

Pendle Local Plan Part 2



Sustainability Appraisal of Preferred Options Report

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Report for

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Document Revisions

- | | |
|-----------------|------------------|
| 1. Draft Report | 18 November 2020 |
| 2. Second Draft | 15 January 2021 |
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Non-Technical Summary

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Purpose of this Report

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

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

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

What is the Local Plan?

The Local Plan sets out the vision, strategic objectives, planning policies and site allocations that will be used by planning officers to guide development in the Borough to 2030.

The overall vision for the Borough to 2030 is set out in [Pendle Local Plan Part 1: Core Strategy](#), which was adopted in December 2015. The Core Strategy identifies 11 strategic objectives, which provide the vital link between the vision and the development strategy.

The Core Strategy establishes the spatial development strategy for the borough. It identifies how much development is needed over the plan period (5,662 net new dwellings and 68.00 ha (gross) of employment land) and where this growth will be located. It also allocates strategic sites for housing, at Trough Laithe between Nelson and Barrowford, and employment, alongside the existing Lomeshaye Industrial Estate between Nelson and Brierfield.

The [Pendle Local Plan Part 2: Site Allocations and Development Policies](#) will complete the Local Plan for the Borough. It contains both strategic and detailed planning policies. These will help to promote sustainable growth and development by:

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

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Responding to changes in national planning policy and evidence the Local Plan Part 2 also revises the housing requirement for Pendle and updates the approach for commercial uses in town centres and beyond required to respond to recent changes to the Use Class Order.

Local Plan Part 2 must have regard to legislation, policy and guidance issued by the Government. Co-operation with neighbouring authorities and other bodies helps to ensure that the Plan adequately reflects strategic cross boundary issues. Public consultation makes sure that the Plan reflects the collective vision of the Borough's communities.

Further information on the preparation of Local Plan Part 2 can be found in the Scoping Report and Methodology (2017) and the Sustainability Appraisal Scoping Report (2017), both of which are available on the Council's website.

What is Sustainability Appraisal?

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

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

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

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

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

The SA Framework used for the Core Strategy was reviewed and updated to take account of the review of the plans and programmes; up-to-date baseline evidence and recent best practice.

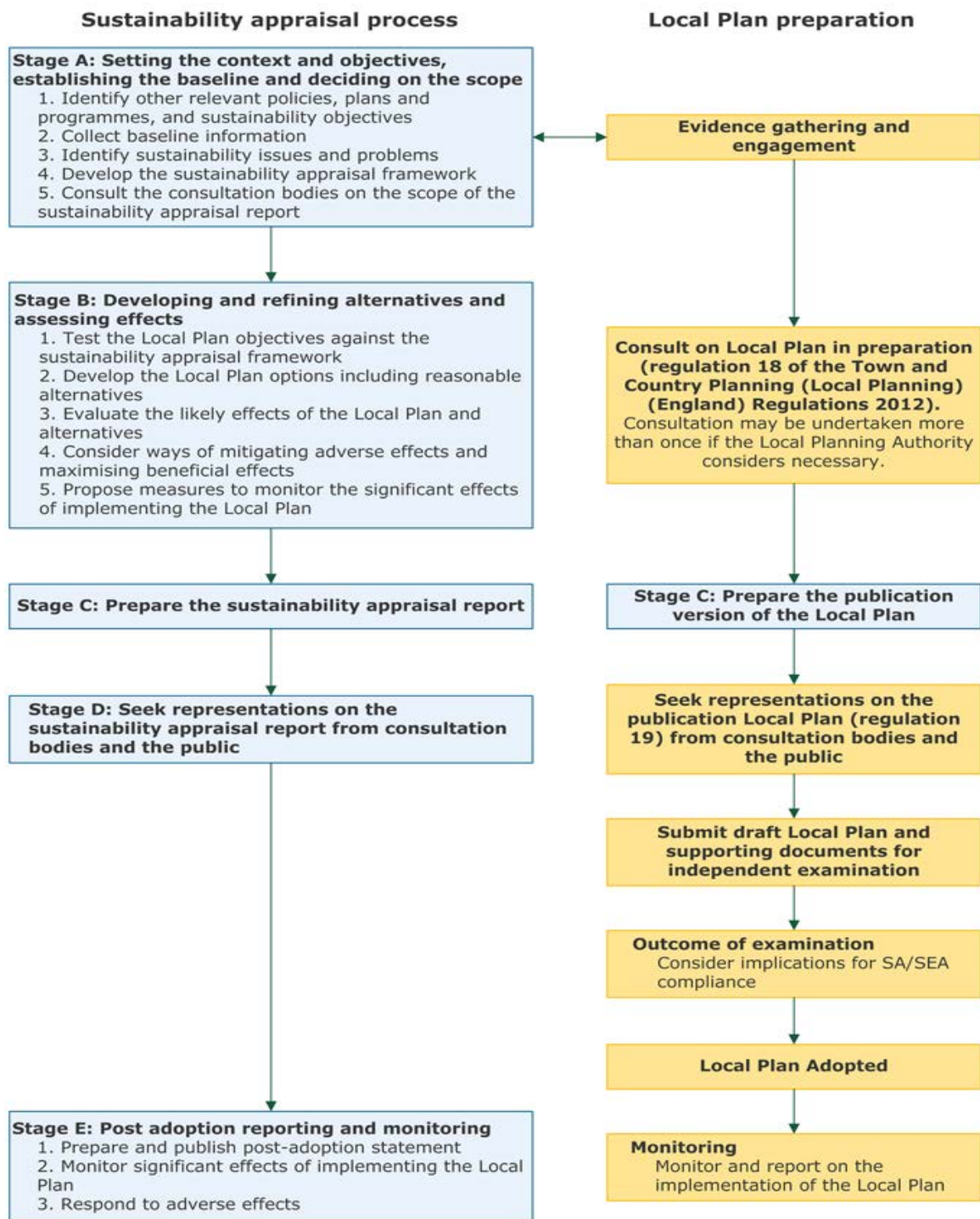
At the end of this stage the statutory consultation bodies identified in government legislation – Historic England, Natural England and the Environment Agency – were invited to comment on the draft Sustainability Appraisal Scoping Report. The report was then amended to take account of the responses received.

The revised SA Framework has been used to appraise the effects of the emerging Local Plan Part 2 (Stage B). This is an iterative process that involves testing the strengths and weaknesses of the emerging policy options.

Following this consultation on the Preferred Options Report, a final SA Report will be prepared (Stage C). This will be made available for public consultation alongside the final draft of Local Plan Part 2, prior to its submission to the Secretary of State for independent examination (Stage D).

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The Sustainability Appraisal Process and Linkages to Local Plan Preparation



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

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Following an Examination in Public, and subject to any significant changes to the Plan¹ that may require further appraisal, the Council will issue a Post Adoption Statement as soon as reasonably practicable after the adoption of Local Plan Part 2. This statement sets out the results of the consultation and SA processes and shows the extent to which the findings of the SA have been accommodated in the adopted Plan. During the period that the plan is effective (i.e. up to 2030), the Council will monitor its implementation and any significant social, economic and environmental effects (Stage E).

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

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

A Habitats Regulations Assessment Screening Report has been prepared by the Council and is available to view as part of this consultation. The Screening Report concludes that Likely Significant Effects on European Sites within and in close proximity to the Borough will not occur as a result of the policies or allocations identified within the draft version of the Local Plan Part 2 when assessed individually, or cumulatively, or in combination with existing adopted policies by other bodies/neighbouring authorities. No Appropriate Assessment is therefore required of the proposals of the draft Local Plan.

How has the Local Plan been appraised?

Based on a review of a wide range of plans and programmes relevant to the Local Plan Part 2; work previously undertaken by the Council; and an analysis of the Borough's characteristics, a number of key sustainability issues of relevance to the local Plan were identified.

These key sustainability issues informed the preparation of a framework that could be used to appraise the effects of the Local Plan ["SA Framework"]. The SA Framework for Local Plan Part 2 identifies 14 sustainability objectives and associated guide questions. These reflect the current socio-economic and environmental issues which may affect (or be affected by) the Local Plan and/or the objectives contained in other plans and programmes reviewed because of their relevance to the Local Plan and SA process.

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

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

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

¹ Any significant changes are referred to as Main Modifications.

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Definitions of significance are used to guide the appraisal and to determine the type and scale of effects that proposals in Local Plan Part 2 may have on the SA objectives. The findings of the appraisals are presented in a matrix.

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

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

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

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

[Section 5](#) of the SA Report sets out the findings of the Appraisal undertaken on proposed policies and proposals (and their reasonable alternatives) of the Local Plan Part 2, summarising impacts found of the 14 assessed sustainability objectives.

What are the key findings and recommendations?

[Appendix 3](#) sets out the detailed results of the SA by policy with [Appendix 4](#) examining cumulative effects by theme/chapter of the Local Plan Part 2. Proposed site allocations are considered in [Appendix 5](#), [Appendix 6](#) and [Appendix 7](#) with reasonable alternatives also appraised. The summary findings of this assessment for policies and sites are presented in Tables A and B respectively.

Predictably, given the broad scope of the Local Plan Part 2, the policies of the plan have wide ranging effects on identified sustainability objectives, with collective and cumulative benefits for social, economic and environmental objectives.

Effects of Policy

Proposed strategic policies which establish settlement boundaries and approach to development within (Policy SDP7), set out the approach to planning contributions (Policy SDP8), and protect the South Pennines SPA (Policy SDP9), score positively across almost all sustainability objectives. This is due to the certainty and opportunity provided by the policies to secure sustainable development of all types, retention and enhancement of service and infrastructure quality, and protection afforded to the most environmentally sensitive parts of the Borough from loss or harm.

Environmental policies of the plan cover a diverse range of issues in effort to ensure that development does not harm the existing built and natural qualities of the Borough so that they can be enjoyed by future generations. Policies under this chapter work to achieve this in different ways, with policies which designate land for specific uses or with specific restrictions (i.e Policies ENV8, ENV10 and ENV11), policies which set out how development should respond to specific natural or historical features/context (i.e. Policies ENV9, ENV12, ENV13 and ENV16), policies which guide on

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how developments should look, function and integrate into their wider surroundings (i.e. Policy ENV19), and policies which set standards during construction and from operation/occupation (i.e. Policy ENV17 and Policy ENV27).

Both individually and cumulatively the policies within this chapter of the Local Plan Part 2 are assessed to have positive to significant positive effects for environmental sustainability objectives. This is particularly the case for landscape objectives with policies limiting the type, form and scale of development acceptable across large parts of the borough including within the Green Belt, Forest of Bowland Area of Outstanding Natural Beauty, and the open countryside, with immediate and permanent positive effects caused. Policies also seek to protect natural features which contribute to the tranquillity, character and quality of the rural environment such as trees and hedgerows, with design and open space guidance provided to influence how natural features are protected and integrated into development proposals. This helps to limit the effects caused by the development with medium to longer term neutral to positive effects provided.

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

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

The restrictive and directive nature of the policies contained within this chapter do however have some adverse effects for housing directives by reducing the opportunity and scope to meet housing needs at certain locations within the Borough. The adverse effects caused by environmental policies for these objectives is however limited by the availability of land to meet housing needs elsewhere within the Borough, including the allocation of sites through the Local Plan Part 2. Both sources of supply work to ensure that the housing requirements of the plan area are met in full outside of restrictive designations identified within the environmental chapter.

The housing policies of the plan benefit social, economic, and housing sustainability objectives by increasing the opportunity provided to access quality new homes which are responsive to housing needs. This helps to address problems in social deprivation and health and wellbeing within the borough, where connected to inappropriate, low quality, and overcrowded housing. The provision of additional homes gives increased opportunity for home ownership, as well as the opportunity to access affordable housing.

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The development of new housing will also attract/help retain skilled workers in support of economic growth objectives, prevent lost investment opportunities or industrial decline and ensure that rates of outward commuting do not materially increase. The act of building new homes will also contribute to the local economy through the investment made by the development towards the economy of Pendle. This will be provided through support to the construction sector and associated trades as a result of continued and increased activity. In addition, there will be longer term, likely permanent, economic benefits provided by economically active residents, helping to support and sustain existing local businesses and services.

Achieving the delivery of the housing requirement in full however will require the development of greenfield land with potential permanent adverse effects for environmental objectives most notably landscape, soil quality, ecology, flood risk, and climate change. This conclusion is reached taking into account the role that greenfield sites could play in contributing towards these objectives. Notwithstanding this, the plan does allocate brownfield sites, which contribute positively to regeneration objectives and securing the effective use of previously developed land in the longer term.

The economic policies of the Local Plan Part 2 generally contribute positively across most sustainability objectives. The economic policies of the Plan largely focus on a strategy of protection, renewal, and diversification of existing employment and commercial sites supporting objectives to regenerate the Borough, and make effective use of developed land. This approach recognises the key role these sites fulfil in the local economy and their essential function within the everyday lives of residents and the workforce of the Borough. Such sites are, in most cases, within or close to the sustainable settlements of the Borough and are readily accessible to residents by foot, bicycle and public transport, as well as road infrastructure. This helps to reduce the length of journeys undertaken and promote sustainable modes of travel to access employment, but also ensures that economic sites meet the operational needs and requirements of businesses with minimal adverse effects caused for wider uses.

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

The community chapter of the plan seeks to protect and enhance the health and wellbeing of residents. This is achieved by ensuring that impacts of development on health and wellbeing of existing residents and users is adequately considered during the planning application process. The community policies have significant benefits for social objectives particularly for health and addressing social deprivation directing specific types of development to suitable locations in an effort to address rates of obesity and poor diet which can pressurise the NHS and reduce life expectancy. Policies also benefit sustainability and climate change objectives by enhancing access to essential community facilities and services therefore reducing the need to travel.

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

Table A – Summarised effects of Policies of the Draft Local Plan Part 2

Policy Reference	Sustainability Objective													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townsc ape character
Our Spatial Strategy: Where and How We Will Deliver														
SDP7	+	+	++	+	++	++	+	+	+	+	+	+	?	+
SDP8	+	+	++	++	+	?	+	+	+	+	+	+	0	0
SDP9	0	0	0	+	+	+	+	+	+	+	+	++	0	++
Our Foundations for a Sustainable Future: Improving the Environment We Live in														
ENV8	0	0	++	+	+	++	0	+	+	+	+	+	?	+
ENV9	0/?	0/?	+/?	+	~	?	+	+	0	+	+	++	+	++
ENV10	0	+	+	+	+	+	+	+	+	+	+	++	+	++
ENV11	-	-	++	++	+	++	0	+	+	+	0	+	0	++
ENV12	0	0	+	++	+	+	+	+	+	+	0	++	+	++
ENV13	?	?	+	+	~	0	+	+	+	+	0	++	+	+
ENV14	-	-	+	++	+	0	+	+	+	+	0	+	+	+
ENV15	0	0	+	++	+	0	0	+	+	+	0	+	+	+
ENV16	-/?	-/?	++	++	~	-	+	+	+	+	~	++	0	+
ENV17	?	?	0	++	+	+	++	~	+	+	+	+	~	+
ENV18	0	0	0	++	0	+	+	~	+	+	0	+	0	0
ENV19	+	+	+	++	+	+	++	+	+	+	++	++	+	+
ENV20	~	0	+	+	~	~	~	~	~	~	~	~	+	+
ENV21	?	?	+	0	~	?	~	~	~	?	~	+	++	+
ENV22	0	0	+	++	+	?	+	0	+	0	~	+	++	++
ENV23	~	+	+	+	-	+	~	0	~	~	+	0	0	0
ENV24	~	~	+	++	++	+	~	~	++	++	~	~	~	~
ENV25	0	0	0	+	0	0	~	0	0	0	~	~	0	+

Policy Reference	Sustainability Objective													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
ENV26	~	0	0	0	0	~	~	~	0	0	~	~	0	0
ENV27	-	0	+	+	~	0	+	~	+	+	+	0	0	0
Living: Creating a Vibrant Housing Market														
LIV6	+	+	+	+	-	-	0/?	0	-	-	-	-	?	-
LIV7	+	+	+	++	0	-	0	0	0	0	-	0	0	-
LIV8	++	++	0	0	-	-	0	0	-	0	-	-	?	-
LIV9	+	+	+	+	0	0	0	0	~	~	~	0	0	0
LIV10	+	~	++	++	~	0	+	0	+	+	+	0	0	0
LIV11	+	+	+	+	0	0	0	0	0	0	~	0/?	?	0/?
LIV12	+	+	+	0	-/0	+	0	0	0	-/0	+	0	+	+
LIV13	+	0	0	+	+	0	~	~	+	0	~	0	0	0
LIV14	+	0	+	+	+	0	~	0	0	0	+	0	0	0
Working: Creating a Dynamic and Competitive Economy														
WRK7	0	++	++	++	++	-	0	0	0	0	-/?	0	?	-
WRK8	0	++	+	+	++	++	0	0	0	0	+	0	?	0
WRK9	+	+	+	+	++	+	+	0	+	+	~	0	+	+
WRK10	+	++	++	+	+	++	+	0	+	+	+	+	+	+
WRK11	~	+	++	+	0	+	+	0	0	0	+	+	+	+
WRK12	~	+	+	0	-	0	0	0	0	0	~	0	0	0
WRK13	~	+	+	0	+	~	~	~	+	+	~	0	0	0
Supporting: Creating Healthy and Confident Communities														
SUP5	~	0	+	++	+	~	~	~	+	+	~	~	~	~
SUP6	~	0	+	+	+	+	~	~	+	+	~	~	+	+

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Effects of Sites

Proposed site allocations identified through Policies LIV7, LIV8, WRK7 and WRK 9, have differing effects on sustainability objectives owing to the diversity in size, type, and location of the portfolio of sites which are shortlisted. The scale and location of this supply is intended to be responsive to residual housing and employment needs of the Borough, aligned to the adopted spatial strategy as set out in Policies SPD2 and SPD3 of the Core Strategy. In accordance with Policy SPD2, the sites selection process has made effort to promote deliverable opportunities for sustainable growth and support regeneration of the Borough's urban areas, with growth distributed proportionately across the Borough's three spatial areas. The spatial approach adopted secures the delivery of a coordinated strategy for housing and employment with identified sites accessible to key employment locations and existing services, facilities and shops, and public transport. National policy aims to support small housebuilders with the identification of smaller sites is reflected within the selection of sites with sites under 1ha making up over 10% of the supply identified to meet residual needs. The preferred approach also provides market choice, opportunities to diversify the housing stock, and a range of sites geared to promote strong levels of housing delivery.

The allocation of sites for development generally supports social sustainability objectives, by enabling increased opportunity to access new quality homes which address housing need (including affordable housing) promoting home ownership, higher standards of living, and reduce inequality. This should help to tackle high levels of deprivation which are particularly significant within the M65 Corridor. The development of housing also benefits economic objectives by providing an increased working age population (countering trends of outward population) with further direct and indirect positive effects for the local economy likely from the construction of housing and their future occupation.

Viability evidence indicating acute challenges to deliverability, and the absence of sufficient available brownfield land within the Borough, means there is a need to allocate greenfield sites to meet development requirements in full. Where allocated, brownfield sites make a positive contribution to addressing regeneration objectives and securing the effect use of land. Such sites are also beneficial to wider environmental objectives such as biodiversity, soils, landscape, and water quality.

At a site level (and its immediate setting), the development of greenfield land is however likely to result in adverse effects (most pronounced during and immediately after construction) on the quality of soils, landscape, and biodiversity objectives owing to the urbanising effect and disruption to natural habitats caused. The development of greenfield land is also likely to have adverse effects on flood risk and water quality if not sufficiently addressed through the design and construction process. On a site level, the effects of allocated sites on Climate Change is uncertain to negligible, reducing depending on the scale and location of the development. Collectively however the proposals are likely to have an adverse effects (inclusive of brownfield sites). This takes into account the current fact that increased activity, use of resources, and emissions associated with development, residential and commercial operations generally contributes to Climate Change owing to the current reliance on fossil fuels for energy, transport, products etc. Wider policies of the Local Plan (such as Policy ENV19 and ENV27) work to minimise the reliance of new development on fossil fuels and reduce emissions through the adoption of enhanced efficiency standards within the design and construction of new dwellings and the wider development. The site selection process also seeks to limit the need to travel by car by selecting sites which are most accessible to existing essential services, facilities, shops, sources of employment, and public transport, whilst ensuring that the natural resources which are important in tackling the effects of climate change, are maintained free from development.

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Whilst allocated sites are in themselves anticipated to have an adverse effect on environmental objectives, their allocation serves to provide the necessary certainty required to meet development needs in full which are important in meeting broader social, economic and sustainability objectives. This accounts for the apparent discrepancy between the scoring of policies LIV6 and LIV7. Once the individual site allocations are known (LIV7), mitigating factors can be taken into account, which are not apparent when simply dealing with the numbers (LIV6).

The allocation of sites also enables environmental policies of the plan, which assist in directing and determining the form, location, and type of development which is allowed, to be implemented effectively over the plan period. This in itself helps to safeguard the most sensitive and valued areas of the Borough from loss or harm to inappropriate forms of development which would have a much more significant effect on environmental objectives if allowed to come forward in an unconstrained manner.

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

Overall Conclusions and Key Recommendations

The policies and allocations of the Local Plan Part 2 have differing effects on sustainability objectives owing to the diverse scope of the plan and variation displayed in how policies affect development proposals. The Local Plan Part 2 is to be read and implemented as whole alongside the Core Strategy. In this way, and on balance, the policies and allocations of the Local Plan Part 2 are considered to deliver the net gains for social, economic, and environmental objectives expected of sustainable development as outlined within the NPPF. The Local Plan Part 2 can therefore be concluded to provide for an appropriate strategy, which is effective in securing and promoting the sustainable development and growth of the Borough, and is both consistent with the strategic policy framework provided by the Core Strategy, as well as the requirements of the NPPF.

To ensure that adverse effects caused by the development of allocated sites identified through the Local Plan Part 2 are minimised and kept to a temporary nature, it is recommended that site specific policies set out mitigation measures to reduce effects caused by the development on environmental objectives where this is possible. This may relate to flood risk and drainage, ecology, landscape or other effects and is set out in greater detail on a site specific level. This may also extend to the recommendation to adopt a differing capacity or site area then that submitted to the Council through the SHLAA in order to reduce adverse effects caused for sustainability objectives. Mitigation measures proposed are set out within the site appraisal summary found in Section 5 of this report and through the site appraisals provided within Appendices 5, 6 and 7 of the SA.

It is also recommended that an effective monitoring framework is adopted to ensure that the implementation of policies and development of sites in line with requirements is examined to confirm the effectiveness of policy, to review the accuracy of the appraised effects of the plan through this SA, confirm the impacts of the Local Plan Part 2 on sustainability objective, and consider whether there is need for intervention or review. Recommended indicators for the Local Plan Part 2 are set out in Appendix 9 of the SA.

Table B: Summary of Assessment of Preferred Sites for Allocation

Site Allocation Reference	Sustainability Objectives													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
P011 (H)	+	+	+ / ++	+	+	++	-	-	0	0	0	0	0	+
P019 (H)	+	+	-	0	+	--	0	-	0	?	0	0	0	-
P026 (H)*	+	-	+ / ++	+	+	++	-	-	0	?	0	-	0	++
P045 (H)	+	+	+	0	+	-	0	0	0	?	-	0	0	-
P060 (H)	+	+	++ / +	+	+	++	0	-	0	?	0	0	0	+
P064 (H)	+	+	+	+	+	++	-	--	0	?	0	0	++	++
P081 (H)	+	+	+	+	+	++	-	0	0	0	0	0	++	++
P110 (H)	+	0	0	0	+	--	0	0	0	0	0	0	0	-
P238 (H)*	++	+	+ / ++	0	+	-	0	0	0	?	-	-	0	-
P244 (H)	++	+	+	0	+	-	0	0	0	?	-	0	0	0
P267 (H)	+	+	++	+	+	++	0	0	0	0	0	0	0	+
P282 (H)	+	0	0	+	0	-	0	0	0	?	0	0	0	-
P005 (R)*	+	+	+ / ++	+	+	-	0	0	0	?	-	-	-	-
P055 (R)	+	+	0	+	0	-	0	0	0	?	0	0	0	-
P104 (R)	+	+	+	+	-	-	-	0	0	?	0	-	-	-
P105 (R)*	++	+	+	+	+	-	-	0	0	?	0	-	-	-
P263/P265 (R)*	++	+	+	+	+	- / --	-	0	0	?	-	0	-	-
P309 (M)	+	+	++ / +	+	+	++	-	0	0	?	0	0	0	+
P013 (E)	~	++ / +	+	0	+	-	-	-	0	?	0	-	0	-

Key: Housing site (H), Reserve Housing site (R), Mixed Use site (M), Employment site (E)

* Scores adjusted to reflect reduction in site capacity between allocation and site submission

Non-Technical Summary

What are the next steps?

This SA Report is being consulted on alongside the first draft of the Local Plan Part 2. This is known as the Preferred Options Report, as it sets out what the Council believes to be the best suite of policies and site allocations to meet the future development needs of the Borough. The SA is an iterative process. Comments made on the Local Plan Part 2 and the SA during this consultation event will be considered and taken into account, together with any further evidence and dialog with statutory consultees, before the Council consults on the publication version of the Local Plan Part 2 later in 2021.

Consultation

We would welcome your views on this Sustainability Appraisal report.

You can comment as part of the six week public consultation on the Pendle Local Plan Part 2: Site Allocations and Development Policies, being held in accordance with [Regulation 18 of The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#), as amended.

The consultation will take place from:

9:00am Monday ?? February 2021 to 5:00pm Monday ?? March 2021

Comments should be sent to:

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

E: ldf@pendle.gov.uk

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Scope and Purpose of the Appraisal

1. Scope and Purpose of the Appraisal

- 1.1 This Sustainability Appraisal ["SA"] Report relates to the Preferred Options Report for the Pendle Local Plan Part 2: Site Allocations & Development Policies ["the Local Plan Part 2"].
- 1.2 Under [Section 19\(5\) of the Planning and Compulsory Purchase Act 2004](#), the Council is required to carry out SA when preparing new plans or programmes. This process helps to guide the selection and development of planning policies by considering their social, environmental and economic effects.
- 1.3 The SA process also incorporate the requirements of [European Union Directive 2001/42/EC](#) on the assessment of the effects of certain plans and programmes on the environment ["the SEA Directive"] The [Environmental Assessment of Plans and Programmes Regulations 2004](#) (Statutory Instrument 2004 No. 1633) transpose these requirements of the SEA Directive into UK law.
- 1.4 The SEA Directive and transposing regulations seek to provide a high level of protection to the environment, by integrating environmental considerations into the plan making process. The stated aim of the SEA Directive is:

"To contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out of certain plans and programmes which are likely to have significant effects on the environment."
- 1.5 Paragraph 32 of the 2019 National Planning Policy Framework ["NPPF"] states that local plans and spatial development strategies should be informed throughout their preparation by a sustainability appraisal that meet the relevant requirements. This should demonstrate how the plan has addressed relevant economic, social and environmental objectives (including opportunities for net gains).
- 1.6 Paragraph 32 continues setting out that significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).
- 1.7 Section 11 of the Planning Practice Guidance provides further clarity on the requirements for Sustainability Appraisal and Strategic Environmental Appraisal for plan making. Paragraph: 001 Reference ID: 11-001-20140306) also makes clear that SA plays an important role in demonstrating that a local plan reflects sustainability objectives and has considered any reasonable alternatives. In this regard, SA helps to ensure that a local plan is "justified", a key test of soundness that concerns whether the plan is an appropriate strategy, when considered against any reasonable alternatives and the available and proportionate evidence.
- 1.8 In this context, SA is an integral part of the preparation of the Local Plan Part 2. SA of the Local Plan Part 2 will help to ensure that the likely social, economic and environmental effects of the Plan are identified, described and appraised. Where negative effects are

Scope and Purpose of the Appraisal

identified, measures will be proposed to avoid, minimise or mitigate such effects. Where any positive effects are identified, measures will be considered that could enhance such effects. SA will also help to inform the selection of plan options by appraising reasonable alternatives in respect of, in particular, different volumes of growth and site allocations.

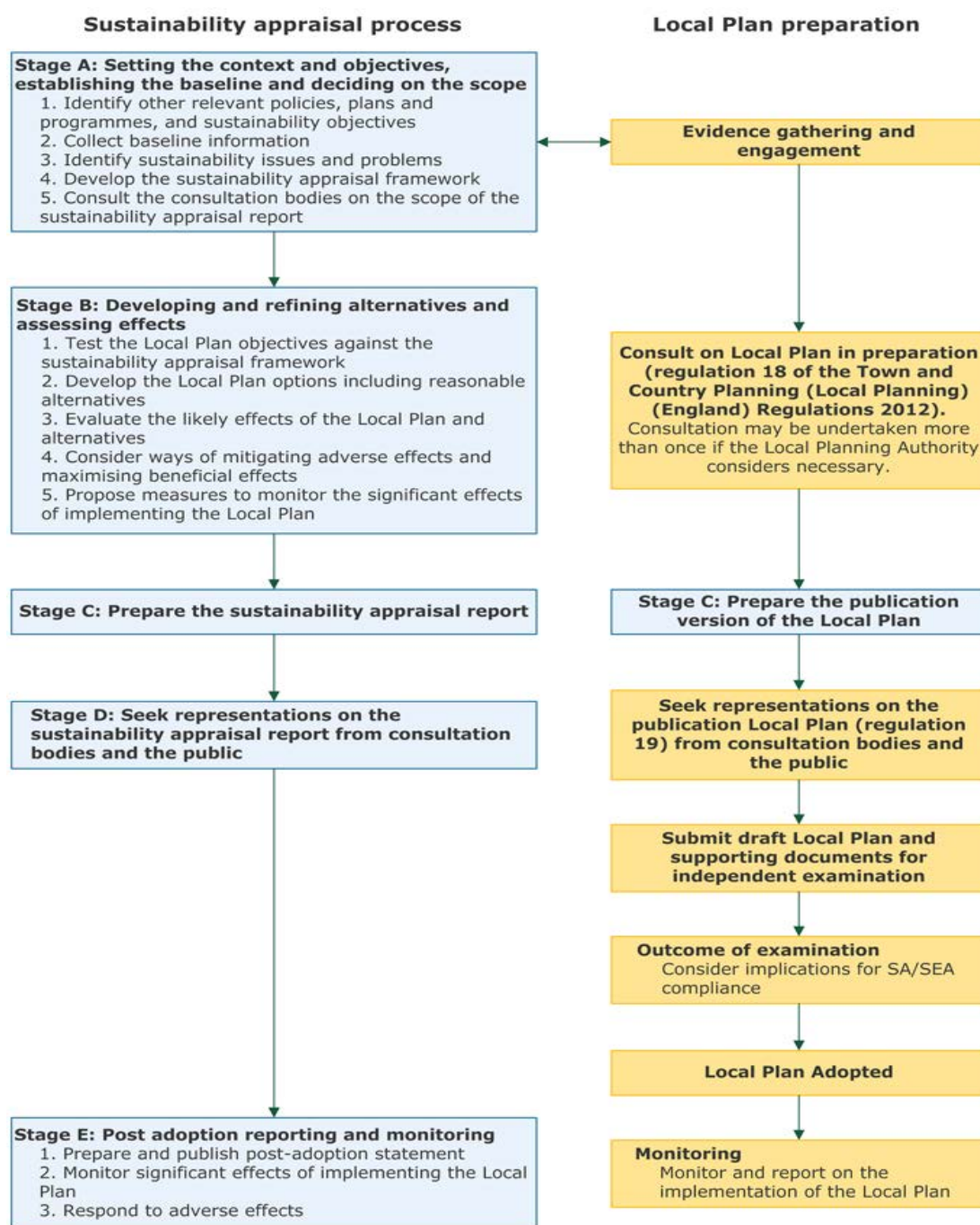
Stages in the Sustainability Appraisal Process

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

² Any significant changes are referred to as Main Modifications

Scope and Purpose of the Appraisal

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



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

Review of Plans and Programmes

2. Review of Plans and Programmes

Introduction

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

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

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

Review of Plans and Programmes

Plans and Programmes

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

Table 2.1 Plans and programmes reviewed

International Treaties, Conventions, Agreements & Protocols
<ul style="list-style-type: none"> • The Paris Agreement (2015) • Aarhus Convention (1998) • Bern Convention (1979) • Ramsar Convention (1971) • UNESCO World Heritage Convention (1972) • The Convention for the Protection of the Architectural Heritage of Europe (Granada Convention) • The European Convention on the Protection of Archaeological Heritage (Valetta Convention) • World Commission on Environment and Development (1987): Our Common Future (The Brundtland Report) • The World Summit on Sustainable Development (WSSD), Johannesburg, September 2002 - Commitments arising from Johannesburg Summit (2002) • European Landscape Convention 2000 (became binding March 2007)
European Union Directives, Strategies & Policy Packages
<ul style="list-style-type: none"> • EU Directives on Environmental Impact Assessment (Codified Directive 2011/92/EU and Revised Directive 2014/52/EU) • European Council Directive 91/271/EEC for Urban Waste-water Treatment • European Commission (EC) (2011) A Resource- Efficient Europe- Flagship Initiative Under the Europe 2020 Strategy, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (COM 2011/21) • EU Nitrates Directive (91/676/EEC) • EU Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora (92/43/EEC) & Subsequent Amendments • EU Packaging and Packaging Waste Directive (94/62/EC) • EU Drinking Water Directive (98/83/EC) • EU Directive on the Landfill of Waste (99/31/EC) • EU Water Framework Directive (2000/60/EC) • EU 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment (SEA Directive) • EU Directive 2002/91/EC (2002) Directive 2002/91/EC on the Energy Performance of Buildings • EU Environmental Noise Directive (Directive 2002/49/EC) • EU Bathing Waters Directive 2006/7/EC • EU (2006) European Employment Strategy • EU (2006) Renewed EU Sustainable Development Strategy • EU Floods Directive 2007/60/EC • EU Air Quality Directive (2008/50/EC) and previous directives (96/62/EC; 99/30/EC; 2000/69/EC & 2002/3/EC) • EU Directive on Waste (Directive 75/442/EEC, 2006/12/EC 2008/98/EC as amended) • EU Directive on the Conservation of Wild Birds (09/147/EC) (codified version of Council Directive 79/409/EEC as amended) • EU Renewable Energy Directive (2009/28/EC) • EU (2011) EU Biodiversity Strategy to 2020 – towards implementation • EU 2020 Climate & Energy Policy Package (European Commission, 2008) • EU 2030 Framework for Climate and Energy Policies (European Commission, 2014) • The European Union Directive 2010/75/EU – the Industrial Emissions Directive • ‘Closing the loop - An EU Action Plan for the Circular Economy’ policy package (European Commission, 2015) • EU Seventh Environmental Action Plan (covers up to 2020)

Review of Plans and Programmes

National Plans and Programmes: UK Legislation

- HM Government (1979) Ancient Monuments and Archaeological Areas Act 1979
- HM Government (1981) Wildlife and Countryside Act 1981
- HM Government (1990) Planning (Listed Building and Conservation Areas) Act 1990
- HM Government (2000) Countryside and Rights of Way Act 2000
- HM Government (2008) The Climate Change Act 2008
- HM Government (2010) The Conservation of Habitats and Species Regulations 2010
- HM Government (2010) Flood and Water Management Act 2010
- HM Government (2013) The Community Infrastructure Levy (Amendment) Regulations 2013
- HM Government (2006) The Natural Environment and Rural Communities (NERC) Act 2006
- HM Government (2011) The Localism Act 2011
- HM Government (2005) Clean Neighbourhoods and Environment Act 2005
- HM Government (2015) Deregulation Act 2015
- HM Government (2015) Self-Build and Custom Build Act 2015
- HM Government (2016) Housing and Planning Act 2016

National Plans and Programmes: UK Strategies, Plans & Papers

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

Regional Plans and Programmes

- United Utilities (2019) Water Resources Management Plan
- Yorkshire Water (2019) Water Resources Management Plan
- Environment Agency (2015) Water for life and livelihoods: North West river basin district basin management plan (Updated)

Review of Plans and Programmes

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

Sub Regional (County) Plans and Programmes

- Lancashire County Council (2009) Joint Lancashire Minerals and Waste Development Framework Core Strategy DPD 2001-2021
- Lancashire County Council (2013) Joint Lancashire Minerals and Waste Development Framework Site Allocation and Development Management Policies DPD 2001-2021
- Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment
- Lancashire County Council (emerging) Joint Lancashire Minerals and Waste Local Plan Review
- Lancashire County Council (2011) Local Transport Plan (LTP3): A Strategy for Lancashire 2011-2021
- Lancashire County Council and Blackburn with Darwen Borough Council (2014) East Lancashire Highways and Transport Masterplan 2014 – 2021
- Lancashire County Council (emerging) Lancashire Walking and Cycling Strategy 2016-2026
- Forest of Bowland Area of Outstanding Natural Beauty Partnership (2019) AONB Management Plan 2019 - 2024
- Lancashire Biodiversity Partnership (2011) Lancashire Biodiversity Action Plan
- Pennine Lancashire Leaders and Chief Executives (2008) An Integrated Economic Strategy for Pennine Lancashire 2009-2020
- Pennine Lancashire Leaders and Chief Executives (2009) Pennine Lancashire Housing Strategy 2009-2029
- Lancashire Enterprise Partnership (2014) Lancashire Strategic Economic Plan: A Growth Deal for the Arc of Prosperity 2015-2025
- Lancashire County Council (2009) Lancashire Climate Change Strategy 2009-2020
- Authorities of the Lancashire Waste Partnership (2008) Rubbish to Resource Waste Management Strategy for Lancashire 2008-2020
- Regenerate Pennine Lancashire (2010) Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire
- Lancashire Economic Partnership (2009) The Lancashire Green Infrastructure Strategy
- Lancashire Economic Partnership (2015) The Lancashire Skills and Employment: Strategic Framework 2016 – 2021
- Lancashire County Council (2013) Lancashire Health and Wellbeing Strategy
- Lancashire County Council (2000) Landscape Strategy for Lancashire and Landscape Character Assessment
- Burnley and Pendle Councils (2012) Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle
- Regenerate Pennine Lancashire (2013) Pennine Lancashire Investment Plan (PLIP)
- Lancashire County Council and Blackpool Council (2014) Lancashire and Blackpool Local Flood Risk Management Strategy 2014-2017
- Maslen Environmental (2010) South Pennines Renewable and Low Carbon Energy Study
- Lancashire County Council (2007) Minimising Waste in New Developments Supplementary Planning Document (SPD)
- Lancashire County Council (2002) Lancashire Historic Landscape Characterisation Programme

