

Pendle Local Plan



# Pendle Local Plan Authority Monitoring Report 2022/23

[www.pendle.gov.uk](http://www.pendle.gov.uk)

## Versions

<b>Document:</b>	Pendle Local Plan Authority Monitoring Report 2022/23
<b>Legislation:</b>	Planning and Compulsory Purchase Act 2004 (s.35) & Localism Act 2011 (s.113)
<b>Regulations:</b>	The Town and Country Planning (Local Planning) (England) Regulations 2012 (Reg. 34)
<b>Author:</b>	Pendle Borough Council
<b>Document Reference:</b>	AMR 2022/23

Version	Date	Detail	Prepared by	Checked by	Approved by
1	07.03.24	AMR First Draft	Craig Barnes	John Halton	
2	16.04.24	AMR Final Draft	Craig Barnes	John Halton	Neil Watson

## Executive Summary

The Pendle Local Plan Authority Monitoring Report [“AMR”] is published annually by Pendle Borough Council to help monitor the performance of its adopted planning policies. These policies are currently set out in the following documents:

- Replacement Pendle Local Plan 2001-2016 (adopted May 2006)
- Bradley Area Action Plan (adopted July 2011)
- Pendle Local Plan Part 1: Core Strategy (adopted December 2015)

Appendix C of the Core Strategy sets out which of the ‘saved’ policies from the Replacement Pendle Local Plan 2001-2016 have been replaced by policies in the Core Strategy.

This is the first AMR to be published by the Council since February 2022. It covers the monitoring year from 1 April 2022 to 31 March 2023. It also reports data for previous monitoring years where this is available.

The key findings are listed under headings that represent the three mutually supportive pillars of sustainable development, which help to ensure that in meeting our current development needs, we do not compromise the ability of future generations to meet their own needs.

### Economic Role

- The total amount of new employment floorspace created was 1,751 sq.m. (Indicator EC01)
- The amount of employment floorspace with planning permission fell to 112,053 sq.m. (Indicator EC03)
- There has been limited change in the overall amount of retail floorspace (Indicator EC12).
- Excluding residential units, the vacancy level for the borough’s six town and local shopping centres averaged 17% but was as high as 24.7% in Nelson (Indicator EC13).

### Social Role

- Planning permission was granted for 265 new homes in 2022/23 (Indicator HS03).
- Of the 1,328 dwellings with an extant planning permission, 107 (8.1%) are currently under construction (Indicator HS03).
- Approximately one third of the 285 new homes completed were on Brownfield sites (Indicators HS03 and HS04).
- Just under half of the new homes provided met the definition of affordable housing. Of the 135 affordable homes delivered, 119 (85.6%) were classified as Affordable Rent (Indicator HS05).
- The five-year housing land supply in December 2023 is confirmed at 6.01 years. This is based on a local housing need figure of 139 dwellings per annum<sup>1</sup> (Indicator HS02).
- The Council published its Brownfield Land Register in December 2023. The Register is in two parts:
  - Part 1 lists all Brownfield sites suitable for housing, irrespective of their planning status, and has 51 entries.
  - Part 2 lists those Brownfield sites where the Council has granted “permission in principle” for housing and does not contain any entries at this time.

### Environmental Role

- 60% of all development took place within a designated settlement boundary, with 40% in the open countryside (Indicator SD02).
- Just under half of all new development (47%) was on Brownfield sites (Indicator SD03).
- No additional heritage assets were designated during the monitoring period (Indicator EN10).
- The area of land designated for protection because of its importance to biodiversity increased by 15 ha with the designation of Gib Hill as a Local Nature Reserve (Indicator EN11).

---

<sup>1</sup> Local Housing Need in Pendle is calculated using the Standard Methodology, a formula set out in [Planning Practice Guidance](#).

This page has been left blank intentionally.

# Contents

---

Executive Summary .....	3
<b>1. Introduction .....</b>	<b>6</b>
What is the Authority Monitoring Report? .....	7
Monitoring Period .....	7
Why is Monitoring Important? .....	8
Legislation .....	8
<b>2. Local Context .....</b>	<b>10</b>
Background .....	11
Spatial Portrait .....	11
<b>3. Plan Making Update .....</b>	<b>15</b>
The Development Plan .....	15
Neighbourhood Planning .....	17
Duty to Cooperate .....	18
<b>4. Plan and Policy Performance .....</b>	<b>23</b>
Policy Usage .....	23
Spatial Development and Infrastructure .....	29
Environment: our foundation for a sustainable future .....	39
Living: creating a vibrant housing market .....	69
Working: creating a dynamic and competitive economy .....	101
Supporting: creating healthy and confident communities .....	126

## Appendices

- Appendix A: Summary Progress Report
- Appendix B: Data Collection Methodology
- Appendix C: Changes to the Use Class Order September 2020
- Appendix D: Maps of Old and New Wards and Ward Boundaries
- Appendix E: Town Centre Occupancy Dashboards
- Appendix F: Glossary

This page has been left blank intentionally.

# 1. Introduction

## What is the Authority Monitoring Report?

- 1.1 The Pendle Local Plan [Authority Monitoring Report](#) ["AMR"] contains information about the [Pendle Local Plan](#) and new development in the borough. Specifically it considers the extent to which the strategic and policy objectives of the Local Plan are being achieved, and whether the document as a whole is helping to deliver sustainable growth and development in Pendle.
- 1.2 Detailed information on housing delivery and supply can be found in the [Five Year Housing Land Supply Statement](#) ["5YHLS"], which is available on the Pendle Council website.
- 1.3 The Council seeks to publish an AMR in December of each year to address:
  - the statutory requirements set out in the relevant planning regulations and guidance (see Legislation below)
  - key performance indicators identified in the Core Strategy, which remains part of the statutory development plan for the Borough; and
  - information which directly addresses the value of the planning service.
- 1.4 The AMR also reports on any neighbourhood plans that have been formally 'made' (adopted) in the borough.
- 1.5 The overall structure of the report follows a similar pattern to previous years. The plan making process is addressed before matters concerning the implementation of the plan are reported.
  - Appendix A sets out in summary current progress towards achieving established targets and trigger points by indicator and resulting actions to be considered by the Council.
  - Appendix B confirms the methodology that has been used.
  - Appendix C provides a summary of changes to the Use Class Order introduced in September 2020.
  - Appendix D shows how the electoral wards, effective from May 2021, relate to the previous electoral wards which are used for the basis of assessing some indicators.
  - Appendix E illustrates Town Centre Occupancy and Vacancy.
  - Appendix F contains a Glossary of the technical terms used in this report.
- 1.6 In 2025, a new Pendle Local Plan Fourth Edition is expected to replace the Core Strategy, the remaining saved policies from the Replacement Local Plan and the Bradley Area Action Plan. It also provides the Council with an opportunity to address any failed or failing monitoring indicators, where these remain relevant.

## Monitoring Period

- 1.7 This AMR covers the financial year from 1 April 2022 to 31 March 2023. Events taking place outside this twelve month period are included where they allow meaningful conclusions to be drawn from the collated data. Some third-party data is not yet available for the 2022/23 monitoring year and cannot be reported.

### Why is Monitoring Important?

- 1.8 Monitoring is a key element of the plan making process. It provides information on what is happening now and considers how this may influence what occurs in the future.
- 1.9 The indicators in this report were selected to monitor the effectiveness of policies in the Pendle Local Plan Part 1: Core Strategy ["LP1"] and other documents which form part of the statutory Development Plan for Pendle. They also incorporate the "significant effects indicators" identified through the Sustainability Appraisal process, a tool that considers the economic, environmental and social implications of policies to ensure that Local Plans help to promote sustainable development.
- 1.10 Results are assessed against past trends and expected targets help to demonstrate whether the strategic or local policy objectives set out in these documents are being achieved. Where policies are not performing as expected, it may be necessary to make adjustments to ensure that they make a positive contribution to sustainable development and growth in Pendle.

### Legislation

- 1.11 The Council is required by [Section 35 of the Planning and Compulsory Purchase Act 2004](#), as amended by [Section 113 of the Localism Act 2011](#), to prepare a monitoring report each year.
- 1.12 The [Localism Act 2011](#) removed the need for the Council to submit the AMR to the Secretary of State, but still requires that it is made available to the public.
- 1.13 [Regulation 34 of the Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#) sets out the information that should be contained within the AMR (Table 1.1).
- 1.14 Under the current Regulations local authorities are able to select the indicators and targets that are reported in the AMR, provided that they are in accordance with relevant UK legislation and International Treaties. The only matters that must be addressed in the report are as follows:

**Table 1.1 – Statutory requirements**

Requirement in Regulations	Section of AMR
Progress on Local Plan preparation, measured against the timetable and milestones set-out in the Council's <a href="#">Local Development Scheme</a> ["LDS"]	Chapter 3
Details of any adopted policies that are not being used	Chapter 3
The extent to which adopted planning policies are being implemented and their effectiveness	Chapter 3
Details of any neighbourhood development plans, or orders that have been 'made' (adopted)	Chapter 3
Any joint activity carried out under the Duty to Cooperate	Chapter 3
Net additional dwellings	Chapter 4 [Indicator HS01]
Net additional affordable dwellings	Chapter 4 [Indicator HS05]
A statement identifying Community Infrastructure Levy ["CIL"] payments and how they have been used.	Not applicable in Pendle, as a CIL Charging Schedule has not been adopted.



- 1.15 The monitoring of plans and policies is an ongoing process. Additional indicators may be introduced to help assess the performance of policies in newly adopted plans. In contrast, the streamlining of data collection at the national level, and a desire to reduce the monitoring burden on local authorities, has seen a significant reduction in the availability of information. Where alternative sources of data are available, the monitoring of indicators will continue.
- 1.16 We are always open to new ideas about how the information in this report can be made more user-friendly and would welcome any comments you may have.

This page has been left blank intentionally.

## 2. Local Context

### Background

- 2.1 The Borough of Pendle is situated in north-west England. It covers an area of 169.4 km<sup>2</sup> and has a population of 95,800 according to the 2021 Census. The Council takes its name from Pendle Hill, which stands prominently in the west of the borough. Its distinctive silhouette features in the corporate logo.
- 2.2 The authority was formed following Local Government reorganisation in 1974. It is one of 14 councils in the county of Lancashire. Lancashire County Council is the upper tier authority for the borough. It is the minerals and waste authority, the local highways agency, the Lead Local Flood Authority (LLFA) and the provider of education and social services.
- 2.3 Pendle forms part of the Pennine Lancashire sub-region together with Burnley, Blackburn with Darwen, Hyndburn, and Rossendale. The borough has particularly strong cross boundary linkages with Burnley immediately to the south-west. In the north of the borough rural West Craven, part of the West Riding of Yorkshire until 1974, retains its historic links with settlements now in the area administered by North Yorkshire Council. Our ties with Ribbles Valley, Bradford and Calderdale are less well-developed owing to the nature of the intervening landscape and major topographical features.
- 2.4 Within the borough boundary there are 13 parish councils and five town councils, with 33 local councillors representing the 12 electoral wards.<sup>2</sup>

### Spatial Portrait

- 2.5 Pendle is an area of sharp contrasts. Approximately two-thirds of the population live in the former mill towns – Nelson, Colne, Brierfield and Barrowford located in the south of the borough. Extending 8km north-east from the boundary with neighbouring Burnley, they form part of an extended urban area with a combined population in excess of 150,000.
- 2.6 Outside the so called ‘M65 Corridor’, the borough features extensive areas of open countryside, containing some of the most attractive and unspoilt rural landscapes in northern England. To the north picturesque villages, nestling in the shadow of Pendle Hill, draw visitors into the Forest of Bowland National Landscape, whilst Weets Hill stands triumphant over rural West Craven. To the south the gentle heather clad slopes of Boulsworth Hill host a mosaic of wildlife habitats. These support internationally important breeding colonies of upland birds and form part of the South Pennine Moors Site of Special Scientific Interest (SSSI).
- 2.7 The scenic quality of the area makes it a popular place for people to live and visit. The rural population, in general, experiences a higher quality and standard of living than their urban counterparts, with house prices far in excess of the borough average. The resulting pressure requires careful management through the plan-making and decision-taking process, to ensure that this sensitive natural resource can be enjoyed by future generations. The Lancashire Green Belt extends into the borough from the west and plays a significant role in restricting urban sprawl and maintaining the separation between settlements in the M65 Corridor.

---

<sup>2</sup> The number of wards and councillors reduced following the Local Elections which took place in May 2021 (See Appendix C)

- 2.8 Two rivers – Pendle Water and Colne Water – are at the heart of the borough’s green infrastructure network. Pendle sits astride the Pennine watershed. Watercourses in the Ribble catchment flow west into the Irish Sea, whilst those in the Aire and (Yorkshire) Calder catchments reach the North Sea via the Humber Estuary. Watercourses tumbling down from the moors are often fast flowing making parts of the borough susceptible to flash flooding. The peat covered upland moors of the South Pennines fulfil an important role for the storage of water and carbon. Pendle Council and its partners play a key role in the stewardship of this important natural landscape.
- 2.9 Pendle is an important gateway between Lancashire and Yorkshire. The construction of the Leeds and Liverpool Canal in the late 18<sup>th</sup> Century, exploited the lowest crossing of the Pennines. It was followed closely by the development turnpike roads and the railway. Excellent transport links, together with the availability of natural resources, in the form of coal and water, were the catalyst for a period of rapid industrial and urban growth. In the late 19<sup>th</sup> century the industrial revolution transformed once quiet villages into densely populated towns almost overnight. The local population increased from just 10,000 to over 70,000 in just a few decades, giving rise to the great cultural diversity still found within the local community to this day.
- 2.10 Pendle’s traditional manufacturing industries may have declined, but the local economy continues to flourish. A network of advanced engineering businesses form part of one of the largest aerospace clusters in Europe. Extending across much of Lancashire it has contributed to a highly skilled workforce and significant entrepreneurial activity, helping to diversify and strengthen the local economy. One of the most successful start-ups, Hope Technology, has emerged as a world leader in the manufacture of cycling components.
- 2.11 Manufacturing accounts for almost one quarter of all employment, one of the highest levels in England. The Lomeshaye Industrial Estate, alongside junction 12 on the M65 motorway, is a strategic employment area. A further extension will see significant growth over the next plan period. The service sector performs an increasingly important role, but retailing has the borough’s largest employer, Boundary Mill Stores. Tourism continues to grow in importance, with visitors attracted by the quality of the area’s natural beauty and its historic environment. The average wage is lower than the regional and national average, and the number of universal credit claimants is higher.
- 2.12 Whilst the large Boundary Mill Outlet in Colne attracts shoppers from across the region, the six town and local shopping centres in the borough cater for the needs of local residents. Colne and Barnoldswick have both been honoured with awards in the Great British High Street competition, whilst retailers with a reputation for supplying high quality clothing have seen Barrowford perform well in this niche market. Each of these centres benefit from high occupancy rates. Nelson on the other hand has been less successful in recent years. Its much larger neighbour Burnley has a strong pull for many residents in the south of the borough. Also located beyond the borough boundary Blackburn, Manchester, Leeds and Skipton have a weaker influence on retail activity.
- 2.13 The area’s industrial legacy has bestowed the area with a housing stock where over half of all homes are terraced properties. There are concentrations of poor-quality housing in the inner urban areas of Nelson, Colne and Brierfield where house prices are much lower than the national average. Despite this there is a significant need for affordable housing due to lower than average wages. In combination with lower-than-average levels of educational attainment, low job density and relatively high rates of youth unemployment; Pendle ranks as the 4<sup>th</sup> most deprived local authority in Lancashire and the 33<sup>rd</sup> most deprived local authority in England. Obesity levels are high and life expectancy for both males and females is below the UK average.

- 2.14 Low land values in the borough's urban areas increase the pressure to develop green field sites, accelerating urban decay. Poor economic viability represents a significant barrier to the regeneration of the borough, with the cost of redeveloping vacant land in the M65 Corridor too high for developers to generate a sufficient return on their investment without third party funding. This impacts on the delivery of key infrastructure and services, which in turn presents a major challenge in securing the right types of housing, in the right place and at the right time to meet the needs of the local community.
- 2.15 Recognising that public funding was unlikely to be sustained in the future, Pendle Council took a pro-active approach in seeking to transform the fortunes and appearance of the area. In 2007 it established Pendle Enterprise and Regeneration Limited (PEARL) in partnership with local company Barnfield Construction. Projects successfully delivered by this joint venture include Northlight, a mixed-use scheme on the site of the former Brierfield Mills complex; Shackleton Hall Arcade in Colne; the ACE Centre, an entertainment and business development in the centre of Nelson; and the Quaker Heights and Spinners View housing developments in Brierfield. The Council has also been successful in securing almost £30m from the Government's Town Deal and Levelling-up programmes, to help deliver regeneration projects in Nelson and Colne and reducing the number of long-term empty homes within the borough.

This page has been left blank intentionally

### 3. Plan Making Update

- 3.1 As required by [Regulation 34 of the Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#) (as amended), this section considers progress on the preparation of documents to be included in the Pendle Local Plan. It also includes a review of current planning policy and the usage of individual policies for decisions on planning applications in the borough.

#### The Development Plan

- 3.2 The [National Planning Policy Framework](#) ["NPPF"] published states that in accordance with planning law, applications for planning permission should be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 3.3 Development plan is the term used to describe the collection of documents that set out the policies, proposals and site specific allocations that are used to guide the nature and location of development in a particular area. These documents provide the basis for determining planning applications in the borough
- 3.4 The development plan for Pendle currently comprises the documents listed in Table 3.1.

**Table 3.1 – The Development Plan for Pendle**

Author	Development Plan Document	Adopted
Pendle Council	Replacement Pendle Local Plan 2001-2016 <sup>1</sup>	May 2006
	Bradley Area Action Plan	June 2011
	Pendle Local Plan Part 1: Core Strategy <sup>1</sup>	December 2015
Lancashire County Council	Joint Minerals & Waste Local Plan: Core Strategy <sup>1</sup>	February 2009
	Joint Minerals & Waste Local Plan: Site Allocation & Development Management Policies (Part One)	September 2013
	Joint Minerals & Waste Local Plan: Site Allocation & Development Management Policies (Part Two)	September 2013
Barrowford Parish Council	Barrowford Neighbourhood Plan	December 2019
Colne Town Council	Colne Neighbourhood Plan	September 2023
Kelbrook and Sough Parish Council	Kelbrook and Sough Neighbourhood Plan	December 2022
Trawden Forest Parish Council	Trawden Forest Neighbourhood Plan	March 2019

<sup>1</sup> Insofar as the policies in these documents remain compatible with the National Planning Policy Framework (December 2023).

- 3.5 At the Full Council meeting on 9 December 2021, Council decided not to proceed with the submission of the Pendle Local Plan Part 2: Site Allocations and Development Policies ["LP2"]. The decision was taken because of concerns that the evidence did not accurately reflect the impact that Brexit and the COVID-19 pandemic have had for businesses, future economic growth and housing need in the borough.

- 3.6 The Council is now preparing the Pendle Local Plan Fourth Edition which will bring strategic and development management back within a single document.
- 3.7 The [Local Development Scheme](#) ["LDS"] for Pendle has been revised on a number of occasions since the [Planning and Compulsory Purchase Act 2004](#) came into force. The [Eighth Revision LDS](#) was brought into effect following the meeting of the Council's Executive on Thursday 14<sup>th</sup> March 2024. A summary of the Local Plan documents that have been adopted to date is provided in Table 3.2.

**Table 3.2 – Summary of completed Local Plan documents**

Document	Date of Adoption
<b>Development Plan Documents</b>	
Replacement Pendle Local Plan (2001-2016) <sup>1</sup>	May 2006
Bradley Area Action Plan	June 2011
Local Plan Part 1: Core Strategy	December 2015
<b>Supplementary Planning Documents</b>	
Brierfield Canal Corridor (Housing) Brief	October 2005
Conservation Area Design and Development Guidance	August 2008
Design Principles	December 2009
Railway Street Neighbourhood (Brierfield)	December 2010
<b>Process Documents</b>	
Statement of Community Involvement (Second Review)	July 2021
Local Development Scheme	March 2024
Authority Monitoring Report	April 2024

<sup>1</sup> The "saved policies" insofar as they are compatible with the NPPF (December 2023), remain part of the development plan until replaced (see Appendix B of the [Pendle Core Strategy](#)).

- 3.8 An update on the progress being made on new Local Plan documents is set out in Table 3.3. This is measured against the target dates established in the Eighth Revision LDS.

**Table 3.3 – Review of progress on document preparation against current LDS Timetable**

Document	Progress at 1 April 2024			Comment
	LDS target stage and date	Actual stage and date	On target?	
Pendle Local Plan Fourth Edition	Consultation of the publication version of the Local Plan.  July 2024	Work continues to ensure that the timetable set out within the LDS can be achieved.	Yes	<ul style="list-style-type: none"> <li>All comments made in response to the consultation on the Regulation 18 draft Local Plan and focussed consultation on Local Green Space have now been considered.</li> <li>Further evidence has been commissioned in support of the plan's strategic approach to development.</li> </ul>
Development in the Open Countryside and National Landscape SPD	Scoping of document and early preparation.  January 2025	None.	Yes	<ul style="list-style-type: none"> <li>Work is currently focussed on preparation of the Pendle Local Plan Fourth Edition.</li> </ul>



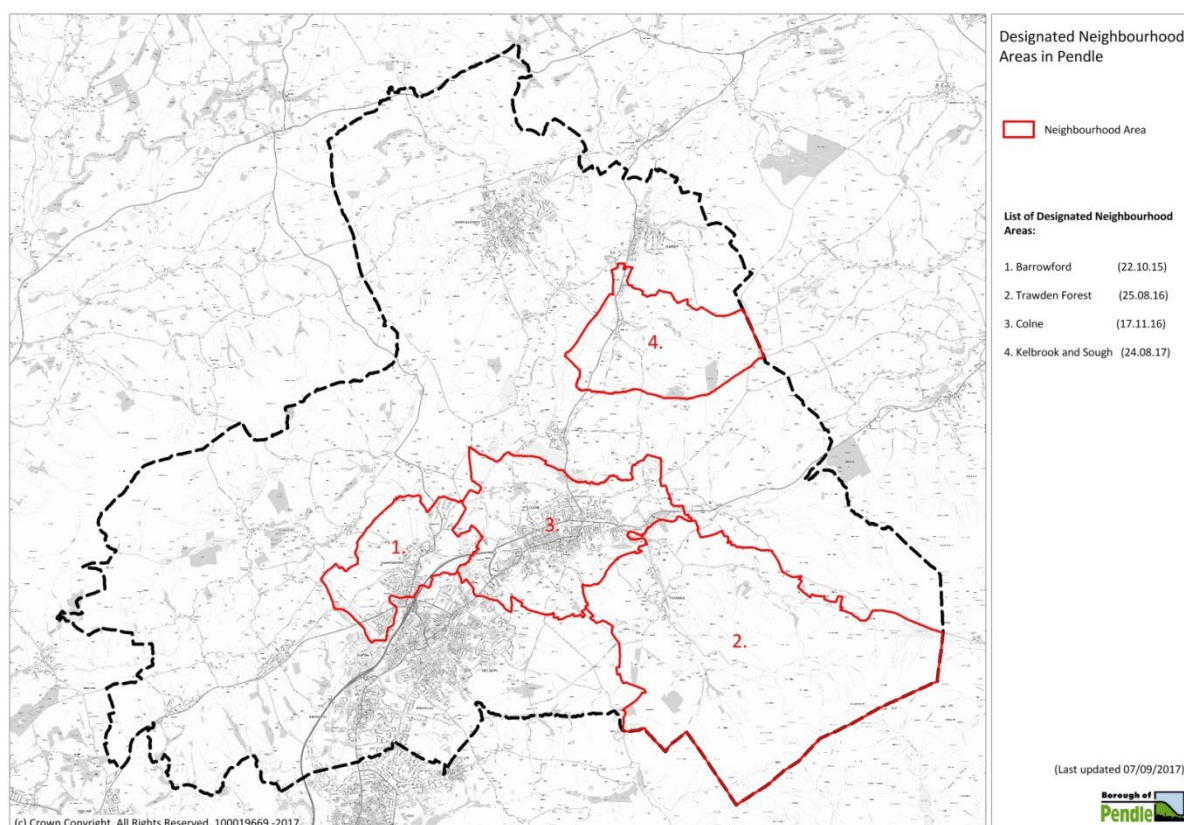
Document	Progress at 1 April 2024			Comment
	LDS target stage and date	Actual stage and date	On target?	
Pendle Design Code (formerly Design Principles SPD)	Scoping of document and early preparation. September 2025	None.	Yes	<ul style="list-style-type: none"> <li>Work is currently focussed on preparation of the Pendle Local Plan Fourth Edition.</li> </ul>
Pendle Textile Mills Design Code (with Historic England)	Consultation on draft document August 2024	Historic England have commenced the tender process.	Yes	<ul style="list-style-type: none"> <li>Work on the Pendle Textile Mills Design Code will continue over 2024.</li> </ul>
Pendle Climate Change and Renewable Energy SPD	Scoping of document and early preparation. January 2026	None	Yes	<ul style="list-style-type: none"> <li>Work is currently focussed on preparation of the Pendle Local Plan Fourth Edition.</li> </ul>

**Note:** References to specific regulations relate to The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

### Neighbourhood Planning

- 3.9 The [Localism Act 2011](#) provided local communities with the opportunity to prepare neighbourhood plans so they could influence development in their area. If successful at examination, the plan will proceed to a public referendum to allow residents to vote. If the majority of votes cast are in favour of the plan, it will become part of the development plan for the area and is used in the determination of planning applications.

#### Map 3.1 – Designated Neighbourhood Areas



- 3.10 [Regulation 34 of the Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#) (as amended) requires the AMR to include details of any neighbourhood plans that have been formally 'made' (adopted). [National Planning Practice Guidance](#) on Plan-making (Paragraph 027 ID: 12-027-20170728) also indicates that the AMR can be used to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force.
- 3.11 In Pendle four neighbourhood areas have been formally designated for the purposes of preparing a neighbourhood plan (Map 3.1). All four Neighbourhood Plans have been formally 'made' (adopted) by Pendle Council (see Table 3.4).

**Table 3.4 – Neighbourhood Areas**

Stage in Plan Preparation		Neighbourhood Area			
		Barrowford	Colne	Trawden Forest	Kelbrook and Sough
1	Neighbourhood area formally designated by Pendle Council (Regs. 5, 6 & 7)	10.10.2015	18.08.2016	17.11.2016	14.08.2017
2	Evidence gathering and informal engagement (Parish Council)	✓	✓	✓	✓
3	Formal public consultation on the Pre-submission draft Neighbourhood Plan (Reg. 14)	23.10.2017 to 08.12.2017	19.10.2020 to 08.01.2021	27.11.2017 to 08.01.2018	18.09.2021 to 30.10.2021
4	Formal public consultation on the Submission draft Neighbourhood Plan (Regs. 15 & 16)	08.02.2019 to 22.03.2019	02.09.2022 to 17.10.2022	23.02.2018 to 06.04.2018	04.03.2022 to 25.04.2022
5	Independent examination (Reg17)	✓	✓	✓	✓
6	Public referendum	14.11.2019	21.07.2023	08.11.2019	27.10.2022
7	Neighbourhood plan 'made' (adopted) by Pendle Council (Reg. 18A)	17.12.2019	28.09.2023	26.03.2019	08.12.2022

### Duty to Cooperate

- 3.12 [Section 33A of the Planning & Compulsory Purchase Act 2004](#) (as amended by the Localism Act 2011) places a legal duty on local planning authorities *"to engage constructively, actively and on an ongoing basis"* in the preparation of their Local Plan.

### Consultation and engagement

- 3.13 The Duty to Co-operate is not a duty to agree, but to make sure that every effort has been made to secure cooperation on strategic cross boundary matters before a Local Plan is submitted for examination. Table 3.5 provides a summary of the activities Pendle Council participated in during the 2022/23 monitoring period, to help fulfil its obligations under the Duty.

- 3.14 In addition, all the local planning authorities listed are kept up-to-date with work on the Local Plan and other planning policy issues in Pendle via the [Framework](#) newsletter, which won a commendation for public engagement at the North West Royal Town Planning Institute Awards in 2009. Four issues of Framework were published during the 2022/23 monitoring period.
- 3.15 To avoid unnecessary repetition the regular meetings listed below, which are normally attended by a representative from each of the 12 district authorities in Lancashire; the unitary authorities for Blackburn-with-Darwen and Blackpool; Lancashire County Council and the Lancashire Enterprise Partnership, are not included in Table 3.5.
- |  |                |
|--|----------------|
| 1. Lancashire Development Plan Officer Group (DPOG)                      | Four per annum |
| 2. Lancashire Development Control Officer Group (DCOG)                   | Four per annum |
| 3. Lancashire Conservation Officer Group (LCOG)                          | Four per annum |
| 4. Planning Policy for Gypsies and Travellers: Lancashire Officers Group | One per annum  |
| 5. Pennine Lancashire Planning Officer Group (PL-POG)                    | Four per annum |
- 3.16 Also excluded from Table 3.5 are the following groups, which convene on a quarterly basis to consider strategic cross boundary issues affecting two areas of high landscape and ecological value, which straddle the boundary between Pendle and its neighbours.
- |   |                |
|---|----------------|
| 1. Forest of Bowland Management Group   | Four per annum |
| <i>Attended by representatives from the County Council for Lancashire, the district councils of Pendle, Ribbles Valley, Wyre and Lancaster and North Yorkshire Council and key stakeholders (e.g. United Utilities).</i>  |                |
| 2. South Pennine Moors Local Authority Group  | Four per annum |
| <i>Attended by representatives from the County Council for Lancashire and the district councils of Pendle, Blackburn-with-Darwen, Burnley, Hyndburn and Rossendale (Lancashire), Barnsley, Bradford, Calderdale, Kirklee, North Yorkshire (Yorkshire), Rochdale, Oldham, Bury (Greater Manchester) and High Peak and Staffordshire Moorlands.</i> |                |
- 3.17 Planning officers also attend quarterly ‘Making Space for Water’ meetings. These are organised by the Lead Local Flood Authority to identify, discuss, and action specific flood risk and drainage issues. These meetings are also attended by representatives from the Environment Agency, United Utilities, Yorkshire Water and the Earby and Salterforth Internal Drainage Board.
- 3.18 Public consultations are only highlighted in the table where they have been initiated by Pendle Council, or where Pendle Council has submitted a formal written representation.
- 3.19 During the monitoring period work has focussed on the preparation of the Pendle Local Plan Fourth Edition. Both formal and informal engagement has taken place with statutory consultees during the drafting of the Pendle Local Plan and its evidence base. On 24<sup>th</sup> July 2023, a formal online Stakeholder Meeting, attended solely by representatives from neighbouring authorities, was held on Microsoft Teams, as part of the formal six-week public consultation on the Regulation 18 Draft Pendle Local Plan.
- 3.20 A further online meeting was held with Statutory Bodies on 26<sup>th</sup> July 2023. This was attended by representatives from the Environment Agency, Historic England, Lancashire County Council (in its capacity as the Highways Authority, Education Authority and Lead Local Flood Authority) and United Utilities.

Table 3.5 – Summary of engagement under the Duty to Cooperate

Body	Action	Outcome
<b>1. Neighbouring Local Authorities and County Councils</b>		
Burnley BC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholder event for neighbouring authorities addressed: <ul style="list-style-type: none"> <li>The proposed housing and employment requirements and how they respond to the supporting evidence base.</li> <li>Direction of growth outlined in the spatial strategy.</li> <li>Proposed housing and employment site allocations, including capacity and timescales for delivery.</li> <li>Approach to maintaining the vitality and viability of town and local shopping centres.</li> <li>South Pennine Moors SPA Impact Zones and the need for site specific HRA for sites within 2.5km of the SPA boundary.</li> <li>The emerging statutory requirement for new development to deliver a minimum of 10% Biodiversity Net Gain</li> </ul> </li> <li>Raised concerns about the potential for cross boundary impacts arising from the proposed housing requirement of 140 dwellings per annum. Further evidence on housing need commissioned to address this concern.</li> </ul>
Bradford MBC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> </ul>
Calderdale MBC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> </ul>
Ribble Valley BC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> </ul>

Body	Action	Outcome
	<ul style="list-style-type: none"> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	
Lancashire CC	<ul style="list-style-type: none"> <li>Attended Pendle Local Plan Stakeholder Event (26.08.23) – Highways, LLFA</li> <li>Meeting with Public Health Team (16.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>Discussed draft plan vision, objectives and strategic policy including amount of and direction of growth.</li> <li>Discussed proposed allocations, their capacity, delivery and specific issues related to flood risk and accessibility.</li> <li>Ran through Public Health issues related to Planning and key policies within the draft Plan.</li> <li>Discussed how planning policies could best support public health including consideration of revised wording.</li> <li>Agreed to consult LCC on any future revisions to relevant policies.</li> </ul>
North Yorkshire Council	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> <li>Raised concerns about the potential for cross boundary impacts arising from the proposed housing requirement of 140 dwellings per annum. Further evidence on housing need commissioned to address this concern.</li> <li>Support the proposal to allocate land for an extension to West Craven Business Park.</li> <li>Support the emphasis on cross boundary links within the plan, particularly the development of cross boundary routes for walking and cycling.</li> <li>Written response outlining the above received in response to the Regulation 18 public consultation.</li> </ul>
<b>2. Other Pennine Lancashire Local Planning Authorities</b>		
Blackburn-with Darwen BC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> </ul>
Hyndburn BC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth</li> </ul>

Body	Action	Outcome
	<ul style="list-style-type: none"> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<p>Edition Stakeholder Meeting for neighbouring authorities.</p>
Rossendale BC	<ul style="list-style-type: none"> <li>Invited to comment on the Pendle Local Plan Scoping Report and Methodology (11.07.22)</li> <li>Invited to comment on the Regulation 18 Draft Pendle Local Plan (23.06.23)</li> <li>Invited to attend Regulation 18 Draft Pendle Local Plan LPA Presentation (24.08.23)</li> </ul>	<ul style="list-style-type: none"> <li>See entry for Burnley BC for issues addressed at the Pendle Local Plan Fourth Edition Stakeholder Meeting for neighbouring authorities.</li> </ul>

## 4. Plan and Policy Performance

### Policy Usage

- 4.1 The NPPF states that due weight must be given to policies in plans according to their degree of consistency with the NPPF (i.e. those policies most closely aligned with the policies in the NPPF carry greater weight when taking decisions on planning applications). Policies that conflict with the NPPF will be afforded no weight.
- 4.2 In accordance with the Planning and Compulsory Purchase Act 2004, the Replacement Pendle Local Plan 2001-2016 [“RPLP”] was saved for a period of three years from the date of adoption (18 May 2006). The Council then requested a further extension to the life of these policies to ensure that there was not a policy vacuum between the end of the saved period (18 May 2009) and the adoption of the new Pendle Local Plan. In a letter dated 21 April 2009, the Secretary of State issued a direction under paragraph 1(3) of Schedule 8 of the Planning and Compulsory Purchase Act 2004, saving most policies of the RPLP until such a time that they are replaced in an adopted development plan document.
- 4.3 A total of 109 planning policies, covering a wide range of topic areas, form the statutory Development Plan for Pendle and are used in decision making process (Table 4.1). This includes planning policies in the neighbourhood plans prepared by the town and parish councils in Barrowford, Colne, Kelbrook and Sough, and Trawden Forest. The policies in a neighbourhood plan are only applicable to development proposals which are within the designated neighbourhood area (see Map 3.1).

**Table 4.1 – Pendle Local Plan Policies**

Development Plan Document	Number of Policies
Replacement Pendle Local Plan 2001-2016	30
Bradley Area Action Plan	7
Pendle Local Plan Part 1: Core Strategy	28
Barrowford Neighbourhood Plan	10
Colne Neighbourhood Plan	14
Kelbrook and Sough Neighbourhood Plan	11
Trawden Forest Neighbourhood Plan	9

- 4.4 To help assess the relative value of each policy, the Council monitors how they have been used in the determination of planning applications during the preceding year. This helps to highlight whether it is necessary to review, replace the policies or remove them from the development plan. Tables 4.2 to 4.6 inclusive show the number of times each policy has been used in determining a planning application during the 2021/22 and 2022/23 monitoring periods.
- 4.5 The usage of planning policies is heavily dependent on the types of planning application that are submitted to the Council. The low usage of a policy does not necessarily mean that it is no longer of value but may reflect the fact that few applications required its use in the decision making process during the current monitoring period. The referendum on the Colne Neighbourhood Plan took place in July 2023 and so did not form part of the development plan during the monitoring period. The plan and its policies are not therefore referenced in the tables below.



**Table 4.2 – Usage of policies in the Replacement Pendle Local Plan 2001-2016<sup>1</sup>**

Policy	Title	Number of times used	
		2021/22	2022/23
1	Development in the Open Countryside	5	5
2	Area of Outstanding Natural Beauty	2	2
3	Green Belt	2	3
3A	Protected Areas	0	0
4A	Natural Heritage – International Sites	0	0
4B	Natural Heritage – National Sites	0	0
4C	Natural Heritage – County and District Designated Sites	4	0
4D	Natural Heritage – Wildlife Corridors, Species Protection & Biodiversity	9	0
8	Contamination and Pollution	2	0
9	Buildings of Special Architectural or Historic Interest	0	0
10	Areas of Special Architectural or Historic Interest	0	0
11	Archaeology	0	0
12	Maintaining Settlement Character	0	0
13	Quality and Design in New Development	34	1
14	Trees, Woodland and Hedgerows	0	0
16	Landscaping in New Developments	5	0
17	Location of New Housing Development	0	0
22	Protected Employment Areas	5	1
23	Location of New Employment Development	0	0
25	Location of Service and Retail Development	5	2
26	Non-shopping Uses in Town Centres and Local Shopping Areas	5	2
27	Retail and Service Land Provision	1	0
29	Creating an Improved Transport Network	0	0
31	Parking	167	154
32	New Community Facilities	0	0
33	Existing Open Space	1	0
34	Improved Open Space Provision	0	0
35	Countryside Access	0	0
38	Telecommunications	3	1
39	Equestrian Development	4	7
40	Tourism	0	1

<sup>1</sup> RPLP policies which no longer form part of the statutory Development Plan are omitted from this table



**Table 4.3– Usage of policies in the Pendle Local Plan Part 1: Core Strategy**

Policy	Title	Number of times used	
		2021/22	2022/23
SDP1	Presumption in Favour of Sustainable Development	214	192
SDP2	Spatial Development Principles	37	33
SDP3	Housing Distribution	27	21
SDP4	Employment Distribution	11	9
SDP5	Retail Distribution	1	1
SDP6	Future Infrastructure Requirements	3	3
ENV1	Protecting and Enhancing Our Natural and Historic Environments	186	197
ENV2	Achieving Quality in Design and Conservation	418	356
ENV3	Renewable and Low Carbon Energy Generation	1	8
ENV4	Promoting Sustainable Travel	61	50
ENV5	Pollution and Unstable Land	50	28
ENV6	Waste Management	2	0
ENV7	Water Management	49	23
LIV1	Housing Provision and Delivery	43	30
LIV2	Strategic Housing Site: Trough Laithe	0	0
LIV3	Housing Needs	19	12
LIV4	Affordable Housing	21	5
LIV5	Designing Better Places to Live	37	24
WRK1	Strengthening the Local Economy	6	8
WRK2	Employment Land Supply	9	8
WRK3	Strategic Employment Site: Lomeshaye	0	0
WRK4	Retailing and Town Centres	6	10
WRK5	Tourism, Leisure and Culture	12	10
WRK6	Designing Better Places to Work	3	4
SUP1	Community Facilities	4	3
SUP2	Health and Well-being	2	3
SUP3	Education and Training	1	1
SUP4	Designing Better Public Places	5	6

- 4.6 The figures show heavy usage of Pendle Core Strategy Policies ENV1 (Environment) and ENV2 (Design) and Replacement Pendle Local Plan Policy 31 (Parking). This reflects the fact that the majority of planning applications determined by the Council relate to householder or small-scale development to which these matters are most significant.
- 4.7 From 30<sup>th</sup> March 2011, the Government withdrew funding to help deliver regeneration initiatives in Housing Market Renewal Areas. As a result the use of policies in the Bradley Area Action Plan has been much lower than anticipated at adoption.

**Table 4.4 – Usage of policies in the Bradley Area Action Plan**

Policy	Title	Number of times used	
		2021/22	2022/23
BAAP1	New Housing Site	0	0
BAAP2	Flood Risk	0	1
BAAP3	Property Improvement	1	0
BAAP4	Areas of Environmental Improvement	0	0
BAAP5	New and Existing Employment Sites and Retailing	0	0
BAAP6	Design Quality	1	0
BAAP7	Movement and Safety	0	0

- 4.8 The usage of neighbourhood plan policies reflects the limited scope and geographic coverage of these documents. To avoid the unnecessary duplication of planning policy, the strategic approach to design and environmental matters is covered in the borough-wide Core Strategy. Neighbourhood Plan policies typically address particular local matters that affect a limited number of development proposals.

**Table 4.5 – Usage of policies in the Barrowford Neighbourhood Plan**

Policy	Title	Number of times used	
		2021/22	2022/23
BNDP 01	New Housing in Barrowford	7	1
BNDP 02	Background to Infrastructure Provision	0	0
BNDP 03	Travel and Transport	0	0
BNDP 04	Supporting Existing Businesses	0	0
BNDP 05	Newbridge Local Shopping Frontages	0	0
BNDP 06	External Security Shutters on Shopfronts in the Conservation Area	0	0
BNDP 07	Local Green Spaces	0	0
BNDP 08	Landscape Views	0	1
BNDP 09	Green Infrastructure	0	0
BNDP 10	Newbridge Character Area and Non-Designated Heritage Assets	0	0

**Table 4.6 – Usage of policies in the Kelbrook and Sough Neighbourhood Plan<sup>1</sup>**

Policy	Title	Number of times used	
		2021/22	2022/23
KS DEV 1	Protecting and enhancing the character of Kelbrook and Sough	N/A	0
KS DEV 2	Public Realm Improvements	N/A	0
KS ENV 1	Green Infrastructure	N/A	0
KS HER 1	Non-designated Heritage Assets	N/A	0
KS HER 2	Historic Environment	N/A	0
KS HOU 1	Allocation of land at Dotcliffe Yard for Housing	N/A	1
KS HOU 2	Allocation of land at Cob Lane for Housing	N/A	0
KS HOU 3	Tenure Blind Housing	N/A	0

Policy	Title	Number of times used	
		2021/22	2022/23
KS PATH	Improvements to Existing Footpaths, Bridleways, Cycleways and Rights of Way	N/A	0
KS TOUR	Tourist and Visitor Facilities	N/A	0
KS COM 1	Important Community Facilities	N/A	0

<sup>1</sup> The Kelbrook and Sough Neighbourhood Plan was 'made' on 8<sup>th</sup> December 2022. The public referendum took place on 17<sup>th</sup> October 2022.

**Table 4.6 – Usage of policies of the Trawden Forest Neighbourhood Plan**

Policy	Title	Number of times used	
		2021/22	2022/23
1	Location of Development	4	5
2	Housing Site Allocations	0	0
3	Windfall Sites	0	0
4	Parking	4	1
5	Wycolter Country Park	0	0
6	Heritage Assets	3	10
7	Areas of Townscape Character	0	2
8	Protect Locally Valued Resources	0	0
9	Protect Open Spaces & Local Green Spaces	0	0

4.9 The Colne Neighbourhood Plan became part of the statutory Development Plan for Pendle on Friday 21<sup>st</sup> July 2023, the day after the positive referendum result. As such its policies were not in use during the 2022/23 monitoring period.

4.10 Table 4.7 illustrates the usage of policies in Supplementary Planning Documents ["SPD"] and extant Supplementary Planning Guidance ["SPG"]. These policies provide additional detail and guidance to assist in the interpretation of parent policies in a development plan document.

**Table 4.7 – Usage of policies in Supplementary Planning Documents or Guidance**

Document	Number of times used	
	2021/22	2022/23
Brierfield Canal Corridor (Housing) Brief SPD	0	0
Conservation Area Design and Development Guidance SPD	71	56
Control of Telecom Equipment SPG	2	0
Design Principles SPD	257	215
Development in the Open Countryside SPG	41	36
Railway Street Neighbourhood – Brierfield SPD	1	0

4.11 By far the most frequently used SPD is that concerned with Design Principles, which includes details on householder developments, shopfronts and advertisements. This SPD was used 215 times during the 2022/23 monitoring period. Its parent policy in the Pendle Core Strategy (Policy ENV2) was used 356 times.

- 4.12 The usage of policies in SPDs and SPGs is always lower than their parent policies in the Local Plan, as many planning applications do not need to be considered against the additional detailed information in these documents. This is particularly true for the Design Principles SPD, which is focussed on specific areas of design such as householder developments, shopfronts and advertisements, whereas Policy ENV2 in the Pendle Core Strategy considers all aspects of design in new development.
- 4.13 In addition to usage, measurement of performance against specific targets and indicators can help to assess the effects of Local Plan policies. Section 5 considers those policies that can be measured and monitored on a regular basis by topic area.

## Spatial Development and Infrastructure

- 4.14 To help determine whether development is occurring in accordance with the settlement hierarchy set out in Pendle Local Plan Part 1: Core Strategy ["LP1"] and following the policy approach to site selection set out in that document, a number of monitoring indicators are used to record the geographical spread of development throughout the borough (commonly referred to as spatial development) and the provision of any new infrastructure associated with this development.
- 4.15 The purpose of monitoring this information is to help ensure that growth and development is happening in a sustainable manner.
- 4.16 The targets and trigger points used to help measure the performance of planning policies in LP1, which address spatial development principles are set out in Table 4.8.
- 4.17 The commentary for each indicator will provide details of whether the appropriate targets are being met, or whether any management actions need to be taken if the data reveals that the appropriate triggers have been reached.

