	+	++	-	-	0	+	0	-	0	0
P326 (H)	+	+	+	0	+	++	0	-	0	+	0	0	0	0

Key: Housing site (H), Employment site (E)

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Summarised Effects of the Local Plan

- 5.263 The Local Plan must be read as a whole, with its policies implemented through decision making as relevant. The policies of the Local Plan work together to ensure that development achieves net social, economic, and environmental gains in pursuit of sustainable development as required by national planning policy.
- 5.264 The plan adopts a spatial strategy which directs development needs proportionately according to the size, role and capacity of each settlement of the borough. This approach ensures that development secured over the plan period is responsive to the needs identified in supporting evidence. It ensures the alignment of economic and housing strategies, and that development is supported by sufficient infrastructure helping reduce the need to travel and to support walking and cycling. It also benefits the regeneration of the borough's towns, helping to direct investment to existing communities which are often most in need of development. The direction of development set out by the spatial strategy plays an integral role to the achievement of wider strategic policy and the vision and objectives of the plan.
- 5.265 The wider strategic policies relate to climate change, water management, the natural environment, the historic environment, health and wellbeing, and infrastructure needs. The scope of these policies is wide ranging, but they fulfil an important role in achieving the vision and objectives of the Local Plan. The policies are integral to the achievement of sustainable development in Pendle and ensuring that the unique qualities of the borough are protected and where possible enhanced over the plan period.
- 5.266 The plan adopts a housing requirement of 148 dpa. This level of housing is sufficient to support projected demographic change accounting for migration and adjusted for affordability however will fail to support economic growth unless improvements in the economic activity rate of the existing workforce can be secured. The SHLAA shows that 148 dpa can be met almost entirely at brownfield sites located within or at settlement boundaries at the borough's main settlements. The strategy helps to safeguard the borough's sensitive natural environment, protect its natural resources, and maintain the resilience of the environment and communities to the effects of climate change. The housing requirement is supportive of efforts to reduce car reliance for travel, and to align growth with existing infrastructure though adverse effects could result from potential increases in inward commuting to support economic growth should local economic activity rates not improve. The strategy is complementary to strategic policy.
- 5.267 Proposed allocations generally score the highest in terms of their performance against sustainability objectives and assessment criteria as well as the need to:
- Demonstrability availability and deliverability in full by the end of the plan period (including in light of significant local market conditions such as viability).
 - Provide a range of site types and sizes to provide market choice and encourage strong rates of delivery; and
 - Ensure that the supply identified provides for a sustainable pattern of development that is responsive to needs and is consistent with spatial strategy.

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- 5.268 The economic policies of the plan seek to promote the local economy with sustainable growth and the management of existing economically important sites. Much of the projected economic growth needs is met by committed development, however some allocations are identified to provide for flexibility should some of this growth not come forward. The allocations are identified to support the development of key economic sites and industries within Pendle, to widen job opportunities, and maintain the important economic role played by the borough's towns over the plan period.
- 5.269 The plan minimises the potential harm caused by new development to the health, wellbeing and amenity of existing residents, workforce and business considering the type and scale of development proposed, its layout, orientation, effects of construction including ground works, and future operation. The plan promotes opportunities to secure benefits for existing communities, including the provision of or improvement to open space, community facilities, and community shops, and seeks to secure the involvement of communities within the planning process.
- 5.270 The plan secures high quality developments which are responsive to site opportunities and constraints and ensure that proposals contribute to the built character and quality of the borough. The policies of the plan direct, shape and influence new development to minimise harm on the integrity of the built and natural environment, to safeguard natural resources including undeveloped land and soils, and protect the Borough's most environmentally and culturally sensitive locations of the Borough from loss or harm.
- 5.271 To secure this, the plan defines a series of designations within which certain scales, types and form of development would be inappropriate owing to the potential harm caused to biodiversity, heritage, recreation, landscape, and sustainability objectives. The plan also provides guidance to applicants on how environmental features and factors should be addressed and accounted for through the design process with measures outlined to mitigate or enhance depending on development specific circumstances.
- 5.272 The policies of the plan ensure that development minimises the release of greenhouse gas emissions and adapts to the effects of climate change including the effects of flood risk and drought events. Policies seek to secure developments which implement sustainable construction standards and make effective use of materials. The plan encourages the adoption of energy efficiency standards and the generation of electricity onsite.
- 5.273 The policies of the plan provides for an appropriate strategy, taking into account the reasonable alternatives. The Local Plan enables the delivery of sustainable development, which aligns with policies and objectives national planning policy, and is responsive to the baseline conditions of the plan area and supporting evidence.
- 5.274 The Local Plan provides the decision-making framework to help secure sustainable development and the delivery of the plan's vision, objectives and planned targets. It will be important, in order to understand the effects of its strategy and policies, that the implementation of the Local Plan is monitored during the plan period. Appendix 8 establishes recommended monitoring indicators, targets and thresholds to be included within the plan and reported annually in future years subsequent to the Local Plan's adoption.

