Agenda

HYNDBURN
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Council

Thursday, 24 March 2022 at 7.00 pm,
Council Chamber, Town Hall, Accrington

Membership

Councillor Kath Pratt (Mayor) in the Chair,
Councillors Judith Addison, Dominik Allen, Josh Allen, Mohammad Ayub, Noordad Aziz, Peter Britcliffe, Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Eamonn Higgins, Michael Hindley, Terry Hurn, Abdul Khan, Chris Knight, Sajid Mahmood, Patrick McGinley, Michael Miller, Jenny Molineux, Caroline Montague, Tim O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE, Joyce Plummer, Paddy Short, Steven Smithson and Kate Walsh

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A G E N D A

1. Apologies for absence

2. Declarations of Interest and Dispensations

3. Announcements

a) Mayor

b) Leader of the Council

c) Chief Executive

4. Confirmation of Minutes *(Pages 5 - 34)*

To confirm as a correct record the Minutes of the meetings held on 3rd February (Special Meeting) and 24th February 2022 (Budget Meeting) (attached).

5. Question Time *(Pages 35 - 36)*

To deal with any questions submitted under Council Procedure Rule A2.2(vi).

- One question has been received in connection with taxi provision in Hyndburn (report attached).

6. Draft Pay Policy 2022/23 *(Pages 37 - 44)*

Report attached.

7. Hyndburn Local Plan (Strategic Policies and Site Allocations) - Regulation 19 Consultation *(Pages 45 - 270)*

Report attached.

Note: Due to the large file sizes of maps and to ensure reasonable download speeds, the Local Plan Area Maps and Open Space Maps are presented in low resolution. High resolution versions can be supplied on request by contacting the Democratic Services Team (see agenda cover for details).

8. Initial proposal for the new Parliamentary Constituency Boundary Review 2023 for Hyndburn *(Pages 271 - 278)*

Report attached.

9. Minutes of Cabinet *(Pages 279 - 312)*

To receive the Minutes of the Cabinet meeting held on 12th January and 9th February 2022 (attached).

Rules of Debate

- The Leader of the Council will move the Minutes, the Deputy Leader of the Council will second the Minutes.
- Non-executive Members will be invited to make comment or ask questions on the Minutes (5 Minutes).
- Cabinet Members will be invited to make comments and respond to any points raised (5 Minutes).
- The Leader of the Council will be given up to 15 Minutes to respond and to answer any questions raised.

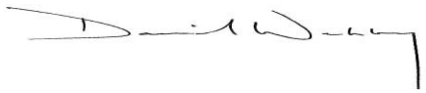
10. Minutes of Committees *(Pages 313 - 340)*

To receive the Minutes of committees, as set out below:

Rules of Debate

- The Leader of the Council will introduce the Minutes as a whole.
- Any Member may raise any issue from the Minutes; the Chair of the relevant Committee may respond (5 Minutes).
- The Leader of the Council will close the debate (5 Minutes).

Meeting (Municipal Year 2021/22)	**Date**
Planning (Trees) Sub-Committee	2nd November 2021
Resources Overview and Scrutiny Committee	4th November 2021
Audit Committee	29th November 2021
Communities and Wellbeing Overview and Scrutiny Committee	15th December 2021
Standards Hearing Sub-Committee	18th January 2022
Planning Committee	19th January 2022
Resources Overview and Scrutiny Committee	16th February 2022
Planning Committee	23rd February 2022



Chief Executive
Scaitcliffe House,
Ormerod Street,
ACCRINGTON BB5 OPF

Wednesday, 16 March 2022

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COUNCIL

Thursday, 3rd February, 2022

Present: Councillor Kath Pratt (Mayor), Councillors Judith Addison, Dominik Allen, Josh Allen, Mohammad Ayub, Noordad Aziz, Peter Britcliffe, Andrew Clegg, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Marlene Haworth, Carole Haythornthwaite, Michael Hindley, Terry Hurn, Abdul Khan, Chris Knight, Sajid Mahmood, Patrick McGinley, Michael Miller, Caroline Montague, Tim O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE, Joyce Plummer, Steven Smithson and Kate Walsh

Apologies: Councillors Loraine Cox, Paul Cox, Susan Hayes, Eamonn Higgins, Jenny Molineux and Paddy Short

241 Apologies for absence

Apologies for absence were submitted on behalf of Councillors Loraine Cox, Paul Cox, Susan Hayes, Eamonn Higgins, Jenny Molineux and Paddy Short.

242 Declarations of Interest and Dispensations

Councillors Aziz, Britcliffe, Dad and Hurn declared a personal interest in Agenda Item 3 - Our New Deal for a Greater Lancashire, due to their roles as elected Members of Lancashire County Council.

Councillors Fisher and Miller declared a personal interest in Agenda Item 3 - Our New Deal for a Greater Lancashire, due to their employment by Lancashire County Council.

There were no declarations of dispensations submitted.

243 Our New Deal for a Greater Lancashire

Members considered a report of Councillor Miles Parkinson OBE, Leader of the Council, providing an update on work undertaken towards the development of strengthened joint working, a long term strategic plan and a County Deal for the Lancashire area and seeking agreement to progress this work.

The report presented a paper at Annex A which was being considered by the Full Council of each of the fifteen local authorities in Lancashire, i.e. the county council, two unitary authorities and each of the 12 district councils.

The intention was that the document would set out the general principles and high level priorities of a long term strategic plan and County Deal. As progress was made, more details about specific asks would be developed and there would be opportunities for all of the partner authorities to contribute to and influence that, including identifying specific schemes and activities.

This report covered:

1. **Lancashire 2050,** which set out the headline themes which could be included in a long term strategic plan and ambition for Greater Lancashire.

2. **Our New Deal for a Greater Lancashire**, which set out an initial scope and was a first phase of work that could begin to frame a set of devolution asks as part of a County Deal.

3. **Governance,** which set out information about the governance options to oversee the long-term plan and deliver the deal, and the principles agreed by Leaders for any governance arrangements.

The Leader provided a general introduction to the paper, which included the following points. The Government had recently published its Levelling Up White Paper, which had been referenced in the paper. This new announcement would be taken into account when developing the Lancashire proposals.

The development represented a collective agreement by the 15 Lancashire Leaders who had been working on this project since 2014. Initial discussions had proved difficult, but subsequent discussions had tried to move the matter forward. Councillor Parkinson had been a key stakeholder at the table and Hyndburn had played his part in trying to build consensus despite the difficulties. All of the Leaders were currently working together for the benefit of Lancashire's 1.5M residents and 54,000 businesses. The region had a thriving 3.4bn economy.

Accordingly, Leaders had agreed a roadmap to deliver a shared vision, which would include the devolution of some powers from Whitehall. The proposals presented were a base model only and Leaders would take instruction from their individual councils. However, there was a need for all councils to show a commitment and not to be divided. Council Leaders were moving forward together and positive conversations were being held with the Government. There was optimism that a great deal could be agreed which would benefit all.

Lancashire Leaders were seeking devolved powers based on 4 core themes:-

- Economic growth and investment;
- Transport, connectivity and infrastructure;
- Early years, education, adult skills and employment workstream; and
- Environment, climate change and housing quality.

The proposed agreement was a first step and, as further stages were developed, these would be brought back to the partner councils. Accordingly, the document before the Council represented the beginning, not the end of the process.

The total indicative value of the request to Government was around £5.6bn over a seven year period. The deal could triple funding into the area and would be the largest devolution deal to date. The request was evidence-based and would be transformational. To facilitate this ambition a formal body would need to be created to make shared decisions. The 15 Leaders were clear that this was right for Lancashire. There was no need to implement a Mayoral Combined Authority model, as adopted by other regions. What was proposed was a collective agreement. The project was being led by an Executive Group comprising 5 Conservative and 3 Labour authorities and even included Blackburn with Darwen Borough Council who had previously championed an extended unitary structure for East Lancashire. The proposed deal was not about merging or abolishing any existing councils. Each

authority would be retained. The key aim was to ensure devolved decision-making from Whitehall to Lancashire.

The outcome of this stage would be referred back for further scrutiny and agreement. However, the end product would be best for Lancashire as a whole. Individual councils should focus on what they agreed upon, not on their differences. If all went well, the new deal could be in place in around 18 months time. The Leader encouraged all Members to support the outline deal.

Councillors Britcliffe, Dad, Haworth and Parkins spoke in favour of the proposals. There was a general acceptance that this was a first step in the right direction and that there would be further opportunities to discuss and approve the detail as the proposals developed.

Councillors Aziz, Hindley, McGinley, O'Kane and Walsh expressed concern or outlined particular reservations about the proposals. These were broadly based on a view that there was insufficient detail in the proposals at this stage to enable an informed decision to be made. The comments included:

- Concern that the Government would not keep its promises around devolved powers;
- Concern that the proposals were Executive-led, with insufficient non-executive scrutiny;
- Concern that the additional funding sought would be relatively small on a per capita basis;
- Concern that larger towns in Lancashire might swallow up the majority of any additional funding received;
- The need for additional consultation with the trades unions;
- Concern that education in Hyndburn would not be properly funded under the deal;
- Concern that the Government's White Paper had watered down the type of deal that could now be achieved and that Lancashire was not mentioned as one of the 9 initial County Deal areas announced;
- A view that the proposals lacked ambition, clarity and a strong overall vision;
- The on-going possibility of future local government reorganisation in Lancashire based on unitary structures.

The Leader of the Council responded to the points made and summarised the case for supporting the proposals. Each of the Leaders had taken the proposals back to their respective councils, but it was disappointing to note that one authority had not fully endorsed the proposals as envisaged. However, this should not hold back the other partners. £5.6bn was not a small amount of money and a 'grown up' approach would need to be adopted by all participants. Lancashire businesses needed extra funding and a lack of agreement was potentially holding them back. The reservations expressed today would be considered as the proposals developed further. It was reiterated that tonight's decision was not the final deal. That would require all partners to engage in a 'grown up' debate. The formal governance structure of the County Deal had not yet been agreed. Previously, 1 or 2 authorities had vetoed progress, but the time was now right to move on. A minority should not seek to impose their views on the majority and each authority might need to compromise on some issues for the sake of all.

In accordance with Council Procedure Rule A16.5, six Members present at the meeting called for a recorded vote.

The **MOTION** was then put to the **VOTE**.

For the Motion

Councillors Kath Pratt (Mayor), Judith Addison, Dominik Allen, Josh Allen, Mohammad Ayub, Noordad Aziz, Peter Britcliffe, Andrew Clegg, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Marlene Haworth, Carole Haythornthwaite, Terry Hurn, Abdul Khan, Chris Knight, Sajid Mahmood, Jenny Molineux, Caroline Montague, Michael Miller, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE, Joyce Plummer, Steven Smithson Kath Pratt (Mayor)

Against the Motion

Councillor T O'Kane

Abstentions

Councillors Michael Hindley, Patrick McGinley and Kate Walsh

Accordingly, the **MOTION** was **CARRIED** and it was:-.

Resolved **That the Council:**

(1) Supports the outline "Our New Deal for a Greater Lancashire" at Appendix 1 of Annex A as the initial draft basis for further discussion and development of a possible County Deal for the Lancashire area.

(2) Agrees the principles of governance as set out in Appendix 2 of Annex A for any future deal.

(3) Agrees that the Leader of the Council continues to work with Lancashire Leaders in line with the principles agreed in recommendations (1) and (2) above, and notes that any formal proposals will require approval by Full Council at the appropriate time.

Signed:……

Date: ……..……

Chair of the meeting
at which the minutes were confirmed

COUNCIL

Thursday, 24th February, 2022

Present: Councillor Kath Pratt (Mayor), Councillors Judith Addison, Dominik Allen, Josh Allen, Mohammad Ayub, Peter Britcliffe, Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Michael Hindley, Terry Hurn, Abdul Khan, Chris Knight, Sajid Mahmood, Michael Miller, Jenny Molineux, Caroline Montague, Tim O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE, Joyce Plummer and Steven Smithson

Apologies: Councillors Noordad Aziz, Eamonn Higgins, Patrick McGinley, Paddy Short and Kate Walsh

269 Apologies for absence

Apologies for absence submitted on behalf of Councillors, Noordad Aziz, Eamonn Higgins, Patrick McGinley, Paddy Short and Kate Walsh.

270 Declarations of Interest and Dispensations

Councillor Munsif Dad BEM JP declared a personal interest in Agenda Items 6 (Medium Term Financial Strategy), 7 (Prudential Indicators Monitoring and Treasury Management and Investment Strategy), and 8 (General Revenue Budget, Council Tax Levels and Capital Programme) in view of his position as a member of the Board of Hyndburn Leisure Trust.

All Councillors had previously been granted a dispensation to speak and vote in relation to the following matters, which were relevant to the business due to be conducted during the meeting:

- Setting Council Tax or a precept under the Local Government Finance Act 1992, as amended from time to time or any superseding legislation.

- Setting a local scheme for the payment of business rates, including eligibility for rebates and reductions for the purposes of the Local Government Finance Act 2012, as amended from time to time and any superseding legislation.

271 Non Attendance by Councillor for 6 Months

Councillor Miles Parkinson OBE, Leader of the Council, introduce a report seeking approval to Councillor Paddy Short continuing to be a member of the Council if he remained unable to attend any relevant meeting of the Council on or before 3rd May 2022. The Leader advised of some corrections to the published report, as follows:-

In relation to Paragraph 3.1 of the report, subsequent updates to the records had confirmed that Councillor Short had been present at meeting of the Resources Overview and Scrutiny Committee held on 4th November 2021.

In the light of the above, the final date for Councillor Short to attend a meeting as mentioned at Paragraphs 1.1, 2.1 and 3.4 would be 3rd May 2022. However, Councillor Short had indicated that, due to other commitments, he might be unable to attend the next and final meeting of Council before that date, which would be held on 24th March 2022. Accordingly, he would like the matter to be considered by the Council at the meeting this evening.

The report indicated that Section 85 of the Local Government Act 1972 provided that where a Councillor had failed to attend any meeting of the authority for a period of six consecutive months from the date of the last attendance, subject to certain exceptions, he or she would automatically cease to be a member of the authority. The exceptions related to military service or service of the Queen at a time of war or any emergency related to that service.

Council could approve that an absent councillor remained a member of the Council, but this decision would have to be made before the end of the 6 month period and the decision could not be made retrospectively.

There was a brief adjournment to the meeting due to disruption by some members of the public.

A number of Members spoke to express their disappointment that the illness of a colleague had been publicised in a way which was not supportive of Councillor Short's wellbeing and expectation of privacy. Members spoke in favour of the extension to Councillor Short's membership on the grounds of ill health and wished him a speedy recovery.

Resolved - **That Council:**

(1) approves that Councillor Paddy Short continues to be a member of the Council if, due to illness, he is unable to attend any relevant meeting of the Council on or before 3rd May 2022, such approval to extend until 30th June 2022; and

(2) reviews this approval on or before 30th June 2022 if Councillor Short remains unable to attend any relevant meeting of the Council due to illness.

272 Announcements

The Mayor, on behalf of the Council and the people of Hyndburn, wished the Queen a speedy recovery from the effects of COVID-19 and wished her all the best for her Platinum Jubilee Year.

The Leader of the Council reminded Members that, while democratic debate was taking place in the Council Chamber, a war was unfolding in Ukraine. It would be appropriate, therefore, to show solidarity for democracy. With the permission of the Council he agreed to write to the Ukrainian Ambassador to express Hyndburn's support for freedom and democracy.

273 Confirmation of Minutes

The minutes of the Council meeting held on 13th January 2022 were submitted for approval as a correct record.

Resolved - **That the Minutes of the Council meeting held on 13th January 2022 be approved as a correct record.**

274 Medium Term Financial Strategy 2022/23 to 2024/25 - February 2022 Update

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report setting out the 3-year projections of income and spending for the Council ahead of formulating its 2022/23 Revenue and Capital Budgets. The report had already been considered and approved by the Cabinet on 9th February 2022.

The Cabinet had considered an update on its medium term financial outlook ahead of making recommendations on the setting of the Budget for 2022/23 and determining the level of Council Tax for the new financial year. This report ensured that those decisions were taken with a view to the overall position of the Council going forward and were not limited to a narrow one year perspective.

Councillor Plummer spoke to introduce the report. The substantive report included the following summary:-

The Council's activities and finances had been dominated this year by the continuing impact of COVID-19 and it was expected that COVID-19 and its consequences would continue to have a major impact on the Council's finances for at least the next financial year as a minimum, with the potential for the effects to continue much longer.

In response to the great uncertainty the Council faced, it would operate a roll forward Budget for 2022/23 based on the 2021/22 Budget adjusted for changes to salary and wages, pension contributions and increased income from the Government and the Council Tax Base. This provided Service Managers a fixed reference point from which to continue to respond to the crisis and allowed a degree of stability for one further year, while the Council recovered from the most significant challenge it had ever faced. To achieve a balanced Budget during the year, the Council would need to generate £294,000 of internal savings during the year. As with previous years, the Government was encouraging Councils to increase Council Tax by up to a maximum of 2%. It was proposed that the Council follow this direction. Overall expenditure would need to be contained at below £12m in 2022/23 to set a balanced budget.

The Council would face significant financial challenges over the next two years as it sought to overcome the consequence of COVID-19 and address the impact of any proposed Government funding reforms and increased pressures on its spending. As the extent of the Government financial reforms was unclear at this time and details were unlikely to emerge until December 2022, this produced great uncertainty and potentially significant variance around the forecasts contained in the Medium Term Financial Strategy (MTFS).

Previously, for the last four years the expectation had been that the Government would implement what it termed as a "Fair Funding Review of Local Government Finance" and this would effectively end the Revenue Support Grant to the Council and potentially redistribute the amount of Business Rates the Council was allowed to retain. The expected impact of these changes if they went ahead were expected to cause a significant decrease in the funding available to the Council and require it to make substantial reductions in its expenditure levels as a consequence, either immediately in the aftermath of the

announcement or over a short period, if some form of transitional arrangements accompanied these changes to assist those Councils most dramatically impacted.

After 4 years in which these reforms had been postponed for various reasons and in the light of the Government signalling a potential change in its view of public spending commitments during the pandemic, the certainty around the introduction of Fair Funding was no longer as sure as it once seemed, with the potential that current levels of funding to the Council would continue.

As a consequence, the modelling now recognised that there was a real possibility that a largely continuation Budget might be the single most likely outcome over the next few years of all the potential different scenarios that could occur. However, the strong prospect of a Fair Funding Review which would significantly reduce the Council's funding remained a very real prospect. Ministry of Levelling-Up, Housing and Communities (MLUHC) officials continued to indicate that they wished to introduce some kind of Fair Funding Review during 2022 to re-shape Council finances and the prospects of this occurring remained high.

This presented the Council with two very different future budget scenarios. The first was a scenario in which funding from Government remained largely in its current shape and where the Council while under some financial pressure, should be able to largely cope. While the second scenario, would see reform of local government finance, with a wide range of possible outcomes for the Council potentially occurring, from changes that were relatively small in consequence, all the way through a whole series of results up to outcomes which would be large and very dramatic in terms of the challenges it presented to the Council.

These 2 scenarios were modelled within the report. The more severe of the two, as the Pessimistic Scenario and the other as the Standard Model. A third model was also presented which indicated the Council's potential position if the Government chose to provide local government with an injection of cash over and above current levels and locally the Council was able to boost its own tax revenue as a consequence of a buoyant tax base. This Optimistic model was considered to have a much lower probability of occurring compared to the other two models but was provided to illustrate the wide range of potential outcomes.

In these circumstances it was prudent for the Council to look to increase its reserves and revenue streams such as Council Tax and Business Rates whenever it could and to avoid committing to any new revenue expenditure while continuing to concentrate on its work to reduce internal costs.

Detailed information was provided in the report on the following matters:-

- Objectives;
- Elements of the MTFS;
- Service Planning to support overall strategy;
- Integrated resource planning with services;
- Background information;
- Financial analysis 2022/23 to 2024/25 (resources; Government grant; business rates; Council Tax; expected loss of income; and changes in costs)
- Growth;
- Reserves;
- Other assumptions;
- Scenarios;

- Robustness of forecast; and
- Overall net position.

The Leader summed up by reiterating that the MTFS set out Optimistic, Pessimistic and Standard Scenarios for the next few years. Although the current situation in Ukraine could result in additional financial pressures across Europe, the Council remained in a strong position to deal with any uncertainty.

Resolved - **That the Council notes the report and the accompanying Medium Term Financial Strategy, as approved by the Cabinet.**

275 Prudential Indicators and Treasury Management & Investment Strategy 2022/23 - 2024/25 including Capital Strategy

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report setting out the Council's policy and objectives with respect to treasury management, to explain how it would achieve its objectives and manage its activities; and to agree an investment strategy for 2022/23. The report had already been considered by the Cabinet on 9th February 2022 and its recommendations had been approved for submission to the Council.

Councillor Plummer gave a brief introduction to the report. The main report included the following information:

Treasury management was defined as:

- The management of the Council's investment and cash flows, its banking, money market and capital market transactions;
- The effective control of the risks associated with these activities;
- And the pursuit of optimum performance consistent with those risks.

The Council was required to operate a balanced budget which meant that cash raised during the year would meet cash expenditure. Part of treasury management was to ensure the cash flow was properly planned with cash available when needed. Surplus monies were invested in line with the Council's low risk preferences.

The second function of treasury management was funding the Council's capital plans. The plans gave a guide to the future borrowing need of the Council. The management of this longer term cash flow might involve arranging long or short term loans or using longer term cash flow surpluses. Occasionally, outstanding debt might be restructured to reduce Council risk or meet cost objectives.

The report had been prepared in line with the Treasury Management Code and Guidance (2017) written by The Chartered Institute of Public Finance and Accountancy (CIPFA). In the case of local authorities in England and Wales, the Code was significant under the provisions of the Local Government Act 2003. This required local authorities 'to have regard (a) to such guidance as the Secretary of State may issue, and (b) to such other guidance as the Secretary of State may by regulations specify'. The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 in paragraph 24 required local authorities to have regard to this guidance. Acceptance of this report fulfilled those obligations. CIPFA had published revised codes on 20th December 2021 and had stated that formal adoption was not required until the 2023/24 financial year.

The report included detailed information on the following matters:-

- The Prudential Code and Prudential Indicators;
- Capital expenditure and the capital financing requirement;
- Minimum Revenue Provision (MRP);
- Affordability prudential indicators;
- Treasury Management Strategy 2022/23 - 2024/25;
- External debt overall limits;
- External v internal borrowing;
- Limits on activity;
- Debt rescheduling;
- Investment strategy;
- Treasury Management Practices (TMP);
- Policy on the use of external service providers; and
- Treasury Management Strategy in-year and year-end reporting.

Resolved - **That the Council agrees the recommendations of Cabinet to:-**

(1) Adopt the prudential indicators and limits detailed in the report;

(2) Approve the Treasury Management Strategy, and associated indicators, as set out in section 8 of the report;

(3) Approve the Investment Strategy as set out in section 13 of the report;

(4) Approve that the Minimum Revenue Provision (MRP) for the year 2022/23 – Appendix 1;

(5) Approve the Treasury Management Policy Statement 2022/23 – Appendix 2

(6) Approve the Treasury Management Practices Statement 2022/23 – Appendix 3

(7) Approve the Capital Strategy 2022/23 – Appendix 4

276 General Revenue Budget, Council Tax Levels and Capital Programme 2022/23

The Mayor introduced this item and sought the approval of Council to the Budget Procedure to be followed at the meeting, which involved changes to the usual Council Procedure Rules. With the consent of the meeting, the proposed order of debate was duly adopted.

Members were reminded that, in accordance with the Local Authorities (Standing Orders) (England) (Amendment) Regulations 2014, recorded votes would be required in respect of any financial decisions taken under this item.

Proposals for the 2022/23 General Fund Revenue Budget and Capital Programme had been put forward at Cabinet on 9th February 2022 and had been recommended to Council

for approval. The proposals had also been submitted to the Resources Overview and Scrutiny Committee on 16th February 2022 and a number of questions been raised and comments made.

The following reports were provided:-

a) General Fund - Revenue Budget 2022/23

The report included proposals as presented to and approved by the Cabinet on 9th February 2022. The recommendations agreed by Cabinet were as follows:-

"(1) That Cabinet proposes to Council an increase in Council Tax for 2022/23 of £5.11 per year for a Band D property. This is equivalent to less than 10 pence per week. As most households in Hyndburn are Band A rather than Band D properties, the vast majority of households will only see a rise of less than 7p per week. This is only the sixth increase in Council Tax by Hyndburn Council in 13 years.

(2) The Budget for 2022/23 will therefore be £12,334,000 as detailed in Appendices 1 and 2.

(3) That Cabinet recommend approval of the growth items and savings approach outlined for 2022/23 as set out in Appendix 3 to ensure the Council has a balanced budget.

(4) That Cabinet note the significant improvement made in relation to budget monitoring and cost reduction within the Authority over the past 18 years and confirms its commitment to continuing this approach in the year ahead.

(5) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of the Council) for technical reasons, such as the restructuring of cost centres, the re-apportionment and re-allocation of overheads etc., provided such amendments have an overall neutral impact on the Budget.

(6) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of the Council) should the estimate of Business Rates not be sufficiently accurate, by drawing on reserves if needed or paying over additional contributions to reserves.

(7) That to aid future financial management planning, any surpluses generated during 2022/23 are set aside to help the Council reduce its cost base over the next three years, to support its long term capital programme or to strengthen its overall reserve position.

(8) That Cabinet recommends that the Lower Tier Service Grant and the 2022/23 Services Grant are used to help balance the Council's Budget.

(9) That Cabinet recommends that the New Homes Bonus and any additional funds from Government that are not ring-fenced funding as well as any other surplus funds can be used if required to support capital expenditure as determined by the Deputy Chief Executive in the overall financing of capital expenditure or be transferred to Reserves."

b) General Fund - Capital Programme 2022/23

The report included proposals as presented to and approved by the Cabinet on 9th February 2022. The recommendations agreed by Cabinet were as follows:-

"That Cabinet recommends to Council:-

(1) To approve a Capital Programme for 2022/23 of £38,593,918 as set out in Appendix 1.

(2) That the programme is funded by new anticipated direct external grants of £23,428,958 and £15,164,960 of new investment from the Council's resources, the redesignation of reserves to support the capital programme and the use of borrowing. External grant funding must be secured before any internal funds are committed to projects that rely on external funding to proceed.

(3) That delegated authority is given to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources to flex the programme in accordance with the available funding, provided this does not require any additional borrowing.

(4) That the individual projects within the Capital Programme require the written authorisation of the Deputy Chief Executive following consultation with the Portfolio Holder for Resources before commencing and incurring expenditure and that Service Managers provide the Deputy Chief Executive, with written details of estimated costs of schemes with full justification of the need and benefits from undertaking the capital investments before approval is provided and that approval to commence is delegated to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources. Where the Deputy Chief Executive deems it appropriate, he has the authority to release funding in stages to ensure effective financial control can be maintained and project risk managed.

(5) That Projects are timed to minimise the need for borrowing and the Deputy Chief Executive be requested to seek project start dates after September 2022 whenever this is practical.

(6) That in-year underspends are not made available to fund new projects during the year."

c) Comments and Recommendations of Overview and Scrutiny

The report included the comments and recommendations of the Resources Overview and Scrutiny Committee on the draft Budget.

Councillor Andrew Clegg, in the absence of the Chair and Vice-Chair of the Resources Overview and Scrutiny Committee, spoke to outline the following:-

At the annual Budget Overview and Scrutiny meeting on 16th February, the Resources Overview and Scrutiny Committee reviewed the Revenue and Capital Budget Proposals submitted by the Leader of the Council and the Portfolio Holder for Resources. The budget proposals submitted were reviewed and discussed in depth by the Committee, and the recommendations were as follows:-

"That Council notes the following resolutions of the Resources Overview and Scrutiny Committee:

(1) That the Committee notes the content of the reports relating to; Performance Indicators, Treasury Management and Investment Strategy, Medium Term Financial Strategy, General Fund Revenue Budget and General Fund Capital Budget;

(2) That the Committee thanks the Leader of the Council, Portfolio Holder for Resources and Leader of the Opposition for their participation in the Scrutiny meeting and debate;

(3) That the Deputy Chief Executive, and all other officers involved, be commended for their work in producing the budget.

(4) That having reviewed and debated the budget submitted, the Committee supports the content of the revenue and capital budget reports as outlined."

The Leader thanked the Committee for its due diligence.

A **MOTION**, tabled at the meeting, was proposed by Councillor Miles Parkinson and seconded by Councillor Joyce Plummer, as follows:-

"1. That Council agree the acceptance and adoption of the Cabinet's recommendations on the Revenue and Capital Budgets and Prudential Indicators & Treasury Management Report for 2022/23 to 2024/25 made at the Cabinet meeting on 9th February 2022 (a copy of the reports and recommendations have been supplied with the Agenda for today's meeting),

2. That Council Tax for Hyndburn Borough Council is increased by £5.11 to £260.64 for the year for a Band D property. This is equivalent to a 10p per week increase for a Band D property but most households in Hyndburn will see an annual increase of £3.41 as they live in Band A properties. The weekly increase here will be 7p.

3. That the Council commits to continuing to strengthen its Reserves during the year and requires the Chief Executive and the Deputy Chief Executive to take appropriate action to protect the Council's overall financial position and further strengthen its Reserves during the forthcoming year.

4. That the Council delegates authority to the Chief Executive to take such action as he considers necessary to implement the measures contained in this budget.

5. That it be noted that on 12th January 2022 the Council at its Cabinet calculated:

- the Council Tax Base 2022/23 for the whole Council area as 21,050 (Item T in the formula in Section 31B(3) of the Local Government Finance Act 1992, as amended (the "Act")) and,

- for dwellings in those parts of its area to which a Parish precept relates as 310.

6. That Council agrees that the Council Tax requirement for the Council's own purpose for 2022/23 (excluding Parish precepts) is £5,499,098.

7. That Council agrees that the following amounts be calculated for the year 2022/23 in accordance with Sections 31 to 36 of the Act:

a) £53,892,489 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act taking into account all precepts issued to it by Parish Councils

b) £48,393,391 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(3) of the Act.

c) £5,499,098 being the amount by which the aggregate at 7(a) above exceeds the aggregate at 7(b) above, calculated by the Council in accordance with Section 31A(4) of the Act as its Council Tax requirement for the year (Item R in the formula in Section 31A(4) of the Act).

d) £261.24 being the amount at 7(c) above (Item R), all divided by Item T (5 above), calculated by the Council, in accordance with Section 31B(1) of the Act, as the basic amount of its Council Tax for the year (including Parish precepts).

e) £12,731 being the aggregate amount of all special items (Parish precepts) referred to in Section 34(1) of the Act (as per the attached Appendix B).

f) £260.64 being the amount at 7(d) above less the result given by dividing the amount at 7(e) above by Item T (5 above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish precept relates.

8. That Council notes that the County Council, the Lancashire Police & Crime Commissioner and the Lancashire Combined Fire Authority have issued precepts to the Council in accordance with Section 40 of the Local Government Finance Act 1992 for each category of dwellings in the Council's area as indicated in the table below.

9. That the Council, in accordance with Sections 30 and 36 of the Local Government Finance Act 1992, hereby sets the aggregate amounts shown in the table below as the amounts of Council Tax for 2022/23 for each part of its area and for each of the categories of dwellings.

Band D Council Tax Rates for Each Preceptor

	2021/22 £	2022/23 £	Increase

Hyndburn Borough Council	**255.53**	**260.64**	**1.99%**
Lancashire County Council	**1,456.19**	**1,514.29**	**3.99%**
Lancashire Police & Crime Commissioner	**226.45**	**236.45**	**4.42%**
Lancashire Combined Fire Authority	**72.27**	**77.27**	**6.92%**
Sub Total	**2,010.44**	**2,088.65**	**3.89%**
Altham Parish Council	**40.27**	**41.07**	**1.99%**
Total	**2,050.71**	**2,129.72**	**3.85%**

10. That the Council note the basic amount of Council Tax for 2022/23 is not considered excessive in accordance with principles approved under Section 52 ZB Local Government Finance Act 1992.

11. That the Council note that the interest rate projections made in the Prudential Indicators and Treasury Management & Investment Strategy 2022/23 to 2024/25 at 8.4.1 in that report have been updated at Appendix 3 as since the report was originally drafted the Bank of England has increased its Base Rate.

12. That the Deputy Chief Executive, is given delegated authority to amend the budget (following consultation with the Leader of the Council) for technical reasons or to comply with legal requirements, such as the restructuring of cost centres, the re-apportionment and re-allocation of overheads etc., so long as these changes have an overall neutral impact on the budget.

13. That any continuing balances on Revenue or Capital previously earmarked for Area Councils continues to be set aside for use by these or their successor bodies.

14. That the Chief Executive is given delegated authority to use any unallocated surplus generated in 2021/22 should this occur to fund any future shortfall in income or additional expenditure, to support “Invest to Save” projects that will help reduce the Council’s long term costs(including additional payments to the Pension Fund as outlined below), or support specific capital projects, or finance other commitments that he deems to be in the best long term interest of the Council or to transfer funds to Reserves as required and to allocate funds between Reserves should an overspend occur in 2022/23 to maintain the General Fund Reserve at that appropriate level as advised by the Deputy Chief Executive.

15. That the Chief Executive is given delegated authority following consultation with the Leader to make a payment or payments to the Lancashire Pension Authority to help reduce the extent of the Council's pension liabilities that have amassed from previous years, if this is calculated to be an appropriate use of Council Funds (The liability stood at £41.9m as at the 31st March 2021).

16. That the Council approves the redesignation of £2m of the Housing Stock Environmental Warranty Reserve to a Contingency Reserve in support of the Levelling Up Project.

17. That the Council authorises the Deputy Chief Executive to borrow up to £5m in support of the Leisure Estate Investment Project to help finance the Programme.

18. That the Council approves the redesignation of reserves as outlined in the report to assist in the financing of the Leisure Estate Investment Programme to help reduce the overall borrowing requirement for the Programme and authorises the Deputy Chief Executive to set aside any additional capital receipts or revenue balances to finance the project as necessary."

Councillor Haworth then tabled three Opposition amendments to the Motion. She sought the permission of the Council for a change to the Council Procedure Rules so as to allow her to move and speak to the amendments *en bloc*, then for a single debate to be held as though the amendments were being taken collectively, but with a vote to be taken on each amendment separately. The meeting did not consent to the proposed procedure and, accordingly, each amendment would be moved, debated and voted upon separately.

A brief adjournment of around 15 minutes was agreed to allow time for Members to consider the information tabled. The meeting then resumed with the amendments taken, as follows:-

Amendment 1

The following **AMENDMENT** was moved and seconded:-

"Following a miserable two years which has resulted in terrible hardship across the Borough, the Conservative Group ask that the controlling group look to ease their burden by freezing the Council Tax this year the cost would be approximately £108k taken from our Revenue Reserves which, after speaking to our lead officer, is achievable and we believe this would go a long way in helping them."

After a debate, the Leader outlined the principal reasons why it would not be in the Council's interests to agree to the amendment, as this would store up additional financial pressures to be met from future years' Budgets.

AMENDMENT 1 was then put to the **VOTE**.

For the Motion

Councillors Kath Pratt (Mayor), Judith Addison, Dominik Allen, Josh Allen, Peter Britcliffe, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Terry Hurn, Sajid Mahmood, Michael Miller, Jenny Molineux and Steven Smithson.Kath Pratt (Mayor)

Against the Motion

Councillor Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Michael Hindley, Abdul Khan, Chris Knight, Caroline Montague, T O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE and Joyce Plummer.

Abstentions

None.

Accordingly, the **AMENDMENT** was **LOST.**

Amendment 2

The following **AMENDMENT** was moved and seconded:-

"£100,000 one off pot to be funded from Revenue Reserves to be given to an organisation within the Borough to provide additional mental health counselling services for those who have been waiting over six months for help."

After a debate, the Leader outlined the principal reasons why it would not be in the Council's interests to agree to the amendment, as notwithstanding the laudable aims of the proposal, the Council already supported the wellbeing of its residents through investment in and collaboration with various partners, such as Hyndburn Leisure.

AMENDMENT 2 was then put to the **VOTE**.

For the Motion

Councillors Kath Pratt (Mayor), Judith Addison, Dominik Allen, Josh Allen, Peter Britcliffe, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Terry Hurn, Sajid Mahmood, Michael Miller, Jenny Molineux and Steven Smithson.Kath Pratt (Mayor)

Against the Motion

Councillor Mohammad Ayub, Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Michael Hindley, Abdul Khan, Chris Knight, Caroline Montague, T O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE and Joyce Plummer.

Abstentions

None.

Accordingly, the **AMENDMENT** was **LOST.**

Amendment 3

"£500.000k of Capital Reserves alongside matched funding be used to replace and refurbish parks and playgrounds, across the Borough, such as the one in Netherton, Rishton. Our green spaces need to be preserved and the well-being of our children looked after."

After a debate, the Leader outlined the principal reasons why it would not be in the Council's interests to agree to the amendment, as the Council already held multiple Green Flag Awards and had strategy for playground renewal in accordance with the Royal Society for the Prevention of Accidents (RoSPA) play safety standards. Investment was carried out under a rolling programme, which enabled the Council to maximise matched funding opportunities.

AMENDMENT 3 was then put to the **VOTE**.

For the Motion

Councillors Kath Pratt (Mayor), Judith Addison, Dominik Allen, Josh Allen, Peter Britcliffe, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Terry Hurn, Sajid Mahmood, Michael Miller, Jenny Molineux and Steven Smithson.Kath Pratt (Mayor)

Against the Motion

Councillor Mohammad Ayub, Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Michael Hindley, Abdul Khan, Chris Knight, Caroline Montague, T O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE and Joyce Plummer.

Abstentions

None.

Accordingly, the **AMENDMENT** was **LOST.**

The Leader then spoke on the Substantive Motion as follows:-

Unity across the Council Chamber and in local communities was important. 2021/22 had been a difficult year, with COVID-19 dominating the agenda. Much of the Council's focus had been on responding to the pandemic, including helping the NHS around testing and vaccination centres, giving advice and grants to businesses and providing other guidance.

It was hoped that society would now begin to return to normal, but in 2022/23 people were already starting to see the effects of price rises, with inflation in December 2021 at 5.4%. Due to strong financial management within the Council, the authority did not need to raise Council Tax by 5.4%, but could limit this to only 2%. The Council had a strong track record of protecting frontline services. This year would also see a £150 Council Tax refund for properties in Bands A-D, which would be paid automatically in April/May 2022 for those residents who were signed up to pay by Direct Debit. An announcement would be made shortly about how those who elected to pay by other means could access the refund. Financial assistance was also available for those suffering hardship.

The Budget would fund a series of major investments which were planned to rejuvenate the local economy. This included £20m from the Government for Accrington Town Centre from the Levelling Up Fund, £12m to improve sports facilities and an Infrastructure Bid to support the Huncoat Garden Village Masterplan. The 3 major projects together would boost leisure opportunities, create new homes and jobs and improve health. The largest ever Capital Programme of £38m had been put together by councillors and stakeholders working closely together. Hyndburn should have the same quality facilities as it peers. The proposed Budget provided for investment, not cuts. It would be further supported by development highlighted in the Local Plan, which was due to be published in March 2022.

Overall, the Accrington Town Centre Investment Plan was a strategy developed by listening to stakeholders. COVID-19 had helped to foster closer working with partners and stakeholders, through ventures such as the Hyndburn Hub. This approach had produced a vision which was both bold and deliverable. The Leader was pleased to have been able to work collaboratively with the Leader of the Opposition and MP. The proposed Budget represented the start of 10-15 year plans, which were owned by the people and businesses of Hyndburn.

Members from both sides of the Council Chamber spoke in support of the Budget and acknowledged the high level of cooperation which had produced the underlying plans. Councillor June Harrison thanked the Leader and Joe McIntyre, Deputy Chief Executive, and his staff for their hard work in developing the Budget.

The Leader summed up by reiterating the importance of unity and working together, even where different opinions were expressed. He thanked councillors and officers for their efforts and support.

The **MOTION** was then put to the **VOTE**.

For the Motion

Councillors Kath Pratt (Mayor), Judith Addison, Dominik Allen, Josh Allen, Mohammad Ayub, Peter Britcliffe, Andrew Clegg, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Marlene Haworth, Susan Hayes, Carole Haythornthwaite, Michael Hindley, Terry Hurn, Abdul Khan, Chris Knight, Sajid Mahmood, Michael Miller, Caroline Montague, Tim O'Kane, Dave Parkins, Bernadette Parkinson, Miles Parkinson OBE, Joyce Plummer and Steven Smithson

Against the Motion

None

Abstentions

None

Accordingly, the **MOTION** was **CARRIED** and it was:-.

Resolved

(1) That Council agree the acceptance and adoption of the Cabinet's recommendations on the Revenue and Capital Budgets and Prudential Indicators & Treasury Management Report for 2022/23 to 2024/25 made at the Cabinet meeting on 9th February 2022 (a copy of the reports and recommendations have been supplied with the Agenda for today's meeting),

(2) That Council Tax for Hyndburn Borough Council is increased by £5.11 to £260.64 for the year for a Band D property. This is equivalent to a 10p per week increase for a Band D property but most households in Hyndburn will see an annual increase of £3.41 as they live in Band A properties. The weekly increase here will be 7p.

(3) That the Council commits to continuing to strengthen its Reserves during the year and requires the Chief Executive and the Deputy Chief Executive to take appropriate action to protect the Council's overall financial position and further strengthen its Reserves during the forthcoming year.

(4) That the Council delegates authority to the Chief Executive to take such action as he considers necessary to implement the measures contained in this budget.

(5) That it be noted that on 12th January 2022 the Council at its Cabinet calculated:

- **the Council Tax Base 2022/23 for the whole Council area as 21,050 (Item T in the formula in Section 31B(3) of the Local Government Finance Act 1992, as amended (the "Act")) and,**

- **for dwellings in those parts of its area to which a Parish precept relates as 310.**

(6) That Council agrees that the Council Tax requirement for the Council's own purpose for 2022/23 (excluding Parish precepts) is £5,499,098.

(7) That Council agrees that the following amounts be calculated for the year 2022/23 in accordance with Sections 31 to 36 of the Act:

a)	**£53,892,489**	**being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act taking into account all precepts issued to it by Parish Councils**
b)	**£48,393,391**	**being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(3) of the Act.**
c)	**£5,499,098**	**being the amount by which the aggregate at 7(a) above exceeds the aggregate at 7(b) above, calculated by the Council in accordance with Section 31A(4) of the Act as its Council Tax requirement for the year (Item R in the formula in Section 31A(4) of the Act).**

d) £261.24 **being the amount at 7(c) above (Item R), all divided by Item T (5 above), calculated by the Council, in accordance with Section 31B(1) of the Act, as the basic amount of its Council Tax for the year (including Parish precepts).**

e) £12,731 **being the aggregate amount of all special items (Parish precepts) referred to in Section 34(1) of the Act (as per the attached Appendix B).**

f) £260.64 **being the amount at 7(d) above less the result given by dividing the amount at 7(e) above by Item T (5 above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish precept relates.**

(1) That Council notes that the County Council, the Lancashire Police & Crime Commissioner and the Lancashire Combined Fire Authority have issued precepts to the Council in accordance with Section 40 of the Local Government Finance Act 1992 for each category of dwellings in the Council's area as indicated in the table below.

(2) That the Council, in accordance with Sections 30 and 36 of the Local Government Finance Act 1992, hereby sets the aggregate amounts shown in the table below as the amounts of Council Tax for 2022/23 for each part of its area and for each of the categories of dwellings.

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Sub Total	**2,010.44**	**2,088.65**	**3.89%**
Altham Parish Council	**40.27**	**41.07**	**1.99%**
Total	**2,050.71**	**2,129.72**	**3.85%**

(3) That the Council note the basic amount of Council Tax for 2022/23 is not considered excessive in accordance with principles approved under Section 52 ZB Local Government Finance Act 1992.

(4) That the Council note that the interest rate projections made in the Prudential Indicators and Treasury Management & Investment Strategy 2022/23 to 2024/25 at 8.4.1 in that report have been updated at Appendix 3 as since the report was originally drafted the Bank of England has increased its Base Rate.

(5) That the Deputy Chief Executive, is given delegated authority to amend the budget (following consultation with the Leader of the Council) for technical reasons or to comply with legal requirements, such as the restructuring of cost centres, the re-apportionment and re-allocation of overheads etc., so long as these changes have an overall neutral impact on the budget.

(6) That any continuing balances on Revenue or Capital previously earmarked for Area Councils continues to be set aside for use by these or their successor bodies.

(7) That the Chief Executive is given delegated authority to use any unallocated surplus generated in 2021/22 should this occur to fund any future shortfall in

income or additional expenditure, to support "Invest to Save" projects that will help reduce the Council's long term costs(including additional payments to the Pension Fund as outlined below), or support specific capital projects, or finance other commitments that he deems to be in the best long term interest of the Council or to transfer funds to Reserves as required and to allocate funds between Reserves should an overspend occur in 2022/23 to maintain the General Fund Reserve at that appropriate level as advised by the Deputy Chief Executive.

(8) That the Chief Executive is given delegated authority following consultation with the Leader to make a payment or payments to the Lancashire Pension Authority to help reduce the extent of the Council's pension liabilities that have amassed from previous years, if this is calculated to be an appropriate use of Council Funds (The liability stood at £41.9m as at the 31st March 2021).

(9) That the Council approves the redesignation of £2m of the Housing Stock Environmental Warranty Reserve to a Contingency Reserve in support of the Levelling Up Project.

(10) That the Council authorises the Deputy Chief Executive to borrow up to £5m in support of the Leisure Estate Investment Project to help finance the Programme.

(11) That the Council approves the redesignation of reserves as outlined in the report to assist in the financing of the Leisure Estate Investment Programme to help reduce the overall borrowing requirement for the Programme and authorises the Deputy Chief Executive to set aside any additional capital receipts or revenue balances to finance the project as necessary.

277 External Audit - Appointment Arrangements 2023/24

Councillor Chris Knight, Chair of the Audit Committee, provided a report setting out proposals for appointing the external auditor to the Council for the accounts for the five-year period from 2023/24.

The current auditor appointment arrangements were made via Public Sector Audit Appointments Limited (PSAA) and covered the period up to and including the audit of the 2022/23 accounts after the Council had previously opted to accept their invitation to join the national procurement exercise for external audit services.

PSAA was now undertaking a procurement for the next appointing period, covering audits for 2023/24 to 2027/28. All local government bodies needed to make decisions about their external audit arrangements from 2023/24. Councils had options to arrange their own procurement and make the appointment themselves or in conjunction with other bodies, or they could join and take advantage of the national collective scheme administered by PSAA.

The report concluded that the sector-wide procurement conducted by PSAA would produce better outcomes and would be less burdensome for the Council than a procurement undertaken locally because:

- collective procurement reduced costs for the sector and for individual authorities compared to a multiplicity of smaller local procurements;

- if it did not use the national appointment arrangements, the Council would need to establish its own auditor panel with an independent chair and independent members to oversee a local auditor procurement and ongoing management of an audit contract.

If the Council wished to take advantage of the national auditor appointment arrangements, it was required under the local audit regulations to make the decision at full Council. The opt-in period had started on 22nd September 2021 and would close on 11th March 2022. To opt into the national scheme from 2023/24, the Council needed to return completed opt-in documents to PSAA by 11th March 2022.

The report included detailed information on the following:

- Legislative requirements for the procurement of external audit;
- The appointed auditor;
- Appointment by the council/authority itself or jointly;
- The national auditor appointment scheme;
- Pressures in the current local audit market and delays in issuing opinions;
- The invitation by PSAA;
- The next audit procurement;
- Assessment of options and officer recommendation;
- The way forward; and
- Financial implications.

Resolved - **That the Council accepts Public Sector Audit Appointments' invitation to opt into the sector-led option for the appointment of external auditors to principal local government and police bodies for five financial years from 1st April 2023.**

278 National Non Domestic Rates Reliefs for 2022/2023

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report which presented a new Retail, Hospitality and Leisure Non Domestic Rate Relief for the period 1st April 2022 to 31st March 2023, providing eligible businesses with a 50% rate relief on their business rates liability for this period. Councillor Plummer highlighted the key elements of the new scheme.

The report indicated that in its response to the Coronavirus (COVID-19) pandemic, the Government had announced a raft of measures to support business rates payers – deliverable via billing authorities using their existing discretionary powers under Section 47 of the Local Government Finance Act 1988.

Government had supported billing authorities and their preceptors by funding, in full, the discretionary reliefs awarded under these measures using grants delivered under Section 31 of the Local Government Act 2003.

The administration of the discount scheme described in the report was subject to restrictions laid out in Section 47 of the Local Government Finance Act 1988, which stipulated that any variation or termination of a discount scheme under Section 47 that would result in an increased financial liability for the ratepayer must be done at the end of a financial year and with 12 months' notice. By implementing this new scheme from 1st April 2022, the Council's administration of business rates relief remained within the legal boundaries of its discretionary powers.

Since 2019/20 the Government had provided a Business Rates Retail Discount for retail properties, which for 2020/21 it had expanded to include the leisure and hospitality sectors. On 27th October 2021 the Government had confirmed that a Retail, Hospitality and Leisure Relief would apply in 2022/2023 providing a 50% rate relief for the period 1st April 2022 to 31st March 2023.

For 2022/2023, the Retail, Hospitality and Leisure Relief was applied after mandatory reliefs and other discretionary reliefs funded by grants made under section 31 of the Local Government Act 2003 had been applied. Other locally applied discounts under section 47 of the Local Government Finance Act 1988 must be applied after the Retail, Hospitality and Leisure Discount.

Retail, Hospitality and Leisure Relief awards were made under section 47 of the Local Government Finance Act 1988 as amended.

For the new 2022/2023 scheme, the Council had identified over 200 businesses that were considered to meet the relevant eligibility criteria from 1st April 2022 to 31st March 2023, with a total of £1.1m in business rates relief awarded. As a pro-active measure, and in line with Department for Levelling Up, Housing and Communities (DLUHC) guidance, the Council intended to apply the Retail, Hospitality and Leisure Relief for these businesses automatically as part of the annual billing process for 2022/2023.

For the new 2022/2023 scheme, awards of Retail, Hospitality and Leisure Relief were capped at £110,000 per business. In light of this, the Council would request applications to be made for Retail, Hospitality and Leisure Relief from businesses that were part of a national chain, or a subsidiary of another business.

The Retail, Hospitality and Leisure Relief Scheme provided by the Council, in line with guidance and funding provided via DLUHC, had been updated to reflect changes made to policy on a national scale. A comparison between the new scheme announced in October 2021 and its predecessors (listed below) were set out in a table in the report:

- Initial Retail Discount Scheme for 2020/21 prior to the Pandemic;
- 2020/21 Retail Discount Scheme changes announced in March 2020; and
- 2020/21 Extension to the Retail Discount Scheme announced in March 2021.

For the 2022/2023 scheme, ratepayers would be given the right to refuse the discount.

For the Retail, Hospitality and Leisure Relief 2022/2023, no ratepayer could in any circumstances exceed the £110,000 cash cap across all of their hereditaments in England.

Where a ratepayer had a qualifying connection with another ratepayer then those ratepayers should be considered as one ratepayer for the purposes of the cash caps. A ratepayer should be treated as having a qualifying connection with another:

"a. Where both ratepayers are companies, and

i. One is a subsidiary of the other, or
ii. Both are subsidiaries of the same company, or

b. Where only one ratepayer is a company, the other ratepayer (the "second ratepayer") has such an interest in that company as would, if the second ratepayer where a company, result in its being the holding company of the other."

Whilst EU State Aid rules no longer apply within the UK following the end of the transition period on 31st December 2020, the UK still had several international obligations relating to subsidies. These included those arising from the UK's continued membership of the World Trade Organisation, or from the UK-EU Trade and Cooperation Agreement. The Government considered that relief awarded under the schemes in this report was a subsidy that was subject of the new subsidy control principles. This meant that local authorities mighty lawfully award relief to all eligible properties up to the caps specified in the guidance.

The Leader indicated that this support was critical to local businesses. Council staff had acted very quickly to passport the money to eligible businesses during the pandemic and this had been recognised in an announcement by 10 Downing Street. The Leader applauded the staff for their efforts in continuing to operate the Business Rate Relief schemes.

Resolved

(1) That the Retail, Hospitality and Leisure Non Domestic Rate Relief Scheme 2022/2023 attached to the report, as Appendix 1, be approved and applied to business rates bills as soon as is reasonably practicable in order to provide businesses with certainty around their business rates liabilities for 2022/2023.

(2) That the Deputy Chief Executive is given delegated power to undertake the calculation, collection, administration and recovery of National Non Domestic Rates in accordance with the Local Government Finance Act 1988, (as amended from time to time) and further government regulations that may be issued pursuant to the same.

279 Non Domestic Rates Covid-19 Additional Relief Fund (CARF) Scheme

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report in connection with funding the Council had available from the Department for Levelling Up, Housing and Communities (DLUHC) to assist local businesses that were ineligible for existing support linked to business rates, by providing a rate relief for 2021/2022. The report also sought

approval to a policy to distribute that funding in accordance with the guidance issued by DLUHC in December 2021. Councillor Plummer outlined the main elements of the new scheme.

The report indicated that the Government had provided a wide range of support to businesses in an attempt to reduce the impact of the pandemic on the economy since March 2020. This report sought approval for a scheme to provide a rate relief to businesses in Hyndburn under the Government's COVID-19 Additional Relief (CARF) scheme.

DLUHC had made £1,468,781 available to the Council to provide rate relief for 2021/2022 to eligible local businesses adversely affected by the pandemic, but that were not eligible for existing support linked to business rates.

The CARF scheme was not available to businesses who either were, or, would be eligible for the Expanded Retail Discount (covering Retail, Hospitality and Leisure), or the Nursery Discount during 2021/2022.

The CARF scheme was not available for hereditaments for a period that it had been unoccupied during 2021/2022 (other than hereditaments which had become temporarily closed due to the Government's advice on COVID-19, which should be treated as occupied for the purpose of CARF).

The funding of £1,468,781 from the Government available to the Council was capped. It was expected that demand for assistance from this fund might exceed the funds available from the Government and therefore the Council might need to consider a cap on the level of CARF award to determine how much eligible businesses might be entitled to.

The Council needed to approve a policy to administer the distribution the funds available in an appropriate way and this policy was set out at Appendix 1 of the report. Appendix 3 set out a copy of the latest DLUHC guidance in relation to this scheme. The policy approval would cover all future reliefs awarded under this relief funding heading, should the scheme be extended or additional funding be made available by the Government.

The Council was under time pressure to allocate this rate relief as quickly as possible to businesses and the intention was to have the application process operating on the authority's website during late February 2022/early March 2022. After evaluation of the applications received against the eligibility criteria and priorities of the relief scheme, the Council would expect to be able to award CARF before 31st March 2022.

The COVID-19 pandemic of early 2020 led to the Government taking a number of measures to protect the population from the health risk of the virus. Some of the measures introduced since March 2020, had caused businesses across the country significant financial hardship and in response, the Government had introduced a wide range of support to the business sector to assist them during this period.

Most of the support to businesses had been supplied direct from Government to businesses. However, the Department of Business, Energy & Industrial Strategy also provided a range of grant funding to businesses via local councils.

The CARF fund had replaced the legal right for businesses to appeal to the Valuation Office Agency on Material Change of Circumstances grounds due to COVID. It was expected therefore that most relief allocations to successful applicants would be limited to a certain percentage, which meant that businesses who did qualify would still have some business rates to pay.

The Council's policy to determine who was eligible to receive CARF rate relief and to prioritise between the applications received, followed the DLUHC mandatory guidance on eligibility for the grant and the priorities it set out in its guidance document. The Council's policy therefore outlined:

- not to award CARF relief to ratepayers who for the same period of the relief either were or would have been eligible for the Extended Retail Discount (covering Retail, Hospitality and Leisure), the Nursery Discount or the Airport and Ground Operations Support Scheme (AGOSS),

- not to award CARF to a hereditament for a period when it was unoccupied (other than hereditaments which had become closed temporarily due to the government's advice on COVID-19, which should be treated as occupied for the purposes of this relief), and

- direct their support towards ratepayers who had been adversely affected by the pandemic and had been unable to adequately adapt to that impact.

For the CARF scheme, the Council had identified over 250 businesses that were considered to potentially meet the relevant eligibility criteria. These were predominately from the manufacturing, and industrial sectors. As a pro-active measure the Council would target the publicity, and, availability of the CARF scheme to those businesses to encourage applications to maximise the distribution of funding available.

The Council reserved the right to end the relief scheme at any point including when it appeared that applications received would exceed the funding available. The scheme would also require applicants to supply all requested information and to provide additional information or clarity on their application if required. If the Council introduced a deadline for the submission of applications, an application submitted after the deadline had passed would not be considered.

There were a number of key requirements for applicants to submit relevant evidence to be considered for rate relief in the CARF scheme, and these were detailed in the policy document and were also contained in the application form.

To protect the Council from fraudulent applications there would be requirements for applicants to sign declarations to allow the Council to cross match and verify any data supplied with internal and external organisations including but not limited to, other Government Departments and HMRC. Applicants would be required to sign an undertaking to return the relief funding, if the Council deemed the funding had been awarded incorrectly due to their false or misleading statements and applicants would be required to sign to state they would not contravene EU State Aid rules.

Whilst EU State Aid rules no longer applied within the UK following the end of the transition period on 31st December 2020, the UK still had several international obligations relating to subsidies. These included those arising from the UK's continued membership of the World Trade Organisation, or from the UK-EU Trade and Cooperation Agreement. The Government considered that relief awarded under the schemes in this report was a subsidy that was subject of the new subsidy control principles. This meant that local authorities might lawfully award relief to all eligible properties up to the caps specified in the guidance.

Resolved **(1) That the Covid-19 Additional Relief Fund Scheme attached to the report as Appendix 1, be approved**

and implemented as soon as is reasonably practicable in order to provide a rate relief to eligible businesses in Hyndburn for the financial year 2021/2022.

(2) That delegated power be granted to the Deputy Chief Executive to make amendments to the CARF Scheme so that the scheme can remain in line with Government requirements without formal approval for each change and to make other minor adjustments to the scheme to aid in its smooth administration. This delegated authority is requested for the duration of the CARF scheme (currently up to 30 September 2022) so that the Council's management of the COVID-19 pandemic in Hyndburn remains dynamic and responsive to business needs.

The Mayor thanked all for their attendance and reminded councillors that the next Council meeting would be held on 24th March 2022.

Signed:……

Date: ……..……

Chair of the meeting
at which the minutes were confirmed

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REPORT TO:		Council	
DATE:		15 March 2022	
REPORT AUTHOR:		Julian Joinson, Member Services Manager	
TITLE OF REPORT:		**Question Time**	
EXEMPT REPORT:	**No**		
KEY DECISION:	**No**	If yes, date of publication:	n/a

Question to Council

The following question has been submitted under Council Procedure 2.2(vi):-

To the Leader of the Council (Councillor Miles Parkinson OBE)

How many independent taxi firms are there in Hyndburn?

Who are they owned by?

I ask these questions because yet again on a Friday evening (25th Feb 2022) I order a taxi from my house into Accrington to socialize. To be told by the taxi firm "your taxi is on its way"

I waited 30 minutes with no taxi arrival.

I contacted the Max taxi office to speak to an operator who reported that the firm was busy but, in my view, aspects of the response received were not particularly customer focused.

People are getting fed up of unacceptable service levels and a lack of provision and availability of taxis. I have many employees who use taxis to get to work and have the same issues daily with not being able to obtain a taxi when they need one. I am concerned that there seems to be a very limited number of licensed operators in the town.

Please can this be addressed at the top level and let myself and the residents of Hyndburn know that there is a fair taxi service and competition in Hyndburn.

The residents of Hyndburn are fed up of the sub-standard service of taxis in Hyndburn and this needs addressing. Is this fair that a limited number of operators can have a stranglehold on provision within the Borough ?

(submitted by Mr Nick Whittaker)

Procedural Note

- The question will be read out by the Mayor
- The Leader will give an oral answer.
- The questioner may ask a supplementary question, if it is directly related to the original question

Date: 1 March 2022

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REPORT TO:		Council	
DATE:		24 March 2022	
PORTFOLIO:		Cllr Joyce Plummer - Resources	
REPORT AUTHOR:		Kirsten Burnett, Head of Policy and OD	
TITLE OF REPORT:		Draft Pay Policy 2022/23	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**No**	Not applicable	
KEY DECISION:	**No**	If yes, date of publication:	

1. Purpose of Report

1.1 To present a draft Pay Policy for 2022/23.

2. Recommendations

2.1 That Council agrees approves the Pay Policy 2022/23.

3. Reasons for Recommendations and Background

3.1 The Localism Act 2011 (Chapter 8 - Pay Accountability) requires all local authorities to set out its position on a range of issues relating to the remuneration of its employees. The Policy must be approved by the Council in open forum, by the end of March each year and then be published on its website.

3.2 The Pay Policy sets out the existing approach to the remuneration of all posts within the Council. In particular it specifies certain mandatory requirements that must be detailed within the Policy, as follows:

- The pay structure of the Council and how it is set.
- Senior Management Remuneration, providing details of the pay grade for posts defined as Chief Officer and the accompanying allowances.
- The recruitment arrangements for a Chief Officer.
- The relationship between the salaries of Chief Officers and other employees.
- Details of the lowest paid posts within the Council.
- Employer's Pension Contribution details.
- Termination of employment payments.

3.3 The Council already publishes pay and remuneration details of its senior managers on its website, within the annual Statement of Accounts.

3.4 The purpose of the Pay Policy is to ensure there is transparency as to how pay and remuneration is set by the Council, for all of its employees and particularly for its most senior level posts.

3.5 There has not yet been any agreement on the national pay award for April 2022 so the policy contains the 2021 pay rates.

4. Alternative Options considered and Reasons for Rejection

4.1 N/a

5. Consultations

5.1 N/a

6. Implications

Financial implications (including any future financial commitments for the Council)	The pay and remuneration detailed within the Pay Policy are all within the approved budget of the Council
Legal and human rights implications	The Pay Policy has been prepared to ensure the Council complies with the requirements of the Localism Act 2011.
Assessment of risk	
Equality and diversity implications *A Customer First Analysis should be completed in relation to policy decisions and should be attached as an appendix to the report.*	A CFA was completed before the policy was written in 2012. There have been no significant changes which require this to be repeated.

7. Local Government (Access to Information) Act 1985: List of Background Papers

7.1 Localism Act 2011 – Chapter 8:
http://www.legislation.gov.uk/ukpga/2011/20/part/1/chapter/8/enacted

Supplementary Guidance: https://www.gov.uk/government/publications/openness-and-accountability-in-local-pay-supplementary-guidance

Hyndburn Borough Council

Draft Pay Policy – 2022/23

1. Purpose of the Policy

- To maintain a transparent approach to the setting of the pay of the Council's employees.
- To comply with the requirements of the Localism Act, Section 38 – Pay Accountability.

1.1 The Policy details:

- The methods by which salaries of all employees are determined;
- The details of the remuneration of the Council's most senior employees, i.e. Chief Officers; and
- The relationship between the salary of the Council's Chief Officers and other employees.

2. Background

2.1 The Localism Act 2011 (Chapter 8 - Pay Accountability) requires every local authority to set out its position on a range of issues relating to the remuneration of its employees.

2.2 The policy will reflect, where appropriate, relevant aspects of existing Human Resources policies, such as the Council's agreements on job evaluation and the redundancy policy.

2.3 The policy must be approved by a meeting of full Council in open forum, by the end of March each year, and then be published on its website.

3. Legislation relevant to Pay and Remuneration

3.1 In determining the pay and remuneration of its employees, the Council will comply with all relevant employment legislation. This includes the Equality Act 2010 and the Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000. The Council will take reasonable steps to ensure that there is no pay discrimination within its pay structures and that pay differentials can be quantified through the application of its Job Evaluation Scheme.

3.2 The Council operates the GLPC (Greater London Provincial Council) job evaluation scheme, for its posts, up to and including Chief Officers, for whom there is a specific version of this scheme. The posts of Chief Executive, Deputy Chief Executive and Corporate Director have been evaluated in consultation with North West Employers Organisation.

4. Pay Structure

4.1 The Council complies with the nationally negotiated spinal column points for all posts, with the exception being those senior level posts referred to within the policy. The salary grades that the Council applies are at Appendix 1.

4.2 Salary increases are set nationally, through collective bargaining between the national employers and trade unions.

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4.3 The pay and grading structure for the majority of posts was established at the time of the job evaluation exercise completed in 2007. Since 2007, all newly created posts and posts that have varied are subject to evaluation against the job evaluation scheme.

5. Definitions

5.1 The Localism Act refers to the position of Chief Officer and states that this refers to: the Head of Paid Service; Statutory Chief Officers; non-statutory Chief Officer posts and their direct reports (Deputy Chief Officers). It should be noted that this definition is very broad, and takes account of Metropolitan and County Councils as well as District Councils.

5.2 It is considered that the posts that the term Chief Officer applies to at Hyndburn Borough Council, in relation to the Localism Act, are the Chief Executive, the Deputy Chief Executive, who is also the Chief Finance and Section 151 Officer, the Executive Director (Legal and Democratic Services), who is the Council's Monitoring Officer and the post of Executive Director (Environment).

5.3 Our annual Statement of Accounts also includes senior officers with a salary over £50,000, within the threshold for disclosure under the Accounts and Audit requirements.

5.4 Remuneration is defined as the pay and rewards an individual receives. Details are produced in the audited Statement of Accounts on an annual basis. The latest published Statement of Accounts is on the Council's website[1].

6. Chief Executive / Corporate Director Remuneration

6.1 There are three director level posts reporting to the Chief Executive, one of which is the post of Deputy Chief Executive. The responsibilities of these senior officers are shown on the Council's organisational structure charts, which are published on the Council's website[2].

6.3 Details of remuneration are contained in the annual Statement of Accounts.

6.4 Salary packages and severance payments over £100,000 will be brought to a meeting of full Council to be voted on. Components of severance packages, where applicable, may include salary paid in lieu, redundancy compensation, pension entitlements, holiday pay and any bonuses, fees or allowances paid.

6.5 The other terms and conditions of service relating to the post of Chief Executive are in accordance with the Joint Negotiating Committee for Chief Executives of Local Authorities.

7. Recruitment of Chief Executive and Chief Officers

7.1 Under Section 112 of the Local Government Act 1972, the Council has the "power to appoint officers on such reasonable terms and conditions as the authority thinks fit".

7.2 Where there is a requirement to recruit to the post of Chief Executive or Chief Officer, Section H of the Council's Constitution will apply.

[1] https://www.hyndburnbc.gov.uk/download-package/statement-of-accounts/
[2] https://www.hyndburnbc.gov.uk/download-package/organisational-structure-chart/

8. Salary upon Appointment

8.1 All new appointments to a post of Chief Executive or Chief Officer will be made within the minimum and maximum spinal column points of the grade.

9. Performance-related Pay

9.1 The Localism Act requires Councils to provide details of any performance-related pay for its Chief Officers. Hyndburn Borough Council does not have any such arrangements.

10. Relationship between Chief Executive Pay and other Employees

10.1 Based on pay rates in place at the time of publishing this Pay Policy, the relationship between the salaries of the Chief Executive and the median salary and the lowest paid salary are:

Post	Benchmark Salary	Ratio
Chief Executive salary	median salary	1 : 5
Chief Executive salary	lowest salary	1 : 6.7

11. Lowest Paid Employees

11.1 The Council complies with the National Joint Council – Pay and Conditions of Service. The minimum salary the Council pays is in accordance with the Living Wage, which at present is based on an hourly rate of £9.90 (see Appendix 1). The positions that this applies to are Cleaners, some Apprentice posts, Gallery Assistants and Courier.

11.2 Progression through grades occurs through the payment of an additional annual increment on 1 April each year.

11.3 Part-time posts are paid the same salary, but on a pro-rata basis.

12. Gender Pay Gap

12.1 Employers in Great Britain with more than 250 staff are required by the Equality Act 2010 (Gender Pay Gap Information) Regulations 2017 to publish the following:

- Gender pay gap (mean and median averages);
- Gender bonus gap (mean and median averages);
- Proportion of men and women receiving bonuses; and
- Proportion of men and women in each quartile of the organisation's pay structure.

12.2 The Council publishes this information on its website at https://www.hyndburnbc.gov.uk/download-package/gender-pay-gap-statement/.

12.3 We are committed to the principle of equal pay for all our employees, and our job evaluation system means we can be confident as reasonably possible that men and women are paid equally for doing equivalent jobs.

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13. Termination Payments

13.1 The Council's Redundancy Policy applies equally to all permanent employees regardless of their grade. A redundancy payment will be paid to an employee when their post is made redundant and there are no suitable redeployment opportunities.

12.2 For all permanent employees where there is the option for early retirement, the Council's Policy on Discretionary Compensation will apply where appropriate.

13. Employer Pension Contribution

13.1 The Council contributes to the Local Government Pension Scheme, for all its employees equally, 14% of an employee's salary. This rate of contribution is set by Actuaries advising the Lancashire Pension Fund and is reviewed on a triennial basis.

14. Employee Pension Contribution

14.1 Employees in the Local Government Pension Scheme pay at present the annual contributions shown in the table below, based upon their salary.

Band	Actual pensionable pay	Employee contribution rate (%)
1	Up to £14,600	5.5
2	£14,601- £22,800	5.8
3	£22,801- £37,100	6.5
4	£37,101- £46,900	6.8
5	£46,901- £65,600	8.5
6	£65,601- £93,000	9.9
7	£93,001- £109,500	10.5
8	£109,501-£164,200	11.4
9	More than £164,201	12.5

15. Publication of the Policy

15.1 The Policy will be published on the Council's Website, by April 2022, following its approval by the Council.

16. Review of Pay Policy

16.1 The Policy will be subject to annual review and must be approved by the Council prior to 31 March each year. If there is a need to amend the Policy between reviews, then any such amendments will be considered by the Cabinet, prior to approval by the Council.

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Appendix 1: Pay and Grading (2022 pay awards pending)

NJC grades

Grade and salary range		SCP	Salary	Hourly Rate
Scale 1		1	£18,333	£9.50
(1 - 3)		2	£18,516	£9.60
	Scale 2 (3-4)	3	£18,887	£9.79
		Living Wage	**£19,099**	**£9.90**
		4	£19,264	£9.99
Scale 3a (5)		5	£19,650	£10.19
	Scale 3b (6)	6	£20,043	£10.39
	Scale 4 (7-11)	7	£20,444	£10.60
		8	£20,852	£10.81
		9	£21,269	£11.02
		10*	£21,695	£11.25
		11	£22,129	£11.47
Scale 5 (12-17)		12	£22,571	£11.70
		13*	£23,023	£11.93
		14	£23,484	£12.17
		15	£23,953	£12.42
		16*	£24,432	£12.66
		17	£24,920	£12.92
	Scale 6 (18-22)	18*	£25,419	£13.18
		19	£25,927	£13.44
		20	£26,446	£13.71
		21*	£26,975	£13.98
		22	£27,514	£14.26
Scale 7 (23-25)		23	£28,226	£14.63
		24	£29,174	£15.12
		25	£30,095	£15.60
	Scale 8 (26 - 28)	26	£30,984	£16.06
Scale 9 (27 - 30)		27	£31,895	£16.53
		28	£32,798	£17.00
		29	£33,486	£17.36
	Scale 10	30	£34,373	£17.82
	(30 - 33)	31	£35,336	£18.32

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Scale 11 (32 - 35)		32	£36,371	£18.85
		33	£37,568	£19.47
		34	£38,553	£19.98
		35	£39,571	£20.51
	Scale 12 (36-39)	36	£40,578	£21.03
		37	£41,591	£21.56
		38	£42,614	£22.09
		39	£43,570	£22.58
Not used		40	£44,624	£23.13
	Service Managers 1 (41-44)	41	£45,648	£23.66
		42	£46,662	£24.19
		43	£47,665	£24.71
		44	£48,671	£25.23

JNC grades

CHIEF OFFICERS (1)	JNC16	£57,067
	JNC17	£58,492
	JNC18	£59,931
	JNC19	£61,341
	JNC20	£62,771
CHIEF OFFICERS (2)	JNC21	£52,384
	JNC22	£53,562
	JNC23	£54,876
	JNC24	£56,169
	JNC25	£57,483

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REPORT TO:		Council	
DATE:		24 March 2022	
PORTFOLIO:		Cllr Miles Parkinson, Leader	
REPORT AUTHOR:		Chief Planning and Transportation Officer	
TITLE OF REPORT:		Hyndburn Local Plan (Strategic Policies and Site Allocations) – Regulation 19 consultation	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**Options**	Not applicable	
KEY DECISION:	**Options**	If yes, date of publication:	

1. Purpose of Report

1.1 Work has reached an advanced stage in the preparation of the new Local Plan for Hyndburn. The next step is the publication of the Local Plan (Strategic Policies and Site Allocations – henceforth referred to as the "Local Plan") for public consultation at Regulation 19 stage of the plan making process. Once adopted, these documents will replace the final saved elements of the 1996 Local Plan and the 2012 Core Strategy. A report on this matter was presented to Cabinet on the 16th March and this report now seeks approval from all Members for the Council to take the Local Plan out to public consultation.

1.2 This report explains the context and content of the consultation documents that are proposed to be the subject of a public consultation exercise, due to be commenced in May 2022. The version of the Local Plan being consulted on will represent the settled view of the Council on what the Plan should contain (under Regulation 19 of the Town Country Planning (Local Planning) (England) Regulations 2012). This is also known as the "Pre-submission" Plan as, after the consultation concludes, it will be the version which is submitted to an Inspector for Examination in Public.

2. Recommendations

2.1 That Council:

1. Notes the work which has already taken place, including previous statutory public consultation, on the earlier stages of preparation of the new Local Plan for Hyndburn;
2. Approves the content of the Local Plan document (see separate papers attached) and agrees to commence a 6-week statutory consultation process in due course; and

3. Delegates authority to the Council's Executive Director (Legal and Democratic Services) and the Chief Planning and Transportation Officer, following consultation with the portfolio holder for Planning, to make any further changes considered necessary or appropriate to the consultation documents, prior to commencing consultation.

3. Reasons for Recommendations and Background

3.1 The Local Plan is the long-term development framework for the area. It has a key role to play in: meeting the full needs of communities for housing, employment and service provision; delivering new development in a sustainable way; and helping to contribute to wider policy ambitions at the regional and national scales.

3.2 The Local Plan for an area can comprise a single Development Plan Document (DPD), or a collection of DPDs, as appropriate to that area. The Local Plan for Hyndburn is concerned with providing a complete planning framework for the Borough including:

- A spatial vision, strategy and strategic objectives for the next 15 years;
- Planning policies (both strategic and non-strategic/local) for helping to facilitate the development needs identified for the area;
- Land allocations in support of planning policy, for example to meet the key housing and employment needs over the plan period;
- Land designations to protect areas from development where appropriate; and
- A monitoring and implementation framework for delivery of the local plan.

3.3 The new Local Plan for Hyndburn will be comprised of three key documents:

1. The Accrington Area Action Plan (adopted 2012);
2. The Development Management Development Plan Document (DM DPD) (adopted 2018);
3. Local Plan (Strategic Policies and Site Allocations) (Regulation 19 Pre-submission consultation planned – the subject of this report).

3.4 The new Local Plan is due to replace the 2012 Core Strategy. The 2012 document provided the strategic overarching planning policy framework for the Borough, including setting housing and employment growth figures. The Core Strategy was adopted just prior to the National Planning Policy Framework (NPPF) being enacted. One of the key implications of the reforms implemented through the new NPPF at this time was that new requirements were placed on local authorities to set their own housing growth figures in their Local Plans (previously this had been determined at the regional level).

3.5 The reasons for a review of the strategic policies of the 2012 Core Strategy are as follows:

- The Government has brought forward regulations requiring all Local Authorities to review Local Plan documents at least every 5 years; the housing and other development requirements set out in the Core Strategy are therefore now considered out of date. It is

also good practice to review policies on a regular basis to reflect new legislation, policy and changing circumstances;

- The current Core Strategy was adopted before the revised NPPF was published (this was first published in 2019 and was revised again in 2021) – the strategic policies are expected to reflect national policy;
- Housing provision targets set out in the Core Strategy are out of date; the Government now expects housing requirements to be based on the standard methodology for calculating minimum housing need or an up-to-date housing need assessment (which uses the standard method as a starting point); the Council has therefore recently produced a Housing and Economic Needs Assessment (HENA) which updates the housing requirement and new strategic policies are required to set these out;
- Employment land requirements have also been updated following the publication and findings of the Employment Land Study and updated HENA;
- The Council is now allocating suitable sites to meet the growth necessary to accommodate the updated development requirements.

3.6 The Council is required to prepare its Local Plan in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. This includes consideration at the outset of plan making of 'reasonable alternative' policy options, and the sustainability appraisal of different options to help inform selection of a preferred option to take forward. The key consultation stages required by the Regulations are set out in Appendix 1 and a summary is set out in Table 1 below. Further details and the current timetable for the Local Plan are set out in the updated Local Development Scheme (LDS), which was approved in February 2022 and is included as a Background Paper.

Table 1: Local Plan making stages as required by Local Planning Regulations

Regulation Stage	Summary
Reg.18	**Preparation (incl. Public Participation)**
Reg.19	**Publication (incl. Public Participation)**[1] ***CURRENT STAGE***
Reg.20	**Representations on the Local Plan**
Reg.22	**Submission of documents and information to the Secretary of State**
Reg.24	**Independent examination**
Reg.25	**Publication of the recommendations of the appointed person**

[1] Following the Council's approval of a 'Publication' version, policies and proposals within the plan will have greater weight in terms of decision making in Development Management.