**Table 4.8 – Spatial development targets and triggers**

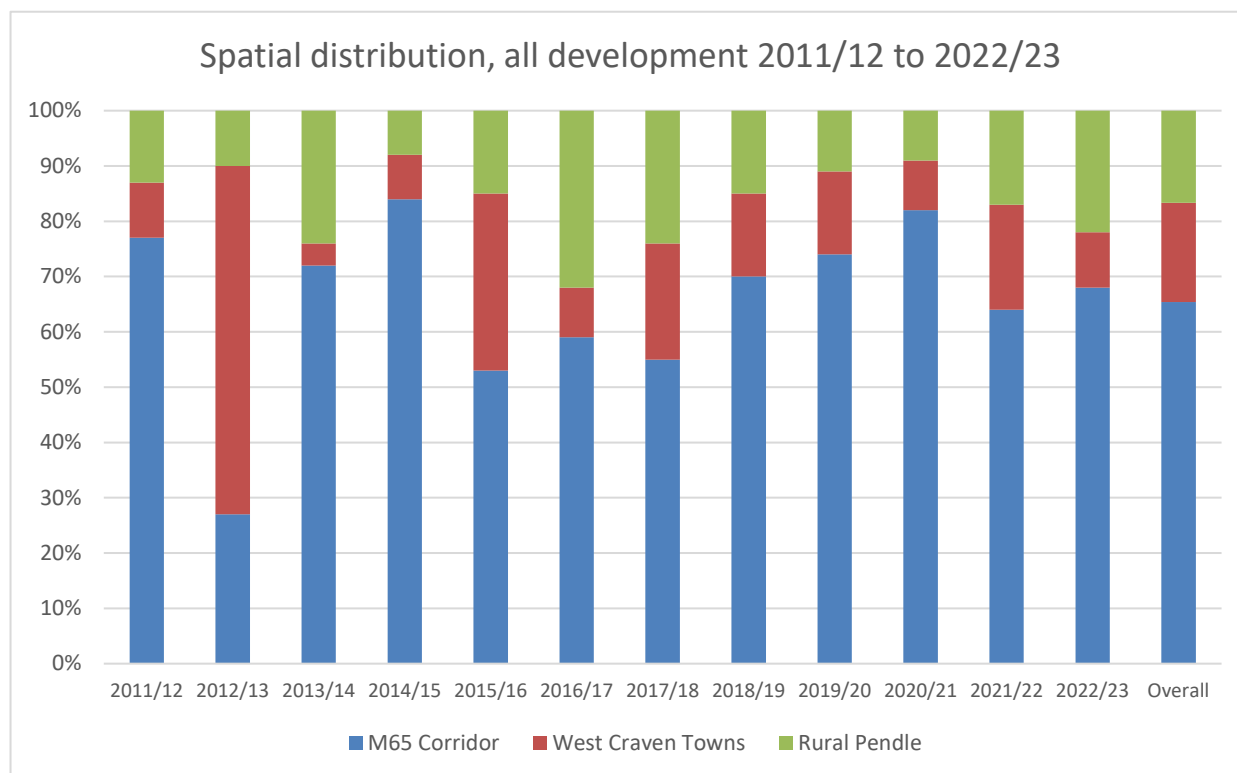
Policy	Targets	Triggers
SDP2	<ul style="list-style-type: none"> <li>• Deliver development in accordance with the Settlement Hierarchy.</li> <li>• Increase the amount of development on previously developed land (PDL).</li> </ul>	<ul style="list-style-type: none"> <li>• 70% or less of new housing development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020 and 2025.</li> <li>• 80% or less of new employment development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020 and 2025.</li> <li>• 50% or less of new development has occurred on PDL by 2020 and 2025.</li> </ul>
SDP5	<ul style="list-style-type: none"> <li>• Deliver retail provision in accordance with the retail hierarchy.</li> </ul>	<ul style="list-style-type: none"> <li>• 40% or more of approved major retail developments are located outside the three main town centres by 2020 and 2025.</li> </ul>
SDP6	<ul style="list-style-type: none"> <li>• To deliver the necessary infrastructure to support proposed development.</li> </ul>	<ul style="list-style-type: none"> <li>• Schemes essential to plan delivery, as identified in the Infrastructure Delivery Schedule, are not progressing in line with the proposed timetable.</li> </ul>

- 4.18 Table 4.9 provides details of the indicators included within this topic area and whether they are being reported in the current monitoring year.

Table 4.9 – Monitoring spatial development

Indicator		Comments	Reported
SD01	Amount of new development completed by spatial area	Data collected as part of the annual monitoring process.	✓
SD02	Amount of new development completed in specified locations	Data collected as part of the annual monitoring process.	✓
SD03	Amount of new development completed on Greenfield and Previously Developed Land (PDL)	Data collected as part of the annual monitoring process.	✓
SD04	Progress against the Infrastructure Strategy	Information is contextual and collected from a wide range of different sources. At the end of 2017/18 monitoring period the Infrastructure Delivery Schedule required updating.	✓
SD05	Number of times the Design Principles SPD has been used as a reason for refusal of a development	Due to the overlap with Indicator EN11, from 2017/18 this data is now reported under that indicator (see section on the Environment).	✗

<b>Indicator</b>	<b>SD01</b> <b>Amount of new development completed by spatial area</b>
<b>Policy Links</b>	<b>SDP2</b>

**Data:****Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to show whether the development profile established in Policy SDP2 (LP1) is being met.

The data for this indicator is taken from the Council's annual monitoring of housing, employment, retail and leisure developments in Pendle, which records the area developed for new build schemes, premises conversions and changes of use where planning permission is required. The results are expressed in hectares.

**Current monitoring period**

The results reveal that 68% of all development in the 2022/23 monitoring period took place in the M65 Corridor. This is higher than the corresponding figure from the previous monitoring period (64%) but continues a decline from the growth trend experienced in the three years preceding the latest monitoring year. The proportion of development in the West Craven Towns (10%) is almost half that recorded in the previous monitoring period (19%), and below the expected levels set out in Policy SDP2 (20%). The proportion of development completed in Rural Pendle is slightly above that required by Policy SDP2 (10%).

**Longer-term trends**

There has understandably been fluctuations in the proportion of development recorded for each spatial area over time. What is clear however is that most development has taken place in the M65 Corridor. Four of the borough's six main settlements are situated within this area, which is the most sustainable location for development in the borough.

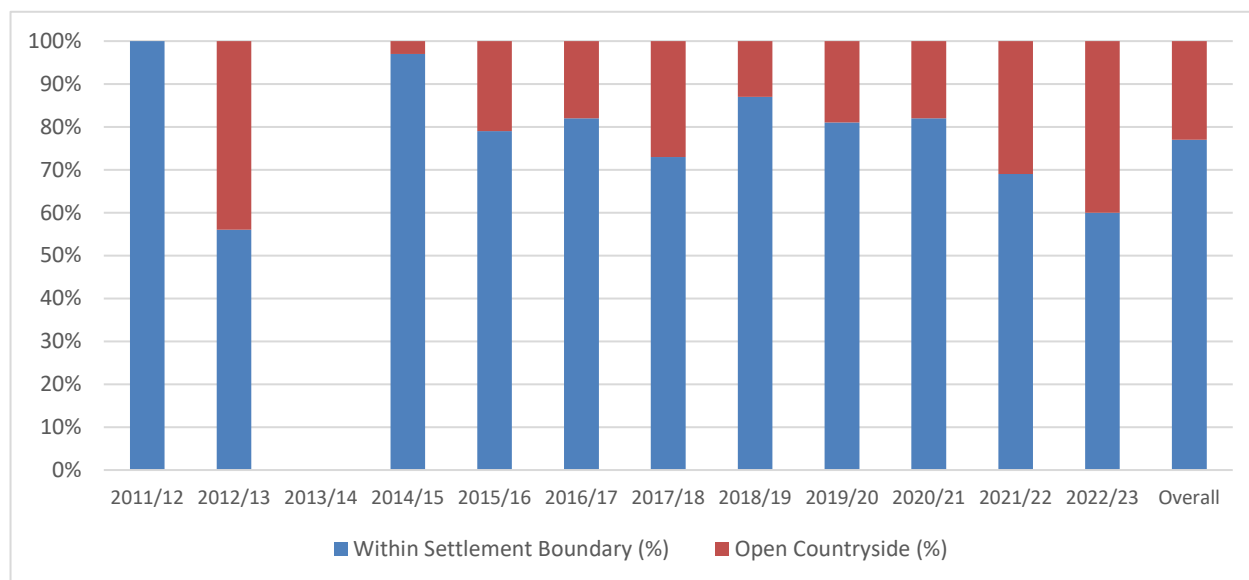
Since 2011/12, 65% of all development has taken place in the M65 Corridor, 18% in the West Craven Towns and 17% in Rural Pendle.

The spatial delivery of development has therefore taken place in broad accordance with the settlement hierarchy and spatial development principles set out in Policies SDP1-SDP6 (LP1).

Moving forwards it is likely that the observed pattern of development concentrated towards the M65 Corridor will continue. This is reflected by the distribution of planning approvals across the borough, should they deliver as anticipated. At the same time the proportion of growth taking place in the West Craven Towns may decline. This is not due to a decline in the number of planning consents in the West Craven area, but because the new ward boundaries mean that development on Lomeshaye Phase 2 will be recorded as having occurred in Rural Pendle.



Indicator	SD02 Amount of new development completed within a settlement boundary
Policy Links	SDP2

**Data:**

\*Data not available for the 2013/14 monitoring period.

**Commentary:****About the indicator**

This is a local output indicator for the AMR. Its main purpose is to show whether Policy 1 (RPLP) and Policy SDP2 (LP1) are being successfully implemented. Both policies require new development to be located within a settlement boundary unless specific circumstances can be demonstrated by the applicant.

The data for this indicator is taken from the Council's annual monitoring of housing, employment, retail and leisure developments in Pendle, which records the area developed for new build schemes, premises conversions and changes of use.

**Current monitoring period**

Only 60% of development completed in the 2022/23 monitoring period was within a defined settlement boundary. This is lowest proportion of development since 2012/13. This can be attributed to the amount of development which has taken place at Greenfield sites which are generally built at a lower density than those sites located within settlement boundaries. The largest residential proposal within the open countryside came about as a result of the removal of an occupancy condition at a caravan site and as such represents unique circumstances (see planning application reference 22/0486/FUL).

**Longer-term trends**

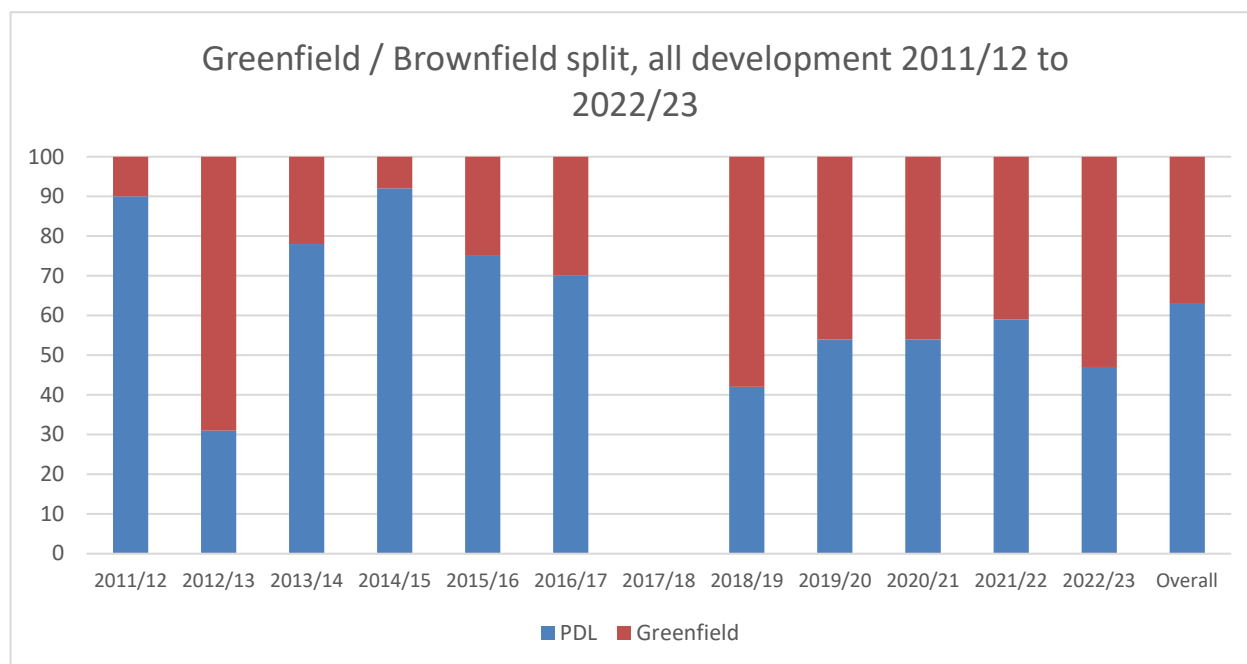
Notwithstanding the results of 2022/23, the majority of development in each monitoring period has taken place within a designated settlement boundary. The long term average sees 77% of development occurring within settlement boundaries.

The increase in development in the open countryside experienced after 2014/15 can, in part, be attributed to the introduction of the NPPF in March 2012, which relaxed the rules on barn conversions, and then The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014, which allowed barns to be converted into dwellings under permitted development rights.

In Pendle, barn conversions have accounted for much of the development recorded in the open countryside. Despite this the proportion of development taking place within a designated settlement boundary has been above the minimum threshold established by the targets in the Core Strategy.

Considering that a large proportion of committed development is located within a designated settlement boundary, the spatial pattern of new development in the longer-term is unlikely to alter significantly.

<b>Indicator</b>	<b>SD03</b> <b>Amount of new development completed on Greenfield and Previously Developed Land (PDL)</b>
<b>Policy Links</b>	SDP2

**Data:****Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal. Its main purpose is to provide an indication of the progress being made to regenerate and recycle urban land in Pendle.

The figures for Brownfield land include development on previously developed land (PDL), the conversion of existing buildings, and applications for change of use. Greenfield land has not previously been developed or has reverted back to a natural state prior to development. To reflect the NPPF definition of PDL, barn conversions and development on garden land are classified as Greenfield development.

The data for this indicator is taken from the Council's annual monitoring of housing, employment, retail and leisure developments in Pendle, which records the area developed for new build schemes, premises conversions and changes of use.

**Current monitoring period**

A record figure of 342 new dwellings were completed in Pendle in 2020/21, but the proportion of development on Greenfield land was higher than targeted at 46%. Although the number of completions fell to a respectable 285 new dwellings, this pattern continued into 2022/23 as several major Greenfield sites continue to be built-out.

Very little commercial or industrial development has taken place in 2022/23. Commercial and industrial land uses therefore have little bearing on the recorded results for this indicator at the present time.

**Longer-term trends**

Policy SDP2 (LP1) set a trigger for action to be taken if less than 50% of new development had occurred on previously developed land by 2020. No action was needed.

Since the start of the plan period in 2011/12, over 63% of all new development has been completed on Brownfield sites.

Policy SDP2 (LP1) set a further trigger for action to be taken if less than 50% of new development had occurred on previously developed land by 2025. It is unlikely that this will be engaged.

Projecting forwards it is likely that the proportion of new development taking place on Greenfield sites is likely remain around the same level, or increase slightly, in the next few years. This is because a number of approved major developments on Greenfield sites are expected to commence delivery in the next 0-5 years. This includes the later phases at Trough Laithe, possible expansion of the Riverside Business Park and approved extensions at Lomeshaye Industrial Estate.<sup>3</sup> These are planned developments that are a key part of the part of the spatial strategy set out in the Core Strategy. They will make an important contribution in meeting the future housing and employment needs of the borough. The emerging Pendle Local Plan Fourth Edition provides an opportunity to adopt a strategy that reduces the delivery of new development on Greenfield sites.

---

<sup>3</sup> See applications 19/0767/OUT and 17/0672/FUL.

<b>Indicator</b>	<b>SD04</b> <b>Progress against the Infrastructure Strategy</b>
<b>Policy Links</b>	SDP2

**Data:**

Infrastructure type	Funding Secured	Explanation of progress
Waste Water Treatment	✓	In Pendle, the treatment of waste water is a statutory duty performed by United Utilities and Yorkshire Water. These organisations have indicated that the existing waste water treatment works in the borough have sufficient capacity for the level of development proposed in the Core Strategy (LP1), with Earby earmarked for possible expansion in the current funding plans published by Yorkshire Water.
Highways	✓	Improvements to Junctions 12 and 13 on the M65 motorway were completed in the 2016/17 monitoring period. These works were carried out to ensure that these junctions have sufficient capacity to accommodate the additional traffic likely to be generated by development of the Strategic Employment Site (Lomeshaye) and the Strategic Housing Site (Trough Laithe). The works were funded through the Lancashire Local Enterprise Partnership (LEP) as part of the Hyndburn/ Burnley/Pendle Growth Corridor initiative.
Education	✓	In Pendle, the provision of school places is a statutory duty for Lancashire County Council. Unexpected large-scale housing development on 'windfall' sites could cause issues for forward planning as formula funding for the provision of school places is primarily based on census data dating back to 2011 (i.e. the anticipated level of births in an area). The Council will continue to work with Lancashire County Council to ensure that sufficient school places are provided to support the population.
Housing	✓	The provision of specialist housing is not a statutory duty. Providers of specialist housing are reliant on accessing funding from the Government, which is 'ring-fenced' for specific projects. There can be no guarantee that these bids will be successful, or that a particular scheme can be brought forward. That said evidence shows that this approach has successfully delivered a number of specialist housing schemes in Pendle over recent years.

**Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to show whether the key infrastructure requirements required to support the levels of development and growth outlined in the Local Plan, are being successfully delivered.

The Pendle Infrastructure Strategy looks in detail at the key issues and any uncertainties concerning the delivery of infrastructure required to support development and growth in the borough. Specifically the Infrastructure Delivery Schedule (IDS) shows how key infrastructure requirements will be delivered, by whom and how they will be funded.

**Current monitoring period**

The table highlights those infrastructure projects that are considered to be important for the delivery of the strategic objectives set-out LP1 and indicates where funding has been secured for their delivery. A full consideration of the boroughs infrastructure requirements is provided in the Pendle Infrastructure Strategy report. The Infrastructure Delivery Schedule, which forms part of this strategy, will be updated as part of the preparation of the Pendle Local Plan Fourth Edition.

## Environment: our foundation for a sustainable future (including renewable energy and transport)

- 4.19 This section takes a holistic look at aspects of development that may affect the natural and historic environment; including biodiversity, open space, green infrastructure, renewable energy and transport.
- 4.20 The targets and trigger points used to help measure the performance of planning policies in Pendle Local Plan Part 1: Core Strategy [“LP1”], which address matters associated with the natural and historic environment are set out in Table 4.10.
- 4.21 The commentary for each indicator will provide details of whether the appropriate targets are being met, or whether any management actions need to be taken if the data reveals that the appropriate triggers have been reached.

**Table 4.10 – Spatial development targets and triggers**

Policy	Targets	Triggers
ENV1	<ul style="list-style-type: none"> <li>• Increase the amount of locally designated sites.</li> <li>• Increase the amount of woodland planted in the borough.</li> <li>• No net loss of s41 Priority Habitat and an increase in the overall extent of land supporting s41 Priority Habitats and Species.</li> <li>• Increase the provision of open space in new developments.</li> <li>• Increase the quality of existing open space.</li> <li>• Resist the loss of heritage assets.</li> </ul>	<ul style="list-style-type: none"> <li>• No additional local sites identified and designated by 2025.</li> <li>• 5% or less increase in woodland cover by 2025.</li> <li>• 10% or less increase in open space provision associated with new development by 2025.</li> <li>• 5% reduction or less in the number of sites achieving a low quality score in each of the relevant open space typologies recorded in the Open Space Audit/Green Infrastructure Strategy by 2020 and 2025.</li> <li>• An increase in the number of designated heritage assets at risk by 2020.</li> </ul>
ENV2	<ul style="list-style-type: none"> <li>• To achieve the highest possible standards of design and conservation in new developments.</li> <li>• To deliver developments which have a minimal impact on the environment and are resilient to climate change.</li> </ul>	<ul style="list-style-type: none"> <li>• 60% or less of new dwellings meet BfL standards by 2020 and 2025.</li> </ul>
ENV3	<ul style="list-style-type: none"> <li>• Increase renewable and low carbon energy generation in the borough, towards the aspirational targets.</li> </ul>	<ul style="list-style-type: none"> <li>• Energy generation targets are not met by 2020.</li> </ul>

Policy	Targets	Triggers
ENV4	<ul style="list-style-type: none"> <li>• Increase the amount of development built in accessible locations.</li> <li>• All developments to comply with parking standards.</li> </ul>	<ul style="list-style-type: none"> <li>• 75% or less of new employment development is within an accessible location.</li> <li>• 80% or less of new housing development is not within 30 minutes travel time of four out of six key services.</li> <li>• 90% or less of new developments do not comply with the parking standards.</li> </ul>
ENV5 & ENV6	<ul style="list-style-type: none"> <li>• Reduce the levels of carbon emissions.</li> <li>• Improve water quality in waterways throughout Pendle.</li> <li>• Reduce number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> <li>• Increase recycling rates.</li> <li>• Reduce the amount of waste sent to landfill.</li> </ul>	<ul style="list-style-type: none"> <li>• CO<sub>2</sub> emissions from all sources show an increase in two out of any three consecutive monitoring periods.</li> <li>• The amount of waste not recycled has failed to decrease by 2020 and 2025.</li> <li>• No improvement in the number of rivers achieving good or moderate overall status by 2021 or 2027.</li> <li>• Increase in the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> </ul>
ENV7	<ul style="list-style-type: none"> <li>• Improve water quality in waterways throughout Pendle.</li> <li>• Reduce number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> <li>• Increase the number of flood risk management plans.</li> </ul>	<ul style="list-style-type: none"> <li>• No improvement in the number of rivers achieving good or moderate overall status by 2021 or 2027.</li> <li>• Increase in the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</li> </ul>

4.22 Table 4.11 provides details of the indicators included within this topic area and whether they are being reported in the current monitoring year.

**Table 4.11 – Monitoring spatial development**

Indicator	Comments	Reported
EN01 Amount of energy generated (or potential to generate) by renewable sources for completed developments and those with planning permission	No longer reported in the AMR. Government changes to permitted development rights and planning policy relating to the development of wind turbines mean that accurate data is no longer available to show the amount of renewable energy generated in the borough.	✗



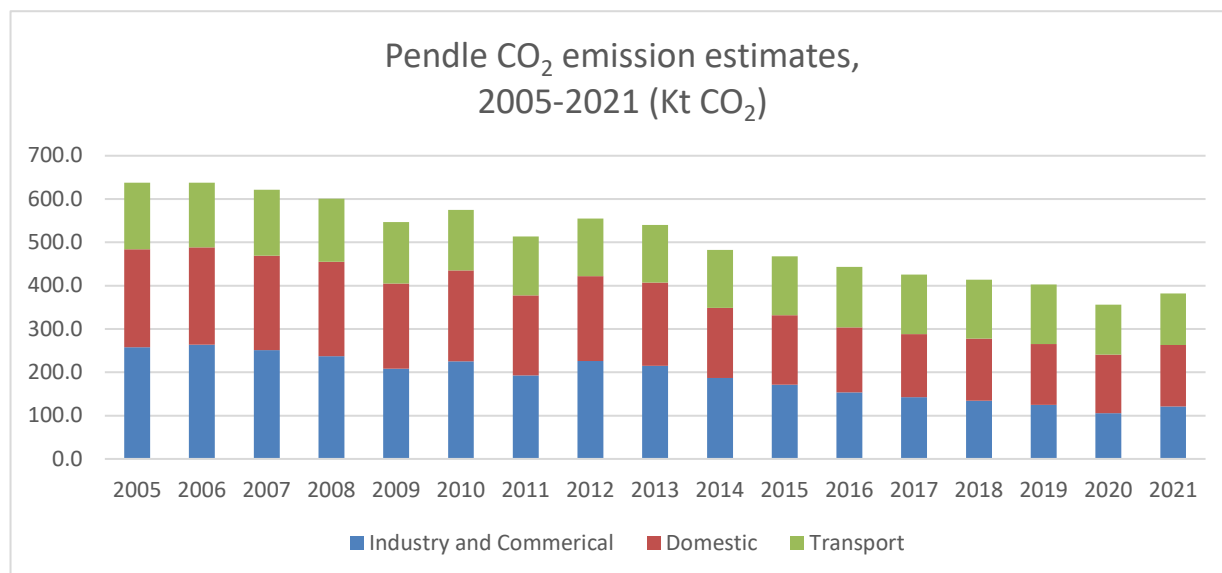
Indicator		Comments	Reported
EN02	Amount of CO <sub>2</sub> emissions in Pendle by source	Data is updated annually by the Department for Business, Energy and Industrial Strategy.	✓
EN03	Number of developments meeting the 10% renewable and low carbon generation requirements	No longer reported in the AMR. Data no longer available.	✗
EN04	Average energy consumption of new buildings	No longer reported in the AMR. Data no longer available.	✗
EN05	Amount of land designated for biodiversity / geodiversity importance and its condition	Data is obtained from Natural England, the Lancashire Environment Record Network (LERN) and Pendle Council. The data is not updated regularly and can be difficult to obtain.	✓
EN05a	Net change in area of land supporting s41 Priority Habitats and Species	No longer reported in the AMR. It is unclear how accurate data can be obtained. The Lancashire Wildlife Trust and Lancashire Environment Record Network are to be contacted to consider if an alternative indicator can be identified.	✗
EN06	Number of new developments completed which incorporate beneficial biodiversity features	No longer reported in the AMR. It is unclear how accurate data can be obtained. Consideration to be given to what data should be recorded and whether it is readily available.	✗
EN07	Quality of open space by location	Data is taken from the Pendle Open Space Audit, which was last updated in 2019. The Green Flag Award is the benchmark national standard for publicly accessible parks and green spaces in the United Kingdom and is awarded annually.	✓
EN08	Provision of open space by type and by location	Data is taken from the Pendle Open Space Audit, which was last updated in 2019.	✓
EN09	Number of properties within 400m of open space (Bradley AAP area)	No longer reported in the AMR. Target met.	✗
EN10	Number and condition of designated heritage assets of location	Data is obtained from Growth Lancashire, who provide the council with advice on conservation matters, and Historic England.	✓

Indicator		Comments	Reported
EN11	Number of development schemes refused planning permission on the grounds of poor design	Data collected as part of the annual monitoring process. The Council's data management system, as currently configured, does not facilitate automatic collection of this data. As there was considerable overlap with Indicator SD05, the analysis has been combined under Indicator EN11.	✓
EN12	Number of development schemes refused planning permission on the grounds of impact to a heritage asset	Data collected as part of the annual monitoring process. The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	✓
EN13	Total amount of waste collected per household and amount sent for recycling, energy generation, composting, landfill	Data is obtained from the .Gov website.	✓
EN14	Quality of river and streams in Pendle	Data on operational catchments is obtained from the Environment Agency website.	✓
EN15	Amount of vacant, derelict and contaminated land	No longer reported in the AMR. The Homes and Community Agency no longer maintain the National Land Use database (NLUD), which was the source of this data.	✗
EN16	Number of buildings achieving a BREEAM rating	No longer reported in the AMR. The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	✗
EN17	Number of developments in a conservation area using natural stone and/or slate compared to the total number of developments in a conservation area	No longer reported in the AMR. The Council's data management system, as currently configured, makes collection and analysis of this data difficult.	✗
EN18	Number of properties in flood zones 2 and 3	Data is obtained from the Gazetteer in the Council's data management system.	✓

Indicator		Comments	Reported
EN19	Number of planning permissions granted contrary to advice from the Environment Agency on flooding and water quality grounds.	The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	✓
EN20	Number of developments incorporating flood risk management actions including the use of SuDS	The Council's data management system, as currently configured, does not facilitate automatic collection of this data.  Whilst this is a useful indicator, it is particularly difficult to collect, as the use of SuDS is not recorded within a "searchable field" in the Council's database.	✓
EN21	Length of the river corridor in the Bradley AAP area that has been improved	No longer reported in the AMR. Although the Bradley AAP is extant, the creation of a linear park and associated improvements to the river corridor will not be pursued due to the loss of funding.	✗
EN22	Length of new footpaths created along rivers in the Bradley AAP area	No longer reported in the AMR. Although the Bradley AAP is extant, the creation of a linear park and associated improvements to the river corridor (including the provision of footpaths) will not be pursued due to the loss of funding.	✗
EN23	Number of developments that fail to comply with car parking standards	The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	✗
EN24	Number of road accidents in the Bradley AAP area	No longer reported in the AMR. Safer Lancashire stopped reporting data on road safety at ward level during the 2017/18 monitoring period.	✗
EN25	Number of bus passenger journeys	No longer reported in the AMR. Reliable data no longer available on a regular basis.	✗
EN26	Method of travel to school	No longer reported in the AMR. Reliable data no longer available on a regular basis.	✗
EN27	Annual mileage of buses in Pendle	No longer reported in the AMR. Reliable data no longer available on a regular basis.	✗

Indicator		Comments	Reported
EN28	Number and total length of cycle ways	The information is not officially recorded.	✗
EN29	Number of AQMAs declared	Data is obtained from the Council's Environmental Health team.	✓

<b>Indicator</b>	<b>EN02</b> <b>Estimated Amount of CO<sub>2</sub> emissions in Pendle by source</b>
<b>Policy Links</b>	ENV5

**Data:**

Source: <https://data.gov.uk/dataset/723c243d-2f1a-4d27-8b61-cdb93e5b10ff/emissions-of-carbon-dioxide-for-local-authority-areas>

**Commentary:****About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal. Its main purpose is to demonstrate if harmful CO<sub>2</sub> emissions are being reduced.

Pendle Council is committed to reducing CO<sub>2</sub> emissions arising from industrial and commercial operations, domestic sources and local road transport. In July 2019 Pendle Council declared a climate emergency and committed to make the Council a carbon neutral organisation by 2030, and in line with the government's target for the borough to be Zero Carbon by 2050.

The data for this indicator is collected by the Department for Business, Energy and Industrial Strategy and published in June each year on the [www.data.gov.uk](http://www.data.gov.uk) website. The data for this indicator experiences a two year lag, meaning that at the date of retrieval the latest available data is for 2021.

**Current monitoring period**

The estimated amount of CO<sub>2</sub> emissions in Pendle has fallen at a steady rate since the start of the sample period in 2005. The figures for 2021 show a slight rise in emissions from industrial and commercial sources and domestic sources, when compared to the levels recorded in the previous year.

During the COVID-19 pandemic the restrictions placed on travel and other activities suppressed emissions in 2020 and 2021. In the absence of wider societal and technological shifts a rise in emission rates was not unexpected as the economy reopened.

### Longer-term trends

Since 2005, overall CO<sub>2</sub> emissions for the borough have fallen from a high of 638.1 kt to 382.2 kt tonnes, meaning that emissions are now 40% lower than they were in 2005. The rate and amount of decline in has been highest within the industrial sector, and then the domestic sector, indicating that energy efficiency measures, changes in technology, practices and environmental standards, and shifts in the composition of the economy are having a positive impact in reducing CO<sub>2</sub>.

The small moves away from this downward trend experienced in the domestic sector in 2010, 2012 and 2015 reflect the prevailing climatic conditions, with increased energy usage in periods of cold weather. More recently the rate of decline for emissions within the domestic sector has reduced. This partially reflects the poor condition and energy efficiency of a large proportion of existing stock, and also the fact that the “easy” and cheaper energy efficiency adaptations have already been applied, leaving the harder, expensive, and more fundamental shifts.

The implementation of changes to Building Regulations as provided by the Future Homes Standard as well as ventilation requirements, together with emerging policy requirements requiring higher levels of energy efficiency as factors in the location, layout, type, and design of development should help to continue the trend of decline in emissions within the industrial and domestic sectors.

The rate of decline in emissions within the transport sector has been more limited with less than 20kt difference experienced since 2005. This reflects the fact that emissions changes are more difficult to implement for this sector at a mass scale whilst the private fossil fuel powered transport remains the dominant form a transport, and commuting patterns, habitats, and practices engrained into everyday life. In Pendle, this is reflected by increased traffic levels have seen increased levels of congestion at peak times along North Valley Road in Colne, where the borough’s only Air Quality Management Area (AQMA) is located (see Indicator EN29). Recent improvements to junctions 12 and 13 on the M65 motorway should help to ensure that emissions from stationary vehicles at busy times in these locations are minimised. Further enhancements are being implemented to North Valley to ease congestion.

In the near future there is reason to believe that emissions within the transport sector will decline at a faster rate (anomalies aside) than observed by recent patterns. This is owing to the increasing availability (and desirability) of low-carbon/carbon neutral forms of personal transport, the infrastructure required to support/sustain them, incentives/requirements for their adoption, and shifting attitudes towards their use. This is assisted by policy requirements within the Part 1 Local Plan which promote energy efficient transport modes, and accessibility to services, amenities, shops and services reducing the need to travel.

<b>Indicator</b>	<b>EN05</b> <b>Amount of land designated for biodiversity importance and its condition</b>
<b>Policy Links</b>	ENV1

**Data:**

Site Status		2022/23				
Designation	Level	Sites		Addition	Loss	Change
		No.	ha	Ha	ha	ha
Special Area for Conservation (SAC) Special Protection Area (SPA)	International	1	1,589	0	0	0
Site of Special Scientific Interest (SSSI)	National	1	1,589	0	0	0
Biological Heritage Site (BHS)	Local	62	1,287	No data	No data	No data
Local Geological Site (LGS)	Local	2	14	No data	No data	No data
Site of Local Natural Importance (LNI)	Local	7	231	0	0	0
Local Nature Reserve (LNR)	Local	5	33	15	0	15
<b>Totals</b>	<b>All</b>	<b>78</b>	<b>3,154</b>	<b>15</b>	<b>0</b>	<b>15</b>

Note: The SAC/SPA and SSSI cover the same area of land and are only counted once in the totals.

Sources: Natural England, Lancashire Environment Record Network and Pendle Council.

**South Pennine Moors SSSI**

Unit ID	Size (ha)	Conditions	Last field visit	Condition Threat Risk	Habitat
28	257.72	Unfavourable Recovering	16/12/2011	No identified condition threat	BOGS - Upland
35	183.61	Unfavourable Recovering	07/03/2013	High	BOGS - Upland
36	403.84	Unfavourable Recovering	12/03/2014	High	BOGS - Upland
37	268.52	Unfavourable Recovering	12/03/2014	High	BOGS - Upland
38	11.72	Unfavourable Recovering	01/01/2010	No identified condition threat	BOGS - Upland
39	7.25	Unfavourable Recovering	17/02/2010	No identified condition threat	BOGS - Upland
40	242.58	Unfavourable Recovering	12/03/2014	High	BOGS - Upland
52	127.61	Unfavourable Recovering	22/03/2013	No identified condition threat	BOGS - Upland
78	74.33	Unfavourable Recovering	28/12/2011	No identified condition threat	BOGS - Upland
79	11.74	Unfavourable Recovering	12/02/2009	No identified condition threat	BOGS - Upland

Source: <https://designatedsites.naturalengland.org.uk/SiteDetail.aspx?SiteCode=S1007196&SiteName=&countyCode=25&responsiblePerson=>

**Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to show whether the implementation of an adaptive approach to ecosystem management, as set out in the Local Plan, is being implemented successfully.

The data helps to identify gains and losses of habitat; potential gaps in existing provision; and future priorities for species and habitat protection.

The data for this indicator is obtained from a number of disparate sources. Due to cuts in local authority funding access, much of the data is not updated on a regular basis, so up-to-date information is not always readily available.

#### **Current monitoring period**

A total of 78 sites in Pendle are designated for their contribution to biological or geological diversity. These sites cover a total area of 3,154ha.

The condition of these sites is not monitored on an annual basis. The figures reported are the most up to date available from the body responsible for their designation and/or management.

Natural England is responsible for the South Pennine Moors SSSI. This includes the SAC and SPA, which are European designations. The status of those parts of SSSI that are located in Pendle is shown above. Overall, the official condition of this part of the SSSI is one of “unfavourable but recovering”.<sup>4</sup>

The Lancashire Environment Record Network (LERN) operates a rolling programme of surveys for BHS and LGS across the county. Obtaining up-to-date data on the number and condition of these sites is becoming increasingly difficult with reduced budgets. The latest information available shows that 1,287ha of land in the borough is designated as a BHS and 14ha as LGS.

Pendle Council designates LNR and LNI sites. There is no requirement to monitor the quality of a LNR, although each site has a management plan which includes actions to improve its condition.

Gib Hill is a large undeveloped site in Council ownership covering 15ha on the boundary between Nelson and Colne. It had been identified as a potential housing site but is adjacent to the Gib Hill Fields BHS and parts of the site included habitat considered to be worthy of BHS designation. In August 2022, the Council’s Policy and Resources Committee formally designated Gib Hill as an LNR. In addition, two existing LNR sites in Colne – Upper Ball Grove and Alkincoats Woodland – were extended recently, but prior to the 2022/23 monitoring year.

---

<sup>4</sup> Often referred to simply as 'recovering' the units/features are not yet fully conserved, but all the necessary management mechanisms are in place ... (and) provided that the recovery work is sustained, the unit/feature will reach favourable condition in time.



<b>Indicator</b>	<b>EN07</b> <b>Quality of open space</b>
<b>Policy Links</b>	ENV1

**Data:**

Quality	Parks		Outdoor Sports		Amenity Greenspace		Play Areas		MUGA		Civic Space	
	No.	Ha	No.	ha	No.	ha	No.	ha	No.	ha	No.	ha
Poor	2	3.2	16	15.32	17	4.81	4	0.47	3	0.24	1	0.03
Moderate	9	50.59	58	164.08	209	30.41	32	4.79	14	2.27	9	0.84
Good	8	17.48	14	79.24	18	0.91	15	1.54	6	1.26	4	0.91

Parks with Green Flag Awards	Town	ha
Alkincoats Park	Colne	10.910
Ball Grove Park	Colne	4.731
Barrowford Memorial 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
<b>Total</b>		<b>47.854</b>

**Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its purpose is to show that the residents of have access to good quality open space, which has multiple benefits for local communities. In addition to benefits for the natural and historic environment, open space has the potential to increase levels of physical activity, and to have mental health benefits and reduce healthcare and other costs.

The natural environment provides the building blocks for life. It is important that valuable open spaces are protected from inappropriate development and wherever possible are enhanced. Policies ENV1, LIV5, WRK 6 and SUP2 of the Core Strategy are all concerned with the protection and provision of open space in new developments.

The data for this indicator is taken from the 2019 Pendle Open Space Audit.

**Current monitoring period**

The results of the 2019 Audit show that most open space in the borough is of moderate or good quality and the quality of open space has generally improved since the previous 2008 Audit. Much of this improvement has been in the borough's Outdoor Sports facilities and Parks. The Green Flag Award Scheme represents the national standard for parks and green spaces and six of the borough's parks have Green Flag awards as of 2022/23..

The quality of Play Areas within the borough has also improved, driven by reinvestment in new facilities. The enhancements delivered over the previous 11 years have largely resulted from a concerted effort to

improve the quality of equipped play areas. In addition to the setting up of Friends of Parks groups, funding has been obtained from new developments in the form of Section 106 agreements. A number of sports pavilions have been refurbished or replaced by more modern structures. The responsibility for the ongoing management and maintenance of many of the borough's parks and play areas is now being transferred to Parish and Town Councils.

<b>Indicator</b>	<b>EN08</b> <b>Provision of new open space</b>
<b>Policy Links</b>	ENV1, LIV5, WRK6, SUP2

**Data:**

Table 5.1 of the [Open Space Audit 2019](#) reports a loss of 31.8ha of Open Space within the borough between the 2008 and 2019 report. The loss extends to most open space typologies apart from play areas which has increased by 6.22ha.

**Commentary:****About the Indicator**

This is a Local Plan indicator and significant effects indicator for the Sustainability Appraisal. Its purpose is to identify where new open space has been provided in the borough and demonstrate how this has helped to improve quality and/or accessibility.

Access to good quality open space is particularly important for the two-thirds of Pendle residents living in densely populated urban areas where terraced housing continues to predominate. New open space provision is encouraged in new development. This is particularly true where there is an identified deficiency or an opportunity to connect spaces together to form a more coherent green infrastructure network. Policies LIV5 and WRK6 (LP1) require open space to be provided as part of any new housing and commercial development, but where this is not feasible a planning contribution to fund the enhancement of existing spaces may be requested.

**Current Monitoring Period**

Changes in the overall amount of open space provided and available within the borough for the monitoring period are hard to determine as this data is not collected on an annual basis. The 2019 Audit provides the most recent comprehensive assessment of the level of open space available in the borough, its accessibility, and quality.

**Longer Term Trends**

The 2019 Audit observes a decline in the overall amount of open space provided within the borough in contrast to that identified through the 2008 Audit. The loss identified is not as significant as the headline figure might suggest, with changes in open space due to a combination of the following factors:

- Replotting of site boundaries;
- Combining typologies to avoid double counting;
- Removal of open space sites lost to development since 2008;
- Removal of sites no longer performing an open space function since 2008; and
- Removal of sites ineligible for inclusion within the audit.

Changes were made through the 2019 Audit to enhance the accuracy of the Council's data on open space provision. The categorisation of sites through the 2019 Audit better reflects the actual functionality of open spaces within the borough and removes any double counting of sites under multiple typologies which was previously included the 2008 audit, inflating overall figures.

Despite the losses identified above, the number of open space sites identified within the borough in 2019 is higher than in 2008 (an increase of 36 sites). This has been largely driven by the development of new play provision across the borough over the intervening 11-year period, which has substantially increased accessibility to play provision for the borough's residents compared to the position in 2008.

Maps 5.1 and 5.2 along with Tables 5.7 and 5.8 of the 2019 Audit (see Pages 30-33 of the Audit) illustrates that open space provision is not equally spread throughout the borough's wards, with some areas benefitting from overprovision for some typologies whilst others suffer a deficiency in accessibility standards. No area has sufficient access to all forms of open space. This is largely due to the high density form of development which make up the major settlements of the Borough in both the M65 corridor and the West Craven towns. Access to natural open space is better within rural and edge of settlement wards. In general access to open space is better in the wards of Barrowford, Marsden, and Vivary Bridge. The wards of Bradley, Clover Hill, and Horsfield suffer from having the least access to open space.

The data provided through the 2019 Audit will help inform decision making on planning applications about the need for certain types of open space as a planning benefit (where tests are met) through the development process. The data will also be used by the Council to influence decision making on investment and resources and is available for use by Town and Parish Councils as well as volunteer organisations.

<b>Indicator</b>	<b>EN10</b> <b>Number and condition of designated heritage assets</b>
<b>Policy Links</b>	ENV1

**Data:**

Settlement (Parish)	Listed Buildings					Conservation Areas		Scheduled Ancient Monuments	
	No.	I	II*	II	At Risk	No.	At Risk	No.	At Risk
Barley-with-Wheatley Booth	8	0	0	8	0	1	0	0	0
Barnoldswick	27	1	2	24	0	3	0	0	0
Barrowford	34	0	2	32	0	4	0	1	0
Blacko	13	0	0	13	0	0	0	0	0
Bracewell and Brogden	11	1	0	10	0	0	0	2	0
Brierfield	7	0	0	7	0	1	1	0	0
Colne	46	1	2	43	0	4	0	0	0
Earby	5	0	0	1	4	1	0	2	0
Foulridge	18	0	2	16	0	0	0	0	0
Goldshaw Booth	14	0	2	12	0	2	0	0	0
Higham-with-West Close Booth	16	0	1	15	0	1	0	0	0
Kelbrook and Sough	8	0	0	8	0	0	0	0	0
Laneshaw Bridge	9	0	0	9	0	0	0	1	0
Nelson	38	0	1	37	0	5	0	1	0
Old Laund Booth	17	0	0	17	0	0	0	0	0
Reedley Hallows	3	0	1	2	0	0	0	0	0
Roughlee Booth	9	0	0	9	0	0	0	0	0
Salterforth	11	0	1	10	0	0	0	0	0
Trawden Forest	39	0	6	33	0	1	0	4	0
<b>Totals</b>	<b>333</b>	<b>3</b>	<b>21</b>	<b>309</b>	<b>0</b>	<b>23</b>	<b>1</b>	<b>11</b>	<b>0</b>

**Commentary:****About the indicator**

This is a Local Plan indicator and significant effects indicator for the Sustainability Appraisal. Its purpose is to provide comprehensive and up-to-date information on the extent, nature and condition of heritage assets in the borough to help review the effectiveness of heritage management policies and practice.

Policy ENV1 (LP1) is the strategic policy supporting conservation of the historic environment, with the Conservation Area Design Guidance SPD providing further detailed policy advice.

The Information is maintained by Historic England.

**Current monitoring period**

Heritage assets cannot be replaced, and their loss may have cultural, environmental, economic and social implications. The table above provides a summary of the designated heritage assets within each of the borough's parishes and identifies those that may be at risk from deterioration.

As of 31<sup>st</sup> March 2023 there are 333 listed buildings or structures in Pendle. Of these, the three the medieval churches of Bracewell, Colne and Barnoldswick are considered to be of "*exceptional interest*" and listed Grade I. A further 21 buildings and structures are "*particularly important buildings of more than special interest*" and listed Grade II\*. The majority of listed buildings in the borough (309 in total) are "*of special interest, warranting every effort to preserve them*" and listed Grade II. None of these buildings or structures are currently considered to be at risk.

Of the 23 conservation areas in the borough, just one is considered to be at risk from deterioration. The regeneration of Brierfield Mills to create the new Northlight development has recently been completed, which will hopefully result in the conservation area being removed from the at risk register.