Local Plans and Programmes (Pendle Borough Council unless otherwise stated)

- Pendle Local Plan Part 1: Core Strategy 2011 – 2030 (2015)
- The Replacement Pendle Local Plan 2001 – 2016 (2006)
- Bradley Area Action Plan 2011 – 2021 (2011)
- Brierfield Canal Corridor (Housing) Planning Brief Supplementary Planning Document (SPD) (2005)
- Conservation Area Design and Development Guidance Supplementary Planning Document (SPD) (2008)
- Design Principles Supplementary Planning Document (SPD) (2009)
- Railway Street Neighbourhood, Brierfield Supplementary Planning Document (SPD) (2010)
- Barrowford Parish Council, Barrowford Parish Neighbourhood Plan (2019)
- Colne Town Council, Colne Neighbourhood Plan (emerging)
- Kelbrook and Sough Parish Council, Kelbrook and Sough Neighbourhood Plan (emerging)

Review of Plans and Programmes

- Trawden Forest Parish Council, Trawden Forest Neighbourhood Plan (2019)
- Lichfield's, Pendle Housing Needs Assessment (2020)
- LUC, Pendle Green Infrastructure Strategy (2019)
- Jobs and Growth Strategy for Pendle 2013 – 2023 (2013)
- Building Design Partnership, Nelson Town Centre Masterplan (2006) – Emerging Town Centre Masterplan Cushman and Wakefield
- Housing Strategy Refresh (2014)
- Pendle Partnership, Our Pendle our future: Pendle's Sustainable Community Strategy 2008-2018 (2008)
- Pendle Infrastructure Strategy (2014)
- Pendle Borough Conservation Area Maps and Appraisals (various dates)
- Pendle Cycling Strategy 2016-21 (2016)
- Pendle Open Space Audit (2019)
- Pendle Biodiversity Audit (2010)
- Pendle Parks Strategy 2007-2017 (2007)
- Private Sector Housing Renewal Policy (2013)
- Entec (UK), Pendle Strategic Flood Risk Assessment (2006) – Update in progress (JBA)

Neighbouring Plans and Programmes

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

Key Messages

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

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

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

Plans and Programmes

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

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
Biodiversity and Green Infrastructure		
<ul style="list-style-type: none"> Protect and enhance biodiversity, including designated sites, priority species, habitats and ecological networks. Identify opportunities for green infrastructure provision. Identify opportunities for open space provision and enhancement. 	<p>Natural Environment White Paper: The Natural Choice: Securing the Value of Nature; Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services; UK post 2010 Biodiversity Framework; NPPF; The Lancashire Green Infrastructure Strategy (2009); Lancashire's Biodiversity Action Plan; Pendle Open Space Audit (2019); Pendle Biodiversity Audit (2010).</p>	<p>The SA Framework should include a specific objective relating to the protection and enhancement of biodiversity including the provision of green infrastructure and open space within the Borough.</p>
Population and Community		
<ul style="list-style-type: none"> Address deprivation and reduce inequality through regeneration. Ensure social equality and prosperity for all. Provide high quality services, community facilities and social infrastructure that are accessible to all. Enable housing growth and deliver a mix of high quality housing to meet local needs. Address quality deficiencies in the existing housing stock including issues of quality. Support appropriate development for Gypsy, Traveller and Travelling Showpeople accommodation even though there is no current identified need Ensure that there is an adequate supply of employment land to meet local needs and to attract inward investment. Encourage economic diversification including growth in high value, high growth, and high technology economic sectors. Strengthen the visitor economy. Encourage rural diversification and support rural economic growth. Create local employment opportunities. Enhance skills in the workforce to reduce unemployment and deprivation. Improve educational attainment and ensure the appropriate supply of high quality educational facilities. Promote the vitality of town centres and local shopping centres and support retail and leisure sectors. 	<p>NPPF; Planning Policy for Traveller Sites; Lancashire Strategic Economic Plan: A Growth Deal for the Arc of Prosperity (2014); The Lancashire Skills and Employment: Strategic Framework (2015); An Integrated Economic Strategy for Pennine Lancashire (2008); Pennine Lancashire Housing Strategy (2009); Pendle Local Plan Part 1: Core Strategy (2015); Jobs and Growth Strategy for Pendle (2013); Pendle Infrastructure Strategy (2014); Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle (2012); Housing Strategy Refresh (2014); Bradley Area Action Plan (2011); Brierfield Canal Corridor (Housing) Planning Brief Supplementary Planning Document (2005); Railway Street Neighbourhood, Brierfield Supplementary Planning Document (SPD) (2010)</p>	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> addressing deprivation and promoting equality and inclusion; the provision of high quality community facilities and services; the provision of high quality housing to meet the needs of all communities; addressing quality issues within existing housing stock; the enhancement of education and skills irrespective of background and location; delivery of employment land that supports economic diversification and the creation of high quality, local jobs; support for rural diversification; the promotion of tourism and the visitor economy; enhancing town centres and local shopping centres; supporting services and facilities in rural areas.
Health and Wellbeing		
<ul style="list-style-type: none"> Promote improvements to health and wellbeing. Promote healthier lifestyles. Minimise noise pollution. Reduce crime and the fear of crime. Reduce anti-social behaviour. Ensure that there are appropriate facilities for the disabled and elderly. Deliver safe and secure networks of green infrastructure and open space. 	<p>NPPF; Lancashire's Health and Wellbeing Strategy (2014); Pendle's Sustainable Community Strategy (2008); Pendle Open Space Audit (2019).</p>	<p>The SA Framework should include a specific objective and/or guide questions relating to:</p> <ul style="list-style-type: none"> the promotion of health and wellbeing; the delivery of health facilities and services; the provision of open space and recreational facilities which help address deficiencies;

Review of Plans and Programmes

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
		<ul style="list-style-type: none"> reducing crime, the fear of crime and anti-social behaviour
Transport and Accessibility		
<ul style="list-style-type: none"> Encourage sustainable transport and reduce the need to travel. Reduce traffic and congestion. Improve public transport provision. Encourage walking and cycling. Enhance accessibility to key community facilities, services and jobs for all. Ensure timely investment in transportation infrastructure to accommodate new development. Reduce road freight movements. 	NPPF; Lancashire and Cumbria Route Utilisation Strategy (2008); Local Transport Plan (LTP3): A Strategy for Lancashire (2011); East Lancashire Highways and Transport Masterplan (2014); Lancashire Walking and Cycling Strategy (emerging); Pendle Local Plan Part 1: Core Strategy (2015).	The SA Framework should include objectives and/or guide questions relating to: <ul style="list-style-type: none"> reducing the need to travel, particularly by car; the promotion of sustainable forms of transport; encouraging walking and cycling; maintaining and enhancing accessibility to key facilities, services and jobs; reducing congestion and enhancing road safety; investment in transportation infrastructure to meet future needs.
Land Use, Geology and Soil		
<ul style="list-style-type: none"> Encourage the use of previously developed (brownfield) land. Promote the re-use of derelict land and buildings. Reduce land contamination. Protect soil quality and minimise the loss of Best and Most Versatile agricultural land. Promote high quality design. Avoid damage to, and protect, geologically important sites. Encourage mixed use development. 	NPPF; Safeguarding Our Soils: A Strategy for England; Pendle Local Plan Part 1: Core Strategy (2015); Design Principles Supplementary Planning Document (SPD) (2009)	The SA Framework should include objectives and/or guide questions relating to: <ul style="list-style-type: none"> encouraging the use of previously developed land and buildings; reducing land contamination; avoiding the loss of Best and Most Versatile agricultural land; promoting high quality design including mixed use development;
Water		
<ul style="list-style-type: none"> Protect and enhance surface and groundwater quality. Improve water efficiency. Avoid development in areas of flood risk. Reduce the risk of flooding arising from new development. Ensure timely investment in water management infrastructure to accommodate new development. Promote the use of Sustainable Urban Drainage Systems. 	Water Framework Directive; Drinking Water Directive; Floods Directive; Flood and Water Management Act 2010; Water for Life, White Paper; NPPF; Water for life and livelihoods: North West river basin district basin management plan (2015); Water for life and livelihoods: Humber river basin district basin management plan (2015); Water Resources Management Plans (2019); Ribble Catchment Flood Management Plan (2009); Aire Catchment Flood Management Plan (2010); Lancashire and Blackpool Local Flood Risk Management Strategy (2014).	The SA Framework should include specific objectives relating to the protection and enhancement of water quality and quantity and to minimising flood risk.
Air Quality		
<ul style="list-style-type: none"> Ensure that air quality is maintained or enhanced and that emissions of air pollutants are kept to a minimum. 	Air Quality Directive; Air Quality Strategy for England, Scotland, Wales and Northern Ireland; NPPF.	The SA Framework should include a specific objective and/or guide question relating to air quality.

Plans and Programmes

Key Objectives and Policy Messages	Key Source(s)	Implications for the SA Framework
Climate Change		
<ul style="list-style-type: none"> Minimise the effects of climate change. Reduce emissions of greenhouse gases that may cause climate change. Encourage the provision of renewable energy. Move towards a low carbon economy. Promote adaption to the effects of climate change. 	Climate Change Act 2008; Carbon Plan: Delivering our Low Carbon Future; UK Renewable Energy Strategy (2009); NPPF; Lancashire Climate Change Strategy (2009); Green Infrastructure to Combat Climate Change: A Framework for Action in Cheshire, Cumbria, Greater Manchester, Lancashire, and Merseyside (2011); South Pennines Renewable and Low Carbon Energy Study (2010); Pendle Local Plan Part 1: Core Strategy (2015).	The SA Framework should include a specific objective relating to climate change mitigation and adaptation.
Material Assets		
<ul style="list-style-type: none"> Promote the waste hierarchy (reduce, reuse, recycle, recover). Ensure the adequate provision of local waste management facilities. Promote the efficient and sustainable use of mineral resources. Promote the use of local resources. Avoid the sterilisation of mineral reserves. Promote the use of substitute or secondary and recycled materials and minerals waste. Ensure the timely provision of infrastructure to support new development. Support the delivery of high quality communications infrastructure. 	Waste Framework Directive; Landfill Directive; Waste Management Plan for England; NPPF; National Planning Policy for Waste; Authorities of the Lancashire Waste Partnership Rubbish to Resource Waste Management Strategy for Lancashire (2008); Joint Lancashire Minerals and Waste Development Framework Core Strategy (2009); Joint Lancashire Minerals and Waste Development Framework Site Allocation and Development Management Policies DPD (2013); Pendle Local Plan Part 1: Core Strategy (2015).	<p>The SA Framework should include objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> promotion of the waste hierarchy; the sustainable use of minerals; investment in infrastructure to meet future needs.
Cultural Heritage		
<ul style="list-style-type: none"> Conserve and enhance cultural heritage assets and their settings. Maintain and enhance access to cultural heritage assets. Respect, maintain and strengthen local character and distinctiveness. Improve the quality of the built environment. 	NPPF; Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire (2010); Conservation Area Design and Development Guidance Supplementary Planning Document (SPD) (2008); Design Principles Supplementary Planning Document (SPD) (2009); Pendle Borough Conservation Area Maps and Appraisals (various dates).	The SA Framework should include a specific objective relating to the conservation and enhancement of the Borough's cultural heritage.
Landscape		
<ul style="list-style-type: none"> Protect and enhance the quality and distinctiveness of natural landscapes and townscapes. Promote access to the countryside. Promote high quality design that respects and enhances local character. Protect and enhance the Forest of Bowland Area of Outstanding Natural Beauty Avoid inappropriate development in the Green Belt. Ensure that the Green Belt endures beyond the plan period. 	NPPF; Landscape Strategy for Lancashire and Landscape Character Assessment (2000); Forest of Bowland Area of Outstanding Natural Beauty Management Plan (2019); Pendle Local Plan Part 1: Core Strategy (2015); Design Principles Supplementary Planning Document (SPD) (2009).	<p>The SA Framework should include a specific objectives and/or guide questions relating to:</p> <ul style="list-style-type: none"> the protection and enhancement of the Borough's distinctive landscape and townscapes the protection and enhancement of the Forest of Bowland AONB avoiding inappropriate development in the Green Belt.

Baseline Analysis

3. Baseline Analysis

Introduction

3.1 Annex I of the SEA Directive requires the Environmental Report to contain:

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

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

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

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

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

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

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

3.7 A detailed analysis of the current and predicted baseline information is set out in Chapter 3 of the [SA Scoping Report](#) (2017). This has been updated for the SA report informing the Preferred Options of the Pendle Local Plan Part 2 and is set out below.

Baseline Analysis

Borough of Pendle: An Overview

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

Figure 3.1 Borough of Pendle and neighbouring authorities



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

- 3.9 Pendle Borough covers an area of 169.4 km² and has a population of 92,112 based on the 2019 Mid-Year estimate (ONS). The Core Strategy spatially divides Pendle into three distinctive geographic areas:
- M65 Corridor - with the main towns of Nelson, Colne, Brierfield and Barrowford;
 - West Craven Towns - Barnoldswick and Earby; and
 - Rural Pendle - with open countryside containing 16 widely dispersed villages and hamlets.
- 3.10 The Core Strategy identifies the spatial hierarchy as follows: Key Service Centres - Nelson (including Brierfield), Colne and Barnoldswick; two Local Service Centres - Barrowford and Earby; and the Rural Service Centres of Fence, Foulridge, Kelbrook, Trawden. In addition to the service centres are the Rural Villages of Barley, Blacko, Higham, Laneshawbridge, Newchurch-in-Pendle, Roughlee and Crow Trees, Salterforth, Sough and Spen Brook (see **Figure 3.2**).

Baseline Analysis

- 3.11 Around two thirds of the population live in the densely populated former mill towns found in the south of the Borough which are contiguous with Burnley and within the M65 Corridor. These towns developed as industrial, particularly textile, centres in the 18th century and continued to grow until the 20th century. Nelson, the largest town (population of 28,612), is also the Borough's administrative centre. The inner urban areas are densely populated and dominated by older terraced properties, many of which are in a poor condition. This led to identification of parts of the Borough in the East Lancashire Housing Market Renewal Pathfinder (between 2002 and 2011). There has been a relatively slow rate of population growth in recent years with a number of urban wards experiencing population decline. This has gone hand-in-hand with pockets of severe deprivation and localised health issues.
- 3.12 Pendle suffers from deprivation and is the fourth most deprived Borough in eastern Lancashire sub-region with a ranking of 33 out of all 317 local authorities nationally in 2019 (where a rank of 1 is the most deprived in the country and a rank of 317 is the least deprived), placing the Borough in the top 11% of all local authorities. For the Borough's most deprived areas, deprivation levels are evidenced to be increasing. Of the 18 Pendle Lower Super Output Areas (LSOA) in the top 10% most deprived nationally, 14 have seen an increase in their ranking of deprivation (IMD score) since 2015 showing worsening levels of deprivation.
- 3.13 Approximately two-thirds of the area is characterised by open countryside, moors and hills with Pendle Hill in the west of the Borough dominating the valley.

Figure 3.2 Borough of Pendle



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

Baseline Analysis

- 3.14 In the south east of the Borough the countryside forms part of the broader South Pennine Moors which is recognised as an asset of national and international significance (and designated as a Special Protection Areas (SPA), Special Area of Conservation (SAC) and Special Site of Special Scientific Interest (SSSI)). The slopes of Boulsworth Hill host a number of habitats, which support breeding colonies for a diverse range of upland birds. To the west of the M65 Corridor lies the Forest of Bowland Area of Outstanding Natural Beauty (AONB) whilst the Lancashire Green Belt envelopes the towns in this part of the Borough.
- 3.15 The M65 provides connections towards Manchester and Preston, with links to Skipton to the north and Keighley to the east. Strategic routes are highly congested at peak times, particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby. Northern Rail operates an hourly train service from Colne and Nelson, connecting with long-distance services on the West Coast Mainline from London and Scotland at Preston. Mainline bus services offer direct links between Pendle and many towns across Pennine Lancashire with routes extending to Skipton and Keighley.
- 3.16 The Integrated Economic Strategy for Pennine Lancashire 2009-2020 recognises the significant former industrial role of the Borough and the current importance of high-tech industries. In particular, aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all feature strongly in the make-up of the area's economy.
- 3.17 The main urban areas of Nelson (including Brierfield), Colne, and Barnoldswick have access to a range of services and facilities including employment areas, GPs, hospitals, further education, primary schools, secondary schools and supermarkets. There are varying levels of accessibility to services in the rural areas. Southern parts of the Borough are also accessible to Burnley.
- 3.18 The Borough as a whole has a large number of important strengths, not least its strong natural and historic environment assets and manufacturing employment base. However, there are also issues which need to be addressed to ensure Pendle's long term sustainability including, in particular, the economic, social and environmental effects of industrial decline. These strengths and issues are discussed further in the sections that follow.

Biodiversity and Green Infrastructure

Biodiversity

- 3.19 Biodiversity is defined as the variety of plants (flora) and animals (fauna) in an area, and their associated habitats. The importance of preserving biodiversity is recognised from an international to a local level. Biodiversity is important in its own right and has value in terms of quality of life and amenity. Pendle has a rich and varied natural environment including a range of sites designated for their habitat and conservation value (see **Figure 3.3**).
- 3.20 Sites of European importance (Special Protection Areas (SPAs) and Special Areas of Conservation (SACs)) are designated to conserve natural habitats and species of wildlife which are rare, endangered or vulnerable in the European Community. In the UK, these form part of the 'Natura 2000' network of sites protected under the Habitats Directive (1992) and Wild Birds Directive (2009).
- 3.21 There is one SPA and SAC partly within Pendle: the South Pennine Moors which is south-east of Nelson and Colne and extends through parts of Greater Manchester, Lancashire, North Yorkshire,

Baseline Analysis

and West Yorkshire. The South Pennine Moors is designated as a SPA in recognition of its importance for breeding migratory birds of moorland and moorland fringe habitats. Both Merlin *Falco columbarius* and Golden Plover *Pluvialis apricaria* spend some of their time feeding outside the SPA on adjacent areas of in-bye land. The South Pennine Moors is also designated as a SAC as the area hosts a number of important habitats notably blanket bogs; European dry heaths; Northern Atlantic wet heaths, old sessile oak woods and transition mires and quaking bogs. In total, the South Pennine Moors SPA and SAC totals some 1,589 hectares³ within the Borough in 2016. The site is also the only recognised Site of Special Scientific Interest (SSSI) in the Borough. The SSSI within Pendle is considered to be in an unfavourable condition which is in recovery.⁴

- 3.22 In addition to the above international and national level designations, there are four Local Nature Reserves (LNRs) (Lomeshaye Marsh, Nelson; Greenfield Road, Colne; Alkincoats Woodland, Colne; Upper Ball Grove Lodge, Colne) totalling 18 hectares at 2019⁵. 2016 saw an increase in the amount of land designated as a LNR due to the extension of 1.34ha at the Alkincoats Woodland, which was designated in January 2016.
- 3.23 In addition there a number of locally designated Biological Heritage Sites (BHS) and Sites of Local Natural Importance (LNI). BHS contain valuable habitats such as ancient woodland, species-rich grassland and bogs and are considered to be of at least County sub-regional significance. Many provide a refuge for rare and threatened plants and animals. There are 62 BHS in Pendle covering 1,287.1 hectares. LNIs, whilst having nature conservation value, are not of such a high standard to merit a level of protection or status such as LNR or BHS. In total there are 7 LNIs in the Borough, totalling 231 hectares of land.
- 3.24 The Lancashire Biodiversity Action Plan (BAP) identifies that 18 priority habitats and 39 priority species are present in the Borough. Data in 2010 found that Pendle supports at least 29 species that require conservation action.⁶
- 3.25 The Borough has a low level of woodland cover (4.1% of land area was covered by woodland) compared to 12.17% nationally in 2010⁷. The amount of ancient semi-natural woodland cover is also low being confined to six small sites with a total area of just 21 hectares.

³ Pendle Borough Council (2019) Authority Monitoring Report 2018/19

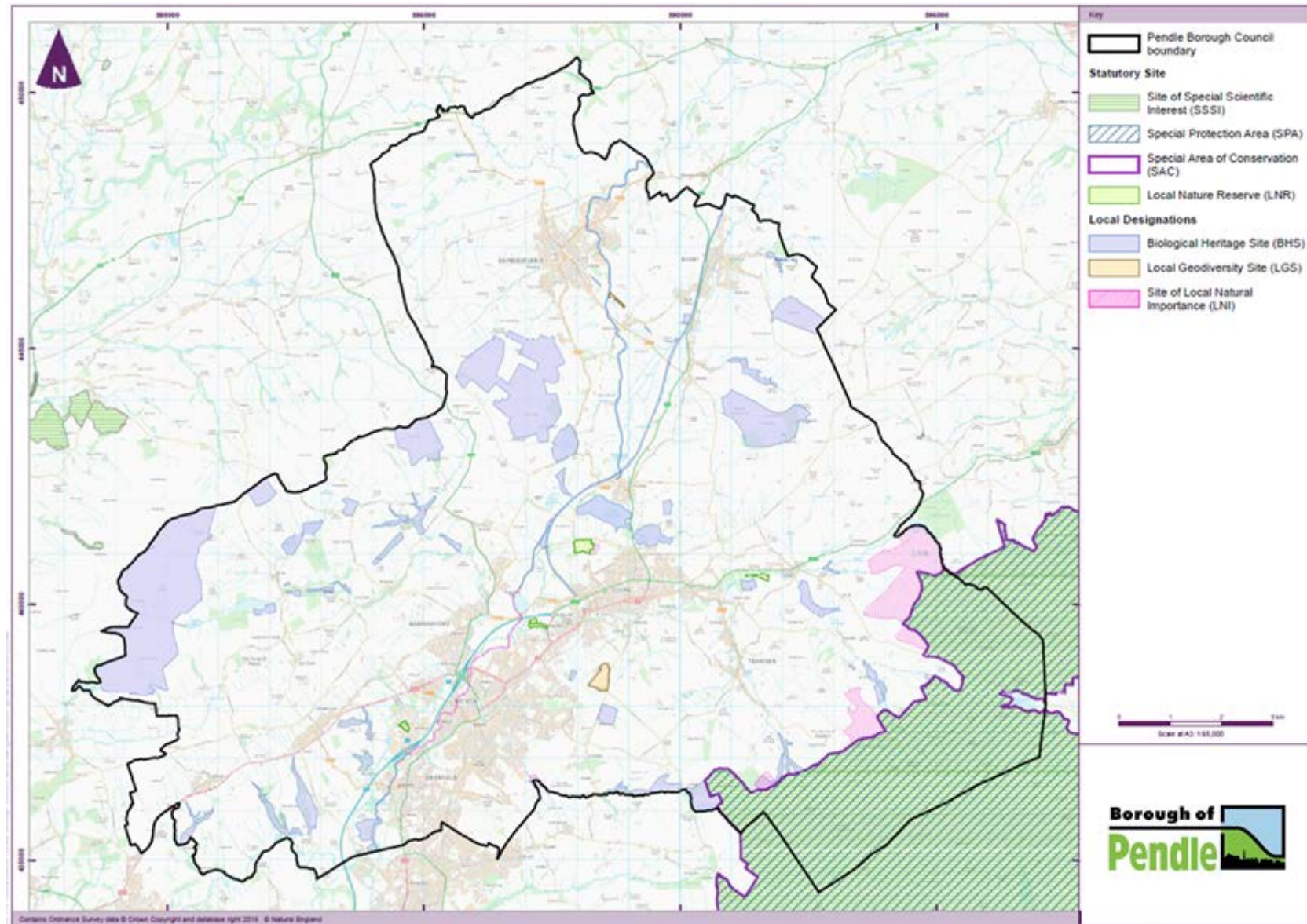
⁴ Natural England (2016) Designated Sites Condition Summaries. Available via: <https://designatedsites.naturalengland.org.uk/> [accessed September 2020]

⁵ Pendle Borough Council (2019) Authority Monitoring Report 2018/19

⁶ Pendle Borough Council (2010) Pendle Biodiversity Audit

⁷ Pendle Borough Council (2010) Pendle Biodiversity Audit

Figure 3.3 Designated nature conservation sites

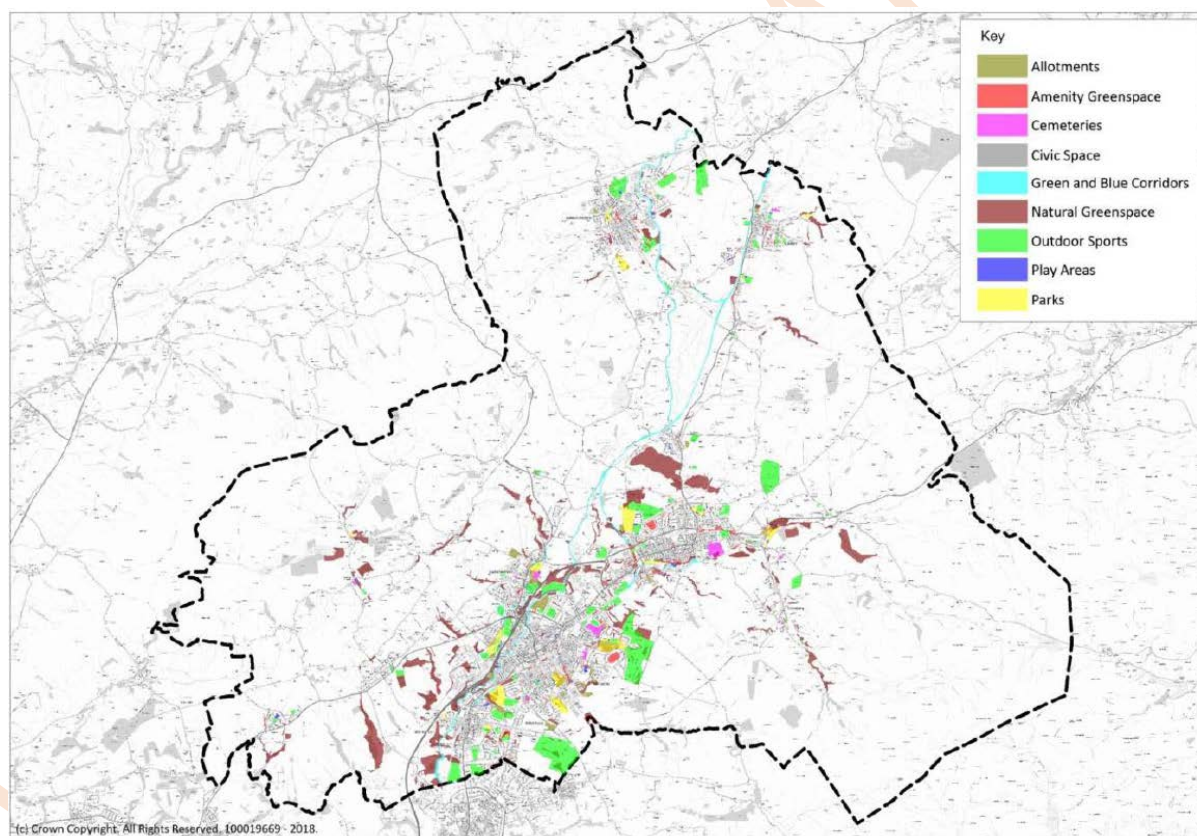


Baseline Analysis

Green Infrastructure

- 3.26 Green infrastructure encompasses all “green” assets in an authority area, including parks, river corridors, street trees, managed and unmanaged sites and designed and planted open spaces. The Lancashire Green Infrastructure Strategy (2009) sets out a sub-regional approach to the investment in green infrastructure recognising the multifunctional value of green infrastructure and the need to create new assets, where there are gaps, and to maintain or enhance existing assets to maximise the contribution they can make.
- 3.27 The Pendle Open Space Audit (2018)⁸ identified a significant number of green infrastructure assets in the Borough as part of its audit of open spaces (see **Figure 3.4**). The Audit identified a lack of quality open space across the Borough and a lack of open space in the densely populated urban areas.

Figure 3.4 Open space in Pendle



Source: Pendle Borough Council (2019) Open Space Audit

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

⁸ Pendle Borough Council (2018) Pendle Open Space Audit

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

Table 3.1 Pendle parks with Green Flag status

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

Source: Pendle AMR 2018-19 (2019)

- 3.30 In addition to the green corridor and park assets, the Forest of Bowland Area of Outstanding Natural Beauty (AONB) provides extensive, accessible quality landscapes to the west whilst a small proportion of the Lancashire Green Belt extends into the south west of the Borough within the M65 Corridor.
- 3.31 The Pendle Green Infrastructure Strategy was published in January 2019. The Green Infrastructure Strategy confirms priority areas for protection for biodiversity, recreation and landscape, and identifies opportunities for improvement and enhancement⁹. This includes the creation of green corridors through the Borough's urban areas, and the enhancement of the rural-urban fringe.

Likely Evolution of the Baseline without the Local Plan

- 3.32 Information in respect of the condition of the South Pennines SPA, SAC, SSSI suggests that the condition is unfavourable but improving. The Pendle Biodiversity Audit (2010) identified a wide variety of potential threats to the site including lack of, or inappropriate, management, recreational pressures, fire, pollution, vandalism and development. In particular the Audit notes that drainage ditches, both new and old, lower the water table and can initiate erosion and oxidation of the peat; heavy grazing can have a significant impact on mire vegetation; and the construction of wind farms and communication masts, together with their associated infrastructure can cause significant hydrological disruption. Access roads and links to the national grid via landlines or pylons may also impact on very fragile blanket bog, particularly during the construction phase.

⁹ As summarised in Figures 9.2, 9.3, 9.4 and 9.5 of the Pendle Green Infrastructure Strategy (2019).

Baseline Analysis

- 3.33 The Open Space Audit (2018) identified how the densely built up areas of Pendle, especially those within the M65 Corridor, can suffer from poor open space provision. The Core Strategy includes policy provisions to protect open space but the Local Plan Part 2 will provide the basis to identify new opportunities to address deficiencies.
- 3.34 It is reasonable to assume that without the Local Plan Part 2, existing trends would continue. However, whilst national planning policy contained in the NPPF and higher level policy in the Core Strategy would help to ensure that new development protects and enhances biodiversity, a lack of specific local policy support may result in the inappropriate location and design of development which could have a negative effect on overall biodiversity in the District. Further, opportunities may be lost to plan green infrastructure provision which could, for example, provide biodiversity enhancements through habitat creation schemes, as well as providing various wider social and health benefits to local communities.

Summary of Key Sustainability Issues

- The need to conserve and enhance biodiversity including sites with international, national and local designations for their nature conservation value.
- The need to maintain, restore and expand the Borough's priority habitats.
- The need to safeguard existing green infrastructure assets.
- The need to enhance the green infrastructure network, addressing deficiencies and gaps; improving accessibility and encouraging multiple uses where appropriate.

Population and Community

Demographics

- 3.35 At the 2011 Census, Pendle had a population of 89,452, a slight increase since the 2001 Census when the population stood at 88,845. The 2019 Mid-Year Estimates indicate that the population of the Borough had risen to 92,112 and is predicted to rise to 93,473 by 2030 (2018-based Sub-National population projections).
- 3.36 Of the total resident population, 49% are male and 51% female. The age structure of the population is relatively similar to that of Lancashire and England as a whole (see **Table 3.2**) with the percentage of people aged 0 to 15 slightly higher than that for the County and the country as a whole.

Table 3.2 Population by age group

Age Group	Pendle (%)	Lancashire (%)	England (%)
0-15 years	21	18	19
16-64 years	64	64	65
65 and over	16	18	16

Source: 2011 Census

Baseline Analysis

- 3.37 The change in population age profile between the 2001 and 2011 Census shows marked decreases in the percentage of 5-19 year olds and the working age population of 30-54 year olds (see **Table 3.3**). The decreases are significantly higher than that experienced across Lancashire, North West and England as a whole. The percentage increase in those approaching retirement age (60-64 years) is also significantly higher than that experienced at the county, regional and national levels.

Table 3.3 Percentage change in population by age group

Age	Pendle change (%)	Lancashire change (%)	North West change (%)	England change (%)
0-4	7.8	5.1	9.3	13.4
5-9	-11.9	-13.0	-10.6	-4.8
10-14	-19.4	-13.2	11.5	-4.6
15-19	-11.2	3.5	4.7	10.2
20-24	15.3	23.7	25.8	21.8
25-29	17.3	3.6	12.3	11.7
30-34	-6.9	-19.4	-13.3	-7.3
35-39	-14.0	-15.3	-13.4	-8.6
40-44	-0.5	7.4	9.3	12.3
45-49	-4.0	18.8	22.0	24.7
50-54	-8.1	-4.6	-1.3	0.5
55-59	9.6	4.7	6.8	7.6
60-64	47.0	34.1	28.3	32.6
65-69	15.6	18.5	11.9	16.4
70-74	0.1	7.8	4.8	4.9
75-79	-9.5	0.8	0.8	1.5
80-84	10.2	16.7	12.9	13.8
85-89	18.2	22.6	19.2	21.8
90+	-3.4	17.5	21.1	27.6

Source Pendle Profile data from 2001 and 2011 Census

- 3.38 Using the ONS category descriptions, the population of Pendle largely comprises White and Pakistani ethnicities (see **Table 3.4**). The proportion of White British residents (77.2%) is lower than the national average (79.8%) and significantly lower than the Lancashire average (89.7%). 17.1% of the Pendle population are of Pakistani ethnicity. This is significantly higher than the Lancashire, the North West and England averages which stand at 3.1%, 2.7% and 2.1% respectively.

Baseline Analysis

Table 3.4 Population by Ethnicity

Ethnicity	Pendle	Lancashire	England
White British	77.2%	89.7%	79.8%
White Irish	0.5%	0.6%	1%
White Gypsy	0.0%	0.1%	0.1%
White Other	2.1%	1.9%	4.6%
White and Black Caribbean	0.2%	0.4%	0.8%
White and Black African	0.1%	0.1%	0.3%
White and Asian	0.7%	0.4%	0.6%
Other Mixed	0.2%	0.2%	0.5%
Indian	0.3%	1.6%	2.6%
Pakistani	17.1%	3.1%	2.1%
Bangladeshi	0.4%	0.5%	0.8%
Chinese	0.3%	0.4%	0.7%
Other Asian	0.7%	0.4%	1.5%
African	0.1%	0.2%	1.8%
Caribbean	0.1%	0.2%	1.1%
Other Black	0.0%	0%	0.5%
Arab	0.1%	0.1%	0.4%
Other ethnic group	0.1%	0.1%	0.6%

Source: Pendle 2015 Profile data from 2011 census

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

Table 3.5 Migration in Pendle

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

Baseline Analysis

Source: ONS Local area migration ¹⁰

Deprivation

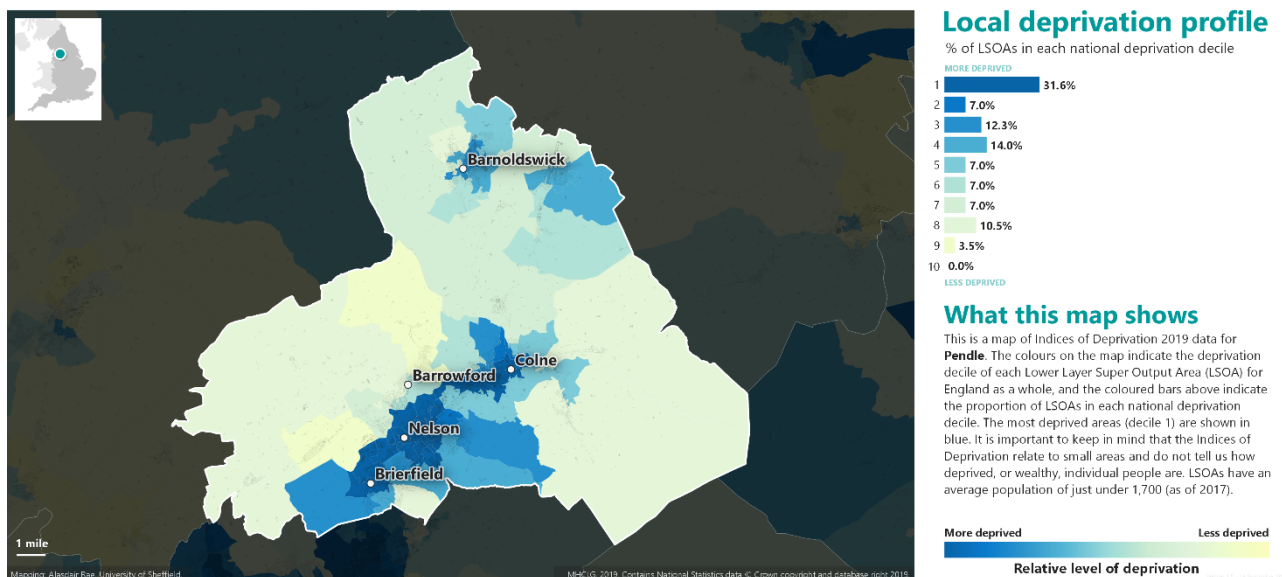
- 3.40 The English Index of Deprivation (IMD) measures relative levels of deprivation in small areas of England called Lower Layer Super Output Areas (LSOA). Deprivation refers to an unmet need, which is caused by a lack of resources such as income, employment, health, education, skills, training, and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

Figure 3.5 Pendle Indices of Multiple Deprivation

English Indices of Deprivation 2019

Ministry of Housing,
Communities &
Local Government

PENDLE



Source: English Indices of Multiple Deprivation 2019¹¹

- 3.43 Of the 18 Pendle LSOAs in the top 10% most deprived nationally, all but 4 have seen a decline in their score showing worsening levels of deprivation. Pendle 007B in the Waterside ward, is the

¹⁰ ONS Migration within the UK dataset. Available via: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datasets/localareamigrationindicatrsunitedkingdom> [accessed September 2020]

¹¹ English Indices of Deprivation Explorer. Available via: <https://imd2019.group.shf.ac.uk/> [accessed September 2020]. Hosted by the University of Sheffield.