Reg.26	Adoption

3.7 The Council has already been through the Regulation 18 stage of the Local Plan preparation with the following key pieces of work having been carried out to date:

- Regulation 18(1) 2018[2]: Cabinet approved an initial set of documents for consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012; this set out a range of options for future housing and employment growth in the Borough, the distribution of that growth, and how the Council should assess specific sites to allocate. The outcomes of that consultation were reported to Cabinet in July 2018;
- Regulation 18(2) 2019[3]: Council approved a draft Core Strategy setting out proposed strategic planning policies for consultation, as well as a set of initial site assessments of 179 'reasonable alternative' site options for allocation. The outcomes of the consultation were reported to Cabinet in September 2019;
- Regulation 18(3) 2019[4]: Cabinet approved a Gypsy and Traveller Policy and Site Options Consultation paper; consultation on this took place between December 2019 and January 2020 and was informed by the Gypsy and Traveller Accommodation Assessment (GTAA) which had been published in July 2019. An update on the outcome of this consultation, including the responses submitted, was reported to Cabinet in January 2021[5]. A further report on this issue, providing an update to the Council's approach to Gypsy and Traveller Provision, was taken to Cabinet in September 2021[6];
- A "direction of travel" report on proposed employment land provision was taken to Cabinet in October 2020[7].

3.8 Each of these stages were presented to Cabinet and/or Council for approval at the relevant time, and the Local Plan Members Working Group has continued to meet on a regular basis to help steer the development of the Local Plan.

3.9 The Council is now preparing to carry out the final main stage of public consultation at Regulation 19 stage. This will include consultation on the finalised Local Plan strategic policies, the preferred set of site allocations and associated site specific policies. This document is attached to this report as a separate paper. The full list of documents, supporting evidence and background papers which will presented at this consultation stage are listed in Appendix 2. This report asks Members to approve the attached version of the Local Plan, along with the proposed site allocations and amended designations, for public consultation.

[2] Cabinet meeting of 14th February 2018
[3] Council meeting of 21st February 2019
[4] Cabinet meeting of 13th November 2019
[5] Cabinet meeting of 13th January 2021
[6] Cabinet meeting of 15th September 2021
[7] Cabinet meeting of 21st October 2020

4. Summary of Local Plan contents

4.1 The new Local Plan will replace the 2012 Core Strategy and provides the strategic planning policy framework for Hyndburn over the period 2021-2037. The policies have been used to identify the site allocations, as well as land to be protected from development. The Local Plan will be accompanied by a detailed Policies Map. The thematic policies contained within it provide the strategic framework for more detailed policies set out within the Development Management DPD. The Publication version Local Plan contains 31 strategic policies and a further 17 site specific policies, relating to individual allocations, organised into the core Chapters set out in Table 2.

4.2 Some of the key policy requirements included in the Local Plan are new development land requirements for housing and employment land over the Plan period 2021-2037, as follows:

- 194 dwellings per annum to be delivered over the Plan period (a total of 3,104 new dwellings for the Borough by 2037);
- an employment land requirement of 59 hectares over the same period, including major new allocations south of Altham and east of Whitebirk;
- a strategic policy covering the development of Huncoat Garden Village, including the delivery of around 1,500 new homes, new strategic infrastructure, including a new relief road, a new local centre and enhanced and new open space and green infrastructure provision. The Huncoat policy has been informed by the agreed Huncoat Garden Village Masterplan, which will be published as a supporting document to the Local Plan consultation.

4.3 One of the Government's key aims is to significantly boost the supply of housing. The Council fully support this aim and the allocation of sufficient housing land to meet the new housing requirement will help not only to increase the number of homes in the Borough but will provide the opportunity to deliver a greater range of sizes and types of housing. The Borough currently suffers from a lack of housing choice with many existing homes being small, lacking outdoor space or being in poor condition meaning that the supply no longer meets the needs or aspirations of the local population or those who may consider moving into the Borough. This leads to an inability to retain and attract more economically active residents. In relation to employment, baseline economic forecasts suggest that the number of people employed in the Borough will steadily reduce, reflecting the general population trend. Therefore, the strategy being adopted in the Local Plan seeks to reverse this trend by ensuring sufficient employment land and housing is developed to support economic growth.

4.4 Whilst the Local Plan includes a number of brownfield sites and key urban regeneration opportunities, the new Local Plan also proposes some locally important changes to the existing Green Belt boundary. This will result in a net loss of some of the Borough's overall Green Belt. These changes have been necessary to accommodate the larger new allocations which are essential in order to meet the aim of boosting and diversifying the housing supply and to support the Borough's economic prospects by allocating enough land in key strategic locations, within ready access to transport networks. In particular, Green Belt has been amended: to the east of Whitebirk, to provide further employment land, to the S. of Altham Business Park as an

extension to the existing employment allocation, around Rishton to provide land for high quality new homes and at Huncoat Garden Village to accommodate new housing allocations and essential infrastructure and to provide "safeguarded" land for development taking place beyond the Plan period. However, this loss has been off-set to some degree by additions to the Green Belt in some places which has the added benefit of providing land for compensatory measures for Green Belt loss elsewhere[8]. Further detailed information on the development strategy and site selection process, as well as the Exceptional Circumstances[9] case which the Council has to demonstrate in order to makes changes to Green Belt, will be set out in a series of Background Papers which will accompany the Local Plan consultation.

4.5 Along with existing development commitments, land has been identified across the Borough to meet the requirements set out above, in accordance with the overall development strategy. This sees the allocation of 23 specific housing site allocations, including sites at Huncoat, and 6 employment site allocations, including the two new strategic allocations at Altham and Whitebirk. The new employment land allocations are provided in conjunction with a policy approach which seeks to protect and develop existing employment locations. As well as land for general housing, the Plan identifies sufficient land to meet the needs for Gypsy and Traveller use over the Plan period. The Plan identifies four specific sites and one broad location for growth for Gypsy and Traveller use.

Table 2: Local Plan chapter and policy summary

Section no.	Name of Chapter	No. of Policies	Policy topics covered include:
2.0	Vision and Objectives		This sets out the overall Vision for Hyndburn in 2037 and a series of strategic objectives that reflect the strategic policies of the Borough.
3.0	The Spatial Development Strategy	3	This sets out the pattern and scale of development across the Borough required to deliver the vision and strategic objectives, and is further informed by the subsequent policies, site allocations and supporting text. In particular, it sets out the housing and employment land requirements, a specific strategic policy for Huncoat Garden Village and the policy framework for developer obligations.
4.0	The Economy & Town Centres	4	Employment Provision and Strategic Sites; existing employment sites, centre hierarchy and a specific policy for Accrington Town Centre
5.0	Community Infrastructure	2	Open space provision and community facilities
6.0	Housing	3	New residential development including the new housing requirement, affordable housing and gypsy and traveller site provision.

[8] As required by paragraph 142 of the National Planning Policy Framework
[9] As required by paragraph 140 of NPPF

Section no.	Name of Chapter	No. of Policies	Policy topics covered include:
7.0	Protecting and enhancing the environment	9	Climate change and sustainable development, green infrastructure, biodiversity net gain, renewable energy, high quality design and heritage.
8.0	Accessibility and Transport	3	Connectivity and improvements to transport networks, Sustainable and safe transport and cycle and footpath networks
9.0	Rural Issues (Green Belt and Countryside Area)	1	Development in rural areas, including the Green Belt and countryside area
10.0	The Local Plan Areas	6	Six Local Plan areas are identified, along with each area's proposed growth over the Plan period. The Local Plan areas are as follows: 1. Accrington Central, Baxenden and Church; 2. Clayton le Moors and Altham; 3. Great Harwood; 4. Huncoat; 5. Oswaldtwistle and Knuzden; 6. Rishton and Whitebirk
11.0	Site Specific Policies: Employment allocations	4	Set out additional development requirements and considerations on the larger strategic sites (Land S. of Altham and E. of Whitebirk) which have been identified as new employment land allocations
12.0	Site Specific Policies: Housing allocations	13	Set out additional development requirements and considerations on larger, or more complex, housing allocations

4.6 The Local Plan Publication version is in effect the Council's final version of the document, and represents a statement of intent that it now wishes to submit the document to the Secretary of State for examination. In accordance with 'the Regulations', a final 6-week statutory consultation period on this version must now take place, providing individuals and organisations a final opportunity to comment on the 'soundness'[10] of the document.

4.7 During this 6-week period, the consultation will include the following methods:

- letters/emails will be sent to all contacts on the Local Plan mailing list database (approximately 950 people/organisations); the Council's social media channels and the

[10] Paragraph 35 of NPPF defines 'soundness' of a Plan as being: positively prepared; justified; effective; and consistent with national policy.

new residents' e-newsletter will be used to raise awareness of the consultation and provide links to further information;

- the Local Plan and all supporting documentation will be available on the Council's website;
- copies of the Local Plan will be deposited in all the libraries in the Borough;
- press releases and press notices will be sent to local newspapers; and
- drop-in sessions, staffed by Council officers, may be organised in local venues.

5. Alternative Options considered and Reasons for Rejection

5.1 The Local Plan (Strategic Policies and Site Allocations) is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. As the Council are required to review their Local Plan documents at least every five years and as the preparation of this document is to be in accordance with this legal framework there are no alternative options for its preparation.

6. Consultations

6.1 A wide range of people and organisations have been involved in the evolution of the Local Plan up to this point. Three main public consultation events have already been undertaken. The first took place Feb-April 2018 (Reg 18(1)) and the second in Feb-April 2019 (Reg.18(2)). At the end of 2019, a third targeted consultation commenced on the Council's approach to Gypsy and Traveller Site Provision (Reg18(3)), ending in Jan 2020. All of this work constitutes 'preparation of a local plan' under Regulation 18 of the 2012 Regulations. The Council also ran a Call for Sites exercise between 2015 and 2020 inviting landowners, developers and other interested parties to submit details of land that they wished to be considered for allocation or other designation. A total of 132 site suggestions were received as part of this exercise.

6.2 A total of 141 individual representations[11] were made to the Reg18(1) consultation, 649 representations were made to the Reg18(2) consultation and 9 representations to the Reg18(3) consultation. Detailed reports on the outcome of these consultations have been presented to Cabinet after each stage has concluded.

6.3 The Council's Cabinet, Local Plan Members Working Group, Portfolio Holder, and Corporate Management Team have been informed that the Regulation 19 work is being undertaken and have provided comments at an earlier date on the consultation papers. As well as the various reports on the Local Plan that have been taken to Cabinet and Council, all elected Members have been invited to a number of specific briefings, workshops and drop-in sessions on the Local Plan.

[11] An individual representation relates to a specific matter in the consultation documents. One response form an individual/organisation may contain a number of individual representations to different matters.

7. Implications

Financial implications (including any future financial commitments for the Council)	The direct financial implications of this work are costs relating to the consultation process itself, and publication of relevant material. This will be covered by the annual budget assigned to Local Plan work.
Legal and human rights implications	The Local Plan (Strategic Policies and Sites Allocations) document forms part of the statutory development plan for the Borough. Once adopted, it will be (along with other adopted plans) the starting point for considering planning applications and should be given full weight in decision-making. At this stage however (Regulation 19 consultation), the Plan cannot be given full weight in decision-making, although this weight will increase as the Plan reaches more advanced stages. Local plans are prepared in a manner that is prescribed by statute and by its very nature seeks to protect human rights.
Assessment of risk	There are no significant risks associated with this consultation exercise
Equality and diversity implications *A Customer First Analysis should be completed in relation to policy decisions and should be attached as an appendix to the report.*	The Council is subject to the public sector equality duty introduced by the Equality Act 2010. When making a decision in respect of the recommendations in this report Cabinet must have regard to the need to: • eliminate unlawful discrimination, harassment and victimisation; and • advance equality of opportunity between those who share a relevant protected characteristic and those who don't; and • foster good relations between those who share a relevant protected characteristic and those who don't. For these purposes the relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. When making a decision in respect of the proposals in this report members should have regard to the Customer First Analysis annexed to

	this report.

8. Local Government (Access to Information) Act 1985: List of Background Papers

8.1 The following background papers will form the proposed consultation documents:

1. Local Development Scheme (Local Plan timetable), approved Feb. 2022
2. Local Plan (Strategic Policies and Site Allocations)
3. Local Plan area maps identifying: proposed housing and employment site allocations; proposed and existing gypsy and traveller site allocations; town and local centres; safeguarded land; Huncoat Garden Village sites; key changes to Green Belt, Countryside and Urban Boundary[12];
4. Open Space Maps – maps showing the results of the Open Space Audit which informs the Local Plan and Policies Map.

9. Freedom of Information

9.1 The report does not contain exempt information under the Local Government Act 1972, Schedule 12A and all information can be disclosed under the Freedom of Information Act 2000.

[12] The maps being presented to Members with this report are pdfs which only show the proposed site allocations and any new or amended designations which differ from those identified in the Development Management DPD and which are not already adopted. Once the Local Plan goes out to consultation it is intended the consultation map will take the form of an online, interactive map similar to that which currently accompanies the DM DPD on the Council's website at: eGGP (hyndburnbc.gov.uk).

Appendix 1: Key stages in Local Plan preparation

Regulation Stage	Summary
Reg.18	**Preparation (incl. Public Participation)** • first statutory phase of preparation of a Local Plan which can include consultation on draft proposals
Reg.19	**Publication (incl. Public Participation)**[13] • publication of the version of the Local Plan that the Council consider legally "sound" and wishes to put forward for independent Examination
Reg.20	**Representations on the Local Plan** • a final opportunity to make comments on the plan; • any formal objections to the 'soundness'[14] of the plan will need to be submitted at this stage in order to be considered at Examination
Reg.22	**Submission of documents and information to the Secretary of State** • formal submission of the documents (including all representations received under Reg. 20) to the Secretary of State, in preparation for independent examination by a Planning Inspector
Reg.24	**Independent examination** • formal examination commences on Submission but hearings may be held into specific aspects where objectors have the right to be heard; • the duration of the examination stage depends upon the complexity of the Plan and the number of objections received
Reg.25	**Publication of the recommendations of the appointed person** • where there are proposed modifications to the Local Plan the Planning Inspector will publish recommendations to the Council; • where the Inspector recommends 'main modifications'[15] the Council is expected to re-consult on these and carry out further SA work if necessary; • once consultation on any main modifications has taken place and the Inspector has considered any representations, a final Inspector's report will be issued.
Reg.26	**Adoption** Once the Council has received the final Inspector's report, assuming that there are no issues of 'soundness' then it will consider the recommendations, and can formally adopt the Plan via a full Council meeting.

[13] Following the Council's approval of a 'Publication' version, policies and proposals within the plan will have greater weight in terms of decision making in Development Management.
[14] The tests of soundness are set out in paragraph 35 of the NPPF, namely that a Local Plan is 'positively prepared', 'justified', 'effective' and 'consistent with national policy'.
[15] Changes that materially affect the policies of the Plan

Appendix 2: List of documents to be presented at Regulation 19 Local Plan consultation stage

Local Plan documents:

- Local Plan (Strategic Policies and Site Allocations)
- Local Plan Policies Map[16]
- Sustainability Appraisal (SA) of Regulation 19 version of Local Plan
- Habitats Regulations Assessment (HRA)
- Local Development Scheme 2022
- Statement of Community Involvement 2022

Other Hyndburn Borough Council development strategies:

- Huncoat Garden Village Masterplan
- Huncoat Design Code (draft)

Evidence Base documents (new):

- Housing and Economic Needs Assessment (refresh 2021)
- Local Plan Transport Assessment (2022)
- Local Plan Viability Assessment (2021)
- Local Plan Landscape Assessment of selected site allocations (2022)
- Open Space Audit (2022)
- Strategic Flood Risk Assessment (2022)

Evidence Base documents (previously published):

- Employment Land Study (refresh 2019)
- Habitats Survey (2020)
- Gypsy and Traveller and Travelling Showperson Accommodation Assessment (2019)
- Housing and Economic Needs Assessment (2018)
- Green Belt Assessment (2018)

Background and Other Supporting Papers:

- Authority Monitoring Report
- 5 Year Housing Land Supply Statement
- Local Plan Housing Land Requirement and Supply (2022)
- Local Plan Employment Land Requirement and Supply (2022)
- Local Plan Site Allocation Assessment and Selection process (2022)
- Exceptional Circumstances for Green Belt release – Local Plan (2022)

[16] At this stage of consultation, the Policies Map to be presented will comprise of any new or amended designations from the Local Plan, including new site allocations, and any changes to the previous urban boundary, Countryside and Green Belt boundaries. The Policies Map will be presented as an online interactive map but selected site designations and allocations will also be made available as separate pdfs for information. Eventually the new Policies Map will be amalgamated with the map accompanying the DM DPD for full policy map coverage.

Hyndburn 2037

The Local Plan

(Strategic Policies and Site Allocations)

Regulation 19 (Pre-submission) Consultation version: Consultation Date to be inserted

The Hyndburn Local Plan: Executive Summary

This Local Plan sets out the strategic policy framework to meet future development requirements in Hyndburn for the period 2021 to 2037 and allocates a wide range of specific sites to meet these requirements. It will do this through a policy framework comprising a vision for Hyndburn, strategic objectives, the spatial development strategy and thematic and area policies, all accompanied by a series of residential and employment site allocations and site specific policies.

The Vision states that:

In 2037 Hyndburn will be a vibrant, distinctive, and prosperous area of Pennine Lancashire. It will be recognised for the collective quality and attractiveness of its market towns, its diverse communities, its landscape setting, environmental credentials, including a healthy natural environment and its response to climate change, and the special qualities of Huncoat Garden Village.

A good choice of homes, skilled local jobs, and efficient infrastructure and service provision has ensured that Hyndburn has grown in a sustainable way, with healthier residents, safer communities, a natural environment that is protected and enhanced and is seen as a great place to settle.

The Local Plan centres around the following five strategic objectives:

1. To create greater opportunities for all to access improved economic opportunities and to provide support for the local economy and a higher wage employment.
2. To provide for a greater choice and quality of housing (designed and built to enable people to lead active lives) including transformational change at Huncoat Garden Village.
3. To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.
4. To conserve and, where appropriate, enhance a valued urban and rural environment that is ready to address the causes and effects of climate change.
5. To provide easy access for all to good quality services and facilities

The Local Plan 2037 replaces the Core Strategy 2012 with realigned strategic policies and new site allocations. The fact that the strategic policies in this plan are similar to those in the 2012 Core Strategy are a reflection of the deep seated economic, social and housing issues that affect Hyndburn and the time needed to deliver change. The Local Plan forms part of the overall planning policy framework for Hyndburn which also includes the Development Management DPD (DM DPD) adopted in 2018 and the Accrington Area Action Plan adopted in 2012.

Since the previous Core Strategy was adopted, there have been some significant changes in the Borough. The development of the strategic employment site at Frontier Park (Whitebirk) has almost finished, Accrington Bus Station is open and the Pennine Reach Quality Bus Scheme is operating. In addition, new opportunities have arisen that necessitate a re-alignment of strategy in relation to development at Huncoat through the development at Huncoat Garden Village and associated extension to Altham Business Park.

Huncoat Garden Village represents a step change in the way that new housing will be delivered in Hyndburn, with the development of this urban extension accounting for a large proportion of the new houses to be developed in the Borough over the plan period.

The Local Plan has a growth strategy seeking to boost the supply, quality and choice of housing in the Borough and improve economic prospects by providing good quality new employment land. This is with an aim to tackle historically high levels of deprivation, out migration of economically active residents, poor housing stock and lack of choice. As such, the Plan identifies a housing requirement of 194 dwellings per annum (3,104 in total) to be delivered over the Plan period, along with an employment land requirement of 59 hectares of additional land.

Along with existing development commitments, land has been identified across the Borough to meet these requirements, in accordance with the overall development strategy set out in Policy SP1. This sees the allocation of 23 specific housing site allocations, including land for around 1,500 new homes at Huncoat, and 6 employment site allocations, including the two new strategic allocations at Altham and Whitebirk. The new employment land allocations are provided in conjunction with a policy approach which seeks to protect and develop existing employment locations.

As well as land for general housing, the Plan identifies sufficient land to meet the needs for Gypsy and Traveller use over the Plan period. The Plan identifies four specific sites and one broad location for growth for Gypsy and Traveller use.

The Local Plan also provides a policy framework for investment in Hyndburn's town centres, with a particular emphasis on supporting proposed major new investment in Accrington Town Centre.

An overarching theme which runs through the core of the Plan is sustainable development, with the need to tackle climate change, protect and enhance the area's biodiversity (by requiring biodiversity net gain on all development) – along with other natural and built heritage assets - and creating a sustainable and safe transport system being key themes. The Plan also supports the Government's aim to insist on high quality design in all new development.

The later sections of the Plan focus on geographical areas and site specific policies. The Plan identifies the following six Local Plan areas, each with its own proportion of development identified over the Plan period 2021-37:

Table i: Local Plan Areas and development projections

Local Plan Area	**Projected Housing delivery (no. of dwellings) on site allocations and committed* sites**	**Employment allocations (new): gross developable area (approx. hectares)**
Accrington (Central), Baxenden and Church	537	
Clayton-le-Moors and Altham	109	36.6
Great Harwood	368	

Local Plan Area	Projected Housing delivery (no. of dwellings) on site allocations and committed* sites	Employment allocations (new): gross developable area (approx. hectares)
Huncoat	1,334**	
Oswaldtwistle and Knuzden	409	
Rishton and Whitebirk	375	30.5

* sites which have or have previously had planning permission for housing or are under construction

** a further 307 dwellings on housing allocations are projected to be delivered beyond the Plan period

As well as meeting development requirements over the lifetime of this Plan, the scale and strategic importance of some of the allocations (particularly those at Huncoat) means that housing delivery will continue to take place beyond the Plan period. Additional land has also been safeguarded at Huncoat for future development beyond the current Plan period. This is to ensure that a comprehensive, strategic and long term view is taken to development and that Green Belt boundaries do not need to be altered at the end of the Plan period.

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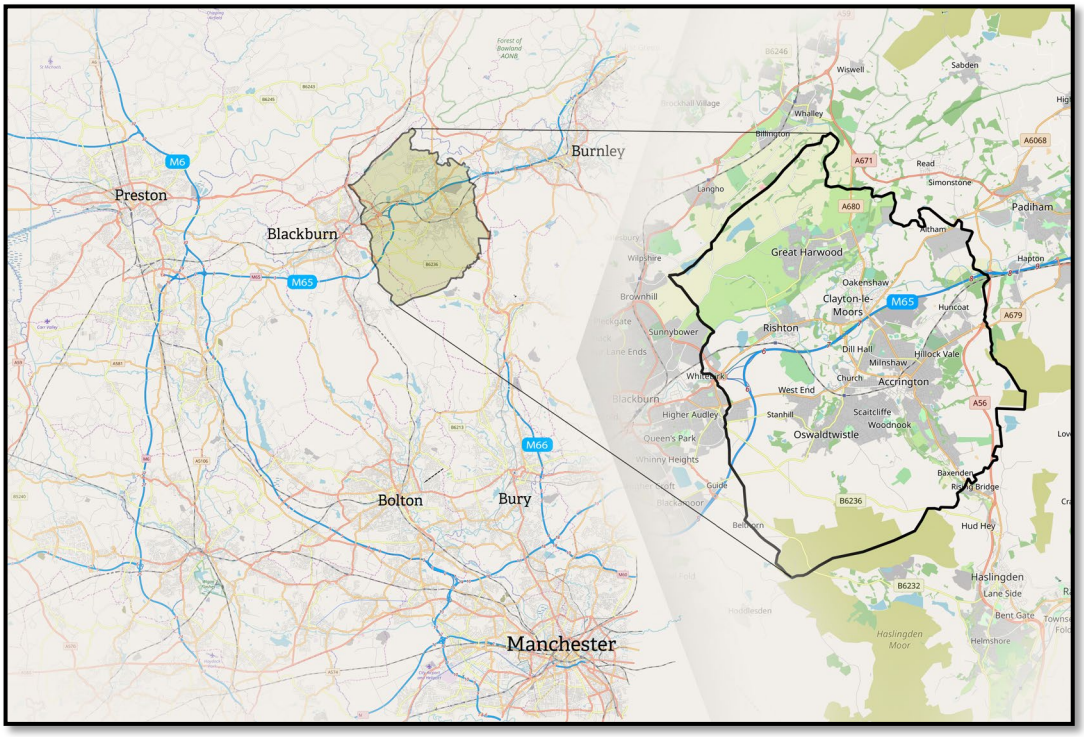
1.0 Introduction

1.1 The Borough of Hyndburn is situated in the east of the County of Lancashire, in the North West of England. It lies at the heart of "Pennine" Lancashire, close to the borders with Yorkshire and Greater Manchester. It directly borders Blackburn with Darwen, Burnley, Ribble Valley and Rossendale local authority areas.

1.2 The Borough covers an area of 73 square kilometres and has a population of 81,133[1]. The main settlement is Accrington (and its townships of Baxenden, Clayton-le-Moors, Church, Huncoat and Oswaldtwistle) with Rishton and Great Harwood the remaining settlements of significant size. The Borough has smaller rural settlements (such as Altham and Belthorn) and significant areas of surrounding countryside, much of which is Green Belt. Areas of countryside extend to rural uplands and moorland fringe landscapes to the south and east.

1.3 Hyndburn is well connected by both road and rail. The M65 motorway provides connections east and west, whilst the A56/M66 provides connections south to Manchester. Direct rail services are also available to Preston/Fylde, Leeds/Bradford, and Manchester sub-regions. Figure 1 (below) shows Hyndburn in its sub-regional context:

Figure 1: Hyndburn Borough in its sub-regional context

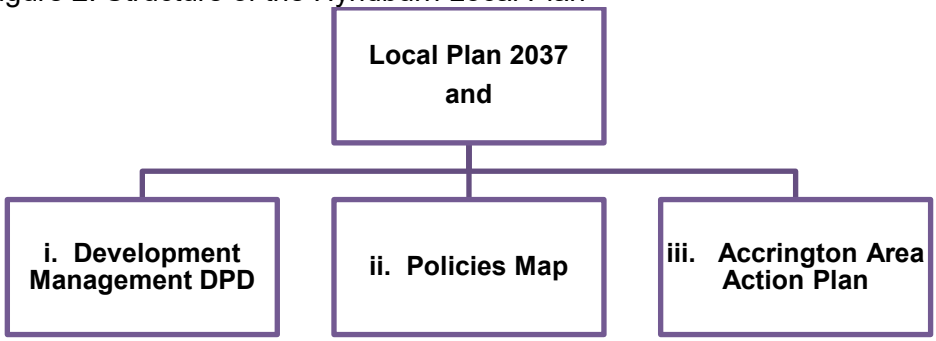


1.4 The Local Plan 2037 replaces the Core Strategy 2012. The full Local Plan also includes the Development Management DPD adopted in 2018 and the Accrington

[1] Office for National Statistics mid-year population estimates (2020)

Area Action Plan adopted in 2012, as set out in Figure 2 below. The Local Plan also includes the Lancashire Minerals and Waste Local Plan[2]. There are currently no neighbourhood plans in Hyndburn.

Figure 2: Structure of the Hyndburn Local Plan



1.5 This Local Plan has been produced in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (hereon referred to as 'the Regulations'). The National Planning Policy Framework (NPPF) 2021 confirms[3] that '*the planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings*'.

1.6 The primary purpose of the Plan is to set the strategic planning policy framework for Hyndburn. All the policies set out in this document are considered to be 'strategic' policies. Policies must look ahead a minimum of 15 years from adoption[4] and should be '*prepared positively, in a way that is aspirational but deliverable*'[5]. The Plan period for this Local Plan covers 2021/22 to 2036/37. The policies have been used to identify the site allocations presented later in this document, as well as land to be protected from development. The Local Plan is accompanied by a detailed Policies Map.

1.7 Strategic policies are those that concern the '*pattern, scale and quality of development*'. National policy advises that strategic policies should '*make sufficient provision for:*

- *housing (including affordable housing), employment, retail, leisure and other commercial development;*
- *infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk…and the provision of minerals and energy (including heat)[6];*
- *community facilities (such as health, education and cultural infrastructure); and*

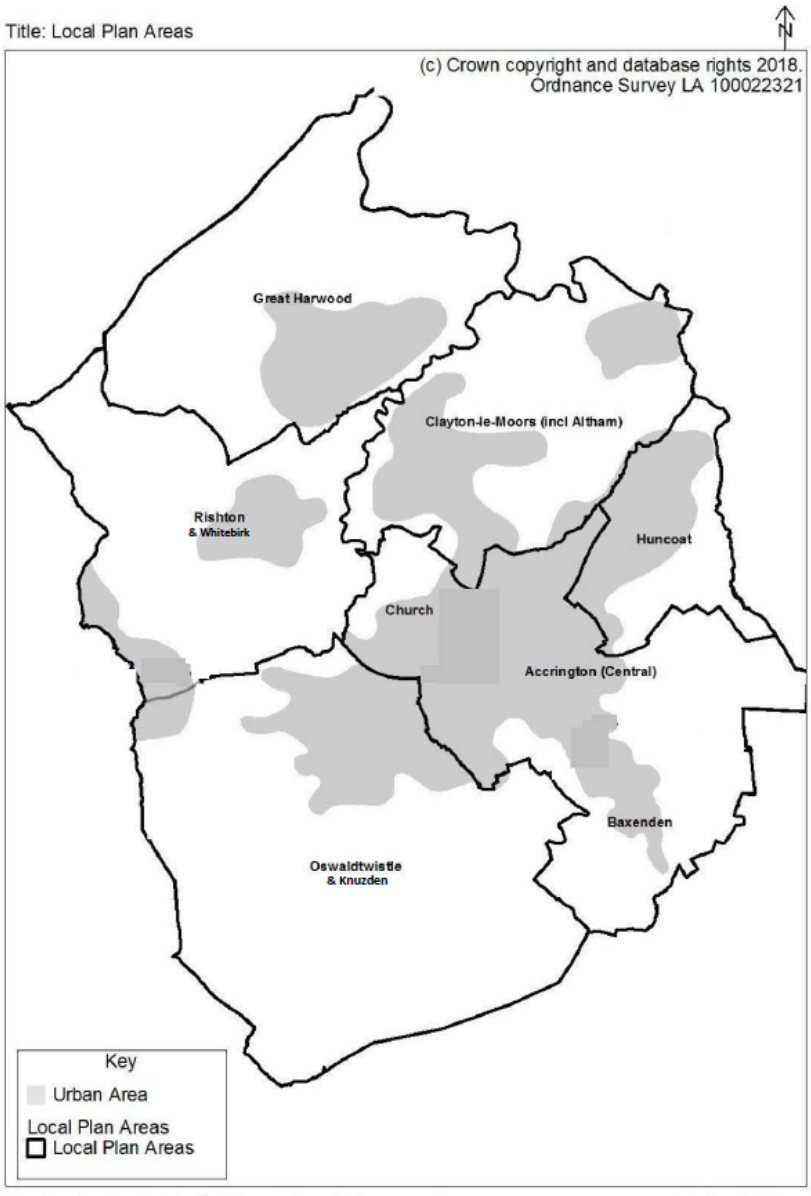
[2] Prepared by the Joint Authorities of Blackburn with Darwen Borough Council, Blackpool Council and Lancashire County Council.
[3] NPPF, Paragraph 15
[4] NPPF, Paragraph 22
[5] NPPF, Paragraph 16
[6] Some of these strategic policies, such as minerals and waste, are under the remit of Lancashire County Council

- *conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation*'.

1.8 As well as addressing the strategic priorities of Hyndburn, the policies of this plan will also provide a clear starting point for the non-strategic policies that are set out in the Development Management DPD (DM DPD) that was adopted in 2018. References and linkages to these more detailed policies will be set out throughout this document.

1.9 This Plan sets out the strategic context for future development in the Borough, including the housing and employment land requirements, and allocates a wide range of specific sites to meet these requirements. It will do this through a policy framework that comprises a vision for Hyndburn, strategic objectives and the spatial development strategy as well as thematic, Local Plan area and site specific policies.

Figure 3: The Local Plan Areas



2.0 Vision and Objectives

2.1 The Vision for Hyndburn:

In 2037 Hyndburn will be a vibrant, distinctive, and prosperous area of Pennine Lancashire. It will be recognised for the collective quality and attractiveness of its market towns, its diverse communities, its landscape setting, environmental credentials, including a healthy natural environment and its response to climate change, and the special qualities of Huncoat Garden Village.

A good choice of homes, skilled local jobs, and efficient infrastructure and service provision has ensured that Hyndburn has grown in a sustainable way, with healthier residents, safer communities, a natural environment that is protected and enhanced and is seen as a great place to settle.

2.2 The overall population of Hyndburn has seen a decline since 2001[7] mainly because net out migration from the Borough has exceeded natural changes in the population. Whilst this longer term trend shows signs of slowing in recent years, baseline demographic forecasts predict further population decline over the plan period, with a significant increase in the proportion of elderly residents, meaning fewer working age residents in the future.

2.3 The previous Core Strategy was adopted in 2012. Although there have been a number of positive planned changes since that time, many of the underlying challenges that underpinned the vision and objectives at that time remain. The strategic objectives and policies of this Local Plan are long term and require implementation over a sustained period of time to be successful. The Vision will be realised through the delivery of the following five strategic objectives.

Strategic Objective 1

To create greater opportunities for all to access improved economic opportunities and to provide support for the local economy and higher wage employment

2.4 A key challenge facing the Council now, and over the plan period, is to develop and maintain a strong, sustainable and productive economy that can help to address some of the deprivation and social issues that prevail in the Borough. The policy framework for achieving this strategic objective is set out in Chapter 4 of this plan and, in particular, policies SP1-SP7 inclusive.

2.5 Planning can directly influence access to new economic opportunities by ensuring that sufficient, suitable development sites are provided for new investment for both existing and new businesses. It can also help to protect existing employment locations adequately from pressures of redevelopment. Building on existing strengths, in

[7] ONS Census and mid-year population estimates

particular advanced manufacturing, as well as allowing diversification into other sectors such as digital, health and energy, will help reduce the productivity gap that exists and also help retain and attract people into the Borough[8].

2.6 The Hyndburn economy is characterised by below average salaries and lower levels of output than national and regional averages. Planning policies and decisions[9] should create the conditions in which businesses can invest, expand and adapt. National policy requires that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

2.7 The Lancashire Strategic Economic Plan 2015-2025[10], the Pennine Lancashire Growth and Prosperity Plan 2016-2032, and the Hyndburn Corporate Strategy 2018-23 set out the economic strategy that the Local Plan is seeking to support. Increased productivity, employment growth and innovation lie at the heart of ambitions for Hyndburn and east Lancashire. To these ends, support for advanced manufacturing and businesses in higher value sectors (e.g. digital, professional and financial services and logistics) is particularly important. This will largely be achieved through the allocation of land in highly accessible locations that are attractive to business.

2.8 Manufacturing and distribution play an important role in the local and regional economy and some of the Borough's main employers have witnessed strong growth in recent years. This has been evidenced by strong growth at Altham Business Park and at Frontier Park (Whitebirk). The presence of effective transport links is a significant factor when companies are considering developing their sites and the M65 and A56 connect Hyndburn and Pennine Lancashire to the rest of the world.

2.9 Despite evidence of growth, employment and economic activity rates and GDP in Hyndburn remain relatively low in comparison to regional and national trends. There are a relatively high number of economically inactive people within Hyndburn, many of whom rely on state support. The average gross annual pay of those working in Hyndburn is significantly higher than those who live in the Borough, indicating that higher paid jobs in the area are occupied by people who are in-commuting and do not live in the Borough and are therefore in effect exporting wealth generated in the Borough to be spent elsewhere. Therefore, whilst this strategic objective aims to create greater opportunities for all, it also recognises the particular importance of targeting the benefits and opportunities of new investment and economic growth towards deprived neighbourhoods.

2.10 Baseline economic forecasts suggest that the number of people employed in the Borough will steadily reduce, reflecting the general population trend. However, the strategy being adopted in the Local Plan seeks to reverse this trend by ensuring sufficient housing is developed to support economic growth. Evidence from the

[8] As set out in the Pennine Lancashire Growth and Prosperity Plan 2016-2032.
[9] NPPF, paragraph 81.
[10] This is currently being reviewed and a new economic plan for Lancashire is being produced (The Lancashire Plan). As part of this an independent Economic Review has been undertaken to evidence this.

Housing and Economic Needs Assessment (2021) indicates that there is a need to identify further land for employment development up to 2037 and potentially beyond. This strategic objective reflects the ambitions of the Pennine Lancashire Growth and Prosperity Plan 2016-32 that has been adopted by Pennine Lancashire local authorities and Lancashire County Council. The Lancashire Strategic Economic Plan – A Growth Deal for the Arc of Prosperity also recognises the importance of the M65 corridor to the sub region and the policies of the Local Plan support the growth agenda that has been agreed for Lancashire, East Lancashire and Hyndburn.

2.11 Hyndburn's town and local centres also act as important hubs of economic activity, supporting a wide range of shops and services depending upon their role and function. However, they are facing challenges similar to those of many high streets in the United Kingdom with increasing polarisation, vacancy rates and the loss of some key retailers. The effects of Covid 19 will also have a significant impact.

2.12 Evidence suggests that a relatively small proportion of residents' expenditure on comparison retailing goods (non-food shopping) is retained in the defined centres in Hyndburn. The Borough also has a much higher number and proportion of shops than other areas, many of which are vacant. This is compounded by competition from higher order centres and special forms of trading (online), edge and out-of-centre retail destinations and changes in Use Class Orders and permitted development rights which could lead to loss of retail and other town centre uses without the need for planning permission. These factors have compounded a lack of investment in the existing centres resulting in further deterioration of the built environment and public realm.

2.13 The Council's Corporate Strategy (2018-2023) commits to the delivery of a grants programme in Accrington and an events programme to help promote the town centre. To support the Council's Levelling Up proposals, working with stakeholders an Accrington Town Centre Investment Plan has also been prepared by the Council. Positive planning will help support the health, vitality and viability of town centres by ensuring that Local Plans take '*a positive approach to their growth, management and adaptation*' (NPPF paragraph 86) and facilitate the delivery of the planned improvements. This Local Plan will therefore continue to support the vision and strategic objectives of the Accrington Area Action Plan adopted in 2012 and any subsequent strategies and plans to support the town centre.

2.14 At the time the previous Core Strategy was drafted, there was no sixth form education available in Hyndburn. Since that time, sixth form education is now available at St Christopher's Secondary School and Accrington Academy. Accrington and Rossendale College also provides a good range of higher level vocational and academic courses that can be undertaken by students. Notwithstanding this, educational attainment still remains below average and there remains a lack of skilled employees.

Strategic Objective 2

To provide for a greater choice and quality of housing, designed and built to incorporate 'active design'[11] principles to enable people to lead active lives, including through transformational change at Huncoat Garden Village

2.15 Over 50% of housing stock in the Borough still comprises terraced properties constructed prior to 1919, resulting in a lack of choice of housing and, at times, housing market failure. There is a continued need to develop high quality family homes so that existing residents can move up the housing ladder and remain in the Borough and to attract new residents to the area.

2.16 House prices in Hyndburn are amongst the lowest in the country, and although this means that houses are comparatively affordable, it is also means that home owners are sometimes unwilling to invest in improvements to their property because they cannot recover that investment. Despite the low house prices, there remains a need for affordable housing in the Borough. Planning policies to help address these issues and bring forward transformational change at Huncoat are covered in particular in policies SP1 (Spatial Development Strategy), SP2 (Huncoat Garden Village), Section 6: Housing, SP18 (High Quality Design) and SP19 (Heritage).

2.17 Access to good quality, affordable housing is vital for the creation of sustainable communities. It is also key to delivering the Borough's growth aspirations in terms of being able to retain and attract economically active residents and to reduce the need to travel far to work.

2.18 The Local Plan seeks to support the Government's objective[12] of significantly boosting the supply of homes and ensuring that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. Within the context of determining the relevant housing requirement, paragraph 62 NPPF also requires that the, '*the size, type and tenure of housing needed for different groups[13] in the community should be assessed and reflected in planning policies*.' This includes provision for those who require affordable housing and for travellers.

2.19 The Local Plan is key to delivering these important aims by ensuring that sufficient deliverable and developable sites are provided for new housebuilding in the plan period to meet the identified need for housing. The location and distribution of these sites is influenced by Policy SP1: The Spatial Development Strategy. In pursuit of a more balanced housing market, the plan also seeks to influence the size, type and tenure of housing.

[11] As set out in Sport England/Public Health England: Active Design guidance - Planning for health and wellbeing through sport and physical activity
[12] NPPF, paragraph 60.
[13] these include, but are not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.

2.20 The Pennine Lancashire Housing Strategy recognised the structural weakness in the sub-regional housing market and rather than trying to target housing interventions in isolation, it promoted housing growth, economic competitiveness and inclusion to achieve a balanced housing market through a Market Progression Model. This includes three main phases moving from stabilisation and early renewal (2008-14), through renewal/early transformation (2015-21, i.e. at present) towards transformation in achieving a more balanced housing market by 2028. The focus of interventions has now moved away from large scale regeneration projects (such as Project Phoenix) which saw a remodelling of significant areas of former terraced housing towards a greater reliance on the private market to deliver a more balanced housing offer. However, there remains a need to develop a more balanced housing market that provides a good choice of properties for different groups of people and this will remain a long term objective.

Strategic Objective 3

To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.

2.21 Health continues to be a significant cause for concern with life expectancy, rates of limiting life-long illnesses, and rates of adult participation in sport all indicating a population less healthy than regional and national comparators, with large disparities across different wards.

2.22 Development proposals should embrace the role they can play in supporting healthy lifestyles by facilitating participation in sport and physical activity. To help achieve this, they should, as far as is relevant to the specific development proposal, incorporate Active Design principles. The Council is also due to enter into a joint commitment across Pennine Lancashire to planning for healthy weight environments.

2.23 Planning policies to help address these issues are included in a number of Sections including Section 5: Community Infrastructure (including policies on open space and green infrastructure and community facilities), Section 6: Housing, Section 7: Protecting and enhancing the environment and Section 8: Accessibility and Transport.

Strategic Objective 4

To conserve and, where appropriate, enhance a valued urban and rural environment that is ready to address the causes and effects of climate change

2.24 At a national level, the environment sits alongside the economy and social objectives as one of the three key pillars that contribute towards the achievement of sustainable development. As well as recognising the importance of mitigating and adapting to climate change, the Local Plan should contribute towards the protection of the natural, built and historic environment. NPPF paragraph 8(c) states that achieving sustainable development means contributing to '*protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy*'.

Implementation of Local Plans and the application of policies in decision making should help to deliver this objective.

2.25 In 2018, the Government published 'A Green Future: Our 25 Year Plan to Improve the Environment'. The plan identifies ten key ambitions: clean air; clean and plentiful water; thriving plants and wildlife; reducing the risks of harm from environmental hazards; using resources from nature more sustainably and efficiently; enhancing beauty, heritage and engagement with the natural environment; mitigating and adapting to climate change; minimising waste; managing exposure to chemicals; and enhancing biosecurity. The Environment Bill, a highly significant piece of new legislation, came into force in 2021 and has a number of key measures, such as a requirement for development to achieve a net gain in biodiversity.

2.26 Tackling the causes and effects of climate change is crucial to the sustainable development of the Borough and is a top priority of the Council. Planning policies to address these issues are covered throughout the Local Plan and its wider strategy, including the site selection process and spatial strategy. In particular, policies which help to tackle climate change, such as those relating to flood risk, sustainable transport and accessibility, green infrastructure, energy efficiency, decarbonising development, habitat enhancement and biodiversity net gain and sustainable design can be found in in Sections 5: Community Infrastructure, 6: Housing, 7: Protecting and enhancing the environment, 8: Transport and Accessibility and Section 9: Rural Issues (Green Belt and Countryside Area).

2.27 Hyndburn is located within a highly attractive natural environment, bounded to the north by Ribble Valley and the Forest of Bowland AONB and to the south by the West Pennine Moors. The beauty and value of Hyndburn's own natural areas are also recognised, with its easily accessible and attractive countryside, Local Natural Reserves and Biological Heritage Sites. The towns within Hyndburn benefit from having good quality open spaces including a significant legacy of formal Victorian parks and a network of waterways, canals and green corridors. The natural and built environmental assets of the area should not only be protected and enhanced for their intrinsic value, but because of the role that they play in enhancing the lives of local residents, visitors and businesses.

2.28 Notable developments relating to the environment and natural heritage include:

- The designation of a large part of Oswaldtwistle Moor as a Site of Special Scientific Interest (SSSI), forming part of one of the largest SSSI's in North West England[14];
- The development of the Hyndburn Windfarm on Oswaldtwistle Moor that generates a significant amount of renewable electricity;
- The designation of two new Local Nature Reserves (LNR's) at Woodnook Vale and Peel Park, the largest LNR's in Lancashire;
- Accrington Town Centre Townscape Heritage Initiative support from Heritage Lottery Fund and the development of the Town Square / Blackburn Road in Accrington, and;
- The development and improvement of Rhyddings Park with support from the Heritage Lottery Fund.

[14] West Pennine Moors SSSI.

2.29 The designation of Green Belt across a large part of the Borough's rural areas has helped to prevent urban sprawl, safeguarding the countryside from encroachment, by directing development towards previously developed sites within the urban area. Although it has been necessary to take land out of the Green Belt to meet the strategic objectives of this plan, the general extent of the Green Belt has been maintained. It is important that the policies of the Local Plan ensure that the Borough's rural areas are developed in an appropriate manner that reflects their rural setting and character, consistent with national policy.

2.30 The towns of Hyndburn are also characterised by having a rich heritage, much of which is associated with the areas industrial past. There are over 100 listed buildings, 10 conservation areas and many locally significant buildings in the Borough that require conservation in appropriate manner. The Borough also has a number of heritage assets identified on the Heritage at Risk register published by Historic England.

Strategic Objective 5

To provide easy access for all to good quality services and facilities

Community Infrastructure

2.31 In the Local Plan context, ‘community infrastructure’ refers to a wide variety of matters meeting health, social, educational, spiritual, recreational and cultural needs. It is therefore an essential component of place, helping to bind communities together. It does not necessarily refer to just physical facilities such as schools and libraries but may include more intangible assets such as open space.

2.32 Policies which seek to protect and enhance the Borough’s networks of open spaces and community and cultural facilities can contribute to the sustainability of communities and residential environments and deliver a wide range of quality of life benefits to the Borough’s residents, including helping to reduce health inequalities.

2.33 Amongst the efforts of a wide range of agencies that seek to address the impacts of the determinants of poor health, planning policies also play a key role in supporting health and well-being through the retention and development of a range of community infrastructure.

2.34 The Local Plan sets out the circumstances when financial or other contributions will be expected from development. Alongside affordable housing (covered in Policy SP10), this could include other infrastructure such as that needed for education, health, transport, flood and water management, green and digital infrastructure, where these are necessary to make the development acceptable in planning terms, are directly related to the development and are fairly and reasonably related in scale and kind to the development. Through the development management system, the Council can also seek to secure planning obligations or agreements that will meet the reasonable costs of new social infrastructure that are reasonably related to the new development.

Transport and Accessibility

2.35 There have been a number of significant improvements in transport networks and accessibility:

- The Pennine Reach quality bus service connecting Accrington, Clayton-Le-Moors, Great Harwood and Rishton with Blackburn, Darwen and major employment sites has been implemented;
- Accrington Bus Station has been developed;
- The Todmorden Curve rail link has been reinstated and hourly rail services between Accrington and Manchester have commenced;
- Accrington Railway Station has been developed; and
- Improvements (signalisation) have been undertaken to junctions 6 and 7 of M65 to reduce queuing and increase capacity.

2.36 The reinstatement of the Todmorden Curve has enabled rail services between Manchester and Pennine Lancashire to resume, increasing accessibility in and out of the area. However, rail services in and out of Pennine Lancashire remain constrained by the alignment of the routes and the quality of the rolling stock and further improvements will be necessary if rail services are to be optimised.

2.37 The M65 is also constrained in parts with the need for capacity improvements identified at Junction 8 of the M65, and connectivity into West Yorkshire severely constrained at Colne. There is also a recognised need to improve the M65 between central Lancashire and Blackburn. This improvement will not only help existing businesses but also help attract more businesses to the area, recognising that it has excellent transport links. Strategic Cycle Network connectivity also remains disjointed in some areas where cycle network provision has been implemented.

2.38 Skilled people are more likely to relocate to areas that provide more convenient access to the major labour markets. Poor connectivity is the main constraint to greater interaction between the economies of Pennine Lancashire and Greater Manchester. Given the comparative economic strength of Manchester and its role as a centre for higher skills and paid employment, this is a serious weakness. Transport connections between Pennine Lancashire and West Yorkshire are also severely constrained and the development of a new cross-Pennine motorway that connects into the M65 and allows businesses in Pennine Lancashire to connect with those in West Yorkshire could make a significant difference to the economic prosperity of the region.

2.39 Generally speaking, there is a high level of accessibility within the urban areas of Hyndburn due to the compact form of the towns, the presence of radial routes into centres, the rail and bus network, the canal and the expanding pedestrian and cycle network. This is particularly important as over 28% of households within Hyndburn have no access to a car, compared to around 23% in Lancashire and 26% nationally[15]. By ensuring sites allocated in the local plan are carefully sited it is hoped this level of accessibility will continue.

[15] Office for National Statistics, 2011 Census

2.40 The development of sustainable transport and improvement of the strategic route network in Pennine Lancashire and Hyndburn will help support the following outcomes:

- **Competitiveness and Growth** – By improving connectivity and ensuring that the places where people live are well connected to the places where they work by a choice of transport modes.
- **Climate Change** – By seeking to reduce CO_2 emissions through the development and promotion of more sustainable modes of travel and ensuring new development is in proximity to local services.
- **Equality of Opportunity** – Ensuring that all sections of the community, particularly the most vulnerable, have access to education, employment, health and public services.
- **Health, Safety and Security** – tackle the negative impacts of mobility by reducing accidents, improving personal security, promoting physical activity and improving air quality.
- **Quality of Life and Natural Environment** – Improved quality of life in our towns and respecting our high quality natural environment

2.41 Planning policies to help further enhance accessibility to services are covered in Sections 4: The Economy & Town Centres, Section 5: Community Infrastructure and Section 8: Accessibility and Transport.

3.0 The Spatial Development Strategy

3.1 Strategic policies in the Local Plan '*should set an overall strategy for the pattern, scale and quality of development'*[16]and '*broad locations for development should be indicated on a key diagram'*[17]. The Key Diagram is a visual representation of the Spatial Vision and Spatial Development Strategy. It is designed to:

- Identify the different types of settlement to be found in the Borough;
- Show the key infrastructure and transport linkages; and
- Indicate broadly how growth will be distributed across the Borough over the plan period.

Figure 4: Key Diagram – **Note – This needs updating and inserting**.

[16] NPPF Paragraph 20
[17] NPPF Paragraph 23

Sustainable development

3.2 The Local Plan is committed to ensuring that the Borough grows in a sustainable way, in accordance with the principles of sustainable development[18]. The key overarching principles set out in Policy SP1 represent the Council's key aims in achieving sustainable development. These include:

- Protecting the environment and addressing the causes and impacts of climate change;
- Giving priority to developing brownfield land and locating new development in accessible, sustainable locations;
- Ensuring that where greenfield sites are required these are of a sufficient scale to ensure delivery of appropriate infrastructure to support the development of sustainable communities; and
- Considering the economic, social and environmental aspects in tandem to ensure that the overall societal value of new developments is properly understood.

3.3 The plan has been subject to a Sustainability Appraisal (SA) to ensure that new development in Hyndburn is sustainable and that the social, economic and environmental impacts of new development have been taken into consideration throughout its preparation. Further detailed considerations around sustainable development are set out in Policy SP13: Climate Change and Sustainable Development.

3.4 Many aspects of sustainable development cut across the strategic objectives and policies in this Local Plan. For example climate change, health, social inclusion and design will be considerations for most different types of development. In line with national planning policy, the Council will seek to ensure that new development is designed to a high standard, where necessary through the preparation of design guides such as that undertaken for Huncoat Garden Village.

The Local Plan's growth strategy

3.5 Four growth options were presented during the Regulation 18 consultation process and these were also assessed through the SA. The conclusion of this was that a "medium growth option" should be pursued. This option was preferred as, whilst it would require the allocation of land outside the existing urban boundary (including some Green Belt loss), it would allow for net migration into the Borough and the opportunity to re-balance the housing stock; both of which are critical strategic objectives for the Council. This aligned with the Housing and Economic Needs Assessment which identified a requirement of 194 dwellings to be delivered per annum and a total employment land requirement of 59 hectares over the Plan period.

[18] A Sustainability Appraisal has been undertaken alongside the preparation of the Local Plan. The policies in the Local Plan as a whole should be seen to reflect the Council's approach to sustainable development.

This option also emerged as the preferred option in relation to the SA and the previous consultation findings.

3.6 The Plan must set out a framework which looks ahead over a minimum of 15 years from adoption or, where larger scale development such as the significant extension to the existing village of Huncoat is taking place, this should set out a vision that looks further ahead (at least 30 years). This will take account of likely timescales for delivery[19]. This means that the development trajectory identified in the Local Plan acknowledges that delivery will also take place beyond the Plan period. The Plan also identifies safeguarded land at Huncoat[20] between the urban area and the new Green Belt boundary, to meet longer-term development needs stretching beyond the Plan period. This is to ensure that a comprehensive, strategic and long term view is taken to development and that Green Belt boundaries do not need to be altered at the end of the Plan period[21].

3.7 In relation to the spatial distribution of growth, this largely follows the previous Core Strategy of focussing growth in the principal town with proportionate growth supported in the smaller towns and settlements. The key difference with the current Local Plan strategy is that Huncoat has been identified as a key area of growth through the Huncoat Garden Village scheme.

3.8 The development strategy has taken account of the suitability, availability and achievability (economic viability) of potential development sites. The strategy also allows for a broad mix of sites helping to diversify and improve the current housing stock and allow for large scale new strategic economic growth. This includes support for inner urban brownfield housing sites (which have a strong track record of delivery, despite physical and viability constraints) and larger, greenfield sites on the edge of the existing urban area where high quality, lower density family homes are able to be delivered. For employment, the strategy takes account of locational requirements, focussing on access to key highway networks and the availability of land. At the same time, the choice of employment sites takes advantage of linkages to active travel networks (for example, access to the Leeds and Liverpool Canal), proximity to new residential development (particularly at Huncoat) and the opportunity to enhance biodiversity.

3.9 Whilst the settlement hierarchy set out below has been broadly followed, certain physical constraints (such as flood risk and topography) and the availability of land also influence the development strategy, with some areas benefitting from larger areas of suitable housing and employment land than others.

[19] NPPF paragraph 22
[20] Land safeguarded for housing development west of the former Huncoat colliery site and south of the M65 falls within Altham ward boundary; however as it is physically associated with the Huncoat area, including the Huncoat Garden Village, it is referred to as being in Huncoat.
[21] NPPF paragraph 143

Policy SP1: The Spatial Development Strategy

1) The existing settlement pattern and hierarchy of centres will be maintained and supported by concentrating development within the urban areas and in centres of a scale and type appropriate to their role and accessibility, as set out below:

Settlement Type	Growth Strategy
Principal Town Accrington (includes the townships of Baxenden, Church, Clayton-le-Moors, Huncoat and Oswaldtwistle)	The Principal Town will accommodate the majority of new development. Accrington will be the principal centre and will provide for the Borough's key services, retail and town centre needs. Huncoat will grow at a significantly faster rate than the other Accrington townships to support Huncoat Garden Village (see Policy SP2: Huncoat Garden Village).
Key Towns Great Harwood, Rishton, Knuzden	The Key Towns will develop in a manner broadly consistent with their existing size and function. Rishton will see higher relative growth than Great Harwood owing to its proximity to employment sites, superior transport links and schools.
Main Villages Altham	Within the settlement of Altham, new development will be limited to infilling or that required to meet identified community needs for affordable housing. Consolidation and growth of the existing business park will be supported in accordance with policy SP5(2).
Villages within the Rural Area Belthorn Green Haworth	New development will be limited to: • that needed to meet identified community needs for affordable housing; or • other forms of development which satisfy the requirements of Green Belt and countryside/rural area policies. Proposals should be appropriate to the scale and form of the settlement.
Strategic Employment Areas Altham Business Park, Whitebirk	Land is allocated for expansion of existing strategic employment sites as follows: • land to the south of Altham business park; and • land to the north east of existing development at Whitebirk.

2) Development in rural areas outside the named settlements will be limited to:
   - that supporting farm diversification and promoting leisure and recreational facilities whilst retaining landscape character; or
   - that which is in line with the National Planning Policy Framework.

3) **Sufficient land will be made available in the Borough to meet the identified requirement for housing over the Plan period of at least 3,104 dwellings (equivalent to an average of 194 dwellings per year).**

4) **Sufficient land will be made available in the Borough to meet the identified requirement for employment land over the Plan period of 59 hectares.**

5) **Housing development will be focussed on previously developed sites but additional undeveloped land for housing development will be required to deliver the plan strategy at Huncoat Garden Village, Rishton and around Accrington.**

6) **The overall general extent of the Green Belt will be maintained. To deliver the Local Plan strategy locally important changes to the Green Belt have been made at the following locations for:**
   a. **strategic residential development at Huncoat Garden Village;**
   b. **residential development at Cut Lane, Rishton**
   c. **strategic employment development at Altham Business Park;**
   d. **strategic employment development at land north of J6 at Whitebirk;**
   e. **minor boundary discrepancies where they arise[22]; and**
   f. **safeguarded land at Huncoat for longer term development needs beyond the current plan period[23].**

7) **The Local Plan will protect and enhance green and blue infrastructure and address the causes and consequences of climate change. Existing environmental assets[24] will be protected and enhanced, and new development will be expected to contribute to the local character and distinctiveness of the natural, built and historic environment in which it is sited, including requirements for biodiversity net gain.**

8) **An Infrastructure Delivery Plan will support identification of the key infrastructure required to support planned growth, and how this is expected to be funded and co-ordinated. Development will be expected to contribute to infrastructure requirements in line with Policy SP3: Community Benefits/Planning Obligations.**

9) **Proposals for new development in Hyndburn will be assessed in accordance with the objectives of sustainable development[25] taking into account the development principles set out above.**

Policy Context and Relationships	
Core Strategy Policies replaced	BD1: The Balanced Development Strategy

[22] Associated with the review of the urban boundary as part of preparation of the Local Plan
[23] In accordance with paragraph 143 of the NPPF.
[24] Identified through the Green Infrastructure network and includes the Borough's natural, built and historic environmental assets
[25] As set out in paragraph 8 of the NPPF and DM DPD Policy GC1: Presumption in favour of sustainable development

	ED1: New and improved educational facilities
Key NPPF para. links	20, 23, 140-142
Key Policy links	SP2: Huncoat Garden Village SP3: Planning Obligations SP4: Employment Provision SP6: Centre Hierarchy and Retail Provision SP9: Provision of Community Facilities SP10: Housing Provision SP25: Development in rural areas GC1: Presumption in favour of sustainable development GC2: Infrastructure, Planning Obligations & CIL DM34: Development in the Green Belt and Countryside Area
Evidence for Policy	Housing and Economic Needs Assessment (2021) Green Belt Assessment (2016)

3.10 Policy SP1: The Spatial Development Strategy sets out the overarching policy framework for Hyndburn 2037, and is supported by the Key Diagram for the Borough. Development principles are to be set through Policy SP1 within which all future development would be expected to take place in the Borough. Development proposals in the Borough would be assessed firstly against Policy SP1, then other relevant Local Plan policies[26] and against national policy, including the National Planning Policy Framework.

3.11 Policy SP1 seeks to provide a balanced policy approach to ensure that the vision and objectives set out in Section 2 are met (in so far as planning can influence), whilst minimising any adverse impacts on the environment, economy and society. The policy supports an urban-focused approach to development, supplemented by large strategic development sites in greenfield locations that can be developed for housing and employment.

3.12 Specifically in relation to housing, the Government is clear that the housing crisis represents one of the biggest challenges facing the country. National policy[27] seeks to address this by ensuring that local authorities are part of the solution by seeking to significantly boost the supply of new homes. The housing market in Hyndburn is skewed by the high proportion of low value terraced properties, and the strategy of the Local Plan is seeking is rebalance the housing market through the development of good quality family homes.

3.13 Planning policies[28] should identify a sufficient supply and mix of sites, including '*specific, deliverable sites for years one to five of the plan period; and specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan*'. Policies SP1, SP10 and SP11 provide the proposed strategic policy direction for addressing these requirements.

[26] Which includes those in other development plan documents
[27] NPPF, paragraph 60.
[28] NPPF, paragraph 67.

Development Strategy

3.14 Policy SP1 sets out the development strategy in Hyndburn, indicating the broad scale of development expected in each area. Policies set out in Section 10: The Local Plan Areas provide detail on the proposed distribution of this growth by settlement.

3.15 Accrington is the Borough's largest conurbation and is identified as the Principal Town, being appropriate to accommodate the majority of new development. It includes five adjoining smaller townships of Baxenden, Church, Clayton-le-Moors, Huncoat and Oswaldtwistle. These townships have grown from smaller separate villages to coalesce with Accrington but retain their individual identities.

3.16 Policy SP1 identifies three Key Towns: Great Harwood, Rishton, and Knuzden. Each is surrounded by Green Belt and some locally important Green Belt release has been necessary in some areas to allow for further sustainable growth, to ensure that their existing role and functions are maintained.

- Great Harwood is a historic market town with industrial heritage, situated adjacent to the Ribble Valley boundary. The town acts as a service centre for the north of the Borough but is constrained by having no secondary education or rail service. A number of existing commitments and additional brownfield development opportunities will contribute to further growth of the town;

- Rishton is a smaller town located between the urban areas of Accrington and Blackburn. The town has a historic core of 19th Century terraced housing and former mill buildings based on the growth of the textile industry and its location on the Leeds and Liverpool Canal. The town is seen as a more sustainable location having better road and rail links and being in close proximity to existing and future employment development. Opportunities for additional housing adjacent to other more recent development have been identified here.

- Knuzden and Whitebirk act as suburbs of Blackburn, as they are directly connected to its larger urban area, whilst being situated within Hyndburn. Whitebirk in particular represents a distinct area of the Borough situated adjacent to the M65 and is home to significant employment and retail centres and where further opportunities for employment development have been identified.

- The Main Village of Altham (located in the north-east of the Borough) dates back to Saxon times and includes a Conservation Area. During the industrial revolution coal mining was prominent around the village, however today it is dominated by Altham Business Park, a major strategic employment hub adjoining the south of the village which is allocated for further expansion.

- The village of Belthorn occupies an elevated position on the edge of the West Pennine Moors along the south west boundary of the Borough with Blackburn with Darwen. The majority of the built form is in Hyndburn. Green Haworth is

a dispersed settlement on the moorland to the south of Accrington. It includes the individual hamlets of Bedlam and Cross Edge.

3.17 The Main Village of Altham is inset into Green Belt and its boundary is identified on the Policies Map. The named settlements of Green Haworth and Belthorn are washed over by Green Belt or Countryside Area. Applications for development will be determined in accordance with rural policies of the Plan including Policy SP25: Development in rural areas and Policy DM34 of the DM DPD.

Green Belt

3.18 The Green Belt in Pennine Lancashire was first established by the North East Lancashire Structure Plan in 1980 and the specific boundaries were identified in the 1996 Hyndburn Local Plan. Although there have been significant developments since that time, for example the construction of the M65, until now there has been no formal review of Green Belt boundaries at a strategic level.

3.19 Although NPPF attaches great importance to Green Belt, specifically their openness and permanence[29], it also recognises that there may be circumstances when it is necessary to alter Green Belt boundaries through the preparation and updating of plans. Strategic policies[30] should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so that they can endure beyond the plan period.

3.20 A Green Belt Assessment[31] forms part of the evidence base for the Local Plan and in order to deliver the vision and objectives of the Local Plan and the Spatial Development Strategy, locally important changes to Green Belt boundaries were considered necessary in several parts of the Borough including:

- Land around Huncoat to facilitate the development of Huncoat Garden Village and associated infrastructure, in line with the Masterplan;
- Land in proximity to existing strategic employment hubs to provide sufficient land to meet future employment land requirements (e.g. Altham Business Park and Whitebirk);
- Land at other suitable locations required to deliver the Spatial Development Strategy in a sustainable manner, such as at Rishton and;
- Land at Huncoat[32] that will be safeguarded for development beyond the plan period to allow the boundaries of the Green Belt to endure beyond the plan period.
- In addition, minor cartographical errors or anomalies arising as a result of more up to date and accurate digital mapping techniques have been amended.

[29] NPPF, paragraph 137.
[30] NPPF, paragraph 140.
[31] Hyndburn Green Belt Assessment completed by Arup in January 2018
[32] See footnote 19

Policy SP2: Huncoat Garden Village

1) **Huncoat Garden Village (HGV) is a strategic location for housing growth. The Garden Village will provide a transformational development scheme for the Borough, delivering and supporting a high quality, sustainable community in line with design standards to be adopted for the area These design standards will be set out in the Huncoat Garden Village Masterplan and the Huncoat Design Code, both of which developers are expected to follow[33].**

2) **Huncoat Garden Village will deliver, in line with the HGV Masterplan and Design Code:**
   a. **around 1,500-1,600 new homes (some of which will be delivered beyond the Plan period), a village centre and associated infrastructure, with a balanced and appropriate mix of residential accommodation, and;**
   b. **improvements to services including transport, community facilities, green, blue and grey infrastructure[34], including a new Local/Neighbourhood Centre.**

3) **Huncoat Garden Village will be developed to create a sustainable, distinctive and well-designed place to live that integrates with the existing village. This will be achieved through:**
   a. **Development that delivers homes and neighbourhoods that have their own unique character, with layouts, designs and materials that create safe and attractive places to live;**
   b. **Development that is guided by, and integrated with, the natural landscape to deliver an accessible, attractive and ecologically diverse public realm with multi-functional green infrastructure that will create an environment that promotes healthy lifestyles and choices;**
   c. **Development that takes every opportunity to embed the natural and built heritage assets of the site including locally made products and materials;**
   d. **The development of a village centre that is accessible, well designed and which provides services to meet the needs of the community;**
   e. **Development that delivers smart, sustainable and resilient infrastructure to future-proof investment and help manage resources (i.e. water, energy, waste) efficiently and sustainably;**
   f. **Development that integrates sustainable travel solutions across all modes of transport, including through: the delivery of a new link road, cycle and pedestrian infrastructure; mitigation of any road infrastructure impacts; delivery of a well-networked, safe streetscape environment that encourages by default, active modes of travel (walking and cycling) for short distances and everyday conveniences; smart infrastructure for clean vehicular travel options, across both private and shared/passenger transport modes;**

[33] The Council intends to adopt the Huncoat Design Code as an SPD
[34] Green infrastructure refers to open space, woodland etc. Blue infrastructure refers to water features such as streams, ponds etc. Grey infrastructure typically refers to utilities

g. **Development that delivers homes that people will be proud to live in, that are adequate in size, adaptable and sustainable in design using quality, durable materials; and homes which are affordable to encourage a mixed and balanced community to establish and flourish;**
h. **Provision shall be made by the developer for the ongoing management and maintenance of public areas, green and blue infrastructure, landscaping and any roads and footpaths not to be adopted by the Highway Authority to a high standard by the community. This shall also include details of how it is proposed to exercise control over private front gardens, drives and boundary treatment.**

4) **Developers will contribute towards the costs of strategic infrastructure required for Huncoat Garden Village in line with the recommendations of the Huncoat Garden Village Masterplan. Developers will also be expected to put into place measures to secure the future management and maintenance of any strategic infrastructure that will not be adopted by public organisations, including (but not limited to) roads, open space, drainage infrastructure and community facilities. This is expected to be achieved through an appropriate legal agreement and will be for the lifetime of the development.**

5) **Land has been safeguarded to the west of the former colliery site and south of the M65 for housing development beyond the current Plan period. This will not be developed until it is specifically proposed for development in a future Plan review.**

6) **Land has been safeguarded to the east of Altham Lane, between the railway and M65, for the development of strategic rail infrastructure, subject to the Government supporting the extension to the railway between Colne and Skipton and / or the development of the East Lancashire railway for freight.**

7) **Sustainable and healthy living with an energy efficient development that works towards zero net carbon must be at the heart of Huncoat Garden Village. To achieve this, development proposals must:**

a. **Demonstrate the use of renewable energy, support electric cars, incorporate sustainable design and construction methods with a high level of energy efficiency in new buildings as required by the principles of this Masterplan and the Design Code;**
b. **Incorporate measures to reduce reliance on the car through the promotion and development of alternative, more sustainable means of transport including public transport, cycling and walking through the design of the proposed development and through a Green Travel Plan;**
c. **The provision of leisure, recreation and sport development to meet the needs of the community, in particular through the development an appropriate number of play spaces and through the development of the**

Huncoat Wheel, a circular cycle-way extending around the periphery of the Garden Village and which connects to residential areas and the village centre.

8) The provision of blue, grey and green infrastructure at Huncoat Garden Village is expected to be underpinned by the principles of sustainable development. To ensure that development does not have an unacceptable adverse impact on existing highway safety and infrastructure, the early delivery of the Huncoat Relief Road is essential. Given the proposed scale of the development, an extension to Huncoat Primary School will be supported. To ensure the infrastructure needed is put in place, development proposals must:

a. Make provision for the early development of the Huncoat Relief Road and incorporate phasing in accordance with the timing of the provision of supporting infrastructure and facilities, as set out in this Masterplan. Only the first phase of development shall be completed prior to the completion of the Huncoat Relief Road.

b. Create an environment that is place centred with a dynamic hierarchy of landscaped streets and street scenes where people can move safely. All residential roads shall be designed to be no more than 20mph.

c. Make provision for the delivery of other supporting infrastructure, including that needed to mitigate the impacts associated with traffic generated by the development such as junction improvements and traffic calming measures.

d. Make provision for the development of a comprehensive network of pedestrian routes, cycleways, green space and formal play areas as proposed by the HGV Masterplan and Design Code and the future management and maintenance of this infrastructure.

e. A pedestrian / cycleway bridge will be developed across the Railway at Altham Lane to improve accessibility to provide access to the Leeds and Liverpool Canal and Altham Business Park. The Council will seek to secure the delivery of this through the development of an extension to Altham Business Park and by working with other private and public sector organisations and infrastructure providers.

f. Make provision for an extension to the primary school at Huncoat so that it will accommodate an additional 1.5 forms of entry. This will be delivered through planning obligations for all residential development in Huncoat Garden Village consistent with the requirements of the Lancashire County Council policy for a development of this scale and type.

g. Include measures to mitigate flood risk through the use of sustainable drainage methods to ensure that post-development surface water run-off rates are attenuated to achieve a reduction in greenfield run-off rates. This may include consideration of 'off-site' solutions. The sustainable drainage systems should be attractively landscaped and designed to

enhance biodiversity and provide natural green corridors. Proposals must include arrangements for the future maintenance of sustainable drainage infrastructure for the duration of the development.

h. Provide for the separation of foul and surface water drainage and connection to the mains sewerage network which includes upgrades where required by the statutory undertaker. The development should make provision for any phasing arrangements necessitated by the provision of infrastructure.

9) The integration of biodiversity and landscaping into Huncoat Garden Village will not only minimise the impact of the development on the natural environment and create an attractive place to live, but help secure net biodiversity gain. To achieve this, development proposals must:

a. Make provision for landscaping within the site to mitigate the impact of the development including a positive landscape framework to create a new town edge, including arrangements for future maintenance.

b. Demonstrate net biodiversity gain[35] in line with Policy SP16 and the means by which green spaces and natural areas will be landscaped and managed. Proposals must include arrangements for future maintenance.

c. Provide for the retention of important woodland, trees and hedgerows on site and their integration into the development including arrangements for future maintenance.

d. Develop a streetscape that extends the green infrastructure into the Garden Village with creative landscaping schemes, planting of trees and grass verges alongside roads, landscaping of public and private spaces in accordance with the requirements of the HGV Masterplan and the Design Code, including arrangements for their future maintenance.

10) New development will be expected to provide evidence of early dialogue between developers and infrastructure providers to identify infrastructure needs arising from new development and ensure that these are addressed through building design, utility networks and connections in time to serve the proposed development. This must include evidence of how the development is to be delivered as part of interconnecting phases, demonstrating linkages in accordance with the Masterplan and providing evidence of unfettered access between adjoining parcels to prevent a piecemeal approach to infrastructure. Once more details are known on development sites, it may be necessary to coordinate the delivery of development with timing for the delivery of infrastructure improvements, including green infrastructure requirements.

Policy Context and Relationships	
Core Strategy Policies replaced	A7: Housing in Huncoat A8: Strategic Employment Site at Huncoat

[35] The level of biodiversity net gain

	A9: Whinney Hill Link Road
Key NPPF para. links	60, 68, 73
Key Policy links	SP1: The Spatial Development Strategy SP6: Centre Hierarchy, Strategy and Retail Provision SP29: Huncoat
Evidence for Policy	Huncoat Garden Village Masterplan and Delivery Strategy: Stage 1-4 reports. Huncoat Garden Village Design Code.

3.21 National planning policy[36] advises that '*the supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities*'. In 2016 the Government designated Huncoat as part of the Pennine Lancashire Housing Zone, recognising its potential to contribute towards meeting the housing and economic growth objectives of Pennine Lancashire through the development of brownfield sites. This housing zone area has now become Huncoat Garden Village and this continues to be supported by Homes England.

3.22 A masterplan for the Huncoat Garden Village has been prepared that sets out the future growth of this area. The key ambition of the Council is for a high quality, transformational scheme to come forward at Huncoat, following garden village principles. A Huncoat Garden Village Design Code has also been developed which sets out the detailed design requirements by which any new development will be assessed.

3.23 Huncoat Garden Village is of significance not just to Hyndburn but also to the wider Pennine Lancashire sub-region, due to its strategic location on both the road and rail networks. Huncoat is in close proximity to Altham Industrial Estate and Junction 8 of the M65. As such it forms a key element of the cluster of economic and housing activity developing around this key motorway junction, which is critical to East-West growth aspirations.

3.24 Policy SP2: Huncoat Garden Village therefore provides the strategic policy framework to reflect the significance of growth in this location to the Borough's future development, and a key way in which the Council will ensure that it helps to 'significantly boost the supply of new homes'. It should be read alongside the Masterplan and Design Code, the area specific policy for Huncoat Policy SP29: Huncoat and the site allocations for this area. Amendments to the Green Belt have been necessary to facilitate the development of Huncoat Garden Village, to help deliver the scale of development proposed and to take into consideration growth in

[36] NPPF, paragraph 73.

the area beyond the Plan period by safeguarding land for housing and rail infrastructure as shown in the Masterplan.

3.25 Due to the strategic significance of development at Huncoat, the Local Plan includes a specific housing trajectory for this location[37]. This is included in the housing trajectory for the Borough wide housing requirement which is set out in Policy SP10: Housing Provision.

3.26 Policy SP18 and DM16 in the DM DPD set out the general design expectations for all new development in Hyndburn. The quality of new development at the Huncoat Garden Village will be a particularly key factor in the future success of the settlement as a truly transformational scheme. All major development proposals at Huncoat will therefore be expected to undertake design review, and higher design standards will be enforced through the Huncoat Design Code and other relevant SPDs. These will be strictly enforced through the planning process and the Council will refuse applications of sub-standard design.

3.27 Infrastructure required to support development planned at Huncoat will be set out in an Infrastructure Delivery Plan. All types of infrastructure have been considered in the masterplan including highways, schools, green, blue and grey infrastructure. Highways improvements will be implemented to address the impacts of development and alleviate existing issues of HGV traffic in the village. All landowners will be expected to make fair contributions to the provision of new infrastructure across the area to ensure delivery, and to contribute to future management and maintenance where relevant.

Policy SP3: Planning Obligations

1) In order to secure sustainable development and ensure that development proposals meet the reasonable costs of new infrastructure, facilities or services needed as a direct result of the development, the Council will seek to secure the provision through the use of planning conditions and/or Section 106 obligations or agreements, in line with the tests set out in paragraph 57 of NPPF.

2) The Council will identify specific obligations where infrastructure requirements are known and evidenced through an Infrastructure Delivery Plan.

3) The Council may consider the introduction a separate delivery mechanism for the Huncoat Garden Village proposals set out in Policy SP2: Huncoat Garden Village.

Policy Context and Relationships	
Core Strategy Policies replaced	HC4: Community Benefits / Planning Obligations
Key NPPF para. links	34
Key Policy links	GC2: Infrastructure, Planning Obligations & CIL

[37] As required by NPPF, para 74.

Evidence for Policy	Economic Viability Study (2021)

3.27 Proposals for new development should provide the necessary infrastructure to support it in order to make it acceptable in planning terms. This approach will ensure that development does not place an unfair burden on existing infrastructure especially where there is a deficit.

3.28 This policy sets the overarching framework in relation to the negotiations of planning obligations and Section 106 agreements and further detail is provided in DM DPD Policy GC2. The Council recognises that the requirements of its development plan place potential financial burdens on developers in the form of planning obligations, which may have impacts on the viability of development. An Economic Viability Study has been undertaken to ensure that the scale of the requirements do not cumulatively undermine the ability of the development to come forward.

3.29 Specific infrastructure requirements arising from the Huncoat Garden Village proposals are identified in the Masterplan. Further details are set out in Policy SP2: Huncoat Garden Village.

4.0 The Economy & Town Centres

4.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 1: To create greater opportunities for all to access improved economic opportunities and to provide support for the local economy and higher wage employment.