6. Conclusions

Summary

- 6.1 The Local Plan includes 12 strategic policies, 47 development management policies and allocates 11 sites for housing or employment in response to residual development requirements. The Local Plan will form an integral part of the development plan for Pendle at adoption. The Local Plan provides for an updated policy framework to direct and guide development proposals over the period to 2040, with the aim of achieving the delivery of sustainable growth which is response to the vision and objectives of the Plan, the needs of the borough's communities, and the sensitivities of its environment.
- 6.2 This Sustainability Appraisal examines the likely effects of proposals policies and allocations against 14 identified sustainability objectives which have been defined to respond and be relevant to SEA Regulations, existing plans and programmes, and the baseline conditions of the plan area. A HRA Screening Report has been undertaken by the Council in parallel to this SA, finding that the policies and projects of the Local Plan will not result in Likely Significant Effects on European Sites requiring Appropriate Assessment on an individual, or cumulative approach, or in combination with adopted policy in the local area.
- 6.3 The policies of the draft Local Plan can be grouped in four areas covering strategic matters, the environment, social, and the economy.
- 6.4 Strategic policies, set the spatial strategy (Policies SP02, SP03), and direct and influence development proposals in response to matters of climate change, water management, the natural environment, the historic environment, infrastructure and communities. The policies fulfil a core role in securing the achievement of the vision and objectives of the Local Plan. They define what sustainable development is, where it is to be delivered, and what it looks like. These policies perform well across all if not most sustainability objectives, providing certainty and opportunity for sustainable development, ensuring that development does not result in pressure on existing services and facilities, and protecting those parts of the Borough most sensitive to change and increases in activity.
- 6.5 The environmental policies of the plan cover a broad range of subjects and apply diverse measures to manage and shape developments. This includes policies which protect (Policy DM11), designate (Policy DM12), guide and influence across themes of land use (Policy DM09), natural and built features (Policy DM07), site conditions (Policy DM14), character and appearance (Policy DM16), operational effects (Policy DM13), and lasting effects on the wider environment (Policy DM01, Policy DM04, and Policy DM08). These policies have positive to significant effects for environmental and connected sustainability objectives. The protection and attention afforded to natural and built features of social and cultural value also gives rise to social benefits.

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- 6.6 The focus of economic policy to renew and diversify existing commercial sites helps to limit the effects of environmental policies on economic objectives. Housing objectives do however suffer adverse effects as a result of some environmental policies such as the implementation of Open Countryside (Policy DM09) and Local Green Space policy (Policy DM12) and constraining effects these policies have for the delivery of housing. Other policies such as the Trees and Hedgerow policies (Policy DM07) and heritage policy (Policy DM18) may reduce the capacity and prevent some sites from being developed. The effects on housing supply however are somewhat mitigated by the allocation of land through Policy AL01 for housing, and further opportunities for housing land supply provided for windfall development through Policy SP01 and SP02.
- 6.7 Overall, policies within the social policies section of the plan are assessed to support housing objectives. The promotion of affordable housing delivery, housing mix, and quality housing, together with clarification provided for proposals to extend or convert buildings for housing, housing in the open countryside, and communal housing enables the delivery of a diverse range of house types and sizes across large parts of the Borough. This helps to increase opportunities for housing which are suitable in response to the needs of their occupiers and secure an increase in the standard of housing.
- 6.8 The plan adopts a housing requirement of 148 dpa. This figure is evidenced to be sufficient to support the projected demographic needs of Pendle adjusted for migration and affordability. The level of affordable housing need however significantly outstrips this but its not deliverable owing to poor viability. The proposed housing requirement would not prevent the delivery of affordable housing, and further adjustments are unlikely to be effective in securing additional provision.
- 6.9 The delivery of new housing will also help address ongoing issues of deprivation, improve health and wellbeing, and reduce instances of overcrowding and concealed households meaning with positive effects for social objectives. This is, in particular, achieved through the allocation of specific sites for housing (Policy AL01), guidance to secure affordable housing (Policy DM23).
- 6.10 The adoption of 148 dpa as the housing requirement is unlikely on its own to support the economic growth potential of the borough and has been assessed to have an adverse effect for economic objectives. 148 dpa however would be sufficient should the necessary improvements in economic activity rates of the existing population be secured. A robust monitoring framework would be required to assess and respond to this over the lifetime of the Local Plan. Notwithstanding the above, wider policies of this section would support economic growth through the provision and support for the development, conversion or expansion of housing.
- 6.11 The social policies of the plan support the health and wellbeing of residents, protecting and maintaining community facilities, and ensuring that communities have a voice through the planning process. These policies have positive effects for social objectives owing to the requirement to consider and respond to health and wellbeing effects of development proposals. The policies also promote and give rise to opportunities to expand existing community facilities and services which helps reduce the need to travel and promotes self-