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most deprived neighbourhood in the Borough and has seen its national ranking fall from 1,060th in 2015 to 677th in 2019 (out of 32,844 LSOAs). The second most deprived neighbourhood is Pendle 010E in the Southfield ward. Levels of deprivation recorded in this neighbourhood has seen some comparative improvement in its deprivation ranking increasing from 790th to 937th from 2015 to 2019. The Neighbourhood however remains within the 10% deprived LSOAs nationally. Particular issues affecting the Borough as identified through the IMD include health, education, skills, and training and employment. **Figure 3.5** shows the IMD profile for Pendle Borough and the concentration of deprivation within the inner urban wards of towns within the M65 corridor.

Housing

- 3.44 Pendle Borough falls within a distinct housing market with the neighbouring Borough of Burnley. Pendle's housing stock is dominated by an oversupply of terraced properties. These properties were built in the late 19th and early 20th century and often have poor thermal characteristics, no off street parking and small garden areas. This was the basis for intervention through the East Lancashire Housing Market Renewal Pathfinder between 2002 and 2011, one of nine pathfinder programmes in the country where intervention was needed to address issues associated with a weak and fragile housing market. Brierfield, Nelson and Colne fell within the pathfinder programme which aimed to address the failing housing market with low demand, low prices and poor quality housing stock.
- 3.45 In terms of housing quality, the 2011 Census identified that 6% of housing stock in the Borough has no central heating, which is the highest percentage in the North West region. This is significantly higher than experience across Lancashire as a whole (3.6%), the North West (3.1%) and within England (3.0%). The most recent Stock Condition Survey (2009) highlighted that 22.1% of the housing stock had at least one Category 1 hazard as defined by the Housing Health and Safety Rating System. This equates to approximately 8,700 properties containing hazards which will lead to illness, injury or infection. However, over the last five years 495 properties have had Category 1 hazards removed¹². In addition, 36.3% of the housing stock was classed as 'sub-decent'; this equates to in excess of 14,000 properties which fail to meet the Government's minimum standard for Housing.¹³
- 3.46 The number of dwellings in the Borough rose from 38,456 in 2001 to 39,387 in 2011, an increase of about 2.5%. In 2019 there was 40,368 dwellings in the Borough¹⁴, with 981 new dwellings completed in the Borough since 2011 (an average of 123 dwellings per annum¹⁵). Since 2015, the number of net new housing completions has increased significantly to an average of 186 dwellings per year, compared to an average of 59 dwellings per year in the first four years of the plan period (see **Table 3.6**). Despite this recent increase, average completion rates remain low when compared to the Core Strategy's annual housing requirement of 298 homes per year.
- 3.47 However, since the start of the plan period 1,062 empty homes have also been reoccupied. When the total of new dwellings is combined with reoccupation of long term empty properties (a significant source of supply in the Borough and targeted by the Council in recent years) the total

¹² Pendle Borough Council (various) Performance Indicator Reports. Available via: http://www.pendle.gov.uk/info/20085/performance_and_statistics/221/performance_indicator_reports [accessed December 2016]

¹³ Stock Condition Survey (2009) referenced in the Pendle Borough Council (2013) Housing Renewal Policy

¹⁴ MHCLG live tables on dwelling stock including vacant dwellings. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

¹⁵ Pendle Borough Council (2019) 5YHLS Statement.

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housing provision provided in Pendle is much higher but still remains below the annualised requirement with a cumulative under supply of 341 dwellings over this period.

- 3.48 The number of long empty homes (those vacant for six months or more) stood at 708 in October 2019. This is a considerable reduction on the number in 2011 (1,575).¹⁶

Table 3.6 Net additional dwellings in Pendle

Year	Net Housing Delivery	Reoccupation of long-term empty homes	Total provision	Cumulative Shortfall ¹
2011/12	61	195	256	-42
2012/13	30	369	399	59
2013/14	63	184	247	8
2014/15	83	-9	74	-216
2015/16	127	131	258	-256
2016/17	168	-44	124	-430
2017/18	139	82	210	-518
2018/19	310	154	464	-341
Total	981	1,062	2,032	-518

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

- 3.49 The average household size in Pendle is similar to the rest of Lancashire and England as a whole and has decreased slightly from 2.48 persons per household in 1991 to 2.33 in 2011. In terms of tenure, **Table 3.7** highlights that the percentage of owner-occupied households in the Borough is slightly above the national average but below that for Lancashire as a whole. The Borough has a lower proportion of Council renting and lower levels of housing association properties but a higher proportion of privately rented property.

Table 3.7 Housing tenure

Tenure	Pendle (%)	Lancashire (%)	England (%)
Owner- occupied	68.5	71.0	63.3
Shared ownership	0.2	0.5	0.8
Rented from council / housing association	11.6	12.1	17.7
Private / other rented	18.1	15.1	16.8
Living rent free	1.6	1.3	1.3

Source: ONS (2011) 2011 Census – Tenure

- 3.50 In Pendle, house prices are significantly higher in the rural areas and the West Craven Towns than the M65 Corridor. At January 2020, the average (mean) house price was £104,316¹⁷. This is around 45% of the national average which stands at £232,929. Detached properties sold for an average of £198,122, semi-detached for £129,524, and terraced properties for £89,141. 61.5% of

¹⁶ Pendle Borough Council (2019) 5YHLS Statement.

¹⁷ UK House Price Index <http://landregistry.data.gov.uk/app/ukhpi> [accessed December 2016]

Baseline Analysis

households in Pendle were in Council Tax Band A (the lowest Council Tax value), compared to 41% in the North West and 24% nationally¹⁸.

- 3.51 In terms of affordability, in 2019, the affordability ratio in Pendle was 4.40. This is significantly lower than the national (7.7) or regional (5.86) average. The overall change experienced in the affordability ratio since 2011 has been limited, increasing from 3.8 in 2011. Over this 8-year period however, the affordability ratio has remained relatively stable at 3.86. In 2019 the lower quartile house price to earnings ratio was 3.52 in Pendle compared to 5.48 in Lancashire and 7.06 nationally.
- 3.52 From this data it is clear that the cost of housing in Pendle is significantly more affordable than the national average. This positively impacts on the ability of some of the population to buy their own home and has been recognised nationally. In 2012, the Halifax Quality of Rural Life survey recognised Pendle as the most affordable rural location to buy a home in Britain. However, despite this, the Pendle Housing Needs Assessment 2019 indicates that there is a shortage of affordable housing in the Borough, particularly within the M65 Corridor where the average household income is significantly below the remainder of the Borough.
- 3.53 In the first five years of the Core Strategy plan period, 28% of gross new housing development delivered (274 dwellings) has been affordable. In 2015/16 development on three housing association sites (two in Barnoldswick and one in Colne) saw the completion of 74 properties for affordable rent¹⁹. The level of affordable housing provision is below the SHMA's aspiration target of 40% but progress is being made to meeting the affordable housing need.

Economy

- 3.54 The Integrated Economic Strategy for Pennine Lancashire 2009-2020²⁰ identifies that the sub region (comprising the Boroughs of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale) is an area with a long and proud industrial heritage. Having been central to the industrial boom of the 19th and early 20th centuries, the area has experienced continued decline of its staple industries, which reflects the trend nationally. However, during that time there has also been economic diversification. Today Pennine Lancashire remains a strong manufacturing area, with many examples of leading cutting-edge businesses including Rolls Royce in Barnoldswick. Aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all featuring strongly in the make-up of the area's economy.
- 3.55 Average gross weekly pay for full-time workers residing in the Borough in 2019 was £536.40. This was lower than the average for the North West region (£555.80) and significantly lower than for Great Britain as a whole (£587). At January 2020, 3.6% of the Borough's population were claiming Job Seekers Allowance. This is consistent with the regional average but higher than the national percentage of 2.9%.²¹
- 3.56 The latest Nomis labour market statistics show that for the period April 2019 to March 2020, 77.0% of the population was economically active, which is slightly below both the North West (78.1%) and national (79.1%) figures. Pendle has a significantly lower than average number of

¹⁸ Dwelling stock by council tax band, Lancashire County Council, March 2019

¹⁹ Pendle Borough Council (2016) Annual Monitoring Report 2015/16

²⁰ Pennine Lancashire Leaders and Chief Executives (2008) An Integrated Economic Strategy Pennine Lancashire 2009-2020

²¹ Nomis Statistics. Available via: <https://www.nomisweb.co.uk/reports/lmp/la/1946157096/report.aspx> [accessed September 2020] Pre-Covid Data considered only.

Baseline Analysis

people employed in occupations in the socio-economic classification (SOC) 2010 major groups 1-3 (33%) than the regional (44.1%) and national average (48%). Conversely Pendle has a higher than average number of people employed in SOC 2010 group 5 'Skilled Trades' (19.2%) and (SOC) Major Group 8-9 (19.1%) reflecting the Borough's manufacturing economic base. **Table 3.8** below shows the breakdown by Major Groups.

Table 3.8 Employment by occupation

Occupation	Pendle (%)	North West (%)	Great Britain (%)
Soc 2010 Major Group 1-3 1. Managers and Senior Officials 2. Professional Occupations 3. Associate Professionals & Technical	33.0	44.1	48
Soc 2010 Major Group 4-5 4. Administrative & Secretarial 5. Skilled Trades Occupations	29.8	20.5	19
Soc 2010 Major Group 6-7 6. Caring, Leisure and Other Service Occupations 7. Sales and Customer Service Occupations	18.1	17.7	16
Soc 2010 Major Group 8-9 8. Process Plant & Machine Operatives 9. Elementary Occupations	19.1	17.7	16

Source: NOMIS (2019) Labour Market Profile – Pendle April 2019 – March 2020

- 3.57 Pendle has a significantly higher number of people who work in the manufacturing sector than the regional and national average with around one third (30%) employed in this sector. The regional average is 9.6% whilst for Great Britain as a whole it is 8.1%. The other significant sectors are: Wholesale and retail trade, repair of motor vehicles and motorcycles which comprise 16.7% of the workforce; Human health and social work activities (9.1%); and education (9.1%). Nomis Statistics²² show that 87.8% of enterprises in Pendle are micro (with 0-9 employees), which is slightly lower than the equivalent figure for the North West region (88.3%). The number of large enterprises (250+ employees) amounts to 0.5% of all enterprises, which is slightly higher than the equivalent figure for the North West region (0.4%).
- 3.58 The Jobs and Growth Strategy for Pendle (2013) identifies that addressing the lack of industrial land in the Borough is key to achieving economic prosperity. In the monitoring year 2017/18 8,496sqm of new employment floorspace was created in the Borough²³. Employment land delivery has not been consistent since 2011 but the level of employment development in 2017/18 was higher than in the previous monitoring year (2014/15) as shown by **Figure 3.6** below. The majority of the new floorspace created during the period was for B2 use (General Industrial) (93%) with the remainder being split fairly equally between B1 Office (4%) and B8 Storage and Distribution (3%). In addition to new completions, the Pendle Employment Land Review (2014) identified a number of key employment sites in the Borough:
- Lomeshaye Industrial Estate, Nelson with 118 units on a 51 hectare site;
 - White Walls Industrial Estate, Colne with 30 units on a 26 hectare site;

²² Nomis Statistics. Available via: <https://www.nomisweb.co.uk/reports/lmp/la/1946157096/report.aspx#tabidbr> [accessed September 2020] Pre-Covid Data considered only

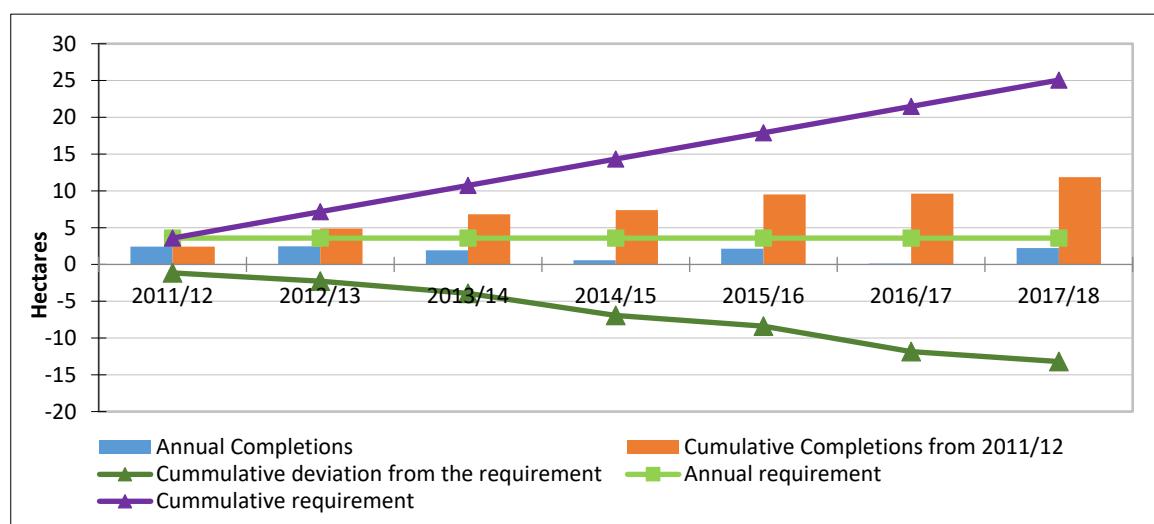
²³ Pendle Borough Council (2018) Annual Monitoring Report 2017/18

Baseline Analysis

- West Craven Business Park, Earby with 8 units on a 9 hectare site; and
- Riverside Business Park with 21 units on an 11 hectare site.

3.59 The Core Strategy also includes a 16 hectare strategic employment site at Lomeshaye.

Figure 3.6 Employment land take-up in Pendle



Source: Pendle Borough Council (2018) Annual Monitoring Report 2017/18

3.60 Tourism provides an increasingly important contribution to the local economy. There are currently around 40 visitor attractions in the district and a similar number of accommodation providers. The total number of jobs supported by tourism increased from 1,397 in 2011 to 1,657 in 2018. Over 2.8 million tourists visited the area in 2018. Visitor economic impact on the Pendle totalled £130.4 million.²⁴

Skills and Education

3.61 The decline of traditional industries such as manufacturing and the lack of economic opportunities can discourage people from attaining higher educational qualifications and therefore hinder development of skills within the Borough. **Table 3.9** illustrates that compared with the North West region and the national (Great Britain) average, levels of educational attainment in Pendle are lower than regional and national averages, and at some levels significantly so. For the period January to December 2019, the educational attainment of pupils within the Borough at the end of Key Stage 4 (GCSE or Equivalent) achieving 5+ A* - C (NVQ 2 and above) was 59.6%, which is significantly lower than the regional average of 74.5% and the national average of 75.6%. Whilst the attainment of higher qualifications in the Borough is improving, there is evidence of increasing disparity with a higher level of people without any qualifications.

3.62 There are currently 37 primary and 6 secondary schools in the Borough. Additionally there is one further education college (Nelson and Colne College). Development in the Borough is likely to require investment in primary school provision. The Pendle Infrastructure Strategy (2014)

²⁴ Lancashire STEAM Tourism Economic Impacts Summary (2014) available via:

<http://www.marketinglancashire.com/dbimsgs/Marketing%20Lancashire%20%20STEAM%202014%20-%20Summary%20-%20Final.pdf> [accessed December 2016]

Baseline Analysis

identifies that primary school capacity has been identified as a particular issue in parts of Nelson. The projected increase of primary school age children could also see issues in Colne before the end of the plan period.

Table 3.9 Level of qualification obtained

Level	Pendle (%)	North West (%)	Great Britain (%)
NVQ 4 and above	28.4	32.1	40.3
NVQ 3 and above	44.0	55.2	58.5
NVQ 2 and above	59.6	74.5	75.6
NVQ 1 and above	73.5	85.0	85.6
No qualifications	20.1	8.7	7.7

Source: Nomis (2016) Qualifications January 2019 – December 2019.

Community Facilities and Services

- 3.63 The Core Strategy contains the hierarchy for retail provision. These centres are the most sustainable for service development. The Retail Hierarchy is shown in **Figure 3.7** below and reflects the evidence in the Pendle Sustainable Settlements Study (2008)²⁵ and Pendle Retail Capacity Studies²⁶.

Figure 3.7 Retail hierarchy in Pendle

Town Centres	
M65 Corridor	West Craven Towns
• Nelson	• Barnoldswick
• Colne	
Local Shopping Centres	
M65 Corridor	West Craven Towns
• Brierfield	• Earby
• Barrowford	

In Rural Pendle the provision of new retail facilities, to meet an identified need, will be encouraged. In the first instance rural retail provision should be located in one of the Rural Service Centres (Fence, Trawden, Foulridge and Kelbrook). Where this is not possible the re-use of existing buildings or development on a site within a Rural Village may be considered.

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

- 3.64 Nelson, Colne and Barnoldswick are considered to have the widest range of services and facilities in the Borough. Nelson and Colne are the most accessible centres in the Borough, with Nelson having a public transport interchange and Colne being served by both a bus and railway station. Barnoldswick, which is not on an 'A' classified road or rail line is less well served by public transport and may be considered to be less accessible. However, its functional role as a town centre is vital in providing services to the local population in the West Craven area. Local Shopping Centres of Brierfield, Barrowford and Earby play a supporting role to the three town centres, providing the everyday retail and service needs for their respective populations. The Rural Service

²⁵ Pendle Borough Council (2008) Sustainable Settlements Strategy

²⁶ Pendle Retail Capacity Study (2007 and 2012 update)

Baseline Analysis

Centres act as hubs for the surrounding smaller villages, hamlets and farmsteads and wider rural areas. The Pendle Sustainable Settlements Study (2008) highlighted that many of the rural villages also offer a limited retail function, primarily to meet the needs of their local community and tourists.

- 3.65 The Pendle Infrastructure Strategy (2014) identified that urban areas of Nelson (including Brierfield), Colne, and Barnoldswick have access to a range of services and facilities including a range of employment areas, GPs, hospitals, further education, primary schools, secondary schools and supermarkets and supported by a range of infrastructure to support sustainable communities. The Strategy also identifies that within the rural areas of Pendle there are varying levels of accessibility to services but in general terms the rural areas are fairly well served in terms of access to primary level education.

Likely Evolution of the Baseline without the Local Plan

- 3.66 The Borough's population is projected to increase to 93,473 by 2030 using most recent subnational population projections. The Core Strategy strategic housing requirement identified a need to deliver 298 new dwellings per annum, although past build out rates over the first five years of the plan, including the empty stock brought back into use, has left a shortfall in delivery of new homes against this target.
- 3.67 The adopted Core Strategy includes a number of policies to help ensure the delivery of new housing and it could therefore be reasonably assumed that this would help to deliver some new housing in absence of the Local Plan Part 2. However there would be a risk that sites would not be provided in the most sustainable locations without detailed development management policies to guide development and specific site allocations. The allocation of specific sites would also undoubtedly help to accelerate delivery by offering certainty and a choice of available, suitable and deliverable sites to developers. Existing policies such as established settlement boundaries may become out-of-date increasing pressure to develop greenfield land.
- 3.68 The sub-regional Pennine Lancashire Housing Strategy (2009)²⁷ aims to meet the housing, health and support needs of residents and vulnerable people; promoting better services with greater choice and accessibility that are fully integrated into local communities. The sub-regional Pennine Lancashire Integrated Economic Strategy (2009) and regional Lancashire Strategic Economic Plan (2014) rely on provision of appropriate housing and employment to meet their aims. The delivery of employment land is a key driver and without specific allocations sites might not come forward within the Borough.
- 3.69 The absence of a Local Plan Part 2 for the Borough would not halt the delivery of housing, employment and community facilities and services as policies in the adopted Core Strategy would help to deliver new development and the presumption in favour of sustainable development in the NPPF would apply. However, without specific and detailed local policy relating to (in particular) the quantum, type and location of new development and any specific policy requirements, the extent to which new development meets the needs of Pendle's communities and businesses would be more uncertain as (to a large extent) the key decisions over where development is located would be left solely to the market. This could (inter alia) undermine the potential for new development to help address shortfalls in affordable housing, tackle deprivation, deliver community facilities and services and boost local economic and skills development. Further, the lack of more detailed local planning policy could result in the

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

Baseline Analysis

objectives of other plans and programmes, including the Pennine Lancashire Housing Strategy, Pennine Lancashire Economic Strategy and the Lancashire Strategic Economic Plan, being unfulfilled.

Key Sustainability Issues

- The need to enable housing growth and plan for a mix of accommodation to suit all household types.
- The need to make best use of and improve the quality of the existing housing stock in the inner urban areas of the Borough, in particular recognising the high number of terraced houses of poor quality.
- The need to bring forward key employment sites, achieve economic growth and diversify the local economy in a sustainable manner that protects the environment whilst allowing social and economic progress that recognises the needs of all people.
- The need to fulfil the aims of sub-regional Pennine Lancashire Housing Strategy (2009), Pennine Lancashire Integrated Economic Strategy (2009) and the Lancashire Strategic Economic Plan (2014).
- The need to increase local employment opportunities in order to reduce the gap between the number of households in the Boroughs' settlements and the availability of local jobs.
- The need to address deprivation. Although a number of areas have improved in terms of deprivation since 2010 there are still significant pockets of deprivation in the Borough and overall the Borough is in the top 15% of the most deprived nationally.
- The need to promote social cohesion, recognising the diversity of Pendle's communities.
- The need to increase educational attainment and skills in the local labour force.
- The need to maintain and enhance the vitality of the Borough's town centres and local shopping centres, villages and rural areas.
- The need to safeguard existing community facilities and services and ensure the timely delivery of new facilities to meet needs arising from new development.
- The need to support and grow tourism in the Borough, recognising the emergent importance of this sector to the local economy.

Health and Wellbeing

Health

- 3.70 The 2019 Health Profile for Pendle produced by Public Health England²⁸ highlights that the health of the Borough's population is generally worse than the average across England. Life expectancy for both men and women is lower than the England average. There is also a marked difference in life expectancy across the Borough. Life expectancy is 10.8 years lower for men and 6.4 years lower for women in the most deprived areas of Pendle than in the least deprived areas.

²⁸ Available via: <http://fingertips.phe.org.uk/profile/health-profiles/> name [accessed September 2020]

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- 3.71 In 2019, 62.1% of adults and 22.8% of (Year 6) children were classified as overweight or obese. The rate of alcohol related harm hospital stays was 597 (per 100,000 population), less than both the regional and English average. The rate of self-harm hospital stays was 186 (per 100,000 population) again both less than the regional and English average. The rate of TB is higher than average. The rate of sexually transmitted infection is lower than average. Estimated levels of adult physical activity are above the regional and English averages.
- 3.72 Priorities in Pendle include health inequalities, mental health and wellbeing, and improving health outcomes for children and young people. The Lancashire Health and Wellbeing Strategy²⁹ notes that at the County level, although fewer people are now smoking tobacco, smoking rates among manual labour social groups remain static. Alcohol consumption and obesity are increasing, putting increasing demands on health and social care services. Patterns of drug use are also changing, with evidence of increases in the proportion of people misusing a combination of different drugs and alcohol within a recreational context.
- 3.73 The Pendle Infrastructure Strategy (2014) identified eleven GP surgeries/ Primary Care Service locations across the Borough, seven of which are in the towns within the M65 corridor. GP to patient ratios for the sub-region (covered by the East Lancashire Clinical Commissioning Group (CCG)) indicate that there are 1,702-1,970 patients per one full-time equivalent GP.³⁰

Open Space

- 3.74 The provision of open space, sports and recreational facilities can play a significant role in the promotion of healthy lifestyles. The Council produced an Open Space Audit in 2018 and Biodiversity Audit in 2010. The Open Space Audit identified that:
- There were 246 identified woodland open space sites cover 336 hectares of land either within, or within 300 metres of the defined settlement boundaries in Pendle;
 - A total of 36 natural greenspace sites cover 194 hectares of land, approximately 18% of the total open space provision in Pendle;
 - Both the Leeds and Liverpool Canal, and the track-bed of the former Colne-Skipton railway line, provide well established linear green corridor routes. A total of 33 sites have been classified as green corridor open space contributing 89ha to the overall open space provision;
 - A total of 58 allotments have been identified and these cover nearly 36 hectares in total in Pendle;
 - Nearly 36% of all open space sites in Pendle are under 0.2 hectares in size. However, despite their number these sites account for less than 3% of the overall open space resource in the Borough;
 - Sites up to 2.0 hectares in size account for nearly 80% of all open space sites but only provide just over one quarter of total coverage;
 - Sites are not necessarily accessible to all members of the public. The vast majority of sites surveyed offer either general or de facto public access. Access to the remaining sites is

²⁹ Lancashire County Council (2014) Lancashire Health and Wellbeing Strategy

³⁰ Findings from a combination of GP workforce census data published in early 2014 and October data on patient populations from the Health and Social Care Information Centre – taken from GP Online. Available via: <http://www.gponline.com/exclusive-huge-variation-gp-patient-ratio-across-england-revealed/article/1327390> [accessed January 2017]

Baseline Analysis

however restricted to particular groups of residents, clients, employees, school or college pupils. Together these private sites account for nearly 206 hectares of open space, equating to nearly 20% of the total land provision;

- The largest open space sites, those of over 20 hectares, comprise the Borough's golf courses (Marsden, Colne and Nelson), Foulridge Reservoirs and Spurn Clough Biological Heritage Site in Reedley.

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

Crime

- 3.76 The strategic priorities identified in the Pendle Sustainable Community Strategy³¹ includes reducing the fear of crime and making Pendle a place where people feel safer and crime continues to fall. The Strategy notes that Pendle generally has low levels of recorded crime but the fear of crime remains a key issue.
- 3.77 The Strategy notes that crime is often fuelled by factors such as poverty, poor housing and low educational attainment. Crime patterns vary across Pendle and crime rates tend to be higher within the most disadvantaged areas and can be two or three times higher than in our other wards. The total recorded crime rate in Pendle for 2019/20 (pre-lockdown) is lower than the Lancashire average at 97 per 100,000. Pendle alongside Blackburn with Darwen, Blackpool and Rossendale rank in the top worst 10% for non-residential burglary.

Table 3.10 Calls to emergency services and total recorded crime

	Pendle (Rate per thousand)	Lancashire (Rate per thousand)
Calls to the Police	317.1	354.3
Calls to the Ambulance Service	130.9	146.4
Calls to the Fire & Rescue Service	7.9	9.2
Total Recorded Crime	54.3	63.0

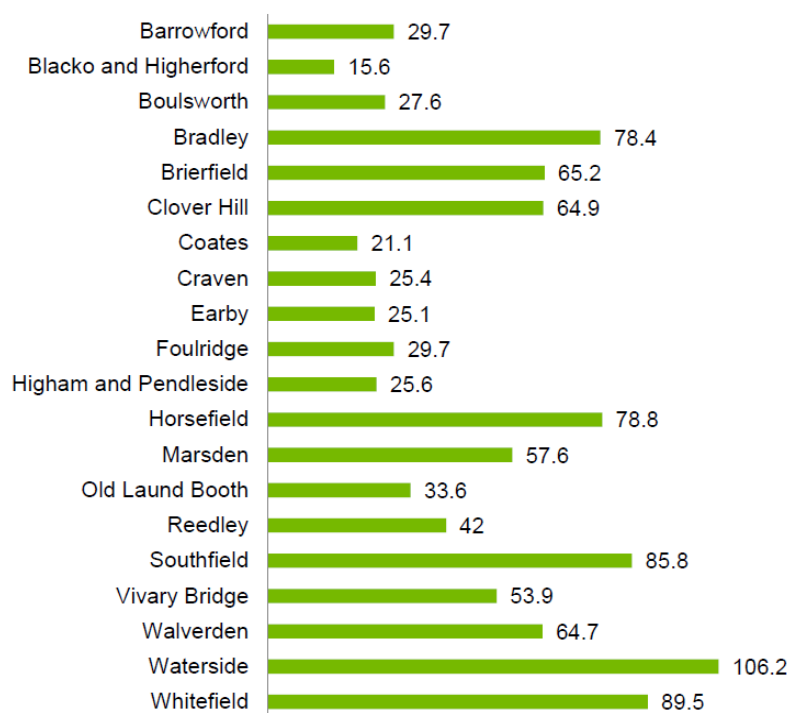
Source Pendle Profile (2015) from Lancashire MADE database 2014/15

- 3.78 Recorded crime rates vary significantly across the Borough and generally reflect the urban/rural geography of the Borough with higher rates experienced in the urban areas. The highest total recorded crime is in Waterside ward (Colne) where there were 106 recorded crimes for every 1,000 people in the ward between August 2014 and July 2015 with the lowest crime rate being found in the rural ward of Blacko and Higherford where only 15.6 crimes were recorded for every 1,000 people.

³¹ Our Future, Our Pendle: Sustainable Community Strategy for Pendle 2008-2018

Baseline Analysis

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



Lancashire MADE Crime Database 2014/15

Source: Pendle Profile (2015)

Likely Evolution of the Baseline without the Local Plan

- 3.79 It is difficult to predict how health in the area will change over time. However, it is likely that the growth in the percentage of population approaching retirement age in the Borough will increase demand for health services in the future. Planning policy can facilitate the promotion of healthy lifestyles by (inter alia) safeguarding existing open space and recreational facilities and addressing deficiencies. Local planning policy can also help to ensure the future provision of health facilities and services to meet local needs and ensure that new development does not give rise to adverse impacts on human health. It can also seek to locate development within walking and cycling distance of services and facilities.
- 3.80 The Core Strategy provides policy to support the provision and enhancement of open space and sets out the framework for the Local Plan Part 2 to (inter alia) identify Local Green Spaces, which are of particular importance to the local community, within the Borough. Without the Local Plan Part 2, Local Green Spaces will not be delivered in the Borough.
- 3.81 Future rates of crime are dependent on a complex range of socio-economic factors. The Core Strategy already recognises the importance of design by (inter alia) sustaining or improving the quality, appearance and character of the public realm by: “seeking to design out the opportunity for crime and anti-social behaviour and encourage natural surveillance”. Notwithstanding this, further detailed policy and site allocations within the Local Plan Part 2 could support crime reduction through, for example, the specific requirement for high quality design that seeks to create safe and secure communities.

Baseline Analysis

Key Sustainability Issues

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

Transport and Accessibility

Transport Infrastructure

- 3.82 The Pendle Infrastructure Study (2014)³² provides comprehensive information of the transport infrastructure in the Borough. This has been drawn on heavily for this section. The M65 Motorway provides the main transport corridor through the Borough. The M65 Motorway runs between the boundary with Burnley within the south of the Borough to Colne (Junction 14). It is managed by Lancashire County Council. In addition to the M65, the key strategic road network consists of the single carriage way A56, A682 and A6068. The A682 and A56 run in a north-south direction from Burnley through Barrowford and Colne, and towards Gisburn and Skipton respectively. The A6068 runs east-westwards through the North Valley of Colne towards Keighley and Padiham.
- 3.83 The Pendle Infrastructure Study (2014) notes that a key issue for the Borough is congestion on east-west routes through Colne. Since the closure of the railway north of Colne in the early 1970s the single carriageway A682, A56, and A6068 take much of the traffic which transports goods and people between Lancashire and Yorkshire. Strategic routes are highly congested at peak times particularly along the North Valley in Colne and along the A56 through the villages of Foulridge, Kelbrook and Earby. The following areas have been identified as the main congestion hotspots in the Borough:
- Vivary Way / North Valley corridor;
 - M65 junction 13 north bound off slip road;
 - Albert Road/ Church Street, Colne;
 - Gisburn Road, Barrowford; and
 - Whitewalls Drive / Burnley Road roundabout.

³² Pendle Borough Council (2014) Pendle Infrastructure Study

Baseline Analysis

- 3.84 With regards to future highways improvements, the Lancashire Local Transport Plan (LTP3)³³ indicates that Lancashire County Council will spend £25.27m on highways and transport services in Pendle up to 2021 and that this will be targeted at:
- Improving east-west and north-south connections and links into Central Lancashire and Manchester; and
 - Improving the quality of public transport infrastructure and services serving the district.
- 3.85 In addition, the East Lancashire Highways and Transport Masterplan (2014)³⁴, published in February 2014, shows a number of routes for a proposed bypass west of Colne to Foulridge. It demonstrates the need for a bypass and outlines the economic benefits it will bring to the area.
- 3.86 With regards to public transport, Northern Rail maintains three railway stations in Pendle at Brierfield, Nelson and Colne. An hourly rail service runs from the terminus at Colne to Burnley, Blackburn, Preston (with connections to the West Coast Mainline) and Blackpool. The Bus-Rail Interchange in Nelson, which opened in 2008, provides direct connections between rail and bus services. The Pendle Infrastructure Study (2014) notes that there are no direct Rail services to the major centres of Manchester, Leeds, or Bradford which is a key transport issue (see **Figure 3.9** for connectivity across the wider sub-region). Existing services are also infrequent and have suffered problems with reliability. The Nelson Interchange is considered to have improved facilities in Nelson but Colne station suffers from poor links with the town centre.
- 3.87 The reinstatement of the Colne-Skipton railway line scheme is supported in the long term (2019-2029) in the Lancashire and Cumbrian Rail Utilisation Strategy³⁵ if funding can be secured. If reinstated, the line would allow services from Burnley Central to go to Leeds (either directly or via a change at Skipton) thereby significantly reducing journey time by public transport between Nelson and Colne and Leeds, and offers potential strategic relief to capacity issues identified on existing trans Pennine routes. The Pendle Infrastructure Study (2014) notes that Lancashire County Council also supports the scheme in principle but there are concerns over the cost implications. Costs of £42-80m have been quoted depending on whether the scheme offers a single or double track alignment and service frequency.
- 3.88 Local bus services run from the main towns of Nelson and Colne to the rural settlements with a minimum hourly service. A half hour service runs between Higherford, Nelson and Burnley. The service along the A682 between Colne and Burnley offers a high frequency service at intervals of up to 7 minutes. The Witch Way operates some morning only services between Nelson and Manchester with connections available to wider services at Burnley Bus Station. Mainline services offer direct links between Pendle and many towns in Pennine Lancashire with routes extending to Skipton, North Yorkshire and Keighley, West Yorkshire. This includes the hourly Wizz service which operates between Burnley and Skipton via Colne, Kelbrook and Barnoldswick.

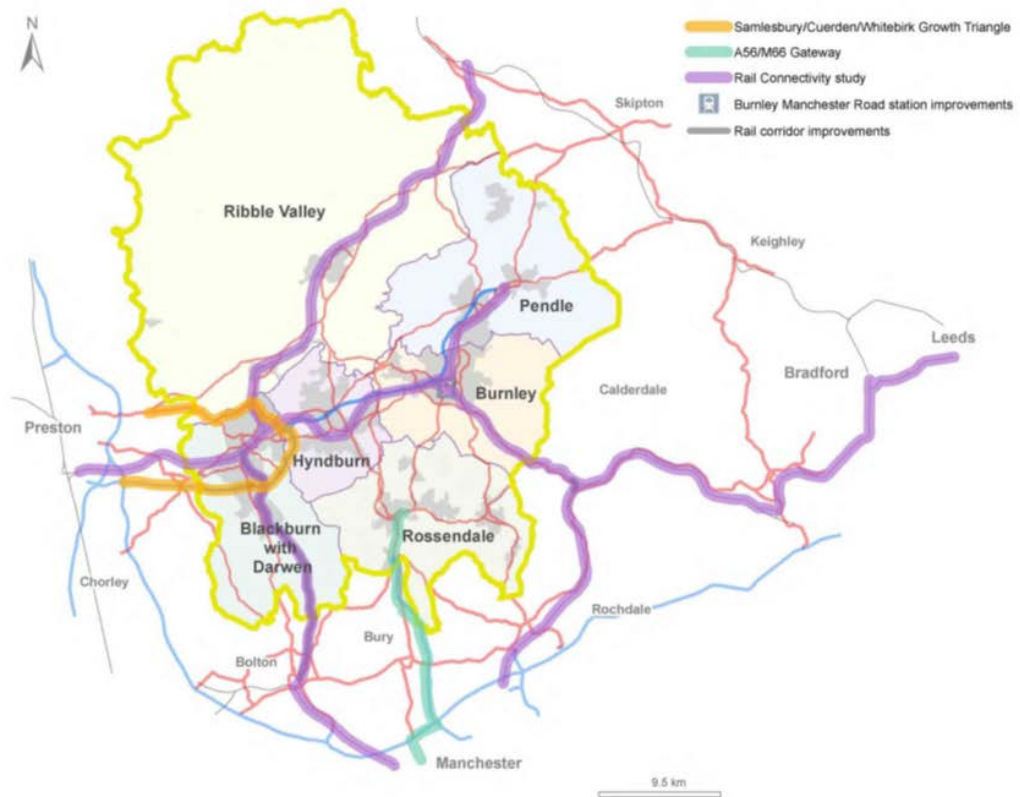
³³ Lancashire County Council (2011) Local Transport Plan (LTP3): A Strategy for Lancashire 2011-2021

³⁴ Lancashire County Council and Blackburn with Darwen Borough Council (2014) East Lancashire Highways and Transport Masterplan 2014 – 2021

³⁵ Network Rail (2008) Lancashire and Cumbria Route Utilisation Strategy

Baseline Analysis

Figure 3.9 Connectivity in East Lancashire and the wider area



Source: East Lancashire Transport Highways and Transport Masterplan

- 3.89 The Pendle Infrastructure Study (2014) notes that bus links outside of the Pendle-Burnley corridor are poor with journeys to nearby centres such as Blackburn considered long, infrequent and requiring one or more changes. Passenger numbers on local services have been declining and this has led to some streamlining of services to match demand. This may result in decreased levels of accessibility for those members of the population who rely on local bus services such as the elderly or disabled.
- 3.90 Providing opportunities for walking and cycling within the Borough is key to promoting sustainable forms of transport and reducing levels of congestion (as well as providing opportunities for healthy living and green infrastructure improvements). There are cycle paths serving Whitewalls Industrial Estate, high schools on the west side of Colne, Nelson and Colne College, West Craven Business Park in Earby and Lomeshaye Industrial Estate from the north. There is a contraflow cycle lane on Leeds Road in Nelson town centre. The Pendle Cycling Strategy³⁶ seeks to promote Pendle as a centre for cycling. The Strategy supports an increase in cycling in the Borough by supporting the development of safer, quiet routes to school and the workplace for health and wellbeing, promoting cycling as a recreation activity, and the role of cycling in tourism.