- Allocating sufficient land for the growth of existing businesses and to attract new higher value employment to the Borough;
- Developing a higher wage economy to help close the GVA (Gross Value Added) gap and to retain skilled and qualified people within the Borough;
- Developing Accrington and Great Harwood as vibrant floral market towns with a wide variety of shops, services and activities where people choose to spend their leisure time;
- Supporting the other town and local centres to meet the needs of their respective local communities.

Strategic Objective 5: To provide easy access for all to good quality services and facilities

- Supporting the role of the market towns by directing shops and services to their centres and maintaining local township centres.

4.2 The development of a sustainable and strong economy within the Borough is a fundamental requirement if the Borough is to address the deprivation and social inclusion issues that prevail. The policies in this section set out a clear economic vision and strategy that positively and proactively encourages sustainable economic growth, in line with the Plan's strategic objectives.

4.3 The policy framework seeks to develop the Hyndburn economy in three key ways:

i. Through the development of strategic employment sites and through the protection, modernisation and development of other employment sites in the Borough;
ii. By safeguarding land at Huncoat and Altham for the development of a rail freight terminal should the Government support a freight service along the East Lancashire Rail Line;
iii. Through the continued development and improvement of Hyndburn's town centres and local centres.

Employment Land and Sites

4.4 In recent years, the Borough has witnessed significant changes in the availability of employment land. The Strategic Site identified at Frontier Park (Whitebirk) has been developed, whilst the Strategic Site at Huncoat will now be developed for housing as part of the Huncoat Garden Village. For the Local Plan to continue to support the local economy and to support a higher wage employment, as set out by Strategic Objective 1, the policy framework will:

i. Allocate sufficient land for the growth and development of business in strategic locations that are attractive to business to meet anticipated needs over the plan period;

ii. Seek to address potential barriers to investment including infrastructure and the quality of the environment, and;
iii. Seek to protect, modernise and develop employment sites across Hyndburn.

4.5 The Housing and Economic Needs Assessment (HENA) indicates a need for 59ha of employment land over the plan period. Focusing growth along the M65 corridor, in accessible locations, is critical if sites are to be attractive to businesses, as has been demonstrated by the rapid development of Frontier Park at Junction 6 of the motorway. The Local Plan identifies three strategic locations for employment development:

i. Strategic Employment Site - Land south of Altham Business Park

4.6 Altham Business Park is a successful business park that has proved attractive to business. The business park was initially developed as an Enterprise Zone in the 1980's but the sites within the business park have steadily been developed and there is now no space available in the original site for companies to develop or expand into.

4.7 Altham Business Park is in close proximity to Huncoat Garden Village. It is proposed to develop high quality housing nearby at the Garden Village and there would be sustainability benefits associated with the development of employment land in proximity to the housing land, provided there are good connections between the two areas. Whilst it would not be desirable to see heavy goods traffic travel between Huncoat and Altham using Altham Lane, improved pedestrian and cycle connectivity would facilitate more sustainable patterns of travel between the two areas.

4.8 Although J8 of M65 is just outside the Borough boundary, it is likely to be used by heavy goods vehicles travelling to and from Altham Business Park. The traffic signal junction at A6068 / A678 Blackburn Road would also see an increase in traffic if Altham Business Park is extended and there will also be a need to ensure that the A678 / Altham Lane roundabout at The Walton Arms can operate safely. Improvements to highway infrastructure may therefore be required.

4.9 Land is identified for a southerly extension to Altham Business Park on land between the existing business park and the Leeds and Liverpool Canal. Although the site has a relatively large gross area, the net developable area will be less taking into account the need to provide landscaping along the Leeds and Liverpool Canal, the need to protect the amenity of a small number of residential properties, wider landscape impacts and ecological considerations.

ii. Strategic Employment Site - Land at Whitebirk, northeast of J6 of M65

4.10 The development of Frontier Park has demonstrated the attractiveness of Whitebirk for business development. Land at J6 of M65 provides a ready access to the strategic road network and is in close proximity to built up areas of Rishton and Blackburn with good public transport links. The development of land at Whitebirk would form part of the Blackburn Growth Axis, an economic framework that links strategic development sites and key growth corridors in the area.

4.11 The site comprises a gross area of around 30ha of land between the Leeds and Liverpool Canal and Sidebeet Lane on both sides of Blackburn Road. To access the northern most part of the site it would be necessary to provide a new road bridge across the railway. The net area of development will be reduced owing to the need to landscape the site and to ensure the setting of the listed farmhouse on Blackburn Road is protected.

iii. The East Lancashire Rail Freight Terminal

4.12 The East Lancashire Railway connects Hyndburn with Preston to the west and Leeds to the east and there is now a direct service connecting Accrington and Manchester. With stations at Rishton, Church and Oswaldtwistle, Accrington and Huncoat, the railway connects Hyndburn to a large number of destinations across Lancashire, West Yorkshire and beyond.

4.13 The Government is considering proposals to extend the east Lancashire Railway Line between Colne and Skipton for both passenger and freight services. The Council support these proposals and believe they would bring a variety of economic and environmental benefits to the area. The railway not only supported the later stages of the industrial revolution but continued to directly support the east Lancashire economy into the late 20th Century with both Huncoat Colliery and Power Station supported by rail.

4.14 If the proposals for the development of a freight service along the East Lancashire Railway are supported, it is important that this supports local economic development along its route. The site of the former rail sidings at Huncoat is one of few locations along the route of the railway that could accommodate a rail freight terminal.

4.15 The site of the East Lancashire Freight Terminal benefits from being located at the heart of the strategic road network in East Lancashire. It is immediately adjacent to J8 of M65 and the A56, which connects with the Greater Manchester motorway network. However, whilst the proximity to the strategic road network is beneficial the terminal would need to be accessed by road. Given the physical constraints that exist, it will necessary to identify suitable access arrangements if this site were to be developed.

4.16 The site will not developed for any other form of development and other development that would prejudice the use of the site for a rail freight terminal will not be supported.

4.17 Should the Government support the development of a freight service along the East Lancashire Railway, it would be necessary to undertake a more detailed feasibility study of the rail freight proposals.

Strategic Employment Site Masterplans

4.18 It is proposed to produce detailed Masterplans for the two strategic employment sites at Whitebirk and Altham. When finalised, future development must be based on the provisions of these Masterplans and adhere to recommendations within them.

Policy SP4: Employment Provision and Strategic Sites

1) **The Council will make provision for 59 hectares of land for employment uses over the period 2021-37. This will include the allocation of the strategic employment sites set out in Table 1 below. In particular:**

   - **Land south of Altham Business Park will be allocated as a strategic site for employment development. The development of the site for employment development (B2 and B8 uses) will be supported subject to site specific requirements set out in Policy EMP1/267.**
   - **Land north of junction 6 of M65 at Whitebirk will be allocated as a strategic site for employment development. The development of the site for employment uses (B2 and B8 uses) will be supported subject to subject to site specific requirements set out in Policies EMP2, EMP3 and EMP4.**

2) **The Council's preference is to support a higher proportion of uses which generate a greater number of jobs. The Council will monitor the proportion of B2 and B8 uses and the proposed number of jobs coming forward on these sites. If a disproportionate amount of B8 or other uses which only generate a limited number of jobs come forward, the Council will review its policy position.**

East Lancashire Rail Freight Terminal

3) **Land to the East of Altham Lane, between the East Lancashire Railway and M65 Motorway at Huncoat will be safeguarded for the development of a rail freight terminal only and be subject to appropriate access arrangements being identified. Development that would prejudice the development of a rail freight terminal at the location will not be supported.**

Policy Context and Relationships	
Core Strategy Policies replaced	E1: Future Employment Provision
Key NPPF para. links	20, 23, 81-83
Key Policy links	SP5: Protection, Modernisation and Development of Employment Sites DM1: Employment Development
Evidence for Policy	Housing and Economic Needs Assessment (2018/2021) Employment Land Study (2016/2019)

Table 1: Employment Site Allocations 2021-2037

Site Ref.	Site Name	Local Plan area	Gross Developable Area (ha) – approx.
172	Moorfield Industrial Estate	Clayton-le-Moors and Altham	1.2
250	land west of J7 Business Park	Clayton-le-Moors and Altham	4.4
267	Land to S. of Altham Business Park*	Clayton-le-Moors and Altham	31
228	land between Blackburn Rd and M65 slipway*	Rishton and Whitebirk	4
229	land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway*	Rishton and Whitebirk	9.5
230	land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal*	Rishton and Whitebirk	17
	TOTAL		**67.1**

*see site specific policies in Section 11

4.19 NPPF paragraph 82(b) states that planning policies should '*set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period*'. Part (d) requires policies to '*be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances'*.

4.20 Paragraph 83 goes on to state that '*planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitable accessible locations*'.

4.21 Policy SP4 provides the strategic policy through which the Council proposes to meet the requirements of NPPF, and address the ambitions set out in local economic plans and strategies.

4.22 To ensure that the Borough can foster sustainable, economic growth, it is vital that sufficient, suitable land is made available for employment uses over the plan period. The Housing and Economic Need Assessment (HENA) updated in 2021 for Blackburn with Darwen and Hyndburn Councils highlights the importance to Pennine Lancashire of planning for growth to ensure job creation and economic prosperity. The HENA confirms that an appropriate employment land requirement to plan for in Hyndburn, based on an aspirational but realistic economic growth scenario, is 59 hectares of land between 2021 and 2037.

4.23 Over time the commercial property market and key employment sectors in Hyndburn have changed significantly. For decades there has been a steady move away from manufacturing, occupying the more traditional mill-style premises located in densely populated urban areas, to more modern units and business parks with direct (or good) access to the strategic road network. New premises provide more practical space for modern working practices, alongside improved access to markets, including labour.

4.24 The most successful of the business parks in Pennine Lancashire are generally located along the M65 corridor with direct access onto the motorway; in Hyndburn this includes Altham Business Park, J7 Business Park, and Frontier Park; in Burnley: Burnley Bridge and Network 65; and in Blackburn: Tower Business Park and Centurion Park. Due to their ease of access to the strategic road network they are particularly attractive to businesses and for this reason it is essential that the strategic road network continues to be able to manage the traffic that is generated by the industry along this corridor.

Policy SP5: Protection, Modernisation and Development of Employment Sites

1) Existing employment sites are identified on the Policies Map, along with strategic employment hubs[38]. Quality assessments of existing employment sites[39] will be used as a framework for determining planning applications.

2) Three strategic employment hubs are identified on the Key Diagram (Frontier Park, J7 Business Park/Petre Road and Altham Business Park). They are considered to play a strategic role in the local economy and future growth of the Borough. These will be retained for employment uses over the plan period, and supported to grow in line with Policy SP4.

3) The Council will apply a general presumption that all other existing employment sites (and employment allocations) will be retained in employment use[40] over the plan period. Sites will only be released for redevelopment for other purposes if the following applies:

- **a. Good quality employment sites – only in exceptional circumstances where the applicant can demonstrate sound reasons why the employment use cannot remain on the site. Proposed new uses will be expected to comprise a reasonable[41] scale of employment on site to compensate for the loss;**
- **b. Adequate quality employment sites – where the proposal is in line with paragraphs 2-4 of Policy DM1 and the applicant can demonstrate either:**
  - **i. no current or likely future demand for the site or premises; or**

[38] Strategic employment hubs will comprise of one or more existing employment areas
[39] The Council's latest published quality assessments are in the Hyndburn Employment Land Study update (2019)
[40] B and E(g) use classes
[41] 'reasonable' when considered in terms of the previous use/jobs on the site

ii. **continued use of the site would give rise to unacceptable environmental impacts; or**

iii. **permitting an alternative use is the only viable means of retaining a building or premises which has particular architectural or historic significance;**

c. **Poor quality employment sites – where the applicant can demonstrate either i. ii. or iii. under paragraph 3b.**

4) **Proposals for the redevelopment of existing employment sites away from a B use class to one that retains some form of significant employment [42] on the site will be considered more flexibly than proposals for residential use. The development of retail uses on employment sites will not be supported.**

5) **Where a quality assessment is considered to be out of date or absent, applicants may undertake their own in accordance with the method detailed in the Council's latest published assessments.**

6) **In all cases, redevelopment for alternative uses should not prejudice the operating conditions of other remaining employment uses, in line with the Agent of Change principle set out in NPPF[43].**

Policy Context and Relationships	
Core Strategy Policies replaced	E2: Protection, Modernisation and Development of Employment Sites RA3: Protection and development of Altham Business Park
Key NPPF para. links	81-83
Key Policy links	DM1: Employment Development
Evidence for Policy	Hyndburn Employment Land Study (2016/2019)

4.25 The Council has a significant stock of existing employment sites located all around the Borough. NPPF paragraph 81 recognises the need to allow each area to '*build on its strengths, counter any weaknesses and address the challenges of the future*'. Policy SP5 provides the proposed framework in which existing employment sites will be protected, modernised, or allowed to be released for redevelopment to meet these aims.

4.26 As part of the evidence base for the Local Plan, the Council regularly considers the quality of the existing stock of employment sites in the Borough. This was updated in 2019, in the Employment Land Study Update. Factors taken into consideration in determining the quality of existing employment sites include accessibility, adjoining uses, development constraints, environmental issues, and general suitability for continued employment use. This is the framework against which the retention of sites in employment use will be considered.

[42] for example retail or leisure use
[43] NPPF para. 187

4.27 The Council will seek to retain all good quality sites in employment use over the plan period. Sites considered to be adequate have potential for continued or enhanced employment uses and so redevelopment proposals will be required to provide an element of modern employment use to compensate for the loss of existing employment land. This will help to ensure that the Borough's employment sites are steadily modernised while retaining a mix of uses within the existing urban areas.

4.28 Where alternative uses are sought, uses outside of the traditional employment use classes (namely B2 and B8 uses) that would retain some form of employment on the site, such as retail or leisure uses, or residential care homes, will be considered more favourably than proposals for residential redevelopment. Other relevant policies in the Local Plan will still apply.

4.29 In order to demonstrate that there is no current or likely future demand for the site or premises for employment uses the site should be marketed by at least one commercial agent for employment purposes[44] for at least 18 months.

4.30 In places, the urban grain of the Borough is characterised by areas of densely developed terraced housing often clustered around former mill buildings. Whilst these buildings provide employment opportunities that are readily accessible to local people, some sites are in poor condition or create conflicts with surrounding residential areas. Some also have a low density of employment, meaning that the same number of people could be employed on a smaller, purpose built, and modern site that would not result in environmental problems for residential neighbours. Where appropriate, the Council may have re-allocated some of these poor quality sites for other uses in the Site Allocations, taking into account any wider regeneration benefits of redevelopment in certain locations. Sites that remain will be assessed in line with Policy SP5 where alternative uses are proposed.

Policy SP6: Centre Hierarchy, Strategy and Retail Provision

1) The vitality and viability of Hyndburn's retail centres will be maintained and enhanced by directing investment, retail, leisure and other main town centre uses[45] towards the centres in line with the hierarchy identified below, and criteria set out in Development Management Policy DM3:

Tier/Centre	Purpose/Strategy
Tier 1: Strategic Town Centre **Accrington**	**The principal centre providing for the Borough's key retail, services, leisure and town centre needs. Accrington Town Centre will consolidate over the plan period and be the main focus for investment for town centres uses.**

[44] This must relate to the sale, and leasing, or land or property and either the reuse or redevelopment of the site or premises for employment purposes.
[45] As defined in Annex 2: Glossary of the NPPF

Tier 2: Town Centres Great Harwood, Oswaldtwistle	Important service centres for their own urban and rural catchment areas, and the secondary focus in the Borough for new investment.
Tier 3: Local Centres Clayton-le-Moors, Rishton, Huncoat	Smaller centres providing appropriate convenience facilities to enable a weekly shop, supported by a smaller range of other shops and services, leisure and cultural facilities serving their local communities and rural catchments.
Tier 4: Neighbourhood Centres / Local Parades Baxenden, Church (Blackburn Road), West End, Woodnook, Whalley Road (Laneside), Whalley Road (Enfield)	Localised facilities to meet basic, essential needs only, to a predominantly walk-in catchment. May comprise only a very small number/mix of units in a single parade.

2) New Neighbourhood Centres / Local Parades or facilities will be considered where this will improve access to services without impacting significantly on other nearby centres. A new Neighbourhood/Local Centre will be created as part of the Huncoat Garden Village scheme to address existing poor/under provision and to serve new development in the area.

3) The Council recognises the complementary role that other commercial locations can play in the local retail hierarchy. The Council will support their future development in line with the strategy set out below, subject to development taking place in a manner that supports the future vitality and viability of the formal town and local centres.

Other Commercial Location	Purpose/Strategy
The Peel Centre (Whitebirk)	Predominantly bulky goods retail destination with ancillary uses to support retailing on the site and the strategic employment hub at Whitebirk/Frontier Park
Oswaldtwistle Mills	Major tourist attraction, shopping village and garden centre on the edge of Oswaldtwistle Town Centre

4) All planning applications for new developments should seek to improve accessibility to, and the general quality of the environment, within the centres in which they invest.

Policy Context and Relationships

Core Strategy Policies replaced	A2: Accrington Town Centre A3: Development of Local Centres in Accrington GH2: Great Harwood Town Centre R2: Rishton Local Centre
Key NPPF para. links	86
Key Policy links	SP2: Huncoat Garden Village DM3: Development of main town centre uses DM4: Retail Frontages
Evidence for Policy	Hyndburn Retail Study (2016)

4.31 NPPF paragraph 86a) states that planning policies should '*define a network and hierarchy of town centres and promote their long-term vitality and viability by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters*'.

4.32 Strategic Objective 5 recognises the importance of a network of readily accessible town and local centres across Hyndburn that allow residents and visitors to access a good range of shops, facilities and services lies at the heart of a sustainable place to live. The Local Plan seeks to support the role of the market towns by directing shops and services to their centres and maintaining local township centres.

4.33 Whilst Hyndburn's Town Centres still provide an important range of shops and services, changes in people's shopping habits (particularly so since the Covid19 pandemic) coupled with polarisation towards larger city centres has put increasing pressure on shops and businesses in town centres. One of the consequences of this is a high level of vacant properties that contribute towards a poor quality, unattractive, environment.

4.34 In order to promote the long term vitality and viability of the Borough's town and local centres it is important to ensure that they can grow and diversify in a way that can respond to rapid changes in retail and leisure sectors and allow a suitable mix of uses to be developed that reflect their distinctive character. The development of a hierarchy of centres coupled with a flexible policy framework that allows public and private sector interventions to be implemented, sometimes at short notice, will help to achieve this.

4.35 The Council recognises that the Borough's centres face significant challenges and that these are unlikely to go away. Policy SP6 proposes the strategic policy approach that will seek to enhance their vitality and viability, and the role that they play in local communities. The Council will employ a package of ongoing measures to assist the future health and vitality of the town centres. Policy SP6 will be applied with Policy DM3 of the DM DPD in the determination of planning applications in accordance with sequential and impact test principles.

Specific Centres

4.36 The following section covers centres outside of Accrington Town Centre as this area is covered in Policy SP7. Further policy and guidance on development in the other centres will also be set out in the Area Policies in Section 10.

Great Harwood and Oswaldtwistle Town Centres

4.37 The other main Town Centres in the Borough include Great Harwood and Oswaldtwistle. Both towns have quite different characteristics in terms of their urban form and character. However, both have a significantly (and similar) sized population and existing retail/service base. Whilst the nature of these centres has changed over recent decades, a result of changing demographic and changing shopping patterns, the Council will seek to ensure that they still provide a full range of shops and services to the communities that they serve over the plan period.

Local Centres

4.38 The Local Centres, whilst still providing a range of shops and services, and the ability to undertake a weekly shop, have a smaller population catchment area and therefore play a lesser role within the Borough retail hierarchy. These include Clayton-le-Moors and Rishton as existing centres, with a proposed new Local Centre planned for Huncoat as part of the Garden Village proposals set out in Policy SP2: Huncoat Garden Village.

Neighbourhood Centres

4.39 There are five Neighbourhood Centres / local parades which have been identified across the Borough. These are the lowest order centres set out within the retail centre hierarchy, providing very small-scale facilities to meet the most basic needs of residents. Identification of these has been based on consideration of the following criteria:

- Where there is a cluster of at least five ‘main town centre use’ units;
- Where at least three different types of use are present, providing a mix of services/facilities;
- Where units are located in close proximity to one another, e.g. there is no greater separation than around 50 metres from one or more of the units;
- The neighbourhood centre is distinctly separated from other identified centres in the hierarchy and there is a sufficient population within a localised catchment area to support the neighbourhood centre.

Other Commercial Centres

4.40 In addition to the formal town centres set out in Tiers 1-4 of the hierarchy, other commercial locations with a predominance of retail uses are identified; the Peel Centre (Whitebirk) and Oswaldtwistle Mills. The Council recognises that these play an important role in the local retail context, and indeed both identified locations have a much wider catchment area and trade draw than the Borough itself. The future

development of these locations will be supported subject to consideration of their impact on the designated centres, and their purpose set out in Policy SP5.

4.41 The boundaries of existing town and local centres will be shown on the Policies Map.

Policy SP7: Accrington Town Centre

1) Accrington Town Centre will consolidate and develop as the principal centre and historic market town, providing for the Borough's key services and comparison and food retailing needs. The regeneration of Accrington Town Centre will be supported through the following:

- **i. The improvement and redevelopment of shop fronts / facades and building improvements;**
- **ii. Improvements to public realm through tree planting schemes and public art in Accrington Town Centre;**
- **iii. Development that will attract people into Accrington Town Centre by increasing the range and quality of goods or services available;**
- **iv. Developments that will attract businesses into the town centre and bring buildings back into use in creative and innovative ways such as live / work schemes;**
- **v. Improvements to the accessibility and connectivity of Accrington Town Centre to facilitate access by all groups of the community;**
- **vi. Residential developments where they are shown to support the restructuring of the housing market and the benefits of apartment development can be demonstrated. All residential development should meet the nationally described space standards.**

2) Developments affecting a heritage asset should sustain and enhance the significance of the heritage asset and new development should make a positive contribution to the character and distinctiveness of Accrington.

Policy Context and Relationships	
Core Strategy Policies replaced	A2: Accrington Town Centre
Key NPPF para. links	86
Key Policy links	DM3: Development of main town centre uses DM4: Retail Frontages
Evidence for Policy	Hyndburn Retail Study (2016) Accrington Town Centre Investment Plan (2022)

4.42 Accrington is the main shopping, administrative and commercial centre of the Borough with a range of retail, leisure, health, education, employment and community

services. It is the public transport hub for the Borough making it accessible to those who live and work in Accrington as well as those who wish to visit the town. Over the past 10 years, the town centre has seen the development of a new bus station and new railway station, significantly improving transport infrastructure.

4.43 The grand and imposing architecture of Accrington's town centre, including the historic Town Hall and Market Hall, are reminders of the significance and wealth of the local textile industry which brought with it huge prosperity. The streets, houses and buildings in the town centre lay testament to the rising populations of Accrington during the 19th Century. The people of Accrington served the textile trade as well as the local coal mining and engineering industry during the Victorian era right up until the 1950's.

4.44 Accrington has many of the essential ingredients required to be a thriving and successful modern market town. There is a proud local industrial and cultural heritage, a strong sense of community and grand historical architecture. However, like many Northern towns, it also has a number of challenges to overcome.

4.45 Over the past decade there has been a continued shift towards the provision of services and retailing online and this has resulted in an increase in the number of vacant units in the town centre, including the Primary Retail Area around the Arndale Centre, which has in turn reduced the attractiveness of parts of the town centre for businesses and visitors.

4.46 Recent work undertaken in connection with the Town Centre Investment Plan also identified an over-supply of retail premises in the Borough. The Hyndburn Retail Study considers the quantitative and qualitative need for new retail floorspace in Hyndburn to 2033. No need for new convenience goods floorspace was identified, other than to improve consumer choice in particular areas of deficiency. In terms of comparison goods, a modest need for new floorspace was identified but this could be met through the use of vacant retail units in the Arndale or other town centre locations.

4.47 Accrington will remain the main focus for proposals and investment in major comparison retailing as well as other main town centres uses including food and drink, offices, hotels, recreation and art and culture. Independent retailers providing for the specialist/leisure shopping needs of the Borough will be supported. Whilst the Accrington Area Action Plan (adopted 2012) provides further detailed policies on the town centre, this Local Plan seeks to ensure that the specific interventions proposed through the Town Centre Investment Plan, Levelling Up Fund or other sources on grant are also supported, with the aim of:

i. Increasing visitor and tourist numbers;
ii. Improving and diversifying the retail offer;
iii. Reducing dependency on the retail sector;
iv. Reducing the number of empty shops;
v. Improving the living environment and diversity of household types;
vi. Increasing the number of residents enjoying green spaces and walking and cycling; and
vii. Improving the qualifications of adults from disadvantaged backgrounds.

4.48 The Local Plan will support the delivery of schemes and initiatives that will sustain and enhance the vitality and viability of Accrington Town Centre whilst building on the town's strong heritage. The Town Centre Investment Plan identifies a number of interventions that will help bring about this change and Policy SP7 is intended to support a broad range of interventions that will help bring about positive change.

5.0 Community Infrastructure

5.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 3: To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.

- Increasing levels of participation in sport, leisure and physical activity by the protection and enhancement of existing sports and recreation facilities and through the development of Green Infrastructure that is accessible

Strategic Objective 5: To provide easy access for all to good quality services and facilities

- Supporting new high quality health, education, leisure and cultural facilities in accessible locations
- Developing and keeping up to date an Infrastructure Delivery Plan to support planned growth in the Borough

Policy SP8: Open Space Provision

1) The Council will seek to maintain and enhance a network of high quality open spaces in the Borough which provides opportunities for sport, physical activity and recreation and which contributes to the health and well-being of the Borough's residents as well as providing a range of other environmental, regeneration and educational benefits. It will:

a) seek the provision of appropriate new open space in relation to new residential development in accordance with Policy DM11, including provision of multi-functional green infrastructure where applicable; and

b) protect and enhance existing open space provision[46] in accordance with paragraph 99 of NPPF and with criteria set out in Policy DM21.

2) Developers will be expected to put in place a sustainable scheme of management for the lifetime of the development

Policy Context and Relationships	
Core Strategy Policies replaced	HC1: Green Spaces & facilities for Walking/Cycling
Key NPPF para. links	92, 98-101
Key Policy links	Policy SP9: Provision of Community Facilities Policy SP14: Green Infrastructure Policy SP24: Cycle and Footpath Networks DM11: Open Space Provision in New Residential Development

[46] Sites of over 0.2ha designated as open space are shown on the Policies Map. SP8 will also apply to open space not identified on the Policies Map or Open Space Audit.

	DM21: Protection of Open Spaces
Evidence for Policy	Open Space Audit (2022) Playing Pitch Strategy (2021)

5.2 Open space includes all areas of land (and water) which provide public access and offer opportunities for sport and recreation or can act as an important area of visual amenity. Opportunities may comprise formal activities (e.g. organised games, team sports etc.) or informal recreation (e.g. parks and play areas), and the space may be active (used for sport, exercise or active play) or passive (used for sitting and relaxing or providing visual amenity).

5.3 An Open Space study has been undertaken to provide the evidence base for the Local Plan policies. It includes a comprehensive audit and assessment of the existing open space provision in the Borough, including identification of both quantitative and qualitative perspectives to identify any areas of deficiency across a range of types of open space.

5.4 A Playing Pitch Assessment and Strategy have also been produced and relevant findings and recommendations from these studies should be taken into account during decision making.

5.5 Where new open space is required as a result of new residential development, it will be considered in relation to the identified existing network and whether that network can be improved in relation to new provision or contributions to enhanced provision. It is also important that the Council continues to protect those open spaces which make an important contribution either in quantitative or qualitative terms to the Borough's open space network from inappropriate development. Further details of how the Council will do this are set out in the relevant policies of the DM DPD.

5.6 This policy does not cover built sport facilities such as sports centres which should be considered under Policy SP9: Provision of Community Facilities. In addition the council recognises that there are further opportunities for recreation that contribute to health and well-being e.g. walking and cycling opportunities. Enhancement of cycling and walking provision is addressed in Policy SP24: Cycle and Footpath Networks. Finally, it is important to note that areas of Open Space covered under Policy SP8 form just a part of the wider Green Infrastructure network[47] which is covered in Policy SP14: Green Infrastructure.

[47] Green infrastructure is defined in the NPPF as '*a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities*'.

Policy SP9: Provision of Community Facilities[48]

1) The Council will support proposals for accessible, high quality educational facilities that improve the basic and higher level skills and qualifications of residents, and seek financial contributions towards education provision from new residential developments in line with Policy DM6.

2) The Council will support proposals for new or improved sports, recreation, health, community and cultural facilities, seeking to protect and enhance a range of facilities to support the social well-being of the Borough's residents. Where the loss of a facility is threatened through redevelopment, the criteria set out in Policy DM7 will be used to assess development proposals. In the case of loss of sport or recreational facilities, including playing fields, paragraph 99 of NPPF will be applicable.

Policy Context and Relationships	
Core Strategy Policies replaced	ED1: New and improved educational facilities HC2: Leisure, Health and Culture
Key NPPF para. links	92-93
Key Policy links	DM6: Delivering Schools and Early Learning DM7: Cultural and Community facilities
Evidence for Policy	n/a

5.7 Educational provision in the Borough in recent years has improved with the completion of the Accrington Academy and sixth form provision at both St. Christopher's Church of England High School and Accrington Academy. There remains a need to raise educational attainment by providing access to a range of high quality educational and training opportunities for children, young people and those wanting to progress their education. Such opportunities will increase the amount of skilled young people coming through secondary and further education, and will provide opportunities for existing employees to maintain and further their skills or to learn new skills.

5.8 Accessibility for all sectors of the community to high quality education has multiple benefits. It gives people the skills, confidence and knowledge to develop to their full potential and to contribute fully to society. It can help reduce the rate of unemployment and increase the level of skilled labour able to take-up higher level employment opportunities. This also has social benefits, including improved health and wellbeing and reduced crime.

[48] for the purposes of this policy, community facilities includes those which provide for the health, social, educational, spiritual, recreational and cultural needs of the community. It does not include local shops or public houses which are covered by other policies in the DM DPD.

5.9 The Council will work with Lancashire County Council and other relevant providers on proposals to improve the provision and standard of schools in the Borough. The Council will also seek to work with Accrington and Rossendale College, Jobcentre Plus and employers to help in providing modern apprenticeships and on the job training.

5.10 Accessibility to a range of community facilities beyond just education is a factor in creating and maintaining sustainable communities, and improving the overall health and wellbeing of residents in the Borough, and contributing to community cohesion and social inclusion. Community facilities offer opportunities for social interaction, meeting places, cultural and spiritual needs, health care and recreation. Sports and recreation facilities such as sports centres, leisure centres and swimming pools provide opportunities for healthy lifestyles. A Built Sports Facilities Assessment and Strategy have been produced and relevant findings and recommendations from these studies should be taken into account during decision making.

5.11 Access to good quality health services is vital in enabling local residents to easily obtain the healthcare they need. Such services should be developed, improved and made accessible for the whole community, with particular attention being given to areas of greatest need or which are poorly served. The Council will support provision of new community facilities to help address deficiencies, and seek to prevent the loss of existing facilities in line with national policy, criteria set out in the DM DPD and in line with the Playing Pitch and Built Sports Facilities Strategies.

6.0 Housing

6.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 2: To provide for a greater choice and quality of housing, designed and built to incorporate 'active design' principles to enable people to lead active lives, including through transformational change at the Huncoat Garden Village

- Providing sufficient housing of the right size and type to meet local needs, designed and built to enable people to lead active lives, including delivery of transformational high quality, iconic change through the Huncoat Garden Village proposals.
- Provision to include those in need of affordable and supported housing or requiring larger family homes, higher value homes and homes to cater for an ageing population. This will provide a more balanced housing supply with a choice of property types and tenures;
- Ensuring that all new property is built to high standards, in sustainable locations, making effective use of land in a way that makes as much use as possible of brownfield land and to designs which minimise carbon emissions and relate well to the local character; and
- Ensuring that areas of low demand housing are regenerated where possible with a wider range of improved and new housing and supporting facilities.

Strategic Objective 3: To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.
Developing safe residential areas and surroundings where people are at the heart of the design process.

Policy SP10: Housing Provision (including affordable housing)

Over the plan period 2021-2037 the Council will:

1) Make provision for at least 3,104 dwellings (equivalent to an average of 194 dwellings per year). Specific site allocations which contribute to this requirement are identified in Table 2 below in accordance with Policy SP1: The Spatial Development Strategy and the Local Plan Area policies. Huncoat Garden Village makes a significant contribution to overall housing provision in the plan period; and

2) Seek to maximise the opportunities for the delivery of affordable housing where viable. New housing developments of 10 or more dwellings or with a site area of 0.5 hectares or more should provide 20% affordable housing unless it can be demonstrated, to the satisfaction of the Council, that this would not be viable. Residential developments should provide a mix of affordable housing units and contribute to the creation of mixed, balanced and inclusive communities, in

accordance with the most up to date assessment of need, ensuring that a minimum of 25% of all affordable housing units secured through developer contributions are First Homes; and **3) Support proposals that ensure the efficient use of land. Based on the developable area, the Council will seek provision of at least 40 dwellings per hectare in town centres and other locations well served by public transport, or at least 30 dwellings per hectare elsewhere, unless specific circumstances exist to justify a lower density or use of an alternative density measurement.**	
Policy Context and Relationships	
Core Strategy Policies replaced	H1: Housing Provision H2: Affordable Housing
Key NPPF para. links	60, 61, 68, 124-125
Key Policy links	DM10: New Residential Development DM12: Affordable Housing DM13: Development of Housing within Residential Gardens Section 10: The Local Plan Areas
Evidence for Policy	Housing and Economic Needs Assessment (2018/2021); Hyndburn Borough Council 5-Year Housing Land Supply Statement.

Table 2: Housing Site Allocations 2021-2037

Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha)	Net developable area (ha)	No. of Dwellings 21/22-36/37	No. of Dwellings – post 2037
2	The Steel Works, Charter Street, Accrington	Accrington, Baxenden & Church	0.29	0.29	9	0
24.1	Land north of Sandy Lane*	Accrington, Baxenden & Church	1.97	1.42	43	0
29	Union Works and Union St Garage	Accrington, Baxenden & Church	0.31	0.31	9	0
70	Woodnook Works, Bath St*	Accrington, Baxenden & Church	1.89	1.70	51	0
120	Land at Hopwood St*	Accrington, Baxenden & Church	0.93	0.84	50	0
152	Land at Charter Street*	Accrington, Baxenden & Church	2.38	1.02	45	0
261	Pendle Street	Accrington, Baxenden & Church		0.17	15	0
48.1	Ringstonhalgh Farm*	Clayton-le-Moors (incl Altham)	1.13	1.02	31	0
117	Lower Barnes Street	Clayton-le-Moors (incl Altham)	0.54	0.49	15	0
201	Clayton Triangle*	Clayton-le-Moors (incl Altham)	2.54	1.91	57	0
264	Land bound by Park Rd, Balfour St, Wood St and Heys Lane*	Great Harwood		2.70	81	0
78	Land south east of Moorfield Avenue*	Huncoat	4.18	1.80	54	0
268	Former Huncoat Colliery, Enfield Rd., Huncoat**	Huncoat			276	150
269	Huncoat East strategic site (north)**	Huncoat			683	0
270	Huncoat East strategic site (south)**	Huncoat			165	157
271	Land to W. of A56 / N. of Burnley Rd., Huncoat**	Huncoat			73	0
5.1	Land off Brookside Lane/Nook Lane, Oswaldtwistle*	Oswaldtwistle & Knuzden	5.08	2.06	62	0
74.1	Land south of Rhyddings Street and north of Stone Bridge Lane	Oswaldtwistle & Knuzden	1.35	1.22	36	0
123.1	Land south of Stanhill Road, Knuzden*	Oswaldtwistle & Knuzden	6.76	5.07	152	0
265	Land off Rhoden Road/Roe Greave Road*	Oswaldtwistle & Knuzden	2.28	1.71	51	0
66	York Mill, Livesey St, Rishton	Rishton & Whitebirk	0.78	0.70	21	0
102	land off Fielding Street and Barn Meadow Crescent*	Rishton & Whitebirk	4.50	2.65	79	0
103	land to the northeast of Cut Lane*	Rishton & Whitebirk	13.23	6.26	188	0
	TOTAL				**2,246**	**307**

*see site specific policies in Section 12 ** sites located within the Huncoat Garden Village boundary are covered in detail in the Huncoat Masterplan and in Policy SP2.

6.2 The NPPF seeks to ensure that a sufficient amount and variety of land can come forward in order to support the Government's objective of significantly boosting the supply of new homes. Paragraph 61 states that the Local Plan should be informed by a local housing need assessment which will help to determine the minimum number of homes needed, as determined by the application of a standard method. The starting point, which results from using the standard method for calculating housing need (as set out in PPG), gives rise to only a low level of housing. The standard method uses past demographic trends and assumes that there will continue to be a net out-migration of population. The Housing and Economic Needs Assessment (HENA)[49] considers an appropriate level of housing for the plan period and recognises that the Council is seeking to reverse past trends in its aims to deliver housing and economic growth which includes provision of good quality, well paid jobs and associated levels of housing.

Housing provision and trajectory

6.3 The resultant housing figure required to support the planned level of economic growth set out in Policy SP1 is an average of 194 dwellings per annum up to 2037, which equates to at least 3,104 dwellings in total over the period 2021-2037. Annual completions and commitments since 2021 will also be counted towards the requirement, along with other allowances. The figure of 3,104 is net of clearance.

6.4 A housing trajectory illustrating the expected rate of housing delivery over the plan period is provided in Figure 5 below. The housing trajectory is considered to reflect likely minimum housing delivery rates across the Borough. The Council's latest Five Year Housing Land Supply (5YHLS) Statement may therefore suggest higher rates of land availability. Regular monitoring (i.e. at least annual) will be undertaken to ensure that there is a rolling five year supply of specific deliverable sites to meet the housing trajectory.

6.5 The base date of the overall housing requirement is 1st April 2021. The supply of houses to meet this requirement will be made up of the following[50]:

- Dwelling completions (i.e. homes already built) from 1st April 2021;
- Existing committed sites (i.e. sites which already have planning permission or have recently had planning permission for residential and the remaining number of dwellings yet to be built on sites which are under construction) as

[49] Housing and Economic Needs Assessment, Blackburn with Darwen and Hyndburn Councils, 2021 (HENA); the 2021 study provided a targeted update to the 2018 HENA

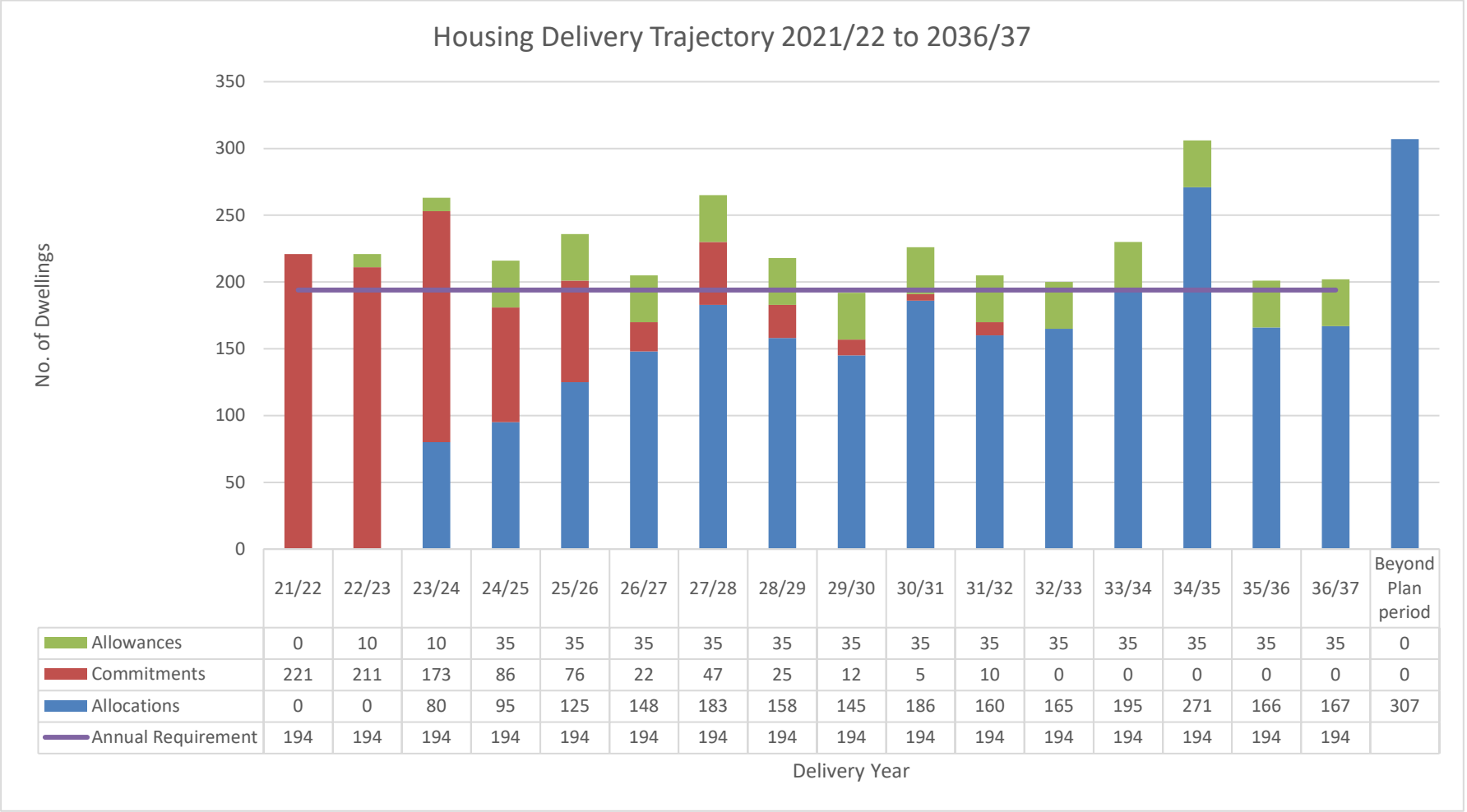
[50] The number of dwellings included in the five year and overall housing land supply, along with a detailed explanation of the different sources of supply, will be set out in the Housing Background Paper accompanying this Local Plan. Any figures presented will only represent a point in time as the supply position constantly changes as new permissions are granted and sites gets built out. The supply will be monitored regularly and updated reports will be published by the Council, at least annually.

at 1st April 2021 (see Local Plan Areas sections for number of dwellings on existing committed sites in each area);
- Local Plan housing site allocations (see Table 2[51]);
- Town Centre residential allowance: an allowance for sites identified in the Accrington Area Action Plan and other town centre residential opportunities (such as those arising through permitted development rights allowing change from commercial to residential[52]);
- Small sites windfall allowance[53].

6.6 Specific allocated sites which contribute to meeting the overall housing requirement are set out in Table 2. Dwelling requirements will be allocated in accordance with the Policy SP1: The Spatial Development Strategy and The Local Plan Areas policies. The overall supply of land identified includes a buffer to provide choice and competition in the market and to ensure that enough homes can be delivered even if some sites are not able to come forward in the timescales anticipated.

[51] The number of dwellings identified is based on the net developable area multiplied by a standard density ratio or is taken from a previous permission. Sites in Huncoat Garden Village have been subject to a detailed masterplanning exercise which identified appropriate numbers of dwellings on each site. The numbers are considered indicative at this stage and are subject to change depending on any detailed permission which may be granted on a site or as more information emerges on developable areas.
[52] Class MA – Use Class E to residential
[53] In this context, a small site is one which provides fewer than five dwellings. A windfall site is one that has not been specifically identified in the development plan but an allowance for small sites can be made as it is known that these sites provide a regular source of housing supply. The windfall allowance is based on past completion trends data for sites of this size.

Figure 5: Hyndburn Borough housing trajectory 2021-2037



	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	Beyond Plan period
Allowances	0	10	10	35	35	35	35	35	35	35	35	35	35	35	35	35	0
Commitments	221	211	173	86	76	22	47	25	12	5	10	0	0	0	0	0	0
Allocations	0	0	80	95	125	148	183	158	145	186	160	165	195	271	166	167	307
Annual Requirement	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	

Affordable housing

6.7 Whilst the Borough may have relatively low house and rental prices in sub-regional and national contexts, a significant number of households are unable to meet their needs for housing in the general housing market. This is because affordability is linked to income levels as well as house prices and rents. The NPPF definition of affordable housing is broader than previously and can include housing for social and affordable rent, discounted market sales housing and other affordable routes to home ownership, where they are appropriate in the local context base, aligned with identified need. Furthermore, the expansion of the definition recognises the increasing role that the private sector has played in the provision of affordable housing at affordable (private) rent levels.

6.8 In addition to assessing an appropriate overall level of housing, the HENA 2018 also considered the future requirement for affordable housing. Based on clearing the current need across the whole plan period, it assessed that 79 households will not have their housing need met by the market each year. This does not necessarily provide a target for the provision of affordable housing as it must relate to what the market can reasonably be expected to deliver and be considered within the context of the overall level of need established as expressed in the housing provisions figure.

6.9 In consideration of this, the Viability Study undertaken in 2021 considered the impact of a requirement for 20% affordable housing on typical development costs in the Borough and on viability. It broadly concluded that whilst the requirement does impact on viability, the impacts were variable depending on the location of the site, the size of development and whether the site was greenfield or previously developed. Where viability was marginal, it could be increased, for example by reducing the affordable housing provision to 10%.

6.10 The Council acknowledges that economic circumstances may alter during the plan period and in addition grant assistance may assist the delivery of higher numbers of affordable homes on sites where viability is an issue. As such, 20% is considered to remain an appropriate starting point for affordable housing requirements in this plan. Policy SP10 refers to the fact that affordable housing provision will be sought ‘where viable’. Further information is provided in DM DPD Policy DM12 on how viability will be taken into account in determining affordable housing requirements.

6.11 In terms of types of affordable housing, given relatively low house prices in some parts of the Borough, the typical income needed to buy in the Borough is less than the income to rent. In addition the typical cost of buying a second hand home in the Borough is sufficiently affordable. The HENA 2018 states that the majority of additional affordable homes should be of a rented nature (i.e. social rent or affordable rent). Whilst there may be little demonstrated need for a discounted new build product, in some cases this may help people move out of the private rented sector into home ownership. This and other forms of affordable housing may also help diversify the housing offer for existing and future residents. This would also comply

with NPPF[54] which specifically requires that at least 10% of homes should be for affordable home ownership unless exceptions apply.

6.12 A new requirement for the provision of First Homes as part of the affordable housing contribution came into place in June 2021. First Homes are discounted market sale units which must be discounted by a minimum of 30% against the market value and be sold to those who meet certain eligibility criteria. First Homes are the government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations. Further details can be found in Planning Practice Guidance.

6.13 All affordable housing which is achieved through this policy will count towards the overall housing provision figure for the plan period.

Housing Density

6.14 The Council will seek to avoid homes being built at low densities unless specific circumstances can justify it, and it has not been identified that there is a shortfall of land in the area for meeting identified needs. This should take into account paragraph 124 of NPPF on achieving appropriate densities and consideration of other circumstances such as the need to safeguard the setting of a heritage asset. In line with NPPF, minimum density standards are set out in Policy SP10: Housing Provision and these will be implemented through planning decisions.

6.15 Whilst low density development will not be encouraged, the Council are mindful of the fact that the Borough already has a high volume of high density, small properties which lack outdoor space. A key strategic objective of the Council is to increase the supply of larger, family homes with adequate amenity space provision. Unlike some parts of the country, where higher densities would be appropriate, this Plan does not seek to significantly increase densities. Therefore, a density of 30 dwellings per hectare will be considered a standard minimum across the Borough, unless a proposed development is located in a town centre or close to good public transport links, where a minimum of 40 dwellings per hectare will be considered appropriate. Alternative density measures, such as plot ratios or bedspaces per hectare, will also be considered where this can demonstrate the effective use of land more appropriately.

Self-build

6.16 The Council maintains a Self-Build and Custom Housebuilding Register, with further information published on its website. It also has a duty under the Self and Custom Housebuilding Act 2015 to give suitable development permission to enough serviced plots of land to meet the demand for self-build and custom housebuilding in the area.

[54] NPPF paragraph 65

6.17 Levels of demand in Hyndburn for self-build have proven to be very low, with fewer than five applicants currently on the register (as of 2021). The Council provides enough suitable planning permissions for self-build to cover this low level of demand through the general Development Management function, and therefore no specific requirement for self-build is set out in the housing policies of the plan. This will be kept under review as part of the regular review of plans, and should demand increase to a sufficient level to warrant specific site allocations for self-build, this will be considered in a review.

Policy SP11: Suitable Range of Housing

1) The Council will seek to ensure that an appropriate range of housing is delivered in the plan period. The appropriate mix of housing will be determined on a site by site basis taking into account: the nature of the development site; the character of the area; up to date evidence of need; and the nature of the housing market in the local area, including viability. New housing development should aim to provide an appropriate mix of dwellings based on the following:

a) An appropriate mix of dwellings sizes within different tenures, broadly based on the following proportions[55]:

	1 bed	2 bed	3 bed	4+ bed
market housing	0-5%	40-45%	35-40%	15-20%
affordable home ownership	15-20%	55-60%	20-25%	0-5%
affordable housing rented	35-40%	30-35%	20-25%	5-10%

and

b) Provision of housing for older people, people with disabilities and wheelchair users taking into account the following:

i) The Council will support the provision of new housing for older people, people with disabilities and wheelchair users; and

ii) The development of Extra Care Home facilities for older people and bungalows will be supported.

2) New apartment developments (including Houses of Multiple Occupation) will only be supported where they would maintain the prevailing character and setting of the local area and are either:

a) within town centres or within walking distance (250m or closer) of town centres;

b) part of high quality developments in canal-side locations where the regeneration benefits of this type of development can be demonstrated;

[55] Unless an alternative mix of sizes can be justified due to individual circumstances, particularly if this may contribute to economic development.

c) part of strategic housing developments where there is a need to provide a wider range of house types; **d) in locations that are well served by public transport and the development would secure the efficient use of land; or** **e) part of a scheme that would involve the reuse or adaptation of a historic mill building in an appropriate location.**	
Policy Context and Relationships	
Core Strategy Policies replaced	H1: Housing Provision H2 Affordable Housing
Key NPPF para. Links	62-64
Key Policy links	DM10: New Residential Development DM12: Affordable Housing DM13: Development of Housing within Residential Gardens DM14: Housing with Care for Older People and People with Disabilities DM16: Housing Standards
Evidence for Policy	Housing and Economic Needs Assessment (2018/2021)

6.18 In addition to establishing an overall requirement and a requirement for affordable housing, NPPF also seeks to ensure an appropriate range in terms of size, type and tenure for specific groups as part of creating safe, accessible environments and promoting inclusion and community cohesion. The Borough's housing stock has a greater proportion of two bedroomed homes across the owner occupied, social rented and private rented sectors and fewer three and four bedroomed homes than the regional and national comparators[56].

6.19 In terms of property types, just over half of the stock comprises terraced properties, which is a significantly greater proportion then the regional and national comparators (about 25% and 30% respectively). By contrast the proportion of semi-detached and detached properties is considerably lower[57]. In addition, nearly 60% of the terraced stock is two bedroomed and these make up about 30% of the total stock whereas regionally and nationally, the proportions are much lower (about 12% and 8% respectively)[58].

6.20 The NPPF recognises that specific groups, including people with disabilities and older people may have a need for a full range of housing to support their requirements. In line with national and regional trends, the Borough is expected to see a notable increase in older persons during the plan period[59].

[56] Census 2011 (HENA table 56)
[57] 2011 Census
[58] 2011 Census, table CT0551
[59] HENA 2018 study, table 47

6.21 Given higher levels of disability and health problems among the elderly, it is likely that there will be an increased demand for specialised forms of housing across a range of types to meet these needs. This can include general housing, accessible and adaptable housing, and a range of retirement and specialised housing for those with support or care needs.

6.22 The mix of housing proposed is determined through the HENA study which recognises that the demand for different sizes of properties will vary across different tenures. The policy recommendations are based on the modelled future demand for different sizes of homes in different tenures and the economic growth scenario which the policies of this plan seek to deliver.

6.23 Adjustments to the outputs of the modelling recognise a range of issues which impact on the provision of certain types of housing. In the affordable rented sector, these relate to the limited flexibility of one bedroom properties for households and a limited stock of four or more bedroomed properties. The affordable home ownership sector is focussed on delivering two and three bedroomed properties for smaller family housing for younger households. Within the market sector, the outputs are focussed on more three and four-plus bedroom dwellings. This is consistent with the Council's objectives of diversifying its housing stock.

6.24 It is estimated that there will be a 32% increase in people aged 65 and over in the Borough by the end of the plan period[60]. The HENA study has sought to identify potential levels of additional specialised housing for older people in the Borough in the plan period in terms of housing with support (which covers retirement/sheltered housing) and housing with care (enhanced sheltered housing and extra care housing). In addition to projected future requirements based on population projections, the assessment recognises that the Borough has a higher level of disability than the national average. The tenure mix is also informed by the Index of Multiple Deprivation, with the HENA study showing that people with limiting long term health problems or a disability are more likely to live in social rented accommodation. Those entering specialised forms of housing are likely to release existing dwellings for others to use.

6.25 In total the HENA study indicates a need for 833 dwellings with support or care for older persons; 517 of which relates to housing with support and 316 relates to housing with care. 284 of the 833 dwellings would be for rent and 549 would be for leasehold/ownership. The requirements are shown in Table 3 below:

Table 3: Older Persons' dwelling requirements

Type of housing	Tenure	Projected requirement to 2036
Housing with support	Rented	106
	Leasehold	411
Housing with care	Rented	178

[60] HENA table 47

	Leasehold	138
Sub total		833

Source: HENA Study (table 51)

6.26 The HENA also shows an indicative level of need for 435 care beds[61] for older persons in the plan period. This need would be met through registered care and nursing provision which falls within Use Class C2 so does not form part of the overall dwelling requirement[62].

6.27 A draft Lancashire Housing with Care and Support Strategy[63] has been prepared to address the care and support needs of an ageing population and people with care needs. It seeks to move away from the traditional models of residential care and nursing homes and more towards meeting people's care and support needs in a way that promotes health, well-being and independence. There is currently no extra care scheme in Hyndburn. In view of the changing landscape of care provision, developers who wish to pursue care and support provision would be advised to undertake their own assessment of need.

6.28 It is necessary to consider whether the plan can make provision for delivery of all dwellings for older people, people with disabilities and wheelchair user homes in the plan period. Key considerations are the overall level of affordable homes required given that a significant proportion of all dwelling requirements for older people are in the rented category and that policies for wheelchair accessible homes should only apply where the local authority has allocation or nomination rights. Paragraph 6.9 and 6.10 above conclude that a 20% requirement for affordable housing in relation to sites with 10 or more dwellings is appropriate in the local context.

6.29 A requirement that 30% of the affordable housing be provided for older persons and accessible and adaptable housing is set out in DM DPD Policy 16. It is considered justified albeit with the recognition that it will not deliver that quantity identified in the HENA study. Furthermore, it is recognised that the needs of some people with disabilities and the elderly can be met through adaptations to the existing dwelling stock or moving between different dwelling types within existing stock, rather than solely through the provision of new dwellings. Privately funded or subsidised[64] adaptations to existing stock may go some way towards meeting such needs and ensuring people can stay in their own homes. The Council also recognises the role that bungalows (new dwellings and existing stock) can contribute to meeting the housing needs of elderly persons, people with disabilities and wheelchair users and will support the provision of this housing type within new development where it is feasible.

[61] defined as residential settings where a number of older people live, usually in single rooms with access to personal care services that can include nursing. This does not include registered care beds within C2 use class.
[62] Currently provision of new C2 bedspaces can contribute towards overall dwelling provision as set out in the Housing Delivery Test
[63] draft Housing with Care and Support Strategy 2018-2025, Lancashire County Council 2018
[64] e.g. Disabled Facilities grants

6.30 The Council recognises the important role that the private sector will have in meeting the housing needs of older people in the owner occupied sector and that this will be market led.

6.31 New apartment developments and Houses in Multiple Occupation (HMO) in Hyndburn will only be supported in the appropriate locations set out in Policy SP11 where they are well designed in terms of their appearance, size and setting. The Nationally Described Space Standards (NDSS), which set out minimum space standards and room sizes have been adopted by the Council for all new housing developments (where viable)[65], which includes the new build of (and conversion of existing buildings to) flats/apartments or HMOs.

Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision

1) The Council will make adequate provision for the needs of Gypsies and Travellers and Travelling Showpeople up to 2037 by:

a) allocating sufficient sites to meet the identified five year requirement for pitches for Gypsies and Travellers (both permanent and transit pitches) and identifying a supply of broad locations for Gypsy and Traveller sites for later in the plan period, as set out in Table 4 below;

b) protecting existing permanent sites which are authorised for Gypsy and Traveller and Travelling Showpeople use[66].

2) Proposals for new Gypsy and Traveller and Travelling Showpeople sites will be considered in line with Development Management Policy DM15.

Policy Context and Relationships	
Core Strategy Policies replaced	H3: Gypsy and Traveller Provision
Key NPPF para. links	62 and Planning Policy for Traveller Sites
Key Policy links	DM15: Gypsy and Traveller sites
Evidence for Policy	Gypsy and Traveller Accommodation Assessment (2019)

[65] See Policy DM16 of the Development Management DPD
[66] As identified on the Policies Map

Table 4: Gypsy and Traveller Site Allocations 2021-2037

Site Ref.	Site Name	Local Plan Area	No. of pitches
155	Land at Springvale	Accrington, Baxenden & Church	9
247	Sough Lane site extension	Oswaldtwistle & Knuzden	10
262	Land off Crossland Street, Accrington	Accrington, Baxenden & Church	4
266	Land off Enfield Road	Huncoat	15
	Broad location for growth:		
	Land adj. Sankey House Farm	Clayton-le-Moors and Altham	15
	TOTAL		**53**

6.32 A number of established Gypsy and Traveller sites are located within the Borough. The Council's Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTAA) 2019 evidences the need for gypsy and traveller pitches in the Borough over the plan period. No requirement for travelling showperson plots was identified.

6.33 The Council has identified specific, deliverable sites to provide at least 5 years' worth of sites against its locally set targets through policy SP1 and SP12. It has also identified developable sites and broad locations for such use for years 6-15 in line with national policy. It will also protect existing sites from being lost to other uses by allocating them as Gypsy and Traveller sites. Applications for new gypsy and traveller or travelling showpeople sites on sites that are not allocated in the Local Plan will be assessed in accordance with the criteria set out in the adopted DM DPD policy DM15.

6.34 Existing and allocated Gypsy and Traveller sites and existing Travelling Showperson sites are identified on the Policies Map.

7.0 Protecting and enhancing the environment

7.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 3: To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.

- Creating an environment that will give people the opportunity to adopt a more active and healthy lifestyle that will improve health and increase life expectancy;
- Increasing levels of participation in sport, leisure and physical activity by the protection and enhancement of existing sports and recreation facilities and through the development of Green Infrastructure that is accessible.

Strategic Objective 4: To conserve and, where appropriate, enhance a valued urban and rural environment that is ready to address the causes and effects of climate change

- Protecting and enhancing the Borough's existing natural, built and cultural heritage resource (including townscape heritage initiative historical shop front improvements);
- Delivering a programme of improvements / visual appearance along access routes into Accrington town centre;
- Developing green infrastructure by connecting and developing networks of footpaths, open space, parks, protected sites and watercourses;
- Promoting a sustainable, stable and safe approach to all new and existing building development, infrastructure, energy use and carbon emissions and use of natural resources;
- Achieving development that provides high standards of design, maintenance and security; and
- Giving particular emphasis to achieving development that contributes to the local character and distinctiveness of the natural, built and cultural heritage and attracts greater leisure use and enjoyment.

7.2 This section will set out the way in which the Local Plan will protect and enhance the environmental quality of the Borough. It recognises the intrinsic character and beauty of the countryside and the wider benefits associated from the natural environment and ecosystems. The Borough's landscape setting and environment contribute towards the image, identity and prosperity of the Borough and Pennine Lancashire and is a valuable resource for residents and visitors.

7.3 Alongside the natural environment, the Borough also benefits from having a rich industrial and built heritage with ten conservation areas and over 100 listed buildings that connect modern day Hyndburn with its industrial past. The Local Plan will present a framework for the development of a high quality urban environment that is well connected to the countryside, whilst at the same time affording protection to the built assets of the Borough. Health, well-being and the quality of life experienced by

people in Hyndburn will all be influenced by the quality of the urban and rural environment.

Policy SP13: Climate Change and Sustainable Development

1) All development must mitigate against the likely effects of Climate Change on present and future generations and minimise negative impacts on the environment. This will be achieved by:

a. Adhering to any national or local policy or guidance on climate change measures or technical standards relating to energy use in place at the time of the proposed development, such as the Future Homes / Buildings Standard;
b. Proposals which support the target to achieve net-zero carbon in Hyndburn Borough Council activities by 2030 will be supported;
c. Ensuring that new development is in sustainable locations, is easily accessible to goods and services, can be accessed on foot and by bicycle and improve links with public transport networks;
d. The use of energy saving and energy efficiency measures and incorporating renewable and low and zero carbon energy infrastructure wherever possible;
e. Minimising energy consumption by taking advantage of natural energy, including passive solar gain, through the location, orientation and design of development;
f. Ensuring that new development is directed away from areas at high risk of flooding and incorporates appropriate mitigation against flooding in areas of lower risk;
g. The incorporation of sustainable drainage systems and improving water efficiency standards by incorporating measures to recycle and conserve water resources;
h. The inclusion of greenspace and green infrastructure, landscaping and habitat related enhancements[67];
i. Ensuring that new development makes adequate provision for waste collection and recycling and encouraging the use of locally sourced, reclaimed, recycled or low environmental impact products in design and construction and provide facilities for effective waste management in the operation of development;
j. Ensuring that contaminated land, land stability and other risks associated with coal mining and mineral extraction are considered and, where necessary, addressed through appropriate remediation and mitigation measures;
k. Ensuring that potentially polluting industrial and waste development will not have an unacceptable adverse impact on the environment or neighbouring properties or businesses; and
l. Take account of the impact of development on soils.

Policy Context and Relationships

[67] See also Policies SP14, 15 and 16

Core Strategy Policies replaced	Env4: Sustainable Development & Climate Change
Key NPPF para. links	152-160
Key Policy links	SP14: Green Infrastructure SP15: Landscape Character SP16: Natural Environment Enhancement SP17: Renewable Energy DM18: Protection and Enhancement of the Natural Environment DM20: Flood Risk Management and Water Resources DM24: Contaminated or unstable land and storage of hazardous substances DM25: Pollution Control DM26: Design Quality and Materials DM31: Waste management in all new development
Evidence for Policy	Strategic Flood Risk Assessment (2022)

7.4 In September 2019, Hyndburn Borough Council declared a climate emergency, alongside the completion of a Green Review of its own activities. Climate change is a cross-cutting theme and there are a number of strategic objectives and policies within the Local Plan that will help ensure that development within Hyndburn is sustainable and contributes towards reducing the harmful effects associated with Climate Change. Policy SP1: The Spatial Development Strategy prescribes a strategy that will deliver a sustainable pattern of development across the Borough for the Plan period and beyond.

7.5 Much of the new legislation and powers to ensure low or zero carbon development will be found within Building Regulations rather than in planning policy. Nevertheless, the planning system should support the transition to a low or zero carbon future in a changing climate and respond accordingly to any new legislation or national policy which emerges. This is a constantly evolving area and the Council will support any efforts to tackle climate change brought in. In doing so, the Plan seeks to avoid developments in areas where there may be increased risk of flooding or which would be vulnerable to the range of impacts arising from climate change. New development should reflect best practice in terms of sustainable design and construction, minimises carbon emissions and is resilient to the effects of climate change.

Sustainable Locations

7.6 One of the key aims of the Local Plan is to secure sustainable patterns of development in Hyndburn so that people live close to goods and services and there are opportunities to use sustainable means of transport. Sites allocated in the Local

Plan have been assessed against a range of criteria (agreed in the Site Assessment Methodology) to ensure that future development is in sustainable locations.

7.7 The development of unallocated sites within the urban area for residential development will generally be supported in principle (under the assumption that they represent a sustainable location) provided they are well designed and will not give rise to unacceptable adverse impacts in accordance with the policies of the Local Plan.

7.8 The towns and townships in Hyndburn are compact and have been described as good examples of sustainable development[68]. Shops and employment sites are located close to residential areas and there is often a choice of public transport. In Huncoat, where larger scale development is planned, it will also be necessary to ensure that new shops and services are provided in a manner that will meet future needs and improve proximity of residents to goods and services.

Minimising energy consumption

7.9 The Council will support future planning legislation and policy on energy efficiency measures, recognising that many of the technical requirements will be covered under Building Regulations.

7.10 The design, orientation and layout of all new developments must achieve effective passive solar gain and install and operate an appropriate solar renewable installation, unless these can be proved to be unsuitable or unviable. This approach is supported by National Planning Policy Guidance and Policy DM26 of the DM DPD, which sets out more detail on the design of new development and the matters that will be taken into consideration.

Flooding and Sustainable Drainage

7.11 One of the most significant impacts associated with climate change is increased risk of flooding and it is therefore important to ensure that development is directed away from areas at risk of flooding in line with national policy. Where development is necessary in areas at risk it should incorporate measures to make it safe from flooding without increasing risks elsewhere, and all new development should manage surface water drainage in line with the advice provided by the Environment Agency and Lead Local Flood Authority. Sites allocated for development in the Borough's Local Plan will be assessed to ensure that they are in appropriate locations where they will not be at risk of flooding.

7.12 In Hyndburn there are a variety of watercourses within or adjacent to urban areas that present a risk of flooding. In urban areas these rivers are often contained within old culverts and the ability of these structures to cope with high water levels is the

[68] Accrington Area Action Plan.

most common cause of flooding in Hyndburn. This is often a result of under capacity in the system or a blockage caused by debris or partial collapse due to age. During the Plan period the Council will work with Lancashire County Council, the Environment Agency and United Utilities to produce a Surface Water Management Plan (SWMP) that would seek to identify limitations in infrastructure and a means of addressing those limitations or improving infrastructure.

7.13 In order to ensure that new development does not increase the risk of flooding it is important that it incorporates sustainable drainage systems unless there is clear evidence that this would be inappropriate. Sustainable drainage systems should be designed in line with best practice and the advice from the Lead Local Flood Authority (Lancashire County Council) and should set out the means by which they will be managed. This would normally be achieved through an appropriate legal agreement that would prescribe the maintenance provisions for the lifetime of the development.

7.14 Proposals should consider measures to address heavily modified water courses linked to the development, for example de-culverting, removal of barriers, reconnections with flood plains, improved riparian planting and so on. Proposals should also consider measures to address water pollution from urban and rural sources, including uses of sustainable drainage and guidance set out in new "Farming rules for water", published by DEFRA.

7.15 Policy DM20 of the DM DPD sets out in more detail the approach that should be taken when considering flood risk and surface water drainage. Provision of greenspace, landscaping, habitat enhancements and the use of permeable hard surfaces within the development site all help to reduce pressure on existing drainage infrastructure.

Waste collection, recycling and sustainable construction

7.16 New development must make adequate provision for the management of waste and materials for recycling by ensuring that these details are included as part of development proposals. Policy DM 31 of the DM DPD sets out in more detail the approach that will be taken to managing waste and recycling in new developments.

7.17 Where possible, developers will be encouraged to source materials locally and utilise reclaimed or recycled materials. For example, former industrial sites often have large areas of concrete hardstanding that can be crushed and used in the redevelopment of the site. Although it is not possible to use planning controls to insist on use of local products, it is nonetheless something that developers can be encouraged to do.

Contaminated Land and former Mineral Workings

7.18 The Local Plan seeks to support the development of under-utilised land and buildings in sustainable locations[69]. However, in Hyndburn there are a variety of former industrial sites that are contaminated and require remediation before being redeveloped or put into a new use. The legacy of coal mining and historical industrial activities within Hyndburn also has the potential to give rise to environmental and public safety hazards and the remediation of these sites can provide long term environmental benefit.

7.19 Whilst most past mining is generally benign in nature, potential public safety and stability problems can be triggered or uncovered by development activities. Many previously developed sites exhibit contamination and potential risks often extend beyond the site boundaries. However, well planned developments that take into account risks and incorporate appropriate remediation and mitigation measures can help address this legacy to the benefit of local communities and in the overall interests of sustainability and public safety. In order to help bring forward previously developed sites the Council has included a range of sites on Part 1 of the Brownfield Register and included these as site allocations.

7.20 Policy DM24 of the DM DPD sets out in more detail the approach that should be taken when managing planning applications on sites that are contaminated or have been affected by former mineral workings.

Pollution Control

7.21 One of the main purposes of the planning system is to manage the use of land in the public interest and in doing so to prevent incompatible land uses from being located next to each other and ensure that new development does not have an unacceptable impact on the environment or amenity. Policy DM25 of the DM DPD sets out in more detail how this will be achieved.

Water supply

7.22 There is a need to engage with the statutory undertaker for water for development proposals on water catchment land relevant to the Borough.

Soil

7.23 The area's soils are valued as a multi-functional resource, underpinning wellbeing and prosperity. Development proposals should take full account of the impact on soils, their intrinsic character and the sustainability of the many ecosystem services they deliver. The plan should also safeguard the long term capability of the best and most versatile agricultural land (Grades 1, 2 and 3a).

[69] Consistent with NPPF, para 119 and 120.

Policy SP14: Green Infrastructure

1) Green Infrastructure resources will be protected, enhanced and extended; by linking these resources, a multi-functional Green Infrastructure network will be created (including an eventual Nature Recovery Network[70]). Where developments are within, or in close proximity to, the Green Infrastructure network they will be expected to contribute towards its protection and enhancement.

Policy Context and Relationships	
Core Strategy Policies replaced	Env1: Green Infrastructure
Key NPPF para. links	175
Key Policy links	SP8: Open Space Provision SP16: Natural Environment Enhancement DM18: Protection and Enhancement of the Natural Environment
Evidence for Policy	Open Space Audit (2022) Lancashire Green Infrastructure Strategy (2009)

7.24 Green Infrastructure is defined in NPPF as a *network of multi-functional green and blue space and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity.* It is a network of environmental and community resources and multi-functional open spaces that includes formal parks, gardens, allotments, woodlands, green corridors, rights of way, playing fields, outdoor sports and recreation facilities, street trees, open countryside and also includes rivers, streams, canals and other water bodies (sometimes called 'blue infrastructure'). It comprises all environmental resources including sites of ecological and geological value and thus a green infrastructure approach contributes towards sustainable resource management.

7.25 In addition to supporting local biodiversity, Green infrastructure has multiple other benefits, including those relating to climate change mitigation and adaptation. These benefits include: supporting healthy living environments through providing urban cooling, local flood risk management, carbon sequestration, and local access to shady outdoor space.

7.26 Some of the significant resources contributing to the Green Infrastructure network of the Borough include the Leeds and Liverpool canal corridor, Hyndburn Greenway (part of the National Cycle Network) and local linkages which need to be provided for improved accessibility, the Local Nature Reserves (LNR's) at Foxhill Bank,

[70] The Nature Recovery Network will form a significant part of the Borough's Green Infrastructure network. This is an on-going national project and will be specifically identified in future Local Plans.

Woodnook Vale and the Coppice. Linkages and enhancements can also be made with the more formal provisions of parks, sports and recreational facilities, numerous playgrounds and youth facilities such as skate parks and multi-use games areas, together with cricket grounds and golf courses. Green infrastructure networks are identified in the Policies Map but it is important to note that there will be other areas of green infrastructure which are not identified but do still contribute to the overall network, to which the policy also applies.

7.27 Enhancements to green infrastructure may also include measures to improve the water environment, linking to measures to reduce flood risk such as interventions to "slow the flow" and utilise natural flood risk management. This could include use of wetlands for water storage in peak flow, and an increase in tree cover in upland areas and the use of "leaky" dams in open spaces

7.28 Creating an attractive high quality environment in and around our towns and villages is critical if Hyndburn is to attract people and businesses into the area and retain those who already live here. Encouraging people to access the countryside, walk and cycle is not only good for their health and well-being but it also helps the rural economy. It will also assist in mitigating and adapting to the impacts of climate change.

7.29 There are acknowledged economic and health benefits associated with closer integration of urban areas with rural areas and the development of networks that allow movement from one area into another. The enhancement and protection of the countryside between, and around, towns is also essential if Hyndburn is to be seen as an attractive place to visit and to do business. It is also important for its intrinsic landscape and ecological value. Large areas of Pennine Lancashire are designated Green Belt, are within an Area of Outstanding Natural Beauty (AONB) or have landscape or ecological value. Part of the Borough, including the village of Belthorn, falls within the West Pennine Moors. This area is managed with a view to encouraging enjoyment of the countryside whilst at the same time promoting sustainable regeneration of the area and protecting and conserving its natural and cultural heritage. Together these elements all form part of the sub-region's green infrastructure and contribute towards the concept of Pennine Lancashire as a Green City.

7.30 To maximise the benefits of green infrastructure it will be necessary to ensure that Hyndburn works with its neighbours to ensure that green infrastructure is not restricted by administrative boundaries and that it is developed and enhanced through the Local Plans of each authority, using the Lancashire Green Infrastructure Strategy as a basis for this.

Policy SP15: Landscape Character **The design of new development will be required to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features.**	
Policy Context and Relationships	
Core Strategy Policies replaced	Env3: Landscape Character
Key NPPF para. links	174
Key Policy links	DM16: Natural Environment Enhancement
Evidence for Policy	National Character Area Profiles (Natural England)

I stand on top of Accrington's hill the Coppice, now with wooded slope. No chimneys mar the skyline No buildings grimed by smoke Yes Hyndburn is now beautiful, as I always knew she would be, with greening slopes and purpling moors blessing Lancashire's Hill Country.
Yes, no matter where I wander, wherever I may roam, My own dear Lancashire's Hill Country will always call me home.

Extract from "Lancashire Hill Country". Source: Ex-Lancs on line.

7.31 One of the most understated assets of the Borough is its attractive countryside bordering all the urban areas. It provides a high quality setting for the urban areas with highly accessible opportunities for recreation, recently enhanced through the designation of Lancashire's two largest Local Nature Reserves at Woodnook Vale and the Coppice. The built up areas benefit from having high quality parks and a network of less formal open spaces.

7.32 At a national level, Natural England has developed Landscape Character Profiles that seek to establish the key landscape characteristics for an area. The built up areas of the Borough and land to the north is characterised within the Lancashire Valleys[71] by Natural England whilst the upland area south of Accrington is within the Southern Pennines[72]. The Southern Pennines comprise a landscape of large scale sweeping moorlands, pastures enclosed by drystone walls and small settlements contained within narrow valleys. Accrington sits in the shadow of Oswaldtwistle Moor which forms part of the West Pennine Moors Site of Special Scientific Interest (SSSI) that supports an extensive mosaic of upland habitats and features including blanket bog, flushes and grasslands.

[71] Natural England, National Character Area Profile: 35 Lancashire Valleys
[72] Natural England, National Character Area Profile: 36 Southern Pennines

7.33 New development should be visually attractive as a result of good architecture, layout and appropriate landscaping and is sympathetic to local character and history, including the surrounding built environment and landscape setting[73]. The NPPF seeks to protect and enhance valued landscapes and recognise the intrinsic character and beauty of the countryside.

7.34 Where proposals are likely to have a significant visual or landscape impact the applicant will be expected to submit a Landscape and Visual Impact Assessment that assesses the impact of the proposed development and recommends means by which identified impacts can be mitigated.

Policy SP16: Natural Environment Enhancement

1) Opportunities for natural environment enhancement will be secured by ensuring that all development affecting ecological or geological resources:

a. Protects, enhances and manages those resources; and

b. Firstly seeks to avoid significant harm to biodiversity; if this cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, planning permission will be refused (as set out in paragraph 180 of NPPF);

c. Secures a minimum of 10% measurable net gain for biodiversity and ensures that on-going management measures are in place; and

d. Contributes towards an effective ecological network through expansion and re-connection of environmental resources identified in the Green Infrastructure Network and other areas of Green Infrastructure, particularly where such improvements would complement local regeneration priorities and improvements to health and well-being.

2) The level of protection afforded to ecological and geological resources will be commensurate with their level of importance and sensitivity.

3) All development must (where practicable to do so) incorporate biodiversity improvements, especially where this can secure measurable net gains for biodiversity.

Policy Context and Relationships	
Core Strategy Policies replaced	Env2: Natural Environment Enhancement
Key NPPF para. links	174, 179-182
Key Policy links	SP14: Green Infrastructure DM17: Trees, Woodland and Hedgerows

[73] NPPF paragraph 130.

	DM18: Protection and Enhancement of the Natural Environment DM19: Protected Species
Evidence for Policy	

7.35 Measures that enhance, expand and connect these resources will contribute towards the development of a robust ecological framework in a manner that addresses the priorities of the Lancashire Biodiversity Action Plan and issues of habitat fragmentation and species isolation. The Council will be seeking to identify a Nature Recovery Network to help meet these aims.

7.36 The Local Plan takes a strategic approach to the protection and enhancement of habitats and green infrastructure consistent with international and national policy. Oswaldtwistle Moor forms part of one of the largest Sites of Special Scientific Interest in North West England and the geological features at Harper Clough and Smalley Delph to the north of Rishton are also of national importance. There are a number of Biological Heritage Sites across the Borough which have been identified by Lancashire's Biological Heritage Sites Review Panel as being of regional importance.