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sufficiency. The proposed housing requirement can be accommodated largely on brownfield sites, with allocations only necessary at the borough's larger and most sustainable settlements. This supports sustainable travel minimising the need to travel by car, and safeguards undeveloped and potentially sensitivity locations from loss to development which may make a positive contribution to combating the effects of climate change, for water quality, flood risk wildlife, recreation, landscape and townscape quality. This approach benefits sustainability, environmental and social objectives, however adverse effects may occur should the plan promote inward commuting.

- 6.12 Economic policies of the plan seek to protect and diversify existing employment sites including Town and Local Shopping Centres (Policies DM41, DM42, and DM44). This is in the aim of securing the functionality and role provided by sites which are important to the local economy. The economic policies of the plan therefore inevitably have positive effects for economic objectives. Policies also support housing objectives with scope provided for new homes in Town Centre (Policy DM42) and at mixed use sites (Policy DM43). The protection and enhancement sought by policy towards existing economic sites is also beneficial to social and sustainability objectives by ensuring that jobs are concentrated at accessible locations and locations in close proximity to the bulk of the population, provide for a coordinated planning strategy and reducing the need to travel for work. The reuse and concentration of development at existing established economic sites (including town centres) also benefits environmental objectives, making effective use of land, protecting environmentally sensitive areas from loss or harm as a result of new development.
- 6.13 Policies AL01 and AL02 of the plan allocate land for the development of housing and/or employment land to meet the development requirements of the plan. Sites are identified in response to spatial/settlement needs depending on the number of recorded completions and commitments in order to accord with and implement the spatial strategy (as set out in Policies SP02 and SP03) to provide for a sustainable pattern of development. As well as being examined through the Sustainability Appraisal, sites have been screened through the HRA, and been thoroughly examined through the site selection process along with reasonable alternatives. The Sustainability Appraisal therefore forms part of this evidence base, to be taken into account when determining which sites should be selected for allocation.
- 6.14 The portfolio of sites provided through the Local Plan provide for a broad variation of location, type and size of site to cater to housing market demand and provide for enhanced levels of delivery. Sites are identified at most settlements where there is an identified residual need. The development of brownfield sites has been prioritised as far as possible through balancing deliverability and suitability alongside aspirations to protect the natural resources and landscape of Pendle. The benefits and role of economic clusters, proximity to public transport and use of existing infrastructure have been significant factors in identifying additional sites allocated for employment (Policy AL02).
- 6.15 Allocated sites ensure that the housing and employment needs of the Local Plan are met in full and in a way which supports and is consistent with the proposed spatial strategy. In this

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way the sites have a positive effect for housing and economic objectives, as well as objectives for regeneration, making efficient use of land and transport.

- 6.16 The allocation of sites, and opportunity provided to access and own a new home built to a high quality and of sufficient size to meet needs, also has positive effects for social objectives. Sites are also located with generally good accessibility to existing services, shops, sources of employment, education, and are located close to public transport routes. The location of sites and their accessibility therefore helps to reduce the reliance on travel by car and supports economic growth by providing labour close to existing employers and employment sites.
- 6.17 Brownfield sites have beneficial effects for regeneration, promoting the effective use of land. Brownfield sites may also secure beneficial effects for landscape and townscape by enabling improvements to the appearance and quality of a site which may detract from the wider area. Brownfield sites are also likely to be less sensitive for wildlife and climate change effective. Though may be subject to pollution or suffer from flood risk or drainage issues the effects of which can be mitigated through the design process.
- 6.18 Greenfield sites however are by their nature likely to have more significant effects for the environment. Adverse effects are outlined for securing the effective use of land, soil quality, landscapes, ecology, and flood risk and drainage where the site fulfils a role as part of the drainage basin. Policies aim to avoid, minimise and mitigate this harm as far as possible, ensuring that the adverse effects of developing land for housing and/or employment is limited. It is however important to note that the allocation of sites in themselves, provides certainty and assists with the implementation of wider environmental policies of the plan (such as the weight that can be afforded to the settlement boundaries identified) which helps to safeguard other, and potentially more sensitive parts of the Borough, from loss or harm as a result of inappropriate development. The amount of greenfield land allocated for development within the plan is limited.

