

Our Future Our Pendle



Pendle Local Plan 5th Edition 2025-2045 Scoping Report August 2026

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Part 1: Introduction

1. Purpose of this document

- 1.0 The purpose of the Scoping Report is to seek your views on the key issues that the new [Pendle Local Plan 5th Edition 2025-2045](#) [“the Local Plan”] needs to address; the planning policies that will guide future growth and development; and how public engagement and public consultation should be carried out in the future.
- 1.1 The consultation provides an early opportunity for meaningful public engagement in advance of the 30-month plan-making process, ensuring that local communities, businesses, and key stakeholders can influence the plan’s direction from the outset.
- 1.2 At this early stage, in accordance with [Regulation 20 of the Town and Country Planning \(Local Planning\) \(England\) Regulations 2026](#), the Council is inviting representations from relevant ‘specific’ and ‘general’ consultation bodies, as defined in [Regulation 2](#), on:
- such matters relevant to the preparation of the Local Plan as the Council or body considers appropriate, including what the Plan should contain, and
 - how the Council should engage with them in the preparation of the Local Plan.
- 1.3 The Scoping Report focuses on the key topics for consideration. It seeks your views on a series of broad questions rather than detailed policy wording. Further details on how you can get involved are contained in Part 4 of this document.
- 1.4 A Glossary is provided in Appendix 1 to help explain any technical terms or abbreviations used in this document.

2. About the Local Plan

- 2.1 The planning system determines how land is used. It plays a crucial role in shaping how communities will grow and evolve, by ensuring that development comes forward in the right place and at the right time. A presumption in favour of sustainable development aims to deliver new homes, economic growth and the essential facilities that our communities need, whilst also protecting our highly valued natural and historic environment.

- 2.2 The planning system in England is plan-led. Decisions on whether to grant, or refuse, applications for planning permission are taken in accordance with the policies in the statutory Development Plan, unless material considerations indicate otherwise.¹
- 2.3 The current Development Plan for Pendle includes the following documents:
- [Pendle Local Plan 4th Edition 2021-2040](#) (2025)
 - [Joint Lancashire Minerals and Waste Local Plan](#) – (2009 / 2013)
 - Neighbourhood Plans – in those areas where they have been adopted:
 - [Trawden Forest](#) (2018)
 - [Barrowford](#) (2019)
 - [Kelbrook and Sough](#) (2022)
 - [Colne](#) (2023)
- 2.4 These Plans set out the detailed planning policies that will apply to new development either borough-wide, or within a specific area. They determine how and where future growth will take place, ensuring that new development meets local needs.

3. Why we are preparing a new Local Plan

- 3.1 Pendle has an up-to-date Local Plan adopted in December 2025. The annual housing requirement of 148 dwellings per annum (dpa), established in the Local Plan, includes an uplift to the baseline figure for local housing need, calculated using the standard method, which at that time was 120 dpa.
- 3.2 The standard method is a government formula for calculating the minimum number of new homes that each local planning authority must plan for. With the publication of a new National Planning Policy Framework (NPPF) in December 2024, the Government announced major changes to the standard method calculation. This is now based on a proportionate increase to the existing housing stock with a further uplift applied in areas where affordability issues are identified. The revised standard method calculation results in a local housing need figure of 334 dpa for Pendle, with no further adjustment made for affordability.

¹ Material considerations are issues that directly relate to planning. They are set out under [Section 70\(2\) of the Town and Country Planning Act 1990](#). Planning officers must consider all the material considerations associated with a development proposal when determining an application for planning permission. The weight given to each consideration depends upon the specific circumstances. The courts will not get involved in the question of weight.

- 3.3 The housing requirement in the adopted Local Plan (148 dpa) is less than 80% of that generated by the new standard method (334 dpa). As a consequence, the transitional arrangements in paragraph 3 of the [Schedule to The Town and Country Planning \(Local Planning\) \(England\) Regulations 2026](#) require Pendle Borough Council to publish a notice of intention to commence plan-making by 30 June 2026 and a Gateway 1 self-assessment by 31 October 2026. This follows on from transitional arrangements in paragraph 236 of the 2024 NPPF under which the Pendle Local Plan Fourth Edition 2021-2040 was examined.

4. Legislation

- 4.1 Local Plans in England are governed by the [Levelling Up and Regeneration Act 2023](#) and [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2026](#). These require local councils to create statutory plans that manage land use and development.
- 4.2 The legislation mandates the following key stages in the preparation of a Local Plan:
- **Notice:** Publish a formal notice and Local Plan Timetable before starting the plan making process.
 - **Scoping:** Identify the key environmental, economic and social planning issues facing an area; establish the plan's vision, gather baseline data, and establish how the council will consult the public and key stakeholders in the plan-making process.
 - **Consultation:** A minimum of two formal public consultations to consider the proposed content of the Local Plan and local development needs.
 - **Gateways:** Three formal assessments, to determine whether the draft Local Plan is capable of progressing to the next stage in the plan-making process.²
 - **Examination:** An independent inspector considers whether the version of the Local Plan submitted to the Secretary of State can be found sound, which requires the plan proposals to be positive, appropriate, realistic, consistent and in conformity with national planning policy (see Part 4).
- 4.3 The formal preparation of a new Local Plan must commence no later than five years after the date of adoption of the previous Local Plan.³

² The Gateway 3 assessment includes the legal compliance tests that were previously part of the examination process.

³ 'Commence' means passed through Gateway 1 – See Regulation 18(2) of The Town and Country Planning (Local Planning) (England) Regulations 2026

- 4.4 Separate legislation requires the Council to demonstrate that the Local Plan is compatible with, and does not breach, relevant environmental obligations. These matters are addressed in the Strategic Environmental Assessment (SEA), the Habitat Regulations Assessment (HRA) Screening Report and if necessary, an Appropriate Assessment.

Part 2: Context

5. Policy background

- 5.1 Our new Local Plan must be consistent with national planning policy. The [draft National Planning Policy Framework \(NPPF\)](#), published in December 2025, sets out the government's draft proposals for significant alterations to the format of the NPPF. It contains plan-making policies, which we need to follow, and national decision-making policies that we must not duplicate, thereby significantly changing the scope of Local Plans.
- 5.2 New style Local Plans will focus on a locally specific vision and key objectives, a spatial strategy and site allocations to meet local development needs. In doing so they must address the need for new homes, economic growth and supporting infrastructure.
- 5.3 In preparing the Local Plan we must have regard to a wide range of plans and strategies prepared by other organisations including Lancashire County Council, Government agencies, infrastructure providers and utility companies.
- 5.4 We will also take account of any 'made' (adopted) neighbourhood plans, although these are likely need updating to align with the new Local Plan and updated national planning policy.
- 5.5 In due course the Lancashire Combined County Authority (LCCA) will prepare a [Spatial Development Strategy \(SDS\)](#) covering the whole of the county. Our new Local Plan will need to be in general conformity with the Lancashire SDS, but at this time there is no published timetable for its preparation.

6. What makes Pendle locally distinctive?

- 6.1 Planning is based on the simple premise that we need to understand where we are now ("the baseline") before we can decide where we want to be in the future ("the vision"). It is then just a matter of coming up with a plan to get there, without harming the essential character of the area.
- 6.2 With an increasing number of new homes being built by national housebuilders and large retail chains dominating our high streets,⁴ nationally there is growing concern that towns and villages throughout the country are losing their identity. But it is how people interact with the unique physical, social and economic characteristics of an area that make it truly distinctive.

⁴ National retail chains have a relatively small presence in Pendle's three town centres. They are characterised by independent shops, with Colne and Barnoldswick recently winning awards in the annual Great British High Street competition.

- 6.3 This overview sets out the baseline position for the new Local Plan, by briefly considering the key characteristics of Pendle, its towns and its villages. A more detailed appraisal is provided in the Baseline Data Report, which is also published as part of the Scoping consultation.