7.37 Recognising the importance of integrating town and country, the Borough has three Local Nature Reserves (LNR's). Foxhill Bank is a hidden oasis nestled in a shallow valley in the heart of Oswaldtwistle where history and industry meet natural beauty. Woodnook Vale and the Coppice are the largest LNR's in Lancashire and were designated in 2018, giving residents of Accrington ready access to the countryside. These areas comprise extensive areas of countryside, woodland and upland areas and provide a valuable recreational and ecological resource for local residents, schools and visitors.

7.38 As well as designated areas, there is a wide variety of habitat types including some identified as priority habitats such as upland oak woodland at Priestly Clough, blanket bog and heathland at Oswaldtwistle Moor, and some small but significant areas such as reed beds at Platts Lodge in Accrington. The Nature Recovery Network will identify locations where expansion or enhancement would be beneficial, including opportunities to introduce biodiversity value and linkages within the urban area. This will form a significant component of the overall wider Green Infrastructure Network set out under Policy SP14.

7.39 Trees woodlands and hedgerows also form an important part of Hyndburn's landscape and ecological resource and make a vital contribution towards creating a sense of place, habitat linkages, mitigating climate change, and making an area more attractive providing recreational opportunities. Policy DM17 of the DM DPD sets out the approach that is expected to be taken when development proposals affect trees, woodland and hedgerows.

7.40 In the first instance, it is important to protect natural resources and at a strategic level the Local Plan does this by directing development away from important or sensitive sites. For the most sensitive sites (including Sites of Special Scientific Interest, Special Areas of Conservation, and Special Protection Areas) it is not just the site boundary itself, but any associated impact risk zones[74] that will be applied in this policy approach.

7.41 Where development proposals are likely to affect natural resources, the level of protection afforded to those resources will be commensurate with their importance and their designation, the highest levels of protection being afforded to resources of international or national importance whilst the degree of importance afforded to resources of regional or local importance will depend on a variety of factors including their contribution towards the ecological network and their vulnerability. The hierarchy set out in paragraph 175 of NPPF will be applied to development affecting natural resources.

7.42 New development should be sited and designed to minimise impacts on natural resources, but where impacts arise it will be necessary for these to be appropriately mitigated, and for the mitigation to incorporate a level of net gain commensurate with the more detailed policy framework set out in the DM DPD and in line with national policy and guidance. Development should seek to provide a minimum of 10% measurable biodiversity net gain which can be quantified through the use of tools such as such as the Defra biodiversity metric[75]. Mitigation proposals should be accompanied by appropriate mechanisms for the management of natural resources and these measures would normally be secured through a legal agreement.

7.43 Policy DM18 of the DM DPD sets out in more detail the approach that will be taken when development proposals affect the natural environment. Policy DM19 of the DM DPD sets out in more details the approach that will be taken where development affects protected species or their habitat.

Policy SP17: Renewable Energy

1) In order to contribute towards an increase in the use and supply of renewable energy the development of renewable energy within areas of search will be supported provided that measures are taken to avoid and, where appropriate, mitigate negative impacts arising from the construction and operation of the development.

2) Developers must engage with the community, local authority and other relevant authorities at an early stage prior to the formal submission of any proposals and large scale renewable energy developments shall make provision for direct

[74] A GIS tool developed by Natural England to make rapid initial assessment of the potential risks posed by development proposals
[75] The latest version of the metric (Biodiversity Metric 3.0) can be found on Natural England's website

community benefits over the period of the development. At the end of the consented period or the cessation of energy generation, wind energy developments should be removed and the site satisfactorily restored. **3) When located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development. In such cases, developers will need to demonstrate very special circumstances if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources.** **4) Proposals which support the target to achieve net-zero carbon in Council activities by 2030 will be supported.**	
Policy Context and Relationships	
Core Strategy Policies replaced	Env5: Renewable Energy
Key NPPF para. links	158
Key Policy links	SP13: Climate Change and Sustainable Development SP25: Development in rural areas DM30: Wind Energy
Evidence for Policy	Exploring the Potential for Renewable Energy Development in Blackburn with Darwen & Hyndburn (2012)

7.44 As referenced in 7.4, the Council's Climate Emergency declaration and Green Review identified a range of actions with a headline target to achieve net-zero carbon in Council activities by 2030 and to produce a measured baseline. Policy SP17 aims to support this target.

7.45 The Government's objective of sustainable, reliable and affordable energy for all is developed in national policy on Climate Change which encourages the use of renewable and low carbon energy, including microgeneration, to supply new development. Diversity in the provision of energy is considered fundamental and essential to maintain security of electricity supply. Hyndburn Windfarm, on Oswaldtwistle Moor, represents a significant source of renewable energy, generating enough electricity to power over 50% of the households in Hyndburn[76], and energy is also recovered through the combustion of landfill gas at Whinney Hill Landfill Site.

7.46 Whilst it is recognised that renewable energy is required to help offset the impacts of Climate Change and that it creates environmental benefits, it also has the potential to give rise to a variety of impacts. It is important that these are properly understood and assessed as part of development proposals for renewable energy and Policy

[76] The Planning Statement submitted alongside planning application 11/09/0512 estimated that the development of 12 turbines would generate 72.2 million KWh of electricity, sufficient to meet the electricity requirements of the equivalent of 52.2% of households in Hyndburn when the application was prepared.

SP17 and DM30 of the DM DPD will ensure that the impacts are mitigated where appropriate.

7.47 Additionally, the development of large windfarms will be visible from many parts of the Borough. As well as ensuring the cumulative impacts of these developments are properly considered, the developers of all large scale renewable energy developments should ensure that an element of the scheme will be dedicated to the generation of financial support for local community projects over the lifetime of the scheme. This will help compensate the community for the long term impact on one of the Borough's most important environmental resources – the surrounding countryside and moorland.

7.48 Policy DM30 of the DM DPD sets out in more detail the matters that should be taken into consideration when considering proposals for wind energy development in particular. This policy also considers the approach that will be taken to proposals for wind energy development in the Green Belt, and the importance of restoring sites when renewable energy is no longer being generated or the development has reached the end of its consented period.

Policy SP18: High Quality Design

1) The character and quality of Hyndburn's urban and rural environments will be conserved and enhanced through high quality design consistent with the principles set out in other relevant policies of the Local Plan[77], Design Codes and more specific guidance documents[78]. New Development must:

- **i. function well and add to the overall quality of the area for the lifetime of the development;**
- **ii. be visually attractive, well laid out and must where necessary incorporate effective landscaping;**
- **iii. be sympathetic to local character and history;**
- **iv. establish or maintain a strong sense of place;**
- **v. create places that are safe, inclusive and accessible that promote health and well-being and enable people to live active lives;**
- **vi. take any available opportunities to demonstrate how it can be delivered in the most sustainable manner by introducing innovative design that considers topography, landscape and ground conditions; and**
- **vii. adhere to any requirements set out in specific Design Codes[79].**

Policy Context and Relationships

[77] Such as Hyndburn Development Management DPD, Accrington Area Action Plan
[78] Householder Design Guide, other Supplementary Planning Documents and Masterplans and other guidance such as Sport England and Public Health England's Active Design Guidance
[79] As well as the Huncoat Design Code, the Council intends to produce further Borough-wide or area specific Design Codes during the Plan period.

Core Strategy Policies replaced	Env6: High Quality Design
Key NPPF para. links	126-136
Key Policy links	DM26: Design Quality and Materials DM27 The Control of Advertisements DM28 Shop Fronts and Security Shutters DM29 Environmental Amenity DM31 Waste Management in New Development
Evidence for Policy	

7.49 The NPPF recognises that high quality design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. The creation of high quality buildings and places is fundamental to what the planning and development process should achieve and the planning policy framework should clearly set out what is required from developers and architects. In particular, the Council intend to make use of Design Codes, which provide detailed guidance on the standard of design required to ensure new developments create high-quality places. A Design Code includes both images and text to describe design 'rules' that must be followed by developers as well as broader expectations for good design. A Huncoat Design Code has been produced and the Council intend to use the model developed in that location to prepare Design Codes for other parts of the Borough.

7.50 The design of major or significant developments should be an important consideration throughout the evolution and assessment of planning proposals and there should be early engagement between developers and the local authority on design. In line with best practice, the Council operates a pre-application advice service to assist developers in the preparation of planning applications. Proposals that will play a significant role in local place making will be expected to undertake a formal "design review" which will be funded by the developer[80]. Proposals that are poorly designed and fail to improve the character and quality of an area or do not meet the requirements of a Design Code will not be supported. Similarly, proposals to erode the design quality of approved schemes, for example through changes to planning conditions, will not be supported[81]. Policies DM26 Design Quality and Materials and DM10 New Residential Development of the DM DPD set out the detailed criteria that should be satisfied for new development to make a positive contribution towards Hyndburn being a successful, sustainable and attractive place.

7.51 Well-designed development can significantly assist the regeneration of an area and it is important that existing poorly designed buildings are not used as a reason to justify poor quality design in new development proposals.

[80] Further details set out in DM DPD Policy DM26: Design Quality and Materials
[81] As set out in para 135 of NPPF.

7.52 New development offers the opportunity to re-establish local pride in our towns through new landmark buildings and innovative designs. Innovative high quality design will be promoted and welcomed in schemes involving landmark buildings or in prominent locations within the Borough. There is great potential for new developments to improve the environmental quality, and quality of "place", of these areas thereby improving their attractiveness and the quality of life for those who live and work there. New development and major refurbishment schemes will also be expected to be designed in a way that reduces opportunities for crime, in line with national policy and the principles and security specifications set out in *Secured by Design*.

7.53 The design and masterplanning of development proposals should embrace the role they can play in supporting healthy lifestyles by facilitating participation in sport and physical activity. To help achieve this, they should, as far as is relevant to the specific development proposal, incorporate Active Design Principles[82].

Policy SP19: Heritage

1) The design and use of new development should conserve and enhance heritage assets in a manner appropriate to their significance, consistent with the principles set out in relevant policies of the Local Plan[83] and other guidance[84].

2) Developments which will help in the management, conservation, understanding and enjoyment of the Borough's historic environment, especially for those assets which are at risk, will be encouraged. Particular attention will be paid to the conservation of those elements which contribute most to Hyndburn's distinctive character and sense of place.

3) Proposals affecting a designated heritage asset (or an archaeological site of national importance) should conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is clearly justified and outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in those circumstances set out in the NPPF.

4) Proposals which would remove, harm or undermine the significance of a non-designated heritage asset will only be permitted where the benefits are considered sufficient to outweigh the harm having regard to the scale of any harm and the significance of the asset.

[82] As set out in Sport England/Public Health England: Active Design guidance - Planning for health and wellbeing through sport and physical activity
[83] Hyndburn Development Management DPD, Accrington Area Action Plan
[84] Relevant Masterplans, NPPF and Planning Policy Guidance

5) The Council will take a positive approach to the conservation and enhancement of heritage in the Borough, taking into account: **a. The need to ensure that buildings are put to a viable use, consistent with their conservation;** **ii. The wider social, cultural, economic and environmental benefits associated with conservation of the historic environment, and;** **iii. The need for new development to make a positive contribution to local character and distinctiveness.**	
Policy Context and Relationships	
Core Strategy Policies replaced	RA2: Historic Character and Identity
Key NPPF para. links	189-208
Key Policy links	DM22: Heritage Assets DM23: Demolition of Unlisted Buildings and Structures in Conservation Areas DM26: Design Quality and Materials
Evidence for Policy	

7.54 National planning policy asserts that heritage assets range in their value and significance. However, all should be considered an irreplaceable resource, and should be conserved in a manner that is appropriate to their significance. It is important to recognise that there are heritage assets within the Borough that are not designated but are of heritage value, for example the historic parkland at the Dunkenhalgh, Clayton-Le-Moors. These will need to be assessed on a case by case basis.

7.55 In considering potential impacts on heritage assets of proposed new development, the Council will apply the policy framework set out in NPPF in relation to significance and harm.

7.56 The Borough has a strong historic legacy of agricultural settlement followed by industrial growth which is at the heart of the area's local character and identity and which contributes towards a strong sense of place. Historic centres at Accrington, Church, Clayton-le-Moors, Great Harwood and Oswaldtwistle; and rural settlements at Altham, Stanhill and Tottleworth are designated as Conservation Areas. Policy SP19 asks that particular attention is paid to the conservation of those elements which contribute most to Hyndburn's distinctive character and sense of place. These include:

- The legacy of buildings associated with the Borough's role as one of the leading centres of textile manufacture including the mills, warehouses, weaving sheds, reservoirs, chimneys, cotton exchanges, and terraced

housing together with the associated public parks, town Halls, libraries and other public buildings;

- The buildings, bridges, locks and other structures associated with the Leeds-Liverpool Canal especially the former chemical works associated with bleaching, dyeing and Calico printing;
- Buildings constructed from the distinctive “Accrington NORI" bricks;
- The remaining groups of handloom weavers cottages in the rural settlements;
- The legacy of 18th and 19th century Methodist and other nonconformist chapels.

7.57 There are 140 listed structures in Hyndburn including a Grade 1 listed manor house at Martholme in Great Harwood and 9 Grade II* properties. The Borough is undertaking a programme of conservation area appraisals and management plans that will be used to ensure that the local heritage is recognised and protected. These inform decisions on development proposals within or adjacent to conservation areas.

7.58 The Borough’s only Scheduled Ancient Monument, Aspen Colliery and Coke Ovens, adjacent to the Leeds and Liverpool Canal near Church, is currently in a poor condition. There are also a wealth of other locally important buildings and structures that contribute to the value of the Borough’s cultural assets and warrant protection. The Council will work with other agencies and land owners to promote the protection and enhancement of historic buildings and features and will use the statutory powers it has available when appropriate.

7.59 Protection, conservation and enhancement of the historic environment will support conservation led regeneration, exploiting the potential of the Pennine textile mill town heritage and traditional rural villages and market towns.

7.60 As a means of seeking to enhance the built heritage of the Borough, new developments that involve nationally or locally important buildings will be expected to contribute towards their continued protection and enhancement and be designed to a high standard taking into consideration setting and context.

7.61 There is a distinctive and cohesive local townscape character across the Borough resulting from large scale but compact expansion of settlements during the 19th century; development of the Leeds and Liverpool Canal; and consistency of building types, detailing and use of local stone and Welsh slate. Although loss of character and quality in buildings and public realm is evident in some areas and in historic centres, the presence of existing poor quality urban environments is not a reason to justify poor quality design in new developments.

Policy SP20: Environmental Amenity and Air Quality

1) **Proposals for new development will be permitted only if it is demonstrated that the material impacts arising by virtue of traffic, visual impact, noise, dust, emissions, pollution, odour, over-looking or loss of light, or other nuisances will not give rise to unacceptable adverse impacts or loss of local amenity and can be properly controlled in accordance with best practice and recognised standards. New development should ensure that the occupiers of the new development will enjoy an appropriate standard of amenity and will not be adversely affected by neighbouring uses (whilst taking account of the Agent of Change principle set out in NPPF[85])**

2) **Proposals for new development that will generate high volumes of traffic will only be permitted if it is demonstrated that they will not have an unacceptable adverse impact on air quality. Developments should identify opportunities to improve air quality or mitigate impacts through the design and management of the development or associated infrastructure.**

Policy Context and Relationships	
Core Strategy Policies replaced	Env7: Environmental Amenity
Key NPPF para. links	130, 187
Key Policy links	DM29: Environmental Amenity
Evidence for Policy	Hyndburn annual Air Quality Report

7.62 It is important that new residential and householder does not have an unacceptable impact on the amenity or privacy of neighbouring development and should comply with the standards prescribed in the Council's Householder Design Guide.

7.63 There are many types of development that have the potential to cause nuisance or loss of amenity to their neighbours or result in some form of pollution. There are locations that may be more sensitive to any pollution event, such as in close proximity to watercourses. This policy seeks to ensure that the potential impacts arising from the development, or its operation, will not give rise to unacceptable adverse impacts on people or the environment. Policy DM29 of the DM DPD complements this policy and provides more detail in relation to the approach that will be taken to assessing the acceptability of new residential development.

7.64 In urban areas increasing concern is being expressed about the impact that increases in traffic are having on air quality, and in turn on the health of local residents. Developments that have the potential to generate large numbers of

[85] NPPF paragraph 187

vehicles should be supported by evidence that demonstrates how traffic will be managed and how any impacts will be mitigated, for example through traffic and travel management and green infrastructure provision, an approach that is advocated by national policy[86].

7.65 Although there are no Air Quality Management Areas (AQMA) in Hyndburn, air quality has previously been considered to be an issue in the vicinity of the "Hare and Hounds" junction at Clayton-Le-Moors. New development that would result in a material increase in the number of vehicles that use that junction will be carefully considered to ensure that it would not result in the designation of an AQMA and that mitigation measures are included.

Policy SP21: The Leeds and Liverpool Canal

1) Development adjacent to, or in the vicinity of, the Leeds and Liverpool Canal will be expected to:

a. Be of a high quality design of an appropriate scale and mass that integrates the canal into the development proposal in a way that treats the waterway as an area of usable space;

b. Integrate the waterway, towing path and canal environment into the public realm in terms of the design and management of the development;

c. Ensure that the structural integrity of the waterway infrastructure is not harmed;

d. Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;

e. Optimise views of water and generate natural surveillance of water space through the siting, configuration and orientation of buildings, recognising appropriate boundary treatment and access issues may differ between the towing path and offside of the canal;

f. Improve the amenity of the canal. Development that would have an adverse impact in the amenity of the canal by virtue of noise, odour or visual impact will not be supported;

g. Retain and, where appropriate, reuse existing historic canal-side buildings;

h. Retain or reinforce the canal-side character of the local area.

2) When off-site improvements to the canal are required these will be delivered by the developer through the use of "Grampian" conditions or planning obligations.

Policy Context and Relationships	
Core Strategy Policies replaced	A4: The Leeds & Liverpool Canal in Church A6: The Leeds & Liverpool Canal in Clayton-le-Moors R3: The Leeds & Liverpool Canal in Rishton
Key NPPF para. links	

[86] NPPF para. 186

Key Policy links	EMP1/267: Land to S. of Altham Business Park Policy EMP3/229: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway Policy EMP4/230: land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal Policy HOU201: Clayton Triangle Policy HOU102: Land off Fielding Street and Barn Meadow Crescent Policy HOU103: Land to the northeast of Cut Lane DM33: Sustainable Transport Infrastructure
Evidence for Policy	

7.66 The Leeds and Liverpool Canal connects many of the industrial towns of Lancashire and Yorkshire to the port of Liverpool and was created to allow the products of the mills of the Industrial Revolution to be exported around the world. In Hyndburn, the canal connects Rishton, Church, Clayton-le-Moors and Altham. Hyndburn represents the half-way point of the whole length of the canal, a location that is marked in Church.

7.67 The canal provides a variety of economic, social and environmental benefits and in Hyndburn and Lancashire it links urban and rural communities with the wider landscape. However, it is an under-utilised resource and if its potential is to be realised, the under-used and derelict sites along its length must be redeveloped to a high standard and people encouraged to use the canal by ensuring it is well connected and related to new and existing development. Changes in the role and function of canal-side land and buildings offers the opportunity for the design of new development or re-used buildings to recognise its waterside potential while reinstating the characteristics of local canal architecture and waterscape.

7.68 It is important to recognise that new waterside developments can place extra liabilities and burdens on waterway infrastructure but also provide an opportunity for this infrastructure to be improved. When considering proposals for new development alongside the canal, the local authority will work with the Canal and River Trust to ensure that the reasonable additional costs of new developments are met by the developer.

7.69 The aim of this policy is to provide the clear design principles and expectations when considering development proposals alongside or in proximity to the canal. National policy supports and recognises the importance of good design and in locations that are prominent or visible from well-used corridors this is particularly important. Applicants and developers can find further information on the Canal and River Trust website which provides guidance on planning, design and creating successful waterside places.

7.70 Development in canal-side locations must recognise the presence of the canal and integrate with it. New development should not turn its back on the canal or result in poor quality frontages, for example garden fences backing onto the canal. With larger sites there are opportunities to introduce accessible greenspace alongside the canal. Service yards, bin stores, main access roads and similar infrastructure should not be located adjacent to the waterway.

8.0 Accessibility and Transport

8.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 3: To improve and sustain quality of health and wellbeing and enable the residents of Hyndburn to lead active lifestyles.

- Developing safe residential areas and surroundings where people are at the heart of the design process.

Strategic Objective 5: To provide easy access for all to good quality services and facilities

- To work with neighbouring authorities, Lancashire County Council and Highways England to ensure that the M65 and A56 and their junctions have sufficient capacity to manage the growth planned across the sub-region and to allow businesses and people to connect effectively with neighbouring conurbations.
- To ensure that new development will not have an unacceptable impact on highway safety and will not have a severe cumulative impact on the road network
- Promoting more sustainable transport choices for people within the Borough by improving local transport networks and developing transport interchanges where appropriate in and around the town and local centres;
- Providing new high quality health, education, leisure and cultural facilities in accessible locations;
- Supporting the role of the market towns by directing shops and services to their centres and maintaining local township centres; and
- Developing an Infrastructure Delivery Plan to support planned growth in the Borough.

8.2 At a strategic level Pennine Lancashire must be well connected to neighbouring areas to allow the efficient movement of goods and people in and out of the area. As well as considering how this will be achieved, this section will also set out how safe and sustainable patterns of development will be delivered.

8.3 Although stretches of the M65 motorway were opened in 1981, it was not until 1997 that the motorway was completed. Since that time the M65 has provided a vital arterial route for people and businesses in Pennine Lancashire, enabling them to access the M6 corridor to the west and the Greater Manchester motorway network via the A56.

8.4 The importance of the motorway is underlined by the fact that traffic levels have been significantly greater than originally predicted and although some future capacity was planned by providing space for an additional third lane in places, there is increasing recognition that this is now required if the motorway is to continue to function efficiently and effectively. Although works have been undertaken to improve some of the junctions along its length to increase capacity, J8 of M65 connects Pennine

Lancashire with the Greater Manchester motorway network to the south via the A56 and the improvement of this junction (albeit outside Hyndburn) is a priority.

Policy SP22: Connectivity and improvements to transport networks

1) **Proposals for the improvement of the rail network, the motorway and trunk road network in Hyndburn and neighbouring areas will be supported where these improvements are required to facilitate improvements in the capacity of the network necessary to support the development of a healthy economy in the sub-region.**

2) **Proposals to improve connectivity of the towns in Hyndburn with neighbouring areas by road or rail will be supported provided the environmental and social impacts associated with the proposals are properly taken into consideration and mitigation measures put in place where necessary, and that they promote mobility and access for all.**

Policy Context and Relationships	
Core Strategy Policies replaced	T1: Improving Connectivity T3: Motorway and Trunk Road Improvements
Key NPPF para. links	104
Key Policy links	DM32: Sustainable Transport, Traffic & Highway Safety DM33: Sustainable Transport Infrastructure
Evidence for Policy	

8.5 There is clear evidence that a comprehensive and high-performing transport system is an important enabler of sustained economic prosperity[87] and the stated economic objective within NPPF is *to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and the right time to support economic growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure*.

8.6 The need for infrastructure also forms one of the foundations of the UK Business Strategy which recognises that well targeted investment can drive economic development, particularly when implemented as part of a wider programme of interventions to address the unique circumstances of each area. Transport for the North[88] supports the Northern Powerhouse in recognising the need for strategic improvements to support transformational economic growth which in turn increases productivity, creates jobs and contributes towards the UK economy.

[87] The Eddington Review of Transport
[88] For more information see transportforthenorth.com

8.7 The M65 corridor supports approximately 80% of Pennine Lancashire jobs within both the towns along its route and a number of modern, well connected employment sites. The manufacturing sector is characterised by high value, high skilled jobs with higher than average earnings and the Strategic Economic Plan for Lancashire believes there is significant potential for economic growth over the period of the Local Plan and beyond. The Pennine Lancashire Growth and Prosperity Plan 2016-32 also prioritises the need for improved connectivity and infrastructure to ensure that the area can support housing and employment growth and for residents and businesses to be well connected to neighbouring towns and cities, accruing the benefits of agglomeration.

8.8 For this growth to take place, the area must not be constrained by the adequacy of the transport network and in particular the strategic highway network when there is no alternative. The Pennine Lancashire economy depends on the presence of an effective motorway network to allow people and goods to move freely between areas. In the longer term the M65 will need to be widened to three lanes to accommodate potential growth in traffic. When the motorway was initially constructed provision was made for widening at a later date. This, and the signalisation/improvement of the M65 at key junctions should help ensure that it continues to operate effectively over the Plan period.

8.9 In recent years, improvements have been undertaken to improve the capacity of J6 and J7 of the M65 but evidence is indicating that J8 is also in need of improvement if it is to safely and effectively manage traffic generated from planned developments. Although J8 is in Burnley, the junction connects Pennine Lancashire with the Greater Manchester motorway network to the south via the A56, M66 and the M60/62. There is no rail or alternative to road travel on this route and it is now severely over capacity at peak times, rendering it the most congested main route in Pennine Lancashire at peak times. It is clear that without improved transport links the productivity and wealth gap between Hyndburn and Pennine Lancashire, other partners of the City Region, the North West and the rest of the country will continue to widen.

8.10 Rail connectivity across Pennine Lancashire is generally poor with long journey times to significant destinations, resulting in comparative isolation. Although the reinstatement of the Todmorden Curve and the introduction of direct train services between Pennine Lancashire and Manchester represents a significant improvement, the alignment of the routes and the age of the rolling stock constrain the speed and attractiveness of the rail network and further improvements are required if the use of rail is to be optimised.

8.11 A key element of the Local Plan is the development of Huncoat Garden Village. Huncoat is in a highly accessible location in close proximity to the A56, M65 and the rail network and it is important that the level of growth planned at Huncoat can be accommodated by the strategic transport network. Huncoat also benefits from having an operational railway station and the Council will work with Lancashire

County Council, Network Rail and train operators to explore opportunities to increase the number of stopping trains as development takes place.

8.12 The proposed extension of Altham Business Park would also increase vehicular traffic on A6068, J8 of M65 and A56/M66, again emphasising the need to ensure that capacity does not constrain planned growth. Addressing this issue is a fundamental priority in bringing about transformational change in the sub region and local authorities will work with Highways England and Lancashire County Council to ensure that the capacity of the strategic road network does not act as a barrier to growth and development.

8.13 Urban areas within Hyndburn have traditionally been highly accessible and Policy SP1: The Spatial Development Strategy seeks to ensure that pattern continues. The majority of new development will be located within the existing urban areas where people have ready access to local goods and services and developments will be expected to connect to, and improve, existing cycle, pedestrian and public transport routes. Development within the centres should be proportionate to the role and scale of that centre to allow them to develop in a sustainable way. Improvements to the highway network will be used to manage traffic effectively, relieve congestion and give priority to public transport where appropriate.

Policy SP23: Sustainable and safe transport

1) Proposals for new development will be expected provide for safe and sustainable transport. Development should:

a. be located in locations accessible by a variety of modes of transport where the need for travel will be minimised;

b. actively encourage sustainable travel, including active travel;

c. incorporate sufficient off-street car-parking and encourage greater use of public transport, cycling and walking. Where off street parking is provided, facilities to enable electric vehicle charging should be made available;

d. ensure that the safety of highway users is properly taken into consideration and proposals for new residential development should be designed in accordance with the principles established in the Manual for Streets with the aim of reducing vehicle speeds in relevant areas to no more than 20mph; and

e. not have an unacceptable impact on the capacity of the highway network and where improvements are required these should be funded by the developer and secured through the use of appropriate legal agreements.

2) Development which will generate a significant amount of movement should be accompanied by a Transport Assessment and Travel Plan.

3) Development that has an unacceptable impact on highway safety, or that has a severe residual cumulative impact on the road network, will not be supported.

Policy Context and Relationships	
Core Strategy Policies replaced	HC3: The Design of Residential Roads
Key NPPF para. links	105
Key Policy links	DM32: Sustainable Transport, Traffic & Highway Safety DM33: Sustainable Transport Infrastructure
Evidence for Policy	

8.14 The Local Plan seeks to ensure that development is sited in accessible locations that will reduce the need to travel and encourage the use of public transport, cycling and walking. This could be through incorporating the principles of Active Design which facilitates more active travel enabling people to become more active in their everyday lives (as set out in Strategic Objective 3). Opportunities to link existing rights of way should be sought as well as providing new access opportunities. Accessibility is also one of the criteria that was used when identifying allocated sites.

8.15 The NPPF expects the potential impacts of new development on transport networks to be properly addressed[89] and where developments are likely to generate significant levels of traffic, proposals should be accompanied by evidence to demonstrate that it can be accommodated by the transport network and will be sustainable. Developers will be required to undertake the appropriate Transport Assessments and prepare Travel Plans when submitting planning applications to demonstrate that new developments will not have an adverse impact on the highway network or highway safety. Transport Assessments should be prepared in line with best practice and advice and Travel Plans should set out the mechanisms by which they will be implemented and monitored for the period of the development.

8.16 The use of electric vehicles (EV) is a key way to help improve air quality and encourage more sustainability in the general movement of people and goods around the Borough. NPPF[90] refers to the need to ensure adequate provision of spaces for charging plug-in and other ultra-low emission vehicles is set out in policies. The Council will expect that where off-street parking is provided in commercial schemes that the need for plug-in facilities is taken into account. For residential schemes there will be a presumption that all dwelling units with off-street parking should have a facility made available to ensure EV charging is possible.

8.17 The principles and security standards of the 'Park Mark® Safer Parking Scheme' should be adopted and accreditation sought when designing and developing car parks. The Initiative aims to reduce both crime and the fear of crime in parking facilities. Further information about the Scheme can be found at www.parkmark.co.uk

[89] NPPF para. 104a
[90] NPPF para. 107e

8.19 Development that is likely to have an unacceptable impact on highway safety should not be supported and new residential development should be designed to reduce the speed of vehicles to no more than 20mph. The number of fatalities and serious injuries to children in residential areas remains unacceptably high and can be reduced by improving highway safety and through the development of neighbourhoods designed to reduce the speed of vehicles. Ideally, streets should be designed in a way that controls vehicle speeds naturally rather than having to rely on unsympathetic traffic calming measures.

8.20 The Local Plan also ensures that the needs of disabled people, as pedestrians, public transport users and motorists are taken into account in the implementation of planning policies and traffic management schemes and the design of individual developments. The costs associated with accommodating new development proposals within the Borough will be met by the developer. This will be achieved in consultation with the Highway Authority and through the use of "Grampian" style planning conditions and appropriate legal agreements. Planning applications for development which will generate a significant amount of movement should be accompanied by Transport Assessments and Travel Plans, consistent with Government Guidance.

8.21 The requirements of this policy are developed in more detail by Policies DM32 and DM33 of the DM DPD.

Policy SP24: Cycle and Footpath Networks

1) Cycle, footpath and bridleway networks will be safeguarded, extended and where possible incorporated into new development. Where appropriate, contributions towards the improvement and maintenance of these networks will be sought from developers as a means of ensuring that new developments are accessible by a variety of means of transport, greater accessibility within a development is achieved and access to the countryside is improved.

Policy Context and Relationships	
Core Strategy Policies replaced	T2: Cycle and Footpath Networks
Key NPPF para. links	106
Key Policy links	DM33: Sustainable Transport Infrastructure
Evidence for Policy	

8.22 High quality, safe cycle and footpath networks are essential to reducing the number of short car journeys, reducing emissions and improving fitness. Within the Borough approximately 70% of the journeys taken are by car and there is an opportunity to transfer some of these journeys to foot or bicycle. In recent years, the Borough has

started to develop an excellent network of cycle ways, working with Lancashire County Council, SUSTRANS and Remade. Part of National Cycle Route 6 runs within the Borough and the cycle network has linked into the towing path of the Leeds and Liverpool Canal. Levels of car ownership within parts of the Borough are lower than average and connecting these areas to local centres via cycle routes provides an opportunity to improve accessibility whilst at the same time encouraging people to walk or cycle. In particular, opportunities at Huncoat for improved walking and cycling routes will be supported.

8.23 Developments will be expected to link into existing cycle and pedestrian networks or enhance those networks, complementing the green infrastructure network. As well as the Leeds and Liverpool Canal, there are also a number of disused railway lines within the Borough which have the potential for the development or improvement of cycle paths. These linear routes provide improved access between the rural and urban areas of the Borough and will form part of the Green Infrastructure network for Hyndburn.

8.24 Lancashire County Council are working on a Local Cycling and Walking Infrastructure Plan (LCWIP) for the Borough and surrounding areas which has been informed by the Local Plan and which will be taken into account when planning future development.

9.0 Rural Areas

9.1 Policies in this chapter will help to achieve the following aims and objectives:

Strategic Objective 4: To conserve and, where appropriate, enhance a valued urban and rural environment that is ready to address the causes and effects of climate change

- Protecting and enhancing the Borough's existing natural, built and cultural heritage resource

9.2 This section provides contextual information on the attractive countryside and rural areas that surround the built-up areas of the Borough. These areas have been protected from inappropriate development over the years by two different policy designations, Green Belt and Countryside.

9.3 The towns and townships of Hyndburn are set in attractive countryside with the West Pennine Moors to the south and west of Accrington, and the rolling hills that extend into Ribble Valley to the north around Rishton and Great Harwood. Approximately two thirds of the Borough's rural area is designated Green Belt and this has helped to preserve the setting of Hyndburn's towns and prevent them from merging into one another.

9.4 The presence of attractive countryside immediately adjacent to the Borough's urban areas represents an important recreational asset and the policies of the Local Plan will seek to protect the rural areas from inappropriate development whilst at the same time promote access to the countryside and rural areas. Limited development will be supported within Belthorn and Green Haworth as set out in SP1 that is proportionate to their scale and function. The Leeds and Liverpool Canal connects town and country and there are numerous rights of way and cycle routes that can also be used to access and enjoy the Borough's countryside.

9.5 Green Belt is a national policy designation designed to prevent urban sprawl by keeping land permanently open, and NPPF[91] provides national policy on protecting Green Belt land and the local plan does not seek to duplicate this guidance. The majority of the urban area in Hyndburn is surrounded by Green Belt, with around 54% of the land area in the Borough (almost 4,000 hectares) designated.

9.6 The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open, the essential characteristics of Green Belts being their openness and their permanence. In order to deliver the strategic aims and objectives of this plan it has been necessary to make a number of strategic and local changes to the Green Belt boundary.

[91] NPPF para.s 137-151

9.7 Monitoring of development has indicated that a number of "agricultural" buildings have been permitted in the Green Belt but have subsequently not been used for agricultural purposes thereby harming the openness of the Green Belt. It is considered reasonable to expect applicants to demonstrate that buildings proposed for agriculture or forestry are needed for those purposes, as set out in Policy SP25 below.

9.8 'Countryside Area' is a local designation aimed at maintaining rural character. All land located outside of the urban boundary is classified as one or the other of the Green Belt or countryside designations. Protecting and maintaining the distinctiveness of these areas, and their rural character, is an important part of the plan-led system. Within the rural area, there are several small settlements and hamlets, along with numerous scattered residences and farmsteads.

9.9 NPPF[92] provides national policy on rural housing provision and the rural economy. It states that local planning policies should respond to local circumstances and support housing developments that support local needs where they will enhance or maintain the vitality of rural communities. However it also seeks to restrict the development of new isolated homes in the countryside to specific circumstances. Similarly it seeks to promote economic development that will meet local business and community needs only.

Policy SP25: Development in rural areas

1) Any development proposals in the Green Belt will need to accord with national policy set out in NPPF[93].

2) The development of agricultural buildings in the rural areas will be supported where it is demonstrated that the buildings are reasonably necessary for the purposes of agriculture or forestry and that they are of a suitable design. In considering this, the following matters will be taken into consideration:

- **a. The area of agricultural land managed and its use;**
- **b. The quantity of live-stock and appropriate certification, and**
- **c. The design of the building and whether it is appropriate for the intended use.**

3) In areas designated as Countryside Areas, there will be a general presumption against proposals for new development, unless they are in accordance with Policy SP1: The Spatial Development Strategy. Development in Countryside Areas will be limited to that supporting farm diversification and/or promoting outdoor leisure and recreational facilities where this can be demonstrated to retain rural and landscape character consistent with the requirements of Policy DM34.

[92] NPPF para.s 78-80 and 84-85
[93] NPPF para.s 137-151

4) Proposals for renewable energy will be considered under Policy SP17: Renewable Energy. **5) Safeguarded land as shown on the Policies Map at Huncoat is identified to meet potential longer-term development needs beyond the Plan period. It will be protected from development until any subsequent review of the Plan proposes it for development.**	
Policy Context and Relationships	
Core Strategy Policies replaced	RA1: Amount and distribution of development in rural areas
Key NPPF para. links	78-80, 84-85, 137-146
Key Policy links	SP1: The Spatial Development Strategy SP17: Renewable Energy DM34: Development in the Green Belt and Countryside Area DM35: Farm Diversification and Local Food Networks DM36: Equestrian Development
Evidence for Policy	Green Belt Assessment (2018)

9.10 The Urban Boundary on the Policies Map distinguishes the 'rural areas' from the urban areas for the purpose of this policy. Areas outside of the defined urban boundary will be considered as rural. Only limited development in line with Policies SP1 and DM34 of the DM DPD and NPPF would be permitted in these rural locations.

9.11 Policy SP1: The Spatial Development Strategy confirms amendments to the Green Belt have been necessary to accommodate strategic allocations and to safeguard land for beyond the Plan period. The NPPF is clear that, when looking at amending Green Belt boundaries in a Local Plan, local authorities should be able to demonstrate that they will not need to be altered again at the end of the plan period. Safeguarded land between the urban area and the Green Belt has been identified to meet long-term development needs stretching well beyond this plan period. This will ensure that the Green Belt in Hyndburn has permanence.

9.12 Development proposed outside of any rural settlements will be restricted to ensure that rural and landscape character can be preserved. Exceptions where development will be permitted are set out in Policy DM34, and in addition proposals for renewable energy located in an identified area of search and subject to satisfying other relevant policies of the plan.

10.0 The Local Plan Areas

10.1 The Local Plan identifies six different Local Plan areas, reflecting the specific characteristics and challenges of the towns and settlements of Hyndburn. An overview map of these is set out at Figure 2 in the Introduction.

10.2 This section sets out a specific area based policy for each of the six areas, setting out:

i. each area's proposed growth over the plan period;
ii. some contextual information on the key features of each area;
iii. how each area has evolved and developed until now; and
iv. the future proposed development strategy and priorities.

10.3 The Local Plan Areas are, in the most part, aligned directly to individual or groups of ward boundaries. Table 5 sets out the key characteristics of each area.

Table 5: Local Plan area key characteristics

Local Plan Area	Settlements	Electoral Wards	Key employment Areas	Retail / commercial centres
Accrington Central, Baxenden and Church	Accrington Central	Barnfield, Central, Milnshaw, Peel, Spring Hill	Accrington Town Centre, Huncoat Business Park	Accrington (Tier 1 Strategic Town Centre); Whalley Road (Laneside); Woodnook (Tier 4 Neighbourhood Centres)
	Baxenden	Baxenden	-	Baxenden (Tier 4 Neighbourhood Centres)
	Church	Church	-	Church (Blackburn Road) (Tier 4 Neighbourhood Centre)
Clayton le Moors and Altham	Clayton le Moors and Altham	Clayton le Moors, Altham	Junction 7 Business Park; Altham Business Park; Petre Road Business Park;Moorfield Industrial Estate	Clayton le Moors (Tier 3 Local Centre); Whalley Road, Enfield (Tier 4 Neighbourhood Centre)
Great Harwood	Great Harwood	Netherton, Overton	Heys Lane Business Park	Great Harwood (Tier 2 Town Centre)
Huncoat	Huncoat	Huncoat	-	Huncoat (Tier 3 Local Centre)
Rishton and Whitebirk	Rishton	Rishton	Frontier Business Park	Rishton (Tier 3 Local Centre); Peel Centre (Whitebirk) (Other Commercial Location)
Oswaldtwistle and Knuzden	Oswaldtwistle	Immanuel, St. Andrew's, and St. Oswald's	Brookside Business Centre	Oswaldtwistle (Tier 2 Town Centre); West End (Tier 4 Neighbourhood Centre); Oswaldtwistle Mills (Other Commercial Location)

10.4 These policies should be read alongside the strategic topic based policies set out in Sections 4-9 above.

Accrington, Baxenden and Church

Policy SP26: Accrington (Central), Baxenden and Church

1) **Land is identified for delivery of 537 homes in Accrington (Central), Baxenden and Church over the plan period 2021-2037. This will be delivered through existing commitments and by the development of the following site allocations:**
   a. **The Steel Works, Charter Street**
   b. **Land north of Sandy Lane, Accrington**
   c. **Union Works and Union Street Garage**
   d. **Woodnook Works, Bath Street**
   e. **Land at Hopwood Street, Accrington**
   f. **Land at Charter Street, Accrington**
   g. **Pendle Street, Accrington**

Accrington (Central):

2) **Alongside new housing provision, the Council will continue to support regeneration and grant schemes that help improve the quality and use of the existing housing stock in areas of high vacancy and low demand.**

3) **The role of Accrington Town Centre as the strategic retail and service hub for the Borough will be consolidated and enhanced through new investment and town centre management over the plan period.**

Baxenden:

4) **Baxenden Neighbourhood Centre will be supported to continue its function providing basic, essential needs to local residents over the plan period.**

Church:

5) **Opportunities to regenerate the Church Oswaldtwistle Gateway area will be pursued in line with the adopted or revised Church Oswaldtwistle Gateway SPD.**

6) **Church (Blackburn Road) Neighbourhood Centre will be supported to continue its function providing basic, essential needs to local residents over the plan period.**

Policy Context:	
Core Strategy Policies replaced	A1: Amount and Distribution of Housing in Accrington A2: Accrington Town Centre A4: The Leeds and Liverpool Canal in Church
Key Policy links	SP1: The Spatial Development Strategy SP6: Centre Hierarchy, Strategy and Retail Provision

SP10: Housing Provision

10.5 The following sites in Accrington, Baxenden and Church will deliver the **537** dwellings identified in Policy SP26:

Table 6: Housing delivery in Accrington, Baxenden and Church 2021-2037

Site Ref	Site Name	Gross Area (Ha)	No. of Dwellings
2	The Steel Works, Charter Street, Accrington	0.29	9
24	Land north of Sandy Lane*	2.00	43
29	Union Works and Union St Garage	0.31	9
70	Woodnook Works, Bath St*	1.89	51
120	Land at Hopwood St*	0.93	50
152	Land at Charter Street*	2.38	45
261	Pendle Street	0.17	15
	Existing commitments (as of 01/04/21)		315
	Total in plan period		**537**

** see site specific policy in section 12*

10.6 Accrington (Central) area has the largest population of the Local Plan areas and forms the main nucleus of the Borough, comprising Accrington Town Centre and its immediate surrounding area. As a Local Plan area, Accrington has been amalgamated with Baxenden and Church as these are geographically connected and, apart from some development coming forward on committed sites, neither of these two areas have any significant growth associated with them. This is due to physical constraints and the lack of suitable and available land.

10.7 The town developed historically at the western edge of the Pennine Moors, focussed around the Hyndburn Brook which was culverted at an early point in the expansion of the town. The centre sits within a low basin as the surrounding areas rise up to heights of around 200m.

10.8 The Central area is predominantly urban in nature, with a gridiron street pattern of terraced housing radiating outwards from the town centre which testify to the town's rapid expansion during the industrial period. Due to the central location of this area, accessibility by all modes of transport is generally good and this has been enhanced in recent years with improvements to the rail station and the development of a new bus station in Accrington Town Centre.

10.9 The town centre developed rapidly in the industrial era and has a legacy of Victorian buildings, some of which are included in the town centre Conservation Area. Notable buildings include the Carnegie Library, the Town Hall, the Market Hall and the Victorian Arcade.

10.10 In the 20th Century, expansion of the town continued outwards and upwards with development of housing areas at Laneside, Sandy Lane and Fern Gore. More modern manufacturing premises were built at the Huncoat Industrial Estate, which is now home to some large employers including Senator and Benson's Beds. Other large employers in the Central area include Caligen Foam at Broad Oak, BT Contact Centre at the Globe Works along with major retail outlets such as ASDA and TESCO.

10.11 The Central area also provides some of the major services to the wider borough and beyond such as secondary and further education at the Accrington and Rossendale College, Accrington Academy and Mount Carmel High School. Health services are provided at the Accrington and Victoria Hospital and the Oak House Medical Centre and there is a range of retail and other services within the Central area including the strategic town centre and the Whalley Road and Woodnook Neighbourhood centres.

10.12 Despite its dense urban grain, the Central area is served by a well linked open space network. Assets include the Hyndburn Greenway which runs through Platts Lodge, a linear path forming part of the National Cycle Network and links to the Woodnook Vale Nature Reserve. Bullough Park, Oak Hill Park (which includes the Accrington Pals memorial) and Higham's Playing Fields are also all important open spaces in the area and there are links to the Coppice and wider countryside to the east of the town.

The development strategy for Accrington (Central)

10.13 The regeneration of older housing and employment areas to help support sustainable communities will be a priority for the Council over the plan period where grant funding or partnership working can be achieved. As well as brownfield site allocations within the built up area, a site to the east of Accrington, on the edge of the existing countryside has been allocated for development. This has been allocated for a high quality development in an attractive setting, helping to diversify the range and choice of homes in this part of the Borough. The development strategy will also build upon work undertaken in recent years in both the Woodnook and Blackburn Road areas of Accrington (as well as elsewhere in the Borough such as Rishton) with improvement works and facelifts to properties in Woodnook the primary focus during 2019.

10.14 Accrington (Central) area also incorporates the Strategic Town Centre in the Borough. Due to the particularly high population densities surrounding it, the local population's accessibility to services is high in this area. The Accrington Area Action Plan provides more detailed Local Plan policies for the town centre area itself.

Baxenden

10.15 Baxenden lies to the south-east of the Borough, rising to a height of over 200 metres above sea level and extending up to the boundary with Rossendale Borough. The main built up area is focussed along and adjacent to Manchester Road; a principal route linking Accrington with the adjacent area of Rossendale at Rising Bridge and beyond to the strategic road and motorway network giving access to the wider area.

10.16 Baxenden expanded considerably in the post war period with the development of land to the east and west of Manchester Road. Further expansion of the area is currently constrained by Green Belt and Countryside designations and the topography of the area. Although the area retains its individual identity and community, physically its expansion has brought about coalescence with neighbouring Accrington.

10.17 Baxenden is surrounded by open countryside to the east and west providing residents with significant accessible natural greenspace on their doorstep including the Hyndburn Greenway and Woodnook Vale Local Nature Reserve (one of the largest in Lancashire) to the west, and more informal open countryside to the east rising towards the moorland fringes.

The development strategy for Baxenden

10.18 Baxenden is the smallest of the Local Plan areas in both population and number of households and there are limited services available locally to residents. No specific allocations have identified but any new small scale development should help to support the Neighbourhood Centre of Baxenden to maintain its function of providing essential needs to local residents, helping to reduce the need to travel.

Church

10.19 Church lies about a mile to the west of Accrington town centre. Though small in area, covering a single electoral ward, its characteristics vary considerably, in part a result of its long history.

10.20 The canal was central to growth during the 19th century with mills, warehouses and works built along its banks. Terraced housing close to works created a dense urban settlement bordered by the canal and an open rural aspect to the north. Decline in traditional industries, the proximity to a major chemical plant and clearance for highway works at the Church Oswaldtwistle Gateway have resulted in vacancy and dereliction for some parts of Church.

10.21 Today some significant employers remain in the area taking advantage of the close proximity to the M65. The presence of Blythes Chemicals does however continue to form a major constraint to redevelopment in parts of Church. A Health and Safety Executive hazardous substances consent remains in place, and an associated consultation zone places strict limitations on the types of development permitted in the area. In the event that consent is revoked during the Plan period, the Council will consider opportunities for widespread regeneration of the site through revision of the Supplementary Planning Document for the area, referred to as the Church Oswaldtwistle Gateway SPD (2006).

The development strategy for Church

10.22 No specific development allocations have been identified but new development will generally be supported, where appropriate, especially where this helps to regenerate locations adjacent to the Leeds Liverpool Canal.

Clayton-le-Moors and Altham

Policy SP27: Clayton-le-Moors and Altham

1) Land is identified for delivery of 109 homes in Clayton-le-Moors and Altham over the plan period 2021-2037. This will be delivered through existing commitments and by the development of the following site allocations:

- **a. Ringstonhalgh Farm**
- **b. Lower Barnes Street**
- **c. Clayton Triangle**

2) The Council support the expansion of the strategic employment hubs at Altham Business Park and Junction 7 Business Park as strategic employment allocations and further development at Moorfield Industrial Estate.

3) Clayton-le-Moors Local Centre will be supported to continue its function for local residents over the plan period.

Policy Context:	
Core Strategy Policies replaced	A3: Development of Local Centres in Accrington A6: The Leeds and Liverpool Canal in Clayton-le-Moors
Key Policy links	SP1: The Spatial Development Strategy SP4: Employment Provision and Strategic Sites SP6: Centre Hierarchy, Strategy and Retail Provision SP10: Housing Provision

10.23 The following sites in Clayton-Le-Moors and Altham will deliver the **109** dwellings identified in Policy SP27:

Table 7 Housing delivery and Employment Allocations in Clayton-le-Moors and Altham 2021-2037:

Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
	Housing Delivery		
48	Ringstonhalgh Farm*	1.13	31
117	Lower Barnes Street	0.54	15
201	Clayton Triangle*	2.54	57
	Existing commitments (as of 01/04/21)		6

	Total dwellings in Plan period		**109**
	Employment Allocations	**Gross developable area (ha)**	
172	Moorfield Industrial Estate	1.2	
250	land west of J7 Business Park	4.4	
267	Land to S. of Altham Business Park*	31	
	Total employment allocations (ha)	**36.6**	

** see site specific policies in sections 11(employment) 12(housing)*

10.24 Clayton-le-Moors lies just 2 miles north of Accrington centre. This Local Plan area also includes Altham to the north east of Clayton-le-Moors. Whilst in close proximity to Accrington, Clayton-le-Moors remains a distinct township, providing a sustainable mix of housing, major employment locations and leisure facilities including the Wilsons Playing Fields, Mercer Park, and the Leeds and Liverpool Canal.

10.25 The area has a strong industrial heritage reflected in the large number of former mills and the presence of a Conservation Area around the Mercer Park area.

10.26 The largest industrial site is the former GEC works, located on Blackburn Road in close proximity to J7 of the M65 motorway, referred to as Junction 7 Business Park. A site to the east of the Business Park is allocated for employment development (policy SP4). Together with the adjacent Petre Road Business Park, this area represents a significant strategic employment hub in Hyndburn.

10.27 The town's main thoroughfare is Whalley Road, which still has canal workers cottages along its route and which connects Clayton-le-Moors with Great Harwood and Ribble Valley to the north, and Accrington to the south. Congestion on Whalley Road during peak hours is a significant concern to the local community and the impacts of any planned growth on the highway network will be carefully assessed and managed.

10.28 The M65 crosses the area in an east-west direction providing ready access to Burnley and Pendle to the east and Blackburn/Preston/M6 corridor to the west. The area where Whalley Road crosses the M65, close to the Hare and Hounds Junction, suffers from traffic congestion at peak times and is known to have air quality issues. The desire not to exacerbate congestion and air quality issues has influenced the choice of site allocations and associated strategy for Clayton-Le-Moors and Great Harwood.

10.29 Altham lies to the east of Clayton le Moors, bordering with both Ribble Valley and Burnley. Originally a small village, and still home to a very small resident population, it is also now home to a very successful business park[94] the largest single employment location in the Borough. Development at Altham first began in the

[94] Major employers include Coach House Antiques, Senator International, Simon Jersey and What More

1980s, and further land to the south of the existing Business Park is allocated for employment use. Altham has good access to the motorway at Junction 8 of the M65, and forms part of a wider cluster of business parks in this location, including Time Technology Park (Ribble Valley) and Shuttleworth Mead Business Park (Burnley).

10.30 Whinney Hill quarry and household waste site is also located within this area and is of strategic significance to Lancashire County Council being the largest operational household waste site in the county. The Minerals and Waste Local Plan provides the planning policy direction for the site. Hyndburn Council anticipates Whinney Hill to remain in operation for the large duration of this plan period. Its future role will be reviewed in future Local Plans as a clearer timeframe for use of the site materialises.

The development strategy for Clayton-le-Moors and Altham

10.31 The Council has identified land to deliver up to 109 new homes over the plan period within the Clayton-le-Moors and Altham Local Plan area. The area of Green Belt between Clayton-le-Moors and Great Harwood is identified as a very narrow gap, and playing a particularly strong contribution to the purposes of Green Belt in the Green Belt Review (2018). As the primary purpose of Green Belt in east Lancashire was to prevent settlements from merging, the Council will seek to maintain this gap over the plan period.

Great Harwood

Policy SP28: Great Harwood

1) Land is identified for delivery of 368 homes in Great Harwood over the plan period 2021-2037. This will be delivered through existing commitments and by the development of the following site allocation (which is also allocated for other mixed uses):

a. Land bound by Park Rd, Balfour St, Wood St and Heys Lane

2) Great Harwood Town Centre will continue to function as a historic market town providing key local services and specialist/local shopping facilities for the northern part of the Borough.

Policy Context:	
Core Strategy Policies replaced	GH1: Housing in Great Harwood GH2: Great Harwood Town Centre
Key Policy links	SP1: The Spatial Development Strategy SP6: Centre Hierarchy, Strategy and Retail Provision SP10: Housing Provision

10.32 The following sites in Great Harwood will deliver the **368** dwellings identified in Policy SP28:

Table 8: Housing Delivery in Great Harwood 2021-2037

Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
264	Land bound by Park Rd, Balfour St, Wood St and Heys Lane*	3.60	81
	Existing commitments (as of 01/04/21)		287
	Total in Plan period		**368**

** see site specific policies in section 12*

10.33 Great Harwood is located at the northern edge of the district of Hyndburn, bordering the Ribble Valley and sitting below Bowley Hill. In contrast to the south of the Borough, the surrounding landscape is more verdant and wooded. It is a historic market town and the open countryside which fully surrounds it is designated as Green Belt. It is one of the few Pennine Lancashire towns that retains its historic market character and is an up and coming, prospering area.

10.34 Great Harwood town centre has a diverse range of shops and services. There are a number of independent retailers and the development of new supermarkets to the east of the town centre is likely to increase the attractiveness of the town and reduce the need for residents to travel further afield for their shopping. Education provision in Great Harwood comprises of a number of primary schools although secondary education is only available in nearby Rishton and Accrington.

10.35 The town is no longer connected to the railway and is further from the M65 than other towns in the Hyndburn, making it less accessible to the M65 corridor to south. Accessibility has been improved by the Pennine Reach quality bus scheme which also connects with local bus services and the strategic employment site at Whitebirk. The town is connected to the national cycle route via Rishton and it is proposed to connect the route to Padiham.

10.36 The town benefits from having a wide variety of housing types and areas, with a large proportion of both terraced and detached properties including large detached family homes. Notwithstanding this, there are a number of areas within the town that experience high levels of deprivation and experience poor environmental quality.

10.37 The majority of the employment areas outside the town centre are to the south and east. There are a mixture of older mill premises along the former railway line and newer industrial units on land off Heys Lane on Alan Ramsbottom Way. Although there are a number of larger manufacturing, waste and heavier industrial uses in Great Harwood, the town is better suited to office uses, lighter industrial development, starter units and small enterprises. Accessibility, particularly by heavy goods vehicles, is constrained by the adequacy of the existing highway network and it would not be desirable to direct heavy goods vehicles towards the town when better sites for more traditional employment uses exist. Where proposals would involve the

redevelopment of older mill premises consideration should be given to relocating those businesses that would be displaced.

The development strategy for Great Harwood

10.38 A lower relative level of growth is proposed in Great Harwood owing to its comparatively poor connections to the strategic road and rail network, the fact that it does not benefit from having a secondary school and the fact that the town is closely bounded by Green Belt.

10.39 Land has been identified to deliver up to 368 new homes over the plan period to 2036, focused within the existing urban boundary of the town. A significant number of homes have already been granted planning permission in the town, such as at Lyndon Park (off Harwood Lane).

10.40 The Town Centre is identified as a Tier 2 centre in the retail hierarchy and plays an important role in supporting the resident's needs along with its wider rural hinterland. The Council will support its role as a key service centre for the north of the Borough through planning decisions.

10.41 The area of Green Belt between Great Harwood and Clayton-le-Moors is identified as a very narrow gap, and playing a particularly strong contribution to the purposes of Green Belt in the Green Belt Review (2018). As the primary purpose of Green Belt in east Lancashire was to prevent settlements from merging, the Council will seek to maintain this gap over the plan period.

Huncoat

Policy SP29: Huncoat

1) Land is identified for delivery of around 1,334 homes in Huncoat over the plan period 2021-2037, with a further 307 dwellings to be delivered beyond the Plan period. The majority of new housing development will be focused within the Huncoat Garden Village (HGV) area as set out in Policy SP2 and will be delivered through the development of existing commitments and the following site allocations:

- **a. Land south east of Moorfield Avenue**
- **b. Land at former Huncoat Colliery, Enfield Road**
- **c. Huncoat East Strategic Site (north)**
- **d. Huncoat East Strategic Site (south)**
- **e. Land west of A56 / north of Burnley Road**

2) For any proposals in the Huncoat Garden Village area, developers are expected to adhere to the detailed policy considerations set out in Policy SP2 and the Huncoat Garden Village Masterplan and Design Code.

3) Land has been safeguarded to the west of the former colliery site for housing and to the east of Altham Lane, between the railway and M65, for strategic rail infrastructure. **4) An indicative location for a new local centre has been identified.**	
Policy Context:	
Core Strategy Policies replaced	A7: Housing in Huncoat A8: Strategic Employment Site at Huncoat A9: Whinney Hill Link Road
Key Policy links	SP1: The Spatial Development Strategy SP2: Huncoat Garden Village SP4: Employment Provision and Strategic Sites SP6: Centre Hierarchy, Strategy and Retail Provision SP10: Housing Provision

10.42 The following sites in Huncoat will deliver the 1,334 dwellings identified in Policy SP29. A further 307 dwellings on housing allocations are projected to be delivered beyond the Plan period:

Table 9: Housing Delivery in Huncoat 2021-2037 (and beyond Plan period)

Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings 2021-2037	No. of Dwellings post 2037	TOTAL
78	Land south east of Moorfield Avenue*	2.00	54	0	54
268	Former Huncoat Colliery, Enfield Rd., Huncoat**		276	150	426
269	Huncoat East strategic site (north)**		683	0	683
270	Huncoat East strategic site (south)**		165	157	322
271	Land to W. of A56 / N. of Burnley Rd., Huncoat**		73	0	73
	Existing commitments (as of 01/04/21)		83	0	83
	Total		**1,334**	**307**	**1,641**

*see site specific policies in Section 12

** sites located within the Huncoat Garden Village boundary are covered in detail in the Huncoat Masterplan and in Policy SP2.

10.43 Huncoat is located on the eastern side of Accrington close to the Borough's boundary with Burnley and in close proximity to the M65 and A56, on land that gradually slopes upwards to Great Hameldon.

10.44 The village can trace its origins to the survey of England produced by William the Conqueror contained within the Doomsday Book. The name is of Anglo-Saxon origin where “Hun” or “Hunna” was a family name and “Cotte” is an Old English name for a shelter for small animals. The Industrial Revolution brought industry and jobs to the area which has seen steady growth since the start of the 19th Century. Both coal mining and power generation have been important industries for Huncoat, which is also home of the famous Accrington “NORI” brickworks.

10.45 The site of the former power station was allocated in the Hyndburn Local Plan 1996 for employment uses and is now allocated as a key housing site in the Huncoat Garden Village masterplan.

10.46 Huncoat’s proximity to the M65 and A56(T) and its railway station make it a strategically important location. Manchester and Preston City centres are a 30 minute drive away and there is ready access to the M6 corridor and motorway routes around Manchester and towards Leeds and Liverpool.

10.47 Peel Park and the Coppice, one of Accrington’s most prominent and well known land marks, are in the west of the ward.

The development strategy for Huncoat

10.48 Details of development at Huncoat, a strategic priority for the Council, are set out in Policy SP2: Huncoat Garden Village and in detail in the HGV Masterplan. The Council will ensure that a new Local Centre, providing supporting services such as a new or expanded school, GP surgery, pharmacy and local food store, is provided as part of the development of Huncoat. This should address existing deficiencies in service provision in the area and cater for demand arising from new developments.

10.49 In addition to the specific policy aspirations relating to the Huncoat Garden Village, the Council will also seek improvements to, and accessibility to, the recently designated Peel Park Local Nature Reserve, as well as to other parts of the countryside linked to the planned growth in the area[95].

10.50 Whilst the majority of new development will take place within the Huncoat Garden Village area, the Huncoat Local Plan area covers a wider boundary, extending further south and west towards Accrington. Given the scale of development proposed at Huncoat Garden Village, it is predicted that development will extend beyond the plan period. Additional land has also been safeguarded to the north of Huncoat (west of the former colliery and east of Altham Lane) for residential and rail infrastructure development beyond the plan period.

[95] such as the Leeds and Liverpool Canal and Hameldon Hill

Oswaldtwistle and Knuzden

Policy SP30: Oswaldtwistle and Knuzden

1) Land is identified in Oswaldtwistle, combined with Knuzden, for delivery of 409 homes over the plan period 2021-2037. This will be delivered through existing commitments and by the development of the following site allocations:

- **a. Land off Brookside Lane / Nook Lane, Oswaldtwistle**
- **b. Land south of Rhyddings Street and north of Stonebridge Lane**
- **c. Land south of Stanhill Road, Knuzden**
- **d. Land off Rhoden Road / Roe Greave Road**

3) Oswaldtwistle Town Centre will continue to function as an important service centre for the residents of the town and the wider rural hinterland. The tourist attraction of Oswaldtwistle Mills will be supported where it can help to support the vitality and viability of the town centre.

Core Strategy Policies replaced	A3: Development of Local Centres in Accrington A5: Brookside Business Centre
Key Policy links	SP1: The Spatial Development Strategy SP6: Centre Hierarchy, Strategy and Retail Provision

10.51 The following sites in Oswaldtwistle and Knuzden will deliver the **409** new dwellings identified in Policy SP30:

Table 10: Housing Delivery in Oswaldtwistle and Knuzden 2021-2037

Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
5	Land off Brookside Lane/Nook Lane, Oswaldtwistle	2.75	62
74	Land south of Rhyddings Street and north of Stone Bridge Lane	1.35	36
123	Land south of Stanhill Road, Knuzden	6.76	152
265	Land off Rhoden Road/Roe Greave Road	2.28	51
	Existing commitments (as of 01/04/21)		108
	Total in Plan period		**409**

10.52 Oswaldtwistle is located immediately south west of Accrington and is separated from the urban area of Blackburn by the Green Belt through which the M65 now passes. The town has a population of approximately 12,500 and, like many of the towns and townships of Hyndburn grew significantly during the Industrial Revolution.

10.53 By the late 18th Century, the production of woollen goods had largely given way to cotton and at this time, Oswaldtwistle was still little more than a few scattered hamlets such as Ippings, Moorside and Stanhill which stretched along the road to Blackburn.

10.54 It was the 19th century that witnessed the fastest growth and by 1825 Oswaldtwistle had become a highly industrialised community with a rapid expansion of factory based calico printing and powered cotton spinning. Linked to this growth was the need for new housing and the need for increased food production. Oswaldtwistle Moor was enclosed by an act of Parliament in 1774 and by the mid 1820's the urban form was being developed.

10.55 Considerable new residential development has occurred throughout the 20th Century, some on housing clearance land, but most on the edge of the settlement on previously undeveloped land. More recently, housing development has taken place on former industrial sites, including demolished mills, mill lodges and railway land, including a sizable development for housing on the site of two large reservoirs adjacent to the railway.

10.56 Modern day Oswaldtwistle is centred around Union Road, which remains the linear shopping centre. Moscow Mill and adjacent sheds are now in use as a factory retail outlet, trading as Oswaldtwistle Mills.The residential areas of Stanhill and West End can be found to the west and northwest and there is a significant area of green space around Foxhill Bank Local Nature Reserve and playing fields.

10.57 The Oswaldtwistle Local Plan area also includes the villages of Belthorn and Green Haworth, which are washed over by the Countryside and Green Belt designations respectively.

The development strategy for Oswaldtwistle

10.58 The town is surrounded by countryside which is designated Green Belt. Along with land in Knuzden, the Council has identified land to deliver up to 409 homes over the plan period to 2037.

10.58 Oswaldtwistle Mills is a large mill complex outside the town centre (edge of centre location) which has been converted to a shopping village and garden centre attracting large numbers of visitors. The Council values the important tourism role that the complex plays and will support plans for enhancement or expansion subject to it continuing as a complementary shopping destination that will support the future vitality and viability of Oswaldtwistle town centre.

Knuzden

10.59 Although located in Hyndburn Borough, geographically Knuzden forms part of the eastern Blackburn urban area. To the east and the south of Knuzden the residential

areas are bounded closely by Green Belt (with the exception of the former Area of Special Restraint south of Mount Saint James). Although the M65 motorway serves as a significant visual barrier, separating Knuzden from Oswaldtwistle and Accrington, it is geographically closest to Oswaldtwistle and shares the housing requirement with this area.

10.60 Land for housing has been identified in combination with Oswaldtwistle to provide for up to 409 new homes. Land formerly safeguarded as an Area of Special Restraint south of Stanhill Road contributes to this target.

Rishton and Whitebirk

Policy SP31: Rishton and Whitebirk

1) **Land is identified for delivery of 375 homes in Rishton over the plan period 2021-2037. This will be delivered through existing commitments and by the development of the following site allocations:**
   a. **York Mill, Livesey Street**
   b. **Land off Fielding Street and Barn Meadow Crescent**
   c. **Land to the north east of Cut Lane**

2) **Regeneration of the Leeds and Liverpool Canal corridor in Rishton will be a priority to provide for a range of housing. All new housing developments should seek to enhance the environment and amenity of the Leeds and Liverpool Canal corridor through Rishton, to maximise its use as a key historic and leisure asset.**

3) **Rishton Local Centre will be supported to continue its function for local residents over the plan period.**

4) **The Council support the development of Whitebirk (Frontier Park) as a strategic employment hub and have identified additional employment land allcoations to the north east of this to meet the need for new employment land identified in Policy SP4: Employment Provision and Strategic Sites.**

5) **The Council will support the Peel Centre (Whitebirk) as a predominantly bulky goods retailing destination in the Borough, to complement the role of Town Centres and Local Centres in Hyndburn and Blackburn with Darwen. Non-bulky retailing and/or supporting ancillary uses to the retail park and strategic employment hub will be permitted though these should not exceed 40% of the overall floorspace on the site.**

Policy Context:	
Core Strategy Policies replaced	R1: Housing in Rishton R2: Rishton Local Centre R3: Leeds and Liverpool Canal in Rishton

Key Policy links	SP1: The Spatial Development Strategy SP4: Employment Provision and Strategic Sites SP6: Centre Hierarchy, Strategy and Retail Provision SP10: Housing Provision

10.61 The following sites in Rishton will deliver the **375** new dwellings identified in Policy SP31:

Table 11: Housing Delivery and Employment Allocations in Rishton 2021-2037

Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
	Housing Allocations		
66	York Mill, Livesey St, Rishton	0.78	21
102	land off Fielding Street and Barn Meadow Crescent*	4.50	79
103	land to the northeast of Cut Lane*	13.23	188
	Existing commitments (as of 01/04/21)		87
	Total in Plan period		**375**
	Employment Allocations	**Gross developable area (ha)**	
228	land between Blackburn Rd and M65 slipway*	4	
229	land between Blackburn Rd, Sidebeet Lane, L&L Canal and railway*	9.5	
230	land north of railway line between Sidebeet Lane and L&L Canal*	17	
	Total employment allocations (ha)	**30.5**	

** see site specific policies in sections 11(employment) and 12(housing)*

10.62 Rishton is the largest ward in Hyndburn and its name means “village amid the rushes”. The ward comprises two main urban areas: the town of Rishton, which is located between Blackburn and Clayton-le-Moors and is surrounded by Green Belt and the built-up area to the east of Blackburn known as Whitebirk.

10.63 The town benefits from being well connected to local and strategic transport networks. There is ready access to the M65 and the town has a railway station. Its proximity to the M65 means that the strategic employment sites in Blackburn, Whitebirk and Clayton-Le-Moors are within easy reach.

10.64 Rishton benefits from a variety of good access points into the adjoining countryside where there is a well-developed network of public rights of way and the Leeds and Liverpool Canal. Cutwood Park is located on the west side of the town. It is a high quality park that has been awarded Green Flag status for a number of years and is

adjacent to Rishton Reservoir. The canal loops around the town and is an important heritage and environmental asset that links well with Green Infrastructure networks.

10.65 Although Rishton is comparatively small, there are three primary schools and one secondary school (Norden High School and Sports College). There are no secondary schools in Great Harwood or Clayton-Le-Moors and for this reason Norden High School attracts pupils from a comparatively wide catchment. The town also has a Cricket Club for which a number of well-known players have played, including Viv Richards and Duncan Fletcher.

The development strategy for Rishton

10.66 Rishton is a town located close to key strategic transport assets, including the M65 motorway (easy access to two separate junctions) and its own train station. It also lies between two strategic employment hubs at both Whitebirk and Junction 7. For a relatively small town it has a reasonably well served range of shops and services within the Local Centre, primary schools and a secondary school offering, and a number of distinctive leisure offerings including Rishton Reservoir (home to the East Lancashire Sailing Club) and the Leeds and Liverpool Canal which unusually runs straight through the middle of the town.

10.67 The town is surrounded by countryside which is designated Green Belt. The Council will seek to allocate land to deliver up to 397 new homes over the plan period to 2037, through a combination of regenerating brownfield sites within the urban area (particularly along the canal corridor), and targeted Green Belt release. The scale of development set out for Rishton is proportionately higher than most other parts of the Borough. The Council believes that this growth is justified based on the sustainable transport links (train station and Pennine Reach quality bus route), its school provision, and proximity to major employment locations. Higher levels of growth provide the added benefit of helping to support and sustain the Local Centre to address the issues of poor comparison retailing offer and poor environmental quality which the Hyndburn Retail Study (2016) identified as current weaknesses of the centre.

10.68 Regeneration of the canal corridor and enhancement of the waterway as a key leisure asset, connecting town to countryside, is something highlighted in the draft Rishton Canalside SPD (2015). Progress has already been made in development of some of the sites identified in the draft SPD. The Council will be seeking to continue progress in this aim over the plan period.

Whitebirk

10.69 Whitebirk is well located for motorway connections, immediately adjacent to Junction 6 of the M65. It forms part of a larger employment area that crosses the Hyndburn/Blackburn administrative boundary. Frontier Park (now largely complete) is

a strategic employment site of sub-regional importance[96]. Whitebirk is also home to the Peel Centre (an out of centre Retail Park) and the Leeds and Liverpool Canal.

10.70 The previously allocated land to the north of Blackburn Road at Whitebirk as a strategic regional employment site and this is now largely complete. Employment site allocations are identified to the east of Whitebirk and further development would be expected to contribute towards the improvement of the canal towpath between Whitebirk and Rishton.

10.71 The Peel Centre will be supported to retain its status as a predominantly bulky goods retailing destination in the Borough. Whilst the Council will support some non-bulky goods retailing on the site (evidenced by the granting of various planning permissions in recent years) shoppers should be drawn to the site for different reasons than they would be drawn to town centres. Out of centre retail destinations should complement the Town Centres and Local Centres in both Boroughs of Hyndburn and Blackburn. To this end, no more than 40% of the total floorspace on the site should be for the sale of non-bulky retailing goods, or alternative non-retail ancillary supporting uses. This will ensure that the site complements (not competes with) the higher order centres of Accrington and Blackburn in particular.

[96] Identified in the Strategic Economic Plan for Lancashire and other sub-regional economic strategies

11.0 Site Specific Policies: Employment allocations

11.1 The following site specific policies set out additional development requirements and considerations on sites which have been identified as new employment land allocations. Comprehensive Masterplans are being prepared for the two largest allocated areas (Land to South of Altham Business Park and the three sites making up Land to the north east of Whitebirk). Any development here will be expected to take account of the following and of detailed provisions set out in Masterplans and any associated guidance.

11.2 As well as the specific points raised in the following policies, any development proposals for the sites should have due regard to all relevant policies contained within the Local Plan and, in particular, the DM DPD.

Local Plan Area: Clayton le Moors and Altham

Land to the South of Altham Business Park

11.3 A 31 ha greenfield site to the south of the existing Altham Business Park is identified. It is largely grassland with areas of woodland to the periphery with hedgerows throughout. The land slopes steadily towards the Leeds and Liverpool Canal, which forms the southern boundary of the site. The site wraps around Houghton Barn Farm, to the east of Altham Lane.

Policy EMP1/267: Land to S. of Altham Business Park

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

- **i. Adherence to any agreed Masterplan produced for the site.**
- **ii. Demonstrating the use of renewable energy on site.**

Design Considerations:

- **iii. High quality landscaping alongside the Leeds and Liverpool Canal that integrates with the development.**
- **iv. The elevations of buildings facing the canal being designed to a high standard to ensure an attractive outlook.**
- **v. The southern section of the site, where the land rises and is adjacent to the Leeds & Liverpool canal towpath should be kept free of development to reduce landscape and visual impact.**
- **vi. Development should be designed to fit in with the site's contours; development platforms should be cut in to the rising ground to provide additional screening and keep buildings as low as possible in the landscape.**
- **vii. New development must incorporate large scale buffer planting to break up the mass of new buildings, and connect into existing green infrastructure.**
- **viii. The impact of the height of all proposed buildings should be considered and the height of buildings should be restricted in the upper parts of the**

developable area to prevent new structures rising above the skyline and blocking views northwards.

ix. Lighting should be carefully designed to limit outward glow and visibility from neighbouring residential areas.

x. Development should avoid the use of inappropriate roofing materials, using tones which are less conspicuous when viewed from afar; the colour of cladding should be appropriate for use in a rural area.

Environmental considerations:

xi. New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.

xii. The existing pond to the east of the site should be retained and there is potential for enhancement with new wetland planting, and creating new wetland areas in the immediate vicinity, associated with new SUDS.

xiii. Existing hedgerows and hedgerow trees, including those along Altham Lane, should be retained and reinforced throughout the site

xiv. Existing individual trees should be protected and retained.

Transport Considerations:

xv. Upgrading of highway infrastructure will be required at the junction of A678 Blackburn Road and Altham Lane, with the preferred option being a new priority-controlled roundabout.

xvi. Development should also contribute to any mitigation required at A678 Blackburn Road / A6068 Shuttleworth Mead.

xvii. The development of cycleway and footpath links from the canal towing path into the employment development.

xviii. The development of cycleway and footpath links from Altham Business Park to the Huncoat Garden Village development.

xix. The use of Travel Plans to promote sustainable transport.

xx. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard

Local Plan Area: Rishton and Whitebirk

Land between Blackburn Road and M65 slipway

11.4 A 4ha site comprising an area of grassland between Blackburn Rd. and M65 motorway slipway, enclosed by a strong belt of trees to the southern and south western edges, with the remaining area surrounded by hedgerows and fencing. The site is likely to be developed in conjunction with the site to the north (EMP3/229: Land between Blackburn Rd, Sidebeet Lane, Leeds and Liverpool Canal and railway) as part of a larger strategic employment site.

Policy EMP2/228: land between Blackburn Rd and M65 slipway

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

- **i. Adherence to any agreed Masterplan for the site which is part of a wider area of growth including the allocated land to the north of Blackburn Rd. and to the north of the railway.**
- **ii. High quality landscaping that integrates with the development.**
- **iii. Demonstrating the use of renewable energy on site.**

Design Considerations:

- **iv. The largest buildings on the site should be set back from the road.**
- **v. Existing hedgerows should be extended and reinforced and trees should be introduced along the road frontage, particularly along the new eastern boundary of the site where a new woodland screen should be created.**
- **vi. Strong blocks of new planting should be incorporated throughout the development.**

Environmental considerations:

- **vii. New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.**
- **viii. Existing individual trees should be protected and retained.**

Transport Considerations:

- **ix. A new access point will be required, which is likely to be opposite the existing Side Beet Lane.**
- **x. A suitable junction scheme, which will also incorporate access to land to the north of Blackburn Rd., will also need to be approved.**
- **xi. The use of Travel Plans to promote sustainable transport.**
- **xii. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard.**

Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway

11.5 A 9.5ha site comprising grassland which rises steadily from Blackburn Rd. to the canal with areas of woodland to the north west corner and along the railway. The site is bounded by highways to the south, Sidebeet Lane to the east, the Leeds and Liverpool Canal (with existing industrial development beyond) to the west and the railway to the north. Electricity pylons run across the site and there are areas of existing hedgerows within the site. Development will wrap around existing listed farm building(s) at Higher Whitebirk Farm. The site is adjacent to existing retail and employment land at Whitebirk.