Key Conclusions and Recommended Mitigation Measures

- 6.19 The policies of the Local Plan cover a range of issues with differing magnitudes of effect owing to the broad scope of the Plan and differing approaches taken to address them. The clear message is that the plan should be read as a whole (alongside the wider development plan), with proposals subjected to all relevant policies through the decision making process. Applying this approach, the Local Plan will direct and influence proposals so that they achieve social, economic, and environmental net gains which are necessary in securing the delivery of sustainable development as required by national planning policy.
- 6.20 It is recommended that a comprehensive monitoring framework is established to understand the implementation of the policies of the Local Plan and their effect on SA objectives over the plan period. The plan should establish a series of clear and concise targets and thresholds which help indicate the success or failure of the policies of the Local Plan.

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- 6.21 Whilst some allocated sites are likely to result in some irreversible adverse effects for environmental objectives, their allocation is nevertheless necessary to fulfil the economic and social objectives of the plan. Allocated sites provide certainty as to how and where development needs will be met, enabling a plan-led approach consistent with national planning policy, helping to reduce the role of planning by appeal. Allocated sites help to safeguard other areas of the borough from inappropriate forms of development and enable the effective implementation of directive policy such as settlement boundaries and open countryside. Allocated sites therefore play an environmental role too.
- 6.22 Recommendations are made for the inclusion of site-specific policy requirements to address and provide effective mitigation solutions for environmental factors found to be adversely affected through this appraisal. The nature and extent of these measures will vary from site to site (as indicated within site specific appraisals), with the agreed measures themselves only likely to be known to their full extent at the planning application stage.
- 6.23 Planning obligations, conditions, and effective monitoring will be required to assess the implementation of policy, and whether there is need for alternative forms of intervention, or for a review of the approach of policy or the wider plan.

Monitoring

- 6.24 The Sustainability Appraisal is required to establish how the significant sustainability effects of the implementation of the Local Plan will be monitored. This is important helping to measure the success and appropriateness of policy, and to answer questions such as:
- Were the predictions of the Sustainability Appraisal accurate?
 - Do policies of the Local Plan have the desired effect on sustainability objectives?
 - Are mitigation measures performing?
 - Are there any adverse effects of policies? Are these within acceptable limits or capable of being remediated?
- 6.25 Monitoring should focus on:
- Effects that may give rise to irreversible damage, identifying such trends before damage occurs.
 - Effects with uncertainty in the SA, and where monitoring and/or new data would provide for a clearer answer helping to prevent and mitigate any adverse effects caused; and
 - Where there is the potential for effects to occur on sensitive environments.
- 6.26 Appendix 8 identifies a number of indicators, targets and thresholds, and potential actions that are recommended to measure the performance of the Local Plan. These indicators largely reflect those currently used by the Council to monitor the policies of the Core Strategy (underlining the effectiveness of this approach) but also take into account national indicators and statistics which are relevant to the Local Plan. The indicators, targets and

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thresholds reflect and following on from the assessment made within this Sustainability Appraisal and relate to those policies included within the Publication Local Plan.

- 6.27 As far as possible the Council produces an Authority Monitoring Report each year. This report presents updated data which could be used to monitor the effects of the Local Plan against a number of the sustainability objectives examined within this Sustainability Appraisal enabling the effects and success of the Local Plan to be reviewed and addressed where required.
- 6.28 Ultimately should monitoring indicate that policies of the plan fail to deliver expected results, or that broader circumstances, evidence, and national planning policy alter, specific actions (as set out in the policies of the Local Plan) will need to be taken by the Council to ensure that policies are effective in achieving outlined objectives and aims of the plan including responding to the 14 sustainability objectives assessed through this sustainability appraisal.

Next Steps

- 6.29 The Sustainability Appraisal will be made available for view and comment alongside the publication version of the Local Plan as part of the Regulation 19 consultation. Comments received during this consultation (together with a summary of those received during the Regulation 18 consultation) regarding the SA, will be submitted to the Secretary of State for consideration.
- 6.30 Any modifications required by the Inspector to ensure the soundness of the Local Plan requiring Sustainability Appraisal will be assessed and published for public comment alongside any consultation on 'main modifications'.
- 6.31 Once the Local Plan is found sound and has been formally adopted by the Council, the Council will publish a Post Adoption Statement which will set out how the Council will monitor for significant effects during the plan's implementation. This statement sets out the results of the consultation and SA processes and shows the extent to which the findings of the SA have been accommodated in the adopted Plan. Information provided within the Post Adoption Statement will be consistent with the requirements of [Regulation 16 of the Environmental Assessment of Plans and Programmes Regulations 2004](#).

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