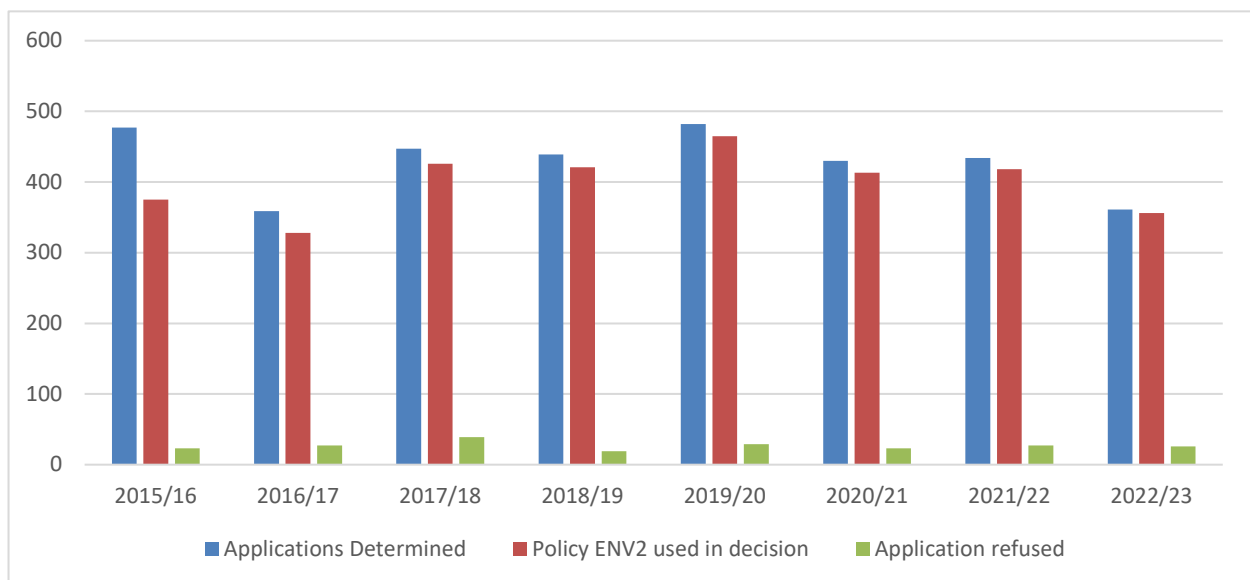
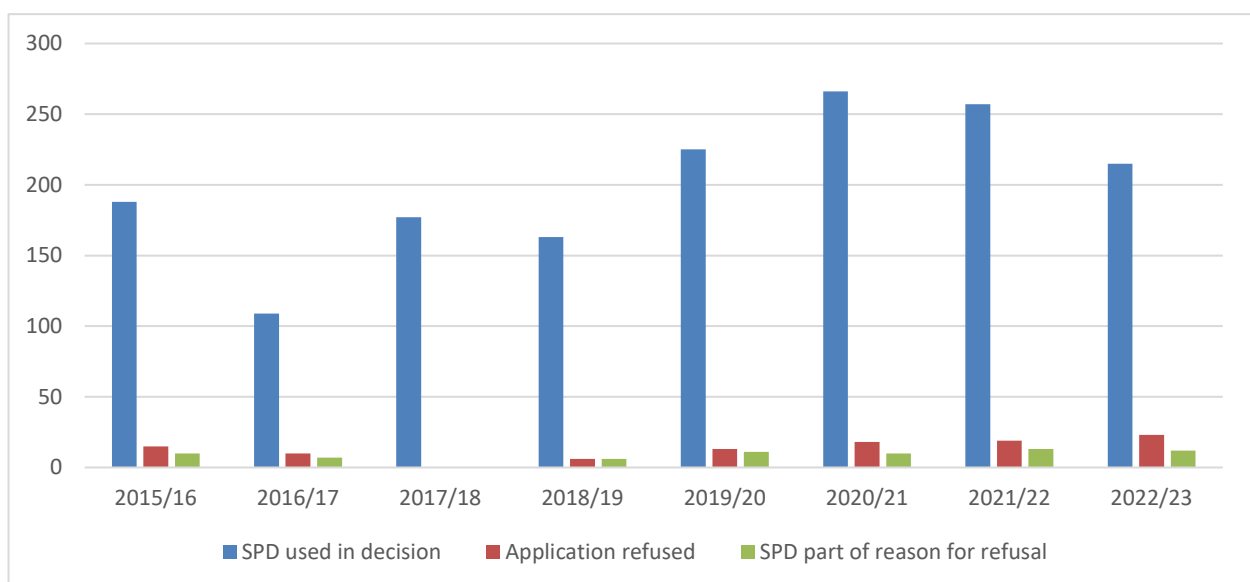
Of the 11 Scheduled Ancient Monuments, none are considered to be at risk.

Two of the four Neighbourhood Plans in the borough (Trawden Forest and Colne) identify buildings and structures of local historic significance, whilst the plans for Barrowford and Kelbrook & Sough define Historic Character Area(s). The non-designated heritage assets identified in these documents will form the basis of the emerging Pendle Local List which is currently being prepared by Lancashire County Council with support from Growth Lancashire.

**Longer-term trends**

The number of listed buildings in Pendle considered to be at risk has fallen significantly in recent years, providing some reassurance that positive actions are being taken to protect the borough's most important heritage assets.

<b>Indicator</b>	<b>EN11</b> <b>Number of development schemes refused planning permission on the grounds of poor design</b>
<b>Policy Links</b>	ENV2, LIV5, WRK6, SUP4, Design Principles SPD

**Data:****Use of Policy ENV2****Use of Design Principles SPD****Commentary:****About the indicator**

This is a Local Plan indicator and significant effects indicator for the Sustainability Appraisal. Its purpose is to assess the extent to which adopted planning policy has been successfully used to ensure that new developments meet the design requirements set out in local planning policy. Where Policy ENV2 or the

Design Principles SPD has been used as a reason for refusal, the application is considered to have been of poor design.

Policy ENV2 (LP1) is the principal Local Plan policy concerned with the design of new development. It is the parent policy for the Design Principles SPD, which provides additional guidance on the design of householder developments, shopfronts and advertisements.<sup>5</sup>

The data for this indicator is taken from the Council's planning application records.

#### **Current monitoring period**

Policy ENV2 was a consideration in 356 of the 361 planning applications determined during the 2022/23 monitoring period. Of these 27 applications (7%) were refused (wholly or partly) on the grounds that the scheme was of poor design.

The Design Principles SPD (December 2009) was a consideration in 215 planning applications. Of these applications 23 were refused, and the SPD was cited as a reason for refusal on 12 occasions.

#### **Longer-term trends**

The National Planning Policy Framework supports sustainable development and central to this is the achievement of good design.

The 7% of applications refused (wholly or partly) on the grounds that the scheme was of poor design is broadly in line with the average rate since 2014/15.

In recent years the number of the number of applications where the SPD had been a consideration has increased from a low point in 2016/17. This is primarily a consequence of an increase in the number of planning applications but also indicates that the SPD adds value to its parent Policy ENV2.

Monitoring reveals that planning officers continue to use Policy ENV2 (LP1) and the Design Principles SPD effectively to refuse applications which fall below the required standards of design.

---

<sup>5</sup> Indicator SD05 previously assessed the number of times that the Design Principles SPD had been used as a reason for the refusal of a planning application. Due to the similarities between the reporting under Indicators SD05 and EN11, from 2017/18 onwards design considerations will be reported jointly under Indicator EN11.



<b>Indicator</b>	<b>EN12</b> <b>Number of development schemes refused planning permission on the grounds of impact to a heritage asset</b>
<b>Policy Links</b>	ENV2

**Data:**

Planning Applications Determined	Applications assessed against Policy ENV1 or ENV2		
	Total	Policy ENV1 or ENV2 not the reason for refusal	Policy ENV1 or ENV2 reason for refusal
361	358	13	26

**Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its purpose is to show that planning permission is being refused where a proposed development is likely to cause harm to a heritage asset or its setting.

Local Authorities have a statutory duty to protect designated heritage assets e.g. listed buildings and conservation areas. Policies ENV1 and Policy ENV2 (LP1) in combination seek to conserve and enhance the borough's heritage assets and their settings in a manner appropriate to their significance – with particular regard being paid to the design of new development and its potential impact.

The data for this indicator is taken from the Council's planning application records.

**Current monitoring period**

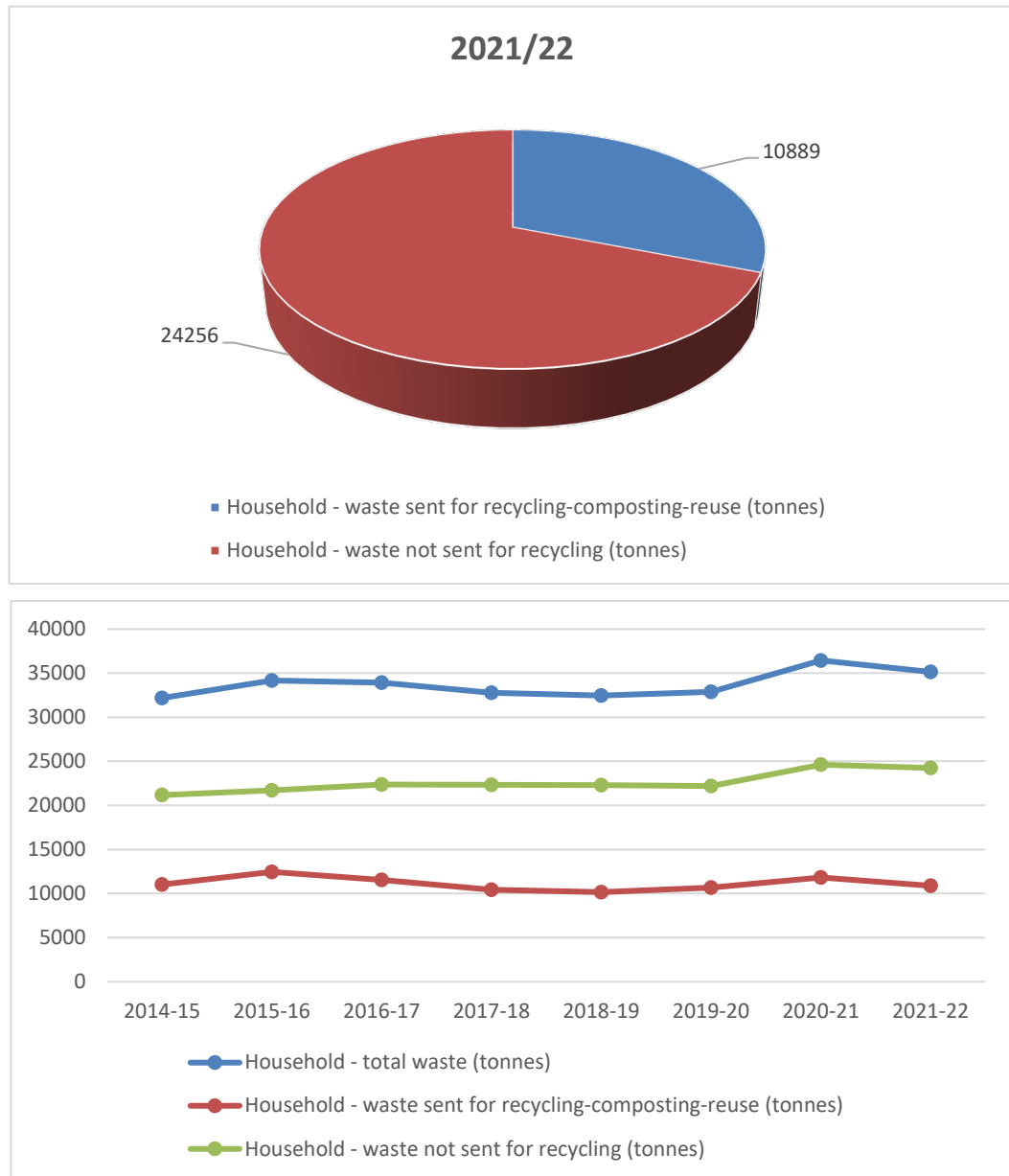
Of the 358 applications assessed against these policies, 13 were refused based on the likely adverse impact they would have to a designated heritage asset.

These findings indicate that the vast majority of planning applications assessed against these policies are considered to be acceptable and that where any potential for harm to a designated heritage asset has been identified that this can either be mitigated or is outweighed by the need for the development. It also indicates that planning officers are using Policies ENV1 and ENV2 to refuse applications where the potential loss of a designated heritage asset is proposed, or it is has been determined that there is the potential for substantial harm to be caused to the significance of such an asset.

**Longer-term trends**

Nearly all planning applications determined during the 2022/23 monitoring period were assessed against either Policy ENV1 or Policy ENV2. This is broadly the same as in 2021/22.

<b>Indicator</b>	<b>EN13</b> <b>Total amount of household waste collected and amount sent for recycling / composting</b>
<b>Policy Links</b>	ENV6

**Data:**

Source: <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables>

## **Commentary:**

### **About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal. Its purpose is to help show how new development and growth is affecting waste generation and recycling rates.

Policy ENV6 (LP1) addresses waste management, but it is the Joint Lancashire Minerals & Waste Local Plan, prepared by Lancashire County Council, that provides detailed planning policy on this matter.

Statistics detailing waste collected and disposed of by local authorities are collected annually by the Department for Environment, Food and Rural Affairs and reported in December on the [data.gov.uk](https://data.gov.uk) website. The publication date means that the figures reported in the AMR (also published in December) usually refer to the previous monitoring year.

### **Current monitoring period**

A total of 35,145 tonnes of household waste was collected in Pendle during 2021/22, the latest period for which figures are available.

Of this total 10,889 tonnes (31%) was sent for recycling or composting. This figure is below the comparable rate for Lancashire (41%).

### **Longer-term trends**

The total amount of household waste collected in Pendle in 2021/22 was 1,299 tonnes less than the preceding monitoring period, though this is still higher than in years previous to this.

The amount of collected waste which is not recycled has stayed relatively constant over the last 5-years with a minor rebound in the level of recycling in recent years, although the figures are still low in comparison with previous years and the county average.

<b>Indicator</b>	<b>EN14</b> <b>Quality of rivers and streams in Pendle</b>
<b>Policy Links</b>	ENV7

**Data:**

Name of Watercourse	Overall					Ecological					Chemical				
	2013	2014	2015	2016	2019	2013	2014	2015	2016	2019	2013	2014	2015	2016	2019
Sabden Brook															
Pendle Water (1)															
Pendle Water (2)															
Walverden Water															
Colne Water (1)															
Colne Water (2)															
Colne Water (3)															
Trawden Brook															
Wycoller Beck															
Stock Beck															
Earby Beck															

Key:		Good		Moderate		Poor		Fail
	Pendle Water				Colne Water			
	(1) Colne Water to Walverden Water				(1) Wanless Water to Pendle Water			
	(2) Headwaters to Colne Water				(2) Trawden Brook to Wanless Water			
					(3) River Laneshaw to Trawden Brook			

**Commentary:****About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal.

Water is a sensitive and scarce resource that needs to be carefully managed. Many human activities and their by-products have the potential to harm water quality.

The quality of water can be managed through a number of measures, some of which can be taken forward through the planning system. Policy ENV7 (LP1) establishes a presumption against development where there is the potential for contaminants to enter the water supply, with a requirement to install infiltration systems and other necessary mitigation measures where development is necessary.

Information is obtained from the Environment Agency's Catchment Data Explorer and the latest data is for 2019.

The majority of watercourses in Pendle form part of the catchment for the River Calder (Lancashire). Like Stock Beck, which flows directly into the River Ribble near Gisburn, they form part of the wider Ribble catchment, with waters flowing west into the Irish Sea.

There are two exceptions. Earby Beck in the north east of the borough is part of the catchment for the River Aire. In the south east of the borough a number of small watercourses form part of the headwaters for the River Worth and Hebden Water, which form part of the wider catchment for the River Calder (Yorkshire), whose waters flow east towards the Humber estuary and the North Sea.

### **Current monitoring period**

No assessment of the water quality in rivers at a local level has been published by the Environment Agency since 2019.

In 2019, none of the rivers in Pendle were rated as having 'good' water quality. Eight monitoring areas were found to have a 'moderate' overall rating, and three were classed as 'poor'.

Ecologically the rivers in Pendle are generally of 'moderate' quality, with three rivers classed as 'good' and three rivers classed as 'poor'. It is a concern that all of Pendle's rivers 'fail' for their chemical composition however this follows enhancements made to the assessment of water quality undertaken by the EA and reflects wider national findings.

Nationally data on the water quality in rivers was last reported to the government in 2021/22.

- <https://publications.parliament.uk/pa/cm5802/cmselect/cmenvaud/74/report.html>

In the 25 Year Environment Plan, the water theme indicators are:

- B1. Pollution loads entering waters
- B2. Serious pollution incidents to water
- B3. State of the water environment
- B4. Bathing waters
- B5. Water bodies achieving sustainable abstraction criteria
- B6. Naturalness of water
- B7. Health of freshwaters assessed through fish populations

Supporting evidence for the state of the water environment (Indicator B3) was last published in May 2023.

- <https://www.gov.uk/government/publications/state-of-the-water-environment-indicator-b3-supporting-evidence/state-of-the-water-environment-indicator-b3-supporting-evidence>

### **Longer-term trends**

The data reveals that the overall quality of watercourses in Pendle has remained the same or is in decline. No monitored watercourses are considered 'good' overall. The overall position reports is largely as a result of all watercourses failing the chemical standard. Most watercourses have recorded the same result as in 2016 for biological status, with only Trawden Brook, recording a decline in this area. Three watercourses (Sabden Beck, the upper parts of Pendle Water, and Wycoller Beck) have a 'good' biological status.

The physical modification of many urban watercourses during the industrial revolution and the nature of the combined sewer system in parts of the borough, both contribute towards poor quality river environments.

Subsequent dialog with the EA has revealed that the 'fail' result recorded for the chemical status of the watercourses in Pendle is a result of improvements made to the assessment of chemical levels between the 2016 and 2019 tests by the EA. The 2019 tests show that a small number of chemicals exist in the water environment everywhere, and as such no waterbody in England has achieved a good chemical status for 2019.

<b>Indicator:</b>	<b>EN18</b> <b>Number of properties in Flood Zones 2 and 3</b>
<b>Policy Links</b>	ENV7

**Data:**

Year	Number of properties only within Flood Zone 2	Number of properties in Flood Zone 3*	Total Number of properties in Flood Zone 2 and 3
2011/12	816	1,253	2,069
2012/13	804	1,257	2,061
2013/14	816	1,288	2,104
2014/15	816	1,288	2,104
2015/16	959	1,545	2,413
2016/17	1,174	1,561	2,735
2017/18	1,204	1,621	2,825
2018/19	Data not collected		
2019/20	1,275	1,689	2,964
2020/21	Data not collected		
2021/22	1,320	1,711	3,301
2022/23	Data not collected		

\*These properties are also within Flood Zone 2

**Note:** From 2015/16 onwards, the address data has been taken from the Local Land and Property Gazetteer, which includes non-residential and non-commercial properties (e.g. substations). This provides more up-to-date and accurate data for the number of properties within a designated flood zone.

**Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal. Its purpose is to consider the number of properties in the borough that are at risk of flooding.

One of the likely impacts of climate change is an increase in the risk of flooding from watercourses. For planning purposes, the Environment Agency uses flood zones to indicate the probability of flooding from rivers and the sea:

- Flood Zone 1 = low probability (less than 1:1,00 annual probability of river flooding)
- Flood Zone 2 = medium probability (between 1:100 and 1:1,000 annual probability of river flooding)
- Flood Zone 3a = high probability (greater than 1:100 annual probability of river flooding)
- Flood Zone 3b = functional floodplain (land where water has to flow or be stored in times of flood)

The extent of these flood zones is identified on the Flood Map for Planning, which is published on the .Gov website. The Environment Agency provides updated map layers to local planning authorities throughout the country on a regular basis, to reflect updates arising from new modelling.

Policy ENV7 (LP1) sets out the approach to development and flood risk directing new development to the areas with the lowest probability of flooding.

The data for this indicator is taken from the Council's Land and Property Gazetteer.

The latest available data for this indicator is from 2021/22.

**Current Monitoring period**

In 2021/22 a total of 3,031 properties in Pendle lay within Flood Zone 2, which meant that they were at some risk of flooding from a river. Of these properties 56% were also within Flood Zone 3, areas which have a higher probability of flooding.

The reason for the relatively high number of properties at risk of flooding in Pendle is in part a legacy of the industrial revolution. Textile mills drew water from rivers for both power and operational purposes. As a result many mills and the nearby housing for their workers were located close to the borough's main rivers and today lay within a designated flood zone.

Planning Practice Guidance classifies development in terms of its vulnerability to flooding, recognising that some development (e.g. infrastructure) may be essential within a flood zone, or that the development is water-compatible (e.g. water based recreation).

Where it is necessary to locate new development in a flood zone, suitable measure to manage and mitigate flood risk must be employed.

**Longer-term trends**

Since the use of new address point data was introduced in 2015/16 there has been an increase of 962 properties in Flood Zones 2 and 3 in Pendle. Data on property in Flood Zone 2/3 was not recorded in 2020/21. Since 2019/20 the number of properties in Flood Zone 2/3 has increased by 67.

It is worth noting that aside from the granting of planning permission for new development, the number of properties considered to be at risk of flooding can also increase as a result of more refined modelling in the mapping of flood zones. This has recently occurred through new modelling recently undertaken by the Environment Agency.

Future monitoring will highlight any significant changes in the number of properties within a flood zone.



<b>Indicator:</b>	<b>EN19</b> <b>Number of planning permission granted contrary to advice from the Environment Agency on flooding and water quality grounds</b>
<b>Policy Links</b>	ENV7

**Data:**

Total Planning Applications Determined	Applications where the Environment Agency was consulted				
	Total	Response provided	No comment or no objection	Specific recommendation or objection	Approved contrary to EA advice
361	73	39	30	9	0

**Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its purpose is to show whether any planning applications have been granted within a flood zone, contrary to advice provided by the Environment Agency.

Policy ENV7 (LP1) sets out the approach to development and flood risk directing new development to the areas with the lowest probability of flooding.

The data for this indicator is taken from the Council's planning application records.

**Current Monitoring period**

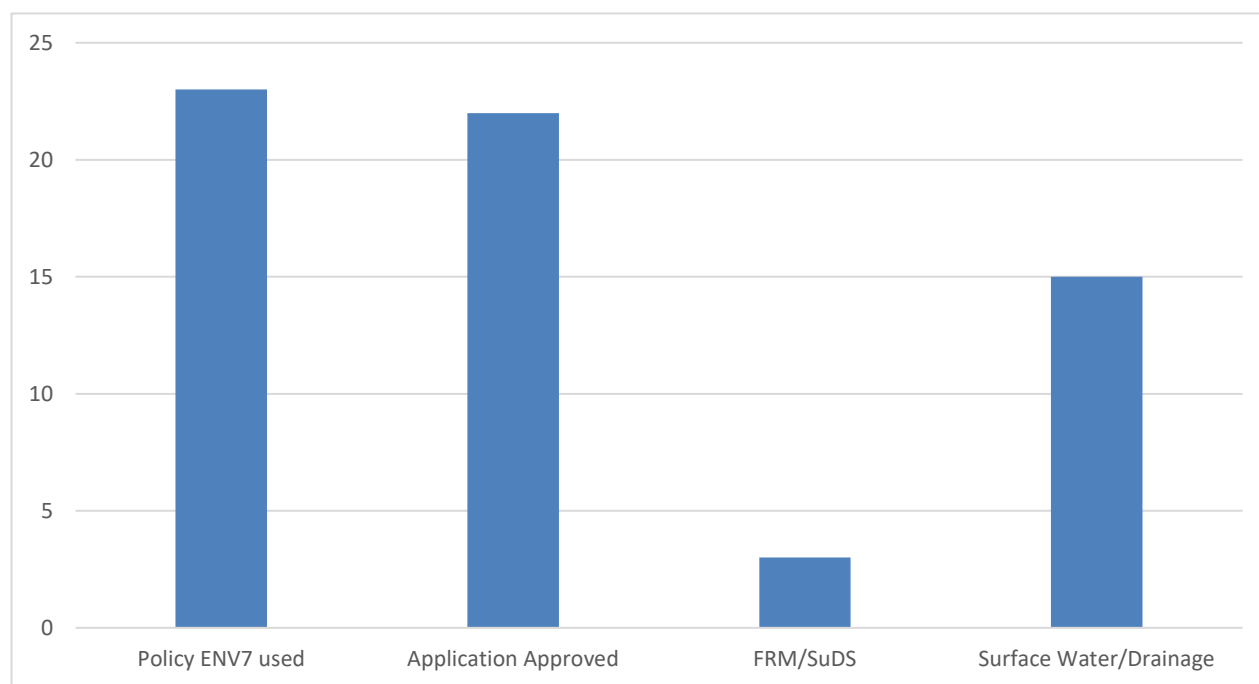
A total of 73 planning applications were referred to the Environment Agency in 2022/23 and they provided a consultation response on 39 occasions.

The Environment Agency made specific recommendations on 9 applications which were reflected in decisions made by the Council.

No applications were approved contrary to advice received from the Environment Agency on flooding and water quality grounds.

The results reveal that Policy ENV7 (LP1), together with the professional advice provided by the Environment Agency, are having a positive influence on the decision making process, thereby helping to improve the long term prospects for flooding and water quality in the borough.

<b>Indicator:</b>	<b>EN20</b> <b>Number of developments incorporating flood risk management actions including the use of SuDS</b>
<b>Policy Links</b>	<b>ENV7</b>

**Data:****Commentary:****About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal. Its purpose is to show whether any planning applications have been granted with a condition requiring them to incorporate flood risk management measures (including Sustainable Drainage Systems (SuDS)), a surface water or drainage condition.

SuDS make use of techniques, such as infiltration and retention, which mimic runoff from the site in its natural state, to provide drainage to a site rather than traditional piped drainage.

Policy ENV7 (LP1) sets out the approach to development and flood risk and incorporates a SuDS hierarchy to help reduce the burden on the sewer system and where appropriate to offer benefits for biodiversity, water quality and amenity.

Applications for change of use are associated with existing buildings and offer limited opportunities to incorporate SuDS. Where the premises concerned are not within a designated EA Flood Zone they cannot be required to incorporate flood risk management actions.

The reporting of this indicator has changed slightly from previous years, with the focus now being placed on the specific use of Policy ENV7 (LP1). All major developments are required to include the implementation of SuDS unless it can be demonstrated that this is not technically feasible, or viable.

The data for this indicator is taken from the Council's planning application records.

**Current monitoring period**

The data shows that Policy ENV7 was used on 23 occasions during the 2022/23 monitoring period. Of these, only one application was refused.

Of the 22 applications that were approved the Lead Local Flood Authority (Lancashire County Council) and/or the Environment Agency raised concerns on 9 occasions, requesting that a suitable condition be attached to the planning permission to ensure that drainage and flood risk issues were adequately addressed by the proposed development.

<b>Indicator:</b>	<b>EN29</b> <b>Number of Air Quality Management Areas (AQMAs) declared</b>
<b>Policy Links</b>	ENV7

**Data:**

This is a contextual indicator.

**Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal. In conjunction with Indicator EN02, its purpose is to demonstrate whether there has been an improvement or deterioration in air quality across the borough.

Since December 1997 each local authority in the UK has been carrying out a review and assessment of air quality in their area. This involves measuring air pollution and trying to predict how it will change in the next few years. The aim of the review is to make sure that the national air quality objectives will be achieved throughout the UK by the relevant deadlines. If a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area (AQMA).

Policy ENV4 (LP1) promotes the use of sustainable modes of transport and encourages development in accessible locations than will help to reduce the number of journeys by private car. This approach seeks to ensure that pollution from road transport is kept to a minimum. Policy ENV5 (LP1) looks specifically at minimising pollutant emissions and public exposure to pollution.

The information for this indicator is supplied by the Council's Environmental Health team.

**Current monitoring period.**

No additional AQMAs have been declared in Pendle during the 2022/23 monitoring period. The Council's Environmental Health team continues to monitor air quality in key hotspots around the borough. Analysis of this data shows that no new AQMAs need to be declared at the present time.

To date only one AQMA has been declared in Pendle. The Windsor Street and Temple Street AQMA, declared in 2011, relates to a short stretch of the A6068 in Colne where emissions from standing traffic are an issue. The A6068 carries a considerable amount of traffic travelling to/from Junction 14 on the M65 motorway (see picture). The AQMA is situated close to the junction with the A56, where traffic travelling towards Skipton, diverges from the A6068, which continues east towards Keighley.

## Living: creating a vibrant housing market

- 4.23 Pendle Council is required to ensure that sufficient new homes are built to meet the housing needs of the borough, as set out in Policy LIV1 of the Pendle Local Plan Part 1: Core Strategy [“LP1”]. The number of homes built each year (known as completions) is measured against the number of homes that need to be built (known as the housing requirement).
- 4.24 Providing sufficient good quality housing of the right types and mix; in the right places; which are attractive to, and meet the identified needs of, different groups in society; helps to create better balanced mixed communities.
- 4.25 This section provides a wide range of information relating to housing development in Pendle. It looks at the key housing indicators for the supply of housing land, the delivery of new dwellings, the provision of affordable housing, the number of empty homes, and adherence to sustainability and accessibility standards.
- 4.26 The targets and trigger points used to help measure the performance of planning policies in Pendle Local Plan Part 1: Core Strategy [“LP1”], which address matters associated with the housing are set out in Table 4.12.
- 4.27 The commentary for each indicator will provide details of whether the appropriate targets are being met, or whether any management actions need to be taken if the data reveals that the appropriate triggers have been reached.

**Table 4.12 – Spatial development targets and triggers**

Policy	Targets	Triggers
SDP3	<ul style="list-style-type: none"> <li>Deliver housing provision in accordance with the spatial distribution by Spatial Area.</li> </ul>	<ul style="list-style-type: none"> <li>50% or less of new housing development has occurred in the M65 Corridor by 2020.</li> <li>60% or less of new housing development has occurred in the M65 Corridor by 2025.</li> <li>10% or less of new housing development has occurred in the West Craven Towns by 2020.</li> <li>15% or less of new housing development has occurred in the West Craven Towns by 2020.</li> <li>8% or less of new housing development has occurred in the Rural Areas by 2020 and 2025.</li> </ul>
LIV1	<ul style="list-style-type: none"> <li>Deliver a minimum of 5,662 new dwellings by 2030.</li> <li>Deliver housing in accordance with the housing trajectory.</li> <li>Maintain the proportion of long-term empty homes below the national targets.</li> </ul>	<ul style="list-style-type: none"> <li>Less than 1,500 dwellings have been delivered by 2020.</li> <li>Less than 2,800 dwellings have been delivered by 2025.</li> <li>The long term vacancy rate is higher than the national average in 2020 and 2025.</li> </ul>

Policy	Targets	Triggers
LIV2	<ul style="list-style-type: none"> <li>Completion of 50 dwellings per annum.</li> </ul>	<ul style="list-style-type: none"> <li>60% or less of the annual delivery rate of 50dpa.</li> </ul>
LIV 3	<ul style="list-style-type: none"> <li>Meet the housing needs of people in Pendle.</li> </ul>	<ul style="list-style-type: none"> <li>New development does not provide the types, sizes and tenures or new housing to meet the needs of the population.</li> </ul>
LIV 4	<ul style="list-style-type: none"> <li>Increase the number of affordable homes provided – work towards percentage targets set in the policy.</li> <li>Work towards the percentage tenure targets for new affordable housing development over the plan period.</li> </ul>	<ul style="list-style-type: none"> <li>Less than 200 affordable dwellings have been completed by 2020.</li> <li>Less than 500 affordable dwellings have been completed by 2025.</li> <li>50% or less of new affordable housing completions are of an affordable/social rented tenure.</li> </ul>
LIV 5	<ul style="list-style-type: none"> <li>Building new dwellings to BfL standards.</li> <li>Providing a range of house types and sizes.</li> <li>Providing lower density developments.</li> <li>Open space created in new developments.</li> </ul>	<ul style="list-style-type: none"> <li>60% or less of new dwellings meet BfL standards by 2020 and 2025.</li> <li>The overall delivery of new dwellings in not meeting the profile for size and type as set out in the policy by 2020 and 2025.</li> <li>60% or less of new residential development is built at a density of 30 dwellings per hectare or below by 2020 and 2025.</li> <li>80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.</li> </ul>

4.28 Table 4.13 provides details of the indicators included within this topic area and whether they are being reported in the current monitoring year.

**Table 4.13 – Monitoring spatial development**

Indicator		Comments	Reported
HS01	Number of new homes completed	Data collected as part of the annual monitoring process.	✓
HS02	Future predicted housing completions and revised delivery target	Data is taken from the Strategic Housing Land Availability Assessment (SHLAA). This is updated annually using data collected for indicators HS01 and HS03.	✓
HS03	Number of new dwellings granted planning permission and total number of dwellings with an extant planning consent	Data collected as part of the annual monitoring process.	✓

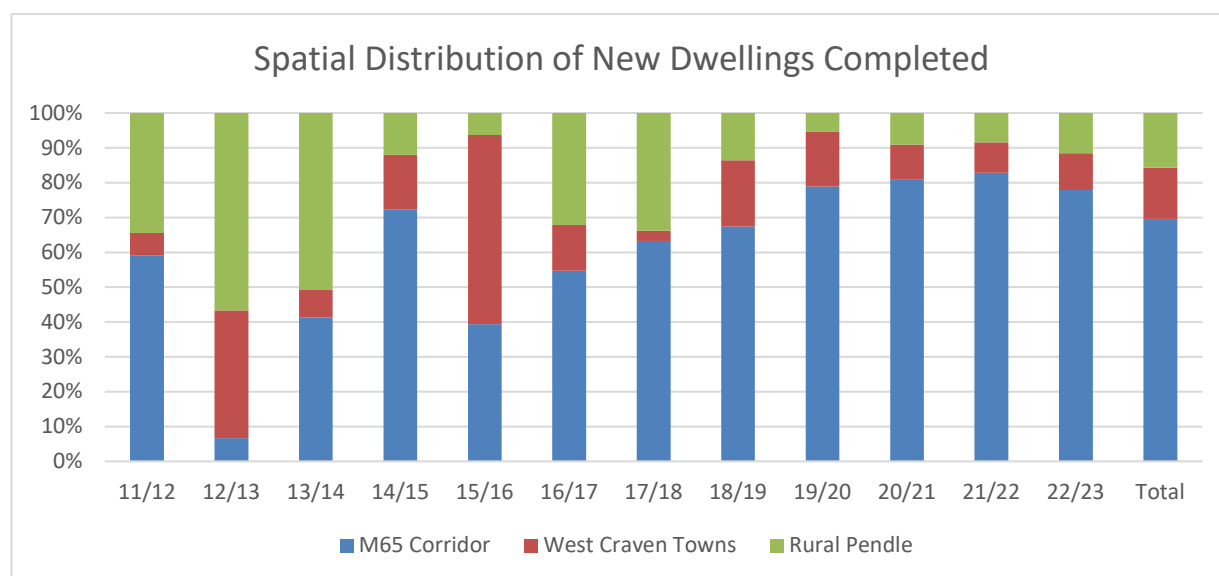
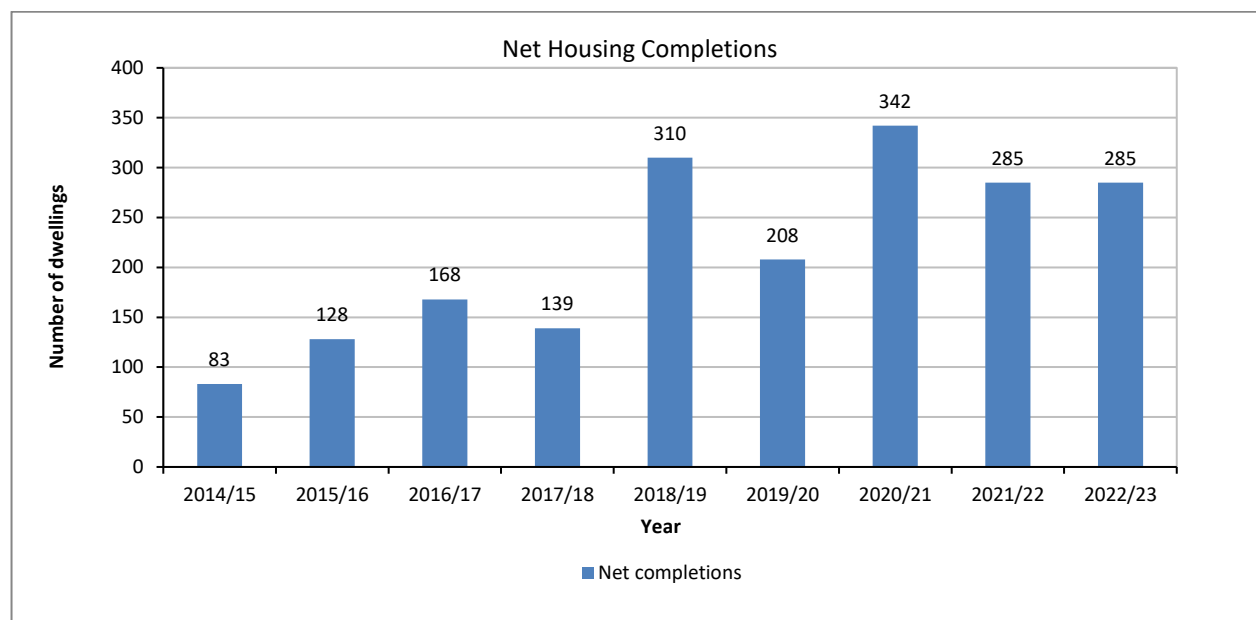
Indicator		Comments	Reported
HS04	Number of new dwellings completed on PDL	Data collected as part of the annual monitoring process.	✓
HS05	Number of affordable homes completed	Data collected as part of the annual monitoring process.	✓
HS06	Number of affordable homes granted planning permission	Data collected as part of the annual monitoring process.	✓
HS07	Total number of and change in number of empty homes	Data is obtained from Council Tax Base form submitted by the Financial Services Manager in October each year for the New Homes Bonus.	✓
HS08	Housing quality: New dwellings completed to BfL standards	Data collected as part of the annual monitoring process. The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	✗
HS09	Housing density of fully completed sites	Data collected as part of the annual monitoring process.	✓
HS10	Amount of new housing with access to the following services within 30 minutes travel time by public transport: - GP, - Hospital, - Primary School, - Secondary School, - Employment Area, - Retail Centre	Accession data was previously obtained from Lancashire County Council, but this service is no longer available.	✗
HS11 (i)	Types, sizes and tenures of completed dwellings	Data collected as part of the annual monitoring process.	✓
HS11 (ii)	Types, sizes and tenures of available dwellings	Data collected as part of the annual monitoring process.	✓
HS12	Number of new pitches for the Gypsy and Traveller community and the Travelling Showpeople community	Data collected as part of the annual monitoring process.	✓
HS13	Number of new dwellings completed that addresses a specific housing need	Data collected as part of the annual monitoring process. The Council's data management system, as currently configured, does not facilitate automatic collection of this data.	
HS14	Number of homes in Council Tax Band A in the Brierfield Canal Corridor area	Renewal scheme has been completed in the area. Indicator no longer recorded.	✗

Indicator		Comments	Reported
HS15	Average property price	Data is taken from the Median prices for administrative geographies table published by the Office for National Statistics (ONS).	✓
HS16	Number of households suffering from overcrowding in the Bradley AAP area	2011 Census	✗
HS17	Number of movements in, out and within the Bradley AAP area (population turnover)	Data no longer available.	✗



**Indicator:****HS01****Number of new homes completed****Policy Links**

SDP3, LIV1, LIV2

**Data:****Performance against the Local Plan Housing Requirement**

Overall requirement (2011-2030)	5,662
Total net completions to date (up to 31 <sup>st</sup> March 2023)	2,101
Total reoccupied empty homes to date*	1,138
Residual requirement	2,423
Existing commitments (extant planning permissions)	1,328
Residual Need	1,106

## **Commentary:**

### **About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to show whether sufficient new homes are being built each year to meet the borough's housing requirement.

The figure of 298 new dwellings (net) per annum – equivalent to 5,662 new homes by the end of the plan period in 2030 – is established by Policy LIV1 (LP1) and was informed by evidence set out in the Burnley & Pendle Strategic Housing Market Assessment (SHMA) (Lichfields, 2014).

The data for this indicator is taken from the Council's planning application records and recorded annually in the housing land monitoring database.

### **Current monitoring period**

285 net dwellings were completed in the 2022/23 monitoring period. This is slightly below the annual housing requirement set through Policy LIV1.

Trough Laithe is under construction with 68 dwellings complete.

In terms of the geographical distribution of new dwellings, the M65 Corridor had the highest number of completions in 2022/23 with a total of 220 new dwellings, with 86 of these in Nelson and 85 in Colne. The West Craven Towns saw 30 dwellings. In Rural Pendle 33 dwellings were completed.

### **Longer-term trends**

Since the start of the plan period, delivery rates have fluctuated from year to year but have generally been more robust in the last 5-years, with an average rate of 286 dwellings per annum.

The housing requirement is subject to review through the preparation of the Local Plan Fourth Edition. The outcome of this review is likely to affect this indicator.

### **Spatial distribution**

Since the start of the plan period 69% of new housing has been delivered on sites in the M65 Corridor. This pattern of development is consistent with the spatial distribution set out in Policy SDP3 of the Core Strategy, which seeks to deliver 70% of all new housing in this spatial area. 14% of new homes have been delivered in the West Craven Towns. This is not significantly different than the policy requirement of 18%. At 16%, the delivery of new homes within Rural Pendle is not significantly higher than the 12% target in Policy SDP2.

The Core Strategy has proven to be broadly successful in securing development in locations which align with the adopted spatial strategy. The delivery of housing has however been significantly below the housing requirements of Policy LIV1 (delivery at 59% of requirement). When the re-occupation of long-term empty homes is included housing delivery has been close to the requirements of the Core Strategy (delivery at 91% of requirement).

There are a number of reasons why the amount of newly completed homes has not been sufficient to meet the housing requirement. The early part of the plan period was affected by the Housing Renewal Programme which saw low rates of net additional dwellings delivered in Pendle. At the same time the 2008 economic recession deeply affected Pendle and the local construction industry, reducing the amount of consented schemes available. Housing delivery has also been affected by the longer lead time experienced at Trough Laithe than originally anticipated. The failure to adopt the Local Part 2 has meant that the fulfilment of housing need has been driven by windfall development.

The plan preparation process provided by the emerging Local Plan gives the opportunity to review the housing requirement and to identify further sites for housing to help boost delivery.

<b>Indicator:</b>	<b>HS02</b> <b>Future predicted housing completions and revised delivery target</b>
<b>Policy Links</b>	LIV1, LIV2

**Data:**

The tables and charts for this indicator follow the commentary section below.

**Commentary:****About the indicator**

This is a core output indicator for the AMR. Its main purpose is to show whether sufficient new homes are coming forward each year to meet the overall housing requirement for the borough.

The National Planning Policy Framework (NPPF) requires local planning authorities to provide information on housing policy and performance. This includes the preparation of a housing land supply trajectory to demonstrate that the Council can deliver its local housing requirement.

Policy LIV1 (LP1) establishes the housing requirement for the plan period. This figure is derived from the objectively assessed need (OAN) for housing established in the Burnley & Pendle Strategic Housing Market Assessment (SHMA) (Lichfields, 2014).<sup>6</sup> The housing requirement is however currently subject to review through the preparation of the new Local Plan.

The NPPF also requires local planning authorities to produce a [Strategic Housing Land Availability Assessment](#) (SHLAA). This technical study is an important part of the evidence base for the Local Plan. It pulls together information on potential housing sites ranging from those which already have planning permission to those that have been proposed on a speculative basis by landowners, developers or members of the public for future consideration. The inclusion of a site within the SHLAA does not guarantee that it will be granted planning permission and come forward for development in the future.

The main purpose of the SHLAA is to show how many new homes could potentially be delivered on the sites that are included and to help establish whether there is a deliverable supply of land for five years' worth of housing – known as the [five year housing land supply](#) (5YHLS). This is reported separately on the Council's website. The latest Statement finds a 6.01 year supply.

The data used to compile the Housing Trajectory is obtained from two sources: the Council's annual monitoring of new housing completions and the Council Tax Base (CTB) return submitted to the Government in October each year, which includes figures for the reoccupation of long-term empty homes.

**Current monitoring period**

The level of new completions recorded in 2022/23 continues a recent pattern of stronger housing delivery which has been experienced over the past 5-years and is the same number of completions recorded for 2021/22.

**Housing trajectory**

The number of housing completions up to 2030 is used to show projected performance against the housing requirement and to determine if there is likely to be a shortfall in the supply of housing land.

---

<sup>6</sup> The calculations for the housing requirement and the OAN both hold the figure for empty homes as a constant; effectively disregarding any potential supply from their reoccupation.

The figures for projected completions used in the Housing Trajectory should be treated with a degree of caution, as they represent the total number of dwellings that could potentially be delivered on sites identified through the SHLAA. But, as noted above, not all the sites identified through the SHLAA will come forward for development.

A total of 3,239 dwellings have been delivered since the start of the plan period in 2011/12. Of this total 2,101 are new completions and 1,138 can be attributed to the reoccupation of long-term empty homes, which also count towards the achievement of the overall housing requirement. The corresponding target for this portion of the period is 3,576 net new dwellings. This means that with a cumulative shortfall of 337 dwellings, the borough is currently in a position of under-delivery.

The number of new completions has increased significantly in the most recent 5-year period, with an average only slightly below the annual requirement of 298 new dwellings. The significant role provided by the reoccupation of long-term empty homes back into use in meeting housing needs cannot occur moving forwards given the finite supply available. It is essential that the Council continues to monitor the delivery of new homes (through the AMR, and other tools such as the Housing Delivery Test (HDT)). If necessary, actions to further manage housing delivery may need to be introduced, new sites may need to be identified, or a more flexible approach to housing delivery, may need to be implemented. This is for the new Local Plan process to address.

An increase in the number of housing completions can only occur if there is sufficient housing land available, which is capable of being brought forward for development. The SHLAA has been updated as part of the annual monitoring process<sup>7</sup>. The SHLAA assesses the potential capacity and the likely timescales for delivery of new homes on specific Brownfield and Greenfield sites. The findings from this update show that currently there are sufficient sites available to meet the borough's projected housing needs.

The 2023 [Five Year Land Supply Statement](#) confirms the short term supply position of the Council as of 1<sup>st</sup> April 2023. A 6.01 year supply is recorded based on the assessed deliverability of sites with planning permission and/or allocated within a development plan document. In accordance with the NPPF, this supply position is assessed against the most recent standard methodology figure for Pendle.

---

<sup>7</sup> The SHLAA has been updated annually since 2013/14. Where new sites are identified and shown to be deliverable, they are included in the SHLAA. Sites with significant policy constraints (e.g. Green Belt sites which require a plan review before they can be brought forward for development) are also included in the SHLAA, but are categorised as longer-term additional sites. As it is not yet clear whether they can be brought forward for housing, even in the long-term, they do not form part of the figures used in the housing trajectory

	11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	21-22	22-23	23-24	24-25	25-26	26-27	27-28	28-29	29-30
<b>Actual Completions (Net)</b>	61	30	63	83	127	168	139	310	208	342	285	285							
<b>Reoccupation of Long-term Empty Homes</b>	195	369	184	-9	131	-44	82	154	-57	132	64	-63							
<b>Total Housing Provision</b>	256	399	247	74	258	124	210	464	151	465	349	222							
<b>Projected Completions (Net)</b>													229	152	341	333	497	407	346
<b>Plan Target</b>	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298	298
<b>Cumulative Under/over supply</b>	-42	59	8	-216	-256	-430	-507	-341	-488	-312	-216	-337	-406	-552	-509	-474	-275	-166	-118

Past completions and future potential completions

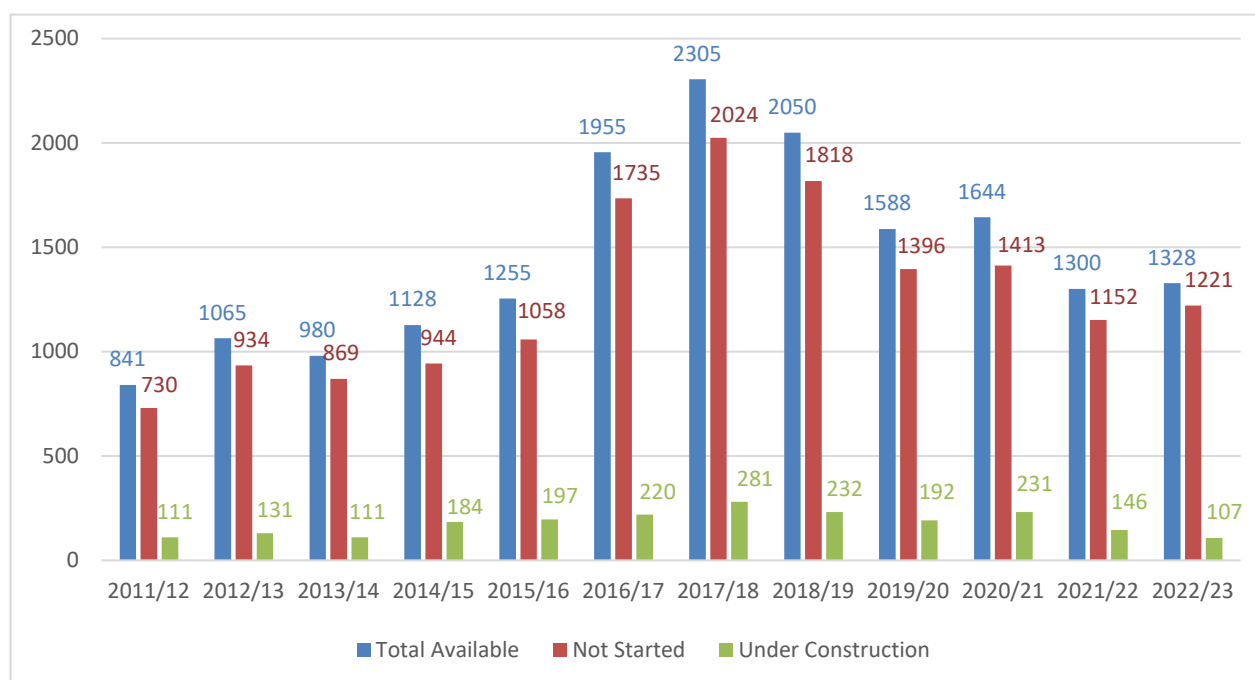
#### Housing Delivery to Date

Year	Annual Requirement	Net Completions*	Annual Deviation	Cumulative Requirement	Cumulative Deviation
2011/12	298	256	-42	298	-42
2012/13	298	399	+101	596	+59
2013/14	298	247	-51	894	+8
2014/15	298	74	-224	1,192	-216
2015/16	298	258	-40	1,490	-256
2016/17	298	124	-174	1,788	-430
2017/18	298	210	-88	2,086	-507
2018/19	298	464	+166	2,384	-341
2019/20	298	151	-147	2,682	-488
2020/21	298	465	+167	2,980	-312
2021/22	298	349	+51	3,278	-261
2022/23	298	222	-76	3,576	-337

\* Figures include the reoccupation of long-term empty homes



<b>Indicator:</b>	<b>HS03</b> <b>Number of new dwellings granted planning permission and those with an extant planning permission</b>
<b>Policy Links</b>	SDP3, LIV1, LIV2

**Data:****Commentary:****About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal. Its main purpose is to demonstrate that sufficient planning permissions for new dwellings are being granted each year to help meet the borough's overall housing requirement.

Pendle Council is committed to supporting the government's stated policy aim of boosting significantly the supply of housing, which is seen as the key to fixing a broken housing market.

The data for this indicator is taken from the Council's planning application records.

**Current monitoring period**

Planning permission was granted for 265 new dwellings in 2022/23. There are currently 1,328 dwellings with an extant planning permission and classed as available (i.e. where work has not started or remains incomplete). Work has yet to commence on 1,221 of these units, with 107 classed as under construction.

**Longer-term trends**

The number of new permissions granted in 2021/22 is higher than that for the previous monitoring period (for 161 units), however the amount of new homes permitted annually is consistently below the level required to maintain full delivery of the adopted housing requirement (currently being reviewed).

Since the start of the plan period there has been a growing stock of consents for new dwellings. This has now fallen somewhat. This is unsurprising given the higher rate of housing delivery which has been achieved in the most recent 5 years (286 dpa).

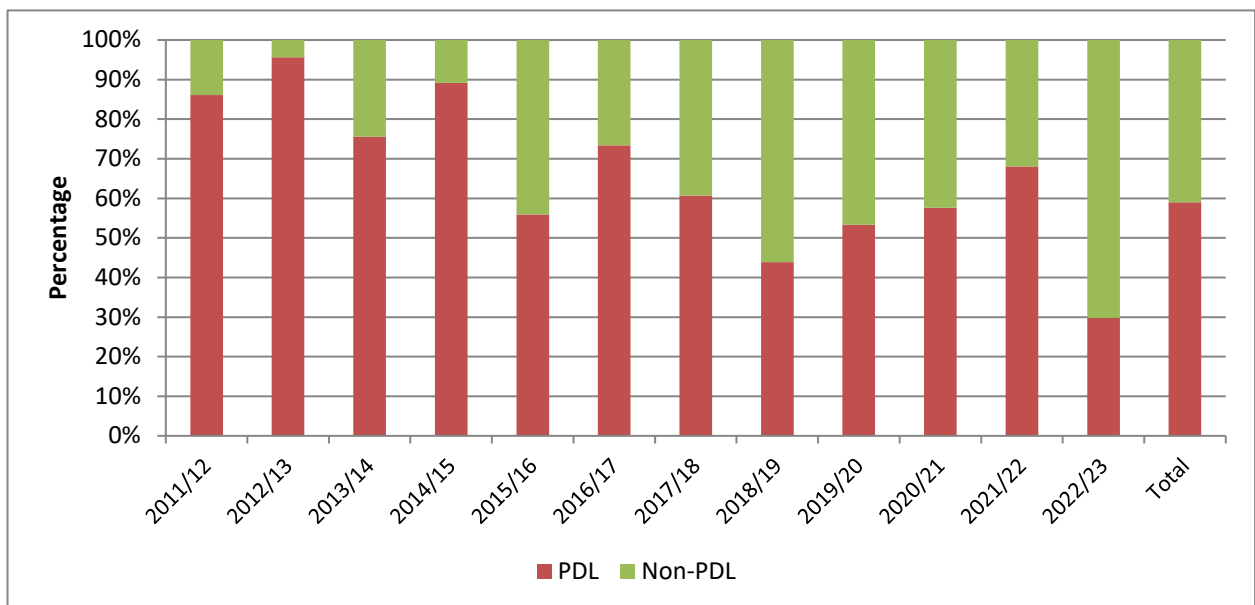
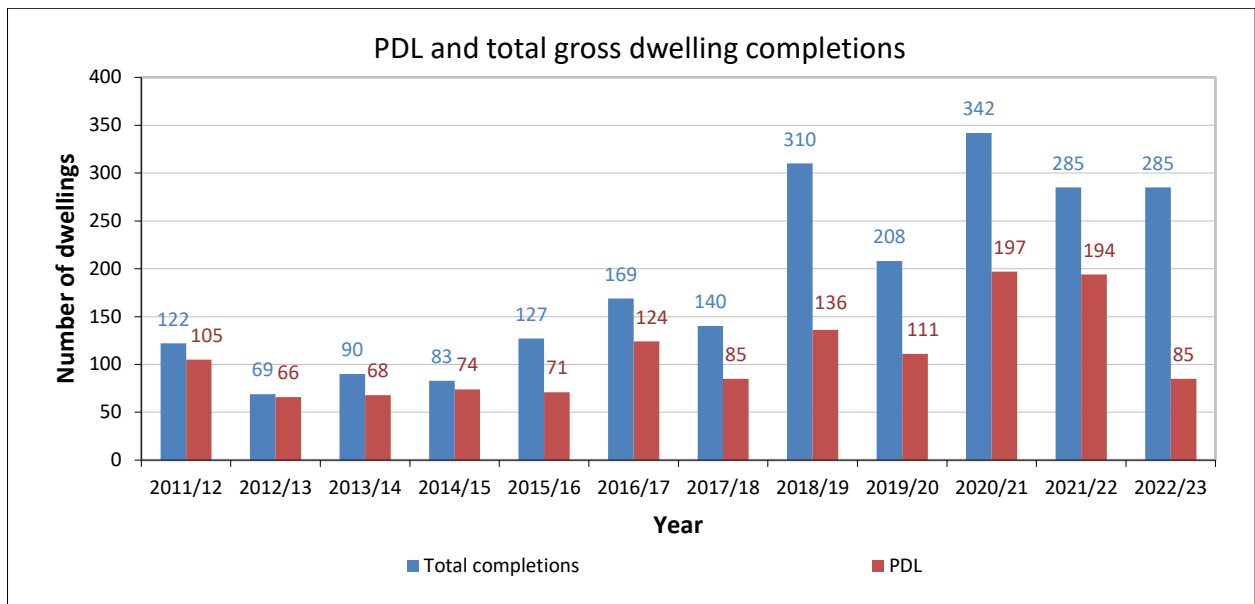
The rate of delivery and new planning permissions will need to increase if the borough is to make up the current shortfall in delivery and meet the adopted housing requirement by the end of the plan period. In terms of the distribution of dwellings with an extant planning permission is broadly in line with that set out in Policy SDP3 (LP1) – M65 Corridor (72%), West Craven Towns (16%) and Rural Pendle (12%), providing further evidence that the Core Strategy has been successful in delivering a pattern of development which is consistent with its spatial strategy.

The matter of how better to direct housing in response to housing needs is best addressed through the plan preparation process associated the emerging Local Plan. The emerging Local Plan will update the housing requirement in response to the latest available evidence, establish the spatial strategy for development beyond the current plan period, and provide an opportunity to allocate new land for housing.



<b>Indicator:</b>	<b>HS04</b> <b>Number of new dwellings completed on PDL</b>
<b>Policy Links</b>	SDP2, LIV1

**Data:**



## Commentary:

### About the indicator

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to demonstrate that previously developed land – also referred to as PDL or Brownfield land – is being recycled for new housing, thereby helping to regenerate the borough's urban areas.

Pendle Council is committed to promoting the regeneration of its urban areas and supporting sustainable development. The redevelopment of Brownfield sites for new housing is a key component in helping to achieve these objectives.

The data for this indicator is taken from the Council's planning application records and recorded annually in the housing land monitoring database.

### Current monitoring period

Approximately 70% of all new dwellings (net) completed in the 2022/23 monitoring period were constructed on Greenfield sites. This is significantly lower than in 2021/22 (32% Greenfield) and is the largest amount of residential development recorded on Greenfield sites in proportionate terms since 2011. This pattern of development reflects the contribution made by delivery at Trough Laithe, as well as 100% affordable housing sites at Harrison Drive, Colne and Former James Nelson Sports Ground, Nelson which has taken place on Greenfield sites.

### Longer-term trends

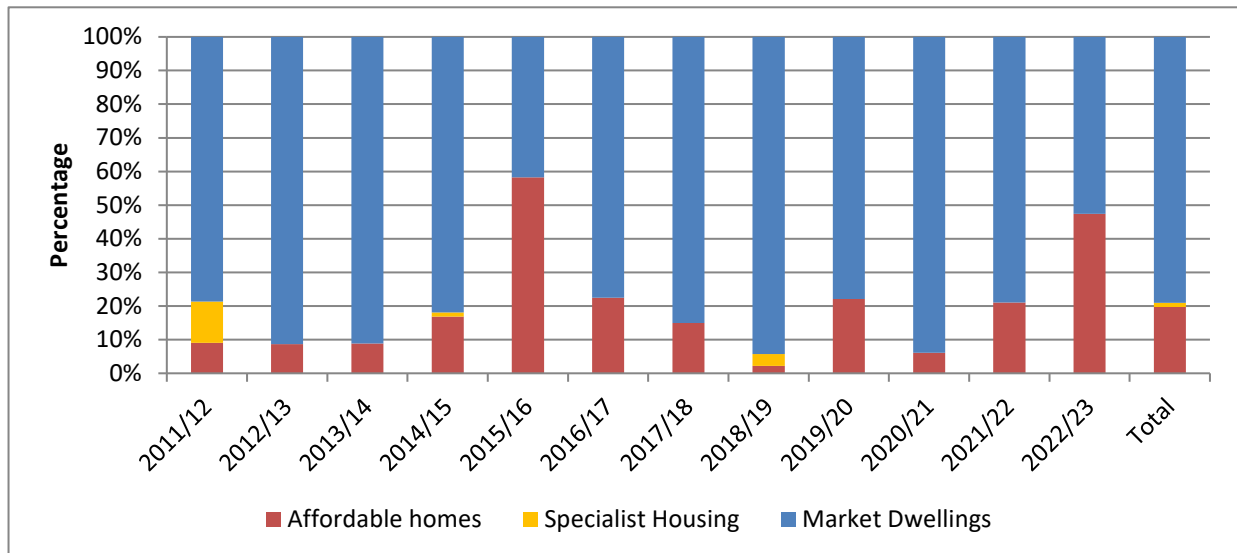
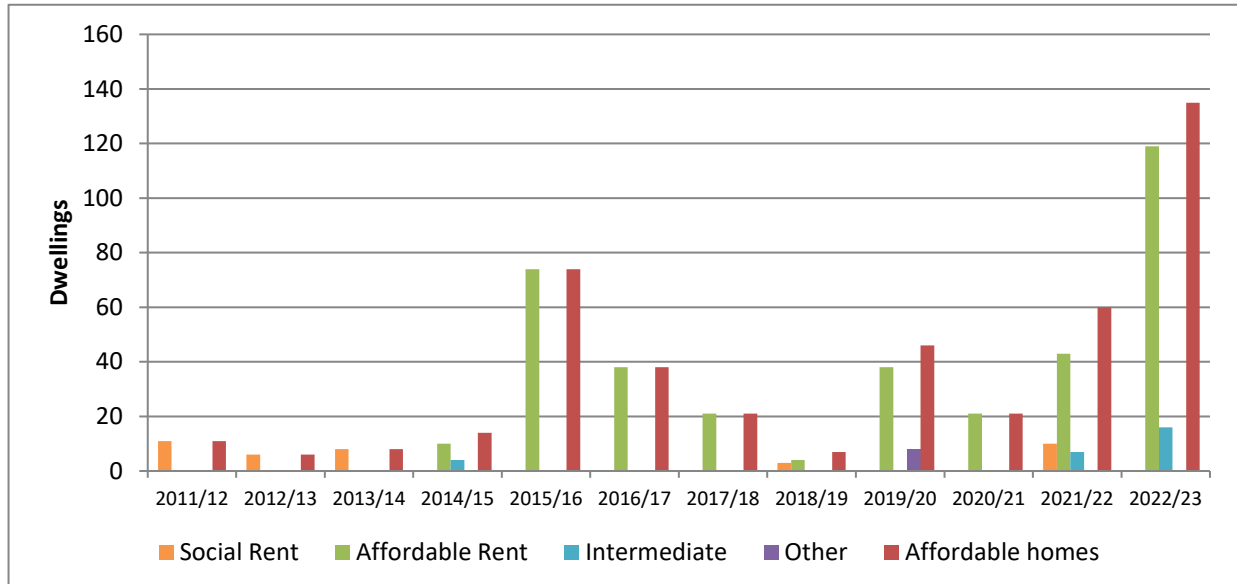
Since 2011 the proportion of new housing development which has taken place on Brownfield land has averaged 59%. Brownfield delivery as a proportion of new homes delivered in Pendle has declined over the plan period. However actual delivery on Brownfield sites has almost doubled in the last five years in contrast to the first five years of the plan period (increasing from an average of 77 dwellings per year to 130 dwellings per year)

The introduction of the National Planning Policy Framework in 2012, whilst continuing to promote the re-use of PDL, removed the "Brownfield first" approach, and established the need for Council's to determine their own housing requirement. For a period the Council could not demonstrate a five year land supply and so the presumption in favour of sustainable development was engaged for decision making. This has resulted in a number of large Greenfield sites gaining planning permission in recent years which are now contributing to the housing land supply. This, together with viability issues, is seen as the main reason why the percentage of development on PDL has fallen.

Examining the committed supply it is evident that 68% of new dwellings are to be delivered on Greenfield sites. As a result the proportion of homes built on PDL is likely to fall further in the remaining years of the plan period. This position is heavily influenced by the strategic housing site at Trough Laithe (a Greenfield site) which accounts for 32% of the committed supply. Other notable commitments on Greenfield land include the Oaklands site off Church Street, Barrowford (79 dwellings), and land at Further Clough Head, Nelson (98 dwellings).

The emerging Pendle Local Plan Fourth Edition seeks to increase the role of the borough's Brownfield land supply in meeting local housing needs.

<b>Indicator:</b>	<b>HS05</b> <b>Number of affordable homes completed</b>
<b>Policy Links</b>	LIV4

**Data:****Percentage of new affordable dwellings completed 2015/16 to 2022/23****Breakdown of new affordable dwellings completed 2015/16 to 2022/23****Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to illustrate the number of affordable homes being built in Pendle and their tenure.

Policy LIV4 (LP1) promotes the provision of affordable housing. Specifically it establishes targets to help increase the number of affordable homes being provided in different parts of the borough.

The data for this indicator is taken from the Council's planning application records.

#### **Current monitoring period**

Of the 285 homes completed in 2022/23, 150 (53%) were for market housing and 135 (49%) were affordable (119 affordable rent, 16 intermediate). No specialist housing was provided.

The number and percentage of affordable homes delivered is the highest recorded during the plan period. This is due to high delivery rates experienced at two 100% affordable housing sites under construction at Harrison Drive, Colne and Former James Nelson Sports Ground, Nelson as well as the delivery of affordable housing recorded at Trough Laithe.

Despite this recent success, securing the delivery of affordable housing within Pendle remains a significant challenge. This is due to several factors including:

- Low levels of viability across large parts of the borough;
- Concentration of development within the M65 Corridor;
- Changes to the NPPF to remove affordable housing requirements at small sites.

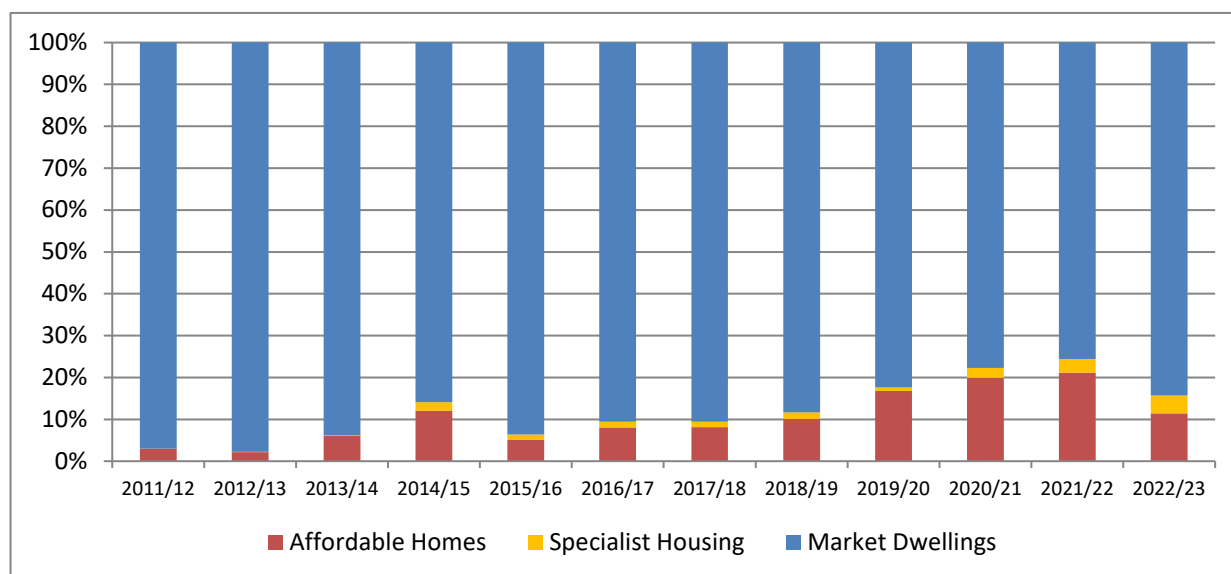
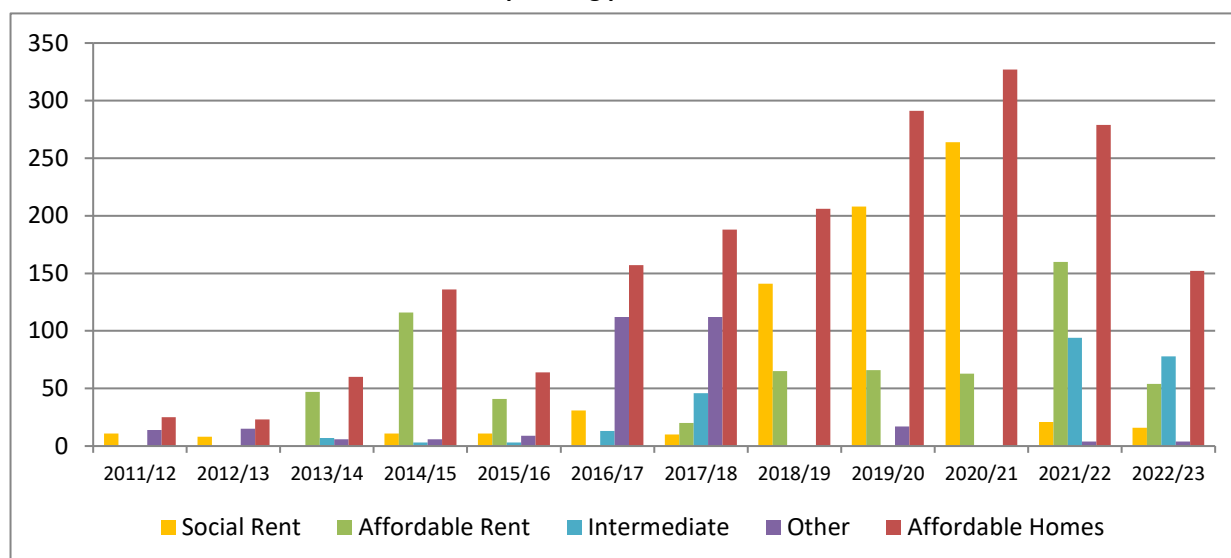
#### **Longer-term trends**

As the viability of many sites in the borough was found to be poor and unlikely to be able to support any affordable housing, Policy LIV4 (LP1) does not set an overall affordable housing target for the borough. An aspirational target of 40% was identified through the Strategic Housing Market Assessment (SHMA). From adoption of the Core Strategy performance to date indicates that 20% of all new dwellings meet the definition of affordable housing.

Only a small proportion of these dwellings have come forward as part of market housing schemes. The majority of new affordable homes have been provided on stand-alone developments constructed on behalf of a housing association using funding from Homes England (formerly the Homes and Communities Agency). This pattern may alter slightly in the future as existing commitments are built out. The Council however continues to seek opportunities to secure affordable housing at suitable sites.

The tenure of affordable housing stock provided since the adoption of the Core Strategy has been almost entirely made up on affordable rented products. This type of tenure is popular amongst Registered Providers and reflects evidenced need as set out within the Icení HEDNA report (2023).

<b>Indicator:</b>	<b>HS06</b> <b>Number of affordable homes granted planning permission</b>
<b>Policy Links</b>	LIV4

**Data:****Percentage of affordable homes with an extant planning permission 2011/12 to 2022/23****Number of affordable homes with an extant planning permission 2011/12 to 2022/23****Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal. Its main purpose is to show that progress is being made towards the achievement of the affordable housing targets set out in Policy LIV4 (LP1) by revealing the number of affordable homes with an extant planning permission.

The data for this indicator is taken from the Council's planning application records.

**Current monitoring period**

Policy LIV4 (LP1) requires the provision of affordable housing on developments above a certain site size threshold, in those areas of the borough where evidence suggests that this is viable. The policy establishes different targets for different areas of the borough. These targets are influenced by the economic viability and market attractiveness of the area concerned. The policy also acknowledges that the provision of affordable housing can sometimes threaten the viability of a development. Where suitable evidence is submitted alongside the planning application the Council may enter into negotiations with the applicant to explore the need to lower or remove the affordable housing requirement.

The stock of planning permissions at the end of the 2022/23 monitoring period is expected to deliver a total of 152 affordable units, which represents 11% of the total stock of extant planning consents. This proportion is below the 40% aspirational target set out in Policy LIV4 (LP1).

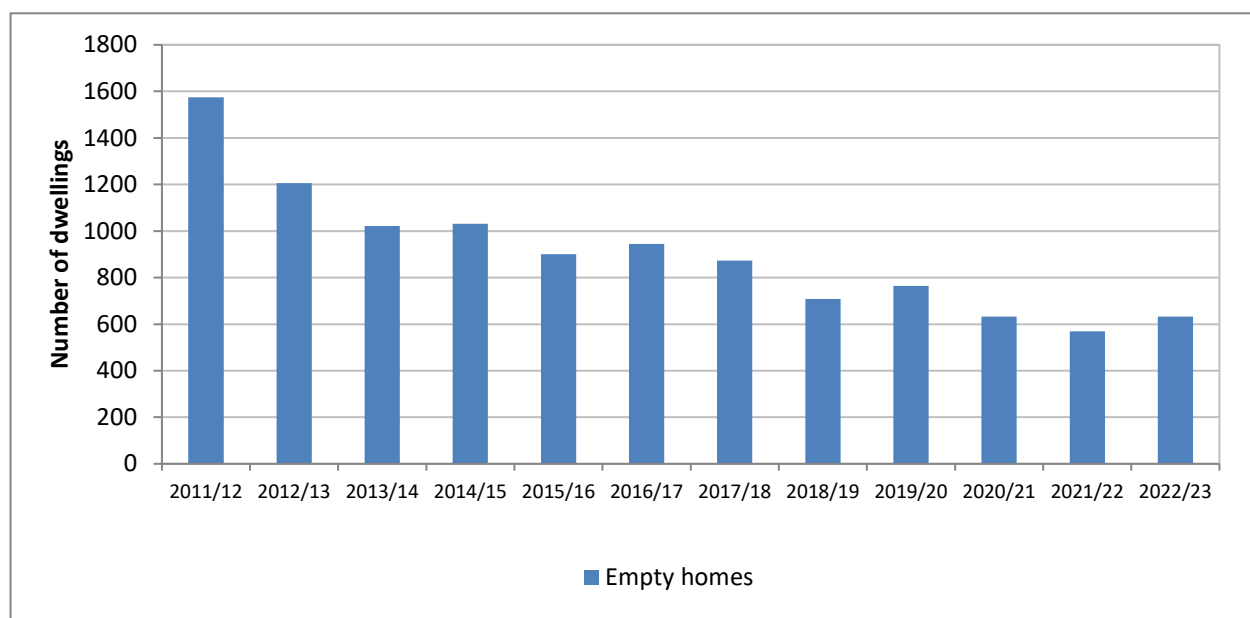
The vast majority of these affordable units are to be provided within the M65 Corridor (129 dwellings) with this being focussed at one major site (Trough Laithe) plus numerous smaller 100% schemes within the M65 corridor. This illustrates the strategic importance Trough Laithe makes to housing land supply in the borough and in particular the M65 Corridor, reflecting the purpose of the site's allocation through the Core Strategy. The reliance on affordable housing delivery at few sites and on 100% affordable schemes highlights viability problems experienced within the wider borough and constraint this has on the delivery of affordable housing through market led schemes.

**Longer-term trends**

The total stock of planning permissions for affordable housing in 2022/23 indicates that the number of permissions for affordable housing remains significantly lower than those for market housing. After high rates of affordable housing delivery in 2021/22 and 2022/23 (see indicator HS05) the supply of affordable housing available in the borough has fallen, even though the overall supply of housing available with planning permission has remained relatively constant.

The viability of development sites is an issue that continues to adversely affect the delivery of affordable housing. Developers continue to apply to the Council seeking to vary, or remove, a condition on their planning application requiring the on-site provision of affordable housing, or financial contributions towards off-site provision. Many schemes do not provide any affordable housing in response to Policy LIV4 which recognises viability challenges in the urban area.

<b>Indicator:</b>	<b>HS07</b> <b>Total number of, and change in number of, empty homes</b>
<b>Policy Links</b>	LIV1

**Data:****Commentary:****About the indicator**

This is a Local Plan indicator and a significant effects indicator for the Sustainability Appraisal. Its main purpose is to record the number of long-term empty homes and show how many have been brought back into use since the previous monitoring period.

Policy LIV1 (LP1) establishes that the reoccupation of long-term empty homes can make a significant contribution to meeting the overall housing requirement for the borough (see Indicator HS01), thereby helping to reduce the pressure to develop new housing on Greenfield sites.

The data for this indicator is obtained from the Council Tax Base record. This is submitted to the Government by the Financial Services Manager in October each year as part of the Council's claim for the New Homes Bonus.

**Current monitoring period**

The latest data shows that a total of 632 dwellings have been vacant for six months. This represents an increase in vacant housing stock from a low of 569 in 2021/22.

**Longer-term trends**

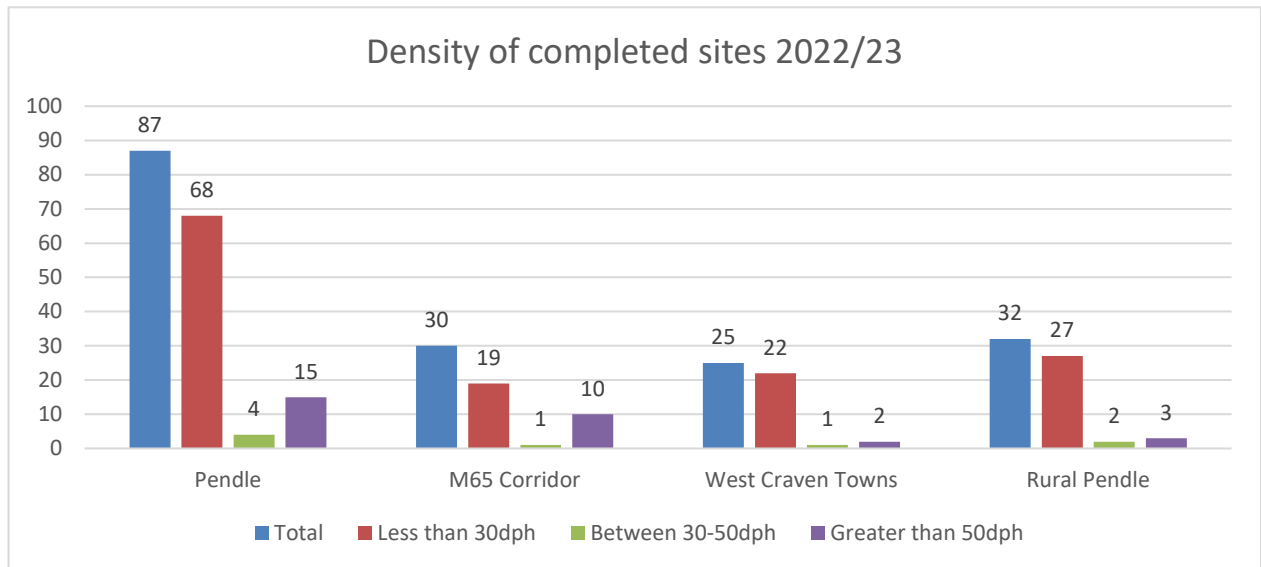
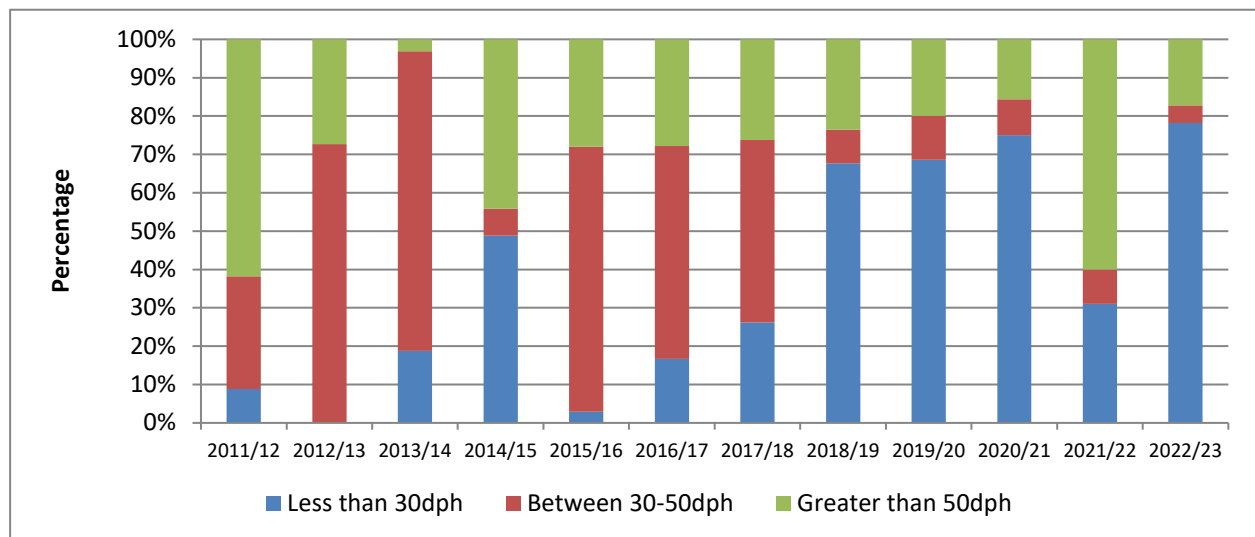
Despite the recent increase in vacant stock, the graph clearly shows that since the start of the plan period the number of long-term empty homes in the borough has been falling steadily, though the rate of reduction has slowed more recently. This is largely due to the success of the Empty Homes Strategy and associated Action Plan, which focussed on targeted intervention to bring properties back into use.

The percentage of empty homes in Pendle is close to the national average and represents a finite supply. As demonstrated by recent years, it is questionable whether significant inroads can continue to be made in the long term.

Where the number of empty homes increases (as in this monitoring year) Policy LIV1 (LP1) is clear that these dwellings must be added onto the requirement for the period (see indicator HS02). Thus, if long term empty dwellings are taken into account, the overall net dwelling rate achieved in 2022/23 is eroded from 285 dwellings per annum to 222 dwellings per annum.



<b>Indicator:</b>	<b>HS09</b> <b>Housing density of fully completed sites</b>
<b>Policy Links</b>	LIV5

**Data:****Density of new housing by Spatial Area 2022/23****Density of new housing developments by year**

## **Commentary:**

### **About the indicator**

This is a Local Plan indicator and a core output indicator for the AMR. Its main purpose is to help demonstrate that the best use of land is being made by reporting on the housing densities that have been achieved on sites that are fully completed during the monitoring period.

Policy LIV5 (LP1) indicates that new housing should make the most efficient use of land and be built at a density appropriate to its location, taking account of townscape and landscape character. It suggests that developments should normally seek to achieve a density of between 30 and 50dph.

The data for this indicator is taken from the Council's planning application records, with follow-up site visits conducted as necessary.

### **Current monitoring period**

Of the new-build housing sites that were fully completed in 2022/23 the majority (68%) were built at a density of less than 30dph. 15% of schemes were built at a density of 50dph or higher. 2022/23 saw a large proportion of site completions at Greenfield sites together with delivery at smaller capacity sites. Combined this results in a lower than normal density of housing sites completed in Pendle.

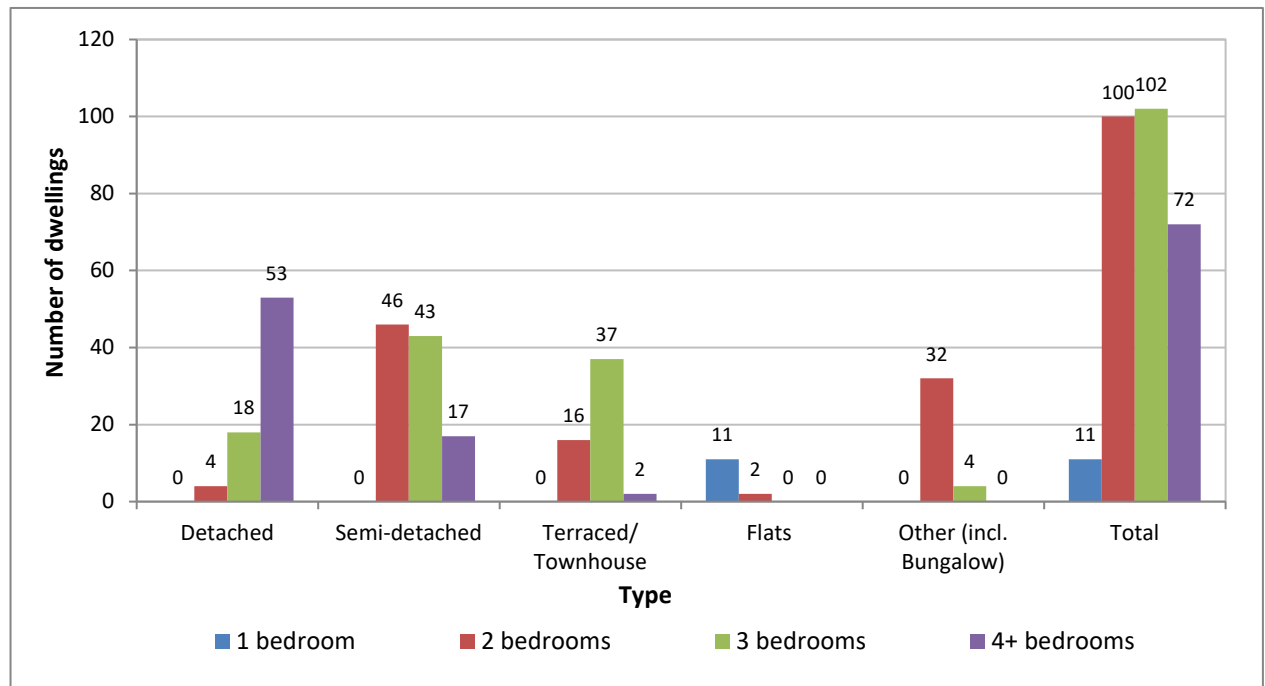
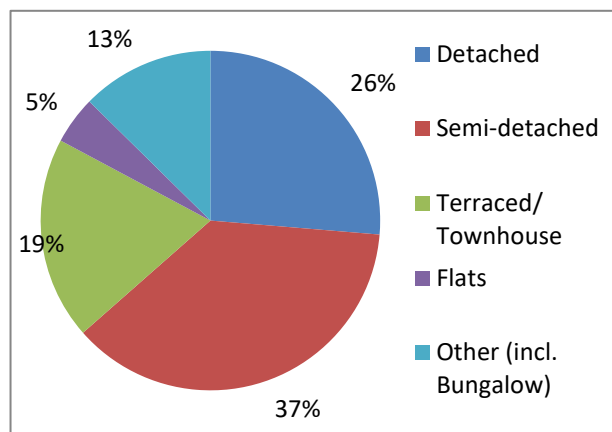
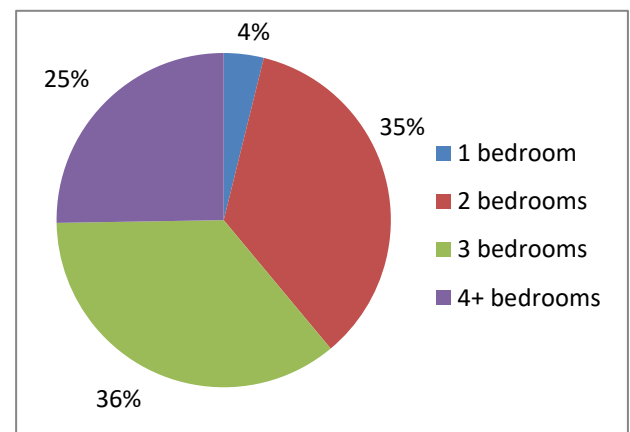
Notwithstanding this, the density of schemes developed within the settlement boundary of the borough's urban areas remain on target.

### **Longer-term trends**

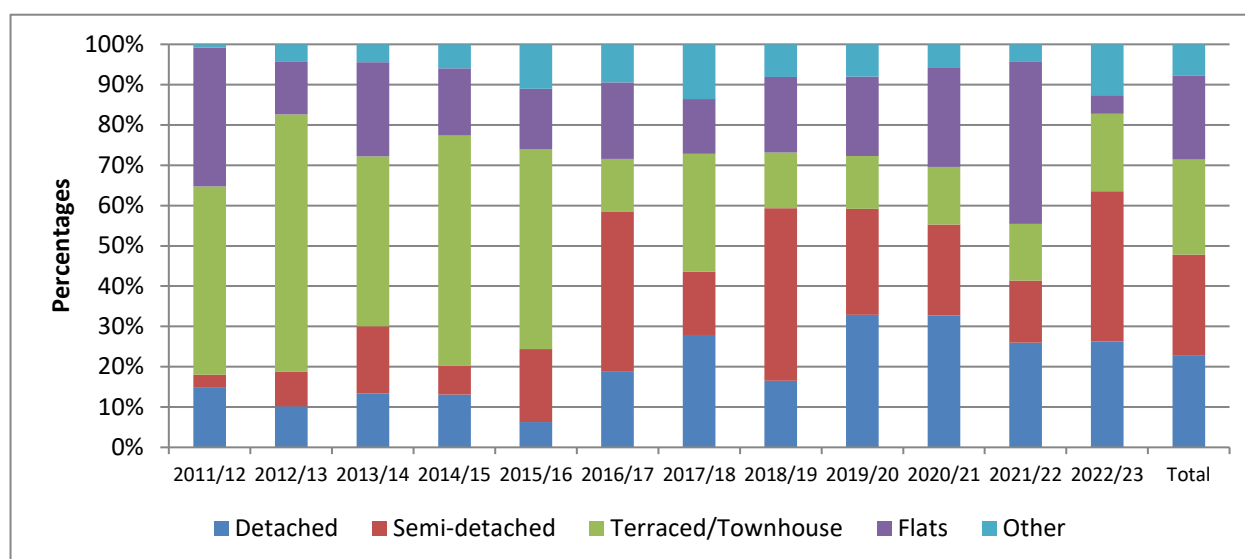
In five of the seven years since the start of the plan period, the majority of new housing has been built at a density of between 30 and 50dph. With the exception of 2021/22, this has since lowered with sites under 30dph now more prominent. This is below the target of planning policy and reflects circumstances of the geography and type of housing completions delivered within recent monitoring years partially as a result of the Council's housing land position. This pattern is expected to continue given the prevalence of Greenfield sites within committed housing land supply (at 68% of consented dwellings).

The preparation of the Local Plan provides opportunity to establish updated policy on housing density, and allocation of specific Brownfield sites where higher density development may be more suited.

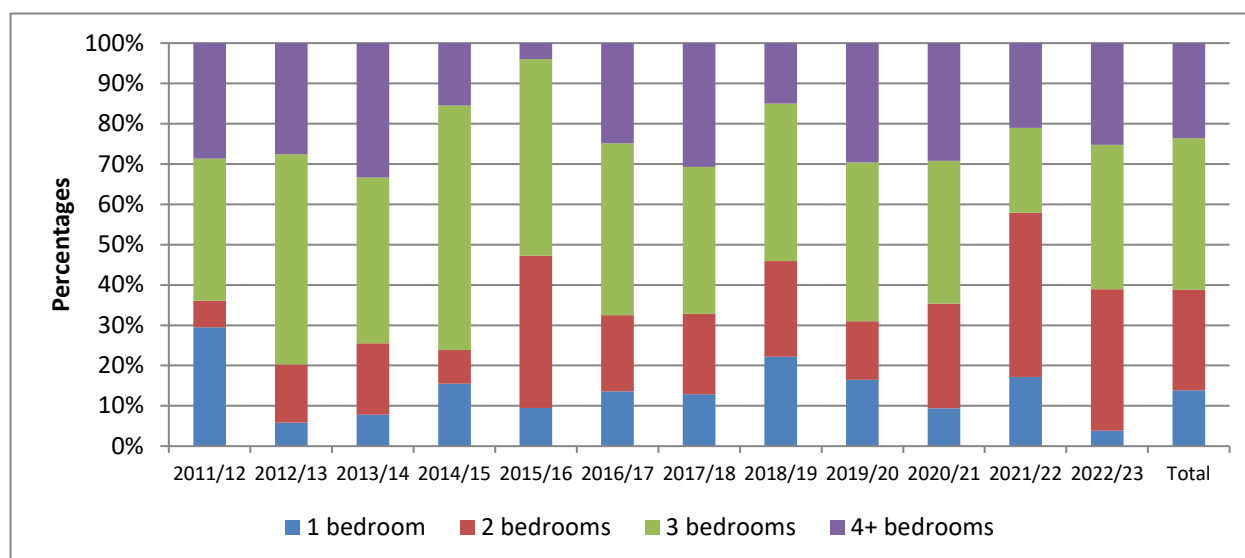
<b>Indicator:</b>	<b>HS11 (i) Types, sizes and tenures of completed dwellings</b>
<b>Policy Links</b>	LIV3, LIV4, LIV5

**Data:****Type and size of dwellings completed in 2022/23****Types of dwellings completed 2022/23****Size of dwellings completed 2022/23**

Percentage of different dwelling types completed by year



Percentage of different dwelling sizes completed by year



## Commentary:

### About the indicator

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to record the size and types of dwellings being completed in the borough in order to indicate whether they are helping to address the boroughs housing needs.

Policy LIV3 (LP1) uses information from the Strategic Housing Market Assessment (SHMA) to set out a desired profile for the delivery of new homes, which would help to achieve a more balanced stock of homes in Pendle, in terms of type and size, by the end of the plan period (2030). This indicator helps to assess whether the suggested profile is being achieved.

The data for this indicator is taken from the Council's planning application records, with follow-up site visits conducted as necessary.

**Current monitoring period**

For the 2022/23 monitoring period the data reveals that most dwellings completed were 2-bed and 3-bed properties.

In terms of property types, semi-detached properties made up the largest proportion of completions making up 37% of delivery.

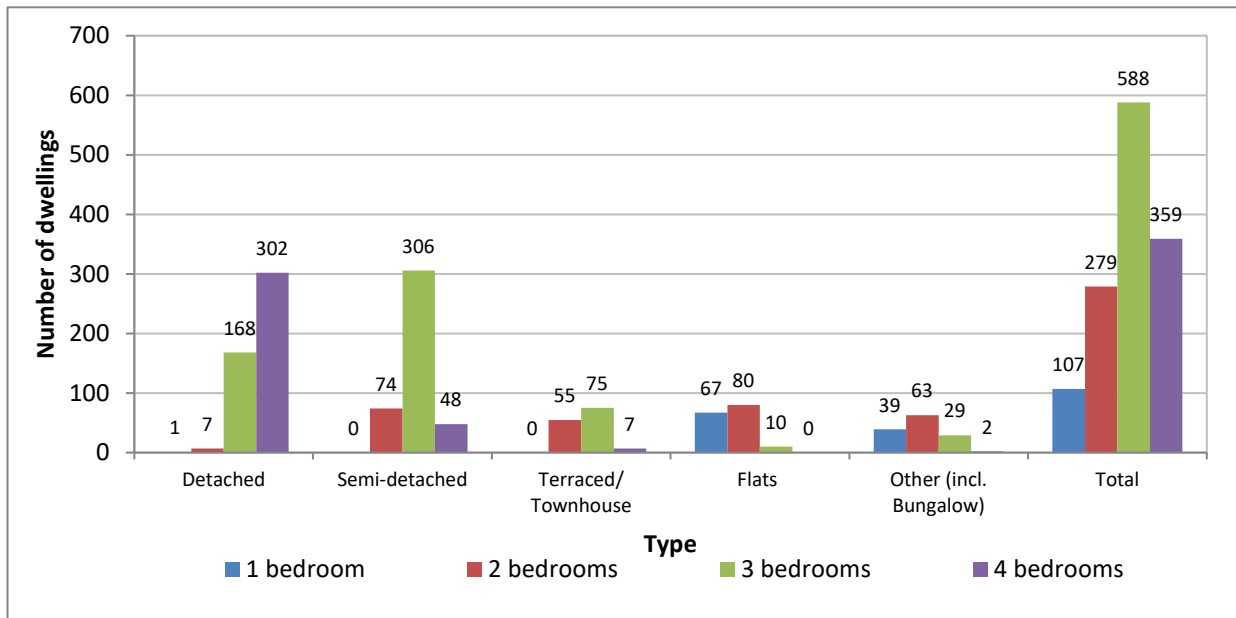
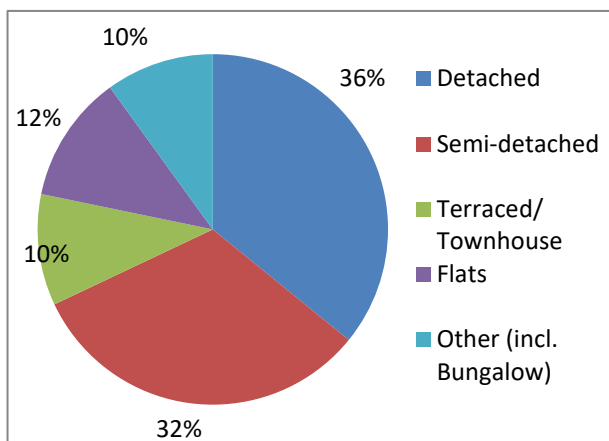
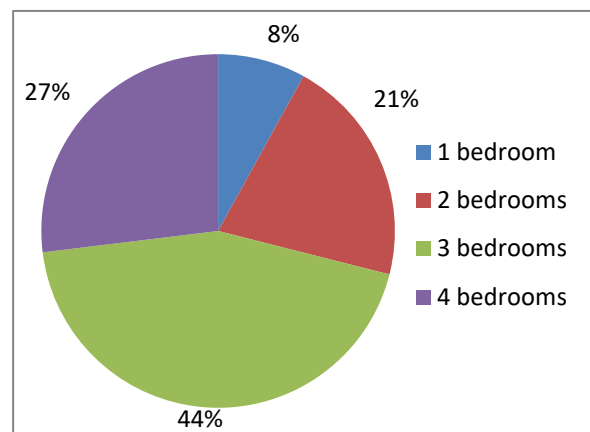
The size and type of dwellings completed in 2022/23 reflects the proportion of affordable housing delivered, with the majority of these being 2-3 bed semi-detached dwellings.

**Longer-term trends**

A diverse range of homes has provided since the start of the plan period. The data shows the amount of detached (30%), semi-detached (34%), terraced (32%), and apartment (28%) homes delivered has been relatively balanced. Whilst delivering a diversity of stock, the types of homes provided has diverged somewhat from the aims of the Core Strategy which seeks to increase the supply of detached and semi-detached property in response to the prevalence of terraced housing in the borough. Committed development (see HS11ii) should help delivery more closely meet the targets of the Core Strategy.

In terms of the size of properties, over the plan period so far 3-bed dwellings have most commonly been provided (38% of all dwellings). The provision of 2 bed dwellings and 4 bed dwellings is relatively balanced at 25% and 24% respectively. Overall the size of new homes provided in the borough is consistent with plan targets, helping to diversify the housing stock of Pendle.

<b>Indicator:</b>	<b>HS11 (ii)</b> <b>Types, sizes and tenures of available dwellings</b>
<b>Policy Links</b>	LIV3, LIV4, LIV5

**Data:****Type and size of dwellings with planning permission (31 March 2023)****Types of dwelling with planning permission****Size of dwellings with planning permission**

## Commentary:

### About the indicator

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to record the size and types of dwellings granted planning permission in order to indicate whether these are helping to address the borough's housing needs.

Policy LIV3 (LP1) uses information from the Strategic Housing Market Assessment (SHMA) to set out a desired profile for the delivery of new homes, which would help to achieve a more balanced stock of homes in Pendle, in terms of type and size, by the end of the plan period (2030). This indicator helps to assess whether the suggested profile is being achieved.

The data for this indicator is taken from the Council's planning application records.

### Current monitoring period

An analysis of the committed supply (sites under construction/sites with planning permission) as of the 31<sup>st</sup> March 2023 shows that there is a potential supply of 1328 dwellings.

Detached and semi-detached dwellings make up the largest proportion of the committed supply representing 36% and 32% respectively. The largest proportion of permitted dwellings are 3-bed (44%) with 27% of committed homes 4-bed and 21% 2-bed. The characteristics of the supply is heavily affected by a small number of larger schemes which make a significant contribution to the housing land supply of the Borough. This includes Trough Laithe, Barrowford, Oaklands, Church Street, Barrowford, Further Clough Head, Nelson. These are Greenfield sites built to a lower density.

The type and size of dwellings found within the committed supply is not as diverse as has been delivered in Pendle thus far during the plan period (see indicator HS11(i)). The delivery of this supply would however support objectives to diversify stock across the borough as a whole with greater emphasis on detached and semi-detached stock.

Where sites have outline consent and the type and size of dwellings proposed is not yet known, an assumption on the dwelling mix has been made based on a policy compliant position. Taking this into account, the actual mix of dwellings provided on these sites may differ. Future monitoring will update this position once the detailed schemes have been submitted and approved by the Council.

<b>Indicator:</b>	<b>HS12</b> <b>Number of new pitches for the Gypsy and Traveller community and the Travelling Showpeople community</b>
<b>Policy Links</b>	LIV4

**Data:**

2022/23	Pitches with Planning Consent		Pitches Completed	
	Permanent	Transit	Permanent	Transit
Gypsy and Traveller Community	0	0	0	0
Travelling Showpeople Community	5	0	0	0

Overall	Pitches with Planning Consent		Pitches Completed	
	Permanent	Transit	Permanent	Transit
Gypsy and Traveller Community	0	0	0	0
Travelling Showpeople Community	5	0	0	0

**Commentary:****About the indicator**

This is a core output indicator for the AMR. Its main purpose is to record the number of sites that have been developed and the number planning permissions that have been granted to address the accommodation requirements of the Gypsy and Traveller and Travelling Showpeople communities.

The [Pendle Housing Needs Assessment](#) (Lichfields 2020) finds that there is no unmet demand for accommodation for the Gypsy and Traveller or Travelling Showpeople communities in Pendle. The 2023 HEDNA by Iceni Projects finds that this position remains unchanged. Should demand arise in the future, Policy LIV3 (LP1) sets out the criteria to be followed when determining the suitability of a potential site for permanent and/or transit pitches.

The data for this indicator is taken from the Council's planning application records.

**Current monitoring period**

In addition to delivering the required number of homes for the settled population, the Council must also meet the housing needs of the Gypsy and Traveller and Travelling Showpeople communities.

The first application for pitches for Travelling Showpeople during the plan period was received in 2022 (see application reference 22/0551/FUL). The application for 5 pitches was approved by the Council in March 2023.

There is no indication of further demand for Travelling Showpeople sites in Pendle, and no demand for Gypsy and Traveller sites. No further activity is anticipated, however the emerging Local Plan (the Fourth Edition) does contain a draft policy which positively considers any future proposals which may come forward.

Future housing needs assessments and monitoring will help to indicate if the demand for permanent or transit pitches increases and whether there is a need to update this assessment.



<b>Indicator:</b>	<b>HS13</b> <b>Number of new dwellings completed that address a specific housing need</b>
<b>Policy Links</b>	LIV3

**Data:**

Type of need	Specialist Housing Provision (units)	
	With planning permission	Completed (2022/23)
Agricultural and forestry workers	2	0
Supported living	41	0
Live/work units	0	0
Care Home (C2 uses)	0	0
Houses in Multiple Occupation (HMOs) (C4 use class)	0	0

\*Data not currently available.

**Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to record the provision of new dwellings that meet specific housing needs.

Policy LIV3 (LP1) uses data from the Strategic Housing Market Assessment (SHMA) to identify the specific household types in Pendle that require new housing provision. This need is not expressed as a numerical requirement, but as a priority in terms of the level of need (i.e. high, medium, low).

Monitoring the number of dwellings that meet the needs of different groups within the local community is not a straightforward task, as many new homes that meet an identified housing need have not been specifically built to do so. It is therefore useful to also refer to Indicators HS05 and HS11.

Specific housing needs are often associated with the type and size of the dwelling. For example there is a need to provide larger homes for families, particularly within the black and minority ethnic (BME) community. Indicator HS11 provides data on the size and type of dwellings and this information provides the basis for highlighting whether a specific housing need is being met.

The data for this indicator is taken from the Council's planning application records. Dwellings for the use of agricultural and forestry workers are recorded as part of the annual monitoring of housing completions.

**Current monitoring period**

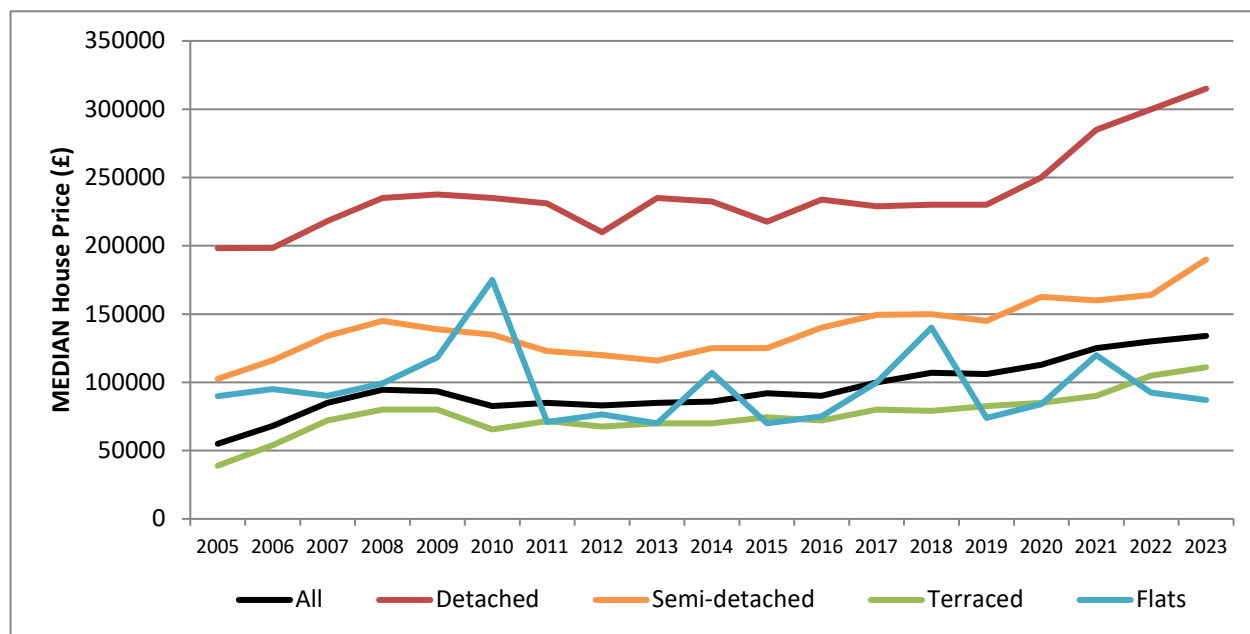
During the 2022/23 monitoring period there was no specialist housing provided in Pendle. A total of 36 Bungalows were completed during this monitoring year. Some of which may serve the housing needs of the elderly. Furthermore 2 self-build dwellings were also completed which may have been specifically designed to meet the needs of their occupier.

Overall the pipeline of supply found within committed development includes limited forms of specialist housing. This may be symptomatic of limited viability for specialist housing types or products within the borough's main urban areas despite evidence of need. The lack of public provision made by the policy decision made at county level to seek to reduce the need for specialised housing through adaptable housing and the encouragement alternatives types of provision delivered by the private sector is also a contributing factor.

**Longer Term Trends**

The committed supply includes 133 bungalows and permission for 16 self-build homes. Which may go some way to meeting specialised housing need above and beyond the 43 consented specialised dwellings. The emerging Local Plan includes standards for adoptable homes and encourages homes designed for the disabled which will influence the design of new homes approved over the plan period to ensure that they meet the changing needs of their occupiers as they grow older. This provides broader opportunities to meet housing needs beyond the provision of specialist stock.

<b>Indicator:</b>	<b>HS15 Median property prices</b>
<b>Policy Links</b>	None

**Data:****Median House Prices in Pendle 2005-2023 (March)**

Source: [Office for National Statistics \(HPSSA dataset 9\)](#)

**Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal. Its main purpose is to record the average price of new homes in the borough.

The median house price<sup>8</sup> provides a useful indicator to help illustrate the current state of the local housing market. Monitoring long-term trends in house prices can also help to show whether there is growing demand for housing in a particular area or whether the market is under performing or failing. Price data in conjunction with other datasets can also be used to show whether there is a growing affordability issue in the borough.

The data for this indicator is taken from the Office for National Statistics HPSSA Data Set 9: Median house prices for administrative geographies.<sup>9</sup>

**Current monitoring period**

At the end of the 2022/23 monitoring period the median house price in Pendle was £134,000. For terraced housing, which still accounts for the largest proportion of the local housing stock, the median house price increased from £105,000 in 2021/22 to £111,000 in 2022/23 continuing the gradual upward trend which has been observed over the plan period. The median house price for detached house continues to rise from £299,995 in 2021/22 to £314,998 in 2022/23. The median price of semi-detached

<sup>8</sup> The median is the middle value in a data set.

<sup>9</sup> HPSSA = Housing Prices Statistics for Small Areas

stock has started to rise at a faster pace rising from £164,000 in 2021/22 to £189,950 in 2022/23. The market for flats and apartments continues to be volatile and has fallen from £92,500 in 2021/22 to £87,000 in 2022/23.

### **Longer-term trends**

Between 2005 and 2023 the median house price in Pendle has increased at a relatively gradual rate. Median prices are more than double today than they were in 2005 and are now at their highest ever level. Should trends continue, it may be expected that in the next few years median property prices will have more than tripled since 2005.

The price of terraced housing in Pendle has followed a similar trend to the overall position, reflecting the fact that a large proportion of the housing stock is made up of terraced properties. This proportion serves to suppress the median property price in Pendle in contrast to other parts of the country and indeed other parts of Lancashire. The median price of detached dwellings has increased significantly, but the rate of increase has begun to slow. The price disparity between detached and terraced stock also reflects the geographical disparity in land values and deprivation which are found within Pendle particularly between the M65 Corridor where terraced dwellings are typically concentrated and Rural Pendle where there is a higher proportion of detached housing stock.

Whilst prices of semi-detached properties have increased between 2005 and 2023, the observed increase has been less significant. Semi-detached properties reflect a higher proportion of the dwelling stock of Pendle in comparison to detached properties, with the supply spread almost equally across all parts of the borough. This hides any geographical variation in prices for this type of property when reported at the borough level. Notwithstanding this, semi-detached property prices are now seeing the fastest pace growth of any house type.

The median price of flats has varied quite significantly over the last 16 years with considerable peaks and troughs (a high of £175,000 in 2010 to a low of £69,975 in 2015). This in part reflects the limited number of flats available in the borough and the wide variety in the types of flats/apartments that are on the market. Within the last 5-years median prices have peaked at £140,000 in 2018, before almost halving in value in 2019. Following a short recovery, the median again seems to have been declining in recent years.

House prices have increased in Pendle following national trends despite the number of homes delivered over this period. Housing supply is not the only factor determining house price with demand factors beyond the control of the Council also at play. It is nevertheless worthwhile in continuing to monitor median house prices for their impact on affordable housing need, long term empty dwellings, and deprivation.

## Working: creating a dynamic and competitive economy (including retail and town centres)

- 4.29 Pendle has a diverse and vibrant economy which has strengths in advanced manufacturing and engineering, but particularly within the highly skilled high value aerospace sector. Out-of-centre retail growth was strong to the middle of the plan period, but this has not been at the expense of the borough's town centres. Barnoldswick won the best local centre category in the annual Great British High Street awards in 2014 and Colne was one of three finalists in the Market Town category in 2015.
- 4.30 The allocation of a strategic employment site, alongside Junction 12 on the M65 motorway, brings a much needed opportunity to build on the success of the adjacent Lomeshaye Industrial Estate. A design guide has been prepared to ensure that the new site provides an environment that is attractive to local businesses looking to grow and attractive to inward investment that will help to diversify and strengthen the local economy.
- 4.31 This section considers data relating to the local economy with monitoring reflecting use classes as amended (see Appendix C for Use Class Conversion Table).
- 4.32 The targets and trigger points used to help measure the performance of planning policies in Pendle Local Plan Part 1: Core Strategy ["LP1"], which address matters associated with the employment, are set out in Table 4.14.
- 4.33 The commentary for each indicator will provide details of whether the appropriate targets are being met, or whether any management actions need to be taken if the data reveals that the appropriate triggers have been reached.

**Table 4.14 – Spatial development targets and triggers**

Policy	Targets	Triggers
SDP4	<ul style="list-style-type: none"> <li>Deliver employment provision in accordance with the spatial distribution by Spatial Area (M65 Corridor: 78.5%, West Craven Towns: 18.5%, Rural Pendle: 3.0%)</li> </ul>	<ul style="list-style-type: none"> <li>60% or less of new employment development has occurred in the M65 Corridor by 2020 and 2025.</li> <li>15% or less of new employment development has occurred in the West Craven Towns by 2020 and 2025.</li> <li>10% or more of new employment development has occurred in the Rural Areas by 2020 and 2025.</li> </ul>
SDP5	<ul style="list-style-type: none"> <li>Deliver retail provision in accordance with the retail hierarchy.</li> </ul>	<ul style="list-style-type: none"> <li>40% or more of approved major retail development are located outside the three main town centres by 2020 and 2025.</li> </ul>

Policy	Targets	Triggers
WRK1	<ul style="list-style-type: none"> <li>• Increase employment levels, particularly in growth sectors.</li> <li>• Diversify and strengthen the local economy.</li> <li>• Reduce unemployment levels.</li> <li>• Increase average wage levels.</li> <li>• Improve the range and level of skills in the local workforce.</li> <li>• Increase provision of new business floorspace.</li> </ul>	<ul style="list-style-type: none"> <li>• No net increase in the proportion of the economically active population in employment by 2020 and 2025.</li> <li>• No reduction in the proportion of the economically active population claiming Job Seekers Allowance (JSA) by 2020.</li> <li>• No net increase in median gross annual earnings by 2020 and 2025.</li> <li>• The proportion of VAT registered business births does not meet or exceed the North West average by 2025.</li> <li>• 20ha or less of the net employment land requirement has been developed by 2020.</li> </ul>
WRK2	<ul style="list-style-type: none"> <li>• Provide 45.09ha (net) of employment land between 2011 and 2030.</li> </ul>	<ul style="list-style-type: none"> <li>• 20ha or less of the net employment land requirement has been developed by 2020.</li> <li>• 30ha or less of the net employment land requirement has been developed by 2025.</li> </ul>
WRK3	<ul style="list-style-type: none"> <li>• Deliver strategic employment site within the first five years of the plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Developer not on-site by 2017.</li> <li>• Development Brief not prepared by the end of 2016.</li> </ul>
WRK4	<ul style="list-style-type: none"> <li>• Develop new floorspace for both convenience and comparison retail uses.</li> <li>• Increase the take-up of existing floorspace for retail uses.</li> <li>• Reduce the number of vacant premises in designated shopping centres.</li> <li>• Increase employment in retailing.</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of convenience and comparison retail floorspace are not in line with the projections in the Retail Capacity Study by 2023.</li> <li>• The number and/or percentage of town centre premises in non-retail uses shows an increase in three consecutive years.</li> <li>• The number and/or percentage of vacant town centre premises shows an increase in three consecutive years.</li> <li>• No net increase in retail employment by 2020.</li> </ul>
WRK5	<ul style="list-style-type: none"> <li>• Create additional floorspace for tourism, leisure and cultural uses.</li> <li>• Increase the number and percentage of people employed in tourism.</li> </ul>	<ul style="list-style-type: none"> <li>• No net increase in floorspace for tourism, leisure and cultural uses by 2020.</li> <li>• No net increase in tourism employment by 2020.</li> </ul>
WRK6	<ul style="list-style-type: none"> <li>• Increase the number of new commercial premises achieving a BREEAM rating.</li> <li>• Increase the amount of open space created in new employment developments.</li> </ul>	<ul style="list-style-type: none"> <li>• 40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.</li> <li>• No increase in the amount of open space arising from new employment development by 2020.</li> </ul>

4.34 Table 4.15 provides details of the indicators included within this topic area and whether they are being reported in the current monitoring year.

Table 4.15 – Monitoring spatial development

Indicator		Comments	Reported
EC01	Amount of new employment floorspace	Planning application records in Uniform, plus follow-up site visits.	✓
EC02	Amount of new employment floorspace completed on PDL	Data collected as part of the annual monitoring process. Uses the site area data captured in the employment land database.	✓
EC03	Amount of new employment floorspace with an extant planning consent	Data collected as part of the annual monitoring process. Uses the site area data captured in the employment land database.	✓
EC04	Amount of employment land / floorspace lost to alternative uses by location	Data collected as part of the annual monitoring process. Uses the site area data captured in the housing, employment, retail and leisure databases.	✓
EC05	Unemployment levels	Data is taken from NOMIS Job seekers allowance (JSA) and worklessness figures.	✓
EC06	Number and change in VAT and PAYE registered businesses	Data is available from the Business demography UK dataset (ONS).	✓
EC07	Employment levels	Data is available via the Annual Population Survey (NOMIS).	✓
EC08	Average wage levels	Data is available via the Earnings and hours worked, place of residence by local authority: ASHE Table 8 (ONS).	✓
EC09	Estimates of household earnings	Data is sourced from the report on gross disposable household income, published by Lancashire County Council.	✗
EC10	Development Bradley AAP Employment Allocation	Data collected as part of the annual monitoring process.	✗
EC11	Number of employment development completed in accessible locations	Data collected as part of the annual monitoring process. GIS mapping is used to map all new employment developments and identify those that have been completed within a defined accessibility area.	✓
EC12	Amount of new retail / town centre floorspace completed	Data collected as part of the annual monitoring process. Uses the site area data captured in the retail and leisure land database.	✓

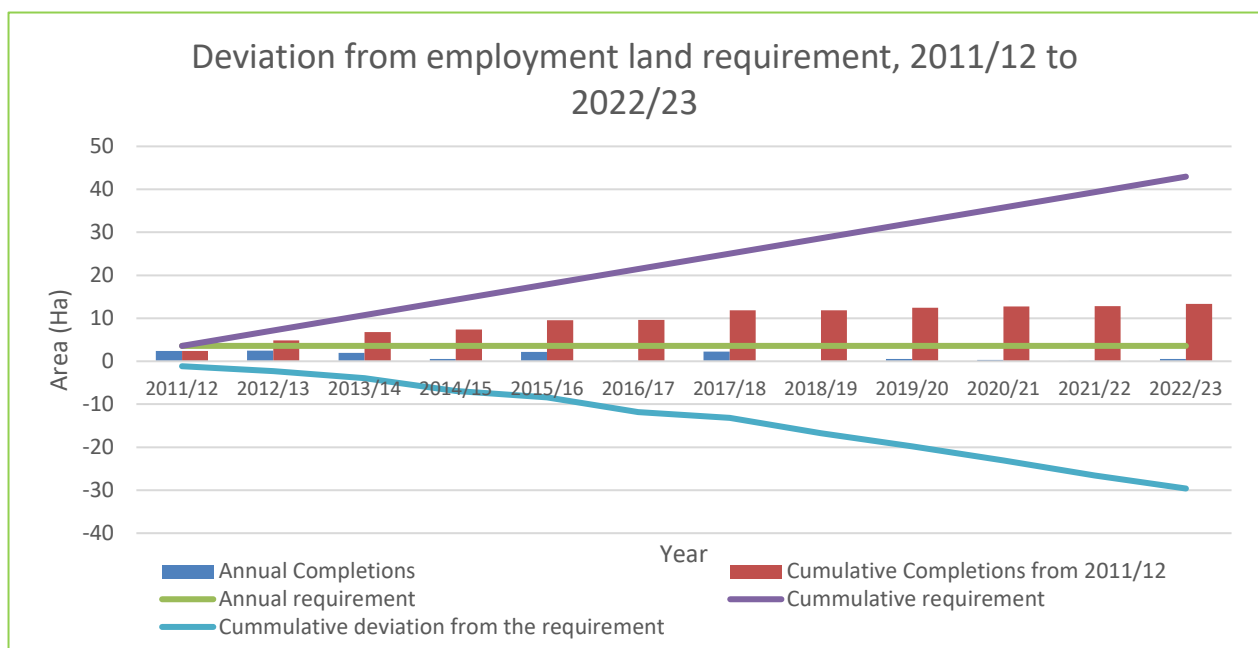
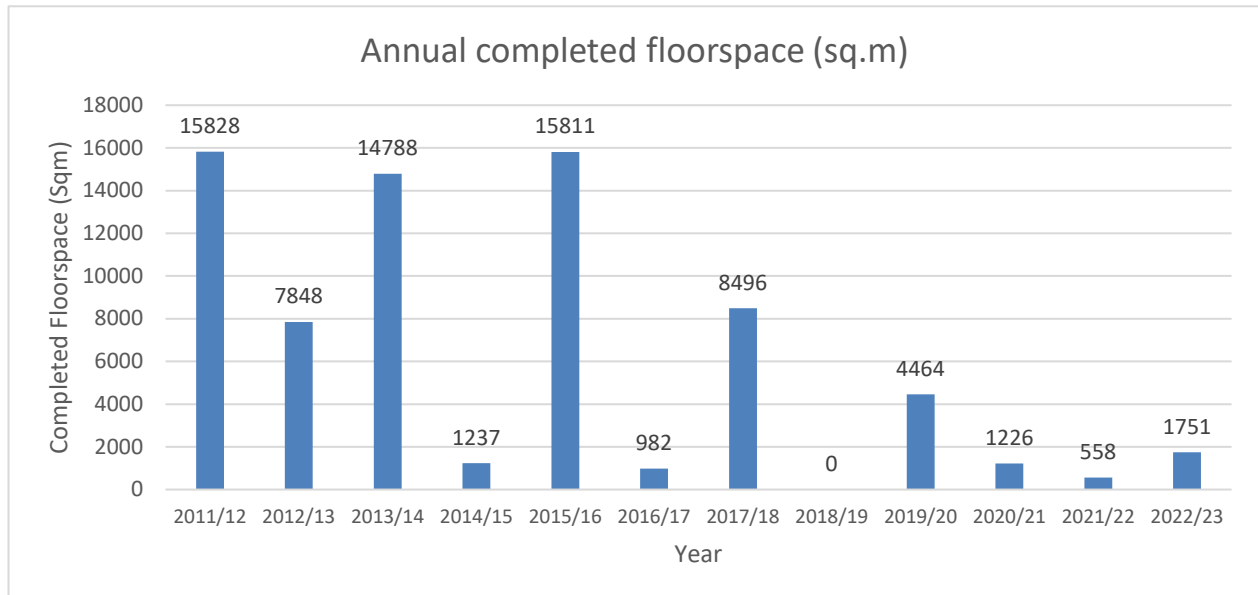
Indicator		Comments	Reported
EC13	Town centre occupancy levels	Data collected as part of the annual monitoring process.	✓
EC14	Amount of floorspace for retail / town centre uses with an extant planning consent	Data collected as part of the annual monitoring process. Uses the site area data captured in the retail and leisure land database.	✓
EC15	Amount of new retail / town centre floorspace completed on PDL	Data collected as part of the annual monitoring process. Uses the site area data captured in the retail and leisure land database.	✓
EC16	Amount of floorspace completed for Tourism, Leisure and Culture	Data collected as part of the annual monitoring process. Uses the site area data captured in the retail and leisure land database.	✗



<b>Indicator:</b>	<b>EC01</b> <b>Amount of new floorspace completed</b>
<b>Policy Links</b>	RPLP23, SDP4, WRK1, WRK2

**Data:**

Employment floorspace completed in Pendle from 2011/12 – 2022/23

**Commentary:****About the indicator**

This is a Local Plan indicator and core output indicator for the AMR.

Completions data is used to show progress against the employment land requirement set-out in Policy WRK2 (LP1), which is taken from Pendle Employment Land Review (2013). The floor area for new build

schemes, premises conversions and changes of use is recorded. The results are converted to an employment land requirement (hectares) using conversion factors from the Employment Densities Guide 3rd Edition (Homes England, 2015).

The data for this indicator is taken from the Council's planning application records and recorded annually in the employment land monitoring database.

#### **Current monitoring period**

Employment land take-up in 2022/23 remains amongst the lowest recorded during the plan period. In 2022/23 a total of 1751m<sup>2</sup> (gross) of new employment floorspace was created in Pendle. This required an estimated land take-up of 0.53ha, which is well below than the annual average take-up rate since the start of the plan period (1.11ha).

B8 was the dominant floorspace provided, with the majority of delivery centred at the development within Colne's South Valley (Phase 1 of a larger development).

There continues to be a significant loss of floorspace to non-employment uses. Changes of use between employment 'B' use classes also continue to be high.<sup>10</sup> In 2022/23 these equated to a loss of 5,706m<sup>2</sup> of employment floorspace (see Indicator EC04 for details). This means that in 2022/23, employment space declined by 3,955m<sup>2</sup>.

#### **Longer-term trends**

The amount of employment land provided in 2022/23 was higher than that recorded in the 2021/22 monitoring period (0.53ha in contrast to 0.06ha). Gross employment completion rates in the borough have dropped significantly in the last 5 years in contrast to the first five years of the plan period. In 2018/19 no new employment land was delivered within the borough. The recent drop in employment completions has resulted in the average completion rate now being just 1.11ha per annum. The annual requirement of 2.58ha has not been achieved in any of the last 10 years. Cumulative delivery has been around one third of that required.

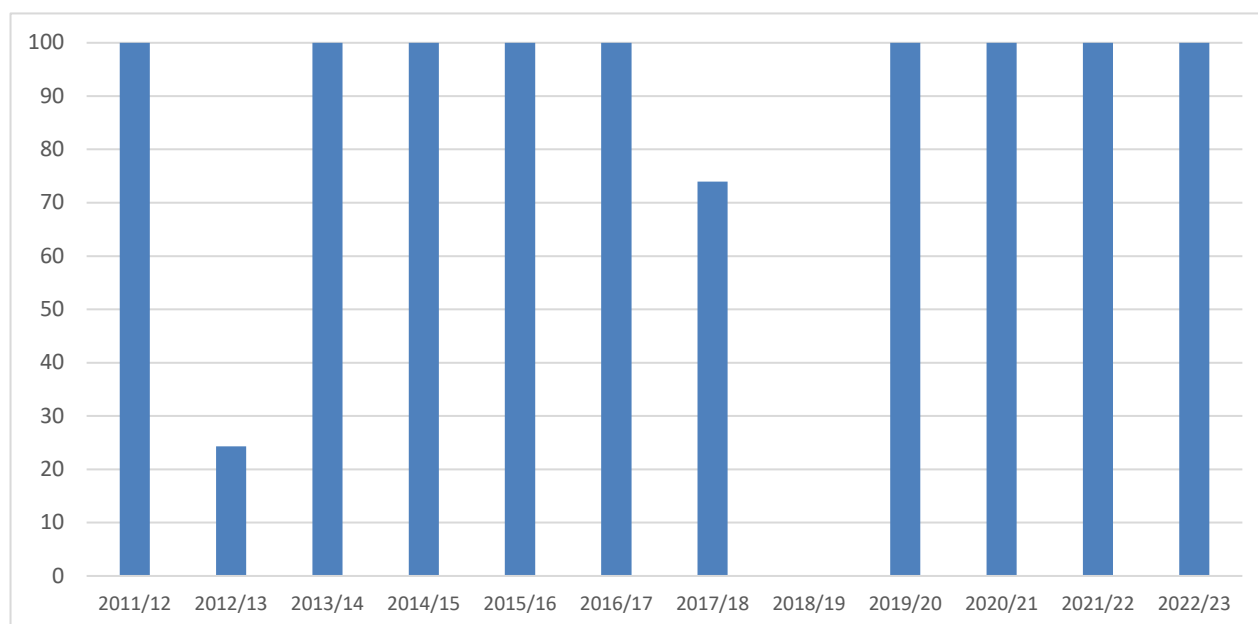
The location and quality of land, and the cost of delivery, together with changing needs since adoption of the Core Strategy are likely to all form reasons for the low delivery of employment land in the borough. Availability of land is however likely to have a significant effect on delivery of employment land. With the absence of available suitable strategic sites constraining delivery.

In 2020/21 employment land commitments (see indicator EC03) grew to the highest level recorded since the start of the monitoring period and is now more than double than when the Core Strategy was adopted. The amount of available land for employment development continues to be high. The majority of this growth is located at three major sites (two extensions at the Lomeshaye Industrial Estate, and the Riverside Business Park). The largest of these (Lomeshaye Phase 2) received outline consent during the latest monitoring year. Delivery at any of these sites, would significantly increase employment land take up recorded in the borough, and would quickly address the recorded shortfall in delivery.

The Council's priority should be to unlock the development of these sites to help promote economic growth and increased prosperity for residents.

<sup>10</sup> Losses are recorded for each use class. Changes between the employment use classes are recorded as a loss to one use class and a gain to another. The net overall provision takes into account both of these figures.

<b>Indicator:</b>	<b>EC02</b> <b>Amount of new employment floorspace completed on Previously Developed Land (PDL)</b>
<b>Policy Links</b>	RPLP23, SDP2, WRK2

**Data:****Percentage of New Employment Floorspace Completed on PDL****Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to record the amount of new employment floorspace completed on Previously Developed Land – also referred to as PDL or Brownfield land – to demonstrate that regeneration activity is helping to create new employment opportunities on recycled land.

The data for this indicator is taken from the Council’s planning application records and recorded annually in the employment land monitoring database.

**Current monitoring period**

In the 2022/23 monitoring period all employment development took place on previously developed land. This indicates that land and premises continue to be recycled for employment use. The take-up of employment land was largely associated with changes of use and the extension of existing premises though did include the redevelopment of derelict sites.

**Longer-term trends**

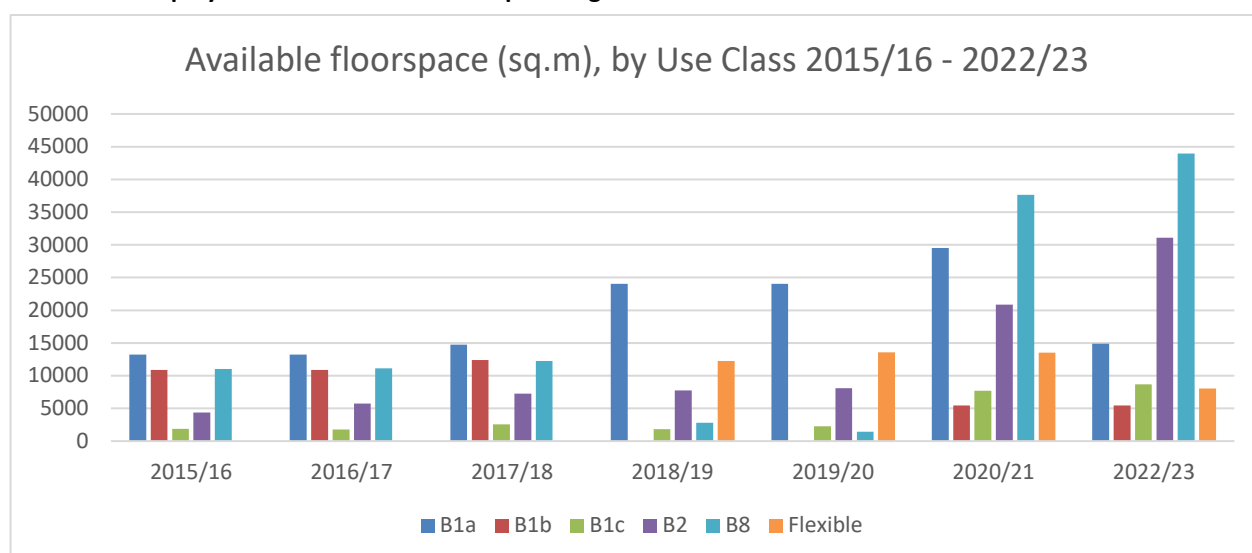
In nine of twelve monitoring periods, all employment floorspace has been completed on previously developed land. The noticeable exception was in 2012/13 when the completion of a large facility for Senior Aerospace Weston on a Greenfield site at the West Craven Business Park distorted the figures. No new employment floorspace was delivered in the Borough in 2018/19.

Moving forwards, should committed developments come forward at the approved extensions of Lomeshaye Industrial Estate and Riverside Business Park, employment completions would radically favour Greenfield sites. Whilst this pattern of development would run contrary to this indicator, all sites form part of the adopted strategy for employment growth in the Borough as set out within the Core Strategy (LP1) and play a fundamental role in promoting economic growth for Pendle.

<b>Indicator:</b>	<b>EC03</b> <b>Amount of new employment floorspace with an extant planning consent</b>
<b>Policy Links</b>	RPLP23, WRK2

**Data:**

Amount of employment land with an extant planning consent at 31<sup>st</sup> March 2023

**Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to record the amount of employment floorspace with an extant planning consent, on sites where development is still under construction or has not started. Together with published employment forecasts, this trend data is used to help to inform future requirements for employment land in Pendle.

The data for this indicator is taken from the Council's planning application records and recorded annually in the employment land monitoring database. For the purpose of clarity the former B1 use class is referred to for this indicator. Please see Appendix C to see how this relates to today's use classes.

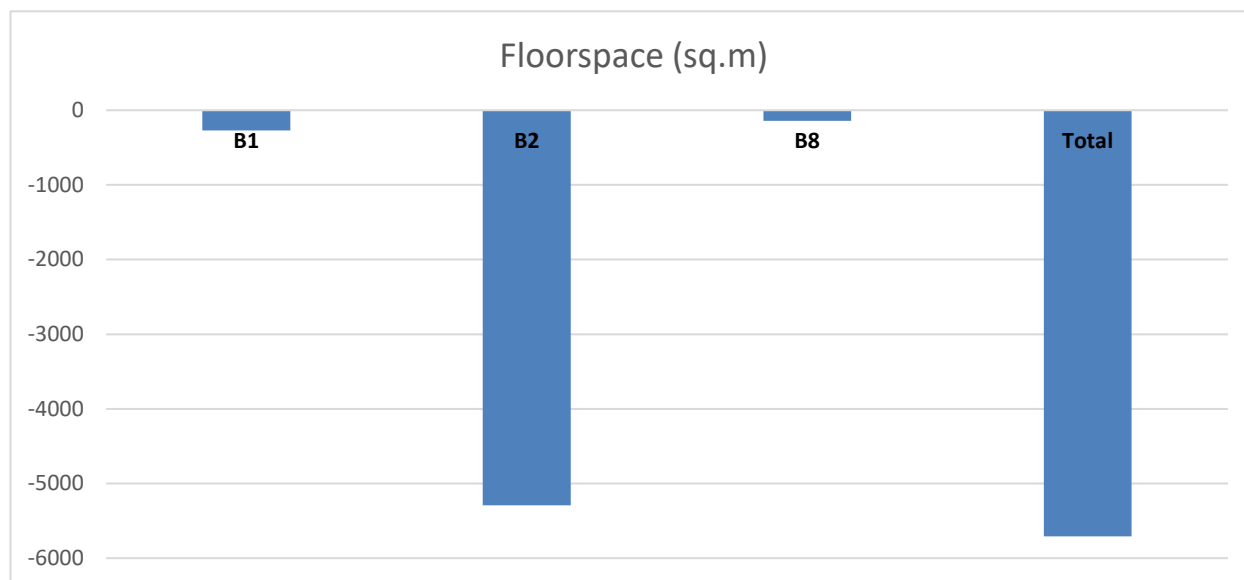
**Current monitoring period**

Permission currently exists for 112,053m<sup>2</sup> of gross employment floorspace in Pendle. Of this 39% is for B8 storage use, 28% B2 General Industrial use, 26% B1a Office, B1b research and development, or B1c light industrial (now Class E(g)), and 7% where the use is flexible (more than one type of employment use). Over half of available employment land is located at Lomeshaye Phase 2 allocated by the Core Strategy which has planning permission.

**Longer-term trends**

The amount of employment land available within the borough has remained relatively constant at since the large increase experienced in 2020/21. This position reflects the planning status at three major sites which collectively provide 93,693m<sup>2</sup> of approved employment floorspace. This underlines the importance these sites hold in securing the delivery of new employment land in the borough both to 2030 and beyond. It is important that the Council continues to work to secure the delivery of these sites.

<b>Indicator:</b>	<b>EC04</b> <b>Amount of employment land/floorspace lost to alternative uses</b>
<b>Policy Links</b>	WRK2

**Data:****Loss of employment floorspace (m<sup>2</sup>) in 2022/23****Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal and a local output indicator for the AMR. Its main purpose is to record the loss of employment land and floorspace to non-employment uses. Recording the redevelopment of former textile mills also helps to indicate a potential loss of industrial heritage.

The data for this indicator is taken from the Council's planning application records and recorded annually in the employment land monitoring database.

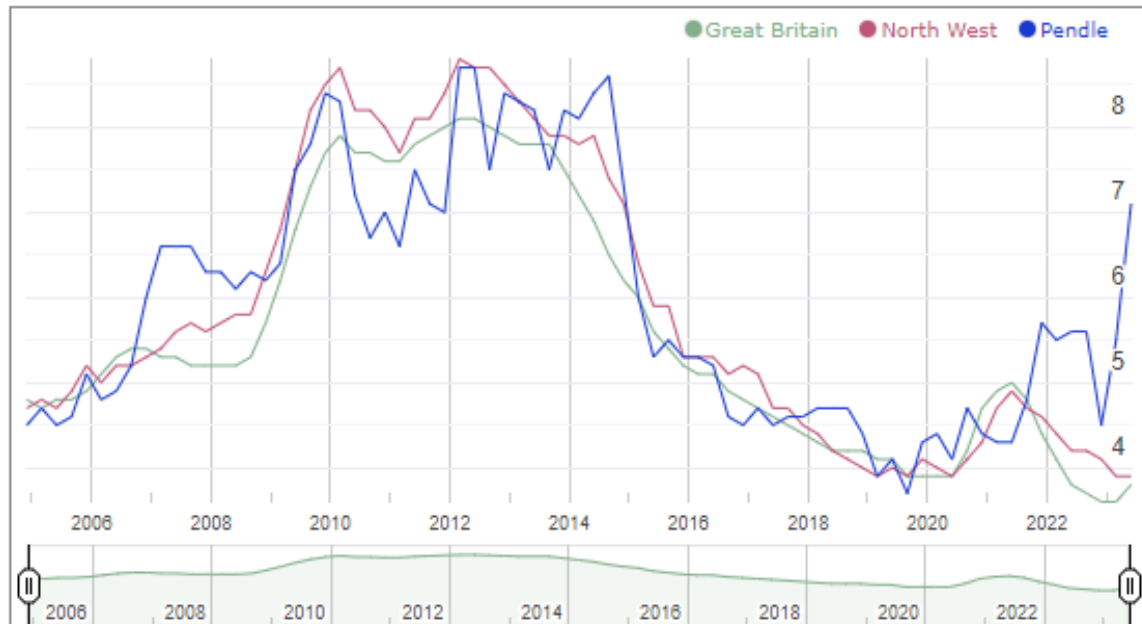
**Current monitoring period**

A total of 5,706m<sup>2</sup> (gross) of employment floorspace was lost to other uses during the 2022/23 monitoring period. This is down from a high of 11,534m<sup>2</sup> recorded in 2021/22.

Almost all of this recorded loss (93%) is associated with the re-development of the Spen Brook Mill site for housing which completed its delivery this year.

Taking into account completed floorspace (indicator EC01), the amount of completed employment floorspace in Pendle declined by -3,955m<sup>2</sup>.

<b>Indicator:</b>	<b>EC05 Unemployment and Benefits</b>
<b>Policy Links</b>	WRK1

**Data:****Percentage of Economically Active Residents Unemployed**

Source: [Labour Market Profile - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](https://nomisweb.co.uk)

Accessed: January 2024

**Percentage of Population Claiming Universal Credit**

Source: [Labour Market Profile - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](https://nomisweb.co.uk)

Accessed: January 2024

## **Commentary:**

### **About the indicator**

This is a significant effects indicator for the Sustainability Appraisal and a local output indicator for the AMR. Its main purpose is to record the level of unemployment and people on benefits within the borough and record changes over time.

The data for this indicator is taken from the UK Government's official Labour Market Statistics.

### **Current monitoring period**

Unemployment of the economically active population of Pendle is estimated to be 7.1%. This is higher than the regional (3.9%) and national averages (3.8%). The recent surge in unemployment recorded may be connected to the borough's large manufacturing sector and increase in costs associated with rising inflation which is likely to have resulted in cost cutting measures.

At 5.2% of the population, the proportion of the population claiming universal credit in the Borough is higher than the regional (4.1%) and national averages (3.7%). Again this could be tied to performance within the manufacturing sector as set out above.

### **Long term trends**

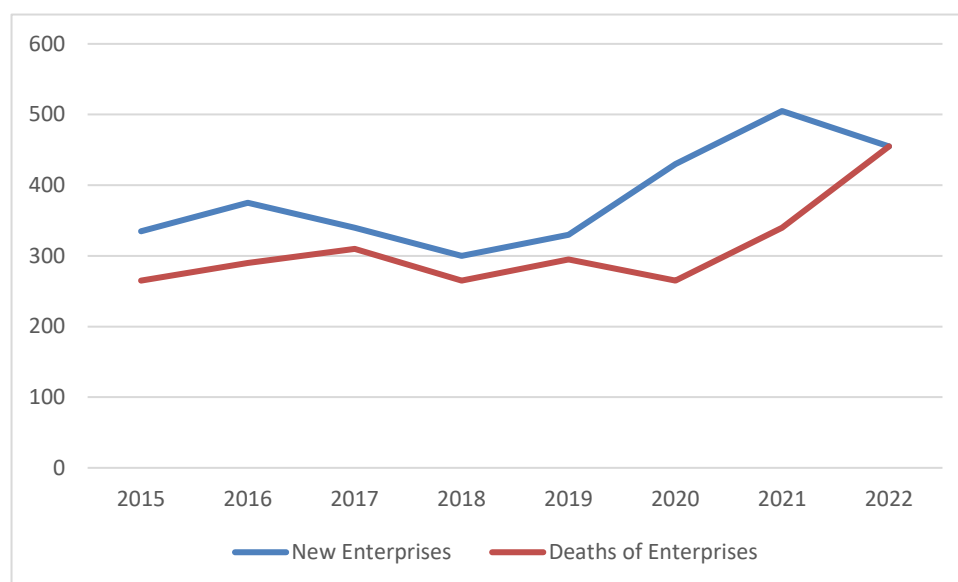
Unemployment levels amongst the economically active workforce have sharply declined following a short recovery after the end of the covid pandemic. Despite rising in recent years, unemployment in the borough remains lower than peak rates recorded in years associated with the effects of the 2008 recession.

The number of people claiming Universal Credit jumped significantly following the onset of the COVID-19 pandemic (increasing fourfold). In the latest calendar year, the number of people claiming Universal Credit in the borough has again started to increase following an initial reduction, mirroring changes recorded in unemployment rates. The number of people claiming Universal Credit remains below that recorded during the covid-pandemic but is higher than during the 2008 recession.

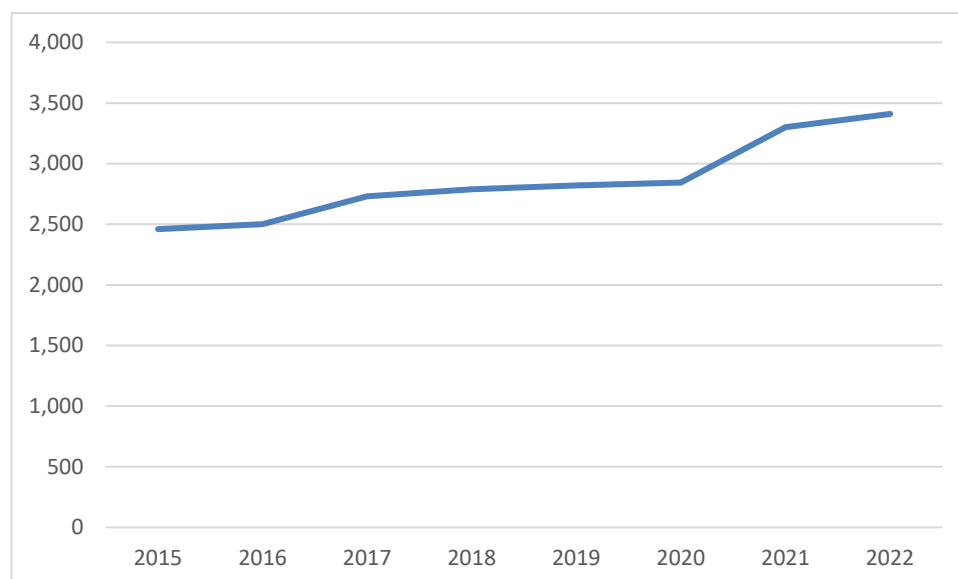
It is unclear what might occur in the future in relation to these trends. However, unlocking the delivery of major consented employment sites in the borough could help reverse these trends locally and bring Pendle towards greater alignment with the regional and national position.



<b>Indicator:</b>	<b>EC06</b> <b>Number and change in VAT and PAYE registered businesses</b>
<b>Policy Links</b>	WRK1

**Data:****Turnover of enterprises in Pendle, 2015-2022**

Source: [Business demography, UK - Office for National Statistics \(ons.gov.uk\)](https://businessdemography.uk)  
 Accessed January 2024

**Active enterprises, 2015-2022**

Source: [Business demography, UK - Office for National Statistics \(ons.gov.uk\)](https://businessdemography.uk)  
 Accessed January 2024

## **Commentary:**

### **About the indicator**

This is a significant effects indicator for the Sustainability Appraisal and a local output indicator for the AMR. Its main purpose is to record the level of enterprises within the borough and record changes over time.

The data for this indicator is provided by ONS.

### **Current monitoring period**

The number of new enterprises established within Pendle was the same in 2022 as those which were lost.

In 2022, the total number of enterprises in Pendle is 3,410 businesses. This has increased from 3,300 in 2021. The majority of these businesses employ 0 to 9 people (88.9%), with only 10 businesses employing more than 250 people (0.3%). This is consistent with the regional average.

### **Long term trends**

After a short period of decline, business starts continue to be higher than earlier on in the sample period, though declined from a high of 505 in 2021 to 455 in 2022. This growth has been fuelled by the establishment of micro enterprises (employing 9 people or less), with number of businesses within the borough employing 10 people or more remaining static. This is unsurprising given the lack of new employment land coming forward in the borough in recent years, including the absence of delivery at Lomeshaye Phase 2 allocated through the Core Strategy. The recent increasing in micro businesses may have been an effect of the pandemic, as people who lost their job during the pandemic take the opportunity to set up their own business.

<b>Indicator:</b>	<b>EC07</b>
	<b>Employment Levels by Occupation</b>
<b>Policy Links</b>	WRK1

**Data:****Employment by Occupation 2023**

<b>Industry</b>	<b>Pendle (Total)</b>	<b>Pendle (%)</b>	<b>North West (%)</b>	<b>Great Britain (%)</b>
Mining and Quarrying	0	0	0.1	0.2
Manufacturing	8,000	25.8	9	7.6
Electricity, Gas Supply Etc	10	0	0.3	0.4
Water Supply/Management etc	175	0.6	0.7	0.7
Construction	1,500	4.8	5.2	4.9
Wholesale Retail, Motor vehicles	5,000	16.1	14.7	14
Transportation and Storage	500	1.6	4.7	5
Hospitality	2,250	7.3	7.9	8
ICT/Communications	2,000	6.5	3.4	4.6
Finance and Insurance	300	1	2.4	3.3
Real Estate	250	0.8	1.6	1.9
Professional, Scientific and Technical	1,500	4.8	9.4	9.1
Administrative	1,500	4.8	8.3	9
Public Service	500	1.6	5	4.7
Education	3,000	9.7	8.1	8.6
Health and Social Care	3,000	9.7	15.1	13.5
Arts, Entertainment and Recreation	400	1.3	2.2	2.4
Other	400	1.3	1.8	2
<b>Total</b>	<b>31,000</b>	<b>100</b>	<b>100</b>	<b>100</b>
Full Time	22,000	71	69	68.8
Part Time	8,000	25.8	31	31.2

Source: [Labour Market Profile - Nomis - Official Labour Market Statistics \(nomisweb.co.uk\)](https://nomisweb.co.uk/)

Accessed January 2024

**Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal and a local output indicator for the AMR. Its main purpose is to record the contribution made to the Pendle Economy by each industrial sector.

The data for this indicator is taken from the UK Government's official Labour Market Statistics.

**Current monitoring period**

The latest available data relates to 2023. The table illustrates the significant role and contribution made by the manufacturing sector to the Pendle economy representing a quarter of jobs located within the borough. This is principally focussed within the aerospace cluster situated within West Craven, but also includes manufacturing facilities focused within Lomeshaye, Colne and Nelson. The retail sector also features prominently within the economy, employing 16% of the workforce with Boundary Mill being the largest single employer in the borough. Education and health jointly employ the third largest section of

the workforce at 10% each. These four sectors (manufacturing, retail, education and healthcare) account for over 60% of jobs available in Pendle.

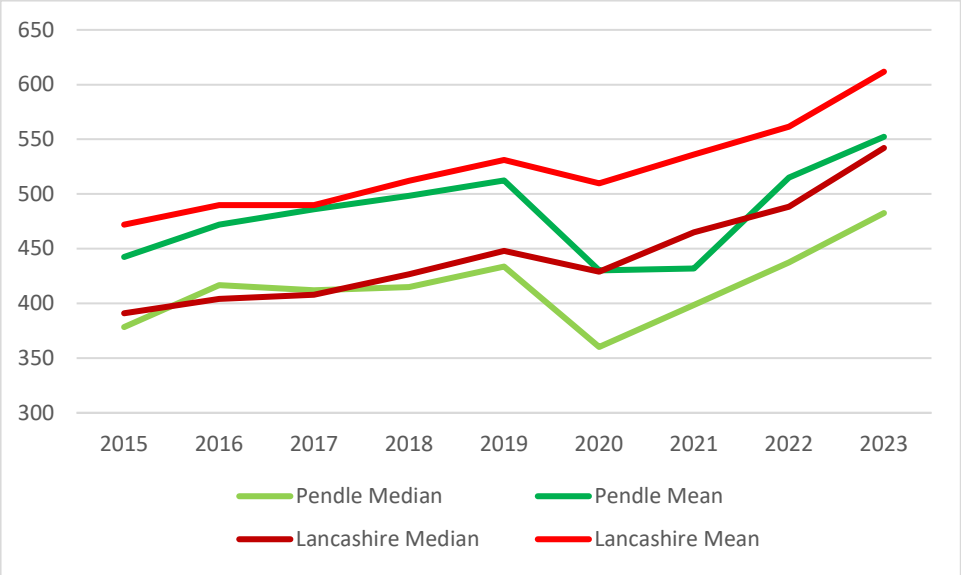
The industrial make up of Pendle economy means the borough is especially exposed to the adverse effects of economic cycles and/or shocks. The economy of Pendle took much longer than the UK, North West and Lancashire to recover from the 2008 recession, and the pandemic has resulted in a deeper effect to the Pendle economy than anywhere else in Lancashire, leaving the borough and its residents much worse off. As of January 2024, the UK economy is again in recession. The effects of this are more visible in Pendle, than within national or regional indicators (rate of unemployment, and benefit claimants).

The delivery of committed strategic employment sites in the pipeline will help increase the number of jobs available to residents in Pendle, and could help lower unemployment.

Indicator:	EC08 Average Wages Levels
Policy Links	WRK1

Data:

Gross weekly pay, 2015-2023



Source: [Earnings and hours worked, place of residence by local authority: ASHE Table 8 - Office for National Statistics \(ons.gov.uk\)](#)

Accessed January 2024

Commentary:

About the indicator

This is a significant effects indicator for the Sustainability Appraisal and a local output indicator for the AMR. Its main purpose is to record the change in median and mean wages within the Borough.

The data for this indicator is provided by ONS.

Current monitoring period

The current monitoring period shows recovery to the median and mean wages of the Borough since the covid pandemic. Mean and median wages are now both higher than pre-covid levels. Mean wages in Pendle have again overtaken the county median position. The increase in wages experienced broadly reflects the pattern observed at a county level. The increase in gross pay does not mean that residents have experienced an increase in quality of life. Inflation has been higher than wage growth for an extended period and as such the number of households in poverty is expected to have increased.

<b>Indicator:</b>	<b>EC11</b> <b>Number of employment developments completed in accessible locations</b>
<b>Policy Links</b>	RPLP23, SDP2, ENV4

**Data:**

Data not reported for this monitoring period due to the limited amount of new employment development completed.

**Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to show that new employment opportunities are being provided in accessible locations.

Accessibility to employment is an important part of sustainable development. Policies SDP2 and ENV4 of the Core Strategy look to promote new development in accessible locations to reduce the need to travel.

The high accessibility locations in Pendle are defined as:

- the six town or local shopping centres designated in Policy SDP5 (LP1);
- any location within 400 metres of the A56/A6068, between the borough boundary at Reedley and Colne Bus Station, which hosts the borough's only high frequency bus route;
- any of the following transport nodes: Nelson Bus/Rail Interchange, Colne Bus Station, Colne Railway Station and Brierfield Railway Station.

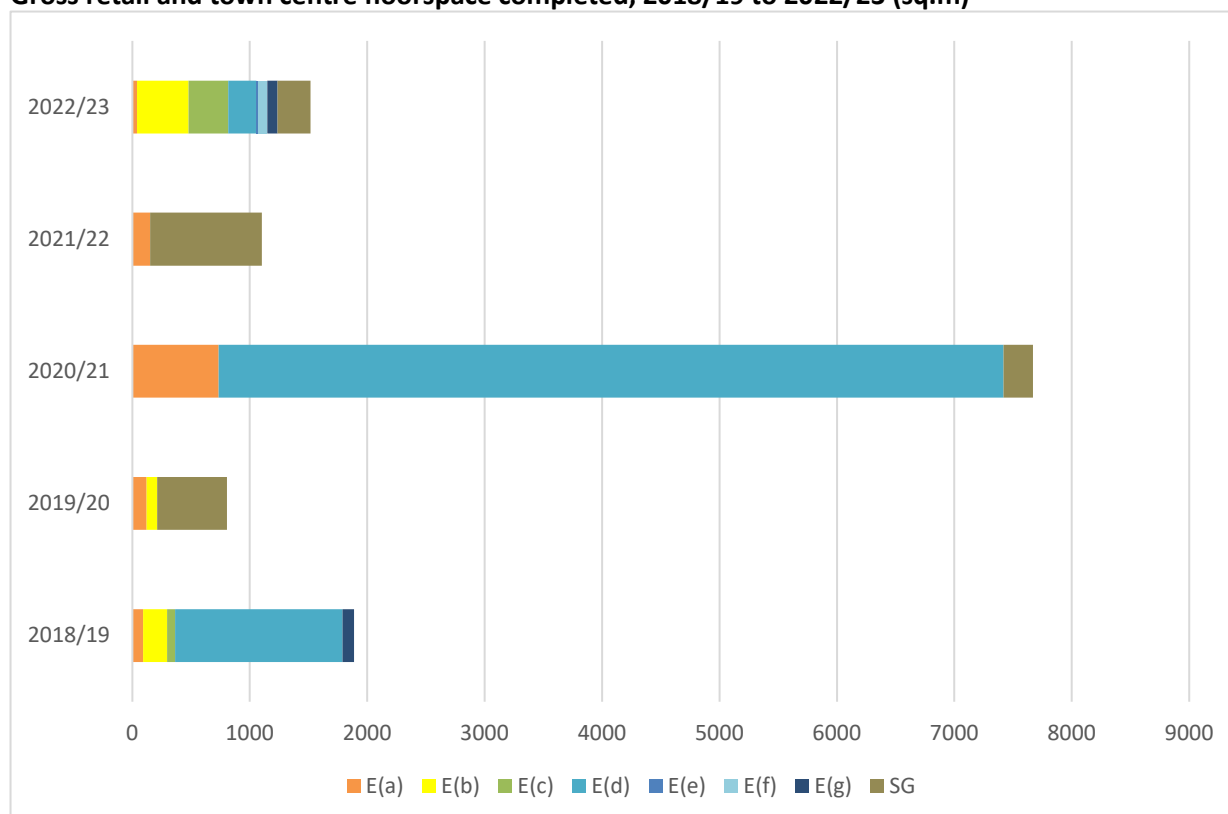
The data for this indicator is taken from the Council's planning application records and recorded annually in the employment land monitoring database.

**Current monitoring period**

Only four developments of limited scale were completed in 2022/23. The pattern of development provided as a result of these developments do not individually or cumulatively have strategic level implications. As such this indicator has not been assessed for this monitoring year.

The indicator will be reviewed for the 2023/24 monitoring report.

<b>Indicator:</b>	<b>EC12</b> <b>Amount of new retail / town centre floorspace completed</b>
<b>Policy Links</b>	WRK4

**Data:****Gross retail and town centre floorspace completed, 2018/19 to 2022/23 (sq.m)****Commentary:****About the indicator**

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to show how much floorspace is being developed within the borough for each of the 'main town centre uses'.

Town centres play an important economic and social role in our communities. The NPPF encourages local planning authorities to support competitive town centres that provide consumers with a diverse offer and individuality. The continued vitality and vibrancy of our town centres is essential if they are to remain viable and attractive destinations for local residents and visitors to the area.

The data for this indicator is taken from the Council's planning application records and recorded annually in the retail and leisure land monitoring database. Use Classes reflect those adopted in September 2020. Please see Appendix C for a conversion of these use classes to those used prior to September 2020.

**Current monitoring period**

The data shows that during the 2022/23 monitoring period a total of 1559m<sup>2</sup> gross floorspace was completed for retail and other "main town centre uses" as defined in the National Planning Policy Framework (NPPF).

Unlike in previous years, the types of floorspace provided has been relatively evenly distributed across sub-use Class categories.

Further information on retail and leisure development can be found under Indicator EC13, which includes information on the occupancy of units within the borough's town and local shopping centres in 2022/23.

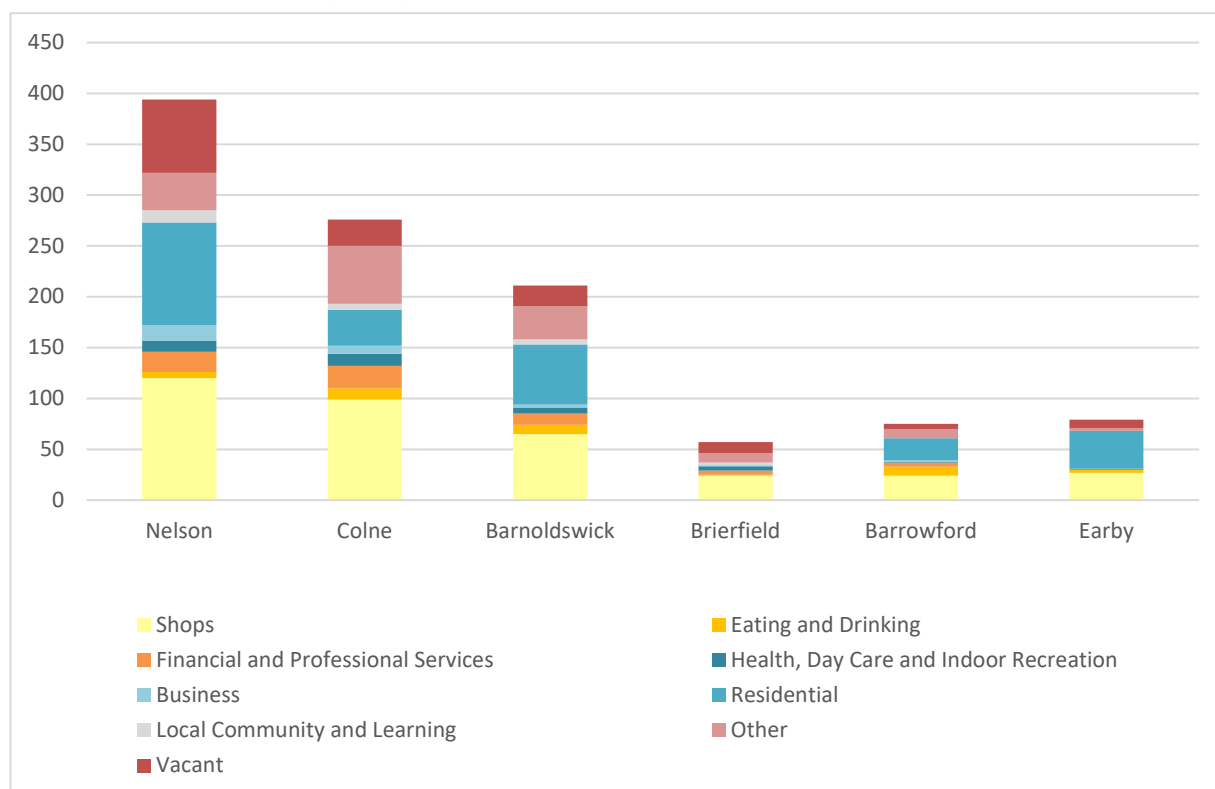
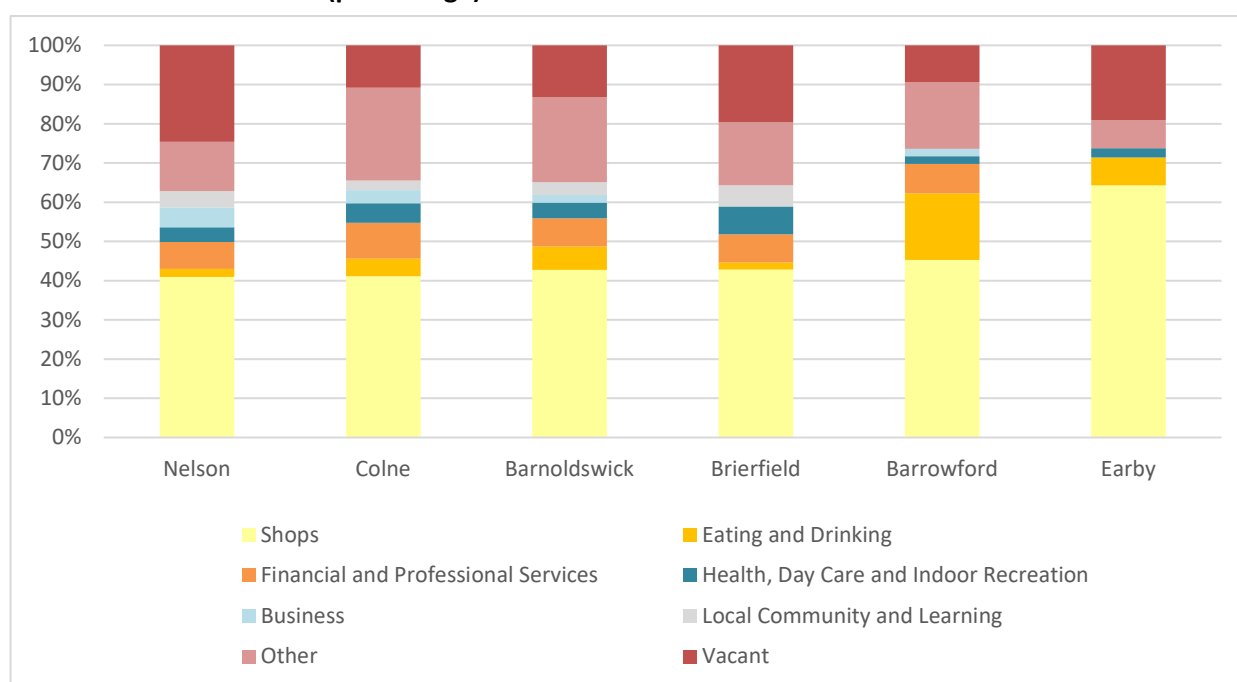
**Longer-term trends**

Retail provision in Pendle is generally limited. Most proposals relate to the change of use of existing buildings and therefore the net increase of retail floorspace is minimal. Spikes in delivery are associated with Indoor Sports provision (formerly Class D2, now Class E(d)) which have extensive floorspace.

Monitoring of changes within the high street has been made more difficult following changes made to the Use Class Order in 2020. Class E establishes a broad range of uses and planning permission is not required for changes within this use class. Permitted development rights also allow for the conversion of buildings in Class E to housing (Class C3) without planning permission in some cases. Short term occupancy may now be the norm which means that our town centres may be subject to significant change over the plan period. The Council will continue to monitor our town centres through annual surveys. Restrictions may be introduced where it is felt that changes to town centres brought by permitted development are harmful to the vitality and vibrancy of that town centre.



<b>Indicator:</b>	<b>EC13</b> <b>Town centre occupancy levels</b>
<b>Policy Links</b>	WRK4

**Data:****Town centre uses in 2023 (Units)****Town centre uses in 2023 (percentage)**

## Commentary:

### About the indicator

This is a Local Plan indicator, a significant effects indicator for the Sustainability Appraisal and a core output indicator for the AMR. Its main purpose is to illustrate the occupancy of town centre premises by each of the 'main town centre uses'. It also shows the level of vacancy within each centre.

Maintaining a diverse mix of uses helps to promote healthy town centres. To help maintain their vitality and vibrancy thresholds have been established for the proportion of non-shopping uses within designated shopping frontages at ground floor level. These seek to retain higher levels of shopping uses in the primary frontages with a greater representation of other main town centre uses in the secondary frontages.

Where non-shopping uses show a significant increase over time it may be necessary to review existing boundaries or frontages to ensure that relevant planning policies can continue to operate effectively.

The data for this indicator is taken from the Council's monitoring of town centre occupancy, which is usually carried out in July each year.

Monitoring of town centres was not possible during 2020 due to pandemic related restrictions.

### Current monitoring period

Appendix E includes a 'retail dashboard' to show the current make-up of each of the borough's six town and local shopping centres and how levels of occupancy and vacancy have changed since 2006. The individual charts show:

- Occupancy of units within the town or local shopping centre boundary (2023)
- Changes in occupancy 2006 to 2023
- Changes in the vacancy rate 2006 to 2023

In 2023, shops (Class E(a)) continue to occupy the majority of premises in the borough's town and local shopping centres, accounting for 32.9% of all premises (359 out of 1,092).

In retail planning a distinction is made between the sale of everyday items bought on a regular basis from local shops (convenience goods) and items bought on an occasional basis, usually after evaluating prices, features and quality levels against similar products (comparison goods).

In Pendle premises within the A1 use class are primarily occupied by comparison retailers. Many of these shops are owned by local independents, rather than national high street chains, and the average size is just 119m<sup>2</sup>.

Nelson is by far the largest town centre in the borough with 394 units and 62,485m<sup>2</sup> of floorspace. Of these premises 120 are in Class E(a) and account for 19,232m<sup>2</sup> of floorspace. Retail provision in the two remaining town centres – Colne and Barnoldswick – is significantly larger than that in the three local shopping centres; Brierfield, Barrowford and Earby which provide much smaller centres.

In 2023 occupancy of ground floor units within Nelson Town Centre was at around 81.7%. Whilst the vacancy rate is no doubt high, the rate currently experienced is consistent with the average recorded for Nelson since monitoring began in 2006. Occupancy within the Borough's two other main town centres at Colne and Barnoldswick is much healthier at a rate at around 91%. Occupancy rates at Colne have markedly improved since 2006. Meanwhile in Barnoldswick occupancy rates are fairly flat with limited year on year fluctuation. The three smaller retailer centres at Barrowford, Brierfield and Earby experience divergent rates of occupancy though these centres are highly susceptible to year on year variation given their limited size. Barrowford has a near 94% occupancy, whilst Earby has a rate of 90%. Brierfield's occupancy rate is much lower at 81%. Vacancy rates increase if residential land uses are excluded (borough wide 17%, Nelson 24.7%, Colne 10.8%, Barnoldswick 13.2%, Brierfield 19.6%, Barrowford 9.4%, and Earby 19%).

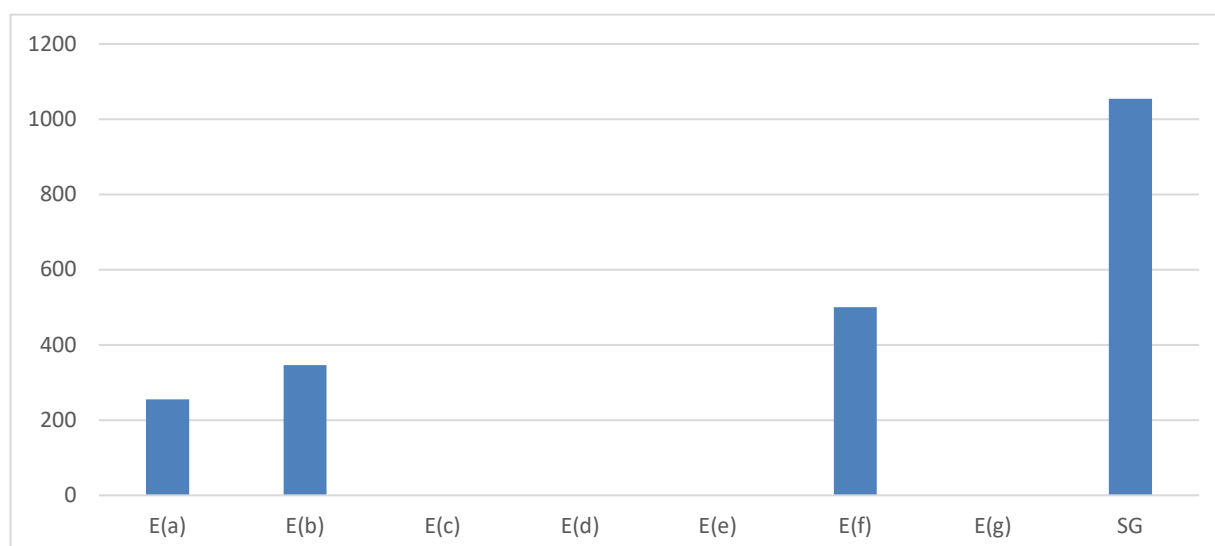
**Uncertainties Affecting the High Street**

In Summer 2020, the Government introduced significant changes to the Use Class Order which combined and re-categorised certain uses. The intention of this change was to respond to changing practices and uses of the High Street arising from online shopping, experiences, and café-culture to promote their longer term vitality. The alterations made to the Use Class Order mean that some changes of use which previously required a planning application are no longer considered to be development. This allows for greater flexibility for owners of property and could serve to reduce the potential of vacant units within town centres. However it may also mean that the role of our town centres could move away from the current focus for shopping towards other uses.

In Spring 2021, the Government expanded Permitted Development Rights (PDR) to enable changes of use from Class E to Class C3 development. The change is proposed to assist with the delivery of government policy aims to boost significant housing land supply and improve access to affordable home ownership. The implementation of this regulation could have a profound effect on the functionality and appearance of our town centres changing from centres of retail and commercial activity towards residential areas.

High inflation, competition from online stores, retail parks, and home delivery services, as well as social change present significant challenges for Town Centres and their future vitality and vibrancy. Monitoring is important to understand how these issues affect the borough's designated centres.

<b>Indicator:</b>	<b>EC14</b> <b>Amount of floorspace for retail / town centre uses with an extant planning consent</b>
<b>Policy Links</b>	WRK4

**Data:****Available Gross Floorspace (sq.m)****Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to show the amount and type of development that has taken place within the borough's six town and local shopping centres within the current monitoring period.

The results show how the borough's town and local shopping centres are adapting in response to increased competition from out-of-centre and online retailing.

The data for this indicator is taken from the Council's planning application records and recorded annually in the retail and leisure land monitoring database.

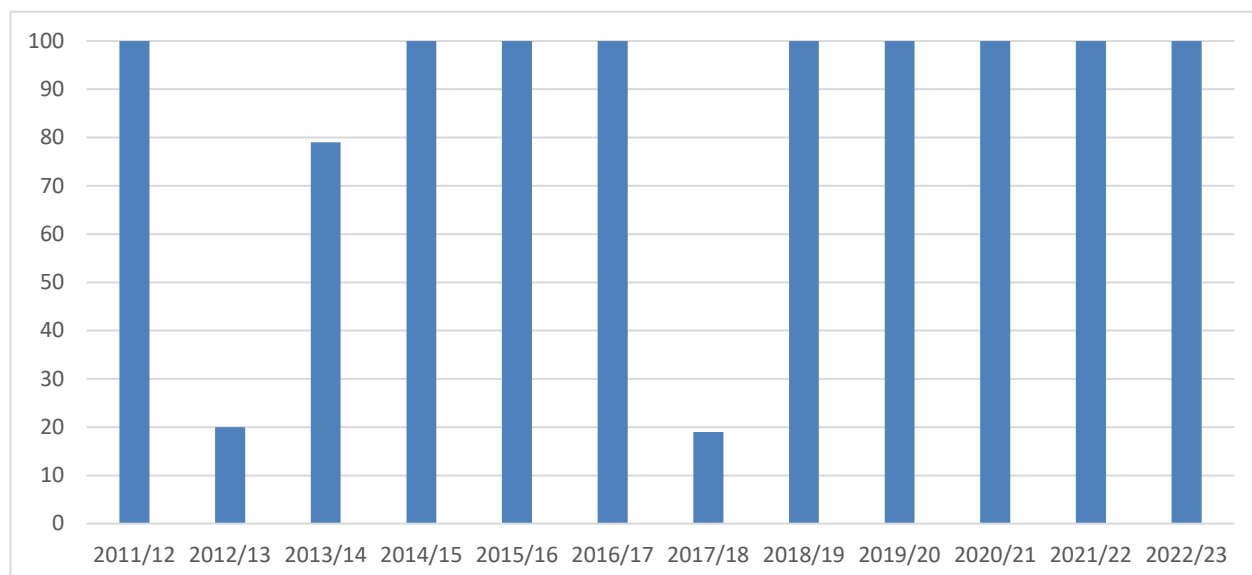
Modifications made to the Use Class Order introduced in 2020 mean that proposals for outdoor sports (Class F2 use) are no longer included through this indicator.

**Current monitoring period**

A total of 2155m<sup>2</sup> had an extant planning permission for retail or other town centre uses at the end of the 2022/23 monitoring period.

There are currently no major proposals for shopping, eating, drinking, or professional/financial services within the Borough, with permitted schemes largely comprised of relatively minor developments such as changes of use and relate to proposals for new hot food takeaway (formerly A5) or drinking establishment (formerly A4). The largest commercial schemes are not within designated centres but forming elements at allocated commercial sites at Lomeshaye Phase 2 and Riverside Business Park which have yet to commence construction.

<b>Indicator:</b>	<b>EC15</b> <b>Amount of new retail / town centre floorspace completed on PDL</b>
<b>Policy Links</b>	SDP2, WRK4

**Data:****Commentary:****About the indicator**

This is a Local Plan indicator. Its main purpose is to show whether policy is operating effectively by directing retailing and other main town centre uses towards sites that help to regenerate and recycle previously developed land (PDL).

The PDL figures record new development on Brownfield sites, the conversion of existing buildings and change of use applications.

The data for this indicator is taken from the Council's planning application records and recorded annually in the retail and leisure land monitoring database.

**Current monitoring period**

In 2022/23 100% of all retail/leisure floorspace was created on previously developed land. The majority of activity relates to changes of use, continuing recent trends.

**Longer-term trends**

In most years a high proportion of retail and leisure development takes place on PDL. Exceptions to this trend in 2012/13 and 2017/18 are associated with new outdoor sports provision.

These results indicate that policies promoting the reuse of existing premises and the recycling of PDL appear to be working effectively. Policies SDP5 and WRK4 (LP1) both require retail proposals to be located within a designated town or local shopping centre boundary in the first instance, to ensure that new retail developments are provided in sustainable locations and prioritise the reuse of PDL where this is appropriate. The proportion of PDL developed in relation to these uses may start to fall should retail/leisure related consents come forward at Lomeshaye Phase 2 and Riverside Business Park which are both Greenfield sites.

## Supporting: creating healthy and confident communities

- 4.35 Creating communities that are mixed and balanced by tenure and household income is one of the government's aims for sustainable development. It should be promoted by Local Plans through incremental small scale and large scale developments, which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods.
- 4.36 In addition to providing new housing and employment opportunities of the right type in the right places, good access to community facilities is fundamental to creating sustainable communities. Similarly, opportunities to participate in the cultural life of communities can contribute greatly to the health and wellbeing of individuals and communities as a whole.
- 4.37 This section provides data and information on issues relating to development associated with the provision of new community facilities; the loss of existing community facilities; and the number of developments meeting standards of design which help to reduce levels of crime.
- 4.38 The targets and trigger points used to help measure the performance of planning policies in Pendle Local Plan Part 1: Core Strategy ["LP1"], which address matters associated with development to address community initiatives are set out in Table 4.16.
- 4.39 The commentary for each indicator will provide details of whether the appropriate targets are being met, or whether any management actions need to be taken if the data reveals that the appropriate triggers have been reached.
- 4.40 A number of the indicators in this section only came into effect with the adoption of LP1 in late 2015. As such data collection regimes have yet to be fully established to capture this information.

**Table 4.16 – Spatial development targets and triggers**

Policy	Targets	Triggers
SUP1	<ul style="list-style-type: none"> <li>To deliver new and improved community facilities to meet identified needs and deficiencies.</li> </ul>	<ul style="list-style-type: none"> <li>No net increase in the number of new community facilities by 2020 and 2025.</li> </ul>
SUP2	<ul style="list-style-type: none"> <li>To deliver new and improved health and social care facilities.</li> <li>To deliver well-linked open space to enable healthy lifestyles.</li> </ul>	<ul style="list-style-type: none"> <li>No net increase in the number of new and improved health and social care facilities by 2020 and 2025.</li> <li>80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.</li> </ul>
SUP3	<ul style="list-style-type: none"> <li>To deliver key developments to improve the education and training offer in the borough.</li> </ul>	<ul style="list-style-type: none"> <li>No net increase in the number of new and improved education and training facilities by 2020 and 2025.</li> </ul>
SUP4	<ul style="list-style-type: none"> <li>To increase the design quality of public buildings and spaces.</li> </ul>	<ul style="list-style-type: none"> <li>40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.</li> </ul>

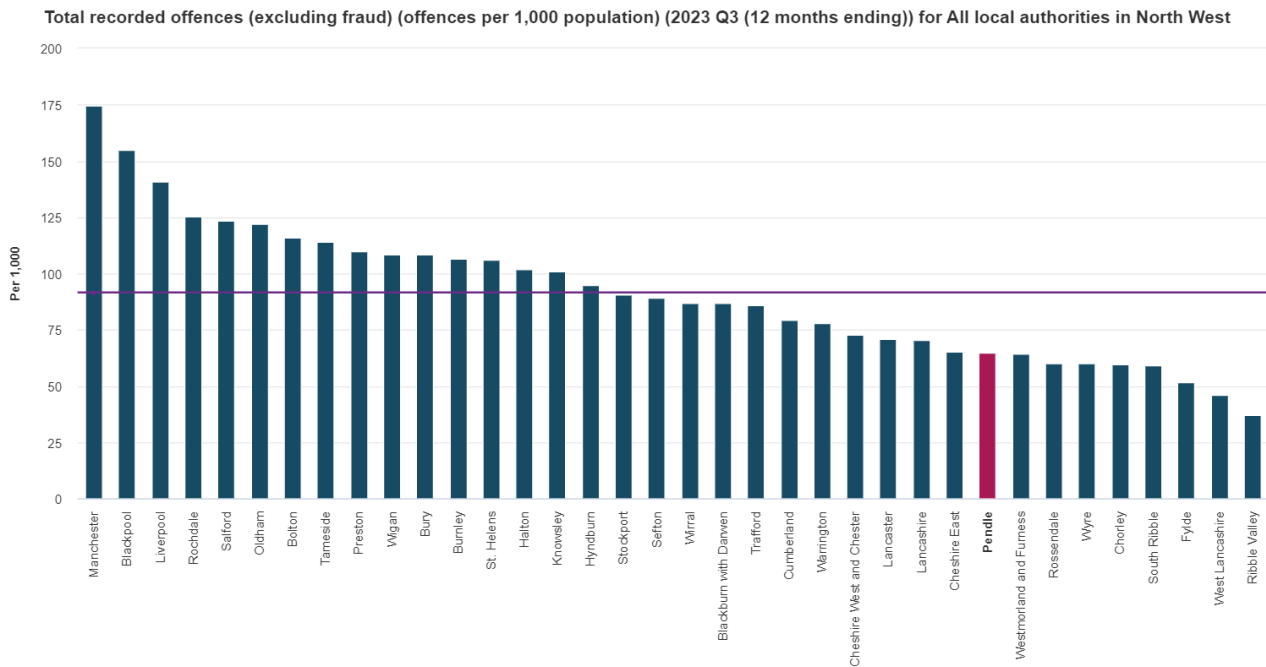
- 4.41 Table 4.17 provides details of the indicators included within this topic area and whether they are being reported in the current monitoring year.

**Table 4.17 – Monitoring spatial development**

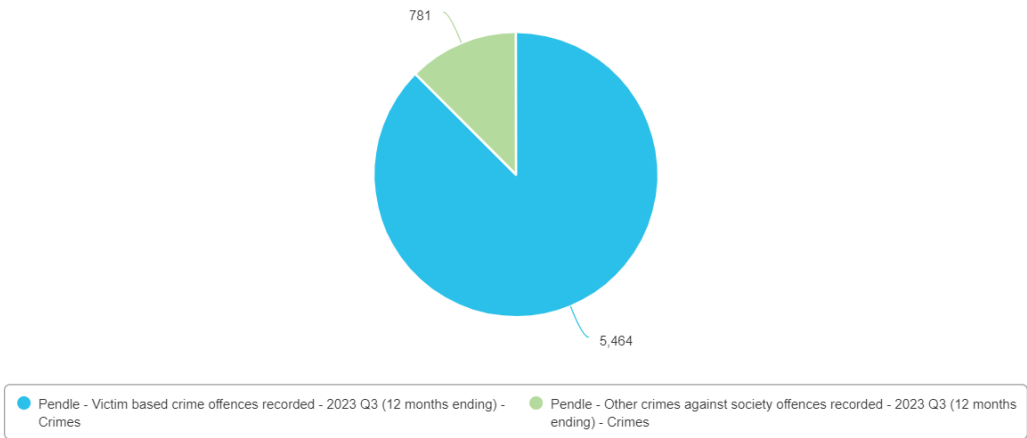
Indicator		Comments	Reported
CM01	Number of schemes granted permission and completed with a Secured by Design award	Data is obtained from the documents accompanying individual planning applications (e.g. Design & Access Statements).	✗
CM02	Crime levels	Data is obtained from the Safer Lancashire website. The data was updated on an annual basis by LCC, but was temporarily suspended as of June 2019. <a href="http://www.saferlancashire.co.uk/2011/offline.asp">http://www.saferlancashire.co.uk/2011/offline.asp</a>	✓
CM03	Number of extant planning consents for community facilities	A reliable source of data that is updated on a regular basis and relatively easy to collect has yet to be identified.	✗
CM04	Number of completed community facilities developments	A reliable source of data that is updated on a regular basis and relatively easy to collect has yet to be identified.	✗
CM05	Number of community facilities lost to an alternative uses	A reliable source of data that is updated on a regular basis and relatively easy to collect has yet to be identified.	✗
CM06	Changes in the Index of Multiple Deprivation in the Bradley AAP area	Data is available from .Gov.uk. <a href="https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015">https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015</a>	✗
CM07	Percentage of people who believe that people from different backgrounds get on well together	Data is taken from the Pendle Perception Survey (renamed Living in Pendle), but is not updated annually.	✓

Indicator:	CM02 Crime levels
Policy Links	SUP4

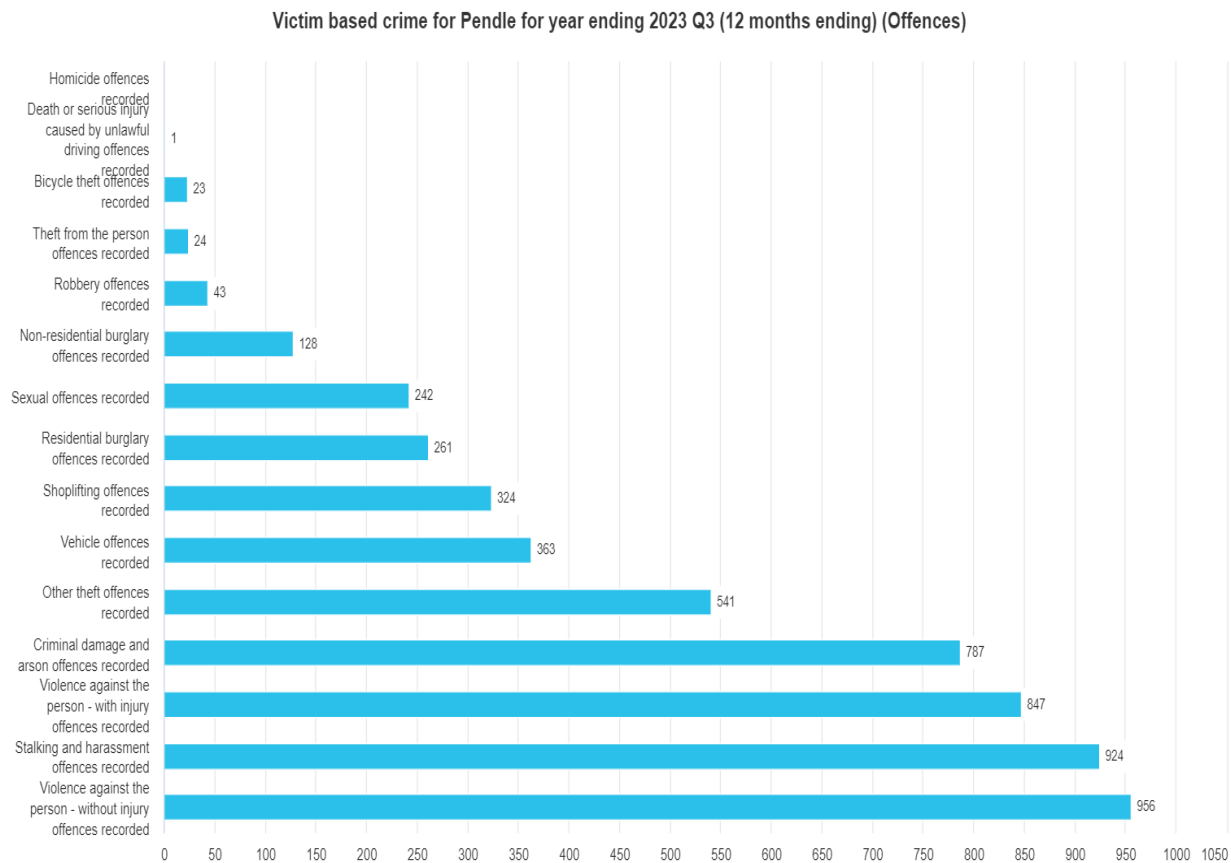
Data:



Victim based crime offences recorded (2023 Q3 (12 months ending)) & Other crimes against society offences recorded (2023 Q3 (12 months ending)) for Pendle







Data Source: Lancashire Insight Accessed March 2024.

Commentary:

About the indicator

It is not possible to make direct links between increases and decreases in the incidents reported for different crimes. However, the design of buildings and the public realm, together with any crime prevention measures that are put in place in new developments can help to deter and prevent crime.

Crime rates vary considerably within the borough, being closely associated with factors such as levels of local deprivation, housing and income levels, health and the number of transient visitors

Monitoring the level of crime in Pendle provides contextual information, which can help to show indirectly whether policies relating to the design of new development are having a positive influence.

Current monitoring period

The crime rate per 1,000 people in Pendle to the 12 months leading up to 2023 Q3 is 64.98 which is below the North West average crime rate of 91.34. The crime rate in Pendle is lower than in Burnley which is recorded at 106.43 per 1,000 people, but higher than in Ribble Valley which is recorded at 37.06 and is the lowest in the region. The crime rate has been shown to have fallen over the previous 12-months. The crime rate has fallen at the third fastest rate in the region.

‘Crimes against society’ or anti-social behaviour forms 13% of reported crimes in Pendle for the 12 months leading to 2023 Q3. As a proportion of reported crimes, this represents a fall in contrast to previous years where this type of crime represented the largest proportion of reported crimes. In the 12 months to 2023 Q3 the most common report crime was violence against a person without injury with 956 reported incidents.

<b>Indicator:</b>	<b>CM07</b> <b>Percentage of people who believe that people from different backgrounds get on well together</b>
<b>Policy Links</b>	Contextual

**Data:****Commentary:****About the indicator**

This is a significant effects indicator for the Sustainability Appraisal. Its main purpose is to provide an indication of community cohesion in Pendle.