Policy EMP3/229: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. **Adherence to any agreed Masterplan for the site which is part of a wider area of growth including the allocated land to the north and south of this site.**
ii. **High quality landscaping alongside the Leeds and Liverpool Canal that integrates with the development.**
iii. **Demonstrating the use of renewable energy on site.**

Design Considerations:

iv. **The elevations of buildings facing the canal being designed to a high standard so they contribute towards an interesting and attractive outlook when viewed from public viewpoints.**
v. **Planting should be appropriate to the mass of the building, so the larger the structure, the larger the type of vegetation used to screen and buffer new development, and adequate space should be allocated in any masterplan to achieve this.**
vi. **The creation of a large scale shelter belt along the eastern edge of the site.**
vii. **Avoiding the use of steel palisade fencing in any location visible from the main road.**
viii. **Developing a strong woodland buffer should be developed around Higher Whitebirk and farm buildings.**
ix. **The remaining hedgerow on the north of the site should be retained and other existing hedge boundaries should be considered as plot boundaries.**
x. **The small areas of waterside vegetation associated with the canal should be retained, and a broad buffer of grassland retained along the canal edge.**
xi. **Building heights within the immediate canal corridor and adjacent to Sidebeet Lane should be limited in height to reduce landscape impact.**
xii. **The upgrading of Sidebeet Lane as the main access should incorporate hedgerows and intermittent native trees on either side.**
xiii. **Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar.**
xiv. **The colour of cladding and other materials should be appropriate for use in a rural area.**
xv. **Lighting should be carefully designed to limit outward glow and visibility from neighbouring areas.**

Environmental considerations:

xvi. **The plantation woodland in the northwest corner of the site should be protected and retained as important green infrastructure and potentially made accessible as recreational space for employees.**
xvii. **SUDs (sustainable drainage) features such as swales, temporary retention ponds, leaky dams, biodiverse ditches and shelter belts should be considered throughout the site and a scheme shown on any masterplan.**

Transport Considerations:

xviii. Primary access will be from Sidebeet Lane which will need to be widened and upgraded, incorporating suitable active travel measures and sensitive landscaping along its boundary.

xix. A suitable junction scheme, which also takes account of access to land to the south of Blackburn Rd., will need to be approved.

xx. Pedestrian links into the wider countryside should be created from the new development to Sidebeet Lane and to transport links on Blackburn Road.

xxi. The development of cycleway and footpath links from the canal towing path into the employment development.

xxii. The use of Travel Plans to promote sustainable transport.

xxiii. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard.

11.6 Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal

A 17ha site comprising an area of grassland bounded by the Leeds and Liverpool Canal to the north and west (with existing industrial development to the west on the other side of the canal), the railway to the south and Sidebeet Lane to the east. Adjacent to Sidebeet Bridge the canal is several metres below the site, and in the northwest corner a steep wooded embankment raises the railway to the rail bridge over the canal. The site slopes gently to the north and west. A high voltage power line runs northwards across the west side of the site.

Policy EMP4/230: land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. Adherence to any agreed Masterplan for the site which is part of a wider area of growth including the allocated land to the south of this site.

ii. High quality landscaping alongside the Leeds and Liverpool Canal that integrates with the development.

iii. Demonstrating the use of renewable energy on site.

Design Considerations:

iv. The elevations of buildings facing the canal being designed to a high standard so they contribute towards an interesting and attractive outlook when viewed from public viewpoints.

v. Planting should be appropriate to the mass of the building, so the larger the structure, the larger the type of vegetation used to screen and buffer new development, and adequate space should be allocated in any masterplan to achieve this.

vi. Creating a large scale shelter belt along the eastern edge of the site.

vii. Avoiding the use of steel palisade fencing in any location visible from the main road.

viii. Areas in the northernmost part of the site and with a canal frontage should consider smaller scale development, capitalising on the waterside location with a high standard of design. Building heights should be limited in height in these areas.

ix. Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar.

x. The colour of cladding and other materials should be appropriate for use in a rural area.

xi. Lighting should be carefully designed to limit outward glow and visibility from neighbouring areas.

Environmental considerations:

xii. The small areas of existing swampy grassland associated with the canal should be retained, and a broad buffer of grassland retained along the canal edge.

xiii. SUDs (sustainable drainage) features such as swales, temporary retention ponds, leaky dams, biodiverse ditches and shelter should be incorporated into the scheme, taking account of existing wet areas.

Transport Considerations:

xiv. Primary access is likely to be required from the A678 via site 229 due to constraints to north and west of site, which includes the Leeds and Liverpool Canal (with listed bridge).

xv. Access to the site would require the construction of a bridge over the railway line.

xvi. An additional access point, potentially for pedestrians and cyclists, could be provided via Trident Way but this would require the construction of another bridge over the canal.

xvii. The development of cycleway and footpath links from the canal towing path into the employment development.

xviii. The use of Travel Plans to promote sustainable transport.

xix. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard.

12.0 Site Specific Policies: Housing allocations

12.1 The following site specific policies set out additional development requirements and considerations on all larger sites. This generally involves any site which would involve residential development of 50 dwellings or more but may include smaller sites if there are particular requirements that need to be taken into account.

12.2 Sites which are located within the Huncoat Garden Village boundary are covered in detail in the Huncoat Masterplan and in Policy SP2.

12.3 As well as the specific points raised in the following policies, any development proposals for the sites should have due regard to all relevant policies contained within the Local Plan and, in particular, the DM DPD.

Acronyms
AIA Arboricultural Impact Assessment
BHS Biological Heritage Site
FRA Flood Risk Assessment
LNR Local Nature Reserve
NCN National Cycle Network
PRoW Public Right of Way
TPO Tree Preservation Order

Local Plan Area: Accrington Central, Baxenden and Church

Land North of Sandy Lane

12.4 The site comprises a greenfield site on the edge of the existing urban area, adjacent to the wider countryside to the east of Accrington. The area rises above existing development and careful consideration of landscape effects will be expected.

Policy HOU24: Land N. of Sandy Lane

Gross area: 1.97ha
No. of dwellings: 43

The development of the site for high quality family housing will be supported subject to the following requirements:

i. **Having regard to existing high pressure gas infrastructure on Sandy Lane.**
ii. **The design of the access road minimising loss of hedgerow and habitat and being designed to create an attractive gateway to the countryside beyond. Any retaining features should be designed to reflect the rural setting of the development.**
iii. **New hedgerow should be provided along the southern boundary of the site if this is lost as part of the development of the access road.**
iv. **Retention of the stone wall on the south side of Sandy Lane.**
v. **Development on the upper part of the site should be avoided to allow some separation between new houses and existing houses in the rural area. Development should not take place above the 200m contour and bungalows should be considered at the higher levels.**

vi. **New hedgerows with occasional trees should be established along the eastern boundary of the site to define the new boundary, and along the western boundary of the site as a buffer to existing properties.**
vii. **Areas of habitat value, such as the hedgerows, should be taken into account and carefully integrated into the development.**
viii. **Sandy Lane is currently an unmade, un-adopted road which will need to be sensitively upgraded, ensuring that the existing PRoW is prioritised and enhanced as a part of this upgrade.**
ix. **The design of the access having regard to the near-by school and making provision for associated pedestrian / cyclist safety.**

Woodnook Works, Bath St.

12.5 This site comprises vacant, cleared, brownfield land, which is the site of the former Woodnook Works. The site has previously had outline planning permission for housing.

Policy HOU70: Woodnook Works, Bath St.

Gross area: 1.89ha
No. of dwellings: 51

The development of the site for housing will be supported subject to the following requirements:

i. **Regard must be had to the culverted watercourse and associated easement requirements.**
ii. **Flood Risk Assessment must be undertaken and taken into consideration.**
iii. **Access to National Cycle Route 6 should be provided from / to the site and also to Woodnook Vale LNR.**
iv. **Development should maintain and enhance the cycle route and not be over-bearing or adversely impact on amenity of national cycle route.**
v. **Mature trees/woodland and areas of habitat value should be taken into account and incorporated into the development.**
vi. **Coal Authority High Risk Area, Coal Mining Risk Assessment may be required.**

Land at Hopwood St.

12.6 A greenfield site within an existing residential area, previously allocated for residential development. The site has previously had outline planning permission for housing.

Policy HOU120: Land at Hopwood St.

Gross area: 0.93ha
No. of dwellings: 50

The development of the site for housing will be supported subject to the following requirements:

i. **New development should not overlook existing residential properties and should seek to take advantage of the views offered by this steeply sloping site.**
ii. **Assessment of habitat value is required along with means of mitigation.**
iii. **Coal Authority High Risk Area, Coal Mining Risk Assessment may be required.**
iv. **The access, and the un-made un-adopted section of Hopwood Street fronting the existing houses, must be developed to an adoptable standard and make provision for parking for existing residents.**

Land at Charter St.

12.7 A greenfield site within the urban area with areas of woodland and adjacent to a green corridor / Biological Heritage Site and cycleway which is part of National Cycle Route 6.

Policy HOU152: Land at Charter Street

Gross area: 2.38ha
No. of dwellings: 45

The development of the site for housing will be supported subject to the following requirements:

i. **Development should maintain and enhance green corridor / BHS**
ii. **The existing woodland adjacent to Charter Street should be retained and development must take account of other areas of habitat value; an AIA would be required.**
iii. **Care must be taken to maintain and enhance the green corridor/BHS and avoid built development, including blank frontages such as high fencing, right up to the cycle path.**
iv. **Access should be taken from Howard Close and / or Crossland Street**
v. **Direct foot/cycle access to NCN Route 6 should be provided from the site to the route along with appropriate security measures such as the provision of lighting along the path.**

Local Plan Area: Clayton le Moors and Altham

Ringstonhalgh Farm

12.8 A triangular area of greenfield land providing an infill opportunity between existing residential development on the edge of the urban area. Overhead power cables run north to south through the eastern part of the site.

Policy HOU48.1: Ringstonhalgh Farm

Gross area: 1.13ha
No. of dwellings: 31
The development of the site for housing will be supported subject to the following requirements:

i. **Design should carefully considered to reflect the location on the edge of the urban are and integrate with the wider countryside.**
ii. **The access road is a PRoW and this link should be enhanced for pedestrians and cyclists.**
iii. **The design and layout of the development needs to take account of the power cables.**
iv. **All boundaries facing the footpath should be native hedgerow with intermittent trees, with post and wire fence to give additional security until the hedge establishes.**
v. **Ensure any road access from Rishton Lane is treated sensitively, minimising the surbanisation of this footpath**
vi. **All boundaries facing the footpath should be native hedgerow with intermittent trees, with post and wire fence to give additional security until the hedge establishes.**
vii. **Single storey homes should be considered on the eastern side of the site to match the existing development and reduce impact on the adjacent properties and the Conservation Area of Mercer Park**
viii. **The existing access track will need to be upgraded to accommodate vehicular access to the site.**
ix. **The existing PRoW and cycle route must be prioritised and enhanced as part of this upgrade.**
x. **A transport assessment will need to be undertaken to ensure development does not unacceptably affect the Hare and Hounds junction.**

Clayton Triangle

12.9 Former canal wharf and associated buildings, with pockets of existing uses. This largely brownfield site is a major regeneration priority in this part of Clayton-le-Moors and has benefited from planning permission in the past for a mixed use development.

Policy HOU201: Clayton Triangle

Gross area: 2.54ha
No. of dwellings: 57

The development of the site for housing will be supported subject to the following requirements:

i. **The site should be developed in a co-ordinated way through the preparation of a Masterplan, Development Brief or similar document.**
ii. **Development should positively address the canal side and avoid blank frontages, such as high fences, along the canal. Sensitive landscaping and / or gardens facing the canal should be considered.**
iii. **Development will need to take account of the settings of the two Grade II listed buildings adjacent to the site (the stable block to the south and Enfield Wharf warehouse building on the other side of the canal); an assessment will need to be made to ensure that new development does not affect the setting of these.**
iv. **Areas of habitat value, such as the hedgerows, should be taken into account and carefully integrated into the development.**
v. **Trees within the site (including those protected by TPOs) must be taken into consideration and an AIA may be required.**
vi. **The primary access point could be the existing site entrance from Mill Entrance which directly leads onto A678 Blackburn Road via a T-junction. It is likely this junction would need to be widened and the visibility splays adjusted to accommodate the anticipated site traffic.**
vii. **A secondary access could be provided from Canal Street, or potentially directly onto A680 Whalley Road.**
viii. **A transport assessment will need to be undertaken to ensure development does not unacceptably affect Blackburn Rd. and the Hare and Hounds junction.**

Local Plan Area: Great Harwood

Land bound by Park Rd., Balfour Rd., Wood St. and Heys Lane

12.10 A large brownfield site which is seen as a major regeneration opportunity in this part of Great Harwood. There are some significant constraints on the site, such as gas infrastructure, which will require extensive remediation, after consultation with relevant authorities. There are also existing uses on the site which will need to relocate.

Policy HOU264: Land bound by Park Rd, Balfour St, Wood St and Heys Lane

Gross area: 2.70ha
No. of dwellings: 81 and other mixed uses

The Council will support a mixed use development of this site, including residential and a range of other appropriate uses subject to the following requirements:

i. **The satisfactory remediation of existing gas infrastructure on the site and any associated contamination, in consultation with relevant authorities.**
ii. **A sealed main river culvert runs through the site so an FRA is required.**
iii. **The site should be developed in a co-ordinated way through the preparation of a Masterplan, Development Brief or similar document.**
iv. **Development should deliver a high standard of design to reflect the prominence of the site and its importance as a gateway site to the town centre.**
v. **Development should take account of existing trees and other habitats within the site.**

Local Plan Area: Huncoat

Sites which are located within the Huncoat Garden Village boundary are covered in detail in the Huncoat Masterplan and in Policy SP2.

Land to the South of Moorfield Avenue, off Burnley Lane, Huncoat

12.11 Greenfield land to the rear of houses along Burnley Rd. which will provide a complementary development site to new allocations at Huncoat Garden Village. The land rises from Burnley Rd. The boundary of the site to the south east coincides with the edge of development on Loweswater Close.

Policy HOU78: Land S. of Moorfield Ave., Huncoat

Gross area: 2ha
No. of dwellings: 54

The development of the site for housing will be supported subject to the following requirements:

i. **Areas of important habitat within the site should be taken into consideration.**

ii. **The area of species rich grassland and the land southwest of it should be left undeveloped and managed to promote biodiverse grassland; other areas of important habitat should also be taken into consideration.**
iii. **Existing areas of hedgerow should be retained and protected during any site works.**
iv. **The strong hedge boundary to the east of the site should be strengthened with new planting and extended along the whole length of the boundary and a new hedge located along the southern edge of the site.**
v. **The location of buildings in south eastern part of the site should be carefully considered to reduce landscape impact.**
vi. **Intermittent tree planting should be included within the site to reduce landscape impact and views into the site.**
vii. **Access could be taken from between no.s 458 and 482 Burnley Rd. and from Moorfield Ave.**

Local Plan Area: Oswaldtwistle and Knuzden

Land off Brookside Lane/Nook Lane, Oswaldtwistle

12.12 The site comprises previously developed land site formerly occupied by Joseph Metcalfe industrial building, accessed off Brookside Lane. The buildings were cleared a number of years ago and the site remains vacant. Over time, the land has partly regenerated and areas of valuable habitat are now found within the site. New development will provide an opportunity to remediate the land and enhance the existing green infrastructure within and beyond the site.

Policy HOU5.1: Land off Brookside Lane/Nook Lane, Oswaldtwistle

Gross area: 5.08ha
No. of dwellings: 62

The regeneration of this previously developed site for housing will be supported subject to the following requirements:

i. **Development should take account of the areas of important habitat within the site, which can largely be found to the east and south of the site.**
ii. **A Habitats Survey will be required as part of any planning application and areas of biodiversity should be retained wherever possible or suitable mitigation provided.**
iii. **An AIA may be required in relation to any trees / woodland on the site.**
iv. **Enhancing green infrastructure within the site will be important and this should link to wider green infrastructure networks on land adjacent to the site.**
v. **An FRA may be required and surface water run-off needs to be effectively managed.**
vi. **The whole or majority of the site lies within a Coal Authority High Risk Area; a Coal Mining Risk Assessment may need to be undertaken.**
vii. **Suitable access is provided off Brookside Lane which will accommodate a maximum of around 100 new dwellings.**

Land at Rhoden Road

12.13 The majority of the site is undeveloped and is adjacent to Green Belt to the south. A significant portion of this area has had outline planning permission for residential development for 34 dwellings which has now expired. The northern triangle of site is previously developed and has been used as a builder's yard.

Policy HOU265: Land at Rhoden Road

Gross area: 2.28ha
No. of dwellings: 51

The development of the site for housing will be supported subject to the following requirements:

i. **Design of any development should make provision for a transition to the Green Belt.**
ii. **Public rights of way, which run along the west of the site and along the southern boundary of the current builder's compound should be incorporated sensitively into the development as these provide recreational routes along Whams Brook and links to the open countryside.**
iii. **Development should respond to the existing terraces on Rhoden Road and avoid cul-de-sacs branching off from a spine road.**
iv. **Any new frontage to Rhoden Road should respect and reflect the existing properties and local vernacular**
v. **New hedgerows with occasional trees should be established along the southern and western boundaries, adjacent to existing public footpaths**
vi. **Measures should be taken to deter fly tipping to edges of Whams Brook, by preventing vehicular access**
vii. **The site should integrate well with the green corridor along Whams Brook.**
viii. **Whams Brook lies to the west and north of the site and small parts of the site are included in Flood Zones 2 and 3 at risk of flooding. The sequential and exceptions tests will need to be satisfied.**
ix. **The northern part of the site fronts onto Roe Greave Road which is adopted. The remainder of the eastern frontage is onto Rhoden Road which is unmade. Comprehensive access arrangements should serve the whole site.**

Land South of Stanhill Road, Knuzden

12.14 A largely undeveloped site on the southern edge of the Knuzden residential area adjoining Green Belt to the south. The eastern half of the site was granted outline planning permission for residential development but has now expired.

Policy HOU123.1: Land south of Stanhill Road, Knuzden

Gross area: 6.76ha
No. of dwellings: 152

The development of the site for housing will be supported subject to the following requirements:

i. **The site adjoins Green Belt to the south and design of any development should make provision for a transition to the Green Belt.**
ii. **Any scheme should include the retention of the Warcock Green farmhouse and the area to the south and east of this should be left undeveloped.**
iii. **The housing layout should be aligned to allow some longer views through the site to be retained.**
iv. **Existing stone walls should be retained and repaired if necessary and the stone wall along Stanhill Road should be reinstated.**
v. **Intermittent tree planting should be included throughout the site and along footpath corridors and existing fence and wire fences should be reinstated with native hedgerows, particularly where adjacent to the wider countryside.**
vi. **Public rights of way within and adjacent to the site linking with the wider countryside should be incorporated into the layout and design.**
vii. **Noise and odour issues arising from proximity to the intensive poultry farm will need to be taken into account in determining the layout and capacity of the site.**
viii. **Development should take account of the areas of important habitat within the site as identified in the Habitats Survey 2019.**
ix. **Access to the site should be taken from Stanhill Road.**

Local Plan Area: Rishton and Whitebirk

Land off Fielding Street and Barn Meadow Crescent, Rishton

12.15 A greenfield site, comprising agricultural land situated to the south east of Rishton. The western boundary fronts the Leeds & Liverpool canal and the clough of Shaw Brook runs to the east.

Policy HOU102: Land off Fielding Street and Barn Meadow Crescent

Gross area: 4.5ha
No. of dwellings: 79

The development of the site for housing will be supported subject to the following requirements:

i. **It is recommended that the southern area is not developed, and a buffer zone created along the east side of the site to protect and enhance the wildlife corridors.**
ii. **Development should provide an attractive frontage to the canal. The site adjoins Green Belt to the south and west so design of any development should make provision for a transition to the Green Belt.**
iii. **All boundaries facing the footpath should be native hedgerow with intermittent trees, with post and wire fence to give additional security until the hedge establishes.**

iv. **Where it is visible from the towpath, development should respond to the canal, and be canal facing, the canal should not be hidden behind extensive boundary fencing, creating a narrow corridor along the towpath.**
v. **Continuing the grid iron pattern of development, found elsewhere in this part of Rishton, would allow views east west across the site, while reflecting local settlement patterns.**
vi. **Intermittent tree planting should be proposed along the northern boundary of the site adjacent to the rear of existing properties to reduce the visual impact of new development.**
vii. **There are protected trees within and adjoining the development which will need to be taken into account in determining the layout. An AIA will be required.**
viii. **Development should take account of the areas of important habitat within the site as identified in the Habitats Survey 2019.**
ix. **A woodland buffer zone should be created along the eastern side of the site.**
x. **The existing dense vegetation along the northernmost section of the towpath should be retained and managed for wildlife and to provide an effective screen.**
xi. **Existing hedgerows within the site should be protected and reinforced and where appropriate intermittent trees included**
xii. **An access option via Butler St could be explored.**
xiii. **New pedestrian routes should be created between the site and the canal towpath, to give easy access to the countryside.**

Land to the northeast of Cut Lane, Rishton

12.16 A substantial greenfield site on the north east edge of Rishton which adjoins Green Belt and open countryside to the north and west. A landscaping belt separates the site from recent development to the south. Cutwood Park lies to the west of the access road. Development of the site provides an opportunity to diversify the Borough's housing offer.

Policy HOU103: Land to the northeast of Cut Lane

Gross area: 10ha
No. of dwellings: 188

The development of the site for housing will be supported subject to the following requirements:

i. **The site is visible within the wider landscape and from the canal corridor; design and layout should acknowledge and accommodate this. It adjoins Green Belt to the north and west so design of any development should make provision for a transition to the Green Belt.**
ii. **Any development needs to respond to, and face the canal along the north western boundary.**
iii. **Pedestrian access to the canal and wider footpath network should be incorporated in to the scheme.**

iv.	**Pedestrian access to the canal should be via Cut Lane and no new access to the canal bank should be created in order to retain a protected area for wildlife**
v.	**Strong blocks of tree planting should be incorporated into the proposals to break up the mass of building and reduce the overall visual impact. These could follow the contours across site.**
vi.	**The new access road along Cut Lane should be sensitively detailed in a way that encourages pedestrian access and is appropriately rural. Drystone walls or native hedges should be used as boundary treatment on the approach from Cut Lane.**
vii.	**Boundaries facing Cut Lane should be native hedgerow with intermittent trees, with post and wire fence to give additional security until the hedge establishes.**
viii.	**Development should take account of the areas of important habitat within the site as identified in the Habitats Survey 2019.**
ix.	**Consideration needs to be given to the impacts of access provision on Cutwood park, including arboricultural impacts.**
x.	**An AIA will be required and any trees lost as a result of the upgrade of Cut Lane should be appropriately reinstated.**
xi.	**The small fenced off area of woodland at the western end of the site should be protected and retained, and protected by a buffer zone.**
xii.	**Access will be provided from the A678 Blackburn Road utilising Cut Lane which will need to be widened and upgraded to adoptable standard. Adjoining land will be required to make suitable access provision which will impact on Cutwood Park.**
xiii.	**The access road is a PRoW and this link should be enhanced for pedestrians and cyclists.**
xiv.	**The existing layout of Blackburn Road / Cut Lane junction is not suitable to facilitate the traffic that would use Cut Lane to access the allocation. It is recommended that a priority controlled T-junction is created to access the site.**
xv.	**The highway authority may also require a secondary vehicular access.**
xvi.	**Development should provide and enhance pedestrian/cycle links with the Leeds and Liverpool Canal.**

13.0 Implementation and Monitoring

13.1 It is important that the Council is able to monitor the effectiveness of its Local Plan once adopted. A Monitoring and Implementation Strategy has been prepared. This will contain key monitoring indicators and enable measurement of progress of the implementation of policies. This will be reported on an annual basis through the Council's Authority Monitoring Report (AMR).

13.2 In addition to annual reporting through the AMR, the Council will undertake a full review of the plan every 5 years in line with national planning policy guidance. The review will involve consideration of changes to local circumstances and national policy and conclude either:

- that policies do not need updating. If this is the case, the Council will publish its reasoning behind this conclusion; or
- that one or more policies do need updating. The Council will then update its Local Development Scheme to set out a timetable for revision.

Appendix A Abbreviations, Acronyms and Glossary

Abbreviations and Acronyms

AIA	Arboricultural Impact Assessment
AMR	Authority Monitoring Report
BHS	Biological Heritage Site
DEFRA	Department for Environment, Food and Rural Affairs
DM DPD	Development Management Development Plan Document
DPA (dpa)	Dwellings Per Annum
FRA	Flood Risk Assessment
HENA	Housing and Economic Needs Assessment
LCC	Lancashire County Council
LNR	Local Nature Reserve
NCN	National Cycle Network
NPPF	National Planning Policy Framework
PPG	Planning Practice Guidance
PRoW	Public Right of Way
TPO	Tree Preservation Order

Glossary

Active Design
Developed by Sport England (in partnership with Public Health England) Active Design is a combination of 10 principles that promote activity, health and stronger communities through the design of development with the aim of encouraging activity in everyday life. More information can be found here: https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design

Active Travel
Making journeys by physically active means - like walking, cycling, or scooting

Affordable Housing (taken from NPPF Glossary)
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 following definitions:

a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

Agent of Change
The 'agent of change principle' encapsulates the position that a person or business (i.e. the agent) introducing a new land use is responsible for managing the impact of that change. The principle is set out in NPPF paragraph 187 which states "Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.

Air Quality Management Area (AQMA)
If a Local Authority identifies any locations within its boundaries where the Air Quality Objectives are not likely to be achieved, it must declare the area as an Air Quality Management Area (AQMA). The Local Authority is subsequently required to put together a plan to improve air quality in that area – a Local Air Quality Action Plan. Air Quality Objectives have been put in place to protect people's health and the environment.

Allocations – see also Site Allocations
An area of land which has been specifically identified in the Local Plan for development (e.g. housing or employment). These are identified in the Local Plan and shown on the Policies

Map and are considered suitable for development of the identified use. Any proposed development on these sites must still go through the planning application process to gain consent.

Appropriate Assessment (AA)
An assessment of the potential adverse effects of a plan or project (in combination with other plans or projects) on Special Areas of Conservation and Special Protection Areas.

Area Action Plan
A type of Development Plan Document focused upon a specific location or an area subject to conservation or significant change. The Council prepared the Accrington Area Action Plan in 2012, covering the town centre. This set out a policy framework against which planning applications will be assessed and how the regeneration of the town centre should be proactively delivered and co-ordinated by the public and private sectors in partnership.

Area of Outstanding Natural Beauty (AONB)
An area of countryside that has been designated for conservation due to its significant landscape value. Areas are designated in recognition of their national importance by Natural England. They enjoy levels of protection from development similar to those of UK national parks, but unlike national parks the responsible bodies do not have their own planning powers. There are no AONB in Hyndburn but they can be found in other areas of Pennine Lancashire.

Authority Monitoring Report (AMR)
The Authority Monitoring Report (formerly Annual Monitoring Report) reviews the progress in implementation of the Local Plan and assesses the effectiveness of the policies contained in it, using a series of monitoring indicators. It includes information such as the number of new dwellings which have been completed and assesses this against the identified requirement. The AMR will incorporate the Monitoring and Implementation Strategy and will be produced at least annually.

Biodiversity Metric
The Defra[97] Biodiversity Metric is designed to provide ecologists, developers, planners and other interested parties with a means of assessing changes in biodiversity value (losses or gains) brought about by development or changes in land management. The metric is a habitat based approach to determining a proxy biodiversity value.

Biodiversity Net Gain
Biodiversity Net Gain is an approach to development that leaves biodiversity in a measurably better state than before. It still relies on the application of the mitigation hierarchy to avoid, mitigate or compensate for biodiversity losses. It is additional to these approaches, not instead of them. This establishes the principle that planning permission should only be given if a new development project *increases* rather than reduces levels of biodiversity present on a site. Evidence of an increase in biodiversity will require a baseline assessment of what is

[97] Department for Environment, Food and Rural Affairs

currently present on a site and then an estimation how proposed designs will add to that level, and latterly supported by post-construction evidence that a 10% gain has been delivered.

Biological Heritage Site (BHS)
Biological Heritage Sites are 'local wildlife sites' in Lancashire, which are felt to be of a greater than local significance. They are identified using a set of guidelines which can be found on the Lancashire County Council website https://www.lancashire.gov.uk/lern/site-designations/local-sites/biological-heritage-sites/bhs-guidelines-for-site-selection/

Brownfield land - see Previously Developed Land

Climate Change
Climate change refers to a large-scale, long-term shift in the planet's weather patterns and average temperatures, associated with the release of carbon dioxide (CO2) and other greenhouse gases into the air.

Climate Emergency
In declaring a climate emergency, the Council has acknowledged that actions to tackle climate change need to be taken urgently and has stressed the need to devise measures to tackle the causes and effects of this, such as setting targets to achieve net zero carbon emissions by a certain date.

Countryside
Any land outside the urban boundary but not designated as Green Belt or safeguarded land, as set out in Policy SP1 and SP25.

Development Plan Document
Planning policy documents which make up the Local Plan. They help to guide development within a local planning authority area by setting out the detailed planning policies, which planning officers use to make their decisions on planning applications.

Equalisation Agreement
An agreement that ensures all landowners equally benefit from development across a strategic site / set of sites where all parties own land integral to the development as a whole. For this Local Plan, this applies to Huncoat Garden Village. The agreement helps to protect against one landowner benefitting from high value land uses within the area (e.g. the prime residential element) with others who may own land with lower values (e.g. that to be used for infrastructure or lower cost housing).

Exceptional Circumstances (Green Belt)
NPPF states that Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans – both in relation to the loss of Green Belt and when establishing new Green Belt (para.s 139-141). National policy does not specifically set out what may constitute exceptional circumstances but these will need to be demonstrated before changes to Green Belt can take place.

Five year housing land supply
A 5 year land supply is a supply of specific deliverable sites sufficient to provide 5 years' worth of housing (and appropriate buffer) against a housing requirement set out in adopted strategic policies or, where this is considered out of date, against a local housing need figure, generated by using the standard method.

Grampian condition
A planning condition attached to a decision notice that prevents the start of a development until off-site works have been completed on land not controlled by the applicant.

Green / Blue Infrastructure
A network of multi-functional, urban and rural green space (including open space) and water environments (such as ponds, rivers, streams, canals and other water features), capable of delivering a wide range of environmental and quality of life benefits for local communities.

Green Belt
A policy designation which is applied to some areas of land around towns and other built up areas. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. NPPF para 138 states that "Green Belt serves five purposes:
a) to check the unrestricted sprawl of large built-up areas;
b) to prevent neighbouring towns merging into one another;
c) to assist in safeguarding the countryside from encroachment;
d) to preserve the setting and special character of historic towns; and
e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Gross Value Added (GVA)
Measures the contribution to the economy of each individual producer, industry or sector. Simplistically it is the value of the amount of goods and services that have been produced, less the cost of all inputs and raw materials that are directly attributable to that production.

Habitat Regulations Assessment (HRA)
HRA refers to the several distinct stages of Assessment which must be undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended) and the Conservation of Offshore Marine Habitats and Species Regulations 2017 (as amended) to determine if a plan or project may affect the protected features of a habitats site before deciding whether to undertake, permit or authorise it. European Sites and European Offshore Marine Sites identified under these regulations are referred to as 'habitats sites' in the NPPF.

Historic Environment
All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Housing Delivery Test
A government test which measures net additional dwellings provided in a local authority area against the homes required, using national statistics and local authority data. The Secretary of State publishes the Housing Delivery Test results for each local authority in England on an annual basis.

Housing Requirement (see also Standard Method and Local Housing Need)
The standard method for assessing local housing need provides a minimum starting point in determining the number of homes needed in an area. The housing requirement is the final agreed number of homes that are expected to be delivered over the plan period which may differ from the figure generated by the standard method. It may reflect the fact that actual need is higher, for example as a result of expected economic growth which is not taken account of in the standard method.

Housing trajectory
A housing trajectory sets out the total number of homes expected to be delivered over the whole Local Plan period, broken down by year. This is often set out in a bar chart, as shown in Figure 5 of this document.

Infrastructure Delivery Plan (IDP)
Identifies infrastructure requirements across the borough, setting out what is needed, where, and when. This could include infrastructure such as highways, education, community facilities, open space and green infrastructure.

Landscape and Visual Impact Assessment (LVIA)
Identifies and assesses the significance of the effects of change caused by a development on the landscape as an environmental resource as well as views and visual amenity.

Local Development Scheme
Provides an overview of what the planning policies are for the Borough and sets out the current documents which form the Local Plan. It also sets out a detailed programme for the preparation of future Local Plans and other Development Plan Documents including a timetable for their production.

Local Housing Need (See also Standard Method and Housing Requirement)
Housing need is an unconstrained assessment of the number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this such as site allocations.

Local Nature Reserve (LNR)
LNRs are a statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949. They are places with wildlife or geological features that are of

special interest locally. They offer people opportunities to study or learn about nature or simply enjoy it.

Local Plan
Local Plans, prepared by a local planning authority in consultation with its community, set out a vision and a framework for the future development of an area. Once in place, Local Plans become part of the statutory development plan. The statutory development plan for the area is the starting point for determining local planning applications.

Long term vacant properties
Dwellings which have been unoccupied and substantially unfurnished for over six months.

Major Development
For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m2 or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

Masterplan
An overarching planning document that provides a conceptual layout to guide future growth and development, usually within a specific area, such as the Huncoat Garden Village Masterplan.

National Planning Policy Framework (NPPF) - see also Planning Practice Guidance
Sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. The local authority must have regard to national policies and advice contained in guidance when developing the Local Plan and it is a material consideration when taking decisions on planning applications.

Nature Recovery Network (NRN
An expanding, increasingly connected, network of wildlife rich habitats supporting species recovery, alongside wider benefits such as carbon capture, water quality improvements, natural flood risk management and recreation. It includes the existing network of protected sites and other wildlife rich habitats as well as and landscape or catchment scale recovery areas where there is coordinated action for species and habitats and will use maps and data to identify priorities for nature's recovery. Hyndburn's network will be part of a county wide network and be identified in a Local Nature Recovery Strategy.

Neighbourhood Plan
A plan prepared by a parish council or neighbourhood forum for a designated neighbourhood area. It is a community-led framework for guiding the future development and growth of an area. It may contain a vision, aims, planning policies, proposals for improving the area or providing new facilities, or allocation of key sites for specific kinds of development, in conformity with the Local Plan.

Open Space (see also Green/Blue Infrastructure)
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.

Permitted Development Rights
Permitted development rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application. Permitted development rights are subject to conditions and limitations to control impacts and to protect local amenity.

Planning Obligation
A legal agreement entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Planning Practice Guidance (PPG) – see also National Planning Policy Framework
The national PPG add further context to the policies of NPPF and it is intended that the two documents should be read together. The local authority must have regard to national policies and advice contained in guidance when developing the Local Plan and it is a material consideration when taking decisions on planning applications.

Policy / Policies Map
A map showing allocations and designations arising from policies in the local plan. It is adopted alongside the Local Plan.

Presumption in Favour of Sustainable Development
This is considered to be at the heart of national policy and NPPF states that plans and decisions should apply a presumption in favour of sustainable development. The full policy is set out in paragraph 11 of NPPF but, in summary, it means that strategic policies should provide for objectively assessed needs for housing and other uses unless certain circumstances, such as being contrary to the policies of NPPF, would not allow this. For decision taking, it means that proposals that accord with an up-to-date plan should be approved without delay or, where there are no relevant policies or these are out of date, then permission should be granted unless certain circumstances, such as being contrary to the policies of NPPF, provide a reason not to grant permission.

Previously Developed Land
Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

Renewable (and low carbon) energy
Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun (including passive solar gain) and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Retail Impact Assessment
An assessment undertaken for an application for retail use for developments over a certain size on the impact of the proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments. See DMDPD.

Rural Area – see also Countryside and Green Belt
All land located outside the defined urban area / urban boundary. This includes Countryside Areas and Green Belt but not safeguarded land.

Safeguarded land
Area of land between the urban area and the Belt which is safeguarded in order to meet longer-term development needs stretching beyond the plan period and to ensure the permanence of the Green Belt boundaries. Safeguarded land identified in this Local Plan is not allocated for development and development of it will be resisted unless and until such time as any future update of the plan specifically proposes the development of the site.

Self-build and custom-build housing
Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

Sequential Test (Retail)
A sequential test is applied to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.

Settlement Hierarchy
The means of distributing the priorities for growth and development according to the role or size of a settlement. Policy SP1 confirms the tiers of the existing settlement hierarchy in Hyndburn, indicating the broad scale of development expected in each.

Site of Special Scientific Interest (SSSI)

A conservation designation denoting a protected area extremely valuable for its flora, fauna, physiological and geological features. Land is notified as an SSSI under the Wildlife and Countryside Act (1981), as amended.

Special Area of Conservation (SAC)
Areas defined by regulation 3 of the Conservation of Habitats and Species Regulations 2017 which have been given special protection as important conservation sites.

Special Protection Area
Areas classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.

Standard Method of Calculating Housing Need
The National Planning Policy Framework expects strategic policy-making authorities to follow the standard method (set out in Planning Practice Guidance) for assessing local housing need. The standard method uses a formula to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply. The standard method identifies a minimum annual housing need figure. It does not produce a housing requirement figure.

Strategic Cycle Network
In Hyndburn, this includes the East Lancashire Strategic Cycleway Network which aims to create a joined-up network that provides access to workplaces, schools, colleges, shops and other services, as well as providing tourism and recreation opportunities. The routes are based on old disused railway lines and will mainly be off road 'greenways'. Some routes also form part of the National Cycle Network which is a UK-wide network of signed paths and routes.

Strategic Employment Hubs
Areas comprising of one or more existing strategic employment areas such as Frontier Park, J7 Business Park and Altham Business Park.

Strategic Employment Site
A key employment site in a strategic location capable of accommodating major investment of local or regional importance.

Strategic Policy
The development plan must include strategic policies to address the local planning authority’s priorities for the development and use of land in its area. This includes setting out an overall strategy for the pattern, scale and quality of development and include strategic requirements such as those for housing and employment land for the whole Borough. This document contains the strategic policies for the Borough, whilst the DM DPD sets out policies for non-strategic matters. The development plan for an area comprises the combination of strategic and non-strategic policies which are in force at a particular time.

Sustainability Appraisal
A tool used to appraise planning policy documents in order to promote sustainable development in order to ensure that social, environmental and economic aspects are all taken into consideration as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. It is a compulsory requirement under the 2004 Planning and Compulsory Purchase Act.

Sustainable Drainage System (SuDS)
A collection of water management practices that aim to align modern drainage systems with natural water processes that are considered to be environmentally beneficial, causing minimal or no long-term detrimental damage.

Town Centre uses
Main town centres use: 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).

Transport Assessment
A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies measures required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, and measures that will be needed deal with the anticipated transport impacts of the development.

Travel Plan
A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed.

Urban boundary
The boundary defined on the Policies Map which denotes the urban area of the Borough, including undeveloped land which is allocated for development. Land outside the urban boundary is classed as the rural area.

Viability / Viability Assessment
The determination of whether development is economically worthwhile, taking account of the costs of undertaking development and the value of development. All viability assessments should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available.

Appendix B: Core Strategy (2012) & Strategic Policies Review policy mapping

Adopted Core Strategy policy 2012	Policy replacement(s)
BD1: The Balanced Development Strategy	Policy SP1: The Spatial Development Strategy
E1: Future Employment Provision	Policy SP4: Employment Provision
E2: Protection, Modernisation and Development of Employment Sites	Policy SP4: Protection, Modernisation and Development of Employment Sites
ED1: New and improved education	Policy SP1: The Spatial Development Strategy Policy SP9: Provision of Community Facilities
H1: Housing Provision	Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing
H2: Affordable Housing	Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing
H3: Gypsy and Traveller Provision	Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision
HC1: Green Space and facilities for Walking/Cycling	Policy SP8: Open Space and Local Green Space Provision
HC2: Leisure, Health and Culture	Policy SP9: Provision of Community Facilities
HC3: The Design of Residential Roads	Policy SP23: Sustainable and safe transport
HC4: Community Benefits/Planning Obligations	Policy SP3: Planning Obligations
Env1: Green Infrastructure	Policy SP14: Green Infrastructure
Env2: Natural Environment Enhancement	Policy SP16: Natural Environment Enhancement
Env3: Landscape Character	Policy SP15: Landscape Character
Env4: Sustainable Development and Climate Change	Policy SP13: Climate Change and Sustainable Development
Env5: Renewable Energy	Policy SP17: Renewable Energy
Env6: High Quality Design	Policy SP18: High Quality Design
Env7: Environmental Amenity	Policy SP20: Environmental Amenity and Air Quality
T1: Improving Connectivity	Policy SP22: Connectivity and improvements to transport networks
T2: Cycle and Footpath Networks	Policy SP24: Cycle and Footpath Networks
T3: Motorway and Trunk Road Improvements	Policy SP22: Connectivity and improvements to transport networks

Adopted Core Strategy policy 2012	Policy replacement(s)
A1: Amount and Distribution of Housing in Accrington	Policy SP26: Accrington (Central), Baxenden and Church
A2: Accrington Town Centre	Policy SP6: Centre Hierarchy, Strategy and Retail Provision Policy SP7: Accrington Town Centre Policy SP26: Accrington (Central), Baxenden and Church
A3: Development of Local Centres in Accrington	Policy SP6: Centre Hierarchy, Strategy and Retail Provision Policy SP7: Accrington Town Centre Policy SP27: Clayton-le-Moors (incl. Altham) Policy SP31: Oswaldtwistle
A4: The Leeds and Liverpool Canal in Church	Policy SP21: The Leeds and Liverpool Canal Policy SP26: Accrington (Central), Baxenden and Church
A5: Brookside Business Centre	Policy SP30: Oswaldtwistle and Knuzden
A6: The Leeds and Liverpool Canal in Clayton-le-Moors	Policy SP21: The Leeds and Liverpool Canal Policy SP27: Clayton-le-Moors and Altham
A7: Housing in Huncoat	Policy SP2: Huncoat Garden Village Policy SP29: Huncoat
A8: Strategic Employment Site in Huncoat	Policy SP2: Huncoat Garden Village Policy SP29: Huncoat
A9: Whinney Hill Link Road	Policy SP2: Huncoat Garden Village Policy SP29: Huncoat
GH1: Housing in Great Harwood	Policy SP28: Great Harwood
GH2: Great Harwood Town Centre	Policy SP6: Centre Hierarchy, Strategy and Retail Provision Policy SP28: Great Harwood
R1: Housing in Rishton	Policy SP31: Rishton and Whitebirk
R2: Rishton Local Centre	Policy SP6: Centre Hierarchy, Strategy and Retail Provision Policy SP30: Rishton
R3: The Leeds and Liverpool Canal in Rishton	Policy SP19: The Leeds and Liverpool Canal Policy SP31: Rishton and Whitebirk
KW1: Strategic Regional Employment Site at Whitebirk	
RA1: Amount and Distribution of Housing in Rural Areas	Policy SP25: Development in rural areas
RA2: Historic Character and Identity	Policy SP19: Heritage
RA3: Protection and development of Altham Business Park	Policy SP5: Protection, Modernisation and Development of Employment Sites

Appendix C: DM DPD and Strategic Policies Review policy mapping

Adopted DM DPD policy	Strategic 'parent' policy
GC1: Presumption in favour of sustainable development	Policy SP1: The Spatial Development Strategy
GC2: Infrastructure, Planning Obligations & CIL	Policy SP1: The Spatial Development Strategy Policy SP3: Planning Obligations
GC3: Planning Enforcement	N/A
DM1: Employment Development	Policy SP4: Employment Provision and Strategic Sites Policy SP5: Protection, Modernisation and Development of Employment Sites
DM2: Employment Strategies	N/A
DM3: Development of main town centre uses	Policy SP5: Centre Hierarchy, Strategy and Retail Provision
DM4: Retail Frontages	Policy SP6: Centre Hierarchy, Strategy and Retail Provision
DM5: Hot Food Takeaways	N/A
DM6: Delivering Schools and Early Learning	Policy SP9: Provision of Community Facilities
DM7: Cultural and Community Facilities	Policy SP9: Provision of Community Facilities
DM8: Public Houses	N/A
DM9: Telecommunications	N/A
DM10: New Residential Development	Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing
DM11: Open Space Provision in New Residential Development	Policy SP8: Open Space Provision
DM12: Affordable Housing	Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing
DM13: Development of Housing within Residential Gardens	Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing
DM14: Housing with Care for Older People and People with Disabilities	Policy SP11: Suitable Range of Housing
DM15: Gypsy and Traveller Sites	Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision
DM16: Housing Standards	Policy SP11: Suitable Range of Housing
DM17: Trees, Woodland and Hedgerows	Policy SP16: Natural Environment Enhancement

Adopted DM DPD policy	Strategic 'parent' policy
DM18: Protection and Enhancement of the Natural Environment	Policy SP13: Climate Change and Sustainable Development Policy SP14: Green Infrastructure Policy SP15: Landscape Character Policy SP16: Natural Environment Enhancement
DM19: Protected Species	Policy SP16: Natural Environment Enhancement
DM20: Flood Risk Management and Water Resources	Policy SP13: Climate Change and Sustainable Development
DM21: Protection of Open Spaces	Policy SP8: Open Space Provision
DM22: Heritage Assets	Policy SP19: Heritage
DM23: Demolition of Unlisted Buildings and Structures in Conservation Areas	Policy SP19: Heritage
DM24: Contaminated or Unstable land & storage of hazardous substances	Policy SP12: Sustainable Development and Climate Change
DM25: Pollution Control	Policy SP13: Climate Change and Sustainable Development
DM26: Design Quality and Materials	Policy SP13: Climate Change and Sustainable Development Policy SP18: High Quality Design
DM27: The Control of Advertisements	N/A
DM28: Shop Fronts and Security Shutters	N/A
DM29: Environmental Amenity	Policy SP20: Environmental Amenity and Air Quality
DM30: Wind Energy	Policy SP17: Renewable Energy
DM31: Waste management in all new development	Policy SP13: Climate Change and Sustainable Development
DM32: Sustainable Transport, Traffic and Highway Safety	Policy SP22: Connectivity and improvements to transport networks Policy SP23: Sustainable and safe transport
DM33: Sustainable Transport Infrastructure	Policy SP19: The Leeds and Liverpool Canal Policy SP20: Connectivity and improvements to transport networks Policy SP21: Sustainable and safe transport Policy SP22: Cycle and Footpath Networks
DM34: Development in the Green Belt and Countryside Area	Policy SP1: The Spatial Development Strategy Policy SP25: Development in rural areas
DM35: Farm Diversification & Local Food Networks	Policy SP25: Development in rural areas
DM36: Equestrian Development	Policy SP25: Development in rural areas

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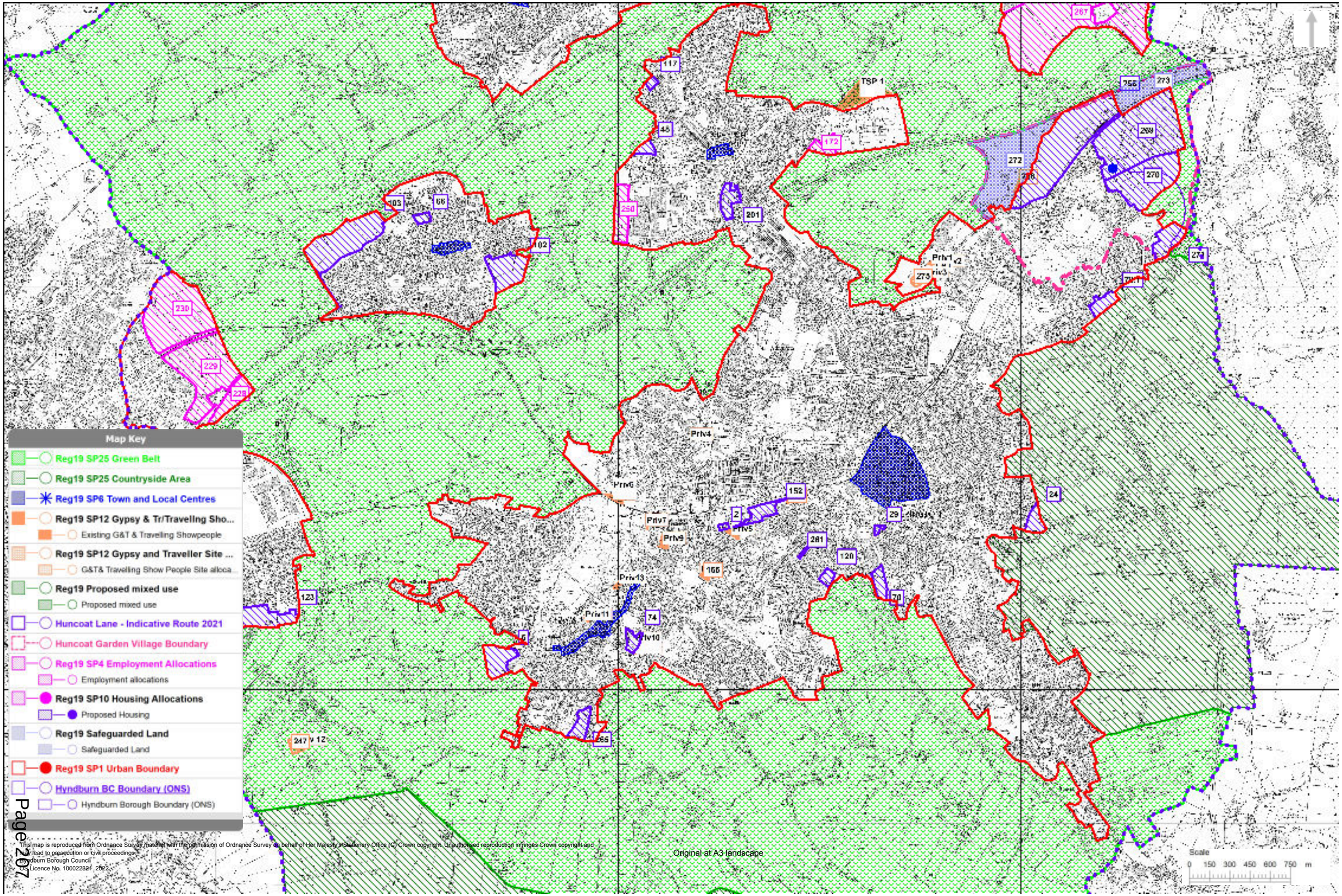

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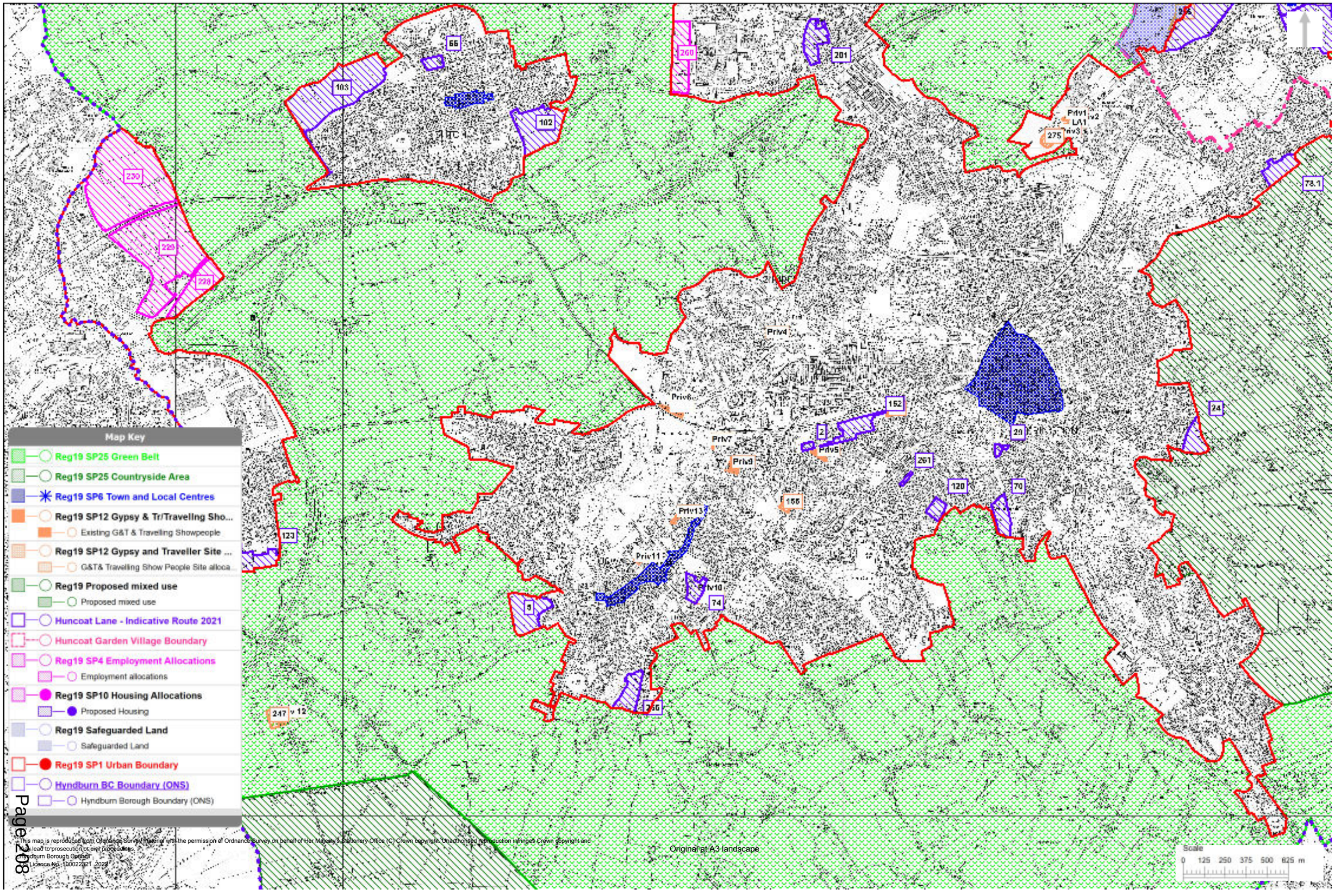

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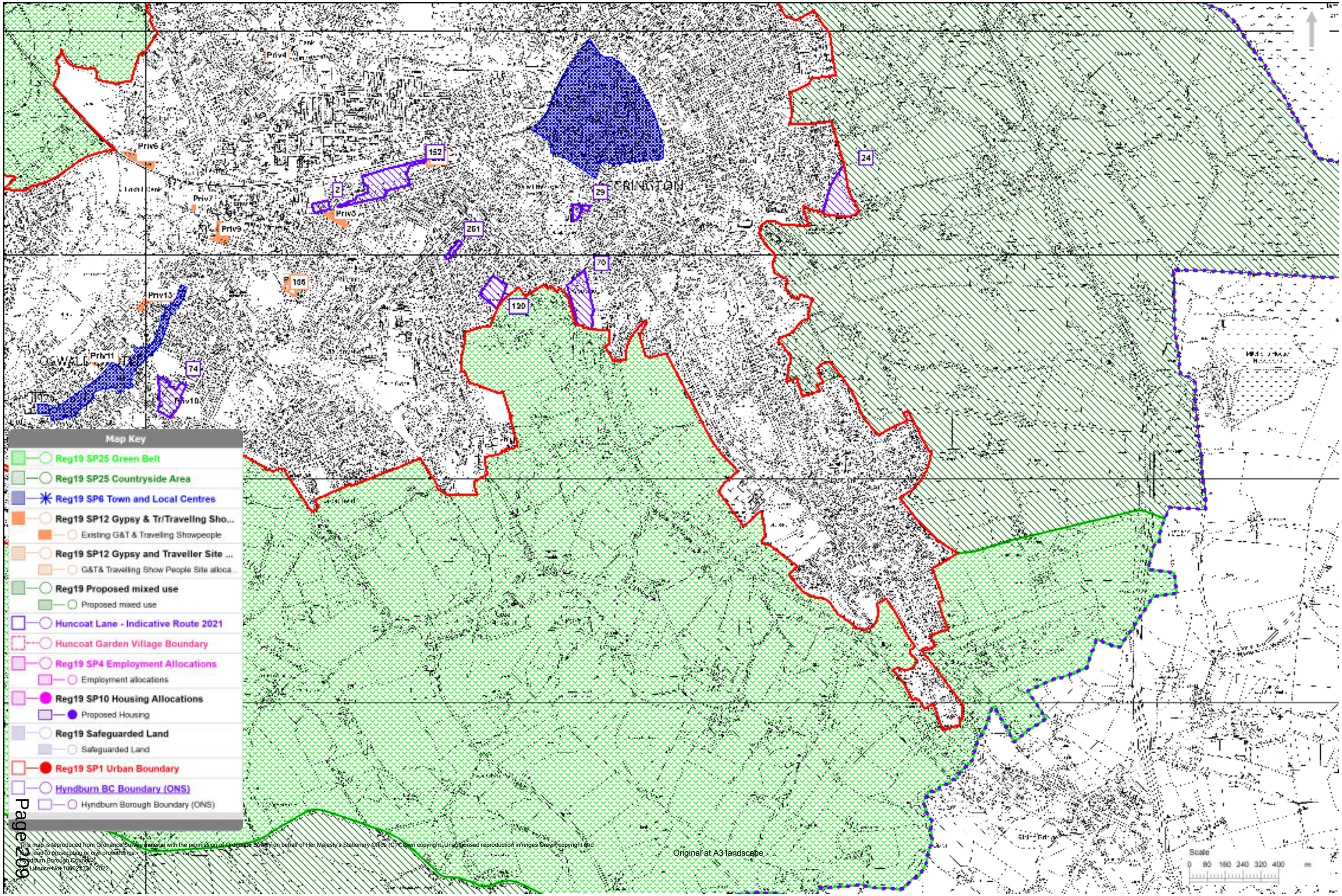

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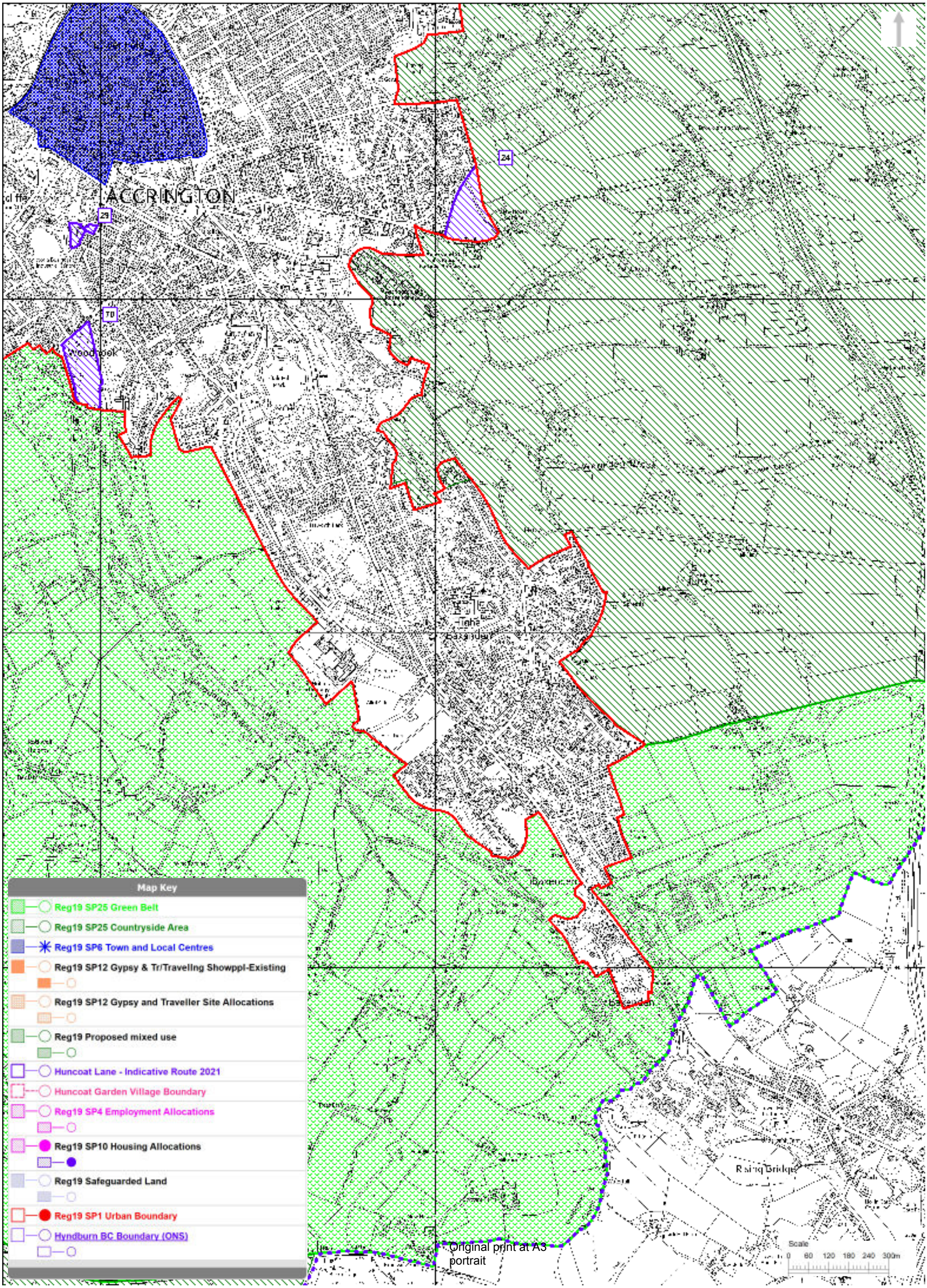
Original at A3 landscape

Title: Baxenden 1- 10000

Date:17 March 2022



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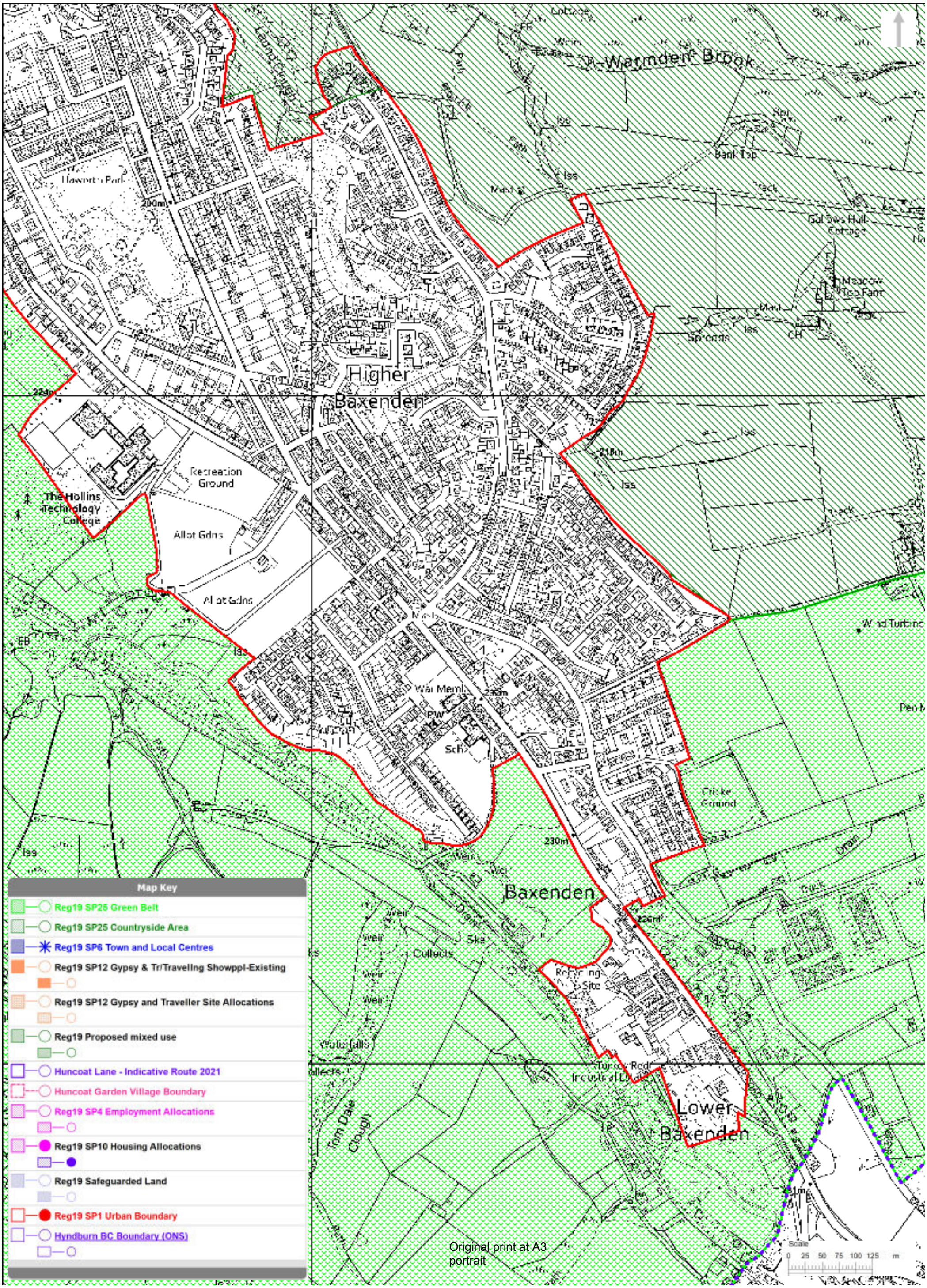
Title: Baxenden 1-7500

Date:17 March 2022



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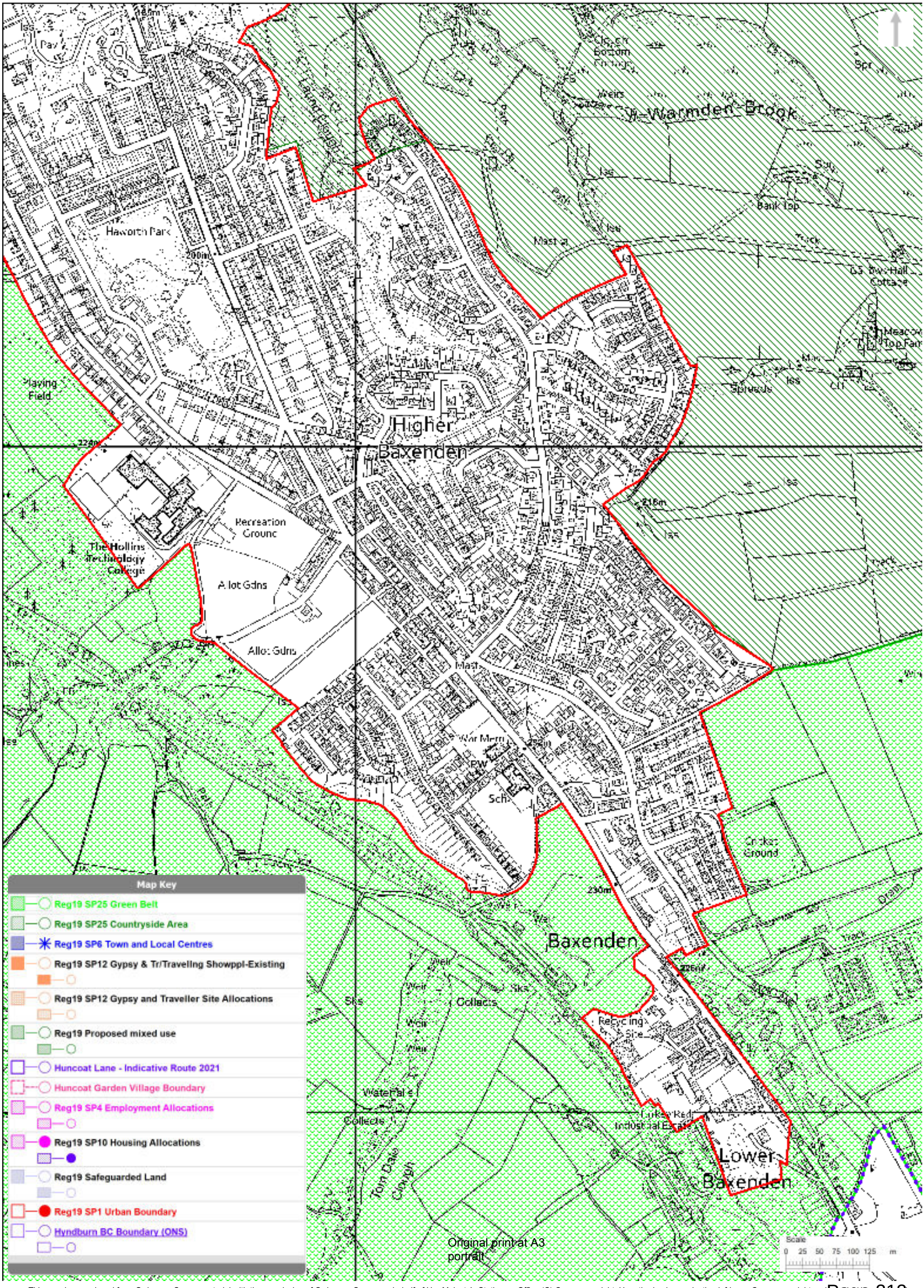
Title: Baxenden 1-5000

Date:17 March 2022



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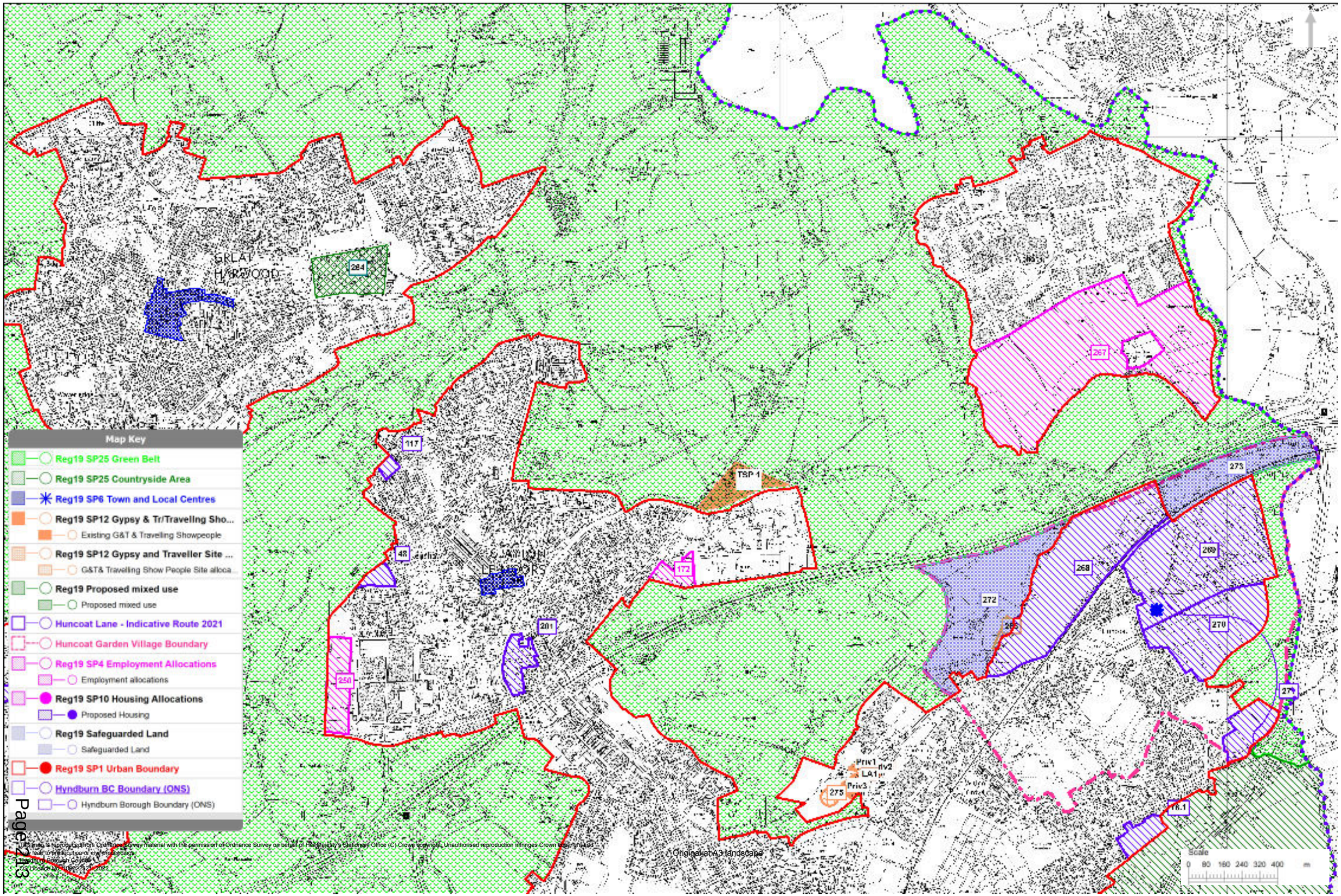

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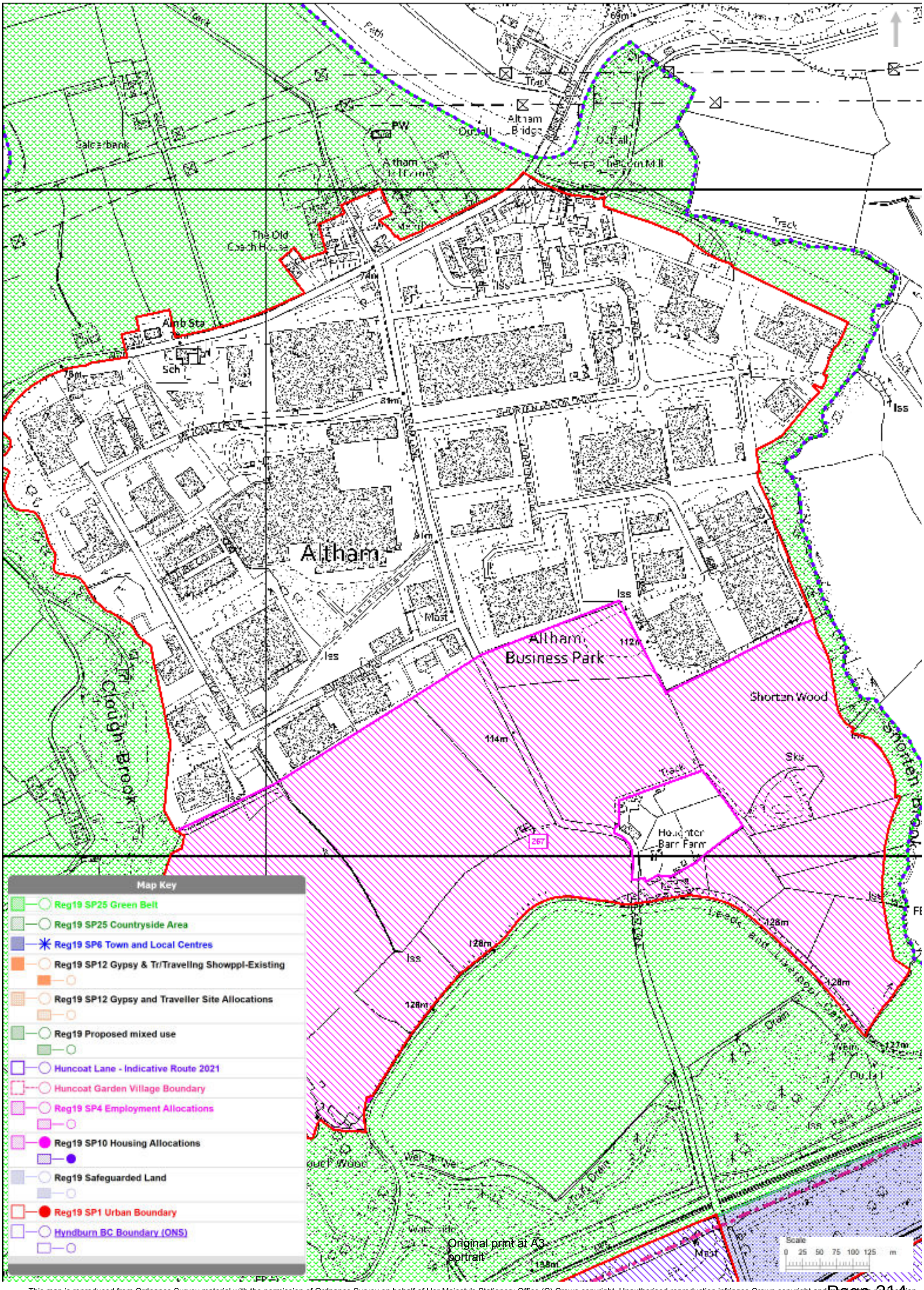
Original at A3 landscape