³⁶ Pendle Borough Council (2016) Pendle's Cycling Strategy 2016-21

Baseline Analysis

Movement

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

Table 3.11 Distance travelled to work

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

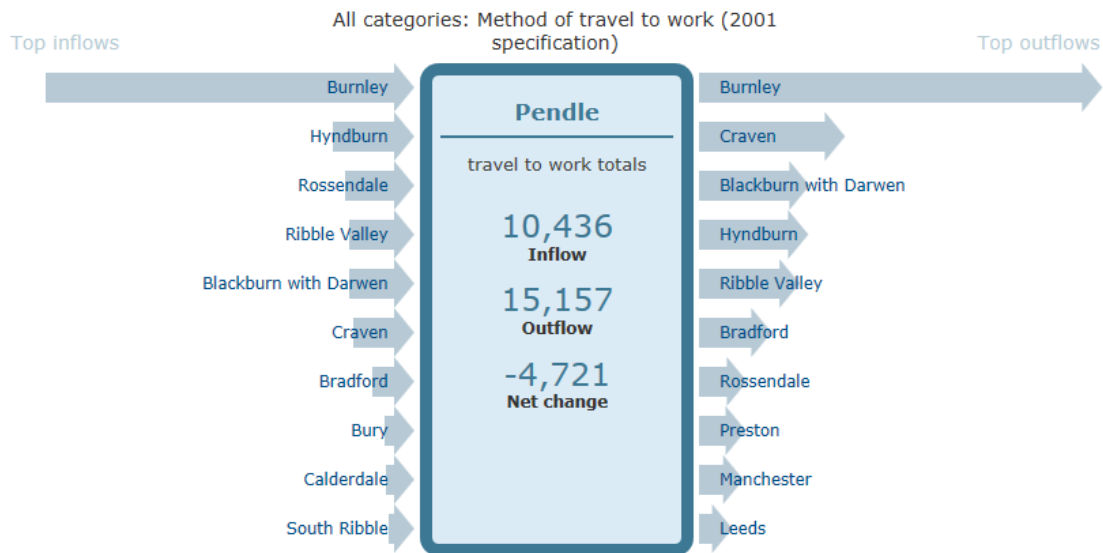
Source: ONS (2001) *Census 2001*; ONS (2011) *Census 2011*.

- 3.92 Overall, Pendle has a net outflow of 4,725 commuters with 10,432 coming into the Borough to work and 15,157 commuting out of the Borough to work (see **Figure 3.10**). The close links between Burnley and Pendle are reflected in the fact that at the time of the 2011 Census, 5,159 commuters travel between Pendle to Burnley, and 4,692 come into the Borough from Burnley. The second highest number of commuters out of the Borough is to Craven District where 1,713 commuters journey to work whilst only 596 come into the Borough³⁷. Commuting to the cities of Manchester and Leeds is significantly lower with a net outflow of 287 to Manchester and 134 to Leeds respectively. Journeys to work are therefore relatively contained within the immediate sub region and to neighbouring Yorkshire authorities.

³⁷ Census 2011 data available from http://www.nomisweb.co.uk/census/2011/all_tables?release=OD.1 [accessed December 2016]

Baseline Analysis

Figure 3.10 Workplace destinations



Source: NOMIS (2014) Location of usual residence and place of work by method of travel to work.³⁸

Likely Evolution of the Baseline without the Local Plan

- 3.93 An increase in population and households in the Borough will in-turn generate additional transport movements. Based on existing trends, the majority of these movements are likely to be by car with a continuation of (net) out-commuting but also some in-commuting. This could result in increased pressure on the local road network and public transport infrastructure. In this regard, there may be further congestion issues exacerbated by new development in the Borough.
- 3.94 The Lancashire Local Transport Plan (LTP3) sets the framework for improvements to the transport infrastructure network in the Borough specifically: improving east-west and north-south connections and links into Central Lancashire and Manchester; and improving the quality of public transport infrastructure and services serving the district. The LTP3 would be expected to help deliver transport improvements and promote transport modes other than the private car. In addition the sub-regional East Lancashire Highways and Transport Masterplan 2014 – 2021 includes a range of measures, including routes for a proposed bypass from Colne to Foulridge. The Core Strategy includes policy to support these objectives and specifically supports the provision of a strategic road link towards Yorkshire (the A56 bypass) as well as reinstatement of the Colne to Skipton railway line. In this context, it would be expected that some transport improvements would be delivered independently of planning policy contained within the Local Plan Part 2.
- 3.95 The spatial strategy in the adopted Core Strategy promotes access to existing walking and cycling routes and the delivery of housing in accessible locations. However, without the Local Plan Part 2 there would be a significant policy gap with regard to the location of future growth and no site specific allocations for employment and housing development. This gap could result in development being located in areas that are not well served by community facilities, services and jobs thereby leading to an increase in transport movements. Allied to this, opportunities may be

³⁸ Available via: <https://www.nomisweb.co.uk/census/2011/WU03UK/chart/1132462234> [accessed December 2016]

Baseline Analysis

missed to support the strategic approach to investment in transport infrastructure that reflects the priorities of the LTP3 and East Lancashire Highways and Transport Masterplan and responds appropriately to the Borough's wider objectives in respect of growth and environmental protection and enhancement.

Key Sustainability Issues

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

Land Use, Geology and Soil

Land Use

- 3.96 **Table 3.12** illustrates the key land uses in Pendle Borough (as at 2005) and highlights that the overwhelming majority (88%) of the Borough is classified as green space. This reflects the largely rural nature of the Borough outside of the M65 corridor.
- 3.97 Government policy set out in the NPPF encourages the effective use of land by re-using land that has been previously developed. The majority (61%) of all new homes completed in the Borough during the 2017/18 monitoring period was on previously developed land (PDL) (often referred to as brownfield land)³⁹. Since the start of the plan 74% of new homes have occurred at PDL sites. This shows that brownfield sites in the Borough are still successfully being regenerated following the end of the Housing Market Renewal Pathfinder (although these figures include some change of use as well as redevelopment of brownfield sites). However, since 2015/16 the amount of new homes completed on PDL has been declining averaging 63%. This is a significant decrease when contrasted to the first four years of the plan period, where 87% of new housing completions was on greenfield land.

³⁹ Pendle Borough Council (2018) Annual Monitoring Report 2017/18

Baseline Analysis

Table 3.12 Land uses in Pendle

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

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

- 3.98 The Council no longer reports the amount of derelict and vacant land. However the latest available data for 2016/17 indicates that overall there are 34 hectares of derelict land and 5.8 hectares of vacant land within the Borough. The amount of vacant and derelict land has varied over time showing a number of sites are being redeveloped but additional, older sites are still becoming derelict in the Borough⁴⁰.

Geology

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

Soils

- 3.101 The Agricultural Land Classification (ALC) system developed by Defra provides a method for assessing the quality of farmland. The system divides the quality of land into five categories, as well as non-agricultural and urban. The 'best and most versatile land' is defined by the NPPF as that which falls into Grades 1, 2 and 3a. A large proportion of Pendle Borough is classed as Grade

⁴⁰ Pendle Borough Council (2017) Annual Monitoring Report 2016/17

Baseline Analysis

4 ('Poor') with some smaller areas classed as Grade 5 ('Very Poor') reflecting the moorland landscape composition. The grazing of livestock and sheep are the main farming types.

Likely Evolution of the Baseline without the Local Plan

- 3.102 As set out above, national planning policy encourages the effective use of land by re-using land that has been previously developed and also seeks to protect the best and most versatile agricultural land. However, where Councils do not have a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, the NPPF's presumption in favour of sustainable development can often outweigh other national and local policy constraints.
- 3.103 Without the Local Plan Part 2, national planning policy set out in the NPPF and policy in the Core Strategy would apply and may help to ensure that new development is focused on brownfield land. The Borough has seen significant levels of development on brownfield land in recent years but without clear, specific and detailed local planning policy relating to the location of future development and the provision of sites to meet local needs, the Council would have less control over where development takes place. This could increase the likelihood of development of greenfield sites.
- 3.104 New development could also increase pressure on the Borough's geological assets, which are recognised as regionally important Local Geodiversity Sites; the risk of which could be increased without clear policy seeking to protect and enhance the Borough's geodiversity.

Key Sustainability Issues

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

Water

Water Quality

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

Baseline Analysis

- 3.107 Watercourses in Pendle Borough fall into three main catchments: watercourses draining to the Calder in the south; to the Ribble in the northwest; and to the Aire in the northeast. Its catchments are covered by the North West River Basin Management Plan and the Humber River Basin Management Plan.
- 3.108 The North West River Basin Management Plan (RBMP) (2015)⁴¹ reports that 22% of surface waters in the North West river basin currently have 'Good' or 'High Ecological Status / Potential'. The Humber River RBMP (2015)⁴² reports that only 15% of surface waters in the Humber river basin currently have 'Good Ecological Status / Potential'. The Humber RBMP attributes the moderate/poor ecological status in the area to point source discharges (i.e. wastewater treatment works), and diffuse inputs from agriculture and mine water following the closure of collieries in the area.
- 3.109 The Environment Agency has recently completed an exercise to refresh the Mitigation Measures Assessment (MMA) for all Artificial and Heavily Modified Water Bodies⁴³. The majority of Pendle falls within either the Colne Water Operational Catchment; Upper Aire Operational Catchment and the Middle Ribble-Settle to Calder Operational Catchment. Overall waterbody status in the Operational Catchments was assessed as moderate in 2013. The main factors affecting the status of waterbodies (for the Management Catchment as a whole) have been cited as agriculture and land management (due to changes in natural flows/levels of water and pollution from rural areas), urban development and transport, and water industry operations (principally pollution from waste water).

Water Resources

- 3.110 United Utilities and Yorkshire Water provides public water supply to Pendle Borough. The majority of the Borough falls under United Utilities whilst Yorkshire Water provides services in West Craven, north of Foulridge. The Borough lies within the Grid and Strategic water resource zones (WRZs). Water in the Grid WRZ is supplied by Yorkshire Water from a combination of groundwater and surface waters (including rivers and reservoirs)⁴⁴ whilst in the Strategic WRZ more than 90% of the water supplied comes from rivers and reservoirs, with the remainder from groundwater.⁴⁵ Sewerage and wastewater treatment services are provided by United Utilities and Yorkshire Water.
- 3.111 The growth in local population is expected to increase demand on water resources, which has the potential to affect water resource availability. The United Utilities Water Resources Management Plan (WRMP) (2019)⁴⁶ highlights that that no deficits of supply are forecast in the Strategic WRZ until 2040, with this deficit to be managed through demand and leakage measures. Yorkshire Water's WMRP⁴⁷ identifies that the Grid WRZ is forecast to be in deficit from the mid 2030s onwards. Yorkshire Water's preferred solution to meet the forecast supply demand deficit in the Grid WRZ is a balance of measures including leakage reduction, use of an existing river abstraction licence, three groundwater schemes and customer water efficiency.

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

⁴² Environment Agency (2015) Water for life and livelihoods Part 1: Humber river basin district River basin management plan

⁴³ See <http://environment.data.gov.uk/catchment-planning/ManagementCatchment> [accessed December 2016]

⁴⁴ Yorkshire Water (2019) Water Resources Management Plan

⁴⁵ United Utilities (2019) Water Resources Management Plan

⁴⁶ United Utilities (2019) Water Resources Management Plan

⁴⁷ Yorkshire Water (2019) Water Resources Management Plan

Baseline Analysis

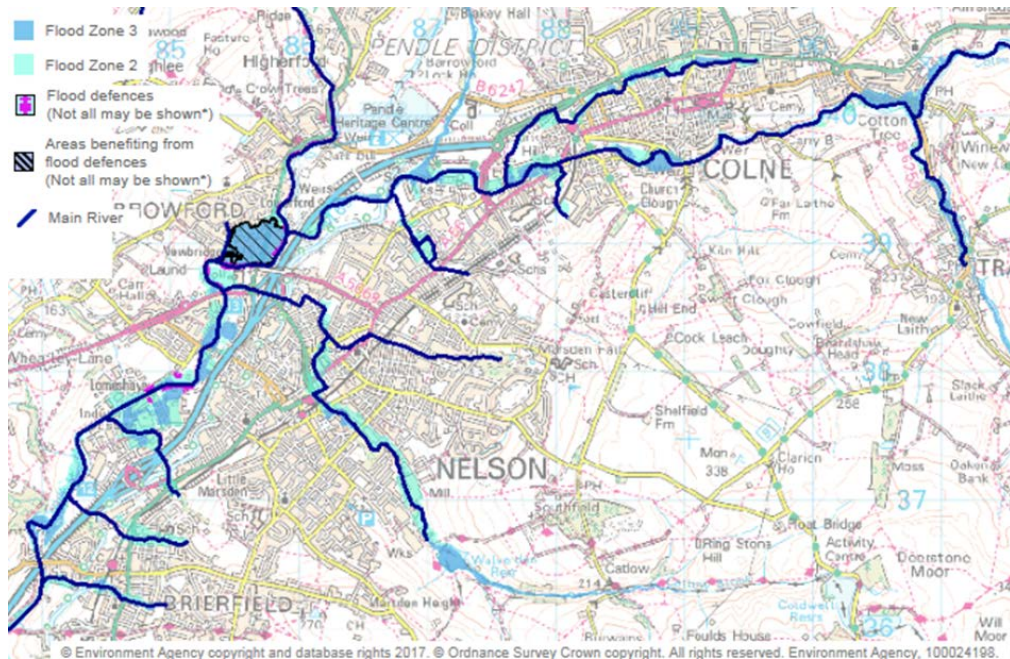
Flood Risk

- 3.112 The NPPF seeks to ensure that flood risk is taken into account at the plan making stage in order to avoid inappropriate development in areas at risk of flooding and to direct development away from areas at highest risk. The Environment Agency categorises flood risk from rivers by identifying Flood Zones, definitions are set out in National Planning Policy Guidance:
- Flood Zone 1 – land assessed as having a less than 1 in 1,000 annual probability of river flooding (<0.1%);
 - Flood Zone 2 – land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%) in any year; and
 - Flood Zone 3 - land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%) in any year.
- 3.113 The Pendle Strategic Flood Risk Assessment (SFRA) (2006)⁴⁸, indicates that fluvial flooding along Pendle Water, Earby Beck and their associated tributaries is the primary source of flood risk in the Borough. Over 448 hectares of the Borough are considered to be at a high risk from flooding (Flood Zone 3). This area includes 967 residential and 220 commercial properties. A further 530 hectares are considered to be at low to medium risk from flooding (Flood Zone 2). This area includes 1,292 residential and 256 commercial properties.
- 3.114 This means that approximately 11% of the Borough is at risk of fluvial flooding, an area that includes 2,259 residential properties and 476 commercial premises. As a result of climate change some 700 properties in Pendle and neighbouring Burnley may be at risk of flooding in the future. Recent Environment Agency flood alleviation work has focussed on Pendle Water, in particular on the Barrowford and Lomeshaye flood defences.
- 3.115 A new Strategic Flood Risk Assessment is currently being prepared as part of the preparation of the Local Plan Part 2 and will be informed by updated EA flood risk modelling.
- 3.116 **Figure 3.11** shows the flood risk affecting towns along the M65 corridor including the flood defences at Barrowford and Lomeshaye. **Figure 3.12** shows areas of flood risk affecting Barnoldswick and Earby in the north of the Borough.

⁴⁸ Entec (2006) Pendle Strategic Flood Risk Assessment

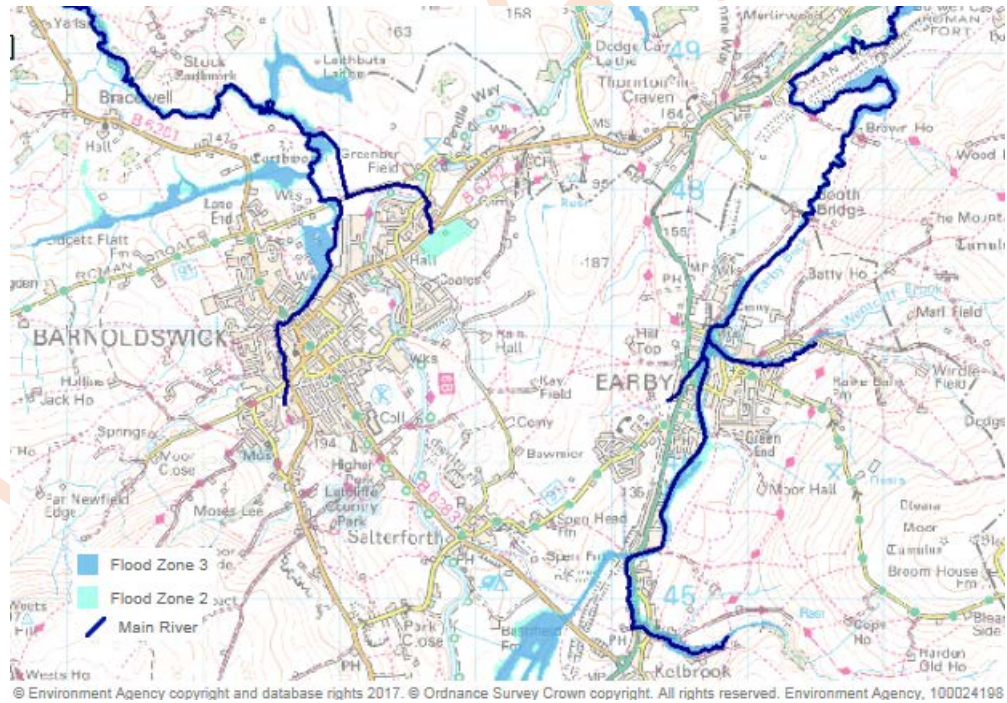
Baseline Analysis

Figure 3.11 Areas of Flood Risk along the M65 Corridor



Source: Environment Agency Flood Zone Map.

Figure 3.12 Areas of Flood Risk in Barnoldswick and Earby



Source: Environment Agency Flood Zone Map.

Baseline Analysis

Likely Evolution of the Baseline without the Local Plan

- 3.117 The projected increase in the Borough's population will result in increased pressure on water resources which could affect water availability and quality. Measures contained in the United Utilities and Yorkshire Water WRMPs would be expected to help ensure that future demands in this regard are met although opportunities may be lost to enhance the water efficiency of new development without a local policy-based approach.
- 3.118 The Pendle Infrastructure Study (2014) indicated that Colne, Foulridge and Earby wastewater treatment works are close to capacity. In consequence, a failure to plan for new development and ensure the timely investment in infrastructure could place pressure on existing treatment facilities resulting in adverse water quality and wider environmental effects.
- 3.119 When taking into account national planning policy set out in the NPPF and local policy contained in the Core Strategy, which includes higher level policy to reduce flood risk, it is not expected that the baseline with regard to flood risk would change significantly without the Local Plan Part 2. However, given the extent of flood risk across the Borough, any new local development management policies and site allocations would help to ensure that new development is located away from flood risk areas and could help to ensure that any investment in flood defence infrastructure required to accommodate development is identified and delivered in a timely manner.

Key Sustainability Issues

- The need to protect and enhance the quality of the District's water sources.
- The need to promote the efficient use of water resources.
- The need to ensure the timely provision of new water services infrastructure to meet demand arising from new development.
- The need to locate new development away from areas of flood risk, taking into account the effects of climate change.

Air Quality

- 3.120 The Legislative frameworks and guidance in relation to air quality have been established at both the International and national level. Policies aim to reduce exposure to specific pollutants by reducing emissions and setting targets for air quality. Policies are driven by the aims of the EU Air Quality Directive (2008/50/EC) as transposed into UK law⁴⁹. The key objective is to help minimise the negative impacts on human health and the environment. The Directive sets guidance for member states for the effective implementation of air quality targets.
- 3.121 The UK's National Air Quality Strategy⁵⁰ sets health based standards for eight key pollutants and objectives for achieving them. This is to ensure a level of ambient air quality in public places that is safe for human health and quality of life. It also recognises that specific action at the local level may be needed depending on the scale and nature of the air quality problem.

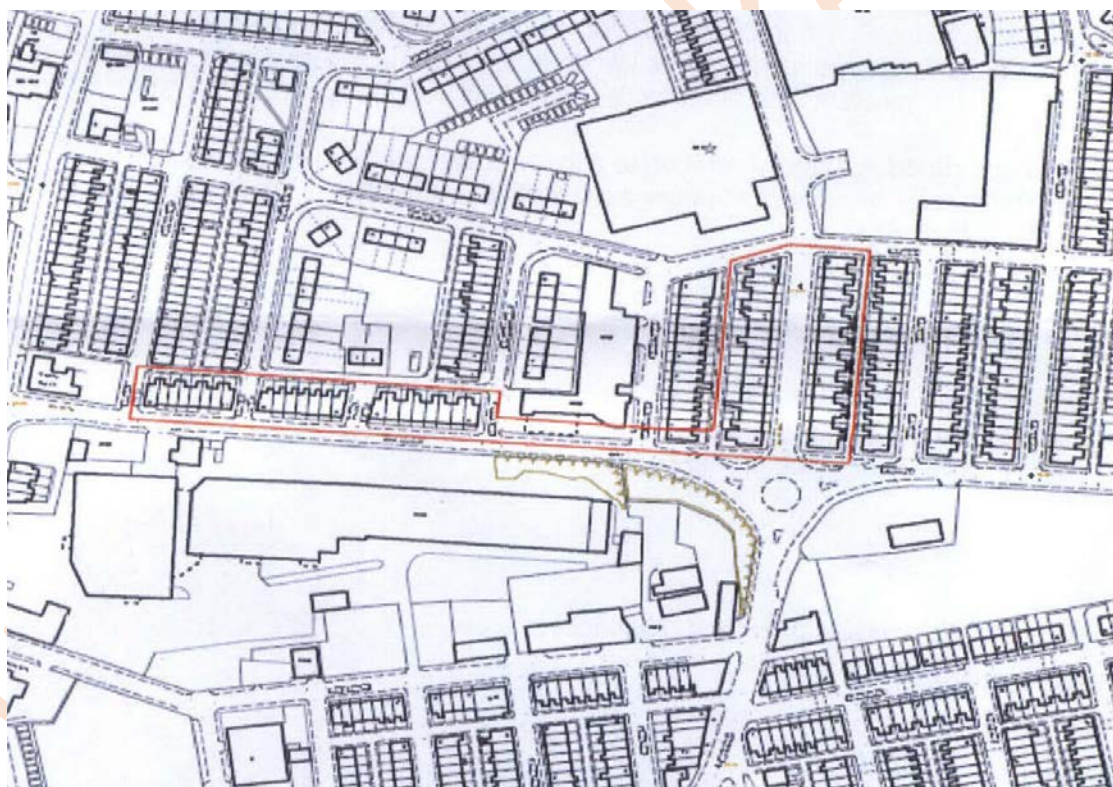
⁴⁹ Available via: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32008L0050> [Accessed December 2016]

⁵⁰ The Air Quality Strategy for England, Scotland, Wales and Northern Ireland, Volume 1. Available via: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69336/pb12654-air-quality-strategy-vol1-070712.pdf [Accessed December 2016]

Baseline Analysis

- 3.122 Local authorities have a duty to undertake a full review and assessment of air quality in accordance with the National Air Quality Strategy. Where there is a likelihood of a national air quality objective being exceeded, the relevant council must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives.
- 3.123 Pendle declared its first Air Quality Management Area on 1st April 2011 due to levels of the pollutant nitrogen dioxide from passing traffic in the Skipton Road/Windsor Street area of Colne exceeding the levels of Nitrogen Dioxide (NO₂) set down by the government (annual average of 40µg m⁻³) (see **Figure 3.13**). The vast majority of traffic travelling east from the end of the M65 motorway into North and West Yorkshire passes through the North Valley along the busy A6068. With two lanes merging into one, stationary traffic builds up on this stretch of road. Monitoring data⁵¹ indicates that the average level of NO₂ in 2015 (21 ppb) slightly exceeded the threshold average set down by Government (20.92 ppb equivalent to 40µg m⁻³). The Authority's Monitoring Report (2016) states that analysis of data shows that no new AQMAs need to be declared at the present time although there may be a need for one in Brierfield in the future.

Figure 3.13 Colne Air Quality Management Area



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

⁵¹ Data interrogation available via http://www.ukairquality.net/StationInfo4.aspx?ST_ID=47 [accessed January 2017]

Baseline Analysis

Likely Evolution of the Baseline without the Local Plan

- 3.124 Improvements to air quality do not solely rely on planning policy as other changes can be made. However, an increase in population and households in the Borough will in-turn generate additional transport movements and associated emissions to air. Without the Local Plan Part 2 there would be a significant policy gap with regard to the location of future growth which could result in development being located in areas that are not well served by community facilities, services and jobs thereby increasing traffic movements.

Key Sustainability Issues

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

Climate Change

- 3.125 Rising global temperatures will bring changes in weather patterns, rising sea levels and increased frequency and intensity of extreme weather. The effects of climate change will be experienced internationally, nationally and locally with certain regions being particularly vulnerable.
- 3.126 In July 2019, the Council declared a climate emergency and made a commitment for Council operations to be carbon neutral by 2030, and for Pendle as a whole to be carbon neutral by 2050. This pledge was made in response to UN Intergovernmental Panel on Climate Change (IPCC) Report in October 2018 which warned of the impacts of global warming of 1.5C above pre-industrial levels as a result of greenhouse gas emissions and the effects of extreme heat, drought, flooding and climate-related poverty.
- 3.127 The Lancashire Climate Change Strategy (2009)⁵² set out the broad approach in the County to help mitigate and adapt to the effects of climate change. It sets out sub-regional evidence related to the effects of climate change, including:
- A 0.40C rise in annual mean temperature at Manchester Airport between 1988 and 1997 (compared to the 1961-1990, 30 year average);
 - A 20% decrease in summer rainfall over the last century;
 - Increased high intensity rainfall since the 1960s;
 - Seasonal rainfall varying by as much as 15% from the average in the last 30 years; and
 - Increased flooding of some of the region's major rivers in the last few decades.
- 3.128 Measures to prevent or minimise the adverse effects of climate change include: efficient use of scarce water resources; adapting building codes to future climate conditions and extreme weather events; building flood defences, providing temporary flood water storage and increasing infiltration rates within the catchment area; and more climate resilient crop selection (e.g. drought-tolerant species).

⁵² Lancashire County Council (2009) Lancashire Climate Change Strategy

Baseline Analysis

- 3.129 Carbon dioxide (CO₂) is identified as being the most important of the greenhouse gases which are being produced by human activity and contributing to climate change. According to the Intergovernmental Panel on Climate Change (IPCC), stabilising CO₂ concentrations at 450 parts per million (ppm) (that is 85 ppm above 2007 levels and 170 ppm above pre-industrial levels) in the long term would require the reduction of emissions worldwide to below 1990 levels within a few decades.
- 3.130 The policy and legislative context in relation to climate change has been established at the international level (Paris Agreement) and has been transposed into European, national and local legislation, strategies and policies. Reducing CO₂ emissions in the atmosphere is a national target to reduce climatic impact. This is driven by the Climate Change Act (2008), which sets a legally binding target of at least a 34% reduction in UK emissions by 2020 and at least an 80% reduction by 2050 against a 1990 baseline.
- 3.131 **Table 3.13** shows per capita CO₂ emissions for the plan period up to 2018 for Pendle Borough. Pendle's per capita emissions have generally fallen slowly over this period. Emissions have consistently been lower than national (UK) and regional averages. In 2018 (the latest reporting period), per capita emissions stood at 4.4 tonnes CO₂ per person compared to 5.2 tonnes nationally and 5.3 tonnes regionally.

Table 3.13 CO₂ Emissions Per Capita 2011-2018 (tonnes)

Year	Pendle	North West	UK
2011	5.6	7.0	8.9
2012	6.1	7.3	7.1
2013	5.9	6.9	7.0
2014	5.2	6.0	6.3
2015	5.0	5.7	5.9
2016	4.7	5.6	5.4
2017	4.5	5.4	5.3
2018	4.4	5.3	5.2

Source: Department for Energy and Climate Change (2018) UK local authority and regional carbon dioxide emissions national statistics: 2005-2018

- 3.132 **Table 3.14** highlights, per capita emissions of CO₂ from industry and domestic uses are higher than for road transport within the Borough. This broadly reflects trends at the regional, County and national level. Over time emissions from industry and commercial, and domestic uses has reduced whilst emissions from road transport has remained largely static relative to population.

Baseline Analysis

Table 3.14 Per Capita CO₂ Emissions by Source 2011-2018 (tonnes CO₂ per person)

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

Source: Department for Energy and Climate Change (2018) UK local authority and regional carbon dioxide emissions national statistics: 2011-2018

- 3.133 The prudent use of fossil fuels and reducing levels of energy consumption will help to achieve lower CO₂ emissions. Between 2005 and 2017, total energy consumption in Pendle decreased from 2,147.5 Gigawatt Hours (GWh) to 1,712.4 GWh. This represents a significant reduction in energy consumption of around 20%, which is around that experienced both regionally and nationally over the same period. At 2014, the domestic sector was the largest consuming sector of energy equating to 41% of all energy consumed. In comparison, transport consumed 25% of energy whilst industry and commercial uses consumed 34%⁵³. This is similar to regional trends and national trends.
- 3.134 As at 2018, the North West region generated 10,234 GWh of electricity from renewable sources, higher than most of the English regions (except for the East of England and Yorkshire and the Humber which were higher). This represents a significant increase in generation from renewable sources since 2003 which had a recorded measure of 858.5 GWh. The principal source of electricity was wind power, which accounted for 8,054.3 GWh electricity generated.⁵⁴ The installed capacity of sites generating electricity from renewable sources in the North West is also slightly higher than the average for all English regions and in 2018 stood at 3,492.9 MW (compared to an average of 3,090.9 MW across all regions).
- 3.135 The South Pennines Renewable and Low Carbon Energy Study⁵⁵ indicates that across the sub region as a whole there is potential for the following technologies:
- Commercial scale wind (by far the most significant resource);
 - Smaller scale biomass utilising technologies, including Biomass use in Combined Heat and Power (CHP) to provide district heating;

⁵³ Department for Business, Energy and Industrial Strategy (2019) Sub national final energy consumption statistics: 2005-2017. Available from <https://www.gov.uk/government/statistical-data-sets/total-final-energy-consumption-at-regional-and-local-authority-level-2005-to-2010> [accessed September 2020]

⁵⁴ Department for Energy and Climate Change (2019) *Regional Statistics: Generation*. Available from <https://www.gov.uk/government/statistics/regional-renewable-statistics> [Accessed September 2020].

⁵⁵ Maslen Environmental (2010) South Pennines Renewable and Low Carbon Energy Study. Available at: http://www.pendle.gov.uk/downloads/file/5296/south_pennines_renewable_and_low_carbon_energy_study [accessed December 2016]

Baseline Analysis

- Small scale solar PV;
- Small scale wind energy; and
- Very small amounts of hydropower.

- 3.136 The study states that although there is a relatively large theoretical resource of solar energy for PV generation this cannot generate large amounts of electricity with the technology at the time due to the low capacity factors available. Commercial scale wind was considered to be able to provide between six and seven times more renewable electricity generation than all the other available technologies combined.
- 3.137 The Study also indicates Pendle would need to generate 15.4MW of electricity and 11.8MW of heat from renewable and low carbon energy sources to meet the aspirations of the UK Renewable Energy Strategy. This aspiration is reflected in higher level Core Strategy policy. Latest monitoring⁵⁶ of completed schemes suggests that the Borough is now generating 1.67MW of renewable energy. This is still some way from the overall aspirational target for the Borough.

Likely Evolution of the Baseline without the Local Plan

- 3.138 In June 2009, the findings of research on the probable effects of climate change in the UK was released by the UK Climate Change Projections team under Defra⁵⁷. This team provides climate information for the UK up to the end of this century and projections of future changes to the climate are given, based on simulations from climate models. Projections are broken down to a regional level across the UK and illustrate the potential range of changes and the level of confidence in each prediction.
- 3.139 According to the 2009 UK Climate Projections, the following climatic changes in the North West are likely to occur by 2080:
- Winter temperatures will increase by 2.3-3.1°C;
 - Summer temperatures will increase by 2.8-4.7°C;
 - Winter precipitation will increase by 15-26%;
 - Summer precipitation will decrease by 17-28%.
- 3.140 The Lancashire Climate Change Strategy (2009) identifies a number of potential risks to the county. This includes damage to roads and other infrastructure in moss land areas; heatwaves which can cause significant health problems, particularly in elderly and vulnerable sections of the community and more intense rainfall, which will increase the risk of flooding.
- 3.141 Climate change is occurring and will continue regardless of local policy intervention. However, national policy on climate change, existing Core Strategy policy and other plans and programmes alongside the progressive tightening up of Building Regulations will help to ensure that new development is located and designed to adapt to the effects of climate change and that measures are in place to mitigate climate change. Notwithstanding, without the Local Plan Part 2, the Council is likely to have less control over, in particular, the location of new development which

⁵⁶ Pendle Borough Council (2016) Authority Monitoring Report 2015/16

⁵⁷ See <http://ukclimateprojections.metoffice.gov.uk/21708?projections=23813> [Accessed December 2016].

Baseline Analysis

could exacerbate climate change impacts and mean that opportunities to mitigate effects (for example, through reducing transport movements, tree planting and Borough wide and small scale renewable energy solutions) may be missed. In addition, the Local Plan Part 2 will need to consider identifying suitable areas for renewable and low carbon energy sources.

Key Sustainability Issues

- The need to ensure that new development is adaptable to the effects of climate change.
- The need to increase woodland and tree cover to help mitigate and adapt to climate change.
- The need to mitigate climate change including through increased renewable energy provision.

Material Assets

Waste

- 3.142 Lancashire County Council is the Waste Planning Authority for the Pendle area. Lancashire County Council is currently reviewing the Joint Lancashire Minerals and Waste Local Plan (which comprises the Joint Lancashire Minerals and Waste Core Strategy (2009) and Joint Lancashire Minerals and Waste Site Allocations Plan (2014)).
- 3.143 Local authority collected waste statistics for Lancashire indicate that a total of 568,651 tonnes of waste was collected in 2018/19 of which 43.3% was recycled/composted and 56.7% sent to landfill. In terms of Pendle Borough, a total of 36,005 tonnes of municipal waste was collected in 2018/19, 30% (10,680 tonnes) was recycled or composted whilst 70% (25,325 tonnes) was not recycled⁵⁸.

Minerals

- 3.144 Government policy promotes the general conservation of minerals whilst at the same time ensuring an adequate supply is available to meet needs. Mineral resources are not distributed evenly across the country and some areas are able to provide greater amounts of certain minerals than they actually use.
- 3.145 Lancashire is an important source of natural materials with sandstones in the west and in the east, small areas of limestone in the north, and significant areas of glacial till. The Lancashire Local Aggregates Assessment⁵⁹ notes that the resources are significant for the region given the extent of urbanisation in Merseyside and Manchester, the limited availability of hard rock in the south of the North West, and of limestone throughout the North West. The only mineral resource produced in Pendle Borough is Sandstone. Sandstone is used as a raw material for manufacturing and in construction and a significant proportion is exported to neighbouring areas such as Greater Manchester.

⁵⁸ Defra (2014) Local Authority Collected Waste Statistics, available from <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables> [Accessed December 2016]

⁵⁹ Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment

Baseline Analysis

- 3.146 The Local Aggregates Assessment⁶⁰ has been produced to produce data on aggregates production and inform the preparation of the new Minerals and Waste Local Plan. This Assessment sets out the current and future situation in Lancashire with regard to all aspects of aggregate supply, in particular, setting out the amount of land won aggregate that the area will need to provide in the coming years.
- 3.147 The Assessment highlights that production of sand and gravel has averaged 0.43 million tonnes (mt) per annum between 2008 and 2018. The figures indicate a predominantly level trend in this period with peak periods in the first three years. The average annual sales of Limestone for the period 2008 to 2018 is 2.36mt. Total sales are increasing to prerecession (2008) levels however the number of quarries is set to reduce. Gritstone sales have been level, with average sales over 2008 and 2018 at 0.94mt. No Sites are allocated for mineral extraction in the Borough.

Likely Evolution of the Baseline without the Local Plan

- 3.148 Waste generation in the Borough is expected to increase, commensurate with population growth. This could place pressure on existing waste management facilities, although it is envisaged that recycling/reuse rates would also continue to increase. New development (both within the Borough and nationally) may also place pressure on local mineral assets to support construction. The Local Aggregates Assessment identifies that the majority of the permitted reserves will be held in a dwindling number of quarries for both sand and gravel and limestone up to 2028 and held in one quarry for gritstone.
- 3.149 Despite the projections outlined above, planning for waste and minerals is a County function and in consequence, the baseline would not be expected to change significantly without the Local Plan Part 2. However, policies in the Local Plan Part 2 could support the objectives of the existing and emerging Waste and Minerals Local Plan and Core Strategy including by, for example, promoting the provision of on-site recycling facilities and the sustainable use of materials in new development.

Key Sustainability Issues

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

Cultural Heritage

- 3.150 Pendle's cultural heritage is a key feature of the local authority area. The National Heritage List for England⁶¹ includes the following entries for Pendle:
- 329 listed building entries (comprising 3 Grade I, 21 Grade II* and 305 Grade II listed buildings); and
 - 11 scheduled monuments;

⁶⁰ Lancashire County Council (2019) Joint Lancashire Local Aggregate Assessment

⁶¹ Available from <https://historicengland.org.uk/listing/the-list/advanced-search> [accessed December 2016].

Baseline Analysis

- 3.151 Additionally, there are 23 conservation areas which cover around 14% of the Pendle land area. These mainly include historic villages and towns. There are also a number of buildings within the Pendle area which are not listed but which contribute to the character of the area, including nine buildings of local historic significance identified in the Bradley Area Intensive Urban Assessment (2006). Designated historic assets in Pendle are shown in **Figure 3.14**.
- 3.152 Pendle is an area of contrast. Nelson, Colne and Barnoldswick each have a strong and distinctive urban landscape with key landmark buildings. Within the rural areas, villages are set within hillside landscapes such as Newchurch-in-Pendle on the open slopes of Pendle Hill, or within narrow valleys such as Wycoller. The Trawden Forest farms are set within an area of stone walls and is recognised as part of a substantial Conservation Area.
- 3.153 The Grade I listed medieval churches in Colne, Barnoldswick and Bracewell, are complemented by an array of buildings which reflect the area's origins in the rural pre-industrial farming settlements of the 16th, 17th and 18th centuries. There are a large number of high quality stone houses dating from this period and the distinctive use of local stone and slate, and vernacular building styles, is a constant feature of the Borough.
- 3.154 The Northern Lights: Finding a Future for the Weaving Sheds of Pennine Lancashire (2010) identifies the importance of weaving sheds to the heritage of Pendle and sets out the potential they have for re-use and conversion. The Leeds and Liverpool canal corridor and its associated assets, including locks, bridges and warehouses are also recognised as making a significant contribution to the cultural heritage of the Borough.
- 3.155 Brierfield Mills is identified on the Historic England 'At Risk' register⁶². It is the only historic asset within the Borough on this register.

Likely Evolution of the Baseline without the Local Plan

- 3.156 It is reasonable to assume that the majority of Pendle's designated heritage assets would be protected without the Local Plan Part 2 (since works to them invariably require consent which would involve complying with national policy set out in the NPPF and Core Strategy). However, elements which contribute to their significance could be harmed through inappropriate development in their vicinity and opportunities to enhance assets may also be missed. Notwithstanding this, it is recognised that national planning policy set out in the NPPF and Core Strategy policy and associated guidance would together provide a high level of protection in this regard.

Key Sustainability Issues

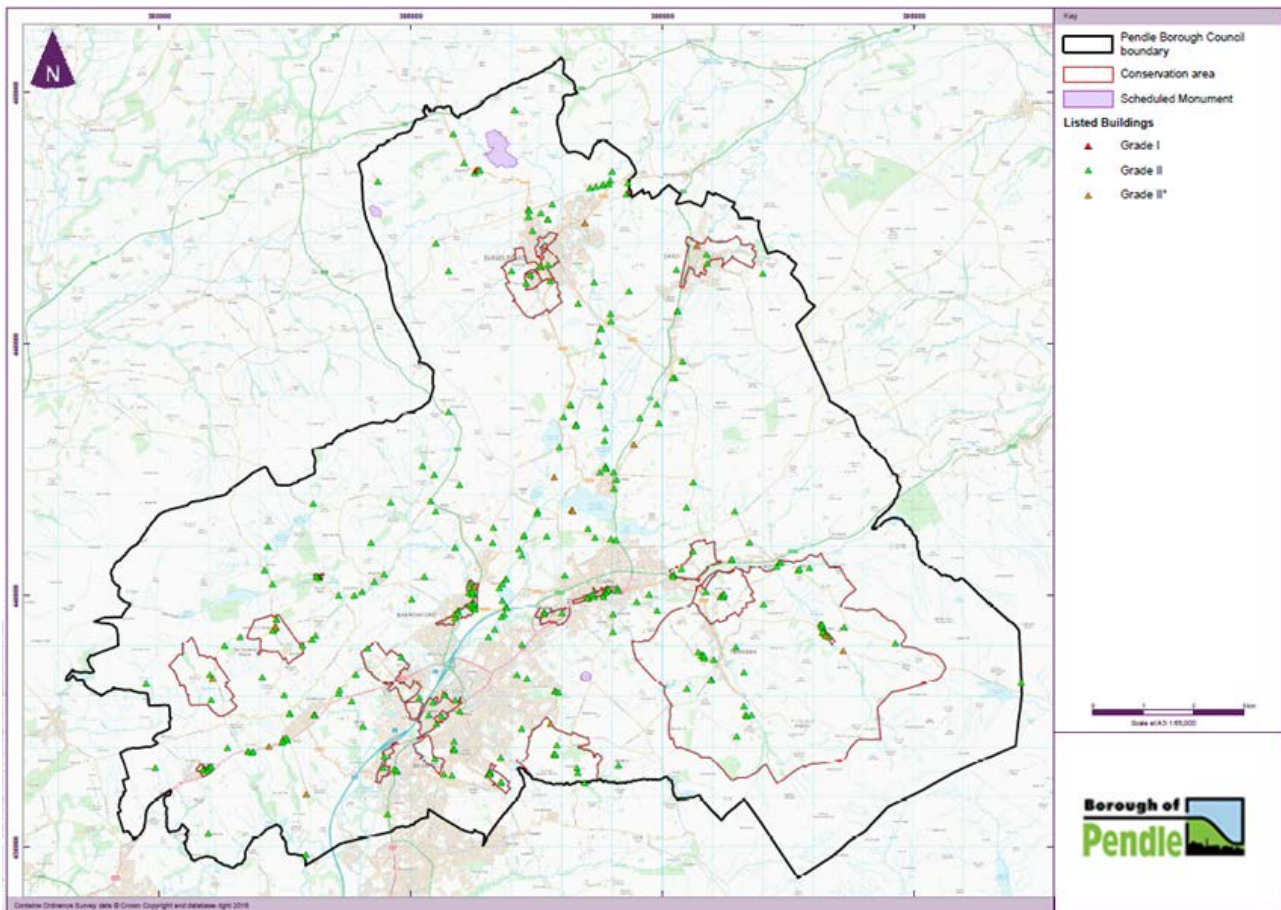
- The need to protect and enhance Pendle's cultural heritage assets and their settings.
- The need to avoid harm to designated heritage assets.
- The need to recognise the value of non-designated heritage assets and protect these where possible.
- The need to tackle heritage assets at risk.

⁶² Available from <https://www.historicengland.org.uk/advice/heritage-at-risk/search-register/advanced-search> [Accessed December 2016].

Baseline Analysis

- The need to recognise the contribution made by the historic environment to the character of landscapes and townscapes.

Figure 3.14 Designated Cultural Heritage Assets



Baseline Analysis

Landscape

- 3.157 Pendle Borough falls within three distinct landscape character areas defined as National Character Areas (NCA) and areas are further subdivided in the Lancashire Landscape Character Assessment (2009)⁶³. To the north, around Barnoldswick, the landscape is classified as 'Bowland Fringe and Pendle Hill'. It is an area of rolling landscapes with numerous river valleys and upland features including Pendle Hill. Extensive semi-natural and ancient woodland, is found on main valley bottoms, side valleys and ridges. The remainder of the land is mostly in agricultural use, with permanent pasture and hay meadows, mostly improved, for dairy and livestock farming. At higher elevations is rough grazing. The Natural England National Character Area profile (2015/16)⁶⁴ shows that between 2000 and 2009 there was a 1 per cent decrease in the total farmed area and the incremental effect of many small-scale new developments has resulted in a dilution of traditional vernacular styles. Many prominent, mature flood plain, parkland and hedgerow trees are over mature or in decline. There is little evidence of regeneration in hedgerows or of replacement planting. It states that pressure for new development and building conversion in an open exposed landscape can be visually intrusive.
- 3.158 Towards the South of the Borough, around Trawden is defined as the Southern Pennines Character Area. At lower levels this is predominantly pasture, largely defined by dry stone walls. Higher up is open moorland and blanket bog deeply trenched by narrow valleys and wooded cloughs. This is a designated wildlife habitat (Special Protection Area (SPA)) with extensive views from elevated locations in all directions. Results from Countryside Quality Counts for the period 1999 to 2003 indicate that along with an increase in the uptake of woodland grant schemes for the management of established woodlands, there has also been a significant increase in the area of woodlands, with agreements in place to restock and expand upland oak woodlands. Many mills and other buildings have been converted into other uses, including retail and housing, thus avoiding their dereliction or loss. Over recent years there has also been construction of pylons, communications masts and wind farms, often in prominent locations.⁶⁵
- 3.159 Between these areas lies an area classified as the 'Lancashire Valleys'. This follows the River Calder, with primary lines of communication in the valley bottom including the Leeds and Liverpool Canal, the Preston-Colne rail link and M65 motorway. The area is predominantly urban with strong industrial heritage, associated with cotton weaving and textile industries. The fabric of the built environment comprises many redundant or underutilised mill buildings, mill lodges and ponds, Victorian stone buildings well-integrated into the landscape and large country houses with associated parklands particularly on northern valley sides away from major urban areas. Natural England data from 1999 and 2003 suggests that decline in management of hedges and walls, continues, with conversion to post-and-wire fencing. Residential development pressure around towns

⁶³ Lancashire County Council (2009) Landscape Character Assessment

⁶⁴ Natural England National Character (NCA) Area Profiles Available via: <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles#ncas-in-north-west-england> [accessed December 2016]

⁶⁵ Natural England National Character (NCA) Area Profiles Available via: <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles#ncas-in-north-west-england> [accessed December 2016]

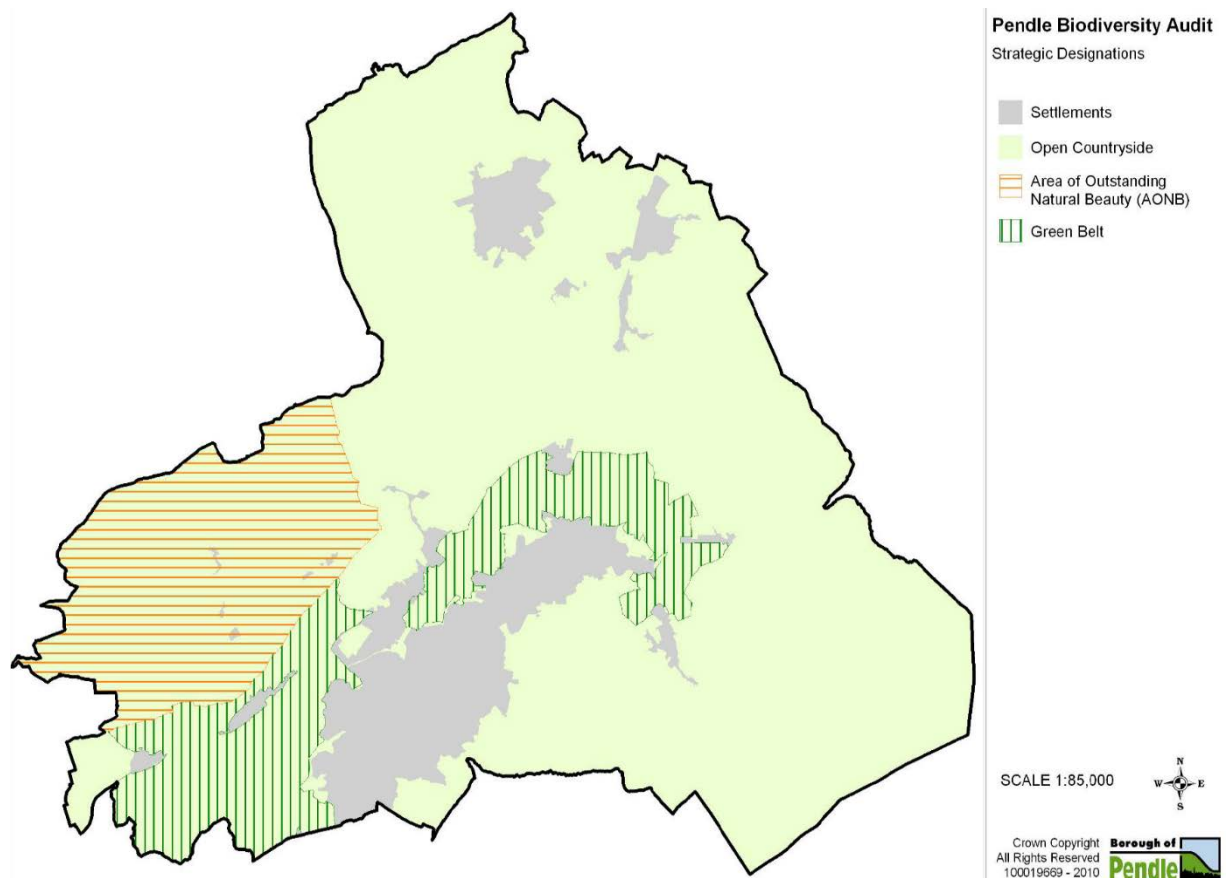
Baseline Analysis

and villages is an issue in all lowland parts of the area. The motorway corridors are particularly at risk from housing, leisure, retail and commercial development.

Lancashire Green Belt

- 3.160 The Borough includes Green Belt mainly around the western and northern edges of the M65 Corridor settlements of Brierfield, Nelson, Barrowford and Colne (see **Figure 3.15**). A total of 2,036 hectares (5,031 acres) of Pendle is currently designated as Green Belt, equivalent to approximately 12% of the Borough. The detailed boundaries of the Green Belt were established in the Pendle Local Plan adopted in January 1999. There have been no overall reviews of the general extent of the Green Belt in Pendle since this date. The Council has prepared Green Belt Review which provides evidence to inform the Local Plan Part 2. The Sustainability Appraisal takes into account the findings of the review.

Figure 3.15 AONB and Green Belt Designations in Pendle



Source: Pendle Borough Council (2010) Pendle Biodiversity Audit

Baseline Analysis

Forest of Bowland Area of Outstanding Natural Beauty (AONB)

- 3.161 The Forest of Bowland Area of Outstanding Natural Beauty (AONB) (see **Figure 3.15**) covers 2,415 hectares of land in the south western area of the Borough, west of the settlements within the M65 Corridor. In total, the Forest of Bowland Area AONB covers some 803 square kilometres across both Lancashire (which includes 730 sq.km) and Yorkshire (which includes 73 sq.km). The AONB was designated in 1964 for:
- The grandeur and isolation of the upland core;
 - The steep escarpments of the moorland hills;
 - The grandeur and isolation of the upland core;
 - The steep escarpments of the moorland hills;
 - The undulating lowlands;
 - The serenity and tranquillity of the area;
 - The distinctive pattern of settlements;
 - The wildlife of the area; and
 - The landscape's historic and cultural associations.
- 3.162 The Forest of Bowland AONB Management Plan (2019)⁶⁶ identifies the seven distinctive qualities which contribute to its sense of place:
- An Outstanding Landscape;
 - Wild open spaces;
 - A special place for wildlife;
 - A landscape rich in heritage;
 - A living landscape;
 - Delicious local food and drink; and
 - A place to enjoy and keep special.
- 3.163 A Supplementary Planning Document (SPD) to be prepared by the Council, will provide guidance on development in the AONB and wider countryside. Relevant evidence emerging from the SPD will be reflected in the baseline.

⁶⁶ The Forest of Bowland Area of Outstanding Natural Beauty Partnership (2019) Forest of Bowland AONB Management Plan

Baseline Analysis

Townscape Character Areas

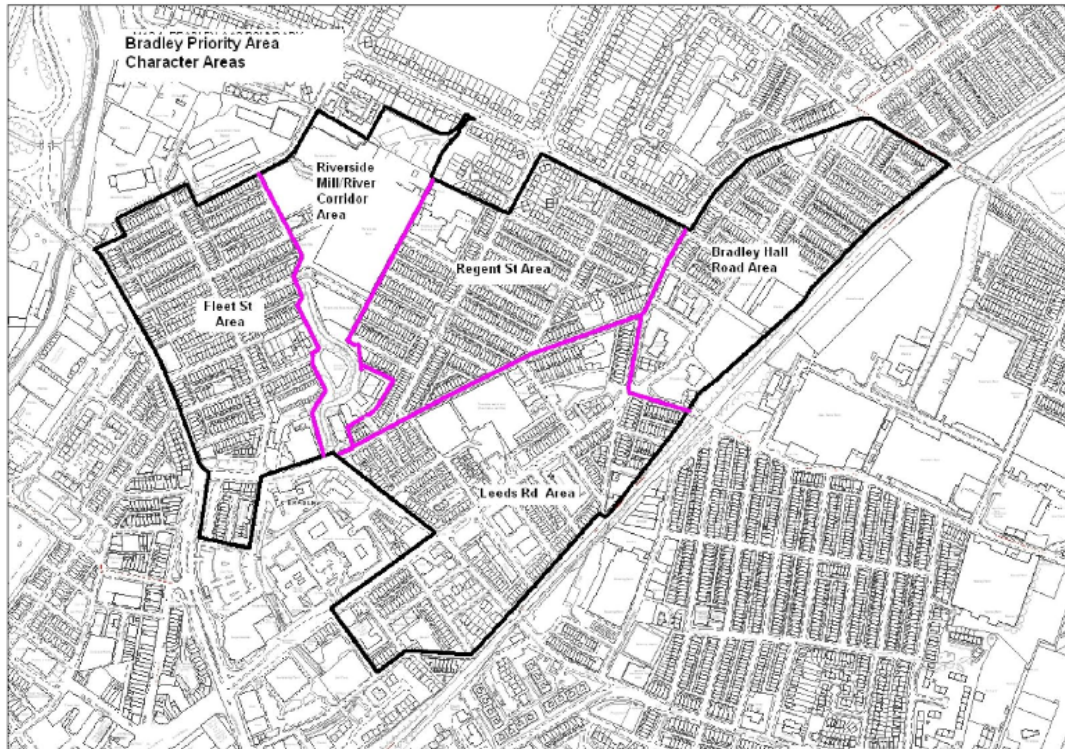
- 3.164 The Nelson Town Centre Masterplan⁶⁷ identified that the main town centre in the Borough is characterised by:
- Fine grained street network of the historic core;
 - Covered canopies attached to some shopping parades;
 - The extensive use of natural stone as a building material;
 - Views out of the town towards Pendle Hill and the surrounding Pendle Countryside;
 - The architecture of key landmark buildings;
 - The permeability and legibility of the nineteenth century street layout; and
 - Walverden Water – a natural asset that is underutilized.
- 3.165 A new Nelson Town Centre Masterplan is currently being prepared.
- 3.166 The Bradley Area Action Plan (2011) includes an assessment of character areas in this part of Nelson based on the Bradley Intensive Urban Assessment (2006) (see **Figure 3.16**). The character areas are defined as:
- Fleet Street area – this area is highly cohesive and consistent in terms of its layout, architectural character and housing quality. The cohesiveness of this area should be maintained where possible. Several terraces in this area have been group repaired and demonstrate how properties can be returned to their original condition in terms of external appearance.
 - Riverside Mill and river corridor area – this area contains the most significant redevelopment opportunity in Bradley. Any redevelopment in this area should capitalise on the presence of Walverden Water, which flows through the former Riverside Mill site.
 - Bradley Hall Road area – despite the fact that this area was one of the last areas within Bradley to be developed for terraced housing, the overall quality of the housing stock is poor. The area has been subject to environment improvements, but the removal of boundary treatments in some streets and the realignment of carriageways have led to an erosion of the original character of the area.
 - Leeds Road area – the Leeds Road area is dominated by the Throstle Nest Mill. The scale of the mill and the predominantly blank perimeter walls have a negative impact on the environment in this area and create a barrier to movement and connectivity. Also the demolition of Queen Street and Bank Street terraces has created some very untidy areas. This has resulted in a generally poor environment in the housing area to the southwest of the mill between Bankhouse Road and Leeds Road.
 - Regent Street area - this area of Bradley comprises two distinct local environments. The area to the north of Crawford Street is well maintained with some alley-gating. The

⁶⁷ Building Design Partnership for Pendle Borough (2006) Nelson Town Centre: Final Masterplan Report

Baseline Analysis

area to the south suffers from a poor quality environment, which needs to be tackled through demolition or group repair of the existing stock.

Figure 3.16 Bradley Character Areas



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

Likely Evolution of the Baseline without the Local Plan

- 3.167 New development is likely to place pressure on the Borough's landscapes including that designated in the Forest of Bowland AONB and the openness of the Lancashire Green Belt. Whilst national planning policy set out in the NPPF, higher level local policy in the Core Strategy, Bradley Area Action Plan and guidance contained in the suite of SPDs, would continue to offer protection and guidance, there is the potential that development could be inappropriately sited and designed if detailed policies and specific allocations are not prepared in the Local Plan Part 2. This could adversely affect the landscape character of the Borough including the Forest of Bowland AONB, designated for its landscape qualities. Further opportunities to enhance landscape character through, for example, the provision of green infrastructure or the adoption of high quality design standards which reflects local character may also not be realised.

Key Sustainability Issues

- The need to conserve and enhance Pendle's distinctive landscape character.
- The need to preserve and appropriately manage development within the Green Belt and the Forest of Bowland AONB.

Baseline Analysis

- The need to promote high quality design that respects local character.

Key Sustainability Issues from Baseline Analysis

- 3.168 The key sustainability issues for Pendle have been identified following the analysis set out in Sections 2 and 3 of the SA Scoping Report (2017). These issues were refined following consultation on the Scoping Report and are summarised in Table 3.15.

Table 3.15 Key sustainability issues for Pendle

Topic	Key Sustainability Issues
Biodiversity and Green Infrastructure	<ul style="list-style-type: none"> ▶ The need to conserve and enhance biodiversity including sites with international, national and local designations for their nature conservation value. ▶ The need to maintain, restore and expand the Borough's priority habitats. ▶ The need to safeguard existing green infrastructure assets. ▶ The need to enhance the green infrastructure network, addressing deficiencies and gaps; improving accessibility and encouraging multiple uses where appropriate. ▶ The need to protect and improve habitat for designated species, even when they occur outside designated habitats. ▶ The need to take into account the impact of climate change on biodiversity.
Population and Community	<ul style="list-style-type: none"> ▶ The need to enable housing growth and plan for a mix of accommodation to suit all household types. ▶ The need to make best use of and improve the quality of the existing housing stock in the inner urban areas of the Borough, in particular recognising the high number of terraced houses of poor quality. ▶ The need to bring forward key employment sites, achieve economic growth and diversify the local economy in a sustainable manner that protects the environment whilst allowing social and economic progress that recognises the needs of all people. ▶ The need to fulfil the aims of sub-regional Pennine Lancashire Housing Strategy (2009) and Pennine Lancashire Integrated Economic Strategy (2009), the Lancashire Strategic Economic Plan (2014) and Northern Powerhouse Strategy (2016). ▶ The need to increase local employment opportunities in order to reduce the gap between the number of households in the Boroughs' settlements and the availability of local jobs. ▶ The need to address deprivation. Although a number of areas have improved in terms of deprivation since 2010 there are still significant pockets of deprivation in the Borough and overall the Borough is in the top 15% of the most deprived nationally. ▶ The need to promote social cohesion, recognising the diversity of Pendle's communities. ▶ The need to increase educational attainment and skills in the local labour force. ▶ The need to maintain and enhance the vitality of the Borough's town centres and local shopping centres, villages and rural areas.

Baseline Analysis

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

Baseline Analysis

Topic	Key Sustainability Issues
	<ul style="list-style-type: none"> ▶ The need to improve air quality, particularly in the Borough's one AQMA between Windsor Street and Skipton Road, Colne.
Climate Change	<ul style="list-style-type: none"> ▶ The need to ensure that new development is adaptable to the effects of climate change and is planned to avoid increased vulnerability to its impacts. ▶ The need to increase woodland and tree cover to help mitigate and adapt to climate change. ▶ The need to mitigate climate change including through increased renewable energy provision.
Material Assets	<ul style="list-style-type: none"> ▶ The need to minimise waste arising and encourage reuse and recycling. ▶ The need to promote the efficient use of mineral resources. ▶ The need to ensure the protection of the Borough's mineral resources from inappropriate development.
Cultural Heritage	<ul style="list-style-type: none"> ▶ The need to protect and enhance the historic environment, heritage assets and their setting. ▶ The need to avoid harm to designated heritage assets and their setting. ▶ The need to recognise the value of non-designated heritage assets and protect these where possible. ▶ The need to tackle heritage assets at risk. ▶ The need to recognise the contribution made by the historic environment to the character of landscapes and townscapes.
Landscape	<ul style="list-style-type: none"> ▶ The need to conserve and enhance Pendle's distinctive landscape and townscape character. ▶ The need to preserve and appropriately manage development within the Green Belt and the Forest of Bowland Area of Outstanding Natural Beauty (AONB). ▶ The need to promote high quality design that respects local character.

Baseline Analysis

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WORKING DRAFT

Approach to Sustainability Appraisal

4. Approach to Sustainability Appraisal

Introduction

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

SA Framework

- 4.3 Establishing appropriate SA objectives and guide questions is central to considering the sustainability effects of the Local Plan Part 2. Broadly, the SA objectives reflect the long term aspirations for the Borough with regard to social, economic and environmental considerations. It is against these SA objectives that the performance of Local Plan Part 2 proposals will be appraised.
- 4.4 The SA Scoping Report (2006), which underpinned the appraisal of the Core Strategy identified 18 SA objectives. These have been refined in light of the up-to-date review of plans, programmes and baseline evidence, and consideration of recent best practice.
- 4.5 The revised SA Framework includes 14 SA objectives with associated guide questions (Table 4.1) to be taken into account through the assessment of proposed policies and sites and their reasonable alternatives.

Table 4.1 The SA Framework for Pendle Local Plan Part 2

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

Approach to Sustainability Appraisal

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

Approach to Sustainability Appraisal

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

Approach to Sustainability Appraisal

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

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

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

Table 4.2 The Appraisal Matrix

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

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

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

Methodology

- 4.8 The SA Framework (Table 4.1) will be used to appraise the following key components of the Plan and any reasonable alternatives, where these exist.
- Detailed development management policies; and
 - Non-strategic scale site allocations.
- 4.9 The approach to the appraisal of each of the components of the Local Plan is set out below.

Policies

- 4.10 The development policies to be included in Local Plan Part 2 development policies have been appraised using the SA Framework. The appraisal was carried out for each policy with the cumulative effects of all policies in each respective chapter considered separately.
- 4.11 Commentary is provided including any mitigation or measures to enhance the performance of the policies (for example, amendments to policy wording).

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Table 4.3 Policy Appraisal Matrix

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

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

Table 4.4 The Scoring System

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

Site Allocations

- 4.13 As part of the preparation of the Local Plan (Parts 1 and 2), the Council sought information from landowners and developers on sites they wish to promote for future development. Three 'Call for Sites' consultations have been undertaken in 2008, 2010 and 2014. In addition, annual updates of the Strategic Housing Land Availability Assessment ["SHLAA"]

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have helped to identify additional sites with the potential for housing. The Employment Land Review (2014) helped to identify potential locations for economic development.

- 4.14 The Biodiversity Audit (2010), Green Belt Assessment (2018), Green Infrastructure Strategy (2018), Open Space Audit (2019), and Lancashire Landscape Character Assessment (2000) have also helped to inform decisions about potential site allocations. These studies form important elements of the evidence base for the Local Plan Part 2. The Council's Strategic Flood Risk Assessment is currently being prepared. The SA will be updated where necessary to account for its findings.
- 4.15 With over 300 sites to consider, the Council initially screened out those which did not represent a realistic option for future development. The decisions taken at this stage were based on potential site availability; responses received in response to consultations on the 'Call for Sites'; and the available evidence. The principal determinants were conflicts with national policy, failing to meet thresholds in size (being too small), or where the available evidence suggested that land availability and/or physical constraints could not be overcome. A list of sites screened out is provided in Appendix 8.
- 4.16 A technical assessment of the remaining sites enabled the Council to identify an initial list of potential site options for development in each settlement.
- 4.17 The potential site allocations and all reasonable alternatives were then appraised against the SA Framework using tailored appraisal criteria, with associated thresholds of significance, to determine the type and magnitude of any effects against each SA objective (Table 4.5). The full assessment is set out in Appendix 5.

Table 4.5 The Site Allocations Appraisal Matrix

SA Objective	Appraisal Criteria	Threshold	Symbol
1. To meet the housing needs of all communities in the Pendle area and deliver decent homes.	Number of (net) new dwellings proposed/loss of dwellings.	100+ dwellings (3ha or more).	++
		1 to 99 dwellings (up to 2.9ha).	+
		0 dwellings.	0
		-1 to -99 dwellings (-2.9ha or more).	-
		-100+ dwellings (-3ha or more).	--
2. To achieve a strong and stable economy which offers high quality and well located employment opportunities for everyone.	Net employment land provision/loss.	1ha+ of land.	++
		0.1ha to 0.99ha of land.	+
			0
		-0.1ha to -0.99ha of land.	-
		-1ha+ of land.	--
	Proximity to key employment	Within 2,000m walking distance and/or 30mins travel time by public	+

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SA Objective	Appraisal Criteria	Threshold	Symbol
	Sites	transport of a major employment site.	
		In excess of 2,000m walking distance of a major employment site.	0
		Development of the site would result in the creation of an educational establishment/support the expansion of an existing establishment.	++
		Development would not affect educational establishments.	0
		Development would result in the loss of an existing Educational establishment/building without replacement provision elsewhere in the Borough.	-
3. To promote urban regeneration, support the vitality of rural areas, tackle deprivation and promote sustainable living.	Walking distance to key services including: <ul style="list-style-type: none"> • GP surgeries • Pharmacies • Primary schools • Secondary schools • Post Offices • Supermarkets • Town and local shopping centres 	Within 800m walking distance of all services and/or a town centre or local shopping centre.	++
		Within 800m of one or more key services and/or within 2,000m of all services/a town centre or local shopping centre.	+
		Within 2,000m of a key service.	0
		In excess of 2,000m from all services/a town centre or local shopping centre.	-
	Provision/loss of community facilities and services.	Development would provide key services and facilities on site.	++
		Development would contribute to the provision of additional services and facilities.	+
		Development would not provide or result in the loss of key services and facilities.	0
		Development would not contribute to the provision of additional	-

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SA Objective	Appraisal Criteria	Threshold	Symbol
		services and facilities and would increase pressure on existing services and facilities.	
		Development would result in the loss of key services and facilities without their replacement elsewhere within the Borough.	--
	Access to: <ul style="list-style-type: none"> primary schools secondary schools/further education/training establishment 	Within 800m walking distance of all educational facilities.	++
		Within 800m of a primary school and 2,000m from a secondary school.	+
		Within 2,000m of a primary school.	0
		In excess of 2,000m from all educational facilities.	-
4. To improve the health and wellbeing of those living and working in the Pendle area.	Access to: <ul style="list-style-type: none"> GP surgeries open space (including sports and recreational facilities) 	Within 800m walking distance of a GP surgery and open space	++
		Within 800m of a GP surgery or open space.	+
		Within 2,000m of a GP surgery or open space.	0
		In excess of 2,000m from a GP surgery and/or open space.	-
	Provision/loss of open space or health facilities.	Would provide open space and/or health facilities on site.	++
		Development would contribute to the provision of additional open space and/or health facilities.	+
		Would not affect current provision of open space or health facilities	0
		Development would not contribute to the provision of additional open space and/or health facilities and would increase pressure on existing open space and/or health facilities.	-

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

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SA Objective	Appraisal Criteria	Threshold	Symbol
6. To encourage the efficient use of land and conserve and enhance soils.	Development of brownfield / greenfield/ mixed land. Development of agricultural land including best and most versatile agricultural land (Agricultural Land Classification (ALC) grades 1, 2 and 3).	Previously developed (brownfield) land.	++
		Mixed greenfield/brownfield land.	+ / - ⁶⁸
		Greenfield (not in ALC Grades 1, 2 or 3).	-
		Greenfield (in ALC Grade 1, 2 or 3).	--
7. To conserve and enhance water quality and resources	Proximity to waterbodies.	In excess of 50m from a waterbody.	0
		Within 10-50m of a waterbody.	-
		Within 10m of a waterbody.	--
	Requirement for new or upgraded water management infrastructure	No requirement to upgrade water management infrastructure.	0
		Requirement to upgrade water management infrastructure.	-
8. To reduce the risk of flooding to people and property, taking into account the effects of climate change.	Presence of Environment Agency Flood Zones.	Within Flood Zone 1.	0
		Within Flood Zone 2.	-
		Within Flood Zone 3a or 3b.	--
9. To improve air quality.	Proximity to the (Skipton Road/Windsor Street area of) Colne Air Quality Management Area (AQMA)	In excess of 500m of the AQMA.	0
		Within 500m of the AQMA.	-
		Within the AQMA.	--
10. To minimise greenhouse gas emissions and adapt to the effects of climate change.	It has not been possible to identify specific site level criteria for this SA objective.	N/A	N/A
11. To promote the waste hierarchy (reduce, reuse, recycle, recover) and ensure the sustainable use of natural resources.	Development in Minerals Safeguarding Areas.	Outside a Minerals Safeguarding Area.	0
		Within a Minerals Safeguarding Area.	-
12. To conserve and enhance biodiversity and	Proximity to:	No designations affecting site.	0

⁶⁸ This combination reflects that the mixed greenfield/brownfield nature of the site would have a combination of minor positive and minor negative effects as the allocation would partly contribute to achievement of the objective whilst partly detracting from its achievement.

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SA Objective	Appraisal Criteria	Threshold	Symbol
geodiversity and promote improvements to the green infrastructure network.	<ul style="list-style-type: none"> statutory international/national nature conservation designations (SAC, SPA, SSSI, Ramsar, National Nature Reserve, Ancient Woodland); local nature conservation designations (Local Nature Reserves (LNR), Biological Heritage Sites (BHS), Sites of Local Natural Importance (LNI) and Local Geodiversity Sites (LGS) 	Within 100m of a locally designated site (including LGS)/Within 500m from an international/national site.	-
		Within 100m of a statutory designated site	--
	Presence of protected species.	Does not contain protected species.	0
		Contains protected species.	--
		Uncertain	? ⁶⁹
	Green infrastructure provision.	Development would deliver significant green infrastructure.	++
		Development would support the enhancement of existing green infrastructure.	+
		Development would not affect green infrastructure provision.	0
		Development would adversely affect the green infrastructure network.	-
		Development would have a significant adverse effect on the green infrastructure network.	--
	13. To conserve and enhance the historic environment, cultural heritage, character and setting.	Effects on designated heritage assets.	++
		Development would enhance nationally designated heritage assets or their settings.	
		Development would result in an assets(s) being	

⁶⁹ Through the iterative SA process evidence may come to light which clearly establishes that the site does not contain protected species. However, it is recognised that an 'Uncertain' score provides flexibility during this iterative process.

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SA Objective	Appraisal Criteria	Threshold	Symbol
		removed from the At Risk Register.	
		Development would increase access to heritage assets.	+
		No cultural heritage designations affect the site.	0
		Development may have an adverse effect on designated heritage assets and/or their settings.	-
		Development may have a significant adverse effect on a designated heritage assets or their settings	--
14. To conserve and enhance landscape character and townscapes	Effects on landscape character. Presence of Green Belt. Presence of the Forest of Bowland Area of Outstanding Natural Beauty (AONB).	Development offers potential to significantly enhance landscape/townscape character.	++
		Development offers potential to enhance landscape/townscape character.	+
		Development is unlikely to have an effect on landscape/townscape character.	0
		Development may have an adverse effect on landscape/townscape character.	-
		Development may have a significant adverse effect on landscape/townscape character and/or site is located in either the Green Belt or the AONB.	--

Secondary, Cumulative and Synergistic Effects

- 4.18 The policies and proposals in Local Plan Part 2 do not sit in isolation from each other. They are intended to work together to achieve the objectives of the Plan. For this reason, it is important to understand what the combined sustainability effects of the policies and proposals will be.

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- 4.19 The appraisal of individual plan policies (Appendix 3) is supplemented by a consideration of their cumulative impact by on chapter-by-chapter basis (Appendix 4). Cross references between the policy themes will help to identify areas where policies and proposals work together. Additional commentary is also provided where it is highlighted that Local Plan Part 2 may have effects in-combination with other plans and programmes such as the Local Plan of a neighbouring authority; the Resources Management Plans prepared by United Utilities and Yorkshire Water and the and Lancashire Strategic Economic Plan.
- 4.20 Additionally, the cumulative effects of sites allocations has also been assessed taking into account known site specific and broader technical information and evidence. This is provided in Section 5 of this report.

Technical Difficulties, Uncertainties and Assumptions

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

Difficulties

- Changes made by the Government to the Use Class Order in Summer 2020 and its effect on town centre policy has created problems in policy formation and the assessment of policy for retail and town centres. Policies WRK10 and WRK11 are entirely new in their approach, and as such comparative conclusions of their effects cannot be drawn from previous experience, evidence or other authorities;
- Where evidence is not available or finalised, the conclusions made by the assessment has drawn on officer judgement and other available evidence. Where relevant the assessment provided through the SA will be updated following engagement with the community and key stakeholders, and subject to the findings of further evidence. A paper trial confirming where and what response has been made to the SA (and the Local Plan Part 2) will be provided within the next iteration of the SA.
- The UK's departure from the European Union creates uncertainties in how the requirements for and process of sustainability appraisal may evolve over the coming years which may affect the content and outcome of the current appraisal and its assessment on sustainability objectives for the remaining years of the Local Plan.

Uncertainties

- The detailed design and make up of development brought forward over the plan period is unknown. Where policies relate to windfall development, the location and timing of this development is also unknown;
- Site specific constraints and opportunities are not known at this stage and will be informed by evidence and technical study provided at the planning application stage;
- The precise impact of individual proposals on townscape, landscape, ecology, and heritage assets is not known and will depend on site specific characteristics and

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features, and the type, form, design and siting of proposals and relationship with and role within the wider area;

- The rate of climate change and its effects on the environment, infrastructure, weather patterns, attitudes and behaviours, and technological and policy influences are to some extent unknown and may change over time as available data and understanding of this data improves.

Assumptions

- The objective assessment of development needs is based on modelling and interpretation of projections based on specific data often back dated. The actual demographical, migratory, and economic composition of Pendle in 2030 is uncertain, and may be affected by many external influences such as economic change, health and wellbeing, and viability/delivery of development. It is assumed through this assessment that modelled land requirements are accurate;
- The use of transport modes and commuting patterns may alter over the plan period owing to changes in behaviour/societal changes, health and wellbeing, technologies, availability/practicality of particular modes of travel, and economic change. Indeed this may come about during the plan period as a result of local, national and international policy on climate change and the move towards electric vehicles, as well as a continuation of modal shift away from the car as observed during the COVID-19 pandemic. It is however assumed through the SA that modes adopted for travel and travel patterns will remain largely unchanged though it is an objective of the Council to promote a shift away from travel by car;
- Viability of development and how this might change over time is a key influencer on the scale, location and form of development over the plan period. The Viability Report produced by Lambert Smith Hampton has been used to inform the site selection process. It is assumed that sites allocated can meet policy requirements through the SA. Access to third party funding may enable some sites to come forward during the plan period which have been assessed as unviable. Indeed, detailed technical appraisal of specific sites may alter the conclusion of their viability to accommodate new development;
- It is assumed that policies will be implemented consistently by decision makers;
- The assessment of “No significant effect/clear link to SA objectives” does not always mean that there is no impact/effect predicted on the SA objective. In some cases, the score has been adopted where the positive effects and the negative effects counteract each other, or where the effect does not contribute to, or detract from the achievement of that objective. This is particularly the case for the assessment of sites, where the methodology includes a number of measurements for each sustainability objective requiring a balancing approach to be taken;
- The assessment of cumulative effects of the implementation of the Local Plan Part 2 (alongside adopted policy) has been informed by the most up-to-date evidence available at the time of writing and officer judgement. This assessment will be updated where additional evidence/knowledge input becomes available within the remaining stages of plan preparation.

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Findings of the Habitats Regulations Assessment (HRA) Screening Report

- 4.22 Published alongside this SA is the Council's HRA Screening Report. The Screening Report assesses the Likely Significant Effects on local European Sites⁷⁰ caused by proposed policies and allocations included within the Draft Local Plan Part 2, both individually and cumulatively, to determine whether an Appropriate Assessment is required in response to Article 6(3) of the EU Habitats Directive (EU Directive 92/43/ECC) and Regulation 63 of the Conservation of Habitats and Species Regulations 2017 (as amended).
- 4.23 The Screening Report has been prepared following two main steps:
- Collation of information – This involves gathering evidence regarding the relevant European Sites that the plan or project may affect. This includes determining whether the plan or project is directly connected with the management of any European Sites(s), the conservation objectives of the European Site(s), and details of the plan or project and of those that may, in combination, affect the site(s).
 - Assessing the Likely Significant Effects (LSE) – A form of risk assessment that determines whether there is a requirement for an Appropriate Assessment. The test being:
"Is the project, either alone or in combination with other relevant projects and plans, likely to result in a significant effect upon European Sites?"
 The objective of this is to 'screen out' any plan or project that is unlikely to have any adverse effect on the European Site(s) excluding any compensatory or mitigation measures proposed.
- 4.24 The Screening Report finds that none of the proposed policies or allocations would result in Likely Significant Effects which would result in the requirement for an Appropriate Assessment either individually or cumulatively, or in combination with adopted policies in existence locally or prepared by other bodies/neighbouring authorities.
- 4.25 Indeed some policies, particularly Policy SDP9 (South Pennines SPA), Policy ENV12 (Green Infrastructure) Policy ENV13 (Biodiversity and Ecological Networks) and Policy ENV15 (Open Space) are found to have a likely positive effect on European Sites owing to the protection afforded to the condition and status of these sites, complementary measures provided to their conservation and value, and role in alleviating pressures on the SPAs which affect their condition.
- 4.26 Like the SA, the HRA is an iterative process which evolves as part of the plan preparation process. As such, should proposals for the Draft Local Plan alter (to a sufficient degree), an updated Screening Report will be prepared by the Council.

⁷⁰ Identified as including: The South Pennines SAC/SPA, North Pennine Moors SAC/SPA, North Pennine Dales Meadows SAC, Bowland Fells SPA, Ribble and Alt Estuaries SPA/Ramsar.

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5. Appraisal of Pendle Local Plan Part 2

Introduction

- 5.1 The SA Report plays a key role in developing and refining the Local Plan. It considers the effects of each option and sets out the reasons for the selection of the preferred options and the rejection of others.
- 5.2 Based on the scope of the Local Plan Part 2, as detailed in Section 1, the SA Framework (Table 4.1) has been used to look at the key components of the Plan and any reasonable alternatives where these exist:
- Detailed planning policies for development management
 - Non-strategic site allocations.
- 5.3 The SA Report for Pendle Local Plan Part 1: Core Strategy should ideally be read alongside the SA Report for Pendle Local Plan Part 2: Site Allocations and Development Policies, to obtain a complete picture of the plan proposals and how they will impact on the borough.

Policy Appraisal

- 5.4 The Local Plan Part 2 contains a total of 40 individual policies, grouped under the following topic areas.
- Our Spatial Strategy: Where and How We Will Deliver
 - Our Foundations for a Sustainable Future: Improving the Environment We Live In
 - Living: Creating a Vibrant Housing Market
 - Working: Creating a Dynamic and Competitive Economy
 - Supporting: Creating Healthy and Confident Communities
- 5.5 The role of the SA is not to determine which policy options or sites are to be included in the Local Plan, but to inform their selection. The options chosen may be preferred for other planning related reasons.
- 5.6 The policies have been looked at by section, as they appear in the draft Local Plan. The results are presented in Appendix 3 along with any reasonable alternatives.

Our Spatial Strategy

- 5.7 This section of the Local Plan contains eight cross-cutting policies and three of these are addressed in the Local Plan Part 2.
- 5.8 Policy SDP7 seeks to focus development in the most sustainable locations of the borough. It does so by establishing settlement boundaries, within which most forms of development are likely to be considered acceptable in principle. The policy has generally positive to significant positive effects for most sustainable objectives. This is owing to the certainty and opportunity for development provided by the policy, promoting redevelopment and the regeneration of the Borough's towns and villages, in line with the objectives of the

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Core Strategy. In turn the policy assists in addressing deprivation and improving health and wellbeing, particularly for some of the Borough's poorest wards, whilst providing development which is accessible via sustainable forms of transport in support of climate change objectives.

- 5.9 The direction of growth towards defined settlements provided by the policy safeguards sensitive parts of the Borough from inappropriate forms of development. This seeks to avoid the possibility of irreversible, adverse to significant adverse effects for the borough's high quality and distinctive landscapes, and those parts of the Borough which are important for wildlife, geodiversity or minerals and lends weight to later policies of the Local Plan Part (such as Policies ENV8, ENV11 and ENV14). Uncertain effects are assessed for heritage, given that assets can be found throughout the Borough and are not confined to areas within, or outside, a settlement boundary.
- 5.10 A tested reasonable alternative to Policy SDP7, which did not define settlement boundaries (see Appendix 3) was found to be harmful to environmental and social objectives owing to the increased risk of adverse effects caused by increased scale and frequency of development in the open countryside. This was observed to be particularly harmful for ecology, landscape and climate change objectives. Therefore, whilst the policy had significant positive effects for delivering housing objectives, it is not considered to represent an appropriate strategy for Policy SDP7.
- 5.11 Policy SDP8 sets out the Council's approach to development contributions. Contributions fulfil an important role in securing the delivery of sustainable development, ensuring that proposals are adequately serviced and accessed. For this reason the policy was assessed to have significant positive effects for social objectives by supporting and providing the community facilities crucial for health and wellbeing and tackling social deprivation, which in turn would have wider benefits for the existing population. Positive effects are found for housing objectives by enabling the provision of affordable housing through new development, providing an effective response to the affordable housing needs of the Borough. Positive effects were also found for sustainable transport, air quality, and climate change objectives as contributions, which help to address these issues, will be secured through new development where the appropriate tests are met.
- 5.12 Positive effects are also found for ecology, water quality and flood risk objectives given the potential contributions for new infrastructure and enhancements as required by policy. Uncertain effects are assessed for the efficient use of land given the pressure on viability, owing to increased costs, which may make some sites undeliverable. No reasonable alternative is assessed for this policy given that it is considered to be consistent in its approach with the NPPF.
- 5.13 Policy SDP9 seeks to protect, maintain and enhance the South Pennines Special Protection Area (SPA), which is the only internationally designated ecological site within the Borough (it is also a SAC/SSSI). The South Pennines SPA is of particular importance for migratory birds, and hosts of number of important habitats, including heathland and bogs. The Policy seeks to manage development located within specified zones of influence, to minimise the potential for adverse effects, especially those associated with increased recreational use. The policy has significant benefits for ecology and landscape, with positive effects for climate change, air quality, water resources, health and wellbeing, and mineral resources owing to the protection afforded to a large natural asset located within the Borough's

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boundaries. Neutral effects are assessed for housing and economic objectives given that the policy's constraints do not adversely affect the implementation of the spatial strategy to meet development needs which directs development away from the SPA. No reasonable alternative is assessed for this policy given that its approach is consistent with legislative and national planning policy requirements.

Our Foundations for a Sustainable Future

- 5.14 This section of the Local Plan contains 27 cross-cutting policies and 20 of these are addressed in Local Plan Part 2.

- 5.15 Policy ENV8 establishes the type, form and scale of development permitted within the open countryside. The policy has significant positive effects in protecting undeveloped land from inappropriate forms of development and directing investment to urban parts of the Borough. This also benefits objectives supporting the enhancement of sustainable transport, air quality, and climate change, by limiting the amount and type of development permitted in locations which are less well served by services and likely to require travel by car. The policy has positive effects for ecology landscape, flood risk, and minerals owing to the protection afforded to the open countryside. The policy has neutral effects for housing and economic objectives owing to there being sufficient scope and opportunity for development in other locations of the Borough.

- 5.16 The reasonable alternative that has been tested would expand the scope of development permitted within the open countryside. This would increase the adverse environmental effects (ecology, landscape, climate change), as well as adverse impacts on regeneration and health and wellbeing objectives. Despite having significant benefits for the delivery of housing objectives, the reasonable alternative does not meet sustainability objectives as effectively as the preferred approach for Policy ENV8.

- 5.17 Policy ENV9 seeks to ensure that landscape is taken into account through the design process and that it is not adversely affected by inappropriate development. The policy is assessed to score significant positive effects for landscape and biodiversity owing to protective measures put in place within the policy towards natural features which function positively in the local landscape, this may include the protection of important trees, hedgerows, topographical features, and key views and vistas. For the same reason positive effects are also assessed for climate change, air quality, flood risk, water quality, and health and wellbeing, given the role the open countryside has in contributing towards these objectives. A neutral to uncertain effect is assessed for housing and the economy and for the effective use of land, given that the policy may constrain the amount of development which could take place and render other sites undevelopable or unsuitable. Sufficient land is allocated within the plan to meet identified targets in full, in line with the spatial strategy. No reasonable alternative is assessed for this policy given that the approach outlined in the NPPF is applied.

- 5.18 Policy ENV10 seeks to protect the intrinsic quality, character, and culture of the Forest of Bowland Area of Outstanding Natural Beauty (AONB), safeguarding it as a valued natural resource for wildlife, climate change, and recreation. The policy is responsive to the protection afforded to AONBs through the NPPF, and seeks to support the implementation of the Forest of Bowland AONB Management Plan. The policy has positive to significant effects for environmental objectives including biodiversity, landscape, climate change, air

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quality, flood risk, water quality, and mineral resources. The policy also benefits social objectives particularly in promoting health and wellbeing and culture. The policy has a neutral effect on housing objectives owing to the limited growth directed to this area by strategic policy (Policies SDP2 and SDP3). It has a positive effect for the economy, given the role the AONB has in attracting visitors and investors to Pendle. No reasonable alternative is assessed for this policy given that the approach to development within and affecting the AONB is consistent with that set out in the NPPF.

- 5.19 Policy ENV11 sets out the approach to development within the Green Belt, applying the restrictive approach to inappropriate development which is set out in the NPPF. The 2017 Green Belt Assessment considered parcels of land for their functionality against the five purposes defined in the NPPF. The Council considers that there is no justification to alter existing Green Belt boundaries based on its conclusions. Development needs can be met in full on land outside the established Green Belt boundary.

- 5.20 The policy has significant positive effects for regeneration objectives and channelling new investment into urban areas. Positive effects are also assessed for biodiversity, landscape, heritage, water resources, and health and wellbeing objectives as land included within this designated is largely undeveloped and permanently protected. Adverse effects are assessed for housing and economic objectives owing to the constraints placed on development where the policy is applicable. This is particularly true for settlements that are severely constrained by this designation such as Barrowford, Colne, Fence, and Foulridge. Sufficient sites however exist elsewhere to meet local development needs and still align with the spatial strategy. No reasonable alternative is assessed for this policy given its consistency with the NPPF.

- 5.21 Policy ENV12 seeks to protect and secure Green Infrastructure in new developments, to help improve and enhance the existing network of greenspaces across the Borough, in support of the implementation of the Pendle Green Infrastructure Strategy (2019). The policy has positive effects for landscape, biodiversity, health and wellbeing, heritage, water quality, and air quality objectives owing to the protection afforded to existing features which are likely to be important to these objectives, and opportunity provided to secure enhancements and expansion of this network with beneficial effects. The policy also has positive effects in safeguarding existing soils, and promoting sustainable travel by providing and protecting recreational resources without needing to travel considerable distances. A neutral effect is assessed for housing and economic objectives owing to the flexibility built into the policy and its capacity to meet development needs whilst responding to Green Infrastructure requirements. Green infrastructure has an important role in good design, providing for high quality developments that attract new investment and address potential climate change impacts. Reasonable alternative have not been assessed, as none are apparent.

- 5.22 Policy ENV13 seeks to avoid, protect, maintain and enhance habitats and species by applying a requirement for developments to achieve biodiversity enhancements through their delivery. The policy has been assessed to have a significant benefit for ecological objectives and will help ensure that development provide environmental enhancements in line with sustainable principles outlined within the NPPF. The effects of the policy and resulting implications also have positive effects for landscape, heritage, air quality, climate change, flood risk, water quality, and health and wellbeing. An uncertain effect is assessed for housing and economic objectives given that the role and value of a site for wildlife and

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likely impacts on development will alter from site to site and will need to be considered on a case by case basis. No reasonable alternative is assessed given that the policy applies the approach required by the NPPF.

- 5.23 Policy ENV14 seeks to protect, maintain and where possible enhance designated areas of Local Green Space, which have been identified as having qualified value and importance to local communities. The policy is assessed as having a positive to significant positive effects for social objectives, particularly health and wellbeing, given the protection afforded by the Policy towards areas of specific recreational, cultural, and/or amenity value which are important to local communities. The constraining effect of the policy towards the type and scale of development permitted also means it scores positively for ecological, heritage, landscape, air quality, climate change, soil quality, minerals, flood risk and water quality objectives. The policy however has a constraining effect on housing and employment land delivery and as such is assessed to have an adverse effect on these objectives as this type of development is likely to be refused under the policy. Sufficient scope exists in areas beyond Local Green Spaces to meet assessed development needs in line with the spatial strategy. The policy applies the approach to development within Local Green Spaces which is consistent with the NPPF, and as a result no reasonable alternative is assessed.
- 5.24 Policy ENV15 seeks to safeguard and enhance existing open space provision within the Borough and ensure that new development provides open space on site, or contributes to off-site provision, where required/justified. The policy responds to the findings of the 2018 Open Space Audit by securing sufficient open space to meet the needs of the community. The policy has a positive effect for health and wellbeing enabling sustainable access to local sources of recreation. It also is beneficial in tackling social deprivation and scores positively for landscape, ecology, soil quality, air quality, climate change, water quality and flood risk objectives, given that its implementation will mean that a proportion of development sites will be given over to open space. A neutral effect is assessed for housing and economic objectives owing to the flexibility provided in policy and capacity to meet development needs, whilst responding to the need for open space provision as a key design issue. Quality open space is also critical in providing for quality developments important for marketing and attracting investment, however its delivery could reduce the amount of developable space provided within a development. Where appropriate open space could be multipurpose in terms of its role within the development (i.e. it could contribute towards ecological enhancement or function as part of the drainage system) helping to reduce pressure on the developable area. There are no known practical alternatives to the policy which would be effective in securing open space provision. As a result no reasonable alternative is assessed.
- 5.25 Policy ENV16 seeks to ensure that Trees and Hedgerows are protected and incorporated into the design and layout of new development. The overall aim is to support the new Tree and Woodland Strategy by increasing tree coverage in the Borough, as low tree coverage was a highlight of the 2010 Pendle Biodiversity Audit. Requirements are put in place for the management and replacement of trees and hedgerow. The policy is considered to have positive to significant positive effects for biodiversity, landscape, health and wellbeing, air quality, flood risk, climate change, and soils recognising the role trees and hedgerows have in supporting each of these objectives. Adverse effects are assessed for housing and employment objectives giving the likely constraint caused by the policy to the development of some sites (especially applying requirements for net provision where trees

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are lost). There is however sufficient flexibility within the overall supply to ensure that housing and economic targets are met in full.

- 5.26 A reasonable alternative to Policy ENV16 requiring for the one-for-one replacement of lost trees will not constrain housing and employment sites as much, but the environmental benefits are less distinct. It would also make little or no impact for providing a net gain for biodiversity as required by the NPPF, or for maintaining townscapes and landscape, addressing climate change and mitigating the effects of flood risk. Overall the minor constraints on development arising from Policy ENV16 are considered to be less significant than the overall benefits for the environment and the Borough as a whole.
- 5.27 Policy ENV17 seeks to protect the health and wellbeing of future occupiers and existing residents by ensuring that the operations of development do not adversely affect the wider environment. The policy has a positive effect for social objectives particularly in securing regeneration, tackling deprived communities, and addressing health and wellbeing by ensuring that new development does not adversely affect communities during construction or post occupation. There are positive effects for climate change, the redevelopment of land, air quality, water quality, biodiversity and landscape owing to the opportunity and guidance provided to support the redevelopment of land. The policy could constrain housing and employment development because it may render certain sites unsuitable for particular forms of development due to their proximity to incompatible uses or due to the effects of development and/or future operations on neighbouring residents/uses. The policy may increase the cost of developing a site to mitigate potential effects. The effects of the policy will vary depending on site specific circumstances, but will not jeopardise meeting planned needs. The policy seeks to respond and apply the approach set out in the NPPF and as such there is not considered to be a reasonable alternative to this policy.
- 5.28 Policy ENV18 seeks to ensure that the health and wellbeing of future occupiers, existing residents and the wider environment are protected in the treatment and development of contaminated/unstable sites; by ensuring that developments do not adversely affect communities during construction or post occupation. The policy is particularly important in supporting health and wellbeing. It will assist in securing the improvement of soils and will have positive effects for air quality, climate change, biodiversity and water quality owing to the checks provided to ensure that adverse effects on the wider environment are avoided. Works to address localised ground conditions may have short term adverse effects, but overall the broader environmental benefits are considered to be neutral as the treatment of localised ground conditions is not likely to have a significant impact on the wider appearance or quality of the environment. The policy is likely to have a neutral effect on housing and employment land delivery. The policy will assist in enabling some sites to come forward for development which would not otherwise be developable by providing guidance to secure the treatment and redevelopment of these sites. The policy may also increase the cost of developing this typology of site given the need to safely remediate a site before it can be developed. Overall however there is considered to be sufficient opportunity to meet planned needs. The policy seeks to respond and apply the approach of the NPPF and as such there is not considered to be a reasonable alternative to this policy.
- 5.29 Policy ENV19 seeks to secure high quality well designed developments, responding to the significant emphasis placed on good design within the NPPF. The policy scores positively for all objectives. For housing objectives, the policy seeks to secure high quality

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development. This is beneficial for social objectives, addressing deprivation, providing a driver for regeneration, and supporting health and wellbeing by securing development which meets appropriate design standards, is built from good quality sustainable materials, and does not promote adverse effects arising from crime or loss of amenity. For economic objectives it will provide developments which are attractive and functional for investors and future occupiers, potentially attracting higher skilled workers, or new companies to the Borough. For environmental objectives it will promote developments which are designed to minimise the effects on natural features and make the most of opportunities to secure environmental enhancement. The policy closely reflects the policy requirements of the NPPF. It is not considered there is a reasonable alternative which would be as effective in securing the objectives of this policy.

- 5.30 Policy ENV20 establishes guidance for the erection of advertisements. The policy has limited effect in terms of its impacts on sustainability objectives, but does have a positive impact on landscape/townscape, heritage, regeneration, and health and wellbeing objectives, due to the protection it affords to the physical environment and preventing adverse effects for amenity. Whilst it could be considered to be restrictive for businesses, the policy is assessed as having a neutral effect given that it provides certainty as to what forms of advertisement are considered suitable and the issues that need to be taken into account when erecting them. The policy reflects the requirements of the NPPF in this regard, and it is not considered that there is a reasonable alternative to its approach.
- 5.31 Policy ENV21 seeks to protect the heritage assets of the Borough from harm or loss as a result of development. It applies the guidance and approach set out in the NPPF to achieve this. The Borough features an extensive and varied historic environment, including post-industrial landscapes, cotton-weaving villages, and upland farming communities. This heritage has significant importance to the identity of Pendle and is worthy of protection and enhancement for future generations to enjoy and appreciate. The policy has positive to significant positive effects for heritage and landscape/townscape objectives owing to the protection and attention afforded to these issues by the policy. Positive effects are also assessed for biodiversity and regeneration objectives due to the likely benefit arising from the protection of features likely to contribute to these objectives. The effects on housing and the economy, as well as sustainability (accessibility) and climate change are uncertain owing to the dispersed nature of heritage assets throughout the borough, and the differing levels of constraint required in relation to potential development sites. The policy applies the approach of the NPPF towards heritage assets and as a result there is no reasonable alternative to its approach.
- 5.32 Policy ENV22 seeks to safeguard and where possible enhance the historic, cultural, and recreational importance of the Leeds and Liverpool Canal Corridor. The Canal Corridor represents a significant element of Pendle's industrial legacy, and provides tourism, recreational, and wildlife value. As a result the policy is considered to have positive to significant positive effects for heritage, landscape/townscape, and health and wellbeing objectives. The policy also has positive impacts for ecology, air quality, water quality, and regeneration objectives. The policy is not considered to form a constraint to the development of housing and economic development, given the limited area of the Borough that is affected by its requirements. Indeed, the policy offers the opportunity to secure high quality attractive and mixed-use development, which contributes to the provision of high quality homes and encourages investment. No reasonable alternative would help to secure the aims and objectives of this policy.

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- 5.33 Policy ENV23 provides guidance on proposals for equestrian development. The policy recognises the important role that equestrian businesses can have in the rural economy and their value as a source of recreation. The policy balances this against the fact that proposals are typically located in the open countryside, often close to an existing settlement. The policy seeks to ensure that equestrian development, especially in the transitional zone between urban and rural areas, does not have an adverse effect on the open countryside and sustainability factors. The protection afforded to the open countryside through this policy means that neutral effects are found for landscape, biodiversity, heritage and flood risk objectives ensuring that whilst limited change is allowed by the policy to facilitate a sustainable expansion in operation, the effects caused are not significant due to the restrictions applied to the form, scale and location of proposals. The policy supports the rural economy, rural jobs, and promotes accessibility into the open countryside, as such the policy is considered to be beneficial for economic, rural sustainability, and health and wellbeing objectives. The policy provides guidance aimed at balancing environmental effects against the positive local effects the development of equestrian facilities can have for rural areas. As such there is no reasonable alternative assessed.
- 5.34 Policy ENV24 seeks to promote and secure walking and cycling infrastructure and opportunities through new development, in an effort to reduce reliance on travelling by car and encourage a modal shift particularly for shorter journeys. The policy therefore has significant positive effects for encouraging sustainable transport, climate change, and air quality objectives given the potential impacts it could have in reducing trips by car. It also helps to tackle social deprivation enabling equal access to developments and health and wellbeing given the benefits had to health as a result of walking and cycling which will also have wider benefits for healthcare and service capacity. There are no known reasonable alternatives to this policy.
- 5.35 Policy ENV25 applies guidance for parking within developments to ensure there are no adverse effects caused on highway capacity, operation, or safety and to ensure that sufficient attention is given appearance and impact on wider character and implements the parking standards of the Local Plan. The policy has positive effects for health and wellbeing, and townscape, with neutral effects for most other objectives given promotion of electric charging and cycling infrastructure (promoting a positive response in developments to climate change) and regard required of policy to address wider physical effects on the development.
- 5.36 A reasonable alternative to the policy would be for parking standards to be dropped and parking provision dealt with on a case by case basis. The likely effects of this approach are appraised to be adverse for health and wellbeing as parking is not adequately considered through the design process and insufficient provision is provided. This approach would also mean that responses to climate change are not delivered with adverse effects for air quality, climate change and sustainable transport. The reasonable alternative is therefore assessed to have an increased adverse effect on sustainability objective in contrast to the preferred option and is not recommended for adoption.
- 5.37 Policy ENV26 sets out guidance for Taxi related development, seeking to ensure that such development does not have adversely effects for wider residents, occupiers, and

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businesses. The policy is largely irrelevant to most objectives, however does have neutral effects for social deprivation and health and wellbeing owing to the checks put in place to ensure that developments address these issues. Neutral effects are also assessed for environmental effects such as impacts on heritage and townscape owing to the need for developments to consider their wider effects. There are no reasonable alternatives to this policy.

- 5.38 Policy ENV27 sets out measures to ensure that new developments address and minimise effects on climate change particularly in relation to energy and building efficiency, sustainable modes of travel, and renewable energy. The policy seeks to ensure that trends of reducing carbon emissions in Pendle continue to over the plan period in line with local, national and international objectives. The most significant effects of this policy (all positive) are related to climate change, air quality, water quality and resources, biodiversity, health and wellbeing and deprivation objectives owing to the benefits the policy adds to each through its implementation. The policy is also considered likely to support the local economy aiding its diversification by supporting the “green economy”. Adverse effects are assessed for the supply of housing given the increase cost which will arise to develop sites as a result of the implementation of this policy. This will in some circumstances render some sites undeliverable due to viability indications.
- 5.39 A reasonable alternative to Policy ENV27 is a policy which establishes specific targets/requirements for renewable technology and higher sustainability standards for new developments. Whilst this approach would have significant positive effects for aforementioned environmental objectives, this needs to be balanced against the likely significant adverse effects for housing supply and economic objectives owing to the likely significant constraint placed on development due to low viability experienced across the Borough. The degree of constraint caused could be to counterproductive in tackling climate change as investment and/or potential future residents move out of the Borough resulting in increased trips by car, and patterns of development are limited to higher value and less sustainable parts of the Borough also undermining regeneration objectives.
- 5.40 Overall Policy ENV27 is considered to provide the necessary balance at this point in time between minimising the effects of development on climate change and securing the development and investment the Borough needs. The operation of the policy, and its consistency with national targets relating to Climate Change will be subject to continuing monitoring over the plan period and may be reviewed should policy, standards, technology, and the viability of the implementation of this technology alter during the course of the plan period.

Living: Creating a Vibrant Housing Market

- 5.41 This section of the Local Plan contains 13 policies. Of this total 8 are addressed in Local Plan Part 2 with Policy LIV6 replacing Policy LIV1.
- 5.42 Policy LIV6 seeks to revise the housing requirement for Pendle due to material changes in national planning policy and evidence of housing need since the Core Strategy was adopted in 2015. Three options for the housing requirement have been considered through the sustainability appraisal. The first is for 240 dwellings per year reflecting the recommendations of the 2020 Pendle Housing Needs Assessment which is outlined to be beneficial in supporting the achievement of economic growth over the plan period in

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alignment with the objectives of the Core Strategy. The second option is for the adoption of 146 dwellings per year as the housing requirement reflecting the starting point for the assessment of housing need as set out using the Standard Methodology. The third option is to retain the current housing requirement of 298 dwellings per year as set out in Policy LIV1 of the Core Strategy.

- 5.43 The delivery of 240 dwellings per year will make a positive contribution to addressing housing needs, reducing social deprivation, and supporting health and wellbeing objectives by providing opportunities to access new quality housing helping to reduce the amount of poor quality housing as a proportion of the overall dwelling stock. The requirement will also help to maximise the delivery of affordable housing. Importantly the requirement will also support the local economy, delivering a sufficient amount of housing to support projected economic growth and to provide economically active workers to help counter population loss for this age cohort. Greater access to new homes locally will also help stabilise and even reduce the amount of inward commuting to access work. Indeed the contribution made to the economic could mean that the amount of outward commuting is also reduce assisting in some way climate change objectives.
- 5.44 The delivery of this target will however require the identification and allocation of new sites for housing including greenfield sites which are likely to result in adverse effects for environmental objectives such as landscape, climate change, water quality and resources, air quality, and biodiversity if left unchecked through policy given the role that undeveloped sites often have in supporting these objectives.
- 5.45 The requirement for 146 dwellings per year will place a significant constraint on the delivery of new homes in Borough. This will fail to support housing objectives to deliver quality and diversify the housing stock of the Borough, with reduced opportunity for households to move out of poverty and out of inappropriate living conditions. Such an approach will not assist objectives to reduce social inequality and deprivation levels within the Borough. The requirement would also fail to support the local economy. Providing reduced investment in the Borough to support local jobs (in particular in construction) and would also result in a contraction of the number of economically active people resident in the Borough, potentially driving investment outside the Borough.
- 5.46 The policy has broadly neutral to positive effects for environmental objective given that it is unlikely there will be a need to allocate any sites now to meet this requirement with delivery relying instead on committed development. However, in order to ensure that this need is delivered in full there may need to be a need to identify a reserve supply of housing land should commitments failed to come forward. This means that the status-quo would largely apply with existing greenfield land protected from inappropriate forms of development. Policies for climate change however will have less of a benefit. This is because that policies within the Plan relating to climate change are unlikely to be applied to any significant degree with any meaningful change brought by the Local Plan substantially reduced.
- 5.47 The retention of 298 dwellings per year as the housing requirement for Pendle has the most significant positive effects for housing and economic objectives out of the three options given that it will provide for the highest level of housing completions enabling a greater supply response to housing needs. The policy however also has the most significant adverse effects for environmental objectives owing to the need to allocate and develop

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more greenfield land than any other scenario. This requirement could also have harmful effects on some social objectives with new development taking place on open space with recreational and/or amenity value.

- 5.48 Taking into account the above, on balance, it is considered that the adoption of 240 dwellings per year as the housing requirement for Pendle, would provide for the most sustainable approach that is both responsive and supportive of social and economic needs, with the least potential for adverse effects for the environment. Wider policies of the Local Plan (inclusive of site specific requirements) will ensure that harm caused is limited in its extent, with most significant effects temporary in nature.
- 5.49 Policy LIV7 sets out how and where the residual housing needs of for the plan period responding to the preferred housing requirement of 240 dwellings per year, with enough land identified to also address the arising shortfall against the Core Strategy (together with commitments and land allocated through Policy WRK9). The preferred position is the allocation of 12 sites for around 700 dwellings. The first reasonable alternative would be not to allocate specific sites but instead rely on windfall development. The second reasonable alternative would be the allocation and release of all reserve sites identified under Policy LIV8, as well as those identified under Policy LIV7.
- 5.50 The preferred approach ensures that identified housing needs are met in full and as such scores positively for housing, economic and social objectives. The development of 700 dwellings in the Borough requires the use of greenfield land resulting in adverse effects for the protection of soils and mineral objectives, however this supply is balanced and includes within it brownfield sites where there is satisfactory information of its suitability and deliverability for housing. Site specific requirements together with the implementation of wider policy requirements ensure that the potential for adverse effects on environmental objectives are limited and kept to the short and medium term. This is why Policy LIV7 has a better score against environmental objectives than Policy LIV6. Adverse effects are still deemed likely for soils and minerals where loss to development will be permanent. The urbanisation of land is also likely to cause adverse effects for landscape quality and tranquillity. The extent and degree of this effect is likely to vary per site, however the most significant effects are likely to be temporary in nature limited to the construction period and in the early years post completion.
- 5.51 A reasonable alternative of windfall development is likely to result in uncertain to negative effects across the board. Such an approach means that it cannot be certain where, when, what form, or scale development would come forward during the plan period, making planning for its integration into the wider community and infrastructure requirements a significant challenge. Environmental objectives may be adversely affected by the absence of a planned approach to development with increased weight applied to the delivery housing for decision making purposes where targets are not achieved. Such an approach would also reduce the effectiveness of environmental policy and the success of joined up policy such as in the protection and enhancement of the Borough's Green Infrastructure network and priority habitats.
- 5.52 A second reasonable alternative to also allocate sites identified in Policy LIV8 for release now. The adoption of this approach would have benefits for housing and economic objectives owing to increased access to and opportunity for quality housing, enabling a more significant response to housing needs (such as addressing affordable housing need).

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However the significance may be softened due to the fact that needs would be exceeded. Such an approach however will also require the development of more greenfield land, with increased adverse effects caused for environmental objectives in contrast to the preferred option.

- 5.53 Taking into account the above, on balance, it is considered that the adoption of the preferred approach for meeting housing needs, provides for the most sustainable way of delivering the housing needs of the Borough. The approach of Policy LIV7 is responsive and supportive to social and economic needs, and is considered to have the least potential for adverse effects for the environment, with certainty provided on the location of development enabling increased weight to be applied to wider environmental policies of the Local Plan Part 2.
- 5.54 Policy LIV8 identifies further land for housing which is reserved and only permitted to come forward in specific circumstances. The policy grants potential flexibility to the plan should unexpected change occur during the plan period which would mean that development targets won't be achieved. The policy enables the Local Plan to adapt to change without the need for a lengthy review and is consistent with the NPPF in this regard.
- 5.55 The policy, if implemented, is supportive of housing, economic and social objectives of the Plan, by ensuring that planned requirements are met in full, enabling a sufficient supply and opportunity to access quality new homes. This is important for economic objectives (supporting the delivery of projected job growth) but also in addressing deprivation and promoting health and wellbeing by providing homes of sufficient size, tenure, and standard to meet needs.
- 5.56 The implementation of the policy however requires the development of greenfield land with likely adverse effects for landscape, climate change, biodiversity, use of resources etc due to the increased pressure and loss of undeveloped land. Whilst sites identified through Policy LIV8 are assessed as being broadly suitable for housing, they are, as a matter of fact, less sustainable in their location and for their wider effects on environmental objectives than sites shortlisted under Policy LIV7 for allocation (as confirmed by the site selection process). It may therefore be expected that the environmental implications of Policy LIV8 are more significant especially if left unchecked and unmitigated.
- 5.57 The first alternative of not including Policy LIV8 at all within the plan has not been subject to SA. In effect the impacts would be the same as Policy LIV7, however this option is not considered to form a reasonable alternative given the need to ensure that the plan is flexible, realistic and adaptive to change in policy terms. The absence of an additional source of housing supply, available if needed over the plan period, renders the plan at risk of failure and planning by appeal threatening its soundness.
- 5.58 The reasonable alternative tested is to increase the amount of land which is identified through Policy LIV8. This will provide for similar benefits to housing, economic and social objectives as set out for the preferred approach above, however will have more significant adverse effects for environmental objectives including in particular objectives relating to landscape, effective use of land, sustainable transport, climate change, and biodiversity owing to the need to development land which is likely to be more sensitive and important in contributing towards these objectives. The preferred option is therefore to provide a

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more sustainable approach in providing flexibility to the plan in terms of housing land supply.

- 5.59 Policy LIV9 seeks to provide additional guidance for the delivery and development of affordable housing in the Borough, including the criteria for rural exception sites. The policy also responds to and implements changes made to the delivery of affordable housing as brought by the 2019 version of the NPPF, and seeks to maximise the delivery of affordable housing in response to evidence of significant need. The policy has positive effects for housing, economic and social objectives (social deprivation, health and wellbeing, rural sustainability) by increasing accessibility to suitable, affordable, quality housing stock, particularly in parts of the Borough where housing provision is normally limited in accordance with the spatial strategy. The policy permits the development of exception sites within the open countryside, however the extent and degree of development permitted through this approach is limited owing to the restriction applied for this to extent to only include small scale development, tied to evidence of need, as well as the requirement to account for environmental effects. The overall effect on environmental objectives is therefore assessed as neutral on environmental factors. The policy is considered to be consistent with the NPPF and aligns with Policy LIV4 of the Core Strategy. As such, there are no known reasonable alternatives to this policy.
- 5.60 Policy LIV10 seeks to ensure that new homes are of a sufficient quality in terms of their size, design, materials, and environmental standards. The policy has positive effects particularly for social objectives in addressing social deprivation and health and wellbeing, and as for minimising the effects of climate change by securing new homes which protect standards of living and which reduce their impact on the wider environment. The sustainable design and construction of new dwellings will also be beneficial in minimising and managing waste and objectives for water quality and resources. The policy seeks to ensure that homes are sufficiently designed and adaptive to meet the needs of the entire community including those with disabilities. The policy is consistent with the approach set out in National Planning Policy. There is no known reasonable alternative to this policy.
- 5.61 Policy LIV11 seeks to promote and secure self-build and custom build homes within Pendle responding to the statutory requirement of the Borough to maintain a list of and make provision for this type of housing. The policy has positive social and economic effects by increasing the diversity of housing stock provided over the plan period in response to needs. The opportunity provided for self-build enables people to construct bespoke properties which are responsive to their own needs and requirements which might not otherwise be suitably met by existing stock or housing stock provided by a developer or registered provider. The Policy promotes self-build as windfall development, and also seeks self-build as a proportion of existing stock at development sites over a certain threshold (including allocations), and as such the environmental effects of developing such sites is taken into account through Policy LIV7 (and LIV8 if implemented). Self-build plots in themselves are small in scale and unlikely to have significant adverse effects on the wider environment. It will however be the case that in some circumstances it would not be appropriate to develop self-build plots independent of the wider (much larger) development.
- 5.62 Policy LIV12 sets out the types and scale of dwelling which may be permitted in the open countryside. The list is limited in its extent to retain the undeveloped nature of this area and prevent isolated unsustainable development. Some forms are permitted to support

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the rural economy. The policy has positive effects for housing, economic and social objectives. This arises given that the policy supports sustainable growth within the rural area, giving the opportunity to access housing, and provides some scope for the housing needs of households in rural areas to be met. The policy is not considered to constrain housing delivery given opportunities provided elsewhere within the Borough. The limited forms of development with a promotion of reuse and redevelopment is considered to benefit environment objectives such as landscape effects, biodiversity, and heritage. This approach minimises the need to develop open countryside to meet needs. It also makes use of and improves existing redundant buildings. Some adverse effects (albeit very minor) are assessed for objectives for sustainable transport and climate change owing to the fact that most proposals will be in isolated locations requiring car access. The effects on these objectives overall will be very limited. The policy is considered to reflect the NPPF in relation to the development of housing in the open countryside and as such no reasonable alternative has been tested.

- 5.63 Policy LIV13 sets out guidance for the development of communal accommodation (including care homes), HMOs, and student accommodation. The guidance itself seeks to ensure that proposals can be integrated successfully into existing communities with the potential for adverse effects minimised. The effects of this policy on assessed sustainability objectives is largely limited, with a neutral effect outlined for most environmental objectives given guidance within the policy provides a framework for the assessment of proposals within the scope of this policy. Some benefits are provided for housing and social objectives particularly promoting health and wellbeing by encouraging the development of wider housing products which may be beneficial in meeting specific circumstantial needs by the provision of clear and positive guidance. The policy also focuses on ensuring that such developments do not adversely affect existing residents. Positive effects are also assessed for sustainable transport and air quality with proposals encouraged to be close to existing public transport services. There is no known reasonable alternative to this policy.
- 5.64 Policy LIV14 sets out guidance for Gypsy and Traveller and boat dweller accommodation. The policy provides guidance as to how and what issues should be considered when promoting this type of development, focussing on ensuring that there are no wider adverse effects for the wider environment. The policy scores largely neutrally for environmental objectives as a result. The policy has positive effects for housing objectives owing to the clear and positive framework provided for such types of development enabling a response to the social and cultural accommodation needs of specific groups within the community. The policy also have positive effects for health and wellbeing by ensuring such sites and locations are suitable for the proposed use taking into account nearby uses. There are also positive effects for sustainable transport objectives with proposals encouraged to be close to existing public transport services. A reasonable alternative to this policy would be to allocate specific sites for these uses. However, the 2020 Housing Needs Assessment and dialog with the Gypsy and Traveller community reveal there is no need for sites to be allocated to meet this need within Pendle. This alternative position has not therefore been assessed.

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Working: Creating a Dynamic and Competitive Economy

- 5.65 This section of the Local Plan contains 12 policies. Of this total 7 are addressed in Local Plan Part 2 with Policy WRK10 (and WRK11) replacing Policy WRK4 of the Core Strategy.
- 5.66 Policy WRK7 seeks to allocate sufficient land to meet residual employment land requirements identified through the Core Strategy. This is comprised of a single site at West Craven Business Park for 7ha. The policy is assessed as having positive effects for economic and social objectives by meeting economic requirements and providing increased opportunity within West Craven to increase the amount of jobs available. The policy also has a positive effect for sustainability objectives by providing local people the opportunity for local employment reducing the need to travel. Neutral effects are assessed for most environmental objectives given the policy safeguards in place relating to flood risk, biodiversity, pollution etc thus minimising the potential for adverse effects in the longer term. Adverse effects are expected for objectives seeking to protect soils and the landscape owing to the need to develop greenfield land to meet needs, and the nature of this development and likely adverse effects (at least in the short to medium term) on the character of the local landscape (albeit this is also limited by the site's close proximity to the existing business park).
- 5.67 A reasonable alternative relies on windfall development. The problem for this approach is the lack of certainty provided that employment needs are met in full and that the site or sites which respond to this need are suitable environmentally or for their impacts on wider existing uses or users. Adverse effects are therefore largely assessed for economic, social, and environment objectives, and this approach is recommended to be dismissed as the basis of the approach for Policy WRK7.
- 5.68 Policy WRK8 seeks to protect and retain existing identified strategic employment sites for employment use only (B2/B8). A limited amount of Class E(g), offices, research and development, and light industry is also permitted recognising the complementary role such uses may have within an employment area. The purpose of the policy is to ensure that the Borough's industrial and employment base does not decline over the plan period. For this reason the policy is considered to contribute positively towards economic objectives. It also supports objectives to regenerate and invest in the Borough's main settlements safeguarding greenfield land, and support health and wellbeing by maintaining access to employment benefiting sustainability objectives. The protective measures also safeguard existing habitats and landscapes from loss to development, and in turn benefits water quality, resources and flood risk.
- 5.69 A reasonable alternative to the policy is that existing employment sites are allowed to go into different uses where vacant. This approach is considered to have harmful effects for economic objectives with the employment base of the Borough reducing. Stemming from this commuting rates would likely increase and with likely harm caused to deprivation levels with access to local sources of employment becoming more limited. This approach however would enable the effective use of land to meet broader development needs such as housing, and could (subject to site suitability and viability) reduce the need to develop greenfield land as whole with beneficial effects for wider environmental objectives including landscapes, biodiversity, water quality, soils, and flood risk.

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- 5.70 Whilst this policy approach would have evidential land use benefits, the overall likely harm caused to the local employment base and connected social objectives is considered to outweigh the environmental benefits and is not therefore recommended for adoption.
- 5.71 Policy WRK9 sets out the guidance for and allocates land for mixed use development (at Ouzledale Foundry, Barnoldswick). The policy recognises and encourages opportunities for mixed use development which may contribute significantly towards housing, economic and social objectives, providing developments of enhanced sustainability with reduced need to travel and increased likelihood of self-sufficiency, which may also benefit the wider area within which the site is located. Positive effects are assessed for all of these sustainable objectives. For environmental objectives the policy scores more neutrally given safeguards put in place to minimise the potential for adverse effects. Given that the policy largely relates to windfall development its exact effects on the environment is largely uncertain and is dependent on the scale, type, location, and relationship to wider surroundings. The effects of the allocation of Ouzledale Foundry, Barnoldswick is summarised in the site assessment section which follows below. No reasonable alternative is assessed for this policy.
- 5.72 Policy WRK10 sets out the approach to development within the Borough's Town and Local Shopping Centres. The policy seeks to safeguard the primary commercial function of these areas and their role within the wider Borough as the hub of commercial activity securing their vitality and vibrancy. The policy does however enable the development of broader uses where suitable. The policy is considered to have positive effects across most objectives, with effects particularly significant for economic, social and sustainability objectives. There are positive effects for housing objectives with increased opportunity to deliver new housing. Environmental objectives also benefit with economic activity focussed towards existing developed areas safeguarding undeveloped areas. The policy has been drafted to respond positively to changes made to the Use Class Order, whilst ensuring consistency with the NPPF and its approach to town centre uses. No reasonable alternative is therefore considered to exist within this policy context.
- 5.73 Policy WRK11 sets out the approach to commercial uses (Class E Uses) beyond Town Centres. This recognises that some Class E uses exist in locations outside of town centres and their continuing use for Class E development would be suitable. The policy seeks to limit Class E uses in locations beyond these to protect the role and functionality of town centres and to prevent adverse effects of wider uses, users, and the environment. The Policy is considered to have positive effects for the economy by directing investment to appropriate locations and ensuring that existing commercial sites are safeguarded. It also has positive effects for social objectives given the effect of the policy in safeguarding amenity, health and wellbeing caused by commercial types of development. The policy supports sustainability objectives by only permitted Class E uses in locations accessible by public transport. The policy has environmental benefits by ensuring that proposals do not adversely affect their surroundings due to their use and operations, and prevents the use of Greenfield land for commercial use. The policy has been drafted to respond positively to changes made to the Use Class Order, whilst ensuring consistency with the NPPF and its approach to town centre uses. No reasonable alternative is therefore considered to exist within this policy context.

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- 5.74 Policy WRK12 provides guidance for tourism development including tourist accommodation encouraging the sustainable growth of this industry and increasing its role within the Pendle economy. The policy scores positively towards economic and social objectives by expanding the economic base of the Borough and supporting employment levels. The policy also has neutral to positive effects for environmental objectives owing to the preference given towards the reuse and redevelopment of existing buildings and modest well related expansion which is accessible to public transport. It is recognised that some tourist facilities are by their nature in isolated parts of the Borough so some adverse effects to sustainability objectives may be expected though the degree of these adverse effects is limited. No reasonable alternative is considered to be appropriate in achieving the aims of this policy.
- 5.75 Policy WRK13 provides guidance for the provision of communication and digital infrastructure. The policy has positive economic effects owing to the role that technology has in supporting economic investment and business operations and efficiency. The policy also has positive effects on sustainability objectives due to the reduced need to travel as a result of enhanced communication technology. Neutral effects are assessed for environmental and social objectives due to policy safeguards put in place with require proposals to minimise the potential for adverse effects on the character and quality of the wider environment, and health and wellbeing of neighbouring uses/users. The policy provides a framework for decision making as communication and digital infrastructure is brought forward over the plan period. There are no known reasonable alternative policy approaches available.

Supporting: Creating Healthy and Confident Communities

- 5.76 This section of the Local Plan contains 6 policies. Of this total 2 are addressed in Local Plan Part 2.
- 5.77 Policy SUP5 seeks to ensure that new development takes into account and protects the health and wellbeing of future occupiers and existing residents and uses. The policy also directs certain forms of development away from certain locations in the interests of public health. The policy is considered to have positive effects for social objectives particularly for health and wellbeing, and in tackling key issues within Pendle such as relatively high levels of deprivation and poor health. Positive effects are also assessed for sustainable transport, climate change and air quality, with particular attention given to the promotion of access via walking and cycling. Whilst the policy constrains certain forms of commercial development within particular locations, the policy is considered to have a neutral effect on economic objectives owing to the certainty which is afforded by the policy approach. Sufficient opportunity for these uses exists in other parts of the Borough which are more suitable subject to site specific circumstances and material considerations. As such, the policy is not considered to be overly constraining and is justified in protecting the health of the Borough's school aged population. No reasonable alternative is identified which secures the attention required towards health and wellbeing in new developments.
- 5.78 Policy SUP6 provides guidance for community uses developments included within Class F of the Use Class Order. The policy promotes such uses where criteria are met ensuring the vibrancy and continued sustainability of the Borough's existing community whilst minimising the potential for adverse effects on the environment. As a result the policy has positive effects for social objectives including tackling deprivation, promoting rural vitality, and protecting health and wellbeing. The policy promotes sustainable objectives reducing

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the need to travel to access essential goods and services, as well as opportunities for social interaction and recreation. The policy has neutral to positive effects on environmental objectives such as minimising the effects of climate change, impacts on biodiversity, and landscape. The policy is responsive to recent changes made to the Use Class Order, seeking to promote development included within the Class F Use Class in a sustainable manner. It is considered there is no reasonable alternative available which would be effective in securing this type of development within this policy context.

Site Appraisals

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

Housing Site Allocations

- 5.80 In addition to the Strategic Housing Site allocated at Trough Laithe (see Policy LIV2), the Council has also considered a number of smaller sites to deliver the revised housing requirement of the plan (Policy LIV6) and meet residual housing needs (as defined through Policy LIV7).
- 5.81 A total of 12 sites are allocated through Policy LIV7 with a collective capacity for around 700 dwellings. A mixed use site, allocated through Policy WRK9 at Ouzledale Foundry, Barnoldswick for 87 dwellings will also contribute to the housing land supply.
- 5.82 The selection and distribution of housing sites to be allocated is identified to accord with the spatial strategy as defined through Policies SDP2 and SDP3 of the Core Strategy which seeks to focus development within the M65 corridor and then the West Craven Towns and finally rural Pendle. This is crucial in providing a sustainable pattern of development, ensure that investment aligns with regeneration objectives, and to limit the effects of development on the environment. Regard has also been given to the Scoping and Methodology Report produced and consulted upon by the Council in 2017 which distributed needs to a settlement level taking into account size, services, employment, accessibility etc. The result of this distribution accounting for completions and committed development is set out in Appendix 1 to the Local Plan Part 2.
- 5.83 Effort has also been made through the site selection process to provide a portfolio of sites that, as a whole, delivers market choice in terms of location, type, and size which would benefit the range and opportunity of new homes provided over the plan period. In line with the NPPF around 10% of the supply identified is situated at sites less than 1 hectare in size to support SME housebuilders.
- 5.84 All sites submitted to the SHLAA Call for Sites exercises conducted by the Council during the preparation of the Local Plan Part 2 have been subject to extensive assessment for their suitability, achievability, and deliverability. This Sustainability Appraisal forms one document within this site selection process and its findings are taken into account to inform the final site selection process as well as the policy requirements defined for each site through Policy LIV7.

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- 5.85 A thorough appraisal of the likely effects on sustainability objectives of all sites submitted (including reasonable alternatives) has been undertaken within Appendix 5. Sites failing to meet defined thresholds and criteria have not been assessed. A list of these sites together with a reason for their omission is set out in Appendix 8 of the Sustainability Appraisal.
- 5.86 The following sites (in order of reference number) are proposed to be allocated through Policies LIV7 and WRK9:
- P011 Richard Street Nurseries, Brierfield (35 dwellings);
 - P019 Sheridan Road, Laneshaw Bridge (30 dwellings);
 - P026 Riverside Mill, Nelson (80 dwellings);
 - P045 Aspen Grove, Earby (44 dwellings);
 - P060 Former Mansfield High School, Taylor Street, Brierfield (43 dwellings);
 - P064 Brook Shed, Earby (65 dwellings);
 - P081 New Road Garage Site, Earby (35 dwellings);
 - P110 Hollin Hall, Gisburn Road, Blacko (12 dwellings);
 - P238 Gibb Hill (Site B), Nelson (150 dwellings);
 - P244 Former James Nelson Sports Ground, Nelson (114 dwellings);
 - P267 Former LCC Deport, Halifax Road, Brierfield (9 dwellings);
 - P282 Church Lane, Kelbrook (82 dwellings); and
 - P309 Ouzledale Foundry, Barnoldswick (87 dwellings, 5ha B2/B8 Employment).
- 5.87 A summary of the appraisal undertaken for shortlisted sites is provided below. See Appendix 5 for the full appraisal of each of these sites and reasonable alternatives.
- 5.88 P011 Richard Street Nurseries, Brierfield for around 35 dwellings is assessed as having positive effects for housing and economic objectives. The development of the Site will support the regeneration of central wards within Brierfield which suffer from high levels of deprivation and increase access to quality housing resulting in significant positive effects for social objectives. The site benefits from excellent accessibility to existing shops and facilities located within Brierfield, and is accessible to both high frequency bus routes and Brierfield railway station. The proximity of the Site these services reduces significantly the reliance of future occupiers on travel by car with positive to significant positive effects for sustainability objectives. The site is previously developed and is vacant and overgrown in its current condition detracting from the built quality of wider area. As such the proposal is assessed as having positive effects in securing the effective use of land and securing positive change for local townscape. The site is largely unaffected by most environmental constraints although initial studies show that the site is subject to a limited degree of flood risk and as such a minor adverse effect is assessed for this objective.
- 5.89 P019 Sheridan Road, Laneshaw Bridge for around 30 dwellings is assessed as having a positive effect on housing and economic objectives. The proposal will provide new homes within the village supporting existing services and giving local people the opportunity to

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stay within the village. The site is accessible to local facilities available within the village and to public transport services to Colne. Adverse effects are assessed for some sustainability objectives, however this reflects the nature of the village, and the site's reasonable alternatives share the same locational characteristics.

- 5.90 The Site is greenfield and as such its development would have an adverse effect on soil/effective use of land objectives. The Site is also affected by drainage issues. Any scheme to develop the Site will need to address the issue of drainage with regard given to the Council's SFRA. The development of the Site is assessed as having an adverse effect on landscape objectives. The Site is however set back from the main highway (Keighley Road), and would form an infill between existing residential developments. The extent of this affect is therefore limited, and will be further reduced in the longer term with the implementation of a sufficient landscaping scheme and by ensuring that new dwellings are consistent in scale and form with surrounding development.

- 5.91 P026 Riverside Mill, Nelson for around 80 dwellings (reduced from 100 dwellings at submission) is assessed as making a positive contribution to housing objectives. The proposal will redevelop a previously developed but vacant site within the settlement boundary of the town helping to make effective use of land and securing environmental enhancements to the Site with benefits for the wider area. Its allocation for housing would support the regeneration of the town, providing investment to help reduce social deprivation and increase access to quality housing in one of the poorer wards of the Borough. The development of the site would therefore contribute significantly towards social objectives. The site is accessible to a wide range of facilities, services, shops and sources of employment located within walking distance helping to reduce reliance on travel by car with positive effects for sustainability objectives.

- 5.92 The site has adverse effects for flood risk owing to the presence of Walverden Water, and surface water flooding affecting the site. Its redevelopment will need to account for this risk with the design and layout adjusted accordingly in response to the findings of the Council's SFRA. It is suggested within the appraisal that the site capacity is reduced to account for the flood risk and drainage issues on the site and provide for increased scope for attenuation. This is adopted through the allocation of the site for 80 dwellings.

- 5.93 The site is assessed as having minor adverse effects for employment given its identification as a protected employment site. The site is suitable for the development of either or both uses subject to detailed considerations. The site is already allocated for housing through the Bradley Area Action Plan so the degree of harm caused if not developed for employment is likely to be limited.

- 5.94 P045 Aspen Grove, Earby for around 44 dwellings is assessed as having positive effects for housing and economic objectives. Its development will make an important contribution towards meeting the housing needs of Earby, within which to date there has been limited development. The site benefits from good access to existing services, facilities, shops and employment located within Earby, as well as public transport route reducing the need to travel by car with neutral to positive effects for sustainability objectives. The site is greenfield and as such has an adverse effect on soils/effective use of land objectives, however is largely unconstrained by other environmental factors scoring neutrally for most. The development of this site is likely to result in some harmful effects to the local landscape being exposed from the east. Effects will be particularly pronounced in the short

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to medium term as new homes are construction on the Site. Mitigation will be required including the provision of a new soft boundary along the eastern edge of the site, together with design responses in layout, type and scale of development provided on site to minimise adverse effects caused.

- 5.95 P060 Former Mansfield High School, Taylor Street, Brierfield for around 43 dwellings is assessed as having positive effects for housing and economic objectives. Its development will assist with objectives to renew and improve the quality of housing stock within the M65 Corridor, and will continue efforts to regenerate Brierfield. The site benefits from excellent accessibility to Brierfield Town Centre, and existing shops and services located within. The site is also within walking distance of the high quality bus corridor which links Colne, via Nelson and Brierfield to Burnley with bus services up to every 7 minutes. The highly sustainable location of the Site will reduce the need to travel by car, assisting sustainability, air quality and climate change objectives, and secure the reuse of previously developed land in line with objectives to safeguard soils and make effective use of brownfield land.
- 5.96 The site is assessed as having low environmental sensitivity with neutral to positive effects assessed for these objectives. The Site is not known to be of value to ecology. It does not form part of the Borough's Green Infrastructure Network, and is not formally designated open space. The Site does not feature or relate to any formal or informal heritage asset or designation. The Site is not located within a special landscape designation, nor is it an area of townscape quality. Its development may enhance the quality of the existing urban environment. Parts of the site are assessed as experiencing some level of flood risk, and as such the site scores negatively for this objective. Neutral effects can be provided for this objective if sufficient SUDs infrastructure is incorporated into the design and layout of the scheme to ensure that there is no net increase in flood risk for existing and new properties applying the findings the Council's SFRA and planning policy requirements.
- 5.97 P065 Brook Shed, Earby for around 65 dwellings is assessed as having positive effects for housing and economic objectives. Its development will make an important contribution towards meeting the housing needs of Earby, where to date, within the plan period, there has been limited development. The site benefits from excellent accessibility to Earby town centre, together with employment opportunities, and public service provision. The accessible location of the Site serves to reduce the reliance of future residents on the car to travel thereby supporting sustainability objectives.
- 5.98 The Site is previously developed, currently vacant and overgrown. It therefore detracts from the built quality of the wider area which includes part of the Earby Conservation Area. The redevelopment of the Site therefore gives rise to the opportunity to regenerate this part Earby, making effective use of previously developed land, and enhance the wider area to the benefit of the built environment (supporting townscape and heritage objectives).
- 5.99 The proximity of the site to New Cut (a watercourse) means that parts of the site are subject to a high risk of flooding, with surface water flood risk known to affect other parts of the site. To address this there is a need for the policy requirements for the Site to ensure that the issue of flood risk and drainage is adequately considered and reflected through the design and layout of any scheme to develop the site taking into account the findings of the Council's SFRA.

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- 5.100 P081 Existing Garages, New Road, Earby for around 35 dwellings is located adjacent to the north of P065. The site is developed, and in its current form is underused, providing for a relatively poor built environment which detracts from the Earby Conservation Area. The redevelopment of the site for housing gives rise to the opportunity to make effective use of the site, aiding the regeneration of the wider area, benefiting its physical appearance with positive effects for townscape and heritage objectives. The development of housing on the site has positive effects for housing and economic objectives providing opportunity to meet the needs of Earby which largely are not addressed by commitments and completions. The Site is situated in a central and highly accessible location within Earby, with readily accessible public transport, walking and cycling infrastructure available which will help reduce the reliance of future occupiers on car transport benefiting sustainability objectives. The site is largely unaffected by environmental constraints owing to its previously developed nature with largely neutral effects for these objectives.
- 5.101 P110 Hollin Hall, Gisburn Road, Blacko for around 12 dwellings will contribute to meet the housing needs of Blacko which thus far in the plan period has seen little development. The development of this site will therefore make a positive contribution to housing and economic objectives and its limited scale should provide opportunities for SME builders. Its development will also benefit social objectives by increasing access to housing for villagers, and supporting existing service provision, in a popular and quite expensive part of the Borough. The site has limited access to existing services and facilities increasing the reliance of future occupiers on the car. This however reflects the character and location of the wider settlement and the site's reasonable alternatives share the same locational characteristics.
- 5.102 The site is greenfield and as such its development will have an adverse effect on soil/effective use of land objectives. The site is however small in scale and so its wider environmental effects are considered to be limited. The development of the site is considered likely to result in some harm to the local landscape. This effect is reduced by the scale of the site and by the fact that the site forms a logical extension to the settlement pattern. Adverse effects on landscape and townscape character are expected to be temporary in nature and reduce in the longer term as the development integrates into its surroundings. Mitigation measures such as the adoption of a suitable landscaping scheme, high quality design and materials and a low density layout will further be required to ensure that adverse effects caused by developing the site are limited. Hollins Hall farmhouse itself, is considered to contribute to the quality and character of the streetscene, and should be retained through the development of this site.
- 5.103 P238 Gibb Hill (Site B), Nelson for around 150 dwellings (reduced from 216 dwellings at submission) will have significant positive effects for housing and social objectives making an important contribution to the housing needs of Nelson, diversifying housing stock available within the town and increase access and opportunity for quality housing stock. The development of the site will also have positive effects for the local economy owing to direct and indirect contributions made towards the economy during and post construction. The site is accessible to a good range of services, facilities, shops and sources of employment available locally within Nelson, as well as public transport routes. The development of the site will therefore benefit accessibility objectives.

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- 5.104 The site is greenfield, covering an extensive area, resulting in adverse effects for soil/effective use of land objectives. The site contains sensitive environmental features including a Biological Heritage Site which if lost or significantly harmed through development of the site would result in irreversible adverse effects for ecology and landscape objectives.
- 5.105 It is suggested through the appraisal that an effective way of limiting the potential for this is through a reduction in site capacity from that submitted for the site. This approach would reduce pressure on developable areas within the site, which may also be of landscape or ecological value, to be used for housing. This provides increased opportunity within the layout of the scheme to provide suitable offsets, enhancement measures, and green corridors to help mitigate the effects of developing the site and safeguard key features and qualities of the site for wildlife and retain the prevailing landscape quality.
- 5.106 Nevertheless site specific policy will need to ensure that the development avoids and makes best use of the site's constraints and opportunities including its natural features through the design and layout, that sufficient mitigation and enhancement areas are provided as a network of greenspace through the development, that develop does not harm the BHS which features within the site boundary, and that suitable open space and planting is provided on site to effectively integrate the development into the wider environment.
- 5.107 P244 Former James Nelson Sports Field, Nelson for around 114 dwellings scores significant positive effects for housing and social objectives owing to the significant contribution the site could make in responding to the housing needs of the town. Positive effects for the economy are also assessed accounting for the likely direct and indirect contributions made to the local economy during and post construction. The site is access to a good range of services, facilities, shops and sources of employment, as well as public transport routes promoting travel by non-car modes in support of sustainability objectives.
- 5.108 Adverse effects are assessed for soil/effective use of land due to the greenfield nature of the site. The site however sits within the settlement boundary and is contained by existing development/uses, meaning that the site has limited value for environmental objectives with neutral affects likely on these objectives as a result of the development of the site.
- 5.109 P267 Former LCC Depot, Halifax Road, Brierfield for around 9 dwellings has positive effects for housing and economic objectives. The site is previously developed, vacant and overgrown, the redevelopment of the site will support regeneration in wards which suffer from higher levels of deprivation giving rise to positive effects in securing the effective use of land and for social objectives by increasing access to quality housing stock. Its redevelopment will give rise to environmental and visual enhancements with positive effects for townscape objectives. The site is in a highly sustainable location benefitting from excellent accessibility to local services, facilities, shops and public transport routes reducing significantly the need to travel by car. The allocation and development of this site is consistent with and supportive to sustainability objectives.
- 5.110 P282 Church Lane, Kelbrook for around 82 dwellings has positive effects for housing objectives, giving rise to the opportunity to meet the housing needs of Kelbrook and

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neighbouring Sough which have thus far gone unmet. It will provide the opportunity to access housing locally with positive effects for social objectives as a result. The site is accessible to existing services and facilities, as well as sources of employment which are located within the village. It is also close to public transport services which connect to Colne and Burnley helping to minimise the need to travel by car in line with sustainability objectives. Neutral effects are anticipated for flood risk and heritage objectives. The site is greenfield and as such will result in adverse effects for soil/effective use of land objectives, and adverse effects for landscape, due to the urbanising effect caused and visibility of the development from the east. Policy should seek to reduce the potential for adverse effects created by developing the site on the local landscape and setting on the village. This could include the creation of a soft north and eastern boundary of the site, together with a lower density and layout measures should help minimise the extent of this adverse effect with the worst temporary in nature.

- 5.111 P309 Ouzledale Foundry, Barnoldswick for around 87 dwellings plus 5ha of employment land has positive effects for housing objectives. The site provides the opportunity to diversify the housing stock of the town, and provide greater access to quality housing. The site is located within the settlement boundary of Barnoldswick and benefits from good accessibility to the Town Centre, services and facilities, and local sources of employment. Reducing the dependency of future occupiers on travel by car, beneficial to sustainability objectives.
- 5.112 The site is currently protected for employment, as such without comprehensive redevelopment in line with proposals for the site, significant adverse effects would be caused to employment objectives. The redevelopment of the site however gives rise to the opportunity to regenerate the site making effective use of land with benefits to the quality and visual appearance of the wider area, as well as enhancements to the canal corridor and for wildlife, contributing to the green infrastructure assets of Barnoldswick.
- 5.113 The current use of the site means that its redevelopment could have environmental sensitivities particularly for soil and water quality, and the extraction and treatment of waste material. The requirements of Policy WRK9 will need to ensure that no harm is caused to health or the environment as a result of the redevelopment of the Site.

Reserve Sites

- 5.114 To provide flexibility within the housing land supply, and ensure that the Local Plan is adaptable to unforeseen change, additional reserve sites are identified through Policy LIV8 which would only be released for development should, at any time, the Council be unable to demonstrate a five year supply of housing land or the Housing Delivery Test is failed. This approach is responsive to the conclusions of the Inspectors Report for the Pendle Part 1 Local Plan Core Strategy and the requirements of Policy LIV1.
- 5.115 A total of 5 sites are proposed to be identified as reserve sites through Policy LIV8 and are listed below (in order of site reference number):
- P005 Castle Road, Colne (85 dwellings);
 - P055 Foster Road, Barnoldswick (93 dwellings);
 - P104 Oaklands, Barrowford (60 dwellings);
 - P105 Halifax Road, Nelson (125 dwellings); and

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- P263/P265 Stoney Bank Road, Earby (100 dwellings).
- 5.116 As with identified allocations within Policies LIV7 and WRK9, the selection of reserve sites in Policy LIV8 is set out to align with the spatial approach of Policy SDP3 of the Core Strategy. It also reflects the distribution of growth confirmed through Appendix 1 of the Local Plan Part 2, accounting for existing outstanding commitments.
- 5.117 Sites identified within Policy LIV8 (and reasonable alternatives) have been appraised against sustainability objectives through Appendix 5 of the Sustainability Appraisal. In general sites listed in Policy LIV8 do not score as well within the Sustainability Appraisal as those shortlisted for allocation through Policies LIV and WRK9. Sites identified however are confirmed to be deliverable and capable of development within a short timescale which is necessary to be effective in addressing any supply or delivery issues which is the overriding purpose of Policy LIV8. A summary of the findings for identified sites is provided below. A reduction in capacity for a number of sites has been recommended (and adopted in draft policy) to ensure that effects caused on sustainability objectives are not as severe and to provide additional scope within the site boundary to implement necessary mitigation measures.
- 5.118 P005 Castle Road, Colne for around 85 dwellings (reduced from 282 dwellings at submission) will have a positive effect for housing and economic objectives providing increased opportunity to meet housing need and support the local economy. Access to appropriate quality housing also has benefits for social objectives. The site is accessible to a good range of services and facilities, as well as shops and employment available within Colne. The development of the site would support sustainability criteria.
- 5.119 As submitted, and in line with the conclusions of the recent Appeal for the same site, it is considered that the development of the whole of the submitted site for P005 would likely have significant adverse effects for landscape and heritage, with adverse effects also assessed for biodiversity objectives. It is suggested through the appraisal (and indeed it is the outcome of the appraisal) that the degree of these effects can be substantially reduced if the site was scaled back to occupy only the north western part close to Park High School, the Boulsworth View development, and Castle Road.
- 5.120 Like the remainder of P005, the Site forms a greenfield edge of settlement location which is elevated and fairly prominent within the local landscape. Its development will have an urbanising effect on the local landscape, however this effect would be contained to a relatively small and flat area, with effects limited to near views as well as those obtained from the public right of ways which are already influenced by the urban edge of Colne. The wider part of the Site to the east, which displays a rural character and influenced by topographical changes, would remain open. For the same reason, developing P005 to a limited scale would provide for much reduced effects for heritage objectives. This is due to the increased distance between the site boundary and the conservation and heritage assets, and the retention of the conservation area's rural setting.
- 5.121 Effects on heritage and landscape would be further limited in degree and timescale through the implementation of mitigation measures such as strengthening existing boundaries, adapting layout and density, and the use of open space. The Site is understood to fulfil a role for protected species, which is likely to be lost or substantially reduced. Ecological enhancements would be required to reduce the long term adverse effects

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caused on this objective by providing new habitats for local wildlife enhancing the value of the area as part of a wildlife stepping stone.

- 5.122 P055 Foster Road, Barnoldswick for around 93 dwellings will have a positive effect for housing and employment objectives. Its development will benefit health and wellbeing by increasing access to affordable, and delivering quality housing stock which is responsive to local needs. The site is broadly accessible to local services and facilities, with Barnoldswick Town Centre located around 1 mile to the south, and is accessible by bus services which operate along Gisburn Road to the east. This helps limit the reliance of future occupiers on travel by car in support of sustainability objectives.
- 5.123 The site is considered to have limited environmental sensitivity, being distant from ecological and historical designations, and is not known to be affected by flood risk. The site also relates well to the settlement pattern of Barnoldswick and benefits from good containment from wider viewpoints from elevated points to the west, with existing development and strong vegetated boundaries forming the eastern, southern and western boundaries respectively. A Public Right of Way does however cross the Site, and the site is visible from Brogden Lane to the north. The site is rural in character and its development will result in an urbanisation of the site with some influence on its surroundings. As such, and to reduce the effects of developing the Site on the wider landscape, it is considered necessary for policy to establish site specific design measures to ensure that any adverse effects caused on the landscape are minimised in their extent and timeframe. This could include the strengthening of existing natural boundaries of the site with additional planting, design responses made to the density, siting and layout of new dwellings constructed at the site.
- 5.124 P104 Oaklands, Barrowford for around 60 dwellings will have positive effects for housing objectives owing to the contribution made to the housing land supply and increased opportunity to access housing which is responsive to needs and is of high quality design. The Site is accessible to a good range of facilities, services and shops available within Barrowford. This accessibility ensures that the reliance of future occupiers of the site on car for travel will be limited supporting sustainability objectives.
- 5.125 The site is greenfield, and as a result its development will have adverse effects for soil/effective use of land objectives. Drainage issues are known to exist locally which may be exacerbated with the site's development. It is recommended that policy seeks for this issue to be explored through any application to develop the site to ensure that there is no increased risk of flooding for existing residents. The site is located adjacent to the Barrowford Conservation Area with its frontage contributing to the character and setting of this designation. Careful treatment of this frontage will therefore be required to minimise the level of harm caused by its development, with the frontage to be retained and replaced as far as possible like for like to ensure that any higher degree of harm is temporary in its nature. The site however is unlikely to adversely affect landscape objectives due to the highly contained nature of the site and limited visibility and therefore urbanising effect caused on open countryside which is located to the North West. Nevertheless efforts should be made through the development of the Site to enhance the existing natural boundary to the north-west.

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- 5.126 P105 Halifax Road, Nelson for around 125 dwellings (reduced from 197 dwellings) will have significant positive effects for housing and positive effects for economic objectives, owing to the contribution made towards housing land supply and addressing local housing need. The development of the site will also assist in regeneration objectives providing investment in a more deprived part of the Borough. The site benefits from strong accessibility to existing services and facilities and is close to existing public transport links. The proposal will therefore support sustainability objectives.
- 5.127 The site is located wholly within the settlement boundary, however is undeveloped and therefore its development will result in adverse effects for soil/effective use of land objectives. The site is also known to experience drainage problems with adverse effects likely for flood risk objectives if not sufficiently addressed through its development. On site drainage measures will therefore be required. The site holds some sensitivity for heritage objectives owing to the proximity of a listed building to the south west, however this is limited to the southern parts of the site and could be addressed through the provision of on-site mitigation measures such as open space and boundary planting. The site sits within a highly prominent area of undeveloped space which is visible from wider parts of the Borough and is also recognised to be valued by local residents for recreation.
- 5.128 The development of a smaller site than that submitted (as suggested with the development of the site for 125 dwellings), gives rise to the opportunity to limit the extent of adverse effects caused on assessed sustainability objectives, ensuring that development is directed to the least sensitive parts of the Site, with reduced inter-visibility to the listed building and prominence on the wider landscape. This would also provide for increased scope for open space provision and sufficient water drainage infrastructure to be provided on-site.
- 5.129 P263/P265 Stoney Bank Road, Earby for around 100 dwellings (reduced from collective capacity of 195 dwellings) is assessed as having significant positive effects for housing and positive effects for economic objectives. This is owing to the contribution made towards housing land supply and addressing local housing need, and the accepted role housing delivery has for supporting the local economy. The site is accessible to existing local services and facilities, as well as sources of employment and public transport which should help minimise the need to travel by car.
- 5.130 The site is greenfield and as such is identified as having adverse effects for soil/effective use of land. The site is located on the edge of Earby with open views to the east and particularly from high ground and public routes. This openness together with the site's proximity to the Earby Conservation Area gives rise to adverse effects (and justifies the need to reduce the area and collective capacity of these sites).
- 5.131 A consolidated site would provide for a development which is proportionate to the scale of the existing settlement enabling a "rounding off" to the settlement in this location. Such a development gives rise to the opportunity to create a new and enhanced settlement edge to Earby, addressing the current hard and prominent edge which detracts somewhat from the character of the settlement and its relationship with wider open countryside to the east. This boundary also gives rise to the opportunity to manage the form and layout of the development in order to reduce the potential adverse effects on the Earby Conservation Area located to the north. Policy requirements will need to focus on achieving a high quality development which relates well to existing sensitivities within the built

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environment, whilst responding to the settlement edge and open character of the site and its relationship to its surroundings.

Employment Site Allocation

- 5.132 To meet residual employment land requirement needs as identified in the Core Strategy, a single site (West Craven Business Park), is allocated through the Local Plan Part 2 (Policy WRK7). The site has been identified following the conclusion of a rigorous site selection process which has included its examination (as well as reasonable alternatives) through the Sustainability Appraisal (see Appendix 7). Locational requirements such as the need for residual employment needs to be addressed primarily within the West Craven spatial area of the Borough have also been taken into account in the selection of this site. Sites that have been dismissed owing to the failure to meet specific criteria and not assessed through this process are set out in Appendix 8 of the Sustainability Appraisal. A summary of the findings of the Sustainability Appraisal for West Craven Business Park is set out below.
- 5.133 West Craven Business Park is identified for 7ha of B2/B8 employment land. The proposal will make a significant contribution to the local economy providing opportunity for new jobs and diversification of the employment base within West Craven significant positive effects are assessed for economic objectives, with positive effects for social objectives. The Site is accessible to Earby Town Centre and public transport routes, enabling and encouraging workers to travel by sustainable modes of transport to access employment, and therefore supporting sustainability objectives.
- 5.134 The Site is currently greenfield and as such its development for employment will adversely affect objectives to protect soils and secure the effective use of land (PDL). Parts of the site are affected by flood risk owing to the close proximity of Earby Beck. The issues of flood risk will need to be dealt with through the development of the Site, having regard to the findings of the Council's SFRA. Employment uses are not considered highly vulnerable to flood risk as defined in PPG.
- 5.135 There is potential for ecological sensitivity when developing the site and as such adverse effects are assessed for this objective. The effects could be reduced and limited to a temporary period with the adoption of mitigation measures such as the implementation of ecological enhancement features within the site. The development will also result in adverse effects for landscape objectives with the development likely visible from wider areas with an urbanising effect. Adverse effects are however limited by the prominence and urbanising effect of the existing West Craven Business Park to the south. Mitigation measures such as boundary treatment, and sensitive layout and design of new buildings should also be adopted to reduce these effects and ensuring that any significant adverse effects are temporary in nature.

Cumulative Appraisal

- 5.136 To determine the significance of the effects of the Local Plan Part 2 (Draft), this section gives consideration to the cumulative and synergistic effects of proposed policies and identified sites.

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Policies

- 5.137 The policies of the Local Plan Part 2 largely seek to work with and provide additional guidance to assist with the implementation of the Core Strategy in the achievement of its aims and objectives. As a result, through the Sustainability Appraisal, the Council has sought to consider how policies outlined within the Local Plan Part 2 work alongside adopted policy to meet sustainability objectives. The performance of adopted policy has not been reassessed through this appraisal but rather acts as benchmark for comparison, enabling a conclusion on cumulative and synergistic effects to be reached.
- 5.138 Table 5.1 presents the assessment of the cumulative (and synergistic) effects of the draft plan policies of the Local Plan Part 2 presented by theme. A full appraisal of these effects is set out Appendix 4 of the Sustainability Appraisal. A summary of the conclusions reached for the effects for each theme of the plan is set out below.

Our Spatial Strategy: Where and How We Will Deliver

- 5.139 The Local Plan Part 2 includes 3 strategic policies, relating to settlement boundaries, development contributions and the South Pennines SPA. The policies work to complement existing strategic policies adopted through the Core Strategy, directing where and how development will come forward over the plan period in support of the broader spatial strategy and key objectives.
- 5.140 The policies work to provide certainty and opportunity for new development by directing it to certain locations within the Borough, whilst ensuring their suitability. This is beneficial in securing the delivery of housing and economic needs, ensuring that sustainable growth can occur over the plan period.
- 5.141 The policies also benefit regeneration, deprivation and health and wellbeing objectives by encouraging sustainable investment in the right locations (primarily the M65 corridor and West Craven Towns), and ensuring this is supported by and accessible to key infrastructure. The policies assist in enabling the renewal and rejuvenation of the Borough's urban areas helping efforts to enhance these areas and sustain economic activity whilst also safeguarding Greenfield sites from development.
- 5.142 The policies support environmental objectives, including those tackling climate change, addressing air quality, and water quality and resources by directing development to areas which are highly accessible and well served by existing services and facilities. The policies protect sensitive parts of the Borough from inappropriate and potentially damaging forms of development, and thereby have a positive effect for ecological and landscape/townscape objectives.
- 5.143 Overall the policies set out within this chapter are considered to deliver cross cutting benefits to the majority of economic, social and environmental objectives, and provide an important role in securing the delivery of sustainable development which is consistent with the overall spatial strategy of the Core Strategy.

Our Foundations for a Sustainable Future: Improving the Environment We Live in

- 5.144 This section of the Local Plan Part 2 contains 20 wide ranging policies under the theme of the environment relating to the designation of land, natural features, the design and form of development, the impacts of delivering development, and the operation of

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development. These policies follow on, relate to, and work with 7 existing policies contained within the Core Strategy which collectively aim to ensure that the effects of development on the environment is adequately considered and addressed through development proposals to minimise adverse effects, and where possible achieve net benefits.

- 5.145 Where effects are observed, policies within this section of the Local Plan Part 2 largely have neutral to adverse effects for the delivery of housing and economic development. This is due to constraints place by environmental issues to the scale, scope, and type of development which might be permitted or considered suitable at both a Borough and site level. The effects of some environmental policies (particularly those which designate or categorise land) however equally provide certainty and encourage investment in other parts of the Borough assisting in directing development to the most suitable and sustainable parts of the Borough enabling a coordinated strategy between housing, economic and infrastructure provision.

- 5.146 The protections and considerations set out within the environmental policies of the Local Plan Part 2 have positive to significant positive effects in combating deprivation and promoting health and wellbeing by securing (and where possible) the environmental qualities of the Borough which are important for residential amenity such as sources of recreation, open space, places of tranquillity, historic environments, landscapes and key views, places of identity and character etc. The directive nature of the policies also help to protect greenfield land from inappropriate forms of development and encourage investment within existing settlements helping to recycle land.

- 5.147 The environmental policies of the plan have positive to significant positive effects for environmental and sustainability objectives. This is provided by ensuring that development acknowledges and responds to the natural and built context and makes the most of opportunities to deliver net enhancements for environmental objectives. The Borough's most sensitive environments are safeguarded from loss or harm from inappropriate forms of development. Policies seek to maintain (and where possible) enhance the natural and built assets of the Borough for the benefit of residents, visitors, wildlife, the historic environment, climate change, reducing pollution, and mitigating flood risk.

- 5.148 Overall the policies within this section of the plan are considered to promote the quality and social value of the built and natural environment, preventing development that is harmful to this environment, and collectively assists in delivering the spatial strategy as set out in the Core Strategy. Whilst policies represent a constraint to some forms of development in some locations, opportunities are provided with the plan through allocations and windfall opportunities elsewhere in the Borough, to ensure that defined needs can be met effectively and in a sustainable manner.

Living: Creating a Vibrant Housing Market

- 5.149 This section of the plan contains 8 policies and works with policies of the Core Strategy to provide certainty and guidance as to how the diverse housing needs of the Borough are to be achieved. Policy LIV6 replaces Policy LIV1 updating the housing requirement for the Borough following material changes to national planning policy and evidence of housing need since the Core Strategy was adopted in December 2015.

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- 5.150 The policies of this section have positive to significant positive effects in responding to the housing needs of the Borough. This is curtailed slightly due to the limited range of housing types and tenures likely to be delivered owing to acute viability experienced across large parts of the Borough. Alternative strategies for higher rates of development will make limited additional benefit for this due to viability issues experienced within the Borough. The development of new homes, responsive to needs and of a high quality also benefits social objectives such as tackling social deprivation, support rural vitality, and addressing health and wellbeing by providing increased opportunity to access suitable accommodation. Positive effects are also observed for economic objectives owing to the acknowledged role that the development of new homes can have in attracting investment, skilled workers, and supporting the local economy.
- 5.151 Mixed effects are assessed for the policies in relation to encouraging development which is sustainably accessed and tackles issues such as air quality, water quality, and climate change. This is because some policies within the chapter encourage the diversification and effective use of land, including a preference of development which is accessible to public transport routes, whilst other policies (such as LIV6, LIV7 and LIV8) require the allocation of sites, inclusive of greenfield, which by their nature are less likely to be as accessible.
- 5.152 Mixed effects are also observed for the policies in relation to environmental objectives. With potential adverse effects for flood risk, ecology, heritage, the use of natural, resources and conservation of soils, and landscape also owing to the implication of growth set out within policies which will require the development of greenfield sites to meet identified requirements.
- 5.153 Overall the policies of this chapter of the Local Plan Part 2 are assessed to have largely positive social and economic effects by providing the homes the Borough requires to address identified needs, address social inequality, and support economic growth. However, the delivery of this housing need is likely to have mixed effects for environmental objectives, given the requirement to development greenfield sites and likely wider effects caused, in order to meet housing needs in full.

Working: Creating a Dynamic and Competitive Economy

- 5.154 This section of the Local Plan Part 2 includes 7 policies to direct proposals relating to the economy covering industrial/strategic employment sites, town centres and commercial development, tourism, and communications. The policies work with the adopted economic policies of the plan to achieve sustainable economic growth in Pendle. Policies WRK10 and WRK11 replace Policy WRK4 in response to changes made to the Use Class Order.
- 5.155 The economic policies of the plan have significant benefits for economic sustainability objectives. The policies of the plan aim to secure the sustainable diversification of the economy, whilst protecting and renewing existing commercial sites to maintain the role and function of these parts of the Borough. This approach has positive effects for social objectives by ensuring that local access to sources of employment for existing residents is maintained (as far as possible through policy) and enhanced with new opportunities provided within established areas with benefits for health and wellbeing and limiting the potential for increases in social deprivation.

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- 5.156 The approach of the policies also benefit the objective to regenerate and secure the effective use of land by directing investment to existing employment and commercial sites, and also supports sustainability objectives by developing established sites which are likely to be served and accessible via sustainable forms of transport (i.e. the Borough's town centres), thereby reducing the reliance on travel by car.
- 5.157 The preference and opportunities provided by the policies to make effective use of existing sites also benefits the environment. The approach minimises the need to develop greenfield sites (though one site allocated in Policy WRK7) safeguarding areas important for mitigating flood risk, managing water quality and resources, of importance to biodiversity and landscape, or which plays a role in mitigating the effects of climate change, and protects the permanent loss of soils. The investment sought towards employment sites and town centre may secure environmental improvements at a site level with benefits for townscape and where affected, heritage assets.
- 5.158 Overall the economic policies of the Local Plan Part 2 deliver considerable benefits to economic and social objectives. The direction of policy to reuse, redevelop and reinvest in established employment and commercial land diversifying and safeguarding the role of these sites within the economy and every day activities of those living, working and visiting the Borough. The policies also have benefits for environmental objectives by encouraging development in accessible and sustainable locations, reducing the need to develop greenfield sites, and by delivering enhancements to existing built up area.

Supporting: Creating Healthy and Confident Communities

- 5.159 This section of the Local Plan Part 2 relates to policies which support communities, encouraging their sustainable development, and success. Two policies are introduced to this section of the development plan through the Local Plan Part 2, aiding the achievement of the Core Strategy's objectives for communities.
- 5.160 The policies of this section have positive to significant positive effects for social objectives, owing the emphasis placed on securing the health and wellbeing of residents through development and opportunities provided to enhance communities through policies. Neutral effects are assessed for economic development given that policies provide certainty for the type and location of development taking into account impacts on communities. The policies benefit sustainability objectives by seeking to provide opportunities for new community services which would reduce the need to travel. Policies have a largely neutral effect on the environment owing to the limited effect that the policies would have in promoting development in sensitive locations taking into account safeguards to limit and prevent harm to the built and natural environment.
- 5.161 Overall the policies are considered to provide for substantial social benefits, ensuring that new development does not harm the health and wellbeing of existing communities and providing opportunities to expand existing provision to the benefit of existing residents increasing possibilities for social interaction and accessibility to services

Table 5.1 Cumulative effects of Local Plan policies

Policy Reference	Sustainability Objective													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
Our Spatial Strategy: Where and How We Will Deliver														
SDP7	+	+	++	+	++	++	+	+	+	+	+	+	?	+
SDP8	+	+	++	++	+	?	+	+	+	+	+	+	0	0
SDP9	0	0	0	+	+	+	+	+	+	+	+	++	0	++
Our Foundations for a Sustainable Future: Improving the Environment We Live in														
ENV8	0	0	++	+	+	++	0	+	+	+	+	+	?	+
ENV9	0/?	0/?	+/?	+	~	?	+	+	0	+	+	++	+	++
ENV10	0	+	+	+	+	+	+	+	+	+	+	++	+	++
ENV11	-	-	++	++	+	++	0	+	+	+	0	+	0	++
ENV12	0	0	+	++	+	+	+	+	+	+	0	++	+	++
ENV13	?	?	+	+	~	0	+	+	+	+	0	++	+	+
ENV14	-	-	+	++	+	0	+	+	+	+	0	+	+	+
ENV15	0	0	+	++	+	0	0	+	+	+	0	+	+	+
ENV16	-/?	-/?	++	++	~	-	+	+	+	+	~	++	0	+
ENV17	?	?	0	++	+	+	++	~	+	+	+	+	~	+
ENV18	0	0	0	++	0	+	+	~	+	+	0	+	0	0
ENV19	+	+	+	++	+	+	++	+	+	+	++	++	+	+
ENV20	~	0	+	+	~	~	~	~	~	~	~	~	+	+
ENV21	?	?	+	0	~	?	~	~	~	?	~	+	++	+
ENV22	0	0	+	++	+	?	+	0	+	0	~	+	++	++
ENV23	~	+	+	+	-	+	~	0	~	~	+	0	0	0
ENV24	~	~	+	++	++	+	~	~	++	++	~	~	~	~
ENV25	0	0	0	+	0	0	~	0	0	0	~	~	0	+
ENV26	~	0	0	0	0	~	~	~	0	0	~	~	0	0

Policy Reference	Sustainability Objective													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
ENV27	-	0	+	+	~	0	+	~	+	+	+	0	0	0
Living: Creating a Vibrant Housing Market														
LIV6	+	+	+	+	-	-	0/?	0	-	-	-	-	?	-
LIV7	+	+	+	++	0	-	0	0	0	0	-	0	0	-
LIV8	++	++	0	0	-	-	0	0	-	0	-	-	?	-
LIV9	+	+	+	+	0	0	0	0	~	~	~	0	0	0
LIV10	+	~	++	++	~	0	+	0	+	+	+	0	0	0
LIV11	+	+	+	+	0	0	0	0	0	0	~	0/?	?	0/?
LIV12	+	+	+	0	-/0	+	0	0	0	-/0	+	0	+	+
LIV13	+	0	0	+	+	0	~	~	+	0	~	0	0	0
LIV14	+	0	+	+	+	0	~	0	0	0	+	0	0	0
Working: Creating a Dynamic and Competitive Economy														
WRK7	0	++	++	++	++	-	0	0	0	0	-/?	0	?	-
WRK8	0	++	+	+	++	++	0	0	0	0	+	0	?	0
WRK9	+	+	+	+	++	+	+	0	+	+	~	0	+	+
WRK10	+	++	++	+	+	++	+	0	+	+	+	+	+	+
WRK11	~	+	++	+	0	+	+	0	0	0	+	+	+	+
WRK12	~	+	+	0	-	0	0	0	0	0	~	0	0	0
WRK13	~	+	+	0	+	~	~	~	+	+	~	0	0	0
Supporting: Creating Healthy and Confident Communities														
SUP5	~	0	+	++	+	~	~	~	+	+	~	~	~	~
SUP6	~	0	+	+	+	+	~	~	+	+	~	~	+	+

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Allocations

- 5.162 Table 5.2 sets out the cumulative effects of proposed allocations and reserve sites identified through the Local Plan Part 2. The table includes housing sites (H), reserve housing sites (R), mixed use sites (M), and employment sites (E).
- 5.163 Sites generally have a positive to significant positive effect for the housing objectives owing to the contribution made to the housing land supply and response provided to addressing housing needs. Most sites will have a positive effect on economic objectives providing new homes which are accessible to strategic employment sites and contributing to economy through direct and indirect effects through the build process and from occupation.
- 5.164 Sites also generally have a positive effect in addressing key social objectives such as addressing social deprivation and supporting health and wellbeing. This is because sites are located in close proximity to existing services and facilities, as well as sources of recreation, and provide the opportunity to support and enhance these services. Sites are generally accessible to forms of public transport, as well as walking and cycling infrastructure. Sites are also accessible to services, shops, schools, sources of healthcare, and employment, helping to encourage travel via sustainable modes. New homes built to a high quality and responsive in type and size to the needs of the population help to improve living conditions and reducing the potential for overcrowding and concealed households.
- 5.165 The shortage of available, suitable, and deliverable previously developed land within the Borough means there is a need to allocate Greenfield land in order to meet the housing requirement in full. As such, the allocations largely have an adverse effect on securing the efficient use of land and protecting soils. There are however some brownfield sites identified to make effective use of vacant land, assisting in the achievement of regeneration objectives, and provide for increased diversity of supply and choice for the market.
- 5.166 Sites have been identified to avoid unacceptable risks of flooding. Some sites however are affected, at least in part, by flooding and drainage issues with adverse effects observed for objectives. Mitigation measures outlined in policy will be required to ensure that at affect sites existing and new residents are not adversely affected by flooding from any source. This will include the need to reference the Council's SFRA in determining the layout and form of development which takes place at affected sites.
- 5.167 The allocation of greenfield sites means that in some cases, their development will result in the permanent loss of natural resources such as minerals. Sites included within the safeguarding area are assessed as having an adverse effect on this objective. Safeguarding areas cover extensive areas of Pendle. Engagement however is required with the Minerals Authority ahead of submission of the Local Plan to consider whether any measures are needed to address this potential adverse effect.
- 5.168 The allocation of greenfield sites also increases the potential for adverse effects on biodiversity/green infrastructure and landscape objectives. The site selection process has discounted sites within designated areas owing to the likely significant harm caused. Sites however remain and are shortlisted for allocation which are known to or may support

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protected species and/or important for Green Infrastructure, or which are of some value to the landscape and/or setting of settlement. As such adverse effects are predicted. Policies within the Local Plan, including site specific policy should seek to minimise the potential effects of development on these objectives in the aim of achieving at least neutral effects in the longer term especially where measures outlined in site appraisals are implemented through site specific policy requirements. Where considered necessary recommendations have been made at a site specific level to alter the extent or capacity of a site where it is considered beneficial in reducing the assessed effect.

- 5.169 Allocated sites largely have a neutral effect on heritage objectives with sites dismissed where direct impacts with listed buildings, monuments, or Conservation Areas have been observed. Some sites identified are located within influence of heritage assets, however it is has been assessed that this relationship can be effectively managed through the development process to ensure that any harm that occurs as a result of development is kept within acceptable limits provided sufficient mitigation measures are set out through policy.
- 5.170 The development of land will have inevitable implications for Climate Change and the wider environment. Measured at a site level, these impacts are likely to be insignificant depending on the scale, type, and location of the development. All minor development identified within the Local Plan are assessed as having a neutral effect on this objective owing to their limited scale and effect on a worldwide issue. Such sites are also generally located within highly accessible locations within the settlement boundary. For major development however an uncertain effect is identified owing to the unpredictably the development of such site may have for climate change.
- 5.171 On a plan wide level the allocations proposed are likely to have a marginal adverse to neutral effect. This takes into account the increased activity, use of resources, and emissions associated with development, residential and commercial operations.
- 5.172 The allocation of sites in accordance with the spatial strategy, focussing growth towards established settlements, helps to promote a modal shift towards sustainable modes of transport, and provides a coordinated approach to economic and housing development which ensures that trips made are short and or reduced frequency. Wider policies within the Local Plan also seek to ensure that new build developments make use of sustainable materials, are sustainably constructed, and encourages the use of energy efficiency to reduce the demand and use for electricity. Requirements for electric car charging and support given to communications infrastructure also assists in future proofing the plan to ensure that developments built today can have their emissions and sustainability enhanced in the future with advancements in technology and practices.

Table 5.2 Cumulative effects of Allocated Sites

Site Allocation Reference	Sustainability Objectives													
	Meet the housing needs of all	Achieve a strong and stable economy	Regenerate, social deprivation, rural vitality	Improve health and wellbeing	Promote sustainable travel	Efficient use of land. Safeguard soils	Conserve water quality and resources	Reduce the risk of flooding	Improve air quality	Reduce emissions. Adapt to climate change.	Sustainable use of natural resources. Sustainable waste	Conserve enhance Biodiversity, geodiversity, GI	Conserve enhance historic environment.	Conserve enhance landscape/townscape character
P011 (H)	+	+	+ / ++	+	+	++	-	-	0	0	0	0	0	+
P019 (H)	+	+	-	0	+	--	0	-	0	?	0	0	0	-
P026 (H)*	+	-	+ / ++	+	+	++	-	-	0	?	0	-	0	++
P045 (H)	+	+	+	0	+	-	0	0	0	?	-	0	0	-
P060 (H)	+	+	++ / +	+	+	++	0	-	0	?	0	0	0	+
P064 (H)	+	+	+	+	+	++	-	--	0	?	0	0	++	++
P081 (H)	+	+	+	+	+	++	-	0	0	0	0	0	++	++
P110 (H)	+	0	0	0	+	--	0	0	0	0	0	0	0	-
P238 (H)*	++	+	+ / ++	0	+	-	0	0	0	?	-	-	0	-
P244 (H)	++	+	+	0	+	-	0	0	0	?	-	0	0	0
P267 (H)	+	+	++	+	+	++	0	0	0	0	0	0	0	+
P282 (H)	+	0	0	+	0	-	0	0	0	?	0	0	0	-
P005 (R)*	+	+	+ / ++	+	+	-	0	0	0	?	-	-	-	-
P055 (R)	+	+	0	+	0	-	0	0	0	?	0	0	0	-
P104 (R)	+	+	+	+	-	-	-	0	0	?	0	-	-	-
P105 (R)*	++	+	+	+	+	-	-	0	0	?	0	-	-	-
P263/P265 (R)*	++	+	+	+	+	- / --	-	0	0	?	-	0	-	-
P309 (M)	+	+	++ / +	+	+	++	-	0	0	?	0	0	0	+
P013 (E)	~	++ / +	+	0	+	-	-	-	0	?	0	-	0	-

Key: Housing site (H), Reserve Housing site (R), Mixed Use site (M), Employment site (E)

* Scores adjusted to reflect reduction in site capacity between allocation and site submission

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Summarised Effects of the Local Plan

- 5.173 The Local Plan Part 2 must be read and implemented as a whole (alongside the Core Strategy and other statutory development plan document). The policies of the Local Plan Part 2 work together to achieve net social, economic, and environmental gains in pursuit of sustainable development in accordance with national planning policy. This also reflects the position taken by the HRA in concluding that policies and projects of the Local Plan Part 2 do not require Appropriate Assessment.
- 5.174 The development requirements of the plan seek to adopt a realistic but positively prepared strategy, which aims to achieve economic growth over the plan period. At 240dpa the proposed housing requirement provides for a boost in housing supply in contrast to past completion rates which average 190dpa since the adoption of the Core Strategy. The revised housing requirement will enable the development of new homes which are responsive to assessed needs in terms size, tenure and type including affordable housing. It will increase access to quality housing stock and help address issues of overcrowding and concealed households. To achieve this, a series of allocations has been identified to meet residual housing needs taking into account completions and commitments, with all sites having been assessed through a detailed appraisal process.
- 5.175 Proposed allocations generally score the highest in terms of their performance against sustainability objectives, however this is balanced against the need to:
- Address and respond to issues of viability to ensure that the plan is deliverable;
 - Provide a range of site types and sizes to provide market choice and encourage strong rates of delivery; and
 - Ensure that the supply identified provides for a sustainable pattern of development that is responsive to needs and is consistent with spatial strategy set out in the Core Strategy.
- 5.176 Policies of the Plan seek to encourage investment within the Borough's most sustainable built up areas to reduce the need to travel by car, to coordinate employment land and housing strategies, to make effective use of land and infrastructure, to regenerate urban areas, and to tackle and reduce levels of social deprivation and improve health and wellbeing.
- 5.177 The plan defines settlement boundaries within which there is a presumption in favour of sustainable development enabling the renewal of urban areas through windfall development and where identified allocated sites. Policies seek to protect and encouraging reinvestment at the Borough's most important economic sites including town centres, securing their future, local jobs, and important role played in contributing to the local economy as well as everyday life.
- 5.178 The plan ensures that developments are sustainably located, reducing the need to travel by car. Policies outline the need for developments to be accessible to and promote walking and cycling, and to be serviced by sufficient levels of parking inclusive of electric charging infrastructure.

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- 5.179 The plan minimises the potential harm caused by new development to the health, wellbeing and amenity of existing residents, workforce and business considering the type and scale of development proposed, its layout, orientation, effects of construction including ground works, and future operation. The plan ensures there is sufficient infrastructure capacity to accommodate new development, requiring new provision where justified to ensure that development is adequately serviced. The plan promotes opportunities to secure benefits for existing communities, including the provision of or improvement to open space, community facilities, and community shops.
- 5.180 The plan secures high quality developments which are responsive to site opportunities and constraints, and ensure that proposals contribute to the built character and quality of the Borough. The policies of the plan direct, shape and influence new development to minimise harm on the integrity of the built and natural environment, to safeguard natural resources including undeveloped land and soils, and protect the Borough's most environmentally and culturally sensitive locations of the Borough from loss or harm.
- 5.181 To secure this, the plan defines a series of designations within which certain forms and scales of development would be considered to be inappropriate owing to the potential harm caused to biodiversity, heritage, recreation, landscape, and sustainability objectives. The plan also provides guidance to applicants on how environmental features and factors should be addressed and accounted for through the design process with measures outlined to mitigate or enhance depending on development specific circumstances.
- 5.182 The policies of the plan ensure that development minimises the release of greenhouse gas emissions and adapts to the effects of climate change including the effects of flood risk and drought events. Policies seek to secure developments which implement sustainable construction standards and make effective use of materials. The plan encourages the adoption of energy efficiency standards and the generation of electricity onsite.
- 5.183 It is considered that the policies of the plan provides for an appropriate strategy, taking into account reasonable alternatives. The Local Plan Part 2 enables the delivery of sustainable development, which aligns with policies and objectives of the Core Strategy, reflects national planning policy, and is responsive to the baseline conditions of the plan area.

Conclusions

6. Conclusions

Summary

- 6.1 The Local Plan Part 2 includes 40 policies and allocates 19 sites for housing and/or employment to respond to development requirements. The Local Plan Part 2 forms part of the development plan for Pendle responding to the strategic approach set out within the Core Strategy. The Local Plan Part 2 provides for an updated and positive policy framework to direct and guide development to the end of the plan period in 2030 with the aim of achieving the delivery of sustainable development which is response to the vision and objectives of the Core Strategy.
- 6.2 This Sustainability Appraisal examines the considered effects of proposals policies and allocations against 14 identified sustainability objectives which have been defined to respond and be relevant to SEA directives and the baseline conditions of the plan area. A HRA Screening Report has been undertaken by the Council in parallel to this SA, finding that the policies and projects of the Local Plan Part 2 will not result in Likely Significant Effects on European Sites requiring Appropriate Assessment on an individual, or cumulative approach, or in combination with adopted policy in the local area.
- 6.3 The policies of the draft Local Plan Part 2 can be grouped under 5 themes, which, in brief, relate to strategic matters, the environment, housing, the economy, and communities. Strategic policies, relating to settlement boundaries (Policy SDP7), developer contributions (Policy SDP8), and the South Pennines SPA (Policy SPDP9), provide certainty and clarity on the implementation of the spatial strategy set out in the Core Strategy defining how and where development needs will be met to provide sustainable development. These policies perform well across all if not most sustainability objectives, providing certainty and opportunity for sustainable development, ensuring that development does not result in pressure on existing services and facilities, and by protecting those parts of the Borough most sensitive to inappropriate forms of development.
- 6.4 The environmental policies of the plan cover a broad range of subjects and applying diverse measures to manage and shape developments. This includes policies which protect (Policy ENV10), designate (Policy ENV11), guide and influence across themes of land use (Policy ENV8), natural and built features (Policy ENV16), site conditions (Policy ENV18), character and appearance (Policy ENV19), operational effects (Policy ENV17), and lasting effects and effects on the wider environment (Policy ENV13 and Policy ENV27). These policies are considered to have positive to significant effects for environmental and connected sustainability objectives. The protection and attention afforded to natural and built features of social and cultural value also gives rise to social benefits.
- 6.5 Some economic benefits are also envisaged such is the role that policy and the application of standards could have in supporting the emergence of the green economy. Environmental policies are not expected to significantly constrain economic development

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such is the approach of economic policy to renew and diversify existing commercial sites which are unlikely to be affected. Housing objectives do however suffer adverse effects as a result of some environmental policies such as the implementation of Green Belt (Policy ENV11) and Local Green Space policy (Policy ENV14) and constraining effects these policies have for the delivery of housing. Other policies such as the Trees and Hedgerow policies (Policy ENV16) and heritage policy (Policy ENV21) may reduce the capacity and prevent some sites from being developed. The effects on housing supply however are somewhat mitigated by the allocation of land through Policies LIV7, LIV8 and WRK9 for housing, and opportunity provided for windfall development through Policy SDP7 meaning there is sufficient scope to meet the housing requirement in full.

- 6.6 The establishment of a new housing requirement based on more recent evidence (Policy LIV6) together with policies promoting affordable housing delivery, quality housing, housing in the open countryside, and communal housing enables the delivery of a diverse range of house types and sizes across large parts of the Borough, ensuring policy and new housing is responsive to needs, increasing the opportunity to access suitable and quality housing for the Borough's population and is therefore beneficial for housing objectives.
- 6.7 The delivery of new housing will also help address ongoing issues of deprivation, improve health and wellbeing, and reduce instances of overcrowding and concealed households meaning with positive effects for social objectives. This is in particular achieved through the allocation of specific sites for housing (Policy LIV7), guidance to secure affordable housing (Policy LIV9), and Policy LIV10 which seeks to secure quality housing.
- 6.8 The development of new housing, affordable and responsive to local needs, in locations accessible to employment sites also helps to maintain and grow the local economy, attracting new employers and skilled workers. The development of new housing itself will also support the economy with increased patronage for local businesses and support for jobs during the construction process.
- 6.9 Evidence suggests that meeting housing requirements in full and a realistic manner will require the development of greenfield sites, with greenfield sites making a notable contribution within the allocated supply. The result of this approach is increased potential for adverse effects particularly for ecology, landscape, flood risk and use of resources due to the loss of undeveloped land which in general is likely to be more sensitive for greenfield sites than brownfield sites, and this is reflected for Policies LIV6, LIV7 and LIV8 of the plan. The extent of this adverse effect is limited to allocated sites and their immediate surrounds given the approach taken towards development by wider policies of the Local Plan Part 2 (as dealt with above in relation to Environmental policies). Measures are set out in policy to ensure that adverse effects caused by development housing are minimised, with net benefits obtained where possible.
- 6.10 Economic policies of the plan seek to protect and diversify existing employment sites including Town and Local Shopping Centres (Policies WRK8, WRK9, WRK10 and WRK11). This is in the aim of securing the functionality and role provided by sites which have an important role for the local economy. The economic policies of the plan therefore

Conclusions

inevitably have positive effects for economic objectives. Policies also support housing objectives with scope provide for new homes in Town Centre (Policy WRK10) and at mixed use sites (Policy WRK9). The protection and enhancement sought by policy towards existing economic sites is also beneficial to social and sustainability objectives by ensuring that jobs are concentrated at accessible locations and locations in close proximity to the bulk of the population, provide for a coordinated planning strategy and reducing the need to travel for work. The reuse and concentration of development at existing established sites also benefits environmental objectives, making effective use of land, protecting environmentally sensitive areas from loss or harm as a result of new development.

- 6.11 Policies support the health and wellbeing of communities (Policies SUP5 and SUP6) have positive effects for social objectives owing to the requirement to consider health and wellbeing within development proposals and responses required as a result. The policies also promote and give rise to opportunities to expand existing community facilities and services which helps reduce the need to travel and promotes self-sufficiency. This approach benefits both sustainability and social objectives.
- 6.12 Policies LIV7, LIV8, WRK7 and WRK9 of the plan allocate land for the development of housing and/or employment land to meet the residual development requirements of the Local Plan Part 2 and Core Strategy. Sites are identified in response to spatial/settlement needs depending on the amount of recorded completions and commitments in order to accord with and implement the spatial strategy (as set out in Policies SDP2, SDP3, and SDP4 of the Core Strategy) to provide for a sustainable pattern of development. As well as being examined through the Sustainability Appraisal, sites have been screened the HRA, and been thoroughly examined through the site selection process along with reasonable alternatives. The Sustainability Appraisal therefore forms part of this evidence base, to be taken into account when determining which sites should be selected for allocation.
- 6.13 The portfolio of sites provided through the Local Plan Part 2 provide for a broad variation of location, type and size of site to cater to housing market demand and provide for enhanced levels of delivery. Sites are identified at most settlements where there is an identified residual need. There is a significant role played by greenfield sites owing to evidence of low viability for brownfield sites across the Borough, as well as their limited availability and suitability. The availability of sustainable alternatives means that the release of land from within the Green Belt has not be required and existing boundaries will be maintained.
- 6.14 The allocated sites ensure that the housing needs as identified by the housing requirement are met in full. In this way the sites have a positive effect for housing objectives. The allocation of sites, and opportunity provided to access and own a new home built to a high quality and of sufficient size to meet needs, also has positive effects for social objectives. Sites are also located with generally good accessibility to existing services, shops, sources of employment, education, and are located close to public transport routes. The location of sites and their accessibility therefore helps to reduce the reliance on travel by car, and

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supports economic growth by providing labour close to existing employers and employment sites.

- 6.15 Where allocated, brownfield sites have beneficial effects for regeneration, promoting the effective use of land. Brownfield sites may also secure beneficial effects for landscape and townscape by enabling improvements to the appearance and quality of a site which may detract from the wider area. Brownfield sites are also likely to be less sensitive for wildlife and climate change effective. Though may be subject to pollution, or suffer from flood risk or drainage issues.
- 6.16 Greenfield sites however are by their nature likely to have more significant effects for the environment. Adverse effects are outlined for securing the effective use of land, soil quality, landscapes, ecology, and flood risk and drainage where the site fulfils a role as part of the drainage basin. Policies aim to avoid, minimise and mitigate this harm as far as possible, ensuring that the adverse effects of developing land for housing and/or employment is limited. It is however equally true that the allocation of sites, provides certainty and assists with the implementation of wider environmental policies of the plan (such as the weight that can be afforded to the settlement boundaries identified) which helps to safeguard other, and arguably more sensitive parts of the Borough, from loss or harm as a result of inappropriate development.

Key Conclusions and Recommended Mitigation Measures

- 6.17 The policies of the Local Plan Part 2 cover a range of issues with differing magnitudes of effect owing to the broad scope of the Plan and differing approaches taken to address them. The clear message from the Local Plan Part 2 is that the plan should be read as a whole (alongside the Core Strategy and wider development plan), with proposals subjected to all policy requirements where it is relevant. Applying this approach, it is clear that the Local Plan Part 2 will direct and influence proposals so that they achieve social, economic, and environmental net gains which are necessary in securing the delivery of sustainable development.
- 6.18 Whilst some allocated sites are likely to result in some irreversible adverse effects for environmental objectives, their allocation is nevertheless necessary to fulfil the economic and social objectives of the plan, and without these the plan would not be sound national planning policy terms. Allocated sites provide certainty as to how and where development needs will be met, enabling a plan-led approach consistent with national planning policy, and avoiding planning by appeal. Allocated sites help to safeguard other areas of the borough from inappropriate forms of development and enabling the effective implementation of directive policy such as settlement boundaries and open countryside. Allocated sites therefore play an environmental role too.
- 6.19 It is however important to ensure that effects of allocated sites on environmental objectives are minimised as far as possible in the aim of achieving environmental net gain in line with the NPPF. In some instances the recommended response is the adoption of a reduced site capacity and/or consolidation of site boundaries. This approach has only been adopted where it is clear that this would achieve a meaningful, and positive difference to

Conclusions

sustainability objectives, without undermining the requirement to meet the housing requirement in full.

6.20 Beyond this, recommendations have been made for the inclusion of site specific policy requirements to address and provide effective mitigation solutions for environmental factors found to be adversely affected through this appraisal. The nature and extent of these measures will vary from site to site (as indicated within site specific appraisals), with measures themselves only likely to be known to their full extent at the planning application site. Specific policy requirements and recommendations for these will be updated with the evolution of the evidence base underpinning the Local Plan Part 2, and following consultation with statutory providers.

6.21 Planning obligations, conditions, and effective monitoring will be required to measure the mitigation measures implemented and their success, and whether there is need for alternative forms of intervention, or for a review of the approach of policy or the wider plan.

Monitoring

6.22 The Sustainability Appraisal is required to establish how the significant sustainability effects of the implementation of the Local Plan Part 2 will be monitored. This is important helping to measure the success and appropriateness of policy, and to answer questions such as:

- Were the predictions of the Sustainability Appraisal accurate?
- Do policies of the Local Plan Part 2 have the desired effect on sustainability objectives?
- Are mitigation measures performing?
- Are there any adverse effects of policies? Are these within acceptable limits or capable of being remediated?

6.23 Monitoring should focus on:

- Effects that may give rise to irreversible damage, identifying such trends before damage occurs;
- Effects with uncertainty in the SA, and where monitoring would provide for a clearer answer helping to prevent and mitigate any adverse effects caused; and
- Where there is the potential for effects to occur on sensitive environments.

6.24 Appendix 9 identifies a number of indicators that could be used to measure the sustainability effects of the Local Plan Part 2. These indicators largely reflect those currently used by the Council to monitor the policies of the Core Strategy, but also take into account national indicators and statistics which are relevant to the Local Plan Part 2.

6.25 As far as possible the Council produces an Annual Monitoring Report each year. This report presents updated data which could be used to monitor the effects of the Local Plan Part 2

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against a number of the sustainability objectives examined within this Sustainability Appraisal enabling the effects and success of the Local Plan Part 2 to be reviewed and addressed where required.

- 6.26 Ultimately should monitoring indicate that policies of the plan fail to deliver expected results, or that broader circumstances, evidence, and national planning policy alter, specific actions (as set out in the policies of the Local Plan Part 2) will need to be taken by the Council to ensure that policies are effective in achieving outlined objectives and aims of the plan including responding to the 14 sustainability objectives assessed through this sustainability appraisal.

Next Steps

- 6.27 The Sustainability Appraisal will be published as part of the evidence base for the consultation on the Draft version of the Local Plan Part 2. Comments received on any part of the Local Plan Part 2 with implications for the Sustainability Appraisal, or comments on the Sustainability Appraisal itself will be taken into account with the Sustainability Appraisal potentially revised prior to the publication version of the Local Plan Part 2. Further evidence gathering and consultation with statutory consultees will also inform and evolve the assessment made through this document.

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