This indicator is used as an indirect measure of how new community facilities and other communal developments help to change the perceptions of people living in the area.

The above data reflects the findings of the 2021 Survey.

**Current monitoring period**

The results are taken from the survey 'This is Pendle'. They reveal that 60% of respondents are satisfied with their local area as a place to live and they feel countryside and clean streets make somewhere a good place to live. The countryside and green space were most likely be used to describe Pendle. Clean streets are most in need of improvement.

The Office for National Statistics (ONS) conducted a happiness survey in the 12 months up to March 2023. The survey asked about life satisfaction, happiness and anxiety, rating each out of 10. Pendle scored a happiness rating of 8.06 out of 10, recording the highest score within Lancashire.



Pendle Council  
Planning, Building Control and Regulatory Services  
Town Hall  
Market Street  
Nelson  
Lancashire  
BB9 7LG

Tel: 01282 661661

Email: [planningpolicy@pendle.gov.uk](mailto:planningpolicy@pendle.gov.uk)

Website: [www.pendle.gov.uk/planning](http://www.pendle.gov.uk/planning)

## Appendix A – Progress Monitor

The current plan period runs from 2011/12 to 2029/30. A number of targets and milestones have already been passed.

Policy	Targets	Triggers	Progress	Comments/Actions
SDP2	<p>Deliver development in accordance with the settlement hierarchy.</p> <p>Increase the amount of development on previously developed land (PDL)</p>	70% or less of new housing development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020	Target Achieved	See indicator SD01. Over 80% of development took place within the M65 Corridor or the West Craven Towns during this period. This demonstrates that the policy has been successful in directing development towards the most sustainable locations in the borough, in accordance with the spatial strategy.
		70% or less of new housing development has occurred in the M65 Corridor and West Craven Towns (combined) by 2025	On Target	See indicator SD01. Over 80% of development has occurred within the M65 Corridor or West Craven Towns. Committed development is unlikely to significantly alter this figure. The target set for 2025 is anticipated to be achieved.
		80% or less of new employment development has occurred in the M65 Corridor and West Craven Towns (combined) by 2020	Target Achieved	From the limited data that is available it is evident that this target has been achieved. Policy has been successful in directing development towards sustainable locations in accordance with the spatial strategy although the amount of employment land delivered has been significantly less than anticipated (see Policy WRK1).
		80% or less of new employment development has occurred in the M65 Corridor and West Craven Towns (combined) by 2025	On Target	From the limited data available it appears likely that this target will be achieved. The development of Lomeshaye Phase 2, which lies within Rural Pendle, but serves the M65 Corridor, is unlikely to come forward before 2025.

Policy	Targets	Triggers	Progress	Comments/Actions
		50% or less of new development has occurred on PDL by 2020	Target Achieved	See indicator SD01. Over 65% of development took place on previously developed land (PDL) over this period. Policy has been successful in directing development towards brownfield sites despite the absence of formal site allocations and limited viability.
		50% or less of new development has occurred on PDL by 2025	On Target	See indicator SD03. The average delivery on PDL to date is 63%, although just 47% took place on brownfield sites in 2022/23. Whilst it is likely that the overall average will fall over the next few years, it is anticipated that the 50% target will be achieved by 2025.
SDP3	Deliver Housing provision in accordance with the spatial distribution by Spatial Area	50% or less of new housing development has occurred in the M65 Corridor by 2020.	Target Achieved	See indicator HS01. 54% of homes completed between 2011/12 and 2019/20 were within the M65 Corridor.
		60% or less of new housing development has occurred in the M65 Corridor by 2025.	On Target	See indicator HS01. 70% of homes completed between 2011/12 and 2022/23 were within the M65 Corridor. It is likely, given the pattern of committed development, that this target will be achieved and possibly exceeded.
		10% or less of new housing development has occurred in the West Craven Towns by 2020.	Target Achieved	See indicator HS01. 19% of homes completed between 2011/12 and 2019/20 occurred within the West Craven Towns.
		15% or less of new housing development has occurred in the West Craven Towns by 2020.	On Target	See indicator HS01. 15% of homes completed between 2011/12 and 2022/23 were in the West Craven Towns. Taking into account the pattern of committed

Policy	Targets	Triggers	Progress	Comments/Actions
				development, it is likely that this target will be achieved.
		8% or less of new housing development has occurred in the Rural Areas by 2020.	Target Achieved	See indicator HS01. 27% of homes completed between 2011/12 and 2019/20 were in Rural Pendle. This is significantly higher than the target that was set (i.e. 8%). Whilst this appears disproportionate, the number of homes delivered was just 242 dwellings. This is due to the low level of housing delivered in the early part of the plan period. In recent years a simpler process for gaining planning permission for barn conversions has contributed to the number of homes delivered within the rural area. The number of homes provided in the rural area is generally consistent with the spatial strategy for Rural Pendle.
		8% or less of new housing development has occurred in the Rural Areas by 2025.	On Target	See indicator HS01. 15% of homes completed between 2011/12 and 2022/23 were in Rural Pendle. Whilst the amount of development occurring within the rural area is likely to decline, it is anticipated that this target will be achieved by 2025.
SDP4	Deliver employment provision in accordance with the spatial distribution (M65 Corridor: 78.5%, West Craven Towns: 18.5%, Rural Pendle 3%)	60% or less of new employment development has occurred in the M65 Corridor by 2020.	Limited Data Available.	Employment development during the plan period is much lower than anticipated. Delivery to date has been less than two-thirds of what was expected. Data shows that much of the current supply is committed developments, with 112,000sqm
		60% or less of new employment development has occurred in the M65 Corridor by 2025.		

Policy	Targets	Triggers	Progress	Comments/Actions
		15% or less of new employment development has occurred in the West Craven Towns by 2020.		<p>of approved floorspace available. The strategic employment site at Lomeshaye has not come forward within anticipated timescales, limiting the opportunities for relocation, expansion and inward investment. The majority of development that has occurred has taken place within the M65 Corridor or the West Craven Towns.</p> <p>ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.</p>
		15% or less of new employment development has occurred in the West Craven Towns by 2025.		
		10% or more of new employment development has occurred in the Rural Areas by 2020.		
		10% or more of new employment development has occurred in the Rural Areas by 2025.		
SDP5	Deliver retail provision in accordance with the retail hierarchy	40% or more of approved major retail developments are located outside the three main town centres by 2020	Limited Data Available	<p>The Retail and Leisure Capacity Study (2012) showed that there was little or no need for major retail development in Pendle, as a result of significant growth in the early years of the 21<sup>st</sup> Century. Meaningful conclusions cannot be made given the limited amount of major retail development that has occurred during the plan period.</p> <p>ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.</p>
		40% or more of approved major retail developments are located outside the three main town centres by 2025		
SDP6	To deliver the necessary infrastructure to support proposed development	Schemes essential to plan delivery, as identified in the Infrastructure Delivery Schedule, are not progressing in line with the proposed timetable.	On Target	See the table within indicator SD04.



Policy	Targets	Triggers	Progress	Comments/Actions
ENV1	Increase the amount of locally designated sites	No additional local sites identified and designated by 2025	Target Achieved	Gib Hill has been designated a Local Nature Reserve. It covers an area of approximately 15ha. See Indicator EN05.
	Increase the amount of woodland planted in the borough	5% or less increase in woodland cover by 2025	Not monitored	No reliable data source has been identified for this indicator.
	No net loss of s41 Priority Habitat and an increase in the overall extent of land supporting s41 Priority Habitats and Species.	10% or less increase in open space provision associated with new development by 2025	Not Monitored	A new Open Space Audit will assess the quantity of open space provision in the borough. The Council is currently prioritising the preparation of a new Local Plan and its supporting evidence base.  ACTION: A review of the approach/feasibility of target/triggers will take place through the plan preparation process of the emerging Local Plan.
	Increase the provision of open space in new developments.			
	Increase the quality of existing open space.			
	Resist the loss of heritage assets.	5% reduction or less in the number of sites achieving a low quality score in each of the relevant open space typologies recorded in the Open Space Audit/Green Infrastructure Strategy by 2020/2025	Not Monitored	A new Open Space Audit will assess the quality of open space provision in the borough. The Council is currently prioritising the preparation of a new Local Plan and its supporting evidence base.  ACTION: A review of the approach/feasibility of target/triggers will take place through the plan preparation process of the emerging Local Plan.
		An increase in the number of designated heritage assets at risk by 2020.	Target Achieved	No increase in the number of designated heritage assets at risk.

Policy	Targets	Triggers	Progress	Comments/Actions
ENV2	To achieve the highest possible standards of design and conservation in new developments. To deliver developments which have a minimal impact on the environment and are resilient to climate change.	60% or less of new dwellings meet BfL standards by 2020 and 2025.	Not Monitored	Not applied. Monitoring instead focuses on use of Policy ENV2 and Design Principles SPD in decision making. See Indicator EN11.  ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.
ENV3	Increase renewable and low carbon energy generation in the borough, towards the aspirational targets.	Energy generation targets are not met by 2020.	Not Monitored	Difficulty in obtaining detailed information.  ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.
ENV4	Increase the amount of development built in accessible locations.  All developments to comply with parking standards.	75% or less of new employment development is within an accessible location.	Limited Data Available.	Employment development has been much lower than anticipated. Of the development which has occurred, the majority has been within the M65 Corridor or at the West Craven Towns.
		80% or less of new housing development is not within 30 minutes travel time of four out of six key services.	Not Monitored.	This indicator would require extensive use of resources to be assessed. Indicator HS01 shows that since 2011 over 80% of housing development has occurred within the M65 Corridor or at the West Craven Towns. These locations represent the most sustainable areas for new development within Pendle.  ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.

Policy	Targets	Triggers	Progress	Comments/Actions
		90% or less of new developments do not comply with the parking standards.	Not Monitored.	<p>This indicator would require extensive use of resources to be assessed. Section 4 of the AMR depicts usage of policy in decision making. In 2022/23 of 361 applications determined, 154 were assessed against the requirements of Policy 31 (Parking) of the Replacement Pendle Local Plan (2006). This illustrates that policy is regularly being implemented through decision making. This policy will be replaced by the emerging Local Plan.</p> <p>ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.</p>
ENV5 ENV6 ENV7	<p>Reduce the levels of carbon emissions.</p> <p>Improve water quality in waterways throughout Pendle.</p> <p>Reduce number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.</p> <p>Increase recycling rates.</p> <p>Reduce the amount of waste sent to landfill.</p>	CO <sub>2</sub> emissions from all sources show an increase in two out of any three consecutive monitoring periods.	On Target (Data Limitations)	Data is published nationally and experiences a two year lag (the latest data is from 2021). Indicator EN02 shows CO <sub>2</sub> levels have decreased by about 40% since 2005 and that there has not been a recorded increase in CO <sub>2</sub> emissions for 2 or more consecutive years. The effects of the COVID-19 pandemic could result in a year-on-year increase in emissions when the data is next published for 2022. These exceptional circumstances could not have been foreseen during plan preparation and are unrelated to the implementation of the Core Strategy.
		The amount of waste not recycled has failed to decrease by 2020.	Target Failed	See indicator EN13. Monitoring information collated relates to household waste only.

Policy	Targets	Triggers	Progress	Comments/Actions
				The amount of waste not sent for recycling increased from 21,171 tonnes in 2014/15 to 22,212 tonnes in 2019/20. There is limited influence the planning system can have on waste and recycling beyond that associated with the construction industry. Policy seeks to ensure that sufficient waste storage is provided at each building to support waste needs on grounds of public health and amenity.
		The amount of waste not recycled has failed to decrease by 2025.	Not on Target	See indicator EN13. Monitoring information collated relates to household waste only. As of 2021/22 the amount of waste not sent for recycling has increased further to 24,256 tonnes increasing around 2,000 tonnes since 2014/15. It is unlikely that development activity has significantly contributed to this figure. More stringent requirements introduced on the collection and processing of waste through the Environment Act could help to reverse this trend.
		No improvement in the number of rivers achieving good or moderate overall status by 2021.	Target Failed	Limited data available. The Council is reliant on third party information. The Environment Agency has recently changed how it monitors chemicals within rivers and the thresholds to be applied. The result is that all rivers in England now fail this test. The Environment Agency has not undertaken further testing but is a statutory consultee for planning applications and
		No improvement in the number of rivers achieving good or moderate overall status by 2027.	Not on Target	

Policy	Targets	Triggers	Progress	Comments/Actions
				policies are implemented through decision making to ensure that new development does not adversely affect water quality.
		Increase in the number of planning permissions granted contrary to the advice of the Environment Agency on the grounds of flood risk and water quality.	On Target	Instances of applications approved contrary to the advice of the Environment Agency are rare. Zero applications were approved contrary to the advice of the Environment Agency in 2022/23.
LIV1	<p>Deliver a minimum of 5,662 new dwellings by 2030.</p> <p>Deliver housing in accordance with the housing trajectory.</p> <p>Maintain the proportion of long-term empty homes below the national targets.</p>	Less than 1,500 dwellings have been delivered by 2020.	Target Failed	<p>See Indictors HS01 and HS02. 1,189 new dwellings were completed over the period 2011/12 to 2019/20. If reoccupied long term empty dwellings are also included this target was exceeded. The failure to meet this target is due to several factors, including:</p> <ul style="list-style-type: none"> <li>• The Core Strategy was not adopted until 2015 mid-way through this period. The opportunity its policies to influence the achievement of this target was therefore limited.</li> <li>• Demolitions associated with the Housing Market Renewal (HMR) Programme influenced the early part of the plan period resulting in low net completions.</li> <li>• The post 2007 economic recession significantly affected the construction industry and housing market locally leading to low completion rates.</li> </ul>

Policy	Targets	Triggers	Progress	Comments/Actions
				<ul style="list-style-type: none"> <li>The Council elected not to take the Part 2 Local Plan forward, due to concerns about the continued validity of the existing evidence base following Brexit and the COVID-19 pandemic. This would have allocated specific development sites to meet residual housing need.</li> <li>Trough Laithe, a strategic housing site delivering approximately 500 dwellings, did not commence as early in the plan period as anticipated. It is now under construction.</li> </ul> <p>The preparation of a new Local Plan for Pendle provides the opportunity to review the housing requirement and allocate new sites to secure the delivery of housing.</p>
		Less than 2,800 dwellings have been delivered by 2025.	Not on Target	<p>See Indicator HS02. Projected completions (taken from the SHLAA) show 2,482 dwellings are estimated to be completed by 2024/25. If the reoccupation of long-term empty dwellings is also taken into account, then this target is likely to be exceeded. The reasons for lower delivery than anticipated are set out above and not repeated here.</p> <p>The preparation of a new Local Plan for Pendle provides the opportunity to review the housing requirement and allocate new sites to secure the delivery of housing.</p>

Policy	Targets	Triggers	Progress	Comments/Actions
		The long term vacancy rate is higher than the national average in 2020.	Target Failed	In 2020, just 1% of all homes in England were classed as 'long term empty dwellings'. In Pendle this figure was 1.8%. Whilst this means that the target has not been met it masks the significant progress that has been made to reduce this figure since the start of the plan period. In 2011 the long-term vacancy rate in Pendle was 4.4% compared to the national (English) average of 1.2%. In total approximately 950 long-term empty homes have been reoccupied since 2011. This represents a 60% reduction in the number of long-term empty homes in the Borough.
		The long term vacancy rate is higher than the national average in 2025.	Not on Target	In 2022, just 0.99% of all homes in England were classed as 'long term empty dwellings'. In Pendle this figure was 1.5%. This represents a further reduction from the 2020 position, as illustrated by indicator HS07. However, the number of long-term empty homes in the borough has plateaued. This follows the end of a Council programme to bring long-term empty dwellings back into use.
LIV2	Completion of 50 dwellings per annum	60% or less of the annual delivery rate of 50 dwellings per annum	Not on Target	See SHLAA/Five Year Housing Land Supply Statement. This target relates to the delivery rate at the Trough Laithe strategic housing site. Delivery commenced in 2021/22 so only two years of completions have been recorded to date. A total of 68 dwellings have been completed during this

Policy	Targets	Triggers	Progress	Comments/Actions
				time, equivalent to 34dpa. The SHLAA shows projected delivery at Trought Laithe based on information provided by the developer. It is considered unlikely that, moving forwards, a delivery rate of 50dpa will be achieved.
LIV3	Meet the housing needs of people in Pendle	New development does not provide the types, sizes, and tenures to meet the needs of the population.	On Target	Evidence supporting the plan shows the need for a range of housing types and sizes, though this is orientated towards smaller stock given the ageing population. Indicator HS11 shows delivery since the start of the plan period has been balanced. Committed development favours larger detached/semi-detached dwellings. This will help to diversify the housing stock in Pendle which is dominated by smaller terraced housing, particularly within the M65 Corridor where poor quality homes are also a concern..
LIV4	Increase the number of affordable homes provided – work towards percentage targets set in the policy.	Less than 200 affordable dwellings have been completed by 2020.	Target Achieved	See Indicator HS05. 225 affordable dwellings were completed between 2011/12 and 2019/20.
	Work towards the percentage tenure targets for new affordable housing development over the plan period.	Less than 500 affordable dwellings have been completed by 2025.	On Target	See Indicator HS05. 441 affordable dwellings have been completed between 2011/12 and 2019/20. Permission exists for a further 152 dwellings and the sites delivering the majority of these are currently under construction. It is anticipated that 500 affordable dwellings will be delivered by 2025.



Policy	Targets	Triggers	Progress	Comments/Actions
		50% or less of new affordable housing completions are of an affordable/social rented tenure.	On Target	92% of all the affordable dwellings completed have been of an affordable/social rented tenure. The target has been exceeded so far during the plan period. Committed dwellings provide a similar proportion. The target is expected to be achieved.
LIV5	Building new dwellings to BfL standards.	60% or less of new dwellings meet BfL standards by 2020 and 2025	Not monitored.	Monitoring focuses on use of Policy ENV2 and the Design Principles SPD in decision making. See Indicator EN11.
	Providing a range of house types and sizes.			ACTION: Review approach/feasibility of target/triggers through the emerging Local Plan.
	Providing lower density developments.	The overall delivery of new dwellings is not meeting the profile for size and type as set out in the policy by 2020.	Close to Target	See Indicator EN11. The types and size of dwellings provided to 2022/23 are both close to the targets set out through Policy LIV3 of the Core Strategy. Housing mix requirements will be reviewed through the emerging Local Plan in response to updated evidence of housing needs. A new indicator, target and trigger will be developed for housing mix through that process.
	Open space created in new developments.	The overall delivery of new dwellings is not meeting the profile for size and type as set out in the policy by 2025.	Close to Target	See Indicator EN11. The types and size of dwellings provided to 2022/23 are both close to the targets set out through Policy LIV3 of the Core Strategy. Housing mix requirements will be reviewed through the emerging Local Plan in response to updated evidence of housing needs. A new indicator,

Policy	Targets	Triggers	Progress	Comments/Actions
				target and trigger will be developed for housing mix through that process.
		60% or less of new residential development is built at a density of 30dph or below by 2020.	Target Failed	See indicator HS09. Monitored through fully completed sites so data does not capture all supply. 27% of delivery up to 2019/20 was on sites of less than 30dph. This is below the threshold applied. No action is to be taken in response to this target and trigger. National Planning Policy has been revised to encourage efficient use of land and seek an increase density at sustainable locations as ways to minimise the use of greenfield land and promote sustainable travel. The targets referred to will be amended through the emerging Local Plan to better reflect up-to-date national planning policy.
		60% or less of new residential development is built at a density of 30dph or below by 2025.	Not on Target	See indicator HS09. Monitored through fully completed sites so data does not capture all supply. 39% of delivery up to 2022/23 was on sites of less than 30dph. This is below the threshold applied. No action is to be taken in response to this target and trigger. National Planning Policy has been revised to encourage efficient use of land and increase density in sustainable locations in a way to minimise the use of greenfield land and to promote sustainable travel. The targets referred to will be amended through the emerging Local Plan to better reflect up-to-date national planning policy.

Policy	Targets	Triggers	Progress	Comments/Actions
		80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.	Not monitored	The Council has not identified a reliable and resource efficient means to monitor this target/trigger. A review will be conducted through the preparation of a new Local Plan for Pendle.
WRK1	Increase employment levels, particularly in growth sectors.	No net increase in the proportion of the economically active population by 2020.	Target Achieved	In March 2011 the proportion of residents economically active was 76.6%, by March 2020 this had risen to 77.1%.
	Diversify and strengthen the local economy.  Reduce unemployment levels.  Increase average wage levels.  Improve the range and level of skills in the local workforce.  Increase provision of new business floorspace.	No net increase in the proportion of the economically active population by 2025.	Not on Target	As of March 2023, the economic activity rate had fallen to 70.6%. The causes for this are unclear but are likely to be due to a variety of economic, social and cultural reasons. It is not uncommon for economic activity rates in Pendle to fluctuate year-to-year. Should committed employment development projects come forward this would help to further improve the economic activity rate in Pendle. The emerging Local Plan provides the opportunity to review and revise the employment land requirement, revise policy related to employment land uses, and allocate new sites for employment development.
		No reduction in the proportion of the economically active population claiming Job Seekers Allowance (JSA) by 2020.	Target Failed.	See indicator EC05. The proportion of economically active residents claiming job seekers allowance increased from 3.4% in March 2011 to 3.7% in March 2020. As of March 2023 this has increased further to 5.1% and is higher than both the regional and national average. Economic shocks such

Policy	Targets	Triggers	Progress	Comments/Actions
				as the post 2007 economic recession, the COVID-19 pandemic, and high rates of inflation deeply affect the Pendle economy owing to the proportion of the workforce employed within the highly vulnerable manufacturing sector. Planning policy has a very limited impact on this indicator. The failure of major employment commitments to come forward as anticipated is a significant contributing factor. The emerging Local Plan provides the opportunity to review and revise the employment land requirement, revise policy related to employment land uses, and allocate new sites for employment development.
		No net increase in median gross annual earnings by 2020.	Target achieved	See Indicator EC08. Median Annual Gross Pay has increased from £18,246 in 2011. Data is not available for 2020, however in 2019 Median Annual Gross Pay was £22,207.
		No net increase in median gross annual earnings by 2025.	On Target	See Indicator EC08. Median Annual Gross Pay has increased from £18,246 in 2011. Data is not available for 2020, however in 2023 Median Annual Gross Pay was £24,305. This does not mean that standard of living has improved as wage growth has not outpaced inflation.
		The proportion of VAT registered business births does not meet or exceed the North West average by 2025.		See Indicator EC06.

Policy	Targets	Triggers	Progress	Comments/Actions
		20ha or less of the net employment land requirement has been developed by 2020.	See below.	See below.
WRK 2	Provide 45.09ha (net) of employment land between 2011 and 2030	20ha or less of the net employment land requirement has been developed by 2020.	Target Failed	See indicator EC01. 12.42ha of employment floorspace was completed by 2020. A significant amount of employment land benefits from a valid planning permission, but has not yet come forward. The emerging Local Plan provides the opportunity to review and revise the employment land requirement, revise policy related to employment land uses, and allocate new sites for employment development.
		30ha or less of the net employment land requirement has been developed by 2025.	Not on Target	See indicator EC01. 13.35ha of employment floorspace was completed by 2023. A significant supply of employment land benefits from a valid planning permission, but has not yet come forward. Some progress has been made in securing delivery at major employment sites in recent years. Lomeshaye Phase 2 now has detailed planning permission and there is permission for B8/B2 land uses within new units to be erected at Riverside Business Park. The emerging Local Plan provides the opportunity to review and revise the employment land requirement, revise policy related to employment land uses, and allocate new sites for employment development.

Policy	Targets	Triggers	Progress	Comments/Actions
WRK3	Deliver strategic employment site within the first five years of the plan period.	Developer not on-site by 2017.	Target Failed.	The development of Phase II had not commenced by the end of the 2022/23 monitoring year. More recently progress has been made in advancing the site towards the development phase. The site now benefits from a detailed planning consent.
		Development Brief not prepared by the end of 2016.	Target Failed.	The Lomeshaye Development Brief was adopted by the Council in July 2018. Whilst not adopted within the timescales targeted, its adoption nevertheless signalled progress in bringing the site forward for development.
WRK4	<p>Development new floorspace for both convenience and comparison retail uses.</p> <p>Increase the take-up of existing floorspace for retail uses.</p> <p>Reduce the number of vacant premises in designated shopping centres.</p> <p>Increase employment in retailing.</p>	Delivery of convenience and comparison retail floorspace are not in line with the projections in the Retail Study by 2023.	Target Failed.	Retail development has been limited within the plan period. This is due to a combination of delivery in the early years of the 21 <sup>st</sup> Century and healthy town centres in Barnoldswick, Barrowford and Colne, where vacancy rates are relatively low. Proposals for convenience and comparison floorspace have typically been small in scale , the exception being the development of a new Aldi Supermarket in Barnoldswick. No significant retail proposals have come forward in recent years. Updated evidence on retail and leisure capacity suggests that existing floorspace is sufficient to meet projected retail needs up to 2040. It is therefore unlikely that this target will be taken forward through the new local plan, although a target related to proportion of

Policy	Targets	Triggers	Progress	Comments/Actions
				floorspace occupied by shops would be useful.
		The number and/or percentage of town centre premises in non-retail uses shows an increase in three consecutive years.	On Target	The most recent 3-years has shown the number of non-retail uses stabilise at 62% of occupied units. The ability of the Council to control land uses within the Town Centre and prevent the loss of premises being used for retail has weakened following recent alterations made by the Government to the Use Class Order and Permitted Development Rights. Whilst it will be important that the Council continues to monitor land uses with the town centres, it is unlikely that this target will be carried forward to the new Local Plan for the reasons highlighted above.
		The number and/or percentage of vacant town centre premises shows an increase in three consecutive years.	Target Failed	The number of vacant units increased between 2014 and 2017 and again between 2021 and 2023. The increase in town centre vacancy experienced from 2021 onwards has been significantly higher at around 15 additional units each year. Noting that the proportion of non-retail uses in town centres has remained constant over this period, it appears likely that the majority of the units becoming available were previously shops. The COVID-19 pandemic, loss of market share to online retailers and high rates of inflation are likely to be the most significant causes of this increase in

Policy	Targets	Triggers	Progress	Comments/Actions
				vacancy rates. It is important that the Council continues to monitor town centre vacancy. This will help to determine what actions (if any) can be taken to address and reverse this pattern of change.
		No net increase in retail employment by 2020.	Limited Data	Data relating to this indicator is only available dating back to 2015. In 2015, an estimated 5,000 jobs or 16.1% of available jobs in Pendle were within the wholesale and retail trade, repair of motor vehicles and motorcycles category. By 2020, this estimate had increased to 6,000 (18.2%). In 2022 (the latest year of available data), the number of people estimated to be employed in this sector had again fallen to 5,000. The means that overall very little change had been recorded within this sector over the last 8-years. The fall in employment experienced from 2020 to 2022 could be attributed to the harm caused to the retail sector by the Covid-19 pandemic.
WRK5	Create additional floorspace for tourism, leisure and cultural uses.  Increase the number and percentage of people employed in tourism	No net increase in floorspace for tourism, leisure and cultural uses by 2020.	Target Achieved	This has largely been achieved at new leisure facilities in Pendle. These include the Leisure Box at Northlight in Brierfield, which includes both indoor and outdoor sports provision (football, cricket and climbing), soft play, a gymnasium, and other recreational activities. The Thornton Hall Farm tourist attraction on the boundary with North Yorkshire has expanded during



Policy	Targets	Triggers	Progress	Comments/Actions
				the plan period. The Pendle Heritage Centre has been refurbished and reopened. Levelling up funding is currently being used to help refurbish three theatres in Colne, which will facilitate the expansion of the Hippodrome into adjacent premises. The theatres are expected to reopen to the public during 2024.
		No net increase in tourism employment by 2020	Limited Data Available	Data relating to this indicator is only available dating back to 2015 and may include jobs not related to tourism. The indicators show a decline in these sectors from 2015 and 2020. A rise has since been recorded to the present day. This increase in jobs observed in this sector since 2020 may be connected to the developments referred to above.
WRK6	Increase the number of new commercial premises achieving a BREEAM rating. Increase the amount of open space created in new employment developments.	40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.	Not monitored	Limited data exists to enable the monitoring of this target. The emerging Local Plan provides the opportunity to review, revise and establish new targets.
		No increase in the amount of open space arising from new employment development by 2020.	Limited Data	The Council has not identified a reliable and resource efficient means to monitor this target/trigger.  ACTION: A review will be conducted through the preparation of a new Local Plan for Pendle.
SUP1	To deliver new and improved community facilities to meet identified needs and deficiencies	No net increase in the number of new community facilities by 2020 and 2025.	Not monitored	A reliable source of data to monitor for this target could not be identified. The emerging

Policy	Targets	Triggers	Progress	Comments/Actions
				Local Plan provides the opportunity to review, revise and establish new targets.
SUP2	To deliver new and improved health and social care facilities.	No net increase in the number of new health and social care facilities by 2020 and 2025.	Not monitored	A reliable source of data to monitor for this target could not be identified. The emerging Local Plan provides the opportunity to review, revise and establish new targets.
	To deliver well-linked open space to enable healthy lifestyles	80% or less of new residential development provide a form of open space in their scheme or have made a contribution where appropriate.	Limited Data	The Council has not identified a reliable and resource efficient means to monitor this target/trigger.  ACTION: A review will be conducted through the preparation of a new Local Plan for Pendle.
SUP3	To deliver key developments to improve the education and training offer in the borough.	No net increase in the number of new and improved education and training facilities by 2020 and 2025	Limited Data	A reliable source of data to monitor for this target has not been identified. The emerging Local Plan provides the opportunity to review, revise and establish new targets. There has been a number of investments made in the education sector during the plan period primarily through activities associated with Nelson and Colne College and their role as part of the Lancashire Adult Learning Centre which has opened at Northlight in Brierfield.
SUP4	To increase the design quality of public buildings and spaces.	40% or less of new buildings (where applicable) achieve a BREEAM rating by 2020 and 2025.	Not monitored	Limited data exists to enable the monitoring of this target. The emerging Local Plan provides the opportunity to review, revise and establish new targets.

## Appendix B: Data collection methodology

- B1.1 Data relating to the granting of planning permission and the completion of development for Housing, Employment, Retail and Leisure uses has been collected by Pendle Council for many years. The methodology employed for collecting this data has evolved over time to take into account of changes to policy and the need to collect additional information.
- B1.2 This appendix sets out the current methodology for the collection of data and undertaking site visits. Although the methodology is broadly similar for each typology that is monitored there are some minor differences, which require further explanation.

### General methodology

- B1.3 The data for each typology is held in three separate databases. The data recorded is guided by the monitoring requirements established at a national and local level. The indicators set out in Pendle Local Plan Part 1: Core Strategy (2015) and other local plan documents have been used to inform data collection requirements. New fields are added over time to record any new information that may be required. Where feasible, this information is back-dated to allow for direct comparisons to be made over time.
- B1.4 Each site granted planning permission for new development in the monitoring period is logged as a new record. Preliminary information is obtained from the planning application files. Details such as site area and development density – based on a Geographic Information System (GIS) plot of each site – are then added.
- B1.5 Site visits are undertaken as soon as possible after the 1<sup>st</sup> April each year, to assess the status of each new site, together with those from previous years which continue to remain ‘available’. One of the following options is then assigned to each site to reflect its current status:
- **Available** – no work has been started, or work remains incomplete;
  - **Complete** – the planning permission granted has been implemented and work on the site has finished;
  - **Lapsed / Expired** – no work has been started and the expiration date for the permission has been exceeded.
- B1.6 In this way the survey maintains an accurate (rolling) record of the current stock of permissions.
- B1.7 Completed sites are also listed in the report. Sites that are partially complete remain ‘available’ (housing), or may be recorded as part complete (employment and retail only).
- B1.8 Completed units, on partially developed sites, count towards the annual completion total to allow for a yearly assessment of progress against established targets.

### Generic fields in all databases:

- B1.9 Each of the three monitoring databases has the following fields to allow for the unique identification of sites:
- **Site Ref.** – provides a unique site identifier allowing for quick referral back to the relevant database record and any other information about the site.
  - **Site Name and Address** – taken directly from the planning decision notice.
  - **App. No.** – the planning application reference number assigned by Pendle Council can be used with the online planning archive (see link below) to view details of the application:  
<https://publicaccess.pendle.gov.uk/online-applications/>
  - **Permission** – the description of the proposed development, as set out on the planning decision notice.
- B1.10 Losses to alternative uses are also recorded – e.g. if a shop is converted to a dwelling the loss of the shop is recorded and the new house delivered counts towards total housing completions.

### Specific fields in the housing database

- B1.11 The housing land monitoring database includes the additional fields set out below:
- **Total No. of Units** – the total number of new dwellings (units), taken from the planning decision notice.
  - **Granted** – the total number of units granted on the site in a particular monitoring year – new planning permissions can be granted on existing sites, but only the additional units are recorded.
  - **Total Com.** – the total number of units completed on the site since the relevant planning permission was granted – this may include completions from previous monitoring periods.
  - **Total New Com.** – the total number of new units completed during the current monitoring period. This is the figure used, when added to the figure for units delivered on completed sites is used to calculate total housing completions for a particular monitoring period.
  - **Not Start.** – the total number of units granted planning permission where construction work has not yet started.
  - **Under Const.** – the total number of units granted planning permission where construction work has started, but the units remain incomplete.
  - **Total Avail.** – the total number of units on the site classified as ‘available’ – i.e. the total number of units not started and/or under construction.
  - **Area Avail. (ha)** – for partially completed sites the area in hectares that remains available for development – a proportion of the total site area, relative to the total number of units completed, is used.
  - **Category of development** – the different categories of development are presented in Table B1 overleaf.

**Table B1 – Category of development**

Category	Description
Windfall : Outline permission	Sites where outline planning permission has been granted on land not allocated in the Local Plan for housing purposes.
Windfall : Full permission	Sites where full planning permission has been granted on land not allocated in the Local Plan for housing purposes.
Windfall: Permission in Principle	Sites where permission in principle has been granted on land not allocated in the Local Plan for housing purposes.
Windfall : Reserved Matters	Sites where planning permission for reserved matters has been granted on land not allocated in the Local Plan for housing purposes.
Windfall : Amended scheme	Sites where planning permission for an amended scheme has been granted on land not allocated in the Local Plan for housing purposes.
Allocated : Outline permission	Sites where outline planning permission has been granted on land allocated for housing purposes either in the current or a previous adopted Local Plan.
Allocated : Full permission	Sites where full planning permission has been granted on land allocated for housing purposes either in the current or a previous adopted Local Plan.
Changes of use (conversion)	Sites where planning permission has been granted to change the use of a building for residential use (i.e. convert a building from a previous use to housing) with the exceptions of sub-divisions of existing dwellings and agricultural barn conversions.
Conversion of existing dwelling (sub-division)	Sites where planning permission has been granted to create additional dwelling(s) from an existing dwelling (e.g. subdivision of a house to flats).
Barn conversions	Sites where planning permission has been granted to convert an agricultural barn to residential use.

- **Expiry date** – the date on which the planning permission will expire if the scheme is not started. A site can remain listed on the availability schedule (see SHLAA) when the expiry date has been exceeded. This is because regulations permit a planning permission to remain open provided that work has started on-site. There may be cases where work on the site has commenced, but construction of the dwellings has not. In such cases the availability schedule may record the dwellings as ‘not started’ and the permission date will be shown as expired. However because a “technical start has been made on-site” the permission will still be valid and count towards the overall number of available dwellings.
- **Type and Size** – the specific type of housing (detached, semi-detached etc.) and the number of bedrooms is recorded to see if the requirements of Policy LIV5 are being met. This seeks to provide a better mix of dwelling types and sizes within the housing stock and will inform future reviews of the Strategic Housing Market Assessment (SHMA).

#### **Specific fields in the employment database**

B1.12 The employment land monitoring database includes the additional fields set out below:

- **Site Area (ha)** – total area of the site in hectares using information provided on the planning application form or a plot of the site using GIS mapping.
- **B1 (ha)** – element of the total site area approved for B1 development, in hectares.

- **B2 (ha)** – element of the total site area approved for B2 development, in hectares.
- **B8 (ha)** – element of the total site area approved for B8 development, in hectares.
- **Floorspace (m<sup>2</sup>)** – internal floorspace of the premises constructed on the site, in square metres. Where this is not stated on the application form it has been measured from the plans submitted.
- **B1a, B1b, B1c (m<sup>2</sup>)** – element of the total floorspace approved for B1 (a, b or c) development, in square metres.
- **B2 (m<sup>2</sup>)** – element of the total floorspace approved for B2 development in square metres.
- **B8 (m<sup>2</sup>)** – element of the total floorspace approved for B8 development in square metres.
- **Perm. Type** – identifies whether the planning permission granted is for Full or Outline permission or Reserved Matters.
- **Class.** – indicates whether the development is on a Brownfield site (previously developed land) or Greenfield site (undeveloped land, or previously developed land that has returned to a natural state).
- **Emp. Area** – indicates whether the development is located within a Protected Employment Area, as designated in Policy 22 of the Replacement Pendle Local Plan (2001-2016).

B1.13 For the Site Area and Floorspace categories the figures for total amount of land remaining available; the annual and cumulative completion totals are recorded.

B1.14 For simplification B1a, B1b, B1c land uses are still used to help differentiate between land uses falling within class B1 (now Class E(g)).

#### **Specific fields in the retail and leisure database**

B1.15 The retail and leisure land monitoring database includes the additional fields set out below:

- **Site Area (ha)** – total area of the site in hectares using information provided on the planning application form or a plot of the site using GIS mapping.
- **Internal floor space (m<sup>2</sup>)** – internal floorspace of the premises constructed on the site, in square metres. Where this is not stated on the application form it has been measured from the plans submitted.
- **Location of Dev.** – indicates whether the development is located within a designated location. The potential options are Town Centre, Local Shopping Centre, Local Shopping Frontage, Edge of Centre and Out of Centre shopping area. If a development is not situated in one of these locations it is recorded as “Elsewhere”.

B1.16 The monitoring database still uses the old use classes to record observed completions and commitments each year. This is then translated into the revised use Classes as outlined in Appendix C.

## Appendix C: Changes made to the Use Class Order (Effective 1<sup>st</sup> September 2020)

C1.1 For reasons of clarity, Table C1 below maps out the changes invoked through [The Town and Country Planning \(Use Classes\) \(Amendment\) \(England\) Regulations 2020](#).

**Table C1 Alternations Made to the Use Class Order Effective 1<sup>st</sup> September 2020**

Use	Previous Use Class (as reported in AMR 2020/21)	Use Class from 1 <sup>st</sup> September 2020 (as now implemented through the Planning System)
Shops	A1	E(a)
Financial and Professional Services	A2	E(c)
Food & Drink (mainly on the premises)	A3	E(b)
Business (office, research and development and light industry)	B1	E(g)
Non-residential institutions (medical or health services, crèches, day nurseries and centres)	D1	E(e/f)
Assembly and Leisure (indoor sport, recreation or fitness, gyms)	D2	E(d)
Non-residential institutions (education, art gallery, museum, public library, public exhibition hall, places of worship, law courts)	D1	F1
Shops no larger than 280sqm (selling mostly essential goods and at least 1km from another similar shop); community hall, outdoor sport/recreation area,	A1	F2

Use	Previous Use Class (as reported in AMR 2020/21)	Use Class from 1 <sup>st</sup> September 2020 (as now implemented through the Planning System)
indoor or outdoor pool, skating rink		
Public House, wine bar, drinking establishment	A4	Sui Generis
Hot Food Takeaway	A5	Sui Generis
Cinema, Concert Hall, Bingo Hall, Dance Hall, Live Music Venue	D2	Sui Generis

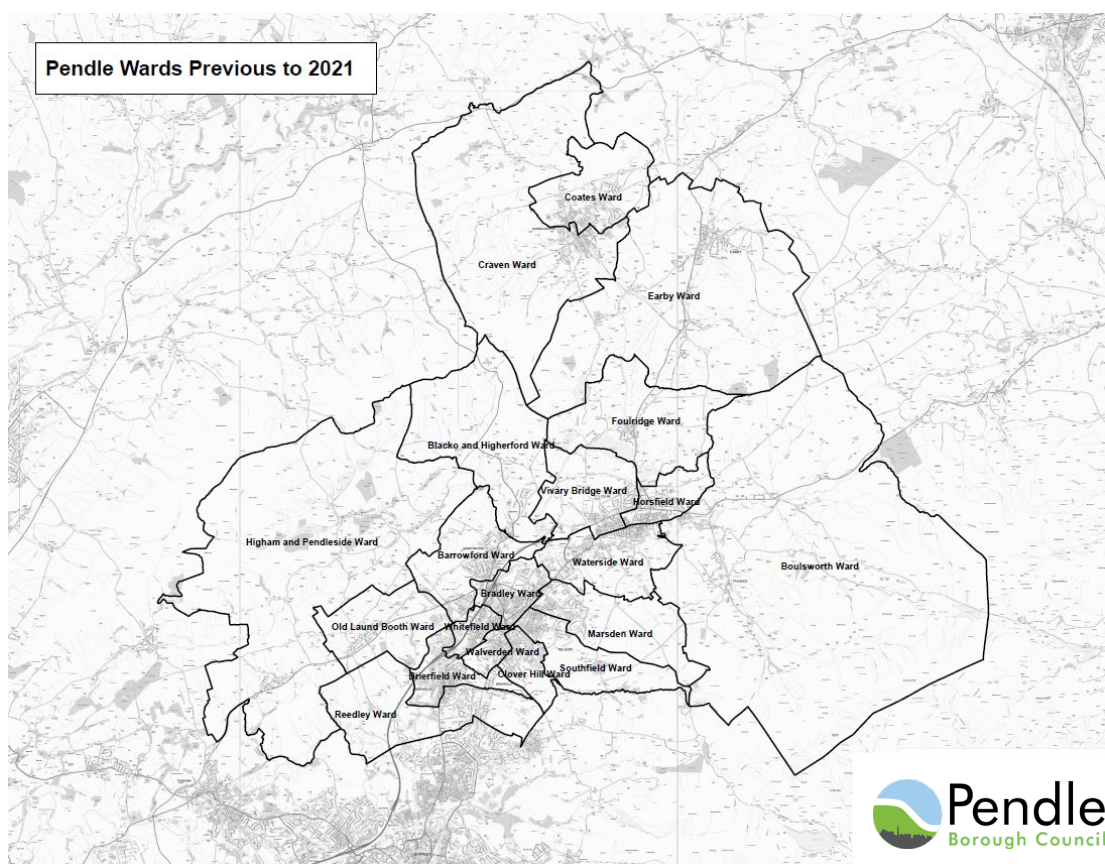
Note: Changes do not affect Use Class C1-C4 (residential), B2 (general industrial) and B8 (storage and distribution).



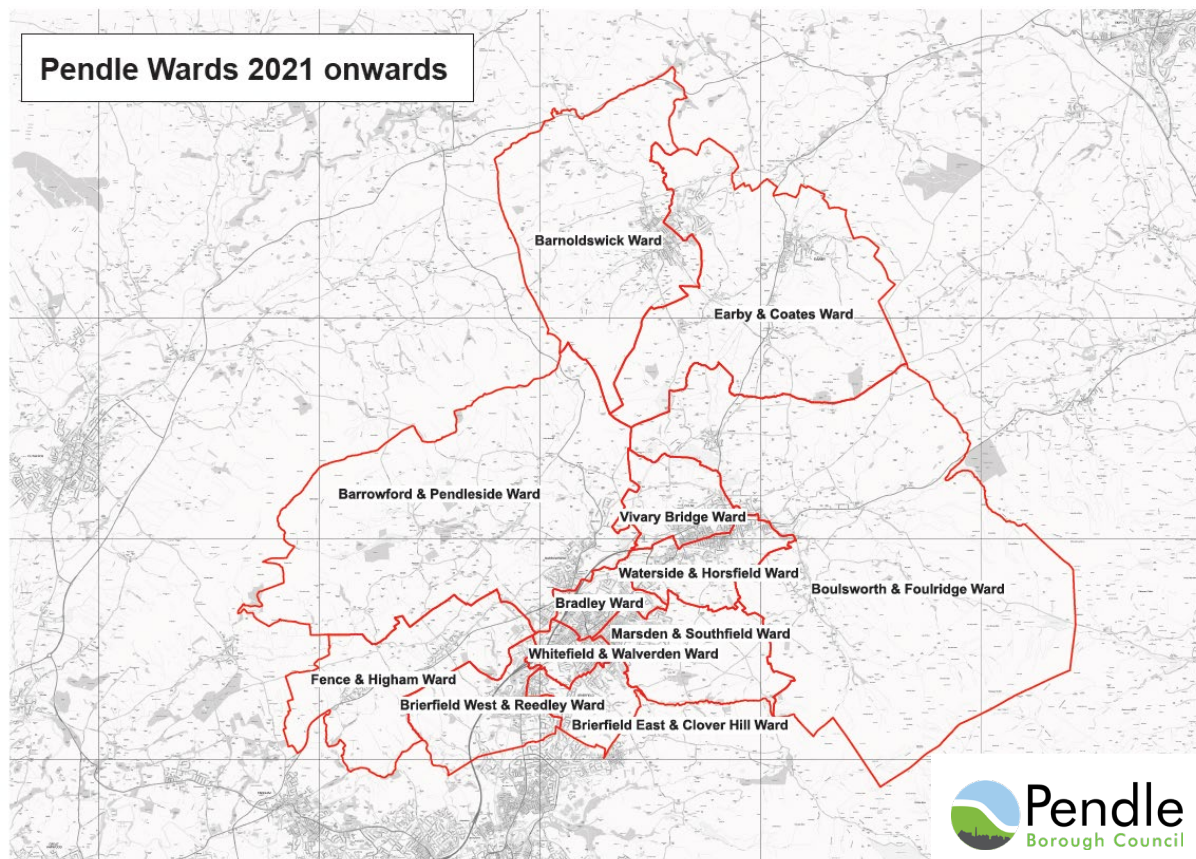
## Appendix D: Changes to ward boundaries

- D1.1 Figures D1 and D2 show the ward boundaries before and after the May 2021 local elections respectively.
- D1.2 In this AMR where data has been broken down to ward level it may reflect the wards prior to May 2021, to help ensure consistency with earlier data and enable comparisons to be made.
- D1.3 Future monitoring, wherever practicable, will be conducted using the post May 2021 ward boundaries.

**Figure D1: Pendle ward boundaries prior to May 2021**



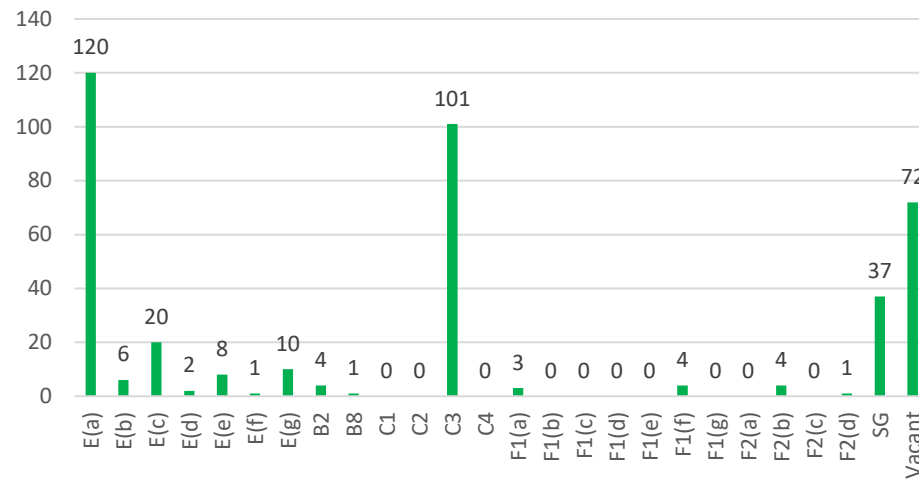
**Figure D2: Pendle ward boundaries after May 2021**



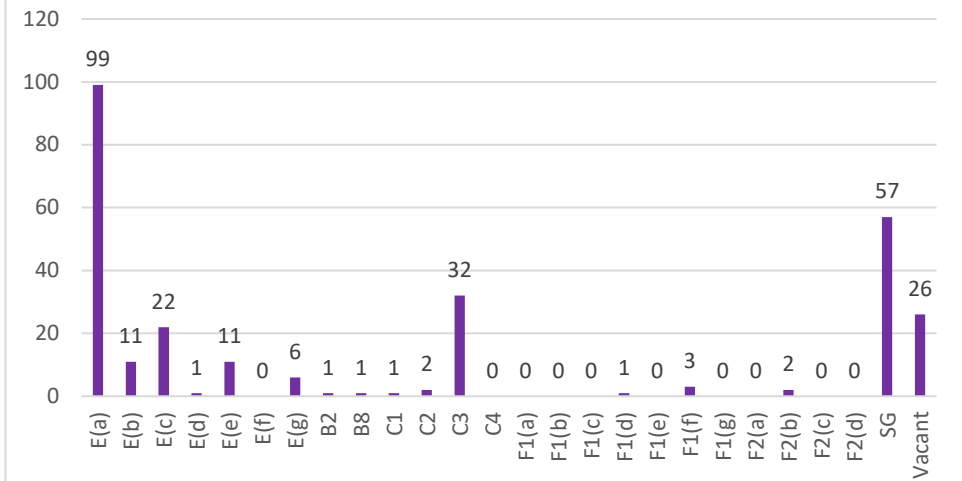
## Appendix E: Town centre Occupancy and Vacancy

- E1.1 The tables on pages E.2 to E.3 show data recorded of retail occupancy and vacancy in the borough's six town and local shopping centres in the 2022/23 monitoring period.
- E1.2 The tables on pages E.4 to E.5 shows trend data of shopping, non-shopping and vacancy for the borough's six town and local shopping centres in the period 2006-2023.

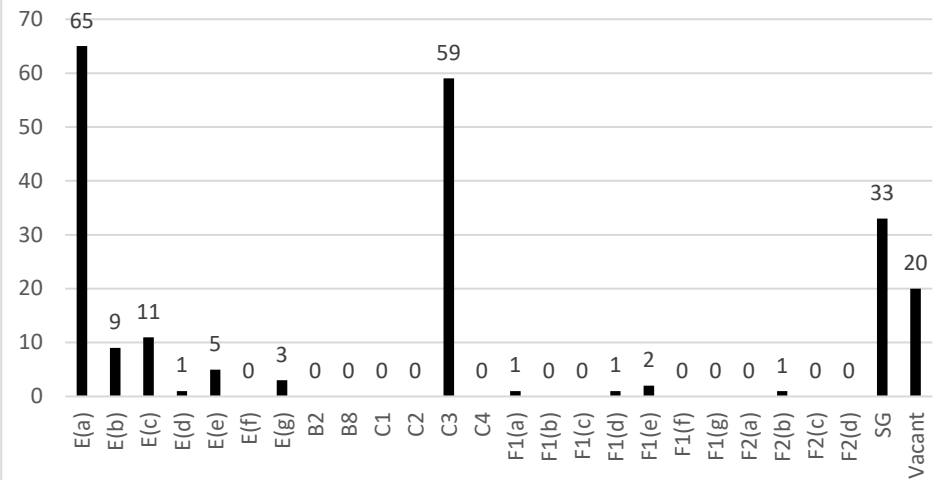
### Nelson Town Centre Land Uses 2023



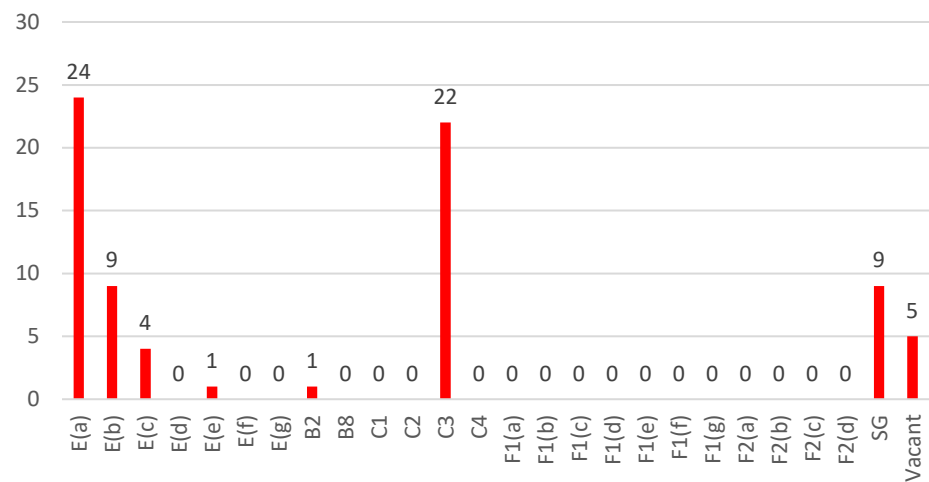
### Colne Town Centre Land Uses 2023



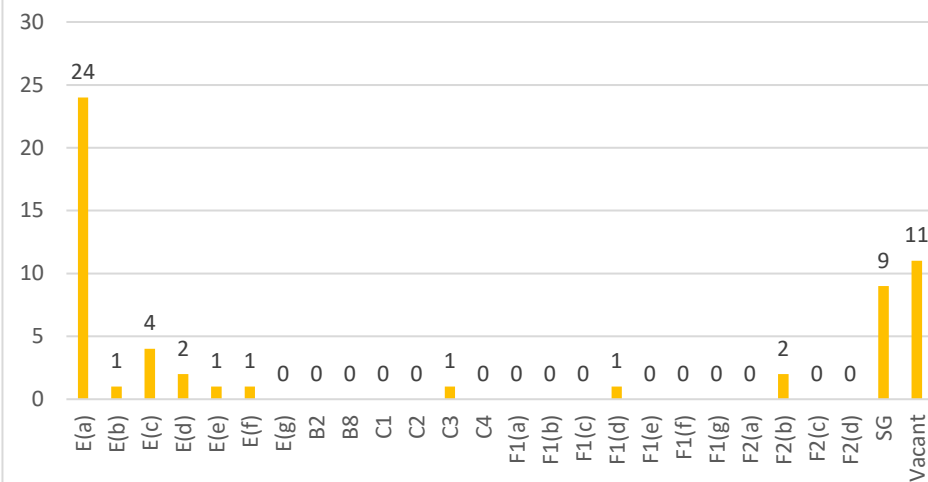
### Barnoldswick Town Centre Land Uses 2023



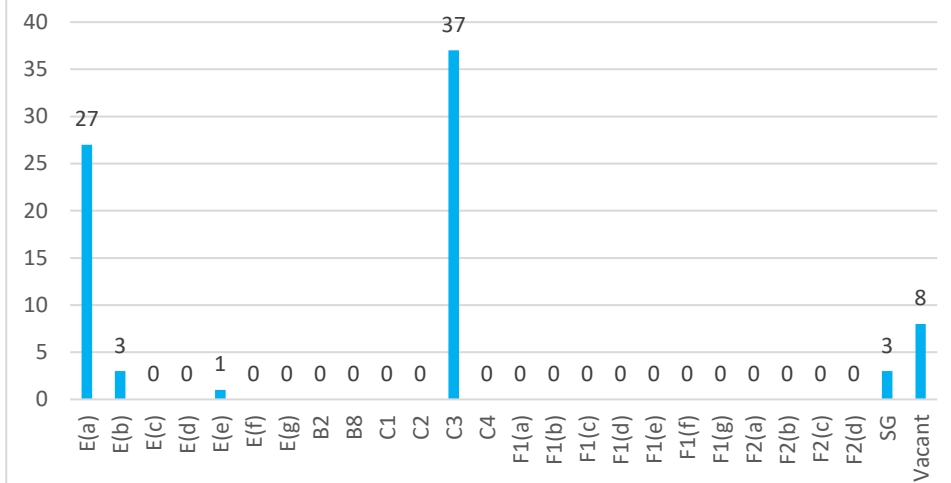
### Barrowford Village Centre Land Uses 2023

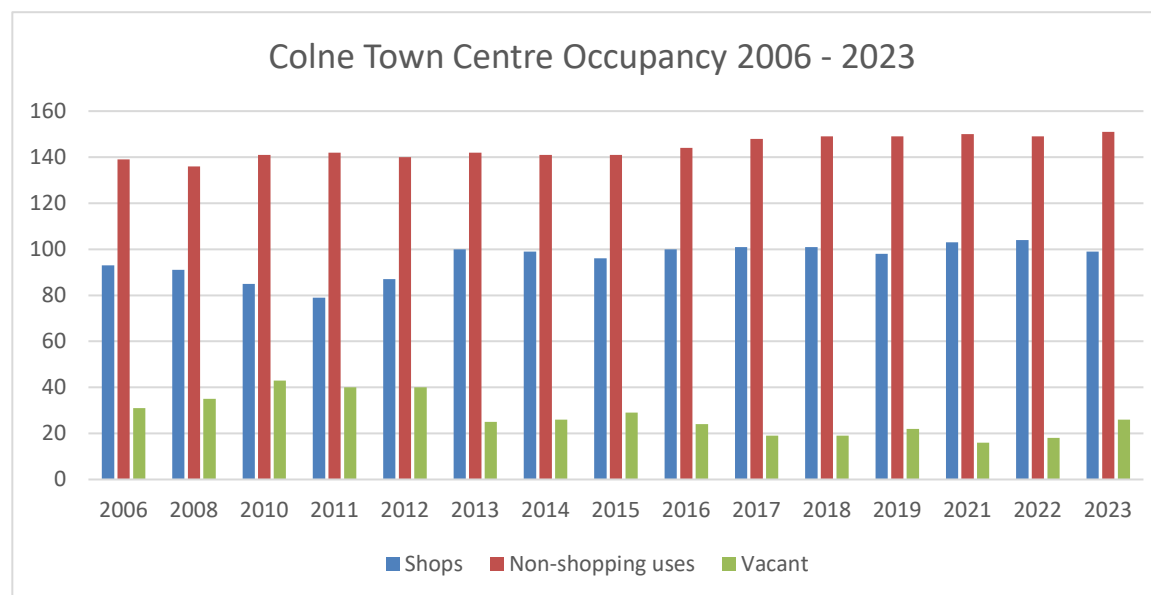
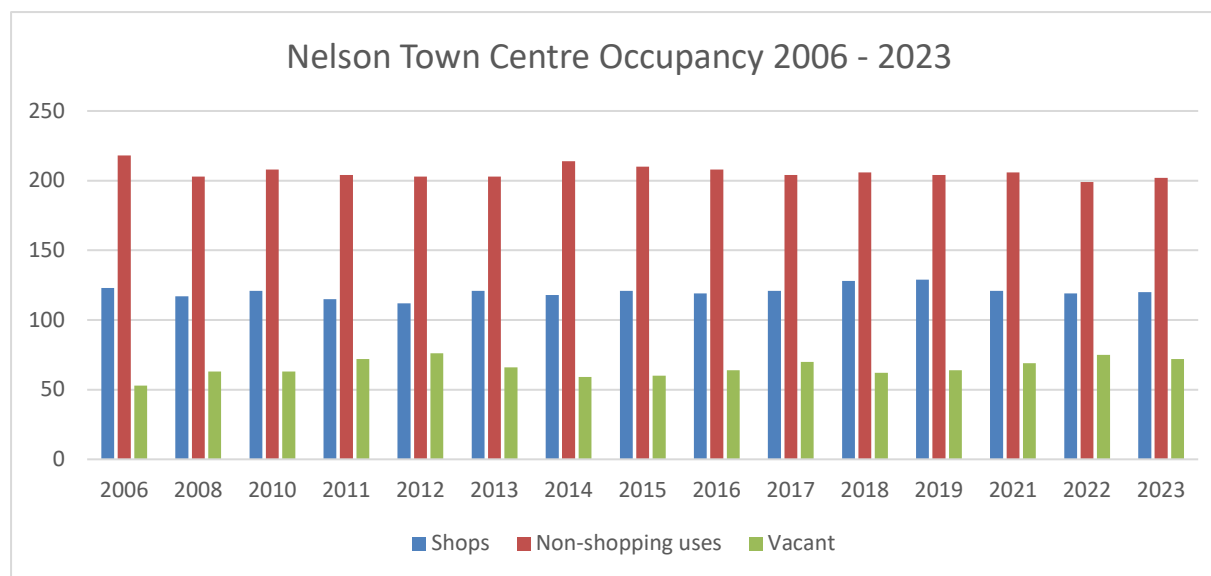


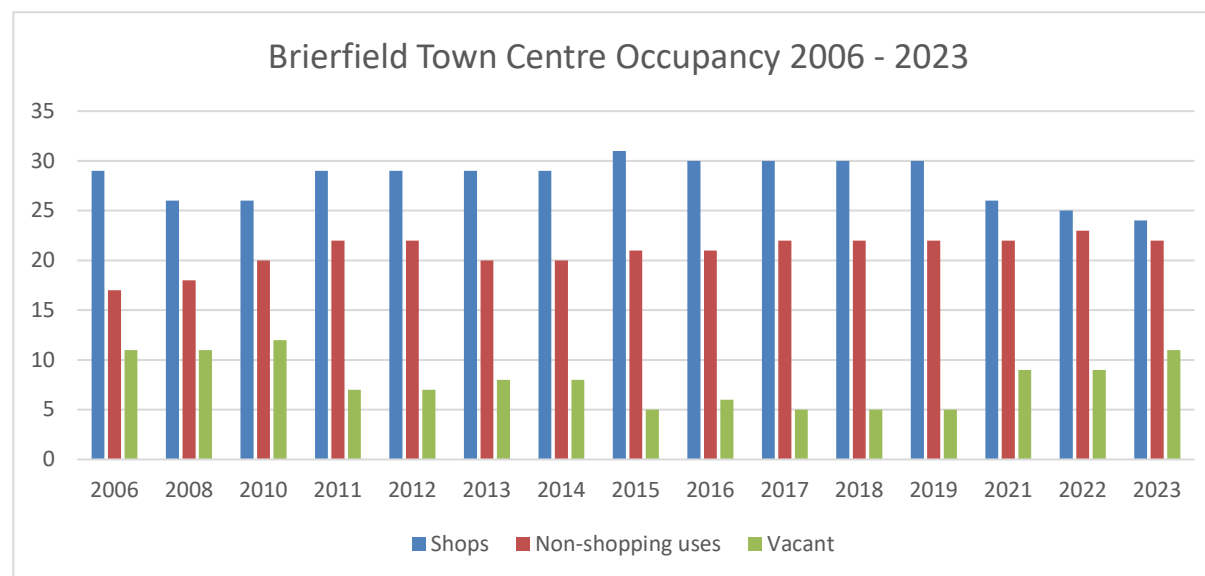
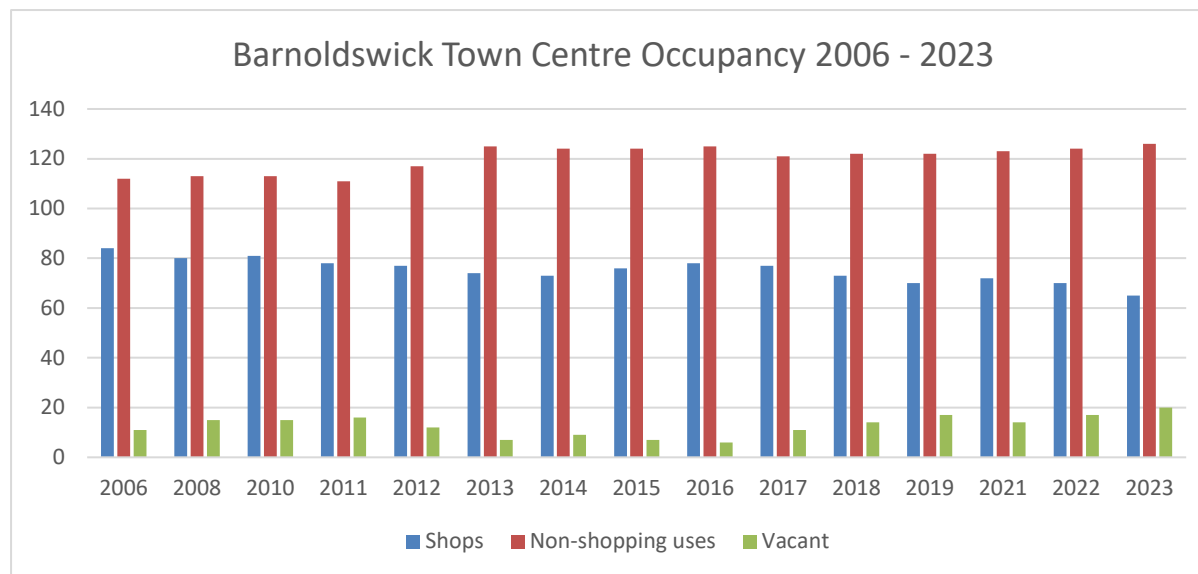
### Brierfield Town Centre Land Uses 2023

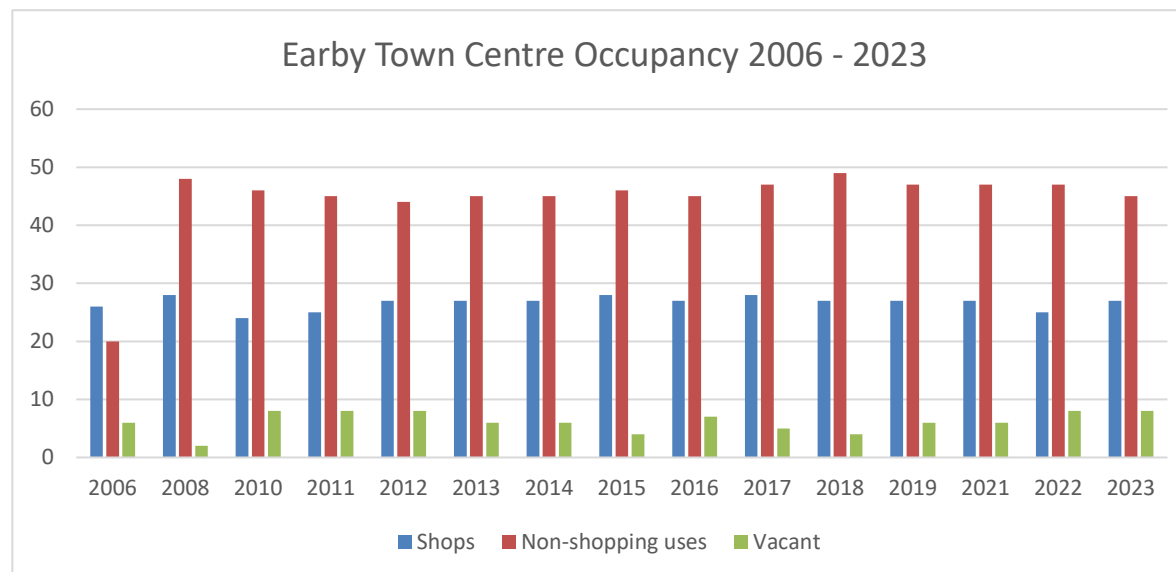
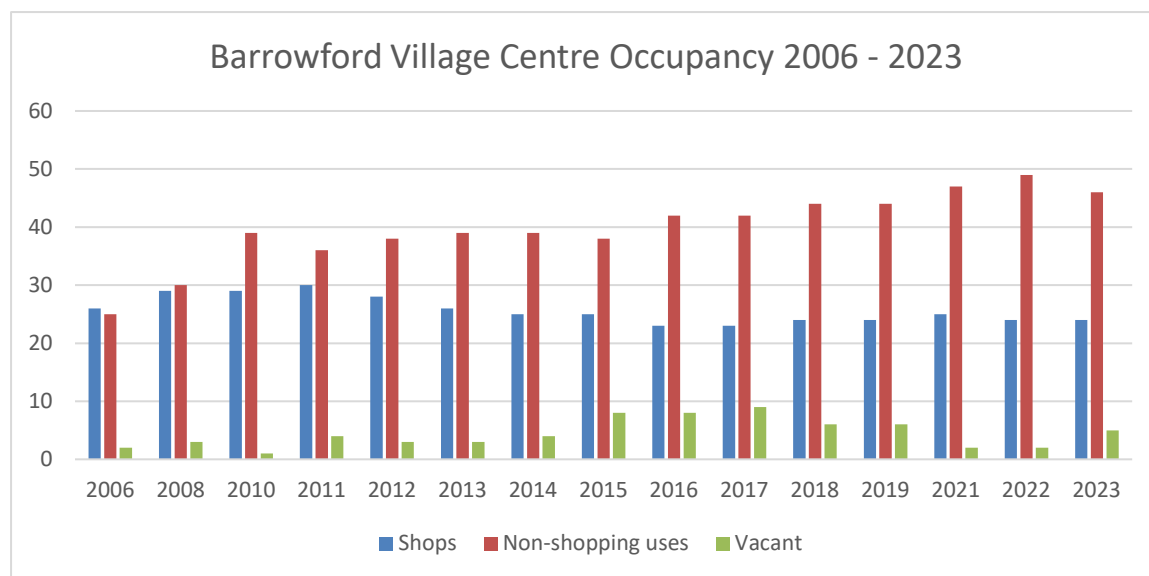


### Earby Town Centre Land Uses 2023











## Appendix F: Glossary

F1.1 This appendix provides brief descriptions for the key planning terms and acronyms used throughout this report.

Term and common abbreviation		Brief Description
<b>Affordable housing</b>	-	housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the definitions set out in the <a href="#">NPPF</a>
<b>Affordable rented housing</b>	-	Housing let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent (including service charges, where applicable).
<b>Air Quality Management Area</b>	<b>AQMA</b>	Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.
<b>Ancient semi-natural woodland</b>	<b>ASNW</b>	In England, the term ancient woodland is used to refer to land that has been continuously wooded since 1600. Areas of ancient woodland that have never been cleared or replanted are known as ancient semi-natural woodland. This resource cannot increase and is irreplaceable.
<b>Authority Monitoring Report</b>	<b>AMR</b>	Previously known as the Annual Monitoring Report this document sets out how the Council's planning policies have been used in the previous financial year (April to March) and whether it has achieved the milestones set out in its Local Development Scheme. ► Local Development Scheme.
<b>Appropriate Assessment</b>	<b>AA</b>	Appropriate Assessment is the process and documentation associated with the statutory requirement under the EU Habitats and Species Directive. ► Habitat Regulations Assessment
<b>Area Action Plan</b>	<b>AAP</b>	A document that provides the planning framework for a specific location that is usually the subject of a conservation or regeneration initiative. A key feature is its focus on implementation. ► Development Plan Document
<b>Article 4 Direction</b>	-	An order which requires work which would normally be exempt from the need to obtain planning permission (i.e. "permitted development") to obtain formal consent.
<b>Biodiversity</b>	-	Derived from the term "biological diversity" it is most often used to refer to the number and variety of plants, animals and micro-organisms found within a specified area (or ecosystem). ► Biodiversity Action Plan
<b>Biodiversity Net Gain</b>	<b>BNG</b>	A mandatory requirement for all qualifying development to provide a net gain of at least 10% for biodiversity when measured against the baseline conditions (based on existing habitats).
<b>Biodiversity Action Plan</b>	<b>BAP</b>	A strategy aimed at conserving biological diversity within a given area through a series of actions focusing on protection and restoration. ► Biodiversity

Term and common abbreviation		Brief Description
<b>Brownfield land</b>	-	Also referred to as previously developed land, or PDL for short. The term refers to land previously occupied by a permanent structure (excluding agricultural, or forestry buildings) and any associated fixed (surface) infrastructure. The term can also be applied to land occupied by under-used or vacant premises. ► Greenfield land ► Previously Developed Land
<b>Brownfield Land Register</b>	-	A register kept by local authorities which provides up-to-date and consistent information on sites which are considered to be appropriate for residential development having regard to the criteria set out in the Brownfield Land Register Regulations 2017.
<b>Building for Life</b>	<b>BfL</b>	An initiative which promotes design excellence and celebrates best practice in the house building industry. The Building for Life criteria are the measure by which design quality in new housing is assessed. They cover three main themes: 1. Integrating into the neighbourhood 2. Creating a place 3. Street and home
<b>Build to Rent</b>	<b>BtR</b>	Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.
<b>Climate change</b>	-	A reference to significant long-term change in the 'average weather' conditions (temperature, precipitation and wind patterns) experienced in a particular area.  These changes can be caused by external forces, such as variations in sunlight intensity, and more recently by human activities, in particular the consumption of fossil fuels.
<b>Comparison goods</b>	-	Collective term for those items that consumers buy only occasionally and would normally compare prices before buying e.g. furniture, electrical equipment, clothes etc. ► Convenience Goods
<b>Community facilities</b>	-	Collective term for establishments that provide for the social, educational, spiritual, recreational, leisure and cultural needs of the community.
<b>Community Infrastructure Levy</b>	<b>CIL</b>	This is a standard charge, which local authorities can levy on new developments by local authorities to reflect the impact they are likely to have on local services and amenities.  The local planning authority must publish a schedule identifying the charges to be imposed for different types of development. These may vary by area. Prior to adoption this schedule of charges must undergo public consultation and independent examination. ► Infrastructure
<b>Conservation Area</b>	-	Areas of special architectural or historical interest, the character, appearance or setting of which it is desirable to preserve or enhance. Properties within a conservation area may be subject to planning restrictions particularly relating to the exterior of the property.

Term and common abbreviation		Brief Description
<b>Consultation Statement</b>	-	<p>Demonstrates how each planning document has been prepared in accordance with the requirements set out in The Town and Country Planning (Local Planning) (England) Regulations 2012.</p> <p>The statement should set out:</p> <ul style="list-style-type: none"> <li>• which bodies and persons were invited to make representations at each stage;</li> <li>• how these bodies and persons were invited to make such representations;</li> <li>• a summary of the main issues raised by those representations; and</li> <li>• how those main issues have been addressed in the final document.</li> </ul> <p>► The Regulations</p>
<b>Contaminated land</b>	-	Land that has been polluted and needs to be treated before development can safely take place on the site.
<b>Convenience goods</b>	-	<p>Collective term for relatively inexpensive goods that are purchased frequently at the most convenient location and with the minimum of deliberation e.g. most grocery items, newspapers, petrol etc.</p> <p>► Comparison goods</p>
<b>Decentralised Energy Network</b>	-	A network that produces heat and/or electricity at or near the point of consumption.
<b>Deliverable</b>	-	<p>As defined with Annex 2 of the National Planning Policy Framework. To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. See NPPF Annex 2 for further information.</p> <p>► Five Year Housing Land Supply ► National Planning Policy Framework</p>
<b>Design Code</b>	-	A set out illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area. The graphic and written components of the code should build upon a design vision, such as a masterplan or other design and development framework for a site or area.
<b>Designated heritage asset</b>	-	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
<b>Designated rural area</b>	-	National Parks, Areas of Outstanding Natural Beauty and areas designated as 'rural' under Section 157 of the Housing Act 1985.
<b>Development Management</b>	<b>DM</b>	The process through which the local planning authority considers the merits of a planning application, having regard to the Local Plan and all other material considerations.

Term and common abbreviation		Brief Description
<b>Development Plan</b>	-	<p>The statutory Development Plan is made up of a series of documents, which contain the planning policies and site specific allocations to guide the nature and location of development in a particular area.</p> <p>In Pendle the Development Plan will include the following planning documents:</p> <ul style="list-style-type: none"> <li>• Pendle Local Plan Part One: Core Strategy</li> <li>• Pendle Local Plan Part Two: Site Allocations and Development Policies</li> <li>• Bradley Area Action Plan</li> <li>• Joint Minerals and Waste Local Plan: Core Strategy DPD</li> <li>• Joint Minerals and Waste Local Plan: Site Allocation and Development Management Policies DPD</li> </ul> <p>Any Neighbourhood Plan also forms part of the Development Plan following a successful referendum.</p> <p>► Development Plan Documents ► Local Plans ► Neighbourhood Development Plan ► Site Specific Allocations ► Statutory</p>
<b>Development Plan Document</b>	<b>DPD</b>	<p>A statutory planning document that forms part of the Development Plan.</p> <p>► Area Action Plans ► Development Plan ► Proposals Map ► Statutory ► Sustainability Appraisal</p>
<b>Dwelling</b>	-	<p>A self-contained building, or part of a building, usually occupied by a single household. Examples of a dwelling include a house, bungalow, apartment, maisonette etc.</p>
<b>Edge of centre</b>	-	<p>For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary.</p> <p>► Primary Shopping Area</p>
<b>Employment land</b>	-	<p>Land reserved for development by businesses engaged in light industrial or office uses (B1 use class), general industry (B2) or warehousing and distribution (B8).</p> <p>► Employment Land Review</p>
<b>Employment Land Review</b>	<b>ELR</b>	<p>Prepared by local planning authorities to assess the demand for and supply of land for employment and the suitability of sites for employment development, in order to safeguard the best sites in the face of competition from competing uses.</p> <p>► Employment land</p>
<b>Evidence base</b>	-	<p>The body of information and data used to help justify the soundness of the policy approach taken within a planning document.</p> <p>► Soundness</p>
<b>Five Year Housing Land Supply</b>	<b>5YHLS</b>	<p>Required by Paragraph 69 of the National Planning Policy Framework. Local Planning Authorities are required to identify and update annually as supply of specific, deliverable sites sufficient to maintain at least a five year land supply when assessed against the adopted housing requirement, or where plans are more than five years old, local housing needs.</p> <p>► Local Housing Need ► Deliverable ► National Planning Policy Framework</p>
<b>Front loading</b>	-	<p>The term used to reflect that public input and consensus will be sought at the earliest opportunity in the production of new planning documents.</p>

Term and common abbreviation		Brief Description
<b>General consultation bodies</b>	-	<p>The Regulations require local planning authorities to consult those ‘general consultation bodies’ as they consider appropriate, in the preparation of documents that will form part of the Local Plan. General consultation bodies include:</p> <ul style="list-style-type: none"> <li>a. Voluntary bodies some or all of whose activities benefit any part of the local planning authority’s area</li> <li>b. Bodies which represent the interests of different racial, ethnic or national groups in the authority’s area.</li> <li>c. Bodies which represent the interests of different religious groups in the local planning authority’s area</li> <li>d. Bodies which represent the interests of disabled persons in the local planning authority’s area.</li> <li>e. Bodies which represent the interests of persons carrying on business in the local planning authority’s area.</li> </ul> <p>► The Regulations ► Specific Consultation Bodies</p>
<b>Green Belt</b>	-	<p>An area of land around built-up areas where there is a presumption against inappropriate development, in order to keep the land permanently open. The intention is to safeguard the countryside from urban encroachment; to prevent adjacent towns and villages from merging; to preserve the special character of historic towns and to assist urban regeneration by encouraging the re-use of Brownfield (previously developed) land.</p> <p><b>N.B.</b> Not to be confused with Greenfield land.</p> <p>► Brownfield Land ► Greenfield Land</p>
<b>Green infrastructure</b>	-	<p>The term used to describe natural and managed areas of ‘green’ land lying both in, and between, our towns and villages, that together make up a network of inter-connected, high quality, multi-functional open spaces and the corridors that link them, which provide multiple social, economic and environmental benefits for both people and wildlife.</p> <p>► Infrastructure.</p>
<b>Greenfield land</b>	-	<p>Describes a site that has either not previously been developed, or where nature has clearly ‘reclaimed’ a previously developed site.</p> <p><b>N.B.</b> Not to be confused with Green Belt.</p> <p>► Brownfield Land ► Green Belt ► Previously Developed Land</p>
<b>Gypsies and Travellers</b>	-	<p>For the purposes of planning policy the term ‘gypsies and travellers’ refers to persons of nomadic habit of life whatever their race or origin.</p> <p>The term also includes such persons who on grounds of their own, their family’s or a dependents’ educational or health needs, or old age have ceased to travel temporarily or permanently.</p> <p>The definition excludes members of an organised group circus or travelling showpeople who travel together as such.</p> <p>► Travelling Showpeople</p>
<b>Habitat Regulations Assessment</b>	<b>HRA</b>	<p>A step-by-step process, which includes the process known as Appropriate Assessment required, under the European Habitats Directive. The purpose is to assess the potential impact emerging planning policies may have - either alone, or in combination with other projects or plans - on the structure, function or conservation objectives for a European site and, where appropriate, assesses these impacts examines alternative solutions.</p>

Term and common abbreviation		Brief Description
Housing association	-	Term used to describe independent not-for-profit organisations, which own, let and manage rental housing. As not-for-profit organisations, revenue acquired through rent is ploughed back into the acquisition and maintenance of property. Most Housing Associations are Registered Social Landlords. ► Registered Social Landlord
Housing Delivery Test	HDT	Measure of housing delivery introduced through amendments made to the NPPF imposing specific measures if, over a rolling three year period, housing delivery has not been sufficient to meet defined housing needs. ► National Planning Policy Framework ► National Planning Practice Guidance
Housing Needs Assessment	HNA	Publication assessing housing needs of the Borough in terms of their quantum, type, size and tenure, including needs for affordable housing, specialist housing (such as homes for the elderly) and Gypsy, Traveller, Show people needs. ► Affordable Housing ► Local Housing Need ► Gypsies and Travellers ► Travelling Showpeople.
Infrastructure	-	Collective term for the basic services necessary for development to take place i.e. transport, electricity, sewage, water, education and health facilities. ► Green Infrastructure
Intermediate housing	-	Homes for sale or rent, which are provided at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. ► Affordable Housing ► Affordable Rented Housing ► Social Rented Housing.
Landscape character	-	Describes the recognisable pattern of elements – including combinations of geology, landform, soils, vegetation, land use and human settlement - that occur consistently in parts of the landscape. Often defined by the four basic elements of form, line, colour, and texture.
Landscape Character Assessment	-	Study undertaken to define the key elements that make up the landscape character of an area. ► Landscape Character
Lifetime homes	LtH	A set of 16 design criteria that can be applied universally to all new homes at minimal cost, to create adaptable and accessible dwellings. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life. N.B. The Government has restricted the use of this standard as part of its review of housing standards. ► Dwelling
Local Development Document	LDD	The collective term for a set of documents specified in planning law, which a local planning authority creates to describe their strategy for development and use of land in their area. ► Development Plan Document ► Spatial ► Statement of Community Involvement ► Supplementary Planning Document
Local Development Scheme	LDS	Sets out the timetable for the production of all the documents that will form part of the new Pendle Local Plan.
Local Enterprise Partnership	LEP	A body, designated by the Secretary of State for Housing, Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Term and common abbreviation		Brief Description
<b>Local Housing Need</b>	<b>LHN</b>	<p>The amount of housing required within a local plan area as assessed using the Standardised Methodology required through the National Planning Policy Framework. This sets the minimum level of housing required for a local planning authority using a defined formula based on projected demographic needs (using the 2014-household projections) adjusted for affordability (as based on the median house price to median wage affordability ratio).</p> <p>► National Planning Policy Framework ► National Planning Practice Guidance ► Housing Needs Assessment</p>
<b>Local Nature Partnership</b>	<b>LNP</b>	<p>A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.</p>
<b>Local Plan</b>	-	<p>A document setting out detailed policies and site specific proposals to guide the development and use of land. It is used to guide day-to-day decisions on planning applications.</p> <p>The document is drawn up by the local planning authority in consultation with other stakeholders and engagement with the local community, as prescribed in the Regulations.</p> <p>► Proposals Map ► The Regulations</p>
<b>Local Transport Plan</b>	<b>LTP</b>	<p>A bidding document to help secure funding for local transport projects. Lancashire County Council is responsible for preparing the Lancashire Transport Plan.</p>
<b>Main town centre uses:</b>	-	<p>Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).</p>
<b>Mineral Safeguarding Area</b>	-	<p>An area designated by minerals planning authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.</p>
<b>National Planning Policy Framework</b>	<b>NPPF</b>	<p>First published on 27th March 2012, this document forms the basis of the planning system in England. It sets out the Government's planning policies, with which all new development should be in conformity. Separate planning policy is provided for minerals and traveller sites.</p>
<b>National Planning Practice Guidance</b>	<b>NPPG</b>	<p>First published on 6th March 2014, this online resource brings together planning practice guidance for England in an accessible and usable way. The guidance will go through a regular review process to ensure it is relevant, usable and up-to-date.</p>

Term and common abbreviation		Brief Description
<b>Neighbourhood Development Plan</b>	<b>NDP</b>	<p>More commonly referred to as Neighbourhood Plans, these are a new way for communities to decide the future of the places where they live and work. Neighbourhood planning is optional, not compulsory, but Parish Council's, or recognised neighbourhood forums, will be able to:</p> <ul style="list-style-type: none"> <li>• Choose where they want new homes, shops and offices to be built.</li> <li>• Have their say on what those new buildings should look like.</li> <li>• Grant planning permission for the new buildings they want to see go ahead.</li> </ul> <p>Neighbourhood Plans must be in general conformity with national planning policy and communities cannot use them to block the building of new homes and businesses required by the Council's Local Plan (Core Strategy). They can, however, use Neighbourhood Plans to influence the type, design, location and mix of new development in their community.</p>
<b>Open Space</b>	-	The term used to describe all open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
<b>Planning obligation</b>	-	<p>New development often creates a need for additional infrastructure or improved community services and facilities, without which there could be a detrimental effect on local amenity and the quality of the environment.</p> <p>A planning obligation is a private agreement negotiated, usually in the context of a planning application, between the local planning authority and the applicant. It is used to secure measures that are intended to make acceptable development which would otherwise be unacceptable in planning terms. Planning obligations are normally secured by way of a Section 106 agreement.</p> <p>► Community Infrastructure Levy</p>
<b>Previously Developed Land</b>	<b>PDL</b>	<p>Term used to refer to land previously occupied by a permanent structure and any associated surface infrastructure.</p> <p>► Brownfield Land</p>
<b>Policies Map</b>	-	<p>Formerly known as the Proposals Map, it illustrates the spatial implications of the policies and proposals contained in the Development Plan on an Ordnance Survey map base. The map defines sites where particular developments or land uses are favoured, or those areas that are protected from development. Detailed inset maps are used where additional clarity is required.</p> <p>► Spatial</p>
<b>Public realm</b>	-	Public and private open spaces in our built up areas, both between and within buildings, that are available without charge for public use.
<b>Registered Social Landlord</b>	<b>RSL</b>	<p>Independent, not-for-profit private sector organisations, which provide social housing. They are registered with, and regulated by, the Homes and Communities Agency.</p> <p>► Housing Association</p>



Term and common abbreviation		Brief Description
<b>Regional Spatial Strategy</b>	<b>RSS</b>	<p>Regional spatial strategies (RSS) were introduced in 2004 to provide regional level planning frameworks for the eight regions of England outside London.</p> <p>These Strategies have now been revoked and abolished by the Government and no longer form part of the Development Plan.</p> <p>► Development Plan ► Strategic Environmental Assessment</p>
<b>The Regulations</b>	-	Reference to The Town and Country Planning (Local Planning) (England) Regulations 2012, which govern all matters relating to the preparation of local development documents.
<b>Renewable Energy</b>	-	An energy resource that is replaced rapidly by natural processes and essentially cannot be exhausted. Examples include wind energy, solar energy and hydro-electric power.
<b>Secured by Design</b>	<b>SBD</b>	A Police initiative supporting the principles of designing out crime by the use of effective crime prevention and security standards for a range of applications.
<b>Self and Custom House Building</b>	-	Self and Custom house building is where an individual or group of individuals build or complete houses to be occupied as homes by those individuals. The initial owner of the property must have primary input into its final design and layout.
<b>Site specific allocations</b>	-	<p>The allocation of land for particular uses within a Development Plan Document.</p> <p>► Development Plan Document</p>
<b>Social Rented Housing</b>	-	<p>Social rented housing is a type of affordable housing where guideline target rents are determined through the national rent regime so that tenants in similar properties, in similar areas, pay similar rents.</p> <p>► Affordable Housing ► Affordable Rented Housing ► Intermediate Housing.</p>
<b>Soundness</b>	-	<p>This means founded on a robust and credible evidence base and is the most appropriate strategy when considered against the reasonable alternatives. For something to be sound it must also be deliverable, flexible and able to be monitored. The ‘tests of soundness’ are outlined in Paragraph 35 of the NPPF.</p> <p>► National Planning Policy Framework</p>
<b>Spatial</b>	-	<p>Although often used instead of the term ‘geographic’, it has a much broader meaning in that it refers to an in depth understanding of the position, area and size of features in a particular location, and the relationship that this place has with other locations.</p> <p>► Spatial Planning</p>
<b>Spatial planning</b>	-	<p>Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in a particular area. It goes beyond traditional land use planning, in that it brings together and integrates policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.</p> <p>This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.</p>

Term and common abbreviation		Brief Description
<b>Specific consultation bodies</b>	-	<p>The Regulations require local planning authorities to consult each of the 'specific consultation bodies', to the extent that they consider that the proposed subject matter affects the body, in the preparation of documents that will form part of the Local Plan.</p> <p>The list of specific consultation bodies is identified in the regulations, but includes organisations such as major government departments and regional agencies, neighbouring local authorities, parish councils in and adjacent to the borough and infrastructure providers.</p> <p>► General Consultation Bodies ► Regulations</p>
<b>Stakeholder</b>	-	<p>The term used to describe any organisation or individual that has a direct interest in, or is affected by, the actions or decisions of another individual or organisation.</p>
<b>Statement of Community Involvement</b>	<b>SCI</b>	<p>Sets out how a local planning authority (e.g. Pendle Council) intends to consult the public and selected organisations in the preparation, alteration and continuing review of all Local Development Documents and development management decisions. It explains how people and organisations can get involved in the preparation of new planning policy and how they will be consulted on planning applications.</p> <p>The SCI is no longer subject to independent examination but is still part of a comprehensive approach to engagement.</p> <p>► Local Development Documents</p>
<b>Statutory</b>	-	<p>Required by law (statute), usually through an Act of Parliament.</p>
<b>Strategic Environmental Assessment</b>	<b>SEA</b>	<p>A legally enforced assessment procedure required by EU Directive 42/2001/EC. The directive aims to introduce a systematic assessment of the environmental effects of strategic planning and land use decisions. The environmental assessment requires:</p> <ul style="list-style-type: none"> <li>• the preparation of an environmental report;</li> <li>• the carrying out of consultations;</li> <li>• taking into account the environmental report and the results of the consultations in decision making;</li> <li>• the provision of information when a plan or programme is adopted; and</li> <li>• showing that the results of the environmental assessment have been taken into account.</li> </ul> <p>For planning documents, the SEA requirements have been incorporated into the Sustainability Appraisal.</p> <p>► Sustainability Appraisal</p>

Term and common abbreviation		Brief Description
<b>Strategic Flood Risk Assessment</b>	<b>SFRA</b>	<p>Refines flood mapping information on the probability of flooding, taking other sources of flooding and the impacts of climate change into account, in order to:</p> <ul style="list-style-type: none"> <li>• Provide a map-based planning tool that can be used to inform the preparation of planning policy and day-to-day decisions on individual planning applications.</li> <li>• Inform and anticipate the Environment Agency's response to the various stages of the planning process.</li> <li>• Help steer new development away from areas at highest risk of flooding.</li> <li>• Assist with emergency planning.</li> </ul>
<b>Sub-regional</b>	-	<p>The term used to describe any subdivision of a region, larger than a district authority. For example Lancashire and East Lancashire are both sub-regions of North West England.</p>
<b>Supplementary Planning Document</b>	<b>SPD</b>	<p>Cover a range of thematic or site specific issues in order to provide additional information and guidance that expands on the policies contained in 'parent' Development Plan Documents.</p> <p>They do not form part of the statutory Development Plan and cannot be used to allocate land or introduce new planning policies (Development Plan Document). Although SPDs go through public consultation procedures and sustainability appraisal, they are not subject to independent examination.</p> <p>SPDs will replace existing Supplementary Planning Guidance.</p> <p>► Development Plan ► Development Plan Documents ► Statutory ► Sustainability Appraisal</p>
<b>Sustainability Appraisal</b>	<b>SA</b>	<p>The process of assessing the policies and site allocations in a Development Plan Document, for their global, national and local implications on social, economic and environmental objectives.</p> <p>► Development Plan Document ► Strategic Environmental Assessment</p>
<b>Sustainable Development</b>	-	<p>Various definitions of sustainable development have been put forward over the years, but that most often used is the Brundtland definition: enabling development that meets the needs of the present without compromising the ability of future generations to meet their own needs.</p> <p>Planning seeks to promote sustainable development by helping to achieve a balance between economic growth, social advancement and environmental conservation.</p>
<b>Travelling Showpeople</b>	-	<p>For the purposes of planning policy the term 'travelling showpeople' refers to members of a group organised for the purpose of holding fairs, circuses or shows.</p> <p>The term also includes such persons who on grounds of their own, their family's or a dependents' educational or health needs, or old age have ceased to travel temporarily or permanently.</p> <p>The definition excludes Gypsies and Travellers.</p> <p>► Gypsies and Travellers</p>

Term and common abbreviation		Brief Description
Use Class	-	<p>A change in the use of land or buildings is considered as development and therefore normally requires planning permission.</p> <p>The Town and Country Planning (Use Classes) Order 1987 (as amended) places the use of land and buildings into specific classes depending on the category of their use. In many cases involving similar types of use, a change of use of a building or land does not need planning permission.</p> <p>The Use Class Order was recently amended in September 2020.</p>
Wildlife corridor	-	Areas of habitat connecting wildlife populations.
Windfall sites	-	Sites, including building conversions, which are not included as part of the housing or employment land supply, but which unexpectedly become available for development.