Title: Altham Business Park 1-5000

Date:17 March 2022



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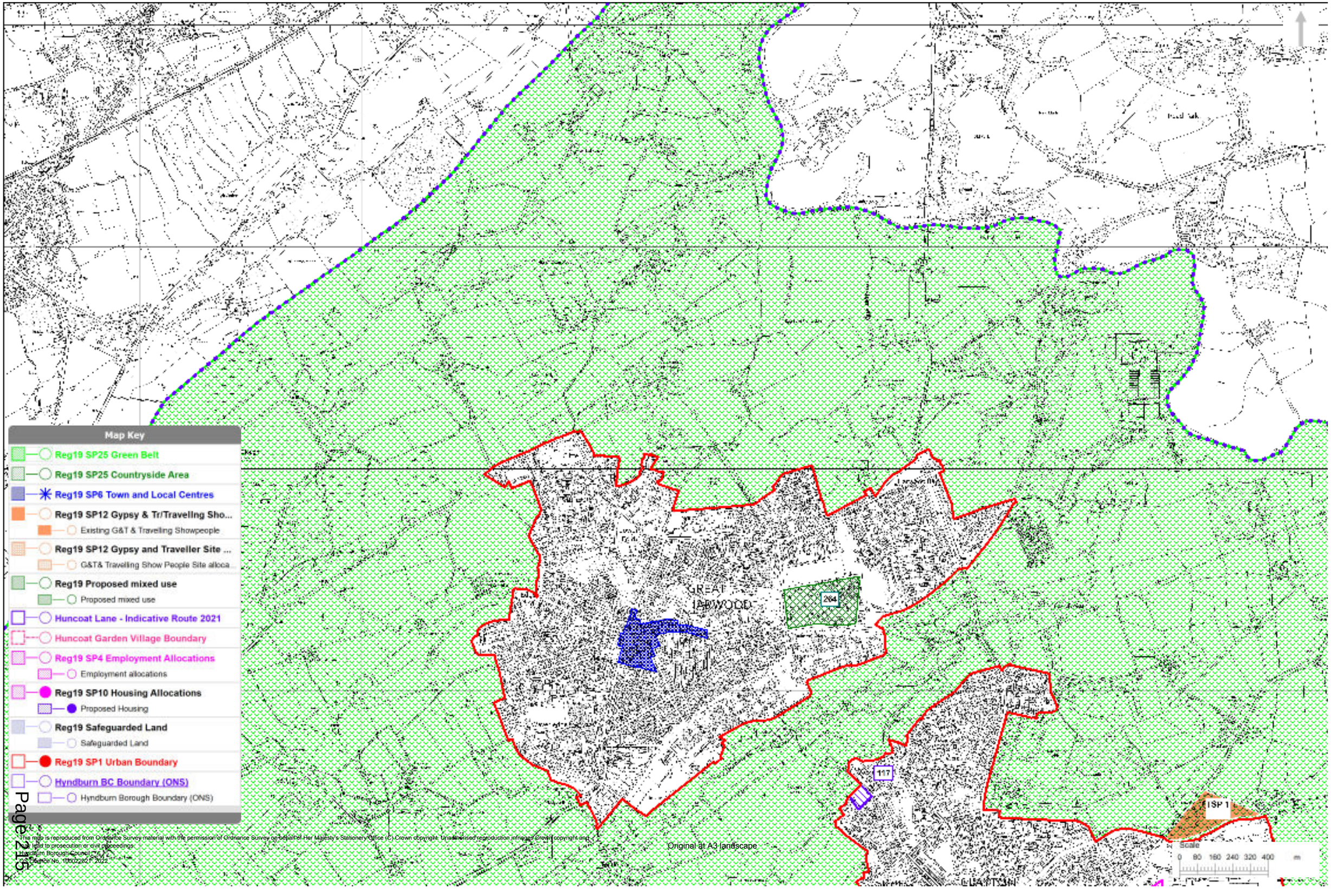

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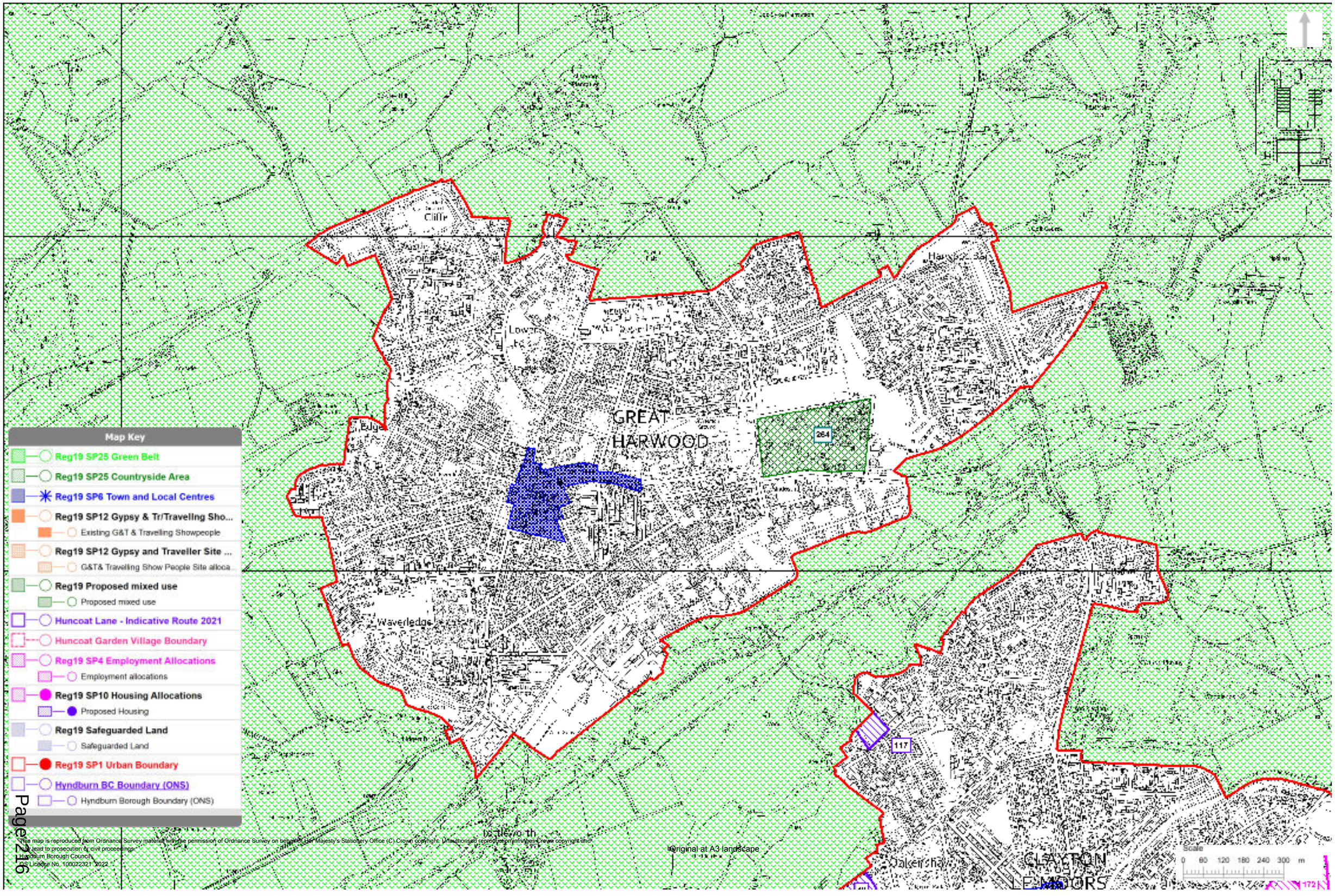
Original at A3 landscape



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Original at A3 landscape

TSP 1
172
273
268
269
272
270
271
275
Priv1
Priv2
ILA1
Priv3
7U.1
Huncoat

Map Key

- Reg19 SP25 Green Belt
- Reg19 SP25 Countryside Area
- Reg19 SP6 Town and Local Centres
- Reg19 SP12 Gypsy & Tr/Travelling Sho...
  - Existing G&T & Travelling Showpeople
- Reg19 SP12 Gypsy and Traveller Site ...
  - G&T& Travelling Show People Site alloca...
- Reg19 Proposed mixed use
  - Proposed mixed use
- Huncoat Lane - Indicative Route 2021
- Huncoat Garden Village Boundary
- Reg19 SP4 Employment Allocations
  - Employment allocations
- Reg19 SP10 Housing Allocations
  - Proposed Housing
- Reg19 Safeguarded Land
  - Safeguarded Land
- Reg19 SP1 Urban Boundary
- Hyndburn BC Boundary (ONS)
  - Hyndburn Borough Boundary (ONS)

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Original at A3 landscape

Scale
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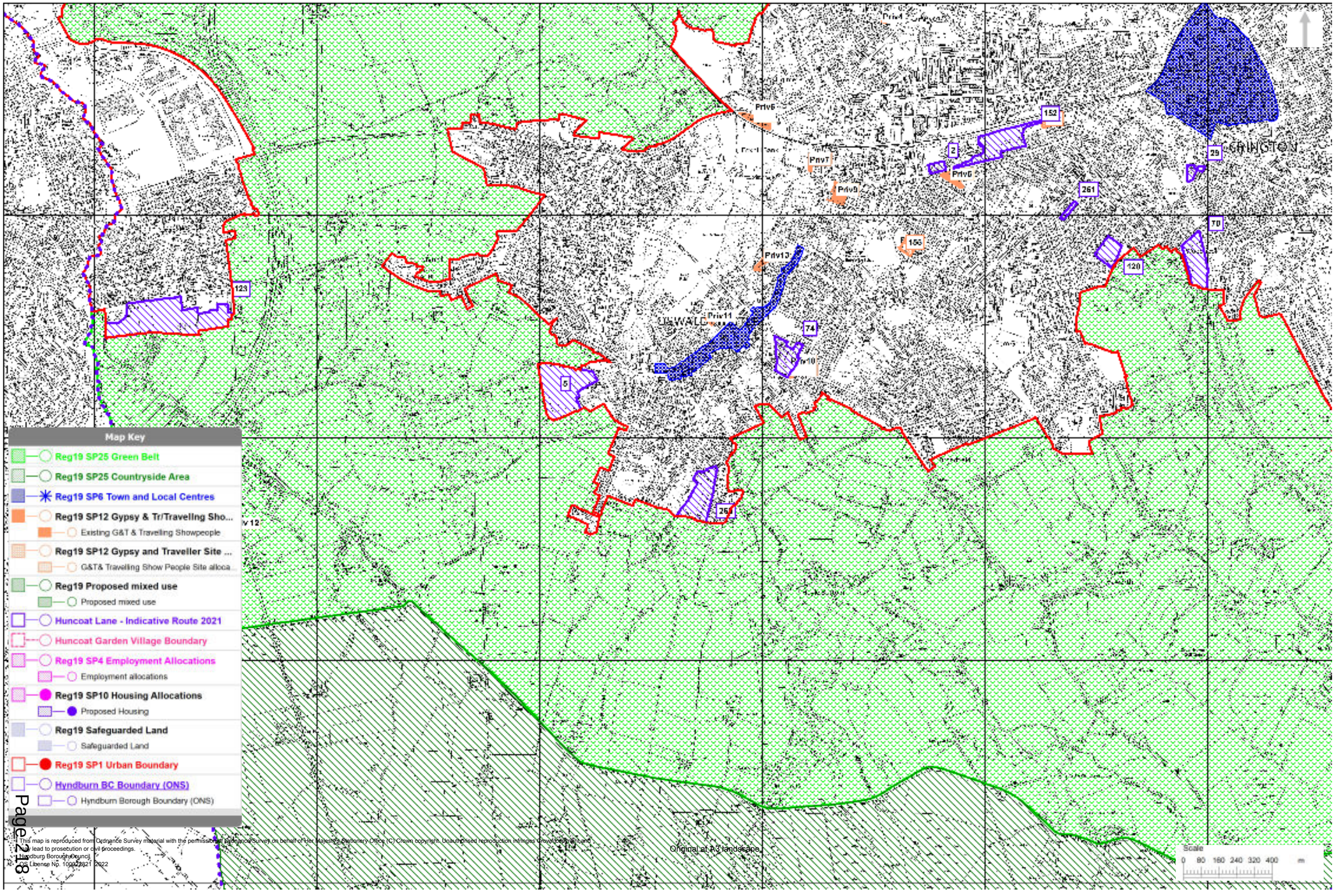

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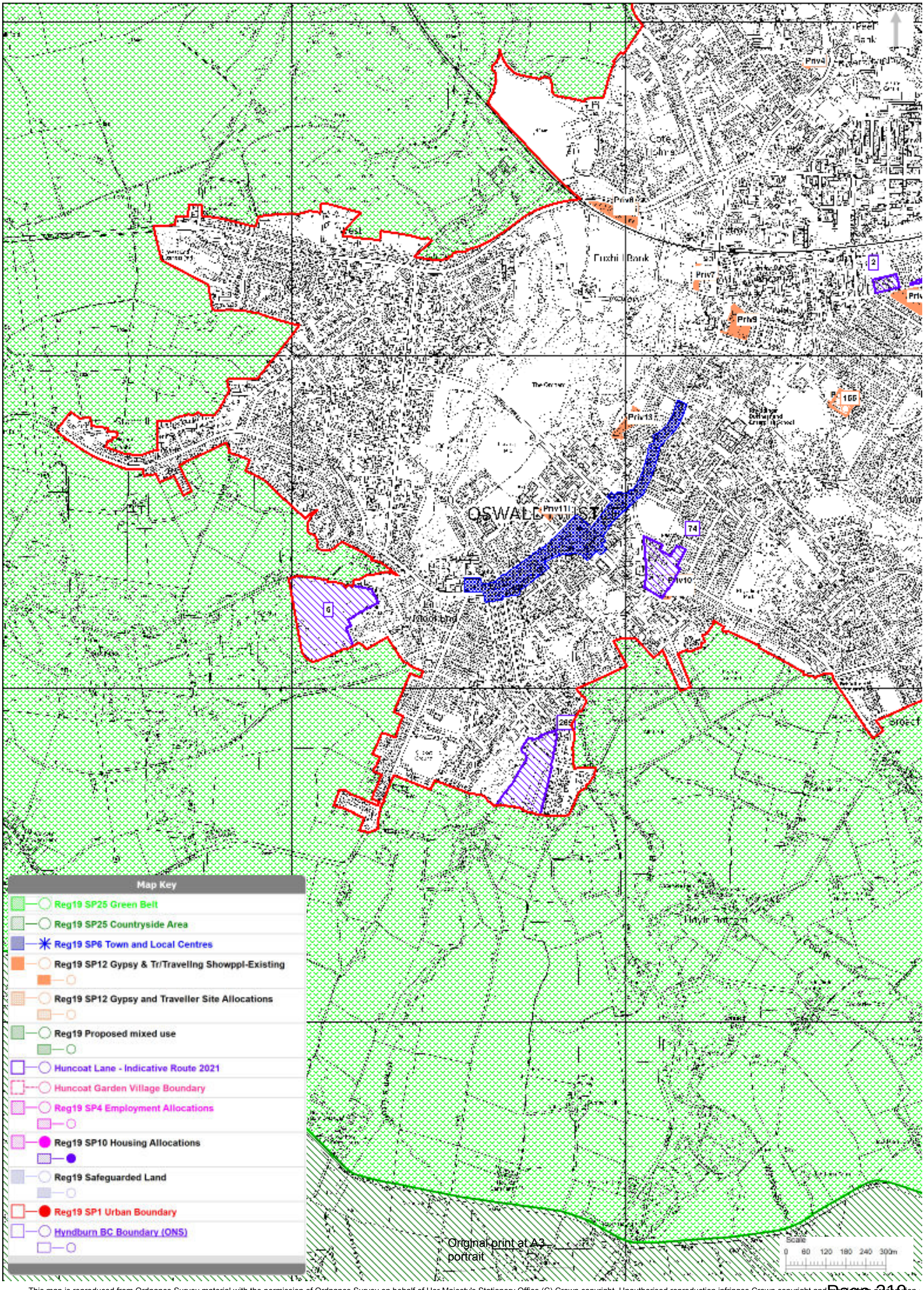
Original at A3 landscape

Title: Oswaldtwistle 1- 10000

Date:17 March 2022



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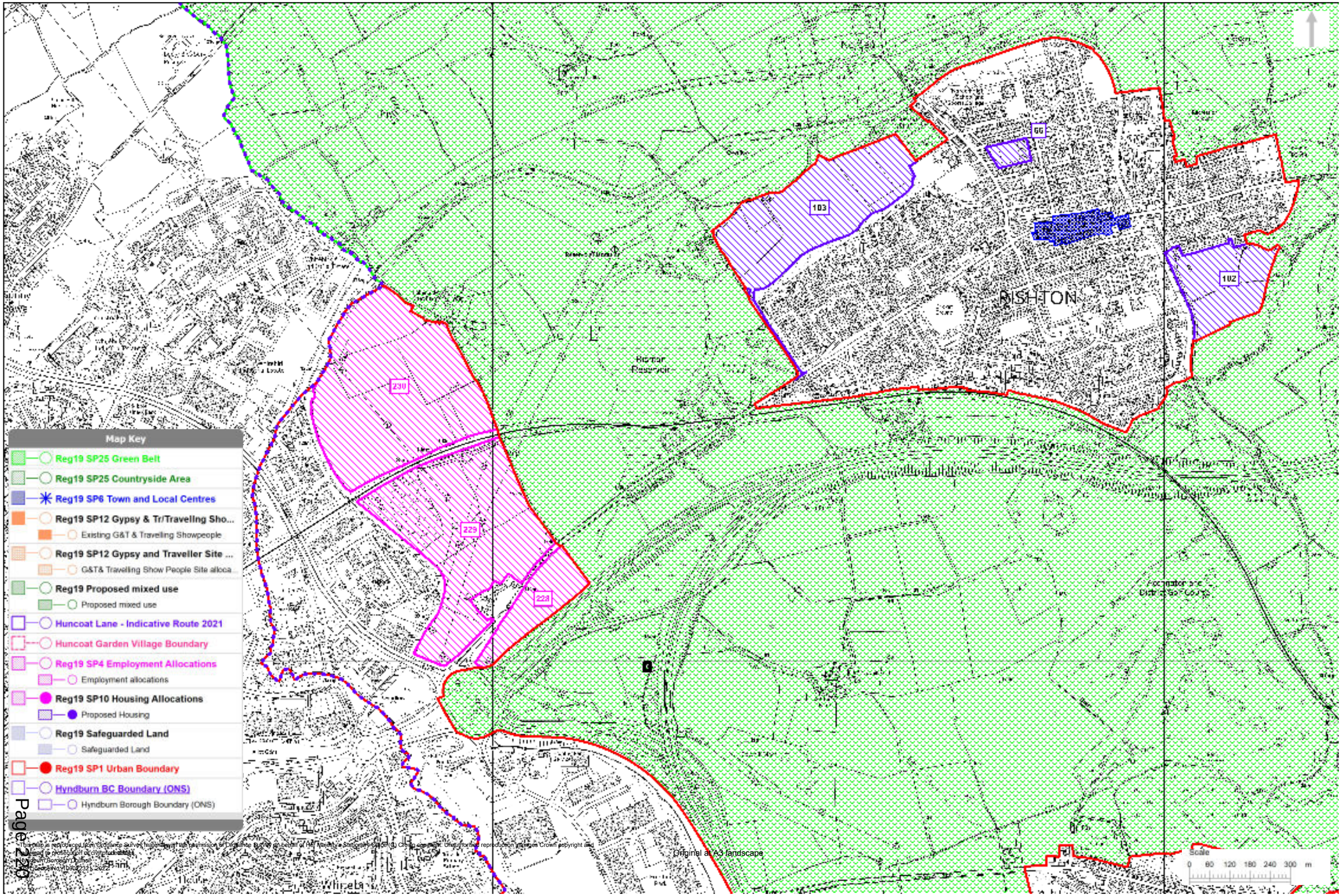

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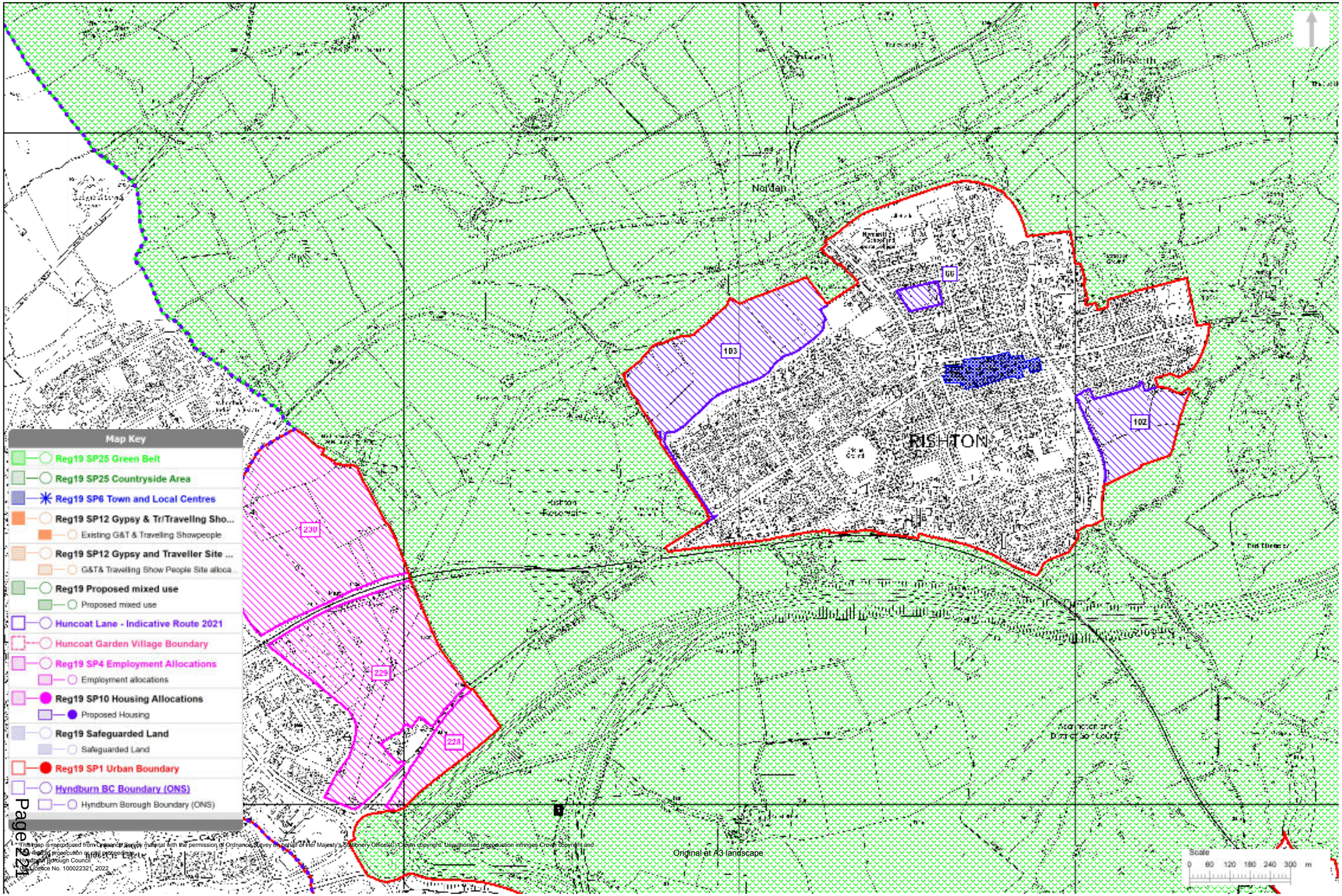

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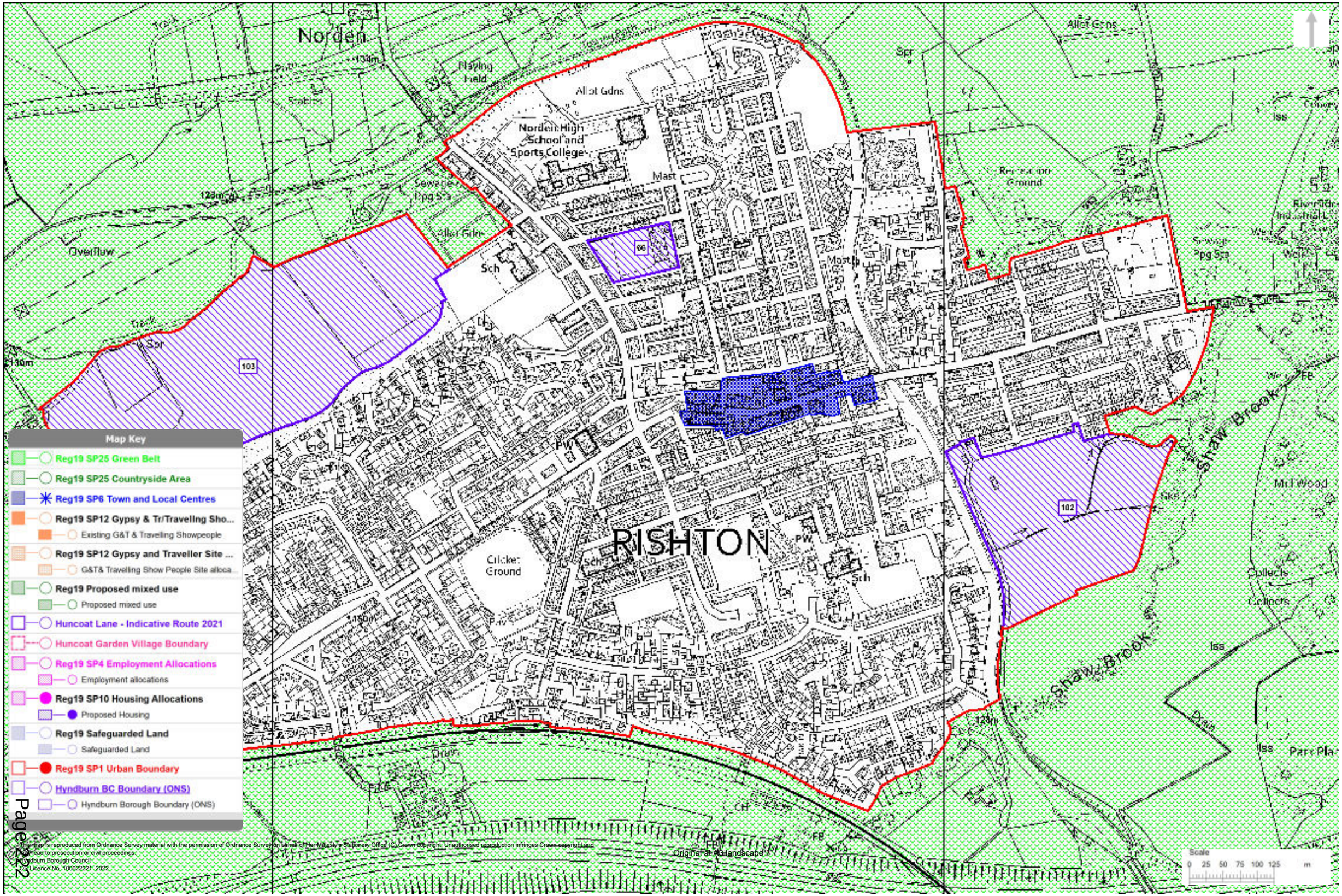

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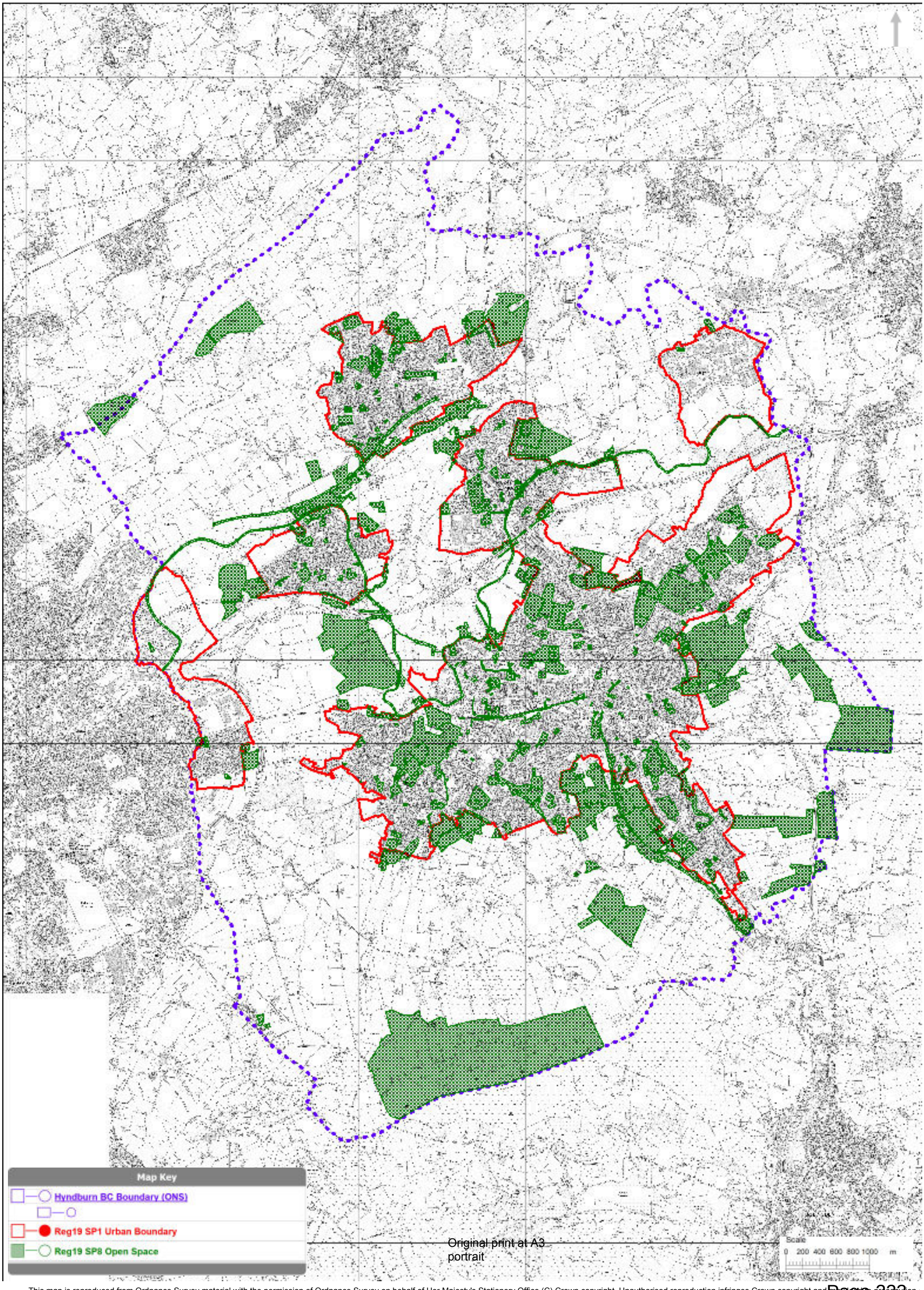
Title: Hyndburn Open Space 1 - 40000 portrait

Date:17 March 2022



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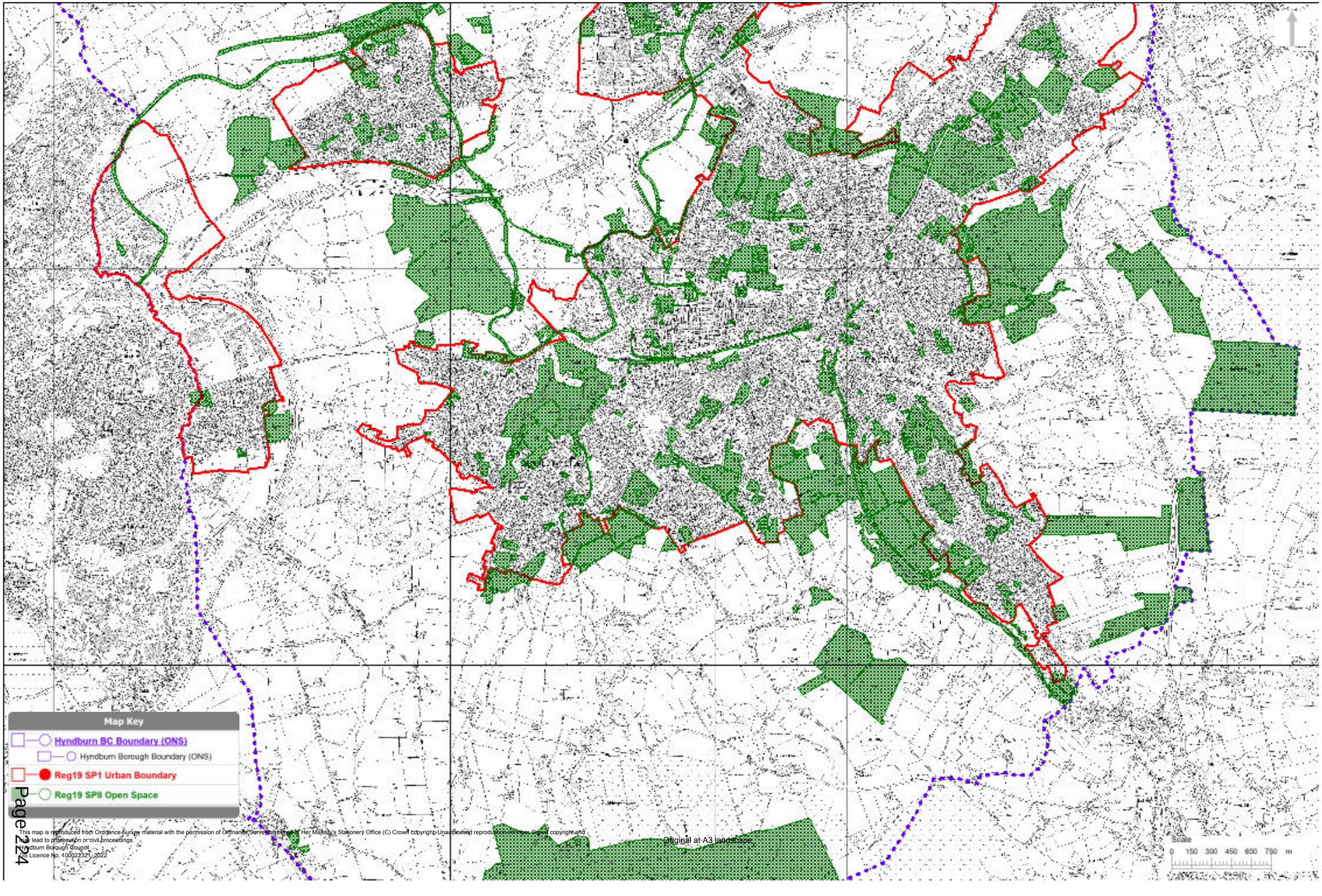

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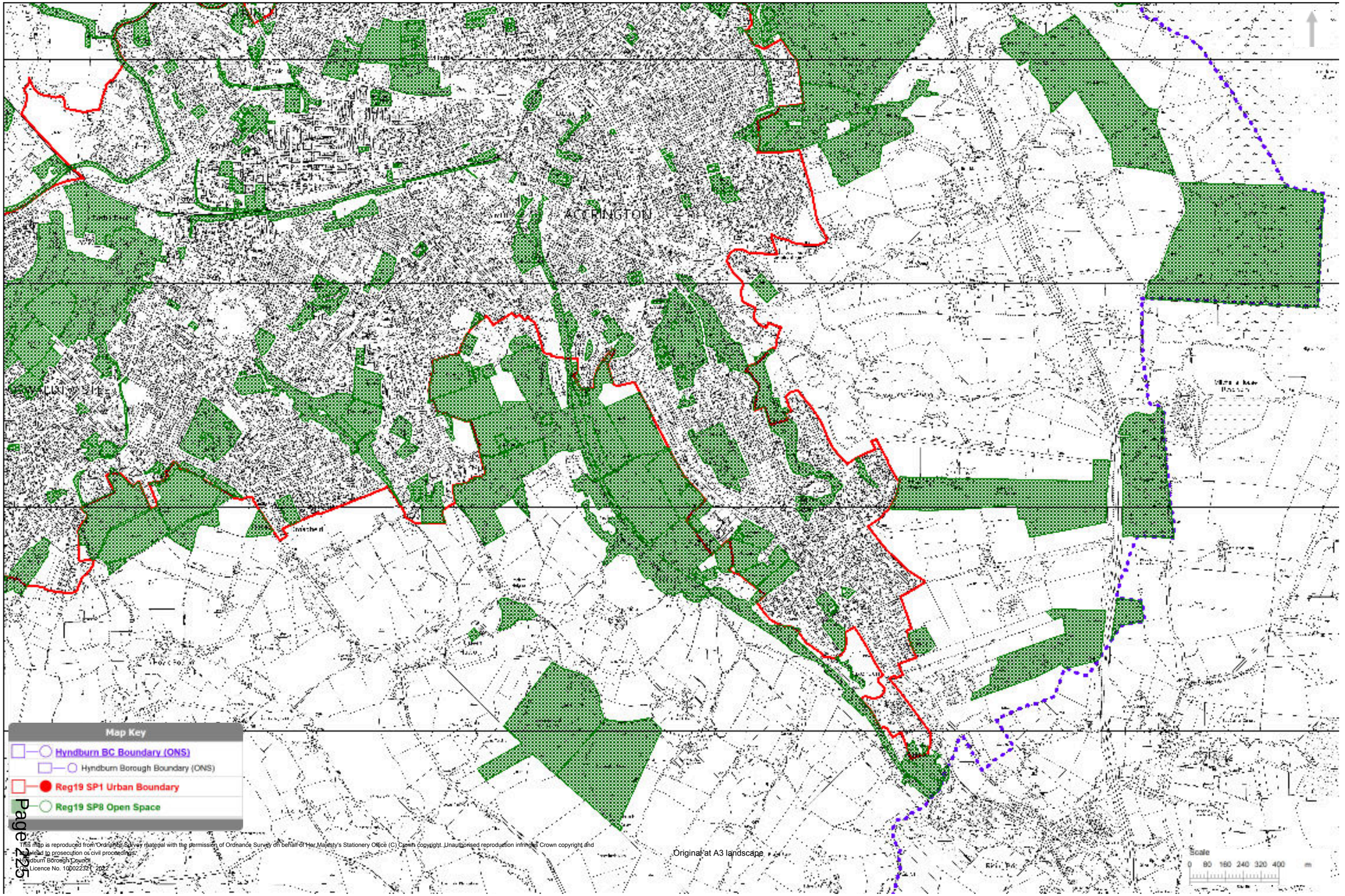

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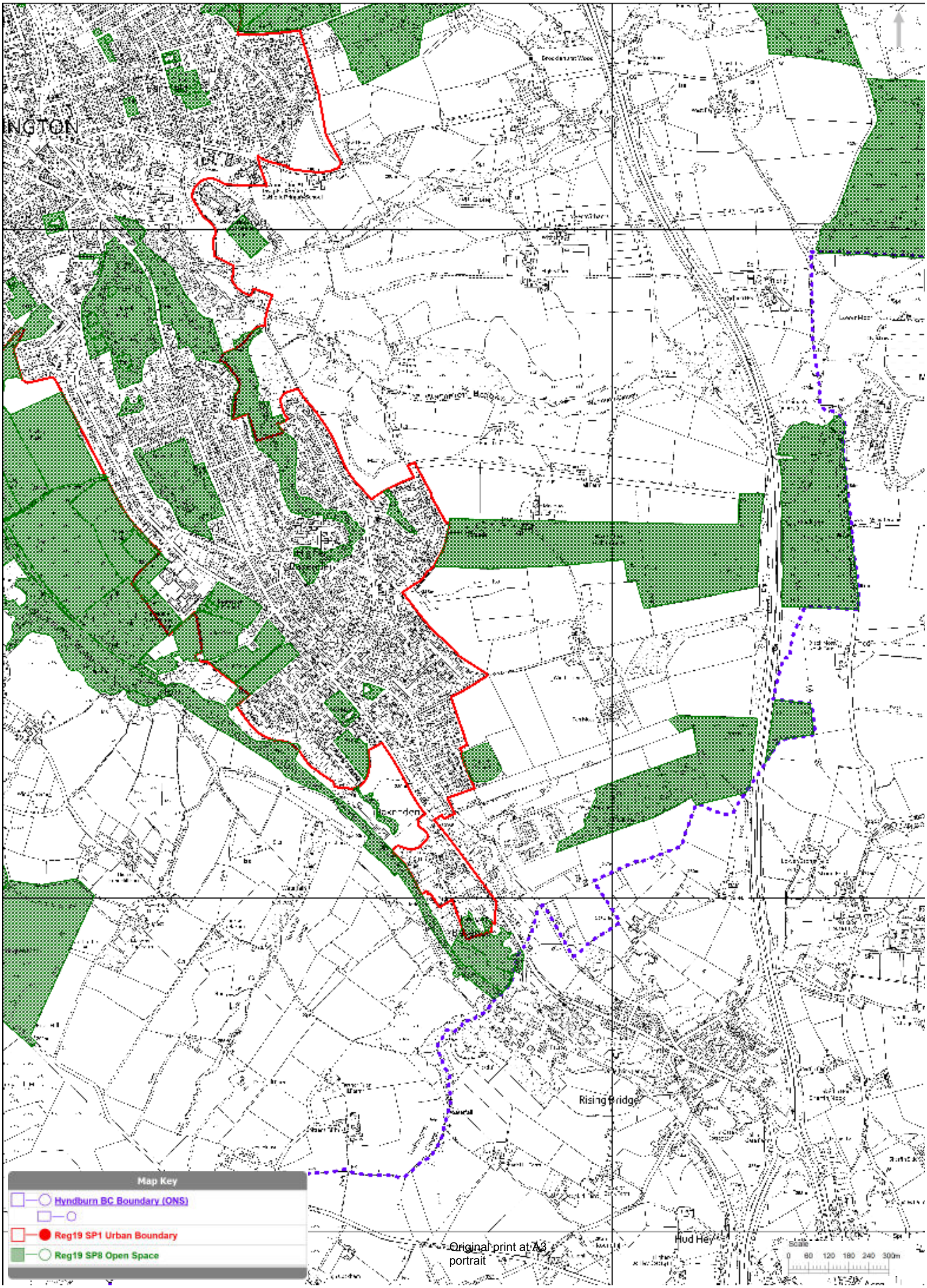
Original at A3 landscape

Title: Baxenden 1 - 10000 Portrait

Date:17 March 2022



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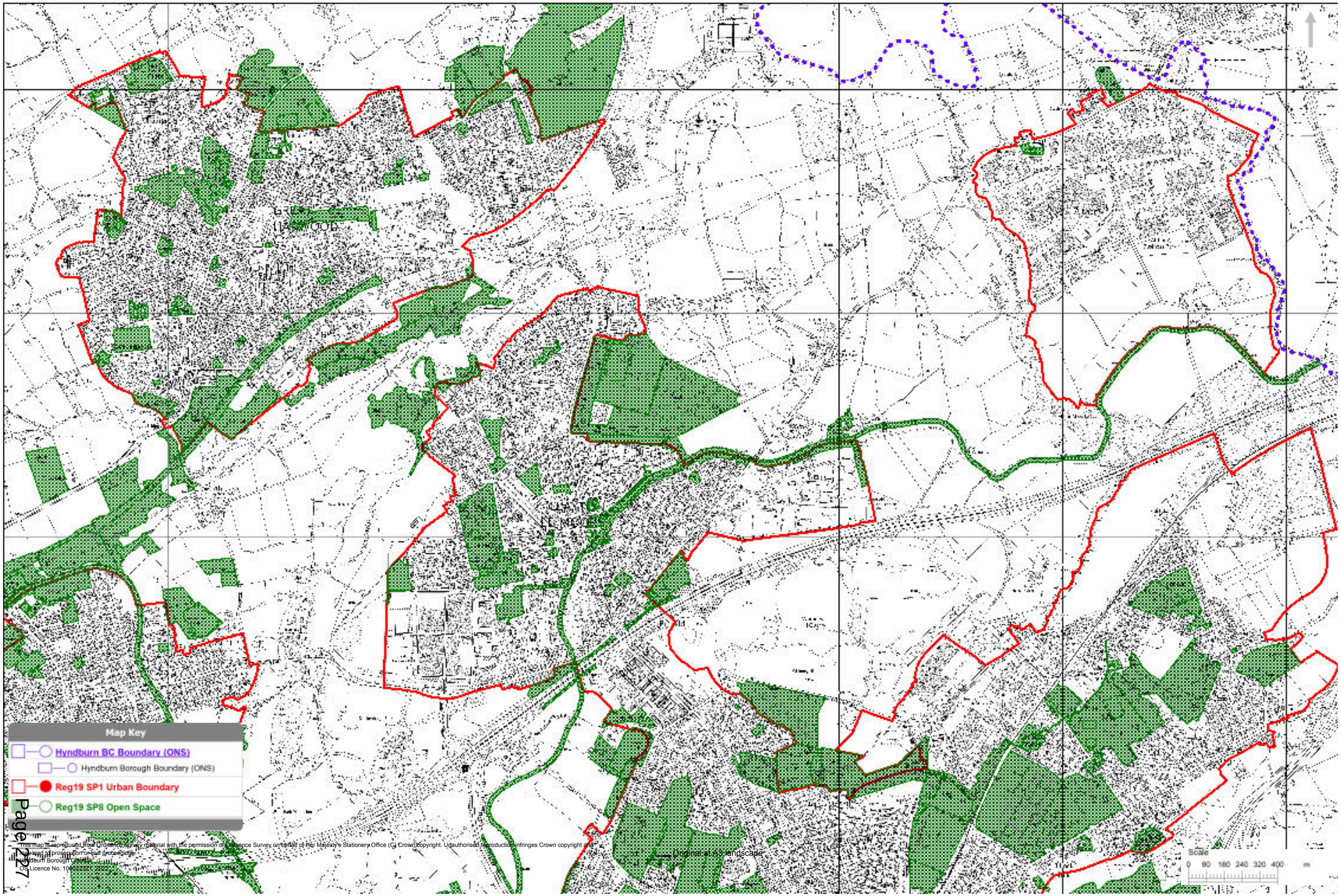

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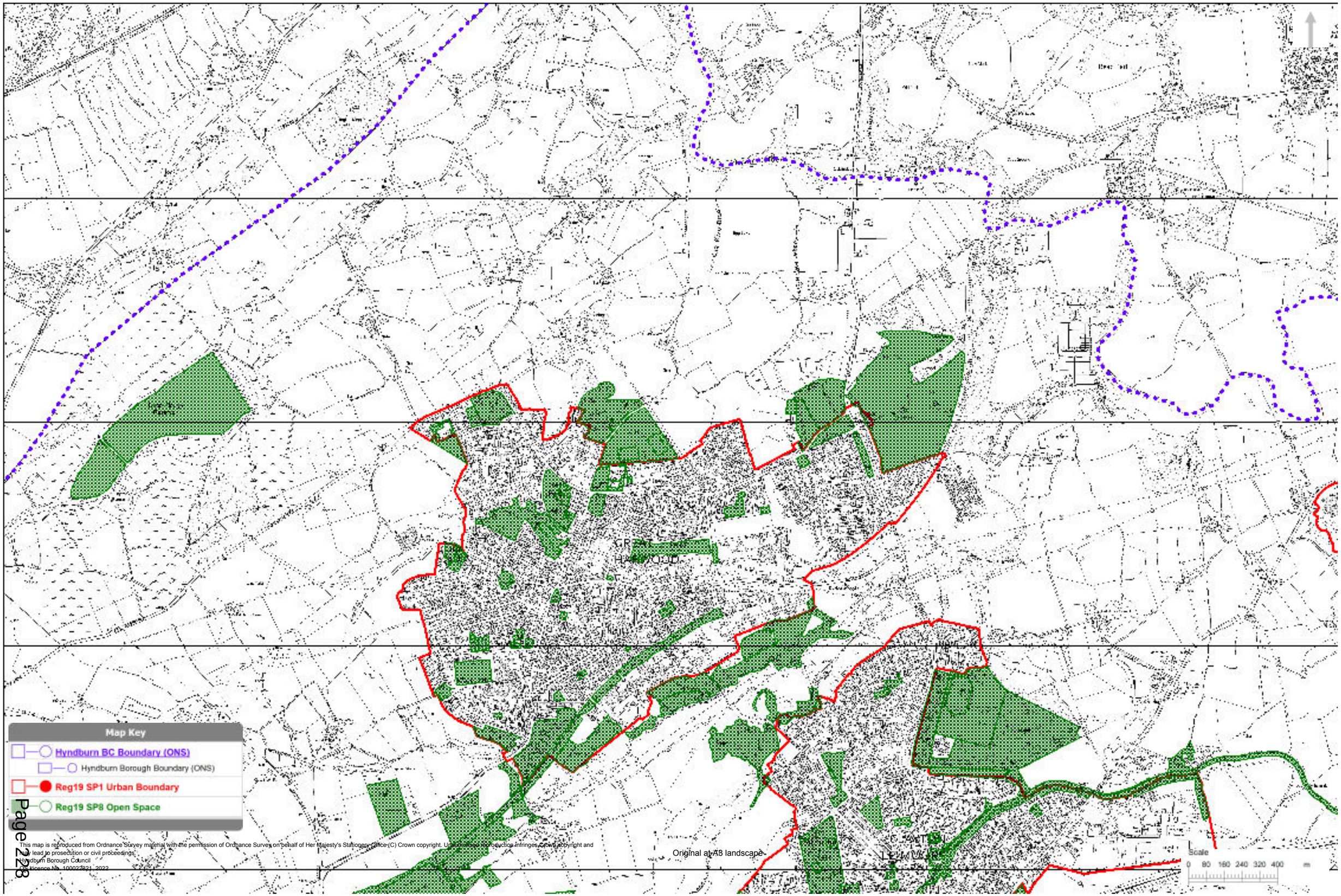

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Original at A8 landscape

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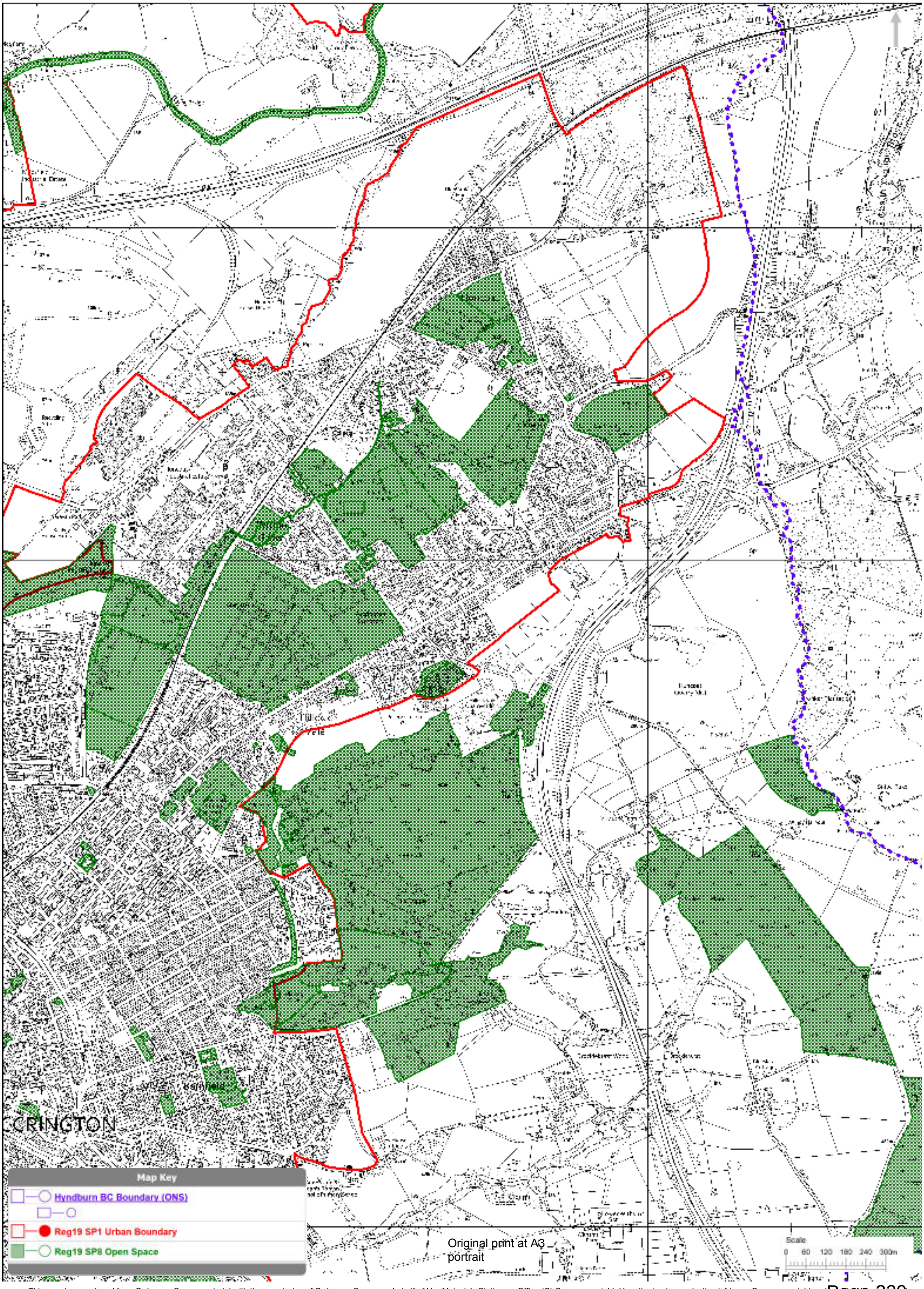

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Title: Oswaldtwistle 1 - 20000

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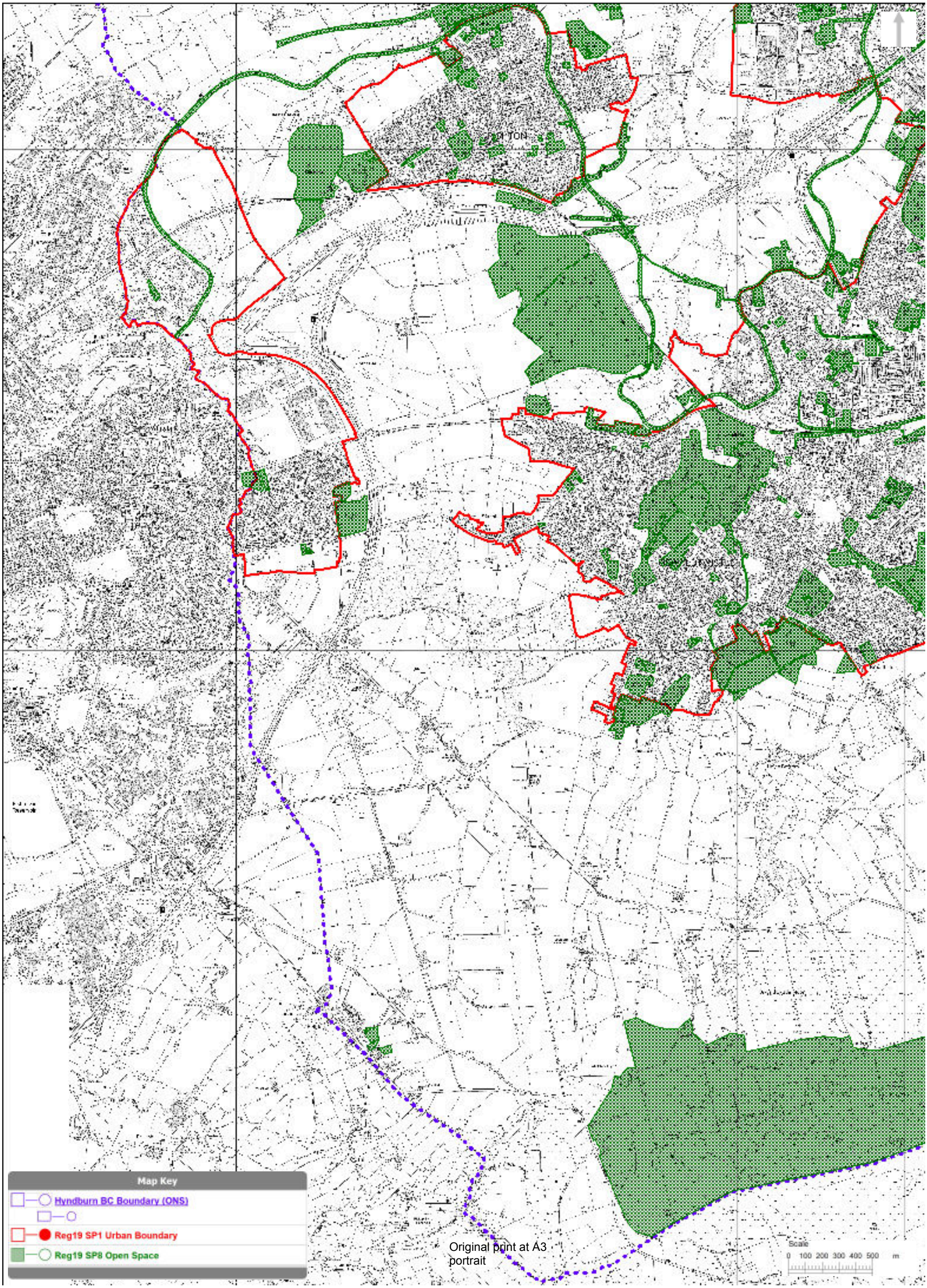

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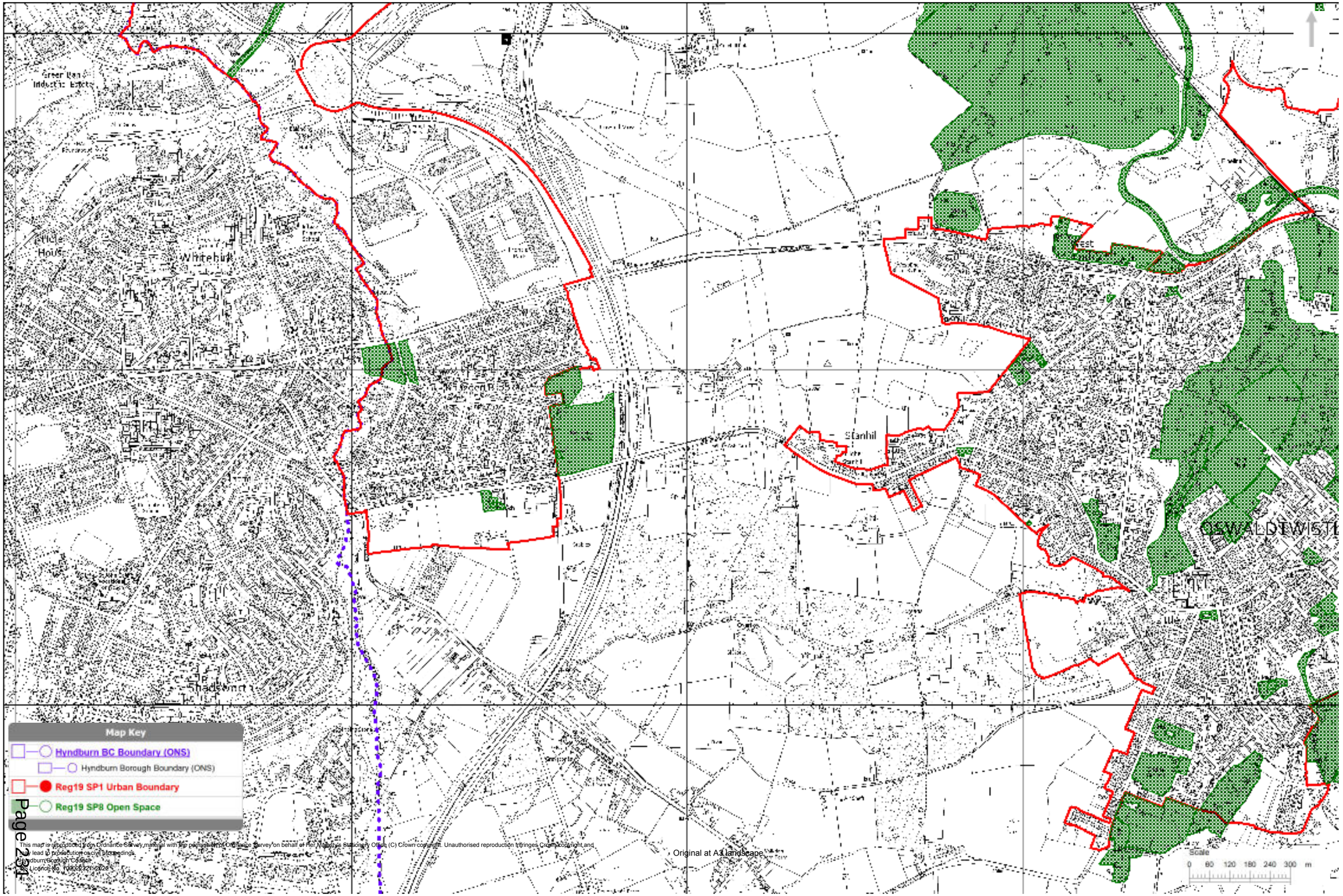

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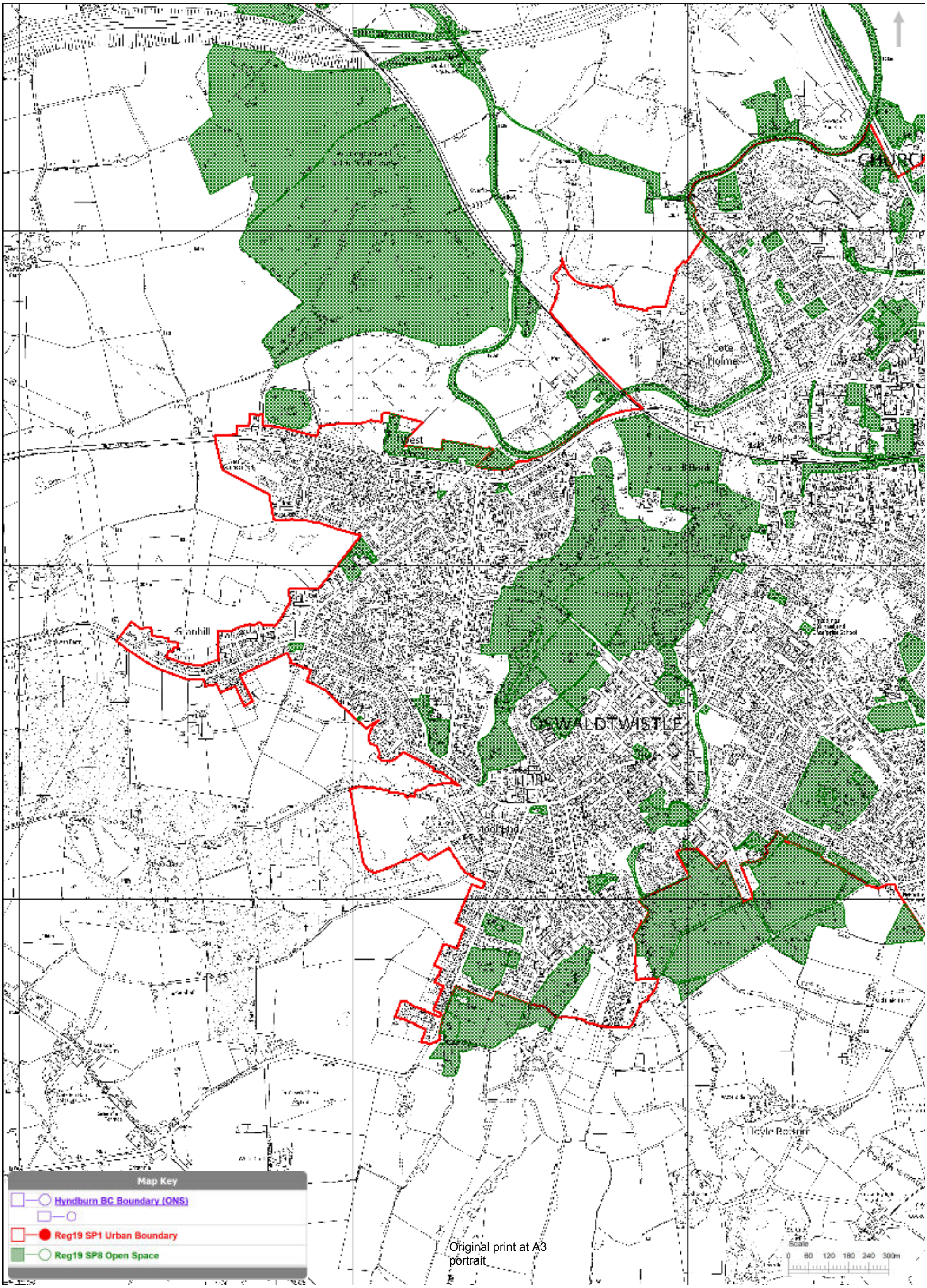
Original at A3 landscape

Title: Oswaldtwistle urban area 1 - 10000 Portrait

Date:17 March 2022



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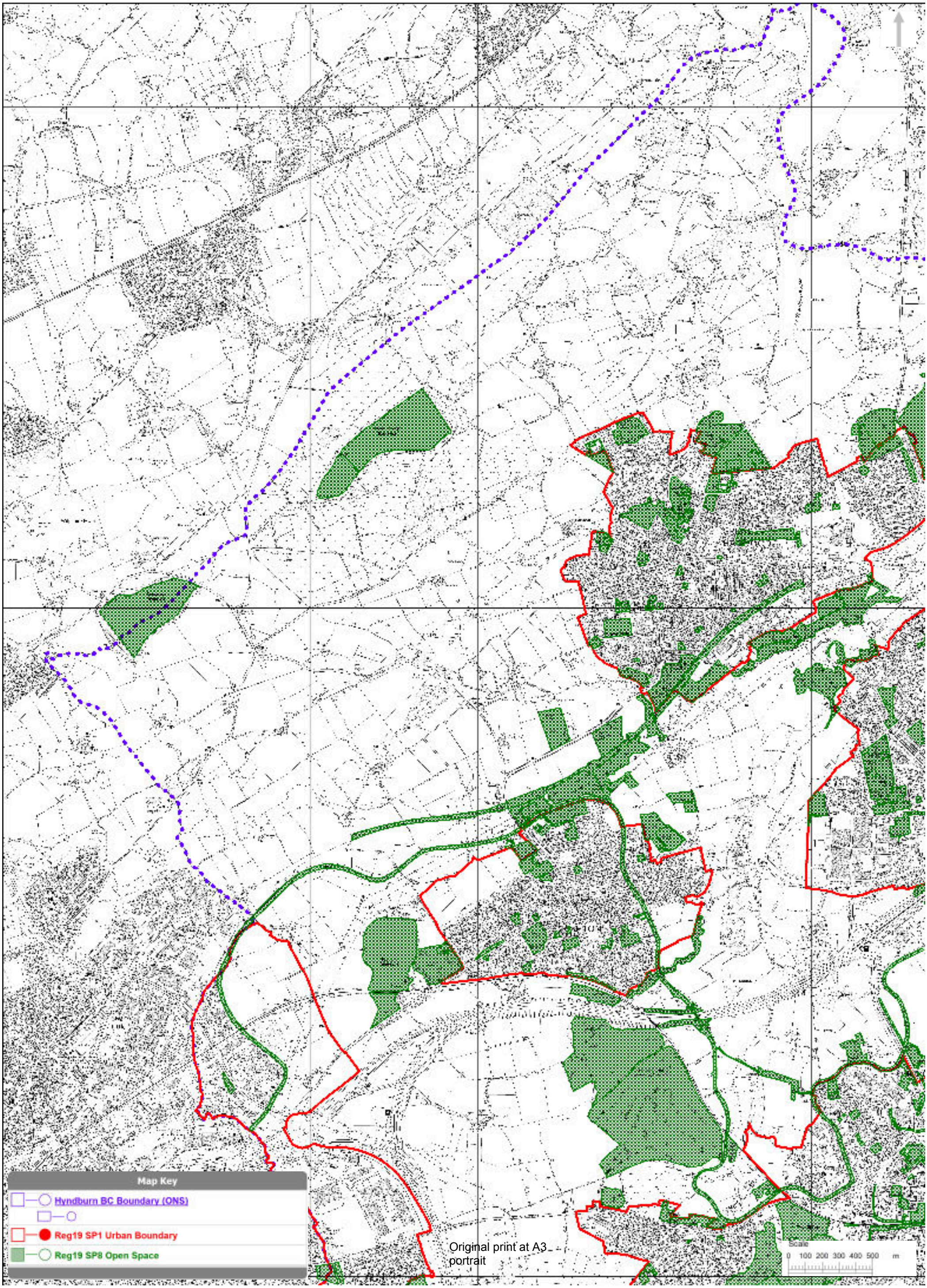
Title: Rishton & Whitebirk 1- 20000

Date:17 March 2022



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HYNDBURN

The place to be

an excellent council

Local Development Scheme
(2022 – 2024)

For the Hyndburn Local Plan

February 2022

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1. Introduction

1.1. The Planning and Compulsory Purchase Act 2004 (the 2004 Act) places a requirement on Local Authorities to publish a Local Development Scheme (LDS) in support of the Development Plan for their area. The primary purpose of an LDS is to set out the timetable for the production of documents within, and associated to, the Development Plan, otherwise referred to as the 'Local Plan'.

1.2. The Council's last published LDS was in June 2018, covering the period to August 2021. Since June 2018 the Council has undertaken three public consultations on a Core Strategy Review, Site Allocations DPD document and a specific consultation on the Gypsy and Traveller policy and site options. This LDS replaces the June 2018 version with a new, revised timetable of work to 2025. It confirms that the Council now intends to complete the new Local Plan by merging the Core Strategy Review and Site Allocations DPD into a single Strategic Policies and Site Allocations Local Plan document (which will also incorporate any Gypsy and Traveller policy and site allocations). This revised LDS presents the intentions of the Council to progress (and complete) the adoption and publication of the Local Plan over the period 2022-2025.

1.3 There has been some slippage in the timetable previously published. The main reasons for this are as follows:

- The large number of responses/comments to the Regulation 18(2) consultation and the time taken to process and respond to these;
- The findings from the 2019 Gypsy and Traveller and Travelling Showperson Accommodation Assessment (GTTAA) led to further consultation being required in 2019 (Regulation 18(3));
- Staff changes and resource issues;
- Delays in the progression of the Huncoat Masterplan;
- Proposed and actual changes to national planning policy, including a new National Planning Policy Framework (NPPF);
- Need for additional and updated evidence base.

1.3. The Local Plan for an area can comprise a single Development Plan Document (DPD), or a collection of DPDs, as appropriate to that area. The Local Plan for Hyndburn is concerned with providing a complete planning framework for the Borough including:

1. A spatial vision, strategy and strategic objectives for the next 15 years;
2. Planning policies (both strategic and non-strategic/local) for helping to facilitate the development needs identified for the area;
3. Land allocations in support of planning policy, for example to meet the key housing and employment needs over the plan period;
4. Land designations to protect areas from development where appropriate; and

5. A monitoring and implementation framework for delivery of the local plan.

1.4. A local authority can also choose to produce Supplementary Planning Documents (SPDs) in support of delivering an effective planning service. SPDs provide additional guidance on planning policies and/or land allocations within a DPD. An SPD does not, however, hold the same weight in decision making and in the determination of planning applications as a DPD, as it is not subject to the same rigorous procedures and examination process. An SPD also cannot introduce new or amended policy.

1.5. The Town and Country Planning (Local Planning) (England) Regulations 2012 (hereafter referred to as 'the Regulations') set out the discrete stages that both a DPD and SPD must go through prior to being adopted. These stages are summarised in Table 1 below and are discussed in more detail in Section 5 (Timetable) of this revised LDS.

Table 1: Key stages in the preparation of DPDs and SPDS

Development Plan Documents (DPDs)	Supplementary Planning Documents (SPDs)
Regulation 18 Preparation (incl. Public Participation)	**Regulation 12** Public Participation
Regulation 19 Publication (incl. Public Participation)	
Regulation 20 Representations	**Regulation 13** Representations on Supplementary Planning Documents
Regulation 22 Submission of documents and information to the Secretary of State	
Regulation 24 Independent examination	
Regulation 25 Publication of the recommendations of the appointed person	
Regulation 26 Adoption	**Regulation 14** Adoption

1.6. The Regulations also set out the minimum requirements that local authorities must meet during consultation with relevant interested parties, and the specific documents that must be made available at each stage in the process. The Council will ensure that as Local Plan documents are progressed, these minimum requirements are fulfilled, along with any additional requirements set out in the Council's published Statement of Community Involvement.

1.7. The Government has enforced, through regulation[1], that local authorities review Local Plans and their Statements of Community Involvement at least every five years from the date of their adoption. Local Authorities will need to carry out an assessment of whether a Local Plan or Statement of Community Involvement remains relevant and effectively addresses the needs of the local community, or whether policies need updating. Having carried out this assessment authorities must decide:

- That one or more policies do need updating, and update their Local Development Scheme to set out the timetable for updating their plan, and then update their plan; or
- That their policies do not need updating, and publish their reasons for this decision

1.8. This LDS seeks to summarise the current position with regards to the Hyndburn Local Plan, and how it is expected to be progressed over the coming few years. The Scheme is underpinned by an assessment of the resources available to support the delivery of the work programme, and a Risk Assessment.

1.9. Separate to the Local Plan making process, but integral to the future development of Hyndburn, is the masterplan exercise in Huncoat. This was a significant piece of work that was undertaken by external consultant, in conjunction with a variety of stakeholders.

1.10. The final Masterplan was approved in October 2021 and the site allocations for the area, along with the planning policy approach it sets out will be reflected in the Local Plan. Current intentions are also to adopt the Masterplan as an SPD[2].

1.11. In line with the latest advice from Government, this LDS has been kept as concise as possible. If further information is required on any of the content of this document then please contact planningpolicy@hyndburnbc.gov.uk or call 01254 380174 / 01254 380178.

1.12. Further information, including the most up to date published information in relation to the Local Plan can be found on the Council's Local Plan webpages: https://www.hyndburnbc.gov.uk/localplan/

[1] The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017
[2] Subject to further work in line with the Regulations

2. The emerging Hyndburn Local Plan

2.1. The majority of the 1996 Hyndburn Local Plan and Proposals Map has been replaced by more recent Development Plan Documents. The new Local Plan will replace some parts of these but, for clarity, the following documents comprise the *current* statutory Development Plan for Hyndburn (as of March 2022):

1. Hyndburn Core Strategy (adopted 2012);
2. Accrington Area Action Plan (adopted 2012);
3. Hyndburn Development Management (DM) DPD (adopted 2018)
4. Saved policies from the Hyndburn Local Plan (1996) including the Proposals Map (statement of saved policies attached as Appendix 1);
5. Joint Lancashire Minerals and Waste Core Strategy (adopted 2009); and
6. Joint Lancashire Minerals and Waste Site Allocations and Development Management Policies (adopted 2013).

2.2. Additional documents to be produced are a review of the 2012 Core Strategy polices and a Site Allocations DPD. Following the previous consultations, it has been decided to amalgamate these two elements to form one Local Plan (Strategic Policies and Site Allocations) document.

New Strategic Policies

2.3. A review of the 2012 Core Strategy, which contained the strategic policies[3] for the Borough, is required for a number of reasons:

a) The current Core Strategy was adopted pre-National Planning Policy Framework (NPPF) 2019 (and revised in 2021);
b) NPPF now expects Plans to be reviewed every five years;
c) Housing provision targets set out in the Core Strategy are out of date; the Government now expects housing requirements to be based on the standard methodology for calculating housing need or an up-to-date housing need assessment which the Council has in the form of the recently produced Housing and Economic Needs Assessment (HENA);
d) Employment land requirements have also been updated following the publication and findings of the Employment Land Study and updated HENA.

2.4 The extent and nature of the strategic policies review has been considered through the three rounds of Regulation 18 public consultation on the Local Plan

[3] NPPF paragraphs 17-23 make a distinction between “strategic” policies which should address the local authority’s priorities for development and use of land and “non-strategic” or local policies. Strategic policies are those which set out the overall strategy for the pattern, scale and design quality of places, including making provision for housing and employment development, infrastructure, community facilities and the natural environment. In Hyndburn, the new Local Plan will contain strategic policies, whilst non-strategic, detailed policies are contained in the adopted Development Management DPD.

held between February 2018 and January 2020. The previous consultation has included the following stages:

- Regulation 18(1) 2018: this consultation set out a range of options for future housing and employment growth in the Borough, the distribution of that growth, and how the Council should assess specific sites to allocate;
- Regulation 18(2) 2019: consultation on a draft Core Strategy setting out proposed strategic planning policies, as well as a set of initial site assessments of 'reasonable alternative' site options for allocation;
- Regulation 18(3) 2019[4]: consultation on a specific Gypsy and Traveller Policy and Site Options paper.

Site Allocations

2.4. The Site Allocations element of the Local Plan will allocate and designate land for the Borough in accordance with new strategic policy requirements and the Development Management DPD. This will include, for example, the need to meet the full housing and employment needs of the Borough and to identify the open space network.

2.5. As well as a 'Call for Sites' exercise which was open between 2015 and early 2020 and various evidence base work, two rounds of Regulation 18 consultation have been carried out setting out the Site Assessment Methodology being applied in preparing the Site Allocations DPD. The second consultation also set out the long list of potential sites being considered for allocation.

Policies Map

2.7 Once the Strategic Policies and Site Allocations Local Plan is adopted, this will be accompanied by a new Policies map, which will fully replace the current Proposals Map (still dated 1996). The new map will include any adopted policy designations such as housing and employment allocations, areas of open space, heritage assets, wildlife areas and so on. It will also reflect amendments to the urban boundary, countryside and Green Belt boundaries which have come about through the designation of new site allocations and other changes.

Accrington Area Action Plan review

2.8 In line with the NPPF requirement to review plans at least every five years, the Council also undertook a review of the Accrington AAP in 2018. This review concluded that it was not considered necessary at that time to review any specific elements of the Accrington AAP (as set out in the published review document). However, it is recognised that town centres across the UK are increasingly facing significant challenges and, in particular, the Council is working on a new strategy for Accrington Town Centre. In light of this, whilst

[4] Cabinet meeting of 13th November 2019

the majority of the Accrington AAP will remain relevant and in accordance with up to date policy, it will be necessary to undertake a further review at some point in the future.