Location and Topography

- 6.4 Pendle is situated in north-west England, on the boundary between Lancashire and Yorkshire. It covers an area of 169 km² and has an estimated population of 99,777 in 2024. Over the last decade, the area's population has grown by 11.4%, with a recent annual growth rate of 1.3%. International migration is the main driver of this growth.
- 6.5 The borough's administrative centre and largest settlement is Nelson, with an estimated population of 35,986. Together with the settlements of Brierfield, Barrowford and Colne, and neighbouring Burnley immediately to the south, it forms part of a continuous built-up area with a combined population in excess of 150,000. Beyond this densely populated urban corridor, remote rural landscapes stretch far beyond the borough boundary.
- 6.6 Travel in a north westerly direction and you will encounter a series of small tranquil villages in the Forest of Bowland National Landscape, which extends into the picturesque Ribble Valley.
- 6.7 To the north-east the Yorkshire Dales National Park lies just beyond the small towns of Barnoldswick and Earby. Both were part of the West Riding of Yorkshire until 1974 and many residents in this largely rural area, known as West Craven, continue to maintain a strong affinity with the White Rose County.
- 6.8 To the south and east the remote South Pennine Moors stretch as far as High Peak in Derbyshire. Their peat bogs and wetlands support habitats that are an internationally important breeding ground for upland birds and have been designated a Site of Special Scientific Interest (SSSI).

Democracy

- 6.9 Pendle Borough Council is a product of local government reorganisation in 1974. The authority takes its name from Pendle Hill, whose distinctive silhouette features prominently in the corporate logo.
- 6.10 Pendle is one of twelve district councils in the county of Lancashire. Together with Blackburn-with-Darwen, Burnley, Hyndburn and Rossendale it forms part of the Pennine Lancashire sub-region, the basis for the new unitary council that will come into effect on 1 April 2028.
- 6.11 Following boundary changes in May 2021, the borough has 12 electoral wards and 33 councillors.

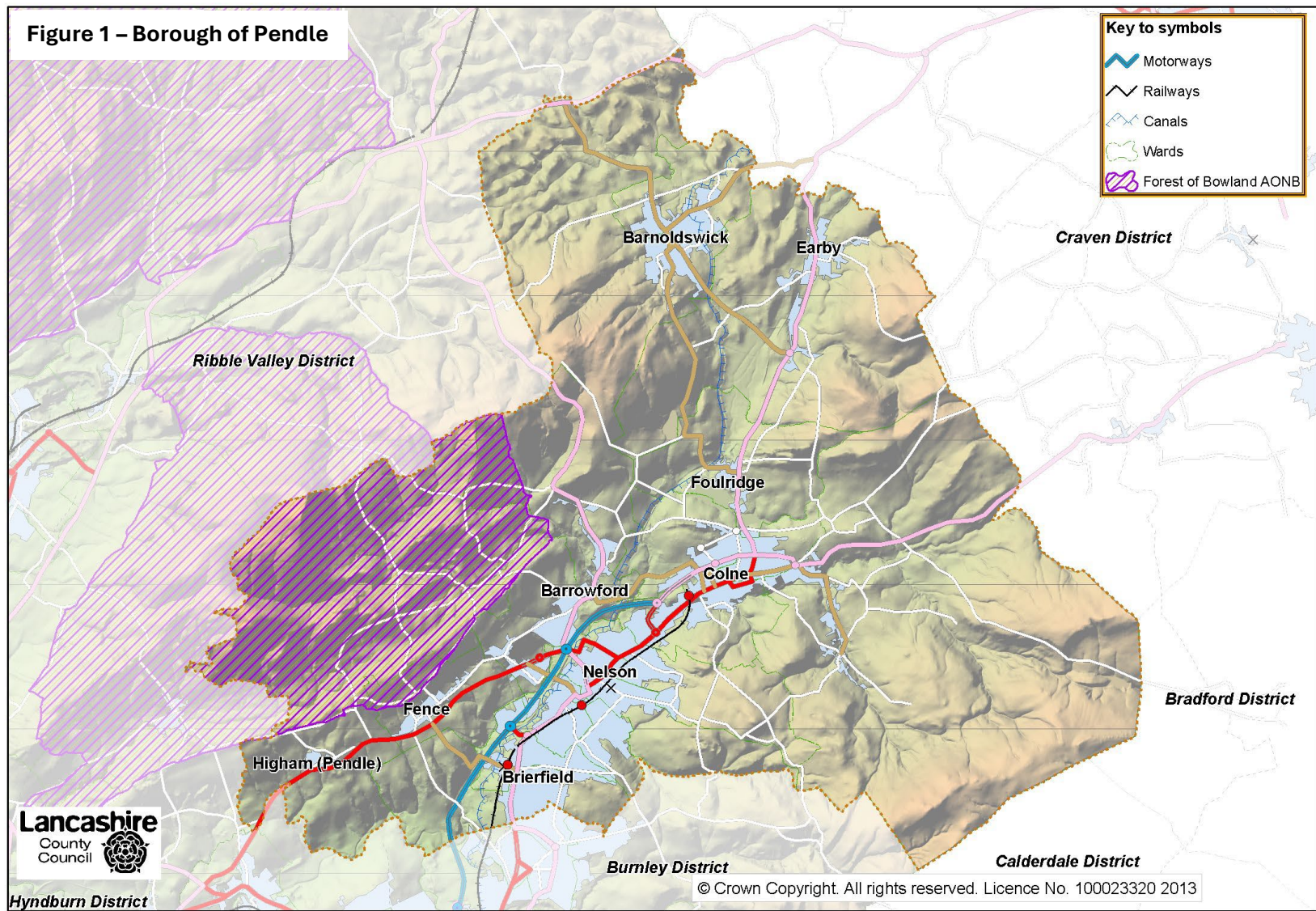


Figure 2 – Pendle in context

6.12 The 19 parish and town councils cover the whole of the borough

Population

- 6.13 The population is ageing, but the birth rate is relatively high. However, the most recent projections suggest there will be limited population growth over the next 20 years.
- 6.14 The ethnicity of the non-UK born population is consistent with that across Pennine Lancashire. The largest minority group is of Pakistani heritage, but there is also a large East European community.
- 6.15 In 2025, the English Indices of Deprivation ranked Pendle just outside the 10% most deprived places in the country. Fuel poverty, which is driven by low wages and high energy prices, and obesity are of particular significance locally.

Housing

- 6.16 There are approximately 41,860 dwellings in Pendle with 92% classified as market housing; either owner occupied (69%) or private rented (23%). The largest proportion of homes are terraced properties, built during the industrial revolution. The borough has the highest proportion of dwellings in Council Tax Band A in Lancashire at 60% in 2025.
- 6.17 Average property prices are lower than the national average at £151,000 in 2026. Prices vary significantly across the borough with the cheapest properties generally being in the urban areas of the M65 Corridor. But affordability is an issue. The affordability ratio of 4.25 (2026) means the average home costs just over 4 times the local average salary. This is below the national average and is influenced by high demand in the rural areas, limited variety within the housing stock; and relatively low income levels.
- 6.18 Delivering new housing is a significant challenge. Large areas of the borough are designated as Green Belt, and much of the open countryside is highly valued for its landscape character and importance for biodiversity. The development of Greenfield land, both within and adjacent to our urban areas, is often unviable without third party intervention, whilst previously developed (Brownfield) land, is largely unviable.

Economy and skills

- 6.19 In 2024 there were 30,600 employee jobs in Pendle. The majority work for small and medium sized enterprises, with only 10 of the borough's 2,950 businesses having more than 250 employees.
- 6.20 In the late 19th century Pendle played an influential role in the industrial revolution and the birth of the factory system. The borough is still an important centre for manufacturing and home to several well-known businesses. At its facility in the small town of Barnoldswick, Rolls-Royce plc manufactures wide chord fan blades that have powered commercial aircraft around the world since the early 1970s. It is a major employer and a vital component in the country's largest aerospace cluster, which extends as far west as BAE Systems at Warton on the Fylde coast.
- 6.21 Despite the large number of highly skilled jobs that are available, the average annual salary is the lowest in Lancashire and below both the regional and national averages. Overall, there is a net outflow of commuters to neighbouring areas; the two-way relationship with Burnley being particularly strong.
- 6.22 Founded in 1983, Boundary Outlet Stores in Colne is currently the borough's largest employer. In contrast, small scale independent retailers typify our high streets, with both Colne and Barnoldswick recently winning accolades in the Great British High Street of the Year.

- 6.23 Tourism is increasingly important for Pendle. Visitors are attracted by our spectacular rural landscapes, rich industrial heritage and diverse cultural history. The area has proved to be a particularly popular destination for walking and cycling, with the annual Colne Grand Prix a fixture on the domestic professional cycling calendar for over 20 years.

Education

- 6.24 Educational attainment sits short of the UK and regional averages but is steadily improving. Three of the borough's secondary schools were completed in 2008/09 as part of the Building Schools for the Future programme.
- 6.25 Nelson and Colne College provides higher education training and qualifications. It is the number one ranked college in the country for A Levels and student satisfaction and number one in Lancashire for 16-18 Advanced Apprenticeships. The Preston-based University of Lancashire has a campus in nearby Burnley.

Health and well-being

- 6.26 Life expectancy in Pendle is lower than the national average. Males are expected to live to the age of 78, whilst females on average live to the age of 82. Mortality rates from cardiovascular disease in Pendle are significantly higher than the national average, due to a combination of socio-economic disparities, lifestyle factors, and environmental barriers. One in five residents have a limiting long-term illness or disability, compared to one in four in England.
- 6.27 Physically activity rates amongst adults are fractionally below the national average, with 68% to 73% of adults living with excess weight or obesity.
- 6.28 Among children, 24% of 4 to 5-year-olds and nearly 40% of 10 to 11-year-olds in the borough are classified as overweight or obese.

Infrastructure and connectivity

- 6.29 The M65 motorway terminates to the west of Colne. It connects with the wider motorway network at Preston, providing links to major destinations such as Manchester, Liverpool, Birmingham, London and Glasgow. Travelling east the A682, A56 and A6068 offer onward connections into Yorkshire. The A56, which offers the lowest crossing of the Pennine watershed, joins the A59 west of Skipton, an important east-west link connecting with the A1(M) east of Harrogate.
- 6.30 The local hub for public transport is Nelson Interchange, which offers the opportunity for direct transfers between trains and local bus services. It is one of three railway stations in Pendle, the others being Brierfield and Colne. The hourly train service terminates at Preston, where passengers can make onward connections to London, the West Midlands and Scotland on the West Coast

Main Line, and cross-country services. The intermediate stops at Rose Grove, in Burnley, and Blackburn offer connections to Manchester, Bradford, Leeds, York and Clitheroe.

- 6.31 The Council is a member of SELRAP⁵ and supports their efforts to create a new trans-Pennine route by reinstating the former Colne to Skipton railway line, an 18.5 kilometre ‘missing link’ in the national rail network, which was closed in 1970.
- 6.32 The Burnley Bus Company (part of Transdev Blazefield) operates a 10-minute frequency during the day on the Mainline between Burnley, Nelson and Colne. To the east services reach Trawden, Barnoldswick, Earby, Skipton and Keighley, whilst to the west they terminate in Padiham, Accrington or Clitheroe. The X43 service, known as the Witch Way, offers a fast and frequent journey into Manchester. It currently terminates in Burnley outside the morning and evening rush hours. Transdev, in partnership with Lancashire County Council, has enhanced the Ribble Country branded rural bus network by increasing the frequency of services between Pendle, Burnley and the Ribble Valley.
- 6.33 Gigabit fibre broadband, capable of speeds of 1 Gbps and above, is available to 95.83% of premises in Pendle. Ultrafast broadband (300 Mbps or greater) and Superfast broadband (30 Mbps or greater) are available to 85% and 98% of premises, respectively. The fastest maximum average speed available from a broadband provider in June 2026 was 7,000 Mbps.

Key Questions

1. What are the three things about Pendle you value the most?

2. What three changes do you think would make Pendle better?

7. Meeting our development needs?

- 7.1 A key driver for the new Local Plan is the need to deliver more homes.
- 7.2 For the reasons set out in Section 3 of this report the current housing requirement of 148 dpa, set out in Policy SP04 of the [Pendle Local Plan 4th edition 2021-2040](#), is lower than the figure of 334 dpa calculated using the governments new [standard method](#).⁶

⁵ The Skipton East Lancashire Rail Action Partnership

⁶ The Pendle Local Plan 4th Edition 2021-2040, adopted in December 2025, was examined against the 2023 NPPF and the previous standard method calculation, which indicated a baseline figure of 120 dpa for local housing need in Pendle.

- 7.3 The standard method figure is the mandatory starting point for calculating the local housing requirement. The new Local Plan must as a minimum identify sufficient land to meet this figure over the plan period unless exceptional local circumstances or physical constraints justify an alternative approach.
- 7.4 All new homes completed from 1 April 2025 will count towards the housing requirement. Whilst our priority will continue to be the re-development of previously developed land (PDL) – often referred to as ‘brownfield land’ – we do not have sufficient brownfield sites to meet this figure, so the allocation of greenfield land for housing development will be necessary, if the target is to be met.
- 7.5 There may also be a need to allocate land for future employment growth and to meet projected requirements for employment, retail, leisure and recreational use. Investment in new infrastructure is likely to be required to open up potential development opportunities in West Craven and in some parts of the M65 Corridor. Securing the delivery of this infrastructure would be challenging due to poor viability which wide affects the borough.
- 7.6 The Local Plan will also protect areas of land that are designated because of their biodiversity value, historic significance; or landscape character.
- 7.7 The spatial development strategy and site allocations in the final draft of the Local Plan will make clear where any development is planned to take place.

Key Questions

3. How should future growth and development be distributed across Pendle?

- (a) Focus on the expansion of settlements in the M65 Corridor.
(i.e. Barrowford, Brierfield, Colne and Nelson)
- (b) Focus on the expansion of settlements in West Craven.
(i.e. Barnoldswick, Eaby, Kelbrook and Salterforth)
- (c) Focus on the expansion on the three main towns in Pendle.
(i.e. Barnoldswick, Colne and Nelson)
- (d) Focus on the expansion of the three main towns and the three local service centres in Pendle.
(i.e. Barnoldswick, Colne, Nelson and Barrowford Brierfield, Earby)
- (e) Disperse future growth proportionately between the three main towns, the three local service centres and four rural service centres.

- (f) Create a new settlement within the open countryside.
- (g) Disperse future growth equally between all towns and villages.
- (h) Other

4. How should local development needs be met in rural areas?

- (a) Focus development within an existing village on previously developed land and infill sites.
- (b) Focus new development on small-scale edge-of-settlement sites within the open countryside,⁷ to help maintain the existing character of our villages.
- (c) Focus expansion on a select number of villages and provide the additional services and infrastructure necessary to support this.
- (d) Other

8. Our key issues?

- 8.1 The spatial portrait, evidence base, stakeholder engagement and public feedback all help to highlight the issues that are of greatest concern to our community.
- 8.2 A 'SWOT analysis' informed by the accompanying Baseline Data Report (Figure 8.1) highlights the main issues that need to be addressed by the Local Plan. It looks at factors that are internal to Pendle and how wider external factors (e.g. climate change) may influence future development.
- **Strengths** (internal and helpful): Unique advantages found within Pendle.
 - **Weaknesses** (internal but harmful): Limitations or disadvantages that hold Pendle back.
 - **Opportunities** (external and helpful): Favourable global, national or regional conditions we can look to exploit because of our strengths.
 - **Threats** (external but harmful): Challenges or risks that are largely beyond our control.
- 8.3 Your local / specialist knowledge can help us to build on Pendle's advantages, address its flaws, capitalise on its potential, and minimise potential risks.

