Our Pendle Our Future

Town Centre Occupancy Survey
2023 Report

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Borough of Pendle

Contents

"Strategy without information upon which it can rely, is useless. Likewise, information is useless unless it is directed to a strategic purpose."

William L. Donovan, July 1941

1. Introduction

Background

1.1 Pendle Council has monitored the occupancy of premises in its six town and local shopping centres (Table 1.1) since 1991.

Table 1.1 – Location of Retail Activity in Pendle[1]

Town / Village	Town Centre	Local Shopping Centre	Primary Shopping Area[2]	Local Frontage(s)
Barnoldswick	✓			✓
Barrowford		✓		✓
Brierfield		✓		✓
Colne	✓			
Earby		✓		
Nelson	✓		✓	✓

1.2 This report considers the results of the latest Pendle Town Centre Occupancy Survey, which was carried out in July 2023.[3]

1.3 Since 2006 all premises within the designated town and local shopping centre boundaries defined on the Pendle Local Plan Proposals Map have been monitored on an annual basis.[4] The report also compares the latest survey results with those dating back to 2006, to identify any significant long-term trends or more recent changes.

1.4 Outside our town and local shopping centres a number of 'local frontages' are identified in the Local Plan. Although not considered in this report, they are either:

(a) Complimentary, but ancillary to a town or local shopping centre; or

(b) Valued by a local community, or neighbourhood, for providing an opportunity for top-up shopping.

Use Classes Order

1.5 For administration purposes, the uses of land and buildings in England are categorised into 'Planning Use Classes' as set out The Town and Country Planning (Use Classes) Order 1987 as amended.

1 See Appendix 1 for a description of the terms commonly used throughout this report.
2 From 2018 the National Planning Policy Framework (NPPF) recommended that Primary Shopping Areas should be defined for all town centres, as these are better placed to "respond to rapid changes in the retail and leisure industries." Primary Shopping Areas will be defined for Colne and Barnoldswick in the next edition of the Pendle Local Plan.
3 The results only consider the occupancy of ground floor units.
4 With the exception of 2020 when the national lockdown for the COVID-19 Pandemic was in place.

1.6 On the 21 July 2020 the government published The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020.[5] When it came into effect on 1 September 2020 it introduced a number of significant changes. For retail and town centre monitoring, the most significant changes were the abolition of Use Classes A and D and the creation of new Class E, as set out below:

- Classes A1 (Shops), A2 (Financial and Professional Services) and A3 (Cafés and Restaurants) joined B1 (Offices and Light Industrial) and D1 and D2 (health and assembly) uses in a newly created Class E (Commercial, Business and Service).
- Some A1 shops under 280 m^2 mostly selling essential goods and at least 1km from a similar shop were transferred to the new Class F2.
- Classes A4 (Drinking Establishments), A5 (Hot Food Takeaways) and D2 (Live Music Venues) are now classified as *sui generis* (i.e. uses not falling within any of the specified use classes).

1.7 These changes are intended to better reflect the diversity of uses found on our high streets and in our town centres.

1.8 Expanding permitted development rights allows certain conversions to occur without the need to submit a full planning application.[6] It cuts down on bureaucracy and lets the free market decide by providing the flexibility for businesses and developers to adapt and diversify to meet changing demands at a time when there is a need to repurpose town centres and high streets.

1.9 On a practical level many high streets have been struggling for some time, so it makes sense for owners to be able to switch premises from an obsolete function (e.g. bank branch) to one that draws customers in the 21st Century (e.g. coffee shop). But the Council also has far less influence through the planning system. This reduces its ability to make strategic decisions that will help to shape the way the area will develop by encouraging certain types of businesses within a particular area, whilst discouraging others. For example, regeneration projects providing craft workshops and small cafés, to help boost locally based employment, could end up with no workshops or cafés.

1.10 The changes may have eliminated the question of whether a coffee shop should be recorded as a shop (Class A1) or a café (Class A3), but other concerns remain. Within town centres expanding permitted development rights has made residential conversions much easier to achieve. And outside town centres it is easier for many premises to be converted from offices and workshops to any of the uses within the new E Use Class and vice versa.

1.11 Only time will tell whether these relaxations enhance or undermine the viability of our town centres.

1.12 What is certain is that the complexity of the changes has made direct comparison with previous monitoring years almost impossible to achieve. The basis for reporting in this document is the Uses Classes prior to September 2020. But future analysis of retail activity in Pendle will use the post 2020 Use Classes as the basis for reporting.

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[5] Often reported as the Use Classes Order 2020, it is actually an update to the Use Classes Order 1987.
[6] Councils may choose to suspend these using Article 4 directions.

1.13 Further information on retail activity in Pendle can be found in the Pendle Retail and Leisure Capacity Study (2023). Prepared on our behalf by consultants Lichfields, their Guide to the Use Classes Order offers a useful comparison between the 1987 UCO and the 2020 UCO.

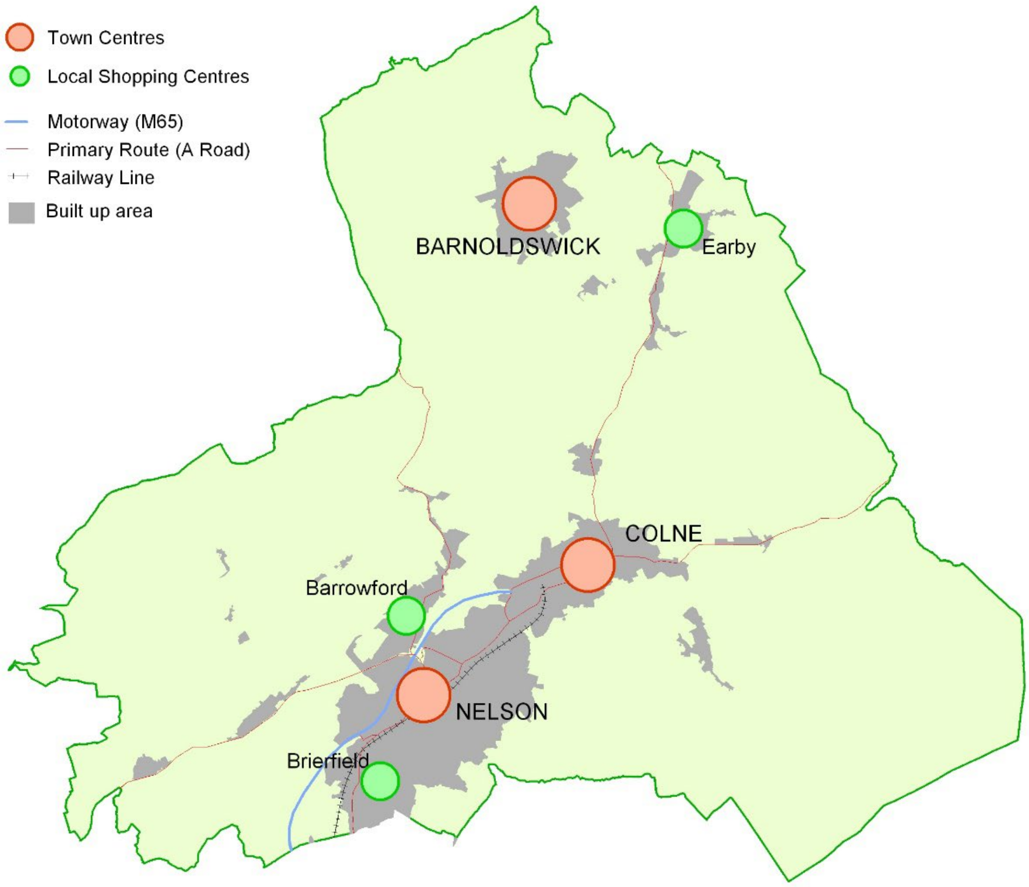
Planning Policy

1.14 Town centres are important to our quality of life. They are a focus for shopping, leisure, and entertainment, helping to facilitate social and cultural interaction. They also play a key role in delivering sustainable development representing a significant concentration of economic activity and a place of work.

1.15 An important role of planning policy is to help maintain vibrant and viable town centres by ensuring that they continue to offer an appropriate range of goods and services. In addition to the retail offer, a wide range of complementary business, leisure and cultural facilities also attract visitors to our town centres. They help to increase retail footfall, maximise spend, enhance economic viability, attract new investment, and increase local employment opportunities.

1.16 Recognising the different roles that our towns play in the day-to-day life of our communities; local planning policy acknowledges that a mutually supportive network of centres provides the most appropriate basis for influencing the location of new retail and service provision in the borough (Map 1.1).

Map 1.1 – Pendle Retail Hierarchy



1.17 Our existing town and local shopping centres are the main focus for retail development and service provision. They are in the most accessible locations and contain a wide range of facilities. To support this approach two policy tools are used.

1. Retail hierarchy – Promotes sustainable patterns of development by identifying the function of particular town centres and grouping them according to their catchment population, chain store representation, economic and retail floorspace, level of service provision, and the range of other facilities available. This ensures that new development is in keeping with the scale and function of the settlement in which it is to be located, helping to avoid any adverse impact that it may have on nearby shopping centres.
2. Town centre first principle – In line with government guidance, this helps to direct main town centre uses towards town centre locations through the use of a sequential test and, where appropriate, an impact test.
    a. Sequential Test – To guide main town centre uses towards town centre locations first, then, if no suitable locations are available, to edge-of-centre locations, and finally out-of-centre locations (with preference for accessible sites which are well connected to the town centre).
    b. Impact Test – To consider the impact over time of certain out-of-centre and edge-of-centre proposals on town centre vitality, viability, and investment. The test relates to retail and leisure developments (not all main town centre uses) which are not in accordance with up-to-date plan policies, and which would be located outside existing town centres. It is important that the impact is assessed in relation to all town centres that may be affected, which are not necessarily just those closest to the proposal and may be in neighbouring authority areas.

1.18 Within the borough's town and local shopping centres a number of further policy interventions seek to improve their vitality and viability and enhance the overall shopping experience for visitors (Table 1.2).

Table 1.2 – Planning Policy Designations

Policy Designation	Description
Town Centre	Area including the Primary Shopping Area and adjacent areas of predominantly social, leisure, cultural and business use. *The National Planning Policy Framework (NPPF) directs main town centre uses to locations within an existing town centre unless there are compelling reasons not to do so.*
Primary Shopping Area	The area where retail development is concentrated. Typically comprising all Primary Shopping Frontages and any contiguous Secondary Shopping Frontages (see below). *In Pendle, only Nelson has a designated Primary Shopping Area.*

Policy Designation	Description
Primary Shopping Frontage[7]	Include the highest proportion of retail uses. *No more than 25% of units to be in non-shopping uses.*
Secondary Shopping Frontage[5]	Retail focus but offer a greater diversity of uses. *No more than 50% of units to be in non-shopping uses.*

1.19 The principal mechanism that has traditionally been employed is to resist the possibility of an influx of non-shopping uses into the hearts the town centres. In planning these are referred to as the Primary Shopping Area, or in smaller centres they are represented by the Primary Shopping Frontages and any adjoining Secondary Shopping Frontages.

1.20 An indication of whether this objective is being met is provided by comparing the overall proportion of shops in the town centre with those in the designated shopping areas and frontages. If retail planning policy is working effectively, the highest proportion of shops should be recorded in the Primary Shopping Frontages and Primary Shopping Area, followed by the Secondary Shopping Frontages and finally the Town Centre as a whole.

1.21 The results of the annual occupancy survey are used to help assess whether planning policy is working effectively; to help determine retail planning applications; and to help target grant assistance where it is most needed, subject to funding being available.

[7] In 2018 the National Planning Policy Framework (NPPF) removed all reference to primary and secondary shopping frontages, noting that Primary Shopping Areas are better placed to "respond to rapid changes in the retail and leisure industries."

2. Survey Methodology

Occupancy

2.1 The survey records the current usage and planning use class[8,9] for units at ground floor level; noting which units are located within the primary shopping area, or a designated shopping frontage.

2.2 For the purposes of monitoring town centre occupancy the following criteria are applied:

1. The use class that is assigned is determined by the business occupying the ground floor – i.e. shop, hot food takeaway, office etc.
2. Where the ground floor contains a primary use and ancillary use(s) the use class is determined by the primary use. For example a bakery with a small seating area for the consumption of items purchased on the premises would be recorded as a bakery (Class A1) rather than a café (Class A3).
3. Any premises where there is a 50:50 split between retail (Class A1) and non-retail uses at ground floor level are recorded as Class A1.
4. If an unauthorised use has become lawful, or the Council has resolved to take no enforcement action, the premises are classified in accordance with their current use.
5. In considering temporary uses, the legal interpretation of whether the previous use is extinguished will be considered for the purposes of monitoring.

2.3 For the purposes of monitoring designated shopping frontages the following criteria also apply:

1. For any premises with more than one frontage (e.g. a corner shop) the total frontage length is assigned to just one of the frontages to avoid the possibility of double counting.
2. Where a change of use from Class A1 has been approved, but not implemented, the premises are considered to be in non-retail use from the date that the decision notice is issued until the date it expires. This is to avoid the possibility of exceeding any established thresholds for non-retail use within a designated frontage, should any further change of use applications be submitted before the implementation of an existing permission.
3. Where a change of use from Class A1 is not implemented before the date of expiry, the use reverts back to Class A1 on the date of expiry, even if the premises remain unoccupied.

2.4 The results of the occupancy survey are entered into a spreadsheet and plotted onto a GIS map base to provide a geographical representation of the spread of different town centre uses and the possible clustering of vacant units. The data is also used to calculate the relevant town centre vacancy rate.

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[8] As defined by the Town and Country Planning (Use Classes) Order 1987, as amended.

[9] In the first Pendle town centre occupancy survey (1991) any vacant premises, where the previous occupier was not known, were recorded as being in the A1 use class. This designation was retained until the premises were re-occupied and a new use class assigned.

2.5 Within the primary, secondary, and local shopping frontages further analysis is carried out to assess how much of each frontage – in terms of both units and total length – is occupied by hot-food takeaways (A5 use class).

2.6 To simplify the analysis and aid comparison, the various use classes are grouped into a smaller number of town centre functions, as shown in Table 2.1 and Appendix 1.

Table 2.1 – Town Centre Uses[10]

Function	Use Classes	Function	Use Classes
Shops	A1	Residential	C1, C2, C3
Financial and Professional	A2	Community and Leisure	D1, D2
Eating & Drinking	A3, A4, A5	Other	Sui Generis
Employment	B1, B2, B8	Vacant	All Uses

2.7 The total number of units surveyed is not constant between surveys due to the sub-division, amalgamation, and demolition of premises. These changes can have a minor influence on the data when analysing changes overtime.

Vacancy Rates

2.8 The vacancy rate reported in the text excludes residential properties from the calculation. This is because the proportion of residential units varies significantly between different centres, from a high of 44.9% in Earby[11] to just 1.7% in Brierfield.

2.9 Any analysis that included residential properties in the calculation of the vacancy rate would fail to provide a true representation of those premises that it could reasonably be expected to be occupied by main town centre uses in the near future.

2.10 Furthermore, an increasing number of units beyond the retail core are being converted for residential use. This suggests that the boundaries for some of our town and local shopping centres may need to contract in the coming years.

[10] See Appendix 1 for a description of the terms commonly used throughout this report.
[11] In 2007, 24 new homes were constructed on the site of a large retail unit and associated car park constructed for, but never occupied, by Kwik Save.

3. Summary of Results

Nelson

3.1 Nelson has a population of 33,800 (2021 Census). It is the largest town in Pendle and the borough's administrative centre. The town forms part of the extended Burnley-Nelson-Colne urban area, which has a total population in excess of 150,000.

Units 2023

3.2 A total of 393 units were surveyed in Nelson town centre in 2023. Of these 142 (36.1%) are located in the Primary Shopping Area; 39 (9.9%) are within a Primary Shopping Frontage and 79 (20.1%) are within a Secondary Shopping Frontage.

3.3 Of the total number of units 120 (30.5%) were occupied by shops (A1 Use Class).

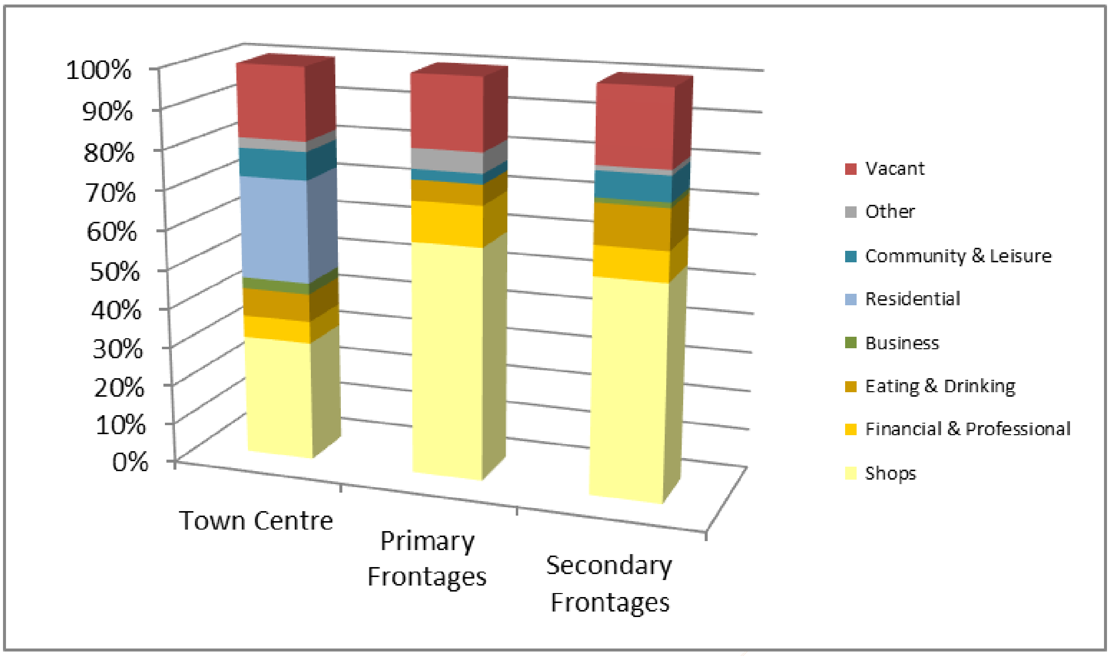
3.4 The town centre vacancy rate (excluding residential properties) is 24.7%, rising to 40.0% in the Pendle Rise Shopping Mall. Both figures are significantly higher than their national comparators of 13.9% and 17.8% respectively, as reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.5 The vacancy rate within Primary Shopping Frontages is 17.9% rising to 19.0% in Secondary Shopping frontages.

Table 3.1 – Nelson: Main Town Centre Uses 2023

Category	Units	%
Shops	120	30.5%
Financial & Professional	22	5.6%
Eating and Drinking	28	7.1%
Business	11	2.8%
Residential	102	26.0%
Community and Leisure	28	7.1%
Other	10	2.5%
Vacant (excluding residential)	72	24.7%

Figure 3.1 – Nelson: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.6 Total ground floor floorspace is approximately 62,500 m^2 with 30.8% occupied by shops (A1 Use Class). The average size of a retail unit is 160.3 m^2.

3.7 Two units (Home Bargains and Wilkinsons) have a ground floor trading area in excess of 1,500 m^2. In total 16 units exceed The Sunday Trading Act 1994 threshold [12] (Table 3.2).

Table 3.2 – Nelson: Units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Nelson
<50	31
50-99	81
100-249	29
250-499	14
500-749	3
750-1499	1
>1,500	2
All A1 units	**161**
>280	16

Note: Figures include vacant units last in A1 use.

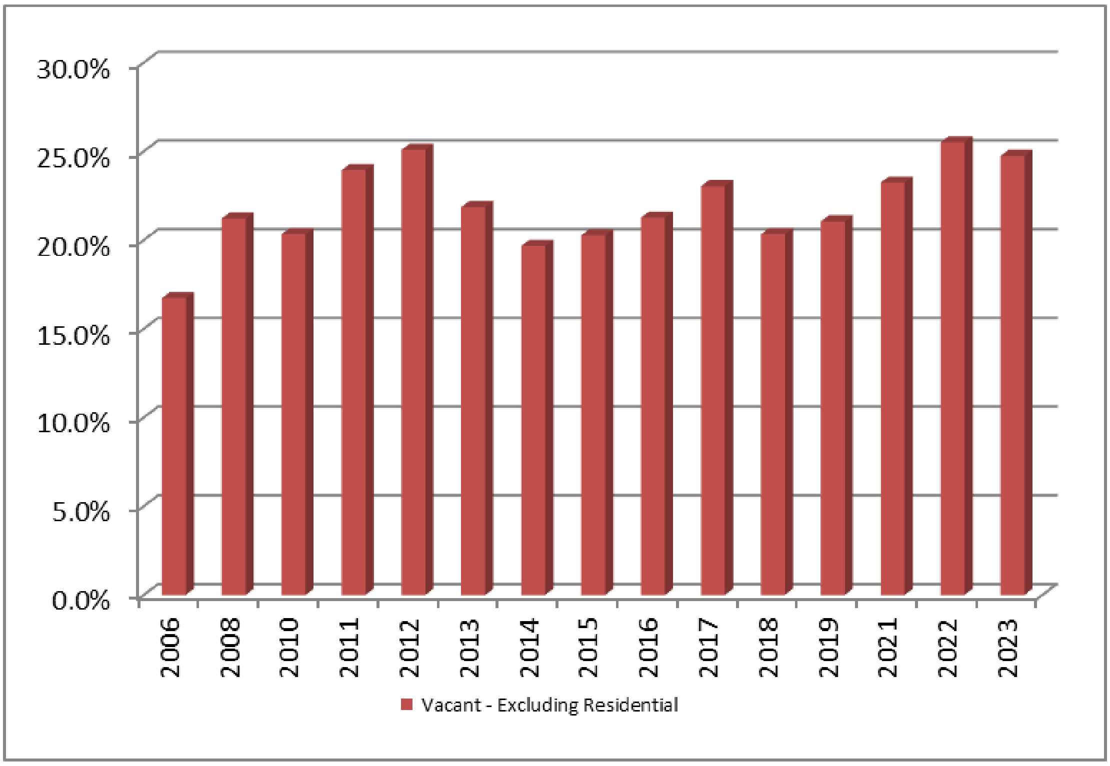
12 This restricts the hours of opening for shops with a floor area over 280m^2 to a maximum period of six continuous hours between the hours of 10am and 6pm.

Trends 2006-2023

3.8 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- The relative proportions of main town centre uses have remained fairly consistent throughout the monitoring period.
- Shops (A1) continue to occupy just under one third of all units.
- Although reflecting a national trend, the reduction in financial and professional services (A2) from 14.7% in 2006 to just 5.6% is significant.
- The number of premises occupied by café s and restaurants (A4) has fallen from 5 to 2 units.
- The perception that there has been a significant increase in the number of hot food takeaways (A5) is not born out by the figures. In numerical terms there has been an increase of just four units since 2006. That said their concentration in specific areas of the town centre is a noticeable feature.
- At 16.7% the vacancy rate in Nelson was high immediately before the post-2007 economic downturn. With the exception of 2014 the figure has been consistently above 20% and currently stands at 24.7%. This represents a small reduction from last year's peak of 25.5%, but is still significantly higher than the national average of 13.9%, as reported by the British Retail Consortium / Local Data Company for 2023 Q2.

Figure 3.2 – Nelson: Town Centre Vacancy Rate 2006 to 2023



Colne

3.9 Colne has a population of 18,908 (2021 Census). It is an ancient market town and the second largest town in Pendle. The town forms part of the extended Burnley-Nelson-Colne urban area, which has a total population in excess of 150,000.

Units 2023

3.10 A total of 276 units were surveyed in Colne town centre in 2023. Of these 80 (29.0%) are within a Primary Shopping Frontage and 57 (20.7%) are within a Secondary Shopping Frontage.

3.11 Of the total number of units 97 (35.1%) were occupied by shops (A1 Use Class).

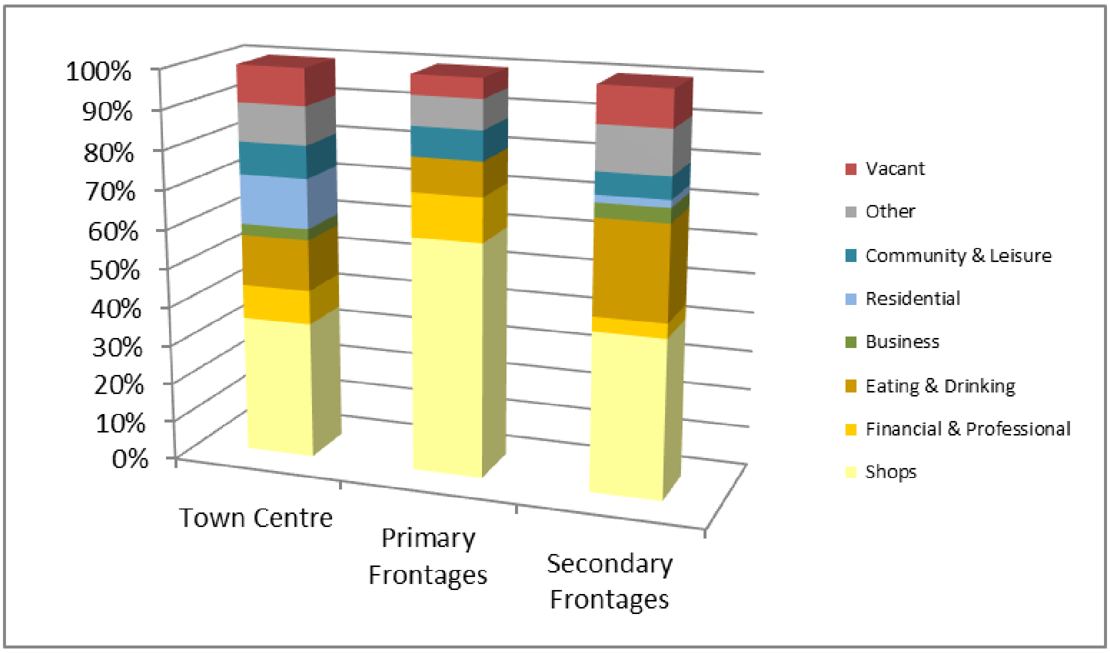
3.12 The town centre vacancy rate (excluding residential properties) is 10.8%. This is lower than the national figure of 13.9% reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.13 The vacancy rate within Primary Shopping Frontages is 5.0% rising to 9.4% in Secondary Shopping frontages.

Table 3.3 – Colne: Main Town Centre Uses 2023

Category	Units	%
Shops	97	30.5%
Financial & Professional	24	5.6%
Eating and Drinking	36	7.1%
Business	8	2.8%
Residential	35	26.0%
Community and Leisure	23	7.1%
Other	27	2.5%
Vacant (excluding residential)	26	10.8%

Figure 3.3 – Colne: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.14 Total ground floor floorspace is approximately 39,846 m^2 with 35.1% occupied by shops (A1 Use Class). The average size of a retail unit is 102.5 m^2.

3.15 Three units (Tesco Express, the former Co-op and the vacant Fulton Foods store) have a ground floor trading area in excess of 500m^2. In total five units exceed The Sunday Trading Act 1994 threshold of 280m^2 (Table 3.4).

Table 3.4 – Colne: A1 Units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Colne
<50	34
50-99	36
100-249	35
250-499	4
500-749	3
750-1499	0
>1,500	0
All A1 units	**112**
>280	5

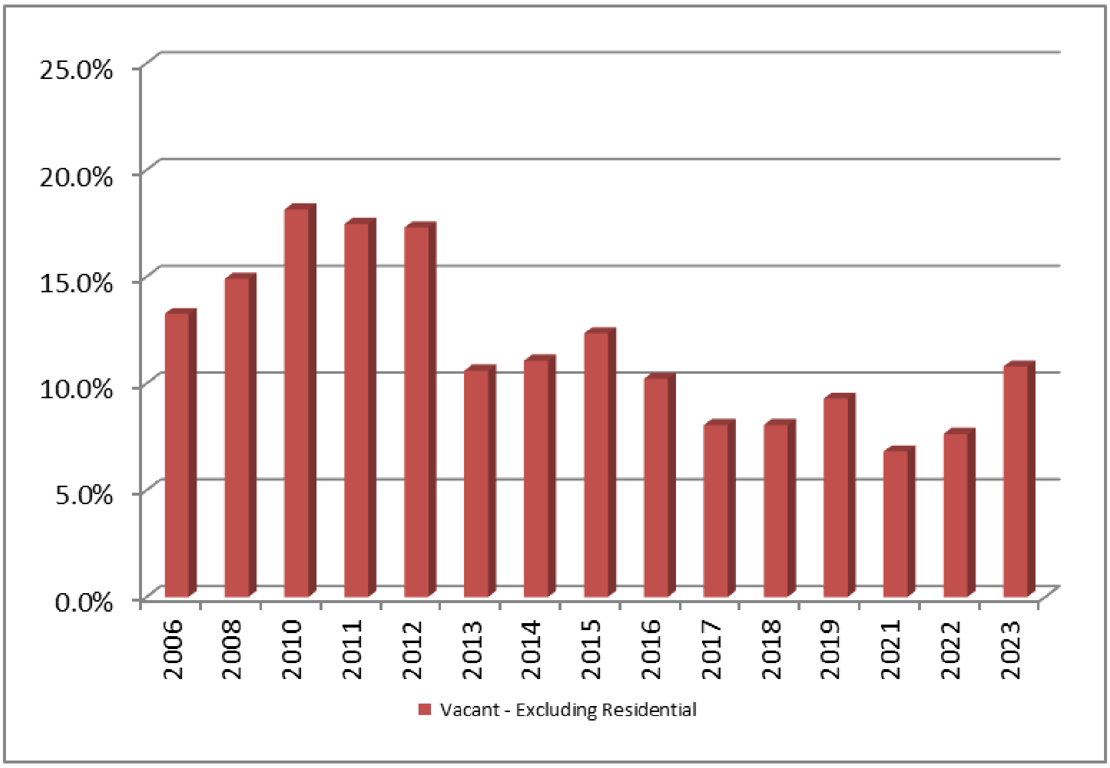
Note: Figures include vacant units last in A1 use.

Trends 2006-2023

3.16 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- The relative proportions of main town centre uses have remained fairly consistent throughout the monitoring period.
- Shops (A1) continue to occupy approximately 35% of all units.
- The reduction in financial and professional services (A2) from 12.9% in 2006 to 8.7% reflects a national trend arising from the increase in online banking.
- There has been a small growth in eating and drinking establishments. Hot food takeaways (A5) occupy 12 units, as opposed to just 7 units in 2006, whilst the number of café s and restaurants (A4) has increased from 10 to 13 units.
- The number of Sui Generis uses has increased from 16 (6%) to 27 (10%) between 2006 and 2023. This is largely due to an increase in the number of beauty salons and nail bars.
- Colne made the final of the Great British High Street in 2015[13] and declared a Business Improvement District (BID)[14] in 2020. The vacancy rate has been consistently below the borough and national average since 2013. But from a low point of 6.8% in 2021 the vacancy rate has increased to 10.8% in 2023.

Figure 3.4 – Colne: Town Centre Vacancy Rate 2006 to 2023



[13] It lost out to Helmsley in North Yorkshire.

[14] A Business Improvement District is a business-led body funded by a small additional charge (levy) applied on top of the business rates bill. This levy is used to develop projects which will benefit businesses within the designated area.

Barnoldswick

3.17 Barnoldswick has a population of 10,913 (2021 Census). It is the principal town in rural West Craven and the third largest town in Pendle.

Units 2023

3.18 A total of 211 units were surveyed in Barnoldswick town centre in 2023. Of these 41 (19.9%) are within a Primary Shopping Frontage and 73 (35.4%) are within a Secondary Shopping Frontage.

3.19 Of the total number of units 64 (30.3%) were occupied by shops (A1 Use Class).

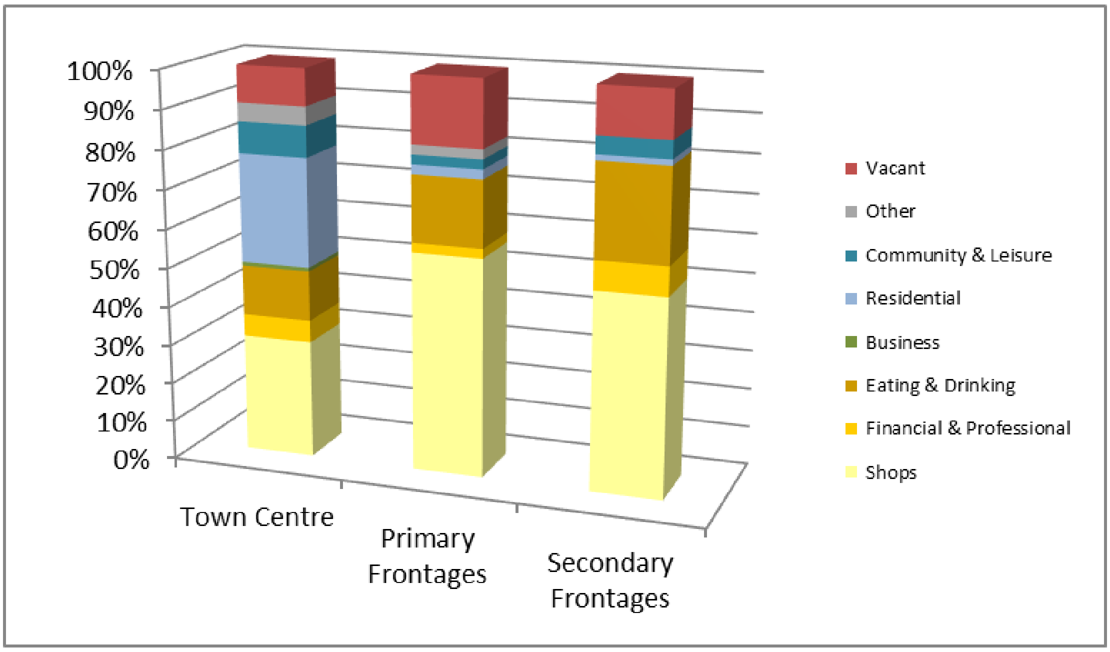
3.20 The town centre vacancy rate (excluding residential properties) is 13.2%. This is fractionally lower than the national figure of 13.9% reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.21 The vacancy rate within Primary Shopping Frontages is unusually high at 17.5% falling to 11.1% in Secondary Shopping frontages. This is not typical for Barnoldswick and is the reverse of what would normally be expected.

Table 3.5 – Barnoldswick: Main Town Centre Uses 2023

Category	Units	%
Shops	64	30.3%
Financial & Professional	12	5.7%
Eating and Drinking	27	12.8%
Business	2	0.9%
Residential	59	28.0%
Community and Leisure	17	8.1%
Other	10	4.7%
Vacant (excluding residential)	20	13.2%

Figure 3.5 – Barnoldswick: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.22 Total ground floor floorspace is approximately 17,250 m^2 with 29.9% occupied by shops (A1 Use Class). The average size of a retail unit (Class A1) is 80.5 m^2.

3.23 Only one unit (Helliwells Funeral Services) has a ground floor trading area in excess of 250m^2. and The Sunday Trading Act 1994 threshold of 280m^2 (Table 3.6).

Table 3.6 – Barnoldswick: Class A1 units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Barnoldswick
<50	41
50-99	28
100-249	5
250-499	2
500-749	0
750-1499	1
>1,500	0
All A1 units	**77**
>280	3

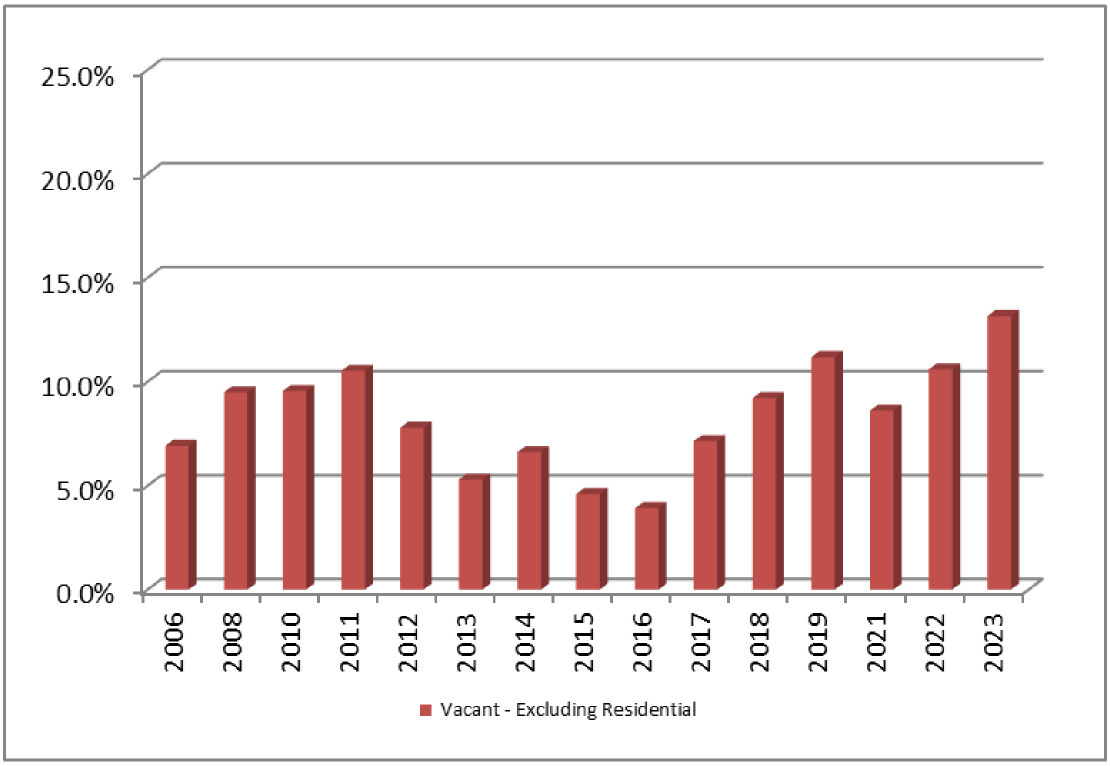
Note: Figures include vacant units last in A1 use.

Trends 2006-2023

3.24 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- The proportion of units occupied by shops is consistent with the figures in the borough's other town centres. That said there has been a steady decline in the number of shops (A1) from 83 (40%) in 2006 to just 64 (30%) in 2023.
- Like virtually all town centres throughout the country there has been a reduction in the number of financial and professional services (A2), but this fall is less pronounced than in Nelson and Colne as Barnoldswick is considerably smaller and had fewer banks, building societies and estate agents.
- The increase in hot food takeaways (A5) has been negligible.
- Overall the food and drink offer (A3, A4 and A5) has grown from 19 (9%) to 27 (13%) units, suggest that there has been an uplift in the night-time economy.
- The vacancy rate has almost doubled from 6.9% in 2006 to an all-time high of 13.2% in 2023. That said, the latest figure remains below the national average.
- In 2014 Barnoldswick was named the best Local Centre in the Great British High Street awards. Since 2016, when just six units were vacant, the number of empty premises has risen to 20.

Figure 3.6 – Barnoldswick: Town Centre Vacancy Rate 2006 to 2023



Brierfield

3.25 Brierfield has a population of 10,721 (2021 Census). The town forms part of the extended Burnley-Nelson-Colne urban area, which has a total population in excess of 150,000.

Units 2023

3.26 A total of 57 units were surveyed in Brierfield local shopping centre in 2023. Of these 15 (26.3%) are within a Primary Shopping Frontage and 15 (26.3%) are within a Secondary Shopping Frontage.

3.27 Of the total number of units 24 (42.1%) were occupied by shops (A1 Use Class).

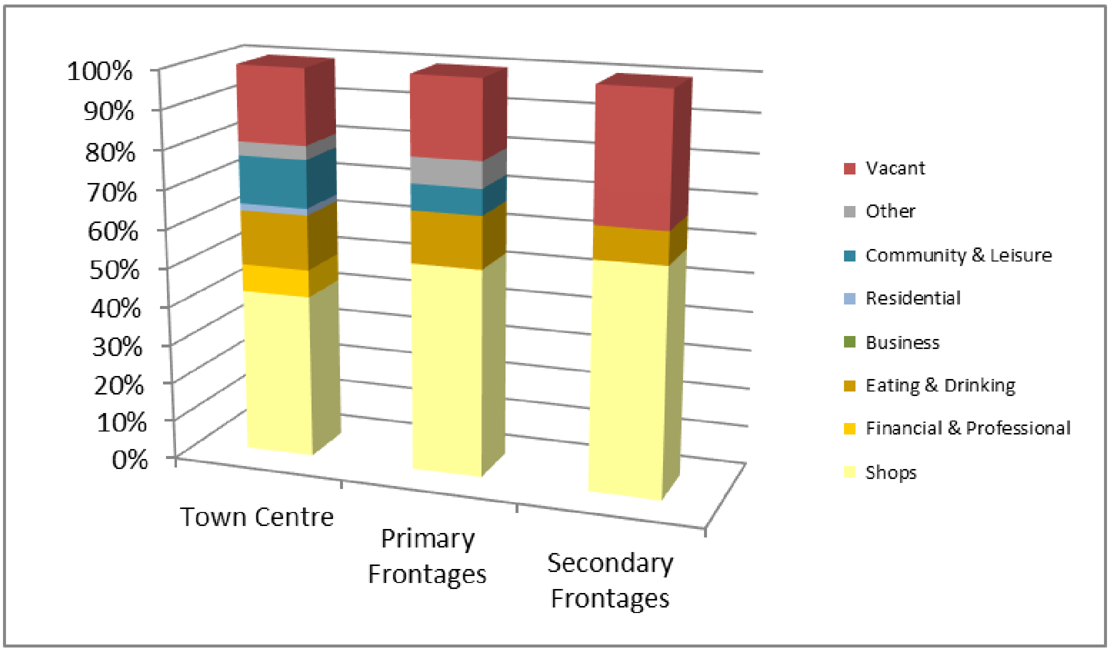
3.28 The town centre vacancy rate (excluding residential properties) is 19.6%. This is higher than the national figure of 13.9% reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.29 The vacancy rate within Primary Shopping Frontages is high at 20.0% rising to 26.7% in Secondary Shopping frontages.

Table 3.7 – Brierfield: Main Town Centre Uses 2023

Category	Units	%
Shops	24	42.1%
Financial & Professional	4	7.0%
Eating and Drinking	8	14.0%
Business	0	0.0%
Residential	1	1.8%
Community and Leisure	7	12.3%
Other	2	3.5%
Vacant (excluding residential)	11	19.6%

Figure 3.7: Brierfield: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.30 Total ground floor floorspace is approximately 9,182 m^2 with 41.3% occupied by shops (A1 Use Class). The average size of a retail unit is 157.9 m^2.

3.31 Only one unit (Wright Windows) has a ground floor trading area in excess of 750m^2. In total two units exceed The Sunday Trading Act 1994 threshold of 280m^2 (Table 3.8).

Table 3.8 – Brierfield: Class A1 units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Brierfield
<50	8
50-99	9
100-249	10
250-499	3
500-749	0
750-1499	1
>1,500	0
All A1 units	**31**
>280	2

Note: Figures include vacant units last in A1 use.

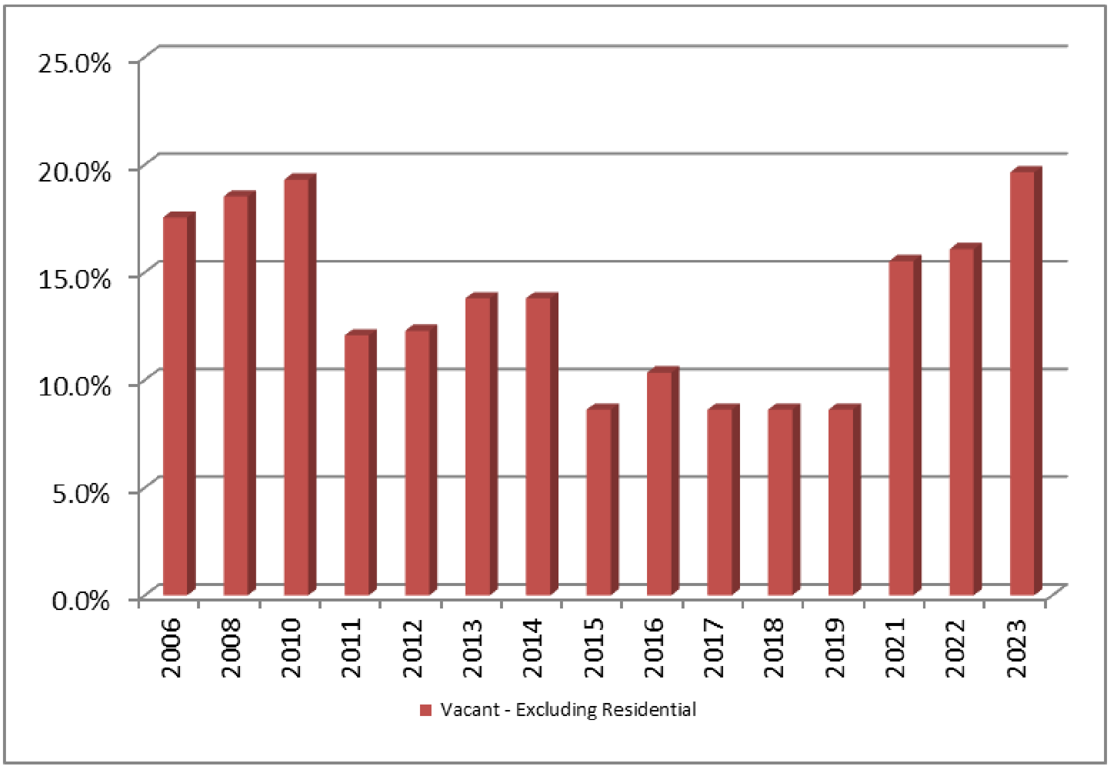
Trends 2006-2023

3.32 In the much smaller local shopping centres relatively small changes in the number of units can result in a significant percentage increase. As such it is important to consider medium to long term trends before drawing any conclusions.

3.33 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- Shops (A1) occupy 42% of all units, which is significantly higher than any other town centre or local shopping centre in the borough.
- There are no longer any financial or professional services (A2) represented within the boundary of the local shopping centre.
- The increase in hot food takeaways (A5) has been negligible.
- The vacancy rate was relatively low between 2011 and 2019 (8-12%) but has returned to a more typical figure of between 15% and 19%, which is higher than the national average of 13.9%. The current vacancy rate of 19.3% is the highest recorded in Brierfield since 2006.

Figure 3.8 – Brierfield: Town Centre Vacancy Rate 2006 to 2023



Barrowford

3.34 Brierfield has a population of 5,882 (2021 Census). The town forms part of the extended Burnley-Nelson-Colne urban area, which has a total population in excess of 150,000.

Units 2023

3.35 A total of 75 units were surveyed in Barrowford local shopping centre in 2023. Of these 17 (22.7%) are within a Primary Shopping Frontage and 13 (17.3%) are within a Secondary Shopping Frontage.

3.36 Of the total number of units 24 (32.0%) were occupied by shops (A1 Use Class).

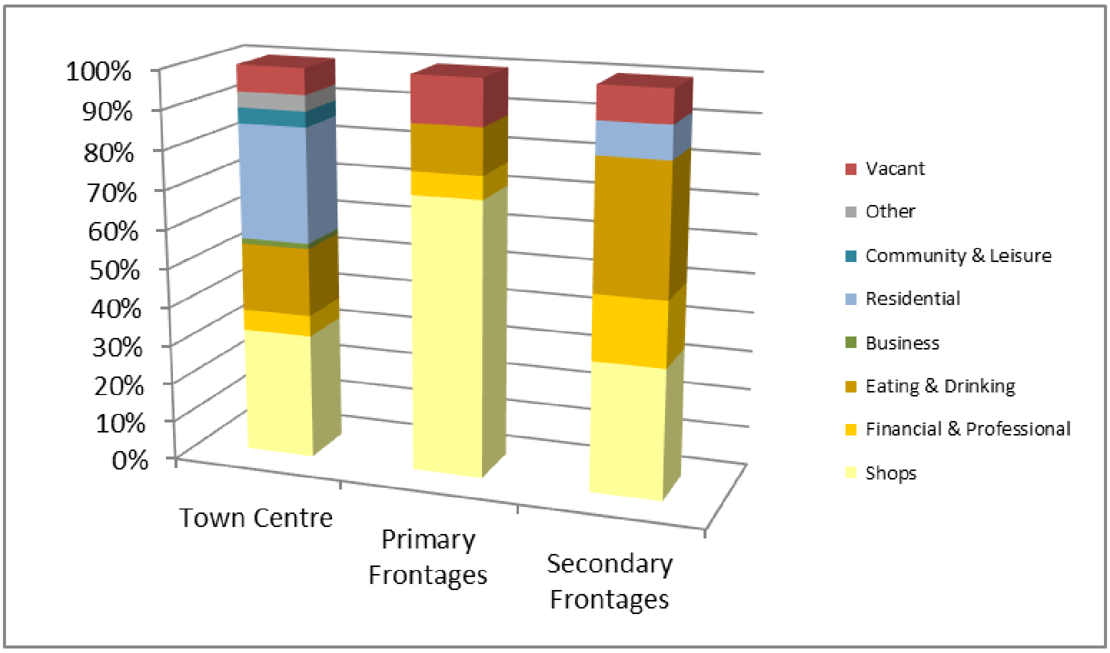
3.37 The town centre vacancy rate (excluding residential properties) is 9.4%. This is substantially lower than the national figure of 13.9% reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.38 The vacancy rate within Primary Shopping Frontages is slightly higher than the overall figure at 11.8% falling 9.1% in Secondary Shopping frontages.

Table 3.9 – Barrowford: Main Town Centre Uses 2023

Category	Units	%
Shops	24	32.0%
Financial & Professional	4	5.3%
Eating and Drinking	13	17.3%
Business	1	1.3%
Residential	22	29.3%
Community and Leisure	3	4.0%
Other	3	4.0%
Vacant (excluding residential)	5	9.4%

Figure 3.9 – Barrowford: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.39 Total ground floor floorspace is approximately 8,420 m^2 with 27.6% occupied by shops (A1 Use Class). The average size of a retail unit is 96.9 m^2.[15]

3.40 Only one unit (Spar) has a ground floor trading area in excess of 250m^2 and The Sunday Trading Act 1994 threshold of 280m^2 (Table 3.10).

Table 3.10 – Barrowford: Class A1 units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Barrowford
<50	7
50-99	13
100-249	7
250-499	1
500-749	0
750-1499	0
>1,500	0
All A1 units	**28**
>280	1

Note: Figures include vacant units last in A1 use.

[15] The low percentage of retail floorspace is due to the presence of Victoria Works (B2 Use Class) within the local shopping centre boundary for what is a relatively small village.

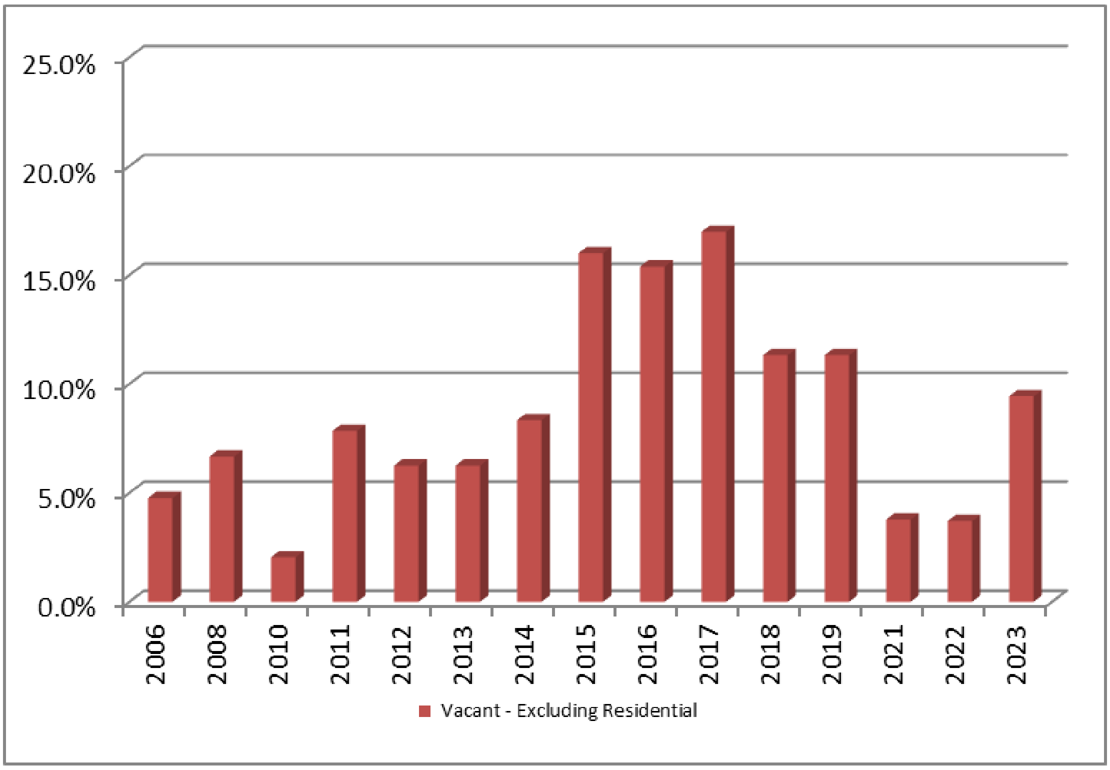
Trends 2006-2023

3.41 In the much smaller local shopping centres relatively small changes in the number of units can result in a significant percentage increase. As such it is important to consider medium to long term trends before drawing any conclusions.

3.42 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- The proportion of units occupied by shops (A1) has fallen from approximately half to one third of all units between 2006 and 2023. This latter figure is consistent with the figures in all but one of the borough's other town and local shopping centres.
- A small number of units (4) continue to be occupied by financial and professional services (A2).
- There are no hot food takeaways (A5) within the boundary of the local shopping centre.
- The number of eating and drinking establishments (A3 and A4) has risen from 4 in 2006 to 13 in 2023. This growth is almost entirely accounted for by new restaurants and café s (A3).
- The vacancy rate increased steadily from 4.8% to 8.3% between 2006 and 2014. It remained between 11% and 16% from 2015 to 2019 before dropping to around 4%. It has risen once again to 9.4% in 2023 but remains below the national average of 13.9%.

Figure 3.10 – Barrowford: Town Centre Vacancy Rate 2006 to 2023



Earby

3.43 Earby has a population of 4,416 (2021 Census). It is one of two towns in rural West Craven, part of the historic West Riding of Yorkshire, but administered by Lancashire County Council since 1974.

Units 2023

3.44 A total of 79 units were surveyed in Earby local shopping centre in 2023. Of these none are within a Primary Shopping Frontage, but 48 (60.8%) are within a Secondary Shopping Frontage.

3.45 Of the total number of units 27 (34.2%) were occupied by shops (A1 Use Class).

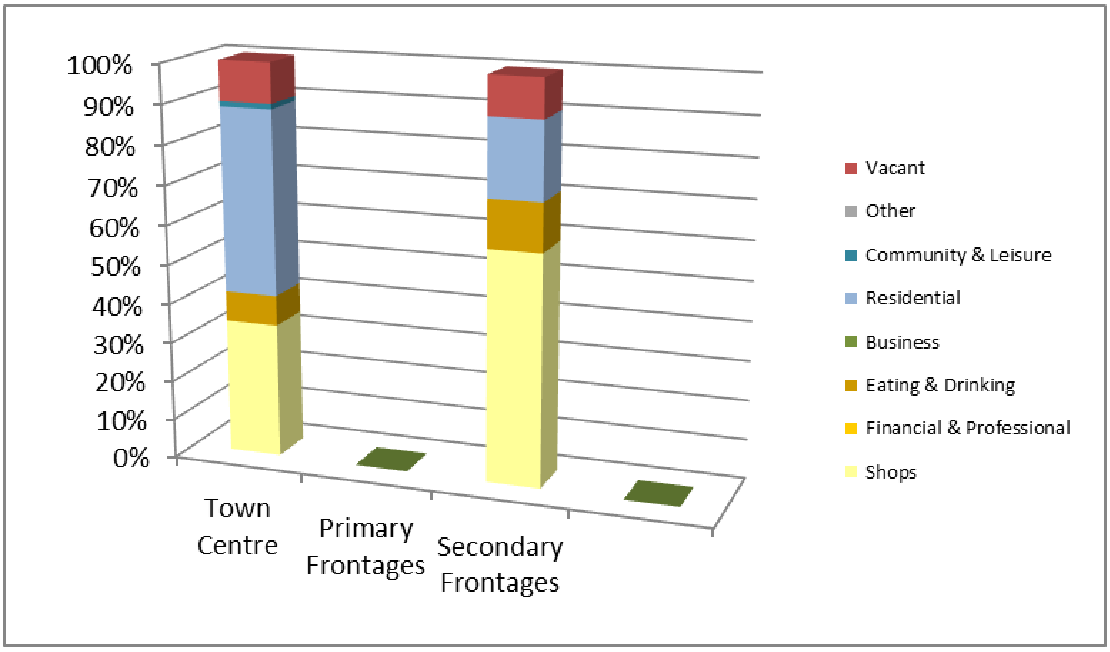
3.46 The town centre vacancy rate (excluding residential properties) is 19.0%. This is significantly higher than the national figure of 13.9% reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.47 The vacancy rate within Primary Shopping Frontages is significantly lower than the overall figure at 12.1%.

Table 3.11 – Earby: Main Town Centre Uses 2023

Category	Units	%
Shops	27	34.2%
Financial & Professional	0	0.0%
Eating and Drinking	6	7.6%
Business	0	0.0%
Residential	37	46.8%
Community and Leisure	1	1.3%
Other	0	0.0%
Vacant (excluding residential)	8	19.0%

Figure 3.11 – Earby: Main Town Centre Uses – Designated Frontages 2023



Note: The vacancy rates shown in this chart are shown as a percentage of all units surveyed (i.e. residential premises are not excluded from the calculation).

Floorspace 2023

3.48 Total ground floor floorspace is approximately 5,100 m^2 with 38.0% occupied by shops (A1 Use Class). The average size of a retail unit is 72.2 m^2.

3.49 Only one unit (Co-op) has a trading area in excess of 250m^2 and The Sunday Trading Act 1994 threshold of 280m^2 (Table 3.2).

Table 3.12 – Earby: Class A1 units by ground floor retail floorspace (m^2)

A1 Unit Size (m^2)	Earby
<50	15
50-99	10
100-249	6
250-499	1
500-749	0
750-1499	0
>1,500	0
All A1 units	**32**
>280	1

Note: Figures include vacant units last in A1 use.

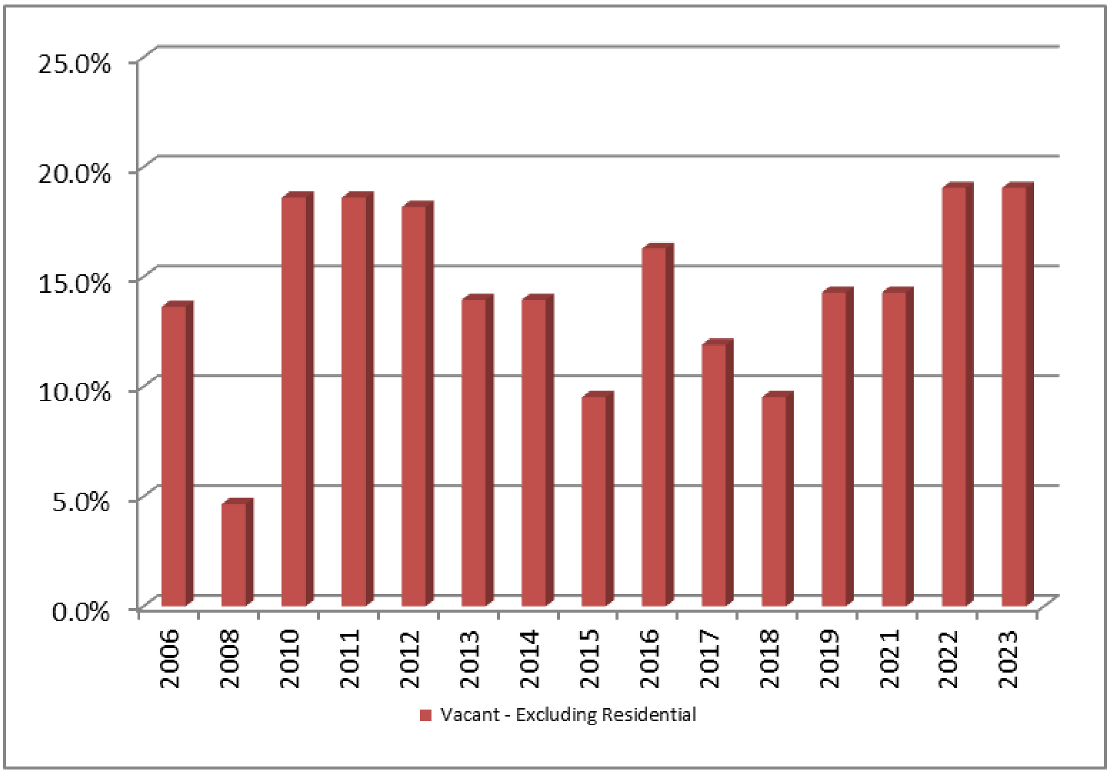
Trends 2006-2023

3.50 In the much smaller local shopping centres relatively small changes in the number of units can result in a significant percentage increase. As such it is important to consider medium to long term trends before drawing any conclusions.

3.51 Survey data for the period 2006-2023 is shown in Appendix 1. The key points to note are as follows:

- The proportion of units occupied by shops (A1) has fallen from approximately half to one third of all units between 2006 and 2023. This latter figure is consistent with the figures in all but one of the borough's other town and local shopping centres.
- There are no longer any financial or professional services (A2) represented within the boundary of the local shopping centre.
- The number of hot food takeaways (A5) has fallen from 4 in 2006 to just 2 in 2023.
- Just 7.6% of units are occupied by eating and drinking establishments (A3, A4 and A5) the lowest proportion in Pendle.
- With the exceptions of 2008, 2015 and 2018 the vacancy rate has consistently been over 10% and is currently at its highest level since 2006 (19%). This figure is significantly higher than the national average of 13.9%.

Figure 3.12 – Earby: Town Centre Vacancy Rate 2006 to 2023



Pendle-wide Overview

3.52 Borough-wide analysis and direct comparisons are often of limited value due to the marked differences between the borough's six town and local shopping centres. That said this section picks up on some of the key issues that are apparent from the data.

Town Centre Premises

3.53 A total of 1,091 units were surveyed across Pendle in 2023.[16]

3.54 Use Class A, which covers business that serve people as shops (A1), banks (A2), café s and restaurants (A3), pubs (A4) or takeaways (A5) occupy almost half of all these units (540) and one-third (356) are occupied by shops (Table 3.13).

Table 3.13 – Pendle: Main Town Centre Uses 2023

Category	Units	%
Shops	356	32.6%
Financial & Professional	66	6.0%
Eating and Drinking	118	9.8%
Business	22	2.0%
Residential	256	23.5%
Community and Leisure	79	7.4%
Other	52	4.8%
Vacant (excluding residential)	142	17.0%

Shops

3.55 Looking solely at the A1 Use Class there are three types of outlets:

- Convenience stores sell everyday items (e.g. greengrocer, bakery, butcher etc.)
- Comparison outlets stock products that people buy only occasionally and will usually shop around to compare prices (e.g. furniture, clothing, electrical goods etc.)
- Retail services include a wide range of outlets including hairdressers (but not beauticians or nail bars), launderettes etc.

3.56 A detailed analysis of shops is not undertaken on an annual basis, but in 2023 convenience stores occupied 21.7% of all A1 units in Pendle. With the exception of Barrowford (14.3%) the figures for convenience stores are typically higher in the smaller local shopping centres, which are primarily focussed on addressing the everyday needs of their community.

[16] This figure excludes local shopping frontages outside our town centres and local shopping centres.

3.57 Comparison retail outlets occupy 44.2% of all A1 units, with all but Brierfield (29.0%) falling within the range 40-50%. The particularly low figure for Brierfield is likely to reflect its close proximity to the larger town centres of Nelson and Burnley and the relatively low-income levels within the town.

3.58 Retails services account for 18.3% of all A1 units. A disproportionately high figure in Barrowford (32.1%) reflects its more affluent clientele, which is also reflected in a higher-than-expected proportion of comparison retail outlets (56.4%). The low level of retail services on offer in Nelson (12.4%) and Earby (9.4%) are a concern.

3.59 Vacant units account for 15.8% of all premises currently occupied by a shop, or last occupied by an A1 use. This figure rises significantly to 24.2% in Nelson.

Table 3.14 – Pendle: Retail Goods and Services, 2023

A1 Uses	NEL	COL	BRF	BAR	BLK	EAR	PEN
A1 Convenience	19.9%	20.4%	25.8%	14.3%	24.4%	31.3%	21.7%
A1 Comparison	43.5%	49.6%	29.0%	46.4%	44.9%	40.6%	44.2%
A1 Service	12.4%	22.1%	25.8%	32.1%	20.5%	9.4%	18.3%
A1 Vacant	24.2%	8.0%	19.4%	7.1%	10.3%	18.8%	15.8%

Key Occupancy Trends

3.60 Survey data for the period 2006-2023 is shown in Appendix 1. For Pendle the key points to note are as follows:

- The percentage of units occupied by shops (A1 use class) has fallen from 36.6% in 2006 to 32.6% in 2023. Whilst in some of our centres this decline has been more pronounced, the borough-wide position is now consistent with that experienced nationally; with approximately one-third of units currently occupied by shops.
- The percentage of units occupied by financial and professional services (A2 use class) has fallen sharply from 11.8% in 2006 to just 6.0% in 2006. This reflects the increase in online banking and the nationwide closure of banks and building societies, particularly within small centres such as those found in Pendle.
- There has been a small growth in eating and drinking establishments (A3-A5 use classes) from 8.9% in 2006 to 10.8% in 2023. This growth has primarily been in café s and restaurants (A3 use class) and drinking establishments (A4 use class). The latter reflects the growth in micro-breweries with examples opening in Colne, Barnoldswick and Barrowford. Only an additional nine units have been occupied by hot food takeaways (A5) between 2006 and 2023.

- There has been a steady growth in town centre living between 2006 and 2023. In Earby, this growth was fuelled by a new housing development on the site of a former supermarket and car park. Elsewhere in Pendle applications for change of use from offices to apartments (e.g. Linden House in Colne) and ad hoc shop conversions in peripheral shopping frontages have been the main source of additional supply.
- The percentage of units occupied by community and leisure uses (D1/D2) has remained fairly constant between 2006 and 2023, occupying approximately 7% of all town centre premises.
- Sui Generis uses cover a wide range of uses including betting shops, pay day loan facilities, beauticians, and nail bars. These increased year-on-year from 3.4% in 2006 to 5.2% in 2021 but have fallen back to just 4.8% in 2023. This reduction reflects a continued reduction in disposable incomes and is typified by the closure of a number of beauticians and nail bars after only a few years of operation.

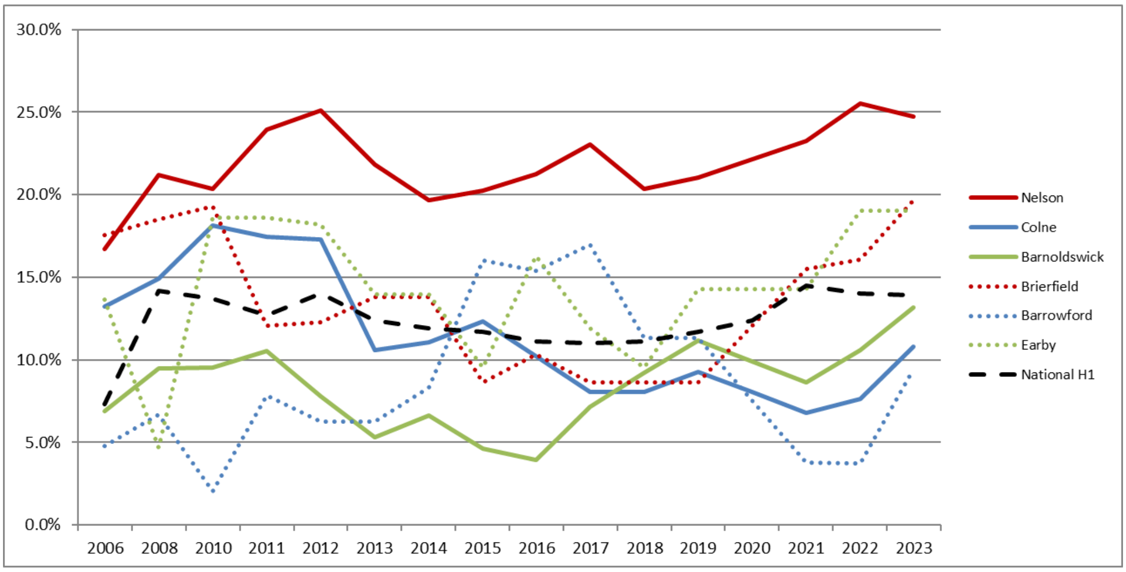
Vacancy Rates

3.61 In July 2023 the overall town centre vacancy rate for Pendle (excluding residential properties) is 17.0%. This is higher than the national average of 13.9%, as reported by the British Retail Consortium / Local Data Company for 2023 Q2.

3.62 In our smaller local shopping centres relatively minor changes in the number of vacant units can result in a significant change in the vacancy rate, so it is important to consider medium to long term trends before drawing any specific conclusions.

3.63 Figure 3.13 shows how the annual vacancy rate for each of our town and local shopping centres compares with the national vacancy rate on the high street.

Figure 3.13– Town Centre Vacancy Rate 2006 to 2023



Note: The figure for 2020 is an estimated value due to COVID-19 Pandemic

3.64 Between 2006 and 2023 the vacancy rate in Nelson has been consistently above the national average, whilst that for Barnoldswick has stayed consistently below this figure. Elsewhere the picture is a little more complicated.

3.65 With the exception of 2015 the vacancy rate for Colne has remained below the national average since 2012. Barrowford has also fared reasonably well. With the exception of the four-year period between 2015 and 2018 the vacancy rate has also stayed below the national average.

3.66 In Brierfield and Earby, our two smallest centres, the vacancy rate has been a little more volatile. As noted previously relatively small changes in the number of vacant units in smaller centres can have a disproportionate influence on the percentage figures reported. But in Brierfield the vacancy rate has been increasing steadily since 2019 and has been above the national average since 2021. Similarly in Earby the vacancy rate has been increasing since 2018 and, with the exception of 2021, has remained above the national average since 2019.

3.67 The consistently high vacancy rate in Nelson is a significant concern. A successful bid for £100,000 funding from the Portas Pilot programme in 2012 has had no noticeable impact on the fortunes of the town centre. Furthermore the high proportion of vacant premises last occupied by an A1 use (Table 3.14) suggests that the shopping element of the town centre offer in Pendle's principal town may be in serious decline.

4. Appendices

Appendix 1: Results of Pendle Town Centre Occupancy Survey 2006-2023

Pendle Total Units (all Town and Local Shopping Centres)

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	377	366	362	351	356	377	371	375	376	378	381	377	373	365	356
Financial & Professional	A2	121	113	112	104	103	103	102	102	99	93	90	83	77	70	66
Eating & Drinking	A3	30	32	29	28	30	28	31	33	34	35	39	39	40	41	40
	A4	21	20	20	19	19	19	19	19	21	23	23	22	24	25	28
	A5	41	41	40	46	48	51	52	50	51	48	49	48	49	49	50
Business	B1	26	21	20	20	19	19	17	17	13	13	13	11	11	13	15
	B2	4	4	5	5	5	5	5	5	5	5	6	7	6	6	5
	B8	3	3	3	3	3	3	4	4	4	4	3	3	2	2	2
Residential	C1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	C2	3	3	2	2	2	3	3	3	3	3	3	3	3	3	3
	C3	178	214	226	223	224	227	230	233	233	234	236	238	247	249	252
	C4			0	0	1	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	51	47	49	49	48	50	54	54	57	58	58	57	58	57	55
	D2	26	24	25	26	25	25	24	22	22	22	22	24	24	24	24
Other	SG	35	33	43	39	40	42	43	43	45	49	52	55	57	53	52
Total Units - Occupied		**917**	**922**	**937**	**916**	**924**	**953**	**956**	**961**	**964**	**966**	**976**	**968**	**972**	**958**	**949**
Vacant		**112**	**128**	**140**	**148**	**147**	**116**	**113**	**114**	**115**	**119**	**110**	**120**	**115**	**128**	**142**
Total Units - Surveyed		1029	1050	1077	1064	1071	1069	1069	1075	1079	1085	1086	1088	1087	1086	1091

Shops	377	366	362	351	356	377	371	375	376	378	381	377	373	365	356
Financial & Professional	121	113	112	104	103	103	102	102	99	93	90	83	77	70	66
Eating & Drinking	92	93	89	93	97	98	102	102	106	106	111	109	113	115	118
Business	33	28	28	28	27	27	26	26	22	22	22	21	19	21	22
Residential	182	218	229	226	228	231	234	237	237	238	240	242	251	253	256
Community & Leisure	77	71	74	75	73	75	78	76	79	80	80	81	82	81	79
Other	35	33	43	39	40	42	43	43	45	49	52	55	57	53	52
Vacant	112	128	140	148	147	116	113	114	115	119	110	120	115	128	142

Pendle Percentage of Units (all Town and Local Shopping Centres)

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	36.6%	34.9%	33.6%	33.0%	33.2%	35.3%	34.7%	34.9%	34.8%	34.8%	35.1%	34.7%	34.3%	33.6%	32.6%
Financial & Professional	A2	11.8%	10.8%	10.4%	9.8%	9.6%	9.6%	9.5%	9.5%	9.2%	8.6%	8.3%	7.6%	7.1%	6.4%	6.0%
Eating & Drinking	A3	2.9%	3.0%	2.7%	2.6%	2.8%	2.6%	2.9%	3.1%	3.2%	3.2%	3.6%	3.6%	3.7%	3.8%	3.7%
	A4	2.0%	1.9%	1.9%	1.8%	1.8%	1.8%	1.8%	1.8%	1.9%	2.1%	2.1%	2.0%	2.2%	2.3%	2.6%
	A5	4.0%	3.9%	3.7%	4.3%	4.5%	4.8%	4.9%	4.7%	4.7%	4.4%	4.5%	4.4%	4.5%	4.5%	4.6%
Business	B1	2.5%	2.0%	1.9%	1.9%	1.8%	1.8%	1.6%	1.6%	1.2%	1.2%	1.2%	1.0%	1.0%	1.2%	1.4%
	B2	0.4%	0.4%	0.5%	0.5%	0.5%	0.5%	0.5%	0.5%	0.5%	0.5%	0.6%	0.6%	0.6%	0.6%	0.5%
	B8	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.4%	0.4%	0.4%	0.4%	0.3%	0.3%	0.2%	0.2%	0.2%
Residential	C1	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
	C2	0.3%	0.3%	0.2%	0.2%	0.2%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%
	C3	17.3%	20.4%	21.0%	21.0%	20.9%	21.2%	21.5%	21.7%	21.6%	21.6%	21.7%	21.9%	22.7%	22.9%	23.1%
	C4			0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Community & Leisure	D1	5.0%	4.5%	4.5%	4.6%	4.5%	4.7%	5.1%	5.0%	5.3%	5.3%	5.3%	5.2%	5.3%	5.2%	5.0%
	D2	2.5%	2.3%	2.3%	2.4%	2.3%	2.3%	2.2%	2.0%	2.0%	2.0%	2.0%	2.2%	2.2%	2.2%	2.2%
Other	SG	3.4%	3.1%	4.0%	3.7%	3.7%	3.9%	4.0%	4.0%	4.2%	4.5%	4.8%	5.1%	5.2%	4.9%	4.8%
Total Units - Occupied		**89.1%**	**87.8%**	**87.0%**	**86.1%**	**86.3%**	**89.1%**	**89.4%**	**89.4%**	**89.3%**	**89.0%**	**89.9%**	**89.0%**	**89.4%**	**88.2%**	**87.0%**
Vacant		**10.9%**	**12.2%**	**13.0%**	**13.9%**	**13.7%**	**10.9%**	**10.6%**	**10.6%**	**10.7%**	**11.0%**	**10.1%**	**11.0%**	**10.6%**	**11.8%**	**13.0%**
Total Units - Surveyed		100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

	2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	36.6%	34.9%	33.6%	33.0%	33.2%	35.3%	34.7%	34.9%	34.8%	34.8%	35.1%	34.7%	34.3%	33.6%	32.6%
Financial & Professional	11.8%	10.8%	10.4%	9.8%	9.6%	9.6%	9.5%	9.5%	9.2%	8.6%	8.3%	7.6%	7.1%	6.4%	6.0%
Eating & Drinking	8.9%	8.9%	8.3%	8.7%	9.1%	9.2%	9.5%	9.5%	9.8%	9.8%	10.2%	10.0%	10.4%	10.6%	10.8%
Business	3.2%	2.7%	2.6%	2.6%	2.5%	2.5%	2.4%	2.4%	2.0%	2.0%	2.0%	1.9%	1.7%	1.9%	2.0%
Residential	17.7%	20.8%	21.3%	21.2%	21.3%	21.6%	21.9%	22.0%	22.0%	21.9%	22.1%	22.2%	23.1%	23.3%	23.5%
Community & Leisure	7.5%	6.8%	6.9%	7.0%	6.8%	7.0%	7.3%	7.1%	7.3%	7.4%	7.4%	7.4%	7.5%	7.5%	7.2%
Other	3.4%	3.1%	4.0%	3.7%	3.7%	3.9%	4.0%	4.0%	4.2%	4.5%	4.8%	5.1%	5.2%	4.9%	4.8%
Vacant	10.9%	12.2%	13.0%	13.9%	13.7%	10.9%	10.6%	10.6%	10.7%	11.0%	10.1%	11.0%	10.6%	11.8%	13.0%
Vacant - excluding residential	**13.2%**	**15.4%**	**16.5%**	**17.7%**	**17.4%**	**13.8%**	**13.5%**	**13.6%**	**13.7%**	**14.0%**	**13.0%**	**14.2%**	**13.8%**	**15.4%**	**17.0%**

Nelson Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	122	116	120	114	111	120	117	120	119	120	127	129	121	120	120
Financial & Professional	A2	58	48	50	48	44	44	45	43	41	37	38	35	31	25	22
Eating & Drinking	A3	7	8	7	6	7	6	8	8	7	8	9	8	9	8	7
	A4	5	5	4	4	4	3	3	2	2	2	2	2	2	2	2
	A5	15	14	14	15	17	19	19	18	18	16	16	17	16	17	19
Business	B1	9	7	7	8	7	7	6	7	5	5	5	3	3	4	7
	B2	2	2	3	3	3	3	3	3	3	3	3	4	4	4	3
	B8	1	1	1	1	1	1	2	2	2	2	2	2	1	1	1
Residential	C1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	C3	83	86	87	87	88	87	90	90	90	90	90	92	98	99	101
	C4			0	0	0	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	19	16	17	15	15	15	19	19	22	22	22	20	21	20	22
	D2	10	9	10	10	10	10	9	8	8	8	8	8	7	7	6
Other	SG	11	8	10	8	8	8	10	10	10	11	11	12	13	11	10
Total Units - Occupied		**343**	**321**	**331**	**320**	**316**	**324**	**332**	**331**	**328**	**325**	**334**	**333**	**327**	**319**	**321**
Vacant		**52**	**63**	**62**	**73**	**76**	**66**	**59**	**61**	**64**	**70**	**62**	**64**	**69**	**75**	**72**
Total Units - Surveyed		395	384	393	393	392	390	391	392	392	395	396	397	396	394	393
Demolished		7	18	1	0	0	0	1	0	0	0	0	0	0	0	0

Shops	122	116	120	114	111	120	117	120	119	120	127	129	121	120	120
Financial & Professional	58	48	50	48	44	44	45	43	41	37	38	35	31	25	22
Eating & Drinking	27	27	25	25	28	28	30	28	27	26	27	27	27	27	28
Business	12	10	11	12	11	11	11	12	10	10	10	9	8	9	11
Residential	84	87	88	88	89	88	91	91	91	91	91	93	99	100	102
Community & Leisure	29	25	27	25	25	25	28	27	30	30	30	28	28	27	28
Other	11	8	10	8	8	8	10	10	10	11	11	12	13	11	10
Vacant	52	63	62	73	76	66	59	61	64	70	62	64	69	75	72

Colne Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	91	89	83	77	85	99	98	94	98	99	99	96	101	102	97
Financial & Professional	A2	34	35	32	29	29	30	28	30	31	30	29	27	25	24	24
Eating & Drinking	A3	13	12	11	11	12	11	11	12	12	14	14	14	11	11	11
	A4	10	9	10	11	11	11	11	11	13	13	13	12	13	12	13
	A5	7	7	7	8	9	9	10	10	10	10	11	11	12	11	12
Business	B1	12	12	11	10	9	8	8	8	6	6	6	6	6	6	6
	B2	1	1	1	1	1	1	1	1	1	1	2	2	1	1	1
	B8	2	2	2	2	2	2	2	2	2	2	1	1	1	1	1
Residential	C1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	C2	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2
	C3	27	27	30	30	28	28	28	29	29	30	30	30	32	32	32
	C4			0	0	0	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	13	12	12	15	14	15	15	14	14	15	15	16	17	18	15
	D2	4	6	5	5	4	5	5	4	4	4	4	5	7	7	8
Other	SG	16	15	20	20	20	20	20	20	20	23	23	25	25	25	27
Total Units - Occupied		**232**	**229**	**226**	**221**	**226**	**242**	**240**	**238**	**243**	**250**	**250**	**248**	**254**	**253**	**250**
Vacant		**31**	**35**	**43**	**40**	**41**	**25**	**26**	**29**	**24**	**19**	**19**	**22**	**16**	**18**	**26**
Total Units - Surveyed		263	264	269	261	267	267	266	267	267	269	269	270	270	271	276
Demolished		0	0	0	0	1	0	0	0	0	0	0	0	1	0	0

Shops	91	89	83	77	85	99	98	94	98	99	99	96	101	102	97
Financial & Professional	34	35	32	29	29	30	28	30	31	30	29	27	25	24	24
Eating & Drinking	30	28	28	30	32	31	32	33	35	37	38	37	36	34	36
Business	15	15	14	13	12	11	11	11	9	9	9	9	8	8	8
Residential	29	29	32	32	30	31	31	32	32	33	33	33	35	35	35
Community & Leisure	17	18	17	20	18	20	20	18	18	19	19	21	24	25	23
Other	16	15	20	20	20	20	20	20	20	23	23	25	25	25	27
Vacant	31	35	43	40	41	25	26	29	24	19	19	22	16	18	26

Barnoldswick Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	83	79	80	76	76	73	72	75	77	76	72	69	71	69	64
Financial & Professional	A2	18	20	18	16	17	17	17	18	18	17	13	12	12	11	12
Eating & Drinking	A3	5	7	6	6	5	5	6	6	7	6	8	9	7	8	9
	A4	4	4	4	1	3	3	3	4	4	4	4	4	5	6	7
	A5	10	9	9	11	11	12	12	11	11	11	11	10	11	10	11
Business	B1	5	2	2	2	3	4	3	2	2	2	2	2	2	3	2
	B2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	C1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C2	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	C3	47	49	52	52	52	55	55	56	56	55	57	57	58	59	59
	C4			0	0	0	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	12	12	12	13	13	14	14	15	14	14	14	14	14	13	12
	D2	5	4	4	5	5	4	4	4	4	4	4	5	5	5	5
Other	SG	6	6	7	6	9	11	10	10	10	9	10	10	11	10	10
Total Units - Occupied		**196**	**193**	**194**	**188**	**194**	**198**	**196**	**201**	**203**	**198**	**195**	**192**	**196**	**194**	**191**
Vacant		**11**	**15**	**15**	**16**	**12**	**8**	**10**	**7**	**6**	**11**	**14**	**17**	**13**	**16**	**20**
Total Units - Surveyed		207	208	209	204	206	206	206	208	209	209	209	209	209	210	211
Demolished		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Shops	83	79	80	76	76	73	72	75	77	76	72	69	71	69	64
Financial & Professional	18	20	18	16	17	17	17	18	18	17	13	12	12	11	12
Eating & Drinking	19	20	19	18	19	20	21	21	22	21	23	23	23	24	27
Business	5	2	2	2	3	4	3	2	2	2	2	2	2	3	2
Residential	48	50	52	52	52	55	55	56	56	55	57	57	58	59	59
Community & Leisure	17	16	16	18	18	18	18	19	18	18	18	19	19	18	17
Other	6	6	7	6	9	11	10	10	10	9	10	10	11	10	10
Vacant	11	15	15	16	12	8	10	7	6	11	14	17	13	16	20

Brierfield Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	29	26	26	29	29	31	31	33	32	32	32	32	28	25	24
Financial & Professional	A2	3	1	2	3	5	3	3	3	3	3	3	3	4	4	4
Eating & Drinking	A3	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
	A4	1	1	1	1	0	0	0	0	0	1	1	1	1	1	1
	A5	5	6	6	7	6	6	6	7	7	6	6	6	6	6	6
Business	B1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	C1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C3	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1
	C4			0	0	0	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	4	5	5	4	4	4	4	4	4	4	4	4	4	4	4
	D2	4	3	4	4	4	4	4	4	4	4	4	4	3	3	3
Other	SG	1	2	2	3	2	2	2	2	2	3	3	3	3	3	2
Total Units - Occupied		**48**	**45**	**47**	**51**	**51**	**51**	**51**	**54**	**53**	**54**	**54**	**54**	**50**	**48**	**46**
Vacant		**10**	**10**	**11**	**7**	**7**	**8**	**8**	**5**	**6**	**5**	**5**	**5**	**9**	**9**	**11**
Total Units - Surveyed		58	55	58	58	58	59	59	59	59	59	59	59	59	57	57
Demolished		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Shops	29	26	26	29	29	31	31	33	32	32	32	32	28	25	24
Financial & Professional	3	1	2	3	5	3	3	3	3	3	3	3	4	4	4
Eating & Drinking	6	7	7	8	6	6	6	7	7	7	7	7	7	8	8
Business	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1
Community & Leisure	8	8	9	8	8	8	8	8	8	8	8	8	7	7	7
Other	1	2	2	3	2	2	2	2	2	3	3	3	3	3	2
Vacant	10	10	11	7	7	8	8	5	6	5	5	5	9	9	11

Barrowford Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	26	28	29	30	28	27	26	25	23	23	24	24	25	24	24
Financial & Professional	A2	5	5	7	6	6	6	6	5	5	5	5	5	4	5	4
Eating & Drinking	A3	3	3	3	3	4	4	4	5	6	5	6	6	10	10	9
	A4	1	1	1	2	1	2	2	2	2	3	3	3	3	3	4
	A5	0	0	0	1	1	1	1	0	1	1	1	1	1	2	0
Business	B1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	B8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	C1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C3	11	16	21	19	20	21	21	21	21	21	21	21	21	21	22
	C4			0	0	1	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	2	1	2	1	1	1	1	1	2	2	2	2	1	1	1
	D2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Other	SG	0	1	3	1	1	1	1	1	2	2	3	3	4	4	3
Total Units - Occupied		**51**	**58**	**69**	**66**	**66**	**66**	**65**	**63**	**65**	**65**	**68**	**68**	**72**	**73**	**70**
Vacant		**2**	**3**	**1**	**4**	**3**	**3**	**4**	**8**	**8**	**9**	**6**	**6**	**2**	**2**	**5**
Total Units - Surveyed		53	61	70	70	69	69	69	71	73	74	74	74	74	75	75
Demolished		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Shops	26	28	29	30	28	27	26	25	23	23	24	24	25	24	24
Financial & Professional	5	5	7	6	6	6	6	5	5	5	5	5	4	5	4
Eating & Drinking	4	4	4	6	6	7	7	7	9	9	10	10	14	15	13
Business	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Residential	11	16	21	19	21	21	21	21	21	21	21	21	21	21	22
Community & Leisure	4	3	4	3	3	3	3	3	4	4	4	4	3	3	3
Other	0	1	3	1	1	1	1	1	2	2	3	3	4	4	3
Vacant	2	3	1	4	3	3	4	8	8	9	6	6	2	2	5

Earby Total Units

Category		2006	2008	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2021	2022	2023
Shops	A1	26	28	24	25	27	27	27	28	27	28	27	27	27	25	27
Financial & Professional	A2	3	4	3	2	2	3	3	3	1	1	2	1	1	1	0
Eating & Drinking	A3	2	2	2	2	2	2	2	2	2	2	2	2	3	3	3
	A4	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
	A5	4	5	4	4	4	4	4	4	4	4	4	3	3	3	2
Business	B1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	C1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	C3	9	35	35	35	35	35	35	36	36	37	37	37	37	37	37
	C4			0	0	0	0	0	0	0	0	0	0	0	0	0
Community & Leisure	D1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	D2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	SG	1	1	1	1	0	0	0	0	1	1	2	2	1	0	0
Total Units - Occupied		**47**	**76**	**70**	**70**	**71**	**72**	**72**	**74**	**72**	**74**	**75**	**73**	**73**	**71**	**71**
Vacant		**6**	**2**	**8**	**8**	**8**	**6**	**6**	**4**	**7**	**5**	**4**	**6**	**6**	**8**	**8**
Total Units - Surveyed		53	78	78	78	79	78	78	78	79	79	79	79	79	79	79
Demolished		1	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Shops	26	28	24	25	27	27	27	28	27	28	27	27	27	25	27
Financial & Professional	3	4	3	2	2	3	3	3	1	1	2	1	1	1	0
Eating & Drinking	6	7	6	6	6	6	6	6	6	6	6	5	6	7	6
Business	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Residential	9	35	35	35	35	35	35	36	36	37	37	37	37	37	37
Community & Leisure	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Other	1	1	1	1	0	0	0	0	1	1	2	2	1	0	0
Vacant	6	2	8	8	8	6	6	4	7	5	4	6	6	8	8

Appendix 2: Use Classes Order[17]

Please note: This is **not** the current Use Classes Order.[18] It is the version that was in operation for much of the monitoring period covered by this report.

Class and Use	Description	Permitted Change *
A1 Shops	Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices (but not sorting offices), pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors, and internet café s	No permitted changes
A2 Financial and Professional Services	Financial services such as banks and building societies Professional services – other than health and medical services – including estate agents and betting offices	Permitted change to A1 *If there is a ground floor display window*
A3 Restaurants and Café s	For the sale of food and drink for consumption on the premises – restaurants, snack bars and café s	Permitted change to A1 or A2
A4 Drinking Establishments	Public houses, wine bars, or other drinking establishments (but not nightclubs)	Permitted change to A1, A2 or A3
A5 Hot Food Takeaways	For the sale of hot foot for consumption off the premises – fish and chip shops, kebab houses etc.	Permitted change to A1, A2 or A3
B1 Business	(a) Offices – other than those that fall within A2 (b) Research and development, of products and processes (c) Light industry appropriate in a residential area	Permitted change to B8 *Where no more than 235m²*
B2 General Industrial	Industrial processes – other than those that fall within B1 (but not incineration purposes, chemical treatment or landfill or hazardous waste)	Permitted change to B1 or B8 *B8 limited to 235m²*
B8 Storage or Distribution	Wholesale warehouses, distribution centres, repositories, and open-air storage	Permitted change to B1 *Where no more than 235m²*

[17] The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010
[18] The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010 was replaced by The Town and Country Planning (Use Classes) (Amendment) England Regulations 2020, on 1 September 2020.

Class and Use	Description	Permitted Change *
D1 Non-residential Institutions	Places of worship, church halls	No permitted change
	Clinics health centres, crèches, day nurseries, consulting rooms	
	Museums, public halls, libraries, art galleries, exhibition halls	
	Non-residential education and training centres	
D2 Assembly and Leisure	Cinemas, music, and concert halls	No permitted change
	Dance, sports halls, swimming baths, skating rinks, gymnasiums	
	Other indoor and outdoor sports and leisure uses, bingo halls	
Sui Generis	Shops selling and/or displaying motor vehicles, retail warehouse clubs, nightclubs, laundrettes, taxi, or vehicle hire businesses, amusement centres and petrol filling stations	No permitted change
	Hostel providing no significant element of care	No permitted change
	Theatres, nightclubs	No permitted change
	Casinos	Permitted change to D2

Appendix 3: Glossary

Term	Definition
Comparison Goods	Those items that consumers buy only occasionally and would normally compare the prices charged by different retailers before buying e.g. clothes, televisions, furniture etc.
Convenience Goods	Relatively inexpensive goods that are purchased frequently at the most convenient location and with the minimum of deliberation e.g. most grocery items, newspapers, and petrol.
Edge-of-centre	For retail purposes a location that is well-connected to a primary shopping area (or primary shopping frontage) – it should be within 300 metres unless there is a significant obstacle (e.g. a physical barrier or steep slope). For all other main town centre uses, a location within 300 metres of a town centre boundary.
Local Shopping Centre	Similar to a town centre, but smaller in scale and primarily focussed on meeting the day-to-day needs of the local community. *In Pendle there are local shopping centres in Brierfield, Barrowford and Earby.*
Local Shopping Frontage	A 'row (or parade) of shops' outside a defined town or local shopping centre, providing essential goods and services for a local community or neighbourhood.
Main Town Centre Uses	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture, and tourism development (including theatres, museums, galleries and concert halls, hotels, and conference facilities.
National Planning Policy Framework (NPPF)	Introduced in March 2012 and updated in 2018, 2019 and 2021 this document sets out government's planning policies for England and how these are expected to be applied.
Non-shopping uses	Uses which do not fall within the A1 Use Class as defined by the Town and Country Planning (Use Classes) Order 1987 and the Town and Country Planning (General Permitted Development) Order 1995, both as amended.
Out-of-centre	A location which is not in or on the edge of a centre but not necessarily outside the urban area.
Planning Practice Guidance (PPG)	An extensive online resource of detailed policy guidance. It takes the government's planning policies for England, as set out in the National Planning Policy Framework, and shows how they are expected to be applied.

Term	Definition
Primary Shopping Area	Defined area where retail development is concentrated. Changes of use from retail (Class A1) to other main town centre uses will only be permitted where it can be demonstrated that no adverse impact on the vitality and viability of the Primary Shopping Area will result. *In Pendle only Nelson town centre currently has a designated Primary Shopping Area.*
Primary Shopping Frontage	Those location(s) within the Primary Shopping Area that achieve the highest rents and pedestrian flows, often including national retailer representation. *In Pendle non-shopping uses should not exceed 25% of the frontage length.*
Secondary Shopping Frontage	Frontages within the town centre, which provide greater opportunity for diversity of use, but where it is desirable to restrict the use of ground units to retailing, financial and professional services or the sale of food and drink. *In Pendle non-shopping uses should not exceed 50% of the frontage length.*
Town Centre	Area defined on the local authority's policies map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in the development plan, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres. *In Pendle there are town centres in Nelson, Colne and Barnoldswick.*

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