The emerging Local Plan

2.9 In summary, the emerging Local Plan and Development Plan will comprise the following documents:

Table 2: The emerging Hyndburn Local Plan

Document	Description	Geographical Area	Current Status
Local Plan: Strategic Policies and Site Allocations and Policies Map	Establishes the **strategic policy** framework for the development of Hyndburn and will allocate and designate land for the Borough in accordance with **strategic policy** requirements	Borough Wide	Core Strategy Adopted (January 2012), under review with Regulation 18 consultation carried out Feb 2018-Jan 2020; will now be presented as a Strategic Policies and Site Allocations Local Plan, accompanied by a new Policies Map
Accrington Area Action Plan	Sets out a **strategic and local** planning policy framework for Accrington town centre	Accrington town centre and environs	Adopted (January 2012)
Development Management DPD	Provides the more detailed **local (non-strategic) policy** framework to assist Officers in decision making and dealing with applications	Borough Wide	Adopted (Jan 2018)

3. Neighbourhood Plans

3.1. The Localism Act 2011 introduced powers for local communities and Parish/Town Councils to develop Neighbourhood Plans (NPs). These are required to be in conformity with the strategic aims and policies of the Local Plan).

3.2. NPs are subject to independent assessment, followed by a referendum within the area to which the plan applies. If the referendum results in over 50% of those voting being in favour of the NP then the Council must adopt it as part of the statutory Development Plan for the Borough. Any NPs that are adopted will be highlighted in the Authority Monitoring Report (AMR). NPs will not however be programmed into this LDS as they are not the responsibility of the Council to programme and produce.

3.3. Where local communities have shown an interest in pursuing NPs, the Council will support this work. To date only one Neighbourhood Forum (NF) has been formally approved. This is the Clayton-le-Moors and Altham NF and the Council has worked with (and supported) local residents and consultants on this. The Neighbourhood Forum and Area were formally designated in March 2013. However, since designation, there has been no further progress and, as the designation of a Forum is only valid for five years, this has now expired.

3.4. A further group, based in Great Harwood, has shown interest in producing a NP, and an initial enquiry has also been received in relation to Church, but a valid application for ‘Forum’ and ‘Area’ status is yet to be received by the Council for either of these areas.

3.5. The Council will continue to support any future work on these or any other Neighbourhood Plans in the Borough.

4. Infrastructure Delivery Plan

4.1 Paragraph 122 of NPPF states that "Planning policies and decisions should support development that makes efficient use of land, taking into account…the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use".

4.2 PPG Plan-making also emphasises the importance of early engagement with infrastructure providers, service delivery organisations, other strategic bodies such as Local Enterprise Partnerships, developers, landowners and site promoters. This collaborative approach will help to ensure that infrastructure deficits and requirements are identified, as well as opportunities for addressing them. The PPG states that "In doing so they will need to:

- assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how those deficiencies will be addressed; and
- take account of the need for strategic infrastructure, including nationally significant infrastructure, within their areas".

4.3 An Infrastructure Delivery Plan (IDP) will therefore be prepared alongside the Local Plan to ensure that planned growth and development is sufficiently supported by the necessary infrastructure. This will include the identification of infrastructure required, as well as the phasing of this infrastructure and indicative costs.

4.4 The IDP will be supported by an Infrastructure Funding Statement (IFS) which the Council are now expected to prepare annually. This will set out the anticipated funding from developer contributions, and the choices the Council has made about how these contributions will be used.

5. Sustainability Appraisal

5.1 Sustainability Appraisal (SA) is a statutory requirement of the Planning and Compulsory Purchase Act 2004. It is designed to ensure that the plan preparation process maximises the contribution that a plan makes to sustainable development and minimises any potential adverse impacts. The SA process involves appraising the likely social, environmental and economic effects of the policies and proposals within a plan from the outset of its development. SA Reports should be read in conjunction with the Local Plan consultation documents.

5.2 Strategic Environmental Assessment (SEA) is also a statutory assessment process and requires the formal assessment of plans and programmes which are likely to have significant effects on the environment and which set the framework for future consent of projects requiring Environmental Impact Assessment (EIA)[5].

[5] Under EU Directives 85/337/EEC and 97/11/EC concerning EIA.

5.3 SEA and SA are separate processes but have similar aims and objectives. Simply put, SEA focuses on the likely environmental effects of a plan whilst SA includes a wider range of considerations, extending to social and economic impacts. Whilst the requirements to carry out SA and SEA are distinct, it is possible to satisfy both using a single appraisal process, as advocated in Planning Practice Guidance (PPG), whereby the requirements of the SEA Directive can be complied with through a single integrated SA process – this is the process that is being undertaken in Hyndburn.

5.4 SA reports have been prepared for the Council by consultants LUC for each stage of the Regulation 18 consultation: starting with an appraisal of the Regulation 18(1) Growth Options and Spatial Options consultation (February 2018) and the Regulation 18(2) Core Strategy Review and Site Allocations DPD consultation (February 2019). An appraisal will also be carried out on the Regulation 19 version of the Local Plan.

6. Habitats Regulations Assessment

6.1 The application of the Habitats Regulation Assessment (HRA) to land-use plans is a requirement of the Conservation of Habitats and Species Regulations 2010[6]. HRA applies to all Local Development Documents in England and Wales.

6.2 The HRA process assesses the potential effects of a land-use plan against the conservation objectives of any European sites designated for their importance to nature conservation. European sites provide valuable ecological infrastructure for the protection of rare, endangered or vulnerable natural habitats and species of exceptional importance within the EU. These sites form a system of internationally important sites throughout Europe and are known collectively as the 'Natura 2000 network'.

6.3 The purpose of HRA is to help ensure the protection of the Natura 2000 Network, including all the protected species and habitats associated with it. The suite of sites making up the network is comprised of Special Areas of Conservation (SAC) and Special Protection Areas (SPA).

6.4 An HRA will be undertaken for the emerging Local Plan and will be published alongside other documents during the Regulation 19 consultation.

7. Supplementary Planning Documents / Masterplans / Development Briefs

7.1. There is no requirement for the Council to set out or plan for Supplementary Planning Documents (SPDs) in the LDS[7]. As such they are not discussed any further in terms of the timetabling of work nor are they set out in the Hyndburn Local Plan Timeline 2021-2024. For clarity however, Table 3 summarises the SPDs that are already adopted by the Council and whether these are due to be

[6] The UK's transposition of European Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the Habitats Directive).
[7] This requirement was removed by The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009.

retained, revoked or reviewed. Please note that on the whole SPDs have been revoked as the development which they referred to has now been completed or the advice within them is no longer up to date.

Table 3: List of adopted SPDs

SPD	Status	Date	Update
Church and Oswaldtwistle	Adopted	2006 (Dec)	To be reviewed
Project Phoenix 1 and 2, Accrington	Adopted	2007 (Apr)	To be revoked
Former Peel Fold Mill, Stanhill	Adopted	2009 (Jan)	To be revoked
Platts Lodge, Woodnook, Accrington	Adopted	2009 (Feb)	To be revoked
Householder Design Guide	Adopted	2009 (Sep)	To be updated
East Accrington SPD / Masterplan	Adopted	2010 (Apr)	To be revoked
Hill Top SPD, Baxenden	Adopted	2010 (Sep)	To be revoked

8. Other Relevant Documents

Statement of Common Ground

8.1 A statement of common ground is a written record of the progress made by strategic policy-making authorities during the process of planning for strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period and are based on effective joint working across local authority boundaries. In the case of local planning authorities, it also forms part of the evidence required to demonstrate that they have complied with the duty to cooperate.

8.2 A Statement of Common Ground will be produced in support of the emerging Local Plan and will be published in time for the Regulation 19 consultation, as part of the Duty to Co-operate procedures.

Authority Monitoring Report (AMR)

8.3 The Council must publish information at least annually that shows progress with local plan preparation, reports any activity relating to the duty to cooperate, any information collected which relates to indicators in the plan, and any policies

which are not being implemented. The AMR can also be used to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force. The latest AMR can be found on the Council's website here:
https://www.hyndburnbc.gov.uk/download-package/hyndburn-amr-201516/

Statement of Community Involvement (SCI)

8.4 The SCI sets out how communities and other interested parties can get involved in the planning process including the preparation of local planning policies and decisions on planning applications in the Borough. Local planning authorities must set out in their SCI how they will engage communities during the Local Plan preparation. The Council has a duty to produce an SCI but there is no formal requirement to consult on this. The Council has produced a revised SCI alongside this LDS and the final adopted document will be published on the Council's website here:
https://www.hyndburnbc.gov.uk/download-package/statement-of-community-involvement/

Community Infrastructure Levy (CIL) Charging Schedule

8.5 The CIL is a planning charge, introduced by the Planning Act 2008, as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. Where a CIL has been set in an area, development may be liable for a charge. Hyndburn Borough Council do not currently have a CIL charging structure in place but if this situation changes, the Council will provide further information.

9. Timetable for preparing the Hyndburn Local Plan

9.1. Table 1 of this LDS summarised the key stages in the preparation of a Local Plan, as prescribed by the Regulations. A more detailed description of the purpose of each regulatory stage is provided below:

Regulation 18 – Preparation of a Local Plan
This is the first statutory phase of preparation of a Local Plan, where the Council will prepare draft proposals and present them in the form of a consultation document to the public. Relevant supporting documents are also consulted on, such as a Sustainability Appraisal of proposed policies and plans and a Habitats Regulations Assessment. Multiple stages of Regulation 18 consultation may take place depending upon the nature and content of the proposed Plan documents.

Regulation 19 – Publication of a Local Plan
This is the version of the Local Plan that the Council wishes to put forward for independent Examination. By this point all the relevant supporting evidence should be in place and this version represents the version that the Council considers to be "sound" in terms of the legal requirements placed on plan preparation and to be justified and deliverable. NOTE: Following the Council's

approval of a 'Publication' version, policies and proposals within the plan will have greater weight in terms of decision making in Development Management.

Regulation 20 – Representations relating to a Local Plan
This stage affords any interested party a final opportunity to make comments on the plan (against the 'Publication' version published under Regulation 19). Any formal objections to the 'soundness'[8] of the plan will need to be submitted at this stage in order to be considered by the Planning Inspector appointed to examine the Plan.

Regulation 22 – Submission to the Secretary of State
This is principally an administrative stage and relates to the formal submission of the documents (including all representations received under Regulation 20 consultation) by the Council to the Secretary of State, in preparation for the independent examination by a Planning Inspector. The Council may at this stage request that the Inspector makes recommendations which would address any key issues of the 'soundness' of the plan during the examination process.

Regulation 24 – Independent Examination
The formal examination of the Plan actually commences on Submission. However, hearings may well be held into specific aspects of the plan during the examination process. All objectors will have the right to be heard and involved in that process. The duration of the examination stage very much depends upon the complexity of the Plan and the number of objections received in relation to it. Typically however this takes around 9-12 months in total, depending on how much further work is required after the hearings, including the need to identify any modifications to the submitted Local Plan.

Regulation 25 – Publication of the recommendations of the appointed person
Where there are proposed modifications to the Local Plan arising from the Examination process the Planning Inspector will publish his/her recommendations to the Council in the form of a preliminary Inspector's report. The Council must make these available then determine how to address any proposed modifications. Where the Inspector recommends 'main modifications'[9] the Council is expected to re-consult on these and, depending upon the scope of the main modifications, further Sustainability Appraisal work may also be required. Once consultation on any main modifications has taken place and the Inspector has considered any representations, a final Inspector's report will be issued.

Regulation 26 – Adoption
Once the Council has received the final Inspector's report, assuming that there are no issues of 'soundness' then it will consider the recommendations, and may formally adopt the Plan via a full Council meeting.

[8] The tests of soundness are set out in paragraph 35 of the NPPF, namely that a Local Plan is 'positively prepared', 'justified', 'effective' and 'consistent with national policy'.
[9] Changes that materially affect the policies of the Plan

9.2. There is no prescribed timescale for implementing a Local Plan from the start of the process (Regulation 18) through to adoption (Regulation 26). However, the Government has made it clear through various announcements that it wishes to see Local Plans progressed as fast as possible. Timescales are heavily influenced by the resources available, the complexity of the topics raised within the document, and the scale of objections received.

Delivery of the Hyndburn Local Plan

9.3. The anticipated delivery of the Hyndburn Local Plan over the next 3-year period is set out in Hyndburn Local Plan Timeline 2022-2025. It clearly demonstrates that the immediate priorities in 2022 are:

1. completing the evidence-base work in preparation for the Local Plan (Strategic Policies and Site Allocations);
2. finalising the proposed Local Plan for publication under Regulation 19, taking into account the responses from the Regulation 18 consultation and further assessment;
3. Publishing the Local Plan for consultation at Regulation 19 stage, alongside all evidence base and other document associated with the Local Plan.

9.4. There are a wide range of factors that can influence the timely delivery of Local Plans and these are set out and discussed in more detail in Appendix 1: Risk Assessment. In summary however, the risks identified within the Risk Assessment broadly fall within one or more of the following categories:

1. Effects of wider social and economic issues (such as those related to Covid-19 and Brexit)
2. Unrealistic / overly ambitious expectations;
3. Lack of sufficient resources (financial or skills related);
4. External influences (policy/legislative changes or competing demands); and
5. Potential changes in political leadership – both locally and nationally.

9.5. As part of the annual monitoring process and review of this LDS, these risks (and associated mitigation) will be carefully monitored to ensure that any impacts on delivery of the Hyndburn Local Plan are minimised.

Hyndburn Local Plan Timeline 2022-2024

Year	2018 - 2020	2021	2022												2023												2024											
Month			J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Evidence-base work																																						
Local Plan (Strategic Policies and Site Allocations) - key regulatory stages*																																					
Preparation (Reg. 18)																																						
Publication (Reg. 19-20)																																						
Submission (Reg. 22)																																						
Examination (Reg. 23-25)																																						
Adoption (Reg. 26)																																						
Huncoat Masterplan																																						
Masterplan preparation																																						
Completion/Approval		Approved																																				

Key: preparation | work scheduled | consultation | non statutory consultation

* 'key regulatory stages' refer to those contained in the Town and Country Planning (Local Planning) (England) Regulations 2012

Appendix 1: Local Plan Evidence Base (published and planned)

Published

The following list shows the key pieces of evidence that have been published (date order – most recent first) that will inform the new Local Plan for Hyndburn.

Evidence	Undertaken by:	Published
Authority Monitoring Report	Hyndburn BC	Annual
5 Year Housing Land Supply Statement	Hyndburn BC	Annual
Employment Land Study (refresh) 2019	Turley	2022
Habitats Survey	Graeme Skelcher Ecological Consultant	Dec 2020
Gypsy and Traveller and Travelling Showperson Accommodation Assessment	Arc4	July 2019
Housing and Economic Needs Assessment	GL Hearn	Dec 2018
Green Belt Assessment	Arup	Apr 2018
Economic Viability Study	Keppie Massie	Oct 2016
Strategic Housing Land Availability Assessment	PBA	Oct 2016
Retail Thresholds Evidence Note	Hyndburn BC	Jul 2016
Retail Study	PBA	Jun 2016
Employment Land Study	Turley	Jan 2016
Housing Needs Assessment (2012-based household projections update)	NLP	Dec 2015
Gypsy & Traveller & Travelling Showpeople Accommodation Assessment	Opinion Research Services	Aug 2014
Strategic Housing Market Assessment (SHMA) & Housing Needs Study	NLP	Jun 2014
Landscape Guidance for Wind Turbines up to 60m high in the South and West Pennines	Julie Martin Associates	Jan 2013
Lancashire Sustainable Energy Study	SQW	Mar 2011
Strategic Flood Risk Assessment (SFRA) Level 1	Hyndburn BC	Feb 2010
Mapping the Cultural Sector in Pennine Lancashire	Jura Consultants	Jan 2009
Green Spaces Audit and Strategy	Hyndburn BC	2007
Open Space Assessment Report	Knight Cavanaugh Page	2006

Planned

The following table shows the key pieces of evidence that are currently planned to be completed or updated in support of plan making work. All planned evidence base work should be completed and in place by Publication of the Council's plan documents under Regulation 19. Some studies may be completed in conjunction with other partners/bodies and may also be amalgamated where efficiencies can be achieved.

Evidence	Undertaken by:
Housing and Economic Needs Assessment update	Iceni
Highways Capacity Study	WSP
Economic Viability Study	HDH Planning
Open Space Audit	KKP
Playing Pitch Assessment and Strategy	Tetratech
Built Sports Facilities Assessment and Strategy	Tetratech
Landscape Assessment	Penny Bennett Landscape Architects
Habitats Regulations Assessment	Graeme Skelcher Ecological Consultant
Strategic Flood Risk Assessment (SFRA) Level 1	TBC

Appendix 2: Resources (Finances and Staffing)

Finances

The budget for the preparation of the new Local Plan has three main elements: staffing, evidence base / technical work (typically consultancy fees), and consultation (which will includes fees for Examinations in Public in the future).

The majority of the non-staff related financial demands of Local Plan making work must be drawn down from central budgets. Requirements are considered and funded on a case by case basis within the context of this LDS. Funding for specific evidence base documents will be agreed with the Council's Corporate Management Team and will be kept under review.

Staffing

There is currently[10] the equivalent of 1.6 full-time members of staff within the Plans and Environment team working on the Local Plan: a full-time Principal Planning Officer and a part-time Senior Planning Officer. In addition, the following in-house staff resources may be available to assist with discrete elements of Local Plan making work on an ad-hoc, part-time basis:

- 1 X Chief Planning and Transportation Officer
- 1 X Principal Planning Officer (Development Management)
- 1 X Senior Planning and Heritage Officer (Development Management)
- 1 X Assistant Planning Officer (Development Management)
- 2 X Technical Support Officers
- Officers from other Hyndburn Council Services (such as Housing & Regeneration, Environmental Projects etc.)
- Work experience graduates / student placements as and when they are available

[10] As of March 2022

Appendix 3: Risk Assessment

Risk Assessment (March 2022) to the delivery of the Hyndburn Local Plan

It is intended that the identification and awareness of the risks in this assessment will allow an appropriate element of contingency to be built into the programme of work for the Hyndburn Local Plan. The Council's Local Development Scheme (LDS) sets out the most realistic and achievable timetable of work for delivery of the Local Plan based on the resources available. The LDS programme will help clarify and focus corporate decision making across the Council to ensure commitment to the Local Plan process. The effects of any unforeseen circumstances on the programme, together with further mitigation arrangements, will be identified in the Authority Monitoring Report and reflected in any necessary changes/updates to the LDS in the future.

Risk Assessment completed March 2022

Likelihood (1 not likely, 5 very likely); Impact (1 low impact, 5 very high impact); Risk score = Likelihood x Impact

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
1	**Covid-19 pandemic**	Effects of Covid-19 in relation to the population's health and wellbeing and the economy	Very High (5)	Very High (5)	**25**		Long term consequences are currently difficult to accurately predict; possibility of global recession leading to social issues and inability to achieve housing targets and economic growth and subsequent difficulties in meeting Local Plan objectives and demonstrating deliverability of site allocations		
2	**Volume of plan-making work, in all its aspects, greater than anticipated**	Slippage in process and problems in bringing forward a "sound" plan. High impacts linked to 'special measures'	Low (2)	High (4)	**8**		Keep evidence requirements under review, monitor progress regularly (project plan and LDS); Keep up to date with Inspectors' reports of other LA DPDs, try to understand the implications for staff and/or consultants	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
3	**Volume of other (non plan-making) policy work greater than anticipated**	Slippage in process and problems in bringing forward a “sound” plan	Moderate (3)	(High) (4)	**12**		Much harder to plan for/anticipate than plan-making work as this comes from other sources (e.g. commenting on planning applications, Duty to Co-operate, and Government announcements such as Planning Reforms, Brownfield Registers, Self-build etc.); Include time commitments for this kind of work in project plan and regularly review	LOW	**MODERATE**
4	**Insufficient financial resources for technical work and staff**	Inability to commission research or to recruit staff/outsource work	Very Low (1)	High (4)	**4**		Agree financial requirements/ commitments with CMT well in advance of requirements; Likelihood currently ‘very low’ based on current agreements of funding	LOW	**LOW**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
5	**Local Plan programme too ambitious**	Inability to meet programme, Slippage	Moderate (3)	Moderate (3)	**9**		Try to ensure that LDS and project plan is adequately resourced and based on good understanding of what is involved in plan making, including contingency time for non-plan related work	LOW	**MODERATE**
6	**Policy Team skill base not adequate**	Delay in plan preparation; Inability to produce “sound” document	Moderate (3)	Moderate (3)	**9**		Ensure staff are trained and cover the issues appropriately via CPD; Identify any specific training requirements early – include corporate aspects such as leadership, engagement with Members etc.; Recruitment provides an opportunity to address and widen skills issues within the local authority; Need for additional staff or outsourcing to assist on the plan-making process e.g. particularly with more technical aspects around Plan Viability	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
7	**High levels of opposition from the public / community groups**	Difficulties in managing plan preparation (particularly likely at Site Allocations Stage), slippage in timetable	High (4)	High (4)	**16**		Ensure adequate consultation and engagement in the process (in line with the Statement of Community Involvement); Ensure Engagement Strategy is established and followed (using Communications team where appropriate); Keep Members informed and seek early views on various issues and aspects during the Plan Making process; Ensure consultation / engagement allows area specific issues to be raised	LOW	**HIGH**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
8	**High levels of opposition from developers and statutory consultees**	Difficulties in managing plan preparation (particularly likely at Site Allocations Stage), slippage in timetable – increased risk of legal challenge on the Plan if unresolved	Moderate (3)	High (4)	**12**		Ensure adequate consultation and engagement in the process; Ensure that plan is prepared in full accordance with the Legal and Soundness compliance checklists	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
9	**New national legislation or requirements**	Slippage in programme; Juddering in the programme, as matters are reappraised	Moderate (3)	High (4)	**12**		The Government have proposed significant reforms to the planning system which are very likely to affect the plan making process in future; Changes, including those to NPPF and PPG have additional work implications; Likelihood of further reforms low for a period after this; Ensure that project planning has contingency to cover proposed changes	LOW	**MODERATE**
10	**Administrative delays arising from the Council's Reporting / lead-in times (Cabinet & Council**	Slippage in programme and delays in decision-making	Low (2)	Moderate (3)	**6**		Plan in the Council's "Lead-in Time" to the plan making process; Acquire delegated authority and flexibility to make amendments to documents (in particular supporting documents such as Sustainability Appraisal) after committee deadlines and approval	LOW	**LOW**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
11	**A Team member may leave / be off sick - staff turnover and recruitment difficulties**	Major slippage in programme and inability to undertake required work. Small nature of team means there is very little slack	Low (2)	Very High (5)	**10**		Reappoint as soon as possible; Ensure that all Plan Making work as it is progressed is auditable, accessible and organised on the shared network	LOW	**MODERATE**
12	**New Administration within the Council leading to a change in priorities in plan-making from Council**	Slippage in programme ; Change in political priority for Local Plan	Very Low (1)	Moderate (3)	**3**		Ensure Members are kept informed and briefed on the Local Plan, and understand the consequences of changes in priorities part way through the plan making process; Continue with cross-party working group for Local Plan related work	LOW	**LOW**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
13	**Failure to secure agreement of Council**	Failure of the Plan making process;	Low (2)	Very High (5)	**10**		Continue cross-party working group of Members for Local Plan work, particularly to progress housing numbers element of the plan; Encourage and expand Member training on planning policy matters; Ensure that Members understand the full implications of changes to plans and impacts on delivery and timetable; Keep Members informed and seek views on various issues and aspects during the Plan Making process.	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
14	**Duty to Cooperate (DtC) – problems associated with joint/collaborative/cooperative working**	Inability to get Plan Examined; Failure of the process	Low (2)	Very High (5)	**10**		Try to ensure that the Local Plan is prepared with DtC / Collaboration and joint understanding of strategic issues with neighbouring LPA's; Log discussions and outcomes on DtC, keeping good records as plan progresses	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
15	**Insufficient financial resources to cover Examination (SA DPD)**	Inability to pay for the Examination	Low (2)	High (4)	**8**		Maintain dialogue with neighbouring authorities on specific costs of their examinations; Ensure that Corporate Management Team is advised as soon as any update to timetable for the Local Plan is established so that the likely Examination period is known well in advance; Establish a reserve pot to cover costs of examination and contribute finances over the relevant period.	LOW	**LOW**
16	**Submitted Document found not to be "Sound"**	Failure of the Plan making process; further work and costs will be required	Low (2)	High (4)	**8**		Use PAS "Soundness" checklist and audit to ensure submission of a "sound" plan; Undertake some kind of peer review process	LOW	**MODERATE**

Risk No.	Description	Consequence	Likelihood	Impact	Risk Score	Owner	Mitigation / Contingencies	Target	Current state
17	**Submitted Document found not to be "Legal"**	Failure of the Plan making process; further work and costs will be required	Low (2)	High (4)	**8**		Use PAS "Legal" checklist and audit to ensure submission of a "legal" plan; Get some Legal review when preparing Publication documents	LOW	**MODERATE**
18	**Issues relating to Inspector's Report which the Council finds difficult to accept**	Delays in final Adoption of the Plan	Low (1)	High (4)	**4**		Keep Members informed of plan Examination progress; Make it as easy as possible for an Inspector at Examination to come to decisions, prepare documents in an appropriate way	LOW	**LOW**
19	**Legal Challenge**	Delay in final adoption of the plan	Low (2)	High (4)	**8**		Ensure the plan process follows all relevant regulations; Be aware of issues that may give rise to challenge (policy dependent)	LOW	**MODERATE**

Hyndburn Borough Council

Customer First Analysis

What is it for?

Our corporate values include putting the customer first, providing opportunities for bright futures and narrowing inequality across the Borough.

From 1 April 2011, a new legal duty applies to all public authorities. It covers these protected characteristics:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;
- religion or belief;
- gender;
- sexual orientation; and, for some aspects,
- marriage and civil partnerships.

The duty means that – as previously - we should analyse the effect of existing and new policies and practices on equality. It does not specify how we should do this. However, legal cases on the meaning of the previous general equality duties make it clear that we must carry out the analysis **before making the relevant policy decision**, and include consideration as to whether we can reduce any detrimental impact.

The framework overleaf – our Customer First Analysis - is suggested when making a written record of the analysis. This replaces Equality Impact Assessments.

The Analysis should be **proportionate** to the policy decision being taken. In some cases the written record will be a quick set of bullet points or notes under each heading, to deal with any questions which are relevant (or briefly explain why if they aren't). Others will need to be much more detailed. A meaningful Analysis will help the Council make the best decision or formulate a policy which best meets our customers' needs.

Please return completed Customer First Analyses to Human Resources. I can guide you through the process if this would be helpful.

If you have any suggestions for improving this process, please let me know.

Kirsten Burnett
Head of HR

Customer First Analysis
Hyndburn Local Plan Regulation

1. Purpose

- What are you trying to achieve with the policy / service / function?
  The Local Plan is the statutory development plan for the Borough and seeks to provide land for new housing and employment opportunities for the people of Hyndburn, as well community facilities, protection of open space and green infrastructure, enhancement of biodiversity and built and natural heritage and measures to tackle climate change. It will be subject to public consultation and published to ensure community engagement in the plan making functions of the Council. It will be accompanied by a clear timetable (contained in the Local Development Scheme - LDS) and Statement of Community Involvement (SCI) which sets out the strategy for public engagement.
- Who defines and manages it?
  The Local Plan making duties are defined in statute and regulations and are managed by Hyndburn BC in exercise of its plan making function undertaken primarily through the Planning Service.
- Who do you intend to benefit from it and how?
  The Local Plan will be relevant to all with an interest in planning in Hyndburn as defined as consultees (statutory and general as per the relevant regulations). This includes: residents, general public, hard to reach groups, businesses, community groups, interest groups, local organisations, statutory bodies, utility providers, local partnerships, developers, landowners, agents, elected members, County and Parish councillors etc.
- What could prevent people from getting the most out of the policy / service / function?
  - Lack of awareness of the plan making and development plan roles and functions
  - barriers to engagement e.g. language or physical barriers, access to internet

- How will you get your customers involved in the analysis and how will you tell people about it?
  The Local Plan and accompanying SCI will be used to engage the community in the plan making function.

2. Evidence

- How will you know if the policy delivers its intended outcome / benefits?
  Preparation of a Local Plan is required to meet statutory and regulatory requirements. The progress of the plan will be measured against the timescale set out in the LDS and this will be reported in the Authority's Monitoring Report published annually.
- How satisfied are your customers and how do you know?
  Customers make their response at the relevant stages in the plan making and development management processes as set out in the SCI..
- What existing data do you have on the people that use the service and the wider population?
  Contact details of those who engage in the plan making process are kept for future notifications. There is a good understanding of the socio/economic/demographic characteristics of the population as a whole through the evidence base work which supports the Local Plan and other relevant information e.g. Census data, Lancashire Profile, although this is not normally attributable to individuals.
- What other information would it be useful to have? How could you get this?
  N/A

- Are you breaking down data by equality groups where relevant (such as by gender, age, disability, ethnicity, sexual orientation, marital status, religion and belief, pregnancy and maternity)?
  Data on users of the planning functions is not broken down by equality groups
- Are you using partners, stakeholders, and councillors to get information and feedback?
  These groups are engaged at the relevant stages in the plan making function

3. Impact

- Are some people benefiting more – or less - than others? If so, why might this be?
  These documents in themselves are not intended to give more or less benefit to different groups. Hard to reach groups, by their nature, are less likely to engage in planning functions

4. Actions

- If the evidence suggests that the policy / service / function benefits a particular group – or disadvantages another - is there a justifiable reason for this and if so, what is it?
  Hard to reach groups, by their nature, are less likely to engage in planning functions
- Is it discriminatory in any way?
  Reasonable efforts will be made to make contact with hard to reach groups or their representatives within the scope of the measures set out in the SCI
- Is there a possible impact in relationships or perceptions between different parts of the community?
  The Local Plan seeks to apply equally to all parts of the community.
- What measures can you put in place to reduce disadvantages?
  SCI
  - Use appropriate range of techniques as set out in SCI and within resources to encourage engagement opportunities for all as appropriate to type of plan and relevant stage in plan making;
  - Make documents available in alternative formats on request as is reasonably practicable;
  - work with representatives of hard to reach groups to encourage engagement
- Do you need to consult further?
  The Local Plan is subject to statutory public consultation
- Have you identified any potential improvements to customer service?
  The need to utilise contemporary forms of communication to seek engagement in the plan making process is recognised e.g. the use of social media – this is included in the SCI
- Who should you tell about the outcomes of this analysis?
  The analysis will be made available alongside the Cabinet Report
- Have you built the actions into your Business Plan with a clear timescale?
  The Local Plan timetable is set out within the published LDS and is available on the Council's website. This timetable will be referred to at the appropriate stages in plan making.
- When will this assessment need to be repeated?
  At the point when the Local Plan needs to be updated – a minimum of 5 years in relation to the SCI as required by regulations.

Name:_____Christine Whittle_____ Signed: _____

Service Area:__Planning Policy_____Dated:___TBC_____

If applicable, please attach copy of – or website link to - the cabinet report for reference.

Don’t forget to return your written record to HR.

REPORT TO:		Council	
DATE:		24 March 2022	
PORTFOLIO:		**Cllr Miles Parkinson, Leader**	
REPORT AUTHOR:		Scrutiny and Policy Officer	
TITLE OF REPORT:		Initial proposal for the new Parliamentary Constituency Boundary Review 2023 for Hyndburn	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**No**	Not applicable	
KEY DECISION:	**No**	If yes, date of publication:	

1. Purpose of Report

1.1 To provide Council with an update on the Parliamentary Boundary Review 2023, notifying members of the initial proposals from the Boundary Commission for England (the Commission) concerning the Hyndburn constituency and obtain Council's support for the Commission's initial recommendations after considering the responses to the first consultation.

2. Recommendations

2.1 That Council:

- Notes the contents of the report; and
- The Council supports the proposal for keeping Hyndburn in one parliamentary constituency area and Hyndburn CC (County Constituency) for the name of the constituency.
- We understand there maybe differing views regarding preferences of which additional wards make up electorate numbers within the parliament seat. But, any further proposals to change the name and not keep Hyndburn coterminous in one parliamentary seat would not receive the Council's full support.

3. Reasons for Recommendations and Background

3.1 The Boundary Commission for England (the Commission) is an independent and impartial non‑departmental public body, which is responsible for reviewing Parliamentary constituency boundaries in England.

On the 8th June 2021 the Commission published a report on their initial proposals to ensure that the number of electors in each constituency is more equal (electorate equality), which included a boundary change to the Hyndburn constituency and again proposed the name Hyndburn CC (County Constituency) which the Commission proposed in the final review back in 2018.

The Commission's latest proposals for the Hyndburn constituency included the loss of the Haslingden area to the West Pennine Moors constituency and the gain of three additional wards *(Billington & Langho; East Whalley, Read & Simonstone; Whalley & Painter Wood)* from the Ribble Valley constituency, whilst keeping Hyndburn coterminous with the district council's boundary.

3.2 Following the passing of the Parliamentary Constituencies Act 2020 in December 2020, and the publication of the relevant Parliamentary electorate data in January 2021, the Commission began a new review of all Parliamentary constituencies in England. They refer to this as the ***'2023 Review'***, as they are required to report with their final recommendations by 1 July 2023.

3.3 The 2023 Review of Parliamentary constituencies was formally launched in January this year (2021). The Commission is required to ensure that the number of electors in each constituency is more equal; in doing so, the number of constituencies in England will increase from 533 to 543 (ten more than there are currently). The Commission is undertaking an independent review of all constituency boundaries in England and will present their final recommendations to Parliament by July 2023. Each constituency that the Commission recommend must contain no fewer than 69,724 Parliamentary electors, and no more than 77,062 (except two 'protected' constituencies for the Isle of Wight). By law, these electorate figures relate to the electorates as they were on 2 March 2020.

3.4 Applying the statutory formula to the electorate figures means the total 650 constituencies is distributed during the review to the four parts of the UK with England receiving 543 seats, Scotland with 57, Wales with 32 and Northern Ireland with 18 seats.
This Commission has applied the same distribution formula to the English allocation, which results in the following redistribution of constituencies among the nine English regions for the 2023 Review with the North West losing two seats from 75 to 73.

- East Midlands = 47 (increase of one)
- Eastern = 61 (increase of three)
- London = 75 (increase of two)
- North East = 27 (decrease of two)
- **North West = 73 (decrease of two)**
- South East = 91 (increase of seven)
- South West = 58 (increase of three)

- West Midlands = 57 (decrease of two)
- Yorkshire and the Humber = 54 (no change)

3.5 The Commission's proposals leave ten of the existing 75 (going down to 73) North West constituencies unchanged. A further three constituencies are unchanged, except to realign with new local government ward boundaries. Across Cumbria and Lancashire it is proposed to reduce the number of existing constituency areas from 22 to 20, whilst Greater Manchester, Cheshire & Merseyside have kept the same number. This is down to the number of constituencies allocated to each sub-region and is determined by the combined electorate of the local authorities they contain.

Proposals

3.6 In 2018, the Council was united in keeping Hyndburn coterminous with 100% of the district area within the parliamentary seat of Hyndburn whilst keeping its name. The Council is pleased the Commission followed the previous submission and kept Hyndburn coterminous and would like to thank the Commission for retaining the Hyndburn area.

The previous 2018 review recommended the Padiham wards were included in the Hyndburn constituency proposals (Appendix B), and the latest 2023 proposals include the three wards of Billington & Langho; East Whalley, Read & Simonstone; Whalley & Painter Wood (Appendix A) from the Ribble Valley constituency area.

It can be argued that both 2018 and 2023 proposals have natural linkages and community ties from schools, shops and employment. The Padiham wards have similar social economic profiles and good infrastructure links. Whilst, prior to 1983 Great Harwood was in the Clitheroe constituency, before it got changed to the Ribble Valley and Great Harwood moved into Hyndburn.

Whilst there maybe differing opinions regarding preferences of which additional wards make up electorate numbers within the parliament seat the Council follow and support the Commissions impartiality and understands the seat requires a certain number of electorates to represent voter equality and tolerance level and be within the Commission's recommendations.

3.7 In the 2018 review the Ribble Valley Borough Council made a representation and their preferred Parliamentary Constituency was be to include the whole of the Ribble Valley, together with parts of West Hyndburn (Baxenden, Church, Immanuel, Netherton, Overton, Rishton, St Andrew's and St Oswald's) that would bring the new constituency within the right tolerance level at 77,634 and they suggested it should be known as Ribble Valley and Hyndburn West.

However, the latest proposals suggest the Ribble Valley district will only lose those three wards to the Hyndburn seat. The Burnley constituency will lose Briercliffe, and gain Bacup and the Whitworth area. Pendle is 100% coterminous and would gain

Briercliffe, while Rossendale district has been split between the seat of Burnley and the new seat of West Pennine Moors.

The concerns arise if we the Council consider proposing alternative recommendations such as preferences over certain wards the detrimental impact on Hyndburn could be the seat is split into another parliamentary area. The risk being a possibility that Hyndburn would no longer be coterminous if we suggest alternative proposals, with perhaps the Commission redrawing boundaries across the North West and proposing alternative proposals at other submission requests.

The main Council's objective is to support the proposal for keeping Hyndburn in one parliamentary constituency area. Any further proposals to change the name and not keep Hyndburn in one parliamentary seat would not receive the Council's support.

Consultation

3.8 On 8 June 2021 the Commission published their initial proposals for how the 543 constituencies for England could be drawn up within the legal parameters mentioned. This commenced a statutory consultation period of eight weeks (closing on 2 August 2021 - https://www.bcereviews.org.uk), where anyone could give their views on those proposals. ***There are two further rounds of public consultation.***

3.9 Early this year the Commission published responses to initial proposals and are now conducting a six-week 'secondary consultation', including between two and five public hearings in each region. This secondary consultation will end on 4th April 2022.

3.10 The Commission received numerous comments from members of the public, elected members and businesses relating to the proposals for Hyndburn. These comments can be viewed in full here North West | BCE Consultation Portal (bcereviews.org.uk).

3.11 In addition, 3 political parties (Conservatives, Labour and Liberal Democrats) submitted full counter proposals for the North West Region. In summary, the parties were supportive of the proposals affecting Hyndburn, with just one highlighting alternatives in the way Whalley is to be split. These counter proposals are also available to view on the Boundary Commission website.

3.12 In late 2022 the Commission will publish revised proposals and conduct a four-week written consultation and following the conclusion of all three consultation periods, the Commission will look at all the evidence received before forming its final recommendations. The Commission must then submit its final report and recommendations to the Speaker of the House of Commons by 1 July 2023.

4. Alternative Options considered and Reasons for Rejection

4.1 The Council is not compelled to respond to the consultation, however this is an opportunity for the Council to support the BCE. (www.bcereviews.org.uk)

4.2 The Commission will be particularly interested to hear from people about the extent to which the proposals reflect the local ties in the area, and if people disagree with the proposals, how they think they should be amended.

5. Consultations

5.1 A report went to Hyndburn Borough Council's Full Council on the 17th November 2016 which discussed the initial 2018 proposals. A second report went to Full Council on the 23rd March 2017 that discussed the secondary consultation period for the new Parliamentary Constituency Boundary for Hyndburn and a letter was sent to the Commission. The letter stated that the Council supports the Commission's proposals for a change to the Hyndburn Parliamentary constituency area and requests that Hyndburn be retained in the name of the constituency.

5.2 The 2023 Commission proposals commenced a statutory consultation period of eight weeks (closed 2 August 2021 - https://www.bcereviews.org.uk), where anyone could give their views on those proposals.

5.3 In early 2022, the Commission published responses to initial proposals and are conducting a six-week 'secondary consultation', including between two and five public hearings in each region. In late 2022, the Commission will publish revised proposals and conduct a four-week written consultation. Following the conclusion of all three consultation periods, the Commission will look at all the evidence received before forming its final recommendations. The Commission must then submit its final report and recommendations to the Speaker of the House of Commons by 1 July 2023.

6. Implications

Financial implications (including any future financial commitments for the Council)	None
Legal and human rights implications	None
Assessment of risk	Not applicable
Equality and diversity implications *A Customer First Analysis should be completed in relation to policy decisions and should be attached as an appendix to the report.*	Not applicable

7. Local Government (Access to Information) Act 1985:

List of Background Papers

7.1 *Copies of documents included in this list must be open to inspection and, in the case of reports to Cabinet, must be published on the website.*

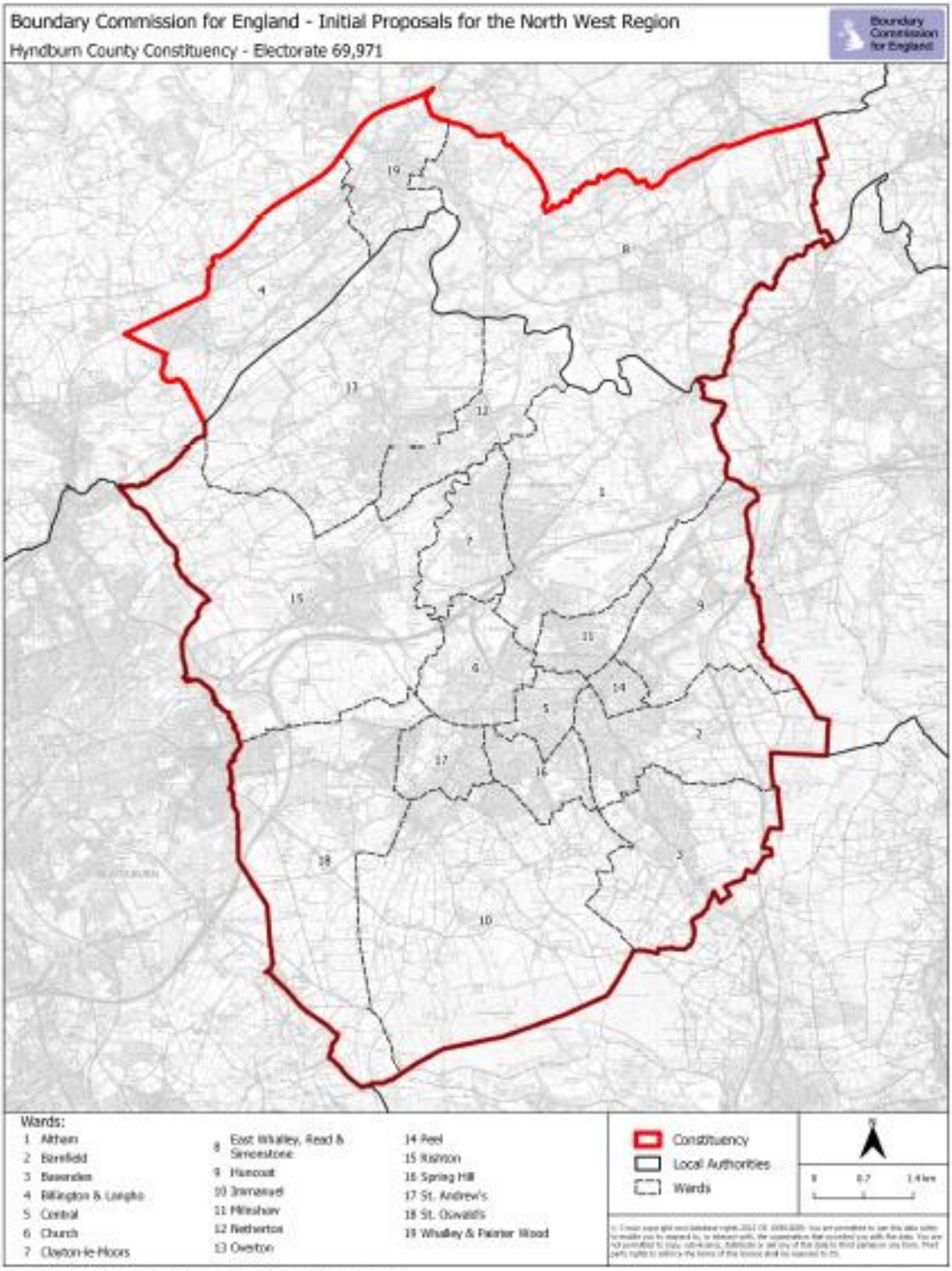
https://democracy.hyndburnbc.gov.uk/ieListDocuments.aspx?CId=130&MId=1062&Ver=4

https://democracy.hyndburnbc.gov.uk/ieListDocuments.aspx?CId=130&MId=1065&Ver=4

https://boundarycommissionforengland.independent.gov.uk/2023-review/north-west/

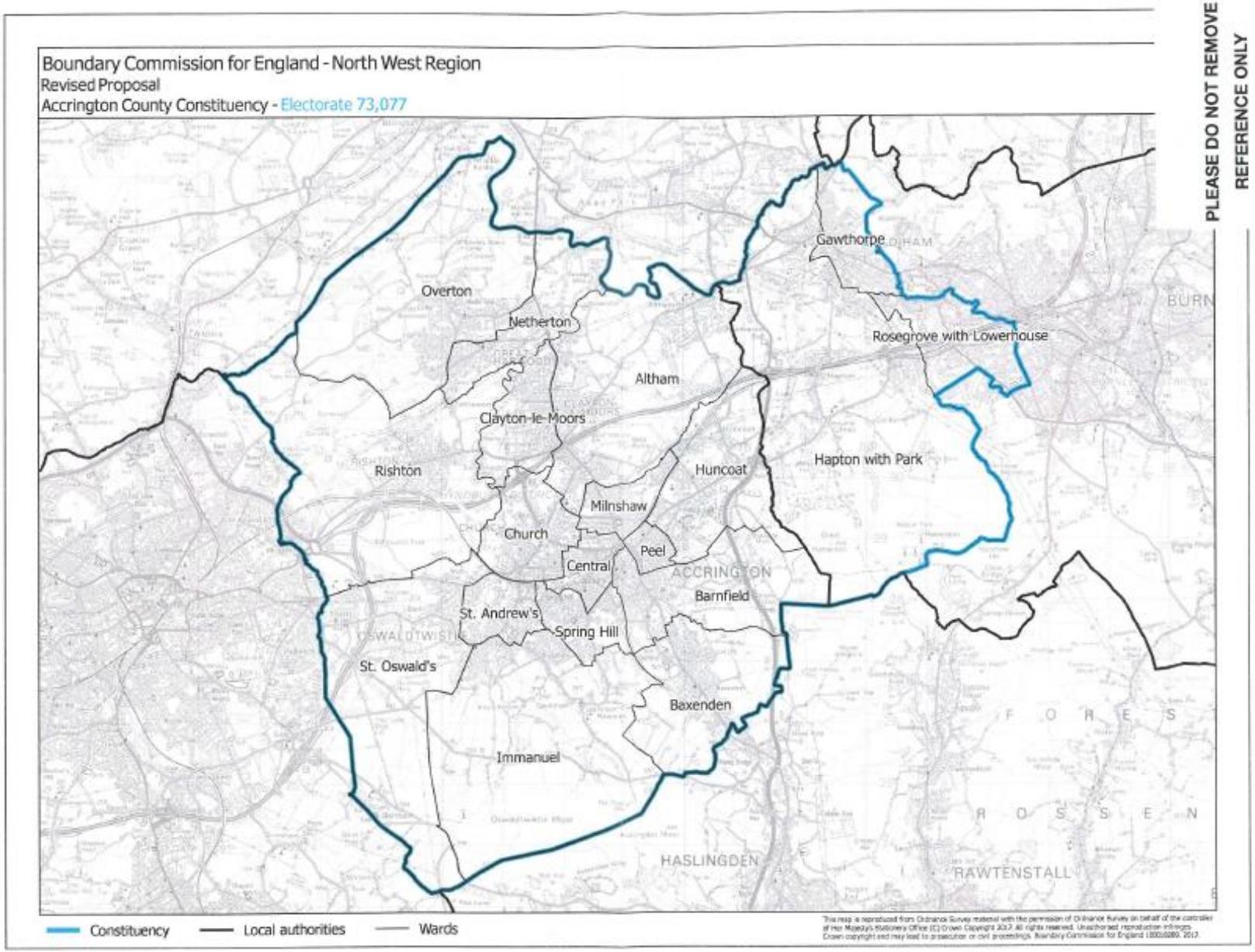
https://boundarycommissionforengland.independent.gov.uk/wp-content/uploads/2021/06/2021-06-08-North-West-Initial-Proposals-A0-map.pdf

Appendix A. The Boundary Commission for England – Initial Proposals for the Hyndburn Constituency (2023)



Hyndburn County Constituency

Appendix B **The Boundary Commission for England – Previous Proposals for the Hyndburn Constituency (2018)**



CABINET

Wednesday, 12th January, 2022

Present: Councillor Miles Parkinson OBE (in the Chair), Councillors Paul Cox (Vice Chair), Loraine Cox, Munsif Dad BEM JP and Joyce Plummer

In Attendance: Councillors Peter Britcliffe and Michael Miller

215 Apologies for Absence

Apologies were submitted on behalf of Councillor Marlene Haworth, who was a standing invitee to the meeting as Leader of the Opposition.

216 Declarations of Interest and Dispensations

There were no reported declarations of interest or dispensations.

217 Minutes of Cabinet

The minutes of the meeting of the Cabinet held on 8th December 2021 were submitted for approval as a correct record.

Resolved - That the Minutes be received and approved as a correct record.

218 Urgent Decisions Taken

In accordance with Executive Procedure Rule B16(c), Members considered a report on the following decision taken under the urgency procedure:

No.	Decision Heading	Portfolio Holder	Date of Approval
(a)	Huncoat Garden Village Brownfield Land and Infrastructure Fund	Councillor Loraine Cox	23rd December 2021

Councillor Loraine Cox, Portfolio Holder Regeneration and Wellbeing, reported that the urgent decision taken had been around the work undertaken in partnership with Homes England regarding the Huncoat Garden Village (HGV) Masterplan. The Council intended to bid for monies from the Brownfield Land and Infrastructure Fund. However, timescales were tight. Accordingly, it was proposed to appoint expert consultants to support the bid.

The Leader of the Council, Councillor Miles Parkinson OBE, added that Hyndburn's financial contribution to this decision would be £40k, but ultimately it aimed to submit a £25M bid. The HGV Masterplan was a 10 year project with potential for on-going work for another 300 homes after the life of the Local Plan.

Councillor Michael Miler, Joint Deputy Leader of the Opposition, asked if the work on HGV was outside of the Levelling Up Fund bid. He also noted that the recently publish Town Centre Improvement Plan (TCIP) did not mention the use of the Transport Infrastructure Investment Fund. The Leader responded that the HGV project was not part of the Levelling Up Fund bid, as other relevant funding was available. Regarding Transport Infrastructure, a

bid would also be submitted by Lancashire County Council. Hyndburn would be lobbying the County Council via Atkins (transport consultants) for local schemes to be included. Overall, the case for East Lancashire schemes looked relatively strong.

Resolved - To note the report on urgent decisions taken.

219 Reports of Cabinet Members

There were no verbal reports provided on this occasion.

220 Council Tax Base - 2022-2023

Members considered a report of Councillor Miles Parkinson OBE, Leader of the Council, informing Members of the Council Tax Base for the financial year 2022-2023.

The Leader reminded Members that this was an annual report which effectively determined the number of Band D equivalent properties in the Borough for Council Tax purposes for the forthcoming year. Setting the Council Tax Base was a statutory requirement for each year and, once approved for 2022-23, the Council would need to notify any precepting authorities. When determined, the figure enabled the relevant authorities to make the necessary budget calculations to set their Council Tax levels for 2022-23.

Housing growth was important in Hyndburn, as increasing the number of high value properties should increase the Council Tax Base in the future.

Approval of the report was not deemed a key decision.

Reasons for Decision

In accordance with Section 35 of the Local Government Finance Act 1992, the Council was required to formally determine the Council Tax Base for 2022-2023 prior to 31st January 2022. This allowed the Council to notify the major preceptors (Lancashire County Council, the Police and Crime Commissioner for Lancashire and Lancashire Combined Fire Authority) by the 31st January of the Council Tax Base.

The requisite calculation had to be carried out in accordance with the Local Authorities (Calculation of Council Tax Base) Regulations 2012. Once determined the Council Tax Base could not be changed and had to be used when the Council set its Council Tax for the financial year 2022-2023.

The detailed calculation of the Tax Base for Hyndburn and Altham for 2022-2023 was provide in the Appendices to the report. It was proposed that the Tax Base for Hyndburn 2022-2023 should be 21,050. This was an increase of 811 from last year's Tax Base (20,239). The 2022-2023 Tax Base for Altham was 310, which was an increase of 6 from last year's Tax Base (304).

The Local Authorities (Calculation of Council Tax Base) Regulations 2012 specified formulae for calculating the Council Tax Base which had to be set between the 1st December 2021 and the 31st January 2022.

The Council Tax Base was the measure of the number of chargeable dwellings held on the valuation list as at the 13 September 2021 and then adjusted to take account of discounts, exemptions, re-bandings and Council Tax Support to arrive at the Authority's Council Tax Band D.

There were no alternative options for consideration or reasons

Resolved

(1) That Cabinet approves the report

(2) That in accordance with the Local Authorities (Calculation of Tax Base) Regulations 2012, the amount shall be 21,050.

(3) That in accordance with the Local Authorities (Calculation of Tax Base) Regulations 2012, the amount calculated by the Council for its Council Tax Base for the parish of Altham for the financial year 2022-2023 shall be 310.

221 Prudential Indicators Monitoring and Treasury Management Strategy Update

Cabinet considered a report of Councillor Joyce Plummer, Portfolio Holder for Resources, which provided an update on activities regarding Prudential Indicators Monitoring and the Treasury Management Strategy since the start of this financial year.

Councillor Plummer outlined some key elements of the report. The overall strategy had been set by Council at its Budget Meeting in February 2021. The report was a technical document which provided an update on Prudential Indicators and set out progress on Treasury Management issues. The overall projected outturn for 2021/22 showed over-borrowing of £1,091k, which was in accordance with the original estimate. The Capital Financing Requirement (CFR) had been affected by a change in the methodology for the calculation around contract hire leases in accordance with International Financial Reporting Standard 16 (IFRS16). More detailed information was provided in the Tables set out in the Appendix to the report.

Councillor Britcliffe, Joint Deputy Leader of the Opposition, enquired about whether the Council had used all of its £2M Disabled Facilities Grant (DFG) allocation. He also reported that there was a waiting list for DFG works. Mark Hoyle Head of Regeneration and Housing responded that the Authority was currently spending at around £1.1M per year and keeping on top of expenditure. Any unused grant could be rolled forward and had been done as necessary. The waiting list for works had been caused, in part, by COVID-19, with some vulnerable people not wanting workers in their homes and in some cases due to supply issues. The Council was trying to maximise DFG spending, as far as possible. Further details could be provided outside of the meeting.

Councillor Munsif Dad BEM JP, reported that he was aware of some cases where people had been unwilling to leave their home during the pandemic to allow works to proceed. He also noted that supplier issues could affect specialist equipment providers in particular. Overall, he was very pleased with dedication and experience of Council staff who dealt with DFG applications. The adaptations and equipment made a big difference to people's quality of life.

Councillor Plummer commented that she was aware of some delays in relation to the installation of stairlifts by Stannah. Mr Hoyle acknowledged that there had been some delays, but generally the firm was a reliable and quality provider. The work used to be contracted through Lancashire County Council, but now Hyndburn contacted for this work directly.

Councillor Miller reminded Members that he had previously called-in to Overview and Scrutiny a decision to fund a respite centre using DFG funding, to consider whether the expenditure was lawful. The funding needed to be used to keep people in their own homes. He asked if the sum had now been taken from the Council's grant allocation. Mr Hoyle responded that the money had not yet been called upon, but remained committed for that purpose. The Chair added that respite care effectively did keep people in their own homes by supporting those who provided care and was a legitimate use of this funding.

Approval of the report was not deemed a key decision.

Reasons for Decision

The *Prudential Code for Capital Finance in Local Authorities* required the Council to set Prudential Indicators annually for the forthcoming three years to demonstrate that the Council's capital investment plans were affordable, prudent and sustainable. The Council had adopted its current Prudential Indicators at its meeting in February 2021.

The Prudential Code required the Council, having agreed at least a minimum number of mandatory prudential indicators (including limits and statements), to monitor them - in a locally determined format and frequency. This half-year report to Cabinet complemented a more regular review by the Deputy Chief Executive.

The indicators were purely for internal use and were not designed to be used as comparators between authorities. If it should be necessary to revise any of the indicators during the year, the Deputy Chief Executive would report and advise the Council further.

'Treasury Management' related to the borrowing and cash activities of the authority, and the effective management of any associated risks. On 25th February 2021, in the same report referred to above, the Council had also set out and then approved its current Treasury Management Strategy. This was in accordance with the CIPFA (Chartered Institute of Public Finance & Accountancy) code of practice on treasury management in public services, the Council having previously adopted, via Cabinet, the then revised code of practice. Associated treasury management Prudential Indicators were included in the February 2021 report.

Prudential Indicators Monitoring

Table 1 and Table 2 of Appendix 1 showed the monitoring information for each of the prudential indicators, limits and statements. They related to:

- External debt overall limits – Table 1
- Affordability (eg implications for Council Tax) – Table 2
- Prudence and sustainability (eg implications for external borrowing)
- Capital expenditure
- Other particular indicators for Treasury Management.

Treasury Management Update

The current Treasury position was as follows:

Portfolio Position 2021/22	Original Estimate 2021/22 £000	Projected Outturn 2021/22 £000
External Debt Debt at 1st April Expected Change in Debt Other Long Term Liabilities	 9,595 - 362	 9,595 - 942
Gross Debt at 31st March	9,957	10,537
Capital Financing Requirement (CFR)	8,866	9,446
Under / (over) borrowing	(1,091)	(1,091)
TOTAL INVESTMENTS (other than short-term)	-	-

Within the prudential indicators there were a number of key indicators to ensure that the Council operated its activities within well-defined limits. In general, the requirement was that CFR exceeded Gross Debt. However in 2021/22 the gross debt would exceed CFR. This was due to the annual payment of Minimum Revenue Provision (MRP). Other Liabilities reflected the transfer of contract hire leases to balance sheet to comply with IFRS16.

The requirement to have CFR exceed Gross Debt centred around providing an assurance that borrowing was not taking place for Revenue purposes. However, as the Council was not borrowing additional funds at this time, this was not an issue.

The current position of the treasury function, and its expected change in the future, introduced risk to the Council from an adverse movement in interest rates. The Prudential Code was constructed on the basis of affordability, part of which was related to borrowing costs and investment returns.

The Capital Programme 2021/22 would be funded by the use of Government Grants (including New Homes Bonus Grant and S31 Grants) and other external financing. It would also be supported during the year by greater use of internal sources of capital finance (including capital receipts reserve) because of the reduced level of external grant allocation. It was not anticipated currently that any capital borrowing would be required.

Expected movement in interest rates

The Council had appointed Link Asset Services as treasury adviser to the Council and part of their service was to assist the Council in formulating a view on interest rates. The report included a Table giving Link's latest available view of the expected future movement in interest rates, from quarter ending 30th September 2021 (their Qtr3 2020) onwards.

In the forecasts there was a high level of uncertainty – due to the difficulties of forecasting the timing and amounts of 'quantitative easing' injected into the economy, and also the uncertainties around Brexit.

The Council's exposure to interest rate movements was largely neutralised currently as its borrowings were effectively at a fixed rate until a trigger point was reached, where the lender believed a better rate could be achieved elsewhere. Interest rates would have to

exceed 4% and possibly 5% before this was likely to happen. The Table set out in the report indicated that this was unlikely to happen until beyond 2023 at the earliest.

The Council had invested relatively small amounts of surplus cash on a short-term, temporary basis. The interest received from these investments was below the budgeted expectations for the six months to 30 September, mainly due to lower interest rates plus the impact of covid19 on surplus cash available for short term investment. The authority's strategy continued to focus on the security of deposits and the liquidity of funds.

The Council continued to invest surplus cash in the top rated financial institutions. The authority continued to spread its money around a number of institutions to ensure that it was not potentially damaged by the unforeseen collapse of any one bank. Deposits were also held with banks where the Council believed that the respective governments were likely to be able to guarantee deposits in the event of bank failure. This strategy was continuing to yield an appropriate rate of return, though at a lower rate, as there was less risk attached to those deposits. The Council also operated a policy of holding no more than £2m in any one bank (with the exception of the liquidity account held with Nat West Bank where the limit was £3m) to ensure that the risk was spread.

There were no alternative options for consideration or reasons

Resolved - To note the report.

222 Capital Spend Report 2021/22

Members consider a report of Councillor Joyce Plummer, Portfolio Holder for Resources, informing the Cabinet of the progress on the 2021/22 Capital Programme.

Councillor Plummer highlighted the main issues contained within the report.

Approval of the report was not deemed a key decision.

Reasons for Decision

The Council had approved its Capital Programme for 2021/22 at its meeting on the 25th February 2021.

The total value of the spend authorised in the budget in February 2021 was £2.31m and this had been increased to £10.78m with carry forward projects from the previous year and new in-year authorisations. The current predicted spend against Budget was £8.01m. The programme had been determined in line with previous decisions to fund capital expenditure from existing resources and to avoid borrowing to finance capital expenditure. It was expected that a small positive variance against Budget would be achieved by the end of the year.

The significant elements of the programme were as follows,

Programme Area	Committed Expenditure
Transitional Housing Programme	£993,762
Housing Improvement Programme (including Disabled Facility Grants)	£2,305,907
Other Projects	£7,483,403
Total	£ 10,783,072

Spend to date had been £2.4m which was equivalent to 22% of the overall programme budget. There were 60 individual projects underway across the Council at this time.

The predicted spend against these capital projects is just over £8m, with an estimate of £2.7m of likely spend slipped into the next financial year. Only 2 projects were indicating a negative variance at this moment in time and the overall additional costs from these 2 projects was expected to be less than £7,000. Predicted savings on other projects outweighed the overspend here and overall the current expectation was that a surplus of around £25,000 would be generated from current activities.

The details of individual project budgets and expected costs to complete the projects was provided in the Appendix to the report.

There were no alternative options for consideration or reasons

Resolved - **To note the report.**

223 Exclusion of the Public

Resolved - **That, in accordance with Regulation 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during the following item, when it was likely, in view of the nature of the proceedings that there would otherwise be disclosure of exempt information within the Paragraph at Schedule 12A of the Act specified at the item.**

224 Urgent Decisions Taken

Exempt information under the Local Government Act 1972, Schedule 12A, Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information)

In accordance with Executive Procedure Rule B16(c), Members considered a report on the following decision taken under the urgency procedure:

No.	Decision Heading	Portfolio Holder	Date of Approval
(a)	Procurement of Software Services for Planning Applications Online	Councillor Miles Parkinson OBE	1st December 2021

The Leader of the Council reminded Members that there had been some issues with the on-line Planning system, which had made it difficult for members of the public to search for individual applications. Some alterations had been made to the web-based instructions for usage of the system which had helped, but ultimately a new system had been required, hence the reason for urgency.

Councillor Peter Britcliffe mentioned that members of the public trying to contact the Planning Service by telephone had also experienced some difficulty. In particular, there had been long waiting times on hold, such that customers had given up before their call had been answered. It was understood that the issue lay with the Contact Centre, rather than Planning Team. He queried whether this was due to an equipment issue or due to a shortage of staff. The Leader responded that, at one time, Planning Officers had limited the time available to take telephone queries in order to progress their work, but this restriction was no longer in operation. Jane Ellis, Executive Director Legal and Democratic Services, indicated that advice had been issued to back office staff about contactability when working from home, such as using the answerphone system. Data was available for the Contact Centre on customer waiting times. Joe McIntyre, Deputy Chief Executive, commented that telephone waiting times had returned to normal levels following some peaks during the pandemic. The Leader indicated that it would be useful to review the Contact Centre data.

Councillor Michael Miller asked if the new Planning on-line search software would allow planning documents to be viewed easily on most ICT devices used by the public. It might be necessary to provide advice on the webpage as to which browsers were supported by the new system. Ms Ellis agreed to raise the matter with the Head of Planning and Transportation. Mr Hoyle commented that numerous documents uploaded to the Planning Service's document management system were provided by third party organisations, which meant that quality and accessibility varied.

Councillor Plummer asked when the new system would be available. Ms Ellis indicated that the installation would take some time. This was likely to be around 3 months after the date of placing the order.

Approval of the report was not a key decision.

Reasons for Decision

The reasons for the decision were set out in the exempt report.

Alternative Options Considered and Reasons for Rejection

The alternative options considered and reasons for rejection were set out in the exempt report.

Resolved - To note the report on urgent decisions taken.

Signed:……

Date: ……

Chair of the meeting
At which the minutes were confirmed

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CABINET

Wednesday, 9th February, 2022

Present: Councillor Miles Parkinson OBE (in the Chair), Councillors Paul Cox (Vice Chair), Loraine Cox, Munsif Dad BEM JP and Joyce Plummer

In Attendance: Councillors Peter Britcliffe, June Harrison and Marlene Haworth

244 Apologies for Absence

Apologies were submitted on behalf of Councillor Munsif Dad BEM JP, who was delayed for a short time at the start of the meeting.

245 Declarations of Interest and Dispensations

There were no reported declarations of interest or dispensations at this stage of the meeting

NOTE: Several interests were declared by Councillor Munsif Dad BEM JP later in the meeting and are recorded in last paragraph before Minute 251.

246 Minutes of Cabinet

The minutes of the meeting of the Cabinet held on 12th January 2022 were submitted for approval as a correct record.

Resolved - That the Minutes be received and approved as a correct record.

247 Minutes of Boards, Panels and Working Groups

The minutes of the following meeting were submitted:

- Regeneration and Housing Panel - 14th December 2021

Resolved - That the Minutes be received and noted.

248 Reports of Cabinet Members

There were no verbal reports provided on this occasion.

249 Quantity Restrictions - Hackney Carriage Vehicles

Members considered a report of Councillor Joyce Plummer, Portfolio Holder for Resources, outlining the findings of a recent consultation conducted by the Licensing Manager regarding the possible removal of limits on the numbers of hackney carriage licences issued in the Borough in favour of wheelchair accessible vehicles.

Councillor Plummer indicated that the number of hackney carriage licences in Hyndburn was currently limited to 59. However, to maintain this limit a survey was needed every

three years to provide evidence that there was no unmet demand. The survey was due in 2022. Complaints had been received in recent times from customers struggling to find a taxi at night. The result of a stakeholder consultation had demonstrated that there was currently unmet demand. If the limit were to be scrapped, any new licences would only be available for wheelchair accessible vehicles. The consultation had also included the taxi trade and of the 26 responses received 14 were against the removal of restrictions. However, if a formal Unmet Demand Survey were to be carried out, this would cost around £12k with the cost normally being borne by the taxi trade themselves. Given the evidence obtained so far that there was unmet demand, this would seem to be an unnecessary cost. The Police had also been consulted and agreed with the proposal to remove the limit on the grounds of public safety.

Councillor Perter Britcliffe, Joint Deputy Leader of the Opposition, commented that this appeared to be a significant shift in policy and queried whether the move would actually increase the numbers of taxi vehicles on the road. He suggested a more cautious approach, perhaps by raising the limit to 70 hackney carriage vehicles. Members discussed the impact of the pandemic on the trade and loss of many private hire taxi drivers to working on take away food deliveries, such as via Just Eat or Uber Eats. This was believed to be, in part, as a result of the low fares in the private hire sector, making alternative work more attractive. The Council could not set the prices of fares in the private hire sector. However, it was possible that market forces would eventually cause an increase fares in the private hire sector leading to more drivers. The Leader of the Council and Portfolio Holder emphasised that the limit in hackney carriage licences could only be raised if a costly survey was undertaken and the outcome showed that there was no unmet demand. However, current evidence suggested that there was unmet demand.

Councillor Marlene Howarth, Leader of the Opposition, commented that there appeared to be insufficient taxi ranks for hackney carriages and that these were often blocked by unauthorised vehicles. If more licences were granted there would be nowhere for additional taxis to park. She mentioned that take away food deliveries might wane as the pandemic subsided, returning drivers to the taxi trade. She asked if out-of-borough licenced taxis could be prevented from picking up a fare in Hyndburn. Jane Ellis, Head of Legal and Democratic Services, responded that there was no way to prevent a properly licenced driver/vehicle from operating in the Borough wherever their licences originated from. The majority of local authorities no longer had a limit on the number of licences. Officers were currently liaising with Lancashire County Council about enforcement in respect of taxi rank usage.

Councillor Munsif Dad BEM JP spoke in support of the proposals. Consultations with drivers had provided a mixed response but, on balance, the proposals would prevent unnecessary costs being borne by the taxi drivers for an Unmet Demand Survey. He also welcomed the work to tackle the unauthorised use of taxi ranks.

The Leader commented that the standard of hackney vehicle required would prevent any relaxation of the limit on the number of licences from becoming ‘free for all’.

Approval of the report was not deemed a key decision.

Reasons for Decision

The report set out the detailed background to the proposed decision and highlighted the following conclusions:

The consultation had clearly set out that there was significant unmet demand for hackney carriages in Hyndburn with 66.63 % of people responding on the Survey Monkey

questionnaire stating that they had given up waiting on ranks and 56.45% stating that they had given up trying to hail a cab in the street due to the lack of availability and had to look for alternative ways of getting home. The concern was that this could sometimes mean walking home late at night, getting a lift in an unlicensed vehicle with an unlicensed driver or even risking driving themselves after having a drink.

When asked what would encourage someone to use a taxi more often 55.78% had said more hackneys they could phone for and 43.89% said more hackneys that they could hail on the street or get at a rank. When asked if there were enough hackney carriage vehicles in Hyndburn 78.9% of those responding on Survey Monkey said no.

Of the responses to the question about requiring a wheelchair accessible vehicle 12.9% said they knew someone that needed to use one and 2.58% said they needed to use one themselves.

Taking into account the outcome of the consultation, officers recommended that the Council remove the restrictions on the numbers of hackney carriage licences that were issued.

Further officers recommended that any new licences should only be issued to purpose built or professionally modified wheelchair accessible vehicles and that current proprietors of hackney carriage vehicles should maintain their grandfather rights.

Members could consider the removal of the limits on hackney carriage vehicle licences issued completely for any type of vehicle, however there was a requirement for wheelchair accessible vehicles in the Borough.

Members could choose to maintain the limits on hackney carriage vehicle licences and instruct the Licensing Manager to commission an Unmet Demand Survey. If this option was taken Members should determine how the survey should be paid for.

When making the decision Members should consider the issue from the travelling public's point of view and consider what benefits or disadvantages would result for the public if the controls were removed. For example, was there evidence that the removal of controls would result in deterioration in the amount or quality of taxi service provision?

If Members were minded to remove the restrictions on numbers in favour of wheelchair accessible vehicles officers recommended that the policy wording be amended to reflect this change, as set out at Appendix 4 to the report.

Alternative Options considered and Reasons for Rejection

The Council could have taken the option to do nothing however it was clear from the complaints received and the consultation responses, that there was a real problem in Hyndburn that the Council needed to deal with. Further, in the event of a challenge to a decision to refuse a licence, the authority would have to prove that it had reasonably, been satisfied that there was no significant unmet demand.

Resolved

(1) That Cabinet notes the responses to the consultation and the apparent current shortage of available licensed taxi vehicles in Hyndburn.

(2) That Cabinet agrees that the limit on hackney carriage vehicles be removed in favour of wheelchair accessible vehicles.

250 Smart Working Strategy

Members considered a report of Councillor Joyce Plummer, Portfolio Holder for Resources, seeking approval for a Smart Working Strategy.

Councillor Plummer indicated that staff had continued to work throughout the pandemic and that this had presented big challenges, particularly during lockdown and with other restrictions in place. Most staff had been able to come into the workplace. Others had set up desks at home and were working in a different way. ICT had supported staff being able to work from home. The Government's advice to work from home during the Omicron wave had now been lifted. Overall it was felt that hybrid working had been successful with improved business continuity arrangements and improved sickness absence management. The draft Smart Working Strategy set out the proposed priorities for the Council and its workforce. In the longer term this could provide benefits in terms of reduced journeys, more virtual meetings and a review of the Council's property assets.

Councillor Marlene Haworth commented that the Conservative Group had some concerns about the strategy presented. She indicated that there were difficulties in contacting officers within certain teams and sometimes responses were slow. Any delay made the councillor's relationship with the public more difficult. At Prime Minister's Question Time today Boris Johnson MP had indicated that all COVID restrictions were likely to be lifted in around one month. There was a feeling that introducing a more flexible working strategy at the moment would be moving too quickly. It remained important for councillors to meet with officers face to face. There was broad consent for the ethos of smart working, but not at this pace. It was reported that some staff who could not work from home because of their roles were already critical of those who could do so. Also, the on-going use of meetings on Zoom or Teams did not allow for natural communication and personal contact. The Leader commented that all modern employers were shifting towards a better work-life balance for their employees. This improved productivity and helped to recruit staff. Many frontline roles within the Council such as Refuse Collection of Grass Cutting would be unaffected. However, the Council now operated in a digital world which allowed more flexibilities in some service areas.

Councillor Britcliffe added that there was a case for returning to normal working arrangements and for meeting face to face. There was also a need to support the local lunchtime and retail economy by repopulating offices in the town centre. The Leader commented that before the pandemic staff might be unavailable for drop in visits due to other meeting commitments and appointments should normally have been made. On the question of local businesses, those private sector staff working from home rather than in the city would add to the local economy, balancing up any loss of footfall from Council staff. The proposed Manchester congestion charge might also make journeys to the city less attractive. Councillor Plummer commented that Members could use the telephone functionality on Microsoft Teams to contact staff directly wherever their location.

Councillor Howarth reported that Hyndburn Leisure staff based at the Town Hall were frequently disturbed by members of the public seeking access to the Council's Contact Centre on Broadway for Benefits or other advice. Many of these individuals had no access to mobile phones or the internet to use on-line services. The Leader reminded Members that the drive for more digital services had come from Central Government. Councillor Plummer added that the public hall in the Contact Centre had been altered to a telephone only service long before the pandemic. The new corporate Reception at Scaitcliffe House would provide a mixture of digital and face to face services when it opened shortly. The Leader asked officers to arrange a site visit to the Reception for elected Members to view the new facilities.

Approval of the report was not deemed a key decision.

Reasons for Decision

The pandemic had necessitated different ways of working, in particular to apply the working from home guidance which had been in place throughout various periods, from the initial lockdown in March 2020. Homeworking had been a key element in keeping services running and helping to make our workplaces safer for those staff who needed to attend. There had been considerable investment in ICT equipment and infrastructure to support the new arrangements.

All elected members had been invited to a discussion on 7 July 2021. This had included a presentation on the issues to be considered, the pros and cons of hybrid working as reported by staff and service managers, and an update on how staff were actually working. This showed that around 60% of staff were coming into the workplace all the time, including front-line operational staff, as well as some office-based staff. In most cases this was because their role did not allow remote working. About 20% of staff were coming in 2 or 3 days a week, with the rest at home, and the remaining 20% were almost entirely home-based.

On 19 July 2021, the Government's COVID-19 guidance moved to step 4 of the roadmap, including the dropping of the requirement to work from home wherever possible. Since then, the Council had asked staff to come into the workplaces for a minimum of 2 or 3 days per week, providing COVID-secure arrangements were maintained. This had been reversed for a short period while "Plan B" restrictions were in place. Management would continue to make decisions that were informed by national guidance.

It had been agreed in July 2021 that a small working group would be set up to consider the issues and determine a way forward. It included the Leader and Portfolio Holder, a further Labour member, the Leader of the Conservative Group plus another Conservative member, 2 Unison representatives, the Head of Policy and Organisational Development and the Head of ICT. This group had met on 3 August and 7 September 2021 and had considered further information, in particular around productivity, safety, communications and likely training needs.

Members had made a decision on 7 September 2021 to recommend retaining hybrid working into the future, and that officers should work with Trade Unions on the policies and practices required to make this work effectively. In particular, officers had been asked to note that there were still concerns about responsive and effective communication.

At its meeting on 15 September 2021, Management Team had agreed the recommendations to develop a Smart Working Strategy with a small officer steering group. This included the Head of Policy and Organisational Development, the Head of ICT, the Regeneration and Property Manager, the Head of Audit and Investigations, the acting Head of Environmental Health and the Safety and Emergency Planning Officer.

The group had developed the draft Strategy now being presented. This included an action plan which captured the individual work elements envisaged, some of which were longer-term actions. This was intended to be a living action plan which would be added to and updated as necessary.

The draft Strategy set out the overall approach and principles. It was likely to be necessary to continue to operate flexibly as the pandemic, any restrictions or identified risk measures changed. The Strategy would also allow the Council to make changes to any ongoing arrangements if service needs required this.

Alternative Options considered and Reasons for Rejection

This proposal sought to implement the recommendation of the Member working group set up to consider future ways of working.

Resolved

(1) That Cabinet approves the draft Smart Working Strategy.

(2) That the Smart Working Strategy Group be requested to continue to progress the work identified within the associated action plan and the Executive Director (Legal and Democratic) be given delegated authority to approve updates to the action plan as deemed appropriate.

Councillor Munsif Dad BEM JP declared a personal interest in Agenda Items 8 - Self-Isolation Pilot Programme, 13 - Revenue Budget and 14 - Capital Programme, on the basis of his role as a trustee of Hyndburn Leisure.

251 Self-Isolation Pilot Programme - Acceptance of Funding

Members considered a report of Councillor Joyce Plummer, Portfolio Holder for Resources, seeking formal approval to enter into relevant legal agreements to release funding in connection with the delivery of the Self Isolation Pilot Programme.

Councillor Plummer indicated that during the pandemic government funding had been used to good effect to achieve lasting benefits around health and wellbeing and supporting community groups. A bid for a Self-Isolation Pilot Programme had recently been successful and had secured around £54k. The programme would focus on young people through a combination of innovative projects and small grants available to third sector organisations. The programme would build upon some of the achievements of the Community Champions Fund work and would involve joint delivery by the Council, Hyndburn Leisure and Hyndburn and Ribble Valley Council for Voluntary Service (CVS).

Approval of the report was not deemed a key decision.