⁷ Known as rural exception sites.

- 8.4 As different people have different priorities, your feedback is vital in helping us to develop a Local Plan that is ambitious yet respects the character of the borough. This consultation provides an early opportunity for you to influence the content of the new Local Plan and what it is seeking to address.

Key Questions

5. Has the SWOT analysis failed to identify any key strengths, weaknesses, opportunities or threats facing Pendle?

Figure 8.1 Pendle SWOT Analysis from Baseline Data Report

Strengths	Weaknesses
• Pendle has a relatively young and growing population, driven by migration and natural change. • Pendle is a relatively affordable place in which to live. • Town centres have a high proportion of independent businesses. • Numerous employment sites widely distributed across the borough. • Highly skilled workforce and aerospace business cluster. • Compact and densely populated built form enhancing access to shops, employment and services increasing opportunities for sustainable travel. • Large parts of the borough have good access to natural greenspace. • High quality and locally distinctive rural landscape and built heritage. • Extensive upland peat moors offer internationally recognised habitat for upland birds and important for tackling climate change. • Locally important green spaces valued by communities. • Communities active in planning matters through neighbourhood plans.	• High proportion of older, smaller, energy inefficient properties limits the attractiveness of the borough as a place to move to. • Poor land values reduce the opportunity for commercial led development and the provision of affordable housing on market led schemes, leading to lower standards of design. • Access to open space is limited within the inner urban areas of the borough's main settlements and deprived communities. • Older employment floorspace is of limited suitability and attractiveness. • Weak connectivity outside the M65 Corridor and limited public transport options outside the main towns. • Below average levels of educational attainment, low job density and higher than average unemployment rate contribute to lowest wage levels in Lancashire. • High town centre vacancy rate in Nelson and Brierfield. • Few opportunities for commercial scale renewable energy projects.
Opportunities	Threats
• New homes increase opportunities for home ownership, to access quality housing that are of the right type, size and tenure, helping to reduce the number of households in, or at risk of, poverty. • Promote improved access to open space and sources of recreation. • Role of development in securing benefits for the existing community (i.e. through open space provision, connectivity benefits and/or the enhancements of new infrastructure). • The development of new quality employment floorspace through site allocations and existing commitments including the Lomeshaye extension. • Increased opportunities to access higher education and training. • Promote diversification of town centres and secure their regeneration. • Support the delivery of Lancashire Local Nature Recovery Strategy in identifying opportunities of most benefit to nature recovery. • Biodiversity Net Gain and the supporting role this relatively new policy requirement could have in restoring nature. • Adoption of higher energy efficiency standards in building regulations to reduce energy usage.	• Low levels of affordable housing delivery force residents to rely on the private rental market. • Poor living environment and quality of housing stock, increases the likelihood that households will enter poverty. • Poor health increases pressure on services and reduces the proportion of the population that are able to contribute to the economy. • External factors which increase barriers to trade and the cost of materials, production and labour. • Investment taking place outside of town centres, protected employment sites or allocated sites. • Increasing number of town centre units occupied by businesses offering poor health options, which contribute to poor health, harm visual amenity, and have an adverse impact on functionality. • Increased risk to communities from extreme weather events associated with climate change. Unreliable and erratic patterns of weather affect water supply, wildlife, habitats, and agriculture. • Degradation of the natural environment due to human activities and development pressure.

Part 3: Scoping

9. Proposed content of the Local Plan

- 9.1 The purpose of the Local Plan is to provide a set of planning policies that will guide development over the next 15 years within the area currently administered by Pendle Borough Council. The Local Plan is being prepared by Pendle Borough Council in its capacity as the local planning authority for the area. The submission and adoption of the Local Plan will be the responsibility of the new unitary authority for Pennine Lancashire following vesting day on 1 April 2028.⁸
- 9.2 As part of the statutory Development Plan the policies in the Local Plan serve as the starting point for determining applications for planning permission in Pendle.
- 9.3 The Local Plan must set out a vision and framework for the future development of the area, addressing housing needs, economic opportunities, community facilities, and infrastructure, as well as the conservation and enhancement of the natural and historic environment. It is essential that plans are in place and kept up to date to ensure they reflect the most up-to-date national policies, data and local needs.
- 9.4 Land suitable for development is in limited supply. We must make the most efficient use of land by encouraging higher density development where the supporting infrastructure allows, whilst protecting our most valuable environmental and historic assets.
- 9.5 Local Plans will no longer include generic policies on design, climate change etc. Instead, these will be addressed through non-statutory national decision-making policies (NDMPs) in the NPPF, to ensure that these matters are dealt with in a consistent way throughout England. The Local Plan will only add local detail where absolutely necessary. It is acknowledged that we are having to prepare a Local Plan where there is uncertainty around the precise content of the yet to be published revised NPPF.
- 9.6 As our current Local Plan is less than one-year old we will carefully review our existing policies to see if they can be carried forward, if necessary, in a modified form.
- 9.7 A further public consultation in 2027, lasting for a minimum of six weeks, will determine the final content of the Local Plan.

⁸ Vesting day is the official "go-live" date when a new local authority comes into legal existence, takes over all assets and staff, and replaces older structures.

9.8 At this early stage, taking into account the above, as well as government regulations, draft national planning policy, and emerging government guidance, it can be confirmed that the new Local Plan will:

- Be a single Local Plan, presented as web text. A pdf file and printed copies can also be made available.
- Be accompanied by an interactive online policies map, which is an official, visual document that shows how the rules on land-use set out in the Local Plan apply to different geographic areas.
- Adopt a 20-year plan period effective from 2025 to 2045.
- Include a new/updated plan vision, objectives and measurable outcomes defining the overall approach of the Local Plan and its policies.
- Establish land requirements for housing, employment, and, where justified, retail and leisure.
- Define the spatial strategy for meeting identified development needs.
- Set out a hierarchy, confirming the role of each settlement in meeting identified development needs, and how much growth is expected for each settlement and defining how much growth is needed within each designated Neighbourhood Plan Area.
- Confirm the type, tenure and size requirements of new housing proposals and establish policy for affordable housing, specialised housing, and the accommodation needs of the gypsy, traveller and travelling showpeople communities.
- Consider the need to allocate or designate specific locations for:
 - Housing, employment, retail, leisure, recreation, and renewable energy generation
 - The safeguarding of existing employment areas, town and district centres, shopping frontages
 - The protection of landscapes, open spaces, Green Belt, Local Green Space, ecological and geological sites, irreplaceable habitats, designated and non-designated heritage assets, and sites of archaeological importance.
 - Key transport corridors and infrastructure projects
- Review and define settlement boundaries.
- Include locally specific policy where this is justified (i.e. site and area specific policy, design requirements, or development specific policy not otherwise addressed by the NPPF).
- Confirm what infrastructure is necessary to support planned growth, where, how and when this will be achieved, and who is responsible for its delivery.

- Set out a trajectory for the delivery of the Local Plan's housing requirement.
- Set out a monitoring framework for measuring progress in delivery of the Local Plan's key goals and objectives to be reported annually.
- Establish local standards for parking, as necessary.

9.9 On adoption, the new Local Plan will supersede the policies in the Pendle Local Plan Fourth Edition 2021-2040. It will also mean that any existing Supplementary Planning Documents will no longer be material considerations in the development management (decision-making) process.

9.10 In doing so, the Council will:

- Review existing policy, evidence and assessment work, reusing this where appropriate to help inform the content of the new Local Plan.
- Prepare new evidence as necessary to support plan preparation, particularly where this relates to potential development constraints and delivery.
- Request the nomination of sites which are likely to be capable of being developed during the plan period (Call for Sites).
- Undertake a thorough appraisal of the various options for meeting identified development needs including, but not limited to:
 - Urban development opportunities, including the redevelopment of brownfield land, the promotion of mixed-use development and building at higher densities in accessible locations.
 - Viability data, access to funding, and other potential constraints to development,
 - Settlement boundaries and existing designations including the open countryside, Green Belt, Local Green Space, open space, Protected Employment Areas, and town and district centres.
- Review the existing site assessment methodology, to accord with government guidance, improve transparency, and justify the choices made through the site selection process.
- Consider existing plans and programmes relevant to plan-making, including but not limited to; The Council Plan, Spatial Development Strategy, Lancashire Local Nature Recovery Strategy, Local Transport Plan and any made Neighbourhood Plans.
- Engage with members of the public, town and parish councils, statutory consultees, statutory providers, neighbouring local planning authorities, and other interested parties on the options for growth, sites for development or protection, infrastructure requirements, mechanisms of delivery, and bespoke local policies.

- Work closely with communities with made Neighbourhood Plans to ensure general conformity in their approach to the delivery of development needs.
- Ensure that policies are tested in accordance with the requirements for Strategic Environmental Assessment and Habitat Regulations Assessment.
- Rationalise policy decisions and address any omissions.
- Publish feedback to public consultations (including the Council's response to comments received) and external scrutiny of the draft Local Plan provided at Gateways 2 and 3.

9.11 The new Local Plan will not:

- Replicate, seek to replace, or redefine policies (strategic or otherwise) which are set through the yet to be published update to the NPPF.
- Address minerals and waste matters which are currently the responsibility of Lancashire County Council in its role as the Minerals and Waste Authority.
- Remove or revise designations which have been confirmed are or implemented outside of the plan-making process (i.e. those defined by DEFRA, Natural England, Lancashire County Council or Pendle Borough Council through a different process).
- Prejudice the delivery of committed development.

Key Questions

6. Does the proposed scope of our new Local Plan address the key planning issues facing Pendle?

10. Spatial vision

10.1 Places matter, but it is how people interact with them that is important. We need to stretch our expectations if Pendle is to be recognised as a place where people want to live, learn, work, play or visit. To deliver our aspirations requires a positive and proactive approach to growth and development, which:

1. Delivers a range and mix of housing appropriate to the needs of the borough.
2. Supports a more diverse, dynamic and resilient economy.
3. Provides essential infrastructure and improves connectivity, creating sustainable urban and rural communities.

Spatial Vision

By 2040 **Pendle** is attractive, dynamic and carbon neutral.

Improved connectivity allows us to do business with the rest of the world. Better transport links east across the Pennines and south towards Manchester, have helped to foster a strong, diverse local economy and made Pendle a more appealing place to live. The conservation and enhancement of our historic environment has provided a focus for regeneration. New open spaces enhance the setting of our historic buildings and make a positive contribution to landscape and townscape character. They also promote increased use of the public realm helping to foster community cohesion, maintain local identity and create a sense of pride and place. Green spaces and woodland continue to make a positive contribution to local biodiversity and ecological networks. They help with mitigation and adaptation to climate change and create attractive neighbourhoods where residents are encouraged to live healthy and active lifestyles.

In the **M65 urban area** a diversified economy helps to stimulate growth and improve resilience to economic downturns. Improvements in education and training have created a more knowledgeable and skilled workforce, generated additional entrepreneurial activity and attracted new businesses to the area. Increased levels of investment have helped to revitalise Nelson town centre, complementing the attractive retail and leisure destinations of Barrowford and Colne. A balanced housing market offers an appropriate mix of good quality housing, providing for affordable homes and aspirational moves. Greening urban spaces has improved the quality of life for residents, enhanced the visitor experience and reduced flood risk. They have also promoted active travel, helping to reduce levels of obesity and pollution.

A better-connected **West Craven** has stronger links with the M65 Corridor and Yorkshire, helping to retain key businesses and facilitate the diversification of the local economy. Improved transport and communication links ensure that Barnoldswick continues to be a focus for advanced manufacturing centred on the aerospace industry.

Protecting and enhancing our high-quality landscapes and important habitats has seen our **rural areas** become an increasingly attractive destination for tourism and leisure. The diversification of traditional agricultural enterprises and the emergence of new rural businesses has created additional employment opportunities. High speed broadband facilitates homeworking, allowing business to be carried out in remote rural areas. New affordable housing gives young people the opportunity to live in the communities where they were brought up, whilst reducing the need to travel has supported the provision of local services in our larger villages, creating more sustainable rural communities. High in the hills, natural flood management measures have helped to reduce flood risk and made a positive contribution to biodiversity.

Pendle in 2040 is prosperous and accessible. Its towns and villages are healthy, safe and vibrant places to live making them attractive places to learn, work or visit.

4. Protects and enhances the best of our natural and built environment, creating attractive places and improving quality of life.
 5. Manages the causes and impacts of climate change, lowering emissions towards Net Zero by 2050.
- 10.2 Local Plans must be supported by a vision which sets out aspirations for the area's future and which are achievable by the end of the plan period. The government places significant emphasis on the need for early engagement on the vision and its development during the plan-making process.
- 10.3 The Pendle Local Plan Fourth Edition 2021-2040 was adopted as recently as December 2025, having been subject to independent scrutiny and found sound. Given the short period of time that has elapsed since its adoption, the vision and objectives from this plan form the starting point for the new Local Plan.
- 10.4 It is important to have a statement which sets out what you are aiming to achieve and how the place you are planning for will look at the end of the plan period if the Local Plan is to be successful.
- 10.5 The government requires up-to-date plans to set out a positive but realistic vision for the future of their area, looking ahead over a minimum of 15 years from the date of adoption, or at least 30 years where large scale developments (e.g. urban extensions or new towns) are proposed.
- 10.6 Our spatial vision for Pendle was first published in 2015.⁹ How the current version of the vision (see previous page)¹⁰ needs to change to reflect our current aspirations for Pendle, and those of its individual communities, is an important element of the scoping consultation. We are particularly keen to hear your views on this.

Key Questions

- | |
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| <p>7. Does the current 'Spatial Vision' for Pendle need to be updated?</p> |
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⁹ The first iteration of the spatial vision was set out in the Pendle Core Strategy 2011-2030, which was adopted in December 2015.

¹⁰ The current iteration of the spatial vision is set out in the Pendle Local Plan 4th Edition 2021-2040, which was adopted in December 2025.

11. Measurable Outcomes

- 11.1 The Local Plan addresses a wide range of disparate issues.
- 11.2 Our current Local Plan has 11 key objectives. The new planning regulations require Local Plans to have no more than ten (10) key measurable outcomes. We suggest that staying within this limit is best achieved by amalgamating Local Plan objectives LP02 and LP11 together.
- 11.3 The key objectives from the current Local Plan, which will inform the development of the 10 new measurable outcomes, are set out in Table 11.1 (below). We want to hear your views on these, including suggestions for alternative wording, the identification of any omissions and how they can be measured on an on-going basis.

Figure 11.1 Key objectives / measurable outcomes

Measurable Outcomes	Description
LP01	Break down barriers to opportunity by establishing a hierarchy of settlements that supports regeneration and renewal by directing growth to the most sustainable locations and promoting the re-use of existing buildings and previously developed land.
LP02	Ensure that infrastructure capacity can support both new and existing development the settlement hierarchy and pattern of future growth by creating sustainable communities and delivering a safe, sustainable and efficient transport network that improves connectivity, whilst reducing the need to travel by car, supporting long-term growth and contributing to an improved environment.
LP03	Promote high-quality design in new buildings, streets and public spaces, to improve the quality of life by creating fully accessible, attractive and safe places to live, learn, work, play and visit.
LP04	Respond to the causes and potential impacts of climate change through a process of prevention, mitigation and adaptation, lowering emissions towards Net Zero by 2050.
LP05	Deliver quality housing that is both appropriate and affordable for current and future residents, contributing to increased supply and the creation of a balanced housing market.
LP06	Strengthen the resilience of the local economy by facilitating economic growth, that supports diversification and regeneration.
LP07	Increase the choice, variety and quality of our retail, leisure and recreation offer by promoting uses that contribute to the creation of a well-balanced, safe and socially inclusive town centres.

Measurable Outcomes	Description
LP08	Reduce inequalities and celebrate cultural diversity by ensuring that new community facilities and their services are accessible to all, and that new development promotes wider improvements to health and well-being.
LP09	Protect and enhance access to our green spaces, sport and recreation facilities to help improve health and wellbeing through the enjoyment of more active lifestyles.
LP10	Ensure that new development respects our natural and historic environments by protecting, maintaining and enhancing designated assets and their wider settings, which are highly valued for the positive contribution they make to the landscape and townscape character, biodiversity and carbon reduction.

Notes:

1. LP11 has been merged with LP02.
2. **Bold underlined** text is new or amended wording, whilst ~~strikethrough~~ text has been deleted.

11.4 To deliver these outcomes, the Local Plan will set out a number of planning policies across the following subject areas:

1. Spatial strategy (i.e. what goes where)
2. Natural environment
3. Historic environment
4. Living environment
5. Working environment
6. Retail, leisure and recreation
7. Site specific allocations for new development

11.5 To determine the performance of these measurable outcomes and policies, we will identify and monitor a series of Key Performance Indicators (KPI). The outcome of this analysis will be published before the end of each calendar year in the annual Authority Monitoring Report (AMR). The KPIs will be identified as part of the consultation programmed for Summer 2027 when more detail is known about the approach the Local Plan will take to accommodating future growth and development in Pendle.

Key Questions

8. Do the 10 measurable outcomes adequately address the key issues affecting Pendle?

12. Evidence base

- 12.1 Plan-making is an iterative and evidence based process. To ensure that the Local Plan represents a robust, positive and realistic strategy the following evidence base documents will be reviewed, prepared or updated.

Document title (A to Z)	Brief description	Objectives / Outcomes
Air Quality Action Plan	A strategic framework designed to address specific air pollution problems, outlining actions to improve air quality and protect public health.	1, 2, 3, 4
Brownfield Register	A list of brownfield sites located in Pendle which are suitable for housing.	1, 2
Conservation Area Appraisals	An objective analysis of the elements which define a designated area's special architectural or historic interest. These elements include both physical and natural aspects, as well as ephemeral considerations such as spaces, views, uses, and sounds.	10
Employment Land Review ¹ (ELR)	An assessment of all existing employment sites in the Borough, to understand their role within Pendle's economy and to help determine whether their protection only for employment land uses is justified.	6
Green Infrastructure Strategy	A coordinated plan to create, manage, and connect natural and semi-natural areas to deliver ecosystem services, enhance biodiversity, and support sustainable development through multiple ecosystem services such as water purification, air quality improvement, climate mitigation, flood control, recreation, and biodiversity enhancement.	8, 9, 10
Gypsy and Traveller Accommodation Assessment (GTAA)	An assessment of the accommodation needs for Gypsy, Traveller and Travelling Showpeople communities.	5, 8
Habitat Regulations Assessment (HRA)	A process required under the Conservation of Habitats and Species Regulations 2017 to evaluate whether a project or plan could negatively impact protected European sites. The assessment aims to ensure that any significant adverse effects are identified and mitigated.	8, 9, 10
Housing Needs Assessment ¹ (HNA)	A detailed assessment of Future housing need considering demographic change, migration, household formation, affordable housing need and economic growth prospects.	5

Document title (A to Z)	Brief description	Objectives / Outcomes
Infrastructure Funding Statement	An annual report published by local planning authorities detailing how developer contributions, including CIL and Section 106 agreements, are collected and spent on local infrastructure.	2, 4
Infrastructure Delivery Plan	A strategic document that identifies current and future infrastructure needs, plans their delivery, and coordinates investment to support growth and development.	2, 4
Lancashire Landscape Strategy	A comprehensive plan guiding the design, management, and sustainable development of a landscape, integrating ecological, social, and economic objectives.	10
Listed Buildings Register	Refers to the National Heritage List for England (NHLE), which is the official register of all nationally protected historic buildings and sites in England. This includes listed buildings, scheduled monuments, protected wrecks, registered parks and gardens, and battlefield.	10
Local Cycling and Walking Infrastructure Plan (LCWIP)	A strategic document analysing local travel patterns to identify investment areas for cycling and walking improvements over a 10–15 year period.	2
Local List	Sometimes referred to as a ‘local heritage list’, is a schedule of non-designated heritage assets (NDHA) - including buildings, monuments, sites, landscapes, or other features – which contribute to the character and distinctiveness of a particular place.	10
Local Nature Recovery Strategy (LNRS)	A spatial plan introduced under the Environment Act 2021 to help achieve national environmental targets by identifying areas that need protection, improvement, or prioritisation for nature recovery.	9, 10
Local Plan Viability Assessment	Assesses the financial viability of various types of development to ensure that the costs associated with meeting the requirements of policies in the Local Plan (planning obligations) do not undermine the deliverability of those developments.	2, 5, 6, 7
Local Transport Plan (LTP)	A statutory document outlining the transport strategies and policies that will shape the transport system for the next 10-20 years.	2

Document title (A to Z)	Brief description	Objectives / Outcomes
Open Space Audit (OSA)	A systematic evaluation of the quantity, quality, accessibility, and future needs of public open space to inform planning and community wellbeing by understanding how well spaces serve the local population	8, 9, 10
Playing Pitch Strategy	Assesses the quantity, quality, and availability of outdoor sports pitches mapping these against local needs in order to meet local demand and enhance participation in sports.	8, 9
Self-build Register	The register has two parts. Part 1 is a register of anyone who has expressed an interest in self-build. It creates a legal duty for council to bring forward sufficient plots to meet anticipated demand. Part 2 introduces local eligibility requirements to ensure that the register reflects actual demand for serviced plots within the area.	5
Site Assessment Report	An assessment of the sites submitted as being potentially available for future development. Sites are scored against a range of defined criteria to help determine the likelihood of their deliverability (i.e. availability, suitability and achievability) within the plan period.	5
Strategic Flood Risk Assessment – Level 1 (L1-SFRA)	A comprehensive evaluation of flood risk from all sources across an area. Helps to make informed decisions about land use and development, ensuring that new proposals do not place property at undue risk of flooding.	4
Strategic Flood Risk Assessment – Level 2 (L2-SFRA)	Provides a detailed understanding of the flood risks associated with a specific site, especially those located in medium or high-risk flood zones. It supports the application of the Exception Test, which is necessary when the Sequential Test alone cannot identify suitable sites for development.	4
Strategic Housing Land Availability Assessment (SHLAA)	A detailed assessment of all sites in the Borough, known to be available for housing, including projected timescales for the delivery of new homes.	5

Notes:

1. This evidence is often combined within a single document known as a Housing and Economic Development Needs Assessment (HEDNA).

Key Questions

9. Are there any gaps in our proposed evidence base?

Part 4: Plan-making

13. The plan-making process

- 13.1 When preparing our new Local Plan, we must follow the process set out in [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2026](#).
- 13.2 Our [Local Plan Timetable](#) sets out the key stages in plan-making.
- 13.3 Policy PM15 of the draft NPPF sets out the tests against which the Local Plan will be examined. A sound Local Plan should satisfy the following tests:
- a) **Positive** – the plan sets out a positive approach to delivering growth to meet the development needs of the area.
 - b) **Appropriate** – the plan sets out an appropriate strategy that is based on proportionate evidence to enable the delivery of sustainable development, taking into account the reasonable alternatives.
 - c) **Realistic** – the plan sets out viable policies for development, is based on effective joint working on cross-boundary strategic matters, and there is a reasonable prospect that its site allocations are capable of being delivered.
 - d) **Consistent** – the plan accords with the policies for plan-making in the NPPF and other statements of national planning policy where relevant, and does not duplicate, substantively restate or modify the content of national policies for decision-making.
 - e) **Conformity** – the plan is in general conformity with the adopted spatial development strategy for the area.
- 13.4 From 1 April 2028, Local Government Reorganisation means that the plan-making process will become the responsibility of a new unitary council for Pennine Lancashire. So that the residents of Pendle have an up-to-date Local Plan in place at the earliest opportunity we need to hand over a draft Local Plan that can be taken through examination and adopted without delay.

14. Engagement with the public and key stakeholders

- 14.1 Anyone can submit a written representation in response to our public consultations.
- 14.2 Consultation materials are published on our website and made available at the principal planning office; Number One Market Street, Nelson BB9 7LJ and made available at the public libraries in Nelson, Colne and Barnoldswick.

- 14.3 We also make consultation materials available at the local libraries in Barrowford, Brierfield, Earby, and on the mobile library which visits villages throughout Pendle, when appropriate.
- 14.4 Statutory consultees, together with organisations and individuals on our database, are automatically notified in advance of any public consultations. They also receive regular updates our progress with plan-making via our award winning newsletter, Framework.
- 14.5 Consultations are publicised via the following:
- Pendle Council website
 - Social media – Facebook, X (formerly Twitter), LinkedIn and Instagram
 - Media releases sent to local newspapers, radio and television stations
 - Posters on parish, town council and market hall noticeboards
 - Digital display totems in Colne and Nelson town centres
- 14.6 When appropriate, a short You Tube video is produced. Copies of the video are also distributed to local secondary schools for use on video screens in their foyer.
- 14.7 Presentations and workshops are held both in-person and online.
- 14.8 Drop-in sessions are held within each of the four area committee areas – Barrowford & Western Parishes, Colne & District; Nelson, Brierfield & Reedley; and West Craven. We aim to hold sessions in the morning, afternoon and early evening so that everybody has the opportunity to attend at a time that is convenient for them. In addition, one or more online meetings are typically hosted on Microsoft Teams in the early evening.
- 14.9 Key stakeholders such as the highways authority, Network Rail, utility providers etc. are also invited to attend in-person or online meetings.
- 14.10 This approach helps to ensure that anyone who is interested can hear about what is being proposed and has the opportunity to ask questions, should they wish to do so.
- 14.11 Regard must also be had to any strategic cross boundary issues, including any relevant policy, initiatives or evidence promoted within a neighbouring area. The Council will meet its cross boundary obligations by engaging proactively and positively with the bodies set out within Regulations throughout the preparation of the Local Plan.

- 14.12 We will also establish a framework for cross boundary working to help monitor the implementation of Local Plan policies and determine the need for future policy interventions.

Key Questions

10. How did you hear about this consultation?

11. Are you aware of any other ways in which we could publicise our consultations and events?

12. When discussing planning matters, do you prefer to attend events in person, or take part in online meetings?

13. What might prevent you taking part in the plan-making process and how could this be overcome?

14. Are there any other issues that you wish to raise?

15. Next steps

- 15.1 Following the conclusion of the Scoping consultation, the Council will look to undertake and publish its Gateway 1 self-assessment by no later than the 30 October 2026. Subject to the outcome of this self-assessment process, the 30-month plan-making process will commence.
- 15.2 The [Local Plan Timetable](#) sets out the key stages in plan-making, including formal consultations and other important milestones. It also provides a brief explanation for each stage of the process. The Local Plan Timetable is reviewed monthly and updated, as necessary. We anticipate that the consultation on the initial draft of the Local Plan will commence in Summer 2027 and that further consultation will take place in Summer 2028. We aim to submit the Local Plan to the Secretary of State for independent examination in Autumn 2028. Adoption is targeted for Spring 2029.
- 15.3 To keep informed about progress, please sign up to our mailing list to receive copies of our award winning Framework newsletter and advance notification of public consultations.

16. Responding to the consultation

- 16.1 The Council is interested in obtaining your feedback on what is set out in this Scoping Report. To help us focus in on the key issues facing Pendle, we would appreciate it if you would complete the accompanying **questionnaire** which can be completed online or downloaded from the Council website (link below).
- 16.2 You can of course comment on any other matters that are of concern to you by submitting a letter or email to:
- Post: Pendle Borough Council
Planning, Economic Development & Regulatory Services
Town Hall
Market Street
Nelson
BB9 7LG
- Email: planningpolicy@pendle.gov.uk
- Web: www.pendle.gov.uk/LP5
- 16.3 The deadline for comments is **5:00pm on Monday 14th September 2026**.

Appendix 1: Glossary

Term	Description
Active design	A set of building and planning principles, established by Sport England and Public Health England, to promote more physically active and healthy lifestyles.
Active travel	Making journeys in a physically active way. Examples include walking, wheeling (i.e. people using wheelchairs) and cycling.
Affordable housing	Housing for sale or rent to those people who would otherwise be unable to afford a home of their own. It includes housing that provides a subsidised route to home ownership and/or is provided for essential local workers. The most commonly referred to definition is set out in Annex 2 to the National Planning Policy Framework (NPPF) .
Air Quality Management Area (AQMA)	An area designated because it is not likely to achieve national air quality objectives by the relevant deadlines.
Archaeological interest	A heritage asset that holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
Biodiversity Net Gain (BNG)	BNG is an approach to development. It makes sure that habitats for wildlife are left in a measurably better state than they were before the development. In England, BNG is mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021).
Brownfield land	See previously developed land .
Brownfield Land Register	A list of previously developed land that is considered to be appropriate for residential development, having regard to criteria in the Town and Country Planning (Brownfield Land Registers) Regulations 2017. Suitable sites can be granted permission in principle for residential development where the required procedures are followed.
Buffer zone	An area of land on which development is not permitted in order to maintain adequate distance between sensitive areas and potentially harmful development.
Carbon neutral	A position where there is no net release of carbon dioxide into the atmosphere, especially as a result of carbon offsetting.
Carbon offsetting	A trading mechanism that allows individuals, businesses, or governments to compensate for (i.e. offset) their greenhouse gas emissions by supporting projects that reduce, avoid, or remove emissions elsewhere. Projects include the generation of renewable energy, reforestation, and peatland restoration.
Climate change adaptation	Adjustments made to natural or human systems in response to the actual or anticipated impacts of climate change, to mitigate harm or exploit beneficial opportunities.
Climate change mitigation	Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Term	Description
Commercial Development	Describes proposals where the primary purpose of the space that is created is for carrying out business. Whilst there is significant correlation between commercial development and the main town centre uses listed in the NPPF Glossary (Annex 2); commercial development is a broader term which includes business-related developments that do not normally contribute to the vitality of town centres such as petrol service stations etc.
Deliverable	To be considered deliverable housing sites should be <i>available</i> now; offer a <i>suitable</i> location for development now; and be <i>achievable</i>, with a realistic prospect that housing will be delivered on the site within five years. In particular: a) Sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer demand for the type of units or sites have long term phasing plans). b) Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.
Design code	An illustrated set of design requirements that provide specified detailed parameters for the physical development of a site or area. The graphic and written components of the code should build on a vision, such as a masterplan or other development framework for a site or area.
Designated rural areas	National Parks, National Landscapes and areas designated as 'rural' under Section 157 of the Housing Act 1985 .
Developable	To be considered developable, sites should be in a suitable location for housing development, with a reasonable prospect that they will be available and could be viably developed at the point envisaged.
Development plan	Defined in section 38 of the Planning and Compulsory Purchase Act 2004 , it includes adopted Local Plans and any neighbourhood plans that have been 'made' and spatial development plans. Neighbourhood Plans that have been approved at referendum are also part of the development plan, unless the local planning authority decides that the neighbourhood plan should not be made.
Development Plan Document (DPD)	Any document that forms part of the statutory development plan .

Term	Description
Edge of centre	For retail purposes, a location that is up to 300 metres from, and well connected to, a primary shopping area . For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. Local circumstances are considered when determining whether a site falls within the definition of edge of centre.
Embodied carbon	The carbon dioxide (CO ₂) emissions associated with the extraction, manufacturing, and transportation of building materials throughout the whole lifecycle of a building or infrastructure project – i.e. construction, refurbishment and demolition. Embodied carbon is the result of distinct, rather than ongoing, processes, distinguishing it from operational carbon .
European site	Collective term for sites protected under the Birds Directive (Special Protection Areas (SPA)), Habitats Directive (Special Areas of Conservation (SAC)) and Ramsar Convention (Ramsar Wetlands).
Geodiversity	The range of rocks, minerals, fossils, soils and landforms.
Green infrastructure	A network of multi-functional urban and rural green and blue spaces and other natural features, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity.
Habitat Regulations Assessment (HRA)	Tests whether a plan or project proposal could significantly harm the designated features of a European site .
Habitats site	Any site included within the definition at Regulation 8 of the Conservation of Habitats and Species Regulations 2017 .
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include: (a) Designated heritage assets – A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation. (b) Non-designated heritage assets – heritage assets not meeting the criteria of designation, normally identified by the local planning authority (non-designated heritage assets) including those in a Local List.
Historic environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Term	Description
Historic Environment Record	Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use. The Historic Environment Record is maintained by Lancashire County Council.
Housing Delivery Test (HDT)	An annual measurement of housing delivery within each local authority. The results, which are published annually by the government, demonstrate whether local areas are building enough homes to meet their housing need.
Irreplaceable Habitat	Habitats which would be technically very difficult (or take a very significant time) to restore, recreate, or replace once destroyed, taking into account their age, uniqueness, species diversity or rarity. They include ancient woodland, ancient and veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen.
Local list	A list of buildings, structures, or features identified locally as being of particular local interest because of their architectural, archaeological or historic significance and the contribution that they make to local distinctiveness.
Local Plan	A plan drawn up by the local planning authority in consultation with the local community, setting out the future development of the area.
Main town centre uses	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, 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).
Major development	For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m ² or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015 .
Material consideration	A matter that should be taken into account when determining whether or not to approve an application for planning permission or decide an appeal against a planning decision.
Mineral Consultation Area	A geographical area based on a Mineral Safeguarding Area where the district or borough council should consult the Mineral Planning Authority for any proposals for non-minerals development.

Term	Description
Mineral Safeguarding Area	An area designated by minerals planning authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development. The Minerals Planning Authority for Pendle is Lancashire County Council.
Nature Recovery Network	An expanding, increasingly connected, network of wildlife-rich, habitats supporting species recovery, alongside wider benefits such as carbon capture, water quality improvements, natural flood risk management and recreation. It includes the existing network of protected sites and other wildlife rich habitats as well as landscape or catchment scale recovery areas where there is coordinated action for species and habitats. The Nature Recovery Network for Pendle is identified through the Lancashire Nature Recovery Strategy prepared by Lancashire County Council.
Neighbourhood (development) plan	A plan prepared by a parish council or neighbourhood forum for a designated neighbourhood area.
Net-zero carbon	Reducing all greenhouse gas emissions as much as humanly possible and offsetting only the essential emissions that remain.
Older People	People over or approaching retirement age, including the active, newly retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.
Open space	Areas considered to be of public value including sports facilities and playing fields. They include not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
Operational carbon	The carbon dioxide (CO ₂) emissions that arise from the use of a building or infrastructure project throughout its lifetime of use. Sources include energy, lighting, heating, ventilation etc.
Out of centre	A location which is not in or on the edge of a town centre but is not necessarily outside the urban area.
Out of town	An out of centre location that is outside the existing urban area.
People with disabilities	People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.
Permission in principle	A form of planning permission establishing that ‘in principle’ a site is suitable for housing-led development. The site must receive a grant of technical details consent before development can proceed.

Term	Description
Planning condition	A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990). Also applies to a condition included in a Local or Neighbourhood Development Order.
Planning obligation	A legal agreement entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
Previously developed land (PDL)	Land which is or was occupied by a permanent structure; its curtilage (although it should not be assumed that the whole curtilage should be developed) and any associated fixed surface infrastructure. It also includes land comprising large areas of fixed surface infrastructure such as large areas of hardstanding which have been lawfully developed. This definition excludes: • land that is or was last occupied by agricultural or forestry buildings; • land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made; • land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and • land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.
Primary Shopping Area	The defined area where retail development is concentrated.
Priority habitats and species	Species and Habitats of Principal Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006
Renewable and low carbon energy	Renewable energy for electricity, heating and cooling is generated from sources whose energy flows occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Scheduled monument	Any monument which is included in the schedule [compiled and maintained by the Secretary of State for Culture, Media and Sport] under s1(11) of the Ancient Monuments and Archaeological Areas Act 1979 .
Self-build and custom-build housing	Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition for the purpose of applying the Self-build and Custom-build Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

Term	Description
Setting of a heritage asset	The surroundings in which the heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral.
Significant	In heritage policy significance refers to the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
Site of Special Scientific Interest (SSSI)	Sites designated by Natural England under the Wildlife and Countryside Act 1981 . Used to describe an area that is of particular interest to science due to the rare species of fauna or flora it contains – or important geological or physiological features that may lie within its boundaries.
Special Areas of Conservation (SAC)	Areas defined by Regulation 3 of the Conservation of Habitats and Species Regulations 2017 which have been given special protection as important conservation sites.
Special Protection Areas (SPA)	Areas classified under Regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international important for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.
Stepping stones	Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.
Strategic Environmental Assessment (SEA)	A legally enforced assessment procedure regard by EU Directive 42/2001/EC and transposed into UK law. The directive aims to introduce a systematic assessment of the environmental effects of strategic planning and land uses decisions. The environmental assessment requires: – The preparation of an environmental report. – The carrying out of consultations. – Considering the environmental report and the result of the consultations in decision making. – The provision of information when a plan or programme is adopted; and – Showing that the results of the environmental assessment have been taken into account. For planning documents, the SEA requirements have been incorporated into the Sustainability Appraisal.
Strategic policies	Policies and site allocations which address strategic priorities in line with the requirements of Section 19 (1B-E) of the Planning and Compulsory Purchase Act 2004 .

Term	Description
Supplementary Planning Document (SPD)	A document which adds further detail on how to interpret and apply policies in a development plan document. They can be used to provide guidance on the development of a specific site, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
Sustainability Appraisal (SA)	The process of assessing the policies and site allocations in a Development Plan Document, for their global, national and local implications on social, economic and environmental objectives.
Sustainable transport	Any efficient, safe and accessible means of transport with low overall impact on the environment. Includes walking and cycling, low and ultra-low emission vehicles, car sharing and public transport.
Town centre	The area predominantly occupied by main town centre uses within or adjacent to the primary shopping area. The reference can apply district and local centres but excludes small parades of shops of purely neighbourhood significance and out-of-centre retail developments. 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.
Travel Plan	A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed.
United Nations	An international organization founded in 1945, currently made up of 193 Member States. Based in New York, it is the one place on Earth where all the world's nations can gather together, discuss common problems, and find shared solutions that benefit all of humanity.
Wildlife corridor	Areas of habitat connecting wildlife populations.
Windfall sites	A plot of land that unexpectedly becomes available for development and is therefore not allocated within a statutory development plan document.

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