Reasons for Decision

Blackburn with Darwen Borough Council was the lead authority in receipt of 2.5 million pounds of funding from the Department of Health and Social Care for the delivery of the Self-Isolation Pilot Programme. They were leading the Programme on behalf of the Upper Tier and District Authorities from whom proposals had been received for individual projects to support individuals through self-isolation resulting from COVID-19.

The Council had been invited to put a proposal forward for a Self-Isolation Pilot Programme in autumn 2021 and had recently been notified that the funding for this had been approved, subject to reaching a formal legal agreement to accept the funding, which outlined the Council's obligations in respect of the project. The amount of funding which would be awarded to the Council was £54,540.

The Council's proposal, which the funding would allow to be implemented, covered 3 main strands:

(i) **Producing marketing assets aimed at young people around self-isolation:** Current information regarding isolation was readily available but not engaging for young people or created with them in mind. To have an impact the authority had learnt engagement work was key, but better tools and resources could reach people in a way that counted. The Council would procure external support to create new assets, including using "gamification" methods to increase participation and engagement.

(ii) **The delivery of an "Isolation Station extension" project via Hyndburn Leisure:** This would allow people to engage in activities which created a more positive self-isolation experience, and would learn new ways to build activity and healthy eating into their lifestyle. Hyndburn Leisure would provide and promote free access to Hyndburn's Mywellness App, providing on demand activity classes and bespoke exercise sessions.

(iii) **Grant scheme via Hyndburn and Ribble Valley CVS:** This scheme aimed to support voluntary and community sector organisations to expand or deliver new services to increase engagement with young people and people with a learning difficulty and to demonstrate their ability to react flexibly, at pace, to support the Hyndburn community. It would deliver £15,000 funding to be distributed via a grant scheme to voluntary and community sector organisations who would deliver activities to engage and support teenagers and young adults with positive lifestyle activities.

Alternative Options considered and Reasons for Rejection

The Council could choose not to accept the funding and not deliver the projects outlined above.

Resolved - **That Cabinet grants approval to the Head of Policy and Organisational Development to sign the funding agreement with Blackburn with Darwen Borough Council in relation to the Self-Isolation Pilot Programme, and subsequently with Hyndburn Leisure and Hyndburn and Ribble Valley CVS.**

252 Revised Statement of Community Involvement and Revised Local Development Scheme

Members considered a report of Councillor Miles Parkinson OBE, Leader of the Council, which presented two updated documents: a draft revised Statement of Community Involvement; and a draft revised Local Development Scheme, for consideration and approval. Both were documents which the Council had to produce in relation to its planning functions and related to the processes rather than the content of Local Plans. These two updates had been produced in anticipation of the upcoming public consultation on the emerging Local Plan (Strategic Policies and Site Allocations). A further report on the Local Plan and the public consultation would be brought to Members in due course.

The Leader outlined key elements of the report. The draft Statement of Community Involvement updated the version adopted in June 2018 and set out how and when the Council would engage local communities in producing the Local Plan and in determining planning applications. It was updated to reflect changes since adoption in relation to legislation, regulations, guidance and progress with the Local Plan. The revised Local Development Scheme set out an up to date timetable for the production of documents within, and associated to, the Development Plan, otherwise referred to as the Local Plan. A summary of the timeline was set out at p.101 of the Agenda. This was a very lengthy process, although the Government was considering shortening the timetable in the future.

The final Local Plan document was expected to be adopted by the Council late in 2023 or early in 2024.

Approval of the report was not deemed a key decision.

Reasons for Decision

Statement of Community Involvement

The Council had a duty to prepare a Statement of Community Involvement (SCI). This had to be updated at least every five years, or sooner if circumstances had changed since the last SCI was produced.

An SCI had first been adopted in 2006 to reflect the requirements of the new plan-making system introduced by the Planning and Compulsory Purchase Act 2004 and reflected the relevant provisions at the time in relation to both plan-making and determination of planning applications. The SCI had then been revised in 2018 to reflect changes in legislation, such as amendments to the National Planning Policy Framework (NPPF) and new guidance on Neighbourhood Planning.

This latest SCI had been revised to reflect the most recent NPPF (published in 2021) and the latest timetable for the production of the Hyndburn Local Plan.

Local Development Scheme

The Council also had a duty to prepare a Local Development Scheme (LDS) which had to publicise the intended timetable for producing the Local Plan. The LDS should be published on the Council's website and be kept up to date. Reporting of progress against the LDS was made in the Council's annual Authority Monitoring Report and was an important way of keeping communities informed of plan-making activity.

The Council's last LDS had been published in June 2018, covering the period of plan preparation up to August 2021. During this time the Council had completed three rounds of consultation on the emerging Local Plan and was preparing to publish the final consultation version shortly, as set out in the LDS itself. This revised LDS presented the intentions of the Council to progress (and complete) the Local Plan over the period 2022-2025.

Whilst it had been prepared separately to the statutory Local Plan making process, the Masterplan for Huncoat formed a key part of the future development and growth of Hyndburn. It was intended that the Masterplan would be adopted as a Supplementary Planning Document (SPD) in due course.

Summary

Both the SCI and LDS were documents which an inspector would consider at the examination stage in assessing the soundness of plan documents, to ensure that the relevant procedural and legal requirements had been met. Inspectors might also consider the SCI at planning appeals to ensure that Council had discharged its engagement and consultation functions appropriately.

Both documents would be monitored and reviewed in the light of any further changes and any requirements to keep them up to date

Alternative Options considered and Reasons for Rejection

The only alternative option would be not to adopt the updated SCI and LDS and rely on the previous versions. However this was not a realistic option for various reasons. The adopted SCI would not be up to date in terms of reflecting current legislation, guidance and regulations. Furthermore, if an updated SCI was not adopted now, it would shortly be at risk of not complying with the requirement that it be reviewed every five years. There were significant inherent risks in not having an up to date SCI or LDS which could impact on the tests of soundness when a plan was examined.

Resolved

(1) That Cabinet notes the approach to public engagement as set out in the Statement of Community Involvement included with the report for the purposes of engaging the local communities in producing the Hyndburn Local Plan and determining planning applications.

(2) That Cabinet notes the timescales for preparation of the documents which will make up the Hyndburn Local Plan as set out in the Local Development Scheme (2022-2025) included with the report.

(3) That Cabinet approves the content of the Statement of Community Involvement and the Local Development Scheme.

253 Financial Position Report - December 2021 - Report for the Year Ending 31st March 2022

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report on the Financial Position as at December 2021 and the financial forecast outturn position for the Accounting Year 2021/22.

Councillor Plummer highlighted the following issues in connection with the report:-

With 9 months of the year gone the Council was forecasting a small positive variance of £123k by the end of the financial year. COVID-19 had supressed income for the year, especially in connection with the Market Hall, where rent concessions had been maintained. Income for commercial lettings was also low. There were also other cost pressures on the Council, including the price of energy.

Councillor Britcliffe considered that the half-day closing of the Market Hall on Wednesday afternoons was outdated and that nationally spending on Wednesdays outperformed spending on Mondays. The Leader of the Council responded that the Levelling-Up Fund Bid, which was mentioned in the Capital Budget item, outlined the stakeholders' vision for investment in the Market Hall, which might include a mixture of both the daytime and night-time economy. The Partnership Board would look at the options for the future, which might involve engaging a new operator for the Market Hall.

Approval of the report was not deemed a key decision.

Reasons for Decision

The spend for the first 9 months of the financial year to the end of December 2021 was £8,572,000 compared to a Budget of £9,350,000 giving a positive variance of £778,000 over the first 9 months of the year.

The current forecast spend to the end of the financial year in March 2022 was £11,104,000 compared to a Budget of £11,227,000. This forecast produced a positive variance of £123,000 by the end of the financial year.

The Council had received additional financial support from Lancashire County Council (LCC) to meet the cost of continuing COVID-19 pressures over the second half of the year. This would allow the Council to meet its current forecast spend in relation to COVID-19 activities for the remainder of the year.

So far since the spike in cases caused by the Omicron variant, the Council had been able to provide the support the local community required within its current funding envelop and therefore unless there was a dramatic swing upwards in COVID-19 cases over the last 2 months of the financial year, the authority would expect to maintain this position. Any unspent balances of specific COVID-19 funding would be carried forward into the New Year and used to continue to support the local community as necessary.

The Budget forecast included large elements of expenditure and funding in connection with COVID-19. As this was a new area of budget management, controls and management of the expenditure and income was not at the same high standard as for the Council's normal budget expenditure. There was, therefore, a higher degree of risk around these figures in the forecasts made. Accountancy staff and Management were working to improve the thoroughness and accuracy of these figures.

The report included more detailed commentary about expenditure in the following service areas:-

- Environmental Services;
- Culture and Leisure Services;
- Planning and Transportation;
- Regeneration and Property Services;
- Policy and Corporate Governance; and
- Non-service Items.

The additional funding of £581,000 requested by the Council from Lancashire County Council to support its on-going work around COVID 19, had reduced the risk of an overspend this year and if COVID-19 activity largely remains as currently forecast, the Council should have sufficient funds to meet the known costs it expected to incur at this time.

There were no alternative options for consideration or reasons

Resolved - **That Cabinet notes the report and asks Corporate Management Team to continue to reduce expenditure and increase income so as to further improve the overall financial position of the Council over the remaining months of the year.**

254 Medium Term Financial Strategy 2022/23 to 2024/25 - February 2022 Update

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report to inform Cabinet of the 3-year projections of income and spending for the Council ahead of formulating its 2022/23 Revenue and Capital Budgets.

Councillor Plummer highlighted a number of key issues within the Medium Term Financial Strategy (MTFS) report, as follows:-

- The report set out the financial position of the Council for the next few years.
- The information would help the Council to set its Budget and identified its medium term prospects.
- A key aim was to provide stability year on year.
- Forecasting was difficult, in part due to austerity and reductions in public spending. COVID-19 had added a further dimension to complexity around forecasting.
- It was not yet clear if the Government would reform local government finances and any impact could be positive or negative.
- The 2021 Announcement of the Local Government Financial Settlement had indicated that some funding would be provided, but no future commitments had been made, meaning that the approach could change in 2023/24. If there was no change the Council would have to make savings in 2023/24, but would then have a small surplus.
- Projections around growth in the Council Tax Base were good, but if there were changes to Business Rates Retention rules the Council could have to make large savings.
- Further clarity was expected in the autumn 2022, which potentially might identify no reform of finances.

In summary, there was a degree of uncertainty in the projections. The Leader of the Council commented that the MTFS was a very understandable document given the subject matter. Hyndburn had consistently kept its Council Tax bills below the rate of inflation and was one of only seven authorities in the country to achieve this. The authority needed to maintain reserves at a minimum of £2M. Government financial support was worth around £1.5M to the Council but, by way of contrast, in 2010 the level of support had been around £7.1M. The Council might have to make savings of around £45k in 2023/24 to balance the Budget. The Council collected around £16M-£17M in Business Rates, but was only allowed to keep around 25% of that income. Future commercial growth at Frontier Park, Altham and Whitebirk estates, along with additional housing developments, should help the Council's financial position.

Approval of the report was not a key decision.

Reason for decision

The Cabinet required an update on its medium term financial outlook ahead of setting the Budget for 2022/23 and determining the level of Council Tax for the new financial year. This report also ensured those decisions were taken with a view to the overall position of the Council going forward and were not limited to a narrow one-year perspective.

The substantive report included the following summary information.

The Council's activities and finances had been dominated this year by the continuing impact of COVID-19 and it was expected that COVID-19 and its consequences would continue to have a major impact on the Council's finances for at least the next financial year as a minimum, with the potential for the effects to continue much longer.

In response to the great uncertainty the Council faced it would operate a roll forward Budget for 2022/23 based on the 2021/22 Budget adjusted for changes to salary and wages, pension contributions and increased income from the Government and the Council Tax

Base. This provided Service Managers a fixed reference point from which to continue to respond to the crisis and allowed a degree of stability for one further year, while the Council recovered from the most significant challenge it had ever faced. To achieve a balanced Budget during the year the Council would need to generate £294,000 of internal savings during the year. As with previous years, the Government was encouraging Councils to increase Council Tax by up to a maximum of 2%. It was proposed that the Council follow this direction. Overall expenditure would need to be contained at below £12m in 2022/23 to set a balanced budget.

The Council would face significant financial challenges over the next two years as it sought to overcome the consequence of COVID-19 and addressing the impact of any proposed Government funding reforms and increased pressures on its spending. As the extent of the Government financial reforms was unclear at this time and details were unlikely to emerge until December 2022, this produced great uncertainty and potentially significant variance around the forecasts contained in the MTFS.

Previously, for the last four years the expectation had been that the Government would implement what it termed as a "Fair Funding Review of Local Government Finance" and this would effectively end the Revenue Support Grant to the Council and potentially redistribute the amount of Business Rates the Council was allowed to retain. The expected impact of these changes if they went ahead were expected to cause a significant decrease in the funding available to the Council and require it to make substantial reductions in its expenditure levels as a consequence, either immediately in the aftermath of the announcement or over a short period, if some form of transitional arrangements accompanied these changes to assist those Councils most dramatically impacted.

After 4 years in which these reforms had been postponed for various reasons and in the light of the Government signalling a potential change in its view of public spending commitments during the pandemic, the certainty around the introduction of Fair Funding was no longer as sure as it once seemed, with the potential that current levels of funding to the Council would continue.

As a consequence, the modelling now recognised that there was a real possibility that a largely continuation Budget might be the single most likely outcome over the next few years of all the potential different scenarios that could occur. However, the strong prospect of a Fair Funding Review which significantly reduced the Council's funding remained a very real prospect. Ministry of Levelling-Up, Housing and Communities (MLUHC) officials continued to indicate they wished to introduce some kind of Fair Funding Review during 2022 to re-shape Council finances and the prospects of this occurring remained high.

This presented the Council with two very different future budget scenarios. The first was a scenario in which funding from Government remained largely in its current shape and where the Council while under some financial pressure, should be able to largely cope. While the second scenario, would see reform of local government finance, with a wide range of possible outcomes for the Council potentially occurring, from changes that were relatively small in consequence, all the way through a whole series of results up to outcomes which would be large and very dramatic in terms of the challenges it presented to the Council.

These 2 scenarios were modelled within the report. The more severe of the two, as the Pessimistic Scenario and the other as the Standard Model. A third model was also presented which indicated the Council's potential position if the Government chose to provide local government with an injection of cash over and above current levels and locally the Council was able to boost its own tax revenue as a consequence of a buoyant tax base. This Optimistic model was considered to have a much lower probability of occurring

compared to the other two models but was provided to illustrate the wide range of potential outcomes.

In these circumstances it was prudent for the Council to look to increase its reserves and revenue streams such as Council Tax and Business Rates whenever it could and to avoid committing to any new revenue expenditure while continuing to concentrate on its work to reduce internal costs.

Detailed information was provided in the report on the following matters:-

- Objectives;
- Elements of the MTFS;
- Service Planning to support overall strategy;
- Integrated resource planning with services;
- Background information;
- Financial analysis 2022/23 to 2024/25 (resources; Government grant; business rates; Council Tax; expected loss of income; and changes in costs)
- Growth;
- Reserves;
- Other assumptions;
- Scenarios;
- Robustness of forecast; and
- Overall net position.

There were no alternative options for consideration or reasons

Resolved - **That Cabinet approves the report and the accompanying Medium Term Financial Strategy (MTFS).**

255 Prudential Indicators and Treasury Management & Investment Strategy 2022/23 - 2024/25 including Capital Strategy

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report setting out the Council's policy and objectives with respect to treasury management, to explain how it will achieve its objectives and manage its activities; and to agree an investment strategy for 2022/23 - 2024/25.

Councillor Plummer highlighted a number of key issues within the report, as follows:-

- The effective management of resources;
- Prudential indicators and limits;
- Borrowing;
- Loans; and
- Investment

The report had been prepared in line with the Chartered Institute of Public Finance and Accountancy (CIPFA) advice.

Approval of the report was not a key decision.

Reason for decision

Treasury management was defined as:

- The management of the Council's investment and cash flows, its banking, money market and capital market transactions;
- The effective control of the risks associated with these activities;
- And the pursuit of optimum performance consistent with those risks.

The Council was required to operate a balanced budget which meant that cash raised during the year would meet cash expenditure. Part of treasury management was to ensure the cash flow was properly planned with cash available when needed. Surplus monies were invested in line with the Council's low risk preferences.

The second function of treasury management was funding the Council's capital plans. The plans gave a guide to the future borrowing need of the Council. The management of this longer term cash flow might involve arranging long or short term loans or using longer term cash flow surpluses. Occasionally, outstanding debt might be restructured to reduce Council risk or meet cost objectives.

The report had been prepared in line with the Treasury Management Code and Guidance (2017) written by The Chartered Institute of Public Finance and Accountancy (CIPFA). In the case of local authorities in England and Wales, the Code was significant under the provisions of the Local Government Act 2003. This required local authorities 'to have regard (a) to such guidance as the Secretary of State may issue, and (b) to such other guidance as the Secretary of State may by regulations specify'. The Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 in paragraph 24 required local authorities to have regard to this guidance. Acceptance of this report fulfilled those obligations. CIPFA had published revised codes on 20th December 2021 and had stated that formal adoption was not required until the 2023/24 financial year.

The report included detailed information on the following matters:-

- The Prudential Code and Prudential Indicators;
- Capital expenditure and the capital financing requirement;
- Minimum Revenue Provision (MRP);
- Affordability prudential indicators;
- Treasury Management Strategy 2022/23 - 2024/25;
- External debt overall limits;
- External v internal borrowing;
- Limits on activity;
- Debt rescheduling;
- Investment strategy;
- Treasury Management Practices (TMP);
- Policy on the use of external service providers; and
- Treasury Management Strategy in-year and year-end reporting.

There were no alternative options for consideration or reasons

Resolved **- That Cabinet recommends Council to:**

(1) Adopt the prudential indicators and limits detailed in the report;

(2) Approve the Treasury Management Strategy, and associated indicators, as set out in section 8 of the report;

(3) Approve the Investment Strategy as set out in section 13 of the report;

(4) Approve that the Minimum Revenue Provision (MRP) for year 2022/23 – Appendix 1;

(5) Approve the Treasury Management Policy Statement 2022/23 – Appendix 2

(6) Approve the Treasury Management Practices Statement 2022/23 – Appendix 3

(7) approve the Capital Strategy 2022/23 – Appendix 4

256 General Fund - Revenue Budget 2022/23

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report setting out proposals for the 2022/23 General Fund Revenue Budget. It also provided an overview of key issues arising from the Medium Term Financial Strategy. The decision to set the Budget would be a core decision of the Council. The role of the Cabinet was to recommend a proposed Budget to the Council.

Councillor Haworth indicated that the Conservative Group had hoped to provide an alternative Budget for 2022/23, but were cognisant of the fact that finance officers were extremely busy and would be unable to support Members to develop a detailed alternative Budget. Accordingly, the Group would not prepare that type of draft Budget. However, Group might wish to propose some amendments to the existing Budget recommendations at the Resources Overview and Scrutiny Budget meeting. She expressed a hope that the lack of a formal alternative Budget would not be raised as a political point at the Council meeting. The Leader noted that the way that Budgets were developed had altered as local authorities had shifted from the traditional the Committee Model of governance arrangements.

Councillor Plummer highlighted some key issues from the report as follows:-

- The Council had managed its Budget well in 2021/22, so could set balanced budget in 2022/23 without draining reserves or making cuts to services or staffing;
- Grants would make up around £2M of the total £12M spend;
- COVID-19 was waning but the virus had not yet gone away and there could be further combative action and extra resources required in the future;
- Around £1.2M cost pressures had been added to the proposed Budget;
- Overall there would be small increase of around 2% in Council Tax, around 7p per week for most households and below inflation;
- The Budget would support key projects including town centre events, environmental health team activity and enforcement, ICT infrastructure, permanent posts, correcting budgets which had become detached from actual costs, maintenance of public defibrillators as recommended by Overview and Scrutiny; and

- The final details of precepts from Lancashire County Council, the Police and Crime Commissioner, Lancashire Combined Fire Authority and Altham Parish Council should be available in time for Council on 24th February 2022.

The Leader of the Council added that the major costs in the Budget were around staffing - about £10M. A list of the growth pressures was included at Appendix 3 to the report, along with the corporate savings target of £120k and resources released by the abolition of the Cabinet Action Fund of £20k.

Approval of the report was not a key decision.

Reason for decision

This report set out the Council's Revenue Budget for 2022/23. This would require net expenditure of £12,334,000.

Under these proposals, Council Tax for Hyndburn residents would rise for Hyndburn Council provided services by £5.11 (1.99%) for a Band D property. The amounts due for each band were shown at Appendix 4 of the report. The increase was equivalent to less than 10p per week for a Band D property. However, for most residents the increase will be less than 7p per week as the majority of households in Hyndburn were Band A properties that paid two-thirds the value of a Band D property in Council Tax.

This was the only the sixth rise in Council Tax for Hyndburn services since 2009/10 and the average annual increase over this period had been 1%. This was significantly below the rate of inflation over this period. If the Council had increased Council Tax simply by inflation (CPI) over the last 13 years rather than the actual increases made, Council Tax for Hyndburn's services would have been almost 14% more expensive at £292.76 for each average Band D property within Hyndburn which was £32.12 more than proposed for 2022/23 at £260.64.

The increase in Council Tax by Hyndburn Council was a result of cost pressures from wages, other expenditure inflation, the loss of income and the impact of COVID-19 which had altered at a faster rate than the increases generated from Government Grant or Business Rates.

Lancashire County Council, the Police and Crime Commissioner (PCC) and the Lancashire Combined Fire Authority had not yet formally taken their decisions on Council Tax Levels for 2022/23. It was expected that the County Council would raise its Council Tax for each household by a general increase of 1.99% and a 2.0% increase to assist with meeting the cost of Adult Social Care which equated to a 3.99% increase overall. It was expected that the PCC would increase a Band D Property by £10.00 and that the Lancashire Combined Fire Authority would recommend a £5.00 increase.

Altham Parish Council had set a separate precept for its activities for the fourteenth time in 2022/23. This year the Parish Council intended to increase its precept. The Band D charge for Altham Parish Council would therefore increase from £40.27 to £41.07 for the year and the Parish Council would precept the Collection Fund for £12,731. Details of the proposed position on other Bandings for properties in Altham were shown in Appendix 6 of the report.

In setting the Budget for 2022/23 the Council faced continued volatility around some of the most significant items within its Budget. Major reforms of local government finance had transferred the risk of business rate revenues and Council Tax benefits to the Council. The

certainty on which the Council could budget and manage its finances had therefore decreased since 2013 and it would be important going forward to plot any deviations away from the expected figures and take appropriate action if these should start to emerge. The ongoing impact from COVID-19 was also difficult to predict at this time. This might result in the need to reduce spending during the year, if revenue monitoring started to indicate the amounts of funds received would fall short of the target or if the authority faced an upsurge in spending.

The Cabinet intended to continue the good financial stewardship of the Council's affairs by continuing the successful policies introduced over the last 18 years to manage costs effectively and promote appropriate service investment. This Budget would therefore deliver,

- *A continuation of the Council's established approach of limiting enhancements on early retirement, continuing its rigorous approach to absence management and committing to minimising borrowing costs. These actions had already stemmed the build-up of unproductive costs within the organisation. In each of these cases the authority had put a stop to the costly and financially damaging policies of the past and created a healthier and more financially stable culture within the Council.*

- *The Capital Programme for 2022/23 would be the largest the Council had ever authorised at over £38m. The Programme would include a £24m investment in Accrington Town Centre with £20m coming from the Government's Levelling Up Fund and a £12m investment into our Leisure Estate to modernise it and significantly boost the number of people making use of the facilities to keep fit and healthy. There would also be £250,000 of investment into Accrington Stanley Community Trust to help them expand their facilities and £240,000 to replace the artificial pitch at Hyndburn Sport Centre. In addition, the Council would be committing a further £1m to Disabled Facility Grants this year and around a further £500,000 would be spent on a variety of projects to improve the Council's service delivery and value for money. Within the overall capital programme it was the Council's intention to maintain its commitment to avoid borrowing whenever possible and therefore it would be looking to only borrow to finance the investment in the Leisure Estate which could not be finance by external grants and existing capital and revenue resources.*

- *Despite costs of over £85,000 to provide car parking in Hyndburn for residents and visitors and particularly for shoppers, the Council would continue to provide this facility free of charge and not introduce charges for parking in Hyndburn. The Council believed this action would help bolster the town centres through these difficult economic times and provide an incentive for people to shop locally rather than drive and pay to shop elsewhere across the North-West.*

- *Further reductions in the Council's accommodation costs, building on the success over the last 13 years including further rationalising its accommodation and looking at more ways of using its accommodation more effectively. The authority would also continue its actions to reduce its carbon emissions and energy costs and continue contributing to the improvements of its environmental footprint by positive action.*

The Council intended to continue to deliver all of the above and remain committed to a radical agenda of improvement while managing within its available resources. This would be more difficult in the years to come, given the authority's reduced resources from the Government. However, there remained a firm commitment and absolute determination

amongst Members and Officers of the Council to control the finances of the Council, drive forward on the efficiency agenda and continue to improve service delivery. The authority wished to continue to push forward on the drive for delivering value for money as a key priority for the Council.

The rewards of strong financial control remained clearly evident. The Council had built itself back from experiencing major difficulties in controlling expenditure and a position of negative reserves in 2003/04 to a situation by March 2021, in which Balances were over £2.3m. The authority had been able to operate within its existing financial resources over the last two years during the pandemic, through good financial management and would continue to deliver strong financial performance in the years to come.

Within the Budget for 2022/23 there were a number of areas which were subject to the Council's best estimation. There were therefore a number of risks around the Budget, should these estimated costs or revenue amounts vary during the year. The authority had assumed that extra costs from COVID-19 were containable within the funds previously provided by Government or that additional funds would be made available if required.

After the introduction of the Government reforms to Business Rates Funding of Local Government, the Council now carried a significant risk around the level of monies available, fluctuating substantially from this source. In addition, as the calculation of how much funds would be available was dependent on a number of factors (including debt collection rates, the size of appeals against business rates assessment and the success of these appeals, new rules around levies, safety nets and pooling, the introduction of new rules on rates relief on retail premises and small businesses, as well as predicted levels of growth or decline in business activities and the estimation of a number of figures which would only truly emerge after the end of the financial year), the imprecision in these estimates was regarded as high and could be subject to variations of hundreds of thousands of pounds. The volatility around these forecasts had increased due to the impact of COVID-19 that the pandemic would have on the Business Community. Volatility was therefore expected to remain for a number of years until the new system became bedded down and the financial impact of COVID-19 began to subside.

The report included detailed information on the following matters:-

- Medium Term Financial Strategy;
- Continuation Budget;
- Growth pressures;
- Available resources (Core Government Revenue Support Grant (RSG), Business Rates, Council Tax; New Homes Bonus; and other Government funding);
- Budget proposals 2021/22 (general financial pressures; and Budget savings proposals);
- Reserves;
- Risks and risk management; and
- Consultation.

In summary, the overall Revenue Budget 2022/23 was set out at Appendix 2 to the report. The Budget for 2022/23 would be £12,334,000 and would be supported by a Council Tax levy of £260.64 for a Band D property—translating into a revenue source of £5,486,000 to meet services to the local community. The Budget had been determined in light of continuing upward pressure on costs, the additional costs associated with COVID-19, previous financial difficulties that continued to overhang the Council, the available funding from Government and the Council's strong desire to provide high levels of service to the Community in line with its priorities.

The recommendations in the report provided an appropriate platform on which the Cabinet could recommend a Budget to the Council which would meet the objectives and key priorities of the people of Hyndburn.

Alternative Options Considered and Reasons for Rejection

There had been a wide number of individual proposals put forward to produce a Balanced Budget. Options had been rejected on a variety of grounds including policy objectives, practicalities and the potential for additional costs to be incurred. Further options might be presented at the Council meeting.

Resolved

(1) That Cabinet proposes to Council an increase in Council Tax for 2022/23 of £5.11 per year for a Band D property. This is equivalent to less than 10 pence per week. As most households in Hyndburn are Band A rather than Band D properties, the vast majority of households will only see a rise of less than 7p per week. This is only the sixth increase in Council Tax by Hyndburn Council in 13 years.

(2) The Budget for 2022/23 will therefore be £12,334,000 as detailed in Appendices 1 and 2.

(3) That Cabinet recommend approval of the growth items and savings approach outlined for 2022/23 as set out in Appendix 3 to ensure the Council has a balanced budget.

(4) That Cabinet note the significant improvement made in relation to budget monitoring and cost reduction within the Authority over the past 18 years and confirms its commitment to continuing this approach in the year ahead.

(5) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of the Council) for technical reasons, such as the restructuring of cost centres, the re-apportionment and re-allocation of overheads etc., provided such amendments have an overall neutral impact on the Budget.

(6) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of the Council) should the estimate of Business Rates not be sufficiently accurate, by drawing on reserves if needed or paying over additional contributions to reserves.

(7) That to aid future financial management planning, any surpluses generated during 2022/23 are set aside to help the Council reduce its cost base over the next three years, to support its long term capital programme or to strengthen its overall reserve position.

(8) That Cabinet recommends that the Lower Tier Service Grant and the 2022/23 Services Grant are used to help balance the Council's Budget.

(9) That Cabinet recommends that the New Homes Bonus and any additional funds from Government that are not ring-fenced funding as well as any other surplus funds can be used if required to support capital expenditure as determined by the Deputy Chief Executive in the overall financing of capital expenditure or be transferred to Reserves.

257 General Fund - Capital Programme 2022/23

Councillor Joyce Plummer, Portfolio Holder for Resources, provided a report requesting Cabinet to consider the Council's capital investment priorities for 2022/23 and recommending to the Council a Capital Programme for approval at its meeting on the 24th February 2022, having regard to key linkages between the management of the Council's capital and revenue resources.

Councillor Plummer reported that the Capital Programme for 2022/23 was the largest ever with in excess of £38.5M projects planned (double the previous peak spending when delivering the housing schemes across west Accrington). Major schemes included some £24M on Accrington Town Centre under the Levelling-Up proposals and £12M on the Leisure Estate to make it fit for purpose and improve the health and wellbeing of residents at inviting venues. Other projects included:-

- A contribution to the extension of Accrington Stanley Community Trust's indoor sports facility;
- £1.1M Disabled Facilities Grant (DFG) to allow vulnerable residents to maintain independent lives and reduce pressure on hospitals and social care services;
- A new play area at Knuzden Recreation Area;
- Leeds and Liverpool Canal towpath cycleway;
- Accrington cemetery improvements; and
- Other estates improvements.

The Leader of the Council commented that two years of the pandemic had taken its toll on residents and businesses and it would take time to recover. A Capital Programme of over £38M would help to drive forward recovery. Levelling-Up money would support the Town Centre Investment Plan and growth was also linked to the Huncoat Garden Village project. The Partnership would develop the Levelling-Up Fund bid and would take account of wider stakeholder involvement. Town Centre Investment would utilise £20M provided from external sources, with £4M available from Council Reserves. The project was centred on increasing footfall in Accrington, but would benefit the whole of the Borough. The project around Leisure represented the largest investment in this sector since 1974. Older facilities

needed investment and some would be repurposed, not closed. The Programme also included replacement of the 3G pitch at Hyndburn Leisure Centre for which around £55k of funding had already been set aside.

Councillor Haworth thanked the Leader of the Council for the commitment to the project at Knuzden Recreation Area. Councillor Britcliffe asked if the Budget meeting would be held in the Council Chamber, as the acoustics in the Ballroom were not ideal. Jane Ellis, Executive Director – Legal and Democratic Services responded that Members had previously been consulted on their risk appetite around social distancing. There was a spectrum of responses with some councillors happy to return to less restrictions, but a number indicating that they were vulnerable. The emergence of the Omicron variant had meant a return to higher levels of risk control recently.

Councillor Plummer thanked Joe McIntyre, Deputy Chief Executive, and his staff for their hard work in producing all of the budget papers. Councillor Paul Cox, Deputy Leader of the Council, commented that this was a fantastic Capital Programme. He was particularly impressed with the commitment towards sports and leisure, which was so important. Parks and open spaces had been a big outlet for people during the pandemic and Hyndburn had numerous Green Flag Awards for its parks. The Council had invested all across the Borough in its green spaces. Councillor Munsif Dad BEM JP mentioned the importance of the DFG monies. Many residents had benefited from this grant, which improved their quality of life. The Leader added that sources of other funding for projects such as at Memorial Park and Mercer Hall would continue to be pursued.

Approval of the report was not a key decision.

Reason for decision

The report set out the Council's Capital Programme for 2022/23. In the past 20 years, the Council had funded significant programmes of Capital Expenditure which sometimes exceeded £15m per annum. After a number of years in which due to austerity the Council had vastly reduced its Capital Programme, it was now returning this year to a major funding programme of capital investment centred around its leisure estate and redevelopment of Accrington Town Centre with a total of proposals for capital investment in excess of £38.5m.

The significant level of investment proposed to start this year had only been made possible by the Council obtaining financial support from external organisations and its own effective financial management over recent years which had allowed it to have the funds necessary to finance these major projects when other funding became available.

It was intended that the Council would continue these strong policies of financial management and look only to borrow what it needed to fund these 2 major investment projects. The Council would continue to rely upon securing external sources of funding, using capital receipts, making revenue contributions to capital projects and would use unspent monies to fund its programme. It would also apply a rigorous approach to selecting projects by examining all proposals against its corporate objectives and only selecting the most pressing and deserving projects to fund. This was in accordance with the Council's policy of limiting the increase in debt and borrowing costs, while ensuring the Council's objectives were met.

The Revenue implications of the strategy to finance the Capital Programme were a key element in the affordability issues on the Revenue Budget this year. The programme contained a limited amount of risk this year. The level of risk was up compared to previous years due to the size of programme compared to previous years. However to further

reduce the risk the Council would be looking to supplement its own project management and cost control capacity by the appointment of experienced professionals in both disciplines for its two largest projects. The Council's overall resources and management systems were believed to be sufficiently robust to effectively monitor these risks and ensure appropriate action was taken if they should materialise.

The Council would continue with its strategy adopted for over 10 years of attempting to reduce its level of debt wherever possible by restricting borrowing and repaying debt and would continue to work extensively with external funders to bring forward realistic plans for Capital investment in the area.

In summary, the Council would be investing £38.5m in Capital investment in 2022/23. There was a significant amount of the total resource available this year dedicated to major improvements to Accrington Town Centre and the Leisure Estate, along with supporting people with disabilities to continue to live in their own homes and investment in key assets and infrastructure.

The details behind all of these proposals remained at the outline stage only and further work was required to ensure that these projects provided positive benefits to the community and the Council. Each project was therefore required to submit further detailed plans if required in order to obtain final approval for expenditure to occur and to obtain final clearance from the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources.

The Capital Programme did require a degree of flexibility within it, to respond to sudden demands for capital expenditure, actions to be taken on the receipts of monies and revisions to proposals as projects were not financially viable or encountered other problems such as securing external funding. The Capital Programme Working Group (CPWG) would report back to Cabinet at frequent intervals throughout the year to ensure Cabinet was kept apprised of the current situation and that any approvals necessary for alteration were obtained.

The report also included additional details and a section on improving the management of capital investments.

Alternative Options Considered and Reasons for Rejection

A wider programme of funding had not been considered due to the Council's policy commitment to limiting capital expenditure to affordable levels and seeking to repay debt.

Resolved **- That Cabinet recommends to Council:-**

(1) To approve a Capital Programme for 2022/23 of £38,593,918 as set out in Appendix 1.

(2) That the programme is funded by new anticipated direct external grants of £23,428,958 and £15,164,960 of new investment from the Council's resources, the redesignation of reserves to support the capital programme and the use of borrowing. External grant funding must be secured before any internal funds are

committed to projects that rely on external funding to proceed.

(3) That delegated authority is given to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources to flex the programme in accordance with the available funding, provided this does not require any additional borrowing.

(4) That the individual projects within the Capital Programme require the written authorisation of the Deputy Chief Executive following consultation with the Portfolio Holder for Resources before commencing and incurring expenditure and that Service Managers provide the Deputy Chief Executive, with written details of estimated costs of schemes with full justification of the need and benefits from undertaking the capital investments before approval is provided and that approval to commence is delegated to the Deputy Chief Executive, in consultation with the Portfolio Holder for Resources. Where the Deputy Chief Executive deems it appropriate, he has the authority to release funding in stages to ensure effective financial control can be maintained and project risk managed.

(5) That Projects are timed to minimise the need for borrowing and the Deputy Chief Executive be requested to seek project start dates after September 2022 whenever this is practical.

(6) That in-year underspends are not made available to fund new projects during the year.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

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PLANNING (TREES) SUB-COMMITTEE

Tuesday, 2nd November, 2021

Present: Councillor Melissa Fisher (in the Chair),
Councillors June Harrison (substituting for Eamonn Higgins) , Terry Hurn and Caroline Montague

Apologies Councillors: Judith Addison and Eamonn Higgins

162 Apologies for Absence, Substitutions, Declarations of Interest and Dispensations

Apologies were submitted on behalf of Councillor Eamonn Higgins. Councillor June Harrison acted as his substitute. Apologies were also received from Councillor Judith Addison who arrived after the closure of the meeting, due to public transport difficulties.

There were no declarations of interest or dispensations.

163 Minutes of the Last Meeting

The minutes of the last Planning (Trees) Sub-Committee held on the 22nd July 2021 were submitted for approval as a correct record.

Resolved – That the minutes be received and approved as a correct record.

164 Town and Country Planning Act 1990 - Tree Preservation Order(s)

The Chief Planning and Transportation Officer submitted a report in respect of Application 11/21/0395 – an application to undertake works to trees protected by Tree Preservation Order W1 – 1997 / 3 Shop Lane, Broad Oak.

The application had been provided to the Sub-Committee because the applicant worked for the Council.

The applicant was seeking to remove a number of branches from trees adjacent to their house at 43 Manchester Road, Accrington, BB5 2BW. The protected trees were in close proximity to the southern gable end of the house. The proximity and scale of the trees was such that they resulted in loss of light to the windows, and in places, branches were leaning on the gutters and roof.

The recommendation was that consent be granted to remove overhanging branches from the protected trees up to the boundary, subject to a number of informatives being included in the decision letter.

The Chair enquired about whether any such works had been undertaken before. The Chief Planning and Transportation Officer was not aware of any such previous works and it was understood that the applicant had not lived at that address for very long. The Chair also asked about whether the use of a qualificatied contractor was monitored. Officers responded that advice about using appropriately qualified contractors was provided in the informatives, but the applicant's engagement of contractors was not normally monitored.

There were no concerns about the likelihood of harm arising from the work, as this was essentially to remove overhanging branches only.

The trees were part of a protected woodland and there were other individual Tree Preservation Orders in force in the vicinity also.

Resolved – That consent be granted to remove overhanging branches from the protected trees up to the boundary, subject to the informatives, as outlined in the report, being included in the decision letter.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

RESOURCES OVERVIEW AND SCRUTINY COMMITTEE

Thursday, 4th November, 2021

Present: Councillors Carole Haythornthwaite, Michael Hindley, Patrick McGinley, Andrew Clegg, Tim O'Kane and Michael Miller, Paddy Short (Chair)
Co-optees: Doug Hayes, Bernard Dawson

In Attendance: Councillor Paul Cox, Steve Riley

Apologies: Councillor Noordad Aziz and Stephen Button

165 Apologies for absence, Substitutions, Declarations of Interest and Dispensations

Apologies were received from Councillor Noordad Aziz and Stephen Button, Co-optee.

166 Minutes of Last Meeting

The minutes of the meeting on 9th September 2021 were submitted for approval as a correct record.

Resolved - That the minutes be received and approved as a correct record.

167 Appointment of Co-optees

The Scrutiny and Policy Officer submitted a report to inform the Committee of the approval of the proposed Co-optees by Full Council as set out in the report. Members were asked to note the appointments of Doug Hayes, Bernard Dawson and Stephen Button. The Chair welcomed the new co-optees to the Committee.

The Scrutiny and Policer Officer informed the Committee that as three co-optees had been appointed, there remained one vacancy. The Chair nominated Paul Barton to fill this vacancy.

Resolved - That the Committee nominates Paul Barton as Co-optee to the Resources Overview and Scrutiny Committee and asks that Council approve the nomination.

168 Waste and Recycling Update

The Deputy Leader (Environmental Services) Councillor Paul Cox, and Executive Director (Environment) reported to the Committee on Waste and Recycling.

The report covered the following:

- Service provision during the pandemic
- National indicators
- Local authority waste and recycling statistics
- Other services

- External funding
- Future plans
- Legislation

The Committee received responses to the following questions, which were submitted in in advance of the meeting:

1. There has been reports of other nearby local authorities dealing with a shortage of waste collection drivers. Has this affected Hyndburn in anyway?
2. What more can the service do to support the Council's Climate Emergency Declaration?
3. Paragraph 3.3.4 explains a potential issue with switching to electric vehicles in terms of disposal of waste at the tip. Can you provide more detail on this?
4. Is there any update on the letter to the sentencing Council mentioned in paragraph 3.4.1 regarding fly tipping?
5. Paragraph 3.4.7 mentions secondary legislation regarding the environment bill. How will this affect the Council?
6. Several Councillors have received complaints from residents regarding some grass areas which are no longer cut by the Council. These areas can become targeted by fly tippers. How does the Council review its grass cutting scheme? Is there scope for adding new areas to be cut? Warwick Avenue is an example of an area which was previously cut by the Council, but is no longer.

Councillors asked follow up questions on the following topics:

- Collection of food waste
- Collection of bulky waste, were it was clarified that Hyndburn is one of the only authorities in the country who provide this service for free
- Climate change, were difficulty procuring suitable electric collection vehicles was discussed, as there are currently no suitable options on the market, though switching the fleet to electric does remain a medium term priority
- Side waste and how this effects recycling figures
- Waste analysis – the portfolio holder highlighted that the Council needs help with this. Under current legislation, Hyndburn is the collection authority. Once waste it collected, it becomes the responsibility of LCC who are the disposal authority. Therefore, any analysis of waste needs support from LCC. Councillors Haythornthwaite and Miller offered to raise this and other issues discussed in their roles as County Councillors.
- Green technology including EV alternatives such as hydrogen
- Direct recycling of bulky waste (E.g. furniture which is still usable). It was reported that discussions had been held with a local charity regarding this but had not progressed. The Committee asked that the Executive Director revisit this.

Resolved - That the report be noted, and;

That the Executive Director (Environment) is asked to consider options for the redistribution of bulky waste items with local charities.

169 Local Economic Impact of Covid-19

The Scrutiny and Policy Officer submitted a report which provided information on changes in local economic data over the course of the pandemic. The Officer explained that this data

was based on desktop research of publically available data from DWP, National Statistics, Lancashire Insights and the Councils own internal information.

Councillors had received regular updates over the course of the pandemic on Covid-19, but this was generally health related data, infection and vaccination rates etc. Members had requested information on the effects on the local economy.

The report covered the following:

- Furlough
- Benefit Claims
- Unemployment
- Jobs and earnings
- New businesses
- Retail site vacancies
- Business grants
- Test and Trace Support Payments
- Children in low income households
- House Prices

Committee members discussed their role in supporting local economic development, and it was suggested that this be added as an agenda item for a future meeting.

Councillors asked if there was any evidence of abuse of business grants, and if so, what actions have been taken to recover losses. The Scrutiny and Policy Officer will make enquiries with the relevant service.

Resolved - That the report be noted, and;

That Economic Development is considered as a future agenda item for this Committee.

Signed:……

Date: ……

Chair of the meeting
At which the minutes were confirmed

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AUDIT COMMITTEE

Monday, 29th November, 2021

Present: Councillor Chris Knight (in the Chair), Councillors Tim O'Kane (Vice Chair), Dominik Allen, Michael Miller, Caroline Montague and Kate Walsh

184 Apologies for Absence, Declarations of Interest, Dispensations and Substitutions

Apologies were submitted on behalf of Joe McIntyre, Deputy Chief Executive.

There were no Declarations of Interest, Dispensations or Substitutions.

185 Minutes of the Last Meeting

The minutes of the last meeting of the Audit Committee held on the 19th July 2021 were submitted for approval as a correct record.

Resolved – That the minutes be received and approved as a correct record.

186 Audit Reports & Key Issues - Progress Report for the Period July 2021 - October 2021

Mark Beard, Head of Audit & Investigations presented a routine report to inform Members of the Audit Reports issued during the period July 2021 – October 2021 and to bring to the attention of the Committee what the key issues were.

The report included a list of the audit areas and any key issues, a summary of which is provided below:

Service/Topic	Audit Assurance Opinion Issued	Comments
Debtors and Debt Recovery	Comprehensive assurance	No issues arising
Environmental Protection	Comprehensive assurance	No issues arising
Taxi Licensing	Comprehensive assurance	No issues arising
Pandemic Procurement	Substantial assurance	• The audit reinforced the issue of ensuring details of quotes obtained is retained by the Service Area making the purchase. This is particularly apparent where items are being purchased that are below the formal contract levels. The audit found that quotes were retained in the majority of cases but found some instances where these had not been retained. • The audit reminded P-Card holders of an issue relating to the security of the P-Cards.

		• The audit reminded P-Card holders of the processes that must be followed where certain sets of circumstances occur.
Network Controls	Substantial assurance	• The audit made a recommendation with regards to the training requirements for staff which is available through the staff e-learning system internally. • The audit found some policy information which referred to a former employee but the policy content was correct. It was agreed that the necessary updates would take place.
Business Continuity Planning	Substantial assurance	• The audit recommended that the Head of Accountancy updated the Business Continuity Plan for his Service Area which had not been done for some time. This Head of Accountancy has completed this work following the audit • The audit recommended that the Markets Manager brought the Markets Continuity Plan up to date. The Markets Manager agreed and was working with the Emergency Planning Officer to bring this fully up to date.

Members were reminded that the number of audit reports that were issued between each Committee meeting was subject to variation dependent on the size of the audit and any non-routine audit work, such as investigations, that the Team might be involved in. Therefore, for the purpose of reporting, only the audit reports fully completed, issued and agreed would be included.

Any investigations that might be carried out would not be included as a matter of routine in the report, particularly if they related to a specific individual or individuals.

There was a target of 98% of the audit plan to be completed by the end of the current financial year in terms of audit days completed. As the Audit Team completed timesheets which then fed into the audit plan, it was possible to state the progress to date and the projected end of year position if that date was extrapolated out. Therefore:-

Position as at end of October 2021 = 53.86% of the plan completed
Projected out-turn position for 2021/22 = 92.33% of the plan completed.

The position at the end of October 2021 could be broken down as follows:-

Month	**% of the Plan Completed that Month**
April 2021	7.54%
May 2021	6.35%
June 2021	6.44%
July 2021	10.09%
August 2021	7.89%
September 2021	6.83%
October 2021	8.72%

The projected out-turn position for the year was based on the 7 month period April 2021 to October 2021 and assumed that the output remained at a constant for the remainder of 2021/22.

Resolved – That the Committee notes the content of this report for informational purposes.

187 Audit Follow-Ups Report for the Period July 2021 - October 2021

Mark Beard, Head of Audit & Investigations presented a report to inform Members of the outcome of routine follow-ups following the previously agreed action plans for completed Audit Reports.

The report covered the period July 2021 – October 2021. Details of the follow-ups carried out and actions implemented were provided as Appendix 1 and, at the meeting, Mr Beard outlined the actions carried out. A list of the topics/service areas covered is as shown below:-

- Fleet Management;
- ICT assets;
- Haworth Art Gallery; and
- Planning delegated reports.

Following the agreement of the recommendations between Management and Internal Audit following the completion of the audit assignment, the area was revisited by Internal Audit and the recommendations were reviewed to ensure they had been implemented as agreed. This process was known as the 'Follow-Up'.

Internal Audit assessed the current position against what had been agreed at the end of the audit. Where no action had been taken by the Service Area, then Internal Audit would question why and issue a revised Action Plan. Part of the control within this process was consideration by Audit Committee of any issues that arose. The Committee had the ability to ask questions of Management in the relative service areas why they had not acted upon the agreed Action Plan. The Committee could also express what its expectations would be with regard to such a problem occurring.

Internal Audit aimed to carry out a Follow Up for each completed audit area within 6 months of completion. However there were a number of exceptions to that aim:-

i.) Follow-Up in 6 months would be pointless if the recommendations were a low enough priority to allow a longer time frame.
ii.) Work of the Audit Team did not allow the Follow-Up to be carried out. Although Follow Ups were an important part of the process the Head of Audit & Investigations would always have to weigh this against the need for achieving the Audit Plan and auditing the risks the Council faced.
iii.) There were no recommendations arising from the original audit.

Whilst it was endeavoured to obtain completed Follow up Action plans at the time they were due for a follow up review to be carried out, this was not always possible due to various reasons. This could be that certain recommendations might require further time for implementation or the suggested action had changed since the time of the review. Regular reminders were issued to ensure completion was made in a reasonable period, however there were a number of follow up action plans that remained outstanding. They had been included within the report to bring this matter to the Committee Members' attention. The

details were provided as Appendix 2 and, at the meeting, Mr Beard highlighted the outstanding issues. A list of the topics/service areas affected is as follows:-

- Asset management/property management income;
- Treasury Management;
- Land Charges;
- External body nominations; and
- Employee safety.

The Chair sought further information on the outstanding follow up actions and Mr Beard provided additional context.

Members also asked a number of detailed questions and responses were provided, as follows:-

- In respect of Fleet Management, the action did not refer to checks on driving licences – *Response:* the report did not mention this issue but the Council's processes were known to be robust. There were nominated employees to check those details on an annual basis or more frequently if a driver had points on his/her licence. For fleet vehicles, where the Council was the insurer, annual driver's licence and vehicle category checks were undertaken. The Council's policy required any penalty points awarded to be declared. Annual checks had always been in place, however the focus of the audit report had been around checks on new starters.
- In respect of the Planning Delegated Reports, there was an issue regarding poor on-line access to applications – *Response:* The current problems had been caused by a software upgrade, which meant that the search facility no longer operated. Discussions had been on-going with the software company and the Planning Service was working to find a solution. Members of the public could still access the information on-line, but needed to telephone the Planning Service first to obtain the unique planning application reference number. The software issue had affected number of authorities not just Hyndburn. An urgent Cabinet decision was due to be considered imminently to waive the Council's Contract Procedure Rules to enable further software to be purchased which would solve the problem. Subject to privacy rules around exempt information, details would be shared with the Members of this Committee after the meeting.
- In connection with Fleet Management, were drug and alcohol tests undertaken? Could random testing be considered for all drivers – *Response:* Drug and alcohol tests were carried out in accordance with the Council's policy. The Head of Audit & Investigations was one of a number of testers and each Council building had trained members of staff available for this role. Fleet vehicle drivers were subject to random testing and other drivers were subject to testing with cause. All drivers were tested automatically after an accident. If a positive result was obtained this was subject to a laboratory check and a urine sample could then be sought. Results were usually available within 24 hours. Drivers were asked if they were on any medication which could affect the result of the test. Widening random testing to all drivers had been considered previously, but management and the unions had agreed to retain the current policy which was thought to be proportionate. The policy was kept under review. Staff were also reminded of the whistleblowing policy and that someone smelling of alcohol could be reported in confidence.
- On the broader issue of vehicle usage, did staff using their own vehicles on business receive any allowance for the required business use insurance – *Response:* There was no such payment made for casual car users. However, if the user was classed as an essential car user, a lump sum payment was made in

addition to the agreed mileage allowances to take into account maintenance, depreciation, contributions to insurance, road tax and servicing.

- In connection with the outstanding Employee Safety action, the Chair asked for this to be chased up and efforts to be made to close this off before the next meeting.
- With regard to the Planning Delegated Reports, applications normally had to be determined within 13 weeks. When the weekly list of applications was uploaded to the Council's website, it was not made sufficiently clear that the majority of applications would be determined by Planning Officers under delegated powers. Only close neighbours were consulted directly, but the wider area could be affected. It would be useful to publicise which applications would be determined by officers – *Response:* The Chair suggested that this matter be raised directly with the Head of Planning and Transportation. Generally, applications would be considered under delegated powers, unless referred to the Planning Committee by a councillor. The submission of an objection by a member of the public did not automatically trigger a referral to the Planning Committee.

Resolved – That the Committee notes the content of this report for informational purposes.

The following item was submitted as urgent business with the Chair's agreement in accordance with Section 100b(4) of the Local Government Act 1972, the reason being that the item could not await until the business of the next meeting, by virtue of the need to comply in a timely manner with the requirements of Regulations 9(2), 10(1) and 16 of The Accounts and Audit Regulations 2015 (as amended by The Accounts and Audit (Coronavirus) (Amendment) Regulations 2020).

188 Statement of Accounts 2019-20

David Donlan, Head of Accountancy, provided a report to inform the Committee on the production of the Annual Accounts and their External Audit and to deal with issues arising from this work. Also present at the meeting for this item were Martin Dyson, Accounts Manager, Hyndburn BC, and Andrew J Smith, Engagement Lead, Grant Thornton.

The report highlighted the need to ensure that the Council complied with its statutory duty to submit the audited accounts for 2019/20 and to publish a copy of the accounts and notice of completion of the audit on the Council's website.

The draft accounts had been completed and published on the Council's website in November 2020. Subsequently, Grant Thornton, the authority's external auditors, had undertaken their on-site audit of the accounts and (at the time of writing this report) their work was close to completion.

The formal audit findings would be presented in a separate report from Grant Thornton elsewhere on the agenda.

The period of public inspection of the accounts had been completed. The Accounts and Audit Regulations 2015 required that the Council must, following the conclusion of the right of public inspection:

- Consider the statement of accounts by way of committee (this committee) or by the members as a whole;
- Approve the statement of accounts by resolution of that committee; and
- Ensure that the statement of accounts is signed and dated by the person presiding at the committee at which the approval is given.

Subject to the Committee's approval and receipt of the auditor's opinion, the accounts would be published on the Council's website.

Once confirmation had been received from Grant Thornton that the audit was complete, a 'Notice of Conclusion of Audit' would be published. It would explain that the audit of the Council's accounts had finished and would state where the accounts and auditor's report could be inspected.

Mr Donlan highlighted some key information contained in the report. The pre-audit draft Statement of Accounts 2019/20 had been published on 19th November 2020 and the period for the public inspection of the accounts had been completed with no questions received. In summary, the Council had achieved an overall revenue underspend of £192k at 31st March 2020. The Council also had undertaken £2.7m capital expenditure in 2019/20.

At the meeting, Mr Donlan confirmed that the external auditors Grant Thornton, had now completed their work. The authority had considered the unadjusted misstatements schedule included in the Audit Findings Report of the external auditors. The Council had not adjusted the financial statements for the misstatements brought to its attention as they were immaterial to the results of the Council and its financial position at the year-end.

Mr Donlan apologised for the delay to the production of the Statement of Accounts, which was no reflection on the efforts of the Accountancy Team who had worked extremely hard. The relevant documents would now be published as soon as possible. Mr Donlan also thanked the external auditors for their work.

Councillor Michael Miller enquired about the overspend of £226k against the Town Centre & Markets heading (see p6 of the Statement of Accounts). Mr Donlan indicated that the overspend was attributable to a loss of rental income. The concessions applied to Market Hall traders was also a contributory factor. From 2020/21, the budget had been amended to reduce the target income from rental, but this had not been the case in 2019/20. In general, income had fallen across both the Market Hall and other Council-owned retail property in the Town Centre.

Councillor Miller also asked about the reasons for overspends in Regeneration Services, 184k, and in Policy and Corporate Governance, £156k. Mr Donlan undertook to look into the reasons and to respond directly to Councillor Miller.

Resolved **- That the Committee:**

(1) Approves the Council's Statement of Accounts for 2019/20, as set out at Appendix A, and authorises its signing as appropriate.

(2) Approves the letter of representation, as set out at Appendix B, and authorises its signing as appropriate.

(3) Notes that the Audit Findings Report will be considered at Agenda Item 6 on the agenda.

189 Hyndburn BC Audit Findings Report 2019-20

Andrew J Smith, Engagement Lead, Grant Thornton, provided the Audit Findings Report for the year ended 31st March 2020 in respect of Hyndburn Borough Council. The report included the information on the following:-

- Headlines;
- Financial statements;
- Value for Money;
- Independence and ethics;
- Action plan;
- Follow up of prior year recommendations;
- Audit adjustments; and
- Fees.

Mr Smith confirmed that the auditors were now in a position to sign off their report. He highlighted that the unadjusted misstatements, particularly the figure of £300k in connection with the gain on disposal of capital assets. However, the unadjusted misstatements were not considered to be material. Mr Donlan indicated that the error had occurred in the notes and did not affect the Council's bottom line.

Mr Smith referred to the key findings regarding Value for Money, which highlighted significant risk surrounding the delay to the publication of the draft financial statements, notwithstanding the Government's extension to the usual deadlines, and delays to the production of supporting evidence for the auditors. The principal cause of this was overall capacity within the Finance Team, exacerbated by the effort to support Covid relief operations and the additional financial monitoring arrangements needed.

One material adjusted misstatement had been identified in relation to the restatement of valuation of the Leisure Centre on a depreciated replacement cost (DRC) basis. Mr Donlan reported that previously valuations had been carried out by the District Valuer, but on this occasion a private firm had been used and some mistakes had occurred.

Councillor Kate Walsh asked Mr Smith if he believed that the Accountancy Service had enough staff. Mr Smith indicated that that was the conclusion at the time of the audit. Mr Donlan reported that a post had remained unfilled for around two years, but subsequently Martin Dyson, Accounts Manager, had joined the Team with effect from 1st October 2021. The Service had also been adversely affected during this period by two of the four principal accountants recording long term sickness absence, one due to injuries sustained following a collision with a vehicle and one due to a bereavement. Capacity would be sufficient when these staff members returned to duty, although one individual still remained off work. The use of agency staff had been considered, but this approach was not without its own complications.

The position had improved markedly for last year with the draft Statement of Accounts for 2020/21 having been published only two weeks late. The vast majority of Councils had experienced difficulties in meeting the statutory publication deadlines during the pandemic.

Councillor Michael Miller asked if the £1.988m Decarbonisation Grant expenditure on Hyndburn Leisure Centre had been factored into the valuation figures. Mr Smith reminded Members that this report related to the year ending 31st March 2020, so would not include the decarbonisation figures which related to 2021/22.

Resolved - That the Committee notes the Audit Findings Report.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

COMMUNITIES AND WELLBEING OVERVIEW AND SCRUTINY COMMITTEE

Wednesday, 15th December, 2021

Present: Councillor Jenny Molineux (in the Chair),
Councillors Carole Haythornthwaite, Bernadette Parkinson (Vice Chair), June Harrison and Kate Walsh
Cooptees Jean Battle, Kimberley Whitehead, Bernard Dawson and Paul Barton

In Attendance:

Apologies: Dominik Allen

210 Apologies for Absence and Substitutions

Apologies were received from Councillor Dominik Allen. Councillor Judith Addison substituted for Cllr Allen.

211 Declarations of Interest and Dispensations

There were no Declarations of Interest and Dispensations.

212 Minutes of Last Meeting

The Minutes of the meeting of the Communities and Wellbeing Overview and Scrutiny Committee held on Wednesday, 20th October 2021 were received and approved as a correct record.

There were no matters arising from the minutes.

Recommended - That the Minutes be received and approved as a correct record.

213 Responses of Cabinet to Reports of Overview and Scrutiny

This report is for the Committee to receive responses to previous reports and recommendations submitted to Cabinet. This Committee submitted several recommendations to Cabinet on 20th October 2021, relating to Healthy Weight. The details of this were outlined in section 4 of the report. Cabinet accepted all recommendations made by the Committee.

The report was noted.

214 The Police and Crime Plan 2021-25

The Chair welcomed the Lancashire Police and Crime Commissioner, Andrew Snowden (PCC), and Inspector Rick Ogdin to report on the Police and Crime Plan. The PCC provided an outline of the Plan.

The PCC has developed this Police and Crime Plan in consultation with members of the public and partners across Lancashire to ensure it reflects the issues that matter most to people. The 5 main priorities:

- Getting tough on anti-social behaviour
- Disrupting and dismantling organised crime
- Tacking domestic abuse and sexual violence
- Cracking down on burglary and robbery
- Targeting dangerous drivers

The PCC also provided an update on delivering efficient and effective policing; supporting victims; partnership and collaboration; monitoring and accountability which are all covered within the plan.

The meeting was opened up to questions from the Committee. The PCC responded in full to questions on the following topics:

- Additional policing resources in Hyndburn including uniformed officers on patrol
- Tackling antisocial behaviour through neighbourhood policing
- Drugs, including use amongst young people, concerns regarding door step deliveries and views on the legalisation of lower level drugs
- Working with Neighbourhood Watch schemes
- Future of PACT meetings
- Plans to tackles speeding, dangerous driving, and illegal and dangerous parking
- Violent crime including knife crime
- Educational programmes and recruiting young people
- Improving police stations
- Delivering value for money and measuring outcomes
- Hate crimes

On behalf of the Committee, the Chair thanked the Lancashire Police & Crime Commissioner, Andrew Snowden and Inspector Rick Ogdin for attending and presenting to the committee.

Recommended: That the Committee invites the PCC to provide an update on progress against the Police and Crime Plan in one years-time.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

HEARING SUB COMMITTEE

Tuesday, 18th January, 2022

Present: Councillor , Councillors Andrew Clegg, Laurence Loft and Kath Pratt

235 Apologies for Absence, Substitutions, Declarations of Interest and Dispensations

There were no apologies, substitutions, declarations of interest or dispensations declared at the meeting.

236 Exclusions of the Public

Resolved - That, in accordance with Section 100A(4) Local Government Act 1972, the public be excluded from the meeting during the following item, when it was likely, in view of the nature of the business to be transacted, or the nature of the proceedings, that there would otherwise be disclosure of exempt information within the Paragraphs at Schedule 12A of the Act specified at the item.

237 Standards Investigations

A report was submitted by the Executive Director (Legal & Democratic Services) to update the Hearing Sub-Committee about the progress of the five recent standards investigations. The complaints were considered initially by the Council's Standards Assessment Panel, which concluded that all five complaints should be investigated. Due to the nature of the complaints, they were referred to a third party for investigation. The investigation was completed and the conclusions were submitted to Committee who were requested to make a decision on whether any further action should be taken in respect of the complaints.

Decision of the Hearing Sub-Committee:-

Resolved (1) That the Standards Hearing Sub-Committee found that each of the complaints had been thoroughly investigated. They found that all parties involved in the complaints had been given a fair opportunity to provide relevant information and respond to findings. Due to the already thorough nature of the investigations, it was considered that there would be nothing further to be gained, and that it would not be a good use of the Council's resources nor serve the public interest, to refer any of the complaints to a full Standards Hearing. The Hearing Sub-Committee was satisfied with, and accepted, the Investigating Officer's conclusion there had been no breach of the Code of Conduct in respect of each of the five complaints; and

(2) That the Executive Director (Legal & Democratic Services) sends a letter to the Independent Investigator, on behalf

of the Committee, to thank them for the full and thorough investigations into each complaint and well written reports provided to help the Committee to reach decisions on each complaint.

Signed:……

Date: ……

Chair of the meeting
At which the minutes were confirmed

PLANNING COMMITTEE

Wednesday, 19th January, 2022

Present: Councillor Dave Parkins (in the Chair), Councillors Judith Addison, Mohammad Ayub, June Harrison, Susan Hayes, Terry Hurn, Chris Knight, Sajid Mahmood, Caroline Montague, Kath Pratt and Kate Walsh

Apologies: Councillors Eamonn Higgins, Diane Fielding and Melissa Fisher

238 Apologies for Absence, Substitutions, Declarations of Interest and Dispensations

Apologies for absence were submitted on behalf of Councillors Eamonn Higgins (Chair), Diane Fielding and Melissa Fisher. Councillor Chris Knight substituted for Councillor Diane Fielding.

There were no declarations of interest or dispensations.

239 Minutes of the Last Meeting

The minutes of the last Planning Committee held on the 30th November 2021 were submitted for approval as a correct record.

Resolved - That the minutes be received and approved as a correct record.

240 Town and Country Planning Act 1990- Planning Applications for Determination

The Chief Planning and Transportation Officer submitted a report setting out recommended action, together with a location plan, site plan and section views, in connection with the following application:

11/21/0584 – Householder: Extension to existing raised platform to rear of dwelling and associated boundary treatment - 7 Hazel Grove Oswaldtwistle BB1 3NB

Notes:

1. MG, the agent on behalf of the applicant, spoke in favour of the application.
2. The applicant was present at the meeting, but did not speak.
3. LH, a neighbour, spoke against the application. LH also circulated a number of photographs of the site.

Resolved

(1) That planning permission is GRANTED in respect of application 11/21/0584, subject to the planning conditions recommended in the report.

(2) That delegated powers be granted to the Chief Planning and Transportation Officer to finalise the

wording of the conditions and informatives, prior to the notice being issued.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

RESOURCES OVERVIEW AND SCRUTINY COMMITTEE

Wednesday, 16th February, 2022

Present: Councillors Michael Hindley, Andrew Clegg, Tim O'Kane, Noordad Aziz (Vice Chair) and Michael Miller

Co-optees: Doug Hayes and Bernard Dawson

In Attendance: Councillors Miles Parkinson, Joyce Plummer and Peter Britcliffe

Apologies: Councillors Carole Haythornthwaite, Patrick McGinley and Paddy Short

258 Apologies for absence, Substitutions, Declarations of Interest and Dispensations

An apology for absence was submitted on behalf of Councillors Paddy Short, Patrick McGinley and Carole Haythornthwaite.

Councillor Peter Britcliffe substituted for Councillor Carole Haythornthwaite.

No declarations of interest or dispensations were declared at the meeting.

259 Minutes of Last Meeting

The Minutes of the Resources Overview and Scrutiny Committee held on 16th December 2021 were submitted for approval as a correct record.

Resolved - That the Minutes be received and approved as a correct record.

260 Medium Term Financial Strategy 2022/23 to 2024/25

Councillor Joyce Plummer, Portfolio Holder for Resources presented the report to consider the three year projections of income and spending for the Council ahead of formulating 2022/23 Revenue and Capital Budgets.

The Leader of the Council provided further detail on the Council's potential medium term finances, referring to the UK prosperity fund and devolution and the potential affects these may have on the Council's finances going forward.

The Committee asked questions on the following topics, with responses given by the Leader of the Council and the Deputy Chief Executive.

- Maintaining the Council's levels of reserves
- Inflation and the effects on the Council's finances and levels of borrowing
- Potential effects of large business failures on the Council's business rates collections

Resolved - That the contents of the Medium Term Financial Strategy 2022/23 – 2024/25 be noted.

261 Prudential Indicators Monitoring and Treasury Management 2022/23

Councillor Joyce Plummer, Portfolio Holder for Resources presented the report to consider the Council's policy and objectives with respect to treasury management, to explain how it will achieve its objectives and manage its activities and investment strategy for 2022/23.

Councillor Caroline Haythornthwaite arrived during this item, and sat in as an observer.

There were no questions from committee members.

Resolved - That the contents of the following be noted:

- **PRUDENTIAL INDICATORS AND TREASURY MANAGEMENT & INVESTMENT STRATEGY 2022/23 – 2024/25**
- **MINIMUM REVENUE PROVISION POLICY STATEMENT 2022/23.**
- **TREASURY MANAGEMENT POLICY STATEMENT 2022/23.**
- **TREASURY MANAGEMENT PRACTICES 2022/23 CAPITAL STRATEGY 2022/23**

262 General Fund Revenue Budget 2022/23

Councillor Joyce Plummer, Portfolio Holder for Resources presented the report to consider the proposals for the 2022/23 General Fund Revenue Budget which also provides an overview of key issues arising from the Medium Term Financial Strategy.

The report recommended that:

a) That Cabinet proposes to Council an increase in Council Tax for 2022/23 of £5.11 per year for a Band D property. This is equivalent to less than 10 pence per week. As most households in Hyndburn are Band A rather than Band D properties, the vast majority of households will only see a rise of less than 7p per week. This is only the sixth increase in Council Tax by Hyndburn Council in 13 years.

b) The Budget for 2022/23 will therefore be £12,3347,000 as detailed in Appendices 1 and 2.

c) That Cabinet recommend approval of the growth items and savings approach outlined for 2022/23 as set out in Appendix 3 to ensure the Council has a balanced budget.

d) That Cabinet note the significant improvement made in relation to budget monitoring and cost reduction within the Authority over the past 18 years and confirms its commitment to continuing this approach in the year ahead.

e) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of the Council) for technical reasons, such as the restructuring of cost centres, the re-apportionment and re-allocation of overheads etc., provided such amendments have an overall neutral impact on the Budget.

f) That Cabinet recommends during the financial year 2022/23, the Deputy Chief Executive be delegated responsibility to amend the Budget (following consultation with the Leader of

the Council) should the estimate of Business Rates not be sufficiently accurate, by drawing on reserves if needed or paying over additional contributions to reserves.

g) That to aid future financial management planning any surpluses generated during 2022/23 are set aside to help the Council reduce its cost base over the next three years, to support its long term capital programme or to strengthen its overall reserve position.

h) That Cabinet recommends that the Lower Tier Service Grant and the 2022/23 Services Grant are used to help balance the Council's Budget.

i) That Cabinet recommends that the New Homes Bonus and any additional funds from Government that are not ring-fenced funding as well as any other surplus funds can be used if required to support Capital expenditure as determined by the Deputy Chief Executive in the overall financing of capital expenditure or be transferred to Reserves.

Responses to the following questions, which were submitted in advance of the meeting, were provided by the Portfolio Holder for Resources:

1. Several instances of the report recommend that the Deputy Chief Executive be authorised to make amendments to the budget during the year in consultation with the Leader of the Council. Should these decisions not be made by the Portfolio Holder for Resources rather than the Leader?

2. The report identifies a £20,000 saving on the Cabinet Action Fund. What is the Cabinet Action Fund, and how much remains in this budget?

3. There is no mention of a budget for events relating to the Platinum Jubilee. Why is this?

4. Why are growth items required in the budget for Elections and Community Safety Officers?

5. Is there are budget allocation for the Hyndburn Hub / Covid response?

6. There is significant growth item for Christmas decorations. How are these procured?

7. Can you explain the Capitalisation Fee Income Generation Regeneration Development Team in more detail?

8. How will the Council manage rising energy costs? What savings will the decarbonisation work at Hyndburn Leisure Centre and Scaitcliffe House generate to support this?

The Leader of the Council responded to additional questions asked on the following topics:

- The cost to the Council of keeping Council tax raises to zero or below inflation over the last several years.
- Growth items for defibs and corporate property
- Smart working policy

Resolved - The contents of the General Fund Revenue Budget 2022/23 be noted.

263 Capital Programme 2022/23

Councillor Joyce Plummer, Portfolio Holder for Resources presented the report to consider the Council's capital investment priorities for 2022/23.

The report recommended a Capital Programme of £38,593.918 to be funded by new anticipated direct external grants of £23,428,958 and £15,164,960 of new investment from the Council's resources, the redesignation of reserves to support the capital programme and the use of borrowing.

Councillor Plummer provided information relating to the individual capital programme projects, which were outlined in full of the report.

The Committee submitted several questions in advance of the meeting, which Councillor Plummer, the Leader of the Council and the Deputy Chief Executive responded to.

1. Page 6 refers to interest rates at 0.25%. These have since increased and many are forecasting that they will go up further this year. What risks does this pose to the Council's proposed borrowing to fund parts of the capital programme?

2. The Councils contribution to the town centre levelling up project was previously forecast at £2million. Why has this increased to £4million?

3. I have attended meetings where it had been indicated that Sport England would be contributing the majority of the funding for the leisure estate transformation, however, the capital budget shows the Council are funding the vast majority. Why is this? And what specifically will the £2million from Sport England be used for?

4. Does the leisure estate transformation budget include improvements to Mercer Hall for alternate use? Also, has progress been made on considering alternative uses for Mercer Hall?

5. There is significant investment proposed into the 3G pitch at Hyndburn Leisure Centre. What measures will be taken to ensure the problems with the current pitch do not arise again?

6. Cemetery Welfare facilities improvements are included in the capital budget. How will the cemetery service cope with rising fuel costs?

7. Regarding the war memorial restoration, where is this and what does the restoration works entail?

8. Have leasing options been considered as an alternative to spending £20k + on chip and pin devices?

9. How has Brexit affected the cost of materials associated with our capital programme?

10. Regarding the canal tow path works, The Dunkenhalgh estate historically has not allowed any footways or cycle paths on their land. Can we make sure no plans are drawn up that involve plant or machinery being utilised on their land because they would be sure to object?
11. Why is no specific capital budget allocated for the Council achieving its climate emergency aims? In addition, how will the Council ensure its significant capital budget this year is spent in a way that supports our climate emergency declaration?

Additional questions were posed and responded to regarding Disabled Facility Grants and external funding opportunities for new and used buildings. It was suggested that the Committee may wish to review Disabled Facilities Grant as a stand alone item next year.

There was an additional discussion from members around access to information. Some members reported difficulty reviewing detailed information in reports, particularly those with financial details, without a paper copy of an agenda. They asked that Leaders Policy Development Board consider the current paperless meetings policy with a view to making paper copies of agendas available to members prior to meetings, particularly for those agendas which may include detailed financial information.

Resolved - The contents of the General Fund Capital Programme 2022/23 be noted, and;

Leaders Policy Development Board consider the current paperless meetings policy with a view to making paper copies of agendas available to members prior to meetings, particularly for those agendas which may include detailed financial information.

264 Opposition Group - Budget Proposals 2022/23

The Chair invited Cllr Marlene Haworth, Leader of the Opposition to present an alternate budget. Cllr Haworth indicated that although she had intended to submit an alternate budget, the group decided not to do this due to the additional workload which would be required from Council Officers in order to support this.

A general discussion was held on the need for this item going forward. The Leader of the Council pointed out that very few opposition groups submit full alternate budgets at other councils, and it can be a waste of resource. The Committee discussed the possibility of changing this item in future to “Opposition amendments to the budget”.

265 Representations and Questions on the Budget

This item gives individual members of the Council who are not part of the Scrutiny Committee, and members of the public opportunity to ask the Leader of the Council questions relating to the Budget.

No questions were received.

After considering all the information presented at the meeting, the Committee discussed recommendations that they would be making to Council.

Resolved

That Council notes the following resolutions of the Resources Overview and Scrutiny Committee:

(1) That the Committee notes the content of the reports relating to; Performance Indicators, Treasury Management and Investment Strategy, Medium Term Financial Strategy, General Fund Revenue Budget and General Fund Capital Budget;

(2) That the Committee thanks the Leader of the Council, Portfolio Holder for Resources and Leader of the Opposition for their participation in the Scrutiny meeting and debate;

(3) That the Deputy Chief Executive, and all other officers involved, be commended for their work in producing the budget.

(4) That having reviewed and debated the budget submitted, the Committee supports the content of the revenue and capital budget reports as outlined.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

PLANNING COMMITTEE

Wednesday, 23rd February, 2022

Present: Councillors Dave Parkins (Vice Chair), Judith Addison, Mohammad Ayub, Munsif Dad BEM JP, Diane Fielding, Melissa Fisher, June Harrison, Susan Hayes, Carole Haythornthwaite, Terry Hurn, Caroline Montague, Kath Pratt and Kate Walsh

Apologies: Councillors Eamonn Higgins and Sajid Mahmood

266 Apologies for Absence, Substitutions, Declarations of Interest and Dispensations

Apologies for absence were submitted on behalf of Councillors Eamonn Higgins (Chair) and Sajid Mahmood. Substitutes Councillors Munsif Dad BEM JP and Carole Haythornthwaite respectively were in attendance.

There were no declarations of interest submitted or dispensations recorded.

267 Minutes of the Last Meeting

The minutes of the last Planning Committee held on the 19th January 2022 were submitted for approval as a correct record.

Resolved - That the minutes be received and approved as a correct record.

268 Town and Country Planning Act 1990- Planning Applications for Determination

The Chief Planning and Transportation Officer submitted reports setting out recommended action in connection with the following applications:

3A. 11/21/0524 – Full Application: Variation of condition no 4 (First export date of electricity to the grid and decommissioning of development) pursuant to 11/09/0512 under Section 73 of the Town and Country Planning Act 1990, in connection with land at Oswaldtwistle Moor, south of Haslingden Road, Oswaldtwistle, Accrington.

Note: This Item had been withdrawn from the agenda prior to the meeting, as officers had sought legal advice from within the Council and it was considered that due to the length of time that the 12 existing turbines' lifetime would be extended under the proposal, it was necessary to undertake public consultation. This had been agreed with the agent and it was intended to bring the matter back to the Planning Committee in March 2022.

3B. 11/21/0487 – Full Application: Modification of s106 agreement dated 23 June 2009 under S106A of the Town and Country Planning Act 1990, in connection with Unit 5, Hyndburn Retail Park, Whitebirk Drive, Blackburn, BB1 3HT.

An update sheet and site plan was provided at the meeting.

Note: Nick Pleasant, the agent on behalf of the applicant, spoke in support of the application.

Resolved - **That the 23rd June 2009 S106 is modified as requested, but that the final wording of point (2) below is delegated to the Chief Planning Officer prior to the signing of the S106. The wording would be similar to that set out below.**

(1) That the obligations in paragraph 1 and 2 of Schedule 1 of the 2009 Agreement shall not apply to Unit 5 (whilst continuing to apply to the remainder of the Peel Centre now bound by it); and

(2) That a new agreement shall regulate the use of Unit 5. Within that new agreement, the list of permitted goods applicable to Unit 5 shall be the same as the list within paragraph 2 Schedule 1 of the 2009 agreement, but with additional permitted categories of sportswear, sports and leisure footwear, sports goods and equipment and items ancillary thereto, including casual wear and leisure wear.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed